

Department of Highway Safety and Motor Vehicles



Long Range Program Plan

Fiscal Years

2005 – 2006 Through Fiscal Year 2009 – 2010

“Making Highways Safe”

August 2004

TABLE OF CONTENTS

Agency Mission	3
Goals and Objectives	4
Linkage to Governor’s Priorities	7
Trends and Conditions	8
External Forces and Environmental Impacts	21
DHSMV Customers and Stakeholders	22
Glossary	23
Other Acronyms and Abbreviations	28

Agency Mission

“Making Highways Safe”

The Florida Department of Highway Safety and Motor Vehicles develops, maintains and supports a safe driving environment through law enforcement, public education and service, reduction of traffic crashes, titling and registering of vessels and motor vehicles, and licensing motor vehicle operators.

Department of Highway Safety and Motor Vehicles

Goals and Objectives

GOAL #1: Increase safety on Florida's highways

OBJECTIVE 1A: Reduce the statewide traffic death rate.

OUTCOME: Annual mileage death rate on all Florida roads per 100 million vehicle miles of travel.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
2.10	1.75	1.70	1.65	1.60	1.55

OBJECTIVE 1B: Reduce the statewide traffic crash rate.

OUTCOME: Annual crash rate per 100 million miles on all Florida roads.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
173	135	134	133	132	131

OBJECTIVE 1C: Maintain the average response time to crashes and other calls for service.

OUTCOME: Actual average response time to call for crashes or assistance from the motoring public (in minutes).

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
26.43	26	26	26	26	26

GOAL #2: Increase consumer protection and public safety

OBJECTIVE 2A: Assure Florida motorists are capable of driving safely.

OUTCOME: Number of examinations administered to motorists.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
1,849,868	3,096,772	3,164,651	3,234,018	3,304,907	3,377,347

OBJECTIVE 2B: Protect the public from drivers whose behavior proves hazardous.

OUTCOME: Number of problem drivers identified.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
1,100,883	1,760,812	1,866,461	1,969,116	2,077,417	2,191,675

OBJECTIVE 2C: Protect the public from motor vehicle title fraud and auto theft.

OUTCOME: Number of fraudulent titles identified and submitted to law enforcement.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
423	780	800	820	820	820

OBJECTIVE 2D: Reduce criminal use of fraudulent identification.

OUTCOME: Number of licenses/ID cards suspended, cancelled, and invalidated due to fraudulent activity.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
2,356	3,236	3,333	3,400	3,468	3,468

OBJECTIVE 2E: Increase public protection from fraud by intensifying criminal investigations.

OUTCOME: Number of criminal investigation hours.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
40,395	60,189	61,393	62,621	63,873	65,150

OBJECTIVE 2F: Assure Florida commercial motor carrier taxes are collected effectively and efficiently.

OUTCOME: Ratio of taxes collected as a result of International Registration Program and International Fuel Use Tax agreements audits to cost of audits.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
1.79/1	1.73/1	1.73/1	1.73/1	1.73/1	1.73/1

OBJECTIVE 2G: Increase motorists' financial responsibility for the damage they cause.

OUTCOME: Percent of motorists complying with financial responsibility.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
84%	95%	95%	95%	95%	95%

OBJECTIVE 2H: Provide accurate and timely vehicle dealer licensing system.

OUTCOME: Percent of dealer licenses issued within 7 working days upon receipt of completed

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
99%	99%	99%	99%	99%	99%

OBJECTIVE 2I: Increase the safety of manufactured home units by ensuring manufacturer's compliance with established construction standards.

OUTCOME: Ratio of warranty complaints to new mobile homes titled.

Baseline 1999-00	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10
1:52	1:70	1:72	1:74	1:84	1:94

Department of Highway Safety and Motor Vehicles

Linkage to Governor's Priorities

#1 – Improve student achievement

Department of Highway Safety & Motor Vehicles Goal #2

#2 – Reduce violent crime and illegal drug use

Department of Highway Safety & Motor Vehicles Goal #1

#3 – Create a smaller, more effective, more efficient government that fully harnesses the power of technology to achieve these goals

Department of Highway Safety & Motor Vehicles Goal #1 and Goal #2

#4 – Create a business climate that is conducive to economic opportunity

Department of Highway Safety & Motor Vehicles Goal #2

#5 – Help the most vulnerable among us

Department of Highway Safety & Motor Vehicles Goal #1 and Goal #2

#6 – Enhance Florida's environment and quality of life

Department of Highway Safety & Motor Vehicles Goal #1 and Goal #2

Trends and Conditions

The Florida Department of Highway Safety and Motor Vehicles has two primary program areas: 1) Highway Safety and 2) Licenses, Titles and Regulations. These programs and the services they provide depend on the significant leadership and support of both the Office of the Executive Director/Division of Administrative Services and the Kirkman Data Center.

DHSMV constantly strives to meet the increasing demands created by a growing population and changing global conditions. All Department services are regularly evaluated to achieve a balance of effectiveness and cost efficiency.

Goal I: Increase Safety on Florida's Highways

This goal directly reflects the Department's mission and includes the Florida Highway Patrol's (FHP) activities. The increased need for crash and traffic homicide investigations decreases the time troopers are available for preventive patrol on the state's highways. Other significant activities in which troopers engage while providing safety on the highways include, but are not limited to, combating drug smuggling, investigating acts of highway violence including road rage, removing drunk drivers from the road, and assisting the motoring public. FHP also is charged with assisting local law enforcement agencies when requested and providing services under the mutual aid agreement regarding state-level emergency response to natural and man-made disasters.

Statutory Responsibilities

Section 321.05, Florida Statutes, declares members of the Florida Highway Patrol to be conservators of the peace and law enforcement officers of the state, assigned to patrol the state highways; regulate, control, and direct the movement of traffic; and to enforce all laws regulating and governing traffic, travel, and public safety on the public highways and providing for the protection of the public highways and public property. The statute assigns the following additional duties to the Patrol:

- *maintain the public peace by preventing violence on highways;*
- *apprehend fugitives from justice;*
- *make arrests without warrant for the violation of any state law committed in their presence in accordance with the laws of the state;*
- *regulate and direct traffic concentrations and congestion;*
- *govern and control the weight, width, length, and speed of vehicles and enforce the laws of licensing;*

- *authorized to collect any state fees that may be levied on vehicle operators in order to use state highways;*
- *require the drivers of vehicles to show proof of license, registration, or documents required by law to be carried by motorist;*
- *investigate traffic accidents, interview witnesses and persons involved, and write a report;*
- *investigate vehicle thefts and seize contraband or stolen property on the highways;*
- *assist other state law enforcement officers of the state to quell mobs and riots, guard prisoners, and police disaster areas;*
- *make arrests while in fresh pursuit of a person believed to have violated traffic and other laws; and*
- *arrest persons wanted for a felony or against whom a warrant has been issued on any charge in violation of federal, state, or county laws or municipal ordinances.*

There are 119,785 miles of public roads in Florida. The Patrol's visibility on the roadways contributes significantly to motorists' compliance with traffic laws and helps to provide rapid response to incidents and calls for service occurring on the highways under its jurisdiction.

Florida Highway Patrol Priorities

The priorities of the Florida Highway Patrol are based on its statutory responsibility to provide for safety on the roads and highways of the state. Since its inception in 1939, the Patrol's primary responsibility, as assigned by the Florida Legislature, has been the enforcement of traffic laws.

The Florida Highway Patrol's first priority is to maintain safety on Florida's highways. Troopers accomplish this through frequent patrol and enforcement of traffic laws; by responding to, investigating and clearing the highway of traffic crashes, which provides for the safety of other drivers passing the scene, ensures the rapid treatment of the injured, and provides important data concerning causation factors for crashes. The responsibility for highway safety also includes interdicting dangerous drugs and contraband, detecting other criminal activities on the highways, and conducting thorough traffic homicide investigations of crashes involving traffic fatalities.

The second priority for the Patrol is to protect the public from criminal activities. Criminal investigations are conducted for cases of driver license fraud, odometer fraud, title fraud, identity theft, vehicle theft, and other crimes over which the Patrol has primary responsibility.

Additionally, the public has a right to expect professional conduct from its law enforcement officers. The Patrol achieves professional conduct by thoroughly training its recruits and providing in-service training to troopers, by investigating citizen and internal complaints against members, and by monitoring data on trooper activities.

Florida Highway Patrol Trends & Conditions

The growth of Florida’s motor vehicle traffic has resulted in an increased number of traffic law violations. These violations include driving under the influence of alcohol or controlled substances, speeding, aggressive driving behavior, and occupant restraint violations, and hazardous moving violations. These violations frequently lead to traffic crashes resulting in fatalities, injuries, and property damage.

The data below illustrates that from 1993 to 2002 the number of licensed drivers increased from 11.8 million to 14.6 million (24%), while vehicle miles traveled increased from 120 billion to over 178 billion (an increase of 48%). During the same time period, the number of tourists visiting Florida rose from 36 million to nearly 70 million. Each year, almost half of Florida's tourists arrive by personal vehicle while many others rent vehicles after arriving in the state.

Figure 1

Year	Licensed Drivers	Vehicle Miles Traveled*	Traffic Crashes	Non-Fatal Injuries	Deaths	Mileage Death Rate**
1993	11,767,490	119,768	199,039	212,454	2,719	2.27
1994	11,992,578	120,929	206,183	223,458	2,722	2.25
1995	12,019,156	127,800	228,589	233,900	2,847	2.23
1996	12,343,598	129,637	241,377	243,320	2,806	2.16
1997	12,691,835	133,276	240,639	240,001	2,811	2.11
1998	13,012,132	136,680	245,440	241,863	2,889	2.11
1999	13,398,895	140,868	243,409	232,225	2,920	2.07
2000	14,041,846	149,857	246,541	231,588	2,999	2.00
2001	14,346,373	171,029 [†]	256,169	234,600	3,013	1.76 [†]
2002	14,604,720	178,680	250,470	229,611	3,148	1.76

*In Millions.

**Per 100 Million Vehicle Miles Traveled

[†]The Florida Department of Transportation changed its methodology for estimating vehicle-miles traveled to more accurately capture travel off the state road system.

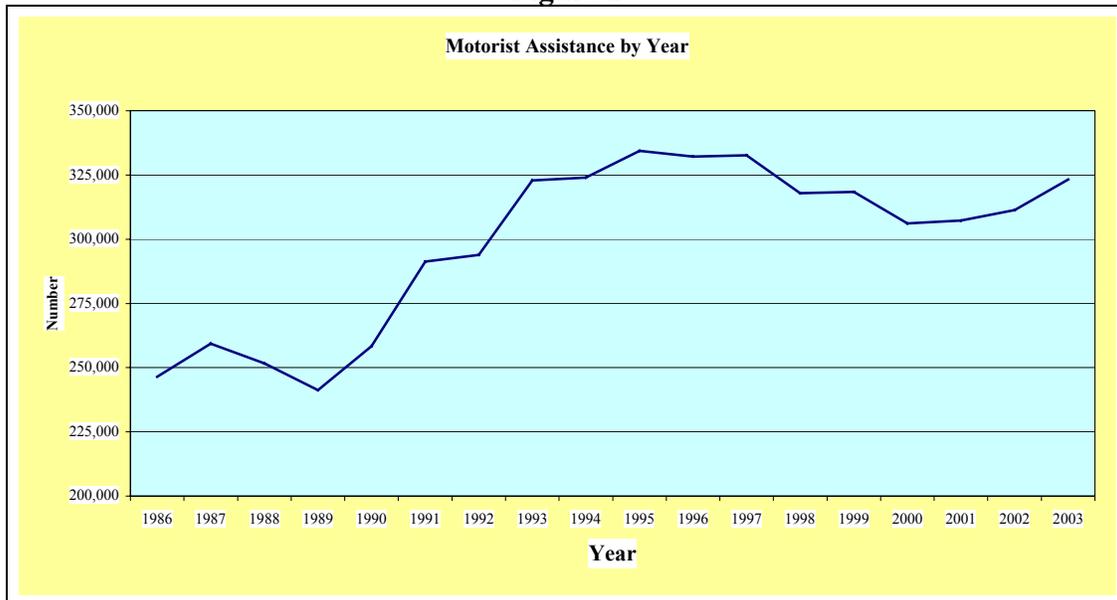
Source: Department Of Highway Safety and Motor Vehicles “Traffic Crash Facts 2002” and internal data sources.

The Patrol addresses highway safety issues in several ways. The most common mode of enforcement is the use of marked patrol cars to patrol the highways. This is augmented by aerial patrol to spot violators, the use of motorcycles to reach crash scenes, which cannot be readily accessed by car, and special enforcement activities such as DUI checkpoints. Canines are used when a traffic stop reveals the probability of drugs in a vehicle.

In an effort to provide for more effective and efficient use of its troopers, FHP has implemented a Community Service Officer program in Hillsborough, Orange, and Pinellas counties. These non-sworn personnel are used to investigate minor traffic crashes and to provide assistance to motorists, freeing troopers to respond to call for service that require a sworn officer, and providing additional proactive preventive patrol and traffic law enforcement.

In Figure 2 below, assistance rendered by the Florida Highway Patrol grew from over 258,000 instances in fiscal year 1990-91 to over 323,000* in 2003-04, an increase of 25%. Given the recent trend, it is projected that the number of requests for motorist assistance will increase to over 350,000 requests in fiscal year 2005-2006.

Figure 2



* Represents assists by Law Enforcement Officers, Law Enforcement Investigators, Law Enforcement Supervisors and Community Service Officers

Source: Department Of Highway Safety and Motor Vehicles “Trooper Activity Report for FY 03-04

The Florida Highway Patrol bases its required strength in each county on a staffing methodology developed by the Northwestern University Transportation Institute for the National Highway Traffic Safety Administration (NHTSA). To test the accuracy of this methodology, the Patrol has assigned additional troopers to Pasco County to bring the strength there up to the level recommended using the model. The new troopers finished their training in June 2002 and activity levels and safety measures were studied to evaluate the effects of the additional positions. To illustrate the impact of this project, the mileage death rate for Pasco County in calendar year 2002 was 2.8 per 100 million vehicle-miles traveled. By comparison, the mileage death rate in calendar year 2003 for Pasco County dropped to 2.4 per 100 million vehicle-miles traveled. This decrease signifies that bringing the number of troopers up to the NUTI staffing recommendation impacts the number of fatalities in Pasco County.

The Florida Highway Patrol is the primary response state law enforcement agency in disaster situations. Through the years, Patrol personnel have responded quickly, professionally, and efficiently to any crisis situation. To build upon the long history of effective Florida Highway Patrol response to emergency situations, and recognizing the level of tropical storm and hurricane activities in Florida, the Patrol has implemented a plan to deploy a 25-person Reaction Force team from each troop. Recently, these activities have been expanded to include domestic security. Troopers are becoming increasingly involved in the investigation of identity theft and driver license fraud and are assigned to Regional Domestic Security Task Force (RDSTF) Teams. In addition to its role during natural disasters, the Patrol provides assistance to local law

enforcement during periods of civil disorder and during major public recreational events such as Speed Week and Bike Week at Daytona Beach, and Spring Break at Daytona Beach and Panama City Beach. In addition, the Patrol provided assistance in the security surrounding the Free Trade Area of the Americas (FTAA) that was held in Miami in November 2003, as well as the G-8 Summit that was held in Georgia in June 2004.

In 2003, there were 22,752 alcohol or drug-related crashes in Florida. The Patrol has given enforcement priority to this problem. During fiscal year 2003-2004, troopers made 10,540 driving-under-the-influence (DUI) arrests. While DUI arrests are critical for highway safety, the arrest procedures are very detailed and time-consuming to complete, resulting in the use of a large amount of a trooper's non-obligated patrol time. The Patrol is assisted in its DUI enforcement and prevention efforts by Mothers Against Drunk Driving (MADD).

Driving under the influence of alcohol or controlled substances is a criminal offense. In addition, many fatal crashes result in criminal charges. Recognizing the rights of the victims of these crimes, the Florida Highway Patrol has placed victim advocates in Orlando and Davie. Funded with Victims of Crime Act funds from the U.S. Department of Justice through the Florida Attorney General's Office, these advocates provide counseling and other services to the surviving families of innocent victims of traffic crashes and DUI.

Three key types of criminal activity have emerged over the past ten years on Florida's highways: the use of the highways by drug couriers to transport illegal narcotics, random violent acts or criminal mischief, and aggressive driving behavior.

The transport of illegal narcotics endangers law enforcement personnel as well as other users of the road system. Routine traffic stops can lead to tragedy when drug traffickers are involved. During the first nine months of fiscal year 2003-2004, the Florida Highway Patrol's contraband interdiction efforts resulted in the seizure of 441 pounds of marijuana, 45 pounds of cocaine, 35 pounds of heroin, 15 vehicles, and 34 weapons. The value of drugs seized was estimated at \$2,846,398. During this same time period, 2,536 drug-related arrests were made as a result of traffic stops by the Patrol.

Aggressive driving has been the subject of frequent complaints and coverage in the news media. To combat aggressive driving, FHP has instituted aggressive driving details and is using unmarked vehicles to spot and document cases of aggressive driving. Operation RADAR was an aggressive driving campaign that focused on the South Florida area. The operation was so successful that the aggressive driving campaign was expanded statewide and named Operation SAFE RIDE. During this two-day campaign, FHP issued over 663 citations for aggressive driving. For fiscal year 2003-04, troopers reported citations in association with 7,213 cases of aggressive driving.

A shortage of state law enforcement resources has made it difficult to respond as quickly as needed to calls for service, including incidents of highway violence and aggressive driver enforcement. For example, during fiscal year 2003-2004, the Florida Highway Patrol's statewide average response time to all calls for service averaged 30.68 minutes. Response time to traffic crashes averaged 33.00 minutes and response to other calls for service averaged 23.70 minutes. Response time is influenced by the availability of troopers for immediate response, the distance the trooper has to drive to get to the scene, and the level of congestion on the roads.

Effective law enforcement depends on the public's faith in the honesty and fairness with which enforcement actions are taken. On January 1, 2000, the Florida Highway Patrol began collecting data on the drivers stopped by its troopers. As of July 13, 2004, reports on 2,848,028 traffic stops had been processed. Of the drivers stopped, 82.42% were White, 15.76% were Black, 1.49% were Asian, and .20% were Native Americans. These percentages closely match the percentages of those racial groups in Florida according to the 2000 Census. Hispanic ethnicity is reported separately from race for each driver. 16.54% of the drivers stopped were identified as Hispanic, again closely matching the percentage reported in the Census.

The public's respect for law enforcement also depends on thorough and fair professional compliance investigations in response to allegations of improper activities identified from within the Patrol and from citizen complaints. The Patrol maintains an Office of Investigations to conduct professional compliance investigations as well as criminal investigations in traffic-related areas such as motor vehicle theft, cargo theft, driver license fraud and identity theft, and odometer fraud. The agency also conducts pre-employment polygraph examinations for applicants to the Patrol and other state agencies.

Traffic homicide investigations are a major responsibility of the Patrol. Specially trained traffic homicide investigators are dispatched to scenes of fatal crashes to conduct thorough investigations and to make initial determinations of possible criminal charges. Investigations often involve highly skilled crash reconstruction techniques and modern technology to determine and document fatal crash causation factors.

Utilizing Technology

The Patrol has recently completed a three-year project to place mobile data computers in patrol cars. This project can increase trooper productivity by decreasing the amount of time required to complete reports. It also reduces the workload for duty officers by allowing troopers to make computer checks of driver licenses and vehicle registrations directly through the computer rather than having to request the information over the radio. A dispatch function allows dispatch communications through the computers instead of the radio, allows troopers to view all active calls, and allows troopers to dispatch themselves in response to calls for service. Knowing where all activity is taking place allows troopers to provide more effective and rapid backup when required.

Keeping up with the increasing demand for services requires the Florida Highway Patrol to have state of the art communications equipment and adequate dispatch personnel. In order to improve its communication system, the Patrol joined with other state agencies to develop a new 800 MHz (megahertz) radio system. This new radio system has alleviated the problems caused by the limited capacity and capabilities of long outdated equipment.

In order to provide more effective and efficient communications, the Patrol has consolidated its dispatch operations into seven communications centers. These centers provide dispatch services to units of several other state law enforcement agencies: Department of Transportation, Motor Carrier Compliance Office; Department of Law Enforcement, Investigations and Division of Capitol Police; Florida Department of Legal Affairs, Medicaid Fraud Control Unit; Department of Financial Services, Insurance Fraud and State Fire Marshal, Bureau of Fire and Arson Investigations; Department of Professional and Business Regulation, Division of Alcoholic

Beverages and Tobacco; Department of Environmental Protection, Division of Law Enforcement; and the Department of Agriculture and Consumer Services, Office of Agricultural Law Enforcement.

Through programs such as *FHP (star FHP), which allows motorists to contact the Patrol by cellular telephone, at no cost, to report emergencies or dangerous drivers, the Florida Highway Patrol is taking advantage of new technologies and developing public/private partnerships to enhance public safety. FHP has installed the Highway Advisory Radio Project (low-power radio transmitters) at the state's welcome centers to broadcast safety messages and apprise drivers arriving in the state of road conditions and emergency situations.

The Florida Highway Patrol website (www.fhp.state.fl.us) provides a wide variety of information for the public. Individuals now can visit the site and obtain information about traffic crashes and other incidents being worked at the time in each of the Patrol's ten troops. The site also provides a link to the Florida Department of Transportation's report of road conditions and construction projects.

Justification of Outcome Projections

The major purpose of traffic law enforcement is to reduce the costs and personal tragedy involved in traffic crashes. The crash rate (number of crashes per 100 million vehicle-miles traveled) and the death rate (number of traffic fatalities per 100 million vehicle-miles traveled) are measures of the number and severity of traffic crashes. Vehicle-miles traveled are used to standardize the measure because they reflect changes in the exposure to potential traffic crashes from one year to another. A vehicle-mile is one vehicle traveling one mile during the year.

These measures apply to the state as a whole. It is impossible to separate the effect of the Florida Highway Patrol's traffic enforcement from that of other law enforcement agencies. The target for the mileage death rate was chosen to reduce Florida's rate to the level of the national rate within five years. The crash rate reduction was based on a reasonable expectation based on past trends.

Average response time reflects the number of calls for service and the staffing level of the Patrol. More calls for service and fewer available troopers are reflected by a higher response time. The Patrol's statewide performance standard for average response time has been calculated at 26 minutes.

All outcome measures are affected by staffing levels and expenditures. Response time is improved when the number of available troopers, duty officers, and call takers is increased. Staffing also affects the crash and death rates through the availability of troopers for preventive patrol. The result of having fewer trooper positions is an increase in the number of duty hours spent on required services such as crash investigations and a decrease in the number of duty hours available for patrol and general traffic law enforcement. Technology also plays a role. Expenditures on items such as radars, lasers video cameras, and Intoxilyzers can improve enforcement, while mobile data computers can reduce the amount of time spent making a traffic stop, reduce time allocated to report writing, make dispatch more efficient, and improve the

information available to troopers. Expenditures of these types translate directly to safer highways.

Goal II: Consumer Protection and Public Safety

The Department's motor vehicle and driver licensing services are committed to protecting the motoring public consumers through innovative and cost-effective technology. Acceptable driver behaviors and competencies are the greatest contributors to a safe driving environment. Driver license and motor vehicle fraud is a significant contributor to erosion of the economy and endangers the security and rights of Florida's citizens. The demand for licensing services continues to increase dramatically due to population growth. Processing procedures have increased due to revisions of driver licenses requirements. Utilizing the latest technology available, customer service training for all employees, and designing efficient public service offices are examples of ways the Department meets the challenge of providing exemplary customer service in a rapidly changing environment.

Statutory Responsibilities

The Department's responsibilities for driver licensing and driver improvement are established in Chapter 322, *Florida Statutes*. This section assigns the following duties to the Department:

- *assure driver qualifications prior to issuance of a license, using knowledge and skills tests appropriate to the types of vehicles involved;*
- *periodic re-testing to assure continued basic competency;*
- *improve the behavior of drivers who prove themselves unsafe through repeated traffic violations;*
- *maintain lifetime records on each licensed driver;*
- *remove or restrict driving privileges when problems are identified; and*
- *administer various private sector treatment programs*
- *assure driver identification and legal presence in the United States prior to issuance, coordinating the verification process with the FBI, Bureau of Citizenship and Immigration, and the Florida Department of Law Enforcement*

The driver license service is also responsible for administering Florida's statewide Uniform Traffic Citation system as established in Chapter 318, *Florida Statutes*, and enforcing financial responsibility of motorists as established in Chapters 324 and 627, *Florida Statutes*.

The Department's motor vehicle program derives statutory responsibilities from Chapters 207, 319, 320, and 328, *Florida Statutes*.

Chapter 207, *Florida Statutes*, establishes a tax for the privilege of operating any commercial motor vehicle upon the public highways of Florida and provides the Department authority to audit commercial motor carriers to ensure proper payment of fuel tax.

Chapter 319, *Florida Statutes*, extends the authority and responsibility of the Department's motor vehicle program to create title certificates of ownership for motor vehicles and motor homes.

Chapter 320, *Florida Statutes*, extends the authority and responsibility to the Department to:

- *create motor vehicle, mobile home and trailer registrations (license plates);*
- *regulate the sale and use of handicapped placards;*
- *issue and enforce motor vehicle dealer, manufacturer, distributor, and importers license;*
- *license and regulate mobile home manufacturers and train mobile home installers; and*
- *register commercial motor carriers for tax purposes.*

Chapter 328, *Florida Statutes*, extends the authority and responsibility for the issuance of titles and registrations for vessels owned in the state.

Priorities

The top priorities for the Department's driver licensing service are to assure that Florida's motorists are capable of driving safely and to verify license holders' identification. In an effort to protect the public, driver license applicants are tested and if they have a driving history it is evaluated to identify any dangerous driving habits. The driving records of Florida licensees are monitored regularly. The Department requires, as established in law, that those who demonstrate hazardous driving behavior are accountable for their actions through suspensions, revocations, cancellations or disqualifications, and hearings. Motorists who do not drive safely are properly identified and held responsible for the consequences of their actions.

Purchasing a motor vehicle or vessel represents a large investment for most people. The primary reason for the issuance of a title is to protect this investment and to protect ownership rights. Because a title is a secure, negotiable legal document that provides prima facie evidence of ownership and a means for the conveyance of ownership rights to another person it is a valuable document. Therefore, the Department's motor vehicle services make prevention of vehicle title fraud a top priority.

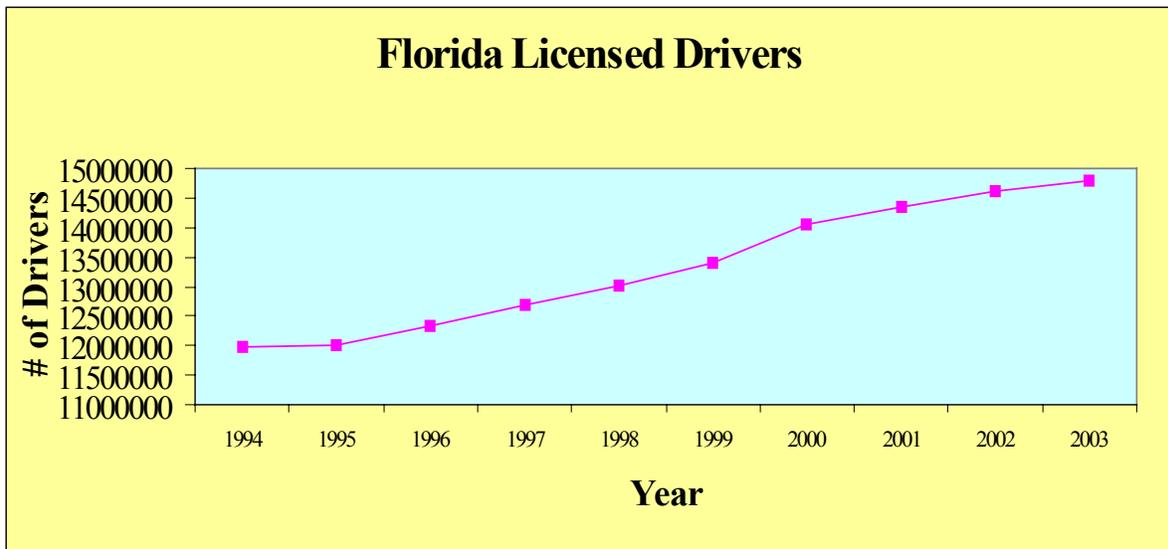
Driver Licensure - Trends & Conditions

Licensing drivers is a state service requiring direct contact with nearly every Florida resident. Two long-term trends affect its future in Florida. The first is population growth and the second is an increasing number of drivers who require special attention – new drivers, problem drivers, and those whose abilities are in decline. Recent events and trends have added new issues to those traditionally associated with driver licensing. The driver licensing system has been called

on to perform services relating to anti-terrorism, identity theft, legal presence in the United States, voting, and privacy of government records.

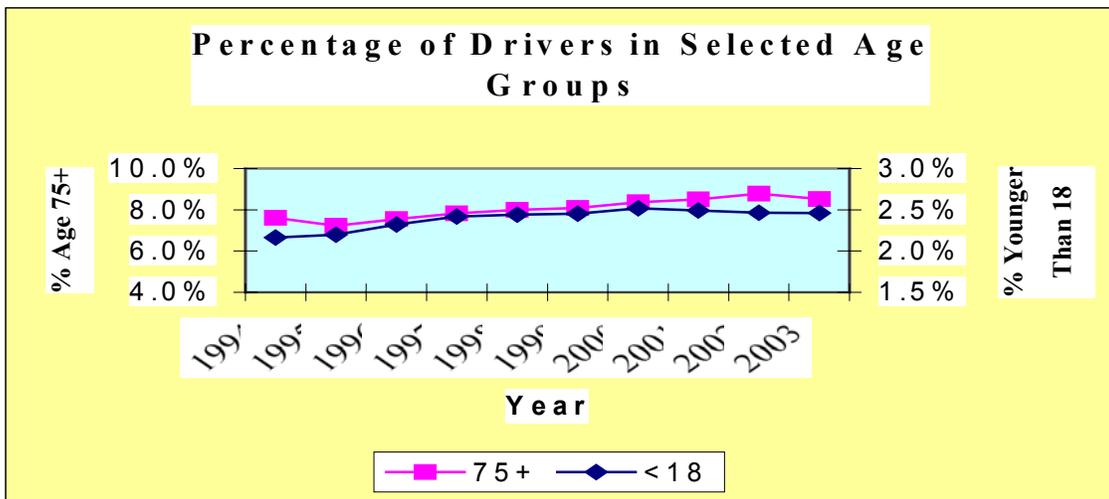
Figure 3, illustrates a 23% increase in the number of licensed drivers within the last decade. Currently, there are more than 14 million customers requiring driver-licensing services. This total is expected to increase to over 15 million by 2006.

Figure 3



Source: Department Of Highway Safety and Motor Vehicles, Driver License Production Database

Figure 4



Source: Department Of Highway Safety and Motor Vehicles, Driver License Production Database

Figure 4 illustrates the increase in the youngest and oldest segments of the driving population over the past decade. The numbers of drivers in these age groups grew at twice the rate of the general driving population. Both groups, for different reasons, represent drivers whose safe

driving abilities warrant closer attention than most. This generates a particular need to strengthen the licensing program's fundamental role of testing and monitoring driver qualifications. In particular, the 2003 Legislature required the Department to conduct a study on the effects of aging on driving ability and develop a comprehensive approach to licensing older drivers. The report identified the state's assessment, remediation efforts and progress toward alternative transportation accommodations for those unable to drive safely. Effective January 1, 2004, Floridians who are 80 years or older are required to pass a vision test before they may renew their driver license.

The anti-terrorism effort affects driver licensing in several ways. The federal USA Patriot Act will call for state driver licensing agencies to collect fingerprints and apply security check measures to all commercial vehicle drivers authorized to transport hazardous materials. Seaport security credentialing has also been made a part of the Division of Driver Licenses (DDL) responsibilities. The anti-terrorism effort often involves issues of identity, current whereabouts, and legal presence in this country. To help law enforcement respond on these issues, the Department has implemented a new investigative tool - the Driver And Vehicle Information Database (DAVID) – that provides instant, integrated access to all driver and vehicle information contained in its records.

Identity theft and other crimes involving fraudulent use of driver licenses as the primary identifying document are growing issues that the Department will address with a major overhaul of the driver license and ID card issuance system. The new DL and ID cards will be as tamper-proof as current technology allows. Procedures for verification of legal identity and presence in the United States have also been greatly strengthened in recent years.

The Federal Help America Vote Act calls on the Department to take a central role in a wide array of measures to improve the voting process. For example, in addition to the voter registration done through driver license offices for a number of years, driver license records will contribute to a central voter database.

New security measures have led to a significant increase in the time and resources needed to process many driver license transactions. For example, the identification and immigration documents of all applicants whose US citizenship or legal alien status is unconfirmed are being scanned and scrutinized in great detail, with issuance of the permanent license withheld until this check has been completed. About 45 to 50 thousand driver license applicants a month are directly affected, with an average increase in wait times for all customers of about ten minutes. The new Federal Patriot's Act adds a fingerprinting requirement for every hazardous material Commercial Driver License applicant. This will add an estimated 15 minutes to the current 15-minute processing time for each transaction.

In an effort to meet the challenge of accommodating the increased driver population and the many new functions being expected of driver licensing services with no increase in resources, the Department has developed several strategies. The first is to focus on the drivers who present risk rather than those that drive safely by reducing the frequency of interaction with the Department. Over the past several years, for example, licensing requirements for new teen drivers have been greatly strengthened while license renewal requirements have been eased to the point that most citizens seldom need visit a driver license office. Office hours at many

locations have been extended to include Saturdays and evenings. Service is more convenient due to Internet and mail-in renewal and address change programs. Credit card re-instatement fee payment via 1-900 numbers and interactive voice telephone systems has greatly enhanced effectiveness and customer convenience. Other tasks that may be performed on-line include a pilot providing knowledge tests on-line to Internet course students. On October 1, 2004, the Department will automatically block all personal information in motor vehicle and driver records to conform to State and Federal driver privacy requirements. This information will only be released to those requesters authorized by law. Persons to whom the information pertains may request their information not be blocked.

Outsourcing is another step the Department has taken to improve service. Commercial driver license testing has been largely shifted to third party administrators. State personnel administered over 60% of commercial driver license skills tests in the early 1990's compared to 12% at present.

During fiscal year 2003-04, the Department converted the submission of industry insurance data from a tape system to an on-line system. This change, along with internal efficiencies, caused a significant reduction in processing and mailing of cancellation notices from 165 days to 60-75 days. This has made the enforcement of the insurance laws far more effective than ever before. Cancellation notices mailed to customers have increased over the past four years by a modest 7.5% each year. Revenue collections have more than doubled from \$9.9 million in fiscal year 2000-01 to \$20.9 million in 2003-04. These results are due to the efforts made by the Department to re-engineer the programs, the training imparted to staff and industry, and the changes in procedures undertaken to improve efficiencies.

Technological progress has been the core tool used to increase customer service and efficiency. The need to monitor the abilities of the increasing number of aging drivers will be aided by computerized diagnostic procedures. Eligible drivers will continue to take advantage of the recently enhanced Internet license renewal option. The Department will be deploying a new license system in calendar year 2004. This new system will provide new technology (hardware and software), integrate four existing systems, provide faster license processing; and provide greater protection against identity theft.

Titles and Regulations – Trends & Conditions

Effectiveness within the motor vehicle processes is largely the result of new technologies, which have allowed the Department to serve the public in a more expeditious manner. Internet renewal of motor vehicle license plate and vessel registrations, real property stickers, mobile home and parking placards have been implemented and provide exceptional customer service.

Decentralization of title issuance has been implemented whereby the public may stop by any local County Tax Collector's Office to process and receive titles without liens. The local title issuance process for the titling of rebuilt vehicles has added a great convenience for customers.

To enhance consumer safety, Title II of the Federal Anti Car Theft Act of 1992 required the creation of a National Motor Vehicle Title Information System (NMVTIS). This system, as expected, has helped to deter trafficking in stolen vehicles by making it harder for thieves to title

stolen vehicles. It also reduces title fraud by allowing states to verify the validity of titles prior to issuing new titles.

The National Motor Vehicle Title Information System is a significant activity for the Department's motor vehicle program and Florida was one of the original pilot states. The NMVTIS system database is updated by a batch process has online inquiry capability throughout the state effective June 30, 2003 and is scheduled to have online updates in the fall of 2004. This allows any other state to inquire into Florida's system using NMVTIS to determine Florida title status. For Florida, participation in the information system has enhanced the department's ability to identify fraudulent titles, which prior to NMVTIS, was an exclusively a manual process. Thus, it is critical to the motor vehicle program that funds exist to maintain the software and database systems that support the technology that has improved and expanded public access to motor vehicle and driver licenses services.

External Forces and Environmental Impacts

- ✓ **Population** (Continuing growth in the State of Florida).
- ✓ **Economics** (The rising cost of delivering motorist safety services, technology, construction and travel coupled with shortfalls in state budget appropriations and fiscal obligations of recently passed constitutional requirements).
- ✓ **Geography and Demographics** (The general geographic landscape of Florida creates a challenge for serving the citizens in the rural and metropolitan areas).
- ✓ **Federal and state funding and statutory requirements** (Reductions in funding and changes in statutory obligations due to appropriations and laws passed, amended or repealed by Congress).
- ✓ **Judicial Decision-making** (Decisions made by judges, state attorneys and other law enforcement leadership that impact workload created for the agency).

Note: This is a partial list of the types of external forces and environmental impacts that can affect the inputs, outputs and outcomes of the Department.

DHSMV Customers and Stakeholders

The Citizens of Florida

The Visitors of Florida

The Governor and Cabinet

The Legislature

County Tax Collectors

Local and County Governments

Other Law Enforcement Agencies

Business Partners

Civic Organizations

Media and Information-Oriented Organizations

Associated Highway Safety and Law Enforcement
Agencies

Private Providers of Highway Safety and Law
Enforcement Services

Employees of the Department of Highway Safety and
Motor Vehicles

Appendix

Glossary of Terms and Acronyms

A

Activity: A set of transactions within a budget entity that translates inputs into outputs using resources in response to a business requirement. Sequences of activities in logical combinations form services. Unit cost information is determined using the outputs of activities.

Actual Expenditures: Includes prior year actual disbursements, payables and encumbrances. The payables and encumbrances are certified forward at the end of the fiscal year. They may be disbursed between July 1 and December 31 of the subsequent fiscal year. Certified forward amounts are included in the year in which the funds are committed and not shown in the year the funds are disbursed.

Appropriation Category: The lowest level line item of funding in the General Appropriations Act which represents a major expenditure classification of the budget entity. Within budget entities, these categories may include: salaries and benefits, other personal services (OPS), expenses, operating capital outlay, data processing services, fixed capital outlay, etc. These categories are defined within this glossary under individual listings. For a complete listing of all appropriation categories, please refer to the ACTR section in the LAS/PBS User's Manual for instructions on ordering a report.

B

Baseline Data: Indicators of a state agency's current performance level, pursuant to guidelines established by the Executive Office of the Governor in consultation with legislative appropriations and appropriate substantive committees.

Budget Entity: A unit or function at the lowest level to which funds are specifically appropriated in the appropriations act. "Budget entity" and "service" have the same meaning.

C-D

D3-A: A legislative budget request (LBR) exhibit which presents a narrative explanation and justification for each issue for the requested years.

Demand: The number of output units which are eligible to benefit from a service or activity.

E

Estimated Expenditures: Includes the amount estimated to be expended during the current fiscal year. These amounts will be computer generated based on the current year appropriations adjusted for vetoes and special appropriations bills.

F

Fixed Capital Outlay: Real property (land, buildings including appurtenances, fixtures and fixed equipment, structures, etc.), including additions, replacements, major repairs, and renovations to real property which materially extend its useful life or materially improve or change its functional use, and including furniture and equipment necessary to furnish and operate a new or improved facility.

G-H-I

Indicator: A single quantitative or qualitative statement that reports information about the nature of a condition, entity or activity. This term is used commonly as a synonym for the word “measure.”

Information Technology Resources: Includes data processing-related hardware, software, services, telecommunications, supplies, personnel, facility resources, maintenance, and training.

Input: See Performance Measure.

J

Judicial Branch: All officers, employees, and offices of the Supreme Court, district courts of appeal, circuit courts, county courts, and the Judicial Qualifications Commission.

K-L

LAS/PBS: Legislative Appropriation System/Planning and Budgeting Subsystem. The statewide appropriations and budgeting system owned and maintained by the Executive Office of the Governor.

Legislative Budget Commission: A standing joint committee of the Legislature. The Commission was created to: review and approve/disapprove agency requests to amend original approved budgets; review agency spending plans; issue instructions and reports concerning zero-based budgeting; and take other actions related to the fiscal matters of the state, as authorized in statute. It is composed of 14 members appointed by the President of the Senate and by the Speaker of the House of Representatives to two-year terms, running from the organization of one Legislature to the organization of the next Legislature.

Legislative Budget Request: A request to the Legislature, filed pursuant to s. 216.023, Florida Statutes, or supplemental detailed requests filed with the Legislature, for the amounts of money an agency or branch of government believes will be needed to perform the functions that it is authorized, or which it is requesting authorization by law, to perform.

Long-Range Program Plan: A plan developed on an annual basis by each state agency that is policy-based, priority-driven, accountable, and developed through careful examination and justification of all programs and their associated costs. Each plan is developed by examining the needs of agency customers and clients and proposing programs and associated costs to address those needs based on state priorities as established by law, the agency mission, and legislative authorization. The plan provides the framework and context for preparing the legislative budget request and includes performance indicators for evaluating the impact of programs and agency performance.

M-N

Narrative: Justification for each service and activity is required at the program component detail level. Explanation, in many instances, will be required to provide a full understanding of how the dollar requirements were computed.

Nonrecurring: Expenditure or revenue, which is not expected to be needed or available after the current fiscal year.

O

Outcome: See Performance Measure.

Output: See Performance Measure.

Outsourcing: Describes situations where the state retains responsibility for the service, but contracts outside of state government for its delivery. Outsourcing includes everything from contracting for minor administration tasks to contracting for major portions of activities or services, which support the agency mission.

P

Pass Through: Funds the state distributes directly to other entities, e.g., local governments, without being managed by the agency distributing the funds. These funds flow through the agency's budget; however, the agency has no discretion regarding how the funds are spent, and the activities (outputs) associated with the expenditure of funds are not measured at the state level. ***NOTE: This definition of "pass through" applies ONLY for the purposes of long-range program planning.***

Performance Ledger: The official compilation of information about state agency performance-based programs and measures, including approved programs, approved outputs and outcomes,

baseline data, approved standards for each performance measure and any approved adjustments thereto, as well as actual agency performance for each measure

Performance Measure: A quantitative or qualitative indicator used to assess state agency performance.

- Input means the quantities of resources used to produce goods or services and the demand for those goods and services.
- Outcome means an indicator of the actual impact or public benefit of a service.
- Output means the actual service or product delivered by a state agency.

Policy Area: A grouping of related activities to meet the needs of customers or clients, which reflects major statewide priorities. Policy areas summarize data at a statewide level by using the first two digits of the ten-digit LAS/PBS program component code. Data collection will sum across state agencies when using this statewide code.

Privatization: Occurs when the state relinquishes its responsibility or maintains some partnership type of role in the delivery of an activity or service.

Program: A set of activities undertaken in accordance with a plan of action organized to realize identifiable goals based on legislative authorization (a program can consist of single or multiple services). For purposes of budget development, programs are identified in the General Appropriations Act for FY 2001-2002 by a title that begins with the word “Program.” In some instances a program consists of several services, and in other cases the program has no services delineated within it; the service is the program in these cases. The LAS/PBS code is used for purposes of both program identification and service identification. “Service” is a “budget entity” for purposes of the LRPP.

Program Purpose Statement: A brief description of approved program responsibility and policy goals. The purpose statement relates directly to the agency mission and reflects essential services of the program needed to accomplish the agency’s mission.

Program Component: An aggregation of generally related objectives which, because of their special character, related workload and interrelated output, can logically be considered an entity for purposes of organization, management, accounting, reporting, and budgeting.

Q-R

Reliability: The extent to which the measuring procedure yields the same results on repeated trials and data are complete and sufficiently error free for the intended use.

S-T

Service: See Budget Entity.

Standard: The level of performance of an outcome or output.

U-V

Validity: The appropriateness of the measuring instrument in relation to the purpose for which it is being used.

Unit Cost: The average total cost of producing a single unit of output – goods and services for a specific agency activity.

W-X-Y-Z

Other Acronyms and Abbreviations

CIO - Chief Information Officer

CIP - Capital Improvements Program Plan

CIS - Central Image System

DIS - Digital Imaging System

DL - Driver's License

EOG - Executive Office of the Governor

FCO - Fixed Capital Outlay

FDLE - Florida Department Law Enforcement

FFMIS - Florida Financial Management Information System

FHP - Florida Highway Patrol

FLAIR - Florida Accounting Information Resource Subsystem

F.S. - Florida Statutes

FY – Fiscal Year

GAA - General Appropriations Act

GR - General Revenue Fund

IFTA – International Fuel Tax Agreement

IOE - Itemization of Expenditure

IRP - International Registration Plan

IT - Information Technology

LAN - Local Area Network

LAS/PBS - Legislative Appropriations System/Planning and Budgeting Subsystem

LBC - Legislative Budget Commission

LBR - Legislative Budget Request

L.O.F. - Laws of Florida

LRPP - Long-Range Program Plan

MAN - Metropolitan area network (information technology)

MV – Motor Vehicle

NASBO - National Association of State Budget Officers

NMVTIS – National Motor Vehicle Title Information System

OPB - Office of Policy and Budget, Executive Office of the Governor

PBPP/PB2 - Performance-Based Program Budgeting

Q1 – Fiscal Year Quarter 1

Q2 – Fiscal Year Quarter 2

Q3 – Fiscal Year Quarter 3

Q4 – Fiscal Year Quarter 4

STO - State Technology Office

SWOT - Strengths, Weaknesses, Opportunities and Threats

TCS - Trends and Conditions Statement

TF - Trust Fund

TRW - Technology Review Workgroup

WAGES - Work and Gain Economic Stability (Agency for Workforce Innovation)

WAN - Wide area network (information technology)

ZBB - Zero-Based Budgeting