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Justification Review

Florida Highway Patrol

Department of Highway Safety
and Motor Vehicles

Report 98-87 June 1999



*Office of Program Policy Analysis
and Government Accountability*

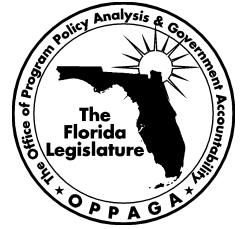
an office of the Florida Legislature

Florida Highway Patrol
Department of Highway Safety
and Motor Vehicles
Report 98-87 June 1999



The Florida Legislature

OFFICE OF PROGRAM POLICY ANALYSIS AND GOVERNMENT ACCOUNTABILITY



John W. Turcotte, Director

June 1999

The President of the Senate,
the Speaker of the House of Representatives,
and the Joint Legislative Auditing Committee

I have directed that a program evaluation and justification review be made of the Florida Highway Patrol Program administered by the Department of Highway Safety and Motor Vehicles. The results of this review are presented to you in this report. This review was made as a part of a series of justification reviews to be conducted by OPPAGA under the Government Performance and Accountability Act of 1994. This review was conducted by Anna Estes and Linda Vaughn under the supervision of Kathy McGuire.

We wish to express our appreciation to the staff of the Department of Highway Safety and Motor Vehicles for their assistance.

Sincerely,

John W. Turcotte
Director

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Justification Review of the Florida Highway Patrol

Purpose

This is the second of two reports presenting the results of our Program Evaluation and Justification Review of the Florida Highway Patrol. State law directs OPPAGA to conduct justification reviews of each program during its second year of operating under a performance-based program budget. Justification reviews assess agency performance measures and standards, evaluate program performance, and identify policy alternatives for improving services and reducing costs.

Background

Motor vehicle travel results in more fatalities and injuries than all other forms of transportation combined. Over 240,000 motorists were injured and 2,811 killed on Florida's highways in 1997 (according to the most recent data available). Injuries account for almost 10% of all physician office visits and 38% of all hospital emergency room visits. To help reduce these dangers and educate people on safer driving methods, the Legislature established the Florida Highway Patrol.

Program Benefit, Placement, and Performance

Through enforcement of laws and public education, the Florida Highway Patrol (FHP) functions to reduce the number of deaths and injuries on Florida's roadways. To accomplish this mission, staff patrol the highways, investigate traffic crashes, make arrests, assist other law enforcement officers, and provide safety education and training.

Executive Summary

If the FHP were disbanded and its responsibilities assigned to local law enforcement agencies, the public would lose expertise and consistency in traffic law enforcement. While all Florida law enforcement officers receive training specified by the Criminal Justice Standards and Training Commission, FHP troopers receive advanced training in crash and traffic homicide investigation, traffic law, and other subjects pertaining to highway safety. Also, unlike police officers and sheriffs' deputies, all troopers receive training at the same academy. Standardized training helps ensure that interpretation and enforcement of traffic laws are consistent statewide.

The FHP should remain within the Department of Highway Safety and Motor Vehicles

The Florida Highway Patrol should continue to be administered by the Department of Highway Safety and Motor Vehicles. The patrol's mission of reducing fatalities and injuries through enforcement and education is consistent with the mission of the department, which is to

develop, maintain, and support 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.

We found no compelling reason to transfer the Florida Highway Patrol Program to another agency. The program's administration, traffic enforcement, traffic homicide, and safety education activities clearly pertain to the mission of the department and are interrelated. The investigations unit, which investigates driver license fraud, odometer and title fraud, emissions fraud, and cargo and automobile theft, also supports the department's highway safety mission.

The FHP Academy should be retained

We also concluded that, for the time being, the patrol should continue to train troopers at the FHP Academy. In Florida, there are generally two types of law enforcement training programs: vocational-technical centers operated by school districts or junior colleges and academies run by state agencies. We considered the options and concluded that, until renovation on the building is required, a centralized academy run by the patrol remains the most viable method for training FHP troopers. When renovations are required, this issue should be revisited.

The FHP's performance was mixed

FHP's performance in meeting Fiscal Year 1997-98 outcome and output standards was mixed. Outcome measures assess program results, while output measures assess the amount of products or services the program provides. Because they assess performance, outcome measures are most important.

Outcome measures do not provide an adequate assessment of FHP's law enforcement performance. (See Appendix G.) Presently the outcome measures reflect activity on all 113,777 miles of

roadway patrolled by municipal police, county sheriffs, and the FHP. Consequently, outcomes do not specifically indicate the extent to which the FHP should be credited or faulted for the results. For the FHP to be accountable, we believe its measures should be confined to just those 11,921 miles of roadway for which the patrol has primary responsibility.

Options for Improvement

With selected management and operational changes, the FHP could annually save up to \$833,823.

- **Hiring civilians for non-sworn jobs would save \$222,784 annually in fringe benefits and avoid \$842,036 in hiring costs.** Currently, the FHP is using sworn staff for selected position classifications that do not require law enforcement skills or training, such as polygraph operator, court liaison officer, and public information officer positions. Our review of the timesheets for staff in these position classifications showed that staff generally spent less than 10% of their time patrolling, less than 1% of their time on accident investigations, and less than 2% of their time assisting motorists. The majority of their time was spent on administrative office work and other duties.
- **Up to \$195,408 annually could be saved by modifying the dispatch officer dress code.** Dispatch staff currently wear expensive trooper uniforms and can easily be mistaken for troopers. To reduce costs and prevent the problems that come with being mistaken for a law enforcement officer, some agencies have begun assigning their dispatch staff "soft uniforms." Soft uniforms are typically a washable cotton shirt with the agency insignia and washable slacks. We are recommending that the FHP do the same.
- **By using a networked garage company, the patrol could save \$170,000 annually.** The FHP has not maximized volume discounts and is incurring unnecessary administrative costs for the maintenance of its patrol cars. Private corporations and some states use garage networks that provide volume discounts for vehicle maintenance and managed maintenance systems to monitor and control repair services. We are recommending that FHP do the same.
- **Changing to a single standard FHP car color would save the state \$219,820 annually.** While the black and cream patrol cars are an FHP tradition, the two-tone paint on these vehicles costs taxpayers thousands of dollars every year. The custom paint job inflates the purchase price of each car and deflates its resale value. As has been done by other law enforcement agencies, we are recommending that the FHP purchase single

*Savings of \$833,823
can be realized*

standard manufacturer color cars and use decals to denote the cars as belonging to the FHP.

- **Assignment of sedans to selected staff could save \$25,811 annually.** The FHP furnishes fully equipped patrol vehicles to its entire sworn law enforcement staff. Headquarters and academy staff are predominantly administrative and do not require pursuit vehicles. We recommend that they be assigned sedans.

Patrol Staffing

Workload questions and incomplete performance data make staffing needs uncertain.

A continuing issue regarding the FHP is the number of troopers it needs to carry out its responsibilities. For many years, the FHP has said that it is substantially understaffed, and its staffing formula currently shows a need for 500 additional troopers. The FHP bases this needs assessment on a national staffing formula developed by the Northwestern University Traffic Institute.

However, three limitations in the staffing formula create uncertainty about the FHP's staffing needs.

- The formula fails to show a relationship between increased staffing and improved FHP performance.
- Assumptions in the staffing formula serve to overstate the need for troopers by not fully taking into account the work done by sheriffs.
- State law is ambiguous about whether sheriffs or the FHP should assume responsibility for traffic enforcement on the 48,088 miles of county roads.

Action on the part of the FHP and the Legislature can help clarify the level at which the patrol should be staffed

To address the absence of linkage between the patrol's performance measure inputs (staff) and its outputs and outcomes (services delivered and their results), we recommend that the patrol begin a pilot project measuring specific outcomes through strategic deployment of staff.

So that sheriffs' role in traffic enforcement is clearly defined we recommend that the Legislature clarify the responsibility of FHP and sheriffs to perform patrol and crash investigation functions on local roads.

To alleviate ambiguity about whether sheriffs or the FHP should assume responsibility for traffic enforcement on the 48,088 miles of county roads, we recommend that the Legislature clarify the types of roads, e.g., state vs. county roads, for which the FHP should have primary responsibility. Clarification on both these issues would have a major impact on determining the appropriate level at which the FHP should be staffed.

FHP vs. sheriff traffic responsibilities on county roads can be clarified in one of three ways

We identified three options for the Legislature to consider.

- **Assign FHP primary responsibility for traffic enforcement on county roads.** This option would have minimal impact on local law enforcement agencies. However the FHP would need additional staff if it were to meet the standards established in the staffing formula.
- **Assign local law enforcement agencies primary responsibility for traffic enforcement on local roads.** In this option, the FHP's responsibility would be primarily targeted at roads in the State Highway System. Sheriffs would be designated responsibility for patrolling and responding to crashes on county roads.
- **Provide stratified levels of FHP staffing to counties with small, medium, and large populations.** In this option, FHP would assume that law enforcement in counties with small populations have the least ability to provide traffic coverage and that counties with large populations have the greatest ability to provide traffic enforcement.

We recommend this last option, as it is the least disruptive to small counties yet it would provide both state and local governments a more precise basis for making staffing and funding decisions.

Agency Response

The FHP agreed in part with some of our findings and disagreed with others. The patrol agrees in part that the court liaison officer position could be assumed by civilians, agrees to pursue cost savings options relative to dispatch staff and vehicle fleet maintenance, and agrees in part to consider data collection efforts to supplement information contained in its staffing formula.

The patrol disagrees that the color scheme of patrol cars should be changed, disagrees that administrative staff at headquarters and the academy do not require pursuit vehicles, disagrees that the patrol should provide stratified levels of service to small, medium, and large population counties, and disagrees that polygraph examiner and public information officer positions could be assumed by properly trained civilians. (See Appendix F, page 33, for his response.)

Introduction

Purpose

This is the second of two reports presenting the results of our Program Evaluation and Justification Review of the Florida Highway Patrol. State law directs OPPAGA to conduct justification reviews of each program during its second year of operating under a performance-based program budget. Justification reviews assess agency performance measures and standards, evaluate program performance, and identify policy alternatives for improving services and reducing costs.

In January 1999 we published a report presenting our analysis of the program's performance measures and standards and its performance using these measures (see Appendix G). This report analyzes policy alternatives for improving program services and reducing costs. Appendix A summarizes our conclusions regarding the nine issue areas the law requires OPPAGA to consider in a program evaluation and justification review.

Background

Motor vehicle travel results in more fatalities and injuries than all other forms of transportation combined. Over 240,000 motorists were injured and 2,811 killed on Florida's highways in 1997 (according to the most recent data available). Injuries account for almost 10% of all physician office visits and 38% of all hospital emergency room visits. The Legislature established the Florida Highway Patrol to reduce the dangers of motor vehicle travel and educate people on safer driving methods.

The patrol is divided into six functional units.

Traffic Enforcement enforces traffic laws and apprehends drivers who break laws by engaging in illegal activities while on the highway. In calendar year 1998, this unit made 825,979 arrests for traffic infractions and careless driving, 10,899 arrests for driving while intoxicated, and 20,958 arrests for driving vehicles in such disrepair that they were a danger to other drivers. In Fiscal Year 1997-98, this unit had 1,923 authorized positions and a budget of \$117.9 million.

Traffic Homicide Investigations investigates fatal car crashes to determine if a felony has occurred. Through accident reconstruction and other investigative techniques, homicide investigators seek to provide sufficient evidence for the state attorneys to prosecute offenders. In Fiscal Year 1997-98, this unit had 175 authorized positions, a budget of \$10.3 million, and resolved 1,602 traffic homicides.

Safety Education promotes driver safety and education through safety presentations, media contacts, and news releases. It also pursues federal funding for implementation of traffic safety programs. In Fiscal Year 1997-98, staff made 1,460 presentations to civic groups, military personnel, and schools; had 11 authorized positions, and had a budget of \$1.4 million.

The **Academy**, which is located in Tallahassee, provides law enforcement training to FHP recruits and in-service training to members of the patrol. The academy also offers training courses to the Department of Environmental Protection's Marine Patrol and the Department of Transportation's Motor Carrier Compliance recruits. In Fiscal Year 1997-98, the academy offered training to 1,209 recruits and officers, had 22 authorized positions, and had a budget of \$1.6 million.

Investigations engage in two types of investigations: criminal and professional compliance. Criminal investigations target auto theft rings, driver license fraud, and odometer, emission, and title fraud cases. Professional compliance investigations are internal agency investigations. They target troopers or agency civilians alleged to have engaged in behavior that violates Florida law or agency policy. In Fiscal Year 1997-98, this unit resolved 1,327 criminal investigations and 96 internal affairs investigations, had 53 authorized positions, and had a budget of \$4.6 million.

Administration provides support to the director in the oversight of the various patrol activities pertaining to patrol accreditation, inspections, and special operations. In Fiscal Year 1997-98, this unit had 24 authorized positions and a budget of \$2,135,304.

FHP funding for the last three fiscal years is shown in the exhibit below.

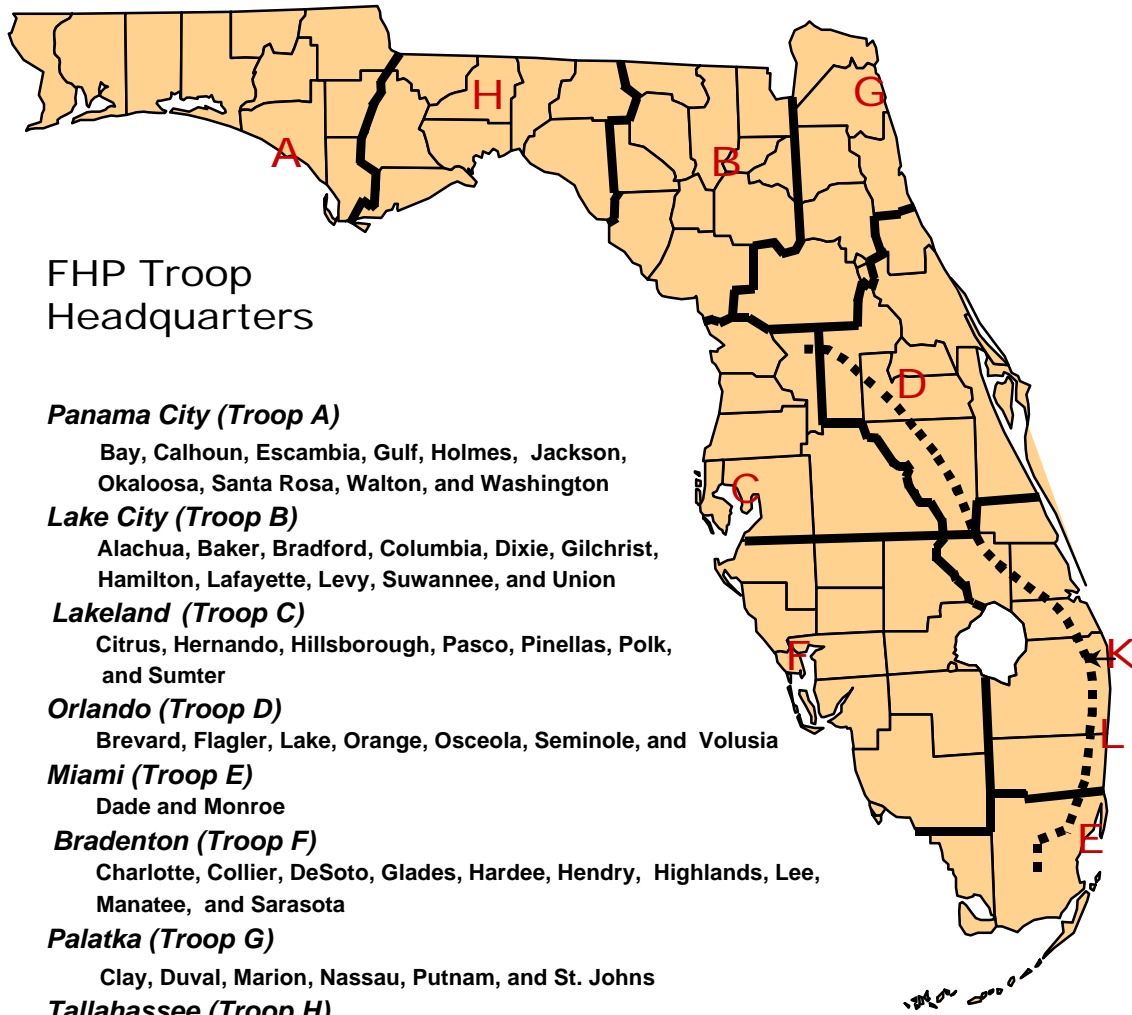
Exhibit 1-1
FHP Appropriations for Fiscal Years 1997-98 Through 1999-200

Legislative Appropriation	1997-98	1998-99	1999-2000
General Revenue	\$108,379,406	\$108,983,399	\$116,842,502
Trust Funds	26,073,555	31,151,902	26,721,084
Total	\$134,452,961	\$140,135,301	\$143,563,586

Source: General Appropriations Act for Fiscal Years 1997-98 through 1999-2000.

The Florida Highway Patrol is composed of a general headquarters office located in Tallahassee and 10 troops distributed throughout the state. (See Exhibit 1-2.)

Exhibit 1-2
Florida Highway Patrol Troop Headquarters



**FHP Troop
Headquarters**

Panama City (Troop A)

Bay, Calhoun, Escambia, Gulf, Holmes, Jackson, Okaloosa, Santa Rosa, Walton, and Washington

Lake City (Troop B)

Alachua, Baker, Bradford, Columbia, Dixie, Gilchrist, Hamilton, Lafayette, Levy, Suwannee, and Union

Lakeland (Troop C)

Citrus, Hernando, Hillsborough, Pasco, Pinellas, Polk, and Sumter

Orlando (Troop D)

Brevard, Flagler, Lake, Orange, Osceola, Seminole, and Volusia

Miami (Troop E)

Dade and Monroe

Bradenton (Troop F)

Charlotte, Collier, DeSoto, Glades, Hardee, Hendry, Highlands, Lee, Manatee, and Sarasota

Palatka (Troop G)

Clay, Duval, Marion, Nassau, Putnam, and St. Johns

Tallahassee (Troop H)

Franklin, Gadsden, Jefferson, Leon, Liberty, Madison, Taylor, and Wakulla

West Palm Beach (Troop K)

Florida's Turnpike

Lantana (Troop L)

Broward, Indian River, Martin, Okeechobee, Palm Beach, and St. Lucie

Program Benefit, Placement, and Performance

Benefit and Impact of Abolishment

Through enforcement of laws and public education, the Florida Highway Patrol (FHP) functions to reduce the number of deaths and injuries on Florida's roadways. To accomplish this mission, staff patrol the highways, investigate traffic crashes, make arrests, assist other law enforcement officers, and provide safety education and training.

The patrol provides an essential state service

If the FHP were disbanded and its responsibilities assigned to local law enforcement agencies, the public would lose expertise and consistency in traffic law enforcement. While all Florida law enforcement officers receive training specified by the Criminal Justice Standards and Training Commission, FHP troopers receive additional, advanced training in crash and traffic homicide investigation, traffic law, and other subjects pertaining to highway safety. Also, unlike police officers and sheriffs' deputies, all troopers receive training at the same academy. Standardized training helps ensure that interpretation and enforcement of traffic laws are consistent statewide.

If traffic enforcement were solely the responsibility of local government, it would probably receive less attention because local law enforcement agencies must respond to all types of crime. Less traffic enforcement could result in increases in illegal traffic activities and crashes, injuries, and fatalities. For example, special traffic enforcement and safety activities, such as checkpoints for persons driving under the influence of alcohol, would probably be curtailed because of the scarcity of local resources. This could lead to an increase in impaired drivers in our roads.

Research by the California Highway Patrol showed that the visible presence of patrol officers coupled with active enforcement against criminal activities, such as driving under the influence of alcohol or drugs, served to reduce crime. Similarly, research in North Carolina found that strategic deployment of patrol officers has had a positive effect on reducing accidents and drunk driving.

In addition to its day-to-day duties, the FHP responds to state emergencies and events that require supplemental law enforcement assistance. During 1998, the patrol deployed troopers to provide assistance in the El Nino flooding, Florida wildfires, Hurricanes Earl and Georges', and tornadoes. The patrol also deployed troopers to assist local law enforcement agencies with manhunts, prison drug searches, the Daytona car and motorcycle races, and the John Glenn space shuttle launch. A complete listing of patrol assistance provided during emergencies and to local authorities on a more routine basis is shown in Appendix B.

Without the Florida Highway Patrol, the state would need to supplement local law enforcement with the National Guard to respond to large-scale emergencies. Also, local law enforcement agencies would have to rely on other state and local law enforcement agencies to provide additional help for large events such as the Daytona 500.

While the educational activities of the patrol are not an essential state function, they are consistent with the public education efforts of many regulatory agencies. Most other states' highway patrols and state police agencies provide this service. In addition, the education staff pursue federal funding for implementation of traffic safety programs.

Placement

The Florida Highway Patrol is administered by the Department of Highway Safety and Motor Vehicles. The patrol's mission of reducing fatalities and injuries through enforcement and education is consistent with the mission of the department, which is to

develop, maintain, and support 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.

The patrol should remain with the Department of Highway Safety and Motor Vehicles

We found no compelling reason to transfer the Florida Highway Patrol Program to another agency. The program's administration, traffic enforcement, traffic homicide, and safety education activities clearly pertain to the mission of the department and are interrelated. The investigations unit, which investigates driver license fraud, odometer and title fraud, emissions fraud, and cargo and automobile theft, also supports the department's highway safety mission.

Program Benefit, Placement, and Performance

We also concluded that the patrol should continue to train troopers at the FHP academy. In Florida, there are generally two types of law enforcement training programs: vocational-technical centers operated by school districts or junior colleges and academies run by state agencies. We considered the options and concluded that, at this time, a centralized academy run by the patrol remains the most viable method for training FHP troopers.

While police chiefs and sheriffs generally hire recruits who have lived at home and paid their own way through law enforcement vocational schools, a number of state agencies hire and pay recruits to attend a central academy. These recruits live in dormitories and are trained in a paramilitary manner. FHP, the Game and Fresh Water Fish Commission, and the Department of Law Enforcement operate agency academies.¹ The Department of Transportation and the Department of Environmental Protection send their law enforcement officers to the FHP Academy and provide their own faculty for agency-specific training.

Although we sought to compare FHP training costs to other law enforcement training schools, we could not do so because other academies could not account for all of their expenditures. It costs the FHP \$15.73 per hour or \$15,337 to train each recruit.² This cost includes room and board, supplies, ammunition, equipment, uniform, facility and instructor costs, and the cost of running the physical plants. Other academies could provide some but not all of the cost figures for these items. For example, the other schools do not maintain records that identify instructor costs or the costs of running their physical plants.³

Academies ensure consistency and instill discipline

Although some training schools may cost less because students live at home and are not paid a salary, law enforcement officers told us that there are important benefits to academy training that justify the additional expense. First, providing centralized and agency-specific training at an academy avoids problems of nonstandard training among agency law enforcement staff. Although all law enforcement training programs operate according to a 672-hour curriculum developed by the Criminal Justice Standards and Training Commission, the quality of the training and the qualifications of the instructors may vary substantially. Agency-specific training ensures that personnel within an agency enforce the laws and handle emergencies according to the standardized training they received.

¹ The Game and Fresh Water Fish Commission uses the Pat Thomas Academy for its training, but provides its own faculty and runs its own program.

² During our review we found that FHP was not charging enough to cover its costs for the Department of Transportation and the Department of Environmental Protection to use the academy. The patrol is in the process of addressing this shortfall.

³ Many instructors have responsibilities in addition to teaching, and so their salaries are not representative of instructional costs.

In addition, troopers benefit from the internalized discipline provided by the academy. Unlike police officers or sheriff deputies, troopers do not meet on a daily basis with their commanding officer. Because troop headquarters may cover 8 to 10 counties, troopers report to duty in their patrol zone rather than to headquarters. Troopers then patrol alone in their cars and cover a wide area. The more solitary nature of the troopers' job requires a higher level of discipline. According to Department of Transportation and Department of Environmental Protection staff, their agencies stopped training patrol officers at a vocational program and started sending trainees to the FHP academy because it produces better disciplined law enforcement officers.

FHP training is comparable to that of other states

The training FHP provides to recruits is consistent with the training practices of other states. We were able to identify the training practices of 37 other states' highway patrol and state police agencies. We found that 35 of the 37 had training practices consistent with the FHP's (see Appendix C). Generally, there was one central academy where all recruits received training. The training ranged from 12 to 40 weeks and recruits lived at the academy during their training. Florida's training lasts 24 weeks.

We found no compelling reason to close the academy. Given the patrol's need for consistent and disciplined training and the good reputation of the FHP academy, we do not recommend transferring trooper training to a vocational school or to any other state agency. When the academy begins to require extensive capital expenditures, the options for training troopers should be revisited.

Program Performance

FHP's performance in meeting Fiscal Year 1997-98 outcome and output standards was mixed. Outcome measures assess program results, while output measures assess the amount of products or services the program provides. Because they assess performance, outcome measures are most important.

In our February report on program performance we expressed concern that the patrol's outcome measures do not provide an adequate assessment of FHP's law enforcement performance. (See Appendix G.) Presently the outcome measures reflect activity on all 113,777 miles of roadway patrolled by municipal police, county sheriffs, and the FHP. Consequently, outcomes do not specifically indicate the extent to which the FHP should be credited or faulted for the results. For the FHP to be accountable, we believe its measures should be confined to just those 11,921 miles of roadway for which the patrol has primary responsibility.

Program Benefit, Placement, and Performance

The highway death rate and alcohol fatalities are down

Two outcome results were positive. Alcohol-related deaths declined from 1,365 persons in 1990 to 926 persons in 1997. Also, the overall death rate went down. The death rate is the ratio of miles traveled to highway deaths. The actual number of highway deaths increased, but because Floridians are driving more highway miles, the death rate declined.

Safety belt use is down and crashes are up

However, the number of crashes was higher than forecasted and fewer Floridians used safety belts. Unless state law is changed, the FHP and other law enforcement agencies will have limited ability to increase safety belt usage. Currently, failure to use safety belts is only a secondary offense, for which violators cannot be stopped. Law enforcement officers can only ticket a secondary offense after pulling a driver over for some other "primary" offense, such as speeding. The FHP and other advocacy groups have lobbied for a primary safety belt law but have been unsuccessful. Some opponents believe that a primary safety belt law would give officers unnecessary license to stop and search vehicles.

Law enforcement agencies have limited impact on safety belt usage

Although investigating the pros and cons of a primary safety belt law was outside the scope of this justification review, we did determine that wearing safety belts saves lives. In 1997, 63% of Florida motorists involved in crashes who used safety belts were uninjured.⁴ Motorists involved in crashes who failed to use any safety equipment, like safety belts, accounted for 59% of all crash fatalities.⁵ The National Highway Traffic Safety Administration reports that, in those states with a primary safety belt law, fatality rates dropped an average of 21% after the law's first year of implementation. Research by this same agency also shows that safety belts reduce auto injuries by approximately 50%, which would have equated to a reduction of at least 12,000 injuries in Florida in 1997.⁶

As of March 31, 1999, 14 states had adopted primary safety belt laws (see Exhibit 2-1).

Exhibit 2-1 Fourteen States Have Enacted Primary Safety Belt Laws

California	Connecticut	Georgia
Hawaii	Iowa	Louisiana
Maryland	New Mexico	New York
North Carolina	Oregon	Texas
Indiana	Oklahoma	

Source: National Highway Traffic Safety Administration.

⁴ The calculation is based on the total number of crashes in which the vehicle occupant used a safety belt, but no other safety equipment such as air bags.

⁵ In this context, safety equipment would be defined as safety belts, child safety restraints, and air bags.

⁶ The reduction in injuries could be greater, since 16,782 crash victims not using safety equipment were classified as possibly injured.

Some output measures are not clear

For outputs, the FHP met one-third of its standards and failed to meet one-third (see Exhibit 2-2). The remaining one-third are not clear measures of performance and should not have been included as performance measures (see Appendix G). These outputs pertain to the number of hours spent on a task. It is unclear whether more hours spent means the task was done thoroughly and effectively or whether time was used inefficiently and unwisely.

Exhibit 2-2

While FHP Met Some Performance Standards, Not All Measures Were Meaningful

Meaningful Output Measures	Was measure met?
Number of [criminal investigations] resolved	Yes
Number of [professional compliance investigations] cases resolved	No. (In this instance not meeting the standard is good. It indicates there were fewer incidents of unethical behavior than forecast.)
Number of safety presentations given	Yes
Number of persons receiving these [traffic safety] presentations	No
Actual average response time to calls for crashes or assistance from the motoring public	No
Number of law enforcement hours and percent of time spent on preventive patrol	No
Number of motorists assisted	Yes
Number of traffic homicides successfully resolved	Yes
Actual number of training courses offered to FHP recruits and personnel	Yes
Number of students successfully completing [Academy] course[s]	No results yet
Measures That Were Not Meaningful	
Actual number of hours spent on criminal investigations	
Actual number of hours spent on professional compliance investigations	
Actual hours spent on traffic safety presentations	
Number of law enforcement duty hours [spent on traffic safety presentations]	
Number of hours law enforcement duty hours and percent of time spent on crash investigations	
Number of law enforcement duty hours and percent of time [spent on motorist assistance]	
Actual number of hours spent on traffic homicide investigations	

Source: Department of Highway Safety and Motor Vehicle Legislative Budget Request and OPPAGA analysis.

See Appendix G for a detailed discussion of program performance for all performance-based program budgeting measures.

Accomplishments

The patrol has attained some noteworthy accomplishments in its delivery of services to Florida citizens.

- In 1996 the FHP achieved national accreditation by the Commission on Accreditation for Law Enforcement Agencies. The commission is composed of professionals and associations who have collectively identified best practices against which law enforcement agencies can evaluate their operations.⁷ For the FHP to receive accreditation, it had to meet 353 best practice standards within 40 topic areas.⁸
- In Fiscal Year 1997-98, FHP investigators recovered 492 stolen vehicles valued at \$6.8 million.
- The patrol developed the *FHP program to enhance motorist safety. Through arrangements with cellular phone companies, motorists can place a free call from their cellular phone by dialing *FHP when they need help. The call connects them to the nearest FHP dispatch office. Motorists have used this program to obtain patrol assistance for themselves and to report impaired drivers, crashes, and other dangerous situations.
- The patrol promotes the safety of children in automobiles through its child restraint program. The patrol's safety education program promotes the use of child restraints and coordinates the distribution of the car seats. As of September 30, 1998, the patrol had distributed 1,933 car seats to needy families.

Options for Improvement _____

The following two chapters describe our conclusions and recommendations for improving the Florida Highway Patrol Program. Chapter 3 contains conclusions and recommendations on cost savings and cost recovery. Chapter 4 includes conclusions and recommendations on patrol staffing.

⁷ The commission is composed of such law enforcement associations as the National Organization of Black Law Enforcement Executives, International Association of Chiefs of Police, National Sheriffs' Association, and the Police Executive Research Forum.

⁸ Of the 436 accreditation standards, only 353 were applicable to the FHP.

Cost Savings and Cost Recovery

Options for Improvement

If all the following recommendations were implemented, program managers would annually save up to \$833,823. These savings would include

- \$222,784 by hiring civilians for non-sworn jobs;
- up to \$195,408 by modifying the dispatch officer dress code;
- \$170,000 by using a networked garage company for vehicle maintenance;
- \$219,820 by replacing two-tone patrol car paint with one standard color; and
- \$25,811 by assigning sedans rather than pursuit vehicles to selected staff.

Hiring Civilians for Non-Sworn Jobs Would Save \$222,784 Annually in Fringe Benefits and Avoid \$842,036 in Hiring Costs

The FHP is using sworn employees for three position classifications that could be assumed by civilians. These positions, which are staffed by 23 FHP law enforcement officers, do not require law enforcement skills or training. They coordinate and schedule FHP trooper time in court, conduct polygraph screening examinations, and serve as agency spokespersons and safety educators. Our review of the timesheets for staff in these positions showed that they generally spent less than 10% of their time patrolling, less than 1% of their time on accident investigations, and less than 2% of their time assisting motorists. The majority of their time was spent on administrative and office work and other duties.

Hiring civilians for non-sworn jobs is cost effective

Significant savings would result if these positions were staffed with civilians, even if they were paid salaries identical to those currently paid to sworn staff. As shown in Exhibit 3-1, annual

Cost Savings and Cost Recovery

savings of \$222,784 would be achieved.⁹ (Appendix D provides a detailed analyses of where savings will occur per position.) Savings result from the patrol not having to pay special risk retirement or furnish pursuit vehicles to civilian staff. An additional \$842,036 in the initial costs of screening, training, and equipping these staff would also be avoided.

Exhibit 3-1 Using Civilians for Jobs Not Requiring Law Enforcement Skills Would Produce Savings

	Savings Summary		
	Number of Staff	Savings in Initial Screening, Training, and Equipment	Annual Savings in Fringe Benefits, Uniforms, and Vehicle
Court Liaison	7	\$249,424	\$ 62,482
Polygraph Examiner	5	200,660	65,295
Public Information Officer	11	391,952	95,007
Total Savings		\$842,036	\$222,784

Source: FHP financial records, Department of Management Services vehicle purchase contracts, and OPPAGA analysis.

The FHP acknowledges that with a sufficient supply of sworn staff, civilians could be used more readily in the patrol. However, the patrol indicates it is understaffed and that by hiring sworn staff they have a person available for law enforcement work if needed. FHP officials do not believe that civilians carry the credibility that law enforcement officers do in speaking to the media. They indicate that troopers are more likely to cooperate with sworn court liaison officers than with civilians. FHP officials also note that polygraph examiners can help out with investigations as their time permits. However, we believe that staff in these positions are not engaged in activities requiring law enforcement skills.

FHP should use civilians for work that does not require sworn officers

Our 1991 report on this topic cited research indicating that the use of civilians in selected positions has met with success in law enforcement agencies seeking to reduce costs and put more officers on the road.¹⁰ Both the Commission on Accreditation for Law Enforcement Agencies and the Governor's Commission on Criminal Justice Standards and Training have stated that positions not requiring law enforcement skills should be assigned to civilians. Because Florida taxpayers invest heavily in sophisticated and expensive training for troopers, such training

⁹ For the General Appropriations Act for Fiscal Year 1999-2000, the savings would occur in general appropriations item number 1682.

¹⁰ *Performance Audit of the Division of Florida Highway Patrol within the Department of Highway Safety and Motor Vehicles*, Report No. 11698, July 1991.

should not be used for troopers who assume duties that could be handled by civilians.

We therefore recommend that the patrol reclassify the court liaison, polygraph examiner, and public information officer positions to civilian status. This staffing change would save the state \$222,784 annually and \$840,036 hiring costs. Although it would reduce the savings, FHP could replace the 23 sworn staff in these positions through attrition.

Up to \$195,408 Annual Savings Possible by Modifying Dispatch Officer Dress Code

The FHP could save up to \$195,408 a year by modifying the dress code of its dispatch staff.¹¹ Dispatch staff are civilian employees who answer the phone when citizens dial *FHP for help and communicate with troopers by radio. The turnover rate for the dispatcher position is approximately 50% and approximately 121 new dispatchers are hired each year. Employees are given five uniforms at initial hire and one new uniform a year along with a \$500 yearly dry cleaning allowance. Uniform costs and the dry cleaning allowance total just over \$1,022 per employee per year.

Dispatch staff have historically worn trooper uniforms. When the population of the state and the patrol were much smaller, dispatch officers would greet citizens that came to a patrol station. In interviews, law enforcement officials within and outside the FHP indicated that uniforms are a unifying element in law enforcement agencies and that dispatch staff should wear garments signifying that they are part of the team.

***"Soft uniforms" are
cheaper and safer for
dispatchers***

Some local law enforcement agencies have begun assigning dispatch officers "soft uniforms." Soft uniforms are polo (or cotton) shirts, with an embroidered agency insignia, coupled with washable khaki slacks. In addition to being cheaper than trooper uniforms, soft uniforms have an advantage in that dispatch staff cannot be mistaken for troopers. A number of sworn staff told us that when they are in uniform they are a potential target for violence. While troopers are trained to defuse potentially violent situations, dispatchers are not. Only minor detailing on the uniforms distinguishes the two.

Given the cost of the uniforms, the high turnover in this position, and safety concerns, we recommend that the FHP adopt a new dress code for its dispatch staff. As can be seen in the following

¹¹ For the General Appropriations Act for Fiscal Year 1999-2000, the savings would occur in general appropriations item number 1683B.

Cost Savings and Cost Recovery

three points, the patrol would realize annual savings in uniform and cleaning costs through three options.

- Allow dispatch officers to wear appropriate office attire of their own choosing. Converting to this option would provide an annual savings of \$195,408.
- Provide dispatch staff five shirts with the FHP insignia. Converting to this option would provide an initial savings of \$174,234 and an annual savings of \$180,586.
- Provide dispatch staff five shirts with the FHP insignia and three pairs of washable slacks. Converting to this option would provide an initial savings of \$152,919 and an annual savings of \$166,376.

In addition to saving money, these options address safety concerns by providing uniforms that distinguish dispatchers from law enforcement officers.

\$170,000 a Year Could Be Saved by Using a Networked Garage Company

FHP is not maximizing volume discounts and is incurring unnecessary administrative costs for the maintenance of patrol cars. FHP purchases of vehicle maintenance services are fragmented and the need for these repairs is not always well monitored. As a result, the FHP has likely paid more than necessary to maintain its vehicle fleet. Private corporations and some states use garage networks that provide volume discounts for vehicle maintenance and managed maintenance systems to monitor and control repair services. Adopting these systems would likely result in lower costs for maintenance services, lower administrative costs, and better control of maintenance costs. These services are available from a variety of private fleet management firms and could be obtained through competitive bid or could be provided by a unit of state government created for this purpose.

In an effort to reduce the \$1.7 million it spends annually to maintain FHP's fleet of 2,000 cars, the Department of Highway Safety and Motor Vehicles issued an Invitation to Bid for service contracts for patrol cars. The bid did not receive the desired response; less than half of the FHP's districts were able to secure any kind of competitive service agreements. Consequently, the patrol has not been able to effect statewide volume discounts for its fleet of automobiles.

The patrol tried to secure competitive price agreements

The patrol took the action of seeking competitive bids after the Department of Management Services was unable to develop service agreements for all state agency vehicles in a timely

manner. To reduce statewide fleet maintenance costs and in response to an OPPAGA report, the Department of Management Services indicated that it would develop service agreements with private garages for such routine maintenance as oil changes, brake work, and tune-ups.¹² These agreements would be honored for all state agency vehicles, including patrol cars. The department committed to developing these agreements in 1996, but has not yet finalized them.

Until the Department of Management Services is able to finalize these agreements, the department could achieve volume discounts for the patrol's fleet by contracting with a networked garage company. A networked company contracts with thousands of repair garages throughout the state to provide discount prices to corporations and governments with large car fleets. OPPAGA's 1996 work in this area reported discounts of 10%-30% would likely result when networked garage companies maintain vehicles.¹³ In exchange for the increased business, garage owners agree to offer price discounts. A 10% reduction of FHP vehicle repairs would save \$170,000 a year.¹⁴

Networked companies save repair and accounting costs

Networked garage companies save money on both repair expenditures and agency accounting costs. For example, Exhibit 3-2 shows costs savings that might be achieved on three different routine maintenance items. Accounting costs are also reduced because fewer staff are needed to process statewide repair bills, since the network company sends one invoice per month detailing all repair services. Currently, department accounting staff process approximately 50 bills a day (13,000 a year) from garages used by the patrol.

**Exhibit 3-2
Volume Discounts for Routine Maintenance Services Save Money**

	Oil Change	Brake Work	Transmission
Typical Price Paid by FHP	\$21.00	\$127.50	\$67.00
Networked Garage Price	19.00	119.00	65.00
Projected DMS Service Agreements	16.00	119.00	60.72

Source: Cost records from the Department of Highway Safety and Motor Vehicles, Department of Management Services, and a networked garage company.

¹² OPPAGA Review of State Vehicle Maintenance, [Report No. 96-08](#), September 25, 1996.

¹³ OPPAGA Evaluation and Justification Review of the Support Program Administered by the Department of Management Services, [Report No. 98-08](#), August 1998 and OPPAGA Review of State Vehicle Maintenance, [Report No. 96-08](#), September 25, 1996.

¹⁴ For the General Appropriations Act for Fiscal Year 1999-2000, the savings would occur in general appropriations item number 1683B.

Until the Department of Management Services finalizes its service agreements, we recommend that the Department of Highway Safety and Motor Vehicles contract with a company of networked garages. A 10% reduction in FHP vehicle repairs costs would save \$170,000 per year.

Changing to a Single Standard FHP Car Color Would Save the State \$219,820 Annually

While black and cream patrol cars are an FHP tradition, the two-tone paint on these vehicles costs taxpayers thousands of dollars every year. The custom paint job inflates the purchase price of each car and deflates its resale value. The patrol could drive cars distinguishable as FHP vehicles and save approximately \$219,820 annually by changing its vehicle color scheme.¹⁵

Two-tone cars cost more to buy and sell

As shown in Exhibit 3-3, the patrol spends \$657 per car to custom paint and apply decals to approximately 290 marked patrol vehicles every year. After the useful life of the cars (about five years) they are sold at government sales. Prior to sale, the patrol defaces the cars so that they cannot be misconstrued as official law enforcement vehicles. The defaced, two-tone paint deflates each car's resale value by approximately \$400.

**Exhibit 3-3
Using Standard Color Cars Would Save \$219,820 Annually**

Two-Tone Car		Car in One Standard Color		Savings
Custom two-tone paint and decals	\$ 657	Standard color with decals includes labor	\$ 300	\$ 357
Resale preparation costs (deface and remove decals)	101	Resale preparation costs (remove decals)	100	1
Resale loss due to defaced vehicles	400	Resale loss due to defaced vehicles	0	400
Total Cost Per Car	\$ 1,158	Total Cost Per Car	\$ 400	\$ 758
Total for 290 Cars	\$335,820	Total for 290 Cars	\$116,000	\$219,820

Source: Department of Management Services contract prices, prices paid by other law enforcement agencies, and OPPAGA analysis.

Other law enforcement agencies have realized cost savings by purchasing cars painted in one manufacturer standard color and applying agency-identifying decals. For example, the Capitol Police, law enforcement officers in the Department of Transportation's Motor Carrier Compliance Program, and some

¹⁵ For the General Appropriations Act for Fiscal Year 1999-2000, the savings would occur in general appropriations item number 1683E.

sheriffs drive white cars with special decals denoting the cars as a law enforcement vehicles. When the cars are ready for resale, the decals are removed. Since the cars are a standard color, it is unnecessary to deface them and they have higher resale value.

To reduce costs, the patrol should purchase cars in one standard color

Although FHP has historically custom painted its cars to make them easily identifiable, the same effect can be achieved with significant cost savings through decals. We therefore recommend that, as part of its routine replacement of vehicles, the patrol purchase vehicles in a standard manufacturer solid color and affix appropriate decals. Savings will be accomplished incrementally at a \$219,820 a year as FHP purchases its yearly addition to its fleet.

Assignment of Sedans to Selected Staff Could Save the State \$25,811 Annually

The Florida Highway Patrol furnishes fully equipped patrol vehicles to its entire sworn law enforcement staff. While officers assigned to field troops perform a variety of duties, traffic law enforcement is their priority and their patrol vehicles are essential equipment. However, the responsibilities of some headquarters staff are predominantly administrative and do not require pursuit vehicles.

According to data collected from the agency activity reports, some sworn staff members rarely engage in traffic enforcement activities requiring a pursuit vehicle. For example, both headquarters and academy staff who submitted activity reports spent less than 10% of their time patrolling, less than 2% working accidents, and less than 2% rendering motorist assistance. This level of activity does not justify a pursuit vehicle. To limit situations such as this, the 1999 Legislature passed legislation specifying that law enforcement officers whose duties do not require the performance of pursuit vehicles should not be assigned such cars.¹⁶

Not all sworn staff need pursuit vehicles

By responding to this new legislation and assigning sedans to 31 headquarters and academy staff, the agency could save \$25,811 per year.¹⁷ FHP currently buys Ford Crown Victoria 400 automobiles for patrol cars. The cost of each fully equipped pursuit vehicle, less its trade-in value is \$17,715. In comparison, a four-door sedan such as the Chevrolet Lumina would cost \$13,552, including lights and siren. The difference in cost between the Crown Victoria and the Lumina represents savings of \$4,163 per car (see Exhibit 3-4).

¹⁶ House bill 1707 which amends s. 287.012, F.S.

¹⁷ For the General Appropriations Act for Fiscal Year 1999-2000, the savings would occur in general appropriations item number 1683E.

Cost Savings and Cost Recovery

We recommend that the patrol purchase sedans for 31 headquarters and academy sworn staff. Prorating the savings for five years (the useful life of a car), FHP could obtain yearly savings of \$25,811 and be in compliance with 1999 legislation. These sworn officers could still perform their law enforcement, administrative, and managerial duties with sedans that are not equipped as pursuit vehicles.

Exhibit 3-4 Assigning Sedans to Staff Who Do Not Need Pursuit Vehicles Saves \$25,811 Annually

Vehicle	Net Cost	Total Costs for 31 Vehicles	Annual Savings (Based on 5 year Useful Life)
Ford Crown Victoria ¹	\$17,715	\$549,165	\$109,833
Chevrolet Lumina ²	13,552	420,112	84,022
Savings	4,163	129,053	25,811

¹ For the Ford the base price \$19,691 plus equipment costs of \$2,489, less the resale value of \$4,465 equals net cost.

² For the Chevrolet the base price \$14,312 plus equipment costs of \$1,440, less the resale value of \$2,200 equals net cost.

Source: Department of Management Services' state contract prices and OPPAGA analysis.

Patrol Staffing

Workload Questions and Incomplete Data Make Staffing Needs Uncertain

A continuing issue regarding the FHP is the number of troopers it needs to carry out its responsibilities. For many years, the FHP has said that it is substantially understaffed, and its staffing formula currently shows a need for 500 additional troopers. The FHP bases this needs assessment on a national staffing formula developed by the Northwestern University Traffic Institute. The staffing formula combines several factors, such as miles of road patrolled, number of crashes worked, and hours of desired coverage to determine the level of staffing the FHP needs for each county.

The FHP staffing formula has limitations for determining how many troopers should be funded

However, there are three limitations in the staffing formula that create uncertainty about the FHP's staffing needs.

- State law is ambiguous about whether sheriffs or the FHP should assume responsibility for traffic enforcement on the 48,088 miles of county roads.
- Assumptions in the staffing formula serve to overstate the need for troopers by not taking into account the work done by sheriffs.
- The formula fails to show a relationship between increased staffing and improved FHP performance.

State law is ambiguous about whether the patrol or sheriffs should assume responsibility for providing traffic enforcement services on county roads. Chapter 321, F.S., charges the FHP with patrolling all public roads and investigating accidents on state highways. Florida's public roads include 11,921 miles of roads within the State Highway System and 48,088 miles of county roads.¹⁸ Chapter 316, F.S., designates sheriffs as the chief law enforcement officers of their counties and authorizes them to perform traffic enforcement, but does not delineate sheriff's responsibilities for patrolling and responding to crashes

¹⁸ The Florida Department of Transportation maintains roads on the State Highway System. These roads include interstates, turnpikes, toll roads, and state roads. Local roads include urban and rural roads and are maintained by local governments.

on local roads.¹⁹ While the FHP cannot readily identify the amount of time troopers spend patrolling local roads, data indicate that 23% of the FHP's crash workload is on county roads.

The staffing formula incorrectly assumes that the FHP exclusively patrols county roads. Historically, this was true and the FHP provided traffic enforcement on all state and county roads and responded to all crashes. However, as Florida grew over time, FHP response times increased. As a result, and in response to constituent complaints, some sheriffs began patrolling roads and working traffic crashes.

Division of traffic enforcement responsibility is not legislatively defined

Currently, there is no statewide policy on the division of traffic enforcement responsibility between FHP and sheriffs; individual sheriffs determine the extent to which their offices perform these functions. (See Appendix E.) In general, sheriffs in less populated counties, such as those in the panhandle, are most reliant on FHP assistance on county roads. Sheriffs in larger counties vary in their patrol and crash response activities. For example, the Hillsborough County Sheriff's Office works nearly all traffic crashes on county roads, while the Orange County Sheriff's Office works very few crashes and relies on the FHP to perform this function. Because the FHP staffing formula assumes that FHP has sole responsibility to patrol all public roads, the formula overstates the need for troopers by not fully accounting for the workload performed by sheriff's offices.

The staffing formula is not linked to inputs, outputs, and outcomes

Another limitation of the staffing formula is that it is not linked to the patrol's performance-based program budgeting (PB²) measures and does not show a relationship between the addition of troopers and FHP's capacity to meet its performance standards. There is no correlation between the formula and program inputs, outputs, and outcomes. For example, one of FHP's most important budget performance measures is actual average response time in minutes. In contrast, the staffing formula uses a percentage measure, "probability that staff can proceed immediately to a call for service." The patrol has not developed a way to link these two indicators so that projected increases in staff can be used to predict reductions in response time.

In a similar vein, the staffing formula reflects optimal performance and does not provide information on current performance. For example, the formula calculates how many troopers are needed so that there is a 70% probability that a trooper could proceed immediately for a call for assistance. (The patrol considers 70% an optimal level of service.) However, the patrol does not have the data to describe today's probability that troopers can proceed

¹⁹ This issue was also addressed in a previous OPPAGA study, *Review of the Florida Highway Patrol's Traffic Accident Investigation Activity on Local Roads*, [Report No. 97-47](#), February 1998.

immediately to calls for assistance. As a result, the patrol is unable to indicate how response time and other performance indicators would change if the optimal number of troopers identified by the staffing formula were funded. In turn, the Legislature cannot readily determine how much FHP performance would be improved if it funded the full 500-trooper increase.

The patrol should initiate a pilot project measuring specific outcomes through strategic deployment of staff

To address the absence of linkage between the patrol's performance measure inputs (staff) and its outputs and outcomes (services delivered and their results), we recommend that the patrol begin a pilot project measuring specific outcomes through strategic deployment of staff. The patrol should track how outputs and outcomes, like response times and crash rates, change in areas where additional troopers are assigned. To accomplish this task, the patrol may wish to fill the 123 sworn officer vacancies it had as of May 1999 and assign all of the newly filled positions to one particular area. It is important to strategically deploy a sufficient number of troopers to one area so trends can be tracked.

We further recommend that the patrol develop information on its current level of service, as defined by the staffing formula. For example, the FHP should collect data on the percentage of time that it currently spends immediately responding to calls for assistance. Before the Legislature can fund the patrol at the optimal levels defined by the formula, it needs to know at what level in the formula the patrol is currently functioning. We recommend that the patrol use this information to link the staffing formula to its performance-based program budgeting measures. This would enable the Legislature to determine how increases in the number of FHP troopers would change patrol performance.

Finally, we recommend that the Legislature clarify the responsibility of FHP and sheriff's to perform patrol and crash investigation functions on local roads. This clarification would have a major impact on the FHP's staffing needs. We identified three options for the Legislature to consider.

Option 1: Assign FHP primary responsibility for traffic enforcement on county roads. By this option, the FHP would continue to be primarily responsible for traffic enforcement and crash assistance on the 48,088 miles of local roads. This option would have minimal impact on local law enforcement agencies. However, FHP would need additional staff if it were to meet the standards established in the staffing formula.

Option 2: Assign local law enforcement agencies primary responsibility for traffic enforcement on local roads. By this option, the FHP's responsibility would be primarily targeted at roads in the State Highway System. Sheriffs would be designated responsibility for patrolling and responding to crashes on county roads. However, FHP could be authorized to respond to crashes

upon the specific request of sheriffs. (Sheriffs indicate that FHP has specialized expertise in investigating accidents involving fatalities.)

Giving the state primary responsibility for state roads and local government primary responsibility for local roads would improve accountability for services provided on those roads and allow both state and local government to make an accurate assessment of staffing and fiscal needs. This option would reduce the FHP's workload and significantly reduce its staffing needs.

At OPPAGA's request, the FHP re-ran the staffing formula using this option. Results indicated that the projected need for additional troopers was reduced by over 50%. It should be noted, however, that this option would increase the workload for some county sheriffs, particularly those in rural areas that currently rely on FHP for most patrol and traffic investigation services. We could not estimate the fiscal impact on specific counties, as FHP does not maintain this type of data, and it would be too expensive for OPPAGA to gather for the purposes of this review.

Option 3: Provide stratified levels of FHP staffing to counties with small, medium, and large populations. By this option, FHP would assume that law enforcement in counties with small populations have the least ability to provide traffic coverage and that counties with large populations have the greatest ability to provide traffic enforcement. FHP would establish statewide standards for the level of patrol and traffic investigation services that it would provide in various sized counties and modify its staffing formula accordingly. We recommend this option, as it is the least disruptive to small counties yet would provide both state and local governments a more precise basis for making staffing and funding decisions.

Appendix A

Statutory Requirements for Program Evaluation and Justification Reviews

Section 11.513(3), F.S., directs OPPAGA Program Evaluation and Justification Reviews to address nine issue areas. Our conclusions on these issues as they relate to the Florida Highway Patrol are summarized below. As appropriate, this table makes references to pages in this report and Appendix B where our analysis of the program's performance based on its performance-based program budgeting measures and standards is discussed in greater detail.

Table A-1
Summary of the Program Evaluation and Justification Review
of the Florida Highway Patrol

Issue	OPPAGA Conclusions
The identifiable cost of the program	Total department fixed capital outlay and operating expenditures for the FHP enforcing traffic safety were \$138,059,752 for Fiscal Year 1997-98. Department records show operating expenditures of \$138,002,989 for the Division of the Florida Highway Patrol and \$56,763 for fixed capital outlay in Fiscal Year 1997-98.
The specific purpose of the program, as well as the specific public benefit derived therefrom	The purpose and mission of the Florida Highway Patrol is to reduce loss of life and personal injuries on Florida's streets and highways through enforcement of laws coupled with public education for Florida citizens and visitors.
Progress towards achieving the outputs and outcomes associated with the program	FHP's Fiscal Year 1997-98 performance was mixed. Alcohol-related and overall death rates were down. However, the number of crashes FHP worked was higher and fewer Floridians used safety belts than expected.
An explanation of circumstances contributing to the state agency's ability to achieve, not achieve, or exceed its projected outputs and outcomes, as defined in s. 216.011, F.S., associated with the program	<p>For the FHP to be accountable, its performance results should be distinguishable from the efforts of other agencies. The FHP performance measures include the efforts of all law enforcement agencies on all 113,777 miles of public roadway in Florida, not just the 11,921 miles patrolled primarily by the FHP.</p> <p>With one exception, we recommend limiting FHP measures to activities occurring on the 11,921 miles of roadway for which the FHP has primary responsibility, which include interstates, turnpikes, toll roads, and state roads. The only exception to this recommendation is that, for federal reporting requirements, the FHP needs to measure fatalities on all public roads, as well as on those roads for which it is primarily responsible.</p> <p>Unless state law is changed, the FHP and other law enforcement agencies will have limited authority to improve safety belt usage. Currently, failure to use safety belts is only a secondary offense. Violators cannot be pulled over solely for a secondary offense.</p>

Appendix A

Issue	OPPAGA Conclusions
<p>Alternative courses of action that would result in administering the program more efficiently or effectively</p>	<p>The FHP should continue to be housed in the Department of Highway Safety and Motor Vehicles. We did not identify any compelling reason to transfer the Florida Highway Patrol Program to another agency. The program's traffic enforcement, traffic homicide, and safety education activities clearly pertain to the mission of the department and are inter-related. The investigations unit, which investigates driver license fraud, odometer and title fraud, emissions fraud, and cargo and automobile theft, also supports the department's highway safety mission.</p> <p>We concluded that the patrol should continue to train troopers at the FHP academy. In Florida, there are two types of law enforcement training programs: vocational-technical centers operated by school districts or junior colleges and academies run by state agencies. We considered the options and concluded that, at this time, a centralized academy run by the Patrol remains the most viable method for training FHP troopers.</p> <p><i>Options for Improvement</i></p> <p>With selected management and operational changes, the FHP could annually save up to \$833,823. These savings would include</p> <ul style="list-style-type: none"> ▪ \$222,784 by hiring civilians for non-sworn jobs; ▪ Up to \$195,408 by modifying the dispatch officer dress code; ▪ \$170,000 by using a networked garage company for vehicle maintenance; ▪ \$219,820 by replacing two-tone patrol car paint with one standard color; and ▪ \$25,811 by assigning sedans rather than pursuit vehicles to selected staff.
<p>The consequences of discontinuing the program</p>	<p>If the FHP were disbanded and its responsibilities assigned to local law enforcement agencies, the public would lose expertise and consistency in traffic law enforcement. While all Florida law enforcement officers receive training specified by the Criminal Justice Standards and Training Commission, FHP troopers receive additional, advanced training in crash and traffic homicide investigation, traffic law, and other subjects pertaining to highway safety. Also, unlike police officers and sheriff deputies, all troopers receive training at the same academy. Standardized training helps ensure that interpretation and enforcement of traffic laws are consistent statewide.</p> <p>If traffic enforcement were solely the responsibility of local government, traffic enforcement would probably receive less attention because local law enforcement agencies must respond to all types of crime. A reduction in traffic enforcement could result in increases in illegal traffic activities and crashes, injuries, and fatalities. For example, special traffic enforcement and safety activities, such as checkpoints for persons driving under the influence of alcohol, would probably be curtailed because of the scarcity of local resources. This could lead to an increase in impaired drivers in our roads.</p> <p>In addition to its day-to-day duties, the FHP responds to state emergencies and events that require supplemental law enforcement assistance. During 1998, the patrol deployed troopers to provide assistance in the El Nino flooding, Florida wildfires, Hurricanes Earl and Georges', and tornadoes. The</p>

Issue	OPPAGA Conclusions
	<p>patrol also deployed troopers to assist local law enforcement agencies with manhunts, prison drug searches, the Daytona car and motorcycle races, and the John Glenn space shuttle launch. Without the Florida Highway Patrol, the state would need to supplement local law enforcement with the National Guard to respond to significant emergencies.</p>
<p>Determination as to public policy, which may include recommendations as to whether it would be sound public policy to continue or discontinue funding the program, either in whole or in part, in the existing manner</p>	<p>The question of how to fund the patrol and how many troopers the patrol needs will continue to be an issue until it is legislatively clarified whether it is the responsibility of the FHP or county sheriffs to patrol and work crashes on county roads. We identified three options for legislative consideration:</p> <ol style="list-style-type: none"> 1. assign FHP primary responsibility for traffic enforcement on county roads; 2. assign local law enforcement agencies primary responsibility for traffic enforcement on local roads; or 3. provide stratified levels of FHP staffing to counties with small, medium, and large populations. <p>OPPAGA recommends the third option because small rural counties have the greatest need for the patrol and the fewest resources to provide traffic enforcement on county roads.</p>
<p>Whether the information reported pursuant to s. 216. 031(5), F.S., has relevance and utility for evaluation of the program</p>	<p>The FHP has recently proposed new measures which partially conform to January 1999 recommendations made by OPPAGA in Report No. 98-41, <i>PB² Performance Report</i>. In that report we indicated that the FHP performance measures were incomplete and did not adequately assess all of its major functional responsibilities. Also, not all outputs were tied to outcomes and not all outputs were meaningful. Many outputs listed the number of hours an activity took but did not indicate how well the activities were performed. It was unclear whether it was good or bad when the patrol used more hours than called for by the standard. For those outputs with no outcomes, it was sometimes unclear how they related to the FHP's strategic goals and mission.</p>
<p>Whether state agency management has established control systems sufficient to ensure that performance data are maintained and supported by state agency records and accurately presented in state agency performance reports</p>	<p>Current performance data are complete and reliable. The agency's review of the measures by the inspector general indicates that controls are adequate to assure the accuracy of the data used.</p>

Appendix B

The Patrol Provides Support to Other Law Enforcement Agencies

Event	Number of Personnel Involved	Number of Hours
El Nino Flooding	62	2,931
Florida Wildfires	402	19,615
Central Florida Tornadoes	212	10,937
Hurricane Earl	80	1,472
Hurricane Georges ¹	1,131	69,949
Presidential Security	61	495
Vice Presidential Security	60	687
Governor Security	6	74
Lieutenant. Governor Security	1	24
DUI Checkpoints	530	1,355
Daytona Races	154	2,188
Black College Reunion	167	6,094
Manhunts	106	1,765
Drug Interdiction Training	23	414
Prison Drug Searches	122	610
Contraband Searches/ Enforcement	81	4,423
Operation Thunder Road	74	668
Assigned to US Drug Enforcement Agency	5	9,600
Perry Gas Line Fire	13	113
John Glenn Shuttle Launch	51	390
Warrant Service	23	267
Tactical Response	18	256
FDLE Exam Proctors	5	40
Parades	110	782
Boys' State Security	7	1,050
Girls State Security	4	288
Other Dignitary Security	26	302
Governor Chiles' Funeral	54	1,078
Other Funerals	72	872
Other Assistance	67	785
Total	3,727¹	139,524

¹ Total personnel exceed total patrol staff because troopers were sent to more than one event

Source: *FHP Mutual Aid Report*, 1998.

Appendix C

Most Highway Patrol Agencies Have Residential Training Academies

State ¹	Name	Centralized training academy for recruits?	Recruits live at the Academy?	How long is training?
Alabama	Highway Patrol	3 decentralized academies	Yes	24 weeks
Alaska	State Troopers	Yes	Yes	14 weeks
California	Highway Patrol	Yes	Yes	24 weeks
Colorado	State Patrol	Yes	Yes	22 weeks
Connecticut	State Police	Yes	Yes	24 weeks
Delaware	State Police	Yes	Yes	24 weeks
Florida	Highway Patrol	Yes	Yes	24 weeks
Georgia	State Patrol	Yes	No	24 weeks
Illinois	State Police	Yes	Yes	27 weeks
Indiana	State Police	Yes	Yes	22 weeks
Iowa	State Patrol	Yes	Yes	18 weeks
Kansas	Highway Patrol	Yes	Yes	20 weeks
Maryland	State Police	Yes	Yes	24 weeks
Massachusetts	State Police	Yes	Yes	24 weeks
Michigan	State Police	Yes	Yes	18 weeks
Minnesota	State Patrol	Yes	Yes	15 weeks
Mississippi	Highway Patrol	Yes	Yes	10 weeks
Montana	Highway Patrol	Yes	Yes	14 weeks
Nebraska	State Patrol	Yes	Yes	20-22 weeks
Nevada	Highway Patrol	Yes	Yes	20 weeks
New Jersey	State Police	Yes	Yes	15 weeks
New Mexico	State Police	Yes	Yes	20 weeks
New York	State Police	Yes	Yes	27 weeks
North Carolina	Highway Patrol	Yes	Yes	28 weeks
Ohio	Highway Patrol	Yes	Yes	24 weeks
Oklahoma	Highway Patrol	Yes	Yes	18 weeks
Oregon	State Police	Yes	Yes	16 weeks
Pennsylvania	State Police	Yes	Yes	24 weeks
South Dakota	Highway Patrol	Yes	Yes	26 weeks
Tennessee	Highway Patrol	Yes	Yes	24 weeks
Texas	Highway Patrol	Yes	Yes	26 weeks
Utah	Highway Patrol	Yes	Yes	12 weeks
Vermont	State Police	Yes	Yes	13 weeks
Virginia	State Police	Yes	Yes	40 weeks
Washington	State Patrol	Yes	Yes	26 weeks
West Virginia	State Police	Yes	Yes	24 weeks
Wyoming	Highway Patrol	Yes	Yes	20 weeks

¹ We were unable to identify the training practices of those states omitted from this table. Source: State sponsored websites for each state's highway patrol or state police agency.

Appendix D

Using Civilians for Jobs Not Requiring Law Enforcement Skills Would Produce Savings

		Initial Costs		Annual Costs	
		Sworn Employee	Civilian	Sworn Employee	Civilian
<i>Court Liaison</i>	Salary	\$13,215	\$- - -	\$32,089	\$32,089
	Training	15,337	- - -	1,036	- - -
	Retirement ¹	3,222	- - -	7,823	4,977
	Equipment/Uniforms	2,876	250	1,070	250
	Background	1,732	500	- - -	- - -
	Vehicle ²	- - -	- - -	5,674	\$1,450 ³
	Total	\$36,382	\$750	\$47,692	\$38,766
	Savings	\$35,632		\$ 8,926	
<i>Polygraph Examiner</i>	Salary	\$13,215	\$- - -	\$54,261	\$54,261
	Training ⁴	19,837	- - -	2,022	270
	Retirement	3,222	- - -	13,229	8,416
	Equipment/Uniforms	2,876	250	1,070	250
	Background	1,732	500	- - -	- - -
	Vehicle	0	- - -	5,674	0
	Total	\$40,882	\$750	\$76,256	\$63,197
	Savings	\$40,132		\$13,059	
<i>Public Information Officer</i>	Salary	\$13,215	\$- - -	\$54,261	\$54,261
	Training	15,337	- - -	1,752	0
	Retirement	3,222	- - -	13,229	8,416
	Equipment/Uniforms	2,876	250	1,070	250
	Background	1,732	500	- - -	- - -
	Vehicle	0	- - -	5,674	4,422 ⁵
	Total	\$36,382	\$750	\$75,986	\$67,349
	Savings	\$35,632		\$ 8,637	

Recap of Annual Savings

	Number of Staff	Savings per Position in Fringe Benefits, Uniforms, and Vehicles	Total Annual Savings in Fringe Benefits, Uniforms, and Vehicles
Court Liaison	7	\$ 8,926	\$ 62,482
Polygraph Examiner	5	13,059	65,295
Public Information Officer	11	8,637	95,007
Total Annual Savings			\$222,784

Appendix A

Recap of Initial Savings

	Number of Staff	Savings per Position in Initial Screening, Training, and Equipment	Total Savings in Initial Screening, Training, and Equipment
Court Liaison	7	\$35,632	\$249,424
Polygraph Examiner	5	40,132	200,660
Public Information Officer	11	35,632	391,952
Total Initial Savings			\$842,036

¹ Special risk retirement is calculated at 0.2438 of a sworn member's salary. Civilian retirement contribution is calculated at 0.1551 of the person's salary.

² For sworn employees, a pursuit vehicle valued at \$22,828, less \$4,465 resale value, was prorated at \$3,674 annually for five years. Yearly fuel and maintenance was estimated to be \$2,000.

³ For court liaison officers, we estimated that no vehicle would be provided but the employee would be reimbursed for the use of his personal vehicle at \$.29 per mile. OPPAGA's estimate is based on 5,000 miles traveled annually.

⁴ In-service training includes yearly polygraph training and membership in the Academy of National Polygraph Examiners at a cost of \$270.

⁵ For civilian public information officers, a sedan valued at \$14,312, less \$2,200 resale value, was prorated at \$2,422 annually for five years. Yearly fuel and maintenance was estimated to be \$2,000.

Appendix E

Not All Sheriffs Work Crashes on County Roads

County	FHP	County Sheriffs	City Police Departments	Other	Total %
Alachua	54%	8%	37%	1%	100%
Baker	76%	19%	4%	1%	100%
Bay	77%	4%	18%	1%	100%
Bradford	89%	1%	10%	0%	100%
Brevard	48%	1%	50%	1%	100%
Broward	20%	14%	65%	1%	100%
Calhoun	97%	0%	3%	0%	100%
Charlotte	66%	27%	6%	1%	100%
Citrus	88%	7%	4%	1%	100%
Clay	41%	48%	11%	0%	100%
Collier	46%	43%	10%	1%	100%
Columbia	96%	0%	4%	0%	100%
Dade-Miami	3%	77%	19%	1%	100%
DeSoto	98%	0%	1%	1%	100%
Dixie	94%	6%	0%	0%	100%
Duval	5%	89%	5%	1%	100%
Escambia	97%	0%	3%	0%	100%
Flagler	77%	14%	7%	2%	100%
Franklin	79%	0%	21%	0%	100%
Gadsden	93%	2%	5%	0%	100%
Gilchrist	92%	4%	4%	0%	100%
Glades	75%	0%	13%	12%	100%
Gulf	65%	4%	31%	0%	100%
Hamilton	100%	0%	0%	0%	100%
Hardee	94%	4%	2%	0%	100%
Hendry	82%	9%	7%	2%	100%
Hernando	35%	59%	5%	1%	100%
Highlands	86%	0%	12%	2%	100%
Hillsborough	6%	83%	11%	0%	100%
Holmes	94%	4%	2%	0%	100%
Indian River	41%	42%	17%	0%	100%
Jackson	91%	2%	7%	0%	100%
Jefferson	81%	19%	0%	0%	100%
Lafayette	70%	20%	10%	0%	100%
Lake	79%	2%	19%	0%	100%

Appendix A

County	FHP	County Sheriffs	City Police Departments	Other	Total %
Lee	59%	25%	15%	1%	100%
Leon	54%	10%	35%	1%	100%
Levy	93%	0%	6%	1%	100%
Liberty	92%	0%	8%	0%	100%
Madison	91%	0%	7%	2%	100%
Manatee	96%	1%	3%	0%	100%
Marion	92%	1%	6%	1%	100%
Martin	34%	45%	20%	1%	100%
Monroe	60%	13%	27%	0%	100%
Nassau	60%	39%	1%	0%	100%
Okaloosa	87%	2%	10%	1%	100%
Okeechobee	42%	40%	18%	0%	100%
Orange	91%	1%	8%	0%	100%
Osceola	86%	4%	10%	0%	100%
Palm Beach	6%	47%	47%	0%	100%
Pasco	96%	0%	4%	0%	100%
Pinellas	54%	15%	30%	1%	100%
Polk	83%	10%	7%	0%	100%
Putnam	72%	24%	4%	0%	100%
St. Johns	26%	63%	10%	1%	100%
St. Lucie	49%	27%	24%	0%	100%
Santa Rosa	92%	1%	6%	1%	100%
Sarasota	83%	11%	6%	0%	100%
Seminole	69%	2%	29%	0%	100%
Sumter	91%	1%	7%	1%	100%
Suwannee	80%	6%	14%	0%	100%
Taylor	81%	2%	17%	0%	100%
Union	92%	4%	4%	0%	100%
Volusia	59%	8%	29%	4%	100%
Wakulla	100%	0%	0%	0%	100%
Walton	94%	0%	6%	0%	100%
Washington	93%	1%	6%	0%	100%
Unknown	9%	76%	13%	2%	100%
Statewide	40%	40%	19%	1%	100%

Source: DHSMV 1997 crash database and OPPAGA analysis.

Response From the Department of Highway Safety and Motor Vehicles

In accordance with the provisions of s. 11.45(7)(d), F.S., a draft of our report was submitted to the Executive Director of the Department of Highway Safety and Motor Vehicles for his review.

The department's written response is reprinted herein beginning on page 34.



**State of Florida
DEPARTMENT OF
HIGHWAY SAFETY AND MOTOR VEHICLES**

FRED O. DICKINSON
Executive Director

JEB BUSH
Governor
KATHERINE HARRIS
Secretary of State
BOB BUTTERWORTH
Attorney General
ROBERT F. MILLIGAN
Comptroller
BILL NELSON
Treasurer and
Insurance Commissioner
BOB CRAWFORD
Commissioner of Agriculture
TOM GALLAGHER
Commissioner of Education

June 24, 1999

Mr. John W. Turcotte, Director
Office of Program Policy Analysis
and Government Accountability
Claude Pepper Building
Room 312
111 W. Madison Street
Tallahassee, Florida 32302

Dear Mr. Turcotte:

Enclosed is a copy of this agency's response to your preliminary performance based-budgeting measures and standards report for: **Department of Highway Safety and Motor Vehicles Florida Highway Patrol Program.**

Should you need additional information, please contact John R. Davis, Inspector General at 488-1407.

Sincerely,

/s/ Fred O. Dickinson, III
Executive Director

FOD:gc

**DEPARTMENT OF HIGHWAY SAFETY AND MOTOR VEHICLES
DIVISION OF THE FLORIDA HIGHWAY PATROL**

Written Statement of Response
To OPPAGA's Preliminary Performance-Based
Program Budgeting Measures and Standards Report

We have reviewed the Office of Program Policy Analysis and Government Accountability's Justification Review of the Florida Highway Patrol (FHP). As has been our past practice, we acknowledge the value of this review process and appreciate OPPAGA's efforts to assist us in maximizing cost savings.

Recommendation #1:

We therefore recommend that the patrol reclassify the court liaison, polygraph examiner, and public information officer positions to civilian status.

RESPONSE:

Regarding the recommendation to hire civilians for non-sworn jobs in the classifications of Court Liaison, Polygraph Examiner, and Public Information Officer, the department agrees that civilians could assume the functions of Court Liaison that are currently handled by seven law enforcement officers (LEOs). This is predicated on the assumption that the division would receive seven non-sworn positions for this purpose. Since the division is below recommended levels of staffing for troopers, it would be impractical to downgrade existing sworn positions. Rather, it would be in the best interests of the State to redeploy those seven LEOs to road patrol if non-sworn positions are provided to the agency to assume court liaison duties. Law enforcement liaison with the court system is vital to efficient operations. The liaison insures subpoena compliance, submission of reports, and timely compliance for submission of uniform traffic citations.

The agency is less sanguine about the use of civilians as Polygraph Examiners and Public Information Officers. While agreeing that positions not requiring law enforcement skills could be assigned to civilians, the difference of opinion may lie in the area of defining what law enforcement skills are necessary to effectively perform these functions. For example, current polygraph examiners have developed an ability to detect criminal, immoral, and disreputable behavior by virtue of their experience as investigators. In this regard, information developed by polygraph examiners during pre-employment screenings is vital to the best interests of the citizens FHP is sworn to protect and serve. Sworn polygraph examiners also have a vested interest in maintaining the integrity and professionalism of the Patrol and thus serve the best interests of the agency. Sworn polygraph examiners are also available to serve as investigators and can respond to situations requiring a law enforcement presence. That capability would be lost if the polygraph examiner positions were reclassified as non-sworn. The Patrol will study the feasibility of using civilian employees or private companies to conduct polygraph examinations.

OPPAGA's report correctly states the division does not believe that civilians carry the credibility uniformed troopers do in speaking to the media, at public forums and in educational situations. In this case, credibility does not refer to a civilian's ability to perform public information tasks, but refers to the media's demonstrated preference for a uniformed presence when taping a newscast or for an appearance at a news conference. A preference for a trooper is also displayed by community organizations and military audiences, as well as one of the agency's largest target audiences - teenagers. Experience indicates that more attention is given to a uniformed officer than to a civilian, which only increases the effectiveness of any presentation. Public information officers are often required to be present at the scene of natural disasters and enforcement actions such as arrests and traffic crash investigations. As sworn officers, they can respond in an emergency and provide crowd control and law enforcement actions. Civilian public information officers would not have this authority.

Recommendation #2:

We recommend that the FHP adopt a new dress code for its dispatch staff.

RESPONSE:

The recommendation to assign dispatch officers "soft uniforms" consisting of polo or cotton shirts with an embroidered agency insignia, coupled with washable khaki slacks, is one the agency is already looking into. With the advent of joint dispatch, communications personnel from other agencies have expressed concern about wearing apparel that so closely resembles a trooper's uniform.

Recommendation #3:

We recommend that the Department of Highway Safety and Motor Vehicles contract with a company of networked garages.

RESPONSE:

The Department is continually seeking ways to reduce its expenditures for vehicle maintenance. Two years ago, FHP attempted to establish car repair contracts for each of its troops through the competitive bidding process. Having learned from that experience, the Patrol intends to seek bids for contracts for the Troops which were unsuccessful in the first round. It is anticipated that costs can be reduced by about 10%, or \$170,000.

The costs for individual Troop maintenance contracts will be compared to the cost of a statewide network to see if additional savings are possible. In addition, the Department will continue to cooperate with the Department of Management Services in its efforts to establish a maintenance contract for all state-owned vehicles.

Recommendation #4:

We recommend the patrol purchase vehicles in a standard manufacturer solid color and affix appropriate decals.

RESPONSE:

Section 321.02, F.S., specifies that "The department shall also prescribe a distinctive color or colors for all motor vehicles and motorcycles to be used by the Florida Highway Patrol." A manufacturer's stock color would not meet the usual definition of distinctive. One of the functions of the Patrol is to provide a highly visible law enforcement presence on the state's roadways. To be effective, it is necessary that the public recognize immediately that a vehicle is involved in traffic enforcement. Such identification is not as critical for law enforcement units such as the Capitol Police and Motor Carrier Compliance Officers which generally do not engage in general traffic control and enforcement. The distinctive colors that identify a Florida Highway Patrol trooper provide a deterrent effect on the highways which cannot be measured.

The use of decals to create a distinct appearance involves costs not considered in the report. Currently, when a patrol car is damaged, a body shop only needs to match the paint color for a repair to be completed, unless one of the relatively few decals also is damaged. If decals are used extensively to create a distinctive appearance for the patrol car, they are more likely to be damaged. Repair shops will have to obtain sets of decals to complete their repairs. The alternative is to bring all damaged cars to a central site for the decals to be reapplied, thereby increasing costs.

The actual cost savings from obtaining manufacturer standard solid color vehicles would be minimal. The current two-tone paint scheme costs an additional \$650. An estimate of the cost of a new decal scheme is \$200 to \$250 plus labor. Since additional labor will be required to apply more extensive decals, the savings on a new vehicle are only about \$400 (\$116,000 for 290 cars per year). The cost savings will be reduced if "distinctive color" is interpreted to preclude the use of a manufacturer standard color. Resale value is another issue. DMS indicates that FHP vehicles tend to sell higher at auction than vehicles from units such as the Capitol Police and Motor Carrier Compliance because the paint scheme identifies them as having been marked patrol cars and, therefore, more desirable. The potential \$400 loss cited in the report appears to be based solely on the costs of repainting, without considering the additional value imparted by the evidence of obtaining a marked patrol vehicle.

It is therefore likely that the cost savings from going to a solid color is at most \$116,000 per year, and some of that would be offset by increased repair costs. This savings would come at the cost of losing an historic symbol which is readily identified and recognized by the motoring public.

Recommendation #5:

We recommend that the patrol purchase sedans for 31 headquarters and academy sworn staff.

RESPONSE:

During its recently concluded session, the Florida Legislature passed House Bill 1707, which amends section 287.17, F.S. The bill creates a new paragraph (4)(b) which states that "An agency head may assign motor vehicles to state officers and employees who perform duties related to law enforcement. However, the agency head shall not assign a pursuit motor vehicle to an officer or employee whose job duties do not routinely require performance of a patrol or law enforcement function requiring a pursuit vehicle." Neither the bill nor Chapter 287 define the term "pursuit vehicle." If this bill is signed into law, the Department will evaluate its effect on the assignment of vehicles. However, all sworn members of the Highway Patrol are required routinely to perform law enforcement functions which require a police package vehicle.

Recommendation #6:

We recommend the patrol begin a pilot project measuring specific outcomes through strategic deployment of staff.

RESPONSE:

The department agrees that specific outcomes should be measured through the strategic deployment of staff. Although, to "assign all the newly filled positions to a particular area so that trends can be tracked" is not feasible, assigning positions to the areas identified as "critical need" throughout the state and beginning to track specific outcomes such as response time and crash rates can be attempted. Assigning all currently vacant positions to one district would have an adverse impact on other parts of the state which need to have vacant positions filled. Anecdotal evidence suggests that we can expect a reduction in response time resulting from additional troopers being assigned to an area. A study quantifying this result should only help to strengthen the linkage between the Patrol's performance-based measure inputs (staff) and its outputs and outcomes.

Recommendation #6 continued:

We further recommend that the patrol develop information on its current level of service as defined by the staffing formula.

RESPONSE:

The Patrol remains committed to maintaining and improving an accurate and broad database of trooper activities. With this in mind, the recommendation of tracking the current level of service in regards to an immediate response percentage will be examined. This information may be obtainable via the Computer Aided Dispatch (CAD) system. A review of the system will be made to see if it is presently configured to capture this data and if so, a database can be developed and maintained.

Recommendation #6 continued:

We recommend that the patrol use this information to link the staffing formula to its performance-based program budgeting measures.

RESPONSE:

The recommendation of linking information from the staffing formula to the performance-based program budgeting measures is plausible. This would explicate at what level the Patrol is functioning and enable the Legislature to determine how increases in positions would change Patrol performance. The Patrol will study the feasibility of collecting the data necessary to establish the link between the staffing formula and its performance-based budgeting measures.

Recommendation #6 continued:

Finally, we recommend that the Legislature clarify the responsibility of FHP and sheriff's to perform patrol and crash investigation functions on local roads.

RESPONSE:

The Department appreciates OPPAGA's effort to provide a greater level of accountability for the Patrol and the activities for which they are responsible. In considering OPPAGA's three options of road responsibility, the Patrol is inclined to agree with Option #2, as it most closely emulates the Patrol's primary emphasis to provide law enforcement services on interstates, turnpikes, toll and state roads. Until such clarification of road responsibility can be made by the Legislature, FHP will continue to provide services wherever necessary in order to meet the expectations of the motoring public as well as other law enforcement agencies.

Recommendation #7:

We recommend the FHP provide stratified levels of FHP staffing to counties with small, medium, and large populations.

RESPONSE:

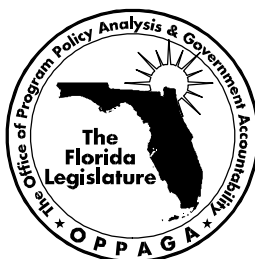
This recommendation makes an unsubstantiated assumption concerning law enforcement coverage in counties according to small, medium, and large populations. There are 67 counties in Florida and each one is unique in its geographic makeup, population, road mileage, road types, law enforcement demands, etc. To lump counties into three groups based solely on county population would be unfair to each county. To ensure the most accurate staffing possible for the State, each county must be looked at individually. Then and only then will the State's resources be used to their full potential.

Appendix G

OPPAGA [Report No. 98-41](#), Department of Highway Safety and Motor Vehicles' Highway Patrol Program's PB² Measures Shows Mixed Results

The Florida Legislature

Office of Program Policy Analysis and Government Accountability



Visit *The Florida Monitor*, OPPAGA's online service. This site monitors the performance and accountability of Florida government by making OPPAGA's four primary products available online.

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- Performance-Based Program Budgeting (PB²) Reports and Information offer a variety of tools. Program Evaluation and Justification Reviews assess state programs operating under performance-based program budgeting. Also offered is performance measures information and our assessments of measures.
- Florida Government Accountability Report (FGAR) is an Internet encyclopedia of Florida state government. FGAR offers concise information about state programs, policy issues, and performance. Check out the ratings of the accountability systems of 13 state programs.
- Best Financial Management Practice Reviews for Florida School Districts. OPPAGA and the Auditor General jointly conduct reviews to determine if a school district is using best financial management practices to help school districts meet the challenge of educating their students in a cost-efficient manner.

OPPAGA provides objective, independent, professional analyses of state policies and services to assist the Florida Legislature in decision-making, to ensure government accountability, and to recommend the best use of public resources. This project was conducted in accordance with applicable evaluation standards. Copies of this report in print or alternate accessible format may be obtained by telephone (850/488-0021 or 800/531-2477), by FAX (850/487-3804), in person (Claude Pepper Building, Room 312, 111 W. Madison St.), or by mail (OPPAGA Report Production, P.O. Box 1735, Tallahassee, FL 32302).

The Florida Monitor: <http://www.oppaga.state.fl.us>

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