

PB² Performance Report

No. 98-41

January 1999

DHSMV's Highway Patrol Program's PB² Measures Show Mixed Results

This report assesses the performance of the Department of Highway Safety and Motor Vehicles' (DHSMV) Highway Patrol Program based on 1997-98 measures and comments on measures proposed for 1999-2000 under performance-based program budgeting (PB²).

Summary

- 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.
 - The program needs additional outcome measures to enable its performance measures to more fully reflect program effectiveness. In addition, we recommend modifying several measures to address activity on roads primarily patrolled by the FHP: interstates, turnpikes, toll roads, and state roads.
 - FHP's accountability system met OPPAGA's expectations in three of four areas (program purpose and goals, data eligibility, and reporting information and use by management).
- The program's performance measures need to be revised to specifically assess FHP performance; currently they include data from local law enforcement agencies and information on roads not patrolled by the FHP. In addition, many of the measures provide information on how many hours FHP spends on rendering public services, but do not provide any indication of the efficiency of those services.
- The Executive Director of the Florida Highway Patrol generally disagreed with our recommendations that measures be confined to only those roads for which the FHP has primary responsibility. For our other recommendations, the FHP plans to seek input and consultation from outside sources. (See Appendix C.)

Background

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's citizens and visitors.

- The **Traffic Enforcement** unit focuses on enforcing traffic laws and apprehending drivers who break laws by engaging in illegal activities while on the highway. Such illegal activities include speeding, driving while impaired, and driving with a vehicle in such disrepair that it represents a danger to all drivers. There are 113,777 miles of public roads in Florida, of which the FHP has primary enforcement authority for 11,921 miles and secondary authority for 48,088 miles. Primary responsibility includes the interstates, turnpikes, toll roads, and state roads. Secondary responsibility is for county paved roads.
- The **Investigations** unit engages 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.
- The **Traffic Homicide Investigations** unit 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.
- The **Safety Education** unit promotes driver safety and education through safety presentations, media contacts, and news releases. It also pursues federal funding for implementation of traffic safety programs.
- The **Academy** provides law enforcement certification training to FHP recruits and in-service training to members of the patrol. Selected training courses are also offered for other law enforcement agencies, such as the Department of Environmental Protections' Marine Patrol. The academy is located in Tallahassee.

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 provided. The outcomes of alcohol-related and overall death rates were down. However, the number of crashes was higher than forecasted and fewer Floridians used safety belts. These outcomes provide a general assessment of safety on all public roads in Florida—113,777 miles of highway monitored by city, county, and state law enforcement officers.

The measures do not provide an assessment of FHP's law enforcement performance for the 11,921 miles of roadway for which it is primarily responsible. Consequently, these

outcomes do not specifically indicate the extent to which the FHP should be credited or faulted for these results. For the FHP to be accountable, we believe its measures should be confined to just those 11,921 miles of roadway for which they have primary responsibility.

The FHP met one-third of its output standards and failed to meet one-third. The remaining third are not measures of performance and should not have been included as performance measures. 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.

See Appendix A for more detailed discussion of program performance for each of its measures.

Proposed Performance Measures

We have two concerns with the FHP measures proposed for Fiscal Year 1999-2000. First, as discussed above, they 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. For the FHP to be accountable, its results should be identifiable from the efforts of other agencies. We recommend limiting the measures to those miles of roadway for which the FHP has primary responsibility, which include interstates, the turnpikes, toll roads, and state roads.¹

Second, the measures are incomplete and do not assess performance for all of FHP's functional areas. Also, not all outputs have corresponding outcome measures and not all measured outputs are meaningful. We have proposed eight new outcome measures and suggested modifications for a number of selected output measures. The new outcome measures will better show FHP effectiveness in conducting investigations, maintaining citizen traffic law compliance, making presentations, and preventing injuries on the highway. We have proposed discontinuing standards for those measures pertaining to the number of hours spent on various activities. Instead we propose calculating hours per task, e.g., the number of hours per investigation.

See Appendix B for more detailed discussion of our recommendations for the program measures.

¹ We recommend one exception to the use of measures for only those roads for which the FHP is primarily responsible. To meet federal reporting requirements, FHP needs to measure fatalities on all Florida roads.

Rating of Program Accountability

A key factor in PB² is that agencies need to develop strong accountability systems that enable the Legislature and the public to assess program performance. An accountability system consists of these key elements: program purpose or goals, performance measures, a process for valid and reliable data, and credible reports of performance that can be used to manage the program. Our rating tells decision-makers whether they can rely on the program's performance information. We compare the components of an accountability system against our established criteria to determine the rating.

Accountability System Component	Meets Expectations	Needs Some Modifications	Needs Major Modifications
Program Purpose and Goals	X		
Performance Measures		X	
Data Reliability	X		
Reporting Information and Use by Management	X		

Source: OPPAGA analysis

The Division of Highway Patrol meets expectations in three of the four areas and needs some modifications in one area specified in the above table.

Purpose and goals. The program's purpose statements and objectives cover its five major functional areas and are clearly stated and understandable.

Performance measures. The program's performance measures do not adequately assess program performance for a variety of reasons. First, two of the outcome measures, death rate and alcohol-related death rate, pertain to the efforts of all law enforcement agencies on all 113,777 miles of Florida roads, not just the 11,921 miles for which the FHP has primary responsibility. As already stated, for the FHP to be accountable, its results should be distinguishable from the efforts of other agencies. The FHP has limited enforcement authority over a third outcome measure, safety belt usage, thereby reducing its ability to effect results.

Second, the FHP's performance measures are incomplete and do not adequately assess all of its major functional responsibilities. Also, not all outputs are tied to outcomes and not all outputs are meaningful. Many outputs list the number of hours an activity takes but do not indicate how well the activities are performed. It is unclear in these instances whether it is good or bad when the patrol uses more hours than called for by the standard. For those outputs with no outcomes, it is sometimes unclear how they relate to the FHP's strategic goals and mission.

Finally, the measures generally do not link program performance to program costs.

Without an efficiency assessment, it is difficult to know if the results are worth the resources expended. By determining average time spent for varied activities, eventually the costs of these activities can be ascertained.

Data reliability. 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.

Reporting information and use by management. Reporting information and its use by management generally meets expectations. Information on program resources and performance is clear, understandable, and is readily available to managers. Agency officials use the measures when possible, and anticipate increased use as the measures evolve to become more meaningful. Information on program performance is made available to the public through links on the FHP web site.

For More Information

See OPPAGA [Report No. 97-47](#). Also see FGAR profile 6080 or call Anna Estes (850) 487-0831 or Linda Vaughn (850) 487-9216. Information from the department is available on its web site at <http://www.fhp.state.fl.us/> or by calling (850) 488-3195.

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Appendix A

Analysis of DHSMV's Highway Patrol Program for Each of Its Performance Measures

Outcome Measures

Performance		1997-98	Met	Comments
1996-97	1997-98	Standard	Standard?	
Annual percentage change and actual compliance rate of safety belt use statewide compared to the national average				
-1.3%	-2.7%	2%	No	Floridians did not use seatbelts as often as called for by state and national standards. Patrol officials attribute these results to two factors. First, this measure reflects the efforts of all law enforcement agencies, not just the FHP. Secondly, law enforcement agencies have limited enforcement authority on safety belt usage because failure to use safety belts is only a secondary offense. (A secondary offense means that violators can only be ticketed for that offense after being first pulled over for some other "primary" offense. Violators cannot be pulled over solely for a secondary offense.)
62.7% FL	60% FL	64%	No	
67% National	68% National	67%	Not Applicable	
Annual mileage death rate on patrolled highways per 100 million vehicle miles of travel compared to the national average				
2.16 FL	2.11 FL	2.2	Yes	Per 100 million vehicle miles traveled, fewer people died on Florida's highways than was projected by the state standard.
1.7 National	1.7 National	1.7	Not Applicable	Currently, comparisons between state and national death rates are invalid. Florida's death rate appears higher than the national death rate because state and national numbers are based on different time frames (90 days vs. 30 days, respectively). FHP officials indicate they plan to convert to the 30-day time frame to be consistent with federal methodology. Another concern is that this measure reflects deaths on all 113,777 miles of highway traveled vs. the 11,921 miles for which the

Outcome Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
				FHP has primary responsibility. Consequently, this measure reflects performance of many law enforcement agencies, not just the FHP.
Annual alcohol-related mileage death rate per 100 million vehicle miles of travel				
0.73	0.69	0.8	Yes	Per 100 million vehicle miles traveled, alcohol-related deaths were down when compared with the standard. However, as discussed above, this measure reflects deaths on all Florida highways, not just those patrolled by the FHP. Consequently, this measure reflects the efforts of many law enforcement agencies, not just the FHP.
Annual percent change and actual number of reported crashes on patrolled highways				
+2%	+6%	0%	No	More crashes occurred on patrolled highways than projected by the standard. These raw numbers do not indicate whether crashes went up because motorists drove more miles, there were more motorists on the road, or because the FHP did not exert sufficient enforcement effort. FHP plans to revise this measure to include crashes per 100 million vehicle miles traveled to address this concern. For this calculation, FHP intends to use all Florida roads. As described above, the measure should be based on only those roads for which FHP has primary responsibility.
185,014	195,450	183,626	No	
Percentage of recruits retained by FHP for one year after completion of training				
86.3%	92.5 %	New	Not Applicable	No historical data exist for this measure. The FHP has requested a standard that matches this past year's activity. A retention rate of 92.5% indicates that a large percentage of recruits will continue as troopers and remain with the FHP one year after completing training. This is important because FHP pays for recruit training.

Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
Actual number of hours spent on criminal investigations and the number of cases resolved				
49,034	55,202	53,555	Yes	The number of hours spent on criminal investigations is not a meaningful measure of performance. It is unclear whether more hours spent means investigations were appropriately thorough or time was not used efficiently. Thus, the number of hours spent only indicates staff effort, not performance. These output measures have no corresponding outcome measure, which further limits their usefulness. For the number of cases resolved, the standard was set lower than the previous year's performance and was easily surpassed.
1,200	1,327	772	Yes	
Actual number of hours spent on professional compliance [internal] investigations and the number of cases resolved				
12,049	8,095	18,368	No	As discussed above, the number of hours spent on internal investigations is not a meaningful measure of performance. These output measures have no corresponding outcome measure, which further limits their usefulness. *For the measure "number of cases resolved," having fewer cases than anticipated by the standard is commendable. It indicates reduced incidence of unethical employee behavior.
168	96	147	No*	
Actual number and hours spent on traffic safety presentations to the public and number of persons receiving those presentations				
1,173	1,460	1,387	Yes	As discussed above, the number of hours spent on safety presentations is not a meaningful measure of performance.
8,781	9,586	6,868	Yes	For the remaining two measures, FHP gave more presentations, but reached fewer people than called for by the standards. The standard for the number of persons receiving the presentations was set incorrectly, because it was based on the agency double counting attendees.
78,924	73,441	122,775	No	

Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
Actual average response time to calls for crashes or assistance from the motoring public (in minutes)				
18.82 minutes	24.99 minutes	17.41 minutes	No	According to FHP calculations, the FHP fell short in meeting the standard for the average response time. Agency officials attribute this result to changes in the calculation of response times, increased data accuracy due to the new Computer-Aided Dispatch (CAD) System, and competing trooper priorities, such as crash investigations, training, and special assignments associated with natural disasters. The department has requested a modification of this standard to increase response times.
Number of law enforcement duty hours and percent of time spent on preventive patrol				
925,056	922,514	998,688	No	The FHP did not meet the standard for the number of law enforcement duty hours and percentage of time spent on preventive patrol. (Preventive patrol is defined as the time a trooper spends behind the wheel. It does not include stopping motorists for traffic infractions or providing assistance to stranded motorists. Officials indicate that the more hours spent on preventive patrol the greater is the deterrent to traffic violators.) FHP officials attribute not meeting the preventive patrol standard to competing priorities, including more time spent investigating crashes and traffic homicides, special assignments, and training.
41%	40%	44%	No	
Number of law enforcement duty hours and percent of time spent on crash investigations				
308,673	323,382	301,535	Yes	As discussed above, the number of hours and percentage of time spent on crash investigations are not meaningful measures of performance. FHP does not report the number of cases resolved; thus the number of hours and percentage of time spent only indicate staff level of effort, not performance.
14%	14%	13%	Yes	

Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
Number of law enforcement duty hours and percent of time spent on assistance rendered and number of motorists assisted				
104,995	105,839	107,371	No	As discussed above, number of hours and percentage of time are not meaningful measures of performance.
5%	5%	5%	Yes	
307,301	308,093	313,687	No	For the number of motorists assisted, the FHP received fewer calls than forecasted by the standard.
Actual number of hours spent on traffic homicide investigations and the number of investigations successfully resolved				
124,546	135,607	115,869	Yes	As discussed above, number of hours is not a meaningful measure of performance.
1,642	1,602	1,593	Yes	For number of cases resolved, this unit exceeded the standard by resolving more cases than forecast.
Actual number of training courses offered to FHP recruits and personnel and number of students successfully completing the course				
21	67	21	Yes	The FHP exceeded the standard in the number of courses offered. The number of personnel successfully completing training is a new measure, and therefore no standard currently is available.
New	1,209	New	Not Applicable	

Source: Division of Florida Highway Patrol Legislature Budget Request for Fiscal Year 1999-2000 and OPPAGA analysis

Appendix B

OPPAGA Recommendations for the DHSMV's Highway Patrol Program's Fiscal Year 1999-2000 Measures

Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Annual percentage change and actual compliance rate of safety belt use statewide compared to the national average	+1% 61% FL 68% National	<p>We recommend modifying the measure. FHP has proposed revising the percentage change and the compliance rate standards downward. OPPAGA agrees with changing the standards. The FHP has limited impact on this measure, since safety belt usage is a secondary offense. As such, it is not as readily subject to FHP enforcement efforts as a primary offense would be. Moreover, it reflects the efforts of all law enforcement agencies, not just the FHP. In addition, this measure pertains to all public roads and not just those for which FHP has primary responsibility. The measure should be kept for informational purposes only since it does not specifically address FHP performance.</p>
Annual mileage death rate on patrolled highways per 100 million vehicle miles of travel compared to the national average	FL 1.7 National	<p>We recommend modifying the measure and standard. FHP is proposing lowering the Florida death rate standard downward, giving them a more ambitious target. FHP also plans to use a 30-day basis to be consistent with national standards. OPPAGA concurs with this downward shift and the use of the 30-day standard. However, the annual mileage death rate, as maintained in its current form, should be kept for informational purposes only because it does not specifically address FHP's performance. Instead, it includes the efforts of all law enforcement agencies on all roads in Florida, not just those patrolled by the FHP. As a result, the use of the term "patrolled roads" in this measure is misleading and should be changed to "Florida" roads.</p> <p>OPPAGA also proposes adding a measure to count deaths only on the roads for which FHP has primary patrol responsibility. Otherwise, activities of other law enforcement agencies influence this measure and obscure FHP's efforts. (See the "Additional Measures Needed" section.)</p>

Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Annual alcohol-related mileage death rate per 100 million vehicle miles of travel	0.70	We recommend modifying the measure and standard. The FHP proposes to revise this standard downward, giving them a more ambitious target. OPPAGA concurs with this downward shift. However, for FHP to be accountable, this measure and standard should be revised to include alcohol-related deaths only on those roads for which the FHP has primary responsibility.
Annual percent change and actual number of reported crashes on patrolled highways	+1% 197,857	We recommend modifying the measure and standard. The FHP is proposing revising this standard upward, forecasting more crashes to occur. OPPAGA recommends that this measure be revised and expressed as a rate, i.e., the number of crashes per 100 million vehicle miles traveled on those roads for which the FHP has primary responsibility. Currently, the raw numbers do not indicate whether crashes went up because motorists drove more miles, there were more motorists on the road, or the FHP did not exert sufficient enforcement efforts. Also relevant is the severity of the crashes, i.e., the injury rate excluding death. (See the "Additional Measures Needed" section.)
Percent of recruits retained by FHP for one year after completion of training	93%	We recommend adopting the measure. This is a new measure and the FHP previously had no baseline data upon which to set the standard. OPPAGA concurs with the standard.

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Actual number of hours spent on criminal investigations and the number of cases resolved	53,500 1,250	We recommend modifying the measure and standard. The FHP proposes revising the number of hours spent on criminal investigations downward and the number of cases resolved upward. OPPAGA recommends that the number of hours spent on criminal investigations be kept for informational purposes only, but not used as an established standard. (See the "Past Performance" section.) For the number of cases resolved, OPPAGA concurs with the proposed

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
		<p>change.</p> <p>In addition, FHP plans to change "cases resolved" to "cases closed" for more accurate labeling. OPPAGA concurs with this change.</p> <p>We also propose determining the average number of hours spent per investigation, so an efficiency assessment can be made. This output has no associated outcome. (See the "Additional Measures Needed" section.)</p>
Actual number of hours spent on professional compliance investigations and the number of cases resolved	8,105 95	<p>We recommend modifying the measure and standard. The FHP proposes revising the number of hours spent on professional compliance (internal) investigations and the number of cases resolved downward. OPPAGA recommends that the number of hours spent on internal investigations be kept for informational purposes only, but not used as an established standard. (See the "Past Performance" section.) For the number of cases resolved, OPPAGA concurs with the proposed change.</p> <p>In addition, FHP plans to revise "cases resolved" to "cases closed." OPPAGA concurs with this change.</p> <p>We also propose determining the average number of hours spent per investigation, so an efficiency assessment can be made.</p> <p>Further, this output has no associated outcome. (See the "Additional Measures Needed" section.)</p>
Actual number of traffic safety presentations, hours spent on the presentations, and number of persons receiving those presentations	1,473 9,665 66,882	<p>We recommend modifying the measure and standard. FHP proposes revising the methodology for this measure to include only efforts by public information officers and not all FHP officers. As a result, standards will need to be revised downward.</p> <p>OPPAGA recommends that the number of hours spent on presentations be kept for informational purposes only, but not used as an established measure. (See the "Past Performance" section.)</p> <p>We also propose determining the average number of hours and average attendees per presentation so efficiency assessments can be made.</p>

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
		<p>Further, this output has no associated outcome demonstrating the effectiveness of these presentations. We have recommended an additional outcome measure. (See the "Additional Measures Needed" section.)</p>
<p>Actual average response time to calls for crashes or assistance from the public (in minutes)</p>	<p>26 min.</p>	<p>We recommend modifying the measure and standard. The FHP proposes revising this standard to increase response time.</p> <p>OPPAGA recommends revising this measure to show the percentage of people receiving assistance within the time standard (e.g., 30 minutes). This measure should separate calls for assistance to crashes from all other calls for service and provide standards for both.</p>
<p>Number of law enforcement duty hours and percent of time spent on preventive patrol</p>	<p>949,685 41%</p>	<p>We recommend revising the standard. The FHP proposes revising these standards downward due to competing priorities, such as assisting with traffic control for fires and hurricane evacuation. OPPAGA will be assessing FHP priorities as part of its Justification Review. As required by law, the Justification Review review will assess whether the FHP could be organized in a more efficient and effective manner to meet its statutory responsibilities.</p>
<p>Number of law enforcement duty hours and percent of time spent on crash investigation</p>	<p>325,672 14%</p>	<p>We recommend modifying the measure and standard. The FHP proposes revising these standards slightly upward. OPPAGA recommends that the number of law enforcement duty hours be kept for informational purposes only, but not used as an established standard. (See the "Past Performance" section.)</p> <p>FHP plans to propose including the number of crashes that occurred per 100 million miles and the average hours spent per crash investigation, so that an efficiency assessment can be made.</p> <p>For this calculation, FHP intends to use all Florida roads. OPPAGA recommends that this measure be based on only those roads for which FHP has primary responsibility.</p>

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Number of law enforcement duty hours and percent of time spent on assistance rendered and number of motorists assisted	106,023 5% 308,487	<p>We recommend modifying the measure and standard. The FHP proposes revising these standards slightly downward. OPPAGA recommends that the number of law enforcement duty hours be kept for informational purposes only, but not used as an established standard. (See the "Past Performance" section.)</p> <p>We also recommend determining the average number of hours spent per motorist assisted as an indication of trooper time and motorists' needs.</p>
Actual number of hours spent on traffic homicide investigations and the number of investigations successfully resolved	135,910 1,596	<p>We recommend modifying the measure and standard. The FHP proposes revising the standard for number of hours spent on traffic homicides slightly upward and keeping the number of cases resolved generally the same. OPPAGA recommends that the number of hours spent on homicide investigations be kept for informational purposes only, but not used as an established standard. (See the "Past Performance" section.) For the remaining measure, OPPAGA concurs with the proposed change.</p> <p>OPPAGA also recommends determining the average number of hours spent per homicide investigation, so an efficiency assessment can be made.</p>
Actual number of training courses offered to FHP recruits and personnel and number of students successfully completing the course	67 1,209	<p>We recommend adopting the measure. This measure previously had no associated standard for the number of students successfully completing the course. This standard is now based on actual data for one year. OPPAGA concurs with the proposed change.</p>

OPPAGA Recommendations for Additional Measures, Fiscal Year 1999-2000

Measures	Comments
Annual mileage death rate per 100 million vehicle miles traveled on those roads for which FHP has primary responsibility	This outcome measure pertains specifically to those roads for which the FHP has primary responsibility.
Injuries per 100 million vehicle miles traveled on those roads for which FHP has primary responsibility	This outcome measure would assess the severity of crashes on the state highway system as an indicator of highway safety.
Percent of drivers exceeding the speed limit by 10% or more	This outcome measure would enable the patrol to assess the effectiveness of its enforcement program by monitoring driver compliance with speed limit laws.
Percent of disposed criminal cases prosecuted by the state attorney's office	This outcome measure would assess how valuable FHP criminal investigations are to the prosecution.
Percent of Class I traffic homicide investigations presented to the state attorney which have charges filed. (Class I cases include those involving a fatal crash where felony charges or misdemeanor DUI charges will be filed.)	This outcome measure would indicate if the patrol's investigation evidence was sufficient to bring a case to prosecution. It assesses how valuable FHP traffic homicide investigations are to the prosecution.
Percent of Class II and III traffic homicide investigations resolved. (Class II investigations include those involving non-DUI misdemeanors or those where the at-fault driver has been killed. Class III investigation cases include single vehicle, single driver fatal crashes.)	This outcome measure would assess how effectively Class II and III investigations are processed.
Percent of professional compliance investigations resolved.	This outcome measures the percentage of DHSMV internal investigation cases brought to completion.
Percentage of attendees at FHP safety presentations reporting increased motivation to practice safe driving techniques.	This outcome measure will provide an assessment of whether safety presentations are meeting their intended purpose. It also provides an indication of whether the time and money spent on these presentations is justified.

Source: Division of Florida Highway Patrol Legislative Budget Request for Fiscal Year 1999-2000 and OPPAGA analysis

Appendix C *Agency Response*



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

TALLAHASSEE, FLORIDA 32399-0500

FRED O. DICKINSON, III
Executive Director

January 4, 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 the draft preliminary performance-based program budgeting measures and standards report for: **Department of Highway Safety and Motor Vehicles' Highway Patrol Program.**

If you need additional information, please contact John R. Davis, Inspector General at 487-1407.

Sincerely,

/s/
Fred O. Dickinson, III
Executive Director

FOD:gc
Attachment

Preliminary Performance-Based Program Budgeting Measures and Standards Report For:
Department of Highway Safety and Motor Vehicles' Highway Patrol Program

We have reviewed OPPAGA's performance report concerning the Performance Based Program Budget measures of the Florida Highway Patrol (FHP). We find the recommendation pertaining to the FHP's responsibilities being limited to specified jurisdictions to be impractical for a statewide law enforcement agency. While a number of the Patrol's current performance measures reflect activities on 113,777 miles of highway in Florida, OPPAGA recommends that the department narrow its focus to activity on roads primarily patrolled by FHP which equates to 11,921 miles of interstates, turnpikes, toll roads and state roads.

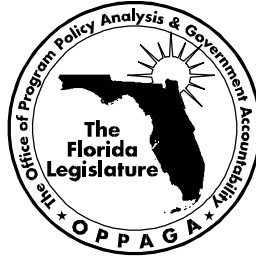
The department appreciates OPPAGA's effort to provide a greater level of accountability for the Patrol and the activities for which they are responsible. Although the department's primary emphasis will remain on interstates, turnpikes, toll and state roads, the FHP will continue to provide law enforcement services where necessary in order to meet the expectations of the motoring public as well as other law enforcement agencies. Given the demands on the Florida Highway Patrol as well as the nature of the work, the highest priority remains to serve and protect on a statewide basis.

In its March 1997, appraisal of the Florida Highway Patrol program, OPPAGA noted that linking the Patrol's performance measures to the budget was complicated by the fact that the Patrol's higher level outcomes were affected by factors largely outside its control. As an example, the report noted that the Patrol's activities directly influence but do not completely control the statewide mileage death rate. While the department agrees its accountability should be strengthened, and consequently commits to implement OPPAGA's recommendations and modifications where possible, it remains true that numerous external factors will continue to remain outside the division's span of control.

In areas where it is impossible or impractical to implement OPPAGA's recommendations immediately due to costs, resources, or other concerns such as a lack of historical data needed to establish standards, the FHP will continue to work toward addressing the issues OPPAGA has raised. The department proposes to accomplish this by soliciting input on specific issues from external sources.

The Florida Legislature

Office of Program Policy Analysis and Government Accountability



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- OPPAGA Publications and Contracted Reviews, such as policy analyses and performance reviews, assess the efficiency and effectiveness of state policies and programs and recommend improvements for Florida government.
- 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>

Project supervised by: Kathy McGuire (850/487-9224)

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