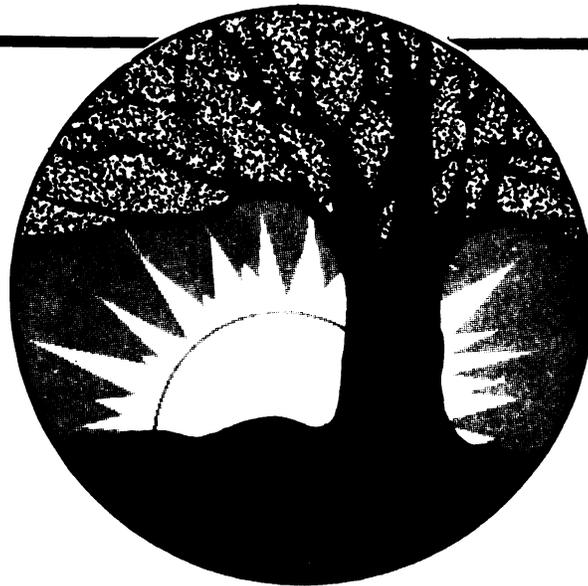


# PERFORMANCE AUDIT

Department of Safety and Homeland Security

October 2013



Justin P. Wilson  
Comptroller of the Treasury



State of Tennessee  
Comptroller of the Treasury  
Department of Audit  
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October 30, 2013

The Honorable Ron Ramsey  
Speaker of the Senate  
The Honorable Beth Harwell  
Speaker of the House of Representatives  
The Honorable Mike Bell, Chair  
Senate Committee on Government Operations  
The Honorable Judd Matheny, Chair  
House Committee on Government Operations  
and  
Members of the General Assembly  
State Capitol  
Nashville, Tennessee 37243  
and  
The Honorable Bill Gibbons, Commissioner  
Department of Safety and Homeland Security  
1150 Foster Avenue  
Nashville, TN 37243

Ladies and Gentlemen:

We have conducted a performance audit of selected programs and activities of the Department of Safety and Homeland Security for the period June 1, 2010, through April 30, 2013. This audit was conducted pursuant to the requirements of Section 4-29-111, *Tennessee Code Annotated*, the Tennessee Governmental Entity Review Law.

Our audit disclosed certain findings which are detailed in the Objectives, Methodologies, and Conclusions section of this report. Management of the Department of Safety and Homeland Security has responded to the audit findings; we have included the responses following each finding. We will follow up the audit to examine the application of the procedures instituted because of the audit findings.

This report is intended to aid the Joint Government Operations Committee in its review to determine whether the Department of Safety and Homeland Security should be continued, restructured, or terminated.

Sincerely,

Deborah V. Loveless, CPA  
Director

DVL/js  
13/048

State of Tennessee

# A u d i t   H i g h l i g h t s

Comptroller of the Treasury

Division of State Audit

Performance Audit

**Department of Safety and Homeland Security**

October 2013

## **AUDIT SCOPE AND METHODOLOGY**

We have audited the Department of Safety and Homeland Security for the period June 1, 2010, through April 30, 2013. Our audit scope included a review of prior audit findings, internal controls, compliance with laws and regulations, and provisions of contracts for each of the following: the driver license information system, the driver license point system and transparency, the driver license exam, the handgun permit unit, pupil transportation, evidence rooms, the Identity Crime Unit, weigh stations, performance measures, and Title VI. Management of the Department of Safety and Homeland Security is responsible for establishing and maintaining effective internal control and for complying with applicable laws, regulations, and provisions of contracts.

For our sample design, we used nonstatistical audit sampling, which was the most appropriate and cost-effective method for concluding on our audit objectives. Based on our professional judgment, review of authoritative sampling guidance, and careful consideration of underlying statistical concepts, we believe that nonstatistical sampling provides sufficient appropriate audit evidence to support the conclusions in our report. We present more detailed information about our methodologies in the individual report sections.

We conducted our audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

## CONCLUSIONS

### FINDINGS

**As noted in the 2008 and 2010 Performance Audits, the Department of Safety and Homeland Security still has not replaced its now 35-year-old driver license information system, which would improve management's ability to analyze data and improve customer service\***

The department's data collection system, which dates to 1978, cannot supply management with complete, useful, and accurate customer services data for management and oversight purposes. While the department collects a great deal of information, it does not collect it in an efficient manner (page 9).

**The department did not monitor access to the driver license system's and drivers' history records, increasing the risk of unauthorized and untraceable changes to driver records**

Based on our review, edits made to the history maintenance screen are not tracked and were not monitored by the Security Administrator or the Internal Audit Division. This means that users have the capability to make undetected, unauthorized changes to driver histories (page 26).

**The department did not follow information systems procedures and did not maintain proper information systems security controls, increasing the risk of fraudulent activity and data loss**

Based on our testwork, the Department of Safety and Homeland Security staff did not follow the state's information system procedures in one specific area, resulting in an increased risk of fraudulent activity or loss of data (page 29).

**The department failed to submit to the Department of Education the required monthly reports of fatalities of minors related to driving under the influence**

The department prepared a calendar year report to the Department of Education instead of the required monthly report on fatalities of minors related to driving under the influence (page 30).

**The Tennessee Highway Patrol, by not having a reliable school bus and child-care vehicle inspection process, failed to conduct all annual inspections as required by statute**

The Tennessee Highway Patrol (THP) has not coordinated with the Department of Education or the Department of Human Services to create a master list of vehicles for inspections. THP is required to inspect school buses and child-care vehicles for compliance with safety requirements every year. Based on testwork, 35% of school bus inspections were conducted 1 to 345 days late and 9% of child-care vehicle inspections were conducted 1 to 158 days late (page 33).

\* This finding is repeated from the prior audit.

## **OBSERVATIONS**

The following topics did not warrant a finding but are included in this report because of their effect on the operations of the Department of Safety and Homeland Security and on the citizens of Tennessee: problems with driver license station wait times (page 12); missing case file documentation at the Cookeville evidence room location (page 39); and weigh stations still experiencing downtime (page 41).

**Performance Audit  
Department of Safety and Homeland Security**

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# **Performance Audit**

## **Department of Safety and Homeland Security**

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### **INTRODUCTION**

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#### **PURPOSE AND AUTHORITY FOR THE AUDIT**

This performance audit of the Department of Safety and Homeland Security, scheduled to terminate June 30, 2014, was conducted pursuant to the Tennessee Governmental Entity Review Law, *Tennessee Code Annotated*, Title 4, Chapter 29. The Comptroller of the Treasury is authorized under Section 4-29-111 to conduct a limited program review audit of the agency and to report to the Joint Government Operations Committee of the General Assembly. This audit is intended to aid the committee in determining whether the Department of Safety and Homeland Security should be continued, restructured, or terminated.

#### **ORGANIZATION AND STATUTORY RESPONSIBILITIES**

In 1939, the General Assembly established the Department of Safety to exercise authority over the Tennessee Highway Patrol (THP). During its 74 years of service, the department has evolved into a multi-faceted agency. In 2007, the Governor's Office of Homeland Security merged into the Department of Safety, creating the Department of Safety and Homeland Security (the department). Today, the department's general areas of responsibility are law enforcement, safety education, motorist services, and disaster preparedness and prevention. While each area performs different functions, they all work together toward the common goal of ensuring the public's safety.

Section 4-3-2001, *Tennessee Code Annotated*, created the Department of Safety, whose stated mission is to provide the highest level of public safety services. The department's goal is to enforce the law with integrity, provide efficient community-oriented training, and provide professional customer-related services. It strives to protect and serve with distinction and to enhance the quality of life for all residents, visitors, and travelers in the State of Tennessee. Additionally, many of the department's divisions and programs have unique, statutorily defined purposes.

The department is comprised of three main divisions: Tennessee Highway Patrol, Driver License Services, and the Office of Homeland Security. The department's services extend to virtually everyone within the state's borders, including motorists; commercial motor vehicle firms; local, state, and federal law enforcement agencies; students and teachers; attorneys and courts; financial institutions; insurance companies; media representatives; and others in need of the department's specialized services.

Headquartered in Nashville, the department maintains a strong local presence in Tennessee with more than 60 field offices and more than 1,800 employees across the state's 95 counties. Approximately half are commissioned law enforcement officers.

Administratively, the department includes internal audit; fiscal services; human resources; information technology; research, planning, and development; and grants and special projects divisions. These divisions work together to accomplish the goals of the department.

The Legal Division serves in an advisory capacity to all divisions of the department. Attorneys work with the Attorney General's Office in all appealed asset forfeiture cases and any claims cases that are filed against the department or its employees. In addition, this division prepares, tracks, and advises the Commissioner on any legislation relative to the department, and the General Counsel serves as one of the Legislative Liaisons.

With an office in each of the three main divisions of the state (Knoxville, Nashville, and Memphis), the Legal Division also administers asset forfeiture laws, manages all aspects of asset forfeiture cases, and represents the law enforcement agencies that seize properties. The staff is responsible for processing all administrative hearings relative to seizures arising from the Tennessee Drug Control Act, second-time DUI, driving on a revoked license, and auto theft. To enhance this service, the division provides legal training to law enforcement officers to enable them to prepare better cases and to strengthen the division's ability to represent them.

The Driver Improvement Section of the Legal Division evaluates driving records based on crashes and/or convictions for traffic violations to identify and keep track of high-risk drivers. In addition to conducting hearings for drivers' accumulated points and accidents, this section reviews drivers who have physical, mental, or medical conditions that could impair their driving ability. Another responsibility of the Driver Improvement Section is monitoring the eight-hour defensive driving schools.

### **Tennessee Highway Patrol Division**

The Tennessee Highway Patrol (THP) is responsible for the enforcement of all federal and state laws relating to traffic and the investigation of accidents involving personal injury, property damage, and fatalities. THP is also active in criminal interdiction, which involves the suppression of narcotics on the roads, highways, and interstate systems in Tennessee. THP has eight district headquarters—Chattanooga, Cookeville, Fall Branch, Knoxville, Jackson, Lawrenceburg, Memphis, and Nashville—and is divided into the following areas: the Inspectional Services Bureau, Special Operations, the Special Investigations Bureau, Capitol Security, Commercial Vehicle Enforcement, the Safety Training Center, and Safety Education.

#### *Inspectional Services Bureau*

The primary mission of the Inspectional Services Bureau is to ensure that employees of the department meet the highest standards of professionalism, integrity, and ethical performance. The Internal Investigations Unit manages the investigative and disciplinary processes for the department.

### *Special Operations*

Special Operations consists of four specialized units: 1) The Aviation unit is responsible for all air support and related responsibilities for the THP and other agencies. 2) The Tactical Squad unit consists of specially equipped officers who provide security for dignitaries and respond to prison riots, high-risk arrests, hostage situations, and other incidents requiring the use of tear gas and high-powered or automatic weapons. 3) The Canine Unit consists of 9 explosives-detecting dogs, 1 bloodhound tracking dog, and 26 drug-detecting dogs. 4) The Governor's Task Force on Marijuana Eradication works in conjunction with the Alcoholic Beverage Commission, Tennessee Bureau of Investigation (TBI), Tennessee National Guard, and Tennessee Wildlife Resources Agency.

### *Special Investigations Bureau*

The Special Investigations Bureau consists of three specialized units: 1) The Criminal Investigation Unit investigates crimes such as vehicle theft, odometer tampering, driver license fraud, and vehicular homicide. It also assists the Inspectional Services Bureau and conducts investigations as requested by the Director of TBI and approved by the Commissioner of Safety and Homeland Security. 2) The Critical Incident Response Team's (CIRT) responsibility is to investigate and/or reconstruct serious motor vehicle traffic crashes. Unit members also assist local, state, and federal law enforcement agencies and investigate all criminal homicides worked by the THP. 3) The Identity Crimes Unit investigates identity crimes and assists local, state, and federal agencies with the investigation of certain identity crimes.

### *Capitol Security*

Capitol Security is responsible for security and enforcement of parking regulations at the State Capitol, Legislative Plaza, War Memorial Building, the Department of Safety and Homeland Security Headquarters, and other state properties in Davidson County.

### *Commercial Vehicle Enforcement*

The Commercial Vehicle Enforcement Section works to ensure the safe and legal operation of commercial vehicles and school buses in Tennessee. The division operates five commercial vehicle inspection sites throughout the state. Major enforcement activities include inspecting commercial vehicles and driver logs, patrolling highways with a focus on truck traffic violations, and weighing commercial vehicles both at interstate inspection sites and with portable scales along the highway.

### *Safety Training Center*

The Safety Training Center is responsible for the coordination of various personnel necessary for the ongoing support of the Department of Safety and Homeland Security. The center serves as the operations hub for the Training Division, Ordnance, CIRT, Drug Abuse Resistance Education, and the Motorcycle Rider Education Program.

### *Safety Education*

Safety Education is charged with increasing public awareness of highway safety issues and conducting activities aimed at saving lives and reducing injuries on Tennessee's roads.

### *Handgun Permit Unit*

The Handgun Permit Unit issues, denies, suspends, and revokes handgun carry permits, and also regulates handgun safety schools and instructors to ensure compliance with state statute and federal law.

### **Drivers' License Services Division**

The primary focus of this division is to issue driver licenses and identification cards to qualified applicants. The division also provides additional customer conveniences such as receiving voter registration applications, issuing driving records, processing handgun permit applications, and reinstating licenses. The division also issues commercial driver licenses as part of a federal program that requires standardized testing for commercial drivers.

The division maintains and staffs 50 driver services centers across the state and has contracts with 34 county clerk locations to provide express duplicate and renewal license services via each clerk's staff. The division has expanded self-service options for the public by providing duplicate and renewal license services via the Internet and by placing self-service kiosks in all of its centers. Through these combined service outlets, the division completed an average of 1.7 million driver license transactions during fiscal year 2012.

The Financial Responsibility unit administers the Financial Responsibility Law by coordinating all driver license cancellations, revocations, and suspensions of driving privileges that may result from crashes; moving traffic convictions; truancy; failure to appear in court; and violations of laws related to the Drug-Free Youth Act, alcohol use, weapons possession, court-ordered child support payments, and uninsured motorists. The division maintains the driver records that include violations committed in Tennessee and violations committed by Tennessee-licensed drivers in other states; in conjunction with the driver license service centers, the division is responsible for reinstatements of cancelled, suspended, and revoked driver licenses.

The Commercial Driver License Issuance Unit (CDL Unit) oversees and monitors commercial driver license testing, as well as the cooperative driver testing program for teens and adults wanting to obtain a regular operator's license. The CDL Unit also trains state examiners and third-party personnel to administer these tests, and oversees the processing requirements for the Patriot Act as it applies to the Hazardous Materials Endorsement.

### **Office of Homeland Security**

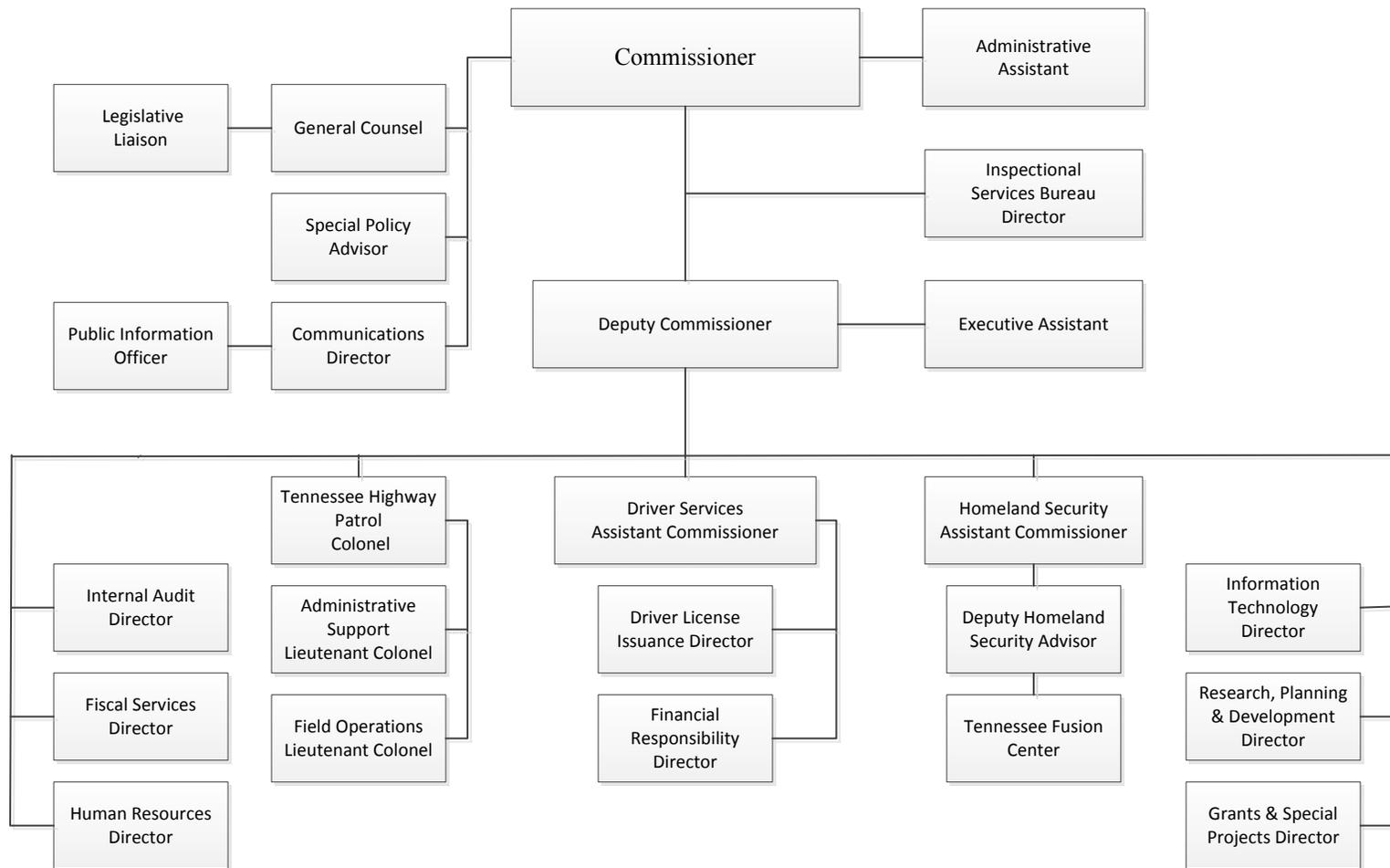
The Office of Homeland Security has primary responsibility and authority for coordinating and directing the state's homeland security activities. Functions include, but are not limited to, planning, coordination, and implementation of all homeland security prevention,

detection, and protection, as well as terrorism-response operations. The office coordinates with agencies throughout the state and with the U.S. Department of Homeland Security in Washington, D.C. It works in conjunction with the Tennessee's three FBI Joint Terrorism Task Forces.

The Office of Homeland Security is made up of the Director's Office; a Law Enforcement Investigation Support Division; the Tennessee Intelligence Fusion Center; a Volunteer Programs and Citizen Outreach Division; a Plans and Technology Division; a Critical Infrastructure Division, and an Exercise and Continuing Education Division. In addition, the Office of Homeland Security oversees three regional offices in East, Middle, and West Tennessee. Within this office, the Homeland Security Council is an organization composed of leadership from key departments, agencies, and selected local jurisdictions responsible for a coordinated homeland security effort. It coordinates policy and apportioning of homeland security funding. The council ensures the Governor's vision and guiding principles are maintained and implemented through oversight of the state's counterterrorism strategy.

An organization chart of the department is on the following page.

## Tennessee Department of Safety and Homeland Security January 14, 2013



Source: Tennessee Department of Safety and Homeland Security.

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## AUDIT SCOPE AND METHODOLOGY

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We have audited the Department of Safety and Homeland Security for the period June 1, 2010, through April 30, 2013. Our audit scope included a review of prior audit findings, internal controls, and compliance with laws, regulations, and provisions of contracts for each of the following: the driver license information system, the driver license point system and transparency, the driver license exam, the handgun permit unit, pupil transportation, evidence rooms, the Identity Crime Unit, weigh stations, performance measures, and Title VI. Management of the Department of Safety and Homeland Security is responsible for establishing and maintaining effective internal control and for complying with applicable laws, regulations, and provisions of contracts.

For our sample design, we used nonstatistical audit sampling, which was the most appropriate and cost-effective method for concluding on our audit objectives. Based on our professional judgment, review of authoritative sampling guidance, and careful consideration of underlying statistical concepts, we believe that nonstatistical sampling provides sufficient appropriate audit evidence to support the conclusions in our report. We present more detailed information about our methodologies in the individual report sections.

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## PRIOR AUDIT FINDINGS

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Section 8-4-109, *Tennessee Code Annotated*, requires that each state department, agency, or institution report to the Comptroller of the Treasury the action taken to implement the recommendation(s) in the prior audit report. The Department of Safety and Homeland Security filed its report with the Department of Audit on February 18, 2011. A follow-up of all prior audit findings was conducted as part of the current audit.

## RESOLVED AUDIT FINDINGS

The current audit disclosed that the department has corrected the previous audit findings related to

- the need for a statistically reliable and valid driver license exam,
- verification of handgun safety course certificates from approved schools,

- contractors' and grantees' submission of the required Title VI self-survey, and
- contractors' and grantees' compliance with Title VI guidelines at each facility.

## **PARTIALLY RESOLVED AUDIT FINDINGS**

The current audit disclosed that the department has partially corrected the previous audit findings related to driver license station wait times and weigh station downtime. These partially resolved findings are discussed in observations in the applicable sections of this report.

## **REPEATED AUDIT FINDING**

The prior audit report also contained a finding concerning the inadequacy of the driver license information system. This finding has not been resolved and is repeated in the applicable section of this report.

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## **OBJECTIVES, METHODOLOGIES, AND CONCLUSIONS**

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### **DRIVER LICENSE ISSUANCE DIVISION**

#### **Driver License Information System**

The objective of our review of the driver license information system was to follow up on the prior audit finding to determine whether the department's 35-year-old driver system had been updated, to determine whether problems with driver license station wait times had been resolved, and to determine whether the department is in compliance with the REAL ID Act of 2005.

In 2005, in an effort to prevent terrorism, reduce fraud, and improve the reliability and accuracy of identification documents that state governments issue, the U.S. Congress passed the REAL ID Act that requires states to adopt certain standards, procedures, and requirements for issuing driver licenses and identification cards if they are to be accepted as identity documents by the federal government for admission to federal facilities, boarding of commercial aircraft, etc.

Specifically, the REAL ID Act requires the following for compliance:

- driver licenses and identification cards must contain certain basic information and security features;

- certain documentation regarding identity, residence, and lawful status must be presented and verified with the issuing agency prior to the issuance of a driver license and identification card;
- identity source documents must be digitally captured;
- facial image capture must be performed on all persons applying for driver licenses and identification cards;
- driver licenses and identification cards are to be valid for no more than eight years;
- the physical security of locations where driver licenses and identification cards are produced and the security of document materials and papers from which such licenses and cards are made must be ensured; and
- states must provide to all other states electronic access to their motor vehicle database, which must contain all information printed on the driver license/identification card and motor vehicle drivers' histories.

We interviewed key personnel and made observations to gain an understanding of the driver license information system. We reviewed the Request for Proposal for the new system and visited the driver license stations at Franklin, Rockwood, Jackson, Cookeville, Hart Lane, and Bonny Oaks to gain an understanding of how the system works and also how the system impacts customer wait times. We reviewed reports generated from the driver license information system and performed analytical procedures on customer wait times. We also reviewed the REAL ID Act of 2005 and interviewed key personnel regarding the department's compliance with the act.

Based on our reviews, interviews, and observations, we determined that the 35-year-old driver license system has not been updated (see finding 1). Also see observation 1 regarding the driver license station wait times. According to the U.S. Department of Homeland Security, the State of Tennessee is in compliance with the REAL ID Act of 2005.

**Finding 1 - As noted in the 2008 and 2010 Performance Audits, the Department of Safety and Homeland Security still has not replaced its now 35-year-old driver license information system, which would improve management's ability to analyze data and improve customer service**

The Department of Safety and Homeland Security's Driver License Issuance Division is primarily responsible for determining eligibility for and issuing driver licenses and permits to Tennessee residents. The division also performs other services, including administering driver knowledge exams and driving tests to drivers seeking Tennessee licenses, and accepting applications for handgun permits.

The division collects extensive information in order to qualify applicants for driver license issuance; however, much of this information is difficult to access in the system or is not readily available. For example, the driver license issuing system and driver license testing system are not integrated, so pass/fail attempts from the driver license exam must be entered

manually by examiners. This increases the risk that a driver license examiner could fraudulently enter passing grades for applicants, resulting in issuances of licenses to ineligible drivers. In addition, driver exam results can only be extracted at each individual driver license stations management and staff cannot gather and assess data at a central location. With centralized access to this data, management could better analyze exam results to determine which questions may be unfair or hard to understand and thus provide an overall better experience for the customer.

The system also does not integrate with the customer queuing system, Q-Matic, used to document customer arrival times and customer service times. Rather, customer arrival times must be manually entered into the system, increasing the risk that wait times manually entered by a driver license examiner could be inaccurate or manipulated. Management uses the Q-Matic data to prepare reports on customer wait and service times to improve customer service. Without complete and accurate data, management cannot effectively analyze and resolve chronic delays.

In preparation for replacing the driver license system, the division contracted with S3 Consulting, at a cost of \$120,000, to prepare a Business Process Analysis and the Request for Proposal (RFP) for a new driver license information system, which the department estimated would cost approximately \$30 million. The RFP was issued August 31, 2012, and vendor proposals were submitted by November 20, 2012. Four vendors made oral presentations to the department in January 2013, and the department selected a vendor in March 2013. However, as of August 8, 2013, the contract for the new driver license system has not been signed.

Based on our review, both the RFP and the selected vendor's proposal address the department's needs for a system that integrates the driver license testing system and the customer queuing system, and resolves other issues noted in previous audits. The vendor's written proposal states it will implement the system within 17 months after the contract is signed.

Until a new system is implemented, management should continue utilizing the compliance reports developed to gauge the performance of the division and to improve customer service. The delay in implementing the new system increases the risk that inaccurate or fraudulent information may be entered into the system, resulting in management's inability to effectively analyze data and improve customer service.

### **Recommendation**

The Commissioner and management of the department should sign the contract as soon as possible so that the new system implementation can begin. The Commissioner should ensure that the future system includes the ability to track all necessary information in unique fields and to seamlessly interface with a testing system to track scores and test dates. The Q-Matic reporting component should also allow for real-time reports to enhance management's ability to improve customer service and obtain a better understanding of wait times.

## **Management's Comment**

We concur. The department initially issued a Request for Purchase (RFP) April 2012, but due to the state's requirements for wording in the original RFP regarding terms and conditions with vendors, the agency only received one bid.

To obtain additional bidders, the agency, in consultation with the Procurement Division of the Department of General Services, agreed to negotiate the terms and conditions of a contract, resulting in more vendors submitting bids for the project. By incorporating the contract negotiation process, the timeframe for the procurement phase was extended significantly as a new RFP had to be issued. This required the revision of all aspects of the initial RFP.

The negotiation process took longer than anticipated, but the outcome was beneficial to the state as the contract was more defined and clear to both parties. Through the contract negotiating process, there was less risk for the state in the event the vendor failed to perform its contractual obligations.

As noted by the audit report, a new RFP was issued August 31, 2012. There were four vendors that submitted bids for the new system. The process of selecting a vendor consisted of rating the four vendors' bids and conducting oral presentations of each vendor's proposal from September 2012 until March 2013.

In March 2013, the winning bid was announced and contract negotiations began between the state and the winning vendor. From April 2013 to August 2013, representatives from the department's Driver Services Division and its Information Technology Division; the state's Procurement Division; and the Business Solutions Delivery (a division of F&A) unit conducted meetings with FAST Enterprises' representatives to discuss details in the contract and to ensure all parties understood the scope of the contract and the expected services from the awarded bid. On August 8, 2013, the state signed a contract with FAST Enterprises.

On August 13, 2013, FAST Enterprises staff arrived at the Department of Safety and Homeland Security campus and began work on the project. On October 25<sup>th</sup>, a kick-off meeting will take place, and a demonstration of the new system will be presented to the department's executive leadership team. The implementation of the system will take 17 months. The department expects the system to be fully operational by February 2015.

In regard to the interface of the knowledge testing system and Q-Matic queuing system, the new driver license system will have the capability of interfacing directly with both systems as well as other systems utilized in the issuance process. The new interface will allow test results from the knowledge system to post directly to the applicant's driver record without any manual processing by the examiner. This ability does not exist with the current 35-year-old system as noted by the audit report.

By posting the test results directly to the applicant's driving record, the department will eliminate the concern of potential fraudulent grades being entered by examiners for applicants not qualified to obtain a Tennessee driver license. The interface of the knowledge testing system

will also provide data for management to analyze test results to determine which questions may be unfair or difficult to understand and thus provide an overall better experience for the customer.

The queuing system interface will allow accurate recording of the applicant's wait time. As noted in the audit finding, the current process only allows for manual input by the examiner. With the new driver license system interfacing with the queuing system, the department reduces the risk of inaccurate or manipulated data being entered into the system thus skewing the wait time data. The new interface will provide management with data to prepare reports on wait and service times; determine proper staffing levels at centers; provide customers with wait times at the centers prior to arrival; and improve overall customer service.

While the new system is being developed and implemented, the department will continue to utilize the daily and monthly reports to monitor and analyze the wait times at driver services centers. The management team will review the Driver Services Center Statistics by Examiner report to monitor each examiner's productivity. The management team will continue to review the customer comment cards quarterly to improve customer service. The department will review manual reports to ensure fraudulent entries are not entered into the system that may misrepresent the data and/or adversely impact management's ability to effectively manage the driver services centers.

---

### **Observation 1 – The department continues to have problems with driver license station wait times**

As noted in the 2010 Performance Audit, the Driver License Issuance Division continues to have issues with wait times at driver license stations. While the department has developed additional reports that clearly present station activity data, management has not been able to determine consistent causative reasons why wait times decrease in some stations and increase in others. There are multiple factors that impact wait times. These factors include but are not limited to staffing issues, increased demand for certain services (handgun carry permits), complexity of transactions (verification process), employee skill levels, additional services provided by the driver services centers as a result of changes in legislation equipment failures, and other technology issues.

#### *Wait Times*

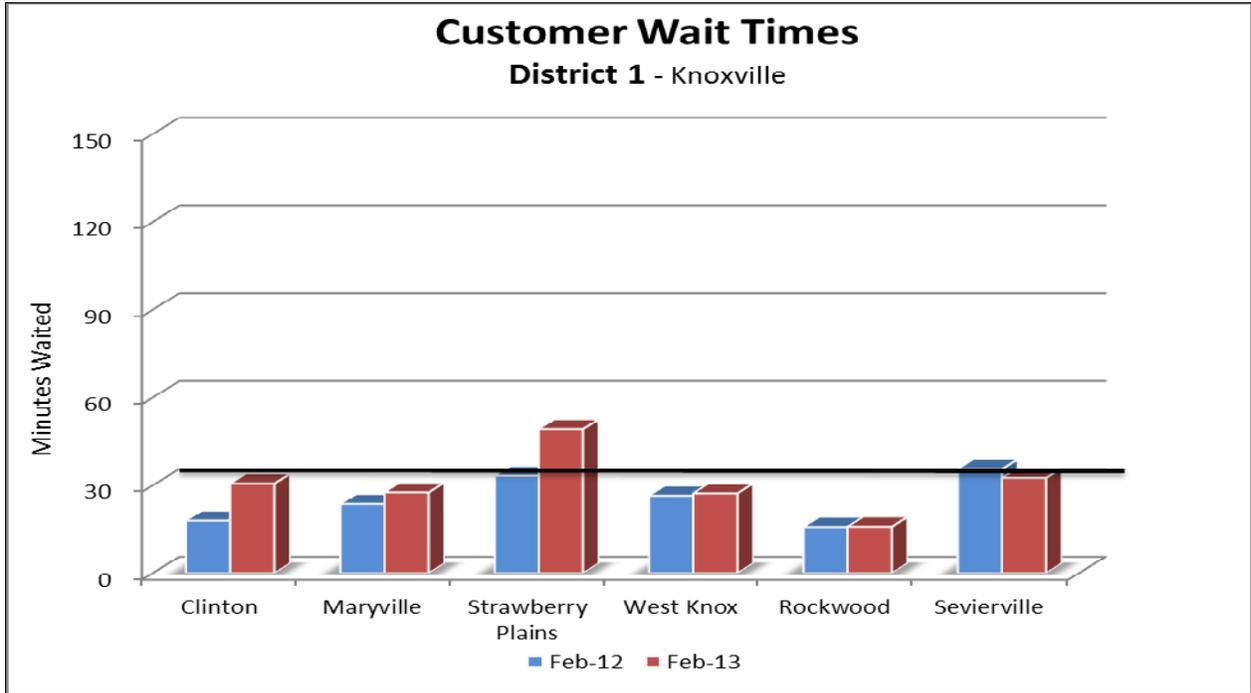
We analyzed wait time data from the 50 driver license stations for the months of February 2012 and February 2013. We calculated the percent change in average wait time by station from 2012 to 2013 and also compared wait times to the department's performance standard of serving a customer in less than 30 minutes from the time the customer receives a ticket from the customer queuing system. We determined the following:

- For 17 of 50 stations (34%), average wait time exceeded the 30-minute performance standard for February 2013. See the chart and graphs below.

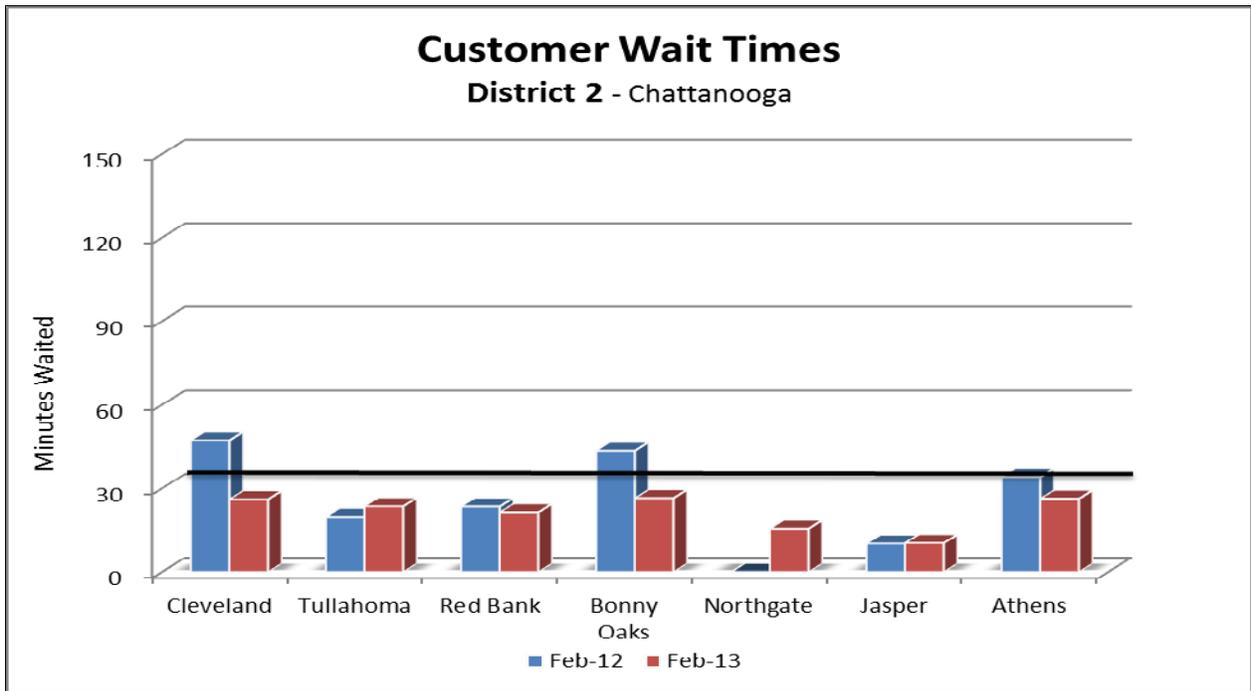
\*Stations noted in red below represent wait times exceeding 30 minutes.

District	Station	February 2013 Wait Time (minutes)	Deviation from Standard (30-minute wait)
1	Clinton	30.57	0.57
1	Maryville	27.52	2.48
1	Strawberry Plains	49.11	19.11
1	West Knox	27.21	2.79
1	Rockwood	15.82	14.18
1	Sevierville	32.48	2.48
2	Cleveland	26.13	3.87
2	Tullahoma	23.57	6.43
2	Red Bank	21.41	8.59
2	Bonny Oaks	26.54	3.46
2	Northgate	15.49	14.51
2	Jasper	10.40	19.60
2	Athens	26.34	3.66
3	Hart Lane	45.70	15.70
3	Centennial	28.71	1.29
3	Southeast	20.55	9.45
3	Downtown	13.86	16.14
3	Clarksville	43.09	13.09
3	Springfield	20.49	9.51
3	Murfreesboro	29.90	0.10
4	Oakland	25.79	4.21
4	Whitehaven	57.36	27.36
4	Hickory Ridge	148.00	118.00
4	Millington	31.49	1.49
4	Midtown	29.85	0.15
4	Covington	38.75	8.75
5	Elizabethton	31.36	1.36
5	Greeneville	37.61	7.61
5	Morristown	6.26	23.74
5	Blountville	30.19	0.19
5	Johnson City	25.32	4.68
6	Cookeville	27.35	2.65
6	Gallatin	47.46	17.46
6	McMinnville	27.99	2.01
7	Shelbyville	23.67	6.33
7	Dickson	61.72	31.72
7	Lawrenceburg	25.31	4.69
7	Fayetteville	13.42	16.58
7	Columbia	9.34	20.66
7	Franklin	28.01	1.99
8	Trenton	10.38	19.62
8	Whiteville	19.40	10.60
8	Savannah	19.04	10.96
8	Paris	17.90	12.10
8	Jackson	13.70	16.30
8	Union City	39.18	9.18
8	Dresden	6.03	23.97

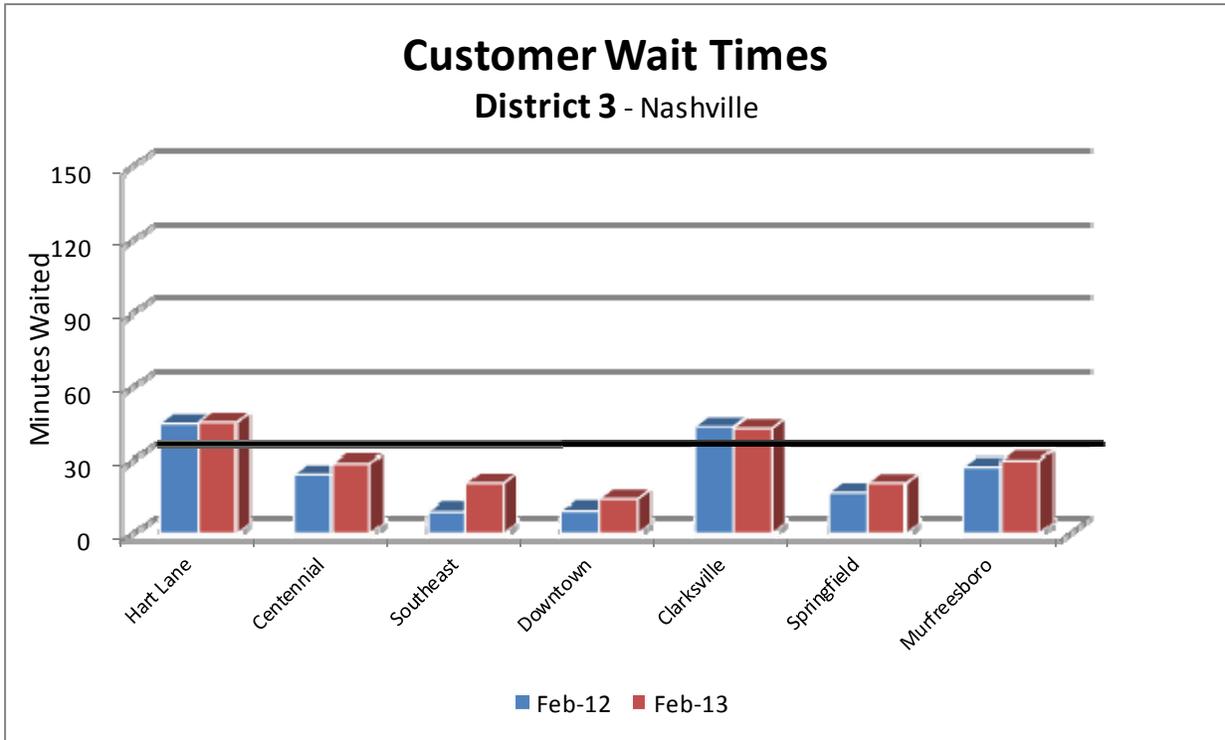
- In District 1, five of six driver license stations (83%) increased wait times from February 2012 to February 2013.



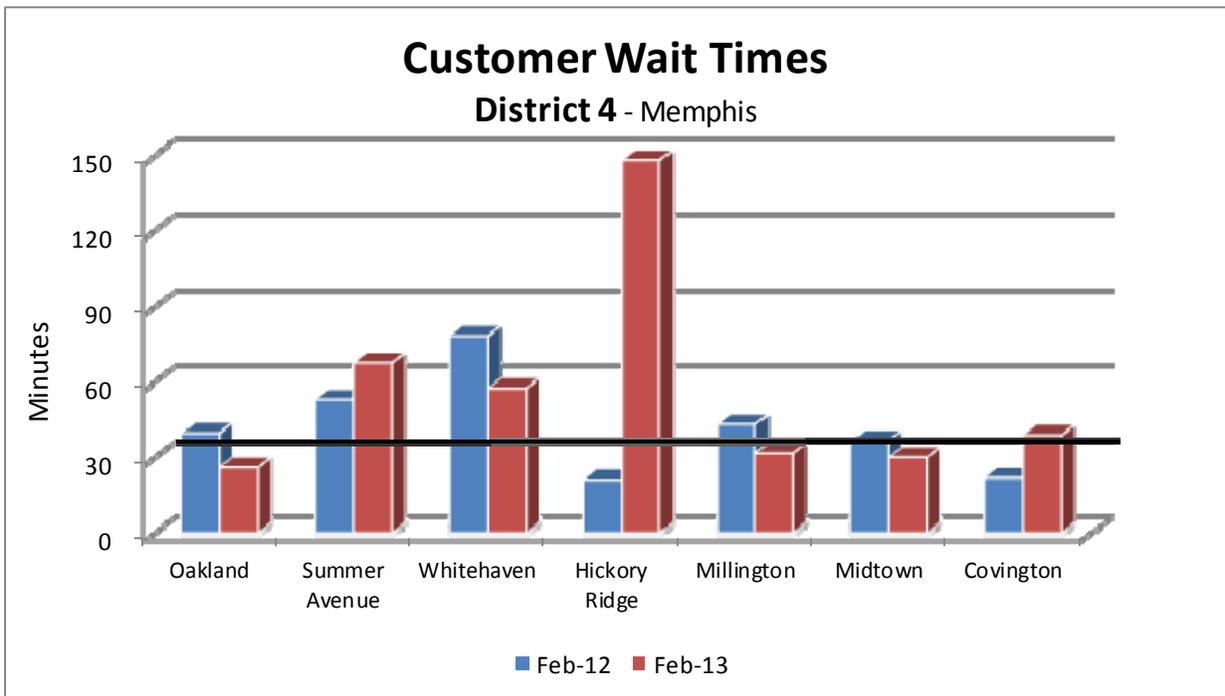
- In District 2, two of seven driver license stations (29%) increased wait times from February 2012 to February 2013. The Northgate station was not open in February 2012.



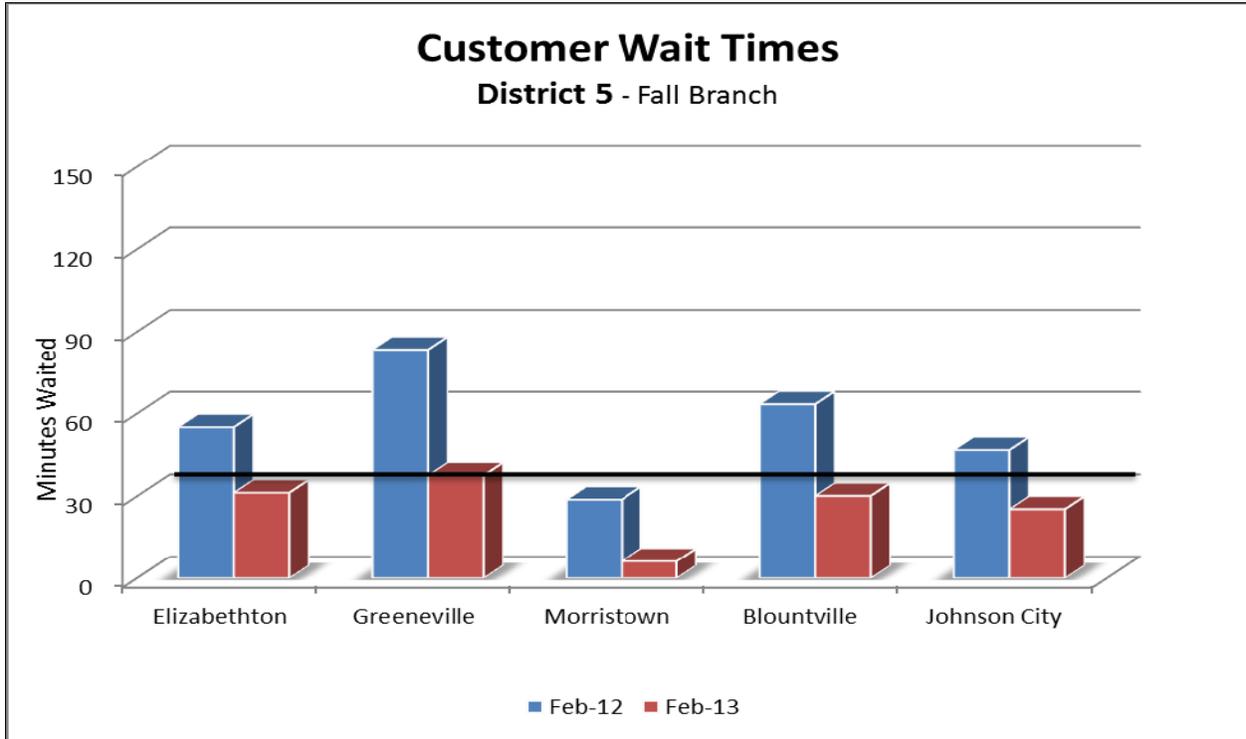
- In District 3, seven of seven driver license stations (100%) increased wait times from February 2012 to February 2013.



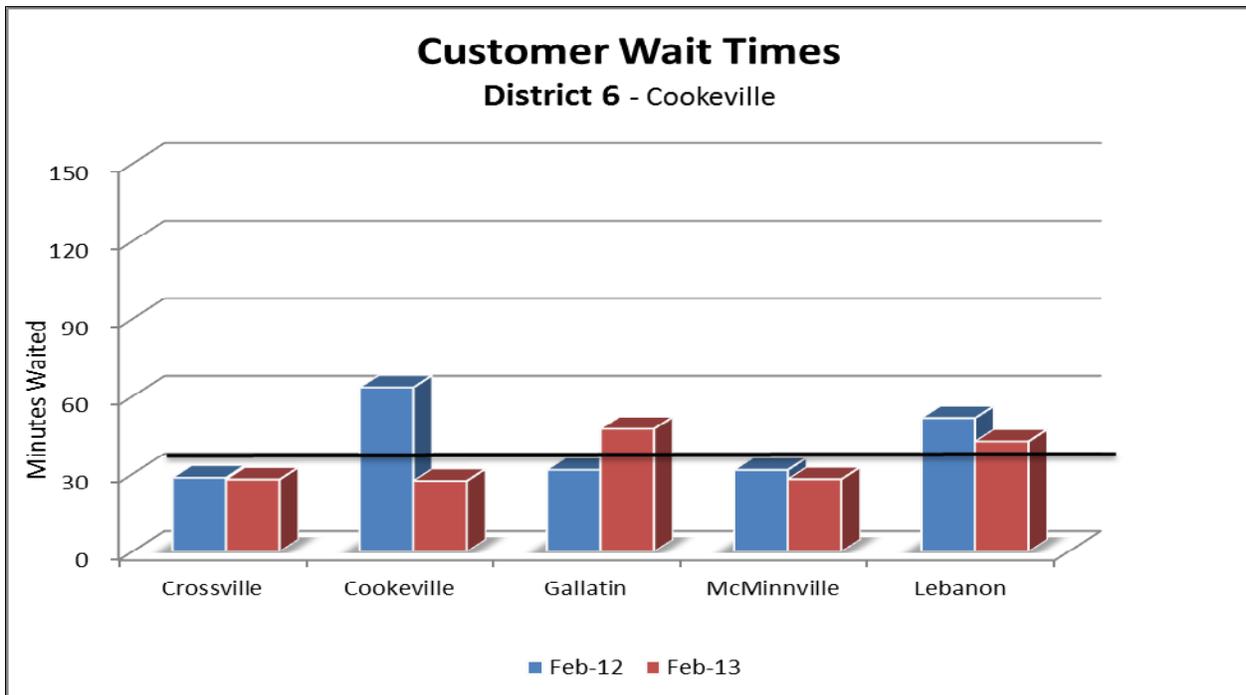
- In District 4, three of seven driver license stations (43%) increased wait times from February 2012 to February 2013.



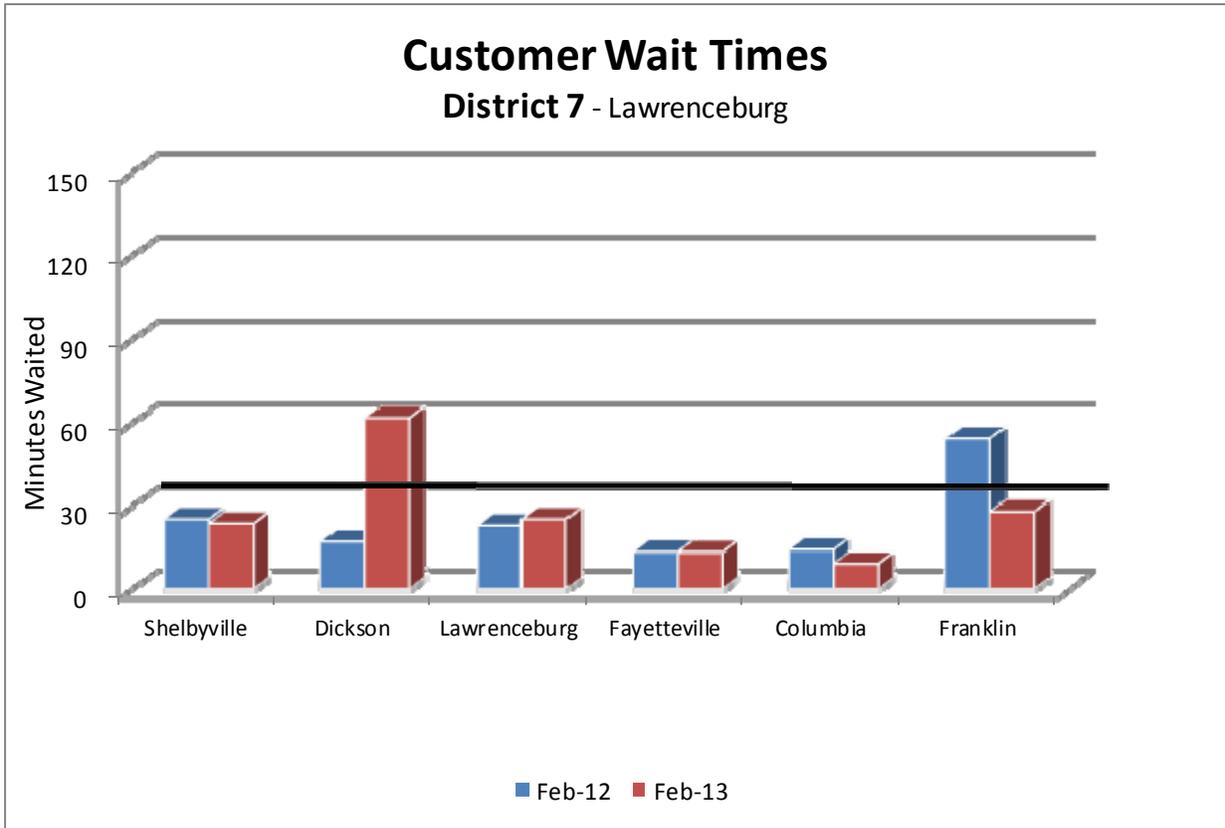
- In District 5, there were no driver license stations with increased wait times from February 2012 to February 2013.



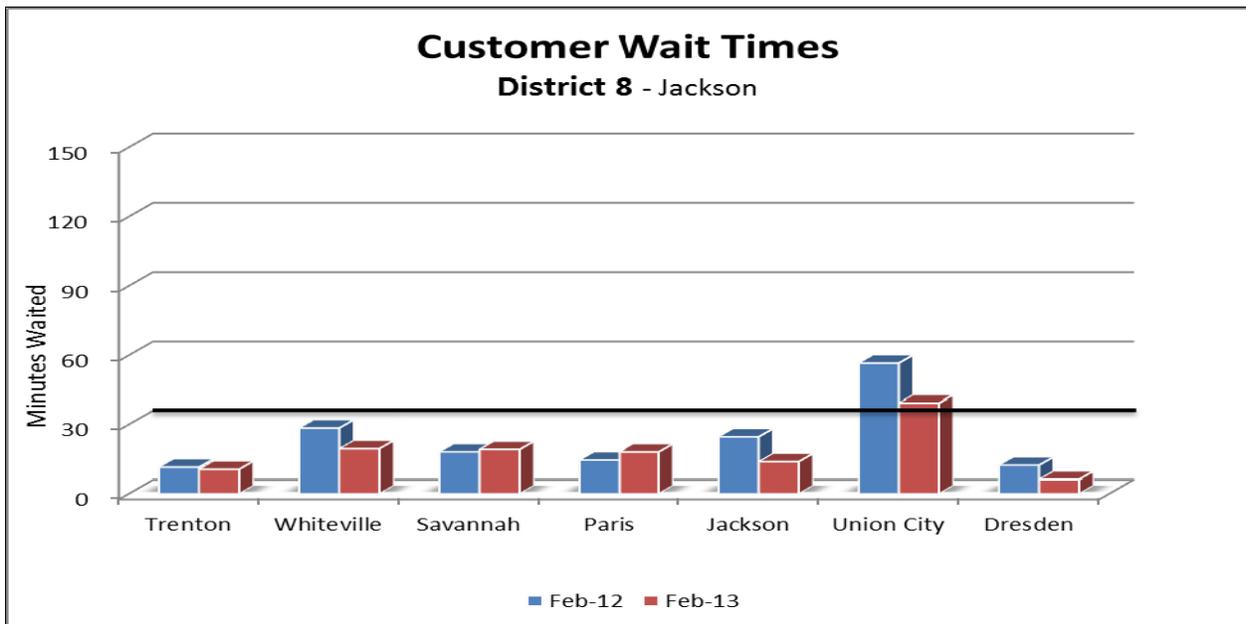
- In District 6, two of five driver license stations (40%) increased wait times from February 2012 to February 2013.



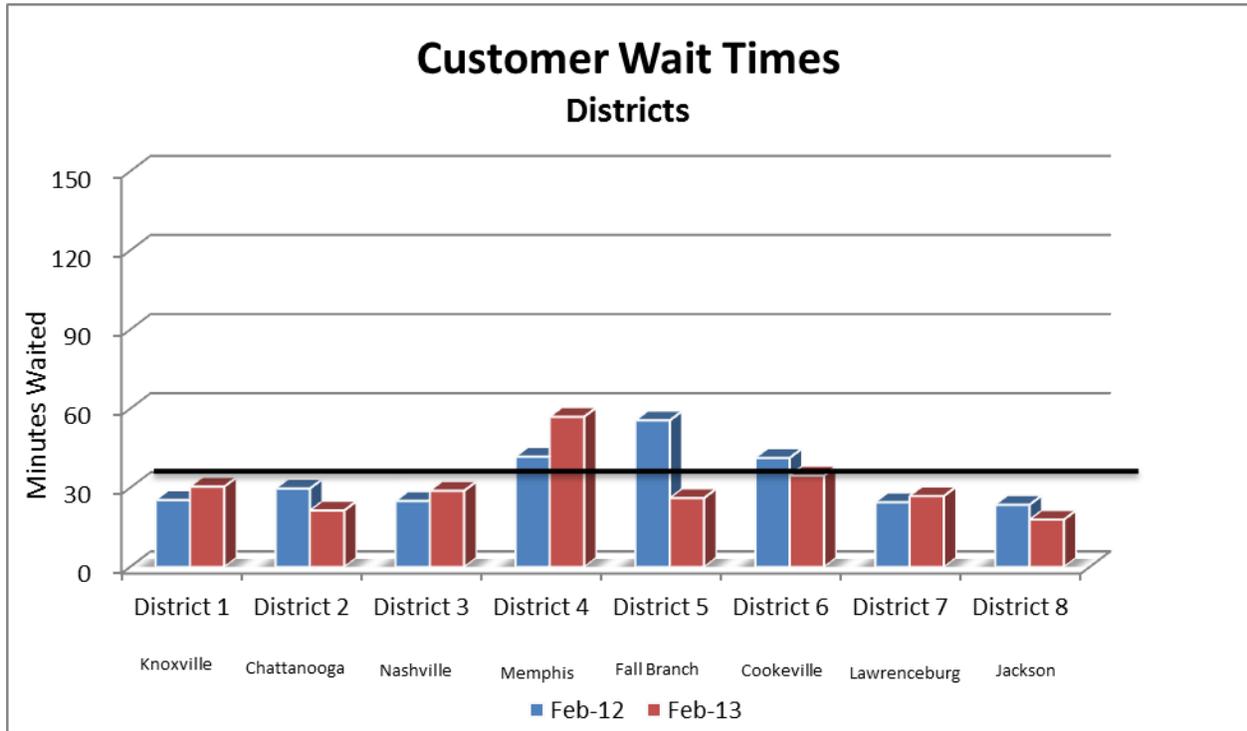
- In District 7, three of six driver license stations (50%) increased wait times from February 2012 to February 2013.



- In District 8, four of seven driver license stations (57%) increased wait times from February 2012 to February 2013.



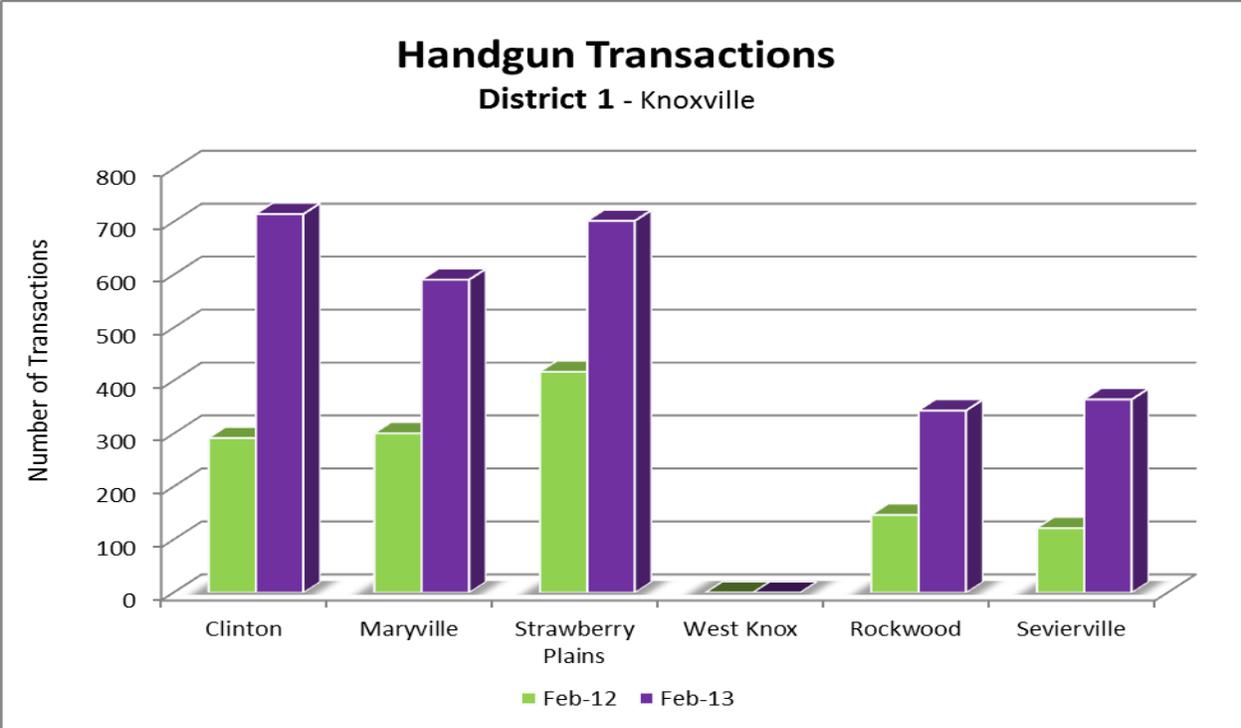
- Four of eight districts (50%) increased wait times from February 2012 to February 2013.



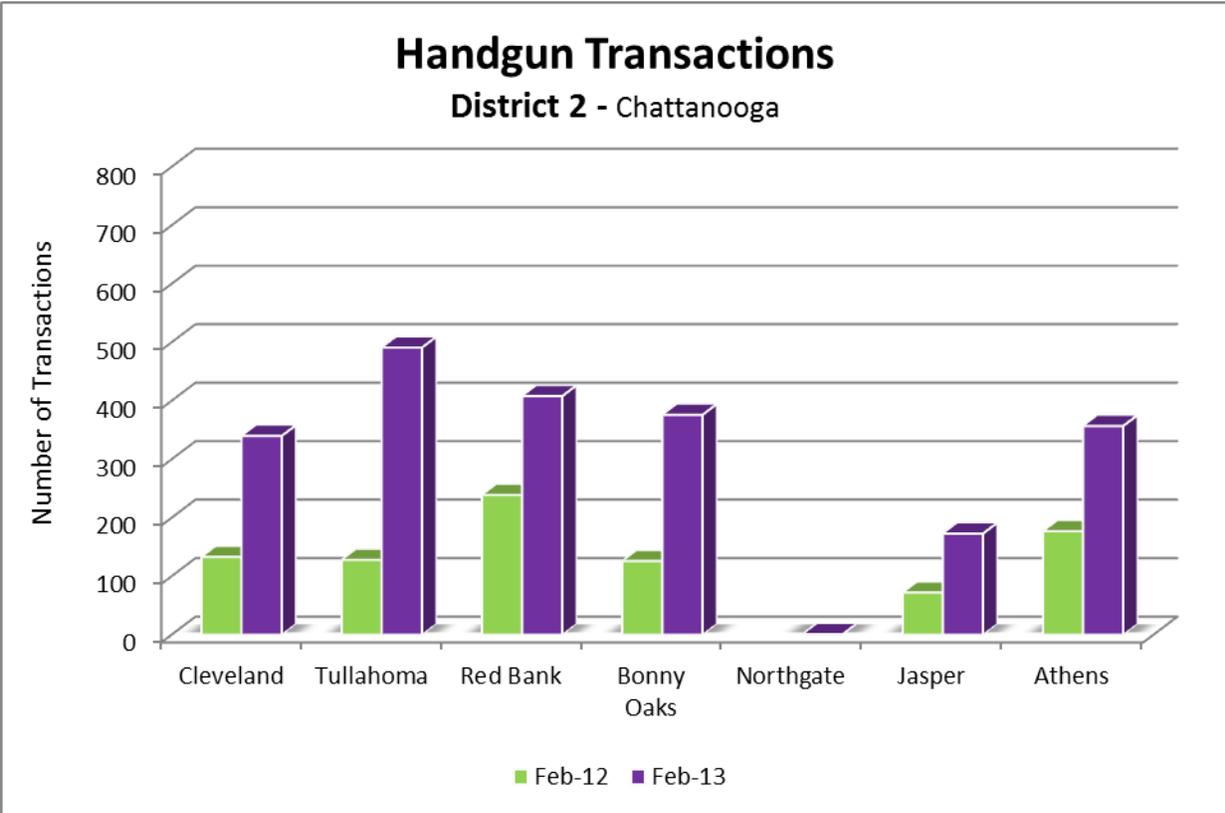
*Handgun Transaction Analysis*

We also analyzed handgun transaction data from the 50 driver license stations for the months of February 2012 and February 2013. We determined that for 13 of 19 stations (68%) where average wait time increased at least 10%, the number of transactions related to handgun permits increased by more than 100 transactions.

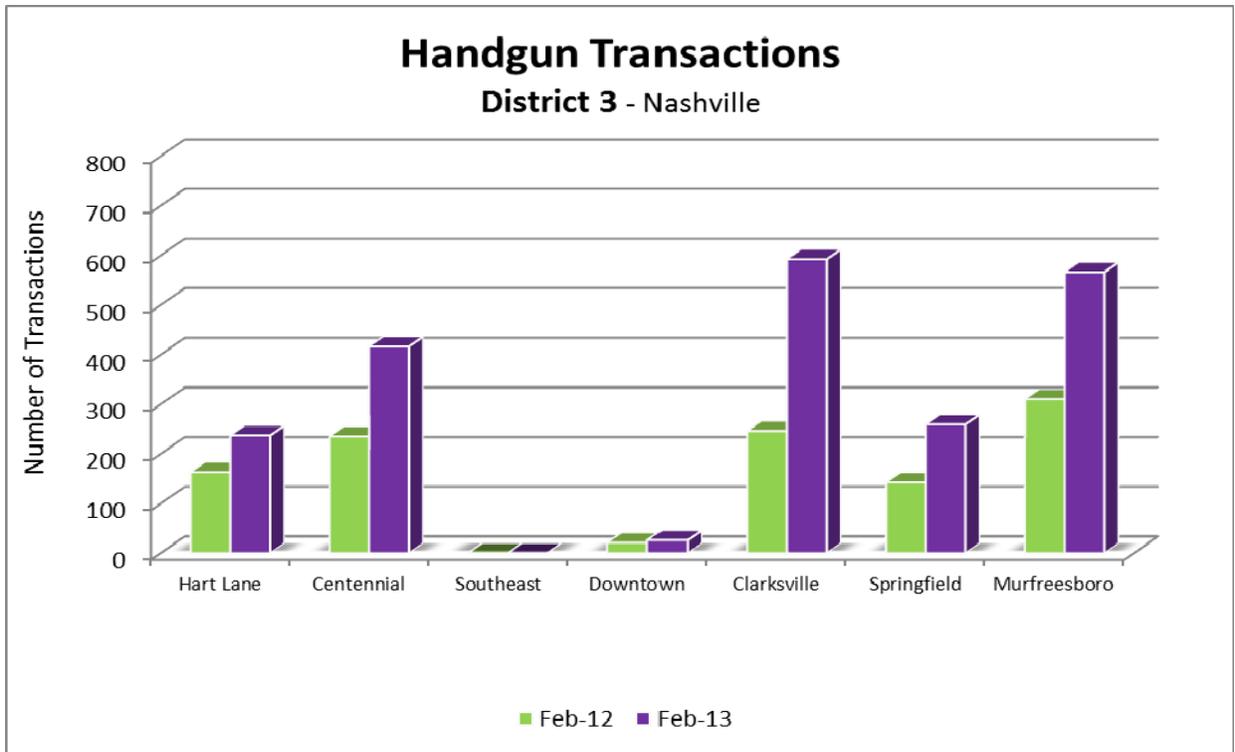
The following graphs show that handgun permit transactions increased at all driver license stations in all districts between February 2012 and February 2013.



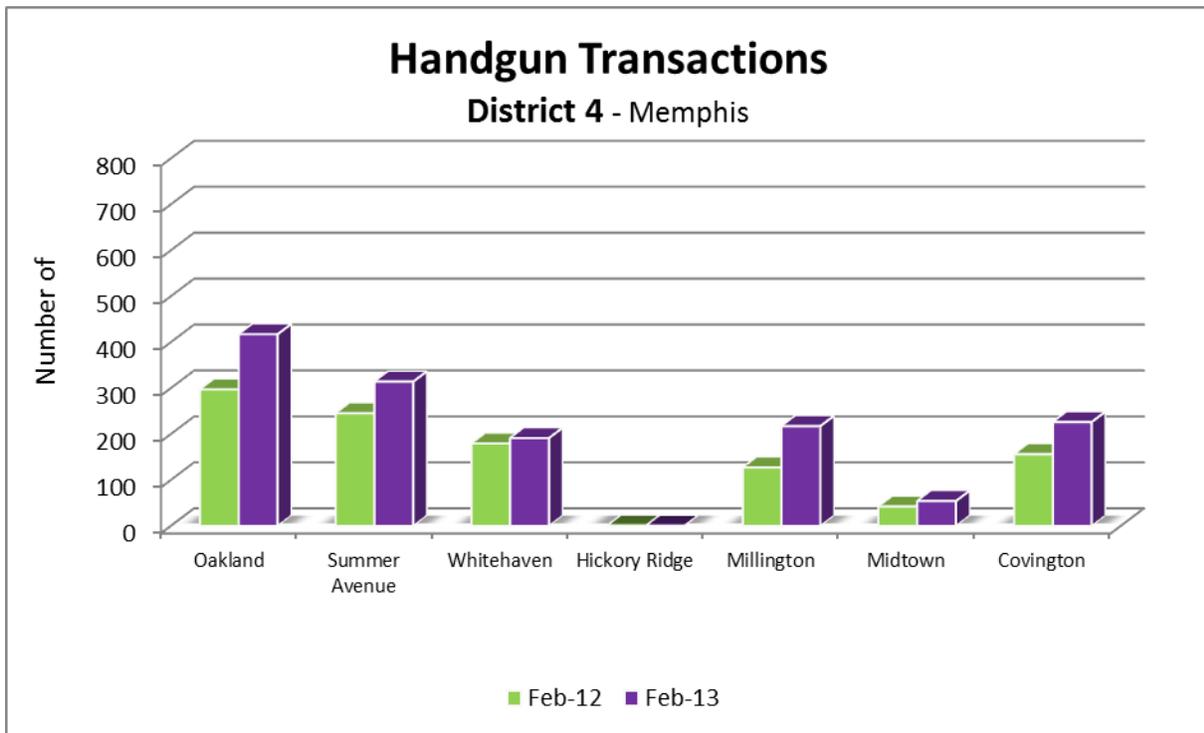
\*West Knox does not issue handgun permits because it is a Reinstatement Only Service Center.



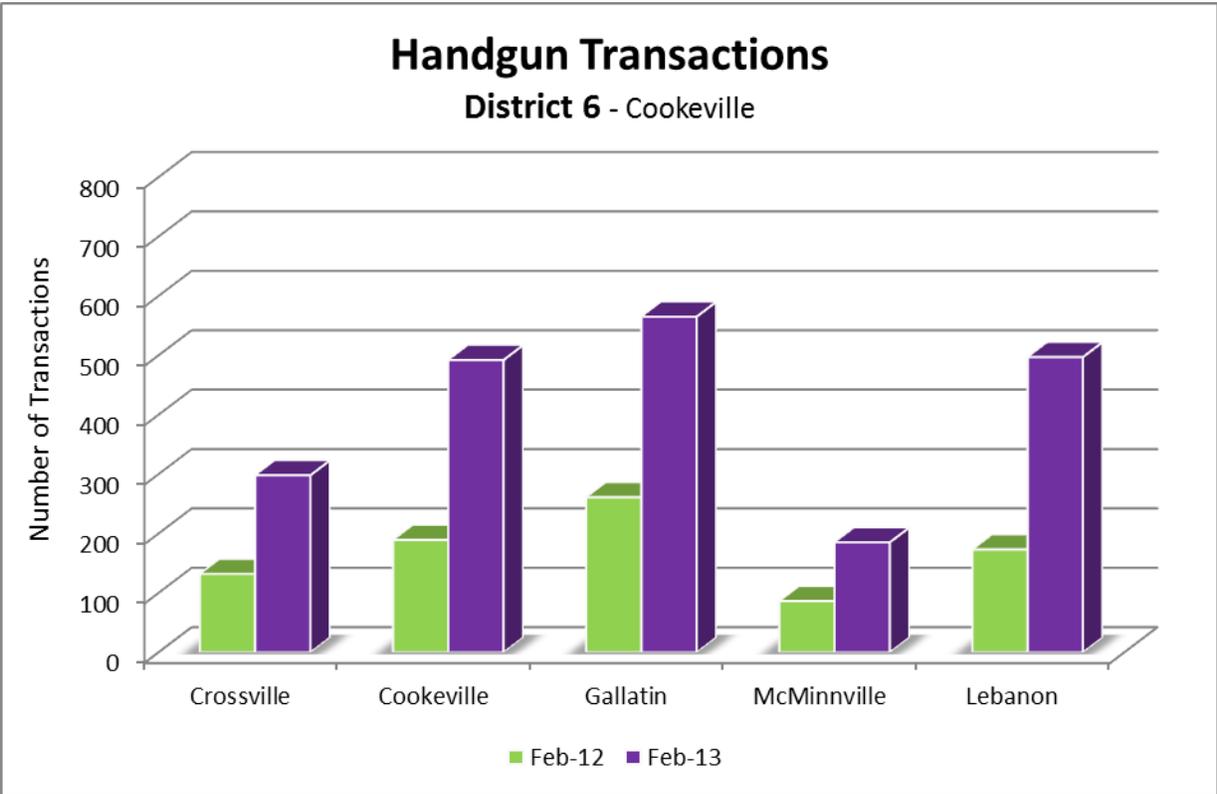
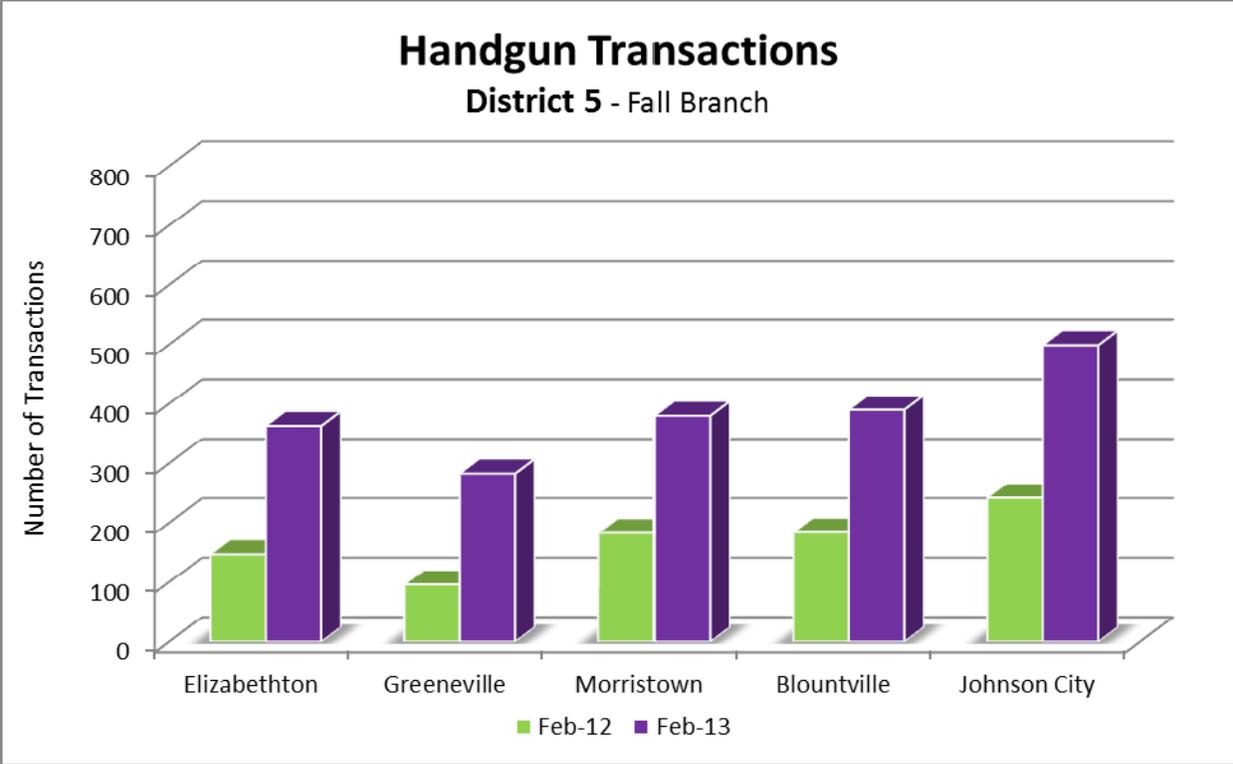
\*Northgate does not issue handgun permits because it is a Reinstatement Only Service Center.



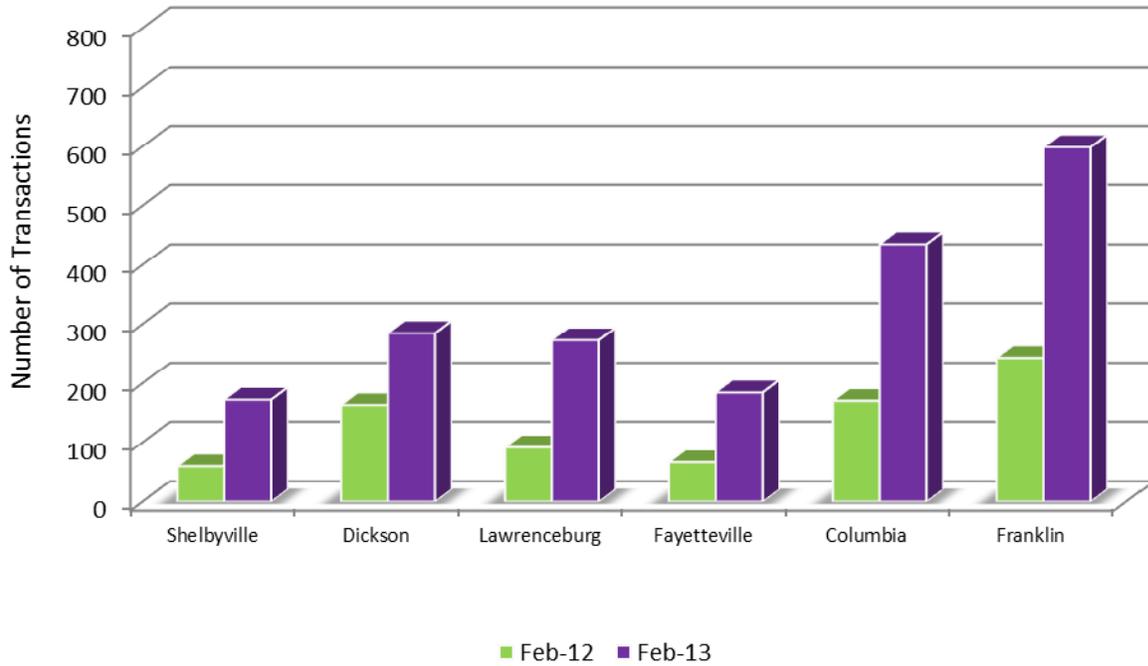
\*Southeast does not issue handgun permits because it is a Reinstatement Only Service Center.



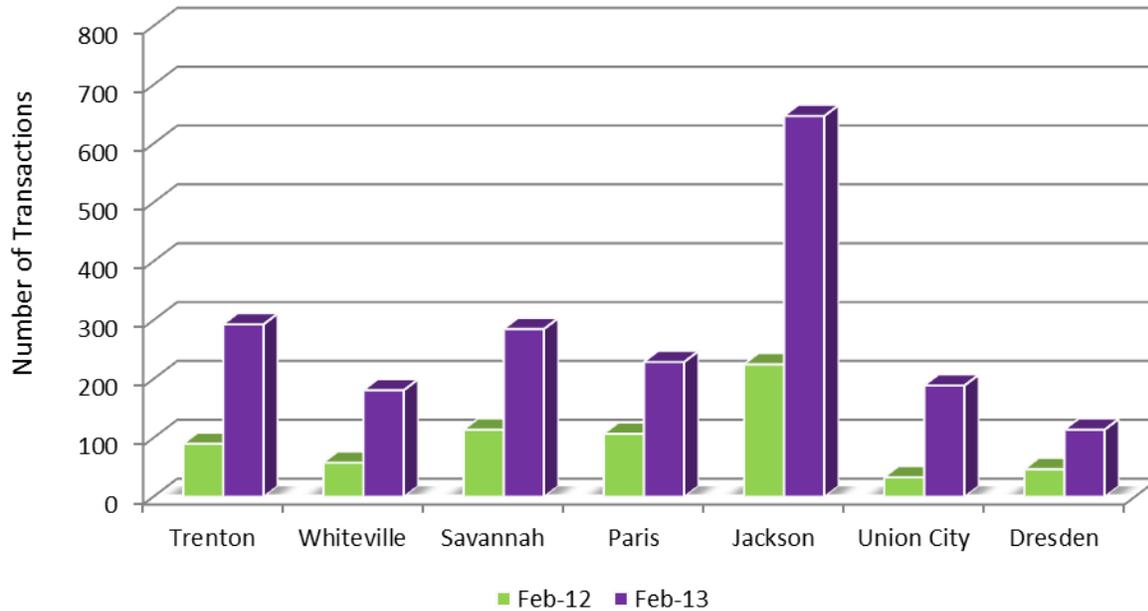
\*Hickory Ridge does not issue handgun permits because it is a Reinstatement Only Service Center.

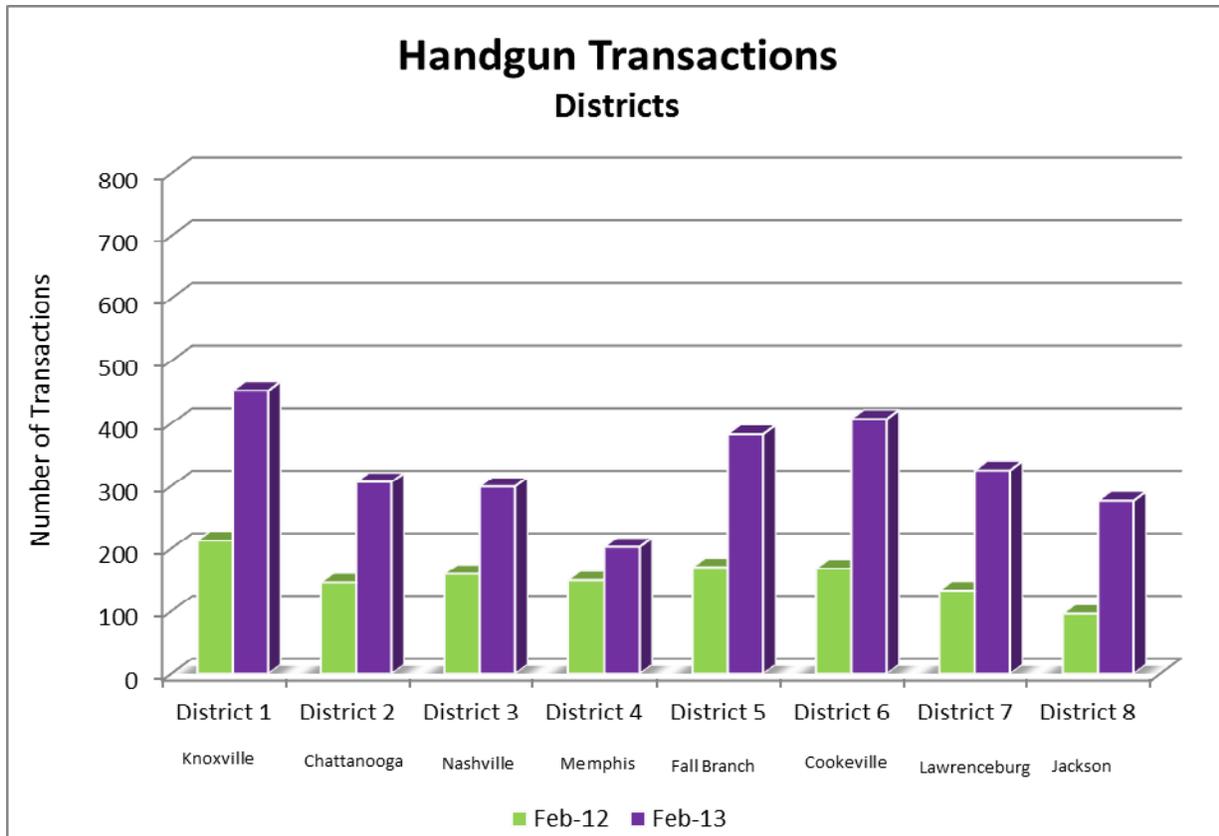


## Handgun Transactions District 7 - Lawrenceburg



## Handgun Transactions District 8 - Jackson





#### *Summary of Our Analysis*

We also analyzed staffing changes for each of the 50 driver license stations for the month of February 2013 to determine if a change in the number of examiners had an effect on wait times. There was no determination made on any staffing issue that had an effect on the wait times. We could not determine one causative factor for increased or decreased customer wait time at driver license stations. Neither could management provide an across-the-board explanation for increased wait times at the driver license stations.

#### *Reports Utilized by the Department*

The Commissioner, directors, and supervisors review various reports monthly to make decisions concerning driver license stations and to look for indicators that a station may be having problems. Management of the department analyzes the reports listed below.

1. (DL600) Driver License Station Statistics Visit Time Year to Date - This cumulative monthly report shows the average visit time (wait time plus service time) and the number of transactions performed by each station for each month of the year.
2. (DL601) Driver License Station Statistics Wait Time Year to Date - This cumulative monthly report shows the average wait time and the number of transactions performed for each station each month.

3. (DL602) Driver License Station Statistics Visit Time Monthly - This report shows the average visit time and the number of transactions performed for each station for a specific month.
4. (DL601b) Driver License Station Statistics Wait Time Monthly - This report shows the average wait time and the number of transactions performed for each station for a specific month.
5. Driver License Station Time Statistics - This monthly report shows the average wait time, the average service time, the average visit time, and the number of transactions performed by service type for each station.
6. iPad Utilization - This monthly report compares the number of license renewals and duplicates issued via iPad to the number of renewals and duplicates issued over the counter in order to calculate the iPad utilization rate for each station.
7. Kiosk Utilization - This monthly report compares the number of license renewals and duplicates issued via iPad and self-service kiosks to the number of renewals and duplicates issued over the counter in order to calculate the kiosk utilization rate for each station.
8. Service Center Visit Time (Chart) - This bar chart provides a visual comparison of the average visit time for each station for a given month.
9. Service Center Wait Time (Chart) - This bar chart provides a visual comparison of the average wait time for each station for a given month.
10. Reinstatement/Reissuance Activity (Chart) - This bar chart provides a visual representation of the number of reinstatements and reissuances of licenses by station for a given month.
11. Customer Survey Information - This report shows results of comment cards filled out by customers at driver license stations. The results are shown by station, by district, and statewide.

In addition to reviewing reports to look for indicators that a station may be having problems, the management team has implemented several initiatives in an effort to reduce wait time and improve customer service including the following:

1. Established 40 self-service kiosks across the state to allow citizens to process express transactions (renewal, duplicate, address change).
2. Expanded County Clerk partnerships to offer citizens more options and locations for conducting driver services transactions.
3. Installed Automatic Self-Service Electronic Terminals (ASSET) in driver service centers to reduce customer traffic at the examiner counter.

4. Consolidated driver service centers to properly staff understaffed centers.
5. Removed the reinstatement process from driver service centers and established three reinstatement locations to reduce customer traffic and improve customer service.
6. Established performance standards for examiners as part of their annual performance plan to increase productivity.
7. Established monthly meetings with all supervisors to discuss wait times, customer service feedback, and performances issues.
8. Established new employee and remedial training classes.
9. Required driver license examiners to attend mandatory customer service training during 2013 to improve customer service.

Management has taken significant steps in efforts to reduce wait time and improve customer service. Monthly compliance reports have been developed and are reviewed at all levels of management. Training classes have been established to improve examiner knowledge of the issuance process and improve customer service. Additional service outlets have also been established for customers to conduct driver service transactions.

Even though management has generated and reviewed all of this data, and taken steps in an effort to reduce wait time and improve customer service, it has still been unable to achieve the performance standard wait time of 30 minutes or less.

### **Driver License Point System and Transparency**

The driver license information system used by the department has many functions and is used in multiple ways. These functions include driver license issuance, handgun permit issuance, commercial driver license (CDL) issuance, driving records maintenance, and the driver improvement point system. The Driver Improvement Section under the Legal Division is responsible for updating and monitoring the driver license point system and for reporting required information via the department's website to the public for transparency. The department is to establish a uniform system for conducting a driver improvement program; evaluate driver records based on accidents and/or convictions for moving traffic violations; and establish and assign point values according to the seriousness of the incident. The objectives of our review of the driver license point system and the department's transparency were to determine

- the process for updating and monitoring driver license records and how the point system is assessed on a driver's records within the driver license information system;
- whether management has established access security controls for the driver license information system, and whether employees have proper access to the driver license information system, including determining who has the capability to change offenses and add or delete points on a driver's records;

- whether the department followed information systems best practice for systems' access controls; and
- the department's requirements for transparency in posting required information, specifically driving under the influence (DUI) information, and whether the department is in compliance with these requirements.

We interviewed department personnel and reviewed state laws, regulations, and reporting requirements to gain an understanding of the driver license point system's process and controls. We performed testwork on drivers' license examiners to determine if their level of access was appropriate. We performed testwork to determine if the department followed information systems best practices for access controls. To determine what information the department is required to report to the public, we interviewed department personnel and reviewed state laws, regulations, and reporting requirements. Based on interviews, it was determined that the department uses its website for transparency in posting required information, and we reviewed the website to determine whether the reporting requirements were met.

Based on our interviews, reviews, testwork, and observations, we determined that the process for updating and monitoring driver license records within the driver license point system was adequate. We determined that employees' access to the driver license system was improper (see finding 2). We determined that management did not follow the information systems industry's best practices regarding computer access (see finding 3). We also determined that the department met all reporting requirements except for monthly DUI reporting (see finding 4).

**Finding 2 - The department did not monitor access to the driver license system's and drivers' history records, increasing the risk of unauthorized and untraceable changes to driver records**

The Department of Safety and Homeland Security failed to adequately monitor employees' access to drivers' history records maintained as part of the drivers' license information system. Management and staff may be required to edit a driver's history record for the following reasons: adjusting an incorrect restriction, endorsement, or violation code. Management and staff cannot reinstate driver licenses from the drivers' history edit screens; however, edits to violation codes could change the dollar amount of drivers' reinstatement fees or remove the offense entirely from the drivers' records. Because of system limitation, edits made by the users are not automatically tracked, which means users have the capability to make undetected, unauthorized changes to driver histories.

We discussed employees' ability to access and edit drivers' history records with the Information Technology (IT) Security Administrator, who explained that supervisors must submit system access request forms for any employee to obtain access to the system. This form provides the Security Administrator with documentation of verification of the necessity for access. In addition, according to the Security Administrator, she performs reviews of system access annually and maintains a database of employees which identifies employees who have access to these particular edit functions. The Security Administrator also annually requests each

supervisor to confirm the access information on file and whether the access granted to each employee is still required.

According to the Security Administrator, as of our audit work on April 19, 2013, employees from the following units had the access authority to edit drivers' records:

- Records and Ticket (1 employee)
- Financial Responsibility (6 employees)
- Handgun Permits (3 employees)
- Crash and Scan (1 employee)
- Data Entry (4 employees)
- Information Technology (IT) (6 employees)

To ensure the department's divisions had properly authorized employees to have system access and had properly tracked the edits made by division staff, we discussed the access controls with each of the divisions' supervisors. We found the following.

- Supervisors from the Records and Ticket, Financial Responsibility, Handgun Permits, and Crash and Scan units stated and we verified that they maintain documentation of and review changes made to driver records.
- We reviewed the scenarios that would require employees from the Records and Ticket, Financial Responsibility, Handgun Permits, and Crash and Scan units to edit the records and determined that edit access for division staff was reasonable.
- Based on our discussions with the Data Entry Division supervisor, she was not aware of anyone in that unit tracking changes made to the drivers' records. We also determined that even though four data entry employees had edit capabilities, this access was not required as part of their normal duties.
- We determined that a supervisor from the Information Technology Division stated that four of the six employees in this division who had edit access did not need this access; however, we were able to determine that the two remaining employees needed access to perform their related job duties. We also determined that the division had not tracked who had edited drivers' history records and had not maintained documentation of those edits.
- We determined that branch supervisors should not have edit access to drivers' history records.

We also discussed the drivers' history records edit risks with the Internal Audit Director. According to the Director, she was aware of the risks and had procedures in place to monitor the department's employees with edit capabilities. The Internal Audit Director also provided us a list of these employees dated September 24, 2012. There was miscommunication between IT and the Internal Audit Division regarding access to the edit screen, resulting in an incomplete list of current employees with edit access. Based on our review of the Internal Audit Division's

monitoring efforts, we found that the division could not effectively monitor these employees' access and procedures to effectively evaluate users' access were not followed.

Based on our discussions and testwork we determined that apparently the Internal Audit staff only researched employees from the Financial Responsibility and Handgun Permit units. Had the Internal Audit staff researched the other employees on this list, such as driver license branch supervisors, the staff should have questioned the need for branch supervisors to have the ability to edit driver history records.

The Security Administrator's and the Internal Audit Division's lack of understanding of the system and ineffective monitoring of all employees with edit access to drivers' records increased the risk of unauthorized changes to those records.

After we brought this issue to the attention of the department, the Security Administrator and the Director of Internal Audit promptly began to remove employees who did not require edit access to the drivers' history records as part of their job duties.

Our review of the department's risk assessment also determined that management specifically addressed the risks noted in this finding in the risk assessment for the Financial Responsibility Division, but did not address the risks of untraceable and unauthorized edits to the drivers' records as part of other divisions' risk assessments.

### **Recommendation**

The Commissioner should ensure all applicable divisions of the department address the risks associated with unauthorized edit access to drivers' history records in the department's annual risk assessment. The Commissioner should ensure that each division monitors to ensure only authorized employees edit the drivers' history records and division management reviews and maintains reasons for the changes. Finally, the Internal Audit Director should ensure that Internal Audit staff members thoroughly monitor access for high-risk areas of the driver license system.

### **Management's Comment**

We concur. The Internal Audit Division does monitor access to the driver license systems, but during the 2012 risk assessment review there was miscommunication between the Security Administrator and the Internal Audit Division regarding employee access to a certain edit screen. The wrong listing of employees with edit access was provided to the Internal Audit Division, resulting in there not being a complete verification of all employees with edit access as stated in the audit finding.

There is now clear understanding and communication of what is needed between the Security Administrator and the Internal Audit Division when information is being requested on

employee access to the system. This will eliminate incorrect listings of employees when monitoring access for edit screens.

Internal Audit obtained from the Security Administrator a correct listing of employees for this edit screen and verified every employee on the list with the appropriate supervisor. Employees that did not require access to this edit screen have been removed. As of September 30, there were 18 confirmed employees with access to this particular edit screen.

Internal Audit will review access to this edit screen and require documented verification from each supervisor for every employee on the list as part of the annual risk assessment.

**Finding 3 - The department did not follow information systems procedures and did not maintain proper information systems security controls, increasing the risk of fraudulent activity and data loss**

Based on our testwork, the Department of Safety and Homeland Security staff did not follow the state's information system procedures in one specific area, resulting in an increased risk of fraudulent activity or loss of data. The wording of this finding does not identify specific vulnerabilities that could allow someone to exploit the department's systems. Disclosing those vulnerabilities could present a potential security risk by providing readers with information that might be confidential pursuant to Section 10-7-504(i), *Tennessee Code Annotated*. We provided department management with detailed information regarding the specific vulnerabilities we identified, as well as our recommendation for improvement.

**Recommendation**

The Commissioner should ensure that these conditions are remedied through procedures that encompass all aspects of effective information systems controls. Management should evaluate and identify all significant risks, including the risks noted in this finding, in management's documented risk assessment. The Commissioner should implement effective controls to ensure compliance with applicable requirements, assign staff to be responsible for ongoing monitoring of the risks and mitigating controls, and take action if deficiencies occur. The risk assessment and the mitigating controls should be adequately documented and approved by the Commissioner.

**Management's Comment**

We concur. The Department has reviewed the issue at hand and has identified the issues that caused this finding. We are working on procedures that will address these issues and will remedy the situation. The auditors' recommendations will be followed in these new procedures.

**Finding 4 - The department failed to submit to the Department of Education the required monthly reports of fatalities of minors related to driving under the influence**

The department's Research, Planning, and Development Division did not report DUI-related accidents involving the deaths of minors to the Department of Education on a monthly basis, as required by Section 4-3-2014, *Tennessee Code Annotated*. The section states:

Beginning October 1, 2006, and every month thereafter, the department of safety shall report to the department of education any death of a person eighteen (18) years of age or younger that occurred as the result of a motor vehicle accident in which a driver eighteen (18) years of age or younger was driving under the influence of an intoxicant or drug. The report shall include the following information:

- (1) The nature of the vehicular accident;
- (2) The background of the victim; and
- (3) The impact on the victim's family and friends.

Division management produced its most recent DUI report for calendar year 2011 and submitted it to the Department of Education in February 2013. There were four DUI incidents reported that year. According to the Statistical Research Manager, he produces the report annually rather than monthly because "...it would be impossible to provide it monthly. The toxicology reports take quite a while to be returned. Also, since there is only a handful each year, most months would be blank."

The Statistical Research Manager added that staff of the Department of Safety and Homeland Security and staff of the Department of Education agreed "a few years ago" that the report should be produced annually. The Executive Director of State Operations for the Department of Education, who receives the reports, confirmed that a verbal agreement was made. Although management of each department involved may have agreed to produce the report annually rather than monthly, neither department sought to amend existing legislation, Section 4-3-2014, *Tennessee Code Annotated*.

**Recommendation**

The Commissioner should ensure that department staff prepare and send the monthly report of DUI-related fatalities involving minors to the Department of Education, in accordance with Section 4-3-2014, *Tennessee Code Annotated*, or the Commissioner should consider revising the law to accommodate the toxicology reports process.

## Management's Comment

We concur. The Commissioner of the Department of Safety and Homeland Security will discuss with the Commissioner of the Department of Education possible changes to Section 4-3-2014, *Tennessee Code Annotated*. It is not reasonably possible to provide this report on a monthly basis. Due to delays in receiving blood and alcohol test results and drug test results from crashes, and the time it takes for officers to receive those test results and amend their reports, monthly reporting is not practical. Often a blood and alcohol test can take 8-10 weeks for the results to be returned and drug tests routinely take about 26-28 weeks to return. Typically in years past, between 3 and 12 persons each year meet the criteria for inclusion in this report, so there are often months in which there are no fatalities which meet the criteria in the code.

The following will be considered in discussing revisions to T.C.A. 4-3-2014:

- The report should be produced on an annual basis, instead of monthly.
- This report is required to include extensive personal information relating to juveniles involved in fatal crashes in Tennessee. The current wording of the code should be reviewed to determine if the report that is produced conflicts with the Federal Drivers Protection Act (DPPA). It should be determined what is actually done with the report by the Department of Education, and it should be clarified whether this information relating to juveniles in fatal crashes can be released under DPPA to those entities.
- The code requires the department to include information in the report that is not contained in the crash report and is not readily available to departmental staff. It requires details regarding the “background of the victim” and “the impact on the victim’s family and friends.” The impact on family and friends would be difficult to discern without actually speaking with those individuals. Additional research must be done using online searches of local media reports, other online publicly available information and visits to State Archives. It should be examined whether it is reasonable to require the department to include details in this report which are not captured on official law enforcement reports and in departmental databases.
- If it is determined that the Department of Education does not use this report, abolishing T.C.A. 4-3-2014 should be considered.

### Driver License Exam

The Drivers' License Services Division's primary focus is to issue driver licenses. In order to obtain a driver license, one must take and pass the driver license exam and a road test. The driver license exam is administered at the driver service centers throughout the state using computerized testing machines.

The objective of our review of the driver license exam was to determine whether management had corrected the prior audit finding related to management's responsibility to

ensure that the driver license exam is a statistically reliable and valid tool to evaluate drivers before issuance of a Tennessee driver's license.

We interviewed key personnel and reviewed a report issued by Western Kentucky University that documented the university's evaluation of the reliability and validity of the driver license exam. Based on our interviews and the conclusions of the report, we determined that management had corrected the prior audit finding.

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## TENNESSEE HIGHWAY PATROL

The Tennessee Highway Patrol (THP) is responsible for the enforcement of all federal and state laws relating to traffic in general and the investigation of accidents involving personal injury, property damage, and fatalities. Although THP oversees many different aspects of the department, our audit focused on THP's responsibilities for pupil transportation, evidence rooms, and the Identity Crimes Unit.

### **Pupil Transportation**

The department's Pupil Transportation Section ensures that schoolchildren throughout the state are transported safely to and from school, oversees all school bus inspections in the state, and determines whether public school bus systems and child-care vehicles are in compliance with safety requirements. There are 11 troopers and 2 civilians who conduct school bus and child-care vehicle inspections for the eight districts across the state, and these people work for the THP District Captains. The Pupil Transportation Section's responsibilities and duties are accomplished through bus driver training, bus inspection, records administration, child-care vehicle inspection, and child-care driver training. Our objectives were to determine whether

- school buses and child-care vehicles were inspected as required by law; and
- school bus drivers received adequate training.

We interviewed key personnel and reviewed procedures to gain an understanding of school bus and child-care van inspections and bus driver training. We performed testwork on school bus inspections, child-care van inspections, and the timeliness of those inspections. We also performed testwork to determine the completeness of Davidson County school bus inspections for calendar years 2011 and 2012 by comparing the school bus VIN numbers compiled by Safety and Education. We tested a nonstatistical random sample of 29 of 26,835 training rosters for calendar years 2011, 2012, and through April 9, 2013, to determine whether school bus drivers had received adequate training.

Based on our interviews, reviews, observation of procedures, and testwork, we determined that school buses and child-care vehicles were not annually inspected as required by

statute. Based on the comparison for Davidson County, we discovered that Education listed more school buses than Safety for each calendar year, as discussed further in the finding below. Based on testwork performed, we determined that school bus drivers received adequate training.

**Finding 5 - The Tennessee Highway Patrol, by not having a reliable school bus and child-care vehicle inspection process, failed to conduct all annual inspections as required by statute**

According to Section 49-6-2109(d), *Tennessee Code Annotated*, the commissioner of the Department of Education (ED) is responsible for ensuring “no less than one (1) inspection annually of each school bus that transports school children, in order to determine whether it can be used safely to protect properly the lives of school children.” Executive Order 45 (1983) placed authority for certification of school bus drivers and school bus equipment with the Department of Safety and Homeland Security (the department). In addition, since January 2004, in accordance with Department of Human Services’ (DHS) Rule 1240-4-3-13(6)(h), the department has also been responsible for inspecting all child-care vehicles designed to carry 10 or more passengers.

**No Successful Coordination to Create Master List of Vehicles for Inspection**

Based on our discussions and testwork, we determined that the department did meet with ED and DHS in an effort to coordinate information and to create a list of vehicles to ensure that required inspections are performed. The department did receive lists from ED and DHS, but these lists were not accurate and did not have complete vehicle information. Therefore department staff has been unable to compile a master list of all buses and child-care vehicles in order to schedule required annual inspections. As a result, the department cannot ensure staff have inspected all school buses and child-care vehicles annually as required. In addition the department has not reconciled the information of the number of school buses and child-care vehicles it received from the individual school systems, school bus owners, or licensed child care providers to data provided by ED or DHS. We discuss these items below.

*School Buses*

The Department of Safety and Homeland Security (DOSHS) currently receives lists of school buses electronically either from individual school systems or from school bus owners. These lists are not uniformly formatted and often have inaccurate information. Department inspectors use these lists to plan inspections. The department has had to rely on these entities’ “self-reported” data because it has no way to verify accuracy and/or completeness of the data.

The department also receives school bus information from the Department of Education as well, but the files are essentially uploaded from files provided by each of the local education agencies across the state. As a result, the files are not uniformly formatted, often contain incorrect Vehicle Information Numbers (VIN), and cannot be easily combined to create a master listing. The list from ED might contain vehicles that the department would not inspect such as crashed buses, buses that are mechanically unusable, buses that have been sold, and buses

beyond their years of service. For these reasons, the department does not use the data received from ED. The department inspected school buses that were reported by the education agency and offered to the inspection team for inspection. The department is working to create a database for local school system staff to enter information directly at the local education area level.

To illustrate the differences, we compared the department’s VIN data obtained from the individual school systems or school bus owners for calendar years 2011 and 2012 with the Department of Education’s VIN data for Davidson County. We found that the Department of Education listed more school buses for each calendar year than was reported by the individual school systems or bus owners. The results are in the table below.

**Number of School Bus VINs for Davidson County  
Obtained from Department of Education and Department of Safety & Homeland Security  
(obtained from individual school systems and bus owners)  
Calendar Years 2011 and 2012**

<b>Year</b>	<b>Number of Bus VINs per Department of Education</b>	<b>Number of Bus VINs per DOSHS</b>	<b>Difference Between Department of Education and DOSHS</b>
2011	690	686	4
2012	676	595	81

*Child-Care Vehicles*

DOSHS has a data-sharing (table-like information that includes providers’ name and identification number) agreement with the Department of Human Services (DHS) and receives a download that lists each licensed child-care provider’s daily updates, not just the ones that transport children. Unfortunately, this download only includes a field to identify whether or not the provider is “approved for transport.” The database does not include any vehicle-related information such as the VIN, the last inspection date, or whether the vehicle is subject to inspection.

In general, at the end of the child-care vehicle inspection cycle, department staff compiles a list of child-care vehicles that were inspected based on the requests received by the individual child-care providers. The department staff does not compare the listing of inspections performed to the data downloaded from DHS or utilize the list for future inspections.

Untimely Inspections

The Pupil Transportation section of the department is responsible for all school bus inspections in the state and for determining whether public school bus systems are in compliance with statutory requirements for “no less than (1) inspection annually” of school buses. The school systems cannot legally use a school bus that is not inspected. The Pupil Transportation section also checks to ensure that school systems do not use uninspected buses. We obtained the department’s listing of 10,032 inspections for the period of January 2011 through April 2013.

We have no assurance that all school buses were inspected, but we found that 3,532 of 10,032 school bus inspections (35%) were conducted more than a year after the previous inspection, ranging from 1 to 345 days late.

<b>Number of Days Past the Inspection Due Date</b>	<b>Number of School Bus Inspections Performed Late</b>
1-50 days	2,695
51-100 days	700
101-150 days	92
151-200 days	19
201-250 days	15
251-300 days	10
301-345 days	1
<b>Total Number of Buses</b>	<b>3,532</b>

We obtained the department’s listing of 809 child-care vehicle inspections. We have no assurance that all child-care vehicles were inspected, but a similar review of child-care vehicle inspections revealed that 72 of 809 child-care vehicle inspections (9%) were conducted more than a year after the previous inspection, ranging from 1 to 158 days late.

<b>Number of Days Past the Inspection Due Date</b>	<b>Number of Child-Care Vehicle Inspections Performed Late</b>
1-50 days	55
51-100 days	11
101-150 days	5
151-158 days	1
<b>Total Number of Child-Care Vehicles</b>	<b>72</b>

According to the department’s Information Technology Manager, the department is in the process of implementing a new school bus inspection program. This new system will be designed to eliminate the manual processes associated with the current bus inspection program. The new system will also provide the inspectors with the ability to perform vehicle inspections, document any anomalies noted, and make the results of these inspections immediately available for review by command staff, school districts, and/or owner-operators. When an inspector accesses the system, it will notify him or her of upcoming inspections, buses due for re-inspection, and other inspection events.

The department’s inability to inspect school buses and child-care vehicles annually increases the safety risks to school-age children and children in daycare.

## **Recommendation**

The Commissioner, in coordination with ED and DHS, should ensure the department receives accurate data to carry out its responsibilities for school bus and child-care vehicle inspections. This coordination between the three departments should include uniform data formats including accurate buses and child-care vehicles in operation and proper VIN identification. Department management should comply with the statutory requirement of “no less than one (1) inspection annually of each school bus that transports school children,” and the similar rule requirement to inspect child-care transportation vehicles. Specific steps for management to take include

- creating a mechanism to ensure that the department has a complete population of all school buses and child-care vehicles to be inspected annually,
- coordinating with district supervisors to plan for inspectors to complete all necessary inspections annually, and
- communicating any errors (such as inaccurate VINs) noted during inspection to the school districts that provide the listings so that future listings will not contain the same errors.

## **Management’s Comment**

We concur. The department concurs that a master list of vehicles that require inspection should be available for inspectors and not all school buses and child-care vehicles were inspected on an annual basis. The department does not agree with the recommendation that this list should be coordinated with the Department of Education (ED) and the Department of Human Services (DHS).

The department did meet with ED and DHS in an effort to coordinate information to create a “master list” of vehicles for inspection. The lists from ED and DHS were not uniformly formatted and could not be easily combined to create a master list. Additional programming and funding would be required to create a usable master list from these two departments. The reports that the department did receive contained incorrect VINs and contained vehicles that did not require inspections such as crashed buses, buses that were mechanically unusable, buses that had been sold and buses beyond their years of services. Also the reports were not up-to-date. For these reasons, it is not currently feasible to use the reports from ED and DHS to ensure the department has a complete population of all school buses and child-care vehicles requiring an inspection.

The department can only inspect vehicles that are known to the department. The department is implementing a new electronic school bus inspection system which will require school bus and child-care owners to identify vehicles that they intend to utilize in transporting children. This inspection system will be used by both school districts and child-care facilities and will provide the “master list” of school buses and child-care vehicles to be inspected annually.

This system will have customer interface that will allow the owner (public or private), transportation managers for the school systems, and troopers that are assigned to the school district to request an inspection, manage the fleet life, and view past inspections for specific school buses. The system will maintain information on school buses and child-care vehicles that will become part of a fleet. This fleet will be updated on the system by the owner, trooper or administration as the situation requires, such as purchase or sale of a school bus and placement of a vehicle out of service (either temporarily or permanently) due to years of service or mechanical issues. The system will remove vehicles that no longer require inspections and add vehicles that require inspections. The inspector will also have a list of all vehicles inspected in the past along with a reconciliation system to remove or add vehicles. This system will provide many avenues of ensuring we are inspecting the known vehicles that transport children. This new electronic school bus inspection system will create a current list of school buses and child-care vehicles that are used to transport children. This will become the agency's "master list" and will be used to inspect the complete population of school buses and child-care vehicles known to the department. The estimated time for roll-out of the completed project is early 2014.

The department concurs that not all school buses and child-care vehicles were inspected on an annual basis. There are currently 13 people assigned to inspect approximately 8,500 school buses and 1,000 child-care vehicles located across the state on an annual basis. Certain situations require an inspector to return to the location of inspection for a second or even a third time, such as the vehicle being placed out of service, complaints, and extended utilization.

The new electronic school bus inspection system will provide the troopers, owners, and administration notice of any vehicle due for inspection (annual or extended utilization) prior to the due date. The vehicle will remain on the "to do" list until the bus has been inspected. Since the owners will be required to help maintain this system with the current status of all vehicles, inspections will be scheduled only for vehicles that require an inspection.

A check and balance for the person using an uninspected vehicle to transport children would be a trooper seeing a school bus or child-care vehicle transporting children without a current bus sticker. Pupil Transportation would report the problem to ED or DHS for enforcement since transporting children without an inspection is not a ticketed offense.

THP management will monitor the work of the inspectors and ensure that all known school buses and child-care vehicles are inspected on an annual basis. The department has identified overtime monies that will be utilized for the inspection of school buses that have been identified as approaching or past the inspection time frame. These monies will be utilized by current inspectors and additional troopers that will be trained November 1, 2013.

Communication of errors, such as inaccurate VINs, will be improved with the new inspection system. This will be accomplished by sharing responsibility of vehicle data collection and maintenance between the owner, the inspector, and the Pupil Transportation staff located in Nashville.

## ISSUE FOR LEGISLATIVE CONSIDERATION

This performance audit identified the following area in which the General Assembly may wish to consider statutory changes to improve the efficiency and effectiveness of the Department of Safety and Homeland Security's operations.

The General Assembly may wish to consider revising section 49-6-2109(d), *Tennessee Code Annotated*, to reflect the transfer of duties established in Executive Order 45 (1983) that transferred authority and responsibility for certification of school bus drivers and school bus equipment from the Department of Education to the Department of Safety and Homeland Security.

### Evidence Rooms

The Department of Safety and Homeland Security has eight evidence room locations throughout the state that are administratively assigned to two bureaus: the East Bureau (Fall Branch, Chattanooga, Cookeville, and Knoxville) and the West Bureau (Nashville, Memphis, Lawrenceburg, and Jackson). The Tennessee Highway Patrol (THP) operates these evidence room locations to secure drugs, currency, vehicles, weapons, and other items obtained from traffic stops, crashes, search warrants, or other activities of officers.

The objectives of our review of evidence rooms were to determine whether

- THP properly recorded and controlled evidence,
- THP promptly deposited confiscated money,
- THP periodically inventoried all evidence, and
- THP properly disposed of evidence in accordance with the judge's signed order.

We interviewed key THP personnel and reviewed selected internal audit reports for evidence rooms prepared by the Division of Internal Audit (Fall Branch and Chattanooga THP district offices) to determine any problems noted. To gain an understanding of the controls and procedures over evidence, we interviewed key THP personnel at the Nashville evidence room and at the Cookeville THP district office. We obtained a listing of evidence disposed of from the Nashville and Cookeville locations during the period January 1, 2012, through April 25, 2013. From the obtained listings, we tested to determine if staff handled the evidence from its receipt to final disposition according to the department's *General Orders* and evidence policies and procedures. We tested a nonstatistical random sample of 25 of 1,528 items at the Nashville evidence room and found no problems. We also tested a nonstatistical random sample of 31 of 1,427 items at the Cookeville evidence room.

Based on our reviews, interviews, observations, and testwork, we determined that our objectives were met, except that evidence at the Cookeville evidence room was not always properly recorded and controlled, as noted in observation 2.

**Observation 2 – Although we found no problems with the evidence located in the evidence rooms or the information in Evidence Tracker, we found missing case file documentation at the Cookeville location**

During fiscal year 2009, the department updated its policies and procedures on handling evidence and implemented Evidence Tracker, a computer-based evidence tracking system. We performed testwork on the department’s policies and procedures and found no problems with the actual evidence or with Evidence Tracker. However, we did find documents missing from some case files at the Cookeville evidence room.

According to the department’s *Evidence Policy and Procedure Manual*,

In order to protect the integrity of the member (any commissioned member of the Department of Safety), the department, and all other parties, guidelines have been established that will govern the collection, handling, receiving, preserving, documenting, transporting, storing and disposing of physical evidence and other non-evidentiary property in a standard, legal, ethical and consistent manner.

The Property Receipt/Release Form (SF-0575, a four-part form) is the first link in the chain of custody for tracking evidence. The state trooper completes this form while seizing evidence. Both the state trooper and the person from whom the evidence is seized sign the form. Of the four copies, the state trooper retains one copy, provides one to the individual whose property was seized, places one in the case file, and sends one to the evidence custodian. The state trooper uses his copy later to enter the information into Evidence Tracker. Based on our testwork, we determined that 6 of 31 case files tested (19.4%) did not contain this form.

Also, we determined that two of the files did not include the Request for Information Form (BI-0004) or the Alcohol Toxicology Request Form (BI-0036). These forms must accompany evidence submitted to the Tennessee Bureau of Investigation’s laboratory for testing. These missing documents, along with missing Property Receipt/Release Forms (SF-0575) can affect the lawyers’ ability to prosecute a case because the validity of the evidence is not fully documented.

**Identity Crime Unit**

The Identity Crimes Unit (ICU) has three main objectives: to assist local, state, and federal agencies with the investigation of identity crimes; to assist victims in contacting relevant investigative and consumer protection agencies; and to provide the public—and, specifically, victims – with information on how to protect themselves from future risks, how to cope, and how to avoid future crimes. The ICU is involved with the following cases: auto theft, background investigations, undercover investigations, insurance fraud, odometer cases, vehicular assault, and vehicular homicide. The objectives of our review of the ICU were to

- review the creation of the ICU and the adequacy of the controls in place over how cases are assigned and reviewed; and
- determine the effectiveness of the goals and objectives of the ICU.

We interviewed key personnel and made observations to gain an understanding of the ICU's controls and procedures. We reviewed a listing showing all of the different cases the unit was involved in and the total number of cases for calendar year 2012 through March 31, 2013. We also reviewed the case management system that the ICU uses to document its procedures and reviews. We reviewed the different resource handbooks and other documentation that the ICU provides to victims and to the public in order for them to assist and inform the public.

Based on interviews and walkthroughs, we determined that the ICU does have controls in place for assigning cases and ensuring reviews are performed. Based on interviews, our reviews of all of the different information the ICU provides to the public, and our reviews of case files, we determined that the ICU's goals and objectives, as well as the steps taken by the department to achieve the goals and objectives, are sufficient.

## **Weigh Stations**

The Tennessee Highway Patrol and its Commercial Vehicle Enforcement Division are responsible for the enforcement of all laws, rules, and regulations pertaining to the safe operation of commercial vehicles on the roads and highways of Tennessee, including enforcement of licensing, fuel tax, and insurance laws applying to interstate motor carriers. The division operates six commercial vehicle inspection sites throughout the state. Other major commercial vehicle enforcement activities include inspecting commercial vehicles and driver logs, patrolling highways with a focus on truck traffic violations, and weighing the commercial vehicles both at Interstate Inspection Stations and with portable scales along the highway.

The objective of our review of the weigh stations was to follow up on the prior audit finding to determine whether the department had decreased the substantial downtime at the commercial vehicle inspection sites.

We interviewed key personnel and made observations to gain an understanding of the commercial vehicle inspection sites. To gain an understanding of what impacts the wait times at these sites, we reviewed policies and procedures and downtime reports and visited the commercial vehicle inspection sites in Robertson County and Giles County.

Based on our reviews, interviews, and observations, we determined that our objectives were met, except that weigh stations still experienced amounts of downtime, as noted in observation 3.

**Observation 3 – Though weigh stations throughout the state still experience substantial downtime, the department has reassessed its performance measures and is staffing weigh stations based on peak travel times**

The Tennessee Highway Patrol (THP) and its Commercial Vehicle Enforcement Division are responsible for the enforcement of all laws, rules, and regulations pertaining to the safe operation of commercial vehicles on the roads and highways of Tennessee, including enforcement of licensing, fuel tax, and insurance laws applying to interstate motor carriers. The division operates six commercial vehicle inspection sites throughout the state, located on interstate highways in Coffee County, Robertson County, Haywood County, Giles County, Greene County, and Knox County. Other major commercial vehicle enforcement activities include inspecting commercial vehicles and driver logs; patrolling highways with a focus on truck traffic violations; and weighing the commercial vehicles both at interstate inspection stations and with portable scales along the highway.

Although station downtime decreased from 27,500 hours in 2011 to 22,386 hours in 2012 (an 18.6% decrease), department management no longer defines a maximum acceptable amount of downtime. The reason for the change in policy is that some causes of downtime are beyond the control of the department. Some of the maintenance issues and repairs are coordinated with the Tennessee Department of Transportation. Reasons for weigh station closure, and the associated hours for 2012, include scale calibration (31 hours), maintenance (4,578 hours), no employees available to man the station (troopers are working accidents and had to leave the weigh station) (16,751 hours), weather (26.5 hours), and other reasons (999 hours).

Based on our review, we found that three of six scale locations (Coffee County, Robertson County, and Haywood County) continue to have multiple issues, including excessive downtime. The Coffee County station is scheduled to be replaced in 2013. The Robertson County southbound station has major equipment issues, and the Haywood County eastbound station has experienced trouble with its weigh-in-motion system. According to THP's Lieutenant Colonel, the Department of Transportation is planning to make repairs for the Robertson County and Haywood County stations in the future.

In addition to maintenance issues, management of the department struggles with staffing the weigh stations. During training, a specific number of cadets are designated for placement at weigh stations. However, if the selected cadets do not graduate from training, the positions are not filled. Management continues to work toward recruiting cadets to work at the weigh stations.

**Handgun Permit Unit**

The Handgun Permit Unit issues, denies, suspends, and revokes handgun carry permits. The unit also monitors and regulates handgun safety schools and instructors to ensure compliance with state statute and federal law.

The objectives of our review of the Handgun Permit Unit were to follow up on the prior audit finding regarding staff verification that handgun safety course certificates were from approved schools prior to issuance of handgun permits and to determine that staff properly inspected handgun safety schools in accordance with the department's rules and regulations.

We interviewed key personnel and observed staff procedures to gain an understanding of the controls over the issuance of handgun permits. We performed testwork on a nonstatistical random sample of 25 of 326 active handgun safety schools to determine that staff properly inspected the schools for calendar years 2011 and 2012, and we found no problems. It is the department's inspectors' responsibility during inspections to ensure that the handgun safety course certificates are kept in a secure location at the schools. Before issuing a handgun permit, it is the driver license center employees' responsibility to ensure that the applicants' certificates are from approved schools. Based on the results of our testwork noted above and the controls in place, we determined that management has resolved the prior audit finding and staff now verify handgun safety course certificates. Based on interviews, observations, and testwork, we also determined that handgun safety schools were properly inspected.

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## COMPLIANCE

### Performance Measures

Executive departments and agencies are required by the Governmental Accountability Act of 2002 and Section 9-4-5606(b), *Tennessee Code Annotated*, to annually submit both a strategic plan for delivering services, and the proposed program performance measures and standards to assist the General Assembly in making meaningful decisions about the allocation of the state's resources in meeting vital needs.

The objectives of our review of the department's performance measures process were to

- review the most recent department strategic plan submitted, note any changes in services since the previous plan, and determine any problems or inconsistencies between the department's strategic plan and the organization of the department on its mission; and
- determine the department's methods for preparing and reviewing performance measures.

Based on interviews conducted and our review of the department's strategic plan and supporting documentation, we noted a few changes in services since the previous plan and noted that some of the performance measures had not been met. We discussed the changes in services and the unmet performance measures with department management and found their explanations to be adequate. We did not note any problems or inconsistencies with the department's plan, organization or mission. See Appendix 2 for the department's performance measures for each division.

## Title VI

Title VI of the Civil Rights Act of 1964 states that “no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance.”

The objectives of our review of Title VI were to determine if the department had

- corrected the prior audit finding and ensured all contractors and grantees were operating in compliance with Title VI guidelines;
- prepared a Title VI plan;
- established procedures for handling Title VI complaints, and if the department received any Title VI-related complaints during the past two years;
- monitored Title VI compliance of subrecipients;
- educated or informed employees and subrecipients regarding the requirements of Title VI; and
- been issued any findings in the Human Rights Commission’s *Tennessee Title VI Compliance Program Annual Report*.

We determined that the department had corrected the prior audit finding and ensured all contractors and grantees serving the public were operating in compliance with Title VI guidelines. Instead of requesting the contractors and grantees submit the Title VI self-survey, and only receiving 75% compliance, the department began performing annual audits of the contractors and grantees to ensure 100% compliance. We tested a nonstatistical random sample of 25 of 40 contractors and grantees and found no problems with the new procedures. We obtained the most recent Title VI Implementation Plan for the Department of Safety and Homeland Security. We reviewed the plan and supporting documentation, and we also interviewed key personnel to determine if the department had procedures for handling Title VI complaints, if any complaints had been filed, if the department monitored the Title VI compliance of subrecipients, and if the department informed employees and subrecipients of the requirements of Title VI. Based on these procedures, we determined that the department met the objectives, and no problems were noted.

The Tennessee Human Rights Commission is responsible for verifying that all state governmental entities that are recipients of federal financial assistance comply with the requirements of Title VI. We reviewed the *Tennessee Title VI Compliance Program Annual Report* prepared by the Human Rights Commission, which covers the period July 1, 2011, through June 30, 2012, and verified that the Department of Safety and Homeland Security did not receive any findings from the commission.

In response to a request from members of the Government Operations Committee, we compiled information concerning the department's efforts to comply with Title VI requirements (see Appendix 1) and federal assistance received by the department (see Appendix 3).

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**APPENDICES**

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**APPENDIX 1  
Title VI Information**

**Tennessee Department of Safety and Homeland Security  
Staff by Job Title, Gender, and Ethnicity  
As of March 7, 2013**

Title	Gender		Ethnicity			
	Male	Female	White	Black	Asian	Other
ACCOUNT CLERK	1	1	2	0	0	0
ACCOUNTANT 2	0	1	1	0	0	0
ACCOUNTANT 3	1	3	1	1	0	2
ACCOUNTING TECHNICIAN 1	2	6	6	2	0	0
ACCOUNTING TECHNICIAN 2	0	3	3	0	0	0
ADMIN ASSISTANT 1	0	20	15	5	0	0
ADMIN SECRETARY	1	35	29	7	0	0
ADMIN SERVICES ASSISTANT 2	4	28	24	6	0	2
ADMIN SERVICES ASSISTANT 3	2	3	4	1	0	0
ADMIN SERVICES ASSISTANT 4	3	9	8	4	0	0
ADMIN SERVICES ASSISTANT 5	1	2	3	0	0	0
ADMIN SERVICES MANAGER	0	2	1	1	0	0
AIRCRAFT MECHANIC 1	1	0	1	0	0	0
ASSISTANT COMMISSIONER 2	1	1	2	0	0	0
ATTORNEY 2	1	1	2	0	0	0
ATTORNEY 3	1	5	4	2	0	0
ATTORNEY 4	2	0	2	0	0	0
AUDIT DIRECTOR 1	0	1	1	0	0	0
AUDITOR 3	2	3	2	3	0	0
AUDITOR 4	2	0	2	0	0	0
BUILDING MAINTENANCE WORKER 2	1	0	1	0	0	0
CAPITOL POLICE OFFICER	2	0	1	0	0	1
CAPITOL POLICE SERGEANT	1	0	1	0	0	0
CAPITOL SECURITY OFFICER	1	0	0	1	0	0
CDL EXAMINER	4	12	11	5	0	0
CDL PROGRAM MANAGER	0	1	1	0	0	0
CLERK 2	5	11	6	7	1	2
CLERK 3	0	10	6	3	0	1
COMMISSIONER 1	1	0	1	0	0	0
COMMUNICATIONS DISPATCHER 1	1	5	5	1	0	0
COMMUNICATIONS DISPATCHER 2	26	39	59	6	0	0
COMMUNICATIONS DISPATCHER SUPERVISOR	5	3	8	0	0	0
DATA ENTRY OPERATOR	0	6	1	5	0	0
DATA ENTRY OPS SUPERVISOR 2	0	1	1	0	0	0
DATA PROCESSING OPERATOR 1	0	3	3	0	0	0
DEPUTY COMMISSIONER 2	1	0	1	0	0	0
DRIVER CONTROL MANAGER 1	0	1	0	1	0	0
DRIVER CONTROL MANAGER 2	0	1	1	0	0	0
DRIVER SERVICES BRANCH MGR 1	5	32	30	7	0	0
DRIVER SERVICES BRANCH MGR 2	3	8	5	5	1	0

Title	Gender		Ethnicity			
	Male	Female	White	Black	Asian	Other
DRIVER SERVICES DISTRICT MGR 1	1	3	4	0	0	0
DRIVER SERVICES DISTRICT MGR 2	0	3	2	1	0	0
DRIVER LICENSE EXAMINER	47	180	162	60	1	4
DRIVER LICENSE ISSUANCE ADIR	0	1	1	0	0	0
DRIVER LICENSE ISSUANCE DIR	1	0	0	1	0	0
EXECUTIVE ADMIN ASSISTANT 2	6	11	15	2	0	0
EXECUTIVE ADMIN ASSISTANT 3	8	5	13	0	0	0
EXECUTIVE SECRETARY 1	0	1	1	0	0	0
FACILITIES MANAGER 2	1	0	1	0	0	0
FACILITY ADMINISTRATOR 2	1	0	1	0	0	0
FISCAL DIRECTOR 1	1	1	2	0	0	0
FISCAL DIRECTOR 2	1	0	1	0	0	0
GENERAL COUNSEL 3	1	0	1	0	0	0
GIS ANALYST 2	1	0	1	0	0	0
GRANTS ANALYST 3	0	1	1	0	0	0
HELICOPTER FLEET MECH DIR	1	0	1	0	0	0
HOMELAND SECURITY DIRECTOR	1	0	1	0	0	0
HR ANALYST 2	0	1	1	0	0	0
HR ANALYST 3	1	1	1	1	0	0
HR DIRECTOR 3	0	1	1	0	0	0
HR MANAGER 1	0	3	3	0	0	0
HR MANAGER 2	0	1	1	0	0	0
HR TECHNICIAN 1	1	0	1	0	0	0
HR TECHNICIAN 2	2	1	2	1	0	0
HR TECHNICIAN 3	1	1	2	0	0	0
INFO RESOURCE SUPPORT SPEC 2	1	1	1	0	1	0
INFO RESOURCE SUPPORT SPEC 3	5	2	5	2	0	0
INFO RESOURCE SUPPORT SPEC 4	10	1	10	0	0	1
INFO RESOURCE SUPPORT SPEC 5	1	1	2	0	0	0
INFORMATION OFFICER	0	1	0	1	0	0
INFORMATION SYSTEMS ANA 3	1	1	0	2	0	0
INFORMATION SYSTEMS ANA 4	1	0	1	0	0	0
INFORMATION SYSTEMS ASSOCIATE	4	0	1	2	0	1
INFORMATION SYSTEMS CONSULT	1	0	1	0	0	0
INFORMATION SYSTEMS DIRECTOR 3	1	0	0	0	0	1
INFORMATION SYSTEMS DIRECTOR 4	1	0	1	0	0	0
INFORMATION SYSTEMS MANAGER 2	3	0	2	0	0	1
INFORMATION SYSTEMS MANAGER 3	1	1	2	0	0	0
INTELLIGENCE ANALYST	1	3	3	1	0	0
K-9 DRUG TRNG COORDINATOR	1	0	1	0	0	0
MEDIA PRODUCER/DIRECTOR	1	0	1	0	0	0
PROCUREMENT OFFICER 1	0	2	2	0	0	0
PROCUREMENT OFFICER 2	1	1	2	0	0	0
PROGRAMMER/ANALYST 3	0	1	1	0	0	0
PROGRAMMER/ANALYST 4	4	0	2	1	1	0
PROGRAMMER/ANALYST SUPERVISOR	1	0	1	0	0	0
PROPERTY OFFICER 2	2	0	2	0	0	0
RADIO COMMUNICATIONS TECH 2	1	0	1	0	0	0
RADIO COMMUNICATIONS TECH 3	9	0	9	0	0	0
RADIO COMMUNICATIONS TECH SUPERVISOR	1	0	1	0	0	0
RADIO SYSTEMS ANALYST	1	0	1	0	0	0
SAFETY EXAMINER 1	0	12	4	8	0	0
SAFETY EXAMINER 2	3	27	19	11	0	0
SAFETY EXAMINER SUPERVISOR 1	1	8	5	4	0	0

Title	Gender		Ethnicity			
	Male	Female	White	Black	Asian	Other
SAFETY EXAMINER SUPERVISOR 2	1	0	1	0	0	0
SAFETY HEARING OFFICER	1	2	3	0	0	0
SAFETY HEARING OFFICER SUPV	1	0	0	1	0	0
SAFETY TECHNICAL SERVICES DIR	1	0	1	0	0	0
SCHOOL BUS INSPECTOR 1	1	0	1	0	0	0
SCHOOL BUS INSPECTOR 2	1	0	1	0	0	0
SECRETARY	0	4	2	2	0	0
SENIOR INTELLIGENCE ANALYST	1	0	1	0	0	0
STATISTICAL ANALYST 2	1	0	0	0	1	0
STATISTICAL ANALYST 3	1	0	1	0	0	0
STATISTICAL RESEARCH SPEC	1	0	1	0	0	0
STORES CLERK	1	0	1	0	0	0
THP CAPTAIN	17	0	16	1	0	0
THP COLONEL	1	0	1	0	0	0
THP LIEUTENANT	75	7	76	5	0	1
THP LIEUTENANT COLONEL	3	0	2	1	0	0
THP MAJOR	3	2	5	0	0	0
THP SERGEANT	140	6	131	13	1	1
TRAINING OFFICER 2	0	1	1	0	0	0
TROOPER	507	18	462	50	2	11
VEHICLE OPERATOR	1	0	1	0	0	0
Totals	972	574	1,264	244	9	29

Source: Information obtained from the department's Human Resource Director.

**APPENDIX 2**  
**Performance Measures Information**  
**Obtained From Assistant Commissioners of Each Division and Agency Strategic Plans**

As stated in the Tennessee Governmental Accountability Act of 2002, “Accountability in program performance is vital to effective and efficient delivery of governmental services, and to maintain public confidence and trust in government.” In accordance with this act, all executive-branch departments and agencies are required to submit annually to the Department of Finance and Administration a strategic plan and program performance measures. The department publishes the resulting information in two volumes of *Agency Strategic Plans: Volume 1 - Five-Year Strategic Plans* and *Volume 2 - Program Performance Measures*. Agencies were required to begin submitting performance-based budget requests according to a schedule developed by the department, beginning with three agencies in fiscal year 2005, with all executive-branch agencies included no later than fiscal year 2012. The Department of Safety and Office of Homeland Security began submitting performance-based budget requests effective for fiscal year 2006.

Detailed below are the department’s performance standards and performance measures, as reported in the September 2012 *Volume 2 - Program Performance Measures*. Also reported below is the department’s description of its processes for (1) identifying/developing the standards and measures; (2) collecting the data used in the measures; and (3) ensuring that the standards and measures reported are appropriate and the data are accurate.

We did not audit, sample, or test the information, the procedures used to determine the information, or the controls over the validity of the information.

**Performance Standards and Measures**

***Administration***

Performance Standard 1

Add further avenues for citizens to access the department’s services without visiting an office.

Performance Measure 1

Increase the number of online service transactions by a minimum of 3% annually.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
5%	3%	3%

Performance Standard 2

Investigate and resolve complaints concerning the department’s employees within 60 days.

## Performance Measure 2

Measure the percent of complaints concerning department employees resolved within 60 days.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
83%	80%	80%

The department's online services measure (Performance Measure 1) documents the number of citizens that will go online, renew by mail, or go to a county clerk's office to renew their driver license instead of actually going in to a station. The measure is important because more ways for citizens to conduct business outside of the stations will reduce the average wait time. The measure is calculated by the Strategic Coordinator, who collects information from a report that is generated by the driver license database. Quarterly budget and performance measure meetings are held to ensure that the performance numbers are correct.

The complaints measure (Performance Measure 2) documents the length of time that it takes to complete an internal investigation concerning complaints against department employees. The target time frame is no more than 60 calendar days. Each investigation must be completed in a timely manner not only for the employee but for the complainant as well. The Administrative Assistant in the Inspectional Services Bureau collects this data monthly. Each internal investigator is responsible for updating their assigned cases in a division-wide spreadsheet. The Administrative Assistant then double checks and verifies the information and forwards it to the Strategic Planning Coordinator.

## ***Motor Vehicle Operations***

### Performance Standard 1

Replace pursuit vehicles at 125,000 miles.

### Performance Measure 1

Measure the percent of pursuit vehicles operating in excess of 125,000 miles.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
37%	25%	25%

The motor vehicle operations measure documents the percentage of pursuit vehicles that are operating with mileage in excess of 125,000 miles. The purpose of this goal is to replace pursuit vehicles at 125,000 miles since the vehicles are driven at a higher rate of speed and the department needs to ensure the safety of its officers and the general public. Motor Vehicle management maintains a database in Edison called "Fleet Focus." The department can access Fleet Focus to see where cars are assigned and the current mileage of the vehicles. Monthly reports showing all vehicles assigned to each district are automatically generated to be used for the performance measure. The pool vehicles are subtracted from the report, which leaves the

number of pursuit vehicles. Each district's pursuit vehicles with more than 125,000 miles are counted and entered into a spreadsheet by the Administrative Secretary. The spreadsheet automatically generates the percentages of the number of pursuit vehicles for that district with more than 125,000 miles. The monthly performance reports are submitted to the District Captains and the command staff for their review.

***Major Maintenance***

Performance Standard 1

Maintain communication sites so that reliable radio coverage is provided for Tennessee Department of Safety and Homeland Security (TDSHS) law enforcement personnel.

Performance Measure 1a

Record the number of communication sites maintained and managed by TDSHS.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
42	42	42

Performance Measure 1b

Measure the percent of communications sites inspected a minimum of three times per year.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
95%	75%	75%

The major maintenance measures (Performance Measure 1a and 1b) document the number of communication sites maintained and managed by the department and the percentage of communications sites inspected a minimum of three times per year. Data is collected by the technician when he performs an inspection. The technician fills out a Site Inspection Report for each site and a Field Work Order for each transmitter inspected at the site. The information is recorded in a Microsoft Excel spreadsheet, and formulas automatically perform the calculations. The Radio System Analyst reviews the site inspection reports and sends the spreadsheet to the Strategic Planning Coordinator for quarterly review.

***Technical Services***

Performance Standard 1

Improve the timeliness, completeness, and accuracy of vital traffic records by increasing the percentage received electronically rather than by paper.

Performance Measure 1a

Measure the percent of Tennessee court records received electronically.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
38%	75%	75%

Performance Measure 1b

Measure the percent of crash reports received electronically.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
81%	75%	80%

The court records measure (Performance Measure 1a) documents the number of records received through the U.S. Postal Service and the number received electronically. Information Technology collects the information and forwards it to the supervisor of the Records and Ticket Unit. The supervisor calculates the percentage by dividing the number of court records that were received electronically by the total number of court records received. The compiled data is reviewed by the Strategic Planning Coordinator.

The crash reports measure (Performance Measure 1b) documents the number of reports received through the U.S. Postal Service and the number received electronically. The data is collected in a crash database. The supervisor runs a query to obtain the percentage, and this information is reviewed by the Strategic Planning Coordinator.

***Driver License Issuance***

Performance Standard 1

Provide service to customers in a professional, efficient, and timely manner.

Performance Measure 1

Measure the percent of driver service centers that processed applicants within 30 minutes of issuing a ticket from the queuing system.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
34%	45%	45%

Performance Standard 2

Increase the percentage of non-test driver license transactions conducted without requiring the customer to visit a driver service center.

Performance Measure 2

Measure the percent of driver license issuance transactions conducted via Internet, mail, or at a county clerk office.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
36%	48%	34%

The queuing system measure (Performance Measure 1) documents the percentage of applicants that are processed at the driver license center within 30 minutes of being issued a ticket from the queuing system. The measure is important to ensure that efficient and timely customer service leads to customer satisfaction. The measure is calculated by the Information Technology’s legacy computer system, which generates a report, “Wait Time Data by Station.” A simple count of the driver license centers whose average wait time is below 30 minutes is divided by the overall number of driver license centers. The information is reviewed by the executive leadership group, which includes the Commissioner, Deputy Commissioner, Assistant Commissioner, Director, Assistant Directors, Information Technology Director, District Supervisors, Branch Supervisors, Office of Strategic Planning, and CFG Group.

The driver license issuance transactions measure (Performance Measure 2) documents the non-test transactions conducted via Internet, mail, or at a county clerk office to show how much traffic is diverted from the driver license stations through an alternate avenue. The Strategic Planning Coordinator pulls and reviews data from the Driver License Activity Report, which comes from the driver license database. The total number of renewal and duplicate transactions processed through the Internet, mail, and county clerk’s offices is divided by the total number of renewal and duplicate transactions for that month.

***Highway Patrol***

Performance Standard 1

Reduce highway fatalities in Tennessee.

Performance Measure 1a

Measure the number of fatalities per 100 million vehicular miles traveled.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
1.38*	1.41	1.30

\*FY 2011-2012 fatality rate is based on preliminary calendar year 2011 data available as of June 13, 2012.

Performance Measure 1b

Measure the percent of time that THP is able to respond to fatal/injury crashes within 15 minutes.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
46%*	50%	50%

\*FY 2011-2012 response times based on first three quarters.

The fatality measure (Performance Measure 1a) documents the number of roadway fatalities per 100 million vehicular miles traveled to compare the rate with all other states. It is important to get this number as low as possible to complete the department’s mission, which is “to ensure that our state is a safe, secure place in which to live, work and travel; enforce the law with integrity; and provide customer-focused services professionally and efficiently.” The Fatality Analysis Reporting Division enters the fatal crash information into a database, which the Statistical Research Manager uses to obtain a report that gives the number of roadway fatalities. The vehicular miles traveled information comes from the Department of Transportation on an annual basis. The number of roadway fatalities is divided by the number of roadway miles traveled in 100 million.

The response time measure (Performance Measure 1b) documents the amount of time it takes for THP to respond to crashes. The Tennessee Integrated Traffic Analysis Network (TITAN) crash database collects the crash information, including the time THP was notified and the time THP arrived. The number of fatal/injury crashes responded to in 0 to 15 minutes is divided by all fatal/injury crashes responded to. The Statistical Research Manager pulls the information into a spreadsheet for the Strategic Planning Coordinator to review.

***Auto Theft Investigations***

Performance Standard 1

Offset operational expenses for auto theft investigations through proceeds obtained as a result of selling seized property.

Performance Measure 1

Measure the percent of operational expenses for auto theft investigations funded through the sale of seized property.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
4.9%	10%	5%

The Auto Theft Investigations Program is a very small program that accounts for proceeds from auto theft property forfeitures through the Uniform Administrative Procedures Act under Tennessee Code Annotate 55-5-108. Violators of this statute are subject to forfeiture of property, including vehicles used in such violations. The proceeds from these forfeitures and/or reimbursement of expenses the department incurs from the confiscation of such property is departmental revenue, which solely funds this program.

Monthly, the Fiscal Director collects the data from the revenues received through the Auto Theft Investigations Program. This information is compared to the expenditures of the Criminal Investigations Unit on the Edison Spending and Receipt Plan. The Strategic Planning Coordinator, the Major of the Criminal Investigations Unit, and the Budget Division’s Assistant Director review the information on a monthly basis. In addition, these individuals, along with

the Director of Financial Responsibility, meet quarterly via teleconferencing to assess the progress in meeting the performance measure.

***Office of Homeland Security***

Performance Standard 1

Train law enforcement and public- and private-sector officials in terrorism awareness, prevention, and protection, as well as response to terrorist-related events.

Performance Measure 1

Measure the number of public- and private-sector officials trained in awareness, prevention, and protection of terrorism, and response to terrorist-related events.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
6,395	5,000	5,000

There are several members within the Office of Homeland Security that provide training to law enforcement and public- and private-sector officials. These individuals are Regional Advisors, Fusion Center staff, and the Citizen Corporation Coordinator. The office measures the number of individuals that each member trains on a monthly basis. The training courses provide both law enforcement and citizens with the abilities and knowledge for awareness, prevention, protection of terrorism, as well as response to a terrorist-related event.

Data is collected by the Office of Homeland Security, the Information Systems Division, and the Strategic Planning Division. The number of individuals trained is provided to Strategic Planning on a monthly basis. Prior to June 2012, these numbers were submitted by the Office of Homeland Security each month. Beginning June 2012, the information is entered and stored in IMPACT (a share point program) and the Information Systems Division pulls a report monthly. The information is reviewed by the Assistant Commissioner, Deputy Homeland Security Advisor, Training Advisor – Office of Homeland Security (OHS), Commissioner – OHS, Deputy Commissioner of the Department of the Safety and Homeland Security, and the Strategic Planning Division.

***Motorcycle Rider Education***

Performance Standard 1

Increase enrollment in the Basic Rider and Experienced Rider courses.

Performance Measure 1

Measure the number of students enrolled in a certified motorcycle rider education course.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
8,911	7,800	7,800

Performance Standard 2

Ensure the quality of program instruction through annual site visits.

Performance Measure 2

Measure the percent of Motorcycle Rider Education Program (MREP) training sites inspected a minimum of three times per fiscal year.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
85%	75%	75%

The student enrollment measure (Performance Measure 1) documents the number of students who have participated in the MREP. The data is collected by the training sites and entered into the Customer Relationship Management (CRM) by each site's selected representative. The input is monitored on a daily basis and, reports are generated as needed by Safety Education Division's Administrative Secretary. The student total is calculated by adding the total number of students in each class. The Strategic Planning Coordinator reviews the calculations.

The MREP inspections measure (Performance Measure 2) documents the quality of instruction, the standardization of curriculum, and the testing for licensing. This is important in order to ensure that MREP delivers on the mission statement of the department (see the *Highway Patrol* section above). Quality Assurance Review (QAR) visits are scheduled by the Program Coordinator. Once completed, the QAR reports are entered into the CRM by the Rider Coach Trainer. The performance measure for the QAR visits is generated by determining the number of MREP training sites that were inspected at a minimum of three times during the fiscal year and dividing it by the number of visits required (three per site per fiscal year). The Strategic Planning Coordinator reviews the calculations.

***Driver Education***

Performance Standard 1

Increase public awareness of safe driving principles.

Performance Measure 1

Measure the number of safety education presentations held to promote safe highways.

Actual (FY 2011-2012)	Estimate (FY 2012-2013)	Target (FY 2013-2014)
3,080	3,500	3,500

The Safety Education Division is charged with increasing public awareness of highway driver safety. The safety education presentations measure (Performance Measure 1) documents the number of safety education presentations that were held to promote safe highways. Special Programs personnel in each district collect this information. Any event held or attended by Special Programs personnel is entered into TITAN as a "Special Program Event" on a monthly basis. The Administrative Secretary runs a "Trooper Activity" report in TITAN to calculate a total of all events held each month for each district. The totals are then added to calculate one total number of events held in all districts. The result of the calculation is forwarded to the Strategic Planning Coordinator for review.

### APPENDIX 3

#### Revenues and Expenditures Information

##### Revenues

Obtained from [www.tn.gov/financial/bud/budgets.shtml](http://www.tn.gov/financial/bud/budgets.shtml)

##### Statement of Revenues Revenues by Source For the Fiscal Year Ending June 30, 2012

<i>Source</i>	<i>Amount</i>	<i>% of Total</i>
State	\$111,269,500	67%
Federal	7,492,000	5%
Other*	46,746,600	28%
<b>Total Revenue</b>	<b>\$165,508,100</b>	<b>100%</b>

\* Other sources include fees, interest, contracts with other state agencies, and program reserves.

##### Statement of Expenditures Expenditures by Program For the Fiscal Year Ending June 30, 2012

<i>Account</i>	<i>Amount</i>	<i>% of Total</i>
Administration	\$8,646,600	5%
Motor Vehicle Operations	10,945,500	7%
Major Maintenance	-	0%
Technical Services	6,287,500	4%
Driver License Issuance	39,943,800	24%
Highway Patrol	96,196,300	58%
Auto Theft Investigations	8,500	0%
Office of Homeland Security	2,834,200	2%
Motorcycle Rider Education	489,300	0%
Driver Education	156,400	0%
<b>Total Expenditures</b>	<b>\$165,508,100</b>	<b>100%</b>

**Budget and Anticipated Revenues  
For the Fiscal Year Ending June 30, 2013**

<i>Source</i>	<i>Amount</i>	<i>% of Total</i>
State	\$125,310,600	68%
Federal	9,276,400	5%
Other *	49,541,500	27%
<b>Total Revenue</b>	<b>\$184,128,500</b>	<b>100%</b>

\* Other sources include fees, interest, contracts with other state agencies, and program reserves.

**Statement of Expenditures  
Estimated Expenditures by Program  
For the Fiscal Year Ending June 30, 2013**

<i>Account</i>	<i>Amount</i>	<i>% of Total</i>
Administration	\$9,164,600	5%
Motor Vehicle Operations	12,451,100	7%
Major Maintenance	10,000	0%
Technical Services	7,818,300	4%
Driver License Issuance	43,713,400	24%
Highway Patrol	103,809,500	56%
Auto Theft Investigations	350,000	0%
Office of Homeland Security	5,891,000	3%
Motorcycle Rider Education	569,100	1%
Driver Education	351,500	0%
<b>Total Expenditures</b>	<b>\$184,128,500</b>	<b>100%</b>