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Privatization of
Drivers License Issuance

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INTRODUCTION

In recent years, the government, at all levels, has been forced to be more creative at effectively performing its duties. The economy and public distrust caused by the public's perception of excessive taxation and the "inefficiencies" of government have resulted in fewer personnel and reduced budgets. The expression "More for less" has become the motto of many governing bodies. Government agencies are constantly evaluating themselves to determine if the functions performed are a necessary government function. Some are finding that their functions can be performed by private contractors as well as or better than the government agency.

Abraham Lincoln stated that the "legitimate object of government is to do for a community of people whatever they need to have done, but cannot do in their separate and individual capacities."¹ Good public spending advances the material or moral goals of the citizenry. Bad public spending due to politics, unwise or self-interest legislation is wasteful and exploitative, setting into motion resource flows that are inefficient, unfair or both.²

Privatization has been suggested as a way to reduce the scale of government and shift responsibility for coping with public needs to the private sector³. A second but related development is to maintain the functions within the government but, reduce cost and increase competitiveness through the use of paraprofessionals.

This is commonly referred to in policing as "civilianization". For example, in law enforcement, cost have been reduced by replacing commissioned peace officers with civilian employees in certain duties.

One government function, drivers license issuance, is an ever increasingly important part of life for all citizens. The responsibility of issuing a drivers license has usually been assigned to the government. This is largely because the government is also given the overall responsibility of public safety. Each state delegates this activity in a manner the state feels best serves the needs of the public.

The 72nd Texas Legislature, 1991, was facing a deficit due to decreased oil and tax revenues. Drivers license issuance was one of many functions where budgets were decreased to balance the budget. The Legislature proposed large savings by reducing the commissioned peace officers assigned to the drivers license issuance process. Two hundred eleven (211) commissioned officers where replaced by lower paid civilian employees. The result was intended to save the State of Texas sixteen million dollars over four years.⁴

The objective of this paper is to review the history and potential privatization of the Texas drivers license issuance process. This research will attempt to answer whether troopers, civilians, a private firm or a combination of any of these options is the most

efficient way to issue a drivers license in Texas.

First, the traditional government run issuance process will be reviewed in detail. This will include a general overview to describe the required duties, as well as, the history of drivers license issuance in Texas. Next, the possible application of technology will be discussed. Last, the possibility of privatizing the process will be analyzed. This includes a review of research available on privatization and privatized businesses or services.

Although the objective is to focus on the Texas process, data from other states will be used to reveal the overall drivers license function.

DRIVERS LICENSE OVERVIEW

DRIVERS LICENSE RESPONSIBILITIES

The Texas Department of Public Safety (DPS) is among other things, responsible for competent drivers. The Drivers License Service within DPS, is specifically charged with the responsibility to insure the competency of Texas drivers. This responsibility includes pre-licensing testing, driver improvement and control and the unlicensing of problem drivers. Assigned personnel examine new drivers, determine the eligibility of renewal applicants and attempt to improve or "unlicense" problem or unsafe drivers. Specifically, these duties are to:

1. Interview applicants, give information, provide forms.
2. Determine legal needs, check and notarize forms.
3. Conduct prescribed test;
 - a. vision
 - b. knowledge of road signs
 - c. knowledge of road rules
 - d. skills (driving) test
4. Drivers License issuance.
 - a. observe physical and mental condition
 - b. photograph, collect signature and thumbprints
5. Retesting for drivers.
 - a. problem drivers
 - b. unsafe drivers
6. Safety inspection of vehicles for driving test.
7. Evaluate and communicate weak driving skills.
8. Renew and issue duplicate Drivers License.
9. Give oral test for applicants that can't read.
10. Driver improvement
 - a. Retest
 - b. Comprehensive test
 - c. Testify in court for the State.
11. Collect fees.
12. Account for all fees- reports.
13. Deposit all fees .
14. Submit reports with accurate statistics.
15. Certify documents and information.

16. Assist applicants in clearing drivers license.
 - a. Safety Responsibility violations.
 - b. DWI or DUI suspensions.
 - c. Any other suspension, revocation or denial.
17. Counsel with drivers in danger of suspension
18. Register voters.
19. Register organ donors.
20. Sell motor vehicle inspection stickers.

In addition to the above duties, commissioned officers assigned to the Departments Drivers License Service perform the following duties:

1. File criminal complaints for law violations.
 - a. Drivers license law violations.
 - b. Criminal charges.
2. Testimony in court
3. Serve warrants.⁵

The following additional duties were added during the most recent legislative sessions:

1. Deny renewal for non-payment of child support.
2. Work with Drivers Education Schools that issue instruction permits to students.
3. Distribution of voter registration cards.

DRIVERS LICENSE HISTORY

The first systematized traffic code, two pages long, was introduced in New York in 1903. This traffic code was based on a study by William Phelps Eno. Mr. Eno stated that his study was based on common sense. The code established rules for passing, yielding the right of way, and set the basic hand signals. Mr. Eno traveled to Paris, France where he installed his system. Gradually, his system was accepted in America and the rest of the world.⁶

The first drivers license laws were passed in 1903 in Missouri and Massachusetts. The first Drivers License examination was in 1907 in Massachusetts. This examination was for a chauffeur (for hire) license. The first regular operators drivers license was issued in 1908 in Rhode Island. However, some of the states did not require a drivers license to operate a motor vehicle until 1954 ⁷.

In 1930, twenty eight states did not require a drivers license of any sort. Among the states that did require a drivers license, there was no issuance standard. For example, South Carolina permitted twelve-year-olds to operate motor vehicles. Other states required older ages. Furthermore, there was no standardization among the states for enforcing the motor vehicle traffic or drivers license laws. ⁸

Texas created the Department of Public Safety (DPS) in 1935. The first Texas drivers license law was passed in 1935. The law went into effect in 1936. Originally, the tax collectors in each

county were responsible for collecting fees and issuing drivers license. There were no examinations required. In 1937, the Texas Legislature amended the 1935 law and required a written test and a skills or driving test. The first examination in Texas was given in 1937 when the DPS was given the responsibility of licensing drivers.

Thirty-two highway patrolmen were initially assigned to administer the drivers license examinations statewide. These patrolmen were assisted by other patrolmen and clerical personnel.⁹ In 1941, the Drivers License Service was created. The original thirty-two patrolmen increased to sixty specialists in the field of drivers licensing.

The Service was moved under the Traffic Law Enforcement Division during a major reorganization in 1957. From 1957 to 1985, all examiners were troopers (commissioned peace officers). These troopers were trained in the same academy as all other troopers and wore the same uniform as the highway patrol trooper. However, they were not issued sidearms until 1971.

In 1937, when Texas Department of Public Safety began its Training Academy, training was divided into two Parts. All troopers completed the same Part One. Part Two consisted of specialized training for the service the trooper was assigned. In 1962, the Academy was combined into one all field services basic recruit school. All troopers attend the same school.

During the 1950's, a few civilians were hired as clerks to assist the troopers. In 1968, when the drivers license was required to include a photograph, more civilian clerks were hired. The number of civilian clerks increased as the population grew and the demand for non-examination clerical activities such as license renewals and duplicates increased.¹⁰

From January 1, through December 31, 1985, a pilot program was conducted using drivers license technicians as examiners instead of troopers. In the preliminary evaluation, it was stated;

"if for economic reasons changes must be made, I believe that a limited number of civilian examiners can be used in our larger offices without completely upsetting our program."

By 1987, The Department had filled forty-nine examiner positions with civilians.¹¹

In 1991, the Drivers License Service consisted of seven captains, fourteen lieutenants, fifty-four sergeants, three hundred fourteen troopers, eighty-one civilian examiners and four hundred sixty nine civilian technicians. ¹²

As of April 1995, the Drivers License Service had seventy-five commissioned supervisors, one hundred twenty three commissioned troopers, three hundred twenty civilian examiners and four hundred

seventy four civilian technicians.

Presently, all states require motor vehicle drivers to pass a written or oral test, a vision test, and a driving test before a license can be issued.¹³ However, some tests are waived upon successful completion of a drivers education course or when presenting a valid drivers license from another state.

The drivers license was originally considered a privilege granted by law with no inherent right. However, court decisions over the last few years have defined the drivers license as a right, liberty or entitlement which may only be withdrawn with due process of law.¹⁴

Driver licensing for the first time is considered a rite of passage; a "Ritual".¹⁵ Teenage boys and girls anxiously await their sixteenth birthday because the long awaited drivers license becomes a reality. It is a symbol or milestone of becoming an adult. Leon Mandel stated that men worship women and cars from afar. When young men reach puberty, the drivers license and the car are an expression of himself in the courtship of a potential spouse.¹⁶

Throughout the United States, the drivers license issuance process is handled in several ways. First, commissioned peace officers; state officers, sheriffs office deputies or local police departments test applicants and issue drivers licenses to

citizens. Second, some states use civilians to test and issue drivers licenses. Third, commissioned peace officers and civilians work together to test applicants and issue drivers licences. Last, private companies, "third-party testers" have tested the citizens and then referred the applicant to the state controlled drivers license issuance agency.

Texas first drivers licenses were, at no charge, issued in 1938. This license was good for one year. A duplicate for change of name, address or lost license was twenty five cents. In 1941, the drivers license was divided into Operator, Commercial and Chauffeur. This standard remained unchanged until 1984 when the classified system (Class A, B, C, M) was implemented. In September, 1991, Texas began issuing a Commercial Drivers License in compliance to the United States Commercial Motor Vehicle Safety Act of 1986. Appendix C contains a schematic of the classified system vehicle breakdown.

In 1938, the minimum age for issuance was fourteen. This changed to fifteen in August, 1967. The validation period for the drivers license changed over the years from one year to four years. The fees have increased over the years from no fee for an original to \$16.00 for a non-commercial Class C (regular drivers license) and \$40.00 for a Commercial Drivers License (CDL - Class A,B,C)) A chart of the license types and fees is found in Appendix A.

In Texas, the drivers license was first issued without photographs. They were multi-part postcards. Information was handwritten on the card. The drivers license contained a place to record court actions. The first and second traffic conviction resulted in a judge taking the appropriate "conviction" card and mailing it to the Austin Headquarters. After three convictions, if the trial judge suspended the drivers license, he would mail the license to the Austin Headquarters.

The drivers license was eventually reduced to a single postcard type license. By August, 1968, the drivers license included a color photograph and was laminated. The applicants data was typed on a card with a typewriter. The card and applicant were photographed using a special camera. This photo was used to process the drivers license. In October 1985, Texas began using computers to support the issuance. This Distributed Drivers License (DDL) System recorded the data and typed the data card locally. The same type camera was used to capture the data card and applicants photo on film. The drivers license was processed from this film. The data was transmitted to a database in Austin.

In January, 1995, a digital imaging processing was implemented by the Texas Department of Public Safety. The conversion will take some time to complete. This processing system allows the digital photograph, thumbprints, and signature to be captured by the computer. This data can be retrieved at a later time. Appendix B contains samples of some Texas Drivers License.

The 1995 Texas Legislature passed Senate Bill 964 which allows a drivers education school (third party tester) to give the written signs and rules test and the vision test to students in drivers education courses. The final procedures for the practice and implementation of this bill are not yet finalized. Therefore, it is too soon to determine the exact impact on the drivers license issuance process. This bill (SB 964) is the first real attempt to "privatize" the Drivers License issuance activity.

REVIEW OF RESEARCH AND PRACTICES

The use of commissioned peace officers, civilian employees or private entities for the issuance of drivers license has not been researched in the past. Therefore, we must attempt to use the research done in other areas and then try to relate these findings to the drivers license issuance process.

There is research in private prisons and waste disposal. The data in these areas and other areas of privatized activities may be used to predict what may occur in the area of drivers license issuance.

Normal expenses such as payroll, office supplies, utilities, liability insurance, rents, equipment, leases, etc. would be similar for all businesses. Also, questions as to personnel, liability, management, and administration would be similar in some

private and government run businesses.

PAST DRIVERS LICENSE DATA

In 1900, the population of Texas was a little over three million persons. Presently, the population is approximately sixteen million people; with approximately fourteen million licensed drivers. The population and licensed drivers are expected to continue to grow at 2 percent per year¹⁷.

The Texas Department of Public Safety Inspection and Planning Division has calculated that the working ratio should be one employee per each 10,000 licensed drivers in order to maintain good quality of service for the public¹⁸. This indicates that there should be approximately 1,400 DL employees for the licensed drivers of the State of Texas. There are presently 992 DL employees in Texas.

In 1990, the Texas Comptrollers Office predicted that by eliminating 211 Trooper positions, the State would save 16 million by fiscal year 1996.¹⁹ However, a four year savings of 2.6 million has been observed in the area of salaries, benefits, gasoline and per diem.²⁰

The actual savings from the elimination of the Troopers is predicted to be 9.3 million over 5 years and not the 16 million predicted by the Texas Performance Overview by the Texas

Comptrollers Office²¹.

The 1968 Model DOT Highway Safety Program stated that the licensing of drivers was equal to enforcement and highway engineering. Drivers license issuance is stated to be equal to or more important than 15 other traffic safety programs.

A "job evaluation study" by Mickeye Hester in 1984 found that the Drivers License Trooper performed a wide variety of duties. This position did not meet the definitions in the U.S. Department of Labors Dictionary of Occupational Titles for DL Examiner. The Troopers could not be replaced one on one by civilians. In addition, the civilian Examiner would have to be paid more money to do that part of the duties that a Trooper had done. This would reduce the benefit of replacing the Trooper and would reduce the work capabilities of the Drivers License Service²².

Based on personnel statistics, the replacement rate for Troopers is 11 percent. The replacement rate for Examiners is 24 percent²³. The career opportunities for Examiners are limited.

On the National level, drivers license issuance is performed differently in different states. The summary of states is:

<u>Examiners</u>	<u>Peace Officers</u>	<u>Both</u>
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The six states that have only peace officers have full law enforcement powers. The eight states with combined examiners and Troopers have limited enforcement powers because usually the commissioned peace officers are the supervisors. The supervisors must take all enforcement action. Six states allow the civilian examiner to take limited enforcement action and twenty five states have no enforcement action by the civilian examiners. There are thirty-seven states that use civilian examiners to administer examinations.²⁴ (State comparison in Appendix D)

Driver improvement is handled by suspending the drivers license, enforcement by other agencies or by hearing officers whom are attorneys.

West Virginia returned from a combined Trooper-Examiner system to a Trooper only system in 1990. Eight states, including Texas, have gone to a Trooper-Examiner combination.

Some states, such as Texas, have the Department of Public Safety responsible for issuance. Some states use another state agency such as the Dept. of Revenue or the Dept. of Motor Vehicles for this purpose. Other states use the County offices, Sheriffs office or local Police Dept.

RESEARCH OF PRIVATIZATION

DEFINITIONS:

PRIVATIZATION is defined as "the practice of delegating public duties to private organizations".²⁵

CONTRACTING OUT is the most commonly used form of privatization. This is when the government purchases goods and/or services from the private sector. These needs are used by the government or by citizens served by the government. A common use of contracting is the temporary acquisition of specialized skills such as those of an architect. The services are needed for a temporary time and therefore, a full time staff is not necessary nor justified. This can also be for services or items that will be needed for a long period of time, but the services or items may be provided cheaper by a contractor.

VOUCHERS, such as food stamps, Medicaid and Medicare provide subsidies to consumers for the purchase of specified goods and services. This leaves to the consumer the choice of where to spend the money.²⁶

FRANCHISES are when a private entity is given the rights to work in a geographical area; such as an electric company. This is usually when the service will be provided for a long period of time and the consumers of the product pay the private provider directly. The prices must remain competitive. Usually, there is a "regulator - regulated" relationship between the government and

the private company.

GRANTS AND SUBSIDIES are used to help private companies provide a service when otherwise, there would not be enough business in the area to support a business or service that is needed. This could be a utility in a low population area or a zoo or a cultural recreational center.²⁷

LOAN GUARANTEES, such as (FHA) Federal Housing Assistance, college student and small business loans, are when the government insures lenders against losses on loans that they make for a specific purpose or to a specific group of people. The loan is actually made by a mortgage company or the local bank.

VALUE PRINCIPLES are the values that a culture cherishes and build into an institutional structure for creating and distributing wealth. The capitalist culture uses three types of value principles: voluntaryism; price system and government.

1. Voluntaryism is when people give of themselves and ask for nothing in return.
2. Price system is when one person receives something he wants and exchanges another person something that person wants in return.
3. Government adds to the last scenario by saying we have the authority to help achieve something by collectively paying for goods or services that we mutually want and as individuals can not

do by ourselves.²⁸

PRO-PRIVATIZATION RESEARCH FINDINGS:

Privatization is not a new idea. In reality, privatization has been around since Bible times. The Romans paid certain Jews, by commission, to become "tax collectors" in Israel. In early America, tax collection, the original Secret Service, reporting and publishing congressional and Supreme Court journals, mail delivery and prisons were contracted to private entities.²⁹ Some activities one might believe are government originated were actually privately started.

Privatization became more popular since President Ronald Reagans' administration in the 1980's. President Reagan made privatization a major goal and used the idea to justify major domestic budget cuts, propose user fees and to increase the use of contracts with private entities to help government agencies. He also sold "Conrail", a government owned railway to stockholders.

The National Academy of Public Administraion (NAPA) states that privatization is suppose to lead, if not to a "withering away of government", then at least to a significant reduction in the need for public management.³⁰

One factor in support of Privatization is competition. The use of competition should reduce cost and increase efficiency. If

several companies bid for a contract then this purpose can be achieved. There are instances when a government entity, such as trash disposal, has bid against a private company and then provided a better service for the money than the private company.³¹

Harvey Leibensteins theory of "x-inefficiency" states that all organizations, no matter how sensibly designed when they start , are prone to gradual loss of discipline and rationality. This can result in excessive regulation by the government while trying to maintain quality control. This also supports the ideal that a private owner will strive to maintain a higher level of discipline and therefore, make more profit, while the government will become less productive .³²

ANTI-PRIVATIZATION RESEARCH FINDINGS:

Privatization presents management challenges. It changes the role of government from "doer" or "implementor" to "overseer". It may or may not maintain competition. It requires a new level of management skills to maintain quality product or service when the only control power is contained in the actual contract. This power may or may not be enough to keep a private business producing a quality product or service. There is a possibility of corruption when dealing with contractors.

When a private company used to provide a product or service

provides quality that is not sufficient, who is liable? The lines of accountability and liability are not clear when government and private entities are involved. The government will be held accountable by the citizenry, but in reality, the government may not have the power to correct the problem without changing contractors and/or litigation. In an effort to negate Harvey Leibensteins theory of "x-inefficiency", the government organization operates according to general rules which are more or less stable, more or less exhaustive and can be learned. The government employee follows these rules "as if the order agreed with his or her own convictions".³³ When government is given a responsibility, the characteristics of bureaucracy provide accountability by;

1. Duties are clearly defined.
2. Authority is delimited and hierarchical.
3. Procedures; rights and roles are formalized.

Government must learn to specify what they want from contractors; maintain accountability and maintain a competitive pace for public and private firms to follow. The benefit of contract competition is not effective if only one company bids for the contract. Paul Starr suggest that privatization may save money in some instances. He also contends that it doesn't matter whether private firms or public agencies perform the function, tax dollars are raised to pay the bill.³⁴

The problem with vouchers is that the service or goods must be reduced or the total persons granted the privilege of having the vouchers must be limited to allow for the cost of processing the vouchers.³⁵

CONCLUSIONS:

The (NAPA) National Academy of Public Administration made suggestions to create and maintain an efficient privatization plan. They proposed:

1. Build a sound legal framework which puts the burden of proof on those seeking exception to the rule.
2. Assign responsibility to define who is overseeing the design and management of privatized activities.
3. Work to improve management.
4. Upgrade training and personnel to meet the new demands of management.
5. Work to ensure the best quality of service at the lowest cost.
6. Continue a research program to maintain efficient and current management and service.

Privatization is not a catchall. Government must learn to do the right things and not just do things right. Then, when choosing between public or private, they must consider finance and performance. Should the items or service be paid for by the individual or the public funds? Should the service or product be

performed by public or private entities.³⁶

DATA ON PRIVATIZED BUSINESS

Mr. Thomas A. Turk, Ph.D. stated that there are keys to effective strategies. When considering a business, a person should ask several questions about the proposed business or idea.

1. Will I provide a benefit to the customer.
2. How will I save the customer money.
3. What can I do for the customer that they
can not do now.
4. Who else provides this business.
5. How does my service differ from the
competition.
6. Can anyone else do what I am doing now.
7. What capabilities do we have that our
competitors do not have.
8. Is this feasible considering our financial,
human, and other capabilities.
9. Are we organized in a manner to perform
these services efficiently.³⁷

Any business that is unable to perform or meet these concerns could be headed for failure. Therefore, study and consideration of businesses that have been privatized is important for determining whether or not privatization can be successful in driver licensing.

GARBAGE COLLECTION

The first business to evaluate is garbage collection. The goal is easy to define; "Pick up the garbage and take it away". There is a public demand for the service. Quality of service can be monitored. Start up cost for the business is not massive and it doesn't require an esoteric knowledge. Private collection companies are used in two-thirds of Americans cities. The required work force is small with modest qualifications for each company. The company can offer higher salaries for less qualified employees than most cities. Also, most private companies don't have to wait on bureaucratic budgeting and will invest in modern equipment and technology. This reduces cost to the company.

Public sanitation crews must usually meet basic job qualifications. They are usually salaried and receive other benefits. Some cities have qualifications which enable the employee to work in more than one area, such as an early morning security guard. However, some public works become informal welfare services when an unqualified person is employed or an employee is transferred to garbage collection to maintain the person on the payroll until retirement.

When evaluating the job, it was discovered that cost was raised when certain types of service was performed. Garbage pickup more than once a week increased cost by one-quarter. Back yard pickup

rather than curbside pickup increased cost by one-third.

The different garbage collection options were evaluated. First, the public sanitation department was utilized and cost was figured. Second, the municipality contracted for the citizenry. Third, the consumers contracted individually from providers in their area and last, a company was given a franchise and regulated by the government.

It was discovered that consumers got the best price when the municipality contracted the service. Thoughts as to why this was more economical than open competition is:

1. Private competitive firms may be just too small to be efficient.
2. Lack of information for consumers.
3. Competitive firms have billing and collection cost while public works are paid from general tax revenues.
4. Rivals in the same area lose the "economics of contiguity". They may have only a few consumers in a large area.

The public reduces cost by doing part of the work; bringing the garbage to the curbside. Therefore, private companies are visible and are held accountable by the public whom serves as the watchdog for the service.³⁸ They can be replaced if service fails.

DEPARTMENT OF DEFENSE

The DOD, Department of Defense, uses private suppliers to a large degree. The General Accounting Office audited twenty contracts to determine if cost were inflated from contract totals or if the work was done as contracted. They found that most contractors worked according to the contracts. There were a few contractors that did not provide the service to the military standards. There were a few contracts that were ambiguous and vague which resulted in higher cost than the original contract bid.

However, in 1988, such fraud as the inflated hammers, toilet assemblies, etc. became well known and gave the appearance that the government was spending too much money. The fraud was estimated to have cost the government 40 billion³⁹ dollars. Settling legal claims and transitions was a major cost increase for the contracting process.⁴⁰

Unemployment compensation was not a problem. The public workers affected by contracts were reassigned to other duties, voluntarily retired or were hired by the contractors to do the same job they had been doing in the past. However, these employees that were hired by the contractors did receive less pay, less benefits, less desirable work schedules and working conditions. The bulk of the savings for the government was at the expense of the employees.

The DOD determined that the main complaint against the contractors

was that the cost was too high; the system delivered too little; and there was a lack of accountability. The problems with the contracts were; they were incomplete; they fragmented competition and they had limited sanctions.⁴¹

OFFICE CLEANING

The General Services Administration found that for office cleaning, the basic difference was the labor cost. The private companies purchased newer, more efficient equipment and updated procedures. This reduced labor cost.

FIRE PROTECTION

Rural-Metro Fire Department contracts with the government for fire protection. This company was able to work at \$4.00 per capita compared to \$7.00 per capita for a municipal fire department.

Factors that helped Rural-Metro save money are:

1. They were able to spread overhead cost to the city and the county rural areas.
2. The management was continuously updating technologically and management policies.
3. They utilized volunteer help to handle emergencies requiring extra personnel.
4. They designed and built some of their own specialized equipment.⁴²

UTILITIES

When evaluating water and electrical utilities, the research shows that unlike garbage collection, where population and distances did not make a difference, water and electrical utilities were affected by population, distance. In addition, cost of production made it harder to compare public versus private. A more detailed evaluation must be made of cost. The American Water Works Association and the Federal Power Commission both state that private and public utilities are basically the same. The ability to stay in business is due to a "natural monopoly". Therefore, the utilities are regulated and limited to a maximum and minimum profit per capital spent. 43

MUNICIPAL/PRIVATE COMPARISON

Barbara Stevens, an economist, studied the 10 county area of Los Angeles and the surrounding cities. She compared municipal and private firms in the basic areas of street cleaning, janitorial, trash collection, payroll, traffic signal maintenance, and tree maintenance. She found that the private firms were more cost efficient. She also found that the quality of both groups was good and equal. The basic difference in the cost analysis was technology and managerial procedures. The private firms used better equipment and maintained the equipment themselves. The primary difference in management was shown to be that the private supervisors could terminate the employees, while the municipal

supervisors could not. The private firm used more incentives while the municipal agencies were limited. There was an apparent increase in absenteeism among municipal workers compared to private employees.⁴⁴

PRISONS

The prison system is needed for the good of society. There is a higher demand for more prisons each year. Therefore, due to overload and court ordered mandates, government has looked to private companies for help in building and maintaining prisons.

One argument against private prisons was the "ethical" issue in regards to whether the private firms qualified as the "agent of the state". A ruling answered the question by stating that the care and maintenance of the prisoner could be done by a private firm just as good as a "symbolic" agency.⁴⁵ Besides, several services, such as food, medical, transportation and maintenance was already being contracted in several prisons.

There appears to be two ways to cut cost. One, by using fewer resources and two, by paying less for labor. Therefore, the scope of private firm involvement seems to concentrate on innovation and efficiency improvements; measurement of quality to ensure accountability and the vulnerability to manipulation and distortion of public demand for correctional services.

On the question of liability, the courts have indicated that "both private providers and contracting governments will be subject to Section 1983 liability".⁴⁶ The private prison was not in violation of the constitution but, the government was still in charge of the detained prisoners. The government has little or no relief from liability in prisoners rights suits. However, there can be significantly reduced direct control by the government over conditions of imprisonment due to contractual limits in private prisons.

SUMMARY

The key points learned from this research indicate that a business must be able to earn a profit, while providing a service or need that is in demand. The management must be innovative and not afraid to invest in new equipment and technology as it becomes available. Management must be able to reward good behavior in employees and punish or terminate employees for inappropriate behavior. The ability to reward and punish or terminate employees gives private firms an edge on labor cost. Performing a quality service and advertising to let customers know how they benefit from your services or products is vital.

TEXAS SURVEY RESULTS

Since government officials are elected to carry out the desires of the public, the public should be asked what these desires or needs

are in the area of drivers license. The Texas survey (Appendix E) was distributed to eight drivers license offices in Texas (Appendix G). A total of two hundred surveys were given to citizens to voluntarily give their opinions on the issuance of drivers license. A total of one hundred ninety seven surveys were completed and returned. The results of the survey (Appendix F) are shown in percentages.

The drivers license issuance activity is considered part of the comprehensive highway safety program. The integrity of the drivers license document depends upon the issuing entity and the public trust of the issuance process. The Texas survey shows that fifty-one percent of the citizenry believed that the integrity of the program has been decreased due to the removal of commissioned peace officers. In addition, fifty-seven percent of the citizens believed drivers license issuance should be conducted by commissioned peace officers.

The Texas survey indicated that sixty-four percent of the people wanted drivers license issuance performed by government entities rather than private companies. Forty-five percent of the people stated that the government would give them better service than a private company. Eighteen percent stated private companies would give better service and thirty-seven percent were undecided.

The issuance process presently provides for a way to apprehend known criminals that are applying for a drivers license. Also,

any applicant that makes a false statement or uses false documents while applying for a drivers license will be questioned and possibly charged by commissioned peace officers. The Texas survey showed that seventy-five percent of the citizenry believed that a commissioned peace officer should be present in a drivers license office for criminal activity. Removing commissioned Troopers from the Service could ultimately result in privatized issuance and therefore, diminish the DL program to little more than a revenue collection program for the state.

Six states allow civilain examiners to have limited police powers. When asked about this possibility in Texas, forty-one percent of the persons stated that they did not believe that non-police personnel should have police power. This is not a majority, however, it is the largest portion of the persons giving an opinion on this matter. Thirty-four percent stated "yes" and twenty-five percent stated "undecided". This opinion was reinforced by the fact that fifty-nine percent of the persons stated that civilians should not be involved in court hearings for criminal charges.

When asked if the examiners should be wearing a distinct uniform, forty-two percent stated "yes"; forty-five percent stated "no" and thirteen percent were "undecided".

Administrative hearings have been part of the drivers license issuance procedures for "unlicensing unsafe drivers". Troopers

represented the Department in these cases before a magistrate. After the loss of two hundred eleven troopers, civilian examiners were used in court hearings. Some magistrates have refused to use civilians in their court. Other magistrates have conducted business as usual.

In the initial study for use of civilian examiners, it was found that "most judges who conduct the driver's license suspension and administrative hearings advise that they prefer that an experienced uniformed trooper represent the Department."⁴⁷ When the civilians would interview a person for medical situations, their authority was questioned by the licensed driver being interviewed. A survey was given to applicants taking a driving test. Some of the persons were tested by troopers and some were tested by civilian examiners. "The survey seems to indicate that the public would prefer to be tested by a trooper; however, due to the limited response this determination is not conclusive."⁴⁸ In the final recommendation, Inspector Cowan stated that examiners should be used in clerical activities and driving test. He continued that the troopers should represent the Department in court activities.⁴⁹

The current Texas survey showed that forty-nine percent of the people believed civilians should be used in suspension hearings and fifty-four percent believe civilians should be used for hearings relating to incapable or unsafe drivers. This shows an attitude shift toward the civilian examiners in the non-criminal

court activities.

The administrative license revocation (ALR) system was implemented January 1, 1995. This system uses state attorneys to represent the Department of Public Safety in (DWI) driving while intoxicated cases. In the future, all hearings before a magistrate could be done with state attorneys.

All written and driving test were given by troopers. When the Department began hiring DL technicians, they assisted by giving written test. Finally, examiners assisted in both written and driving test. In the past few years, due to the commercial drivers license and understaffed drivers license offices, the Department of Public Safety began waiving test in certain circumstances. Beginning drivers, under eighteen, successfully completing drivers education could waive the driving test. An applicant from another state with a valid drivers license could waive the written and driving test upon surrendering the out of state license. The Texas survey indicated that upon successfully completing drivers education, seventy-five percent of the persons believed the written test should not be waived. Also, seventy-nine percent believe the driving test should not be waived.

TECHNOLOGY

The drivers license has been accepted as the standard of identification by most people. In addition to the immediate

benefit of driving a vehicle, the drivers license is used for identification by businesses for financial transactions, security checks, etc.. This public trust in the integrity of the drivers license demands that the document be as accurate as possible. The use of new technology can reduce cost, increase service and credibility of the drivers license. Since the drivers license is accepted as a valid and standard form of identification, the method of verifying identification and the integrity of the agency and personnel issuing the drivers license is of great importance.

One advantage that private industry has over public services is the ability to buy, create or modify technology and the equipment that is used to perform the function desired. This change can be done in a quicker time frame than the normal legislative budget process that is required for public services. The technology can be obsolete by the time the legislature approves the budget requested by public services.

The original drivers license was hand written. The typewriter increased capabilities and therefore, increased output. Then, the photographic and laminating processes were added. By introduction of the computer, processing was faster. The ability to transmitt data to distant locations via modems allowed records to be maintained in a central database. Processing was quicker, service was better and records were more accurate and up-to-date.

Presently, digital imaging is the trend that Texas and all other

states are moving towards. The digital process electronically stores photographs, signatures and fingerprints in the central database. This process and a better quality drivers license document is intended to make the drivers license more difficult to duplicate or alter. The fingerprints will help to provide safeguards against fraud by identifying the applicant at the time of issuance. The fingerprints can also identify known criminals for apprehension while they are at the drivers license office. The signature can be stored and used for comparisons at a later time. The photograph of the person can be retrieved from the central database to compare with the person standing before the drivers license employee. This immediate identification will help insure an accurate document. This could also open the door for "instant issue". The Texas survey indicated that sixty-three percent of the people would prefer instant issue at the drivers license office.

The immediate and accurate identification of an applicant has created a demand for a "unique identifier". Several ways of identification are being considered. The most accepted method of identification is the fingerprint. The computer records key points of the fingerprint and saves the data digitally. These key points are used for comparison when needed.⁵⁰ The fingerprint uses a large amount of computer memory. The "eye retina scan" uses infrared light to photograph and record the capillary pattern in the eye. This pattern is unique to each person just as the fingerprints are unique to each person. This data is converted to

a computer code. It takes six times less computer bytes to record the eye scan than the fingerprint.⁵¹ Engineer Peter Tal has proposed a mathematical formula to produce a "face scan" for use on drivers license, passports, etc. This formula takes dark spots of the face and converts the information into a digital code that can be placed into a barcode on the document.⁵² A "hand scan" works the same way.⁵³ Congress is presently considering a bill that would use a "hand scan" code on an identification card for employers. This is intended to fight illegal immigration into America. A member of Congress stated that this identification card could later be used as a "universal identification card"⁵⁴. The "unique identifier" is vital to help reduce fraud in credit cards, hot checks, thefts and other areas.

Computers have increased the capabilities of data collection and retrieval. However, while copper wire transmits electrical signals and is limited by "noise" or interference and speed; fibre optics are made of glass and use signals of light to transmit data. In the future, the "superhighways" will provide faster, more accurate data transmittal. One optic fibre can transmit the equivalent amount of information in a medium sized city library in one second. It could transmit 240,000 pages half way around the world in one second.⁵⁵ This would increase the service to the applicant by speeding up transactions. This would also allow the states and countries of the world to standardize and exchange data for identification of persons. When a person realizes his/her drivers license from one state or country is expired, he/she could

renew the drivers license in another state or country because of the communications and standards between the states and countries.

The "900" telephone numbers have created a market for consumers that don't have to leave home. In the Texas survey, 53 percent of the persons indicated that they would renew their drivers license using a "900" telephone number. However, the people were divided over using a modem to get forms or test from the DPS. Forty-nine percent would use a modem , while fifty percent would not use a modem. (Appendix F)

Another communication link is satellite. The "Jason Project" used two-way satellite communications to allow students in classrooms to take part in oceanography research. The students used joysticks and graphical interfaces to control equipment in the ocean.⁵⁶ Product sales television channels are largely transmitted by satellite. The trend for purchasing products at home from product sales television channels is growing. Telecommunication sales are predicted to eliminate or vastly alter department stores as we know them today. Customers, via interactive telephone will be able to purchase directly from the manufacturer; eliminating geographical boundaries. This satellite link could enhance communication of the states and other countries for computer or interpersonal actions over distance without leaving your own home.

Information technology experts predict a "telecomputer". This

will serve as a book, magazine, television, telephone and newspaper.⁵⁷ Mission Labs, Inc of San Diego claims to have the same features of some of ATT picture phones. Mission Labs, Inc says the system works through a window on a PC with an ordinary modem. People can communicate, see each other and see business data while being in their own office.⁵⁸ With digital imaging, a computer could compare database records with a telecommunicated video to verify identification. It could then renew or issue a duplicate drivers license. The payment could be electronically transferred. The applicant wouldn't have to leave his/her home by utilizing telecommunications.

All of these forms of technology can and will effect the issuance of drivers license in the future. The degree of effect will depend on the imagination of the users.

CONCLUSION

Drivers license issuance is not only a way to provide the public with a legal, monitored and safe way to be mobile. It is a standard form of identification. The issuance process provides a way to test new drivers, improve or control unsafe drivers and unlicense unsafe or problem drivers. The responsibility and public approval of this activity demands the best service possible. In a fiscal sense, the drivers license provides a "user fee" or a tax on persons wishing to use the public roadways. Drivers license is one of the only revenue raising, self-supporting activities for

the state.

The Texas Performance Review proposed that a ten percent savings should be observed to consider privatization. It also stated that if salary benefits were not reduced, then that would be a mistake.⁶¹ When the troopers were cut from the budget, approximately fifty CLE, Criminal Law Enforcement agents were added at a sergeants salary and benefits. The budget was not cut but displaced to another unit of the Department. This may have been the legislative intent. Statistics shown by DPS Accounting indicate that the cost in reference to the drivers license activities has increased above the expected rate.

Comptroller John Sharp proposed to move toward a more "Privatized" state. He cited the state printing shop as an example.⁵⁹ But, privatization is not a cure all. At best, it can reduce the cost of government and introduce new possibilities for better service. At worst, it can raise cost and has potential to undermine other important values; such as equity, quality and accountability.⁶⁰ The choice is not just private vs public. The choice is what is best for the particular need or situation.

Research has shown that the way to cut cost and provide better service is to:

1. reduce consumption of supplies
2. reduce labor cost
3. use the latest technology

4. provide good quality and a courteous service
5. maintain personnel by rewards for good work
6. termination personnel for unacceptable work
7. maintain accountability of service and cost
8. innovative management

There are areas of drivers license issuance such as data processing and entry, driving test, written test and record evaluation that could be done by commissioned , civilian or private firm personnel. There are areas that involve law enforcement such as criminal activity, fail to surrender suspended driver license and crowd control by presence of the uniform that only a commissioned peace officer can perform.

A private firm could possibly maintain more advanced technology but, the cost for this type equipment would be expensive. Some large computer equipment and processing companies may not work with a small private company due to the cost and possibility of bankruptcy. This may invite the lack of competition which is the main cause of lower cost.

The confidentiality of the data processed must be considered when determining who will process a drivers license. Safeguards to protect the public trust and safety must be covered by the processing entity.

Innovative management to break the "that's the way it's always

been done" curse would invite change and upgrade. Public demands and technology change. We; as a provider of a public service; must adapt to meet the ever changing need. Public agencies or private firms could improve service by:

1. Changing hours of service.
2. Open mini-offices in malls, etc. with high volumes of people. This service should be limited to renewal and duplicates only.
3. Private firms presently assist with limited license plate renewals. Limited renewal of drivers license (renew by mail) could also be considered.
4. Volunteers could be utilized for certain duties.
5. Part-time and temporary personnel could be contracted in busy or remote areas.
6. Utilize large mobile vehicles to travel to remote areas that do not justify personnel or office space. This vehicle could serve as the DL office.
7. Technology could be utilized to prevent travel by using modems, videoconferencing, etc.
8. Make all office personnel examiners so they can work at all duties inside or outside.

To meet public demand, the commissioned peace officers should be increased so each county has law enforcement and court coverage. Civilians or contract personnel should be used in areas of data entry, written and driving test and record evaluation. Attorneys in a Automated License Revocation program should be used for

administrative and medical advisory board evaluations and hearings. Private firms with modern technology should be contracted for technology and document processing. However, they should be managed and held accountable of issuance to maintain quality, confidentiality and service. Management should change personnel policies to benefit good, productive workers with rewards and incentives and to terminate bad, unproductive workers.

APPENDIX A
DRIVERS LICENSE TYPE AND FEES

<u>DATE</u>	<u>LICENSE TYPE</u>	<u>FEE AMOUNT</u>	<u>EXPIRES</u>
1938	ORIGINAL	NO FEE	1 YEAR
	DUPLICATE	.25	
1941	OPERATOR	.50	2 YEARS
	RENEWAL	.50	2 YEARS
	COMMERCIAL	1.00	1 YEAR
	CHAUFFEUR	1.00	1 YEAR
	DUPLICATE	.25	
1944	OPERATOR	.50	2 YEARS
	RENEWAL	.50	2 YEARS
	COMMERCIAL	1.00	1 YEAR
	CHAUFFEUR	3.00	1 YEAR
	DUPLICATE	.25	
1957	OPERATOR	2.00	2 YEARS
	COMMERCIAL	3.00	1 YEAR
	CHAUFFEUR	4.00	1 YEAR
	DUPLICATE	.25	
1961	OPERATOR	3.00	2 YEARS
	COMMERCIAL	4.50	1 YEAR
	CHAUFFEUR	6.00	1 YEAR
	DUPLICATE	.25	
1967	OPERATOR	6.00	4 YEARS
		3.00	2 YEARS*
	COMMERCIAL	9.00	2 YEARS
		4.50	1 YEAR*
	CHAUFFEUR	12.00	2 YEARS
		6.00	1 YEAR*
	DUPLICATE	1.00	
1968	**		
1971	OPERATOR	7.00	4 YEARS
	COMMERCIAL	10.00	2 YEARS
	CHAUFFEUR	13.00	2 YEARS
	DUPLICATE	1.00	

**APPENDIX A
DRIVERS LICENSE TYPE AND FEES**

<u>DATE</u>	<u>LICENSE TYPE</u>	<u>FEE AMOUNT</u>	<u>EXPIRES</u>
1972	OPERATOR	7.00	4 YEARS
	COMMERCIAL	10.00	2 YEARS
	CHAUFFEUR	13.00	2 YEARS
	DUPLICATE	1.00	
	ID CARD	5.00	4 YEARS
1973	OPERATOR	7.00	4 YEARS
	COMMERCIAL	10.00	2 YEARS
	CHAUFFEUR	13.00	2 YEARS
	DUPLICATE	1.00	
	ID CARD	5.00	4 YEARS
1974	OPERATOR	7.00	4 YEARS
	COMMERCIAL	10.00	2 YEARS
	CHAUFFEUR	13.00	2 YEAR
	DUPLICATE	1.00	
	ID CARD	5.00	4 YEARS
1984	CLASS A	10.00	4 YEARS
	CLASS B	10.00	4 YEARS
	CLASS C	10.00	4 YEARS
	DUPLICATE	3.00	
	ID CARD	5.00	4 YEARS
1985	CLASS A	16.00	4 YEARS
	CLASS B	16.00	4 YEARS
	CLASS C	16.00	4 YEARS
	DUPLICATE	5.00	
	ID CARD	5.00	4 YEARS
1989	CLASS A	16.00	4 YEARS
	CLASS B	16.00	4 YEARS
	CLASS C	16.00	4 YEARS
	DUPLICATE	5.00	
	ID CARD	5.00	4 YEARS
	CLASS A, B, C WITH MOTORCYCLE ENDORSEMENT (RENEWAL ONLY)	21.00	4 YEARS
1990	CLASS A	16.00	4 YEARS
	CLASS B	16.00	4 YEARS
	CLASS C	16.00	4 YEARS
	DUPLICATE DL	10.00	
	ID CARD	5.00	4 YEARS
	DUPLICATE ID	10.00	4 YEARS
	CDL	40.00	4 YEARS
	CDL DUPLICATE	5.00	

APPENDIX A
DRIVERS LICENSE TYPE AND FEES

<u>DATE</u>	<u>LICENSE TYPE</u>	<u>FEE AMOUNT</u>	<u>EXPIRES</u>
1991	CLASS A	16.00	4 YEARS
	CLASS B	16.00	4 YEARS
	CLASS C	16.00	4 YEARS
	DUPLICATE DL	10.00	
	ID CARD <65	10.00	4 YEARS
	ID CARD 65 & >	5.00	4 YEARS
	DUPLICATE ID	10.00	4 YEARS
	CDL	40.00	4 YEARS
	CDL DUPLICATE	10.00	

* OPTION WAS PROVIDED BY A SPECIAL SESSION ENACTED TO CHANGE
RENEWAL PERIODS.

** FIRST PHOTO LICENSE

APPENDIX B

42, General Laws, Chapter 42, Section 42, Chapter 42, Section 42

DATE OF FIRST CONVICTION _____
 DATE OF SECOND CONVICTION _____
 THIRD CONVICTION:—COURT _____
 OFFENSE _____
 DATE FILED _____ DISPOSITION _____

 Signature of Judge.

FELONY CONVICTION REPORT

COURT _____
 CHARGE _____
 DISPOSITION _____

 Signature of Judge.

THIS Report to be mailed to the Director, Department of Public Safety, Austin, Texas, by the trial judge when suspended or revoked (as provided for in Section 14, S. B. No. 15, 2nd Called Session, 44th Legislature) by trial court of competent jurisdiction.

1945-2000 in Court 5323

105387

STATE OF TEXAS
 DEPARTMENT OF PUBLIC SAFETY
 DRIVERS' LICENSE DIVISION

OPERATOR'S LICENSE

THIS Certifies that the person herein named and described is hereby licensed as an operator of motor vehicles in the State of Texas and provisions of Senate Bill No. 15, second called session, forty-fourth Legislature.

NAME Charles M. Corne
 RESIDENCE _____
 CITY Austin
 AGE 19 SEX Male HEIGHT 5'2" WEIGHT 140
 COLOR OF EYES Blue HAIR Black RACE White
 DATE ISSUED 7-14-36 EXPIRES 4-1-39
 EXPIRATION DATE _____
 SIGNATURE OF JUDGE _____

THIS LICENSE MUST BE IN DRIVER'S POSSESSION

THIRD CLASS

DATE OF FIRST CONVICTION _____
 COURT _____
 OFFENSE _____
 DATE FILED _____
 DISPOSITION _____
 GIVE ANY ADDITIONAL INFORMATION _____

 Signature of Judge.

BE FORWARDED BY TRIAL JUDGE

FIRST CONVICTION REPORT

ENTER DATE OF FIRST CONVICTION ON ABOVE STUB

COURT _____
 OFFENSE _____
 DATE FILED _____
 DISPOSITION _____
 GIVE ANY ADDITIONAL INFORMATION _____

 Signature of Judge.

THIS Stub to be properly executed and mailed to the Director, Department of Public Safety, Austin, Texas, upon first conviction of a violation of Article 801 of the Penal Code of Texas, or Section 42, Chapter 42, of the General Laws, Second Called Session, Forty-fourth Legislature of Texas. (See Reverse Side)

DETACHING THIS STUB REDUCES LICENSE TO SECOND CLASS

APPENDIX B

NOT GOOD 8:16-46 AM

OPERATOR 815029

RESTRICTIONS

DATE OF BIRTH 9 July 21 MONTH-DAY-YEAR	SEX M	COLOR EYES Hazel	WEIGHT 135 lbs
	RACE W	COLOR HAIR Blonde	HEIGHT 5'9"

Good for two years from date

PRINT OR TYPE FULL NAME Charles Ray McCord

NO AND STREET OR RFD NO. 2100 S. S. 4th St

CITY OR POST OFFICE AND STATE Austin, Tex

USUAL SIGNATURE Charles Ray McCord

YOU MUST CARRY THIS LICENSE WITH YOU WHEN YOU DRIVE

This is to certify that the person whose signature and description appear hereon is licensed to operate a lawfully registered motor vehicle as an operator only in accordance with the State laws and local ordinances and subject to the noted restrictions and conditions, unless this privilege has been suspended or revoked.

C R McCord
15704 La Hacienda Dr
Austin TX 78734

HOMER GARRISON, JR.
DIRECTOR, DEPARTMENT
OF PUBLIC SAFETY

TEXAS
DEPARTMENT OF PUBLIC SAFETY
DIRECTOR
DRIVER LICENSE

CLASS C 00815029
5 08 M HZL

07 07 21 1975 11626042021

MCCORD, CHARLES RAY
15704 LA HACIENDA
AUSTIN TX 78734



CLASS LICENSE — VEHICLES THAT MAY BE DRIVEN BY CLASS
A. COMBINATION OF VEHICLES 26,001 LBS GVWR OR MORE PROVIDED
GVWR OF TOWED VEHICLE(S) EXCEEDS 10,000 LBS
B. SINGLE VEHICLE 26,001 LBS GVWR OR MORE ALONE OR
TOWING A VEHICLE NOT EXCEEDING 10,000 LBS GVWR
C. SINGLE VEHICLE LESS THAN 26,001 LBS GVWR ALONE OR
TOWING A VEHICLE NOT EXCEEDING 10,000 LBS GVWR OR BUS
EQUIPPED FOR LESS THAN 24 PASSENGERS
H. ANY MOTORCYCLE OR MOPED

CDL COMMERCIAL DRIVER LICENSE

ALLERGENIC REACTION TO DRUGS

RESTRICTION CODE

- | | | |
|---|---|----------------------------------|
| A. WITH CORRECTIVE LENSES | K. MOPED | S. OUTSIDE VISION OR HEARING AID |
| B. LOST AGE 18 OR OVER | L. VEHICLE WHO AIRBRAKES/APPLIES
TO VEHICLES REQUIRING CDL | T. AUTOMATIC TRANSMISSION |
| C. DAYTIME ONLY | M. CDL INTRASTATE COMMENCE ONLY | U. APPLICABLE PROSTHETIC DEVICES |
| D. NOT TO EXCEED 40 MPH | N. STARTED ON LICENSE | V. APPLICABLE VEHICLE DEVICES |
| E. NO EXPRESSWAY DRIVING | O. LOST 18 OR OVER VEHICLE ABOVE CLASS B | W. POWER STEERING |
| F. MAC NOT TO EXCEED 12500 | P. LOST 18 OR OVER VEHICLE ABOVE CLASS C | X. CDL LOSTS—ALL CLASSES CMV'S |
| G. LOST MAC OPER 18 OR OVER
IN STATE | | Y. CDL LOSTS—CMV'S ABOVE CLASS B |
| | | Z. CDL LOSTS—CMV'S ABOVE CLASS |

SIGN ABOVE TO BE AN EYE, TISSUE AND/OR ORGAN DONOR

APPENDIX B



Directive to physician
has been filed at tel #

Allergic reaction to drugs

ENDORSEMENTS
No Endorsements

RESTRICTIONS
No Restrictions





TEXAS
DEPARTMENT OF PUBLIC SAFETY
UNDER 21 DRIVER LICENSE

UNDER 21 UNTIL 01-02-97
CLASS: SM DL: 12345678
DOB: 01-02-76 HT: 5-10
EXPIRES: 01-02-99 EYES: HZL
DONOR: YES SEX: F
REST. END:
SAMPLE, IMA
2120 OLD MAIN STREET
ANYTOWN TX 12345-0010

34321127419

Ime Sample



APPENDIX B

TEXAS OPERATOR No. 2747276

PRINT OR TYPE MARVIN DUDLEY POOLE

7-28-49

NO. ST. 313 WEST 10th STREET

R.F.D. NO. 10th

CITY P. O. AND STATE GEORGETOWN, TEXAS

USUAL SIGNATURE Dudley Poole

DATE OF BIRTH MONTH-DAY-YEAR <u>JUNE 17</u> <u>1932</u>	SEX <u>M</u>	COLOR EYES <u>BROWN</u>	WEIGHT <u>160</u> LBS.
	RACE <u>W</u>	COLOR HAIR <u>BROWN</u>	HEIGHT <u>5 FT. 11 INS</u>

WITH GLASSES WITH GLASSES

RESTRICTIONS WITH GLASSES

TEXAS OPERATOR No. 2747276

RESTRICTIONS WITH GLASSES

DATE OF BIRTH MONTH-DAY-YEAR <u>JUNE 17</u> <u>1932</u>	SEX <u>M</u>	COLOR EYES <u>BROWN</u>	WEIGHT <u>160</u> LBS.
	RACE <u>W</u>	COLOR HAIR <u>BROWN</u>	HEIGHT <u>5 FT. 11 INS</u>

USUAL SIGNATURE Dudley Poole

PRINT OR TYPE MARVIN DUDLEY POOLE

FULL NAME

NO. AND STREET 313 WEST TENTH STREET

R.F.D. NO. 10th

CITY OR POST OFFICE AND STATE GEORGETOWN, TEXAS

VALID TWO YEARS WHEN STAMPED HERE

TEXAS DRIVERS LICENSE CERTIFICATE

JUL 28 1949

YOU MUST CARRY THIS LICENSE WHEN YOU DRIVE

APPENDIX B

How To Make Application For A New License

1. Obtain a new license form and fill in as follows:
2. Write your name on the lines marked "Usual Signature." Type, or print in ink, all other information.
3. Use the number of your present license in the three spaces provided.
4. Use current address, physical description, and full name, even though it differs from that on present license.
5. Send renewal stub (top half) of present license, money order and the new form to: Driver's License Division, Texas Department of Public Safety, P. O. Box 1164, Austin 9, Texas, ~~thirty days before the expiration of present license.~~

(Fee for renewal of Operator's license is 50 cents.)

When OFFICIALLY VALIDATED, this will certify that the person whose signature and description appear hereon is licensed to operate a lawfully registered motor vehicle, in accordance with the laws of Texas, subject to any restrictions noted.

Homer Garrison, Jr.

HOMER GARRISON, JR.
DIRECTOR, DEPARTMENT
OF PUBLIC SAFETY

A. F. Temple

A. F. TEMPLE, CHIEF,
DRIVERS LICENSE DIV.
AUSTIN, TEXAS

APPENDIX B

THIS LICENSE MUST BE IN DRIVER'S POSSESSION



SERIAL N^o 2854658

STATE OF TEXAS
DEPARTMENT OF PUBLIC SAFETY
DRIVERS LICENSE DIVISION

OPERATOR'S LICENSE

THIS Certifies that the person herein named and described is hereby licensed as an operator of motor vehicles in the State of Texas under provisions of Senate Bill No. 15, second called session, forty-fourth Legislature.

NAME William Ernest Foster

RESIDENCE U.S.A.

CITY Georgetown

AGE 63 SEX M HEIGHT 5-9 WEIGHT 148

COLOR OF EYES Brown HAIR Light RACE White

DATE ISSUED 3-14-36 EXPIRES 3-27-37

L. G. PHARES By Jack E. Sullivan By Ray
DIRECTOR Assessor and Collector of Taxes

COUNTY Wharton

DETACHING THIS STUB REDUCES LICENSE TO THIRD CLASS

TO BE FORWARDED BY TRIAL JUDGE

SERIAL N^o 2854658

SECOND CONVICTION REPORT

COURT _____

OFFENSE _____

DATE FILED _____

DISPOSITION _____

GIVE ANY ADDITIONAL INFORMATION _____

DATE OF FIRST CONVICTION _____

Signature of Judge.

THIS Stub to be properly executed and mailed to the Director, Department of Public Safety, Austin, Texas, upon second conviction of any violation of Article 801 of the Penal Code of Texas, or Section 10, Chapter 42, of the General Laws, Second Called Session, Forty-first Legislature of Texas. (See Reverse Side)

DETACHING THIS STUB REDUCES LICENSE TO SECOND CLASS

SERIAL N^o 2854658

TO BE FORWARDED BY TRIAL JUDGE

FIRST CONVICTION REPORT

ENTER DATE OF FIRST CONVICTION ON ABOVE STUB

COURT _____

OFFENSE _____

DATE FILED _____

DISPOSITION _____

GIVE ANY ADDITIONAL INFORMATION _____

Signature of Judge.

THIS Stub to be properly executed and mailed to the Director, Department of Public Safety, Austin, Texas, upon first conviction of any violation of Article 801 of the Penal Code of Texas, or Section 10, Chapter 42, of the General Laws, Second Called Session, Forty-first Legislature of Texas. (See Reverse Side)

APPENDIX B

This Stub Must Not Be Used For Felony Conviction Report



SERIAL

N^o3676647DEPARTMENT OF PUBLIC SAFETY
OPERATOR'S LICENSE

The herein described person is licensed as an operator, subject to the rules and regulations of the Department.

ISSUED Feb. 19, 1941 EXPIRES APRIL 1, 1942

NAME Mrs. Robert Foole

STREET ADDRESS 414 West 10th

CITY Georgetown COUNTY Williamson

Race White	Sex F	Height 5' 5 1/2"	Weight 150
Month Born Mar. 4	Year Born 1908	Color Hair Brown	Color Eyes Brown

RESTRICTED TO

Homer Garrison, Jr.
DirectorDepartment of Public Safety
Driver's License Division

SIGNATURE OF LICENSEE Mrs. Robert Foole JB23

SERIAL

N^o3676647

MISDEMEANOR CONVICTION REPORT

TO BE DETACHED AND FORWARDED BY TRIAL JUDGE

NAME _____

COURT _____ AT _____

OFFENSE _____

DATE CONVICTED _____

SENTENCE _____

DATE 1ST MISDEMEANOR CONVICTION _____

Signature of Judge. _____

THIS stub to be properly executed and mailed by the court in which conviction is had, to the Department of Public Safety, Austin, Texas, upon second conviction of any offense provided for in paragraph 4, sub-division (a), Section 16, S.B. 15, Second Called Session, 44th Legislature, as amended by H.B. 16, 45th Legislature.

SERIAL

N^o3676647

MISDEMEANOR CONVICTION REPORT

TO BE DETACHED AND FORWARDED BY TRIAL JUDGE

NAME _____

COURT _____ AT _____

OFFENSE _____

DATE CONVICTED _____

SENTENCE _____

Signature of Judge. _____

THIS stub to be properly executed and mailed by the court in which conviction is had, to the Department of Public Safety, Austin, Texas, upon first conviction of any offense provided for in paragraph 4, sub-division (a), Section 16, S.B. 15, Second Called Session, 44th Legislature, as amended by H.B. 16, 45th Legislature.

APPENDIX B

Convictions under Art. 801, Penal Code of Texas or Section 10,
Chapter 42, General Laws, Second Called Session
41st Legislature

DATE OF FIRST CONVICTION _____
DATE OF SECOND CONVICTION _____
THIRD CONVICTION:—COURT _____ AT _____
OFFENSE _____
DATE CONVICTED _____ SENTENCE _____

Signature of Judge.

FELONY CONVICTION REPORT

COURT _____ AT _____
CHARGE _____
DATE CONVICTED _____
SENTENCE _____

Signature of Judge.

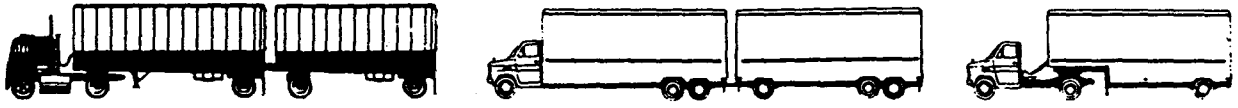
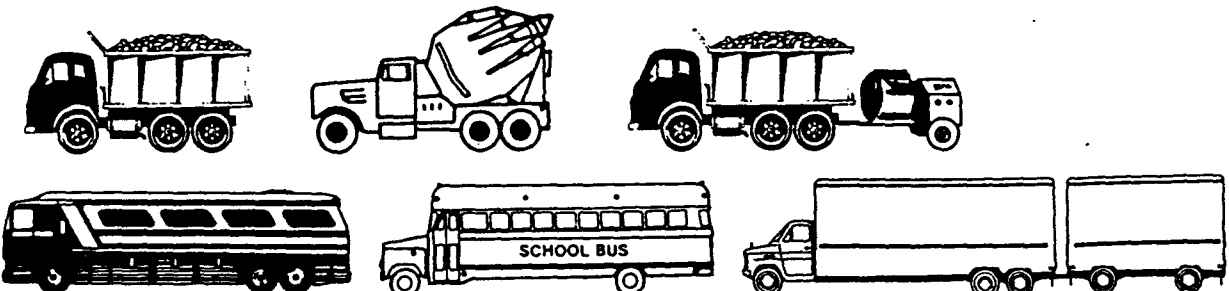
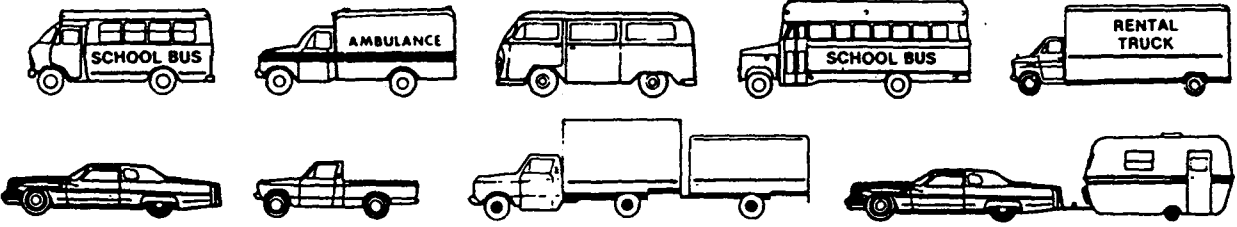

THIS license to be mailed to the Director, Department of Public
Safety, Austin, Texas, by the trial judge when suspended or re-
voked (as provided for in Section 16, S. B. No. 15, 2nd Called
Session, 44th Legislature and amended by H.B. 16, 45th Legisla-
ture) by any court of competent jurisdiction.

—01900-210-200-1-00—

APPENDIX C

SCHEMATIC OF TEXAS CLASSIFIED LICENSING PLAN FOR NON-CDL (Including Exempt Vehicles)


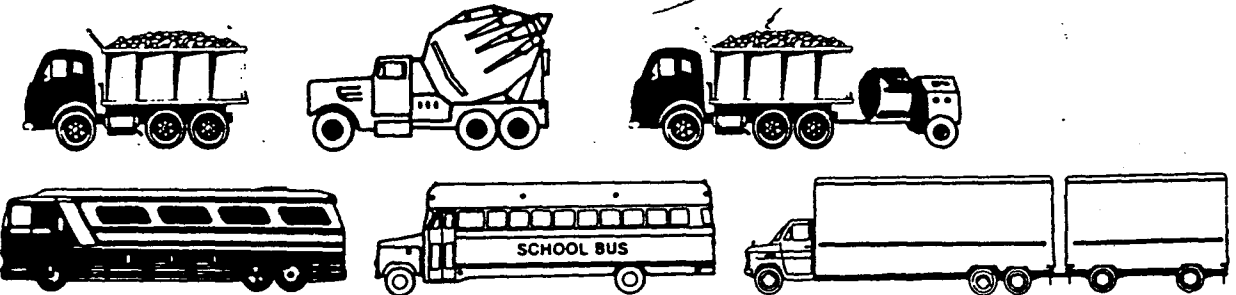
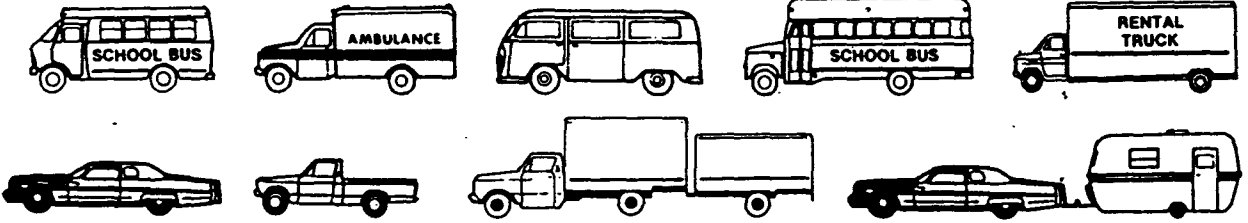

CLASS

A	<p>Any combination of vehicles with a gross combination weight rating exceeding 26,000 pounds, provided the gross vehicle weight rating of the vehicle(s) being towed exceeds 10,000 pounds. Includes all vehicles in Classes B and C, but excludes motorcycles and mopeds.</p> 
B	<p>A single vehicle with a gross vehicle weight rating exceeding 26,000 pounds, and any such vehicle towing a vehicle with a gross vehicle weight rating not exceeding 10,000 pounds or a farm trailer with a gross vehicle weight rating not exceeding 20,000 pounds, and any bus with a seating capacity of 24 passengers or more including the driver. Includes all vehicles in Class C, but excludes motorcycles and mopeds.</p> 
C	<p>Any single vehicle or combination of vehicles that is not a Class A or B, a single vehicle with a gross vehicle weight rating of less than 26,001 pounds towing a farm trailer with a gross vehicle weight rating that does not exceed 20,000 pounds, and a vehicle designed to transport 23 or less passengers including the driver.</p> 
M	<p>Any motorcycle or moped.</p> 

APPENDIX C

SCHEMATIC OF TEXAS CLASSIFIED LICENSING PLAN FOR CDL

CLASS

A	<p>Any combination of vehicles with a gross combination weight rating exceeding 26,000 pounds, provided the gross vehicle weight rating of the vehicle(s) being towed exceeds 10,000 pounds. Includes all vehicles in Classes B and C, but excludes motorcycles and mopeds.</p> 
B	<p>A single vehicle with a gross vehicle weight rating exceeding 26,000 pounds, and any such vehicle towing a vehicle with a gross vehicle weight rating not exceeding 10,000 pounds or a farm trailer with a gross vehicle weight rating not exceeding 20,000 pounds, and any bus with a seating capacity of 24 passengers or more including the driver. Includes all vehicles in Class C, but excludes motorcycles and mopeds.</p> 
C	<p>Any single vehicle or combination of vehicles that is not a Class A or Class B if the vehicle is (1) designed to transport 16 to 23 passengers including the driver or (2) used in the transportation of hazardous materials that require the vehicle to be placarded under 49 CFR Part 172, Subpart F.</p> 
M	<p>Any motorcycle or moped. Persons who operate motorcycles which carry hazardous materials that require a placard must hold a Class M license in conjunction with a Class A, B, or C - CDL license.</p> 

APPENDIX D
DRIVER LICENSE ISSUANCE AGENCIES
- Examiner Status

STATE	AGENCY	EXAM	TROOP	COM
Alabama	Department of Public Safety			X
Alaska	Department of Public Safety	X		
Arizona	Motor Vehicle Division, DOT	X		
Arkansas	Office of Driver Services, DPS		X	
California	Department of Motor Vehicles, DOT	X		
Colorado	Motor Vehicle Division	X		
Connecticut	Dept. of Motor Vehicles	X		
Delaware	Motor Vehicle Division	X		
District of Columbia	Bureau of Motor Vehicle Services	X		
Florida	Division of Driver Licenses	X		
Georgia	Department of Public Safety		X	
Hawaii	Motor Vehicle Safety Office			X
Idaho	Motor Vehicle Bureau, DOT			X
Illinois	Department of Motor Vehicles, Sec. of State	X		
Indiana	Bureau of Motor Vehicles	X		
Iowa	Office of Driver's Licenses, DOT	X		
Kansas	Division of Vehicles, Dept. of Revenue	X		
Kentucky	Division of Driver's Licensing			X
Louisiana	Department of Public Safety	X		
Maine	Division of Motor Vehicles	X		
Maryland	Motor Vehicle Administration		X	
Massachusetts	Registry of Motor Vehicles		X	
Michigan	Bureau of Driver and Vehicle Records	X		
Minnesota	Driver License Division, DPS	X		
Mississippi	Department of Public Safety			X
Missouri	Driver's License Bureau		X	
Montana	Driver Services, MVD	X		
Nebraska	Department of Motor Vehicles	X		
Nevada	Department of Motor Vehicles	X		
New Hampshire	Division of Motor Vehicles	X		
New Jersey	Division of Motor Vehicles	X		
New Mexico	Motor Vehicle Division	X		
New York	License Production Bureau	X		
North Carolina	Division of Motor Vehicles	X		
North Dakota	Driver License Division	X		
Ohio	Bureau of Motor Vehicles	X		
Oklahoma	Department of Public Safety			X
Oregon	Motor Vehicle Division	X		
Pennsylvania	Bureau of Driver Licensing			X
Rhode Island	Division of Motor Vehicles	X		
South Carolina	Motor Vehicle Division	X		
South Dakota	Department of Commerce and Regulation	X		
Tennessee	Department of Safety	X		
Texas	Department of Public Safety			X
Utah	Department of Public Safety	X		
Vermont	Department of Motor Vehicles	X		
Virginia	Department of Motor Vehicles	X		
Washington	Department of Licensing	X		
West Virginia	Department of Motor Vehicles		X	
Wisconsin	Division of Motor Vehicles, DOT	X		
Wyoming	Field Services Division, DOT	X		

APPENDIX D

DRIVER LICENSE ISSUANCE AGENCIES
Examiner Status

STATE

AGENCY

EXAM TROOP COM

Count:

37

6

**APPENDIX E
TEXAS
DRIVERS LICENSE
SURVEY**

Please use the back of the sheet if you need more room to respond to the questions.

1. Do you believe the Drivers License Program should be conducted by commissioned peace officers? _____
2. Do you believe the Drivers License Program should be conducted by civilians or private firms? _____
3. Do you believe that commissioned peace officers should be present in the Drivers License Office to take enforcement action for law violations or warrant service? _____
4. If you believe the Drivers License Program should be conducted by civilians or private firm, do you believe the civilians working in DL issuance should have limited police powers for DL law violations? _____
5. Do you believe civilians or private firms should have distinct uniforms? _____
6. Do you believe civilians or private firms in the DL Program should be involved in court hearings for:

	Yes	No
Criminal Charges	_____	_____
Suspension Hearings	_____	_____
Incapable Drivers	_____	_____
7. Do you believe the "integrity" of the Drivers License Program is decreased by removing commissioned peace officers? _____
8. Do you believe the written and/or driving tests should be waived upon completion of Drivers Education?

	Yes	No
Written Test	_____	_____
Driving Test	_____	_____
9. Would you agree with Drivers License issuance by private firms, rather than, governmental entities? _____
10. Would you prefer to have "instant issue" where you receive the DL before you leave the DL office or "central issue" where the DL is processed and then mailed to you at your residence? _____
11. Would you be willing to use a computer modem to get forms or tests from your home? _____
12. Would you be willing to use "900 or pay" phone numbers to renew your Drivers License from your home and then pay the fee on your phone bill? _____
13. Would the public receive better service from private or govt. entities? Why? _____

JJH

APPENDIX F

TEXAS SURVEY RESULTS

<u>QUESTION NUMBER</u>	<u>PERCENT YES</u>	<u>PERCENT NO</u>	<u>PERCENT UNKNOWN</u>
1	57	38	5
2	42	48	10
3	75	23	3
4	34	41	25
5	42	45	13
6	33	59	8
	49	45	6
	54	40	7
7	51	39	10
8	25	75	0
	21	79	0
9	28	64	8
10	63	18	18
11	49	50	2
12	53	45	3
	<u>PRIVATE FIRM</u>	<u>GOVERNMENT AGENCY</u>	
13	18	45	37

APPENDIX G

TEXAS SURVEY CITIES

<u>CITY</u>	<u>SURVEYS DISTRIBUTED</u>	<u>SURVEYS RETURNED</u>
Georgetown	25	25
N. Austin	25	25
Kerrville	25	23
Brady	25	25
Waco	25	25
Fredericksburg	25	25
Cleburne	25	24
Waxahachie	25	25
	TOTAL	197

ENDNOTES

¹John D. Donahue,The Privatization Decision, Public ends, Private means (New York, Basic Books, Inc, Pub.1985), p1

²Ibid., John D. Donahue, p9

³(NAPA) National Academy of Public Administration,Privatization, The Challenge to Public Management pix

⁴Breaking the Mold, Texas Performance Review, Civilian Employees should be used instead of Licensed Peace Officers to Perform Drivers License Examinations, Texas Documents, p37-40

⁵Texas Department of Public Safety, Drivers License Service, Traffic Law Enforcement Manual, (Austin, 1996) Part 2, Chapter 1, Section 01.25.05, p1-3 / 1-4

⁶Finch, Christopher; Highway to Heaven: The Auto Biography of America: (Harper Collins Publishers, 1992), p112

⁷Federal Highway Administration, Highway Statistics, Summary to 1985 (Washington:, 1985), p40

⁸Ibid., Finch, Christopher

⁹Texas Department of Public Safety, "Advantages of Commissioned Drivers License Troopers" (Austin, Texas: 1991) photocopy, p1

¹⁰Drivers License Service, Captain Van T. Parrigin, interview by author, Feb, 1995.

¹¹Ibid., Breaking the Mold, p37

¹²Texas Department of Public Safety, "Civilian Employees instead of Licensed Peace Officers to perform Drivers License Examinations" (Austin, Texas, 1985) p8-9

¹³Ibid., Federal Highway Administration

¹⁴Ibid., Texas Department of Public Safety, Drivers..., Part 2, Chapter 1, Section 01.20.02, p1-1

¹⁵Mandel, Leon, Driven: The American Four Wheeled love affair (New York, Stien and Day Publishers, 1977), p16

¹⁶Ibid., Finch, Christopher

¹⁷Texas Department of Public Safety, "NAFTA-Drivers License Service" (Austin, Texas: 1985), p1-5

- ¹⁸Ibid., TDPS, NAFTA
- ¹⁹Ibid., Breaking the Mold, p96-99
- ²⁰Chief of Accounting, Tom Haas, interview by author,
²¹ July 1995.
- ²¹Ibid., Tom Haas
- ²²Ibid., TDPS, Civilian..., p
- ²³Ibid., TDPS, Civilian..., p11
- ²⁴Walter Roberts, "Study to determine effective use of
commissioned officers in the Drivers License
Service" (Austin, Tx: Texas Department of Public Safety), 1985 p3
- ²⁵Ibid., John D. Donahue, p17
- ²⁶Ibid., NAPA
- ²⁷LBJ School of Public Affairs, "Contracting Selected
State Government Functions: issues and next steps", 1986 p11
- ²⁸Ibid., John D. Donahue, p16
- ²⁹Ibid., NAPA
- ³⁰Ibid., NAFTA, p2
- ³¹Ibid., LBJ, Contracting..., p15
- ³²Ibid., John D. Donahue, p49
- ³³Ibid., John D. Donahue, p46
- ³⁴Paul Starr, The Limits of Privatization (Washington
DC: Economic Policy Institute, 1987) p5
- ³⁵Ibid., NAPA
- ³⁶Ibid., John D. Donahue, p7
- ³⁷Lecture by Thomas A. Turk, Ph.D., Associate Professor,
Chapman University, Sam Houston State University, Blackwood Law
Enforcement Management Institute, Module 3, Huntsville, Texas,
April 1993.
- ³⁸Ibid., John D. Donahue, p58-69
- ³⁹Ibid., John D. Donahue, p102
- ⁴⁰Ibid., John D. Donahue, p69

- 41 Ibid., John D. Donahue, p106-8
- 42 Ibid., John D. Donahue, p71
- 43 Ibid., John D. Donahue, p75-76
- 44 Ibid., John D. Donahue, p138-140
- 45 Ibid., John D. Donahue, p156
- 46 Ibid., John D. Donahue, p168
- 47 Johnny W. Cowan and H.W. Stratemann, "Evaluation of Civilian Examiners Project" (Austin, Tx: Texas Department of Public Safety) May, 1986 p3
- 48 Ibid., Johnny W. Cowan..., p5
- 49 Ibid., Johnny W. Cowan..., p6
- 50 "The measure of a man" Economist, 19 Sept. 1992 p102-3
- 51 "Look me in the eye", Discover, Feb. 1990, p8-11
- 52 "Face Prints", Discover, June, 1991 p16-18
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- 55 "Hybrid switch speeds data on it's way", New Scientist, 16 March 1991, p 26
- 56 David Mindell, "Images from the deep", Byte, June, 1990, p256-260
- 57 James H. Snider, "Shopping in the information age", The Futurist, Nov, Dec, 1992 , p14-18
- 58 Mission Labs, Inc. "Desktop Videoconferencing", 8910 University Center Lane, Suite 300, San Diego, California 92122.
- 59 "Print Shop at Center of States Privatization Effort", Austin American Statesman, 31 Oct. 1993, Sec.G,1
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- 61 Ibid., TDPS, Civilians..., p105-6

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