

STORAGE NAME: h0503.tr

DATE: February 24, 1999

**HOUSE OF REPRESENTATIVES
COMMITTEE ON
TRANSPORTATION
ANALYSIS**

BILL #: HB 503

RELATING TO: DUI/Substance Abuse Education Course

SPONSOR(S): Representative Russell, Murman, Fasano, and others

COMPANION BILL(S): CS/SB 1056 (c), HB 593, CS/SB 1306 (s)

ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:

- (1) TRANSPORTATION
 - (2) JUDICIARY
 - (3) FINANCE & TAXATION
 - (4) CRIMINAL JUSTICE APPROPRIATIONS
 - (5)
-

I. SUMMARY:

The bill contains numerous changes to laws relating to DUI programs administered by the Department of Highway Safety and Motor Vehicles (DHS&MV). Substantive issues included in the bill relate to completion of DUI education, evaluation, and treatment and the DUI licensure process.

Completion of DUI Education, Evaluation, and Treatment

The bill amends four statutes pertaining to DUI offenses to provide uniform requirements for persons who are evaluated and referred for treatment. If a DUI offender is referred for treatment, such treatment may not be waived unless an independent evaluation conducted by an authorized substance abuse treatment provider shows that treatment is not needed and the court concurs. If a DUI offender fails to report for or complete the DUI education course, evaluation, or treatment (if referred), the offender's driving privilege is canceled. A DUI offender's driving privilege may be reinstated if the offender completes the DUI education course and evaluation, and enters treatment (if referred). If a DUI offender fails to complete treatment a second time, the offender's driving privilege is canceled and cannot be reinstated until treatment is completed.

DUI Program Licensure Process

The bill changes the DUI Program licensure process to:

- Provide criteria for licensure of new DUI programs, including requirements that applicants:
 1. Be able to demonstrate short and long term financial feasibility.
 2. Demonstrate how their program would improve access to and the quality of services to DUI offenders.
 3. Follow through on all services reflected in the application..
- Include a uniform application fee in an amount sufficient to cover the Department's administrative costs in processing the application.

The Department indicated that it will need one full time staff position to implement the bill's provisions, which will have an impact of approximately \$70,000 on the DUI School Coordination Trust Fund.

The fiscal impact of the changes to the licensure process is indeterminate because the number of applicants, the amount of the application fee, and the costs to defend and enforce agency licensure decisions is unknown. Certain persons may incur additional treatment costs to the extent that the bill encourages more referrals for treatment as a result of the required psychosocial evaluation. The increase in the number of DUI offenders who will have to pay to attend treatment is unknown.

II. SUBSTANTIVE ANALYSIS:

A. PRESENT SITUATION:

DUI Programs

Florida Statutes require that a DUI course be taken by anyone driving a vehicle while under the influence of alcoholic beverages or any substances controlled under ss. 877.111 and Ch.893, F.S. in violation of s. 316.193, F.S. The course is also required for anyone driving with an unlawful blood or breath alcohol level or refusing to submit to lawful breath, blood or urine tests as provided in s. 322.2615, F.S. Finally, the court must direct a person to complete a substance abuse course if it has reasonable cause to believe that the use of alcohol, chemical substances, or substances controlled under chapter 893, F.S., contributed to a violation of reckless driving.

DUI programs provide state mandated education courses for DUI offenders that are designed to change the offenders' behavior. DUI programs also evaluate offenders to determine if treatment is needed. Substance abuse treatment, if needed, is provided by an authorized treatment provider. Treatment programs are regulated by the Department of Children and Family Services according to the provisions of chapter 397, F.S. DUI programs themselves do not provide treatment, except in a few areas and only with the Department's permission.

DUI courses are conducted on two levels. Level I is for first-time offenders convicted of driving while under the influence of drugs and/or alcohol and consists of a 12-hour education intervention with an evaluation to see if treatment is required. Level II is for second and subsequent convictions of driving under the influence. This course consists of a 21-hour education intervention also with an evaluation to see if treatment is required. Approximately 43,671 students receive education annually.

There are currently 29 licensed DUI programs in Florida. DUI programs must be either governmental programs or not-for-profit corporations and are licensed by DHS&MV to serve specific judicial circuits, or counties within a circuit. Several DUI programs are licensed to serve more than one circuit, and there are four circuits in which multiple DUI programs have been approved (Dade, Broward, Palm Beach and Flagler counties).

Referral to Treatment

The education, evaluation and treatment of DUI offenders is addressed in 4 different statutes: ss. 316.192(4), 316.193(5), 322.271(2), and 322.291, F.S. Section 316.193, F.S., requires that DUI offenders attend a mandatory substance abuse education course conducted by a licensed DUI program, be evaluated for substance abuse treatment, and complete such treatment if referred. However, the other statutes dealing with DUI offenders are not as specific about completion of treatment. As a result, DUI offenders are not always required to complete substance abuse treatment before their driving privilege is reinstated. The law requires that all persons who enroll in a DUI program be evaluated, and referred for substance abuse treatment, if treatment is needed.

The Florida Association of DUI Programs, Inc., indicated that this has led to confusion and controversy between DUI programs, treatment providers, offenders, their family members, and lawyers. The offenders question why they must undergo the time and expense of an evaluation when completion of treatment will not be required.

DUI Program Licensure

The Florida Association of DUI Programs, Inc., also indicated that the current statute governing licensure of DUI programs contains no criteria for the licensure of new DUI programs. The Association pointed out that the number of DUI offenders in Florida has not significantly changed in the past few years and the only way a newly licensed DUI program can become viable is by serving the existing offender base. The licensure of multiple programs in the same area results in additional administrative costs being spread over the same population of offenders, causing reductions in program services. The Association further indicated that there is no mechanism in the current law for evaluating the need for new DUI programs or for identifying the impacts that a new program will have on existing program services.

DHS&MV licenses and regulates all DUI programs, including the certification of instructors, evaluators, clinical supervisors, and evaluator supervisors pursuant to s. 322.292, F.S., and ch. 15A-10, F.A.C. The Department is required to, after consultation with the chief judge of the affected judicial circuit, establish requirements regarding the number of programs to be offered within a judicial

circuit. The requirements must address the number of clients currently served in the circuit as well as improvements in service that may be derived from having an additional DUI program. DHS&MV is responsible for establishing uniform operating standards for DUI programs and methods used for setting and approving fees.

Factors the Department considers when evaluating an application for approval of a DUI program include:

- The increased frequency of classes and availability of locations of services offered by the applicant DUI program.
- The number of DUI clients currently served and historical trends in the number of clients served in the circuit.
- The availability, accessibility, and service history of any existing DUI program services.
- The applicant DUI program's service history.
- The availability of resources, including personnel, demonstrated management capability, and capital and operating expenditures of the applicant DUI program.
- Improved services to minority and special needs clients.

The DHS&MV does not charge an application fee for a DUI program license. While reviewing an applicant for licensure, the Department also does not conduct an analysis to determine what economic impact a new DUI program will have on other programs in the surrounding areas.

B. EFFECT OF PROPOSED CHANGES:

The bill contains numerous changes to provisions of law relating to DUI programs administered by DHS&MV. Substantive issues included in the bill relate to completion of DUI education, evaluation, and treatment and the DUI licensure process. In addition, many of the bill's provisions provide consistency in the requirements for DUI offenses.

Completion of DUI Education, Evaluation, and Treatment

The bill amends the four statutes pertaining to DUI offenses to require:

- That a person must attend treatment if they are referred based on an evaluation.
- If a DUI offender is referred for treatment, such treatment may not be waived unless an independent evaluation conducted by an authorized substance abuse treatment provider shows that treatment is not needed and the court agrees.
- If a DUI offender fails to report for or complete the DUI education course, evaluation or treatment (if referred), the offender's driving privilege is canceled.
- A DUI offender's driving privilege may be reinstated if the offender completes the DUI education course and evaluation, and enters treatment (if referred).
- If a DUI offender fails to complete treatment a second time, the offender's driving privilege is canceled and cannot be reinstated until treatment is completed.

DUI Program Licensure Process

The bill amends s. 322.292, F.S., to make the following changes to the DUI Program licensure process:

- Provides criteria for DHS&MV to use when evaluating the need for additional DUI programs, including:

1. The availability, quality of services, accessibility, and adequacy of currently licensed providers.
 2. The ability of the applicant to provide quality DUI program services and the applicant's record of providing DUI services in other areas of the state.
 3. The availability of resources, including appropriately trained and certified personnel employed by or under contract with the applicant, and adequate applicant funds for capital and operating expenses.
 4. The applicant's ability to offer higher quality, more frequent or more accessible DUI program services, and the applicant's ability to offer improved services to persons with special needs.
 5. The immediate and long-term financial feasibility of the applicant.
 6. The probable impact of an additional licensed DUI program on other currently licensed DUI programs serving the same geographic area, in terms of the availability, quality, accessibility, and adequacy of existing DUI program services.
- A uniform application fee in an amount sufficient to cover the Department's administrative costs in processing the application. The application fee would not apply to programs seeking licensure to serve an area not currently served by a DUI program. DHS&MV would also be required to revoke the license of any DUI program that does not provide the services reflected in its application.

C. APPLICATION OF PRINCIPLES:

1. Less Government:

a. Does the bill create, increase or reduce, either directly or indirectly:

(1) any authority to make rules or adjudicate disputes?

N/A

(2) any new responsibilities, obligations or work for other governmental or private organizations or individuals?

DUI offenders must attend treatment, if referred, unless an independent evaluation conducted shows that treatment is not needed and the court agrees.

(3) any entitlement to a government service or benefit?

N/A

b. If an agency or program is eliminated or reduced:

(1) what responsibilities, costs and powers are passed on to another program, agency, level of government, or private entity?

N/A

(2) what is the cost of such responsibility at the new level/agency?

N/A

(3) how is the new agency accountable to the people governed?

N/A

2. Lower Taxes:

a. Does the bill increase anyone's taxes?

N/A

b. Does the bill require or authorize an increase in any fees?

The bill authorizes DHS&MV to assess a uniform application fee. The fee must be sufficient to cover the Department's administrative costs of processing and evaluating DUI program license applications. The application fee would not apply to programs that apply for licensure in an area that currently does not have a licensed DUI program, or when the currently licensed program has relinquished its license.

c. Does the bill reduce total taxes, both rates and revenues?

N/A

d. Does the bill reduce total fees, both rates and revenues?

N/A

e. Does the bill authorize any fee or tax increase by any local government?

N/A

3. Personal Responsibility:

a. Does the bill reduce or eliminate an entitlement to government services or subsidy?

N/A

b. Do the beneficiaries of the legislation directly pay any portion of the cost of implementation and operation?

Licensure applicants would pay an application fee sufficient to cover the Department's administrative costs of processing and evaluating DUI program license applications. However, the fee will not apply to programs that apply for licensure in an area that currently does not have a licensed DUI program, or when the currently licensed program has relinquished its license.

4. Individual Freedom:

a. Does the bill increase the allowable options of individuals or private organizations/associations to conduct their own affairs?

N/A

b. Does the bill prohibit, or create new government interference with, any presently lawful activity?

N/A

5. Family Empowerment:

a. If the bill purports to provide services to families or children:

(1) Who evaluates the family's needs?

N/A

(2) Who makes the decisions?

N/A

(3) Are private alternatives permitted?

N/A

(4) Are families required to participate in a program?

N/A

(5) Are families penalized for not participating in a program?

N/A

b. Does the bill directly affect the legal rights and obligations between family members?

N/A

c. If the bill creates or changes a program providing services to families or children, in which of the following does the bill vest control of the program, either through direct participation or appointment authority:

(1) parents and guardians?

N/A

(2) service providers?

N/A

(3) government employees/agencies?

N/A

D. STATUTE(S) AFFECTED:

ss. 316.192, 316.193, 322.271, 322.291, 322.292, F.S.

E. SECTION-BY-SECTION ANALYSIS:

N/A

III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE AGENCIES/STATE FUNDS:

1. Non-recurring Effects:

<u>Expenditures</u>	<u>1999-00</u>	<u>2000-01</u>
DUI School Coordination Trust Fund	\$15,201	\$0

This provides for the non-recurring expenditures for one professional position. Also reflected is 80 hours of contracted programming modifications at \$125 per hour to modify the Driver License Software System.

2. Recurring Effects:

<u>Expenditures</u>	<u>1999-00</u>	<u>2000-01</u>
DUI School Coordination Trust Fund	\$54,779	\$54,779

The Department indicated that it will need one full time staff position to implement the bill's provisions.

3. Long Run Effects Other Than Normal Growth:

N/A

4. Total Revenues and Expenditures:

<u>Expenditures</u>	<u>1999-00</u>	<u>2000-01</u>
DUI School Coordination Trust Fund	\$69,980	\$54,779

B. FISCAL IMPACT ON LOCAL GOVERNMENTS AS A WHOLE:

1. Non-recurring Effects:

N/A

2. Recurring Effects:

N/A

3. Long Run Effects Other Than Normal Growth:

N/A

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

1. Direct Private Sector Costs:

The bill authorizes DHS&MV to assess a uniform application fee. The fee must be set at an amount sufficient to cover the Department's administrative costs of processing and evaluating DUI program license applications.

Certain persons may incur additional treatment costs to the extent that the bill encourages more referrals for treatment as a result of the required psychosocial evaluation.

2. Direct Private Sector Benefits:

N/A

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3. Effects on Competition, Private Enterprise and Employment Markets:

N/A

D. FISCAL COMMENTS:

N/A

IV. CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

A. APPLICABILITY OF THE MANDATES PROVISION:

N/A

B. REDUCTION OF REVENUE RAISING AUTHORITY:

N/A

C. REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:

N/A

V. COMMENTS:

N/A

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

N/A

VII. SIGNATURES:

COMMITTEE ON TRANSPORTATION:

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