PERFORMANCE AUDIT REPORT APRIL 2013

To The Fiscal Committee Of The General Court:

We conducted a performance audit of customer service at the Division of Motor Vehicles (DMV) to address the recommendation made to you by the joint Legislative Performance Audit and Oversight Committee. We conducted the audit in accordance with generally accepted government auditing standards. Those standards require we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions. The evidence we obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

The purpose of the audit was to address customer wait time, customer satisfaction, and training at the DMV during State fiscal years 2011 and 2012.

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ABBREVIATIONS

DMV	Division Of Motor Vehicles
DoIT	Department Of Information Technology
DOS	Department Of Safety
IRP	International Registration Plan
LBA	Office Of Legislative Budget Assistant
LPAOC	Legislative Performance Audit And Oversight Committee
SFY	State Fiscal Year
RSA	Revised Statutes Annotated
VoIP	Voice Over Internet Protocol

EXECUTIVE SUMMARY

Overall, customers are overwhelmingly satisfied with the services provided by the Division of Motor Vehicles (DMV). Wait times to obtain services were generally considered reasonable by DMV's customers, and its employees were consistently viewed as knowledgeable and friendly. DMV initiatives starting in late 2009, along with the appointment of a new Director in April 2010, have created positive changes in addressing customer service as well as wait time. Another significant change was the creation of the Bureau of Operations (Bureau) in late 2010, which consolidated all front-line counter employees from the DMV's four bureaus under one Bureau. The Bureau oversees all customer interaction at the 14 locations statewide and over the telephone, has cross-trained employees conducting all types of transactions, and allows customers with multiple transactions to complete them at a single counter in most cases. Additional changes such as creating information desks at the busiest locations, the availability of online services to conduct certain transactions, a new phone system at the Contact Center, and a robust training curriculum have also received positive feedback from DMV employees.

Over 95 percent of customers from the six DMV locations we visited reported they were pleased with the services the DMV provided, and at least 80 percent of customers in these locations reported the hours of operation were convenient. Customers also commented their current experience at the DMV was better than in the past and out-of-state customers also commented about the ease of the experience. While customer opinions were overwhelmingly positive, the DMV could further improve customer service by instituting changes to better communicate certain information to its customers.

Wait times at the six DMV locations we visited during January, February, and March 2013 were generally minimal. On average, at all but one location we visited, customers had a wait time of less than eight minutes. Further, at least 80 percent of customers at all locations we visited noted the wait time was acceptable, including customers at the location where we observed the average wait time to be over 30 minutes. While observed wait times were reasonable during our visits, the DMV could better track this data and establish performance measures, benchmarks, and goals regarding customer service.

The DMV has also developed a robust training curriculum using a combination of on-site and web-based training. The curriculum includes a core set of required training, a cross-training program, and required refresher courses on a specific cycle. To improve consistency, training for Bureau of Operations employees was consolidated under a training coordinator. Although the program could benefit from better documentation and record-keeping, the curriculum is meeting the needs of its employees.

In summary, the DMV's customer service operations are generating positive responses from both customers and employees alike.

RECOMMENDATION SUMMARY

Observation Number	Page	Legislative Action Required?	Recommendation	Agency Response
1	10	No	Improve communication with customers by improving signage, increasing the amount of information available online, including online service issues, and more clearly explaining the driver license renewal process in the renewal letter.	Concur
2	16	No	Formally develop, benchmark, and report goals and performance measures; include goals, measures and benchmarks in the strategic plan; and improve data collection and validation.	Concur
3	20	No	Establish cross-training procedures, finalize the training policy, ensure training records are accurate and validated, and improve training records.	Concur
4	23	No	Regularly assess risks and opportunities for fraud, conduct follow-up background checks including financial history; ensure policies and procedures are in place; and increase the frequency of fraudulent document training.	Concur

BACKGROUND

RSA 21-P:8 establishes the Division of Motor Vehicles (DMV) under the supervision of an unclassified Director who is responsible for:

- motor vehicle and driver regulation, including, but not limited to, driver licensing, vehicle registration, financial responsibility compliance, and title issuance;
- registration of commercial and private boats; and
- administration of motor vehicle laws under RSA 260, except for road toll (gas tax) administration, the fuel tax agreement, and international registration plan (IRP).

The DMV is headquartered in Concord and is one of 14 locations across the State (Appendix C). The DMV consists of five main bureaus which ensure motor vehicle and driver regulations are met. These include Driver Licensing, Registration, Title and Anti-Theft, Financial Responsibility, and Operations.

The *Bureau of Driver Licensing* is responsible for administering all driving exams (i.e., written and road tests for operators, commercial drivers, and motorcycle riders), overseeing driver education, and administering the motorcycle rider training program.

The *Bureau of Registration* oversees more than 220 town and city offices participating in the Municipal Agent Program (which allows residents to register their vehicles and boats locally instead of visiting a DMV location); monitors the on-board diagnostics program (vehicle emissions), safety inspection stations, auto dealerships, and boat agents; and issues walking disability placards. State laws require all vehicles be registered annually.

The *Bureau of Title and Anti-Theft* is responsible for issuing motor vehicle titles, determining a vehicle's legal ownership, and initiating criminal and consumer fraud investigations. During State fiscal year (SFY) 2011, the Bureau issued over 304,000 titles. RSA 261:2 prohibits registration of a vehicle unless a certificate of title has been issued.

The *Bureau of Financial Responsibility* administers and enforces motor vehicle statutes affecting an individual's driving record, the status of a person's driver license, and vehicle registration privileges. The Bureau is the central site for data gathered from all law enforcement agencies, District and Superior courts, and out-of-State motor vehicle registries.

The *Bureau of Operations* oversees daily in-person customer service counters for driver license, registration, titling, and financial responsibility transactions at all DMV locations; phone interactions at the Contact Center (formerly the Call Center); International Registration Plan service counters in Concord and Twin Mountain (for commercial trucking companies doing business in multiple jurisdictions); and maintains information desks in Concord, Manchester, Dover, Salem, and Nashua to assist customers with questions and paperwork before reaching the transaction counter.

The Bureau of Operations was created in 2010, removing the customer service counter and Contact Center employees from various DMV bureaus and consolidating them into one Bureau. The Bureau's 78 full-time and 18 part-time authorized employees are responsible for issuing new and renewal driver licenses to New Hampshire residents age 16 years and older, issuing non-driver identification cards, registering motor vehicles and boats, processing title applications, printing driving records, collecting associated fees, assisting customers with traffic citation payments, and ensuring all documents are complete prior to restoring a person's driving privileges. During SFY 2012, DMV employees issued over 340,000 licenses and identification cards (including online transactions) and, in conjunction with its municipal agents, registered over 1.6 million motor vehicles and 90,000 boats.

The Contact Center is responsible for answering incoming calls and customer emails. Contact Center employees answer basic questions pertaining to licensing and registration, triage more complicated calls to the Financial Responsibility and Title and Anti-Theft Bureaus, and process over-the-phone credit card payments for traffic citations. The Contact Center's 10 full-time and one part-time employees reportedly handle, on average, approximately 1,500 calls daily.

Initiatives To Improve Customer Service

The DMV implemented changes beginning in 2009 to address customer service concerns and alleviate wait times at its locations. These initiatives include:

- cross-training employees to allow more DMV flexibility in serving customers;
- requiring locations to report customer wait times exceeding 25 minutes to DMV headquarters (if a location is unusually busy, in limited instances DMV management may re-direct employees from a nearby location to help);
- re-aligning service counters to allow customers to complete several different types of transactions at one counter without having to stand in line again at a second counter;
- implementing an online driver license renewal system which allows operator and motorcycle license holders meeting certain criteria to renew online once in a ten-year period (approximately 34 percent of eligible license renewals are now completed online);
- implementing an online ticket payment system;
- instituting an automated system to allow for scheduled driver licensing skill (road) tests which has helped reduce wait times for others conducting business at the DMV;
- arranging for driver education classes to bring their students in for road tests after-hours to further reduce long waits in line;
- automating the written portion of the driver license test which allows instant reporting of the results to both the test-taker and the DMV driver licensing database;
- streamlining vehicle registration by completing online connections to DMV headquarters for over 220 municipal agents which has reduced processing time for customers and data entry time for DMV employees; and
- implementing a new voice over internet protocol phone system which allows DMV management to monitor the number of customers waiting to be helped, allows customers to know how many calls are ahead of them in the queue, allows customers to leave a

message instead of waiting in the queue, and enables locations all over the State to help answer phone calls.

According to DMV management, these changes, although still in process, have helped increase customer satisfaction primarily by alleviating long lines at the DMV locations.

Report Focus

This report primarily addresses DMV's service to individual customers as administered through the Bureau of Operations at its locations. The remainder of the report provides background information and recommendations to address the questions we were asked to consider:

- Are customers satisfied with the services provided by the DMV?
- Do DMV hours of operation meet customer needs?
- Does the DMV accurately track customer wait times, effectively deploy employees to respond to excessive wait times, and communicate wait times to its customers?
- Are service times consistent among the DMV locations?
- Does the DMV implement customer service training for all employees?

CUSTOMER SATISFACTION

Are customers satisfied with the services provided by the Division of Motor Vehicles (DMV) and do hours of operations meet customer needs?

Customers at the six DMV locations we visited throughout the State were overwhelmingly satisfied with the services provided by the DMV and its employees (Table 1). Customers we surveyed gave the DMV high marks in all categories including: employee knowledge, friendliness, and wait-time. Customers in the majority of the locations we visited also reported the hours of operations and locations were convenient. This corroborates the DMV's own analysis of customer satisfaction from comment cards completed by its customers in calendar year 2012. While the DMV received 553 comment cards from the approximately 500,000 customers visiting the DMV during that time, 83 percent of customer comments were positive.

Table 1

Location	Tamworth	Manchester	Concord	Dover	Keene	Twin Mountain
Customers Entering ^a	66	364	526	146	130	53
Completed Surveys	51	174	206	103	81	41
Survey Response Rate	77%	48%	39%	71%	62%	77%
Pleased With Service	100%	95%	97%	100%	99%	100%
Acceptable Wait Time	100%	84%	98%	100%	95%	100%
Knowledgeable Server	100%	98%	99%	100%	100%	100%
Friendly Server	100%	98%	100%	100%	100%	100%
Convenient Location	86%	94%	74%	93%	98%	83%
Convenient Hours	94%	82%	87%	88%	91%	98%

On-Site Survey, Customer Satisfaction Results

Note: ^a This is the number of customers we tracked upon their entry to the DMV location.

Source: LBA on-site survey.

In general, the vast majority of customers responding to our survey question (88 percent or 568 of 649) reported the DMV's hours of operations were convenient, with 19 percent of customers (122 of 649) suggesting weekend or evening hours would improve convenience. Three of five other New England states have evening or weekend hours and the DMV implemented alternate hours in the past but reported customer volume did not increase significantly enough to warrant maintaining the practice. The DMV is again considering the idea; however, there is no funding for additional hours, so hours would be cut from current operations to add weekend or extended hours. Based on our survey, there is not a significant demand for alternate hours of operation.

Bureau of Operations employees also generally responded positively to the overall changes and implementation associated with the Bureau of Operations. Of those who worked at the DMV prior to the creation of the Bureau of Operations, 65 percent (37 of 57) reported the creation of the Bureau improved customer service at the DMV and 94 percent of respondents (72 of 77) rated the DMV's customer service as either good or excellent.

Online Services

While visiting the DMV locations, several customers voiced concern over the online license renewal system, as they were unable to process their transaction. Our survey did not ask about DMV's online services; however, follow-up with the DMV identified concerns regarding the system.

During calendar year 2012, an average of 170 people renewed licenses online daily, more than doubling the daily usage since 2010. The increasing number of customers using the online system shows the success of the system; however, it also means any system outages affect more customers.

Observation No. 1

Improve Communication With Customers

Although customer feedback was generally positive, the DMV could further enhance satisfaction by improving customer communication. We found several instances where communication with customers could be improved.

Signage

The six locations we visited lacked sufficient signs to direct customers to where they needed to be or what paperwork was required for their transactions. Each DMV location is laid out differently and has different signage needs. Supervisors at two of six locations noted lack of sufficient signage as a concern, and one location Supervisor stated you can see the confusion on the customer's faces as they enter the building. In three of the six locations we visited, signs intended to convey necessary information or to direct customers to required forms were printed on letter-sized sheets of paper. According to the Operations Bureau Supervisor, the DMV is aware signage is an issue at all locations and the DMV is working to obtain better signage.

Communicating Busy Times

DMV employees stated the busiest times and days were Mondays and Fridays; the beginning and end of the month; and daily in the early-morning, at lunch time, and before closing. However, the DMV does not communicate this information to customers. Further, the DMV is aware of potential spikes in traffic at certain locations such as days when commercial driving license exams normally take place, or the Fridays before Memorial Day or the Fourth of July for boat registrations. Our informal discussions with customers at the DMV locations we visited showed customers are not aware of these trends and did not realize they may be coming to the DMV at a busier time. The DMV could communicate real-time information through its website and message boards within its locations. This should allow the DMV to provide updates regarding significant wait times and allow the public to decide if they would like to try another day. This communication could come in the form of real-time updates or a general notification regarding known busier days and times.

Online License Renewal Issues

Issues with the online driver license renewal system have prevented customers from completing transactions on occasion. There is no message on the DMV website alerting customers to potential issues or letting them know if they receive an error during the credit card portion of the transaction, their accounts will be reset so they can try again at a later time.

License Renewal Letter

One of the most frequent transactions for the DMV is driver license renewals. The DMV sends a letter to all customers reminding them of the need to renew. Depending on their eligibility to renew online, the DMV will send one of two renewal letters to customers. Both letters refer to the required renewal form by its technical name, the *DSMV 450*, which is not the title or actual name of the form. Prior to 2012, this letter included the required renewal form, but now only references it. Observations from the six DMV locations we visited indicate many people did not realize they needed to complete a form to renew their license and were unaware of what form would be appropriate.

Management must ensure effective communication with customers by creating channels allowing the customer to both provide input and also receive information. Insufficient communication may lead to frustration or confusion for customers while improving communication could further enhance customer satisfaction.

Recommendations:

We recommend the DMV improve communication with customers by improving signage at the DMV locations, increasing the amount of information available online, improving communication regarding online service issues, and more clearly explaining the renewal process in the renewal letter.

Auditee Response:

We concur. DMV agrees that continued improvement of communications with customers is important. We continue to seek feedback on the way we provide information to customers. Currently, the majority of customers are able to successfully complete transactions with DMV. Our efforts to aid those having difficulty must be balanced against the risk of the unintended consequence of causing confusion for the majority of customers who are successful with the existing presentation of information.

WAIT TIME AND SERVICE TIME

Does the Division of Motor Vehicles (DMV) accurately track customer wait times, effectively deploy employees to respond to excessive wait times, and communicate wait times to its customers? Additionally, are service times consistent among the DMV locations?

Wait time is generally defined as the amount of time a customer waits between entering the DMV and being served at the transaction counter. During each of our six visits to DMV locations, we tracked wait time, service time (i.e., time spent completing transactions at the counter), and overall time spent at the DMV. In five of the six locations, customers waited an average of less than eight minutes to receive service. At the sixth location, customers waited an average of 32.5 minutes; however, our visit took place on a Friday on the first day of the month, reportedly two of the busiest times for the DMV. Table 2 summarizes average wait times at the DMV during our visits to six DMV locations throughout the State.

Table 2

Location	Tamworth	Manchester	Concord	Dover ^c	Keene	Twin Mountain
Date Visited	1/31/13	2/1/13	2/7/13	2/11/13	2/13/13	3/5/13
Day of the Week	Thursday	Friday	Thursday	Monday	Wednesday	Tuesday
Customers Served ^a	62	276	482	131	113	53
Average Wait Time ^b	3.9	32.5	6.8	6	7.4	3.6
Median Wait Time	4	35	5	6	6	3
Maximum Wait	13	72	46	20	40 ^d	14
Time						
Wait time of 25 min or less	100%	31%	98%	100%	97%	100%

Wait Time Analysis From Six DMV Locations (times in minutes)

Notes: ^a Number of LBA tracking tickets returned to LBA from DMV counter employees.

^b Includes time the customer took to complete required forms which, in general, took approximately five minutes. In rare cases, this accounted for a substantial portion of time.

^c It snowed on the day we visited Dover, potentially causing an under-representation of wait time.

^d This wait time was due to extensive time spent filling out paperwork. The next longest wait time at the location was 26 minutes.

Source: LBA time study.

Customer Wait Times

Customers we surveyed at the six locations overwhelmingly reported the wait time was acceptable. However, we found wait times can vary among locations, and specific times of the year may present different complexities for different areas. For example, five people entering the DMV simultaneously in a large location, where there are six employees, does not have as dramatic an effect on wait time as it would in a small location where there may only be two employees available. The DMV has not established a formal wait time benchmark or goal, does not have a written policy on wait time tracking, and has no formal method for measuring wait times, although locations are expected to report via email if wait times exceed 25 minutes. Employees in smaller locations report "eyeballing it" or reporting if wait times become "outrageous" while locations with customer service desks will typically write the arrival time on the tracking ticket issued at the customer service desk and have the counter employees record the counter arrival time. This method does not capture the time customers wait to be helped by the customer service desk.

Theoretically, the DMV could re-deploy employees to address excessive wait times, but in practice this does not generally occur due to lack of resources and the distance from one location to another. Currently, Concord headquarters receives emails regarding wait time and may enter this information into a spreadsheet. The information is not currently used for trending; identifying potentially busier times, days, periods of the year, or locations; or for making staffing adjustments by location or by busy periods. Further the spreadsheet does not specify how long the wait time exceeded 25 minutes.

Our review of other states' wait time goals and benchmarks found a range of goals varying from an average wait time of less than 15 minutes to less than 30 minutes. In rare cases, the goal was more specific such as serving 80 percent of customers in less than 20 minutes. Generally, wait time benchmarks are an average over a specific period, for example, an average wait time of less than 15 minutes over the course of a year.

Actual Service Time

We found average service time was comparable among locations (Table 3). Additionally, at five of the six locations, we found customers spent less than 15 minutes, on average, in total conducting business at the DMV. Our methodology did not allow a detailed analysis of variations in service times by service type or individual employees; however, a general analysis shows considerable variation in processing time between different individuals for similar transactions. The variations could be seen at all locations. The DMV does not track service times or any variations in service time between employees; however it identified this as an objective in its draft strategic plan.

Table 3

Location	Tamworth	Manchester	Concord	Dover	Keene	Twin Mountain
Date Visited	1/31/13	2/1/13	2/7/13	2/11/13	2/13/13	3/5/13
Day of the Week	Thursday	Friday	Thursday	Monday	Wednesday	Tuesday
Customers Served ^a	62	276	482	131	113	53
Average Service Time	6.8	6.1	5	5.8	5.7	6.2
Median Service Time	6	5	4	5	5	6
Maximum Service Time	24	62 ^c	58 ^d	29	15	47 ^e
Average Time at DMV ^b	10.7	38.4	11.8	11.7	13	9.7
Median Time at DMV	10	39.5	10	11	11	9
Maximum Time at DMV	25	81	58	31	49	47

Service Time Analysis From Six DMV Locations (times in minutes)

Notes: ^a Number of LBA tracking tickets returned to LBA from DMV counter employees.

^b Includes time the customer took to complete required forms, which in general, took approximately five minutes. In rare cases, this accounted for a substantial portion of time.

^c This transaction required the counter person to contact Concord. The second longest service time at this location was 24 minutes.

^d The counter person had to call the town clerk for this transaction. The second longest service time at this location was 30 minutes.

^e This transaction required the customer going out to get more paperwork and waiting for another person's transaction to complete before returning to the transaction. The second longest service time at this location was 10 minutes.

Source: LBA time study.

Contact Center

Prior to implementation of the Voice-over Internet Protocol (VoIP) phone system in December 2010, customers were transferred from one phone to the next until they reached a voicemail box. With the implementation of the VoIP system, customer calls are routed to a queue and handled by the next available Contact Center representative. Customers are also given the option to remove themselves from the queue, leave a voicemail, and receive a return call instead of waiting. During calendar year 2012, the average wait time for customers to reach a Contact Center representative decreased from a high of 5:48 minutes in July 2011 to 2:52 minutes in June 2012, despite an eight percent increase in call volume.

The VoIP system collects statistics including the number of calls received, handled, customers leaving the queue and opting to leave a message, and abandoned; average and maximum queue

time and call handle time; average and maximum time for a customer to abandon the call or remove themselves from the queue. However, there are no formal measures to determine whether the Contact Center is providing adequate customer service or whether customers are satisfied with the service rendered by the Contact Center.

Observation No. 2

Develop, Benchmark, And Report Goals And Performance Measures For DMV Operations

During the audit period, the DMV did not have specific goals or benchmarks against which to measure its customer service performance and customer satisfaction, nor did it analyze trends to further improve customer service. The DMV's objective is to ensure customers do not wait more than 30 minutes for service when visiting in person; however, there are no formal customer service goals or benchmarks to assess customer wait time. The DMV requires locations to report to the Bureau Supervisor if customers wait longer than 25 minutes for service; however, there is no written policy to address how customer wait time will be tracked, nor a standardized method to collect wait time information. Additionally, while the Contact Center Supervisor analyzes trends and has established informal goals for Contact Center employees, performance data are not regularly collected or analyzed at the Bureau level.

Beginning in State fiscal year (SFY) 2013 the DMV began drafting a strategic plan and provided a sample of potential goals and objectives. We found some of the goals established in the plan may not be well developed. For example, the DMV's draft strategic plan established a goal that 30 percent of eligible customers would renew their license online by 2015. However, we found 34 percent of eligible customers renewed online during 2012, already exceeding the DMV's 2015 goals. No Contact Center goals were included in the draft strategic plan.

Finally, we found the DMV's data collection, validation process, and accuracy could be improved. Data provided for training, online ticket and license renewals, days when customer wait times exceeded 25 minutes, comment card analysis, and the annual report were either incomplete, inaccurate, or did not reconcile with similar data from other sources. Further, the DMV was unaware of these discrepancies or inaccuracies until we pointed them out. Some of these inaccurate and incomplete data were used to develop the draft strategic plan, leading to inappropriate future goals.

Performance measures are necessary not only to better assess an entity's overall performance, but also to communicate information to relevant stakeholders and ensure internal employees recognize performance expectations and how they are tied to mission and goals. Goals, performance measures, and benchmarks should consider past results, be consistent with best practices, and be measurable. Measures must be regularly monitored, reviewed, reported, trended, and compared to targets. Any deviation from expected results or variation from the benchmark should be investigated to determine the cause. Data should also be compared between similar data sets to assess any adjustments in processes or activities that may be necessary.

A 2010 U.S. Government Accountability Office report on strengthening federal agencies' customer service efforts identified measuring customer service, both qualitatively and

quantitatively, as a regular practice at all agencies it surveyed. Measurements included wait times, accuracy of service, customer satisfaction, dropped call rates, time to answer the phone in the contact center, email response time, customer access to service, processing time, customer complaints, and annually surveying front-line employees to identify opportunities for improvement. The report recommended the customer service standards and results be readily available to the public.

During the 2011/2012 biennium, the DMV lost employees to layoffs and the Bureau of Operations started data collection efforts to assess customer satisfaction and customer service related measures in SFY 2013. According to the DMV Director, there are limited resources available in general and insufficient employees available to accurately measure customer wait time. Further, the information systems are antiquated, which makes generating performance data difficult.

Without measuring performance against clearly defined goals and benchmarks, the DMV cannot ensure it is maximizing the efficiency of its operations or best serving customers. The DMV is unable to communicate data such as wait time to customers, cannot currently identify any variations between offices in service or wait time, and has not trended data to ensure employees are best deployed in all situations. Adequately measured performance measures tied to mission and goals would better position the DMV to respond to customers, respond to any changes in its operations, and provide a means to better communicate its current environment to relevant stakeholders.

<u>Recommendations</u>:

We recommend the DMV formally develop, benchmark, and report goals and performance measures for DMV customer service operations. All customer service related goals and benchmarks, including those for the Contact Center, should be included in the strategic plan.

We also recommend the DMV improve data collection and validation methods; ensuring benchmarks, goals, and results are based on accurate data.

Auditee Response:

We concur. DMV agrees that developing additional benchmarks and performance measures are crucial to the continued improvement of customer service. The detailed information provided by the VoIP phone system has been used by DMV management to improve the allocation of resources to phone support needs. We believe similar data analysis of other performance measures will help DMV make additional improvement to customer service.

TRAINING

Does the Division of Motor Vehicles (DMV) implement customer service training for all employees?

Although not formalized in policy or procedure, the DMV has a number of training classes required for all its employees. These training courses cover DMV orientation, customer service, fraudulent document recognition, ethics, money handling, privacy, and telephone skills. Supervisors are required to take additional classes on interviewing and performance evaluations. Further, most of these trainings require the employee take a refresher course every three years. The DMV also offers a number of professional growth classes such as communication skills and anger management. During calendar years 2011 and 2012, the DMV held 141 classes. In 2011 all mandatory classes were held at least once and, in 2012, all but the Telephone Training and Interviewing Skills classes were held at least once.

The Bureau of Operations has also implemented a cross-training program for its Licensing, Registration, and Titling employees. Additionally, Contact Center employees are cross-trained to work on the customer service counters so they are better equipped to respond to inquiries over the phone. According to the Operations Supervisor, nearly all employees are cross-trained, allowing employees to complete any required transactions and better serve customers.

Historically, training was done separately by each Bureau (i.e., the Bureau of Driver Licensing separate from the Bureau of Registration, Bureau of Operations employees trained at the site they would be assigned, etc.), which led to inconsistencies. Since 2000 the training program for the entire DMV is centralized under a single training coordinator and completed in Concord. The training coordinator has implemented a number of feedback mechanisms in the training program including class evaluation surveys, action plans, and end of training quizzes.

In addition to on-site training in Concord, the DMV also implemented online training. These courses can be completed at the locations and are used to roll out pilot programs as well as for employees to complete some refresher courses. Each online course has a quiz at the end to ensure the user has understood the material.

According to the DMV, all employees have completed the required initial training and most are current on refresher training. However, our analysis of a small sample showed not all employees have completed the initial mandatory training classes and some additional employees were not current with their refresher courses. This discrepancy was mostly due to record keeping errors.

Bureau of Operations employees generally found value in both the initial and refresher trainings on customer service offered by the DMV. Responses to our employee survey (Appendix B) indicate 73 percent (56 of 77) rated the initial training either good or excellent and 68 percent (52 of 77) rated the refresher training as either good or excellent. Only two respondents rated the initial training as poor and no one rated the refresher training as poor or very poor.

Observation No. 3

Improve Training Documentation And Record Keeping

The DMV has made several steps towards improving their employee training programs including: developing a training curriculum, implementing cross-training for the Bureau of Operations employees, improving consistency by centralizing training, and implementing end of training testing and surveys. However, its training documentation and record keeping could be improved.

Training Documentation

During the audit period, the DMV did not have a written training policy or procedure. The DMV drafted a training policy after we asked for it; however, this policy had not yet been approved by the DMV Director or the Department of Safety Commissioner, nor has it been communicated to employees. Further, we found inconsistencies between the draft policy and the current program as implemented.

The cross-training program was developed following the DMV's restructuring and inception of the Bureau of Operations; however, it is also not documented in policy and there are no procedures to ensure all employees are cross-trained. While the Operations Supervisor noted supplemental job descriptions have been updated to include cross-training, there is no procedure to outline how, when, or what cross-training is required. The supplemental job descriptions do not reference cross-training; however, they do require a "multi-week training program of classroom and on the job training..."

Policies and procedures should be in place for each of the agency's activities to ensure adherence to established directives and appropriate application of those directives. Policies and procedures are a form of communication by management ensuring information and expectations are transferred to employees; therefore, without a policy, employees may be unaware of expectations. In the past, required training was reportedly not enforced.

Record Keeping

During our review of training received by a sample of employees, we found several omissions, including three of nine employees who had taken trainings which were not entered into the training record and all employees missing documentation of telephone skills training. We also found one oversight in the training record of the nine we reviewed.

Management should employ techniques to ensure accuracy and completeness in data entry for training records. For an agency to run and control its operations, it must have access to relevant and reliable information. Further, documentation should be readily available for review, and the process for data collection and handling should be documented. Incomplete record keeping may cause some employees to miss required trainings.

<u>Recommendations</u>:

We recommend the DMV:

- incorporate cross-training into the training policy and finalize the policy,
- establish procedures for how cross-training is implemented,
- ensure training records are accurate and validated, and
- develop a documented procedure for maintaining training records.

Auditee Response:

We concur. We agree that the DMV has not formally documented all of its cross-training procedures and that we should continue to establish and implement cross-training procedures throughout the DMV. The DMV has been challenged in this area due to the approximate 15% staff reductions we have experienced over the last two biennia. It is the DMV's plan to continue cross-training customer service clerks despite the limits due to staff reductions.

RISK MANAGEMENT

Division of Motor Vehicles (DMV) operations provide the opportunity for several risks of varying likelihood and impact. For example, the DMV provides forms of identification for the public. This identification is required in many circumstances to obtain government services or for certain privileges and; therefore, there is a heightened risk that someone may try to inappropriately obtain them. The DMV is aware of these risks and has implemented controls to help decrease the likelihood of their occurrence; however, it must remain vigilant.

Prior LBA financial audits have commented on risk at the DMV. Our 1999 and 2006 financial audits recommended establishing a formal fraud detection and deterrence policy and a formal fraud reporting policy. Additionally, several other observations addressed perceived risks associated with daily operations. The DMV has since developed both an employee fraud reporting and fraud detection policy; however, it must continue to assess and address risks associated with DMV operations.

Observation No. 4

Improve Risk Assessment And Management

While the DMV has a formal risk assessment process and fraud policies, we found areas where the DMV could further improve their risk assessment and mitigation processes.

Risk Assessment

A DMV senior manager participates in an annual risk assessment with Division internal auditors which, in some cases, has led to control activities such as developing policies and setting up committees to review system access. However, the risk assessment is a standardized review of pre-determined risks and management's rating of the perceived risk based on an established scale. Therefore, the risk assessment instrument is based on classifying only *known* risks and does not include opportunities to evaluate unknown or new risks which may affect the system. The DMV does not involve all management levels of the organization in a formal assessment of specific risks that could occur, the opportunities and motivation for committing fraud, their likelihood of occurrence, potential impact to the system, or systems in place to monitor or mitigate those risks. This may limit the DMV's ability to identify risks of fraud, abuse, or mismanagement.

Managers must examine internal controls and their effectiveness, how the controls can be improved, and the degree to which the controls actually deter the risk of fraud, waste, or abuse. Controls should provide for an assessment of the risks the agency faces from both internal and external sources. Once identified, risks should be analyzed and an approach for mitigating those risks developed. Management must identify and document risks and their level of importance and likelihood, using various methodologies, on a scheduled and periodic basis. Risk should be discussed at all levels of the organization with appropriate management included in the formal discussion from each level. Risk assessment should be included in short and long term forecasting and strategic planning. Risk assessments should include a determination on how to mitigate the risk.

Background Checks

The DMV does not perform follow-up background checks on DMV employees. Although new hires receive a background check, no follow-up check is completed unless the employee moves into a new position. Further, the initial background check includes a criminal check, but only includes a financial history for supervisor or administrator level positions and not for counter employees.

The DMV's fraud detection policy states there are three key elements to every fraud including pressure, perceived opportunity, and a way to rationalize the act. Pressures can include financial pressures, vices, work-related, and other pressures, while opportunities can be due to lack of controls or lack of access to information. Without follow-up checks or awareness of an employee's financial situation, the DMV may not be aware of any changes or circumstances which may increase the motivation for inappropriate activity.

Policies and Procedures

The DMV lacked policies and procedures for inferior driver license disposal and destruction until we requested to see them. Inferior quality licenses are valid licenses but do not meet the quality standard required for final dissemination. Unauthorized access to and inappropriate use of the discarded licenses increases the risk of fraud.

Training

The DMV requires all employees receive training on fraudulent documents with a refresher course every three years. The fraud detection and prevention policy specifically requires training on recognizing fraudulent documents and authentic U.S. currency. In daily operations, the DMV requires proof of identification and counter employees must recognize birth certificates, social security cards, passports, U. S. Immigration and Naturalization Services paperwork, out-of-state licenses, and other forms of identification. The DMV also receives cash, checks, and credit cards from customers.

The DMV must consider the risks inherent in its operations. This includes risks from external factors such as those associated with technological advances or changing needs or expectations. Technological changes, which happen very quickly, provide ever-changing and improved opportunities to produce fraudulent documents. Further, criminals regularly identify new methods to perpetrate frauds. For these reasons, more frequent training, refreshers, or communication may be needed to decrease risk.

The DMV has experienced fraudulent activity in the past both by its own employees and the public. Inappropriate activity at the DMV may include diversion of cash and providing a form of government identification to individuals who are not otherwise eligible to receive it.

<u>Recommendations</u>:

We recommend the DMV continue to regularly assess risks and opportunities for fraud, both by the public and its own employees, and ensure appropriate controls are in place to mitigate risks by:

- improving its formal risk assessment process involving all levels of management, including documented remedies for identified risks;
- considering follow-up background checks, including a financial history, on DMV employees;
- ensuring policies and procedures are in place and regularly updated particularly for those activities which may be at a higher risk for fraud, and communicating them to employees; and
- increasing the frequency of training regarding fraudulent documents and regularly communicate new developments regarding fraudulent documents or other relevant criminal activity.

Auditee Response:

We concur. DMV agrees and believes that there are always opportunities to improve processes and procedures that will assist the DMV in achieving its mission. We will continue to work on identifying potential risks, documenting and evaluating those risks, and developing internal controls to further reduce those risks. We also believe that proposed new legislation in HB 282 requested by the Department of Safety which seeks to expand employee candidate background checks will further reduce risks related to fraud.

OTHER ISSUES AND CONCERNS

In this section, we present issues we consider noteworthy but not developed into formal observations. The Division of Motor Vehicles (DMV) and the Legislature may wish to consider whether these issues and concerns deserve further study or action.

Remain Aware Of Employee Safety And Security Concerns

Although not identified as a significant concern, all six locations we visited made reference to, or provided an example of, the irate customer who starts yelling and hitting things. Three location supervisors specifically expressed concern over safety and one noted training on how to approach or handle a customer when they are in an agitated state would be beneficial.

The DMV may want to formally assess employee safety and security risks, document emergency procedures, and consider any additional training which may aid employees in handling irate customers.

Improve Internal Communication

Although employee feedback was generally positive, the DMV could further enhance employees satisfaction by improving internal communication.

Our Bureau of Operations employee survey identified a need for improved internal communication and consistency, ensuring all employees have the same information, ensuring procedures are consistent, further developing the customer service desks, and additional training. Four of 18 comments used similar wording stating employees needed to be on the *same page* or *same wave*, and another five comments spoke specifically to communicating changes and more regular, consistent updates regarding changes which should be provided to all employees at all locations.

APPENDIX A OBJECTIVES, SCOPE, AND METHODOLOGY

Objectives And Scope

In November 2012 the Fiscal Committee approved a joint Legislative Performance Audit and Oversight Committee (LPAOC) recommendation to conduct a performance audit of the Department of Safety, Division of Motor Vehicles (DMV). A DMV performance audit had been discussed in September 2009; however, the LPAOC agreed to forgo recommending the audit at that time, based on the DMV's ongoing implementation of measures to improve customer service. In October 2012, the LPAOC directed the LBA Audit Division to resume the audit of the DMV pending Fiscal Committee approval. We held an entrance conference with the DMV on December 26, 2012. Our audit was designed to answer the following questions:

- 1. Are customers satisfied with the services provided by the DMV?
- 2. Do DMV hours of operations meet customer needs?
- 3. Does the DMV accurately track customer wait times, effectively deploy employees to respond to excessive wait times, and communicate wait times to its customers?
- 4. Are service times consistent among the DMV locations?
- 5. Does the DMV implement customer service training for all employees?

The audit period encompassed State fiscal years 2011 and 2012; however, where available and appropriate, comparative information from prior to 2011 was included for context. Because daily customer service functions are carried out by employees within the Bureau of Operations, our audit primarily focused on this Bureau and on services provided at its locations.

Little information was available on wait times and customer satisfaction from the approved audit period; therefore, much of the content in our audit findings is the result of wait time studies and customer satisfaction measures collected during January through March of 2013.

Methodology

To gain an understanding of New Hampshire and other states' DMV operations, we:

- Reviewed State laws and administrative rules; DMV policies, procedures, and practices related to customer service delivery; internal and external reports on the DMV; website information, newspaper articles, organizational charts, financial information, and employee job descriptions; customer satisfaction literature and standards; other states' audits of DMV customer satisfaction; other states' practices regarding hours of operations, wait time communication, and benchmarking;
- Interviewed DMV employees and management regarding changes to improve customer service and customer satisfaction, as well as the effect of these changes;

- Reviewed DMV registration, driver licensing, and online license renewal statistics; and
- Assessed and reviewed potential risks of fraud in daily operations.

To assess customer wait time, whether customers were satisfied with DMV services, and DMV training, we completed the following audit tasks.

• Conducted time studies to determine customer wait and service time at six of the 14 DMV locations statewide and compared results across locations. We subjectively selected locations based on transaction volume (both locations with large and small volumes are represented), geographic location (locations from all geographic areas of the State are represented in our sample), location layout (i.e., whether locations are set up to allow customers to conduct both licensing and registration transactions at a single counter), and whether the location had an information desk (both locations with and without an information desk are represented in our sample). We grouped similar locations from similar geographic areas together and selected one.

Wait time data were collected on a single visit to each location between January 31 and March 5, 2013 for an entire day starting at 8:00 AM until the last customer left. No part-time locations (i.e., four locations open only certain days of the week) were included in our sample, which may have affected the analysis on average wait time.

- Surveyed customers at the six locations we visited while conducting our time studies. We recorded a total of 1,285 customers entering the six locations visited and we received from them 656 completed surveys for a response rate of 51 percent. The lack of part-time locations in our sample may have affected our analysis on customers' perception regarding the DMV's hours of operations.
- Surveyed Bureau of Operations employees regarding their opinions of changes made to improve customer service at the DMV. The Internet-based survey was conducted between February 6 and February 13, 2013. We sent 92 surveys and received 78 completed surveys for a response rate of 85 percent.
- Assessed the DMV's performance measurement system by reviewing its draft strategic plan; interviewing DMV management about performance measures and goals established for specific Bureau of Operations activities; and reviewing Contact Center statistics regarding call volume, length of call, and dropped calls.
- Reviewed the DMV's training program for Bureau of Operations employees including: reviewing a sample of employees training records; attending the DMV's training course on customer service; reviewing online training courses; and reviewing training surveys and quizzes.
- Assessed the DMV's employee re-deployment strategies; reviewed DMV methods to convey wait times to customers and DMV's risk assessment model; interviewed DMV management and location supervisors about customer service, customer satisfaction, performance goals, and re-deployment activities; and reviewed the DMV's online license renewal services.

APPENDIX B

BUREAU OF OPERATIONS EMPLOYEE SURVEY RESULTS

Q1. Were you employed by the DMV prior to the creation of the Bureau of Operations?					
Answer Options	Response Percent	Response Count			
Yes	73%	57			
No	26%	20			
Unsure	1%	1			
	answered question	78			

Q2. Did the creation of the Bureau of Operations improve customer
service at the DMV?Answer OptionsResponseResponse

Answer Options	Percent	Count
Yes	65%	37
No	7%	4
Unsure	28%	16
	answered question	57

Q3. What improvements were created with the transition to the Bureau of Operations model? (Check all that apply)

of Operations model. (Check an that appl	<u>,</u> ,	
Answer Options	Response Percent	Response Count
Shorter wait times for customers	81%	30
Shorter service time for customers	60%	22
More clarity for customers	60%	22
Increased knowledge by DMV employees	78%	29
More flexibility by DMV employees	68%	25
Other (please specify)	5	
answ	vered question	37

Q3. Comments from "Other" Response			
Description	Response Percent	Response Count	
Customer can be helped			
at one counter	40%	2	
Other	60%	3	
	respondents		5
	comments provided		5

Q4. Does your station have a customer service or information desk?		
Answer Options	Response Percent	Response Count
Yes	82%	63
No	18%	14
Unsure	0%	0
	answered question	77

Q5. Has the customer service or information desk helped to improve customer service at your office?		
Answer Options	Response Percent	Response Count
Yes	84%	53
No	2%	1
Unsure	14%	9
	answered question	63

Q6. How has the customer service or information desk helped to improve customer service? (Check all that apply)			
Answer Options	Response Percent	Response Count	
Reduced wait times	79%	42	
Customers are more prepared when they reach the counter	100%	53	
Information is more easily available for the customer	83%	44	
Other (please specify)		8	
answered question		53	

Q6. Comments from "Other" Response		
	Response	Response
Description	Percent	Count
Directed to where to go	25%	2
Paperwork in order	50%	4
Other	25%	2
Avoid waiting in line when cannot		
be served	50%	4
	respondents	8
comm	nents provided	12

	Response	Response
Description	Percent	Count
Customer service desk/greeter	35%	21
Cross-training	20%	12
Decreased wait times/faster service	13%	8
VoIP Phone System/Contact Center	12%	7
Counter realignment	8%	5
Improved teamwork/environment	8%	5
Building improvements (televisions, updates)	7%	4
Improved communication between offices and		
headquarters	7%	4
All transactions processed all days, not just some days		
and more transaction available at more locations	7%	4
Unsure, new to DMV	8%	5
Other	13%	8
	respondents	60
commei	nts provided	83

Q8. How would you rate the DMV's current customer service?		
Answer Options	Response Percent	Response Count
Excellent	35%	27
Good	58%	45
Average	7%	5
Poor	0%	0
Very Poor	0%	0
Unsure	0%	0
	answered question	77

Q9. In your opinion, does customer service currently vary from office to office?		
Answer Options	Response Percent	Response Count
Yes	56%	43
No	9%	7
Unsure	35%	27
	answered question	77

Q10. Why does customer service vary from office to office? (Check all that apply)		
Answer Options	Response Percent	Response Count
Different cultures in different offices	62%	24
Different volumes of customers	85%	33
Different training in different offices	56%	22
Other (please specify)		12
	answered question	39

Q10. Comments from "Other" Response		
	Response	Response
Description	Percent	Count
Presence of a customer service desk	17%	2
Employee attitudes	25%	3
Lack of consistency at stations	33%	4
Other	33%	4
	respondents	12
com	ments provided	13

Q11. What would improve the uniformity of customer service from office to office? (Check all that apply)

Answer Options	Response Percent	Response Count
More uniform training	85%	29
Similar physical layouts of the buildings	41%	14
Other (please specify)		11
	answered question	34

Q11. Comments from "Other" Response		
	Response	Response
Description	Percent	Count
Continued training	18%	2
More consistency	36%	4
More and more consistent		
communication	27%	3
Other	18%	2
	respondents	11
com	nments provided	11

Q12. During the past year, how many times have you been sent to another DMV location to assist when wait times became excessive?		
Answer Options	Response Percent	Response Count
Never	76%	58
Less than 5 times	15%	11
Between 5 and 10 times	4%	3
More than 10 times	5%	4
	answered question	76

Q13. During the past year, how many times have you been sent to another DMV location to assist due to absences at that location?			
Answer Options	Response Percent	Response Count	
Never	71%	55	
Less than 5 times	12%	9	
Between 5 and 10 times	7%	5	
More than 10 times	10%	8	
	answered question	77	

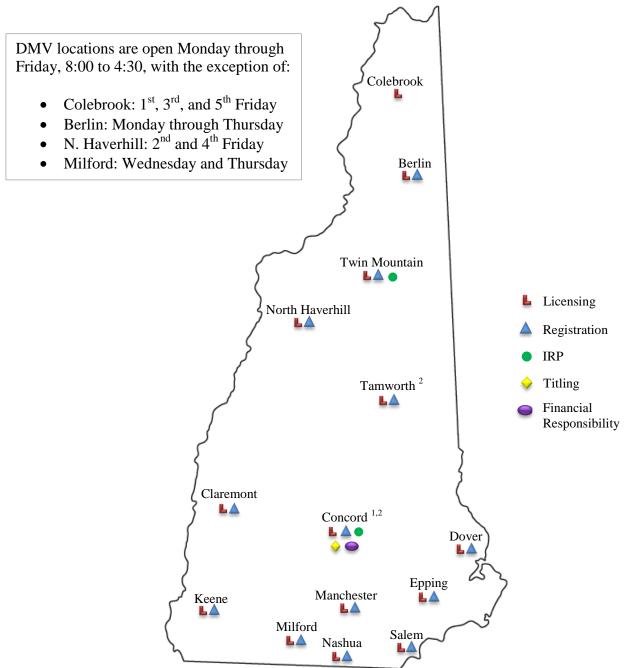
Q14. How would you rate the value of the initial training you received from the DMV on customer service?			
Answer Options	Response Percent	Response Count	
Excellent	26%	20	
Good	47%	36	
Average	18%	14	
Poor	3%	2	
Very Poor	0%	0	
I did not receive initial training on customer service.	7%	5	
	77		

Q15. How would you rate the value of any refresher courses on customer service provided by the DMV?			
Answer Options	Response Percent	Response Count	
Excellent	27%	21	
Good	40%	31	
Average	21%	16	
Poor	0%	0	
Very Poor	0%	0	
I have not received any refresher training on customer service.	12%	9	
answered question			

Q16. What changes could be made to the current system to further improve customer service?			
Description	Response Percent	Response Count	
More communication/policy for consistency/uniformity;			
better communication on policy changes	32%	19	
Full-time greeter	19%	11	
More training	17%	10	
Better IT systems	7%	4	
Better set up for disability	5%	3	
Allow greeters access to more information	3%	2	
More coverage on phones	3%	2	
More services at more offices	3%	2	
Better hours	3%	2	
Other	31%	18	
ľ	respondents	59	
comments provided			

Q17. Please provide any other comments or concerns related to customer service at the DMV.		
Answer Options	Response Count	
No common responses for summary	27	
answered question	27	

APPENDIX C DMV LOCATIONS AND SERVICES



Notes: ¹ DMV Headquarters. ² Despite PSA 21

² Despite RSA 21-P:8, III designating International Registration Plan (IRP) administration to the DOS Division of Administration, DMV personnel at these locations register commercial trucks.

Source: DMV website information.

APPENDIX D Status Of Prior Audit Findings

The following is a summary of the status of Observations applicable to this performance audit found in prior LBA audit reports of the DMV including:

- Fee And Fine Revenues Collected By The Division Of Motor Vehicles Financial and Compliance Audit Report For The Fiscal Year Ended June 30, 2006
- Revenues Collected By The Division of Motor Vehicles Financial and Compliance Audit Report For The Year Ended June 30, 1999

Copies of audits issued prior to 1999 may be obtained from the Office of Legislative Budget Assistant Audit Division, 107 North Main Street, State House, Room 102, Concord, NH 03301-4906. Audit reports issued after 1999 may be obtained online at our website http://www.gencourt.state.nh.us/LBA/audit.aspx

<u>Status Key</u>				
Fully Resolved	●	ullet	ullet	1
Substantially Resolved	●	ullet	0	0
Partially Resolved	●	0	0	1
Unresolved	0	0	0	1

Fee And Fine Revenues Collected By The Division Of Motor Vehicles Financial and Compliance Audit Report For The Fiscal Year Ended June 30, 2006

<u>No.</u>	<u>Title</u> <u>Statu</u>		Status	<u>s</u>	
4.	Formal Fraud Reporting Policy Should Be Established	•	lacksquare	lacksquare	
6.	Policies And Procedures Manuals Should Be Updated Or Established As Necessary	•	•	0	
10.	Control Over License Applicant Documents Should Be Formalized	•	\bullet	\bullet	

Revenues Collected By The Division of Motor Vehicles Financial and Compliance Audit Report For The Year Ended June 30, 1999

<u>No.</u>	<u>.</u> <u>Title</u>		Status	
2.	Formal Fraud Reporting Policy Should Be Established	ullet	ullet	ullet
31.	The Division Should Consider Developing A Formal Customer Service Plan	●	●	0