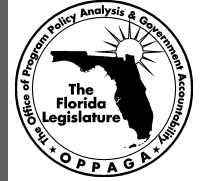




Office of Program Policy Analysis And Government Accountability



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Review of the Performance of the Florida Department of Law Enforcement's Investigations and Forensic Science Program

Abstract

- **The Investigations and Forensic Science Program's workload has increased over the past three fiscal years.**
- **The impact of Program services cannot be accurately measured due to limitations of the Fiscal Year 1996-97 performance measures and standards.**
- **The Legislature revised the 1997-98 and 1998-99 performance measures to address these shortcomings. We recommend that the Legislature make additional modifications to the 1998-99 performance measures and standards.**

Purpose

Chapter 94-249, Laws of Florida, directs state agencies to prepare performance-based program budgeting measures in consultation with the Governor's Office of Planning and Budgeting, staff from the appropriate legislative committees, and the Office of Program Policy Analysis and Government Accountability (OPPAGA). State agencies then submit performance-based program budget requests, which include performance measures and standards, to the Legislature for approval. The Legislature includes the approved performance measures and standards in the annual General Appropriations Act.

State agencies must report on performance against these standards to the Governor and the Legislature in their annual legislative budget requests. The Legislature considers this information in making funding decisions. The Legislature can provide incentives and disincentives for program performance that exceeds or fails to meet the established standards.

Section 11.513, F.S., directs OPPAGA to complete a justification review of each state agency program operating under a performance-based program budget. OPPAGA is to review program measures and standards and identify alternative means for providing program services. The Legislature authorized the Investigations and Forensic Science Program to operate under a performance-based budget in Fiscal Year 1996-97.

This is the first of two reports presenting the results of our program evaluation and justification review of the Florida Department of Law Enforcement (FDLE) Investigations and Forensic Science Program.¹ In this review, we examined the Program's performance compared to the Legislative measures and standards for Fiscal Year 1996-97 and options for improving program measures and standards for 1998-99. Our second report addressing program performance and policy alternatives for reducing costs and improving services will be published before July 1, 1998.

Background

The purpose of the Investigations and Forensic Science Program is to increase public safety and security. The Program provides advanced technical, forensic, and investigative services to prevent, investigate, and solve crime. The Program's three major functions are:

- **Investigative and Support Services** conduct independent investigations and coordinate multi-jurisdictional and special criminal investigations with local, state, and federal authorities.
- **Laboratory Services** collect and analyze evidence for criminal justice agencies.
- **Preventative Services** protect the Governor, his family, and visiting dignitaries.

¹ Formerly referred to as the Investigations and Protection Program.

The Investigations and Forensic Science Program, one of FDLE's three performance-based budgeting programs, represents 58% of FDLE's total appropriation. In Fiscal Year 1996-97, the Investigations and Forensic Science Program was authorized 938 positions and appropriated \$68.5 million.

Findings

Using the 1996-97 performance-based program budgeting measures and standards, what can be concluded about Program performance?

The 1996-97 performance measures indicate workload has increased the last three fiscal years.² Also, Program efficiency may be improving. We could not draw definitive conclusions about Program performance for three reasons: limited use of outcomes for measuring Program impact, lack of internal controls and procedures, and limited use of standards as benchmarks.

The Investigations and Forensic Science Program Workload Increased. As Exhibit 1 illustrates, data for 1996-97 performance measures show a consistent increase in Program workload. Program staff are opening and closing more cases, processing and completing more lab requests, and protecting more individuals. For example, from 1994-95 to 1996-97, the number of FDLE-initiated cases worked increased 82% and the number of non-FDLE initiated cases increased 59%.

Program efficiency may also be improving. The number of full-time personnel (FTEs) assigned to the Program increased by about 10% in Fiscal Year 1995-96. Since that time, the number of FTEs has remained constant, while Program workload has increased. As recommended in OPPAGA Report No. 96-47, unit cost measures, which FDLE is in the process of developing, will better illustrate the extent of this efficiency. The unit cost measures should be linked to performance measures. For example, unit cost measures should be developed for each type of lab discipline analysis the Program provides.

The 1996-97 outcome measures are of limited use for measuring the impact of the Investigations and Forensic Science Program. The Program's 1996-97 outcome measures addressed cases closed, cases resulting in an arrest, and amount and timeliness of lab requests. However, there are limits to the usefulness of these measures.

² Used data from Fiscal Years 1994-95, 1995-96, and 1996-97 to assess program performance over time.

- *Number/percent of FDLE-initiated cases closed* does not necessarily indicate a successful resolution of each case. Unsolved cases that are closed are also included in these measures. Additional outcome measures that report resolved cases would provide a more accurate description of Program impact.
- *Number/percent of major FDLE-initiated cases resulting in an arrest* does not provide an accurate description of the impact of the Program. This measure does not consider "non-major" FDLE investigations or investigations not initiated by FDLE. However, a large amount of the investigators' workload is spent on these other types of cases (see Exhibit 1). Often the FDLE investigator's role is just as significant in making an arrest in these other types of cases. Additional outcome measures that gauge arrests in these cases would provide a more accurate description of Program impact.
- *Number/percent of physical evidence analysis requests completed by FDLE* needs further context to determine impact. While the measure for the number of requests completed by FDLE addresses the quantity of lab analyses completed, it does not speak to the quality of the analyses.

Because of these limitations, the impact of the Program cannot be determined using these measures.

Lack of internal controls and procedures diminishes Program data reliability. Concerns about the Program's internal processes for collecting and reporting data also limit our ability to make definitive conclusions about performance. The FDLE Inspector General conducted audits of all Program data systems and found a lack of written procedures for entering, validating, and reviewing data. For example, there was no supervisory review to validate the accuracy of lab analyses data. A lack of formal procedures reduces the reliability of the data.

It is not useful to compare performance to 1996-97 standards because they are so low. The Program exceeded every one of the standards adopted by the Legislature for 1996-97. (See Exhibit 1.) In fact, the Program had already exceeded many of the standards with its performance the year before. For example, in 1995-96, the standard for the *number of background investigations performed* was 3,500; the Program performed 3,821. Standards set this low do not provide reasonable benchmarks for assessing Program performance.

Exhibit 1
Program Workload Has Increased Over the Past Three Years

Fiscal Year 1996-97 Measures	Fiscal Year			GAA Standard 1996-97	Comments
	1994-95	1995-96	1996-97		
OUTPUTS:					
Number of FDLE-initiated cases worked	242	387	441 ¹	295	Increase attributed to a new Fugitive Apprehension Program and participation on task forces. Increase may also be attributed to better data with the new information system in 1995-96.
Number of non-FDLE cases worked	615	722	978 ¹	652	Increase attributed to growth in technical and investigative assistance requested from local law enforcement agencies. Increase may also be attributed to better data with the new information system in 1995-96.
Number of intelligence issues or requests handled	3,298	1,426	9,485	3,298	Decrease in 1995-96 due to decentralization of the Florida Intelligence Center into the seven Regional Operating Centers. Increase in 1996-97 due to a better reporting system, inclusion of Missing Children intelligence, and inclusion of crime intelligence analysts' workload.
Number of laboratory cases processed	46,038	50,730	54,065	51,727	Increase attributed to improvements in technology (e.g. latent fingerprints) and increase in requests for drug analysis.
Number of analysis requests completed	59,748	62,484	68,551	66,944	Increase attributed to improvements in technology.
Number of individuals protected	44 ¹	52	151	52	Data for 1994-95 included only dignitaries protected. Increase in 1995-96 due to inclusion of Governor and family. Increase in 1996-97 due to the Presidential election in 1996. The variation in the number of individuals protected is not in the Program's control.
Number of emergency responses	10	27	25	6	The variation in the number of state emergencies which occur is not in the Program's control.
Number of background investigations performed	3,370	3,821	4,081	3,500	Increase attributed to growth in requests for pre-appointment or pre-employment background investigations due to turnover on state commissions.
OUTCOMES:					
Number/percent of local law enforcement cases assisted by FDLE closed	303 /49% ¹	393 /54%	769 /77% ¹	321 /39%	Increase attributed to growth in cases. Increase may also be attributed to better data with the new information system in 1995-96.
Number/percent of FDLE-initiated cases closed	46 /19%	236 /61%	400 /91% ¹	68 /23%	Increase attributed to growth in cases. Increase may also be attributed to better data with the new information system in 1995-96.
Number/percent of major FDLE-initiated cases resulting in an arrest	55 /23%	119 /50%	174 /44% ¹	78 /26%	Data for 1994-95 was the number of total cases worked resulting in an arrest. Data for 1995-96 and 1996-97 was the number of FDLE-initiated cases closed resulting in an arrest. Data for all three years plagued by confusion about meaning of "major."
Number/percent of physical evidence analysis requests completed by FDLE	59,748 /90%	62,484 /92%	68,551 /93%	66,944 /91%	Increase attributed to improvements in technology.
Average number of days to complete physical evidence analysis requests	92	49	39	50	Data represents the average number of days evidence awaits analysis, not the average number of days to complete analysis. Data for 1994-95 was for one month, rather than the entire year. Decrease in 1995-96 performance attributed to the exclusion of serology analyses.

¹ FDLE reported inaccurate data for this measure in its Legislative Budget Requests and other agency documents. The data presented in this exhibit is correct.

Source: 1996-97 General Appropriations Acts, 1996-97, 1997-98 and 1998-99 Legislative Budget Requests, and FDLE staff

What improvements can be made to the Program's performance-based program budgeting measures and standards for Fiscal Year 1998-99?

The Investigations and Forensic Science Program continues to revise and improve its performance measures. While the continued improvement makes evaluation of Program performance difficult, it is an unavoidable part of the process as FDLE continues to refine its measures and the Legislature continues to adopt these new measures. The Program measures are now beginning to stabilize (see Exhibit 2).

The 1997-98 measures better describe Program activities and provide more useful information. For example, in 1997-98, the Legislature adopted two new measures, *average number of days to complete a serology request* and *average number of days to complete a DNA request* which provide a more accurate picture of Program services. Also in 1997-98, the Program began conducting surveys of various local criminal justice agencies to measure the value of their investigations and lab services to their customers. These measures better report the impact of Program services on the outcome of a case.

**Exhibit 2
The Performance-Based Program Budgeting Measures Have Been Refined to
Provide More Useful Information on Program Activities**

1996-97 Measures	1997-98 Measures	1998-99 Measures Proposed by FDLE
Investigative and Support Services		
Number of FDLE-initiated cases worked Number of non-FDLE cases worked	Combined: Number of criminal investigations worked	Modify: Number of criminal investigations worked (estimate 51% violent crime; 27% economic crime; 21% major drug crime; 2% public integrity case)
	New: Number of criminal investigations commenced	Modify: Number of criminal investigations commenced (estimate 51% violent crime; 27% economic crime; 21% major drug; 2% public integrity case)
Number/percent of local law enforcement cases assisted by FDLE closed Number/percent of FDLE-initiated cases closed	Combined: Number/percentage of criminal investigations closed	Continue
	New: Number/percentage of closed criminal investigations successfully concluded	Modify: Number/percentage of closed criminal investigations resolved
Number/percent of major FDLE-initiated cases resulting in an arrest	Modified: Number/percent of criminal investigations closed resulting in an arrest	Continue
	New: Number/percentage of cases where FDLE investigative assistance aided in obtaining a conviction	Continue
	New: Number/percentage of cases where FDLE investigative assistance was of value to the investigation	Continue
Number of intelligence issues or requests handled	Deleted: No data collection mechanism in place to accurately capture data.	
	New: Percentage of customers who found investigative intelligence valuable and current	Delete: FDLE not satisfied with survey and data. FDLE will develop more meaningful measures to account for intelligence issues or report intelligence issues annually in the Agency Strategic Plan Progress Report.
	New: Number of criminal profiling assists	Delete: Measure no longer a budget issue. This data will be rolled into "number of short-term investigative assists."
	New: Number of new profilers receiving training	Delete: Measure no longer a budget issue. Funding in 1997-98 provided training for up to three additional profilers. FDLE does not anticipate the training of additional profilers in the next two years.
	New: Number of short-term technical assists	Modify: Number of short-term investigative assists (includes criminal profiling assists)
	New: Number of Missing Children's Information Clearinghouse (MCIC) cases worked	Moved to FDLE's Information Program
	New: Number/percentage of missing children found through the assistance of MCIC	Moved to FDLE's Information Program

(Continued on next page)

Exhibit 2 (Continued)

1996-97 Measures	1997-98 Measures	1998-99 Measures Proposed by FDLE
Investigative and Support Services (continued)		
		<i>Proposed:</i> Percentage of population served by Serious Habitual Offender Comprehensive Action Program (SHOCAP)
		<i>Proposed:</i> Number of juveniles monitored through SHOCAP
		<i>Proposed:</i> Recidivism rate of juveniles monitored through SHOCAP
Laboratory Services		
Number of laboratory cases processed	<i>Deleted:</i> measure duplicative of "number/percentage of service requests by lab discipline completed"	
Number of analysis requests completed	<i>Deleted:</i> measure duplicative of "number/percentage of service requests by lab discipline completed"	
Number/percent of physical evidence analysis requests completed by FDLE	<i>Modified:</i> Number/percentage of service requests by lab discipline completed	<i>Continue</i>
Average number of days to complete physical evidence analysis requests	<i>Modified:</i> Average number of days to complete lab service requests (excluding serology and DNA)	<i>Continue</i>
	<i>New:</i> Average number of days to complete lab service requests for serology	<i>Continue</i>
	<i>New:</i> Average number of days to complete lab service requests for DNA	<i>Continue</i>
	<i>New:</i> Number of crime scenes processed	<i>Continue</i>
	<i>New:</i> Number of DNA samples added to DNA database	<i>Continue</i>
	<i>New:</i> Number of matches (hits) as a result of the DNA database	<i>Continue</i>
	<i>New:</i> Number of expert witness appearances in court proceedings	<i>Continue</i>
	<i>New:</i> Number of matches (hits) as a result of the Automated Fingerprint Information System (AFIS) database	<i>Continue</i>
	<i>New:</i> Number/percentage of physical evidence collection and analyses which were of value to customers in their investigation	<i>Continue</i>
	<i>New:</i> Number of inspections of law enforcement agencies utilizing breathtesting instruments	<i>Continue</i>
	<i>New:</i> Number of DUI breathtesting operators certified/recertified	<i>Continue</i>
	<i>New:</i> Percentage of cases in which physical evidence collection and analyses was useful in establishing a DUI offense	<i>Delete:</i> FDLE indicates that data for this measure is difficult to collect.
Preventative Services		
Number of individuals protected	<i>Modified:</i> Number of individuals provided with FDLE protective services	<i>Continue</i>
Number of emergency responses	<i>Modified:</i> Number of times FDLE responded to an emergency, as defined by Ch. 252, F.S.	<i>Continue</i>
	<i>New:</i> Number/percentage of customers who found FDLE's emergency preparedness and response efforts useful	<i>Continue</i>
Number of background investigations performed	<i>Continued</i>	<i>Continue</i>

Source: 1996-97 and 1997-98 General Appropriations Acts, 1998-99 Legislative Budget Request, and FDLE staff

The Legislature should revise the Program's proposed 1998-99 performance measures. Exhibit 3 describes OPPAGA's suggestions for adding, modifying, and eliminating measures to improve performance evaluation. In addition, to assist the Program in more accurately reporting data for these measures, we recommend FDLE develop a "measures manual" which defines the measures and standards and the methods used to collect data. This document should be distributed to Program staff statewide to ensure the consistent application of the 1998-99 measures.

The methodology for establishing performance standards should also be reviewed. As discussed previously, the 1996-97 standards were so low that the Program had already exceeded many of these standards the previous year. To develop these standards, Program staff had used available performance data, annualized it to reflect a full year's performance, and then added 3% to reflect a modest increase in Program performance. The same methodology will be used to develop standards for the proposed 1998-99 measures.

Because the Program exceeded all current year and most previous year standards, this methodology may not result in sufficiently ambitious standards. To improve this methodology, we recommend Program staff take into consideration baseline performance data. A modest 3% increase may not always be reflective of the current baseline data trend. For example, the *number of matches (hits) as a result of the DNA database* have increased at a much higher rate than 3% over the last three fiscal years. However, the Program met its Fiscal Year 1998-99 standard in Fiscal Year 1996-97. The standard does not appear to reflect increases in past years' performance.

Also, FDLE should consider external and internal factors and conditions when establishing the standards. For example, if FDLE has purchased new equipment that will allow them to perform more short-term investigative assists, the standard should be increased accordingly. Exhibit 4 describes OPPAGA's suggestions for improving the individual standards.

Exhibit 3
OPPAGA Recommendations to Improve the Proposed 1998-99 Performance-Based Program
Budgeting Measures for the Investigations and Forensic Science Program

Output Measures	Comments	OPPAGA Recommendations
INVESTIGATIVE AND SUPPORT SERVICES		
Number of criminal investigations worked (estimate 51% violent crime; 27% economic crime; 21% major drug crime; 2% public integrity)	The number of investigations opened during the year or continued from a previous year. FDLE conducts independent investigations and investigations in partnership with other law enforcement agencies. According to FDLE's <i>Investigative Strategy</i> , the selected areas present the greatest need for assistance. This measure captures Investigative Services staff workload.	None
Number of criminal investigations commenced (estimate 51% violent crime; 27% economic crime; 21% major drug crime; 2% public integrity)	The number of investigations opened during the year. This measure captures Investigative Services staff workload.	None
Number/percentage of criminal investigations closed	Of those investigations worked, the number of cases closed during the year. This includes both resolved and unresolved cases. Examples of resolved cases include those in which the fugitive was apprehended, the case was presented to a grand jury, or the allegation was determined to be unfounded. Unresolved cases include those in which all leads have been exhausted, there is insufficient evidence to prosecute, or insufficient resources. This measure gauges the effectiveness of Investigative Services.	None
Number/percentage of closed criminal investigations resulting in an arrest	Of those investigations closed, the number of cases that resulted in the arrest of a suspect. The arrest does not have to have been made by FDLE. This measure gauges the effectiveness of Investigative Services.	Modify data collection to include the number of arrests made as well as the number of cases resulting in an arrest to better illustrate the impact of FDLE investigations.
Number of short-term investigative assists (includes criminal profiling assists)	These assists are specialized investigative assistance in technical or unique areas provided to local law enforcement agencies. These assists will be of limited resource commitment and limited duration (generally FDLE will have spent less than 40 man-hours). Examples of assistance include investigative consultation, crime scene assessment, criminal profiling, and polygraph testing. This measure captures Investigative Services staff workload.	Add "worked" to the end of the measure. This would help ensure a consistent definition and the proper collection of data.
Percent of population being served by SHOCAP	Serious Habitual Offender Comprehensive Action Program (SHOCAP) includes a variety of community services aimed at identifying and assisting juveniles who are habitual offenders of the law. FDLE's role is to provide coordination of this program with local <i>(continued on next page)</i>	Eliminate this as a performance measure, but retain it as an internal measure.

Exhibit 3 (Continued)

Output Measures	Comments	OPPAGA Recommendations
<i>INVESTIGATIVE AND SUPPORT SERVICES (Continued)</i>		
Percent of population being served by SHOCAP (<i>continued</i>)	authorities. This measure gauges what portion of Florida's population is served by SHOCAP. Through Fiscal Year 1996-97, 31 Florida counties had a local SHOCAP program. While this is an important program in Florida's attempts to monitor dangerous juveniles, the resources and tasks FDLE dedicates to SHOCAP are rather modest and is not a core duty of this program.	
Number of juveniles monitored through SHOCAP	Local law enforcement agencies monitor juveniles through their local SHOCAP. FDLE collects and reports this information. While this is an important program in Florida's attempts to monitor dangerous juveniles, the resources and tasks FDLE dedicates to SHOCAP are rather modest and is not a core duty of this program.	Eliminate this as a measure, but retain it as an internal measure.
<i>LABORATORY SERVICES</i>		
Number/percentage of service requests by lab discipline completed	The service requests completed during the year. Examples of service requests include drug analysis, toxicology, serology, firearms, microanalysis, documents, latent prints, DNA, crime scene processing, and computer evidence recovery. More than one analysis may be conducted on a piece of evidence. This measure gauges the efficiency of Lab Services.	Eliminate the "by lab discipline" language. In its present form, this measure specifies that data be presented by lab discipline. However, for practical reasons, the information is presented as a total of all completed requests.
Number of crime scenes processed	If requested, FDLE technicians process the scene of a crime for any local, state, or federal law enforcement agency. Processing includes recording, collecting, and preserving physical evidence for examination. This measure captures Lab Services staff workload.	None
Number of DNA samples added to DNA database	The number of samples that have been profiled and entered into the DNA database. The DNA database is a collection of all DNA analyses done by FDLE. Suspect DNA housed in the database may provide a means of identification and connecting them to crimes. A recently enacted law requires certain offenders to provide FDLE a sample of their DNA to enter into the database. This measure captures Lab Services staff workload. In 1998-99, this measure was added to the program's list because FDLE was requesting a one-year increase in funding to alleviate sample backlog. This is not an issue for 1998-99. In addition, the resources FDLE dedicates to the DNA database in comparison to other areas are rather modest.	Eliminate this as a performance measure, but retain it as an internal workload measure. Replace "added" with "maintained" to more accurately reflect their workload.
Number of expert witness appearances in court proceedings	Lab personnel are often required to provide testimony to the court to explain laboratory analyses. This measure includes instances when staff are subpoenaed, yet never required to testify. Also, an appearance in court may range from one hour to a couple of days. Because of the large amount of variance in how an appearance is defined, this is not an effective measure of staff duties.	Eliminate this as a performance measure, but retain it as an internal workload measure. Improve the methodology to clearly define and count appearances for court proceedings.
Number of inspections of law enforcement agencies utilizing breath-testing instruments	As required by statute, this program is assigned the state's responsibility of inspecting all breath testing instruments once a year. Because these inspections are required by statute, FDLE will achieve this standard every year. In addition, the resources FDLE dedicates to testing instruments are modest.	Eliminate this as a performance measure, but retain it as an internal workload measure.
Number of DUI breath testing operators certified/recertified	The number of people employed by local law enforcement agencies that were either certified or recertified this year.	Eliminate this as a performance measure, but retain it as an internal measure.
<i>PREVENTATIVE SERVICES</i>		
Number of times FDLE responded to an emergency, as defined by Chapter 252, F.S.	FDLE provides the leadership role in implementing the Florida Mutual Aid Plan during emergencies and disasters. Examples of these emergencies include riots, immigration emergencies, and hurricanes. The measure also captures the preparatory and monitoring actions of program staff. This measure captures Preventative Services staff workload.	None
Number of background investigations performed	FDLE provides pre-appointment or pre-employment background investigations for the Governor, Cabinet members, the Senate, the Public Service Commission, the Department of Lottery, and FDLE. This measure captures Preventative Services staff workload.	None

Exhibit 3 (Continued)

Output Measures	Comments	OPPAGA Recommendations
<i>PREVENTATIVE SERVICES (Continued)</i>		
Number of individuals provided with FDLE protective services	<p>FDLE provides full-time security for the Governor, first family, Governor's Mansion and Office, visiting dignitaries, and other individuals as identified in law. This measure captures Protective Services staff workload.</p> <p>The amount and type of protective services the Governor and his family receive compared to other dignitaries differs. Also, the services provided to the Governor and his family do not fluctuate from year to year. However, both are categorized as "protective services" to calculate this measure.</p>	Replace "individuals" with "dignitaries." Exclude the Governor and his family in the collection of data for this measure. This measure would then only report the number of other dignitaries receiving protective services.
Outcome Measures		
<i>INVESTIGATIVE AND SUPPORT SERVICES</i>		
Number/percentage of closed criminal investigations resolved	Of those investigations closed, the number of cases resolved during the year. Examples of resolved cases include those in which the fugitive was apprehended, the case was presented to a grand jury, or the allegation was determined to be unfounded. This measure gauges the efficiency and effectiveness of Investigative Services.	None
Number/percentage of cases where FDLE investigative assistance aided in obtaining a conviction	Of those investigations closed, in how many did FDLE's investigative assistance aid in the conviction of a suspect? Requires FDLE to survey prosecutors concerning recently completed cases. This measure gauges the efficiency and effectiveness of Investigative Services.	None
Number/percentage of cases where FDLE investigative assistance was of value to the investigation	Of those investigations closed, in how many was FDLE's investigative assistance of value to the investigation? Requires FDLE to survey law enforcement agencies concerning recently completed cases. This measure gauges the efficiency and effectiveness of Investigative Services	None
Recidivism rate of juveniles monitored through SHOCAP	The rate in which those juveniles who were previously served by SHOCAP have been re-arrested.	Eliminate this as a performance measure, but retain it as an internal measure.
<i>LABORATORY SERVICES</i>		
Average number of days to complete lab service requests (excluding serology and DNA)	The average total number of days taken to complete all service requests (excluding DNA and serology). Examples of service requests include drug analysis, toxicology, firearms, and microanalysis. This measure gauges the efficiency of Lab Services.	None
Average number of days to complete lab service requests for serology	The average total number of days taken to complete all service requests for serology. This type of analysis involves using a variety of chemical and techniques to identify body fluids and determine their origin. This measure gauges the efficiency of Lab Services.	None
Average number of days to complete lab service requests for DNA	The average total number of days taken to complete all service requests for DNA. This type of analysis also involves identifying body fluids and determining their origin by detecting variations in a person's DNA sequence. This measure gauges the efficiency of Lab Services.	None
<i>Number/percentage of lab service requests completed within acceptable "average number of days" standard. (Should include all lab disciplines)</i>	<i>According to local criminal justice agencies, the timeliness of lab analyses was one of their key concerns. Using the "average number of days" standard set in the three measures above, this measure would gauge the number of service requests completed within that time period. This measure gauges the efficiency of Lab Services.</i>	Add this measure.
Number of matches (hits) as a result of the DNA database	The DNA database is a collection of DNA analyses. A hit occurs when a suspect's sample is matched with a sample in the database.	Move this measure to the Program's list of outputs in connection with the creation of the next measure (which provides a more accurate description of an outcome for the DNA database).
<i>Number of cases resolved as a result of DNA database hits</i>	<i>In recent years, the DNA database has received a large amount of funding to improve its use as a tool for identifying repeat offenders. This measure would identify the number of resolved cases linked to database hits to gauge the effectiveness of this service.</i>	Add this measure.
Number of matches (hits) as a result of the AFIS database	The AFIS database (Automated Fingerprint Identification System) is a collection of fingerprints from arrested individuals and those prints collected from crime scenes. A hit occurs when a fingerprint from a crime scene is matched to the database. This database is a component of the Florida Crime Information Center (FCIC) housed within the FDLE Information Program.	Move this measure to the Program's list of outputs in connection with the creation of the next measure (which provides a more accurate description of an outcome for the AFIS database).

Exhibit 3 (Continued)

Outcome Measures	Comments	OPPAGA Recommendations
LABORATORY SERVICES		
<i>Number of cases resolved as a result of AFIS database hits</i>	<i>This measure would identify the number of cases linked to database hits, thereby helping to capture the state's return on its recent investments. This measure would gauge the effectiveness of this service.</i>	Add this measure.
Number/percentage of physical evidence collection and analyses which were of value to customers in their investigation	Of the lab services completed, in how many instances was this assistance of value to the investigation? Requires FDLE to survey laboratory users concerning recently completed services (evidence collection and lab analyses). This measure gauges the efficiency and effectiveness of Lab Services.	None
PREVENTATIVE SERVICES		
Number/percentage of customers who found FDLE's emergency preparedness and response efforts useful	Of those incidents in which FDLE provided Mutual Aid efforts, in how many instances was their assistance useful? Requires FDLE to survey users of Mutual Aid efforts concerning recent emergencies. This measure gauges the efficiency and effectiveness of Preventative Services.	None

Source: Office of Program Policy Analysis and Government Accountability, interviews with FDLE staff, and 1998-99 Legislative Budget Request

Exhibit 4
The Legislature Should Consider Adjusting Some of the Proposed
1998-99 Performance Standards

Output Measures	1998-99 Standard	OPPAGA's Comments and Recommendations
Investigative and Support Services		
Number of criminal investigations worked	2,636	Increase standard. Requested standard is the same as actual Fiscal Year 1996-97 performance and does not reflect an increase in the number of investigations worked in recent years.
Number of criminal investigations commenced	1,419	Increase standard. Requested standard is the same as actual Fiscal Year 1996-97 performance.
Number/percentage of criminal investigations closed	1,204 (46%)	Increase number of investigations closed standard. Requested standard is less than the number closed in Fiscal Year 1996-97 and does not reflect an increase in the number of investigations closed in recent years.
Number/percentage of closed criminal investigations closed resulting in an arrest	672 (56%)	Increase number of investigations closed resulting in an arrest standard. Performance on this standard for the first six months of Fiscal Year 1997-98 was 400.
Number of short-term investigative assists (includes criminal profiling assists)	566	Increase standard. FDLE expects more short-term assists to be performed because of recently purchased equipment. Performance on this standard for the first six months of Fiscal Year 1997-98 was 550.
Percent of population being served by SHOCAP	90%	None
Number of juveniles monitored through SHOCAP	1,000*	None
Laboratory Services		
Number/percentage of service requests by lab discipline completed	70,000 (95%)	None
Number of crime scenes processed	500	Increase standard. Requested standard is less than the number processed in Fiscal Year 1996-97 and does not reflect an increase in crime scenes processed in recent years. Performance on this standard for the first six months of Fiscal Year 1997-98 was 281.
Number of DNA samples added to the DNA database	7,000	None
Number of expert witness appearances in court proceedings	2,100	None
Number of inspections of law enforcement agencies utilizing breath-testing instruments	900	None
Number of DUI breath testing operators certified/recertified	2,750	None

Exhibit 4 (Continued)

Output Measures	1998-99 Standard	OPPAGA's Comments and Recommendations
Preventative Services		
Number of times FDLE responded to an emergency, as defined by Chapter 252, F.S.	20	Increase standard. Requested standard is less than the number responded to in Fiscal Year 1996-97 and does not reflect an increase in emergencies responded to in recent years.
Number of background investigations performed	3,500	Increase standard. FDLE should expect an increase in background investigations because Fiscal Year 1998-99 is an election year. Requested standard is less than the number performed in Fiscal Year 1996-97 and performance on this standard for the first six months of Fiscal Year 1997-98 was 2,619.
Number of individuals provided with FDLE protective services	52	Increase standard. FDLE should expect an increase in individuals protected because Fiscal Year 1998-99 is an election year. Requested standard is less than the number protected in Fiscal Year 1996-97 and performance on this standard for the first six months of Fiscal Year 1997-98 was 66.
Outcome Measures		
Investigative and Support Services		
Number/percentage of closed criminal investigations resolved	951 (79%)	Increase <i>number</i> of closed investigations resolved standard. Performance on this standard for the first six months of Fiscal Year 1997-98 was 574.
Number/percentage of cases where FDLE investigative assistance aided in obtaining a conviction	97%	None
Number/percentage of cases where FDLE investigative assistance was of value to the investigation	95%	None
Recidivism rate of juveniles monitored through SHOCAP	Data not available	Because of the difficulties in collecting data, FDLE is working with local authorities to revise this measure.
Laboratory Services		
Average number of days to complete lab service requests (excluding serology and DNA)	30	None
Average number of days to complete lab service requests for serology	50	None
Average number of days to complete lab service requests for DNA	120	None
Number of matches (hits) as a result of the DNA database	30	Increase standard. Requested standard is less than the number of hits in Fiscal Year 1996-97 and does not reflect an increase in hits in recent years.
Number of matches (hits) as a result of the AFIS database	2,800	None
Number/percentage of physical evidence collection and analyses which were of value to customers in their investigation	59,500 (85%)	None
Preventative Services		
Number/percentage of customers who found FDLE's emergency preparedness and response efforts useful	95%	None

* While data was not available when the Legislative Budget Request was submitted, FDLE now has this information and recommends a standard of 1,000.

Source: OPPAGA, interviews with FDLE staff, and 1998-99 Legislative Budget Request

Conclusions and Recommendations

The Investigations and Forensic Science Program's 1996-97 measures indicate workload has generally increased each of the last three fiscal years. Also, Program efficiency may be improving. More definitive conclusions about Program performance cannot be drawn for three reasons: limited use of outcomes for measuring Program impact, lack of internal controls and procedures, and limited use of standards as benchmarks.

The Program continues to revise and improve its proposed measures to provide more useful information to the Legislature. To facilitate this process, we recommend that the Legislature:

- revise the 1998-99 performance measures as specified in Exhibit 3; and
- revise the 1998-99 performance standards as specified in Exhibit 4.

To facilitate this process, we recommend that FDLE:

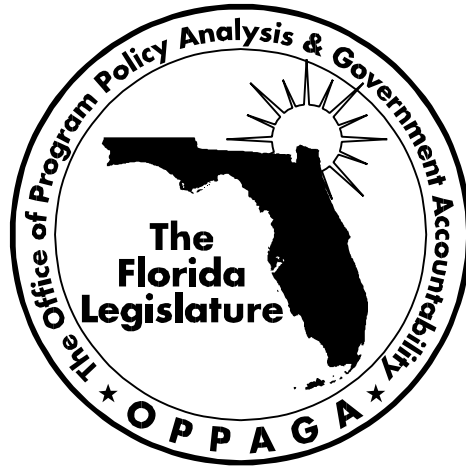
- improve its methodology for establishing performance standards;
- develop unit-cost measures which are linked to the performance measures. OPPAGA recommended that the Program develop unit-cost measures in Report No. 96-47. Unit cost measures would enable the Legislature to determine the efficiency with which the Program performs its basic functions; and
- continue efforts to ensure data reliability. For example, develop an internal "measures manual" which defines the measures and specifies internal procedures for collecting and reporting data.

Agency Response

The Executive Director of the Florida Department of Law Enforcement agreed with our recommendations and described actions the Department is taking to address our concerns. A copy of his full response is available upon request.

The Florida Legislature

Office of Program Policy Analysis and Government Accountability



ANNOUNCEMENT

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Gena Wade, FGAR Coordinator (850/487-9245)

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