

# PB<sup>2</sup> Performance Report

No. 98-66

February 1999

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## User Satisfaction With FDLE Courses Increases; Moderate Satisfaction With Info System Reported

*This report assesses the performance of the Florida Department of Law Enforcement's Professionalism Program based on 1997-98 performance-based program budgeting (PB<sup>2</sup>) measures and comments on measures the department proposes for 1999-2000.*

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### Summary

- Criminal justice officers report increasing levels of satisfaction with training developed by the Professionalism Program. However, agency satisfaction with the program's officer information system has remained moderate.
- The Professionalism Program generally met its standards for its outcome measures. For example, according to their supervisors, a higher percentage of officers completing advanced or specialized criminal justice courses demonstrated an improved level of performance.
- The program did not meet projected standards for half of its output measures, primarily because many of these measures are workload indicators that depend on external factors, such as the number of individuals that choose to become trained officers.
- The proposed Fiscal Year 1999-2000 output measures provide information about the department's workload. For example, program measures include the number of instructional hours to be presented, the number of examinations to be administered, and the number of certifications to be issued. The program could improve its accountability by adding some additional measures, and modifying and deleting others.
- OPPAGA evaluated the program's accountability system in July of 1998 and found that it met expectations in two of four key areas (program purpose and goals, and information reporting and use by management.) Program measures need to be expanded to indicate the effectiveness of auditing and compliance activities. In addition, the department needs to develop internal controls to ensure the reliability of data in its information systems.
- We provided a draft copy of our report to the Commissioner of Florida Department of Law Enforcement, who generally concurred with our conclusions.

## Background

The Florida Department of Law Enforcement's Professionalism Program regulates criminal justice professionals (law enforcement officers, correctional officers, and correctional probation officers) to ensure that citizens are served by qualified, well-trained, competent, and ethical officers. These officers must meet and maintain a minimum standard of knowledge and skills related to their professional occupations. To be certified as a criminal justice officer in Florida, an individual must meet minimum standards established in s. 943.13, F.S., including attending a training school and passing a certification examination. The Professionalism Program comprises two functions.

- **Training and Certification.** Program staff develop course curricula and oversee training provided to criminal justice officers at certified training schools. The program administers the Drug Abuse Resistance Education (DARE) Training Center where law enforcement officers learn how to teach school children about illegal drugs. The program also administers the Florida Criminal Justice Executive Institute where experienced criminal justice officials receive training on complex issues such as interpersonal skills related to race and ethnicity. In addition, the program designs and administers the certification examination given to qualifying criminal justice officer applicants. Further, it maintains certification and employment information for all active certified criminal justice officers in Florida.
- **Compliance.** The program assists the Criminal Justice Standards and Training Commission in disciplinary actions against criminal justice officers who fail to maintain minimum standards of conduct. The commission has the authority to revoke an officer's certificate, which would prohibit that officer from being employed as a criminal justice officer in Florida, or suspend the certification for a definite period. The program also monitors criminal justice agencies and training schools for compliance with minimum requirements.

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## Performance

The program has increased user satisfaction with its training courses while user satisfaction with its officer information system has remained moderate. The program increased user satisfaction with the training curricula it developed for advanced and specialized training courses. Surveys of both officers and their supervisors rated training more effective than the prior year. Performance on the certification exam has also improved as more individuals passed the exam on the initial and second attempt than in the prior year. Customer satisfaction with the officer information system has remained relatively constant. The percentage of users of the officer information system that reported satisfaction with the program's officer information system (ATMs) has remained the same - 79% in Fiscal Year 1996-97 and 78% in Fiscal Year 1997-98.

We noted that workload declined for the program in several areas such as the number of course curricula and exams developed and administered by program staff, the number of

disciplinary actions taken, and the number of compliance audits conducted. Many of these measures are workload indicators that are dependent on external factors such as number of students that take the exam and number of officers that misbehave.

The Professionalism Program met its standards for 7 of its 9 standards for outcome measures. For example, the program exceeded its expectations for the percent of officers satisfied with training courses. However, it did not meet many of its projected output estimates; it met 8 of 14 output measure standards. Some output standards not met include the number of individuals trained to become officers and the number of training certificates issued, both of which declined because there were fewer individuals that chose to become trained officers.

See Appendix A for more detailed discussion of program performance for each of its measures.

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## **Proposed Performance Measures**

The proposed Fiscal Year 1999-2000 measures provide information about the program's workload relative to its activities and outcome measures. However, the program could improve this set of measures by adding some additional measures, modifying some existing measures and deleting others. For example, we recommend that the program develop an outcome measure for its auditing compliance function, such as the number and percentage of criminal justice agencies audited by program staff where problems were identified. Such outcome measures allow an assessment of the impact of conducting such audits. The department also needs to develop unit cost measures for its activities such as the "cost per exam administered" and "cost per audit conducted." The Legislature should also consider modifying two outcome measures to better represent program activities and deleting three output measures that are not particularly informative about program activities.

See Appendix B for more detailed discussion of our recommendations for the program measures.

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## **Rating of Program Accountability**

A key factor in PB<sup>2</sup> is that agencies need to develop strong accountability systems that enable the Legislature and the public to assess program performance. An accountability system consists of four key elements: program purpose or goals, performance measures, a process for valid and reliable data, and credible reports of performance that can be used to manage the program. Our rating tells decision-makers whether they can rely on the program's performance information. We compare the components of an accountability system against our established criteria to determine the rating.

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Accountability System Component	Meets Expectations	Needs Some Modifications	Needs Major Modifications
Program Purpose and Goals	X		
Performance Measures		X	
Data Reliability		X	
Reporting Information and Use by Management	X		

Source: OPPAGA analysis

In our July 1998 assessment, the Professionalism Program met OPPAGA's expectations in two of four elements: the program has a clearly stated purpose and comprehensive goals, and information on program resources is provided to the Legislature in a clear and understandable manner and is used by program managers. However, although program measures are appropriate, they need to be expanded. The department needs to develop outcome measures to identify the results of their monitoring of local hiring agencies and training schools as well as unit cost measures for some of its activities. In addition, the department needs to develop internal controls to ensure the accuracy, timeliness, and reliability of data in their information systems such as the Automated Training Management System (ATMS).

## For More Information

Additional information about the Professionalism Program is available on the Internet. The program profile is in OPPAGA's Florida Government Accountability Report (FGAR) at <http://www.oppaga.state.fl.us/profiles/1065>. OPPAGA's staff contact for this program is Kathryn Bishop (850) 487-9166. You may access the Florida Department of Law Enforcement at <http://www.fdle.state.fl.us>.

Other recent OPPAGA reports on this program are:

*Review of the Performance of Florida Department of Law Enforcement's Professionalism Program*, OPPAGA [Report No. 97-42](#), February 1998.

*Program Evaluation and Justification Review, Florida Department of Law Enforcement*, OPPAGA [Report No. 97-76](#), June 1998.

## Appendix A

### Analysis of FDLE's Professionalism Program for Each of Its Performance Measures

#### Outcome Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
<b>Number/ percentage of individuals who pass the initial administration of the basic professional certification examination<sup>1</sup> *</b>				
5,518/ 74%	5,128/ 75%	5,518/ 74%	Mixed <sup>2</sup>	The program met its standard for the percentage of individuals to pass the initial exam, however fewer than expected individuals passed the exam. This measure was modified in the subsequent year.
<b>Number/percentage of individuals who pass the basic professional certification exam on the second attempt *</b>				
1,152/ 76%	1,231/ 81%	1,152/ 76%	Yes	The program met the standard. Performance data for this measure indicates that more individuals passed the exam on the second attempt than the standard projected and the percentage of individuals also increased from the prior year. This measure was modified in the subsequent year.
<b>Number/ percentage of individuals who pass the basic professional certification exam on the third attempt *</b>				
180/ 89%	239/ 87%	180/ 89%	Mixed	The program met the standard for the number of individuals to pass the exam on third attempt but did not meet the standard for the percentage to pass. This measure was modified in the subsequent year.

<sup>1</sup> Measures designated with an asterisk were listed in the Fiscal Year 1997-98 General Appropriations Act (GAA) as measures for policy analysis. Since the GAA did not distinguish between outcomes and output measures, we used the agency's categories in the Legislative Budget Request.

<sup>2</sup> Although the program met its percentage standard, it did not meet the numeric standard.

## Outcome Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
<b>Number/percentage of criminal justice officers obtaining initial employment who complete their probationary period*</b>				
3,358/ 100%	2,626/ 100%	6,100/ 98%	Mixed	The program met the percentage standard but not the numeric standard since fewer officers obtained initial employment than in the prior year. However, program staff indicated that this is not a good measure because the reasons officers are terminated within their probationary period are generally not related to training. This measure was deleted in the subsequent year.
<b>Percentage of officers completing an advanced or specialized training course offered by a certified training facility who rate training effective in improving their ability to perform their duties*</b>				
91%	97%	91%	Yes	Performance in this area increased from the prior year as a higher percentage of officers rated training as effective and the standard was met. This measure is based on a customer satisfaction survey and indicates the effectiveness of post-basic training from the perspective of the officer completing the course.
<b>Percentage of officers rated as demonstrating improved performance by their supervisors after completing an advanced or specialized training course offered by a certified training facility*</b>				
70%	91%	70%	Yes	Performance in this area increased from the prior year as a higher percentage of officers' supervisors rated training as effective and the standard was exceeded. This measure is based on a customer satisfaction survey and indicates the effectiveness of post-basic training from the supervisors' perspective of the officer completing the course.

## Outcome Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
<b>Number/percentage of customers satisfied with officer information provided through Automated Training Management System (ATMS)*</b>				
422/ 79%	230/ 78%	422/ 79%	No	Fewer customers responded that they were satisfied with the officer information system and the standard was not met. However, the percentage of customers that responded they were satisfied remained relatively consistent with the prior year. This measure is based on a customer satisfaction survey and indicates effectiveness of program efforts to operate and maintain an officer information system. Fewer customers responded to the survey than anticipated.
<b>Number/percentage of Drug Awareness Resistance Education (DARE) graduates who were arrested for drug or alcohol offenses*</b>				
Not reported	Not reported	Unknown		This measure was dropped in the subsequent year because FDLE cannot obtain information about this measure.
<b>Number/percentage of basic recruit graduates obtaining initial employment in the same discipline year*</b>				
2,520/34%	2,705/40%	2,520/34%	Yes	This measure indicates the employment demand for newly trained criminal justice officers.

## Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
<b>Number of course curricula and examination developed, administered or revised</b>				
8,991	9,072	10,475	No	This measure combines a number of activities, including the number of examinations administered in the fiscal year. Program staff indicated that the reason the standard was not met is fewer students took the exam.

## Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
<b>Number of Florida Criminal Justice Executive Institute (FCJEI) hours of instruction</b>				
650	558	650	No	The standard was not met and the number of hours of instruction declined because the Florida Criminal Justice Executive Institute has implemented 20-24 hour courses rather than 40-hour courses. Officers indicated that shorter courses reduce the amount of time that supervisors must be absent from their agencies.
<b>Number of individuals trained by the FCJEI</b>				
309	851	309	Yes	This measure identifies the number of law enforcement officials trained by the Criminal Justice Institute. The program exceeded the standard due to officer attendance at a conference seminar.
<b>Number of DARE hours of instruction</b>				
384	488	384	Yes	This measure is a workload indicator and is dependent on the number of officers that volunteer for training.
<b>Number of law enforcement officers trained by DARE</b>				
155	192	155	Yes	This measure is a workload indicator and is dependent on the number of officers that volunteer for training. In Fiscal Year 1997-98, more officers volunteered for training than originally projected.
<b>Number/percentage of target population (K-4, 5,7) completing DARE programs*</b>				
464,000/ 37%	350,650/ 76%	464,000/ 37%	Mixed	The number of school children completing the Drug Abuse Resistance Education program declined, however the percentage of the target population increased. This measure is dependent on implementation by schools.



## Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
<b>Number of individuals trained in basic recruit*</b>				
7,281	7,306	7,500	No	This measure indicates the total number of persons who complete basic recruit training requirements at certified Criminal Justice Training schools. Program staff indicate that the program does not control the number of individuals that enroll for training.
<b>Number of Certificates Issued (for successful completion of basic training and employment requirements)*</b>				
24,828	23,462	21,304	Yes	This measure indicates the total number of certificates issued for basic recruit training, DARE training, and other specialized training. Program staff indicate that performance information for this measure is contingent on external factors such as the number of persons that complete training.
<b>Number of discipline referrals processed (for state and local Law Enforcement Officers (LEOs) and Correction Officers (COs) and Correctional Probation Officers (CPOs) pursuant to Ch. 120, F.S.</b>				
1,283	1,951	2,181	No	This measure is a workload indicator for complaints received by FDLE in which officers may have violated professional standards. Performance for this measure is dependent on external factors such as the number of officers that commit infractions, are investigated by their agencies and then referred to FDLE.
<b>Number of criminal justice disciplinary actions</b>				
500	527	452	Yes	This measure is a workload indicator for the Criminal Justice Standards and Training Commission, as well as the program, and depends on the number of investigations and discipline referrals from criminal justice agencies. The Commission rendered more disciplinary actions than expected.

## Output Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			
<b>Number of criminal justice disciplinary actions which are disposed of within defined time frames</b>				
559/ 100%	515/ 100%	450/ 100%	Yes	This measure is a workload indicator for the Criminal Justice Standards and Training Commission, as well as the program, and depends on the number of investigations and discipline referrals from criminal justice agencies. This measure was dropped in the subsequent year.
<b>Number of compliance audits conducted for maintenance of training and employment standards for state and local LEOs and COs and CPOs pursuant to s. 943.13, F.S.</b>				
8,572	5,099	6,059	No	This measure indicates the number of audits conducted in Fiscal Year 1997-98 by program staff. Staff stated that the number of audits was inaccurately estimated for the 1997-98 fiscal year in setting the standard.
<b>Number of criminal justice officer mandatory retraining completions</b>				
6,500	7,997	6,500	Yes	This measure indicates the number of officers that complete their required education hours to maintain their certification. Program staff indicated that this number will fluctuate each year.
<b>Number of requested technical assists provided*</b>				
89,320	68,878	89,320	No	This measure indicates the number of requests for assistance that program staff respond to by telephone or on-site visit from criminal justice agencies, training centers, and other entities. Program staff stated that the standard was projected too high.

Source: Fiscal Year 1997-98 General Appropriations Act and Fiscal Year 1999-2000 Legislative Budget Request

## Appendix B

### OPPAGA Recommendations for the FDLE Professionalism Program's Fiscal Year 1999-2000 Measures

#### Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Percentage of officers completing an advanced or specialized training course offered by a certified training facility who rate training effective in improving their ability to perform their duties	93%	<b>We recommend modification of this measure and FDLE agreed with this recommendation.</b> This measure indicates effectiveness of post-basic training from the perspective of the officer completing the course. <i>After “advanced” add “salary incentive” and delete “or specialized” to better reflect data collected by FDLE. Suggest adjusting standard upwards to better reflect trend data.</i>
Percentage of officers rated as demonstrating improved performance by their supervisors after completing an advanced or specialized training course offered by a certified training facility	84%	<b>We recommend modification of this measure and FDLE agreed with this recommendation.</b> This measure indicates effectiveness of post-basic training from the perspective of the supervisor of officer completing a course. <i>After “advanced” add “salary incentive” and delete “or specialized” to better reflect data collected by FDLE.</i>
Percentage of customers satisfied with officer information provided through ATMS2	85%	<b>We recommend adoption of this measure.</b> Indicates effectiveness of Automated Training Management System in meeting user needs.
Number of individuals who pass the basic professional certification examination for law enforcement officers, corrections officers and correctional probation officers	5,140/ 75%	<b>We recommend adoption of this measure.</b> Indicates effectiveness of basic recruit training in preparing officers to take and pass the certification examination.
Number/percentage of basic recruit graduates obtaining initial employment in the same discipline within one year	2,500/ 35%	<b>We recommend adoption of this measure.</b> Indicates effectiveness of basic recruit training in preparing individuals for careers in law enforcement, correctional probation, and corrections.

## Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Number of course curricula and examinations developed or revised	109	<b>We recommend adoption of this measure.</b> Workload indicator for the development or modification of training course curricula and examinations.
Number of examinations administered	7,000	<b>We recommend adoption of this measure.</b> Workload indicator for the number of examinations administered to applicants.
Number of Florida Criminal Justice Executive Institute (FCJIE) hours of instruction	711	<b>We recommend deletion of this measure and FDLE agreed with this recommendation.</b> The agency should keep this measure as an internal measure. The agency already has one output measure for this activity.
Number of individuals trained by the Florida Criminal Justice Executive Institute (FCJIE)	549	<b>We recommend adoption of this measure.</b> Total number of persons who graduate from the Florida Criminal Justice Executive Institute.
Number of Leadership Center hours of instruction	760	<b>We recommend deletion of this measure and FDLE agreed with this recommendation.</b> The agency should keep this measure as an internal measure. The agency already has one output measure for this activity.
Number of law enforcement officers trained by DARE	155	<b>We recommend adoption of this measure.</b> Total number of local law enforcement officers who are trained to teach the DARE program to school children.
Number/percent of target population (K-4,5,7) completing DARE programs	470,000/ 37%	<b>We recommend adoption of this measure.</b> Portion of eligible school children who complete the DARE program.
Number of individuals trained in basic recruit	7,250	<b>We recommend deletion of this measure and FDLE agreed with this recommendation.</b> Basic recruit training is conducted by training school staff, not FDLE program staff.
Number of training certificates issued	26,498	<b>We recommend adoption of this measure.</b> Workload indicator for certificates issued to individuals upon completing training requirements at certified Criminal Justice training schools.

***Output Measures, Fiscal Year 1999-2000***

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Number of discipline referrals processed (for state and local LEOs and COs and CPOs pursuant to Ch. 120, F.S.)	2,100	<b>We recommend adoption of this measure.</b> Workload indicator for complaints received by FDLE where officers may have violated professional standards.
Number of criminal justice officer disciplinary actions	452	<b>We recommend adoption of this measure.</b> Workload indicator for cases involving officers who have violated professionalism standards that are brought before the commission or a hearing panel for resolution.
Number of compliance audits performed (program and financial)	3,155	<b>We recommend adoption of this measure.</b> Workload indicator for compliance activities related to certified criminal justice training schools.
Number of records audited to validate the accuracy and completeness of ATMS2 record information	2,138	<b>We recommend adoption of this measure.</b> Workload indicator for compliance activities related to hiring agencies.
Number of criminal justice officers mandatory retraining completions	11,500	<b>We recommend adoption of this measure.</b> The total number of officers who complete mandatory post-basic training requirements (40 hours every four years).
Number of requested technical assists provided	65,000	<b>We recommend adoption of this measure.</b> Workload indicator for technical assistance provided to certified criminal justice training schools and hiring agencies.

***OPPAGA Recommendations for Additional Measures, Fiscal Year 1999-2000***

Measures	Comments
Outcome for compliance- Such as Number/% of criminal justice agencies audited where problems were identified	<b>This measure addresses the impact of audit (compliance) activities.</b>

***OPPAGA Recommendations for Additional Measures,  
Fiscal Year 1999-2000***

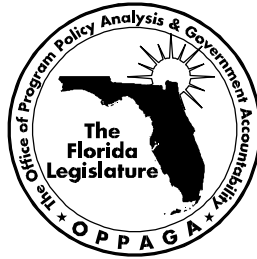
Measures	Comments
<b>Cost per exam administered</b>	This is a proposed unit cost measure that addresses the cost of administering the basic recruit exam. By developing cost information, the program would be able to compare the cost of in-house exam administration to contracting out this function.
<b>Cost per audit conducted</b>	This proposed unit cost measure addresses the cost of conducting audits of both criminal justice schools and ATMS records at agencies. The agency could track the cost of providing this service to agencies using this information.

Source: Fiscal Year 1999-2000 Legislative Budget Request and OPPAGA analysis

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