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PB² Performance Report

Technology Issues Limit FDLE Criminal Justice Information Program's Success

This report assesses the performance of the Criminal Justice Information Program based on 1997-98 measures and comments on measures proposed for 1999-2000 under performance-based program budgeting (PB²).

Summary

- During Fiscal Year 1997-98, the Criminal Justice Information Program improved its performance on most of its output and outcome measures. However, the program failed to reach its performance standards for its new automated fingerprint identification system and upgrading the Florida Crime Information Center.

- The Florida Department of Law Enforcement should review its methodology for establishing performance standards, particularly for the accuracy and completeness of criminal justice data.

- The program's accountability system met the Office of Program Policy Analysis and Government Accountability's expectations in three of the four key areas when it was reviewed in July 1998. The program needs to continue to enhance data reliability.

- We provided a draft of our report to the Commissioner of the Florida Department of Law Enforcement who concurred with our conclusions.

Background

The Criminal Justice Information Program provides data and information services to criminal justice and law enforcement agencies. The program operates a telecommunications network, known as the Florida Crime Information Center (FCIC), to provide agency-to-agency communication and access to computerized criminal justice information. For example, FCIC provides information to help law enforcement officers

identify and apprehend criminals and recover stolen property. For this reason, Florida's law enforcement community depends on the program to ensure that data are accurate, timely, and accessible.

The program's three main service areas are

- **Central Records Services** which maintains criminal history records, such as Florida Crime Information Center hot files[1], computerized criminal history files, juvenile criminal history records, and fingerprint images, and a Help Desk to provide customer support;

- **Information Network Services** which provides criminal justice agency customers with hardware, software programming, and communications technology necessary to maintain and share criminal justice information; and

- **Identification Screening and Statistical Analysis Services** which provides criminal identification and screening to agencies and citizens, and publishes the annual Uniform Crime Report.

The Criminal Justice Information Program represents 30% of the department's total budget. In Fiscal Year 1998-99, the program was authorized 365 positions and appropriated $39.3 million.

Performance

The program's measures indicate that its services are in demand and customers are pleased with its performance. For example, the program surpassed its Fiscal Year 1997-98 performance standards and previous year's performance for the number of responses to requests for criminal history record checks. In addition, the program met all of the standards for its customer satisfaction performance measures. However, the program failed to reach its performance standards for measures related to implementing its new fingerprint identification system (AFIS) and updating its communications network (FCIC II). The department experienced delays integrating these new technologies with existing systems at the local level. Software development and testing delays also slowed the implementation of these systems.

Proposed Performance Measures

We recommend that the Legislature adopt most of the Criminal Justice Information Program's proposed Fiscal Year 1999-2000 measures and standards. We recommend deleting some of the program's output measures that do not provide meaningful performance information for the Legislature, such as the number of files maintained on

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[1] The FCIC hot files system provides information on wanted and missing persons, stolen vehicles, and other stolen property. This information is entered and removed by local law enforcement agencies, not by FDLE.

the criminal history database. We also recommend that the Legislature increase the performance standards for selected data quality measures because these measures are important indicators of the program's success.

Rating of Program Accountability

An *accountability system* consists of these 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.

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

The Criminal Justice Information Program meets expectations in three of the four areas specified in the above table. The program's goals and objectives are clear and comprehensive and cover major program activities. In general, the program's performance measures are valid indicators of program performance and relate to the program purpose. These measures cover most of the program's major activities, although they currently do not provide unit cost information. The program has internal control procedures to ensure the reliability of performance data. Program staff can earn an improved data reliability rating pending an audit by the inspector general or independent entity that demonstrates the accuracy of the performance data. Performance information is reported to the Legislature and the public in a clear and understandable manner and is readily available to program managers.

For More Information

See *Review of the Performance of Florida Department of Law Enforcement's Information Program*, OPPAGA Report No. 97-40, February 1998, and *Program Evaluation and Justification Review, Florida Department of Law Enforcement*, OPPAGA Report No. 97-76, June 1998. OPPAGA reports are on-line at http://www.oppaga.state.fl.us/reports/reports.html. Also, see the FGAR profile 1069 at

http://www.oppaga.state.fl.us/profiles/1069 or call Marti W. Harkness (850) 487-9233.

Information from the department is available on its website at http://www.fdle.state.fl.us/ or by calling (850) 488-3195. Information from the department is available on its website at http://www.fdle.state.fl.us/index.asp/ or by calling (850) 410-8300.

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Appendix A

Analysis of FDLE's Information Program for Each of Its Performance Measures

Outcome Measures

Performance		1997-98 Standard	Met Standard?	Comments
1996-97	1997-98			

Percentage of on-line responses to FCIC customer within defined time frame (3 seconds)

94%	91.3%	96%	No	The program did not meet its performance standard because demand on the Florida Crime Information Center (FCIC) network caused delays in the response time. This problem will be resolved when the department implements the new FCIC II message switch. FCIC II, originally planned for implementation in July 1998, will not be fully implemented until at least February 1999. This delay may affect Fiscal Year 1998-99 performance.

Percentage of responses to criminal history record check customers within defined time frames

83%	96%	90%	Yes	This measure captures customer response times for three types of criminal record check requests. This is an important measure because customers need this information in a timely manner to make employment or gun sale decisions. However, performance for this measure has varied over the last two and one-half fiscal years. In Fiscal Year 1997-98, the program's performance was 96%. However, the department reported that it will have difficulty meeting its Fiscal Year 1998-99 standard because of unforseen workload increases. For example, a pilot project with the FBI consumed staff time that would have been used to process requests.

Outcome Measures

| Performance | | 1997-98 | Met | |
1996-97	1997-98	Standard	Standard?	Comments

Percentage of time FCIC is running and accessible

99%	99.5%	99%	Yes	This measure provides information on the performance of the FCIC message switch. One percentage point change in performance represents 88 hours of annual downtime.

Percentage of customers satisfied with on-line crime data provided by FCIC*

98%	100%	95%	Yes	This measure provides data on customer satisfaction with the program's FCIC system.

Percentage of criminal history data on file compiled accurately*

Not applicable	82%	82.5%	Yes, substantially	An April 1998 study of a sample of criminal history data indicated that 82% of the records were compiled accurately. According to the department, the study had a +/- 5.0% margin of error. The department also reported that data errors identified in the study have been addressed. Due to funding limitations, the department will not assess data accuracy again until February 2000.

Percentage of felony criminal history records with complete disposition data*

64%	67%	65%	Yes	The program improved its performance for this measure from Fiscal Year 1996-97 to 1997-98. The department reported that approximately 40,000 dispositions must be entered to increase the completion rate by one percentage point.

*Measures designated with an asterisk were listed in the Fiscal Year 1997-98 General Appropriations Act (GAA) as measures for program policy analysis. Since the GAA does not distinguish between outcome and output measures, we used the agency's categories in the Legislative Budget Request.

Outcome Measures

| Performance | | 1997-98 | Met | |
1996-97	1997-98	Standard	Standard?	Comments

Average turnaround time for automated fingerprint identification system (AFIS) Livescan*

10 minutes	10 minutes	10 minutes	Yes	The program is currently meeting its 10-minute standard with current system capacity (approximately 40% of all fingerprint information is submitted electronically via Livescan). This measure will become more meaningful when AFIS is operational with all participating counties and the system capacity is maximized.

Number/percentage of criminals identified during criminal history record checks for sensitive employment, licensing or gun purchase*

152,559/11%	205,074/14.4%	160,496/12%	Yes	This information measure reflects the number and relative frequency of criminals detected in the population screened.

Percentage of customers satisfied with available crime statistics*

97%	93%	85%	Yes	Although the program met its standard, performance declined four percentage points from the previous year. The program should determine whether this decline was related to program performance.

Percentage of customers satisfied with criminal history record check services*

94%	97%	90%	Yes	

Number of missing children found through MCIC*

36	50	36	Yes	This measure represents the number of missing children found for only those cases in which MCIC staff had a significant bearing on the resolution of the case. One missing child was found for every 12 MCIC cases worked during Fiscal Year 1997-98.

*Measures designated with an asterisk were listed in the Fiscal Year 1997-98 General Appropriations Act (GAA) as measures for program policy analysis. Since the GAA does not distinguish between outcome and output measures, we used the agency's categories in the Legislative Budget Request.

Output Measures

Performance		1997-98	Met	
1996-97	1997-98	Standard	Standard?	Comments

Number of hot files, computerized criminal history (CCH), and automated fingerprint identification system (AFIS) records maintained

5,643,360	5,830,996	5,760,708	Yes	This measure represents the volume of records maintained on the department's data system.

Total number of counties on-line with AFIS Livescan

6	26	40	No	The department was unable to bring the 40 largest counties on-line with the AFIS Livescan system. As described in OPPAGA Report No. 97-76, *Program Evaluation and Justification Review of the Florida Department of Law Enforcement*, delays in AFIS implementation at the local level and system design problems prevented the program from meeting its performance standard. The department reported a total of 28 counties on-line at the end of the second quarter of Fiscal Year 1998-99, still far short of last year's standard.

Number of agencies/FCIC workstations networked

725/10,111	755/11,813	715/11,500	Yes	The department networked additional agencies and workstations during Fiscal Year 1997-98, but will be limited in further expansion until FCIC II is fully implemented.

Number of FCIC data transactions

373,121,545	463,537,521	315,000,000	Yes	There was a 24% increase in transactions from Fiscal Year 1996-97 to 1997-98, which underscores the importance of implementing the FCIC II system.

Output Measures

| Performance | | 1997-98 | Met | |
1996-97	1997-98	Standard	Standard?	Comments

Number of responses to requests for crime statistics

6,383	31,154	3,030	No	This measure comprises two different information "requests": 1) standard requests for crime statistics via telephone and 2) hits on the department's Internet website. Over 90% of the total requests were website hits. The Fiscal Year 1997-98 performance standard, however, does not include website hits. The department reported that the number of standard requests was 2,319, well short of the performance standard of 3,030. This should not necessarily be construed as a failure, because fewer standard requests may mean that customers are getting this information from the website.

Number of responses to requests for criminal history record checks

1,334,770	1,423,784	1,320,134	Yes	The data for this measure reflect increased requests for FDLE's record check services. Major variations in performance from year to year are likely to be driven by legislative changes to background check requirements.

Number of missing children cases worked through MCIC

524	602	524	Yes	This data reflects increased missing children cases worked through the Missing Children Information Clearinghouse (MCIC) during Fiscal Year 1997-98.

Source: FDLE Legislative Budget Request and OPPAGA analysis

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Appendix B

OPPAGA Recommendations for FDLE's Information Program's Fiscal Year 1999-2000 Measures

Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Percentage of on-line responses to simulated FCIC queries within defined time frame	90%	**We recommend adopting this measure and standard.**
Percentage of responses to criminal history record check customers within defined time frames	92%	**We recommend adopting this measure and standard.** The 92% standard seems reasonble given the wide variation on program performance since Fiscal Year 1996-97.
Percentage of time FCIC is running and accessible	99.5%	**We recommend modifying this measure and standard. FDLE did not agree with this recommendation.** The FCIC system is in operation 24-hours a day. Small fluctuations in the measure can be significant; one percentage point change represents 88 hours of annual downtime. The department should include the total hours that FCIC is running and accessible and the number of hours of downtime.
Percentage of customers satisfied with on-line crime data provided by FCIC	98%	**We recommend adopting this measure and standard.**

Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Percentage of criminal history data on file compiled accurately	83%	**We recommend adopting the measure and modifying the standard. FDLE agreed to modify the standard.** In OPPAGA Report No. 97-76, we reported that the standards for the accuracy and completeness of criminal history data were relatively low and that the program should raise standards related to the quality of criminal history data because this information is used to make decisions that impact public safety. The 83% standard is only a one percentage point increase from the 82% standard proposed in Fiscal Year 1997-98. The department explained, however, that due to funding limitations it will not assess data accuracy again until February 2000. The inability to assess data accuracy, however, should not discourage the department from taking steps to improve accuracy. The department should identify what steps it will take to improve data accuracy between now and Fiscal Year 1999-2000 and adjust the standard accordingly. The proposed February 2000 study should assess whether the department's efforts to improve data accuracy were successful.

Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Percentage of felony criminal history records with complete disposition data	72%	**In its revised Exhibit D-2, FDLE proposed deleting the measure and replacing it with two new measures:** *percentage of felony criminal history records with complete disposition data (prior to 1996)* **- 72% standard** and *percentage of felony criminal history with complete disposition data (1996-97)* **- 60% standard.** **We concur with FDLE's proposal, but have concerns with the proposed standards.** In OPPAGA Report No. 97-76, we reported that the standards for the accuracy and completeness of criminal history data were relatively low and that the program should raise standards related to the quality of criminal history data because this information is used to make decisions that impact public safety. In an effort to improve the disposition rate, the department commissioned a study to examine its internal disposition processing. The deparment should modify its Fiscal Year 1999-2000 performance standards to reflect process improvements recommended in the study. However, in all fairness to the department, it has only a limited capacity to improve performance on this measure because dispositions are provided by the clerks of the 67 counties, who are not under the authority of the department. The Legislature should consider applying incentives and/or disincentives to the clerks of the court to improve their disposition reporting.
Average turnaround time for automated fingerprint identification system (AFIS) Livescan	10 minutes	**We recommend adopting the measure and the standard.**
Number/percentage of criminals identified during criminal history record checks for sensitive employment, licensing or gun purchase	177,757 / 12%	**We recommend adopting the measure and the standard.** The measure shows how many individuals with felony records are trying to purchase firearms, and how many with criminal records are applying for sensitive employment and licenses.
Percentage of customers satisfied with available crime statistics	97%	**We recommend adopting the measure and the standard.**

Outcome Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Percentage of customers satisfied with criminal history record check services	94%	**We recommend adopting the measure and the standard.**
Number of missing children found through MCIC	44	**We recommend adopting the measure and the standard.** Given the number of proposed missing children cases the program plans on working during Fiscal Year 1999-2000, 44 missing children found during the year seems to be a reasonable standard (one child found for every 14 cases worked).
Percentage of customers satisfied with available domestic violence incident information	85%	**We recommend adopting the measure and modifying the standard**. **FDLE agreed to modify the standard.** The standard for this measure is clearly not consistent with the other customer satisfaction measures. The department should consider increasing the standard to at least 90%.

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Number of hot files, computerized criminal history (CCH), and automated fingerprint identification system (AFIS) records maintained	6,310,690	**We recommend deleting the measure.** **FDLE agreed with this recommendation.** The results of this measure are influenced primarily by local law enforcement activity rather than program performance.
Number of counties on-line with AFIS Livescan	Not applicable	**FDLE proposed deleting the measure. We concur.**

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Percentage of arrest data received electronically via AFIS Livescan	75%	**We recommend adopting the measure and the standard.** This is a good measure of AFIS implementation efforts and provides meaningful information for assessing the turnaround time of AFIS transactions. In its revised LBR, dated February 19, 1999, the department reworded the measure to *percentage of criminal arrest information received electronically (through AFIS) for entry into the criminal history system* and changed the standard to 70%.
Number of agencies/FCIC workstations networked	835 / 14,631	**We recommend adopting the measure and the standard.** This is an appropriate measure to show the number of agencies/workstations that have access to FCIC.
Number of FCIC data transactions	510,851,667	**We recommend deleting the measure. FDLE agreed with this recommendation.** The results of this measure are influenced primarily by local law enforcement activity rather than program performance.
Number of responses to requests for crime statistics	30,000	**We recommend adopting the measure and modifying the standard**. **FDLE agreed with this recommendation.** This is a measure of the demand for Uniform Crime Report (UCR) data and a workload indicator for program staff who process the requests. We recommend that the program report the number of requests processed by program staff separately from the requests counted from the department's website.
Number of registered sexual predators / offenders identified to the public	15,350	**We recommend adopting the measure and the standard.**
Number of responses to requests for sexual predator / offender information	279,000	**We recommend adopting the measure and the standard.**
Number of responses to requests for criminal history record checks	1,498,810	**We recommend adopting the measure and the standard.**
Number of missing children cases worked through MCIC	602	**We recommend adopting the measure and the standard.**

Output Measures, Fiscal Year 1999-2000

Measures Proposed by Agency	Proposed Standards	OPPAGA Recommendations/Comments
Number of responses to requests for domestic violence incident information	4,500	**We recommend adopting the measure and the standard.**
Number of agencies accessing and participating in the statewide tracking of domestic violence cases	515	**We recommend adopting the measure and the standard.**
Number of domestic violence incidents reported	136,310	**We recommend deleting the measure. FDLE agreed with this recommendation.** This measure is not related to the performance of the Criminal Justice Information Program.
Number of agencies connected to the Criminal Justice Net	757	**We recommend adopting the measure and the standard.**

OPPAGA Recommendations for Additional Measures, Fiscal Year 1999-2000

Measures	Comments
Percentage of total requests for access to FCIC that were met by the program.	**FDLE did not add the measure.** The output measure "number of agencies/FCIC workstations networked" provides information on the acesss to the FCIC system, but not whether the program is meeting customer demand for new network connections. The program should report how many workstations have been requested and what percentage of those requests were completed during the fiscal year.
Unit cost measures, such as "cost per criminal history record check"	**FDLE agreed to add this measure as an internal measure.** The department has implemented unit cost measures in other program areas, but not in the Criminal Justice Information Program. Unit cost measures are important because they link changes in funding to predictable changes in performance. For example, if the Legislature were to propose new record check requirements for certain types of employment, unit cost measures would be helpful for determining the fiscal impact of such legislation.

Source: Florida Department of Law Enforcement Fiscal Year 1999-00 Legislative Budget Request and OPPAGA comments

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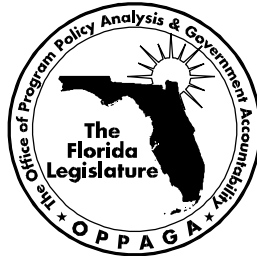
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