

*Charlie Crist, Governor*

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**State of Florida  
Department of Juvenile Justice**

*Frank Peterman, Jr., Secretary*



**2008 Annual Report**

*(Covering Activities from July 1, 2007 to June 30, 2008)*

**Office of the  
Inspector General**

**FISCAL YEAR 2007-2008 ANNUAL REPORT**

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**Mary Roe Eubanks, CIG, CIGI  
Inspector General**

# The Courage of Integrity

The highest courage is to dare to be yourself in the face of adversity.

Choosing right over wrong, ethics over convenience, and truth over popularity...

These are the choices that measure your life.

Travel the path of integrity without looking back,  
for there is never a wrong time to do the right thing.

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**Office of Inspector General**  
*Department of Juvenile Justice*  
*Annual Report for Fiscal Year 2007-2008*

## CHARTER OF OPERATIONS

### **Vision**

The children and families of Florida will live in safe, nurturing communities that provide for their needs, recognize their strengths and support their success.

### **Mission**

The mission of the Department of Juvenile Justice is to increase public safety by reducing juvenile delinquency through effective prevention, intervention, and treatment services that strengthen families and turn around the lives of troubled youth.

### **Office of the Inspector General's Mission**

Ensure that the Department of Juvenile Justice, its employees and partners, maintain the highest level of integrity, accountability and efficiency as we work together to increase public safety by reducing juvenile delinquency in Florida.

### **Purpose**

The purpose of the Office of Inspector General is to provide a central point for coordination of and responsibility for activities that promote accountability, integrity and efficiency in government and to conduct independent and objective audits, investigations, and reviews relating to the programs and operations of the Department of Juvenile Justice. The Office of Inspector General assists the Department in the accomplishment of its objectives by promoting economy and efficiency in the administration of, or preventing and detecting fraud and abuse in its programs and operations.

### **Authority**

The Office of Inspector General reports directly to the Secretary of the Department. The authority of the Office of Inspector General, outlined in Section 20.055, Florida Statutes, allows for full, free, and unrestricted access to all persons, records, and other information relevant to the performance of engagements.

### **Responsibilities**

The Department's Office of the Inspector General (OIG) is statutorily assigned specific duties and responsibilities for its audit and investigation functions. Section 20.055(2), Florida Statutes, requires the appointment of an Inspector General by the agency head and specifies the Inspector General's responsibilities.

**The OIG's responsibilities include:**

- Promoting economy and efficiency in agency programs and operations, and to prevent and detect fraud and abuse;
- Providing direction for and coordinating audits, investigations, and management reviews relating to the programs and operations of the agency;
- Recommending corrective action concerning fraud, abuses, weaknesses, and deficiencies and report on the progress made in implementing corrective action;
- Advising in the development of performance measures, standards, and procedures for the evaluation of agency programs; reviewing actions taken by the agency to improve program performance and meet program standards; and
- Ensuring an appropriate balance is maintained between audit, investigations, and other accountability activities.

The Inspector General is required by statute to provide the agency head an annual report by September 30 summarizing the activities of the OIG during the immediate preceding state fiscal year. This document is presented to the Secretary to comply with this statutory requirement and to provide information to departmental staff and other interested parties on how the OIG accomplishes its mission.

**Independence and Objectivity**

The Office of Inspector General's activities shall be independent, and the Office of Inspector General staff should be objective in performing their work. The Inspector General reports to the Secretary of the Department and shall not be subject to supervision by any other employee of the Department of Juvenile Justice in order that audit, investigative, and other activities remain free from interference in the determination of the scope of activities, performance of work, and communication of results.<sup>1</sup> According to standards, the Office of Inspector General should refrain from participating in any operational activities that it might be expected to review or appraise or that could otherwise be construed to compromise the independence and objectivity of the Office of Inspector General.

**Scope of Work**

The scope and assignment of the activities shall be determined by the Inspector General. However, the Secretary of the Department may at any time direct the Inspector General to perform an audit, investigation or review of a special program, function, or organizational unit. The scope of work is to determine whether the Department's risk management control, and governance processes are adequate and functioning in a manner to ensure risks are appropriately identified and managed; significant financial, managerial, and operating information is accurate, reliable, and timely; resources are acquired economically, used efficiently and adequately protected; programs, plans, and objectives are achieved; quality and continuous improvement are fostered in the organization's control process; and significant legislative or regulatory issues impacting the Department are recognized and addressed appropriately.

**Professional Standards**

The Office of Inspector General will follow appropriate professional standards in fulfilling its responsibilities. These include the *International Standards for the Professional Practice of Internal Auditing* and the *Code of Ethics* of the Institute of Internal Auditors, Inc., *Generally Accepted Governmental Auditing Standards* issued by the Comptroller General of the United States, and applicable

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<sup>1</sup> Section 20.055(3)(b), Florida Statutes

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**ANNUAL REPORT FOR FISCAL YEAR 2007-2008**

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standards from the Association of Certified Fraud Examiners, the State of Florida Auditor General's Rules, and the State of Florida's Governor's Council on Integrity and Efficiency.

**Periodic Assessment**

The Inspector General shall periodically assess whether the purpose, authority, and responsibility, as defined in the charter, continue to be adequate to enable the Office of Inspector General activities to accomplish its objectives to assist the Department in the accomplishment of its objectives.

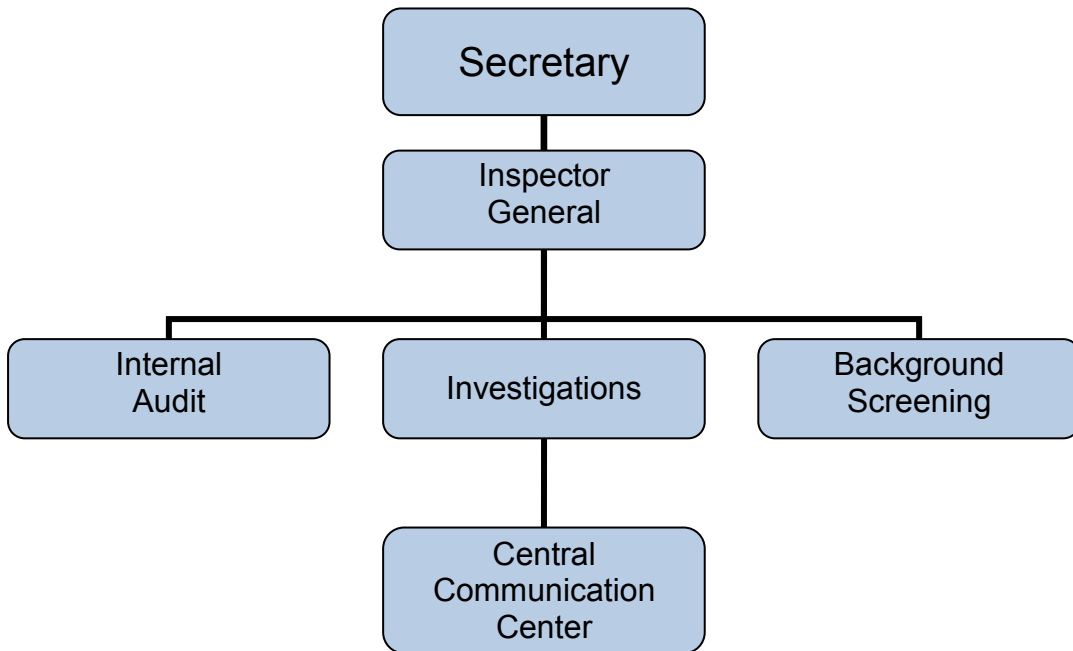
**Historic Overview**

The term "inspector general" historically has been associated with maintaining and improving the operational efficiency of our nation's armed forces. In the 1970's, Congress adopted the idea and created civilian inspectors general to address fraud, waste, abuse and corruption in federal agencies.

An audit function was established in the Department in the 1960's. This function evolved into audits and investigations and, in the 1980's was designated the Office of Inspector General. In 1994, amendments to Section 20.055, F.S., required an Office of Inspector General in each state agency.

**Organization**

The Office of the Inspector General is staffed with 30 full-time employees and 14 Other Personal Services employees under the direction of the Inspector General. During fiscal year 2007-2008, the Audit Section changed Directors. Our organizational structure is as follows:



### Organization and Staff

The Office of Inspector General (OIG) has four main operating functions: The Bureau of Investigations, the Bureau of Internal Audit, and the Background Screening Unit, and the Central Communication Center.

In order to maximize efficiency and accomplish its mission, the Inspector General's Office has organized the office as shown in the chart below:

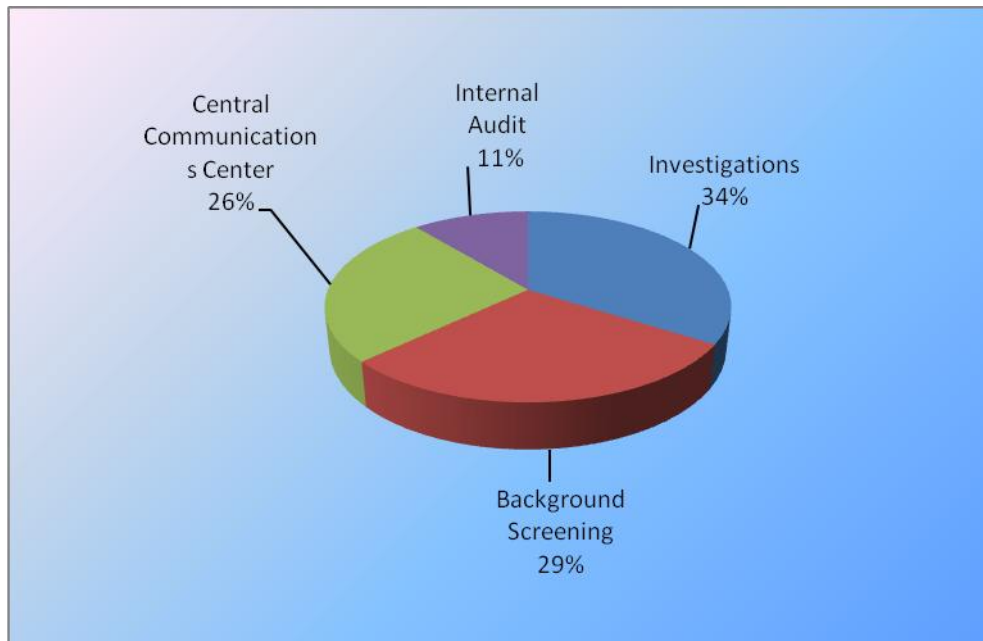
**Internal Audit:** This function provides independent appraisals of the performance of Department programs and processes, including the appraisal of management's performance in meeting the Department's information needs while safeguarding its resources.

**Investigations:** This function works to deter, detect and investigate crimes or misconduct impacting the Department.

**Central Communications Center:** This section provides a 24-hour per day incident/complaint hotline. The CCC provides information to DJJ to assist in maintaining a safe environment for the treatment and care of youth in department programs.

**Background Screening Unit:** The Background Screening Unit (BSU) assists the Department in meeting its goal of hiring applicants who meet statutory and agency standards of good moral character by conducting background screenings pursuant to Chapters 39, 435, 984, and 985, Florida Statutes, and the Department's background screening procedure.

## STAFF RESOURCES



### Staff Certifications

Expertise within the OIG covers a variety of disciplines with employees being technically qualified in auditing, accounting, investigations, background screening, and information technology. Staff members continually seek to augment their professional credentials, further enhancing their abilities and the contributions they make. Additionally, staff members participate in a number of professional organizations to maintain proficiency in their profession and areas of certification.

The accomplishments of the staff in obtaining professional certifications represent significant time and effort by each staff member, reflecting positively on the individual as well as the Department.

The table below details the number of advanced degrees/certifications held in the OIG.

Degrees/Certifications	No.
Certified Internal Auditor	1
Certified Inspector General	2
Certified Inspector General Investigator	11
Certified Public Manager	2
Certified Fraud Examiner	1
Certified in FDLE Criminal Justice Information Services	13
Certified FDLE Terminal Agency Coordinator	1
Certified by the Equal Employment Opportunity Commission	1
Notary Public	13

### Staff Affiliations

American Institute of Certified Public Accountants  
Institute of Internal Auditors, Inc. (National and Local Chapters)  
Association of Certified Fraud Examiners  
The Association of Inspectors General (National and Local Chapters)  
The Florida Audit Forum

### Staff Development

During FY 2007-08, OIG staff participated in a variety of professional trainings including courses to meet the Government Auditing Standards (GAS) requirements. GAS standards require each auditor, every two years, to complete at least 80 hours of continuing education and training that contributes to the auditor's professional proficiency. The OIG staff remains committed to seeking professional excellence through training and development to improve and expand the products we can offer and to ensure high quality service to our customers.



## Bureau of Internal Audit

The Bureau of Internal Audit, under the direction of the Inspector General, assists the Secretary and the department in deterring and detecting fraud, waste and abuse and provides assurance that the department uses its resources in an efficient and effective manner.

The Bureau of Internal Audit carries out its function for the Department of Juvenile Justice under the leadership of the Director of Audit who reports to the Inspector General. The bureau's staff is composed of an Audit Director and two Management Review Specialist (Senior Auditors).

### Audit Responsibilities

Pursuant to section 20.055(5), Florida Statutes, the bureau conducts performance, information technology, financial and compliance audits of the department and prepares reports of its findings and recommendations. Audits are performed in accordance with *Government Auditing Standards* promulgated by the Comptroller General of the United States and *the Standards for the Professional Practice of Internal Auditing*, published by the Institute of Internal Auditors. An audit involves obtaining an understanding of internal control structure; assessing control risk; testing of records and responses to inquiries by obtaining corroborating evidentiary matter through inspection, observation, confirmation, and other procedures.

In addition to audits, the bureau performs non-audit services, special projects, and provides other management advisory and consultant services to the department.

The Institute of Internal Auditors defines internal auditing as an independent, objective assurance and consulting activity designed to add value and improve an organization's operations. It helps an organization accomplish its objectives by bringing a systematic, disciplined approach to evaluate and improve the effectiveness of risk management, control, and governance processes.

### Accomplishments for FY 2007-08

During the fiscal year, the Bureau of Internal Audit completed major audits, reviews and projects consisting of the following:

- One operational audit;
- Five management reviews;
- Four follow-up reviews to outside agency audits and/or program reviews;
- Various management advisory projects.

### Operational Audits

Operational audits are comprehensive reviews of the Department's systems, programs, and processes to appraise the efficiency of operations and the effectiveness with which these functions achieve their objectives. These audits also include determining whether the department acquired, protected, and used its resources economically and efficiently in accordance with applicable laws and regulations.

The bureau issued one operational audit reports.

#### **Audit of Behavior Management Systems in Residential Services Programs**

The behavior management system is often seen as the heart of a residential commitment program. Behavior management is an organized system by which behaviors are rewarded or sanctioned as a means of promoting discipline and conforming behavior with a program. The scope of this audit was to examine the design, implementation, and administration of behavior management systems in residential commitment programs. The objectives of the audit were to;

(1) Determine if residential commitment programs behavior management systems were implemented in accordance with the Department's policies and procedures; and (2) Determine if adequate controls are in place to ensure the effectiveness of behavior management systems.

### **Management Reviews**

Review projects were initiated through complaints to the Office of the Inspector General (OIG) and direct correspondence from departmental and external sources. The bureau cooperated with other agencies pursuing reviews of programs, and worked to support the Department's Bureau of Investigations in a possible related party transaction.

### **External Audit Liaison and Follow Up Activities**

The bureau is responsible for monitoring the department's implementation of corrective action to address recommendations in audit reports and policy reviews issued by the Auditor General and the Office of Program Policy Analysis and Government Accountability (OPPAGA). The bureau provided liaison activities for a federal grants monitoring review and conducted follow-ups to monitor the status of corrective actions for several external audits/reviews and conducted follow-ups for internal reviews.

### **Other Activities**

#### **The Florida Single Audit Act**

The Florida Single Audit Act (FSAA) was enacted in 1998 by the Florida Legislature to establish uniform State audit requirements for non-state entities expending State financial assistance equal to or in excess of \$500,000. The bureau facilitated responses to the Department of Financial Services on behalf of the agency and coordinated compliance efforts. This included providing technical assistance, meetings, inter-agency correspondence and liaison activities. The bureau worked with program areas to improve implementation of a process to assist contract and grant managers in performing reviews of recipient audit reports pursuant to the FSAA. The bureau has also implemented policies and procedures to ensure compliance with the Florida Single Audit Act.

#### **Communication with Management**

The Office of Inspector General provides a centralized point for coordination of activities that promote accountability, integrity and efficiency. A major part of this responsibility includes keeping management informed of the many internal and external audits and related activities.

#### **OPPAGA Reports:**

Pilot to Waive Fees For Parents of Delinquents Should Focus More on Parenting Skills

DJJ Should Better Identify At-Risk Youth, Use Proven Prevention Models, and Revise Funding Practices

Responsibility for the Education of Exceptional Students in Residential Treatment Facilities Needs Clarification

Redirection Program Achieves Lower Recidivism and a \$14.4-Million Cost Savings Compared to DJJ Commitment

#### **Auditor General Reports**

Detention Care Cost Sharing and Cost-of-Care Fees Including Follow-Up on Prior Audit Findings – Operational Audit

Selected Administrative Activities and Follow-Up on Prior Audit Findings – Operational Audit

**Six-Month Reviews:**

Building and Land Review Follow-Up

Vehicle Utilization Review Follow-Up

AG Audit – Detention Care Cost Sharing & Cost-of-Care Fees Including Follow-Up on Prior Audit Findings

AG Selected Administrative Activities and Follow-Up on Prior Audit Findings

## **Bureau of Investigations**

### **Investigations**

With the overall guidance of the Inspector General, the Bureau of Investigations assists the department in ensuring the promotion of accountability, integrity, and efficiency within the agency. In addition, the bureau assists in ensuring only those persons who meet statutory and departmental standards for good moral character are selected to provide for the custody, care, safety, and protection of those juveniles entrusted to our supervision.

### **Investigative Unit**

The investigative unit is charged with the responsibility of coordinating and conducting investigations designed to detect, deter, prevent, and eradicate fraud, waste, mismanagement, misconduct, and other abuses within the Department of Juvenile Justice, involving both state and contract provider employees, programs, facilities, and offices.

All investigative activities are objective and unbiased. Inspectors submit detailed investigative reports, which include sworn statements and documentary evidence. The Inspector General reviews all completed cases for sufficiency and accuracy before signing and disseminating the final report. Investigations containing substantiated allegations are forwarded to management, which is responsible for implementing corrective action and reporting said action to the Office of the Inspector General.

The Chief of Investigations and the Inspector General also review and sign off on completed civil rights cases; however, a resolution panel presided over by the department's Equal Employment Opportunity (EEO) officer determines whether there is cause to believe either discrimination or harassment occurred. The Bureau of Investigations does not make recommendations concerning corrective action for EEO complaints.

Due to the considerable number of incidents assigned to management, the Office of the Inspector General, working with the department's Assistant Secretaries, set up the Regional Administrative Review Liaison (RARL) program and published applicable procedural guidelines. The purpose of the program and guidelines is to guarantee consistent and expeditious handling of management referrals. Each of the department's regional managers has staff designated as regional liaisons. There are more than 200 certified regional liaisons. All of these liaisons have been trained in basic investigative procedures and serve as quasi investigators for their respective branches. This program went into effect on January 20, 1997. Completed administrative reviews are approved by the department's Assistant Secretaries and entered in to the department's Central Communications Center database. From the database, these reports are reviewed by the Bureau of Investigations and the Inspector General.

### **Accomplishments for FY 2007-2008**

The Bureau of Investigations initiated 399 investigations in fiscal year 2007-2008. Some of these investigations have multiple allegations that were investigated. Thus far the Bureau's investigative activities resulted in 399 allegations, of which 178 were substantiated, 165 were unsubstantiated, and 56 were found to be inconclusive.

The Bureau of Investigations initiated 223 inquiries in fiscal year 2007-2008. Some of these inquiries have multiple allegations that were investigated. Thus far the Bureau's investigative activities resulted in 220 allegations, of which 80 were substantiated, 118 were unsubstantiated, and 22 were found to be inconclusive.

Substantiated findings reported to management resulted in terminations, resignations, and other disciplinary and non-disciplinary actions, as well as programmatic changes.

## **Summary of Investigations**

### **07-08 Annual Report Summaries**

#### **IG 07-0372/CCC 2007-02940 Palm Beach Juvenile Correctional Facility**

This investigation was predicated from a complaint received by the Department of Juvenile Justice (Department) Office of the Inspector General (OIG) Central Communications Center (CCC) that the program's Mental Health Director was falsifying documents relating to the mental health care of unspecified youth residing in the facility. Statements from former employees along with documentation reviewed supported the allegation. The complaint of falsification was closed as partially substantiated. Prior to the completion of the investigation, the subject voluntarily resigned.

#### **IG 07-0364/CCC 2007-02634 and 2007-02878 Sago Palm Academy**

This investigation was predicated from a complaint received by the CCC that the program's Medical Coordinator, who holds an Advanced Registered Nurse Practitioner's license, along with the Licensed Practical Nurse were both falsifying documents relating to the medical care and treatment of unspecified youth residing in the program. Statements from medical staff along with documentation reviewed supported the allegation. The complaint of medical neglect and falsification were closed as substantiated. As a result of the findings, both employees were terminated and a referral was made to the Florida Department of Health Licensing Board.

#### **Combined Case IG 07-0541 Bay Point Schools**

This investigation was predicated from several complaints received by the Office of Inspector General (OIG) from different sources, which alleged that staff and administrators at the facility were acting improperly. Specifically it was alleged that staff were falsifying documentation, improperly supervising youth, engaging in improper relationships with youth, violating off campus policies, failing to report incidents to the CCC, failing to provide medical care, and violating key control policies. Interviews conducted and documents reviewed supported several of the allegations. As a result of the substantiated findings subject staff were given reprimands, counseling or received training.

#### **IG 07-0084 Florida Youth Challenge Academy**

This investigation was predicated from a complaint made to the Executive Office of the Governor Chief Inspector General by an individual who was later designated as a person protected under Florida's Whistle-blower Act. The complaint alleged that staff were abusing youth at the program, which is operated by the Department of Military Affairs Florida National Guard, and partially funded by the Department. The investigation substantiated eleven allegations of improper conduct, improper supervision, falsification, failure to report, violations of policy/rule, and violation of the Interagency Agreement between the Department of Military Affairs and the Department. As a result of this investigation one subject staff was suspended and later resigned.

**IG 08-0030/CCC 2008-00818 Tiger Serious Habitual Offender Program**

This investigation was predicated from a complaint received by the CCC that an escaped youth alleged staff helped him escape by giving him a cellular telephone, concealing civilian attire under the portable trailer, and cutting a hole in the perimeter fence. The investigation substantiated allegations against three staff for violations of policy/rule and improperly supervising youth and two staff for insubordination. Based on the lack of witnesses and corroborating evidence, the investigation was closed as inconclusive regarding the allegation that staff helped the youth escape.

**IG 08-0043 South West Florida Regional Juvenile Detention Center**

This investigation was predicated from an Equal Employment Opportunity (EEO) complaint, which alleged a hostile work environment, where a staff member communicated instant messages containing sexual references to another staff member's Internet website address. Based on the investigative findings an EEO Resolution Panel returned a determination of No Cause for the allegation of sexual harassment.

**IG 08-0145 Manatee Adolescent Treatment Services, Juvenile Residential Facility**

This investigation was predicated from a youth's allegation that he had been involved in a sexual relationship with a former female staff member. The youth further alleged that staff aided his escape from the program by taking him outside of the facility and allowing him to drive away in her car. The youth admitted to living with the staff for three weeks before being re-arrested. During the investigation of this complaint the subject staff was arrested on an unrelated charge of possession of marijuana and was terminated. The Manatee County Sheriff's Office conducted a criminal investigation and subsequently arrested and charged the former staff member with obstructing justice for her involvement in the youth's escape. Based on the criminal investigation the subject staff was terminated.

**IG 08-0090 Manatee Adolescent Treatment Services Halfway House**

This inquiry was predicated from an anonymous complaint to the Manatee County Sheriff's Office, alleging that the superintendent of the Manatee Adolescent Treatment Services Halfway House was bringing marijuana and cocaine into the program for distribution to staff and youths. Through a cooperative effort between the Sheriff's Office, the Florida Department of Law Enforcement, and the OIG all available narcotics and gang intelligence was reviewed. The investigation found that the named subject had not been employed at the facility in over a year and that there was no evidence to support the allegation. The complaint was closed as unsubstantiated.

**IG 07-0134 Dozier Training School**

This investigation was predicated from a complaint to the OIG that a staff used excessive force, and unnecessary force to restrain a youth on two separate incidents. Furthermore, it was alleged that staff failed to report the incident in accordance with Department policy. The investigation found that one allegation of excessive force was inconclusive while the other was substantiated. The allegation of unnecessary force was found to be unsubstantiated, while the allegation of failure to report was substantiated. One subject staff substantiated for excessive force and failure to report and another staff substantiated for failure to report were terminated from employment.

**IG 07-0241 Dozier Training School**

This investigation was predicated from a complaint to the OIG that a staff engaged in improper conduct by initiating and attempting to maintain an inappropriate staff/youth relationship. It was also alleged that the staff engaged in improper conduct by providing a camera to a youth, allowing the youth to photograph themselves, and provided the youth with the photographs after having them developed outside the program. It was further alleged that the staff engaged in improper conduct by bringing in contraband items such as compact discs, food and hygiene items, and assisted youth in hiding a stolen staff radio. The investigation found the allegation of an inappropriate staff/youth relationship and improper conduct related to bringing in contraband items to be inconclusive. The allegation of improper conduct regarding assisting youth in hiding a stolen staff radio was found to be unsubstantiated. However, the allegation of improper conduct relating to providing a camera to youth, allowing them to take photographs, and providing the developed photographs to the youth was found to be substantiated. The staff was terminated from employment.

**IG 08-0066 North Region Quality Assurance**

This investigative inquiry was initiated from a complaint to the OIG that a staff violated the Department's Violence in the Workplace policy and threatened staff by talking about killing people. It was also alleged that the staff had a gun and carried it in their car. The investigative inquiry found that the staff did talk about shooting other people; therefore, the allegation was substantiated. The allegation that the staff had a gun in their car was unsubstantiated. The staff was terminated from employment. During the course of the investigative inquiry, it was also found that the Department's Violence in the Workplace policy had not been updated since June 2, 1999. The inquiry recommended the Department revise the policy to reflect the current organizational structure.

**IG 07-0512/ CCC 2007-05325 Kissimmee Juvenile Correctional Facility**

This investigation was predicated from a complaint received by the CCC where a former youth alleged he had a romantic and sexual relationship with a female staff from the program. The youth alleged the relationship did not commence until after the completion of the program. The staff was interviewed and denied the allegations. In an interview, the youth's mother informed OIG staff that the youth was dating the staff and that the staff had been to the youth's residence on several occasions. Based on the findings, the staff violated several facility policies by engaging in conduct unbecoming of an employee; the allegations of improper conduct were substantiated. The subject staff resigned from her position. Law enforcement was notified and indicated that based on the ages of the youth and staff at the time of the activity there were no criminal violations.

**IG 07-0148/2007-01242 Peace River Outward Bound**

This investigation was predicated from a complaint received by the CCC that there was a youth at the program with a major illness (MRSA). A review of records found that the youth had entered the program with an illness and did receive escalating levels of care based on their medical complaints. After 14 days, during which the youth was receiving care and had seen an off-site doctor, the youth was hospitalized where he was eventually diagnosed with a contagious skin rash known as MRSA. During the investigation the youth's mother confirmed that other family members also had the illness. The youth was released home and no other youth were infected. The OIG substantiated that a medical illness involving a contagious disease occurred at the facility; however, there was no evidence to conclude that the actions or lack of actions by program staff facilitated the youth's illness.

**08-0118/2008-02874 Red Road Academy**

This investigation was predicated from a complaint to the CCC alleging that staff used excessive force in restraining a youth who had an altercation with another youth. The investigation found that a staff used an unapproved restraint in separating the youths and the youth they had restrained broke free and punched the other youth. Another staff assisted and restrained the youth using an appropriate restraint technique. Once the youth was examined by the facility nurse, he complained his shoulder hurt and he was taken to the hospital where he was released with a sprained shoulder. It was unsubstantiated that the youth's injury was a result of improper supervision and it was inconclusive that staff caused the injury since it is possible the injury occurred from the youth's altercation.

**Combined Case IG 07-0577/CCC 2007-06839 Dade Marine Institute**

This investigation was predicated from a complaint received by the CCC alleging that two staff inappropriately touched and/or had sexual intercourse with program youths. A second allegation was received by the CCC that staff was purchasing illicit drugs (marijuana) from youths committed to the program. Through interviews and a review of records both allegations were unsubstantiated. However, during the course of the investigation, OIG staff substantiated an additional allegation in that the subject staff admitted to purchasing fast-food and bringing it in for program youths; outside food items brought to youth are considered contraband by the program. This conduct was a violation of program policies and procedures, which prohibits staff from introducing any contraband on facility grounds.

**IG 08-0023/CCC 2008-0569 Dade Marine Institute**

This inquiry was predicated from a complaint received by the CCC alleging that two staff sexually touched and had sexual intercourse with committed youths. Through interviews and a review of records both

allegations were unsubstantiated. However, during the course of the investigation OIG staff substantiated that there was an improper staff-youth relationship based on the subject staff's admission to continuing communications with youths after their completion of the program. This conduct was a violation of program policies and procedures, which prohibits continued communications by staff with committed youths.

**Combined Case IG 08-0069/CCC 2008-01175 Bay Point Schools, Inc.**

This investigation was predicated from a complaint received by the CCC alleging that program staff attempted to kiss and perform fellatio on a committed youth. The Miami-Dade Police Department conducted a criminal investigation and arrested and charged the subject staff with Lewd and Lascivious. The OIG administrative investigation was closed as substantiated and the staff was terminated.

**IG 07-0135 Arthur G. Dozier Training School for Boys**

This inquiry was predicated from an anonymous letter received by the OIG outlining several personnel related issues and complaints. OIG staff unsubstantiated allegations that individuals charged in the death of a youth from another program had been hired to work at the facility. Based on interviews conducted and records reviewed an allegation that program management failed to act appropriately when a staff that tested positive for drugs was found to be inconclusive. This finding was based on the inability of OIG staff to obtain protected treatment information. Based on conflicting witness statements the investigation found the allegation that a staff attempted to intimidate a youth while wearing a Deputy Sheriff's uniform to be inconclusive. An allegation that a staff was working a second job without the proper dual employment authorization was substantiated. The investigation substantiated that the facility failed to report a "knife of life" (weapon) was taken by a youth and recovered, however, the facility failed to notify management of the incident. It was unsubstantiated that the facility failed to report to the CCC that illegal drugs were found at the Washington County School Program located on the program property; the incident was reported to law enforcement and it was determined that the substance was not illegal drugs. The complaint also alleged that program management failed to discipline staff involved in an incident; however, records reviewed proved this allegation to be unsubstantiated; at the time the anonymous letter was received all personnel actions had not yet been approved and finalized.

**IG 07-0492 Office of Prevention Services**

This investigation was predicated from a complaint received by the OIG alleging that DJJ staff violated public records policy when staff did not provide the requested records. Based on interviews conducted and records reviewed the allegation was found to be inconclusive for one subject staff. However, the allegation was substantiated for the second subject staff and a letter of counseling was issued.

**IG 08-0015/CCC 2008-00349 Monticello New Life**

This investigation was predicated from a complaint received by the CCC alleging that a staff had improper conduct of a sexual nature with youth at the program. The investigation did not uncover evidence that the incident occurred; however, the allegation could not be unsubstantiated because of a lack of witnesses, therefore the case was closed as inconclusive.

**IG 07-0522 Marion Regional Juvenile Detention Center**

This investigation was predicated on an Equal Employment Opportunity (EEO) complaint, which alleged that the subject staff sexually harassed another staff, thus creating a hostile work environment. Based on the investigative findings, an EEO Resolution Panel returned a determination of No Cause for the allegations of sexual harassment.

**IG 07-0581/CCC 2007-06874 Space Coast Marine Institute**

This investigation was predicated from a complaint received by the CCC alleging that staff took items donated to the program by Publix Supermarket and sold them at garage sales for personal gain. The investigation found that the allegations were unsubstantiated, however the program implemented several changes in the way they received donations.

**IG 07-0175/CCC 2007-01448 Sago Palm Academy**

This investigation was predicated from a complaint received by the CCC alleging that a staff engaged in a sexual relationship with a youth. It was also alleged that the staff acted outside the scope of their official duties and contacted the youth after they were released from the program. The Palm Beach County Sheriff's Office conducted a criminal investigation and determined that there was no violation law. The staff admitted to visiting the youth at their home and engaging in a sexual relationship with him after his release. The investigation was closed as substantiated and the staff was terminated.

**IG 07-0559/CCC 2007-06464 Panther Success Center**

This investigation was predicated from a complaint received by the CCC alleging that a staff used excessive force to restrain a youth, causing the youth to sustain a spiral fracture to the left arm. Through interviews and a review of records the investigation determined that the allegation of excessive force was inconclusive.

**IG 08-0037/CCC 2008-00875 Probation, Circuit 13**

This investigation was predicated from a complaint received by the CCC alleging that a Juvenile Probation Officer was using his Department computer to view pornography. OIG staff conducted a forensic examination of the subject staff's computer and found no evidence of misuse. The allegation was determined to be unsubstantiated.

**IG 08-0052 Office of the General Counsel**

During an OIG review of Internet use by Department staff, a female staff was identified as having an excessive number of attempts to access inappropriate websites. OIG staff conducted a forensic examination of the subject staff's computer which found that she used her Department computer to search for and view sexually explicit and inappropriate material. The subject staff resigned during the course of the investigation.

**IG 07-0491/CCC 2007-04742 Probation-Unit 101**

This investigation was predicated from a complaint received by the CCC alleging that a youth had sexual intercourse with his probation officer. The Department of Children and Families declined to investigate the allegations because the probation officer was not in a caregiver role. Law enforcement officials interviewed the youth and alleged witnesses, who disclosed the youth and probation officer met at an acquaintance's home. Statements disclosed the youth and staff member consumed alcohol and cocaine, but there was no evidence to support the two were having sexual intercourse. The subject staff refused to cooperate with law enforcement or the OIG and submitted their resignation. Law enforcement presented their case to the State Attorney's Office who declined to prosecute the case. The OIG investigation substantiated improper conduct and drug use against the staff, but found the allegation of improper conduct of a sexual nature to be inclusive. As a result of this investigation the staff resigned.

**IG 07-0523 Circuit 4 Probation-Unit 206**

This investigation was predicated from an Equal Employment Opportunity (EEO) complaint, which alleged that a female supervisor stuck her hand inside the blouse of a female staff, thus creating a hostile work environment. There were no witnesses to the alleged incident and the subject staff denied the allegations. Based on the investigative findings an EEO Resolution Panel returned a determination of No Cause for the allegations of sexual harassment.

**Combined Case IG 08-0027/CCC 2008-00745 Hastings Youth Academy and Polk Juvenile Correctional Facility**

This investigative inquiry was predicated from a complaint received by the CCC alleging that while at these programs a youth had sexual intercourse with his case managers in exchange for shortening their sentence. OIG staff received a mental health summary for the victim youth, which disclosed the youth had "delusional thinking patterns primarily focused on sexual and violent themes." The victim youth had alleged having intercourse with the judge's daughter, the prosecutor's daughter, his school principal's daughter, and his public defender's daughter. Both case managers denied the allegations and there was no evidence to support the allegations. The complaint was closed as unsubstantiated.



**IG 07-0534/CCC 2007-05672 Gulf Coast Youth Academy**

This investigation was predicated from a complaint received by the CCC alleging that the nursing staff at this program failed to provide medical services to a youth who was complaining of leg pain. The youth was subsequently admitted to a hospital and diagnosed with Osteosarcoma, an over growth of bone cells resulting in a tumor of the bone. Based on the investigative findings the allegation of medical neglect was substantiated against three out of the four medically trained subject staff. The findings were referred to the Florida Department of Health Licensing Board for review and action.

**IG 08-0045/CCC 2008-01246 Greenville Hills Academy**

This investigation was predicated from a complaint received by the CCC alleging that program staff used excessive force during the restraint of a youth and that a supervisory staff failed to report the allegation within the required reporting time. Based on the interviews conducted and records reviewed both allegations were substantiated. The staff involved in the restraint was terminated.

**IG 08-0046 Okaloosa Regional Juvenile Detention Center**

This investigative inquiry was predicated from a letter received by Detention Services and forwarded to the OIG, which contained allegations that a supervisor at the facility covered up an attempted rape of a female staff. The letter also alleged that two other supervisors were present during the incident drinking while in uniform, and driving while intoxicated. As the allegations pertained to off-duty conduct there were no Department records to be reviewed. The alleged rape was reported to law enforcement, however based on the lack of evidence a complaint was not accepted. Based on interviews conducted during this investigation both allegations were closed as unsubstantiated.

**IG 07-0470/CCC 200704377 Desoto Juvenile Correctional Facility**

This investigative inquiry was predicated from a complaint received by the CCC alleging that staff assaulted a youth at the program. The youth mother further alleged that the youth was not allowed to contact the Abuse Registry. An incident was documented between the youth and staff; however, it reflected that the youth injured their eye on a toilet during a restraint. During the course of the investigation, OIG staff identified three staff as subjects of the alleged excessive force and staff as a subject regarding the alleged denied call. Based on interviews conducted and documents reviewed it was unsubstantiated that the three staff used excessive force in restraining the youth. It was also unsubstantiated that staff deliberately denied the youth an abuse call.

**IG 07-0511/CCC 2007-05294 Hillsboro Regional Detention Centers East and West**

This investigation was predicated from a complaint received by the CCC alleging that medical and detention staff failed to provide adequate medical care to a youth who was brought into the facilities with an injured ankle. During the course of the investigation additional allegations were discovered. It was alleged that one medical staff falsified an official medical record. It was alleged that the contracted health services provider failed to provide healthcare services as required by the contract. It was alleged that Department staff at various levels failed to ensure in a timely manner that the contract health services provider fulfilled the requirements of its contracts with the centers. Seven medical staff were identified as subjects in this investigation. Also identified as possible subjects was the contract health services provider, several detention staff from each center, and management staff from the Department. Based on the interviews conducted and records reviewed medical neglect was substantiated against five medical staff; falsification was substantiated against one medical staff; contract violations were substantiated against the contracted health services provider; and violation of policy/rule was substantiated against Department staff. The allegation against detention staff from the facilities was unsubstantiated. As a result of this investigation two medical staff were terminated and two resigned. The findings were referred to the Florida Department of Health Licensing Board for review and action.

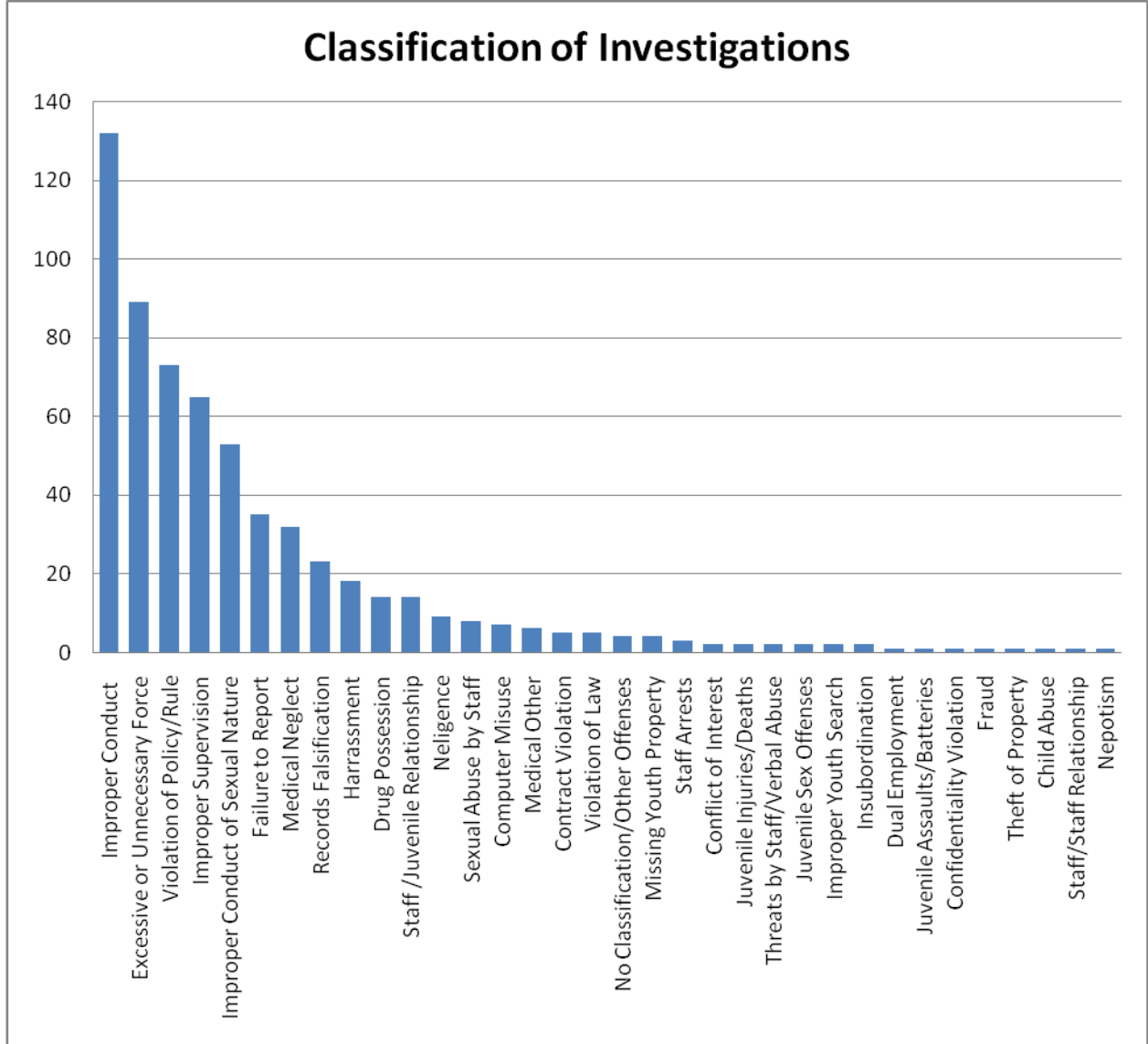
**IG 08-0036/CCC 2008-00844 Desoto juvenile Correctional Facility**

This investigation was predicated from a complaint received by the CCC alleging that staff from this program medically neglected a youth who was later diagnosed with a broken arm. It was also alleged that program staff did not notify the youth parent as required by policy. Based on the interviews conducted and records reviewed that allegation of medical neglect was closed as unsubstantiated. The allegation of a violation of policy/rule was substantiated against one staff.

**Training Attended by Bureau of Investigations Staff**

Reid Interview and Interrogation Training

**Classification of Investigations**



**Categorization of Investigations/Inquiries  
Closed During Fiscal Year 2007-2008**

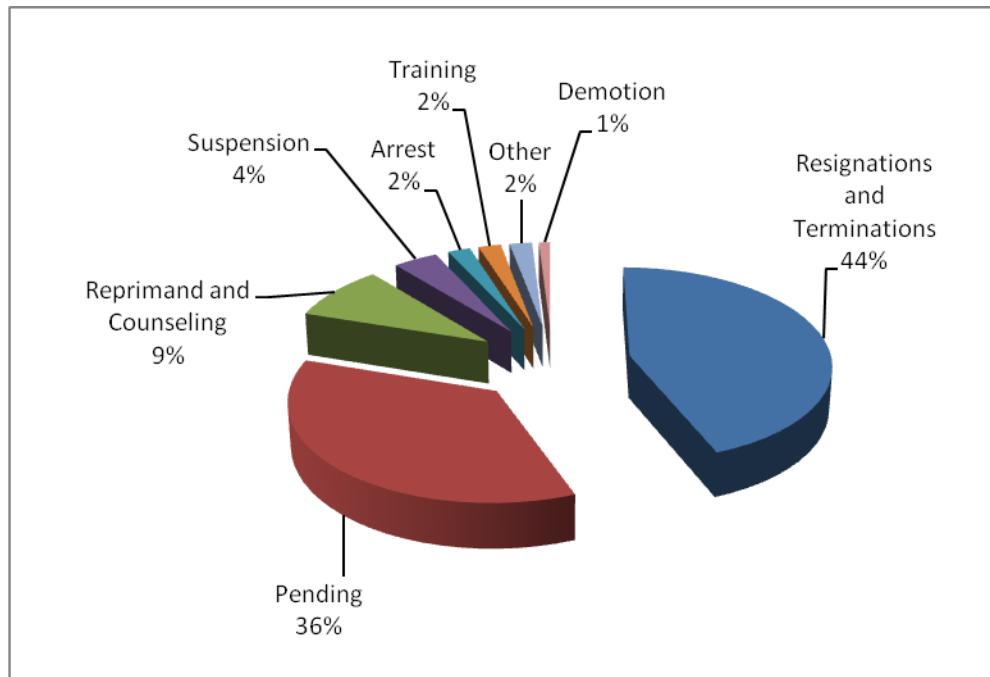
Index	Allegation Category	Total	Unsubstantiated	Inconclusive	Substantiated	Substantiated Allegations as Percentage of Total Allegations
1	Excessive or Unnecessary Force	89	51	11	27	30%
2	Improper Conduct	132	64	17	51	39%
3	Improper Conduct of Sexual Nature (between Staff and Juvenile)	53	38	9	6	11%
4	Records Falsification	23	6	4	13	57%
5	Improper Supervision	65	29	4	32	49%
6	Conflict of Interest	2	1	1	0	0%
7	Failure to Report (Individual Staff or Program)	35	10	4	21	60%
8	Harrassment	18	13	1	4	22%
9	Drug Possession	14	8	3	3	21%
10	Sexual Abuse by Staff	8	5	3	0	0%
11	Medical Neglect	32	15	3	14	44%
12	Staff /Juvenile Relationship	14	5	3	6	43%
13	Dual Employment	1	0	0	1	100%
14	Computer Misuse	7	3	0	4	57%
15	Juvenile Injuries/Deaths	2	0	0	2	100%
16	Threats by Staff/Verbal Abuse	2	1	0	1	50%
17	Juvenile Sex Offenses	2	1	1	0	0%
18	Contract Violation	5	1	1	3	60%
19	Juvenile Assaults/Batteries	1	0	0	1	100%
20	Staff Arrests	3	0	1	2	67%
21	Improper Youth Search	2	0	1	1	50%
22	Confidentiality Violation	1	1	0	0	0%
23	Violation of Policy/Rule	73	19	6	48	66%
24	Fraud	1	1	0	0	0%
25	Theft of Property	1	0	1	0	0%
26	Neligence	9	0	0	9	100%
27	Child Abuse	1	0	0	1	100%
28	No Classification/Other Offenses	4	3	1	0	0%
29	Staff/Staff Relationship	1	1	0	0	0%
30	Medical Other	6	0	2	4	67%
31	Insubordination	2	0	0	2	100%
32	Missing Youth Property	4	2	0	2	50%
33	Nepotism	1	1	0	0	0%
34	Violation of Law	5	2	0	3	60%
	<b>Total</b>	619	281	77	261	42%

Source: OIG Database

\*Does not include Investigations or Inquiries administratively terminated.

## Disciplinary Actions

July 1, 2007 – June 30, 2008



### The Central Communications Center

The Department of Juvenile Justice (DJJ), Office of the Inspector General (OIG) established the Central Communications Center (CCC) in December 1994, which at the time was known as the Incident/Complaint Hotline. The Incident/Complaint Hotline was maintained by the OIG from December 1994 until July 2004, when it was assigned to Residential and Correctional Services. In June 2006, the CCC was reassigned to the Office of the Inspector General pursuant to Chapters 9 and 5, Florida Statutes. The CCC provides information to DJJ to assist in maintaining a safe environment for the treatment and care of youth in department programs.

#### Operational Hours and Procedures

The OIG in conjunction with DJJ staff developed a Statewide Policy (FDJJ-8000) on incidents that must be reported to the CCC and it was revised in December 2006. This policy requires both department staff and contract provider staff to report certain prescribed incidents to the CCC within 2 hours of the occurrence or knowledge of the occurrence.

Incidents are called into a toll-free telephone number 7-days a week, 24 hours a day, 365 days per year. The CCC is staffed by 4 FTE Operations and Management Consultant I (OMCI), 3 Other Personnel Services (OPS) Operations and Management Consultant I (OMCI), and 3 part-time OPS OMCI, who receive and process these calls. This process guarantees receipt of incidents by the Duty Officers as all incidents are deemed extremely critical to department operations, thereby necessitating expedited reporting. The Duty Officers simultaneously enter reported incidents into the CCC Tracking System, which is a specialized management information tracking system. Once incidents are entered into the CCC

tracking system notification is sent to the Secretary, Branch Representatives, and the OIG for assignment and response. The following are some of the reportable incident types:

- Staff and Youth Deaths
- Staff Arrests
- Escapes from Secure Facilities
- Life-threatening Staff and Youth Injuries
- Disturbances
- Display/Use of Deadly Weapons
- Staff and Youth Sexual and Romantic Relationships
- Theft of Staff/Youth Owned Property
- Alleged Improper Use of Force and Abuse
- Medical/Mental Health issues

### **Central Communications Center Data System**

The OIG assisted in updating and improving the CCC tracking system in December 2006, which allows the OIG and management to compile statistical reports and do strategic planning, determine performance-based budgeting requirements and project budget and staffing needs. A daily report is generated from the CCC tracking system and distributed each administrative workday to the OIG, Secretary, and various branch representatives to notify them of incidents received, which occurred in the prior 24-hour period. The tracking system allows the OIG and various branches to assign incidents, track the findings and corrective actions, and to close incidents without generating a paper report. More system enhancements were made in February 2008 to address the changing demands of the department.

### **CCC Accomplishments and Statistical Data during FY 07-08**

- The Policies and Procedures Manual (FDJJ – 8000) was revised effective December 24, 2006.
- The CCC tracking system was updated and improved, which allows the department to close incidents from the system without generating paper reports for follow-up.
- Approximately **8,016** calls were received by Duty Officers, most of which were processed into incidents.
- The Duty Officers entered a total of **7,269** incidents into the enhanced CCC tracking system. The majority of these incidents dealt with medical issues (**2,736**), complaints against staff (**2,113**), and youth crimes while under supervision (**1,071**).
- Approximately **12,954** classifications were assigned to the incidents for appropriate processing and closure. Some incidents are assigned multiple classifications based on the nature of the incident. The CCC Supervisor and Duty Officers reviewed and classified all incidents.
- A total of **1,877** incidents were assigned for either a review or investigation. This number comprises **1,040** Program Reviews, **707** Administrative Reviews, **91** IG Investigations, and **39** IG Inquiries.

## **BACKGROUND SCREENING UNIT**

The Background Screening Unit (BSU) is a function within the Inspector General's Office that assists the Department in meeting its goal of hiring applicants who meet statutory and agency standards for good moral character. The BSU conducts employment background screenings pursuant to Chapters 39, 435, 984, and 985, Florida Statutes, and the Department's background screening policy and procedure. Background screenings consist of a National and State criminal records check through NCIC and FCIC and is conducted on all state and contracted provider directors, owners, employees, volunteers, mentors, and interns.

## BACKGROUND SCREENING PROCESS

Employment background screenings must be conducted by the BSU before an applicant is hired or utilized by the Department or a Department contracted provider. Background screening is a fingerprint based criminal records check that is processed through the Florida Department of Law Enforcement (FDLE) and the Federal Bureau of Investigations (FBI). As a criminal justice agency, the Department has access to juvenile, sealed, and expunged criminal history information.

## SCREENING TYPES

Livescan is the initial screening required for all potential employees. Fingerprints are electronically transmitted to the FDLE and the FBI. Electronic submissions allow both agencies to quickly process the fingerprints and send the results to the BSU via electronic mail. This process also enables the FDLE to send an electronic notice to the BSU when a state or contracted provider employee is arrested within the state of Florida. The BSU immediately informs the employer of the new arrest.

If a state or contracted provider employee is arrested, it is the employee's responsibility to immediately notify his/her immediate supervisor and to provide a copy of the arrest report to the supervisor or Human Resource (HR) coordinator. Supervisors/HR staffs are required to report employee arrests to the Department's Central Communications Center within two hours of being notified of the arrest. The supervisor and HR coordinator must track the employee's arrest and submit a copy of the final court documents to the BSU. If the employee pleads nolo contendere or is found guilty of a disqualifying offense, the employee is not eligible for continued employment.

Re-screening is a national criminal records check that is required of all state and contracted provider employees every five years of their employment. The five-year increments are calculated from the employee's original date of hire.

The purpose of rescreening is to ensure that current employees maintain good moral character standards.

## RATINGS PROCESS

**Background screenings are rated using one of two classifications. These classifications are based on the applicant's criminal history:**

- Eligible (No disqualifying criminal convictions or no contest pleas.)
- Ineligible (Disqualifying criminal convictions or no contest pleas.)

Applicants who receive an eligible rating may be hired or utilized by the Department or a contracted provider. Persons who receive a rating of ineligible cannot be hired or utilized without first being granted an exemption.

To be ineligible, an applicant must have either been found guilty of, pled guilty to, had adjudication withheld on, or pled no contest to at least one of the charges listed in Chapter 435 Florida Statutes.

The following list is a sample of the 50 disqualifying criminal offenses as set forth in Section 435.04, Florida Statutes:

- Murder
- Vehicular homicide
- False imprisonment
- Lewd and lascivious behavior
- Incest
- Child abuse

- Felony theft and robbery
- Domestic violence
- Felony drug charges
- Aiding in an escape
- Encouraging someone to join a gang
- Resisting arrest with violence
- Sexual misconduct in juvenile programs
- Kidnapping

### **EXEMPTION FROM EMPLOYMENT DISQUALIFICATION**

The Department may not grant an exemption from disqualification to any person who is disqualified under Chapter 435, F.S., until the final disposition of the case is at least seven years old. The Inspector General decides on behalf of the Department whether an exemption should be granted or denied. Exemptions denied by the Inspector General can be reconsidered via an informal hearing with the Department's General Counsel's Office or a formal hearing with DOAH pursuant to Section 120.57, Florida Statutes.

### **OTHER BSU FUNCTIONS**

In addition to conducting employment background screenings, the 9 full-time staff and 1 part-time staff of the BSU also perform the following functions:

- Conduct criminal history checks to assist the Inspector Specialists in their investigations and inquiries.
- Coordinate the initial phases of the exemption process.
- Track personnel with histories of physical or sexual abuse, excessive force, and other incidents of misconduct and provide notification to the Department and contract providers to assist them in making informed hiring decisions.
- Scan completed screening documents into an archival database for future reference and access.
- Respond to telephone and e-mail inquiries.

### **STATISTICAL DATA 2007-2008**

- **14,832** employee background screenings were conducted.
- **\$358,681** in fingerprint card processing fees was collected. **1,766** credit card transactions were and **6,288** checks were processed.
- **678** applicants failed to submit additional information or were withdrawn by the requester and **407** applicants were statutorily disqualified, resulting in a total of **1,085** applicants who did not clear the screening process.
- **122** applicants requested a desk review or an exemption hearing for a statutorily disqualified offense appearing on their record during the criminal background check.
- Approximately **67,407** pages of documents were scanned into the BSU archival database.
- Approximately **23,592** records were reviewed in the Inspector General Incident Tracking system.
- Approximately **26,000** customer calls and **3,000** e-mail inquiries were serviced.

## Staff Directory

### **Mary Eubanks**

Wanda Glover  
Sonja Robinson

### **Inspector General**

Administrative Assistant III  
Senior Management Analyst I

### **Investigations**

#### *Howard Greenfield*

Kristin Avery  
Andrew Blimes  
Richard Bodnar  
Charles Brock  
Thomas Dunne  
Robert Goldapple  
Ruben Hernandez  
Lisa Herring  
Katina Hinson  
Jeffrey McGuinness  
Teresa Michael  
Linda Offutt  
Regina Perry  
Robert Sheppard  
Gerard Ward

#### *Chief of Investigations*

Inspector Specialist  
Government Analyst I  
Senior Management Analyst II  
Inspector Specialist  
Inspector Specialist  
Inspector Specialist  
Inspector Specialist  
Staff Assistant  
Inspector Specialist  
Inspector Specialist  
Inspector Specialist  
Inspector Specialist  
Secretary Specialist  
Inspector Specialist  
Inspector Specialist

### **Background Screening Unit**

#### *Myra Burks*

Lisa Alexander  
Johnalyn Bryant  
Brandilyn Gentry  
Amanda House  
Lucien Michel  
Cassandra Neal  
Shaneka Pace  
Erika Ross  
Rufus Spratling  
Sharon Washington

#### *Supervisor*

Operations Management Consultant I  
Administrative Assistant I  
Data Entry Operator  
former Operations & Management Consultant I  
former Administrative Assistant I  
Senior Management Analyst I  
Data Entry Operator  
Operations Management Consultant I  
former Management Analyst II  
Operations Management Consultant I

### **Central Communications Center**

#### *Chantelle Dishman*

William Alexander  
Cheryl Beasley  
David Gilmore  
Emmanuel Gordon  
Dierdre Harris  
Tene' Miller  
Leslie Patterson  
Gerren Watson

#### *Operations Management Consultant II, Supervisor*

Operations Management Consultant I  
Operations Management Consultant II  
Operations Management Consultant I  
Government Operations Consultant I  
Government Operations Consultant I  
Government Operations Consultant I  
Government Operations Consultant I  
Government Operations Consultant I

### **Internal Audit**

#### *Michael Yu*

Aaron Platt  
Ralph Patterson

#### *Audit Director*

Management Review Specialist  
former Computer Audit Analyst





To contact the Office of the Inspector General:  
State of Florida  
Department of Juvenile Justice  
2737 Centerview Drive  
Tallahassee, Florida 32399-3100  
[www.djj.state.fl.us/DJJServices/inspectorgeneral](http://www.djj.state.fl.us/DJJServices/inspectorgeneral) or (850) 921-6344