

**Audit of the Department's Statewide  
Transportation of Youth  
Report Number A-1415DJJ-004  
April 3, 2015**

**By**

**The Office of the Inspector General  
Bureau of Internal Audit**

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Auditor

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Christina K. Daly, Secretary


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**STATE OF FLORIDA  
DEPARTMENT OF JUVENILE JUSTICE**

**INTEROFFICE MEMORANDUM**

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**DATE:** April 3, 2015  
**TO:** Christina K. Daly, Secretary  
**FROM:** Robert A. Munson, Inspector General   
**SUBJECT:** Final Report - Audit No. A-1415DJJ-004, Audit of the Department's Statewide Transportation of Youth

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I have enclosed a copy of the final audit report, Audit of the Department's Statewide Transportation of Youth, prepared by the Bureau of Internal Audit. We will conduct a follow-up review to determine the status of corrective actions taken to address the reported findings.

We would like to thank the Office of Detention Services for the assistance extended to our staff during the audit process. Please feel free to contact Michael Yu, Audit Director, at 850-717-2468, if you have any questions.

RM/rb

Attachment

Cc: Fred Schuknecht, Chief of Staff  
Julia Strange, Deputy Secretary  
Dixie Fosler, Assistant Secretary, Detention Services  
Melinda M. Miguel, Chief Inspector General, Executive Office of the Governor  
David W. Martin, CPA, Auditor General  
Kathy DuBose, Director, Legislative Auditing Committee

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Rick Scott, Governor

Christina K. Daly Secretary

*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.*

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**Office of Inspector General  
Bureau of Internal Audit  
Audit No. A-141514DJJ-004  
Audit of the Department's Statewide Transportation of Youth**

**TABLE OF CONTENTS**

EXECUTIVE SUMMARY	1
INTRODUCTION	
Background	2
Objectives, Scope, and Methodology	3
RESULTS OF AUDIT	4
APPENDIX: Management Response	

## **EXECUTIVE SUMMARY**

The Office of the Inspector General (OIG), Bureau of Internal Audit (BIA) has performed an audit of the Department of Juvenile Justice (Department) Statewide Transportation of Youth for the period July 1, 2013, through June 30, 2014, and related activities through the end of fieldwork. The objectives of this audit were to provide management with reasonable assurances that:

- The transportation of detained youth by the Department is in compliance with applicable statutes, regulations, and procedures; and,
- Adequate internal controls are in place to ensure the safety of youth being transported and staff who transport them; protect public safety through appropriate security and supervision practices; and transport youth in an efficient and timely manner.

The Office of Detention Services (Detention) is responsible for coordinating youth transports for the Department. Detention uses an automated transport system, Statewide Transportation and Relocation System (STARS), to facilitate the movement of youth in a safe and efficient manner. STARS allows a youth to be registered, transported, and tracked throughout the state in real time. To enhance safety, safety checks are performed on vans to ensure vehicle readiness. In addition, Detention is prioritizing placement of new vans at detention centers that are responsible for long distant routes for transporting youth.

The audit disclosed that, in general, the Department complied with applicable policies and procedures and has effective controls in place to support youth transports; also, it appears the Department is transporting youth in an efficient and safe manner. However, we noted areas for improvement pertaining to the following:

A significant number of vans used by Detention to transport youth have significant odometer mileage. Forty-nine of 128 (38 percent) of the vans in the audit universe were eligible for replacement based on odometer miles (150,000 miles) as of October 31, 2014 (A van eligible for replacement does not equate with the van being unsafe to transport youth). Fifteenth of 128 vans (12 percent) exceeded 200,000 miles. Thirty-four of 128 vans (27 percent) had odometer readings between 150,000 and 199,999 miles. Also based on model year, 41 of 128 vans (32 percent) are 12 years or older. We recommend the Department continue to explore ways to add new vans to its fleet and retire older vans that are underutilized.

For staff hired with out-of-state driver licenses, sufficient processes were not in place to ensure compliance with FDJJ 1920P, Operating a Vehicle for the Purpose of Transporting Youth. We recommend the Department enhance its processes to ensure compliance with FDJJ 1920P.

## **Audit of the Department's Statewide Transportation of Youth Audit # A-1415DJJ-004**

### **INTRODUCTION**

The Office of the Inspector General (OIG), Bureau of Internal Audit (BIA) has performed an audit of the Department of Juvenile Justice (Department) Statewide Transportation of Youth for the period July 1, 2013, through June 30, 2014, and related activities through the end of fieldwork. The audit was conducted in accordance with *International Standards for the Professional Practice of Internal Auditing*, published by the Institute of Internal Auditors.

### **BACKGROUND**

The Department of Juvenile Justice (Department) operates twenty-one (21) secure detention centers in the State of Florida totaling 1,302 beds. The Department is responsible for providing transportation services for youth who are held pursuant to a court order or after being taken into custody for a violation of law. These services include court appointments, visit to doctors, and any other appointment while in secure detention.

The Department has put in place policies and procedures to ensure the safety of youth and staff who transport them; protect the public safety through appropriate security and supervision practices; and reduce the liability exposure of staff responsible for transporting youth.

The Office of Detention Services (Detention) is responsible for coordinating youth transports for the Department. Detention uses an automated Transport system, Statewide Transportation and Relocation System (STARS), to facilitate the movement of youth in a safe and efficient manner. The system serves all offices within the Department and contracted service providers. STARS allow a youth to be registered, transported and tracked throughout the state in real time.

The types of transport services provided to youth are local, intrastate, interstate, and direct. For local transports, a detention center perform transports to court, programs within their catchment area,<sup>1</sup> doctor appointments and any other local appointment the youth may have while in secure detention.

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<sup>1</sup> The area served by a regional detention center: For example, the catchment area for the regional detention center located in Leon County is Gadsden, Jefferson, Madison, Liberty Wakulla, Liberty, Taylor, and Franklin Counties.

For intrastate transports, routes outside of a local detention center catchment area, youth are transported utilizing the Intrastate Transportation Network (ITN); The ITN connects each juvenile detention center in the state of Florida, which includes major hubs at six detention centers. The six detention centers are Brevard, Broward, Duval, Manatee, Okaloosa, and Orange.

Interstate transports for youth are coordinated with the Office of Probation and Community Intervention's interstate compact staff. All pertinent information related to the transport is provided to detention staff by way of STARS. The state of Florida is part of the Interstate Compact on Juveniles. These laws address the movement of juveniles between states. Every state has adopted the basic laws pertaining to the Interstate Compact on Juveniles.

Youth transports that are not local, intrastate, interstate are considered to be direct transports. Generally; these transports are based on extenuating circumstances such as medical or other issues that precludes the youth from being transported via ITN.

### **Objective, Scope, and Methodology**

The objectives of this audit are to provide management with reasonable assurances that:

- The transportation of detained youth by the Department is in compliance with applicable statutes, regulations, and procedures; and,
- Adequate internal controls are in place to ensure the safety of youth being transported and staff who transport them; protect public safety through appropriate security and supervision practices; and transport youth in an efficient and timely manner.

The scope of the audit included transportation of youth for the period July 1, 2013, through June 30, 2014, and related activities through the end of fieldwork. This audit did not address transportation services provided by contracted providers.

The audit universe included 128 operational passenger vans. The vehicle inventory was based on information obtained from the Florida Equipment Electronic Tracking (FLEET) System for the period beginning July 1, 2013, and ending October 31, 2014.

Our audit methodology included performing various audit procedures to address the above audit objectives. To achieve our audit objectives, we:

- (1) Reviewed Applicable Florida Statutes;
- (2) Reviewed Florida Administrative Code;
- (3) Reviewed Quality Improvement Reports;
- (4) Reviewed Office of Detention Services Directive 12 – 02;



- (5) Reviewed Office of Detention Services' Organizational Chart;
- (6) Reviewed Chapter 2014-162, Laws of Florida;
- (7) Reviewed Interstate Compact on Juveniles (Quick Reference Guide)
- (8) Communicated with appropriate personnel; and,
- (9) Analyzed records in the Florida Equipment Electronic Tracking (FLEET) System.

The audit focused on the following processes:

- Fleet Management
- Staff Verification System
- Statewide Transportation and Relocation System
- Vehicle Readiness

## RESULTS OF AUDIT

The audit disclosed that, in general, the Department of Juvenile Justice (Department) complied with applicable policies and procedures and has effective controls in place to support youth transports; in addition, there are appropriate practices in place to enhance safety such as safety checks of vans and prioritizing the assignment of new vans to the Intrastate Transportation Network (ITN). Our audit noted no material issues pertaining to the Statewide Transportation and Relocation System (STARS) and Vehicle Readiness processes.

However, we noted that a significant number of Detention vans are 2000 model year or prior and have significant odometer mileage; in addition, there were not sufficient documented processes in place to assess driving records of out-of-state drivers who transport youth.

### Details of Findings and Recommendations

#### FLEET Management

Transporting youth statewide adds significant mileage to Detention vans. During our audit, we noted that three out of 128 vans that averaged approximately 6,181 odometer miles per month for the period July 1, 2013, through October 31, 2014. In terms of mileage added, the top ten vans out of 128 averaged approximately 4,081 odometer miles per month. Nine of the ten vans were in service for the sixteen (16) month audit period; one van was in service for only twelve (12) months.

However, the bottom ten out of 128 vans averaged approximately 67 odometer miles per month for the period. It appears these vans may be underutilized; based on data reviewed, none of these vans documented more than three months down time for repairs;

two indicated zero down time and one indicated one day down time. The model year for these vans was the following:

- 1995 Model Year (3)
- 2000 Model Year (3)
- 2001 Model Year (1)
- 2002 Model Year (2)
- 2006 Model Year (1)

The above analysis and summary data listed in the Table below are based on information contained in the Florida Equipment Electronic Tracking (FLEET) System.<sup>2</sup>

Table  
 (AS OF OCTOBER 31, 2014)

Audit Universe (Inventory)	128 Vans
Vans Eligible For Replacement ≥ 150,000 Miles	49 (38.2%)
Vans ≥ 200,000 Miles	15 (11.7%)
Vans 150,000-199,999	34 (26.5%)
Vans 120,000-149,999	24 (18.7%)
Miles Used for Bottom Ten Vans (Range) 07/01/2013-10/31/2014 (Sixteen Month Period)	297-1797
Miles Used for Top Ten Vans (Range) 07/01/2013-10/31/2014 (Sixteen Month Period)	33,560-103,694
Model Year 1995-2002 (Age 12 Years Plus)	41 (32%)
Model Year 2003-2009	51 (40%)
Model Year 2010-2014	36 (28%)
Vans on Standby Greater than 75% of the Time <sup>3</sup> 07/01/2013-10/31/2014 (Sixteen Month Period)	7 (5%)

The replacement eligibility factor for vans used by the Department is 150,000 miles or 12 years (the minimum equipment replacement criteria). The Department of Management Services (DMS) provides guidance to state agencies as to when a vehicle is eligible for replacement. A van eligible for replacement does not equate to it being unsafe to transport youth.

<sup>2</sup>FLEET is a web based application used to track State fleet information and maintenance activities for State agencies. The Department is responsible for inputting and managing its information in FLEET. The FLEET System is maintained by DMS.

<sup>3</sup> Total days (within the specified month) the equipment is available for use, but not used. Weekends and holidays are included based on DMS user manual.

There is a significant number of Detention vans that are older than 12 years based on model year or have significant odometer mileage. It appears Detention may need to add new vans to its inventory and reduce the number of older vans with significant odometer miles and surplus vans that are being underutilized. In general, newer vans are more technically advanced, have improved safety systems, and are more fuel efficient.

We recommend the Detention explore ways to add new vans to its inventory, retire older vans with significant odometer mileage, and surplus older vans that are being underutilized.

### Staff Verification System

The Staff Verification System is used by the Department for the purpose of entering staff related information into this data base. The Department has implemented internal controls to ensure that persons who transport youth have a valid driver's license; however, there are opportunities for improvement.

#### *1. Assessing Driving Records of Persons not Required to Have a Florida Driver's License*

In accordance with FDJJ 1920P, effective May 19, 2014, Operating a Vehicle for the Purpose of Transporting Youth, program management should "ensure that an internal, documented process is in place for assessing driving records at least every month for Alabama or Georgia residents, volunteers and those that are not required to have a Florida driver's license (i.e. out-of-state students, military, part-time residents)..."

To assess the effectiveness of policies and procedures, we performed the following audit procedures:

- Discussed the steps and process with staff in Management Information Systems for checking current employee driving records with the Department of Highway Safety and Motor Vehicles (DMV).
- For the months of July, August, and September of 2014, we compared the names of employees (ten at Orange Regional Juvenile Detention Center, 42 at Okaloosa Regional Detention Center) for compliance with FDJJ 1920P.
- We surveyed five detention centers to verify if they had documented processes in place for assessing driving records of employees on a monthly basis for Alabama and Georgia residents and persons not required to have a Florida driver's license.

Our review indicated that there are processes in place for assessing the driving status of employees on a monthly basis who possess a Florida driver's license. However, there is not a process in place for assessing driving records for Alabama and Georgia residents and persons who are not required to have a Florida driver's license as required by FDJJ 1920P.

We recommend Detention establish a process to ensure compliance with FDJJ 1920P, Operating a Vehicle for the Purpose of Transporting Youth.

### *2. Submission of Driver's License Information to Background Screening*

In accordance with FDJJ 1920P, Operating Vehicle for the Purpose of Transporting Youth, effective May 19, 2014, program management should "ensure Florida state driver's licenses are obtained within 30 days of hire those hired with out-of-state licenses who are required to obtain a license by virtue of becoming a Florida resident and ensure copies of those Florida licenses are sent to BSU within 5 days of receipt...."

During our testing of employee records for compliance with FDJJ 1920P, we noted one employee who was hired on August 8, 2014, with an out-of-state driver's license (Alaska) based on records in the Background Screening Unit (BSU)<sup>4</sup>. The employee has a Florida address and appears to be a Florida resident. As of February 5, 2015, there was not a record in BSU indicating the employee had obtained a Florida driver's license.

During our review, Detention provided the employee's Florida driver's license information. The license was obtained within 30 days of hire, but not submitted to BSU in accordance with policies and procedures. This information has been forwarded to BSU for input into their data base.

For staff hired with out of state driver's licenses who become Florida residents, sufficient processes need to be in place to ensure compliance with FDJJ 1920P, Operating a Vehicle for the Purpose of Transporting Youth.

We recommend that Detention review its processes to ensure compliance with FDJJ 1920P.

### *3. Error Report*

In accordance with FDJJ 1920P, Operating a Vehicle for the Purpose of Transporting Youth, Management Information Systems (MIS) is responsible for overseeing the interface of driver's license information received from DMV, SVS, and the CCC reporting system. MIS staff check employee's driving record through DMV on a monthly basis when the employee has a Florida driver's license.

For employees who do not have Florida driver's licenses, MIS staff will generate an error report. This report lists employees who have out-of-state licenses or Florida licenses that contain an error. The purpose of this report is to ensure all employees who transport youth have a valid driver's license which is in compliance with FDJJ 1920P. The report should be sent to both BSU and program office for review and corrective action if there is an issue related to a driver's license.

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<sup>4</sup>BSU and the Bureau of Internal Audit report to the Department's Inspector General.

Our audit indicated that the error report was only sent to BSU and was not being sent to program offices, which is an internal control weakness. Driver's license related issues would not be addressed in a timely manner if program offices do not receive the error report. The effective use of this report would enhance internal controls pertaining to Florida residents hired with out-of-state licenses.

We recommend this error report be sent to appropriate program staff.

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## APPENDIX

### MANAGEMENT RESPONSE



STATE OF FLORIDA  
DEPARTMENT OF JUVENILE JUSTICE

INTEROFFICE MEMORANDUM

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DATE: April 2, 2015

TO: Office of Inspector General, Bureau of Internal Audit

FROM: Jeff Wenhold, Chief of Policy Development, Detention Services

SUBJECT: Statewide Transportation of Youth Audit – Response to Audit

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**Findings:**

The following areas of Statewide Transportation of Youth need improvement:

- A significant number of Detention vans are 2000 model year or prior and have significant odometer mileage.
- There is not a sufficient documented process in place to assess driving records of out-of-state drivers who transport youth.

**Recommendations:**

Detention Services should conduct the following:

- Explore ways to add new vans to their inventory, retire older vans with significant odometer mileage, and surplus older vans that are being underutilized.
- Establish a process to ensure compliance with FDJJ 1920P, Operating a vehicle for the purpose of transporting youth.
- Review its processes to ensure its compliance with FDJJ 1920P.
- Ensure the error report be sent to appropriate program staff.

**Management's Response:**

Detention Services agrees with the auditors' comments, and the following actions will be implemented:

- New vans are purchased every year based on a specific allocation from the legislature. Any surplus funding from the allocation has been requested during previous years; however, there hasn't been enough surplus to acquire additional vans. Detention Services is consistently monitoring the condition of FLEET vehicles and will recommend that vehicles that meet DMS criteria for surplus, be disposed of based on the overall condition

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Rick Scott, Governor

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and the needs of the Department. Detention Services will explore creative ways to add new vans to the inventory.

- Detention Services will collaborate with MIS and BSU to develop a process to ensure compliance with FDJJ 1920P.
- Detention Services will collaborate with MIS and BSU to develop a process to ensure compliance with FDJJ 1920P.
- Detention Services will request a copy of the error report from MIS monthly and will correct any noted deficiencies.