

IN THE CIRCUIT COURT OF THE ELEVENTH JUDICIAL CIRCUIT
OF FLORIDA IN AND FOR THE COUNTY OF DADE

FALL TERM A.D. 1977

FINAL REPORT OF THE GRAND JURY

FILED

MAY 9, 1978

Circuit Judge Presiding

EDWARD S. KLEIN

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Official Court Reporter

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Bailiff

SAM KARLIN

CAPITAL AND OTHER CRIMINAL CASES PRESENTED TO THE GRAND JURY

<u>Defendant</u>	<u>Charge</u>	<u>Disposition</u>
RICHARD HENRY MARLOWE and MARVIN LeROY WHIPPLE	First Degree Murder Robbery with a Firearm Possession of a Firearm while Committing a Felony	True Bill
EDDIE LEE REDDICK	First Degree Murder	True Bill
WALLACE JEROME PORTER	First Degree Murder Kidnapping	True Bill
JAMES O'LAUGHLIN, also known as THOMAS MICHAEL SCOTT	First Degree Murder Armed Robbery	True Bill
SENEN FRANCISCO BRITO, DIEGO VICTORIANO CABRERA and ALEJANDRO JOSE GONZALEZ	First Degree Murder	True Bill
DOUGLAS BROWNER	First Degree Murder	True Bill
ALVETTA PERRY	First Degree Murder	True Bill
JOHNNY TIPTON STRAUGHTER, also known as JOHNNY TIPTON, also known as JOHNNY WILLIAMS	First Degree Murder Possession of a Firearm during the Commission of a Felony	True Bill
JAMES ERIC KNIGHT, RICHARD FERNANDEZ and ALFRED TROY KNIGHT	First Degree Murder Robbery	True Bill
PHILLIP SIEGEL	First Degree Murder	True Bill
RICHARD CRAVERO	First Degree Murder	True Bill
JEFFREY ANDREW SAMS and RAYMOND VINCENT PROCA	I. Sexual Battery II. Sexual Battery III. Sexual Battery IV. Sexual Battery V. Lewd Assault VI. Lewd Assault VII. Wholesale Promotion of Obscene Material VIII. Wholesale Promotion of Obscene Material IX. Conspiracy to Wholesale Promote Obscene Material	True Bill

<u>Defendant</u>	<u>Charge</u>	<u>Disposition</u>
SAM CAGNINA and TERRY LEE GARCIA	First Degree Murder	True Bill
MELVEE TUCKER	First Degree Murder	True Bill
WILLIAM A. BURNSED, GARY BRADLEY and GREGORY STANLEY	First Degree Murder Possession of a Firearm while Committing a Felony	True Bill
HERMINIO LEDESMA	First Degree Murder Unlawful Possession of Firearm while Engaged in Criminal Offense	True Bill
BARFIELD BURCH, JR., also known as POOKIE and WILLIE CHARLES RUMPH	First Degree Murder Sale of a Controlled Substance Possession of a Con- trolled Substance	True Bill
ANTHONY McCLOUD also known as ANDY MOORE	First Degree Murder	True Bill
CHESTER LEE WILLIAMS, THOMAS RAY HOLLINGS and EARNEST BRADLEY	First Degree Murder Burglary Robbery	True Bill
MRS. STANLEY (JOYCE) GOLDBERG, EDWARD T. STEPHENSON, EDWARD T. GRAHAM and STANLEY GOLDBERG	Conspiracy to Accept Bribes	True Bill
DONALD ALONZO WILLIAMS	First Degree Murder Kidnapping	True Bill
JAMES YOUNG, HENRY YOUNG, ROGER SHEPPARD, and LEON GAMBLE	Burglary Robbery Aggravated Battery Carrying a Firearm in the Commission of a Felony	True Bill

<u>Defendant</u>	<u>Charge</u>	<u>Disposition</u>
THOMAS EDWARD PERRI and DIANE VICTORIA PERRI	I. First Degree Murder ("A" Defendant Only) II. Burglary ("A" Defendant Only) III. Robbery ("A" Defendant Only) IV. Burglary ("B" Defendant Only) V. Accessory After the Fact ("B" Defendant Only) VI. Tampering with Physical Evidence ("B" Defendant Only)	True Bill
FRANK PAUL BRODSKY	First Degree Murder Possession of Controlled Substance Delivery of Controlled Substance	True Bill
LUIS RIVERA	Involuntary Sexual Battery	True Bill
JOSEPH CUNARD	First Degree Murder Robbery	True Bill
EDWARD CLAY and MARVIN JOHNSON	First Degree Murder Armed Robbery Armed Robbery	True Bill
OLDEN RICHARD BROWN	Involuntary Sexual Battery Involuntary Sexual Battery	True Bill
BARRY KEITH THOMAS	First Degree Murder First Degree Murder	True Bill
WILLIE JAMES ELLISON	Second Degree Murder	True Bill
RAY DESMOND HORTON	First Degree Murder Attempted Robbery	True Bill
ALBERT JOHN MYLES, JR.	First Degree Murder Involuntary Sexual Battery	True Bill
DEWEY HICKS, ALEJANDRO RIOS and HENRY PAGE	I. First Degree Murder II. Kidnapping III. Robbery IV. Grand Theft - Second Degree	True Bill

<u>Defendant</u>	<u>Charge</u>	<u>Disposition</u>
PATRICIA ANN ROZIER	First Degree Murder	True Bill
JOHN ERROL FERGUSON	I. First Degree Murder II. First Degree Murder III. Involuntary Sexual Battery IV. Robbery V. Robbery VI. Unlawful Possession of Firearm while Engaged in Criminal Offense VII. Unlawful Possession of Firearm by Convicted Felon VIII. Unlawful Possession of Firearm by Convicted Felon	True Bill
MANUEL VALLE "A", FELIX VICTORIANO RUIZ "B", MANUEL ALVAREZ "C", and LYDIA MARIA QUINONES "D"	I. First Degree Murder ("A" Defendant Only) II. Attempted First Degree Murder ("A" Def. Only) III. Possession of a Firearm by a Convicted Felon ("A" Defendant Only) IV. Auto Theft ("A" Defendant Only) V. Accessory After the Fact ("B" Defendant Only) VI. Accessory After the Fact ("C" Defendant Only) VII. Accessory After the Fact ("C" Defendant Only) VIII. Accessory After the Fact ("D" Defendant Only) IX. Accessory After the Fact ("D" Defendant Only)	True Bill
ROBERTA NELSON	First Degree Murder Possession of Firearm in the Commission of a Felony	True Bill
JOHN JACKSON	Sexual Battery of a Person Eleven or Under	True Bill
CARLTON O. DALEY	First Degree Murder Armed Robbery	True Bill

I N D E X

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DADE COUNTY C.E.T.A. INVESTIGATION

I. THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT: UNEMPLOYMENT AND AN EVOLVING MANPOWER SYSTEM

A. The Evolution of the Comprehensive Employment and Training Act of 1973.

Since 1961, the federal government has attempted to address the interrelated problems of poverty, unemployment and underemployment. On a national level, manpower programs experienced rapid expansion during the Johnson and first Nixon administrations, peaking in 1973 at a five billion dollar level, with 1.5 million enrollees in the various Labor Department programs in that year.

The alternative approaches experimented with by the various manpower programs, the range and funding levels of which are presented in Appendix I to this report, evolved to include (1) outreach and assessment efforts to locate potential clients, to test, counsel and refer them to appropriate programs, (2) institutional training programs and facilities providing orientation, prevocational, remedial skill training and adult basic education, (3) subsidized employment opportunities with private employers, such as on-the-job training and pre-apprenticeship programs, and work experience and public service employment in the public sector, (4) training allowances, medical assistance, day care, and other supportive services, and (5) placement, job development, and labor market information programs.

Concern over proliferating agencies and their duplication and overlap led to the recognition of a need for reorganization of the fragmented manpower system. The fact that each program had different authorizations, guidelines, clienteles and delivery mechanisms often resulted in duplication or gaps in coverage, or in the establishment of programs ill-designed for local needs.

A logical basis for reform was the adoption of a single spigot at the federal level for the funding of manpower programs and implementation of this concept in turn required congressional action to consolidate the many pieces of existing legislation. In 1973 this was achieved by passage of the Comprehensive Employment and Training Act (CETA), which consolidated under a single law the various manpower programs.

In addition to consolidation of various programs, the Comprehensive Employment and Training Act had as an additional objective the decentralization of manpower administration and planning from the federal to the state and local levels. This was to be accomplished by a transfer of decision-making responsibility to local decision makers known as prime sponsors, whose duty it became to design and plan an employment and training program oriented to local needs. Under CETA, the prime sponsor submits a funding application to the United States Department of Labor (DOL). When DOL funding is approved, local entities are notified to apply to the prime sponsor for funds and program proposals are developed by government agencies and community based organizations for funding through CETA. Prime sponsors are defined by CETA legislation as units of local government having a population of one hundred thousand or more persons.

The Comprehensive Employment and Training Act in turn is subdivided into various sections or titles, which define the various approaches to the problem of unemployment. The principal Titles include Title I, which provides for federal grants to prime sponsors for the purpose of creating programs designed to provide the services enumerated in the second paragraph of this report. These programs are to be administered either by units of government or by community-based, private non-profit, organizations (CBOs).

Title II and Title VI of CETA create the Public Employment Programs which, instead of funding programs designed to provide training intended to enable participants to compete for existing jobs, fund new, mostly transitional, jobs in the public sector for those persons who have been unemployed for specified periods of time.

Titles III, IV, V, VII and VIII of CETA provide for specialized programs for special manpower groups and set forth general provisions of CETA legislation.

B. CETA in South Florida

In South Florida, the prime sponsor responsible for planning manpower policy, and for applying for and disbursing DOL funds, is a consortium, or group, of the five government entities of Dade County, the City of Miami, the City of Hialeah, the City of Miami Beach and Monroe County. This prime sponsor-consortium is presently named the South Florida CETA Consortium (SFCC).

By mutual agreement of all Consortium members, the administration of the Consortium has been delegated to Dade County. As stated in the Act, the highest ranking elected official has final approval of the administration of the CETA Program. Under the Dade County charter, this authority is delegated to the County Manager. To administer the CETA Program, the Dade County Manager appoints an Executive Director to the Consortium who in turn hires a staff to administer the programs funded by CETA. The staff of the South Florida CETA Consortium (SFCC) consists of approximately one hundred employees. The SFCC staff is responsible for planning, contracting, and administering over 400 contracts for CETA services totalling over eighty-five million dollars per fiscal year. With the aid of the SFCC staff, and the advice of the SFCC Planning

Council, a citizens advisory group, the SFCC determines which employment and training programs are to be funded. SFCC action is ratified by the Dade County Commission which allows Dade County to implement and administer the programs approved by the Consortium.

According to the Comprehensive Employment and Training Act, every prime sponsor is to have a citizens based council.

Specifically, Section 104 of the Act states that:

"Each prime sponsor designated under this title shall establish a planning council consisting, to the extent practical, of members who are representative of the client community and of community based organizations, the employment service, education and training agencies and institutions, business, labor, and where appropriate, agriculture. The prime sponsor shall appoint the members of the council, designate the chairman, and provide professional, technical and clerical staff to serve the council. It is the function of the council to submit recommendations regarding program plans and basic goals, policies, and procedures to monitor and provide for objective evaluations of employment and training programs conducted in the prime sponsorship area, and to provide for continuing analyses in such area. Any final decision with respect to such recommendations shall be made by the prime sponsors."

The Planning Council of the South Florida CETA Consortium is, in theory, to meet every two months and consists of 50 members. The Council is divided into five standing committees, which are a Business and Labor Committee (to be composed of representatives of business, labor, government agencies and educational institutions, this committee is to assess the types of CETA training programs needed in the local labor market), a Sponsors and Agencies Committee (to be composed of representatives of CETA funded programs, this committee is to assess the types of programs that are being provided and the types of program gaps that may exist), a Client/Community Committee (to be composed of CETA clients and community representatives, this committee is to assess employment and training

needs from a community perspective), a Program Review and Evaluation Committee (to be composed of a cross section of the community and to review and evaluate on-going CETA programs) and a Youth Planning Council (to be composed of representatives from various sectors of the community and intended to evaluate youth proposals submitted to SFCC for funding).

Presently, in the fiscal year beginning October 1, 1977, and ending September 30, 1978, Dade County has received and is administering a total of \$92,548,000 of CETA funds, as described in Appendix II to this report.

Presented in the following table are the total amounts of CETA funds expended in Dade County since the inception of CETA by fiscal year (FY) and Title:

	<u>FY 1974</u>	<u>FY 1975</u>	<u>FY 1976</u>
Title I	978,625	9,123,162	13,079,810
Title II	919,273	1,222,397	11,898,810
Title III	108,218	3,127,162	3,796,727
Title IV	0	<u>18,534,569</u>	<u>0</u>
Total	<u>2,006,116</u>	32,007,290	28,775,347

	<u>FY 1977</u>	<u>TOTAL</u>
Title I	13,783,159	36,964,756
Title II	14,480,789	27,912,269
Title III	737,785	13,191,574
Title IV	<u>63,546,501</u>	<u>82,081,070</u>
Total	92,548,234	160,149,669

II. THE SOUTH FLORIDA CETA CONSORTIUM

The structure of the SFCC has been described above.

In theory the Manpower Planning Council represents the community in assessing manpower needs and program proposals and then transmits recommendations concerning these needs and proposals to the Executive Director of the Consortium who, in turn, transmits the proposals to the Consortium for final approval.

This process disintergrated during the years 1976 and 1977.

During that period the subcommittees, and the Manpower Council, gradually ceased to function. The community input contemplated by CETA legislation came to be delegated to a small group of individuals who staffed the Council's Executive Committee. Furthermore, a significant number of the members of the Executive Committee appear to have had vested interests in the funding and refunding processes, and often sat simultaneously on the Planning Council and on one or more of its committees.

The initial decisions then were made based upon the self-interest of at least some of the members of the Executive Committee, as well as those of the SFCC administration, which appears to have made funding decisions based largely upon political considerations. The Grand Jury also received testimony that the SFCC administration felt itself politically obligated to respond favorably to numerous requests from officials of county government to place acquaintances of these officials in positions with the SFCC. The funding recommendations made by the SFCC administration and the Executive Council were then transmitted to the Consortium members who, it would appear, routinely ratified these decisions.

To prevent a recurrence of this unfortunate situation would require the Council, the committees, the SFCC administration and the Consortium each to play the roles contemplated by the Comprehensive Employment and Training Act. The Council and committees must meet regularly and must be composed of those members of the community who possess the business, academic and labor-manpower expertise which will enable studied and objective recommendations to be made to SFCC with respect to programs and planning. The SFCC administration, in turn, must be staffed by

administrators who perceive their role as completely divorced from political considerations, and who are adequately trained for the roles to which they are assigned. The Consortium, for its part, should be staffed by government representatives of the participating units of government who are of a policy-making, and not a middle-management, level.

Furthermore, it appears critically important to the Grand Jury that members of the Council and committees be prohibited from having vested interests in funding decisions.

III. CETA PROGRAMS IN DADE COUNTY: THE GRAND JURY STUDY

As was mentioned earlier, Title I training programs represent a critical part of CETA's attempt to reduce unemployment in Dade County, as well as nationally. There are presently 80 Title I training projects, and \$13,851,637 of CETA funds have been allocated to those programs in 1977-1978.

Title I programs vary greatly in composition, in objectives and strategy and, it would appear, in their effectiveness as well. Basically, however, these programs offer training in either pre-employment skills (such as instruction in filling out job applications) or specific job skills (such as upholstering or printing) and assistance in job placement. Those programs offering training in specific skills do so either at the program itself, generally paying the participant a CETA funded hourly stipend, or by means of on-the-job training (OJT) at the place of employment in which case the employer is subsidized for all or part of the trainee's salary.

In order to gain some understanding of the nature and performance of Title I programs, and because of the almost total absence of existing evaluations and of evaluative measures, the

Grand Jury decided to select a sample of Title I programs and to have randomly selected present or former participants in those programs interviewed. The objective of this study was to attempt to measure the impact of the various programs upon the participant's subsequent employment history and to assess, if possible, the effectiveness of various program strategies.

A. Study Design

A questionnaire was designed to elicit from the participants their employment history prior to and subsequent to participation in a Title I program. The questionnaire also contained questions calling for a description of the participant's activities in the program and an assessment by the participant of the program's efficacy. Also, copies of CETA records for each participant were obtained and the information in these documents was compared to the information provided in the interviews.

A total of twenty-nine programs were selected for study. The objective was to select a fair representation of programs and the SFCC was invited to itself select programs for study in addition to those selected by the Grand Jury. Seventeen programs were selected by the Grand Jury and an additional twelve by the SFCC. A total of 629 participants were then randomly selected from the files of the programs and, of these, 271 participants were interviewed. The 358 not interviewed could not be located or did not respond to the invitation to be interviewed. Brief descriptions of the programs selected, and their 1977-1978 funding levels are included in Appendices III and IV.

The questionnaires were administered by staff of the State Attorney's Office in three stages:

In the first stage, one hundred twenty-nine participants of the programs selected for study by the Grand Jury were interviewed with the results presented in Appendix III.

Next, fifty participants from the programs selected by the SFCC were interviewed. These results are presented in Appendix IV.

Finally, two programs (Urban League OJT and Youth Industries) were selected for additional interviews due to a large number of discrepancies between information contained in program records and the actual interviews. A third program (Air Conditioning, Refrigeration and Pipefitting Education Committee) was selected for additional interviews due to the unusual composition of the program's participant population. The results of the 92 additional interviews conducted in this stage will be discussed below.

B. Study Results

A first, and extremely important, conclusion that the Grand Jury feels may be drawn from the data generated by the study is that CETA programs can be effective in reducing unemployment and that in Dade County a number of Title I programs are indeed effective. A second, and equally important, conclusion reached by the Grand Jury is that programs range from effective to ineffective and that a number of programs operating in Dade County are functioning today, and expending large amounts of CETA funds, without any statistically demonstrable impact upon unemployment or vocational skills. To date there has been no real attempt to distinguish the effective programs from the ineffective and all have been refunded annually, apparently merely upon the dubious basis that they had been funded before.

A number of the programs surveyed illustrate the conclusion that CETA programs can work.

Of the seven programs appearing most effective (New Careers, Dorsey Skills Center, Opportunities Industrialization Center (OIC), Vocational Careers OJT, South Florida Young Adults, SABER, Hialeah Year Round Youth), 72 formerly unemployed participants in these programs were interviewed and, of these, 35 had been placed in their present employment by the CETA program in which they participated, with 31 utilizing new job skills acquired in CETA training and 33 earning a higher salary than at any prior point in time in their job history.

It should be emphasized that these particular programs do not serve atypical client groups. OIC, for example, serves a predominantly low income black client population with impressive results, while SABER achieves equally commendable success with a predominantly latin client population.

The Grand Jury study also indicates that the achievements of CETA programs may not in all cases be measurable by employment statistics alone. Project RENEW, on Miami Beach, for example, places the elderly unemployed in homemaking settings caring for the elderly ill, and those interviewed clearly had been given a sense of self-worth not easily measurable in dollars. An eighty-two year old woman was interviewed who for the first time in her life was learning to read while enrolled in the Urban League Reading Program.

But while the Grand Jury concludes that CETA programs can work, it also concludes from the data and from testimony that many Title I programs are characterized by shortcomings which include ineffectiveness, apparent falsification of records, mismanagement and even by wastages of federal funds which appear to constitute violations of the criminal law.

With respect to ineffectiveness, for example, the Grand Jury notes that the first five programs in the list of sixteen selected by the Grand Jury (see Appendix III) placed 23 of their 51 interviewed participants in jobs, with 20 of the 23 using CETA taught skills. Yet of the 75 interviewees who participated in the remaining eleven programs, only seven were placed in jobs by their programs and only two are now utilizing new skills taught in training. And it should be added that only former participants regarded by the programs as successfully completed or placed were interviewed.

With respect to mismanagement and apparent falsification of records, in the course of the initial phase of interviews, it became evident that in some instances material contained in program records bore no similarity to the participant interviews. In particular, three programs (see Appendix III) appeared to have a disproportionate number of apparently false records. Two of these programs, Urban League OJT and Youth Industries, were selected for a second series of interviews and seventy-five additional previous participants in these two programs were interviewed.

In the case of Youth Industries only five of thirty-seven former participants interviewed had been placed in employment and none had received the high school equivalency diploma that is an objective for program participants. Yet program files repeatedly claimed achievements not in fact realized. Positive program placements, indicating that Youth Industries placed the participant in employment, are repeatedly reflected when in fact no such placement occurred, and the lengths of time spent by participants in the program is repeatedly exaggerated.

The interviews of former participants of the Urban League OJT program revealed even more serious flaws in program documents. It is the objective of Urban League OJT to place participants in employment settings where they will learn new marketable skills. The employer is, in turn, reimbursed for all or a portion of the participant's wages. While the Grand Jury feels that the on-job-training concept is certainly a viable one, and one used effectively by a number of programs covered in the Grand Jury study, such as New Careers, the experience of Urban League OJT illustrates how a viable concept may in practice become translated into a wastage of CETA funds.

The interviews of former participants of Urban League OJT revealed a dubious collection of training sites ranging from a pool room in which the proprietor was subsidized by Urban League OJT to employ his nephew (who had in fact already been employed for a year in the identical capacity), to an already federally funded drug program subsidized for the entire salaries of staff members who had in fact been working in the identical capacities for as long as a year (and who are reflected in program records as having been unemployed prior to CETA enrollment), to a subsidy to an insurance agency to hire a former Urban League employee, to large subsidies to a brake repair company to continue to employ persons who had also been previously employed by the employer and who thus required no training.

These subsidies of federal funds to private profit-making entities generated by fraudulent documents and without any vocational training to the employees are without justification. This wastage of funds is compounded by the fact that Urban League OJT's present \$189,000 annual CETA budget not only includes monies for the subsidies to the employers, but also salaries to the Urban League OJT staff employed to serve as

intermediary between the SFCC and the private employers. This program has been refunded annually, and without any evaluation or study which would have revealed these abuses, since 1974. The Grand Jury recommends that CETA funding of this program be stopped until a complete investigation of this agency has been completed.

A third program chosen by the Grand Jury study for follow-up interviews was the Air Conditioning, Refrigeration and Pipefitting Education Committee (ARPEC), which is administered by the labor union of that name and has a present 1977-1978 budget of \$300,000. This program initially came to the attention of the Grand Jury when, in the course of selecting programs for the study, it was found that the ARPEC Program had submitted no records to SFCC since its inception (a fact overlooked by SFCC, which requires monthly data, for 8 months). When participant records were finally obtained, it was noted that they revealed an unusual paucity of minorities and youth among participants.

A total of nineteen participants were interviewed and of these seventees were white males ranging in age from twenty-eight to sixty. It was found that the explanation for this lies in the fact that ARPEC provides subsidies for unemployed members of the air conditioning and pipefitters' unions, whose earning capacity when employed is approximately \$400 per week. While some training designed to upgrade skills is given to participants, only union members who already possess these skills are eligible and these persons are placed in the program, sometimes more than once, during periods of unemployment.

Where the Urban League OJT Program affords an example of a viable concept gone astray in its practical application,

the ARPEC Program provides an illustration of the absence of planning and of evaluation in approving a program for funding. ARPEC was originally conceived in June of 1977, as a temporary short-term program designed to assist trade union members left unemployed during a point in time when construction was slack. Somehow, this program was refunded for the current fiscal year at a \$300,000 level without any assessment of the current state of the construction industry. The basis for this continued funding was again apparently the premise that since it had been funded it should be funded again.

The Grand Jury recommends that this program, which not only is not in compliance with CETA legislative objectives, but which also perpetuates an apparent racial unbalance in union membership, be denied additional CETA funds. It may be a valid function of some unit of government to subsidize unemployed pipefitting union members. It is not, however, a purpose of the Comprehensive Employment and Training Act.

IV. CETA PROGRAMS IN DADE COUNTY: THE PUBLIC SAFETY DEPARTMENT INVESTIGATION

Simultaneous to the Grand Jury investigation of CETA in Dade County, the Dade Public Safety Department has been conducting its own inquiry, with the assistance of the State Attorney's Office. The Grand Jury commends the Public Safety Department for the thoroughness of its efforts to date.

To date, the Public Safety Department investigation, the progress of which has been periodically reported to the Grand Jury, has centered upon possible criminal law violations occurring within the Edison-Little River Program. A determination as to criminal culpability will be made once the Public Safety Department investigation has been completed. This

Grand Jury includes a summary of the Edison-Little River investigation, however, as a sobering illustration of how CETA funds may become misdirected and a program perverted. The victims in this account are many and include not only the taxpayers whose dollars are wasted, but also those hundreds of unemployed youths in the Edison-Little River community who were to have been served by the programs involved and who presumably would have been served had those programs been operated efficiently and honestly.

The Edison-Little River Self-Help Community Council (ELR) was an administrative entity consisting of a total of nine social service programs which operated with a variety of funding sources, the principal such source being CETA monies. ELR's composite annual budget totaled 1.3 million dollars.

The Grand Jury has received evidence with respect to a number of instances of mismanagement and apparent larceny in connection with the administration of CETA funds at Edison-Little River. These instances include:

- Diversion of funds, estimated at in excess of \$22,000 from the ELR programs to a privately-owned gas station.
- Co-mingling of funds and "loans" made by ELR to various individuals, including relatives and employees of agency officers, which loans were never repaid to the programs.
- Rental of a private apartment paid for by program funds (The funds involved here were not SFCC CETA funds, but rather were private monies donated by the Rockefeller Foundation).
- Salaries paid to individuals who did not in fact perform services for ELR.
- Monies paid to staff "psychologist" who in fact had no degree in psychology and who gave as his address a vacant lot.
- Stipend checks intended for program enrollees diverted to staff members and checks made out to persons who in fact were not enrolled in ELR programs.

- A Farm Project, designed to train the unemployed in farming and operating farm machinery and funded for one year, rented eighty acres of land which were never plowed. The land was never farmed, farm machinery contracted for and paid for was never seen, and over \$300,000 in CETA funds was expended in the course of a year on this program with no trainees in fact served (This project was not funded by SFCC CETA monies, but rather by State CETA funds which were not routed through the Consortium).

The Grand Jury believes that most or all of these abuses could and should have been prevented, had an auditing and monitoring capability existed with which to evaluate its programs. It is the absence of this capability that has necessitated the full-scale audit of all ELR books which the Public Safety Department has undertaken and which must be completed prior to finalizing decisions with respect to potential specific criminal charges.

V. CONCLUSIONS AND RECOMMENDATIONS

This Grand Jury concludes that the Comprehensive Employment and Training Act can work in this community and that it can have an impact upon unemployment and underemployment. For it to work, and for this impact to occur, CETA funds must be administered with efficiency and absent political considerations. The history of the South Florida CETA Consortium over past years is a chronicle of a lack of planning and monitoring and of the substitution of political considerations in the granting and re-funding of CETA programs.

The Grand Jury is impressed with the quality and commitment of the newly designated Executive Director and Deputy Director of the SFCC. Their backgrounds and initial efforts at reform represent good cause for optimism for the future of CETA in Dade County.

And with new personnel must come new procedures, both within the Consortium itself as well as in the way programs are evaluated and monitored. The Grand Jury has received testimony indicating that the new SFCC administration has made commendable progress in instituting positive changes in the SFCC and we would make the following recommendations:

(1) It is essential that the Planning Council to the SFCC begin to actively perform a planning function, and that its subcommittees do so as well. The Business and Labor Committee must in fact develop the capacity to assess the labor market and the type of programs needed. The Client/Community Committee must be capable of identifying those client groups which need to be served and those services which need to be delivered. Likewise, the Sponsors and Agencies Committee must evaluate overall program service delivery and, perhaps most critically important, the Program Review and Evaluation Committee must develop a means for gauging the effectiveness of on-going programs.

(2) All projects must be thoroughly monitored at least once annually and refunding decisions must be made upon the basis of the evaluation results. This will require the creation of an independent monitoring team within SFCC as well as the development of an evaluation design. Evaluations should be conducted without prior notice to the programs being evaluated.

One hundred sixty million dollars of CETA funds have been expended in Dade County since 1974, yet no attempt has been made to assess the impact of CETA or to distinguish those programs which seem to be effective from those programs and approaches which clearly are not.

(3) The funding, and refunding, of programs, must be based upon the results of evaluations conducted by utilization of an assessment design which has yet to be developed. It is imperative that such a design be developed and that its use be substituted for the perceived political power of the applicant program as a basis for funding. The Grand Jury has heard testimony with regard to SFCC reforms designed to achieve this objective and we urge that these efforts be continued and expanded.

(4) Persons having a vested interest in decisions regarding funding should not be permitted to sit either on subcommittees or on the Manpower Council.

(5) The Consortium should be staffed by government officials of policy making level. Also, attempts should be made to upgrade participation on the Manpower Council and its subcommittees. Our review of the community interests represented on these bodies indicates that not enough of the largest and most prominent business interests in the community are represented, and that the participation of the academic community might be upgraded as well. It is essential that these bodies be staffed by those persons in the community who possess the understanding of economic trends which will permit rational planning for the distribution of CETA funds.

(6) Consideration should be given to not only the upgrading of the participating members, but also to a reduction in the size of the Manpower Council, which is presently composed of 50 members, making it unwieldy.

(7) A system of technical assistance must be instituted which will provide community based organizations with the expertise and aid needed to fulfill their program objectives.

The SFCC has in the past not only failed to properly monitor and evaluate existing programs, it has also been remiss in not making available to programs, and particularly to community based organizations, the technical expertise necessary to insure proper bookkeeping practices and fulfillment of grant objectives.

(8) Finally, this Grand Jury understands that the investigation of possible criminal law violations by the Public Safety Department and by the State Attorney is continuing, and we urge that all possible avenues of this investigation be explored. We also recommend that the subsequent Grand Jury and the State Attorney's Office, prior to the commencement of the next CETA fiscal year on October 1, 1978, receive a full briefing from SFCC with respect to the extent of that agency's action upon recommendations contained in this report, as well as an account of those programs which will and which will not be refunded during 1978-1979.

APPENDIX I

Outlays for Manpower Programs (millions).

Program	Fiscal Year				
	1961	1964	1967	1970	1973
Total	\$235	\$450	\$1775	\$2596	\$4952
Department of Labor					
United States Employment Service	126	181	276	331	431
MDTA-institutional	---	93	221	260	358
Job Corps	---	---	321	144	188
JOBS	---	---	---	86	104
Jobs-Optional	---	5	53	50	73
NYC-in-School	---	---	57	58	73
NYC Summer	---	---	69	136	220
NYC Out-of-School	---	---	127	98	118
Operation Mainstream	---	---	9	42	82
Public Service Careers	---	---	---	18	42
Concentrated Employment Program	---	---	1	164	129
Work Incentive Program	---	---	---	67	178
Public Employment Program	---	---	---	---	1005
Program Administration, Research, and Support	8	23	118	143	209
Department of Health, Education, and Welfare					
Vocational Rehabilitation	54	84	215	441	636
Work Experience	---	---	120	1	---
Other Programs					
Veterans programs	14	12	19	141	291
Other training and placement programs	8	15	116	277	384
Employment-related child care	26	37	53	141	433

Note: Details may not add to totals owing to rounding

Source:U. S.,Office of Management and Budget, unpublished tabulations.

APPENDIX II

TITLE I	FY 77-78
Funding Level:	\$15,341,496
Number of Projects:	80
Clients Served:	15,759
Eligibility:	Economically Disadvantaged
Services:	Classroom Training On-The-Job Training Work Experience Support Services

TITLE II

Funding Level	\$10,993,174
Number of Programs:	5 Dade County Miami Hialeah Miami Beach Monroe County
Clients Served:	900
Eligibility:	Unemployed 30 days or longer

Public Service Employment as follows:

<u>Sponsor:</u>	<u>Funding:</u>	<u># Clients:</u>
Dade County	\$5,417,601	365
Miami	3,618,772	335
Hialeah	905,772	108
Miami Beach	708,155	54
Monroe County	342,874	38
Totals:	<u>\$10,993,174</u>	<u>900</u>

TITLE III - YOUTH

Funding level includes:

Summer Teen Employment Program (STEP)	\$5,200,000
Youth Employment & Training Program (YETP)	3,421,696
Youth Community Conservation & Improvement Program (YCCIP)	
	<u>719,621</u>
	9,341,317

	TOTAL
Number of Participants:	

S.T.E.P.	11,500
Y.E.T.P.	1,700
Y.C.C.I.P.	250

Eligibility: Economically disadvantaged
Youths 14-21

APPENDIX II

(Continued)

TITLE VI - STIMULUS PACKAGE FY 77-78

Funding Level: \$27,960,148

Number of Projects: 203

Clients Served: 2,913

Eligibility: Economically Disadvantaged and
 -unemployed 15 or more weeks
 -member of family receiving
 welfare
 -exhausted all available
 unemployment compensation
 -unemployed veteran

Variety of Programs Provided

TITLE VI - SUSTAINING FY 77-78

Funding Level: \$21,351,108

Number of Agencies Funded: 55

Clients Served: 2,003

Eligibility: At least 50% of the participants
 enrolled in vacancies or openings
 in the Title VI level os sustain-
 ment must meet same criteria as
 Stimulus Projects

Variety of Programs Provided

APPENDIX III

Program	Sample Size	Questionable CETA Forms	Employed		Unemployed		Active Now	Placed On Job By Program	Using New Skills From Program	Placed In Job With Higher Salary
			Employed		Unemployed					
1.New Careers	15/24	0	11		1		3	7	7	6
2.Dorsey Skills Center	13/28	0	11		2		0	7	5	7
3. SABER	13/24	1	10		3		0	5	4	4
4.Zoo Keeper	4/14	0	4		0		0	3	3	3
5.Miami Skills Center	9/21	0	7		2		0	2	2	2
6.South Dade Manpower	5/11	0	4		1		0	1	0	0
7.Landscape	5/15	0	4		1		0	0	0	0
8.Re-Entry	3/13	1	3		0		0	0	0	0
9.Transition, Inc.	5/22	0	3		2		0	1	0	0
10.LOOK, Inc.	2/28	0	0		2		0	2	0	0
11.Auto Mechanics	7/18	0	1		3		3	0	1	1
12.Printers Union	3/4	0	0		0		3	0	0	0
13.Urban League Reading	15/25	0	0		15		0	0	0	0
14.Youth Industries	9/20	5	3		6		0	1	0	0
15.YOUTH	10/21	6	0		10		0	0	0	0
16.Urban League OJT	11/25	8	4		7		0	2	1	1
TOTAL	129/310	21	65		53		9	29	23	25

<u>Project Name</u>	<u>Sponsor</u>	<u>Funding</u>	<u>Expected # Of Clients</u>	<u>Description</u>
1.New Careers	Dade County Human Resources	\$ 710,000	160	Provides referral to classroom training and on the job training to economically disadvantaged
2.Dorsey Skill Centers	Dade County School Board	1,200,00	1,101	Provides classroom training in various vocational skills to economically disadvantaged.
3.Manpower Training for Spanish Speaking	S.A.B.E.R.	901,000	516	Provides work experience, on the job training and referral to classroom training in various occupational skills to economically disadvantaged Spanish Americans.
4.Zoo Keepers Program	Dade County Parks & Recreation	107,700	14	Provides classroom training and on the job training in zoo keeping to unemployed and underemployed Dade County residents.
5.Skill Centers	Dade County School Board	1,200,000	1,101	Provides classroom training in various vocational skills to economically disadvantaged
6.South Dade Manpower	Dade County Human Resources	207,000	1,035	Provides placement services and referral to classroom training to economically disadvantaged.
7.Landscape Program	Dade County Parks & Recreation	248,500	78	Provides classroom training and on the job training in horticulture, landscaping and nursery operations to offenders.
8.Project Re-entry	City of Miami	187,000	233	Provides work experience to classroom training to ex-offenders.

9.Offender Project	Transition, Inc.	70,000	100	Provides referral to classroom training and placement services to ex-offenders.
10.South Dade Offender Prog.	Look, Inc.	100,000	113	Provides work experience and placement services to ex-offenders.
11.Auto Mechanic Training	Coconut Grove Cares	171,000	216	Provides classroom training in automotive repair to ex-offenders.
12.Printers Employment Training	City of Miami	220,000	73	Provides classroom training in graphic communications to economically disadvantaged
13.Reading Improvement	Urban League, Inc.	87,500	80	Provides a reading lab for economically disadvantaged.
14.Project 70001	Youth Industries, Inc.	170,000	150	Provides placement services and classroom training in retail sales to economically disadvantaged youth.
Rehabilitation & Training for Youths	Youth Industries, Inc.	240,000	150	Provides placement services and classroom training in upholstery, woodworking and sales to economically disadvantaged youth
15.Project Youth	City of Miami	100,000	260	Provides classroom training in basic education and GED preparation to economically disadvantaged youth.
16.On the Job Training	Urban League, Inc.	189,000	188	Provides on the job training in both public & private sectors to economically disadvantaged.

APPENDIX IV

<u>Program</u>	<u>Sample Size</u>	<u>Questionable CETA Forms</u>	<u>Employed</u>	<u>Unemployed</u>	<u>Active Now</u>	<u>Placed on Job by Program</u>	<u>Using New Skills From Program</u>	<u>Placed In Job With Higher Salary</u>
1.O.I.C.	12/29	1	11	1	0	7	6	7
2.Vocational Careers OJT	6/12	0	4	1	1	4	4	4
3.So. Fla. Young Adults	7/21	0	5	1	1	3	3	3
4.Hialeah Year Round Youth	6/9	0	6	0	0	2	2	2
5.MTA-Diesel	2/4	0	2	0	0	2	2	2
6.Career OJT	6/13	0	4	1	1	2	2	2
7.Renew	3/15	0	2	1	0	2	0	0
8.Youth Coop.	2/8	0	2	0	0	1	1	1
9.Comp. Voc. Ed. Resources	3/13	0	2	1	0	0	0	0
10.Threshold	1/1	0	1	0	0	0	0	0
11.Hialeah OJT	1/2	0	1	0	0	0	0	0
12.D.M.I. Youth	1/4	0	0	1	0	0	0	0
TOTAL	50/131	1	40	7	3	23	20	21

<u>Project Name</u>	<u>Sponsor</u>	<u>Funding</u>	<u>Expected # of Clients</u>	<u>Description</u>
1. Adult Manpower Training	O.I.C., Inc.	585,000	463	Provides classroom training in various vocational skills to economically disadvantaged youth.
2. Vocational Adult Career OJT	Dade Co. School Board	250,000	201	Provides referral to classroom training and on the job training to economically disadvantaged youth.
3. South Fla. Young Adult	So. Fla. Opportunity Development Council, Inc.	720,000	325	Provides referral to classroom training and work experience to economically disadvantaged youth.
4. Year Round Youth	City of Hialeah	200,000	200	Provides on the job training to economically disadvantaged youth.
5. Bus Diesel Mechanic Training	Dade County M.T.A.	240,000	40	Provides classroom training in bus mechanic training to unemployed & underemployed Dade County residents.
6. Career OJT for In-School Youth	Dade County School Board	480,000	310	Provides work experience for economically disadvantaged youth.
7. Project RENEW (Title VI)	Human Resources	256,551	25	Provides companion care service for disadvantaged senior citizens.
8. Work Experience for Hispanic Youth	Youth Co-Op, Inc.	150,000	162	Provides work experience and on the job training to economically disadvantaged Spanish-American youth.

9. Comprehensive Vocational & Educational Resources	Dade County Human Resources	280,000	185	Provides work experience and referral to classroom training to offenders and drug abusers
10. Threshold Unit for Public Service Aides	City of Miami	166,000	21	Provides on the job training in police and criminal justice positions to economically disadvantaged.
11. Recreation Leader on-the-job Training	City of Hialeah	200,000	45	Provides classroom and on the job training to unemployed and underemployed.
12. Youth Ed. & Voc. Development	Dade Marine Institute	90,000	50	Provides classroom training in marine sciences to economical disadvantaged youth

BULLET PROOF VESTS FOR POLICE

RECOMMENDATION:

All law enforcement agencies should provide bullet proof vests to their police officers and any officer who has purchases a vest at his own expense should be reimbursed by the agency.

Police officers should be requested to wear the vests.

ACKNOWLEDGMENTS

We would like to take this opportunity to express our gratitude to Judge Edward S. Klein for his guidance, patience and sense of humor during our Fall Term.

We are proud to have had the services and legal advice of the new State Attorney, Janet Reno. As her first Grand Jury, we found her to be dedicated, forthright, understanding and extremely capable. Along with a strong sense of justice, she is most gracious. Miss Reno has surrounded herself with a most competent staff. We especially commend Hank Adorno, Chief Assistant State Attorney, Tom Petersen, Administrative Assistant to the State Attorney, and George Yoss, Assistant State Attorney for their tireless efforts on behalf of the people of Dade County.

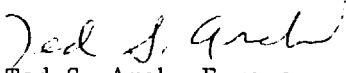
For the guidance which they gave the Grand Jury during our initial sessions, we thank Richard Gerstein, former State Attorney, Judge David Levy and Edward Carhart, former Chief Assistant State Attorney. We wish them well in their new endeavors.

Special note of thanks to Madeline Camp, Administrative Assistant, who through her pleasant and efficient manner has lightened our task.

We feel very fortunate to have enjoyed the services of Sam Karlin and Ira Callman as Bailiffs for this term. Our thanks to them for their concern and thoughtfulness.

Grand Jury service is a public duty which each of us has accepted and found enlightening and gratifying.

Respectfully submitted,


Ted S. Arch, Foreman
Dade County Grand Jury
Fall Term 1977

Attest:


Martha C. Crispin, Clerk

Dated: May 9, 1978

ACKNOWLEDGMENTS

JUDGE HAROLD R. VANN

JUDGE FRANCIS J. CHRISTIE

This Jury wishes to express its deep appreciation to both Judge Harold R. Vann and Judge Francis J. Christie. Judge Vann indoctrinated this Jury and was its presiding Judge during the beginning months being replaced by Judge Christie who will receive the Jury's Final Report.

RICHARD E. GERSTEIN, STATE ATTORNEY

EDWARD CARHART, CHIEF ASSISTANT STATE ATTORNEY

DAVID LEVY, EXECUTIVE ASSISTANT STATE ATTORNEY

Dade County, Florida, is losing an exceptionally competent and talented public official in the person of Richard E. Gerstein when he leaves the office of State Attorney to engage in the private practice of law with a prominent local firm on January 20, 1978. We join in with some forty previous Grand Juries in thanking him for his friendship, advice and strong preference toward the independence of the Grand Jury system.

Mr. Edward Carhart, Chief Assistant State Attorney, has made a tremendous impression on this Jury proving himself to be a lawyer and public servant of the highest quality. This Jury has recommended to the Governor of the State of Florida that Mr. Carhart be elevated to the position of State Attorney upon Mr. Gerstein's departure.

We wish to also commend Mr. David Levy, Executive Assistant State Attorney, as well as many others of Mr. Gerstein's staff, for their dedication to duty in the pursuit of justice.