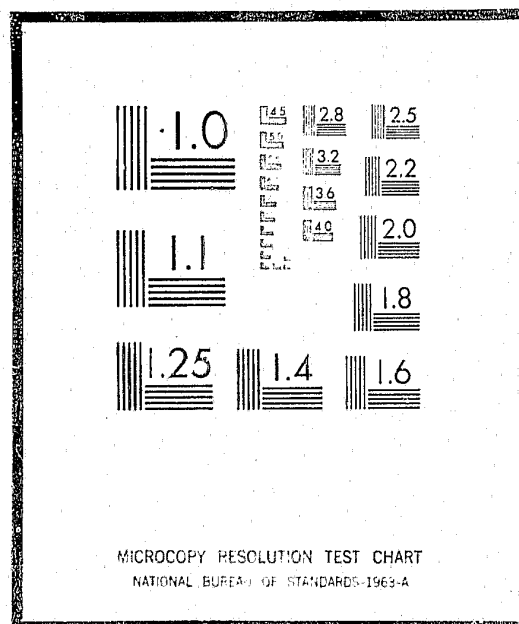


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# JACKSONVILLE'S 1974 COMPREHENSIVE CRIMINAL JUSTICE PLAN

1993

# CITY OF JACKSONVILLE

**METROPOLITAN CRIMINAL JUSTICE  
ADVISORY COUNCIL**

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# ACKNOWLEDGMENTS

February 28, 1974

Research and preparation of this Plan, the first of a series of annual Comprehensive Criminal Justice Plans for the City of Jacksonville, were conducted by the Office of Criminal Justice Planning, City of Jacksonville, under the guidance of the Jacksonville Metropolitan Criminal Justice Advisory Council.

Research and planning in the area of criminal justice can be accomplished only with the cooperation of individuals, both in the government and in the community. I would first like to thank John T. Rivers, Planning Coordinator, who conscientiously managed the development and compilation of the Plan and was responsible for its completion. Appreciation is due Frank K. Bunton, Kathleen A. Jaeger, Stephen W. Morrow, and Fred R. Woolverton, Research Aides, whose diligent efforts in the areas of data collection and research were responsible for the collation and assembling of this Plan. Thanks are also due Patrick D. Putnam, the former Director of the Office of Criminal Justice Planning and James R. Jarboe, Jr., Acting Director, who reviewed and critiqued the Plan contents. Bonnie Hamm and Linda McMillan must be acknowledged for assisting with the editing, Peggy Horne and Joy Clark for typing, and Tom Spann for assisting with the compilation. I would be remiss, indeed, if I failed to thank Sheriff Dale Carson, Undersheriff D. K. Brown, and the personnel of the Office of the Sheriff, in particular the Planning and Research Unit, for their assistance and input to this Plan. I am also grateful to the Office of the Mayor, in particular Lex A. Hester, and to Donald R. McClure, Director of Human Resources, for their guidance and contributions.

The drawing of the cover, done by Bill Williams of the Jacksonville Area Planning Board, and the invaluable assistance of representatives of the Florida Bureau of Criminal Justice Planning and Assistance, particularly Adele Spielberger of that Bureau, were indeed most helpful. Last, but not least, my personal and official thanks are due to my colleagues named below, in the Metropolitan Criminal Justice Advisory Council. Without their expertise and persistence in reviewing the Plan and formulating priorities, this Plan could not have been completed.

Honorable T. Edward Austin, State Attorney,  
Fourth Judicial Circuit.

Al W. Baugh, Complex Administrator,  
Division of Youth Services.

Honorable Susan Black, County Judge,  
Fourth Judicial Circuit.

Honorable Paul Brown, Chief of Police,  
Jacksonville Beach Police Department.

Honorable Dale Carson, Sheriff Duval County.

Honorable Louis O. Frost, Jr., Public Defender,  
Fourth Judicial Circuit.

Harold J. Gibson, Community Relations Manager,  
Offshore Power Systems.

Frank Hampton, City Councilman,  
City of Jacksonville

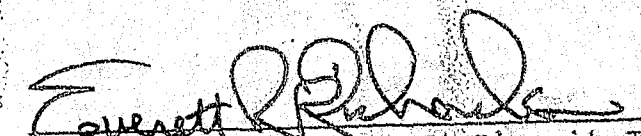
George R. Harmon, Editor,  
Jacksonville Journal.

Hugh Schulman, Realtor.

Otha R. Smith, Jr., District Supervisor IV,  
State Probation and Parole Commission.

Honorable Hans G. Tanzler, Jr., Mayor,  
City of Jacksonville.

Benjamin R. Wygal, Ph.D., President,  
Florida Junior College at Jacksonville.

  
EVERETT R. RICHARDSON, Circuit Judge,  
Fourth Judicial Circuit  
Chairman, Metropolitan Criminal Justice  
Advisory Council.

## GLOSSARY

Aggravated Assault -- Unlawful attack by one person upon another for the purpose of inflicting severe bodily injury, usually accompanied by means likely to produce death.

Apprehension -- Seizure of an individual by legal process.

Beat -- As depicted in this plan, an assigned patrol area within a zone for a police unit, which consists of a number of reporting areas.

Breaking and Entering (B&E) -- Forcible entry of a structure to commit a felony or theft.

Burglary -- The unlawful entry of a structure to commit a felony or theft.

Bust -- Street or slang term for arrest.

CBD -- Central business district of any city.

CINS -- Children recognized by a court in need of supervision.

Clearance Rate -- Number of offenses cleared by arrest.

Criminal Justice System -- The total system which consists of three components: police, courts, corrections.

Detoxification -- To be removed from the dependency on alcohol or drugs.

Disposition -- The final action taken on a court case.

Discretionary Grants -- Monies given directly by LEAA to agencies for projects which present an innovative approach to a specific problem.

Disruptive Student -- A student considered by the school system to be a constant source of disruption in the classroom.

Felony -- Any offense committed in the State of Florida which is punishable by death or by imprisonment in the State penitentiary.

Fence -- Any person who buys or sells stolen property.

Functional Level -- A level of the planning framework which denotes the tasks or processes which should be performed by criminal justice and non-criminal justice agencies and by the community, in order to prevent or control crime.

Homicide -- The act of taking a life of one person by another.

Incident Reports -- (CCR's) -- Reports written by investigating police officers to describe an incident (crime).

Index Crimes -- Seven major categories of offenses for which statistics are collected in the FBI's Uniform Crime Report. These categories are: murder, forcible rape, robbery, aggravated assault, burglary, larceny, and auto theft.

Larceny -- The unlawful taking or stealing of property or articles of value, without the use of force, violence, or fraud.

LEAA -- Law Enforcement Assistance Administration, the division of the Justice Department that administers the provisions of the Crime Control Act of 1973.

Misdemeanor -- Any offense committed in the State of Florida which is not punishable by death or imprisonment in the State penitentiary.

Modus Operandi -- Method of operation (criminal).

Nolle Prose -- Refusal of the prosecutor to proceed further in his action against a defendant.

Outstanding Warrants -- Warrants which have not been served. (See definition for warrant)

Part I Crimes -- Same as Index Crimes; refer to definition of Index Crimes.

Pre-trial Diversion -- Programs designed to reduce pre-trial detention by offering an alternative to jail.

Reporting Area -- Smallest geographical area used by the police for statistical accounting of crimes and calls for police service; a number of reporting areas form a beat.

Robbery, armed -- The felonious and forcible taking of the property of another, against his will, by violence or putting him in fear, and with the use of some type of weapon: firearm, club, knife, etc.

Robbery, strongarm -- The felonious and forcible taking of the property of another, against his will, by violence or putting him in fear, and with the use of bodily force.

Sub-employment -- As used in this plan, this includes unemployed, labor-force drop outs, persons working part-time for economic reasons, and those working full-time but earning wages below the poverty level.



Target -- A home, business, school or area against which a crime may be committed.

Target Hardening -- Causing a potential crime target (home, business, school, etc.) to be less conducive to becoming a crime victim.

Victim Hardening -- Causing a person to be less conducive to becoming a victim of crime.

Warrant -- A writ or precept issued by a magistrate, justice, or competent authority, addressed to a sheriff, constable, or other officer, requiring him to arrest a person therein named.

Zone -- A large geographical area in which police operations are conducted and which contains a large number of beats.

## INTRODUCTION

### Planning Philosophy

Fiscal Year 1974 marks a new era for large cities in Florida, such as Jacksonville, in the area of criminal justice planning. For the first time in the history of Jacksonville, pre-consolidation and post-consolidation, there is being provided a multi-year, comprehensive criminal justice plan. This is a marked departure from previous years.

This Plan, spurred by the recently-enacted Crime Control Act of 1973 which was signed into law by President Nixon on 8/7/73, represents the combined experience and thinking of members of Jacksonville's Metropolitan Criminal Justice Advisory Council. Elected and appointed members of Jacksonville's City administration; concerned and involved members of the community, including representatives of minority groups; the mass media and educators; and representatives of business, industry, social agencies, planning agencies, and bio-environmental agencies have provided input to the Plan.

Prior to the inception of the Governor's Council on Criminal Justice and the implementation of Jacksonville's Metropolitan Criminal Justice Advisory Council, cooperative and coordinated planning among the three disciplines of the criminal justice system (police, courts, and corrections) was minimal. Criminal Justice services can achieve optimal effectiveness only when the several components of the criminal justice system realize their mutual responsibilities. This realization can best be achieved through a formal planning process that involves not only criminal justice officials but also general elected officials (Mayor and City Councilmen), concerned citizens of the community, and an informed and objective mass media. The establishment of the Governor's Council on Criminal Justice and the Jacksonville Metropolitan Criminal Justice Advisory Council has indeed represented a significant factor in effecting cooperative planning and action. The local press in Jacksonville, through its numerous objective and educational editorials, has certainly exhibited an informed awareness of the crime problem and has been a contributing factor to the City's anti-crime programs.

The difficulties encountered in constructing a comprehensive criminal justice plan are not surprising when one considers the multi-dimensional factors involved in the crime problem. The Plan set forth hereinafter is the result of a massive data collection and analysis effort, research, and a series of studies and surveys relating to crime and the criminal justice field. Guidance relating to the framework and general composition of the Plan has been received, on both a formal and informal basis, from the Staff of the Bureau of Criminal Justice Planning and Assistance (the State Planning Agency) and the Law Enforcement Assistance Administration.

This Plan emphasizes the need for upgrading the functional interrelationship among the three criminal justice disciplines. It is both crime oriented and victim oriented. It is not limited to the existing criminal justice system but it also looks to the government, the community at large, to schools, social service agencies, etc., for help in solving problems. It reflects not only crime statistical considerations but also mental health considerations, economic conditions, and employment situations.

The Plan incorporates, of necessity, a systems approach to planning in that it

considers the criminal justice system as a whole and not just the efficiency of component parts. This systems approach to criminal justice has a number of advantages including:

1. Provides the realization that decisions taken at any particular stage of the formal criminal justice system affect other components of the total system either immediately or in due course;
2. Provides the realization that there is a need to articulate and use systematic methods to describe and to plan for the functions of the criminal justice system;
3. Provides for the formulation of long-range plans and objectives in order that individual projects may be tied together;
4. Insures the best and most timely use of new technology.

The Plan recognizes that the overall goal of crime reduction can be achieved through two prime strategies: the prevention of its causes and improved control after its occurrence. In order to prevent the causes of crime, societal and environmental conditions causing dysfunction among potential offenders and those conditions which promote or reinforce a state of dysfunction must be addressed and dealt with on a functional level. In preventing the causes of crime on a functional level, opportunities for criminal activity must be reduced by means of victim and target hardening measures. In addition, personal health conditions among potential offenders must be improved and vocational and occupational related opportunities must be increased.

The Plan recognizes further that in controlling crime that has occurred, each component of the criminal justice system must act and interact both on a functional and institutional basis. For example, the police must detect and apprehend persons suspected of committing crimes and file cases with prosecutors, who represent society in the judicial process. The judiciary must hand over the convicted offender to a correctional institution which undertakes to remove the individual from society, and to provide for his rehabilitation so that when released, he may lead a more productive and stable life. Each of the functions of the components and institutions must serve the same general goal - to reduce crime and mitigate its effects. Consequently, this Plan particularly addresses the functional problems relating to criminal justice, in terms of response to the causes of crime, to the symptomatic conditions of crime, and to criminal activity.

#### Planning and Implementation Goals

Crime can generally be regarded as the product of those conditions in society which result from a variety of factors in the individual's own makeup, in the overall social environment, or in the home, the school, or group environment. These conditions -- such as low or threatened group or individual status, economic deprivation, individual psychopathology -- appear to result in social pathology and individual deviant behavior, although direct causal factors are oftentimes difficult to identify with certainty. Thus, a major result of social pathology and deviant behavior is crime which may range from petty theft, to large scale looting, to premeditated murder for personal gain.

It must be recognized, therefore, that preventive programs are clearly more appropriate to the maintenance of peace and order. Consequently, this Plan places particular emphasis on such programs not, of course, to the exclusion of programs which are aimed at controlling and/or deterring crime through early detection and apprehension of criminals or programs which are rehabilitative in nature. The Plan recognizes that nearly all attempts at crime prevention have a diversionary character in that they are designed to make formal arrests or rearrests unnecessary. This is normally accomplished by disrupting activities that may result in illegal behavior or by eliminating conditions that are conducive to illegal activities. Consequently, the Plan is both crime-oriented and victim-oriented in that it calls for environmental redesign; the encouragement of educational programs aimed at inducing the public to exercise greater care in the security of their persons and property; a concentration on diverting the offender from further processing through the provision of more effective treatment based on prescriptive action; and the development of preventive response capabilities designed to decrease the occurrence of crime through the early identification of dysfunctional individuals and potential offenders. It emphasizes measures which are designed to divert youths and adults from the judicial system and to prevent already delinquent youths as well as adults from returning to the judicial system. In this connection, it takes cognizance of the problems of drug abuse and alcoholism.

In recognition of the concept that early detection and apprehension of criminals, coupled with quick but fair justice, act as deterrents to crime, this Plan incorporates for the police capabilities for maximum use of technology and for deployment of special units to react to developing crime trends. Likewise, through an improved courts information system, designed for management and operational purposes, which is linked with police and corrections information systems, a greater streamlining of courts operations is anticipated.

Examples of the goals which this Plan hopes to accomplish are the following:

- The reduction of crime and delinquency and the mitigation of the effects thereof;
- Particular emphasis on prevention through the reduction of the causes of crime, the alleviation of conditions which promote crime, and both the reduction of opportunities for crime and losses resulting from crime;
- Increases in efficiency, and effectiveness in the control of crime incidence through improvements in not only the functional capabilities of criminal justice and other public service agencies but also through the enhancement and upgrading of the resources of those agencies;
- The implementation of a systematic framework and procedures for the analysis of criminal justice-related problems and alternatives, the establishment of a hierarchy of goals and priorities, and the development of multi-year comprehensive programs for annual updating;
- The implementation of an in-depth evaluation capability designed to determine the effectiveness of on-going programs in relation to their



impact on crime and delinquency;

- An improved across-the-board coordination of planning efforts among involved agencies.

Finally, it must be emphasized that a basic consideration in terms of translating analyses of Jacksonville's crime problems, alternatives, and priorities into program area allocations is, necessarily, the amount of funds available. In this connection, these past four years (since the actual inception of the Omnibus Crime Control and Safe Streets Act of 1968 in Jacksonville) have indeed disclosed eminently capable and objective executive and legislative components of City Government -- components which have certainly been searching, perceptive, well informed and, within budgetary limitations, sympathetic to promising LEAA-supported anti-crime programs.

It must be recognized, however, that LEAA funds, together with the required local and State cash matching funds, as well as other appropriate Federal and private funds, will certainly not suffice to attain the ultimate in desired anti-crime goals for Jacksonville. Consequently, although this Plan has addressed the various socio-economic, mental health, and other factors that have a bearing on the crime problem, remedies for which would be extremely costly, the paucity of LEAA funds dictates strict adherence to the provisions and intent of the Crime Control Act of 1973 and, as such, has regarded LEAA funds as "seed" money for the purpose of the development of innovative and/or experimental improvements in program efforts rather than as a funding source for regular operations. Many of the institutions and agencies in the City of Jacksonville, both private and public, must continue to provide resources and even add new resources in order to prevent the causes of crime and to assist the criminal justice system in controlling the crime that is being committed.

#### Preface to Chapters I, II, and III

Chapters I, II, and III are developed around a planning analysis framework, which is attached as Appendix 1. Consistent with LEAA's priority on the reduction of crime, the framework outlines strategies, sub-strategies, and functions which must be performed by criminal justice and non-criminal justice agencies, and the community, if crime and crime related problems are to be reduced. The framework has four levels, of which three relate to the processes, tasks, and/or functions which must be performed. This is an analytic framework. Following is a description of the components included in each level of the framework:

#### 1. Broad Level (1.0)

Chapter I covers this level. Considerations at this level include those relating to crime incidence and crime trends.

#### 2. Strategy Level (1.1 and 1.2)

Level 1.1 is treated in Chapter II and 1.2 in Chapter III. Major strategies aimed at the prevention of crime (1.1) and controlling crime (1.2) are introduced at this second level.

#### 3. Sub-Strategy Level

At this level are the subordinate strategies which can be employed in either the area of prevention of crime (Chapter II) or control of crime (Chapter III). Briefly summarized, those relating to prevention address societal, environmental, and economic conditions which contribute to crime. These subordinate strategies are also aimed at the elimination of those factors contributing to the dysfunction of potential offenders. They also aim at the reduction in the susceptibility of potential targets and victims. Examples of sub-strategies relating to the control of crime are: increasing the risk of crime commission and improving the quality of justice.

#### 4. Functional Level

At this level are functions (tasks, processes) which should be performed by criminal justice and non-criminal justice agencies, as well as the community, as these functions relate to particular sub-strategies. For instance, within the context of sub-strategy 1.2.1, "Increased Risk of Crime Commission," are outlined three basic functions: detection of crime, criminal investigation, and apprehension of suspects. These functions must be performed if the risk of crime commission is to be increased.

#### 5. Tactical Alternatives Level

Although this level is not shown on the framework, it is included here since tactical alternatives are found throughout Chapters II and III and then summarized in Chapter IV. Tactical alternatives or operational alternatives are recommended tactics or procedures for improving the functional capabilities. These are the mechanical aspects of the system, the means by which a function is implemented or put into effect.

## JACKSONVILLE/DUVAL CRIME OVERVIEW

- Serious crimes (Part 1 or Index crimes) in Jacksonville/Duval totaled 23,792 for 1972. This constituted a crime rate of 4,365.6 per 100,000 population and represented a 5.9% decrease over 1971.
- The risk of being the victim of a serious crime in Jacksonville/Duval was 43.7 per 1,000 inhabitants in 1972.
- An analysis of one hundred murders committed during 1972 in Jacksonville disclosed that 67% were committed with firearms.
- Breaking and entering (burglary) was the largest category of serious crime reported in Jacksonville during 1972. 10,619 burglaries occurred with a loss of \$2,765,590.
- One Jacksonville police officer was killed in line of duty, and 426 were assaulted during 1972.
- Each of the four violent crimes (murder, forcible rape, aggravated assault, and robbery) experienced increases in 1972 whereas each of the property crimes (larceny, breaking and entering, and auto theft) experienced decreases in 1972.
- Robberies accounted for a loss of \$214,166 in 1972.
- 33.2% of all serious crimes occurred in Zone 3 (core city area) during 1972.

## CHAPTER I

### CRIME PROFILE (1.0)

#### Crime Incidence and Crime Trends

Although Jacksonville/Duval experienced overall decreases in serious (Part I) crimes of 5.9% in 1972 as compared to 1971 and 3.9% in 1971 as compared to 1970, there was an across-the-board increase in violent crimes (murder, forcible rape, robbery and aggravated assault) in 1972 over 1971. This represented a reverse trend from that which occurred in 1971 as compared to 1970 during which period Jacksonville/Duval enjoyed not only an overall reduction in serious crime but also a reduction in each of the four (4) violent crimes. (See Appendix 2)

Preliminary FBI figures relating to serious crime in Duval County for the first nine months in 1973 are not available at this writing; however, the preliminary figures for Jacksonville alone reflect a 6.4% increase in serious crime during the first nine months of 1973 over the same period in 1972 with continuing increases in murder (+ 14.3%), rape (+ 8.7%), and robbery (+ 12.6%). Aggravated assaults, however, decreased from 1721 to 1389 (- 19.3%) during the first nine months in 1973 over 1972. Further, available preliminary figures for the first nine months in 1973 for Jacksonville reflect across-the-board increases in the three property crimes with auto thefts leading the list with a 20.7% increase. Larcenies and burglaries experienced 6.9% and 2.9% increases, respectively. (See below)

<u>CRIME</u>	<u>JANUARY-SEPTEMBER 1972</u>	<u>JANUARY-SEPTEMBER 1973</u>	<u>% CHANGE</u>
Murder	70	80	+ 14.3%
Rape	218	237	+ 8.7%
Robbery	1047	1179	+ 12.6%
Assault (aggravated)	1721	1389	- 19.3%
Burglary	7945	8173	+ 2.9%
Larceny	11,596	12,398	+ 6.9%
Auto Theft	1538	1856	+ 20.7%
TOTAL CRIME INDEX	24,135	25,312	+ 4.9%

(Source: Sheriff's Office)

Figures above were collected from the Sheriff's Office in December 1973. Preliminary crime statistics for Jacksonville comparing 1973 with 1972 are included in Appendix 3. A trend is depicted in Appendix 4.



As is reflected below, Jacksonville/Duval enjoyed a 5.9% decrease in serious crime in 1972 as compared to a 1% increase in Florida and a 1.7% decrease nationally. It is noted that Dade County experienced the greatest decrease with 7.4% whereas Hillsborough experienced a 10.3% increase in 1972.

# TOTAL CRIME INDEX 1971 - 1972 \*

	1971	1972	PERCENTAGE CHANGE
Duval County	RATE 4,680.0 NUMBER 25,276	RATE 4,365.6 NUMBER 23,792	- 6.7% - 5.9%
Dade	RATE 5,726.1 NUMBER 75,080	RATE 5,179.3 NUMBER 69,531	- 9.6% - 7.4%
Hillsborough	RATE 4,133.2 NUMBER 20,732	RATE 4,302.5 NUMBER 22,866	+ 4.1% + 10.3%
Broward	RATE 4,880.8 NUMBER 32,000	RATE 4,115.1 NUMBER 29,738	- 15.7% - 7.1%
Florida	RATE 4,038.3 NUMBER 284,337	RATE 3,823.9 NUMBER 284,560	- 5.3% + 0.1%
National	RATE 2,906.7 NUMBER 5,995,200	RATE 2,829.5 NUMBER 5,891,900	- 2.8% - 1.7%

## CRIME TRENDS IN ATLANTIC BEACH, JACKSONVILLE BEACH, AND NEPTUNE BEACH 1971-1973

Atlantic Beach reported a total of 142 Index crimes in 1972, as compared to 180 in 1971, which represented a remarkable 21.1% decrease in Index crimes. Slight increases were experienced in auto thefts and in larcenies in Atlantic Beach. All other Index crimes decreased in 1972.

Jacksonville Beach, which has the second largest police agency in Duval County, enjoyed a startling 17.5% decrease in Index crimes in 1972. There was either a decrease or no change in each of the Index crimes, except aggravated assault, in Jacksonville Beach.

Neptune Beach experienced an incredible 32.8% decrease in Index crimes in 1972, as compared to 1971. Only in the category of burglary did Neptune Beach experience an increase.

\* For a graphic display, see Appendix 5.

Although crime went down significantly at the beaches in 1972, this trend reversed itself in 1973. The following table compares Part I crime offenses committed at the beaches or a three-year period. The table shows that all crimes, with the exception of Rape, showed increasing trends in 1973. Figures for 1973 are for the first ten months of that year.

	Jacksonville Beach			Atlantic Beach			Neptune Beach		
	1971	'72	'73	1971	'72	'73	1971	'72	'73
MURDER	2	1	3	1	0	2	1	0	0
RAPE	7	7	5	0	0	0	0	0	2
ROBBERY	30	18	26	2	2	9	2	1	4
ASSAULT	53	107	122	33	9	34	5	0	14
B & E	317	237	264	71	52	94	32	38	42
LARCENY	321	430	479	61	65	139	45	34	55
AUTO THEFT	92	53	52	12	14	18	17	6	6
TOTALS	822	853	951	180	142	296	102	79	123

(Source: Florida Times Union, 12/2/73)

## GEOGRAPHIC PATTERN OF CRIME OCCURRENCE (1972)

Immediately following consolidation of Jacksonville/Duval in October, 1968, the Patrol Division of Jacksonville's Office of the Sheriff was organized using a formula that took into account the amounts and locations of the various crimes, population density variations (average in Consolidated Jacksonville, 625 per square mile extremes from 400 per acre to less than one per square mile) and geographical barriers and distances.

The City is divided into 309 "reporting areas", each containing the same number of people and/or elements requiring police attention (business places, accident prone streets, highways, etc.). As far as possible, natural and man-made barriers (rivers, creeks, railroads, etc.) were used for reporting area boundary lines as a means of facilitating the combination of varying numbers of reporting areas into patrol beats. Because of the extreme variations in population density in the City, reporting areas vary in size from as small as nine City blocks to 50 square miles of farmland. The reporting area is considered to be permanent and basic. At present, the 309 reporting areas are combined into 72 patrol beats, but this number can be adjusted upward or downward in response to changing needs and police resources.

The City is also divided into "zones" (See Appendix 6) of approximately 18 beats each, for communication and supervisory purposes. Zone One is the northern quadrant of the City; Zone Two, the southwestern quadrant; Zone Three, roughly the old City and the geographical "center core" of Consolidated Jacksonville; and Zone

Four, the southeastern quadrant.

#### GEOGRAPHIC TRENDS OF CRIME

A comparison of 1972 and the first nine months of 1973 reveals approximately the same occurrence of crime in all four police patrol zones of Jacksonville. Zone Three, which includes the inner core of the City, continually shows the highest percentage of all city crime.

<u>ZONES</u>	<u>NUMBER OF CRIMES IN 1972</u>	<u>% OF CITY CRIME</u>
Zone 1	7,718	22.9%
Zone 2	6,634	19.7%
Zone 3	11,192	33.2%
Zone 4	8,120	25.2%
	<u>33,664</u>	<u>100.0%</u>

#### JANUARY - SEPTEMBER 1973

<u>ZONES</u>	<u>NUMBER OF CRIMES</u>	<u>% OF CITY CRIME</u>
Zone 1	6,056	22.4%
Zone 2	5,622	20.8%
Zone 3	8,562	31.7%
Zone 4	6,873	25.1%
	<u>26,997</u>	<u>100.0%</u>

#### INDIVIDUAL PART I CRIME PROFILES

Each Part I Crime committed during the first nine months of 1973 is described hereinafter within the following framework: comparison between the first nine months of 1973 with the first nine months of 1972; cyclical occurrence of 1973 crime offenses; geographical location of 1973 crime offenses; where applicable, property loss and value of property loss resulting from 1973 Part I crime offenses; and characteristics of offenders, victims, and modus operandi.

#### MURDER

During the first nine months of 1973, 185 incidents of criminal homicide were reported. These reports covered 84 cases of murder and non-negligent manslaughter, and 101 cases of manslaughter by negligence. Emphasis will be placed on murder and non-negligent manslaughter or, for purposes of brevity-murder. The 185 reported incidents of criminal homicide have, however, been used in most instances for comparative purposes in this description. Of the 185 reported incidents of criminal homicide during the first nine months of 1973, 80 of these turned out to be actual offenses of murder. This figure of 80 compares unfavorably to the figure of 70 actual murder offenses which occurred during the first nine months of 1972, and is an 11.4% increase over the figure for 1972.

#### GEOGRAPHIC LOCATION

The majority of criminal homicide offenses reported during the first nine months of 1973 occurred in Zone 3. The following table shows an overall breakdown by Zone of the 185 criminal homicide reports.

<u>Zone</u>	<u>Number of Reports</u>	<u>Percentage</u>
1	55	29.7%
2	26	14.1%
3	56	30.3%
4	48	25.9%

#### CYCLICAL OCCURRENCE

The following table depicts the 1973 criminal homicide incidents reported by the hour of the day. The majority of reports were filed during the 6:00 P.M. to 11:59 P.M. time period. This appears to classify homicide as a nighttime crime.

<u>Time Period</u>	<u>Number of Reports</u>	<u>Percentage</u>
6:00 am - 11:59 am	17	9.2%
12:00 noon - 5:59 pm	45	24.3%
6:00 pm - 11:59 pm	69	37.3%
12:00 midnight - 5:59 am	54	29.2%

A study of the 1973 criminal homicide incidents reported by the day of the week showed that almost a quarter were reported on Saturdays. The following table lists



the number of incidents as they were reported according to the day of the week.

Day of Week	Number of Reports	Percentage
Monday	24	13.0%
Tuesday	21	11.3%
Wednesday	18	9.8%
Thursday	23	12.4%
Friday	29	15.7%
Saturday	45	24.3%
Sunday	25	13.5%

At least ten incidents of murder were associated with robberies. The property stolen in six of the ten special incidents, was cash, mostly under \$100.00.

Of the 100 offenders selected out of 108 actual criminal homicide offenses, 31% were white, 60% were black and 9% were unknown. Seventy-six percent of the offenders were males, 15% were female, and 9% undetermined. The specific characteristics of the offender are as follows:

SIGNIFICANT CHARACTERISTICS - OFFENDER

Race	Number	Percentage
White Male	28	28%
White Female	3	3%
Black Male	48	48%
Black Female	12	12%
Unknown	9	9%

Age of Offender

Age Range	Number	Percentage
Under 17	4	4%
17 - 21	13	13%
22 - 30	32	32%
31 - 55	35	35%
56 and over	5	5%
Unknown	11	11%

The largest number of murder offenders operated alone (78% of the incidents). Those who operated in pairs followed with 10%, while those who operated in gangs of more than two were only 3%. Pistols were used as the primary weapon in the majority of incidents (61%). Knives ranked as the second most commonly used tool of murder. Nearly half of the murders occurred in residential areas.

SITE AND MODUS OPERANDI

Modus Operandi	Number of Offenders	Percentage
Single Offenders	78	78%
Pairs of Offenders	10	10%
Gangs	3	3%
Unknown	9	9%

Method/Weapons

Strong Arm	4	4%
Blunt Object	3	3%
Shotgun	3	3%
Arson	2	2%
Sharp Tool	1	1%
Knife	18	18%
Pistol	61	61%
Rifle	3	3%
Other	3	3%
Unknown	2	2%

Description of Offense Sites

Residence	45	45%
Commercial	19	19%
School/Church/Lodge	1	1%
Rural	6	6%
Street	29	29%

SIGNIFICANT CHARACTERISTICS - VICTIMS

Of 107 victims involved in 100 incidents, 73% were males and 27% female. Fifty-seven percent of the victims were black and 43% were white. In 52% of the incidents, both the offenders and victims were black. Offenders and victims were white in 28% of the incidents. In 8 incidents, the offenders were black, whereas the victims were white. The following statistics apply to the significant characteristics of the victim.

	Number of Victims	Percentage
White Male	34	31.8%
White Female	12	11.2%
Black Male	44	41.2%
Black Female	17	15.8%
Age Range:	10 - 82	
Below 17	8	7.5%
17 - 21	10	9.3%
22 - 30	27	25.2%
31 - 55	49	45.9%
56 and over	10	9.3%
Unknown	3	2.8%

Offender - Victim Relationship

Black - Black	52	52%
White - White	28	28%
Black - White	8	8%
White - Black	2	2%
Unknown	10	10%

Offender - Victim Association

Friend, relative, customer, or employee	60	60%
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# RAPE

During the first nine months of 1973, 297 reports of rape were recorded, 60 (20%) of them unfounded, resulting in 237 actual offenses. Sixty-six percent (156) of the actual offenses were by force and 34% (81) were assault to rape or attempt. Significantly, 27% of all forcible rape reports were unfounded while only 4% of all assault to rape reports were unfounded.

During the same months of 1972, 255 reports of rape were recorded, 37 (15%) of them unfounded, resulting in 218 actual offenses. Seventy percent (152) of the actual offenses were by force, the remaining 30% (66) being assault to rape or attempts. Less than 15% (26) of the forcible rape reports were unfounded. Thus, a significant trend can be seen in 1973, when almost double (27%) were unfounded forcible rape reports. Overall, the first nine months of 1973 showed a 9% increase in actual rape offenses compared to the first nine months of 1972.

## GEOGRAPHIC LOCATION

The inner core of the City, Zone 3, produced 105 or 38% of the total reports of rape. The next highest number of recorded reports came from Zone 1, the largest but most rural of the zones in Duval County.

Zone	Number of Reports	Percentage
1	89	27%
2	50	17%
3	105	38%
4	52	18%

## CYCLICAL OCCURRENCE

Most rapes occurred between the hours of 10:00 pm and 3:00 am, although a surprising drop in the reports of rape occurs at 12:00 midnight. The lowest number of rapes by far occur in the morning between 5:00 am and 12:00 noon.

Time Period	Number of Reports	Percentage
6:00 am - 11:59 am	23	8%
12:00 pm - 5:59 pm	53	18%
6:00 pm - 11:59 pm	111	37%
12:00 am - 5:59 am	110	37%

More rapes occur on Fridays although approximately the same number of offenses occur on the days, Wednesday through Saturday. Sunday and Monday show the least number of rapes reported.

Day	Number of Reports	Percentage
Monday	36	12%
Tuesday	40	14%
Wednesday	45	15%
Thursday	46	15%
Friday	48	17%
Saturday	46	15%
Sunday	36	12%

The significant characteristics of rape are based on 100 randomly selected incidents from the first nine months of 1973.

## SIGNIFICANT CHARACTERISTICS - OFFENDER

White Offenders	40	40%
Black Offenders	60	60%
Age Range Overall	8-65	
Age Ranges:		
Under 17	15	15%
17-19	15	15%
20-22	20	20%
23-30	35	35%
Over 30	15	15%
Alcohol Related	15	15%
Drug Related	7	7%
Single Rape/More Than One Offender	17	17%
Other Crime Related:		
Abduction	2	2%
Burglary	3	3%
Robbery	6	6%
Offender/Victim Relationship		
Known - Familiarity	28	28%
Unknown	50	50%
Relative	2	2%
Friend	20	20%
Black/White	4	4%
White/Black	1	1%
Black/Black	56	56%
White/Black	39	39%



# SITE AND MODUS OPERANDI - RAPE

The greatest frequency of rape by far involved the use of physical force.

No means of force	7	7%
Knife	15	15%
Gun	12	12%
Physical force	65	65%
Drugs	1	1%

Over half of the 100 randomly selected incidents of rape occurred either in automobiles or in the victim's residence.

In Automobile	26	26%
Street	8	8%
Woods	10	10%
Victim's Residence	34	34%
Restaurant Bathroom	1	1%
Residence (Other than victim's)	10	10%
Car to House	10	10%
Business	1	1%

## SIGNIFICANT CHARACTERISTICS - VICTIM

White Victims	45	45%
Black Victims	55	55%
Age Range Overall	4 - 62	
Age Ranges:		
Under 17	30	30%
17-19	20	20%
20-30	31	31%
Over 30	19	19%
Using Alcohol at time	16	16%
Using Drugs at time	6	6%
Contributed to Rape:		
Generally	14	14%
Accepted Car Ride	21	21%
Allowed Offender in Residence	2	2%
Resisted Offender:		
Yes	70	70%
No	30	30%

# ROBBERY

During the first nine months of 1973, there were 1,350 reports of robbery, 171 (13%) of them unfounded, resulting in 1,179 actual offenses. Sixty-eight percent (799) were armed robberies while 32% or 380 cases were strong-arm robberies. In the months of January - September, 1972, there were 1,257 reports, 210 (17%) of them unfounded, resulting in 1,047 actual offenses. Armed robbery accounted for 758 actual offenses while 289 offenses were strong arm. Thus, 132 more actual offenses of robbery occurred in the first nine months of 1973 as compared to the same nine months of 1972, a 13% increase.

## SIGNIFICANT CHARACTERISTICS - OFFENDER

The following statistics were taken from SABAR, the Study Analysis of Burglaries and Robberies in Duval County completed in May 1973. This Study involved the examination of 90 robbery incidents which occurred in 1972.

White Offenders	19	21% (based on 90)
Black Offenders	71	79% (based on 90)
Offender's Average Age	23.5	
Offender's Age Range	17-50	
White Offender's - Average Age	25.2	
Black Offender's - Average Age	23.0	
Offender's Education Range	7th-12th	
Offender's Education Average	9.8	
Education Average - White	9.3	
Education Average - Black	10.9	
Offender's Occupation	Generally Unskilled	
First Offenders	38	
Recidivists	52	58% (based on 90)
Range of Prior Arrest for Recidivists	2-37	
Average Prior Arrests for Recidivists	9.5	
Offenders sentenced to Probation	16	18% (based on 90)
Recidivists sentenced to Probation	12	75% (based on 16)
Offenders sentenced to jail or prison	74	82% (based on 90)
Alcohol Related	2	6% (based on 35)
Narcotic or Drug Related	9	26% (based on 35)

# SITE AND MODUS OPERANDI

A randomly selected number of 70 cases were used in SABAR to produce the following statistics. The largest number of robbers operated in pairs (44.2% of the incidents). Those who operated in singles followed with 27.2%, while those who operated in gangs of more than two were 24.3%. Pistols were used as the primary weapons in the majority of the incidents (61.4%). Shotguns and strong-arm methods were employed in an equal number of incidents, (14.3%) each. Robberies were committed in commercial areas in a ratio of approximately three-to-one over residential areas.

## Modus operandi:

Single Offender	19	27.2% (based on 70)
Pairs of Offenders	31	33.2% (based on 70)
Gangs	17	24.3% (based on 70)
Undetermined	3	4.3% (based on 70)

## Weapons:

Pistols	43	61.4% (based on 70)
Shotguns	10	14.3% (based on 70)
Strong-arm	10	14.3% (based on 70)
Other	4	5.7% (based on 70)
Undetermined	3	4.3% (based on 70)

## Precautions Taken Against Robberies:

None	48	68.6% (based on 70)
Alarms	3	4.3% (based on 70)
Weapons	3	4.3% (based on 70)
Extra Lighting	5	7.1% (based on 70)
Off-duty Police	1	1.4% (based on 70)
Undetermined	10	14.3% (based on 70)

## Description of Offense Sites:

Commercial	50	71% (based on 70)
Residential	18	26% (based on 70)
Undetermined	2	3% (based on 70)

# SIGNIFICANT CHARACTERISTICS - VICTIM

Of 70 victims involved, eighty percent were males, 14% were females, and 6% were undetermined. Fifty-four percent of the victims were whites, 40% were black and the remaining 6% undetermined. Thirty-seven percent were owners, operators or managers of business firms. Of a total of 70 victims robbed on the street or in a residence, four were military service personnel, eight were unskilled, and two were salesmen. In 15 of the incidents, both the offenders and the victims were whites. Offenders and victims were blacks in 26 of the incidents. In 25 incidents, the offenders were blacks whereas the victims were whites.

Male	56	80% (based on 70)
Female	10	14% (based on 70)
Undetermined	4	6% (based on 70)
White	38	54% (based on 70)
Black	28	40% (based on 70)
Undetermined	4	6% (based on 70)
Victim's Average Age	39.8	
Victim's Age Ranges	16-80 years	

## Victim Occupations (off street):

Owner/Operators	15	21% (based on 70)
Clerks or Attendants	13	19% (based on 70)
Managers	11	16% (based on 70)

## Victims' Occupations (on street or residence):

Military Personnel	4	6% (based on 70)
Unskilled	8	11% (based on 70)
Sales	2	3% (based on 70)
Skilled	2	3% (based on 70)
Undetermined	15	21% (based on 70)

## Victim Activities (off street):

On the job	38	54.3% (based on 70)
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## Victim Activities (on street or residence):

On the Job	3	4.3% (based on 70)
Traveling from point-to-point	2	3.0% (based on 70)
Recreation	5	7.1% (based on 70)
Undetermined	22	31.4% (based on 70)

## Offender-Victim Ratio:

White to White	15	21% (based on 70)
White to Black	1	2% (based on 70)
Black to Black	26	37% (based on 70)
Black to White	25	36% (based on 70)
Undetermined	3	4% (based on 70)

# CYCLICAL OCCURRENCE - ROBBERY

Contrasting slightly with burglary reported times, robberies are quite accurate and directly reflect time of occurrence. The peak hour was 10 pm. Robberies sloped on both sides of that time rather equally to a low at 7 am. This further emphasizes robbery as primarily a night time activity and points up the need for police visibility, alarms and lights.

<u>Time Period</u>	<u>Number of Reports</u>	<u>Percentage</u>
6:00 am - 11:59 am	139	12%
12:00 pm - 5:59 pm	256	20%
6:00 pm - 11:59 pm	544	43%
12:00 am - 5:59 am	318	25%

Friday and Saturday are shown as being almost twice as active as the other five days. Pay day (Friday) and normal recreational activities appear to be the dominant influence here.

<u>Day of Week</u>	<u>Number of Reports</u>	<u>Percentage</u>
Monday	145	12%
Tuesday	151	13%
Wednesday	129	9%
Thursday	174	15%
Friday	265	21%
Saturday	264	21%
Sunday	129	9%

#### GEOGRAPHIC LOCATION

Of the 1,350 total report of robbery during the first nine months of 1973, 56% (756) of them occurred in Zone 3, the inner core of the City.

<u>Zone</u>	<u>Number of Reports</u>	<u>Percentage</u>
Zone 1	260	19%
Zone 2	139	10%
Zone 3	756	56%
Zone 4	195	15%
	<u>1350</u>	<u>100%</u>

#### PROPERTY STOLEN

The average value of property taken in each of the 70 incidents cited herein amounted to \$380.99. Property was fully recovered in 24% of the incidents and partially recovered in 3% of the incidents. Property stolen was predominately money. In a few instances, weapons, marijuana and jewelry were stolen. "The overall value of property stolen during 1972 result of robberies averaged \$150.00 per incident."

#### SIGNIFICANT CHARACTERISTICS - PROPERTY

Average value of property stolen: \$380.99 per incident

#### Disposition of Property:

Fully Recovered	17	24%	(based on 70)
Not Recovered	35	50%	(based on 70)
Partially Recovered	2	3%	(based on 70)
Undetermined	16	23%	(based on 70)



# BREAKING AND ENTERING

During the first nine months of 1973, there were 8,240 total reports of breaking and entering. Of this number, 67 were unfounded, resulting in 8,173 actual offenses. This is an increase over the first nine months of 1972 when 7,992 total reports, 47 of them unfounded, resulting in 7,954 actual breaking and entering offenses. Thus, a 3% increase (228 actual offenses) was recorded over the months of January-September, 1973, compared to the same time period in 1972.

## SIGNIFICANT CHARACTERISTICS - OFFENDER

The following characteristics for breaking and entering are also products of the Study Analysis of Burglaries and Robberies (SABAR) which involved the examination of 163 burglary incidents in 1972.

### The Offender (based on 200 offenders)

#### Characteristic

White	102 in number	51%
Black	98 in number	49%
Average Age	23.1 years	
Age Range	16-72 years	
Average Age - Whites	23.3	
Average Age - Blacks	22.9	
Education Range (84 offenders)	5-14 years	
Education Average (84 offenders)	10.7 years	
Average Education - White	11.2 years	
Average Education - Black	10.2 years	
Occupation	Generally unskilled	
First Offenders	25	
Recidivists	175	
Range of Prior Arrests for Recidivists	1-49	
Average Number of Prior Arrests for Recidivists	9.3	
Offenders on Probation	100	
Recidivists on Probation	58	
Alcohol-related	12	
Drug/Narcotic-related	32	
Black to Black	41	25%
Black to White	38	24%
Undetermined	6	3%
Friend, Neighbor, Customer, etc.	28	17%

# SITE AND MODUS OPERANDI

## Characteristic

## Number

## Percentage

(based on 163 incidents)

Lone burglar	78	48%
Operated in pairs	51	31%
Operated in gangs	34	21%
Entry through doors	74	45%
Entry through windows	65	40%
Entry via other means	11	7%
Undetermined means of entry	13	8%

## Weapons/Tools

Mechanical or Prying tools	70	43%
Bricks or Blunt Objects	12	7%
Weapons (guns, knives)	4	2%
Hands or feet	20	12%
Undetermined	58	36%
Instances of Security negligence (e.g. doors or windows unlocked)	31	19%

## GEOGRAPHIC LOCATION

Zone 1	2,183	26%
Zone 2	1,607	21%
Zone 3	2,185	26%
Zone 4	2,265	27%
Total reports	8,240	100%

## Area Description

Apartment/Private Residences	73	44%
Small Businesses	63	39%
Large Businesses/Warehouses	13	8%
Schools/Churches/Lodges	14	9%

## SIGNIFICANT CHARACTERISTICS - VICTIM

### The Victim

Male	123	75%
Female	40	25%
White	115	70%
Black	39	24%
Race Undetermined	9	6%
Age Range	16-72 years	
Average Range	44 years	

### Occupation

Manager/Owner of Business	78	48%
Tradesman/Laborer	15	9%
Teacher/Clerk/Secretary	11	7%
Housewife/Retiree/Unemployed	15	9%
Clergymen/School Principal	11	7%
Other	8	5%
Unknown	25	15%

### Offender/Victim Relationship

White to White	77	47%
White to Black	1	1%
Black to Black	41	25%
Black to White	33	24%
Undetermined	6	3%
	<u>163</u>	<u>100%</u>

### CYCLICAL OCCURRENCE

The cyclical occurrence of all reports of breaking and entering during the first nine months of 1972 is shown in the following:

6:00 - 11:59 am	2020	25%
12:00 pm - 5:59 pm	1430	18%
6:00 pm - 11:59 pm	2270	28%
12:00 am - 5:50 am	<u>2315</u>	<u>29%</u>
	<u>7992</u>	<u>100%</u>

<u>Day of Week</u>	<u>Number of Reports</u>	<u>Percentage</u>
Monday	1,395	18%
Tuesday	1,001	14%
Wednesday	1,108	14%
Thursday	1,125	14%
Friday	1,183	14%
Saturday	1,136	14%
Sunday	<u>964</u>	<u>12%</u>
	<u>7,992</u>	<u>100%</u>

The SABAR Study also notes that the heavy burglary activity in residential areas is during mid-day (10:00 am - 3 00 pm) and again in the early evening (8:00 pm - 10:00 pm). Also significant is the 18% of breaking and entering reports occurring on Monday being attributable to the fact that awareness of a breaking and entering over the weekend often goes unnoticed until the following Monday and is reported on that day. In non-residential locations there was a low stable rate of offenses from 5:00 am to 6:00 pm primarily due to business activity in the buildings. From 7:00 pm to a "peak" at 3:00 am the level of criminal activity increases.

### SIGNIFICANT CHARACTERISTICS - PROPERTY STOLEN

The average value of property stolen amounted to \$528.82 per incident. Of the various items stolen, cash, coins and checks were taken in more incidents than in others. Televisions rated next in number of incidents, followed by stereos and similar equipment. Also high on the list of property stolen were beverages, foods, and cigarettes. In 40 of the 163 incidents, the offenders were caught at the scene and, consequently, nothing was taken. In 28 percent of the incidents (46 incidents out of 163), property taken was fully recovered.

Average Value Property Stolen (based on 72 incidents) \$ 528.82 per incident

Overall average value property stolen (based on 1972 incidents) \$ 260.00 per incident

### Type of Property Taken Vis-a-vis - Numbers of Incidents

Cash, coins, checks	- 31
Televisions	22
Stereos, Recorders,	
Speakers	17
Beverages, Ciga-	
rettes, Food	17
Furs, Jewelry	14
Radios, Record	
Players	9
Auto parts, tools	9
Guns	9
Appliances	9
Clothing	8
Cameras, Projectors,	
Screens	8
Office Equipment	8
Furniture, Draperies	3
Other	8

based on 163

Suspects caught at scene - nothing taken 40 24%

### Disposition of Property:

Fully Recovered	46	28%
Partially Recovered	19	12%
Nothing Taken	55	34%
Nothing Recovered	14	8%
Undetermined	29	18%

## ASSAULT

During the first nine months of 1973, 2,489 incidents of assault were reported. These incidents are categorized into two types of assault; aggravated 1,404, and non-aggravated 1,085. However, 2,489 reports will be used in most cases for comparative purposes. Of the 2,489 reports filed, 25 were unfounded, resulting in 2,464 actual offenses of both types of assault. The number of actual offenses which occurred in the categories of aggravated assault is 1,389. This figure of 1,389 is favorably comparable to the figure of 1,721 actual aggravated assaults which occurred during the first nine months of 1972. This results in a 19% decrease in aggravated assault in 1973 as compared to 1972.

### GEOGRAPHIC LOCATION

The majority of assaults are reported to have occurred in Zone 3. The breakdown of reported assaults by Zone is as follows:

<u>Zone</u>	<u>Total Reports</u>	<u>Percentage</u>
1	640	25.7%
2	341	13.7%
3	1,195	48.0%
4	313	12.6%
	<u>2,489</u>	<u>100%</u>

Assaults were most frequently reported between 10:00 pm and 11:59 pm when 1031 or 41.6% of the total reports were filed. The following table depicts the 1973 assault incidents reported by the hour of the day:

### CYCLICAL OCCURRENCE

<u>Time Period</u>	<u>Number of Reports</u>	<u>Percentage</u>
6:00 am - 11:59 am	261	10.5%
12:00 noon - 5:59 pm	664	26.7%
6:00 pm - 11:59 pm	1031	41.4%
12:00 midnight - 5:59 am	524	21.0%
Unknown	9	.4%
	<u>2,489</u>	<u>100%</u>

Most assaults are reported to have occurred on Saturdays when 489 or 19.6% are accounted for. Fridays are the second most frequent day for assaults to be committed, with 397 reports or 15.9% being filed. The following statistics for assaults reported by the day of the week show a complete breakdown for the first nine months of 1973:

<u>Day</u>	<u>Number of Reports</u>	<u>Percentage</u>
Monday	328	13.2%
Tuesday	321	12.8%
Wednesday	340	13.6%
Thursday	276	11.1%
Friday	397	15.9%
Saturday	489	19.6%
Sunday	338	13.5%

### SIGNIFICANT CHARACTERISTICS - OFFENDER

The significant characteristics on assault crimes are based upon information derived from 100 randomly selected Incident Reports, which reports extend from August 1, 1973 through November 15, 1973.

<u>Offender</u>	<u>Number of Reports</u>	<u>Percentage</u>
White male	45	45%
White female	6	6%
Black male	41	41%
Black female	8	8%
Average Age	15-35	
Age range under 17	3	3.4%
17-21	23	26.1%
22-30	21	23.9%
31-55	36	40.9%
56 and over	5	5.7%

### THE SITE AND MODUS OPERANDI

The largest number of assailants operated alone (82% of the incidents). Those who operated in pairs followed with 17%, while those who operated in groups of more than two were only 1%. Hands and feet were used as the primary weapons in the majority of incidents (40%). Pistols ranked as the second most commonly used weapon (26%). Nearly half of the assaults occurred in residential areas.



# SIGNIFICANT CHARACTERISTICS (WEAPONS AND M.O.)

## Modus Operandi (con't)

Single offender	82	82%
Pairs of Offenders	17	17%
Gangs	1	1%

## Method/Weapons

Strong-arm	2	2%
Blunt object	19	19%
Hands/feet	40	40%
Sharp tool	3	3%
Knife	6	6%
Pistol	26	26%
Rifle	4	4%

## Description of Offense Sites

Residence	43	43%
Commercial	25	25%
School/church/lodge	1	1%
Street	31	31%

## SIGNIFICANT CHARACTERISTICS - VICTIM

Of 100 victims involved, 50% were males and 50% were females. Fifty-nine percent of the victims were white and 41% were black. In 48% of the incidents, both the offenders and victims were white. Offenders and victims were Blacks in 41% of the incidents. In 10% of the incidents, the offenders were Blacks whereas the victims were whites.

	<u>Number</u>	<u>Percentage</u>
White male	29	29%
White female	30	30%
Black male	21	21%
Black female	20	20%
Average age	10-73	
Age range:		
below 17	7	7.2%
17-21	17	17.5%
22-30	34	35.1%
31-55	32	32.9%
56 and over	7	7.2%

## OFFENDER - VICTIM RELATIONSHIP

Black - Black	41	41%
White - White	48	48%
Black - White	10	10%
White - Black	1	1%

## OFFENDER - VICTIM ASSOCIATION

Friend, relative, customer, or employee	73	73%
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# LARCENY

During the first nine months of 1973, there were 12,486 total reports of larceny, 88 (less than 1%) being unfounded, resulting in 12,398 actual offenses. This compares unfavorably with the figures from the first nine months of 1972 when 11,661 total reports of larceny were recorded. Less than 1 percent (65) were again unfounded leaving 11,596 actual offenses. There was a 7 percent increase in total larceny reports and an equal percentage increase in the actual offense figure.

<u>Time</u>	<u>Total Reports</u>	<u>Unfounded</u>	<u>Actual Offenses</u>
January-September '72	11,661	65	11,596
January-September '73	12,486	88	12,398

## GEOGRAPHIC LOCATION

Zones 3 and 4 recorded the highest number of larcenies, respectively 29% (3,630) and 28% (3,454). Zone 2 reported 24% or 2,962 offenses of larceny and Zone 1 recorded 19% or 2,439 offenses. Zone 1, the largest Zone in area, is also the most rural in geography and population, accounting for the lowest rate of larceny.

Zone 1	2,439	19%
Zone 2	2,962	24%
Zone 3	3,630	29%
Zone 4	3,454	28%
	<u>12,486</u>	<u>100%</u>

## CYCLICAL OCCURRENCE

The largest number of larcenies (4734 or 38%) occurred in the afternoon, between 12:00 noon and 6:00 pm. The evening hours of 6:00 pm to 12:00 midnight produced 3,463 reports or 28%. The remaining 34% of larcenies were equally divided between the early morning (12:00 midnight to 6:00 am) and morning hours (6:00 am to 12:00 noon).

6:00 am - 12:00 noon	2123	17%
12:00 noon - 6:00 pm	4734	38%
6:00 pm - 12:00 midnight	3463	28%
12:00 midnight - 5:59 am	2166	17%
	<u>12,486</u>	<u>100%</u>

The greatest number of larceny reports (1,988 or 16%) occurred on Mondays. This is primarily due to larcenies occurring over the weekend but being reported on Monday. This correlates with the fact that Sunday records the lowest number of reports (1,367 or 11%). The remaining five days of the week show a relative similarity in larceny reports.

Monday	1988	16%
Tuesday	1872	15%
Wednesday	1702	14%
Thursday	1726	14%
Friday	1919	15%
Saturday	1912	15%
Sunday	<u>1367</u>	<u>11%</u>
	12,486	100%

## PROPERTY STOLEN

The most prolific offense of larceny involved bicycles, followed by currency and auto accessories. These three offense types totaled 5,481 cases involving a dollar value of property stolen of \$806,336. Outside of the 2,609 miscellaneous cases of larceny, those cases pertaining to bicycles, currency, and auto accessories account for more than half of all actual offenses of larceny. The 11 most frequent property types:

<u>Property Type</u>	<u>Cases</u>	<u>Percentage</u>	<u>Dollar Value</u>
Bicycles	2,210	23%	\$ 166,644
Currency	1,882	19%	546,757
Auto Accessories	1,389	14%	92,395
Tape Decks/Tapes	830	8%	107,913
Clothings	625	7%	102,461
Building/Construction Materials	535	5%	288,679
Firearms	411	4%	181,203
Jewelry	336	3%	277,045
Boats-Out-Board Motors	238	2%	126,421
Radios	236	2%	42,597
Foodstuff	<u>199</u>	<u>2%</u>	<u>28,251</u>
		89% *	

\* Miscellaneous types are the remaining 11% of the total reports of larceny.

The 12,398 actual offenses of larceny during January - September, 1973, resulted in the loss of \$1,512,048. Twenty-two percent of the actual offenses (2,945) involved property value of \$100 or more. Nineteen percent or 2,386 cases involved from \$50 to \$100. The remaining 59% (7067) of the offenses involved property valued less than \$50.

	<u>Actual Offenses</u>	<u>Percentage</u>	<u>Value of Property Stolen</u>
\$100 and over	2945	22%	\$ 1,221,194
\$ 50 to \$100	2386	19%	178,371
under \$50	<u>7067</u>	<u>59%</u>	<u>112,483</u>
	12,398	100%	\$ 1,512,048

#### SIGNIFICANT CHARACTERISTICS - OFFENDER

White male	35	35%
White female	12	12%
Black male	43	43%
Black female	<u>10</u>	<u>10%</u>
	100	100%

Age Range overall 12-48

#### Age Ranges:

Below 17	22	26.5%
17-21	24	27.1%
22-30	25	30.1%
31-35	12	14.1%
Above 55	0	0%

(Note: ages of offender not always available on incident reports)

#### SITE AND MODUS OPERANDI

The largest number of larcenies (61%) were committed by the single offender. Almost totally eliminated was the use of any dangerous weapons in crimes of larceny. Distraction was a prime method used by pairs and groups of offenders. Fifty percent of all larcenies occurred in commercial areas as opposed to 30% in residential areas and 17% on the street.

#### Modus Operandi

Single Offenders  
Pairs  
Gangs

61	61%
33	33%
<u>6</u>	<u>6%</u>
100	100%

#### Weapons, Method

Hands/Feet

95

Sharp tool

2

Knife

0

Pistol

0

Rifle

0

Other

3

#### Offense Site

Commercial

50

50%

Residential

30

30%

School

1

1%

Rural

2

2%

Street

17

17%

100

100%

#### SIGNIFICANT CHARACTERISTICS - VICTIM

Of the 100 victims, 80% were white and 20% were black. Fifty percent of larcenies occurred in business establishments; thus, the age of the "victim" is not recorded. Fifty-five percent of the victims were either directly or indirectly acquainted with the offender at some time.



<u>Offender</u>	<u>Number of Reports</u>	<u>Percentage</u>
White male	61	61%
White female	19	19%
Black male	10	10%
Black female	10	10%
Age range overall	14-85	
Age ranges:		
Below 17	5	10%
17-21	10	20%
22-30	15	29%
31-55	14	27%
Over 55	7	14%

#### OFFENDER - VICTIM RELATIONSHIP

Black-Black	17	17%
White-White	47	47%
Black-White	34	34%
White-Black	2	2%
		<u>100%</u>

#### ASSOCIATION

Friend, relative, customer, or employee	55	55%
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#### AUTO THEFT

The first nine months of 1973 produced 2,068 reported incidents of auto theft. Ten percent, or 212 incidents, were unfounded leaving 1,856 actual offenses of auto theft. These figures show a marked increase above the statistics of the first nine months of 1972. In that period of time there were 1,646 reported incidents, 108 of which were unfounded, leaving a total of 1,538 actual offenses of auto theft. These figures show a 21% increase in total reported incidents and a 17% increase in actual offenses of auto theft. A very marked increase of 49% occurred in the number of unfounded reports. This section of the Study will use the number of all reported incidents, 2,068 for the months of January through September in 1973, for purposes of devising percentages for the offense site (zone), time of day, and day of the week.

#### Geographic Location

Zone 3, the central business district and inner core of the City, shows the greatest number of auto thefts, 635, or 31% of the total number of incidents. Zone 4 shows 26% or 546 of the total incidents. A great number of auto dealerships are located in Zone 4. Zone 2 showed a similar percentage, 24% or 497 incidents. Zone 1 had the least number of incidents, 390, or 19% of the total.

<u>Zone</u>	<u>Total Reports</u>	<u>Percentage</u>
Zone 1	390	19%
Zone 2	497	24%
Zone 3	635	31%
Zone 4	546	26%
	<u>2068</u>	<u>100%</u>

#### CYCLICAL OCCURRENCE

The greatest frequency of auto thefts happened between 6:00 pm and 12:00 midnight when 733 or 34% of the total incidents occurred. The early morning hours, 12:00 midnight to 6:00 am, produced the second greatest frequency, 624 or 30% of the reports. The afternoon hours of 12:00 noon to 6:00 pm had the highest percentage, 25 or 509 of the incidents. The fewest number of auto thefts markedly occurred between the hours of 6:00 am and 12:00 noon, 302 reports or 11%.

<u>Time</u>	<u>Total Reports</u>	<u>Percentage</u>
6:00 am - 12:00 noon	302	11%
12:00 noon - 6:00 pm	509	25%
6:00 pm - 12:00 midnight	733	34%
12:00 midnight - 5:59 am	624	30%
	<u>2068</u>	<u>100%</u>

Auto thefts occurred with the greater frequency on Fridays and Saturdays (17% and 16%), although the percentages do not differ as greatly as in the time of day analysis above. Sundays and Wednesdays are equal (12%) in having the least number of auto thefts.

Day	Total Reports	Percentage
Monday	314	15%
Tuesday	287	14%
Wednesday	266	12%
Thursday	279	14%
Friday	339	17%
Saturday	323	16%
Sunday	260	12%
	<u>2068</u>	<u>100%</u>

During the first nine months of 1973 there were 1,856 actual offenses of auto theft resulting in a loss of property of \$2,239,210.

The significant characteristics on auto theft are based on information derived from 100 selected incident reports, reports which extend from August 1, 1973 through November 15, 1973.

#### SIGNIFICANT CHARACTERISTICS - OFFENDER

White male	61	61%
White female	4	4%
Black male	31	31%
Black female	4	4%
	<u>100</u>	<u>100%</u>
Age range overall	14-16	
Age ranges		
below 17	10	12%
17-21	18	22%
22-30	27	34%
31-55	23	28%
above 55	3	4%
	<u>81 *</u>	<u>100%</u>

\* NOTE: ages of offenders not available on all reports.

#### SITE AND MODUS OPERANDI

Auto thefts resulted in the greatest frequency from single offenders, totaling 74%. Pairs operated in 23% of the cases and gangs were responsible in only 3% of the incidents. Of all cases, only 5% involved the use of weapons other than the hands. Auto thefts were committed in an approximately equal ratio between residential and non-residential areas. In residential areas, auto thefts occurred more than 2 to 1 at residences as opposed to the street. In non-residential areas, thefts occurred with the greatest frequency from private companies, particularly dealerships and rental agencies.

#### Modus Operandi

Single offender	74	74%
Pairs of offenders	23	23%
Gangs	3	3%

#### Weapons

Hands	100	100%
Strong-arm	2	2%
Blunt object	1	1%
Pistol	1	1%
Other	1	1%
	<u>5</u>	<u>5%</u>

#### Offense Site

Residence	37	37%
Commercial	45	45%
School/church/lodge	3	3%
Street	15	15%
	<u>100</u>	<u>100%</u>

#### VICTIM

Of 100 incidents, 82% were males and 18% were females. Eighty-six percent were whites and 14% were blacks. In 47% of the incidents, the victim was between 31 and 55 years of age. In another 47% of the cases, the victim's age was between 17 and 30. The victim as well as the offender were both white in 65% of the incidents. Twelve percent of the cases involved both a black victim and black offender. In 21% of the incidents, the offender was black and the victim white; the opposite was true in only 2% of the cases.

#### SIGNIFICANT CHARACTERISTICS - VICTIM

White male	70	70%
White female	16	16%
Black male	12	12%
Black female	2	2%
	<u>100</u>	<u>100%</u>

Age ranges:		
below 17	2	6%
17-21	7	22%
22-30	8	25%
31-35	15	47%
above 55	0	0%
	<u>32</u>	<u>100%</u>

\* NOTE: ages of victims not available on all reports.

#### OFFENDER - VICTIM RELATIONSHIP

Black - Black	12	12%
White - White	65	65%
Black - White	21	21%
White - Black	2	2%
	<u>100</u>	<u>100%</u>

#### ASSOCIATION

In 54% of the cases, the victim and offender were either friends, relatives (husband and wife), salesman and customer, or employer and employee.

#### PROPERTY STOLEN

The property stolen in each incident was either an automobile, truck, or motorcycle. In 8% of the cases, property other than the vehicle or any part thereof was stolen. Sixty-eight percent of the incidents involved property (mostly vehicles) valued over \$500. In 20% of the cases, the value of the stolen property (mostly vehicles) was between \$250 and \$500 and in 12% of the cases, the value was between \$100 and \$250 (also mostly for vehicles).

### CRIME PROBLEMS OF SPECIFIC INTEREST

#### JUVENILE DELINQUENCY

In 1972, the Duval County Juvenile Court recorded 11,653 cases referred for all offenses other than traffic. The number of referrals for delinquency totaled 5,274; for Children in Need of Supervision (CINS), 3,228; and for dependency, 3,151. Of the total referred cases, it is estimated (since precise figures are not available) that 9,000 different youths were involved.

Due to a new Statewide statistical format adopted in July 1971 by the Florida Division of Youth Services, the development of comparative analyses of the annual rate of referrals is difficult. Nonetheless, arrest rates comparing annual offenses are available. According to the annual reports of the Research and Planning section of the Sheriff's Office, juvenile arrests (non-traffic) in 1971 totaled 4,133, representing 13.1 percent of all arrests (31,410). Although the total number of arrests had dropped to 30,320 in 1972, juvenile arrests were up to 4,869. The difference between the 4,869 arrest figures and the aforementioned 5,274 delinquency referred figure recorded by the Duval County Juvenile Court is due to the fact that delinquency referrals are also made by persons and agencies, in addition to the police. The 1972 figures reveal that the arrest rate for juveniles to total arrests is just over 16 percent, and moreover the incidence of juvenile arrests increased almost 18% in a span of one year from 4,133 in 1971 to 4,869 in 1972. The problem of the rise in delinquent offenses is compounded by the fact that a large proportion of those youth characterized as CINS, and some of those characterized as dependent will probably return to the court system for felonies and misdemeanors.

A comparison of local arrests of juveniles with State figures is shown as follows:

	STATE	JACKSONVILLE
1971 arrests	74,243	4,133
Rate per 100,000 population	1,000	783
1972 arrests	72,474	4,869
Rate per 100,000 population	979	922

Of the 4,869 juveniles arrested in Jacksonville in 1972, 2,096 of these were arrested for Part I crimes. Seventy-five percent (1577) were males, twenty-five percent (519) were females. A matrix showing those arrested for Part I crimes and further broken down by age groups is shown as follows:

Age:	10	11	12	13	14	15	16
	and under						
Murder						1	
Forcible Rape		1	2	3	5	4	1



Age:	10 and under	11	12	13	14	15	16	(con't)
Robbery	1		4	3	2	12	16	
Aggravated Assault	15	7	15	20	27	22	36	
B & E	42	20	41	50	60	77	100	
Larceny	133	102	154	238	259	246	243	
Auto theft	1	1	2	11	22	48	48	

Analysis of this matrix reveals that juveniles involved in Part I offenses commit more crimes against property (90.6%) than crimes of violence. Of the crimes against property, larceny stands out and makes up 72.4 percent.

The following table taken from a computer printout in DYS which printout describes dispositions for 438 referrals from Duval, Baker, and Nassau Counties (96.8% from Duval) for the month of March 1973 is useful in portraying a more complete juvenile crime profile.

CRIMES	DISPOSITIONS	PERCENTAGES
Violation Probation	8	1.8
Forcible Rape	1	.2
Robbery - except purse snatching	1	.2
Assault - aggravated	2	.5
Assault - non-aggravated	19	4.3
Burglary	53	12.1
Auto theft - unauthorized use	3	.7
Auto theft - authorized use	3	.7
Larceny - grand	4	.9
Petty Larceny	33	7.5
Weapons - firearms	5	1.1
Weapons - other	2	.5
Violation of Drug laws - narcotics	8	1.8
Violation of Drug laws - non-narcotics	47	10.7
Drunkenness	10	2.3
Disorderly Conduct	10	2.3
Vandalism	17	3.9
Shoplifting	20	4.6
Trespassing	2	.5
Other	19	4.3
Truancy *	8	1.8
Ungovernable behavior *	163	37.2
	438	100.0%

The same printout showed further that of these 438 dispositions, 62.8 percent were for males, 37.2 percent were for females, 70.8 percent were for Whites, and 29.2 percent were for Blacks.

\* Dispositions based on CINS, rather than delinquency

## ALCOHOLISM

Alcoholism is definitely a major factor in crime. While arrests are continually made for driving under the influence of alcohol and drunkenness, the direct cause, alcoholism, is seldom studied seriously in relation to its significance in crime. Statistics from not only Duval County but over the entire country show alcoholism to be a factor in all categories of crime.

For statistical purposes, alcohol offenses are categorized into drunkenness (drunk and disorderly and/or public intoxication) and driving under the influence (operating any motor vehicle while under the influence of liquor or drugs). The comparison of 1972 Duval County and Statewide statistics are as follows:

	DUVAL	STATE
Arrests/Driving under the influence	5,449	37,348
Rate per 100,000 population	998.1	501.9
Arrests/Drunkenness	6,886	91,803
Rate per 100,000 population	1261.4	1,233.7
Total alcohol-related arrests	12,335	129,151
Rate per 100,000 population	2259.6	1,745.1

The City of Jacksonville accounts for over 92% of the alcohol offenses recorded in Duval County. Thus, the Sheriff's Office statistics for 1972 are the basis for the following:

DRIVING UNDER THE INFLUENCE	ARRESTED	PERCENTAGE
Age ranges:		
under 17	4	negligible
17-20	265	6%
21-24	570	11%
25-29	644	13%
30-39	1214	24%
40-49	1305	26%
50-59	774	15%
60 and over	246	5%
	5022	100%

DRUNKENNESS	ARRESTED	PERCENTAGE
Age ranges:		
under 17	61	1%
17-20	303	5%
21-24	368	6%
25-29	483	8%
30-39	1314	21%
40-49	1956	32%
50-59	1202	19%
60 and over	517	8%
	6204	100%

DRUNKENNESS (con't)

The statistics clearly show a close similarity among the age groups of 21-29, 30-39, and 40-49 as ranges wherein most DWI offenses are recorded. Relative to drunkenness or intoxication, the age range 40-49 is a clear-cut leader. Only 20% of drunkenness arrests involve a person under 30 years of age.

<u>LIQUOR LAW VIOLATIONS</u>	<u>ARRESTED</u>	<u>PERCENTAGE</u>
Age ranges:		
under 17	35	10%
17-20	167	51%
21-24	20	6%
25-29	19	5%
30-39	21	7%
40-49	25	8%
50-59	30	9%
60 and over	13	4%
	<u>330</u>	<u>100%</u>

As would be expected the great majority of liquor law violations involve persons under 21 years of age. It must be remembered, however, that Florida law now permits the purchase of all alcoholic beverages by persons 18 years of age or over. Thus, when statistics are accumulated for the last six months of 1973, it would be safe to assume a marked drop in the number of liquor-law violations.

TRENDS

Duval County has experienced both a marked increase and a marked decrease in alcohol offenses. A 27% increase in arrests for driving while under the influence and a 23% decrease in arrests for drunkenness were recorded in 1971/1972 statistics. A 38% decrease in liquor law violations was reported in 1972 over 1971. Duval County and the State of Florida are compared in the following statistics:

<u>DRIVING UNDER INFLUENCE</u>	<u>1971</u>	<u>1972</u>	<u>Percentage</u>
Duval County	3971	5449	+ 27%
Florida	28,733	37,348	+ 30%
<u>DRUNKENNESS</u>	<u>1971</u>	<u>1972</u>	<u>Percentage</u>
Duval County	8954	6886	- 23%
Florida	102,968	91,803	- 11%
<u>LIQUOR LAW VIOLATIONS</u>	<u>1971</u>	<u>1972</u>	<u>Percentage</u>
Duval County	752	467	- 38%
Florida	10,070	9,311	- 8%

ALCOHOL-RELATED CRIME

As previously mentioned, statistics have shown alcohol to be a factor in most crime areas. The crime profiles found in this section of the Plan bare this out. Fifteen percent of all rape offenses involved the use of alcohol by the offender; sixteen percent involved the use of alcohol by the victim. Of 100 randomly selected assault reports, 25% were alcohol-related. Ten percent of the random sampling of auto theft reports involved the use of alcohol. The problem of alcohol-related crime is definitely a serious one. This is further emphasized by a jail survey conducted jointly by the Department of Human Resources, the Sheriff's Office Jail Division, and the Office of Criminal Justice Planning. Covering a 30-day span during August and September 1973, this survey revealed that of 2011 offenders booked, 940 were in jail for alcohol-related offenses -- 561 for Public Intoxication, and 379 for D.W.I.

# DRUG ABUSE

Jacksonville, as revealed by arrest statistics, continues to experience a significant problem with drug abuse. Many of the citizens of this area use drugs in a manner which impairs their normal functioning and is, therefore, by definition drug abuse. Duval County arrests for drug and drug-related offenses are increasing year by year as shown in the following table:

<u>YEAR</u>	<u>NUMBER OF ARRESTS</u>
1968	115
1969	367
1970	978
1971	1,236
1972	2,219

To date, no satisfactory survey has been completed in the Jacksonville area revealing the actual level of illicit drug usage in this City. Arrest data on drug-related offenses can be used as one indicator of the total drug abuse problem, although such statistics are an underestimate of the incidence of drug abuse in Jacksonville. Moreover, it is not known what proportion of the user population is reflected in arrest statistics, nor can it be determined in what way the sample of arrested users differs from non-arrested users. Nonetheless, a Statewide survey was conducted in 1973 by the Resource Planning Corporation, a private firm which has one of its offices in Miami. The following table, from this survey, provides major findings on drug abuse in the State for all involved who are 14 years old and over. (see table on following page)

## INDICES OF THE EXTENT OF CURRENT DRUG ABUSE IN FLORIDA

<u>DRUGS</u>	<u>TOTAL REGULAR USERS</u>	<u>Among Regular Users Obtained Some Without a Legal Prescription</u>	<u>Used Some at a Social Gathering</u>
<u>LEGAL DRUGS</u>			
Barbiturates	213,900	28,900	13,500
Non-Barbiturate Sedative/Hypnotics	31,600	7,000	2,100
Relaxants/Minor Tranquilizers	460,700	15,200	11,400
Major Tranquilizers	78,200	14,600	10,500
Antidepressants	46,400	5,300	3,200
Pep Pills	41,300	21,000	11,600
Diet Pills	106,200	12,400	5,200
Other Prescription Stimulants	14,600	2,100	2,100
Non-Controlled Narco- tics/Non-Narcotic Analgesics	337,900	79,400	8,400
Controlled Narcotics	41,600	2,100	5,200
<u>ILLEGAL DRUGS</u>			
Marijuana/Hashish	332,300	---	205,800
LSD	7,400	---	4,200
Other Psychotogens	24,000	---	17,700
Methedrine/Methampheta- mine	20,900	---	10,500
Heroin	---	---	---
Cocaine	9,500	---	7,400
Solvents/Inhalants	3,200	---	---

According to the Resource Planning Corporation survey, the obtaining of drugs



by means other than with a legal prescription can be nominally defined as abuse. The use of a drug at a social gathering is believed to be the more accurate assessment of drug abuse. With respect to the illegal drugs, any use of these drugs can be nominally defined as abuse. If all illegal drug users, regular users of drugs without legal prescription, and users of drugs at social gatherings are considered in total, as revealed by the table, then the population (14 years old and over) in Florida involved in drug abuse can fairly be estimated at 658,500. Since the population of the State is 7,400,800, then the percentage of all (14 years old and older) who participate in drug abuse is estimated at 8.9 percent. If we assume that at least 8.9 percent can be applied to Jacksonville, since Jacksonville was included in the Statewide survey, then an estimated 48,700 individuals living in this City who are 14 years old and over are involving themselves in drug abuse. These figures do not include (as noted in the above chart) the illegal use of Heroin, for the Resource Planning Corporation survey provided a separate treatment of Heroin abuse. Nonetheless, a fact sheet from the Mental Health District Annual Work Program states that an estimated 5,000 individuals living in Jacksonville are on Heroin. That same fact sheet further states that between 14,000 and 35,000 youth in this City have experimented with drugs.

The Resource Planning Corporation survey provided many revelations regarding drug abuse on a Statewide basis. According to that survey, the main drug problem in Florida is not heroin or marijuana on the street, but sleeping pills and tranquilizers in white, middle class homes. This State has 460,000 regular users of relaxants and minor tranquilizers plus another 213,000 Floridians who need to gulp a couple of sleeping pills each night. One can therefore assume that this problem is prevalent in Jacksonville, since Jacksonville was included in the Statewide survey.

The Statewide survey revealed further that of the sleeping pill users, 83 percent are white and 53 percent are women; 65 percent of these women are over 35 years of age. Among the regular users of tranquilizers, 58.5 percent are women; 96.9 percent of the regular tranquilizer users in Florida are white.

By contrast, the survey indicated that 86.4 percent of the total Florida population over 14 years old has never used marijuana; only 6.4 percent are regular users. The survey indicated further that 63.2 percent of all pot smokers are men, and 92.3 percent of them are white. It can be assumed that these conditions are somewhat similar here in Jacksonville, but it must be remembered that the State survey was based on a total population over 14 years of age, and the survey was taken in rural as well as urban areas.

The Department of Health and Rehabilitative Services Drug Abuse Program has data on population groups in Jacksonville among which a high incidence of drug use has been identified. These groups are:

- . A large middle class with money to purchase drugs;
- . College students;
- . Junior and senior high school students, (particularly methaqualone pills); and
- . A large military population.

Although arrest data can not reveal the total drug abuse problem, such data is

useful for comparative analyses and for showing some interesting facts on the offender population. Statewide, a total of 22,338 arrests were made in 1972 (82.6% for drug possession and 17.4% for drug sales). The comparable figures for Duval County show 1,219 arrests (87% for drug possession and 23% for drug sales). Comparative breakdowns of arrests for drug offenses, Statewide and local, are listed as follows:

#### NARCOTIC DRUG LAWS: SALE

	<u>Statewide</u>	<u>Duval County</u>
Number of arrests	3,886	288
Rate per 100,000	52.2	52.8

#### NARCOTIC DRUG LAWS: POSSESSION

	<u>Statewide</u>	<u>Duval County</u>
Number of arrests	18,452	1931
Rate per 100,000	248.0	354.3

#### NARCOTIC DRUG LAWS: SALE AND POSSESSION COMBINED

	<u>Statewide</u>	<u>Duval County</u>
Number of arrests	22,338	2219
Rate per 100,000	300.2	407.2

The tables on the following page categorize arrests according to kinds of drugs and groupings by age, sex, and race. Information is broken down further by possession and by sale of drugs:

POSSESSION OF DRUGS 1972

Drug	Total Number of Arrests	% of Total	Ages under 17		Ages 17 and Over		White	Black
			Male	Female	Male	Female		
Opium	55	3.3	1		46	8	19	36
Cocaine	1	.06				1	1	0
Marijuana	1014	61.1	127	44	757	86	869	145
Synthetic Narcotics	1	.06			1		1	0
Non-narcotics (Barbitu- ates, Amphetamines)	303	18.2	30	4	239	30	221	82
Hallucinogenic Drugs	23	1.4	9	2	11	1	21	2
Glue Sniffing & other Inhalants	181	10.9	112	2	66	1	175	6
Narcotics Paraphernalia	82	4.9	7		71	4	64	18
Total	1660 *	100.0%	286	52	1191	131	1371	289

\* Total number of arrests county wide in 1972 for possession of drugs was 1931.

SALE OF DRUGS 1972

Opium	55	21.2			50	5	12	43
Cocaine	3	1.2			3	0		3
Marijuana	67	25.9	4		56	7	61	6
Synthetic narcotics	2	.8			2	0	1	1
Non-narcotics (Barbitu- ates, Amphetamines)	106	40.9	2		93	11	75	31
Hallucinogenic Drugs	19	7.3			18	1	17	2

POSSESSION OF DRUGS (Con't)

Drug	Total Number of Arrests	% of Total	Ages under 17		Ages 17 and Over		White	Black
			Male	Female	Male	Female		
Glue Sniffing and Other Inhalants	6	2.3	2		4	0	5	1
Narcotics Paraphernalia	1	.4			1		1	
Total	259 **	100.0%	8	0	227	24	172	87

\*\* Total number of arrests county wide in 1972 for sale of drugs was 288.

Analysis of arrest data for 1972 discloses that 52.1 percent of all persons arrested in Jacksonville for drug law violations were under 21. The comparable percentage for the State was 62.6. At least 15.0 percent of those arrested in Jacksonville were under 17, in the State the percent figure totalled 18.5. In Jacksonville, 80.4 percent of those arrested were White, in the State 81.3 percent were White.

A breakdown of arrests by type indicates that in Jacksonville 86.5 percent were for possession violations (82.6 percent for the State) and 13.5 percent were for sale violations (17.4 percent for the State). Analysis of individual drug categories (sale and possession together) showed that of the highest percentage of all arrests in Jacksonville, 56.3 percent involved marijuana, whereas the comparable figure for the State was 62.3 percent. Moreover, drug law arrests increased significantly from 1971 to 1972, both Statewide and in Jacksonville. In Jacksonville, total arrests in 1971 were 1,099, then jumped to 1,919 in 1972, an 88.2 percent increase over the 1971 arrests. In the State, arrests for drug offenses went from 15,109 in 1971 to 22,338 in 1972, a 47.8 percent increase.

# CRIME IN THE SCHOOLS

Crime in the schools has been a continuing problem in Duval County since the 1969-70 school year, both in terms of vandalism and theft as well as the problem of physical assault in the schools. The number of vandalism and theft reports has increased yearly as well as the number of assaults reported on students by students. There has been a decrease of 14,317 white students enrolled compared with an increase of 542 black students enrolled over the past four years. An increase in non-public school membership has accompanied this drastic decrease in whites enrolled in the public schools. Clearly, new programs and development of present programs must be enacted to curb the growing trend of crime in the schools.

Through July, August, September and October of 1973, a total of 437 reports of vandalism and theft were reported by the Sheriff's Office. These reports, 404 vandalism and 33 thefts, resulted in a property and damage loss of \$38,186.85. A prime characteristic of these four months' statistics is the marked decrease of vandalism incidents in the first month of the new school year, September.

<u>VANDALISM</u>	<u>JULY</u>	<u>AUGUST</u>	<u>SEPTEMBER</u>	<u>OCTOBER</u>
Incidents	95	111	70	128
Property Loss	\$5,240.30	\$4,570.16	\$2,270.52	\$7,015.18
<u>THEFT</u>				
Incidents	6	8	8	11
Property Loss	\$2,471.37	\$1,566.59	\$2,662.46	\$2,390.27
		<u>REPORTS</u>	<u>PROPERTY LOSS</u>	
Vandalism		404	\$ 19,096.16	
Theft		33	\$ 9,090.69	
TOTALS		437	\$ 38,186.85	



An examination of the schools affected by vandalism and theft does not show a much greater tendency for crime to occur in either the elementary, junior high, or senior high schools, in proportion to the total number of these schools. However, in July, September, and October of 1973, elementary schools were reporting larger numbers of incidents than junior and senior high schools.

Twenty-five randomly selected reports for the period of July to October, 1973, were used to devise the following:

CRIME	NUMBER	PERCENTAGE	ZONE	NUMBER	PERCENTAGE
Assault	5	20%	1	5	20%
B & E	8	32%	2	5	20%
Larceny	11	44%	3	11	44%
Bomb Threat	1	4%	4	4	16%
	<u>25</u>	<u>100%</u>		<u>25</u>	<u>100%</u>

#### OFFENDER

White male	9	36%	Age Range	13-35
White female	0	0%	Ranges:	
			below 17	12 71%
Black male	15	60%	17-21	3 18%
			22-30	1 5.5%
Black female	1	4%	31-55	1 5.5%
	<u>25</u>	<u>100%</u>		<u>100%</u>

SINGLE OFFENDER	18	72%
PAIR	4	16%
GANG	3	12%
	<u>25</u>	<u>100%</u>

CRIME	COMMITTED DURING SCHOOL HOURS	COMMITTED BEFORE/AFTER SCHOOL HOURS
Assault (5)	3	2
B & E (8)	2	6
Larceny (11)	10	1
Bomb threat (1)	1	0

Significant characteristics are the large number of single offenders (72%) and the large number of offenders under 17 years of age (71%). A very high percentage of larcenies (91%) occurred during school hours due to the many thefts of bicycles. The high percentage of black male offenders (60%) correlates with the high percentage of incidents in Zone 3 (44%), the inner core of the City.

A random selection of 50 reports from July - October, 1973, is the basis for the following:

CRIME	NUMBER	PERCENTAGE	SUSPECTS	PERCENTAGE
Assault	4	8%	3	75%
B & E	22	44%	4	18%
Larceny	23	46%	3	13%
Bomb threat	1	2%	1	100%
	<u>50</u>	<u>100%</u>		

Obviously, a great many larcenies and breaking and entering incidents went without apprehension of a suspect. Sixteen of the larcenies involved theft of a bicycle. Twenty of the 22 breaking and entering incidents involved obtaining entrance to the building through a window or screen.

The foregoing section in this chapter on drug abuse briefly pointed out that juveniles in schools are involved in illicit use of drugs. The extent of drug abuse in schools has never been determined. However, a report made by the Office of Criminal Justice Planning to Task Force IV-Rehabilitation (one of several committees doing research on the study Youth and the Judicial Process) stated that in every public and private junior college, senior high school, college, and in some cases grammar schools in the area can be found positive indications of drug traffic. The following are estimates on juvenile users of drugs in Jacksonville taken from research compiled by the Northeast Florida Drug Control Program:

Estimates by:

Police	10 to 15% users (not hard drugs)
Educators	20 to 25% users (not hard drugs)
Students	70% have tried some type of drug at least once

Present programs in Duval County pertaining to school security include the placement of mobile homes for off-duty police officers and their families at selected school sites and implementing a man/dog patrol system at 21 schools during non-school hours. To curb racial problems in the schools, 25 administrative assistants are being used to assist administrators, parents, and advisory committees in preventing and resolving racial confrontations. The Alternative School Program has been formed in the 1972-73 school year to provide classroom experience for dysfunctional students expelled from regular school programs. In addition, the Safe Schools Act will allow the school system to utilize five uniformed officers from the Jacksonville Sheriff's Office plus 36 community aides to conduct various programs for security and counseling on selected junior high and senior high school campuses.

HOUSING PROJECT CRIME

Of grave concern to City administrators and the community has been the amount of crime that has occurred in and around the various housing projects in Jacksonville. Of particular concern are the Blodgett Homes, Golfbrook, and Hilltop Housing Projects. Set forth below are the geographical locations of the foregoing housing projects and a tabulation of crime incidents that occurred in and around these Projects during 1972 and during the period, January - August, 1973.

GEOGRAPHIC LOCATIONS

Blodgett Homes, Reporting Area 52, is situated in Downtown Jacksonville, and is bordered on the northside by East 4th Street, on the eastside by Jefferson Street, on the southside by State Street, and on the westside by Davis Street.

Golfbrook Housing Project, Reporting Area 5, is located in the North Jacksonville-Moncrief area. It is situated between Mount Olive Cemetery, 45th Street, and Brentwood Golf Club.

Hilltop Project, Reporting Area 408, is also located in the North Jacksonville-Moncrief area. It stretches along the southwest border of Golfbrook Housing Project.

CRIME INCIDENTS IN HOUSING PROJECTS

Part I and Part II incidents for the period January-August 1973 are broken down by reporting areas as follows: (see table on next page)

JANUARY - AUGUST, 1973  
(8 MONTHS)

<u>PART I</u>	<u>AREA 5</u>	<u>AREA 52</u>	<u>AREA 408</u>
Homicide	0	0	2
Rape	7	2	3
Robbery	34	27	6
Assault	11	49	17
Breaking & Entering	19	35	13
Burglary	50	47	40
Larceny	415	48	62
Auto Theft	31	14	10
TOTAL PART I	567	222	153
TOTAL PART II	141	105	115
GRAND TOTAL	708	327	268

NOTE: It should be noted that Area 5 statistics include all of Gateway Shopping Center, which would tend to inflate figures for the Golfbrook Housing Project.

- AREA 5: Golfbrook Housing Project
- AREA 52: Blodgett Homes
- AREA 408: Hilltop Project

Part I and Part II incidents for the calendar year 1972 for the same reporting areas are listed as follows:

(JANUARY - DECEMBER, 1972)

<u>PART I</u>	<u>AREA 5</u>	<u>AREA 52</u>	<u>AREA 408</u>
Homicide	0	9	1
Rape	5	12	6
Robbery	23	66	15
Assault	25	101	22
Breaking & Entering	35	42	34
Burglary	30	88	89
Larceny	517	95	66
Auto Theft	39	35	9
TOTAL PART I	674	448	242
TOTAL PART II	187	163	159
GRAND TOTAL	861	611	401

CHAPTER II

PREVENTION OF CAUSES OF CRIME

Strategy 1.1: Prevention of Crime through the Reduction of its Causes

The overall goal of crime reduction can be achieved through two strategies: the prevention of its causes and improved control after its occurrence. The need for developing a strategy for crime prevention is based on the premise that the improved control of crime (which is being committed) can in no way be regarded as sufficient as a crime reduction effort. Control is symptom oriented in nature while prevention is cause oriented. If we are ever to reduce crime we must reduce its causes. Thus, the prevention of causes relates to:

- 1) The reduction of conditions which maintain, promote, or reinforce different types of dysfunctions among the potential offender population, which dysfunctions may be motivating causes for potential offenders to commit crimes, and
- 2) The reduction of those prior events or conditions which influence individuals to commit criminal acts, which individuals may or may not manifest dysfunctional behavior.

This strategy, prevention of crime through the reduction of its causes, is broken down for expediency into two substrategies: 1) "Reduction of Societal and Environmental Conditions Causing Dysfunction or Crime Commission," and 2) "Reduction of Conditions which the Original Occurrence thereof, Maintains, Promotes, or Reinforces Dysfunction." The first substrategy follows.



Substrategy 1.1.1: Reduction of Societal and Environmental Conditions Causing Dysfunction and/or Crime Commission

The targets of this substrategy are those conditions which evoke dysfunction or the criminal act itself. The task involves the reduction of those conditions. The antecedent conditions may exist in society as a whole, in the immediate environment, or within the individual himself. The basic assumptions with regard to the strategy are as follows:

- 1) Societal and environmental conditions are often direct causes which result in crime commission, and
- 2) Certain societal and environmental conditions also cause dysfunctional behavior among certain individuals which conditions, in turn, influence individuals (who manifest dysfunctional behavior) to fall into criminal activity.

The strategy of Preventing the Causes of Crime within the context of the substrategy "Reduction of Societal Environmental Conditions" must be functionalized (implemented) in several ways:

- 1) Effecting crime deterrence (Function 1.1.1.5)
- 2) Reducing the opportunity for criminal activity (Function 1.1.1.6)
- 3) Reducing the potential for gain from criminal activities (Function 1.1.1.7)

Function 1.1.1.5: Deterrence

The deterrent effect is critical to the prevention of crime in that the potential offender's fear of swift, sure and severe punishment by some type of Criminal Justice System response often diverts that potential offender from committing the crime. This deterrent effect is thus directly dependent upon the potential offender's perception of the adequacy of the system's response. The potential offender's perception of the system's effectiveness is partly based on his personal knowledge of the system. The youth who hears another man boasting about the number of burglaries committed without being caught, or how he "beat the rap" in court, begins to feel that the system is ineffective, even though actual statistics may prove the system to be effective.

Present Conditions. Conditions associated here with the function of deterrence, perception and fear, are difficult to measure, although some conclusions can be drawn. WTLV, Channel 12, published A Study of Community Problems in the Area We Serve, dated June 1973, which was based on a survey of feelings the Jacksonville population has on certain community problems. This study revealed that 9.8% of the population view crime as the number one problem in the community. An additional 10.7% of the population look at crime as the number two problem. Another 20.1% of the people felt that drug abuse was either the number one or number two problem. Drug abuse, of course, is closely associated with crime and, in many instances, becomes a crime. In the overall ranking, crime and drug abuse were listed second and third respectively, surpassed only by pollution.

Problem. The offender population, although generally not as articulate and well-read as the victim population, has access to a steady stream of articles and stories presented in local news media which document the steady increase in crime and a corresponding inability of the criminal justice system to deal with crime. Offenders also know that the general public is concerned with the crime problem.

Local news stories highlight the crime picture quite effectively. The Florida Times-Union reported that a recently arrested rape suspect had committed eighteen rapes before being arrested. The news media revealed how a man had committed over twenty-six (26) Part I crimes prior to a final arrest for burglary. Stories such as these leave the general public as well as potential offenders with impressions that the likelihood of being apprehended for committing serious crimes is small.

During the research stage in developing the SABAR study, many convicted felons serving time in the correctional institutions in the State were interviewed. During these interviews, it was learned that convicts discuss among themselves crimes they have committed and methods by which they were apprehended. As a result of these discussions, they pool their knowledge of the police agencies located around the State and actually evaluate and rate the effectiveness of various police agencies. The SABAR research staff concluded that felons in State prison had a thorough knowledge of police agencies, and the rating system (among the felons) was as valid as any system held even among police agencies themselves.

The Office of the Sheriff has taken steps to increase the visibility of police in the streets. One such step is the take-home car plan (Indianapolis Plan) whereby police officers are allowed to take their patrol cars home with them for their personal use while off duty. This program, instituted in 1972, is credited by some

police officials as being at least partially responsible for the drop in the overall crime rate during that year. In spite of this program, the crime rate for Part I crimes rose 7.1% in 1973, increasing almost to its 1971 level.

Tactical Alternative. The local news media should be encouraged to publish more information concerning the arrest and conviction of felons. It is emphasized that the presentation of such news to the community would serve two purposes. First, it would reassure the population they were being protected, and secondly, would inform potential criminals that there is a system which will apprehend and punish them.

#### Function 1.1.1.6: Reduced Opportunity for Criminal Activity

One of the obvious keys to reducing crime is to reduce the vulnerability of the potential targets and victims of crime. A number of studies on criminal activity, including the SABAR study, have indicated that most criminals are amateurs who manage their crimes successfully because there are no effective measures taken to harden their targets. Although it might be impossible to fend off the professional burglar, simple security devices in the home could discourage the amateur. In other words, certain minimum precautions taken to harden the target of a potential offender may be enough to discourage him.

Present Conditions. A recent survey of target victims in Jacksonville revealed a significant proportion of them had not taken adequate steps to defend themselves against criminal activity. However, two crimes for which this did not hold true were murder and assault. For both of these crimes, the largest number of incidents resulted from fights in the home. Domestic homicides accounted for 24% of all murders, and domestic assaults accounted for 39% of all assault cases. Alcohol and drugs contributed to the commission of a significant number of these crimes (16% of murders and 25% of the assaults). The next highest number of incidents happened in the proximity of bars. Furthermore, 73% of all assault victims and 60% of all murder victims knew their assailant. This leads to the conclusion these two categories of crime are "crimes of passion" which result from heated arguments among relatives and friends.

The other types of crime studied, e.g., rape, robbery, burglary, larceny, and auto theft, were significantly different from murder and assault in several respects, as noted in the following table:

<u>Characteristics</u>	<u>Murder</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>B &amp; E</u>	<u>Larceny</u>	<u>Auto Theft</u>
<u>Site:</u>							
Residence	45	44	18	43	73	30	37
Commercial	19	2	50	25	76	50	45
Street	29	46	2	31	0	17	15
Church/School	1	0		1	14	1	3
Other	6	10				2	
<u>Weapon</u>							
Strong-arm	4	65	10	2		95	2
Blunt Object	3			19			1
Sharp Object	1			3		2	
Knife	18	15		6			
Rifle	3			4			
Shotgun	3		10				
Pistol	61	12	43	26	4		1
Other	5		4			3	1
Unknown	2		3				
<u>Relationship</u>							
% known	60%	50%		73%		55%	54%

As seen in the table, weapons are used more frequently for murder and assault

than any other crime. Furthermore, with the exception of rape, a far lower percentage of these other crimes (depicted in the table) take place in homes and the percentage of victims who know their offender declines. A detailed analysis of each will provide a clearer picture of the need for better target hardening measures.

Rape. The most important finding was that 37% of the victims contributed to this crime against themselves. Several of the women for instance allowed the rapist to enter their residences while they were alone, and an even more substantial number accepted rides in automobiles with a (potential) rapist. There were relatively few cases in which the woman was abducted against her will by an unknown man.

Robbery. Although the bulk of robberies occur in open urban areas, these incidents are committed primarily among individuals. The robber's "modus operandi" is either verbal intimidation or strong-arm assault. While these two types make up the majority of the incidents, the more serious part of the crimes are those which take place in residences and businesses. In this category robbers are most often armed; and, these types of robberies oftentimes lead to homicide. The SABAR analysis of robbery revealed of the 70 incidents studied, 48 establishments robbed had taken no precautions against thieves, while 3 had alarms, 3 kept weapons on the premises, five had extra lighting, and one had an off-duty police officer. This fact points up both the lack of private security methods being taken by area businesses, and the likelihood thieves will pick these establishments to rob.

Breaking and Entering (B&E). B & E was second only to petty larceny in the number of crimes committed in Jacksonville, and accounted for 11,341 out of a total of 34,640 offenses in 1973. The seriousness of B & E crimes is further compounded by the fact that in 1973 the clearance rate was only 12.9%.

The SABAR study revealed that of the homes burglarized in 1972, 19% had doors or windows unlocked, which enabled thieves to freely enter such establishments. In 70% of the cases where homes were locked but were still burglarized, it was found that these homes had inadequate locks.

The homeowner is relatively unprotected by the police before the crime occurs, and afterward he receives little relief from the police in the return of his stolen property, or from an insurance company for continued insurance coverage. In the early 1950's, several insurance companies introduced the first comprehensive homeowner's policies (which was a package policy covering the dwelling, contents, personal liability and theft). Because of the problems, including fraud, encountered by the insurance companies, few such comprehensive policies with unlimited coverage for theft are offered today. In many high risk areas of the City such as Springfield and Lake Forest, it is almost impossible to buy a policy which includes any theft and/or homeowners insurance and homes in other areas are finding their policies cancelled or amended as a result of the number of burglaries in the neighborhood. State officials expect this trend toward higher rates and less theft coverage to continue in the foreseeable future if something is not done to reduce the number of home burglaries.

B & E apparently is the one crime that is "easiest to get away with." The 12.9% clearance rate means the possibilities of not being apprehended by the police are high. A selection was made of 50% of the cases listed in the Case File Index of the Criminal Justice Information System (for the period January 1, 1973 to December 13,

1973), and the following was revealed:

- . 326 cases listed in the Index (28.7%) were for B & E offenses;
- . 83 of the 326 cases or 25.4% were nolle prossed;
- . 64 of the 326 cases or 19.6% had no disposition; and
- . consequently, only 54.9% of the 326 cases ended with offenders being convicted and sentenced.

One hundred felony cases bearing no disposition and another 100 cases resulting in a sentence were selected for further review. From these 200 cases, 57 B & E cases were picked at random for detailed analysis. After an analysis of these 57 B & E cases, the following results indicated that:

- . In 13 cases, a warrant for a suspect's arrest had been issued but had never been served;
- . In 26 cases, defendants had been placed on probation;
- . Four cases were nolle prossed; and
- . Twelve of the felons were sentenced either to the county jail or to the State prison.

In addition, in 22 of the cases, the defendant was either allowed to plead guilty to a lesser charge or had other charges pending against him dropped.

Burglary of businesses account for a significant number of all B & E's. These places are quite vulnerable because they are relatively easy to enter during business hours and be scrutinized. Although these establishments are far more likely than private homes to have an alarm system, a truly effective system for the average businessman is too costly, even taking into account insurance companies' corresponding rate reduction. Such systems include a silent alarm with audio/visual monitoring capabilities, which rings in a security firm's headquarters, signaling that security firm to call the police to the scene of the business being broken into.

Inexpensive outside alarms are, of course, readily available. Consequently, these are the most popular systems among small businessmen. They are far from adequate, however, since most professional burglars know how to disarm them; amateurs take a few valuables with them and run before the police arrive, and frequently residents in the vicinity do not report them promptly.

Larceny. This is perhaps the most difficult Part I crime to analyze. Larceny is not a specific type of crime, but an umbrella term for a variety of specific crimes involving the unauthorized seizure of another person's property. Included in this category are shoplifting, purse snatching, pick pocketing, and theft of material (e.g., bicycles) outside an establishment. Quantity wise, larceny is the largest crime in the Index category and is kept large partly because of large numbers of self-service convenience stores which have become easy targets for shoplifters.



The other two crimes in this overall crime category, theft of items outside of an establishment, and pick pocketing, are much more difficult to control. The first of these is brought on, in part, by individuals who leave toys, bicycles, etc., with-in easy access to a potential offender. The second, pick pocketing, is difficult to control due to a lack of visibility of the crime, particularly when committed in large crowds.

Hiring of off-duty police officers or private security guards are measures which the smaller merchandizing firms could employ (and larger ones sometimes do) to safeguard against shoplifting. However, it appears that since most businesses plan in advance to deduct a certain percentage of their sales revenue for losses due to shoplifting, it is not always economically feasible for them to hire off-duty police officers. Losses due to thefts would have to exceed the percentage allowed to be written off before it would become economical to hire guards or police officers.

Auto Theft. This is at least as much a national problem as it is a local one. Although studies in other areas have indicated a significant cause is people leaving their cars unlocked, or leaving keys in their cars, there are no statistics available locally to document this problem. However, in Jacksonville there are a significant number of cars stolen even when car owners have taken necessary precautions against these thefts.

Problems. As shown in the chart on page 55, handguns are by far the most frequently used weapons in the commission of such felonies as murder, assault, and robbery. Many times these weapons are the small caliber, inexpensive and readily available pistol widely known as a "Saturday Night Special." Interviews with police officials in Jacksonville and elsewhere, reveal that carrying such weapons is commonplace in the ghetto areas of the city. A review of murders and assaults taking place outside homes in Jacksonville, indicates frequently an argument in a bar or on the street will end in the use of weapons such as the "Saturday Night Special." It is felt that such weapons should be made illegal, and the police should be given the power to confiscate them, and arrest the persons found carrying them. This would lead to a decrease in these impromptu gun battles in the streets, bars, and homes.

Tactical Alternative. The Florida Legislature should consider legislation to outlaw the sale and possession of these "Saturday Night Specials."

Problem. The number of rapes in Jacksonville has been climbing steadily during the past several years. Sheriff's Office statistics show that the number of rapes climbed to 327 in 1973, an 11% jump over 1972. A survey of rape crimes conducted by this office shows that 50% of all rape victims are 19 years old or younger, and that 71% are under 30.

Tactical Alternative. The Office of the Sheriff together with the Duval County School Board should begin a program of rape education in the public schools for high school females. Such a program should provide them with pertinent information of how rapists usually operate, how these students can avoid dangerous situations, and how to defend themselves if they are attacked. This education should be given by a female police officer.

Problem. Public housing projects in the Jacksonville area have become major sites for serious crime activity. Three of these projects, Blodgett Homes, Golfbrook Housing Project, and Hilltop Housing Project accounted for 942 Part I crimes and 361 Part 2 crimes during the eight-month period from January to August, 1973. Police officers and social workers who have worked in these projects report that many crimes committed in these projects are never reported. Many families living in these projects fear the criminals and fear retaliation when police are called in. In addition, some residents have long regarded police officers as an unwelcomed force, rather than a community service organization.

To create a more positive rapport between police and tenants in the housing projects, the police initiated a Community Crime Committee Program in the Colony Manor Apartments. Represented by the Sheriff's Office at the first meeting of the program were a shift lieutenant, the police public relations specialist, the crime committee's project director, and two beat officers who met with the project's tenant organization. In this setting, the officers were able to outline their conception of the crime problem in the project and receive opinions of the tenants during different meetings. Out of these meetings grew a common understanding and trust between the police and the law abiding tenants of the project. The City-wide Community Crime Committees Program is staffed now by only one police officer.

Tactical Alternative. To help foster understanding and cooperation between police officers and law abiding tenants in public housing, the Crime Committees Program should be expanded by the addition of a minimum of four more police officers.

Tactical Alternative. A supplement to the Crime Committee's approach would be the establishment of pilot programs, on a demonstration basis, of the community service officer's concept at one of the three housing projects: Blodgett Homes, Golfbrook Housing Project, or Hilltop Housing Project. The Sheriff's Office should work jointly with the City's Department of Housing and Urban Development in setting up such a pilot program.

Problem. In 1972, there were 10,619 reported burglaries in Jacksonville; during 1973, this number rose to 11,341, an increase of 6.4%. Home burglaries accounted for 60.2% of the total in 1973, and break ins at commercial establishments accounted for the remaining 39.8%. Since these represent somewhat different problems, they will be treated separately.

Home Burglaries. Home burglaries outnumber the incidents of commercial breakins and robberies in the City, and also account for the largest dollar volume of property stolen: \$140,837.00. Home burglaries is the crime most feared by residents, for this crime endangers not only their property, but also their lives.

Research conducted for this plan also revealed that a substantial number of murders and rapes occur as a result of burglaries of homes.

According to the SABAR study, 19% of those residences burglarized had either doors or windows unlocked. Nonetheless, modern construction techniques used in home building render the burglars easy access even when the homes are locked. Angletatch locks or self-closing latch locks, which are the primary type used on doors of residential dwellings, can be opened easily using a standard plastic credit card. Jalousie window panes are easily removed from the outside, permitting the burglar to

reach in and unlock a door. Some types of inexpensive sliding glass doors can be removed from the outside merely by lifting them out of their tracks. The use of these and other devices in dwellings render them an easy target for burglars whether or not they are locked.

Tactical Alternative. The City Council should consider enacting a minimum security building code which would prohibit the use of inadequate locks.

The SABAR study, as well as testimony from the State Insurance Commissioner's Office, show that many homeowners do not know their homes are vulnerable or what steps to take to protect their homes. Although the police are trying to address this problem through their Community Crime Committees Program, their efforts have met with limited success because of the small number (28) of such committees. However, it is felt that the private industries and firms should also be urged to cope with this problem. During 1972, insurance companies in Florida paid \$51,878,171.00 in claims against their homeowner's multiple peril insurance policies. A very substantial proportion of this was paid on claims resulting from burglary and theft. This shows that insurance companies also have a stake in lowering the number of burglaries in the State. The results of the increasing number and dollar amounts of claims arising from home burglaries have caused many insurance companies to raise their premiums and, at the same time, limit their coverage. Homeowners in some areas of Jacksonville can no longer buy policies which provide theft insurance, or they must pay an extra premium if such coverage is included.

Nor are the suburbs exempt from this problem. A recent survey by the municipal police department in New Orleans showed that the vast majority of those people arrested for committing burglaries in the suburban area lived in the central city, and there is reason to believe that the situation in Jacksonville is similar. Multiple unit dwellings are rapidly increasing as a percentage of new housing. Insurance companies providing renter's insurance to those living in such places have also raised their rates on policies covering burglary and theft. Yet the insurance companies admit that homeowners and tenants who ordinarily are not able to buy theft coverage, might be able to do so if they had proper security devices installed. There are several alternatives in this area which should be considered.

Tactical Alternative. Research has indicated that insurance companies could be encouraged to co-operate with State and local law enforcement agencies in funding and producing movies to demonstrate the techniques used by burglars and the precautions necessary to protect against them. Such movies should be aimed at not only the owners of large suburban homes, but also at the small home owner and the apartment dweller. Attractive brochures (describing the same material) could be printed and disseminated by the insurance companies with their premium notices.

Also flexible rate schedules could be established which would reflect not only the value of the home protected and the probability of its becoming a target (based on the neighborhood characteristics and criminal history), but also the security measures provided for by the homeowner. Such rate schedules could provide discounts based on the security measures taken, or could provide insurance for a home that might not otherwise be eligible for such insurance based on its location. The Jacksonville Police Reserve Organization currently has a program for home security inspections. The forms used by this agency in evaluating the security of a home could

be used by insurance companies as a basis for reduced rates. Although such programs as those described above involve considerable time and money contributions from the Florida insurance industry, these programs should more than pay for the investment by lowering the amount of claims resulting from home burglaries, and by providing income in the form of homeowner's premiums from homes which would not otherwise be insured.

Tactical Alternative. Another alternative in this area is the establishment of a tactical police unit. Such a unit could blanket an area of the city which is experiencing a high rate of home burglaries. Since most such crimes take but a few minutes to commit, response time is of the utmost importance. If several additional cars were placed in a given area to receive only those calls relating to home burglaries in that area, it is felt they would be able to be on the scene moments after the call was received at the station.

Problem. Environmental design is another element to be considered. The amount of lighting in the area, the set back of the housing from the street, the closeness of neighboring homes, and the amount of traffic on the street are all factors which contribute to a home's relative safety. The architectural design of apartment complexes is frequently cited as being a contributing factor to crime in the complex. A book entitled Vertical Ghetto, subscribed to by students and professors in the fields of Political Science and Social Science, was based on a study of the Pruitt-Iago housing project in St. Louis, Missouri. The authoritative source states that the designs of buildings are highly conducive to crimes such as rape and robbery.

Tactical Alternative. Plans for new towns, subdivisions, and multiple unit dwellings in Jacksonville should be submitted to the Jacksonville Area Planning Board, and carefully studied to ascertain if there is anything in the design which would be conducive to crime.

Break ins at Commercial Establishments. This category of crime accounts for 39.8% of all burglaries in the city. The tactical alternatives to combat this type of crime are, in many cases, the same as those for combating home burglaries, with several exceptions. While the use of electronic alarms is far more frequent among businesses than private homeowners, this use does not guarantee the security of a business. On the other hand, smaller businesses such as convenience stores and taverns, often cannot afford sophisticated silent alarm systems and must rely on inexpensive systems such as the traditional bell alarms. Such systems have proven ineffective due to the necessity of relying on neighborhood residents to notify police officials. In such circumstances, a tactical unit would also be very effective. Already purchased by the Sheriff's Office with LEAA money are several ABAR electronic surveillance units. When activated, a silent alarm rings in police headquarters, and a pre-recorded message is sent via police tactical frequency to tactical units in the specified area.

For larger stores and financial establishments, far more sophisticated equipment is available through several private alarm companies in the city. Such alarms can be triggered by either sound waves, body heat, or other means. Once triggered, they sound the silent alarm in the security firm's monitoring offices either by an automatic telephone dialer or microwave radio. Additional devices can be installed to insure channel integrity. In some cases, once the alarm has sounded, it permits the person monitoring the line in the security firm to see and/or hear what is going on in the business. In other cases, the security firm has its own

patrol cars which are radio dispatched to the scene. In either event, these firms obtain precise information regarding criminal activity. This information can then be passed on to police for proper investigation (and subsequent arrest).

Under present circumstances in Jacksonville, monitors of such systems must dial the police via telephone and supply to the police communications specialist their name, the name of the firm, the address of the alarm, and the nature of the call. Security firms could obtain a quicker response time in such cases by leasing direct land lines to the police communications center. Automatic and immediate connection to the police would then be issued at all times. They could then tell the communications specialist the name of their firm, the address of the alarm, and whether they were in audio visual contact with the establishment or had a man on the scene. This would cut down on the time necessary to communicate the information, and would provide the police with reliable information on whether there was a robbery in progress or if it was merely a silent alarm without monitoring capability.

It is therefore recommended: 1) the City attempt to arrange with the telephone company a single unit price for the leasing of such land lines; 2) a direct line receiver be installed in the police communications center; and, 3) the police provide training for private security personnel in police communications procedures.\*

An area of control which needs upgrading is that of private security guards in Jacksonville. A survey completed by the Office of Criminal Justice Planning in the early part of 1973 indicated that approximately 50% of the personnel in some of the security firms are past retirement age; that despite the fact that many guards are required to carry handguns, they are provided little or no training in the care and handling of these weapons; that inadequate background investigations are conducted so men who may have criminal records in other parts of the country or State can still be hired; and that some of these guards are called on to guard dangerous posts such as liquor bars.

Spokesmen for several such firms in the city cited various reasons for the current situation. The principal reason given was money. Most security guards in the city make from \$1.60 to \$2.20 per hour, and the guard firms say that their clients, including some city agencies, are unwilling to pay the companies enough to offer adequate salaries. Other reasons cited were no training facilities, high competition between firms, high personnel turn over, and rising costs for training and equipment. One such firm, however, has begun a self-improvement program. A local security guard company has recently completed the construction of a new building which has adequate training facilities, including an indoor firing range. It is attempting to divide its guard force along functional lines. A class 1 guard would be primarily a night watchman who would receive a minimum of training and would not be required to carry a weapon. A class 2 guard stationed at the gates of large industrial concerns would have intensive training in weapons and would carry a gun. A class 3 guard, more professional than the other two classes, would be trained in patrol techniques and self-defense as well as weapons, and would handle such posts as a walking beat in a shopping or warehouse district. Such a program, if followed by other companies, would prove quite beneficial in upgrading the level of service offered by such companies, and would make the private security guard a useful adjunct to the regular police department.

\* Most of the costs would be borne by private security firms.

Tactical Alternative. In order to provide adequate standards for security guard firms and to encourage the upgrading of such firms, the city should pass the ordinances necessary to set minimum standards for security guards, including provisions for these firms to provide police approved training courses to their employees.



#### Function 1.1.1.7: Reduction of Potential Gain from Criminal Activity

The commission of a crime involves a degree of risk. There is the chance, however, small, that the offender may be caught and punished. The potential offender, therefore, must decide that in committing the crime the gain he will receive is worth the risk involved. This concept is particularly applicable to property crimes, where the objective of the criminal is to steal something of value that belongs to another. Therefore, to reduce such crimes, one can either increase the risk of apprehension and/or decrease the potential gain.

Present Conditions. In 1972, the total property stolen for all types of crime was valued at \$6,369,772.00; the value of the property recovered was only \$1,543,044.00. During 1973, the value of the property stolen rose to \$8,157,195.00, an increase of 12%, while the value of the property recovered decreased to \$1,452,750.00, a drop of 1%. Every category of property crime increased in numbers in 1973, and every category showed a corresponding increase in the value of property stolen in each incident,

#### Average value of property stolen per incident

<u>Crime</u>	<u>Incidents</u>	<u>Property Stolen</u>	<u>1973</u>	<u>1972</u>
Robbery	1,631	\$ 270,641	\$ 165.93	\$ 150.18
Burglary	11,341	3,030,778	267.24	260.43
Larceny	16,764	2,032,032	121.21	106.03
Auto Theft	2,508	2,823,465	1,125.78	889.42

Problem. As shown in the chart above, burglary had the lowest dollar-per-crime increase from 1972 to 1973. It nevertheless accounted for the largest dollar volume loss of any type of crime. The greatest part of this total is accounted for by home burglaries. There are several reasons for this, including the relative vulnerability of private residences as pointed out earlier. Economic inflation has increased the dollar value of many items found in private homes. A color television set sold two years ago for \$200 may sell today for \$225-\$250. Another reason is the increased number of items in today's home which items have a high market value. Consequently, many luxury and convenience items found in modern homes rate high as targets for property crime. Although cash, jewelry, and furs are potential targets for burglars, offenders can oftentimes make a better or quicker profit from stolen household convenience items such as color televisions, etc.

Operation Identification is one method of coping with the problem of property crime. This operation is aimed at increasing the possibility of recovering stolen items. It requires that items be marked for easy identification so as to be easily traced. Despite a massive publicity campaign, however, only 19,000 families in the Jacksonville area have participated since Operation Identification began in 1972. This apparent lack of interest coupled with the inaccessibility of the equipment has made this program ineffective.

Tactical Alternative. Operation Identification should be continued but equipment should be made more accessible and the program should be given more publicity.

Tactical Alternative. Requesting merchants to list serial numbers of the items they sell would increase the item's traceability.

Problem. Because of the abundance of modes of transportation, "fencing" stolen goods has become far easier and safer. Once a burglar has enough stolen property to make a trip worthwhile, he can travel to other major cities in the Southeast and "fence" his stolen property in those cities, knowing that there is little risk of the stolen items being traced back to Jacksonville.

Tactical Alternative. One method of stopping this kind of illegal traffic between cities is through common anti-fencing measures. Lists would include descriptions and serial numbers. Police located in the various cities could "visit" known fencing operations to see if any of the listed items were there. Presumably such police operations would make fencing of stolen property far more dangerous than it is, eliminate some of the known fences, and make stolen items far more difficult to dispose of.

Another facet of the fencing problem is the ease with which small amounts of stolen items can be disposed of in the city through second hand shops. Unlike the pawn shops which are now required to maintain internal records of all transactions, second hand shops are required to prepare transaction (sales) slips, but are not required to keep records of them.

Tactical Alternative. The City Council should consider passing an ordinance requiring that second hand shop dealers keep records of sales for periodic inspection by the police. This would, of course, require more police personnel to monitor these shops.



Substrategy 1.1.2: Reduction of Conditions Which Follow the Original Occurrence of, Maintain, Promote, or Reinforce Existing Types of Dysfunction

Antecedent events and conditions which evoke dysfunction cannot be eliminated completely. Existing conditions or a totally new set of conditions may maintain or reinforce a dysfunction. The objective of this function, therefore, is to reduce those conditions which are maintaining or reinforcing dysfunction. These conditions may exist in society or immediate environment, or possibly in the individual himself. The basic assumptions in regard to this substrategy are as follow:

- 1) The continuation of certain types of dysfunction (e.g., unsteady employment or poor working habits) is often reinforced by the continued existence of the conditions (e.g., alcoholism) which conditions may have caused these dysfunctions;
- 2) Societal responses and environmental pressures (consequent conditions) relating to dysfunction will also increase the individual's propensity to continue that dysfunction;
- 3) The reason for concentrating on the remediation of a dysfunction is that its prevalence among certain individuals may in fact influence these individuals toward criminal activity.

Certain characteristic behaviors can be associated with criminal offenders as a whole. Authorities associated with the Division of Youth Services state that the juvenile offenders often exhibit ungovernable behavior and frustration due to lack of academic success, and emotional problems as a result of poor family relationships. Approximately 25% of the juvenile offenders have a record of truancy, while 10-15% actually drop out of school. According to the Parole and Probation Commission's local staff, many of the adult offenders are unskilled and unemployed. This fact is further supported in a jail study conducted in September 1973 jointly by the Department of Human Resources, Sheriff's Office, Jails and Prisons Division, and the Office of Criminal Justice Planning. A total of 2,011 offenders in jail were surveyed for this study with the results showing that 55.7% had no high school education and 32.5% were unemployed (prior to going to jail). Also, 940 of these offenders were being held for committing alcohol-related offenses.

It may therefore be assumed that the above conditions which evoke dysfunction among the offender population, also could evoke dysfunctional behavior among others in the general public, resulting in criminal activity.

Function 1.1.2.1: Improve Personal Health Related Conditions/Responses

Certain mental and physical health conditions manifested by dysfunctional individuals are addressed here. If the function of improving health related conditions (which conditions are maintaining or promoting a state of dysfunction) is properly implemented, then dysfunctional individuals will find it easier to adjust to their environment and will be less inclined to participate in criminal activity.

Present Conditions. Jacksonville suffers the myriad ills of all progressive communities: ecological disorders of urban blight, pollution, congestion, and the traditional social problems of poverty, psychosis, and delinquency. In regard to personal health conditions, alcoholism and drug abuse are the two most noticeable conditions resulting from societal and environmental pressures in Jacksonville. Alcohol abuse and drug abuse definitely reinforce and/or promote dysfunctional behavior among individuals. Of the 32,783 individuals arrested in Duval County in 1972, 6,886 were arrested for drunkenness and 5,449 were arrested for DWI. In addition, 2,219 were arrested for drug and drug-related offenses.

Drug and alcohol problems are more serious than arrest statistics will show. A fact sheet, promulgated by the Mental Health District Annual Work Program, states that four percent (4%) of the total population of Florida are alcoholics. If that same percentage is applied against the population of Jacksonville, but increased to five percent to compensate for an urban population as opposed to a mixed urban/rural population of the State, then the number of alcoholics locally is estimated to be at least 25,000.

As noted in Chapter I, those individuals 14 years old and older in Duval County who are involved in drug abuse total at least 48,700. This does not include heroin addicts. The aforementioned fact sheet, however, states that Jacksonville has some 5,000 heroin addicts.

According to the staff of the School Board's Admission's Office (Coordinator of Pupil Assessment), the School Board has approximately 8,500 files on school children (ages 5-18) who are in need of some kind of personal health attention.

Problem. The identification of and assessment of the total extent of alcohol abuse and drug abuse on a City-wide basis has never been attempted. Consequently, the actual number of individuals involved in drug abuse or alcohol abuse in Jacksonville is still an unknown quantity. It is true that the Resource Planning Corporation has completed a Statewide survey on drug users and drug abuse, and information derived from that survey has been useful for estimating the extent of drug abuse locally. Nonetheless, a need still exists at the local level to determine how many people are involved in alcohol abuse. Once such a determination is made, then the City of Jacksonville can effectively plan resources and manpower to address health conditions which are drug and alcohol related.

Tactical Alternative. Jacksonville's Alcoholic Detoxification and Treatment Center should keep an account of every single client who enters that Center. With the implementation of the Myers Act, and the corresponding increased influx of clients, such an account will become a useful survey tool for determining the index of alcoholism here in Jacksonville.

Problem. Treatment services for alcoholics are, at present, fragmented. Good communications are lacking among the various agencies: mental health centers at St. Vincent's Hospital, at University Hospital, and at the Alcohol Detoxification and Treatment Center. A need exists for establishing overall assessment and treatment policies, and also for one specified agency to have a leadership role to pull together a current disjointed effort that now exists among these various agencies.

Tactical Alternative. The City's Department of Health, Welfare and Bio-Environmental Services should assume the coordinating responsibility and play a major role in developing and coordinating medical resources and treatment for alcoholics and people involved in alcoholic abuse.

Problem. The general public is ill-informed as to the nature, extent, and consequences of drug abuse. The general public is also ill-informed as to what resources are available for the rehabilitation of drug abusers and the prevention of drug abuse. In addition, it appears that the general public is apathetic toward alcoholism and alcohol abuse and, moreover, fails to estimate the dangers that alcohol poses to general health conditions.

Tactical Alternative. A comprehensive and continuing multi-media information services program concerning drug abuse and alcohol abuse should be developed and coordinated through the efforts of Department of Health, Welfare and Bio-environmental Services.

The LIFE Drug Education Program should continue to provide telephone information service and to make public information presentations regarding drug abuse.

Problem. The drug abuse issue is currently popular in schools, but through an unorganized anti-drug program being conducted by many teachers usually working singly. This disorganized approach by teachers who are not knowledgeable enough about drugs appears to be producing false information which, in turn, is having a negative effect on students. The issue of alcohol problems is practically ignored in schools.

Tactical Alternative. Public and private schools at all grade levels, especially elementary and junior high levels, should expedite enforcing the Comprehensive Health Education Act. This Act stipulates that the schools include in the curriculum a fact-filled approach concerning personal decision-making in regard to drug and alcohol abuse. A course of this nature would necessarily be taught by a qualified instructor who is aware of the legal, biological, social, and psychological aspects of drug use and alcohol use.

Problem. The problem of school age children in need of psychiatric and general health care has been pointed out under the aforementioned "Present Conditions" section. To reiterate here, some 8,500 school children are in need of personal health care; of that 8,500, over 700 have been identified as needing psychiatric help.

Tactical Alternative. To address psychiatric needs of juveniles, the City's diagnostic evaluation program should be not only continued, but also expanded in order to serve emotionally disturbed children who appear destined to enter the criminal justice system. The program at present is geared to serve 500 youth each year; it should be expanded to serve at least 1,000.

# Function 1.1.2.2: Promotion of Occupational Opportunities

A condition which might contribute to the maintenance or furtherance of various types of dysfunctions and potential for criminal involvement for the individual manifesting that dysfunction is the lack of occupational opportunities. In this regard, it is assumed that a lack of certain skills or employment opportunities based upon poor training in terms of home and family life, and poor education and vocational occupation, as well as poor placement or employment options, contribute to the problems an individual has, which problems relate to his dysfunction and potential for subsequent criminal activity. The improvement of this function would involve a response to these types of conditions which promote or maintain the dysfunction.

Present Conditions: According to Technical Report 2, entitled Employment and Economic Trends and Outlook 1960 - 1980, prepared in 1972 by Gladstone Associates, the sub-employment rate for Jacksonville's black population in 1970 was estimated at 33%. One person in three who could be productively employed was either unemployed, unable to find a full-time job and working only part-time, employed but at poverty level wages, or had given up seeking employment and had dropped out of the labor force. Among black males, the sub-employment rate was 37.2%, a rate which was nearly three times the metropolitan area's unemployment rate. There are no positive indications that this situation has improved substantially since 1970.

## COMPARISON OF UNEMPLOYMENT AND SUB-EMPLOYMENT RATES

### JACKSONVILLE METROPOLITAN AREA IN 1970

<u>Black Population</u>	<u>Unemployment Rate</u>	<u>Sub-employment Rate</u>
Male	4.5%	37.2%
Female	7.4	28.1
Total	5.9%	33.0%
<u>Total Population</u>	<u>Unemployment Rate</u>	<u>Sub-employment Rate</u> <sup>1</sup>
Male	2.2%	15.0%
Female	4/2	13.4
Total	2.9%	14.4%

## SUMMARY OF SUB-EMPLOYMENT RATES BY COMPONENT

### IN JACKSONVILLE, FLORIDA 1970

#### Black Population<sup>2</sup>

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Unemployment	4.5%	7.4%	5.9%
Labor Force Dropout	16.2	1.9	9.6
Part time for Economic reasons	1.8%	1.5%	1.6%

### Total Jacksonville Population

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Unemployment	2.2%	4.2%	2.9%
Labor Force Dropout	6.3	1.0	4.3
Part time for Economic reasons	.8%	.7%	.8%

### Employed, Earning Below Poverty Level

#### Black Population

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Family Heads	10.7%	12.4%	11.4%
Individual	3.9	4.9	4.4
Total Sub-employment Rate	37.2%	28.1%	33.0%

### Employed, Earning Below Poverty Level<sup>3</sup>

#### Total Jacksonville Population

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Family Heads	3.7%	4.7%	4.1%
Individual	2.0	2.8	2.3
Total Sub-employment Rate	15.0%	13.4%	14.4%

1. Includes unemployed, labor force drop-outs, persons working part time for economic reason, and those working full time but earning wages below the poverty level.
2. Based upon sample.
3. Source: U.S. Census, 1970; U.S. Bureau of Labor Statistics; Gladstone Associates.

Problem. Interrelated with the inability to secure a satisfactory job position, is the performance of an individual in school. Truancy from school, dropping out of school, and being suspended from school are all indicators that a personal problem or conflict exists. According to the annual suspension summary compiled by the Duval County School Board, 15,547 students were suspended from public schools during the 1972-73 school year. It also has been reported that 58 students were arrested during the first two months of the 1973 school year.

A few public high schools in the Jacksonville area offer occupational training to their students. The programs, set up at Ribault, Raines, and Terry Parker high schools, include training in such areas as cosmetology, television repair, and auto mechanics. Technical High School in Jacksonville enrolls approximately five hundred students in various vocational and technical training programs. Many students who choose not to attend college after high school can benefit greatly by being trained for an occupation in high school. In most instances, students are more highly motivated to study in school if an intrinsic goal instilled in a student by vocational education is that of feeling responsible, competent, and needed. These intrinsic goals when met by the vocational student result in enhancing extrinsic goals of job accessibility and a personal income. Oftentimes when an interest in an occupation is nourished in a student, he will find cause to stay in school rather than drop out because of the frustration caused in lacking interest in the standard curriculum.

Tactical Alternative. More vocational training programs should be made available to the students in the Jacksonville public schools in order to allow more students to experience a feeling of success in school and to later become productive members of society.

Problem. There exist in Jacksonville today two public schools which deal specifically with dysfunctional youths. These schools offer vocational training to students who have been expelled, arrested, or suspended from the regular classroom. The basic reading and mathematics that are taught in these alternate schools are associated closely with various training skills areas, which association is sometimes a motivating factor. Approximately 330 students are being served through the Stanton Annex, and the Darnell Cookman program. The alternative school concept is a necessary one in view of the fact that 15,547 students were suspended from public schools during the 1972-73 school year, according to the annual suspension summary compiled by the Duval County School Board. The needs of the majority of dysfunctional students are not being met in such a narrow scoped program.

Tactical Alternative. In an effort to meet the needs of disruptive students, expansion of the alternate school concept is a need which the School Board should face.

Problem. Authorities in the School Board feel that psychological testing should be required for each student who is referred from the regular classroom into the alternative school. In this way, students who would not benefit from such a program could be screened out, and, moreover, the results of the exam would give the teacher in the alternative school a better understanding of the needs of each child.

Tactical Alternative. In an effort to screen students entering the alternative school, the School Board should consider requiring a psychological exam for each student referred from the regular classroom.

Problem. In view of the fact that the alternative school concept is relatively new, little follow-up has been undertaken in the area of evaluating the effectiveness of the present alternative school concept. In order to be able to determine the value of this program, some feedback is needed.

Tactical Alternative. In an attempt to evaluate the effectiveness of the alternate school concept, it is recommended that the School Board consider conducting follow-up studies of students leaving the alternative school.

Problem. One Career Education Center program currently exists in the school system to teach vocational skills such as bricklaying and welding to school dropouts and potential dropouts. According to the School Board, this program has proven to be successful. A study is currently being conducted to determine how to expand the Career Education Center concept in view of the following: 1) number of applicants, 2) resources available, 3) demand for skilled personnel.

Tactical Alternative. The Career Education Center concept is considered most valuable and should be continued and expanded.

Problem. The issue of school disruption is certainly not a new one. Most certainly the history of schools in the United States would need to have a significant chapter or two devoted to the issue of disruptive students for that history to be truly representative. Although disruption by students is not a new occurrence in American schools, it has become a more frequent occurrence which is involving greater numbers of students. In Florida, the issue of disruptive students has affected every school system and has resulted in losses of both future manpower available to the State and school resources in terms of specialized programs, repairs, security, etc.

Authorities of the Child Protective Services, Division of Youth Services, and Duval County Public School System have pointed out the need for early identification and counseling of dysfunctional youths. Authorities agree that a child who is experiencing problems, whether they be emotional, physical, or behavioral, can be detected through careful observation. Many times if a child's verbal skills drop markedly from the first to the second grade, he should be tested to discover the problem that caused such an adverse change. According to a study conducted by The Governor's Task Force on Disruptive Youth, the issue of disruption is not only a student problem but also a teacher and school administrator problem. Identification of those exhibiting anti-social behavior is possible for teachers in schools because they see the children daily. The teachers in the public schools, if trained to merely recognize the characteristics of a troubled child, could then refer the student for further testing. The objective of such a program is early identification of potentially delinquent behavior and the referral of the child and his family, through proper channels, to appropriate resources to hopefully forestall delinquent behavior.



Tactical Alternative. In-service teacher training programs should be initiated with emphasis on problem identification, conflict resolution, and human relations. College and universities should continue in the direction of reorienting teacher training in order that future teachers will learn to detect behavior which gives warning of possible delinquency.

Problem. Based upon the data collected by the Governor's Task Force on Disruptive Youth, it is assumed that the availability and utilization of psychological services is a possible detriment to disruption. Referral sources include school counselors, school psychologists, and social workers. The existing counselor-to-student ratio is 1:425. With such a high ratio it is not possible for the counselors to spend time with individual students to discuss their overall needs.

Tactical Alternative. It is therefore suggested that the School Board consider hiring additional student counselors in an effort to address the personal needs of students.

Problem. The current school social worker-to-student ratio is 1:3,000, in contrast to a suggested ratio of 1:1,500. The school psychologist-to-student ratio in the Duval County public schools is 1:10,000; it is suggested that a ratio of 1:5,000 is needed for adequately handling the needs of disruptive children and children in need of psychiatric evaluation or treatment.

Tactical Alternative. As a detriment to disruption in the schools, it is suggested that funds be included in the School Board budget to allow for additional school social workers and school psychologists.

Problem. The Manpower Division of the Department of Human Resources has as one of its functions the training of unemployed and underemployed citizens and their subsequent job placement. Citizens seeking employment first are screened at the State Employment Agency or Youth Opportunities, Inc., where their skills aptitude and present capability as well as educational functional level are assessed. One who is unskilled or desires to improve his skills and is literate may be referred to Manpower Division, thence to the proper training agency to learn the trade he has chosen or is qualified for. The training program also is based upon the needs that various industries have indicated. One of the largest programs in Manpower is the MDTA, Manpower Development Training Agency. This agency's staff reported that in 1973, 95% of their clients were able to assume positions in their area of training. Thus, MDTA appears to be one of the more successful programs within Manpower Division.

Problem. The fact that clients can only be referred to Manpower Division by the State Employment Agency or Youth Opportunities is a drawback for citizens who for various reasons, do not impress employment agency workers enough to be referred to a training program, or who have no knowledge about training programs sponsored by Manpower Division.

Tactical Alternative. - The authorities at the MDTA program expressed the need for an outreach facility program, which program would assist additional individuals (who have no knowledge of or access to the present referral system) in becoming eligible for training through Manpower Division.

Problem. Another concern of the MDTA officials is that during training sessions, some students are interrupted due to students having physical illnesses.

Tactical Alternative. It is recommended that a physical examination be required for all incoming candidates before they are allowed to enter the training. In instances where such things as dental caries, lack of hearing and/or vision acuity are found, referrals can be made to the Vocational Rehabilitation agency where these problems can be attended to before occupational training begins.

Problem. Manpower Division officials contend that many of the women being trained need child care services for their small children, but in fact cannot afford such services. Consequently, female trainees must miss training sessions in order to take care of their children.

Tactical Alternative. A free child care center should be established in order to care for children when their mothers are in training sessions.

Problem. Adult basic education classes as well as vocational training courses are conducted by the Florida Junior College at Jacksonville. Special grants can be obtained to pursue these courses but, the needs of poverty level individuals are still unattended. The MDTA is now offering a small-scale adult basic education program which could be considered as an alternative for those who cannot afford to attend Florida Junior College.

Tactical Alternative. This alternative basic education program now being offered by MDTA should be expanded and use should be made of outreach facility to assist individuals in becoming eligible for this program.

### Function 1.1.2.3: Socialization

Improved socialization of individuals having dysfunctions which dysfunctions are related to interpersonal relationships is critical. Improving socialization is critical. Improving socialization is critical in helping dysfunctional individuals adjust to society in general, and adjust in interpersonal relationships with their peers, employers, families, school teachers, etc. Improving socialization also is critical in disrupting adverse conditions which are maintaining or compounding those dysfunctions and thereby creating a setting for criminal activity. It is thus assumed for planning purposes that socialization means the improvement of those conditions and responses affecting the manner in which a person relates to others in his or her environment and the way others relate to him or her.

Present Conditions. Concerning labor turnover rates, the technical report, Jacksonville: Employment and Economic Trends and Outlook 1960 to 1980, included information as follows: During 1970, both the accession rates, including new and re-hires, and new hire rates for Jacksonville were considerably above those for both the region and nation indicating a strong labor market. On the negative side, the Jacksonville area had separation and quit rates which likewise were considerably higher than the comparable rates for the region and nation. The layoff rate, however, for Jacksonville was in line with regional experience and is slightly below that for the nation. Such information is tabulated here:

#### Comparable Labor Turnover Rates Jacksonville, the Region, and the Nation

	<u>Comparative Rate</u> <u>Jacksonville</u>	<u>Region</u>	<u>Nation</u>	<u>Jacksonville as</u> <u>a percent of</u>	
				<u>Region</u>	<u>Nation</u>
Accessions	6.4%	3.9%	4.0%	160.0%	160.0%
New Hires	5.2%	2.8%	2.8%	190.0%	190.0%
Seperation	6.9%	4.4%	4.9%	160.0%	140.0%
Quits	4.3%	2.1%	2.1%	200.0%	200.0%
Layoffs	1.4%	1.4%	1.8%	100.0%	77.0%

Source: U. S. Department of Labor, Gladstone  
Associates

In order to prevent individuals who are already manifesting dysfunctional characteristics from becoming further dysfunctional, emphasis must be placed on detecting the causes of disturbance in that individual. The most practical facility for assessing the conditions of an individual's total mental and physical health is in the schools. The key to effective prevention is early detection of dysfunctional personality characteristics and early detection capabilities lie in the youth of today.

Problem. As mentioned in the first problem under Function 1.1.2.2, truancy from school, dropping out of school, and being suspended from school are all indicators that a personal problem exists. According to the annual suspension summary compiled by the Duval County School Board, 15,547 students were suspended from public schools during the 1972-73 school year.

Tactical Alternative. In order for teachers to detect dysfunctional behavior patterns in children, in-service teacher training programs should be initiated to center on detecting the kinds of behavior which give warning of possible delinquency.

Problem. To address juvenile behavioral patterns in schools which patterns are often a result of interpersonal problems, the school systems need other specialized personnel. As pointed out under Function 1.1.2.2, the existing counselor-to-student ratio is 1:425. With such a high ratio, it is not possible for the counselors to spend time attending to the overall needs of individual students.

Tactical Alternative. It is therefore suggested that the School Board consider hiring additional student counselors in an effort to address the personal needs of individual children.

Problem. The current school social worker-to-student ratio is 1:3,000, in contrast to a suggested ratio of 1:1,500. The school psychologist-to-student ratio in Duval County public schools is 1:10,000; it is suggested that a ratio of 1:5,000 is needed for adequately handling the needs of disruptive children and children in need of psychiatric evaluation and treatment.

Tactical Alternative. As a detriment to disruption in the schools, it is suggested that funds be included in the School Board budget to allow for school social workers and school psychologists, in addition to those currently provided.

Problem. Drug abuse experts now recognize that it is often necessary to equip youngsters to deal more effectively with life, so they will not resort to drug abuse. The burden for accomplishing this rests primarily with families and schools. There is a need for schools to develop family life curricula that are not focused on drugs alone. The emphasis here should be on enhancing self-understanding, intrafamily relationships, and the role of the family in society. If schools deal with these subjects from the earliest grades, drug use and abuse would be better understood and thereby would be stripped of its more sensational aspects. Such a course would necessarily be taught by a qualified instructor who is aware of the legal, biological, social, and psychological aspects of drug and alcohol use.

Tactical Alternative. In an effort to incorporate such a course into the public and private schools, it is recommended that the school system expedite implementing provisions of the Comprehensive Health Education Act.

One of the most effective ways of keeping children from being declared delinquent is to keep them from the juvenile courts system. This method is recommended by the President's Task Force on Juvenile Delinquency which favors broad-based community action to create a youth services bureau. A child who shows potentially delinquent behavior could be referred by appropriate authority to the bureau for professional help and guidance in getting at the causes of his delinquency before an actual delinquent act occurs. It is estimated that over 50% of the 7500 children who were apprehended in 1972 were released without any professional guidance because their acts did not warrant court intervention. The community of Jacksonville is planning to take on a greater responsibility for providing effective out-of-court services for youth when their troubling behavior first comes to public attention. Some youngsters need no intervention beyond police warning or friendly counseling. Others need to be helped, without being stigmatized in the justice system if they are to solve the problems that lead to their misbehavior. The establishment of a Youth Resources Bureau is a promising approach to delinquency prevention which will be implemented within the next few weeks in Jacksonville.

Tactical Alternative. The community should support the Youth Resources Bureau program; without adequate community-based prevention programs, juvenile delinquency will probably continue as a serious contributor to the overall crime problem.

Problem. In recent years, authorities such as the Division of Youth Services have expounded on how the environment in which a child is reared can in itself be a cause for juvenile delinquency. The supposed causes include such things as broken homes, city slums, gangs, etc. However, one must look even deeper than environment alone to find causes. The causes are often matters of individual personality development. According to the Division of Youth Services (A Manual For Field Services Foster Group Home Program, page 1), the development of a normal personality in our American society entails an individual being born into a normal home with a father, a mother, and one or two brothers and sisters. His mother loves him, his father enjoys him, and his brothers and sisters play with him. In this environment, the infant and pre-school child develops relationships with other people normally and without stress. He learns the norms of society and by the time he starts school, he has already learned and accepted a system of basic values.

The Manual For Field Services states further that the personality is launched during adolescence. If the early training was in line with society's values and expectations, and the adjustments have been easy and free of conflict, the launching takes place spontaneously and without stress. He is ready for society and society is ready for him. Too many people, however, do not enjoy the ideal early home life. For various reasons they 1) do not receive proper parental guidance, and 2) they are not given the time to absorb society's values; thus, they do not get the love and care they require. In order to make up for these shortcomings, the individual may adopt any of a number of defenses:

- . He may seek satisfaction elsewhere.
- . He may withdraw into himself, building a shell to protect himself from hurt and rejection.
- . He may return the hostility of society that has failed to accept him; and thus, later, delinquent and criminal behavior is born.

The one alternative for the emotionally upset child or child who has not had the advantage of living in the "ideal early family life style" depicted in the Manual, is the Foster Group Home concept approach. Ideally, Group Home parents should be warm, accepting, understanding individuals, fully capable of setting reasonable limits for delinquent children. Jacksonville has begun a Foster Group Home program for delinquent or CINS children.

Tactical Alternative. Additional Foster Group Homes should be set up for the abused child, the drug abused child, the street child, disturbed adolescent, and the emotionally upset child, to give temporary shelter as well as immediate social, legal, and medical assistance. Such homes would be established for delinquent as well as for pre-delinquent youths who need a place to properly grow up and learn to accept society's norms.

Problem. The runaway child many times has an interpersonal conflict at home with which he alone can not cope. The lack in Jacksonville of a non-secure facility, public or private, for housing transient pre-delinquents generally makes necessary their incarceration in the City's Youth Detention Center. Needless to say, this comingling of pre-delinquents with delinquents is far from being an ideal arrangement. There is abundant literature to document the fact that the locking up of pre-delinquents, particularly with confirmed delinquents, often contributes to the further alienation of the former and becomes the fateful step into paths of delinquency and criminality. The current proposal to establish a non-secure Transient Youth Center in Jacksonville for male and female juveniles will serve to divert pre-delinquent transients from confinement and obligatory association with delinquents, and provide the necessary services for reuniting them with their families.

Tactical Alternative. The City of Jacksonville should support the Transient Youth Center program and consider expanding the program after this program has been in operation long enough to prove its success.

Problem. At the Beaches area, the only alternative to the formal Juvenile Justice System and adjudication in handling potential delinquents is the Beaches area Boys Club. Due to the lack of local funding, the Boys Club is understaffed and underequipped to handle a comprehensive diversion program. In 1973, 625 juvenile arrests were made at the beaches while another 1200 juvenile cases were handled by the police without formal action.

Tactical Alternative. To help reduce juvenile delinquency at the Beaches area, diversionary services should be rendered to include counseling, tutoring, and recreational facilities for a minimum of 400 to 600 boys. Consideration should be given by the Beaches to exploiting the expertise and management capabilities of the already-established Boys' Club program in Jacksonville.



CHAPTER III  
CONTROL OF CRIME

Strategy 1.2: Crime Control

The control strategy relates to the improvement of all efforts which are taken after the occurrence of a crime. Control involves a symptomatic response to crime and is critical if society is to be protected from further criminal activity by the perpetrator. The control function is directed at providing for the most appropriate and expeditious handling of the client/offender for the purpose of making him a worthwhile citizen again, as well as toward preserving the rights of society.

This strategy, crime control, is further broken down into three substrategies: 1) "Increasing the Risk Involved in the Commission of Crime," 2) "Improved Quality of Justice," and 3) "Post-Dispositional Client Processing." The first substrategy follows.

Substrategy 1.2.1: Increasing the Risk Involved in the Commission of Crime

It is assumed that as the control elements of the criminal justice system (police, courts, and corrections) increase and/or improve in their functions, then the risks of crime commission increase accordingly. In this context, risk can be defined in terms of the assurance that an offender will be caught and then (the offender) will receive an equitable and speedy disposition or decision based on the merit of his case and the magnitude of his offense.

Thus, the strategy of crime control within the confines of the substrategy "Increasing the Risk Involved in the Commission of Crime," must be functionalized (implemented) in the following ways:

- 1) Crime detection
- 2) Criminal investigation
- 3) Suspect apprehension

#### Function 1.2.1.1. Crime Detection Capabilities

Detection is one of the primary functions which must be performed if the risk of committing the crime is to be increased. It can be assumed that as more crimes are reported by law enforcement officials, victims, or observers, the greater will be the risk for those committing the crimes.

Present Conditions. A review of 400 randomly selected police incident reports for the period August through November of 1973 revealed the following:

#### Crimes Reported by:

<u>Category</u>	<u>Police</u>	<u>Witness</u>	<u>Victim</u>	<u>Offender</u>	<u>Electronic Surveillance</u>
Homicide	2	12	0	1	0
Rape	0	0	20	0	0
Robbery	0	3	18	0	0
Assault	4	15	34	2	0
Burglary	1	6	38	0	3
Larceny	6	46	124	0	0
Auto Theft	<u>1</u>	<u>0</u>	<u>57</u>	<u>1</u>	<u>0</u>
Total	14	82	291	4	3

As the table shows, the largest number of crimes were reported by the victims. This is a trend that is particularly unfortunate in such crimes as burglary, where immediate notice to the police of prowlers could result in the apprehension of an offender.

Police spokesmen report they are not obtaining citizens' cooperation when prowlers are seen in and around neighborhood homes. Neither are citizens reporting burglar alarms. Police view this as the main cause for their inability to detect and control burglary. The installation of silent alarms, whose effectiveness was discussed earlier, would significantly reduce the number of undetected burglaries.

# CONTINUED

## 1 OF 3

Problem. The Office of the Sheriff is currently experiencing a shortage of manpower. Based on standards set by IACP,\* every operating division within the Sheriff's Office is undermanned. In addition, the workload (in terms of the number of crimes, number of calls for police service, and the number of traffic accidents) is increasing, which puts an even heavier burden on the Office of the Sheriff. For a complete analysis of the manpower shortage situation as it exists in the Sheriff's Office, see Appendix 7. The preliminary research on which this analysis is based has indicated a need for additional sworn police officers in order to keep at least a constant level of service through 1980.

Tactical Alternatives. To effectively assess manpower needs of the Sheriff's Office, it is recommended that an in-depth study be conducted by an independent source. This study should be directed not only at manpower needs, but also at the city's economic resources available for funding the future manpower positions in the Sheriff's Office.

Another alternative is to use the in-house capabilities of the Jacksonville Area Planning Board in coordination with the Office of Criminal Justice Planning to conduct the suggested study.

Problem. According to the Sheriff's Annual Report, 1972 (pg. 18), the turnover among civilian personnel in the department is extremely high. Of 36 Police Records Specialists hired during the year, there were 20 resignations and 7 terminations. One of the primary reasons for this situation, as reported by supervisory personnel, is these are not truly "career positions" in the sense there is adequate opportunity for advancement. This situation results in too much time and money being spent on training and yields less than optimum efficiency. Standard 10.1 of the Police Standards & Goals recommends every police agency should insure that an opportunity for career development exists within each civilian position classification where the nature of the position does not limit or bar such opportunity.

Tactical Alternative. The Research and Planning Unit of the Sheriff's Office, in cooperation with the city's Personnel Department and Civil Service Board, should make a study of this area and develop a program to include:

- 1) A clear ladder of promotion into either supervisory positions or advanced specialists (such as Records Specialist Grades I, II, III, etc.);
- 2) Minimum qualifications and testing requirements for each position; and,
- 3) Clear information on the type of training and experience necessary for promotion.

\* IACP - International Association of Chiefs of Police.

Problem. The Beaches area is growing in population and crime as fast as any other section of the city, and with the recently announced movements of additional Navy units to the Mayport Naval Station, it is anticipated that the Beaches will be the scene of another large population increase. However, there has never been a thorough survey of police service needs in the Beaches area. Such a survey is needed to enable the Beaches Area police agencies to analyze the crime problem in their area and make such adjustments in manpower and patrol areas as are needed.

Tactical Alternative. A study of the police workload of the Beaches area should be made and periodically updated to enable these police agencies to provide better coverage and service in their area.

Problem. Zone III is the highest crime area of the city, and it is within this zone that the central business district is located. During rush hour traffic from 7 - 9 in the mornings and 4 - 6 in the evenings, many patrol officers who are needed to answer calls for service in an already undermanned area, must be used to direct the heavy flow of traffic. This is an unnecessary waste of valuable police manhours. Until the Jacksonville Transportation Authority can take steps to alleviate this condition, "meter maids" can be trained and used to direct traffic, thus freeing patrolmen for their law enforcement duties.

Tactical Alternative. In the interest of police manpower conservation, consideration should be given to the utilization of Jacksonville's "meter maids" for directing traffic in the downtown area during the morning and evening rush hours.

Problem. According to a survey of 40 cities from 300,000 to 1 million population conducted by the Kansas City Police Department in 1972, Jacksonville's police pay scale is significantly lower than the national average for similar sized cities. Los Angeles, which is admittedly higher than the national average, starts its officers at \$889.14 per month while a Jacksonville police officer begins at only \$694.00 per month based on the current figure.

Tactical Alternative. Jacksonville should consider increasing its base pay rate by 5% and continue to raise its salaries in accordance with an annual base salary survey of cities of similar size conducted by the Sheriff's Office.

Problem. Federal Law Enforcement Agencies such as the FBI, IRS, Justice Department, and Customs Bureau have long required that their investigators have a college degree. Many state and local police agencies are turning to the same policy. Standard 13.2 of the National Police Goals and Standards states that "all police agencies should try to attract more college trained personnel."

Although it must be admitted a college degree does not insure that a man will make a better patrol officer, a college trained officer would prove quite valuable in a number of positions. Study habits formed in college will be invaluable to the officer who is called on to attend specialized training at police schools around the nation. Other positions for which college training could be useful are administrative, supervisory, planning, analyst, etc.

Tactical Alternative. 1) The Office of the Sheriff should consider making a list of those types of degrees which would be most useful to the department, and maintain liaison with college placement officers around the state to attract candidates with such degrees. 2) The Office of the Sheriff should continue working in conjunction with Florida Junior College and University of North Florida to sponsor a four-year BS degree in Police Science and Administration. 3) The Office of the Sheriff should consider the implementation of a Management Internship Program which would allow college trained personnel to advance to investigative and management positions within a minimum amount of time. College personnel could be assured, for instance, that once they have completed the academy training and probationary year of service, they would be eligible to enter the Detective Training Program.

Problem. One of the cornerstones of effective police work is rapid and reliable communications between the beat officer and headquarters. Radio communication is the method by which the officer receives his instructions, relays information to headquarters or other officers, calls for assistance, and requests information such as "outstanding wants" and warrants on a suspect.

Although police statistics show that 66% of all calls are answered within three minutes after the officer receives the call, this figure is not an accurate estimate of overall response time since delays can and do occur in the communications center. Under the present system only six people are on duty to answer all incoming calls. Although this staff of six might have been adequate for the 295,509 calls in 1972, it is certainly not adequate for the present volume of 406,149 calls. This represents an average of 1,112.7 calls per day and 46.4 calls per hour. The bulk of these is received on Friday and Saturday between 9:00 p.m. and 3:00 a.m. and accounts for over one third of all calls.\*

Since the Office of the Sheriff uses a standard 72 beat structure around the clock, during the peak weekend hours, delays might be caused at several points in the present system. First, all incoming lines might be busy in which case the caller must try again. Secondly, because the computer automatically assigns a priority to the incoming calls, a call of low priority (based on the information given to the communications specialist)

\* On Friday and Saturday during that six-hour span, the Sheriff's Office frequently receives over 741.8 calls.

occurring in a zone where there are no cars available is automatically held until a car is available and all higher priority calls have been answered. Often, during peak hours, all low priority calls have to be held for several minutes until higher priority calls are answered.

Another cause for delay is the lack of adequate radio channels for routine communications (as opposed to tactical communications). This is especially crucial in Zone 3 which zone constantly has 26 police cars on duty. If one car is relaying information to the communications center, the dispatcher must wait until the channel is clear to dispatch another car. When the one tactical channel per zone is in use, the primary channel must be used for tactical purposes, causing further delays.

Tactical Alternative: 1) In view of the vastly increased number of calls received during the past year (a trend that police spokesmen say is likely to continue), the police communications center should be expanded with additional input terminals and personnel. 2) Mobile digital computer terminals should be installed in all patrol cars in the Zone 3 area. Such terminals would be tied in directly to the computer so that once a call is received, the call would automatically be dispatched by the computer. With the installation of such terminals in patrol vehicles, the following advantages would accrue:

- . Increased officer safety, productivity and efficiency;
- . Faster responses to inquiries, even during hours of peak activity;
- . Inquiry rate is substantially increased;
- . Reduction or elimination of police action on "no record" cases;
- . Accurate message transmission, recording and display;
- . Elimination of inherent voice mode confusion;
- . Enhancement of resource control through status monitoring;
- . Reduction in time spent per case through report generation;
- . Single button May Day key which transmits unit identification number and request for assistance; and
- . Expands the transmission/reception hour dramatically thereby negating the imminent additional rezoning with attendant additional costs and personnel.

3) Communications capabilities should be increased by having each police officer issued a portable radio which can be clipped to his belt and also have a microphone/speaker attached to his shoulder-board. Such equipment has already proven to be highly effective by the Jacksonville Beach Police Department.



At the present time, an officer must rely solely on his car radio for communications both with central dispatch and with other cars, unless he is issued a hand held "walkie-talkie". The hand held models have proven to be bulky, cumbersome, and vulnerable to theft. The models where the power pack is clipped to the belt are much easier to carry and harder to steal. The microphone on the officer's shoulderboard is ready for transmission at all times.

Because of a limited range, these units are not available for immediate use with central dispatch. This system is being overcome with the installation of the PREP system.\* The major benefit in using these units is that it would allow the officer to communicate in close range while outside his patrol car. This in turn would eliminate the need for the too frequent use of back-up vehicles, since in most areas of the city, communication with other officers in the vicinity would not have to be handled through central dispatch. Furthermore, having left their cars, two officers could communicate with each other to coordinate their actions. 4) Each car radio, portable radio, and mobile digital computer should be equipped with an automatic emergency call button. In the event an officer was in trouble or could not use his radio to send voice communications, a signal would be sent out on a special frequency continuously. Other units could then be directed to the scene using radio triangulation to determine the endangered officer's position.

Problem. As pointed out in the table, only 3 incidents of the 400 studied were detected by means of electronic surveillance equipment. This points up the necessity of putting more of this type equipment into operation. It is felt that such equipment would facilitate the timely discovery of crimes, and lower the response time of the police in responding to them.

Tactical Alternative. 1) The Office of the Sheriff should begin the use of the ABAR equipment (currently on order through an LEAA grant) as soon as such equipment is received. 2) The City of Jacksonville should encourage private businessmen to use silent alarms whenever it is economically feasible. It is felt that once private security firms are able to lease direct land lines to the police department, they will be able to provide better services to their clients. 3) Telephone land lines should be made available on a lease basis to those security firms in the area which provide silent alarm services to their customers, particularly those firms which have the capability of audio-visual monitoring of their clients buildings. (This alternative was discussed in detail in Function 1.1.1.6)

\*PREP (Personal Radio Equipped Patrolman) includes a system of radio towers at different locations around the area which are capable of picking up such radio signals, boosting their power, and relaying them to other points.

Problem. As shown in the table (under "Present Conditions" to Function 1.2.1.1), the police report very little crime and must therefore rely heavily upon private citizens for crime reporting. However, for various reasons, many citizens have tendencies not to report criminal activity.

If people were encouraged to report suspicious activity, then serious crimes might be prevented. If the police were informed of suspicious incidents occurring in a certain area of the city, they could at least investigate these incidents and possibly prevent a major crime from evolving. Some of the women who had been accosted by strange men at Regency Shopping Plaza during the time of the Yates murder stated later that they had failed to call the police (immediately after they were accosted). These women felt that these incidents did not warrant police intervention. Nonetheless, if the police had known that women were being accosted during the time of the Yates murder, then more patrols could have been stationed at Regency and possibly have prevented the murder.

A police information line could be helpful in solving such problems in the future. People could use such a line to make telephone reports of suspicious incidents, but without having to become personally involved. Information received at police headquarters (where information would be received by telephone) could be written into daily reports; the daily reports could then be passed to officers serving a particular beat.

Information gathered via a police information line would become useful for selective enforcement purposes. As information is gathered and collated, maps could be used to depict areas where incidents are occurring (which incidents possibly could evolve into crimes). With the utilization of the maps and the aforementioned daily reports, police officers could be kept abreast of suspicious or unusual incidents happening on their beats.

By using the system of telephone reporting, a citizen could give the police the same information that would be given to a police detective called to his home. However, the police telephone line envisioned here would not be used for requesting police services, nor for reporting specific crimes which require direct and quick police response. Information obtained through the police information line normally would not result in an arrest. Nonetheless, should such information result in an arrest, a person providing the facts could be subpoenaed.

Tactical Alternative. The Office of the Sheriff should consider installing and publicizing a Police Information Line.

The aforementioned Community Crime Committee Program is one service which does encourage citizen reporting. During program meetings, police officers meet with citizens to exchange information about crimes and criminal activity occurring in a neighborhood. The police officers also advise the citizens about what incidents are to be reported, and how to report them. According to the Sheriff's Office, in those areas served by the Community Crime Committee Program, the number of reported incidents has increased, and the number of crimes has correspondingly decreased.

Tactical Alternative. The Community Crime Committee Program should be augmented by four additional police officers so that the program can be implemented in more areas of the city.

Tactical Alternative. The news media should be encouraged to print articles regarding what types of suspicious activity should be reported by the public to the police and how to report such activity. As a general rule, so state police spokesmen, any activity unusual enough to arouse the citizen's suspicion is adequate cause to notify the police.

Problem. Jacksonville has no selective enforcement unit and must rely on its regular patrol and detective divisions for all enforcement. Yet such specialized enforcement units have met with a great deal of success in other major Florida cities such as Tampa and Miami.

The main advantage of this unit would be its flexibility. Working in conjunction with the earlier recommended Crime Analyst, this unit could take quick action in high crime areas and act against specific crime problems. Using unmarked cars, and the latest electronic detection equipment, such a unit could be invaluable for quick response.

Police National Goals and Standards 9.8 recommends that "Every police force employing more than 400 personnel (Jacksonville has 776) should consider maintaining a full-time tactical force."

Tactical Alternative. Office of the Sheriff should consider establishing a Selective Enforcement Unit as a special tactical operations unit.

Problem. The current guidelines set forth by the Motor Pool, which guidelines limit the travel of police patrol cars to 2,500 miles per-car-per month, is unworkable for those patrols assigned in outlying beats in Zones 1, 2, and 4. The car assigned to Beat 404 (which borders on the southern boundary of the county line from the St. Johns River to the St. Johns County line) must travel 10 miles from the police station at 711 Liberty Street to reach the nearest boundary of that Beat. The car must then travel over a territory covering 100 square miles which territory includes the community of Mandarin (which has a moderate population density).

Due to the current energy crisis, limitations on gasoline and mileage for vehicles are inevitable. However, if the Motor Pool were to issue the Sheriff's Office one overall mileage allocation per month, then that Office could develop a realistic approach to this allocation of mileage and gasoline for individual patrol cars. For instance, the Sheriff's Office could calculate the total mileage driven by all cars during a given month, then allot so many miles (to be driven) to each car, but keeping individual allotments within the percentage of the total assigned allocation.

Tactical Alternative. The Motor Pool should assign to the Sheriff's Office on a monthly basis one total mileage allowance and allow the Sheriff's Office to allocate the mileage to each car according to the size of zone and beat areas and distances thereto.

Problem. Between April 17 and May 31, 1973 the police answered 4,370 domestic disturbance calls. These calls were not only dangerous because of high-pitch emotions, but also time-consuming; police officers spend an average of more than 30 minutes in answering each call. However, police officials are unauthorized to make an arrest, unless he has reasonable grounds to believe a felony has been or is being committed, or has a warrant for arrest. He has the choice, however, of transporting a person to a place of safety.

In those cases in which the officer is able to make an arrest, he often accomplishes little more than temporarily removing the man from the home. When the matter comes before a magistrate, a wife will rarely prosecute her husband, for in prosecuting, she is risking his being sent to prison, thus removing her source of financial support. Her only alternative is not to press charges. Thus, the situation is not solved, but merely temporarily alleviated until the next disturbance.

In an attempt to focus on the root of the problem, the Office of the Sheriff is currently writing a \$200,000 federally funded grant application to establish a Family Crisis Intervention Training Program. The program is designed to use policemen as an authority figure to help settle the dispute peacefully rather than to merely urge the couple to stop quarrelling or to arrest one or both of them.

While such Family Crisis Intervention Training is well suited to coping with a temporary blow-up in an otherwise sound marriage, it is recognized that police officers are not psychologists or marriage counselors. Of the 4,370 domestic disturbance calls cited earlier, 28% of them were repeat offenders, many of them requiring police assistance 3 to 5 times during the 45-day period studied. The present Family Crisis Intervention is not designed to cope with marriages in which there are serious and continuing conflicts between partners.

Tactical Alternative. In such cases where the officer feels that deep-rooted problems exist, he should have the power to order the couple to appear before a magistrate who could then order them to undertake a program of marriage counseling designed to cope with their more serious problems.

Several agencies in Jacksonville already exist to provide such services. One of these, the Family Consultation Service (an agency accredited by the Family Service Association of America) already has been active in providing service for clients referred to it by the courts. The agency operates on a sliding fee basis to include all families.

Tactical Alternative. The city should use some of the sought-after \$200,000 grant to contract for family counseling services.

Situation. New York City and Oakland, California have implemented a program whereby an arresting or booking officer can issue a "notice to appear" citation in lieu of making a physical arrest of a person accused of an offense. The Oakland program was instituted in February, 1970. Since that time there have been a total of 19,190 misdemeanants considered for citation release; 10,724 or 55.9% of them were released. The 17% who failed to appear (jump rate) at the program's beginning had been reduced to 7.8% by May, 1971 (as determined by a one-month study.) A follow-up study conducted two months later showed a further decrease to 4.5% as stragglers appeared in court.

The Miami, Florida Police Department implemented a citation release program based on the Oakland model. Of the 450 citations issued since the program's inception in January, 1971, approximately 95% were field releases. The failure to appear was approximately 6%.

Tactical Alternative. In the interest of manpower economy, the Office of the Sheriff should give consideration to the implementation of an existing Florida State statute, which in general authorizes an arresting or booking officer to issue a "notice to appear" (in lieu of physical arrest) in a designated court or governmental office to a person accused of an offense, which is a misdemeanor of the first or second degree or is a violation of a municipal or county ordinance triable in a county court.

Problem. At the present time, the professional staff of the Office of Criminal Justice Planning consists of two planners (Director and Assistant Director); one Federal Fiscal Specialist, who performs programmatic and fiscal monitoring duties; and two (2) adult corrections evaluators. The Office has no capability to provide indepth technical assistance in the area of grant applications. As a result, the quality of applications is generally very poor. The Office has no grants management capability. Poorly managed grants can, of course, lead to potentially embarrassing situations to the City and implementing agencies. Additionally, the extremely heavy day-to-day workload of the Director and Assistant Director allows for only "crash" planning and precludes any effective planning on a continuing basis.

The Crime Control Act of 1973 authorizes the allocation of Part C Action funds to support the activities of a Criminal Justice Coordinating Council. It is the objective of this alternative to allocate action funds for this purpose and to allocate Part B planning funds to support a two-to-three man planning capability, the activities of which will be devoted to a continuing planning effort, to include research, data collection, data analysis, surveys and studies, the end result of which will be an updating of the City's comprehensive criminal justice plan.

Tactical Alternative. To improve and enhance the capability of the City of Jacksonville in the areas of grant inducement, grants management on a continuing basis, monitoring, and evaluation and to also provide applicant agencies with indepth technical assistance in the preparation of grant applications, consideration should be given to the implementation of a Criminal Justice Coordinating Council with staffing resources, as defined in the Crime Control Act of 1973.

#### Function 1.2.1.2: Criminal Investigation

Investigation is the second major function which has a direct bearing on the amount of risk involved in committing a crime. The quality and speed of the investigative apparatus which is brought to bear on the crime after it has been committed and reported determines to a large extent whether or not the offender will be caught, and once he is apprehended, whether or not he can be successfully prosecuted.

Present Conditions. The primary criteria for judging the effectiveness of the investigative function of the criminal justice system are the number of arrests made and the percent of offenses which are cleared as a result of arrest.\* The number of persons arrested, the corresponding number of offenses and the percent of offenses cleared are tabulated as follows:

Category	1972			1973		
	Persons Arrested	Number of Offenses	Percent Cleared	Persons Arrested	Number of Offenses	Percent Cleared
Murder	83	96	72.4%	98	120	81.7%
Rape	113	293	60.8%	159	327	48.6%
Robbery	490	1,426	37.7%	464	1,631	28.4%
Assault	1,462	2,474	58.0%	1,165	1,949	59.7%
Burglary	1,181	10,619	20.7%	1,460	11,341	12.9%
Larceny	2,670	15,462	17.3%	3,369	16,764	20.1%
Auto Theft	634	1,968	32.2%	662	2,508	26.4%

The Table above clearly shows that while the number of arrests and number of crimes cleared rose in 1973, the overall clearance rate dropped from 23.9% in 1972 to 21.3% in 1973. If this trend continues, the clearance rate will drop to 19% by 1980.

Problem. According to the Police National Goals and Standards 11.2, the duties of the Police Legal Advisor should include:

- Provision of legal counsel to the police chief executive in all phases of administration and operations;
- Liaison with the city or county attorney, the county prosecutor, the State attorney general, the United States attorney, the courts and the local bar association.

\*The number of arrests reflects only the number of suspects apprehended; the clearance rate is the number of reported crimes which were cleared as a result of these arrests. Thus, one arrest may result in clearing several crimes which were committed by one offender.



c. Review of general orders, training bulletins, and other directives to insure legal sufficiency;

d. Case consultation with arresting officers and review of affidavits in support of arrest and search warrants in cooperation with the prosecutor's office;

e. Advisory participation in operations where difficult legal problems can be anticipated;

f. Attendance at major disturbances - and an on-call status for minor ones - to permit rapid consultation regarding the legal aspects of the incident;

g. Participation in training to insure continuing legal training at all levels within the department;

h. Drafting of procedural guidelines for the implementation of recent court decisions and newly enacted legislation; and

i. Provision of legal counsel for ad hoc projects.

The Office of the Sheriff currently has a full-time police legal advisor who is performing all of the above duties, but the position is assigned to the State Attorney's Office. While this may improve communications between the police and the State Attorney, it also can put the police legal advisor in a conflict of interest situation.

Tactical Alternative. The position of Police Legal Advisor should be transferred from the State Attorney's Office to the Office of the Sheriff.

Problem. At the present time, there is no specialized training required for the detectives, yet these men are called on to investigate crimes in the city and build solid cases for the prosecutor's office. These men should be trained in evidence preservation and interpretation, investigation techniques, the use of electronic surveillance equipment, legal requirements of the prosecutor, the techniques and use of crime statistics analysis, and such other specific advanced training courses as are needed by the department such as accounting, investments, securities, organized crime, electronic surveillance techniques, and/or forged documents.

The talents of the Courts, State's Attorney Office, and Public Defender's Office should be utilized in connection with this Program.

Tactical Alternative. Consideration should be given by the Office of the Sheriff to establish and maintain a specialized Detective Training Program designed to educate detective personnel in investigative methodology and should be successfully completed by officers prior to their transfer to detective ranks.

Situation. Two female investigators have been assigned to the Detective Division's General Detail. According to Chief of Detectives, Matt Touchton, these women have demonstrated above-average performance in their new assignments. Chief Touchton has indicated that as they gain more experience, they will be promoted to other detective details. Eventually, several women should be placed in the Homicide Detail, and function in investigating rapes.

Tactical Alternative. The Office of the Sheriff should continue in its present efforts to train more women investigators.

Problem. Intelligence information in such areas as organized crime is not always derived from direct intelligence investigations. Useful information often comes in bits and pieces from many sources such as newspapers, anonymous tips, investigation of apparently irrelevant crimes, audits of seemingly legitimate businesses, etc.. Collecting, analyzing, sorting, and synthesizing such varied information require specialized training.

Tactical Alternative. The Intelligence Section of the Sheriff's Office should be expanded to include professional intelligence analysts.

Problem. The National Advisory Commission on Criminal Justice Standards and Goals indicates that an 80-hour training course is not sufficient to train a man in modern methods of evidentiary analysis or preservation of evidence. Furthermore, the Standards recognize that an Evidence Technician (ET) should be familiar enough with legal procedure to understand the minimum amount and type of evidence needed to prosecute.

Tactical Alternative. In conjunction with the establishment of a full-service crime laboratory in Jacksonville, the Sheriff's Office should consider establishing a 200-hour training course for evidence technicians (ET). This training should also be given to detectives and fire marshals to enable them to locate and preserve evidence at the scene of the crime and interpret the findings of the crime laboratory.

Situation. Master Plan implementation schedule spells out requirements for an operational On-Line Communications Information System; completion of Police Operations System Design; the Review and Modification of On-Line Communications Information System.

Tactical Alternative. Continue the development and expansion of the Law Enforcement Information System in accordance with A Master Plan for Criminal Justice Information Systems for the Consolidated City of Jacksonville.

Problem. The Records and Identification Section staff currently has no way of knowing what percent of its records are on people who are now deceased. Since the records cover several decades, the number could be very high. These records on people who are deceased should be extracted from the active files to provide additional space for current records and reduce the number of index cards which must be sorted through to find the proper suspect.



Tactical Alternative. The Medical Examiner should consider providing the Sheriff's Records and Identification Bureau a list of all people who have died in Jacksonville, by name and by fingerprints, for the purpose of eliminating these records from their current files. Follow-up lists could be provided when necessary.

Problem. One of the most important aspects of investigative techniques is rapid processing and adequate storage of data, which data are currently unavailable to the Jacksonville Sheriff's Office. This is critical for both the patrol officer and the detective. For instance, once a suspect is apprehended, it is vital to know if he is wanted for any other offenses.

Tactical Alternative. The Sheriff's Office should begin to use modern data processing equipment to provide such information as outstanding wants and warrants and past history of the offender.

Problem. From January 1, 1973 to November 11, 1973, the crime lab of the Sheriff's Office collected 39,456 items of physical evidence from 11,668 crime scenes. However, in the words of the Sheriff, Dale Carson, the present crime laboratory "functionally serves merely as a collection unit for physical evidence and deals almost solely with the examination and identification of single (latent) fingerprints."

Because the crime lab does not have the capability to do such standard tests as ballistics, soil samples, metal analysis, comparative analysis of blood stains, semen samples, hair, etc., fiber and paint analysis, and drug tests, evidence of this nature must be sent to other labs around the State, most often to FDLE\* in Tallahassee. A resulting time lag is the primary reason cited (unofficially) by some officers for not processing all the evidence found at all crime scenes. Even though an offender may be apprehended at the scene of a crime, the physical evidence still needs to be processed to develop a good case for the prosecution. In some cases this has not been done and has resulted in a very weak case for the State Attorney's Office and could result in the offender being freed or pleading guilty to a lesser charge.

Furthermore, according to the National Goals and Standards 12.2, every area with a population over 500,000 and having 5,000 part one crimes per year should have immediate access to a full-service laboratory. Jacksonville's 1970 population was 528,865 and estimates are by 1980 the population will be near 700,000. During the first nine months of 1973, there were 25,312 Part I crimes committed in the city.

Tactical Alternative. To provide timely analysis of evidence and better identification of suspects, it is recommended that a full-service crime laboratory be established in Jacksonville.

Problem. Since consolidation, the Sheriff's Records and Identification Bureau has accumulated approximately 6 million documents of various types which consume over 1,800 square feet of floor space. This problem is aggravated by the fact there is hardly room left in which to store additional

individual offender jackets. The present manual retrieval system is not only slow and cumbersome, but subject to human errors in misfiling index cards, offender jackets, etc. Also, there are not enough personnel available to constantly update the files.

Tactical Alternative. To facilitate record searches and for quicker and more accurate retrieval, all records pertaining to fingerprint identification, arrests, offense and accident reports, case histories, and case dispositions should be put on microfilm with random access computer retrieval capabilities. The implementation of this tactical alternative would decrease the number of manhours necessary to update the files and would free needed floor space.

Problem. Police capabilities in the area of electronic surveillance are minimal. The latest purchase of such equipment was in December, 1970. The department has one tape recorder capable of being used for telephone taps, and has no voice actuators to install on the recorder to automatically record when a tapped telephone is picked up from its cradle. The last time the department was authorized to use a wire tap, it had to borrow a voice actuator from the Orlando Police Department. Other equipment needed includes mini-tape records, electronic bugging devices, star scopes and transceiver recorders.

Tactical Alternative. It is recommended that the Detective Division make a thorough study of its needs in this area, and propose a program of future expansion of the electronic surveillance program.

Problem. The Sheriff's Office currently has one man assigned to maintain its electronic equipment. This man is responsible for keeping the records of who has checked out the equipment, as well as for maintaining it in good operating condition. Yet this man is not a trained electronics technician. Due to financial restriction, he has been unable to attend seminars held for such specialists by various companies in the electronics field.

Tactical Alternative. It is recommended that this man be sent to advanced electronics schools held by the companies which produce this type of equipment and money be made available to continue to send him to other conferences and training courses in the field.

Problem. At the present time, the existing Research and Planning Unit of the Sheriff's Office is unable to carry out any research and planning on a continuous basis. The personnel assigned to this unit (with the exception of the secretary) are sworn police officers with little or no training in statistical evaluation, analysis and predictive techniques, basic research methodology, or fundamental planning concepts and theories. This lack of specialized sophisticated training hampers this unit in its efforts to do meaningful planning.

Although effective planning is dependent upon a number of variables, a planner must have accurate up-to-date information, knowledge of the statistical techniques used in analyzing and evaluating raw data. This recommendation is an overall package recommendation to enhance the present capabilities in all of these areas.

\* FDLE - Florida Department of Law Enforcement

1) Data Collection. As much information as possible should be collected and put in such a format that it will be current and readily available to the planner or analyst. To facilitate this aspect of the planning function, the Office of the Sheriff should install a new Police Information Line to facilitate the gathering of raw data. Such a line would allow citizens (who do not want to "get involved" or who do not feel the need for a police officer to visit them) to give the police information on incidents that these citizens would not normally report. This Information Line would be particularly useful as a source of information on such activities as prowlers, attempts to offer children rides, neighborhood nuisances, strange men accosting women in public places, and the theft of small articles. The information received on this line could then be collated and given to the analysts.

Another source of crime information are the reports of the investigating officers. To get this information put into the system as fast as possible, the reports could be passed directly from the review officer, once he has evaluated them, to the input terminal operator for direct input into the computer. This operator would also receive reproduced copies of detective's supplemental reports for further input. This method would provide the quickest and surest input of such information as suspect description, M.O., weapon used, type of establishment hit, etc. The analysts could then pull this information out as needed and would not have more than absolute minimum lag time.

There are also numerous other sources of information available to the analyst such as newspaper articles, bulletins issued by other area law enforcement agencies, statements by arrested felons, tips from informers, and unserved warrants.

2) Analysis: Analysis is the review of collected research data. By using the Police Information Line data along with that entered into the police communications computer from police reports, the analysts would have an accurate and up-to-date crime map of the entire city. He would be able to tell immediately the number of unsolved crimes in the City and their location. Using this information and the appropriate statistical techniques, the analyst could tell if there were any specific crime trends developing and where certain types of crime are showing a significant increase. This information would then be disseminated to the appropriate beat patrolman and detective unit.

Officers, prepared with such information, would be more aware of specific problems in their patrol beats and could take more effective measures to deal with problems at an earlier stage.

Currently, the only analysis is a weekly summary of certain crimes in the City. It does not list unsolved crimes or patterns of certain offenders. This report is usually two to three weeks behind since it must wait for completion of computer printouts from the Crime Statistical Unit. Thus, the summary is not a current picture of crime in the city.

3) Evaluation. Programs, whether funded locally through LEAA, are designed to try to cope with a specific police problem. Objective measurement and evaluation are required to test program effectiveness. The evaluator would thus be required to work with experts from various fields including sociologists, correctional counselors, architects, urban planners, etc., to devise the proper data collection needs and techniques to evaluate all anti-crime programs in the Sheriff's Office.

4) Immediate Range Planner: Taking the specific information developed by the analysts, the Planner would chart changing patterns in criminal activity. He could plan for a 30-day period. The Planner would also work closely with the Tactical Operations Unit in planning strategies to cope with immediate crime problems.

5) Intermediate Range Planner: This specialist would be concerned with analysis of crime patterns and trends along with information on demographic shifts, economic forecasts, land use changes, and intelligence information. He would be concerned with predicting the amount, type and location of crime on a yearly basis. He could develop specific programs and plans to deal with the anticipated changes.

6) Long-Range Planner: Concerned with 5-to-10 year projections, this specialist would work closely with the Jacksonville Area Planning Board. This person would use projections concerning future sociological characteristics, economic factors, land use patterns and traffic conditions, to predict the extent and nature of crime problems in the future.

7) Results: If this program is initiated, the results should be immediate. The proper use of the Analyst and Planners working with the patrolmen and detectives should produce a far higher clearance rate than is now the case. If the officers on the beat know more about what is happening on their beats, and what is likely to happen, they will be better prepared to stop crime before it occurs.

Tactical Alternative. The Office of the Sheriff should consider expanding its analysis, research, development, planning, and evaluation capabilities through the acquisition of resources and personnel; efforts of these resources and personnel should be allocated not only to the Office of the Sheriff, but also to law enforcement agencies of the three beaches.

Problem. Those witnesses or victims who are to view suspects in the line-up room of the jail must stay in an unattractive, uncomfortable waiting room. This waiting room gives an unfavorable image to citizens. Furthermore, no video tape recording of the line-up event is presently available. Thus, it is impossible to show the line-up to those witnesses or victims who are hospitalized, out of town, or otherwise unable to be present at a specified date and time. It is understood that the proposed new police administration building, to be completed in 1976, makes provisions for an adequate lineup room and video tape facilities.

Tactical Alternative. The Sheriff's Office should obtain a new line-up waiting room and equipment to record the line-up on video tape. The recording of the line-up would provide the prosecutor with an incontestible record of the proceedings.

Problem. Due to the unique urban geography of the Beaches area, specialized visual surveillance cameras stationed in an elevated position (for instance, atop the new Pablo Towers), could monitor almost the entire Jacksonville Beach area including the two major traffic arteries, A-1-A and Beach Boulevard. Other such cameras, located in strategic positions on the ocean front could monitor the beach and surf area. These cameras could aid the Beaches Police Department in monitoring their area of coverage and would be particularly useful in such areas as monitoring traffic, crowd control, and sea rescue.

Tactical Alternative. It is recommended that planners hired for the expanded Research and Planning Unit complete a thorough survey of the needs of the beaches area for such equipment.

Problem. Since the police officer is not always dealing with public spirited citizens who are willing to give them information, they must obtain their information and tips by other means. If it became known in the criminal subculture that the police could pay them for good information, many more timely arrests could be made.

Tactical Alternative. Increase the amount of the Confidential Informant Payoff Account within the Sheriff's Office so that payment for information leading to the arrest and conviction of offenders can be effected.

Problem. Although detective cars are indeed unmarked on the outside, they are still quite recognizable by reason of the fact that they are all recent models; they have radio antenna; and they have police radios on their dash boards. This makes them very conspicuous when they are on a stake out, particularly in a low-income neighborhood. If detectives were able to use confiscated cars and portable radios, the stake out would be far less subject to compromise, and, therefore, far more effective. The economy factor is apparent.

Tactical Alternative. Consideration should be given to having the Police Legal Advisor take the necessary legal steps to obtain confiscated automobiles for use as surveillance vehicles.

Problem. It is impossible for the smaller police agencies in and around Duval County to purchase expensive training equipment and accessories for in-service training purposes. Therefore, additional electronic equipment should be purchased and the film library\*expanded and made available to all police agencies in Northeast Florida for in-service training purposes.

Tactical Alternative. The Northeast Florida Training and Education Center should consider purchasing additional audio-visual aides and text books.

\* Film library of the Northeast Florida Criminal Justice Training and Education Center

Problem. The use of informants is a basic weapon in the fight against crime; they are a judicially recognized source of information. (Police Standards and Goals - 544.10).

It is not unusual for a convicted criminal, who has agreed to work with the police to help break a crime ring, to be "busted" on other charges while working for the police. This, of course, eliminates his value to the police. If these individuals were compensated on a regular basis while working for the police, their need to commit additional crimes to support themselves would be minimized.

Tactical Alternative. Consideration should be given to the maintenance of a confidential informant fund by the Office of the Sheriff which would provide for the regular compensation of informants who furnish reliable information on a continuing basis (such as in the case of an informant who works in an undercover capacity over an extended period of time). Appropriate and rigid controls on this account, of course, would have to be maintained.



### Function 1.2.1.3: Criminal Apprehension

Apprehension is the last major function which relates to the risk a person takes in committing a crime. Apprehension is defined as the act of locating and seizing an identified suspect. However, not every suspect is arrested. In the case of juvenile offenders, police will often hand them over to their parents. For purposes of this function, however, emphasis will be on the seizure of a suspect which, in turn, will lead to crime clearance.

Present Conditions. The method most commonly used in the performance of this function is the arrest warrant. In order to obtain a warrant for a person's arrest, the police must first prove to the satisfaction of the State's Attorney and the judge that a crime has been committed and they have reason to believe a particular person committed the crime in question. Following this, an arrest warrant is issued. One measure of the effectiveness of the police agency is the number of arrest warrants actually served. Research for this plan revealed that there are 10,000 unserved arrest warrants in the files of the Sheriff's Warrant and Transportation Section. The last quarterly report for 1973 originating from the Section showed that the number of unserved warrants was increasing at the rate of 817 per month.

An analysis of 50% of Part I felonies filed in the court system from January 1 to December 13, 1973, revealed that 25% of such cases showed no dispositions whatsoever. In order to obtain the actual dispositions handed down by the courts for these cases, 100 such cases were selected for a more thorough review. The cases were then reviewed in the court dockets in the Office of the Clerk of the Court. In 65 of these 100 cases, it was found that a *capias* (warrant) had been issued, but had never been served. And some of these cases dated as far back as January, 1973. This means in these cases, a crime had been committed, and the police knew who the suspect was, but had been unable to apprehend him.

Problem. A major reason for not serving warrants is because of the dual function of the Warrant and Transportation Section. This Section must put most emphasis and effort into the transportation of prisoners and evidence (which must be sent to crime labs out of the city). Moreover, limited manpower resources curtail the continuous and timely serving of warrants.

Possible solutions to this problem are listed as follows:

#### Tactical Alternatives:

1. The Transportation and Warrant Section could be supplied (or issued) more manpower and equipment to carry out its duties;
2. As part of the proposed new Detective Training Program, the detective in-training could be required to spend a portion of their time serving outstanding warrants; this would not only enable more warrants to be served, but would also teach trainees investigative techniques;

3. The Warrant Section could issue a large percentage of its warrants to patrol officers who could serve them on the beat in which the suspect lives;

4. Outstanding warrants could be entered into the microfilm records of the Records and Identification section to be checked periodically by beat patrolmen or investigators.

Problem. The function of criminal apprehension is hindered further by the inability of the Civil Process Division to serve legal papers including citation, summonses, and subpoenas. Due to apparent manpower shortages, the Sheriff's Office has assigned only 13 men in the Civil Process Division to serve papers throughout the city. During November, 1973, this Division received 3,472 papers to be served, which amounted to an average of 12.1 papers-per-man-per-day. Of the 3,472 papers, only 76 percent were served; 806 were listed as "not found within the boundaries of Duval County." The remaining 146 were left to be served in December.

According to Public Defenders this situation has resulted in his office being forced to use its investigators to spend 80% of their time serving legal papers. From August to December 1973, the investigators of the Public Defender's Office served an average of 317 such papers per month which otherwise would have been sent to the Sheriff's Office.

Tactical Alternative. Court system should develop a comprehensive plan on a contractual basis (representatives from court system working via a committee with a contracted researcher) to : 1) improve methods of serving all witness subpoenas and other all papers, and 2) to compel witnesses (within legal means) to appear when notified.

Problem. Since the implementation of the helicopter unit, helicopter surveillance has become a vital part of police services in Duval County. This unit is facing serious difficulties in maintaining its operations at the present time. Since each of the helicopters is at least 18 years old, the manufacturers no longer maintain stocks of replacement parts. Therefore, the unit has had to rely on the spare parts furnished by the military, from whom the aircraft was purchased. However, this resource is rapidly being depleted as well.

Tactical Alternative. Both military and civilians are moving to turbine powered helicopters. It is recommended that the Sheriff's Office purchase at least one new or late-model military surplus helicopter per year for the next four years. The turbine powered helicopters have numerous advantages: they are more efficient, require less maintenance, have more power to carry heavier loads, and travel faster, which enables them to keep up with high speed chases and rescue activities. In doing such, one of the present helicopters could be decommissioned as each of the newer models is received. The active life of the remaining older models could then be prolonged by using decommissioned aircraft to provide spare parts.

Problem. According to Legal Bulletin 73-5 of October 23, 1973, issued by the Police Legal Advisor, "The general rule for misdemeanors is that the officer must either witness the misdemeanor or have a warrant for the person's arrest." Although there are a few exceptions to this rule, in many cases



it interferes with effective police work. For example, if an officer arrives at the scene of a domestic disturbance and sees that the wife has obviously been beaten, the officer cannot arrest the husband unless he saw the husband strike her. She could, of course, go downtown to swear out a warrant for her husband's arrest, but from Friday night to Monday morning, there is usually no one at the courthouse with the power to issue such a warrant.

Tactical Alternative. Duval County Legislative Delegation should be encouraged to support legislation changing the Misdemeanor Arrest Law so that such offenders can be arrested and booked pending the signing of a warrant by the victim.

Problem. In 1972, the insurance companies paid almost 1.4 million dollars in claims of commercial robberies and B & E's. During the first nine months of 1973, the Sheriff's Office reported property valued at \$2,325,000 dollars stolen from area businesses.

Tactical Alternative. Local businessmen should be encouraged to establish a reward fund to pay private citizens for information leading to the arrest and conviction of robbers and burglars. Although the initial outlay would be an additional expense, it is felt that eventually this program would help reduce the losses suffered. This could be accomplished through an expansion of the Sheriff's existing Crime Committee.

Problem. Due to the large geographical area covered by the Sheriff's Office, it is often necessary for a policeman to spend as much as 2 hours (one quarter of his daily shift) transporting an offender to the courthouse for processing. While he is thus occupied, officers from other patrol areas must answer calls from the vacant beat. Much of this unnecessary transportation time could be eliminated by using a van truck to pick up and transport suspects from outlying areas to the courthouse.

Tactical Alternative. The Sheriff's Office should consider purchasing 3 mobile offender transportation units, one for each zone (except zone 3) to pick up offenders at the site of arrest and transport them to the County Jail. When an arrest is made, the officer could radio for the van, already patrolling in the officer's zone. While awaiting the arrival of the van, the officer could either record or write out his report. The van driver could take the suspect downtown, book him, and turn the report over to the previously recommended typing pool. Before his next tour of duty, the arresting officers could verify and sign both the incident report and the booking report. This system is making maximum use of a police officer's time.

Since zone 3 is the smallest zone, and is centered around the downtown area, it is felt that the need for such a van in zone 3 is not critical at the present time.

Tactical Alternative. In line with the foregoing tactical alternative, the Sheriff's Office should consider establishing a "patrol" typing pool.

Once the Mobile Offender Transportation vans are put into service, the officer on the scene, after making the arrest, could fill out a simplified Incident Report which he would turn over to the van driver along with the suspect. The report could then be typed up at headquarters and the officer could sign it before his next tour of duty.

#### Substrategy 1.2.2: Improved Quality of Justice

During and following the apprehension of an offender, it is felt that the control of crime strategy can be insured by means of improving the quality of justice. Decisions made from the time of apprehension of an offender until the disposition of his case will have an influence on the protection of society, on the rights of the offender, and the potential for the offender's successful re-entry into society.

#### Function 1.2.2.1: Predispositional Management of Alleged Offenders

This function is directed at improving the process of court appearances, and diversion to assure guarantees of security for society while at the same time providing the maximum rehabilitative effect on the accused. A person may be diverted and then returned to the court system for further processing or he may be diverted from the system and not be returned for further processing.

Present Conditions. According to the Florida Rules of Criminal Procedure, the time from an offender's arrest to his first appearance must not exceed 24 hours; he must be tried within 90 days if his crime is a misdemeanor or 180 days if his crime is a felony. These rules are being applied in Duval County. The Case File Index (product of the Criminal Justice Information System) shows that the average time from arrest to trial is only 30 days for all crimes. According to court spokesmen, the only reason for a person to remain in prison for a period longer than thirty days to await a trial is because his attorney has requested a continuance.\*

A review of the Case File Index in December, 1973 showed in only four cases (out of 100 randomly selected cases) a defendant skipped bond.

According to the State Attorney, drunks will no longer be taken to jail or prosecuted in the courts after February 20, 1974.

In view of the above, the management of the flow of cases can fairly be rated as excellent. However, preliminary analysis of detention facilities has indicated some needs for possible changes.

Problem. The jail system has no minimum-security holding facility. Consequently, all adults booked in jail, regardless of the kind of crime allegedly committed, must remain in jail for a certain period, unless they can post bond. Consequently, this sometimes results in mixing one-time misdemeanor offenders with hardened criminals.

Tactical Alternative. The Metropolitan Criminal Justice Advisory Council should consider appointing a committee to establish the feasibility and need for a minimum detention facility for those offenders accused of misdemeanors and who cannot afford bond. Such inmates could be confined to a minimum security facility, for instance, after their first appearance to await trial, or after trial while awaiting sentencing.

Problem. As mentioned under "Present Conditions", the first pre-trial diversion program for drunks is scheduled to begin on February 20, 1974. Such a concept should be considered for other offenses. This problem and associated tactical alternatives are taken up on the section on Function 1.2.2.3.

\*Continuance is additional time authorized by a court for various reasons, such as pleadings, investigations, etc.

Problem. At the present time, the professional staff of the Office of Criminal Justice Planning consists of two planners (Director and Assistant Director); one Federal Fiscal Specialist, who performs programmatic and fiscal monitoring duties; and two (2) adult corrections evaluators. The Office has no capability to provide indepth technical assistance in the area of grant applications. As a result, the quality of applications is generally very poor. The Office has no grants management capability. Poorly managed grants can, of course, lead to potentially embarrassing situations to the City and implementing agencies. Additionally, the extremely heavy day-to-day workload of the Director and Assistant Director allows for only "crash" planning and precludes any effective planning on a continuing basis.

The Crime Control Act of 1973 authorizes the allocation of Part C Action funds to support the activities of a Criminal Justice Coordinating Council. It is the objective of this alternative to allocate action funds for this purpose and to allocate Part B planning funds to support a two-to-three man planning capability, the activities of which will be devoted to a continuing planning effort, to include research, data collection, data analysis, surveys and studies, the end result of which will be an updating of the City's comprehensive criminal justice plan.

Tactical Alternative. To improve and enhance the capability of the City of Jacksonville in the areas of grant inducement, grants management on a continuing basis, monitoring, and evaluation and to also provide applicant agencies with indepth technical assistance in the preparation of grant applications, consideration should be given to the implementation of a Criminal Justice Coordinating Council with staffing resources, as defined in the Crime Control Act of 1973.

#### Function 1.2.2.2: Criminal Defense

Adequate or improved criminal defense in the administration of justice involves the protection of the constitutional rights of the accused and the assurance of a fair and equitable disposition of his case.

Present Conditions. According to the Florida Rules of Criminal Procedure (Feb. 1, '73) (Rule 3.130,b,1) "Except when he has been previously released in a lawful manner, every arrested person shall be taken before a judicial officer within 24 hours of his arrest." This ruling goes on to state (Rule 3.130, b, 3, i) that, if possible, the defendant should be represented by private or court-appointed counsel at the time of his first appearance. In Duval County, if the defendant is found to be financially unable to afford counsel at his first appearance, the court appoints a counsel for him at that point. Thus, any defendant who so desires, will be represented by counsel at his first appearance.

A survey conducted in December, 1973, of 200 cases selected from the Case File Index, listed (in the Index) as either code 01 (sentenced to probation or prison) or code 00 (no disposition listed), revealed that 115 defendants had been sentenced to either probation or prison. Of the 115 defendants, 36 (31.3%) were allowed to plead guilty to a lesser charge and 7 (6%) pleaded guilty to one charge, but had other counts against them dropped. In addition, of the 36 who were allowed to plead guilty to a lesser charge, 9 (7.8% of the 115 defendants) not only were allowed to plead guilty to lesser charges, but also had additional charges against them dropped.

Because of a lack of sufficient manpower and facilities in the court system, this rate of plea bargaining must be maintained in order to keep abreast of the heavy caseload. Due to this apparently high rate of plea bargaining caused by an overloaded court system, the Public Defender is able to bargain for justice in the defense of his clients. Thus, justice becomes a function of the overcrowded system and not necessarily the guilt or innocence of the person charged.

Problem. Under the Florida Rules of Criminal Procedure (February 1, 1973), every defendant in a criminal case has a right to an attorney for felonies and for misdemeanors punishable by incarceration. In contrast to previous rules which did not provide for public counsel for every offense punishable by incarceration, provisions of the Florida Rules place a much heavier caseload on the Public Defender's Office.

National Goals and Standards on Courts states: "The caseload of a public defender office should not exceed the following: felonies per attorney per year: not more than 150; misdemeanors (excluding traffic) per attorney per year: not more than 400..." Yet during the third quarter of 1973, the Public Defender was called upon to represent 2,874 persons on over 4,300 counts computed on a yearly basis, this results in 11,496 defendants, or an average caseload of 638.6 cases per attorney per year (based on the 18 public defenders in Duval County). This figure is more than the combined total of felonies and misdemeanors recommended by the National Goals and Standards.



Tactical Alternative. The State should abide by the National Goals and Standards workload standards for the Public Defender's Office, and prepare future budgets for this office based on the cost necessary to maintain a staff sufficient to meet the anticipated workload during the coming year.

Problem. The Public Defender (as mentioned earlier) is also burdened with serving the overflow of subpoenas, citations, etc. from the Civil Process Division of the Sheriff's Office. From August 1 to November 30, 1973, investigators of the Public Defender's Office served an average of 317 subpoenas.

Tactical Alternative. The State should increase the budget of this office by an amount sufficient to hire two full-time Process Servers, until such time as the Office of the Sheriff can hire sufficient staff to fulfill their responsibility.

Problem. The lack of a qualified office manager in the Office of Public Defender leads to the necessity of public defense attorneys preparing budgets, implementing office procedures, assigning personnel, following the work flow, etc. Considering the heavy caseload of this office, these attorneys are needed to prepare and try cases and thus should be relieved of such administrative duties.

Tactical Alternative. The State should increase the budget of this office by an amount sufficient to hire an office manager.

Problem. - According to the Florida Rules of Criminal Procedure (February 1, 1973), Rule 3.111.b.1, "Counsel shall be provided to indigent persons in all prosecutions for offenses punishable by imprisonment...including appeals from the conviction thereof." This means that if a defendant in such a criminal procedure, after proper consultation with his counsel, decides to plead guilty to the offense charged against him, and does so plead and is consequently adjudged guilty by the court and sentenced for that same crime, he not only has the right to appeal that sentence, but to use the Public Defender's Office to do so.

This results in a vastly increased workload for the Public Defender's Office as well as a conflict of interest since the Public Defender must appeal the sentence after he has advised the defendant to plead guilty and accept sentence.

Tactical Alternative. Duval County Legislative Delegation should be encouraged to support legislation which would uphold the right to appeal for those who have entered guilty pleas but would deny them access to public counsel to enter such appeals.

Tactical Alternative. For such cases, the court could consider appointing an outside attorney on the defendant's behalf, to avoid having the Public Defender's Office involved in such appeals.

Problem. At present, there is no agency which processes evidence for the Public Defender's Office. When the Public Defender needs to obtain and process evidence, he must contract with outside specialists. Since the evidence processing needed by the Public Defender's Office is largely physiological in nature (semen tests in rape cases; blood, urine, sweat examinations or hair, fingernail or fiber analysis in other cases), such services could be provided by the new crime lab (which may be established in Jacksonville).

Tactical Alternative. The crime laboratory which may be built in Jacksonville should be authorized to perform tests as requested by the Public Defender.



### Function 1.2.2.3: Criminal Prosecution

The improvement of criminal prosecution capabilities involves the enhancement of the quality of justice in the form of redress or punishment for crimes or illegal conduct committed by the alleged offender.

Present Conditions. The Fourth Judicial Circuit Semi-Annual Statistical Report for the period January through June 1973 shows that the Circuit Court received 3,524 criminal cases during that period.\* The report reveals that in only 47.67% of the cases was the defendant convicted, while 30.56% of the cases were nolle prossed, and 4.17% were dismissed. Defendants were found innocent in 1.47% of the cases.

Situation. These figures confirm the findings of the independent study conducted by the Office of Criminal Justice Planning in December, 1973. One purpose of the study was to learn the effectiveness of the prosecutor and courts in dealing with those arrested for Part I offenses. For this study, a sample of 50% of offenders committing Part I crimes was taken from the Case File Index\*\* of the Criminal Justice Information System. The sample was taken for the period January 1 to December 13, 1973. The preliminary findings indicate most of the dispositions fell into one of three categories: 00 (no disposition listed), 01 (offender sentenced to probation or prison), and 04 (the case was nolle prossed by the State's Attorney). Less than seven percent of the cases fell into categories other than these three. Consequently, the study concentrated on these three dispositions. The findings were as follows:

\*The Circuit Court handles those cases in which the most serious offense charged is a felony; County Court deals only with misdemeanors.

\*\*The Case File Index is a listing, prepared daily, of all offenders who have entered the Criminal Justice System. It lists the suspect's name, his offender number, his docket number, the date the offense took place, the date his case was filed with the court, the date of his trial, the division of the court in which the trial was held, the disposition of the case, and the most serious offense with which the suspect was charged. The disposition codes are numbered from 01 to 22, each standing for a different type of disposition. These codes have been set down by the Florida Supreme Court for use by all criminal courts in the state.

Type of Crime	Code 00	Code 01	Code 04	Total Cases
Murder	17.17%	49.49%	28.50%	99
Rape	20 %	40 %	40 %	10
Robbery	14.93%	51.29%	33.76%	154
Assault	28.78%	40.48%	30.73%	205
Burglary*	19.63%	54.90%	25.46%	326
Larceny	33.17%	45.67%	21.15%	208
Auto Theft	30.18%	37.10%	32.70%	159

\*Includes home burglaries and commercial breaking and entering.

As the table indicates, an average of 47.3% of the cases brought before the Circuit Court resulted in convictions (Code 01). However, no distinction is made in this code between defendants sentenced to probation and those sentenced to prison. The sentencing of a defendant once he has been found guilty is the prerogative of the court and will be discussed in more detail in a later section.

Code 00 represents those cases for which no disposition was listed in the Case File Index. In order to determine what happened in those cases, 100 such cases were randomly selected for further review and were thus matched with court dockets kept in the Office of the Clerk of Court\*\*. This indepth review revealed in 65 cases an arrest warrant had been issued by the court, but had never been served. In seven cases, the dockets could not be located by the researcher. However, in the remaining 18 cases, the dockets showed that the cases had been disposed of. Fifteen defendants had been found guilty and sentenced to probation or prison. These 15 cases should have been listed in the Case File Index under Code 01.

Tactical Alternative. More stringent controls over the input of data into the Criminal Justice Information System should be established, and the Information Systems Division should make periodic inspections to insure that information going into the system is both accurate and complete.

Problem. As found in both the Circuit Court's semi-annual report and the independent study conducted by the Office of Criminal Justice Planning, a substantial percentage of felony cases are nolle prossed by the State's Attorney (Code 04). The Circuit Court report shows 30.56% of the felony cases are nolle prossed. It is the exclusive privilege of the State's Attorney Office to nolle pross cases.

\*\*The number and types of cases selected were in proportion to the number found in the table above. For example, 8 murder cases were included in the study to parallel the figure of 8.52% in the chart.

This study also attempted to show the overall effectiveness of the Criminal Justice System.

. In 1973, 444 Part I crimes resulted in 100 arrests, an overall clearance rate of 22.5%.

. Of the 100 suspects arrested for a Part I crime, 28.5 suspects had their cases nolle prossed.

. Only 47 of the 100 suspects apprehended were convicted. Thus, according to the independent study, a person committing a Part I crime in Jacksonville has a 1-in-10 chance of being apprehended, taken to court, found guilty, and sentenced.

. Of the 47 suspects found guilty of a crime, 14.7 persons pleaded guilty to a lesser offense, with the concurrence of both the court and the State's Attorney. Of this number, 11.9 suspects were sentenced to probation while only 2.8 persons went to prison.

. Of the 47 defendants who were found guilty, only 32.2 were found guilty of the Part I crime with which they were originally charged, and 2 of those persons had other charges against them dropped. Thus, if a person in Jacksonville commits a Part I felony, he has a 7.2% chance of being apprehended, tried, convicted and sentenced for the particular crime committed.

Problem. The National Goals and Standards for Courts (Standard 12.2) state: "This standard does recommend that two assistant prosecutors be assigned to an office's trial division for each judge who spends his entire judicial time disposing of felony cases...This assignment policy will permit one assistant to prepare his cases while the other is trying his." The Office of the State Attorney does follow this policy assigning a minimum of two assistants to each division of the Circuit Court. However, this method of manpower utilization does not relieve prosecuting attorneys of their heavy workload.

Computing the caseload per year based on the Fourth Judicial Circuit Semi-Annual Statistical Report given earlier, the number of cases (for one year) can be estimated at 7,048. This means that each of the 10 assistant state attorneys assigned to the four divisions of the Circuit Court must be responsible for 704.8 felony cases per year. Assuming that each week has five full workdays, each man has to handle 2.7 cases per day. (This figure is not allowing time off for training, sick leave, vacation, etc.) These 10 assistants and 4 Circuit Court justices must dispose of an average of 27 cases per day.

Because of time constraints and requirements set forth by the Florida Rules of Criminal Procedures, coupled with limited manpower, the assistant states attorneys cannot adequately prepare all of the cases they are assigned. If many defendants should demand a jury trial, for instance, a backlog of cases would result immediately. Florida Rules of Criminal Procedures requires the following for a person requesting a jury trial: a first appearance before a judge 24 hours after arrest, a preliminary hearing,

and then the trial. The trial will take a minimum of three days, which three days include time spent impaneling the jury and then allowing it to deliberate. Under these circumstances, an assistant states attorney would have to dispose of 5.4 cases per day for three consecutive days (after a jury trial) just to catch up again to a level of 2.7 cases (average) per day.

To solve the constant problem of heavy caseloads, the court system must rely on plea bargaining. If each felony offender were to demand a jury trial, and each trial lasted a minimum of only three days, the four Circuit Court judges (criminal division) could only dispose of about 346 cases per year. They must dispose of over 7,000 cases. Therefore, when a defense attorney encourages a defendant to enter a guilty plea to a lesser charge in lieu of a demand for a jury trial, the prosecutor is inclined to accept this plea bargaining in order to keep the cases moving and to keep the conviction rate high.

Bargaining for a lesser charge is not the only form of plea bargaining. Another kind occurs when a plea of guilty is entered for an original charge in exchange for a lighter sentence. If an assistant states attorney has a strong case against a defendant, a public defender may advise that defendant to plead guilty as charged, then bargain for a light sentence. The soundness of such cases, however, depends heavily upon adequate police investigation.

National Goals and Standards on Courts (Standard 3.1) state: "As soon as possible, but in no event later than 1978, negotiations between prosecutors and defendants - either personally or through their attorneys - concerning concessions to be made in return for guilty pleas should be eliminated." Assuming that this is accomplished and that 32.2% of the felons brought before the Circuit Court continue to plead guilty as charged, and assuming only 11.9% who exchange guilty pleas for lesser charges would opt for a trial rather than plead guilty as charged, this would require 839 jury trials per year. If each trial took a minimum of 3 days an additional 10 full-time Circuit Court judges, and 20 assistant states attorneys would be required.

Under circumstances stated above, there is no way to eliminate plea bargaining. Although bargaining for reduced charges could be minimized through further manpower allocations to the State Attorney's Office, it is not feasible to eliminate plea bargaining at this time.

Tactical Alternative. The State should allocate enough funds to hire additional prosecutors as may be needed to allow a reduction in caseload to 100 cases per attorney per year.

Problem. According to the National Goals and Standards for Corrections (Standard 3.1): ..... "the services to meet the offenders needs and problems are unavailable within the criminal justice system...prosecution toward conviction may cause undue harm to the defendant or exacerbate the social problem that led to his criminal acts."

Tactical Alternative. In order to deal effectively with offenders who do not present a serious threat to others, diversion programs should be established in lieu of traditional punitive action. Jacksonville had already instituted a pre-trial diversion program for alcoholics. However, alcohol abuse is not the only category for which such services could be used. A detoxification center for the pre-trial diversion of drug users should be established for those drug users who have not committed a felony by their possession or sale of drugs - based on the current alcohol detoxification program model.

Problem. Pre-trial diversion would also be effective in domestic disturbance cases. As mentioned earlier (in Function 1.2.1.1.) these cases constitute a serious problem for both the police and courts. To arrest a husband and sentence him to prison is to remove the wife's sole means of financial support. Understanding this, a wife will rarely prosecute her husband. Probation is ineffective as well, for probation officers cannot address themselves to the individual's marital problems.

Tactical Alternative. Pre-trial diversions, which would allow these couples to attend counseling sessions with a qualified counselor, should be considered as an alternative to prosecution. Pre-trial diversion programs might also be tailored to suit the needs of juvenile offenders who have committed misdemeanors, as well as youthful first offenders who could be placed in a pre-trial center similar to probationers' residence. Such a program, called Operation Crossroads, has been successful in the Washington, D. C. area. (National Goals and Standards for Courts, p.29-31)

Such programs as those outlined above, should be implemented by the State Attorney's Office in cooperation with appropriate government and private organizations. An intake officer, within that Office, would be responsible for making a determination based on the merits of the case as to whether to prosecute or recommend for diversion. To insure that the offender remains in the program, he would be asked to sign a contract stating he would undergo such program for a certain length of time. (e.g. counseling, drug-abuse treatment, etc.). If he withdrew before the stated time period, he would be prosecuted. It is recognized that this diversionary program would create a need to expand the Office of the State Attorney. However, the expense would be limited since the intake counselors need not be attorneys. Furthermore, if the program proves successful, it would serve to further lighten the burden of the assistant state attorneys, and would allow for smaller increases in legal personnel than previously recommended.

Problem. As mentioned in Function 1.2.2.2., Criminal Defense, the Public Defender is being forced to assign his investigators to serve witness subpoenas and other civil process papers which the Sheriff's Office is actually responsible for. Investigators in the State Attorney's Office also spend much of their time serving civil process instead of investigating.

Tactical Alternative. Unless the Sheriff's Office is able to expand its Civil Process Unit to a size adequate to cope with the volume of paper it receives, it is recommended that the budget of the States Attorney's Office be enlarged to provide for at least 2 civil process servers.

Tactical Alternative. The court system, in conjunction with the Sheriff's Office, should develop a comprehensive plan on a contractual basis (representatives from the court system working via a committee with a contracted researcher) to: 1) improve methods of serving all witness subpoenas, and 2) to compel witnesses (within legal means) to appear when notified.



#### Function 1.2.2.4: Adjudication

The improvement in the adjudication function is directed at the enhancement of the manner in which the judicial determination of guilt or innocence is administered.

Present Conditions. As stated in Function 1.2.2.3, the Circuit Court, which has only four full-time judges, must handle approximately 7,048 cases per year, requiring an average of 1,762 cases per judge annually, or 6.8 cases per judge per work day. Despite this heavy workload, the courts have relatively few requests for continuances, except in the most serious cases, and have no case backlog. Judges' calendars are rarely filled six weeks in advance, which is well under the 180 day speedy trial rule issued by the State Supreme Court.

The physical facilities of the Circuit Court are adequate in the new Duval County Courthouse. The courtrooms are spacious enough to accommodate everyone involved in the proceedings. Witnesses have to undergo a minimum of inconvenience, an on-call system has been initiated whereby police officers do not have to appear unless they are called.

Situation. The Criminal Justice Information System was implemented in July and has enabled far more efficient tracking of suspects through the criminal justice system. In January, 1974, the System published its first computer court calendar.

Tactical Alternative. The Criminal Justice Information System should be continued and expanded, in accordance with the Master Plan for Criminal Justice Information Systems for the Consolidated City of Jacksonville.

#### Function 1.2.2.5: Sentencing/Disposition

This function is directed toward the enhancement of the quality of justice in terms of improvement in the fairness and appropriateness of sentences and dispositions and the manner in which they are arrived at. Improvement in fairness and appropriateness of sentences will facilitate both societal redress and rehabilitation of the offender for purposes of reintegration (of the offender) into society.

Present Conditions. As cited earlier in Function 1.2.2.3, only 47% of those suspects who come to trial in the Circuit Court are convicted and sentenced for a crime. The aforementioned independent study conducted by the Office of Criminal Justice Planning showed that 53.9% of those convicted were sentenced to probation while 46.1% were sent to the county jail or the state prison.

Problem. The figures cited above point out the limited number of sentencing options open to the court upon determining a suspect's guilt. It also points out the need for more variety in the programs currently available for offenders.

One option, already available to DWI offenders, is the DWI School conducted by the Jacksonville Area Safety Council. Such programs as these, which are designed to match the sentence to the offense committed should be expanded to include other offenses. Judges should be able to sentence repeat family disturbance offenders to attend marriage counseling clinics, and alcohol and drug offenders to appropriate treatment centers.

Problem. At the present time, presentence investigations are not adequate in providing a guide for giving a sentence that is beneficial to the felon and to the community. According to the 33rd Annual Report of the Florida Probation and Parole Commission (pg. 46), "Currently, the presentence investigation does not include aptitude or psychological testing, or psychiatric examinations." In fact, according to a spokesman for the Duval County Probation and Parole office, the current presentence investigation is no more than a minimum background investigation in which the investigating officer interviews the offender's family, friends, employer, etc. Unless school records are included in the report (this is seldom the case since school authorities normally do not release such records), there is no place in the investigator's report to reflect the offender's I.Q., aptitude, skills, interests, etc. Felons sentenced to the state prison must undergo a post-sentence investigation when they arrive in prison, which investigation includes a medical check-up as well as a skills and aptitude test. However, those felons sent to the county jail or released on probation do not have the benefit of such tests, even when given a presentence investigation. A lack of psychiatric, psychological, and aptitudinal testing (of felons) makes it difficult for a judge to pass a sentence which would benefit a felon offender. In addition, a probation officer oftentimes has difficulty finding a suitable job for a felon offender or enrolling the offender into the proper training course.



Tactical Alternative. Presentence investigations should be expanded to include aptitudinal, psychological, and psychiatric examinations.

Problem. According to a spokesman for the Duval County office of the Florida Probation and Parole Commission, each presentence investigation takes four to six weeks to complete if the convicted person has been a long time resident of the city, and somewhat longer if he comes from out of city or out of state. Delays encountered in conducting these investigations has sometimes caused a backlog of inmates in the jails awaiting sentence.

In addition to conducting presentence investigations, local probation officers must handle over 100 probation cases at all times. Even supervisors are handling cases just to hold the workload at this level. Frequently, investigations take so much time that probation officers cannot adequately take care of their probationers.

Tactical Alternative. The Duval County office of the Probation and Parole Commission should be expanded to include at least 10 professional investigators, specialists who would conduct timely and thorough investigations, and thus relieve the probation officers in order that they may concentrate on their normal workload.

Problem. The 33rd Annual Report Florida Probation and Parole Commission (page 47) states: "Although presentence investigations are currently prepared on the majority of felon offenders, some of the courts sentence without the benefit of these reports making it necessary to prepare postsentence investigations. The reports would improve service to the courts, assist in more equitable sentencing, negate the necessity of preparing postsentence investigations and the need for prison officials to prepare a classification and admission summary." In addition, the Fourth Judicial Circuit Semi-Annual Statistical Report shows that an average of 590 felony offenders pass through the courts each month, of which 277 (47%) are sentenced to prison or probation. Yet the Duval County office of the Florida Probation and Parole Commission was able to only prepare 91 presentence investigations during December, 1973.

Tactical Alternative. Presentence investigations should be conducted on all convicted felons, and for those cases concerning a second felony conviction, the presentence investigation should attempt to determine the failure of the previous sentence in resocializing the offender.

Problem. In some instances, judges are not aware of the suitability of certain offenders for the different kinds of alternative programs offered. Often programs receive the wrong kind of ex-offender for lack of proper screening by all parties involved (courts, corrections, and police). Also, the lack of centralized coordination for evaluating and assigning offenders to treatment programs before and after adjudication has often allowed some programs to become overcrowded, some not to be filled, some to receive clients who cannot be treated (within such programs).

The present referral procedures now being used for community rehabilitation are not organized. State Attorney may refer an offender prior to arrest, so may a public defender. A referral agent from a halfway house may "spot" a prospective client prior to trial. A judge may refer an offender based on an upcoming docket sheet (prior to a hearing).

Tactical Alternative. A central intake program for the court system should be developed to evaluate and assign offenders to treatment programs or community-based halfway houses.

### Substrategy 1.2.3: Post-Dispositional Client Processing

One of the critical factors relative to the control of crime is the manner in which offenders or clients are dealt with following the court's disposition of their case. Therefore, the primary purpose of this function is to reduce the recidivism of that offender by addressing problems he might have which could promote criminal activity. The goal of improved post-dispositional client processing is two-fold. First, it is primarily designed to influence the offender to reintegrate into society as a useful and productive member. Secondly, the post-dispositional client processing must provide for the protection of society from that offender until such time as he is ready for re-entry. This two-fold goal is accomplished mainly during the pre-release phase of client processing. A post-release phase follows the client's severance from the criminal justice system. Even during this phase, certain services can still be provided to the client in an unofficial capacity to facilitate his adjustment to the social environment.

### Function 1.2.3.1: Promotion of Personal Health

Many offenders are in need of personal health attention and improvement while being processed following their disposition. Certain personal health conditions, physical or mental in origin, are often the basis of adjustment problems. The function of improving personal health problems will therefore result in better post-dispositional servicing/processing of the offender. It will facilitate his successful reintegration back into society.

Present Conditions. In regard to personal health among offenders, alcoholism and drug abuse are the two most noticeable conditions which have some relationship to criminal activity or which rank high among crime statistics. Of the 32,783 individuals arrested in Duval County in 1972, 6,886 were arrested for drunkenness and 5,449 were arrested for DWI. In addition, 2,219 were arrested for drug and drug-related offenses.

The problem of alcohol-related crime is definitely a serious one. This is emphasized by a jail survey conducted jointly by the Department of Human Resources, the Jails and Prisons Division of the Sheriff's Office, and the Office of Criminal Justice Planning. Covering a 30-day span during August and September 1973, this survey revealed that of 2,011 offenders booked, 940 were in jail for alcohol-related offenses - 561 for public intoxication, and 379 for DWI.

Staff members of the Jacksonville Adult Development Centers Project are concerned about the physical health conditions of the individuals received at halfway houses (Bold City Residence, Probationers' Residence, and Walnut House). According to the staff, many residents come from the lower socio-economic stratum and accordingly manifest some of the physiologically related problems common to that social level: poor vision and hearing, malnutrition, bad teeth, etc.

Problem. As mentioned in the above "Present Conditions", alcohol abuse and alcoholism is a serious crime problem in Duval County. An average of 55% of individuals in jail are arrested for alcohol-related crimes.

Analysis of data on drug law violations in Duval County discloses that arrests have increased from 115 in 1968 to 2,219 in 1972.

Tactical Alternative. Rehabilitative and diversionary treatment alternatives for drug and alcohol abuse should be developed to include residential and non-residential services each year for a minimum of 500 adult clients with alcohol problems, and 150 juveniles and 800 adults with drug problems.

Problem. Staff members of the Jacksonville Adult Development Centers Project have volunteered that personal health assessment in community rehabilitation centers is inadequate. Many resources for health care, i.e., American Dental Association, Lions Club, and hospitals in the city (in addition to University Hospital) could be induced to assist in caring for needs of ex-offenders. University Hospital is practically the only agency now sparing what resources it can to attempt to meet the health needs of rehabilitation centers.

Tactical Alternative. Department of Health, Welfare, and Bio-Environmental Services should consider providing a liaison person to assess health needs of all probationers, parolees, and mandatory conditional releases, and to develop and coordinate health resources throughout the City.

Problem. Physical health examinations for the offender population sentenced to community based treatment centers are practically non-existent. As mentioned in the following section covering the function "Improved Occupational Opportunities", a two-day assessment program could be helpful in finding the strengths, weaknesses, and needs of each client. Psychological testing and skills aptitude testing, now done on a cursory basis, should be included in such an intensive program.

Tactical Alternative. In an attempt to better understand the needs of the offender population, the community-based treatment centers should establish a central intake center where an intensive two-day assessment program could be conducted. The program would include:

- . Physical health examinations
- . Psychological testing
- . Skills aptitude testing

Problem. Nurses at the county jail and prison farm have expressed concern over the need for the services of a physician. Serious complications often arise because of the lack of diagnostic capability. The nurses contend that the sick call caseload is anywhere from 8 to 87 clients per day. Less than half of these clients have valid complaints. Those that do need medical attention are often penalized because of so many clients purposely reporting false symptoms of illness. A comprehensive screening effort by a medical doctor would allow the nurses valuable time to care for those having real illnesses. A viable detection and diagnostic capability would insure an increase in the quality of health care so vitally important to the rehabilitation process.

Regarding medical care within correctional institutions, the National Goals and Standards on Corrections state the following: "...correctional agency should take immediate steps to fulfill the right of offenders to medical care. This should include services guaranteeing physical, mental, and social well-being, as well as treatment for specific diseases as infirmities..." The Goals further state: "...there should be a prompt examination by a physician upon commitment to a correctional facility. Medical services should be performed by persons under the supervision of a licensed physician."

Tactical Alternative. Sheriff's Office Division of Jails and Prisons should initiate a contract for a medical doctor who would visit the county jail and prison farm at least three days a week to give physical examinations and tend to acute and chronic health needs.

Problem. The county jail has no exercise facilities for inmates. National Goals and Standards on Corrections indicates that lack of exercise among prison (or jail) inmates can contribute to the physical breakdown;

physical activity has been accepted as a means of breaking the monotony of prison life and as a safety valve to release pent-up emotions.

Tactical Alternative. The county jail should be required to furnish at least minimal exercise facilities for inmates.

Problem. Division of Jails and Prisons of the Sheriff's Office has no trained personnel capable of providing continuous personal health and social services counseling.

Tactical Alternative. Personal health and socialization services should be developed for offenders incarcerated in the county jail and prison farm; such services should include pretrial intervention counseling, drug and alcohol abuse counseling, and crisis intervention and classification counseling.

Problem. Treatment services for alcoholics are fragmented. Good communications are lacking among the various agencies such as the mental health centers at St. Vincent's Hospital and University Hospital, and the Alcoholic Detoxification and Treatment Center. A need exists for overall assessment and treatment policies, and for one specified agency to take a leadership role and pull together a disjointed effort now existing among these agencies.

Tactical Alternative. Department of Health, Welfare, and Bio-Environmental Services should assume the coordinating responsibility and play a major role in developing and coordinating medical resources and treatment for alcoholics and people involved in alcoholic abuse.

Situation. The Office of Criminal Justice Planning, through the efforts of its evaluators,\* completed a thorough assessment of Jacksonville's Alcoholic Detoxification and Treatment Center Project. This indepth evaluation was conducted over a five-week period in December, 1973 and January, 1974. The evaluators developed questionnaires and used them as a basis for interviews. Project staff as well as patients were interviewed. A thorough search of the project files was made to yield a patient profile and statistics in order to reflect the completeness of files and the thoroughness of the project counselor's work. The evaluators also interviewed the Honorable Everett R. Richardson, Circuit Judge; Mrs. Rosalin Johnson, Regional Field Representative, Division of Mental Health, Bureau of Alcoholic Rehabilitation; Mr. Robert Yates, Division of Mental Health of the Department of Health, Welfare, and Bio-Environmental Services, and many others.

Near the end of this intensive research and evaluation effort, the evaluators developed eight recommendations to improve the program and make alcoholic rehabilitation a reality in Jacksonville. The recommendations, included herein as tactical alternatives, are followed in each case by an appropriate justification. These tactical alternatives and corresponding justification, therefore, are listed as follows:

Tactical Alternative. Improve the alcoholic detoxification and rehabilitation program by converting the Alcoholic Detoxification and Treatment Center at Jessie Street into a short-term detoxification center and

\* These are Adult Corrections Evaluators who are completing evaluations on ten corrections projects in Jacksonville.



employing a 24-hour, seven day a week nursing staff. This Center would be used as the center of a system that detoxes and makes referrals to halfway houses, the Mental Health Clinic, Vocational Rehabilitation, and other agencies in order to rehabilitate and help keep the clients sober.

Justification: With the implementation of the Myer's Act, it is anticipated that the number of referrals in need of detoxification and rehabilitation will increase markedly. In order to aid the implementation of the Myer's Act, more facilities must be made available for detoxification. The Center on Jessie Street has the facilities required, but currently houses chronic alcoholics in addition to clients undergoing detoxification. This change is advocated in order to provide the additional space needed.

Tactical Alternative. Hire a clinical director or nurse with college experience whose office would be at 1245 Jessie Street. Such a person would offer supervision and other assistance that the staff may need.

Justification: The Alcoholism Supervisor/Counselor position is needed to supervise and conduct counseling services in the domiciliary facility. Therefore, a professional individual with a medical background is needed on site for consultation in matters of program activities.

Tactical Alternative. Provide a domiciliary facility for those chronic alcoholic residents now in the Alcoholic Detoxification and Treatment Center. This facility should be equipped with a full-time counselor who has access to vocational rehabilitation personnel, and alcoholic anonymous type activities.

Justification: It is recognized that rehabilitation for some alcoholics means long-term domiciliary care. These individuals are in continual need of a supportive environment including such services as vocational rehabilitation, alcoholic anonymous, and private counseling.

Tactical Alternative. Place the present Alcoholism Supervisor/Counselor at the domiciliary facility to provide the needed counseling services for the chronic residents.

Justification: This facility needs an indepth counseling service. Therefore, the services of the Supervisor/Counselor would be more effective in this facility than at Jessie Street because medical detox rather than counseling is to be stressed.

Tactical Alternative. Hire certain chronic alcoholics now living at the Alcoholic Detoxification and Treatment Center. These individuals are currently acting as paraprofessionals and are crucial to the operation of the Center. Consideration should be given to providing living space in the Detoxification facility for these paraprofessionals.

Justification: These individuals need long-term residential treatment. They currently perform duties necessary to the maintenance of the Jessie Street facility. It is recommended that they be allowed to remain at the Center to continue in these duties. These paraprofessionals could assist the full-time professionals in carrying some of the heavy workload.

Tactical Alternative. Arrangements should be made to give the present staff in-service training so that they can effectively cope with the increased caseload. These counselors will then be placed in strategic positions in the field.

Justification: With the implementation of the Myer's Act, it is anticipated that the number of referrals to a detoxification and treatment facility will be increased accordingly. Based on this team's findings with regard to the lack of follow-up being done, the incompleteness of files and the divergent views toward proper therapy methods, it is felt that training, with a view toward a unified treatment procedure, is urgently needed.

Tactical Alternative. Retain an intake counselor for the detoxification facility with duties to include referral of patients to appropriate counselors in the field for follow-up treatment, keeping a cross-reference card file for each patient, filling out the personal history form, and providing a receptionist service.

Justification: Although there will be a clinical director to supervise nursing and counseling, an intake counselor is still needed to answer the phone, maintain files, and admit patients. The function of the intake counselor will be critical, taking into consideration the anticipated number of admissions.

Tactical Alternative. Voluntarily implement the Myer's Act prior to October 1, 1974. Transport public intoxicants, and those who would receive disorderly conduct, drunk charges to Jessie Street for detoxification. Rather than incarcerate an individual on the charge of disorderly conduct, drunk, it is suggested he/she be given an alternative in the form of treatment. Law enforcement officers would be instructed to deliver these types to Jessie Street where they would be given the chance to begin prosecutorial probation by voluntarily entering into treatment for a prescribed length of time (to be determined on the basis of individual need).

Justification: Treatment would be voluntary. However, the use of prosecutorial probation would motivate the individual to remain in the treatment he needs for the prescribed length of time. It is now recognized that long-term treatment, with the benefit of long-term counseling, is much more effective as a rehabilitative measure than short-term treatment. A system similar to this is now in effect in St. Louis, Missouri.

### Function 1.2.3.2: Improved Occupational Opportunities

Improved occupational opportunities can be a positive and helpful function in rehabilitating an offender. It is assumed that the lack of certain skills or employment opportunities based on poor training in terms of home and family life, education and vocation, and occupation can be the cause of an offender's problems and hence relate to his criminal activity. Poor placement or employment options also can cause these problems. Improved occupational opportunities can be realized and, consequently, an offender can make adjustments (either prior to or after release) if he is provided proper training, skills, and adequate job placement. This function would involve not only response to the needs of an offender, but also an appropriate degree of security until the needs of an offender are met.

Present Conditions. Excerpts taken from page 370 of the National Goals and Standards on Corrections are listed here as follows:

The role, quality, and relevance of educational programs in major institutions have not kept pace with the social, economic, political, and technological changes and expectations of society. Traditionally, education is only part of a larger program in the correctional institution and generally must compete for the individuals time during the standard working hours.

Offenders typically lack marketable skills for employment as well as the basic education necessary to develop these skills. They have been "losers" in schools and are caught up in the cycle of cultural and economic deprivation. In institutions they are trained too often in a skill for which there are no jobs at all or no jobs in the community to which they will return. Often the job is being phased out as obsolete.

The National Goals and Standards on Corrections gives proposals (on pages 370 and 371) to upgrade the educational system employed in correctional institutions. These proposals are stated here.

Educational departments of institutions should measure the effectiveness of their programs in achieving their stated objectives. This effort should be done by internal evaluation and by an appraisal process involving the inmate students themselves and independent outsiders. The student also should have a role in developing the educational curriculum should be related to vocational instruction.

Teachers not only should be required to have state certification, but they should have special educational preparation for dealing with the particular needs of offenders. They should be required to meet the performance standards prevailing in the best schools in the community. Supplementary resources should be

available, including guidance counselors. The curriculum should not be restricted to traditional academic subjects, but particular stress should be placed on consumer and family life and other social education courses. Vocational training should be in short, intensive modules. Each module should include a pretest, a written statement of what the student will know when he completes the unit, written objectives for this achievement, curriculum content, a post-test, and a recycling process. Students passing the pretest should not continue with that unit but move on to the next module. Short training modules in interest inventory, vocational interest, and vocational opportunities should be provided to offer the student a variety of choices for his own employability.

Vocational training should be geared to the individual requirement of each offender, rather than to meet such institutional considerations as filling available spaces in particular programs. The training programs themselves should be related to the actual needs of offenders and of the job market in the communities to which they will return. The approach has been tested by the Rehabilitation Research Foundation in Alabama, with apparently successful results.

Credit for the completion of educational and vocational programs will help offenders compete for jobs on release and add credibility to their training.

Problem. Approximately 42,408 inmates per year serving in the municipal correctional system are not provided with any reasonable opportunity to profit from their period of incarceration other than through the Work Furlough Program. Inmates in the Jacksonville/Duval County correctional system, under certain conditions, may obtain a high school equivalency diploma. Virtually no other academic or vocational training is available. Further, there is no provision for treatment of emotional or behavioral disorders, including drug addiction/habitation and alcoholism. No provisions are made for the well-being of inmates' families, and, of course, inmates have no means to support dependents.

Tactical Alternative. The Work Furlough Program should be continued. This program should continue to include educational, vocational, and work-release sub-programs for 200 to 250 selected inmates annually.

Tactical Alternative. An auto repair and welding program to provide vocational training for sentenced inmates should be considered; it should be a certificate program with placement assistance for graduates.

This auto repair and welding program was originally proposed early in 1972 in the Manpower Development Training Agency format. Much of the equipment could be donated by agencies within the auto industry; in fact, one substantial donation has already been received and another pledged.

Further, Florida Junior College at Jacksonville has endorsed the concept and feel they could probably provide an instructor.

Problem. The Jacksonville Area Chamber of Commerce predicts 34,000 new job openings in Jacksonville during the next three years. It is estimated that Offshore Power Systems will need 12,000 of this 34,000. The Federal government is to supply a 10.5 million dollar grant for a vocational-technical program, to be administered through the new Vocational Education Authority. At the same time, a large ex-offender and offender manpower pool now exists in jail and prison inmates, parolees, probationers, mandatory conditional releases, and unemployed expirationists. With suitable training (as part of rehabilitation), this manpower pool could fulfill many of the needs for skills in Jacksonville.

Tactical Alternative. Using the Department of Human Resources Manpower Division's resources, as well as those of the State Division of Corrections and the Sheriff's Division of Jails and Prisons, the following should be developed:

1. An assessment of manpower needs in the Jacksonville industries;
2. Linkages (via contracts and letters of understanding) with various training agencies such as the Florida Junior College at Jacksonville; and
3. Referral services with private industries and companies.

Problem. Probation, as an alternate means of handling an offender, is a relatively new idea. A major thrust of a probationer's residence is to house employed offenders in an effort to help them foster a sense of responsibility. Currently, there exist four probationer's halfway houses in Jacksonville, Bold City Residence, Walnut House, the Men's Probationary Residence and the Women's Probationary Residence. Within the first five days of residence in such a community-based treatment center, an offender is required to find a job. The Vocational Rehabilitation agency aids offenders in finding a job if necessary. Failure to make an attempt to obtain employment results in having a warrant issued against the offender. Many of the counselors at these residences feel a need to have a skills aptitude test and physical examination administered before the offender is placed in a job situation. This type of testing could be held at a central receiving point for all offenders where an intensive two-day assessment program could be conducted. The results of this two-day testing could aid in job placement, improvement of physical health, increased understanding of the psychological makeup of the individual and could also aid the individual in enhancing interpersonal relationships as well as intrapersonal acceptance.

Currently, such testing is done only on a cursory basis, and in the case of physical health examinations, is almost non-existent. In order to better rehabilitate and employ offenders residing in probationer's residences, it is necessary to implement this two-day all inclusive assessment program to find the strength, weaknesses, and needs of each client. After

implementation, the program could be extended to cover the needs of the Sheriff's Office Work Release Program (Fairfield House).

Tactical Alternative. In an attempt to better understand the needs of the offender population, it is recommended that community-based centers establish a central intake center where an intensive two-day assessment program could be conducted. Such a program could include: 1) skills aptitude testing; 2) psychological testing, and 3) physical health examinations.



### Function 1.2.3.3: Resocialization

For planning purposes, resocialization is the improvement in the manner in which an offender relates to others interpersonally and the manner in which others relate to him. It also considers how an offender conducts himself in the community, and regards an appropriate level of security in the community until such time as an offender is ready for re-entry.

Present Conditions. One indication that an offender is being resocialized and thus is being prepared for re-entry into the community is his level of involvement in optional program activities during his pre-release stage. One example of a successful pre-release program is the Work Furlough Program being implemented by the Office of the Sheriff. Forty residents were included in the Work Furlough Program from October 1, 1972 to June 1, 1973. Records maintained by the program staff show that a high percentage of the residents have conformed to the standards and requirements established for the Work Furlough Program and have not reverted to recidivism. In fact, a recent follow-up survey of 25 offenders who completed the program reveals that only eight percent were arrested again, whereas a follow-up survey of 25 offenders who had not gone through the Work Furlough Program experienced a 64 percent recidivistic rate.

A second example of a pre-release program is the Jacksonville Adult Development Centers Project. Included in this project are Bold City Residence, Walnut House, Men's Probationer's Residence, and Women's Probationer's Residence. Concerning the level of involvement in optional programming activities, the staff of the Adult Development Centers Project volunteered the following information: Approximately 10% - 20% of the residents are involved in some kind of learning activity, while 20% to 25% are voluntarily participating in vocational training. Recreational activities sponsored by the residences usually draw 75% to 80% participation.

A lack of adaptability of offenders in the pre-release stage can be measured by the number of disciplinary reports/actions issued. Staff from the Jacksonville Adult Development Center reported that between July 1973 and January 1974, three disciplinary reports were issued to residents (3 out of 75 residents). A monitoring report on the Work Furlough Program shows that in the latter part of May 1973, some seven or eight residents were dismissed and sent back to jail because they were involved either in the possession of drugs or were in association with those found possessing drugs.

Problem. According to staff members at the Jacksonville Adult Development Center Project, at least 50% of the estimated 2,200 males and 400 females (annual offender population 17-22 age) could show a higher rate of rehabilitative success if residential treatment programs were available. Many in this age group, according to the staff, are first-felony offenders and, in addition, are inexperienced and easily influenced by their post-adjudication treatment. If they are incarcerated for a lengthy period (one-to-three years), then they are inclined to become hardened criminals. Past experience indicates that 20% of the parolees become recidivists. Therefore, expanded residential treatment services for parolees is easily justified.

Out of an annual male offender population 17-22 years in age, about 250 are sent to residential treatment centers for rehabilitation. Capabilities exist for treating only 10 females out of some 400 (with ages 17-22).

Tactical Alternative. Residential treatment programs for probationers, male and female, should be expanded to provide rehabilitative services for an additional 5 to 10 percent above the 250 probationers which are now being serviced through the existing community treatment program, and for 5 to 10 percent above the 100 parolees now being serviced.

Problem. The following excerpts are from the National Goals and Standards on Corrections:

Few things about parole evoke consensus, but there is some agreement that one objective and measure of success is reduction of recidivism. Even this consensus quickly becomes less firm when two specific functions are examined: 1) provision of supervision and control to reduce the likelihood of criminal acts while the offender is serving his sentence in the community (the "surveillance" function), and 2) provision of assistance and services to the parolee, so that non-criminal behavior becomes possible (the "helping" function).

Availability and quality of field supervisory staff is a critical factor in the release consideration. With close supervision and concentrated programming, some inmates can be safely released to the community. Without close supervision, they could endanger the safety of society and further jeopardize their chances of discrimination. The quality and experience of field staff are critical factors in the decision-making process.

Problem. Currently, the parole and probation officer's duties include a wide range of activities other than supervising parolees and probationers. By adding specialists in areas such as group treatment, investigation, statistics, court case coordination, and public information, the parole and probation officer can be relieved of much administrative work allowing him to more fully concentrate on supervising parolees and probationers. In a 12-month period from July, 1972 to 1973, 7,665 cases (parole, probation and mandatory conditional releases) were handled by a local staff of 74 probation and parole officers. Average daily caseload was 104 clients per man. Corrections National Goals and Standards, however, calls for a caseload/officer ratio of 35 to 1. A contributing factor to high recidivism amongst parolees and probationers (about 30% locally) is the disproportionate caseload the officers have to handle. These large loads do not permit the probation officer to become as intensely involved as is necessary in the client/officer relationship. More concentrated programming is needed due to the higher risk profile caseloads now coming under the Commission's jurisdiction.

From an economic standpoint it costs \$6.08 per day to incarcerate an offender who will receive little or no rehabilitation. It costs approximately 35¢ per day to place a man on probation or parole.

Tactical Alternative. Parole and Probation Commission's supervisory capabilities should be increased by adding job specialist categories, particularly investigative specialists, and by increasing manpower.

Problem. Currently, the supervision of parolees and probationers consists primarily of surveillance, short-term crime prevention, and crisis intervention. A structured program of treatment should be designed to incorporate specific programs from both the private and public sectors, utilizing community resources and volunteer services to the fullest extent.

Tactical Alternative. The Probation and Parole Commission should consider providing structured treatment services and volunteer service programs for all felons under their supervision.

Problem. The contents of a 1971 grant application for jail renovation held in the files of the Office of Criminal Justice Planning explain how the first floor format at the Duval County Jail does not lend itself to increases in inmate traffic through the jail (bookings increased from 30,188 in 1970 to 31,272 in 1971). Expansion of administrative and clerical staff has exhausted all extra space in the central control and booking areas. Consequently, computer terminals for a Criminal Justice Information System cannot be installed in the jail (with the existing floor plan). The jail laundry is in a 442 sq. ft. room immediately adjacent to the central control and booking areas on the first floor. Heat generated by the laundry is not properly removed and generates intolerable working conditions in these areas. Current space for freezers and coolers combined is only 1,052 cubic feet. This small delivery area makes delivery of perishables a daily necessity and thereby increases security problems. Also, the use of produce and meat from the prison farm is restricted because of inadequate freezer facilities.

A letter from the Deputy Director, Division of Jails and Prisons, to the Office of Criminal Justice Planning stated that closed circuit T.V. equipment for surveillance would help relieve the critical personnel shortage at the jail. Additional communications and surveillance thus could help in monitoring and controlling disruptive inmates, and prevent robbery among inmates and sodomy incidents.

Tactical Alternative. Jail renovation should be continued and communications and surveillance systems should be included.

Problem. Many of the offenders incarcerated in the Jacksonville prison system are guilty of committing felonies or misdemeanors against State statutes. A study conducted at the Jacksonville Prison Farm on one selected day in December of 1973 exemplifies the current situation.

INCARCERATED

127 males - felonies  
27 females - felonies

HOLDING

66 males - felonies  
7 males - state misdemeanors

The City of Jacksonville pays the entire cost for incarcerating offenders of State statutes.

Tactical Alternatives. In order to eliminate this uneven cost burden, it is suggested that the State consider paying a minimum of 75% of the cost for incarcerating those offenders in the Jacksonville prison system who have committed felonies or misdemeanors relating to State statutes.

Problem. Sheriff's Office Division of Jails and Prisons has no trained personnel capable of providing continuous personal health and social services counseling.

Tactical Alternatives. Personal health and socialization services should be developed for offenders incarcerated in the county jail and prison farm; such services should include pretrial intervention counseling, drug and alcohol problem counseling, and crisis intervention and classification counseling.

Problem. According to the National Advisory Commission on Criminal Justice Standards and Goals, the American correctional system today (for adults as well as for juveniles) appears to offer minimum protection for the public and maximum harm to the offender. The system is plainly in need of substantial and rapid change. Figures on recidivism make it clear that society today is not protected - at least not for very long - by incarcerating offenders, for many offenders return to crime shortly after release from prison. One of the greatest needs for juveniles is additional Foster Group Homes.

Tactical Alternative. For delinquent youth who have been adjudicated, provide rehabilitative services with emphasis on post-dispositional alternatives other than conventional institutional care.

Problem. The field of corrections, both historically and at present, has had insufficient resources (particularly staff personnel) or time to deal with juvenile offenders. In 1972, the Child Services Division serviced some 5,000 troubled youth with a Child Worker staff of 115, scheduled on a three-shift rotation. This staff is spread too thin and hence the need for volunteers is obvious.

Tactical Alternative. Continue the development of volunteer services to involve the community in the task of prevention and diversion of juvenile delinquency, by screening and training approximately 250 volunteers for 48,000 manhours, which volunteers can supplement the existing small full-time staff.

Problem. Lack of interface among adult corrections rehabilitation programs and lack of planning and coordination among private, state and local government units has resulted in the creation of projects and programs which are independent of and occasionally in conflict with one another. This lack of interface and coordination will hamper the Criminal Justice System while efforts are made to rehabilitate a large portion of over 25,000 offenders each year, unless a viable planning effort is implemented.

Tactical Alternative. Develop one contractual out-of-house planning, research, and evaluation program to address the various adult corrections programs in the City and to provide a model for accountability and cost-effectiveness for specialized types of service as well as to develop an adult corrections plan for the City.

## CHAPTER IV

### PRIORITIES

This chapter contains four listings of all the tactical alternatives developed in Chapters II and III. Three of the four listings categorize overall tactical alternatives according to the disciplines -- police, courts, corrections. Each tactical alternative therein is ranked in order of priority and each also references a particular function, or in some instances, several of the functions highlighted in Chapters II and III. The fourth listing includes only those tactical alternatives, ranked in order of priority, which are expected to be funded by LEAA monies.

#### Overall Tactical Alternatives \*

##### Tactical Alternatives for Police System

##### Functions

- |  |                    |
|--|--------------------|
| 1. To effectively assess manpower needs of the Sheriff's Office, it is recommended that an in-depth study be conducted by an independent source. This study should be directed not only at manpower needs, but also at the city's economic resources available for funding the manpower positions in the Sheriff's Office.   | 1.2.1.1            |
| Another alternative is to use in-house capabilities of the Jacksonville Area Planning Board in coordination with the Office of Criminal Justice Planning to conduct the suggested study.   |                    |
| 2. To provide timely analysis of evidence and better identification of suspects, it is recommended that a full-service crime laboratory be established in Jacksonville.  | 1.2.1.2            |
| 3. To improve and enhance the capability of the City of Jacksonville in the areas of grant inducement, grants management on a continuing basis, monitoring, and evaluation, and to also provide applicant agencies with in-depth technical assistance in the preparation of grant applications, consideration should be given to the implementation of a Criminal Justice Coordinating Council with staffing resources, as defined in the Crime Control Act of 1973. | 1.2.1.1<br>1.2.2.1 |
| 4. Jacksonville (Sheriff's Office) should consider increasing its base pay rate by 5% and continue to raise its salaries in accordance with an annual base salary survey of cities of similar size conducted by the Sheriff's Office.  | 1.2.1.1            |

\* Since only a small percentage of the total tactical alternatives can be funded by LEAA grants, the City of Jacksonville should consider other funding resources as such resources become available.



- |   |                    |   |         |
|---|--------------------|---|---------|
| 5. To meet requirements set forth in <u>A Master Plan for Criminal Justice Information Systems for the Consolidated City of Jacksonville</u> , it is recommended that the Sheriff's Office continue the development and expansion of the Law Enforcement Information System.  | 1.2.1.2            | 13. The Research and Planning Unit of the Sheriff's Office, in cooperation with the City's Personnel Department and Civil Service Board, should make a study of the area of civilian career advancement and develop a program to include:               | 1.2.1.1 |
| 6. To facilitate record searches and for quicker and more accurate retrieval, it is recommended that all records pertaining to fingerprint identification, arrests, offense and accident reports, case histories, and case dispositions be put on microfilm with random access computer retrieval capabilities.                                     | 1.2.1.2            | 1) A clear ladder of promotion into either supervisory positions and/or advanced grades in their speciality;  |         |
| 7. To address crime offenses in housing projects, establish and implement a program (on a demonstration basis) of the community service officer's concept at one of the three housing projects: Blodgett Homes, Golfbrook Housing Project, or Hilltop Housing Project.  | 1.1.1.6            | 2) Minimum qualifications and testing requirements for each position; and   |         |
| 8. The Office of the Sheriff should consider expanding its analysis, research, development, planning and evaluation capabilities through the acquisition of resources and personnel; efforts of these resources and personnel should be allocated not only to the Office of the Sheriff, but also to law enforcement agencies of the three beaches. | 1.2.1.2            | 3) Clear information on the type of training and experience necessary for promotion.  |         |
| 9. To enhance educational capability in the criminal justice system, the Northeast Florida Training and Education Center should consider purchasing additional audio visual aids and textbook materials.  | 1.2.1.2            | 14. In conjunction with the establishment of a full-service crime laboratory in Jacksonville, it is recommended that the Sheriff's Office consider establishing a 200-hour training program for evidence technicians.                                   | 1.2.1.2 |
| 10. To help foster understanding and cooperation between police officers and the law abiding citizens in the community, it is recommended that the Community Crime Committees Program be expanded through the addition of four more sworn police officers.  | 1.1.1.6<br>1.2.1.1 | 15. The Sheriff's Office should install and publicize a new "Police Information Line", which would allow people to call in information to the police without having to simultaneously request police service.   | 1.2.1.1 |
| 11. Both military and civilians are moving to turbine powered helicopters. It is recommended that the Sheriff's Office purchase at least one new or late model military surplus helicopter per year for the next four years.  | 1.2.1.3            | 16. Mobile digital computer terminals should be installed in all patrol cars in the Zone 3 area. Such terminals should be tied in directly to the computer so that once a call is received, the call would automatically be dispatched by the computer. | 1.2.1.1 |
| 12. Consideration should be given by the Office of the Sheriff to establish and maintain a specialized Detective Training Program designed to educate detective personnel in investigative methodology and program should be successfully completed by officers prior to their transfer to the detective ranks.                                     | 1.2.1.2            | 17. The Sheriff's Office should consider purchasing 3 mobile offender transportation units, one for each zone (except Zone 3) to pick up offenders at the arrest site and transport them to the County Jail.  | 1.2.1.3 |
|   |                    | 18. The Police Communications Center should be expanded with additional computer terminals and personnel.   | 1.2.1.3 |
|   |                    | 19. Each police officer should be issued a portable radio which would consist of a power pack clipped to his belt and a microphone/speaker clipped to his shoulderboard.  | 1.2.1.3 |
|   |                    | 20. It is recommended that the Detective Division make a thorough study of its needs for additional electronic equipment, and propose a program for future expansion of the electronic surveillance program.  | 1.2.1.2 |
|   |                    | 21. The Intelligence Section of the Sheriff's Office should be expanded to include professional intelligence analysts.  | 1.2.1.2 |

22. Sheriff's Office should consider obtaining a new line-up room with equipment to record the line-up on tape. 1.2.1.2
23. As a part of the Detective Development Program, trainees should be required to spend some time serving outstanding warrants. 1.2.1.3
24. The Warrants and Transportation Section should be supplied with more manpower and equipment to carry out its duties. 1.2.1.3
25. New procedures need to be implemented to allow the Warrant Section to issue arrest warrants to patrol officers on whose beat the suspect resides. 1.2.1.3
26. The court system in conjunction with the Sheriff's Office should develop a comprehensive plan on a contractual basis (representatives from the court system via a committee with a contracted researcher) to : 1) improve methods of serving all witness subpoenas and other papers, and 2) to compel witness (within legal means) to appear when notified. 1.2.1.3
27. It is recommended that the person now in charge of police electronic equipment be sent to advanced electronics schools conducted by the companies which produce such equipment for law enforcement agencies and money should be made available to continue to send him to other conferences and training courses in the field. 1.2.1.2
28. In conjunction with the recommended mobile offender transportation vans, a typing pool should be established so that when the van driver turns in the on-site incident report to the review officer, the report could be typed and the arresting officer could review and sign it before his next tour of duty. 1.2.1.3
29. The position of Police Legal Advisor should be transferred from the State Attorney's Office to the Office of the Sheriff. 1.2.1.1
30. A study of the police workload of the Beaches area should be made and periodically updated to enable those police agencies to provide better coverage and service in their area. 1.2.1.1

31. In the interest of police manpower conservation, consideration should be given to the utilization of Jacksonville's "Meter Maids" for directing traffic in the downtown area during the morning and evening rush hours. 1.2.1.1
32. Recommend that instead of the current 2,500 mile per month limit on each police car, the Sheriff's Office be given one total monthly allowance that it could allocate among its patrol cars on a need basis. 1.2.1.1
33. Duval County Legislative Delegation should be encouraged to support legislation changing the Misdemeanor Arrest Law so that such offenders can be arrested and booked pending the signing of a warrant by the victim. 1.2.1.3
34. Consideration should be given to having the Police Legal Advisor take the necessary legal steps to obtain confiscated automobiles for use as surveillance vehicles. 1.2.1.2
35. The Medical Examiner should consider providing the Sheriff's Records and Identification Section a list of all people who have died in Jacksonville, by name and by fingerprints for the purpose of eliminating these records from their current files. 1.2.1.2
36. The Office of the Sheriff together with the Duval County School Board and private school Boards of Trustees should begin a program of rape education for female students in the area high schools. This program should be conducted by a police woman and should include information on rapist's tactics and how women can defend themselves. 1.1.1.6
37. The local news media should be encouraged to publish more information concerning the arrest and conviction of felons. 1.1.1.5
38. The Office of the Sheriff should continue with its present efforts to train more women investigators. 1.2.1.2
39. Consideration should be given to the maintenance of a confidential informant fund by the Office of the Sheriff which would provide for the regular compensation of informants who furnish reliable information on a continuing basis (such as in the case of an informant who works in an undercover capacity over an extended period of time). Appropriate and rigid controls on this account, of course, would have to be maintained. 1.2.1.2

40. The Office of the Sheriff should consider making a list of those types of degrees which would be most useful to the department, and maintain liaison with college placement officers around the State to attract candidates with such degrees; continue working in conjunction with Florida Junior College and University of North Florida to sponsor a four-year BS degree in Police Science and Administration; and consider the implementation of a Management Internship Program which would allow college trained personnel to advance to investigative and management. 1.2.1.1
41. Increase the Confidential Informant Payoff Account within the Sheriff's Office so that payment for information leading to the arrest and conviction of offenders can be effected. 1.2.1.1
42. In the interest of manpower economy, the Office of the Sheriff should give consideration to the implementation of an existing Florida State statute, which in general authorizes an arresting or booking officer to issue a "notice to appear" (in lieu of physical arrest) in a designated court or governmental office to a person accused of an offense, which is a misdemeanor of the first or second degree or is a violation of a municipal or county ordinance triable in a county court. 1.2.1.1
43. Local businessmen should be encouraged to establish a reward fund which would pay private citizens for information leading to the arrest and conviction of robbers and burglars. 1.2.1.3
44. In order to provide adequate standards for security guard firms and to encourage the upgrading of such firms, the city should pass the ordinances necessary to set minimum standards for security guards, including provisions for these firms to provide police approved training courses to their employees. 1.1.1.6
45. The Florida Legislature should consider legislation to outlaw the sale and possession of weapons known as "Saturday Night Specials." 1.1.1.6
46. Operation Identification should be continued, but equipment should be made more accessible and the program should be given more publicity. 1.1.1.7
47. The Office of the Sheriff should begin the use of the ABAR equipment (currently on order through an LEAA grant) as soon as such equipment is received. The City of Jacksonville should encourage private businessmen to use silent alarms whenever it is economically feasible. It is felt that once private security firms are able to lease direct land lines to the police department, they will be able to provide better services to their clients. Telephone land lines should be made available on a lease basis to those security firms in the area which provide silent alarm services to their customers, particularly those firms which have the capability of audio visual monitoring of their clients buildings. (This alternative was discussed in detail in Function 1.1.1.6) 1.2.1.1
48. The City Council should consider passing an ordinance requiring that second hand shop dealers keep records of sales for periodic inspection by the police. 1.1.1.7
49. The City Council should consider enacting a minimum security building code which would prohibit the use of inadequate private security devices. 1.1.1.6
50. Insurance companies could be encouraged to cooperate with State and local law enforcement agencies in funding and producing movies to demonstrate the techniques used by burglars and the precautions necessary to protect against them. 1.1.1.6
51. The Sheriff's Office should consider the use of tactical units to combat crimes of burglary. 1.1.1.6
52. Plans for new towns, subdivisions, and multiple-unit dwellings in Jacksonville should be submitted to the Jacksonville Area Planning Board, and carefully studied to ascertain if there is anything in the design which would be conducive to crime. 1.1.1.6
53. For those repeat family disturbance offenders, where the officer feels that deep rooted problems exist, the investigating officer should have the right to issue the couple a "notice to appear" before a magistrate who could then order them to undertake a program of marriage counseling designed to cope with these problems. 1.2.1.1
54. The City should use some of the sought-after \$200,000 grant for Family Crisis Intervention to contract for such family counseling services. 1.2.1.1
55. It is recommended that planners hired for the enlarged Research and Planning Unit complete a thorough survey of the needs of the Beaches for electronic surveillance equipment. 1.2.1.2



# Tactical Alternatives for Court System

## Functions

1. To meet requirements set forth in A Master Plan for Criminal Justice Information Systems for the Consolidated City of Jacksonville, the development and expansion of the Criminal Justice Information System should be continued and expanded.
2. To improve and enhance the capability of the City of Jacksonville in the areas of grant inducement, grants management on a continuing basis, monitoring, and evaluation and to also provide applicant agencies with in-depth technical assistance in the preparation of grant applications, consideration should be given to the implementation of a Criminal Justice Coordinating Council with staffing resources, as defined in the Crime Control Act of 1973.
3. The court system in conjunction with the Sheriff's Office should develop a comprehensive plan on a contractual basis (representatives from court system working via a committee with a contracted researcher) to: 1) improve methods of serving all witness subpoenas, and 2) to compel witnesses (within legal means) to appear when notified.
4. A program for the court system to evaluate and assign offenders to treatment programs of community-based halfway houses should be developed.
5. In order to deal effectively with offenders who do not present a serious threat to others, diversion programs should be established in lieu of traditional punitive action. Jacksonville has already instituted a pre-trial diversion program for alcoholics. However, alcohol abuse is not the only category for which such services could be used. A detoxification center for the pre-trial diversion of drug users should be established for those drug users who have not committed a felony by their possession or sale of drugs - based on the current alcohol detoxification program model.
6. Pre-trial diversions, which would allow couples involved in domestic disturbances to attend counseling sessions, should be considered as an alternative to prosecution. Pre-trial diversion programs might also be tailored to suit the needs of juvenile offenders who have committed misdemeanors, as well as youthful first offenders who could be placed in a pre-trial

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center similar to probationers' residence. Such a program, called Operation Crossroads, has been successful in the Washington, D. C. area. (National Goals and Standards for Courts, p.29-31)

7. The State should abide by the National Goals and Standards for Courts workload standards for the Public Defender's Office and prepare future budgets for this office based on the cost necessary to maintain a staff sufficient to meet the anticipated workload during the next year.
8. The State should increase the budget of the Public Defender's Office by an amount sufficient to hire 2 full-time process servers, until such time as the Office of the Sheriff can hire sufficient staff to fulfill their responsibility.
9. The State should increase the budget of the Public Defender's Office by an amount sufficient to hire an office manager.
10. The Duval County Legislative Delegation should be encouraged to support legislation which would uphold the right to appeal for those who have entered guilty pleas but would deny them access to public counsel to enter such appeals. For such cases, the court should consider appointing an outside attorney on the dependent's behalf to avoid having the Public Defender's Office involved in such appeals.
11. The Crime Laboratory which may be built in Jacksonville should be authorized to perform tests as requested by the Public Defender.
12. More stringent controls over the input of data into the Criminal Justice Information System should be established, and the Information Systems Division of the City of Jacksonville should make periodic inspections to insure that information going into the system is both accurate and complete.
13. The State should allocate enough funds to hire additional prosecutors as may be needed to allow a reduction in caseload to 100 felony cases per attorney per year.
14. Unless the Sheriff's Office is able to expand its Civil Process Unit to a size adequate to cope with the volume of paper it receives, it is recommended that the budget of the State Attorney's Office be increased to provide for at least 2 civil process servers.

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15. Presentence investigation should be expanded to include aptitudinal, psychological, and psychiatric examinations.
16. Presentence investigations should be conducted on all convicted felons; for those cases concerning a second felony conviction, the presentence investigation should attempt to determine the failure of the previous sentence in resocializing the offender.
17. The Duval County office of the Probation and Parole Commission should be expanded to include at least 10 professional investigative specialists who would conduct timely and thorough investigations, and thus relieve the probation officers in order that they may concentrate on their normal workload.

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# Tactical Alternatives for Corrections System

## Functions

1. Expand residential treatment programs for probationers, male and female, to provide rehabilitative services for an additional 5 to 10 percent above the 250 probationers which are now being serviced through the existing community treatment program, and for 5 to 10 percent above the 100 parolees now being serviced. 1.2.3.3
2. The Work Furlough Program should be continued and also should continue to include educational, vocational, and work-lease sub-programs for 200 to 250 selected inmates annually. 1.2.3.2
3. Develop rehabilitative and diversionary treatment alternatives for drug abuse and alcohol offenders; to include residential and non-residential treatment services each year to a minimum of 500 adult clients with alcohol-related problems, and 150 juveniles and 800 adults with drug problems. 1.2.3.1
4. Develop one contractual out-of-house planning, research, and evaluation program to address the various adult corrections programs in the City, and to provide a model for accountability and cost-effectiveness for specialized types of service as well as to develop an adult corrections plan for the City. 1.2.3.3
5. Develop diversionary services for delinquent youth who have entered the formal juvenile system but who have not been adjudicated, and for predelinquent youth (having disruptive behavior) who have not entered the juvenile justice system. 1.1.2.3
6. For juveniles who have been adjudicated, provide rehabilitative services with emphasis on post-dispositional alternatives other than institutional care. 1.2.3.3
7. In an attempt to better understand the needs of the offender population, community-based treatment centers should establish a central intake center where an intensive two-day assessment program could be conducted. Such a program should include: 1) skills aptitude testing, 2) psychological testing, and 3) physical health examinations. 1.2.3.2  
1.2.3.1

8. An auto repair and welding program to provide vocational training for sentenced inmates should be considered; such a program should be a certificate program with placement assistance for graduates. 1.2.3.2
9. Continue the development of volunteer services to involve the community in the task of prevention and diversion of juvenile delinquency, by screening and training approximately 250 volunteers for 48,000 manhours, which volunteers can supplement the existing full-time staff. 1.1.2.3
10. To address psychiatric needs of juveniles, the City's diagnostic evaluation program should be not only continued, but also expanded in order to serve emotionally disturbed children who appear destined to enter the criminal justice system. The program at present is geared to serve 500 youth each year, it should be expanded to serve at least 1,000. 1.1.2.1
11. Develop comprehensive and continuing multimedia information services concerning drug abuse and alcohol abuse, juvenile delinquency, and other specific crime problems. 1.1.2.1  
1.1.2.3
12. Develop personal health and socialization services for offenders incarcerated in the county jail and prison farm, such services to include pretrial intervention and classification counseling. 1.2.3.1  
1.2.3.3
13. The County Jail should furnish at least minimal exercise facilities for the inmates. 1.2.3.1
14. Consideration should be given to the recommendation of providing an outreach facility for the various agencies in the Manpower Division of the Department of Human Resources. 1.1.2.2
15. Increase Parole and Probation Commission's supervisory capabilities by restructuring workload units and by adding job specialist categories. 1.2.3.3
16. Using the Department of Human Resources Manpower Division resources as well as those of the State Division of Corrections and the Sheriff's Division of Jails and Prisons, the following should be developed:
  - A. An assessment of manpower needs in the various Jacksonville industries;

- B. Linkages (via contracts and letters of understanding) with various training agencies such as the Florida Junior College at Jacksonville; and
- C. Referral services with private industries and companies.
17. The State should consider paying 75% of the cost for incarcerating those offenders in the Jacksonville prison system who have committed felonies or misdemeanors relating to State statutes. 1.2.3.3
18. Department of Health, Welfare and Bio-environmental Services should consider providing a liaison person to assess health needs of all probationers, parolees, and mandatory conditional releases and to develop and coordinate health resources throughout the City. 1.2.3.1
19. Recommend that Sheriff's Office Division of Jails and Prisons contract for a medical doctor to visit the county jail and prison farm at least three days a week to give physical examinations and to respond to acute and chronic health needs. 1.2.3.1
20. For all felon offenders under supervision of the Parole and Probation Commission, include structured treatment services and volunteer service programs. 1.2.3.3
21. Consideration should be given to establishing a free child care facility for Manpower Division clients in an attempt to alleviate the problem of mothers missing valuable training in order to care for their children. 1.1.2.2
22. City's Health, Welfare and Bio-Environmental Services should assume the coordinating responsibility and play a major role in developing and coordinating medical resources and treatment for alcoholics and people involved in alcoholic abuse. 1.1.2.1  
1.2.3.1
23. Improve the alcoholic detoxification and rehabilitation program by converting the Alcoholic Detoxification and Treatment Center at Jessie Street into a short-term detoxification center and employing a 24-hour, seven day a week nursing staff. This Center would be used as the center of a system that detoxes and makes referrals to halfway houses, the Mental Health Clinic, Vocational Rehabilitation, and other agencies in order to rehabilitate and help keep the clients sober. 1.2.3.1



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| 24. The physical location of the office of the alcoholism supervisor/counselor for the City of Jacksonville should be moved from the Alcoholic Detoxification and Treatment Center at 1245 Jessie Street to the residential facility for chronic alcoholics.  | 1.2.3.1 | 31. In an effort to screen students entering the alternative school, the School Board should consider requiring a psychological exam for each student referred from the regular classroom.   | 1.1.2.2            |
| 25. Hire a clinical director or nurse with college experience whose office would be at 1245 Jessie Street. Such a person would offer supervision and and other assistance that the staff may need.  | 1.2.3.1 | 32. Jacksonville's Alcoholic Detoxification and Treatment Center should keep an account of every single client who enters that Center.   | 1.1.2.1            |
| 26. Provide a domiciliary facility for those chronic alcoholic residents now in the Alcoholic Detoxification and Treatment Center. This facility should be equipped with a full-time counselor who has access to vocational rehabilitation personnel, and alcoholic anonymous type activities.  | 1.2.3.1 | 33. The School Board should consider conducting follow-up studies of students leaving the alternative school, in an attempt to evaluate the effectiveness of the concept in action.  | 1.1.2.2            |
| 27. Hire certain chronic alcoholics now living at the Alcoholic Detoxification and Treatment Center. These individuals are currently acting as para-professionals and are crucial to the operation of the Center. Consideration should be given to providing living space in the Detoxification facility for these paraprofessionals.   | 1.2.3.1 | 34. Concerning disruptive school children, funds should be included in the School Board Budget to allow for additional school social workers and school psychologists.   | 1.1.2.2            |
| 28. Arrangements should be made to give the present staff in-service training so that they can effectively cope with the increased caseload. These counselors should then be placed in strategic field positions.   | 1.2.3.1 | 35. In order for teachers to detect dysfunctional behavior patterns in children, initiate in-service teacher training in order that teachers will learn to detect the kinds of behavior which gives warning of possible delinquency.   | 1.1.2.2<br>1.1.2.3 |
| 29. Retain an intake counselor for the Detoxification facility with duties to include referral of patients to appropriate counselors in the field for follow-up treatment, keeping a cross-reference card file for each patient, filling out the personal history form, and providing a receptionist service.   | 1.2.3.1 | 36. Public and private schools at all grade levels, especially elementary and junior high levels, should expedite enforcing the Comprehensive Health Education Act which would require in the curriculum a fact-filled approach concerning personal decision-making in regard to drug and alcohol abuse. Such a course would necessarily be taught by a qualified instructor who is aware of the legal, biological, social, and psychological aspects of drug use and alcohol use. | 1.1.2.1            |
| 30. Voluntarily implement the Myers Act prior to October 1, 1974. Transport public intoxicants, and those who would receive disorderly conduct, drunk charges to Jessie Street for detoxification. Rather than incarcerate an individual on the charge of disorderly conduct, drunk, it is suggested he/she be given an alternative in the form of treatment. Law enforcement officers would be instructed to deliver these types to Jessie Street where they would be given the chance to begin prosecutorial probation by voluntarily entering into treatment for a prescribed length of time (to be determined on the basis of individual need). | 1.2.3.1 | 37. Additional student counselors should be hired by the School Board to address the overall needs of school students.   | 1.1.2.2            |
|   |         | 38. More vocational training programs should be made available to the students in the Jacksonville public schools in order to allow more students to experience a feeling of success in school.  | 1.1.2.2            |
|   |         | 39. Consideration should be given to expanding an alternative adult basic education program now being offered by MDTA.   | 1.1.2.2            |

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| 40. The colleges and universities should continue in the direction of reorienting teacher training in order that future teachers will learn to detect behavior that gives warning of possible delinquency. | 1.1.2.2 |
| 41. LIFE Drug Education Program should continue to provide telephone information service and to make public information presentations regarding drug abuse.  | 1.1.2.1 |
| 42. In effort to meet the needs of disruptive students, expansion of the alternate school concept is a need which the School Board must face.  | 1.1.2.2 |
| 43. The career education program concept is most valuable and should be continued and expanded.  | 1.1.2.2 |
| 44. To assist additional individuals in becoming eligible for training through Manpower Division, an outreach facility program should be established.  | 1.1.2.2 |
| 45. A physical examination should be required for all incoming candidates before they are allowed to enter training programs sponsored by Manpower Division.   | 1.1.2.2 |
| 46. A free child care center should be established in order to care for children when mothers are undergoing training sessions sponsored by Manpower Division.   | 1.1.2.2 |

The following tactical alternatives, selected for LEAA funding, were reviewed by the Metropolitan Criminal Justice Advisory Council and placed in an order of priority as listed here. The first ten fall within the \$921,300 limit, which \$921,300 is the amount of 1974 LEAA funds due to be allocated for Jacksonville.

<u>Tactical Alternatives for LEAA Funding</u>	<u>Funding Range</u>	<u>Function</u>
1. Recommend that a full-service crime laboratory be established in Jacksonville to provide timely analysis of evidence and better identification of suspects.	\$ 75,000 - 100,000	1.2.1.2
2. To improve and enhance the capability of the City of Jacksonville in the areas of grant inducement, grants management on a continuing basis, monitoring, and evaluation and to also provide applicant agencies with in-depth technical assistance in the preparation of grant applications, consideration should be given to the implementation of a Criminal Justice Coordinating Council with staffing resources as defined in the Crime Control Act of 1973.	50,000 - 60,000	1.2.1.1 1.2.2.1
3. Continue the development and expansion of the Criminal Justice Information System in accordance with <u>A Master Plan for Criminal Justice Information Systems for the Consolidated City of Jacksonville.</u>	100,000 - 125,000	1.2.2.4
4. Expand residential treatment programs for probationers, male and female, to provide rehabilitative services for an additional 5 to 10 percent above the 250 probationers which are now being serviced through the existing community treatment program, and for 5 to 10 percent above the 100 parolees now being serviced.	240,000 - 247,000	1.2.3.3
Continue the development and expansion of the Law Enforcement Information System in accordance with <u>A Master Plan for Criminal Justice Information Systems for the Consolidated City of Jacksonville.</u>	100,000 - 125,000	1.2.1.2
5. It is recommended that all records pertaining to fingerprint identification, arrests, offense and accident reports, case histories, and case dispositions be put on microfilm with random access computer retrieval capabilities.	23,000 - 30,000	1.2.1.2

The Work Furlough Program should be continued and should include educational, vocational, and work-release subprograms for 200 to 250 selected inmates annually.	\$ 30,000 - 32,000	1.2.3.2
To address crime offenses in housing projects, establish and implement a program (on a demonstration basis) of the community service officer's concept at one of the three housing projects: Blodgett Homes, Golfbrook Housing Project, and Hilltop Housing Project.	80,000 - 88,000	1.1.1.6
6. Develop rehabilitative and diversionary treatment alternatives for drug abuse and alcohol offenders; to include residential and non-residential treatment services each year to a minimum of 500 adult clients with alcohol-related problems, and 150 juveniles and 800 adults with drug problems.	95,000 - 100,000	1.2.3.1
7. Develop one contractual out-of-house planning, research, and evaluation program to address the various adult corrections programs in the City and to provide a model for accountability and cost-effectiveness for specialized types of service as well as to develop an adult corrections plan for the City.	15,000 - 20,000 (\$14,300 max.)	1.2.3.3
----- \$21,300 -----		
8. The Office of the Sheriff should consider expanding its analysis, research development, planning and evaluation capabilities through the acquisition of resources and personnel; efforts of these resources and personnel should be allocated not only to the Office of the Sheriff, but also to law enforcement agencies of the three beaches.	50,000 - 70,000	1.2.1.2
The court system in conjunction with the Sheriff's Office should develop a comprehensive plan on a contractual basis (representatives from the court system working via a committee with a contracted researcher) to: 1) improve methods of serving all witness subpoenas, and 2) to compel witnesses (within legal means) to appear when notified.	1,000 - 5,000	1.2.1.3 1.2.2.3

9. Develop diversionary services for delinquent youth who have entered the formal juvenile system but who have not been adjudicated, and for predelinquent dysfunctional youth (having disruptive behavior) who have not entered the formal juvenile justice system. Also for juveniles who have been adjudicated, provide rehabilitative services with emphasis on post-dispositional alternatives other than institutional care. (Specific programs in all of these areas include Youth Resources Bureau, group foster homes, transient youth centers, and crisis intervention centers).	\$ 115,000 - 120,000	1.1.2.3 1.2.3.3
10. The Northeast Florida Training and Education Center should consider purchasing additional audio-visual aids and text books.	10,000 - 12,000	1.2.1.2
11. Consider initiating a pre-trial diversion program which would provide an alternative to prosecution.	25,000 - 30,000	1.2.2.3
12. Recommend that the Community Crime Committees Program be expanded with the addition of four sworn police officers, one for each patrol zone.	20,000 - 25,000	1.1.1.6 1.2.1.1
13. Recommend that the Sheriff's Office purchase at least one new late model military surplus helicopter per year for the next four years.	45,000 - 50,000	1.2.1.3
14. Develop a program for the court system to evaluate and assign offenders to treatment programs of community-based halfway houses.	35,000 - 45,000	1.2.2.5
15. Establish a career development program in the Office of the Sheriff which would allow civilian employees to advance in position, grade, and pay within the department.	15,000 - 20,000	1.2.1.1
16. In conjunction with the establishment of a full-service crime laboratory in Jacksonville, it is recommended that the Sheriff's Office consider establishing a new 200-hour training course for evidence technicians (ET).	10,000 - 15,000	1.2.1.2



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| 17. Mobile digital computer terminals should be installed in all patrol cars in the Zone 3 area. Such terminals should be tied in directly to the computer so that once a call is received, the call would automatically be dispatched by the computer. | \$ 150,000 - 200,000 | 1.2.1.1 |
| 18. Sheriff's Office should consider purchasing three mobile offender transportation units, one for each zone (except Zone 3) to pick up offenders at the arrest site and transport them to the County jail.  | 10,000 - 15,000      | 1.2.1.3 |

## CHAPTER V

### 1974 ANNUAL ACTION PLAN

The 1974 Annual Action Plan contains 9 program areas and 14 sub-program areas which are presented herein. Each of these areas includes information pertaining to grants and available funds for improvement in a particular aspect of the criminal justice system. Applications will be funded only to the extent that they fall within the programs and sub-programs set forth in this chapter.

The program areas are synonymous with the functional titles and definitions found in Chapters II and III. The sub-program areas are derived from the first twelve tactical alternatives being considered for LEAA funding. Within each sub-program area are the following elements: 1) Measurable Objectives, 2) Program Standards and Implementation Criteria, 3) Subgrant Data, and 4) Evaluation. These elements will serve as guidelines for setting minimal project standards and requirements for prospective applicants.

The letter designators for the 9 program areas along with the associated criminal justice disciplines are listed as follows:

A-6	Police
C-1	Police
C-2	Police
D-1	Courts
D-3	Courts
D-4	Courts
E-1	Corrections
E-2	Corrections
E-3	Corrections

For planning purposes, the 14 sub-program areas are further subdivided into primary and secondary zones. Those falling into the primary zone correspond to those tactical alternatives earmarked for LEAA funding which were approved and prioritized within the \$921,300 LEAA funding limit. Accordingly, those falling into the secondary zone are to be considered for funding, but consideration will be based on the availability and amounts of LEAA funds remaining after the sub-program areas in the primary zone have been selected for LEAA funded projects.

The Metropolitan Criminal Justice Advisory Council will review each grant application and determine the maximum amount of LEAA funding for each particular project.

Jacksonville is to receive LEAA funds totaling \$921,300; the State will provide \$51,183 to be used for cash match. The minimum local match needed will be \$51,183.

PRIMARY ZONE

Sub-program areas in this Primary Zone correspond to the tactical alternatives earmarked for LEAA funding and which were approved and prioritized within the \$921,300 LEAA funding limit. Reference is made to Chapter IV for a listing of those tactical alternatives approved for LEAA grants.

Program Area A-6

I. Title: REDUCED OPPORTUNITY FOR CRIMINAL ACTIVITY (1.1.1.6)

One of the obvious keys to reducing crime is to reduce the vulnerability of the potential targets and victims of crimes. A number of studies on criminal activity have indicated that most criminals are amateurs who manage their crimes successfully because there are no effective measures taken to harden their targets. Although it might be impossible to fend off the professional burglar, simple security devices in the home could discourage the amateur. In other words, certain minimum precautions taken to harden the target of the potential offender may be enough to discourage him.

Sub-program Title: ESTABLISH COMMUNITY SERVICE OFFICER'S CONCEPT PROGRAM

1. Measurable Objectives:

- a. To establish a pilot (demonstration) community services police officer's program in one of three housing projects: Blodgett Homes, Golfbrook Housing Project, or Hilltop Housing Project;
- b. To prevent and accordingly reduce crime by 20% in one of the reporting areas in which public housing units are located; and
- c. To promote social, recreational, and community development activities which can be promoted as an alternative for individuals who are prone to criminal activity.

2. Program Standards and Implementation Criteria:

Applicant in this program, the Office of the Sheriff, shall coordinate with the Department of Housing and Urban Development in establishing a unit of five to ten personnel. The unit will be equipped to function not only in police tasks, but also in social recreational services and community development. Unit will work with tenants in endeavoring to prevent crime and eliminating community problems that can lead to criminal activity.

3. Subgrant Data:

City of Jacksonville	\$ 80,000 - 88,000
Office of the Sheriff	One grant

4. Evaluation:

Objectives and accomplishments will be evaluated in terms of:

- a. Reduction of reported crimes
- b. Increased rate of responses and shortened response time to calls for community police assistance

- c. Identification of and delivery of community and social services

Program Area C-1

II. Title: CRIME DETECTION (1.2.1.1)

Detection is one of the primary functions which must be performed if the risk of committing the crime is to be increased. It can be assumed that as more crimes are reported by law enforcement officials, victims, or observers, the greater will be the risk for committing the crimes.

Sub-program Title: IMPROVE CITY OF JACKSONVILLE'S CAPABILITY IN GRANTS MANAGEMENT AND MONITORING

This subprogram is treated here since it applies not only to police affiliated functions, but to all functions associated with the three disciplines of the criminal justice system -- police, courts, and corrections.

1. Measurable Objectives:

- To coordinate with all agencies in the Jacksonville criminal justice system in inducing grant applications and to assist agencies in writing and improving applications for LEAA funds;
- To conduct fiscal and performance monitoring on all projects and provide technical assistance as needed; monitorings should be conducted on at least 25 projects in one year.

2. Program Standards and Implementation Criteria:

A staff shall be funded to provide a capability in grants management and to provide indepth technical assistance in the area of grant applications, which capabilities now are almost non-existent. The quality of grant applications will improve significantly, and grants will be managed properly which, in turn, will eliminate potentially embarrassing situations to the City and implementing agencies. Staff will work as a division of the Office of Criminal Justice Planning.

3. Subgrant Data:

City of Jacksonville	\$ 50,000 - 60,000
Office of the Mayor	One grant

4. Evaluation:

Evaluation will be concentrated on the number and increased quality of grant applications, number of on-going project site visits, improvement in project director's management of grants as reflected in monitoring reports, and number of fiscal and performance monitorings.

Program Area C-2

III. Title: CRIMINAL INVESTIGATION (1.2.1.2)

A major function which has a direct bearing on the risk a person takes in crime commission is that of investigation. It can be assumed that the quality and speed of the investigative capabilities after a crime is committed and reported will assist in determining who committed the crime. The quality and speed of investigative capabilities also will help insure the determination of all circumstances involved in a crime act.

A. Sub-program Title: DEVELOP LABORATORY CAPABILITIES

1. Measurable Objectives:

- Construct a crime laboratory and begin evidence processing; and
- Set high standards for processing, both in quantity and quality of analyses, and in speed of services.

2. Program Standards and Implementation Criteria:

Applicants in this program shall provide assurances that: 1) the confidentiality of analysis reports is preserved; 2) information concerning laboratory services is circulated amongst potential users; 3) information on new laboratory techniques is circulated; and 4) internal record systems are maintained to provide a basis for internal management of professional staff, workload analysis, and evidence turn-around time.

3. Subgrant Data:

City of Jacksonville	\$ 75,000 - 100,000
Office of the Sheriff	One grant

4. Evaluation:

Evaluation will consist of measuring the extent to which the quality and speed of the services are improved and measuring the increased number of users served. Data to be gathered to measure services and users of services will include the numbers, categories and evidence content of cases submitted for analysis, the unit requesting the service, and the turn-around time of the analysis.



B. Sub-program Title: DEVELOP AND EXPAND CRIMINAL JUSTICE INFORMATION SYSTEMS TO INCLUDE LAW ENFORCEMENT SYSTEMS, COURT/ATTORNEY SYSTEMS, AND PROBATION/PAROLE SYSTEMS

1. Measurable Objectives: In accordance with the Jacksonville Criminal Justice Information System Five-Year Implementation Plan for the Fourth Year set forth in A Master Plan for Criminal Justice Information Systems for the Consolidated City of Jacksonville, the following objectives are recommended:

Law Enforcement Systems

- a. Place Administration System into operation;
- b. Complete Intelligence System Design;
- c. Complete Prison Industries Design; and
- d. Place Intelligence System into operation.

Court/Attorney Systems

- a. Place Notices System into operation;
- b. Complete Administrative System Design; and
- c. Review and modify Notices System.

Probation/Parole Systems

- a. Place Research/Statistics System into operation;
- b. Complete Administrative System Design; and
- c. Review and modify Research/Statistics System.

2. Program Standards and Implementation Criteria. A Master Plan for Jacksonville Criminal Justice Information System spells out the program standards for management and implementation as follows:

- a. All computer programs should be written in COBOL;
- b. All information systems must be completely documented;
- c. Systems audit and restart procedures must be included;
- d. Criminal information system files must be maintained at more than one location;
- e. The respective criminal justice functions must be represented on shared computer user committees;

- f. Criminal Justice Steering Committee should approve data processing personnel assigned to criminal justice functions on shared systems;
- g. Criminal Justice Steering Committee must specify the level of operation of terminals on system;
- h. Criminal Justice Steering Committee must employ a qualified person to coordinate all data processing activities;
- i. Criminal Justice users must establish and provide audit capabilities for data processing services; and
- j. Physical security of the data processing center must be maintained.

3. Subgrant Data:

City of Jacksonville Information Systems Division	Law Enforcement	\$100,000-125,000 One grant
	CJIS (Courts/Corrections)	\$100,000-125,000 One grant

4. Evaluation:

Objectives of subsystems within the Criminal Justice Information System will be measured by using the quantitative terms of each subsystem as a whole. An objective will be considered met if there exists a completed program, the program operates in accordance with its design specifications, and there exists certification from the user and the Criminal Justice Information System Steering Committee that the program is properly operating. In addition, the accomplished objectives will be evaluated in terms of requirements set forth in the City and State Master Plans.

C. Sub-program Title: DEVELOP COMPUTER RETRIEVAL AND MICROFILM CAPABILITIES FOR POLICE REPORTS AND RECORDS

1. Measurable Objectives:

- a. Install microfilm capabilities for all records pertaining to fingerprint identification, arrests, accidents, and case histories; at least two million documents should be microfilmed during a 12-month period;
- b. Install random access computer retrieval capability to cut time in half for retrieving documents; and
- c. Eliminate old files and records (at least two million) as they are microfilmed.

2. Program Standards and Implementation Criteria:

Microfilming capability with random access computer retrieval will

result in document services being increased substantially, both in quantity and quality. Document retrieval time will be shortened; manpower will be reduced and better utilized; and required space will be reduced.

3. Subgrant Data:

City of Jacksonville	\$28,000 - 30,000
Office of the Sheriff	One grant

4. Evaluation:

Evaluation will be based on measuring the number of documents placed on microfilm, the number of documents discarded as they are micro-filmed, time that is saved in having a random access retrieval system, and the space that is saved as files are eliminated.

D. Sub-program Title: EXPAND RESEARCH, ANALYSIS, PLANNING, AND EVALUATION CAPABILITIES OF SHERIFF'S OFFICE

Refer to the Secondary Zone for a complete description of measurable objectives, program standards, and subgrant data.

Program Area D-1

IV. Title: PREDISPOSITIONAL MANAGEMENT OF ALLEGED OFFENDERS (1.2.2.1)

This function is directed at improving the process of court appearances and diversion to assure guarantees of security for society while at the same time providing the maximum rehabilitative effect on the accused. A person may be diverted and then returned to the court system for further processing or he may be diverted from the system and not be returned for further processing.

Sub-program Title: IMPROVE CITY OF JACKSONVILLE'S CAPABILITY IN GRANTS MANAGEMENT AND MONITORING

This subprogram is listed here since it applies not only to court affiliated functions, but to all functions associated with the three disciplines of the criminal justice system - police, courts, and corrections.

Measurable objectives, program standards, subgrant data, and evaluation are treated fully under Program Area C-1 (in primary zone.)

Program Area D-3

V. Title: CRIMINAL PROSECUTION (1.2.2.3)

The improvement of criminal prosecution capabilities involves the enhancement of the quality of justice in the form of redress or punishment for crimes or illegal conduct committed by the alleged offender.

Sub-program Title: DEVELOP PLAN TO IMPROVE METHODS OF SERVING WITNESS SUBPOENAS AND OTHER CIVIL PROCESS PAPERS

Refer to Secondary Zone for a complete description of measurable objectives, program standards, subgrant data, and evaluation.

Program Area D-4

VI. Title: ADJUDICATION (1.2.2.4)

The improvement in the adjudication function is directed at the enhancement of the manner in which the judicial determination of guilt or innocence is determined.

Sub-program Title: DEVELOP AND EXPAND CRIMINAL JUSTICE INFORMATION SYSTEMS TO INCLUDE LAW ENFORCEMENT SYSTEMS, COURT/ATTORNEY SYSTEMS, AND PROBATION/PAROLE SYSTEMS

This subprogram is listed here since it applies to courts affiliated functions as well as functions associated with the police and corrections disciplines.

Measurable objectives, program standards, subgrant data, and evaluation are treated fully under Program Area C-2 (in primary zone)

Program Area E-1

VII. Title: IMPROVED PERSONAL HEALTH (1.2.3.1)

Many offenders are in need of personal health attention and improvement while being processed following their disposition. Certain personal health conditions, physical or mental in origin, are often the basis of adjustment problems. The function of improving personal health problems will therefore result in better post-dispositional servicing/processing of the offender. It will facilitate his successful reintegration back into society.

Sub-program Title: TREATMENT SERVICES FOR ALCOHOL AND DRUG OFFENDERS

1. Measurable Objectives:

- a. To provide one treatment services program to an estimated 500 alcohol abusing offenders; and
- b. To provide one treatment services program to an estimated 100 drug abusing offenders

2. Program Standards and Implementation Criteria:

Funds will be made to the Department of Health, Welfare, and Bio-Environmental Services for the continued development of treatment services program, one for alcohol abusing offenders and one for drug abusing offenders. These programs must be supported (in writing) by the Sheriff's Office, the Court System, the Department of Human Resources, and the Region IV Drug Abuse Council. Documentation showing such support must be attached to grant applications.

A complete assessment and tracking system must be kept for each client; this will include follow-up reporting on former clients. In addition, both programs will be required to institute pre-service and in-service training for all staff members, and a plan for such training will be required with the submission of a grant application.

3. Subgrant Data:

City of Jacksonville	\$ 95,000 (total for two grants)
Department of Health, Welfare and Bio-Environmental Services	

Two grants: one for drug-abuse treatment and one for alcohol abuse treatment; each grant range \$30,000 - 60,000

4. Evaluation:

Objectives and accomplishments will be evaluated in terms of the following:

- a. Number of clients served;
- b. Percentage of clients successfully completing programs;
- c. Cost per client per day;
- d. Offender/non-offender ratio;
- e. Staff/client ratio;
- f. Number and kinds of offenses committed before and after treatment; and
- g. Number and variety of services offered.

Program Area E-2

VIII. Title: IMPROVED OCCUPATIONAL OPPORTUNITIES (1.2.3.2)

Improved occupational opportunities can be a positive and helpful function in rehabilitating an offender. It is assumed that the lack of certain skills or employment opportunities based on poor training in terms of home and family life, education and vocation, and occupation can be the cause of an offender's problems and hence relate to his criminal activity. Poor placement or employment options also can cause these problems. Improved occupational opportunities can be realized and, consequently, an offender can make adjustments (either prior to or after release) if he is provided proper training, skills, and adequate job placement. This function would involve not only response to the needs of an offender, but also an appropriate degree of security until the needs of an offender are met.

Sub-program Title: PROVIDE TREATMENT SERVICES (EDUCATION, VOCATION, AND WORK RELEASE) FOR ADULT OFFENDERS WHO ARE INSTITUTIONALIZED

1. Measurable Objectives:

- a. To continue providing a work release program for an estimated 250 persons institutionalized in Jacksonville adult Correctional centers during the grant period;
- b. To provide employment counseling services for those offenders accepted into the program; and
- c. Constantly have 250 acceptable employment positions available so that all participants can be employed.

2. Program Standards and Implementation Criteria:

Funds will be made available to the Office of the Sheriff for the continued development of a work release program. A plan for providing an adequately trained staff to administer the program will be submitted as part of the grant application. The project director will be responsible for a follow-up study on each client served. Follow-up studies will be compiled and submitted to the Office of Criminal Justice Planning on a quarterly basis.

3. Subgrant Data:

City of Jacksonville	\$ 30,000 - 32,000
Office of the Sheriff	One grant

4. Evaluation:

Data used in evaluating the effectiveness of the grant program should include:

- a. The total number of clients served by the project;
- b. The number of job placement positions available to the clients;
- c. The number of clients employed;
- d. The number of clients receiving counseling; and
- e. A follow-up study on each client to determine his success or failure.

Program Area E-3

IX. Title: IMPROVED RESOCIALIZATION (1.2.3.3)

For planning purposes, resocialization is the improvement in the manner in which an offender relates to others interpersonally and the manner in which others relate to him. It also considers how an offender conducts himself in the community, and regards an appropriate level of security in the community until such time as an offender is ready for re-entry.

A. Sub-program Title: EXPAND RESIDENTIAL TREATMENT PROGRAMS FOR PROBATIONERS AND PAROLEES

1. Measurable Objectives:

- a. To provide residential treatment for a minimum 265 probationers;
- b. To provide residential treatment for a minimum of 105 parolees; and
- c. To provide follow-up surveys on all clients.

2. Program Standards and Implementation Criteria:

Funds will be made available to the Department of Human Resources for the continued development of a residential treatment program for probationers, parolees, and expirationists. Written plan for staff training must be submitted as part of grant application. Thorough assessment and tracking system plus follow-up reporting will be kept (in writing) on every client who enters the program.



3. Subgrant Data:

City of Jacksonville  
Department of Human Resources

\$ 240,000 - 247,000  
One grant

4. Evaluation:

Evaluation will be based on the following:

- a. Number of probationers, parolees, and expirationists;
- b. Number of clients receiving counseling and job placement services; and
- c. Follow-up study on each client.

B. Sub-program Title: DEVELOP PLANNING, RESEARCH, AND EVALUATION  
PROGRAM TO ADDRESS CORRECTIONS PROJECTS

1. Measurable Objectives:

- a. To evaluate a minimum of 10 corrections programs;
- b. To develop a comprehensive corrections plan for City of Jacksonville; and
- c. To provide input on corrections for the 1975 Jacksonville Comprehensive Criminal Justice Plan.

2. Program Standards and Implementation Criteria:

Director for this program will be Director of the Office of Criminal Justice Planning. Program staff will receive 40 hours of training to become knowledgeable of the local criminal justice system. Staff will conduct evaluative research to generate innovative improvements in the corrections discipline of the criminal justice system of Jacksonville.

3. Subgrant Data:

City of Jacksonville  
Office of Criminal Justice Planning

\$ 14,300  
One grant

4. Evaluation:

The following criteria will be used to evaluate the program:

- a. Number of projects evaluated;
- b. Number of monitorings completed;

c. Improvements made in local corrections system; and

d. Contribution on corrections to FY 1975 criminal justice plan.

C. Sub-program Title: PREVENTION, DIVERSION, AND REHABILITATIVE  
TREATMENT SERVICES FOR DELINQUENT YOUTH

Refer to Secondary Zone for a complete description of measurable objectives, program standards, subgrant data, and evaluation.

### SECONDARY ZONE

Sub-program areas in the Secondary Zone are to be considered for funding which consideration will be based on the availability and amounts of LEAA funds remaining after the sub-program areas in the Primary Zone have been selected for LEAA-funded projects.

### Program Area C-2

#### Title: CRIMINAL INVESTIGATION (1.2.1.2)

A major function which has a direct bearing on the risk a person takes in crime commission is that of investigation. It can be assumed that the quality and speed of the investigative capabilities after a crime is committed and reported will assist in determining who committed the crime. The quality and speed of investigative capabilities also will help insure the determination of all circumstances involved in a crime act.

Sub-program Title: EXPAND RESEARCH, ANALYSIS, PLANNING, AND EVALUATION CAPABILITIES OF SHERIFF'S OFFICE. (Ref. Sub-program D under Program Area C-2 in Primary Zone)

#### 1. Measurable Objectives:

- a. Staff office with planning, evaluation, and research personnel and resources;
- b. Depict and chart patterns and projections in criminal activity;
- c. Collect data and techniques to evaluate all anti-crime programs in Sheriff's Office; and
- d. Plan and program resources to increase prevention and detection capabilities.

#### 2. Program Standards and Implementation Criteria:

Grant under this sub-program area will be made available to the Office of the Sheriff. That office must be willing to allocate at least 15% of the research, evaluation, and planning efforts to law enforcement agencies of the three beaches communities and Baldwin. Research, planning, and evaluation personnel must be used in their fields of specialty and not be used to provide for completion of the day-to-day administrative tasks that should be done by line or clerical personnel. Specialists hired for this program should have at least a bachelor's degree in criminology or a related field, i.e., urban studies, political science, or public administration, and prior experience in research, planning, or evaluation. When significant studies, reports, or evaluations are developed, these materials must be shared and exchanged with law enforcement agencies in the county and region, and State-wide in specific cases.

#### 3. Subgrant Data:

City of Jacksonville  
Office of the Sheriff

\$ 50,000 - 70,000  
One grant

#### 4. Evaluation:

Evaluation will be based on measuring the Sheriff's Office increased capabilities in crime prevention and detection; specific measurements can be taken on changes in clearance rates and crime incidents, and numbers of reports, which changes will have resulted from improved research and evaluation and increased planning of law enforcement resources.

#### Program Area D-3

##### Title: CRIMINAL PROSECUTION (1.2.2.3)

The improvement of criminal prosecution capabilities involves the enhancement of the quality of justice in the form of redress or punishment for crimes or illegal conduct committed by the alleged offender.

##### A. Sub-program Title: DEVELOP PLAN TO IMPROVE METHODS OF SERVING WITNESS SUBPOENAS AND OTHER CIVIL PROCESS PAPERS

##### 1. Measurable Objectives:

- a. Representatives of Court System and Office of the Sheriff are to establish a working relationship with contracted researcher; and
- b. Representatives are to assist contracted researcher in developing plan to 1) define all aspects of the problem in serving witness subpoenas and civil process papers, 2) determine the problems of the court system in compelling witnesses to appear when notified, and 3) delineate strategies to achieve goals of effectively serving witness subpoenas and legal papers and compelling witnesses (within legal means) to appear when notified.

##### 2. Program Standards and Implementation Criteria:

Grant will be earmarked for Sheriff's Office and Court System to seek on a contractual arrangement a professional researcher to gather all facts regarding problems of serving witness subpoenas and other civil process papers.

Representatives of Court System and Sheriff's Office will form a committee, then work through that committee in assisting the researcher. Representatives will provide the researcher with all details of the problem, and assist the researcher in developing a plan which establishes strategies to solve the problem (in serving witness subpoenas and civil process papers). Researcher must have a legal background or experience in developing research and evaluation plans or studies on court systems and judicial procedure.

##### 3. Subgrant Data:

City of Jacksonville  
Office of Sheriff and Court System

\$ 1,000 - 5,000  
One grant

4. Evaluation:

Representatives of the Sheriff's Office and the Court System will meet on a weekly basis with the contracted researcher to insure on-going evaluation and to preclude bottlenecks or hindrances in the process of data gathering. Representatives will review and evaluate the finished plan to determine its conformity to the needs of the Sheriff's Office and the Court System.

Program Area E-3

Title: IMPROVED RESOCIALIZATION (1.2.3.3)

For planning purposes, resocialization is the improvement in the manner in which an offender relates to others interpersonally and the manner in which others relate to him. It also considers how an offender conducts himself in the community, and regards an appropriate level of security in the community until such time as an offender is ready for re-entry.

Sub-program Title: PREVENTION, DIVERSION, AND REHABILITATIVE TREATMENT SERVICES FOR DELINQUENT YOUTH (Ref. Sub-program C under Program C-2 in Primary Zone)

1. Measurable Objectives:

- a. Identify 1,000 dysfunctional youth and refer 500 such youth to appropriate youth serving resources;
- b. Establish additional Foster Group Homes for pre-delinquent youths as well as for delinquent and children in need of supervision; Foster Group Homes should accommodate a total of 100 youths; and
- c. Continue a program for transient pre-delinquents by providing a non-secure shelter, food and clothing for 1,260 juveniles per year and counseling and motivational services for 850 youth per year.

2. Program Standards and Implementation Criteria:

Applicants for these programs will maintain standard case records and tracking systems with follow-up reporting for all youth who enter or who are referred to the programs. Staff members must be properly trained and training plans will be required with grant applications. Project directors and staff will develop contacts with community resources and arrange for prompt delivery of services as working relationships and agreements are established with community resources.

3. Subgrant Data:

City of Jacksonville  
Department of Human Resources

\$ 115,000 - 120,000 Total  
Three grants: \$35,000 - 45,000 each

State of Florida  
Division of Youth Services



4. Evaluation:

Evaluation will be based on the following:

- a. Number of youths identified and referred to youth serving resources and to correspondingly reduce the number of dysfunctional youth referred to the formal juvenile justice system;
- b. Number of child care days and number of children referred to Foster Group Homes;
- c. Measuring the adjustment of children while they are living in Foster Group Homes; and
- d. Measuring the success rate in returning transient youth to those responsible for them.

CHAPTER VI

MULTI-YEAR PLANNING

Multi-year planning has been developed to insure the effectiveness with which LEAA, State, and local funds will be used in forthcoming years. Programs and projects which are developmental or innovative will continue to be budgeted for the next three years with an unchanged ratio of Federal funds to State and local match. Accordingly, those projects and programs which are not developmental but are in treatment or service categories will be subject to a depreciation ratio funding scheme, as required by the State Planning Agency. Take, for example, the sub-program area "Treatment Services for Alcohol and Drug Offenders." In 1974, the LEAA share will be \$100,000, State \$5,555, and local \$5,555. In 1975, however, the LEAA share of the ratio will be reduced, and the local match will be increased accordingly. The 1975 budget thus will be as follows: LEAA \$70,000, State \$5,555 and local \$35,555. Such a practice serves two purposes: 1) It upholds the "seed money" concept whereby it encourages the local unit of government to underwrite greater percentages of the total cost for continuation programs and eventually pay the total cost of those programs deemed essential.

The multi-year projections on the following pages are based on the program areas and sub-program areas found in the primary zone of Chapter V. Four programs for discretionary funds, which are explained in Chapter VII, are also included herein.

**CONTINUED**

**2 OF 3**

Program Area A-6: REDUCED OPPORTUNITY FOR CRIMINAL ACTIVITY (1.1.1.6)

ESTABLISH COMMUNITY SERVICE OFFICER'S CONCEPT PROGRAM

Summary of Measurable Objectives

Establish a pilot (demonstration) community services police officer's program in one of three housing projects: Blodgett Homes, Golfbrook Housing Project, or Hilltop Housing Project. Reduce crime by 20% in one of the reporting areas in which public housing units are located.

<u>1974</u>	<u>1975</u>	<u>1976</u>
LEAA - \$88,000	LEAA - \$88,000	LEAA - \$88,000
State - 4,888	State - 4,888	State - 4,888
Local - 4,888	Local - 4,888	Local - 4,888

Program Area C-1: CRIME DETECTION (1.2.1.1)

IMPROVE CITY OF JACKSONVILLE'S CAPABILITY IN GRANTS MANAGEMENT AND MONITORING

Summary of Measurable Objectives

Induce grant applications and assist in writing and improving applications for LEAA funds; conduct fiscal and performance monitorings and provide technical assistance as needed.

<u>1974</u>	<u>1975</u>	<u>1976</u>
LEAA - \$60,000	LEAA - \$60,000	LEAA - \$60,000
State - 3,333	State - 3,333	State - 3,333
Local - 3,333	Local - 3,333	Local - 3,333

Program Area C-2: CRIMINAL INVESTIGATION (1.2.1.2)

A. DEVELOP LABORATORY CAPABILITIES

Summary of Measurable Objectives

Construct a crime laboratory and set high standards for evidence processing and speed of services.

<u>1974</u>	<u>1975</u>	<u>1976</u>
LEAA - \$100,000	LEAA - \$100,000	LEAA - \$100,000
State - 5,555	State - 5,555	State - 5,555
Local - 5,555	Local - 5,555	Local - 5,555

B. DEVELOP AND EXPAND CRIMINAL JUSTICE INFORMATION SYSTEMS - LAW ENFORCEMENT, COURT/ATTORNEY,  
AND PROBATION/PAROLE

<u>Summary of Measurable Objectives</u>	<u>1974</u>	<u>Summary of Measurable Objectives</u>	<u>1975</u>
Law Enforcement Systems: place Administrative and Intelligence System into operation; complete Intelligence System and Prison Industries Design.	LEAA-\$125,000 State- 6,944 Local- 6,944	Law Enforcement Systems: place Prison Industries System into operation; review and modify Administrative System, Intelligence System and Prison Industries System.	LEAA-\$125,000 State- 6,944 Local- 6,944
Court/Attorney Systems: place Notices System into operation and complete Administrative System Design.	LEAA-\$125,000* State- 6,944 Local- 6,944	Court/Attorney Systems: place Administrative System into operation; review and modify Administrative System.	LEAA-\$125,000* State- 6,944 Local- 6,944
Probation/Parole Systems: place Research/Statistics System into operation and complete Administrative System Design.		Probation/Parole System: place Administrative System into operation; review and modify Administrative System.	

\* Court/Attorney and Probation/Parole Systems are to be financed jointly.



# C. DEVELOP COMPUTER RETRIEVAL AND MICROFILM CAPABILITIES FOR POLICE REPORTS AND RECORDS

## Summary of Measurable Objectives

Install microfilm capabilities with random access computer retrieval for all records pertaining to fingerprint identification, arrests, accidents, and case histories. Eliminate old files and records as they are microfilmed.

<u>1974</u>	<u>1975</u>	<u>1976</u>
LEAA - \$30,000	LEAA - \$20,000	LEAA - \$15,000
State - 1,666	State - 1,111	State - 833
Local - 1,666	Local - 1,111	Local - 833

## Program Area E-1: IMPROVED PERSONAL HEALTH (1.2.3.1)

### TREATMENT SERVICES FOR ALCOHOL AND DRUG OFFENDERS

## Summary of Measurable Objectives

Provide treatment services for alcohol abusing and drug abusing offenders.

<u>1974</u>	<u>1975</u>	<u>1976</u>
LEAA - \$100,000	LEAA - \$70,000	LEAA - \$50,000
State - 5,555	State - 3,888	State - 2,777
Local - 5,555	Local - 3,888	Local - 2,777

## Program Area E-2: IMPROVED OCCUPATIONAL OPPORTUNITIES (1.2.3.2)

PROVIDE TREATMENT SERVICES (EDUCATION, VOCATION, AND WORK RELEASE) FOR ADULT OFFENDERS WHO ARE INSTITUTIONALIZED

## Summary of Measurable Objectives

Continue providing a work release program for an estimated 250 persons institutionalized in Jacksonville correctional centers to include employment counseling and job placement.

<u>1974</u>	<u>1975</u>	<u>1976</u>
LEAA - \$32,000	LEAA - \$20,000	LEAA - \$15,000
State - 1,777	State - 1,111	State - 833
Local - 1,777	Local - 1,111	Local - 833

Program Area E-3: IMPROVED RESOCIALIZATION (1.2.3.3)

A. EXPAND RESIDENTIAL TREATMENT PROGRAMS FOR PROBATIONERS AND PAROLEES

<u>Summary of Measurable Objectives</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
To provide residential treatment for probationers, parolees, and expirationists, and to provide follow-up surveys on all clients.	LEAA - \$247,000 State - 13,722 Local - 13,722	LEAA - \$180,000 State - 10,000 Local - 10,000	LEAA - \$125,000 State - 6,944 Local - 6,944

B. DEVELOP PLANNING, RESEARCH, AND EVALUATION PROGRAM TO ADDRESS CORRECTIONS PROJECTS

<u>Summary of Measurable Objectives</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
To evaluate a minimum of 10 corrections programs; to develop a comprehensive plan on corrections, and to provide input on corrections for the 1975 Jacksonville Criminal Justice Plan.	LEAA - \$14,300 State - 794 Local - 794	LEAA - \$14,300 State - 794 Local - 794	LEAA - \$14,300 State - 794 Local - 794

## Discretionary Grant Programs

Contingent upon LEAA Discretionary Grant funds and local funds in forthcoming years, four program areas are projected for Jacksonville and are described briefly at the end of Chapter VII and in detail in Guide for Discretionary Grant Programs, M 4500.1B.

### A. Program I-5: Metropolitan Area Organized Crime Efforts

1974

Objective of this program is to offer supplemental support for projects directly addressing organized crime.

LEAA - \$150,00

Local - 16,666

### B. Program I-6: Organized Crime Training for State and Local Law Enforcement Personnel

1974

Objective of this program is to encourage formal training for State and local law enforcement personnel. The training needs covered would be those specifically related to the control of organized crime.

LEAA - \$125,000

Local - 13,888

### C. Program I-8: Metropolitan Narcotics and Dangerous Drug Enforcement Groups

1974

Objective is to establish tactical units to combat the illicit use of narcotics and dangerous drugs, to enforce drug laws and to prevent drug offenses in major metropolitan and suburban areas where drug abuse problems are greatest.

LEAA - \$150,000

Local - 16,666

### D. Program: Treatment Alternatives to Street Crimes

1974

Objectives of this program is to provide drug treatment alternatives to street crimes (TASC) for drug dependent persons arrested by law enforcement agencies. The overall goals are to decrease the incidence of drug-related crime with its attendant cost to the community; to interrupt the drug-driven cycle of jail to street crime to jail by providing the possibility of treatment for drug-addicted arrestees; and to decrease the problems in detention facilities resulting from drug-addicted arrestees who are manifesting acute problems such as withdrawal. Participation in this project by drug-addicted arrestees is voluntary.

LEAA - \$150,000

Local - 16,000

## CHAPTER VII

### RELATED PLANS AND PROGRAMS

The plan thus far has emphasized the need for upgrading the functional inter-relationship among the three criminal justice disciplines. The plan also has looked to the community at large, to schools, to large industries, and to the State, for help in solving crime problems here in Jacksonville. Some of these agencies which are outside of the criminal justice system do, in fact, have plans and/or programs which can be helpful in solving crime problems.

The following, therefore, is a listing of plans or programs, the agencies involved in their implementation, the purposes or goals of each plan or program, and the function(s) with which they are associated.

#### A. Alternative School Program

The Duval County School Board has initiated the Alternative School Program. Its purpose is to rehabilitate disruptive youth who have been expelled from the regular school system by utilizing:

- 1) Education of basic skills
- 2) Extensive field trips
- 3) Vocational education
- 4) Approximately a one-to-four teacher/student ratio
- 5) Psychological and educational testing

This program is funded through local Duval County School Board funds. In implementing this plan, the School Board does assist in improving occupational opportunities (Function 1.1.1.6) as well as improving interpersonal related conditions and responses among disruptive students (Function 1.1.2.3).

#### B. Boy's Clubs of Jacksonville, Inc.

This program, already operating at four neighborhood centers in Jacksonville, is designed to help young boys from age seven through high school grow into responsible adulthood. Professional leaders provide the boys with activities designed to build:

- 1) Health and physical fitness
- 2) Citizenship
- 3) Intergroup understanding
- 4) Leadership
- 5) Personal adjustment
- 6) Educational-vocational motivation

This program can help reduce crime by fostering a better understanding

between the target group and the community and its representatives such as the police. The program is financed primarily by the United Way and other private contributions as well as some State and Federal grants for special programs. Those functions involved include 1.1.2.1, 1.1.2.2, and 1.1.2.3.

#### C. Career Education Center Concept

This plan, in operation since September 1973, deals with those students who have been suspended but not expelled from school. Its purpose is to provide vocational education for youth 16 years and older who have not developed serious enough behavioral and emotional difficulties which would prevent them from joining the labor force. 600-700 youth are currently involved in this program.

Funds are obtained through the Duval County School Board. In implementing this plan, the Duval County School Board is assisting in improving occupational opportunities (Function 1.1.2.2).

#### D. Comprehensive Plan

Jacksonville Area Planning Board is completing the "1980 Comprehensive Plan and Five-Year Short-Term Development Plan," which plan will include the following factors stated within the context of present conditions and projected needs.

- 1) Community facilities
- 2) Economic
- 3) Environmental
- 4) Housing
- 5) Industrial
- 6) Land use
- 7) Public services
- 8) Transportation
- 9) Utility

Jacksonville Area Planning Board is an independent agency of the City of Jacksonville and is funded by Federal, State, and local monies. Its plan should be helpful indeed in solving problems associated with practically all functions.

#### E. DWI School

This program, in operation for two years, is conducted by the Jacksonville Safety Council and is directed toward those first offenders being charged with DWI. The school is held five nights a week for a three-hour period each evening. Participants are required to attend once a week for four weeks.

Funding for this program comes from the \$30.00 fee charged each of the participants. Clients are sentenced to this program and thus the program is associated with and enhances Function 1.2.2.5.

#### F. Mental Health Prevention Plan

This plan, in operation since November 1973, is under the direction of the Child Guidance Clinic, in conjunction with the Headstart program of GJEO (Greater Jacksonville Economic Opportunity). The program's major task is carried out by a full-time psychologist stationed in a low socioeconomic area to counsel both individuals and families on a voluntary basis.

This plan is funded by Title 16 Federal monies. Through the implementation of this plan, the Child Guidance Clinic is aiding in improving personal health related conditions (Function 1.1.2.1).

#### G. Psychiatric Day Care Unit Plan

This plan, in operation since January 1974, is under the auspices of Child Guidance Clinic and includes in its program:

- 1) Psychiatric evaluation and care for severely disturbed primary school children (ages 6-12)
- 2) Teaching program for these same children

The program has facilities for approximately fourteen (14) children. Funds for this plan were obtained from the United Fund. In implementing this plan, the Child Guidance Clinic is assisting in improving socialization or interpersonal related conditions/responses (Function 1.1.2.3).

#### H. School Security Plan

The School Security Plan, implemented by the Duval County School Board, includes provisions for:

- 1) Four police officers to patrol four senior high schools
- 2) Thirty-six (36) security aids to patrol 10-15 junior high schools

\$157,000 were obtained for this program from the State of Florida Safe School Act. In implementing this plan, Duval County School Board is assisting in creating a deterrence to criminal activity. (Function 1.1.1.5)

#### I. Training for Inmates Plan

This plan, still in the developmental stages, will be under the direction of Manpower Division, Department of Human Resources, and will make provisions for inmates at the Prison Farm to enroll in an automotive repair course. A contribution has been made by Ford Motor Company. Revenue sharing funds are still needed. When implemented, this plan will aid in improving occupational opportunities. (Function 1.2.3.2)



J. Urban Jacksonville, Inc.

This non-profit corporation directs its efforts toward residents of Jacksonville's East side. Urban Jacksonville has two main areas of interest. One is health concern manifested in the institution of a neighborhood health clinic. The other area of concern is that of low-income housing. Housing has been and is being built for residents who qualify.

Urban Jacksonville has received HUD monies and sizable funding from St. John's Episcopal Cathedral of Jacksonville. The Urban Jacksonville Program is particularly useful in supplementing Function 1.1.2.1.

K. Vocational Education Plan

The above plan, to be fully implemented by the summer of 1974, is under the direction of Florida Junior College (FJC) and the Duval County School Board in conjunction with the Vocation Education Authority. The program makes provisions for:

- 1) Vocational and technical training programs for secondary school students enrolled in Duval County public schools, and
- 2) Adult vocational programs through FJC.

The Vocational Education Authority is acquiring and equipping the facility with Federal monies from Department of Labor. Money for the teaching resources for this program are coming from matching funds from the State Department of Education. In implementing this plan, the above agencies will be helpful in improving occupational opportunities (Function 1.1.2.2).

Discretionary Grant Funds

Pursuant to instructions of the State Planning Agency, proposals for 1974 LEAA Discretionary Grant Funds are included here. Program areas are described in the Guide for Discretionary Grant Programs, M 4500.1B. Four programs, which are to be considered for Jacksonville, are listed as follows:

A. Program I-5: Metropolitan Area Organized Crime Efforts

1. Subgrantee and Implementing Agency: City of Jacksonville; Office of the Sheriff.
2. Purpose: Objective of this program is to emphasize and offer supplemental support for projects directly addressing organized crime.
3. Funds Requested: \$ 150,000

B. Program I-6: Organized Crime Training for State and Local Law Enforcement Personnel

1. Subgrantee and Implementing Agency: City of Jacksonville; Office of the Sheriff.
2. Purpose: Objective of this program is to encourage formal training for State and local law enforcement personnel. The training areas covered would be those specifically related to the control of organized crime.
3. Funds Requested: \$ 125,000

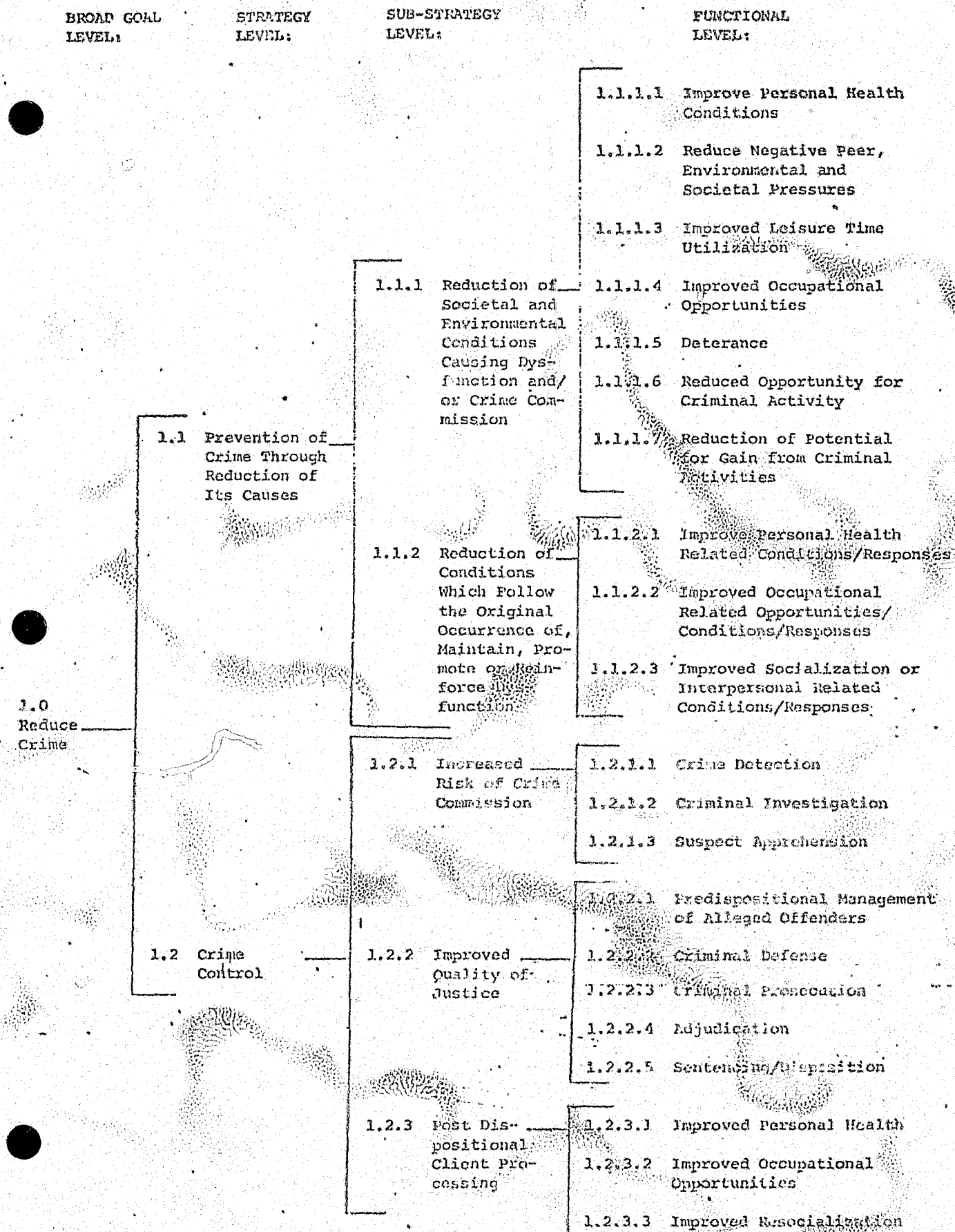
C. Program I-8: Metropolitan Narcotics and Dangerous Drug Enforcement Groups

1. Subgrantee and Implementing Agency: City of Jacksonville; Office of the Sheriff.
2. Purpose: To establish tactical units to address the illicit use of narcotics and dangerous drugs, to enforce drug laws, and to prevent drug offenses in major metropolitan and suburban areas where drug abuse problems are the greatest.
3. Funds Requested: \$ 150,000

D. Program: Treatment Alternatives to Street Crimes (Ref. Appendix 3-9 in Guide for Discretionary Grant Programs.)

1. Subgrantee and Implementing Agency: City of Jacksonville; Department of Health, Welfare and Bio-Environmental Services.
2. Purpose: The purpose of this program is to provide drug treatment alternatives to street crimes (TASC) for drug dependent persons arrested by law enforcement agencies. The overall goals are to decrease the incidence of drug-related crime with its attendant cost to the community; to interrupt the drug-driven cycle of jail to street crime to jail by providing the possibility of treatment for drug-addicted arrestees; and to decrease the problems in detention facilities resulting from drug-addicted arrestees who are manifesting acute problems such as withdrawal. Participation in this project by drug-addicted arrestees is voluntary.
3. Funds Requested: \$ 150,000

1974 COMPREHENSIVE CRIMINAL JUSTICE  
PLANNING FRAMEWORK



CRIME INDEX OFFENSE DATA - DUVAL COUNTY

		POPULATION	TOTAL CRIME INDEX	Percent Index Change	Murder	Forcible Rape	Robbery	Aggravated Assault	Breaking & Entering	Larceny \$50 and Over	Auto Theft	Crime Rate/100,000 Population	Percent Rate Change	Percent Cleared
DUVAL COUNTY	1972	544,993	23,792	-5.9	96	300	1,450	2,554	10,980	6,371	2,041	4,365.6	-6.7	24.3
	1971	540,080	25,276	-3.9	86	261	1,298	2,033	12,455	6,475	2,668	4,680.0	-5.9	21.7
	1970	528,865	26,293		96	308	1,535	2,274	12,014	7,024	3,042	4,971.6		20.5
JACKSONVILLE	1972	518,688	22,975	-4.9	96	293	1,426	2,474	10,619	6,099	1,968	4,429.4	-5.5	24.5
	1971	515,657	24,171		82	254	1,264	1,941	12,035	6,048	2,547	4,687.4		21.7
ATLANTIC BEACH	1972	8,079	142	-21.1	0	0	2	9	52	65	14	1,757.6	-51.4	14.1
	1971	4,978	180		1	0	2	33	71	61	12	3,615.9		28.9
JACKSONVILLE BEACH	1972	13,397	596	-27.6	0	7	21	71	271	173	53	4,448.8	-17.5	20.0
	1971	15,254	823		2	7	30	54	317	321	92	5,395.3		23.2
NEPTUNE BEACH	1972	4,829	79	-22.5	0	0	1	0	38	34	6	1,635.9	-32.8	10.1
	1971	4,191	102		1	0	2	5	32	45	17	2,433.8		15.7

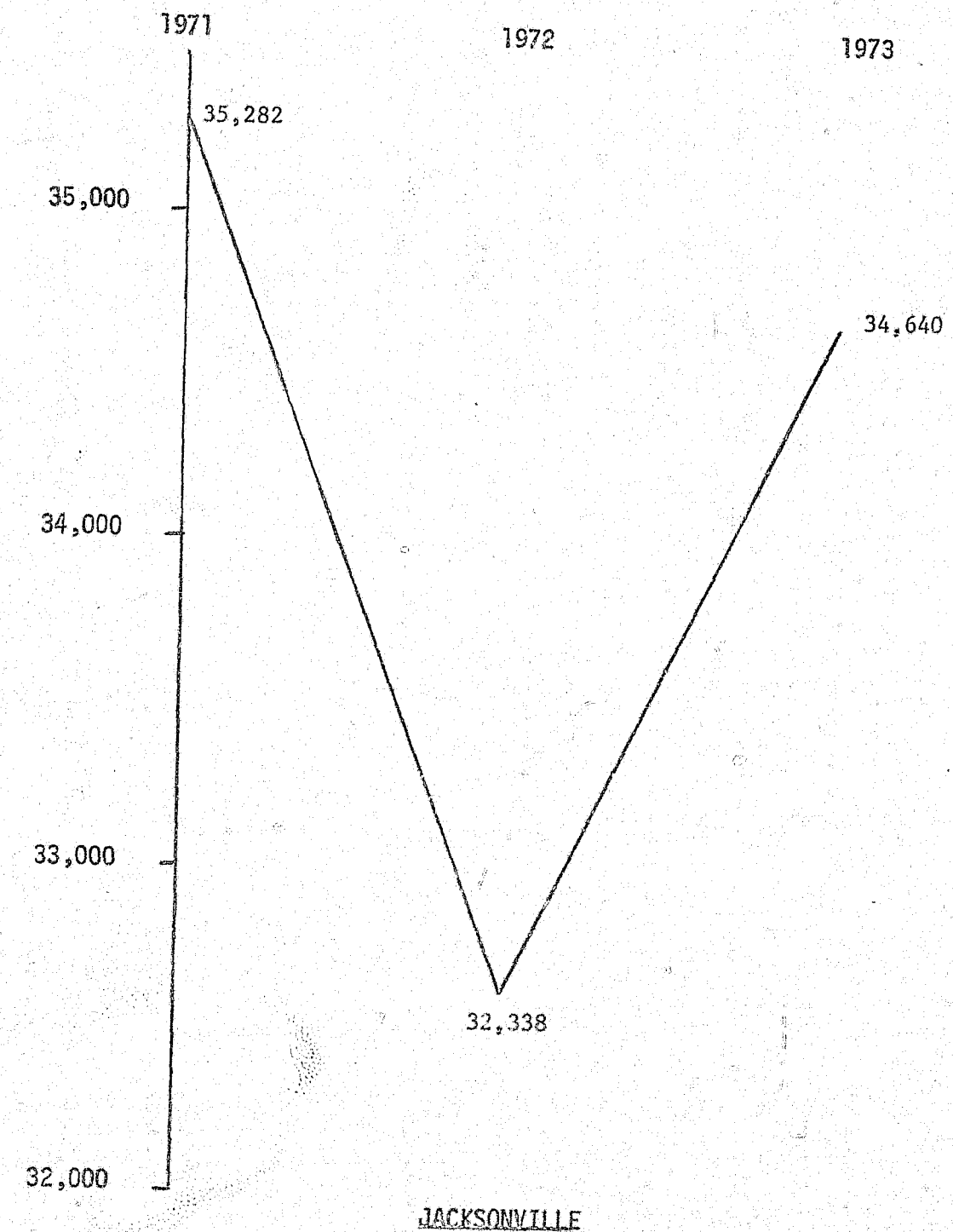
# PRELIMINARY CRIME STATISTICS FOR JACKSONVILLE

<u>Crime</u>	<u>1972 Offenses</u>	<u>1973 Offenses</u>	<u>% Change</u>
Murder	96	120	+ 25%
Rape	293	327	+ 11.6%
Robbery	1,426	1,631	+ 14.4%
Assault	2,474	1,949	- 21.6%
Burglary	10,619	11,341	+ 6.8%
Larceny	15,462	16,764	+ 8.4%
Auto Theft	1,968	2,508	+ 27.4%
	32,338	34,640	+ 7.1%

Note: figures for larceny include all larcenies whereas figures in Appendix 2 include only those larcenies \$50.00 and above.

APPENDIX 3

## NUMBER OF OFFENSES



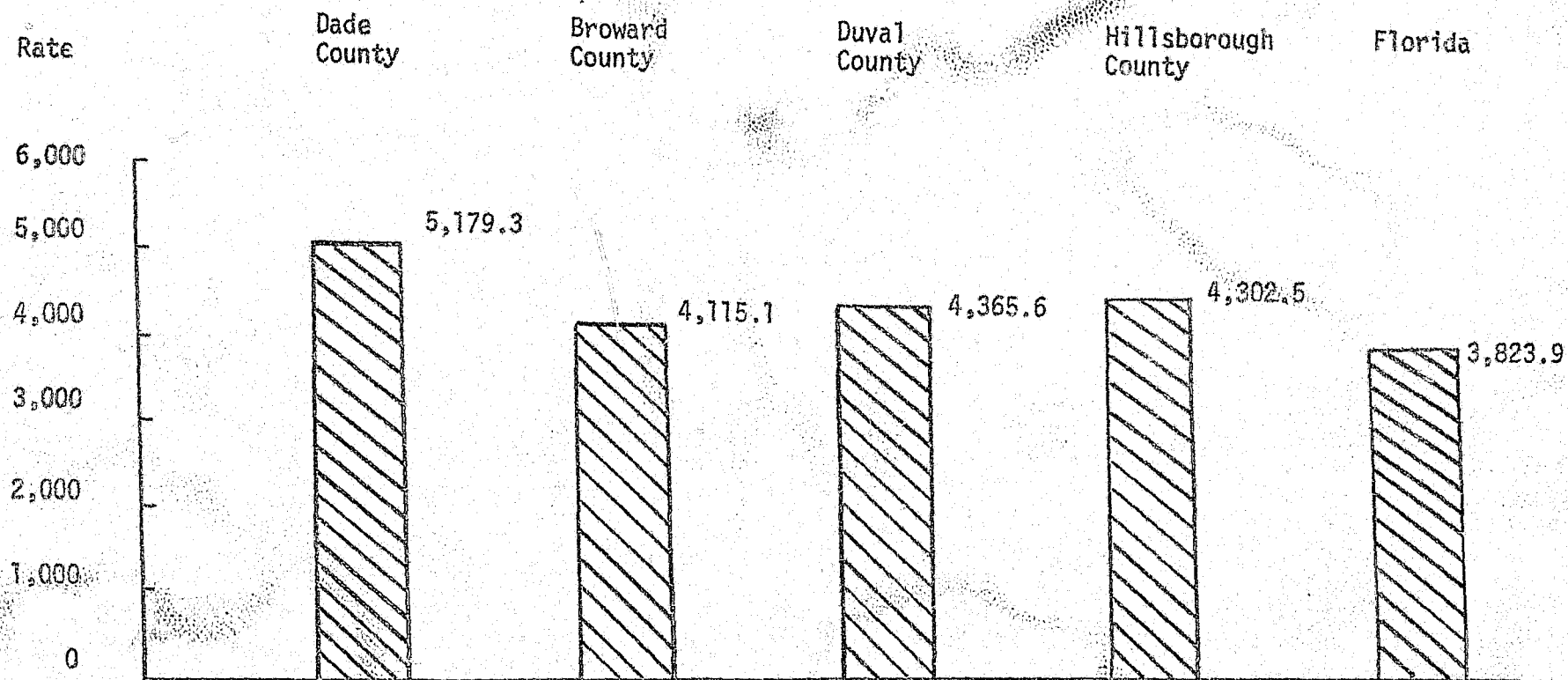
JACKSONVILLE

Source: Office of the Sheriff

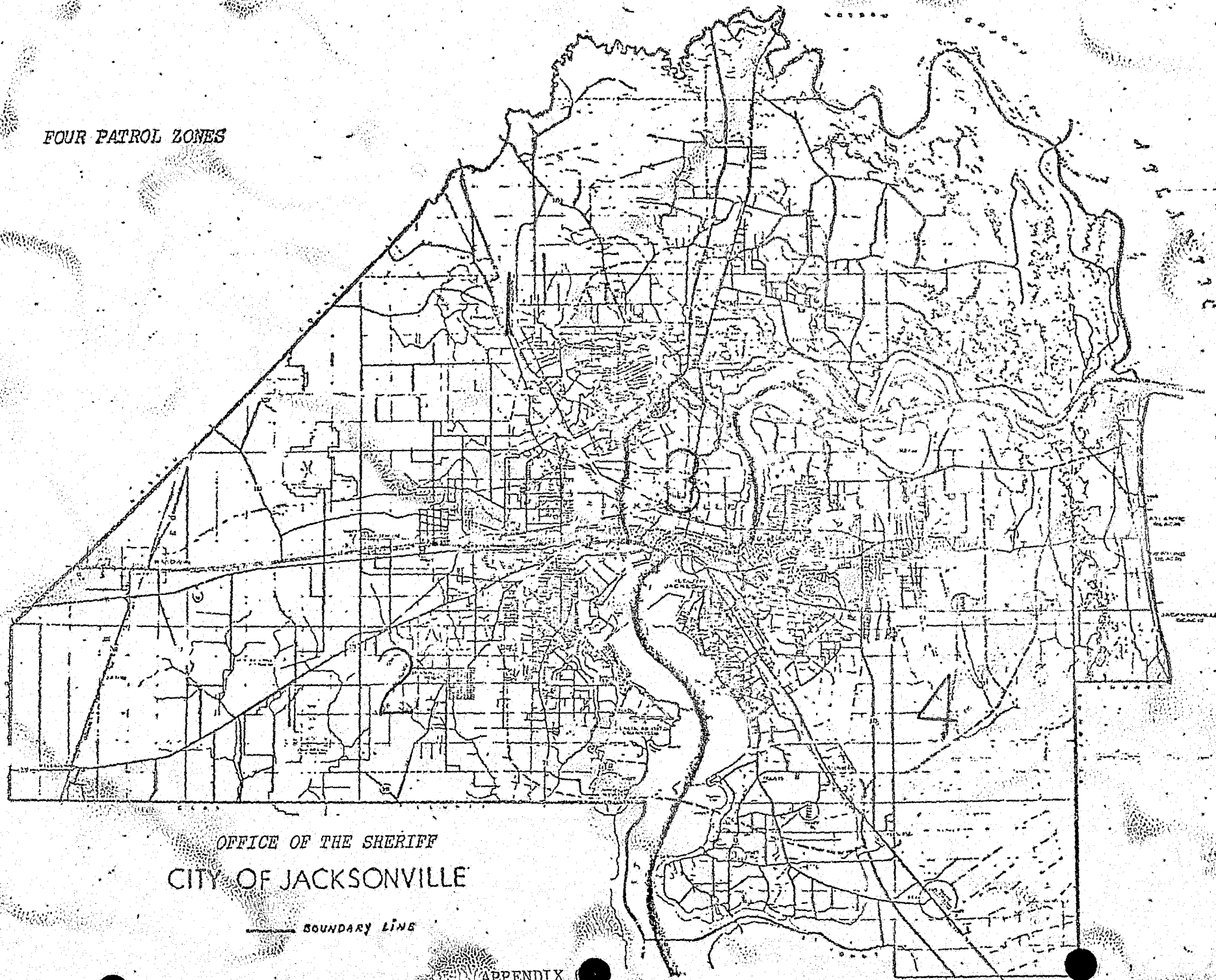
APPENDIX 4



PART I CRIME RATE  
High Crime Incidence Areas  
1972



FOUR PATROL ZONES



OFFICE OF THE SHERIFF  
CITY OF JACKSONVILLE

BOUNDARY LINE

APPENDIX

## POLICE MANPOWER SURVEY

As reflected in the problem statement at the top of page 83, the Office of the Sheriff is currently experiencing a shortage of manpower. However, to effectively assess manpower needs of the Sheriff's Office, it is recommended that an in-depth study be conducted by an independent source. In the interim and for planning purposes, a preliminary survey was conducted and findings based on that survey are included herein.

Due to time limitations, this survey does not have an assessment of the manpower/workload factors for every division in the Sheriff's Office, but does show an assessment of the three operating divisions (patrol, traffic, and detective). Each of these three divisions is found to be undermanned according to IACP (International Association of Chiefs of Police) standards, and the workload (in terms of number of crimes, number of calls for police service, and number of traffic accidents) is increasing, which is putting an ever increasing burden on the police.

Manpower allocation and utilization become the most important considerations in promoting more efficient operations. Each man must be used in the most productive manner possible. In order to enhance the individual officer's capabilities, he must be serviced by ever more efficient and sophisticated backup systems particularly in planning, research, information processing, communications, etc.

Methodology. The research for this study was divided into four phases, and the information contained herein accordingly is divided into four parts to reflect the research phases.

Part 1 is a manpower/workload study of the three operating divisions (patrol, traffic, and detective) and reflects both the optimum levels recommended by the IACP and the present manpower allocations. Part 2 is a financial comparison of Jacksonville/Duval County with the other nine largest counties in the State. The purpose here is to determine the current expenditure levels for police needed to maintain the Sheriff's Office at its present size. Part 3 is based on a series of tables designed to show the projected police workload through 1980 and the manpower needed to handle that workload. Part 4 is a comparison of the Jacksonville police-to-population ratio with the national and regional averages of police-to-population ratios. It also presents a comparison of Jacksonville with 14 other metropolitan areas in several areas of interest.

### Part 1: Workload Study

This section of the survey is designed to compare the current manpower resources of the three major operating divisions of the Sheriff's Office with their corresponding workload.

Patrol Division. In January, 1974, the Office of the Sheriff conducted a computer-assisted manpower workload study. The survey was based on the number of calls which required police response between July 1, 1973 and December 31, 1973. In this study, each reporting area (with few exceptions, the boundaries of the reporting areas are the same as those established for the census tracts) was listed with the number of arrests, traffic accidents, and other incidents which occurred therein. A formula was then applied to these types of incidents to determine the number of hours required to handle calls for the incidents.

The study shows a total of 221,672 calls received by the Sheriff's Office during that six month period which required the expenditure of 113,783.2 manhours to answer. Of the total number, 118,049 calls received were relayed to the beat officers. This required the expenditure of 60,760.6 patrol officer manhours (to respond to those calls). In addition, the officers themselves initiated 103,623 of the total calls which required 53,022.6 manhours to handle.

$$\begin{array}{rcl} 113,783.2 \text{ manhours} & \div & 183 \text{ days} = 621.76 \text{ manhours per day} \\ 621.76 & \div & 3 \text{ watches per day} = 207.25 \text{ manhours} \\ & & \text{per watch per day} \\ 207.25 & \div & 52 \text{ beats} * = 3.98 \text{ manhours per beat per day} \end{array}$$

As reflected by the above calculations, on the average each officer must spend almost one-half of his tour of duty answering calls for police service. However, according to the 1964 study of Jacksonville's police needs by the IACP, "Police incidents obviously do not occur on a regular predictable basis and, therefore, a certain amount of 'stacking' or buffer time is necessary. Previous experience has shown that about one-third of an officer's time on shift should be allocated to protect against the tendency for cases to occur in groups rather than to be spaced equitably throughout the tour of duty. An additional one-third of an officer's time should be available for repressive patrol activity" (page 81). This would leave the remaining one-third of the officer's time to answer calls for police service.

If the recommendations of the IACP are followed, an officer should spend 2.66 hours per shift in repressive patrol, 2.66 hours per shift as a buffer time, and only 2.66 hours per shift answering calls for police service. As shown above, however, in Jacksonville an officer must spend one-half of his time answering calls. If the time an officer spent actually answering calls were really only one-third of his shift time, his shift would have to be twelve hours long. Therefore, it can easily be seen that the patrol division of the Sheriff's Office is undermanned.

Again, according to the IACP survey, "The average time required to investigate a case at the preliminary level by members of the patrol division, and using the techniques to be recommended for Jacksonville, is 45 minutes" (page 82).

\* The Sheriff's Office currently operates with a 72-beat structure. However, due to manpower limitations, an average of only 52 beats is manned at any given time. (This figure was obtained from the police Roll Call for February, 1974)

However, according to the Sheriff's Office most recent manpower/workload study cited earlier, the average time spent per call in the Sheriff's Office for the last six months of 1973 was only 30 minutes per call. This shorter time is due primarily to better trained and better equipped police officers. But even using this shorter time per call, the patrol officer is still required to spend more than the 2.66 hours per shift answering calls. Thus, despite increases in police efficiency which have occurred since 1964, the workload has been climbing at such a fast rate that it has more than offset the increased officer efficiency.

In order to determine the optimum number of beats for the City of Jacksonville, a formula was developed based on the IACP recommendations. This formula is:

Number of calls answered X .51 (the percent of one hour required to handle a call) X 3 (multiplier factor needed to insure that two-thirds of an officer's shift time is available for buffer and repressive patrol time) ÷ 4380 (number of hours in the six months of the survey) X 3 (three watches per day = total number of beats needed).

When the figures given above are put into the formula, the following is obtained:

$221,672 \times .51 \times 3 \div 4380 \times 3 = 232.29$  total beats needed in Jacksonville

To fully man these 232 beats on an around-the-clock basis would have to be based on the following calculations:

- A. Watch one (present working hours 12:00 midnight to 8:00 AM) had 52,236 calls for police assistance and 25,605.7 manhours were consumed in answering the calls. The average time to handle each call being 49% of one hour or roughly 29.4 minutes per call. Based on the IACP formula:

52,236	(number of calls requiring police action)
X .51	(average % of hour to handle each call on all three watches)
X 3	(buffer factor to allow for patrol time, etc.)
÷ 1460	(number of hours in 8-hour shift per day for 6 months period of survey)
= 54.74	Beats needed to handle workload, rounded to the closest whole number is a total of 55 beats on watch one.

Therefore, Watch 1 requires 55 beats. The number of men necessary to man

those beats is calculated as follows:

55 beats (44 one-man cars and 11 two-man cars). The proposed 55 beats require an availability of 44 one-man car officers and 22 two-man car officers for a total availability strength of 66 men. This figure multiplied by 1.68\* (the assignment/availability factor) is 110.88. Rounded to the nearest whole number, a total of 111 men should be assigned to this shift.

Following this are similar calculations based on the same formula for the other watches:

- B. Watch two (present working hours 8:00 AM to 4:00 PM) had 74,896 calls for police assistance, and 40,618.0 manhours were consumed in answering the calls; the average time to handle each call being 54% of one hour or roughly 32.4 minutes per call. Based on the IACP formula:

74,896	(number of calls requiring police action)
X .51	(average % of hour to handle each call on all three watches)
X 3	(buffer factor to allow for patrol time, etc.)
÷ 1460	(number of hours in 8-hour shift per day for 6 months period of survey)
= 78.49	Beats needed to handle the workload, rounded to the closest whole number is a total of 78 Beats for Watch two

78 beats (62 one-man cars and 16 two-man cars). The proposed 78 beats require an availability of 62 one-man car officers and 38 two-man car officers for a total availability strength of 90 men. This figure multiplied by 1.68 and rounded to the nearest whole number is 151.

- C. Watch three (present working hours 4:00 PM to 12:00 midnight) had 94,540 calls for police assistance and 47,559.5 manhours were consumed in answering the calls. The average time to handle each call being 50% of one hour or roughly 30 minutes per call. Based on the IACP formula:

94,540	(number of calls requiring police action)
X .51	(average % of hour to handle each call on all three watches)
X 3	(buffer factor to allow for patrol time, etc.)
÷ 1460	(number of hours in 8 hour shift per day for 6 months period of survey)
= 99.07	Beats needed to handle the workload, rounded to the closest whole number is a total of 99 Beats for Watch three.

\* Numerous surveys by the IACP have shown that in order to allow adequate time off for vacations, sick leave, training, etc., each watch must be multiplied by a factor of 1.68



99 beats (79 one-man cars and 20 two-man cars). The proposed 99 beats require an availability of 79 one-man car officers and 40 two-man car officers for a total availability strength of 119. This figure multiplied by 1.68 and rounded to the nearest whole number is 200. Thus, the total number of beats required and the men necessary to man those beats are:

	Number Beats	Number Men
Watch 1	55	111
Watch 2	78	151
Watch 3	99	200
TOTAL	232	462

#### Manpower Required for Supervision

The IACP states, "A sufficient number of Sergeants should be assigned to each Watch to permit a ratio of 4 to 6 beats per Sergeant." Allowing for 20% of the beats being 2-man cars, the ratio of 7 patrolmen to 1 Sergeant is almost the same as 6 beats to 1 Sergeant. We use 7 patrolman to 1 Sergeant. When you use 6 beats per Sergeant you have to figure the availability factor of 1.68 and when you use 7 patrolmen per Sergeant you do not, as the Sergeant will be off with his men and their availability has already been figured.

1. Watch 1: 111 (Patrolmen) divided by 7 (Patrolmen for one Sergeant) is 15.86. Rounded to the nearest whole number = 16 Sergeants needed for Watch one.
2. Watch 2: 151 (Patrolmen) divided by 7 and rounded to the nearest whole number = 22 Sergeants needed for Watch two.
3. Watch 3: 200 (Patrolmen) divided by 7 and rounded to the nearest whole number = 28 Sergeants needed for Watch three.
4. At present we have four patrol zones, each commanded by a Captain who is responsible for the overall operation for 24 hours of every day. Each of the three watches is commanded by a Lieutenant. 4 zones multiplied by 1 (Captain) = 4 Captains needed. 3 watches multiplied by 1 (lieutenant needed on each watch) = 3 multiplied by the availability factor of 1.68 is 5.04. Rounded to the nearest whole number = 5 lieutenants per zone, making a total of 20 Lieutenants needed.
5. The IACP states, "One patrolman-evidence technician should be assigned to each supervisory sector." Using the present system, one Sergeant is assigned to one supervisory sector. A total of 66 Sergeants are required at this time (based on the survey). Using the IACP recommendation, 66 patrolman evidence technicians will be required.

To summarize the needs of the Patrol Division, we can see we need a total of 4 Captains, 20 Lieutenants, 66 Sergeants, 66 patrolman-evidence technicians and 462 patrolmen, for a total Patrol Division manpower need of 618.

#### Based on Survey Present required Manpower

Captain	4
Lieutenant	20
Sergeant	66
Patrolman ET	66
Patrolman	462
	<u>618</u>

#### Based on February '74 Roll Call Present available Manpower

Captain	4
Lieutenant	19
Sergeant	38
Patrolman ET	24
Patrolman	344
	<u>429</u>

#### Short

Captain	0
Lieutenant	1
Sergeant	28
Patrolman ET	42
Patrolman	118
	<u>189</u>

Approximate cost to hire, equip and train one patrolman is \$15,500 for the first year. Based on this figure \$15,500 multiplied by 189 patrolmen (118 patrolmen and 71 more to replace those who will be made patrolman-evidence technicians, those promoted to Sergeant and the Sergeant who would be promoted to Lieutenant) is \$2,929,500. The approximate cost for one Sergeant above the cost of one patrolman is \$1,750.00 per year. The cost for the increase in Sergeants is \$49,000. The approximate cost for one Lieutenant above the cost of one Sergeant is \$2,000.00 per year. Total additional cost for required manpower is \$2,980,500.00.

Traffic Division. According to the aforementioned IACP manpower survey, "An appropriate division of workload -- should allow slightly more than 50% of (hazardous) moving violations to be issued by the patrol division." Based on this guideline, the Traffic Division should issue at least 45% of all hazardous moving violations. Yet, during 1973, the Traffic Division issued only 32,562 of the more than 93,034 such citations issued in Jacksonville, thus only 35% of the total.

The Sheriff's Traffic Division has only 65 total sworn officers. Of that number, only 48 are uniformed officers patrolling on the street. Therefore, each of the 48 men had to issue an average of 678.3 citations to reach the level of production cited above for 1973.

Both the IACP and the Traffic Institute of Northwestern University recommend that 20 moving violation citations issued per injury accident would have a significant effect on reducing such accidents in the future. Therefore, since there were 6,346 injury accidents in 1973, 126,920 citations should be issued in 1974 to reduce the injury accident rate. \* Since the Traffic Division should issue approximately 45% of those 126,920 citations (57,114), each traffic patrol officer would have to issue an average of 1,189.8 citations during 1974 (based on a present manpower level of 48).

At present, it is impossible to achieve this number of citations per officer. However, if the citation per officer rate were held constant at 678, the desired level of citations issued could be reached by the addition of 36 new traffic patrolmen as follows:

$$57,114 \text{ (desired number of citations)} \div 678 \text{ (citations per officer)} = 84 \text{ officers}$$

$$84 \text{ (optimum manning level)} - 48 \text{ (present level)} = 36 \text{ new officers}$$

\* In 1973, there were .45% injury accidents per automobile trip in Jacksonville.

Since these men must be provided with adequate supervision, the following positions are necessary:

84 officers : 7 \* = 12 sergeants  
 1 lieutenant per watch per day = 3 lieutenants  
 1 commander = 1 captain

In addition to traffic patrol, the Traffic Division also performs a number of other police related functions such as a junk car detail and a traffic homicide investigation detail. Therefore, the total needs of the Traffic Division are:

Optimum number of patrol officers	84 patrolmen
Sergeants for patrol detail	12 sergeants
Junk Car detail	3 patrolmen
Taxi cab inspector	1 sergeant
Hit and Run and Traffic Homicide Detail	8 patrolmen
Supervisor for above detail	1 sergeant
Court Liaison officer	1 sergeant
One supervisory lieutenant per watch per day	3 lieutenants
One Commander	1 captain

Therefore, the optimum manpower level for the Traffic Division as compared with its current allocation is:

	<u>Optimum Level</u>	<u>Current Level</u>	<u>Difference</u>
Commander	1 Captain	- 0 -	1 Captain
Lieutenants	3	3	- 0 -
Sergeants	15	7	8 Sergeants
Patrolmen	95	55	40 Patrolmen
TOTALS	114	65	49

\* Reference previous Patrol Division workload analysis.

## SUMMARY

The manpower needs for the three operational divisions of the Office of the Sheriff are:

<u>Division</u>	<u>No. Present</u>	<u>No. Needed</u>	<u>Difference</u>
Patrol	429	618	189
Traffic	65	114	49
Detective	143	249	106
	<u>637</u>	<u>981</u>	<u>344</u>

## Part 2: Police Expenditures

A municipal budget is, in some respects, a listing of the City's financial priorities. The amount of services available from any city agency is a function of the amount of money it receives. However, there are no guidelines available to determine what percentage of the city budget should go to each agency.

In the absence of such guidelines, Jacksonville's police expenditures were compared with those of other cities and counties in the State to determine if the percent of revenue appropriated for police services by this city is comparable to similar appropriations in other cities. To equalize the dollar figures used, the cities were compared by using per capita revenue and per capita police expenditures.

Detective Division. The IACP states the recommended manpower allocation for the Detective Division is based on the ratio of investigations to specific Part I crimes of homicide, rape, robbery, burglary, and auto theft. In a review of 22 municipal police departments, those departments having an optimum combination of low detective strength and high clearance rate have averaged one detective per 60 selected Part I offenses. However, for purposes of this survey, a more conservative figure of 75 such crimes per detective was used. In 1973, there were a total of 15,961 selected Part I crimes committed in Jacksonville.\* Using the suggested 75 crimes per detective, 213 detectives are needed. In addition to these detectives, the IACP recommends one sergeant per every seven detectives and one lieutenant per five sergeants. Note the following computation:

213 detectives : 71 = 30 sergeants

30 sergeants : 5 = 6 lieutenants

Two captains and one Chief of Detectives should be retrained to uphold the present departmental structure. Therefore, the total needs of the Detective Division are 250 men as opposed to the present total of 143 men in the division.

\* Part I crimes in 1973 selected for survey:

154 Homicides  
327 Forcible Rapes  
1,631 Robberies  
11,341 Burglaries  
2,508 Auto Thefts

Police expenditures were then expressed as a percentage of per capita revenue.

Listed below is a comparison of the ten largest municipalities in Florida.\*

<u>Municipality</u>	<u>Population</u>	<u>Total Per Capita Revenue</u>	<u>Per Capita Police Expenditures</u>	
Jacksonville	572,665	\$ 201.55	\$ 24.67	12%
Miami	344,686	232.00	33.83	14.5%
Tampa	285,019	242.00	26.17	10.9%
St. Petersburg	230,975	202.00	18.31	9%
Ft. Lauderdale	149,364	266.00	37.26	14%
Hollywood	116,374	196.31	37.14	18.7%
Hialeah	112,123	147.03	22.98	15.8%
Orlando	106,669	315.88	43.05	13.6%
Miami Beach	91,235	369.43	50.78	13.6%
Tallahassee	81,369	\$ 386.04	\$ 32.01	8.5%

As can be seen on the table, despite the fact that Jacksonville ranks first in population of any of the cities, it receives less per capita revenue than many of them; in fact, of the ten listed, it ranks seventh. The last column of the table is particularly important since it lists the per capita police expenditures as a percentage of the per capita revenue. This column shows as a municipality, Jacksonville also ranks seventh in assigning a priority to police services. However, the percentage Jacksonville assigns to the police is close to that of other cities.

It is, however, somewhat unfair to compare Jacksonville with other municipal governments since Jacksonville is both a county and a city, and must spend some of its tax dollars for services which are normally provided by county governments as opposed to municipalities. Therefore, another table was made to compare Jacksonville/Duval County with other counties in the State. Again the ten largest counties in the State were chosen for comparison. The financial figures for the other counties in the table include all revenues and all police expenditures both for the county government named and for all incorporated urban areas within the county.

<u>County</u>	<u>Population</u>	<u>Per Capita Revenue</u>	<u>Per Capita Police Expenditures</u>	
Dade	1,341,526	\$ 359	\$ 37	10.3%
Broward	720,047	225	31	13.8%
Pinellas	590,291	220	19	8.6%
Duval	572,665	202	25	12.4%
Hillsborough	531,110	220	24	10.9%
Palm Beach	389,375	281	34	12.1%
Orange	384,031	195	26	13.3%
Polk	248,986	258	21	8.1%
Brevard	240,481	207	20	9.7%
Escambia	214,017	\$ 141	\$ 16	11.3%

The table above gives the fairest comparison possible between Jacksonville and other areas of the State as far as law enforcement is concerned, because these other

\* These figures were taken from the 1972 Florida Census of Local Government Finances pub. by the Commission on Local Government.

counties have both a county sheriff and at least one municipal police agency while Jacksonville has only the Office of the Sheriff which must function throughout the county/city area. Therefore this table compares the total expenditures on law enforcement in the various counties.

However, this table, too, leads to the same conclusions as did the previous one. While Jacksonville spends 12.4% of its revenue for police services, which compares quite favorably with the other counties represented, Jacksonville also receives less per capita revenue than most of the others, ranking 8th in this category. Jacksonville spends as large a percentage of its revenue on police services as do the other major metropolitan counties in the State, but it gets a lot less. Thus, despite the fact that Palm Beach County has 183,290 fewer people than Jacksonville and spends approximately the same percentage of its income on police, it spends only \$795,466 less overall for police than Jacksonville.

It is recognized therefore, that the manpower needs of the Office of the Sheriff must be matched against the economic resources of the city to meet those needs. The 362 police officers needed (as determined by the workload study) would require expenditures in the amount of \$561,100.00. This would require that a larger percentage of the city's budget be spent on police services. Considering the fact that the city is receiving less per capita revenue than some other cities in the State, the needs of the Sheriff's Office (as well as other departments) needs to be carefully matched against the city's anticipated revenues.

Again, this points to the need for a thorough study of police manpower needs in relation to this city's financial capability to meet those needs. Once this study has been completed an equitable formula for the gradual expansion of the Sheriff's Office in accordance with anticipated future revenues can be planned.

### Part 3: Future Manpower Needs of the Office of the Sheriff

In order to plan for adequate police services both now and in the future, shifts in population must be taken into account. Following are charts which project crime trends through 1980: (See charts on following three pages)

Using these conservative estimates to project the number of officers necessary to keep the same level of police service through 1980 that the City has had for the past three (3) years, this survey shows that a minimum of 284 officers must be added to the department over the next six years. This is an average annual increase of over 47 officers per year. This does not include the supportive clerical, administrative, and technical staff necessary to service those officers. Nor does this account for the additional personnel which will be necessary for other agencies of the criminal justice system as more and more offenders are arrested and subsequently begin to overload the jails, courts and correctional facilities.

It should be emphasized, however, that the tables represent only the simplest straight line projection techniques. No allowances are made for such complicating factors as 1) the crime climbing at a faster rate than the population (the FBI Uniform Crime Reports show that the crime rate per 100,000 population increases with increased urban population), 2) increased traffic congestion, particularly during



OFFICE OF THE SHERIFF PATROL DIVISION MANPOWER PROJECTION FOR 1980

YEAR	TOTAL POPULATION	TOTAL INDEX CRIME	RATE PER 100,000 POP.	CRIMES PER PATROL OFFICER	CALLS FOR POLICE	CALLS PER PATROL OFFICER
1971	535,644	34,796	6,479	83.1	273,397	650.9
1972	549,461	32,338	5,886	76.9	295,509	703.5
1973	563,278	34,640	6,150	82.3	406,149	964.7
1980 <sup>2</sup>	660,000	40,728 <sup>1</sup>	6,171	96.7 <sup>3</sup>	475,926 <sup>4</sup>	1,130.4 <sup>3</sup>
1980	660,000	40,728	6,171 <sup>6</sup>	79.6	475,926	773.0 <sup>5</sup>

1. This figure for the number of Index crimes in 1980 was arrived at by multiplying the rate of 6,171 crimes per 100,000 population times the projected population. This crime rate is the average rate per 100,000 population over the past three years. Should the rate continue to climb as it has over the past two years, this figure will be higher.
2. The population figure for Jacksonville in 1980 was obtained from the Jacksonville Area Planning Board, and is lower than the figures projected either by the State Planning Board or the Community Renewal Program.
3. Both the Index crimes per patrol officer and the number of calls per patrol officer are projected for the current patrol force of 421 men.
4. Projected calls for police service was obtained by multiplying the rate of calls per 100,000 population in 1974 times the population for 1980. It should, however, be noted that this rate has climbed steadily over the past three years and is expected to continue to climb.
5. To maintain this figure of 773 calls per patrol officer (the average during the past three years), 616 on-the-street officers will be needed. Again, it should be noted that 195 new officers will be needed by 1980; this total does not include supervisory personnel.
6. It should also be noted that the figures in this column are all higher than the national average for cities of 500,000 to 1,000,000 which, according to FBI Uniform Crime Reports for 1972, was 4,890.8 Part I crimes per 100,000 population. In fact, it was larger than that reported for cities over 1,000,000 (5100.2).

# OFFICE OF THE SHERIFF TRAFFIC DIVISION MANPOWER PROJECTION FOR 1980

YEAR	TOTAL VEHICLE TRIPS 1	TOTAL ACCIDENTS	TOTAL INJURY ACCIDENTS	MOVING VIOLATIONS ISSUED	CITATIONS FOR MOVING VIOLATIONS OPTIMUM NO. 2	PERCENT TRAFFIC DIV. ISSUED	CITATIONS PER TRAFFIC OFFICER
1971	1,328,871	22,494	6,551	62,677	133,080	42%	446
1973	1,417,753	27,474	6,346	93,055	129,520	35%	508.7
1980	1,684,405 <sup>3</sup>	28,635 <sup>4</sup>	7,539 <sup>5</sup>	---	150,780	50%	1,108 <sup>6</sup>
1980 <sup>7</sup>	1,684,405	28,635	7,539		150,780	50%	561 = 134 men

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1. The figures for the total number of vehicle trips in the city was supplied by the Jacksonville Area Planning Board.
2. The number of moving violations desired is based on the ratio of twenty citations per inquiry accident cited earlier in the manpower workload study.
3. This figure was also supplied by the Planning Board.
4. The number of accidents was projected using the average number of trips per accident for the past three years. If the accident ratio remains the same in the coming years, 1.8% of all trips will result in accidents.
5. Injury accidents were projected in the same manner as total accidents. If this ratio also stays the same as the average for the past three years, 45% of all trips will result in injury accidents.
6. This figure represents the number of hazardous moving violations each traffic officer will have to issue in 1980 to achieve the goal of issuing 50% of the desired numbers of moving violations of 150,780, if the number of traffic patrolmen remain constant.
7. In the manpower workload study cited earlier in the report, it was pointed out that during 1973, each patrol officer (not including supervisory personnel) had to issue an average of 561 citations during the year. To maintain the same workload factor of 561 citations per officer and still reach the desired number of citations issued, will require 134 officers. This means adding 76 new patrol officers during the next six years, or an average of 13 additional officers per year. This does not include supervisory personnel.

# OFFICE OF THE SHERIFF DETECTIVE DIVISION MANPOWER PROJECTIONS FOR 1980

YEAR	TOTAL POPULATION	TOTAL INDEX CRIME	TOTAL DETECTIVES <sup>1</sup>	INDEX CRIME PER DETECTIVE	OVERALL CLEARANCE RATES	OPTIMUM MANNING LEVEL 2
1971	535,644	34,706	74	469	20.6%	215
1972	549,461	32,338	74	437	24.8%	192
1973	563,278	34,640	74	468	23.4%	212
1980 <sup>3</sup>	660,000	40,728	74	550.3	19.7% <sup>4</sup>	244
1980	660,000	40,728	87 <sup>5</sup>	468		244

1. As an equalizing device, the number of detectives was held constant throughout the three-year period.
2. The optimum manning level is 75 selected Part 1 crimes per detective as defined in the earlier manpower workload study. For projection purposes, the number of these selected crimes was determined to be a percentage of the overall Part 1 crimes.
3. The figures in this row represent projections of what will happen if the number of detectives is held constant through 1980. It shows that there will be over 550 Part 1 crimes per detective.
4. This projected low crime clearance rate is projected as a result of the increase in number of Part 1 crimes per detective.
5. The figure of 87 detectives in 1980 is the number of detectives needed to hold the number of Part 1 crimes per detective constant at the 1973 rate of 468 such crimes per detective. Even this would require the addition of 13 detectives over the next six years, an average of slightly more than two per year.

the rush hours as projected by the Jacksonville Area Planning Board, or 3) the projected shift in population which will give Zone 4 a far higher proportion of the City's population. The occurrence of any of these three factors will increase the projected 1980 workloads and thus increase the projected manpower needs.

#### Part 4: The Current Situation

Comparisons of police service among different cities are difficult to make with accuracy, and must therefore rely on broad statistical estimates of the workload of policemen of the cities involved. While each city is unique with respect to such things as its geographical setting, demographic characteristics, economic base, and physical design, there are nevertheless certain characteristics common to all cities.

The FBI Uniform Crime Reports as well as independent studies by others show that as a city increases in population, its crime rate also increases. This means that a city of 500,000 will not only have more crimes than a city of 50,000, but will have more crimes per 1,000 population than will the smaller city. Furthermore, in an attempt to reach a common denominator which would serve as an accurate indication of the overall crime picture, the FBI developed its Index Crime list which includes murder, rape, robbery, assault, breaking and entering, larceny, and auto theft. These offenses are classified as crimes in all cities, and while Jacksonville defines auto theft as a felony while Washington, D. C. defines it as a misdemeanor, it is still the same act in both cities. Therefore, the FBI's Index Crime reports are felt to be the most accurate guide to crime in America. While certain inaccuracies may exist in the reporting, this measure does provide a measure by which to compare crime in different cities.

As of November 30, 1973, there were 776 sworn police officers in the Office of the Sheriff. Based on the 1970 census figure for Jacksonville, the population at the time was 528,865. This represents 1.46 police officers per 1,000 population. This is far below the national and regional average for cities of comparable size.

#### FBI Uniform Crime Report, 1972

Number of full-time law enforcement personnel per 1,000 population in cities over 250,000:

National average	3.3
South Atlantic States average (787 cities) <sup>1</sup>	2.8
Jacksonville (1970 population)	2.2
Jacksonville (1974 population estimate) <sup>2</sup>	1.99

Number of full-time sworn officers per 1,000 population in cities over 250,000:

National average	2.9
South Atlantic States average	2.4
Jacksonville (1970 population)	1.46
Jacksonville (1974 population estimate)	1.32

While this is only an estimate of police coverage in cities of this size, it

<sup>1</sup> South Atlantic States include Delaware, Florida, Georgia, Maryland, North Carolina, South Carolina, Virginia, and West Virginia.

<sup>2</sup> This estimate was taken from Demographic Trends and Outlook 1960-1980, Technical Report # 1, compiled by the Community Renewal Program of Jacksonville, pub. September 22, 1972 (the population estimate for 1974 is 586,200).

does indicate the need for a more thorough assessment of Jacksonville's crime problem in relation to other cities of similar size, and the police response to the problem.

Fourteen other cities were chosen for selected comparison with Jacksonville.\* They were picked because of their geographic propinquity to Jacksonville and/or their relative closeness to Jacksonville's population (see the chart included). Since none of these other cities (except New Orleans, Denver, Richmond and Nashville) are consolidated areas as is Jacksonville, all the figures listed are for the incorporated metropolitan areas only. In this way their metropolitan police agencies are comparable to the Jacksonville Sheriff's Office which office enforces the law within this incorporated metropolitan area of Jacksonville.

The chart compares in several ways Jacksonville's police coverage with other major cities.\*\* First, it shows that although Jacksonville is 56,000 above the average in population, it has 131 sworn police officers below the average for those cities. Although these figures represent only a gross estimate of inadequate manpower, this estimate is confirmed by the other comparisons made in the chart.

Of the 15 cities, Jacksonville ranks last in number of sworn officers per 1,000 population. Another criterion which reflects the adequacy of police coverage is the geographic area that each officer must cover. This figure reflects such variables as the concentration of coverage, response time, and saturation capabilities. Again, of the 15 cities, Jacksonville is last, falling 6.2 officers per square mile below the average. This shows the wide coverage police officers are required to make and, therefore, how thinly the police force is spread.

Another measurement used in the chart is the number of reported Part I crimes per sworn police officer. In this category, Jacksonville ranks high (14th), being exceeded only by Denver, Colorado (15th). Even though Jacksonville is not last in this category, it is still 5.6 offenses per officer above the average.

The last category on the chart is the number of full-time law enforcement personnel per 1,000 population. In this category, Jacksonville ranks ninth showing 2.22 personnel per 1,000 population. However, this figure is misleading since it includes 185 people (correctional officers, cooks, clerks, etc.) who work in the Corrections Division of the Sheriff's Office. The other reporting cities on the chart do not include correctional personnel in their personnel. Therefore, subtracting the 185 corrections personnel from the total shows Jacksonville ranking 13th in this category (1.87 law enforcement personnel per 1,000 population).

\* See chart on following page

\*\* Nashville is the closest to Jacksonville in both geographic size and population density (Nashville has 882 persons per square mile; Jacksonville has 690 the lowest of all cities). But even Nashville ranks better than Jacksonville in every category except number of personnel per 1,000 population.



	No. Law Employ 1	No. Sworn Officers 1	Population 2	Sworn Officers Per 1,000 pop. 3	Officers per sq. mile 1	Part I Crimes 1	Offenses per Officer	Total Perst nel per 1,000
Indianapolis	1,390	1,186	744,624	1.59	8.47	19,207	16.19	1.86
San Antonio	1,156	972	654,153	1.48	5.28	27,492	28.28	1.76
Memphis	1,267	1,061	623,530	1.70	4.88	29,096	27.42	2.03
New Orleans *	1,823	1,353	593,471	2.27	6.86	30,000	22.17	3.25
Columbus, Ohio	1,240	1,051	539,677	1.94	7.80	24,049	22.88	2.29
Jacksonville *	1,174	772	528,865	1.45 <sup>15th</sup>	1.007 <sup>15th</sup>	22,975 <sup>8th</sup>	29.76 <sup>14th</sup>	2.22 <sup>9th</sup>
Denver	1,519	1,223	514,678	2.37	12.84	38,945	31.84	2.95
Atlanta	1,465	1,243	496,973	2.50	9.45	33,213	26.72	2.94
Tampa/St. Pete	1,192	905	493,999	1.83	6.46	24,277	26.82	2.41
Cincinnati	1,325	1,087	452,524	2.40	13.9	20,784	19.12	2.92
Nashville *	874	732	448,003	1.63	1.44	17,017	23.24	1.95
Birmingham	702	598	300,910	1.98	7.52	14,178	23.70	2.33
Akron	529	504	275,425	1.83	9.29	11,471	22.75	1.92
Richmond *	633	564	249,621	2.25	9.35	13,508	23.95	2.53
Knoxville	369	299	174,587	1.71	3.88	5,044	16.86	2.11
Average	1110.5	903.3	472,736	1.88	7.22	20,698	24.11	2.36
Jacksonville's Relation to Average	+ 63.5	-131	+ 56,129	-0.43	- 6.213	+ 2,277	+ 5.65	- .14

See Footnotes on following page

1. Taken from the FBI Uniform Crime Reports, 1972.
  2. Population figures are for incorporated metropolitan area only (this is to match the reporting areas in the FBI reports), and the figures were taken from the appropriate SMSA Census Reports for 1970.
  3. As mentioned earlier, the figures given in the table are for the metropolitan areas of the cities named. The 1.59 officers per 1,000 population for Indianapolis is based on the metropolitan police force only. When the ratio between the number of sworn officers in Marion County versus the total population of the county (1598 officers for 792,299 population), is recomputed, the more accurate figure is 2.01 officers per 1,000 population.
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\* These cities are, as Jacksonville, cities in which the incorporated metropolitan area is the same as the county. Of these four cities, New Orleans ranks highest in all areas except sworn officers per square mile. Nashville is the closest to Jacksonville in both geographic size and population density (Nashville has 882 persons per square mile; Jacksonville has 690, the lowest of all the cities). But even Nashville ranks better than Jacksonville in every category except number of personnel per 1,000 population.

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#### Part 5: Conclusions

Jacksonville is a growing community. Estimates of its size in 1980 range from 600,000 to 699,440 (Gladstone Associates study). As the population increases, even if the crime rate stays the same, the absolute number of crimes will still increase. Consequently, additional police officers and more sophisticated police support functions will be needed.

A thorough study needs to be made of future police expenditure needs vis-à-vis the city's ability to pay for those needs. Once this study is completed, future trends can be estimated. Based on estimated trends, a formula for matching police expenditures (expressed as a percentage of anticipated city revenue) with demands for police service can be established.

This study could be conducted either by an independent research firm on a contractual basis or by utilizing in-house capabilities of the Area Planning Board, in conjunction with an expanded Research and Planning Unit in the Sheriff's Office.



**END**