

IOTA DIAGNOSIS

ST. PETERSBURG AND PINELLAS COUNTY, FLORIDA

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Introduction

ACQUISITIONS

One of the main goals of the IOTA team working in Pinellas County was to provide the community with a broad perspective in which to view the "crime situation" and efforts to reduce crime. This perspective holds that while one must consider the criminal justice system (CJS) and its component parts, it is also necessary to consider the response system which works in conjunction with the CJS as well as the financial, political, and socio-demographic make-up of the "community" in order to truly understand the system and to plan effectively to reduce crime.

The Community Profile provides the baseline descriptive data which is the necessary first step in identifying needs. This Diagnosis is based on an assessment of the data collected, as well as the systems which generated the data. This report describes what appear to be the immediately identifiable problems and gaps in the "response system" and to suggest alternatives in these areas.

Additionally while many major systems problems were identified, it is outside the purview of this report to address these problems (except on a minimal basis).

The logical structure underlying this research drew on the strong

points of both deductive and inductive analysis. The deductive form of analysis provided a logical structure, or taxonomy, which made a holistic view of the community and its systems possible. The use of a taxonomy provided the categories into which the data could be organized. The use of the inductive framework assured that all the data observed would be used in the formulation of research concepts and questions. The research was, in this way, very problem or issue oriented. Local people were encouraged to share their impressions with the LEAA team. In many cases the collection and organization of data was strongly influenced by a composite of these impressions. Utilizing this approach the team identified problems in terms of overlaps, gaps, and deficiencies.

As evidenced by the data, it appears that a major portion of the community's problems and needs have resulted from and are directly related to the metropolitanization which has been rapidly developing over the past 20 years throughout the Pinellas/St. Petersburg area, as well as the country as a whole.

From a developmental point of view, the combination of high interdependence among metropolitan communities and a high degree of political independence of individual municipalities has generated conflicts among municipalities. *

* Planning and Politics in the Metropolis, Ronney D., 1969, Charles E. Merrill, publisher.

Not only is there the problem of interaction among municipalities, but overlapping local government jurisdictions (city, county, school districts, voting districts, and service and planning districts) has led to a fragmentation of governing powers. These factors are manifested in varying forms in terms of planning and delivery of all services within a metropolitan area. The situations arising in one municipality (crime) have a direct impact on surrounding municipalities. However, the response to a given situation will vary from one jurisdiction to another based on the economic and political situations existant. While this report will not deal specifically with the overall problem of metropolitanization, it must be emphasized that the problems to be discussed are all inter-related with these factors of overlapping jurisdictions.

Problem: Criminal Justice System planning within the community appears to be lacking in regard to comprehensiveness and effectiveness.

Planning activities within the established criminal justice system appear to lack comprehensiveness and have been mainly directed toward law enforcement with minimal consideration of non-law enforcement aspects of the system. This is evidenced in the following ways.

For consistency in planning among the various planning units, the State Bureau offered a guideline setting forth a framework consisting of 15 functional problem areas which were defined to operationalize the planning process. Although the functional areas were to be used as a "frame of reference" the definitions of these areas resulted in a somewhat rigid categorization; thus, eliminating possible innovativeness on the part of the local planning units or the inclusion of some information which would be useful to the planning process. An example of this is that local transportation systems and their impact on the criminal justice system's clients' ability to reach a specified delivery system or a job opportunity are not addressed. In addition, as indicated by the social service Systems Description, in the 1975 Comprehensive Plan descriptions and impact is often negligible, even though the subject is addressed. This section doesn't provide the data which

reflects impact on the local criminal justice system, nor does it fully describe the existing system.

The Criminal Justice Planning Council was limited to the 15 functional areas when it was considering prioritization of activities for its 1975 Comprehensive Plan. The Council's prioritization of these functional areas would indicate major emphasis in the law enforcement area, rather than system wide considerations. The following is the Council's rank order of the specified functional areas:

1. Criminal Investigation
2. Crime Detection
3. Suspect Apprehension
4. Criminal Prosecution
5. Criminal Defense
6. Adjudication
7. Pre-dispositional Management of Alleged Offenders
8. Sentencing/Disposition
9. Promotion of Occupational Opportunities
10. Resocialization
11. Promotion of Personal Health
12. Citizen and Community Involvement
13. Environmental Design/Impact
14. Occupational Readiness
15. Social Service Delivery

Another indicator of lack of comprehensiveness is the apparent lack of coordination among major criminal justice planning efforts. The City of St. Petersburg's criminal justice planning is done totally by the Police Department, and there seems to be little official interaction or coordination between the Department's planning and the efforts of the Criminal Justice Planning Unit. For example, the Department's criminal justice plan for 1975 has not yet been formed on paper, yet the Fiscal Year 1975 Comprehensive Plan for Pinellas County has been approved and submitted to the Bureau. Further, the entire criminal justice planning staff at the local level, including the staff of the Criminal Justice Planning Unit, have law enforcement backgrounds or work for law enforcement agencies, rather than having representation of the total criminal justice system to include courts, corrections, juvenile justice, and prevention. The impact that this has on local planning can be evidenced when one considers that approximately 66 percent of the projects funded in the last fiscal budget with LEAA funds were law enforcement or related projects.

It appears that the effectiveness of criminal justice planning is also lacking when one considers that during the period 1973-74 the level of index crime in Pinellas County increased 22 percent and that there was a 59 percent increase since

1970. Additionally, while the ratio of police and population diminished between 1971 and 1974, the ratio between the sworn officers and the number of index crimes remained the same. Further, the clearance rate per officer for index crimes decreased, as did the ratio of sworn officers to index offense arrests. This, in conjunction with the fact that a clear definition of the actual crime situation does not exist, results in questionable ability to develop response mechanisms adequate to reduce and prevent crime.

While it is not feasible at this point to provide total alternative solutions, some areas which might be considered are:

1. Diversification of planning staff expertise
2. Establishment of planning components of courts, corrections, juvenile justice at the local level
3. Development/establishment of a coordination function as part of the MPU, or as a separate unit
4. Establishment of a Criminal Justice Coordinating Council (CJCC) which would be responsible for coordination and planning on all issues that impact on CJS
5. Establish one single planning entity for the entire area.

Problem: Law enforcement planning is seriously hampered by inadequacies in the nature, extent, quality, and utilization of criminological data.

Law enforcement planning, which impacts on both crime prevention and crime reduction activities, is currently hindered by a four-leveled problem in the area of information resources, which involves a lack of utilization of existing criminal statistical data; a lack of skills on the part of planners which is necessary for meaningful criminological analysis; disparities in the data existent at local, state, and federal levels; and a lack of comprehensive data on crime, victims, and offenders.

These difficulties merge into three specific identifiable problems.

Problem 1. Existing data on crime is not fully utilized due to the lack of skills in statistical criminological analysis on the part of planners and analysts.

The traditional emphasis of agencies of law enforcement who undertake crime analysis has been the study of the incidence and composition of recorded crime. Such study typically views, within lateral frames of reference, the nature of the criminal offense, the time and place of occurrence, the nature of the loss, the characteristics of

the victim, and the characteristics of the suspected offender. These data are typically collected for all major crimes, but they are seemingly not utilized to their fullest extent.

An analysis of the crime statistics collected and compiled by the various agencies of law enforcement planning in Pinellas County suggests that such data is viewed within limited frames of reference, often times with inappropriate methods. For example, arrest ratio, crime rates, and population changes are not examined on the longitudinal bases which could indicate long term (and forthcoming) trends in the community. Crime trends are not viewed by specific beats and areas as they may interact with such variables as age/sex/race composition, economic factors, population density, and other demographic factors. Statistical prediction methods are not utilized for forecasting future trends. Configural analysis techniques are not employed to determine the configuration of characteristics/variables/events most related to various types and levels of crime phenomena. The complex interaction of offense ratio/levels, arrest figures, and police personnel size are not analyzed for the sake of determining such items as increased risk of victimization and police effectiveness. All of these difficulties impact on the deploy-

ment of personnel, other activities in crime prevention/reduction, and the apprehension of criminals. And this occurs due to a lack of knowledge and training in sophisticated analytical techniques on the part of analysts at all levels of criminal justice planning.

Solution: The community could make better use of its available data by consulting with experts in the areas of criminology and statistics. Such individuals could construct and implement a training program for analysts and planners which would acquaint them with the appropriate techniques and approaches for more comprehensive analysis. Such expertise could also be called in to provide guidance in the undertaking of special projects in the areas of crime research and analysis.

Problem 2: Law enforcement and crime prevention planning may be hampered by data inconsistencies which exist at various levels of the criminal justice system.

It has been observed that crime statistics on offenses in St. Petersburg, which are published by the FBI and the Florida State Department of Law Enforcement, are consistent with one another. These data, in turn, are used at the

federal and state level in planning for local areas. However, these data are inconsistent with local police department figures which are utilized for planning at the community level. As a result, planning needs indicated by local personnel do not correspond with needs perceived by planners at the state and federal levels.

Solution: Local law enforcement agencies could mitigate a comprehensive review of their records to determine how and why these inconsistencies tend to emerge, and take steps to avoid them (either at the local output level or the state/federal input level).

Problem 3: Law enforcement planning in St. Petersburg/Pinellas County suffers from a serious lack of comprehensive data on crime.

Perhaps the greatest difficulty in law enforcement planning is the lack of comprehensive data on crime. More specifically, the reliability of official criminal statistics as measures of the incidence of offense behavior has been well documented. In addition to those crimes that remain hidden, a vast portion of crimes that do become known are not reported to the police, and too, reported crime often does not become recorded crime.

Victim survey research, when undertaken properly, can provide the most accurate measure of crime. Such research can generate:

1. Indicators of the extent of un-reported crime.
2. More detailed information on the circumstances under which the offense occurred.
3. Victim-offender relationships.
4. Characteristics of victims and offenders.

With the use of the appropriate statistical techniques, one can identify the specific populations which have a high risk of victimization for specific types of crimes. These data could be utilized for planning the deployment of police to high risk areas, and more importantly, for generating crime prevention programs tailor made for each specific high risk population.

Victim survey research can also measure such items as citizen perceptions on the fear of crime, police effectiveness, police/community relations, and citizen apathy towards crime, law enforcement, and the criminal justice system. Such data could be utilized for the identification of areas and populations where public relations programs have the greatest need.

Victim survey research has already been undertaken in St. Petersburg. This research has been inappropriate, however,

to meet the needs as indicated above. In the previous surveys, the population was not fully sampled in a manner necessary for projecting the findings to the population as a whole in specific areas, and in terms of various age, sex, race, socioeconomic, and employment status groups and cohorts.

Solutions:

1. During 1973, 1974, victimization surveys were sponsored by various governmental agencies in a manner that generated the data as outlined above. Pinellas County could replicate their study and provide itself with the data base necessary for comprehensive law enforcement and crime prevention planning.
2. Since the St. Petersburg area depends so heavily upon tourism and since a large segment of its population is composed of elderly persons, the appropriate victimization survey could have a special focus on both tourist and aged populations to determine the nature and extent of their victimization, and the extent to which such victimization may be adversely affecting the return of tourist populations.

Problem 4: Presently, other non-crime statistics are not being utilized or integrated with police data.

Socio-demographic characteristics of a community often provide indicators of the nature, causes, and changes in crime. These variables include such things as population density, poverty levels, family size, head of household, education levels, age, race, and sex. The utilization of this information with crime data on a geographic basis allows for clarification of potential target areas and for the planning of appropriate response mechanisms.

Presently plans are being developed for implementing geocoded information within the Region (Pinellas, Pasco, Hillsborough, and Manatee Counties). Also the city is developing a system to geocode information for integration and analysis purposes; further, part of the Pinellas County Five Year Master Plan for Criminal Justice Information deals with a Law Enforcement module which also mandates geo-coding.

While none of these systems are presently operational, implementation of such a system on at least a minimal basis prior to full utilization is possible. This would require:

1. Computation of crime rates by area for all crime and specific crimes on a monthly and annual basis.
2. Formation of a consortia composed of: Tampa Bay Regional Planning, St. Petersburg Crime Analysis Unit, the Sheriff's Department, and the Metropolitan Planning Unit for planning.
3. Development of a compatible data base, and compatible areas for collection and analysis (census tracts, blocks, sectors, etc.)

Problem: There is an increasing number of life-threatening crimes due to the use of firearms.

During 1973, there were a total of 573 assaults and robberies in St. Petersburg which involved the use of a firearm; during 1974, the use of a firearm in the commission of these crimes expanded to 761, representing a 33 percent increase. In addition, there were a total of 175 arrests for weapons violations during 1974 in St. Petersburg, representing a 22 percent increase over the previous year.

While it would be difficult to initiate gun control mechanisms at a level which would reduce the availability of firearms through legal channels, some efforts might be made in terms of reducing the opportunities for acquiring firearms through illegal channels.

Statistical data on crime suggest that a significant number of firearms are finding their way into the hands of offenders by means of theft. During 1973, for example, a total of \$85,216 worth of firearms were reported as stolen in Pinellas County, and only a small portion of these (10 percent) were recovered. In the state as a whole, more than \$1.7 million worth of firearms were stolen, and only 11½ percent of these were recovered. Furthermore, the loss of firearms through theft at both the state and local levels have undergone significant increases on a year-to-

year basis.

The availability of firearms could be reduced through the initiation of several concurrently interacting mechanisms:

1. The citizens of St. Petersburg/Pinellas who have not demonstrated need for the ownership of a firearm could be urged to turn them in to the police department.
2. Those citizens who have demonstrated need for firearms could be educated on how to more appropriately store them in secure locations.
3. A time period could be stipulated during which illegally owned firearms could be turned in on a "no questions asked" basis.

Problem: There is an apparent reduction in police effectiveness in terms of the level of arrest activity for index crimes.

The interpretation of arrest data indicated in the community profile suggests that in terms of arrests for index crimes, there has been, in St. Petersburg, a 17 percent decrease in the rate of arrests since 1971. There are many alternative reasons which could be utilized to explain this decrease. For example, it has been suggested by various officials and community members that this reduction is the result of changes in leadership in the police department, low morale among officers, manpower and equipment needs, as well as disjointed criminal justice planning. While no definitive conclusions can be offered as to the actual reasons why this apparent reduction in effectiveness has emerged, its immediate attention is warranted. Some degree of insight into this problem could be obtained by a thorough analysis from both the macro and micro levels.

1. A comparative analysis of arrest trends in all police departments in Pinellas County could offer indicators as to whether the reduced effectiveness is a localized phenomenon or whether it is a function of social and bureaucratic changes within the county as a whole.
2. Continuing studies of the perceptions, needs, goals, and orientations of a sample of police officers in various departments could generate data descriptive of dissatisfactions among police personnel.

Problem: The concept of consolidation among police departments vs. the continuance of a decentralized structure is one that circumscribes the question of increased or reduced effectiveness.

A variety of studies have demonstrated that the consolidation of small police departments into a centralized body has increased effectiveness in terms of police deployment, utilization of equipment, better mechanisms of training, upgraded levels of communication, combined with higher police morale -- the complex interaction of which have often resulted in greater advances in the reduction/prevention of crime and the apprehension of criminals. Yet at the same time, studies have also demonstrated that consolidation has depersonalized the role of the police officer, reduced police/community relations, and hence, served to reduce police effectiveness. Some alternatives for the study of this issue are available, which could be approached prior to a formal consideration of consolidation.

1. A survey of the existing literature on police consolidation vs. continued decentralization could highlight the experiences of others and generate the negative and positive aspects of both positions.
2. Consultation with representatives of police administrators which have gone through the consolidation process could provide further information which could be translated to the police/community structure as it exists in Pinellas County.

3. The victimization survey, which has been described earlier, could be structured to measure police/community relations, police/community satisfaction, police effectiveness, on a comparative basis by focusing on both the large and small departments in the county.

Problem: A disproportionate amount of police time is spent on handling cases of drunkenness.

During 1974 a total of 6,386 arrests were made by the St. Petersburg police for drunkenness; this figure accounted for 40 percent of all arrests made. With the implementation of Chapter 396 of the Florida Statutes: "Control of Alcoholism" (also known as the "Meyers Act"), January 1, 1975, alcoholism /drunkenness in itself is no longer considered an offense, and the person may not be arrested. However, as presently operating in St. Petersburg, the police are still responsible for picking up those persons publically intoxicated and transporting them to the Primary Care Unit (PCU), to the jail for detention (when no slots are open in PCU), or to their homes. Because of this situation the police are still actively involved in handling alcoholics, and it will continue to take up a large amount of their time. With the critical shortage of personnel in all areas of law enforcement activity, it would appear that other options should be considered for handling simple drunkenness cases. It is essential to perform a feasibility study in order to develop a mechanism to relieve the police of this function. This could include:

- Development of a unit within an existing alcohol program to perform the functions where there is no offense involved.

- Development of a para-medical unit as part of the Emergency Medical Services program to perform the functions.
- Development of a unit or program as part of the St. Petersburg Association to Reduce Crime (SPARC) effort to perform the functions.

Problem: Deficiencies exist within the probation system with regard to the training of officers, the allocation of workloads, and the supervision of offenders.

Currently, there are a number of problems within the probation system which tend to hinder the effectiveness of officers in performing their duties, and hence, reducing the potential for recidivism.

Initially, training programs consist of little more than two weeks of intensive training in the preparation of presentence investigation reports. Since pre-sentence investigations usually take four to six weeks to accomplish, the trainee has very limited experience in going through the actual PSI's from start to finish.

Secondly, with recent mandates to complete pre-sentence reports more rapidly, the more appropriate amount of time for the supervision of probationers has been necessarily reduced.

Thirdly, in spite of the numbers of probation cases that involve offenders with histories of drug use and problem alcohol use, no specialized training in the rehabilitation of such offenders is available

Finally, the current work loads for officers are out of proportion, and the impact of the pre-sentence investigation has not been effectively measured. There are several measures which could contribute to the alleviation of some of these problems,

1. Conduct a study of the utilization and effectiveness of pre-sentence investigation and their impact on sentencing, as is being undertaken in Dade County. Such a study could establish the need for either the expansion or reduction of such services, or the establishment of a new agency for such investigations while reducing the probation officers' work to only supervision.
2. Establish a six month on-the-job training program for all new officers prior to their being given a caseload.
3. Establish specialized units for the treatment of drug offenders, alcohol offenders, retarded offenders, and mentally gifted offenders.
4. Expand the number of officers so as to reduce caseloads to a level of 35 to one.

Problem: There appears to be duplication of effort in information gathering as it relates to criminal investigations.

Several components of the local criminal justice system have units which conduct investigations of offenders. These include: the police department; State Attorney's Office' Public Defender's Office; Parole and Probation; and Division of Youth Services. The police and State Attorney's Office do not coordinate or share investigative reports, and the Public Defender's Office has been refused permission to use police files. Only minimal sharing of information exists between Parole and Probation, and DYS with any of the other components. This non-cooperation and coordination leads to duplication particularly in background and intake information, resulting in loss of time, poor staff utilization, and inconvenience for clients and information providers.

Several options are available for reducing this problem:

1. Develop compatible data requirements for all components as they relate to intake and background information.
2. Make non-confidential or system information available to all components through either an investigative liaison or a team of investigators from all components.

In the Human Service System, it is noted that a major organizational analysis is appropriate within the state agency, DHRS, resulting in a comprehensive management and service delivery reorganization. This issue, however, is presently being addressed in the state legislature and will result in the noted necessary changes.

Observed Problem Areas

- A significant overlap of and duplication of services.
- Inefficient, unwise utilization of staff and resources.
- Minimal inter-division communications network.

In formulating the re-organization of the Department of Health and Rehabilitative Services, the mandated legislative planning committee might address the following areas:

- Are there uniform intake procedures utilized at a Central Intake Unit for referring patients/clients to the proper division for care?
- Is there a well-defined procedure for referring clients to the appropriate treatment agency?
- Are there clearly defined, internally, consistent Department and division goals?
- Is there a departmental administrative monitoring function for ongoing
 - Staff performance evaluation.
 - Client data collection.
 - Resource evaluation.
 - Community impact of programs.

- Are there adequate communications networks within the Department?
- What are the substantive issues inherent in the communications problem existent between agencies?
- Is there a clear process of self evaluation in forecasting and planning for future needs.

Problem: The vastly differing population compositions within state agency regional offices makes coordination of planning activities for service delivery difficult.

As mentioned previously, DHRS has divided the state of Florida into 11 planning and service regions. Additionally DHRS has divided the agency into 11 divisions, each of which have further divided the state into regions within its own division. This means that while Division of Vocational Rehabilitation (DVR) has 16 regions, the Division of Mental Health has four. Under the Division of Mental Health are 23 Mental Health Boards, also the Bureau of Drug Abuse prevention which has 11 regions, and the Bureau of Alcoholic Rehabilitation with 11 regions. While Pinellas County is served by all of these divisions, in the case of DVR, planning is being considered for an area with a population of 522,320, and the Bureau of Drug Abuse Prevention is covering an area with 1,185,664 persons. The following chart provides an indication of this disparity between divisions by showing several divisions and the counties they serve within DHRS Region VI.

DHRS PROGRAMS	COUNTIES WITHIN EACH REGIONAL OFFICE									
DYS DETENTION	Pinellas	Pasco	-----	-----	-----	-----	-----	Polk	Hillsborough	-----
DYS FIELD SERVICES	Pinellas	Pasco	Sarasota	Sumter	Citrus	Hernando	-----	-----	-----	-----
CORRECTIONS	Pinellas	Pasco	-----	Sumter	Citrus	Hernando	Polk	Hillsborough	-----	-----
DVR	Pinellas	-----	-----	-----	-----	-----	-----	-----	-----	-----
BUREAU DAP	Pinellas	Pasco	-----	-----	-----	-----	-----	-----	Hillsborough	Manatee
DFS	Pinellas	Pasco	-----	Sumter	Citrus	Hernando	-----	-----	-----	-----
DISTRICT MENTAL HEALTH BOARD	Pinellas	-----	-----	-----	-----	-----	-----	-----	-----	-----

Presently there is a move within the State Legislature to reorganize the Department of Health and Rehabilitation. One proposal is to reorganize along regional lines, having one regional administrator. While the present proposals are still in the formative stage, it is indicated that some reorganization is necessary.

While services areas and districts may vary, it is essentially for planning purposes that areas be uniform

1. Conduct a feasibility study to define the best method for regional planning of human services.
2. Establish planning regions which will coincide either at the state level (legislative) or local level (through informal arrangements).
3. Establish a planning scheme which would develop plans along comparable lines (i.e. counties, districts).
4. Establish a planning scheme based on a population base.

Problem: Inter-agency competition for funding impedes a coordinated effort of addressing the community's problems and in providing the highest quality of client care.

Within Pinellas County there are over 200 agencies providing social services of one nature or another to county residents. While each agency serves varying numbers and types of populations, all are involved in providing services within eight categories:

- Financial assistance.
- Substance abuse.
- Education.
- Rehabilitation.
- Physical health.
- Mental health.
- Employment.
- Transportation.

While it is obvious that all programs offer somewhat different services, it is also obvious that many are providing the same services. An example is Transportation of the Elderly --- there are a multiplicity of programs offering transportation services (including TOTE, Neighborly Center, Community Service Center, etc.). While the TOTE program is being revised due to under-utilization of vehicles, other programs are requesting funds to provide vehicles

for transportation purposes. Residential facilities for juveniles, vocational and educational programs, and substance abuse programs all overlap in services, yet they do not coordinate on a funding basis.

Main funding sources for services agencies are:

- Federal.
 - Department of Labor.
 - Department of Housing and Urban Development.
 - Department of Transportation.
 - Department of Justice (LEAA).
 - Office of Education.
 - General Revenue Sharing.
- Non-Federal.
 - State Revenue.
 - County Revenue.
 - City Revenue.
 - United Way.
 - Private.

Due to the problems of federal/state and local cut-backs in funding, the problem of competition for money is becoming even greater. Several possible solutions are:

1. Agencies providing overlapping services or complementary services could develop a mechanism for coordinating services.
2. Tampa Bay Regional Planning Council could provide a grants coordinator for all services in order to act as a liaison with agencies for funding coordination.

Problem: The nature, scope, and extent of substance abuse in the community and, specifically within the criminal justice system, are not known, making development of response mechanisms impossible.

Very limited data (outside arrest) exists which describes the substance abuse problems within St. Petersburg. The data on arrests simply categorizes by classification of arrest and provides little indication of the nature of abuse. While some substance programs have attempted estimations, no reliable data exists at present. An indication of this problem is evidenced by the fact that in early 1974, an out-patient alternative therapy program for adolescent and youthful poly-drug users was established, and as the year progressed it became evident that the projected client population was not as large as was anticipated. Therefore the program, site, and population were changed in late 1974.

In order for substance programs to effectively plan:

1. A survey of all agencies dealing with substance abuses should be developed and conducted in order to document and define the nature and extent of substance abuse among known abusers. The survey should include:
 - Demographic Characteristics.
 - Types of Substance Used (Drug Types, Combinations, etc.).
 - Duration of Use.
 - Socio-economic Characteristics.These data would allow for program development to be based on actual client characteristics.

As part of this survey, a special sub-survey is suggested within the jail population in order to identify the level of drug use by those arrested and specific needs for this group. This should include a 100 percent sampling of those arrested for drug violations, with a ten to 20 percent sample of persons whose arrest involved alcohol, and a ten to 20 percent sample of "all others" arrested.

2. In order to identify special needs for programs, a survey of Hidden Abuses should be conducted with those persons who have not been identified in a program. This would require interviews with the "subcultural drug users" with the intent of collecting similar data as described in Item 1.
3. A comprehensive assessment of substance abuse among the public school population (sixth to twelfth) should be conducted to provide similar "needs" statements relative to this population.

Problem: There is no mechanism presently available to follow up school truants or drop-outs as to their impact on crime or their needs as a group.

While the interrelationships between education, poverty, and crime are not fully understood, an apparent relationship does exist. While a detailed analysis of these variables in St. Petersburg was not possible due to inconsistencies in the data base, the overall indication is that those areas of the city with the highest crime rate are also those with: the lowest income and educational level, the highest density, the greatest amount of public assistance, highest unemployment, and the largest population of youth.

At the same time, data indicate a relationship between juvenile problems, drop-outs and truancy. Juvenile arrests for St. Petersburg during 1974 (4,761) increased by 39 percent over 1972. Similarly, the number of juvenile problems handled by DYS (8,096; January-November 1974) shows an increase, as does the number of school drop-outs (3,410; 1973-74) and confirmed truants (2,034; 1973-74). Additionally, it has been indicated that approximately 80 percent of the juvenile problems handled in October, 1974, were "confirmed" truants.*

If crime is to be reduced, it is essential that a system be developed to begin tracking truants and drop-outs

*Source: Evening Independent, November 26, 1974.

in order to describe not only their impact on crime, but on the human service system. To effectively plan responses to the needs of this group, it is essential that the underlying issues be clarified.

It is suggested that a Central Administrative Monitoring Unit be established. This unit would follow (chronologically) youths from the time they become confirmed truants, in order to develop profiles to be utilized in planning responses to their needs or problems. This unit would necessarily be responsible for collecting data from all human service agencies to see if and when youths enter the system, where they progress, and what happens to them. This concept would readily fit within the purview of the "Youth Services System" as proposed by the State Bureau of Criminal Justice Planning and Assistance, and is presently being considered for implementation within Pinellas County.

However, the unit could become operational presently within one of the existing systems such as education, Juvenile Welfare Board, Division of Youth Services, or Pinellas Youth Systems, Inc.

ADDENDUM

This report, to include both the Community Profile and the Diagnosis, is the result of data received through interviews with community officials, printed reports, and statistics; and through an analysis of such data, problem areas were determined. The report is not necessarily the result envisioned at the project's inception. There were some areas not covered due to the fact that work was currently in progress in those areas and the IOTA team did not want to impede or duplicate those efforts. An example of this would be the design and development of the Judicial Module of the Criminal Justice Information System Five Year Master Plan. Since the contractors designing the Judicial Module were in the process of performing a **flow** through the system, the IOTA team, after discussion with the contractors, believed it best to utilize data already available, rather than requesting new data. Further, the combination of a late start, staff problems and changes, and community political problems resulted in the development of only partial documents. Because of the team's commitment to the effort and to the community, it is believed that a concerted effort should be made to provide a complete transition to include not only a formal report, but development of working sessions. This would provide the community with maximum benefit of the work accomplished.

It is also believed that, with data currently being compiled through efforts at the local level, a firm data base will be established. Many problems have already been identified and substantiated. However, due to time limitations, many areas were not fully addressed and should be to achieve the benefit of a total picture. Some of these areas are:

- Characteristics of clients through both the criminal justice system and the human service system.
- Informal operations of units/agencies and institutions.
- Complete financial data to include monies and budgets for all human service agencies.
- The inter-relationships of governmental planning, functions, and coordination.
- An analysis of the effectiveness of the transportation system when considering the total "metropolitan" aspects of the community.
- A complete description of the juvenile justice system.
- A total analysis of the Report on the Criminal Justice Workshop to integrate the problem areas defined by the community into planning considerations.

One of the main limitations of the project was in not only providing two reports (to include data collection, organization, analysis, and writing) but to do this and attempt to act as catalysts within the community. While significant progress was made, particularly in the last two months, through the working relations of the management team, it is the belief that the transition period would

greatly affect this particular effort. It is also the desire of the team to at least be able to provide some clear definitions as to which implementing steps were envisioned when explaining the alternatives suggested for each problem area. As part of the transition, all data collected has been organized and given to Frank Griffin, as a representative of the management team, for further utilization by the community.

END

7 10/10/11