

DSP-BCJ-11-78

VOLUME I

THE 1978 PLAN TO REDUCE
CRIMES AGAINST FLORIDA'S ELDERLY, 1978

PREPARED BY:

DEPARTMENT OF ADMINISTRATION
DIVISION OF STATE PLANNING
BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE
MARCH 1, 1978

The development of this plan was supported by grants awarded to the Bureau of Criminal Justice Planning and Assistance under the Omnibus Crime Control and Safe Streets Act of 1968 (as amended) by the Law Enforcement Assistance Administration, U. S. Department of Justice

Grant number 75-AS-50-0004
Grant number 78-PFAX-0012

50589



STATE OF FLORIDA

Office of the Governor

THE CAPITOL

TALLAHASSEE 32304

REUBIN O'D. ASKEW
GOVERNOR

March 6, 1978

Honorable President and
Members of the Senate

Honorable Speaker and
Members of the House
of Representatives

Honored Members:

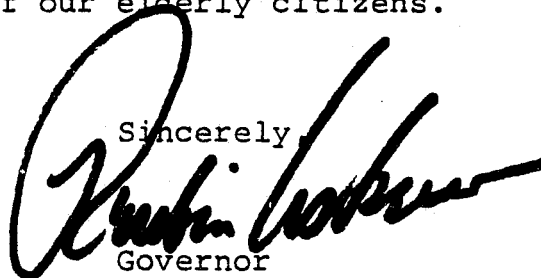
In my criminal justice message to the 1977 Legislature I emphasized the need for efforts to reduce and prevent crimes against older persons in Florida. Last April Lieutenant Governor Jim Williams, Chairman of the Governor's Commission on Criminal Justice Standards and Goals, also created a citizens advisory task force and began an initial assessment of elderly victimization. Consistent with those actions the Legislature approved Chapter 77-315, which directed the annual preparation of a comprehensive plan on crime and the elderly by the Bureau of Criminal Justice Planning and Assistance.

The attached report was accomplished jointly by the task force and the Bureau and is provided to the Legislature as the first "State Plan to Reduce Crimes Against Florida's Elderly."

Although this Plan is comprehensive in scope and discusses some eighty suggestions made by the task force, attention should be directed to the 1978 plan objectives which I believe are obtainable in the months ahead. The success of implementing these recommendations will depend upon the cooperation and commitment received from all levels and agencies of government. In this regard, we stand ready to provide our full support to actions that will help insure the safety and security of our elderly citizens.

With kind regards,

Sincerely,



Governor

ROA/jkh

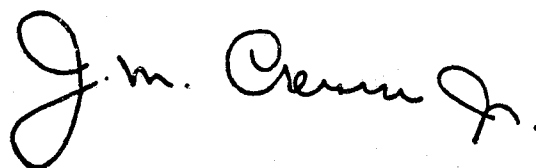
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FOREWORD

Government's first responsibility is to maintain Law and Order, and to assure its citizens of safety in the streets and security in their homes. When nearly one-half of our largest and fastest growing population group are so fearful of crime, whether real or not, that they are afraid to leave their homes and their way of life suffers, then we as government leaders should be very concerned.

On behalf of the task force on Crime and the Elderly, the text contained in this initial study of Florida's Crime and Elderly problem, represents an attempt to begin a rational approach to resolving elderly victimization in our state. It is hoped that all citizens of this state can become informed of our progress in this regard, and that their confidence in our justice system can be reinforced. The future of our quality of life is before us; and working together, the citizen and his government can bring the crime problem under control.

In completing this initial assessment, the task force sincerely acknowledges the excellent administrative support and staff assistance received from the State Department of Administration, and the invaluable guidance initiated by Mr. George Sunderland of the Crime Prevention Office, American Association of Retired Persons/National Retired Teachers Association (AARP/NRTA), in Washington, D. C. In addition, this report would not have been possible without the cooperation and support received throughout the State from numerous local law enforcement agencies and community service organizations.



J. M. Crevasse, Jr.
Chairman, Crime and Elderly
Task Force

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REPORT OF THE
COMMISSIONER OF THE
BUREAU OF REVENUE

FOR THE YEAR
1900

PRESENTED TO THE
HOUSE OF REPRESENTATIVES
IN SENATE AND HOUSE
COMMITTEES

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POLICY STATEMENT

The recommendations herein by the Crime and Elderly Task Force represent months of deliberations concerning Florida's problem of crimes against senior citizens.

Public hearings were held in 6 locations in Florida, and testimony from experts in the criminal justice field was considered in developing this report. In addition, a number of recommendations were included from Florida's 1978 Comprehensive Plan for Criminal Justice Improvement.

Some of the recommendations call for legislative action while others call for agency and individual initiatives to implement programs to reduce or prevent crimes against the elderly.

This task force has established 20 top priority recommendations which should receive emphasis for implementation in FY 1978-79. A number of other objectives are also included which we believe should be considered in FY 1978-79, if time and resources exist.

Because of the limited time period in developing this plan, cost estimates have not yet been prepared for each of the recommendations. However, for the top 20 recommendations, cost data will be prepared in pursuing the implementation of said recommendations.

This task force suggests that the Governor consider recommending a permanent advisory group or commission be established by the Legislature. to advise the Governor on the development and implementation of this and future plans to reduce or prevent crimes against Florida's elderly. This group should be utilized to assist the Bureau of Criminal Justice Planning and Assistance (BCJPA) of the Department of Administration, and other related agencies at the State and local levels in following through with the implementation of the plan's recommendations.

It is the recommendation of this task force and consistent with Laws of Fla., 77-315, that this plan be updated and modified annually. In addition, further analysis concerning the feasibility of each recommendation should be developed and included in the BCJPA's implementation plans. The task force recommends that the BCJPA continue to provide staff coordination for plan development and implementation in the future.

The task force stands ready to continue assisting in the proper planning, development and implementation of efforts toward reducing or preventing crimes against the elderly.

Date Adopted: December 20, 1977

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Miami, Florida

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Fort Myers, Florida

*Mr. Callahan and Mr. Hardwick attended only one meeting of the Task Force.

**Ms. Torano resigned after two meetings due to change of residence outside Florida.

BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE

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GOAL STATEMENT
AND
INTRODUCTION

THE 1978 PLAN TO REDUCE CRIME AGAINST FLORIDA'S ELDERLY

GOAL STATEMENT:

TO PREVENT CRIMES AGAINST THE ELDERLY AND REDUCE THE FEAR OF CRIME AMONG THE ELDERLY.

INTRODUCTION

Contrary to other studies and the popular media and public opinions that persist about crimes against older persons, the elderly in Florida are not overall the most criminally-victimized segment of our population; however, this initial assessment of crimes against the elderly does reveal that certain groups of older persons, under certain circumstances, are generally more susceptible and vulnerable to some types of crimes by different types of offenders. In addition, it is apparent that fear and the perceptions of being criminally victimized are overriding and often inhibit their daily and routine activities.

In short, based on the deliberations and study contained in this initial assessment, it would appear that overall, older persons are relatively secure and safe from crime in Florida, even though nearly one million of our senior citizens live in fear of victimization. In many instances, however, that fear is a fact of life and crime is a daily threat to the elderly. It is the intent of this report to begin to examine in a rational way, the facts needed to continue developing our state's capabilities to insure the quality of life due our senior citizens.

Florida, as a growth state with proportionately an increasing older population, can expect the problems of crime and the elderly as an issue to be dealt with for some time to come. If a response to the continued security and safety of older persons is needed, then the problems addressed and the recommendations contained in this report should be considered in acting upon a long-term strategy to prevent and control elderly victimization.

COMPREHENSIVE PLAN APPROACH

The intent of Florida Law 77-315, which specified comprehensive plan development, was interpreted as a mandate of the legislature to examine problems and solutions which are obviously targeted at the elderly and others targeted at system changes that affect the population as a whole, and thus, indirectly the elderly. Therefore, the following plan relates problems and solutions for the elderly as part of an overall crime problem. In short, to solve the problems related to crime and the elderly, corresponding action is recommended to be directed at the entire criminal justice system's response to crime.

PLAN ORGANIZATION

The 1978 Plan to Reduce Crime Against Florida's Elderly is organizationally presented in two volumes. This volume, the plan, is supplemented by a volume containing appendices of supporting data and information.

This volume consists of four sections:

- Summary of Data Analysis
- 1978 Plan Priority Recommendations
- Multi-Year Plan
- Inventory of Agency Resources and Services

These sections present the findings and results of a logical planning and decision-making process by the BCJPA, Department of Administration (DOA), and the Task Force on Crime and the Elderly appointed by Florida's Lieutenant Governor.

The section summarizing the analysis of data is a profile of the plan's target population. The section includes:

- a profile of Florida's elderly from available data
- an analysis of available crime data related to the elderly
- an analysis of a victimization survey conducted by the BCJPA and the American Association of Retired Persons/ National Retired Teachers Association in November, 1977

The 1978 Plan recommendations section includes the top 20 priority recommendations for implementation in fiscal year 1978-79. Each recommendation is preceded by a short problem statement at which the recommendation is targeted. The recommendation is followed by the Department's recommended approach for implementation.

The Multi-Year Plan section consists of an analysis of data and information on seven major issues/problems selected for this study:

- service delivery coordination
- public information and data development/dissemination
- crime prevention
- juvenile justice and delinquency prevention
- law enforcement
- courts
- corrections

The issue analysis includes the identification of needs and objectives. Although the enacting legislation requiring the development of this plan calls for a five-year plan in 1982, the 1978 plan provides the basis for a multi-year projection of needs and objectives to prevent crime against the elderly. This first annual plan lists yearly objectives through 1982.

The fourth section of the plan contains an inventory of agency resources and services to benefit the elderly.

The appendices of supporting data and information consist of additional material supporting portions of the plan. Included are task force meeting summaries and highlights of presentations given by dozens of speakers at meetings held through the state.

METHODOLOGY OF STUDY

The fundamental requirement of the Plan is the development of an annual plan to effectively prevent crime and reduce the fear of crime among the elderly (legislatively established in Florida Law 77-315). In fulfilling this objective, the following methodology was employed during the Plan's development:

1. Acquired information and advice regarding crime and the elderly.
 - appointed task force members
 - identified resource persons and agencies in-state/out-of-state
 - identified other resources of information including articles, books, speeches, news clippings, etc.
 - conducted public hearings statewide
 - conducted public surveys
2. Collected and presented data and information on crime and the elderly.
 - identified data/information needed/desired
 - identified reported vs. unreported crimes including victimization studies, etc.
 - identified characteristics of offenses (including Part I and Part II), offenders, and victims

- identified elderly population trends and patterns including socio-economic data, etc.
 - identified other factors affecting elderly
3. Analyzed elderly's vulnerability and victimization by:
- defining terms; and
 - analyzing information/data collected
4. Analyzed existing criminal justice system and community resources in dealing with problems of crime and the elderly by:
- identifying and selecting major issues to be addressed to include current standards, if any
 - including planning/action needs/objectives/implementation strategy
5. Surveyed and inventoried elderly crime prevention and service programs/projects:
- in-state and out-of-state
 - cross-referenced with major projects to issues
6. Selected priorities:
- DOA strategy developed for priority implementation
7. Recommended to Governor:
- methods to reduce victimization and vulnerability in crime and the elderly
 - legislative and administrative alternatives/action, etc.
 - minimum standards
 - programs to prevent and reduce crimes against the elderly
 - continued or additional planning and assessment necessary, including UCR and data development, crime causation analysis, etc.

8. Prepared, published, and disseminated results of preliminary assessment with summary of findings and initial recommendations.

- Considered programs in the areas of:

- (a) public education and awareness
- (b) community coordination
- (c) use of the elderly as a resource in the community and the criminal justice system
- (d) victim/witness assistance
- (e) reduction of the economic and physical consequences of crime against the elderly
- (f) reduction of isolation of the elderly in the community.

9. Assisted Governor and Department of Administration in follow-up and communication of initial report. Overall implementation strategy is included in "Implementation Policy Statement".

LIMITATIONS

The 1977 Legislature of Florida prescribed the intent and scope of an annual Crime and Elderly Plan. Much of the legislature's meaning of scope is embodied in the use of "Comprehensiveness" in the legislative language. However, the Task Force and the Bureau of Criminal Justice Planning and Assistance met significant obstacles in the development of this first Crime and Elderly Plan. This was particularly true when attempting to develop the first "Comprehensive" Plan.

The following limitations are presented and discussed for a better understanding of the Plan's methodology and content.

- Limitations of Data
- Constraints

Limitations of Data

Following the initiation of the study, the search for empirical data on crime and the elderly determined that a tremendous void existed. Suspect/victim data are not collected in Florida. Many crimes which the task force heard were plaguing the elderly could not be verified or disputed since offense data collection is not required. Since victimization survey data were not being collected, the extent of criminal victimization or the actual extent of criminal activity against the elderly is not known. Aside from the victimization survey completed by the Bureau, detailed and pertinent data on the prevalence of crime in the elderly community do not exist. Limitations of data are directly related to the scope and comprehensiveness of the Plan.

A direct result of the lack of pertinent data which limited the Plan's comprehensiveness is the reduced projection of multi-year objectives. By definition, to comprehensively plan, detailed data/information must be collected and objectively analyzed through a variety of methods. Only then can multi-year needs and objectives be determined and assured as accurate and reliable. As previously stated, data were not available and, therefore, reliable objectives beyond 1978 were not completely developed.

The enacting legislation requiring the development of yearly plans to prevent crime against the elderly and reduce the fear of crime in the elderly stated that:

"...the Legislature recognizes that there is no information currently maintained in Florida on elderly victims...."

Other than the limited studies discussed in this plan, this lack of information was found to be an accurate assessment of the Florida situation. The Plan recommends remedies to assure that accurate and comprehensive data are available in the future.

Constraints

The Plan was developed in about six months time. With the additional routine Federal planning responsibilities placed on staff, this limited the amount of staff time which could be devoted to improving the overall quality of the effort.

Prior to the completion of the Plan, several agencies' cooperation was required for such activities as data collection, concept and service delivery designs. Although cooperative when information or assistance was requested, a general lack of recognition of the severity or extent of problems associated with crime and the elderly was apparent and emphasized by all agencies.

The passage of Florida Law 77-315 and the appointment of the Crime and Elderly Task Force immediately required fiscal support for plan development and task force meetings (i.e., data collection expenses, staffing, task force member travel expenses). Such expenses have been supported with federal criminal justice funds (LEAA). Since federal funding makes up only approximately three percent (3%) of the total criminal justice expenditures for the state, and since the "Crime and Elderly" study has identified problems and solutions in Florida's social service delivery systems outside criminal justice, the limitation of the use of LEAA appropriations has and can continue to hinder the planning process and recommendation implementation.

Time constraints in development of the first annual plan prevented much of the evaluation and analysis requirements of the enacting legislation from being accomplished this year. Sophisticated evaluation efforts cannot, of course, be designed and completed in a six-month period. Subsequent plans will contain enhanced evaluation and analysis information, and more detailed cost and benefit projections.

Detailed program and project cost data is not presented in the 1978 plan, but will be gathered by project type for appropriate state and federal programs in the 1979 plan. Limitations of time and available program cost information prevented inclusion as required.

SECTION I
SUMMARY OF DATA ANALYSIS

I. SUMMARY OF DATA ANALYSIS

Specific information on crime and the elderly within the state of Florida is, at best, scarce, if existent at all. Nationally, some information is available, but it is also not very extensive in scope. This section will summarize the existing Florida information concerning the profile of Florida's elderly, as well as, the Florida and National Elderly Crime and Systems data.

In addition, Florida undertook a victimization survey of the elderly in order to expand the amount of information available, specifically to Florida, on the problem of elderly victimization and the fear of crime. A brief overview of this victimization survey will also be presented.

The full analysis of each of these data summaries is presented in the Appendices, Volume 2 of the Crime and Elderly Plan.

A. Elderly Profile

This profile section gives a general description of the elderly population in Florida. Elderly is defined as anyone 60 years of age or older. The profile examines population patterns, where the elderly live, education, employment and income.

When data collection work began for the elderly profile, the first finding was the lack of current state and county information. Most of the figures used in this report are from the 1970 Census. There is a real need for current housing, income and employment data on a statewide basis. Accurate information obtained between census years was available only when special surveys were conducted.

The elderly population in Florida is concentrated in twelve counties with more than 50,000 persons over 60. (See left side of Table 1). These form five general areas: Coastal counties 1) Dade, Broward and Palm Beach; 2) Pasco, Pinellas, Hillsborough, Manatee and Sarasota; 3) Duval; 4) Volusia; and central counties 5) Polk and Orange. Table 1 presents the percent of the total state population 60 and over and the actual population for each of these counties. Approximately 75% of the 1976 estimated elderly population was living in these areas. Dade has the greatest actual concentration with 297,603 elderly or 15.6% of the total elderly population in the state.

Another way of looking at just the population figure is by reviewing the percent of elderly of each county's total population. The right side of Table 1 gives these figures. Charlotte county leads these percentages with over 50%. There are 12 counties with over 30% of their population in the elderly age category. These

are Charlotte, Sarasota, Manatee, Pasco, Citrus, Pinellas, Martin, Lake, Highlands, Hernando, Volusia and Lee. Five counties (Sarasota, Manatee, Pasco, Pinellas, and Volusia) are common to the two sets (in these 5 counties there are more than 50,000 elderly and they represent more than 30% of the county's population).

TABLE 1
POPULATION DISTRIBUTIONS OF
PERSONS 60 AND OVER IN FLORIDA COUNTIES*

OF TOTAL STATE		POPULATION 60 & OVER		% OF COUNTY POPULATION	
County	Population	Percentage	County	Percentage	
Dade	297,603	15.6%	Charlotte	50.0%	
Pinellas	256,858	13.4%	Sarasota	41.8%	
Broward	238,910	12.5%	Manatee	41.0%	
Palm Beach	130,453	6.8%	Pasco	40.0%	
Hillsborough	90,450	4.7%	Citrus	39.6%	
Duval	71,766	3.8%	Pinellas	38.1%	
Sarasota	69,045	3.6%	Martin	34.9%	
Volusia	65,367	3.4%	Lake	33.9%	
Orange	60,226	3.2%	Highlands	33.5%	
Polk	55,177	2.9%	Hernando	31.4%	
Pasco	54,113	2.8%	Volusia	30.7%	
Manatee	51,727	2.7%	Lee	30.3%	
TOTAL	1,441,695	75.4%			

*Source: University of Florida, Older People in Florida: A Statistical Abstract, 1977.

The current elderly population level in the state is mainly the result of a phenomenal growth during the last 25 years. The number of persons 60 and over has increased by 452% since 1950. The total population has increased by 208.6% during this same period, thus the percentage increase for the elderly has been over twice as much as the population in general. Naturally not all age categories within the larger elderly group have been increasing at the same pace. According to the 1976 estimates, the 65-69 age group is now the most populous.

A composite description of Florida's elderly shows that the average elderly person in Florida is:

Age	65-69
Race	White
Sex	Female
Income	\$5,000 - \$6,999 (1974) draws Social Security
Employment	Not in labor force
Housing	Owner occupied, 1-10 year old single unit dwelling
Marital Status	Married with Spouse present
Residence	Dade county
Education	Four Years of High School

Sources for Data Analysis

University of Florida, Older People in Florida: A Statistical Abstract, 1976.

U. S. Department of Commerce, Statistical Abstract of the United States, 1976.

Florida Department of Commerce, Division of Employment Security, Annual Planning Report FY '77.

Florida Department of Commerce, Division of Tourism, "An Executive Summary of the 1975 Tourist Study".

University of Florida, unpublished computer run of population estimates.

Florida Department of Health and Rehabilitative Services, Florida Vital Statistics 1975.

U. S. Department of Health, Education and Welfare, Social Security Administration, (Tallahassee, Fla. office), Xerox copies of tables indicating number of persons receiving social security benefits and amounts for December, 1975.

State of Florida, 1976 Economic Report of the Governor Summary.

B. Crime and Systems Data

This segment focuses on the crime and the elderly's situation itself, yielding a sort of crime profile, examining type of crime and location, victimization rates, the consequences of crime, and to some extent, the offenders. The data contained in this segment is based on National surveys or reports and two Florida reports: Senior Citizen Crime Prevention Survey (Jacksonville) and Crime and the Elderly (St. Petersburg).

As with any area where there is little definitive data, interpretations of that data may vary dramatically. It is constantly being said, on the one hand, that the crimes against the elderly are increasing, they are being victimized much more than their numbers would indicate with many locking themselves in their own homes - afraid to venture out. The opposing view has been indicated by LEAA, U. S. Department of Justice, based on the National Crime Panel's Victimization Surveys, which states that the elderly are the least victimized of any age group. Which is correct? Based on the data, both are.

The consensus of these data reports indicates that:

1. The elderly do not appear to be more victimized on the whole than any other age groups.
2. They do appear to be especially vulnerable to certain crimes in certain situations.
3. The fear of crime, whether or not they have actually experienced victimization, appears to play a major role in their life.
4. However, this concern has not been translated into actions as much as might have been expected.
5. Monetary losses have a greater impact, in general, upon the elderly than upon those still in the labor force.
6. Victimization of the personal confrontation type appear to occur at the rate of approximately 2.5% - 5% per year in the major cities.
7. Based on the limited data available, mainly two surveys, the highest crime rate among the personal confrontation, "street crime" type incidences is for robbery. The group with the highest victimization rate is black males. For females, purse snatching is the most common confrontation crime with white females having a higher victimization rate than black. The data on offenders indicates a black male teenager as being the most likely suspect.

8. There is a great need to develop consistent definitions and classifications in order to properly study this area. As it now stands, it is extremely difficult to compare data among studies and surveys. Until a clear understanding of the problem emerges, it will be difficult to offer constructive solutions.

Crime and Systems Sources

Crime Prevention Unit, Office of Criminal Justice Planning, Senior Citizen Crime Prevention Survey, Jacksonville, Florida, February, 1977.

Crime Analysis Division, St. Petersburg Police Department, Crime and the Elderly, St. Petersburg, Florida, 1976.

FBI, Crime Resistance, Wilmington, Delaware Pilot Program.

LEAA, Criminal Victimization in the United States, A Comparison of 1974 and 1975 Findings, February, 1977.

Midwest Research Institute, Crimes Against the Aging: Patterns and Prevention, April, 1977.

National Council on the Aging, Inc., Lou Harris and Associates, Inc., The Myth and Reality of Aging in America, Washington, D.C., July 1976.

C. Florida Victimization Survey

The two previous segments have presented the data or analysis which already existed in the literature, or the historical/background information. Based on these data, Florida's victimization survey was developed. The following is a brief overview of these survey results.

During testimony before the Crime and the Elderly Task Force, various questions concerning Florida's elderly and their response to crime were espoused. While the majority of the groups addressed problems of the elderly population, these groups were not representative of that population. In other words, the information given was from secondary

source reports which do not, necessarily, reflect the exact attitudes, opinions, fears, of the elderly. The use of a self-reporting technique would allow Florida's elderly to directly answer these questions concerning their problems and feelings on being elderly and on crime. The analysis of information obtained from the self-reporting survey will be divided into two main components: Background data; and victimization data. These components will answer the following questions:

Background:

- Who are Florida's elderly?
What are they like?
- How often do they leave their homes to participate in "normal" activities?
- What contacts do they have within thier homes?
- What personal problems are felt to be the greatest for them?
- Which problems are felt to increase their isolation within their homes?

Victimization:

- How often are the elderly victimized?
- What type of crimes are they the victims of?
- Who are the victims?
Who are the offenders? What do the elderly loose? Money, physical health? What do they do in response to being victimized?
- What types of precautions do the elderly use to protect themselves against crime?
- Do Florida's elderly fear crime?
What is the interrelationship between the fear of crime and the actual crime, and the elderly's reaction to both?

In answer to these questions, the effects of age, race, sex, income, type of home, and sample subgroup (AARP-SES) will be addressed.

METHODOLOGY:

Because no single list of Florida's elderly was available from which to choose a sample, two populations were identified from which the sample was drawn. The first source was NRTA/AARP (National Retired Teachers Association/American Association of Retired Persons). This association randomly selected 4,000 of its 800,000 Florida members for inclusion in the sample. Due to disclosure limitations assured their members, the victimization questionnaires were sent to the association's National Headquarters, where mailing labels were affixed and surveys mailed.

It was predicted, and later borne out by the results, that the NRTA/AARP sample would be biased toward higher income, white persons. In order to ease this bias, another sample was sought to increase the representation of lower income and minority persons. The only available statewide list was obtained from Health and Rehabilitative Services, Social and Economic Services. Through their cooperation a random sample of approximately 4,350 was drawn from state welfare roles. The two sample groups are referred to throughout the text, as AARP (American Association of Retired Persons) and SES (Social and Economic Services).

In order to better address the differences between these two sample populations, demographic characteristics were obtained through the questionnaire and major differences are presented in the Profile section of this report.

A standardized survey and cover letter were mailed to all those randomly selected from the two populations. Because of Florida's large Spanish-speaking population, both English and Spanish surveys were mailed to individuals who, based upon surname only, were perceived as possibly Spanish-speaking.

Due to time constraints imposed by a delayed mailout date, the response time allowed was approximately two to two and one half weeks, with no follow-up. The response rate obtained in this period was 46% (1,831 responses) for the AARP sample and 40% (1,732 responses) for the SES sample.

Some precautions must be noted in the use of a mail-out questionnaire. Of particular importance, is a possible bias of non-response, that non-respondents may be of a different character than respondents. In addition, the two populations from which the samples were drawn - AARP and SES - were both unrepresentative of the state's elderly as a whole. Thus a large portion of the state population was not included in the sampling frame. In spite of these difficulties, it is felt that the survey is a good beginning for victimization work on a statewide level.

Questionnaire:

Development of the instrument began in June, 1977. The design of the questionnaire was based upon similar surveys conducted by the International Association of Chiefs of Police, and Lou Harris and Associates. Main areas addressed in the questionnaire included demographic characteristics, frequency of outings and contacts, perceptions of problems, utilization of prevention techniques, victimization, offense and offender characteristics. Both English and Spanish questionnaires are provided in Appendix E, Volume 2.

Due to the short time frame available for development of the instrument, no pre-test of the questionnaire was made. Problems with final responses developed which must be briefly noted here. The structure and wording of a few questions resulted in possible misunderstanding and low response rates in some areas (i.e. incompleteness of multiple parts, of single numbered questions). In addition the failure to include comprehensive categories left some questions open for non-response (i.e. the exclusion of a "Never" category under activity questions). Finally, lack of a stated definition of some variables left them open to individual interpretation.

Translation of the English questionnaire into Spanish, resulted in an accidental omission of four question subparts from the Spanish questionnaire (cost of public transportation; pickpocketing offense; money lost in offense; reason for non-notification of police). Further discussion of the effects of these omissions will occur upon presentation of related results.

It is important to note a final restriction on the data analysis. Within the SES sample, numerous respondents failed to adequately complete their entire surveys. This may be due to various characteristics of the SES population, i.e. education, age, language difficulties. Sample size was, thus, decreased in many areas. In all analyses where sample size is significantly decreased, number of respondents in the sample will be specified.

The major conclusions of Florida's victimization survey were as follows:

Fear of crime was found to be one of the three most serious problems for the elderly. This problem was more serious for SES members and especially serious for the Hispanics.

Victimization of the elderly varied dependent upon race/ethnic group. Whites (both AARP and SES) were most likely to be victimized (10%). Blacks (5%) and Hispanics (3%) were victimized to a lesser degree. The lower victimization rates of SES, in general, and the Hispanics in particular, are in direct contrast to the high levels of fear of crime indicated by these groups. The discrepancies between levels of fear of crime and victimization rates for each group may be better explained by focusing upon types of crimes committed against the elderly.

The most frequent crime committed against the elderly was property theft. This crime was most predominant against the middle income sample (AARP) accounting for 60% of the crimes committed against this group. While property theft was a significant problem for SES members, personal crimes accounted for over half of the crimes committed against them. The Hispanics were even more likely than the SES general population to be the victim of personal crimes, especially assault.

Thus, while AARP is, on the whole, victimized more, this is due to the frequency of property crimes and not to personal crimes. For SES, in addition to being more likely to be victimized by personal crimes, the seriousness of these crimes were greater as evidenced by the greater probability of being threatened with harm, with a weapon, of being physically attacked, and incurring medical expenses. It can also be understood from this why the most frequent reason given for not notifying the police, by the SES group, was fear.

It is plausible that the difference in types of crime, as well as the seriousness of those crimes committed against the two groups would account for the extreme difference in their perceived levels of fear of crime. Serious personal crimes would be expected to arouse a greater emotional reaction, both within the victims and those who foresee themselves as a possible victim. The even greater tendency of the Hispanics to be assaulted would account for their extremely high fear of crime.

One of the expected effects of fear of crime and/or victimization upon the elderly was a reduction in their activity levels. Neither the fear of crime nor the crime itself reduced the activity levels of the elderly as measured by frequency of trips to the grocery store,

the bank, and post office. Although the elderly indicated that fear of crime restricted their activities, it did not restrict the frequency of trips for the type of activities measured in the survey.

These restrictions indicated by the elderly may have, indeed, restricted their activities more so in terms of when they went out or how they got there than as measured by the frequency of these activities. This is evidenced by the type of prevention methods utilized by the elderly. Over half of the elderly in both groups frequently used the crime prevention techniques of: 1) holding onto their purses; 2) carrying minimum money needed; and 3) avoiding certain streets or areas.

More specific to the two groups, over half of the AARP members took additional precautions for their homes, such as leaving their lights on, and installing special locks on their doors. SES, on the other hand, took other avoidance precautions, including not going out alone and avoiding going out at night.

The type of prevention methods used by each of the two groups reflects the type of crime most frequently committed against that group. AARP, most likely to be victims of property crimes, attempted to improve the safety of their homes. SES, most likely to be victims of personal crimes, restricted their activities outside the home by avoiding the circumstances in which they were most likely to be victimized. The Hispanics were even more likely to use avoidance reactions than the SES group in general. Within SES and AARP, those elderly who perceived fear of crime as a serious problem and/or had been victimized, were even more likely to utilize related prevention methods.

It can be concluded that the elderly are rationally responding to crime itself, and the fear of crime, not by reducing their levels of activity, but through the increased or additional use of prevention methods to reduce the likelihood of crimes against the elderly.

SECTION II
1978 PLAN RECOMMENDATIONS
(TOP 20 PRIORITIES)

Section Overview

The Bureau of Criminal Justice Planning and Assistance, Department of Administration utilized the Crime and Elderly Task Force appointed by the Lieutenant Governor, Jim H. Williams, in developing the first annual plan required under Chapter 77-315, Laws of Florida. There was a strong feeling that if a description of what crimes against the elderly and the fear of crime among the elderly was to be developed, it had to be done with the best citizen and interest group representation available.

The first year plan consists of twenty priority objectives to attack the problem. These objectives are preceded by a brief problem statement and ranked by the Task Force in priority order. As you will note, the first priority objective is the need for good data on the victims and perpetrators of crime against the elderly. These twenty first year objectives, we believe, could be realistically accomplished in the next fiscal year. After each objective, the Department of Administration has stated its approach for implementation within its given authorities. Many of the objectives involve implementation by private or local authorities. In those cases the Department will direct the BCJPA staff to communicate the recommendation. In all probability the active work of the Task Force members could assist in bringing the recommendations to the attention of the appropriate organizations.

1978 PLAN RECOMMENDATIONSProblem Statement

The Uniform Crime Reporting (U.C.R.) Bureau of Florida Department of Criminal Law Enforcement (FDCLE) has the most extensive and well established law enforcement data collection process in the state. However, current collection requirements of UCR restrict the reporting of information to Part I crime offense and arrest data elements. The majority of crime, offense and victimization data needed to measure actual crime occurrences, workloads and effectiveness and to measure the effects of prevention and deterrence programs are not collected and analyzed in a usable fashion.

Recommendation (Priority 1):

To have the UCR Bureau of the Florida Department of Criminal Law Enforcement (FDCLE) collect data on elderly victims through their normal collection routine beginning in January, 1979. This data should include the victim characteristics of age, race, sex and stranger/non-stranger where possible and should be collected for the crimes of rape, robbery and assault.

The Governor's 1978-79 legislative budget request for FDCLE reflects \$125,000 to implement this recommendation in FY 1978-79.

Problem Statement

The development of crime prevention programs which incorporate the use of citizen efforts in conjunction with law enforcement efforts to reduce or prevent crimes has been demonstrated to be an effective tool for law enforcement agencies in Florida. This objective addresses the problem of the lack of public education and awareness programs in Florida which are designed exclusively for the elderly to prevent and reduce crimes against them. Crime prevention data reveals that of the approximately 100 citizen crime prevention programs, only a few are designed for the elderly.

Recommendation (Priority 2):

In 1978-79, establish crime prevention programs such as neighborhood watch, teen patrols, escort services, high school service club projects to the elderly, C.B. dispatch operations, telephone reassurance, etc., in all areas of Florida having more than a 30% concentration of elderly persons or in those areas deemed to be high crime areas.

The Department of Administration has recommended the approval of a \$118,262 LEAA grant for the Florida Urban League and the implementation of 39 crime prevention

projects identified in the FY '78 Criminal Justice Plan for Florida. Contact will be made with the Florida Police Chiefs Association, Florida Sheriffs Association, Metropolitan Planning Units, and Regional Planning Councils, urging their cooperation in helping to establish crime prevention programs.

Problem Statement

The 1977 Florida Legislature enacted Chapter 77-315, Laws of Florida, to initiate five-year comprehensive planning to meet the problems and needs of crime and elderly. However, no appropriations were made to implement needed programs or to assist in the planning of future programs by the Bureau of Criminal Justice Planning and Assistance.

Recommendation (Priority 3):

The Bureau of Criminal Justice Planning and Assistance (BCJPA) should establish a discretionary fund for projects targeted at reducing crimes against the elderly. The fund would be categorical and mainly for pilot demonstration efforts with a monitoring and evaluation component. The funding level should start at \$500,000 in FY 1978, go up to \$1,000,000 in FY 1979 and decrease to \$750,000 in FY 1980, and \$500,000 in FY 1981. Possible sources are the block grant matching trust fund and/or restitution and fines.

The Department of Administration is considering the establishment of a discretionary fund from state lapse funds in 1978.

Problem Statement

Current data and information collected by law enforcement agencies in the state, as part of the Uniform Crime Reporting System of FDCLE is estimated to encompass only about 50% of the total crimes against the elderly (based on an analysis of 1974-75 data collected as part of the National Crime Survey). The FDCLE reports also include only minimal amounts of data and information concerning offender victimization. Reliable statewide victimization data is not available and is not scheduled for collection by the state or federal government.

Recommendations (Priority 4):

To begin an annual analysis by the Bureau of Criminal Justice Planning and Assistance, contingent upon receiving the raw data, of the crime and elderly data. This should provide information concerning what crimes are committed and the system's reaction to the elderly.

To have the BCJPA conduct a victimization survey of the elderly every three to five years.

The Department has directed the BCJPA staff to carry out this objective.

Problem Statement

There are several agencies providing direct services to the elderly. It is apparent that services may be fragmented or duplicative. This objective attempts to provide the impetus for coordinating these services to provide a direct impact in the area of crime prevention for the elderly.

Recommendation (Priority 5):

The BCJPA should establish a Technical Assistance Committee with members from all state agencies whose services impact directly on Florida's senior citizens or work in the area of crime prevention, by March, 1978.

The Department has directed the Bureau to develop and submit a list of committee members.

Problem Statement

There is a lack of a coordinated statewide effort of public education and information for the development and dissemination of media presentations regarding crime prevention techniques for the elderly. Although a few programs do exist, they are generally duplicative of each other and lack consistency in their manner and purpose of presentation.

In addition, no one agency or program serves as a centralized clearinghouse for such crime prevention information.

Recommendation (Priority 6):

The Bureau of Criminal Justice Planning and Assistance (BCJPA) should insure the distribution of all crime prevention pamphlets and consumer information pamphlets that relate to the elderly by developing a clearinghouse for this type of information. This function should help avoid duplication among the several delivery networks. Pamphlets should be distributed to at least the following: public libraries, church groups, statewide senior citizens organizations, Aging and Adult Services Program Office delivery sites and local law enforcement agencies.

The BCJPA should develop, based upon state and local agency input, an overall strategy for the dissemination of crime prevention materials to as many senior citizens as possible. To offset initial development and distribution cost, a \$7,000 appropriation in the Department of Health and Rehabilitative Services budget for the FY 1978-79 was recommended by the Department of Administration.

Problem Statement

This objective addresses the problem of providing current information regarding the subject of crime and the elderly to all law enforcement agencies. It utilizes the public education and awareness capability of crime prevention programs to disseminate this information to the law enforcement agencies.

Recommendation (Priority 7):

To develop a basic information packet, including both data and crime prevention techniques as they relate to crime and the elderly. To disseminate the data as it becomes available to all law enforcement agencies and other crime prevention organizations.

The Department of Administration has asked that the Aging and Adult Service Program Office, Department of Health and Rehabilitative Services, be given the responsibility of distributing pamphlets to local agencies and law enforcement agencies on a statewide basis.

Problem Statement

Increased police patrols in housing for the elderly addresses the problem of deterrence of crime through increased visibility of police. The information developed by the Governor's Task Force suggests that fear of crime experienced by many older persons may be reduced by the visibility of police in the community.

Recommendation (Priority 8):

Institute regular and routine police security checks in housing for the elderly. The Department of Administration will communicate this recommendation to the Florida Sheriff's and Police Chief's Associations to institutionalize regular and routine police security checks in housing for the elderly. It is felt that these associations would then be in a better position to recommend and provide suggestions to local law enforcement agencies that such activities should be implemented.

Problem Statement

Police Officers in the state are not required and do not have available to them certified police curricula on the subject of crime and the elderly. Additionally, if comprehensive training programs were made available through the Police Standards and Training Commission, the majority of the state's 2,000 police officers would not receive training by 1981.

Recommendation (Priority 9):

Expand efforts of the PSTC by July, 1978, to include a 40 hour special training program on crime and the elderly, crime prevention, and various aspects of law enforcement's relationship to the elderly in the curricula. Urge and encourage that some aspects of training as stated above be included in the basic training curricula by PSTC.

The Department of Administration will formally communicate this recommendation to the Police Standards & Training Commission.

Problem Statement

Elderly crime victims, especially those on fixed incomes such as social security, are catastrophically affected by the result of personal injury or property loss. There exists currently no priority to provide short-term compensation or financial assistance to meet their needs for emergency care.

Recommendation (Priority 10):

Amend the Victim Compensation Act of 1977 to make receipt of social security payments part of the criteria for emergency compensation award.

HB 409 by Representative Blackburn has been prefiled for the 1978 session and S.B. 435 by Senator Spicola has proposed this amendment which is included in the D.O.A. legislative program for 1978.

Problem Statement

An analysis of data statewide for the first quarter of '77 shows 10,053 (70%) of all juvenile misdemeanor referrals (14,290) were handled informally by Intake with agreement of the state attorney. The remaining 4,237 juveniles were referred to court. Over half of these were warned and released by the court. An additional 1,829 youth were placed on probation and some 291 were committed.

Most of the Youth Services Program Office programs utilize Comprehensive Employment Training Act employees as staff, as there are no specific staff provided within Youth Services to manage them. The intent of this objective is to provide community and neighborhood sanctions for some of the youths being counseled and warned by Intake and a majority of those counseled and warned by the courts.

Recommendation (Priority 11):

Beginning July 1, 1978, each Department of Health and Rehabilitative Services District shall implement a program which will require the participation of juvenile offenders in community work programs as a consequence of their offense. Restitution shall be an integral part of such a program.

The Department of Administration will communicate to the Chief Justice of the Supreme Court recommendations of the Task Force that presiding judges in the State's judicial circuits should utilize community work programs as a consequence of an offense and that restitution be an integral part of such a program for juvenile offenders. Additionally, Department of Health and Rehabilitative Services, Youth Service Program Office should be encouraged to initiate and follow-up on needed community work programs and recommend restitution when appropriate as a part of its overall rehabilitative strategy.

Problem Statement

Many law enforcement and social service agencies are in need of additional manpower to meet ever increasing demands on their services. In most instances, highly skilled and trained deputies, officers, counselors, etc. are serving in capacities of clerks, dispatchers, civil complaint respondents, etc., rather than serving the priority needs in criminal apprehension, investigation, detection, etc.... Since most older persons have many skills as well as a personal commitment of time and concern for their communities, the elderly represent an invaluable untapped resource for law enforcement, courts, and correctional services, providing additional manpower, both volunteer and para-professional, as needed to increase the efficiency and effectiveness of the State's criminal justice agencies.

Recommendation (Priority 12):

Law enforcement agencies and other social service agencies should establish programs to train and use elderly volunteers as aides to law enforcement agencies in crime prevention programs.

The Department of Administration will communicate to the Department of Legal Affairs and Help Stop Crime! (HSC) project that elderly volunteers should be used in law enforcement and other social service agencies in projects of a crime prevention nature. The "HSC" program should be requested to develop program guidelines and training guides for local law enforcement agencies and to inform such agencies to intensify their efforts, where feasible, in the

use of elderly volunteers and para-professionals. The Department of Health and Rehabilitative Services' program for recruiting volunteers should be expanded to address this need.

Problem Statement

The initial study by the Crime and the Elderly Task Force did not address an assessment of the causation of crimes against the elderly. In many instances, the Task Force heard contradictory testimony regarding various causative factors. No clear definitions, study or analysis has been addressed that provides a consensus on causative factors of crime against elderly persons.

Recommendation (Priority 13):

The Board of Regents should fund research projects as part of its STAR program (or other programs) into crime causation beginning in FY 1978-79.

The Department will include appropriate projects in its next submission for the STAR program.

Problem Statement

Research conducted by the Congressional Subcommittee on Housing and Consumer Interests to investigate juvenile delinquency supports the premise that certain social conditions surrounding a youth are contributing factors to involvement in delinquent activities. Inadequate educational and employment opportunities and poor health conditions are listed among those factors common to a large number of youth who become involved in delinquent behavior. Children enter the formal learning process with a wide diversity of learning experiences. To make school a truly educational experience, many of them require employment of non-traditional resources and educational environments. There is a need to promote alternative ways to learn within the school setting. It is crucial to the success of any alternative program that students involved not be stigmatized for their participation. According to a 1976 report by the Florida Department of Education, approximately one-half of Florida's 67 counties provide some type of in-school suspension program for problem youth; however, even those programs vary considerably in context and structure.

Recommendation (Priority 14):

Legislation should be enacted in the 1979 Legislative Session that will call for the development of a statewide program of alternative education in order to fit learning experiences to the differing needs and interests of individual children.

The Department of Administration has recommended that task force representatives and BCJPA staff members meet with Commissioner Turlington of the Department of Education to explore viable avenues for the increased application of alternative education programs during Fiscal Year 1979-80.

Problem Statement

There are 4,618 offenders under the age of 23 in Florida's Corrections System. This represents approximately 66.3% of the total inmate population as of December 31, 1976.

National studies indicate that youthful offenders are negatively influenced by older and more experienced criminals. Presently, many (41%) of the youthful offenders in the state are housed with these older inmates. The proposed Youthful Offender Act mandates that separate facilities be provided for youthful offenders. Furthermore, studies show that the length of time served in prison has a negative effect on offenders. Presently, 66.1% of the youthful offenders in Florida serve over four years in prison.

Recommendation (Priority 15):

A youthful offender act should be enacted by the 1978 Legislature which would improve the chance of correction and successful return to the community of youth offenders sentenced to imprisonment.

Problem Statement

Although little hard data is available on a uniform basis regarding elderly victims of crime, certain limited studies show the particular vulnerability of the elderly to certain categories of crime, such as purse-snatching, strong-arm robbery, fraud, etc. Public hearings of the Crime and the Elderly Task Force during 1977, disclosed certain common complaints concerning these crimes and problems.

Recommendation (Priority 16):

State attorneys in all judicial circuits should, in FY 1978-79, establish in their offices, special emphasis programs or revise special prosecution units for the elderly victim in such areas as: schemes against the elderly, fraud, purse-snatching, strong-arm robbery, etc.

The Department will communicate this recommendation to the 20 state attorneys in Florida.

Problem Statement

Current Probation and Aftercare caseloads within the Department of Health and Rehabilitative Services average approximately 1:82 instead of 1:35 as intended by the 1971 legislature. The failure rate on probation is presently an estimated 30 percent of all youth served in a given year. Youth who fail on probation are highly likely to be committed to the state with a possible resultant cost of up to \$10,000 per year for residential treatment. In addition, in some areas of the state, DHRS youth counselors are also required to perform part-time intake duties which reduce service levels to their full-time duties, as well as reduce the effectiveness of the unique and critically important intake function.

Recommendation (Priority 17):

To adopt accepted probation and aftercare workload ratios for the Youth Services Program Office, by July 1, 1978.

To provide, by DHRS, sufficient Intake staff in all areas of the state still utilizing probation and aftercare staff in the intake function (where workload data justifies it) to free probation and aftercare staff of intake duties, by the end of 1978.

The Governor's budget request recommends an increase of 33 counselor positions with a budgetary addition to Division of Youth Services Program Office of \$336,670 to improve current probation and aftercare workload ratios.

Problem Statement

The prevalence of an over prescription of both drugs and medical advice and surgical assistance is reportedly widespread and generally abusive to older persons on limited fixed incomes and of declining physical stature. Information pertaining to such abusive and potentially fraudulent practices is generally limited or non-existent and is currently not coordinated, developed, or disseminated on a statewide basis.

Recommendation (Priority 18):

The Medicare and Medicaid programs should develop pamphlets on medical fraud as it relates to the elderly. These pamphlets should then be disseminated with medicare, medicaid payments and Social Security checks.

The Department will work with DHRS to implement this objective. Funds requested in the 1978-79 budget could be used for development of the materials.

Problem Statement

While no hard data is available concerning threats, extortion and retribution attempts against complaint signers and witnesses to crimes, public hearings of the Crime and the Elderly Task Force in 1977 highlighted problems of this nature.

Recommendation (Priority 19):

All state attorneys should, in FY 1978-79, establish programs in thier offices to protect witnesses and complaint signers against threats, extortion and retribution by accused offenders.

The Department of Administration will communicate this recommendation to all state attorneys in Florida.

Problem Statement

There is no specific data to support an assumption that unemployed youth in general, and minority unemployed youth in particular, heavily victimize the elderly. However, unemployment of youth is high (over 19%) and this lack of access to a meaningful social role with its monetary rewards is viewed as a contributing factor to delinquency in general. Employment and job training programs which are available to minority youth often lead to dead-end, low-paying employment.

Recommendation (Priority 20):

The Florida Legislature should appropriate general revenue funds to the Department of Community Affairs to work in conjunction with the Department of Health and Rehabilitative Services to develop programs for employment opportunities for underemployed and minority youth. An immediate analysis of the cost and potential impact of such a program should be undertaken by the Departments to present a recommendation to the 1978 Legislative Session of the Florida Legislature.

The state received a grant-in-aid for the 1977 Youth Employment and Training Act for \$18,174,998 to employ youth. Twenty-one CETA positions will be used to manage the program beginning July, 1978.

SECTION III

MULTI-YEAR PLAN TO REDUCE CRIMES AGAINST THE ELDERLY

SECTION OVERVIEW

The following seven major issues were selected for study by the Task Force and Bureau of Criminal Justice Planning and Assistance (BCJPA) since the issues' collective scope would assure a "comprehensive approach" to the crime problem in Florida and more specifically, the subject of "Crime Against the Elderly". The intent of Florida Law 77-315, which specified comprehensive plan development, was interpreted as a mandate of the legislature to examine problems and solutions which are obviously directly targeted at the elderly and others which are targeted at system changes which affect the population as a whole, and thus, indirectly the elderly. Therefore, the following analyses and corresponding objectives relate problems and solutions for the elderly as part of an overall crime problem in Florida. In short, to solve the problems related to "Crime and the Elderly", corresponding action must be directed at the entire criminal justice system's response to crime.

In reading the objectives included in each of the respective issues, one must keep in mind this approach. Many objectives are not written to specifically address the elderly as target groups but will affect crime and its relationship to Florida's population, of which senior citizens comprise a significant percentage.

One example which might clarify this approach is the following: To examine the problem of crimes against the elderly, one must look at the offenders, adult and juvenile, committing those crimes. Necessary actions to prevent those offenders from committing said crimes again, are examined in the issues involving the corrections and juvenile justice system response to reducing crime and improving the criminal justice system.

These objectives will be researched, tested and considered for implementation over the next five-year planning period. In total, these represent five-year goals; however, since data is the top priority need, it would be premature to artificially project implementation by a specific year until more is known about the problems of crime against the elderly and fear among the elderly.

(Special Note: The priority recommendations in Section II have been omitted from this section)

ISSUE

SERVICE DELIVERY COORDINATION

ISSUE - SERVICE DELIVERY COORDINATION

ANALYSIS

Florida's state and local agencies provide a wide variety of services to the elderly in many areas, including health care, transportation, and consumer education. In addition, many agencies are beginning to more adequately address the problems of crime prevention in Florida. However, lack of coordination between these various agencies have left most services fragmented and few actually addressing the delivery of crime prevention services to the elderly. In order to build up a service delivery network for the elderly through coordination of existing agencies and programs, those services presently provided for the elderly must be identified.

The Department of Health and Rehabilitative Services is the most extensive service delivery agency to the elderly found in Florida. The Aging and Adult Services Program Office (DHRS) administers federal funds (under Title III and VII of the Older Americans Act) to local agencies through their District Offices and Area Agencies (where established). The main thrust of programs funded by this agency is keeping the elderly of Florida as independent as possible for as long as possible. A wide range of services are provided in all HRS districts, including health care services, counseling, homemaker services, nutritional services, etc. (see Systems Resources Section of HRS). While these services provide for many needs of the elderly in Florida, few, if any, address the crime issue in regards to the elderly.

The Health Program Office of DHRS through the Public Health Department provides services through local County Health Departments with the aid of county, state and federal funding. Mostly by means of local clinics, nursing, home-health services and health aid are provided to anyone requesting medical services, including medicare and medicaid recipients. While the elderly in Florida are not specifically targeted by available health services, many programs address health problems affecting primarily elderly citizens.

In addition, the Mental Health Services Program Office of DHRS administers state and federal funds through its district mental health offices to local non-profit agencies for the provision of mental health services. Under this program office, many programs have been developed specifically for the aging, including residential programs, day treatment programs, and other specialized services. Consultation for and training of nursing home staff are also provided in order to assure more adequate handling of elderly in regards to mental health problems. While dealing with the elderly through local programs and training nursing home staff to deal with the elderly, this agency is not utilized for consulting or training of individuals or groups servicing the elderly in other capacities.

The Florida Department of Education (DOE) provides a wide range of educational services for and concerning the elderly. The Adult and Community Education Section of the Division of Public Schools administers funds

through twenty-eight coordinating councils in the state for local programming in public schools or community colleges. Problem areas specified by local communities are given priorities for funding. Local programs are developed around these priority problem areas (i.e. human relations, safety, health, environment and natural resources, consumer education, and educational child-rearing) and are administered at local school and community sites. Twenty-one of 28 coordinating councils have identified the elderly for special funding considerations. While programs for crime prevention for the elderly can be addressed under already listed priority problem areas (i.e. safety or consumer education) no specific crime prevention for the elderly programs have been determined.

The University Division of DOE through the Board of Regents STAR Program Grants provides state funding for gerontology centers at state universities in Florida. The gerontology centers are responsible for research related to the elderly. At present, these agencies are not fully utilized in gathering information on crimes against the elderly. (See Issue 2).

Federal grants are also administered through the University Division under Title I of the Higher Education Act, for programs relating to the delivery of continued education. Elderly programs have been designated as a priority for funding. At present, four programs, relating to the elderly are being funded: training of senior citizen crime prevention officers, improvement of continued education to the elderly, development of inter-institutional model for delivery of services and programs for the elderly; and senior citizen school volunteer programs.

The Help Stop Crime! program, located in the Attorney General's Office, is responsible for developing crime prevention packages targeted at specific groups or crimes, for statewide dissemination. Previous crime prevention projects have included sexual assault and residential burglary, and while including the elderly victim, these have not been targeted specifically at the elderly. An ad-hoc committee on Crimes against the Elderly has recently been appointed to investigate and develop educational material concerning the elderly.

Information dissemination is primarily achieved through contact with local law enforcement crime prevention officers (where they exist). Help Stop Crime also works with local communities on special strike force projects to test the effects of crime prevention programs. Local citizens' associations, which have been established for crime prevention purposes, are also involved. Additional plans have been developed to train more crime prevention trainers. While these methods have been acceptable, more comprehensive measures are necessary for the future, especially for establishing contacts with elderly citizens.

The Division of Consumer Affairs under the Department of Agriculture refer all consumer complaints to those authorities or agencies holding jurisdiction, and investigate those complaints outside other agency-specific jurisdictions. In addition, the Division gathers information

and develops educational pamphlets for the public regarding consumer problems. A monthly newsletter is presently being developed for distribution to the elderly in Florida concerning legislation; consumer, legal, and medical information; feature stories, and other articles of relevance to the elderly in Florida. Other state agencies have agreed to provide information to the newsletter concerning the elderly. While this newsletter promises to be a great source of information to the elderly, its funding provisions allow for a distribution of only 25,000 newsletters per month.

The Housing Assistance Section of the Department of Community Affairs provides policy and technical assistance to public housing units constructed with federal HUD funds. Under current policies, several of these HUD projects designate a percentage of units specifically for use by the elderly. The HUD central area office in Jacksonville administers HUD funds to projects or major programs targeted at the elderly. While no state security codes have been developed for elderly housing, these projects are required to meet national security codes.

Community Action under the Department of Community Affairs provides technical assistance to Community Action Senior Opportunity Programs. These programs deal with the areas of recreation, feeding, advocacy, literacy, transportation, legal services, health care, and other various locally determined needs of the elderly. All programs are directed toward low income individuals. The Community Services Trust Fund Program, also, funds local government projects which are locally determined and prioritized. Many elderly programs rank first or second on these lists.

The Department of Transportation evaluates local transportation systems to insure that national guidelines are met, where applicable. The Department is beginning studies on public transportation for rural counties in Florida, environmental design as it effects transportation security, and possible radio contact with all buses. At present, all public transportation systems have reduced rates for the elderly, and national guidelines specify that, by September 1979, any buses ordered under national grants must have hydraulic lifts.

Library Services under the Department of State provides grants to local libraries for program development. The elderly have been identified as a priority in counties with 20% or more elderly in their population. While programming for the elderly has been encouraged at statewide workshops, little emphasis has been given to the area of crime prevention among the elderly.

The Division of Employment Security, under the Department of Commerce, through the Florida State Employment Services, specifies that all local offices now provide an older worker specialist, specifically trained to work with those 40 years of age and older. The AARP through the Renew Program funds positions in 24 local offices for elderly 55 and above, to promote jobs for the older workers - 40 and older. These offices also supply information leaflets on employment services for older workers.

Medicare, federally funded through the Social Security Act, provides payment for certain hospital and doctor bills of elderly citizens. Other provisions are also present for extended care and home health care. Client complaints filed with local offices on unneeded or erroneous medical services are investigated and processed through regional offices, and may result in court action. Medicare information is disseminated through pamphlets, television and radio announcements, and newspapers.

Medicaid is a state program to help pay some of the deductible for Medicare eligible persons. In addition, Medicaid pays for some services not covered by Medicare. Information is disseminated through the media, social security offices, social workers, and welfare offices.

While many local law enforcement agencies have developed specialized crime prevention officers, all agencies have not done so. In most agencies, where crime prevention officers exist, these officers are not specially trained in crime prevention for the elderly.

The Florida Bar provides three types of legal services which relate to elderly persons. Legal Aid offices across the state are funded in part by the Florida Bar Association and state and federal governments to provide legal services to persons in need. A column in the Florida Bar Journal specifically addresses legal services for the elderly. While this is not a public publication, it is available to all attorneys in the state and thus keeps them informed of available services for the elderly. Finally, the Florida Bar is presently developing public service television spots and pamphlets on legal services, job discrimination, and rights of the elderly.

Beginning November 14th and 15th of 1977, a daily half hour television talk show directed at the elderly, "Over Easy" was presented over the public broadcasting systems. This show provides guest star appearances, consumer information, panel speakers, and various topics of interest and need to the elderly.

NEEDS & OBJECTIVES

Need #1 - All state agencies concerned with the plight of the elderly should be made aware of the systems and resources of all other such state agencies as they relate to crimes against the elderly.

Objective - The Help Stop Crime! program should contact state agencies providing services to the elderly and offer its expertise in crime prevention, making these agencies aware of the current state-of-the-art in crime prevention.

Need #2 - There is currently either developed or being developed, a large amount of literature on crime prevention. This literature should be disseminated to as many of Florida's senior citizens as possible to help them take proactive measures in reducing their vulnerability to crime.

Objective #1 - The Help Stop Crime program should utilize the expertise of the Department of Health and Rehabilitative Services (DHRS) during 1978 in developing teaching techniques or approaches that would best serve the needs of the elderly. These approaches would be taught to the Help Stop Crime! crime prevention trainees who, in turn, would train the elderly in crime prevention techniques.

Objective #2 - The Mental Health Office of DHRS should develop, during 1978, a package for dealing with the elderly victim, especially in terms of the accompanying emotional trauma. This package would be distributed to all local law enforcement agencies and crisis centers for their use.

Objective #3 - The Consumer Services Division of the Department of Agriculture and Consumer Services should include crime prevention information in its new newsletter to the elderly, "The Senior Consumer" during the life of that publication.

Objective #4 - The BCJPA should work with the Division of Consumer Services to develop a strategy for increasing the circulation of "The Senior Consumer". This strategy should consider both public and private funding sources.

Objective #5 - The DHRS should establish a central depository of names and addresses of the elderly clients they serve. This list would be updated continually and would form part of the sampling frame for future statewide victimization surveys and a base for distribution of materials.

Objective #6 - The Adult Education and Community Service Section of the Department of Education (DOE) should work with local crime prevention officers in law enforcement agencies and consumer affairs groups to help develop a strategy for incorporating crime prevention information into adult education programs as they are presented to the elderly.

Need #3 - State agencies, while presently addressing many special needs and problems of Florida's elderly population, have given little, if any, attention to the elderly citizen's fear of, or problems with, crime. These agencies should be made aware of this deficiency and better educated to address and handle these crime-related problems.

Objective #1 - The Aging and Adult Services Program Office of DHRS should establish crimes against the elderly as a priority problem in its state plan.

Objective #2 - The BCJPA should work with the local coordinating councils of Adult Education and Community Services in order to stress the importance of identifying crime and the elderly as a local problem area to insure future program funding.

Objective #3 - State crime prevention programs and the public library should develop and implement a strategy for incorporating crime prevention information into programs presented during 1978 at public libraries throughout the state.

Objective #4 - The BCJPA should work with the Division of Community Services of the Department of Community Affairs in order to insure a high priority for programs involving crime and the elderly, in the Community Action Program (CAP) package.

Need #4 - The area of crime prevention techniques needs to be expanded through research and demonstration and the results disseminated among all interested parties.

Objective #1 - The Board of Regents (BOR) STAR program should give high priority to crime and the elderly research projects.

Objective #2 - The BCJPA and the BOR should establish a working agreement so that each agency receives copies of the other agency's funded projects and/or research efforts that relate to crime and the elderly. The BCJPA should act as a clearinghouse for all research demonstration projects done in the area of crime and the elderly.

ISSUE

DATA COLLECTION AND DISSEMINATION

ISSUE - DATA COLLECTION AND DISSEMINATION

ANALYSIS

Reliable decisions that will improve service delivery systems for the elderly depend upon adequate quantities and significantly reliable data/information from the systems providing such services. The criminal justice system generates the majority of data related to crime occurrence and criminal justice system performance.

The information requirements of the criminal justice system's components are directly related to the scope and nature of their respective responsibilities. Therefore, it is necessary that a variety of information systems or data gathering and processing capabilities be developed which are tailored to their specific needs. Obviously, not all of the data which are necessary to meet their unique information needs can be collected in the same place, from the same source or through a single process. Thus, the agencies in the criminal justice community have planned for and, in whole or in part, implemented information systems which include a number of separate, but necessary data-gathering and processing procedures which collectively make up those systems. To date, there are 35 operational applications, modules or systems supporting the independent needs of the components with an additional seven under development, and 29 now in the planning stage for future development.

The problem in Florida has been that no method or system for properly sharing data among criminal justice agencies has been established. The absence of such an overall delivery concept has made it almost impossible to track an individual through the system, and to provide information in a timely manner. Furthermore, it is difficult to evaluate proposed developmental efforts relative to one another to avoid duplication and promote the most cost-beneficial uses.

The state agencies in each component area, the Florida Department of Criminal Law Enforcement (FDCLE), the Department of Offender Rehabilitation (DOR), the Florida Parole and Probation Commission (FPPC), and the Supreme Court are in the planning stages of a developing criminal justice-shared information system (CJSIS). In essence, the criminal justice-shared information system will include only those procedures and processes which result in data sharing through central extraction. The CJSIS is not a separate system in the sense that it requires a data collection process separate and apart from those which are being or have been developed by the individual agencies or components. Instead, it is a network for the collection of data from participating agencies. This system will, once implemented, fill the void in terms of being able to: 1) track an individual through the entire criminal justice system, and 2) provide

statistical data for the purpose of monitoring, evaluation and basic problem identification and analysis. Chart 1 depicts the relationship between the components of the criminal justice system relative to information sharing needs.

FDCLE now collects initial arrest and identification data from all law enforcement agencies directly. However, only about 50 to 60 percent of the criminal history records established by FDCLE are ultimately updated with information relating to the disposition of the case as a result of action by the state's attorney or the courts. Those records that are updated receive disposition data through four different types of data flow:

1. Local level law enforcement agencies may request that state attorneys return disposition information to them. They, in turn, forward such information to FDCLE.
2. Upon receipt of a request from law enforcement, state attorneys may forward disposition information directly to FDCLE.
3. In a few jurisdictions, law enforcement collects disposition data or information directly from the clerks of court and forwards it to FDCLE.
4. And, finally, in a few local trial court jurisdictions, the clerks themselves send the disposition information to the state level.

Computerized Criminal Histories (CCH) refers to the systems or procedures necessary for the collection of arrest, disposition, conviction, commitment and supervision data on individual offenders which would be generated subsequent to their movement through the offices of the state attorneys, the courts and the correctional agencies.

At the present time, Computerized Criminal History (CCH) data on the disposition of all individuals or offenders by the state operated correctional system, as well as probation and parole authorities are provided directly to FDCLE. However, no information on the disposition of offenders who are incarcerated in or referred to local correction or rehabilitation facilities is provided.

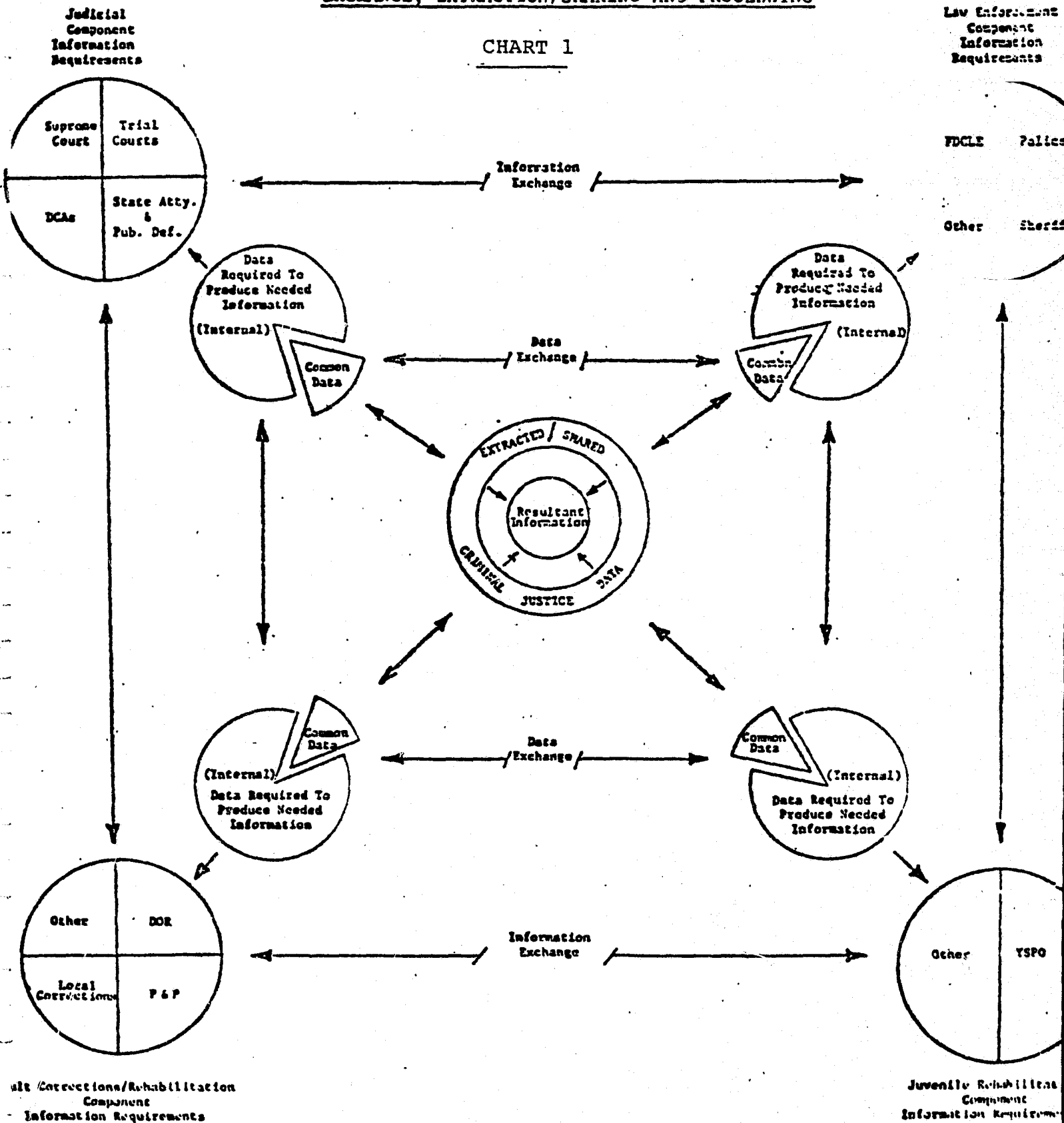
The present data flow suggests that there are five basic problems which must be addressed:

1. Presently, the disposition data provided to FDCLE from local state attorney offices and trial courts do not include the total population of individuals that are handled by elements of the criminal justice system in Florida.

THE RELATIONSHIP BETWEEN THE COMPONENTS OF THE
CRIMINAL JUSTICE SYSTEM RELATIVE TO DATA
AND/OR INFORMATION COLLECTION,
EXCHANGE, EXTRACTION/SHARING AND PROCESSING *

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CHART 1



* Source: A communique on Joint Information Systems Development Activities, 1975.

There are a number of different procedures or sources of collection for the data which are provided.

2. No disposition data are provided from local correctional facilities.
3. Appropriate linking mechanisms between data collection and processing systems in the form of offender numbers or identification numbers are only now being built into existing and proposed systems. Such procedures are necessary to validate criminal history records and to update records as the individual exits one stage of the criminal justice process and enters another.
4. The collection of the CCH data is often executed as a separate recording process from the internal data gathering procedures in local trial courts and state attorneys offices. The result is that data elements which are needed by FDCLE for CCH, those which are commonly needed to complete local records and those necessary for the generation of information for other criminal justice agencies and state level authorities are often repeatedly recorded two and three times to meet such needs.
5. The present flow does not involve consolidation of the process of collecting CCH data with the collection of data necessary for the generation of other information which could only be produced by CJSIS and its subordinate applications including Offender-Based Transaction Statistics (OBTS).

OBTS are primarily the product of data collected from separate agencies which can be compiled to provide a statistical representation of the aggregate experiences offenders have in the criminal justice system. They describe what happens to the offender population at each stage or event in the criminal justice process.

The data collection effort is based, like CCH, on tracking the individual from the initial point of arrest through final exit from the system. However, the statistics which result cannot be traced directly to an individual offender.

To address these problems and to crystallize the direction information systems development efforts are taking, as well as to accelerate such development activities, the five agencies previously mentioned feel those efforts must be established consistent with the CJSIS concept. Specific remedies which the five (5) agencies feel are necessary and toward which they are committed are delineated on the following page:

1. The development of a single data gathering capability for the collection of all disposition data from courts in order to insure the completeness and accuracy of all CCH records. This would eliminate the four different methods presently being utilized to collect only 50 to 60 percent of the dispositions subsequent to arrest.
2. Through liaison with those developing local systems, the agencies must attempt to develop a mechanism for collecting transactional or disposition information relating to the manner in which offenders were handled in local correctional facilities.
3. The consolidation, to the degree possible, of the process of reporting CCH data with the reporting of other offender-based data for OBTS in all agencies responsible for the submission of data to CJSIS.
4. The integration, to the degree possible, of the collection of all CJSIS related data, i.e., OBTS, CCH, etc., into the regular data recording processes in the reporting agencies so as to insure that such reporting is a by-product of the agency information system. This would eliminate the need to record the same data elements a number of different times in order to meet the needs of all of the agencies requiring such data.
5. The coordination of all seven of the data collection and processing procedures in the different agencies or jurisdictions through the development of improved numbering systems and identification capabilities for the generation of OBTS data and the completion of CCH.
6. Planning for and developing a capability for the central extraction, maintenance and processing of OBTS data.

There are inherent limitations in current crime reporting practices. Of primary importance is the question of how much crime is being reported. Law enforcement agencies are only capable of reporting crimes known to them. In many instances, citizens do not report crimes directly to these agencies, but may report them to the prosecuting authorities. A considerable volume of crime is not reported to law enforcement agencies; reliable estimates are currently 50 percent. Victims may consider the offenses against them to be of very little consequence. They believe there is nothing the police can do about them and they fear retaliation from offenders or have shared willingly in such offenses as illegal sex acts, gambling or drug usage. Consequently, information concerning some offenses is never entered into the present statistical reporting system.

Further, only offense and arrest data are submitted on Part I crimes; and only arrest data are submitted for 22 Part II crimes. Therefore, current UCR statistics do not necessarily measure the true incidence of crimes or the actual economic loss incurred by victims.

Victimization surveys could provide some input to the planning process. This kind of survey would produce a data base which would enlarge system input figures, arrests and offenses, for example, using the number of "victimizations".

Victimization surveys reveal many crimes that, for a variety of reasons are not reflected in official police statistics; these statistics are only intended to show change in the number of crimes officially reported. Survey results, on the other hand, measure change both for crimes reported to the police and for those that were not reported. Thus, attempts should not be made to compare this information with data collected from police statistics by the Federal Bureau of Investigation and published in its annual report, Crime in the United States, Uniform Crime Reports. Such attempts are inappropriate because of substantial differences in coverage between the surveys and police statistics. The survey data include crimes reported to the police, as well as those not brought to official attention. Personal crimes covered in the surveys relate only to persons age 12 and over; police statistics include persons of all ages. Moreover, unlike the crime rates developed from police statistics, which are based on incidents, those cited in this report are based on victimizations. A victimization is a specific criminal act as it affects a single victim. For crimes against persons, the number of victimizations is somewhat greater than the number of incidents because some crimes are committed simultaneously against more than one victim.

The input figures (arrests and offenses) which demand "input rates" to derive system performance information such as arrest rates, clearance rates, adult arrest rates, prosecution begun, convictions obtained, and recidivism rates would change with the added information contained in victimization surveys. Moreover, the entire perspective of the impact of the criminal justice system might be different if victimization surveys are incorporated into the planning process.

Apart from criminal justice, other data/information systems and government entities maintain data collection processes of their own for separate purposes (See Table 2).

The districts in the Department of Health and Rehabilitative Services (DHRS) are not the same as those of FDCLE, for example, so that the different types of information available on "district" levels cannot be compared.

Another problem is the use of different definitions and different data bases by the various agencies. For example, HRS uses unit of service as its basic data element while the Department of Commerce uses "people" in its unemployment rates. Thus, one cannot directly correlate the number of unemployed with the number receiving some other type of service. Other often-used data terms are client visits, events reported, cases served, etc. These are useful for internal management purposes, but make it impossible to obtain a broad view of the situation if these are the only records available.

Age breakdowns are also inconsistent where they are kept. For example, one set of records in the Department of Commerce has 55-64, and 65+. FDCLE has 55-59, 60-64, 65+. Much data are inaccessible because of this type of minor discrepancy. A uniform district system, age categories and an additional person count record would go a long way toward freeing up data that are already being collected but cannot be fully utilized.

TABLE 2
BASIC KNOWN DATA ELEMENT*

<u>Source</u>	<u>Elements</u>	<u>Additional Information</u>
US Bureau of the Census	Age, race, sex, income, marital status, education, transportation, employment- unemployment, housing, group quarters, age of house, value of house, etc.	Gathered every 10 years. Will change to every 5 years with the 1980 census
US HEW	Social Security payments, Medicare and Medicaid data.	
Florida Dept. of Highway Safety	Active Drivers' Licenses by county, by age, by sex	
Florida Dept. of Commerce	Unemployment Statistics	Rates by age groups only on a statewide basis & in Miami
	Unemployment Claimants, Race, Sex	Age groups of 55-64 and 65+
	Employment service users, Sex, educational attainment, county of residence & ethnic group	Age groups of 55-64 and 65+
Florida Dept. of Health & Rehabili- tative Services	Vital Statistics Cause of death by age, by race, by sex, by county. Mental Hospital data Programmatic data on service provided	Sex and disorder for 65+ Tends to be for management and/or evaluation use
University of Florida	Population by age groups by race, by county. Income (total money) Compiles a special statistical abstract on the elderly	These data are estimates based upon 1970 census information
Florida Dept. of Criminal Law Enforcement	Age, race, sex, by offense at statewide level	Only of murder victims and persons arrested
None	Basic crime information on elderly victims	Currently no statewide infor- mation; only limited area surveys

*Source: Florida's 1978 Comprehensive Criminal Justice Plan

NEEDS, OBJECTIVES

Need #1 - All state agencies concerned with the criminal justice system should uniformly and as accurately as possible, collect data on the elderly as they come in contact with their agency.

Objective #1 - To have the State Attorney's Office collect data on their decisions regarding elderly victims and/or complaints. This should include as a minimum, age of victim, type of complaint and initial trial/no-trial decision.

Objective #2 - To determine, by the BCJPA, any additional state agencies that may come in contact with the elderly due to matters of a criminal nature and establish what data elements they can provide.

Need #2 - The crime and the elderly data should be consistently analyzed and presented in a form that can be used by key decision makers.

Objective - To disseminate annually, beginning in 1980, a report by the BCJPA to all key decision makers within the criminal justice system that would provide them with both data and recommendations on how to reduce/prevent crimes against the elderly. The BCJPA should provide crime specific data concerning crimes against the elderly that can be used by crime prevention specialists to develop crime prevention programs.

Need #3 - The public should be aware of the true nature and extent of crimes against the elderly and successful crime prevention techniques in order to take needed precautions without reacting strictly to fear.

Objective - To build into any public education program, an evaluation component in order to assess the effectiveness of that program beginning in 1978. The information gathered on crime and crime prevention programs should be used to update the basic crime prevention package.

Need #4 - More study and research should be done into correlates and/or "causes" of crime against the elderly in order to expand crime prevention programs for "reactive" to a "proactive" posture.

Objective #1 - To have the BCJPA make its data bank available to any state or LEAA-supported researcher and to publicize the data's existence.

Objective #2 - The Board of Regents should fund research into crime causation as a high priority in its research program for state governmental agencies, beginning in FY 1978-79.

ISSUE

CRIME PREVENTION

ISSUE - CRIME PREVENTION

ANALYSIS

The issue of risk anticipation, appraisal, and recognition of a criminal act has baffled law enforcement and criminal justice personnel for some time. This definition of crime prevention assumes that if criminal acts can be anticipated before their occurrence, they can be prevented.

Crime prevention theory speaks to the issue of reducing the opportunity for a crime to occur and reducing the initiative of a person to commit a criminal act. It is assumed that if a criminal has the desire or initiative, and the opportunity presents itself, then a crime will occur.

It follows then, that if we are to prevent crimes against the elderly we must begin to concentrate on reducing the opportunity for a crime against the elderly while at the same time removing the initiative and desire from the criminal. This can be done in a variety of ways that focus on the vulnerability of the elderly that makes them the prime target for an opportunistic criminal. Social isolation, poverty, diminished physical strength, loss of hearing or sight, and other physical ailments make the elderly particularly vulnerable to criminal acts as indicated in most of the limited data available on the subject.

In order to impact on reducing the vulnerability of the elderly to crime, efforts to minimize the consequences of their vulnerability must be addressed.

The issue of reducing initiative in criminals are as broad as as the societal conditions which contribute to the commission of a criminal act. Education, employment, housing, poverty and other social ills are all variables that may have some degree of correlation with crime in our society and could be addressed as causative factors in criminal activity. The lack of suitable employment opportunities may be associated with increased criminal activity among the chronically unemployed or underemployed of our society. According to some authorities, while employment may be coupled with other social programs to effectively reduce crime, employment alone may be the one most single outstanding factor having the most significant impact on rising crime rates.

The provision of programs that impact on reducing initiative for criminal activity will serve to prevent crimes against the elderly while eliminating some of the conditions that breed criminal activity.

As stated previously, vulnerability of the elderly to criminal activity must be reduced through programs which address crime against the elderly. No prevention program can be successful if it does not take into account those factors which make the elderly vulnerable to criminal victimization.

If we examine those factors in relationship to the existing system, we find a serious deficiency in services to the elderly which may impact on crime prevention.

1. Reduced or low income - The preliminary data being gathered by the Task Force on Crime and the Elderly indicates that a good percentage of the elderly population in Florida are on fixed incomes usually in the form of social security or other pension payment plans. This represents approximately 2.9 billion dollars being brought into the state per year not counting the 900,000 elderly persons not on social security. The fear of having one's economic security threatened is a real and ever present threat to the elderly. The impact of any loss of economic resources is greater among the elderly. Prevention programs which focus on theft of social security checks, victim compensation programs, offender restitution, and crime insurance programs will impact greatly in this area.

Florida's Statewide Victim Compensation Law (SB 175) provides compensation to victims of violent crimes. An amendment to the legislation has been introduced that would amend chapter 897.12 of the Florida Statutes relating to emergency awards to victims of crime to make receipt of social security payments part of the criteria for emergency compensation awards.

There exists only a few other victim serving programs in Florida, with none concentrating on the elderly as crime victims. The Governor's Commission on Criminal Justice Standards and Goals funds victim advocate programs and victim witness programs, but have no compensation programs in Florida at this time. Presently, Judges have the discretionary power to require restitution by offenders.

2. Social isolation - While national victimization data are scarce, statistics indicate that 25 percent of the elderly population live alone and in a housing type that is rapidly deteriorating. In Florida, according to Dr. William Bell of the Center on Gerontology at Florida State University, approximately 85 percent of the elderly population are concentrated in 18 counties in Florida, with approximately 50 percent of those elderly persons living alone. Of those persons living alone more than half are women as there is a greater proportion of elderly women to elderly men.

This situation makes isolation one of the contributing factors to crimes against the elderly as well as eliminating the elderly's participation in society. Programs that will reduce this isolation such as congregate living, congregate meals, and transportation programs will increase the opportunity for socialization thereby improving the quality of life for many older Floridians.

3. High crime areas - Low income elderly persons more often as not live in areas where criminal activity is extremely high as a result of other societal problems. Statistics from the St. Petersburg crime analysis unit indicate that approximately 73 percent of the elderly residents in their target area live in the central city. Other national statistics reveal that a majority of the elderly population live in the inner cities with approximately 35 percent owning their own homes.

Crimes against the elderly are increased in areas of mixed housing types and in non-heterogeneous communities. Because of the high concentration of youth, coupled with other societal problems, the elderly become easy crime victims. Transportation services are often times inadequate as routes may not reach minor streets. Ease of access to the facility is difficult and the elderly may require special help in even getting out of their homes to the bus stop. Special housing for the elderly should be situated in areas of less criminal activity. Public housing, retirement housing, and congregate living arrangements all may contribute to a reduction in crime against the elderly. Location and architectural design are extremely important variables in housing types.

NEEDS/OBJECTIVES

Need #1 - Develop legislation which makes an offense against an older person in Florida a crime with a prescribed sentence.

Objective - The Florida legislature should consider legislation patterned after the mandatory sentencing statutes which prescribe stricter sentences for those convicted of crimes against the elderly.

Need #2 - Coordination of all services to the elderly.

Objective #1 - The HRS Aging Program Office should create a clearinghouse function which would coordinate all federal and state aid for services to the elderly.

Objective #2 - The Aging Program Office should identify all human services available to the elderly which may improve the quality of life for the aged.

Need #3 - Develop crime prevention programs to reduce or prevent criminal victimization of the elderly.

Objective - Establish self help training programs in crime prevention techniques to the elderly by all law enforcement agencies participating in the statewide Help Stop Crime! project.

Need #4 - Improve security in all housing for the elderly.

Objective #1 - Consider building code provisions which would require installation in all public or subsidized housing for the elderly target hardening devices such as closed circuit T.V., one way glass, central alarm buzzers, and better locking devices.

Objective #2 - Establish security patrols in congregate housing facilities for the elderly.

Objective #3 - Local units of government should design and build special housing types for the elderly.

Need #5 - To reduce the economic hardship of criminal victimization.

Objective - Increase the availability of crime insurance to the elderly at rates they can afford through enabling legislation amending Chapter 77-452.

ISSUE

JUVENILE JUSTICE AND DELINQUENCY PREVENTION

ISSUE - JUVENILE JUSTICE AND DELINQUENCY PREVENTION

ANALYSIS

The aggregation of the findings of various national studies done on crimes against the elderly seems to indicate that the elderly are being heavily victimized by juveniles.

In Florida, juveniles accounted for 43% of all arrests for Part I crimes in calendar year 1976. This represents a statewide decrease from 1973 (44.2% to 43%).

Most counties where the elderly are heavily concentrated show high percentages of juvenile arrests for Part I crimes with Pinellas being the highest -- 50%; followed closely by Broward and Orange, 47%. Dade and Polk both had 46% and Hillsborough and Palm Beach 45% and 44% respectively. Juvenile arrests for Part I offenses as a percentage of total arrests (adult and juveniles) has decreased steadily from 1973-1975 in all the above mentioned counties.

Statewide from 1973-76, males have comprised the largest percentage of juvenile arrests for Part I offenses (about 79-80%). From 1973-76, most female juveniles have been arrested for the Part I offenses of aggravated assault and larceny. Black juveniles have consistently represented the largest percentages of juvenile arrests for murder, rape, robbery, and aggravated assault from 1973-76. White juveniles have consistently accounted for the largest percentages of juvenile arrests for the offenses of B & E burglary, larceny, and motor vehicle theft.

During 1975, youths in each age group were arrested more often for the offenses of larceny and B & E burglary. In 1975, 17 year old youths accounted for the most juvenile arrests for the offenses of murder, manslaughter, rape, robbery, and motor vehicle theft. Thirteen and 14 year old youths combined accounted for the most arrests in all the other Part I offense categories: aggravated assault, B & E burglary, and larceny.

In 1975, 10.7% of the juveniles arrested in Florida for Part I offenses were arrested for murder, manslaughter, rape, robbery, and aggravated assault (with robbery and aggravated assault making up the largest portion of such offense arrests). In 1976, however, juvenile arrests for these Part I violent offenses as a percentage of all Part I juvenile arrests decreased slightly. Such arrests of juveniles for these violent Part I offenses, as a percentage of all juvenile arrests (I and II offenses combined), had also increased steadily from 1973-1975, but decreased by about .2% from 1975 through 1976.

Unfortunately, there are no data available to determine what percentage of the Part I offenses by juveniles were committed against the elderly or what age, sex, or racial groups of juveniles were committing these offenses.

Research conducted by the Congressional Subcommittee on Housing and Consumer Interests to investigate juvenile delinquency supports the premise that certain social conditions surrounding a youth are contributing factors to involvement in delinquent activities. Inadequate educational and employment opportunities and poor health conditions are listed among those factors common to a large number of youth who become involved in delinquent rather than legitimate behavior.

Alternative educational programs which match learning experiences to the needs and interests of individual children have been limited. Alternative educational programs provide opportunities for changes and wider options for a child who is not reaching full learning potential within regular programming. Presently Hillsborough County successfully operates four such programs.

In Florida, the School Health Services Act of 1974 provides the basis for the requirement that all entering school children receive a physical examination upon admission to the school system. This helps in the diagnosis and evaluation of children for placement in exceptional child programs and in the reevaluation of such children. Although the Florida Plan for School Health Services is a good attempt to fulfill the lack of adequate health care for all children, the Plan cannot be mandated until sufficient funds are appropriated for its implementation.

The same lack of adequate funding situation also exists with the Resource System Act (F.S. 229.831) which authorizes the screening for emotional development and behavioral problems of all children entering kindergarten.

The first Comprehensive Plan for Federal Juvenile Delinquency Prevention Programs reports that a substantial but unknown number of children have mental health problems. They further reported that the under 18 age group males (white and non-white) had higher admission rates to psychiatric care than females. Last year's report of the Joint Commission on Mental Health for Children indicated that 6.9 million children in America had serious mental emotional disabilities. Florida shares part of the problem.

Based on the National Institute of Mental Health incidence figures applied to Florida, approximately 218,000 (nine percent of our total population) children and adolescents are in need of services because of emotional disturbances.

The total number of retarded juvenile delinquents is unknown.

A major problem in adequately serving this special group of youth is that the Department of Health and Rehabilitative Services does not presently have available facilities or other resources to

adequately handle the violent retarded offender. Present staff is not appropriately trained to treat these youngsters.

Another area of concern which requires attention is the abuse of alcohol and other drugs by juveniles. In 1975, 8,581 juveniles were arrested on drug-related charges. This figure represented 8.1% of the total juvenile arrests for that year. However, it is well known that the number of arrests is an incomplete representation of the problem. The number of juveniles who are abusing drugs is of major concern due to the possible detrimental physical and mental effects of drug abuse on a person's life, and to the implications for predisposition to commit crimes as a means of supporting a drug habit. However, little money is spent for substance abuse prevention and education.

Another area that cannot go unmentioned is the problem of youth unemployment. The rate of unemployment among teenagers is at a record high, especially among minority teenagers. The employability of youth has not been given the attention it deserves. The National County Manpower Report indicates that two aspects stand out about teenage unemployment; that it is very high and that it endangers the future of some of the youth.

The same report indicates that in 1975 the unemployment rate for teenagers, aged 16-19 was 19.9 percent. In the first and second quarters of 1976, the seasonally adjusted teenage unemployment rates were 19.4 percent and 18.7 percent respectively. For August 1976, the rate increased to 19.7%. For non-white teenagers the rate was almost double-36.9%. Teenagers accounted for more than 20% of the total number of unemployed, but less than 10% of the total labor force. There is a danger that the experience of unemployment for some teenagers will impair their personal, economic, and social development. Florida officials in the area of employment state that Florida follows the national trend, still suffering the impact of the 1974-75 recession.

The major existing source of funds for youth employment programs in Florida are Title III and IV of the Comprehensive Employment and Training Act of 1973 (CETA). However, in order to be eligible for work under this program the youth has to be poor or in trouble. Employment for all youth has not been recognized as a critical issue in and of itself.

Preventing delinquency is unmistakably preferable to punishing and to system processing. It is clear, though, that prevention is a long range and complex goal but one for which we are to strive. The aforementioned problems are ones which need careful consideration in our efforts of preventing crimes against the

elderly and to increase the opportunities to youth for achieving success within the legitimate societal structure.

Inevitably, though, lawbreaking is a commonplace for many youth and the decision as to how best to divert or rehabilitate that youngster must be dealt with.

The first point of involved contact with the juvenile justice system for many juveniles is contact with law enforcement and/or detention. An increasing number of youth referred to intake for delinquency reasons are being detained.

The possible negative labeling effects on a youth's perception of himself/herself as a "delinquent" by being held in detention may contribute to future illegal activities on the part of youth who have been detained.

In Fiscal Year 1975-76, there were a total of 22 secure detention facilities throughout the state operated by the Youth Services Program Office, designed to serve a total of 730 youth. During that same period of time, a minimum of 12,801 juveniles referred for delinquency were placed in secure detention. The average daily population in secure detention facility programs from July-December, 1975 was 649.7; from January-June, 1976, the average daily population was 775.7; from July-December, 1976 it was 776.7. (Youth Services Program Office "Population and Movement Reports").

An analysis of 95,974 delinquency referrals made to Youth Services Program Office Intake during the period from June, 1975-May, 1976 showed that only 4.7 percent (or 4,511) of all such referrals were for the five violent Part I offenses of murder, manslaughter, rape, robbery, and aggravated assault. Thirteen and four tenths percent of those referrals were for "information only" and an additional 30 percent were handled by other non-judicial dispositions. Therefore, approximately 2,567 youth remained who could represent a large potential risk to their communities if they were released following referral. These youth amounted to only about 2.7 percent of the total youth referred for delinquency.

Present Florida Statutes (F.S. 39.03) permit detention of a child in instances where a child represents a threat to the property or person of others, or to himself; detention is necessary to secure a child's presence at a court hearing; or where there are no available or adequate parental or relative resources to provide care for a child. The two Part I offenses of B & E - Burglary and Larceny, together, accounted for approximately 43 percent of all delinquency referrals to Youth Services Program Office Intake during the June, 1975-May, 1976 time period analyzed. It is highly possible that the majority of youth referred for delinquency who are being detained each year, are being detained on the basis that they represent a threat to the property of others. Such detention may actually be "inappropriate" when the

possible negative labeling effects of detention on youth and their further penetration into the juvenile justice system are considered.

The effectiveness of the current secure detention program in meeting delinquent youth's needs while they await court processing has been adversely affected by several problems. There is currently no specialized transportation component within secure detention programs.

The Youth Services Program Office has estimated that each youth held in detention requires an average of three to five trips during the time he is detained.

Another major problem in the current operation of the detention program and other Youth Services programs in meeting youths' needs is the lack of any specific funding for medical and dental needs of detained youth.

Finally, the educational needs of youth being detained are presently being neglected. Teacher units are provided in the regional detention centers by the local school districts through the Florida Educational Funding Program, but there are insufficient funds currently available for necessary educational materials, supplies and equipment.

An index of the success of services being provided to delinquents by the Youth Services Program Office staff are probation and aftercare services. The work responsibilities of the Youth Services Program Office probation and aftercare counselors include, at a minimum, the supervision of youth on probation, supervision of interstate compact cases, and the supervision of youth following their release from the Youth Services Program Office residential treatment programs. They are also responsible for any work activities necessary for the detention and court processing of youth under their supervision who violate the conditions of their supervision or commit new offenses. Probation and aftercare counselors additionally are responsible for providing supervision for those youth who receive "consent supervision" as a disposition. (In some rural areas of the state, probation and aftercare counselors also still fulfill the intake function, with all of its attendant work activities).

In Fiscal Year 75-76, approximately 27,717 youth were served by probation and aftercare staff in the probation supervision program and 7,376 youth were served by the aftercare supervision program. There are approximately 522 probation and aftercare staff available to provide services to youth at present with a caseload of approximately 53 youths. During this same time period, four of the Youth Services' residential treatment programs (START Centers, Group Treatment Homes, Halfway Homes and Training Schools) reportedly had more than twice as many staff to serve about one-fifth of the number of youth served by probation and aftercare staff.

The percentage of youth who "failed" (committed some new offenses while on probation or aftercare supervision) as a portion of all youth being served by probation in 1976, was 11.7 percent; the percentage of youth at risk (i.e., all being served) who "failed" on aftercare during that same time was 19.3 percent. The average percentage of all youth being served by probation and aftercare combined who failed during 1976 was almost 16 percent. If we compare the number of youth released "unsuccessfully" (i.e., who committed another offense while under supervision) with the total number of youth released from probation and aftercare in 1976, we find that an average of 31 percent were "failures". (Youth Services Program Office Population and Movement Reports, 1976).

Although the residential programs do require heavier staffing to meet the security and treatment needs of delinquent youth being served, it still appears that there has been somewhat more programmatic emphasis within the Youth Services Program Office upon residential services as opposed to the less expensive non-residential treatment services.

Available data seem to indicate that the use of consent supervision has been steadily decreasing since 1974, and that the number of youth committed has decreased since 1975 due to a decline in the number of delinquency referrals. Provided that the number of delinquency referrals does not drastically increase or that the number of youth placed on consent supervision or committed do not severely rise, some of the workload should slack off for probation and aftercare counselors. However, an increasing number of the youth referred for delinquency are being processed through court and being placed on probation; therefore, the regular probationary supervision caseloads of probation and aftercare counselors can be expected to increase as long as these system trends continue to prevail.

With regard to services provided by the individual programs, there is a particular gap presently existing in many areas. According to the Youth Services Program Office staff, at least five of their currently operating treatment programs are generally under-staffed, resulting in lack of optimum provision of services to youth. The TRY Centers apparently do not have sufficient staff to develop a strong family counseling program or to counsel with youth individually or in groups. The current Group Treatment Homes do not have any support staff to assist homeparents, therefore, resulting in approximately \$40,000 worth of overtime payments to overworked homeparent staff.

Each of the five START Centers are authorized for four professional treatment positions currently; the staff in each Center work with 20-25 youths, seven days per week, 24 hours per day, resulting in an unrealistic workload for staff and an inadequate degree of services for youth. Also, Family Group Homes are currently utilizing the services of staff from other programs to help supervise youth and supplement other parts of the program.

The problems addressed here only touch the surface of the causes of delinquency in our state.

NEEDS & OBJECTIVES

Need #1 - There is a need to promote alternative ways to learn within the school setting rather than to insist that all students achieve within a regular program.

Objective #1 - The Department of Education shall provide technical assistance to school districts in implementing alternative educational programs.

Objective #2 - All school districts shall provide for alternative educational experiences that encourage experimentation and diversity in curriculum and instructional methods.

Need #2 - There is a need to effectively instruct, in the public schools, respect for the law and human rights.

Objective #1 - The Florida Bar should develop a model program for local schools to utilize in teaching law and education courses.

Objective #2 - The Department of Education (DOE) shall develop plans for the implementation of educational programs about the criminal justice system, juvenile rights and responsibilities and the law as it affects youth.

Objective #3 - All school districts shall make plans to have an "Elderly Awareness Day" in every junior and senior high school.

Need #3 - To increase access to work, job development and information and job vocational training.

Objective #1 - All levels of government should initiate or expand programs that develop job opportunities for youth. A comprehensive youth employment program should be developed, that includes maintaining a larger number of available jobs, job training and elimination of discriminatory hiring practices.

Objective #2 - The Department of Education (DOE), Department of Commerce (DOC), and Department of Community Affairs (DCA) should develop and implement programs for disseminating information to all junior and high school students regarding the availability of jobs within the community.

Objective #3 - Each Department of Health and Rehabilitative Services (DHRS) district should have the services of an Employment and Job Training Coordinator for youth.

Objective #4 - The Florida Department of Commerce shall plan to implement programs to assist the Community Action agencies and Urban Leagues in the state to increase their provision of job counseling, training and placement of youth.

Need #4 - There is a need to improve health services to children and youth and to promote the services to address the special needs of those children with special handicaps.

Objective #1 - To continue to implement the School Health Service Act by having the Department of Health and Rehabilitative Services coordinate this program with the Medicaid and Early Periodic Screening Diagnosis and Treatment Program (PSDT) to achieve early detection and referral of those with disease and handicapping mental and physical conditions.

Objective #2 - School health administrators should coordinate efforts with child day care programs and Head Start programs to assure that all children are properly screened.

Objective #3 - The Department of Health and Rehabilitative Services (DHRS) shall develop programs directed at the unique but generally neglected health programs of the pre-schooler and adolescent, with emphasis on the identification of high risk groups.

Objective #4 - To provide appropriate health personnel in each of the Department of Health and Rehabilitative Services (DHRS) districts to promote school health activities in the districts, provide guidance to county public health personnel and school personnel.

Objective #5 - The Department of Health and Rehabilitative Services (DHRS) should implement programs in all its districts that provide early intensive treatment and social and recreational services for severely disturbed children and adolescents.

Need #5 - There is a need to instruct and assist individuals and families in the method of planning family size and spacing of births.

Objective - To implement and expand family planning programs through the Department of Health and Rehabilitative Services (DHRS)/Social and Economic Services (SES).

Need #6 - There is a need to increase youth knowledge of the dangers of substance abuse and to effectively provide treatment for those who abuse it.

Objective #1 - The Department of Education in conjunction with the Mental Health Program and the Drug Abuse Education and Trust Fund should develop policies and guidelines for the implementation of a statewide substance abuse education program.

Objective #2 - To provide all students with at least four health education units of instruction by professional health educators during the K-12 years.

Need #7 - There should be residential programs available to provide services for retarded juvenile offenders with I.Q.'s of 56 or below, who have been adjudicated delinquent for violent offenses.

Objective #1 - To ascertain through appropriate testing by the Department of Health and Rehabilitative Services Mental Health Program Office, the exact number of youth currently committed to the Department of Health and Rehabilitative Services (DHRS) who have an I.Q. level of 56 or below, and who have committed violent offenses.

Objective #2 - To establish within the Department of Health and Rehabilitative Services (DHRS) at least one secure residential treatment program (at a currently existing DHRS facility) designed specifically to serve the violent juvenile offender with an I.Q. of 56 or below, which will serve at least 30 percent of the youth determined to be in need of such a program.

Need #8 - More programmatic emphasis should be given to the probation and aftercare function within the Youth Services Program Office (YSPO).

Objective - The Youth Services Program Office should evaluate the cost-effectiveness of "consent supervision" in reducing recidivism among referred delinquents and to consider the feasibility of placing responsibility for such supervision with Intake staff rather than Probation and Aftercare staff.

Need #9 - The percentage of youth released from probation and aftercare as "failures" for committing a subsequent offense should be lower than the current 30 percent failure rate.

Objective #1 - The Youth Services Program Office should evaluate their intensive counseling program, with a view towards those factors contributing to its apparent success which could be utilized in the regular probation and after-care program.

Objective #2 - To evaluate by the Youth Services Program Office the current probation and aftercare program to determine the reasons for the current 30 percent failure rate.

Need #10 - Adequate attention to the educational needs of youth served in the Youth Services Program Office treatment programs should be provided.

Objective - To provide, by General Revenue allocations to the Youth Services Program Office the necessary funds and/or staff positions for improved educational services for youth in the Halfway House, training school, and secure detention programs in order to meet the teacher:student ratios established in F.S. 959.25.

Need #11 - Currently operating Youth Services Program Office residential treatment alternatives to institutionalization for delinquents should be adequately staffed with professional personnel so as to adequately meet the treatment needs of youth being served.

Objective - To provide, by General Revenue allocations to the Youth Services Program Office, the necessary staff in all community residential treatment programs to conform to the Florida Juvenile Delinquency Standards.

ISSUE

LAW ENFORCEMENT

ISSUE - LAW ENFORCEMENT

ANALYSIS

The delivery of services to the general public, which includes a jurisdiction's elderly population, is the primary responsibility of a law enforcement agency and its administration.

Based upon available data, the majority of the law enforcement community acknowledges the importance of effective administration of agency operations. Additionally, based upon studies at the national level in law enforcement (National Advisory Commission on Criminal Justice Standards and Goals from 1971 to 1973) and in Florida with the development of Standards and Goals for Florida's criminal justice system, almost all improvements in law enforcement are dependent upon administrator initiative and ability. The studies also reaffirmed criminologists' beliefs that a minimum of 50 percent of the improvements required in law enforcement only need policy and procedural changes or development; not additional allocations of resources or the passage of legislation at the state and local levels.

In a 1976 standards and goals survey of agencies conducted by the Governor's Commission on criminal justice standards and goals, 48 percent of law enforcement agencies in the state are operating without basic policies and/or procedures. No determination could be made as to the effectiveness of existing policies and procedures of which 52 percent of all agencies indicated were in effect.

The need for specific policies and procedures in the agencies were also judged in the survey. Over 40 percent of the agencies had no written policies on agency objectives and priorities; at least 40 percent had no written policies on the exercising of discretion by police personnel in using arrest alternatives or in conducting investigations; and more than 55 percent have no programs or policies to assure joint participation by police and the public in the identification of crime problems (this includes the identification of serious offenses and geographical areas).

The responses to questions on personnel management policy and procedures revealed a continual lack of policy propagation by agency administrators. Almost 50 percent had no written policies governing promotion to a higher rank or paygrade. Almost 60 percent indicate that no formal personnel programs existed or

were available to further employees' professional growth. Fewer than 15 percent allow lateral entry of qualified sworn or civilian personnel.

The data also tend to indicate that the types of technology, such as consultant services, which may be needed to rectify such problems, may be too costly for the medium-size or small law enforcement agency. The unavailability of modern management technology is causing some of the reported technical problems in the areas of record management and administration.

The Law Enforcement Assistance Division (LEAD) of the Florida Police Chief's Association surveyed 200 medium and small police agencies in Florida during 1976. Of the total sample of police chiefs interviewed, 62.8 percent noted that record management requirements were problems in their departments. Requirements for records management tended to be more severe than problems in those agencies with a general population of 1,001- 2,000. Thus, it would appear that smaller agencies have a greater problem with record management. Less than half (46.2 percent) indicated that administration and personnel management were problems in their departments. In the total sample, 45.2 percent of the chiefs noted inter-agency confusion as a problem. Nine percent noted this problem as major, 14 percent noted it as moderate, and 22 percent noted it as a minor problem.

As was indicated in a 1977 Bureau of Criminal Justice Planning and Assistance (BCJPA) law enforcement resources survey (see Table 3) shared use of available resources with other law enforcement agencies was possible with 64 percent of agency resources surveyed. This statistic indicates that law enforcement agencies are receptive to the concept of sharing resources. Large numbers of law enforcement agencies (136) indicated that shared use of holding facilities was possible. Other resources which rated high on the possibility of shared use included: training instructors (133), temporary manpower (91), classrooms and training facilities (89), photographic processing services (79), and outdoor training areas (63).

The same survey sought to determine the degree to which law enforcement services were being shared. Of the 360 law enforcement agencies surveyed, 274, or 76 percent indicated that their agency received police services (specialized services) from another agency through a cooperative agreement. Less agencies, 136, or 38 percent stated that their agency provided police services to other agencies through cooperative agreements.

In a question which sought to determine the general information received by sampled police chiefs, 41 percent of the 200 chiefs interviewed indicated that they received announcements concerning management trends. The number of those receiving that information dropped steadily as the population of their jurisdiction decreased. In the largest departments, nearly 74 percent received management information announcements, while

*Source: Bureau of Criminal Justice Planning and Assistance Law Enforcement Survey, 1977

LAW ENFORCEMENT RESOURCE SURVEY *

Table 3

SHARED USE POSSIBLE

SHARED USE NOT POSSIBLE

DO NOT HAVE THIS RESOURCE

Law Enforcement Resource	MPU/HCI N=96	RPC N=123	Statewide N=219	MPU/HCI N=96	RPC N=123	Statewide N=219	MPU/HCI N=96	RPC N=123	Statewide N=219
1. Temporary Manpower	41	42	83	9	32	41	46	50	96
2. Property Storage	28	18	46	56	86	142	12	20	34
3. Legal Advisor	22	9	31	23	27	50	51	88	139
4. Planning Unit	22	16	30	14	16	30	60	92	152
5. Vehicle & Equipment Maintenance	15	15	30	60	71	131	21	38	59
6. Holding Facility	52	73	125	21	14	17	21	37	58
7. Crime Lab Services	25	20	45	4	9	13	41	93	114
A. Fingerprint Analysis	32	33	65	13	6	19	51	85	116
B. Firearms I.D.	11	13	24	4	0	4	01	110	191
C. Drug Analysis	12	13	25	3	4	7	81	106	187
D. Blood Analysis	0	9	17	0	2	2	88	112	200
E. Document I.D.	14	9	23	3	2	5	79	113	192
F. Photographic Processing	30	33	71	16	19	35	42	72	114
G. Other (Specify)									
8. Computerized Data Storage and Retrieval	27	9	36	17	6	23	52	109	161
9. Training Facilities:									
A. Classrooms	43	38	81	10	10	20	43	76	119
B. Firing Range	44	4	40	6	0	14	46	78	124
C. Videotaping Studio	13	24	37	4	11	15	79	131	210
D. Outdoor Training Areas	34	55	89	3	3	6	59	94	153
10. Training Instructors	67	11	70	7	9	16	22	54	76
11. Helicopter/other Aircraft	14	29	43	0	10	10	82	123	205
12. Polygraph	24	12	36	0	2	2	72	104	176
13. Mobile Evidence Collection Unit	22	12	34	7	3	10	67	106	173
14. Canine Unit	27	12	39	3	1	7	66	108	175
15. Bomb Disposal Unit	12	7	19	1	21	22	83	112	195
16. Weapons Repair	9	12	21	10	6	16	77	109	186
17. Narcotics Storage Vault	20	21	41	33	34	64	43	78	121
18. Criminal Justice Library	28	30	58	8	8	16	60	99	159
19. Other(s)									
	704	579	1,283	337	420	757	1,525	2,397	3,922
	(27%)	(17%)	(21%)	(13%)	(12%)	(13%)	(60%)	(71%)	(66%)

SUMMARY ANALYSIS: Law Enforcement agencies responding to this survey (N=219) indicated that of all available resources, 62% were considered feasible for shared use. A majority of the survey resources listed (65%) were not available in the surveyed agencies.

Those resources with the highest likelihood of shared use included: Holding facilities (125 agencies); Outdoor Training Areas (89); Temporary Manpower (83); Classrooms (81); Training Institutes (78); and Photographic Processing Equipment (71). Resources with a low likelihood of shared use include: most crime laboratory services; bomb disposal units (19 agencies) and weapons repair capabilities (21 agencies).

CONTINUED

1 OF 2

only 25 percent of the smallest departments received such information.

Chiefs were also asked if they ever brought in outside consultants for advice. Of those sampled, 27.5 percent reported never having used consultants in their departments. Of those who indicated using consultants, 92.6 percent said their consultant services were either helpful or very helpful. When asked if they thought the cost of consultant services were prohibitive for their department, 54.5 percent of the chiefs interviewed reported that such services were too expensive.

While it is recognized that police administrators need complete and concise information concerning agency operations, socio-economic data, etc., few agencies formally established dedicated data collection and analysis operations to provide such information.

Approximately 38 percent of Florida's law enforcement agencies have established a planning process to anticipate long and short-range problems. Approximately 15 percent reported to have a specialized planning unit. A majority of the agencies with planning units had one or two persons permanently assigned to the unit. Of those agencies with specialized planning units, 59 percent provide specialized training for their planning personnel. Survey data indicate that 95 percent of the specialized planning units consult with other law enforcement agencies; approximately the same number of agencies consulted with other government agencies; approximately 38 planning units consulted with private consulting firms and approximately 31 percent reported consulting with some other type of agency. A large majority, 74 percent of law enforcement agencies have established liaison with regional planning councils or metropolitan planning units within their areas.

Of the agencies containing formal planning operations, personnel assigned as planners average approximately two full-time sworn officers - only 35 percent are civilian personnel.

There are no available data which specify the level of research and development activities within law enforcement agencies in Florida. While law enforcement administrators generally recognize the need for increased research in the law enforcement area in Florida, there are specific areas for which the lack of adequate research has resulted in a critical lack of information and knowledge. These areas include: development of standards for selection of police recruits, development of reliable performance measures, research into various types of manpower allocation, research into the role of law enforcement in the crime prevention area, and numerous other areas of law enforcement activity.

No quantifiable data exist which specifies the level of evaluation resources within law enforcement in Florida. However, it is generally recognized that a large majority of law enforce-

ment activities, programs, and functions continue to receive financial assistance with little or no knowledge as to the effectiveness of such activities on the reduction of crime; or improvement of the criminal justice system. Since most law enforcement agencies do not have in-house evaluation capabilities, and since those agencies that do have planning, research and evaluation capabilities have an average of two persons per unit, there does not appear to be adequate evaluative resources within the law enforcement area in Florida.

The conventional law enforcement response to a number of specific offenses appears to be ineffective in stabilizing or reducing the rates of part one offenses. For instance, the number of breaking and entering arrests increased by 51.4 percent between the years 1973 and 1975. The crime of breaking and entering accounted for 30.4 percent of all reported Part I index crimes in 1975. Larceny is the most frequently reported Part I crime in 1975 with 354,256 offenses. Larceny accounted for over 50 percent of the total Part I crimes reported during the period 1973 to 1975. Larceny also had the lowest clearance rate of any index crime in 1975.

Typically, agencies deploy approximately 70 to 80 percent of its sworn personnel to patrol, investigative, and traffic functions. Approximately, 20 percent is assigned to staff and auxiliary functions. Of the 70 percent assigned to line operations, approximately 80 to 90 percent are assigned to patrol functions. Although no specific information is available, data on all police officer ranks in Florida indicate that approximately 65 percent of available sworn manpower is being assigned to line operations. Obviously this would vary from department to department depending upon its size, population served, etc.

There is no universally accepted method of deploying police officers or determining the number of personnel needed in a given jurisdiction. The first critical step needed prior to actual deployment is a "patrol workload study" which would determine the distribution of an agency's patrol personnel workload. Three fundamental patrol operation responsibilities would need to be considered in determining workload distribution: crime, calls for services and arrest.

The above factors are presented by looking at total law enforcement personnel (17,981) and the 65 percent previously stated as approximate representation of line officers in the state. With 11,687 line officers in Florida, Part I index crimes are occurring at the rate of 50 per line officer. Part I arrests are occurring at the rate of 9 per officer with Part II crime tripling the rate - 25.6 arrests per line officer. As an aggregate figure, 34.6 arrests (Part I and II) are being made per officer.

The final workload analysis indicator is presented by comparing calls for service, available line officers who can respond and type of calls for service. Based upon 1975 estimates for public

calls for service, approximately 9,000,000 calls are placed to police agencies annually. Of these, 48 percent are disposed of by agency communications dispatchers. The remaining 52 percent are communicated to line officers for follow up which indicates that approximately 415 calls for service are assigned annually per line officer. Tables 4 and 5 categorizes these calls into types of responses and dispositions.

The foregoing workload analysis, which has not considered many other activities an officer may be required to perform, indicates that an officer only responds to 25 to 31 percent of all calls for service categorized as illegal activity. As an average, less than one call for service is assigned or requires a response per day per officer and less than one reported crime is occurring each five day work week per active line officer.

The main implications are that each officer cannot depend on calls for service to suppress Part I offenses. Police officers' significantly low arrest and clearance rates must and can be improved by objectively developing patrol deployment patterns for specific areas. To assure proficiency, patrol operations will require improved management techniques and technical resources prior to implementation.

A recent Phase I evaluation of Specialized Patrol Projects conducted by the National Institute of Law Enforcement and Criminal Justice compared groupings of low visibility patrols, high visibility patrols, and combined high/low visibility patrols was completed in 1976. Results are presented as follows:

Low Visibility Patrols: The patrols are based partly on the assumption that less visible police presence, achieved through civilian dress and/or mechanical device tactics, will lead to increases in apprehension and, therefore, to reductions in target crimes.

High Visibility Patrols: These patrols are based partly on the assumption that increased uniformed police presence, attained through the use of uniform tactics will deter crime and, in turn, increase the chances of apprehending criminals.

Combined High/Low Visibility Patrols: These patrols are based partly on the assumption that increased uniformed police presence, attained through the use of uniform tactics combined with the low visibility strategy, using civilian dress and/or mechanical units, will deter crime and increase apprehension rate.

Gross ratings on the success and failure related to performance and effect has yielded a set of tentative conclusions:

1. High visibility patrols are more successful at deterrence than apprehension.

Table 4

CATEGORIZATION OF DISPATCHED CALLS FOR SERVICE **

1975

The following represents the average agency response to the following categories. All agencies' response in each table were averaged. Thus, each agency, despite size, is given equal status. Data from each agency was presented as estimates.

	RPC Responses N=120	HCI* Responses N=93
1. <u>ILLEGAL ACTIVITY</u> : Includes calls for all Part I offenses, Part II calls <u>except</u> for intoxicification, disorderly conduct, and regulatory-type local ordinances	25%	31%
2. <u>DOMESTIC DISPUTE OR PUBLIC DISORDER</u> : Includes all calls for family and citizen disputes (non-violent), disorderly conduct, intoxication, missing persons, regulatory local ordinance violations, etc.	31%	22%
3. <u>CRIMES OF NEGLIGENCE</u> : Includes all calls relating to traffic violations, traffic accidents and other crimes of negligence	16%	18%
4. <u>SERVICE CALLS</u> : Includes calls relative to sick or injured persons aided, lost persons aided, animal bites, stray animals, etc.	19%	16%
5. <u>PUBLIC SAFETY</u> : Calls which include traffic regulation, fire, street defect, street crossing detail, miscellaneous hazards, etc.	9%	13%
TOTAL	<u>100%</u>	<u>100%</u>

SUMMARY ANALYSIS: The average agency response of the regional and HCI agencies show a great deal of similarity. The regional agencies estimate a slightly higher percent of service and domestic dispute/public disorder calls than does the HCI agencies. The more metropolitan HCI agencies estimate a higher percentage public safety, illegal activity and negligence-type calls.

The most significant estimate is the percentage of time spent on illegal activity-type calls. The regional agencies estimate that 25 percent of their calls can be categorized as illegal activity while HCI area agencies estimate 31 percent of their calls fall in this category. These estimates verify the fact that a majority of the patrol officers' time is spent responding to non-criminal type calls. The results of similar findings in many jurisdictions has led to a utilization of non-certified personnel (community service aides) to handle many of these types of calls which do not require the expertise of a certified officer.

*HCI responses include Palm Beach MPU (Martin and St. Lucie Counties)

**Source: Bureau of Criminal Justice Planning and Assistance
Law Enforcement Survey, 1977.

Table 5
WORKLOAD DATA***
1975

Estimated Disposition of Illegal Calls for Service*

	RPU Responses N=118	HCI Responses N=83
1. No suspect located/unfounded complaint	39%	49%
2. Suspect(s) located, no arrest (counseled and released)	30%	20%
3. Arrest made (includes field citations)	31%	31%

SUMMARY ANALYSIS:

Illegal Activity calls include calls for all Part I offenses, Part II calls except for intoxication, disorderly conduct, and regulatory type local ordinances. The illegal activities calls that resulted in an officer being dispatched to the location of the reported offense were categorized according to the possible disposition of the call. All agency responses were given as estimates. All Regional Planning Unit agency estimates were averaged. Therefore, each agency was given equal weight despite variation in manpower and workload. All regional estimates were averaged separately as were the HCI estimates.

The HCI agencies estimate that 49% of their illegal activity calls result in either no suspect being located, or an unfounded complaint. Regional agencies estimate that slightly less (39%) of such calls are categorized in that way. Both regional and HCI agencies estimate that 31% of the illegal activity calls result in an arrest being made.

The regional agencies estimate that a higher percent (30%) of illegal activity calls result in the suspect being located but no arrest being made. The HCI agencies estimate that 20 percent of such calls result in that disposition.

*Excluding Part II arrests for intoxication, disorderly conduct and regulatory type local ordinances which we have included in the Domestic Dispute/Public Disorder Category.

**RPU = 118 agencies; HCI = 83 responses, HCI responses include Palm Beach MPU (Martin and St. Lucie counties).

***Source: Bureau of Criminal Justice Planning and Assistance Law Enforcement Survey, 1977.

2. High/low visibility patrols are slightly more successful at apprehension than deterrence.
3. Although no conclusive statement can be made about the low visibility patrol group, due to inadequate information, existing data suggest projects in this group were slightly more successful in deterring crime than in increasing arrests.

The Wilmington, Delaware Split Force Program was an experiment in police manpower productivity. It involves splitting the patrol force into two components, one of which concentrated on responding to calls for service, while the other performed structured crime prevention activities. This program incorporated several allocations; prioritized dispatching, formalized response delays, utilization of one officer cars, and a fixed post-assignment period. Findings of this experiment indicated that the average response delay decreased by 24.7 percent, officer workload increased by 24 percent, and mileage per hour decreased 2.5 percent. It was also found that 65 percent of citizens surveyed who made calls for police service indicated that the response delay was alright so long as they were informed about the delay. The conclusions of the Wilmington Split Force experiment indicate that it is a productive alternative to traditional police patrol. It is also noted that adequate pre-implementation planning is needed to mitigate the potential organizational conflicts of such a change in procedure.

Research in the area of police patrol has not rendered any firm conclusions as to the superiority of any one type of police patrol strategy. Several models have been developed which can increase the efficiency of manpower allocation. It is generally agreed that the effectiveness of any alternative patrol strategy will depend a great deal on the adequacy of the planning that took place prior to the implementation.

In a survey of law enforcement agencies, in Florida, 88 agencies or 25.4 percent of those surveyed, stated that they used non-sworn personnel for traffic control. Non-sworn personnel were used by 49 (14 percent) agencies for tasks involving evidence management. Thirty-six, or 11 percent of the agencies provide non-sworn personnel for research and planning, 234 (68 percent) used non-sworn personnel in communications, 90 (30 percent) used such personnel in the area of personnel.

The types of dispatched calls which involve illegal activity constitute approximately 25-31 percent of the average agency's calls. This indicates that a large majority of officer time is spent handling calls which do not require specialized skills in detecting and apprehending a criminal suspect.

While increased patrol and workload data were generated for this plan, other relevant data were not available. Data which would be useful in this area include: A breakdown of officer street activity by type of activity; approximate amount of time spent on each activity; the type of action taken to complete each call for service; and the type of patrol allocation plan followed by each agency.

Many property offenses can be effectively detected through the use of sophisticated monitoring and surveillance equipment. However, many agencies lack the financial resources to purchase such expensive equipment. Therefore, increased shared use of equipment may help to reduce the rate of breaking and entering which has increased 11% in the years between 1973 and 1975, as well as the rate of motor vehicle thefts which have increased approximately 9% during the same period. Effective communication and cooperation between law enforcement agencies is particularly important in developing inter-jurisdictional strategies to combat certain types of crimes. For example, to successfully reduce the level of drugs that are smuggled into the United States through Florida, the cooperation and combined efforts of several different law enforcement agencies on both the local, state and federal levels are often required. However, the fact that Florida drug law arrests increased 19% from 1973 to 1975 indicates that increased inter-agency strategies may be needed to implement effective narcotics enforcement efforts.

Data were available that listed the number and type of specialized enforcement units within the law enforcement agencies in Florida (See Table 6). However, such data failed to accurately determine the level of duplication among agencies with same or similar specialized resources. Comparative need assessment data would greatly improve the data base in this section, and would provide some guidance in avoiding duplication of resources in funding specialized efforts.

The Florida Department of Criminal Law Enforcement has estimated that major active organized criminals in Dade and Broward counties have increased from 486 in 1974, to an estimated 1,000 in 1976. This increase includes 35 individuals who migrated from Canada and 38 individuals from the state of New Jersey who fled to Florida to avoid the New Jersey State Crime Commission Investigation.

Statistics showing the impact of organized crime on either the overall or specific crime rates are not available. Due to the nature of organized crime, only educated guesses can be made on the incidence of crime that can be directly related to organized criminal activity. It is known that organized crime activities include: gambling, loan sharking, narcotics, poronography, financial fraud, stolen property, illegal real estate transactions, and labor racketeering, as well as various involvements in legitimate businesses.

*Source: Bureau of Criminal
Justice Planning and
Assistance Law Enforce-
ment Survey, 1977.

Table 6
SPECIALIZED ENFORCEMENT UNITS *

TYPE UNIT	# OF AGENCIES WITH UNIT	TOTAL NUMBER OF FULL-TIME PERSONNEL	AVERAGE FULL-TIME PERSONNEL PER UNIT
Research/Development Evaluation/Planning	46	120	2.6
Bomb Disposal	15	14	0.9
Legal Unit	19	19.5	1.0
Narcotics	73	308	4.2
Burglary	55	377	6.8
Vice	47	130	2.8
Special Situation Teams (SWAT)	36	282	7.8
Organized Crime	37	222	6

SUMMARY ANALYSIS:

The most prevalent type of specialized unit within surveyed agencies is the Narcotics Unit. Seventy-three (73) agencies reported to have a narcotics unit which was staffed by fulltime personnel. These units averaged slightly more than four fulltime officers per unit. Other frequently reported units included: burglary (55 agencies), vice units (47) and Research/Development/Evaluation/Planning units (46). The least prevalent types of units were reported to be the Bomb Disposal Unit (15 agencies) and the Legal Unit (19). These units also had the lowest number of personnel in their units with approximately one fulltime person per unit.

Other types of specialized units listed in addition to the above surveyed units include: Intelligence Units (4), Crime Specific Tactical Units (3), Canine Units (3), Homicide Units (3) I.D. Laboratories (2). Specialized Theft (auto, bicycle) Units (2), Crime Scene Processing Units (2), an Arson Unit, a Marine Unit, a Cadet Unit and a Civil Processing unit. It is quite likely that a larger number and wider variety of specialized units exist than is indicated by the above data. Only the nine categories of specialized units listed above were specifically listed in the survey questionnaire. Those units listed as "other" are, therefore, likely to be under-represented in this data.

The Florida Department of Criminal Law Enforcement estimates that the organized crime population statewide includes:

Traveling criminals	545
Narcotics	121
Gambling	570
Fraud Artists	300
TOTAL	1,536

Principal Activities of Organized Crime in Florida

Gambling, narcotics, loansharking, pornography, financial fraud, stolen property, real estate, labor racketeering, legitimate business, movement from other states.

Economic Impact of Organized Crime in Florida (As estimated by the FDCLE and the Second Statewide Grand Jury on Illegal Gambling)

<u>Activity</u>	<u>Economic Impact</u>	
Bookmaking	1 yr. handle in Dade County only. Profit from 9 operations in Dade and Broward Counties only	44,000,000
		4,650,000
Bingo	Profit from 8 operations in Broward County	8,000,000
Narcotics	Property loss from crimes committed to support heroin habits	276,000,000
	Lost production & earnings through drug-related absenteeism & unemployment	60,000,000
	Cost of state, local and private drug programs	44,000,000
	Drug-related health costs	8,000,000
	Total narcotics impact:	412,800,000
Loansharking		unknown
Pornography		
-obscene books & movies		
-income tax evasion	Based on per capital estimate	2,800,000
-launder money		

<u>Activity</u>	<u>Economic Impact</u>
Financial Fraud	
-Securities fraud	
-Advance Fee Schemes	
-Worthless Loan Commitments	
-Fraudulent bond deals	
-Insurance fraud	
-"Dummy Corporations"	1,660,000,000
Stolen Property	unknown
Real Estate	
-Bankruptcy	Estimated holdings in
-Skimming	34 Florida counties
-Fraudulent loans	
-Laundering money	
-Income tax evasion	950,000,000
Total economic impact	\$3,022,250,000

While law enforcement training has made considerable progress since the initiation of the Police Standards and Training Commission (PSTC) in 1967, there are presently no standards to assure the quality of law enforcement training. There presently exists a great deal of variation between the level of instruction provided by Florida's 51 certified police training centers. As a result of the variation in the availability of specialized courses and the quality instruction, law enforcement recruits from some training academies are completing their instruction with a higher degree of job readiness than recruits who graduate from other training programs.

Within Florida's High Crime Incidence areas, only 35% of the active certified officer manpower have entry level educational attainment levels higher than that of high school. Only 16% of this work-force have entry-level attainment levels equal to or higher than that of the Bachelor's Degree. Officers within the state's High Crime Incidence (HCI's) areas have completed 18,291 in-service training courses, a ratio of 1.6 courses per officer. Most of these courses were either basic training courses (34%) or refresher courses (27%).

NEEDS AND OBJECTIVES

Need #1 - Continue efforts to develop standardized and validated measures of law enforcement performance and effectiveness in Florida.

Objective #1 - The BCJPA should develop and implement an agreement with the Board of Regents (BOR) (Project STAR) to conduct a law enforcement performance/effectiveness measurement study.

Objective #2 - The BCJPA should provide to all criminal justice planners, planning units and law enforcement agencies standardized performance/effectiveness measures.

Need #2 - Develop and/or expand planning, research, development and evaluation capability within certain law enforcement agencies.

Objective #1 - The BCJPA and all planning regions should develop local strategies to upgrade the research, planning and evaluation capabilities of all medium and large enforcement agencies.

Objective #2 - Medium and large law enforcement agencies should implement strategies to upgrade their research, planning and evaluation capabilities.

Need #3 - Development of specialized training programs to provide crime/job specific training to professional and paraprofessional law enforcement personnel in Florida.

Objective - Expand the efforts of the Police Standards and Training Commission to include "Managed Patrol Operations" (MPO) curriculum in local and regional training academies.

Need #4 - Decrease the involvement of certified law enforcement officers in matters that can be adequately handled by non-certified/civilian personnel.

Objective - Begin through the use of designated criteria to utilize non-certified and/or civilian personnel in 20 law enforcement agencies to assume responsibilities that do not require the training and expertise of certified law enforcement officers.

Need #5 - Improve preventive patrol's effectiveness in local law enforcement agencies.

Objective - Implement improved/innovative patrol deployment plans in 20 local law enforcement agencies which have a high concentration of elderly populations in their jurisdictions.

Need #6 - Increased crime specific tactical units and programs to adequately enforce specific laws.

Objective #1 - Continue the operation of the "Strategic Organized Crime Investigation Capability" (SIC) unit of the Florida Department of Criminal Law Enforcement.

Objective #2 - Develop, by BCJPA, a needs assessment for criminal fraud enforcement units.

Objective #3 - Implement a number of pre-selected specialized fraud enforcement units in local law enforcement agencies which have a higher concentration of elderly population within their jurisdictions.

ISSUE

COURTS

ISSUE - COURTS

ANALYSIS

As previously noted, little hard data is available on a uniform basis regarding elderly victims of crimes. The Uniform Crime Reports disclose that in 1976 in Florida there were 11,000 arrests of persons over 60 years of age, of which 5,500 were of persons over the age of 64. Other more limited studies disclose the particular vulnerability of the elderly to certain categories of crime such as purse-snatching, strong-arm robbery, fraud, etc.

Public hearings of the Crime and the Elderly Task Force during 1977 disclosed certain common complaints and findings regarding crime against the elderly in Florida. Various frauds, swindles and con-games in the areas of land sales, securities, investments, home repairs, social security check frauds, bank schemes, false weights and measures, unnecessary prescriptions, housing codes, deceptive advertising, medicine and health, advance fees, phony contests, commodities, mortgages, religious, and payramid schemes all have a serious effect on the elderly. Many speakers were concerned with the court system in general (especially the juvenile court system) and how criminals seem to manipulate the system and escape serious punishment. The police, for many years the public scapegoat for crime problems, have been replaced by the courts as the most visible component of the justice system which is allegedly failing to protect the public.

The elderly, like many other citizens, complain of thier treatment when they come in contact with the court system as victims, witnesses and jurors. Court facilities are poor, victims mix in the halls with their offenders, participants cannot easily hear proceedings, participants are not notified of cancelled proceedings, etc. Innovative programs have been established around the state where transportation needs of court participants are taken into account (such as free bus rides or free parking at the courthouse) and better communications are established with case participants regarding schedule changes (telephone notification service).

Other areas of interest to the elderly include: legislation concerning increased penalties or mandatory minimum sentences for crimes against elderly victims or where deadly force is used;

legislation establishing stronger restitution laws and victim compensation plans; and legal services for the indigent elderly.

In a 1975 Bureau of Criminal Justice Planning & Assistance (BCJPA) study, it was found that overall, the state attorney offices are screening approximately 27.8% of the criminal cases out of the criminal justice system before a charge is filed. In the same survey, it was found that 31.3% of the state attorney offices have written screening guidelines.

Currently, there are nine judicial circuits which have pretrial intervention programs. They range in size and cost from the Miami Pretrial Intervention Program, which operates at a cost per client of \$398.50; the Tampa Pretrial Intervention Program under the supervision of the Florida Parole and Probation Commission, which serve clients at a cost per client of \$55.00 with average length of time in the program of 7.5 months; to the Orange County Pretrial Intervention Program which serve clients at a cost per client of \$160.00. Other pretrial intervention programs are operating in Pensacola, Clearwater, West Palm Beach, Broward County, Gainesville and the 19th Judicial Circuit.

According to the 1975 survey, only 3.3 percent of the cases handled by the state attorney offices are diverted into pretrial intervention programs. Thirty one and three-tenths percent (31.3%) of the time, state attorneys do not divert any cases into pretrial intervention programs. When each state attorney's office was asked to rate those factors which they felt were most important in determining whether to divert a defendant into a pretrial intervention program, the most frequent and important factor was whether the offender is a present danger to the community.

Currently, there are six citizen dispute settlement programs in operation in the state. The program located in Miami is processing 6,000 cases annually at an approximate cost of \$90/case. The average cost per misdemeanor case if processed through the court system in Miami is about \$250/case. Other CDS programs are located in Pinellas, Polk & Broward Counties; Jacksonville and Orlando.

According to the BCJPA survey in 1975, 38.5 percent of the counties in the state provide information desks in the courthouse to direct defendants, witnesses, jurors, and spectators to their destinations.

The same survey of criminal court judges found that 54 percent have not participated in regional and/or state sentencing institutes. It was reported that 50.7 percent of the judges have visited no more than three correctional facilities in their jurisdiction in the past year. Sixteen and nine-tenths percent (16.9%) had visited 4 or more facilities, and 32.4 percent had not visited any correctional facility in the past year.

In appropriate cases, offenders should be diverted into non-criminal programs before formal trial or conviction. Such pretrial intervention is appropriate where there is a substantial likelihood that conviction could be obtained and the benefits to society from channeling an offender into an available non-criminal pretrial

intervention program outweigh any harm done to society by abandoning criminal prosecution.

Standard CT 1.02 lists factors which should be considered favorable to pretrial intervention (e.g., youth, victim consent, etc.) and those which are unfavorable (e.g., prior record, use of violence, etc.).

Standard CT 3.16 states that every metropolitan area which demonstrates a need should consider implementing a citizen dispute settlement program within the State Attorney's office or judiciary. Under this type of program, those persons involved in certain ordinance violations, misdemeanors, and minor felonies would be given the opportunity to settle differences in an administrative hearing before or after an arrest takes place, before or after a formal charge is lodged, and before or after the case proceeds to court.

Disparity occurs when an unjustifiable difference in sentences is meted out to two individuals convicted of the same crime. The justification of the differences relates to the records of the offenders involved.

Sentencing disparity actually exists among courts and judges and is often perceived to exist by inmates. This latter case is also important, because if an inmate perceives justifiable sentencing differences as being arbitrary, chances of rehabilitation are thereby reduced. Disparity arises from several causes:

1. legislative inaction or inattention to inequities in sentencing statutes;
2. lack of communication among judges concerning the goals of sentencing;
3. lack of communication between the sentencing court and the correctional system;
4. unfamiliarity of judges with the institutions to which they sentence offenders;
5. lack of information about available sentencing alternatives.

There are several proposals which might tend to alleviate sentencing problems. These include sentencing studies, councils, institutes and statutory consolidation. Sentencing councils are groups of judges, one of whom is the sentencing judge in a particular case and the rest of whom serve in an advisory capacity. Each case of an individual awaiting sentencing is discussed in order to assist the sentencing judge in arriving at an appropriate sentence. No such councils are known to be in use in Florida state courts.

The Florida Supreme Court, along with the Department of Health and Rehabilitative Services (DHRS) and the Department of Offender Rehabilitation (DOR) have sponsored quarterly conferences for the past three years where law enforcement officers, judges, state attorneys, public defenders, correctional officers, legislators, and others not directly involved in the criminal justice system attend and discuss various problems and concerns within the system.

Several state attorneys are involved in efforts to inform the public concerning, and obtain community involvement in, the criminal justice system. One aspect of obtaining community support involves establishment of information officers. Currently, one state attorney had a full-time information officer who provides needed information concerning the court process to other agencies, citizen participants (victims and witnesses) and the general public.

Standard CT 11.02 states in part that facilities and procedures should be established to provide information concerning court processes to the public and to participants in the criminal justice system.

In order to bring the personnel of the judicial system into better balance with the ethnic and racial makeup of the various communities, there should be more active systemwide recruitment of minority personnel.

Standard CR 10.05 calls for greater recruitment of volunteers as valuable additional resources to criminal justice programs and operations. The Florida Parole and Probation Commission (FPPC) has had a volunteer program since 1969. The FPPC relates that they have had some difficulty in recruiting minority groups as volunteers, but a television campaign in Miami has helped in the effort. According to FPPC, volunteers and line staff are trained by a paid local volunteer coordinator. As of October, 1975, the FPPC reports approximately 3,500 active volunteers.

Prosecution capabilities (including investigative and secretarial support) should be enhanced in special offense areas requiring additional enforcement emphasis.

Chapter 775.084, Florida Statutes, provides for increased penalties for persons convicted of felonies where those persons have previously committed other felonies, provided certain other qualifying criteria are met. Currently, little is known about the nature and number of individuals prosecuted under this statute. Indications are that numerous convicted defendants meet the qualifying criteria for prosecution under the subsequent felon offender statute, but few are prosecuted under its provisions.

The deterrent effect of this statute could be enhanced by increased prosecution. Prosecution would necessarily involve early focusing on arrested persons accused of felonies to determine whether they had prior felony convictions, a thorough investigation procedure

which would clearly establish the repeater's identification as a prior felon offender, a presentation to the court of the repeater's record and appropriate publicity concerning the procedure.

In the BCJPA survey, with 97 percent of the counties responding, it was found that 37 percent of the courthouse structures in Florida were built 30 to 60 years ago, and only 17 percent were built less than 10 years ago. However, 58 percent of the counties have renovated the original courthouse structure within the last 10 years. Thirty-seven percent of the counties reporting have never renovated their original courthouse structure.

The survey also disclosed that 78.6 percent of the state attorney offices have access to a conference room, 14.3 percent have access to a lounge for staff attorneys, 92.9 percent have a public waiting area separate from the offices of the staff, 92.9 percent have access to a law library, 35.7 percent have access to a computer to provide necessary services of office, and 50 percent have access to NCIC and FCIC files.

All the public defender offices utilize copying equipment, tape recording equipment and have a law library.

Implementation of state level coordination in these areas would allow specialized writing of proposed court procedural rules, drafting and analysis of applicable legislation and analysis of problems in the subject areas. Technical assistance would be provided to evaluate local court programs and administrative problems. On a statewide basis, coordination of expansion of local programs of proven value and statewide scope could be effected. Witnesses are often ordered to appear in some designated place and made to wait tedious, unconscionable long intervals of time in grim surroundings.

One alternative Florida might consider in regard to witness and juror utilization improvements includes the possibility of using video tape for taking depositions of witnesses. Video tape examinations of witnesses would obviate the necessity of personal appearances and permit witnesses to testify at their convenience. This would reduce the cost to them both in terms of time and money lost in employment. Additionally, such a procedure would eliminate the possibility of jurors hearing inadmissible testimony.

Recommendation CT 3.02 - states that "the use of videotaped trials in criminal cases should be studied and pilot projects should be established"

The Florida Supreme Court has recently authorized that, on an experimental basis, jury trials, civil and criminal, be videotaped in the state.

Standard CT 11.05 addresses the production of witnesses. Certain features are that prosecution and defense witnesses are called

only when their appearances are of value to the court. No more witnesses should be called than necessary. Steps should be taken to minimize the burden of testifying imposed upon witnesses. Procedures should be instituted to place certain witnesses on telephone alert.

According to a recent survey by the BCJPA, it was found that 18.5 percent of the counties have instituted procedures to place witnesses on telephone alert so they would not have to come to the courthouse until it is time for the witness to testify. These data imply that over 80 percent of the counties call all the witnesses that may be testifying at the beginning of the proceedings. With 55.4 percent of the counties providing witness rooms for prosecution and defense witnesses, there is a large percentage of witnesses who are forced to wait in the halls of the courthouse. There are presently no data which show what the percentage is of witnesses called who actually testify.

Standards CT 9.03, 10.14 and 11.01 all call for adequate judicial physical facilities, including conference rooms, lounges, public waiting areas, private offices, air conditioning, proper lighting and acoustics, law libraries, etc.

Many areas of the state have reported inadequate facilities for criminal justice agencies. Areas where state court facilities have to absorb municipal court functions are incurring severe space shortages.

NEEDS AND OBJECTIVES

Need #1 - In order to assure proper safeguard of the rights of the accused and to maximize effectiveness of the judicial process, accused individuals should be rationally and uniformly screened out of the criminal justice system or diverted to other programs of action, where such actions are more appropriate than continuation of formal proceedings and likely to result in better use of resources and rehabilitative action.

Objective #1 - The Supreme Court should, by 1980, enact rules and the legislature should enact legislation to establish non-judicial alternatives to formal court processing of certain classes of litigation in the areas of mediation, negotiation, conciliation and citizen dispute settlement. Chief Judges and State Attorneys should establish citizen dispute settlement programs in seven additional circuits.

Objective #2 - Diversion programs should be established or revised in ten circuits to utilize elderly persons as volunteer or paid counselors to youth offenders or other offenders as appropriate.

Need #2 - Court-community relations should be enhanced, a proper public respect for the criminal justice process should be encouraged and efforts to directly involve the community in appropriate system operations should be promoted.

Objective #1 - Courts, prosecution and defense agencies should upgrade or establish in five judicial circuits, programs involving volunteer support, such as "court-watcher" programs and programs utilizing elderly volunteers.

Objective #2 - Court clerks should establish court information service facilities suggested by Standard CT 11.02, in 50% of existing facilities. Three court agencies should establish information officers to provide general information to the public and specific information to court participants.

Need #3 - Focus specialized resources and expertise on particular crime or judicial system problems to effectively attack and reduce the problems.

Objective #1 - The Florida Legislature should establish state attorney prosecutive capabilities in eleven judicial circuits in the areas of securities fraud, anti-trust, white collar fraud and consumer fraud.

Objective #2 - A state-level coordination unit should distribute among prosecution officials resource and case information useful to the prosecution of economic crimes and coordination of consumer protection activities in Florida.

Objective #3 - Create special efforts in three state attorney or court offices to deal with mentally-ill defendants and social/psychological problems in criminal cases.

Need #4 - Utilize professional management and administrative techniques in criminal justice agencies.

Objective #1 - Enact legislation and a court rule allowing photographing of property to be used as evidence.

Objective #2 - Court administrators and court clerks should evaluate and improve juror utilization techniques in all 20 judicial circuits.

Objective #3 - Witness coordination programs should be established by court clerks and state attorneys to provide communication services to witnesses called for court appearances, including victims of crime. Witnesses could be called by telephone in 15 counties in a timely manner to make more efficient use of their time and to save government witness fees and mileage reimbursements. Special attention should be called to needs of elderly witnesses and jurors.

Objective #4 - Chief judges should conduct pilot programs using videotape in criminal trials in Florida's trial courts.

Objective #5 - The Supreme Court and local court clerks should survey courthouse physical facilities to determine whether facilities are adequate according to Standard CT 11.01. The survey should include waiting rooms for jurors and witnesses and adequate hearing of proceedings by elderly participants and observers.

ISSUE

CORRECTIONS

ISSUE - CORRECTIONS

RELATIONSHIP BETWEEN THE CORRECTIONS COMPONENT TO CRIMES AGAINST THE ELDERLY

Florida Statute 77-315 states that the Bureau of Criminal Justice Planning and Assistance "shall give priority to the preparation of yearly plans and a comprehensive Five-Year Plan for the development, implementation, and operation of programs designed to prevent crime against the elderly and to reduce the fear of crime in the elderly".

The Corrections component of the criminal justice system is directly linked to crimes against the elderly. First, in the prevention of repeated criminal acts by offenders against the elderly, and second, by reducing the fear of crime in the elderly.

The elderly, as well as the public at large, have little confidence in the corrections system in terms of it being able to "rehabilitate" the offender. The literature, the media and corrections officials state openly that we do not know what "works". The last two hundred years have demonstrated that prisons do not work. It is extremely important that the corrections system continue to research, monitor and evaluate all alternative correctional programs in order to find what is effective.

When corrections can accomplish its task of rehabilitation, there will be two distinct outcomes. First, it will decrease the chances that an offender, once through the corrections system, will commit another criminal act, thus reducing crimes. Second, this will restore the public's trust in the effectiveness of the corrections and criminal justice system as a whole and will reduce the fear of crime.

ANALYSIS

The rapid increase of prison population continues to be the most serious and urgent problem facing the Florida prison system. In FY 1975-76, the monthly increase averaged 256 persons per month, or 3,078 for the year. The net increase for FY 1976-77 was again over 3,000 persons and the Secretary of the Department of Offender Rehabilitation requested another 3,800 beds in his budget for FY 1977-78. Using the linear regression technique, it is predicted that there will be more than 28,000 inmates in the Florida Prison System by 1980. This linear assumption is suspect, however, because using this technique in 1974, it was projected that Florida's prison population would reach 16,000 in 1980; Florida's prison population exceeded 17,000 by the end of the 1975-76 fiscal year.

At the present time, the state prison system in Florida is caught in the dilemma of urgently needing additional bed space each year, and of building new institutions or converting road prisons to major institutions in order to avert the serious security problems inherent in critical overcrowding. Consequently, funds and manpower are allocated for custody and care of the incarcerated offender to the extent that other facets at critical decision points of the correctional process go under-funded, under-staffed and generally under-developed.

There are at least six critical decision points in the correctional process that must be considered in any attempt to first achieve and then to maintain a balanced client flow through the system. A balanced client flow will be achieved when: (1) only that alleged offender who is a real risk of absconding is detained in jail prior to his trial; (2) when every offender who can best be treated in the community can be diverted from serving a counter productive sentence either in jail or prison; (3) when both state and local jurisdictions have sufficient staff and programs dedicated to intake, diagnosis, and classification functions; (4) when inmate treatment services are diversified enough and enough bed space is available so that offenders can be placed in those programs best suited to their individual treatment and security needs; (5) when parole and mandatory conditional release supervision is adequate enough to successfully reintegrate their clients into free society and to keep them law abiding; and (6) when services are available to the ex-offender, at the expiration of their sentence, to sufficient help him through the difficult first months of his re-entry into a

free society which expects him to "pay his way". Only then may there be realized a balanced client flow, and the prison systems' "edifice" complex put into a realistic, balanced perspective.

Corrections must be examined from a total system viewpoint in order to understand its problems. Once these problem areas are presented, the needs and objectives relating to these problem areas will be examined. The specific needs and objectives addressed here will be those which directly relate to the Issue statement. Five major problem areas in the Florida system have been identified. They are: 1) pretrial diversionary problems; 2) inmate treatment problems; 3) systems problems, particularly at the local level; 4) manpower and staff development problems; and 5) information, research and planning problems. The six critical decision points affecting client flow will be dealt with in the first two problem discussions. However, the overall impact of staff development and information systems on client flow will not be minimized in the last three problem discussions.

The first problem area is that known techniques for diverting alleged offenders from unnecessary jail detention while awaiting trial, or for diverting convicted offenders from institutional control into less costly treatment programs have not been systematically implemented.

Of the nine most populous states, Florida has the highest rate of persons incarcerated per 100,000 population. In recent years, Florida courts have made increasing use of incarceration as a punishment alternative. For example, in FY 1973-74, only 23.5 percent of convicted felons were sent to prison; in FY 1974-75, 25.9 percent were incarcerated, yet in FY 1975-76, 35 percent were incarcerated. For practically all offenses, there was a significant increase in the number of new admissions to prison.

As examples: The state prison system experienced a dramatic increase of 64.6 percent in the number of B&E intakes between 1973 and 1975. The most dramatic increase of prison intake for any Part 1 crime was larceny, which rose 156.7 percent between 1973 and 1975. The disproportionate number of prison intake of persons convicted of person index crimes is significant. While only 10 percent of the reported Part 1 crimes were person crimes, 52.9 percent of prison intakes between 1973 and 1975 were offenders convicted for person index crimes.

An unmanaged flow of offenders through the corrections system is one of the most critical problems impairing long-range planning and efficient systems operation. This problem is manifested by massive backlogs of offenders within processing components and chronically over-crowded conditions in jails, prisons and community supervision caseloads. Correctional populations increase annually far beyond our releasing and processing capabilities. Consequently, backlogs of offenders are created at all critical decision points and correctional treatment programs become hopelessly over-crowded to the point that efficiency is severely impaired.

Ultimately, a myriad of secondary problems arise from these overcrowded or sporadic flow situations. Custody and security becomes a critical problem within correctional institutions ultimately interfering with all other program treatment efforts, and creating an atmosphere which is not conducive to rehabilitation efforts. The system flow problem requires immediate attention, and close examination must be given to the interfaces and client flow relationships between components of the total corrections system. While the agency most immediately affected is the Department of Offender Rehabilitation (DOR), this problem must be attacked at all the critical decision points in the client flow process. Many offenders could be diverted from the system, while many others' penetration into the system could be minimized by effective pretrial intervention and diversionary programs. Backlogged court dockets could be relieved with better coordination between the courts and those corrections personnel who do presentence investigations and perform other court services.

Pretrial services involve corrections personnel at the very first critical decision point in the corrections process. While the courts make the decision to detain or to release an alleged offender awaiting trial, it should be to the ultimate advantage of the DOR to re-examine its crucial role of offering pretrial services to the felon offender, and assisting local jails in alleviating the backlog of felon offenders awaiting trial in already-crowded urban-centered jails. From a survey made by the BCJPA of all jails in the state (FY 1975-76), it was determined that approximately 60 percent of the average daily population of urban centered jails were pretrial felons and convicted felons awaiting to be transferred to state prisons.

Making more extensive use of probation and creating more dispositional alternatives to incarceration could greatly reduce the inmate population of major institutions. As stated above for practically all offenses, there was a significant increase in the number of new admissions to prison, and at the same time, there was a significant decrease in the number of persons placed on probation for the same offenses. As further examples, in FY 1973-74, 76.5 percent of all convicted felons were placed on probation; this percentage decreased to 74.1 percent in FY 1974-75, and to 66 percent in FY 1975-76. Reasons for this decrease may be a "hard-line" taken by the public, and consequently judges, against the criminal element, as well as a diminishing credibility of the understaffed, overburdened state probation services.

The DOR serves seven local communities with its coordinated pretrial intervention program. However, this program is limited by legislation to serve only third degree felons; consequently, misdemeanants are, as a rule, excluded from pretrial intervention services. There are a very limited number of county-operated pre-trial intervention programs offering services to the misdemeanant. Not surprisingly, the counties which offer the most comprehensive corrections program, including pretrial intervention for the misdemeanant, are those counties which have administratively separated the law enforcement function from the corrections function at the local level. These counties are Alachua, Dade and Duval.

The Department of Offender Rehabilitation's community services program is also limited by legislation from serving the misdemeanor offender. The vast majority of local communities are without probation services for the misdemeanor. Fifteen counties have started their own misdemeanor probation departments and the Salvation Army has misdemeanor probation programs in 20 counties. Two private agencies are also providing services. Thirty-two counties out of 67 provide some kind of probation services for misdemeanants. Thirty-five counties presently provide no services to misdemeanants.

The second problem area in corrections is that the state corrections system has not been able to rehabilitate a significant number of offenders assigned to its care and custody sufficiently to restore them as law abiding citizens upon their release from correctional custody to free society.

The state's centralized medical and reception center (where all new admissions to the prison system are received and classified) continuously operates under critical time constraints and overcrowded conditions, thereby limiting an effective classification process.

The Medical Reception Center at Lake Butler, Florida became operational in February, 1969 and was conceived as a progressive step toward a centralized and more effective, intake, diagnostic and classification program for the Florida prison system. However, this facility now continually operates in overcrowded conditions and is thereby doing its diagnostic and classification functions under the most adverse of conditions. For example, the designed capacity for the RMC (main unit) is 849, the maximum (crowded) capacity is 1,285, and the average daily population was 1,390 for the FY 1975-76. Even though the temporary "tent city" is now being phased out, the RMC's crowded condition for new intake grows progressively worse.

Resources (including both staff and program funds) for treatment programs dealing with psychological and character problems of the offender are minimal amounts allocated after the tremendous costs for physical care and custody of the inmate population are appropriated.

In FY 1975-76 the total operating costs for all inmate services was \$64,574,299 at the DOR. This averages to \$4,868 per inmate for that fiscal year. For inmate services other than care (food and clothing) and custody, the service costs were as follows: religion and social services \$1,847,406; health services, \$6,588,829; education \$4,800,192 and psychotherapy and counseling services, \$599,544. Totalling these services, it comes to \$1,039 per inmate or 21 percent of the total operational expense.

It will be seen from the above costs that psychotherapy and counseling services costs amount to an average expenditure of \$45.00 per inmate for the year.

There has been a significant decrease in the use of the parole process in the past three years. For example, of the total inmates released in 1974, 72% were released on parole; in 1975, only 58% of the total released were paroled; and in 1976, that percentage had decreased to 49%.

In FY 1975-76, the average caseload for parole and probation supervision was 82, which is 2½ times the caseload of 35, recommended by the American Correctional Association.

Ex-offenders who have served their time in full, are released from prison with \$100 and a bus ticket and then left to "sink or swim" in a sometimes hostile and always complex free society. Many of these quickly revert to illegal activities and are returned to prison. Approximately 20% of all inmates released from the Florida prison system each year have served their sentences in full, and at the present time only a few private agencies offer services to assist the ex-offender in his attempt to reintegrate into free society.

Historically, correctional programs have been weak in the area of their ability to change behavior. This was acceptable at a time when punishment retribution and isolation were accepted correctional modalities. Today, however, with the general goal of rehabilitating offenders, this weakness is highly undesirable. Resources for treatment, including both staff and program funds, are needed in treatment areas dealing with psychological or character problems of the offender.

The scope of treatment must be expanded to include the whole man concept which recognizes that to behave adaptively, one must have both the external skills to work and get along within the community and the internal or constitutional attributes for rational and logical thought. Rehabilitation of offenders can never be realized in the absence of effective behavioral change programs which include both an expanded scope of treatment as well as a diagnostic and evaluative capability essential for identifying specific behavioral or psychological problems. It is understandable how, in the past, these programs were neglected due to the tremendous expense incurred in simply housing offenders and exercising custody over them. However, housing and custody alone are inadequate in meeting the long-range goal of rehabilitation and additional investments are necessary to develop a broadbased rehabilitative program which addresses the social, vocational, cultural and psychological services needed by the offender. Treatment services should have a common philosophy and continuity of approach among all correction and corollary agents.

The correctional institution of today spends much time in being concerned with the offender's current environment, health, skill level, and institutional behavior. Unfortunately, current environment is the only area receiving continuous attention while the deviant or illegal behavior that resulted in the incarceration receives little attention.

While DOR has emphasized educational and vocational training in its institutions, it has been unable to implement, other than minimally, treatment programs designed to affect changes in inmates with special character, emotional, or psychological needs.

As of December, 1975, the DOR reports that 21 of its inmates have been placed in six community drug programs and eight are pending placement. DOR statistics for October 1975, indicate 182 inmates are receiving individual drug counseling and 215 inmates are receiving group drug counseling. DOR estimates from statistics (FY 1975-76) developed on a self-admitted basis, that the average percent of narcotic usage for persons committed to DOR is 42.72%. As of October, 1975, DOR reported that a total of 8 drug counselors were assigned to their major institutions.

DOR employs a psychiatrist in three major institutions and 12 psychologists in the remaining major institutions. During the period of January-June, 1975, a DOR personnel survey indicates 10 of these positions were vacant the entire period, five were vacant 85 percent of the study period and three were vacant 66 percent of the study period. The reasons listed by DOR for these vacancies were the low salary, location of institutions, and a lack of qualified applicants. These vacancies caused serious shortages in the major institutions, causing, in some cases, psychiatric treatment to be operating with one-third of the staff normally assigned.

DOR states it has no extensive treatment program for emotionally disturbed inmates in any of the major institutions.

The Department of Offender Rehabilitation states that of the 4,349 inmates released in calendar year 1974, 814 (18.7%) had been readmitted to DOR institutions after 18 months. This means whatever experience they underwent during their previous incarceration did not affect them in the desired direction. One of the main goals of the DOR is to "modify the attitudes of those in custody" . . . "to such an extent that their actions upon release will be essentially law abiding". (Taken from page one of the D.C./HRS Seventh Biennial Report). For the most part, this goal is not being approximated. There are numerous behavior groups which could be addressed as recipients of direct and intense treatment programs. These include the sexual offender, criminally insane, youthful first offenders, mentally retarded offenders, violent/aggressive offenders, and the white collar offenders.

Florida's community supervision programs must also seek an expanded level of therapeutic activity. Currently, most supervision efforts are directed at monitoring behavior rather than attempting realistically to change it. This problem is manifested in part by a lack of expertise in treatment methodologies as well as insufficient time and resources.

The state must realize that crime will not be reduced, the public will not be made any safer from criminals, or the internal problems of the correctional system will not become any more manageable until resources are dedicated toward creating an effective program for rehabilitating offenders.

The problem of rehabilitating offenders is not just a state problem. Rehabilitation must be addressed on the local level as well. Listed below are a number of problem areas on the local level which contribute to the system's inability to rehabilitate offenders:

1. Many drug abusers, mentally retardates, psychotics and offenders with other special treatment needs are still being cycled and recycled through local jails that are not equipped to treat them.
2. With few exceptions, local jails have but two classes of prisoners, trustees and others, and have not seen the need to make an assessment of the individual offender's problems and needs, therefore, they have no diagnostic/classification services.
3. Jails are usually designed for maximum secure bed space without allowances being made for recreation, medical or treatment program space needs. Therefore, few treatment programs exist and consequently, there is no need for diagnostic/classification services.
4. Many local jails, especially in rural counties, are still using facilities constructed in the first decades of this century, and find it difficult to provide the required minimum standards for physical health and safety, much less to provide for mental health or attitude therapy.
5. The expense of maintaining and operating costly jails usually prohibits public financing of community treatment programs which could be a more effective and a less expensive alternative to incarceration.

Diagnostic (including medical screening) and classification programs, rehabilitative treatment programs, work release and study release programs are scattered throughout the state as a part of local jail programs, but these programs need to be improved and expanded in every jurisdiction. Until these problems are adequately addressed, there will be little possibility of rehabilitating offenders on the local level. Statistics show that these individuals will eventually end up in the state's facilities.

The third problem area in corrections is that policy decisions made by the various corrections agencies in the system have a direct effect upon the workload and ultimate effectiveness of programs administered by other agencies of the system, yet policies and programs are not coordinated on a systemwide basis because the majority of local correctional agencies are still regarded as an extension of the law enforcement function.

Alleged offenders who have been charged with an offense and the offender who has been convicted, both misdemeanor and felon, are initially processed at the local level, and if detained, are held in a county or municipal jail. In a 1977 survey of local jails it was determined that approximately 60% of the average daily population in county jails were felon offenders either awaiting trial or awaiting transfer to a state or federal prison.

Inadequate coordination and communication, and potential duplication or overlapping of services are all symptoms of a chronic problem resulting from segmented service delivery within adult corrections. A giant step forward was taken to alleviate this problem for state agencies when the field staff of the Florida Parole and Probation Commission (FPPC) was transferred to DOR in July, 1976.

Systemization becomes more complicated when the operations of local units of government are considered with their virtual lack of integration with any overall state effort. Interfaces and relationships with this "overall state effort" and local efforts must be fully explored with the ultimate goal of fully integrating operations into an effective corrections system.

Across the state, there are approximately 12,300 offenders incarcerated in 235 city and county facilities. The 87 county facilities account for approximately two-thirds of this jail population. As of June 30, 1976, almost 20% of Florida's 67 counties had less than "good" jail ratings. That is, they had only fair, poor or bad ratings according to DOR inspections. These inspections only address, at this time, minimal requirements for health, safety and comfort of inmates.

Besides the minimal requirements addressed in these inspections, other problem areas include lack of special treatment programs (for first offenders, recidivists, victimless crime offenders, alcohol and drug abusers and other special client categories), lack of coordination with and among counties, insufficient sharing of specialized services and a lack of uniformity in offender processing, treatment programs, food preparation and basic operating procedures. Section 944.31 of Florida Statutes provides for state prison inspectors to inspect city and county jail facilities to establish minimum standards and to enforce those standards. Thus, one agency, DOR, is responsible for the monitoring, inspecting and planning for all jails throughout the state. This important program needs now to be expanded if it is to have the significant impact on the status of local corrections that is demanded for these times.

As noted in the discussions above, with the exception of Alachua, Dade, Duval, Hillsborough and Orange Counties, the local correctional functions are still considered an extension of the law enforcement function. Such local services as pre-trial intervention, probation, classification and inmate rehabilitation services are virtually non-existent for the misdemeanor.

Until the law enforcement function is distinctively separated from the detention function and corrections function at the local level, other correctional services needs are likely to go neglected and unfunded.

It should be made clear that the Florida standard which discusses separating the law enforcement function from the corrections function does not imply the necessity of removing the administrative authority of the jails from the county sheriff. Rather, it speaks to the

necessity of having a separate unit, division or department, of Corrections which will be staffed by trained correctional personnel, and dedicated to pretrial intervention, classification and treatment of the incarcerated misdemeanant.

The fourth problem area in corrections lies in the fact that corrections staff, at both management and service delivery levels, are not adequately orientated, trained or utilized in accomplishing the avowed goal of protecting society by control and rehabilitation of the offender.

There has not been a systemwide assessment made of corrections manpower and educational needs in Florida since the Final Report of the Board of Regents Criminal Justice Education Project was published. The state legislature has established a Corrections Standards Council, and a minimum requirement of 160 hours of training for corrections officers. Also, an LEAA grant has assisted the DOR in the establishment and operation of a Corrections Institute which provides this minimum training. However, this training is for entry-level correctional positions primarily, and very little is being done to require or provide advanced training for management and supervisory-level staff.

Meeting the minimum requirements of 160 hours for entry-level staff in local corrections agencies is difficult and in a majority of these agencies it is not being met because local jurisdictions claim that the state has some responsibility for financial assistance to local agencies if it is going to mandate minimum training standards for local corrections personnel.

As it was reported in the 1973 Board of Regents Report, so it remains, that although state executive departments (including DOR) do have an official educational leave policy for its employees, no monies are allocated to translate this policy into educational stipends or an otherwise workable program.

As for minority recruitment, on March 30, 1976, approximately 53 percent of the inmate population in Florida prisons were black, while only 12 percent of the filled staff positions were held by black personnel. On the other hand, the field services (Parole and Probation Officers) had a professional staff consisting of approximately 21 percent black and a paraprofessional staff also of approximately 21 percent black. However, as of May 1, 1976, out of 40 administrative positions in the Parole and Probation Commission, 25 were filled by white males, and two by black males, one by a white female and one by a black female.

The fact that there was a 40 percent annual turnover rate of entry level (correction officers) positions in the state prison system is noteworthy and perhaps suggests that job satisfaction and promotional opportunities for new employees in the prison system might need closer scrutiny.

The Final Report of the Governor's Adult Corrections Reform Plan in 1974 makes an excellent statement in discussion of this problem:

"Correctional personnel have become more aware down through the years of their need for greater effectiveness in meeting the complex task of rehabilitating offenders. These problems are manifested by a general lack of treatment resources as well as insufficient staff development for completing the sophisticated activities necessary in changing behaviors. Specifically, problems have existed in the areas of correctional worker's morale, personal recruitment difficulties, high staff turnover, and insufficiency of inservice and preservice training and educational levels. Within this area, corrections must undergo a reformation, and place a higher priority on its number one treatment resource which is, of course, its correctional staff. An adequate orientation and involvement in the corrections process for all levels of staff is necessary in order to fully utilize this resource in accomplishing its goal of rehabilitation. Salary levels which are attractive and competitive are essential initially in any staff development issue.

However, there are other considerations which must be made that are perhaps even of greater importance, but less tangible and measureable. Consequently, considerations of issues such as job meaningfulness and commitment are difficult to address, but nonetheless critical. Given certain reasonable parameters for salary, an agency's ability to hire and keep competent people depends on their ability and willingness to provide a meaningful job for them to do that involves a high degree of self motivation and personal commitment. Important factors within this area must be elements of support, in terms of providing both the basic skills and continuing learning opportunities to meet the challenge of the job; involvement, both in the basic mission of the agency, as well as in its administration; and, career, which provides opportunities for professional growth within an agency and reinforcement for a job well done.

The last problem area that will be addressed is that the state corrections system is unable, on a timely basis, to assess its impact on the offender; therefore, it continues to be unable to determine program and system effectiveness, and decisionmakers do not have adequate data information to objectively allocate scarce resources for rehabilitation and reintegration programs.

The Florida Legislature has mandated that Executive Departments (including the Department of Offender Rehabilitation, DOR) evaluate at least 20 percent of all existing programs annually, in order that all programs would be intensely evaluated at least once every five years. The legislative intent was that these programs and projects must be accountable, and that the legislature could then better determine which programs justify continued funding. An LEAA grant has assisted the DOR to expand its research, planning and evaluation program. In 1975, Florida was one of several states to receive an LEAA discretionary grant of \$250,000 for the purpose of designing a master plan for a management information system and an offender-

based tracking system. Either because of the corrections reorganization in 1975, or for some other reason, the design has not been completed and there are no definite dates for implementing the project, by DOR.

By not measuring the effectiveness of programs, agencies lack both the knowledge and the understanding of the dynamics of the services delivered necessary for efficient and effective operation and long-range planning.

The National Advisory Commission on Criminal Justice Standards and Goals emphasizes that with increased community demands for accountability, corrections must develop a method of accurately determining its effectiveness. Controlled reporting is mandatory so that corrections, and the appropriate correctional program, is held accountable for reducing crime and increasing public safety.

The adult correctional sybsystem is a complex array of services with an even more complex flow of offenders through the system. There must be a capability to understand the needs of the client services delivered as well as the interfaces, case flow of offenders and the critical decision points within the system.

NEEDS, OBJECTIVES

Need #1 - To have Probation/Restitution Houses (multi-phasic/diagnostic centers) serving all 20 judicial circuits in Florida.

Objective -- To fund and implement Probation/Restitution Houses in at least eight circuits by 1978 and to have a plan for similar projects in the remaining 12 circuits.

Need #2 - To have a sufficient number of community service personnel assigned to probation and parole supervision in order to provide more intensive supervision.

Objective #1 - To expand community service personnel sufficiently to reduce caseloads to 50 per officer.

Objective #2 - The Department of Offender Rehabilitation (DOR) should begin to provide technical assistance to Florida's counties in determining the feasibility and strategy for implementing probation services for misdemeanants.

Need #3 - To have local corrections staff assigned to pretrial intervention programs such as Release on Recognizance and supervised pretrial release.

Objective -- To require, as a minimum program standard, that all local jails have certain staff dedicated to pretrial intervention programs.

Need #4 - To reduce the workload at the Reception/Medical Center in order to make inmate classification and placement in the system more relevant to the inmate's security and treatment requirements.

Objective -- To have decentralized intake and diagnostic responsibility to the five DOR regions, and to have reception centers in each region.

Need #5 - To have both individual and group counseling and other psychotherapy programs at every major institution in the prison system.

Objective -- To expand the existing counseling program from eight institutions to 23, and to include psychotherapy and counseling as a part of the institutional program, in all new facilities after that time.

Need #6 - To have trained intake, diagnostic and classification workers functioning in every county jail, and every metropolitan municipal jail.

Objective -- To train and employ classification workers in every county and major municipal jail.

Need #7 - To separate pretrial alleged offenders from post-trial convicted offenders in local jails in order that each may receive appropriate treatment.

Objective #1 - Each local jurisdiction should have access to separate holding space for pretrial detainees and living space for the convicted offender who is to receive correctional treatment.

Objective #2 - To have completed a treatment program needs assessment of each local jail or stockade where offenders are serving a sentence, and to have a proposed treatment program ready for approval by the DOR.

Objective #3 - To have approved treatment programs operational in every jail or stockade where prisoners are serving a sentence.

Need #8 - To detect and upgrade inadequate jail facilities, and to build new facilities according to the National Clearinghouse for Criminal Justice Planning & Architecture (NCJPA) specifications and standards.

Objective #1 - The DOR should insure through administrative regulations that renovation of existing or construction of new correctional facilities is in conformance with specifications of the National Institute for Criminal Justice Planning & Architecture.

Objective #2 - Organizations in Florida should become involved in "watchdog" type activities with regard to monitoring correctional facilities for compliance with state standards.

Objective #3 - Counties should consider the use of inmate labor in order to build or renovate their jails in order to comply with state standards.

Need #9 - To have temporary residential programs, which include employment services, housing, social services and economic assistance for ex-offenders returning to local communities at the expiration of their sentence.

Objective -- To have each regional Corrections Advisory Council acting as prime movers and coordinators for post-release programs for the ex-offender.

Need #10 - To expand the capabilities of the DOR in order to assure regular monitoring of all local correctional facilities, and to provide technical assistance to jail administrators in the implementation of minimum program standards, as well as physical care standards.

Objective #1 - The Florida Legislature should identify funding sources to provide assistance to counties and cities in implementing jail standards.

Objective #2 - The DOR should have capabilities to provide technical assistance as needed from local jurisdictions in developing strategies and programs for the implementation of jail standards.

Need #11 - To expand inservice training and continuing educational opportunities for all corrections staff.

Objective #1 - State correctional agencies should have updated, or contracted to have updated, the corrections portion of the Final Report of the Board of Regents Criminal Justice Education Project (1973); this will provide a training needs assessment for corrections.

Objective #2 - The Department of Offender Rehabilitation (DOR) and the State University System should have developed a coordinated educational curriculum for correctional workers, and this curriculum should include internships, work-study and continuing education programs.

- Need #12 - To make special recruitment efforts to draw more women, minorities, paraprofessional and ex-offenders into treatment programs.

Objective -- Correctional agencies will have developed comprehensive manpower plans which accounts for new manpower resources such as women, minorities, volunteers and ex-offenders.

Need #13 - To expand program planning, evaluation and research capabilities within local and state adult corrections system, and to encourage more research relevant to the system's needs, by private and public agencies especially universities.

Objective -- To develop or expand research and planning units in correctional agencies capable of supporting effective program planning and evaluation in order that the effectiveness of programs can be evaluated.

Need #14 - To establish useful Management Information Systems (MIS) with uniform data collecting and data retrieval capability throughout the Corrections sub-system.

Objective #1 - State correctional agencies shall have assessed their information needs and shall agree on a Five-Year Plan to implement by phases.

Objective #2 - State correctional agencies shall have begun first phase of Master Plan implementation.

Need #15 - To give specialized treatment to youthful offenders.

Objective #1 - The state should develop specific standards for the handling of youthful offenders.

Objective #2 - The Department of Offender Rehabilitation should have its youthful offender program plan fully implemented.

Need #16 - There is a need for the public to become more actively involved in correctional reform.

Objective -- The Bureau of Criminal Justice should inform the public in Florida as to the conditions of their jails and prisons, its effects and ramifications and how the public can get involved.

INVENTORY OF
AGENCY RESOURCES AND SERVICES

SECTION IV

This section contains an inventory and description of federal and state programs, resources and services that are designed for the elderly. It also contains an analysis of fund flow and the application process to secure the various funds. The appendix contains a comprehensive listing of types of projects and programs available to assist the elderly. The projects and programs contained in the appendix are organized according to the issue/problem areas discussed in Section II of this Plan.

FEDERAL PROGRAMS

Nearly every federal agency has programs which could benefit the elderly population of Florida. Although most have an indirect relationship to crime prevention, a direct relation to improving the quality of life of older Americans can be established.

Those federal agencies having available funding for projects targeted at crime reduction among the elderly are primarily within the U. S. Department of Justice's LEAA program; the U. S. Department of Health, Education, and Welfare's Administration on Aging, and the Department of Housing and Urban Development. Other federal agencies which have funds for projects to assist the elderly are the Department of Commerce, the Department of Transportation, the Farmer's Home Administration, ACTION, Department of Labor, and the Federal Housing Administration.

The following is a list of programs that federal funds may be used to support:

- Employment
- Volunteerism
- Economic Self-Sufficiency
- Community Development
- Housing and Construction
- Health
- Mental Health
- Nutrition
- Transportation
- Education and Training
- Arts and Humanities
- Social and Behavioral Research
- Supportive Services
- Funding under the Older Americans Act

STATE PROGRAMS

Most federal money in Florida related to the elderly is received and administered by the Department of HRS, Aging and Adult Services Program Office. The bulk of federal monies comes to Florida via Title III and Title VII programs of the Older Americans Act (as amended in 1965). Additional funds are granted to Aging and Adult Services through Title IV-A of the Older Americans Act for training and staff development, through Title X of the Economic Development Act for employment of senior citizens (50 + years) and Title XX of the Social Security Act.

The Bureau of Criminal Justice Planning and Assistance, the State Planning Agency for LEAA funds, provides funds to state and local units of government for the development of projects directly related to preventing crimes against the elderly. Other state

agencies which provide services to the elderly include the Department of Transportation, the Department of Education, the Department of Commerce and the Department of Community Affairs.

The following is a list of programs where federal and state money can be used to direct services toward improving the quality of life of older Floridians:

- In Home Services
- Residential Repair and Renovation Services
- Services to maintain independence
- Information and Referral Services
- Transportation
- Legal and Counseling Services
- Leisure Time Activities
- Congregate Meals
- Meals-on-Wheels
- Health Services
- Mental Health Services
- Employment & Financial Assistance
- Volunteer programs
- Victim Services

TYPES OF PROGRAMS

A. The Department of Housing and Urban Development

Funding for a wide range of activities, which might include activities pertaining to security against crime for the elderly, is made available through Community Development Block Grants administered by the Department of Housing and Urban Development. The grants are paid to local governments and spending priorities are determined at the local level. Programs assisted could include home improvements or neighborhood facilities for the elderly. Funds for housing repair assistance are made under the Home Improvement Loan Insurance Program, Title I of the Housing and Community Development Act of 1974. The general objectives of the program include provision of adequate housing, a suitable living environment and expanded economic opportunities for lower-income groups. Information can be provided by local governments, and offices of the U. S. Department of Housing and Urban Development.

B. The Farmers Home Administration

For senior citizens, the Farmers Home Administration (FHA), an agency of the Department of Agriculture, makes loans for a variety of purposes under its rural housing programs. Loans are made to families with low and moderate incomes to provide adequate but modest housing. Loans are also made to qualified individuals and organizations to provide rental housing for persons with low and moderate incomes and for senior citizens. Although security

against crimes is not the primary purpose of these loans, it can be a benefit of this program. Housing financed with these loans must be located in a rural area and designed for independent living. Rural areas include open country, places with populations of not more than 10,000, and under certain conditions, places of up to 20,000 population.

C. The Federal Housing Administration

The Federal Housing Administration is another source of housing repair assistance. It insures loans for property improvements or repairs up to \$10,000. Banks and other qualified lenders make these loans from their own funds, and the Federal Housing Administration insures the lender against possible loss. Local lending institutions can provide information on these home improvement loans.

D. A C T I O N

The ACTION Agency, through the Retired Senior Volunteer Program, provides for out-of-pocket expenses for persons age 60 and over, who wish to contribute their time to community services. Persons are eligible to apply regardless of economic status. Crime prevention programs utilizing volunteers could perhaps draw upon this resource. Local designated agencies recruit, train, and supervise these older volunteers.

E. Department of Labor

There are approximately 93 prime sponsors in Region IV for the Comprehensive Employment Training Act Program administered by the Department of Labor. Persons who are employed and trained in this program, including older workers, might possibly be assigned to work in programs to prevent crimes against the elderly. The Department of Labor also administers Title IX of the Older Americans Act - the Community Service Employment for Older Americans. The purpose of this program is to foster and promote useful part-time opportunities in community service activities for unemployed low-income persons age 55 and over with poor employment prospects. Grants are made to several national contractors and to states to implement this program. Title IX might offer manpower resources which can be used in any effort to reduce crimes against older people.

F. Revenue Sharing

The Federal revenue sharing funds made available to states and communities make specific reference to the potential use of such funds to benefit the elderly. This is one of the few sources of Federal funds which can be used for matching purposes to obtain other Federal funds. There may be potential here for funding of programs to prevent crimes against the elderly.

G. U. S. Treasury

The U. S. Treasury issues over 44 million checks per month. Treasury experiences almost a million non-receipt-of-check allegations each year. The checks are either lost, misplaced, or stolen. Direct Deposit allows a recipient of a check to have the check placed into their account by electronic transfer or funds. This process is more efficient to the Treasury and prevents checks from being lost or stolen. It is also a convenience for those who do not like to go to banks, wait in lines, etc.

To apply, all one has to do is authorize the Treasury to direct deposit this check. The procedures for doing this are printed on the back of all checks that Treasury issues. The recipient simply fills out a form at his or her bank authorizing the direct deposit.

In the State of Florida, approximately 1/3 of all Treasury checks are deposited by electronic fund transfer.

H. Title XX

Title XX of the Social Security Act provides social services to Supplemental Security Income recipients and other low income persons, including older people. This is a program administered by the state and in Florida through the Department of Health and Rehabilitative Services. This source of funding might possibly be related to crime prevention programs if the State has elected to provide protective services to the elderly.

Process By Which Funds Are Obtained

The Administration on Aging administers two types of grants under the Older Americans Act of 1965, as Amended - discretionary and formula.

The discretionary grants are those awarded by the Commissioner of the Administration on Aging in accord with the programs reflected in the Act for Model Projects, Training, or Research and Development Projects. Applications are processed on a national competition basis, with exception of some Model Project grants awarded to State Agencies/Units on Aging.

State Agencies/Units on Aging receive Title IV-A Training funds from the Administration on Aging to provide short-term or in-service training for persons who are serving older people, including paid staff and volunteers. Each state develops and implements its own training plan, within general guidelines established by the Administration on Aging.

The formula grant programs are state administered through the Florida Office of Aging and Adult Services. A population formula in the law determines the amount of the Federal allotment to the state to administer and operate the program.

Title III funds are awarded by the Area Agency on Aging through the District Office by virtue of a notification of Grant Award after an application has been approved. (see chart 2) The approval process begins with the Area Agency by including the application in their overall plan of Action. The Plan of Action is sent to the District Office for approval. The District Office forwards the Plan of Action with or without recommendations or Conditions of Award, to the Program Staff Director. The Program Staff Director, if he agrees with the District Office, signs the award and forwards to the appropriate Assistant Secretary who then completes the award process.

Applications that become a part of the Plan of Action must be submitted approximately six months in advance before the actual awarding of funds. This is because the Plan of Action for each Area Agency must have a public hearing, be finally approved by the AAA Advisory Council, and be submitted to the District no less than 90 days prior to funding.

CHART 2
TYPES OF PROGRAMS BY AGENCY

Federal Agency	Program Title	(FEDERAL) Program Objective	Amount of Funds Currently Available	Funding Cycle
Department of H.U.D.	Community Development Block Grant Program	Housing, Home Improvement, Neighborhood facilities, Expansion of economic opportunity, Security programs in housing, Street lighting	NA	10/1 - 9/30 (Federal Fiscal Year)
Farmers Home Administration (Dept. of Agriculture)	Rural housing program	Single family housing, rental housing, security	NA	Federal Fiscal Year
Department of Justice	LEAA	Design and Development of improved methods to deal with crime in the nation, including crimes against older persons		Federal Fiscal Year
Department of H.E.W.	Administration on Aging	Administer provisions of the Older Americans Act of 1965	21,500,000	Federal Fiscal Year
Federal Housing Administration	FHA	Housing, Home Improvement, Loans		
Action	Retired Senior Volunteer Program	Community Services	NA	Federal Fiscal Year 10/1 - 9/30
Department of Labor	Title IX of the Older Americans Act	Employment	NA	Federal Fiscal Year 10/1 - 9/30

CHART 2 (cont.)

TYPES OF PROGRAMS BY AGENCY

State Agency	Program Title	Program Objective (STATE)	Amount of Funds Available	Funding Cycle
Bureau of Criminal Justice Planning and Assistance	LEAA	To reduce crime in Florida	11,000,000	State Fiscal Year-- 7/1--6/30
Health and Rehabilitative Services	Aging and Adult Services	To provide services to Older Floridians	21,500,000	Federal Fiscal Year
	Title III	Coordination of services to the elderly	6,500,000	State Fiscal Year
	Title VII	Nutrition Program	10,500,000	State Fiscal Year
	Title IV-A	In-Service Training	NA	State Fiscal Year
	Title X			
HRS - Health Program Office	Title 18-SSA	Health Services	NA	State Fiscal Year
	Title 19-SSA	Health Services	NA	
	Title 20	Social Services		
Department of Education	Title I - Higher Education Act	Continuing education	NA	State Fiscal Year
	Gerontology Centers	Service to the elderly	NA	State Fiscal Year

The following are examples of the process involved in obtaining funds from the individual granting agencies. Most agencies require development of a comprehensive plan of action with funds allocated to states on a formula basis. The individual differences are shown on each chart. (See below and Chart 3)

HOUSING AND URBAN DEVELOPMENT COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

1. Local community develops housing assistance plan.
2. Local plan submitted to Department of Community Affairs for review of established priorities.
3. Local Community Development Plan submitted to appropriate HUD offices for review and approval.
4. Community Development Block Grants are then awarded to local governments where spending priorities are determined.
5. Funds allocated according to priorities.

DEPARTMENT OF AGRICULTURE THE FARMERS HOME ADMINISTRATION (FHA)

1. Applications for loans are made by families or individuals directly to FHA.
2. FHA District office conducts application review and forwards application with recommendations to FHA.
3. Notification of approval or rejection of applicant given to FHA District Offices.
4. Notification to applicant of approval or rejection is given by District FHA Office.

FEDERAL HOUSING ADMINISTRATION LOAN PROGRAM

1. Individuals apply to Banks and other qualified lenders for housing repair assistance.
2. Application approved or rejected by lending institution.
3. Applicant notified of approval or rejection.

DEPARTMENT OF LABOR CETA

Grants are made to states and several national contractors to implement their program.

1. Applicant prepares grant application.
2. Application is forwarded to Regional Office for review.

3. Application submitted to Washington Office for approval or rejection.
4. Washington Office notifies Regional Office of decision.
5. Regional Office transmits notice of award or rejection to applicant.

DEPARTMENT OF JUSTICE
LEAA BLOCK GRANT PROGRAM
(see SPA)

1. Each State Planning Agency (SPA) develops a Comprehensive Plan for Criminal Justice.
2. Plan is submitted to LEAA National for approval or rejection.
3. Funds allocated to states on a formula basis.
4. States pass through a portion of their funds to local Regional Planning Councils and Metropolitan Planning Units.

STATE PLANNING AGENCY
BUREAU OF CRIMINAL JUSTICE
PLANNING AND ASSISTANCE

(See Chart 4)

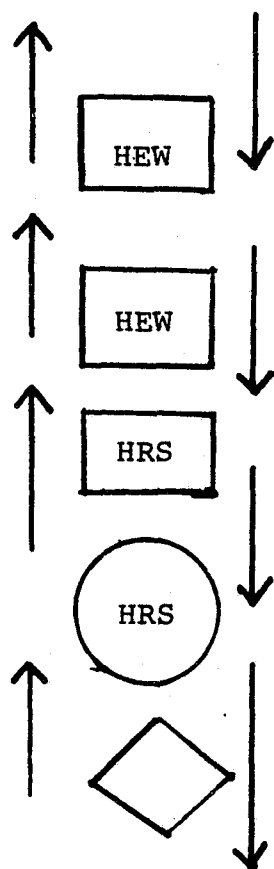
DEPARTMENT OF HRS
AGING AND ADULT SERVICES

1. Application for funds are submitted to the Area Agency on Aging through the District Office.
2. The application is included in an overall Plan of Action.
3. The Plan of Action is sent to the District Office for review.
4. The District forwards the Plan to the Program Staff Director for review.
5. Application is then sent to appropriate Assistant Secretary who completes award process.

All applications included in the Plan of Action must have a Public hearing and be finally approved by the AAA Advisory Council

CHART 3

FEDERAL FUND FLOW



Department of Health, Education, and Welfare
Washington, D.C.

HEW, Atlanta Regional Office

Health and Rehabilitative Services
Tallahassee, Florida

Aging and Adult Services

Eleven District Offices

Service Projects

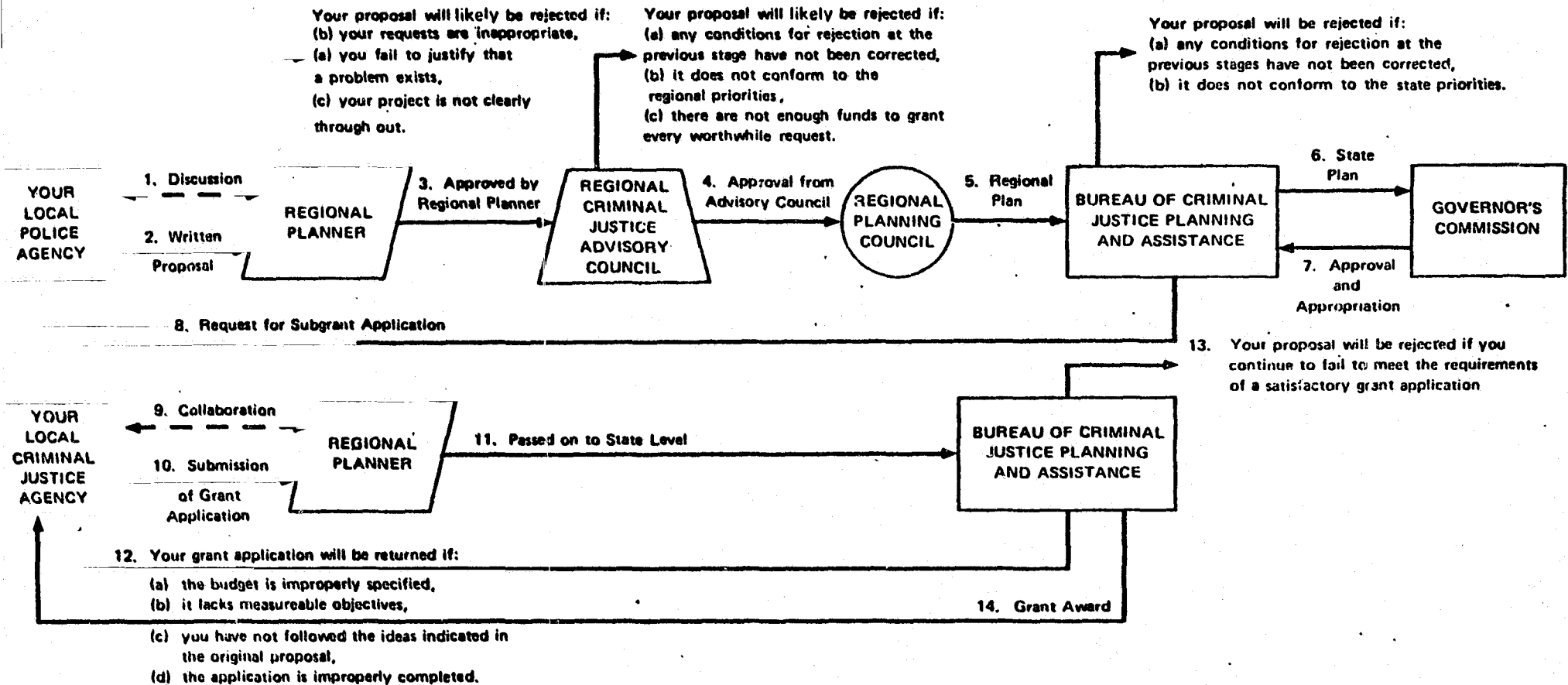
= Plan Submitted

= Fund Flow

CHART 4

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STATE PLANNING AGENCY BUREAU OF CRIMINAL JUSTICE PLANNING AND ASSISTANCE



EXAMPLE OF APPLICATION PROCESS FOR LOCAL FUNDS

END