

1978

# EVALUATION SUMMARY REPORTS

58867



Bureau of Criminal Justice Assistance  
Department of Administration  
Division of State Planning • April 1979

EVALUATION SUMMARIES  
OF  
CRIMINAL JUSTICE PROGRAMS

April, 1979

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## INTRODUCTION

As part of the 1979 Comprehensive Plan for Florida, each Regional Planning Unit was required to conduct one intensive evaluation of a Criminal Justice Project and each Metropolitan Planning Unit was required to conduct two intensive evaluations of a Criminal Justice Project. Workshops for SPA and local evaluation personnel were held in May, July, and August, 1978 to orient and train those responsible for conducting these evaluations. On-going review and supervision of evaluation efforts was the responsibility of the SPA Special Programs Coordinator.

Criteria used to select projects to be evaluated included:

1. Size of Grant - As a general rule, large projects should be evaluated because of the potential significance and impact of the expenditure of large amounts of resources.
2. Innovative Character - If a project appears to be representative of a relatively new approach, or one which has yet to be tested, an intensive evaluation should be conducted. Early intensive systematic development of the "state of the art" in criminal justice.
3. Replicability of Transferability - If demonstrated to be successful, many projects can be replicated widely in other jurisdictions and agencies. In those instances where a project holds great potential for replication and transfer to other jurisdictions, an intensive evaluation should be strongly considered.
4. Controversial Nature - In those instances in which a project is expected to be particularly controversial, an intensive evaluation should be conducted to permit the objective analysis of the project and its results.
5. Priority Projects - Those activities which are related directly to high priority state goals and objectives should be given high priority for intensive evaluation.
6. Duration and Continuation - Short term projects which are not expected to be continued by the SPA or other agencies should not ordinarily be intensively evaluated. Similarly, those projects which expect to apply for continuation funding should be considered for intensive evaluation to insure that information about the project's performance is available upon which to base a decision concerning continuation funding. If a strong monitoring effort can provide sufficient information upon which to base a decision on continuation funding, then an intensive evaluation may not be warranted.

7. Nature of Project - Some projects, because of their nature, may not require an intensive evaluation. Large equipment purchases or the construction of facilities may be examples. The emphasis here should be placed on evaluating the need for the equipment or facility before awarding the grant. It is appropriate to consider an intensive evaluation of the use of the equipment or the facility when they are directly related to a program with specified objectives.
8. Cost and Difficulty of the Evaluation - Certain projects by nature are methodologically far more difficult and/or costly to evaluate than others. In some instances, to obtain information sufficiently, accurate and complete to warrant a reasonable level of confidence, it is necessary to allocate more for the evaluation of the project than appears reasonable. The results obtained from such an evaluation may not warrant the expense.

The following executive summaries briefly describe the purpose of each project as well as the most significant evaluation findings and recommendations. Copies of the full evaluation will be provided upon request. Questions regarding these summaries should be directed to the BCJA, Special Programs Coordinator, Tom Long, at (904) 488-8016.

EVALUATION SUMMARIES FROM  
METROPOLITAN PLANNING UNITS



SEXUAL ASSAULT TREATMENT  
CENTER (SATC)

77-A4-14-AG01

Broward County Metropolitan Planning Unit  
Total Budget - \$75,052

INTRODUCTION

The Broward County SATC, which became fully operational on August 29, 1977, was designed to deal with the multitude of problems surrounding the victims of sexual assault. The project has received its funding from LEAA and is being monitored both programmatically and fiscally by the staff of Criminal Justice Planning of Broward County.

The goals of this program are to:

- provide the support, information and immediate medical and psychological services needed by victims of rape, child molestation and incest.
- provide law enforcement officials (with victim's consent) with the evidence and testimony necessary for prosecution of sex offenders.
- educate community on all aspects of sexual assault, particularly prevention.

FINDINGS

1. It was found that there was an increase in the reporting of sexual assault cases in Broward County. In 1976, there were 262 cases reported and in 1977 there were 274 cases reported. This increase, however slight, can be used as a measure of the program's success.
2. It was difficult at this juncture in the program's operation to determine if the second objective, which is the extent to which the project has resulted in an increase in the number of sexual assault victims who initiate prosecution against their assailant, was met. However, the continued collection of this data will serve as a reliable measure for future evaluation.
3. It was found that the third objective, which is to determine the perception of law enforcement agencies, medical and psychological professionals concerning the SATC program and its effectiveness, was positively met. Of those from the participating police departments who responded to the questionnaires which were sent, 58% stated they had a "very positive" working relationship with the program, 34% answered "positive" and 4% revealed a negative relationship. More importantly, 83% answered "yes" to the inquiry as to whether "the procedures for dealing with sexual

assault victims have been improved as a result of the program's services." Four percent said "no" and 13% gave no answer.

4. Seventy-three percent of the former clients who returned questionnaires (40 out of 206) said that the "extent to which the program, within its intended framework is meeting the needs of the client" is "very effective". Twenty-three percent answered "somewhat effective", and 2% answered "ineffective". So the fourth objective was positively met.

PROCESSING MENTALLY ILL DEFENDANTS THROUGH THE  
CRIMINAL JUSTICE SYSTEM: A BRIEF DESCRIPTION

Dade County Metropolitan Planning Unit

INTRODUCTION

There is a serious problem in effectively dealing with the mentally ill person who is charged with a crime within Dade County, Florida. These persons are initially incarcerated at the Dade County Jail or the Women's Detention Center, both of which are maximum security facilities which tend to be overcrowded and ill equipped to deal with persons requiring psychiatric care. Once a person has been booked into the jail, he may either be released (1) by bonding out; (2) under the custody of a responsible person; and (3) to a treatment program, or he may remain incarcerated at the appropriate facility pending trial. If he remains incarcerated and exhibits bizarre behavior, he will be confined to a one-man cell where he will receive little or no exercise, telephone calls, or contact with anyone but an occasional guard.

After arrest if a person is identified as possibly being mentally ill, a Circuit or County Court Judge must order a psychiatric evaluation in order to determine if the accused is competent to stand trial.

FINDINGS

If a person is found to be incompetent to stand trial by the Jackson Memorial Hospital Forensic Unit, or a court-appointed private psychiatrist, he is bound over to the appropriate court. Depending on whether the accused is charged with a felony or misdemeanor, the following alternatives are available to the court having jurisdiction:

The Civil Court will order a person charged with a felony committed to the Division of Mental Health. The facility used for those committed to the Division of Mental Health is the Forensic Unit at South Florida State Hospital. The person is kept there and treated until a determination is made that he is competent to stand trial. If the person is found competent, then arrangements are made to transport the patient to either the Dade County Jail or the Women's Detention Center. The person is then re-evaluated and if he is indeed competent to stand trial, he is then processed through the usual procedures for alleged felons. If he is again found incompetent he is returned to the South Florida State Hospital. After six months at the State Hospital, the person is labeled as permanently incompetent and is automatically found not guilty of the criminal charges by reason of insanity.

The County Court is even more restricted in handling those

who have been charged with criminal acts and found incompetent to stand trial. They cannot commit persons to the Division of Mental Health or bind them over to the Circuit Court for commitment. They have to rely on the use of the Baker Act for commitment. This act restricts involuntary commitments to those who are either dangerous to themselves and/or others or are in need of treatment. After being held for 24 hours, the person must be provided with a hearing in order to determine if a civil commitment is appropriate. Since the criteria for civil commitment are so restrictive, the person is usually released and receives no psychiatric care.

## PUBLIC DEFENDER SOCIAL WORKER PROGRAM

76-A3-15-DI03

Dade County Metropolitan Planning Unit  
Total Budget \$32,875INTRODUCTION

The Public Defender Social Worker Program provides organized social work services to clients of the Public Defender's Office, relieving attorneys of the need to deal directly with problems of a social/psychological nature. Additionally, the project provides social/psychological assessments for appropriate clients and develops individualized rehabilitative treatment plans to assist Dade County Circuit Court Judges in the discharge of their sentencing obligations.

FINDINGS

1. The percentage of Blacks served by the program far exceeds the county-wide percentage of Blacks, the percentage of Hispanic clients served is far less than the county-wide percentage, and the percentage of Whites served does not significantly differ from their county-wide percentage.
2. For Blacks, Latins, and Whites, the percentage of male clients served, far exceeds the percentage of female clients.
3. It was found that the program is reaching all clients regardless of age who are in need of social services.
4. The "need categories" which reflect the primary problem a client presents were as follows (listed in descending order): socially alienated, drug abusers, mentally ill (legally sane), alcoholic, mentally retarded, emotionally disturbed and learning disabled, sex offender, and child abuser.
5. The five most common offenses which Public Defender Social Worker clients were charged with were: breaking and entering, robbery, aggravated assault, possession of drugs, and violation of probation.
6. The top four community resources to which the program was making referrals were: mental health, offender programs, drug treatment, and alcohol programs. This corresponds directly with the top four identified client needs.
7. All 14 of the Assistant Public Defenders reported using the services of the social workers at some time.

8. On the average, 11-25 percent of the Assistant Public Defender's caseload was referred to the Social Worker Program.
9. The program developed 259 treatment plans with a court acceptance rate of 98 percent.
10. The majority of the 11 judges rated the overall quality of the plans as excellent and all felt their quality was at least good.
11. It was found that the treatment plans had offered a high degree of assistance to the judges in the discharging of their sentencing duties.

PERSONALIZED PROGRAMS FOR SENTENCED OFFENDERS  
76-A4-15-EJ02

Dade County Metropolitan Planning Unit  
Total Budget - \$88,136

INTRODUCTION

Dade County maintains two institutions for offenders sentenced to one year or less by judges of the Eleventh Judicial Circuit: the Dade County Training and Treatment Center and the Women's Detention Center. Although there was a wide range of programs offered at these institutions, the inmates chose to participate in a program on their own. These programs did not necessarily meet his or her particular needs so this led to the formulation of a project entitled: "Personalized Program for Sentenced Offenders". The basic premise was that an offender could be made aware of his/her immediate needs through a diagnostic evaluation and that the subsequent assessment report would be a useful tool in the rehabilitation process. Participation of the offender in the formulation of his/her treatment plan would stimulate his/her initiative and decision making ability.

FINDINGS

1. The project has substantially met and exceeded the criteria outlined in the first three objectives. They are as follows:
  - To establish a diagnostic clinic for psychological and vocational assessment of sentenced offenders. A minimum of twenty-five (25) sentenced offenders will be screened per week.
  - To test a minimum of eight (8) sentenced offenders weekly and service a minimum of five hundred (500) the first year.
  - To formulate an agreed upon individualized rehabilitative treatment plan for each sentenced offender.
2. The fourth objective which was to implement the treatment plan with follow-up counseling and program revision when necessary, has been only partially satisfied. The major shortcoming has been in the implementation of the treatment plans themselves.
3. The fifth objective was that 70% of the sentenced offenders, who successfully complete the program plan, are projected to obtain a job commensurate with the treatment/training skills received. Progress toward satisfying the requirements of measurable Objective #5 is impossible to determine since efforts to physically locate ex-clients have ceased due to the difficulty of the task.

ALPHA HOUSE  
76-A1-15-FK03  
Dade County Metropolitan Planning Unit  
Total Budget - \$70,635

INTRODUCTION

Alpha House Boys' Unit offers a specialized residential treatment program for juveniles who manifest emotional problems which, if not treated, could lead to serious delinquent behavior. The goal of the project is to shape attitudes, traits, and behaviors to better conform to the expectations that youngsters meet in their homes and schools. Such traits are honesty, foresight, respect for other's rights, and responsibility.

FINDINGS

1. The target number of the delinquent and pre-delinquent boys to be served by the program (26) has consistently been met.
2. The following services for each of the 26 boys in residence are being provided:
  - Twenty periods per week of remedial special education under a master's level certified special education teacher.
  - Three hours per week of group psychotherapy and moral development dialogues.
  - One hour per week of therapy with both the child and his family.
  - Involvement in a total program using behavioral techniques.
  - Involvement in a total milieu therapeutic program with trained staff.
  - Involvement in an organized physical fitness program (2½ hours per week) in addition to recreational sports.
  - Professional counseling on demand.
3. The following staff are provided to implement the program: one clinical psychologist II (1/3 of time), one clinical psychologist I, two child care workers II, one clerk typist II (½ time), three special education teachers, one recreational therapist (½ time), one administrative officer II (½ time), and 13 child care workers I.
4. The evaluation of the results of the total program is not being met as the objective stated. This is due to the fact that the project administration was poor. It was one of the major weaknesses found in the Alpha House Boys' program.



INFORMATION FLOW, FOLLOW-UP, AND THE DIVERSION  
PROCESS IN THE JUVENILE JUSTICE SYSTEM

Dade County Metropolitan Planning Unit

INTRODUCTION

A research study was initiated in Dade County on the flow of information from the Office of Youth Services Intake to various diversion programs and the flow of information back from the programs to Intake. This study was initiated for various reasons. First of all, it became apparent during the monitoring of juvenile delinquency grants that many of the projects were not keeping adequate information on those youths referred to them from intake. Secondly, some of the projects also felt that adequate written information about the child was not being sent upon referral to the program by Youth Services. Thirdly, many counselors at Intake stated that once a child was referred to a program, Intake rarely received information on the progress of the child. In addition, the system was not adequately serving those youth who may have needed continuing follow-up.

FINDINGS

At the time that this study was initiated, there were no formalized procedures for (1) providing information to diversionary programs at the time a referral was made; (2) follow-up on a child by Youth Services to assess how he was doing in a program; and (3) provision for relating information back to the offices of Youth Services as to how the youth progressed while in the program.

What has resulted because of the lack of formalized procedures is a diversion system that is not operating at its optimal level.

RECOMMENDATIONS

1. More formalized and institutional format for follow-up and evaluation for any LEAA grants that act as diversionary programs to Intake.
2. Referral and follow-up forms to be developed.
3. Assessment of the feasibility of a tracking system for the whole diversion system.

## MARTIN LUTHER KING BOULEVARD CRIME PROFILE

Dade County Metropolitan Planning Unit

INTRODUCTION

Approximately seven years ago a program to redevelop Northwest Sixty-second Street was begun. The street is designated as Martin Luther King Boulevard in honor of the late Dr. Martin Luther King. The approach to redevelopment of the Boulevard is a multimodality one including public works, economic development, housing development, transportation systems, and social, cultural, and recreational development. One of the major thrusts of the program is to improve the roadway and provide a park system with the goal of revitalizing the businesses along the Boulevard and attracting new businesses to the area. One of the most serious problems which exists that will hamper this goal is the perceived high crime rate which plagues the Boulevard and the surrounding area.

FINDINGS

For the twelve offenses on which data was collected a total of 429 incidents were reported during the period of January 1, 1976 to December 31, 1976. Of these, 55 or 12.8% were crimes against property and 189 or 44.1% were so called "victimless" crimes (prostitution and drug offenses). One hundred fourteen or 26.6% of the reported offenses occurred between the hours of 8:00 a.m. and 2:00 p.m., 148 or 34.5% between the hours of 2:00 a.m. and 8:00 p.m., 117 or 27.3% between the hours of 2:00 a.m. and 8:00 a.m. Three hundred forty-one or 79.5% of the reported offenses occurred on a weekday (Monday through Friday evening up to 8:00 p.m.) and 88 or 20.5% of the reported offenses occurred during the weekend. One hundred ninety-six or 45.7% of the reported offenses occurred on the Boulevard (Northwest 62nd Street) itself, while 301 or 70.1% of the offenses occurred on or within one block of the Boulevard.

The chances of attracting new businesses to the Martin Luther King Boulevard area will range from relatively slim to none, in spite of physical redevelopment of the area, in view of the amount of person and property crime occurring in the area.

Obviously, a program to redevelop and revitalize the Boulevard must go far beyond simple physical improvement. A full range of crime prevention efforts should be instituted within the area of the Boulevard. These prevention efforts should include members of the local business community and residents of the area working in cooperation with the appropriate law enforcement agencies. In addition, the latest in building security techniques should also be implemented.

A STUDY OF THE RECIDIVISM RATE OF THOSE  
OFFENDERS COMPLETING DADE COUNTY COMMUNITY BASED CORRECTIONAL PROGRAMS

Dade County Metropolitan Planning Unit

INTRODUCTION

The purpose of this study was to examine the recidivism rate of those offenders coming into contact with Dade County community-based correctional programs. The programs examined were:

1. The Treatment Alternatives to Street Crime Program (TASC) which provides services to drug involved individuals;
2. Three halfway house programs serving the ex-offender population: Riverside House, Myrick House, and Oznam House; and
3. Two volunteer out-patient offender programs: Transition, Inc., which matches volunteers on a one-to-one basis with felons serving sentences in the Dade County Stockade and the Women's Detention Center, and Advocates, Inc., which provides services to misdemeanants referred by the County Court.

FINDINGS

1. In the TASC program, of 279 clients, a total of eighty-one were re-arrested, yielding an overall recidivism rate of 29.03%.
2. Oznam House clients were released between February of 1974 and April of 1976. The average time since release was 11.2 months. The recidivism rate was 27%.
3. Myrick House clients were released between October of 1974 and April of 1976. The average time since release was 6.5 months. The recidivism rate was 27%.
4. Riverside House clients were released between January of 1974 and April of 1976. The average time since release was 13.9 months. The recidivism rate was 17%.
5. Advocates, Inc. clients were released between April of 1973 and April of 1976. The average time since release was 14.55 months. The recidivism rate was 15%.
6. Transition, Inc. clients were released during the period of January of 1974 and April of 1976. The average length of time since release was 11.8 months and the recidivism rate was 29%.

## STUDENT ADVISOR - INTERVENTION VERSUS INTAKE

77-A1-12-FA01

Hillsborough Metropolitan Planning Unit  
Total Budget - \$90,500

INTRODUCTION

The Student Advisor Program is administered by the Hillsborough County School Board, under the general supervision of the Department of Education for Exceptional Students, Programs for the Socially Maladjusted.

The Student Advisor Program employs full-time student advisors in selected junior high schools throughout Hillsborough County to work with delinquent and other problem youth in an effort to prevent truancy, reduce suspensions, improve academic performance and reduce acts of delinquency. The students in the project are referred from the Department of Health and Rehabilitative Services (DHRS), the local law enforcement agencies, deans, principals and various other school system personnel. Once admitted to the program the students receive a variety of services including individual and group counseling, family counseling and educational remediation.

FINDINGS

1. The measurable objective regarding academic achievement was met as nearly 57% of the students improved more than the average yearly gain in grade level.
2. Seventy-three point seven percent of the students in the project had higher self-concept scores at the end of the school year.
3. There was found to be an average improvement in attendance for the students in the project of nearly 16%.
4. A decrease in referrals of the students to DHRS intake, as compared to the previous year, was experienced. (From 40.7% to 21.5%)
5. Although there was an increase in the number of students detained, (from 6.7% to 9.8%) the objective actually was met as it calls for no more than 10% of the students being detained.
6. A review of the data indicated that a reasonably high percentage of students who did poorly on each measure made some improvement in two or three of the other areas.

HILLSBOROUGH COUNTY BOARD OF  
CRIMINAL JUSTICE RELEASE-ON-RECOGNIZANCE UNIT

77-A3-12-DE01

Hillsborough Metropolitan Planning Unit  
Total Budget - \$68,788

INTRODUCTION

The stated purpose of the ROR Program is to demonstrate that through proper screening, a significant number of pre-trial detainees can be released from incarceration on their own recognizance. These individuals are expected to appear for court hearings as scheduled and remain in the community without further criminal involvement during the pre-trial period.

The ROR process generally includes screening adult offenders after booking and verifying arrest records, employment, and residence information provided by the defendants. Once this information is collected and verified, the individual's eligibility for ROR is determined using standard criteria, including residence and family ties in the community, employment/school status and prior record. Those individuals eligible for ROR are referred to the courts and recommended for ROR by the project staff. In all cases, a County or Circuit Judge makes the final ROR decision.

FINDINGS

The primary outcome measures utilized by the ROR project are failure to appear rates (FTA), recession rates (recession of a court order to release an individual on ROR), rearrest rates (rearrest while on ROR status) and probation disposition rates.

Using sample data to compare pre-trial defendants who were ROR's with pre-trial defendants who bonded out of jail indicates that FTA rates, recession rates and rearrest rates for ROR clients were lower and probation disposition rates were higher than for bonded pre-trial defenders.

ROR PROJECT OUTCOME RATES

	FTA RATES (RANGES)	RECISSION RATES (RANGES)	REARREST RATES (RANGES)	PROBATION DISP. RATES
BONDED DEFENDANTS (SAMPLE)	31.3%	20.9%	22.2%	21.1%
ROR CLIENTS (SAMPLE)	13.5-21.8%	4.8-12.9%	3.1-4.3%	52.6%

These data clearly indicate the ROR clients were rearrested less often and received probation more often.

## SCHOOL RESOURCE OFFICER PROGRAM

77-A1-12-FL01

Hillsborough Metropolitan Planning Unit  
Total Budget - \$114, 289

INTRODUCTION

The School Resource Officer (SRO) Program is administered by the Hillsborough County Sheriff's Office (HCSO), the Tampa Police Department (TPD) and the Temple Terrace Police Department (TTPD). The SRO is a full-time sworn law enforcement officer. Each SRO is assigned to one school exclusively and his responsibilities include the presentation of crime prevention and related materials to students, the provision of law enforcement resource assistance to student, parents, and school faculty, the provision of counseling and referral services to students and parents, the investigation of delinquent offenses and the arrest of delinquent youths and identifying and counseling problem youths and diverting youths from the juvenile justice system.

FINDINGS

Overall, the SRO Program has gained excellent support of local educators and law enforcement officials. School principals and deans interviewed, unanimously support the program. Each cited the high level of professionalism exhibited and the quality of services rendered by the SRO assigned to their respective schools. The school administrators also reported a high level of acceptance of the SRO's by both teachers and students.

During interviews the school deans and principals spoke of the benefits of the SRO program in three respects: First, they felt the staff and students had an opportunity to interact with the officers on an individual level, and an improved image of law enforcement had resulted. Second, they indicated that the crime prevention and information programs were both appropriate and beneficial for the students and staff. And finally, the school administrators cited the crime control and deterrence functions of the program as helpful to the school in general and the students and faculty in particular.

## FOURTH DIMENSION CRIME PREVENTION PROJECT

77-A4-11-AE01

Jacksonville Metropolitan Planning Unit  
Total Budget - \$111,111

INTRODUCTION

Since 1975, more than \$300,000 in LEAA and matching funds had been allocated to crime prevention activities of the Fourth Dimension and its predecessors. The project has focused efforts on conditions considered to be root causes of crime by increasing public awareness in institutional areas and by providing technical assistance to community organizations and individuals. The Fourth Dimension had been related administratively to the Mayor's Office prior to transfer in July, 1978 to the Sheriff's Office, at the direction of the Metropolitan Criminal Justice Advisory Council.

FINDINGS

1. The Fourth Dimension Project has strengthened the existing crime prevention program developed by the Sheriff's Office.
2. The Fourth Dimension's transition to the Sheriff's Office has been accomplished with a minimum of disruption.
3. Project staff and knowledgeable persons in the Sheriff's Office have rated the project favorably.
4. The Project's record-keeping and reporting procedures have improved considerably since transfer.
5. Of the approximately 60 organizations having frequent or recent associations with the Fourth Dimension Project, approximately 80% were aware of services provided by the project and they most frequently learned of the project through the initiative of the project staff.
6. Accomplishments of the Fourth Dimension Project prior to transfer have been difficult to identify because information in quarterly and final reports has generally been lacking in detail; moreover, evaluators have been unable to obtain some documents referenced in reports.
7. Fiscal audits revealed no fiscal problems or shortcomings.
8. A comparative analysis of the Fourth Dimension Project revealed that effective coordination of the crime prevention function had not existed in Jacksonville prior to transfer to the Sheriff's Office. When comparing the 1977 crime rates

against the five-year mean, Jacksonville and three other jurisdictions were found to have experienced a reduction in reported criminal offenses which exceeded the state's overall four percent reduction. Reductions in reported offenses cannot be attributed solely to such projects.

9. It would appear that the increased public awareness in addition to technical assistance have prepared the way for the Fourth Dimension Project to move into a more active role of coordination and leadership in the "development of a coordinated crime prevention system", a goal cited in present and past project grant applications.



JACKSONVILLE'S WORK FURLOUGH AND  
VICTIM RESTITUTION PROGRAM

78-A5-11-IA01

Jacksonville Metropolitan Planning Unit  
Total Budget - \$67,977

INTRODUCTION

The publicly-supported Work Furlough Project in Jacksonville was designed for the protection of the public's safety, institutional security, and the rehabilitative needs of program participants. The following five goals have been identified for the program:

1. Incarcerating the offender in a humane manner;
2. Deterring further crime by the offender during and after incarceration;
3. Providing opportunity for resocialization and rehabilitation of offenders;
4. Helping victims of crime; and
5. Reducing the cost of incarceration of persons and the cost for public support of their dependents.

The program has served over 3,000 inmates since its inception in 1971, during which time no rapes, assaults, armed robberies or other serious offenses have been attributed to work furlough participants while in the program.

FINDINGS

Since 1971, work furloughees were reported to have earned over two million dollars of which \$364,642.57 was returned to the program in board charges. It has been calculated from operating expenditures that average daily per capita costs have been considerably lower at Fairfield Correctional Institution (as the Work Furlough Project is called) than at Jacksonville Correctional Institution: \$13.45 and \$21.05, respectively, in fiscal year 1978. If project-generated income in the form of board payments were deducted from Fairfield Correctional Institution's operating expenditures in fiscal year 1978, the 1978 cost ratio for housing inmates at Jacksonville Correctional Institution to that of Fairfield Correctional Institution would have been 2.09:1.

The number of applications to the program in fiscal year 1978 had increased 116 per cent over fiscal year 1975.

During the two-year tracking period from date of release from Fairfield Correctional Institution, it was found that 61% of the 1975-76 male and female sample of 283 persons had not been reconvicted of criminal acts.

#### RECOMMENDATIONS

1. It is recommended that the project be institutionalized.
2. The project staff should adopt the following definition of recidivism: it should be considered as (1) criminal acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision within the previous three years; and (2) by technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status.

## PALM BEACH COUNTY VICTIM/WITNESS AID PROJECT

75-DF-04-0034

Palm Beach County Metropolitan Criminal  
Justice Planning Unit

Total Budget - \$172,101

INTRODUCTION

The Victim/Witness Aid Project (V/WAP) began in September, 1975 as an LEAA discretionary grant. The project is staffed by a coordinator, six criminal justice specialists (paralegals), and two secretaries. For the past three years the purpose of the V/WAP has been to provide services to victims and witnesses of felonies, misdemeanors, and juvenile crimes in order to improve their opinion of the criminal justice system and to increase the willingness of the general public to participate in the legal procedures.

The purpose of the evaluation is two-fold. First, to determine whether the program is meeting its measurable objectives and goals. Second, to provide the county with accurate information concerning the effectiveness of the program in terms of cost assumption.

FINDINGS

This evaluation limited the tracking of cases to index crimes alone. The V/WAP's only source of referral for selecting its felony cases is the State Attorney's Office. Data from the Program indicates that the majority of cases they select from the State Attorney's Office are also index crimes.

1. Data indicates that the Center is not meeting the needs of an average of 46% of those index crimes or 30% of all cases they select from their one source of referral; the State Attorney's Office.
2. Surveys asking the question "How would you describe the help offered by the V/WAP in assisting you in your court case?" were sent out to each case as it closed. Eighty-nine percent of the victims who returned the survey felt that the program was of at least some service to them. However, the available data is subject to an unknown selection bias. It should not be generalized beyond a category of victims who (1) met the criteria for the program, (2) returned the initial questionnaire; and were selected to receive the final survey.

The V/WAP has made a commendable effort in attempting to assess the satisfaction of individuals who were provided services by the project. A few modifications in the instrument used to assess this satisfaction should make this effort more accurate.

The issue of restitution in Palm Beach County cannot be adequately explained at this time. The V/WAP's impact upon the ordering of restitution by judges is not available because of the inadequate data base provided by the program.

The fifth objective of the evaluation was to show if services to victims have more impact on successful prosecution than those services provided to victims of other crimes. However, it was not possible with the existing data base to adequately examine this objective.

## SEXUAL ASSAULT ASSISTANCE PROGRAM

78-A4-96-AE01

Palm Beach County Metropolitan Planning Unit  
Total Budget - \$88,798

INTRODUCTION

The Sexual Assault Assistance Project (SAAP) began in November, 1975. During its operation, the Sexual Assault Assistance Project focused its energies on three separate but closely related areas. First, it sought to provide direct, empathetic and supportive services to victims from the time the victim reported the crime and continuing through the victim's participation in the criminal justice system. Secondly, SAAP sought to coordinate and integrate the various professionals who came into contact with the victims and who provided necessary services. The major professions were law enforcement, legal, and medical. Lastly, SAAP chose actively to seek speaking engagements to:

1. inform the public and potential victims of SAAP services;
2. to provide accurate information regarding rape and its realities; and
3. to prevent future sexual assaults.

FINDINGS

The organizational placement of SAAP in Palm Beach County as an independent agency appears to be advantageous to both the criminal justice system and to the victim. Based on surveys sent to the three major agencies (medical, legal and police) which handle sexual assault victims, it is evident that the program assists in aiding the agency perform its rape related function and encouraging interagency cooperation and coordination. Probably the most important aspect of the project is the continuity it gives to the case as it passes through the criminal justice and medical systems.

-Eighty-nine percent of the emergency room nurses at the hospitals felt that SAAP had improved the procedures for examining the sexual assault victims.

-Eighty-five percent of the prosecutors from the State Attorney's Office for the 15th Judicial Circuit responded that SAAP helps to link up the different agencies and individuals who provide facts and evidence for a successful prosecution of sexual assault.

- Ninety-two percent of the Assistant State Attorney's felt SAAP should continue to operate as an agency independent of the other components of the criminal justice system.
- Interracial reported cases involving white victims and black offenders are more often cleared by police departments (59%) and filed for prosecution by the State Attorney's Office (50%) than either category of intraracial sexual assaults.
- In the interracial category involving black victims/black assailants, 44% of the reported assaults were deemed false by police departments. In comparison to the number involving white victims/white assailants or white victims/black assailants, deemed false by police (16% - 19% respectively) the data seem to demonstrate questionable decision making on the part of law enforcement personnel with regard to disposition of cases reported by black victims.
- SAAP data tend to show that approximately the same percentage of victims and offenders were total strangers to each other as those who knew each other well. The remaining 20% of victims knew their attackers at least casually.
- The results of the questions concerning the SAAP were positive, and in many areas, excellent, in terms of victim services and agency cooperation. There is some need to review with staff the need to insure medical follow-up treatment. In general, however, services were consistent, informative, supportive, and according to 100% of the victims, should be continued and available.
- Not one victim reporting an assault and responding to the survey had ever heard of the SAAP. Conclusions based upon this are highly speculative. SAAP may need to direct more speaking engagements towards particular target groups.
- SAAP identified nationally accepted facts concerning rape, which have been supported by research and compared the fact concerning rape to local data accumulated by SAAP. SAAP local data substantially supported five of the six national facts.
- The likelihood of a case traveling through the criminal justice system, in which the victim knows the assailant is significantly less than cases involving victims who are sexually assaulted by a total stranger. Because more victims (60%) are assaulted by someone they know, it seems that further training by police is necessary.

## LARGO POLICE DEPARTMENT CRIME PREVENTION UNIT

76-A1-13-AE02

Pinellas Metropolitan Planning Unit  
Total Budget - \$37,915

INTRODUCTION

The Largo Police Department began, in 1975, a crime prevention effort and based on the latest crime reports, the unit staff began a series of residential/commercial security surveys. Staff recognized the need for a comprehensive citizen education/awareness program and with the city's approval, applied for this grant. Due to good planning and utilization of resources, the grant was extended to 23 months.

FINDINGS

The citizen education approach was initiated and proved to be successful. Massive media campaigns to inform the citizens of the resources available fostered an overwhelming response and created a backlog of requests.

1. The first seven objectives listed in the grant were either met or surpassed.
2. Measurable objective #8 - Decrease stolen property by 5% as compared to the 12 months preceding the grant period - was not achieved. Two possible conclusions are evident. First, the method of determining the amount of stolen property was the dollar amount as stated by the victim rather than the actual number of items. Second, inflation was not considered in figuring the decrease in actual dollar amounts.
3. The possible negative effect of several intervening variables has previously been mentioned. Ideally, a zero burglary rate would be outstanding; however, a realistic burglary rate should be considered.
4. The 1977 Florida UCR indicated an overall decrease in residential/commercial burglaries of 4.4%. The City of Largo experienced a decrease of 9.3% in this category.
5. The spin-offs, by-products listed in the final report, and acceptance of the program by fellow officers and the Citizens of Largo are indicative of the success of the program.

RECOMMENDATIONS

1. A procedure be devised to provide the police department with a means of identifying:
  - a. Method of recovery of stolen property.
  - b. How the owner of the property was located (serial number, Operation I.D. number, etc.)
2. Crime prevention unit staff should attempt to identify inadequate areas which would require city improvements such as street lighting, etc., where community development block grants could be utilized.
3. Continue to provide special emphasis programs to senior citizens, working parents, etc., as needs are identified.



EVALUATION SUMMARIES FROM  
REGIONAL PLANNING UNITS

## TREATMENT ALTERNATIVES TO STREET CRIME

77-ED-04-0006

West Florida Regional Planning Council  
Total Budget - \$159,900

INTRODUCTION

On June 7, 1977, the Escambia Board of County Commissioners received a grant of \$143,910 from the LEAA. This amount was used in conjunction with the \$15,990 local matching funds supplied by the County for the implementation of the Escambia Treatment Alternatives to Street Crime (TASC) program.

TASC is a nationwide treatment/referral program, which attempts to identify drug abusers as they enter the criminal justice system, screen them for their treatment needs, and monitor their progress. It is designed to disrupt the pattern of those drug-dependant persons who engage in street crime to support their habits and are recurringly arrested, released, and re-arrested.

The purpose of the present study is to determine the effectiveness of the Escambia TASC project in reducing the incidence of drug abuse and drug related crime among TASC clients. This study is the first of a two-phase evaluation of TASC. Phase one is an analysis of the TASC process, which will provide project staff and decision-makers with information about how well TASC is working.

FINDINGS

1. The TASC system is operating as an effective mechanism for the identification, diagnosis, treatment referral, and supervision of drug-abusing criminal offenders in Escambia County.
2. Objective: To monitor the objectives of the TASC project, focusing on the quality and use of project inputs and activities. Results: TASC's contribution to reduced criminal activity and drug usage among clients is evidenced by a 68% client success rate during the study year. In addition, only 5.6% of TASC clients were rearrested while in treatment, and 96% of TASC urinalyses reports indicated no drug usage among clients.
3. Objective: To examine social, historical, and demographic characteristics of TASC clients, and generate a "client profile". Results: The analyses of client characteristics provides a clear picture of the "average" TASC client. Based upon the results of this analysis, one could expect the TASC client to be a young, white male, single, with less than a high school education, working in a low-skilled job, using a variety of different drugs, and having a history of criminal arrests.

4. Objective: To analyze the extent to which TASC, within its judicial context, is able to function as an effective alternative to incarceration for those choosing to participate. Results: Based upon the judicial outcomes of a comparison group, TASC is perceived as a more severe sanction than incarceration by those choosing not to participate. This indicates some slack in the leverage exercised by the judicial system to direct a potential client to participate in TASC.
5. Objective: To examine the costs of TASC and treatment in comparison with the costs of incarceration. Results: An analysis of the costs associated with TASC indicates that the cost of processing a client through the TASC system is approximately \$2.06 per day. When compared to the traditional costs of incarceration, the per diem costs of TASC and treatment are significantly less (approximately one-half) for outpatient treatment, and approximately twice as expensive for residential treatment. On the average, the per diem costs of TASC and treatment are approximately 23% higher than the mean per diem costs of incarceration.

#### RECOMMENDATIONS

The recommendations contained in the present study will address issues that relate to the improved performance and efficiency of TASC during year two. In addition to those recommendations suggested by the evaluator in the quarterly evaluation reports and implemented by the TASC during the study year, the following recommendations are in order.

1. TASC should work to improve its documentation of all events that affect the client's legal and treatment status.
2. Delays in completing the TASC monthly statistical reports have caused incomplete and inaccurate reporting of TASC performance. It is recommended that all necessary statistical information be accumulated and verified during the first week of each new month.
3. Given the client profile characteristics identified in the present study, TASC should improve its documentation of those admitted to TASC, those rejected at intake, those interviewed and referred to TASC but reject TASC, and the reasons for rejection (either by TASC or by the individual).

## WAKULLA COUNTY ALTERNATIVES TO SUSPENSION/EXPULSION PROJECT

76-J6-02-FA01

Apalachee Regional Planning Council  
Total Budget - \$22,049

INTRODUCTION

The Wakulla County Alternatives to Suspension/Expulsion Project establishes an alternative to out-of-school suspensions through the implementation of a behavior modification program for disruptive students based on William Glasser's "Reality Therapy" concepts and techniques. Students are not removed from the mainstream school environment, but receive treatment for one hour daily. Project objectives seek to reduce the incidence of disruptive behaviors in the regular classroom, to involve parents, and to reduce the number of school suspensions and expulsions.

FINDINGS

1. In analyzing data on the measurable objectives that could be evaluated at this time, it has been found that the project has met, and in some cases exceeded those objectives.
2. Further assessment of the project is not feasible at this time due to the lack of randomly-assigned control group with which more detailed effects of project participation could be determined.
3. Through casual observations on on-site visits, it is evident that the project staff and related school personnel are totally dedicated and enthusiastic toward the program.

RECOMMENDATIONS

Although further analysis and a more in-depth evaluation have been suggested throughout this report, the evaluator feels sufficiently informed on the project logic, design, and objectives to offer general recommendations:

1. Hiring of a black staff person to more effectively handle the special needs of black students in the attempt to reduce classroom disruptions and suspendable behaviors.
2. Administering of Self-Reported Delinquency Questionnaires to both target and control groups to assess the extent of other than school-related delinquency. If it was found that although the incidence of classroom disruptions decreased, yet the incidence of community and home delinquency did not, then possibly the program could then be modified and/or expanded in an attempt to reach a wider margin of deviance.

3. Specifically, more detailed records should be maintained on target and possibly control students, i.e. age, income level of family, grade level, and the number of official delinquency referrals made by the school, community agencies, and other interested parties. Such information would not only provide more data on the nature of the students served by the program in the attempt to better assess the actual effects of the program itself, but would aid in determining the role participation plays for various types of students as well.
4. Workshops should be conducted for teachers and parents whereby various issues on discipline and academic performance could be discussed. Through such workshops, parents and teachers alike could become more familiar with common academic and behavioral problems facing them, and various techniques for coping with and ameliorating such difficulties could be shared. It is hoped that with the concerted efforts of both parents and teachers, behavioral problems in the classroom may be more effectively controlled and thereby reduced.
5. The program should also be expanded to include volunteer student participation by those target students currently in or post program participation. Volunteer students could render assistance to younger students, or even provide tutoring services to others. Such an addition to the program would raise the degree of program involvement; as well as to bolster the encouragement already manifested by project staff, teachers, and school administration.

## SCHOOL ADJUSTMENT TREATMENT PROGRAM

77-J6-03-FA01

North Central Florida Regional Planning Council  
Total Budget - \$23,333

INTRODUCTION

Many of the students referred to Health and Rehabilitative Services from Bradford and Union counties are in return referred to the subgrantee of this project, the Bradford-Union Guidance Clinic, Inc. The Clinic has found that many of these referrals come from multi-problem families where other children and/or parents are also experiencing problems. This project was developed to intervene with these families at the earliest possible stage to prevent the establishment of a socially unacceptable pattern of behavior.

The School Adjustment Treatment Program was developed with two overall goals in mind. The project directors wanted to: (1) change the unacceptable behaviors of the children without the stigmatization of a long-term, clinically-oriented treatment program; and (2) change the home environment that the child must remain in. The project proposed a three-step program to achieve these goals that would involve a Spring Family Phase, a Summer Camping Phase, and a School Follow-Up Phase.

FINDINGS

During the first phase of the project, the family therapy phase, four of the 28 behaviors on the behavior checklist, which was developed by project personnel, showed significant improvement, but these were in relatively minor areas of concern for delinquency prevention. For the period of the intensive daily camping program, 50% of the behaviors measured showed significant improvement. A follow-up test with parents after the camping period showed three areas of improvement. This finding would indicate that positive behavior changes occur as a result of the intensive camping, but there is a need for increased follow-up to sustain the changes within the family.

Since one of the primary purposes of this project was to decrease disciplinary problems in the school system, teachers of the campers were asked to rate the clients during the spring before participation in the camp, and again in the fall, approximately three months after the camp. Twelve of the behaviors were significantly improved in a t-test analysis, including such behaviors as destroying property, fighting, and having conflicts with adults. Academic work also improved and these improvements after leaving the camp would indicate that the techniques have a lasting affect, although it should be noted that different teachers were involved in the pre and post tests.

RECOMMENDATIONS

1. It is recommended that a parental consent form be obtained from DHRS as well as school officials.
2. Special attention should be given to follow-up of the younger children in the project.
3. Teachers of the previous year's campers should be asked to complete the behavioral checklist in the spring when the pre-tests are given for that year's clients.

## CLAY COUNTY YOUTH RESOURCE UNIT

77-A1-04-FL01

Northeast Florida Regional Planning Council

Total Budget - \$15,384

INTRODUCTION

The program in Clay County started in the fall of 1975; project operations began on October 1 of that year, with the assistance of an LEAA subgrant. Operations have continued through subsequent second and third year projects. The long-range goal of each project has been to prevent juvenile crime. The activities of the project, which have been centered mainly in Clay County's public schools, have included but have not been limited to making daily contacts with large numbers of students; targeting pre-delinquent youth for special counseling and assistance; diverting delinquent youth from the formal juvenile justice system; organizing and conducting tours for students to correctional and law enforcement facilities, both in and out of county; providing presentations on safety and on drug abuse; and even teaching a course (within the school's curriculum) on law enforcement. The short range goals have stressed improving the image of law enforcement among youth and thus among the community, and establishing a positive and trustworthy relationship between youth and law enforcement.

FINDINGS

1. The objective of identifying at least 150 individual pre-delinquent or "high risk" youth was met and surpassed (two of the youth specialists each identified 150 pre-delinquent youth).
2. The objective of providing at least 5 one-to-one counseling sessions to each of the 150 identified pre-delinquent youth was also met and surpassed. The two of the youth specialists provided this to all 150 of the pre-delinquent youths they identified (for a total of 300).
3. During the 1977-78 school year, seven crime prevention oriented field trips were conducted in which at least 240 youth participated. The measurable objective had called for at least 10 crime prevention oriented field trips provided for at least 500 youth.
4. During the period from October 1977 through February 1978 (five months) a total of 10,244 students and 600 parents in 13 schools plus one church attended presentations on various subjects on criminal justice and on crime prevention. The measurable objective had called for at least 150 classroom presentations on various subjects on criminal justice and on crime prevention for at least 2,000 individual students.



SPOUSE ABUSE INC'S SPOUSE ABUSE SHELTER  
ORANGE COUNTY

P77-A4-76-AG02

East Central Florida Regional Planning Council  
Total Budget - \$10,451

INTRODUCTION

Refuges for victims of spouse abuse and their dependents have begun to be established throughout the country. While most programs are severely limited with regard to funding, they do provide the basic essentials and allow some respite so that clients can consider future alternatives in a non-threatening atmosphere. Wherever a new refuge is opened, it is filled to capacity almost immediately and remains full, though the turnover rate may be very rapid.

The Spouse Abuse Shelter in Orange County began operation in January, 1977 and has operated at full capacity since that time. The Shelter provides short-term residential and support services to 25-30 clients and their dependents, providing necessary referrals to implement the course of action the individual chooses. Referrals to the Shelter are made through the We Care Hotline and the determination of the individual's eligibility is decided by the Shelter staff. Every effort is made to locate alternative living areas if the Shelter is filled at the time of the call. Protection of the resident's confidentiality and ensurance of their safety are paramount to the program.

FINDINGS

The basis of the evaluation of the Spouse Abuse Shelter is provided largely by general observation of the program. Agency records were also reviewed, staff members interviewed, and pertinent community agencies and police officers surveyed.

As of August 30, 1978, the Spouse Abuse Shelter had housed 610 women, children and men. The available data suggests that 84% of the clients had previously left their spouses. Seventy percent indicated they had left more than once. The information received from the clients also reported that over 80% of their spouses had used alcohol perceding or during the periods of violence. A majority of the clients responding to the counselor's questionnaire alluded to the spouse's short temper. Only 29% notified police of the assault and only 4% requested that the spouse be arrested. From the departure interview 84% stated that they did not plan to return to their spouses. No follow-up data on the clients was available.

According to the staff, the program is running much more efficiently since the hiring of an executive director in March, 1978. Improvements have been made in the admission procedures, fiscal reporting, data collection, and general day-to-day operation of the Shelter.

A survey of the social services available to Shelter residents revealed that they have not encountered any major problems in providing services to the Shelter clients. All agencies reflected a positive attitude toward the Shelter and its staff.

A survey of police officers also showed a positive attitude on their part toward the Shelter and staff. A majority of those interviewed reported that they had at some time referred an individual to the Shelter.

In general, the evaluation found that a major deficiency of the Shelter was lack of adequate funds to hire additional staff. These additional personnel would allow around the clock staff during the week and weekend, provide adequate child care, and do maintenance work at the Shelter.

The other major deficiency noted was lack of follow-up information of clients once they had left the Shelter. This was due in part to lack of staff and, more importantly, the need to protect the confidentiality of the client.

#### RECOMMENDATIONS

1. Due to extremely limited funds, the present staffing pattern provides minimal coverage evenings and weekends. A staff member is on call but not necessarily in the Shelter. It is recommended that the Shelter apply for CETA positions to alleviate this situation.
2. One of the most pressing needs of the program is for child care since there are usually ten or more children in residence at any given time. An immediate answer to the problem might be to provide a fixed number of CETA positions for the residents. Other means might be to have church groups provide inexpensive child care. In any case, every effort should be made to investigate the use of existing or developable resources.
3. A significant handicap which affects "efficient and effective operation" of the program is the lack of suitable space for the office and counseling. Under the present set up, the office is located between the kitchen and the living area. Efforts have been made to close off this area to cut down on the traffic. Another weakness in the present facility is the fact that residents frequently are responsible for opening and closing the front door. This can occasionally lead to laxity with regard to house security. One possible alternative is to enclose the front porch, removing the office out of the traffic pattern and at the same time providing better house security. This would also give the residents more living area.

4. Staff endeavors to establish records on each individual client has greatly improved the data collection process at the Shelter. It is recommended that a special effort be made to explain to the client during the initial interview the importance of accurate client records and that the forms be reviewed by staff after completion. This would help eliminate the unnecessary gaps in information.
5. Information on clients is presently kept in the counselors' office. It is recommended that a retrieval system for the files be instituted to provide efficient and easy handling of client data.
6. Much progress has been made in a short time by the executive director to establish workable administrative procedures. It is recommended that a staff handbook be developed to insure that these procedures are known and carried out by the staff.
7. The media has been reported to be an effective means of publicizing the program. It is recommended that media publicity be continued.
8. Both the staff of the Spouse Abuse Shelter and several of the referring agencies expressed a desire to follow-up on the clients disposition. In order to effectively measure the success of the project this is a necessity. It is recommended that Shelter staff contact other shelters in the country to learn of their procedures. Specifically, the shelter in Vancouver, Canada has carried out follow-up and their experience in dealing with the confidentiality of clients might prove helpful.
9. At the present time, Shelter staff appear to be very dedicated, trained, extremely conscientious, and committed to the work they are doing. If new employees are added, a high priority should be placed on pre-service training and in-service training.
10. There are a number of relatively inexpensive improvements at the house which could be prioritized for purchase by house funds or by donation. A list should be compiled which might include: a complete first aid kit and a rope ladder which could be used for exiting from the second story in case of an emergency.

JUDICIAL DISTRICT 10 FORENSIC PSYCHIATRIC  
UNIT MENTAL HEALTH CENTER OF POLK COUNTY

77-A4-07-EE02

Central Florida Regional Planning Council  
Total Budget - \$105,476

INTRODUCTION

The Forensic Unit is utilized by the courts to deliver mental health services to the Criminal Justice System.

For the past two years thirty to forty-five mental evaluations per quarter have been completed. As stated in the report, the unit has been successful in meeting the numerical goals specified for completing evaluations. Clients are referred to the Forensic Unit by order of the court and if the unit deems it necessary, treatment is the next step.

The program has been very successful in delivering mental health services. Communication between Mental Health and the Criminal Justice System has been greatly improved. Evaluations indicate the program should be continued as it can serve as a successful model for the development of other units throughout the State of Florida. Hopefully, the unit will become a permanent agency of local government.

FINDINGS

A. Provision of Services

1. In providing mental evaluations, the Unit completed an average to 40 evaluations per quarter during the past two years. The goal has been to complete between 30 to 45 mental evaluations per quarter.
2. The Unit has doubled or tripled the number of treatment sessions provided to inmates and has clearly increased the amount of mental health services being received by inmates of the Polk County Jail and Stockade.
3. The Unit has met or exceeded the goals for education and training with the exception of providing intensive mental health training for police officers.

B. Impact of Services

The Forensic Unit has been very efficient and timely in offering services to criminal justice agencies. Clients are usually seen for appointments within two weeks of the time of request, and reports are usually submitted within two weeks of the date of the evaluations. The Forensic Unit generally received excellent ratings concerning the quality and usefulness of services.

C. Cost Effectiveness

The costs for all the services offered by the Unit are substantially below (approximately 50%) the costs that would have been incurred had the private sector been utilized for adult and juvenile evaluations, treatment, and training activities.

## F.A.M.E. HAVEN PROJECT

78-J6-09-FH01

Southwest Florida Regional Planning Council  
Total Budget - \$17,152

INTRODUCTION

F.A.M.E. Haven was established in Sarasota, Florida in February, 1977, as a temporary short-term shelter for transient runaway youth. The shelter has provided service to transient youth referred by HRS, law enforcement, local schools, and other agencies. The shelter was originally planned to operate on a short-term basis, with major emphasis placed on returning transient youth to guardians/parents as quickly as possible. However, the shelter has recognized the necessity of providing longer term/indeterminate services to youth as a method of instilling coping skills. The shelter was very flexible in this regard and the transition to long-term care was of little consequence in terms of change or interruption of services.

FINDINGS

Only one of the four main objectives was not fully met. This objective estimated the provision of services to 300 youth per year for the life of the project. This represented a "best guess" estimate. For the first full year of operation the project admitted and served a total of 170 youths. It is recommended that the project should establish a more realistic objective, in terms of the total number of clients to be served.

The primary impact goal was to insure a success rate of 80% for the youth served. The result found was that the project exceeded its goal by producing a success rate of 85.7%. (Success was measured by the absence of referrals to HRS for delinquent offenses, of youth who had been served.)

The third major objective was to provide a minimum of 80% of the clients with motivational therapy and counseling. It was found that 100% of the clients were provided these services. Again the project exceeded the stated objective.

The final major objective concerned the placement or return of 90% of the youth served to a positive environment rather than detainment in detention. It was found that 80% of the youths served (136 out of 170) were placed in environments other than detention. Eighteen point eight percent of the youths ran away prior to placement, one (or .6%) was placed in detention, and one was placed in a training school. This data would indicate that the proeject was not entirely successful. However, it is necessary to recall that F.A.M.E. Haven is a non-secure facility to understand that even an 80% success level for placement of clients, is a worthwhile and desirable accomplishment.

RECOMMENDATIONS

1. The project should consider establishing a minimum, realistic percentage for successful placement (70-80%).
2. The term "positive environment" should be defined more specifically.
3. There should be a follow-up of all youth served by the program.

EVALUATION SUMMARIES FROM  
THE STATE PLANNING AGENCY  
(SPA)



EVALUATION OF THE PROBATION AND  
RESTITUTION CENTER PROGRAM  
77-A4-41-EA02

Arthur Young & Company

INTRODUCTION

The Probation and Restitution Center program operated by the Department of Corrections was originally established in late 1972 as the Multiphasic Diagnostic and Treatment Program (MDTP) under the auspices of the Parole and Probation Commission. Funding support for the MDTD was transferred to LEAA in 1974, and with the merger of the Commission into the Department of Offender Rehabilitation in 1976, the program was transferred to DOR (now the Department of Corrections). The official program focus and change of name to Probation and Restitution Center occurred in 1977.

FINDINGS

1. The primary underlying conclusion derived from analysis of the Probation and Restitution Center Program is that there is a lack of clearly defined goals for the program and some inconsistencies in guidelines related to the stated objectives.
2. The statutory authority for the program defines the purpose of the mandated facilities to be "to provide the court with an alternative to commitment to other state correctional institutions and to assist in the supervision of probationers". Nothing is said about restitution. The Department of Corrections needs to first determine if there is actually a need for residential facilities primarily concerned with restitution, and, based upon that need determination, assess what program purposes are appropriate. Only after these purposes have been defined and approved will it be possible to revise program guidelines in order to structure a program which meets the objectives.
3. Without data following up participants within the Probation and Restitution Center Program it is effectively impossible to determine any long range success which the Centers have achieved. No summary records are kept on improvements in the collection of restitution for victims, and there is no clear indication that anything special is accomplished in this area. The Centers do serve as an alternative between street probation and prison, but the Centers are increasingly becoming indistinguishable from the Community Correctional Centers other than in their population of probationers instead of parolees and the separate purpose for the Centers defined in their statutory authority is not clear under current program guidelines. If the Probation and Restitution Centers are to be CCC's then their current organization is too costly. If they are to be something more, their guidelines should be structured accordingly.

4. Because of the extensive revision in the state program goals over the life of the program it is extremely difficult to identify achievements which can be credited to the program. It is undeniable that there have been achievements by the individual Centers. Certainly, some probationers who would otherwise have been sent to the prison system have been able to participate in these residential Centers and, with the increased supervision, avoid the need for imprisonment. The Centers have also filled a need in terms of providing adequate supervision to probationers who would otherwise have remained in relatively unstructured lives and without a useful role in society. Criticism of the lack of measurable achievement, then, must be directed at the problems identified at the beginning of the previous chapter--the program goals have been insufficiently defined, problems and needs have not been adequately identified, and the program guidelines limit the flexibility by the Centers Directors to the extent that it is difficult to take individual action to achieve locally defined objectives, in the absence of program objectives.

#### RECOMMENDATIONS

1. A major review of the Probation and Restitution Center Program should be made by the Department of Corrections to determine what the program is designed to accomplish and what problem the Centers should address. Based on this problem analysis and clear redefinition of program, program guidelines should be carefully reviewed, taking into account input from the staff of the Centers and of the Community Services Program offices who have worked with the program since inception.
2. In conjunction with newly clarified guidelines, detailed evaluative measures for the program should be selected, and procedures developed for appropriate data collection activities. The program should be monitored closely by the Department of Corrections and the Bureau of Criminal Justice Assistance to be sure that program funding is being invested wisely.

## EVALUATION OF THE SPECIAL INTENSIVE GROUP PROGRAM

77-A1-46-FJ01

Arthur Young &amp; Company

INTRODUCTION

The Special Intensive Group Program is described in the Youth Services Probation and Aftercare Manual as "a non-residential program for committed delinquents as an alternative to treatment in a training school". The Special Intensive Groups receive their referrals predominately through the Placement Coordinator in each HRS District.

Each Special Intensive Group has a budgeted capacity of eight children and a target of ten per group, under an operational plan to relieve overcrowding in the training schools. Primary treatment is reality group counseling sessions, meeting a minimum of four times weekly.

FINDINGS

1. Based upon published YSPO statistics, the Special Intensive Group Program had a higher success rate than any commitment program except the training schools, where the most restrictive program makes the short-term success relatively easy to achieve. The Special Intensive Group failure rate was also equal to or lower than any other program except training school. The success rate of the Special Intensive Group program, 53.9%, is particularly impressive when it is realized that the SIG program was the only one of the community based programs, including AMI, TRY, and START which successfully terminated a majority of its participants. For those districts with more than minimal total program completions, only three of the Districts, District VI, IX, and XI reported success rates below 50%. This may also be somewhat misleading since Districts VI, XI reported the largest number of neutral terminations, primarily in the unknown classification.
2. The measurement usually considered most valuable in assessing program benefits is the recidivism rate. Although it has not been possible to correlate recidivism with any clearly defined dimension of the juvenile offender, the analysis of the program participants indicates that, insofar as we can determine, there are no very great differences between populations at the various programs. Therefore, the finding which resulted from a check of recidivism, that the recidivism rate, measured as new law violation or technical violations of aftercare, was 23.7% in the Special Intensive Group program is very impressive. The closest any other program came to achieving this rate is the Associated Marine Institutes at 28.9%. This is an extremely positive finding since, as far as we can tell, the participants in the Special Intensive Group are as serious offenders, with at least as much prior contact with the juvenile justice system, as participants in any other program.

3. The underlying premise of the Special Intensive Group, that a sharply limited caseload, freeing the counselor sufficiently to be involved with the children included in the caseload, does have salutary effects.
4. The counselors are not adequately aware of operations in other Districts, such that they could consider modifications to operations based on others experiences.

#### RECOMMENDATIONS

1. The Special Intensive Group program is worth expanding, but is not suitable for all areas. Careful consideration should be given to certain key elements before establishing or relocating positions.

- population density
- location
- competing programs
- caseload

2. Provision should be made for regular annual or bi-annual conferences to include all of the Special Intensive Group counselors. Communication between those individuals working with the program on a daily basis can help to standardize the program while still allowing local flexibility. Such communication will provide dissemination of successful techniques and reassurance to counselors.

In conjunction with this point, a change in emphasis by program monitors is recommended. In addition to assuring compliance with program guidelines, monitoring should be used as a means of spreading information on program operations between Districts. A brief program newsletter prepared by the Program Office in conjunction with the counselors is still another technique which can improve communications.

3. Program guidelines should be reviewed and revised if necessary at the regular conferences of the Special Intensive Group counselors. Guideline changes should be prepared by the Program Office based on input from these meetings.
4. Normal training programs in such areas as group counseling dynamics, individual and family counseling, and other areas where need is perceived by the counselors should be made available on a regular basis.

In addition, a special on-the-job training program should be prepared for new Special Intensive Group counselors, serving a brief internship with at least two other experienced counselors in other locations.

5. The frequency with which suggestions were raised for better support systems for counselors suggests that such things as availability to transportation, reference materials and an adequate meeting room for group would make a contribution to group effectiveness.

## CRIME PREVENTION PROGRAM EVALUATION

Arthur Young &amp; Company

INTRODUCTION

"Crime Prevention" is an area of emphasis by the Bureau of Criminal Justice Assistance. One of the programs in the Crime Prevention Component of the BCJA is the Law Enforcement/Citizen Initiative Program. The BCJA desired to know whether or not projects funded within this program were generally effective. This evaluation was intended to answer this question by analyzing the results of a few selected crime prevention projects across the state resulting in generalized conclusions relative to the over-all program. Programs or projects analyzed were undertaken by the following jurisdictions: City of Clearwater, City of Gainesville, City of Jacksonville, City of Largo, City of Orlando, St. John's County, and City of Winter Haven.

FINDINGS

1. Crime reductions have been achieved in six of the eleven jurisdictions reviewed. However, it is difficult to say whether or not the crime prevention activities in these specific jurisdictions have been the cause of that crime reduction.
2. Each of the law enforcement agency sponsored projects has had a positive effect on the police or sheriff's department concerned.
3. Each of the projects reviewed has demonstrated a positive effect on the level of citizen involvement in their communities.
4. The crime prevention programs themselves can only be considered to be at the initial level of sophistication of crime prevention activity, that is, they are still primarily public relations oriented.
5. In almost all cases, there was both strong knowledge of what the crime prevention unit was doing and strong support by the chief administrative officer.
6. Leadership for crime prevention coordination and activities should emanate from a law enforcement agency.
7. The crime prevention projects analyzed have not been successfully integrated into day-to-day police operations.

8. Most of the officers directly assigned to crime prevention duties within the jurisdictions have received formal crime prevention training, however, the bulk of the officers within the police agencies reviewed had not.
9. Each of the jurisdictions analyzed had adopted a "proactive" approach to crime prevention, which resulted in high levels of citizen contact and crime prevention activity.
10. Crime analysis has not played a major role in the crime prevention program/projects analyzed and the overall crime analysis functions in these jurisdictions cannot presently be seen as effective.
11. Because the crime analysis function has not been successfully integrated with crime prevention activities, the crime prevention activities in most of the jurisdictions have not made effective use of target areas.
12. The various crime prevention programs analyzed during the evaluation can be considered as cost effective relative to impact.
13. The results of this evaluation indicate that the crime prevention program funded has been a good investment by the BCJA.
14. Effective citizen education and multiplication of crime prevention activities can reduce requirements for law enforcement services in a jurisdiction, and can be less expensive than significant additions in operational personnel.

#### RECOMMENDATIONS

1. The BCJA should encourage effective reporting of crime prevention activities and the establishment of reasonable objectives for that activity, so that law enforcement management can ensure a productive use of crime prevention units and personnel for the dollars invested.
2. The BCJA should also consider the development of a standard crime prevention activity report, using the data elements shown in the more detailed final report, to be submitted as an integral part of the quarterly report.
3. The BCJA should continue to fund the Crime Prevention Program for local jurisdictions, supporting their efforts in providing crime prevention services to their citizens. However, there are areas for improvement in the types of programs funded and in funding emphasis, as discussed in the following recommendations.

4. Rather than just serving to totally support a brand new crime prevention function in a jurisdiction, BCJA funding should support those programs that indicate a commitment to provide crime prevention services above and beyond potential BCJA funding.
5. The BCJA can serve as a catalyst to ensuring that crime prevention becomes a generally recognized and accepted function within Florida police and sheriff's departments by funding those programs that have, as program agenda, a greater level of crime prevention sophistication than those currently evaluated.
6. The funding of future crime prevention projects by the BCJA should include demonstration projects designed to test approaches which would take law enforcement sponsored crime prevention activities to a higher level of sophistication.

RECOMMENDED ORGANIZED CRIME CONTROL  
PLANNING AND EVALUATION PROCESS

Arthur Young & Company

INTRODUCTION

Organized crime control evaluation efforts have been hindered by the complexity of organized crime, the relatively recent development of sophisticated organized crime control techniques, and the lack of significant attention to the "management" of organized crime control efforts. In order for evaluations to be effective relative to organized crime control, certain issues must be recognized such as:

There is a significant difference between organized crime control activities and ordinary criminal suppression activities. For organized crime control to be effective governmental agencies must take a proactive or positive approach to identifying organized crime, its criminal activities and its impact on society, and to designing strategies which result in the neutralization of organized crime, and the removal of its negative impact. This is considerably different in scope and complexity from ordinary criminal justice activities which are reactive to specific events.

Because of the uniqueness of organized crime and organized crime control efforts, there has been difficulty in utilizing standard evaluation approaches, ordinarily applicable to criminal justice areas, in organized crime control evaluation. Relevant quantified data are not readily available and when available are not as absolutely interpretable as in other criminal justice evaluations.

- Measures of success in organized crime control efforts are not generally agreed upon.
- Assessment of impact of organized crime control efforts is particularly difficult, because the organized crime control problem and the extent of that problem is ordinarily not definitely known.

FINDINGS

With its recent emphasis, Florida has made significant positive strides with its organized crime control network. There are a number of positive elements relative to the Florida system that should be noted as follows:

- The development of the various management systems by FDLE, such as the Case Tracking System, Manpower Case Reporting, and the Automated Information Index System.
- The utilization of the operational planning concept by FDLE.



-The recent success achieved in Florida with the use of the Statewide Grand Jury.

However, review of the other two states indicates that there are certain areas in Florida's system where improvement is required; two primary areas being those of system fragmentation and the lack of legitimacy and institutionalization. The Florida organized crime control system, because of the fragmentation of Florida's State level of government, is considerably more fragmented than that of either Michigan or New Jersey. The number of independent agencies that possess investigative authority is numerous. The lack of legitimacy and institutionalization of the organized crime control effort makes survival a significant issue in Florida. Although the GCPOC has made significant progress in its first year of activity, there is considerable question as to what level of funding and of legislative support it will achieve for this budget year and future years. FCLE's resource levels have not increased significantly in the past few years, and each year, the agency must face consistent tough questioning by the legislature relative to its goals, objectives and resources request. The organized crime control efforts of the FDLE and the GCPOC have not matured to an acceptable level of managerial institutionalization.

#### RECOMMENDATIONS

1. The resolution of the fragmentation of state level organized crime investigative efforts should be an objective of organized crime control management in the state.
2. Efforts should be continually aimed at achieving managerial institutionalization and continuity for statewide organized crime prosecution coordination, investigation, and intelligence activities.
3. The GCPOC should integrate existing FDLE management systems (e.g. - Manpower Case Reporting) in its administrative systems to avoid costly system development efforts and duplication.
4. The GCPOC should continue its evolution to that of a Board of Directors/Administrator role. Day-to-day decisions should be made by the Chief Prosecutor, however, the decisions would be reviewed on a periodic basis by the Council. Policy decisions would be formulated by the Council.
5. FDLE should consider certain intelligence approaches proven successful in New Jersey such as intelligence feasibility plans, the intelligence collection planning process, and the centralized assignment of field intelligence officers.
6. The State of Florida should consider the option of assuming managerial and funding responsibility for the Dade County Institute on Organized Crime in order to ensure the provision of comprehensive organized crime control training to State and local personnel across the State.

## EVALUATION OF THE CRIMINAL LAW INTERN PROGRAM

Arthur Young &amp; Company

INTRODUCTION

The Bureau of Criminal Justice Assistance has funded criminal law intern programs in Florida since 1971, supporting programs at the University of Florida, Florida State University and the University of Miami. The BCJA selected these programs for evaluation at the conclusion of their LEAA funding cycle to determine if they merited continuation and to examine continuing funding sources.

Three primary reasons expressed by law school faculty for establishing clinical criminal law programs were used as objectives for this evaluation. These are:

- "Provide clinical/internship training in the criminal justice system for senior and junior law students"
- "Encourage law graduates with higher academic credentials to enter public service careers in the criminal justice system"
- "Provide assistance to State Attorneys, Public Defenders and other judicial agencies in the form of law interns".

FINDINGS

1. It is clear that the goals under which this program has been evaluated have been substantially achieved by the LEAA-funded criminal law intern programs. The programs have provided a valuable training base to a significant portion of the law school graduates in Florida, providing both interest in, and exposure to, the criminal law system. A substantial number of the intern graduates have both sought employment and been employed by the public agencies, bringing valuable resources to these agencies in the form of new employees with proven track records and exposure in the real world of trial advocacy. Significant benefits have been provided to the State Attorneys' and Public Defenders' offices which have received interns in the past, in terms of manpower resources to supplement full time employees.

2. The total cost of the intern programs in Florida which have received LEAA support has been approximately \$1,006,000 including both Federal grant funds and match provided by the State Attorneys' and Public Defenders' offices. During this time, approximately 860 interns have provided 390,160 hours of on-site service in the State Attorneys' and Public Defenders' offices where they interned. Although it is a somewhat simplistic comparison, this indicates that the cost of both of producing better qualified lawyers for introduction to the criminal justice system and in providing resources to the system while these lawyers are in training converts to a cost of \$2.85 per hour. By virtually any standard, this must be considered to be a cost effective program.

RECOMMENDATIONS

Based on the observations contained throughout this report, it is the recommendation of the program evaluators that the criminal law intern program be funded from newly appropriated State general revenue funds. The funding level should be in the range of the existing program resources, or approximately \$120,000 to \$140,000 per year. The Judicial Administrative Commission seems to be the most appropriate financial administration and an impartiality as far as differing needs of the State Attorneys and Public Defenders are identified. Programmatic control of the Criminal Law Intern Program should be left with the Universities, which would be responsible for conduct of the program, supervisory requirements, and the selection and assignment of interns. The role of the AJC would be solely in the administrative handling of the funds.

INTENSIVE MONITORING REPORT  
NON-SECURE DETENTION

P77-E1-46-FK01

HRS - Youth Services Program Office  
Total Budget - \$945,320

INTRODUCTION

This special monitoring of the Non-Secure Detention Program was conducted as a preliminary step to the intensive evaluation of the statewide Non-Secure Detention program.

Ostensibly, the Non-Secure Detention program provided an alternative placement for youth who would otherwise remain in secure detention. With a few exceptions, youth are placed in secure detention prior to being transferred to the Non-Secure Detention program.

Children who are subsequently transferred to non-secure detention may have the following placement options:

1. placement in their own homes;
2. placement in attention homes; and
3. placement in volunteer homes.

FINDINGS

Based on preliminary findings, the following observations were made:

The major objective of the Non-Secure Detention program, which is the reduction in the secure detention population levels, is generally not being met. With the exception of District I, the secure detention rates have increased. This increase is due, in part, to an increase in the number of referrals to Single Intake.

During April of 1978, the average daily population in secure detention was 840; for June, 850; for July, 800.9; and the Department of Health and Rehabilitative Services projects an average daily population of 928 children in secure detention by FY 79-80.

Review of Non-Secure Detention's practices tends to indicate that youth in non-secure detention, in general, are being maintained longer than those in secure detention and far beyond the number of days allowed by Chapter 39 of the Florida Statutes.

Ostensibly, all youth are screened by Non-Secure Detention staff for placement in the Non-Secure Detention program. Although this was found to be the practice in the programs visited, the extent of actual face-to-face screening varied among the individual programs.

Review of case files and interviews with appropriate Non-Secure Detention personnel indicates that 93% success is being achieved by the programs visited. Success, in this instance, means that the child, while in non-secure detention, did not commit any new law violations and did appear at subsequent judicial hearings.

Because of a scarcity of resources (i.e. attention homes, volunteer homes, staff time and travel expense) and the limited manpower available to the Non-Secure Detention program in rural communities, children from these areas may not be receiving optimal services from the Non-Secure Detention program.

#### RECOMMENDATIONS

1. The Bureau of Criminal Justice Assistance should review the operations of Intake, secure detention screeners and non-secure detention screeners to determine:
  - a. the role of Single Intake vis-a-vis secure and non-secure detention;
  - b. the appropriateness and utilization of non-secure detention and secure detention placement decisions;
  - c. the feasibility of the Non-Secure Detention program.
2. The Department of Health and Rehabilitative Services should review the existing screening practices to determine if changes are necessary.
3. The Youth Services Program Office should provide continuous detention screening training to Intake and Non-Secure Detention staff.
4. The Youth Services Program Office should determine the feasibility of developing alternative services for youth residing in rural areas.
5. The Youth Services Program Office should monitor the length of stay in non-secure detention.
6. The Youth Services Program Office should determine the feasibility of funding the total Non-Secure Detention program with general revenue funds.
7. The Youth Services Program Office should monitor Non-Secure Detention programs to insure consistency.

INTENSIVE MONITORING REPORT  
SECURITIES FRAUD UNIT

78-DF-AY-0110

Department of Banking and Finance  
Total Budget - \$335,108

INTRODUCTION

The Securities Fraud Unit was established in 1974 within the Office of the Comptroller to reduce the impact of securities fraud within the State of Florida. Since then, the Unit has received 1.2 million dollars in LEAA funds, and currently has a staff of thirteen.

The Unit's primary responsibility is the investigation of alleged securities violations. The processes used to conduct an investigation include: the establishment of procedures to be used; the collection of background information; the coordination of investigative activities with related local, state, and national agencies; and preparation of cases for the State Attorney's Office.

FINDINGS

1. Initially, much dissension existed within the Securities Fraud Unit. This dissension resulted from a lack of direction from the Policy Board, and poor project management and administration.
2. The Supreme Court supported the goals and objectives of the Unit by denying the appeal filed by the defendants in the "2069 Case".
3. Court delay is a major problem encountered by the Unit.
4. The Unit encounters difficulty in hiring much needed, highly qualified staff 5% above the base salary, which is necessary for retention of employees.
5. Cooperation has been established with local, state and national regulatory and enforcement agencies.
6. A procedures manual has not been developed because of the impossibility of the Unit to standardize the different approaches required for each case.
7. The accomplishments of the Unit have been successful and are outlined on Attachment II.
8. The Unit has been recommended to be incorporated into the 1979-80, 1980-81, Governor's budget.
9. The Unit has practically eliminated the 14% interest racket and is now addressing such problems as illegal stock sales and other fraud cases.

10. Due to the limited amount of available space in the Tallahassee Central Office, the respective field offices house their own records.
11. A civil proceeding is initially sought in many cases because of its potential to serve as a temporary restrainer.
12. LEAA's regulations prohibit the payment of a consultant fee of more than \$135.00 per day, without special permission. This creates a problem for the Unit to obtain specialists as expert witnesses.
13. Criminal history data related to securities fraud violations is stored in State and national computerized systems.

#### RECOMMENDATIONS

1. The Policy Board should be composed of members who are in decision-making administrative roles within the criminal justice or regulatory systems of Florida, and whose positions will not conflict with time needed to provide policy direction to the Unit.
2. The Unit should concentrate on criminal proceedings for increased cost effectiveness to the State.
3. Visual aid material, in addition to continued use of media exposure to fraudulent acts, need to be prepared by the Unit to inform the public of preventive measures.

**END**