

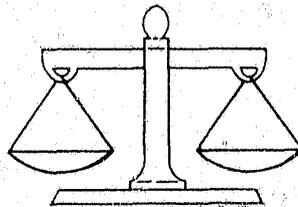
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STATE'S PLAN TO REDUCE

RIME

AGAINST THE ELDERLY



STATE'S PLAN TO REDUCE RIME AGAINST THE ELDERLY

Department of Administration • Division of State Planning

FLORIDA'S PLAN TO REDUCE
CRIME
AGAINST THE ELDERLY

Prepared by:

**Department of Administration
Division of State Planning
Bureau of Criminal Justice Assistance
March 1, 1979**

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**Grant Number 76-A4-50-AA01
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BOB GRAHAM
GOVERNOR

STATE OF FLORIDA

Office of the Governor

THE CAPITOL
TALLAHASSEE 32304

March 1, 1979

Honorable President and
Members of the Senate

Honorable Speaker and Members
of the House of Representatives

Dear Members:

In 1977, the Legislature approved Chapter 77-315, which directed the annual preparation of a comprehensive plan on crime and the elderly by the Bureau of Criminal Justice Assistance. This document represents the annual updating of Florida's Plan To Reduce Crime Against the Elderly. The Bureau of Criminal Justice Assistance staff can provide additional information as needed, to appropriate Legislative members and staff concerning any technical revisions to the base year Plan.

The Plan for 1979 includes twenty priorities which the Crime and the Elderly Task Force, in conjunction with the Bureau's staff, have designated for implementation. The implementation strategies for these twenty priorities are feasible only with complete cooperation and commitment from all levels and agencies of government. Funding for certain priorities have been included in my budget request. These amounts are noted in the implementation strategies for each priority.

An updated profile of the elderly population of Florida is also included. Even without this data, the impact of the elderly population on the structure of services within Florida is evident. In an effort to provide for the safety and security of this elderly population, we are ready to provide our full support for the implementation of Florida's Plan to Reduce Crime Against the Elderly, 1979.

Sincerely,

A handwritten signature in cursive script that reads "Bob Graham".

Governor

BG:shd

FOREWORD

In an effort to gain a proper perspective on the crimes against the elderly situation in Florida, the past year has been spent gathering and analyzing data for the Crime and the Elderly Task Force. The lack of data on the victimization of elderly Floridians, and the elderly in general, has become more obvious and the need for such information more pressing.

Much progress was made on the implementation of the top twenty priorities from the 1978 Plan. Two of the priorities involving the passage of legislation were totally implemented. It was found in several cases that our initial assessment and recommendations for action needed revisions to improve the feasibility of implementation. This has led to an updating and revision of the priorities for the 1979 Plan. The implementation strategies will include a plan of action which will impact upon the direct social service system available for elderly victims of crime. The major part of 1979-80 will be spent on accomplishing the implementation strategies for the top twenty priorities.

The Crime and the Elderly Task Force gratefully acknowledges the excellent administrative support and staff assistance received from the State Department of Administration. In addition, very little implementation progress would be possible if it were not for the cooperation and support received throughout the State from law enforcement agencies, community service organizations, and state-level social service agencies.



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

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BUREAU OF CRIMINAL JUSTICE ASSISTANCE
STAFFING FOR PLAN DEVELOPMENT AND TASK FORCE

The Bureau of Criminal Justice Assistance (BCJA) provided staffing support for the Crime and the Elderly Task Force and was responsible for the development of this document. The primary participating staff are shown below:

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INTRODUCTION

GOAL STATEMENT: To reduce the fear of crime among the elderly and to assist in the prevention of crimes against the elderly.

Elderly people play a major role in the demographic make-up of the State of Florida. When this population over the age of 60 comprises over 23% of the entire State's population, the realization of the impact of such a group is difficult to ignore.

With this in mind, it is no wonder that Florida incorporates so many services dealing exclusively with the elderly into its structure. Combine this fact of population impact with the statistics which show that of the top thirty cities in the United States with the highest rates for personal crimes, nine of these cities are located in Florida. Indeed, it may be difficult at this time to draw a direct correlation between crime rates and the elderly population in Florida, but it could be easy to deduce that by the mere existence of such a large population of elderly, they are destined to a high rate of victimization.

At this time, there is only one victim assistance program located in Florida that is geared specifically towards helping the elderly. But, by using the statistics of this program located in Hillsborough County, it is easy to see that crime against the elderly residents of Florida should be a major concern for the individual as well as for the system.

The elderly are indeed not victimized at a higher rate than any other age group of citizens, except in the cases of fraud, personal larceny, and household burglary. It is a myth that all the elderly residing in Florida are so fearful of crime that they barricade themselves inside their homes. It is also a misnomer that there is not and should not be any concern about crime. But the situation for the elderly living in Florida falls somewhere between these extremes on the spectrum. And, it can be said that no one -- no social service agency, research association or community organization -- has adequate data on which to base a gross generalization concerning the level of fear and frequency of crime against the elderly in Florida. It is noted, however, that such a misrepresentation of the crime and the elderly situation in Florida may be due in part to media coverage of sensational cases and the high incidence of congregate living facilities in Florida. Age segregated congregate living situations contribute to the perpetuation of this myth by bringing together a group of people who have the available

leisure time to discuss the sensational criminal cases represented in the media.

One of the objectives of the Bureau of Criminal Justice Assistance is to gain a proper perspective on the crimes against the elderly situation in Florida. With this knowledge, it will be possible to continue developing Florida's capabilities to contribute to the safety and security of its elderly population. Although the extent of the problem of crimes against the elderly is not known, it can be hypothesized that the problem will require a long-term strategy for prevention and control.

Annual Plan Approach:

The intent of Florida Law 77-315, which specified comprehensive plan development, was interpreted as a mandate of the Legislature to examine problems and solutions specific to the elderly population. It was also interpreted to require the examination of problems and solutions targeted at system changes that affect the population as a whole, and thus, indirectly the elderly. The initial Plan of 1978 related problems and solutions for the elderly as part of an overall crime problem in twenty priorities and sixty objectives. After careful consideration, it was decided that the 1978 Plan would be utilized as a base document containing specific data on the system issues, the victimization survey conducted by the Bureau, and the crime and the elderly situation as it related to crime in general. The annual update of the Plan would be problem specific and contain the recommended priorities for implementation during the upcoming year and the necessary strategies. It is not necessary to duplicate background and research material since it is contained in the original Volumes I and II of Florida's Plan to Reduce Crime Against the Elderly, 1978. However, with only a few exceptions, most of the twenty recommended priorities for the 1979 Plan are corollaries of objectives or priorities from the 1978 Plan. The 1979 update of the Plan also contains a demographic profile of the elderly population in Florida. This information is located at the back of this document.

FLORIDA'S PLAN TO REDUCE
CRIME AGAINST THE ELDERLY - 1979

Introduction

The 1979 annual update of Florida's Plan to Reduce Crime Against the Elderly consists of twenty priority objectives. These priorities were ranked by the Crime and the Elderly Task Force. They are preceded by a brief problem statement and followed by an implementation strategy. The implementation strategy is the proposed approach to be utilized in executing the recommended priorities. Many of the objectives involve implementation by private or local authorities. In these cases, the Department will direct the Bureau of Criminal Justice Assistance staff to communicate the recommendations to appropriate agencies or people.

The twenty recommended priorities were chosen not only on the basis of their impact on the elderly population in Florida, but also because it is feasible that they can be achieved during the fiscal year 1979-80. The fact that these twenty recommended priorities are contained in this annual update does not indicate that these are perceived to be the panacea to the crime and the elderly problem in Florida. These are only the "tip of the iceberg", but it is felt that it is better to implement on a small scale than not at all. The numerical ranking of the priorities indicates the way the Crime and the Elderly Task Force perceive the severity of the problems. It does not indicate the implementation order. It is anticipated that all twenty recommended priorities will be implemented in fiscal year 1979-80 in a timely manner.

PROBLEM STATEMENT:

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

PRIORITY 1

The Bureau of Criminal Justice Assistance should establish a discretionary fund for projects targeted at reducing crimes against the elderly. The fund will be categorical and mainly for pilot demonstration projects with a monitoring and evaluation component. The Bureau should also provide technical assistance for plan implementation. Any data collected on the subject of the crime and the elderly situation in Florida should be made available to any interested organization.

Implementation Strategy:

The Governor's budget request includes \$120,000 for fiscal years 1979-80 and 1980-81 to establish a discretionary fund. Applications will be entertained for state and local agencies specifically targeted at crime and the elderly projects.

The Crime and the Elderly Task Force will be utilized in the final decision for the development of guidelines and program funding. Technical assistance and the data bank information will be disseminated as requested by agencies.

PROBLEM STATEMENT:

Crime prevention programs which incorporate the use of citizen efforts in conjunction with law enforcement efforts to reduce or prevent crimes have been demonstrated to be effective tools for law enforcement agencies in Florida. This priority addresses the overall lack of public education and awareness programs in Florida designed to prevent or reduce the rate of criminal victimization of the elderly. Current crime prevention data reveals that of the approximately 100 citizen crime prevention programs, only a few are designed to impact specifically on the elderly population.

PRIORITY 2

Establish crime prevention programs during 1979-80 such as neighborhood watch groups, teen patrols, escort services, high school service club projects involving the elderly, C. B. dispatch operations, telephone reassurance, etc., in all areas of Florida having a concentration of 30% or more elderly persons or in those areas deemed to be high crime areas.

Implementation Strategy:

The Department of Administration has recommended the approval of an LEAA grant to the Florida Urban League and the implementation of 14 crime prevention projects.

The Help Stop Crime! Project is currently providing services for the instruction of elderly persons in crime prevention techniques. It is expected that a portion of the Bureau of Criminal Justice Assistance's anticipated discretionary fund will be used for crime prevention projects for the elderly. During fiscal year 1979-80, the Bureau, with assistance from crime prevention programs, will provide technical assistance to existing crime prevention units that decide to implement a component geared specifically for the elderly.

PROBLEM STATEMENT:

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

PRIORITY 3

To have the Uniform Crime Reporting Bureau of the Florida Department of Law Enforcement collect data on elderly victims through their normal collection routine beginning in January, 1980. This data should include the victim characteristics of age, race, sex, stranger/non-stranger, and residency, where possible, and should be collected for Part I crimes as well as for vandalism, arson, fraud, and assault.

Implementation Strategy:

The Governor, in his budget request for fiscal years 1979-80 and 1980-81, recommended \$107,995 in LEAA funding to implement this priority. The Bureau of Criminal Justice Assistance will coordinate with the Florida Department of Law Enforcement for determining the specific data format to be used for aggregating reported victim data. Alternative methods of victim data collection will be investigated by the Bureau of Criminal Justice Assistance.

PROBLEM STATEMENT:

As stated elsewhere in this report, there is limited or inconsistent data available on crimes against the elderly. Part of this is caused by the use of different terminology such as the differences in age breakdowns used by agencies. The data collected by the Uniform Crime Reporting System of the Florida Department of Law Enforcement is estimated to encompass approximately 50% of the total crimes against the elderly (based on an analysis of 1974-75 data collected as part of the National Crime Survey). Reliable statewide victimization data is not available and is not scheduled for collection beyond the scope of the Florida Department of Criminal Law Enforcement collecting elderly victim information (See Priority 3).

PRIORITY 4

To provide an annual analysis by the Bureau of Criminal Justice Assistance, contingent upon receiving the raw data, of the crime and the elderly situation in Florida. This should provide information concerning what crimes are committed, the system's reaction to the elderly and implementation strategies for program development. The Bureau should identify other state agencies dealing with crime and the elderly and what data these agencies can contribute. The data will be used by the Bureau to provide recommendations on the reduction/prevention of crimes against the elderly.

Implementation Strategy:

The Department of Administration has directed the Bureau of Criminal Justice Assistance staff to carry out this priority. Bureau staff will annually update Florida's Plan to Reduce Crime Against the Elderly. The victimization survey instrument will be updated for future possible use. The staffing support for this effort is continued by LEAA Block Grant funds in the 1979-80 and 1980-81 Governor's budget request.

PROBLEM STATEMENT:

According to the Crime and the Elderly Analysis conducted by the St. Petersburg Police Department for 1974-77, 16% of the 11,000 major crimes reported during that period claimed an elderly person as its victim. The Victim Assistance for Older Adults Program in Tampa has served over 3500 victims over the age of 55 in 12 months of operation. Although these figures are not overwhelming in consideration of the high percentage of elderly, especially in St. Petersburg, it is cause for concern.

Elderly victims are often more severely affected by criminal acts due to reduced fixed incomes, loss of familial and personal support systems, loss of physical stamina, and increased psychological trauma. There is no one social service agency prepared to assist victims in the restoration of their state before the victimization as there is for offenders. Although the Crimes Compensation Act was established in January, 1978, and amended to make the receipt of social security payments criterion for receiving emergency funds, the filing process can be complicated and the response time can be lengthy.

PRIORITY 5

Local victim assistance programs for the elderly, partially staffed by the elderly, should be established.

Implementation Strategy:

Victim assistance programs focusing on elderly victims could be incorporated into existing volunteer programs or they could be established as a separate program within the Department of Health and Rehabilitative Services network. The BCJA should actively work with local criminal justice planning units in identifying adequate funding to support such programs.

PROBLEM STATEMENT:

In order to develop programs to prevent crime, it is necessary to have some idea of the causes of crime. While many people believe that a connection exists between juvenile delinquency and the criminal victimization of the elderly, no hard data exists to support this assumption.

There are many theories on the causation of crime. One theory, the classical approach, assumes that man is a rational being with the free will to choose his own behavior. This theory intimates that man is an inherently evil being. Another approach, the positivist school of criminology, assumes man is not a product of free will but rather his social and physical environment,

as well as biological characteristics, determine his behavior. There have been volumes of books written on the probable causation of crime. However, no one theory seems to be generally accepted.

As a result of having no data to substantiate the causes of crime, there may be a tendency to rely on the perceived causes of crimes as stated in the public hearings conducted by the Bureau of Criminal Justice Assistance in 1977. The perceived causes and fear of crimes cannot always be translated into fact. However, the question still remains as to the perceived causes and fear of crime and if these should be addressed as they seem to affect major changes in behavior.

PRIORITY 6

The importance of research on crime causation and crimes against the elderly should be stressed to such agencies as the Board of Regents. The Bureau of Criminal Justice Assistance should act as a clearinghouse for this information. The Youth Services Program Office should perform a study to determine what, if any, linkage exists between juvenile delinquency and the victimization of the elderly.

Implementation Strategy:

The Bureau of Criminal Justice Assistance has developed a research proposal concerning the victimization of the elderly and the related data collection for submission to the Board of Regents STAR Program. In the event that this proposal is not accepted for funding, the Bureau will pursue alternative approaches. The Bureau will also continue contact with Washington sources to encourage funding. The Youth Services Program Office has indicated that they have the capability to conduct a study on the linkage between juvenile delinquency and elderly victimization. In addition, the Bureau will collect information on available research on crime causation and the elderly.

PROBLEM STATEMENT:

The National Advisory Commission on Criminal Justice Standards and Goals and the Florida Council on Criminal Justice have concluded that security ordinances can help to reduce certain types of crime. In addition, they found that ordinances can: (a) Lay the groundwork in identifying crime prevention as a responsibility of the community, (b) Reassure citizens of the responsiveness of government to their needs, (c) Increase citizen awareness of different means of preventing crime, and (d) Bring pressure on the security industry to improve its products.

In addition, a well-secured building will sell better, be rented more frequently, and will generally be more beneficial to the architect, the developer, the contractor, the security firms, the city services, and the owner. While the above facts are being made known to the involved parties, there are still complications in convincing industries and owners to comply with building codes for security. Incentives need to be developed to help in the implementation of security building codes. Law Enforcement Standard 5.05 states that every law enforcement agency should assist in the planning with private and public organizations. This planning assistance should involve development plans for industry, business and commercial areas, residential areas, urban renewal, governmental or health facilities and target hardening for both residential and commercial areas.

PRIORITY 7

Develop insurance incentive programs for existing public and private housing facilities and commercial establishments that voluntarily comply with minimum building codes for security.

Implementation Strategy:

The Bureau of Criminal Justice Assistance has been developing a cost analysis for the implementation of security building codes. The Bureau will work with the Board of Building Codes and Standards and the Insurance Commissioner's Office and appropriate legislative committees in developing a proposal for submission to the 1980 Legislature for approval.

PROBLEM STATEMENT:

Inherent in many crime prevention programs is the assumption that the participants will not only willingly incorporate the newly learned techniques into their lifestyles, but that money is available to institute physical changes in their homes. Although it is of foremost concern that the elderly are educated in crime prevention techniques, little consideration is given to the fact that many elderly live on fixed incomes. This means that the financial resources may not be available to purchase quality hardware, to have it installed, or to maintain the condition of the hardware. Without the financial capability to initiate such crime prevention techniques, the knowledge becomes useless.

According to the Security for the Elderly Program in St. Petersburg, a 98% case reduction of fear level was reported in 1978 for elderly after the installation of free security hardware by the Program. Based on information compiled through the St. Petersburg Police Department's Crime Analysis Unit, there was a 68% reduction in the burglary rate after installation of hardware. When asked how safe they felt in their homes after the installation of the locks, 72% of the elderly population in the study replied that they felt very safe. A significant percentage of the elderly study population (65%) indicated that they would not have purchased the locks had they not been provided free of charge.

PRIORITY 8

Programs should be developed for the provision of hardware and installation of hardware for the elderly in existing private and public housing at reduced or no cost.

Implementation Strategy:

A network of local programs, working in conjunction with existing crime prevention/home security programs could be funded with Law Enforcement Assistance Administration pilot program funds, utilizing volunteers or CETA employees. The solicitation of local interested groups will be investigated.

PROBLEM STATEMENT:

In 1977 in Florida, a burglary occurred every 3 minutes. According to the Crime and the Elderly Analysis by the St. Petersburg Police Department, 32% of all residential burglaries in 1977 were perpetrated against victims 60 years of age or older. The type of premise most frequently burglarized was the single-family dwelling (71%), with apartments next (13%). The most frequent method of entry was via unlocked front doors; however, this was closely followed in frequency by pried front/rear doors. Most of the burglaries occurred during daylight hours while the victims were temporarily away from the residence. Suspects went undetected in 80% of the burglary cases in St. Petersburg during 1974-77. A Law Enforcement Assistance Administration funded study found that if entry can be delayed for only 4 minutes, a burglar will generally give up on that entry and can often be caught. The American Institute of Research in Washington found in a study completed in 1978, that victims of burglaries suffer nearly as much emotional trauma as do victims of robberies. This emotional trauma may be more significant for elderly burglary victims.

PRIORITY 9

Minimum security requirements should be developed for the new construction of public and private congregate housing for the elderly.

Implementation Strategy:

The Bureau of Criminal Justice Assistance will work with the Department of Community Affairs in pursuing approaches to implement this recommendation in accord with existing building code statutory authorization.

PROBLEM STATEMENT:

According to a recent Phase I evaluation of Specialized Patrol Projects conducted by the National Institute of Law Enforcement and Criminal Justice, high visibility patrols are more successful at deterrence than apprehension, and high/low visibility patrols are slightly more successful at apprehension than deterrence.

The Wilmington, Delaware, split force program was an experiment in police manpower productivity. It involved splitting the patrol force into two components, one of which concentrated on responding to calls for service, while the other performed structured crime prevention activities. The conclusion of the study indicated that it was a productive alternative to the traditional police patrol.

Research in the area of police patrol has not rendered any firm conclusions as to the superiority of any one police patrol strategy. However, it is evident that adequate pre-implementation planning is needed for an effective alternative patrol strategy.

PRIORITY 10

Institute security checks and patrols by police and volunteer groups in congregate housing and neighborhoods highly impacted with elderly residents.

Implementation Strategy:

The Department of Administration has conveyed this priority to the Florida Sheriff's and Police Chief's Associations. The next step will be to work with these organizations in developing a strategy by which they can accomplish this increased visibility without increasing officer workload.

Security checks can also be accomplished by resident volunteer groups, such as neighborhood watch programs. This will be conveyed to the local housing authorities through the Department of Housing and Urban Development and the Department of Community Affairs, and to local crime prevention units.

PROBLEM STATEMENT:

The subject of the collection and processing of evidence at crime scenes is addressed in Law Enforcement Standard 12.02 and 12.03 of the Bureau of Criminal Justice Assistance's Standards and Goals for Florida's Criminal Justice System, 1976. It is stated that there should be the development of standards/procedures for the processing of crime-scene evidence and also that there should be a decreased turnaround time for evidence sent to state crime laboratories. These standards impact directly on the law enforcement agency and only indirectly on the victim. There are no standards recommended which will assist the victim in retrieving collected evidence from the authorities in a timely manner.

PRIORITY 11

Photographs of a victim's property that has been recovered after being stolen should be allowed as evidence in place of the property itself.

Implementation Strategy:

Currently no statute or rule specifically allows the photographing of property. Some judges allow the photographing of evidence and others do not. No uniform procedure is being followed.

Implementation of this standard may require statutory legislation or a Supreme Court ruling if a uniform procedure is desired. Informing all judges that the permissibility of photographs as evidence is a matter of their discretion and encouraging the practice where applicable will be pursued with the Florida Supreme Court.

PROBLEM STATEMENT:

Gerontology, the study of the aging process, has become an area of specialization within the past fifteen years. Most of the state and private institutions of higher learning in Florida have developed degree programs in Gerontology. There are some special considerations to be taken into account when working with the elderly population. These considerations can be extended into the area of criminal victimization of the elderly, specifically the area of the extent and effects of psychological trauma associated with the victimization. There have been research articles printed in gerontological journals expounding on the extreme trauma associated with criminal acts against the elderly. The various agencies on the state and local levels are in need of a model or prototype to use in structuring the services they provide to elderly victims.

PRIORITY 12

A package for dealing with elderly victims and their trauma should be developed by a victim assistance program, dealing specifically with victims over the age of 55, and a gerontology center.

Implementation Strategy:

This priority will be communicated to a local victim assistance program dealing with elderly victims. Solicitations will be taken from the various gerontology centers around the state to serve as a consultant to the program selected. This package will be developed and disseminated to all agencies that are involved in providing direct services to elderly consumers. Consideration will be given to the implementation of this priority from proposed discretionary funds.

PROBLEM STATEMENT:

The elderly, like many other citizens, complain of their treatment when they come into contact with the court system as victims, witnesses, and jurors. Court facilities are inadequate, victims mix in the halls with their offenders, participants cannot easily hear proceedings, participants are not notified of cancelled proceedings, etc.

There are proposed procedures for the protection of witnesses who testify against organized crime figures. The Witness Protection Statute, Standard 7.10, of the Report of the Task Force on Organized Crime (1976) outlines the necessary procedures for the protection of the witness, but this service should be extended to witnesses who testify in any kind of case.

According to a recent Bureau of Criminal Justice Assistance survey, only 18.5% of the counties in Florida have instituted procedures to place witnesses on a phone alert system to save them unnecessary traveling. And, only 55.4% of the counties provide a waiting room for witnesses. Recommendation CT 3.02 states that, "The use of videotaped trials in criminal cases should be studied and pilot projects should be established..." This would alleviate the necessity for personal appearances and would permit witnesses to testify at their convenience.

PRIORITY 13

All state attorneys should, in fiscal year 1979-80, establish programs and proceedings in their offices to protect witnesses and complaint signers against threats, extortion, and retribution by accused offenders. The Judicial Planning Committee should conduct pilot programs using videotaping for witnesses and victims in criminal cases.

Implementation Strategy:

The Department of Administration will convey this to the Prosecution Coordination Office to consider the development of model programs to be used on a state-wide basis. Funding possibilities will be investigated for pilot programs.

PROBLEM STATEMENT:

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

This information and education should be provided to the elderly, to social service agencies, to law enforcement agencies, and any other interested organizations.

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

PRIORITY 14

The Bureau of Criminal Justice Assistance should act as a facilitator for the development and distribution of crime and the elderly data, crime prevention information, and medical fraud information to the appropriate agencies and to the elderly consumer.

Implementation Strategy:

Agency cooperation will be solicited in the coordination of public education/information concerning the elderly. Alternative methods will be developed for disseminating information beyond the printed form.

The Department of Administration has asked that the Aging and Adult Services Program Office, Department of Health and Rehabilitative Services, be given the responsibility of distributing pamphlets to local agencies and law enforcement agencies on a statewide basis. An agreement has been developed and implemented between the Department of Health and Rehabilitative Services and the Division of Budget to transfer \$7,000 for initial development and distribution costs.

The Aging and Adult Services Program Office of the Department of Health and Rehabilitative Services has made crime and the elderly a priority in their comprehensive plan. Plans are being developed for the publishing of a crime prevention booklet through cooperative efforts with appropriate state agencies. In addition, the Crime and the Elderly Technical Assistance Committee, which is in its formulative stages, will offer expertise and assistance in the development of agency cooperation and coordination.

PROBLEM STATEMENT:

If there is to be an effective reduction of crimes against the elderly, there is a need to reduce the opportunity for the criminal victimization of the elderly. The reduction of opportunity for crime is comparable to the reduction of vulnerability among the elderly population. On a national level, 25% of the elderly population live alone in rapidly deteriorating housing.

According to sources at the Center on Gerontology at Florida State University, approximately 85% of the elderly population in Florida are concentrated in 18 counties, with approximately 50% of those elderly persons living alone. The majority of this population is female. Isolation contributes to the vulnerability of the elderly. Many elderly who exist on low, fixed incomes live in high crime areas in urban centers. Statistics from the St. Petersburg Crime Analysis Unit indicate that approximately 73% of the elderly in their target area live in the central city. Undesirable housing conditions also add to the increased vulnerability of the elderly to criminal victimization.

PRIORITY 15

All law enforcement agencies with crime prevention programs should establish self-help training programs in crime prevention techniques for the elderly.

Implementation Strategy:

It is suggested that plans be developed to hold a crime prevention conference on a statewide level to discuss implementation of this priority and the development of standardized techniques and projects for teaching elderly crime prevention. The Bureau of Criminal Justice Assistance will also encourage agency crime prevention officers to make presentations to various groups composed of elderly participants on a regular basis, focusing on different crime prevention techniques.

PROBLEM STATEMENT:

Although little hard data is available on a uniform basis regarding elderly victims of crime, certain limited studies show the particular vulnerability of the elderly to certain categories of crime, such as purse-snatching, strong-arm robbery and fraud. According to the Crime and the Elderly Analysis completed by the St. Petersburg Police Department for 1974-77, the population of those 60 years of age and older represented 69% of all purse-snatchings, 35% of all robberies, and 39% of all pocket pickings.

PRIORITY 16

State attorneys in all judicial circuits with a high elderly concentration should, in fiscal year 1979-80, establish in their office special emphasis programs or revise special prosecution units for the elderly victim to concentrate on such areas as schemes against the elderly, fraud, purse-snatching and strong-arm robbery.

Implementation Strategy:

The Board of Regents has funded a STAR Project which is designed to investigate the frequency and effects of fraud on the elderly on a statewide basis. The research findings will be disseminated to all state attorneys' offices and it will be suggested that model programs be developed.

PROBLEM STATEMENT:

There are many agencies that make human services available to elderly consumers, both on a state and local level. However, there are two factors which greatly affect the efficiency of this service delivery system. The first is the lack of consumer knowledge of the system. If the elderly consumer does not know the system exists, how to make it work, and what the service outcome will be, the system becomes non-functional.

PRIORITY 17

The Aging and Adult Services Program Office of the Department of Health and Rehabilitative Services should develop a comprehensive identification of resources available to the elderly. Such services could be integrated with victim assistance programs for elderly victims. Local community resource booklets should also be developed.

Implementation Strategy:

This will be communicated to the Department of Health and Rehabilitative Services via the Department of Administration. It is suggested that either the local Area Agencies on Aging, local aging programs, or volunteer groups produce and distribute the resource booklets. DHRS should work with the Bureau of Criminal Justice Assistance in the projection of a cost analysis and subsequent funding of this priority.

PROBLEM STATEMENT:

The social service system in the State of Florida provides for many direct services to be offered to the elderly residents. However, one of the adverse effects of such a system is that many services become fragmented or duplicated by the time they reach the consumer. Also, consumer knowledge of such services is difficult to assess. This priority addresses the need to provide the impetus for coordinating these services in order to provide a direct impact in the area of crime and the elderly. There is also a need for a group of citizenry to have direct input into the planning process concerning the area of crime and the elderly.

PRIORITY 18

The Bureau of Criminal Justice Assistance should establish a Technical Assistance Committee with members from all state agencies whose services impact directly on Florida's elderly citizens or work in the area of crime prevention in FY 1979. A Crime and the Elderly Task Force should also be maintained which will assist the Bureau in collecting public information, in planning aspects, in the development of program guidelines, and in the final program funding decision process.

Implementation Strategy:

Representatives of involved agencies will be approached for the enlistment of their services on the Technical Assistance Committee by the end of March, 1979. The Crime and the Elderly Task Force has been developed, and it is composed of members from many different aspects of community involvement. This Task Force shall remain active for as long as the Bureau of Criminal Justice Assistance is mandated to do planning and implementation on the crime and the elderly problem in Florida.

PROBLEM STATEMENT:

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

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

According to a recent Phase I evaluation of Specialized Patrol Projects conducted by the National Institute of Law Enforcement and Criminal Justice, highly visible patrols are more successful at deterrence than apprehension and high/low visibility patrols are slightly more successful at apprehension than deterrence.

PRIORITY 19

Use improved/innovative patrol deployment plans in 20 law enforcement agencies in high crime index areas and in areas with high elderly concentrations in the population.

Implementation Strategy:

This priority will be communicated to the Florida Sheriff's Association, the Florida Police Chief's Association, and the Police Standards and Training Commission. The Bureau of Criminal Justice Assistance will work with the PSTC in developing more workshops on preventive patrol deployment using crime analysis and assigning more patrols to high crime areas and areas with large percentages of elderly residents. The Bureau of Criminal Justice, in conjunction with the Southeastern Criminal Justice Training Center, is currently planning four workshops dealing with crime analysis/planning during the coming year.

PROBLEM STATEMENT:

There are many direct services offered to Florida's elderly through a rather complex social service system. Many times law enforcement agencies attempt to refer the victim of a crime to the appropriate agencies offering the services required. Based on information from victim services programs, getting the victim "plugged in" to the social service system can be a time-consuming process, since several referrals to different agencies are necessary.

PRIORITY 20

Law enforcement agencies should adopt a one-call referral system to assist in the coordination of social services to elderly crime victims.

Implementation Strategy:

This priority will be communicated to the Florida Sheriff's Association and the Florida Police Chief's Association. These associations will pass the recommendation on to local law enforcement agencies. The local Department of Health and Rehabilitative Services districts will be contacted to provide cooperation to the law enforcement agencies. This is a matter of coordinating services that are in existence to provide the most efficient assistance to victims.

The goal of this priority is for each police precinct or division to have a specific phone contact at a social service agency designated to accept police referrals of elderly victims. The Bureau of Criminal Justice Assistance, in conjunction with the Department of Health and Rehabilitative Services, will begin efforts to isolate existing local agencies that will accept such a responsibility.

A DEMOGRAPHIC PROFILE
OF THE ELDERLY POPULATION OF FLORIDA

It has become apparent in the updating of Florida's Plan to Reduce Crimes Against the Elderly, 1979 that a scarcity of information is still one of the greatest problems facing those who seek general statistics on Florida's elderly, those 60 years of age or older. To obtain data about problem specific areas, such as crimes against the elderly, is even more difficult. Finding accurate statistics in between census years requires that either special surveys must be conducted or estimated figures be used.

Many of the statistics used in Florida's Plan to Reduce Crime Against the Elderly, 1978 were originally published in 1976 or earlier. They were either census figures or estimates. In updating the Plan for 1979, 1977 estimates are used where possible, since these are the most current figures available. However, 1976 and 1977 figures are not compared since this would only show differences in methodology instead of differences in actual data. Instead, estimates are compared to census figures since that comparison is more valid.

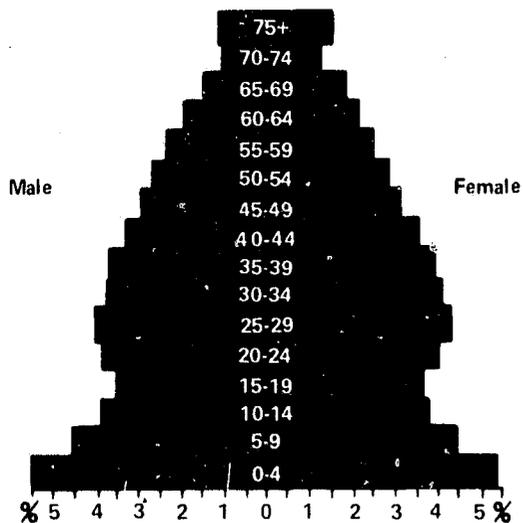
Population Distribution

The population pyramids on the next page (Figures 1, 2, 3, and 4) show the distribution of population in the United States and Florida by age and sex in 1950 and 1977. A normal population pyramid is broad at the base, and becomes proportionately smaller as it ascends. Elongated and shortened areas of the pyramid represent the effects of such historical occurrences as wars, recessions, baby booms and migrations upon the general population. For example, Figure 1 represents the United States population in 1950. The proportion of both male and female children under the age of four is relatively high -- at 10.8%. This corresponds to the post-World War II baby boom that occurred between the years 1945-1950.

In comparing the Florida and United States pyramids for 1950, the similarities are obvious. The proportions are roughly the same for all age categories. However, a comparison of the Florida and United States pyramids for 1977 shows more distinct differences. The pyramid structure for the United States in 1977 is somewhat pear-shaped, with a high proportion of the population falling between 10-29 years of age. In contrast with this is the profile for Florida in 1977, which has more of a rectangular shape than it does a pyramid shape. The percentage of the population over the age of 50 is much greater in Florida than in the United States as a whole. In addition, the base of Florida's pyramid is smaller than that of the United States. This rectangular shape indicates the effects of a lower birth rate, increased life expectancy, and the internal migration of older persons to Florida.

Figure 1

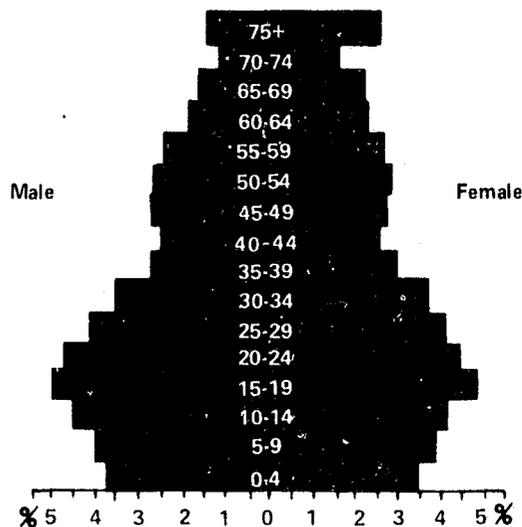
Percent Distribution of United States Population by Age and Sex, 1950



Source: Statistical Abstract of the United States, 1965, Table 18

Figure 2

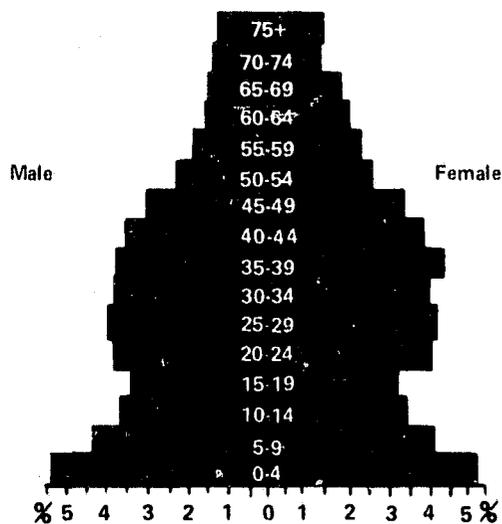
Percent Distribution of United States Population by Age and Sex, 1977



Source: U.S. Department of Commerce, Bureau of the Census, Population Estimates and Projections, Series P-24 No. 721.

Figure 3

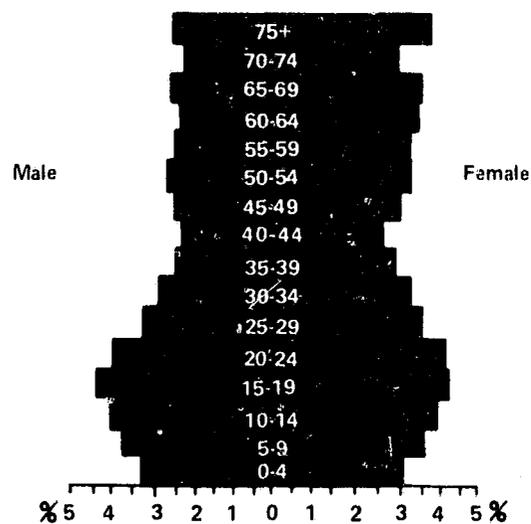
Percent Distribution of Florida Population by Age and Sex, 1950



Source: U.S. Department of Commerce, Bureau of the Census, Census of Population: 1960, Vol. 1, Characteristics of the Population, Part II, Florida.

Figure 4

Percent Distribution of Florida Population by Age and Sex, 1977



Source: U.S. Department of Commerce, Bureau of the Census, Census of Population: 1960, Vol. 1, Characteristics of the Population, Part II, Florida.

Another factor peculiar to Florida is the number of Cuban refugees that have immigrated to South Florida since the 1950's. The absorption of these immigrants into the Florida population has undoubtedly weighted the elderly population in proportion to the younger population. It is clear that these factors have affected the age distribution of Florida's population.

Table 1 is a breakdown of Florida's population by age groups. It shows the actual population increase from 1950 to 1977, the percentage the population has increased, and the overall percentage that the elderly are of the state population.

TABLE 1
POPULATION BY AGE GROUP IN FLORIDA
1950-1977

YEAR	TOTAL POPULATION	TOTAL 60 & OVER	60-64	65-75	75+
1950	2,771,305	345,981	108,507	167,055	70,419
1960	4,951,560	774,586	221,457	389,289	163,840
1970	6,789,443	1,348,291	358,925	646,281	342,685
1977* (est)	8,717,334	2,000,362	492,213	963,316	544,833

PERCENT INCREASE					
1950-60	78.7	123.9	104.1	133.0	132.7
1960-70	37.1	74.1	62.1	66.1	109.2
1970-77	28.4	48.4	37.1	49.0	59.0
1950-77	214.6	478.3	353.6	476.6	673.7

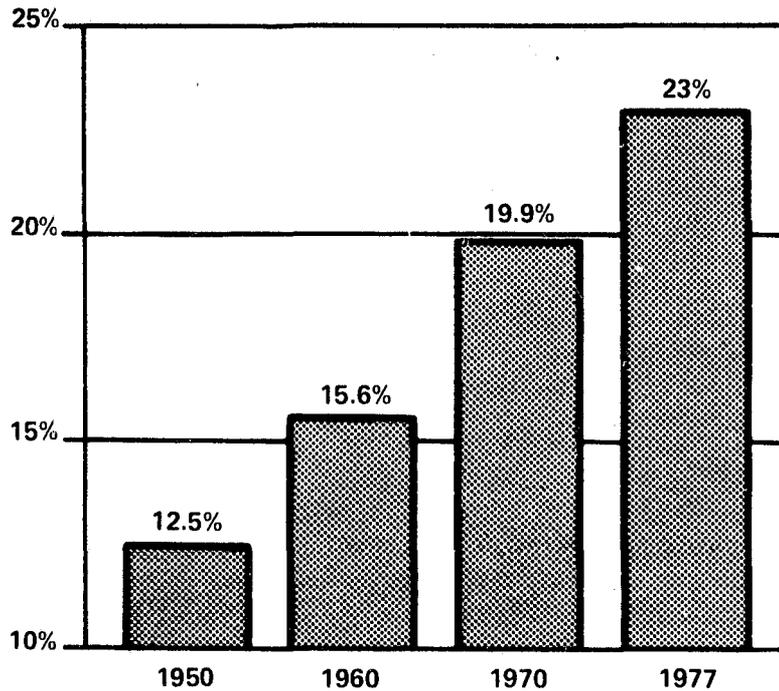
PERCENT OF TOTAL POPULATION					
1950	100.0	12.5	3.9	6.0	2.5
1960	100.0	15.6	4.5	7.9	3.3
1970	100.0	19.9	5.3	9.5	5.0
1977* (est)	100.0	23.0	5.6	11.0	6.2

Sources: University of Florida, Older People in Florida: A Statistical Abstract, 1976
1977 estimates prepared by University of Florida, Bureau of Economic and Business Research

The total state population increased by 28.4% from 1970 to 1977, while Florida's elderly population rose by 48.4% in the same period. Thus, the percentage increase in Florida's elderly population is almost twice as great as the percentage increase in the total state population.

Figure 5

Percentage of Florida's Total Population, Age 60 and Over, 1950-1977



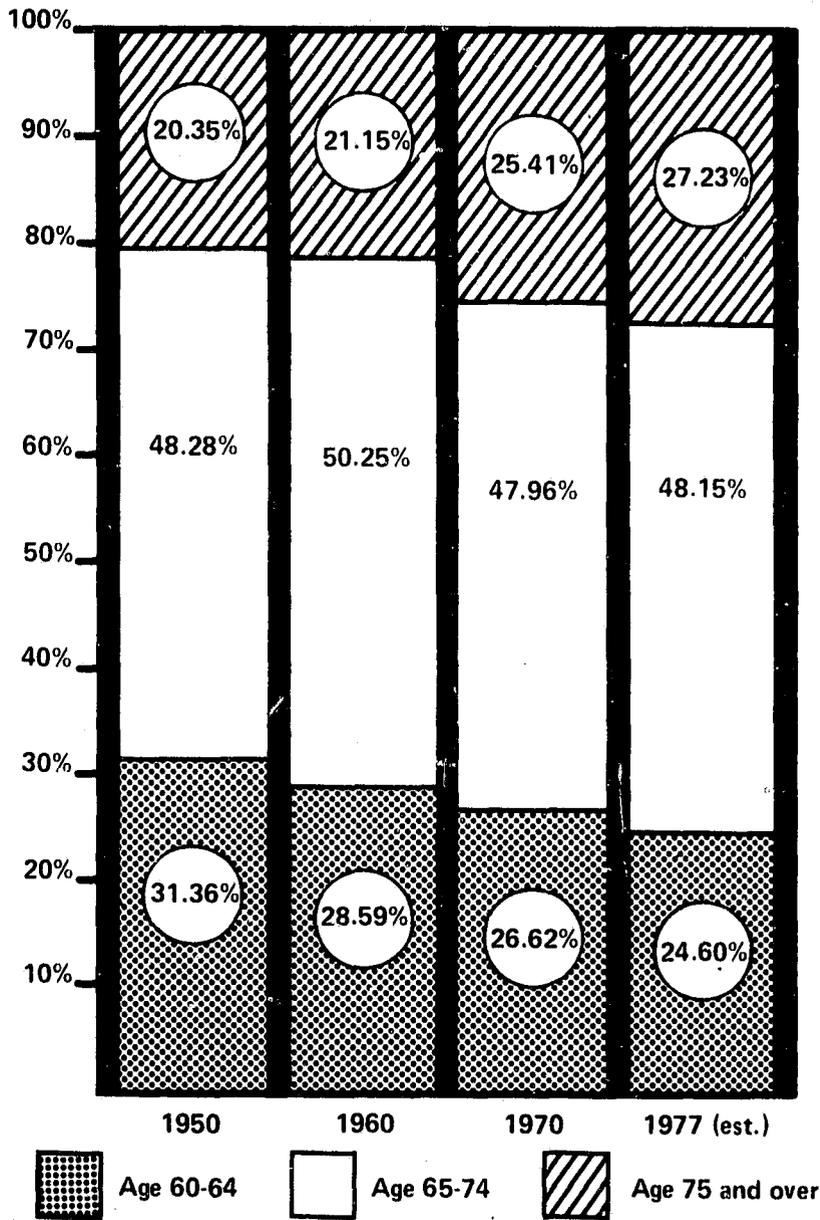
Sources: University of Florida, *Older People in Florida: A Statistical Abstract*, 1976. 1977 estimates prepared by University of Florida, Bureau of Economic and Business Research.

The percentage of Florida's population 60 years of age or older has been steadily increasing, as is shown in Figure 5. In 1950, the elderly population constituted only 12.5% of the State's population. In 1977, that figure had risen to an estimated 23.0%--nearly one-fourth of Florida's population.

Figure 6 divides Florida's elderly population into three age categories, and shows the proportion of each category to the State's total elderly population in 1950, 1960, and 1977. The 65-74 age group is the largest category, and comprises an estimated 11% of the State's overall population.

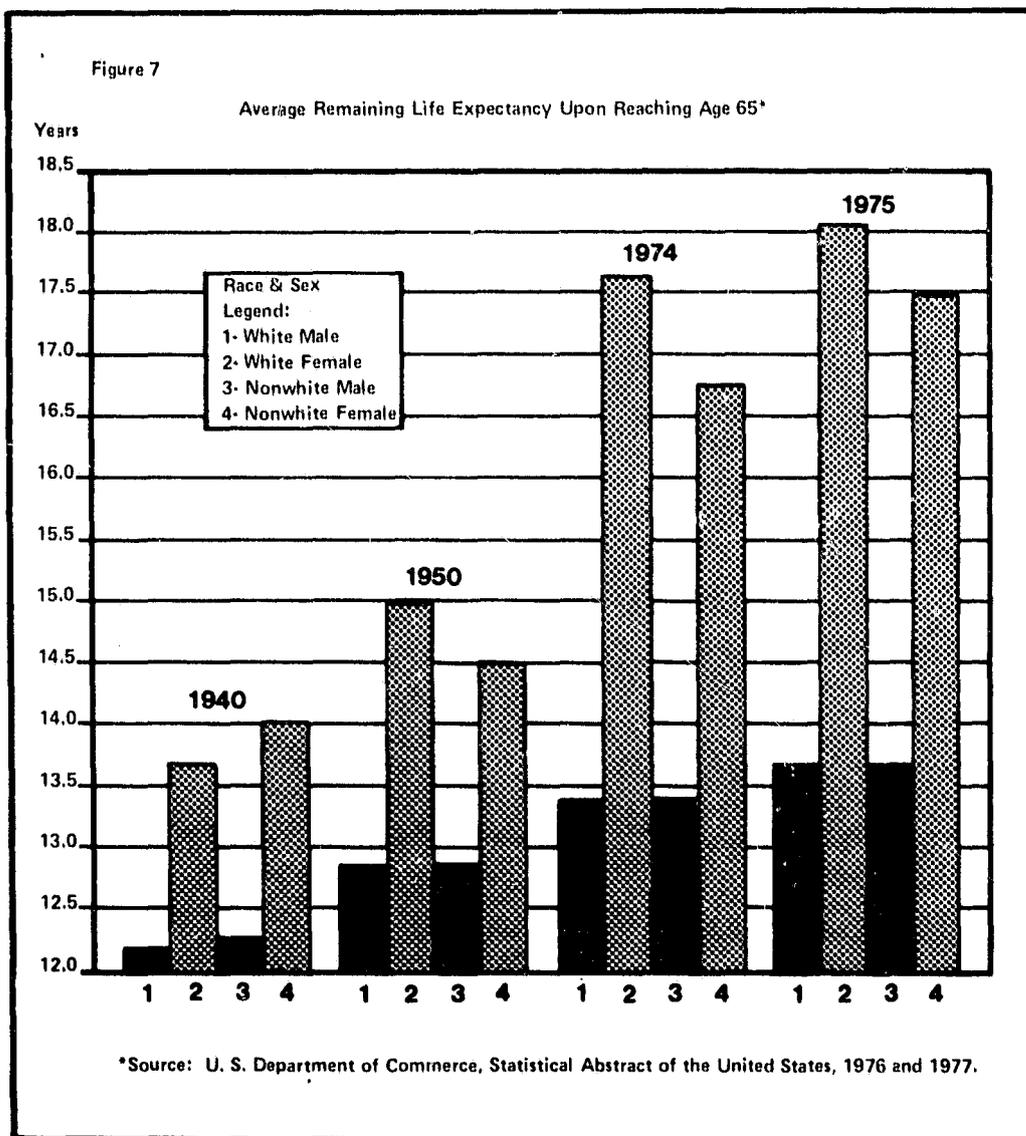
Figure 6

Florida's Elderly Population, by Age Group, 1950-1977



Sources: University of Florida, Older People in Florida, A Statistical Abstract, 1976. 1977 estimates prepared by University of Florida, Bureau of Economic and Business Research.

This figure also demonstrates that the number of persons age 75 and over is increasing steadily. This is due in part to advancements in medical treatment for the elderly. The average remaining life expectancy for those individuals reaching the age of 65 has increased greatly over the years, as is evidenced by Figure 7. The life expectancy for non-white females has experienced the greatest increase from 1974 to 1975, rising from 82 years to 83 years. Females of both racial groups have a much longer life expectancy at age 65 than do males.



The statistics in Table 2 further demonstrate that women are longer lived than men. In this table, the marital status of those over 60 years of age in Florida is broken down by race and sex for 1970 and 1977.

**Table 2 PERSONS IN FLORIDA AGED 60 AND OVER
by MARITAL STATUS, RACE, AND SEX
1970 and 1977**

1970

Age, Race and Sex	Total	Married		Widowed	Single	Divorced
		Spouse Present	Spouse Absent			
60-64	100.0	72.7	3.6	14.9	4.1	4.7
65-74	100.0	66.2	2.9	23.5	4.0	3.5
75-84	100.0	48.3	3.3	40.8	4.8	2.8
85 +	100.0	28.4	3.8	58.9	5.7	2.1
White	100.0	64.2	2.7	25.4	4.2	3.6
Non-White	100.0	41.8	9.2	38.9	5.8	4.3
Male	100.0	78.3	3.8	10.8	4.0	3.2
Female	100.0	49.7	2.7	39.0	4.6	4.0

1977 Estimates

Age, Race and Sex	Total	Married		Widowed	Single	Divorced
		Spouse Present	Spouse Absent			
60-64	100.0	73.5	3.7	13.2	4.1	5.5
65-74	100.0	66.6	2.8	22.7	3.8	4.1
75-84	100.0	50.1	3.4	38.6	4.5	3.4
85 +	100.0	32.6	4.0	53.5	7.1	2.8
White	100.0	62.7	3.2	25.8	4.1	4.2
Non-White	100.0	41.8	9.2	38.9	5.8	4.3
Male	100.0	79.2	3.8	9.5	3.9	3.6
Female	100.0	49.9	2.7	37.9	4.5	5.0

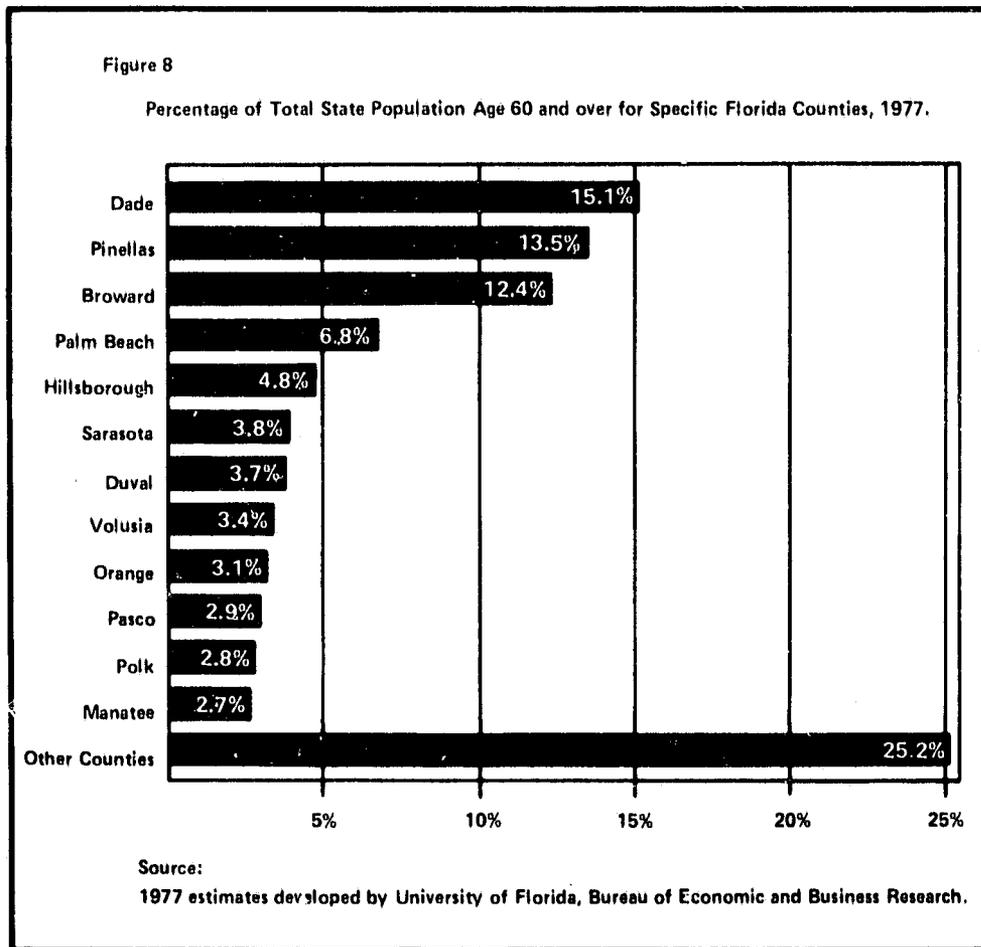
Sources: 1970 data from U. S. Department of Commerce, Bureau of the Census, 1970 Census of Population. 1977 estimates of population by age, race, and sex are from the University of Florida Bureau of Economic and Business Research, unpublished data. 1977 estimates of marital status developed by the University of Florida, Center for Gerontological Studies.

It is apparent that there has been little significant change in

the percentages of elderly persons whose spouses are present or absent. However, the reason for absence seems to be changing. The percentage of widowed elderly is reduced in all age categories, and the corresponding percentage of those divorced has increased.

Geographic Distribution

In looking at the geographic distribution of those Floridians 60 years of age and over, the majority of Florida's elderly are clustered in five general areas. Figure 8 shows the percentage of the total state elderly population living in each county.



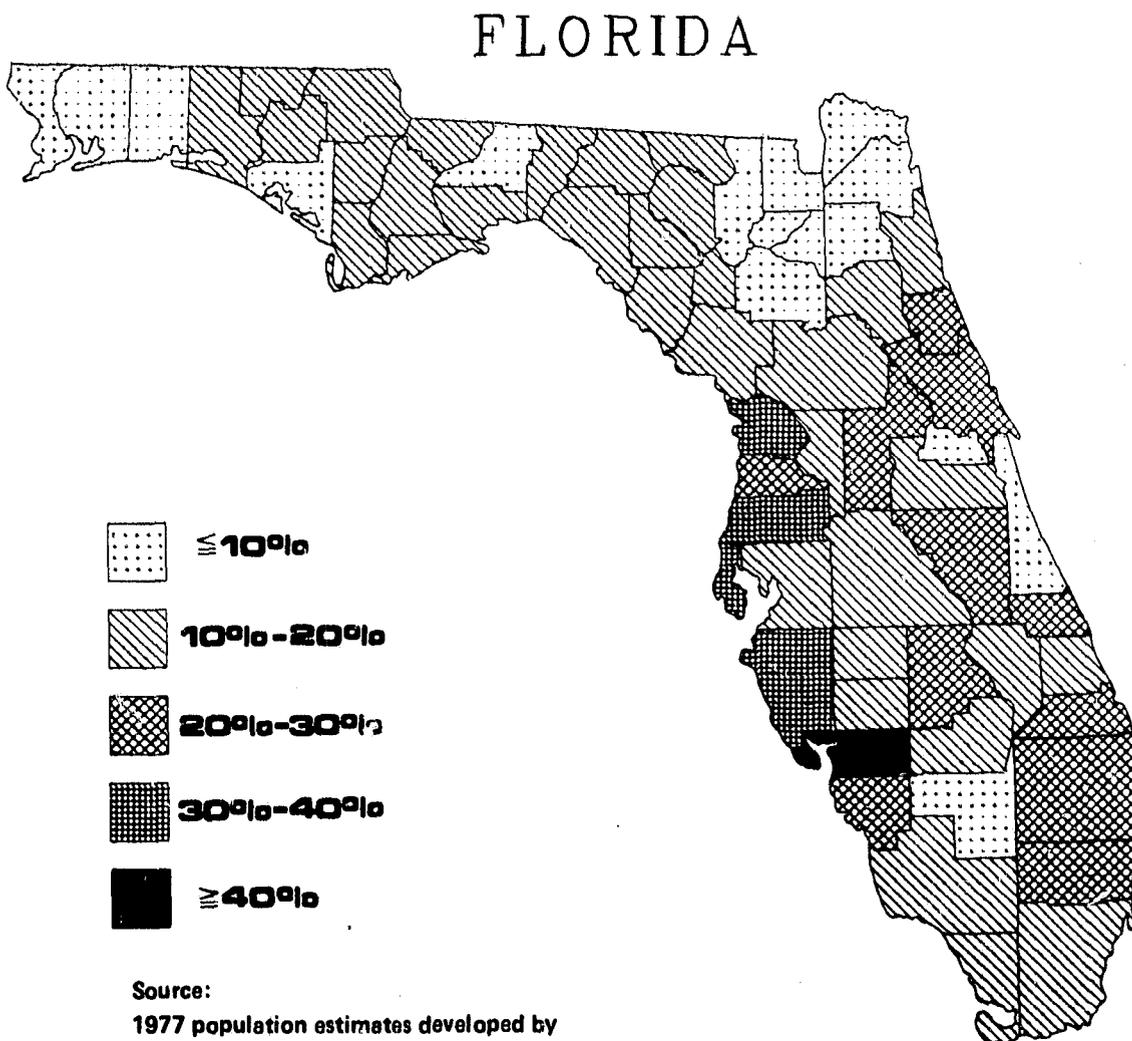
According to 1977 estimates, 1,496,445 persons over the age of 60, or 74.8% of Florida's elderly live in these five areas.

Dade County has the largest concentration of elderly with 15.1% of the State's total elderly population.

Another perspective on the distribution of elderly in Florida's population is gained by looking at the percentage of elderly in each county's total population. Figure 9 shows the twelve counties in Florida whose county population consists of more than 30% elderly. Charlotte County has the highest percentage, with 53.4% of its population in the elderly age category.

Figure 9

Percentage of County Population over Age 65 in Florida



Source:
1977 population estimates developed by
the University of Florida, Bureau of Economic and Business Research.

Summary

The overall profile of Florida's elderly has not changed drastically in the past year. The changes are subtle, and in some cases, merely reflect updated data. However, a trend such as a faster growth rate for the elderly portion of Florida's population as opposed to the rest of the general population is obvious in its implications for service delivery needs for the elderly population.

Sources for Elderly Profile

United States Department of Commerce, Bureau of the Census, Census of Population: 1960, Volume 1, Characteristics of the Population, Part II, Florida.

United States Department of Commerce, Bureau of the Census, 1970 Census of Population.

United States Department of Commerce, Bureau of the Census, Population Estimates and Projections, Series P-24, Number 72i.

United States Department of Commerce, Statistical Abstract of the United States, 1965, Table 18.

United States Department of Commerce, Statistical Abstract of the United States, 1976 and 1977.

University of Florida, Bureau of Economic and Business Research, 1977 population estimates.

University of Florida, Center for Gerontological Studies, 1977 marital status estimates.

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

END