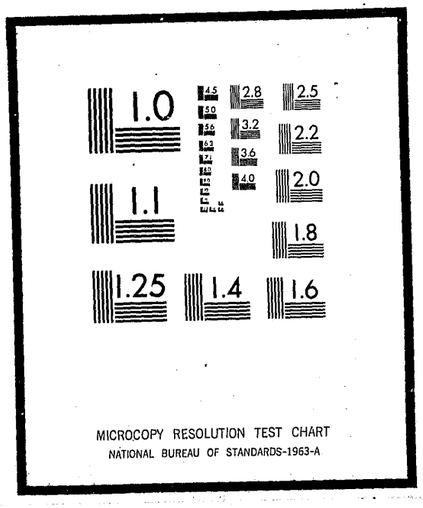

MIDWEST RESEARCH INSTITUTE

MRI REPORT

A CRIMINALISTICS MASTER PLAN FOR THE STATE OF FLORIDA

FINAL REPORT
31 December 1973

MRI Project No. 3802-D

For

State of Florida
Department of Administration
Division of State Planning
Bureau of Criminal Justice Planning and Assistance
307 East Seventh Avenue
Tallahassee, Florida 32303

Attn: Mr. J. W. Skeries, Jr.
Police Planning Coordinator

ARCH INSTITUTE 425 VOLKER BOULEVARD, KANSAS CITY, MISSOURI 64110 • 816 561-0202

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PREFACE

This report presents the findings of our analysis of the requirements for criminalistics services to meet the needs of the criminal justice community of the State of Florida for the period 1974 through 1978. This master plan draws heavily on an earlier study performed by Midwest Research Institute for the Florida Department of Law Enforcement, entitled "A Study to Determine the Criminalistics Support Requirements for the State of Florida," dated October 20, 1972. The final report of that study is attached as a reference appendix to this master plan.

Two factors dictated that this study be performed. Despite the analytical detail in which the problem of criminalistics needs was addressed in the earlier study, the implications on criminalistics support services of the "speedy trial" provision of the recently enacted Article V of the Florida State Constitution require careful re-examination of the recommendations of the earlier study in light of this new requirement. Additionally, in order to best meet the needs of criminal justice planners at all levels, and to serve as an aid in the allocation of LEAA funds in the criminalistics area, it was considered desirable to expand the earlier study to include other criminalistics related programs and to format the recommendations as a master plan. An ad hoc advisory committee of representatives of the criminal justice community of the State of Florida was formed to provide counsel to the study team.

This study was performed within the Economics and Management Science Division at Midwest Research Institute. Walter R. Benson and Michael L. Worley are the authors of this report. Other members of the Institute's staff participated in this research project in support or in consulting roles.

The excellent cooperation and assistance we received from state and local officials and employees of the criminal justice community is gratefully acknowledged. We especially appreciate the assistance and guidance of the members of the ad hoc advisory committee. All of these individuals contributed valuable information, suggestions, insights and constructive criticisms for which we are extremely grateful.

Approved for:

MIDWEST RESEARCH INSTITUTE

Gary R. Nuss, Director
Economics and Management Science Division

RECOMMENDATIONS

1. That this master plan become the basis for expansion and operation of the criminalistics system for the State of Florida.

2. That the following laboratory locations be recognized as comprising the major elements of the criminalistics system of the State of Florida:

Miami--Regional Laboratory
Fort Lauderdale--Satellite Laboratory
West Palm Beach--Satellite Laboratory

Tampa--Regional Laboratory

Sanford--Regional Laboratory
Jacksonville--Regional Laboratory

Tallahassee--State Laboratory
Pensacola--Satellite Laboratory

3. That each laboratory shown in Recommendation 2 above be designated to serve the criminalistics needs of specified counties as indicated in this master plan.

4. That steps be taken to standardize and improve the quality of crime laboratory services, including the following:

a. The establishment of a board of laboratory directors

b. The establishment of criminalistics standards and enforcement of their use.

5. That the following program areas as described in this master plan are those which comprise criminalistics programs:

a. Purchase of crime laboratory equipment.

b. Support of crime laboratory staff.

c. Purchase of crime scene search equipment.

d. Collection of physical evidence.

e. Criminalistics improvement.

6. That criminalistics programs be funded at the level shown in Chapter IV of this plan.

7. That in the event that insufficient funds are available to meet the funding levels recommended above:

a. The percentage allocations to criminalistics program areas shown in Chapter IV be maintained.

b. Percentage allocation of funding to individual crime laboratories as shown in Chapter III be maintained.

c. Any deficit in laboratory budgets be provided by the counties served by that laboratory in accordance with the fractional support share for each county as shown in Chapter III.

8. That the following types of projects not be funded as part of this criminalistics master plan:

a. Construction of buildings to house laboratories.

b. Support of crime laboratories which are part of a training or educational program.

c. Mobile crime laboratories.

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CHAPTER I

INTRODUCTION

"Every state should, by 1982, establish a consolidated criminal laboratory system composed of local, regional or state facilities capable of providing the most advanced forensic science services to police agencies."[1/]

The provision of effective criminalistics support involves a substantial variety of sophisticated scientific equipment, professional skills that combine both science and technology and the art of their application to the solution of crimes. Despite this generally recognized fact, and despite the actual and potential contributions that a crime laboratory can make to the law enforcement process of a given region, the history of criminalistics support is replete with instances in which a crime lab, once established, was not utilized to an extent that even approached its potential.

Therefore, an essential consideration in the establishment of criminalistics support is insuring that its use by police departments will not be impeded by such constraints as the inconvenient location of the facilities or the general lack of awareness on the part of police investigating officers of the nature and extent of the support the crime laboratory can furnish.

In the most fundamental sense, the collection of evidence at the crime scene by investigating officers is the final determinant of the crime laboratory's work load--and the determinant of how much contribution the laboratory can make to law enforcement generally. Further, the nature and seriousness of the crimes from which physical evidence is collected and submitted to the laboratory strongly influences the degree of effectiveness of the lab in performing its assigned role in the solution of serious crimes. This is not to downgrade the valuable contributions made by crime laboratories through the more routine type of cases, such as identification of suspected drug substances. However, the highest contributions of the crime laboratory relate to the solution of the crimes and convictions of the offenders who pose the greatest threat to public safety.

1/ "National Advisory Commission on Criminal Justice Standards and Goals." National Conference on Criminal Justice, working papers, operational task force for police, the Crime Laboratory, January 23-26, 1973.

The number of cases from which physical evidence will be collected and the amount of such evidence which is forwarded to a crime laboratory is strongly influenced by the following factors:

1. Police awareness of the availability of crime lab support.

2. Police training in collecting and processing physical evidence for examination.

3. Police confidence in the ability of the crime lab to provide a support function that will be valuable in this connection.

4. The convenient location of the laboratory in relation to the respective user departments.

5. The crime laboratory's ability to quickly provide the required support, including furnishing an expert to testify in court.

6. The utilization of the crime laboratory's reports in the clearance of cases.

Studies of the national experience have repeatedly shown the strong influence of these factors on the degree to which crime laboratories were used. Although it is hard to generalize as to which factors take precedence, it is obvious that unless physical evidence is properly collected, processed, and transported to the laboratory, there can be no effective utilization of criminalistics support. Thus, the police on the scene of the crime are an essential link between the evidence to be examined and the crime laboratory that has the capability to make the examination.

The importance of these considerations lies primarily in the fact that criminalistics support for police departments and prosecutors in a region should be developed as a system. The heart of such a system is, of course, the crime laboratory. It is the laboratory that involves the overwhelming majority of the costs of the criminalistics operation. However, such operations go beyond those functions that are performed within the laboratory itself. Kirk and Bradford describe criminalistics operations as "the coalescence of many disciplines to the end product of a science-law profession."1/ By that definition, the criminalistics support system of the state should be viewed as encompassing the full scope of physical evidence collection, its processing and transit to the crime laboratory, the scientific examinations, and the use of that evidence in case clearance by law enforcement officials. The use of evidence should be guided by the expert

1/ Kirk, P. L., and L. W. Bradford, The Crime Laboratory, Organization and Operation, Charles C. Thomas, Publisher, Springfield, Illinois (1965).

advice and testimony in court of the criminalists. It is thus apparent that an effective criminalistics operation goes well beyond the functions of the crime laboratory examiners, and involves the expertise and professional judgment of the investigative officers and members of the legal community as well--thus, the coalescence of disciplines to which Kirk and Bradford refer.

The crime laboratory's product is information that is critical to the investigative and judicial processes, and which can be demonstrated as correct on the basis of physical evidence examined under rigorous scientific conditions. The proper utilization of this product, as well as its production, must be a matter of concern throughout the process of criminalistics support planning.

Purpose

The purpose of this document is to provide a multi-year master plan for meeting the needs for criminalistics support for criminal justice agencies of the State of Florida. Particular attention was given to the most effective means of providing rapid, responsive, scientific support and also increasing the availability of expert witnesses to testify in court in support of the crime laboratory findings.

Definition of Terms

In this report, the term criminalistics is used extensively. For purposes of this study, criminalistics refers to the application of the physical sciences to the support of criminal justice. Criminalistics is a major component of the largest field of the forensic sciences.

Forensic science is a broad term which describes the application of medical science (and physical science) to the needs of the criminal justice system. The work of the medical examiner or the coroner in the determination of the cause of death involves--in addition to pathology--toxicology and serology. Criminalistics laboratories frequently provide assistance to the medical examiner in the latter fields.

Criminalistics can and does include some nontechnical support necessary to further the application of science to the law enforcement problem. A secure evidence transit system, such as that recommended in this report, is an example. To some extent, the collection of physical evidence from a crime scene may also be considered nontechnical.

The term criminalistics system includes all laboratory facilities or resources that are provided to support the movement of evidence from the

crime scene to the laboratory, scientific examination of evidence in the laboratory, the furnishing of laboratory reports to the supportive agencies, the use of laboratory findings in the clearance of cases, and finally, the use of crime laboratory findings as court testimony.

Exclusions

While a precise definition of a crime laboratory and the total scope of its activities varies somewhat in accordance with local needs, there is general agreement that the crime laboratory does not include the following functions: identification photography, identification fingerprints (other than latent), polygraph, or electronic surveillance.

Method

The analytical methods used to develop the recommendations and findings of this master plan were developed in the performance of an earlier project, "A Study to Determine the Criminalistics Support Requirements for the State of Florida," October 20, 1972, for the Florida Department of Law Enforcement. A copy of that report is appended to this master plan (Appendix A) to provide the reader with detailed information of the study methodology and the analytical basis for the findings.

While the 1972 criminalistics needs study included extensive field interviews to obtain perceptions of crime laboratory needs from representative user agencies, the methodology for the development of this master plan provided for more formalized counsel and review of findings and recommendations by the establishment of an ad hoc advisory committee to the study. The members of the ad hoc advisory committee are listed in Table I.

Inherent in the methodology of the study was the decision by the then Governor's Council on Criminal Justice to make maximum use of the work already done in the development of the 1972 criminalistics needs study. The Florida Department of Law Enforcement made this possible by providing copies of the report to the members of the ad hoc advisory committee and authorizing its use. The basic data on which that report was predicated have not changed in the interim sufficient to warrant a repeat of the data collection and analysis effort. Where available, however, crime laboratory case load information for the latest available year (1972) is shown. In addition, the classic "50-mile radius" laboratory service area concept has been modified in this report to reflect assignment of whole counties to be within the service area of a given crime laboratory.

A draft report was provided to the members of the ad hoc advisory committee for review, and appropriate comments and revisions are incorporated herein.

TABLE I

AD HOC COMMITTEE FOR CRIMINALISTICS MASTER PLAN

Commissioner William Troelstrup
Florida Department of Law Enforcement

Mr. Robert Chewning
Chief of Police, Orlando

Dr. William McGee
Florida Tech. University

Dr. Joseph Davis
Dade County Medical Examiner

Honorable John Polk
Sheriff, Seminole County

Honorable Ed Stack
Sheriff, Broward County

Dr. Eldert C. Hartwig, Jr.
Tampa Narcotics Lab

Honorable William Heidtman
Sheriff, Palm Beach County

Honorable Malcolm Beard
Sheriff, Hillsborough County

Mr. J. T. Littleton
Chief of Police, Tampa

Mr. J. P. Morgan
Administrator
Department of Public Safety
St. Petersburg

Mr. Frank Daniels
Chief of Police, Clearwater

Honorable Melvin Colman
Sheriff, Orange County

Mr. Thomas J. McAuley
Chief of Police, Panama City

Mr. D. P. Caldwell
Chief of Police, Pensacola

Mr. E. W. Purdy, Director
Dade County Dept. of Public Safety

Mr. Bernard Garmire
Chief of Police, Miami

Mr. Raymond Beary
Chief of Police, Winter Park

Honorable Dale Carson
Sheriff, Duval County

Dr. Don Peterson
Indian River Community College

Mr. Nolan Freeman
Chief of Police, Gainesville

Honorable Joe Crevasse
Sheriff, Alachua County

Honorable Don Genung
Sheriff, Pinellas County

Mr. Leo Callahan
Chief of Police, Ft. Lauderdale

Mr. William Barnes
Chief of Police, West Palm Beach

Dr. Wilson T. Sowder, Director
Division of Health
Department of Health & Rehabilitative Services

Mr. James T. Russell
States Attorney, Pinellas County

Format of the Master Plan

Funding projections are presented on a statewide basis, and costs are projected for each crime laboratory recommended in the system. Crime laboratory staff and equipment funding requirements may be assigned to the planning region in which the laboratory resides in accordance with the counties which comprise each of the 10 districts or regions as listed in Table II. A graphical display of these 10 regions is shown in Figure 1.

This master plan is divided into five major chapters, of which this introduction is the first.

Chapter II presents a summary of the current status of criminalistics support in the state in the form of a profile of crime laboratory services, and the use of those services made by the criminal justice community.

Chapter III presents a summary of the cost-benefit analysis of the candidate criminalistics systems considered in the 1972 criminalistics needs study, and additional analysis of potential benefits to be realized from other laboratory locations recommended for consideration by the ad hoc advisory committee. The chapter includes a recommended configuration for a system of crime laboratories to meet the needs of the state, including designation of whole counties to be included in the service area for a given laboratory. A method of pro rata assignment of crime laboratory operating costs to each county served is also presented.

Chapter IV describes program areas and funding priorities to meet criminalistics program needs. An analysis of criminalistics-related projects proposed or supported through LEAA funds is presented, comparing those projects with recommended criminalistics programs.

Chapter V contains the 5-year requirement for funding of criminalistics programs in sufficient detail to meet the needs of planners at the state, regional, local, and laboratory level.

TABLE II

RULE 22E-1.02

Comprehensive Planning Regions

The territorial area of the State of Florida is hereby subdivided into the following regions for the purposes of regional comprehensive planning:

District 1	Escambia, Santa Rosa, and Okaloosa counties
District 2	Walton, Holmes, Jackson, Washington, Bay, Calhoun, Gulf, Liberty, Franklin, Gadsden, Leon, Wakulla, and Jefferson counties
District 3	Madison, Taylor, Hamilton, Suwannee, Lafayette, Dixie, Gilchrist, Alachua, Bradford, Union, and Columbia counties
District 4	Nassau, Duval, Baker, Clay, St. Johns, Putnam, and Flagler counties
District 5	Levy, Marion, Citrus, Sumter, and Hernando counties
District 6	Lake, Volusia, Seminole, Orange, Brevard, Osceola, and Indian River counties
District 7	Polk, Hardee, DeSoto, Highlands, and Okeechobee counties
District 8	Pasco, Pinellas, Hillsborough, Manatee, and Sarasota counties
District 9	Charlotte, Lee, Collier, Glades, and Hendry counties
District 10	St. Lucie, Martin, Palm Beach, Broward, Dade, and Monroe counties

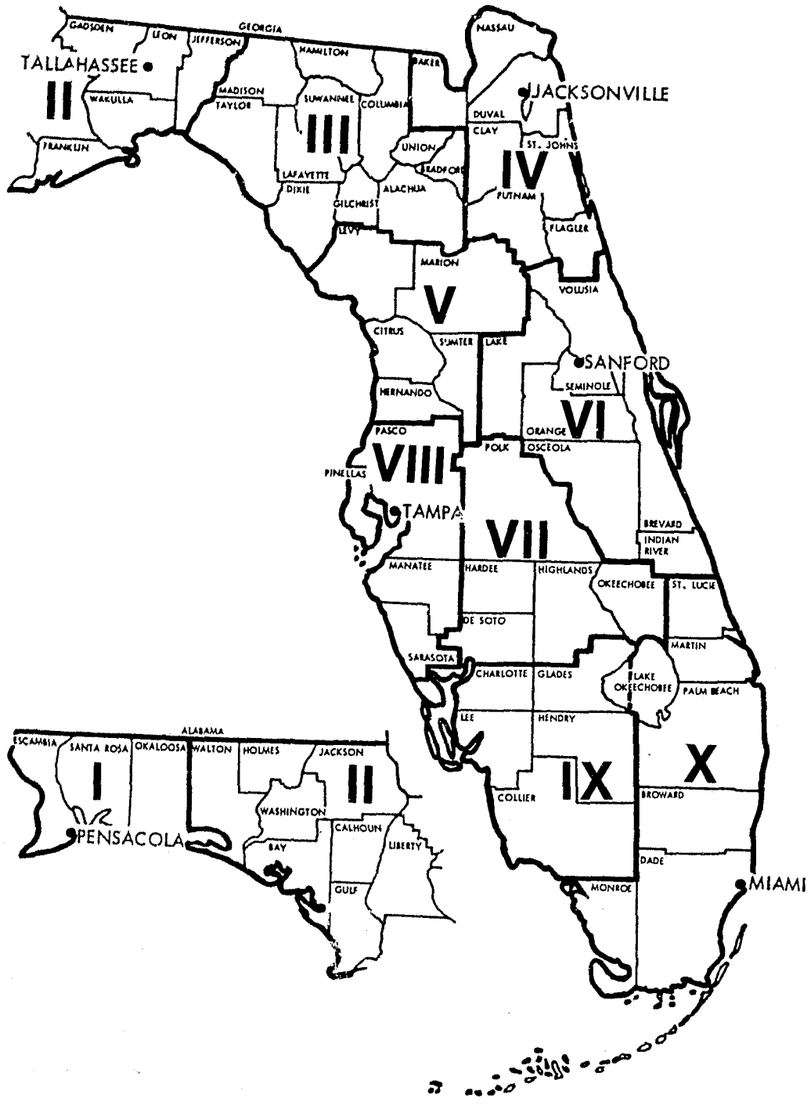

Figure 1 - Multi-County Planning District Boundaries

CHAPTER II

PROFILE OF CRIMINALISTICS CAPABILITIES IN FLORIDA TODAY*

Elements of Criminalistics

Criminalistics services provided to law enforcement officials in Florida today range from modern, full-service laboratory capabilities in Dade County and in Tallahassee to reliance upon nonenforcement departments, such as health or private laboratories, for support functions. Additionally, a number of police departments have established identification units which are concerned primarily with latent print work, although they sometimes function as evidence processing centers as well.

Figure 2, "Elements of Criminalistics in Florida," provides information as to the types of criminalistics services available throughout the state grouped in the categories of full-service laboratories, drug laboratories, and identification units. As is evidenced by the location, organizational status, and function of these laboratories, not all law enforcement agencies have available the same level of service throughout the state. Depending upon geographical location, governmental unit affiliation and personal preferences, an investigating officer may elect to submit physical evidence for processing to a local laboratory, the state laboratory or to the FBI laboratory in Washington, D.C.

As can be expected from the wide range of governmental bodies which control the various laboratories, the means to sustain these operations exhibit diversified funding mechanisms. For the most part, the smaller satellite labs are currently supported by funds made available to the State of Florida through the U.S. Department of Justice, Law Enforcement Assistance Administration (LEAA). State revenues support both the FDLE Laboratory at Tallahassee and the drug analysis work being performed in Jacksonville (in the Department of Health and Rehabilitative Service (HRS) laboratory). A significant amount of drug analysis is also being done in the Tampa area by the HRS laboratory, although the law enforcement cases handled are largely supported by LEAA grants. At the local level, county taxpayers in Dade County sustain the bulk of the operating costs of this facility, although LEAA funds are used for special projects (i.e., the bomb fragmentation bank). Also at the local level, the latent print sections or identification units connected with individual departments are normally supported by the local unit of law enforcement.

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* See Appendix A, Chapters II and III, for additional detail.

Element	Location	Director or Administrator	Organizational Status	Staffing	Primary Function or Service	Source of Funding
Full-Service Labs						
Florida Department of Law Enforcement Crime Laboratory	Tallahassee	Edward G. Bigler	State laboratory, authorized under crime control program, Department of Law Enforcement	17 Analysts	Provide crime laboratory services to all law enforcement departments within the state (2,161 cases, CY 1971)	State Revenue
Dade County Department of Public Safety Crime Laboratory	Miami	B. Edward Whittaker	Bureau under the Central Services Division of the Department of Public Safety	12 Criminalists 1 Supervisor	Crime laboratory services to Dade County Department of Public Safety and other law enforcement officials within Metropolitan Dade County (8,032 cases, FY 1972)	County Tax Levy LEAA funding for specialized operations
Drug Labs						
Region IV Crime Laboratory[a]	Sanford	William H. Ragsdale (Chief Chemist), John E. Polk (Director)	Regional lab independent of other local, state or federal labs. Organized as a project of LEAA	5 Chemists	Primarily a drug lab. Two to 3% of work load supports Florida Highway Department. Some toxicology cases on an emergency basis. Serves all law enforcement agencies in a 10-county area (2,630 cases, CY 1972)	LEAA funded
Broward County Sheriff's Crime Laboratory	Ft. Lauderdale	John Pennie	Satellite Lab of Dade County Department of Public Safety Crime Lab	1 Examiner	Support 28 L. E. departments in Broward County, (1,735 cases, CY 1971)	LEAA funded
Palm Beach County Crime Laboratory	West Palm Beach	Jay T. Pintacoda	Satellite Lab of Dade County Department of Public Safety Crime Laboratory	1 Chemist	Analysis of drugs and narcotics, some criminalistics (1,575 cases, CY 1972)	LEAA funded
Key West Crime Laboratory	Key West		Satellite Lab of Dade County Department of Public Safety Crime Laboratory	1 Chemist	Analysis of drugs and narcotics[b]	LEAA funded

Figure 2 - Elements of Criminalistics in Florida

Element	Location	Director or Administrator	Organizational Status	Staffing	Primary Function or Service	Source of Funding
Drug Labs (concluded)						
Department of Health and Rehabilitative Services Laboratory	Jacksonville	Dr. Nathan J. Schneider	Central lab for state's health laboratories	Less than one full-time lab man	Some support to L.E. agencies in the analysis of dangerous drugs and narcotics (819 cases FY 1972)	State Dept. of Health Budget
Department of Health and Rehabilitative Services Laboratory	Tampa	Dr. Eldert C. Hartwig, Jr.	One of the labs in the state's system of health laboratories	3 Chemists	Some support to L.E. agencies in the Tampa area for drugs and narcotics analysis (3,463 law enforcement cases CY-1972)	Law enforcement cases are largely funded by an LEAA grant
Bureau of Narcotics and Dangerous Drugs Laboratory	Miami	Anthony Romano (Chemist)	Operates under the Dept. of Justice, BNDD		Provides narcotics and drug analyses service to all law enforcement agencies at no charge[b]	Federally funded
West Florida Crime Laboratory	Pensacola	J. Fred Smith	Pensacola Junior College	1 Chemist	Analysis of drugs and narcotics. Established March 30, 1973 (35 cases in first 2 months of operation)	
Indian River Crime Laboratory	Fort Pierce	Dr. D. Peterson	Indian River Community College	2	Not operational	LEAA, Departmental Budgets of L.E. agencies of four counties
Identification Units Contacted[c]						
Ft. Lauderdale Police Department Laboratory	Ft. Lauderdale	Sgt. Ronald C. Hammond, Detective Division	Unit of the city police department	4 I.D. personnel	Principally an I.D. unit consisting of photography, latent prints, and physical evidence pickup	
Jacksonville Crime Laboratory	Jacksonville	Lt. W. H. Knight	Unit of Jacksonville Sheriff's Office	3 I.D. officers	Basically a latent print section and evidence handling center for the department (236 identifications, CY 1971)	Sheriff's Office Budget

a/ Refers to former Criminal Justice Planning Regions. See Rule 22E - 1.02 for current regions for multi-county planning districts.
b/ Caseload data not available.
c/ Other identification units exist in the state, but were not included in the survey since such activities contribute little to true criminalistics capability.

Figure 2 - (Concluded)

It is evident that the development of a compreh
inalistics system must address not only the problem of pr
service to all enforcement agencies, but include an equit
as well. Such a plan would overcome the inequities and i
duplicate taxation, remove the uncertainty of funding at
and apprise law enforcement planners of the availability
ternal sources (i.e., federal sources, foundations).

Perception of Need of Criminalistics Services by Potentia
Users

During the data acquisition phase of the 1972 s
were conducted with local police department officials, co
state police, state's attorneys, medical examiners, and o
cials to ascertain their perceived need for crime laborat
Some general observations may be noted.

- No objections were encountered to the establ
crime laboratory in close proximity to a given department; moveover, state
operation of such a laboratory was not seen as a hindranc
support.

- Much interest was evinced by potential users as to the actual
capabilities of a crime laboratory.

- Present level of awareness and realization o
physical evidence is relatively low. Available data would suggest that
utilization of physical clue material as an investigative aid is a poten-
tial hardly tapped in many departments.

- Some programs have been started throughout t
tempt to meet criminalistics needs. The junior college p
processing centers, training facilities, satellite labora
labs are prime examples.

In addition to the existing criminalistics faci
Figure 2, an examination of those ongoing and proposed LE
shown under Program Description D-2, FY 72 Action Plan, S
provides additional insight into current thinking of the
community regarding need for criminalistics. Capsule des
projects are shown in Figure 3. The special condition im
gion IV, and subsequent exceptions to that special condit
the 1972 study have fostered changes in concept for many
In a later chapter, these projects will be re-examined in
gram areas recommended as part of this master plan for cr
criminalistics support.

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* See Appendix A, Chapter II.

Project Title	Applicant	Grant Period	Total Estimated Project Cost	Project Summary
Crime Evidence Processing Center	Board of County Commissioners Bay County, Florida (Panama City)	January 1971- June 30, 1972	$80,000 (1972)	Adequately equipped lab for support services. Process raw physical evidence. Transmittal of evidence to other labs. Preprocessing of certain evidence items. Provide vocational training in criminalistics.
Regional Criminal Justice Education and Crime Laboratory Program	City Commission of the City of Fort Pierce, Florida	July 1971- June 1972	$ 72,000 (1972) 112,625 (1973) 101,476 (1974)	Coordination of educational and crime laboratory functions. Completely equip a crime laboratory during a 3-year period. Provide in-service and college-credit educational offerings. Establish a 2-year program leading to a degree in criminalistics.
Regional Law Enforcement Laboratory and Training Facility	City of Pensacola Pensacola, Florida	February 1, 1972- June 30, 1972	$44,000 (1973) 44,000 (1974) 44,000 (1975)	Provide lab facility essentially for narcotic and dangerous drug evidence in area comprising First Judicial Circuit of Florida. Provide expert testimony. Officer training. Materials for community awareness program.
Regional Crime Lab for Education and Training	City of Tallahassee Tallahassee, Florida	July 1, 1971- June 30, 1972	$12,806	Training for police officers in the area of evidence handling and processing. College credit course work plus short courses for in-service officers.
Region IV Crime Lab[a/]	Seminole County, Florida Sheriff's Department	April 1, 1972- June 30, 1972	$173,149 (1972) 266,667 (1973) 293,333 (1974)	Comprehensive narcotics and drug analyses, pharmaceutical analysis, expert testimony, add an additional lab capability annually.
Region VII Satellite Crime Laboratory System[a/]	Sheriff's-Palm Beach, Broward, Dade and Monroe Counties	1970-1975	$118,090	Three county satellite labs, to support and be directed by Dade County Crime Laboratory. Capability in Sound Spectograph (Voice Print). Added drug analysis capability.
Region III Mobile Crime Laboratories[a/]	City of Jacksonville Jacksonville, Florida	Sept. 1, 1971- June 30, 1973	$160,254	Provide four fully equipped mobile labs plus three more lab technicians located throughout region to service all police agencies in areas of crime scene search.

Figure 3 - Recent Ongoing and Proposed SPA Grants

Project Title	Applicant	Grant Period	Total Estimated Project Cost	Project Summary
Tampa Regional Laboratory Division of Health	Board of County Commissioners-Hillsborough County, Florida	July 1, 1971-June 30, 1972	$80,508	Provide additional equipment and personnel to supplement existing forensic lab services in area of narcotics and dangerous drugs.
Mobile Crime Laboratory	City of Daytona Beach, Florida	Nov. 1, 1971-Oct. 30, 1972	$15,150	Provide mobile laboratory to supplement laboratory facilities of Daytona Beach Police Department and surrounding area.
Mobile Crime Lab Unit	Cocoa Beach, Florida, Police Department	July 1, 1970-June 30, 1971	$11,972	Provide mobile laboratory equipped to process evidence and begin analysis. Available throughout Region IV, with primary operation in Brevard County.
Department of Transportation Curriculum Materials for Breath Examiner Specialist	State of Florida Department of Health and Rehabilitative Services, Jacksonville, Florida	July 1, 1972-June 30, 1973	$1,400	Purchase of breath alcohol training manuals to be used in a statewide training program.
Implied Consent Support Activity	State of Florida Department of Health and Rehabilitative Services, Jacksonville, Florida	July 1, 1972-June 30, 1973	$170,900	Employment of five Alcohol Breath Testing Inspectors to improve performance of breath tests and encourage acceptance by courts and law enforcement agencies.

a/ Refers to former Criminal Justice Planning Regions. See Rule 22E - 1.02 for current regions for multi-county planning districts.

Figure 3 - (Concluded)

Crime Laboratory Operations

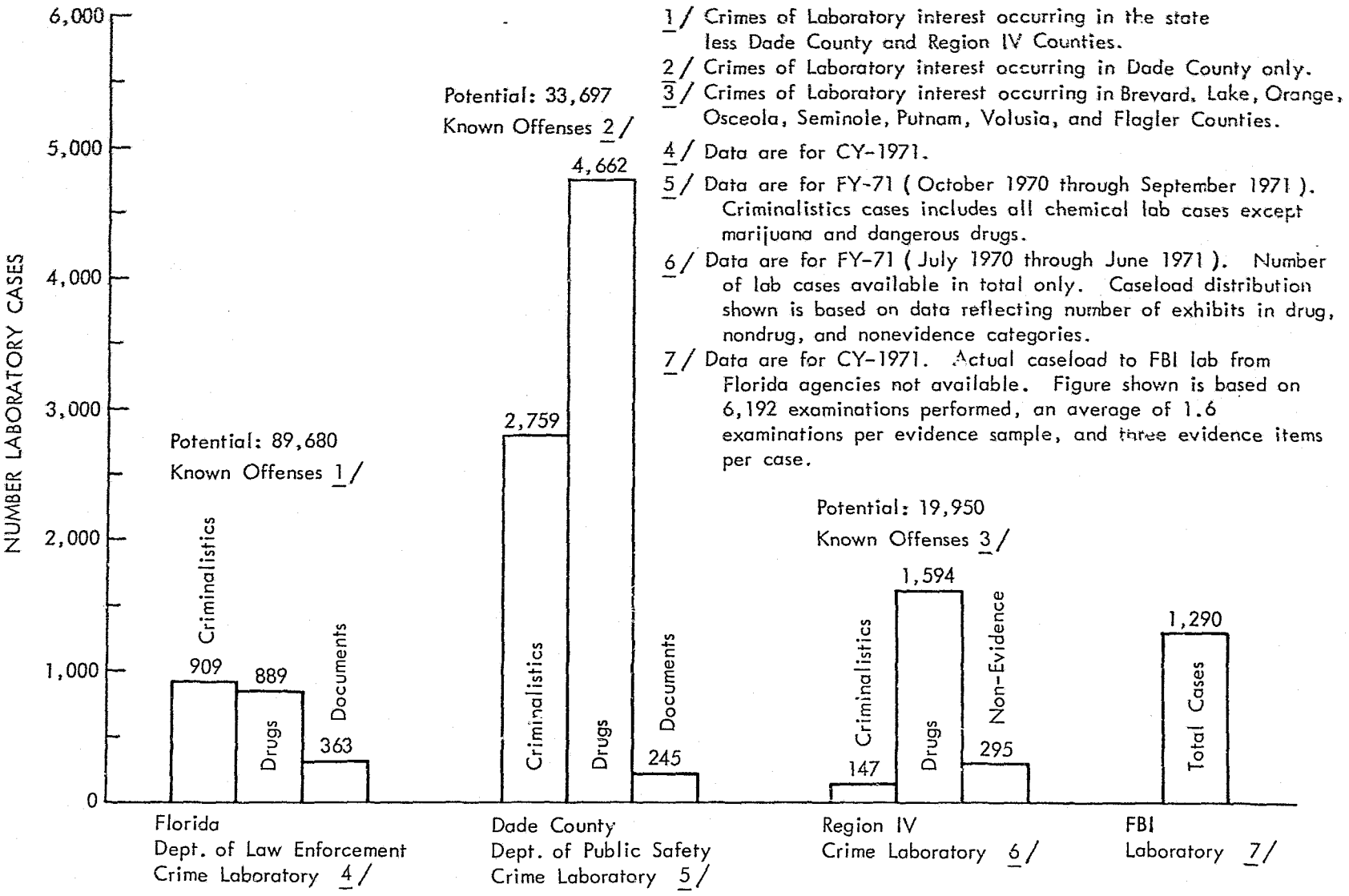
General: Crime laboratory operations, whether full-service or limited in scope, are intended to provide the investigative arm of the law enforcement with technical and scientific expertise commensurate with the state of the art. While it is beyond the scope of this study to address quantitatively the benefits derived in the criminal justice system as a result of timely analyses of physical evidence in a crime laboratory, it is useful to examine the involvement of the laboratory in the criminal justice system from several perspectives:*

- Total cases-to-lab**
- Distribution of type cases-to-lab
- Involvement with serious crime cases
- Cases-to-lab as function of distance from submitting agency
- Cases-per-officer (CPO)
- Case load per examiner
- Court testimony

Full-service labs: Figure 4 shows the distribution of lab cases submitted by Florida Law Enforcement Agencies. With the exception of the FBI laboratory, all of the labs are located within the state. The categories of criminalistics, drugs, and documents are separated out of total case load since these types of cases impose a significantly different work load on the laboratory.

* See Appendix A, Chapter III.

** In this and subsequent references to "case" statistics it is noted that no standardization of the term exists among criminalists in general nor among crime laboratories in Florida, in particular. Where variations in reporting procedures were noted during the course of the study, every effort was made to present case load data on a uniform basis. For purposes of this study a laboratory "case" is defined as a known offense as reported in the Florida UCR yielding physical evidence which was subsequently submitted to a laboratory for analysis. Despite the effort to present consistent and reliable data, the reader is cautioned against making any attempt to compare work load of laboratories based solely on reported "cases"-to-lab.



1/ Crimes of Laboratory interest occurring in the state less Dade County and Region IV Counties.

2/ Crimes of Laboratory interest occurring in Dade County only.

3/ Crimes of Laboratory interest occurring in Brevard, Lake, Orange, Osceola, Seminole, Putnam, Volusia, and Flagler Counties.

4/ Data are for CY-1971.

5/ Data are for FY-71 (October 1970 through September 1971). Criminalistics cases includes all chemical lab cases except marijuana and dangerous drugs.

6/ Data are for FY-71 (July 1970 through June 1971). Number of lab cases available in total only. Caseload distribution shown is based on data reflecting number of exhibits in drug, nondrug, and nonevidence categories.

7/ Data are for CY-1971. Actual caseload to FBI lab from Florida agencies not available. Figure shown is based on 6,192 examinations performed, an average of 1.6 examinations per evidence sample, and three evidence items per case.

a/ Refers to former criminal justice planning regions. See Rule 22E-1.02 for current regions for multi-county planning districts.

Figure 4 - Distribution of Type Cases-to-Lab from Florida Agencies (1971)

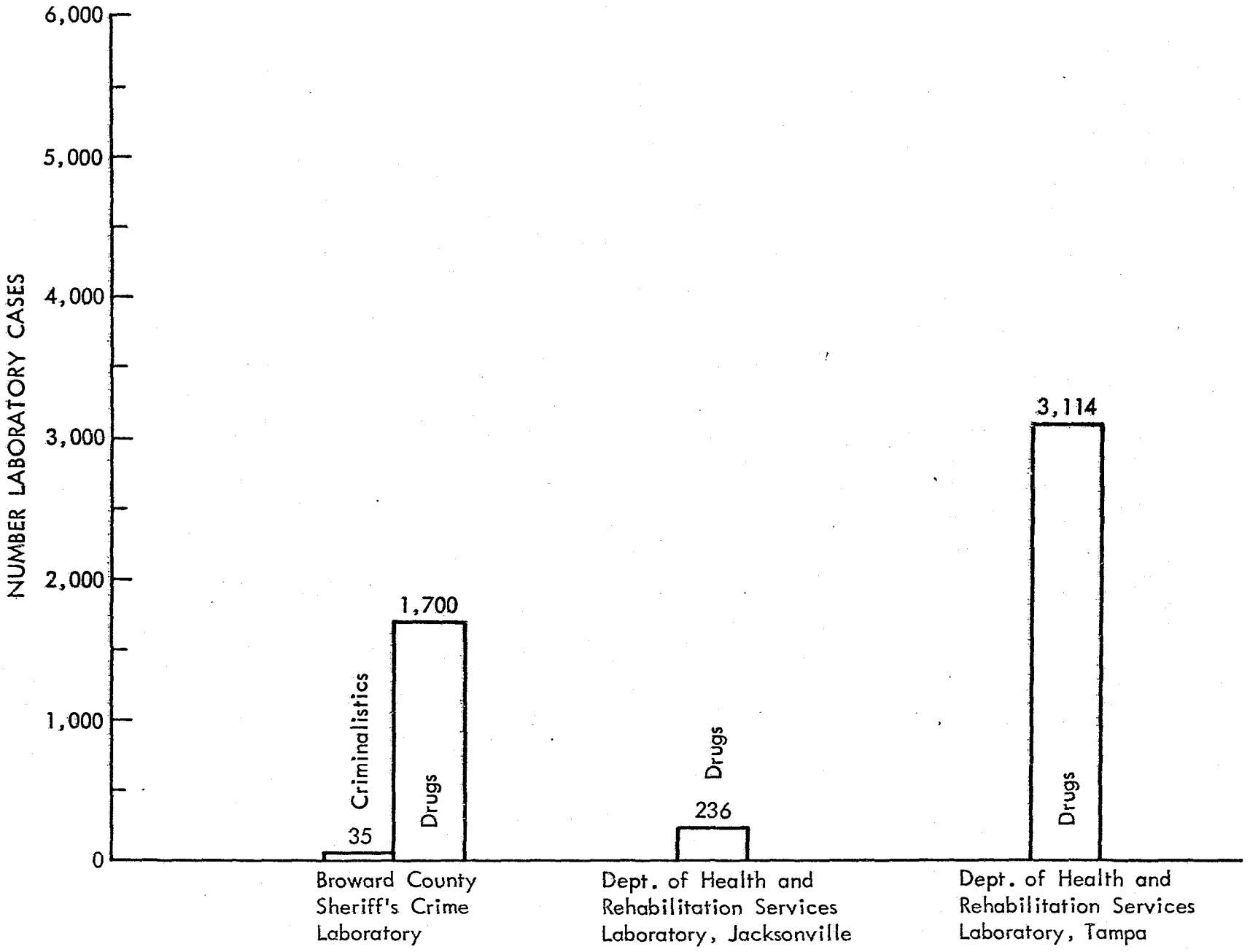


Figure 4 - Concluded

The data indicate dissimilar distributions of type cases in Florida's two full-service laboratories. The FDLE laboratory is involved in approximately an equal number of criminalistics and drug cases with documents comprising about 20 percent of their total case load. The Dade County laboratory, however, has over one and a half times as many drug cases as criminalistics cases. Documents cases account for only 3 percent of all cases submitted to the laboratory.

While it would be erroneous to compare work loads of these two laboratories based strictly on case load data, it is worthwhile to further examine the activity of each laboratory in light of the jurisdictional need served.

In 1971, Florida reported 284,396 index crimes. Of these, 143,327 offered the greatest potential for laboratory involvement.* For the same category of crimes, Dade County reported 33,697 or roughly 24 percent of the state total. Figure 5 shows the case load of the Dade County laboratory according to drug and remaining (nondrug) cases. The Dade County laboratory is performing over two-thirds of the state's nondrug cases, but less than one-fourth of the state's crimes of lab interest occur in Dade County. The above analysis clearly indicates that the laboratory submission rate for nondrug cases (index crimes of laboratory interest) from Dade County agencies is significantly higher than that for the remainder of the state (essentially the Tallahassee lab).

Drug cases to the crime laboratory present additional insight into laboratory involvement. In 1971, there were 15,109 reported arrests for narcotics violations in Florida. Of this number, 3,252 arrests or 22 percent came from Dade County. Dade County had slightly over 38 percent of all drug cases submitted to a laboratory for analysis. Assuming that the evidence potential from all narcotics or drug cases is roughly proportional to the number of arrests made throughout the state, Dade County law enforcement agencies also have a higher submission rate for drug cases-to-lab than those in the remainder of the state. Other drug analyses are performed by the FDLE laboratory, the Health and Rehabilitative Services Laboratories in Tampa and Jacksonville, and the smaller drug labs across the state. The lower drug submission rate evident for the remainder of Florida is undoubtedly a reflection of the attitudes of many of the rural sheriff's departments regarding collection, packaging, and preservation of physical evidence, the capabilities of the crime laboratory, and the availability of personnel to carry the evidence to the lab.

* These crimes include murder, rape, aggravated assault, and breaking and entering.

	Total Cases to Lab[a]		Drug Cases Only		Remaining Cases to Lab	
	Number	Percent State Total	Number	Percent State Total	Number	Percent State Total
Florida	16,653	100.0	12,195	100.0	4,458	100.0
Dade County	7,666	46.0	4,662	38.2	3,004	67.4
Remainder of State	8,987	54.0	7,533	61.8	1,454	32.6

a/ Excluding FBI cases.

Figure 5 - Dade County Laboratory Support

Other labs in the state: The remaining criminalistics activity shown in Figure 4 is primarily concerned with drug analyses. (An exception to this are the cases submitted to the FBI laboratory which are discussed below.) The laboratory at Sanford and the Broward County Sheriff's laboratory handle some nondrug cases; however, their major involvement is still in the area of drug and narcotic analyses. The case loads of the Department of Health and Rehabilitative Services Laboratories at Tampa and Jacksonville represent drug cases handled for law enforcement agencies only, and do not represent their entire drug work load.

Florida case submissions to the FBI laboratory: Florida ranks among the principal users of the services of the FBI laboratory with only Maryland, Virginia, and Washington, D.C., generating more examinations from cases submitted. Figure 6 displays these data for FY 1971 for all states.

The FBI annual report shows that 6,192 examinations were performed for Florida agencies during the year, or 1,290 cases, as shown in Figure 4.* These cases are largely documents, particularly bad checks.

Variables affecting utilization of the laboratory: The factors governing the sphere of influence which a laboratory exerts in a region are undoubtedly quite complex. The laws of the state, and the attitude of the courts and prosecutors toward the use of physical evidence or expert witness testimony in court, can have a significant effect on whether or not evidence is sent to the laboratory. Political boundaries, such as county lines, can serve as deterrents to sending physical evidence to a nearby laboratory. Jurisdictions outside the city are often served by the laboratory on a second priority basis, and sometimes not at all, when the lab work load is high. While crime laboratories are generally cooperative in providing services to other agencies, their first loyalty, of course, is to the jurisdiction which provides funding and support.

Further, the law enforcement department exercises great influence on the amount of physical evidence that is sent to a laboratory, regardless of the proximity or jurisdiction of the laboratory. Command emphasis on the collection of physical evidence plays an important role, as does the level of training of investigators in collection of physical evidence, equipment available, existence of crime scene search teams or evidence technicians, and the priority for allocation of resources.

The crime laboratory itself influences its own volume of work. If the laboratory is able to satisfy an investigator's requests for laboratory examinations, then that investigator and others will continue to make similar requests. Conversely, if requests for service are denied, response time is

* See Appendix A, Chapter III.

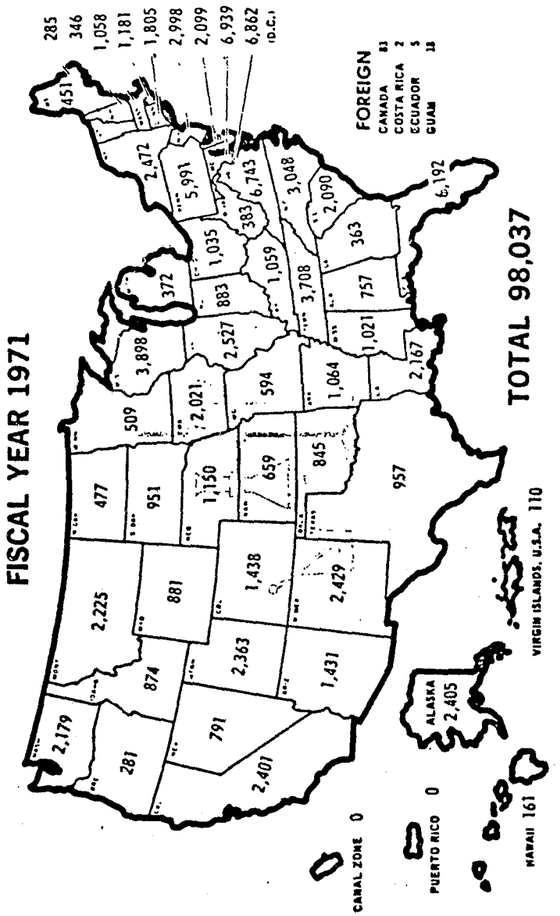


Figure 6 - FBI Laboratory Examinations Made for Nonfederal Law Enforcement Agencies

inordinately long, or consistently inconclusive results are provided, then the tendency will be to reduce the number of requests for service that the investigators make to the laboratory. Further, the personality of the laboratory director is significant in the degree of utilization of the laboratory.

Cases per officer analyses (CPO): The above discussion of factors influencing submission of cases-to-lab notwithstanding, two factors bearing on crime laboratory utilization emergy that can be quantified, and which are known to significantly influence the use of cirminalistics support. These measures are: (1) the density of sworn police officers, and (2) the distance of the laboratory from the respective police jurisdictions it is delegated to serve.

As was shown in Figure 5, there were a total of 16,653 cases-to-lab in Florida in 1971 (excluding cases to FBI). This figure combined with the 11,875 sworn officers* in the state determines that

. Cases Per Officer (CPO) Florida = $\frac{16,653 \text{ total cases-to-lab}}{11,875 \text{ sworn officers}} = 1.4$

meaning that

. On the average, 1.4 cases are submitted to a crime laboratory annually by a law enforcement official in Florida.

A closer look at Florida's CPO separates the contribution of Dade County and the remainder of the state:

	Cases-to-lab	Personnel	CPO
State	16,653	11,875	1.4
Dade County	7,666	2,704	2.8
Remainder of State	8,987	9,171	0.9

Thus, the law enforcement officers in Dade County are submitting cases to a crime laboratory at three times the rate of a typical police officer in the remainder of the state.

Cases-to-lab as a function of distance (decay analysis): Considering the crime laboratory as a technical support for the sworn police officer,

* Florida UCR, 1971.

the influence or availability of that support appears to vary as a function of the distance of the laboratory from the jurisdiction or police officer served. The relationship is not readily quantifiable since data are not available from which to develop a model to analyze all of the factors involved. There is sufficient evidence, however, to suggest that law enforcement officers, like consumers of any type of service, are more apt to request technical support from a nearby local crime laboratory, where they have frequent contact with the personnel, than they are to prepare physical evidence for submission to a distant lab whether or not that lab has a charter to serve their particular jurisdiction.

The relationship of decay in evidence submission as a function of distance assumes: (1) a relatively uniform awareness or confidence among police officers of the crime laboratory's usefulness, (2) command emphasis on the use of the laboratory, (3) responsiveness on the part of the lab to police requirements, and (4) similar judicial systems and applications of physical evidence findings in courts of law throughout the region. Given those conditions, the number of cases submitted by departments nearest the laboratory will predictably be higher than from those that are located in areas farther away or in less convenient locations.

CPO as a function of distance: The net effects of combining the CPO concept and the decay analysis is shown in Figure 7, "Evidence Submission Decay as a Function of Distance." The curve shown depicts cases per officer according to distance of submitting agency from the lab. The data upon which this figure is based represent the experience of the FDLE laboratory in the period 1967-1968. The sharp decline in CPO beyond the 50-mile range clearly shows the limited sphere of influence which even a state laboratory can exert beyond a range of 50 miles. (Note that the rate of submissions is shown and not a total case load which could be affected by a precipitous decline in population served in outlying areas.) No comparable figure is shown for the Dade County lab since it is chartered to serve Dade County only (which is well within the 50-mile radius). As will be demonstrated in Chapter III, the phenomenon shown in Figure 7 is important to note in planning optimum sites for regional laboratories in a state system.

Conclusions to Be Drawn from the Profile of Criminalistics

1. There is a need for a coordinated master plan to provide criminalistics services to the criminal justice agencies of the state of Florida.

2. Additional full-service crime laboratories are needed within the state if criminalistics support is to be readily available to all agencies.

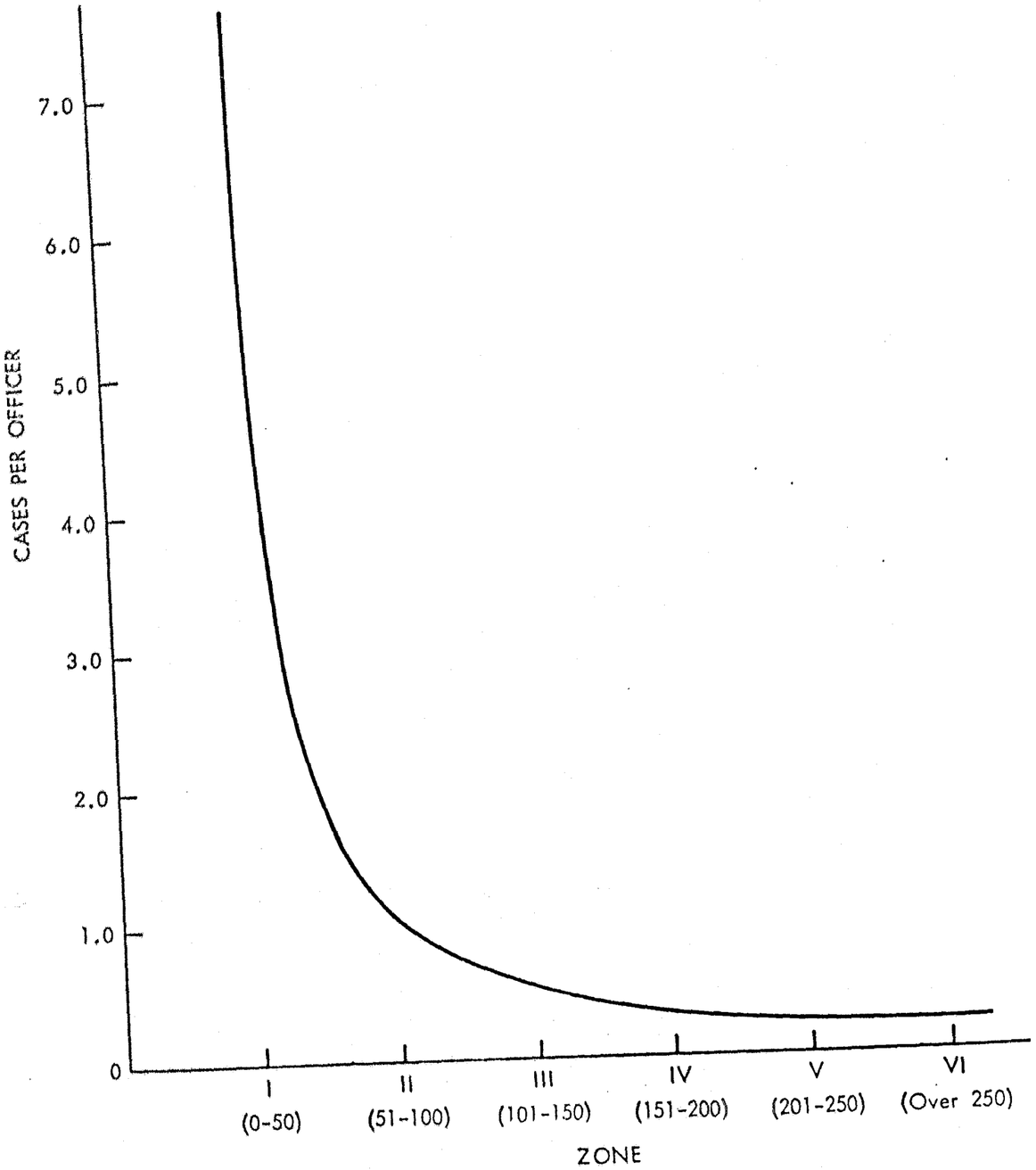


Figure 7 - Evidence Submission Decay as a Function of Distance

3. While additional crime laboratories are needed, it is unreasonable from an economic viewpoint alone to provide a crime laboratory in every county, or even within a 50-mile radius of every law enforcement agency.

4. The classical 50-mile service area concept should be modified to reflect the unique geographical configuration of Florida as well as to recognize existing placement of laboratories.

5. Measures designed to effect "induced proximity" to the laboratory will be required to realize the maximum potential involvement of each laboratory.

6. There is a general low-level of awareness of the capabilities of the crime laboratory on the part of law enforcement officers around the state.

7. No mechanism presently exists for external checks on laboratory quality control.

8. Little formal exchange of information on standard operating procedures, experimental programs, new technology applications, etc.; currently takes place among criminalistics laboratories operating in the state.

9. Insufficient and inadequate crime scene search capability is found throughout the state. Exceptions to this occur in Dade County and a few other major departments.

CHAPTER III

COST BENEFIT ANALYSIS OF THE CANDIDATE CRIMINALISTICS SYSTEMS IN FLORIDA

Development of Candidate Systems

This chapter of the master plan presents a summary of the cost benefit analysis methodology and discusses the major candidate systems considered in the 1972 criminalistics needs study.* Eight configurations of criminalistics systems were considered in the original study.

Elements of analysis. The attributes of population, crime, sworn officers, and drug activity are primary considerations in establishing the locational requirements for elements of a criminalistics system. An examination of the geographic distributions of the attributes indicate that all of these are highly correlated.* Thus, it became apparent that little difference would result if any of these attributes (or combinations of these) were chosen to depict "service level" or "coverage" of a candidate laboratory system.

Since the primary concern of this analysis is to recommend geographic locations of crime laboratories to provide maximum benefit to the State of Florida, attributes which have the greatest impact on crime laboratory work load are used in the analysis. The work load of the laboratory is generated by incidence of crime, and it is clear that the crime laboratory should be "where the crime is." However, not all crimes have a high potential for yielding physical evidence. Additionally, offense data are available for only the index crimes. The index crimes having the greatest potential evidence yield to the laboratory are murder, rape, aggravated assault, and breaking and entering. Data from the 1971 Florida UCR depicting the crimes of laboratory interest are graphically displayed in Figure 8. Nonindex crimes such as hit-and-run, arson, documents, etc., are not included, since data on number of actual offenses are not uniformly available throughout the state.

Over 70 percent of all cases submitted by law enforcement agencies to crime laboratories in Florida are drug and narcotics examinations and this element of the crime laboratory work load cannot be overlooked. In the absence of offense data on these violations, numbers of arrests or violations of dangerous drug and narcotics statutes are used in the analysis to yield comparative information concerning potential crime laboratory work loads from this source (see Figure 9).

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* See Appendix A, Chapter IV.

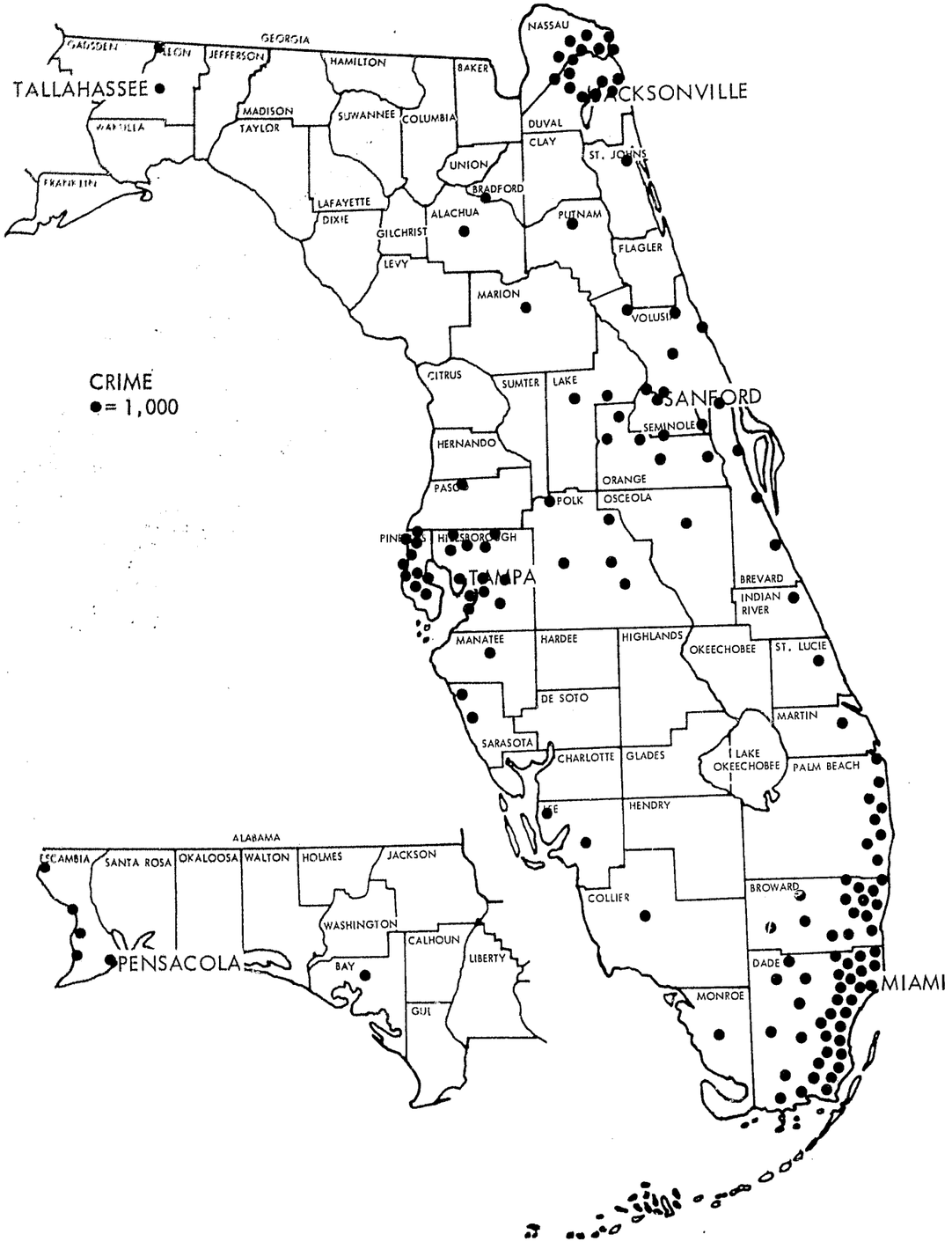

Figure 8 - Florida Crimes of Laboratory Interest Distribution by County - 1971 (Approximations Based on UCR Statistics)

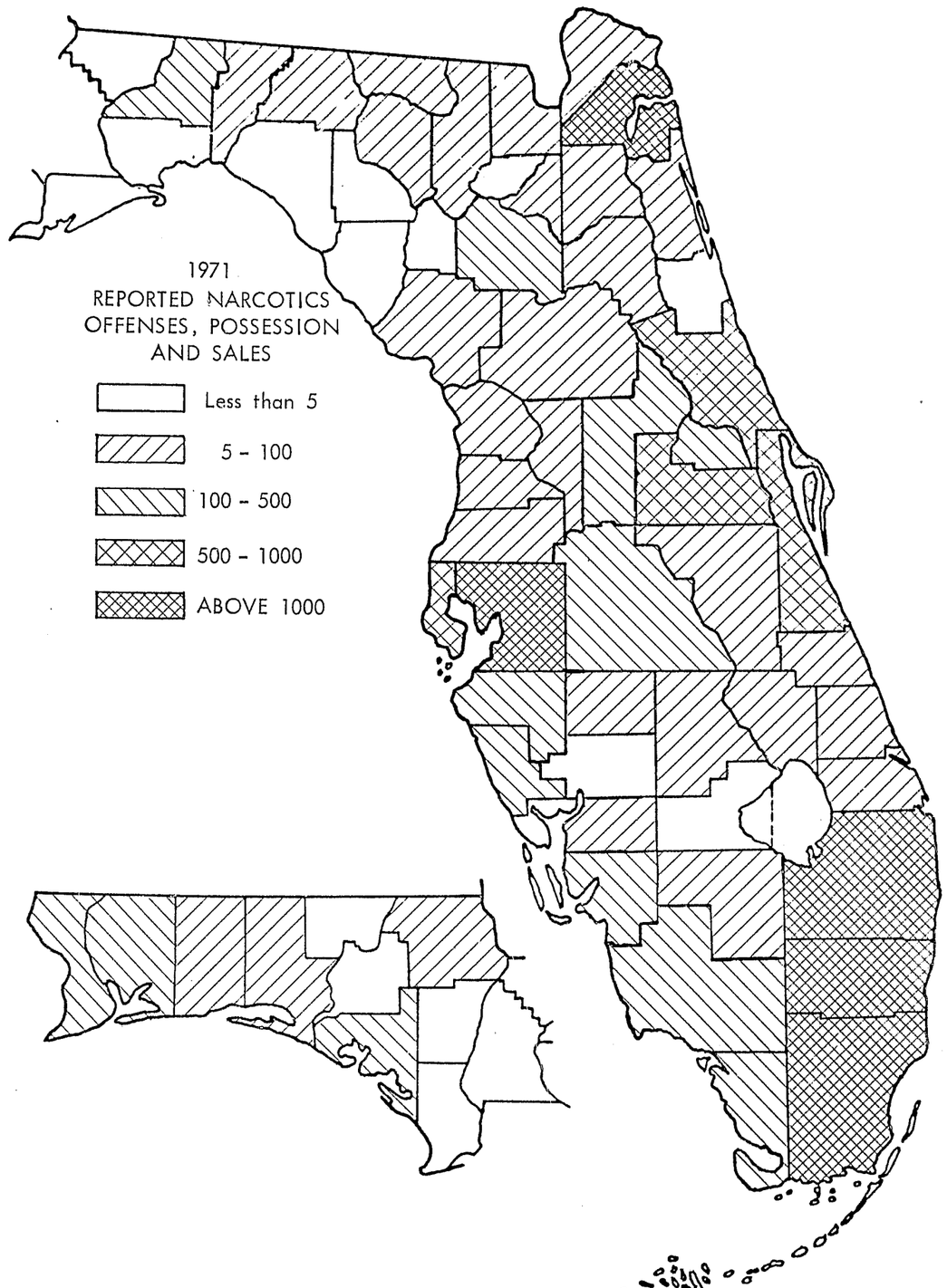

Figure 9 - Florida Narcotics and Drug Law Arrests Distribution by County - 1971 (Approximations Based on UCR Statistics)

In calculating the systems benefit measure of each candidate laboratory location, a crime of laboratory interest is given twice the weighted value of a drug or narcotics violation. While there is little question that the crime laboratory plays an important role in the establishment of the element of proof in drug and narcotics cases, the main thrust of the crime laboratory should be in support of the reduction of index crime. Additionally, changing social views with regard to the classification of certain drug violations suggest that crime laboratory work loads from this source may be significantly influenced by future legislation.

The number of sworn officers within the service area of a candidata laboratory is also an important part of the analysis, since this figure can be used to measure the cost per officer served for a given configuration of crime laboratories.

Two types of laboratories, on criminalistics support levels, are envisaged. At the highest level are the regional laboratories capable of rendering full criminalistics service to user agencies. At a lower echelon of service is the satellite lab, which is capable of handling drug and limited criminalistics cases. (The satellite laboratory is to be appended to a full-service regional laboratory.) The capabilities of each laboratory in terms of service categories and case load output are described in detail in Appendix A, Chapter V. Also included in the Appendix are equipment lists and personnel requirements.

The following section describes the evaluation parameters of candidate systems in terms of location, capability, costs and systems benefit measure. The attributes shown reflect approximations within a 50-mile radius of the location of the laboratory which is consistent with the decay analysis presented in Appendix A, Chapter III. The 50-mile service coverage, however, has been modified in this master plan to reflect whole county support allocation.

The following entries are found in Figure 10, and the series of tables accompanying the analysis in Appendix A, Chapter IV. All data shown are taken from the 1971 Florida UCR, unless otherwise indicated.

Population - Number of people living within a 50-mile radius of the laboratory. Populations (1971) are approximations taken from the Florida UCR representing an update of the figures published in the 1970 census.

Crimes - The approximate number of known offenses in the categories of murder, rape, aggravated assault, and breaking and entering reported in 1971. Totals include only offenses reported within 50 miles of the designated location.

	Population		Sworn Officers		Crime		Narcotics Arrests		Systems Benefit Measure[a]
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Regional Labs									
Miami	1,966,811	27.9	4,005	33.7	48,643	33.9	5,254	34.8	34.2
Tampa	1,475,642	20.9	2,109	17.8	28,221	19.7	2,483	16.4	18.6
Jacksonville	659,041	9.4	935	7.9	16,267	11.3	1,321	8.7	10.4
Total	4,101,494	58.2	7,049	59.4	93,131	64.9	9,058	60.0	63.2
Satellite Labs									
Sanford	727,590	10.3	1,171	9.9	14,837	10.4	1,602	10.6	3.5
Ft. Lauderdale	324,296[b]	4.6	902[b]	7.6	16,258[b]	11.3	3,244[c]	21.5	7.2
Pensacola	260,770	3.7	329	2.8	4,062	2.8	608	4.0	1.3
Total	1,312,656	18.6	2,402	20.2	35,157	24.5	5,454	36.1	12.0
Total System Cost - $1,200,000									
Cost Per Officer Served - $ 211									
Systems Benefit Measure[a] 75.2									

[a] Excludes attributes of Broward and Dade counties assigned to the regional lab at Miami, above.
[b] Excludes Dade County.

Figure 10 - Candidate Structure - Configuration V

	Population		Sworn Officers		Crime		Narcotics Arrests		Systems Benefit Measure[a]
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Regional Labs									
Miami	1,966,811	27.9	4,005	33.7	48,643	33.9	5,254	34.8	34.2
Tampa	1,475,642	20.9	2,113	17.8	28,221	19.7	2,483	16.4	18.6
Sanford	727,590	10.3	1,171	9.9	14,837	10.4	1,602	10.6	10.5
Total	4,170,043	59.1	7,285	61.4	91,701	64.0	9,339	61.8	63.3
Satellite Labs									
Ft. Lauderdale[a]	324,296[b]	4.6	902[b]	7.6	16,258[b]	11.3	3,244[c]	21.5	7.2
Jacksonville	659,041	9.4	935	7.9	16,267	11.3	1,321	8.7	2.9
Pensacola	260,770	3.7	329	2.8	9,062	2.8	608	4.0	1.3
Total	1,244,107	17.7	2,166	18.2	36,587	25.5	5,173	34.2	11.4
Total System Cost	- $1,200,000								
Cost Per Officer Served	- $ 213								
Systems Benefit Measure[a]	74.7								

a/ See following page for an explanation of systems benefit measure.
b/ Excludes attributes of Broward and Dade counties assigned to the regional lab at Miami.
c/ Excludes narcotics arrests in Dade County.

Figure 10 - (Concluded)

Sworn officers - The approximate number of sworn officers in city and county law enforcement agencies within 50 miles of the location shown. Numbers exclude sworn officers in state highway patrol and special agents in FDLE.

Narcotics arrests - Includes approximate number of arrests for violations of both drug possession and drug sale laws. This statistic is used in lieu of actual offense data which are unavailable.

Total system cost - Represents the total annual cost to sustain theoretical type laboratories in a given configuration. (Regional lab, $350,000; satellite laboratory, $50,000.) Includes salary and salary related costs and pro rata equipment costs. Does not include costs of acquiring a physical plant which vary according to acquisition means such as through new construction or renovation of an existing facility.

C.O.S. - Cost per officer served - Cost to provide criminalists support services based on the number of officers to be served. Calculated as C.O.S. (regional labs) plus C.O.S. (satellite labs).

System benefit measure - A reflection of the coverage or potential involvement which the system affords by virtue of the crime density and drug activity coming directly under the laboratory's sphere of influence. The full-service regional crime laboratory is assumed to have a higher involvement in true criminalistics cases as opposed to the satellite laboratories' major emphasis on drug cases. The benefit measure for the regional laboratories is therefore computed as the weighted average of the percent of crimes of laboratory interest and the percent of narcotics arrests falling within a 50-mile radius of the laboratory. (With crime involvement receiving twice the weight of narcotics arrests.) The satellite laboratories have a drug analysis and limited criminalistics capability, but no system benefit is given for the percent of crimes other than drugs occurring within the 50-mile sphere of influence. The SBM for satellite labs is computed as one-third the percent of drug arrests so as to weight the drug involvement of the satellite lab equally with drug involvement of the regional labs.

Candidate Structures

Utilizing the Systems Benefit Measure (SBM) concept described above, eight candidate systems were structured in the original study. Of this number, Configuration V and Configuration VI emerged as the potentially preferred systems. Both configurations, shown in Figure 10, are reproduced here, since they ultimately became the basis for the criminalistics master plan. Configuration V depicts full-service laboratories at Miami, Tampa, Jacksonville, and Tallahassee and satellite operations at Sanford, Ft. Lauderdale, and Pensacola. Attributes of this Configuration include: a total

system cost of $1,200,000; a $211 cost-per-officer served; and a systems benefit measure of 75.2. Configuration VI assigns full-service laboratories to Miami, Tampa, Sanford, and Tallahassee, and satellite laboratories to Ft. Lauderdale, Jacksonville, and Pensacola. The attributes of this candidate system are shown at the bottom of Figure 10 indicating: a total system cost of $1,200,000; a $213 cost per officer served; and SBM index of 74.7 (see Appendix A, Chapter IV, for the performance measures of the other systems).

These two configurations are nearly identical in terms of total system cost, cost-per-officer served, and the systems benefit measure. Neither configuration emerged as the preferred system particularly when recognition was given to the nature of the assumptions inherent in the methodology and to the precision of the data.

In the 1972 study (Appendix A) two constraints served to influence recommendations made at that time. One such constraint was implementation and operating costs of the proposed criminalistics system. While no absolute maximum figure was imposed the general concensus was that $1 million was a reasonable level of effort to support for criminalistics services. It may be noted that in both configurations described above that the total system cost exceeds this upper bound by 20 percent. While the total system cost of either configuration is significantly higher than the original support level envisaged it was felt that the funding requirements for either system were reasonable considering the respective systems benefit measures. Consideration was given, however, to the possibility of supporting both Sanford and Jacksonville as sites for regional labs. Attendent costs for such an expanded system,incorporating the planning factors assumed in the earlier analysis, would increase the $1,000,000 general cost guidelines by some 55 percent. The possibility of funding both locations as sites of full-service laboratory operations was subsequently dismissed.

A second point of consideration affecting the implementation plan was the existence of a crime laboratory facility at Sanford. As discussed in the earlier report (Appendix A) one of the primary factors influencing the success of a crime laboratory operation is the existence of a strong champion or advocate of criminalistics. Such a force has been present in the Sanford region where in a relatively short period of time a limited-service drug laboratory has made significant strides toward providing full-service criminalistics support to user agencies. While such general criminalistics support may have existed in the past at Jacksonville it had not been manifested to the point of providing criminalistics support beyond latent print identification to law enforcement personnel in the area.

Faced with funding level constraints and the realities of varying stages of criminalistics development, the phased implementation plan developed in the 1972 study provided for establishment of a regional, full-service laboratory at either Sanford or Jacksonville according to demonstrated need. Under the plan each facility was to receive funds sufficient to cover operating costs and to provide for limited expansion. Future funding levels, however, were to be contingent upon demonstrated build-up in examiner caseload. Details of that plan are presented in Appendix A, Chapter V.

Actions which have transpired since the conduct of the earlier study, however, suggest that an expansion of the original recommendation may be appropriate. Of primary significance is the guidance provided recently by the Ad Hoc Advisory Committee suggesting that the level of criminalistics support should be enhanced. Even though no precise funding level can be assured at this time the feeling was expressed that full-service crime laboratory operations should be supported at both the Sanford and Jacksonville sites. A second factor influencing the funding recommendation made in this master plan is the apparent heightened interest in providing criminalistics support in the Jacksonville area. Expression of long-term commitment toward establishment of a full-service laboratory at Jacksonville have been voiced by representatives of the Duval County Sheriff's Office and concerned civic leaders. If such coordinated effort and enthusiasm prevail the possibilities of an effective crime laboratory facility at Jacksonville are greatly enhanced.

Consideration of the above factors and influences has led to a modification of the originally recommended funding plan. Under the revised concept new or expanding full-service crime laboratories would be supported at designated sites dependent upon demonstrated build-up in examiner caseload which, of course, is a direct measure of the use of the laboratory by the supported agencies. Particularly affected by the funding criteria are the labs at Sanford, Tampa, and Jacksonville. Basically, the funding mechanism requires incremental build-up in examiner caseload prior to allocation of additional funds for expansion. At no point is funding withdrawn if caseload criteria are not met; rather, the laboratory remains at the same funding plateau until such time as the next level of examiner caseload is reached. Details of the funding mechanism are included in Chapter V of this master plan.

Additional Laboratory Site Alternatives

The original cost benefits analysis yielded a preferred mix of regional and satellite laboratory locations to serve the criminalistics needs of the state. While no attempt has been made in the presentation of this master plan to replicate the level of detail addressed in that analysis, comments by members of the ad hoc advisory group have prompted additional considerations.

One such point concerned the possibility of sustaining satellite laboratory operations at Key West and West Palm Beach as part of the Miami Regional Laboratory System. The unique geographical placement of Key West with respect to the remainder of the state would seem to offer some support for such a proposal. The existence of a county laboratory at West Palm Beach also suggests the additional consideration. Accordingly, the Systems Benefit Measure (SBM) for Key West is compared with those of the other two satellite laboratories in the system, West Palm Beach (Palm Beach County) and Ft. Lauderdale (Broward County). The basic data required for the comparison are shown below:

Laboratory	1971 Crimes of Laboratory Interest[a]	1971 Drug Sales and Possession Arrests	SBM[b]
Ft. Lauderdale (Broward County)	14,946	2,002	11.4[c]
West Palm Beach (Palm Beach County)	8,278	1,242	6.59
Key West (Monroe County)	561	45	0.36
Total State	143,327	15,109	

a/ Includes murder, rape, aggravated assault, and breaking and entering: See Appendix A, Chapter IV for discussion of rationale.

b/ Defined earlier on page 31.

c/ Includes all of Broward County as compared to the fractional allocation depicted in Appendix A. Therefore, a difference may be noted in corresponding SBM indices.

A comparison of the Key West SBM with that of Ft. Lauderdale and West Palm Beach clearly indicates that Key West cannot hope to support a satellite laboratory based on its potential caseload and that of the remainder of Monroe County. Accordingly, Monroe County, including Key West is to be served by the Miami laboratory in the recommended master plan (see Figure 15).

Another point addressed in the analysis explored the possible expansion of the crime laboratory system to include a satellite facility at Fort Pierce to serve Indian River, Okeechobee, St. Lucie and Martin counties. The selection of Fort Pierce as an analysis site is prompted by the existence of a laboratory at Indian River Community College. To examine the potential of this service area in relation to other candidate locations similar in service characteristics, the respective SBMs of Fort Pierce, Jacksonville, and Pensacola are compared below.

Laboratory	1971 Crimes of Laboratory Interest	1971 Drug Sales and Possession Arrests	SBM
Jacksonville (Serving Nassau, Duval, Baker, Union, Bradford, Clay, St. Johns, Columbia Alachua, Putnam Counties)	19,502	1,552	12.5
Pensacola (Serving Escambia, Santa Rosa, Okaloosa, and Walton Counties)	4,154	646	3.4
Fort Pierce (Serving Indian River, Okeechobee, St. Lucie, and Martin Counties)	2,493	279	1.8
Total State	143,327	15,109	

In comparing the potential criminalistics demand of the Indian River Service area with that of other sites, little support for state level funding of the Ft. Pierce site is evident, the existence of the local two-man operation notwithstanding. In comparing Fort Pierce with Pensacola (the lowest priority element in the recommended system, Appendix A) the Fort Pierce SBM is almost 50 percent lower, indicating a dubious cost benefits potential. Therefore, from a cost effectiveness point of view, the

criminalistics needs of the four-county area can best be served in combination with another crime laboratory service area. Accordingly, the master plan depicts the four-county area to be included in the service area of the regional laboratory at Sanford.

This additional analysis does, however, provide some rationale to support the inclusion of a satellite laboratory in West Palm Beach to meet the drug analysis needs of Palm Beach County. It should be noted, however, that while the SBM for the West Palm Beach calculated above is higher than that for Pensacola, the priority for West Palm Beach should be lower due to both the close proximity of West Palm Beach to Ft. Lauderdale, and also the geographical isolation of Pensacola.

Recommended Configuration for a Crime Laboratory System

The cost benefit analysis summarized above, including consideration of other laboratory locations suggested by the ad hoc advisory committee and modified to reflect whole county service area, results in the following recommended crime laboratory system:

Full-Service Laboratories	Satellite Laboratories
State Lab, Tallahassee	Pensacola
Regional Lab, Miami	Ft. Lauderdale West Palm Beach
Regional Lab, Tampa	
Regional Lab, Sanford	
Regional Lab, Jacksonville	

The designated service area for each of the laboratories is shown in Figure 11. This partitioning of the state is based upon the original 50-mile service radius concept modified to reflect whole county configurations, the geography of state, road networks, and the existence of crime laboratory operations at selected sites. The recommended service areas provide complete criminalistics service and drug support to all law enforcement officers in each county of the state while concentrating resources into areas of greatest need.

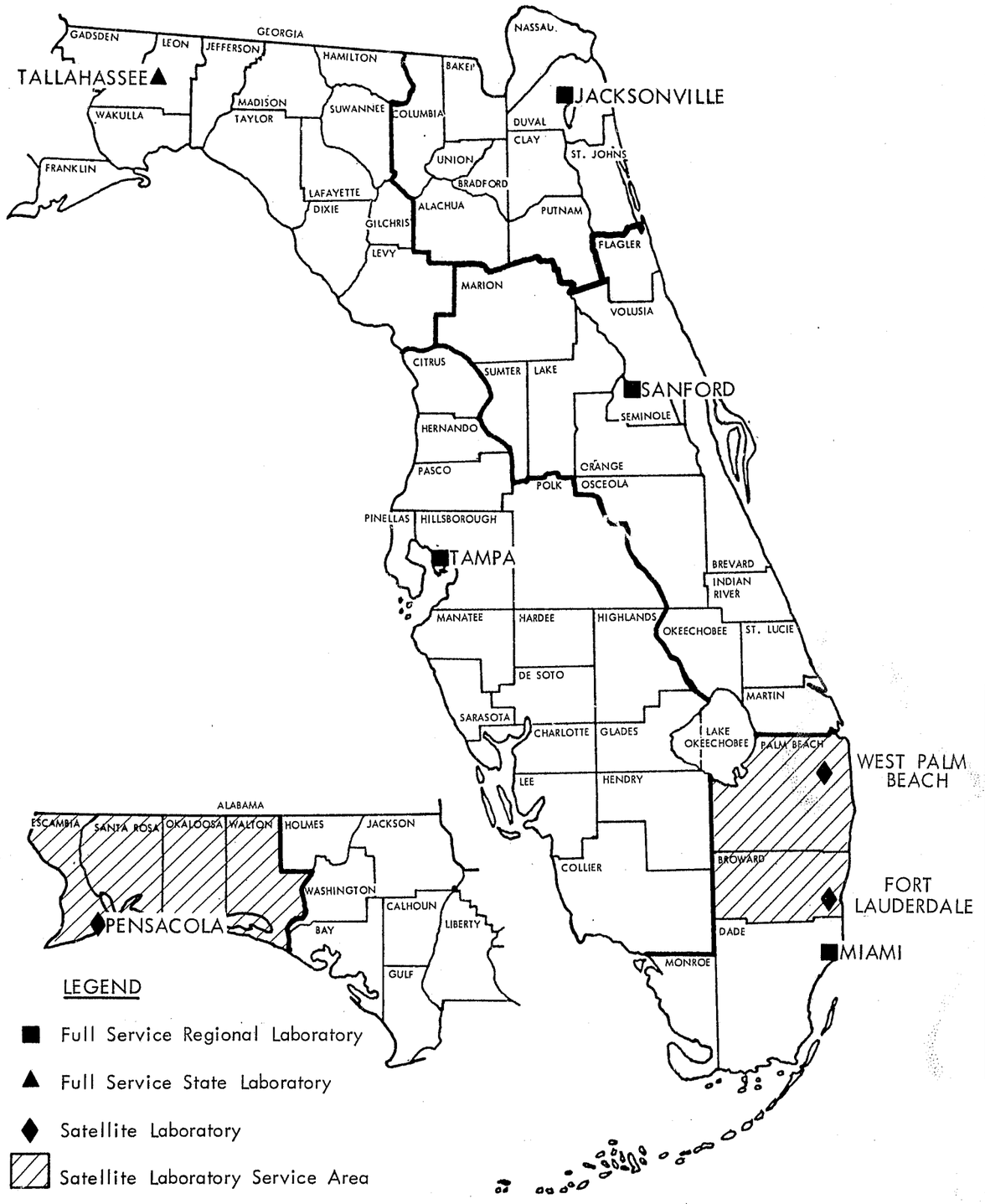

Figure 11 - Crime Laboratory Designated Service Areas

Although there are basically two types of laboratories in the recommended system, i.e., full-service laboratories and satellite operations, some difference exists within the charters of specific laboratories. As noted above, the full-service laboratories are assigned to Miami, Tampa, Sanford, Jacksonville, and Tallahassee. Of these, Tampa, Sanford, and Jacksonville are most alike in terms of criminalistics need, geographical coverage, and support provided. The Miami laboratory, although full-service, would serve Dade and Monroe counties for all laboratory needs, and Broward and Palm Beach counties for 60 percent of their nondrug laboratory needs. The high population density of Dade County compensates for its lack of extensive geographical coverage.

Tallahassee represents still a different type of full-service laboratory. While Tallahassee is assigned full support of designated counties for both criminalistics and drug needs and criminalistics support for other counties, it is also proposed to have the additional responsibility of integrating the standards in quality control testing as described in Appendix A. Despite its rather extensive geographical service area, the anticipated case load to this laboratory is slightly over 5 percent of the total expected in the state.

Just as variations exist between the operations of full-service laboratories, the satellite laboratories also differ and may be segregated into two types. The first, typified by the Ft. Lauderdale and West Palm Beach laboratories, are designed to serve a single county with a high population density and limited geographical coverage. The second type of satellite facility, represented by the laboratory at Pensacola, provides drug analysis support as well as limited criminalistics capability to several counties in a nearby area.

The crime laboratory service areas as depicted in Figure 11 are referenced throughout this master plan in succeeding chapters.

The next section of this chapter presents a method for allocation of funds for criminalistics services based upon the number of law enforcement officers in the designated counties and the service areas defined above. The allocation shares determined are then incorporated into the 5-year criminalistics master plan as detailed in Chapter V.

Criminalistics Allocation Support Levels

Consideration of Goal-Oriented Planning Factors

The criminalistics allocation support levels presented in this section are based upon projections of crime lab involvement in true criminalistics and drug cases. While all workload forecasts are somewhat tenuous, those relating to the involvement of the crime laboratory with reported offenses warrant especially careful attention.

The many factors, their complexity and interdependencies relating to case submissions have been discussed at length throughout this report and need not be repeated here. (See in this regard Chapter I Master Plan, and Appendix A, Chapter III.) Of significance at this point, however, is recognition that the planning factors used in developing the allocation bases represent reasonable estimates of crime laboratory service levels attainable during the 5-year planning horizon. Consideration is given to the present level of criminalistics development in each region, however, data on crime laboratory operations (as discussed in detail below) does not serve to establish criminalistics potential. Rather, broader influences such as alterations in the number and pattern of reported crimes, societal changes regarding interpretation of a criminal act and rights of individuals, and operational policies of potential user agencies will ultimately have the greater impact on crime laboratory involvement in the criminal justice system.

The basis for calculating the criminalistics funding share for each laboratory is the number of crimes of laboratory interest and volume of drug related activity occurring within the laboratory service area. In determining the funding share allocation it has been assumed that over the 5-year planning period there would be approximately a threefold increase in the rate of involvement of crime laboratories over the present statewide 3.6 percent rate. In actuality, some regions may exceed the 10 percent cases-to-lab rate while others may fall short of this submission rate. The significant point here is that the 10 percent submission rate should be viewed as a goal, theoretically obtainable in all planning regions. A similar goal-oriented planning figure is used with reference to involvement of the laboratory in drug analysis. Although the current rate of involvement (over 80 percent) is much higher than the corresponding figure for crimes of laboratory interest, it was assumed that the enhanced criminalistics system would exert a positive stimulus thus increasing the current drug involvement rate. Accordingly, a 90 percent submission rate is used for planning purposes in accessing the impact of drug cases on crime laboratory demand. Specific details of the funding implication of these planning factors are discussed below.

Satellite Laboratory Involvement in Criminalistics Cases

It is recognized that a satellite laboratory already in existence may have a reduced requirement for criminalistics case referrals to a full-service laboratory in comparison with a new satellite lab. Accordingly, an effort was made to determine both the number and pattern of criminalistics case referrals made by the Broward and Palm Beach county laboratories (the only two existing satellite laboratories in the recommended system, to the Dade County lab.

Difficulties arise, however, in attempting to make such a determination due largely to incompatible and, in some instances, conflicting data. Once again, the need for a uniform crime laboratory reporting system throughout the state emerges as a high priority item so as to facilitate meaningful comparisons of laboratory activities. Since it takes time, however, to develop such a system and to collect and evaluate data, other sources must be relied upon for the present to provide a reasonable allocation basis.

Data from the Palm Beach County crime laboratory indicates that approximately 248 criminalistics analyses will be performed in 1973. In terms of criminalistics case involvement, assuming three analyses are required per case, this laboratory will process 83 criminalistics cases during 1973. This level of criminalistics involvement represents about 1 percent of the index crimes of laboratory interest occurring in Palm Beach County. Likewise, the Broward County Sheriff's Crime Laboratory at Ft. Lauderdale reported 107 criminalistics cases in 1972 and 230 cases during the first 10 months of 1973. This latter figure when projected out to a full year indicates that the Broward County lab can expect to process 276 criminalistics cases in 1973 or slightly less than 2 percent of the index crimes of laboratory interest occurring in Broward County.

Despite the fact that the above figures reveal that both the Palm Beach and the Broward laboratories are operating well below the goal submission rates for criminalistics cases used in this plan, it should also be recognized that these already established satellite labs will likely more than double current criminalistics cases submission rates during the early part of the 5-year master plan.

Accordingly, the criminalists support level for both the Ft. Lauderdale and West Palm Beach laboratories has been increased to 40 percent in calculating the "fair share" allocation shown in Figure 12. This is four times the criminalistics support level planned for a new satellite laboratory. The allowance for increased caseload involvement should be adequate to permit operation and future expansion of these two satellite laboratories until such time as a uniform management reporting system can be implemented which would allow a more precise allocation basis. As recommended in this study, the Board of Laboratory Directors would ultimately make the necessary adjustments in the allocation to insure a funding distribution in consonance with demonstrated need and capability.

Impact on Local Agencies

In the event that a county is unable or unwilling to provide its "fair share" support to a crime laboratory then the criminalistics workload from that county should be assigned to the State Laboratory at Tallahassee. This laboratory, under their present charter, is obligated to provide criminalistics support to any agency in the state requesting service. As a matter of practicality, it is not anticipated that a significant case load would be generated for the Tallahassee lab in this manner. Any county defaulting in its funding obligation evidently does not place a high priority on criminalistics needs and likely has had little occasion to use a crime laboratory in the past. Under the guidelines set forth in this master plan the criminalistics share for the county in question would be assigned to the Tallahassee laboratory if funding were available from a central source such as LEAA, revenue sharing, etc.

In considering this funding adjustment the similarity with the present structure (i.e., a state laboratory delegated to serve the criminalistics needs of any county in the state should be noted. The procedure would, of course, suffer from many of the same disabilities (low lab utilization, feeling of remoteness of the lab, potential problems of scheduling expert witness testimony, etc.) as are currently experienced. Hopefully, the above guidelines deviating from the original allocation bases would need be only infrequently enforced.

In addressing the impact of the criminalistics allocation guidelines at the county level it should be mentioned that it is not the purpose of this master plan to anticipate the various options which the 67 counties in Florida might elect in fulfilling their funding obligation. However, many of the principles set forth in this state master plan (i.e., funding sources, allocation share bases, etc.) should be applicable at the local level as well.

Support Level Implications

Figure 12, "Criminalistics Allocation Support Levels by County," provides the basic data used in determining the fair share allocation to crime laboratories within the state. Additionally, the matrix illustrates the methodology used in the evaluation. The counties served by the given laboratory are those discussed above and shown in Figure 11. Column 1 depicts the number of sworn officers serving the designated counties in 1971. Included in this total are elements of the Florida Department of Law Enforcement and the Florida Highway Patrol, as well as municipal and county officers. The year 1971 is used as the reference point so as to be consistent with the earlier criminalistics study.

CRIMINALISTICS ALLOCATION SUPPORT LEVELS, BY COUNTY

Laboratory	Counties Served	(1) No. Sworn Officers Served	(2) Fraction State Sworn Officers Served	(3) Service Level, Percent Support Criminalistics	(3) Service Level, Percent Support Drugs	(4) Crimes of Laboratory Interest	(5) Narcotics Possession & Sales Arrests	(6) Anticipated Laboratory Demand[a] (Examiner Man-Hours) Criminalistics	(6) Drugs	(6) Total	(7) Fraction of Total State Laboratory Demand (Percent)	(8) Fraction Laboratory Support by County (Percent)
Miami Regional Laboratory	Dade	2,798	0.2114	100	100	33,697	3,252	16,848.5	1,463.4	18,311.9	23.436	70.992
	Broward	1,379	0.1042	60		14,946	2,002	4,483.8	0	4,483.8	5.738	17.382
	Palm Beach	890	0.0672	60		8,278	1,232	2,483.4	0	2,483.4	3.178	9.627
	Monroe	103	0.0077	100	100	852	199	426.0	89.55	515.55	0.660	1.999
	Total	5,170	0.3905			57,773	6,685	24,241.7	1,552.95	25,794.65	33.012	100.00
Ft. Lauderdale Satellite Laboratory	Broward	1,379	0.1042	40	100	14,946	2,002	2,989.2	900.9	3,890.1	4.979	100.00
West Palm Beach Satellite Laboratory	Palm Beach	890	0.0672	40	100	8,278	1,232	1,655.6	554.4	2,210.0	2.828	100.00
Sanford Regional Laboratory	Flagler	8	0.0006	100	100	103	2	51.5	0.9	52.4	0.067	0.406
	Volusia	332	0.0251	100	100	4,329	634	2,164.5	285.3	2,449.8	3.135	18.992
	Marion	138	0.0104	100	100	1,351	105	675.5	47.25	722.75	0.925	5.604
	Lake	168	0.0127	100	100	733	128	366.5	57.6	424.1	0.543	3.290
	Sumpter	21	0.0016	100	100	263	11	131.5	4.95	136.45	0.175	1.060
	Seminole	175	0.0132	100	100	1,567	258	783.5	116.1	899.6	1.151	6.973
	Orange	702	0.0530	100	100	7,842	577	3,921.0	259.65	4,180.65	5.350	32.410
	Osceola	65	0.0049	100	100	533	64	266.5	28.8	295.3	0.378	2.290
	Brevard	404	0.0305	100	100	4,222	567	2,111.0	255.15	2,366.15	3.028	18.343
	Indian River	88	0.0066	100	100	659	65	329.5	29.25	358.75	0.459	2.781
	Okeechobee	17	0.0013	100	100	173	29	86.5	13.05	99.55	0.127	0.769
	St. Lucie	123	0.0093	100	100	1,081	82	540.5	36.9	577.4	0.739	4.477
	Martin	113	0.0085	100	100	580	103	290.0	46.35	336.35	0.430	2.605
	Total	2,354	0.1777			23,436	2,625	11,718.0	1,181.25	12,899.25	16.507	100.00

a/ Assumes 10 percent crimes of laboratory interest and 90 percent of drug cases are submitted to lab.
b/ Assumes Miami does 60 percent of county's criminalistics cases. Remaining 40 percent criminalistics needs met by satellite lab.
c/ See corresponding entry under Miami Regional Laboratory.

Figure 12

Laboratory	Counties Served	(1) No. Sworn Officers Served	(2) Fraction State Sworn Officers Served	(3) Service Level, Percent Support Criminalistics	(3) Service Level, Percent Support Drugs	(4) Crimes of Laboratory Interest	(5) Narcotics Possession & Sales Arrests	(6) Anticipated Laboratory Demand[a] (Examiner Man-Hours) Criminalistics	(6) Drugs	(6) Total	(7) Fraction of Total State Laboratory Demand (Percent)	(8) Fraction Laboratory Support by County (Percent)
Jacksonville Regional Laboratory	Putnam	73	0.0055	100	100	621	85	310.5	38.25	348.75	0.446	3.335
	Nassau	30	0.0023	100	100	195	7	97.5	3.15	100.65	0.129	0.965
	Duval	857	0.0647	100	100	14,835	1,236	7,417.5	556.2	7,973.7	10.205	76.305
	Baker	10	0.0008	100	100	56	10	28.0	4.5	32.5	0.042	0.314
	Union	6	0.0005	100	100	28	0	14.0	0	14.0	0.018	0.135
	Bradford	34	0.0026	100	100	228	7	114.0	3.15	117.15	0.150	1.122
	Clay	39	0.0029	100	100	358	39	179.0	17.55	196.55	0.252	1.884
	St. Johns	86	0.0065	100	100	567	22	283.5	9.9	293.4	0.375	2.804
	Alachua	253	0.0191	100	100	2,368	129	1,184.0	58.1	1,242.1	1.590	11.889
	Columbia	51	0.0039	100	100	246	17	123.0	7.7	130.7	0.167	1.249
	Total	1,439	0.1088			19,502	1,552	9,751.0	698.5	10,449.5	13.374	100.00
Tampa Regional Laboratory	Citrus	23	0.0017	100	100	270	17	135.0	7.65	142.65	0.183	0.774
	Hernando	53	0.0040	100	100	390	26	195.0	11.7	206.7	0.265	1.121
	Pasco	100	0.0076	100	100	908	86	454.0	38.7	492.7	0.631	2.670
	Pinellas	896	0.0677	100	100	9,809	636	4,904.5	286.2	5,190.2	6.642	28.100
	Hillsborough	818	0.618	100	100	11,269	1,234	5,634.5	555.3	6,189.8	7.922	33.515
	Polk	378	0.0286	100	100	4,585	332	2,292.5	149.4	2,441.9	3.125	13.221
	Manatee	147	0.0111	100	100	1,260	169	630.0	76.05	706.05	0.904	3.824
	Hardee	23	0.0017	100	100	144	10	72.0	4.5	76.5	0.098	0.415
	Highlands	54	0.0041	100	100	204	40	102.0	18.0	120.0	0.154	0.652
	Sarasota	227	0.0171	100	100	2,144	220	1,072.0	99.0	1,171.0	1.499	6.342
	De Soto	41	0.0031	100	100	143	1	71.5	0.45	71.95	0.092	0.389
	Charlotte	67	0.0051	100	100	247	8	123.5	3.6	127.1	0.163	0.690
	Glades	6	0.0004	100	100	43	0	21.5	0	21.5	0.028	0.118
	Lee	189	0.0143	100	100	1,812	189	906.0	85.05	991.05	1.268	5.364
	Hendry	30	0.0023	100	100	128	11	64.0	4.95	68.95	0.088	0.372
	Collier	111	0.0084	100	100	798	115	399.0	51.75	450.75	0.577	2.441
	Total	3,163	0.2390			34,154	3,094	17,077.0	1,392.3	18,469.3	23.637	100.00

Figure 12 - (Continued)

Laboratory	Counties Served	(1) No. Sworn Officers Served	(2) Fraction State Sworn Officers Served	(3) Service Level, Percent Support: Criminalistics	(3) Service Level, Percent Support: Drugs	(4) Crimes of Laboratory Interest	(5) Narcotics Possession & Sales Arrests	(6) Anticipated Laboratory Demand[a/] (Examiner Man-Hours): Criminalistics	(6) Anticipated Laboratory Demand[a/] (Examiner Man-Hours): Drugs	(6) Anticipated Laboratory Demand[a/] (Examiner Man-Hours): Total	(7) Fraction of Total State Laboratory Demand (Percent)	(8) Fraction Laboratory Support by County (Percent)
Tallahassee State Laboratory	Holmes	12	0.0009	100	100	29	3	14.5	1.4	15.9	0.020	0.398
	Jackson	64	0.0048	100	100	201	9	100.5	4.1	104.6	0.134	2.667
	Wasnington	8	0.0006	100	100	66	2	33.0	0.9	33.9	0.043	0.856
	Bay	134	0.0101	100	100	857	164	428.5	73.8	502.3	0.643	12.999
	Calhoun	9	0.0007	100	100	24	2	12.0	0.9	12.9	0.017	0.338
	Liberty	5	0.0004	100	100	7	0	3.5	0	3.5	0.004	0.080
	Gulf	14	0.0011	100	100	48	4	24.0	1.8	25.8	0.033	0.657
	Gadsden	47	0.0036	100	100	214	4	107.0	1.8	108.8	0.139	2.767
	Leon	226	0.0171	100	100	1,381	215	690.5	96.8	787.3	1.008	20.064
	Wakulla	15	0.0011	100	100	22	3	11.0	1.4	12.4	0.016	0.318
	Franklin	15	0.0011	100	100	89	3	44.5	1.4	45.9	0.059	1.174
	Jefferson	9	0.0007	100	100	70	6	35.0	2.7	37.7	0.048	0.955
	Madison	26	0.0020	100	100	72	18	36.0	8.1	44.1	0.056	1.115
	Taylor	32	0.0024	100	100	91	1	45.5	0.5	46.0	0.059	1.174
	Escambia	268	0.0202	90[d/]		3,713	400	1,670.85	0	1,670.85	2.138	42.556
	Santa Rosa	30	0.0023	90[d/]		176	155	79.2	0	79.20	0.101	2.010
	Okaloosa	104	0.0079	90[d/]		173	53	77.85	0	77.85	0.100	1.990
	Walton	13	0.0010	90[d/]		92	38	41.40	0	41.40	0.053	1.055
	Hamilton	13	0.0010	100	100	73	10	36.5	4.5	41.0	0.052	1.035
	Suwannee	22	0.0017	100	100	159	15	79.5	6.8	86.3	0.110	2.189
	Lafayette	2	0.0002	100	100	20	3	10.0	1.4	11.4	0.015	0.299
	Dixie	7	0.0005	100	100	52	2	26.0	0.9	26.9	0.034	0.677
	Gilchrist	6	0.0005	100	100	44	0	22.0	0	22.0	0.028	0.557
	Levy	31	0.0023	100	100	141	39	70.5	17.6	88.1	0.113	2.249
	Total	1,112	0.0842			7,814	1,149	3,699.3	226.25	3,925.55	5.024	100.00
Pensacola Satellite Laboratory	Escambia	268	0.0202	10[e/]	100	3,713	400	185.65	180.0	365.65	0.468	73.354
	Santa Rosa	30	0.0023	10[e/]	100	176	155	8.8	69.75	78.55	0.101	15.831
	Okaloosa	104	0.0079	10[e/]	100	173	53	8.65	23.85	32.5	0.042	6.583
	Walton	13	0.0010	10[e/]	100	92	38	4.6	17.1	21.7	0.028	4.389
	Total	415	0.0314			4,154	646	207.7	290.7	498.4	0.638	100.00
TOTAL STATE		13,238				142,679	15,105	71,339.5	6,797.25	78,136.75	100.00	

d/ Assume 90 percent of criminalistics caseload for these four counties is handled by Tallahassee. Residual of criminalistics cases is assigned to Pensacola Satellite Lab.

e/ Represents 10 percent of the county's criminalistics caseload.

Figure 12 - (Concluded)

The fraction of total officers in the state in each of the designated counties is shown in Column 2. For example, Dade County has 21.1 percent of all sworn officers in the state, whereas Broward County has 10.4 percent.

Column 3, Figure 12, indicates the service level to be provided to the respective counties from the laboratory which serves that county. These services are expressed in broad categories of criminalistics and drugs. The entry indicates the percent of crime laboratory services needs that are to be provided to the county. A blank in the corresponding column indicates that that service is not to be provided to the county by the laboratory in question.

Column 4 indicates the number of crimes of laboratory interest reported within each county during the year 1971. The crimes of laboratory interest concept is discussed in Chapter IV, Appendix A.

The number of arrests for possession or sale of dangerous drugs or narcotics in 1971 by county is shown in Column 5. The entry for each county provides an indication of the relative need for drug analysis support.

Column 6 projects the anticipated laboratory demand expressed in examiner man-hours. Three categories of demand are shown, criminalistics, drugs, and total demand. The method of calculation of these figures requires some explanation.

Appendix A, Chapter III, shows that 5,140 criminalistics cases were submitted to crime laboratories (including the FBI laboratory) for analysis in 1971. The state total of crimes of laboratory interest for that same period is 143,327. These figures show that approximately 3.6 percent of the crimes of potential laboratory interest occurring within the state actually reached a crime laboratory. The situation for drug arrests is much different, however, in regard to the involvement of the crime laboratory. Assuming that a drug arrest constitutes a drug case, the data for 1971 indicate that 12,195 drug cases were submitted to a laboratory out of a total of 15,109 arrests made in the state. These figures show that over 80 percent of all drug violations involve the crime laboratory in some point in the investigative or adjudicative process.

Clearly, there is a potential for increasing the involvement of the laboratory in reported crime. Further, the recommendations made in this report are likely to increase the rate of case submission to crime laboratories. Therefore, it is reasonable to assume that the rate of submission for criminalistics cases should approach the 10 percent level, and that drug cases to the laboratory should increase to 90 percent. These assumptions have been used in determining the anticipated laboratory demand shown in Column 6. To convert these cases to examiner man-hours, the assumption is made that a criminalistics case requires 5 hours of an examiners time, and that a drug case examination can be conducted in 30 minutes. While it is recognized that many cases will require considerably longer than the assumed values, others will require somewhat less. In any event, the order of magnitude of these assumptions is valid, based on observations of several laboratories, and the same assumption is applied to each county or laboratory so that the basis for comparison remains true. In addition to showing the anticipated laboratory examiner man-hour demand generated by each county, the demand for the counties served are summed and shown as a total for each of the recommended laboratories.

Column 7 shows the percent of the total requirement for criminalistics for the State of Florida which can be anticipated to be generated by each county. Again, these figures are summed for each laboratory to reflect the percent of the total crime laboratory demand for the state that the given laboratory will serve. These figures then become the basis for the allocation of available criminalistics support funds to the crime laboratories of the criminalistics system.

Column 8 shows the fraction that each county contributes to the planned workload of the laboratory which serves that county. The figures are shown as percent of the total, and the "Total" row for each laboratory always equals 100 percent. The purpose of this column is to provide a basis for fair share support requirements for laboratory operations in the event that LEAA or state funds are insufficient to meet operating budgets. For example, if the budgetary requirements for operating the Miami Laboratory exceeded the available funds from state and other sources by $100,000, Dade County would be expected to contribute 71.0 percent, or $71,000; Broward County, 17.4 percent, or $17,400; Palm Beach County, $9,600 and Monroe County, $2,000. It should be noted, however, that Broward County would also be responsible for providing any budgetary deficits for the Ft. Lauderdale satellite laboratory, which serves only that county. Broward County's contribution to the Miami laboratory is based on the fact that 60 percent of the criminalistics requirements of the county are planned to be served by the Miami laboratory and that the Ft. Lauderdale laboratory meets 40 percent of the criminalistics needs, and all of the drug needs of Broward County. Of course, as the Ft. Lauderdale satellite laboratory

expands its own capabilities, a redistribution of funding support from both state and local sources would be required accordingly. The adjustment, however, would be between the two laboratories involved, as determined by the state Board of Laboratory Directors.

A summary showing criminalistics allocation support levels by laboratory is presented in Figure 13.

Implications of the Criminalistics Funding Plan

The criminalistics support levels indicated in Figure 12 provide an equitable allocation of available funds to meet the criminalistics needs of each county based upon the number of sworn officers to be served. As described above, the funding plan considers both the criminalistics cases and drug cases anticipated for the county in question. Furthermore, satellite laboratory operations serve a proportion of the criminalistics needs of their immediate service area with the bulk of that need being met by the full-service laboratory assigned to that region.

Under this funding plan, the greatest criminalistics support share goes to the Miami laboratory. The 33 percent of available funding indicated for that laboratory supports criminalistics service to Dade, Broward, Palm Beach and Monroe counties. (Criminalistics support for Broward and Palm Beach counties is at the 60 percent level, however.) The satellite laboratories at Ft. Lauderdale and West Palm Beach are supported entirely by the drug need and 40 percent of the criminalistics need of Broward and Palm Beach counties, respectively.

The Sanford Regional Laboratory receives almost one-sixth of the total state criminalistics support. This funding arises from full-service criminalistics and drug support to 13 counties. This relatively high support level reflects a high criminalistics potential in Orange, Brevard, and Volusia counties.

Laboratory	Anticipated Lab Examiner Man-Hours	Percent of State Criminalistics Allocation
Miami	25,795	33.0
Ft. Lauderdale	3,890	5.0
West Palm Beach	2,210	2.8
Total	31,895	40.8
Sanford	12,899	16.5
Jacksonville	10,450	13.4
Tampa	18,469	23.6
Tallahassee	3,926	5.0
Pensacola	498	0.6
Total	4,424	5.6

Figure 13 - Recommended Allocation of Criminalistics Laboratory Support

The second highest criminalistics support share is given to a regional laboratory to be located at Tampa. While no laboratory currently exists in this region, the criminalistics potential is such that a high priority is to be given the establishment of a regional criminalistics laboratory. Under the recommended plan, the Tampa regional laboratory would serve 16 counties for both criminalistics and drug support. The principal contributors to the criminalistics potential for this region are Pinellas, Hillsborough, and Polk counties.

The Tallahassee laboratory provides criminalistics support to a greater number of counties in the state than does any other crime laboratory operation. The relative low incidence of reported crimes in the region, however, does not indicate a large criminalistics support share. Criminalistics service to 24 counties in the region and drug support to law enforcement officials in all but four of these, yield a support share of slightly over 5 percent of the total state requirement. Criminalistics needs arise primarily from service to Leon County which has a high concentration of state officers and from Escambia County. Additional detail concerning the role prescribed for the Tallahassee State Laboratory in this master plan is discussed later.

Because of their limited service, both in terms of scope and geographical coverage, satellite laboratories are funded at a lower level than are full-service laboratories. The Ft. Lauderdale satellite laboratory receives 5.0 percent of the total criminalistics obligation, and the West Palm Beach satellite laboratory receives 2.8 percent of the available funds for criminalistics services. In terms of geographical coverage, funds allocated to the Ft. Lauderdale and the West Palm Beach laboratories reflect service to a single county only.

The smallest share of available funds for criminalistics support is provided the Pensacola satellite laboratory. Its drug and limited criminalistics support to four counties indicate that less than 1 percent of all available support is to be provided this satellite operation. The potentially greatest demand on this laboratory would come from Escambia County, with Okaloosa commanding the second highest utilization. Both of these latter two counties, however, represent an extremely small demand in terms of total state need. Funding for the Pensacola satellite laboratory is recommended, however, in the master plan at the level indicated in Figure 12.

Organizational Considerations

The 1972 criminalistics needs study (see Appendix A) recommended expansion of criminalistics capabilities within the state, and that the resultant system be under the direction and control of the Florida Department of Law Enforcement. This organizational concept was viewed to have several advantages over other possible structures. Among these were: adequacy of funding for all laboratories; flexibility in assignment of staff and equipment resources where needed; coordinated effort to raise both standards of criminalistics services and the degree of involvement of the crime laboratory in the reduction of crime; uniformity of training, services provided, evidence submission requirements, court testimony practices, etc.; quality control of laboratory examinations and results; and the concentration of resources to perform research in criminalistics techniques.

The ad hoc advisory committee to this study, however, felt that it would be very difficult for local agencies of government to relinquish control of existing laboratory facilities, and that the concept of centralized state control of an important element of the criminal justice system would be viewed with alarm by a significant number of those persons concerned with the criminal justice system. The membership of the committee did support local ownership and control of individual laboratories, and also endorsed the concept of a system of quality control of the services provided. It was the suggestion of the committee that a board of crime laboratory directors (or their representatives) be created to be placed under the Police Standards Board, Department of Community Affairs, to establish, maintain and test criminalistics standards throughout the State of Florida. It is our conclusion that the state crime laboratory at Tallahassee, in addition to its full-service operational crime laboratory function, be the laboratory resource available to this board. Several factors support this conclusion: The Tallahassee laboratory is an element of a state agency (the Florida Department of Law Enforcement), the proximity of the Tallahassee laboratory to the Police Standards Board, the quality control function is compatible with the criminalistics research function recommended for this laboratory, and the Tallahassee laboratory has a lighter anticipated case load than other full-service labs in the state.

CHAPTER IV

CRIMINALISTICS PROGRAM AREAS

General

The previous chapters of this report have developed recommended locations of crime laboratory facilities to serve the needs of the State of Florida, and further, developed a quantitative basis on which to allocate available funding to the support of these laboratory facilities. Projections have been made as to the anticipated work load of each laboratory in the system, on the assumption that the new crime laboratory system will indeed better serve the needs of the criminal justice community, and that this improved availability of services will in turn cause significant increases in the numbers of cases which are submitted to laboratories for scientific examination.

As has been pointed out earlier (see Appendix A, Chapter III), the mere establishment of a crime laboratory facility does not in itself insure that the laboratory will make contributions to criminal justice. The crime laboratory is but one element of a crime laboratory system, and if the system is to function effectively, other important components must also be established or improved or an ineffective imbalance will result. In addition to laboratory equipment and staff, the efficient search of the scenes of crime, the secure and rapid movement of physical evidence to the laboratory, and the provision of timely results of examination which are useful to the investigative or adjudicative process, are also important considerations.

Accordingly, we have structured five program areas within the criminalistics master plan. These are: (1) purchase of crime laboratory equipment, (2) support of crime laboratory professional staff, (3) purchase of crime scene search equipment, (4) collection of physical evidence, and (5) criminalistics improvement. Each of these program areas is discussed in some detail below.

Crime Laboratory Equipment

This program area is intended to provide for the acquisition of scientific instrumentation and other laboratory equipment needed for the examination of physical evidence. Specific grant requests or projects under this program area would be appropriate for the operational crime laboratories

recommended in this master plan for each type laboratory, using the detailed equipment lists contained in Appendix A as a guideline.* Also included within this program area are maintenance and expendable supplies requirements for crime laboratories which are part of the system recommended by this master plan.

Support of Crime Laboratory Staff

This program area provides for professional salaries and fringe benefits for crime laboratory professional staff of the laboratories of the recommended criminalistics system. Included in this program area would be salaries of laboratory examiners performing drug analyses in laboratories of the Health and Rehabilitative Services at Tampa and Jacksonville, particularly while those laboratories are in the early stages of implementation. It should be noted that in the "fair share" allocation of funds to a given laboratory, the basis of this allocation is projected demand from the area to be served, so that staff support funds for examiners performing criminalistics services but working in other laboratories, such as HRS Laboratory in Tampa, would come out of "fair share" allocation of funding for the Tampa region. A separate program area is provided for staff support so as to provide flexibility in funding policy such as a cut-over from state to local share support. Laboratory staff, job descriptions and phased build-up of laboratory staff by category for each type laboratory are contained in Appendix A, Chapter V.

Purchase of Crime Scene Search Equipment

This program area is considered as being separate from purchase of crime laboratory equipment, since in many cases the recipients of the equipment will be individual law enforcement departments who desire to improve their crime scene search capability. It is also possible that some crime laboratories will also want to include crime scene search as an available service. While training of crime scene search specialists is not a program area of this master plan, the importance of this training cannot be ignored, and it is visualized that projects providing crime scene search equipment should be closely coordinated with crime scene search training such that the equipment is provided only to those departments with qualified

* It is not the intent of the authors of this document to restrict individual laboratory directors in the selection of laboratory equipment as to specific make or model, nor to ignore the possibility of price changes over the 5-year planning period. It is our view that individual preferences are important considerations in the performance of effective laboratory examinations.

personnel. A suggested crime scene search training program and a list of suggested equipment for crime scene search are included in Appendix A.

Collection of Physical Evidence

This program area provides for those measures which are implemented to aid in the movement of physical evidence from the crime scene to the laboratory, particularly as an aid to those departments which are not in close proximity to a laboratory. One such program could be the Secure Evidence Transit System (SETS) recommended by the 1972 criminalistics study (see Appendix A, page 28). As part of this master plan, a recommended allocation of SETS vehicles and personnel is included. It is visualized that the Secure Evidence Transit System serving each laboratory would be under the control of the appropriate crime laboratory director.

Criminalistics Improvement

This program area includes those measures which are intended to measure and evaluate the quality of the services provided by crime laboratories within the state. It would include projects for crime laboratory evaluation, including the impact of the laboratory on law enforcement; quality control measures, such as the preparation of referee specimens for analysis by the various laboratories of the system. Also included under this program area would be expenses attendant with meetings and other efforts of the Board of Criminalists recomended in this plan. Other possible projects for this program area would include liaison with training and education programs relating to criminalistics, and other crime laboratory management functions. (See Appendix A, Chapter VI.)

Program Areas Not Recommended for Funding

The following types of programs are specifically not recommended for funding as part of this master plan:

Construction of buildings to house laboratories;

Laboratory equipment for training and education, including concepts for operational crime laboratories as part of a T&E program (see Appendix A, page 73);

Mobile crime laboratories (see Appendix A, page 30);

Evidence processing centers. (Satellite laboratories and Secure Evidence Transit Systems perform this function.)

Recommended Funding Levels for Criminalistics Program Areas

Crime Laboratory Equipment and Support of Crime Laboratory Staff

The recommended funding levels for the 5-year period of this master plan for the two criminalistics program areas which support crime laboratory operations, i.e., purchase of crime laboratory equipment and support of crime laboratory staff, are shown in Chapter V. The basis of allocation for "fair share" funding for these laboratories was discussed in Chapter III.

Purchase of Crime Scene Search Equipment

If the crime laboratory system is to function at the anticipated levels, significant effort must be expended to improve crime scene search capabilities throughout the state and to make law enforcement officers aware of the value of physical evidence. Proper equipment with which to search the crime scene can make a valuable contribution to this end, however, this equipment can best be used by individuals who have had formal training in the crime scene search process. Therefore, the funding of crime scene search equipment should be closely coordinated with training of personnel from departments or laboratories making such requests for assistance. Since the search of the crime scene is the initial and perhaps the most important link in a criminalistics system, funding of this program area should have sufficient flexibility to meet the interests and needs of individual law enforcement departments. For planning purposes, however, an initial allocation of one crime scene search equipment kit per thousand officers within the area served by a regional laboratory can be used. On this basis, law enforcement departments served by the Miami Regional lab would receive eight kits, those served by the Sanford laboratory, three kits, those served by the Tampa laboratory, four kits, those served by Jacksonville Regional Laboratory would receive two kits, and those served by the Tallahassee State Lab, two kits. The recommended funding level is $20,000 per year, and that same level of funding is recommended for subsequent years of the master plan, but the allocation basis can be varied according to need.

Collection of Physical Evidence

The recommended funding level for Secure Evidence Transit System vehicles and driver is based on a requirement of one evidence collection vehicle per 10 counties served by a full-service laboratory. On this basis, funding is included in the master plan for allocation of SETS vehicles as follows:

Miami Regional Laboratory	1
Sanford Regional Laboratory	1
Jacksonville Regional Laboratory	1
Tallahassee State Laboratory	2
Tampa Regional Laboratory	2

The cost of a SETS vehicle and its operating expense plus salary cost for the driver of the vehicle are estimated at $11,000 for the first and fourth years, and $8,000 for the second, third and fifth years (vehicle purchase is planned for the first and fourth year). Clearly, the use of an evidence transit system could vary depending upon local conditions for each area served by a crime laboratory and requirements for evidence transit funding could expand or contract. The program area should be viewed as flexible.

Criminalistics Improvement

Funding for this program area is planned at a fixed percentage rate of the total cost of the criminalistics system, at approximately a 5 percent level throughout the 5-year period of the master plan.

The funding levels for all program areas of the criminalistics master plan are shown in Table III.

TABLE III-E

MASTER PLAN FUNDING LEVELS, CRIMINALISTICS PROGRAMS

	1974		1975		1976		1977		1978	
	Dollars	Percent	Dollars	Percent	Dollars	Percent	Dollars	Percent	Dollars	Percent
Crime Laboratory Equipment	463,354	28.7	328,885	20.5	280,904	16.7	202,506	11.3	212,632	11.5
Crime Laboratory Staff	973,614	60.3	1,122,181	69.8	1,242,716	73.8	1,397,294	78.2	1,467,159	79.4
Crime Scene Search Equipment	20,000	1.2	20,000	1.2	20,000	1.2	20,000	1.1	20,000	1.1
Collection of Physical Evidence	77,000	4.8	56,000	3.5	56,000	3.3	77,000	4.3	56,000	3.0
Criminalistics Improvement	80,735	5.0	80,372	5.0	84,191	5.0	89,305	5.0	92,410	5.0
Totals	1,614,703	100.0	1,607,438	100.0	1,683,811	100.0	1,786,105	100.0	1,848,201	100.0

CHAPTER V

PHASED IMPLEMENTATION PLAN - LABORATORY PERSONNEL AND EQUIPMENT

This chapter presents a phased implementation plan addressing the personnel and equipment funding requirements for each crime laboratory included in the master plan. The material draws heavily upon the earlier work contained in the 1972 criminalistics needs study (Appendix A, Chapter V) which includes a detailed phased implementation plan for type laboratories, addressing specific equipment and staffing needs. The model presented here is designed to reflect the "fair share" allocation algorithm discussed in Chapter III, as well as to recognize the varying states of development of the respective laboratory installations. No attempt is made to delineate items of equipment or personnel categories to be authorized; rather, requirements are presented in broad categories consistent with the more detailed reports contained in Appendix A.

The basic logic in the allocation of funds for crime laboratory support is shown in Figure 14. The primary input to the model is the level of criminalistics basic support available from LEAA, state funds through revenue sharing, or local budgets from city and county sources. The funding level is determined by the criminalistics needs as documented in the 1972 study and as recommended by the Ad Hoc Advisory Committee. The planning model applies the "fair share" allocation quota to the base support level to provide each laboratory with a share of the total funds available for criminalistics. The planning model next determines major equipment purchase requirements appropriate for new or expanding laboratories. After subtracting major equipment purchase costs, a test is applied to ascertain whether the residual funds are adequate to support a satellite or full-service laboratory, as appropriate. If laboratory support is below the minimum requirements for salary related and recurring equipment costs, then additional funds are assigned over and above the "fair share" allocation.

The recommended funding level for each laboratory presumes that the lab is developing or maintaining an acceptable case-per-examiner workload. While the cases-per-examiner ratio is influenced by a host of variables, as detailed in Appendix A, the experience of the Miami-Dade laboratory as well as limited national statistics provide guidance as to acceptable work load benchmarks. In 1971, 12 examiners at the Miami-Dade laboratory processed 3,004 criminalistics and documents cases. These data indicate an average work load of 250 cases-per examiner which is consistent with the average examiner case load reported in other studies.*

* U.S. Department of Justice, LEAA Report 013, "Crime Laboratories--Three Study Reports," 1968; Midwest Research Institute, LEAA Grant NI 044, A Systems Analysis of Criminalistics Operations, June 1970.

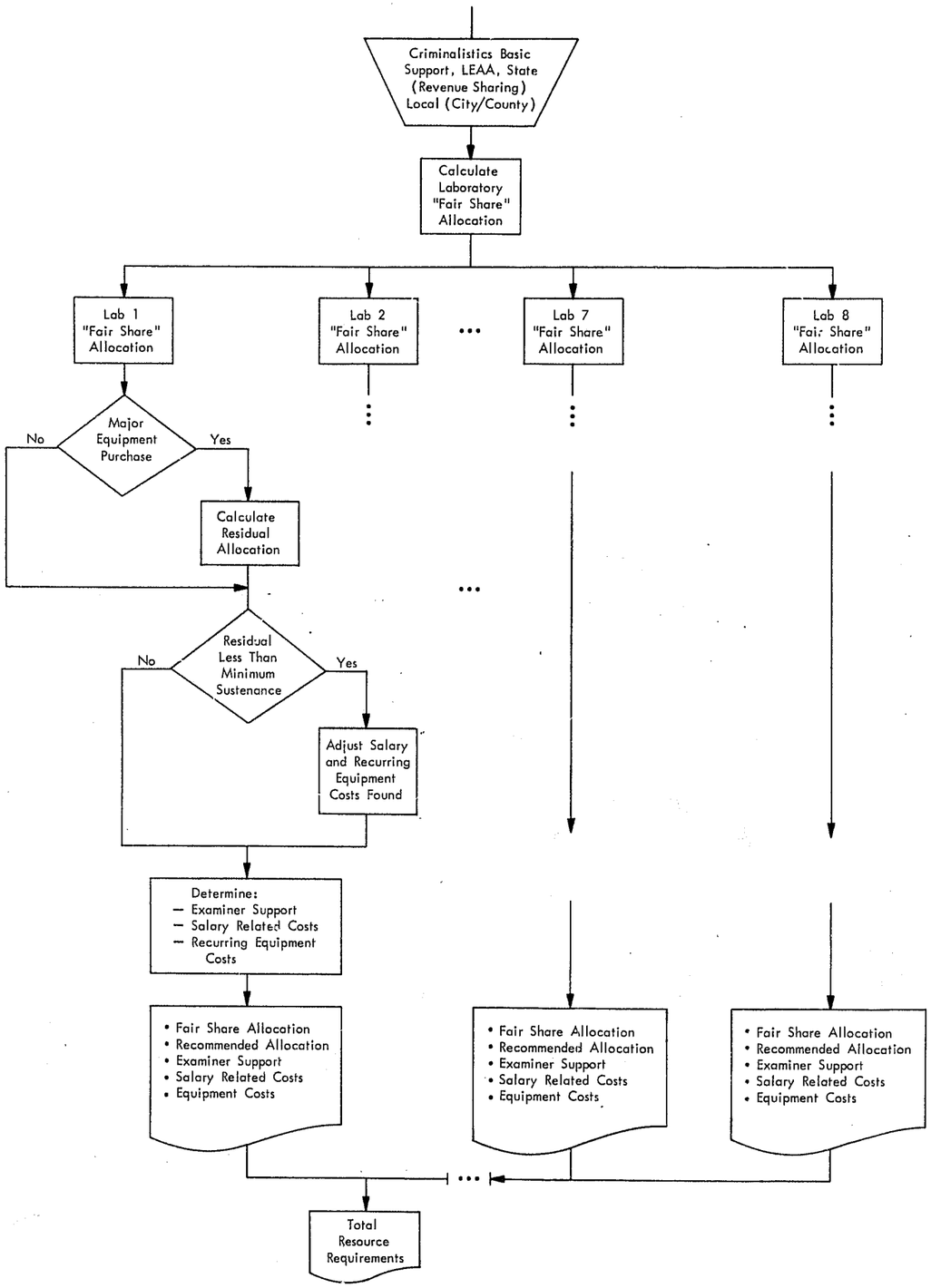

Figure 14 - Fair Share Allocation Model, Flow Chart

In citing the above standards it should be emphasized that they pertain only to criminalistics case load. Drug cases are specifically excluded since they normally serve to inflate the true case load. Accordingly, these standards apply only to an existing full-service laboratory or a lab aspiring to achieve full-service status. Laboratories recommended in the master plan which potentially fall into the latter category include the Sanford, Tampa and Jacksonville facilities.

The funding level depicted in this phased implementation plan assumes that full service status for these three laboratories can be achieved within a 3-year time span. The corresponding case load criteria to be met ranges from 80 to 250 cases-per-examiner during the transitional period. (The criteria for distinguishing a drug lab in transition to a full-service lab are discussed in greater detail in Appendix A, pp. 77-78.) If for any reason a laboratory fails to achieve the case load standard then funding should remain at the level necessary to only sustain current operations including salary support and equipment maintenance costs. No funds should be provided which would permit expanded laboratory capabilities requiring additional equipment acquisitions or staffing. This concept is incorporated in the three alternative funding plans included in the Sanford, Tampa, and Jacksonville implementation schedules. These contingency plans are shown to illustrate the appropriate funding levels should these labs fail to meet the case load standards during the expansion period. The recommended funding levels, shown as Year 2 and Year 3 options, indicate appropriate allocations in the event that case load standards are not met the previous year. The reduced funding level is consistent with the previous year's allocation less that budgeted for expansion including new equipment and staffing. In the illustrations it is assumed that there is only a 1-year delay in meeting the case load-per-examiner criterion. Funding for subsequent years remains the same as that originally planned although the recommended allocations lag 1 year behind schedule. The real experience, however, may indicate that failure to achieve case load standards occurs at varying points in time and is not necessarily limited to a single planning period. Under such circumstances appropriate funding adjustments should be made consistent with the above guidelines.

In calculating the case load-per-examiner ratio, full-time equivalent (FTE) number of examiners should be used. If, for example, funding has been provided to support 5 personnel but one of whom is available only half time then the FTE examiner number would be 4.5. (The salary share of the total funding allocation would, likewise, be adjusted to reflect the employment of the part-time examiner.)

In the event that withholding of funds becomes necessary, money not allocated during a planning period should revert back to the funding source to become available at such time as the case load criterion is met.

The phased implementation plan for each laboratory includes a statement of examiner support, salary related expense, and recurring equipment cost categories. The projections of laboratory requirements on a 5-year projected basis, include:

1. "Fair share" allocation;

2. The recommended allocation;

3. The number of examiners supported by the system;

4. Total salary related costs, including support personnel, salaries, and fringe benefit costs;

5. Equipment costs to include recurring and initial purchase costs;

6. Cases-per-examiner standards;*

7. Funding default options.*

This routine is performed for each individual laboratory operation and the resource requirements are summed to depict total state need.

The following paragraphs summarize the essential characteristics of the resultant criminalistics system detailed in Figure 15.

Miami Regional Laboratory: No major equipment items are allocated for the Miami Regional Laboratory during the 5-year planning period, 1974-1978, since a full complement of equipment already exists in this facility, and equipment needs priorities are directed toward new laboratories. Miami's equipment expenditures consist entirely of recurring costs to maintain existing equipment and for expendable items.

The $450,586 provided to Miami for salary support during the first year, including both professional and clerical staff and their fringe benefits, provides a staff of 19 examiners in 1974. This figure represents the maximum number of examiners which could be supported under the "fair share" concept during the initial build-up of criminalistics capabilities in the state.

* Shown for the Sanford, Tampa, and Jacksonville plans only.

Fort Lauderdale Satellite Laboratory: The Fort Lauderdale Satellite Laboratory is to receive some $67,800 in support during the first year of the implementation of the master plan. Almost 60 percent of these funds is intended for salary support. Consideration is given to existing equipment at this facility so that only $15,000 in major equipment purchases are budgeted during the first 2 years of the planning period. Recurring equipment costs, however, have been included on an annual basis. The salary support level indicated over the planning period provides for up to five examiners by 1978.

West Palm Beach Satellite Laboratory: The West Palm Beach Satellite Laboratory, like the Fort Lauderdale Satellite Laboratory, serves a single county, providing criminalistics and drug analysis support. The "fair share" allocation of criminalistics funding provides over $38,000 in the first year of funding, and increases to slightly over $46,000 by the fifth year of the program. This support level should be adequate to maintain a satellite laboratory. Two full-time examiners, in addition to clerical support, are provided in the beginning with the number of full-time examiners increasing to three during the second year. No additional major equipment purchases are contemplated; recurring equipment costs, however, are budgeted annually at the $5,000 to $6,000 level.

Tampa Regional Laboratory: The Tampa Regional Laboratory does not exist at the present time. Consequently, much of the "fair share" allocation provided during the first 2 years of the master plan is intended for major equipment purchases. Even considering the more than $200,000 invested in equipment during the first 2 years, available funds should support nine examiners to serve as a nucleus of criminalistics capability. The master plan depicts a marked build-up of the laboratory, so that by 1978 the Tampa Regional Laboratory should have 17 examiners.

Sanford Regional Laboratory: As indicated in Chapter II, Profile of Criminalistics, the Sanford Regional Laboratory has already begun to provide criminalistics services to law enforcement agencies in the surrounding counties. Accordingly, the level of the Sanford "fair share" funding should provide the necessary impetus for the laboratory to render full criminalistics support to its designated service area. In the beginning, Sanford should be able to support seven examiners, with incremental staff additions until 12 examiners are employed at the end of the 5-year plan. Major equipment purchases are contemplated during the first 2 years of the plan, with a total expenditure being in excess of $100,000.

Jacksonville Regional Laboratory: The Jacksonville Regional Laboratory is another example of an element in a recommended criminalistics system for which no facility currently exists. With the recommended funding level of $182,500 during the first year of operations, three full-time examiners and a clerical support could be provided. Major equipment purchase is programmed for the first 3 years of the 5-year plan, and is consistent with the basic equipment for other laboratories in the system. Initially, equipment costs represent over 60 percent of the budget, but moderate over time, so that by 1978 they represent less than 13 percent.

Tallahassee State Laboratory: The Tallahassee State Laboratory occupies a unique position in the recommended criminalistics system. As discussed in Appendix A, the laboratory at Tallahassee is to provide research and quality control supervision to all laboratories operating in the state. The funding requirements depicted in Figure 13, however, are limited to support provided in conjunction with its continued role in evidence processing. Based on the "fair share" allocation derived from its assigned service area, Tallahassee could support only three examiners in the beginning and no more than four at the end of the 5-year plan. Support of these examiners assumes no additional purchase of major items of equipment, but does provide for equipment repair and replacement of expendable items at the level of $8,000 to $10,000 annually. (Laboratory staff for research and quality control functions would be provided from the criminalistics improvement program area.)

Pensacola Satellite Laboratory: The last element of the recommended criminalistics system is the satellite laboratory to be located at Pensacola. The Pensacola share of available funds for criminalistics support is the lowest of any recommended laboratory. Consequently, the minimum support requirement for a satellite laboratory governs the recommended support level for Pensacola rather than its "fair share." Although initial support costs are high due to purchase of the basic set of equipment for a satellite lab, funding for later periods is at the normal level for a satellite facility. Based on the recommended support level, two full-time examiners would be provided at Pensacola in addition to part-time clerical support.

Total State Criminalistics Requirements

Based on the requirements for the eight crime laboratories as recommended in the master plan, over $1.4 million would be expended annually on criminalistics services. During the implementation of the 5-year plan for number of examiners associated with these laboratories increases from an initial 50 to a total of 74 by 1978. Salary related costs vary from $974,000 in 1974 to over $1.4 million by 1978. Major items of equipment purchased during the first 3 years of the plan total over $589,000. Recurring equipment costs including minor equipment acquisition and replacement of expendables represent from $141,104 in 1974 to almost $213,000 by 1978.

MIAMI

LINE NO.	PLANNING ITEM	1974	1975	1976	1977	1978
11	MIAMI SUPPORT SHARE	450586	473116	496772	521610	547691
40	RECOMMENDED SUPPORT	450586	473116	496772	521610	547691
31	EXAMINERS-MIAMI	19	20	21	22	23
1						
41	MIAMI SALARY SUPPORT	342218	359328	377295	396160	415968
42	PROFESSIONAL	285181	299440	314412	330133	346640
43	CLERICAL	57036	59888	62882	66027	69328
48	FRINGE BENEFITS	51333	53899	56594	59424	62395
44	MIAMI EQUIP ALLOCATION	57036	59888	62882	66027	69328
45	RECURRING EQUIP COSTS	57036	59888	62882	66027	69328
46	MAJOR EQUIP PURCHASE	0	0	0	0	0

BUREAU OF CJ PLANNING
CRIMINALISTICS

Figure 15 - Criminalistics Staffing and Equipment Phased Implementation Plan

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CRIMINALISTICS

FT LAUDERDALE

LINE NO.	PLANNING ITEM	1974	1975	1976	1977	1978
12	FT LAUDERDALE SHARE	67840	71233	74794	78534	82461
50	RECOMMENDED SUPPORT	67840	71233	74794	78534	82461
32	EXAMINERS-FT LAUDERDALE	3	4	5	5	5
1						
51	FT LAUDERDALE SALARY SUP	40132	42708	56806	59646	62628
52	PROFESSIONAL	33443	35590	47338	49705	52190
53	CLERICAL AND SUPPORT	6689	7118	9468	9941	10438
59	FRINGE BENEFITS	6020	6406	8521	8947	9394
54	FT LAUDERDALE EQUIP ALLO	21689	22118	9468	9941	10438
55	RECURRING EQUIP COSTS	6689	7118	9468	9941	10438
56	MAJOR EQUIP PURCHASE	15000	15000	0	0	0

Figure 15 - (Continued)

BUREAU OF CJ PLANNING
CRIMINALISTICS

WEST PALM BEACH

LINE NO.	PLANNING ITEM	1974	1975	1976	1977	1978
13	WEST PALM BEACH SHARE	38493	40418	42439	44560	46788
60	RECOMMENDED SUPPORT	38493	40418	42439	44560	46788
33	EXAMINERS-W PALM BEACH	2	3	3	3	3
1						
61	WEST PALM BEACH SALARY	29235	30697	32232	33843	35536
62	PROFESSIONAL	24363	25581	26860	28203	29613
63	CLERICAL AND SUPPORT	4873	5116	5372	5641	5923
69	FRINGE BENEFITS	4385	4605	4835	5077	5330
64	EQUIPMENT ALLOCATION	4873	5116	5372	5641	5923
65	RECURRING EQUIP COSTS	4873	5116	5372	5641	5923
66	MAJOR EQUIP PURCHASE	0	0	0	0	0

Figure 15 - (Continued)

BUREAU OF CJ PLANNING
CRIMINALISTICS

TAMPA

LINE NO.	PLANNING ITEM	1974	1975	1976	1977	1978
14	TAMPA SHARE	322549	338677	355611	373391	392061
70	RECOMMENDED SUPPORT	322549	338677	355611	373391	392061
34	EXAMINERS-TAMPA	9	12	13	16	17
1						
71	TAMPA SALARY SUPPORT	168341	218945	231805	283588	297768
72	PROFESSIONAL	140284	182454	193171	236324	248140
73	CLERICAL AND SUPPORT	28057	36491	38634	47265	49628
78	FRINGE BENEFITS	25251	32842	34771	42538	44665
74	TAMPA EQUIP ALLOCATION	128957	86891	89034	47265	49628
75	RECURRING EQUIP COSTS	28057	36491	38634	47265	49628
76	MAJOR EQUIP PURCHASE	100900	50400	50400	0	0
1						
165	CASES PER EXAMINER STD	80	120	160	250	250
1						
168			DEFAULT FUNDING OPTIONS			
177	RCMD SUPP YR 2 DEFAULT	322549	221649	338677	355611	373391
195	RCMD SUPP YR 3 DEFAULT	322549	338677	288277	355611	373391

Figure 15 - (Continued)

BUREAU OF CJ PLANNING
CRIMINALISTICS

SANFORD

LINE NO.	PLANNING ITEM	1974	1975	1976	1977	1978
15	SANFORD SHARE	225225	236486	248311	260726	273762
80	RECOMMENDED FUNDING	225225	236486	248311	260726	273762
35	EXAMINERS-SANFORD	7	8	10	11	12
1						
81	SANFORD SALARY SUPPORT	132741	141293	188590	198020	207921
82	PROFESSIONAL	110617	117744	157159	165017	173267
83	CLERICAL AND SUPPORT	22123	23549	31432	33003	34653
88	FRINGE BENEFITS	19911	21194	28289	29703	31188
84	SANDFORD EQUIP ALLOCAT	72573	73999	31432	33003	34653
85	RECURRING EQUIP COSTS	22123	23549	31432	33003	34653
86	MAJOR EQUIP PURCHASE	50450	50450	0	0	0
1						
165	CASES PER EXAMINER STD	80	120	160	250	250
1						
168			DEFAULT FUNDING OPTIONS			
212	RCMD SUPP YR 2 DEFAULT	225225	174775	236486	248311	260726
217	RCMD SUPP YR 3 DEFAULT	225225	236486	186036	248311	260726

Figure 15 - (Continued)

BUREAU OF CJ PLANNING
CRIMINALISTICS

JACKSONVILLE

LINE NO.	PLANNING ITEM	1974	1975	1976	1977	1978
16	JACKSONVILLE SHARE	182500	191626	201207	211267	221830
90	RECOMMENDED FUNDING	182500	191626	201207	211267	221830
36	EXAMINERS-JACKSONVILLE	3	6	6	9	9
1						
91	JACKSONVILLE SALARY	61975	107260	114537	160456	168479
92	PROFESSIONAL	51646	89383	95447	133713	140399
93	CLERICAL AND SUPPORT	10329	17877	19089	26743	28080
89	FRINGE BENEFITS	9296	16089	17181	24068	25272
94	JACKSONVILLE EQUIP ALLOC	111229	68277	69489	26743	28080
95	RECURRING EQUIP COSTS	10329	17877	19089	26743	28080
96	MAJOR EQUIP PURCHASE	100900	50400	50400	0	0
1						
165	CASES PER EXAMINER STD	80	120	160	250	250
1						
168			DEFAULT FUNDING OPTIONS			
201	RCMD SUPP YR 2 DEFAULT	182500	81600	191626	201207	211267
206	RCMD SUPP YR 3 DEFAULT	182500	191626	141226	201207	211267

Figure 15 - (Continued)

BUREAU OF CJ PLANNING
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TALLAHASSEE

LINE NO.	PLANNING ITEM	1974	1975	1976	1977	1978
17	TALLAHASSEE SHARE	68523	71949	75547	79324	83290
108	RECOMMENDED SUPPORT	68523	71949	75547	79324	83290
37	EXAMINERS-TALLAHASSEE	3	3	3	3	4
1						
101	TALLAHASSEE SALARY	52043	54645	57377	60246	63258
102	PROFESSIONAL	43369	45537	47814	50205	52715
103	CLERICAL AND SUPPORT	8674	9107	9563	10041	10543
109	FRINGE BENEFITS	7806	8197	8607	9037	9489
104	EQUIPMENT ALLOCATION	8674	9107	9563	10041	10543
105	RECURRING EQUIP COSTS	8674	9107	9563	10041	10543
106	MAJOR EQUIP PURCHASE	0	0	0	0	0

Figure 15 (Continued)

BUREAU OF CJ PLANNING
CRIMINALISTICS

PENSACOLA

LINE NO.	PLANNING ITEM	1974	1975	1976	1977	1978
18	PENSACOLA SHARE	8599	9029	9481	9955	10453
110	RECOMMENDED SUPPORT	81250	27562	28941	30388	31907
38	EXAMINERS-PENSACOLA	2	2	2	2	2
1						
111	PENSACOLA SALARY	19937	20934	21980	23079	24233
112	PROFESSIONAL	16614	17445	18317	19233	20194
113	CLERICAL AND SUPPORT	3323	3489	3663	3847	4039
121	FRINGE BENEFITS	2991	3140	3297	3462	3635
114	EQUIPMENT ALLOCATION	58323	3489	3663	3847	4039
115	RECURRING EQUIP COSTS	3323	3489	3663	3847	4039
116	MAJOR EQUIP PURCHASE	55000	0	0	0	0

Figure 15 (Continued)

BUREAU OF CJ PLANNING
CRIMINALISTICS

STATE TOTAL

LINE NO.	PLANNING ITEM	1974	1975	1976	1977	1978
150	TOTAL FAIR SHARE SUPPORT	1364317	1432533	1504160	1579368	1658336
151	TOT RECOMMENDED SUPPORT	1436968	1451066	1523620	1599801	1679791
152	TOT EXAMINER POSITIONS	50	57	63	71	74
1						
153	TOTAL SALARY RELATED	973614	1122181	1242716	1397294	1467159
154	TOTAL SALARIES PAID	846621	975810	1080623	1215039	1275790
155	TOTAL FRINGE BENEFITS	126993	146371	162093	182256	191369
156	TOT EQUIP EXPENDITURES	463354	328885	280904	202506	212632
157	TOT RECURRING EQUIP COST	141104	162635	180104	202506	212632
158	TOT MAJOR EQUIPPURCHASE	322250	166250	100800	0	0

Figure 15 - (Concluded)

END