

EXECUTIVE SUMMARY

FLORIDA'S PLAN TO REDUCE



AGAINST THE ELDERLY

53893

**Executive Summary
of
Florida's Plan
To Reduce Crime
Against The Elderly**

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STATE OF FLORIDA

OFFICE OF GOVERNOR REUBIN O'D. ASKEW

May 24, 1978

Honorable President and
Members of the Senate

Honorable Speaker and
Members of the House
of Representatives

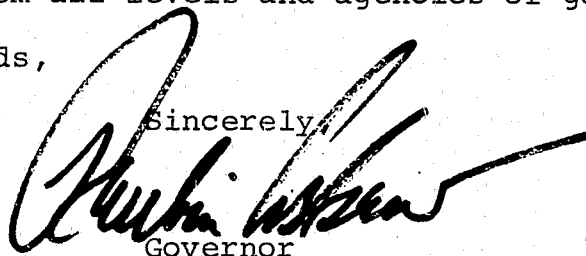
Honored Members:

In my criminal justice message to the 1977 Legislature I emphasized the need for efforts to reduce and prevent crimes against older persons in Florida. Last April Lieutenant Governor Jim Williams, Chairman of the Governor's Commission on Criminal Justice Standards and Goals, also created a citizens advisory task force and began an initial assessment of elderly victimization. Consistent with those actions the Legislature approved Chapter 77-315, which directed the annual preparation of a comprehensive plan on crime and the elderly by the Bureau of Criminal Justice Planning and Assistance. The first "State Plan to Reduce Crimes Against Florida's Elderly" was subsequently accomplished by the task force and the Bureau and was provided to the Legislature on March 6, 1978.

The attached executive summary highlights the major components of the plan. While the original plan is more comprehensive in scope and discusses some eighty suggestions made by the task force, primary attention should be directed to the 1978 priority objectives presented in this summary, which I believe are obtainable in the months ahead. The success of implementing these recommendations will depend upon the cooperation and commitment received from all levels and agencies of government.

With kind regards,

Sincerely,



Reubin O'D. Askew

Governor

ROA/jkh

Attachment

INTRODUCTION

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

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

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

Organization

This document is a summary of the 1978 Plan to reduce crime against Florida's elderly. It contains two major sections:

Section I - Crime and the Elderly Victimization Survey

Section I is a condensed version of the results of Florida's own Victimization Survey of the elderly. This section contains the major findings concerning the level and effects of fear of crime and crime, itself, upon Florida's elderly.

Section II - Issue Summaries and 1978 Priority Objectives

Section II contains an Issue Summary segment. It is a summarized analysis of the seven major issues/problems selected for study, with summarized needs and objectives for each problem area, from which the top twenty priority objectives were selected. The twenty top priority objectives were selected by the Task Force on Crime and the Elderly from among the more than eighty objectives in the Plan.

Crime and Elderly Task Force Policy Statement

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

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

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

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

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

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

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

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

Date Adopted: December 20, 1977

Crime and the Elderly Task Force Members

Mr. Joe Crevasse, Jr., CHAIRMAN
Gainesville, Florida

Ms. Virginia Young, VICE CHAIRMAN
Vice Mayor
Fort Lauderdale, Florida

Honorable R. Ed Blackburn
Representative, District 64
Temple Terrace, Florida

Mr. Dick Bowers
Jacksonville, Florida

*Chief Leo Callahan
Fort Lauderdale Police Dept.
Fort Lauderdale, Florida

Mr. Jack Carroll
President
Local Chapter of AARP
Tallahassee, Florida

Mr. Jake Gaither
Tallahassee, Florida

*Mr. Archie Hardwick
Miami, Florida

Mr. Tom Herndon
Deputy Assistant Secretary
for Operations, HRS
Tallahassee, Florida

Mr. George Higgins
Sarasota, Florida

RADM R. D. Nauman, MC, USN
Commanding Officer
Naval Aerospace and Regional
Medical Center
Pensacola, Florida

Mrs. Joseph Reason
Tallahassee, Florida

Mr. Max Serchuk
Miami Beach, Florida

**Ms. Maria-Elana Torano
Miami, Florida

Mr. Wayne Vasey
Fort Myers, Florida

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

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

Bureau of Criminal Justice Planning and Assistance Staffing for Plan Development and Task Force

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

Charles R. Davoli	Bureau Chief
Ritchie Tidwell	Operations Administrator
Bruce Buckley	Courts Planner
Nick Collins	Law Enforcement Planner
*Kathleen Conner	Administrative Assistant
Jennifer Davis	Federal Program Analyst
Candace Johnson	Research Assistant
Maria Lago	Juvenile Justice and Delinquency Prevention Planner
Bill Lee	Information Specialist
*Dennis Liebert	Corrections Planner
Loren Moltedo	Systems Analyst II
*J. C. O'Steen	Special Programs Coordinator
*Barbara Reed	Secretary
Faye Stoutamire	Secretary
*James Truesdell	Crime Prevention Planner
*Pat Windham	Federal Program Analyst

*No longer with the Bureau

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SECTION I

CRIME AND THE ELDERLY VICTIMIZATION SURVEY

As the work of the Crime and Elderly Task Force staff proceeded, the lack of adequate data concerning the problem in Florida became readily apparent. Due to this lack of adequate information, the Task Force resolved to conduct a statewide elderly victimization survey, in order to not only determine the factual rate of victimization of Florida's elderly, but to investigate such related issues as fear of crime and crime prevention.

Focus

The use of a self-reporting questionnaire allowed Florida's elderly to directly answer questions concerning their problems and feelings on being elderly and on crime. The analysis of information obtained from the self reporting survey was divided into two main components: Background data; and Victimization data. These components addressed the following issues: Background data - personal characteristics, activity levels, contacts with family and neighbors, general problems, and problems restricting activity; Victimization data - proportion victimized, types of crime, victim characteristics, offender characteristics and crime prevention methods utilized.

Methodology

The sample of Florida's elderly was drawn from two sources. The first source was NRTA/AARP (National Retired Teachers Association/American Association of Retired persons). This association randomly selected 4,000 of its 800,000 Florida members for inclusion in the sample.

Because it was predicted and later borne out by the results, that the NRTA/AARP sample would overrepresent higher income, white persons, another sample was sought to increase the representation of lower income and minority persons. The only available statewide list was obtained from Health and Rehabilitative Services, Social and Economic Services (SES). Through their cooperation a random sample of approximately 4,350 was drawn from state welfare roles.

While neither sample alone presents an adequate picture of Florida's elderly

population, it is believed that by focusing on both samples the range of Florida's elderly is very adequately represented.

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

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

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

Questionnaire

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

It is important to note here a significant restriction on the data analysis. Within the SES sample, numerous respondents failed to adequately complete their entire surveys. This may be due to various characteristics of the SES population, i.e. education, age, language difficulties, or the length of the survey. Sample size was, thus, decreased in many areas. This restriction will be additionally noted in presenting those results where sample size was significantly decreased.

(Complete statistical information can be obtained in the original survey package.)

Sample Profile

Who are Florida's elderly? What are they like?

In order to understand those elderly under discussion, it is first necessary that the characteristics of the respondents in both samples be identified. Personal characteristic differences between the two groups showed that the AARP members were younger than SES members; 53% of AARP, while only 6.4% of SES were 69 or younger. AARP members were predominantly male (58.2%) while SES members were overwhelmingly female (73.3%). In addition, the AARP group was predominantly White, 98.3%, while 71.6% of the SES group were minority members. Hispanics constituted 43.9% of the SES group, with Whites and Blacks equally represented (28.0% - White, 27.7% - Black).

Economic characteristics also pointed to disparities between the two groups. Members of AARP had annual incomes averaging \$7,750. Over half of the AARP elderly had incomes of greater than \$8,000. SES was much poorer in comparison, with the average SES

income being \$2,550. Practically all (93.7%) of the SES group had incomes of less than \$4,000. Race and income showed a significant interaction within the SES sample, with Whites having the greatest incomes, followed by the Hispanics, and then the Blacks. Although the majority of both groups did not work, more AARP members (14.7%) were employed than SES members (2.4%)

Turning to housing arrangements, the two groups were found to be fairly similar. AARP and SES were very similar in their responses to the question of whether they lived alone or not. Three in 10 AARP members lived alone, while almost four in 10 SES members lived alone. The type of home in which the elderly lived did not differ for the two groups. Approximately 55% of both groups lived in houses; 30% in apartments/condominiums; 10% in mobile homes; and 5% in other residences - group retirement homes, nursing homes, etc. However, AARP and SES did differ on the question of owning or renting their home. The AARP members were more likely to own their homes (84.1%) while typically an SES member rented (74.3%).

An overall profile of the elderly in the two samples shows:

	AARP	SES
SEX	equally male/female	3/4 female
AGE	under 70	over 70
RACE	White	minority
AVERAGE INCOME	\$7,750	\$2,550
OWN OR RENT	own homes	rent homes

Frequency of Participation in Activities

How often do the elderly leave their homes to participate in "normal" activities?

In order to ascertain whether crimes or the fear of crime affects the activity levels of the elderly, it is first necessary to determine the frequency with which the elderly leave their homes. This was done by asking the elderly to indicate how often (daily, weekly, twice monthly or monthly) they went grocery shopping, other shopping, to the post office, to the bank, to social or senior center programs (clubs), to church or religious services, or for medical care.

The most frequent activities (combining daily and weekly trips) for both AARP and SES were grocery shopping (AARP - 90.1%; SES - 46.0%) and attendance at church (AARP - 54.9%; SES - 41.9%). In all categories, except medical care, AARP members were more active than SES.

Chart 1 presents the frequency of activity for each of the destinations.

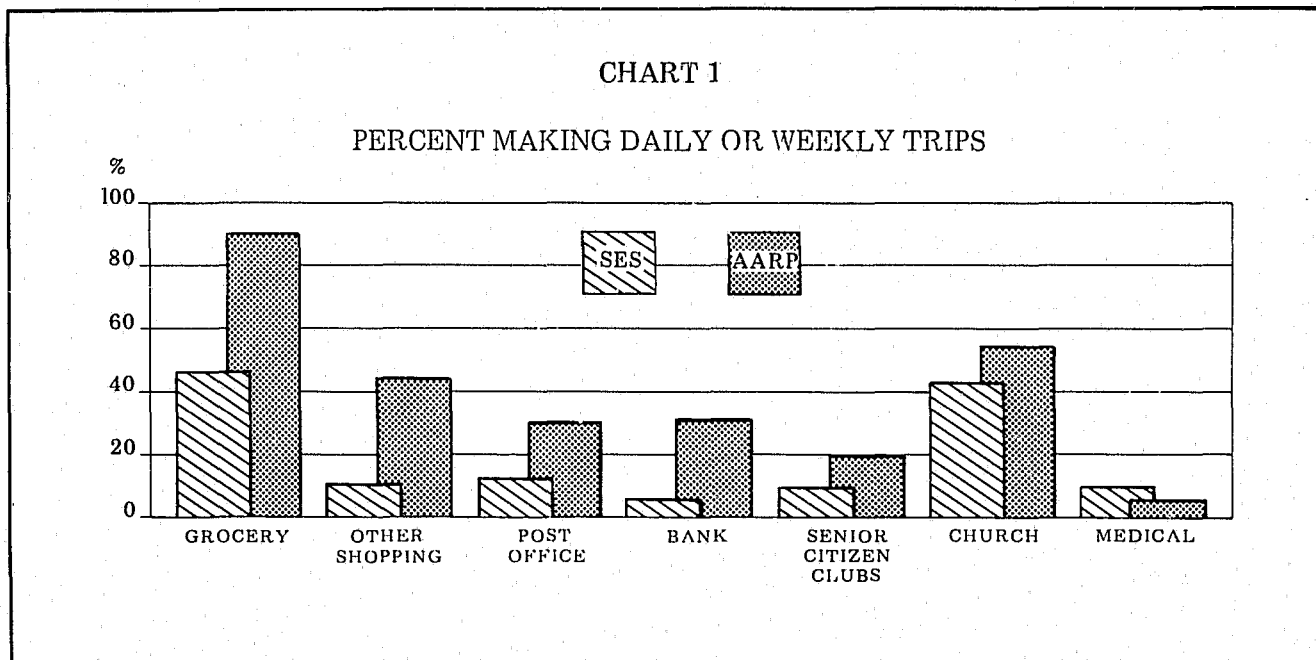
In order to determine the total activity level for each individual within his group, the weighted frequency of trips to each destination was summed into a single measure which has been termed - Get Out. While at best a tenuous measure of the total amount of activity of the individual, it allows for a better grasp of the total picture of frequency of activity.

It was shown that SES members were less active on the whole than AARP. Approximately half (48.6%) of the SES group made on the average one or fewer trips out of their homes each week (a score of 2 or less). On the other hand, only 5.9% of AARP behaved similarly. Over half (52.2%) of the AARP members made trips to three or more destinations each week (a score of 6 or more).

In looking at the number of virtually isolated elderly within each group (i.e. those receiving a score of zero on Get Out, meaning one or less monthly trips for each destination), it was found that an extremely high proportion of the SES group fell into this isolation category. One in 5 of the SES group, while only one out of 100 of the AARP members would be considered isolated.

In general, activities of the elderly decreased as their age increased. This is either a trend or found to be significant for both groups for all destinations except medical care and senior citizen clubs (AARP). Increased age also showed a decrease in the overall activity measure - Get Out. This effect of age could partially explain the difference in activity levels between AARP and SES, in that SES was, on the whole, a much older group (refer to page 2 - Profile Section).

Sex was also found to influence frequency of activity. For most activities and the total activity measure, Get Out, males in both groups were more active than females.



Elderly Contacts with Family and Neighbors

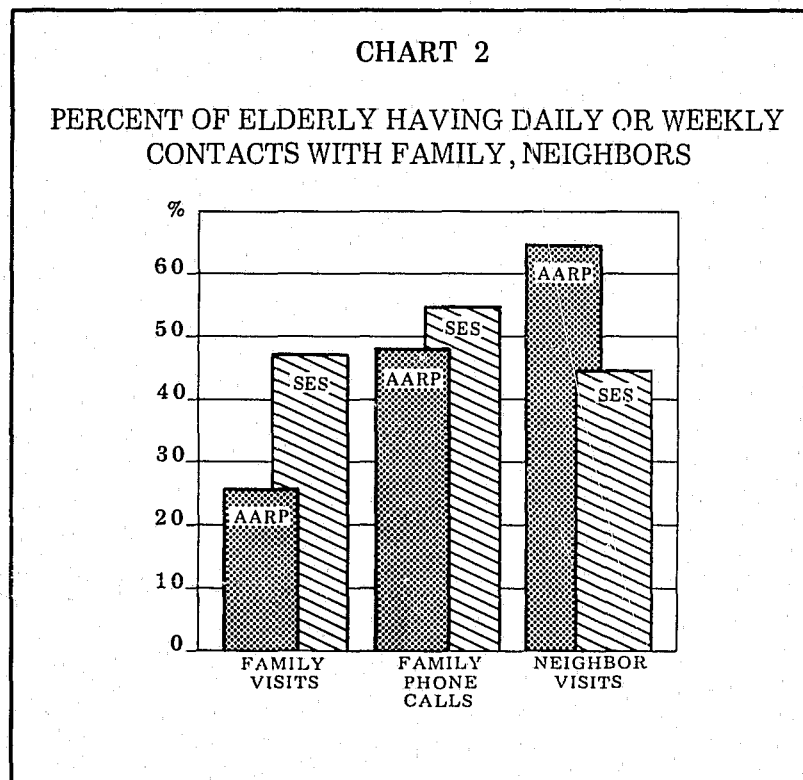
In order to determine the degree of interaction that the elderly have with family and friends, the frequency of family visits, family telephone calls, and visits by neighbors was measured. In general, approximately half of all the elderly received at least weekly contacts of one of these types, with SES having more family contacts and AARP more contacts with neighbors. Chart 2 allows for a comparison of the two samples.

The lower frequency of family contacts in the AARP sample may reflect Florida's trend of attracting retired citizens from out of state, thus decreasing the proximity of family members. The reverse trend for neighbor

visits may be a result of not only the dependence of AARP on neighbors in lieu of family, but the tendency of lower income people to participate in fewer outside-the-home activities. (See previous section).

The frequency of family contacts tended to decrease with increasing age of the elderly. This was particularly significant with the AARP sample.

SES Hispanics had more frequent family contacts, (family visits - 62.0%; family telephone calls - 71.1%) as well as contact with neighbors (50.7%), than did the SES Whites or Blacks. The extremely high level of family contacts of the Spanish population may be affected by the inability of many of the Spanish elderly to speak English, and their close-knit ethnic residential areas.



General Problems of the Elderly

What personal problems are felt to be the greatest for the elderly?

In order to obtain some perspective on the problems of the elderly, they were asked to rate the seriousness of various problems normally ascribed to their age group, including poor health, lack of medical care, lack of money, lack of job opportunities, poor housing, lack of clothing, lack of education, not feeling needed, not enough friends, loneliness, not enough to keep busy, fear of attack by youth, fear of attack by adults, and fear of property theft/vandalism.

The ratings of seriousness given to these problems by the elderly were rank ordered from most to least serious based on the proportion of that sample perceiving the problem as very or somewhat serious. It was found that SES perceived each problem as more serious than AARP. However, the ranking of each problem relative to the others, by the two groups, is very similar.

Both groups identified poor health, lack of money, the fear of crime problems - fear of attack by adults, fear of attack by youth, and fear of property theft/vandalism, as the five

most significant problems. Poor health was the number one problem for the elderly of both groups.

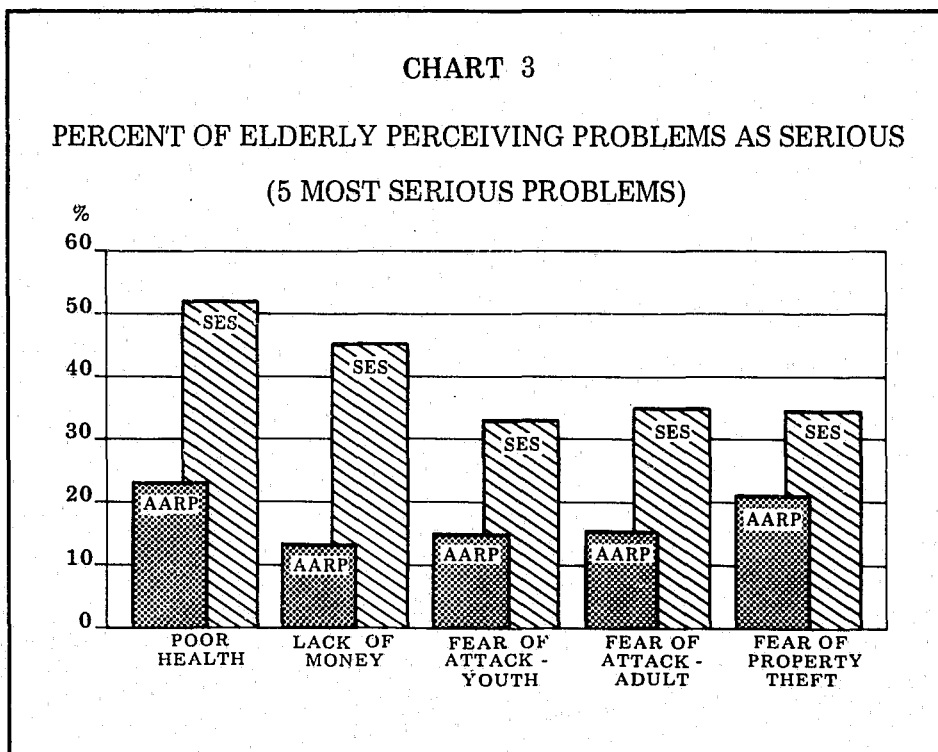
While lack of money was ranked second for SES (45.9%) it was only the fifth most serious for AARP (12.9%). Since AARP has a relatively higher income than SES, this difference is as would be expected.

SES perceived the three fear of crime variables to be very similar in seriousness. AARP, on the other hand, were more concerned with fear of property theft than fear of attack.

Chart 3 presents the information on the five most serious problems for the elderly.

Females were significantly more likely to view the problems of lack of money, fear of attack by youth, fear of attack by adults, loneliness (AARP sample), and poor health (SES sample), as more critical than males. The remainder of the problems showed no difference due to sex.

Race/Ethnic group was an extremely significant variable in determining the seriousness of problems for SES. Health and lack of money were predominant considerations for Whites in the SES sample.



Blacks in the SES sample were more concerned with financial and financially related problems. Their major concerns were lack of money, poor health and not enough education. Since Blacks tended to have significantly less income than Whites or Hispanics, this could account for their increased concern for financial matters.

Hispanics, on the other hand, showed tremendous concern for the three fear of crime problems. In fact, they perceived the fear of crime problems as more serious than any other problems.

Table 1 ranks these problems by perceived seriousness for each racial/ethnic group.

For many of the problems, increased income decreased the seriousness of the problems. This was especially true for the AARP sample. As would be expected, the seriousness of the problems of lack of money and job opportunities decreased as income increased for both AARP and SES.

While few differences were found due to type of residence, it should be noted that fear of attack by adults or youth was greater when the type of residence was an apartment. The fear of property theft, on the other hand, was greater for the elderly residing in houses.

Problems of Getting Out

Which problems were felt to decrease their levels of outside activity?

The restrictions on the activity levels of the elderly were determined by examining the following six problem areas: Difficulty in walking or climbing stairs, general health, lack of available public transportation, cost of public transportation*, availability of a car or inability to drive, and danger of being physically assaulted. In general, approximately one to two out of ten persons in the AARP sample perceived these to be problems in getting out, while three to five out of ten of the SES sample felt the problems were serious in nature.

Difficulty with walking or climbing stairs was the most serious problem for SES, while general health was their second most serious. For AARP, general health was their most serious problem, followed by available public transportation.

In relation to the finding in the general problems section that both groups perceived poor health as a more serious problem than

* Cost of public transportation did not appear on the Spanish questionnaires.

TABLE 1
RANK OF PROBLEMS BY RACE

PROBLEMS	Rank (% serious)		
	White	Black	Hispanic
Health	1 (58.9)	2 (55.1)	4 (41.6)
Money	2 (48.5)	1 (62.1)	5 (34.1)
Property Theft	3 (25.9)	7 (27.0)	3 (43.8)
Attack by Adult	4 (23.5)	8 (23.8)	1 (48.3)
Attack by Youth	7 (20.6)	6 (27.7)	2 (44.3)
Lack of Medical Care	5 (23.2)	4 (32.2)	8 (17.1)
Loneliness	6 (22.0)	11 (17.9)	6 (25.6)
Not Enough Education	8 (17.0)	3 (49.0)	12 (13.9)
Feeling Needed	9 (16.8)	12 (14.9)	7 (18.3)
Not Enough Friends	10 (14.1)	14 (12.8)	13 (13.8)
Lack of Housing	11 (13.7)	5 (29.4)	11 (14.3)
Job Opportunities	12 (11.7)	9 (20.2)	9 (16.2)
Keeping Busy	13 (11.7)	13 (14.9)	10 (14.8)
Lack of clothing	14 (11.6)	10 (19.4)	14 (10.4)

fear of crime, problems of health were also found to be more restrictive on elderly activities than fear of assault. While danger of assault was ranked fourth in both groups, SES (38.2%) perceived the problem as more serious than AARP (14.0%).

Chart 4 (below) indicates the perceived seriousness of problems of getting out.

The age of the elderly had a significant effect on the problems of walking/stairs and health. Both AARP and SES members felt these problems were greater as their ages increased.

Again, race is an important variable when considering the problems of the elderly. As was found in the general problems section, Whites were most concerned with the problems of health, Blacks with money problems, and Hispanics with the fear of crime problems. In general, the trend was found to exist with respect to restrictions on getting out.

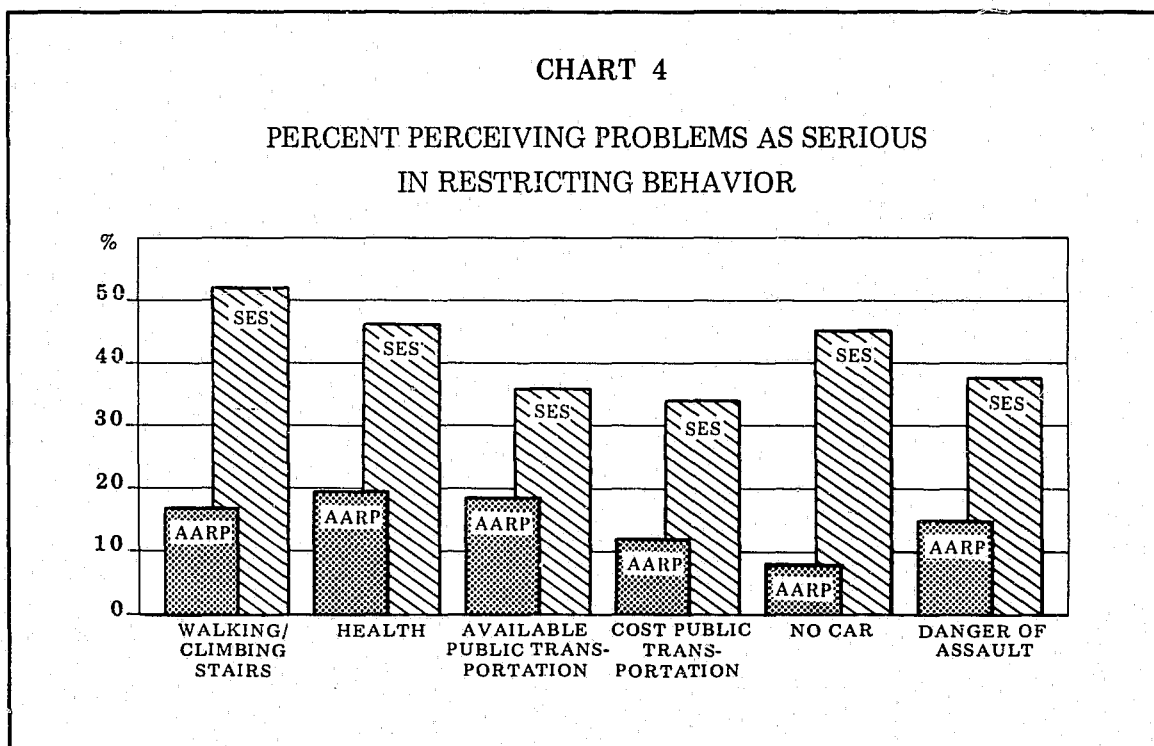
In order to assess the relationship between the elderly's perception of the restrictions on their activities and their actual activity levels, the six problems of getting out were correlated with the continuum of activity level—GET OUT (See section on Frequency of Participation in Activities, page 3). In other words,

the question was: How much did the perceived seriousness of the problem affect how often the elderly actually got out?

For the AARP group, those elderly who perceived lack of a car, poor health, and difficulty with walking and climbing stairs as restrictive problems actually got out of their homes less often than those elderly not perceiving these as a problem. However, the actual restriction due to these problems was minimal. On the other hand, those indicating availability and cost of public transportation and danger of assault as restrictive, left their homes as frequently as those not indicating these as problems. Thus while 14% of the AARP group felt that danger of assault kept them from getting out, they in actuality got out no less than the elderly not perceiving this as a problem.

Similar to the AARP findings, SES respondents, who perceived poor health and difficulty with walking and climbing stairs as restrictive, actually got out of their homes less often. However, none of the transportation problems had an effect upon the activity levels of the SES elderly.

Unexpectedly, it was found that those SES elderly indicating danger of assault as a serious problem were more active than those not



perceiving this as a problem. Interpreting these results, it could be understood that those elderly who left their homes often, were more vulnerable to attack and thus perceived danger of assault as a serious problem. On the other hand, those elderly who made few trips, feeling safe within their homes, did not perceive danger of assault as a serious problem.

Victimization

Who are Florida's elderly victims?

The major focus of the Crime and the Elderly Task Force, the survey; and, therefore, this report, is the victimization of Florida's elderly. In response to the survey, approximately 7½% of the respondents indicated that they had been the victim of some type of crime within the last two years. The rates of victimization were different for the two samples; approximately one in 10 (9.8%) of the AARP group had been victimized one or more times in the last two years, while only one in 20 (5.3%) of the SES sample had been victims.

Victimization did not vary with age for the SES group, but did vary with age for the AARP group. As the age of the AARP members increased, the probability of being a victim declined. While close to 18% of those under 60 years of age were victimized, less than 6% of those over 80 had been a victim.

As before, race was an important predictor of differences within the SES sample. Whites were the most frequent victims with one in every 10 White SES members being victimized. Blacks and Hispanics had a relatively lower rate of victimization with a 4.6% of the Black population and 2.7% of the Spanish victimized.

The low victimization rate of the Spanish population found here is extremely surprising, given the prior finding of their very high fear of crime. Analysis of this relationship will be later discussed with respect to the type of crime perpetrated against the Spanish.

One feasible outcome of being a victim is an increase in the fear of crime. In general, this trend was found among the elderly respondents. Victimization increased the fear of attack by adults (AARP only), fear of attack by youth, and fear of property theft (both groups). These findings are presented in Charts 5, 6, and 7.

CHART 5

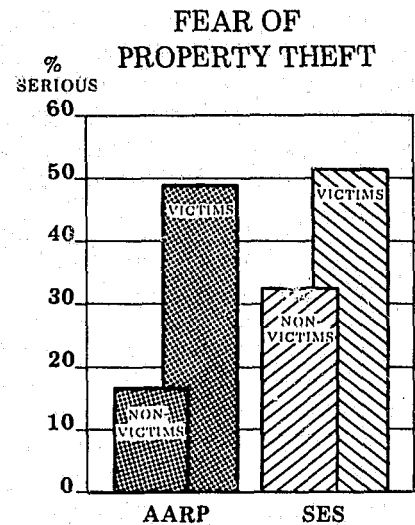


CHART 6

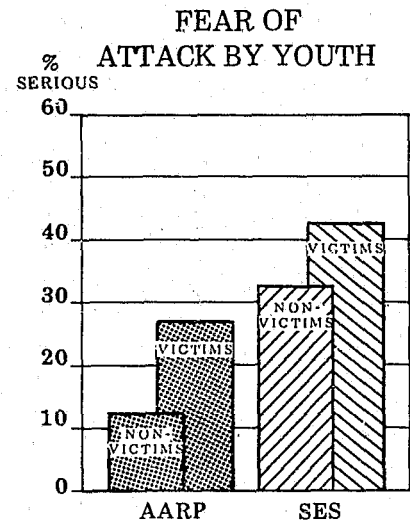
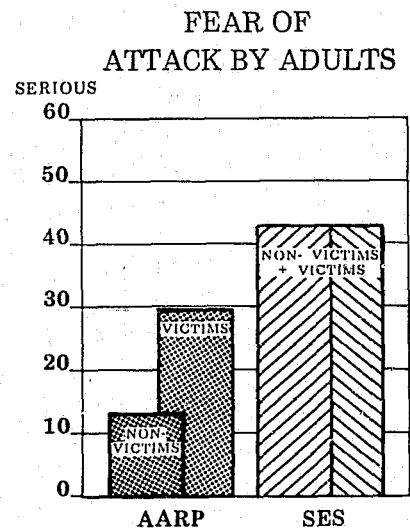


CHART 7



The greatest increase in fear, due to victimization, was found within the AARP group. The seeming lack of concern of the crime problem by AARP in total (less than 20% perceiving crime as a serious problem), despite their greater chances of victimization, seemed to be significantly decreased once the realization of this fact was forced upon them (being victimized). On the other hand, SES, who seemed to be relatively aware of (if not overly concerned about) the problem of crime, did not, once victimized, increase their fear perception as extensively as the AARP members.

A second predicted outcome of being a victim is a reduction in the activity level of the elderly victims. In comparing victims and non-victims on the activity level continuum - GET OUT, victims were no more likely to stay at home than non-victims. This is in accord with an earlier finding that fear of crime did not reduce the activity levels of the elderly.*

* The fact that GET OUT is an activity level based on less than voluntary activities; i.e., grocery shopping, banking, going to post office, it may be less affected by crime and fear of crime than more voluntary or strictly social types of activities; i.e., movies, museums, etc.

Type of Crime

What types of crimes are the elderly victims of?

While victimization rates, in general, provided important information, focusing upon the types of crimes committed against the elderly allows for a more in-depth analysis of the resulting effects of crime. The most frequent crime committed against the elderly was property theft, with 6.0% of the AARP and 1.5% of the SES samples reporting this crime perpetrated against them. Pursesnatching/pickpocketing was reported the second most frequently - 1.7% of AARP and 1.4% of SES. (Pursesnatching/pickpocketing is probably underrepresented in the SES sample, due to the accidental omission of this question from the Spanish questionnaire.)

The third most frequent crime reported by the AARP group was property destruction, 1.4%, bringing the total of victimization rates against the property of the AARP members (property theft and destruction, theft from

mailbox) to 7.9%. This extreme rate in crimes against property, is thus the cause of the great difference in victimization rates between the two samples. SES members were much less frequently the victims of the combined property crimes - 2.7%.

On the other hand, the third most frequently mentioned crime by the SES sample was assault - 1.0%. Adding the rates of the three crimes against persons - assault, pursesnatch/pickpocket, and rape - provides a 2.6% victimization rate for SES. AARP was only slightly lower with 2.3% reporting crimes against persons.

A different perspective can be gained from examining the rates per type of crime based upon victims only.* This will indicate, given that an elderly person is victimized, the probability of being a victim for each type of crime. Using property crimes verses crimes against persons as the basis for comparison, about 8 out of 10 AARP victims were the victims of property crimes. 60.6% were the victims of property theft as a specific crime. In comparison, 5 to 6 out of 10 of the SES victims were likely to be the victim of property crimes. Only 31.0% of SES were the victims of property theft.

Charts 8 and 9 present the distribution of victims by type of crime.

An opposite trend results for personal crimes. Over half (51.3%) of the SES victims were victimized by crimes against persons, including pickpocket/pursesnatch, assault, and rape. On the other hand, less than one-fourth (22.1%) of the AARP victims suffered from these types of crimes.

Two important comparisons with respect to these data should be reiterated. First, while AARP are much more likely to be victimized, this excess is due to property crimes. Secondly, given the elderly as a potential victim, the SES elderly were much more likely to be personally victimized than the AARP elderly.

The difference in the type of crime perpetrated against the elderly within each sample, may be

* It is important to note that the following analyses of victims only, is based on such a small number of cases within each type of crime that any generalizations from these findings would be extremely tenuous.

CHART 8

TYPES OF CRIMES AGAINST AARP VICTIMS (219 CASES)

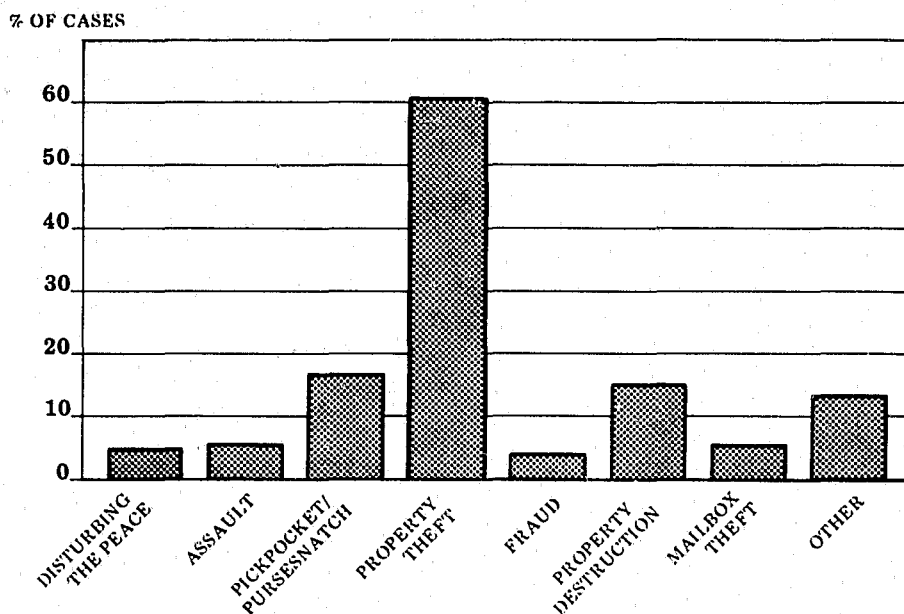
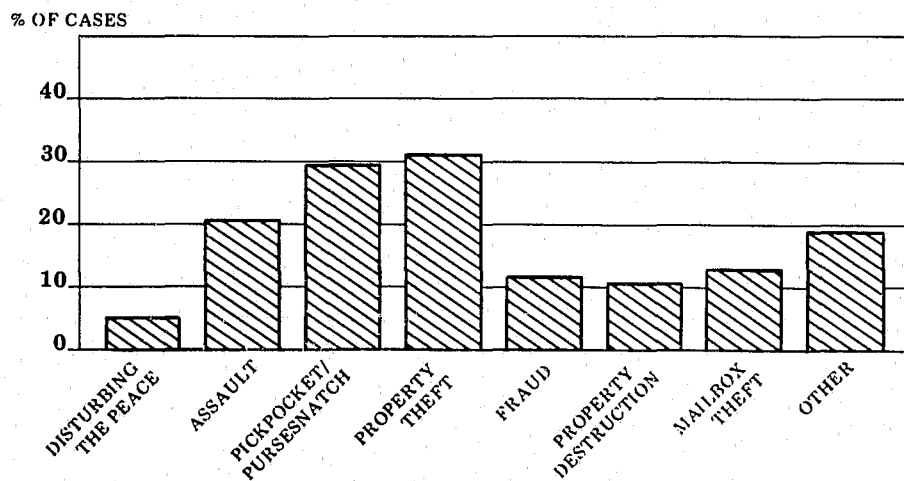


CHART 9

TYPES OF CRIMES AGAINST SES VICTIMS (119 CASES)



a partial explanation for the difference in the perceived fear of crime for the two groups, given that personal crimes would be more likely to invoke fear than property offenses.

In only two crime categories, sex of the victim affected the probability of victimization. Males (SES) were more likely to be victims of assault, while females (AARP) were more likely to be victims of the pickpocket/pursesnatch offense.

In accord with the overall victimization rate across races, Whites were the victims of most types of crimes to a greater extent than the Blacks or Hispanics. Blacks were second and Hispanics third. However, this trend was reversed for assault in which the Hispanics were the most frequently victimized.

Comparing the percentage of victims within each race to the percentage of the population that race represents gives an indication of whether or not each race is over/under-represented for each type of crime. As would be expected from the victimization question, Whites were over-represented in the property crimes and under-represented in the personal crimes.

Hispanics were over-represented in only one offense - assault, and under-represented on all

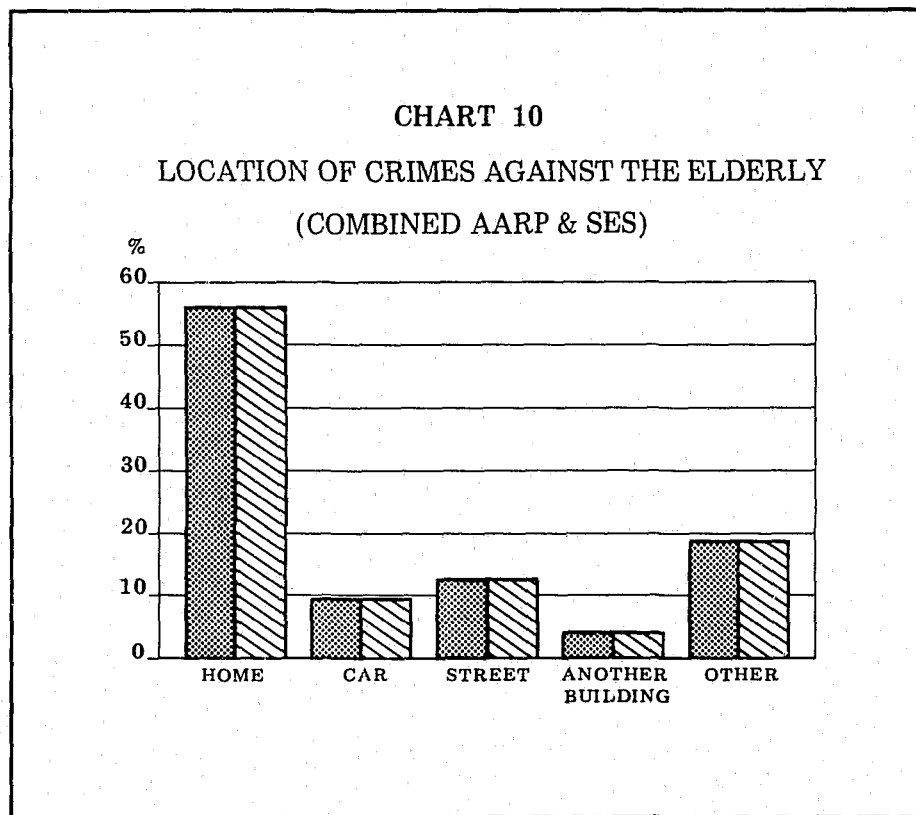
other types of crimes. The reaction to assault could partially explain their higher level of fear of crime.

Type of residence was slightly predictive of type of crime. Those elderly living in apartments were more likely to be the victims of personal crimes than those living elsewhere. Assault (SES) and pickpocket/pursesnatch (AARP) showed a higher victimization rate for apartment dwellers. Property crimes, on the other hand, occurred more often against those elderly living in houses (AARP).

Location of Crime

Where do crimes against the elderly take place?

An examination of the location of the crimes committed against the elderly found no significant differences between the two samples. Over half of these crimes took place in the elderly's own homes (55.7% - AARP; 56.1% - SES). Between 9.2% (AARP) and 15.8% (SES) of the crimes were committed in the streets. The remainder of the crimes were committed in cars, public transportation, other buildings, elevators, and other. Chart 10 presents this information.



Racial differences were, again, evident when examining where the crimes against the elderly occurred. While Whites and Blacks were similarly distributed, Blacks were slightly more likely to be victimized in their homes. The Hispanics were unlike the other races/ethnic groups, in that half (50.0%) of the crimes against them occurred in the street, while only 31.3% occurred in their homes. Due to the high probability of the Hispanics being assaulted, this finding is not surprising.

The location of the specific crimes followed an expected pattern. Property theft and destruction most frequently occurred in the home. For AARP, pickpocketing/pursesnatch was predominantly a street offense, while for SES, this crime predominantly occurred in their homes. Assault was most likely to occur in the streets for SES victims and in cars/public transportation or other locations for AARP victims.

Specifics of the Crime*

What happened during the crime? Were they injured either physically or monetarily?

Although certain types of crimes are generally considered more serious than others, gradations of seriousness may be found by examining what happened during the crime. For example, the use of threats, weapons, evidence of physical harm or monetary loss may be more indicative of the extent of harm that crime causes the elderly.

In general, the SES sample was more likely to be threatened with harm (33.3%) if victimized than the AARP sample (13.6%). Within all crime types except assault, the SES members were more likely to be threatened.

Crimes committed against the SES group again appeared to be slightly more serious in regards to threat with a weapon. Of the SES victims who were threatened, 9 out of 20 (45.0%) reported that the threat was reinforced with a weapon. For AARP, 6 out of 16 (37.5%) reported the use of both threats and a weapon.

In addition, one-third of the SES victims (14 out of 57) indicated they had been attacked

* Questions concerning loss of money were accidentally omitted from the Spanish questionnaire.

physically during the commission of the crime. Only 7% (8 out of 115) of the AARP victims reported being physically attacked.

Both AARP and SES victims* were equally likely to lose money. Eighty-eight percent (88%) of both group's victims reported a loss of money, primarily due to pickpocketing/pursesnatch, property theft, and property destruction (AARP only). Among those losing money, AARP was slightly more likely to lose a greater amount of money. The greatest amount of money, for both groups, was lost due to property theft, followed by pickpocket/pursesnatch.

An overall view of effects of crime in the two groups indicates that SES victims were more likely to be threatened with harm, threatened with a weapon, and physically attacked; they were also equally likely to lose money. It would thus seem that although not more likely to be victimized on the whole, the SES victims were more likely to suffer the more serious effects of crime. It is plausible that SES's greater fear of crime is based on the realization that, if victimized, they are more likely to be seriously harmed (threat, physical injury, money loss) by crime.

Offender Characteristics

Who are the offenders?

An important factor in analyzing crimes against the elderly is an adequate description of the offender. Since not all victims saw their offenders, the analysis of offender characteristics is based on reports of a reduced portion of the victims (approximately 40 victims in each sample), reducing the reliability of these results.

A majority of both AARP (88.6%) and SES (81.0%) victims indicated that the offender was a stranger to them. In addition, the majority, nine out of ten victims (AARP and SES) reported that their offender was male.

Two-thirds (66.7%) of the SES victims reported that the offender was Black. The remainder (33.3%) reported that the offender was White.

The results of a comparison between races of offenders and victims indicated that White victims were equally likely to be victimized by Black or White offenders. Black and Hispanic

victims were predominantly victimized by Black offenders (91.7% of Black victims and 75.0% of Hispanic victims). Since race of the offender was only obtained from the SES sample, these data can only be generalized to elderly populations with characteristics similar to the SES group.

Of those AARP victims who saw the offender, 54.4% indicated the offender was a child or teenager, and 45.6% indicated the offender was an adult. The majority of the SES victims reported seeing an adult offender (71.8%) as opposed to a youthful offender (28.2%).

A profile of the offender in each of the samples can be summarized as:

SES	AARP
Stranger	Stranger
Male	Male
Black	-
Adult	Adult or Youth

Reporting of Crime by the Elderly

Do the elderly notify the police? If not, why not?

The majority of the elderly victims responded to crime by notifying the police. However, AARP victims (88.1% of 161 victims) were more likely to respond in this manner than SES victims (65.3% of 75 victims). The reasons most frequently given for *not* notifying the police were different for the two groups. AARP victims most frequently failed to report to the police because they believed the police would not try to do anything (39.1%). The majority of the SES victims giving a reason for not reporting to the police indicated they were too frightened to do so (30.7%). This indication of fear by SES victims is reflected by their low report rates for assault (66.7%), and pick-pocketing/pursesnatch (58.8%).

Use of Prevention Methods

What types of precautions do the elderly use to protect themselves against crime?

In order to determine what the elderly were doing (or not doing) to protect themselves against crime, they were asked to indicate the types of prevention methods they were utilizing. These prevention methods can be

grouped into three categories: *personal protections* (P) - hold onto purse, don't carry wallet/pocketbook, carry minimum money needed, carry lethal weapon, carry non-lethal weapon; *home protections* (H) - hide money in home, leave lights on, special locks on doors, special locks on windows, social security check mailed to bank, lethal weapon in home, non-lethal weapon in home; and *avoidance reactions* (A) - avoid specific areas, avoid going out at night, do not go out alone, avoid public transportation. The most common prevention techniques used were 1) hold onto purse (P), 2) carry minimum money (P) and 3) avoid areas (A). Over 50% of the elderly in both AARP and SES used these three techniques to protect themselves from crime. Over 50% of the SES elderly also avoided going out at nights and did not go out alone, both of which are avoidance reactions. The AARP, also left their lights on (55.1%) and installed special locks for their doors (49.3%), both of which are home protections. These prevalent prevention methods utilized by the elderly in each of the two may be a function of the type of crime each group is most likely to be a victim of - AARP, property crimes; SES, personal crimes.

On the whole, females took more precautions against crime than males. This is especially significant for avoidance reactions, such as avoiding going out at night, not going out alone, and avoiding public transportation. The greater probability of AARP women taking more avoidance precautions than AARP males may be due to their greater perception of the seriousness of the crime problems.

SES females were also more likely than SES males to take the home precautions of leaving their lights on (24.7% males, 35.6% females), and buying special locks for their doors (20.5% males, 30.7% females).

Although little difference was shown between the White and Black elderly in the frequency of types of preventions used, the Hispanics were significantly different from both Blacks and Whites. Hispanic elderly were more likely to avoid areas (71.5%) and carry non-lethal weapons (19.9%) while on the streets. They are less likely than Blacks and White to take home protection measures, such as leaving the lights on and putting special locks on their doors and windows. The overrepresentation of the Hispanics in assault

crimes and their under-representation in property crimes justifies the utilization of the type of prevention methods chosen by the Hispanics.

The greater the income of the AARP elderly, the more likely they were to take home precautions and the less likely to take personal avoidance precautions. Since property crimes are the most prevalent offense for AARP, as a whole, it is understandable that the wealthier members of this group would take more home precautions to protect themselves.

In order to determine if prevention methods were increased due to becoming a victim, type of crime and prevention methods were compared. Many types of preventions were increased due to victimization of various types. The victims of property crimes took additional home protections. Victims of personal crimes were more likely to increase the use of avoidance and personal protections. Because many of the personal crimes, especially assault and pickpocket/pursesnatch, were most likely to occur in the streets, the additional use of avoidance protections is understandable.

In general, the elderly in both groups increased the use of prevention methods if they perceived fear of crime as a serious problem. This was especially true for members of the AARP group, who were more likely to increase their use of almost all prevention methods. The only significant increases due to fear of crime for the SES group were for holding onto their purses, hiding money in their homes, avoiding areas and going out at night, carrying non-lethal weapons, and leaving the lights on (which increased with fear of property theft only).

Avoiding certain areas and avoiding going out at night were the most likely reactions in response to the fear of crime. In other words, those elderly who perceived fear of attack by adults or youths, or fear of property theft as a serious problem increased the use of these two avoidance reactions to a greater degree.

Thus, the elderly are responding to crime and the fear of crime by increasing the use of prevention methods against specific crimes most likely to affect them.

Conclusion

Fear of crime was found to be one of the three most serious problems for the elderly (the

others were poor health and lack of money). This problem was more serious for SES members and especially serious for the Hispanics.

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

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

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

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

One of the expected effects of fear of crime and/or victimization upon the elderly was a reduction in their activity levels. Neither the fear of crime nor the crime itself reduced the activity levels of the elderly as measured by frequency of trips to the grocery store, the bank, post office, etc. Although the elderly indicated that fear of crime restricted their activities, it did not restrict the frequency of trips for the type of activities measured in the survey.

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

More specific to the two groups, over half of the AARP members took additional precautions for their homes, such as leaving their lights on, and installing special locks on their

doors. SES, on the other hand, took other avoidance precautions -- not going out alone and avoiding going out at night.

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

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

SECTION II ISSUE SUMMARIES AND 1978 PRIORITY OBJECTIVES

This section consists of the following parts:

- Issue Summaries
- 1978 Top Twenty Priority Objectives

The Issue Summaries portion of this section consists of a summarized analysis of seven major issues/problems selected for study:

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

The seven major issue statements were developed for purposes of establishing a framework to analyze the problems associated with crime and the elderly.

This summary of the issue analyses includes the identification of general needs and objectives identified in the plan for a multi-year effort to combat crime against the elderly.

The top twenty priority objectives are a list of twenty plan objectives selected by the Task Force on Crime and the Elderly from among the over eighty suggested objectives. These top twenty objectives were designated as the most important plan objectives for 1978. They should receive emphasis for implementation during 1978-79 (See the Task Force Policy Statement).

ISSUE SUMMARIES

Issue 1

By what means can agencies in the executive branch more effectively and efficiently coordinate and deliver crime prevention services to the elderly?

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

The Department of Health and Rehabilitative Services is the most extensive service delivery agency to Florida's elderly. The Aging and Adult Services Program Office aims at keeping the elderly independent for as long as possible through a wide range of services such as health care programs, counseling, homemaker services and nutritional services. The Health Program Office of DHRS, through local County Health Departments, provides a wide range of health care services to anyone requesting them. In addition, the Mental Health Service Program Office administers funds for the provision of mental health services, many of which are specifically targeted at the elderly.

The Florida Department of Education, through its various offices, provides for the education of and research concerning the elderly of Florida. The Adult and Community Education Section of the Division of Public Schools administers funds for local community education programs, many of which are targeted at the elderly. The University Division provides state funding for gerontology research centers at state universities in Florida, and also administers federal funds for programs relating to the delivery of continued education, many aimed at the elderly.

The Help Stop Crime program, located in the Attorney General's Office, is responsible for developing crime prevention packages,

targeted at specific groups or crimes, for statewide dissemination. An ad-hoc committee on Crimes against the Elderly has recently been appointed to investigate and develop educational material concerning the elderly.

Other services provided by agencies across the state include: a monthly newsletter for the elderly by the Division of Consumer Affairs, Department of Agriculture; public housing provisions for the elderly through the Housing Assistance Section of the Department of Community Affairs; Community Action (recreation, feeding, etc.) funding through the Department of Community Affairs; reduced rates and additional equipment for the elderly utilizing public transportation through the Department of Transportation; older worker specialists for elderly employment by the Division of Employment Security; health care funding through Medicare and Medicaid; specialized crime prevention offices at local law enforcement agencies; and legal services for the elderly through the Florida Bar.

In order to coordinate current programs into a more effective system to combat crime against the elderly, four primary needs were established. First, for better coordination of services, all agencies providing crime prevention or elderly service programs should be made aware of each other and jointly work together in a technical assistance committee aimed at this goal by March 1978. In addition, Help Stop Crime! should by April 1978, make all of these agencies aware of its current expertise in the area of crime prevention against the elderly.

Secondly, it is necessary to insure that any available literature on crime prevention be adequately distributed to the elderly in Florida by the end of 1978. The BCJPA should develop a clearinghouse for dissemination of current and future literature in this area. The base of the distribution lists should be provided by DHRS through a continually updated list of elderly clients. In addition DHRS should work with Help Stop Crime to develop the most adequate techniques for the training of the elderly in the crime prevention area. Addi-

tional literature should be developed where needed, including 1) a pamphlet by Help Stop Crime! on the reporting of fraud, and 2) a pamphlet on medical fraud by Medicare and Medicaid. The Consumer Services elderly newsletter should be used as a source for distribution of crime prevention information and efforts should be made to increase the circulation of this newsletter to more of Florida's elderly.

Third, many agencies providing services to the elderly, should additionally work to provide crime prevention aid to their contacts by 1979. Aging and Adult Services should identify crimes against the elderly as a priority problem. In addition, the local councils of Adult Education and Community Services

should be urged to identify this as a problem area. Programs dealing with crime prevention for the elderly should be added into existing services by the Public libraries and Community Action Programs.

Finally, additional research into the best crime prevention techniques to be utilized with the elderly is immediately needed. The Board of Regents should give a high priority to crime and the elderly in its STAR programs. The BCJPA should establish a discretionary fund for demonstration projects in this area. In addition, the BCJPA should work with the Board of Regents in an exchange of information concerning their relevant projects, with this exchange expanding to quickly include all other state agencies.

Issue II:

By what means can adequate data/information be provided and used to assure the provision of reliable decisions that will improve the efficiency and effectiveness of affected delivery systems?

Reliable decisions for the improvement of service delivery systems depend upon reliable data/information from the systems providing such services. While the criminal justice system, through its various agencies, generates the majority of data related to crime occurrences and criminal justice system performance, the problem in Florida has been the failure to develop a method by which the various agencies can share data.

The state agencies in each component area, the Florida Department of Criminal Law Enforcement (FDCLE), the Department of Offender Rehabilitation (DOR), the Department of Health and Rehabilitative Services (DHRS), the Florida Parole and Probation Commission (FPPC) and the Supreme Court are in the planning stages of a developing criminal justice shared information system (CJSIS). This system, once implemented will have the capability to 1) track offenders through the entire system, and 2) provide statistical data for the purpose of monitoring, evaluation and problem identification and analysis.

While at present, computerized criminal histories are collected by FDCLE on the dispositions of all offenders detained in state-operated correctional facilities, insufficient information is collected from local correctional facilities. Problems with both

data collection and processing systems have prevented this system from providing adequate tracking information. Collection and processing problems in the individual systems must be worked out if the CJSIS system is to be adequately developed and function properly.

Another data collection problem arises with crime reporting. While not all reported crimes are reported to the police, but to other agencies, an estimated 50% of all crimes are never reported. Therefore, current UCR statistics do not measure the true incidence of crime. Victimization surveys, if properly used, may provide more adequate crime rate information for certain types of crimes and thus more effective planning in these areas.

Information is collected by other data/information systems besides the criminal justice system. However, due to different definitions, data bases, and breakdowns, information from the various systems cannot be reliably merged or compared.

In order to upgrade data/information concerning crime and the elderly, four major needs and objectives for their solution were suggested. First, additional data on elderly victims is a necessity. Both UCR and the State Attorney's Office should begin collecting data on victim characteristics, especially age, and decisions regarding elderly victims by 1979.

Other agencies which are a potential source of other needed data must be identified and begin data collection by 1980.

Secondly, data concerning crime and the elderly must be consistently analyzed and put into usable form for key decision makers. The BCJPA, by 1979, should begin an annual analysis of elderly data to be disseminated for the use of key decision makers by 1980.

The public must be accurately informed regarding crimes against the elderly and must be made aware of possible techniques to prevent these crimes during 1978. Help Stop Crime! should develop a basic package devoted to crime and the elderly and crime prevention techniques for distribution to local law

enforcement agencies and crime prevention programs. Public educational programs should be evaluated and information updated in order to insure that the public is properly advised.

Finally, more research is needed into the "causes" of crimes against the elderly. The BCJPA should make its data bank available to researchers by 1980. In addition, the Bureau should carry out victimization surveys at three to five year intervals in order to continually assess the state of crime against the elderly in Florida. The Board of Regents should give high priority to research aimed at elderly victimization for the funding of state government agencies in the near future.

Issue III:

By what means can affected systems be utilized to anticipate, recognize, and appraise elderly crime risks and initiate actions to remove and reduce those crime risks?

Crime prevention theory speaks to the issue of reducing the *opportunity* for a crime to occur and reducing the *initiative* of a person to commit a criminal act. This can be done in a variety of ways that focus on the vulnerability of the elderly that makes them the prime target for an opportunistic criminal. In order to impact on reducing the vulnerability of the elderly to crime, efforts to minimize the consequences of their vulnerability must be addressed.

The issue of reducing initiative in criminals is as broad as the societal conditions which contribute to the commission of a criminal act. Numerous social ills have been suggested as causative factors, including lack of education or housing, unemployment and poverty. The provisions of programs that impact on reducing initiative for criminal activity will serve to prevent crimes against the elderly while eliminating some of the conditions that breed criminal activity.

Prevention programs should primarily aim at reducing elderly vulnerability to criminal victimization. However, prevention in this area is seriously deficient, especially in the areas of reduced or low income, social isolation, and high crime areas.

A good percentage of Florida's elderly live on fixed incomes, primarily from social se-

curity. The impact of any loss of economic resources is thus greater among the elderly. Prevention programs which focus on theft of social security checks, victim compensation programs, offender restitution, and crime insurance programs will impact greatly in this area. In addition, Florida's Victim Compensation Law (SB 175) provides compensation to victims of violent crimes. An amendment has been introduced to automatically qualify all recipients of social security for these funds.

The fact that many of Florida's elderly are isolated makes isolation one of the contributing factors to crime as well as eliminating participation in society. Programs such as congregate living, congregate meals, and transportation programs will aid in reducing the isolation of the elderly.

Because the elderly in Florida often live in low income, high crime areas, they become easy crime victims. Special housing for the elderly should be situated in areas of less criminal activity. Public housing, retirement housing, and congregate living arrangements all may contribute to a reduction in crimes against the elderly. In addition, location and architectural design are extremely important variables for safe housing.

In order to more effectively prevent crimes against the elderly, five major needs and objectives for their solution were identified. First, legislation should be developed providing prescribed sentences for those committing crimes against the elderly. By 1979 the Florida Legislature should draft and implement such a law.

Secondly, services to the elderly must be more effectively coordinated. The HRS Aging Program office by 1978, should develop a clearinghouse capacity for all services to the elderly and should identify all available services for the elderly.

Additional crime prevention programs must be developed to reduce or prevent criminal victimization of the elderly in areas having more than a 30% concentration of elderly or in those areas deemed to be high crime areas. Programs should aid the elderly in helping themselves and should prepare elderly

volunteers as aides in crime prevention programs.

Fourth, improved security is necessary in all housing for the elderly. Building code provisions should call for the installation of target hardening devices in all public or subsidized housing for the elderly by 1980. Security patrols should be established in congregate housing facilities and regular and routine police security checks should be instituted in housing for the elderly. In addition, local units of government should design and build special housing types for the elderly.

Finally, legislative action must be taken to reduce the economic hardship of criminal victimization. The Florida Crimes Compensation Act should be amended to make those receiving social security automatically eligible by 1978 and to increase the availability of crime insurance to the elderly at affordable rates by 1979.

Issue IV:

By what means can Florida's juvenile justice system be optimally effective in serving or rehabilitating juveniles who have been alleged to be or adjudicated as delinquent in order to help restore these offenders to law abiding behavior?

The findings of various national studies done on crimes against the elderly seem to indicate that the elderly are being heavily victimized by juveniles. In Florida, juveniles accounted for 43% of all arrests for Part I crimes in 1976. In addition, most counties where the elderly are heavily concentrated show high percentages of juvenile arrests for these crimes. Unfortunately, however, no data is available to determine what percentage of the Part I offenses by juveniles were committed against the elderly.

Research, investigating juvenile delinquency, conducted by the Congressional Subcommittee on Housing and Consumer Interests supports the premise that certain social conditions, specifically, inadequate educational and employment opportunities, and poor health conditions, are contributing factors to involvement in delinquent activities. While scattered programs for youth exist in Florida for alternative education and health care, both physical and mental, these programs are limited and few in number;

many suffer from lack of funding. In addition, unemployment programs for the large number of unemployed in Florida are greatly needed and deserve more concern as the experience of unemployment may seriously impair their personal, economic and social development. These problems, and programs to combat them, need careful consideration in our efforts of preventing crimes against the elderly.

Inevitably, though, lawbreaking is common for many youth and the decision as to how best to divert or rehabilitate youngsters must be dealt with. Current problems must be addressed in regards to detention, probation and aftercare, and treatment programs, in order to increase the effectiveness of the system or reduce its negative effects.

At present, a large number of youth are being detained at detention facilities throughout Florida. A majority are detained because they are seen as a threat to the property of others. Such detention may be

"inappropriate" when considering the possible negative labeling effects incurred by detention and system processing. For those youth who "must" be detained, transportation, medical and dental, and educational facilities or programs are greatly lacking. The detention process for youth must insure the proper handling and care of youth if results are to be successful.

Finally, the effectiveness of both residential and non-residential treatment facilities for delinquent youth is lower than should be expected. Both residential and non-residential facilities are seriously under-staffed. Non-residential facility workers carry a caseload of approximately 53, far higher than that of the average residential treatment staff. More emphasis needs to be placed upon the development of both types of programs, especially the less expensive non-residential programs.

Needs and recommendations for dealing with the problems of delinquency included thirteen major issues. Seven were aimed at the prevention of youth problems potentially leading to delinquency. These included the following:

- Provisions for the development and implementation of alternative education programs in all school districts by 1980;
- Development and implementation of school programs aimed at increasing the respect for law and human rights, and awareness of the elderly by 1982;

Issue V:

By what means can the law enforcement component of the criminal justice system increase the apprehension of and more effectively process accused offenders who commit offenses against the elderly?

In the area of law enforcement, two major needs are of concern. Of primary concern is the need to upgrade management capabilities to assure the most effective performance from this part of the criminal justice system. Secondly, there is a need to determine the most adequate means and deployment of patrol officers in order to provide efficient service to the public.

Lack of adequate management of law enforcement agencies is a primary cause of

- Development and implementation of programs and information to increase job opportunities, to increase vocational training, and to aid youth in finding employment in their communities;
- Improve and implement programs for the early detection of health problems and for intensive treatment of those youth who are severely disturbed by 1979;
- Expand programs aimed at aiding families in family planning and spacing; and
- Development of programs to make youth aware of substance abuse, and to prevent and treat its occurrence by 1979.

The remaining needs and objectives aimed at upgrading facilities and treatment for those youth already found delinquent.

- Development of special programs and facilities for those delinquents who are retarded, by 1979;
- Increase emphasis on and improve the non-residential treatment facilities for delinquents, in order to decrease their rate of failures;
- Improve education programs in treatment facilities;
- Provide more and better staffing for residential treatment alternatives; and
- Develop and implement programs of restitution for those found delinquent.

their failure to reach higher potential efficiency. In many agencies, a deficiency was found in the propagation of policies and procedures for law enforcement personnel which led to the use of less effective methods and techniques. The unavailability of modern management technology especially leads to problems with record management, and patrol deployment. Many agencies, where possible, fail to utilize the services of consultants and to share capabilities with other law enforcement agencies. In addition, there is a noticeable lack

of planning, research, and evaluation of law enforcement procedures and activities, leading to a failure to identify those areas most needing improvement and the best means of attaining these improvements.

Of great concern is the utilization and employment of law enforcement officers to most adequately meet the needs of the public they serve. Patrol workload studies, considering the crime incidence, call for services, and arrests, are needed throughout agencies in Florida to determine the most efficient use and deployment of officers. Improved management techniques and technical resources can aid in increasing both deterrence and apprehension of criminals as well as general service to the public. Many different types of officer utilizations have been researched, including; low and high visibility patrols, various assignment types, use of non-sworn officers, by officer skills, and specialized enforcement units. In addition, proper educational requirements and officer training is a necessity for efficient handling of these various duties. Only total planning of the most effective way to meet the needs of the community with the resources and manpower available can assure that each law enforcement agency meets up to its highest capabilities.

To increase the capabilities of law enforcement agencies and to more effectively meet the needs of the public, six major needs and objectives for their solution were identified. First, a standardized and validated measure of law enforcement performance and

effectiveness is necessary to adequately evaluate law enforcement agencies. The BCJPA in accord with STAR should develop such a measure by July 1978 for distribution to criminal justice planners, planning units and law enforcement agencies by 1980.

The second necessity for upgrading law enforcement capabilities is the development of planning, research, development and evaluation abilities. The BCJPA regional planners should develop a strategy to do so which should be implemented by 1979 in medium and large agencies.

Thirdly, specialized training should be available for specific crimes/jobs. In particular specialized training relating to crime and the elderly, crime prevention, and relations with the elderly should be developed by July 1978.

In order to assure the most effective deployment of officers, designated criteria should be developed by 1979 to employ non-certified employers where the utilization of a certified officer is unnecessary, and patrol deployment plans should be implemented in agencies serving a high concentration of elderly, by 1979.

Finally, the use of crime specific tactical units to enforce specific laws must be increased. The Strategic Organized Crime Capability should be continued. In addition, the need for criminal fraud enforcement should be assessed and specialized fraud units be implemented in agencies serving large elderly populations, by 1979.

Issue VI:

By what means can the judicial component of the criminal justice system improve the process of prosecuting offenders who commit crimes against the elderly and preserve the rights of the victim and the accused?

While little hard data is available on a uniform basis regarding elderly victims of crimes, limited studies have disclosed the particular vulnerability of the elderly to certain categories of crime - i.e. purse-snatching, fraud, etc. The elderly have voiced opinions in two major areas concerning court processing - 1) treatment of the victim when in court and 2) inadequate and lenient handling of the offenders of crimes against the elderly.

The elderly who must go to court to testify often find themselves confused about procedures and waiting long hours in inadequate facilities. Only 38% of court buildings provide information desks. Many court buildings are old and out-of-date, needing serious renovations. Often waiting times for witnesses drag on for hours, as the witness is unaware of when he or she will testify. While some innovative programs have been tried, - i.e. transportation

for witnesses, telephone notification service, efforts in this area have been minimal. Improved facilities, better information and communication systems, telephone alert systems, and video-taped testimonies are among suggestions for the improved handling of elderly witnesses.

The processing of the offender in many ways is left open to discretion of administrators. The State's Attorney's Office screens out approximately 28% of cases brought before them, these never reaching court. While pretrial intervention programs are in many places available only approximately 3.3% of defendants are diverted. Standards, emphasizing the development of citizen dispute settlement programs, have been met through six programs in Florida. While these programs may ease the burden of court processing, they must be utilized more fully to "weed out" those offenders who are not a danger. The benefits to society from channeling an offender out of the system may outweigh any harm done to society by abandoning criminal prosecution.

In addition, sentencing of offenders by judges often appears arbitrary. Most judges have never visited the correctional institutions to which they sentence offenders. Sentencing councils have been suggested to standardize sentences, in which a group of judges assists the sentencing judge in determining sentences for trials in progress. While recent statutes provide for increased penalties with offenders with prior felony convictions, it has been indicated that many offenders qualifying are not prosecuted under its provisions. The deterrent effect of this statute could be enhanced by increased prosecution.

In order to improve court procedures, especially relating to crimes against the elderly, five major needs and recommendations for their solution were identified. First, in order to make the most efficient use of

available resources, defendants should be screened out or diverted where processing will be of little benefit. By 1980 the Supreme Court should enact rules and legislation for the increased use of non-judicial alternatives. In addition, diversion programs utilizing elderly persons as volunteers or counselors should be implemented by 1982.

Secondly, in order to assure intelligent processing decisions at key stages of the adjudication process, the Supreme Court, during 1978, should study the extent of sentencing disparity in Florida, and make recommendations for its remedy.

Thirdly, court-community relations should be upgraded through the establishment of programs involving voluntary support, especially elderly, through the development of information service facilities, and the designation of information officers.

To upgrade the judicial system it is also necessary to focus on particular crime or judicial system problems. State Attorney prosecution capabilities for specific crimes, especially for types of fraud, as well as special emphasis programs for elderly victims in crime categories of which they are most vulnerable, should be developed. Action programs should also be instituted to protect witnesses and complaint signers. In addition, special efforts should be made to deal with mentally-ill defendants and social/psychological problems.

Finally, professional management and administrative techniques should be utilized to increase improvement and development in the following areas: photography of property, juror utilization techniques, witness coordination programs, pilot programs using videotapes and upgrading court facilities (i.e. provisions for waiting rooms for witnesses and jurors).

Issue VII:

By what means can the correctional component of the Criminal Justice System reduce the rate of offender recidivism and increase the rate of integrating offenders into society?

In order to reduce crime among the elderly and the fear of crime, it is necessary to reduce the occurrence of crime due to recidivism by effectively rehabilitating the offender. The

most serious and urgent problem faced by the Florida prison system is extreme overcrowding which of necessity leads to an overemphasis on custody and security, and less time

and resources devoted to rehabilitation. Changes in the correctional system are of necessity if there is to be a reduction of repeat offenses.

The use of diversion programs in Florida has been minimal, as Florida holds one of the highest incarceration rates in the country. While programs have been developed, including probation, coordinated pretrial intervention and community services, the use of these have been minimal and therefore need to be utilized more fully. In addition, in the majority of counties in Florida, no services of this nature are provided for misdemeanants. Diversion programs must be implemented and expanded for use by "safe" offenders, in order to ease the burden of the prison system.

The second area seriously lacking is rehabilitation. Too many offenders are being released, unable to function as law-abiding citizens. Resources being limited due to overcrowding, inmate classification and treatment have been given little emphasis. A decrease in the use of parole results in a larger number of offenders being turned onto the streets without adequate adjustment time. While educational and vocational programs have been developed, few efforts have been devoted to helping those with character, emotional, or psychological disorders. In order to reduce recidivism among inmates, adequate treatment programs and services must be developed and instated for the incarcerated offender at both the state and local levels.

Inadequate coordination and communication on a state-wide level have resulted in duplication and overlap due to segmented service delivery. A primary cause of this problem is that local correctional facilities are still part of the local law enforcement systems. In many areas jails are in poor conditions, failing to meet minimum standards, and providing no special treatment or adequate services. Local agencies must be separated from law enforcement in order to assure coordination on a statewide basis and increased effectiveness.

Another area of concern is that correctional staff, both management and service delivery, are inadequately oriented, trained or utilized to accomplish rehabilitative goals. While the Corrections Standards Council has established minimum requirements, these refer only to the

entry level, leaving many staff below needed ability. In addition, turn-over rate for employees is high, spurred by both low job satisfaction and morale. In order to run an effective correctional system, it must be able to hire and keep competent and well-trained staff members.

The final area of concern is the lack of capability to access the system's impact on the offender. Without such a capability, the effectiveness of the system cannot be determined and adequate data and information for key decisions is unavailable. While DOR has been funded to develop an offender-based tracking system and a management information system, these have not as yet been fully implemented. Without such ability to access correctional impact, it becomes difficult to improve the current system and assess its effectiveness.

Numerous needs and their solutions were identified under each of these five problem areas. Under the problem area concerned with increased diversionary tactics, objectives included:

- Implementation of Probation/Restitution houses in all 20 judicial circuits in Florida by 1980;
- Expansion of community service personnel and study of feasibility and strategy for implementing such services for misdemeanants in order to provide more intensive supervision; and
- Requirement that all local facilities dedicate some staff to pretrial intervention programs.

In order to better effect rehabilitation, the following objectives were developed:

- Reduction in workload at Reception/Medical Center in order to better provide inmate classification and placement services;
- Provision of individual and group counseling and other psychotherapy programs at every major institution in the prison system;
- Training and employment of intake, diagnostic, and classification workers in every county and metropolitan municipal jail;

- Separation of pretrial and posttrial offenders in local jails, for the better provision of treatment programs; and
- To provide specialized treatment to youthful offenders.

To better coordinate services at a statewide level, it was recommended:

- Detection and upgrading of inadequate facilities, and building of adequate new facilities;
- Development of temporary residential programs for ex-offenders returning to their communities; and
- Monitoring of and technical assistance provision to local correctional facilities by DOR.

To provide more effective staffing:

- Expansion of inservice training and continuing education programs; and
- Special recruitment efforts toward women, minorities, paraprofessionals, and ex-offenders.

To develop the capacity to better assess correctional impact on offenders:

- Expansion of program planning, evaluation and research capabilities within local and state system, and to encourage research by private and public agencies; and
- Establishment of a useful management information system with uniform data collecting and data retrieval capability.

SUMMARY OF TOP TWENTY 1978 PRIORITY OBJECTIVES

Problem

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

Recommendation (Priority 1):

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

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

Problem

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

Recommendation (Priority 2):

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

The Department of Administration has recommended the approval of a \$118,262 LEAA grant for the Florida Urban League and the implementation of 39 crime prevention projects identified in the FY '78 Criminal Justice Plan for Florida. Contact will be made with the Florida Police Chiefs Association, Florida Sheriffs Association, Metropolitan Planning Units, and Regional Planning Councils, urging their cooperation in helping to establish crime prevention programs.

Problem

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

Recommendation (Priority 3):

The Bureau of Criminal Justice Planning and Assistance (BCJPA) should establish a discretionary fund for projects targeted at reducing crimes against the elderly. The fund would be categorical and mainly for pilot demonstration efforts with a monitoring and evaluation component. The funding

level should start at \$500,000 in FY 1978, go up to \$1,000,000 in FY 1980, and decrease to \$750,000 in FY 1981. Possible sources are the block grant matching trust fund and/or restitution and fines.

Problem

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

Recommendation (Priority 4):

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

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

Problem

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

Recommendation (Priority 5):

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

Problem

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

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

Recommendation (Priority 6):

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

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

Problem

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

Recommendation (Priority 7):

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

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

Problem

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

Recommendation (Priority 8):

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

Problem

Police Officers in the state are not required and do not have available to them certified police curricula on the subject of crime and the elderly. Additionally, if comprehensive training programs were made available

through the Police Standards and Training Commission, the majority of the state's 2,000 police officers would not receive training by 1981.

Recommendation (Priority 9):

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

Problem

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

Recommendation (Priority 10):

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

Problem

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

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

Recommendation (Priority 11):

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

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

Problem

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

Recommendation (Priority 12):

Law enforcement agencies and other social service agencies should establish programs to train and use elderly volunteers as aids to law

enforcement agencies in crime prevention programs.

The Department of Administration will communicate to the Department of Legal Affairs and Help Stop Crime! (HSC) project that elderly volunteers should be used in law enforcement and other social service agencies in projects of crime prevention nature. The "HSC" program should be requested to develop program guidelines and training guides for local law enforcement agencies and to inform such agency to intensify their efforts, where feasible, in the use of elderly volunteers and para-professionals. The Department of Health and Rehabilitative Services' program for recruiting volunteers should be expanded to address this need.

Problem

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

Recommendation (Priority 13):

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

Problem

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

formal learning process with a wide diversity of learning experiences. To make school a truly educational experience, many of them require employment of non-traditional resources and educational environments. There is a need to promote alternative ways to learn within the school setting. It is crucial to the success of any alternative program that students involved not be stigmatized for their participation. According to a 1976 report by the Florida Department of Education, approximately one-half of Florida's 67 counties provide some type of in-school suspension program for problem youth; however, even those programs vary considerably in context and structure.

Recommendation (Priority 14):

Legislation should be enacted in the 1978 Legislative Session that will call for the development of a statewide program of alternative education in order to fit learning experiences to the differing needs and interests of individual children.

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

Problem

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

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

the state should be able to impact on the recidivism rates of youthful offenders and, thus reduce crime.

Recommendation (Priority 15):

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

Problem

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

Recommendation (Priority 16):

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

Problem

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

Recommendation (Priority 17):

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

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

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

Problem

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

Recommendation (Priority 18):

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

Problem

While no hard data is available concerning threats, extortion and retribution attempts against complaint signers and witnesses to

crimes, public hearings of the Crime and the Elderly Task Force in 1977 highlighted problems of this nature.

Recommendation (Priority 19):

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

Problem

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

Recommendation (Priority 20):

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

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

END