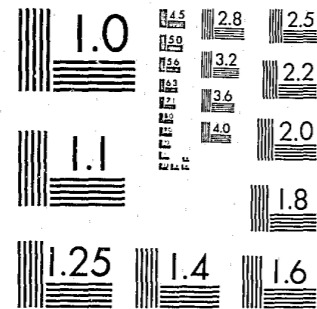


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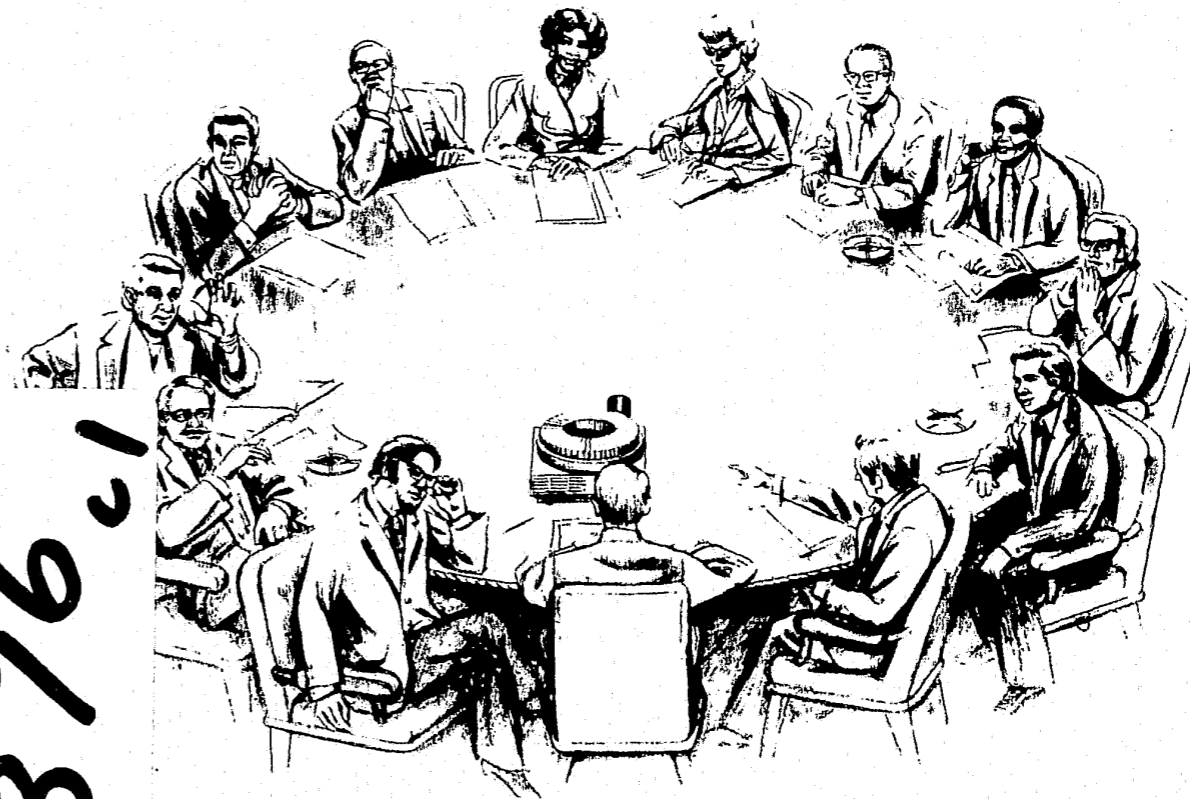
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# CRIMINAL JUSTICE STANDARDS AND GOALS FOR FLORIDA: A CASE STUDY



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U. S. Department of Justice  
Law Enforcement Assistance Administration  
Office of National Priority Programs

April 1975

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U.S. Department of Justice 81376  
National Institute of Justice

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## I INTRODUCTION

Florida was one of five states selected by the Law Enforcement Assistance Administration (LEAA) for an in-depth case study on criminal justice standards and goals. The purpose of this document is to explain rather than to evaluate, the approach used by Florida in developing such standards and goals and the successes and problems encountered. Because Florida has progressed further in the development process than most other states, its experience can be of assistance to those states that are just beginning to develop their own criminal justice standards and goals.

The information in this case study was gathered chiefly through interviews (see Appendix A) and through documents provided by the State of Florida.

The case study first provides background information on Florida, i.e., population and crime characteristics, criminal justice system, and criminal justice planning processes. The study then delves more deeply into Florida's methods for development of standards and goals and plans for implementation. Also included is an assessment by participants of the major strengths and weaknesses of the process.

## II BACKGROUND INFORMATION ON FLORIDA

Before describing the activities undertaken in the State of Florida to develop criminal justice standards and goals, we present a brief description of the state, its people, its crime rate, and the comprehensive planning process of its state planning agency--the Bureau of Criminal Justice Planning and Assistance (BCJPA). This description may help the reader understand why certain actions were taken in lieu of other alternatives. Criminal justice planners from other states may compare their own state characteristics with those of Florida, and then perhaps may utilize the procedures found to be most useful by Florida developers of standards and goals.

### A. Demography

According to the U.S. Bureau of the Census, Florida had a 1973 population of 7,678,000. This figure represented a 53-percent increase over 1960, making Florida the fastest growing large state in the nation. A singular characteristic of this growth is that immigration produces 20 new residents for every one resident gained by natural increase.

Eighty-four percent of Florida's population resides within the state's 14 Standard Metropolitan Statistical Areas (SMSAs). Ten of these SMSAs are located along the extensive coastline, which is one of Florida's outstanding physical characteristics. The concentration of population in these SMSAs is illustrated in Table 1.

Tables 2 and 3 illustrate a characteristic of the Florida population that is noteworthy. Only 14 incorporated cities have populations in excess of 50,000; these cities are only 5.3 percent of the 263 municipalities

Table 1

FLORIDA POPULATION, BY SMSA: 1973

SMSA	Estimated Population
Miami (Dade County)	1,408,000
Tampa-St. Petersburg	1,262,000
Fort Lauderdale-Hollywood	724,000
Jacksonville (Duval County)	672,000
Orlando	535,000
West Palm Beach-Boca Raton	399,000
Pensacola	267,000
Lakeland-Winter Haven	252,000
Melbourne-Titusville-Cocoa	240,000
Daytona Beach	188,000
Sarasota	144,000
Fort Meyers	128,000
Tallahassee	126,000
Gainesville	115,000
State of Florida	7,678,000

Source: "Crime in the United States--1973,"  
Federal Bureau of Investigation,  
Washington, D.C., Table 5



Table 2

## CITIES WITH POPULATIONS OVER 50,000

City	Estimated Population
Jacksonville (Duval County)	523,260
Miami	340,400
Tampa	277,767
St. Petersburg	235,000
Fort Lauderdale	147,793
Hialeah	125,000
Hollywood	119,000
Orlando	109,811
Miami Beach	87,082
Tallahassee	76,000
Gainesville	69,105
Pensacola	65,442
West Palm Beach	60,279
Clearwater	53,752

Source: "Crime in Florida," Semiannual Report, Florida Department of Law Enforcement, Tallahassee, pp. 49-69 (1972)

Table 3

COUNTIES WITH POPULATIONS OVER 50,000  
IN UNINCORPORATED AREAS

County	Estimated Population
Dade County	600,000
Orange County	229,273
Hillsborough County	208,182
Pinellas County	170,869
Escambia County	147,221
Polk County	126,718
Pasco County	99,806
Brevard County	95,863
Broward County	92,651
Sarasota County	70,100
Manatee County	69,164
Palm Beach County	68,368
Lee County	66,395
Volusia County	63,207
Seminole County	51,005

Source: "Crime in Florida," Semiannual Report, Florida Department of Law Enforcement, Tallahassee, pp. 49-69 (1972)

in the state (Table 2). In contrast, 15 counties, or 22.4 percent of the 67 counties in the state, have populations in excess of 50,000 residing in unincorporated areas (Table 3).

The state can be divided into three areas by particular characteristics. Northern Florida, the site of several naval installations and the state capital, is engaged in shipbuilding and related industrial pursuits. Central Florida is heavily invested in agriculture and cattle raising. The southern shoreline area, the center for retirement living and tourism, attracts many visitors from the northern and north-central United States.

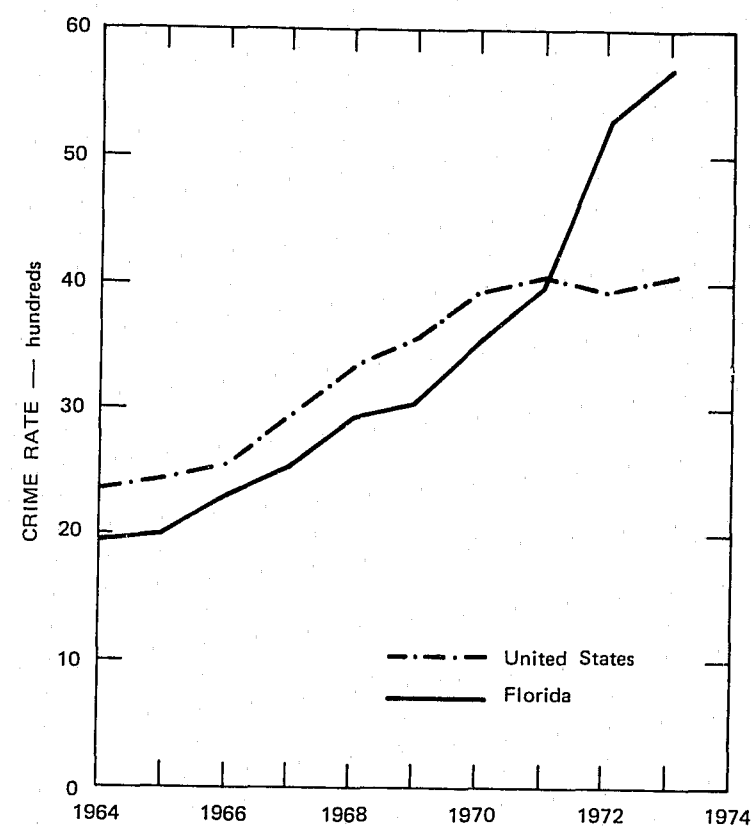
B. Reported Crime Rates

According to the Uniform Crime Report of the Federal Bureau of Investigation (FBI) for 1973, Florida ranked fourth in the United States behind Arizona, Nevada, and California, as shown below.

State	1973 Index Crime Rate*
Arizona	6703.9
Nevada	6632.1
California	6304.9
Florida	5960.3

Figure 1 compares the trend of the crime rate in Florida with that of the United States for the ten years from 1964 through 1973. In 1972, the Florida Department of Law Enforcement instituted a comprehensive

\*"Crime in the United States--1973," Federal Bureau of Investigation, Washington, D.C., Table 3. The crime rate is crime incidence per 100,000 population.



SOURCE: "Crime in the United States - 1964-1973," Federal Bureau of Investigation, Washington, D.C.

FIGURE 1 FLORIDA INDEX CRIME RATE COMPARED WITH THAT OF THE NATION

crime information system. Undoubtedly, the improvement in crime reporting procedures accounts in part for the substantial increase in the crime rate noted in that year.

In the regional groupings used by the FBI, Florida leads the other 14 states, as shown in Table 4.

Table 5 shows crime rates for 1973, by Florida SMSA. The rate of violent crimes in Miami was much higher than in other SMSAs, while the rate of property crimes was unusually high in the Daytona Beach and the Fort Lauderdale-Hollywood areas.

C. An Overview of the Criminal Justice System

Law Enforcement

In the high-crime areas throughout the state, Florida has almost 12,000 sworn and nonsworn police personnel. Some areas, like Miami and Duval County-Jacksonville, have one law enforcement agency serving the entire area. Other regions, like Pinellas County and Palm Beach County, each have over 20 agencies.

In October 1967, Florida established a Department of Law Enforcement. The department is responsible for investigating violations of the criminal code--including organized crime and rioting, allegations regarding elected public officials, and other matters. Other departmental duties include establishing and maintaining a system of fingerprint analysis, forensic science activities, and intra-state communication of criminal statistics.

A number of other state agencies also contribute to law enforcement in Florida, e.g., the Department of Highway Safety and Motor Vehicles and the Department of Community Affairs.

Table 4

CRIME RATES OF STATES IN SOUTH REGION

State	1973 Index Crime Rate
Florida	5960.3
Maryland	4791.4
Delaware	4582.6
Texas	4046.2
Oklahoma	3466.4
Georgia	3430.3
Louisiana	3402.9
South Carolina	3327.0
Virginia	3238.7
Tennessee	3060.1
North Carolina	2811.9
Arkansas	2538.9
Alabama	2512.3
Mississippi	1926.3
West Virginia	1471.5

Source: "Crime in the United States--1973," Federal Bureau of Investigation, Washington, D.C., Table 3

Table 5

CRIME RATES, BY SMSA: 1973

SMSA	Crime Index	Violent Crimes	Property Crimes
Miami (Dade County)	6726.8	947.8	5779.0
Tampa-St. Petersburg	6064.2	565.0	5499.2
Fort Lauderdale-Hollywood	7519.8	542.4	6977.4
Jacksonville (Duval County)	5861.8	668.0	5193.9
Orlando	6404.3	696.0	5708.4
West Palm Beach-Boca Raton	7125.2	634.8	6490.4
Pensacola	5613.1	539.3	5073.8
Lakeland-Winter Haven	5785.6	579.3	5206.2
Melbourne-Titusville-Cocoa	5756.2	317.5	5438.7
Daytona Beach	7861.4	668.2	7193.1
Sarasota	6584.1	341.9	6242.3
Fort Meyers	3443.8	240.3	3203.5
Tallahassee	5015.9	633.0	4383.0
Gainesville	6575.8	657.6	5918.3
State of Florida	5960.3	604.6	5355.7

Source: "Crime in the United States--1973," Federal Bureau of Investigation, Washington, D.C., Table 5

Courts

On January 1, 1973, Florida instituted a new four-tier court system designed for statewide uniformity, clear lines of appeal, and efficient administration. The new court system includes the Supreme Court, 4 district courts of appeal, 20 circuit courts, and 67 county courts. Existing metropolitan and municipal courts must be phased out by January 1977.

The Chief Justice of the Supreme Court is the court system administrator. In addition, there is an Office of the State Court Administrator, a Judicial Administration Commission, and a Judicial Council. Other legal groups include the Florida Bar Association, the Florida Board of Examiners, the Judicial Qualifications Commission, the Judicial Nominating Commission, the Law Revision Council, and official court reporters.

The chief legal advisor for the state is the Attorney General, who is charged with ensuring uniform interpretation of the law.

Each of the 20 circuit courts has a state attorney. There is also a statewide public defender system. Legal services for state departments are handled by the Department of Legal Affairs.

Corrections

Florida has 11 major institutions and 14 road prisons. Other corrections responsibilities are handled by the Community Residential Treatment Program and by Community Treatment Services. The former handles adjunct services or alternatives to incarceration; the latter administers probation and parole. A survey in 1970 showed that Florida had 167 municipal jails staffed by 1,393 personnel.

Community Crime Prevention

Community crime prevention cuts across all criminal justice agencies in Florida; therefore, its activities are difficult to delineate. Programs of special note, however, include the Governor's Crime Prevention Program, the Residential Burglary Prevention Program, the Community Armed Robbery Prevention Program, Victim Services, and Drug Abuse Prevention programs.

D. Criminal Justice Planning

1. Governor's Commission on Criminal Justice Standards and Goals

In November 1973 Florida's supervisory board--the Governor's Commission on Criminal Justice--was redesignated the Governor's Commission on Criminal Justice Standards and Goals (GCCJ/SG). The GCCJ/SG's mandate is to consider issues of crime prevention and control and to supervise the development of standards and goals. In addition, the GCCJ/SG serves as the supervisory board for the state's participation in the LEAA program. The GCCJ/SG has 24 to 31 members drawn from the three branches of state and local government, from industry, and from citizen groups composed of individuals recognized for their leadership in Florida's criminal justice system (see Appendix B).

2. Regional and Local Planning Units

Florida's unusual structure of local planning units includes ten Regional Planning Councils (RPCs)\* and five Metropolitan Planning Units (MPUs) (see Figure 2). The RPCs are multijurisdictional planning units that are responsible for many issues, including criminal justice planning. For this activity, the RPCs cover all areas of the state not included in the MPUs. Each RPC has a criminal justice advisory committee. The MPUs plan only criminal justice activities and are located in the city of Jacksonville and in the counties of Hillsborough, Pinellas, Broward, and Dade. The staffs of these planning units range from two or three people to as many as 40 people. RPCs and MPUs, like the state BCJPA, will be instrumental in approving the final standards.

\*The Regional Planning Councils are also known as District Advisory Councils or Units.

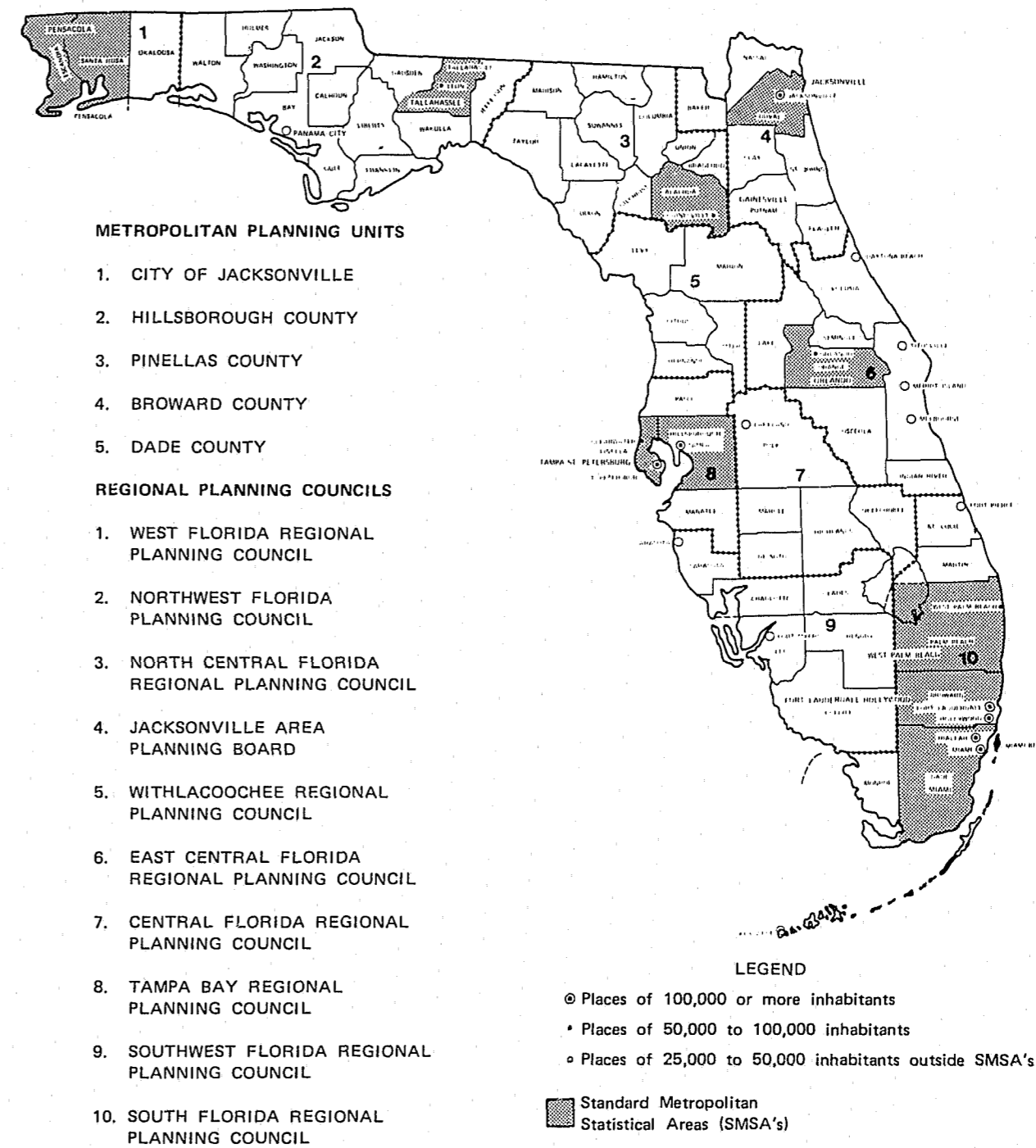


FIGURE 2 REGIONAL AND LOCAL PLANNING UNITS

### 3. The Annual Plan Development Process

For the past two years, local criminal justice planning has been done by MPUs in Florida's five largest urban areas; state standards and goals research coordinators are assigned to each of these. All other SMSAs are served by RPCs.

Planning has been largely directed toward prevention, early identification of potential offenders, and diversion of the offender, where possible, through the provision of more effective treatment based on prescriptive action. Florida has also adopted a "crime-oriented" philosophy entailing both crime-specific planning and functional crime-based planning. This approach will continue to be expanded in future years.

The steps in the Florida Comprehensive Plan development process are outlined below.

- (1) Meeting with local and regional planning units to outline the planning process and to set up data committees.
- (2) Meeting of local, regional, and state planners to:
  - Distribute planning guidelines.
  - Begin data collection on crime and existing systems.
- (3) State/local/regional plans developed.
- (4) Local/regional plans due to state for Comprehensive Plan synthesis.
- (5) Comprehensive Plan put in final form.
- (6) Submission of final plan.

### III A CHRONOLOGY OF EVENTS IN FLORIDA'S STANDARDS AND GOALS PROCESS

Significant dates and events associated with the history of the standards and goals prog. in Florida are summarized below. Shown are the approach used and the time frames entailed in accomplishing the several events in the process. More detailed information concerning each event may be found elsewhere in this report.

- |                   |  |
|-------------------|--|
| January 23, 1973  | The National Advisory Commission (NAC) on Criminal Justice Standards and Goals published its report, "A National Strategy to Reduce Crime." This report is the basis for all efforts to develop and implement criminal justice standards and goals. Six Floridians participated in NAC activities. |
| 1973              | The Florida Division of Corrections convened a special task force to develop an official response to the work of NAC.  |
| 1973              | An LEAA discretionary grant was approved by the Atlanta Regional Office to further the standards and goals effort in the State of Florida. The grant, with state matching funds, was over \$500,000. It was used for staff salaries, task force travel, printing, and related expenses.            |
| November 27, 1973 | Governor Askew issued Executive Order 73-73 by which the state supervisory board was changed from the Governor's Council on Criminal Justice to the Governor's Council on Criminal Justice Standards and Goals (GCCJ/SG).  |
| February 1974     | The GCCJ/SG met to outline a work schedule for the standards and goals development process. This schedule included five phases (this was considered Phase I) and a deadline (September 1, 1974) for the submission of a preliminary report on minimum standards and goals.                         |

February 26  
to April 30, 1974

This period was designated Phase II in the work schedule as adopted. A small staff was hired, and five task forces began work in the areas of police, courts, corrections, crime prevention, and organized crime. A task force of the chairmen of the five basic task forces was designated to be responsible for policy formation for the entire effort and to coordinate the work of the field task forces.

April 30  
to September 1, 1974

This period was designated Phase III. The task forces undertook an intensive effort to review and study standards and goals. The required preliminary report was produced and adopted before the September 1, 1974, deadline.

September 1  
to January 3, 1975

This period was the beginning of Phase IV. A research and evaluation program for analyzing the proposed standards was developed and implemented.

January 3, 1975

The preliminary report of the GCCJ/SG on the development of standards and goals was delivered to the local planning units for their review and comment. Comments are to be returned to the GCCJ/SG by July 31, 1975. In early 1975, the state planning agency (BCJPA) requested a 90-day extension of the grant from LEAA to allow a more thorough review of the recommended standards by local planning units.

August 1 to 31, 1975

The GCCJ/SG proposes to review the work of the local planning units and to integrate appropriate local comments into a final standards and goals statement and to adopt same. These approved standards will be incorporated into the 1976 Comprehensive State Plan.

September 1, 1975

Phase V will begin, during which the task forces will continue to review and update the standards and to measure the performance of Florida's criminal justice system.

#### IV ORGANIZATIONAL STRUCTURE FOR STANDARDS AND GOALS

The criminal justice standards and goals effort in Florida is under the direction and guidance of the state supervisory board: the Governor's Council on Criminal Justice Standards and Goals (GCCJ/SG), originally the Governor's Council on Criminal Justice. Its primary responsibility is to provide formal leadership for the development and implementation of standards and goals for Florida's criminal justice system. Under its new title, the GCCJ/SG is a policymaking body, rather than a "rubber stamp" for ideas generated by the BCJPA, the state planning agency. The GCCJ/SG consists of 11 state officials and 17 local officials including experts in criminal justice.

Early in the development of the standards and goals program, the BCJPA suggested that task forces be used as the organizational entities for considering specific needs of the criminal justice system. The staff recommended task forces for the areas of police, courts, corrections, crime prevention, organized crime, juvenile justice, and criminal justice systems. The GCCJ/SG refused to endorse the task force on juvenile justice on the basis that juvenile justice cuts across all functional areas and should not be divorced from the other task forces. The decision to drop juvenile justice as a task force is now being questioned. Some BCJPA staff members feel that problems of juvenile delinquency and juvenile services have not been adequately addressed by the other task forces.

Task force members come primarily from the GCCJ/SG (see Appendix C for task force membership). Others are appointed as needed. Task force membership is limited to nine, a number large enough to ensure that enough

people attend the meetings to make them worthwhile and small enough to ensure a workable group size. (The Organized Crime Task Force, an exception, has seven members.)

The composition of the task forces is fairly homogeneous, though professionally specialized; i.e., police serve on the Police Task Force; judges, a public defender, and a state attorney serve on the Courts Task Force; corrections professionals serve on the Corrections Task Force. The Organized Crime Task Force includes federal, state, and local officials engaged in the study of organized crime in Florida, e.g., officials from the U.S. Department of Justice Strike Force and the Intelligence Division in Jacksonville, and the Director of the Dade County Department of Public Safety. The composition of the Crime Prevention Task Force is the most diverse--a minister, a member of the League of Women Voters, state and city officials, and a research director from the University of South Florida.

Some BCJPA staff members have expressed reservations about the composition of the groups. On one hand, BCJPA staff and task force members widely agree that specialized groups ensure a level of knowledge of the subject matter that is beneficial for considering some of the complex standards proposed in the NAC documents. On the other hand, the task forces might have benefited from experiences of persons outside the functional area. It is hoped, however, that the extensive local review and comment phase will stimulate the outside opinions not generated in the task forces.

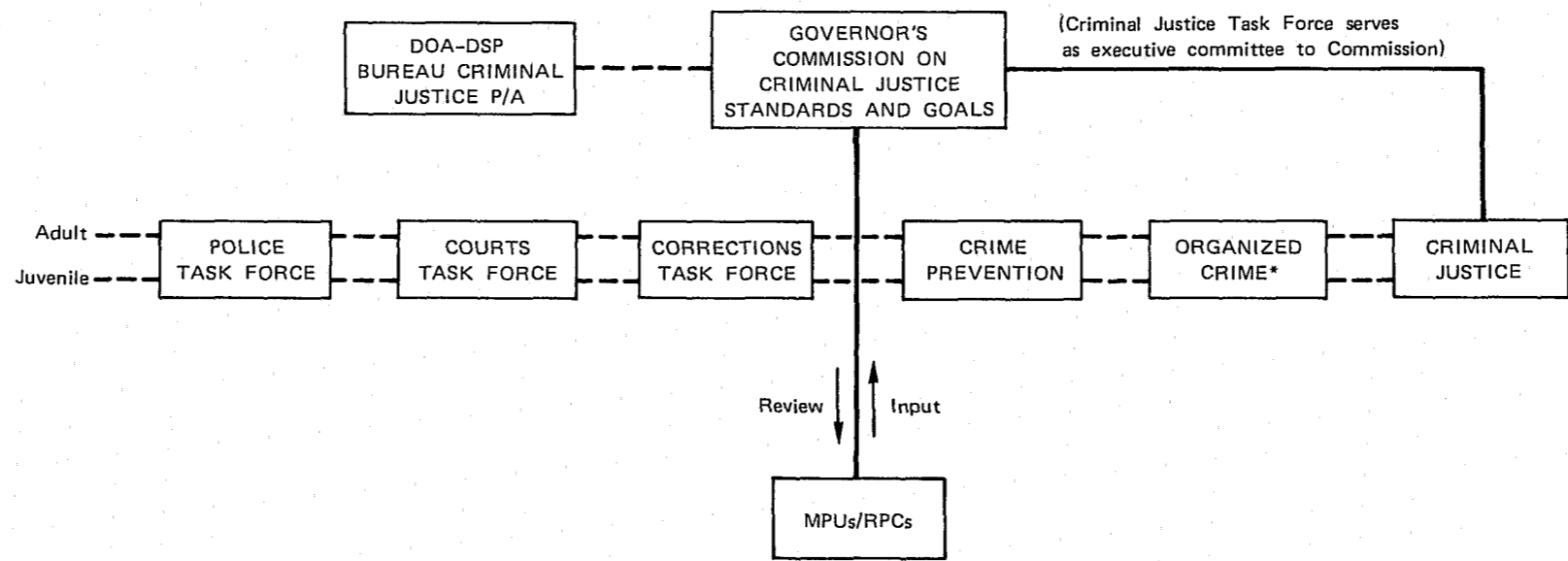
The Criminal Justice Systems Task Force is composed of the chairmen of the five other task forces. This task force has responsibility for overall standards and goals policy formation and for technical standards, e.g., those dealing with information systems and other specialized matters. As an executive committee, the Criminal Justice Systems Task Force is

supposed to mediate differences among the task forces. When there were conflicting task force opinions regarding plea bargaining, for example, the task forces met in joint session and decided to recommend a comprehensive study of plea bargaining in Florida to settle the issue. Still, despite the intent that the Criminal Justice Systems Task Force bring the other task forces together to iron out differences, this has not occurred to the extent hoped.

In planning the standards and goals program, BCJPA has relied on the existing criminal justice system; i.e., task force members have come primarily from the GCCJ/SG, and the local review and comment phase will be focused on the existing criminal justice planning units.

Florida's criminal justice planning structure is shown in Figure 3.





\*Organized Crime Task Force serves as coordinating council for state's organized crime suppression effort.

FIGURE 3 FLORIDA CRIMINAL JUSTICE PLANNING STRUCTURE

V STAFFING THE STANDARDS AND GOALS PROGRAM

The GCCJ/SG core staff for the standards and goals program consists of one project director, three research assistants, and clerical staff. This staff has helped the task forces throughout their consideration of standards and is now coordinating the outreach effort, i.e., review and comment by the local planning units on the standards approved by the GCCJ/SG. In addition, six standards and goals coordinators have been contracted and placed in the local planning units to assist in the local review and comment phase currently under way.

Members of the Florida standards and goals staff are shown below.

Helge Swanson . . . . .	Former BCJPA Chief
Charles Davoli . . . . .	Present BCJPA Chief
Ronald Kazoroski . . . . .	Former Standards and Goals coordinator; now Administrator, Plan Development and Coordination
Ritchie Tidwell . . . . .	Standards and Goals Coordinator
Mike Bridenbeck . . . . .	Standards and Goals--Courts Specialist
Maria Lago . . . . .	Standards and Goals--Community Crime Prevention Specialist
Ned Hafner . . . . .	Standards and Goals--Corrections Specialist

## VI FINANCING THE STANDARDS AND GOALS PROGRAM

Florida's standards and goals program was a major undertaking. The program was financed by a discretionary grant from the Atlanta Regional Office of LEAA--which, with state matching funds, was \$543,377. The allocation of these dollars was roughly as follows:

Personnel services	\$147,209
Consultants and contractors	273,899
Travel and equipment	78,056
Other operating expenses	<u>44,213</u>
Total	\$543,377

The real costs entailed in financing the standards and goals program would be much higher if one were to estimate the value of time donated by the BCJPA staff, task force members, and others.

## VII FORMULATION OF STANDARDS AND GOALS

### A. Planning Framework

The Florida BCJPA has spent several years developing a planning framework\* for use by state and local planning units. The goal to which all planning and all standards must be addressed is to reduce crime. The main objective of the planning framework is to instill, develop, and implement a comprehensive criminal justice planning process in coordination with state and local governmental resources, the private sector, and interested citizen action groups. The secondary objective of this framework is to draft and implement a more efficient LEAA annual action plan, with adequate measurable objectives directly related to the comprehensive plan, with a monitoring and evaluation capability, and within state and local budget cycles. It is this planning framework (see Figure 4) that will ultimately incorporate the standards approved by the GCCJ/SG. Using this planning framework, task forces have considered no goals other than that of reducing crime. In this respect, great similarity exists between the work of Florida and NAC task forces.

### B. Establishment of Standards

Each task force was autonomous in structuring its work plan and work assignments. A common approach was for task force members to select chapters of interest from the NAC volumes, prepare a synopsis of the

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\* For further discussion of the BCJPA planning framework, see Section X, "Implementation of Standards and Goals."

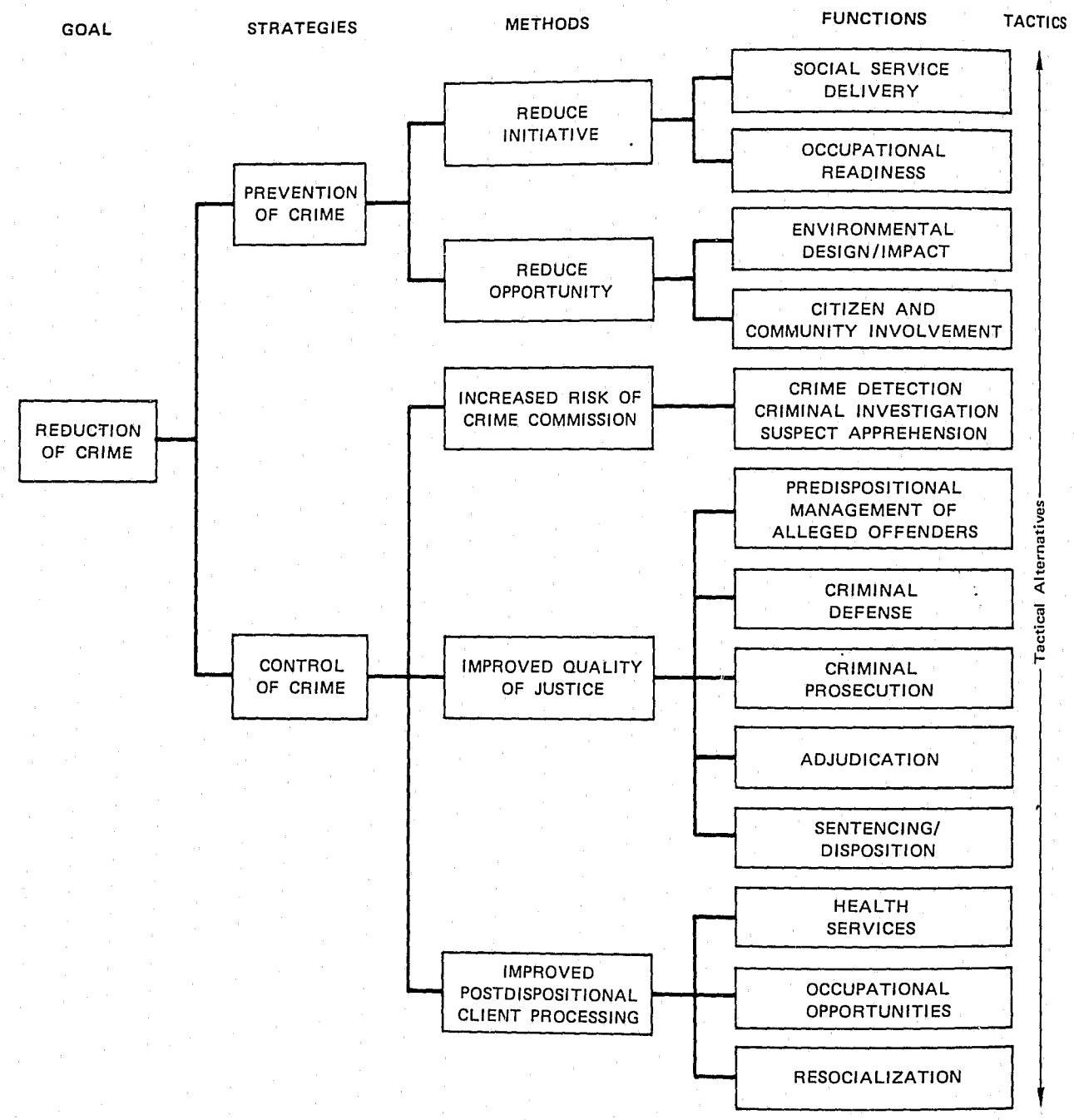


FIGURE 4 FLORIDA COMPREHENSIVE PLANNING FRAMEWORK

standard, and present an opinion to the task force regarding adoption or rejection of the standard.

In the BCJPA "Work Program for Standards and Goals," the task forces and staff were advised to consult the following sources:

- President's Commission on Law Enforcement and Administration of Justice (1967).
- Advisory Commission on Intergovernmental Relations (1971).
- National Advisory Commission on Criminal Justice Standards and Goals (1973).
- International Association of Chiefs of Police.
- National Council on Crime and Delinquency.
- American Correctional Association.
- National Council on Juvenile Court Judges.

In practice, however, task force members admittedly relied mostly on their own expertise in the area, rather than on formal reports or research studies. While standards and goals staff did some research on standards when requested, task force members did most of the work. Since the task force members were well-versed in the area under consideration, they probably did not need as much additional information. Unfortunately, this situation created significant potential for subjective bias along functional lines.

C. Task Force Review of Standards

The Police Task Force was chaired by the former Vice-Chairman of the NAC Police Task Force. He proved to be not only an expert on the standards of the NAC, but also a strong lobbyist for them. The Police Task Force, noteworthy for general lack of controversy over the standards, accepted 117 of the NAC standards and deferred action on 6. None were rejected.

The Courts Task Force adopted only 66 of the NAC standards, modified 32, deferred 1, and rejected 3. Like the other task forces, the Courts group felt it lacked adequate time for external research into each standard, and relied on members' judgments. The chapters were divided among task force members, with no one having more than three chapters. In preparing synopses of the NAC standards and recommendations to the task force, some members used staff from their places of employment. One task force member said he turned over the bulk of his assignments to his personal aide, who reviewed the NAC Courts volume and kept the task force member current on standards under consideration.

The Corrections Task Force had the benefit of previous work by Florida's Division of Corrections. The resulting document, Response to National Standards and Goals for Corrections, discusses each Corrections standard and provides a response indicating the position of the Division of Corrections according to whether Division representatives strongly agree, agree in part, have no opinion, disagree in part, or strongly disagree. It further addresses the degree to which each standard is to be implemented, i.e., fully implemented, partially implemented, not implemented, to be implemented, or not applicable. Also, each standard is accompanied by a short descriptive narrative.

The Corrections Task Force attempted to solicit public opinion on its standards by holding public hearings in Tampa and Jacksonville. Despite news releases announcing the hearings, there was virtually no public turnout. Rather, participants tended to be criminal justice practitioners or individuals who had personal problems with the corrections system (e.g., parents having a son in an institution) and who needed specific help not related to standards and goals. The hoped-for public dialogue did not take place. The Corrections Task Force adopted 58 of the standards, modified 49, deferred 22, and rejected none.

The Crime Prevention Task Force relied heavily on the testimony of expert witnesses. For the standards dealing with education, a special committee was established which included a coordinator of pupil services, a social worker, and representatives from special education and bilingual programs, to name a few. In March 1975, this committee completed its education recommendations, which must be voted on by the task force. Although the recommendations are not yet public, they are said to differ significantly from the NAC recommendations.

The Crime Prevention Task Force mentioned the lack of alcoholism standards in the NAC volume. To rectify this omission, all drug-related standards were modified to apply to alcoholism programs. Of the NAC Crime Prevention standards, 23 were adopted, 24 were modified, 20 were deferred, and 8 were rejected. Eleven standards were developed by the task force.

Unlike the other groups, the Organized Crime Task Force found that it could not rely on the NAC work as a model because NAC had given only cursory attention to this important area. However, the task force is composed of people who have well-formed ideas on useful and appropriate standards. This task force has an additional role; it serves also as the Organized Crime Coordinating Council. As such, members have been developing a legislative package to be included in the Governor's 1975 legislative message. The task force work parallels the work of the Coordinating Council and provides the members with another vehicle for publicizing the need for improvements in combating organized crime.

The Criminal Justice Systems Task Force relied on BCJPA staff recommendations regarding standards in the NAC Criminal Justice Systems volume. This seemed appropriate because of the technical nature of many of the

standards included in that work. In all, this task force adopted 30 of the NAC standards, modified 28, deferred action on 11, and developed 4 new standards. None were rejected.

Table 6 shows the action taken by the six Florida task forces on the NAC standards and recommendations.

Table 6  
ACTION TAKEN BY THE SIX FLORIDA TASK FORCES  
ON STANDARDS AND RECOMMENDATIONS  
OF THE NATIONAL ADVISORY COMMISSION

Task Force	Number Adopted	Number Modified	Number Deferred	Number Rejected	Number New	Total
Police	117	0	6	0	0	123
Courts	66	32	1	3	0	102
Corrections	58	49	22	0	0	129
Crime Prevention	23	24	20	8	11	86
Organized Crime	1	0	0	1	11	13
Criminal Justice Systems	30	28	11	0	4	73
Total	296	133	59	12	26	526

### VIII LOCAL REVIEW OF STANDARDS AND GOALS

The task forces completed their adoption of preliminary standards on schedule by September 1, 1974. These standards were bound and sent in January 1975 to the ten RPCs and the five MPUs for review and comment.\*

This document, the Preliminary Report, includes a task force membership list, a "cross-walk" (see Figure 5) of all the standards with the fifteen functional areas of the planning framework, and statements on each of the 526 standards reviewed (both NAC and new ones) by the state-wide task forces.

To help initiate the local review and comment phase of the work, BCJPA staff members are visiting the MPUs and RPCs. The purpose of the meetings is to inform communities of the NAC work and Florida's task force work, and to encourage local participation in the standards and goals process. A slide presentation has been prepared in which staff illustrate the standards and goals work to date.

Community attendance for local standards and goals programs has been impressive. In Dade County alone over 200 people attended the opening meeting.

\* To document the local review and comment phase, three MPUs were interviewed. During interviewing, it became clear that while certain BCJPA guidelines had been followed by each planning unit, differences did exist. Therefore, the comments in this section may apply only to some MPUs, not necessarily to all.

STANDARDS	SOCIAL SERVICE DELIVERY	OCCUPATIONAL READINESS	ENVIRONMENTAL DESIGN/IMPACT CITIZEN AND COMMUNITY INVOLVEMENT	CRIME DETECTION	CRIMINAL INVESTIGATION	SUSPECT APPREHENSION	PREDISPOSITIONAL MANAGEMENT OF ALLEGED OFFENDERS	CRIMINAL DEFENSE	CRIMINAL PROSECUTION	ADJUDICATION	SENTENCING/DISPOSITION	HEALTH SERVICES	OCCUPATIONAL OPPORTUNITIES	RESOCIALIZATION
S CJ 1.01	•	•	•	•	•	•	•	•	•	•	•	•	•	•
CJ 1.02	•	•	•	•	•	•	•	•	•	•	•	•	•	•
CJ 1.03	•	•	•	•	•	•	•	•	•	•	•	•	•	•
CJ 1.04	•	•	•	•	•	•	•	•	•	•	•	•	•	•
CJ 1.05	•	•	•	•	•	•	•	•	•	•	•	•	•	•
R CJ 1.01	•	•	•	•	•	•	•	•	•	•	•	•	•	•
S CJ 3.01			•	•	•	•	•	•	•	•	•			
CJ 3.02				•	•	•	•	•	•	•	•			
CJ 3.03				•	•	•	•	•	•	•	•			
CJ 3.04				•	•	•	•	•	•	•	•	•	•	•
CJ 4.01				•	•	•								•
CJ 4.02				•	•	•								
CJ 4.03				•	•	•								
CJ 4.04				•	•	•								
CJ 4.05	•			•	•	•								
CJ 4.06				•	•	•								
CJ 4.07				•	•	•								
CJ 4.08				•	•	•								
CJ 5.01							•	•	•	•	•			
CJ 5.02							•		•	•				
CJ 5.03							•	•	•	•	•			
CJ 5.04								•	•	•				
CJ 5.05								•	•	•				
CJ 5.06							•		•					
CJ 6.01												•	•	•
CJ 6.02												•	•	•
CJ 6.03												•	•	•
CJ 6.04												•	•	•

FIGURE 5 SAMPLE CROSS-REFERENCE OF FLORIDA STANDARDS WITH PLANNING FUNCTIONAL AREAS

Most communities are organizing their standards and goals work after the state and NAC modes. Committees are being established to review the standards for police, courts, corrections, crime prevention, and criminal justice systems. The Dade County MPU added an additional committee on juvenile justice.

To facilitate the review and comment phase, the BCJPA staff has allocated funds for six standards and goals coordinators to work in the MPUs (two are in the Dade County office). An attempt is also under way to get funding for standards and goals coordinators in the RPCs. These coordinators will act as liaisons between the BCJPA and the local planning units.

Local standards and goals coordinators help assign participants to review committees and establish timetables and agendas. In some MPUs, coordinators have produced detailed outlines enumerating individual task assignments and deadlines for comments on specific NAC chapters.

Time constraints on the standards and goals program have caused problems for local review and comment committees. The staff of one MPU said the deadline (July 1, 1975) for comment submission set by Executive Order is unrealistic and prohibits significant research into the standards. One suggestion was that local review and comment precede or run concurrently with state task force work.

Another recommendation heard at both the state and local levels was that strong community leaders should participate in the standards and goals process. For the most part, participants have been criminal justice practitioners, not community leaders. Prior inclusion of these people will be vital when standards are implemented.

No formal mechanism exists for agencies and special interest groups to provide comments on the standards recommended by state task forces. However, this drawback should be offset by having members of agency and special interest groups serve on task forces.

#### IX ADOPTION OF FLORIDA'S STANDARDS AND GOALS

In early May 1975, the first installment of review and comments was submitted to BCJPA by the local planning units. At the end of June the task forces will review the local comments. The second and third installments are due from the local units in July and September and will be reviewed by the task forces in August and early October.

After all standards have been reviewed by local planning units in the state and forwarded to the statewide task forces for final drafting and reconciliation of differences among standards, the standards will be voted on by the Criminal Justice Systems Task Force. They will then be submitted to the supervisory board (GCCJ/SG) for approval. This should take place by December 1, after which the final standards and goals document will be printed by the December 31, 1975, grant termination date.

Even though the final standards may be adopted by December 1975, this does not mean the end of the standards and goals process. Because everyone interviewed agreed that the standards and goals effort should be a dynamic process, the task forces will continue to meet and adopt, or modify, or reject standards, as need dictates.



## X IMPLEMENTATION OF STANDARDS AND GOALS

### A. Overview

The thrust of the first phase of the standards and goals project (from November 1973 to September 1974) was toward adoption of standards. While some actual implementation had begun (particularly in the area of organized crime), the standards and goals staff devoted most of their time to developing implementation strategies. The prominent feature of those strategies is the incorporation of the adopted standards into the planning process.

The BCJPA views its role as one of providing technical assistance to the RPCs and the MPUs (the main planning bodies) and coordinating local planning efforts to ensure consistency and uniformity throughout the state. Uniformity is facilitated through the promulgation of detailed planning guidelines. These guidelines establish the goal (to reduce crime), strategies, methods, and functions of the planning framework (see Figure 4) and indicate the areas that the RPCs and MPUs must address in their regional criminal justice plans. For example, for each functional area (e.g., Crime Detection), the planners must discuss the following items:

- Existing system.
- Preliminary standards (until final standards are adopted).
- Problem analysis.
- Needs identification and tactical alternatives.

The inclusion of preliminary standards is a new addition in the guidelines for the 1975 Plan. Florida has set 1976 as the year in which to include as many standards as possible in the Comprehensive State Plan.

To meet this goal, it has attempted a "dry run" in the 1975 Plan. Because none of the standards had received final approval in time for the 1975 Plan, the standards and goals staff selected approximately 50 noncontroversial (and likely to be adopted) standards, issued them to the local planning units, and told planners to incorporate the standards using the scheme described above. This method was to give the RPCs and the MPUs practice in integrating standards and to enable planning problems to surface and be resolved before the much longer list of standards would have to be incorporated into the 1976 Plan. The "cross-walk" prepared by the standards and goals staff and included in the Preliminary Report should help the local planning units to match standards with functional areas (see Figure 5).

The planning framework being used by the BCJPA, RPCs, and MPUs is based on the functional areas of the criminal justice system (e.g., Criminal Prosecution and Social Service Delivery). The BCJPA has now decided to move toward crime-specific planning. So, in addition to integrating standards into the planning framework, planners will have to integrate crime-specific planning with standards and the planning framework. Specifically, this will entail the following:\*

- Cross-walk standards with specific crimes.
- Provide analysis of interrelationship of standards with reduction of specific crimes.
- Assess state and local situation relative to specific crimes (crime profile).

\* From a draft paper, "Florida's Preliminary Work Plan for Second Phase Development of Criminal Justice Standards and Goals, October 1, 1975-March 31, 1977," prepared by the BCJPA.

- Work with councils, task forces, and GCCJ/SG to assign priorities to specific crimes to be addressed.
- Relate local input to state task forces and GCCJ/SG.

Once standards are incorporated into the Comprehensive Plan, they will affect funding decisions. Each grant application will be reviewed to ensure that the measurable objectives and the evaluation components are in line with approved standards.

B. Task Force Implementation

The implementation activities that are not related to the Comprehensive Plan are at differing stages of development. Below, each task force is discussed.

Corrections--As the document prepared by the Division of Corrections shows, many of the standards proposed by NAC for corrections are currently being met in Florida. In February 1974, an appraisal of Florida's efforts with respect to NAC standards showed that the state felt it was:

- Fully implementing 6 standards
- Partially implementing 89 standards
- Not implementing 19 standards
- Giving high priority to implementing 10 standards.

Five NAC standards were judged as not being applicable. For standards that are not being met, the support of people from the Division of Corrections on the Corrections Task Force would be especially useful.

The secretary of Florida's Health and Rehabilitative Services, the parent agency of the Division of Corrections, was a member of the NAC Corrections Task Force. He stated that much of the success of implementing standards will hinge on the funds available, since state and local governments are receiving increasing demands on their limited budgets. However,

the secretary admitted that changes can occur through the existing system and that the Division of Corrections is proceeding with some implementation activities.

Courts--The Courts Task Force has just begun to consider approaches to implementing standards that are expected to receive formal ratification. Two mechanisms to be employed are legislation and changes in court rule. Since it is too late to introduce legislation for this year's session, the Courts Task Force will make recommendations through the Lieutenant Governor on specific bills already under consideration by the legislature.

The second vehicle, change in court rule, is effected by the Chief Justice of the State Supreme Court, with significant input from the Florida Bar Association. The Courts Task Force, through the Chief Justice of the State Supreme Court and two influential members of Florida Bar criminal justice committees, will try to engage the Bar in implementation activities. The Bar will then be in a better position to promote standards implementation.

Police--The Police Task Force has not yet prepared an implementation agenda, but it expects to do so after the review and comment phase is completed.

Crime Prevention--The Crime Prevention Task Force has not yet considered how its standards might be implemented through funding decisions, but it is beginning to examine other routes. The task force has found that many standards recommended are already implemented, e.g., many of the drug recommendations in the NAC Chapter 4, "Programs for Drug Abuse Treatment and Prevention." Also, some recommendations in NAC Chapter 2,

"Citizen Involvement and Government Responsiveness in the Delivery of Services," are currently being met through Florida's comprehensive "Sunshine law."

Criminal Justice System--Many of the standards adopted by the Criminal Justice Systems Task Force are being considered for implementation through the BCJPA.

Organized Crime--The Organized Crime Task Force is already implementing some of its standards. Of the 14 standards proposed, four can be implemented legislatively. One such standard would establish a special prosecutor with statewide jurisdiction to combat organized crime; the second would amend the laws and penalties pertaining to bookmaking; the third is a technical standard on "use immunity;" and the fourth would establish a Commission of Investigation for organized crime. It was decided that the standard establishing a Commission of Investigation would be deferred; the remaining three standards have been forwarded to the legislature. Many of the other standards for organized crime must be implemented at the local level, e.g., inter- and intra-governmental cooperation on organized crime control countermeasures.

C. Assessment of Implementation Activities

Florida standards and goals staff are planning a major research and evaluation effort to determine (1) the extent to which standards are currently being met, and (2) the extent to which standards are being met at future dates. To assess the level of standards implementation, staff have been developing a strategy to determine what data are necessary, whether those data are available and easily retrieved from existing sources, and, if data are not available, how the information can be generated.

XI ASSESSMENT BY PARTICIPANTS

Despite some problems, Florida has proceeded more rapidly with its standards and goals program than most other states, largely due to excellent preplanning. Below, some assessments of the Florida program are presented.

A. Organizing for Standards and Goals

- Florida's standards and goals program was the direct responsibility of the supervisory board (GCCJ/SG) to the state planning agency (BCJPA). BCJPA staff and task force members felt it was essential that the standards and goals program be the responsibility of existing law enforcement planning commissions.
- Florida decided on small task forces of approximately nine members--large enough to ensure good attendance and small enough to be workable. The Florida task forces were composed predominantly of practitioners in the task force area, which ensured a level of knowledge helpful in the deliberation of standards. On the other hand, one BCJPA staff member indicated that this group composition might bias the recommendations of the task force.
- Florida's initial plans for a juvenile justice task force were dropped by the GCCJ/SG. BCJPA staff members now feel such a task force is necessary because juvenile justice standards have not received adequate attention.
- One GCCJ/SG task force member said that local and statewide professional organizations, such as bar associations, police, public defenders, and city and county managers, should be contacted early in the standards and goals process and brought into the program. This can help avert misunderstanding and can generate more overall support for the standards and goals effort.

- Florida's Police Standards Board has been active in setting criminal justice standards for law enforcement agencies. As a result, police departments in Florida are receptive to the concept of standards and goals and generally support the work of the statewide task forces.

B. Review and Comment

- The director of the Florida standards and goals staff feels that public relations are an essential element of any standards and goals program. Florida is now making slide presentations around the state and will use other media to publicize standards and goals work.
- Florida recommends engaging as many people as possible in the review and comment phase of the standards and goals work, especially local and county government officials, who will be essential to implementing many of the final standards.
- One MPU representative said that he was enthusiastic about the standards and goals program, but that the work had proceeded much too quickly. Because of the many political changes in his city and in the state, he felt that caution should be exercised in advocating too much change. Other MPU staff complained that the review and comment period was too short for serious consideration of the standards.
- Staff at one MPU felt more consideration should be given to the standards of the American Bar Association, the American Corrections Association, and the Public Defenders Association. Florida has concentrated primarily on the standards of NAC.

C. Implementation

- A corrections representative in Florida stressed that implementation of many of the standards would require additional funds. If such funds are not forthcoming, implementation of many standards will have to be postponed.\*
- The Florida BCJPA has competent planners who have devised a complex scheme for integrating standards into the Comprehensive State Plan. By ensuring that standards will be required for BCJPA funds, the Bureau is exercising its best implementation leverage.

D. Substantive Issues

- Florida feels that NAC gave inadequate treatment to organized crime. Thus, it convened its own task force and relied on the expertise of individuals in the state who had worked in the area.
- Crime Prevention Task Force members stated that NAC did not adequately address the problems of alcoholism. The task force's answer to this problem was to make drug-related standards apply to alcoholism, where practical.
- A corrections representative criticized NAC for having too few corrections practitioners on the NAC task force. As a result, the NAC Corrections volume puts too much emphasis on inmates' rights and does not properly address institutional problems.
- The question of separation of powers with respect to standards and goals surfaced in Florida. The three branches of government have worked closely in Florida, but one judiciary representative said it was inappropriate for the GCCJ/SG and the Courts Task Force to implement standards for the judiciary. He said that proper rules committees within the judiciary should implement standards.

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\* One GCCJ/SG member stressed the need for federal funding of standards and goals programs. If federal funds are not forthcoming, many state and local criminal justice agencies may not even initiate standards and goals programs.

- The NAC Police volume was regarded as an excellent manual on the administration of police departments and, as such, was well-received by most police departments and sheriffs in Florida.

Appendix A

CASE STUDY INTERVIEWEES

Appendix A

CASE STUDY INTERVIEWEES

James C. Adkins  
Chief Justice  
Supreme Court of Florida

Robin August  
Standards and Goals Coordinator  
Dade County MPU

Mike Bridenbeck  
Courts Specialist  
BCJPA Standards and Goals staff

Arlene Brummer  
Planning and Evaluation  
Coordinator  
Dade County MPU

Dale Carson  
Sheriff  
Jacksonville/Duval County

Charles Davoli  
Director, BCJPA

Edgar M. Dunn, Jr.  
State Senator, 10th District  
Chairman, Organized Crime  
Task Force

Ned Hafner  
Corrections Specialist  
BCJPA Standards and Goals staff

James Jarboe  
Director  
Jacksonville MPU

Sally Jones  
Intern  
Dade County MPU

Ronald Kazoroski  
Plan Development Administrator  
BCJPA

O. J. Keller  
Secretary, Health and  
Rehabilitative Services

Maria Lago  
Crime Prevention Specialist  
BCJPA Standards and Goals staff

James McDonald  
Special Counsel to the Governor  
on Organized Crime

Linda McMillan  
Standards and Goals Coordinator  
Jacksonville MPU

Dennis Monahan  
Research Coordinator  
Broward County MPU

Bill Moriarty  
Standards and Goals Coordinator  
Dade County MPU

Maria Pedrajo  
Standards and Goals  
Police Specialist  
Dade County MPU

John T. Rivers  
Program Coordinator  
Jacksonville MPU

Ritchie Tidwell  
Standards and Goals Director  
BCJPA

Louie Wainwright  
Director  
Division of Adult Corrections

John Woodward  
Project Director  
Broward County MPU

Appendix B

GOVERNOR'S COMMISSION ON CRIMINAL JUSTICE  
STANDARDS AND GOALS

## Appendix B

GOVERNOR'S COMMISSION ON CRIMINAL JUSTICE  
STANDARDS AND GOALS

Honorable Reubin O. D. Askew Governor of the State of Florida The Capitol Tallahassee, Florida 32304	Honorable William Frye, III Judge of the Circuit Court First Judicial Circuit Escambia County Courthouse, Rm. 215 Pensacola, Florida 32501
Mr. Don A. Adams Chief of Police Kissimmee Police Department 8 North Stewart Street Kissimmee, Florida 32741	Mr. Bernard L. Garmire Chief of Police Miami Police Department P.O. Box 614 Miami, Florida 33152
Honorable James C. Adkins, Jr. The Supreme Court of Florida Supreme Court Building Tallahassee, Florida 32304	Honorable Donald S. Genung Sheriff of Pinellas County Sheriff's Administration Building Clearwater, Florida 33516
Honorable Malcom E. Beard Sheriff of Hillsborough County P.O. Box 3371 Tampa, Florida 33601	Mr. Ray Howard Chairman Florida Parole and Probation Com- mission P.O. Box 3168 Tallahassee, Florida 32303
Honorable Richard Calhoun Mayor City of Miramar City Hall Miramar, Florida 33023	Honorable Phillip A. Hubbard Public Defender Eleventh Judicial Circuit 1351 Northwest 12th Street Miami, Florida 33125
Honorable Dale Carson Sheriff of Duval County 330 East Bay Street Jacksonville, Florida 32202	Mr. L. Kenneth Ireland, Jr. Secretary Department of Administration Bryant Building, Rm. 301 Tallahassee, Florida 32304
Honorable J. M. Crevasse, Jr. Sheriff of Alachua County P.O. Box 1210 Gainesville, Florida 32601	Honorable Earl M. Johnson City Council Member City of Jacksonville 220 East Bay Street Jacksonville, Florida 32202
Edgar Dunn, Esq. 523 North Halifax Avenue Daytona Beach, Florida 32018	

## Appendix B (Concluded)

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Mr. Donald R. McClure Director Department of Human Resources 220 East Bay Street, Rm. 208 Jacksonville, Florida 32202	Honorable Edward J. Stack Sheriff of Broward County P.O. Box 8069 Fort Lauderdale, Florida 33310
Honorable Kenneth M. Myers Senator, 37th District 1428 Brickell Avenue Miami, Florida 33131	Mr. William Troelstrup Commissioner Florida Department of Law Enforce- ment P.O. Box 1489 Tallahassee, Florida 32304
Dr. Travis J. Northcutt Director Research and Development College of Social and Behavioral Sciences University of South Florida Tampa, Florida 33620	Mr. Louie Wainwright Director Division of Corrections 1311 Winewood Boulevard Tallahassee, Florida 32301
Mr. Joseph Rowan Director Division of Youth Services 1317 Winewood Boulevard Tallahassee, Florida 32301	Mr. J. Danforth Wright, Jr. Director Governor's Highway Safety Commission P.O. Box 1853 Tallahassee, Florida 32302

Appendix C

TASK FORCE MEMBERSHIP



Appendix C

TASK FORCE MEMBERSHIP

Criminal Justice Systems Task Force

L. K. Ireland, Secretary (Chairman)  
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Duval County  
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William Frye, III, Judge  
First Judicial Circuit  
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Robert T. Shevin  
Attorney General of Florida  
The Capitol  
Tallahassee, Florida 32304

William Troelstrup, Commissioner  
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Appendix C (Continued)

Police Task Force

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Donald S. Genung, Sheriff Pinellas County Sheriff's Administration Building Clearwater, Florida 33516	

Appendix C (Continued)

Courts Task Force

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James C. Adkins, Jr., Chief Justice The Supreme Court of Florida Supreme Court Building Tallahassee, Florida 32304	Calvin R. Mapp, Judge Dade County 1125 Northwest 88th Street Miami, Florida 33150
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Chester B. Chance, County Judge Alachua County 419 East University Avenue Gainesville, Florida 32601	Everett Richardson, Circuit Judge Duval County Duval County Courthouse, Rm. 201 Jacksonville, Florida 32202

Appendix C (Continued)

Corrections Task Force

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Donald R. McClure, Director Department of Human Resources 220 East Bay Street, Rm. 208 Jacksonville, Florida 32202	

Appendix C (Continued)

Crime Prevention Task Force

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The Rev. Robert P. Kelley First Christian Church 201 S. E. 13th Street Fort Lauderdale, Florida	Stewart Price (Special Consultant) Director Help Stop Crime IBM Building Tallahassee, Florida
Mrs. Richard Malchon Florida League of Women Voters 2400 Pinellas Point Drive, South St. Petersburg, Florida 33712	

Appendix C (Concluded)

Organized Crime Task Force

William Troelstrup (Chairman) Commissioner, Department of Law Enforcement P.O. Box 1489 Tallahassee, Florida 32304	James T. Russell, State Attorney Sixth Judicial District -315 Haven Street Clearwater, Florida 33516
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Doug McMillian U.S. Department of Justice, Strike Force 111 N. W. Fifth Street Miami, Florida 33139	James McDonald (Special Consultant) Office of the Governor 206 W. Madison Street Tallahassee, Florida 32304
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Troy Register, Chief Intelligence Division P.O. Box 35045 Jacksonville, Florida 32202	

**END**