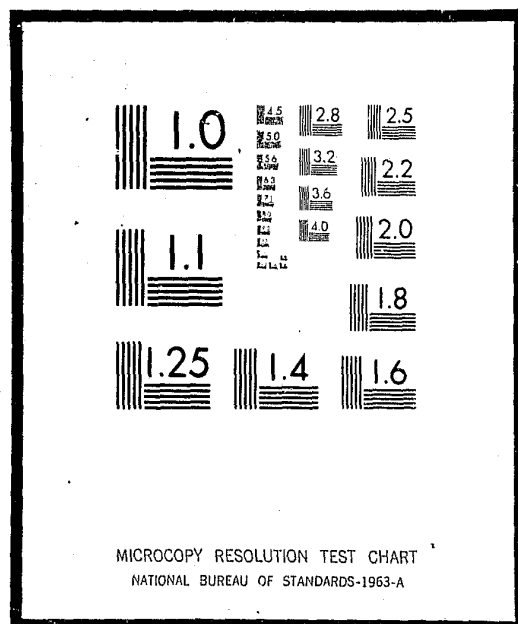


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Erie County (PA) -

CROSSROADS

POLICE PICK-UP PROGRAM - Evaluation

July 1, 1974

NW-209-73A

This evaluation report was funded by a grant from the Governor's Justice Commission.

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Letter of Introduction

July 1, 1974

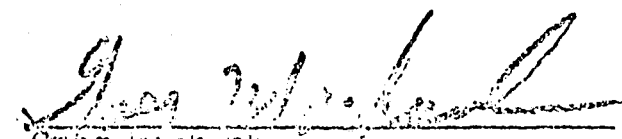
The following document is an evaluation report of the Police Pick-Up Program operating in Erie, Pennsylvania, under the administration of Serenity, Inc. and funded by the Governor's Justice Commission.

Basically, the document demonstrates that it is feasible and, in fact, desirable to remove the problem of public intoxication from the criminal justice system and to deal with it as a social and/or mental health problem.

Additionally, it seems appropriate to comment on an aspect of the program not mentioned in the following report.

Professional planners and evaluators often concern themselves so much with numbers, goals, milestones, and impact that they forget the intangibles.

In this case, the intangible has to be the value of the lives of the men "salvaged" by the program. It is impossible to calculate the benefits to the man or to society, but it must be, at least, acknowledged!


Greg Mashank
Evaluator

SECTION I
EVALUATION SUMMARY REPORT

- A. Description of project objectives and activities
B. Summary of results, findings, and recommendations

The Crossroads Police Pick-Up Program was funded and operated according to the guidelines suggested in the following objectives.

- To reduce the overall resources of the criminal justice system that are committed to the public intoxicant.
- To increase the resources devoted to the treatment of the public intoxicant.

Based on empirical findings and interviews with criminal justice personnel, it is the position of the evaluator that the project was, and is, an unqualified success. Furthermore, that, in fact, the project may have exceeded its objectives and provided services beyond the scope of the program.

There was a definite reduction of criminal justice resources previously committed to public intoxication.

In addition, there was an increase in the resources devoted to the treatment of the public intoxicant.

The following data should justify these assertions and demonstrate that significant, measurable change occurred.

Before presenting the statistical summaries, it is necessary to point out why the time periods were selected and, generally, discuss the data gathering methodology.

The year 1970 was selected as a base year because there was no project like the Pick-Up Program in existence. Therefore, the arrests, hearings, and sentencing practices would not be influenced.

The year 1972 was selected as a comparison year because it was the project's first full year of operation.

By identifying a base year and a comparison year, the following hypothesis can be tested.

If Crossroads is successful, then there will be a reduction in the criminal justice resources devoted to the public intoxicant.

Furthermore, the data summaries which follow were not developed from projections, estimates, or samples. The two sources used were the Erie Police Department Day Book and Erie Police Court records for the respective years.

Impact on Criminal Justice Resources

	<u>1970</u>	<u>1971</u>	<u>1972</u>
Total Arrests	2,075	1,570	261
Total Court Cases	800	756	43
Total Days Sentenced and served	2,035	1,515	180

Thus, it should be clear that Crossroads did significantly reduce the criminal justice resources devoted to the public intoxicant.

Aside from this reduction, it should be additionally pointed out that Crossroads accepted a total of 59 men from Probation and Parole for supervision and services in 1973. This expanded the scope of the project and should be considered a bonus for the criminal justice system.

The other aspect of the program, provision of rehabilitation services, is equally impressive.

The project did increase the resources devoted to the treatment of the public intoxicant.

Rehabilitation Services

Current Year
6/73 - 5/74

Admissions	748
Meals	12,438
Dental Service	18
Medical Service	1,309
Counseling Periods	3,281
Professional Counseling Referrals	156
Jobs Provided	68
Referrals to Serenity East	20

Theoretically, it would be possible to state that even though the resources were provided the quality, number, or type was not sufficient as to produce results, rehabilitation.

It is apparent that some measure of successful rehabilitation must be identified. The problem is that conceptually within the scope of this evaluation alcoholism is defined as a disease that can only be arrested and never cured.

Therefore, it is impossible to state that any given alcoholic will never again drink and is fully rehabilitated.

However, it is possible to examine the caseload and make certain judgements and determinations. In this case, the records of 432 men were examined with the following results.

Class #1 - "High Potential for Success" - Sober six months or more -- 74

Class #2 - "Potential Success" - Sober two-six months -- 102,

Class #3 - "Periodic Binges" - Still using alcohol on occasion -- 44

Class #4 - "Unsuccessful" - No change in alcoholic behavior, no abstinence from alcohol -- 50

Class #5 - "Maintenance" - Necessary to remain in structured environment, or institution to insure abstinence from alcohol -- 21

Class #6 - "Relocated" - Left metropolitan Erie area -- 101

Class #7 - "Psychological Problems" - Clients in whom psychological problems other than alcoholism were recognized -- 35

Class #8 - "Deceased" -- 7

Total of eight classifications -- 432

The 432 men represent a sample of 57% of those admitted to the center in 1973. An earlier year was not selected because it would be impossible given the financial constraints to contact them and assess their progress. The total caseload was not reviewed because of time constraints. However, the number should be great enough to be valid.

In conclusion, it is the opinion of the evaluator that the project was successful and met its contractual obligations.

As to recommendations, none have been developed other than those cited in the Interim Report submitted on January 2, 1974.

"The evaluator has found little or no operational problems. The program has been in operation since July 1971. Therefore, the normal start-up problems of bookkeeping, staff-recruitment, and liason activities are not present.

The evaluator would suggest that the project staff begin to outline strategies for operation when present funding ends.

Also, that consideration be given to further involvement in corrections. This could be by encouraging more probation and/or parole referrals. Or through some type of prison outreach program."

SECTION II

PROJECT ACTIVITIES

- A. Problem identification
- B. Description of activities

Since the preceeding section of this report explicitly delineated the project's goals and objectives, that portion of grantor's evaluation format has been deleted from this section.

The basic problem that was impacted on by the Crossroads Police Pick-Up Program can be summarized as follows.

The number of arrests for public intoxication in Erie, Pennsylvania, was growing at an alarming rate and was creating a drain on already over expended criminal justice resources.

In addition, existing or traditional practices and policies relative to public intoxication did little to aid the individuals arrested and processed.

Thus, a situation was created whereby the human loss was significant and resources were diverted from the prevention and control of more serious crime.

Arrests for public intoxication by the Erie Police Department increased by 120% from 1965 through and including 1970. Numerically, the increase was from 909 arrests in 1965 to 2,075 arrests in 1970. This means that the average rate of increase was 24% per year for the five (5) year period.

From the baseline data established for this evaluation, it is possible to describe what effect this situation had on the criminal justice system and point out how the project activities impacted on the problem.

The Personnel Office for the City of Erie states that a patrolman works 2,080 hours a year and the average salary is approximately \$10,400 per year or \$5 an hour.

It has been noted in previous studies that each arrest requires the expenditure of three (3) police manhours. This would include transportation, booking, release, and possibly transfers for medical treatment, incarceration at the County Prison, and Police Court. (See the 1972 Comprehensive Plan for the Improvement of Criminal Justice in the Northwest Region and/or Alcoholism and Alcohol Abuse in Erie, 1970, by Charles Weis.)

A discussion with Erie Police officials and a review of the arrest process verifies this three (3) hour figure.

This means that the volume of 2,075 arrests per year cost the City of Erie a tremendous amount of money in salaries and valuable manpower.

Actually, three (3) fulltime policemen were diverted from serious crime at a cost of \$31,125.

--2,075 arrests x 3 hours x \$5 an hour = \$31,125

and

--2,075 arrests x 3 hours ÷ 2,080 hours = 3

It is appropriate to note that the Governor's Justice Commission has recently provided the City of Erie with Impact Grant funds to hire ten (10) additional police officers. Thus, the manpower shortage was, and is, very real.

In fact, records indicate that prior to the Impact Grant only 49 patrol officers were available on any given day due to the affects

of vacation time, sick leave, and special duty assignments. Thus, on a three (3) shift schedule only 16 patrolmen were available to cover the City's 18 square miles.

The 1973 City of Erie Community Facilities Plan identifies lack of space for the Erie Police Department as a serious problem. In 1970, the 2,075 arrested public intoxicants were placed in either a cell or the drunk tank. The average time spent in a cell was 10.4 hours and the average drunk tank time was 17.2 hours. Thus, it should be clear that public intoxicants used quite a bit of valuable space.

One final remark on the subject of police and public intoxication. The subjects previously addressed are quite tangible. However, there is a more philosophical question to examine as well.

One of the current thrusts in criminal justice planning is to find methods of professionalizing police officers.

By using "professional" police to enforce public intoxication laws and thereby continually subjecting them to the "skid row" alcoholic seems like a contradiction in terms. The hard core alcoholic is typically physically ill and mentally degenerated. At the time of arrest, he is not clean or free from odor.

The evaluation research indicates that a nucleus of hard core drunks lived in Erie and accounted for many arrests. In general, these people were male, white, middle aged, not married, and not employed.

The exact distribution of the number of times arrested is as follows.

Distribution of the 1970 Arrests

<u># Arrests</u>		<u># Arrested</u>		<u>Total</u>
1	x	776	=	776
2	x	76	=	152
3	x	38	=	114
4	x	15	=	60
5	x	13	=	65
6	x	11	=	66
7	x	12	=	84
8	x	5	=	40
9	x	3	=	27
10	x	4	=	40
11	x	3	=	33
12	x	5	=	60
13	x	4	=	52
14	x	3	=	42
15	x	2	=	30
16	x	6	=	96
17	x	4	=	68
18	x	2	=	36
19	x	4	=	76
22	x	3	=	66

Another problem identified was the lack of correctional space. In 1970, the Erie County Jail was 120 years old and operated at a rate of 30% beyond capacity with an average daily population of 98 prisoners.

The 1970 Erie Police Court records were examined and it was found that 93 men spent a total of 2,035 days in the Erie County Jail for public intoxication.

1970 Admissions to Erie County Jail

<u># of Days</u>		<u># of Men</u>		<u>Total</u>
1	x	11	=	11
2	x	1	=	2
3	x	2	=	6
5	x	6	=	30
8	x	1	=	8
9	x	1	=	9
10	x	26	=	260

1970 Admissions to Erie County Jail (cont'd.)

<u># of Days</u>		<u># of Men</u>		<u>Total</u>
11	x	1	=	11
14	x	1	=	14
15	x	2	=	30
17	x	1	=	17
20	x	15	=	300
21	x	1	=	21
25	x	2	=	50
26	x	1	=	26
27	x	2	=	54
30	x	3	=	90
31	x	1	=	31
34	x	1	=	34
35	x	1	=	35
38	x	1	=	38
40	x	2	=	80
42	x	1	=	42
47	x	1	=	47
50	x	1	=	50
54	x	1	=	54
71	x	1	=	71
75	x	1	=	75
79	x	1	=	79
80	x	1	=	80
86	x	1	=	86
108	x	1	=	108
135	x	1	=	135

A problem common to both police and corrections was the lack of any comprehensive or intensive rehabilitational services. In fact, the police provided absolutely no services other than an occasional transport to an emergency room for immediate treatment.

Counseling staff and programs in the County Jail were minimum or non-existent.

In 1970, a total of 800 people were turned over to Police Court. The distribution is as follows.

Police Court 1970

<u># Times in Court</u>	<u># of Men</u>	<u>Total</u>
1	316	316
2	56	112
3	29	87
4	11	44
5	4	20
6	7	42
7	7	49
8	2	16
9	1	9
10	2	20
12	1	12
13	2	26
14	1	14
15	1	15
18	1	18

Perhaps, the reduction of people referred to Police Court from 800 in 1970 to 43 in 1972 is not the most important factor.

The average "trial" in Erie lasts about five (5) minutes which might be questionable in light of the concept of "due process".

In summary then, the problem from the perspective of the criminal justice system is multifaceted and documented. The remainder of this section will explain the project's activities and show impact.

Through negotiations and meetings with Erie Police officials, the Crossroads staff have been designated as the "ones" to call when a public intoxicant is found.

The only police time required under the present system is to wait until the Crossroads van arrives.

The man is then transported to Crossroads center for immediate intake. Unless the man is hostile and acting out, the police responsibility ends with the van's arrival.

The services provided were delineated in Section I and will not be repeated here, but the effect on the system will be shown again.

Impact on Criminal Justice System

	<u>1970</u>	<u>1971</u>	<u>1972</u>
Total Arrests	2,075	1,570	261
Total Court Cases	800	756	43
Total Days Sentenced and Served	2,035	1,515	180

SECTION III

EVALUATION ACTIVITIES

- A. Description of the nature, extent, and timing of evaluation activities.
- B. Description of data collection methodology.
- C. Description of evaluation limitations.
- D. Recommendations for future evaluation.

A progress report was filed each month with the Executive Director of Crossroads and the Regional Director of the Governor's Justice Commission. One interim report was filed on January 2, 1974, with designated Governor's Justice Commission staff and project staff.

All criminal justice data was collected from the Erie Police Department records: Day Book and Police Court records. The data is valid to the extent that it was posted correctly from the source documents, but any mistake in the sources is impossible to estimate.

Index cards were used to record names, dates, social characteristics, etc. These cards were arranged in alphabetical order to find recidivists and make the distribution charts.

The data collected relative to the services provided by Crossroads was extrapolated from the monthly reports to the Governor's Justice Commission.

The rehabilitation data presented in Section I was obtained through the following process.

- The center's 1972 log was reviewed and the names of those admitted through the Pick-Up Program were recorded on index cards.

- The evaluator and project staff created the eight (8) categories or indicators.

- The evaluator and project staff reviewed the client's records and through discussions categorized the person.

The evaluation was limited from the following perspectives.

- Time and funds did not permit an extended review of the costs associated with prison care in the Erie County Jail.

- No firm comparison of recidivism rates for the project vs. the criminal justice system was possible because the people admitted through the program may have been readmitted as a self referral later. Although this is important, the time considerations just did not permit the comparison.

- No survey was taken of patrolmen to determine their views of the project. Instead the evaluator spoke with higher police officials.

Any future evaluation plans should address these weaknesses. However, due to the expected transfer of this project from the Governor's Justice Commission to the Governor's Council on Alcohol and Drug Abuse, the evaluator will not address any extended conditions or future expectations.

Also, it seems appropriate to publicly thank those people who lent their full cooperation in the preparation of this report.

The Crossroads staff responded fully and honestly to all questions. Any file or document was open for immediate inspection. Adequate space was provided and every possible courtesy extended.

Perhaps, no individual provided as much information in the preparation of this report than Lieutenant Jerry Kubeja of the Erie Police Department.

SECTION IV

PROJECT RESULTS

As a result of the Crossroad's Police Pick-Up Program, a total of 748 men received rehabilitational services which would not have been available otherwise.

Rehabilitation Services

	<u>Current Year</u> <u>6/73 - 5/74</u>
Admissions	748
Meals	12,438
Dental Service	18
Medical Service	1,309
Counseling Periods	3,281
Professional Counseling	
Referrals	156
Jobs Provided	68
Referrals to Serenity East	20

Additionally, criminal justice resources were conserved and reallocated to more serious crime.

--The equivalent of three (3) full-time patrolmen was "freed-up".

--Sentence days were cut by 1,855 days.

--Police Court hearings fell from three (3) days per week to an every other month occurrence.

--Critical space was made available by the closing down of the drunk tank.

--Probation and Parole caseloads were lightened by 59 men.

It would certainly appear that the costs were justified by the results. In all, Crossroads received a total of \$93,998 to operate the project for one year. That operation saved the following amounts.

--Salaries of three (3) police officers -
\$31,125

--Salary of one Probation or Parole Agent -
\$10,500

--Institutional costs of incarceration -
\$18,555

--Space rental in lieu of drunk tank -
\$1,125

The above costs are estimates derived at through conversations with agencies involved. For instance, the institutional costs of incarceration is based on the reduction of sentence days (1,855) and a cost of about \$10 per day. It is assured that the average Parole and/or Probation Agent has a caseload of 50 people and earns an average of \$10,500 per year. The rental space value was based on the square foot charge the City of Erie uses in federal grant applications.

It would appear that this total savings of \$61,305 when deducted from the project's programmatic funds leaves a "cost" of \$32,693 and this would appear to be quite reasonable.

It should be apparent that the results were as anticipated, a success made, and generally the criminal justice system and the clients were better off as a result of this project.

It is impossible to compare this project with any other project since to the best knowledge of the evaluator no other project like this one exists.

END