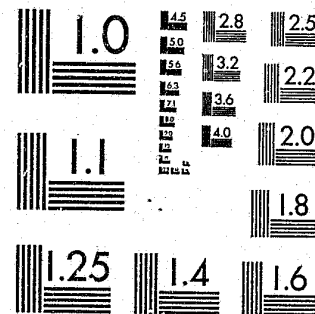


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Pennsylvania  
Board of Probation  
and Parole

BIENNIAL REPORT  
1979-1980

DICK THORNBURGH, Governor  
Commonwealth of Pennsylvania



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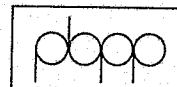
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COMMONWEALTH OF PENNSYLVANIA  
BOARD OF PROBATION AND PAROLE  
Box 1661  
HARRISBURG, PA. 17120

OFFICE OF THE CHAIRMAN

February, 1981

To His Excellency, Governor Richard L. Thornburgh, and to the Honorable Members of the Senate and to the House of Representatives of the Commonwealth of Pennsylvania:

I am pleased to present to you a Biennial Report of the Pennsylvania Board of Probation and Parole for the calendar and fiscal years of 1979 and 1980.

The Board is an independent agency with jurisdiction over offenders sentenced to prison for a maximum period of two years or more. Additionally, the Board is responsible for administering a Grant-in-Aid Program for the purpose of assisting county adult probation systems to better develop their capabilities in line with Board standards.

Obviously, the protection of society is a primary responsibility which can be best achieved through the successful reintegration of adult ex-offenders back into society. The Board places maximum effort toward assisting its clients in the reintegration process. Persons who violate the conditions of parole or receive a conviction for a new crime while on parole are returned to prison through due process procedures if violations are proven by a preponderance of evidence and the risk to the community is too great for the person to remain under parole supervision.

The Board's philosophy recognizes that ex-offenders can change if given the proper opportunities with dignity and respect. When conditional release on parole is granted, the reintegration process can begin by giving the ex-offender an opportunity for testing in the community under a structured framework of conditions. An opportunity for change is an effective tool which is essential to the protection of the public and a vital part of the total criminal justice system.

Respectfully,

*Fred W. Jacobs*

Fred W. Jacobs  
Chairman

**A MESSAGE FROM  
DICK THORNBURGH  
Governor of Pennsylvania**



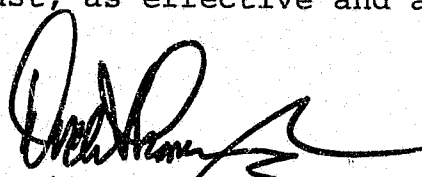
The improvement of criminal justice services continues to be a major goal of this Administration. The achievement of this goal, however, becomes increasingly difficult when we are faced with increased crime at a time of diminished resources.

With these trends and recent structural changes in state government, including the creation of an elected office of attorney general, and a change in the status of the Bureau of Correction, we must direct ourselves to substantive changes in our system.

Clearly, a new Department of Corrections is needed and, indeed, changes in the parole system are needed to pursue the right of all Pennsylvanians to be free from fear on their streets and in their homes. I am committed to seeking these changes, which will serve to benefit all Pennsylvania.

The Pennsylvania Board of Probation and Parole plays an important role in our overall system, and it is my intention to preserve such a role for the board in whatever new system is forthcoming.

By focusing our attention on the criminal justice system and by working to reduce recidivism through such methods as post-release programs for ex-offenders, we can help to safeguard our communities from crime and disorder, and I am sure that the board will assist in every way possible in making Pennsylvania's criminal justice system as just, as effective and as humane as possible.

  
Dick Thornburgh  
Governor



**THE BOARD AND ITS  
MEMBERS**

The Board consists of five full-time members, appointed by the Governor with the consent of a majority of the Senate members, to serve staggered, renewable, six-year terms. Board members are prohibited from engaging in any other employment or political activity. The Board members represent diverse backgrounds, experience, and training, encompassing parole/probation services, social work, the legal profession, criminal justice planning, police services, and administrative work. They have a combined total of nearly 50 years of service with the Board as members and in other capacities.

**Fred W. Jacobs, Chairman,** Mechanicsburg, received his B.A. degree in psychology from Susquehanna University (1964) and his Master's degree in social work from West Virginia University (1967). He has had extensive experience in juvenile corrections at Loysville Youth Development Center, Loysville, as a caseworker, cottage supervisor, unit supervisor, and director of staff development. Mr. Jacobs came to the Board in February, 1969, as director of staff development and was promoted to executive assistant to the Chairman in June, 1973. He took the oath of office as a Board member in March, 1976, and was named Chairman in April, 1976.

**Verdell Dean, Esquire, Member,** Pittsburgh, received her B.A. degree from Waynesburg College in 1969, her M.Ed. from the University of Pittsburgh in 1970, and her J.D. from the University of Pittsburgh School of Law in 1974. She has served as a probation officer with the Juvenile Court of Allegheny County, a case analyst with the Equal Employment Opportunity Commission, and a law clerk for Honorable Henry R. Smith, Jr., Judge, Court of Common Pleas of Allegheny County, Criminal Division. She was a public defender for the Public Defender's Office, Allegheny County, from April, 1975, until she was named to the Board in August, 1975.

**Paul J. Descano, Member,** Philadelphia, attended the city schools, Temple University, Villanova University, and Bucks County Community College. He began his work with the Board in August, 1959, as a clerk in the Philadelphia District Office, and worked through the ranks as parole agent, supervisor of a community parole center, Philadelphia Coordinator of Community Based Programs, and for a short time was acting district supervisor. Mr. Descano specialized in dealing with drug offenders and the use of groups in supervision, which led to his involvement with drug treatment programs in the Philadelphia County Prisons and service on a number of task forces related to drug abuse. Mr. Descano was appointed to the Board in December, 1973.

**William L. Forbes, Member,** Monaca, received his B.A. degree in political science from Duquesne University and attended the University of Pittsburgh Public Administration Graduate Program. He acquired seven years juvenile corrections experience as a youth counselor with the Warrendale Youth Development Center, Warrendale, Pennsylvania. Mr. Forbes then served five years as a police officer in the Aliquippa Police Department and rose to lieutenant, commander of the Juvenile Division. This was followed by five years of service as regional director of the Governor's Justice Commission, Southeast Office, until he was sworn in as a Board member in November, 1976.

**John H. Jefferson, Member,** Philadelphia, received his B.S. degree from Virginia State College. He began his criminal justice experience as a probation officer for the Philadelphia County Quarter Sessions Court, followed by employment with the Board in 1965 as a parole agent in the Philadelphia District Office, and was promoted to a supervisor of a community parole center in 1971. Mr. Jefferson was appointed to the Board in December, 1971, and has served continuously since that time.



Seated: Verdell Dean, Esquire. Standing left to right: John H. Jefferson; Fred W. Jacobs, Chairman; Paul J. Descano. Board Member William L. Forbes was absent when the photograph was taken.



## THE BOARD AND ITS WORK

The use of parole in Pennsylvania began in the 1800's, taking on many different forms during the years until 1941, when the General Assembly of the Commonwealth of Pennsylvania passed the Parole Act (Act of August 6, 1941, P.L. 861, as amended, 61 P.S. §331.1 et seq.), which established the present Pennsylvania Board of Probation and Parole. The Board is an independent state correctional agency, authorized to grant parole and supervise all adult offenders sentenced by the courts to a maximum prison sentence of two years or more; revoke the parole of technical parole violators and those who are convicted of new crimes; and release from parole, persons under supervision who have fulfilled their sentences in compliance with the conditions governing their parole. The Board also supervises special probation and parole cases at the direction of the courts. At any one time, the Board has under supervision between 14,000 and 15,000 persons, of which, approximately 12% are clients from other states being supervised by the Board under the Interstate Compact.

### PHILOSOPHY STATEMENT PERMEATES THE BOARD'S WORK

In 1977, a statement entitled "Philosophy and Principles of the Board of Probation and Parole" was adopted by the Board to be the guiding force in all its policies, decision making, and supervision practices. This statement recognized that "society, by its adoption of a criminal code, promotes the notion that all persons convicted of a crime should have sanctions imposed for their law-breaking behavior, although not necessarily in a uniform manner for all offenses. Such sanctions, therefore, vary from punishment by fine to punishment by long periods of incarceration." However, the Board also is keenly aware that the public has diverse points of view on appropriate sanctions. It is within this framework that the Board does its work.

### STRUCTURING DISCRETION IN DECISION MAKING

Believing that "all people retain certain rights, whether or not they are undergoing sanctions for anti-social or criminal behavior", the Board is determined to ensure an equality of rights for the clients under its jurisdiction. It is to that end that the Board committed itself, during the last biennium particularly, to structure its discretion in making parole decisions and to provide necessary due process rights for all of those who violate the terms of their parole or probation.

#### The Parole Decision

The Board is empowered to decide when, between a minimum and a maximum sentence established by the judiciary, an offender should be paroled. As a matter of policy, there is a presumption of parole at an offender's minimum sentence; therefore, the parole decision is a determination of who, among prospective parolees, should **not** be released to the community. When making a parole decision, legislative mandates require the Board to consider a range of factors, such as extent of risk to the community, nature of the offense, prior

criminal history, employment potential, emotional stability, and adjustment to prison. Thus, the decision maker is entrusted with the enormous responsibility of making a discretionary judgment on an individual case without objective points of reference from which to evaluate the seriousness of a factor, or the interrelationships of multiple factors. The Board determined there was a need for guidelines which set objective standards and related multiple factors in a clear and consistent manner. With these perceptions, the Board embarked on a long-range strategy to change from implicit to explicit policy in decision making. Their goal was to develop a set of decision guidelines which would structure discretion, but not eliminate it.

To accomplish this goal, the Board adopted an applied research approach which identified and structured the application of salient factors used in decision making. This strategy had important implications for change and the ultimate institutionalization of the guideline method of decision making. Board members became active in the research process with responsibilities in the design and execution of the research. Through their vested interest in the outcome of the project and some ownership in the final guideline product, the Board guided the interpretation of policy outcomes to reflect their philosophy and priorities.

Parole guideline research went through three distinct cycles. During the first cycle, a data collection instrument was designed and information was recorded after each parole interview for a period of nine months. The analysis of this data led to the second research cycle, during which preliminary parole guidelines were established. At the same time, a separate analysis of parole outcome was conducted, and a base expectancy table for parole was created. As a result, the Parole Decision Making Guidelines were adopted in July of 1980. During the final research cycle, the Guidelines were field tested and modified for full implementation.

#### PENNSYLVANIA BOARD OF PROBATION AND PAROLE

CLIENT NAME John Doe PAROLE NUMBER 0000-P  
DATE 11/12/80 INSTITUTION SCIC

#### PAROLE DECISION MAKING GUIDELINES

##### I. PAROLE PROGNOSIS ASSESSMENT

COLUMN 1 Variable	COLUMN 2 Score Allocation for Risk Assessment	COLUMN 3 Classification Score	COLUMN 4 Reassessment
Prior Convictions: Number <u>0</u>	39 if "zero" convictions; 24 if "1-2" convictions; 0 if "3 or more" convictions	<u>39</u>	
Instant Offense(s) (ranked according to index) <u>1) Simple Assault</u> <u>2) Theft</u> 3) _____ 4) _____	35 if Murder, Manslaughter; 28 if Drug Laws; 23 if Aggravated Assault; 19 if Sex Offenses; 14 if Miscellaneous and Arson; 9 if Simple Assault and Kidnapping; 5 if Robbery; 4 if Theft and Fraud; 0 if Burglary	<u>9</u>	
Age at Minimum: Minimum Sentence <u>3/3/81</u> Age: <u>20</u> Years old.	28 if 46 years or older; 12 if 15-21 years or 34-45 years; 0 if 22-33 years	<u>12</u>	
TOTAL P.P.A. SCORE		<u>60</u>	

Prognosis Assessment Score Category

CHECK ONE: 0-11 POOR ☐ 12-59 MODERATE ☐ 60-100 GOOD ☒





The outcome of the project is an additive decision making model which accumulates evidence against a presumption of release. The decision making instrument first screens applicants through a Parole Prognosis Assessment, which is an actuarial risk classification. This is followed by evaluating parole suitability in terms of an unfavorable factor checklist which focuses on three dimensions of the parole assessment: the institutional adjustment, the prior record, and the instant offense. The accumulation of unfavorable factors in relation to the actuarial classification provides the basis for a guideline recommendation to refuse parole. When the decision maker disagrees with a recommendation, there is an opportunity to cite specific countervailing factors which justify a policy exception. Other risk related behavioral attributes, institutional programming, and parole release plans are also given explicit consideration as countervailing factors. Thus, the decision maker may evaluate individual case circumstances in relation to parole policy so that discretion is structured into the decision making process rather than being eliminated.

The development of guidelines represents a milestone in the evolution of parole decision making. For the first time in four decades, clearly defined policy, known to all constituencies, is the basis for making parole decisions. Accountability to the public and the offender client is achieved, since the basis for each decision is documented. The inmates become more conscious that they are being held accountable for behavior, past and institutional, as it becomes integral to the parole decision. Parole administrators and other governmental authorities also benefit from the guidelines, as information derived provides the basis for criminal justice planning, budgeting, and evaluation of correctional programming.

#### The Revocation Decision

A second major accomplishment for the Board during the past two years has been the development of explicit policy for parole revocation decisions. The revocation decision involves a time setting consideration as well as a determination of imprisonment. After it has been established that a parolee has violated his or her parole, the Board must determine whether the violation is serious, and there is sufficient risk to the community to justify a recommitment to an institution. The establishment of a violation of parole generally results in a recommitment decision, and only in cases where there are substantial mitigating factors does imprisonment not occur. Thus, the focus of the Board is on the time setting decision.

In order to structure their discretion in setting time, the Board monitored its decision making practices for two years and established presumptive ranges for each violation. Presumptive range guidelines provided a means of enacting a uniform practice in setting time and also allowed for discretion in considering mitigating or aggravating circumstances to assure fairness and equity in the decision making process. Again, decisions are documented with explicit reasons for the decision and the evidence relied upon in determining the amount of time the offender will serve on the original sentence. The time to be served by the offender is separate and in addition to any new sentence given by the trial judge for a crime committed while on parole.

Presumptive ranges were developed for:

- 1) technical parole violations, which refer to violations of the conditions governing parole at release, and
- 2) convicted parole violations, which refer to violations of existing law and subsequent conviction in a court of record.

In both types of parole violations, convicted or technical, the recommitment presumptive ranges for time served reflect Board policy regarding punishment commensurate with the seriousness of the violation and risk to the community. Presumptive ranges, as explicit parole policy for revocation decisions, represent a crucial, final step in providing due process for offenders and meaningful protection for society.

#### Supervision Decisions

The positive experience of the Board in this decision making project has led to plans for structuring decisions relating to the enforcement of parole conditions by the field supervision staff. The objective here will be to develop guidelines which are consistent with actuarial assessments of parole prognosis and due process requirements of law. The future development of explicit policy in areas of discretionary judgement by field supervision staff will facilitate case management practices, provide continuity in risk assessment, and ensure consistency of decisions in the parole-to-revocation process.

The structuring of discretion in making parole decisions through the use of the Board's Parole Decision Making Guidelines and presumptive ranges for time setting, have maximized the fairness and equity of the parole system and minimized the risk to the community.

#### SUPERVISION PRACTICES MOLDED BY THE BOARD'S PHILOSOPHY

The supervision practices of the Board are constantly under review because it is here that the Board attempts to meet the needs of the offenders under its jurisdiction. Although these needs are similar to other persons, many of the Board's clients have been deprived of the opportunities and influences of good schooling, gainful employment, adequate housing, and rewarding leisure time activities, which most of us take for granted. The Board is, therefore, committed to provide for its clients *"the opportunities and experiences that can have a positive influence as a means toward achieving the goal of law-abiding behavior. . . With this clearly defined emphasis, reintegration/rehabilitation of the offender into society through supervision becomes a major purpose of the Board."*

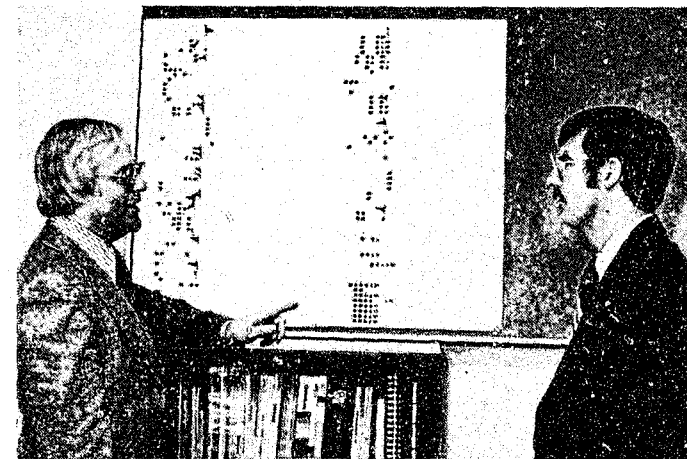
#### ACCREDITATION — BLUEPRINT FOR QUALITY SERVICE

In a continuing effort to maintain a high quality of parole supervision and its quasi-judicial functions, the Board applied for participation in a national accreditation program for correctional agencies in 1979. In the mid-seventies, the Commission on Accreditation for Corrections, sponsored by the American Correctional Association, was established to develop comprehensive national standards for corrections and to implement a voluntary program of accreditation to measure compliance with those standards. In November, 1979, the Board became the first state or county correctional agency in the Commonwealth to be accepted into correspondent status by the Commission. This acceptance began a long and

intensive journey by the Board and its staff, with the goal of being accredited both as an adult parole authority and as an adult probation and parole field services agency.

During the first half of 1980, all levels of staff participated in a comprehensive self-evaluation of the agency in relationship to the national standards. This self-evaluation brought into focus deficiencies of the agency, some due to restrictions in the Parole Act, while others are more related to agency procedure. As a result of these deficiencies, comprehensive action plans were developed to serve as blueprints for achieving compliance with the standards. These action plans became an integral part of the self-evaluation report, which was submitted to the Commission for approval. In October, 1980, the report was accepted, and the Board achieved candidate status, the second step in the accreditation process.

The careful implementation of the action plans began in the last quarter of 1980, and is expected to continue for much of 1981. The Board members and representatives of all levels of staff are involved in discussions, planning, and drafting of new and revised policies and procedures. When the action plans are fully implemented, the Board will be audited by the Commission to determine if a sufficient number of standards have been complied with to achieve accreditation.



Accreditation Manager Joseph Long confers with Chairman Fred Jacobs on the progress being made in achieving compliance with accreditation standards.

The accreditation process has been a positive one, in that it has caused the Board and its staff to carefully examine policies and procedures to determine, not only if they meet the national standards, but also to ensure the continued integrity of the Board in carrying out its mandated responsibilities to protect society and assist in the resocialization of its clients in the community.

#### CITIZENS — AN UNTAPPED RESOURCE

Recognizing that the citizens of the Commonwealth are a potential resource to assist the Board in fulfilling its responsibilities, the Board stated that it *"will tap energies and concerns of all citizens, including offenders, regarding social problems in general and the Board's supervision practices more specifically. . . . The public is the keystone upon which the overall reintegration/rehabilitation of the offender can occur."* In fulfillment of the Board's philosophy, Citizens Advisory Committees were established in 1978 in each district for the purpose of developing a close sensitivity to the expectations of the public for the Pennsylvania Board of Probation and Parole. These committees, composed of a wide cross section of citizens including offenders, meet regularly with the staff in each district to discuss matters of mutual concern.

In August of 1979, a statewide meeting of members of the district Citizens Advisory Committees met in the Board's central office with Board members and staff to share information and concerns. As a result of the meeting, Board members and staff became aware of the positive contributions citizens are making through these committees, and hopefully the citizens went away with a better understanding of the Board's work and the problems encountered in meeting its responsibilities. Another statewide meeting is scheduled for January, 1981.

#### BOARD AND MANAGEMENT STAFF JOIN IN PLANNING

During 1980, the Board engaged in a systematic program involving Board members and upper/middle level administrators and supervisors, to analyze the pressing needs of the agency and to develop recommended courses of action for the future. Discussions centered on such critical issues as improving services with diminishing resources; services which should be offered by 1985; and reinforcing existing communication channels.

These open forums for the exchange of information and perspectives among the upper/middle level managers have proven to be most productive in coordinating the Board's work and providing a foundation for future planning. It is intended that this initiative will continue in charting the future direction of the Board.

Regional meetings have been held periodically with all field supervisors to discuss various operational matters. A Board Advisory Team, made up of a cross section of agency staff, has also been established, and meetings are held regularly with a designated Board member to hear suggestions and concerns for improving the agency. All of these efforts are designed to maximize interaction and communication within the agency, by involving staff in identifying ways the agency can better serve the community and its clientele.

#### NEW BOARD MEMBER APPOINTED

In December, 1980, the Chairman received notification from Governor Thornburgh of the confirmation of Walter G. Scheipe as a member of the Board. Mr. Scheipe, since 1969, has been warden of the Berks County Prison, having served previously as a parole agent with the Board in Philadelphia and Allentown. In 1961, Mr. Scheipe resigned as a parole agent in order to begin employment with the Berks County Probation

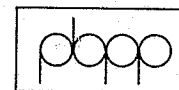
Department, where he served as chief probation and parole officer until 1969. Mr. Scheipe, a native of Pottsville, is a graduate of Bloomsburg State College, and taught school for six years in Venezuela soon after graduation.



Board Member Walter G. Scheipe

## BOARD SEEKS RESHAPING FOR THE FUTURE

In a time of diminishing resources and increased due process requirements, coupled with the goal of improving its services, the Board has committed itself to doing more creative planning for the future, and to seek parole reform in many areas, including decision making. The realization of these objectives will more adequately allow the Board to meet its mandates and to recognize that "offenders can change their behavior patterns when desirous, capable, and given the opportunity, help, dignity, and respect they deserve as human beings. If this is done, the public can be protected; and offenders can be reintegrated/rehabilitated into society as law-abiding citizens."



## OFFICE OF THE EXECUTIVE DIRECTOR

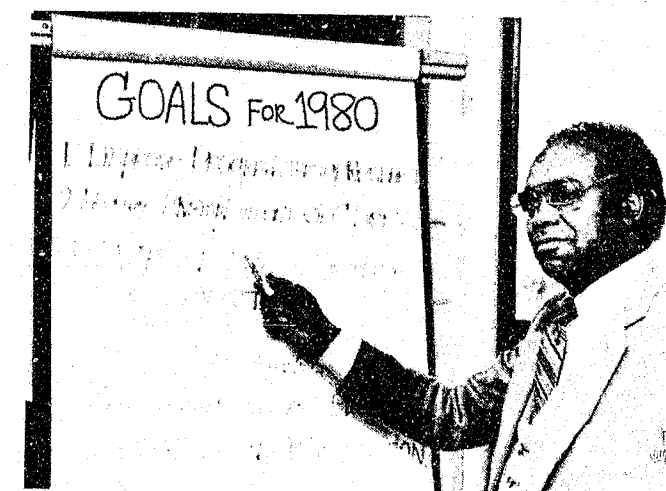
**Robert L. Johnson, Executive Director**  
**David R. Leathery, Director of Staff Development**  
**Joseph M. Long, Executive Assistant**

The activities of the Executive Director's Office are designed not only to fulfill the objectives of the Board with respect to daily operational concerns and problem solving, but also to provide leadership in the establishment and the accomplishment of short and long-range goals. The Executive Director's role is also one of coordination of the work of the Board's staff and the services provided to the offender and the community. Organizationally, the Executive Director is responsible for the Bureaus of Supervision (field services), Administrative Services, and Probation Services. The Executive Director and the bureau directors, including the director of the Bureau of Pre-Parole Services, meet regularly to plan and coordinate the work of the agency.

## PLANNING RECEIVES HIGH PRIORITY

The Office of the Executive Director implemented a modified Management by Objectives program during this period. The goals and objectives developed were supportive of those established by the Board in its philosophical statement and commitments made to the administration, and were designed to enhance the efficiency and effectiveness of the agency. The Executive Director's goals for 1980 were:

- Improve program through research.
- Achieve candidate status in agency accreditation.
- Reduce unemployment of clients.
- Equalize caseloads/workloads — both across and within districts periodically.
- Improve administrative functions at district office levels.
- Increase staff development impact on the organization.
- Improve organizational communication and public information dissemination.
- Improve the effectiveness of supervision practices.
- Improve Board/county probation relationships.
- Improve administrative support in the face of diminishing resources.



Bureau directors and other staff established objectives to support and achieve these goals. At year's end, 86.5% of the objectives had been reached.

Another major responsibility of the Executive Director has been program and operational planning for two Board/Management Workshops held during 1980, involving all Board members, bureau directors, division directors, field and institutional managers. The Director of Staff Development gave staff leadership to the preparation of the program content and was assisted by a planning committee made up of representatives of all of the staff groups participating in the workshops.

## SPECIAL PROJECTS AND COMMUNICATIONS GIVEN IMPETUS

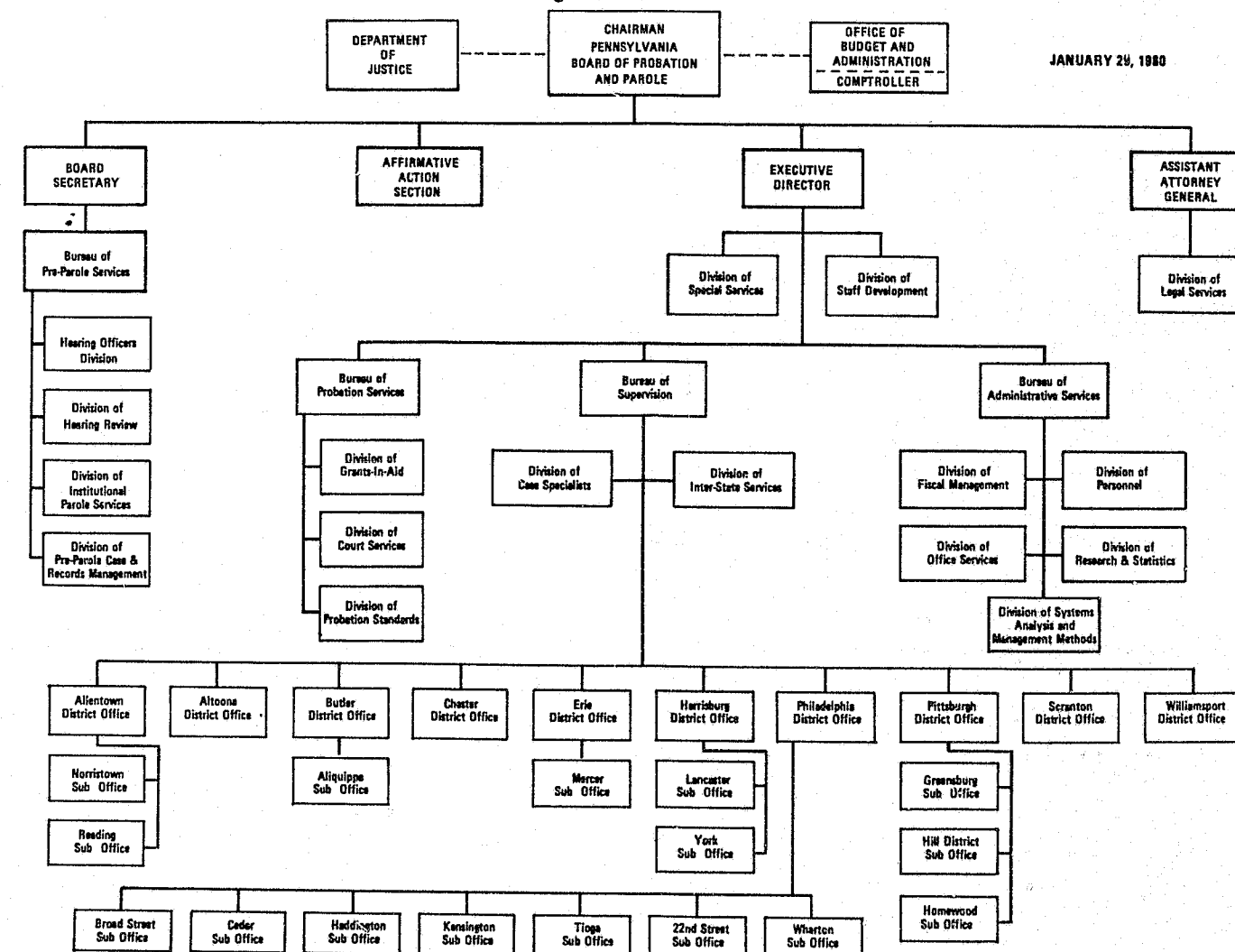
The Executive Director's Office, because of its broad scope of responsibility, has given leadership to a number of special projects, particularly accreditation, the Community Resources Management Teams (CRMT) Demonstration Project, and communications. The Executive Assistant has been assigned the responsibility of serving as accreditation manager for the agency, and other staff members have given assistance as needed. The CRMT Demonstration Project, although related specifically to the Bureau of Supervision, was provided leadership by the Executive Assistant, who served as project director. He was able to provide coordination of all related management staff in providing assistance where needed during the course of the project and served as the Board's liaison to the National Institute of Corrections, the provider of funds for staff training and research.

The Board adopted a more open and aggressive public information/relations policy as a means of informing and educating the public regarding probation and parole and to respond to inquiries from the press and public generally. The Board's public information/relations responsibility became an important function of the Executive Assistant, with the Board Secretary continuing his responsibility for informing the public with regard to "sensitive cases." Internally, an employee newsletter was established to improve communications and information sharing with the Board's employees situated in 35 locations throughout the Commonwealth.

## STAFF DEVELOPMENT EXPANDS SCOPE

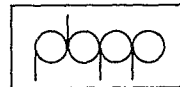
The Board has increasingly recognized the importance of developing the expertise and resources of its staff to the fullest in order to meet the demands of the clients and communities served. Through an aggressive staff development program located in the Office of the Executive Director, the agency has undertaken an extensive inter-agency training program to improve the skills and abilities of staff throughout the adult probation and parole system in the Commonwealth. This has been accomplished through the Joint State/County Training Project developed by the Staff Development Division with the financial support of the National Institute of Corrections. In the past two years, over 100 courses have been offered through this project to approximately 2,000 participants, divided almost equally among Board staff and county staff from more than sixty (60) county probation departments. Based on its initial success, the Board plans to continue this initiative, for it is a most valuable approach for upgrading services, while

## Organizational Chart



enhancing the exchange of information and resources among the many jurisdictions involved.

In fulfilling its other responsibilities, the Staff Development Division, through its regional specialists, has developed and worked toward implementation of a comprehensive agency firearms policy, headed a student internship program in cooperation with the academic sector, offered other specialized training programs, and participated in a variety of new initiatives to help improve the agency and its personnel.



## AFFIRMATIVE ACTION OFFICE

**LeDelle A. Ingram, Affirmative Action Officer**

The affirmative action program of the Pennsylvania Board of Probation and Parole has been prepared under the guidelines set forth in the Governor's Executive Order 1979-15, which states,

*This Administration is strongly committed to establishing and maintaining an open and equitable personnel system for the Commonwealth of Pennsylvania. Equal Opportunity shall be provided for all applicants and employees. No agency shall, in any personnel action, including recruitment, appointment, promotion, training, or separation, discriminate against any person on account of race, color, religious creed, life style, handicap, ancestry, national origin, union membership, age, or sex.*

and mandated by the Pennsylvania Human Relations Commission Act; Title 4 Pennsylvania Code, Chapters 24 and 25; Civil Rights Act of 1964 as amended; Federal Executive Orders 11246 and 11375; Equal Employment Act of 1972; Equal Pay Act; and the Federal Rehabilitation Act of 1963, Sections 503 and 504.

The Board's position on affirmative action is a commitment of equality of opportunity, a basic goal of a free society. Two agency objectives are to become a civic leader in programs and activities which support equal employment opportunities for all citizens, as well as encouraging the personal growth of individuals by utilizing their abilities to the fullest extent practical within the governmental environment.

The affirmative action/equal employment opportunity responsibilities have been assigned to the affirmative action officer, directly responsible to the Board. These responsibilities include monitoring the program; making reports to federal and state officials as required; statistical analysis of demographic data; discrimination complaints; working with the Personnel Division to ensure equal opportunity; and interacting with management, and particularly the Executive Director, who has the overall responsibility of ensuring effective and proper implementation of equal employment opportunities within the agency.

Highlights of 1979 and 1980 have included:

- The Board's Handicapped Compliance Advisory Committee, established in 1978, submitted its final report in 1980, which made recommendations regarding architectural modifications to accommodate the handicapped and reported findings on handicapped clients to be used to determine agency needs in serving these clients effectively.
- One of the Board's employees, Parole Agent Lawrence Gerthoffer of the Greensburg Sub-Office, received a citation of merit as part of the Governor's Committee on Employment of the Handicapped Awards Program.



Left to right — Fred W. Jacobs, Board Chairman; Lawrence Gerthoffer, Parole Agent; Mrs. Gerthoffer.

- In cooperation with the Personnel Division, needed adjustments in job functions have been made to accommodate and retain handicapped employees.
- An agency minority recruitment effort monitoring system was established.
- Management was assisted in becoming aware that sexual harassment is sex discrimination.
- An affirmative action commitment rating has been included on all supervisory level performance evaluations.

*Affirmative Action/Equal Employment Opportunity is not just a good idea, it is the law.*

## DIVISION OF LEGAL SERVICES

**Robert A. Greevy, Assistant Attorney General**  
Arthur R. Thomas, Assistant Attorney General

The Division of Legal Services, consisting of two Assistant Attorneys General, handles nearly all litigation against the Board and its employees and provides legal advice and input in the operation of Board policies and procedures.

Complaints by inmates and parolees vary widely in scope, and include such issues as challenges to specific parole conditions imposed, procedural irregularities in recommitment proceedings, evidentiary attacks, false imprisonment, parole refusal, and rescinding of parole. One main area of unsettled law, recently decided but subject to appeal, is which office of the public defender has the legal responsibility to represent indigent parolees at revocation proceedings. The law was clear that an indigent had a right to representation by counsel, but was equally clear that the Board had no authority to appoint counsel. This left the Board and the indigent parolee with no assurance that a public defender would attend the hearing, thereby depriving the parolee of a constitutional guarantee and subjecting Board actions to reversal on appeal. The Commonwealth Court has now ruled that the county of incarceration has the legal responsibility to represent indigent parolees, which should lead to speedier and more effective compliance with constitutional mandates.



Robert A. Greevy, Assistant Attorney General

The Pennsylvania Supreme Court has recently ruled that there exists a right of indigents to representation on appeals to the Commonwealth Court regarding parole revocations. In reaching that conclusion, the Court implied that such appeals must be on the basis of a transcribed record of the proceedings, which will most likely require far more formality in Board hearings than at present.

The Legislature has passed a Commonwealth Attorneys Act, which separates legal functions in representing and advising agencies. Legal Services, which has worked closely with the Department of Justice in the past, will be working in close cooperation with both the Office of the Attorney General and Office of General Counsel, under the Governor's jurisdiction, in the future on the representation of the Board and its employees.



## OFFICE OF BOARD SECRETARY AND BUREAU OF PRE-PAROLE SERVICES

**Hermann Tartler, Board Secretary and Director**  
William H. Moul, Director of Case and Records Management  
John J. Rice, Director of Institutional Parole Services  
John P. Skowronski, Director of Hearing Review

The Office of the Board Secretary and the Bureau of Pre-Parole Services have responsibilities which relate primarily to the Board's paroling authority function. The Board Secretary's responsibilities include the accumulation and preparation of material for interviews and hearings for Board cases, correspondence relating to potential and current clients of the Board in institutions, and other related matters. The Board Secretary also serves as the Board's liaison with the Board of Pardons and the Bureau of Correction.

The Bureau's staff consists of central office employees, hearing examiners in several locations, and an institutional parole staff located in each state correctional institution and some county prisons. The Bureau's central office staff directs the work of the institutional parole staff and is responsible for coordinating all pre-parole investigation requests and approving all parole plans submitted by clients. In the area of case and records management, the staff is responsible for processing and maintaining case material for the Board and its staff, responding to most inquiries relative to decisions of the Board, reviewing sentence structures for accuracy and compliance with current laws, providing technical assistance in finalizing Board decisions, and recording the official case decisions of the Board.

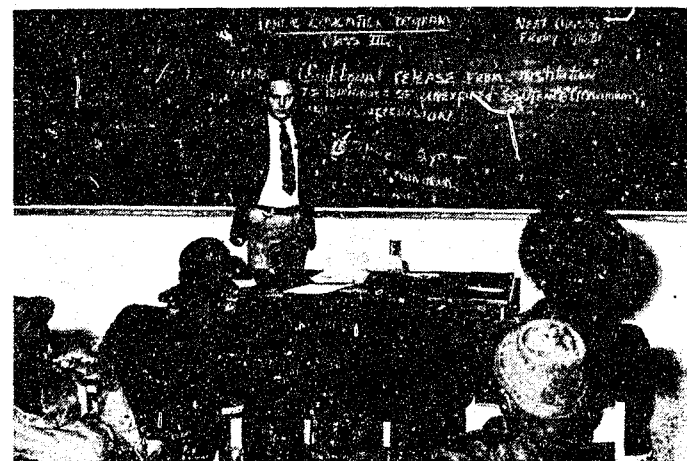
All reports submitted by field staff regarding parole violations and hearings are reviewed by the central office staff to insure compliance with Board policy and procedure. Technical assistance and direction is provided to the hearing examiners and other related staff. Field personnel are notified of actions taken by the Board in relation to the arrest and hearing continuations, and they are advised of the proper procedures for processing and controlling these cases.

To ensure that the client is afforded proper due process, the hearing examiners conduct various hearings and submit summaries, including recommendations, to the Board for final action. These hearings include preliminary, violation, detention, and revocation hearings for technical parole violators and for clients arrested and/or convicted of new criminal charges. In addition, the hearing examiners conduct parole release interviews and probable cause hearings for out-of-state clients, upon request. The institutional parole staff provide information to the Board for use in making parole decisions and to aid the offender in developing a parole plan consisting of a home and employment.



## PAROLE EDUCATION PROGRAM EXPANDED

One of the responsibilities of the Board is to assist the inmate in his preparation for eventual release on parole. During the biennium, this function was expanded by establishing a new, innovative Parole Education Program Pilot Project in the State Correctional Institution at Rockview. The program is aimed at increasing inmate knowledge, understanding, and perception of the parole process. It consists of a voluntary course of study and instruction led by the institutional parole staff and Board field staff. The program at Rockview has also included a Pre-parole Information Bulletin, which provides the inmate with written information regarding the pre-parole process.



Robert Ricketts, Institutional Parole Supervisor, teaches Parole Education Class at the State Correctional Institution at Rockview.

Based on the excellent inmate response, the program has been extended to each of the seven state correctional institutions, several county jails, and plans are underway to expand the program to other county correctional facilities. The importance and significance of this inmate education program has been recognized by the National Criminal Justice Reference Service, Rockville, Maryland, and information about the project is included in their bibliographic data base.

## ADMINISTRATIVE REVIEW PROCESS INITIATED

A recent Commonwealth Court decision requires the use of a Board administrative review process prior to accepting cases on appeal from recommitment parolees who believe there exists a defect anywhere in the Board's hearing process. As a result, the Board has established an administrative review process to deal with questions raised by parolees about the Board's hearing procedures and decisions.

When it is believed by the Board that there is no merit to the client's appeal, the review process provides the client with further explanation of the Board's basis for the decision. This should satisfy the client and eliminate the need for litigation. In other instances, the review allows for the Board to correct any administrative errors which may be related to an individual decision.

## OPERATIONS SYSTEMS IMPROVED

As part of the agency's effort in doing more with less resources, several internal operational systems have been modified or are in the process of being modified. Modifications resulting in less time being required to perform certain functions, and in some cases, the elimination of paperwork, include:

- Forms prepared by the institutional parole staff have been revised to coincide with the Board's use of the Parole Decision Making Guidelines.
- The computerization of the Board's client master file has been developed and partially completed, reducing the time needed to process records.
- Controls, for the review of clients whose parole/reparole has been refused and others who have been recommitted to prison, have been decentralized to the institutional parole staff, discontinuing the collection of certain documents and controls in central office.
- By improving methods of recording case decisions and the modification of forms, some operational steps have been eliminated, and the recording of Board actions is done more timely.

As an ongoing effort to improve operations and eliminate unnecessary paperwork, two task forces have been established to review and make recommendations regarding an equitable workload distribution for hearing examiners and internal paperflow.

## FUTURE GOALS

The Bureau plans to give considerable attention to training the Board's field staff on the numerous case law and procedural changes related to the revocation of parole and other related areas as needed. It is also planned to expand contacts with county and other criminal justice officials by meeting on a regular basis to develop meaningful dialogue and to exchange views on new developments in the field.



## BUREAU OF SUPERVISION

**John J. Burke, Director**

**Gilbert W. Henegan, Probation and Parole Staff Specialist**

**George K. Henshaw, Director of Interstate Services**

**Robert A. Largent, Probation and Parole Staff Specialist**

The Bureau of Supervision is responsible for implementing the policies and procedures of the Board in the supervision of probation and parole clients as mandated by the Parole Act. This is accomplished by a central office staff in Harrisburg and a field staff, including supervisors, parole agents, human services aides, parole investigators, and clerical persons located in ten district offices and sixteen sub-offices throughout the Commonwealth.

The central office staff specialists review case reports and records from district staff for compliance with the Board's policies/regulations and for quality control; to recommend appropriate action to the Board when necessary; and to make recommendations for improvement in supervision practices. They also make on-site visits to field offices to meet with staff in an effort to improve services. The Director of Interstate Services handles matters regarding the acceptance of our clients for supervision by other states and our supervision of clients from other states through the Interstate Compact.

## PAROLE AGENTS AND DECISION MAKING

Throughout the parole agent's work of supervising parolees and probationers, the focus in thinking and making decisions about clients is the risk to the community. Actions are directed toward assisting the offender in his reintegration/resocialization in the community. The agent uses sanctions to make the client more amenable to treatment, as well as control. Such sanctions provide the agent and the offender the opportunity to logically discuss possible end results of the clients' actions, and this prevents impulsive actions based on poor judgement.

The creative parole agent uses his authority purposefully to provide restrictions for the offender only when needed to protect others. Through experience, he develops capabilities in making decisions based on knowing the client as a person and accurately assessing information about the offender. Patience to deal with aggressive and hostile attitudes of the offender who resists helping efforts and the wisdom to use sanctions when needed for the protection of the offender and the community, are two necessary virtues of every parole agent.

## SUPERVISION PRACTICES BEING EXAMINED

The basic elements of parole supervision have changed over the past few years, many of them due to court decisions. As a result of the changes, coupled with constantly diminishing resources, the Bureau has been faced with developing new concepts for the protection of society through reintegration of the offender.

The Board implemented a Community Resources Management Teams (CRMT) Demonstration Project in two of the Philadelphia sub-offices to test the effectiveness of a new mode of supervision of clients. The project is focusing on

meeting the normative needs of the clients by brokering for services from community service agencies. The team approach of the project has resulted in the use of a pooled caseload, using all staff resources to more effectively meet client needs while simultaneously fulfilling supervision responsibilities. Evaluation of the effectiveness of this program has been ongoing through a professional research organization, as well as the Board's research staff.

A Revised Supervision Practices Project was undertaken in the Pittsburgh District Office in an effort to place emphasis on qualitative services in meeting client needs, rather than quantitative output to meet minimum supervision requirements. The agent was given the discretion to make contacts where it was determined that support and surveillance was required to provide effective supervision of the offender. This project was completed in December, 1980, and is being analyzed for its effectiveness.

Reduced supervision caseloads, which allow an agent to carry caseloads of more than 100 offenders, have been established. Only clients with at least two years of satisfactory parole supervision, including a stable employment record, and whose offense was not of a violent or serious nature, are considered for placement in these caseloads. As a result, the caseloads of other agents are reduced so that more time may be spent working with offenders who have committed more serious crimes.

## UNEMPLOYED CLIENTS RECEIVE HIGH PRIORITY

During 1979, a concerted effort was made to reduce the number of unemployed clients who are able to work. As a result of conducting mandatory employment group counseling sessions and by soliciting business and industry for employment opportunities for Board clients, the percentage of unemployed, able to work clients was reduced from 35.2% in 1978 to 25.6% in 1979, a reduction of 9.6%. Due to the nationwide recession during 1980, client unemployment rose to 27.5%, an increase of 1.9%, which is comparable to the general increase in unemployment in Pennsylvania. Despite the recession, there was a continued slight reduction in the number of unemployed clients in the Philadelphia and Scranton districts.

## CITIZEN/COMMUNITY/AGENCY INVOLVEMENT EXPANDED

The real test of the work of the Board is how the offender adjusts in the community. Therefore, it is critical that citizens and community agencies recognize their role in relationship to the Board's responsibilities. Citizens Advisory Committees have been established in each of the ten districts to provide feedback for the Board's policies and practices and to sensitize the Board to the public's expectations. These committees are actively involved in many ways, including accompanying agents in the field, visiting state correctional institutions, attending Board hearings, giving leadership in the use of volunteers, and assisting clients in a county prison to prepare for parole. The views, suggestions, and recommendations of these committees are shared regularly with the Board and a statewide meeting is held annually.

In addition to these committees, there are approximately 600 citizen volunteers throughout the state who work with parolees and probationers on a one-to-one basis as a means of





John Burke, Bureau Director, discusses concerns of Citizens Advisory Committee Members Judith Stager from the Butler Committee and Allen Smith, Chairman of the Chester Committee.

assisting the parole staff with their work. The use of these citizen volunteers increases the awareness in the community of the needs of offenders and the work of the Board.

During the latter part of 1979 and early 1980, the Board reactivated its relationship with the Pennsylvania Chiefs of Police Association by holding statewide law enforcement conferences. Sponsored by the Board, the Association, and the Pennsylvania State Police, over 1,000 law enforcement officers, district attorneys, judges, etc. participated in discussions of legal problems related to the police working with parolees and ways to promote a better understanding among the agencies involved. The Board also updated its manual, "Police Procedures in the Handling of Parolees," the first of its kind in the nation.

As a means of expanding the use of all community agencies in meeting the needs of the offender, all field offices are in the process of developing a current inventory of useful community agencies, both public and private. In addition, district staff will seek opportunities to meet with staff members of these agencies to secure more effective services for clients of the Board.

#### INTERSTATE SERVICES

All 50 states participate in the Interstate Compact, which permits offenders to return to their home area for supervision, which often provides a better opportunity for adjustment, and at the same time provides for the protection of society. The following chart shows the extent of client participation in the Interstate Compact:

	1979	1980
Board clients supervised in other states	1,158	1,134
Other states' clients supervised by the Board	1,754	1,802

In addition, there are nearly 1,300 clients of county probation departments being supervised in other states through the Board's interstate office. Investigation reports for background and classification information, pre-sentence investigations, and other requests for information are regularly exchanged, and the Interstate Compact also provides assistance in the extradition of offenders who have absconded to other states.

#### PAROLE AGENT OF THE YEAR AWARDS

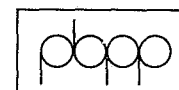
The Pennsylvania American Legion presented Parole Agent of the Year Awards to two parole agents during the biennium. These parole agents were selected from a group of agents nominated by each of the ten district offices, and selected by a statewide committee. Agents nominated must have demonstrated good judgement, loyalty, motivation, temperament, dependability, and versatility in their work.



1979 — Norman R. Goetz, parole agent from the Altoona District Office, center, is shown receiving the award from Board Member Descano, left, and Edward Hoak, Pennsylvania American Legion State Adjutant. Mr. Goetz began his work with the Board in 1971, and was recognized because of his group work with clients and his positive relations with law enforcement and service agencies in Somerset County, where his caseload is located.



1980 — Carl R. Crosby, Aliquippa Sub-Office, Butler District, left, parole agent since 1974, receives the award from John Zweisdak, state commander of the Pennsylvania American Legion. Mr. Crosby was cited for his positive rapport with clients and his outstanding efforts in helping clients find meaningful employment in an area of high unemployment.



#### BUREAU OF PROBATION SERVICES

Gene E. Kramer, Director  
W. Conway Bushey, Probation Services Advisor  
Ronald E. Copenhaver, Probation Services Advisor

The primary function of the Bureau is the administration of the Board's Grant-in-Aid Program, which provides eligible county adult probation departments with funds to develop and expand their services and to implement related programs and standards. The Bureau staff also provides technical assistance to Board of Probation and Parole personnel regarding special probation, parole, and pre-sentence investigation services to county courts.

In the last Board Report, the Bureau reported on the establishment of objectives for the 1979 and 1980 calendar years. The following is a summary of the level of achievement of those objectives.

#### IMPROVEMENT OF COUNTY PROBATION SUPERVISION SERVICES

The adult probation services advisors visited all county probation departments and evaluated their services in relation to the County Adult Probation Standards established by the Board. Fifty-two (52) county systems were rated good, eleven (11) fair, and two (2) poor. These ratings show consistent improvement of supervision services when compared with the original ratings done in 1967.

#### UPDATING OF COUNTY ADULT PROBATION STANDARDS

As an outgrowth of the Board's participation in the national accreditation program, sponsored by the Commission on Accreditation for Corrections (CAC), the Bureau's staff evaluated the CAC field services standards in relation to the current County Adult Probation Standards, which were developed in 1967 and revised periodically. It was decided that the CAC standards were worthy of consideration for adoption as county standards, since they appear to represent the best contemporary information available on probation and parole field services standards.

In 1980, the County Chief Adult Probation Officers' Association appointed a committee to meet with the staff of the Bureau to further evaluate the CAC standards and to make recommendations of their findings to the Association's members. At a meeting of the County Chief Adult Probation Officers' Association in October, 1980, it was voted 1) to endorse the CAC standards for implementation by the county adult probation systems; 2) to recommend to the Board that the current County Adult Probation Standards be revised and that they be phased in over a six-year period, beginning in 1982; and 3) that compliance with the standards shall be a condition of eligibility for a grant-in-aid.



Gene E. Kramer, Bureau Director, reviews probation standards with Chief Probation Officer Francis V. Crumley, Bucks County.

As part of their responsibility, the Governor's Advisory Committee on Probation will now review these proposals on standards and make recommendations to the Board. The committee, consisting of nine members appointed by the Governor and confirmed by the Senate, is currently composed of the following members:

- Chairman, Daniel B. Michie, Jr., Esquire, Philadelphia
- Mr. John F. Dougherty, Chief Adult Probation Officer, Bucks County
- Honorable Levan Gordan, Judge, Court of Common Pleas, Philadelphia
- Honorable Roy A. Gardner, President Judge, Wyoming County
- Mr. Sylvester Outley, President, Socio-Emotional Learning Family, Landenberg
- Honorable Henry R. Smith, Jr., Judge, Court of Common Pleas, Allegheny County
- Honorable Hardy Williams, House of Representatives, Philadelphia

Note — There are currently two vacancies on the committee.

#### COOPERATION WITH THE JUVENILE COURT JUDGES' COMMISSION

Since counties provide both adult and juvenile probation services, some under the administration of one chief probation officer, there is an obvious need for the Board and the Juvenile Court Judges' Commission to establish similar classification and compensation systems as part of their respective grant-in-aid programs. Thus, on July 5, 1979, the Chairman of the Board and the Chairman of the Juvenile Court Judges' Commission agreed that they will strive to establish and maintain parity in the respective agency's personnel classification and compensation systems and related standards for county juvenile and adult probation personnel. It was further agreed that the Executive Director of the Commission and the Board's Director of Probation Services will meet or communicate at least quarterly to share information regarding their respective grant-in-aid programs and standards.

PURSUE INCREASED GRANT-IN-AID APPROPRIATIONS

Additional grant-in-aid funds are needed to continue funding all county probation staff added since January 1, 1966, and to increase the funding percentage. For the 1979 and 1980 grant programs, appropriations were \$1,763,000 and \$1,773,000 respectively. The 1981 appropriation has been approved at \$2,000,000, or an increase of \$227,000. The following table reflects the impact of these appropriations:

	1979	1980	1981
Appropriation.....	\$1,763,000	\$1,773,000	\$2,000,000
Funding Eligibility....	7,040,753	7,934,584	8,836,986 (est.)
Funding Percentage..	25.0%	22.3%	22.6%

ENCOURAGE OTHER COUNTIES TO PARTICIPATE IN THE GRANT-IN-AID PROGRAM

The staff of the Bureau met with representatives of each of the nine (9) non-participating counties, and as a result, two counties have formally applied for inclusion in the Grant-in-Aid Program and another county has submitted a letter of intent to participate.

In addition to the above objectives, Bureau staff has encouraged counties to reduce the number of special probation/parole and pre-sentence investigation referrals to the Board in view of its diminishing resources and reduced field staff complement. The following data reflects the trend in court service referrals for the last five years:

	1976	1977	1978	1979	1980
Special Probation/Parole Caseload .....	4,550	4,476	4,348	2,924	3,662
Special Probation/Parole Supervision Requests .....	3,312	3,178	2,440	2,182	2,297
Pre-Sentence Investigation Requests .....	1,134	1,088	761	870	969

The Board's special probation/parole caseload and pre-sentence investigation reports increased steadily from 1967 through 1976, and the above data shows a trend of reduced referrals and requests since that time.

FUTURE OBJECTIVES

The Bureau of Probation Services plans to continue its efforts in improving county probation by requesting increases in grant-in-aid appropriations; to adopt, implement, and monitor revised and expanded probation standards; and to reduce the number of investigation referrals by county courts to the Board by promoting greater reliance on county probation services.



BUREAU OF ADMINISTRATIVE SERVICES

John R. McCool, Director

James J. Alibrio, Director of Research and Statistics

Joseph F. Fritz, Director of Systems Analysis and Management Methods

Frank A. Graham, Jr., Director of Fiscal Analysis

Adeline R. Shultz, Director of Office Services

Robert E. Yerger, Director of Personnel

The mission of the Bureau of Administrative Services is to assist the agency in meeting its goals and objectives by providing the required administrative, technical, and logistical services that enable the client-related service bureaus to operate effectively. The Bureau is divided into five (5) divisions: Fiscal Management, Personnel, Research and Statistics, Systems Analysis and Management Methods, and Office Services.

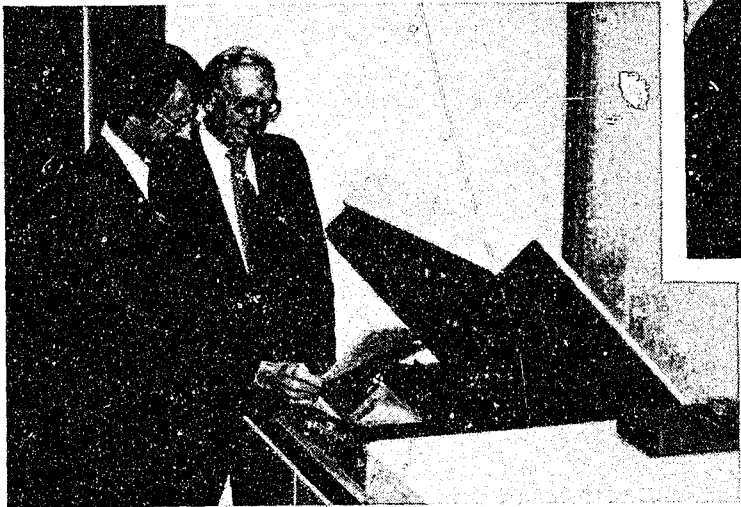
Close working relationships with other Commonwealth agencies are maintained by the Bureau to insure effective implementation and processing of the Board's and Commonwealth's program requirements. These essential relationships include interaction with various bureaus within the Office of Budget and Administration, Civil Service Commission, Comptroller's Office, Department of General Services, Auditor General, Department of Revenue, Pennsylvania Commission on Crime and Delinquency, etc. In addition, liaison with various legislative bodies was maintained.

RESEARCH AND COMPUTER SYSTEM RECEIVE EMPHASIS

A major effort of the Bureau has been the accomplishment of the goal of providing program analysis in the agency's Management Information System. Over the past two years, this has resulted in the completion of several major research projects which have affected the development of programming. These analyses have included 1) an evaluation audit of the Joint State/County Probation Training Program, 2) an evaluation of the Community Resources Management Teams Demonstration Project, and 3) an assessment of the Revised Supervision Practices Project.

The development of guidelines for both parole and revocation decision making which structure discretion and make policy explicit, has been another major effort. Parole Decision Making Guidelines have emanated from two research initiatives — an empirical analysis of factors used in the decision making practice, and an expost facto analysis of parole outcome to generate a parole prediction table. Applied research in revocation practices has resulted in the creation of presumptive ranges for setting time in prison on an original sentence when found guilty of either technical violations of parole or new crimes. These two major policy developments have fostered uniform procedures in the screening of parole applicants and the disposition of parole violators. A fuller discussion of this effort is found on page 5.

Bureau Director John McCool and Joseph Fritz, Director of Systems Analysis and Management Methods Division, examine computer produced Fixed Assets Inventory File.



Major Bureau programmatic developments involving technological improvements to our Management Information System have been made possible by the purchase and installation of a mini-computer through a Law Enforcement Assistance Administration (LEAA) grant. Information programs already in operation include the master file of clients under supervision and a closed cases file. A segment of the pre-parole system is in place, and developmental activity continues in the areas of Board actions, state correctional institutional data, and a master index name system. The inventory of fixed assets for all of the Board's offices has been computerized in order to reduce staff time and gain a more effective inventory control.

Efforts are currently underway to install a remote computer terminal in the Philadelphia District Office, with similar plans for the Pittsburgh District Office. Approval was also received from the Pennsylvania Commission on Crime and Delinquency for a LEAA grant which will provide terminals for the remaining eight (8) district offices and additional capacity for the central office. These developments are all part of the Electronic Data Processing Multi-Year Plan (five years) approved by the Bureau of Management Services, Office of Budget and Administration.

FISCAL AND EMPLOYE CONCERNS RANKED HIGH

Fiscal responsibility in the overall administration of the agency continues to be a major goal of the Bureau. Included in this responsibility was the budget process, which consisted of developing agency program guidelines, formulation of the budget request, legislative appropriation presentation, and finally, a rebudget at the end of the budget cycle. The review and analysis of fiscal accounts in order to ensure proper expenditure and budgetary control of the Board's funds was also accomplished. This included the management of \$3,509,000 in federal funds awarded to the Board during the 1978-79 and 1979-80 fiscal years.



Judy Langley, Computer Programmer, modifies the program for the Board's Client Master File.

The Board's ongoing concern for its employees gave impetus to a number of programs during the biennium. All employees were offered the opportunity to participate in a seminar which provided comprehensive information on the Commonwealth's employee benefits. A review was made of all employees' retirement system records, and the employee exit interview program was revised as a means of improving future employee relations and the retention of employees.

The Commonwealth's Automated Leave and Management Program was fully implemented within the agency, and through the information derived from the program, leave audit initiatives were developed with the goal of increasing employee productivity. All agency management personnel and supervisors were included in a training program on techniques of handling grievances and discipline to better fulfill responsibilities in the area of labor relations. Also accomplished was the improvement of the processing of grievances, the purging of official personnel folders, and the computerization of all employee history to automate the Board's service awards program.

Other Bureau accomplishments included:

- the implementation of a semi-annual review of the Board's Manual of Operations and Procedures,
- the review of energy conservation measures impacting on agency offices in conjunction with the Governor's Energy Council,
- the development of communications with the Governor's Council on the Hispanic Community to explore the feasibility of improving translation services for Spanish-speaking clients, and
- the installation of a new telephone system in central office and the Harrisburg District Office, to provide more efficient service at a reduced cost.





## FINANCIAL SUMMARY

	FISCAL YEAR 1978-1979	FISCAL YEAR 1979-1980
<b>GENERAL GOVERNMENT OPERATIONS</b>		
General Appropriation.....	\$10,787,935	\$14,551,333
Federal Funds.....	3,189,970	259,386
Other Funds (CETA).....	3,153	56,506
<b>Total Expenditures</b> .....	<b>\$13,981,058</b>	<b>\$14,867,225</b>
<b>GENERAL GOVERNMENT EXPENDITURES</b>		
Salaries and Employee Benefits.....	\$12,083,905	\$12,729,700
Operational Expenses.....	1,883,886	1,977,715
Furniture and Equipment.....	13,267	159,810
<b>Total Expenditures</b> .....	<b>\$13,981,058</b>	<b>\$14,867,225</b>
<b>FEDERAL FUNDS EXPENDITURES BY CATEGORY</b>		
LEAA Action Grants.....	\$ 332,666	\$ 157,989
Social Rehabilitative Services Program.....	2,771,883	—
CETA Program.....	66,739	9,624
NIC Grants.....	18,682	91,773
<b>Total Expenditures</b> .....	<b>\$ 3,189,970</b>	<b>\$ 259,386</b>
<b>GRANTS AND SUBSIDIES FUNDS ADMINISTERED BY THE BOARD (Improvement of County Adult Probation Services)</b>		
General Appropriation.....	\$ 1,763,000	\$ 1,773,000
<b>Total Expenditures</b> .....	<b>\$ 1,763,000</b>	<b>\$ 1,773,000</b>

## STATE FUNDS

FISCAL YEAR	GENERAL GOVERNMENT	IMPROVEMENT OF COUNTY ADULT PROBATION SERVICES	TOTAL
1975-1976.....	\$ 7,345,973	\$1,526,000	\$ 8,871,973
1976-1977.....	9,023,930	1,679,000	10,702,930
1977-1978.....	9,736,718	1,763,000	11,499,718
1978-1979.....	10,787,935	1,763,000	12,550,935
1979-1980.....	14,551,333	1,773,000	16,324,333

## FEDERAL GRANTS AWARDED TO THE BOARD

Fiscal Year	Federal Safe Street Act (LEAA) Grants Amount	No.	National Institute of Corrections Grants Amount	No.
1969-70....	\$ 112,861	4		
1970-71....	478,965	8		
1971-72....	1,638,779	11		
1972-73....	1,797,699	11		
1973-74....	4,168,516	10		
1974-75....	3,725,907	7		
1975-76....	2,913,067	6		
1976-77....	2,816,128	5		
1977-78....	737,858	4		
1978-79....	217,295	4	\$ 99,432	3
1979-80....	—	—	62,408	3
<b>Totals.....</b>	<b>\$18,607,075</b>	<b>70</b>	<b>\$161,840</b>	<b>6</b>

Federal funds have been utilized by the Board for the introduction of new and innovative approaches in the supervision of probationers and parolees and to aid in the development of a more effective, humane, safe, and just correctional system. The Federal Safe Street Act (LEAA) funds were used primarily as "seed" money to begin new programs which later were incorporated into the ongoing operations of the agency. The National Institute of Corrections funds have been used primarily in the areas of expanding staff development programs, experimentation with new approaches to parole supervision, and improving the records management of the agency.

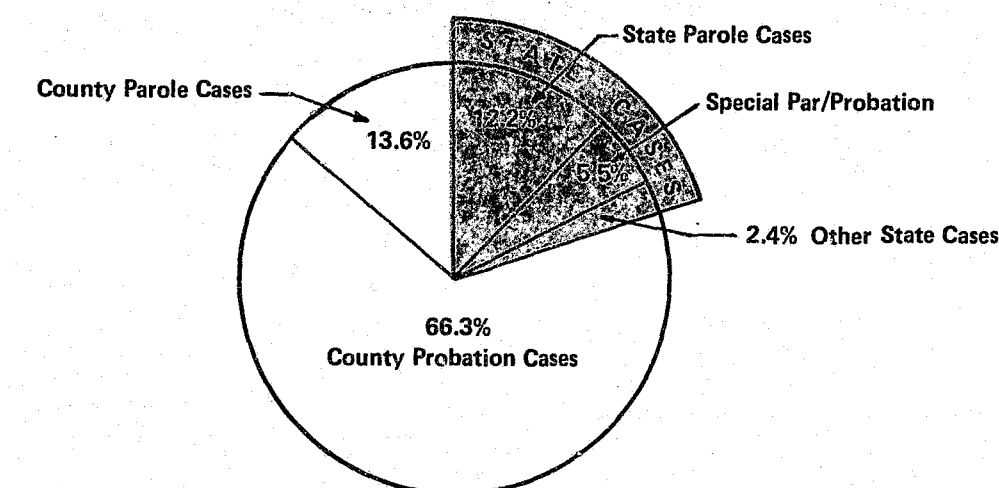


## STATISTICS AND TRENDS

Pennsylvania's community based correctional system had nearly 70,000 offenders on probation or parole at the end of fiscal year 1979-80. Of this total, 14,049 (approximately 20%) were receiving supervision services directly from the Pennsylvania Board of Probation and Parole. The following tables, statistics, and trends describe this population.

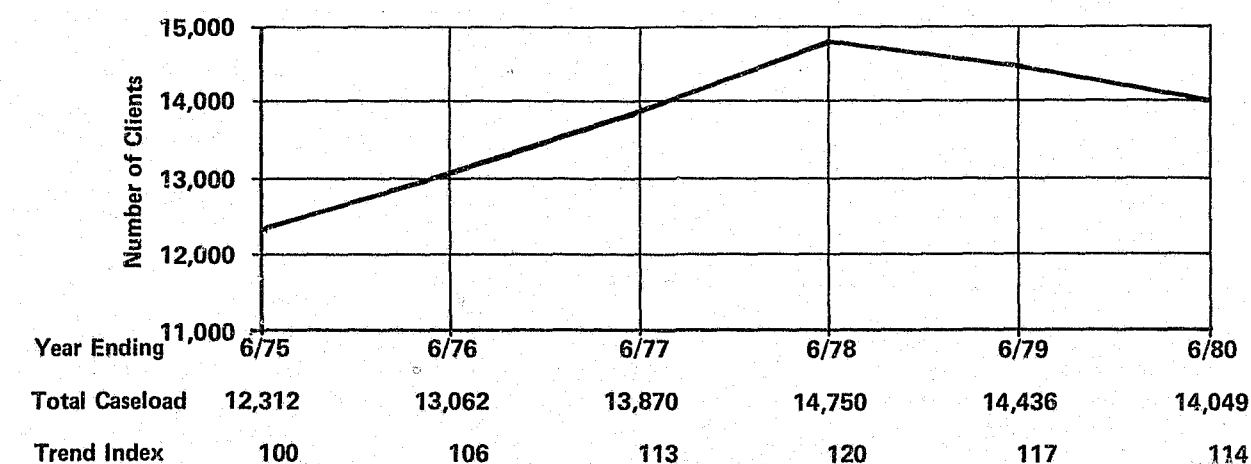
### A. POPULATION GROWTH AND TRENDS

#### 1. Total Offenders Under Supervision in Pennsylvania



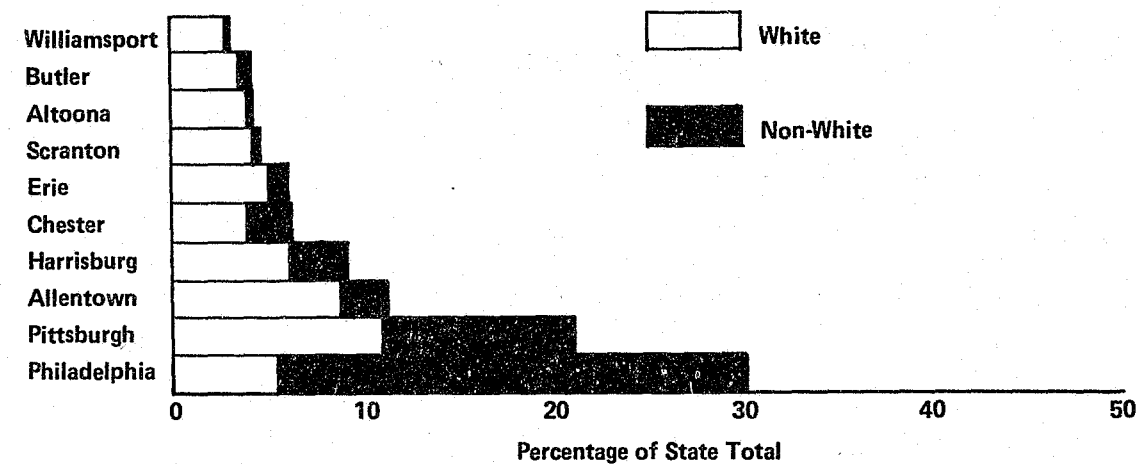
The chart above shows the origin and prevalence of each of the groups of clients supervised by the Board in relationship to the total offender population. Included are: 1) clients paroled from Pennsylvania state and county institutions on state sentences; 2) clients received from the county courts as special probation and parole cases; and 3) clients sentenced by other states, but residing in Pennsylvania under the Interstate Compact.

#### 2. Trends in Total Caseload Under Board Supervision



Recent trends in the total population under Board supervision reveal significant increases in caseload size during the period from June, 1975 to June, 1978; however, slight reductions have been evident since that time. The majority of the decrease was a result of declining special probation and parole cases.

### 3. Geographical Distribution of Caseload by District Office



To provide the reader with a more in-depth perception of the offender population, a geographical distribution by the Board's districts and a comparison of white versus non-white clientele are presented simultaneously in the chart above. At the end of fiscal year 1979-80, the offender population under Board supervision was 6.2% female, a relatively stable figure during the last five years.

### B. PROGRAM OUTPUT

#### 1. Board Actions for Individual Cases — July 1, 1979 to June 30, 1980

Type of Case Decision	Grant Parole Reparole	Refus Parole Reparole	Declare Absconder	Recommit	Continue on Parole	Misc.*	Total
Number	3,307	787	593	1,172	783	3,252	9,894
Percent of Total	33.0%	8.0%	6.0%	12.0%	8.0%	33.0%	100.0%

\* Included are Board actions on special commutation cases, final discharges on SCIC sentences, closed cases, returns from parole, continued or withdrawn cases, etc.

Major categories of Board case decisions and their percentage of the total are shown above. The total of 9,894 Board actions represents individual case decisions made directly by a majority vote of the Board. An additional 2,270 cases were accepted during the year as special parole and probation cases referred by the county judges for Board supervision. Thus, there were a total of 12,164 cases for which action was taken during the year.

#### 2. Interviews and Hearings Conducted by Board Members and Hearing Examiners — July 1, 1979 to June 30, 1980

Conducted By	PAROLE RELEASE INTERVIEWS				VIOLATION HEARINGS			
	Parole	Reparole	Review*	Total	1st Level	2nd Level	Full Board	Total
Board Members.....	1,895	452	934	3,281	0	0	433	433
Hearing Examiners.....	1,591	148	415	2,154	1,513	1,427	0	2,940
Totals.....	3,486	600	1,349	5,435	1,513	1,427	433	3,373

\* Review interviews are held for those clients previously refused parole or reparole.

The above table reflects the type of interviews and hearings conducted and identifies those held by Board members and those held by hearing examiners. The figures reveal that 60% of the total parole release interviews were conducted by Board members, and their participation in violation hearings was limited to "Full Board Hearings," which is approximately 13% of the total hearings.

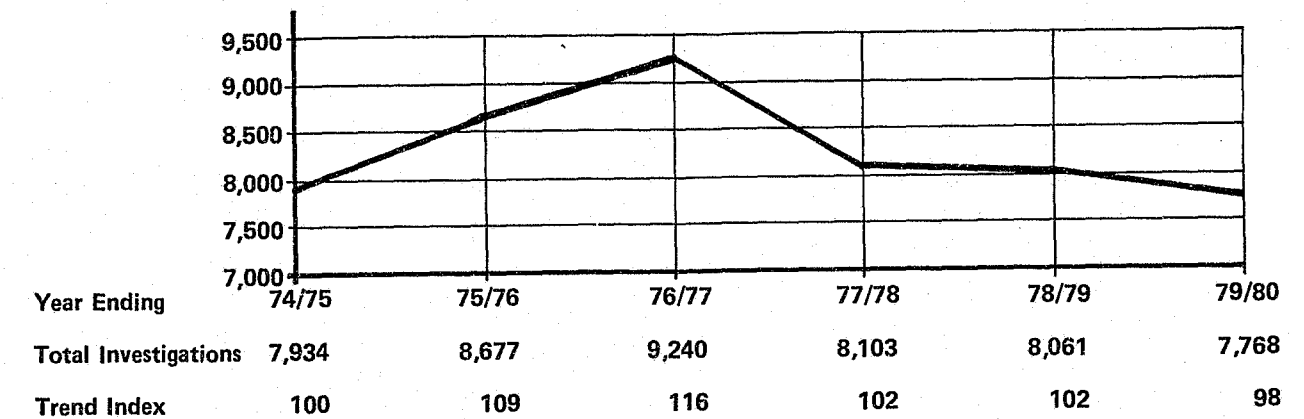
Hearing examiners employed by the Board of Probation and Parole conduct a variety of first and second level hearings. The first level hearings are held to determine whether there is probable cause to believe that a parole violation was committed or, in the case of criminal charges, should the client be detained pending disposition of the charges. Second level hearings determine whether or not to revoke parole, using a preponderance standard of evidence, and/or new conviction to make that determination.

### 3. Parole Agent Caseloads

Year Ending.....	6/75	6/76	6/77	6/78	6/79	6/80
Number of Parole Agents.....	257	240	241	235	228	221
Index.....	100	93	94	91	89	86
Average Caseload.....	47.9	54.4	57.6	62.8	63.3	63.6
Index.....	100	114	121	131	132	133

The changes in the number of parole agents and average caseload per agent are shown in the table above. The number of parole agents has been declining in recent years due to stringent budget allocations, and there has been no appreciable decline in the total supervised caseload, which resulted in increased agent caseloads. In addition, average caseload size does not take into account workload factors, such as investigative reports. When equivalent workload units are added to the caseload averages, the current workload per agent is 67.2.

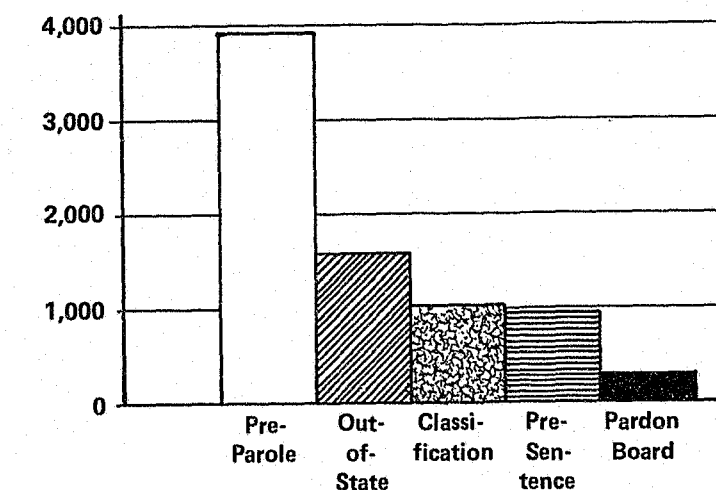
### 4. Trends in Total Investigative Reporting



The graph above reveals the output of various investigations done by parole agents. Many of these reports relate to offenders not in the agent's caseload, but are required for making case decisions in the criminal justice system. Investigations included are: Pardon Board reports, pre-parole reports, pre-sentence reports, classification summaries, and reports on out-of-state cases.

The wide variation in total output was caused originally by a steady increase in pre-parole investigations, and secondarily by a decrease in pre-sentence investigations. Recent stabilization in the number of investigations conducted, combined with reductions in staff, have been the predominant influences which caused the slight decline in the past two years.

### 5. Breakdown of Types of Investigative Reports — July 1, 1979 to June 30, 1980



The graph above reveals the predominance of pre-parole investigations as compared to the other four types of investigations.



C. PROGRAM PERFORMANCE

Parole outcome and the employment status of clients are important measures of program effectiveness.

1. Parole Outcome for Clients Released in 1977 and 1978

	1977		1978	
	No.	Percent	No.	Percent
Successful cases .....	2,541	80.5%	2,253	77.7%
Recommitted to Prison .....	488	15.5%	472	16.3%
Absconded Supervision .....	129	4.1%	176	6.1%
TOTALS .....	3,158	100.0%	2,901	100.0%

The success rate during this period has decreased slightly, which is not representative of the trend during the past years. Poor economic conditions and resource constraints usually cause adverse responses to reintegration of the offender, and this may account for the lower parole performance during this period.

2. Client Employment Status Annual Comparisons

Employment Status	April, 1979		April, 1980	
	Number	Percent	Number	Percent
Total Able to Work .....	10,249	76.1%	10,173	75.3%
Full Time Employment .....	6,908	67.4%	6,589	64.8%
Part Time Employment .....	718	7.0%	781	7.7%
Unemployed .....	2,623	25.6%	2,803	27.6%
Total Unable to Work .....	3,215	23.9%	3,335	24.7%
Total Reporting .....	13,464	100.0%	13,508	100.0%

Unemployment among probationers and parolees who were able to work increased statewide from 25.6% in 1979 to 27.5% in 1980, which is comparable to the general increase in unemployment in Pennsylvania. Highest unemployment among available offenders in the labor force was found in the urban areas of Philadelphia, and Pittsburgh, where rates of approximately 35% were experienced.



COMMONWEALTH OF PENNSYLVANIA  
BOARD OF PROBATION AND PAROLE  
Box 1661                      HARRISBURG, PA. 17120

OFFICE OF THE CHAIRMAN

POLICY STATEMENT

EQUAL EMPLOYMENT OPPORTUNITY/AFFIRMATIVE ACTION  
AND AFFIRMATIVE ACTION FOR THE HANDICAPPED

The Pennsylvania Board of Probation and Parole hereby states its firm policy to recruit and provide employment, training, and compensation, promotion, and other conditions of employment, without regard to race, color, creed, life style, affectional or sexual preference, handicap, ancestry, national origin, union membership, age or sex, except where there is a bona fide occupational qualification (BFOQ) on a business necessity basis.

Consistent with Affirmative Action, it is the policy of the Board to be committed to (but not limited to) the following:

- Seek out individuals at any level of the organization whose potential has not been fully utilized, with the objective of assisting them to reach their full potential.
- Include finding additional sources of applicants who become qualified, utilizing appropriate training which will assist these individuals toward full qualification regardless of their race, color, religious creed, life style, affectional or sexual preference, handicap, ancestry, national origin, union membership, age or sex, except where there is a BFOQ or selective certification on a business necessity basis.
- This Board does not promote, condone, or otherwise tolerate discrimination in any form, and especially in the form of sexual harassment under sex discrimination. Every Supervisor, Manager, and Administrator will maintain each work place of this agency, free of sexual harassment, discrimination, or any kind of harassment of any employee.
- This Board does not discriminate on the basis of handicap (pursuant to Sections 503 and 504 of the Federal Rehabilitation Act of 1973) in the opportunity to participate in, or benefit from, any aid, benefit, or service provided by the agency, nor does it provide services to the handicapped that are not equal to that afforded others, as regards opportunity to obtain the same result, to gain the same benefit, and to gain the same level of achievement. No service provided to the handicapped shall be separate or different from those afforded others, except where such differences are necessary to bring about a benefit for the handicapped participant equal to that of others, in terms of providing reasonable accommodation for the mental and physical limitations of an applicant or employee.
- All facilities and physical structures of the Board shall be free from physical barriers which cause inaccessibility to, or unusability by, handicapped persons, as defined in Section 504, and any subsequent regulations.

A major goal of the agency is also to become a civic leader in programs and activities which enhance equal employment opportunities for all citizens within the various communities in which the agency operates throughout the state.

LeDelle Ingram, Affirmative Action Officer for the Board is authorized to carry out the responsibilities of the Affirmative Action Office, assisted by the Personnel Division. If any employee has suggestions, problems, complaints, or questions, with regard to equal employment opportunity/affirmative action, please feel free to contact the Affirmative Action Officer, Room 308, Box 1661, Harrisburg, PA., 17120, (717)787-6897 or Robert E. Yerger, Personnel Director, Room 212, Box 1661, Harrisburg, PA., 17120, (717)787-8148.

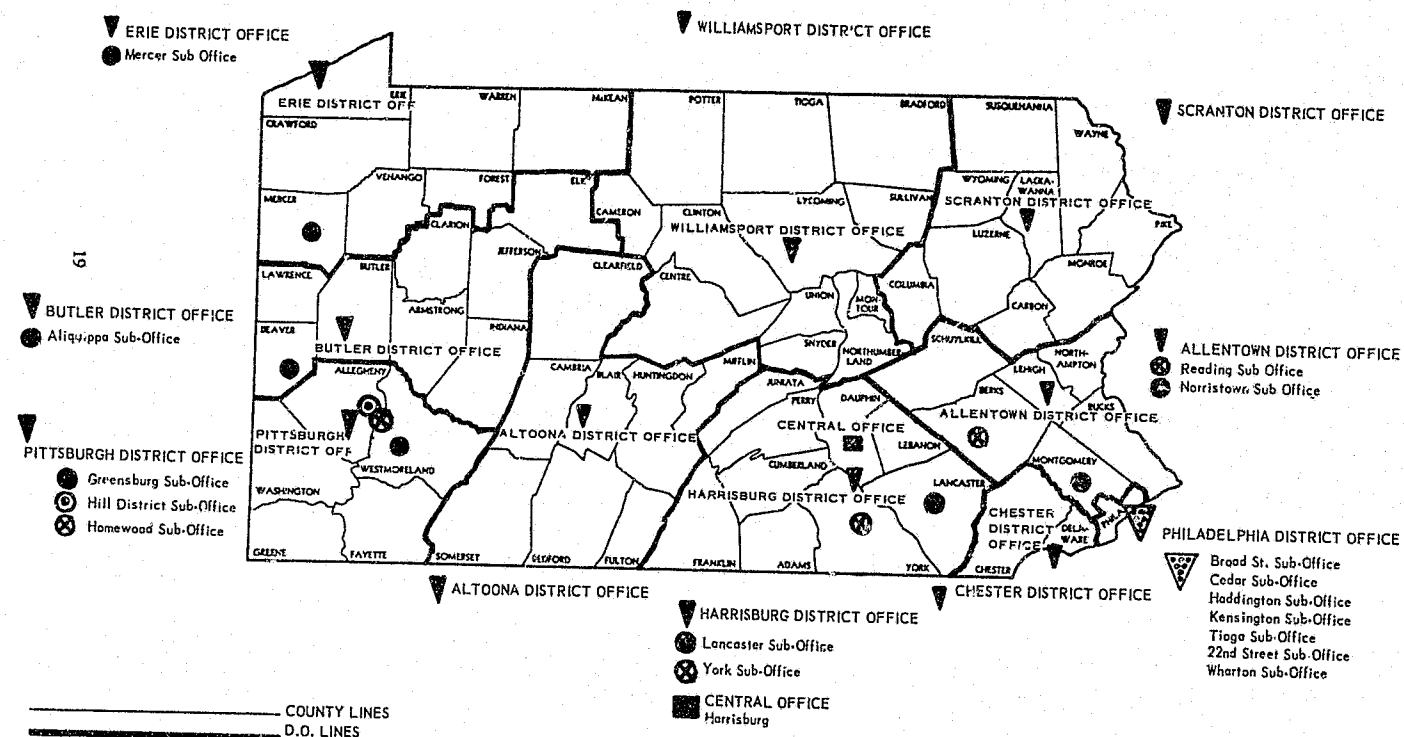
This is the adopted policy on Equal Employment Opportunity/ Affirmative Action/Affirmative Action for the Handicapped, of the Pennsylvania Board of Probation and Parole, and all responsible staff are expected to adhere to these mandates. Programs and non-compliance reports shall be frequently monitored to insure that all persons are adherent to this policy.

Non-compliance with this policy shall be directed to Robert L. Johnson, Executive Director, who has been delegated by this Board, the overall responsibility of insuring effective and proper implementation of equal employment opportunities within this agency.

FOR THE BOARD  
  
Fred W. Jacobs, Chairman  
August 26, 1980

THE PENNSYLVANIA BOARD OF PROBATION AND PAROLE IS AN EQUAL OPPORTUNITY EMPLOYER

# PENNSYLVANIA'S PROBATION AND PAROLE SYSTEM



## DIRECTORY OF EXECUTIVE/ADMINISTRATIVE STAFF AND OFFICES

### EXECUTIVE OFFICES

3101 North Front Street  
P.O. Box 1661  
Harrisburg, Pennsylvania 17120  
Telephone: (717) 787-5699

Fred W. Jacobs, Chairman.....	787-5100	William L. Forbes, Board Member.....	783-8185
Verdell Dean, Esquire, Board Member.....	787-5059	John H. Jefferson, Board Member.....	787-1395
		Walter G. Scheipe, Board Member.....	787-5445
Robert L. Johnson, Executive Director.....	787-7037	Hermann Tartler, Board Secretary and Director, Bureau of Pre-Parole Services.....	787-6698
John R. McCool, Director, Bureau of Administrative Services.....	787-6697	Robert A. Greevy, Chief Counsel.....	787-8126
Gene E. Kramer, Director, Bureau of Probation Services.....	787-7461	LeDelle A. Ingram, Affirmative Action Officer.....	787-6897
John J. Burke, Director, Bureau of Supervision.....	787-6209	Joseph M. Long, Executive Assistant.....	787-6208

Note — Area Code 717 is applicable to all telephone numbers above.

## DISTRICT OFFICES AND SUB-OFFICES

**ALLENTOWN DISTRICT OFFICE**  
Ralph R. Corbin, Supervisor  
2402 Sunshine Road  
Allentown, PA 18103  
Telephone: (215) 821-6537

**Norristown Sub-Office**  
James N. Heil, Supervisor  
1939 New Hope Street  
Norristown, PA 19401  
Telephone: (215) 631-2294

**Reading Sub-Office**  
Earl E. Leas, Supervisor  
50 North Fifth Street, Room 500  
Reading, PA 19601  
Telephone: (215) 378-4331

Servicing Berks, Bucks, Lehigh, Montgomery,  
Northampton, and Schuylkill Counties

**ALTOONA DISTRICT OFFICE**  
Daniel S. Roberts, Supervisor  
Executive House, Room 2  
615 Howard Avenue  
Altoona, PA 16601  
Telephone: (814) 946-7357

Servicing Bedford, Blair, Cambria, Clearfield,  
Fulton, Huntingdon, Millin, and Somerset  
Counties

**BUTLER DISTRICT OFFICE**  
Clement G. Braszo, Supervisor  
605 Union Bank Building  
Box 822  
101 South Main Street  
Butler, PA 16001  
Telephone: (412) 287-0724

**Aliquippa Sub-Office**  
Jack L. Manuel, Supervisor  
2020 Main Street  
Aliquippa, PA 15001  
Telephone: (412) 378-4415

Servicing Armstrong, Beaver, Butler, Clarion, Elk,  
Indiana, Jefferson, and Lawrence Counties

**CHESTER DISTRICT OFFICE**  
Michael P. Alterman, Supervisor  
P.O. Box 761  
Front & Pennell Streets  
Chester, PA 19016  
Telephone: (215) 447-3270

Servicing Chester and Delaware Counties

**ERIE DISTRICT OFFICE**  
Robert C. Morrison, Supervisor  
402 G. Daniel Baldwin Building  
1001 State Street  
Erie, PA 16501  
Telephone: (814) 871-4201

**Mercer Sub-Office**  
Murray R. Cohn, Supervisor  
110 South Diamond Street  
Mercer, PA 16137  
Telephone: (412) 662-2380

Servicing Crawford, Erie, Forest, McKean, Mercer,  
Venango, and Warren Counties

**HARRISBURG DISTRICT OFFICE**  
Edward A. Rufus, Supervisor  
2609 North Front Street  
Harrisburg, PA 17110  
Telephone: (717) 787-2563

**Lancaster Sub-Office**  
Lester C. Nagle, Supervisor  
Lancaster Federal Savings Building  
2 North Queen Street, Suite 203  
Lancaster, PA 17603  
Telephone: (717) 299-7593

**York Sub-Office**  
Homer A. Bohner, Supervisor  
York State Office Building  
130 North Duke Street  
York, PA 17401  
Telephone: (717) 771-4451

Servicing Adams, Cumberland, Dauphin, Franklin,  
Juniata, Lancaster, Lebanon, Perry, and York  
Counties

**PHILADELPHIA DISTRICT OFFICE**  
Yvonne B. Haskins, Supervisor  
State Office Building, 14th Floor  
1400 Spring Garden Street  
Philadelphia, PA 19130  
Telephone: (215) 238-6850

**Broad Street Sub-Office**  
David J. Baker, Supervisor  
James A. Roane, Supervisor  
5921 North Broad Street  
Philadelphia, PA 19141  
Telephone: (215) 238-3655

**Cedar Sub-Office**  
Michael L. Trachtenberg, Supervisor  
603 South 52nd Street  
Philadelphia, PA 19143  
Telephone: (215) 238-3581

**Haddington Sub-Office**  
Leon Lawrence, Supervisor  
500 North 52nd Street  
Philadelphia, PA 19131  
Telephone: (215) 238-3590

**Kensington Sub-Office**  
Edward P. Moffit, Supervisor  
3308 Kensington Avenue  
Philadelphia, PA 19134  
Telephone: (215) 238-3572

**Tioga Sub-Office**  
Emma J. Sloan, Supervisor  
3543 Germantown Avenue  
Philadelphia, PA 19140  
Telephone: (215) 238-3596

**22nd Street Sub-Office**  
Wendell A. Bristol, Supervisor  
1712 North 22nd Street  
Philadelphia, PA 19121  
Telephone: (215) 238-6530

**Wharton Sub-Office**  
Madison P. Mullen, Supervisor  
1321 Wharton Street  
Philadelphia, PA 19147  
Telephone: (215) 238-7411

Servicing Philadelphia County

**PITTSBURGH DISTRICT OFFICE**  
Louis I. Gorski, Supervisor  
933 Penn Avenue, 2nd Floor  
Pittsburgh, PA 15222  
Telephone: (412) 565-5054

**Greensburg Sub-Office**  
Donald R. Green, Supervisor  
Bank and Trust Building  
41 North Main Street  
Greensburg, PA 15601  
Telephone: (412) 832-5369

**Hill District Sub-Office**  
Jewett E. Hayes, Supervisor  
2220 Wylie Avenue  
Pittsburgh, PA 15219  
Telephone: (412) 565-2547

**Homewood Sub-Office**  
David R. Flick, Supervisor  
Business & Job Development Corporation  
Building  
7800 Susquehanna Street, 4th Floor  
Pittsburgh, PA 15208  
Telephone: (412) 565-2638

Servicing Allegheny, Fayette, Greene,  
Washington, and Westmoreland Counties

**SCRANTON DISTRICT OFFICE**  
Paul J. Farrell, Supervisor  
State Office Building  
100 Lackawanna Avenue  
Scranton, PA 18503  
Telephone: (717) 961-4326

Servicing Columbia, Lackawanna, Luzerne,  
Monroe, Pike, Susquehanna, Wayne, and  
Wyoming Counties

**WILLIAMSPORT DISTRICT OFFICE**  
Clair G. Reeder, Supervisor  
Williamsport Building  
460 Market Street, Room 110  
Williamsport, PA 17701  
Telephone: (717) 327-3575

Servicing Bradford, Cameron, Centre, Clinton,  
Lycoming, Montour, Northumberland, Potter,  
Snyder, Sullivan, Tioga, and Union Counties

