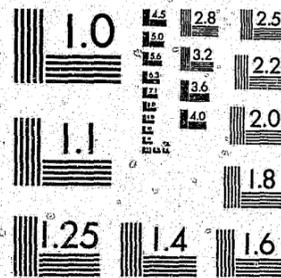


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# JUSTICE SYSTEM IMPROVEMENT

## Annual Report of the Pennsylvania Commission on Crime and Delinquency



81226

Commonwealth of Pennsylvania  
Governor's Office  
Pennsylvania Commission on Crime and Delinquency  
Harrisburg, Pennsylvania 17108  
August, 1980

# Pennsylvania Commission on Crime and Delinquency

## CHAIRMAN

Dr. Alfred Blumstein  
Carnegie-Mellon University  
Director, School of Urban and  
Public Affairs  
Pittsburgh, Pennsylvania

## MEMBERS

Honorable Alexander F. Barbieri  
Court Administrator  
Administrative Office of Pennsylvania Courts  
Philadelphia, Pennsylvania

Honorable Jay R. Bair  
York County Commissioner  
York, Pennsylvania

Honorable Harvey Bartle, III  
Acting Attorney General  
Department of Justice  
Harrisburg, Pennsylvania

Walter W. Cohen, Esquire  
Consumer Advocate  
Department of Justice  
Harrisburg, Pennsylvania

William T. Coleman, III, Esquire  
Pepper, Hamilton and Sheetz  
Philadelphia, Pennsylvania

Colonel Daniel F. Dunn  
Commissioner, Pennsylvania State Police  
Harrisburg, Pennsylvania

Honorable Michael G. Eagen  
Chief Justice  
Supreme Court of Pennsylvania  
Scranton, Pennsylvania

Honorable D. Michael Fisher  
House of Representatives  
Harrisburg, Pennsylvania

Mrs. Charlotte S. Ginsburg  
Executive Director  
Female Offenders Program of Western  
Pennsylvania  
Pittsburgh, Pennsylvania

Honorable Richard A. McClatchy, Jr.  
Chairman, House Appropriations Committee  
House of Representatives  
Harrisburg, Pennsylvania

Charles H. Norris, Jr., Esquire  
Wayne, Pennsylvania

Honorable Michael A. O'Pake  
Senate of Pennsylvania  
Harrisburg, Pennsylvania

Honorable Ernest D. Preate, Jr.  
District Attorney  
Lackawanna County  
Scranton, Pennsylvania

Honorable Joseph Rhodes, Jr.  
House of Representatives  
Harrisburg, Pennsylvania

Honorable Sallyanne Rosenn  
Councilwoman, Borough of Kingston  
Kingston, Pennsylvania

John N. Scales, Esquire  
Greensburg, Pennsylvania

Honorable Anthony J. Scirica  
Judge, Court of Common Pleas  
Montgomery County  
Norristown, Pennsylvania

Honorable Joseph F. Smith  
Chairman, Senate Appropriations Committee  
Senate of Pennsylvania  
Harrisburg, Pennsylvania

Honorable Richard A. Snyder  
Senate of Pennsylvania  
Harrisburg, Pennsylvania

Honorable John Q. Stranahan  
President Judge  
Court of Common Pleas  
Mercer County  
Mercer, Pennsylvania

Chief David Varrelman  
Mount Lebanon Police Department  
Mount Lebanon, Pennsylvania

Warden Arthur M. Wallenstein  
Bucks County Department of Corrections  
Doylestown, Pennsylvania

# JUSTICE SYSTEM IMPROVEMENT

## Annual Report of the Pennsylvania Commission on Crime and Delinquency August 1980

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National Institute of Justice

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Dr. Alfred Blumstein, Chairman  
Pennsylvania Commission on  
Crime and Delinquency

George F. Grode, Executive Director  
Pennsylvania Commission on  
Crime and Delinquency

SEP 01 1980

ACQUISITIONS



Dick Thornburgh  
Governor



Dr. Alfred Blumstein  
Chairman



William T. Coleman, III, Esquire  
Chairman, Juvenile Advisory Committee



Honorable Anthony J. Scirica  
Vice-Chairman



George F. Grode  
Executive Director

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PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY

**MESSAGE FROM THE CHAIRMAN**

To the Honorable Dick Thornburgh, Governor, and to the Honorable Members of the Senate and House of Representatives of the Commonwealth of Pennsylvania:

\* \* \* \* \*

On behalf of the Pennsylvania Commission on Crime and Delinquency, I am pleased to present you with this Annual Report of the Commission activities for the 1979 state fiscal year.

The report provides a concise description of the mandate, structure, principal activities and accomplishments of the Commission from the period of its appointment, April 20, 1979, through June 30, 1980. It also provides an agenda for action in the new fiscal year.

This is the first of two annual reports being prepared by Commission staff. A Statistical Analysis Report presenting data and analytical information on a variety of significant issues in law enforcement, prosecution, defense, adjudication, corrections and juvenile justice, is now being prepared, and will be submitted in September.

The Commission's primary function continues to be the allocation of federal LEAA funds in Pennsylvania, and this task will continue to be important at least until the end of 1982. In addition, however, a more fundamental role has emerged. Act 274 mandated the Commission to pursue analysis and planning for orderly and informed improvement of the criminal justice system. This role will become even more important as Law Enforcement Assistance Administration (LEAA) funds diminish and as pressures on state and local budgets increase. Improvements in operating efficiency within the criminal justice system and in program effectiveness in dealing with crime and offenders will be essential. We are confident that the Pennsylvania Commission on Crime and Delinquency can help the Commonwealth respond to those needs.

Sincerely,

A handwritten signature in cursive script, reading "Alfred Blumstein".

Alfred Blumstein  
Chairman

## PREFACE

On November 22, 1978, Act 1978-074 was signed into law officially establishing the Pennsylvania Commission on Crime and Delinquency.

Under this Act of the General Assembly, the Commission is charged to serve as the state's criminal and juvenile justice planning agency for the purposes of systematically analyzing Pennsylvania's crime problems, setting priorities for improving the administration of justice and administering federal Law Enforcement Assistance Administration (LEAA) funds to units of state and local government and private agencies.

In assigning these responsibilities to the Commission, the Legislature mandated the agency prepare various reports of its activities, illustrating progress and accomplishments made during the preceding year. Reports prepared or under preparation by the agency include this Annual Report of general Commission activities, a comprehensive statistical report containing data summaries and analyses on the nature of crime, criminal activity and case processing in the state, and a ten-year accounting of the agency's effective use of LEAA funds to improve the delivery of criminal and juvenile justice services in Pennsylvania. The purpose of these reports is to advise the Governor, the General Assembly, and the public of the extent of crime in the Commonwealth, the scope and complexity of the criminal and juvenile justice systems, and the progressive work being undertaken to find solutions to the state's crime-related problems.

The content of this particular report details the nature of the Commission's work, explaining key agency functions, highlighting existing programs and new initiatives, citing important accomplishments and charting directions for the future. By reviewing this document, the reader is able to gain a general appreciation of the actions that one state agency is taking to bring about the programmatic, policy and legal reforms necessary to assure a fairer, more efficient system of justice for all.

*George F. Grode*

George F. Grode, Executive Director  
Pennsylvania Commission on Crime  
and Delinquency

## MANDATE OF THE PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY

In the autumn of 1978, the Pennsylvania General Assembly enacted into law State Act 1978-274 formally creating the Pennsylvania Commission on Crime and Delinquency to succeed the former Governor's Justice Commission.

In passing this important legislation the Legislature emphasized three notable tenets:

- The establishment of appropriate goals, objectives and standards for the reduction of crime and delinquency and for the administration of justice must be a priority concern;
- The functions of the criminal justice system must be coordinated more efficiently and effectively; and
- Training, research, evaluation, technical assistance and public education activities must be encouraged and focused on the improvement of the criminal justice system and the generation of new methods for the prevention and reduction of crime and delinquency.

The responsibility for pursuing these challenges was vested with the Commission and the Legislature, recognizing the Commission's role as the state's criminal justice planning agency, mandated a number of powers and duties. Significant among these are the following:

- To prepare and periodically update a comprehensive criminal and juvenile justice plan on behalf of the Commonwealth based on an analysis of the state's justice system needs and problems;
- To receive federal LEAA funds on behalf of the state and to disburse those funds to units of state and local government and private agencies in accord with the comprehensive plan;

- To audit records of subgrant recipients and monitor and evaluate the effectiveness of programs aimed at reducing crime or improving the administration of justice;
- To develop programs and establish priorities for the prevention of crime and the improvement of the criminal justice system;
- To hold periodic forums at which key criminal justice issues facing the state's justice system can be discussed by criminal justice system leaders and professionals;
- To render technical assistance to the Legislature, state agencies, local units of government and public and private agencies relating to the improvement of the justice system;
- To advise and assist, upon request, the executive and legislative branches of state government on policies, plans, programs and budgets for improving and coordinating the components of the justice system;
- To prepare special reports, upon request of the Governor or General Assembly, relating to special criminal justice issues; and
- To analyze criminal and juvenile justice system data to assist the state in developing plans and formulating key justice system policy.

## ROLE IN THE CRIMINAL JUSTICE SYSTEM

Throughout its existence, the Commission has studied the state's justice-related problems and developed plans detailing how federal funds would be used to address those problems. For the most part, these plans have been implemented as intended and the Commission has had a considerable amount of success in effecting certain improvements in the state and local administration of justice services.

However, as larger problems and issues surface and federal appropriations decrease, the Commission's role has begun to change. Instead of responding to a need with federal money, the Commission has started to approach issues in a broader planning and policy perspective with increasingly less dependence on federal LEAA funds.

This is a necessary transition if the Commission is to realize the basic tenets of Act 274 as laid down by the Legislature: to bring about system coordination, to realize the goals, objectives and standards for a better justice system, and to fashion long-term solutions to today's criminal justice problems. The Commission is now proceeding toward important broader-based planning and policy development. It is conducting research to identify the important problems that are amenable to program initiatives. It is developing special programs to treat major crime problems. It has commenced more consistent coordination with other state agencies to concentrate its energies and resources on common justice system issues. The Commission is also analyzing legislative subjects, measuring the impact that they have on the criminal or juvenile justice system, and is making key recommendations to the Governor and General Assembly.

It is these activities which best exemplify the role of the Pennsylvania Commission on Crime and Delinquency in the state's criminal justice system. This report describes the Commission and illustrates its progress in fulfilling its mandates by highlighting major accomplishments during the past year and detailing plans for the future.

# PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY

## Organizational Structure

The Pennsylvania Commission on Crime and Delinquency is established as an administrative commission in the Governor's Office. The program is under the jurisdiction of the Governor who makes a majority of the appointments to the Commission.

The board is the sole policy-making entity within the Commission structure and it is composed of individuals representing the executive, legislative and judicial branches of state government, local government officials, criminal justice professionals, and representation from the private and public sectors.

The Commission is served by a Juvenile Advisory Committee, a network of regional advisory committees situated around the state, and by a Judicial Advisory Committee which is located within the Administrative Office of Pennsylvania Courts. These committees counsel the Commission on juvenile justice, local justice issues, and judicial priorities, respectively.

The supervisory board is also empowered to establish subcommittees or task forces to the Commission. Task forces have already been established to develop programs for dealing with Career Criminals, Alternatives to Incarceration, and Organized Crime. Each of these task forces is formed expressly to examine specific criminal justice issues and is composed of Pennsylvania Commission on Crime and Delinquency members and criminal justice professionals.

## Composition of the Commission

In accord with Act 274, the Commission's composition consists of the following members:

- The Attorney General
- The Chief Justice of the Supreme Court of Pennsylvania
- The Court Administrator of Pennsylvania

- A Judge of a Court of Common Pleas
- The Commissioner of State Police
- The Chairmen of the House and Senate Majority Appropriations Committees
- The Chairperson of the Commission's Juvenile Advisory Committee
- Four members of the General Assembly, of whom one is appointed by the President Pro Tempore of the Senate, one by the Senate Minority Leader, one by the Speaker of the House of Representatives, and one by the House Minority Leader
- Four members appointed by the Governor, one representing local law enforcement, one representing adult corrections, one local elected official and one district attorney
- Seven private citizens appointed by the Governor, of whom two serve on the Juvenile Advisory Committee

In the spring of 1979, the Governor appointed the first members to serve on the newly-constituted Pennsylvania Commission on Crime and Delinquency.

The composition of the Commission is carefully balanced to assure that all branches of government and segments of the criminal and juvenile justice systems are represented. Though the Commission is located in the executive branch of government, its members representing the legislative and judicial branches ensure a balanced consideration of all policy decisions. Local government and the public are adequately represented on the Commission both in terms of membership and through the constant counsel of the Commission's regional advisory committee structure.

All members are carefully selected to represent every facet of the justice system, each being selected for his or her particular area of expertise, experience, and position in the justice community. A roster of Pennsylvania Commission on Crime and Delinquency members is located in the inside front cover of this report.

### Juvenile Advisory Committee

In 1974, Congress passed the federal Juvenile Justice and Delinquency Prevention Act. This legislation, and its subsequent reauthorization amendments in 1977, gave rise to a separate federal grant program to service states' juvenile justice systems. All planning and administration of federal funds under this Act were statutorily assigned to the state planning agencies chartered under the federal Omnibus Crime Control and Safe Streets Act of 1968, as amended. Therefore, in Act 1978-274, the Pennsylvania General Assembly established the Juvenile Advisory Committee within the Pennsylvania Commission on Crime and Delinquency.

The Committee is composed of a Chairman and twenty-nine other members appointed by the Governor representing units of local government, law enforcement and juvenile probation personnel, juvenile court judges, public and private agencies dealing with the juvenile justice system, youth workers and citizens. The Chairman and two citizen members of the Committee also serve on the Commission.

The Juvenile Advisory Committee advises the Commission on juvenile justice policies, programs, and subgrant applications. It also proposes juvenile justice priorities and develops the juvenile justice and delinquency prevention portion of the Commission's Comprehensive Plan for the Improvement of Criminal Justice.

Roster of the Juvenile Advisory Committee membership follows as Exhibit A.

## EXHIBIT A JUVENILE ADVISORY COMMITTEE

### CHAIRMAN

\*William T. Coleman, III, Esquire  
Pepper, Hamilton and Sheetz  
Philadelphia, Pennsylvania

### MEMBERS

Mr. David Christensen  
Erie County Court House  
Erie, Pennsylvania

Ms. Margaret Cyert  
Pittsburgh, Pennsylvania

Mr. Donald Devore  
Executive Director  
Montgomery County Youth Center  
Norristown, Pennsylvania

Ms. Lynn Donovan  
Harrisburg, Pennsylvania

Ms. Karen Florence  
New Brighton, Pennsylvania

Ms. Barbara Fruchter  
Executive Director  
Juvenile Justice Center  
Philadelphia, Pennsylvania

Mr. Thomas N. Gilmore  
Associate Director  
Management and Behavioral Science Center  
Wharton School, University of Pennsylvania  
Philadelphia, Pennsylvania

\*Mrs. Charlotte Ginsburg  
Executive Director  
The Program for Female Offenders, Inc.  
Pittsburgh, Pennsylvania

Honorable Doris M. Harris  
Judge, Court of Common Pleas  
Philadelphia, Pennsylvania

Ms. Rose Haynes  
Pittsburgh, Pennsylvania

Mr. Dominic Herbst  
Chief Probation Officer  
Union and Snyder Counties  
Lewisburg, Pennsylvania

Mr. Gerard Keegan  
Olyphant, Pennsylvania

Sister M. Charity Kohl  
Director, Counseling and Referral Assistance  
Philadelphia, Pennsylvania

Mr. Michael Kranz  
South Williamsport, Pennsylvania

Ms. Karen Wagner  
Hummelstown, Pennsylvania

\*Member of Commission

Mr. Harold Miller  
Chief, Policy Analysis Division  
Governor's Office of Policy Planning  
Harrisburg, Pennsylvania

Mr. Kenneth Peterson  
Philadelphia, Pennsylvania

Mr. Peter Quinn  
Philadelphia, Pennsylvania

\*Honorable Joseph Rhodes, Jr.  
House of Representatives  
Harrisburg, Pennsylvania

\*John N. Scales, Esquire  
Greensburg, Pennsylvania

Mark Schwartz, Esquire  
Ruffin, Hazlett, Snyder and Brown  
Pittsburgh, Pennsylvania

Dr. Claire Walker  
Director of Research  
Health and Welfare Planning  
Association of Allegheny County  
Pittsburgh, Pennsylvania

Honorable R. Stanton Wettick  
Judge, Allegheny County Court of  
Common Pleas  
Pittsburgh, Pennsylvania

Robert Wolf, Esquire  
Wolf, Block, Schorr and Solis-Cohen  
Philadelphia, Pennsylvania

### EX-OFFICIO MEMBERS

Ms. Donna Jeffers  
Deputy Secretary  
Office of Children, Youth and Families  
Department of Public Welfare  
Harrisburg, Pennsylvania

Mr. Gary F. Jensen  
Executive Director  
Governor's Council on Drug and Alcohol Abuse  
Harrisburg, Pennsylvania

Dr. Ronald H. Lewis  
Commissioner, Basic Education  
Department of Education  
Harrisburg, Pennsylvania

Dr. Ronald Sharp  
Executive Director  
Juvenile Court Judges' Commission



## EXHIBIT C

### REGIONAL ADVISORY COMMITTEE CHAIRMEN

<u>REGION</u>	<u>CHAIRMAN<sup>o</sup></u>
Allegheny	Reverend Monsignor Charles O. Rice St. Anne Church Pittsburgh, Pennsylvania
Central (Acting Chairman)	Chief James A. Mock Richland Township Police Department Johnstown, Pennsylvania
Northeast	Honorable James J. Walsh Judge, Court of Common Pleas Lackawanna County Scranton, Pennsylvania
Northwest (Acting Chairman)	Chief Donald F. Reinhart Greenville Police Department Greenville, Pennsylvania
Southcentral	Albert G. Blakey, III, Esquire York, Pennsylvania
Southeast (Acting Chairman)	Mr. William Ford Chief Juvenile Probation Officer Bucks County Doylestown, Pennsylvania
Southwest	Chief Bernard W. Cashdollar Beaver County Police Coordinator Beaver, Pennsylvania

### Judicial Advisory Committee

Specific amendments to the 1976 reauthorization of the federal Omnibus Crime Control and Safe Streets Act of 1968, as amended, authorized state Supreme Courts to establish Judicial Advisory Committees to undertake comprehensive judicial planning in the states. This planning is closely coordinated with the overall comprehensive criminal justice planning responsibilities of the state planning agencies' supervisory boards.

In May, 1977, the Pennsylvania Supreme Court established by Court Order the Judicial Advisory Committee of Pennsylvania. Since that time, though not a formal part of the Commission's structure, the Judicial Advisory Committee has actively counseled the Commission on all matters affecting the state's judicial system.

The Judicial Advisory Committee's composition consists of thirteen members, including the Chief Justice of Pennsylvania, who serves as chairman, the State Court Administrator, nine other members of the judiciary, a district attorney and a public defender. A listing of the Judicial Advisory Committee's membership appears as Exhibit D.

## EXHIBIT D

### JUDICIAL ADVISORY COMMITTEE

#### CHAIRMAN

Honorable Michael J. Eagen  
Chief Justice  
Supreme Court of Pennsylvania

Honorable Alexander F. Barbieri  
Court Administrator  
Administrative Office of  
Pennsylvania Courts

Honorable Doris M. Harris  
Judge, Family Division  
Court of Common Pleas  
Philadelphia, Pennsylvania

Honorable Edward J. Bradley  
President Judge  
Philadelphia County

Honorable Frank T. Hazel  
District Attorney  
Delaware County

Honorable William F. Cercone  
President Judge  
Superior Court of Pennsylvania

Blake Martin, Jr., Esquire  
President, Public Defenders  
Association of Pennsylvania

Honorable James C. Crumlish  
President Judge  
Commonwealth Court of Pennsylvania

Honorable Robert N.C. Nix, Jr.  
Justice  
Supreme Court of Pennsylvania

Honorable Robert E. Dauer  
Administrative Judge  
Court of Common Pleas  
Pittsburgh, Pennsylvania

Honorable Samuel J. Roberts  
Justice  
Supreme Court of Pennsylvania

### Administrative Structure

Located in the Governor's Office, the Commission operates as an administrative entity independent of the several operational agencies which comprise the justice system component of the Executive Branch. This positioning of the agency has several advantages.

First, the Commission is not in a posture of direct competition with the operational justice entities of any branch of government. This enables the Commission to undertake an objective, independent role in examining justice policy matters, conducting problem analyses and encouraging interagency coordination on criminal and juvenile justice problems. Second, the neutrality of the agency is key to its ability to counsel with objective credibility the Governor, Legislature and Judiciary on criminal justice policy issues. Finally, the Commission's independent location is imperative to ensure the impartial and equitable administration of its services and resources to all levels of government and the numerous programs which make up the state's criminal justice system.

In addition to the Commission's Chairman, the Governor in consultation with the Commission appoints an Executive Director to oversee administration of the agency's functions and activities.

There are two separate, but related, administrative components to the Pennsylvania Commission on Crime and Delinquency structure. The Commission maintains a major state component which consists of a headquarters office located in Harrisburg and six regional field offices strategically located around the state (see inside back cover). The agency is also served by another administrative structure which services the Commission's network of regional advisory committees. While the agency's six field offices provide operational technical assistance services to local government, the regional advisory committees undertake local planning and project development to assist in the award of federal funds by the Commission.

The headquarters component is composed of an Office of Executive Director, Legal Services Unit, four key Bureaus and an Audit Division. The following is a summary of the basic duties of each of these administrative components.

### **Office of the Executive Director**

The Executive Director oversees the agency's performance of the duties and responsibilities set forth in the federal Omnibus Crime Control and Safe Streets Act of 1968, as amended, the federal Juvenile Justice and Delinquency Prevention Act of 1974, as amended, and State Act 1978-274. Principally, the Executive Director plans, organizes, directs and reviews the operations and activities of the state planning agency.

### **Legal Services**

The Legal Services Unit provides legal counsel to the agency. It represents the Commission in all administrative agency proceedings and litigation, interprets laws and regulations, prepares legal opinions, reviews legal aspects of subgrant applications and approves Commission, advisory committee and subcommittee contracts.

### **Bureau of Administration and Finance**

This Bureau is responsible for all fiscal and grants management activities of the Commission and also provides administrative services to the various agency components.

The Bureau's Grant Management Division processes all applications for funding which entails the financial review of grant requests received by the agency, processes appeals of previous Commission actions on applications, and administers subgrant conditions and modifications. The Bureau's Fiscal Management Division performs all budgetary and accounting functions, including the processing of subgrant payments and retention of agency records. The Administrative Services Division provides personnel, information system and general office services.

### **Bureau of Program Services**

This component prepares and publishes material describing Commission policies and procedures, undertakes the development of Commission policy, serves as liaison to the Congress and General Assembly, monitors legislation, develops public information about the Commission and prepares agency manuals and special reports.

### **Bureau of Regional Operations**

The Bureau of Regional Operations provides the Commission's major technical assistance service to units of state and local government, private criminal justice agencies, and the General Assembly. The program is delivered primarily through the agency's six regional field offices, which either respond to requests for technical assistance services or actively promote special Commission-sponsored initiatives. Services are provided through on-site visitations, conferences, transfer of technology conducted by Bureau staff or through the formal arrangement for services to be delivered by other sources of expertise outside the agency. For the most part the Commission's technical assistance service is provided at no direct cost to recipient agencies.

### **Bureau of Planning**

The central component in the Commission's structure, the Bureau of Planning is responsible for the analysis of criminal justice problems, the development of recommended priorities for improving the state's justice system, the preparation of plans and programs for justice reform and the evaluation of approaches taken to resolve the state's crime problems.

Structurally, the Bureau consists of a Plan Development Division which develops and evaluates the Commission's plans and programs, coordinates the activities of the regional advisory committees and staffs other key Commission subcommittees. The Criminal Justice Statistics Division undertakes problem and data analyses, publishes statistical reports on the justice system and oversees the development of a state criminal justice information system. The Bureau's Juvenile Justice Division concentrates on juvenile planning and program development and serves as the staff component to the Commission's Juvenile Advisory Committee.

### **Audit Division**

The Commission's Audit Division is responsible for auditing the federal awards which are made to state agencies, units of local government, and private non-profit organizations. The Division also conducts fiscal examinations of prospective subgrantees, administers the Commission's Equal Employment Opportunity program and coordinates the general audits of the Commission when conducted by the State Auditor General and LEAA.

### **Regional Advisory Committees**

Each regional advisory committee under the Commission's structure maintains its own staff component to administer the regular activities of the committee. Staff to the committees arranges for public hearings on local issues, monitors the progress of federally-supported projects at the local level, develops plans for the regions, and coordinates with other local, private and public justice system agencies and with the Commission's headquarters office. The regional advisory committee offices are the first point of contact when a unit of local government or private agency applies for LEAA funding.

## **MAJOR COMMISSION FUNCTIONS AND WORKLOADS**

### **Planning For Justice System Improvement**

The largest and most demanding responsibility of the Commission is its mandated charge to undertake statewide planning for the improvement of Pennsylvania's criminal and juvenile justice systems. In assigning this duty to the agency, the General Assembly recognized that if the state's delivery of justice services is to be improved, the functions of the system must be better coordinated and the establishment of appropriate goals, objectives and standards must be a priority concern. These tenets constitute the essence of criminal justice system planning and, if pursued seriously, yield the kind of information useful to the Governor and Legislature in responding to the crime problems today and in the future.

During the early years of the past decade, the agency developed plans depicting only how federal LEAA funds would be spent from one year to the next. These plans proved effective for directing the award of federal funds toward priority justice problems but had little bearing on how the state's justice system functioned as a whole. Available federal funds were simply applied to identified problems with little attention concentrated on how one component of the system inter-relates with or affects the others.

Gradually, as the importance of comprehensive justice planning manifested itself during the latter seventies, system practitioners and state and local policy makers began to realize the importance of the planning role. Recognized in particular was the need to establish within one agency the lead responsibility for criminal justice planning and policy development. Though through the years the Commission had slowly evolved toward this lead agency concept, it was not until passage of Act 274 that the agency received its official mandate to proceed in this important capacity.

The Commission quickly organized to undertake its mission by examining certain criminal justice issues. Key Commission task forces have been formed, composed of Commission members and other justice system professionals. The task forces are responsible for studying the issues identified and designing strategies to lead to their solution. To aid this task, the agency's statistical analysis center now concentrates on gathering and analyzing justice data and issuing specific reports showing crime trends and other indicators useful in examining justice issues. Similarly, the Commission's planning component works in consultation with other state justice agencies, undertaking policy analysis and devising plans, programs and strategies for application to the issues. This process usually results in a range of policy choices which are made available to the Commission, Governor, and General Assembly.

The ultimate course of action selected to impact on the justice issues identified may involve either legislative reform, policy action by the Governor, application of state or federal funds, but, most often, a combination of these approaches. Regardless of which course to a problem is chosen, the approach ultimately selected is arrived at through a rational planning process coordinated by a single agency equipped with the full resources to examine the issues independently, objectively and effectively.

### **Program Development and Technical Assistance**

In addition to its roles of planning, coordination and policy development, the Commission develops and implements program initiatives to combat justice problems and improve the delivery of system services. Responding to its Act 274 mandates to undertake criminal and juvenile justice program development and provide a system of technical assistance, the agency, through its advisory committees, task forces, and planning and technical assistance components, has developed special strategies to attack certain crime problems. These programs and strategies are implemented at the state and local level primarily through the use of the Commission's federal LEAA funds. However, assistance to operating criminal justice agencies is also provided through on-site advice and consultation, often without the involvement of federal, state or local funds. Currently, the Commission's full program of cost-free criminal justice technical assistance to units of state and local government is the only one of its calibre in the nation. Since the inception of the technical assistance program, the agency's six regional technical assistance offices have responded to 778 requests for help, of which 514 were requests for on-site police consultation, 19 affecting local courts, 70 in the corrections field, 86 on juvenile matters, and 89 on other criminal justice issues.

Programs developed and assistance rendered follow the program priorities and objectives established by the Commission. Program initiatives are the result of careful problem analysis, planning and the review of similar programs which may have been tried in other states or situations. Where program development efforts affect or involve other justice agencies, the Commission assures careful coordination among system components. The Commission's task forces are used to guide and assist in specific program development and to facilitate a program's implementation when a number of justice agencies are involved.

At the local level, Commission initiatives are implemented for the most part by the agency's network of regional advisory committees. Composed of local policy makers and criminal and juvenile justice professionals, these

committees are able to coordinate the planning, implementation and development of Commission programs among the components of the local justice system. Usually such local level justice improvements are established through the Commission's use of its federal LEAA funds.

### **Grant Administration**

The third major activity of the Commission, and the one for which it has historically been most recognized, is its mandate to administer federal funds made available to Pennsylvania under the federal Omnibus Crime Control and Safe Streets Act of 1968, as amended, and the federal Juvenile Justice and Delinquency Prevention Act of 1974, as amended.

Since 1969, the Commission has been responsible for the allotment of nearly \$325 million in block grant and other federal funds to units of state and local government and private criminal justice agencies across the Commonwealth. Of this total, over \$245 million in block grant funds have been used to develop and implement new programs to improve law enforcement services, court operations, correctional conditions and services, juvenile probation and treatment programs and crime prevention techniques. (See Exhibit E for a distribution chart of these funds by functional area of the criminal justice system.) Since January of 1979, the Commission has awarded \$22.6 million to 404 programs to improve the delivery of criminal and juvenile services in Pennsylvania.

These federal funds have been awarded consonant with approved statewide criminal and juvenile justice improvement plans and in accord with established Commission goals, objectives and policies. The Commission acts on all grant requests with the benefit of recommendations offered by its advisory committees, task forces and agency staff.

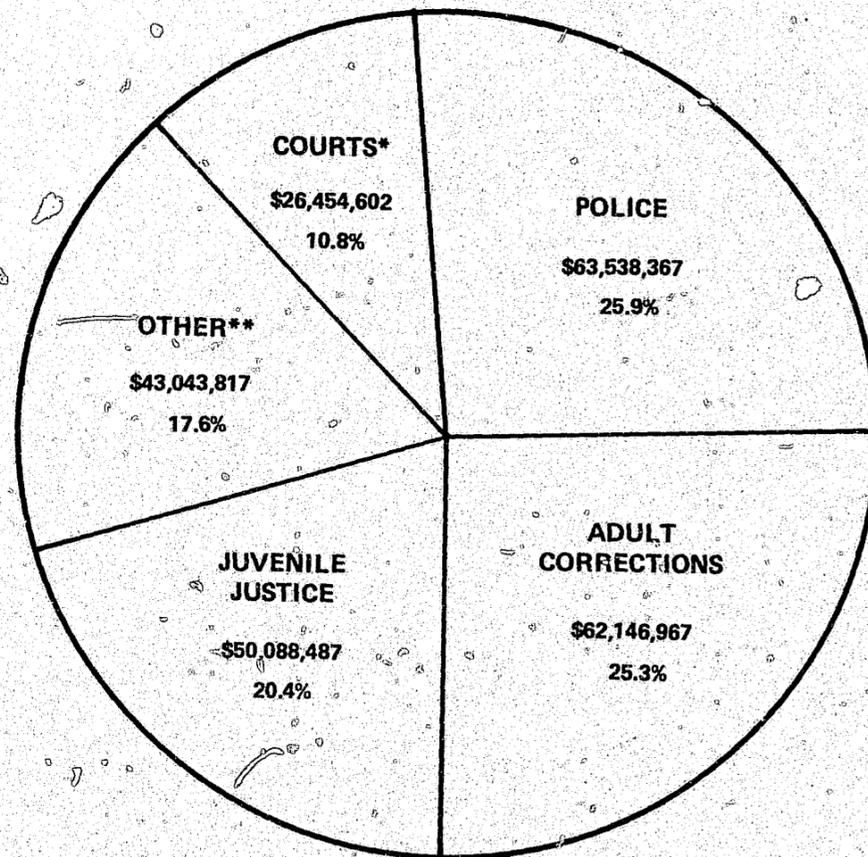
Applications received by the Commission must be consistent with the Commission's priorities and conform to specific program funding guidelines which set forth detailed programmatic eligibility criteria.

All applications received for funding are managed by the finance and administration component of the agency. Once received, applications are subjected to a rigorous programmatic, fiscal and legal review before being brought before the Commission for final consideration. The agency's planning component assures that all applications funded by the Commission are in accord with the planning and coordination priorities of the agency.

Following the award of federal funds, the Commission, through its planning and auditing sections, assures that the grant funds are properly expended and that the programs are implemented as designed. Special monitoring and evaluation efforts are made to measure the progress and results of projects funded.

## EXHIBIT E

### FEDERAL BLOCK GRANT FUNDS FOR CRIMINAL JUSTICE IN PENNSYLVANIA FY 1969 — FY 1979



TOTAL BLOCK GRANT FUNDING = \$245,272,240

\* Includes prosecution and defense as well as adjudicatory projects

\*\* Includes research and demonstration, interagency planning and public education

## YEAR IN PERSPECTIVE

### Introduction

Effective January 1, 1979, the Pennsylvania Commission on Crime and Delinquency was given its new title and a substantive new mandate under State Act 1978-274. A new Administration presided over state government, and in the spring, new members, including a Chairman, were appointed to the Commission's supervisory board. Together, all of these changes contributed to expansion of the Commission's role and purpose in the criminal justice system beyond the grants program it had traditionally managed.

The Governor, in a special address to the Commission at its first meeting on May 8, 1979, indicated his strong support of the agency. The Governor stressed in particular his intention to rely on the Commission to advise him and the General Assembly of major policy and legislative recommendations for reforming the state's system of justice.

Under the leadership of its Chairman, the Commission's structure was reoriented by the creation of several task forces to focus on priority areas of criminal justice concern. Task forces were formed on the Career Criminal, Alternatives to Incarceration, and Organized Crime. The establishment of these task forces, in addition to the mandated Juvenile and Judicial Advisory Committees, provides the Commission with working cadres of expertise for the major aspects of the state's justice system. Composed of Commission members and other state and local justice experts, these Committees and task forces provide the Commission, and in turn, the Governor and Legislature with expertise from which to draw in establishing state criminal and juvenile justice policy.

One additional task force was created to concentrate on policy development for the Commission and to review state-level grant applications and certain other Commission administrative matters. Composed of Commission members, this state-level Discretionary Task Force undertakes preliminary reviews of policy and other procedural matters.

Along with structural changes to the Commission came adjustments in staffing and administration. A new Executive Director of the agency was appointed by the Governor and new staffing assignments followed which were to complement the work of the task forces. With the Governor's appointment of new staff leadership came new demands and confidences from both the executive and legislative branches of government. Clearly, a stronger emphasis was placed on the Commission and staff to assume a leadership role and become an active lead resource in the development of state criminal justice policy and programs.

Closer working relationships have been fostered between the Governor's Offices of Policy and Planning, Legislative Affairs, and Budget and Administration. Increasingly, the Commission is being requested by the Governor to study certain criminal justice issues or to provide advice on bills pending before the Legislature. Moreover, the agency is becoming more involved in leading joint-agency efforts to improve delivery of justice system services or address identified criminal justice issues.

The Commission has also worked closely with the General Assembly relative to major justice reform issues, pending legislation, and as a source of valuable criminal and juvenile justice information to key legislative committees. Also improved is information flow to individual legislators regarding Commission grant activities and technical assistance services rendered to local government.

The structural changes in the Commission and the role it has played in the state's system of justice over the last 18 months evidence the Commission's institutionalization into state government as the state agency responsible for planning for and coordinating justice system improvements.

### **Period of Achievement**

During the past year, the Commission has made direct contributions to the betterment of Pennsylvania's criminal and juvenile justice systems. It has done so while at the same time reorganizing itself and substantially reducing the cost of its own administration. Illustrations of these contributions are set forth below according to the following categories: law enforcement, courts/prosecution/defense, corrections, victim services and juvenile justice. The illustrations include activities of a policy analysis, program development and financial support nature. In the financial support area alone it is important to note that 404 grant awards were made, totaling over \$22.6 million in federal funds.

### **Assistance to Law Enforcement**

The Commission assisted law enforcement agencies of the Commonwealth through a variety of direct service and technical assistance efforts as well as financial awards.

At the request of the Governor and in cooperation with the State Department of Aging, the Commission launched a special state initiative to combat crimes against the elderly. This effort is designed to promote techniques to reduce the incidence of crime among the state's elderly and

help abate the elderly's fear of crime. The Commission has prepared a special report analyzing the extent and nature of the problem, the impact on the elderly when they are victimized and made numerous recommendations to promote senior safety. As part of that effort, the Commission worked with the Pennsylvania Department of Aging to plan and organize the Governor's Conference on Crime and the Elderly.

The Commission has also held more than 50 small training seminars on crimes against the elderly across the Commonwealth. With the aid of a training package designed by the National Council of Senior Citizens, the Commission is engaged in a comprehensive program to train service providers to the elderly in various crime prevention techniques which they, in turn, can teach their elderly clients. A two-day training program has been developed for police officers and is being offered to all police departments in the coming year.

The Commission continued its Pennsylvania Crime Watch Program, a statewide effort to support local police agencies in creating and sustaining crime prevention programs. Considered as one of the best state programs of its kind, Crime Watch consists of a mass media campaign, training program for police officers and comprehensive package of crime prevention tips for the public. Since its inception in 1978, the program has trained 467 crime prevention officers, distributed 7,000 engraving tools to local police departments for use in Operation I.D. programs and reached over 8 million Pennsylvanians with its message, "Make Crime More Trouble Than It's Worth".

At the request of the Governor, the Commission has provided assistance in the formation of an inter-agency committee charged with developing a statewide plan to attack the problem of arson. This preliminary effort is anticipated to culminate with the issuance of an Executive Order formally establishing the Committee and its responsibilities. At that point Commission staff will provide coordination services as well as program design assistance to the Committee as it undertakes its work.

As a prelude to the statewide anti-arson initiative, the Commission developed the state's first series of arson training seminars designed to bring police and fire officials together for special instruction in cooperative arson investigation. Of the eleven currently planned seminars, six have already been conducted in Erie, Bradford, Franklin, Farrell, Scranton and Harrisburg, training 322 officials.

The Commission, working in conjunction with the Pennsylvania State Police, developed a project which will assess local police training needs for the State Municipal Police Officers' Education and Training Commission.

The project entails an analysis of tasks performed by local law enforcement personnel and the skills, knowledges, abilities and personal characteristics needed to assure efficient work performance. The results of this study will be used to develop a more relevant and effective mandatory training and education curriculum for local police officers.

The Commission has also initiated a comprehensive review of police services and resources across the state. A grant was awarded to Pennsylvania State University in January, 1980 to develop a data base and to conduct a statewide survey of police departments. Direction for the police service review is being provided by an ad hoc Police Service Task Force of the Commission composed of representatives from the Legislature, State Police, local government, statewide police associations, and other state agencies. The review will provide an in-depth analysis of existing police-service resources and eventually yield recommendations for improving education, administration, standards for officers and departments and information for local governments to employ for providing better public safety.

The Commission continued its support of the State Office of Telecommunications for its continued work toward planning and implementing a statewide emergency "911" system for Pennsylvania. In addition, the Office assisted the Commission in the technical design and development of integrated police communications networks statewide.

Since January, 1979, the Commission has responded to 99 requests from local police departments for technical assistance in specialized areas. Forms of assistance have included upgrading records systems, development of criminal investigation units, arson training, design of crime analysis techniques, communication system reviews and development of operations and procedural manuals.

In the area of financial assistance to units of local government during the period of January, 1979 through June, 1980, the Commission made 133 awards to different municipalities amounting to a total of \$6.9 million for law enforcement improvement efforts. These awards included 49 projects to initiate local police crime prevention programs; 34 subgrants to form tactical units, special investigation efforts, and surveillance activities; and 50 projects to effect the sharing or combining of local law enforcement services.

#### **Assistance to Courts, Prosecution and Defense**

The Commission has placed special emphasis on targeting the repeat felony offender and the career criminal. In this regard, the Career Criminal Task Force has undertaken a special research effort to determine how career criminals are being processed currently by the system for the

purpose of identifying deficiencies in that process and making recommendations for improvement. Dauphin and Delaware Counties have been selected as pilot jurisdictions for problem analysis and program development assistance in a first phase effort. It is anticipated that a full report on this activity will be available by the end of calendar year 1980 and special efforts to concentrate resources on trying the career criminal will follow.

Other priority prosecution issues concentrated on by the Commission have been the illegal dumping of toxic waste and the implementation of the Commonwealth's recently enacted wiretap and electronic surveillance statute.

The Commission provided funds to support the establishment of a Toxic Chemical Waste Investigation Unit operated jointly by the State Departments of Justice and Environmental Resources. This inter-agency effort brings together the investigative and criminal prosecution expertise of the Department of Justice and the scientific and environmental law expertise of the Department of Environmental Resources in a concerted effort to combat the illegal dumping of toxic wastes. The program will establish a coordinated, statewide system for the detection, investigation, and prosecution of those who store, transport, or dump toxic wastes illegally; an intelligence gathering system to determine the magnitude of the problem; and surveillance and investigative capabilities in Pittsburgh, Philadelphia and Kingston.

During the past year, the Commission made awards to the Pennsylvania Department of Justice and State District Attorneys Association to enable implementation of the state's electronic surveillance statute. The federal funds awarded to the Justice Department helped establish a Technical Unit, purchase equipment, and train personnel to carry out the provisions of Act 164. The grant to the District Attorneys Association assisted in the establishment of eight equipment depositories across the Commonwealth to be accessible to District Attorneys in conducting interceptions. Each of the depositories in Erie, Dauphin, Lackawanna, Bucks, Montgomery, Philadelphia, Delaware and Allegheny Counties houses technical equipment for consensual and non-consensual wire interceptions and surveillance.

In an effort to combat white collar crime in Pennsylvania, the Commission has worked closely with the Pennsylvania District Attorneys Association to establish the first statewide Economic Crime Network in the nation to serve as a model project for the National District Attorneys Association Economic Crime Project. To date the Network has held six meetings, involving over 80 individuals representing 30 counties and 16 federal and state agencies. These sessions serve as forums for the exchange of information on on-going economic crime schemes. The Association's Economic Crime Network has held seminars on "Financial Investigative Techniques", "Arson for Profit", "Handling of Incoming Complaints", and "Prosecution of Environmental Law Cases".

The practice of plea negotiation, commonly called plea bargaining, has been a matter of considerable interest in Pennsylvania for many years. Upon the request of the Legislature, the Commission completed a study on the practice of plea negotiation in the Commonwealth. The study, done in conjunction with the State Police and the Pennsylvania District Attorneys Association, represents an initial examination of the extent to which jurisdictions in the Commonwealth utilize plea negotiation as a means of case disposition. The study examines various effects of the differing usage of plea negotiation and forms a solid base for subsequent analysis of the practice.

Also in the courts area, the Commission strengthened its working relationship with the Judicial Advisory Committee of the Pennsylvania Supreme Court. In addition to developing court improvement plans for the state, the Committee assists the Commission in reviewing court programs for federal funding and establishing court priorities for the state. In recent months the two agencies have combined to develop special guidelines for court microfilm projects.

A substantial number of projects have been awarded to upgrade technology used by the courts in order to improve overall efficiency of operations and to provide security for lives and facilities. One of the largest efforts over the past year has been in upgrading court records systems. Nine different counties have received support for microfilming their criminal records for the purpose of providing rapid access and security. Support has also been provided to the State Court Administrator's Office and to several counties for development of computerized information system capabilities, including automation of the collection of fines and costs in some counties. Computer support was provided in a mid-size county for implementation of one-day/one-trial jury management to permit short terms of jury service and juries that are more representative of the local population. Two counties have been provided with computer-aided transcription services which offer the potential of reducing substantially the delay prior to hearing post-trial motions and appeals. Technological support has also been provided to enhance courthouse security through sophisticated alarm systems that permit voice transmission as well as an alarm signal to protect courtrooms, judges' chambers, and other criminal court-related offices.

To improve public defense, funds were provided to the Public Defender Association of Pennsylvania to sponsor a training seminar on improving office management, including effective management of case preparation. In a special effort, support was provided to a major county-level public defender office to provide special, intensive handling of defendants accused of major offenses or classified as "career criminals." Such efforts are expected to avoid trial postponements due to inadequate defense preparations, and will act as a counterbalance to intensive efforts by the district attorney to help assure that all relevant facts, statutes and legal precedents are considered.

Through its grants program the Commission has provided \$3.1 million in the form of 43 awards to Pennsylvania municipalities for programs designed to improve services in the various aspects of the case-processing system.

### **Assistance to Corrections**

The Commission has concentrated considerable attention to the important area of corrections during the past year. At the request of the Governor, the Commission is participating in the design and development of a state Department of Corrections. In addressing that issue, the Commission joined the Joint Council on Criminal Justice, Pennsylvania Prison Society, Legislature, Pennsylvania Board of Probation and Parole, and the Bureau of Correction in hosting a special corrections conference. The conference was held to identify the various issues and concerns which the Governor and General Assembly should be aware of in their pursuit of legislation creating a Department of Corrections.

The Commission, in conjunction with the State House Judiciary Committee, conducted an analysis of proposed legislation creating a correctional subsidy program in Pennsylvania. The agency's contributions included the development of a series of cost estimates for the program.

Working in concert with Carnegie-Mellon University, the Commission undertook a study of Pennsylvania state prison populations. The study, performed at the request of the Governor, projects state prison populations to the end of the century. It projects population increases which will exceed current capacity by the end of 1982, peak around 1990 and return to a capacity comparable to current levels. The study identifies options useful to future correctional policy planning.

In recognition of the growing problem of prison overcrowding and the need for alternatives to costly prison construction, the Commission's Alternatives to Incarceration Task Force has been considering ways in which the Commonwealth can identify strategies which provide alternative sentences for those convicted individuals who constitute the least risk to the community and insure adequate prison capacity to house the serious, violent offenders.

In conjunction with the Governor's Council on Drug and Alcohol Abuse, the Commission has developed a Treatment Alternatives to Street Crimes (TASC) program to be implemented in eight Single County Authorities across Pennsylvania serving Westmoreland, Erie, York, Adams, Dauphin, Luzerne, Wyoming, Lehigh, Bucks, Chester and Philadelphia Counties. The TASC program serves as a bridge between the criminal justice and drug and alcohol service systems by providing, as an alternative to institutional sentencing, treatment to offenders who are dependent on drug or alcohol.

Assistance to local jails and local community corrections programs has also been provided. The Commission has conducted studies of jail populations and prepared program designs for work release programs as well as provided assessments of community support programs which the administrators of those programs have used to support their requests for foundation funds and federal assistance from Washington.

Because of the great concern over corrections issues, it is extremely important to have a reliable data base on the flow of cases from the courts to the correctional agencies, between correctional programs, and, where recidivism occurs, back into the system after having left it. Therefore, in conjunction with the House Judiciary Committee, the Commission is coordinating an inter-agency effort to ameliorate the problem of conflicting statistical data maintained by the various components of the criminal justice system and to establish a unified system of tracking offenders. Led by the Commission's Criminal Justice Statistics Division, this effort has concentrated on developing a process of providing a coordinated statistical information system among the various components of the justice system.

Grant awards were made to community-based programs in 29 municipalities and to jail programs in 27 municipalities.

#### ***Assistance to Victims of Crime***

The Commission has provided informational services and financial support to a number of victim service programs across the Commonwealth. The Pennsylvania Coalition Against Domestic Violence was given funds to provide statewide coordination of victim assistance programs. This might provide a model for the state Office on Crime Victims legislation being considered by the Legislature. Through the Commission's assistance, the Coalition has provided leadership in the areas of providing victim services, generating funding sources for shelter facilities, providing technical assistance to local domestic violence programs and developing prototype manuals on victim advocacy and police training.

The Pennsylvania Coalition Against Rape is supported by the Commission. This Coalition's objectives have been to establish a statewide advocacy support system for victims of sexual assault, to provide technical assistance to local rape crisis centers, and to develop rape education programs to provide statewide impact for social change through these public and professional education efforts. The current membership of the Coalition is 26 local rape crisis centers which served 3,214 sexual assault victims in the past year. The Coalition has been instrumental in the development of legislation to assist crime victims, has provided training to state and

local police, has developed guidelines in conjunction with the Pennsylvania Medical Society and the Hospital Association of Pennsylvania for treatment of sexual assault victims, and has developed a statewide contractual process for Title XX funding to rape crisis centers.

In addition to the statewide coordinating effort, 28 programs in municipalities across the state have received over \$900,000 in federal funding for their victim service delivery efforts.

#### ***Assistance to Juvenile Justice***

Improvements in the Commonwealth's efforts to assure an effective and humane juvenile justice system have been the long-standing focus of the Commission's Juvenile Advisory Committee. The previous Governor's Justice Commission played a prominent and effective role in Pennsylvania's efforts to remove juveniles from jails, to separate status offenders from juvenile delinquents and to emphasize community-based treatment strategies. These emphases were continued during the period covered by this report.

The Commission's 1980 Juvenile Justice Plan outlines steps taken in Pennsylvania to deinstitutionalize status offenders and remove juveniles from county jail facilities. The Commission, along with its Juvenile Advisory Committee, had as a major priority the deinstitutionalization of status offenders and non-offenders in accord with the policies embodied in the federal Juvenile Justice and Delinquency Prevention Act of 1974, as amended, and State Act 41. That task is largely accomplished, since Pennsylvania currently ranks first among the states in achieving a near 100% reduction in status offenders and non-offenders placed in correctional facilities. The state has reduced the number of status and non-offenders in delinquency facilities (post adjudication) from 494 in 1975 to 0 in 1979 and the number of non-delinquency youth (accused) held in secure detention from 2,499 in 1975 to 45 in 1979, a 98.19% reduction. With reference to removing juveniles from adult jails, in 1975 there were 3,196 juveniles confined in Pennsylvania and in 1979 there were only 23. Of these 23, 9 were so confined because they misrepresented their age and were believed to be adults. Discounting these 9, the percentage of reduction from 1975 to 1979 was 99.56%.

Through an inter-agency agreement with the Department of Public Welfare, the Commission helped design a system of secure juvenile detention and developed a modern set of regulations for the detention and community-based care of juveniles in Pennsylvania. These efforts have resulted in the construction of three new detention facilities and the renovation of five others into regional detention centers, thus removing the nearly 3,000 youths from jail.

Federal funds were made available to the state Department of Education for the development of several model/demonstration programs to reduce violence, vandalism, and disruption in schools while at the same time providing educational alternatives to suspension and expulsion of pupils. Thirteen urban, suburban, and rural school districts from across the state participated in the program designed to prevent school disruption and to be capable of adaptation for use in other districts.

In undertaking its juvenile justice planning efforts, the Commission recognized that, in concert with the need for non-institutional treatment of the status offender, there is a need for increased law enforcement resources to deal with the serious juvenile offender. Therefore, at the request of the Governor, the Commission reviewed, analyzed, and recommended legislation which dealt with the serious, repeat juvenile offender, fingerprinting and photographing them, and transferring them to adult court. These issues were reflected in amendments to the state's Juvenile Act.

Aware that delinquency prevention must begin early in a youngster's socialization process, the Commission, in cooperation with the Pennsylvania Department of Education, initiated a statewide program to help local school districts offer special justice-related education curriculums in grades K through 6. The program is aimed at helping children understand the importance of law and legitimate authority and their individual rights, while encouraging them to carry out their citizenship responsibilities. Eighteen one-day workshops and two four-day inservice training sessions have been held across the state to introduce the program to elementary school teachers and administrators and criminal justice personnel. A total of 831 persons attended the one-day workshops and 46 school districts and 15 private schools sent over 100 persons to the four-day sessions held at Clarion and West Chester State Colleges.

A great deal of the Commission's aid in juvenile justice system improvement came through its grants program. In all, \$8.8 million in funds were awarded for 123 programs during the eighteen-month period of this report. Those programs included 16 projects to provide alternative education programs and services, 34 for residential treatment facilities, 34 for vocational counseling and placement services, 2 for detention homes and 37 for juvenile diversionary alternatives.

## FUTURE DIRECTIONS

In the year ahead, the Commission will continue to strengthen the overall services it provides to the Governor, Legislature and criminal justice agencies across the state. While the General Assembly reinforces the mandates of the agency through reauthorization of Act 1978-274, the Commission will carry forth its lead role for planning, development and administration of criminal justice improvement programs.

In the policy and program areas, the Commission will continue its work with the Governor's Office, Legislature, and state justice system agencies, providing each with advice and recommendations on key management and legal reforms.

The Commission's statewide crime prevention program will be focused in conjunction with the programs of other state and local agencies to provide special initiatives in the state's major urban areas, which will reach senior citizens and attempt to abate their fear of crime victimization.

The Commission's anti-arson program will also be developed beyond the current training stages. Plans and recommended legislative reforms to aid in clarifying responsibilities for investigating and prosecuting arson cases will be developed.

The delinquency prevention efforts jointly undertaken by the Commission and the state Department of Education through the Justice Education Training Strategy will be expanded beyond the currently participating 233 school districts to an estimated 100 additional districts.

Through the Commission's Career Criminal Task Force, a program concentrating on the habitual offender will be formulated complete with strategies for the effective prosecution of the repetitive felon.

Building upon the future prison capacity projections presented to the Governor and Legislature this year, efforts to identify efficient alternatives to new prison construction will proceed to be a priority of the Alternatives to Incarceration Task Force.

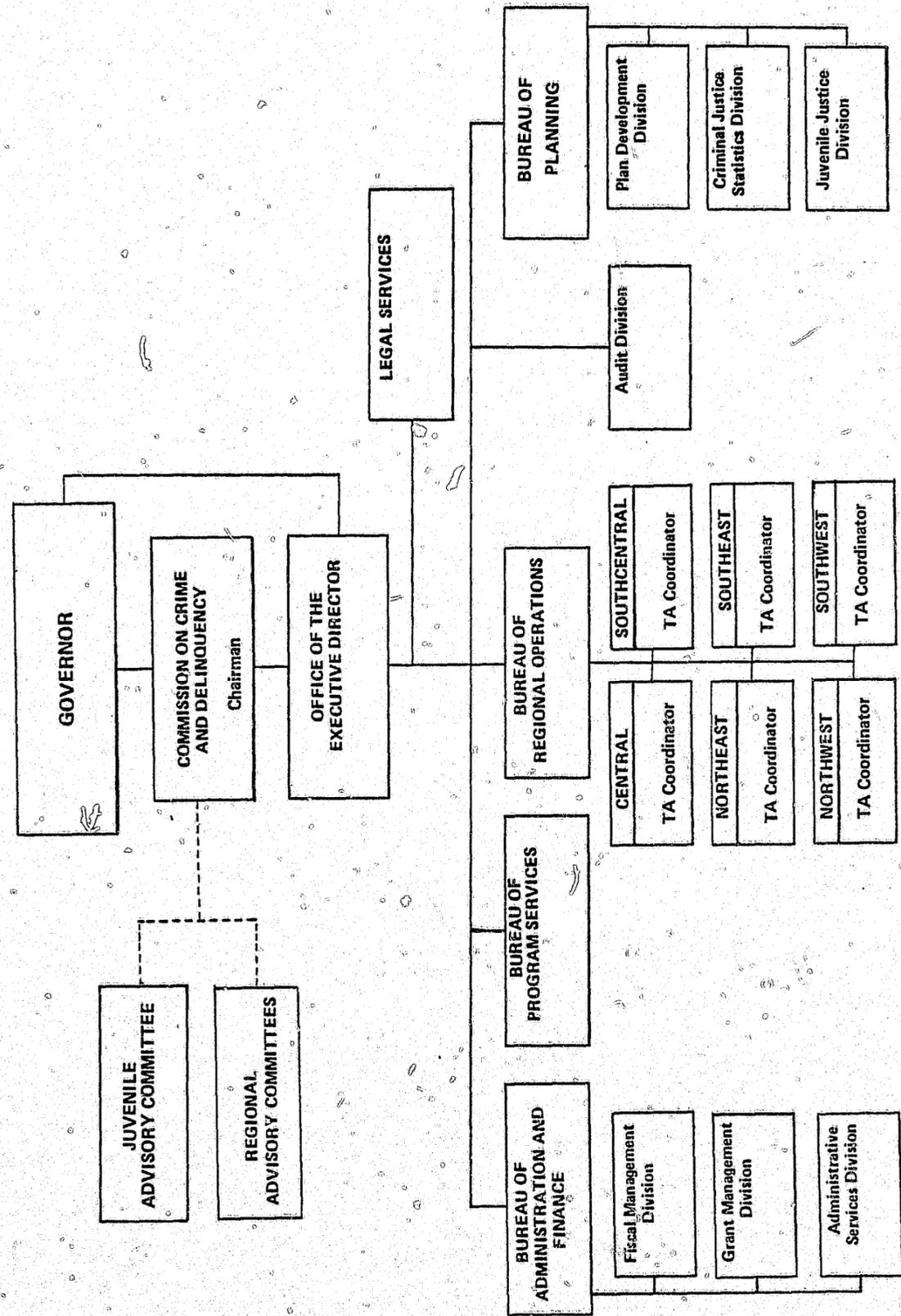
The Commission will complete the design and commence the implementation of the Offender-Based Transaction Statistical System which is designed to overcome many of the current statistical shortcomings in the criminal justice system and provide a case-tracking capability for the Commonwealth.

The agency's Juvenile Advisory Committee will concentrate its attention and resources on the adjudicated delinquent and aftercare supervision to youth departing institutional placement in an effort to reduce recidivism among juveniles. Special plans will be developed to provide a fuller range of probation services to adjudicated delinquents, including family counseling and intensive and evening probation services. Careful attention will be directed to the need for and current utilization of secure juvenile detention.

The Commission will strive to implement this agenda in addition to effectively managing the federal LEAA dollars under its supervision. As it did this past year, the Commission will award and administer approximately \$15,000,000 in federal LEAA funds. It will insure that these funds are distributed fairly and equitably, for quality programs, with proper fiscal accountability.

The demands of the state's criminal and juvenile justice systems in Pennsylvania have never been greater. As the decade of the '80's unfolds, these systems will be tested even further under the strain of growing economic difficulty. Auster budgets will limit justice expenditures, resources and services. The Commission will strive to provide statistical analysis, planning, coordination and program development assistance to maximize the effectiveness of criminal and juvenile justice services in the Commonwealth.

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY



**END**