

PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY OVERVIEW

GENERAL

- Created in 1978 (Act 274) as successor to Governor's Justice Commission
 - . Broad mandate to plan and assist criminal and juvenile justice systems improve their administration, coordination and effectiveness.
 - . Provide training, coordination and technical assistance to state and local criminal justice agencies.
 - . Provides research and statistical analysis of criminal justice issues for the benefit of the Governor, General Assembly and operating agencies.
 - . Agency policy is established by a semi-independent, broad-based, bi-partisan Commission appointed by the Governor and Leadership of the General Assembly. All criminal justice cabinet officers, representatives of local criminal justice agencies, legislators and private citizens provide the statutory composition. Chairman is appointed by the Governor.
 - . Agency administration and program activities are provided by Civil Service staff of 51 positions. Executive Director is appointed by Governor with consultation with Commission Chairman.
 - . 1990-91 state operating budget: \$2,107,000
 - . Grant funds administered:
 - Federal - \$24,000,000 per year (approximately)
 - State - \$ 1,000,000 per year (approximately)
 - (See Attachment A)

MAJOR ACTIVITIES

- A. POLICY RESEARCH AND STATISTICAL ANALYSIS
 - . Provides analytical reports on criminal justice issues for Governor's Office, General Assembly and operating agencies.
 - . Provides correctional population projections for policy impact analyses. Committee composed of Department of Corrections, Pennsylvania Board of Probation and Parole, Pennsylvania Sentencing Commission, Governor's Budget Office and PCCD was established to provide one credible source of projections and analysis.

- . Oversees development of computer information network involving state criminal justice agencies.
- . Developing and distributing an automated management information system for use by local police agencies - PA-LEMIS.
- . Issue - Need for legislation or resolution amending House and Senate rules to require PCCD conduct impact analyses in areas affecting the criminal justice system, such as proposed sentencing legislation.

B. VICTIM/WITNESS GRANT AND TECHNICAL ASSISTANCE

- . Provides financial support, training and technical assistance utilizing state and federal resources.
- . State victim/witness program created under Act 96 of 1984 provides for technical assistance and grants to criminal justice agencies financed through a \$5.00 penalty assessment. Approximately \$1 million annually and 60 counties currently participate.
- . Federal program under Victims of Crime Act uses penalty assessment fees to provide funds for support of direct services to crime victims through approximately 100 victim services agencies across state. Current allocation approximately \$3 million.
- . Issue - Passage of H.B. 77 to provide for increased state penalty assessments to increase funds available for state victim/witness programs.

C. COMMUNITY CRIME PREVENTION

- . Supports local efforts to establish and/or expand citizen-police partnerships to reduce the incidence and fear of crime.
- . Provides training and technical assistance statewide to municipal law enforcement agencies and college/university police relative to community crime prevention strategies.
- . Administers annual Governor's Crime Prevention Volunteer Awards and state's involvement in national McGruff crime prevention campaigns.

D. DEPUTY SHERIFFS'S TRAINING AND EDUCATION

- . Act 2 of 1984 provides for mandatory training for all deputies.
 - 160-hour basic course (completed by 1,178 deputies since 1985).
 - 16-20 hours in-service required biennially (700 deputies attend yearly).

- . Funded by \$2.00 surcharge on all civil process served by sheriffs. Average annual collections prior to Rule 400 change \$650,000.
- . Gubernatorially appointed board manages program under PCCD oversight.
- . Contracts with Dickinson School of Law for basic training and Temple University School of Criminal Justice for in-service training.
- . Issues - Amendment to Section 8 of Act 1984-2 needed to alleviate reduced surcharge collections caused by change to Supreme Court Rule 400, Pa. Rules of Civil Procedure. This is causing an annual loss of approximately \$190,000.
 - Need for increased surcharge fee to support expansion of basic course to 360 hours.
 - Chair of DSETB should be ex-officio member of PCCD Commission.

E. DRUG ABUSE PREVENTION TRAINING

- . Provides training opportunities for law enforcement utilizing state created and national models such as the Partners In Prevention and Drug Abuse Resistance Education (DARE) programs.
- . Operates under Drug Policy Council auspices with federal funding from Department of Education.

F. CRIMINAL JUSTICE TRAINING

- . Uses federal funds to support development and implementation of training projects, primarily directed to local criminal justice personnel.
- . Works to establish a coordinated statewide justice system training capability.
- . Issue - Need for broadly mandated Criminal Justice Training Academy to meet gaps in existing training services.

G. JUVENILE JUSTICE AND DELINQUENCY PREVENTION

- . Administers Formula Grant funds as part of the federal Juvenile Justice and Delinquency Prevention Act. Approximately \$2 million per year as seed money for projects focusing on serious/violent juvenile offenders, family-focused prevention activities and JJDP compliance mandates.

- . Provides technical assistance to local/state juvenile justice agencies/organizations.
- . Gubernatorially appointed Juvenile Advisory Committee examines current issues, drafts system improvement plans, and formulates recommendations for award of federal funds.
- . Issue - Passage of S.B. 304 needed to bring state into compliance with mandates of federal JJDP Act and improve handling of juveniles. A juvenile alleged to have committed a crime can be held securely in a police lock-up for no longer than six hours, before he/she is transferred to juvenile court, County Children and Youth Office, etc., or released.

H. DRUG CONTROL AND SYSTEM IMPROVEMENT

- . Provides seed funding as subgrants to a variety of criminal justice improvement projects with emphasis on drug problems. Current appropriation approximately \$18 million.
- . Training and technical assistance also provided based on PCCD annual statewide strategy for these funds as coordinated with Governor's Drug Policy Council.

I. INTERMEDIATE PUNISHMENTS PROGRAM

- . Act 193 of 1990 established funding program in PCCD for county intermediate punishments. Also requires counties to submit intermediate punishment plans to PCCD to be eligible for prison construction funding from the Department of Corrections under Act 71 of 1990.
- . Act 201 of 1990 charges the Pennsylvania Sentencing Commission with further defining intermediate punishments and provides for PCCD approval of an intermediate punishment program before a court has authority to sentence to the program.
- . Also, PCCD is to provide training, technical assistance and monitoring to counties for the development of intermediate punishments.
- . Issue - No funding has been provided for grants under Act 193 or for the administrative, training or technical assistance costs associated with the intermediate punishments program.

AWARDS TO PROGRAM AREAS

Program Area	FFY 1991 Allocation (estimated)	Average Number of Awards (per year)	Usual Range	Duration of Grants	Match Requirement	Types of Applicants
Juvenile Justice & Delinquency Prevention (JJDP); (Federal)	\$2,000,000	20	\$20,000 to \$200,000	Eligible for 6-24 mos. of funding in 6 to 12-mo. intervals.	Not required except for 50% of construction costs.	State Agencies, Local Units of Government, Non-Profit Organizations.
Victim/Witness Program; (State).	\$1,000,000	56	\$6,000 to \$131,000	Eligible for continuous funding in 12-mo. intervals.	Matching contributions are not required; however counties are required to sustain financial commitments prior to grant award and are encouraged to supplement such awards when feasible and necessary.	Counties
Victims of Crime Act (VOCA) (Federal).	\$3,000,000	100	\$2,100 to \$71,000	Eligible for continuous funding in 12-mo. intervals.	Applicants of an existing program must contribute (cash or in-kind contributions) at least 20% of total project costs.	Eligible Counties and Private Non-Profit Organizations.
Drug Control and System Improvement (DCSI); (Federal).	\$18,000,000	30	\$20,000 to \$1,000,000	Eligible for 36 mos. of funding in 12-mo. intervals.	Initial 12-mo. grant - 25%. Second 12-mo. grant - 50%. Final 12-mo. grant - 75%.	State Agencies and Local Units of Government.



PCCD



TEN YEARS OF ACHIEVEMENT

The Pennsylvania Commission on Crime and Delinquency (PCCD) was created through Act 274, effective December 31, 1978 and commissioners were appointed in April 1979. The following are select highlights of PCCD's accomplishments since that time.

At the first public meeting, 95 applications requesting \$6,095,750 in federal funds were considered. To date, a total of 1,920 awards have been made for \$97,235,166.

In November 1979, the Juvenile Advisory Committee was appointed to deal with funding and program issues related to the federal Juvenile Justice and Delinquency (JJDP) Program. Since then, 463 grants totalling \$26,076,943 have been awarded.

In 1980, the Commission issued the "Career Criminal Task Force Report."

The PCCD awarded 738 criminal justice improvement grants totalling \$42,643,035 under the Law Enforcement Assistance Administration (LEAA) Program until that program's termination in September 1982.

Since 1981, 2,200 crime prevention officers have completed the Police Crime Prevention Training Courses.

In 1981, PCCD staff provided support to the Interagency Committee on Arson in compiling and publishing Arson Control in Pennsylvania.

The PCCD Jail Overcrowding Program was established in 1981, with the Jail Overcrowding Advisory Committee being appointed in 1985. This program has provided technical and financial assistance to 33 counties over the last eight years.

The Report of the Governor's Panel to Investigate the Recent Hostage Incident at Graterford State Correctional Institution was published in August 1982 based on the work of Commission staff.

In 1983 and 1987, PCCD received the State Award from the National Crime Prevention Coalition in recognition of its outstanding Crime Prevention Program.

Since 1983, 175 Pennsylvania citizen volunteers have received the prestigious "Governor's Award" at the Annual Citizen Crime Prevention Volunteer Recognition Awards Ceremonies.

The Victim Services Advisory Committee, appointed in December 1983, developed victim/witness service standards as set forth in the publication Fair Treatment for Victims and Witnesses of Crime: An Action Strategy for Pennsylvania and continues to advise on the state and federal victims' programs.

PCCD administers the state (Act 1984-96) and federal (Victims of Crime Act (VOCA)) victim services grants programs. Through the state program, 159 grants have been funded for a total of \$3,463,284 and 391 federal grants for a total of \$6,619,582.

PCCD staff received the G. Paul Sylvestre Award in 1984 "For outstanding achievement in advancing criminal justice statistics in the states" from the Bureau of Justice Statistics, U. S. Department of Justice.

Pennsylvania Commission on Crime & Delinquency

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Act 1984-2 established the Deputy Sheriffs' Education and Training Board. As a result, the first statewide basic training and continuing education programs for deputy sheriffs were established. To date, 1,000 deputy sheriffs have been certified and continuing education is offered to about 500 deputy sheriffs each year.

Justice Assistance Act (JAA) funding became available in 1985. The Commission has awarded a total of 91 grants for \$5,441,126 within the priorities of prison and jail overcrowding, career criminal, training, and drug prevention.

The Criminal Justice Training Task Force was established in January 1986 to foster and coordinate efforts to enhance criminal justice system training. Criminal Justice System Training in Pennsylvania: A Status Report was published.

In February 1985, the prison and jail overcrowding report, A Strategy to Alleviate Overcrowding in Pennsylvania's Prisons and Jails, was published. This report received a national Excellence in Analysis Award from the Criminal Justice Statistics Association.

The first issue of the quarterly Justice Analyst series was published in July 1985 and the first issue of the PCCD Quarterly was published in April 1986.

The Justice Assistance Planning Committee sponsored a forum in 1985 to consider PCCD's response to the drug problem. As a result, the focus for funding was placed on reducing the demand. In 1986, the Commission approved a pilot comprehensive drug prevention/intervention program.

The Narcotics Control Assistance Program (NCAP) was established in 1986. Funding of \$12,991,196 was awarded for 78 drug-related grants under NCAP and its successor, the Drug Control and Systems Improvement (DCSI) Program.

An "Automated Fingerprint Identification Systems Conference" was co-sponsored with the Pennsylvania State Police in 1986 to set the direction for implementing this advanced technology within the Commonwealth.

Through an interagency working group established in July 1985, the Justice Assistance Network (JANET) is being implemented to enable the state's criminal justice agencies to exchange and share information on offenders.

Trends and Issues in Pennsylvania's Criminal Justice System reports were published in 1986 and again in 1989 which featured recent trends in crime and adult criminal justice processing. The first issue received a national Excellence in Analysis Award from the Criminal Justice Statistics Association.

A comprehensive study on "The Effects of Five-Year Mandatory Sentencing in Pennsylvania" was published in 1986.

In 1987, the Compliance Monitoring Advisory Committee was established to coordinate Pennsylvania's compliance monitoring activities of the JJDP Program.

"Partners in Prevention," a training course for law enforcement officers working with school districts on drug and alcohol abuse prevention activities, was developed and offered in 1988.

In 1988, PCCD and the Governor's Drug Policy Council co-sponsored the first interdisciplinary drug abuse prevention conference in the state.

In 1988, a multi-agency committee was established to produce unified projections of all state-level correctional populations.

A public domain police information system project was initiated in 1988 which will automate the basic management and administrative functions of small and medium sized departments throughout the state.

In June 1989, a report was published titled, Victim /Witness Assistance Under PCCD: Grant and Technical Assistance Program - The Case for Expansion.

Over the past several years PCCD has developed an in-house computer network which greatly enhances the level of our services to the public and criminal justice community.

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PCCD GRANTS

(For the period January 1989 through December 1990)

JUSTICE ASSISTANCE ACT PROGRAM

Project Title: Intensive Supervision Program
Subgrantee Name: Allegheny County
Award Amount: \$100,915, \$31,400
Project Period: 1/1/89-9/30/89, 10/1/89-12/31/89
Purpose: To continue intensive supervision program which includes placing certain inmates under house arrest through the use of electronic monitoring devices

Project Title: Men's Work Release/DUI Center
Subgrantee Name: Allegheny County
Award Amount: \$125,000, \$65,000
Project Period: 8/1/88-6/30/89, 10/1/89-9/30/90
Purpose: To provide detention for low-risk inmates

Project Title: Berks County Pre-Release Center
Subgrantee Name: Berks County
Award Amount: \$25,000
Project Period: 7/1/88-6/30/89
Purpose: To continue prison pre-release center which provides short-term detention for low-risk inmates

Project Title: Chester County Crime Analysis Unit
Subgrantee Name: Chester County
Award Amount: \$15,811
Project Period: 12/1/88-11/30/89
Purpose: To continue the crime analysis unit in the District Attorney's Office which acts as a central clearinghouse of information for the public departments in Chester County

Project Title: Bail Supervision Program
Subgrantee Name: Centre County
Award Amount: \$12,000, \$6,550
Project Period: 1/1/89-12/3/89, 1/1/90-12/31/90
Purpose: To provide a bail supervision program conducted by Community Alternatives in Criminal Justice

Project Title: Columbia County DUI/Work Release Center
Subgrantee Name: Columbia County
Award Amount: \$64,715
Project Period: 7/1/88-6/30/89
Purpose: To establish/continue DUI/work release center

Project Title: Work Release/DUI Center, An Alternative Housing Program
Subgrantee Name: Crawford County
Award Amount: \$10,500
Project Period: 1/1/89-12/31/89
Purpose: To continue work release/DUI center

Project Title: Institutional Probation Officer
Subgrantee Name: Erie County
Award Amount: \$10,023
Project Period: 3/15/89-3/14/90
Purpose: To continue the institutional probation officer position in the Probation Department.

Project Title: Mercer County Minimum Security Work Release Center
Subgrantee Name: Mercer County
Award Amount: \$64,175
Project Period: 7/1/89-6/30/90
Purpose: To establish minimum security work release center

Project Title: Community Residential Center for Female Offenders
Subgrantee Name: City of Philadelphia
Award Amount: \$125,000
Project Period: 7/1/88-6/30/89
Purpose: To develop a 25-bed community residential center for female offenders

Project Title: Defender Association Juvenile Special Defense Unit
Subgrantee Name: City of Philadelphia
Award Amount: \$86,381
Project Period: 12/1/88-11/30/89
Purpose: To continue juvenile special defense unit which provides representation for those serious, violent and habitual juveniles coming before family court

Project Title: Expansion of Career Criminal Unit
Subgrantee Name: City of Philadelphia
Award Amount: \$49,815
Project Period: 10/1/88-9/30/89
Purpose: To expand career criminal unit in District Attorney's Office

Project Title: Interface Between Community Law Enforcement Assistance Network (CLEAN) and Philadelphia Crime Information Center (PIC)
Subgrantee Name: City of Philadelphia
Award Amount: \$54,072
Project Period: 10/1/88-9/30/89
Purpose: To provide greater utilization of wanted and missing persons' files

Project Title: Philadelphia Repeat Offender Program
Subgrantee Name: City of Philadelphia
Award Amount: \$119,952
Project Period: 1/1/89-12/31/89
Purpose: To continue Repeat Offender Program in Police Department

Project Title: Prison Population Management Unit
Subgrantee Name: City of Philadelphia
Award Amount: \$42,123, \$21,062
Project Period: 7/1/88-6/30/89, 10/1/89-9/30/90
Purpose: To continue a prison population management unit which will review changes in the population and recommend/refer persons for release

Project Title: Residential Center for Female Offenders
Subgrantee Name: City of Philadelphia
Award Amount: \$62,500
Project Period: 10/2/89-9/30/90
Purpose: To continue residential center for female offenders

Project Title: Model Police Productivity and Crime Analysis Project
Subgrantee Name: State College Bureau of Police Services
Award Amount: \$27,856
Project Period: 10/1/88-9/31/89
Purpose: To continue its demonstration model project whose results will be capable of being replicated/transferred to other jurisdictions

Project Title: Community Release Coordinator
Subgrantee Name: Venango County
Award Amount: \$23,076, \$9,564
Project Period: 1/1/89-12/31/89, 4/1/90-3/31/91
Purpose: To provide a community release coordinator in the Court of Common Pleas who will work to reduce the average length of stay in prison of detentions and summary and non-violent misdemeanor violators

Project Title: Prison Population Monitor Program
Subgrantee Name: Westmoreland County Court Administrator's Office
Award Amount: \$24,336, \$9,032
Project Period: 10/1/88-9/30/89, 5/1/90-4/30/91
Purpose: To provide prison population monitor program

Project Title: Work Release/DUI Center
Subgrantee Name: Westmoreland County
Award Amount: \$33,549
Project Period: 7/1/89-6/30/90
Purpose: To continue work release/DUI center

Project Title: Pennsylvania State Association of County Commissioners
 Jail Overcrowding Project
Subgrantee Name: York County
Award Amount: \$16,426
Project Period: 9/16/88-9/15/89
Purpose: To continue jail overcrowding project to help other counties

Project Title: Prison Population Management Unit
Subgrantee Name: York County
Award Amount: \$27,124, \$13,767
Project Period: 10/1/88-9/30/89, 5/1/90-4/30/91
Purpose: To review changes in the population and recommend/refer persons for release

Project Title: York County Pre-Release Center
Subgrantee Name: York County
Award Amount: \$75,000, \$37,500
Project Period: 7/1/88-6/30/89, 7/1/89-6/30/90
Purpose: To establish and operate a pre-release center within the prison which will provide detention for low-risk inmates

JUVENILE JUSTICE AND DELINQUENCY PREVENTION PROGRAM

Project Title: Armed Forces Preparatory School
Subgrantee Name: Adelphoi Village
Award Amount: \$89,253
Project Period: 10/1/89-12/31/89
Purpose: To establish an Armed Forces preparatory school for juvenile offenders

Project Title: Project Forward
Subgrantee Name: Big Sisters of Philadelphia, Inc.
Award Amount: \$99,845, \$108,376
Project Period: 8/1/89-9/30/90, 10/1/90-9/30/91
Purpose: To provide family counseling and supportive services to 30 adjudicated female delinquents

Project Title: Specialized Group Therapy for Sexually Abused Youth
Subgrantee Name: Catholic Charities
Award Amount: \$29,935
Project Period: 10/1/89-9/30/90
Purpose: To implement a specialized group therapy program for sexually abused delinquents

Project Title: Family-Focused Delinquency Prevention Program
Subgrantee Name: Community College of Beaver County
Award Amount: \$29,430
Project Period: 7/1/88-6/30/89
Purpose: To continue a family-focused prevention program for families of delinquents who have multiple problems that currently are not being met through existing community resources

Project Title: Juvenile Sex Offender Family
Subgrantee Name: Community Mental Health Services, Inc.
Award Amount: \$25,770
Project Period: 7/1/90-6/30/92
Purpose: To provide family-focused treatment to juvenile sex offenders and their families

Project Title: Short-Term Intensive Family-Focused Treatment
Subgrantee Name: CONCERN, Inc.
Award Amount: \$73,076
Project Period: 9/1/89-8/31/90
Purpose: To provide short-term intensive family-focused treatment within Lehigh County

Project Title: Electronic Transfer of Juvenile Court Judges' Commission (JCJC) Statistical Care Information
Subgrantee Name: Dauphin County Juvenile Probation Department
Award Amount: \$2,193
Project Period: 7/1/89-6/30/90
Purpose: To reduce the manual data impact of statistical card information submitted to the Juvenile Court Judges' Commission

Project Title: Serious Juvenile Offender Prosecution Project
Subgrantee Name: Dauphin County
Award Amount: \$11,600
Project Period: 1/1/88-12/31/88
Purpose: To continue the serious juvenile offender prosecution project in the District Attorney's Office

Project Title: Community Service Foundation, Inc.
Subgrantee Name: Family Therapy Program
Award Amount: \$37,332
Project Period: 10/1/89-9/30/90
Purpose: To make family therapy services available to the Bucks County Juvenile Court

Project Title: Harborcreek Youth Services Juvenile Sex Offender/Victim Program
Subgrantee Name: Harborcreek Youth Services
Award Amount: \$39,333
Project Period: 1/1/89-12/31/89
Purpose: To expand the juvenile sex offender/victim program, which provides therapeutic services for juvenile sex offenders in Western Pennsylvania

Project Title: Mental Health Project at Youth Development Center
Subgrantee Name: Human Services Center, Inc.
Award Amount: \$62,834, \$67,251
Project Period: 9/1/88-8/31/89-9/1/89-8/31/90
Purpose: To provide mental health services to delinquent youth committed to the New Castle Youth Development Center who have a history of victimization

Project Title: Juvenile Detention Training Program
Subgrantee Name: Juvenile Detention Centers Association of Pennsylvania
Amount: \$77,321, \$85,212
Project Period: 10/1/89-11/30/90 12/1/90-9/30/91
Purpose: To conduct a statewide training program for detention center personnel

Project Title: Home-Based Family Therapy
Subgrantee Name: Lutheran Youth and Family Services
Award Amount: \$41,800
Project Period: 10/1/89-9/30/90
Purpose: To expand their existing home-based family therapy program to serve 20 youths and their families in Armstrong and Indiana Counties

Project Title: Compliance Monitoring Police Liaison Project
Subgrantee Name: Pennsylvania Council of Chief Juvenile Probation Officers
Award Amount: \$55,405, \$111,987, \$175,479
Project Period: 7/1/88-6/30/89, 7/1/89-9/30/90, 7/1/90-6/30/91
Purpose: To continue compliance monitoring police liaison project

Project Title: Project JOIN (Juvenile Outreach Intervention Network)
Subgrantee Name: Pennsylvania Council of Chief Juvenile Probation Officers
Award Amount: \$111,279, \$57,860
Project Period: 10/1/89-9/30/90, 10/1/90-9/30/91
Purpose: To continue Project JOIN

Project Title: Treatment Response - The Measurement of Therapeutic Response of Serious Offenders

Subgrantee Name: Pennsylvania Council of Chief Juvenile Probation Officers

Award Amount: \$57,291

Project Period: 7/1/89-6/30/90

Purpose: To continue a project designed to achieve system-wide implementation of a treatment response protocol

Project Title: Intensive Probation Program

Subgrantee Name: City of Philadelphia

Award Amount: \$240,000

Project Period: 3/3/88-3/2/89

Purpose: To continue an intensive probation program for youths who would otherwise be placed in corrections institutions

Project Title: Juvenile Habitual Offender Aftercare Program

Subgrantee Name: City of Philadelphia Family Court

Award Amount: \$181,588, \$177,884

Project Period: 7/1/89-6/30/90, 7/1/90-6/30/91

Purpose: To provide intensive aftercare supervision to adjudicated delinquents in placement

Project Title: Juvenile Justice Planner/Monitor

Subgrantee Name: City of Philadelphia

Award Amount: \$31,374, \$32,606, \$35,726

Project Period: 4/1/88-3/31/89, 4/1/89-3/30/90, 4/1/90-3/31/91

Purpose: To continue support of a juvenile justice planner/monitor position in the Juvenile Justice Council in the Youth Services Coordinating Commission

Project Title: Juvenile Processing Project

Subgrantee Name: City of Philadelphia

Award Amount: \$130,837, \$28,636

Project Period: 4/1/89-3/30-90, 9/1/90-8/31/91

Purpose: To conduct a project in the juvenile aid division of the Philadelphia Police Department designed to provide a uniform way of gathering information from all sources on juveniles in police custody in order to process juvenile jail removal reports and consequently reduce the overall time juveniles are held in police custody

Project Title: Philadelphia Family-Focused Aftercare Treatment Services

Subgrantee Name: Philadelphia Housing Authority

Award Amount: \$105,058

Project Period: 9/1/90-7/31/91

Purpose: To establish a family-focused aftercare program for three public housing developments in the North Philadelphia area

Project Title: Program for Juvenile Delinquents Who Have Been Sexually/Physically Abused

Subgrantee Name: Philadelphia Child Guidance Clinic

Award Amount: \$71,048

Project Period: 10/1/89-9/30/90

Purpose: To identify and treat juvenile delinquents who have been sexually/physically abused

Project Title: Monitoring of Detainment of Juveniles in Lock-ups and Jails
Subgrantee Name: Department of Public Welfare, Office of Children, Youth and Families
Award Amount: \$107,160
Project Period: 1/31/90-12/30/90
Purpose: To continue to assist in improving the system for monitoring the detainment of juveniles in police lock-ups and jails

Project Title: Juvenile Court Judges' Commission Jail Detention Data Collection
Subgrantee Name: Shippensburg University, Institute for Public Service
Award Amount: \$130,431, \$154,516, \$172,521
Project Period: 10/1/88-9/30/89, 10/1/89-9/30/90, 10/1/90-9/30/91
Purpose: To continue the work of its statistical unit, which includes data collection activities related to the monitoring and reporting of detention of juveniles

Project Title: Family-Focused Aftercare Program
Subgrantee Name: Some Other Place, Inc.
Award Amount: \$47,597
Project Period: 7/1/89-6/30/90
Purpose: To implement a family-focused aftercare program that will provide individual and family therapy for a six-month period following release

Project Title: Bi-Lingual Social Worker for Drug Traffic Offenders
Subgrantee Name: St. Gabriel's Hall
Award Amount: \$60,936, \$63,960
Project Period: 8/2/89-9/30/90, 10/1/90-9/30/91
Purpose: To employ bi-lingual (Spanish-speaking) and a native speaking social worker to provide aftercare services to adjudicated drug offenders/releasees and their families

Project Title: Intensive/Aftercare Project
Subgrantee Name: Susquehanna County Juvenile Department
Award Amount: \$20,000, \$12,000
Project Period: 7/1/88-6/30/89, 7/1/89-6/30/90
Purpose: To provide an intensive/aftercare probation officer

Project Title: Juveniles in Police Lock-ups: Length of Stay
Subgrantee Name: Temple University
Award Amount: \$22,308
Project Period: 7/1/89-12/31/89
Purpose: To conduct a study of those factors which contribute to the length of time that juveniles are held in Philadelphia police lock-ups

Project Title: Intensive/Aftercare Project
Subgrantee Name: Venango County Juvenile Probation Department
Award Amount: \$20,000, \$12,000
Project Period: 11/1/89-10/30/90, 2/20/91-2/19/92
Purpose: To develop a community-based program for juvenile offenders with the goal of reducing out-of-county and out-of-home placements

Project Title: Removing Status Offenders From Police Custody
Subgrantee Name: Youth Service, Inc.
Award Amount: \$130,822, \$118,137
Project Period: 3/1/90-2/28/91, 3/1/91-2/28/92
Purpose: To establish a special curfew violator program

NARCOTICS CONTROL ASSISTANCE PROGRAM/DRUG CONTROL
 AND SYSTEM IMPROVEMENT PROGRAM

Project Title: Alcohol/Drug Intervention Unit
Subgrantee Name: Allegheny County
Award Amount: \$341,252
Project Period: 7/1/90-6/30/91
Purpose: To establish an alcohol/drug intervention unit in the Adult Probation Office

Project Title: Countywide Drug Enforcement Project
Subgrantee Name: Allegheny County
Award Amount: \$165,280
Project Period: 5/1/89-4/30/90
Purpose: To continue countywide drug enforcement project

Project Title: Criminal Offenders Program
Subgrantee Name: Armstrong County
Award Amount: \$42,167
Project Period: 8/16/90-8/15/91
Purpose: To conduct assessments of drug and alcohol abusing criminal offenders and facilitate treatment when required

Project Title: Intensified Approach to Intervention and Treatment of Drug Offenders/Abusers in the Criminal Justice System
Subgrantee Name: Berks County
Award Amount: \$209,324, \$16,100 (expansion) \$192,757, \$116,680
Project Period: 1/1/89-12/31/89, 1/1/90-12/31/90, 1/1/91-12/31/91
Purpose: To continue effort to establish a comprehensive systems approach plan for addressing apprehension, prosecution, adjudication, rehabilitation and treatment of drug offenders/abusers

Project Title: Intensive Intervention and Treatment of Drug Offenders/Abusers (Phase II) and Prison Population Movement
Subgrantee Name: Berks County
Award Amount: \$161,348
Project Period: 1/1/90-2/28/91
Purpose: To implement Phase II of the above project which focuses upon intervention and treatment of drug offenders/abusers

Project Title: Prison Overcrowding/Intervention Project
Subgrantee Name: Blair County
Award Amount: \$209,061
Project Period: 10/1/90-9/30/91
Purpose: To implement prison overcrowding/intervention project

Project Title: Blair County Drug Offense Analysis Unit
Subgrantee Name: Blair County
Award Amount: \$37,500, \$26,666
Project Period: 10/1/89-9/30/90, 10/1/90-9/30/91
Purpose: To continue drug offense analysis unit

Project Title: A Comprehensive Criminal Justice Substance Abuse Response (Part I)
Subgrantee Name: Bucks County Drug and Alcohol Commission
Award Amount: \$28,307
Project Period: 3/1/90-6/30/91
Purpose: To implement a comprehensive criminal justice substance abuse response

Project Title: A Comprehensive Criminal Justice Substance Abuse Response
Subgrantee Name: Bucks County
Award Amount: \$304,883
Project Period: 7/1/90-6/30/91
Purpose: To establish an integrated service delivery system for substance abusing offenders

Project Title: Narcotics Investigations Assistance Program
Subgrantee Name: Bucks County
Award Amount: \$131,250
Project Period: 1/1/89-12/31/89
Purpose: To continue program which provides assistance to local police departments in investigating activities in their jurisdictions

Project Title: Centre County Drug Enforcement Assistance Network
Subgrantee Name: Centre County
Award Amount: \$35,000, \$27,179
Project Period: 10/1/89-9/30/90, 10/1/90-9/30/91
Purpose: To continue drug enforcement assistance network

Project Title: Intensive Drug and Alcohol Supervision Program
Subgrantee Name: Chester County
Award Amount: \$34,945
Project Period: 7/1/90-6/30/91
Purpose: To establish an intensive drug and alcohol supervision program for probation/parole clients

Project Title: Treatment Alternatives to Prison (TAP)
Subgrantee Name: Chester County
Award Amount: \$481,117
Project Period: 10/1/90-9/30/91
Purpose: To implement treatment alternatives to prison program

Project Title: Criminal Justice Intervention and Treatment Initiative
Subgrantee Name: Cumberland/Perry Drug and Alcohol Commission
Award Amount: \$71,700
Project Period: 10/1/90-9/30/91
Purpose: To increase effectiveness and coordination of drug and alcohol assessment, intervention, referral and treatment services for offenders and their families

Project Title: Pre-Release Center Program
Subgrantee Name: Dauphin County
Award Amount: \$1,091,487
Project Period: 7/1/90-6/30/91
Purpose: To implement a pre-release center program

Project Title: Substance Abuse Monitoring and Treatment Diversion Program
Subgrantee Name: Delaware County
Award Amount: \$340,468
Project Period: 5/1/90-4/30/91
Purpose: To implement a substance abuse program which provides intensive supervision to county probationers and parolees

Project Title: Delaware County Unified Drug Enforcement, Apprehension and Incarceration Program
Subgrantee Name: Delaware County
Award Amount: \$60,330, \$21,937 (expansion), \$60,339
Project Period: 2/1/89-1/31/90, 2/1/90-1/31/91
Purpose: To continue project which targets mid- and upper-level drug dealers, street-level drug dealers, and individuals transporting drugs along I-95

Project Title: Elk County Work Release/Pre-Release Facility
Subgrantee Name: Elk County
Award Amount: \$145,373
Project Period: 4/15/90-4/14/91
Purpose: To develop and implement a pre-release center program

Project Title: Drug/Alcohol Specialist Program
Subgrantee Name: Erie County
Award Amount: \$77,110
Project Period: 2/1/90-1/31/91
Purpose: To continue drug/alcohol specialist program

Project Title: Intensive Supervision Program
Subgrantee Name: Franklin County
Award Amount: \$90,043
Project Period: 1/1/90-3/31/91
Purpose: To establish an intensive supervision program in the Probation Department

Project Title: Comprehensive Drug Initiative
Subgrantee Name: Lehigh County
Award Amount: \$89,853
Project Period: 10/22/90-10/21/91
Purpose: To develop capability to provide early identification, intervention, supervision and treatment of drug abusing offenders

Project Title: Women's Community Corrections Center
Subgrantee Name: Lehigh County
Award Amount: \$86,500, \$121,796
Project Period: 1/8/90-1/1/91, 1/8/91-1/7/92
Purpose: To operate a community corrections center for women

Project Title: Court Advocate Program Enhancement
Subgrantee Name: Luzerne County (Catholic Social Services)
Award Amount: \$22,500, \$16,000
Project Period: 1/1/90-6/30/91, 7/1/91-6/30/92
Purpose: To enhance its court advocate program

Project Title: Prison Treatment Alternatives
Subgrantee Name: Lycoming County Prison
Award Amount: \$47,017
Project Period: 7/1/90-6/30/91
Purpose: To reduce crowded conditions in the county prison by improving coordination of work crews and establishing a substance abuse program

Project Title: Mercer County Minimum Security Work Release Center
Subgrantee Name: Mercer County
Award Amount: \$34,175
Project Period: 7/1/90-6/30/91
Purpose: To continue minimum security work release center

Project Title: Cooperative Investigation Team (CIT)
Subgrantee Name: Mt. Lebanon
Award Amount: \$21,830
Project Period: 7/1/89-6/30/90
Purpose: To continue the South Hills Cooperative Investigation Team

Project Title: Accelerated Bench Warrant Services on Drug Defendants
Subgrantee Name: City of Philadelphia
Award Amount: \$110,605, \$73,736
Project Period: 1/1/89-12/31/89, 1/1/90-12/31/90
Purpose: To continue project to accelerated bench warrant service on drug defendants

Project Title: Accelerated Pre-Sentence Investigation Drug Program
Subgrantee Name: City of Philadelphia
Award Amount: \$142,169, \$2,430 (expansion), \$106,008
Project Period: 1/1/89-12/31/89, 1/1/90-3/31/91
Purpose: To continue program in the Adult Probation and Parole Department's Pre-sentence Division

Project Title: Community Resource Center for Female Offenders
Subgrantee Name: City of Philadelphia
Award Amount: \$202,464
Project Period: 7/1/90-6/30/91
Purpose: To operate an alternative correctional center for women

Project Title: Criminal Justice Coordinating Commission Support
Subgrantee Name: City of Philadelphia
Award Amount: \$139,085
Project Period: 7/1/89-6/30/90
Purpose: To allow the Criminal Justice Coordinating Commission to continue existing projects during FFY-1990

Project Title: Mobile Cooperative Task Force
Subgrantee Name: Office of Attorney General
Award Amount: \$404,993, \$77,937 (expansion), \$332,156
Project Period: 1/12/89-1/11/90, 1/12/90-3/31/91
Purpose: To continue task forces which are organized on a regional basis to respond to the drug enforcement requirements of the local communities

Project Title: Statewide Financial Asset Unit
Subgrantee Name: Office of Attorney General
Award Amount: \$401,423, \$28,254 (expansion)
Project Period: 12/15/88-12/14/89, 7/1/89-3/31/90
Purpose: To continue unit which enhances the abilities of the law enforcement units to seize assets from drug dealers and to then utilize the proceeds from the sale of the property to improve drug enforcement efforts

Project Title: Technical Assistance to Local Prosecutors
Subgrantee Name: Office of Attorney General
Award Amount: \$44,774, \$32,939
Project Period: 3/1/89-5/30/90, 6/1/90-5/30/91
Purpose: To continue project which provides technical assistance to local prosecutors

Project Title: Transportation Interdiction Program
Subgrantee Name: Office of Attorney General
Award Amount: \$525,000
Project Period: 9/24/90-9/23/91
Purpose: To expand drug interdiction efforts

Project Title: County Probation/Parole Drug and Alcohol Programs Services
Subgrantee Name: Pennsylvania Board of Probation and Parole
Award Amount: \$1,357,000
Project Period: 1/1/91-12/31/91
Purpose: To support county probation/parole drug and alcohol program services

Project Title: Special Intensive Supervision Drug Project
Subgrantee Name: Pennsylvania Board of Probation and Parole
Award Amount: \$520,670, \$23,779 (expansion), \$360,613
Project Period: 1/1/89-12/31/89, 1/1/90-12/31/90
Purpose: To continue project whereby agents serving these clients have lower than usual caseloads to enable them to place more concentrated efforts on these clients

Project Title: State Parole Services
Subgrantee Name: Pennsylvania Board of Probation and Parole
Award Amount: \$248,000
Project Period: 10/1/90-9/30/91
Purpose: To continue the two intensive supervision drug units in Philadelphia

Project Title: Statewide Urinalysis Testing Program
Subgrantee Name: Pennsylvania Board of Probation and Parole
Award Amount: \$100,000, \$60,000
Project Period: 10/1/89-9/30/90, 10/1/90-9/30/91
Purpose: To continue Statewide Urinalysis Testing Program

Project Title: Deoxyribonucleic Acid (DNA) Analysis Program
Subgrantee Name: Pennsylvania State Police
Award Amount: \$180,261
Project Period: 10/1/89-6/30/91
Purpose: To provide equipment, training and certification supplies to implement a DNA analysis unit

Project Title: Drug Law Enforcement
Subgrantee Name: Pennsylvania State Police
Award Amount: \$1,441,000
Project Period: 10/1/90-9/30/91
Purpose: To enhance drug interdiction efforts

Project Title: Narcotics Detector Dog Program
Subgrantee Name: Pennsylvania State Police
Award Amount: \$23,364 (expansion), \$27,043
Project Period: 1/1/90-12/31/90
Purpose: To continue narcotics detector dog program

Project Title: Laboratory Drug Identification Service Upgrade
Subgrantee Name: Pennsylvania State Police
Award Amount: \$227,684, \$25,974 (expansion), \$185,221
Project Period: 1/1/89-3/7/90, 3/8/90-3/7/91
Purpose: To continue to update PSP laboratory drug identification services

Project Title: Criminal Justice Training Initiative
Subgrantee Name: Pennsylvania Commission on Crime and Delinquency
Award Amount: \$150,000, \$187,500
Project Period: 10/1/89-12/31/90, 3/1/90-2/28/91
Purpose: To provide training that will meet the needs identified in the statewide training plan

Project Title: PA-LEMIS
Subgrantee Name: SEARCH Group, Inc.
Award Amount: \$150,000
Project Period: 10/1/90-9/30/91
Purpose: To continue Pennsylvania Law Enforcement Management Information System (PA-LEMIS)

EXECUTIVE OFFICES

PROGRAM OBJECTIVE: To provide criminal and juvenile justice system policy analysis, coordination and planning to improve criminal justice programs.

1990-91

Program: Criminal and Juvenile Justice Planning and Coordination

The Pennsylvania Commission on Crime and Delinquency (PCCD) examines criminal justice problems and needs, researches and proposes improvement strategies, and assesses the results of these strategies on affected components of the justice system. Appointed task forces, advisory groups and planning committees, encompassing commission and noncommission members, advise the commission in addressing specific problem areas.

The commission also administers a mix of State and Federal grant programs which are designed to provide support to local elements of the criminal justice system and, through selective financing of proposals, demonstrate new solutions to Statewide problems.

PCCD serves law enforcement and citizens across the Commonwealth through a comprehensive crime prevention service development and delivery system that fosters community-based efforts to establish and maintain effective crime reduction programs at the local level. The major elements of this Statewide initiative include training for law enforcement personnel and citizens, on-site consultations to municipalities, technical assistance in developing resource and support materials for local program needs, and administration of a Statewide crime prevention review group. Annually, PCCD sponsors a Statewide program to identify and honor citizen volunteers having made a significant contribution to the success of a local community crime prevention project.

Under the guidance of its gubernatorially appointed Juvenile Advisory Committee, PCCD occupies a central role in the interaction between the Department of Public Welfare, the Juvenile Court Judges' Commission and other agencies in the development and implementation of policy and programming relative to juvenile justice. Paramount to PCCD's involvement has been the administration of the Federal Juvenile Justice and Delinquency Prevention Act formula grant program.

The Commission's Prison and Jail Overcrowding Task Force continues to oversee the adoption and implementation of initiatives to alleviate crowding, monitor and evaluate the effects of the initiatives and identify further necessary changes.

PCCD uses county-based policy boards to define local victim service

needs and develop cost-effective victim/witness service strategies. Technical and financial assistance is provided through community organizations to support comprehensive service to victims of all violent crime with particular emphasis on services to victims of sexual assault, domestic violence and child abuse. Grants are made using court imposed costs authorized by Act 96 of 1984 and the Federal Victims of Crime Act of 1984.

The Drug Control and Systems Improvement (DCSI) Grant Program combines the Justice Assistance Act Program and the Drug Law Enforcement Grant Program previously authorized under different Federal statutes. DCSI established a state grant program to assist state and local governments in carrying out programs which offer a high probability of improving the functioning of the criminal justice system with emphasis on violent crime, serious offenders and the enhancement of state and local drug control efforts. DCSI funds have been used to continue projects previously funded by PCCD in the apprehension and prosecution areas. The major focal point for new projects is the county correctional/treatment area which was established because of the significant crowding problems in county correctional facilities and the lack of adequate treatment services for substance abusing offenders.

Act 2 of 1984 established a basic and continuing training program for deputy sheriffs to be financed through a surcharge on fees levied by the sheriffs for legal services executed. The 160 hour basic training school began in 1985 and continuing education began in 1987; both continue to train deputy sheriffs at regular intervals.

The Commission fosters the development of criminal justice policy by conducting research on timely criminal justice issues, and has established a link to Pennsylvania's academic community through the formation of a research advisory committee composed of leading criminal justice researchers. Also integral to its role in criminal justice coordination and analysis of legislative issues, PCCD has formed a multi-agency correctional population projection committee which provides policymakers with accurate projections of the Commonwealth's correctional population and conducts policy impact analysis.

Program Measures:

	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95
Police officers attending crime-prevention practitioner's course and inservice instructors' development workshops . . .	200	200	200	200	200	200	200
Citizens attending community crime prevention training	200	200	200	200	200	200	200
Counties receiving technical assistance and grants for crime victims services .	67	67	67	67	67	67	67

EXECUTIVE OFFICES

Program: Criminal and Juvenile Justice Planning and Coordination (continued)

Program Recommendations:

1990-91

This budget recommends the following changes: (Dollar Amounts in Thousands)

Commission on Crime and Delinquency
\$ 73 —to maintain current program.

Eagleville Hospital
\$ -300 —nonrecurring appropriation.

Appropriations within this Program:

	(Dollar Amounts in Thousands)						
	1988-89 Actual	1989-90 Available	1990-91 Budget	1991-92 Estimated	1992-93 Estimated	1993-94 Estimated	1994-95 Estimated
GENERAL FUND:							
Commission on Crime and Delinquency . . .	\$ 2,002	\$ 2,073	\$ 2,146	\$ 2,223	\$ 2,303	\$ 2,386	\$ 2,472
Eagleville Hospital	300	300	. . . . .	. . . . .	. . . . .	. . . . .	. . . . .
TOTAL GENERAL FUND	\$ 2,302	\$ 2,373	\$ 2,146	\$ 2,223	\$ 2,303	\$ 2,386	\$ 2,472

EXECUTIVE OFFICES

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1991-92

Program: Criminal and Juvenile Justice Planning and Coordination

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The commission's Prison and Jail Overcrowding Task Force continues to oversee the adoption and implementation of initiatives to alleviate crowding, monitor and evaluate the effects of the initiatives and identify further necessary changes.

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Program Measures:

	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96
Police officers attending crime-prevention practitioner's course and inservice instructors' development workshops . .	200	200	200	200	200	200	200
Citizens attending community crime prevention training	200	200	200	200	200	200	200
Counties receiving technical assistance and grants for crime victims services .	67	67	67	67	67	67	67

EXECUTIVE OFFICES

Program: Criminal and Juvenile Justice Planning and Coordination (continued)

Program Recommendations: _____

1991-92

This budget recommends the following changes: (Dollar Amounts in Thousands)

	Commission on Crime and Delinquency		Eagleville Hospital
\$ 80	—to maintain current program.		\$ -300 —nonrecurring appropriation.
8	—25% State match for DCSI-related activities		
\$ 88	<i>Appropriation Increase</i>		

Appropriations within this Program: _____

	(Dollar Amounts in Thousands)						
	1989-90 Actual	1990-91 Available	1991-92 Budget	1992-93 Estimated	1993-94 Estimated	1994-95 Estimated	1995-96 Estimated
GENERAL FUND:							
Commission on Crime and Delinquency . . .	\$ 2,046	\$ 2,107	\$ 2,195	\$ 2,261	\$ 2,329	\$ 2,399	\$ 2,471
Eagleville Hospital	300	300	. . . . .	. . . . .	. . . . .	. . . . .	. . . . .
TOTAL GENERAL FUND	\$ 2,346	\$ 2,407	\$ 2,195	\$ 2,261	\$ 2,329	\$ 2,399	\$ 2,471

The JUSTICE ANALYST ¹⁹⁸



Pennsylvania Commission on Crime & Delinquency
Bureau of Statistics and Policy Research

Alfred Blumstein, Chairman

James Thomas, Executive Director

Vol. 3 No. 1

October 1988

THE EFFORT TO REDUCE DRUNKEN DRIVING IN PENNSYLVANIA: THE EFFECTS ON THE CRIMINAL JUSTICE SYSTEM AND HIGHWAY SAFETY

The Justice Analyst series is designed to summarize the results of policy analysis in the areas of criminal and juvenile justice for the benefit of state and local policymakers and the general public. The current issue focuses on Pennsylvania's effort to reduce drunken driving.

The report employs data available from several state agencies to develop an overview of the changes that have occurred as a result of Act 289 of 1982. The principal analyst for the study was Douglas Hoffman of our Bureau of Statistics and Policy Research. The Bureau's Director, Phillip J. Renninger assisted in the preparation of the report.

We are most interested in knowing your reactions to this report and would be pleased to answer any questions. You may write us at P.O. Box 1167 Federal Square Station, Harrisburg, PA 17108-1167.

James Thomas
Executive Director

INTRODUCTION

In December of 1982 the Pennsylvania General Assembly passed Act 289, a new law which is the principal thrust of Pennsylvania's fight against drunken driving. The stated¹ intent of Act 289 is to increase highway safety by deterring people from driving under the influence (DUI), by making it easier for police to make an arrest, and by increasing the likelihood that an offender will be punished and provided treatment once arrested.

As Table 1 indicates, DUI defendants face increased penalties and the imposition of mandatory attendance at safety school under Act 289. Offenders who are convicted or who accept ARD (Accelerated Rehabilitation Disposition) may also be required to pay court costs, restitution, and educational or treatment expenses.

¹Governor's DUI Task Force Report,

PA Department of Transportation, October 1982.

TABLE 1: CHANGES IN PENALTIES AND REQUIREMENTS FOR DUI OFFENDERS

	OLD LAW	ACT 289
CONVICTED OFFENDERS		
FINES	\$0 to \$2,500	\$300 to \$5,000
JAIL	None to 1 year	1st offense = 2 days-2years 2nd offense = 30 days-2years 3rd offense = 90 days-2years Subsequent offense = 1-2 years
LICENSE SUSPENSION	1st offense = 6 months 2nd offense = 1 year	One year
PROBATION	Permissible	Ineligible
ACCELERATED REHABILITATION DISPOSITION		
ARD	Permissible, no license suspension required	Permissible for first offenders in most cases, 1 month to 1 year license suspension required
ALL OFFENDERS		
EVALUATION/ EDUCATION	Not required	All offenders must be evaluated and attend Alcohol Highway Safety School

This report is aimed at 1) determining the criminal justice system's reaction to Act 289 and the associated workloads the Act has imposed; 2) examining changes in highway safety; and 3) providing information on DUI offenders to help understand the extent to which Act 289 has served as an effective deterrent to drunken driving.

THE CRIMINAL JUSTICE SYSTEM RESPONSE

The enactment of Act 289 was accompanied by efforts to increase education and public information on the dangers of drinking and driving. However, the major burden, from arresting to incarcerating DUI offenders, has fallen on the criminal justice system. This section examines how Act 289 induced changes in arrests, court dispositions, and sanctions imposed on DUI offenders.

ARREST TRENDS: Figure 1

Several changes made under Act 289 were intended to facilitate DUI arrests. These changes included expanding the use of chemical testing, widening police authority to stop suspected offenders, and making driving with a Blood Alcohol Content (BAC) of .10% or more a per se violation.

These actions plus heightened law enforcement awareness of the problem were expected to increase arrests. As Figure 1 shows, DUI arrests began to rise prior to the enactment of the new law, and (aside from a slight dip in 1985) have continued to grow. From 1981 to 1987, DUI arrests in Pennsylvania rose 68%.

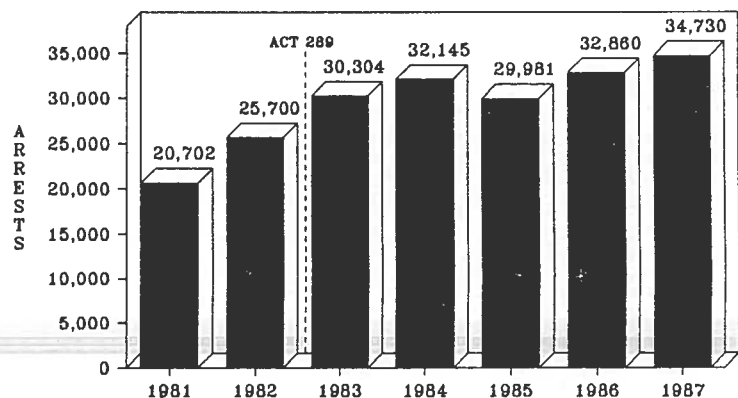
COURT CASELOADS: Figure 2

As a result of Act 289, court caseloads have also increased. As

Figure 2 shows, there was a dramatic increase in DUI case dispositions from 1982 to 1983. A slight increase followed in 1984 and dispositions decreased in 1985 and 1986. This decrease in cases disposed was probably in part due to the decrease in arrests in 1985, but there is another factor which could contribute to this decline. Act 289 upgraded the criminal classification of DUI and prohibited the modification or reduction of a DUI charge at the preliminary hearing. Because of these

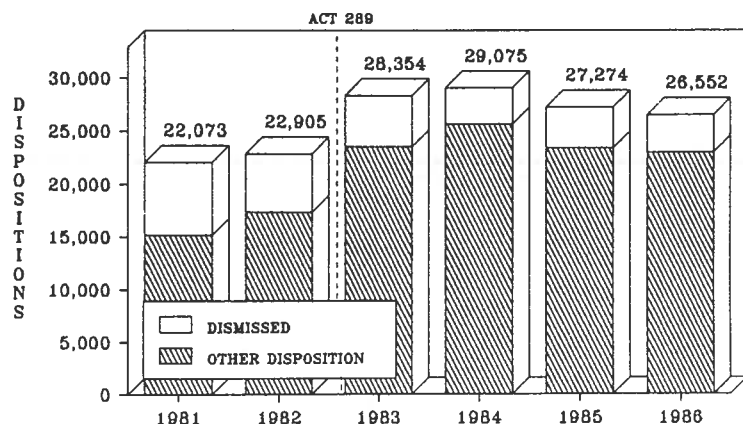
actions a District Justice can no longer dispose of a DUI charge except to dismiss it for cause. Any disposition other than a dismissal requires action by the Court of Common Pleas. The resultant increase in demand on the resources of the Court of Common Pleas could have saturated the court and caused a backlog of DUI cases. A case backlog would lengthen the time needed to dispose of a case and therefore could reduce the number of cases the court is able to dispose of during the year.

FIGURE 1: DUI ARRESTS IN PENNSYLVANIA 1981-1987



PRODUCED BY: PCCD Bureau of Statistics & Policy Research
DATA SOURCE: PA State Police

FIGURE 2: DUI COURT DISPOSITIONS (Includes ARD Cases) 1981-1986



PRODUCED BY: PCCD Bureau of Statistics & Policy Research
DATA SOURCE: Court Dockets

DUI TRIALS

The number of DUI trials increased 71% from 1981 to 1984. However, the fact that two-thirds of jury trials and three-quarters of bench trials now end in conviction appears to be causing most defendants to avoid a trial and accept ARD or enter a guilty plea. In 1986, there were 859 trials, a 31% decrease from 1984, and a net increase of only 18% from 1981. Since case dispositions increased 20% from 1981 to 1986, the percent of defendants going to trial actually decreased from 1981 to 1986.

TABLE 2: DUI TRIALS HELD FROM 1981 TO 1986

	1981	1982	1983	1984	1985	1986
TRIALS HELD	730	951	1,044	1,251	1,059	859
PERCENT CHANGE FROM 1981	--	+30%	+43%	+71%	+45%	+18%

COURT ACTIONS: Figure 3

In 1981, 66% of the people charged with DUI were found guilty or accepted ARD compared to 85% in 1986. The ARD pretrial diversion program is

available only to first-time DUI offenders who are not involved in an accident which causes serious injury or who are not charged with other serious offenses. The program is offered to eligible defendants before a plea is entered or a trial has begun. Since accepting ARD allows a defendant to avoid jail, ARD usage increased markedly following the passage of Act 289. Correspondingly, the percentage of defendants found not guilty or dismissed, and the percentage found guilty and not jailed, have decreased.

In 1981, a defendant found guilty of DUI was most likely placed on probation (59%) or assessed fines and costs (27%) and given a license suspension of at least 6 months (GLTY/NO JAIL group in Figure 3). Since the enactment of Act 289, the consequences of entering an ARD program (e.g., required safety school attendance, supervision, license suspension, and payment of costs and restitution) are in most cases, more severe than the imposition of probation or fines and costs under the old law. In 1981, only 12.5% of convicted DUI offenders, or 4.3% of all DUI defendants processed received a jail sentence. By comparison, in 1986, 97.1% of convicted DUI offenders and 26.5% of all DUI defendants processed were sentenced to jail. The new ARD requirements and mandatory sentences established by Act 289 have resulted in an increase in the number and percentage of offenders punished and the severity of that punishment.

FIGURE 3: DISPOSITION OF DUI DEFENDANTS 1981 TO 1986

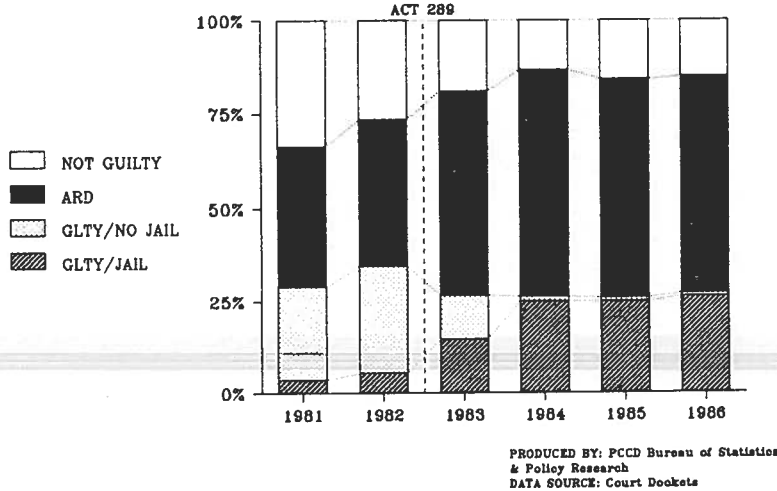
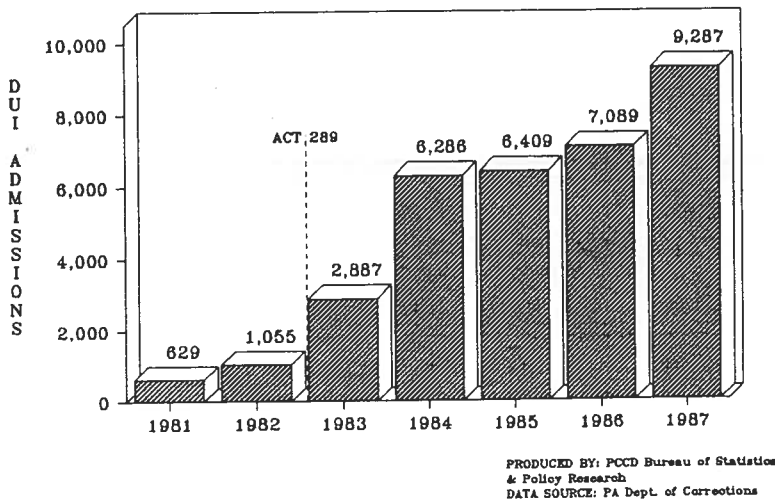


FIGURE 4: SENTENCED DUI ADMISSIONS TO COUNTY JAILS 1981-1987



JAIL ADMISSIONS: Figure 4

Increasing arrests plus the increased probability of incarceration have combined to increase DUI jail admissions over 1300% since 1981 (Figure 4). While the large increases experienced in 1983 and 1984 can be

directly attributed to the implementation of Act 289, the reason for the major increase seen in 1987 is less clear. One possible explanation is that in 1987, a higher percentage of offenders were repeat offenders and were not eligible for ARD, and instead received mandatory jail sentences. However, the distribution of sentences received by DUI offenders has remained fairly constant since 1983, indicating that first offenders are as responsible as repeat offenders for the increase in jail admissions.

DUI admissions now account for 40% of all sentenced admissions to county jails. But due to the relatively short time served, (an average of 27 days compared to 139 days for all other offenders) DUI offenders represent less of the jail Average Daily Population (ADP) than admissions. In 1987 they accounted for over 11% of sentenced jail ADP and over 5% of total jail ADP. In 1981 they represented only 3% of sentenced, and 1% of total jail ADP.

PROBATION DEPARTMENT CASELOADS: Figure 5

Figure 5 shows a sharp increase in supervision sentences for DUI offenders following the enactment of Act 289. Though the number of offenders sentenced directly to supervision declined about 15% from 1983 to 1986, the net increase from 1981 to 1986 was 73%. The decrease from 1983 to 1986 is probably due to two factors, the number of cases processed by the courts decreased and the percentage of offenders going directly to jail increased. The majority of those jailed however, are also supervised after release. As of December 1987, DUI offenders accounted for 33% of active probation department caseloads statewide.

ALCOHOL HIGHWAY SAFETY PROGRAM: Figure 6

All DUI offenders receiving ARD or found guilty are to be evaluated and must attend safety school. Many

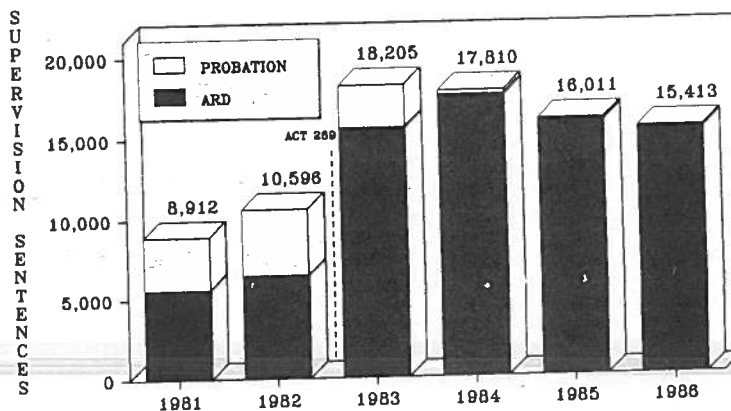
defendants eventually found not guilty are also evaluated prior to their final court disposition. The evaluation and education functions are combined in the Alcohol Highway Safety Program. As Figure 6 indicates, participation in this program has increased dramatically since 1981.

HIGHWAY SAFETY

The criminal justice system has reacted to Act 289 as anticipated

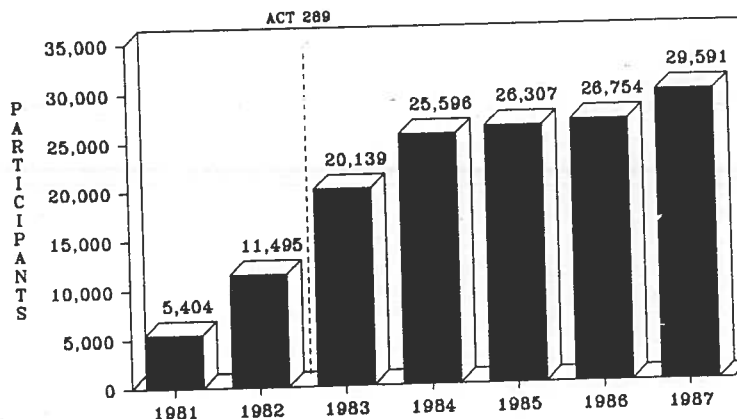
by increasing arrests, by requiring more offenders to undergo punishment and education, and by increasing the severity of that punishment. Given that the criminal justice system has met those goals which were intended to deter people from drinking and driving, we would expect an improvement in highway safety if deterrence is working. The next step is to examine the available measures of alcohol highway safety to determine what changes have occurred.

FIGURE 5: DUI OFFENDERS RECEIVING ARD OR PROBATION 1981-1986



PRODUCED BY: PCCD Bureau of Statistics & Policy Research
DATA SOURCE: Court Dockets

FIGURE 6: ALCOHOL HIGHWAY SAFETY PROGRAM PARTICIPANTS 1981 TO 1987



PRODUCED BY: PCCD Bureau of Statistics & Policy Research
DATA SOURCE: PA Dept. of Transportation

ALCOHOL-RELATED ACCIDENTS: Figure 7

From 1980 to 1987 the net increase in alcohol-related accidents was 26%, from 16,950 in 1980 to 21,406 in 1987. The exceptions to this trend were a 3.6% decrease in 1983, the year Act 289 became law, a 1.7% decrease in 1985, and a .6% decrease in 1987. Generally, total alcohol-related accidents are not considered the best indicator of

alcohol involvement in accidents. This is because they account for only about 15% of all accidents and the indication of alcohol use in minor accidents can be rather subjective. Alcohol involvement is determined by the investigating officer's observations, and the level of investigation can vary widely depending on the severity of the accident or any of several other factors. In contrast, alcohol is involved in about 40% of fatal accidents and the level of

investigation is much higher, including alcohol testing required under Act 289.

ALCOHOL-RELATED FATAL ACCIDENTS: Figure 8

As mentioned, alcohol plays a larger role in fatal accidents compared to non-fatal accidents, and therefore fatal accidents are considered a better indicator of alcohol involvement in highway safety. As Figure 8 shows, alcohol-related fatal accidents peaked in 1981 at 823 and decreased 17% in 1982, the year Act 289 was considered and passed by the Legislature. An additional 7% decrease occurred in 1983 the year Act 289 became law, and a slight (1%) decrease followed in 1984. Since 1984, alcohol-related fatal accidents have increased steadily at an average rate of 7.1% a year. During the same period (1984-1987), non-alcohol-related fatal accidents rose an average of only 2.7% a year.

FIGURE 7: AUTO ACCIDENTS REPORTED 1980-1987

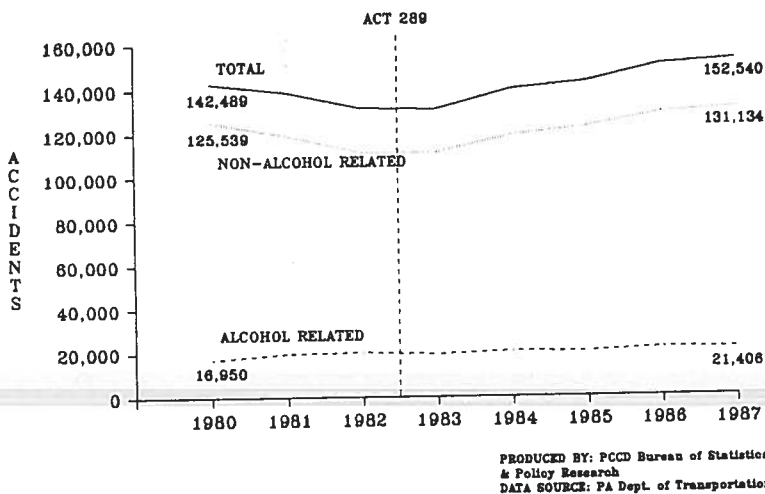
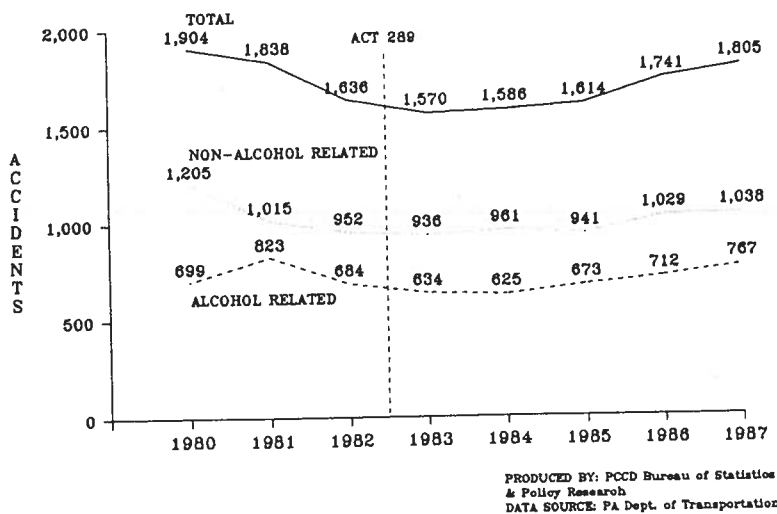


FIGURE 8: FATAL AUTO ACCIDENTS REPORTED 1980-1987



FATALLY INJURED DRIVERS

Another indicator of drinking and driving is the percent of fatally injured drivers who have a Blood Alcohol Content (BAC) of .10% or more. Though the percentage of those fatally injured and tested who are legally drunk has been somewhat lower since Act 289 was passed, the number of drunk drivers killed has remained rather constant. As Table 3 shows the number of drunk drivers killed peaked in 1987 at 409, and the fewest killed was 314 in 1984. The real difference has been the increase in testing of fatally injured drivers, up 27% from 1980 to 1987. Act 289 made this testing mandatory. Since 1982, the percentage of these drivers above the legal limit has not been consistent enough to reveal any trend or change though it has never returned to the 1981 level of 52.5%.

TABLE 3: PERCENT OF FATALLY INJURED DRIVERS WHO ARE LEGALLY DRUNK - BAC OF .10% PLUS

	1980	1981	1982	1983	1984	1985	1986	1987
# Tested	755	670	851	885	821	771	785	958
# Above .10%	360	352	360	375	314	342	360	409
% Above .10%	47.7	52.5	42.3	42.4	38.3	44.4	45.9	42.7

THE OFFENDER

While the criminal justice system response to Act 289 is rather straightforward and well documented by established record keeping systems, the changes in highway safety are less clear. Had Act 289 resulted in a dramatic and sustained decrease in alcohol-related accidents it would be easy to conclude that it did deter drunken driving. However, the strongest indicator (alcohol-related fatal accidents) of highway safety improvement shows the largest decrease in these accidents occurring prior to Act 289 becoming law and smaller decreases occurring immediately following enactment. Since that time we have witnessed a steady increase in alcohol-related fatal accidents.

Pennsylvania is not the first jurisdiction to implement a program aimed at deterring drunk drivers, nor is it the first to experience some initial improvement in highway safety only to find alcohol-related fatal accidents rising after the initial impact².

To get a better understanding of the extent of Act 289's impact on highway safety it is necessary to look closer at the offenders involved.

THE DRIVER IN ALCOHOL-RELATED FATAL ACCIDENTS

Since alcohol-related fatal accidents provide the only measure that shows a definitive change in alcohol highway safety, understanding who these offenders are, and how they compare to DUI offenders in general is necessary to understand how deterrence can or should work. The deterrent effect of the law can take two forms: 1) deterring would-be

offenders by posing the threat of jail for first-time offenders; and 2) deterring repeat offenders by posing the threat of even harsher punishment and by providing treatment or education following the first offense.

In preparation of a report³ that PCCD published in 1985, we examined the age, sex, and driving record of 664 offenders responsible for alcohol-related fatal accidents in 1983. The age and sex profile was compared to a profile of 20,151 DUI offenders evaluated under the Alcohol Highway Safety Program in 1983 and the driving records were compared to those of the 20,638 offenders convicted or given ARD for DUI in 1983. The sex distribution for both groups was almost identical, 89% male/11% female for all offenders and 88% male/12% female for fatal accident drivers. The average age for fatal accident drivers was slightly lower at 30 years versus 32 years for all offend-

alcohol-related fatal accidents are more likely to have a prior record than DUI offenders in general, still over 85% of those drivers had no prior DUI record. This means that if a policy could be devised to provide 100% deterrence for both would-be offenders and for previous offenders, the deterrence of would-be offenders would have the most impact on improving highway safety.

The decreases in alcohol-related fatal accidents that occurred from 1982 through 1984 indicate that Act 289 did provide at least an initial deterrence to drinking and driving. Because the majority of those accidents were caused by first-time offenders and the rehabilitative sanctions under Act 289 were not yet being imposed in 1982, we may logically assume that this decrease in alcohol-related fatal accidents was largely the result of the deterrence of would-be offenders.

THE REPEAT OFFENDER

Act 289 was also intended to deter prior DUI offenders from repeating the offense. Table 4 shows a follow-up study of the subsequent convictions (through 1987) for the 27,049 DUI offenders who received ARD or were convicted in 1984.

TABLE 4: SUBSEQUENT DUI CONVICTIONS OF 1984 DUI OFFENDERS

	-----1984 DISPOSITION-----				TOTAL No With one or priors more priors	
	ARD	CONVICTION				
PRIORS---->	0	0	1	2+		
SUBSEQUENT CONVICTIONS						
0	91.4%	77.8%	79.7%	73.1%	88.5%	78.0%
1	7.7%	18.6%	16.8%	20.9%	10.0%	18.2%
2+	.9%	3.6%	3.5%	6.0%	1.5%	3.8%
NUMBER	18,545	4,894	2,892	718	23,439	3,610

ers. Fatal accident drivers were more likely to have a prior DUI conviction or ARD, 14.4% compared to 10.5% of all offenders.

While drivers responsible for

²Deterring the Drinking Driver, H. Laurence Ross, 1982.

³The New Driving Under the Influence Law in Pennsylvania: First Year Observations, PCCD, July 1985.

By adding the percentage of offenders with one subsequent offense to the percentage of those with two or more subsequent offenses (Table 4), we can see that 11.5% of those offenders whose first offense occurred in 1984 had a subsequent conviction. In comparison, 20.3% of offenders with one prior DUI and 26.9% of offenders with more than one prior DUI had subsequent convictions. However, research⁴ has indicated that at best one in 200, and possibly as few as one in 2,000 drunken driving offenses result in arrest. With arrest probability so low, the aforementioned percentages may only reflect a small portion of the actual number of offenders who were not deterred from drinking and driving. The data does substantiate that offenders with prior DUI offenses are more likely to repeat the offense than those with no prior DUI offenses.

With increased enforcement, the number of people with a prior DUI offense grows each year. If these people continue to drink and drive and are arrested, the percentage of offenders with a prior offense will increase. In fact as Table 5 shows, the percentage of offenders with a prior record has more than doubled since 1980.

The number of repeat DUI offenders is small but they now account for nearly 20% of the offenders given ARD or convicted, compared to just over 10% four or

five years ago. And though these offenders are responsible for a small portion of alcohol-related accidents, their number is growing and therefore they represent a growing threat to highway safety.

One of the reasons for that growth may be the nature of drinking drivers' alcohol use. Of the 29,646 offenders evaluated through the Alcohol Highway Safety Program in 1987, 53.4% or 15,840 were rated as severe problem drinkers and 29.6% were considered moderate problem drinkers. We do not know what level or type of treatment those offenders received or if it was successful, but it seems clear their drinking problems extend beyond the highway.

CONCLUSIONS

Since 1981, the criminal justice system has contributed to Pennsylvania's fight against drunk driving by making 68% more DUI arrests, by cutting the number of DUI court cases dismissed in half, and by putting over 13 times as many DUI offenders in jail. This effort resulted in decreases in alcohol-related accidents in 1982 through 1984 that seem to indicate that at least some people were initially deterred or sufficiently motivated to change their attitudes and habits regarding drinking and driving. However, the steady increases in alcohol-related fatal accidents since 1984 and the increasing number of offenders with prior records

strongly suggest that the present law is not achieving its intended goal of deterring drunken driving.

While the penalties and treatment established by Act 289 may be appropriate as punishment, they do not seem to be providing the level of deterrence hoped for, specifically for repeat offenders. In 1987, over 50% of offenders evaluated through the Alcohol Highway Safety Program were considered severe problem drinkers and another 30% were considered moderate problem drinkers. These individuals may not respond to even severe deterrence threats. Therefore, better methods of incapacitation or more effective rehabilitation must be sought. By increasing arrests, Act 289 has allowed us to identify more DUI offenders than ever before. The task now is to determine how to either solve the offender's drinking problem or keep him from drinking and driving. It would seem appropriate to consider such measures as installing electronic devices on an offender's vehicle to prevent him from driving drunk or using the time he spends serving mandatory sentences to aggressively treat his alcohol problem.

Whatever approach is considered, sufficient funding will be necessary to ensure its proper implementation. Many of the costs associated with the present strategy against drunk driving have been the responsibility of the municipal and county governments charged with arresting, treating, and incarcerating DUI offenders. In 1987 alone, the cost just to incarcerate drunk drivers statewide was over \$10 million. Legislation (H.B.1012) has been introduced, but not enacted, that could help ease the burden on local governments by providing some reimbursement for the costs incurred in jailing DUI offenders.

TABLE 5: PERCENT OF DUI OFFENDERS CONVICTED OR GIVEN ARD WITH A PRIOR OFFENSE

PRIORS-->	0	1	2	3+	Total w/priors
1980	91.5	7.4	.9	.2	8.5
1981	90.7	7.9	1.2	.2	9.3
1982	88.9	9.3	1.4	.4	11.1
1983	89.5	8.7	1.4	.3	10.5
1984	85.8	11.5	2.1	.6	14.2
1985	84.3	12.7	2.4	.6	15.7
1986	83.0	13.5	2.7	.8	17.0
1987	81.8	14.4	3.0	.8	18.2

⁴National Highway Safety Administration Technical Report 803-714, Jones and Joscelyn, 1978.

The JUSTICE ANALYST



Pennsylvania Commission on Crime & Delinquency
Bureau of Statistics and Policy Research

Alfred Blumstein, Chairman

James Thomas, Executive Director

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CAREER PATTERNS OF JUVENILE CRIME: A STUDY OF PHILADELPHIA OFFENDERS

The Justice Analyst series is designed to summarize the results of policy analysis in the areas of criminal and juvenile justice for the benefit of state and local policymakers and the general public. The current issue focuses on career patterns of juvenile crime and was supported by a grant from the Bureau of Justice Statistics, U.S. Department of Justice (Grant No. 87-BJ-CX-K044).

The report analyzes juvenile and adult crime patterns of 592 juveniles arrested in Philadelphia in 1975, and examines Pennsylvania's "Dangerous Juvenile Offender Act" (Act 165 of 1986). The principal analyst for the study was Craig Edelman of our Bureau of Statistics and Policy Research. The Bureau Director, Phillip J. Renninger, assisted in the preparation of the report.

We are most interested in knowing your reactions to this report and would be pleased to answer any questions. You may write to us at P.O. Box 1167, Federal Square Station, Harrisburg PA 17108-1167.

James Thomas
Executive Director

Introduction

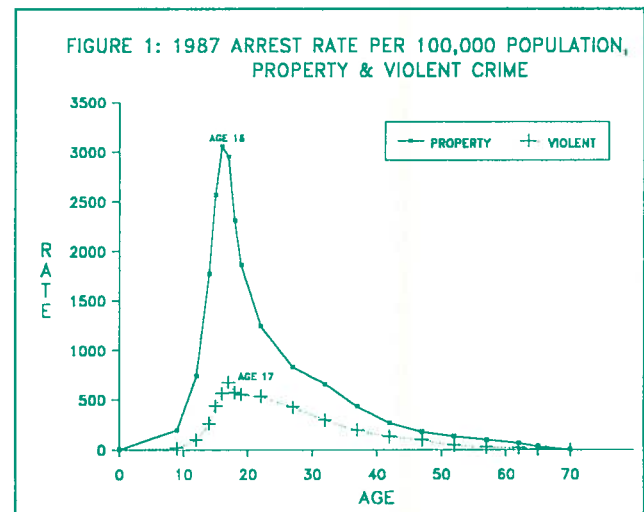
Over the past several years, legislators and criminal justice practitioners have directed their attention to the serious and violent juvenile offender. As a result, this particular group of juveniles became the target of relatively recent legislation, known as the "Dangerous Juvenile Offender Act."

Because of the increasing focus on juvenile crime, the PCCD conducted this study which examines the criminal activity of selected groups of Philadelphia juveniles arrested in 1975. The analysis of the study population includes the time period from their first recorded juvenile arrest through their last known adult arrest.

Pennsylvania Juvenile Crime Trends

From 1980 to 1987, the number of juveniles age 13 to 17 arrested for index crime offenses (murder, non-negligent manslaughter, rape, robbery, aggravated assault, burglary, motor vehicle theft, larceny and arson) in Pennsylvania declined 25.8%. The volume of juvenile arrests for violent (murder, non-negligent manslaughter, rape, robbery and aggravated assault) and property crime (burglary, motor vehicle theft, larceny and arson) decreased by 25.7% and 25.9% respectively. Much of this trend is attributable to a 16% decline in Pennsylvania's 13 to 17-year old population during the same time period. The juvenile index crime arrest rate per 100,000 13 to 17-year old population declined by 12%.

Although the data show that the volume of juvenile crime is declining, Pennsylvania arrest figures for 1987 indicate that juveniles, representing only 11% of the statewide civilian population, still comprise over one-third (N=24,229) of all property crime arrests and nearly 20% (N=4,201) of all arrests for violent crimes. Juveniles represent over one-fourth (N=1,977) of all robbery arrests and 37% (N=5,629) of all burglary arrests. The following graph depicting arrest rates by age shows the peak age for all property crime arrests is 16 and the peak age for all violent crime is 17.



Background: Act 1986-165

In December of 1986, Act 165, ("Dangerous Juvenile Offender Act") was signed into law in Pennsylvania. The legislation was formulated, in part, out of concern for the core group of repeat juvenile offenders thought to be responsible for a high percentage of violent crime, particularly in Philadelphia.

The act classifies a dangerous juvenile offender (DJO) as a youth who is (1) 15 years of age or older; (2) has been adjudicated delinquent for one or more of the offenses of attempted murder, voluntary manslaughter, rape, involuntary deviate sexual intercourse, kidnapping, first or second degree felony robbery, felonious aggravated assault, aggravated assault with a deadly weapon and first degree felony arson; and (3) has previously been adjudicated delinquent subsequent to the juvenile's 12th birthday, for one or more of the mentioned offenses.

The legislation further specifies that law enforcement officers shall take fingerprints and photographs of DJOs. It also authorizes the Pennsylvania State Police to establish a central repository of fingerprints, photographs and juvenile history (offense and disposition) information of DJOs, which can be combined with any subsequent adult criminal histories.

Research Issues and Methodology

Philadelphia has only 13% of the state's juvenile population aged 13 to 17, but accounts for nearly 25% of statewide juvenile index crime arrests and 53% of statewide juvenile arrests for violent crime. This study examines the nature and extent of the juvenile criminal careers of a sample of Philadelphia juvenile offenders. The sample was followed into adulthood with an analysis of the nature and extent of their adult criminal careers.

Philadelphia was selected as the study site for several reasons. Prior to the passage of Act 165, it was expected that the bulk of DJO classifications would originate from Philadelphia. Pennsylvania's largest county accounts for nearly 50% of statewide juvenile arrests for Act 165 target offenses, including 69% of all statewide juvenile robbery arrests, 43% of all juvenile rape and 35% of all juvenile aggravated assault arrests. In addition, the impetus for Act 165 came largely from Philadelphia officials.

The study population was selected from a computerized random listing of approximately 2000 juveniles who were arrested for an Act 165 offense in Philadelphia during 1975, and an additional 1400 juveniles who were arrested for burglary during the same year. Although

Act 165 offenses are crimes of violence, burglary was chosen for comparison because it is one of the more frequent crimes committed by juveniles. These juvenile property offenders, who are not targeted under the Act, provide a basis for comparing their juvenile criminal careers with the careers of their more violent counterparts.

The computerized listing of 3400 arrestees (some of whom were arrested more than once during the year) provided a population of juveniles divided into three distinct groups based on the following pre-selected criteria:

(A) juveniles with at least two delinquency adjudications for an Act 165 offense (during the course of their entire juvenile career); or

(B) juveniles with only one adjudication for an Act 165 offense; or

(C) juveniles with at least one adjudication for the offense of burglary, with no history of arrest as a juvenile for any of the Act 165 target offenses.

The listing was combed for juveniles who fit the above criteria. Arrestees were eliminated if: (1) the juvenile did not meet the selection criteria, (2) it was found that the file had been destroyed, or (3) due to multiple arrests in 1975 the individual had already been considered for the sample. After exhausting the list, 592 juveniles met the study criteria. A description of the three distinct and mutually exclusive groups follows:

<u>Group</u>	<u>Description</u>	<u>Number of Juveniles</u>	<u>Percent of Study Pop.</u>
A	Those adjudicated delinquent <u>at least twice</u> for any DJO target offense. This group represents juveniles who could have been classified as a DJO had the Act existed in 1975.	198	33.4%
B	Those adjudicated delinquent <u>only once</u> for a DJO target offense.	198	33.4%
C	Those adjudicated delinquent for the offense of burglary, with <u>no</u> juvenile arrest or adjudication for any of the DJO target offenses.	196	33.2%
Total Cases		592	100%

Adult criminal histories were acquired from both the Pennsylvania State Police and the Philadelphia Police Department, providing a complete profile of the juvenile and adult criminal careers of the study population. Criminal histories from the Philadelphia Police Department greatly enhanced adult disposition information, and indicated that approximately 30-40% of adult dispositions available in Philadelphia records were missing from State Police criminal history records.

The observation period of juvenile criminal activity was measured from the date of the first recorded juvenile arrest to the date of the last recorded juvenile arrest (prior to age 18). Over 17% of the study population were first arrested at the age of 10 or under and 4% were first arrested at age 17. The juvenile observation period ranged from one to eight years, and the mean age at first juvenile arrest was 13.3 years.

Adult criminal activity was measured from the date of the first recorded adult arrest (age 18 or older) to the last recorded adult arrest as of the end of the study observation period in April 1988. Since the mean age of the study population in 1975 was 15.3 years, the majority of the study population was tracked into their late 20's.

General Overview

The study population was arrested over 6200 times during the course of the juvenile and adult observation

period. Juveniles who engaged in both juvenile and adult crime (N=495 or 84%) averaged more than six juvenile and five adult arrests, while juveniles who did not commit adult crime (N=97 or 16%) averaged over four juvenile arrests.

The 198 juveniles in the study population who could have been classified as DJOs under Act 165 (Group A) accounted for 43% of all juvenile and adult arrests. With respect to violent crime, they accounted for 68% of all juvenile and 48% of all adult arrests. Juveniles in Group A who engaged in both juvenile and adult crime (N=178 or 90% of the members of Group A) were criminally active for an average of 12 years (from first juvenile to last adult arrest during the study observation period). It should be noted that because of the study selection process, Group A juveniles generally exhibit more juvenile arrests than juveniles in Groups B or C.

Group B accounted for 26% of juvenile and adult arrests, and 32% of all juvenile and 32% of all adult arrests for crimes of violence. Group C accounted for 31% of all juvenile and adult arrests. Although Group C consisted of non-violent juveniles, they did account for 20% of all adult arrests for violent crime in the study population. Juveniles in Group B (N=155) and Group C (N=162) who had both juvenile and adult arrests were criminally active for an average of 11 years during the study observation period.

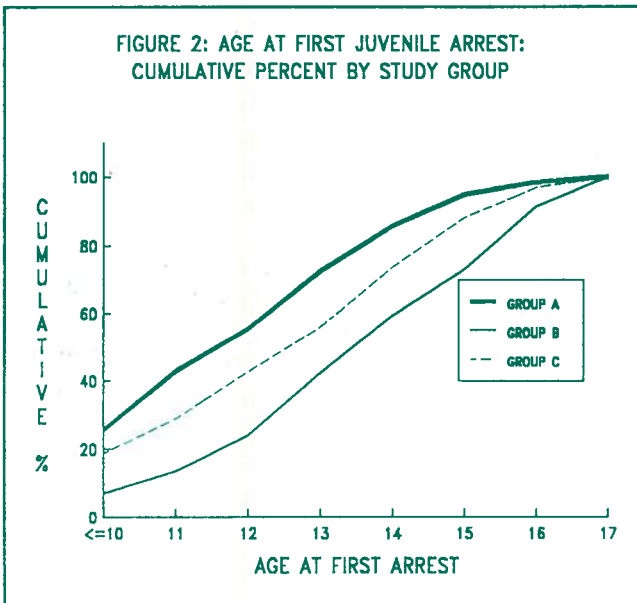
TABLE A: Profile of Juvenile and Adult Criminal Activity by Study Group

Study Group	Juvenile Offenders Only			Juvenile & Adult Offenders			
	<u>N</u>	<u>% of Group Pop.</u>	<u>Avg. Juv. Arrests per Juvenile</u>	<u>N</u>	<u>% of Group Pop.</u>	<u>Avg. Juv. Arrests per Juvenile</u>	<u>Avg. Adult Arrests per Arrested Adult</u>
A(N=198)	20	10.1%	7.4	178	89.9%	8.5	5.7
B(N=198)	43	21.7%	2.9	155	78.3%	4.6	5.2
C(N=196)	34	17.3%	4.7	162	82.7%	5.8	5.1
TOTAL (N=592)	97	16.4%	4.5	495	83.6%	6.4	5.3

Dimensions of the Juvenile Career

When It Starts

Over 17% of the study population sustained their first arrest at the age of 10 or under and 41% were arrested by the age of 12. Over one-fourth of the Group A juveniles were initially arrested at the age of 10 or under, and over 55% were arrested by the age of 12.



Volume and Seriousness

The 592 juveniles were responsible for 3,604 juvenile arrests, an average of 6.1 per juvenile (Table B). The distribution of arrests differed considerably across the groups.

TABLE B: Juvenile Arrest Profile

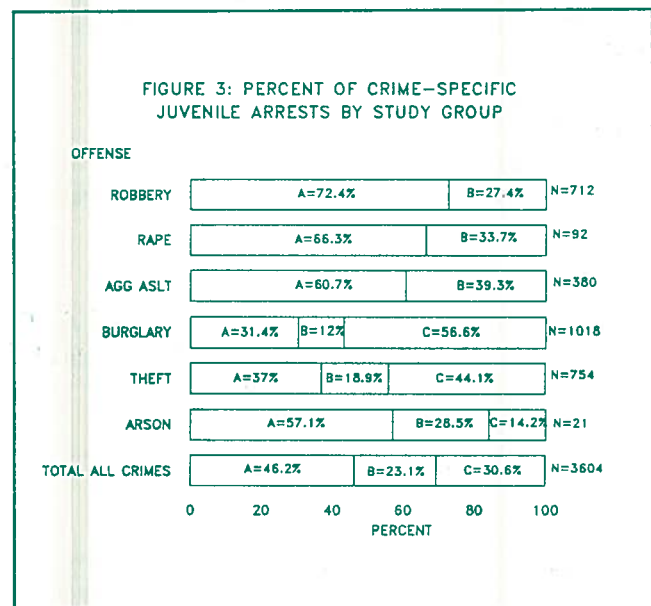
Study Group	# of Juveniles	% of All Juv. Arrests	Avg. Juv. Arrests per Juvenile
A	198	46%	8.4
B	198	23%	4.2
C	196	31%	5.6
Total	592	100%	6.1

As one might expect, the earlier the age at first juvenile arrest, the larger the number of juvenile arrests. For example, those initially arrested at the age of ten or under averaged over eight arrests per juvenile, while those first arrested at age 17 averaged over two arrests per juvenile (Table C).

TABLE C: Average Number of Juvenile Arrests by Age at First Arrest

Study Group	Age at First Juvenile Arrest							
	< 10	11	12	13	14	15	16	17
A	10.3	8.6	8.8	8.9	6.3	6.0	5.2	3.0
B	7.2	6.6	6.0	5.3	3.8	3.0	2.6	1.6
C	7.0	6.9	6.3	6.2	4.8	4.2	4.0	3.7
Total	8.7	7.7	7.1	6.8	4.8	4.3	3.3	2.6

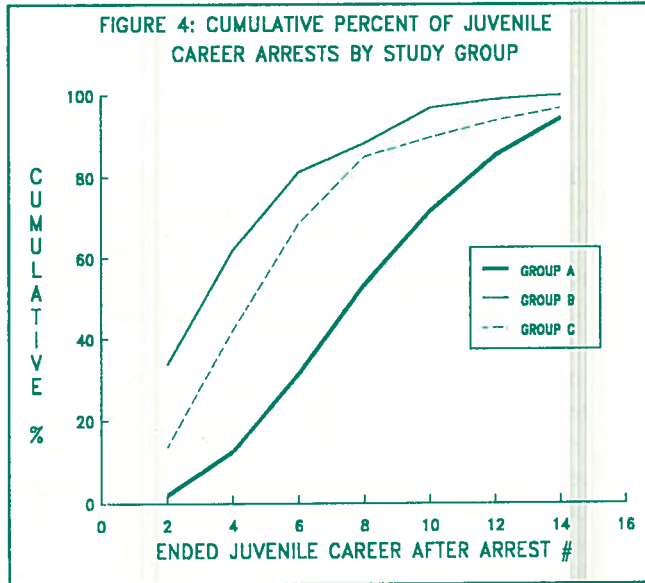
Throughout the juvenile observation period, juveniles in Group A accounted for 72% of all robbery arrests, 66% of all rape arrests and 60% of all arrests for aggravated assault. Figure 3 shows the percentage of crime-specific arrests accounted for by each study group.



An analysis of the total juvenile crime of the study population indicates (with the exception of the non-violent juveniles in Group C) a large degree of mixing of violent and non-violent offenses. Only 5% (N=10) of the Group A juveniles were arrested for only violent offenses. These juveniles averaged 3.2 juvenile arrests. Nearly 20% (N=38) of Group B juveniles committed only violent crimes and averaged 1.4 juvenile arrests, but twenty-eight of these juveniles were arrested only once (and necessarily for a violent crime by the selection criteria) during their juvenile years.

Extent of Juvenile Criminal Activity

The proportion of juveniles who ended their juvenile criminal activity after a specific number of juvenile arrests was quite different within each of the three groups. As Figure 4 indicates, only 31% of Group A juveniles ended their juvenile crime patterns after a sixth arrest, compared to 69% of Group B and 81% of Group C juveniles.



Research conducted by Blumstein¹ et al. indicates that recidivism probabilities at each contact point reflect the changing composition of offenders, with desisters (those with relatively low recidivism probabilities) stopping their juvenile crime patterns relatively early, leaving a residue composed increasingly of persisters (those with high recidivism probabilities). It would appear that Group A comprised a larger proportion of persisters. However, an important factor in this analysis is age.

Of the juveniles in the study population who were age 13 or younger at initial juvenile arrest, 94% went on to incur at least three juvenile arrests and 68% incurred at least six juvenile arrests. These percentages were appreciably lower for juveniles who were age 14 or over at their first juvenile arrest. Sixty-nine percent went on to incur at least three juvenile arrests while 22% had at least six juvenile arrests. Table D shows this comparison by study group and indicates that, when separating for age at first juvenile arrest, Group A juveniles consistently incurred more arrests.

We also examined other age separations for Table D and found somewhat similar percentages. An analysis of juveniles age 10 or 11 at first juvenile arrest, for example, showed similar proportions (to those age 13 and under) having a third and sixth arrest. Juveniles age 16 or 17 at initial arrest showed similar proportions (to those age 14 or older) having a third arrest, but lower proportions incurring a sixth arrest. This trend was found among the three study groups.

Although primarily focusing on juvenile arrests, we also looked at the relationship of age at first juvenile arrest to future adult crime, with no significant difference found. Eighty-five percent of juveniles age 13 or younger at initial juvenile arrest were subsequently arrested as adults. Of those age 14 or older at first juvenile arrest, a similarly high proportion (81%) engaged in adult crime.

Juvenile Sanctions

The juvenile court has a number of intervention strategies at its disposal, depending upon the disposition of the case. Adjustments and dismissals result in no sanctions, while consent decrees (similar to Accelerated Rehabilitative Disposition for adults) provide for a probationary period. Delinquency adjudications (the most serious disposition) can result in probation or

Table D: Juvenile Arrest Activity by Age at First Arrest

Study Group	# Age <13 At 1st Arr.	% Having At Least		# Age ≥14 At 1st Arr.	% Having At Least	
		3 Arr.	6 Arr.		3 Arr.	6 Arr.
A	144	100%	88.1%	54	92.5%	50%
B	84	85.7%	53.5%	114	51.7%	8.7%
C	110	92.7%	53.6%	86	77.9%	23.2%
Total	338	94%	68.3%	254	69.2%	22.4%

¹Blumstein, A., Farrington, D., and Moitra, S., *Delinquent Careers: Innocents, Desisters and Persisters*; *Crime and Justice* (Volume 6), Chicago: University of Chicago Press, 1985.

commitment to a public or private juvenile facility. Under certain circumstances, the juvenile can be waived to adult court.

The likelihood of delinquency dispositions and the severity of sanctions increase over the course of the juvenile career. Twenty-three percent (N=134) of the total study population were adjudicated delinquent after their first arrest. The fraction adjudicated delinquent increases with subsequent arrests, reaching 52% (N=151) for those experiencing a sixth arrest (N=289).

Ten percent (N=13) of the adjudicated juveniles were incarcerated after their first arrest. Similarly, the fraction incarcerated increases with subsequent arrests, and 50% (N=75) of those who were adjudicated delinquent after having a sixth arrest were then incarcerated.

The average age at a first delinquency adjudication (for any offense) was 14 years in Group A, 15.7 years in Group B and 15.3 years in Group C. The average age at a first juvenile incarceration was 14.9 years for Group A, 15.9 years for Group B and 15.4 years for Group C. Table E shows the average number of arrests prior to a first adjudication and a first incarceration.

TABLE E: Average Number of Arrests Prior to First Adjudication and First Juvenile Incarceration

Study Group	Avg.Juv. Arrests Prior to First Adjudication	Avg.Juv. Arrests Prior to First Incarceration
A	2.7	5.5
B	2.5	4.1
C	3.0	4.9

The majority of the Group A juveniles (57%) did not meet the DJO criteria until the age of 16 or 17, when they received their second Act 165 adjudication. These juveniles averaged about six arrests prior to adjudication of the second Act 165 offense.

On the average, Group A juveniles were arrested over five times before their first juvenile incarceration. This is perhaps indicative of both the Juvenile Court's judicial restraint regarding incarceration of the younger juvenile and the very early age at which Group A juveniles began their juvenile criminal activity. The average age of a first juvenile arrest within Group A was 12.4 years, and 43% (N=85) were initially arrested before age 12.

Adult Crime

Transition to Adult Crime

Of the study population of 592 juveniles, 83.6% (N=495) went on to be arrested at least once as an adult.

As Table F shows, the percentage of juveniles engaging in adult crime was high among all three juvenile groups.

TABLE F: Adult Arrests by Study Group

Study Group	# of Juveniles	# Having an Adult Arrest	% Having an Adult Arrest	Avg. Adult Arrests
A	198	178	89.9%	5.7
B	198	155	78.3%	5.2
C	196	162	82.7%	5.1
Total	592	495	83.6%	5.3

The 495 juveniles who went on to adult careers accounted for 2,639 adult arrests, an average of 5.3 per offending adult during the study observation period for adults, which was approximately nine years (from the date of the first adult arrest to the observation cutoff point of April 1, 1988).

Seventy-five percent (N=373) of the 495 who were arrested as adults had their first adult arrest at the age of 18 or 19 (55% at the age of 18). This group of young adult arrestees (the 75%) accounted for 85% of all adult arrests and 83% of all arrests for violent crime committed by the 495 arrestees over the adult observation period.

Eighty-two percent of Group A adults were first arrested at the age of 18 or 19, and accounted for 87% of all Group A arrests and 85% of all Group A arrests for both violent and property crime. Although the percentage of adults first arrested at age 18 or 19 in Group B (70%) and Group C (72%) was comparatively lower than Group A, these adults accounted for similarly high proportions of each group's violent and property crime arrests during the observation period.

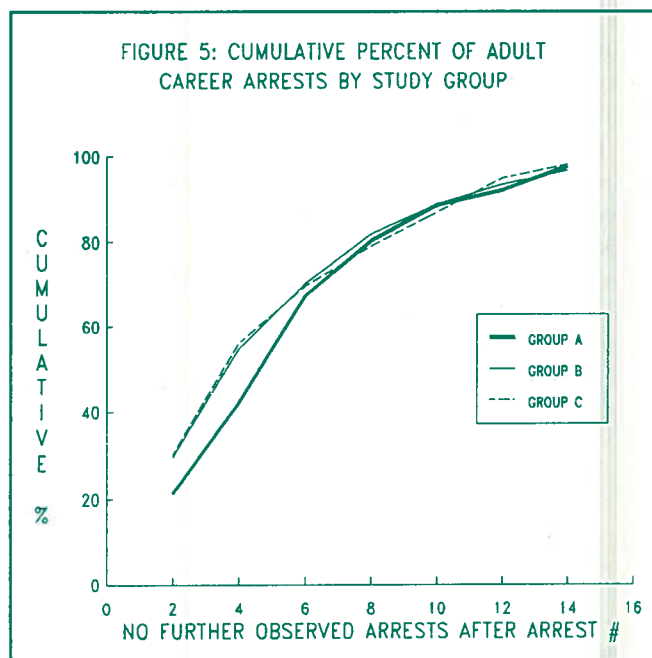
Group A continued to comprise the majority (48%) of the study population's adult arrests for crimes of violence. Group B experienced 32% of such arrests and Group C, which had no juvenile arrests for violence, accounted for the remaining 20%.

Burglary (19%), theft (19%) and robbery (18%) were the most prevalent crimes committed by the adult study population. Group A (50%) and Group B (34%) accounted for 84% of all robberies. Group A (31%) and Group C (45%) accounted for 76% of all burglaries.

Extent of Adult Criminal Activity

In the aggregate, 27% (N=133) of the 495 adult arrestees had only one or two arrests, and 51% (N=251) had four or fewer arrests within the confines of the observation period. The patterns for Groups B and C were very

similar, while in Group A (the DJOs), fewer stopped with less than six adult arrests. For example, after the fourth arrest, 75 (42%) of Group A individuals had no further observed arrests, compared to 85 (55%) in Group B and 91 (56%) in Group C. Figure 5 shows the cumulative proportion of total recorded adult arrests experienced by each of the groups prior to the end of the observation period.



An examination of age at the end of the observation period (April 1, 1988) indicates a median of 28 years for Groups A and B, and a median of 27 years for Group C. The age range in all groups was between 21 and 32. Thus, a substantial percentage of the study population had the capacity (from an age perspective) to continue their crime patterns after the observed cutoff point.

Adult Sanctions

Adult criminal sanctions are typically viewed as being more severe than those sanctions imposed on juvenile offenders. However, the incarceration rates for adults convicted after their first adult arrest and juveniles adjudicated delinquent after their last juvenile arrest were both 40%.

The total recorded arrest history of the adult study population indicates an overall conviction rate of 43.4% following an arrest and an incarceration rate, following conviction, of 54.8%. Conviction and incarceration rates for violent crime were 52.7% and 71% respectively.

About 70% (N = 124) of Group A adults were incarcerated at least once during the adult observation period, and averaged 2.8 arrests prior to a first incarceration. A large percentage (64.6%) received their first adult incarceration prior to the age of 20. Table G reflects these data by study group.

TABLE G: First Adult Incarcerations

Study Group	#With an Adult Incarceration	% of Those Incarcerated Whose First Adult Incarceration Occurred Prior to Age 20	Avg. Adult Arrests Prior to a First Adult Incarceration
A	124	64.6%	2.8
B	91	36.2%	3.7
C	82	51.2%	3.6

Summary of Findings

This research examined the juvenile and adult criminal careers of 592 juveniles arrested in Philadelphia in 1975. The following points address the major findings of this study.

- The average age at the onset of juvenile criminal activity was approximately 13. Forty-one percent of the study population were initially arrested by the age of 12, and averaged eight juvenile arrests. Over one-half (55%) of Group A juveniles (those who would have been classified as DJOs) were arrested by the age of 12.
- The study population accounted for over 3600 juvenile arrests and over 2600 adult arrests during the study observation period.
- Of the juveniles who met Act 165 criteria (Group A) and were first arrested by age 13, 88% had at least six juvenile arrests. Fifty-three percent of the Group B and Group C juveniles first arrested at age 13 had at least six juvenile arrests.
- A small percentage of juveniles committed only violent crimes. Five percent (N = 10) of the juveniles who met Act 165 criteria (Group A) were arrested for only violent offenses.
- Juveniles in Group A averaged 2.7 arrests prior to a first delinquency adjudication and 5.5 arrests prior to a first incarceration.

- The majority (57%) of Group A juveniles did not meet Act 165 criteria until the age of 16 or 17, when they received their second Act 165 adjudication. These juveniles averaged six arrests before meeting the criteria.
- Eighty-four percent (N = 495) of the 592 juveniles in the study population went on to commit adult crime, averaging 5.3 adult arrests during the observation period.
- Seventy-five percent (N=373) of the adult arrestee population were first arrested at the age of 18 or 19. This group accounted for 85% of all adult arrests and 83% of all adult arrests for violent crime in the study population.

Future Issues

Although the findings of this study are based on Philadelphia data and may not be representative of the statewide juvenile offender population, the research has identified some issues, particularly related to the processing of Act 165 cases, that apply more broadly.

At the present time, there are serious deficiencies relative to the processing and reporting of DJOs, as required by Act 165. Since the law was enacted in December of 1986, the Pennsylvania State Police has received only 17 fingerprint cards for inclusion in the central DJO repository created by law. No fingerprint cards have been received from either Philadelphia or Allegheny counties.

Because of DJO reporting deficiencies, the impact of Act 165 remains largely unknown. The basic question of how many DJOs have been identified remains unanswered, and the impact of Act 165 on the juvenile courts, probation and secure detention facilities is difficult to address at this point in time.

Finally, this research targeted juveniles who were processed in 1975. It would be of important concern if more contemporary juvenile offenders are involved earlier in the system, commit more serious offenses or are classified as DJOs at an earlier age. (Professors Lynne Goodstein of the Pennsylvania State University and Henry Sontheimer of Shippensburg University are currently conducting research on juveniles processed in 1984, which may help address these concerns).

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James Thomas, Executive Director

VOL 5 NO. 1

FEBRUARY, 1990

POLICE COMPUTERIZATION SURVEY

PCCD DEVELOPING A PUBLIC DOMAIN POLICE INFORMATION SYSTEM

Many of Pennsylvania's small- and medium-sized police departments are entering the early stages of automating their information systems. However, many lack experience in determining their needs, assessing the adequacy of the software and hardware that is available, and selecting systems which will effectively address their multi-faceted responsibilities. Without some assistance in these areas, departments may acquire systems that are unresponsive to their needs, or even obsolete by the time of installation.

In order to provide assistance to departments seeking to automate their records, the Pennsylvania Commission on Crime and Delinquency (PCCD) set aside federal Justice Assistance Act funds in a priority program to develop a public domain police information system. The Pennsylvania Law Enforcement Management Information System (PA-LEMIS), currently in the developmental process, will automate the basic management and administrative functions of small- and medium-sized departments. The system will run on various micro-computers and is being developed under the dBASE IV database management system. The system is tailored to the specific needs of Pennsylvania departments and will include incident reporting, name and vehicle searches, wants/warrants, traffic citations, accident, Uniform Crime Reporting and personnel functions.

The Justice Analyst series is designed to summarize the results of policy analysis in the areas of criminal and juvenile justice for the benefit of state and local policymakers and the general public. For the current issue we focus on the use of computers in Pennsylvania police departments.

We are most interested in knowing your reactions to this report and would be pleased to answer any questions. Also, any suggestions of topics for future Justice Analyst issues are welcomed. Please write to us at P. O. Box 1167, Federal Square Station, Harrisburg, Pennsylvania 17108-1167.

James Thomas
Executive Director

The system is being designed by Search Group, Inc., under the direction of PCCD and a PCCD-appointed project advisory board of law enforcement experts. Five departments are serving as beta test sites for the system. When testing is completed in several months, the system will be made available for distribution statewide as a public domain software product.

As we approach the end of the developmental process, one question which arises is how many departments in the Commonwealth are already automated but could benefit from a change in information processing, or how many departments are not automated but are interested in some

level of automation. Since this information was not available from any source in the state, PCCD developed a brief questionnaire to collect some of this information. The following information was drawn from this survey and was helpful in finalizing the software package.

PCCD CONDUCTS A COMPUTER SURVEY OF PA. POLICE DEPARTMENTS

The Police Computerization Survey Justice Analyst is intended as a resource for law enforcement professionals interested in the development of computer systems and computer applications in Pennsylvania police departments. This report summarizes information about computer hardware and software currently being used by departments throughout the state, as well as information about computer needs in local law enforcement.

The data presented in this report was gathered through a survey of all police departments in the Commonwealth. In August of 1989, a brief six-item questionnaire was sent to all departments. Table 1 summarizes the distribution of, and the response to, the questionnaire.

A total of 762 departments responded to the computer survey. The lowest response rates were from the smaller departments; 74% of the departments with no full-time officers and 36% of those with 1 to 5 full-

time officers did not respond. However, based on the responses that were received from departments of this size, it can be concluded with confidence that there is little automation in the smallest departments.

The response of our larger departments was excellent. Of the 519 questionnaires sent to departments with 6 or more full-time officers, 426 or 82% responded.

SURVEY FINDS LESS THAN 200 DEPARTMENTS AUTOMATED

As shown in Figure 1, of the 762 departments responding to the survey, 52% indicated they did not have a computer and did not have access to computer services elsewhere, 25% indicated they have access to a computer in their department, and 23% indicated they relied on (or shared with) another agency for computer services.

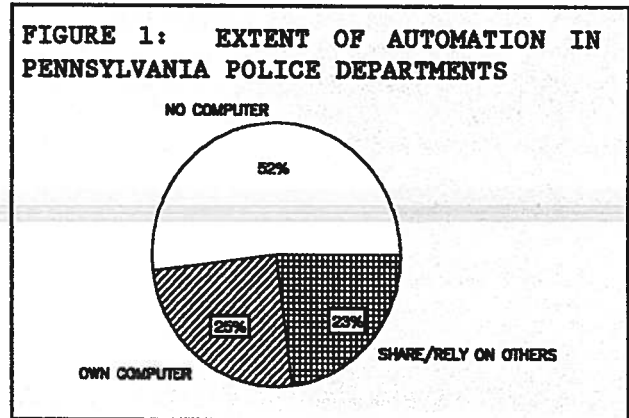


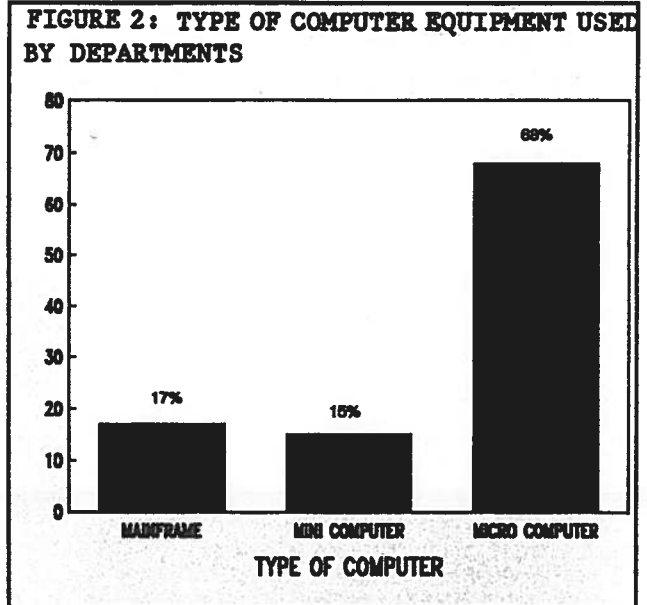
TABLE 1: RESPONSE TO THE POLICE COMPUTERIZATION SURVEY

<u>SIZE OF DEPT.</u>	<u>NUMBER SENT QUESTIONNAIRE</u>	<u>NUMBER NOT RESPONDING</u>	<u>NUMBER RESPONDING</u>
No Full-Time Officers	258	192 (74%)	66 (26%)
1-5 Officers	419	150 (36%)	270 (64%)
6-10 Officers	256	48 (19%)	209 (81%)
11-25 Officers	196	33 (17%)	163 (83%)
26-50 Officers	44	7 (16%)	37 (84%)
<u>50+ Full-Time Officers</u>	<u>23</u>	<u>6 (26%)</u>	<u>17 (74%)</u>
TOTALS:	1196	436 (36%)	762 (64%)

Table 2 presents the findings in Figure 1 by size of department. As one might assume, few part-time departments have access to computers. Also, many of our smaller, full-time departments do not currently have access. Of the 642 departments with complements of 1 to 25 full-time officers, 52% indicated they do not have access to computers. Most of the departments in this size range that do have access to automation rely on another agency for these services. Only 151 or 24% of the departments have their own computer. Our larger departments seem to be in good shape as only four (or 7%) of the 54 large departments responding indicated that they do not have access to computer services.

MICRO-COMPUTERS ARE THE EQUIPMENT OF CHOICE IN DEPARTMENTS

Of the 193 departments reporting access to their own computer, 132 (or 68%) indicated their equipment is a micro-computer, 28 (or 15%) indicated a mini-computer, and 33 (or 17%) indicated a mainframe computer. The micro-computers are rather evenly distributed throughout departments ranging in size from one to fifty officers. Although it might be expected that the larger computers are found in only the largest of the departments, about 50% of the mini-computers and mainframe computers are located in departments in the 11-25 officer size range.



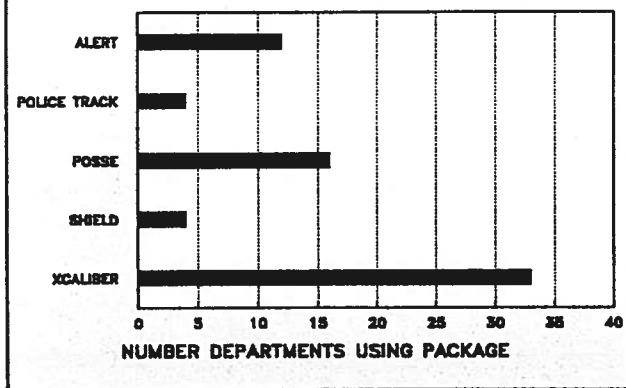
FEW DATABASE MANAGEMENT SOFTWARE PACKAGES ARE CURRENTLY USED

As part of our effort to determine the need for a public domain police information system, we asked the survey respondents, which indicated they are automated, to identify proprietary software packages they use to produce their information. Of the 181 respondents indicating they are using proprietary software packages, 42% (76 departments) indicated they are currently using a proprietary police records management system. The Excaliber System was the most popular package (33 departments).

TABLE 2: AVAILABILITY OF COMPUTERS TO DEPARTMENTS

<u>SIZE OF DEPT.</u>	<u>NUMBER RESPONDING</u>	<u>TYPE OF COMPUTER ACCESS</u>		
		<u>HAVE OWN</u>	<u>SHARE</u>	<u>NONE</u>
No. Full-Time Officers	66	1 (2%)	12 (18%)	53 (80%)
1-5 Officers	270	26 (10%)	89 (33%)	155 (57%)
6-10 Officers	209	49 (24%)	39 (19%)	121 (57%)
11-25 Officers	163	76 (47%)	28 (17%)	59 (36%)
26-50 Officers	37	28 (76%)	5 (14%)	4 (10%)
<u>50+ Full-Time Officers</u>	<u>17</u>	<u>13 (76%)</u>	<u>4 (24%)</u>	<u>0 (0%)</u>
TOTALS:	762	193 (25%)	177 (23%)	392 (52%)

FIGURE 3: PROPRIETARY POLICE INFORMATION SYSTEMS CURRENTLY USED BY PENNSYLVANIA DEPARTMENTS



MOST AUTOMATION IS IN SOUTHEASTERN PENNSYLVANIA

Of the 193 departments reporting some level of automation, 34% (or 66 departments) are located in southeastern Pennsylvania. The central and northwestern sections of the Commonwealth report the lowest levels of automation.

DEPARTMENTS IDENTIFY AUTOMATION-RELATED PROBLEMS

A number of respondents took advantage of the opportunity offered in the survey to provide comments regarding automation. The comments offered most frequently included:

- (1) Many departments operate on very limited budgets and report they cannot purchase their own computer system.
- (2) There is a conviction among respondents that any computer system will require modification before it is operational and meets the specific needs of a particular department.

- (3) There is an expectation that the department itself will not have the expertise to develop, maintain, and modify a system as needs may arise.
- (4) Smaller departments indicate that they need to be able to share and exchange information with other agencies.

It seems that several of these issues may be addressed at the state level. State assistance could be provided to local departments in the following areas: (1) assisting departments in the use of the existing state computer purchase contracts and possibly making multiple purchases at a reduced cost; (2) providing "turnkey" systems; and (3) developing system support services at a reasonable cost. PCCD will be taking these points into consideration as we finalize the PA-LEMIS.

FUTURE OF AUTOMATION IN LAW ENFORCEMENT

A good information system, one that provides accurate and pertinent information to those who need it when they need it, is critical to the operation of any police department. Pennsylvania law enforcement administrators are increasingly realizing that their information systems need to be automated. Although our survey found that less than 200 of our departments are currently automated, we also found widespread agreement among the respondents that their information systems need to be automated. Virtually all the responding departments want to automate, are already automated to some extent, or have made plans to do so. Most of the systems in use, or planned, are micro-computer based systems. These survey findings indicate that PA-LEMIS should be right on target when it becomes available for distribution.



PCCD QUARTERLY

VOL. 5, NO. 1

COMMONWEALTH OF PENNSYLVANIA

SPRING 1990

STATE AGENCIES CREATE COMPUTER NETWORK

A network of criminal justice agency computers at the state level is rapidly approaching reality--and soon will be replacing much of the slow, expensive paperwork now required to exchange information and keep the system operating. As shown in the accompanying diagram, the computers will be linked through the Pennsylvania State Police (PSP) computer center. The Justice Assistance Network (JANET) will be a timely and accurate vehicle for sharing offender data among criminal justice agencies and will

not be a replacement for existing agency automation.

BENEFITS

The current paper-intensive system involves considerable duplication of effort. For example, criminal justice agencies deal with many of the same defendants as they pass through the system; and numerous items of information (e.g., name, date of birth, sex, race, charges, major dates, sentences) are repeatedly entered manually into different computer

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JANET'S IMPACT

By Lieutenant Governor Mark S. Singel

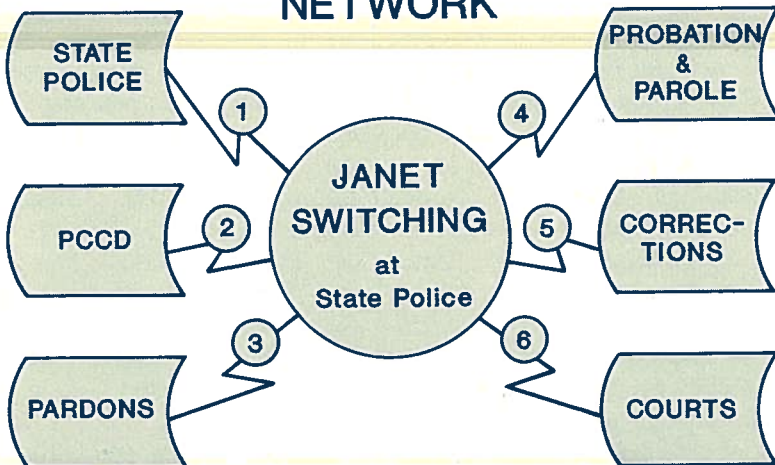
Today the United States imprisons a higher percentage of its people than any other nation in the world except the Soviet Union. A recent study indicates that one of 55 Americans is now touched by some correctional service. Pennsylvania's incarcerated state prison population is predicted to reach more than 26,000 inmates by 1993. A 1988 Justice Department study found that 99% of Americans will be victims of theft at least once in their lives. Eighty-seven percent (87%) will have property stolen three or more times. Eighty-three percent (83%) will be victims of crime at least once. Four in ten will be injured in a robbery or assault.

To protect the public safety of the citizens of Pennsylvania, chief executives must have accurate criminal justice information quickly. The computer data bases in the criminal justice community (local and state) must be compatible by design and must be able to communicate with each other. Then strategies and solutions may be formulated based on accurate, timely information.

When Pennsylvania criminal justice agencies first began to use computers, each agency designed its own intra-agency computer architecture with no attention to the possible need in the future to share

(continued on page 2)

JUSTICE ASSISTANCE NETWORK



1. State Police provide criminal histories and obtain corrections status, probation and parole status, and court dispositions.
2. PCCD monitors system activity, receives history data for policy research.
3. Pardon Board receives criminal histories.
4. Board of Probation & Parole provides status information to PSP, parole ID

- number and violator information to Corrections. Receives inmate data from Corrections, histories from PSP, and new probation sentences from Courts.
5. Dept. of Corrections provides inmate information to Parole Board. Receives parole ID numbers, probation & parole violator data, sentence information from Courts.
6. Courts provide sentence information. Receive criminal histories.

Pennsylvania Commission on Crime & Delinquency

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PCCD

COMPUTER NETWORK

(continued from page 1)

systems. JANET will permit records to be transferred electronically; and when errors are detected, corrections can be made more quickly and thoroughly than is possible with information flow via paper. Another benefit is that agencies now using the Commonwealth Law Enforcement Assistance Network (CLEAN) terminals tied directly to the State Police will be able to access the same information through their own computer terminals, eliminating the need for the separate PSP terminals.

In addition to cost-saving improvements, JANET will also provide more timely information on probation or parole status to those officials responsible for setting and reviewing appropriate bail amounts. This will be particularly beneficial in dealing with repeat offenders. At the present time, the lack of timely and complete information exchanges among state and local agencies enables offenders to move freely between jurisdictions, committing multiple offenses while avoiding arrest and detention by the State Police, local police and district justices. Vital facts pertinent to apprehension, detention and bail-setting activities are either not readily available or are incomplete.

IMPLEMENTATION

Participating agencies in JANET include the Board of Probation and Parole, the Department of Corrections, the Administrative Office of Pennsylvania Courts, the Board of Pardons, the State Police, and the Pennsylvania Commission on Crime and Delinquency. Eventually, it is expected that JANET will incorporate many or all local agencies as well. Planning and implementation of JANET is under the general guidance of a "working group" consisting of staff representatives of the participating agencies. The group

was created in 1986 under the auspices of the PCCD and is chaired by a representative of the PCCD staff.

On May 8, 1989, the Pennsylvania State Police successfully implemented a new message switch system for its own police network, CLEAN. This software package is called the Law Enforcement Message Switch (LEMS) and allows the CLEAN networks and software to reside on one mainframe. With this capability, the State Police is now able to move forward on computer interfaces and the implementation of JANET. In November 1989, a computer interface was established with the Office of Attorney General (OAG) through the CLEAN system, and currently 17 OAG terminals are accessing criminal history information. CLEAN terminals will later have access to JANET.

During the months of December and January, JANET circuits were installed in the Board of Pardons, PCCD and the Board of Probation and Parole. Formal interface specifications were finalized with the hardware engineers (UNISYS) in December of 1989, with formal interface programming scheduled to begin in January of 1990. Upon the completion of the interface in Probation and Parole, the Department of Corrections will be added to JANET as a full participant. A high priority is to establish the ability of selected terminals on each agency's computer to access CLEAN.

The next phase of the JANET project will require all participating agencies to define the exact information and data files that will be shared with other agencies participating in the network.

It is projected that much progress will be made in making JANET a

reality in 1990. In a few years, when the Administrative Office of Pennsylvania Courts has implemented its statewide automation project, disposition and sentence data will be fed directly and rapidly to criminal history records and to state and county agencies that will be receiving custody upon conviction.

The preceding article was prepared by PCCD and Rodney L. Ditzler, Director of the PSP Information Systems Division.

JANET'S IMPACT

(continued from page 1)

information interagency (via computers). "Networking" technology did not exist. Consequently, each agency now has its own computer hardware, ranging from personal computers to mainframes, running a variety of software.

No interagency coordination took place until 1986 when the PCCD led the planning effort to network our criminal justice agency computers by bringing together representatives from all of the appropriate agencies. These working sessions led to the formation of "JANET" -- the Justice Assistance Network. As evidence that Pennsylvania is catching up, PCCD, the Board of Probation and Parole and the Board of Pardons recently connected to JANET via the switching equipment at State Police Headquarters.

I applaud PCCD for initiating the JANET concept and for leading the way over the past four years. Pennsylvania's criminal justice community is making significant progress in data processing as the 1990s begin. It is solutions like the Justice Assistance Network that should give the citizens of the Commonwealth the assurance that we are continuing to improve our ability to hold the line on crime.

CORRECTIONS OVERCROWDING REPORT PUBLISHED

In response to requests from Governor Robert Casey and Representatives Thomas Caltagirone and Lois Hagarty, PCCD established the Corrections Overcrowding Committee to examine the causes of prison and jail overcrowding and to make recommendations to alleviate the problem. The Committee released its finding on March 13, 1990. PCCD Chairman, Dr. Alfred Blumstein, chaired the Committee. Other members of the Committee are: Fred W. Jacobs, Chairman of the Pennsylvania Board of Probation and Parole; Dr. John H. Kramer, Executive Director of the Pennsylvania Commission on Sentencing; Arthur M. Wallenstein, Warden of the Bucks County Department of Corrections; James MacElree, Chester County District Attorney and President of the Pennsylvania District Attorneys Association; Charlotte Arnold, Executive Director of THE PROGRAM for Female Offenders; and Allen M. Hornblum, a member of the Board of Trustees of the Philadelphia Prisons.

The Committee endorsed Governor Casey's construction program that would expand the state prison system from 13,384 to 20,449 cells by 1993, but noted that if other initiatives are not undertaken, when all authorized expansion is completed, the prisons will not be significantly less overcrowded in 1993 than they are in 1989. The report notes that the problem of correctional overcrowding in Pennsylvania at the state and county levels has not occurred overnight, but rather began a decade ago. It points out that the overcrowding has been compounded by several factors, including the jailing of more drug offenders and drunk drivers and the imposition

of longer sentences for various crimes. The Committee concluded that it is too expensive for the state to build enough prisons to properly house prisoners under the present sentencing system. However, the report supports and calls for some new construction, but, more importantly, calls for a re-examination and restructuring of the use of the limited prison and jail space.

The report noted that 90% of all offenders eventually are released from prison. Therefore, it advocates the development of a range of options for the court and corrections officials to employ so that offenders can be closely monitored and moved along a continuum extending from maximum security in a state prison at one end to community service and monetary fines at the other. In between are options such as medium and minimum fenced prisons, halfway "in" and "out" residential facilities, intensive and regular probation and parole supervision, and work release. Also, drug treatment and meaningful work and self-help programs need to be developed and integrated throughout this continuum.

The Committee found that prison and jail overcrowding at the state and county levels were related problems and advised that any comprehensive plan to relieve the situation must address both state and county facilities.

The Committee estimated that its 11-point plan would cost \$373 million to implement, but warned that failure to take action could cost taxpayers approximately \$1.4 billion to house the growing number of inmates in the requisite cell space.

The Committee recommended:

- 1) New prison construction at the state level to confine violent high-risk offenders.
- 2) Expanded and accelerated efforts to review inmates eligible for parole after they have served their minimum sentences.
- 3) An expansion of the Board of Probation and Parole's special intensive program for technical parole violators who are not returned to prison.
- 4) Adoption of an "earned time" incentive that would enable inmates to obtain earlier release and allow parolees to gain earlier discharge from supervision if they exhibit good behavior and participate in educational, treatment or vocational programs.
- 5) Establishment of new minimum security facilities within the state correctional system to house and provide rehabilitative programs for low-risk inmates.
- 6) Establishment of "boot camps" for selected low-risk offenders. "Boot camp" programs, which have been tried in other states, use military type discipline and physical activity as a means of rehabilitating young offenders.
- 7) Incarceration and treatment of convicted drunk drivers in less secure facilities at less cost rather than in traditional jails.
- 8) Addition of a requirement that any proposed change in state law or guidelines affecting sentencing or parole must be accompanied by an analysis of the impact on the correctional population.

(continued on page 7)

JUDICIARY'S STATEWIDE AUTOMATION PROJECT

By Tom Darr, Director of Legislative Affairs and Communications, Administrative Office of Pennsylvania Courts

A crucial test of the first phase of the Pennsylvania Supreme Court's statewide automation project begins in July 1990 when system installation on a pilot basis gets underway in three district justice offices. If all goes as expected, the pilot testing will lead to installation of computers and overall implementation of the system at a rate of six district justice offices per week through mid-1992.

BACKGROUND

Indicative of the considerable progress achieved in a relatively short span of time, the fast-approaching installation milestones serve as a reminder that developing a coordinated plan to automate Pennsylvania's courts has long been a goal not just of the Supreme Court, but also of Common Pleas Court Judges, District Justices, District and Special Court (District Justice) Administrators, and the Pennsylvania Bar Association.

In fact, with the Bar Association's support, the Court's recognition of the need for an examination of the current state of automation within the judicial system resulted from a stark realization that case management in many judicial districts is often performed by antiquated methods. Only a few counties had varying levels of computerization; some courts were maintaining current files in cardboard boxes. None was electronically linked so that management and statistical analysis could be performed on a statewide basis.

Creation of a thoughtful, coordinated automation plan evolved from the work of a blue-ribbon advisory committee appointed by Chief Justice Robert N. C. Nix, Jr. to what is known now as the Statewide Steering Committee on

Court Automation. Chaired by Justice Stephen A. Zappala, the Steering Committee is a representative mix of judicial, legislative and executive branch officials and private sector computer experts.

NEEDS AND PRIORITIES

After its creation, the Steering Committee moved quickly, with the help of a competitively-selected consultant, to develop an automation master plan. Five key needs were considered:

- facilitating fiscal management and budgetary control;
- expediting criminal and civil case-tracking at all judicial levels;
- supporting office automation to enhance the productivity of all judicial personnel;
- permitting remote access to computerized public records, while protecting the integrity of the stored information; and
- connecting all of the judiciary via an integrated statewide communications network which has the ability to interface with other agencies of the justice system at state and federal levels.

Establishing the priorities for an integrated system was key to development of the master plan. In establishing priorities, the Steering Committee determined that district justices and the Administrative Office of Pennsylvania Courts (AOPC) would be the first divisions to be automated. The logic of this implementation plan was three-fold.

First, the mechanism enacted by the General Assembly (Act 644-1987) to fund the project requires increases in revenue by more

efficient collection of delinquent fees, fines and costs, the greater amounts of which are collected in the district justice system as compared to other judicial components.

Second, the project had to be proven to work at the grassroots level, where it was perceived that potential system users would be the most reluctant.

Third, by implementing the district justice phase and the AOPC portion simultaneously, a central data base could be established which would enable the AOPC to collect and analyze data to enhance judicial management, thereby quickly and accurately highlighting areas of the system that warrant reform or monitoring. Then, following district justice and AOPC implementation, the plan envisions implementation of a Common Pleas Court System.

THE DISTRICT JUSTICE PHASE

Presently, the focus of the overall project is implementation of the \$24.5 million district justice phase. The plan includes a "distributed architecture" which will link each district justice office to one of 31 unmanned "computer concentration" sites. Each site houses a refrigerator-size computer which will process the work of district justice offices in a given region, with care taken to insure that the workload is balanced among the sites. In turn, the computer concentration sites will be linked to the AOPC's central site in Mechanicsburg (near Harrisburg), from which backup functions will be performed, system performance monitored and a 24-hour help-desk staffed.

A major consideration has been to insure that the system will be one
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JUDICIARY'S PROJECT

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which users (primarily district justices and their staffs) can and will use. Consequently, district justices have been active project planning participants since the project's inception. Further, extensive training of district justices and staff members is included as part of the IBM contracts. Primary training will take place in each district justice office, with facilities also available in Mechanicsburg to provide remedial training and refresher courses.

LINK TO OTHERS

While improvement of the judicial system is the project's first concern, it also is intended to provide assistance to other state government agencies by:

- eliminating data entry and edit tasks;
- improving accuracy and data transmission speed; and
- enhancing current administrative functions, such as audits, statistical analyses and report generation.

To those ends, AOPC automation staff have begun on-going dialogues with representatives of the Departments of Revenue and Transportation, the Pennsylvania State Police and the Pennsylvania Commission on Crime and Delinquency to insure that appropriate, efficient electronic communications are established. In the future, similar discussions are anticipated with representatives of the Office of the Auditor General.

As for the automation project's first phase, the "future" for district justices and those who relate to district justices' work is fast becoming a reality.

FINGERPRINT TECHNOLOGY

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EVALUATION

During the one-year pilot project, a PSP evaluation committee will be monitoring and evaluating the EFS fingerprints versus inked fingerprints. It is also interesting to note that the FBI has initiated an evaluation program for fingerprint cards produced by an EFS to determine if they meet the standards of the FBI.

As indicated in the first section of this article, the PSP anticipates that an Automated Fingerprint Identification System (AFIS) will be operational during 1990. The EFS-produced fingerprint cards will be evaluated with the AFIS, and at the conclusion of the EFS project a decision will be made whether to continue in the direction of using the new inkless computerized fingerprints as opposed to inked fingerprints. It is hoped that the combination of AFIS and EFS will provide total state-of-the-art fingerprint technology to the criminal justice community, to include the eventual replacement of the inked fingerprint cards.

CORRECTIONS REPORT

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9) An adjustment in sentencing guidelines to reallocate offenders within the correctional system to better utilize limited capacity. The report also advocated that prison and jail population levels be considered when making future guideline revisions.

10) An amendment to the Parole Act that would reduce the time served by parole violators returned to prison for misdemeanor offenses. Only those offenders who committed felonies would automatically lose credit for time served on parole.

11) State assistance to enable counties to utilize alternatives to jail, including house arrest, electronic monitoring and drug and alcohol treatment; state reimbursement to counties for housing prisoners; and state funding for construction of some additional county jail space.

Copies of this report, entitled, "Containing Pennsylvania Offenders," may be obtained by contacting PCCD's Bureau of Statistics and Policy Research at (717) 787-5152.

DRUG PROGRAM EVALUATIONS

The National Institute of Justice (NIJ) recently announced the availability of funds under its Special Initiative on Drug Program Evaluations. This announcement requests proposals to evaluate state and local anti-drug abuse programs funded under the federal Drug Control and Systems Improvement Program. Eligible applicants include: universities; agencies involved in

the criminal justice process; non-profit research organizations; and profit-making organizations that are willing to waive their fee or profit. Deadline for receipt of proposals is June 6, 1990. Those interested in obtaining copies of the guidelines may contact James Strader, PCCD's Drug Control and Systems Improvement Program Manager, at (717) 787-2040.

VICTIM SERVICES STANDARDS PROJECT

The PCCD has initiated a task force project to revise and expand program standards and related procedures. Currently, 56 out of 67 counties receive state-funded grant monies through Act 96-1984. This money is primarily used to fund a victim/witness coordinator position in the county's district attorney's office. Since the inception of the PCCD Victim Services Program, significant progress has been made in providing improved criminal justice-related services to victims. These results can be attributed in large part to the direct service efforts of these coordinators. Now, in order to further improve the program, the task force will review, revise and expand upon the current standards which are contained in the PCCD document titled, Fair Treatment For Victims and Witnesses of Crime: An Action Strategy for Pennsylvania. In addition, model procedures will be developed for the purpose of enhancing local programs. Both the standards and procedures will then serve as a valuable training tool for new coordinators and will provide an excellent resource for current staff. The task force is comprised of local service providers and PCCD staff members. For further information on the standards project or the Victim Services Program, call John Kunkle, Victim Services Program Manager, at (717) 787-8559.

PCCD AND POLICE TEST INFORMATION SYSTEM

By Chief Howard E. Dougherty, Lemoyne Borough

A police department is only as good as its reporting system and, more importantly, how efficient that system is. Over the past several years, law enforcement has become more complex and administrative requirements have increased. It is imperative that police officers complete required reports accurately and that the reports then be maintained in an accessible fashion.

The Pennsylvania Commission on Crime and Delinquency, in an attempt to increase the efficiency and effectiveness of the manual reporting system, is in the process of developing a system that will provide small and medium-sized departments an opportunity of converting their manual systems into automated information systems. SEARCH Group, Inc. of Sacramento, California was selected to develop the software, and the following police departments were selected as test sites: Beaver Borough, Bellevue Borough, Highspire Borough, Lemoyne Borough and Lower Allen Township. These test sites were then given the opportunity to interact directly with SEARCH regarding software development.

FUNCTIONS

The software has been named the Pennsylvania Law Enforcement Management Information System

(PALEMIS) and will include an automated master name index; an incident module that will capture all traffic-related data; a citation module that will track all traffic and non-traffic citations; a ticket module that will track all parking and meter tickets; a personnel module that automates employee records and tracks officer caseload; a warrant module for all outstanding criminal and traffic warrants; a uniform crime reporting module for crime statistics; and a utility module for maintenance of the system by the administrator.

PROGRESS

The project was to be completed in December 1989; however, the participating test sites have been very active in the project and have requested several changes in the initial software prototypes. This has delayed the completion of the project by approximately six months.

With over 80% of the 1,155 police departments in Pennsylvania having fewer than ten full-time officers, the police chief often finds that personnel and resources are scarce. This project will give those small and medium-sized police departments the opportunity to implement an effective police records management system.



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BLAIR COUNTY DRUG OFFENSE ANALYSIS UNIT

By Darlee E. Sill, Blair County First Assistant District Attorney

The careers of repeat drug offenders do not respect local police department boundaries. Officials in Blair County have long recognized that when a drug offender was apprehended by one police department in the county there was no mechanism in existence to tie that offender to other drug offenses that he/she may have committed in other parts of the county.

Therefore, in 1987, the Blair County District Attorney's Office submitted a request to PCCD for federal funding under the provisions of the former Narcotics Control Assistance Program to support the establishment of a Drug Offense Analysis Unit.

The grant application was approved by the Commission in June 1988 and led to the formation of a central clearinghouse of drug offender information in Blair County that directly supports local police departments.

PERSONNEL AND EQUIPMENT

The Drug Offense Analysis Unit consists of a Unit Analyst, Data Entry Clerk and County Detective.

* The Unit Analyst is responsible for compiling statistics and/or reports from the information that is submitted to the District Attorney's Office on a Standardized Reporting Form by the county's law enforcement agencies.

* The Data Entry Clerk performs the initial review of the information submitted on the Standardized Reporting Form and then files or updates incident information. Prior to active participation by county law enforcement agencies, drug offense information dating back to November 14, 1978 was collected from the files in the District Attorney's Office. The current files contain information on approximately 650 drug offenders as a result of this six-month effort.

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STATE POLICE PLAN DNA UNIT

By Christine S. Tomsey, Forensic Scientist, Greensburg Regional Lab

Forensic laboratories continuously search for new technology to help individualize evidence linking victim to perpetrator. Since the advent of fingerprinting, none of the currently used scientific techniques has made a greater impact on supplying this direct link than DNA. What is this powerful tool that one cannot see with the naked eye? Quite simply, DNA (deoxyribonucleic acid) is a molecule that carries with it a "blueprint" of our bodies. It is the genetically controlling material found in the chromosomes of each of our nucleated cells that makes us separate and distinct.

Under a microscope, DNA appears as a tangled mass of string. Distinct areas of that string govern such factors as hair color, eye color, disease factors or some genetic characteristic. There are also areas of this "thread-like mass" that show marked variations from individual to individual that do not code for a particular function. Research has revealed that the likelihood of any two individuals, except identical twins, having exactly the same variations is extremely remote. Consequently, a technique was developed to identify these

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Executive Director

BLAIR COUNTY UNIT

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* The County Detective visited five surrounding counties during his first six weeks in the position in order to develop a tracking system and operational procedures. He visited all 17 police departments in the Blair County area, introducing the Drug Unit and its functions. He described how each department would benefit from the Unit's operation and invited a representative from each department to come and see how it actually functioned. The County Detective also developed procedures for the coordination of multi-jurisdictional drug investigations, addressing such sensitive issues as notification, manpower and surveillance equipment.

CRIMINAL HISTORY REPORT MANUAL

A non-automated Criminal History Report Manual was then developed by the Drug Analysis Unit. The Manual contains names, locations of incidents and in-depth case information for those cases dating back to November 1978. It is provided to all law enforcement agencies in Blair County and encourages coordination in the conduct of drug investigations.

The Manual contains six different sections:

* **Section One** provides the names, dates of birth, ages, sex and the operator license numbers of persons who have been arrested and convicted of drug law violations.

* **Section Two** depicts the total number of drug cases in the past 11 years, along with the police departments, incident numbers, police department identification numbers and landmarks and/or addresses where the drug raids occurred.

* **Section Three** provides additional information about drug offenders from January 1, 1989 to the present, including most recent addresses, full names, dates of birth, operator license numbers, social security numbers and phone numbers. It also breaks down the actual charges as to dates of arrest, charges, the Uniform Crime Report Codes, the case numbers and police officer badge identification numbers.

* **Section Four** provides an Also Known As (AKA) listing that dates back to 1978. The records of the aliases of drug offenders in Blair County are listed. AKA name and date of birth are listed first and the original name is listed directly below.

* **Section Five** of the Manual shows the incident number, the year, color, license plate, state, make and model of each car that was involved in a drug arrest and indicates if it was used to transport drugs and whether it was actually forfeited as a result of the drug arrest.

* In the last section of the Manual the amount and total value of seized drugs are provided by

drug category. This section also contains a listing of controlled substances that were obtained by fraudulent prescription in Blair County. The purpose of compiling this type of information, as well as the data provided in the rest of the Manual, is to provide police departments in Blair County with a complete picture of drug trafficking and the drug offenders in the area. It is updated monthly and is maintained in accordance with the provisions of the Commonwealth of Pennsylvania's Criminal History Record Information Act (CHRIA).

In addition to the information provided by the Drug Offense Analysis Unit in the form of the Criminal History Report Manual, local law enforcement officials in Blair County can also telephone the Unit to request specific data pertaining to a drug offender arrested in their jurisdiction. Furthermore, the Unit's County Detective, having jurisdiction throughout the county, can co-sign criminal complaints, giving the reporting officer the authority to make an arrest outside his or her jurisdiction. This type of coordination of information and resources is the goal of the Blair County Drug Offense Analysis Unit.

For further information regarding this project, contact Darlee E. Sill, Blair County First Assistant District Attorney, at (814) 695-5541, Ext. 250.

A COMPREHENSIVE RESPONSE TO THE DRUG-ABUSING OFFENDER

In 1987, the Pennsylvania Commission on Crime and Delinquency issued a guideline to encourage the development of Countywide Drug Enforcement/Treatment Plans for funding under the federal Anti-Drug Abuse Act. The guideline provided counties with the opportunity to submit project proposals which "were part of a single countywide plan designed to effect systemic improvement within the drug law enforcement and/or drug treatment fields." The anticipated areas of impact to be addressed by counties submitting proposals included:

- * improved coordination and cooperation between local police and prosecutorial agencies, especially where sharing of information and other resources occurs;

- * increased arrests and a corresponding increase in the number of convictions of individuals tied to illegal drug operations;

- * provision to local municipalities or counties of the resources necessary to conduct complex drug investigations and prosecutions;

- * improvements in the process whereby drug offenders are detained, adjudicated, and undergo treatment at the county level; and

- * increased number of correctional spaces and treatment services available at the county level to handle the larger number of individuals arrested and prosecuted for drug-related offenses.

RESPONSE

Of the proposals received in response to this program category, Berks County presented the

most comprehensive and integrated approach to its drug-related criminal justice problems, spanning the pretrial stages through post-incarceration. As a result of this effort, PCCD provided funding support in 1987 for the first phase of the Berks County model. This phase contained the following five components: the Berks County Narcotics Information Center (arrest); the Berks County Prison Society, Inc. (pretrial release and administration); the District Attorney (prosecution); the Council on Chemical Abuse TASC Program (education and treatment); and Adult Probation and Parole (community supervision services). Then, in December 1989, PCCD awarded funds to Berks County to implement the second phase of its comprehensive approach to treating and intervening with drug offenders. This funding supported the expansion of pretrial supervision and monitoring services, operation of a correctional facility treatment program and enhancement of post-conviction supervision/monitoring and treatment efforts. PCCD and the Department of Health's Office of Drug and Alcohol Programs (ODAP) believe that a multi-faceted approach to the substance abuse problem, similar to the Berks County model, is the most effective approach in identifying, intervening and treating/supervising criminal offenders.

SEMINAR PRESENTED

In light of this, PCCD, ODAP and Berks County co-sponsored a two-day seminar in March in State College, Pennsylvania that focused on the Berks County response to drug trafficking and drug abuse, particularly as related to jail overcrowding. The seminar provided

counties across the Commonwealth with the opportunity to examine and question one county's approach to dealing with drug abuse/trafficking and its resultant strain on the local criminal justice system. Eighteen counties, including Allegheny, Bucks, Centre, Chester, Blair, Cumberland, Dauphin, Delaware, Erie, Franklin, Lancaster, Lawrence, Lehigh, Northampton, Northumberland, Philadelphia, Venango and York attended. Representatives from each component of the Berks County project discussed facets of the systemwide approach, including such topics as pretrial services, probation/parole programming, treatment programming, county communication, community service programming, arrest and prosecution, and population management. In addition to describing the individual program elements, presenters continually emphasized the critical importance of coordination and communication among the staff that are involved in such a comprehensive project.

THE FUTURE

In April of this year, counties who attended the seminar in State College were given the opportunity to respond to a request for preliminary proposals addressing criminal justice needs related to substance abusing offenders. Both PCCD and ODAP have agreed that priority consideration will be given to those counties which develop projects with interrelated systems components. The request for preliminary proposals urged counties to consider innovative approaches to handling the drug offender population from the time of investigation and arrest through post-incarceration supervision. It also encouraged

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COMPREHENSIVE RESPONSE

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counties to examine expansion of existing drug and alcohol treatment services for offenders. The counties were also urged to place special emphasis on impacting county prison crowding and creating alternative placement services for appropriate offenders in need of substance abuse counseling and treatment. PCCD and ODAP will jointly review these preliminary proposals and select a number of counties to develop formal grant applications.

Both PCCD and ODAP will set aside funds during state Fiscal Year 1990-91 (July 1, 1990 - June 30, 1991) for the purpose of providing financial assistance to this program. PCCD funds will be used to support the criminal justice components of new projects and approximately \$1.5 million in ODAP funds will be used to support new or enhanced drug and alcohol treatment services for criminal offenders. The actual level of PCCD funding that will be available for this initiative is not known at this time since it is dependent upon the state Fiscal Year 1990-91 budget.

PCCD and ODAP are committed to supporting counties in their development of comprehensive criminal justice responses to substance abuse. The Berks County project is offered only as an example of what can be done and neither PCCD nor ODAP is requiring its replication. Obviously, each county must adapt this type of comprehensive program to accommodate its own circumstances. It is believed, however, that the integration and coordination existing in the Berks County project are essential to the success of any multi-faceted criminal justice response to the drug problem.

PSP DNA LAB

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variations and serve as a genetic identification. The technique involves extracting the DNA from a blood or semen stain, cutting the DNA into fragments, arranging the fragments according to size, applying a radioactive probe specific to those areas of variability and ultimately obtaining a banding pattern. These patterns are compared and a statistic assigned to each variant within each probe. These patterns can be computerized and placed into a data base for detection of repeat offenders.

This technology far exceeds the current capabilities of serology testing. It is stable much longer than traditional blood grouping systems; has a much greater discrimination; and is detectable in mixtures of fluids. DNA results can indicate the probability of a stain coming from an individual in the one-in-a-million range. It has an even greater impact in rape and rape-homicide cases where the only evidence is a semen sample mixed with vaginal fluid. Traditional serology testing cannot separate these fluids and routinely gives only a one in ten probability.

COURT ACCEPTANCE

Forensic DNA technology is continuously earning a more secure place in the judicial system. The technology, itself, has not been successfully challenged and Pennsylvania has had several successful Frye hearings, which are hearings to determine the acceptability of new scientific technology. In addition, nine state governments (Arizona, California, Colorado, Florida, Iowa, Minnesota, Nevada, Virginia and Washington) have enacted legislation

authorizing data banking of DNA results of convicted sex offenders, and, in varying degrees, of those convicted of other serious felonies. Maryland, Minnesota, Nevada and Louisiana legislatures have declared it admissible in the courtroom.

The Pennsylvania Commission on Crime and Delinquency has recognized the value of this tool and has provided a grant of federal Drug Control and Systems Improvement funds to the Pennsylvania State Police to develop a DNA capability. The State Police Laboratory System is establishing a DNA unit in its Greensburg Regional Laboratory. The project is designed to ensure accurate and reproducible results to satisfy the Frye Standard on scientific evidence in the courts of Pennsylvania. By adhering to the comprehensive guidelines set forth by the scientific community, the PSP will ensure that the high standards of quality and ethics demanded by the criminal justice system are maintained. The Unit will utilize the FBI technique so as to become part of a planned computerized data bank system maintained by the FBI.

Upon completion of certification, the DNA Unit will open for casework in early 1991. It is the objective of the Unit to provide DNA analysis to all local, county and state law enforcement agencies at no cost. The initial proposal is for one laboratory to do the complete analysis and the remaining regional laboratories to select and prepare stains for analysis. If demand increases, additional laboratories may become DNA complete.

TRAINING INITIATIVES

In January of this year, PCCD's Criminal Justice Training Initiative entered its fifth year of operation. The Initiative is focused on providing quality training at minimum expense to participants and, since its inception, has supported more than 25 separate training projects through a combination of federal funds and state monies. This funding has provided for the costs of curriculum development, instructor fees, the printing of handout materials and other training aids, and for the underwriting of travel costs for course attendees.

Recently, six training grants were awarded as part of the Drug Control and Systems Improvement (DCSI) Grant Program that is administered by PCCD. These projects included:

- * The Board of Probation and Parole to continue its Specialized Drug Training Project that provides (1) training for newly hired agents in basic skill areas and (2) specialized instruction for veteran agents in handling the substance abusing

client. The project provides both classroom instruction and video programming.

- * The City of Philadelphia Adult Probation and Parole Unit to establish an internal training program for field personnel covering 11 topics related to supervising drug offenders.

- * The City of Philadelphia Police Department to continue to contract with a qualified vendor to provide training to street officers in the recognition and interdiction of narcotics transportation activities occurring on area highways. This grant also provides for the Department to develop and implement a course to train police personnel to recognize clandestine drug laboratories and to initiate the proper procedures for securing such sites in a safe manner.

- * The Coalition Against Domestic Violence to provide training and technical assistance to law enforce-

ment agencies throughout the state that is designed to improve their responsiveness to incidents of family violence.

- * The Office of Attorney General to contract with a qualified vendor to conduct specialized instruction in Advanced Narcotics Investigations and Supervision/Management of Drug Investigations for state and local law enforcement personnel.

- * The Philadelphia District Attorney's Office to provide training opportunities for career prosecutors, assistant prosecutors handling homicide litigation, and narcotics prosecutors. Additionally, training will be provided to the investigative staff through attendance at technical investigation seminars conducted by national organizations.

For more information on PCCD's criminal justice training efforts, contact Mr. Jan Bechtel, Bureau of Crime Prevention, Training and Technical Assistance, at (717) 787-1777.

SUBSTANCE ABUSE PREVENTION TRAINING OFFERED

During the next several months, personnel from Pennsylvania law enforcement agencies will have the opportunity to attend two substance abuse prevention education training programs sponsored by the Governor's Drug Policy Council and administered by PCCD. The first course will feature the nationally recognized Drug Abuse Resistance Education (Project DARE) Program. The second will feature the Partners in Prevention Course developed for PCCD by Villanova University. Both programs will target local law enforcement officers, especially those interested in working with their school district to provide drug and/or alcohol prevention information to students.

On September 10-21, PCCD, in cooperation with the Pittsburgh Bureau of Police and the Allegheny County District Attorney's Office, will jointly conduct an 80-hour basic Drug Abuse Resistance Education (DARE) Certification Course. Law enforcement agencies from the western region of the state will be served by this program and police departments serving PENNFREE school districts will be given priority for attendance. Enrollment will be limited to approximately 30 individuals and instruction will be provided by certified DARE trainers from area law enforcement agencies.

During October/November, PCCD will sponsor three regional presentations of the two-day Partners in Prevention Training Course. Sites will include the Pittsburgh area, the Scranton/Wilkes-Barre area, and the Reading/Allentown area. Enrollment will be open to all interested law enforcement personnel with each session accommodating 25 attendees. Instruction will be provided by experienced trainers from Villanova University's Human Organization Science Institute.

Both of these training courses will be presented at no cost to participants.

1990 CRIME PREVENTION/VICTIM SERVICES CONFERENCE

PCCD's Crime Prevention/Victim Services Conference was held at the Holiday Inn, Harrisburg-Grantville, on March 21-23, 1990, and was attended by nearly 250 participants from Pennsylvania's crime prevention and victim services communities. The Conference featured notable guest speakers, excellent presenters and facilitators representing the disabled, crime prevention and victim services. A wide range of subject matter of particular interest to conference participants was presented.

Among the speakers who addressed conference participants on the need for a unified effort in support of Pennsylvania's crime victims were Judge Kenneth G. Biehn, Court of Common Pleas for Bucks County; Pennsylvania's Attorney General, Ernest D. Preate, Jr.; Commissioner Willie L. Williams, Philadelphia Police Department; and PCCD's Executive Director, Mr. James Thomas.

This three-day event brought representatives of the crime prevention and victim services communities together for the purposes of broadening their knowledge of each other's duties and responsibilities and exploring viable avenues for improving joint operations by strengthening the communication, coordination and cooperation between the two disciplines. The Conference also served as a forum for heightening awareness to many of the problems encountered by members of Pennsylvania's disabled community when they interact with the judicial system in the aftermath of crime. Furthermore, a public education program being developed by PCCD that is intended to assist

disabled individuals in reducing their vulnerability to criminal victimization was presented. A highlight of that program is a component which sensitizes the law enforcement community to the special needs of disabled citizens. It is hoped that it will help generate a more positive response on the part of the police when called upon to interact with disabled individuals in the line of duty. Information contained in two PCCD training manuals, "A Crime Prevention Handbook for Pennsylvania's Disabled Community," and "A Police Orientation Manual On Persons With Disabilities," was condensed into an Executive Summary and provided to each conference attendee.

AWARENESS

Awareness seminars were conducted in order to heighten understanding of the respective duties and responsibilities associated with each discipline. In these separate forums, crime prevention practitioners described their activities and methods of operation to a victim service audience, while victim services representatives presented a comprehensive overview of their functions and operational procedures to an audience comprised of crime prevention practitioners. Both audiences then came together and took part in a seminar entitled, "Common Ground," which offered insights into how both disciplines can consolidate their efforts in support of one another.

Conference participants were afforded the opportunity to attend any one of three seminars where discussions focused upon issues and concerns prevalent in either

the urban setting, the suburban environment, or rural locales. Crime Prevention and Victim Services Presentation Teams provided sub-group participants with specific information on successful joint crime prevention/victim service programs that have been implemented at three different locations within the Commonwealth. The City of Philadelphia, Allegheny County, and Cambria-Somerset-Bedford Counties were chosen as examples of successful programs currently being conducted in these urban, suburban and rural environments.

ASSESSMENT

Upon completion of the sub-group seminars, each group was asked to complete a needs assessment that was to identify the major issues and concerns that they believed should be factored into future crime prevention/victim services programs or that they considered essential in order to strengthen existing programs. Priorities that were identified included:

- * High on the consolidated list was the need for jointly administered cross-training between the crime prevention and victim services communities.

- * A thorough indoctrination on the duties and responsibilities as they pertain to each discipline was listed. This was considered key to improved coordination of services.

- * The groups also shared the opinion that it was equally important to maintain open lines of communication between crime prevention and victim services practitioners.

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CONFERENCE

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They went on to recommend that key liaison persons be identified within each discipline.

* Sub-groups also expressed the view that appropriate resources and adequate funding levels were prerequisites for providing effective services.

* Each subgroup agreed that networking was an extremely important component of any successful program. Moreover, it was recommended that networking within counties might be best accomplished by forming a countywide advisory board that would meet on a regular basis to review, discuss and propose ideas pertaining to upgrading the quality of service provided through joint operations.

* It was also recommended that in addition to police and victim services personnel, advisory boards include members of the judiciary, schools, probation departments and corrections. Agency/community representatives having an active interest in service-oriented programming should also be included.

* Generally, it was felt that much is to be gained by merging services currently available through the private sector with those provided by public service agencies. For example, this might be accomplished by sharing pro-

gram information with hospitals, colleges, and other organizations whose services normally interface or complement those offered by the law enforcement and victim services communities.

* All sub-groups agreed that bureaucracy posed certain obstacles that must be recognized and dealt with in a most diplomatic manner. When presenting new concepts or expanding existing programs, great care must be taken to attempt to work effectively with key persons and to avoid misunderstandings.

* The groups endorsed the use of local crime statistics to reinforce the need for victim service programming, as well as to generate a community awareness of crime-oriented problems that exist at the local level. Such statistical information can be obtained from local police agencies if the purpose of such information is clearly demonstrated to be in the best interests of the community and is not intended to compromise or embarrass local authorities.

* The groups also saw merit in using volunteers to the greatest extent possible to enhance the quality of services provided to the community. A provision attached to this recommendation was that volunteers should be appropriately trained in all aspects of their

assigned areas of responsibility in order to offset any liability attached to services provided.

* It was generally felt that victim service agencies should plan to provide round-the-clock services on a continuing basis. Such services should include, but not be limited to: crisis intervention; victim counselling; provision of emergency shelter; and other such contingencies that can confront the victim in the wake of a crime.

* Finally, the group consensus was that there exists a need for continuing training in order to keep law enforcement current on changing initiatives, practices, and procedures related to crime prevention and victim assistance. To accomplish this, it was recommended that a standardized training program be developed which could be offered as part of the mandatory training for police officers under the Municipal Police Officers' Education and Training Act.

Based upon the comments of the conference attendees and the needs assessments that were developed and presented, the 1990 Crime Prevention/Victim Services Conference achieved its purposes and successfully integrated the efforts of the crime prevention and victim services communities.

DOMESTIC VIOLENCE MANUAL WINS AWARD

The Allegheny County Court of Common Pleas received the 1989 "Golden Crowbar Award" for its publication entitled, Handbook on the Legal Proceedings for Victims of Domestic Violence - Procedures and Resources. This award is given to the Court of Common Pleas that has implemented an innovation that improves the justice system -- that "pries open" the court system for the benefit of the public. Judge Lawrence W. Kaplan accepted the award on behalf of the Court from the Pennsylvania Conference of State Trial Judges.

Supported by a PCCD victim/witness service grant, the Women's Center

& Shelter of Greater Pittsburgh (WC&S), in collaboration with three other Allegheny County domestic violence programs, developed this award-winning comprehensive training and reference manual. Vital assistance in its preparation and publication was provided by a Handbook Committee comprised of representatives from the Court of Common Pleas Family Division, WC&S, the District Attorney's Office, the Minor Judiciary, the Neighborhood Legal Services Association, and the Court Administrator. Prior to its being printed by the Allegheny County Printing Division, the Handbook was reviewed by the President Judge and each of the Family Division judges.

In addition to being distributed to the various components of the Allegheny County justice system, copies have been provided to trial judges throughout the state, the Administrative Office of Pennsylvania Courts and to many of Pennsylvania's District Justice Associations. It is the authors' hope that the Handbook can be tailored by other counties to reflect their respective procedures and resources. It is also their belief that the real winners in this project are the victims of domestic violence who will benefit from the improved legal procedures and from the responses that they receive from members of the justice system to whom they turn to for help.

RECENT PCCD GRANTS

At their June 12, 1990 meeting, the PCCD Commissioners approved grants totalling \$3,216,982 in federal funds.

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT

Three grants totalling \$525,884 in Juvenile Justice and Delinquency Prevention (JJDP) Act funds were awarded to:

* Pennsylvania Council of Chief Juvenile Probation Officers for continuation of the Compliance Monitoring Police Liaison Project (\$175,479).

* City of Philadelphia Family Court for continuation of Juvenile Habitual Offender Aftercare Program (\$177,884).

* Shippensburg University, Institute for Public Service, to continue the jail/detention data collection and monitoring effort (\$172,521).

DRUG CONTROL AND SYSTEMS IMPROVEMENT PROGRAM

The Commission also awarded two grants totalling \$67,114 in Drug Control and Systems Improvement funds to:

* Office of Attorney General for continuation of technical assistance to local prosecutors (\$32,939).

* Mercer County for continuation of Minimum Security Work Release Center (\$34,175).

VICTIMS OF CRIME ACT

The Commission approved subgrants totalling \$2,623,984 in federal Victims of Crime Act (VOCA) assistance to the following counties:

Adams (\$16,907); Allegheny (\$297,952); Armstrong (\$15,663); Beaver (\$38,266); Bedford (\$9,394); Berks (\$68,380); Blair (\$32,950); Bradford (\$11,417); Bucks (\$106,171); Butler (\$40,045); Cambria

(\$38,079); Cameron (\$8,400); Carbon (\$12,419); Centre (\$35,084); Chester (\$83,602); Clarion (\$13,947); Clinton (\$8,867); Columbia (\$14,688); Crawford (\$23,636); Cumberland (\$42,989); Dauphin (\$82,372); Delaware (\$127,672); Elk (\$8,400); Erie (\$65,890); Fayette (\$36,868); Franklin (\$24,346); Fulton (\$8,400); Greene (\$8,744); Huntingdon (\$8,400); Indiana (\$21,092); Jefferson (\$11,961); Juniata (\$8,400); Lackawanna (\$45,252); Lancaster (\$87,281); Lawrence (\$20,033); Lebanon (\$23,647); Lehigh (\$60,608); Luzerne (\$66,101); Lycoming (\$29,625); McKean (\$10,145); Mercer (\$30,536); Mifflin (\$10,301); Monroe (\$23,576); Montgomery (\$149,245); Montour (\$8,400); Northampton (\$50,738); Northumberland (\$18,995); Philadelphia (\$344,459); Pike (\$8,400); Schuylkill (\$33,910); Snyder (\$8,400); Somerset (\$16,183); Sullivan (\$8,400); Tioga (\$8,400); Union (\$8,400); Venango (\$15,216); Warren (\$8,400); Washington (\$39,917); Wayne (\$8,400); Westmoreland (\$80,273); Wyoming (\$8,400); York (\$87,944).



PCCD QUARTERLY

VOL. 5, NO. 3

COMMONWEALTH OF PENNSYLVANIA

FALL 1990

ADVANCING JUVENILE DETENTION AND CONFINEMENT POLICIES

JAIL/LOCKUP REMOVAL EFFORTS

By Joseph Goebel, Coordinator, Police Liaison Project

In 1974, Congress passed the federal Juvenile Justice and Delinquency Prevention Act (JJDPA). The provisions of the Act specify that: 1) no status/non-offenders shall be held in secure detention or correctional facilities; 2) juveniles alleged to be, or found to be, delinquent shall not be detained or confined in any institution in which they have regular contact with adult offenders; and 3) no juvenile offenders shall be detained or confined in adult jails/lockups. All states participating in the federal JJDPA Formula Grant Program are required to comply with these provisions.

BACKGROUND

Pennsylvania has participated in the federal JJDPA program since 1975. By 1981, the state had demonstrated to the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) that no status/non-offenders were being held in secure detention/correctional facilities; that juvenile offenders were being kept totally separate from adult offenders; and that no juveniles were being detained or confined in adult jails. Furthermore, via an amendment to Pennsylvania's Juvenile Act in 1977, it is currently illegal to detain or confine juvenile offenders in adult jails/correctional facilities or to place status/non-offenders in secure juvenile detention or correctional facilities.

By 1985, limited progress had been made in terms of meeting federal guidelines governing the holding of juveniles in police lockups. However, the state was not yet in full compliance with the federal guidelines, which require that: 1) no status/non-offenders be held securely (i.e., held in a locked cell/room or handcuffed to a stationary object) while in police custody; 2) no delinquent offenders be held securely in police custody for more than six hours; and 3) that juveniles be kept totally separate (via sight and sound) from adult offenders while in police custody. An exception to this requirement is permitted when juveniles are taken to a booking area for processing, provided they are held non-securely while in the booking area.

MONITORING PROGRAMS

Under the federal JJDPA, participating states were given until December 8, 1988 to achieve full compliance with all three provisions of the Act, to include having monitoring systems which would record any violations of these provisions that were committed. In 1987, OJJDP conducted audits of all participating states to verify that the monitoring systems were capable of yielding accurate information concerning the violations

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PROBLEMS SLOW FEDERAL FUNDING

The existing jail/lockup removal problems described in the accompanying article have delayed the receipt of Pennsylvania's FFY-1989 and FFY-1990 Juvenile Justice and Delinquency Prevention Act (JJDPA) Formula Grants, substantially slowing PCCD's juvenile funding activities.

The Commonwealth was required to be in compliance with the federal jail/lockup removal regulations by December of 1988. However, the Act permitted states that were unable to demonstrate full compliance with these regulations by

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JUVENILE ADVISORY COMMITTEE HOLDS RETREAT

On March 28 and 29, 1990, PCCD's Juvenile Advisory Committee (JAC) held a retreat at Kings Gap Environmental Education and Training Center located south of Carlisle, Pennsylvania, in Cumberland County. The retreat focused on the development of Pennsylvania's FFY-1991-1993 Juvenile Justice and Delinquency Prevention Plan. This plan will provide the framework for awarding the state's federal Juvenile Justice and Delinquency Prevention Act (JJJPA) funds during this time period. The introductory session was presented by Dr. Gordon F. DeJong from the Pennsylvania State University and addressed demographic issues. Immediately following, a discussion of the six funding priority areas ensued:

- jail/lockup removal;
- minority representation in residential placement facilities;
- family-focused delinquency prevention;

- youth development center operational issues/Act 148 issues;
- juvenile drug/alcohol abuse; and
- research and evaluation.

These areas were identified for funding priority through input received from the JAC members and other juvenile justice/children and youth services professionals. Furthermore, careful consideration was given to those funding priority areas specified in the FFY-1988-1990 three-year plan.

Of the six funding priority areas discussed at the retreat, jail/lockup removal was identified as the JAC's first priority because of the need to comply with federal JJJPA jail/lockup removal requirements in order to remain eligible to receive federal JJJPA Formula Grant funds. However, JAC members and the PCCD staff agreed that the majority of Pennsylvania's FFY-1991-1993 Formula Grant funds would probably continue to be

available for other projects, since substantial progress has already been made in complying with federal jail/removal regulations.

The issue of minority confinement was ranked next in terms of emphasis on funding initiatives, followed by family-focused prevention, youth development center operational issues/Act 148 issues and research/evaluation. The JAC members concluded that juvenile drug/alcohol abuse should not constitute a major funding priority due to the availability of other funding streams to support drug/alcohol abuse initiatives.

The JAC subcommittees were then established to refine these funding recommendations for each priority area. The recommendations that are developed will form the basis for PCCD's FFY-1991 Juvenile Justice and Delinquency Prevention Funding Guidelines. The projected release date for these FFY-1991 guidelines is January 1991.

PRIORITIES ESTABLISHED FOR DCSI FUNDS

Pennsylvania's 1990 allocation of federal Drug Control and System Improvement (DCSI) funds is \$17,386,000. State law requires that all federal funds, including this DCSI award, be approved by the General Assembly.

Approximately \$5.6 million of this allocation has been designated to provide second and third year continuation funding for projects already underway. Furthermore, the General Assembly, in adopting a plan proposed by Governor Casey, specifically appropriated DCSI funds

in the 1990-91 State Appropriations Act to the following:

- * Office of Attorney General to establish drug transportation interdiction teams (\$525,000).

- * Office of Attorney General to expand the number of local drug task forces (\$1,000,000).

- * Department of Corrections to establish a substance abuse motivation camp and to purchase and equip a drug and alcohol therapeutic community (\$1,646,000).

- * Pennsylvania State Police to continue the mobile narcotics teams, upgrade analysis of drugs and drug-related evidence and materials and purchase additional drug investigation vehicles (\$1,441,000).

- * Pennsylvania State Police to provide grants to municipal police departments as reimbursement for drug-related investigation costs (\$2,000,000).

- * Board of Probation and Parole to continue and expand county drug

(continued on page 6)

MINORITY CONFINEMENT SUBCOMMITTEE ESTABLISHED

By James Randolph, Juvenile Justice Planner, Philadelphia Youth Services Coordinating Commission, and Daniel Elby, Executive Director, Alternative Rehabilitation Communities, Inc.

The issue of the disproportional representation of minority youths in secure custody has been a matter of concern in the Pennsylvania juvenile justice system and throughout the nation. As part of the 1988 reauthorization of the Juvenile Justice and Delinquency Prevention Act, Section 223 (a) (23), Congress required that the federal Office of Juvenile Justice and Delinquency Prevention initiate a program which requires each state eligible for formula grants to complete an assessment of its secure juvenile holding programs to determine whether minorities are over-represented, and if so, to what extent. For the purpose of this national assessment, minorities have been defined as Asians, Pacific Islanders, Blacks, Hispanics, and American Indians. In Pennsylvania, preliminary assessments completed on this issue indicate that the rate of minority confinement to secure facilities is greater than expected based on the proportion of minority youths in the at-risk juvenile population.

SUBCOMMITTEE ESTABLISHED

To address this question of disproportionality of minority juveniles in secure custody in Pennsylvania, PCCD's Juvenile Advisory Committee (JAC) has specifically established a Minority Confinement Subcommittee. Mr. Daniel P. Elby, Executive Director of Alternative Rehabilitation Communities, Inc., chairs this subcommittee with Ms. Sandy Rakar, the JAC's Department of Education representative, and Mr. James Randolph, representing Philadelphia's Youth Services Coordinating Commission/Department of Human Services, serving as members.

The subcommittee is focusing on facilitating the conducting of in-depth research on the handling of minority youths by the juvenile justice system and, furthermore, going beyond the raw number to determine some of the root causes of any apparent or real disproportionality. While the possibility of differential decision-making based upon race or ethnic identity cannot be dismissed out-of-hand, the subcommittee members assume that major causes of disproportionality are the larger societal forces of poverty and the lack of economic opportunity which afflict minority communities--factors which push minority youths toward criminal behavior.

RECOMMENDATIONS

The following are the subcommittee's recommendations:

- * PCCD should research the issue further by focusing on the factors which are routinely considered by the juvenile courts in making dispositional decisions and an effort be made to determine to what extent these are major predictors of secure placement of juveniles (both minority and non-minority). These factors include, but are not limited to, the committed offense(s), prior juvenile court history, family stability, and the age of the offender.

- * PCCD should support prevention activities which are neighborhood-based and controlled and which may prevent or slow the flow of minorities into the system, thus potentially reducing the number of minority youths who require secure custody.

- * PCCD should consider sponsoring workshops or training seminars that address this issue of minority disproportionality, that heighten awareness of its impact, and that work toward formulating and implementing preventive strategies.

FUTURE FOCUS

The subcommittee's position is that the problem of over-representation of minority juveniles in Pennsylvania cannot be viewed in isolation from the larger societal issues which impact upon minority populations in the state and throughout the nation. The task of the Juvenile Advisory Committee will be to use the focus provided by federal mandates as an opportunity to research and develop effective strategies which may be coordinated with other efforts to reduce the number of minorities who enter the juvenile justice system.

RECENT PCCD GRANTS

At their special July 18, 1990 meeting, the PCCD Commissioners approved 11 grants totalling \$2,323,873 in federal Drug Control and System Improvement funds.

- * Chester County to establish an Intensive Drug and Alcohol Supervision Program for probation/parole clients (\$34,945).

- * Bucks County to establish an integrated service delivery system for substance abusing offenders (\$304,883).

- * Allegheny County's Adult Probation Office to develop an Alcohol/Drug Intervention Unit (\$341,252).

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FAMILY-FOCUSED PREVENTION: A PRIORITY

By Sandy Rakar, Drug and Alcohol Education Program Coordinator, Department of Education

The PCCD Juvenile Advisory Committee (JAC) is currently developing its 1991-1993 three-year plan and funding priorities.

One of the newly established priority areas will focus on the role of the family in prevention. Funding guidelines are now being developed which will address the causal factors related to delinquency from a prevention perspective. Under this prevention area, projects eligible for funding will be required to target children between the ages of 11 and 15 who have experienced or who exhibit behaviors associated with delinquency.

Current research indicates that treatment programs have their greatest impact when the family as a whole is provided with supportive services. Accordingly, the JAC has taken the position that, when at all possible, the family or any

significant other associated with the child should be included in the overall treatment plan. Applicants will be required to include a family treatment component in any proposed project and to work in partnership with the schools. Emphasis will be placed on programs which develop a positive family bonding component and offer outreach services within the homes of at-risk children.

OBJECTIVES

The intent of the prevention priority is to reduce the impact of factors associated with delinquency upon at-risk children. Specific objectives of this priority include the following:

- Gather/disseminate information on existing interagency/interorganization coordination of services.
- Explore and augment alternatives to family support systems (e.g.,

intensive in-home service models for 11 to 15 year old children).

- Identify additional resources within the community to use in addressing needs of at-risk children.

During the 1991-1993 funding years, the JAC plans to provide funding for programs which best utilize innovative strategies for delivering services to at-risk children and their families.

More information will be available regarding the prevention priority and other funding areas upon completion of the 1991-1993 plan and funding guidelines. The projected completion date for this plan and funding guidelines is December 31, 1990, with guidelines due to be disseminated to interested applicants early in 1991.

PROBLEMS ...

(continued from page 1)

that date to continue receiving federal JJDP funds if they could demonstrate "substantial" compliance with the pertinent regulations. If states failed to demonstrate either full or substantial compliance, the state would be terminated from the program. This would halt the flow of federal JJDP funds into the state unless the state requested and received a waiver of termination from OJJDP.

GRANT DELAYED

Pennsylvania did not receive its FFY-1989 JJDP Grant until May of 1990. At that time, the new OJJDP Administrator, Robert W. Sweet, found Pennsylvania to be in "substantial" compliance with the removal regulations. Prior to Mr. Sweet becoming the OJJDP

Administrator, Pennsylvania's request to OJJDP for a finding of "substantial" compliance had been stalled. The FFY-1989 Grant was actually available on October 1, 1988, with the funds having life from that date through September 30, 1991. Since approximately half of the life of the FFY-1989 funds had lapsed by May of 1990, PCCD has requested that OJJDP approve a 12-month extension so Pennsylvania subgrantees can fully utilize them.

IMPACT

Under the terms of OJJDP's "substantial" compliance finding, Pennsylvania had to expend an average of 40% over two federal fiscal year Formula Grants on jail/lockup removal projects. Because substantially less than 40% of Pennsylvania's FFY-1988 Formula

Grant was expended for such projects, over half of the FFY-1989 Formula Grant had to be utilized for jail/lockup removal projects.

In July 1990, PCCD requested a finding of "substantial" compliance for FFY-1990. If this finding is granted, Pennsylvania's FFY-1990 award of \$1,995,000 will require that only 30% be expended on jail/lockup removal projects. OJJDP's response is expected shortly. Since the normal life of these FFY-1990 funds will expire as of September 30, 1992, PCCD is anxiously awaiting OJJDP's reply so normal funding activity can resume.

Prospective applicants can obtain updated information by contacting Ruth Williams, Juvenile Justice Program Manager, at (717) 787-8559.

JAIL REMOVAL EFFORTS

(continued from page 1)

that were occurring. Pennsylvania's audit revealed several deficiencies within the state's monitoring system, which have been corrected. In response to the audit findings, PCCD established its Compliance Monitoring Advisory Committee (CMAC) in December of 1987. The membership of this committee consists of representatives from the various agencies/departments that are responsible for portions of the state's total compliance monitoring effort. In 1989, CMAC became an official subcommittee of PCCD's Juvenile Advisory Committee and currently consists of approximately 30 members representing the following agencies/departments/organizations: the Pennsylvania Chiefs of Police Association, the Pennsylvania Juvenile Officers Association, the Pennsylvania Council of Chief Juvenile Probation Officers, the Pennsylvania State Police, the Philadelphia Police Department, the Pennsylvania Juvenile Court Judges' Commission, the Pennsylvania Department of Corrections, the Pennsylvania Department of Public Welfare, the Pennsylvania Department of Community Affairs, the Pennsylvania Wardens Association, the Philadelphia Youth Services Coordinating Commission, the Juvenile Law Center, the Pennsylvania Department of Health, and PCCD.

DATA COLLECTION

Under CMAC's direction, PCCD initiated a renewed attack on the state's existing lockup removal violations. A new data collection system was established which requires all police departments to record on a monthly log form specific information pertaining to

all juveniles that are held at police facilities. These logs are then returned to PCCD where they are recorded and copies forwarded for processing to the Center for Juvenile Justice Training and Research at Shippensburg University. The logs contain all the information that is required to be submitted to OJJDP in the annual monitoring report. Currently, nearly 50% of Pennsylvania's approximately 1,400 police departments are submitting these reports to PCCD on a monthly basis.

POLICE LIAISON

CMAC also identified the need to establish a liaison with police. This led to the implementation of the Police Liaison Project operated by the Pennsylvania Council of Chief Juvenile Probation Officers. The objectives of the project are to provide technical assistance to local police departments in their efforts to comply with the federal lockup removal regulations and to improve communications/interaction between police and juvenile justice professionals. The Police Liaison Project has entered its third year of operation and has a staff that is comprised of three former police officers. The staff visit local police departments throughout the Commonwealth for the purpose of verifying the data submitted on the monthly police logs and providing on-site technical assistance to help them to comply with federal regulations. Effective August 1990, all departments who had reported for 12 consecutive months were permitted to submit on a semi-annual basis rather than monthly. Overall, recent monthly reports that are being received

indicate a substantial reduction in the number of violations that are occurring as compared to the number that were being committed at the time the monthly log reporting system was implemented. This reduction is attributed in large part to the improved understanding of the federal regulations by police and to a greater degree of accuracy in the reports that are submitted.

PRESENT STATUS

As a result of PCCD's monitoring efforts, the local jurisdictions that are having serious problems meeting the federal lockup removal regulations have been identified. Not surprisingly, because of the large volume of juvenile cases handled by the Philadelphia Police Department, the state's largest number of violations of both the six-hour rule and the status/non-offender secure holding prohibition occurred in Philadelphia. However, through the efforts of CMAC, the Police Liaisons and the Philadelphia Police Department, the status/non-offender violation problem has been corrected. In December of 1989, the Philadelphia Police Commissioner implemented a policy prohibiting the secure holding of any status/non-offenders while in police custody. Moreover, under this new policy, nine police districts have been designated as non-secure holding sites for all status/non-offenders held in police custody. With the excellent cooperation and commitment of the Philadelphia Police Department, the number of six-hour rule violations has been reduced substantially and it is anticipated that Philadelphia will soon be in compliance.

DEPUTY SHERIFFS' BASIC TRAINING AWARDS

The Deputy Sheriffs' Education and Training Board recognizes deputy sheriffs from each basic training class through awards for various achievements. The award recipients for the 1990 basic training courses are listed below. These deputy sheriffs are to be congratulated for their hard work and professionalism in achieving this recognition. The Board would also like to thank the following organizations for their contribution to the training program through co-sponsoring awards: the Pennsylvania Deputy Sheriffs' Association, the Pennsylvania Sheriffs' Association, and the Pennsylvania Bar Association.

Overall Best Student - Awarded for the highest combined academic grades/firearms score. Co-sponsored by the Pennsylvania Deputy Sheriffs' Association.

June - Roberta Troy, Lancaster County
July - Terry Schultz, Venango County

Academic Achievement - Awarded for the highest academic grade total. Co-sponsored by the Pennsylvania Sheriffs' Association.

June - Nancy McGee - Lehigh County
July - Debra Reed, Lycoming County

Law - Awarded for the highest scores in the civil and criminal law examinations. Co-sponsored by the Pennsylvania Bar Association.

June - Steve Petrewski, Lackawanna County
July - George Popp, Chester County

Marksmanship - Awarded for the best shooting skill/range score.

June - Carl Barley, York County
July - Eric Horvath, Lehigh County

Most Improved Marksman - Awarded to the trainee who demonstrated the most improvement in performance on the firing range.

June - Herbert Watson, Lancaster County
July - Jody Finkerbinder, Cumberland County

Dedication - Awarded for demonstrated dedication to training and professionalism.

June - David Zeigler, Cumberland County
July - Joseph Cappellini, Greene County

Notebook - Awarded for the best notebook based upon completeness and organization.

June - Connie Thornton, Indiana County
July - Michael Evans, Lehigh County

In addition to award recipients, each basic training class selects members to serve as class officers. Officers for the 1990 basic training courses were:

June Class: President - Joseph Butkovic, Huntingdon County
Vice-President - Christopher Callaghan, Beaver County

July Class: President - Jerome Nevling, Clearfield County
Vice-President - Linda Shelly, Lancaster County

DCSI PRIORITIES

(continued from page 2)

and alcohol probation programs (\$1,357,000).

* Board of Probation and Parole to continue providing parole services to substance abusing offenders (\$248,000).

In addition to these projects, the General Assembly also appropriated \$2,323,87 in DCSI funds for 11 county correctional projects which had been conditionally approved by the Commission at its March meeting, pending the outcome of the 1990-91 state budget. Final approval for these awards was granted at a special Commission meeting held in July. At this July meeting, the Commission also determined that the approximately \$1.2 million remaining of FFY-1990 DCSI funds should be spent on the development of county comprehensive intervention/treatment programs for substance abusing offenders. These projects, which are similar to one developed by Berks County with DCSI funds, facilitate the coordination of a continuum of efforts that address the apprehension, prosecution, adjudication, and rehabilitation and treatment of these drug dependent offenders. The state Office of Drug and Alcohol Programs (ODAP) has reserved \$1.5 million to couple with these DCSI funds in order to support the development and implementation of five to eight such projects. The Commission believes that this effort can provide a significant degree of relief for participating counties, who may then act as models for other counties that are experiencing similar problems.

CORRECTIONAL RESOURCES CONTINUE TO BE STRAINED

STATE OFFENDER POPULATION EXCEEDS 180,000

As of June 30, 1990, there were 21,911 offenders in the custody of the Department of Corrections (DOC), 18,064 in county jails, 18,327 supervised by the Pennsylvania Board of Probation and Parole (PBPP), and an estimated 123,000 supervised by county probation departments--a total of over 181,000 offenders.

The statewide county jail capacity is 12,693 and the DOC capacity is 13,851 for a total capacity of 26,544. The total incarceration population (prisons and jails) was 39,975 or 150.6% of the combined capacity of those facilities. County jails operated at 142% of capacity while the DOC operated at 158% of capacity. Figures 1 and 2 show how this relationship between capacity and population has changed in the county jails and state prisons since June 1980.

The PBPP offender population as of June 1990 represented 134% of the Board's supervision capacity of 13,658. Supervision capacity is based on man-hours and the workloads associated with established supervision standards. Figure 3 shows how PBPP population has grown relative to supervision capacity since June 1980.

While the supervision capacity for county probation departments is not available, we do know that the number of offenders supervised by those departments increased 124% from 53,766 in December 1980 to 120,409 in December 1990. During the same period, the number of officers available to supervise these offenders grew by only 35% from 731 to 984.

FIGURE 1: COUNTY JAIL POPULATION & CAPACITY JUNE 1980-JUNE 1990

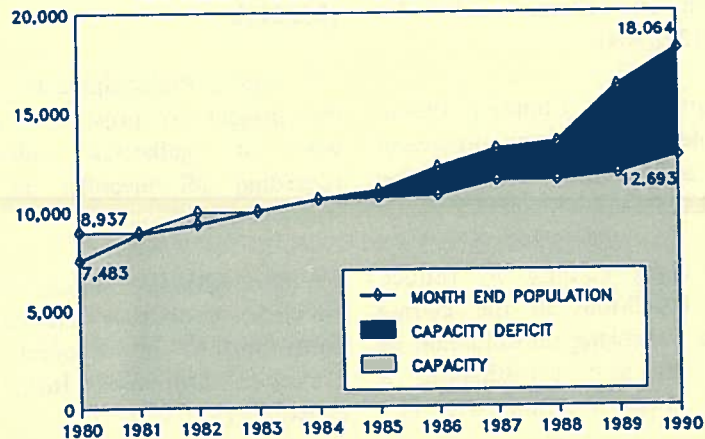


FIGURE 2: DEPT OF CORRECTIONS POPULATION & CAPACITY JUNE 1980-JUNE 1990

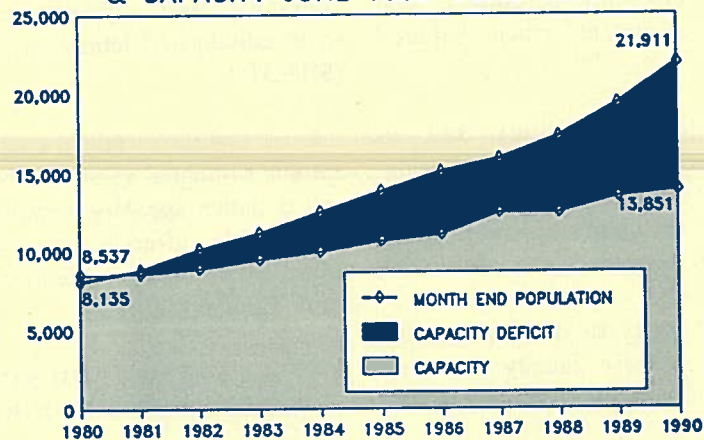
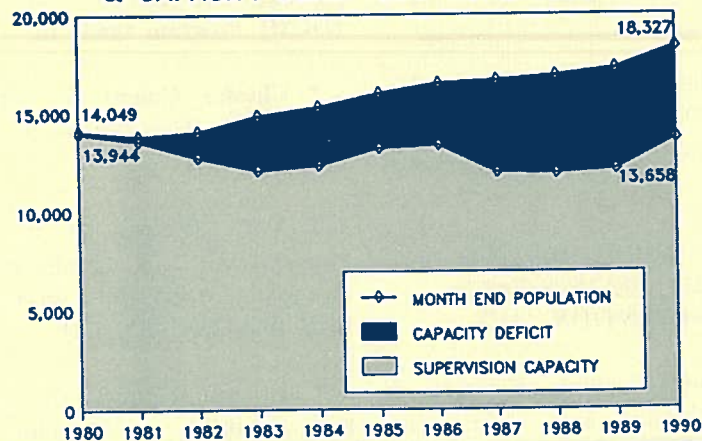


FIGURE 3: PAROLE BOARD POPULATION & CAPACITY JUNE 1980-JUNE 1990



PCCD

RECENT PCCD GRANTS

(continued from page 3)

* City of Philadelphia to implement a computerized reporting system in the Philadelphia Prisons (\$32,374) and to operate an alternative correctional center for women (\$202,464).

* Susquehanna County's Probation/Parole Department to implement a Drug and Alcohol Supervision Unit (\$61,915).

* Lycoming County to reduce crowded conditions in the county prison by improving coordination of work crews and establishing a substance abuse program (\$47,017).

* Armstrong County to conduct assessments of drug and alcohol abusing criminal offenders and facilitate treatment, when required (\$42,167).

* Washington County Jail to implement an Electronic Monitoring/Home Detention Project to help alleviate the jail's overcrowding (\$19,996).

* Elk County to develop a work release/pre-release facility for drug and alcohol offenders (\$145,373).

* Dauphin County to develop and implement a Pre-Release Center Program (\$1,091,487).

At their September 11, 1990 meeting, the PCCD Commissioners approved grants totalling \$6,525,675 in federal funds.

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT

Five grants totalling \$344,044 in Juvenile Justice and Delinquency

Prevention (JJDP) Act funds were awarded to:

* Juvenile Detention Centers Association of Pennsylvania to continue a statewide training program for detention center personnel (\$85,212).

* City of Philadelphia to continue the project to provide a uniform way of gathering information regarding all juveniles in police custody (\$28,636).

* Pennsylvania Council of Chief Juvenile Probation Officers for continuation of Project JOIN (Juvenile Outreach Intervention Network) (\$57,860).

* Big Sisters of Philadelphia, Inc. to continue to provide family counseling and supportive services to 30 adjudicated female delinquents (\$108,376).

* St. Gabriel's Hall to continue to employ bi-lingual (Spanish-speaking) and a native speaking social worker to provide aftercare services to adjudicated drug offenders and their families (\$63,960).

DRUG CONTROL AND SYSTEM IMPROVEMENT PROGRAM

The Commission also awarded 16 grants totalling \$6,181,631 in Drug Control and System Improvement (DCSI) Program funds to:

* Chester County to implement Treatment Alternatives to Prison (TAP) (\$481,117).

* York County to initiate a supervised bail program and strengthen treatment services for drug offenders (\$25,031).

* Lehigh County to develop the capability to provide early

identification, intervention, supervision and treatment of drug abusing offenders (\$89,853).

* Cumberland County to increase the effectiveness and coordination of drug/alcohol assessment, intervention, referral and treatment services for offenders and their families (\$71,700).

* Blair County to implement the Prison Overcrowding/Intervention Project (\$209,061) and to continue to maintain its Drug Offense Analysis Unit (\$26,666).

* Pennsylvania Board of Probation and Parole for continuation of its Statewide Urinalysis Testing Program (\$60,000); to support County Probation/Parole Drug/Alcohol Program Services (\$1,357,000); and to continue the two Intensive Supervision Drug Units in Philadelphia (\$248,000).

* Department of Corrections for continuation of the TASC/SCI Pre/Post Release Project (\$35,000) and to implement a Therapeutic Community at the Muncy Institution (\$435,024).

* Centre County for continuation of its Drug Enforcement Assistance Network (\$27,179).

* SEARCH Group, Inc. for continuation of development of the Pennsylvania Law Enforcement Management Information System (\$150,000).

* Pennsylvania State Police to enhance drug investigation capabilities (\$1,441,000).

* Office of Attorney General to expand drug interdiction efforts (\$525,000) and local drug task force operations (\$1,000,000).



PCCD QUARTERLY

VOL. 5, NO. 4

COMMONWEALTH OF PENNSYLVANIA

WINTER 1990-91

ACTIONS TAKEN TO PROTECT THE DISABLED

CRIME PREVENTION NEEDS

It is generally estimated that over 36 million Americans are severely disabled. In Pennsylvania, a recent study revealed that 320,566 persons between the ages of 16-64 have severe disabilities. Although systematic data is not available, it is becoming increasingly apparent from scattered statistics and anecdotal evidence that victimization against people with disabilities is becoming a significant concern that is being expressed by this segment of the population, as well as many disabled advocacy groups. Despite a perceived increase in victimization, informed experts feel that as much as 80% of all crime committed against the severely disabled goes unreported. This is generally attributed to the specialized needs of disabled victims and the barriers encountered by such victims in receiving services from the criminal justice system. These barriers are described as attitudinal, informational, communicational and architectural and are largely a result of fear, lack of knowledge, or a general misconception about disabilities.

PCCD GETS INVOLVED

The Pennsylvania Commission on Crime and Delinquency, working in concert with several disabled organizations, will attempt to address many of these problems through a public education program that

will be directed toward both the law enforcement and disabled communities. Entitled, "Together We Can Make A Difference," this dual-track training program has as its goals: 1) the development of a training guide on crime prevention and personal safety strategies for use by disabled persons; 2) the development of a comprehensive resource guide for police that addresses how to serve crime victims with disabilities; and 3) the systematic dissemination of these training publications to targeted audiences throughout the state.

The combination of these two training tracks will provide the law enforcement and disabled communities with knowledge and insights that should assist in forming the close working relationship that is necessary in order to cope with crime and to service the special needs of disabled crime victims.

TRAINING GUIDES

The training guide, "A Crime Prevention Handbook for Persons with Disabilities," addresses crime from the perspective of disabled individuals and sets forth a wide range of prevention strategies that are intended to help protect individuals and property from criminal victimization. Contained in this Handbook are precautions

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COMBATTING VICTIMIZATION

By Rosalie Danchanko, Executive Director, Victim Services, Inc., Johnstown

Are persons with disabilities more prone to criminal victimization than other segments of today's society? Increased incidences of rape and other forms of sexual abuse of the physically and mentally impaired support the contention of many Pennsylvanians that they are more vulnerable. Advocacy groups maintain it is vital that this population group be provided access to information and associated training which will enable them to protect themselves more effectively against sexual exploitation, as well as other forms of criminal victimization.

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Pennsylvania Commission on Crime & Delinquency

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PCCD

CRIME PREVENTION NEEDS

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individuals can take to guard against violent crimes, such as rape, robbery, and assault. Also included are measures to reduce opportunities for property loss through criminal activity such as fraud, burglary, and theft. The Handbook can also be utilized by individuals as a guide when planning personal protection strategies. However, it is primarily intended to be used in conjunction with crime prevention training provided by local police, whose knowledge of community crime trends and other local factors permits them to help disabled individuals develop the prevention strategies that are most appropriate for their respective needs.

The resource guide, "A Police Orientation Manual on Citizens With Disabilities," is the text for use by police officers and deals with the relationship between law enforce-

ment personnel and persons who are disabled. It provides an overview of characteristics and ramifications associated with an array of disabilities which are generally described as: mobility impairments, mental retardation, sensory impairments, mental illness, and "hidden" impairments brought on by common neurological and physical conditions which produce a disabling effect upon the individual. Emphasis is placed on the fact that many people with disabilities lead full, productive lives and are entitled to the full range of public services normally afforded the non-disabled population. It is stressed that credibility as a crime victim, or as a witness to crime, is not diminished because of a disability. On the contrary, it frequently means that a special need exists to facilitate the gathering of information, such as the services of an interpreter, or perhaps resorting to written communications.

This text will prepare the police to interact more effectively with disabled persons who may be crime victims, witnesses, or criminal suspects and will serve to develop an awareness on the part of the police of the special needs of the disabled. It is hoped that this will foster a more positive attitude towards this population group. Furthermore, this curriculum dispels many of the myths and stereotypes that pertain to the disabled. The body of knowledge contained in this text can be expected to produce a more informed and sensitive response on the part of police when called upon to service the needs of the disabled community.

It is anticipated that these training materials will be completed by the time this article is published. The plan for delivering this information throughout the Commonwealth is currently evolving and will be ready for implementation in the near future.

COMBATTING VICTIMIZATION

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A public education program for both the disabled and law enforcement communities is being developed by the PCCD. It will address the wide range of issues expressed by the disabled and the concerned advocacy groups. The demand for a program that meets the special needs of the disabled community, while at the same time promoting a positive interaction with the criminal justice system, is clearly evident. Also, of equal importance is the need to provide disability awareness training to the many service providers who routinely come into contact with the physically/mentally impaired in the normal course of their duties.

In Cambria County a program is underway which has as its goals the expansion of cross-training between service providing agencies and the classification of referral procedures between crisis centers and mental health/mental retardation systems. Known as Project C.O.V.E. (CO-OP VICTIM EMPOWERMENT), this program envisions closer cooperation between the various service providers, with primary focus on incidents of rape and sexual exploitation of the handicapped. Training is provided by advocacy groups such as Victim Services, Inc., and addresses clarifying personal values, defining legal rights and rules governing confidentiality, and obtaining assistance through victim service centers. In turn, providers whose primary role is servicing the physically and

mentally impaired provide disability awareness training to the staff and volunteers of victim service agencies. The pilot program, conducted by Victim Services, Inc., Johnstown, in conjunction with the Hiram G. Andrews Center, was successfully completed on November 6, 1990. It is endorsed by the Pennsylvania Coalition Against Rape (PCAR) and Pennsylvania Protection and Advocacy (PPA) and it is anticipated that the program will be implemented on a statewide basis in the near future.

For more information on the Project, write to Rosalie Danchanko, Executive Director, Victim Services, Inc., 334 Southmont Boulevard, Johnstown, Pennsylvania 15905 or telephone (814) 535-2551.

CITIZEN CRIME PREVENTION RECOGNITION AWARDS

On October 12, 1990, the Eighth Annual Citizen Crime Prevention Volunteer Recognition Awards Ceremony was conducted in Harrisburg and was attended by approximately 175 persons from throughout the Commonwealth. Following a morning reception at the Governor's Residence, 25 Pennsylvania citizen volunteers were presented with the 1990 Governor's Award for their outstanding contributions to crime prevention efforts carried out within their respective communities. Mr. James Thomas, Executive Director of the Pennsylvania Commission on Crime and Delinquency, made the opening remarks and introductions. Commissioner Ronald M. Sharpe, Pennsylvania State Police, delivered a crime prevention and anti-drug message, and read a Proclamation on behalf of Governor Robert P. Casey declaring the month of October as Crime Prevention Month in Pennsylvania. Representative Kevin Blaum, Chairman of the Commission on Crime and Delinquency, then made congratulatory remarks and presented the awards for the individual efforts and achievements.

Sponsored by the Pennsylvania Commission on Crime and Delinquency, the Citizen Crime Prevention Volunteer Recognition Awards Program provides the opportunity for local and state police to formally recognize deserving citizens for their voluntary support and participation in local crime reduction efforts. Those persons honored during this annual event are largely responsible for helping to enhance Pennsylvania's reputation as a leading state in crime prevention programming.

The Governor's Award is the most prestigious of three levels of recognition extended to citizen volunteers. Citizens are nominated for the award by local and State Police, and the selection of award recipients is made by police practitioners after review during regional meetings. Each of the Commonwealth's seven state regions is allocated a specific number of awards based upon percentage of state population.

Receiving Governor's Awards at the October Ceremony were:

* **Charles Agresti**, Millcreek Township, Erie County, for his work in helping to organize the Chestnut Hill Neighborhood Watch Program.

* **Sue Luteran**, City of Erie, Erie County, for promoting drug and alcohol abuse prevention training and for founding "Chemically Dependent Teenagers Anonymous."

* **Diana Bridgeman**, Borough of Aspinwall, Allegheny County, for her creation of the child's crime prevention coloring book entitled, "Captain Aspinwall."

* **Karen Luffe**, Wilkins Township, Allegheny County, for her services as Coordinator of the Wilkins Township Crime Prevention Program.

* **Mary Kowalski**, Borough of Lower Burrell, Westmoreland County, for her many contributions to the local crime prevention effort and for helping to stimulate community interest and participation.

* **Mary Burke**, Richland Township, Allegheny County, in recognition of her work as Secretary and Board member for the Richland Township Crime Watch Program.

* **Martha Byrne**, Findlay Township, Allegheny County, for her significant contributions as

Chairperson of the Findlay Township Crime Watch Program.

* **Sally Kennedy**, Borough of Oakmont, Allegheny County, for her role as Chairperson of the Riverview Chemical Peoples Task Force and her work with teenagers in promoting drug and alcohol abuse education.

* **Ronald Woodring**, Borough of Duncansville, Blair County, for conducting citizen patrols and presenting crime reduction programs before civic organizations and church groups.

* **Mary Ann Oravis**, Adams Township, Cambria County, for her work as Coordinator of the McGruff Crime Prevention Program within the Forest Hills School District.

* **Calvin Duncan and Carlos Graupera**, City of Lancaster, Lancaster County, as co-founders of Demonstrators Against Drug Dealers (DADD), an anti-drug movement that is credited with helping the police remove 70 drug dealers from Lancaster streets.

* **Ben Johnson**, City of Harrisburg, Dauphin County, for his many contributions to the drug prevention effort while serving as Coordinator of the 5th Street Neighborhood Watch.

* **Margaret Ann Kortze**, Upper Allen Township, Cumberland County, for her role as a member of the Community Task Force and her work with teenagers in promoting drug and alcohol abuse prevention.

* **Mary Jane Duncan**, Charlestown Township, Chester County, for her recruitment efforts and for organizing an effective patrol program while a member of the Charlestown Town Watch.

* **Frederick DeVries**, Pennsbury Township, Delaware County, for his

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NEW CRIME FIGHTING TOOL

At a December 3, 1990 press conference held at the Bellevue Borough Police Department in Pittsburgh, Pennsylvania, PCCD announced the availability of a new computer system to assist the Commonwealth's police departments to more effectively manage information and become more effective in combatting and controlling crime.

In an attempt to bolster the efficiency and effectiveness of information processing, law enforcement agencies throughout the country are increasingly turning to technology and converting manual procedures into automated information systems. The significant pace of innovation in the microcomputer industry has produced desktop microcomputer equipment which now provides small and medium-sized agencies, once limited to manually processing forms, with the capability of quickly processing significant volumes of information. This readily available information will greatly enhance the agencies' operational effectiveness and enable them to systematically and efficiently conduct numerous administrative and management tasks.

Small and medium-sized police departments throughout the Commonwealth are today predominantly non-automated. Although many departments are entering the early stages of automation, few have sufficient experience in determining their needs, assessing the adequacy of the software and hardware that is presently available, or selecting systems that will effectively address their varied responsibilities. In a survey to determine the extent of automation in Pennsylvania police departments conducted in 1989, it was found that less than one-fourth

of the approximately 800 departments responding had their own computer information systems. Less than 15% of the Commonwealth's smaller departments have their own systems.

In order to provide assistance to departments seeking to automate their records management systems, PCCD funded SEARCH Group, Inc. to develop the public domain microcomputer-based police management system which was announced at the Bellevue press conference. The system, known as the Pennsylvania Law Enforcement Information System (PA-LEMIS) encompasses the principal administrative and management responsibilities typically facing police departments throughout the state.

The system was developed with the guidance and direction of a Project Advisory Committee (PAC) comprised of state and local law enforcement officials and computer experts. The PAC also included five police departments within the state which participated as test sites for evaluating and testing the system in an operational setting as it was developed. The test sites were Beaver Police Department; Bellevue Police Department; Highspire Police Department; Lemoyne Police Department; and Lower Allen Township Police Department.

PA-LEMIS is now complete, tested and ready for implementation. Over the next year, PCCD will: 1) disseminate the software and system documentation to interested Pennsylvania police departments; 2) provide technical assistance to departments using the system; and 3) provide training seminars designed to teach the proper

installation and operation of the system.

PA-LEMIS automates the basic field reporting/case management and administrative functions of small to medium-sized departments. The system runs on various microcomputers and has been developed entirely under the dBASE IV database management system. The system is tailored to the specific needs of Pennsylvania departments and incorporates various coding and reporting features unique to the state. System functions include incident reporting, name and vehicle searches, municipal tickets, wants/warrants, traffic citations, accidents and personnel. Special features include password security, complete audit trail, menu-driven and automatic edit-checking. The system is being distributed as a public domain package under the auspices of PCCD.

PA-LEMIS is comprised of nine modules or functions which represent the basic recordkeeping and informational processing needs of police departments:

SEARCH MODULE - Allows for a master name or vehicle search of the entire data base and finds all references of the subject of the search that are in the system. Allows for exact, partial, or sound-alike searches.

INCIDENT MODULE - Captures all incident-related data including offense, suspect, arrest, persons involved, victim relationships, vehicle and narrative.

COMPLAINT MODULE - Keeps track of calls for service, does

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POLICE RECEIVE DRUG PREVENTION EDUCATION TRAINING

In December 1989, the Governor's Drug Policy Council (DPC) requested that the Pennsylvania Commission on Crime and Delinquency (PCCD) facilitate and oversee a statewide initiative that would provide drug and alcohol abuse prevention education training to interested law enforcement agencies throughout Pennsylvania. Included within this effort would be the nationally recognized Drug Abuse Resistance Education (DARE) Program and the Partners in Prevention (PIP) Seminar developed by Villanova University under contract with the Pennsylvania Department of Education and PCCD. As a result, during 1990, two 80-hour DARE Officer Training sessions and a 40-hour DARE Mentor Officer course were presented. In addition, regional sessions of the Partners in Prevention course were conducted in Reading, Wilkes-Barre and Pittsburgh.

DARE

PCCD's coordination with local police agencies resulted in more than 60 law enforcement officers successfully completing DARE Officer Training courses during 1990. Thirty-four (34) individuals representing 22 law enforcement agencies from eastern Pennsylvania participated. Instruction was provided by staff of the Los Angeles Police Department's DARE Unit. Among the school districts which are benefitting from this program are 12 districts designated under the state's PENNFREE program, including all four of the schools in Schuylkill County.

In September, the Pittsburgh Bureau of Police, PCCD and the Allegheny County District Attorney's Office jointly conducted a two-week DARE Officer Training course for law enforcement agencies in the western region of the state. Training was conducted from September 10-21 for 28 officers representing 24 police departments. Instructors for this session included experienced DARE officers from the Allentown and Pittsburgh departments who were qualified to function as Mentor/Trainers. Among the school districts benefitting from this training are six PENNFREE districts, including five from Allegheny County.

MENTOR TRAINING

Recognizing that interest in the DARE program continues to grow, PCCD and the DPC co-sponsored a DARE Mentor Officer Training seminar during June 1990. This intense one-week seminar provided participants with classroom and practicum experience in functioning as DARE Mentor/Trainers. Mentor/Trainers instruct new officers in the DARE curriculum, demonstrate various classroom lessons and observe/critique student officers as they practice their classroom presentations. Sixteen (16) officers from ten law enforcement agencies from throughout the state successfully completed this rigorous training program. The DARE Officer Training courses conducted in Philadelphia and Pittsburgh in 1990 were mentored by graduates of this program.

DARE EXPANDS

Statewide, the DARE Program

continues to expand. Currently, nearly 200 law enforcement officers are trained. These individuals represent 100 local police agencies, three sheriffs' offices and the State Police. Eighty-nine (89) public school districts are served by these agencies, with 33 being part of the PENNFREE Program. At the present time, 33 of 85 local law enforcement agencies with 25 or more full-time sworn personnel have a DARE officer on staff.

PARTNERS IN PREVENTION

In addition to DARE training, PCCD offered the Partners in Prevention seminar during November and December 1990. This two-day seminar, presented by trainers from Villanova's Human Organization Science Institute, focused on how best to work with education officials in establishing local school-based drug and alcohol abuse prevention programs. The seminar reviewed the wide variety of prevention programs that are available and provided officers with practical tips for making effective classroom presentations to children in elementary grades. Regional seminars were conducted in Reading on November 29-30, in Wilkes-Barre on December 13-14, and in Pittsburgh on December 17-18.

For information concerning future presentations of either the DARE or Partners in Prevention programs, interested departments should contact PCCD's Bureau of Crime Prevention, Training and Technical Assistance at (717) 787-1777 or toll-free at (800) 692-7292.

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CRIME PREVENTION AWARDS

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fund-raising campaigns, recruitment efforts, and numerous other contributions while serving as President of the Pennsbury Town Watch.

* **David Rondinelli**, Abington Township, Montgomery County, as Vice-Chairman of the Abington Township Town Watch Council, overseeing seven Town Watch Programs, and for organizing Abington's "Junior Town Watch."

* **Phyllis Fiedler**, Tredyffrin Township, Chester County, for her many contributions to the Stafford Town Watch and her role in generating the Town Watch Newsletter, which reaches over 900 members.

* **Eugene Sidoroff**, City of

Allentown, Lehigh County, for his creative approach in tracking drug arrests and nuisance crimes, and providing local police with statistical data having impact upon police deployment practices.

* **Herbert Gray**, City of Scranton, Lackawanna County, for refurbishing the Headquarters of the West Side Neighborhood Watch, and for his many contributions as a fund raiser and a photographer.

* **Donna Lee Celuck**, Taylor Borough, Lackawanna County, for implementing the "Just Say No To Drugs" Program in the local elementary school and for establishing McGruff Safe Houses in her community.

* **Susan Levering**, Hanover Township, Northampton County, as organizer and leader in the

Brentwood Estates Neighborhood Crime Watch, and for supporting drug and alcohol prevention education.

* **Rose H. Payne**, City of Philadelphia, for her public stand against crime and her work with the local Anti-Drug Coalition in helping to clear the 20th and Tasker Streets area of drug gangs.

* **Mark Hartsfield**, City of Philadelphia, for his work as Coordinator of the West Mount Airy Town Watch and for helping to organize the West Mount Airy Council which oversees 60 Town Watch groups.

* **Joan Moore**, City of Philadelphia, for her many contributions as a member of the Advisory Board for the 26th Police District and as founder of the Lehigh Avenue Town Watch.

CRIME FIGHTING TOOL

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time analysis, and provides for complaint record search by complaint.

CITATION MODULE - Keeps track of traffic and non-traffic citations issued by the departments.

TICKET MODULE - Keeps track of parking and meter tickets issued.

WARRANT MODULE - Contains information about all active warrants.

PERSONNEL MODULE - Automates employee recordkeeping functions and provides information on officer involvement in incidents.

UTILITIES MODULE - Assists the system administrator to install and maintain the system.

UCR MODULE - Produces required aggregate UCR statistics and meets

national incident-based reporting requirements.

The special system features of PA-LEMIS include:

- * security through passwords
- * audit trail of system activity
- * menu driven
- * data edit checking
- * single or multi-user
- * full development under a database management system
- * screen prompts
- * calculates response time
- * master name/vehicle/business indexes
- * UCR and NIBR records
- * incident supervisory review

PCCD considers PA-LEMIS to be the most cost-effective police records management software available today. For the price of \$595, a police department will receive: 1) the PA-LEMIS program software and one copy of the User's Manual; 2) a week of hands-on training on the system and related

computer concepts necessary to run the system; 3) three hours of telephone support and technical assistance to address questions that may arise in using the system; and 4) participation in a PA-LEMIS users group and receipt of all program updates and upgrades.

PCCD has contracted with SEARCH to support and enhance PA-LEMIS through 1991. Future enhancements will be made available to PA-LEMIS users. For example, a geographic information system module is currently being developed by Carnegie-Mellon University and will be available in summer 1991. This will be a public domain package consisting of computer-aided dispatch, beat/patrol zone districting, and pin mapping.

To find out more about PA-LEMIS, or to obtain a copy of the system, contact Phillip Renninger, PCCD's Director of the Bureau of Statistics and Policy Research, at (717) 787-5152 or toll-free at (800) 692-7292.

DRUG AND ALCOHOL PREVENTION SEMINARS

Beginning in December 1990 and continuing through March 1991, the Pennsylvania Commission on Crime and Delinquency is sponsoring a number of one-day drug and alcohol prevention seminars throughout the state. These seminars provide the law enforcement community with a comprehensive overview of drug prevention strategies being carried out in Pennsylvania and serve to strengthen the partnerships between state and local officials who are involved in the drug prevention effort. The morning agenda focuses on substance abuse issues and is conducted in concert with the Governor's Drug Policy Council, the Department of Education, and the Department of Health. Seminars feature speakers who define the impact of substance abuse on society from the perspective of their state agencies and describe what education and prevention measures have been undertaken by their respective agencies to support the war on drugs in Pennsylvania. The afternoon agendas focus on crime prevention issues and strategies and are facilitated by PCCD staff members.

Police agencies attending these seminars are provided with a Resource Guide intended for use by law enforcement personnel engaged in drug abuse prevention and education. Developed by the National Crime Prevention Council and entitled, "Challenges and Opportunities in Drug Prevention," this comprehensive Guide will prove a valuable aid to police officers from both large and small agencies who deal with drug prevention and education in the home, the schools, the workplace, and the community. The body

of knowledge contained in this publication will assist both new and experienced practitioners in: understanding drugs and their symptoms; answering the most frequently asked questions about alcohol and other drugs; developing platform skills, such as preparing and delivering the right speech in the right way; confronting denial and establishing trust within the community; and developing methods for working with individuals and groups at special risk. Police officers will find this publication to be informative and a valuable tool in helping to initiate new, or supplement existing, drug abuse education programs within their jurisdictions. An integral part of seminar presentations is a component that addresses how to get the most from the information contained in the NCPC Resource Guide.

Information contained in seminar curriculums is intended to reach representatives of state, county and local law enforcement agencies. Targeted audiences include state and local police executives, sheriffs, district attorneys, university/college campus practitioners, crime prevention officers and drug education personnel. Invitations, along with registration forms indicating the time, date and location of seminars, are mailed about 30 days prior to the seminar being held.

Persons wishing to obtain additional information pertaining to seminar activities and scheduling may do so by contacting PCCD's Bureau of Crime Prevention, Training and Technical Assistance at (717) 787-1777 or toll-free at (800) 692-7292.

DRUG ENFORCEMENT AGREEMENT

Governor Robert P. Casey and Attorney General Ernest D. Preate, Jr. signed an agreement on December 10, 1990 strengthening the cooperative efforts of the State Police and the Attorney General's Office in fighting illegal drug trafficking in Pennsylvania. The agreement was also signed by State Police Commissioner Ronald M. Sharpe and Executive Deputy Attorney General Joseph C. Peters, Director of the Office of the Attorney General's Drug Law Division.

The agreement sets forth guidelines for the administration and conduct of joint drug investigations, particularly those carried out by anti-drug strike force and task force units composed of personnel from both state agencies. It covers such matters as office location and staffing, equipment and expenses, investigative operational funding, asset forfeiture sharing, regional attorneys' duties, interdiction and dispute resolution.

Many of the agreement's provisions formalize and strengthen cooperative law enforcement efforts pursued by the two agencies since 1981 when the attorney general ceased to be an appointee of the governor and became an independently elected official.

Governor Casey stated that the agreement will insure that the Commonwealth's law enforcement efforts are coordinated for maximum effectiveness. The Attorney General indicated that it will better enable

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RECENT PCCD GRANTS

At their December 11, 1990 meeting, the PCCD Commissioners approved grants totalling \$2,260,731 in federal funds.

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT

Two grants totalling \$130,137 were awarded to:

* Venango County for continuation of its "Intensive/Aftercare Project" (\$12,000).

* Youth Services, Inc. for continuation of its special curfew violation program (\$118,137).

DRUG CONTROL AND SYSTEM IMPROVEMENT PROGRAM

The Commission also awarded eight grants totalling \$2,112,379 to:

* Department of Corrections to establish a "Motivational Boot Camp" (\$1,210,976).

* City of Philadelphia for continuation of its "Drug Abuse Program" (\$535,977); and its "Pretrial Services Special Release and Monitoring Program" (\$77,746).

* Berks County to continue Phase II of its comprehensive drug offenders/abusers program (\$116,680).

* Lehigh County for continuation of its "Women's Community Corrections Center" (\$121,796).

* Luzerne County for continuation of its "Court Advocate Program Enhancement" (\$16,000).

* York County for continuation of its "Drug Offender Supervision and Jail Treatment Administration Program" (\$68,500).

VICTIMS OF CRIME ACT

The Commission approved \$18,215 in federal Victims of Crime Act (VOCA) assistance for an eight-month period to North Central Victim Services in Philadelphia.

STATE VICTIM SERVICES FUNDS

The Commission approved state victim/witness funds for the following counties:

Adams (\$8,095); Allegheny (\$122,498); Armstrong (\$7,532); Beaver (\$15,708); Bedford (\$6,000); Berks (\$25,696); Blair (\$14,400); Bradford (\$6,000); Bucks (\$39,209); Butler (\$14,400); Cambria (\$14,503); Cameron (\$6,000); Centre (\$14,400); Chester (\$31,613); Clarion (\$6,000); Clearfield (\$8,000); Clinton (\$6,000); Columbia (\$6,000); Crawford (\$9,555); Cumberland (\$15,710); Dauphin (\$38,035); Delaware (\$50,001); Elk (\$6,000); Erie (\$24,386); Fayette (\$14,400); Franklin (\$12,193); Greene (\$6,000); Indiana (\$7,693); Jefferson (\$6,000); Lackawanna (\$16,618); Lancaster (\$31,498); Lawrence (\$11,497); Lebanon (\$11,229); Lehigh (\$23,004); Luzerne (\$25,737); Lycoming (\$14,400); Mercer (\$11,742); Mifflin (\$6,000); Monroe (\$8,122); Montgomery (\$56,693); Montour (\$3,000); Northampton (\$18,679); Northumberland (\$8,907); Philadelphia (\$130,808); Schuylkill (\$12,270); Snyder (\$6,000); Somerset (\$8,820); Sullivan (\$6,000); Tioga (\$6,000); Union (\$6,000); Venango (\$8,111); Warren (\$6,000); Washington (\$15,976); Wayne (\$6,000); Westmoreland (\$31,837); Wyoming (\$6,000); York (\$33,199).

AGREEMENT

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his office and the State Police to work cooperatively, pool resources, and reduce the chances of misunderstandings and interagency disputes. He also hopes that the agreement will serve as a model for local law enforcement agencies.

PROVISIONS

The agreement provides for:

* Specific guidelines for the allocation of money, vehicles and other contraband confiscated in drug investigations in accordance with the degree of each agency's involvement.

* Functions and responsibilities of the two agencies in the nine regional strike forces and the 42 municipal task force operations, which include local police personnel.

* Strike force attorneys from the Attorney General's Office's prosecution section to be available 24 hours a day to consult with and advise State Police troopers and narcotics agents, who work for the Attorney General's Office.

* A process for resolving disputes between the two agencies which ultimately could involve the intercession of the State Police Commissioner and the Attorney General.

The two agencies also agreed to develop a uniform system for the exchange of drug intelligence information, a mutual reporting system, a uniform informant management system and uniform statistical reporting procedures.