

STAFF STUDY

SUBJECT: Role of the GJC Regional Staff vs. Council Planners in
the preparation of Sub Grant Applications

1. PROBLEM: Regional Council Planners are devoting an excessive amount of time on the preparation of sub grant applications.
2. ASSUMPTIONS:
 - a. The primary responsibility of Regional Council Planners is plan development.
 - b. By having to devote time to sub-grant applications, Regional Council Planners are utilizing time for other purposes that should be used for the planning process.
 - c. By freeing planners of sub grant activities, they will have more time to spend on plan development.
3. FACTS BEARING ON THE PROBLEM:
 - a. Some degree of technical expertise is required in the development of sub grant applications. In some, if not all, instances, the Council Planning Staffs possess more technical criminal justice expertise than the Regional GJC Staff Field Reps.
 - b. Positions on Regional Planning Staffs often pay a higher salary than the comparable position on the Regional GJC Staff.
 - c. The "political benefits" aspect of sub grant awards will make some Regional Council members reluctant to release their hold on the sub grant program. Although by definition they are PLANNING councils, they feel that this is the "real role" they should be handling.
 - d. Although the purpose of this paper is to relieve the Council Planners of duties pertaining to sub grant applications, it is by no means designed to take them completely out of the picture. It should be recognized that they must still continue to take part in a review of sub grant applications to assure compliance with the plans they have developed and to give them background material for future planning.
4. DISCUSSION:
 - a. To really perform his work properly and to assist local agencies in the preparation of sub grant applications, the Regional Office Rep must have some knowledge of the technical aspects involved in the application.

b. Additionally, he must be thoroughly familiar with the current policies of the GJC pertaining to the area of endeavor covered by the application.

c. There is evidence that the GJC Field Reps are limited in their technical expertise in criminal justice and that there is no indication of any positive action on the part of the individuals or this agency to correct this deficiency.

d. Since Field Reps are currently limited to the Planner II (\$10,954 to \$13,979 currently) level, it is difficult to attract persons with the type of experience and expertise we need in Field Rep positions.

e. Since Regional Council Planning staffs are not subject to the same grade/salary limitations, some members of the GJC staff have found it beneficial to resign from the state payroll and join the Council planning staff.

g. The development of technical and administrative capability is a two-sided problem:

(1) Attracting people with the proper experience and background in education and judgement through an active recruiting program backed by substantial enducements.

(2) A continuing, all level, training and information program to assure that all personnel are kept abreast of Commission ~~policy and procedural developments~~ as well as the latest technology in the criminal justice field.

h. A further detriment to attracting the desired level of personnel is the fact that there is little or no evidence indicating an opportunity for advancement for anyone joining a Regional Staff as a Field Rep.

i. Though we are currently promoting a criminal justice standards program for other agencies with the inclusion of knowledge improvement incentives, no such program exists for this agency.

j. A considerable amount of technical knowledge can be gained solely through actual exposure to experienced persons in the varying areas of criminal justice. Therefore, much such expertise can be gained by Field Reps in their day to day work provided they are getting out and talking to such people. Granted, much of this must be weighed carefully to eliminate some or at least thoroughly evaluate and determine what is universally useable and what is purely parochial and therefore of limited use.

k. Although regular conferences/meetings are held with Regional Directors, very few state wide conferences include Field Reps. This tends to make these persons feel like "orphans" and does nothing to promote a "we're on the same team" concept which we desire. Conversely, it is true that Field Reps should be primarily oriented toward their

Region's needs, but an occasional conference for the interchange of problems and ideas is desirable.

1. There is a strong indication of a measure of distrust and disrespect (in some instances outright animosity) existing between the Regional and Central Staffs. Additionally, there seems to be instances of communication breakdown between Council Planners and Regional GJC Staffs in some regions. Such an atmosphere is detrimental to efficiency. Possibly, much of this is due to a mutual lack of understanding, but some is due to the lack of clear definition of separate roles and responsibilities.

m. With the aim toward continually improving the planning input and resultant improvement in comprehensive plans, the fact that Council Planners need more time to devote to "pure" planning development becomes of increasing importance. Any additional work, such as the technical assistance and administrative aspects of sub grant application to which they must devote their time makes the planning task more difficult. Planners should only be involved in the sub grant procedure to the extent of brief review to assure compliance and compatibility with the plan.

5. CONCLUSIONS:

a. Council Planners are applying time which should be devoted to their planning job to the processing of matters pertaining to sub grant applications.

b. Were planners relieved of all but the review responsibility of sub grants, they would have more time to devote to plan development and a better planning cycle and Comprehensive Plan would be the result.

c. Some action must be taken to relieve Council Planners of technical and administrative responsibilities of the sub grant application procedures.

d. Paragraph c. above must be coupled with a well organized, strong promotional program to assure the Regional Councils that we are not "robbing them of one of their prerogatives" and that they will be kept informed and still take part in the grant award procedure.

6. ACTION RECOMMENDED:

a. That the memorandum at Tab "A" be approved, signed and dispatched to all Regional Directors.

b. That a letter be prepared for the signature of the Commission Chairman explaining the action in consonance with Conclusion d above.

c. That a study be made, and that orientation and training programs as necessary be developed and presented to Field Reps.

d. That a study be made into the feasibility of improving the attractiveness of the Field Rep position, and that whatever action possible be taken to do so.

e. That the Executive Director appoint a committee to accomplish the above studies, and that the committee be chaired by the Executive Assistant with the personnel of the Policy and Procedures Unit, which is charged with agency staff development, as the other members.

TRAINING

Three (3) conferences were held for all Staff involved in Planning operations - both in the Regions and the Central office:

- June, 1971 - Hershey
- August, 1971 - Harrisburg
- December, 1971 - Hershey

These conferences stressed both the techniques of criminal justice planning and the requirements of the 1972 Comprehensive Plan of the Governor's Justice Commission.

In August, 1972, an Agency wide conference was held in Harrisburg for all staff. It dealt with problems of evaluation, planning and implementation and was geared toward improving planning efforts at the local level.

Two (2) conferences were held in August and September, 1972 which dealt with the re-organization of the Planning Bureau in Harrisburg and requirements and guidelines for the 1973 Comprehensive Plan.

In October, 1971, a conference was held in Pittsburgh for all representatives of the Commission; GJC members, Regional Planning Council members and agency staff. It stressed priorities for the Agency and was geared to improve communications between the various operating levels of the Commission.

In addition, Operations staff were instrumental in coordinating Pennsylvania's participation in the National Conference on Criminal Justice Standards and Goals held in Washington, January 1973.

PERSONNEL

The Operations staff was instrumental in recruiting over 40 new staff members for the Agency. This includes both new positions and replacement staff. Included in this total are 8 minority staff members (one of which is the first minority Regional Director) and 6 women for professional positions.

PLANNING

The Planning Bureau in Harrisburg was restructured in July of 1972 from a programmatic order to a functional one. This has led to a more orderly flow of applications and to the timely completion of the Comprehensive Plan (for the first time).

Two LEAA State Planning Grants were submitted. (These grants bring the Agency's planning money into Pa.). Also, planning grants for urban areas were submitted for the first time to provide for increased planning capabilities for metropolitan areas.

The GAO Audit report on the Governor's Justice Commission was completed in 1972 and it commended the agency on the following points:

1. The "marked maturity" of our planning process.
2. The strength of our Regional Planning Councils.
3. The value of Regional Planning units for assisting local government in criminal justice planning.

The Operations staff was instrumental in developing the concept of Regional Planning Units and in recruiting staff for them.

The staff also works closely with Regional Planning Councils and coordinates the quarterly meeting of the Regional Chairman.

Operations was also responsible for developing and implementing the new "Safe Streets Cities" program which provides direct assistance to major urban centers for projects designed to reduce street crime. The staff worked closely with the GJC Allocation Committee in getting the program passed.

OTHER RESPONSIBILITIES

Operations personnel are responsible for coordinating the Law Enforcement Education Program (LEEP) which provides funds for law enforcement personnel to obtain college degrees. Staff is also working with the Dept. of Education to develop a model curriculum for Criminal Justice Education for colleges & universities.

Operations staff has been recommending for two years the development of an awards binder to assist local government in the development and administration of subgrants. Steps have only now been taken (Feb., 1973) to do this.

Operations staff have been calling for the implementation of recommendations contained in the Pennsylvania Office of Administration desk audit completed in March 1971. This report called for the upgrading of approximately 15% of all agency positions and an analysis of several others. To date, very little has been done on this point.

Operations personnel have been recommending that the Uniform Crime Reporting program (UCR) be transferred to the Pa. State Police (who concur with this plan). This was also endorsed by a review team from LEAA in Washington. To date, this has been endorsed by the Agency but not done.

Operations staff was also instrumental in the development of the Sennett Resolution. This plan provides for the reallocation of funds to those areas of the State which have demonstrated the capability of doing effective planning and implementation of federal funds. Staff assisted in developing priorities and guidelines for the resolution.

Overall, the Operations area of the Agency received favorable review in the audit of the Agency done by the GAO which praised Pennsylvanias system of planning for federal funds.



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GOVERNOR'S JUSTICE COMMISSION
DEPARTMENT OF JUSTICE
COMMONWEALTH OF PENNSYLVANIA

Milton J. Shapp
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Israel Packel
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October 15, 1973

TO: REGIONAL DIRECTORS
GOVERNOR'S JUSTICE COMMISSION

FROM: E. DREXEL GODFREY, JR.
EXECUTIVE DIRECTOR *EDG*
GOVERNOR'S JUSTICE COMMISSION

Enclosed is a copy of the new Executive Order concerning the Governor's Justice Commission.

I am sending separately a copy to each chairman with the suggestion that you will assist him in providing copies to the council members in your region.

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Commonwealth of Pennsylvania
GOVERNOR'S OFFICE
EXECUTIVE ORDER

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SUBJECT		NUMBER
Governor's Justice Commission		1973-13
DATE	DISTRIBUTION	BY DIRECTION OF
October 11, 1973	B	<i>Milton J. Shapiro</i> Milton J. Shapiro, Governor

By Executive Order dated March 5, 1971, the Governor's Justice Commission has been carrying out functions under the Omnibus Crime Control and Safe Streets Act of 1968, as amended, and the Juvenile Delinquency Prevention and Control Act of 1968, as amended.

In further commitment of myself and my administration to strengthen the fight against crime and the efforts to improve the criminal justice system in Pennsylvania, I desire to improve the ability of the Governor's Justice Commission to carry out its programs and to achieve its goals.

THEREFORE, BY VIRTUE OF THE AUTHORITY VESTED IN ME AS GOVERNOR OF THE COMMONWEALTH OF PENNSYLVANIA, IT IS ORDERED AND DIRECTED AS FOLLOWS:

1. **CONTINUATION OF GOVERNOR'S JUSTICE COMMISSION.** The Governor's Justice Commission (GJC) is hereby continued under the jurisdiction of the Governor as the ~~State Planning Agency for the Purposes of the Omnibus Crime Control and Safe Streets Act of 1968, as amended by the Crime Control Act of 1973.~~

2. **LOCATION AND MEMBERS.**

- a. GJC shall be in the Department of Justice.
- b. GJC shall be composed as follows:

(1) the Attorney General, who shall serve as Chairman;

(2) at least six, but not more than twelve, other members appointed by the Governor as representatives of law enforcement and criminal justice agencies, units of general local government, and public agencies maintaining programs to reduce and control crime, and representatives of citizen, professional and community organizations;

(3) members, other than those appointed hereunder for one, two and three year terms shall serve three year terms unless terminated by the Governor;

(4) a majority of the members shall constitute a quorum and a vote of the majority of the members present shall be sufficient for all actions; and

(5) three consecutive unexcused absences from regular meetings shall be reported to the Governor by the Chairman.

3. FUNCTIONS.

a. GJC shall carry out its functions as the State Planning Agency for the purposes of the Omnibus Crime Control and Safe Streets Act, as amended, and including without limitation:

(1) preparation, development and revision of comprehensive state-wide plans for the improvement of law enforcement and criminal justice throughout the State;

(2) definition, development and correlation of programs and projects and establishment of priorities for improvement in law enforcement and criminal justice throughout the State;

(3) reviewing such fund accounting, audit, monitoring and evaluation procedures as may be necessary to assure fiscal control, proper management, and disbursement of funds;

(4) coordination of the State's law enforcement and criminal justice plan with other federally-supported programs relating to or having an impact on law enforcement and criminal justice;

(5) collecting, analyzing and interpreting statistics and other data relevant to law enforcement and criminal justice in the State; and

(6) recommending the enactment of legislation to reduce crime and juvenile delinquency and to improve law enforcement and criminal justice.

4. **EXECUTIVE DEPARTMENTS AND AGENCIES.** The Chairman shall have authority to call upon the department heads of State government and State agencies for such assistance as is needed to carry out the functions of the GJC.

5. **COMPENSATION, PERSONNEL AND FINANCE.**

a. Members of the GJC who are not Commonwealth officers or employees shall be paid \$50.00 a day for attendance at any official meeting.

b. GJC shall delegate supervision of the administration of its activities to the Executive Director and such other employees as the Chairman may appoint. All employees shall possess adequate qualifications and competence which shall be determined by the Civil Service Commission. Prior criminal convictions or past drug or alcohol abuse shall not be a bar to such employment. Responsibilities of the GJC may be delegated to the Executive Director or other persons designated as staff members. The Executive Director may, with the approval of the Chairman, employ professional personnel or consultants necessary in coordinating the formulation, implementation and evaluation of the State Comprehensive Plan for Law Enforcement and Criminal Justice and in carrying out GJC's responsibilities under the Omnibus Crime Control and Safe Streets Act of 1968, as amended.

c. Reasonable expenses incurred by members, the Executive Director and other employees of GJC shall be allowed and paid on the presentation of itemized vouchers therefor and approved in the same manner and procedure as for employees of the Department of Justice.

6. REGIONAL PLANNING COUNCILS.

a. Each of the Regional Planning Councils shall be composed as follows:

- (1) members, including the Chairman, shall be appointed by the Governor;
- (2) members shall be selected to represent the interests of law enforcement, judiciary, corrections, prosecution, defense, health and welfare planning bodies, private enforcement or corrections agencies and citizens, and local elected officials selected in conformity with law;
- (3) the number of members shall not be less than twenty four;
- (4) members, other than those appointed hereunder for one and two year terms, shall serve two year terms unless terminated by the Governor or terminated, in the case of an elected or appointed public officer, by the end of such service; and
- (5) three consecutive absences without a good excuse by a member from regular meetings shall be reported to the Governor by the Chairman.

b. The Regional Planning Councils shall assist GJC by developing and adopting comprehensive law enforcement and criminal justice plans based upon their evaluation of local and regional problems of law enforcement and criminal justice; by reviewing comprehensive plans developed by units of general local government; and by recommending to GJC the funding of programs or projects consistent with the State Comprehensive Plan and conducive to local and regional law enforcement and criminal justice needs.

c. All recommendations for the approval of applications for subgrants shall be promptly forwarded to GJC and likewise as to recommendations of disapproval unless such disapproval calls for the submission of additional supporting material.

7. PUBLIC MEETINGS.

a. All meetings of the GJC and of Regional Planning Councils shall be open to the public when any final action is taken respecting:

- (1) approval of the Comprehensive State Plan (or regional components thereof);
- (2) applications for an award of LEAA funds; or
- (3) any geographic or jurisdictional allocation of funds.

8. RESCISSION. Executive Order of March 5, 1971, subject: Governor's Justice Commission, is rescinded.