

M. Jynowski

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*approved
6-3-74*

GOVERNOR'S JUSTICE COMMISSION

POLICY STATEMENT 74-3 (PROPOSED)

Subject: Funding of Local Police Agencies

Since the inception of the Governor's Justice Commission, one of the Commission's foremost priorities, in its dedication to strengthen the quality of police services, has been to encourage coordination and cooperation among Pennsylvania's local police agencies. Similarly, the National Advisory Commission on Criminal Justice Standards and Goals recommends that "every local government should take whatever actions are necessary to provide police services through mutual agreement or joint participation where such services can be provided most effectively." Since 1970, each Governor's Justice Commission Comprehensive Plan has contained a similar recommendation but has identified more specific objectives and has detailed plans for promoting greater police effectiveness.

Latest estimates reveal that there are more than 1,200 local governments maintaining separate police departments throughout the State. Fewer than 800 of these police agencies provide full-time service, leaving a balance of some 400 local policing entities providing areas of the state with less than adequate police service. These statistics reflect an obvious over abundance of police departments and expose the need for promoting cooperative arrangements to increase general police effectiveness. A further consideration has been, that if Commission funding is not governed by priorities and if limited federal monies are spread too thinly across the Commonwealth, police departments operating in high crime areas would not be allocated sufficient funds to deal with serious crime problems.

The Commission recognizes that the crime rate of a particular area may be so low as not to justify the existence of a full-time personnel complement. In some cases the unit of local government may not enjoy the financial resources necessary for providing its citizenry full-time police protection. The Commission sympathizes with these policing situations and appreciates the efforts of local governing bodies to provide a measure of protection for their taxpayers.

However, too often a local unit of government will seek to improve services with the mere addition of more personnel or equipment without regard to the quality of services provided.

Given the Governor's Justice Commission's concern for improving the quality of police services in Pennsylvania, it chooses to consider only those police improvement projects which adhere to minimum standards of professionalism in the provision of police services, while continuing to encourage coordination and cooperation between law enforcement agencies. Therefore, it is the formal policy of the Governor's Justice Commission to limit funding to police departments which comply with the following guidelines:

1. Established and organized by direction and regulation of a general unit of local government.
2. Operating and responding on a 24-hour per day, 7-day per week basis, without resort to placing men "on call" to achieve 24-hour coverage.
3. All of the members of such a police department must be sworn officers and on a local government payroll.
4. Shall be uniformed and fully equipped by the local government.
5. All police personnel utilized shall have received a minimum of municipal police officer training consisting of completion of the State Police Municipal Police Officers Basic Training Course or equivalent municipal police academy curriculum prior to sworn, armed service. Funds may be made available from the Governor's Justice Commission to pay the cost of this training.
6. The highest priority will be given to those applications from local police agencies for the coordination and/or consolidation of services with neighboring jurisdictions.

The adoption of this policy statement repeals and cancels Policy Statement 72-1, adopted February 6, 1973, entitled "Definition of a Full-time Police Department."

This policy is effective June 3, 1974.

Israel Packel

Rev. May 6, 1974

GOVERNOR'S JUSTICE COMMISSION

POLICY STATEMENT 74-4 (PROPOSED)

Subject: Purpose and Review of State Discretionary and Federal Discretionary Grants Under the Crime Control Act of 1973

I. Definitions.

A. "State Discretionary Grants" are awards made from that portion of Pennsylvania's Action Block Grant which are not mandated for units of general local government. Current Governor's Justice Commission allocations make 80% of the Action Block Grant available to units of general local government. The "State Discretionary Grants" therefore, constitute the remaining 20% of Pennsylvania's total Action Block Allocation.

B. "Unit of General Local Government" means any city, county, township, borough, parish, village or other general purpose political subdivision of a state...."

C. "Federal Discretionary Grants" are awards made from LEAA to state and/or local units of government for programs consistent with identified federal goals, objectives and priorities. However, "Federal Discretionary Grants" cannot be inconsistent with identified State goals, objectives and priorities as contained in approved Governor's Justice Commission Comprehensive Plans.

II. Purposes of State Discretionary Grants.

The Commission hereby establishes the following general purposes and categories of sponsorship for the Pennsylvania State Discretionary Grant Program:

A. State Discretionary Grants may be made to support criminal justice improvement programs which have regional, statewide or multi-regional impact and which are sponsored by State agencies.

In some cases it may be feasible for a State agency to join with a unit of local government in sponsoring a program. The Commission encourages this type of cooperation if the program contemplated by the State agency has purely intra-regional impact. In these cases, the Commission prefers that regional funds be used to support such a program.

B. State Discretionary Grants will be made to support criminal justice improvement programs which have multi-regional or Statewide impact sponsored by agencies or organizations other than State agencies; and those not considered to be "units of general local government."

In the case of programs having only regional impact and sponsored by agencies or organizations other than State or "units of general local government" the Commission prefers that a local governmental unit join with the other agency or organization in sponsoring the program; and that funds earmarked for regional expenditure be used to support the program. When local government sponsorship cannot be obtained, the Commission will consider awarding a discretionary grant but will attach a lower priority to funding the program.

C. State discretionary grants will not be made available to support programs submitted by units of general local government which have a purely local impact. These programs are to be funded through regional action allocations. The Commission will, however, in cases of very unusual need, consider awarding a discretionary grant to a unit of general local government when it is established to the Commission's satisfaction that sufficient regional monies are not available and the program is of a high priority nature.

III. Regional Council Review of State and Federal Discretionary Grant Applications of Purely Intra-Regional Impact.

The Governor's Justice Commission recognizes the need for and the value of coordinating all State and Federal discretionary grants of purely intra-regional impact with the various Regional Planning Councils. To insure this, all federal or State discretionary applications for projects of purely intra-regional impact shall be filed simultaneously with the Commission headquarters and the appropriate Regional Council. The Regional Offices shall provide any required technical assistance thereon. The headquarter's office of the Governor's Justice Commission in Harrisburg and the Commission will not entertain such applications for certification or approval until receiving the recommendation of the appropriate regional planning council. ~~The regional council in receipt of such~~

→ an opportunity has been afforded for the appropriate Regional Council to make a recommendation thereon.

~~applications shall immediately notify the Commission of the date of receipt of such applications to insure that the Commission is apprised of its status. The Council shall then place the application(s) on the agenda of the next scheduled meeting of the regional council, if the application is received ten or more days prior to the next scheduled meeting. If the application is received less than ten days prior to the next scheduled regional council meeting, then the application shall be scheduled for regional council review at the next council meeting thereafter. The region shall transmit the result of the regional council action on such grants to the Commission no later than the next working day following the day of the regional council meeting.~~

IV. Applications for Federal or State Discretionary Action Funds From Non-Local Government Organizations or State Agencies Proposing Projects of Statewide or Multi-Regional Impact.

Applications for discretionary action funds from State or non-local government organizations or agencies which propose to conduct a project having multi-regional or Statewide impact may not be submitted for Regional Council recommendation, and may be filed directly with the headquarter's office of the Commission in Harrisburg. However, if such application will have substantial impact on a particular region or regions, the Commission may require the applicant to submit the application for Regional Council endorsement in those regions.

V. Applications for State or Federal Discretionary Action Funds for Research Projects.

Those applications for State discretionary monies which are primarily of a research nature of multi-regional or Statewide value submitted by an organization located within a particular region will not be submitted for Regional Council recommendation and will be filed directly with the headquarter's office of the Commission in Harrisburg.

The Executive Director of the Governor's Justice Commission will insure that all Regional Councils are apprised of all awards of State or Federal discretionary funds irrespective of whether or not a Regional Council has reviewed the application.

Adoption of this policy supersedes and cancels policy 71-1 adopted June 7, 1971.

This policy is effective June 3, 1974.

Israel Packel

approved
6-3-74

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Rev. May 23, 1974

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GOVERNOR'S JUSTICE COMMISSION

POLICY STATEMENT 74-5 (PROPOSED)

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Subject: Continuation Funding of Governor's Justice Commission Projects

During the first three years of the Safe Streets program when little emphasis was given long range criminal justice planning and Pennsylvania's Block Grant allocations were steadily increasing, the Governor's Justice Commission enacted formal policy providing for subsequent funding of projects. At that time, the Commission felt that such action was necessary to encourage the generation of projects embodying more of a "program" concept rather than continue funding short term, less impacting projects. However, on June 4, 1973, the Commission adopted a policy requiring "exceptional justification" for continuation funding beyond three years which encouraged applicants to increase the applicant's share of contribution in each subsequent year of funding toward assumption after three years. While at the time this approach seemed to be the most equitable, the Commission must now establish firm measures for encouraging subgrantees to increase their commitment to these federally funded programs.

In keeping with the intent of the LEAA program, the Commission recognizes that Safe Streets funds must be considered as "seed money" and not as an indefinite source for federal money. In fact, the Crime Control Act of 1973 indicates that State Planning Agency Comprehensive Plans are required to "demonstrate the willingness of the State and units of general local government to assume the costs of improvements funded under this part (Part C) after a reasonable period of Federal assistance." Given these constraints along with the recent leveling off of Pennsylvania's Block Grant allocation, several critical ramifications have surfaced regarding the subsequent funding of projects. The more immediate problems are delineated below:

- I. State and local subgrantees have not demonstrated a continuing responsible commitment toward assumption of the cost of federally funded programs. Consequently, the Commission has had to consider some projects for more than a reasonable period of Federal assistance.

- II. Each year a greater portion of the State's Block Action Grant (especially those funds allocated for State Discretionary use) is "obligated" to continuation funding of a large number of criminal justice improvement programs. Given the leveling off of the Pennsylvania Block Grant the last two years, this situation has now resulted in severely limited ability of the Commission and its Regions to redirect funding as new problem areas are identified for priority attention.
- III. Generally, local government administrations have dubious capacity or authority to bind future administrations and legislative bodies to multi-year budgetary commitments resulting in a general refusal of these administrations to make multi-year commitments to assume the cost of LEAA funded projects.

These problems imply that the Commission must look to the various units of State and local government for a greater, more responsible annual commitment of their own resources. The Commission also recognizes the difficulties confronting these units in terms of budgeting and prioritizing their respective needs and appreciates the difficulties involved when a unit of local government or State agency attempts to assume the cost of a federally funded program. In addition, the Commission is cognizant of the impact that the current annual inflation rate of 10 to 15 percent has on cost of governmental operations and the Commonwealth's taxpayers. However, the Governor's Justice Commission believes that for the Safe Streets Program to have any lasting impact on the State's criminal justice system, workable policy must be established to ensure the gradual, total commitment of State and local resources to assume the cost of successful federally funded programs.

It is the Commission's intention to urge State and local subgrantees to evaluate the effectiveness of their federally funded programs, determine the program's actual worth, and by reviewing its total spending, contrast effectiveness of the federal program with that of other programs supported by their own revenues. By encouraging this review the Commission is confident that applicants will ultimately gain greater appreciation for Safe Streets funds and will initiate steps toward restructuring their priorities to permit a gradual assumption of successful LEAA funded programs.

Therefore, based on this experience and rationale, the Governor's Justice Commission declares the following to constitute its policy regarding continuation funding of criminal justice programs.

1. Applications for continuation funding will be considered on an individual basis.
2. Initial approval of an application does not commit the Governor's Justice Commission to the subsequent funding of such application.
3. State agencies and units of general local government applying for continuation funding are required to demonstrate to the Commission's satisfaction, that the project's worth and subsequent evaluation justifies refunding.
4. State agencies and units of general local government applying for continuation funding are required to effectively demonstrate to the Commission's satisfaction a continuing, responsible commitment for the gradual assumption of the cost and operation of the program. To this end, the Governor's Justice Commission requires the following annual assumption of project costs by these agencies and units.

<u>Federal Funds</u>	<u>Minimum Local Contribution*</u>
First year - Up to 90%	10%
Second Year Continuation - Up to 75%	25%
Third Year Continuation - Up to 50%	50%
Fourth Year Continuation - Up to 25%	75%

The above "subgrantee local contribution" is the minimum local cost assumption. The Commission encourages applicants to assume full costs for project operations as soon as possible. Under no circumstances will the Commission fund continuation of a subgrant to State agencies or units of general local government beyond the fourth year.

*Includes State "buy-in" where required not to exceed 50% of the mandated minimum match as required by 1973 Crime Control Act.

Recognizing that private non-profit agency subgrantees have almost no ability to "pass the costs of the service on to those to whom the service is provided" and therefore assume the costs of LEAA funded projects, the above requirements for assumption of federally funded costs have not been applied to subgrantees in the private sector. Nevertheless, private subgrantees will be required to document steps taken to diversify funding and replace LEAA funding with United Fund, Foundation, private contributions or other federal, state, or local source of support and will be required to submit a plan for such diversification which shall accompany all applications for subsequent LEAA funding beyond the first year grant. Should the Commission determine that said private subgrantees have not taken reasonable steps and made substantial effort in this regard, the Commission will take steps to reduce the level of LEAA funding, notwithstanding the absence of other funding resources.

The adoption of this Policy Statement supersedes and repeals Position Statement 71-2 enacted May 3, 1971, and Funding Policy Guidelines entitled "Long Range Improvements" adopted June 4, 1973. Those applications of continuation status received after the effective date of this Policy Statement shall be considered "second year" continuation programs for purposes of providing such applicants with fair and reasonable opportunity to comply with the schedule of annual assumption of cost contained in this statement. This Policy shall be effective with all regional applications filed with a region and all State discretionary applications filed with Harrisburg Central Office after July 1, 1974.

Israel Packel, Chairman