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HOUSE OF REPRESENTATIVES
COMMITTEE TO INVESTIGATE THE ADMINISTRATION OF JUSTICE
Commonwealth of Pennsylvania
Harrisburg, Pennsylvania

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MEMORANDUM

By Dale S. Thompson

Date May 24, 1974

FILE: Governor's Justice Commission

MR. SNAVELY furnished the attached material for our information and use

1. A list of members of the Governor's Justice Commission at the present time. There are 12 members, in addition to the Attorney General who is the Chairman.

2. Material initiated by Dr. GODFREY concerning the reorganization of the Governor's Justice Commission. This material indicates problems in connection with the operation of the Governor's Justice Commission prior to January 1, 1974.

   Mr. Snavely advised that he concurred, after his selection as Executive Director, with the proposed reorganization. He has made some minor changes in connection with the lower eschelon organization.

   At the present time, there are 131 budgeted positions for the supervisory board as reflected in the attached material. Also, there are 50 authorized position attached to the regional planning councils.

Madeline

February 1974

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GOVERNOR'S JUSTICE COMMISSION

Honorable Israel Packel
Attorney General
Chairman

Chairman's Office Address

Honorable Israel Packel
Attorney General
Capitol Annex
Harrisburg, Pennsylvania 17120
717-787-3391

Commissioners' Office Addresses	Apptmt. Dates	Expiration Dates
Colonel James D. Barger Commissioner Pennsylvania State Police 1 617 Transportation & Safety Bldg. Harrisburg, Pennsylvania ~~17123~~ 17120 717-787-6533	10/12/73	12/31/74
Major John D. Case, Director Bucks County Department of Corrections 2 ~~88~~ 178 South Pine Street Doylestown, Pennsylvania 18901 215-348-8013	10/12/73	12/31/75
Thomas M. Hart, Esq. Scranton Life Building - Suite 504 3 Scranton, Pa. 18503 (717) 346-8706	1/29/74	12/31/75
Honorable K. Leroy Irvis Minority Whip House of Representatives 4 329 Capitol Building Harrisburg, Pennsylvania 17120 717-787-8956	10/12/73	12/31/74
R. Gordon Kennedy, Esq. 332 East Sixth Street 5 Erie, Pennsylvania 16502 814-452-2209	1/29/74	12/31/76

	Apptmt. Dates	Expiration Dates
J. Mr. James McCaughey Superintendent of Police Lower Merion Township 6. 71 East Lancaster Avenue Ardmore, Pennsylvania 19003 215 - 649-1000	10/12/73	12/31/75
W. Ralston McGee, M. D. 30 Delaware Avenue 7. Uniontown, Pennsylvania 15401 412-438-9231	1/29/74	12/31/74
Mr. William G. Nagel Executive Director The American Foundation, Inc. 8. Suite 1532, Pennsylvania National Bank Bldg. Philadelphia, Pennsylvania 19107 215-563-3263	10/12/73	12/31/76
Honorable Richard A. Snyder 9. Senate of Pennsylvania 285 Capitol Building Harrisburg, Pennsylvania 17120 717-787-6535	10/12/73	12/31/74
Honorable Juanita Kidd Stout Judge, Court of Common Pleas 512 City Hall 10 Philadelphia, Pennsylvania 19107 (215) MU 6-4221 (215) MU 6-4228	1/29/74	12/31/76
Mr. Leo P. Weir Commissioner, Erie County Sixth and Peach Streets 11 Erie, Pennsylvania 16501 814 - 456-8851	10/12/73	12/31/75
Honorable Helene Wohlgemuth Secretary of Public Welfare 333 Health and Welfare Building 12 Harrisburg, Pennsylvania 17120 (717) 787-2600 or 787-3600	10/12/73	12/31/76

April 9, 1974

WHEREAS, Pursuant to Sections 212 and 709(b) of The Administrative Code, as amended, the Attorney General has requested Executive Board approval of the organization of the Governor's Justice Commission as follows:

Attorney General

Governor's Justice Commission Supervisory Board

Executive Director
Legal Office

Regional Planning Councils

Operations Division
Program Support Division
Finance Division
Special Services Office

therefore, be it

RESOLVED, That the Executive Board by this action approves the organization of the Governor's Justice Commission as set forth herein and as shown on the organization chart which is attached and made part of this resolution; and be it further

RESOLVED, That notice of proposed rule making pursuant to Sections 201 and 202 of the Commonwealth Documents Law (45 P.S. Sections 1201 and 1202) is omitted in accordance with Section 204 of CDL (45 P.S. Section 1204), as this resolution relates only to Commonwealth organization, management or personnel matters; and be it further

RESOLVED, That the Executive Board action dated March 4, 1974 approving the organization of the Governor's Justice Commission is hereby rescinded.

Chairman

Attorney General

Secretary of the Commonwealth

Secretary of Property and Supplies

Secretary of Labor and Industry

Secretary of Transportation

Secretary of Community Affairs

ATTACHED IS A COPY OF A RECENT EXECUTIVE BOARD ACTION WHICH AFFECTS YOUR AGENCY.

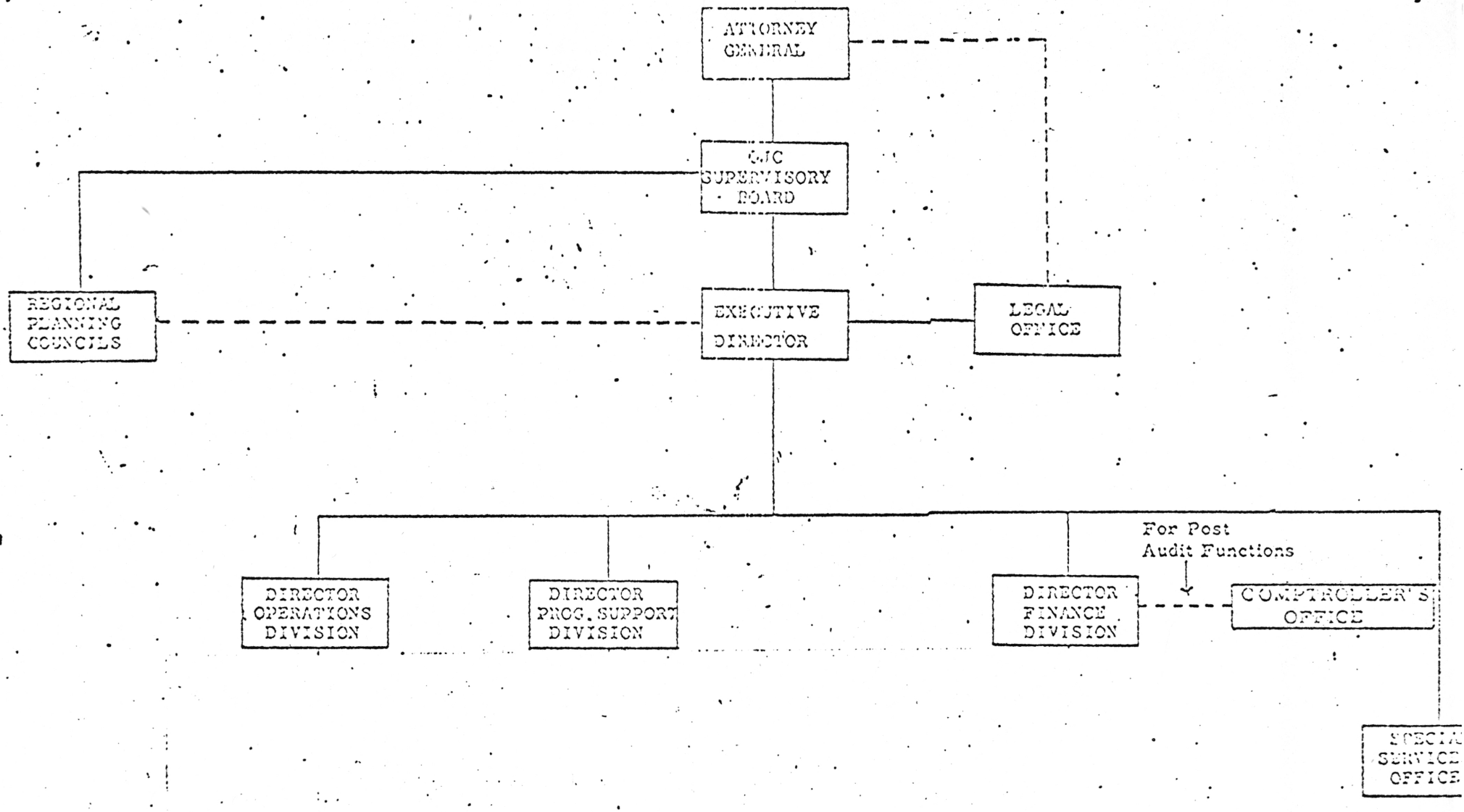
Frank S. Beal

SECRETARY, EXECUTIVE BOARD

Secretary

GOVERNOR'S JUSTICE COMMISSION

ORGANIZATION STRUCTURE



4/9/74

Wm. Crowell

COMMONWEALTH OF PENNSYLVANIA

November 19, 1973

Reorganization of the Governor's Justice Commission
Department of Justice

Honorable Ronald G. Lench
Secretary of the Executive Board

Israel Packel
Attorney General

Israel Packel

This recommendation and request for approval of a reorganization of the Governor's Justice Commission provides for three major functions and would add two additional offices. The major functions are 1) planning, research and policy formulation; 2) implementation of plans and policies; 3) management of state and federal funds. With respect to the two additional offices, one would provide legal services, and the other would provide coordination, training, and the production of the Annual Comprehensive Plan.

Over the past several years the Commission has had great difficulty in carrying out its responsibilities as the planning agency for the Pennsylvania criminal justice system. It has become clear that in order to carry out its mandate the Commission must improve its operations in two vital areas: 1) the development and processing of applications, and 2) the establishment of policies, goals, and objectives to guide planning and funding decisions.

The Application Process - Applications from the field are inadequately prepared, which leads to long delays in processing, insufficient data for proper review, lapsed funds, and finally, a less than enthusiastic federal audit.

While the Commission has taken steps to improve both quality and speed of processing, the problem continues and becomes more serious with the new federal requirement that all applications be processed within 90 days.

The Planning Process - Over the years the Commission's planning process has given great attention to the needs of local jurisdictions as expressed by the Regional Planning Councils. While this approach has definite value and should be continued, the Commission has been criticized by the Regional Planning Councils and by the public for not formulating statewide policies and priorities, thereby ceasing the planning initiative. Instead, the Commission forfeits its planning responsibilities to eight separate regional entities, and finds itself supporting contradictory approaches to a given problem.

It is strongly felt that under the proposed reorganization the Commission would be able to overcome the above-described shortcomings as well as to provide much better management of its roll in the overall State criminal justice system.

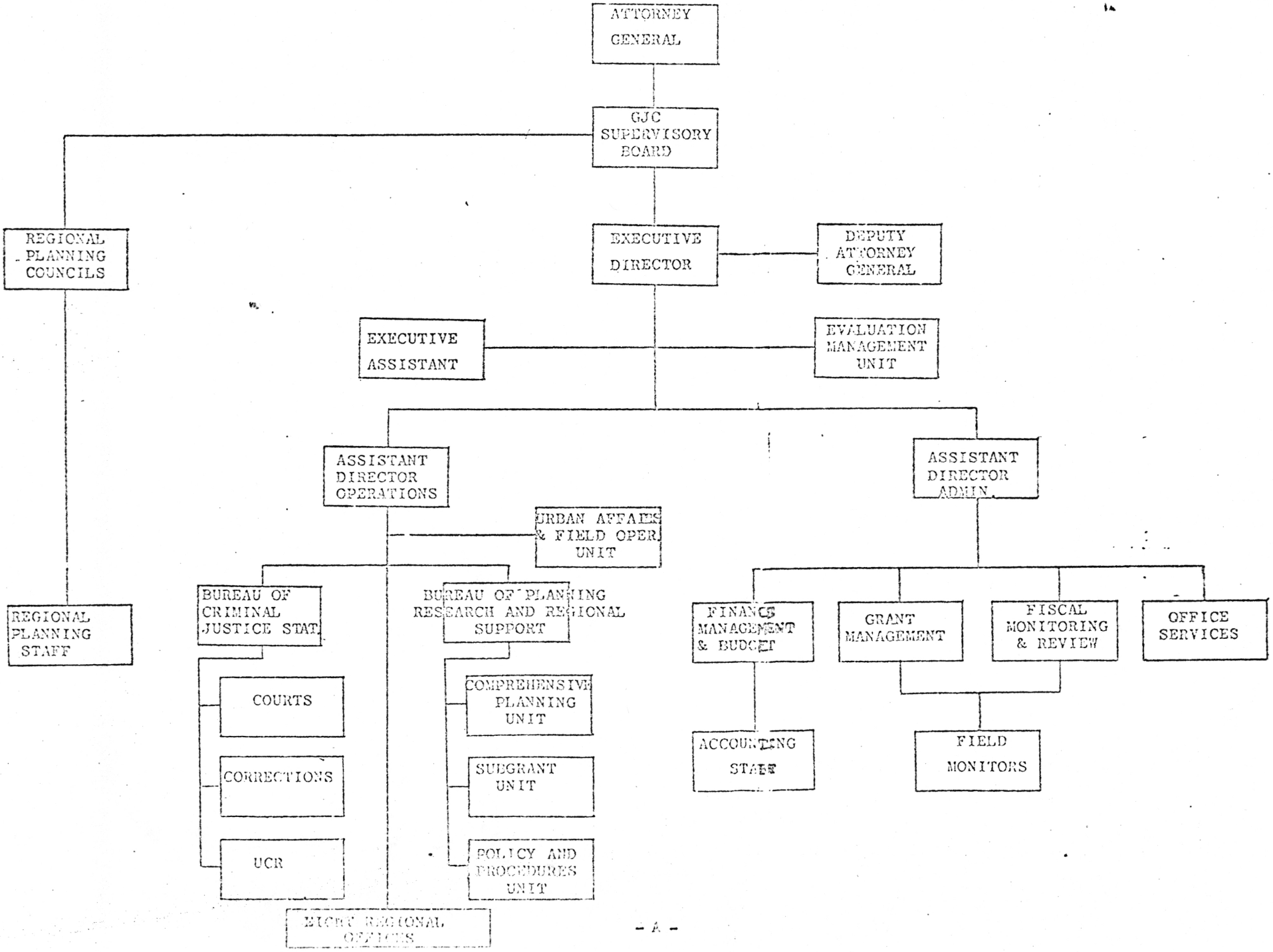
Relevant supporting data is provided as follows (attachments):

A. Current Organizational Chart
B. Proposed Organizational Chart
C. Delineation of Structure and Objectives
D. Functional Statements
   1. Operations Division
   2. Program Support Division
   3. Finance Division
   4. Legal Office
   5. Special Services Office
E. Personnel Position Summary

Current Organizational Chart

GOVERNOR'S JUSTICE COMMISSION

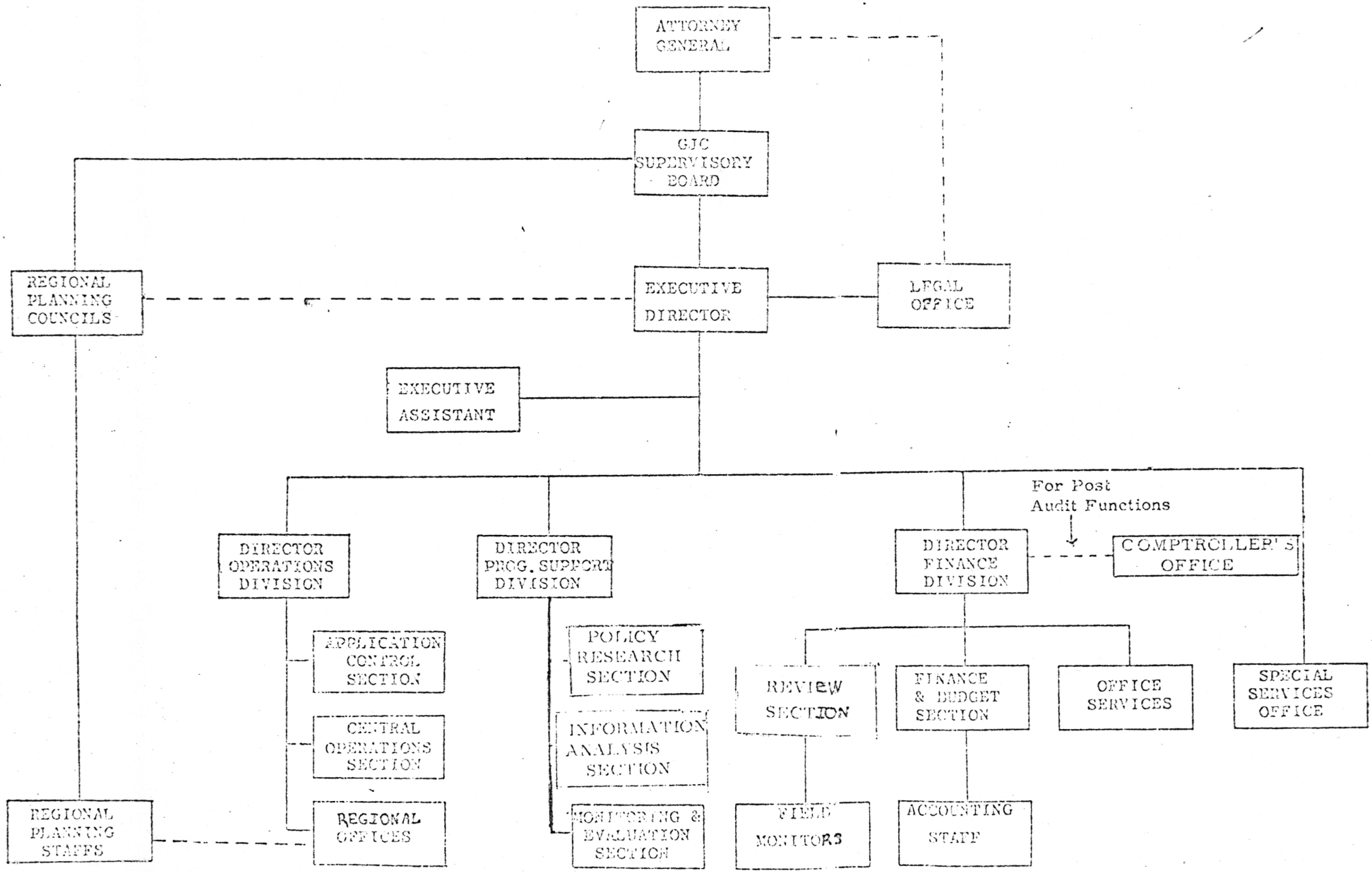
EXISTING ORGANIZATION STRUCTURE



Proposed Organizational Chart

GOVERNOR'S JUSTICE COMMISSION

PROPOSED ORGANIZATION STRUCTURE



RECOMMENDED NEW ORGANIZATIONAL STRUCTURE AND OBJECTIVES FOR THE GOVERNOR'S JUSTICE COMMISSION

The proposed organization provides for two sublevels of functional entities within the GJC - divisions and sections. There are three divisions (Program Support, Operations and Finance) each of which is to be administered by a Director who reports directly to the Executive Director. Each division is to contain sections, headed by a section chief, to segregate its major functional activities. If deemed necessary by the section chief and approved by the division director, units could be established within sections to further delineate responsibilities. In addition, two "offices" (Legal and Special Services) have been proposed to perform specialized services not performed by any of the divisions and to coordinate activities when they cross divisional lines.

The objectives to be achieved through the implementation of the proposed organization are as follows:

- Improve and better coordinate long range criminal justice planning at the Central Office level to assist the Supervisory Board in the establishment of the goals and policies of the GJC.

- Improve and better coordinate short-range criminal justice planning at the regional level to assist the regional councils in the establishment of regional objectives and priorities.

- Increase the involvement of the GJC in the development and/or modification of funding policies and legislation to reduce crime and delinquency and improve the criminal justice system.

- Decentralize plan implementation and improve the quality and timeliness of plan implementation through the establishment of a separate Operations Division.

- Maintain centralized fiscal control over GJC central and regional activities.

- Improve the quantity and quality of technical assistance provided to regional offices by Central Office specialists and to applicants by the regional field and planning staffs.

- Improve the effectiveness of the monitoring activity and provide central coordination for the monitoring of funded projects.

- Maintain and continually improve the project and program evaluation activities of GJC.

- Improve coordination with other criminal justice planning agencies.

- Improve coordination between the divisions of the GJC through the creation of a Special Services Office which is to coordinate activities and maintain procedures which overlap division lines.

FUNCTIONAL STATEMENTS

OPERATIONS DIVISION

FUNCTIONS AND RESPONSIBILITIES

The primary objectives of the Operations Division are:

1. . . . . to direct the activities of the Regional Offices in accordance with the policies and goals of the GJC Supervisory Board.

2. . . . . to effect decentralization of the regional application process in such a way as to optimize the quality of applications reaching the Commission and fulfill the requirements of the Federal "90 day rule".

3. . . . . to guide the discretionary application process for State Agencies and develop sound monitoring procedures for all grantees.

4. . . . . to provide application management services for the Commission.

Operations Division

The Operations Division is to be responsible for the implementation of the approved plan including the processing of applications for subgrants. The Division is to be comprised of three sections:

Regional Offices

The regional offices are to be responsible for informing the units of local government, agencies, and the general public of the region of the goals, objectives and priorities of the GJC and the nature of funds available through the GJC. The regional staff is to advise applicants in the preparation of subgrant applications to assure conformance with established requirements, evaluate the benefits of proposed projects, and prepare a funding recommendation for each application. The processing of applications is to be controlled by the regional office until forwarded to Central Office.

Central Operations Section

The Central Operations Section is to have responsibility for the application process relative to State discretionary funds. The responsibilities are to be essentially the same as those of regional offices and the section is to be located in Central Office.

Application Control Section (Function and section assigned to Finance Division)

This Section is to be responsible for controlling the processing of applications in Central Office after they have been processed by the regional offices or Central Operations Section. In addition, this Section is to selectively review subgrant applications on a pre-approval and post-approval basis to ensure that the regional offices and Central Operations Section are conforming with established requirements and meeting the established quality standards.

THE DIVISION OF PROGRAM SUPPORT
FUNCTIONS AND RESPONSIBILITIES

The primary objectives of the Program Support Division are:

1. . . . to propose, develop, and refine, on a continuing basis, appropriate goals, priorities, and funding policies to guide the planning and funding activities of the Governor's Justice Commission.

2. . . . to promote, coordinate, and conduct research and demonstration activities for the purpose of developing new approaches to solve existing problems in the field of criminal justice and law enforcement.

3. . . . to regularly monitor, assess, and describe the extent of criminal activity and the operations of the Pennsylvania criminal justice system through the collection and analysis of appropriate information.

4. . . . to systematically evaluate the operation and impact of the activities supported by the Governor's Justice Commission and their relationship to the goals, priorities and funding policies guiding those activities.

The Division of Program Support will consist of three distinct, but closely related units: the Policy Research Section, the Information Analysis Section, and the Monitoring and Evaluation Section. To accomplish the general objectives outlined above, these three units will assume the responsibilities and engage in the activities described below.

Program Support Division:

Policy Research Section (Section and Function assigned to Executive Office)

This section is to be responsible for conducting state wide research and analysis to assist the Supervisory Board in establishing long range goals and policies for the GJC. It is also to provide technical assistance to regional planners in research methodology and programmatic areas.

Information Analysis Section (Criminal Justice Statistics Section)

This Section is to be responsible for the analysis, evaluation and reporting of criminal justice statistical information. In addition, it is to provide technical assistance to other sections of the GJC and the regional planners in the area of statistical analysis as required.

Monitoring and Evaluation Section

This Section is to have overall responsibility for all aspects of the project and program evaluation activities of the GJC. In addition, it is to provide technical guidance and assistance to the GJC staff and applicants in the area of project and program evaluation.

The Section is also to be responsible for the monitoring activities of the GJC in coordination with regional office staff who will perform the on-site visits when required. It is to receive and review all project progress and monitoring reports and follow-up when the necessary reports are not submitted by the subgrantee or GJC regional office. In coordination with the regional office, it is to identify projects which are not meeting established project milestones so that corrective action can be taken on a timely basis. In addition, it is to maintain a control file for all approved subgrants which is to include a copy of the approved application, all correspondence, progress reports, audit reports, monitoring reports, etc., relating to the subgrant.

Comprehensive Planning Section - Recognizing the importance of coordinating planning with Evaluation and Statistical data collection functions - sufficient positions have been added to the Division of Program Support to include expertise and manpower essential to satisfaction of the Annual planning requirements and to production of the Annual State-wide Plan.

FINANCE DIVISION

FUNCTIONS AND RESPONSIBILITIES

The primary objectives of the Finance Division are:

1. . . . . to insure by analysis and review the fiscal soundness of applications for federal funds.

2. . . . . to provide fiscal monitoring for all funded grants so as to insure compliance with federal and state requirements.

3. . . . . to provide full financial reporting as required by the state and federal authorities.

4. . . . . to provide fiscal policy guidance to the GJC and its supervisory board.

Review Section

The Review Section is to have personnel located in the Central Office and at least one field monitor located in each regional office. It is to be responsible for conducting fiscal reviews of all subgrant applications at the regional level to determine that all applicable rules and regulations have been satisfied and that the application is fiscally sound. In addition, it is to be responsible for conducting reviews of funded projects in coordination with the Comptroller of the Department of Justice.

The field monitor is also to provide financial technical advice to the regional staff to assist them in the preparation of subgrant applications. Financial technical assistance is also to be provided to subgrantees to ensure that they satisfy their fiscal responsibilities and to assist them in establishing the necessary accounting records as required.

Finance and Budget Section

The Finance and Budget Section is to be responsible for maintaining all accounting records of the GJC. It is also to be responsible for maintaining control over all cash disbursements of the GJC as well as the GJC's budget. In addition, it is responsible for the preparation of all internal and external financial reports.

Office Services Section

The Office Services Section is to maintain the mailroom, xeroxing, and supplies inventory facilities of the Central Office of the GJC.

LEGAL OFFICE

FUNCTIONS AND RESPONSIBILITIES

The Legal Office of the GJC is to be administered by the Deputy Attorney General and is to be responsible for all legal aspects of the operation of the GJC, that is, interpretation of laws, approval of legal aspects of subgrant applications, preparation of legal opinions, development and enactment of needed legislation in the criminal justice area and should prepare position papers for use by the Supervisory Board.

SPECIAL SERVICES OFFICE

FUNCTIONS AND RESPONSIBILITIES (Planning function removed And Assigned to Program Support Division)

The Special Services Office is to assist the other functional units in the development of the Annual Plan, and the implementation of improved systems and procedures. It is to coordinate the staff training activities of the GJC and perform special projects as requested by the Executive Director. It is also to be responsible for up-dating and maintaining the organization and procedure manuals of GJC. (The unit has been assigned this latter responsibility as top priority.)

OA-501 12-67

Cover Memo

COMMONWEALTH OF PENNSYLVANIA

October 29, 1973

SUBJECT: REORGANIZATION OF THE GOVERNOR'S JUSTICE COMMISSION

TO: Honorable Israel Packel
Attorney General

FROM: E. Drexel Godfrey, Jr.
Executive Director
Governor's Justice Commission

Over the past two years as Executive Director I have watched the Commission struggle to carry out its responsibilities as the state planning agency for the Pennsylvania criminal justice system. Last winter it became clear to me that in order to carry out its mandate the Commission had to improve its operations in two vital areas: (1) the development and processing of applications and (2) the establishment of policies, goals, and objectives to guide our planning and funding decisions.

The Application Process - We have long suffered from inadequately prepared applications submitted from the field. This continuing weakness leads to other serious consequences such as long delays in processing applications, insufficient information to review the application, long start-up delays due to inadequate planning prior to funding, numerous time consuming grant modifications, lapsed funds caused by poor planning and start-up delays, and finally, a less than enthusiastic federal audit.

While we have taken steps to improve both the quality of the applications and the speed with which they are processed, the problem continues and becomes more serious with the new federal requirement that all applications be processed within 90 days. I have concluded that a reorganization of the staff is needed to solve this and other problems.

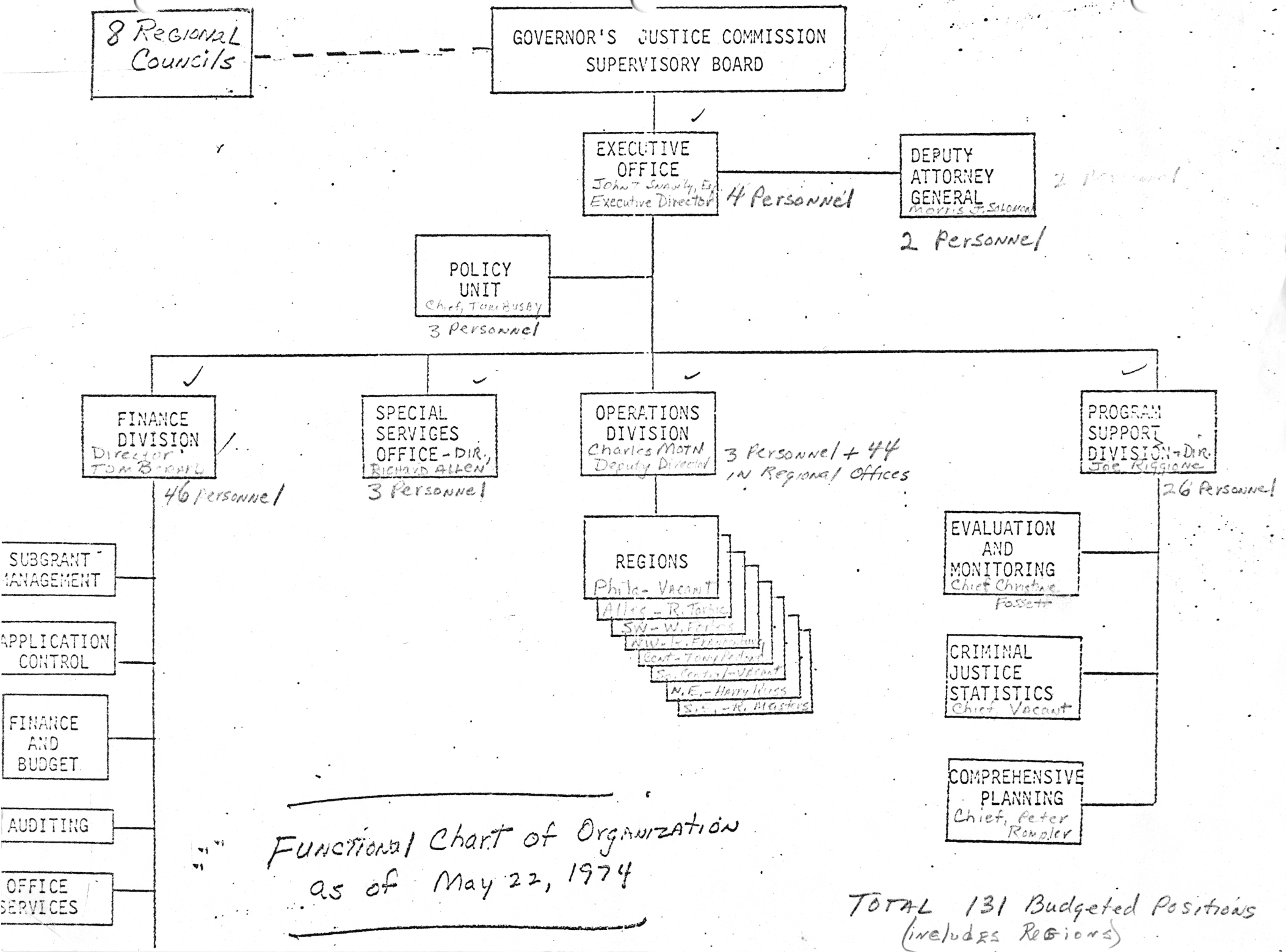
The Planning Process - Over the years the Commission's planning process has given great attention to the needs of the local jurisdictions as expressed by the Regional Planning Councils. While this approach has definite value and should be continued, the Commission has been criticized by the Regional Planning Councils and the public for not formulating policies, objectives and funding priorities. Without such statewide policies and priorities the planning initiative does not lie with the Commission. Instead, the Commission forfeits its planning responsibilities to eight separate regional entities. We often find ourselves

supporting contradictory approaches to the same problem. Our planning, therefore, lacks the focus and direction needed to have a significant impact given our limited resources. Without a firm body of policy and established priorities, the Commission is forced to make decisions on an ad hoc basis resulting in a disjointed and fragmented effort -- the very evils we are trying to overcome! Applicants are also too often left in a quandary as to what the Commission will or will not support.

I have concluded that only more effective management of our resources will enable us to develop clear funding policies, firm priorities, and consistent planning. To achieve this we must reorganize our staff. After struggling with our inadequacies for some time, late last winter I asked Arthur Young and Company (whose services were provided without charge by LEAA) to examine our organization and operations and to propose a reorganization, which with some modifications, I am presenting to you at this time.

The proposed reorganization assumes three major functions of the Commission and its staff: 1) planning, research and policy formulation; 2) implementation of plans and policies; 3) Management of state and federal funds in our trust. There would be two additional offices. One would provide legal services, the other would provide coordination, training, and produce the Annual Comprehensive Plan.

I stand ready to discuss the details of this reorganization with you and explain fully how it will help us deal with the most pressing problems mentioned above.



Functional Chart of Organization as of May 22, 1974

TOTAL 131 Budgeted Positions (includes Regions)