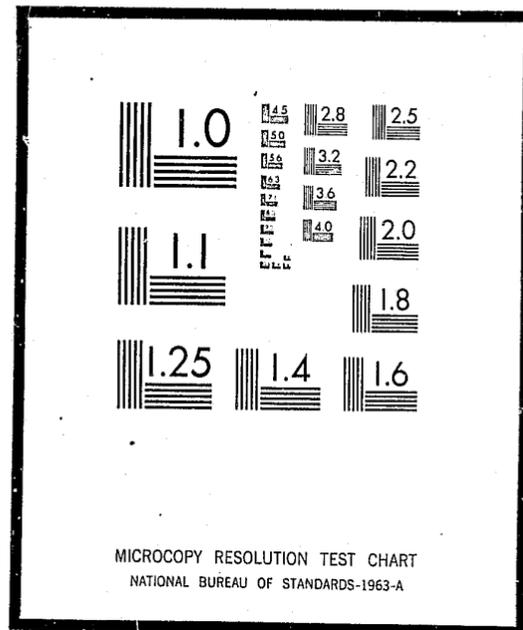


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PUBLIC HEARINGS

April 29 - May 3

Summary of Testimony and Index

Allegheny Regional
Planning Council
Governor's Justice
Commission

PUBLIC HEARINGS

April 29 — May 3, 1974

SUMMARY OF TESTIMONY and INDEX

*Prepared by SALLY MENNEN,
UNDER CONTRACT TO THE ALLEGHENY
REGIONAL PLANNING COUNCIL, IN CONJUNCTION
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DEPARTMENT OF JUSTICE
GOVERNOR'S JUSTICE COMMISSION
ALLEGHENY REGIONAL PLANNING COUNCIL
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I. INTRODUCTION

The Allegheny Regional Planning Council (ARPC) of the Governor's Justice Commission (GJC) held public hearings from April 29 to May 3, 1974 in the Allegheny County Court House, Pittsburgh, on the Northside, and in Wilkinsburg, Turtle Creek, Pleasant Hills, and Whitaker. The following is a summary of oral and written testimony taken at these hearings from 107 citizens, civic leaders, and government agencies and officials, who presented problems and needs of the criminal justice system in Allegheny County and suggested solutions. The hearings were the second step in the development of the ARPC's 1975 Comprehensive Plan. The first step was the preparation of the statistical analyses published as *Toward A Safer Community, Volume III*.

The largest concern of the 107 speakers was the establishment of community-based services to deal with alienated youth and former offenders. A variety of preventive measures were suggested, each designed to alleviate conditions which often lead youngsters to commit crimes. Several community-based intervention methods were described which would provide accessible, immediate evaluation and treatment of delinquent children, drug offenders, and alcoholics. Various types of rehabilitative services — community-based and involving highly personalized contact — were proposed to assist youthful and adult offenders regain their place in society with support and self-respect. Several speakers emphasized the lack of in-prison and community-based rehabilitative programs for women offenders.

Nineteen speakers emphasized the need for more police (especially beat police officers), better police equipment, including the planned countywide communications system, and higher salaries. Witnesses also urged improved human relations training, police-community liaisons, and legal aid for police. Regarding the court system, need was seen for a court calendar control unit, bail reform, and additional staff for the Public Defender, the District Attorney, and the Probation offices. Other concerns included record expungement, unavailability of district magistrates under the new district magistrate system, and lack of space for adequate court functioning.

Remaining testimony covered a variety of topics including rape, child abuse, consumer fraud, correction facilities and staff, co-

ordination of criminal justice agencies and services, and application sign-off and funding problems.

The reader is referred to the date (April 29, 30, May 1, 2, 3) and page number of the testimony for the full text, copies of which are available in the library of the Allegheny Regional Planning Council, 1400 Park Building, 355 Fifth Avenue, Pittsburgh.

II. COMMUNITY-BASED PREVENTIVE, INTERVENTION, AND REHABILITATIVE SERVICES

Institutionalization has not effectively "rehabilitated" criminal offenders, either young or adult. According to the National Advisory Commission of Criminal Justice Standards and Goals, "The very scale of these institutions dehumanizes, denies privacy, encourages violence, and defies decent control." (1:240) In addition, operational needs take precedence over the needs of residents (1:241) and, as a result, "Recidivism rates are notoriously high." (1:240) The testimony of over 40 speakers dealt with the need for alternatives to institutionalization, and most speakers urged use of community resources to provide the individualized contact and reintegration to the community lacking in the present corrections system.

Such witnesses as Patricia Evey of the Allegheny County Federation of Women's Clubs, the Reverend Richard Mowry, Judge Tamelia, and Dr. Floy Penn of Wesley Institute, suggested immediate measures to divert youth and drug and alcohol abusers from the criminal justice process and into community treatment services which offer easy accessibility, individualized support, professional counseling, and medical help. In addition, small community-based centers, where emphasis is on rehabilitation and reintegration of offenders to their communities, were urged as alternatives to prison.

Testimony from State Representative Joseph Rhodes (29:26-32) and from numerous neighborhood groups (30:33; 30:117; 30:145; 30:153; 1:72; 1:85; 1:146; 1:267; 2:206; 3:135) gave evidence of strong community commitment to dealing with community problems and supported Patricia Happe's (Wilkesburg Social Action Committee) contention that "Citizen involvement is ahead of the services available." (30:155) Rhodes stressed support of small community groups needing only "seed" grants to make their services possible. (29:27-28) The Reverend Richard Mowry of Amicus House also urged funding of "small unit, personalized programs" which offer immediate, growth-motivated help. (29:239) Michael Louik, Pennsylvania Deputy Attorney General, advocated "some kind of meaningful citizen input" as a funding requirement for programs. (3:103)

A. Youth Services

RECREATION. Recreation facilities, equipment, and programs were advocated (along with community odd-jobs for teenagers) by several speakers as a preventive measure. (30:18; 30:44; 30:75; 3:159)

COUNSELING/"RAP" GROUPS. Programs such as community liaison counselors (30:108), community dispute resolution centers (1:191), "Rap" groups (3:196), youth service bureaus (3:14), and community youth commissions (2:206) focus on diversion of youth before adjudication through providing a forum for communication between child, parent, school, and police and then treatment or referral for treatment once problems are identified.

Patricia Evey cited the Youth Service Bureau of State College, Pennsylvania, as a successful example of a community-run program involving professionals, volunteers, and teenagers in dealing with such problems as runaways, drug and alcohol abuse, and vandalism. (3:21) (See also 1:240; 3:82) The Bureau offers such services as tutoring programs for drop-outs, crisis intervention, and a youth employment service. "It is the community really taking the responsibility on its own" and fighting for young people "outside of adjudication and outside of court." (3:22)

Mayor Disney of Forest Hills described the Forest Hills Youth Commission which was started in 1967 as the community's response to increased juvenile problems. (2:209-217) The Commission is comprised of qualified citizens including representatives from industry, education, medicine, law, and social work, and operates with the approval and advice of Juvenile Court. Clergy also serve as advisors to the group. In the case of a minor offense, the commission meets with the youngster, the parents, the local juvenile officer, and the injured parties (if any) to work out an equitable restitution and to analyze the case. After determining the reason for the offense and how to prevent its recurrence, the commission assigns the youngster work — for example, weeding in the borough park. A qualified supervisor, often a member of a local woman's club, provides constant supervision while the youngster is working. According to Mayor Disney, the recidivism rate is low. (2:216)

Three speakers urged expansion to other schools of a preventive help program — the "rap group" — now in operation at Edison

Junior High School, West Mifflin. (3:205-207; 3:210-211; 3:197-201) Twelve to fifteen students meet once a week with a counselor from Homestead Community Mental Health Center to work on alternative ways of dealing with common problems. Students taking part have shown improvement in school attendance and an increased ability to deal with problems constructively.

Homestead Community Mental Health Center also has developed 1) a "behavior training group experience" where teachers learn alternative ways of dealing with student problem behavior (3:200); and 2) a group training program for teenage and adult community members interested in helping their peers. Volunteers trained in this program often provide after school follow-up services for problem youth. (3:201)

Other group programs for youth were described by DuWayne Witter of the Police and Citizens Council of No. 8 Precinct (Mt. Washington), and by Dennis Williamson and Thomas Cummins of Concerned Persons of Dormont, Inc. Mr. Witter's group of 34 teenagers is studying the law enforcement process in their community by working with the police community relations officer and attending the Police and Citizens Council meetings held once a month. He urged formation of similar groups. Mr. Williamson's and Mr. Cummins' program at The Place provides a forum where 16-18 year-old youths can air problems before they result in non-productive acts. (3:135-139)

ALTERNATIVE EDUCATION. Robert Foltz, Director of the Ward Home for Children, and Ruth Richardson, Director of Three Rivers Youth, stressed that the public schools are not equipped to help problem children break their failure syndrome through success in learning. They urged development of special education programs for troubled children. (1:36; 30:108) Dr. Harry Faulk (29:197), Superintendent of the McKeesport Area Schools, proposed creation of alternative schools with a low student: teacher ratio and staffed by understanding teachers, trained in educating troubled youth.

Using preschool as an early preventive measure for the children of incarcerated parents was proposed by Eleanor Smith, a Pittsburgh educator. Over 70% of cognitive growth and moral attitudes are formed by the time a child is seven or eight years old. (2:74-75) "There are too few alternatives for children of incar-

cerated parents" yet "this is the level where changes can be made." (2:70) Eleanor Smith urged the use of preschools to provide the stability, support, concern, and cognitive experience which enhance ego development and make the child better able to break out of the failure syndrome. (2:64-75)

ALTERNATIVE HOMES. Alternatives to detention and to crisis family situations which were proposed included group homes (Tamelia 1:159; Penn 3:38; Swanger 29:67; and several others), foster homes, home detention (1:168-172), and temporary homes or half-way houses for runaways and troubled youth. (See also 3:82; 30:63)

The group home is seen by Dr. Floy Penn of the Wesley Institute, Judge Tamelia, and others as a major alternative to institutional care for young offenders. (29:67; 1:159; 3:44-45) "A group home stresses group living in an informal family-like situation where the young person can be a part of society and maintain his dignity." (3:44) Group home living allows the child to continue to attend school or work in the community, and to participate in community activities. Each home should accommodate five to eight young people, supervised by a trained staff. Children in the home should take part in decision-making and receive counseling and support along with schooling or job training, medical and dental care, and help in planning their futures.

Home detention was another detention alternative proposed by Judge Tamelia. The overcrowding of present detention and group home facilities has resulted in a critical situation which could be relieved by a home detention program. The program would allow release of a youthful offender to his/her home, under constant supervision. Each supervisor would work with 6-8 children in the same community. A program similar to this has been very successful in St. Louis. (1:167-171)

In addition to providing juvenile offenders with easier access to their probation officers through community-based offices, several speakers urged implementation of a broad-based program where volunteers would work in a one-to-one relationship with youthful offenders on probation. (1:172) One such program, "Volunteers in Probation," provides crisis intervention homes, tutoring for pre-delinquent youth, and alcohol education in the high school, as

well as a one-to-one volunteer-offender relationship to supplement the role of the probation officer. (3:16-17)

The general consensus among all the speakers concerned with services for youth was that minimal separation from the community along with supportive services and treatment was the only positive and fruitful way of dealing with youth problems. Community-based resources are desirable, according to Ruth Richardson of Three Rivers Youth, because "you are not removing the kid from the kinds of problems that he has to face, the kinds of responsibilities. What you are doing is providing him with the setting, with the additions, that will help him realize what these responsibilities are and how to deal with them." (1:36)

B. Adult Services

SERVICES FOR WOMEN OFFENDERS. Although women offenders annually comprise around 25,000 of those arrested in Pennsylvania, there are no vocational counseling or treatment-oriented programs for women offenders in the county jails. (1:14) Women have been almost forgotten in rehabilitative planning, according to Charlotte Ginsberg, Regional Director of the Pennsylvania Program for Women and Girl Offenders, because they are fewer in number than male offenders, and because it has not been recognized that most of these women "are the heads of households and must be given the tools to earn a living." (29:226) Three speakers (Ginsberg 29:225; Kowalski 1:14; Melodini 3:214) addressed themselves to the problem of providing rehabilitative services for women. The most pressing needs were for: 1) community treatment centers (as an alternative to the State Correctional Institution at Muncie); 2) a program of legal aid for women offenders, many of whom have civil problems involving their children and property; and 3) community-based treatment-oriented parole and probation services, including support and counseling in a one-to-one relationship with a volunteer, and job counseling, training, and placement. (29:227-228)

PROBATION SERVICES. Several speakers (Starrett 29:150; Kolesar 1:91; Catalano 1:100; Strauss 2:176) testified to the need for community-based adult probation services and for lower probation officer workloads and higher salaries so that a professional, well-trained, and experienced staff can be maintained. Each probation officer presently has an average caseload of 150. Though this

is expected to be reduced to 75 shortly with the addition of more staff, it will be over twice the national recommended limit. (2:190; 1:103) In addition, the low salaries for probation officers cause a high rate of turnover.

John Alford, Assistant District Attorney in charge of administering the Accelerated Rehabilitative Disposition (ARD) program, stressed the need for rehabilitating first offenders without the stigma of a criminal record. The ARD program diverts qualifying cases from criminal trial proceedings. Instead, an informal hearing is held, and a rehabilitative program is designed for the offender who is then released to a community sponsor. Alford remarked on the "tremendous support" received from community agencies (29:135) and mentioned the possible expansion of the program to include drug cases. (29:140)

Walter Feerst, Director of the Ridge Avenue Pennsylvania Bureau of Corrections Community Treatment Center For Men, testified to the need for in-service staff training, and for family counseling, psychiatric and legal assistance, and assessment of residents' needs and potentials in order to make the Community Center truly effective in assisting the ex-offender to fit back into society. (1:116) Dorothy Clark proposed the opening of another community treatment center in Wilkinsburg. (30:24)

VOCATIONAL TRAINING AND EDUCATION. The lack of vocational training and of opportunities for educational advancement for ex-offenders was seen as a critical factor in the high rate of recidivism. Without education or a skill, an individual can only be placed in low-level, "dead-end jobs." (1:8) "If you do not have a marketable skill, you are out of luck and you are going to go back to the situation that led to the first incarceration." (29:55) A. Bey (29:54), placement counselor, and Robert Callen (1:3), at Goodwill Industries, and Chief Jack Rudolph (3:26), Pleasant Hills Police, proposed expansion and creation of vocational training, educational opportunities, and job placement services as a strong deterrent to recidivism.

C. Other Concerns

RAPE. Since 1970 the incidence of rape in Allegheny County (excluding Pittsburgh) has increased 100%. (29:181) Several witnesses spoke in support of a Rape Crisis and Prevention Center to

deal with rape victims by providing support, legal counsel, and liaison with police, hospital, and the District Attorney. The center would also conduct research on the problem and provide public information and training in rape prevention, including self-defense. (30:183) Speakers suggested facilitating prosecution of rape cases by increasing the District Attorney's staff (30:183, 187) and by making rape sentencing comparable to that of other types of bodily assault. (30:195) In addition to services for victims, the center would facilitate the handling of rape cases for the police departments. (29:209) (See also 29:98; 29:220)

CHILD ABUSE. Elizabeth Elmer of the Pittsburgh Child Guidance Center and Dr. John Rinehart of Children's Hospital, Pittsburgh, testified to the urgent need for services to abused children and their parents. According to Dr. Rinehart, Children's Hospital admits 25-35 new cases of leukemia each year as compared to approximately 150 cases of severe abuse and neglect. (30:54) Besides causing physical and mental harm — death and mental retardation is common — it is likely that child abuse produces teenagers and adults who have "learned how to be violent from having violence performed on them." (30:53) A Parental Stress Center was proposed which would "interrupt this cycle of abuse" (30:53) by bringing the child and family into a treatment relationship. Other centers throughout the U. S. estimate that 80-90 percent of the parents can be rehabilitated. (30:57)

ALCOHOLISM. Alcohol diversion programs to relieve the police and courts and to provide therapeutic help to alcoholics were proposed by the Reverend David Stricker. About 85 per cent of all alcoholics are normal members of the community when not drinking. Nevertheless, they

- cause more than half of over 28,000 highway deaths each year;
- account for between 25 and 35 per cent of all arrests — the largest crime category in the nation; and
- generate family problems contributing to delinquency of the children. (3:52-53)

Alcohol diversion programs, such as the Crossroads Project in Erie, have relieved the police and the courts of a costly problem by providing treatment for the alcoholic.

COORDINATION OF SERVICES. Community-based programs such as those proposed also raise the question of coordination and planning of services to:

- eliminate waste, due to inefficiency and overlap;
- provide an information and referral system so that citizens are aware of the resources available and how to use them; and
- fill in the "gaps" in services which several speakers mentioned in referring to the present fragmented condition of social service agencies.

Coordination and planning, however, must not make the mistake of sacrificing the personal elements of a small program and the relevancy of the community context. Both of these were seen as crucial ingredients in *any* preventive, intervention, or rehabilitative effort.

III. POLICE SERVICES

A. Police-Community Relations

Many witnesses were concerned with improving police-community communication and mutual assistance. Police public relations work, such as slide shows, was seen as helpful but not as important as the officer out on the street — the beat officer. (1:50; 1:147,270) Visibility of and personal contact with the local beat patrol officer was considered a great plus in controlling crime and promoting positive community-police contact. (30:38-39; 30:153) Robert Colville, Superintendent, Pittsburgh Bureau of Police, remarked on "unrealistic expectations" (29:248) about what the police can do. "In many instances a community expects the police to raise their children, cause their husbands and wives not to fight . . ." Colville urged development of programs that would relieve the police of social service activities and educate the public on police duties. (29:249)

Along these lines, professional community-based help was proposed to assist police with human relations problems. (30:121-122; 3:58-63) Lorraine Bach reported on the South Hills Mental Health Center's efforts to make available to local police a system providing professional counseling, evaluation, and referral services on a 24-hour basis. (3:60-61)

Presently, however, the police department is "the major social agency that all of our citizens can request help from" and the only agency available at all times. (30:168) Because of this, more emphasis on training in human relations skills is necessary. (1:146; 30:117) Joanne Gardner cited the success of a New York experiment where police were trained to respond to family crisis situations with "tact and sensitivity to the emotional aspects of the situation." (30:168) Sergeant Ted Truver, Upper St. Clair Police Juvenile Officer, stressed the need for police education in evaluating and handling youth problems so that immediate, early steps can be taken to prevent children from entering the criminal justice process. (30:4)

Programs for involving youth and neighborhoods in police work were proposed by Tom Murphy of the Perry Hilltop Citizens Council (1:146-149) and by McKeesport's Mayor John Pribanic (1:133). Councilman Rizzo of Pitcairn spoke on the necessity of

improving the police officer's image in the community through a public education program. (2:123)

B. Upgrading of Police

Much concern was expressed on the inability of local police departments, especially in very small communities such as Chalfant, Braddock, Whitaker, and East Pittsburgh, to keep up with escalating crime and traffic problems. Need for more police and equipment, and for training and legal advisors, was expressed. Lieutenant Hopbell of the Turtle Creek Police Department suggested regional or county police services, including a communications system, photographic and technical assistance, drug assistance, legal aid, and a records center. (2:137-138) (See also Varrelman 3:132; Arnold 30:88) Joseph Hohman, Director of the Steel Valley Council of Governments, advocated hiring a professional criminal justice coordinator to measure the effectiveness and efficiency of police services within a region and to advise local police departments. (3:150)

POLICE TRAINING. Besides training in human relations skills (see Police-Community Relations), various other types of training opportunities for police were proposed. Chief Varrelman of Mt. Lebanon proposed training in management and other specialized areas. (3:128-130) Charles Robb, American Civil Liberties Union, suggested a yearly training period for every police officer which would include training in constitutional rights. (29:120) Using training as a salary incentive was also proposed. (2:142-143, 151)

LEGAL AID. Speakers Varrelman, DeFazio, Robb, and Pribanic, among others, saw a great need for legal advice for police officers. U. S. Attorney Thornburgh noted that legal advice was provided at public expense for indigent criminal defendants. We should "balance the scales" as far as our police are concerned. (29:7-8) Using law students on an intern basis to provide legal advice to local police departments (2:137) and making more District Attorneys available to the police were proposed (30:201; 3:133) as solutions to this problem.

C. Countywide Communications System

Bambridge Peterson, Allegheny County League of Municipalities, stressed the need for funding of a countywide police communications system: "Today's criminal is very mobile; he travels

from municipality to municipality." (29:195) Commissioner William Hunt and William Gamble, Director of Communications for Allegheny County, reiterated this need. (29:87; 29:92; 29:5) Urban Sciences, a consulting firm, was employed by the County during 1973 to develop a plan for a micro-wave communications system which, when completed, would provide for "instant criminal information retrieval" and for emergency police, helicopter, fire, and ambulance services. (29:88)

D. Other Concerns

A *park safety patrol* was proposed by Mayor Pribanic of McKeesport and by several community groups as a means of keeping recreational facilities safe, and thus usable. Park Security Officers were also suggested as a positive means of developing police-community liaison. (30:145; 30:18; 30:44)

The present *testing methods* for police officers were criticized as inadequate (30:98) and discriminatory (30:75). Christine Altenberger of the Institute for Urban Policy and Administration at the University of Pittsburgh proposed funding of research to develop testing methods which adequately reflect needed police skills. (30:98) Promotional tests for leadership ability are also needed. (30:100) Mahone and Arnold of Penn Hills stressed the need for a non-discriminatory test to allow more blacks on the police force. (30:75; 30:86; 1:240)

A *canine unit* was proposed by Sergeant DeFazio, West Mifflin, and by Robert Ille, Wilkinsburg, as a means of policing business establishments and recreation areas at night. (30:201; 3:230)

IV. COURT SYSTEM

A. Court Calendar

Judge Strauss (2:183-189) and Charles Starrett (29:157-158) both attested to the need for a court calendar control unit which would eliminate the delays and postponements which cost police departments exorbitant amounts in time and manpower. (Rudolph 3:26; Harper 2:82-84; Garofolo 2:102)

B. Bail Reform

The Court Bail Agency has eliminated many of the abuses of the bail bond system. Nominal bond is provided to many offenders on a 24-hour basis and only "hard core criminals" remain in the county jail. (2:179) In addition, the availability of district magistrates at night and weekend court reduces the waiting time between arrest and arraignment. (29:151)

State Representative Rhodes (29:21-27) and John Leet (29:114-115), ACLU, urged further bail reform to eliminate the "economic discrimination inherent in the present system." Mr. Rhodes' House Bill 1519 provides for a "no money release" bail system in Pennsylvania. If HB 1519 is passed, funding would then be needed to enable community agencies to supervise those released under this system.

C. District Attorney and Public Defender Offices

New rulings from the Supreme Court and requests from police for more legal assistance indicate that increased staff will be necessary in both the District Attorney and Public Defender Offices. District Attorney John Hickton testified that the new six-month trial limit ruling may require more assistant District Attorneys. In addition, assistant District Attorneys are now being sent to Juvenile Court (29:101) and an attorney has been provided for prosecution of consumer fraud. (29:99) (See also Fox 29:37) Mr. Hickton would also like to establish a rape squad, specialized in the prosecution of rape cases. (29:100)

For the Public Defender's Office, Ralph Cappy, Deputy Director, testified to the need for more attorneys due to the Supreme Court mandate requiring the county to provide counsel at the preliminary hearing, at trial, and for appeal, for both adults and juveniles. He estimated that the juvenile division will need 2-3 attorneys while the appellate division must almost double its staff.

D. Other Concerns

MINOR JUDICIARY. Concern was expressed about the unavailability of district magistrates under the new magistrate system. (Rudolph 1:29-33; Garofolo 2:102; Harper 2:82; Sheffler 2:161) Need was expressed for magistrates to be available to the police locally on a 24-hour basis. (2:104-106)

COURT FACILITIES. The inadequacy of court facilities, where defendant and accused are often forced to wait in the same room for long periods of time and where jurors are subjected to "inhuman" conditions, were deplored by Mr. Starrett. (29:155) Mr. Hickton objected to the present co-mingling of witnesses due to lack of space. (29:101-102)

PARTISANSHIP. U. S. Attorney Thornburgh stressed the need to drive partisan political influence out of the criminal justice system.

SYSTEM REFORM. Robert Peirce, Clerk of Courts, urged a study of the effectiveness of the court system. Statistics indicate that there are serious problems which need evaluation and solution.

JURY REFORM. James Logan, National Lawyers Guild, proposed development of a procedure "to adequately select a panel of prospective jurors" that would include more Blacks and young people. (29:75)

PUBLIC EDUCATION. Several people suggested a program of public information about how the court system functions, including, for example, a film on procedure for witnesses. (Starrett 29:162-163; Strauss 2:181-182; Montgomery 3:107-108)

V. CONCLUSION

The Public Hearings testimony revealed a wide range of problems and proposed solutions. Witnesses emphasized significant concern for "reestablishing relationships" in the community through genuine contact and mutual assistance among citizens, police, and other criminal justice agencies. Other concerns include the need for fair and impartial selection of police through standardized testing and hiring practices, the need for community participation in programs of diversion for adults and juveniles, the need for more cooperation throughout the criminal justice agencies and community service agencies, and the need for more effective prosecution procedures through the providing of assistant District Attorneys for swift adjudication of defendants.

During the Public Hearings, there appeared a variety of self-help groups advocating individualized and therapeutic approaches of dealing with offenders. It was generally acknowledged that implementation of such programs could benefit both the offenders, through effectively treating their unique problems, and the public and criminal justice agencies, by reducing the high cost of crime.

The testimony clearly calls for alternatives to the present system, mainly through improved diversion, treatment, and intervention devices.

Responsibility for those who are arrested is likely to be shared by the community if a cooperative effort can be established. Coordination of a multiplicity of community-based preventive, intervention, and rehabilitative services working in conjunction with the police and the courts was noted consistently as an essential element in the success of the community attempt to reduce and prevent crime.

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