

J. A. HEARINGS.

COMMONWEALTH OF PENNSYLVANIA

HOUSE OF REPRESENTATIVES

HOUSE JUDICIARY SUB-COMMITTEE ON CORRECTIONS

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Verbatim report of hearing
held in Majority Caucus Room,
Main Capitol Building, Harris-
burg, Pennsylvania, on Thurs-
day,

March 18, 1976
10:00 a.m.

* * *

Hon. Charles P. Hammock, Chairman
Hon. David Richardson, Acting Chairman

MEMBERS OF THE COMMITTEE

Hon. Michael Fisher	Hon. Frank Oliver
Hon. William Hutchinson	Hon. James Prendergast
Hon. Russell LaMarca	Hon. Joseph Rhodes
Hon. Raymond Lederer	Hon. Samuel Ross
Hon. Marvin Miller, Jr.	Hon. Anthony Scirica
Hon. George Wagner	

ALSO PRESENT:

Samuel McClea, Staff
Kenneth Adami, Staff
Carl Purnell, Staff

Reported by:
Janice L. Glenn

Prepared under the direction of
the Chief Clerk's Office, Hon.
Vincent Scarcelli, Chief Clerk

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ADMP
8, 1, 11, 12, 15
19, 42, 49, 50, 60,
81, 82, 88, 112, 123
129-132, 134, 136, 138, 140
165, 178, 205, 206, 210, 217, 251
243,

Trans

INDEX TO WITNESSES

	<u>PAGE</u>
John Mattingly, Executive Director, Center for Community Alternatives	6
(Formal Statement)	70
Herb Gordon, President, Center for Community Alternatives	87
Panel Review of Center for Community Alternatives - Regional Directors - Ken Guza, Central Region; Thomas Carter, Southeast Region; Herb Hoelter, Northeast Region; John Kappler, Western Region; Charles Baltimore, Central Office	125
Motion to Subpoena Juvenile Records at State Correctional Institution at Camp Hill	195
Ron Heinlen, Former Director, Resource Development - Central Region	203
Harvey Lowell, Director, Camp Hill Unit-SCIC	228
Art Fuller, Director, Camp Hill Review Panel	237

CHAIRMAN RICHARDSON: The meeting will come to order.

I'd like to start off by apologizing first of all for being late. I was attending the career program at the Farm Show which got started late, with some high school students, tenth grade students, who might pursue a career. The only reason why I went was because I had previously, before the hearing was set up, engaged myself to the Department of Education saying that I would go and speak to these young people, and I felt that we were talking about the kinds of things we're talking about today concerning our young people being incarcerated and perhaps a few moments with them would help steer them in the right direction and hopefully not lead them into being incarcerated. So I would hope that those who are testifying this morning would understand.

I would like to get started by first of all addressing ourselves to the fact that this is the Sub-committee on Corrections, the Task Force to investigate juvenile incarceration across the State, which came out of House Resolution 47.

I'd like to introduce those who are sitting on the panel. First, to my far right is Mr. Carl Purnell, Staff, from Representative Scirica's Office. Representative Fisher, who is sitting to my right, and sitting directly to me is

Sam McClea who is also from Representative K. Leroy Irvis office. Sitting to my left is Representative Frank Oliver and Representative Sam Ross.

The House Task Force on incarcerated youth is holding hearings today on the progress and problems of the Center for Community Alternatives. The Center is a private organization funded through the Department of Public Welfare and charged with developing community based programs for juveniles as an alternative to incarceration.

The question of whether juveniles in Pennsylvania are again sent to Camp Hill or to institutions like Camp Hill depends largely on the success of the Center for Community Alternatives in developing workable options.

All who are concerned about the treatment of young people in our State and about the direction of our juvenile justice system will recognize the importance of the issues we are addressing today. At stake are not only the future lives of many young people in trouble but the basic values of our society.

These issues are too important to be dealt with in a hasty, impulsive, and headline hunting manner. They are too important to become the vehicles for attacks against any one person or philosophy.

This Task Force has been studying the underlying issues since the adoption of House Resolution 47 almost a year ago. Last May, when the Center for Community Alternatives was formed, we heard from juvenile court judges, Welfare Department officials, and other sources close to the project to learn about its plans and purposes.

Last July, we called before the Task Force the administrators of the Camp Hill project who informed us of their progress in preparing programs for juvenile offenders before the August 15 deadline for ending juvenile commitments to Camp Hill.

Last Fall, the Task Force investigated charges of brutality by guards at Camp Hill and conditions in the Lycoming County Institution where several youths who were improperly detained lost their lives in a fire.

Today, we will be asking hard questions about the implementation of community treatment programs, the administration of the Center's State and Federal funds, and the success of the Camp Hill project.

Although this Task Force has gone on record as opposing the re-opening of the State Correctional Institution at Camp Hill to juveniles, we recognize that alternative programs must prove that they are providing benefits to both young

people in trouble and to society if they are to justify continued public support.

With that I would like to call on the Representatives and ask whether they have any opening statements.

(Negative response.)

CHAIRMAN RICHARDSON: There being none I would like to call our first witness this morning, Mr. John Mattingly, Executive Director of the Center for Community Alternatives.

Would you state your name for the record and your position, please.

MR. MATTINGLY: My name is John Mattingly. I'm the Director of the Camp Hill Project.

Mr. Chairman and members of the Committee, I'd like to thank you for the opportunity to appear before the Committee and to discuss with you our progress, where we've had success and where we still have some things left to be done.

Very briefly I'd like to state that it's always been my experience with the Committee that while you ask very hard questions of us, and while you make some very clear demands that we report to you what is happening, that you do so in a very objective fashion.

I have a lengthy statement which I wouldn't want to read all of it, I'd just like to read the summary, the last

couple of pages and then I'm open to questions.

Later today I'm hoping that two other staff members from the project, Mr. Charles Baltimore, my assistant, and Mr. Harvey Lowell, who is Program Coordinator at the Camp Hill facility would be allowed to make brief statements. Mr. Baltimore would like to talk very briefly about what it was like to be in Camp Hill several years ago, and Mr. Lowell would like to talk about what it's like to be there now, since he's working with this. And then at some point in the Committee Hearing all of the Regional Coordinators from the Project are here and around very specific issues of development of resources in their regions I'd like to have them perhaps appear together so we can go through some very specific kinds of questions. And of course also Mr. Herb Gordon who is the President of the Center for Community Alternatives and also the Fiscal and Administrative Manager of the Project will be speaking after me.

CHAIRMAN RICHARDSON: If time permits, Mr. Mattingly, there will be no problem.

MR. MATTINGLY: The program narrative of the original grant application to LEAA pointed to two distinct problems which the Camp Hill Project proposed to face. First of all, the need to relocate, consistent with public safety

those 392 youngsters then at the adult correctional facility at Camp Hill.

Second, the lack of dispositional alternatives available to Pennsylvania's juvenile courts for those high risk juvenile offenders who in the past have been sentenced to Camp Hill.

The Project's goals from the very outset, then, have been to relocate those youngsters committed to Camp Hill and to develop a range of alternatives capable of programming for the most difficult cases appearing in Pennsylvania's juvenile courts in the future.

The Project is on-the-way toward achieving both objectives:

A. Of the 392 youth in Camp Hill at the Project's inception, only 103 remained on March 17, 1976.

B. In the six months since the grant award, the following new placement alternatives for these youngsters have been developed:

- 3 regional security units (2 involved in zoning litigation)
- 4 highly-structured group homes (1 involved in zoning litigation)
- 1 statewide supervised living program. That's an

innovative intensive foster care arrangement.

- 3 community advocate programs
- 4 mobile professional diagnostic teams
- 1 outward-bound program

In addition, 167 youth were receiving Project services as of March 1, 1976. These services included Intensive Care Security Units in which there was sixteen youngsters. Highly structured Group Homes in which there was twenty-three youngsters. Traditional Group Homes in which there were thirty-four. Supervised Living in which there were six. Supervised Living with a Community Advocate attached to the program as an additional service in which there were thirty-three. Eight youngsters were Home. Thirty-five youngsters were Home with an Advocate. Four youngsters were in Independent Living arrangements. One youngster was in an Independent Living arrangement with an Advocate attached as an additional service. Seven youngsters were in the Outward Bound program.

Several tasks remain undone, however.

1. Youngsters from the Philadelphia area have been slow to move out of Camp Hill. (Some of the reasons for this delay will be discussed by the Southeast Regional Coordinator for CCA, Mr. Thomas Carter.)

Twenty-seven youngsters from the Southeast Region

are in Project placements as of March 17, 1976.

2. Youngsters from Allegheny County have also been slow to move. Two of the three juvenile judges from that county have at times been extremely reluctant to place youngsters committed by them to Camp Hill into Project services.

3. While ongoing, day-to-day working relationships with the juvenile courts of the Commonwealth have been established, the distrust generated by larger political struggles around juvenile justice issues in Pennsylvania have at times undercut the Project's effectiveness in working with these courts. Mistrust of the Project by some courts have caused difficulties in our establishing of long-term relationships with them. For example, one chief juvenile probation officer has said straightforwardly to us that while he agreed with the Project's objectives, he would not support us -- because if we were successful, staff in the Welfare Department would get credit. This chief juvenile probation officer is referring youngsters to the Project. We've had some success with youngsters from that court but the mistrust continues and the lack of support will continue.

4. Zoning litigation has delayed the opening of two intensive care security units and one highly-structured group home.

The Project faces a difficult problem in this regard:

Youngsters who "graduated" from Camp Hill in the past were often more embittered, angry, and hostile than when they went in. In short, they were further criminalized. However, our local communities were not aware of the intricacies of the juvenile justice system. People often knew only that a youth was "sent away" and maybe got in trouble again after he returned to the streets.

The Project, on the other hand, is dispersing these youngsters. Even when they are to be locked in a security setting, youths will often be near their home community. They won't be shipped off to a distant institution.

Some local groups, understandably, do not want these smaller units located in or near their communities. The Project has taken several steps to help alleviate this problem, but it is an ongoing one.

a. our security contracts have been developed only on state grounds or the grounds of previously existing-delinquency programs;

b. one of the requirements of community groups who contract with CCA to operate Project programs, other than security units, is that they make specific efforts to win some

local support for their programs, as opposed, for example, to "the state" coming into town to open up a new program and leave the community stuck. Not every person in a community will support such a program. But contractors are required to seek local support.

In the long run, however, it is the day-to-day operation of Project Programs, that will win the support of many people who initially opposed them. Only when these programs are successes will large numbers of community groups support them.

In conclusion, I would ask one thing of this committee:

The protection of our communities and the highest goals of the Juvenile Court Act are at stake in this Project. Some have taken the easy route; they are using these youngsters as political footballs, without consideration to the hidden issue of what the juveniles did after they were brutalized and further trained in crime in an adult prison.

They have attempted to paint the Project as "soft on crime" -- thus hoping to gain some political advantage. This is the easy route. I would ask the committee to continue to take the more difficult and complex approach:

Focus objectively on the Camp Hill Project. Ask

hard questions of us. But review the whole juvenile justice system as well. Determine where it has failed the citizens of the Commonwealth. New efforts are easy to attack. They succeed in some areas; they fail in others. They should be scrutinized. But so should the rest of the system.

If the Project is given one full year to reach its objectives, it will match up well against any other piece of the juvenile justice system.

But if these youngsters are used as pawns in larger political struggles, it is both these kids and the security of all of the Commonwealth's citizens that will suffer.

Thank you.

CHAIRMAN RICHARDSON: Thank you, Mr. Mattingly for your remarks and before we go on I would like to ask the Stenographer did she get a complete copy of the gentleman's statement and if she did I would ask that it be entered into the record in its entirety.

I'd like at this time to recognize the presence of Representative Miller who is sitting behind me, and next to him, Representative Wagner.

At this time I will start from my left with the questioning with Representative Sam Ross.

REPRESENTATIVE ROSS: I have no questions at this

time, Mr. Chairman.

CHAIRMAN RICHARDSON: Representative Oliver.

REPRESENTATIVE OLIVER: Yes.

BY REPRESENTATIVE OLIVER:

Q What do you use to determine as far as these children are concerned the pawns and political struggles. Would you emphasize that point for me?

A Well, I just feel, and I don't have specifics on this, I'd rather not get into personal battles with anyone, I just feel that it is easy to make headlines on the basis of small isolated incidents that youngsters get involved in, or that a new project is involved in. One does not get headlines from ongoing successful programs, so that it is sometimes the temptation for individuals to make hay, to make public statements available that appear to take a stance that everyone could agree with, but really that don't look at the very depth of the issues involved.

Q Could you cite in particular incidents to this Committee, without calling names, I understand your position, but which might sort of clarify your thinking and our thinking on this?

A There's a group home to be located in a City of the Commonwealth. It got zoning approval from the Zoning Office

to operate a group home in that community. The staff members talked to local neighborhood residents and invited them over and had a general discussion about the opening of the program in that community in an ongoing way. One of the residents was angry at the fact that a group home started up in his community. However, the next thing that happened was that the Camp Hill project was painted in the press as starting some kind of a special detention unit in this residential community. It was not a detention unit. It was never thought to be a detention unit. No one ever said it was a detention unit. It is a group home for these youngsters. And of course there was a lot of outcry about the opening up of a detention unit in a residential community. Some kind of block setting in which youngsters would be. A small jail, that's the general impression. So it's easy then to say, see what they're doing.

A follow up to that occurred within several weeks. A letter went out in which the suggestion was made by one member of the City Council that a petition should have to be passed in any community before a group home or detention unit opened and in which seventy-five percent of the people in that community must agree to its being opened, that kind of thing.

Q You did point out in your testimony here about the children from the Philadelphia area moving slowly. Of course

you did also state that someone would elaborate on that also. Could you also give us your particular views on that?

A Yes. We have moved cautiously ourselves in developing programs in the Philadelphia area. There are a large number of community groups that run the programs for delinquent youngsters. There are a large number of community groups already existing that never really took a hard look at whether they could serve these youngsters. Our approach then was instead of opening up a whole host of new programs that would immediately draw criticism from every corner in Philadelphia, we would develop ongoing relationships with already existing group homes and programs. That takes time. It's in operation now.

If you could look at our statistics month by month we are getting more and more youngsters out of Camp Hill.

Secondly, a large number of youngsters in the forties were moved out of Camp Hill with the active assistance of the Project, and in some cases with plans developed by the Project, but the courts decided not to put the youngsters under the Center for Community Alternatives care so they do not show up on our statistics as youngsters moved out of Camp Hill into our plan. We had a great deal to do with those that have been moved out.

Thirdly, there are two programs that we are seeking to open new in the Philadelphia area, one the small intensive care security unit, which we have a contract with the North City Congress to develop, and for which they have hired a director, Mr. Ted Smith formerly of Graterford Prison. We have not located a building however. It is very difficult in the Philadelphia area to locate the building for that kind of small intensive center. The same situation exists with the highly structured group home, we have a group but we do not have a building.

Q Thank you.

CHAIRMAN RICHARDSON: Representative Fisher.

BY REPRESENTATIVE FISHER:

Q Mr. Mattingly, you cited a number of problems that you've had with the project over the first nine months or so of its existence. How much harm do you think that some of the adverse publicity that the Project has received and some of the attacks which you've labeled as political, how much harm do you think they have caused the overall progress of your project?

A It's hard to determine precisely. I could give incidents of that kind of thing. I would say that we would have all of the projected programs open in the Commonwealth

that we originally designed by now if those kinds of things had not occurred.

Q Now, I remember in a similar type of hearing back in May, the first time this Committee had any hearings discussing this particular project, and you had I believe just received the approval for the funding from the Governor's Justice Commission.

A We didn't receive the Federal funding until December.

Q If you had received the authorization back in May and the Attorney General's opinion of course had already been promulgated on closing of the Institution to juveniles. Now, I remember one of the questions that I asked you at that time was did you feel you were going to be able to be set up for all the eventualities on August 15th and thereafter, and what affect did you think that local zoning regulations would have upon your project. And as a follow up to that question, do you now believe that the project should have to comply with the local zoning regulations within the communities, or do you think that there should be some exception either by way of using state property or having exceptions for the contracted services?

A Yes.

Q What is your feeling on that?

A In terms of the community based facilities, the group homes, the highly structured group homes, the supervised living and foster care arrangements, there's no question in my mind but that they should meet local zoning ordinances.

In terms of the intensive care security units that were established on the grounds of the state facilities, there's no question in my mind but that the state's right to set up those programs on their own ground should supercede the zoning ordinance. In a number of cases the building in question predates the township that was questioning the location of the program.

Q Back in May when you were first really put into the position that you're presently in, did you have a blueprint, or did you have a belief that you'd be able to go out and get these various locations and have them implemented and going in the early stages of the project?

A I would say that it has gone generally much more slowly than I would have liked. You see what we were going to attempt to do initially was to primarily purchase care from already existing programs, even in terms of security. I remember at that hearing we talked a little bit about one particular place in Pittsburgh where I might go to seek some additional beds just for that group. What we have run into time and time again,

and this has happened to me on several occasions and to my Regional Staff on many occasions, is that we would make an initial contact with an agency, perhaps an agency already dealing with the local courts, already receiving per diem payments from the local courts. We would have a very productive meeting. We would arrange to get a proposal. Then they would come back to us several weeks later and say that they had talked to the local courts and felt that we were not a viable program or agency and they would no longer consider that purchase of care mentioned.

So what we were then left with doing was going out and opening up new programs. In some cases we had to work very hard to find the right people to develop an agency for that program because no agency wanted it.

Q Would you say then that you were overly optimistic back in the early months, the three months preceding the closing of Camp Hill on the success with which you would find in the community for the opening of these programs?

A Well, I'll put it this way: My plans were professionally sound. They may not have taken into total consideration some of the realities of the power entities that existed in communities that would be against this project.

Q So would you agree then that you probably were at

least practically a little over optimistic on its initial success?

A Right.

Q Did you ever consider when you probably somewhere along the line saw that you were going to meet with some resistance, did you ever consider asking for an extension of the deadline that was imposed by the Attorney General?

A Yes. Back in June when we still didn't have our funds, we met with the Camp Hill Review Panel, a brief discussion is in the statement here, at which time the decision was reached by the Department of Public Welfare that because of the delay in opening up of our programs that those fifty beds at the two YDC's would be made available as backups.

Q Did you ever feel personally that a delay in the implementation of the program should have been asked for even though the fifty beds were made available at the two YDC's?

A If they had not been made available I would probably have come back for some kind of delay to the Attorney General. When that was done, however, it seemed to me at that point that if we had followed the regular commitment pattern, and I think we have some documentation of the numbers of youngsters who entered our program and who entered Camp Hill a year ago and who entered the two YDC's. We could have handled, and we have

handled, certainly the Project has handled all the intake its gotten.

Q Without getting into the faults and some of the problems that developed out of New Castle, which I think this Committee at least has already covered in another hearing, you said the fifty beds were made available and I suppose you're talking about forty-eight beds actually at New Castle in that number of fifty.

A Yes.

Q Were you aware that the facility was not prepared for the acceptance of the number of commitments that they have received in August? Were you aware of that when you made the decision to forego the request for a delay?

A No. We only became aware of any difficulties in the Fall when some help was asked from us.

Q Would you say that you adequately, or the people in your Project, the Western Director who should have been cognizant of the facilities at New Castle, would you say that you adequately researched and investigated the facilities that were being made available to you, or do you think that you relied perhaps improperly on some representations that were made by officials in the Department of Public Welfare?

A Well, you see we had developed our Project. What

we have failed in developing, as I attempt to outline here, I can't deal with the issues of what was or wasn't developed in the Welfare Department in those two YDC's. We've attempted to help them wherever we could.

Q Ok. Now, and I don't want to get bogged down in what the particular faults were, but obviously the complete Camp Hill project or the Center for Community Alternatives, it was necessary that there be some secure facilities around the State and we all recognized that. You recognized that. Dr. Miller recognized that. All the judges of the courts recognized that. I would think that a complete well-rounded program would require that an examination be made of those beds that were going to be made available to have your complete project. Now all I'm asking is do you feel, and I'm not trying to pin the blame on you or your director or anybody else, but do you feel that perhaps you could have done more to investigate what was being made available to you by the Department of Public Welfare?

A It wasn't being made available to us, that's what I'm trying to get at. The whole agreement in the Review Panel meeting, as I recall, was that it would be made available to the Juvenile Court Judges who did not wish to come to us. You see our whole approach has been, come to us, we will do a

diagnostic needs assessment. We will develop a plan and we will bring it into court and lay it out to you and then we can talk about that plan and rearrange it as the court desires. When that happened almost all of those youngsters did not end up in a security setting. *Then we'd not placed with the YD.* A lot of youngsters we had talked about originally were sent to Camp Hill because they were a pain in the butt and they ran away from a whole host of other programs and were never effectively dealt with. We still feel that we can take the vast majority of youngsters away from the security setting. Some of them only after they've been in security but I don't want to do a fillibuster. I want to get at that our agreement then did not involve those two units. Our involvement was not with those two units. Those were to be secondary after youngsters were referred to us.

Q Ok. But after youngsters were referred to you, let's assume that all the judges in the State cooperated one hundred percent with the Project and referred all youngsters coming out of the juvenile courts, at least preliminary, to your Project. Now, it was always anticipated that there would be a need for some secure facilities.

A Right.

Q Whether these people went through your Project or

whether they went directly to that secure facility. Am I right on that?

A That's right.

Q You looked at statistics and the number of secured beds that were needed sometimes varied but it was still recognized that you needed secured facilities.

A No question.

Q Now, what I'm saying is that it seems to me, and you've recognized it, that a lot of the political and practical repercussions that have come over the last six months is as a result of what has taken place by order of the Attorney General and by implementation of your Project. And I think that unquestionably it has come about by a distrust on the part of some people that if facilities are not available then your project would not adequately be able to handle all the youths that are coming out of juvenile court, so therefore somebody has made decisions, and without calling names of judges, certain judges made decisions that we know that youth A and youth B need incarceration for some period of time, the Center for Community Alternatives doesn't have the adequate facilities for them so we're sending them right to New Castle or we're sending them right to Cornwells Heights.

Now, what I'm saying is in retrospect, and I'm not

asking you to accept any blame, but in retrospect do you think that if this whole system of juvenile justice and juvenile treatment had been more thoroughly evaluated by the people in your organization and by the Administration, who after all has to accept the responsibility for the cut-off of Camp Hill, whether that be right or whether that be wrong, do you think if a more study had been done of what was available that maybe we would have avoided some of the controversy we have here today?

A I don't want to belabor the point. All I'm trying to say is that the study was done. What was not clearly calculated in was the amount of resistance. The study was adequate but without the calculation of the other interests involved it was inadequate. That I will agree with. See we could have handled the vast majority of those youngsters who were sent to security units or YDC's in other types of settings, and more successfully, but we were never given the chance in many cases.

Q Ok. Would you agree that if the commitments that were made to New Castle, for instance, were proper, and I'm assuming that if you had them you would have sent them to the same place, would you agree the facility was inadequate at least until January?

A Yes. I was not at all happy up until January with the types of programs being provided.

Q You would agree that facility was inadequate in the total picture, right?

A To my knowledge.

Q Ok. Now, just one other question on this. You're the Executive Director of this Project, is that right?

A I'm not sure what an Executive Director is; I'm just running the thing.

Q That's what I was going to ask you. Are you running this thing?

A That's right.

Q Are you calling the shots in this Project?

A Absolutely.

Q Are you receiving any resistance or any recommendations from higher ups?

A Oh, constantly.

Q Has there been pressure on you to either go one way or another with the Project?

A No, I wouldn't call it pressure. The Department of Public Welfare is the grantee for the grant. They wrote a contract with us. They have a legitimate right to monitor the project and to make specific recommendations. I have a

legitimate right to say at some point that this is the way it's going to be done, if you want to do it in a different way, get somebody else. But I run this thing, you can ask anybody whose dealt with me.

Q Do you feel you've received the support from the Administration that you need?

A Yes, very much so. I think Secretary Beal has been very very supportive.

Q What's your prognosis for a complete well rounded project as you once envisioned? How much more time do you need?

A By the end of the first grant year I expect this project to be fully operational. That goes to September five.

Q Have you taken any steps to perhaps repair some of the bad feelings that have arisen between the Project and the Juvenile Court Judges?

A I'm doing the best I can with the limited time. This job is an absolute killer, there's no question about that. For example, within the last month I visited judges throughout the Western Region of the State. I had a full fledged meeting with the Judges in Allegheny County. I met with Judge Anthony in Erie, Judge Acker in Mercer County, attempting to get a feel from them as to what they think is succeeding or failing in

the project so that I can reconstruct or support what's been happening.

Q That's all for now. Thank you.

CHAIRMAN RICHARDSON: Representative Wagner.

BY REPRESENTATIVE WAGNER:

Q The Camp Hill Project is a project to what, get the kids out of Camp Hill, correct?

A Well, it's to do two things, to move the youngsters out of Camp Hill, the juveniles, and also to set up a range of alternatives to the courts for youngsters who would have gone there after the Attorney General's ruling was in effect.

Q And the community alternatives, where do they come in?

A A decision was reached rather early --

Q By whom?

A By the Department of Public Welfare and myself and everyone who is at all involved in this Project.

Q Is that what I see in the beginning, the Department and the Project contracted with you people to find care for these kids, right?

A Well, step one was a decision to operationalize this project, to do this thing, to try to get to these objectives.

Step two was how to do that. The agency involved was the Department of Public Welfare. A decision had to be made whether to do it inside Welfare or outside. Inside you have the institutional supports of all the staff of all the administrative and fiscal people and all that stuff. The problem with that arrangement is that in doing a purchase of care arrangement, that is in setting up services under contract instead of doing it all yourself, you have to be able to move rather quickly. The Welfare Department's contracting process is extremely lengthy and confusing and at times can leave foster parents -- I had some experience with it in the past -- for months without payment for services provided.

Q Who is in charge of finding the foster care and approving the foster care parents?

A Well, if I can just finish I'll get right back to this. So then the question was, do you get an already existing corporation or agency. We did some talking around that with Secretary Beal and a decision was reached to start a new agency somewhat on the model of the Neighborhood Legal Service. And then the contract was written between Welfare and CCA to do the project.

Q What I'm getting to, so you know, is the alleged violation in Lewisburg, Sunbury with a court liaison officer

who was a Federal employe and some how he got into the program. This is what I'm getting to, how did he get there? How do you go about policing foster care homes, court liaison officers, where these kids, and I don't know what their previous juvenile records was, got involved with theft after they were released?

A Ok, the process has been, and when we initially started up, our staff is composed primarily of a central staff administering the project and then the regional offices, court liaison workers. Their responsibility is to work with the courts, receive the referral, get the needs assessment done and then present the plan to the court and then manage the case.

Q Then they work basically under you?

A They work for us.

Q You hire them?

A The court liaison worker, correct.

Q Now, could you explain to me what process you use to hire them? I assume that you don't have to go through Civil Service or anything like that?

A That's correct.

Q You call them in and look at their sheet and if you think they're qualified you hire them.

A That's right. And to get down to the foster parent arrangement, all the direct services, the need assessment, the group homes, the security units, the foster care arrangements, are done under contract, they're not done by employes of the agency. Initially because of the need to get going the court liaison workers were responsible for going out and finding the foster parent and supervising that arrangement, but that has been changed. We now have a contract with state-wide supervised living of foster parent arrangement whereby Tressler Lutheran Services, which has experience in innovative foster care, will locate, train and supervise all of our foster care settings.

Q When I think of foster care I think of a parent, really, in place of a parent. Now in other words he goes out and who does he report to? He is under the jurisdiction of who then?

A The foster parent?

Q Yes.

A The foster parent or advocate as we call the person, he or she would report to the caseworker assigned by Tressler Lutheran Church and through that caseworker to the director of their supervised living program.

Q So Tressler now finds these foster care homes?

A Right.

Q And you have a list of them and then the court liaison officer goes over the juvenile's record with the child?

A Yes, that's the general concept and how we're doing the contract now. Foster care I think is extremely important. We don't call it foster care because we don't want to get entangled with traditional concepts. These are generally older youngsters. These are youngsters who may need an alternative living arrangement but shouldn't be in a structured program. Maybe they are oriented a little bit too much towards their peers and they get in trouble with their friends. Maybe they should be living with a young professional and his family who takes responsibility for providing a home and supervision. We call them advocates in that setting. That's why it's a little bit different from traditional foster care, out of which many of the youngsters in Camp Hill have come.

Q Now so I understand this. Let's assume that I get a juvenile offender, first time, and I'm the judge.

A First offense did you say?

Q Yes. Basically let's say a misdemeanor or second degree or something like that, relatively minor. He comes in, I'm the judge, I hear his case, do I contact you people or do

I contact my local county juvenile probation officer?

A We have been contacted on occasions, like that and we attempt to broker service for youngsters like that. But we have a kind of reverse intake criteria for the project. Usually the intake criteria of agencies that are supposed to handle juvenile delinquents, is that you can't be this, you can't be that. You can't have too many offenses. You can't be psychotic. You can't have drug offenses. You can't mess around with girls. You see a whole bunch of things and you wonder who the heck should be in the program. Our intake criteria is just the opposite. Because we're geared to set up alternatives to Camp Hill the youngsters have to meet criteria that would have indicated they would have gone to Camp Hill in the past. So we screen out youngsters who belong in less structured programs, such as the Youth Development Center, group homes, probation. We don't want to take cases who really belong on probation and put them into a security unit.

Q Well, let me give you the problem. I can't quarrel with the purpose. The purpose is to get the kids back and have no more problems. The Lewisburg situation, if you're familiar with that, is exactly what some of us fear is going to happen. You take a kid who has had problems at the county level and the court works with his family and the county

probation officer and they generally put him on probation and say, ok, we'll put you on probation, behave yourself, get in by noon, report to the probation officer, and that type of thing. If he stays out of trouble he's fine. If he gets back into trouble again, a felony or a misdemeanor of a second or third degree nature, that is usually when the judge comes in, in the past, and says ok, either a YD Center or Camp Hill. The problem is that they're coming back in and you're putting these kids right back out into what was previously, in my opinion, purely probationary. Now I'm just curious of how you would explain the Lewisburg situation. How you selected that individual. I guess the kids up there were suspected of theft in one foster care home, not in the home, but they were pulled out when it was reported and put into another one where the same thing happened along with some other kids. And I know this is the first time its been reported but a lot of people fear it's only because it's the first time they got caught, and I think this is jeopardizing your program.

A I can get at that specific issue if you'd like and I'd also like to talk about the general question you asked. First of all, there's two different sets of youngsters, one, the youngsters coming out of Camp Hill, and two, the youngsters referred newly from the courts. The youngster involved I

believe was out of Camp Hill. Our choices with many of these kids are rather limited in the sense that a lot of kids have done their time in Camp Hill and are ready to come out on the streets. They would have been released through normal processes anyway. We have no inherent right to order them into one of our programs. However, the courts, of course, only release these youngsters. Courts only put youngsters in commitments to us, we can't do it ourselves. For example, the youngster in Lewisburg was a model inmate at Camp Hill. The youngster who was ready to go into Pennsylvania State University, there was no indication whatsoever that he needed more highly structured setting than foster care. The decision was reached by us, but also in concert with the court, that foster care supervised living would be attempted with this youngster. So that's a little bit different from our taking a youngster from the court and then putting him in foster care without any kind of relationship ongoing with the court.

Q I'll stop you at that point. It does seem that the rehabilitation up to that point hasn't worked. All his reports say, hey, you're able to go and you're ready to go in school and he goes out and he gets back into trouble. But I think there were two other individuals and I think one had not been a Camp Hill boy but was waiting placement. They were

removed from one home and put into another home.

A Where the other two youngsters were, yes. It's my understanding off the top of my head that all three youngsters were former Camp Hill residents. The movement to the other foster home was merely on an emergency basis until the plan up near Penn State could be initiated. At the time he was moved from there there was no indication that we had that there was overt criminal activity involved. The placement was falling apart. The stories the youngster was telling weren't making sense, but he was only moved in an emergency basis to that second foster home where problems arose until he could be placed in a setting near Penn State.

Q How about the court liaison officer? Do you think there was any problem there?

A We believe in hiring ex-offenders and doing it after some screening, but also in hiring folks who can understand where these kids are coming from, and who can understand what they've been through and can deal with them at that level. We believe in that and we will continue to do that. The question involved here I think was a question of judgment. The fellow was advocating in behalf of this youngster, and not particularly just for this incident, but for others not like this where we felt the judgment wasn't of the caliber we needed

we had to let him go, but it wasn't because he was an ex-offender. It was because his judgment about the youngsters and what needed to be done at a particular time, we could not feel that we could rely on him.

Q Getting to the end now, the court, as I understand it, has the final say.

A Right.

Q They can say we do not want that child placed in a foster care home.

A That's correct.

Q They can say we either want him in a YD center or we want him in a secure institution.

A Yes, the court commits.

Q Now once they're committed to your Project, does the Department or someone have the right to, once they get committed, pull them back out again after they've been there for two months and put them back into foster care without the court's approval?

A That depends on what the original order says. If the order was written committing the youngster to, let's say, the Center for Community Alternatives, then that is quite possible. And what we attempt to do with the court liaison officers is open up the three alternatives available to the

judges and make sure the judges understand. You can commit to CCA but only on the basis of a step plan from here to here to here and if there's any changes we'll let you know. Or you can commit specifically to that program.

Q If they commit to you people can they at any point come in and alter that order?

A Absolutely. These youngsters are all wards of the courts.

Q Well, the reason I'm raising that is, again, the purpose is good, as is the purpose in any penal rehabilitative type program. The problem is that that happened there is typically what most people fear and I'm in that area and I'm very sensitive to that and I don't think perhaps the courts are aware of the rights that they have. Maybe it's not clear to them. It seems like a maze there, well if you commit him here in this thing then you've lost contact. If you order him here you've still got your power and I don't think they understand that.

A Maybe we ought to follow up on that. What we have done is relied on the court liaison officers to make that clear. We've also sent a series of documents out showing what the orders could look like but perhaps we need to follow up on it.

Q Along with that, I have been contacted by judges

who say I have a fellow who belongs either in a YD Center or in a secure institution and it's my understanding that I cannot put him in there permanently, that I have to put him in a program or he's going to be taken back out again and I think the problem there is misunderstanding.

A There's a difference between a Youth Development Center and a security unit to which any youngster can be committed directly by the court and the security unit is run by a private agency for us. The youngster could get into those units but he's got to be approved by us and be part of the plan.

Q I would appreciate if you could give to me the options the judge has along with what happens if you commit them there, what rights does the judge lose and what happens after that if for instance you decide to put him back out in foster care.

A I'll get that for you.

Q Thank you. That's all, Mr. Chairman.

CHAIRMAN RICHARDSON: Representative Miller.

BY REPRESENTATIVE MILLER:

Q Mr. Mattingly, who actually appointed you Project Director?

A The Board of Directors of the Center for Community

Alternatives.

Q What background did you come from before accepting that position, your current position?

A My professional experience goes back to being a Social Worker Assistant at the Patuxen (phonetic) Institution in Maryland for what are called the most serious offenders in Maryland. I did that for about a year and a half, two years. I was a Field Agent for the Pennsylvania Board of Probation and Parole in Pittsburgh for several years. I also was the first parole agent assigned to the initial Pre-Release Center in Pittsburgh. I worked as a counselor in the State Correctional Institution at Pittsburgh. I worked as a Director of the Pre-Release Center in Pittsburgh. I worked as the Director of the Southwest Region of Community Services for the Bureau of Corrections out of Pittsburgh. I was responsible also for the Greensburg facility.

I worked as Director of Community Services for the Department of Public Welfare and was responsible for developing community programs out of the YDC's, the group homes and foster care arrangements. Then I went back to Pennsylvania State University where I am doing a dissertation on a PhD.

Q Thank you, Mr. Mattingly. I wanted to just get on record your general familiarity with the Pittsburgh area

because I have some questions pertinent to your operations in that area.

Is the secure unit in Oakdale operating anymore?

A The secure unit in Oakdale has been opened and had six youngsters in it. It was ordered closed on a permanent or preliminary injunction, I'm not clear which, by Judge Ralph Smith on February 18th. We have been appealing that order since then.

Q Was that due to the zoning and sewage problem?

A Well, the sewage problem was discussed but as far as I know it was dismissed as the problem. There is an argument going on about the zoning. The township is alleging that this facility which is on the grounds of an institution that had been there for some eighty years is somehow in violation of their zoning.

Q Is the secure group home that you propose in Erie open or not?

A It is a highly structured group home, not a secured one. In other words we don't lock the doors in this facility. Yes, that is open and operating.

Q And your official title of it is?

A It's run by an agency called Professional Resources, Incorporated.

Q They are providing persons through your corporation?

A That's correct.

Q Could you give me the date that facility was opened?

A I believe it was November 15th.

Q As of January 22nd we received testimony, that is the Committee did in Pittsburgh, that as of that time instead of the fifty individuals that promised to be involved in this operation of these facilities in the Pittsburgh area that a staff of approximately four and a secretary is what you have. Is that right?

A As of January?

Q Yes, January 22nd.

A First of all, no, that is not accurate. Second of all we never promised fifty employes. All we have developed in the whole project has been a small court liaison staff, four court liaison officers in Pittsburgh with a resource development supervisor and a director and several secretaries and a transportation specialist. That's different from direct services. That's court liaison workers.

Q Is Center for Community Alternatives, Inc., involved in the Appalachian Outreach Program?

A That's right. We have a contract with the Appalachian School of Experience near Carlisle.

Q We have testimony before us at that hearing that Judge Camelia recounted the case of a boy released by the court to be placed in your Appalachian Out Reach Program on the assurance that it existed at that time. Evidently the program wasn't operating and for that reason the youngster was returned to Pittsburgh and placed in a YMCA program without the knowledge or permission of the court. Are you familiar with that?

A Yes, and the Judge is familiar with it as well, and that is not quite accurate. The facts are that in September this program was opened. We had every two weeks a ten youth intake into the program, which we extended to only once a month. Now right before the Christmas holidays there were not enough youngsters, I believe there were two, to run a class for that month. At that point a youngster had already been released to that plan which included Outward Bound, and thereafter I believe it was the YMCA CAP Program. The court liaison officer made a decision without proper notification of the court.

Q Without the permission of the court, would that be correct?

A That's right. Although permission was only several days later.

Q I'm trying to establish for the record, your court liaison officer made a decision to transfer a youth without the permission of the court, is that correct?

A Not to transfer, no. What happened was he took the youth to the program and found that they couldn't run a class because there were only two youngsters that month.

Q Why did the court initially suggest that program?

A Because we had been running and are running those classes. We had no knowledge that there would be not enough youngsters that time. So we would have like a ten youth intake and because it's moving very quickly we sometimes would end up with seven. We sometimes would end up with twelve. And we sometimes would end up with four. The Appalachian School said we only have two this month, we can't do it. So the court liaison worker moved the youngster into the second phase of the plan without notifying the court first and that was a real mistake. But that's very different from the allegation that the program was closed down and that we knew about it and all that kind of stuff.

Q Just as an addendum question, I sometimes question their realistic nature of a plan where a student can be

automatically transferred to the second phase when indeed he's never participated in the first. No response is necessary.

Are you familiar with the example -- well, you've purchased with a program, I understand, that is operated at a Girl Scout Camp facility in North Carolina, is this correct?

A No, not precisely. The Appalachian School of Experience during the winter months for a week or two weeks period out of the entire course would take the youngsters all through Pennsylvania, white water canoeing, climbing mountains, those kind of things. One of the steps then would be during the winter months for a week or two weeks in the North Carolina operation.

Q Are you familiar with the incident where a young man was taking part in that program and had difficulty with the canoeing aspect of it and was simply placed on a bus and sent back to Pittsburgh?

A I'm not sure that I know precisely the occasion. There is a case where a youngster simply decided -- and if you're talking about the same youngster it was the original problem.

Q Two different youths.

A There was a youngster simply was scared to death and couldn't do it so he had to be moved out of the program

back to the court liaison worker.

Q Would you suggest that's proper manner for a juvenile justice system in the Commonwealth to operate in in placing our students on buses for interstate travel without permission of the court?

A I just don't feel that it's that big of an issue. I think its been made an issue. I don't precisely know why. The youngster returned and the youngster is doing well.

Q You didn't answer my question. I was asking you if you felt that was proper administration of handling individuals within our juvenile justice system?

A I see no problem with it except that perhaps the court should have been notified immediately as soon as the youngster was put on the bus.

Q You see no problem with transporting juveniles, court adjudicated juveniles interstate on public bus lines without supervision?

A I see no problem in this particular area. Juveniles should be dealt with on the basis of who they are, what their problems are and what can be expected of them. That's what the Juvenile Court Act is about. They should not be dealt with as if they are some huge mass of criminals.

Q I have another series of questions, if the Chairman

will allow me, dealing with the question of how expert your individuals are who are advising the courts. .

CHAIRMAN RICHARDSON: Representative Miller, if it's possible would you hold that line of questioning a moment to give our stenographer a break. We'll recess for ten minutes and come back for your series of questions.

REPRESENTATIVE MILLER: Thank you, Mr. Chairman.

CHAIRMAN RICHARDSON: This room will stand adjourned for ten minutes.

(Whereupon a brief recess was taken.)

CHAIRMAN RICHARDSON: The time of the recess having expired, I ask that everyone please take their seats so we can proceed.

I understand that the Chairman of the Board, Mr. Herb Gordon has a train to catch, is that correct?

MR. GORDON: Yes.

CHAIRMAN RICHARDSON: We want to try to move along as expeditiously as possible so that we can get him out of here.

I'd like to turn the questioning back over to Representative Miller for his further line of questioning.

REPRESENTATIVE MILLER: Thank you, Mr. Chairman.

BY REPRESENTATIVE MILLER:

Q I'll try to sort my questions out for you, Mr. Mattingly, to save time. Are you a member of the Board of Directors of Youth Services, Inc., or Alternative Rehabilitation Community Center, Inc., of Mechanicsburg?

A No I'm not.

Q Do you receive any proprietary interest as a consultant in either of those programs?

A No I don't.

Q If I may return now to a point that I'd like to try to at least preliminary demonstrate, and it's not in the spirit of cataloging blame or fault on anyone, but I think it gets right to the heart of the issue of the advice that Community Alternatives is offering at the level of the courts to the judges in regard to their program availability and sometimes the sentencing of juveniles to alternative concepts. And I'll only go through one because I realize I have structured a number of questions dealing with that already, but I'd like to just read from a court transcript of I believe January 12th in Judge Camelia's court in Allegheny County. The issue at hand was placement of students under the recommendation of your Mr. McGill I believe, to your facility in Erie.

At the hearing Mr. McGill stated, "We propose to

provide the structure he needs." Referring to the juvenile. And the Court asks the question: "What about this group home? What kind of structure does it offer?" Response by Mr. McGill: "Ok. It's twenty-four hour supervision, immediate security, all the programming is self-contained." Question from the Court: "Are you saying he, the defendant, cannot leave the building under any circumstances at any time?" Answer by Mr. McGill: "The only way he would be able to leave is in the presence of a staff member." Question again from the Court: "How many staff members are there?" Mr. McGill's answer: "I don't have the answer to that question at this point." Question from the Court: "Have you seen the group home?" Mr. McGill's answer: "I have not seen it." Question again from the Court: "Do you know how long it has been open?" "It's just opening now, or maybe it will be open in two weeks." Question again from the Court: "Has the operator of this group home ever run a group home before?" Mr. McGill's answer, "Not to my knowledge."

After a brief discourse of that nature we're to assume that a juvenile court judge who is taking his responsibility and duties of office seriously is to commit on that type of a recommendation. Now I'd like you to respond to that.

A Certainly. First of all that meeting was from

November, not January. Secondly, it does not represent to the best of my knowledge anything more than one small piece of one interview in the court. I would like to see the entire transcript of that hearing at some time, of course not here, to see if that gives a good picture of how we operate in court.

Thirdly, I would certainly insist that the quality of the interchange there does not represent the day-to-day operation of our staff in the court. It's very easy to pull out the weakest link that the court possibly could and try to give the impression that this is indeed the way we operate in the court, but it is not. Certainly I can't support that interchange, I think it was a rather weak type of representation of CCA in the court at that time.

Q My point in raising the issue, Mr. Mattingly, is not as you might like to conjecture, that I'm trying in some manner to belittle your system. What I'm trying to get at is the very point you raised initially, that it has been the press involvement that has torpedoed you. That it has been everyone else but your own doing and in my notes I've at least indicated four areas where its been your own doing that has raised question.

Let me continue just a little further and let me

give you another example. You see it's easy to put the blame on another entity but there comes a time when you have to accept some of it yourself. I have before me a memo from the Alternative Rehabilitations Community, Inc., indicating that the closed Greenwood facilities here in Harrisburg had complied with the zoning question, etcetera, for its operation. The date on it is December 1975.

Upon checking whether in fact zoning had been requested it was found that it had not been requested and indeed had not been authorized until February 3, 1976.

Now, my point being once more that wasn't a press release's doing.

A That's not accurate either. In December a letter was written by the Zoning Authority in Harrisburg, which I read I believe in early January, saying that their use of the building was covered under the zoning ordinance, and I could produce that letter.

Q In response to a letter from Representative Joseph Hepford seeking information on the contractual agreement with Alternative Rehab Communities, Inc., on the Greenwood facility, you responded with some copies of documents. I'll pass them on to you for you to look at and for you to view over while I'm asking a very simple question.

(Documents were given to Mr. Mattingly.)

I'm certainly not a contract attorney but no where in those documents that proposes to open this facility is in fact the Greenwood facility mentioned, yet you presented them to Representative Hepford as the contractual agreement opening that facility. I do not find the Greenwood facility mentioned in either of those documents, they appear to be standard formats developed by your Corporation as a model.

A Are you talking about the specific building?

Q Yes.

A I'll have to review those. Our contracts in many cases do not revolve around a particular building. They revolve around a program and they're made with another agency.

Q Well then it would appear to be an evasive answer to Representative Hepford's inquiry.

A It's not an evasive answer. This is a copy of the contract that we have with them. The contract does not in any shape or form, apparently from what you're telling me, say that this particular building is to be where the program is located. I see no reason why that has to be part of the contract and it is not and so this is certainly not an evasive answer.

Q Well now that's very interesting because you stated

before this Committee in testimony that you're interested in good community rapport and you feel your programs are being misunderstood in the community by poor press, yet you're willing to sign a contract and not even let the community know precisely where the facility is going to be.

A I cannot reason why a contractual agreement should be around a particular building as opposed to a particular entity that we contract with if it has sound staff and has the ability to do a program. Why should that program be contingent upon a particular building?

Q I would bear in mind that you're signing a state contract for use of tax dollars without even producing a facility. That's very interesting.

Indeed, Mr. Mattingly, I've tried to be personally fair and reasonable in accepting this program, but for one who comes from a background of working in grant applications and in the medical services for handicapped children, they would have laughed at me if I had presented that to my Board without saying where the services were going to be performed.

I have no more questions, Mr. Chairman.

CHAIRMAN RICHARDSON: I'd like to call on Representative Ross who says he has a question.

REPRESENTATIVE ROSS: Thank you, Mr. Chairman.

BY REPRESENTATIVE ROSS:

Q Mr. Mattingly, you are a project director for this Camp Hill Project.

A That's correct.

Q Does the present administration comply with zoning requirements before opening these community group homes in the various areas?

A Well, again, I have to make a distinction. When the Project contracts with a private agency to do a program in a local community such as a group home or any other non-secure program, that local agency does have the responsibility for complying with zoning ordinances when the programs are located on private grounds which they rent or lease or whatever. In terms of the security units which are located on public ground, however, the Department of Public Welfare has notified our contractors that in their opinion local zoning ordinances do not have to be complied with.

Q Well, Mr. Mattingly, I had an experience in Philadelphia whereby the Methodist Home for Children decided they would open a community rehabilitation center for wayward girls in my community. And of course this was done without the knowledge of the community people and it created a problem.

One of the problems was that no one knew that the home was going to be located there and naturally when they opened the home it was done very hurriedly and suddenly appeared four beautiful girls who were strolling up and down the street with their tight jeans on, and naturally a flock of kids in the area began to go there and it created quite a problem. And it was brought to my attention here in Harrisburg and I had to go out and investigate that, and naturally the first thing I wanted to know was who gave them permission to establish such a home in the area, and no one could answer these questions with the exception that they said Public Welfare and the State and Tressler Home had gotten together and thought that was a desirable place to erect this girls' home.

The case went on that these girls were exciting the young men in the area and they were walking all over the place trying to get these girls. And of course the community became very upset about this and we had to consult the Methodist Home for Girls and they apologized for it. I was wondering whether these community group homes that you're establishing in the various areas will create a problem, which I feel that they will, until the public is made known that these homes will be established there and all the particulars about that home is brought to the attention of the community.

Now, in Philadelphia I noticed that these homes do not exist, is that right?

A We have not started up a new group home or project such as a group home in Philadelphia.

Q In the Southeastern part of Philadelphia you have started a group home?

A No we have not.

Q Are you planning to enter into that segment?

A At some point when a proper site can be located, yes we do.

Q Will you kindly look into the matter of physical properties so that the public will not be unknowledgeable?

A Yes. We've had some success in the area of opening up highly structured group homes and we've had one problem so far.

Q What has been some of your experience with these homes? Have you had any community reaction to them?

A Yes. We have had measured reaction, very strong in one case, rather marginal in another, and support in the other two. Once the programs are operating and if they are effective and show that the community is not going to be changed in any fashion, then, at least in the cases we've had experience with, the problems with local communities immediately

become far less severe. I think the key is whether the program is decently run and effectively operated.

Q Sometimes we find that with these homes they are not properly supervised and you have five, six young men in these places with about two or three supervisors and of course these children sort of run amuck. I just wanted to point this out to you. Thank you very much.

CHAIRMAN RICHARDSON: Mr. Mattingly, I'd like to enter into a series of questions relative to the whole concept of the Center for Community Alternatives.

BY CHAIRMAN RICHARDSON:

Q One question which I would like to ask you is what factors you were planning for the number of private alternatives within each region here in the State of Pennsylvania.

A Well, it ranged through a number of things. Our primary effort in discussing what need would be state-wide was made by our contract to assess each youngster in Camp Hill as of June one. We developed a contract with what was in effect a consortium of highly skilled professionals, psychiatrists and psychologists from all across the State, to look at the youngsters who were in Camp Hill at that time and to attempt to make a determination not just what psychiatric category they fit in, but rather to assess if what things were done

could this youngster make it in a community. If he were provided with what kinds of services, what would be the chances of his making it. So that not only did we have a picture of the youngster's history in that report and the youngster's status in the institution at that time, but we also had a range of recommendations, not specific, but general. This youngster has a strong home but needs support outside the community in the evenings. This youngster needs a psychiatric setting.

Q Could you supply this Committee with a list of the alternatives that group met with and first talked about initiating, some type of contract about what kind of alternatives that they first thought should be involved in dealing with a youngster coming out of Camp Hill?

A Yes.

Q The second part to that is, why four regions?

A We're modeled off the Welfare Department, they are exactly the same.

Q In the meeting that you had with experts all across the State, who determined who those persons were in relationship to sitting down and coming up with that plan?

A Who determined who the clinicians would be?

Q Yes.

A That was a determination made by the people of the

Marriage Council of the University of Pennsylvania since they knew the community of clinical psychologists and psychiatrists.

Q That raised a question that I didn't want to get into at this point, but since you raised it I will. The Marriage Council, Inc., of Philadelphia is a partner of Psychiatry at the University of Pennsylvania School of Medicine. Who determined that these would be the persons to do your interviewing?

A That was done prior to my taking over supervision of the project, the determination that they would be the people who could best locate the clinicians and bring them in.

Q Who made this decision?

A I would suggest probably the Department of Public Welfare.

Q Who made that decision at that time?

A Well, I did not have the initial contact so I'm not clear on that. They were in there before I was directly involved.

Q Have you raised any questions about them since you have come on board?

A Well, the quality of the reports had been consistently rather good, given the fact that there are four hundred of them. I'm generally satisfied with what the general picture

of those reports looks like.

Q How much money are we spending on their services?

A At this point they are doing just the clinical workups for the Southeast Region. Perhaps Mr. Gordon can give you the specifics.

Q You don't know, is that right?

A Right.

Q Could you talk to us about the number of young people at this present date, if you know, that are left in the Camp Hill Institution?

A 103 as of today.

Q Could you give us a breakdown in relationship to where -- well, first of all give us the number of youngsters that are presently in Camp Hill as of August 15th?

A I do not have the number as of August 15th. I believe it was somewhere in 320 to 350. It was 392 June one.

Q I mean when the Attorney General brought down his decision back in '74 when they said August 15th would be the date that we would commit no more youngsters. How many were in there at that time?

A That was last April and there were approximately 450 in there at that time.

Q So we're not at 103 at this point?

A That's correct.

Q Where are those 347 youngsters at this point?

A Some 112 were released to project programs. Some eighty-nine continue in those programs. The other 112 have been cases that were closed primarily as successful conclusions. Some forty youngsters were placed out of Camp Hill into programs and plans developed by the project by the court, but without direct CCA involvement after the kids moved. Some a hundred or so, we don't have precise figures on this, although Mr. Lowell can give it to you a lot better than I can when he testifies, some a hundred or so were moved out with the direct intervention of CCA but without a plan developed by CCA. For example, some plans submitted by Camp Hill were lost at the courts. A typing backlog at Camp Hill sometimes stretched into months just to get the plans typed so that they could be sent to the court for release orders. One of our chief goals has been to expedite the normal release routine.

Q Could you explain to this Committee exactly what happens when a plan is presented and started? What is the procedure that that follows in the step by step process? Could you tell us how a child is then gotten out of Camp Hill?

A It does vary somewhat by regions and by courts. Two typical examples would be where the institutional staff, the

counselor at Camp Hill, perhaps reviewing a Marriage Council report makes a recommendation up through his or her supervisors, the Director of Treatment and the Superintendent, and then a letter is simply sent to the court outlining the youngster's progress at the institution and requesting that he be released back into after care. That's one process.

The process where the CCA is involved usually involves the Marriage Council report, a joint conceptual workup of a plan for a youngster between the court liaison officer back in the Region and Mr. Lowell's Camp Hill Unit. Upon agreement between them as to what a proper plan might be that plan then is submitted to the youngster's counselor on staff at Camp Hill. With concurrence from that counselor then the normal release procedures up through the superintendent, with our plan attached then to a letter from the superintendent to the court, and at the time the court oks the release and the plan the youngster then moves into the CCA plan.

Q Who selects your counselors at the Camp Hill Institution? How are they hired?

A Civil Service procedures with the Bureau of Corrections.

Q So really they're not a component.

A The counselors employed by the Camp Hill Institution

are solely the Bureau of Corrections responsibility. We have at this time I believe five staff members who are employed by CCA as part of the Camp Hill Unit who work over to expedite the plan and to give their personal knowledge and experience with the youngsters to the court liaison officers back in the home region.

Q What I'm really getting to is the final stage that leads to the counselors. I'm saying who hires these counselors?

A Those counselors are Bureau employes.

Q So they are hired by Civil Service in the State of Pennsylvania.

A Right.

Q The question I am really trying to get to relates to the Marriage Council's report and perhaps you can direct me to whom the persons are that we should talk to concerning the Marriage Council's report in the Department of Psychiatry of the University of Pennsylvania.

A Who should you talk to about the report itself?

Q Yes.

A That person would be Dr. Michael Parrish who supervised the whole operation.

Q Some questions have been raised to myself and other members of the Committee about the selection process of how

court liaison persons were hired and how they have come about a relationship to hiring the rest of the staff in relation to each one of the regions. Could you give us a description of how they do this?

A I hired the regional supervisor, we call him the regional coordinator. Then the regional coordinator was given by me the responsibility of hiring the rest of their staff. In a number of cases I was brought in to interview a large number of staff applicants. In a number of cases the applicants were chosen through publishing job openings in the newspaper. The staff then were hired as responsible to the regional coordinator, although in most cases I interviewed at least the successful candidate prior to their being hired.

Q Could you give us a rundown of the progress of the Appalachian School of Experience and how that is functioning. Several questions have been raised prior to my asking as to exactly what has been the procedure there. How are young persons selected to go there? If they go there and they don't like it are they permitted to leave there and go to another project? Could you explain that a little bit more for us?

A Yes. Let's take the case of a youngster who comes to Camp Hill. A determination may be made between one of our staff people out there and the youngster that the outward

bound experience, the effort to spend a month in the wilderness accomplishing some specific task with a group, away from some of the pressures of industry, that this might be something that the youngster might make effective use of. At that point then the court liaison officer's opinions about that possibility are sought and a staff person from the Appalachian School of Experience comes in and gets into a discussion with the youngster about what the program is.

In another case they might give a slide presentation or a movie presentation to a group of youngsters at that institution. Then a second interview is set up after the youngster has had the time to think it over, because it is a trying experience. And if the youngster still wants that as the first piece of his program then that is written in to that effect and if the court agrees then that first step out of the institution might be the Appalachian School.

Q Do you allow any kind of report progress, failure of the youth and his involvement in the Appalachian School of Experience?

A They report to us on every kid.

Q If so could you supply this Committee with that kind of report based on how they operate presently, say within the last three months, giving us an idea of what is happening

there at the Appalachian School?

A Yes. I didn't answer all your question by the way. Yes, a youngster can resign from the program.

Q Can you describe what kind of things go on there? That's another point that we want to get on the record.

A It's a small group experience, ten youngsters who are in a class and they stick together in that class throughout the month of that course. They are involved in a lot of challenging situations which challenge them both in terms of physical ability and getting into shape, but also primarily in terms of their ability to work with a group to get over problems. Rope climbing, for example, mountain climbing sometimes. White water canoeing. There has to be a lot of emphasis on group cohesion where they talk out the problems that they have and at the end of the whole experience there is what's called a solo in which the youngster is put out on his own and given a day or two to make it on his own and then come back before graduation.

It gives them a chance to have accomplished something very specific and to have done it with the help of others and to have helped others to do it, and then to go from what I call an emotional tie into a program or back into a community rather than just taking themselves out of an institution.

Q How many youngsters have survived that?

A I have to add up here. Just to give you a brief summary, fifty-four entered and thirty-eight completed the course. They had a rocky time with the first couple of intakers. The first group, Group One, six entered and only two graduated. Group Two, twelve entered and four graduated. Group Three, eight entered and six graduated. Group Four, five entered, four graduated. Group Five, eight entered, seven graduated. Group Six, four entered, four graduated. Group Seven, four entered, four graduated. Group Eight, seven entered and seven are still completing the course. But I think it's a good picture of a program getting its feet on the ground and now doing rather good work.

Q What location in this State, or otherwise, does the activities of this program take place?

A They take place primarily in the Carlisle area, but they also move throughout Pennsylvania, depending on where the mountain is or where the river is, and they have, as was brought out before, on I believe two specific occasions gone to North Carolina to do a week or two of the program.

Q Do you spend any time in going over any of these plans for youngsters? What I want to get to is why you feel at this point it is such a very slow process in moving

youngsters out of Camp Hill.

A I reviewed plans that are sent into the court. I have not reviewed every case that remained at Camp Hill. What we have tried to do within the last three months is put three of our staff who have been working in Camp Hill down in the Southeast Region helping to do the footwork, the legwork to get the plan in operation. We can talk more about it this afternoon with Mr. Carter, but it's been a slower process than I am happy with, but I think within the past month we moved I believe twenty-seven today and the last time I looked three weeks ago we only had sixteen.

Q I don't want to belabor the point and continue questioning, but I would like to alert the Committee that there is a possibility that we will have to have more than one day of hearings concerning the whole Camp Hill project.

With the understanding that the Chairman of the Board, Herb Gordon, has to leave very shortly, we're wondering if you would mind being excused and allow him to come forward to give his testimony and we will recall you later.

A That's fine.

REPRESENTATIVE WAGNER: Mr. Chairman.

CHAIRMAN RICHARDSON: Yes.

REPRESENTATIVE WAGNER: I would like to ask a

question relative to him providing us with some information.

CHAIRMAN RICHARDSON: You may proceed.

REPRESENTATIVE WAGNER: John, could you provide me with the names of all the corporations whom you sub-contract with?

MR. MATTINGLY: I believe we've given that to your staff.

MR. PURNELL: We have that.

CHAIRMAN RICHARDSON: At this time, Mr. Mattingly, we will allow you to be excused.

(Formal statement of John B. Mattingly, Executive Director, Center for Community Alternatives, presented to the Committee to be made a part of the record.)

"John B. Mattingly - Statement to Subcommittee on Corrections and Rehabilitation Judiciary Committee, Pennsylvania House of Representatives.

BACKGROUND: On April 15, 1975, Attorney General Kane issued an opinion to the juvenile courts of Pennsylvania stating that the incarceration of juveniles at the State Correctional Institution at Camp Hill was in violation of the Juvenile Court Act. This Act requires that adults and juveniles be housed in separate facilities or be kept completely separated within the same facility. As this was not occurring

at Camp Hill, its current operation was held illegal, and the Attorney General set August 15, 1975, as the date when no further juvenile commitments would be accepted.

With this deadline only four months away, it was necessary to move quickly to develop alternatives to Camp Hill. It was decided that the most effective method of accomplishing this would be through purchase-of-service from community and professional groups. Rather than attempting to develop such a system within the Department of Public Welfare, which would be a lengthy process, a new corporation would be set up under contract with DPW for the specific purpose of implementing the Camp Hill Project.

The agency which was to implement the Project was created in May, 1975 called the Center for Community Alternatives, Inc. John Mattingly was appointed as Project Director. At this early stage, three tasks were underway: completing thorough psychological needs assessments for every youth incarcerated at Camp Hill, developing detailed Project policies and guidelines in preparation for meeting with juvenile court judges, and hiring staff.

The needs assessments of Camp Hill youth were performed by a consortium of psychologists and psychiatrists from universities and hospitals across the Commonwealth, under the

auspices of the Marriage Council of Philadelphia. Each needs assessment included a thorough review of all the youth's records, several diagnostic tests (including the Lykken scale which measures the potential for violence) and an intensive interview with the youth. The assessment (which typically ran 3-4 typed pages) concluded with the clinician's recommendation for the kinds of services the youth would required in a community setting.

THE PURCHASE OF SERVICE SYSTEM: Before any program could begin operating, however, the Project had to develop a systematic method of contracting with the service vendors. The legal components were handled by the Project's lawyer and the financial components by consultants from the accounting firm of Peat, Marwick and Mitchell, in conjunction with the Project's financial personnel. Peat Marwick developed the guidelines for allowable and disallowable costs, the methods of reimbursement, and the billing procedures.

In the purchase of service system, vendors fall into three major categories: reimbursement, per diem, and fee-basis. These categories were developed to fairly accommodate the wide range of groups and individual professionals who would be serving Project youth. The same method of reimbursement could not be used for a brand new agency as for a long-established one,

so equitable and consistent arrangements had to be made.

The reimbursement method is used for new or
established groups starting up a new program. In this case,
the group either had no financial history or a history in a
completely different type of program that cannot be applied to
the new venture. In either case, such groups require start-up
funds in order to get underway. The reimbursement method
involves the Project paying the vendor's total monthly operat-
ing costs based on a previously approved budget. The Project
pays the monthly sum specified in the budget, which is then
adjusted each month to reflect the vendor's actual cost. The
purpose of this method is to enable new agencies to operate
the kinds of programs the Project needs while protecting both
the Project and the Vendor from excessive risks. When the
agency has established a financial history (6-12 months), a
daily rate is computed and the agency goes to a per diem re-
imbursement.

The second method is the per diem. For those
agencies which are providing service in a existing program, or
in a newly expanded program, a daily rate is computed on the
basis of the previous year's costs. The Project simply pays
this per diem rate for each youth placed in the program.

The fee method is the last type of reimbursement.

Certain one-time-only services do not lend themselves to a per diem rate, such as psychological needs assessments or legal consultation. For these services the Project and vendor agree on a flat fee that is paid when the service is provided.

RELATIONSHIP OF THE PROJECT TO THE COURTS: The Project communicates with the Commonwealth's juvenile courts in two major ways: through the regional court liaison officers and the Camp Hill Review Panel.

COURT LIAISON OFFICERS: By February of 1976, 42 of the 67 counties in Pennsylvania had referred youth to the Project. This high degree of participation has been due to a great extent to the efforts of the court liaison officers. Beginning early last summer, court liaison personnel began meeting with the juvenile court judges and chief probation officers to introduce the program and solicit suggestions for new treatment facilities the courts would like to see created. Also discussed in these meetings were the philosophy of the community-based approach, the role of the court liaison and probation officer, and the procedures for committing a youth to the Project. Most of the major juvenile courts had been contacted by August 15, the date Camp Hill stopped accepting new juvenile commitments.

THE REFERRAL PROCESS: Information-sharing continued

to be a major function of the court liaison person even when referrals began coming in. Much more time was now spent, however, discussing specific cases with probation officers and possible placement plans with the judges.

In general, the probation officer makes the initial referral over the telephone and then forwards specific information on the youth's offense, institutional, and family histories through the mail. On the basis of this information, the court liaison determines if the youth is eligible for Project services. (See Selection Criteria, p. 12 & 13). If he/she is eligible, a psychological needs assessment is scheduled, and the youth is interviewed by the court liaison. Then a service plan is developed, discussed with the probation officer, and presented to the judge. If necessary, modifications in the plan are made in order to gain the court's approval.

In some cases, the judge approves the service plan in its entirety, but in most instances, the first phase of the plan is approved, with the succeeding phases dependent upon the youth's performance. This necessitates the court liaison's returning to court for approval before a youth placement may be changed, resulting in a close working relationship between the court liaison and the judges and probation staff.

The process is slightly different for youths currently

incarcerated at Camp Hill. The court liaison will first discuss treatment plans with the Project staff that have been working in the prison. Their recommendations are then cleared with the youth's institutional counselor, who recommends to the prison superintendent that the youth be released to the Project's plan. Meanwhile, the court liaison meets with the probation officer and judge in order to gain approval of the plan. About this time, the court receives the institution's letter requesting release. If the court agrees, the youth is transferred immediately to the community program; if the court finds the plan unacceptable, the court liaison will reformulate it to meet the court's requirements.

THE CAMP HILL REVIEW PANEL: The function of the Review Panel, as outlined in the LEAA grant proposal is to serve as:

"a special monitoring and quality-control mechanism available to the court: to oversee the implementation of the Juvenile Court Act of 1972 as it applies to Camp Hill youth, as well as project service standards; to review all plans, programs, projects, and contractual arrangements and to provide the court with assurances that the potential benefits outweigh the potential risks; through appropriate review and analysis, to determine whether the youth are provided with proper medical care, education, rehabilitation, counseling, and guidance to enable them to develop to the fullest possible extent their potentials and abilities either in secure or open community settings." (p. 14)

The Review Panel members (see P. 14) were appointed

by Governor Shapp in June, 1975, and the Panel held its first meeting on June 30, 1975. At this time, the Project's treatment programs were still very much in the planning stage, and concern was expressed by the judges on the Panel that August 15 would arrive and no secure facilities would be available for serious offenders. They felt that if some secure facility were not available by then, they would have no choice but to certify such youths as adults and try them in criminal court. The judges had an additional concern; they were worried that should they not approve the service plan presented by the Project for a particular youth, there would be no alternative to the Project open to them. In response to these concerns, therefore, Dr. Jerome Miller, Commissioner of Children and Youth, agreed to provide fifty beds in special security units at each of two Youth Development Centers: YDC Cornwell Heights and YDC New Castle. These units would be completely self-contained within the YDC, with their own staff, educational and recreational programs, and would be ready by August 15.

Because of scheduling problems, the Panel did not meet again until early September. At this meeting, the four regional coordinators discussed the progress they had made in resource development. Mr. Al Cooper of the Department of Public Welfare described the programs underway at the YDC

security units.

At each monthly meeting thereafter, the Project presented a progress report to the Panel. However, the Panel was still unclear as to its role and relationship to the Project; was it an advisory board, a policy-making body, evaluative group, or a rubber stamp? Resolution of these questions was delayed until the Panel's December meeting, when most of the members were present. Also at this meeting, the Project was able to announce that the Federal funds were finally available for the Panel to hire its own staff and begin to function independently. The Panel also discussed tentative plans for visiting the new programs set up by the Project.

SELECTION CRITERIA FOR THE CAMP HILL PROJECT: In addition to the general requirement that the Camp Hill Project serve youth who "would have gone to Camp Hill", a number of other specific criteria are considered in determining a youth's eligibility. They are listed below:

1. Camp Hill inmates - all youth presently incarcerated at Camp Hill are automatically eligible for Project services.
2. Age - a youth must be at least 15-1/2 years old to be eligible for the Project. This was the minimum age for inmates at Camp Hill.

3. Current offense - if the youth is currently charged with criminal homicide or any violent sexual offense such as rape, indecent assault, etc., he is automatically eligible for Project services.

4. Criminal and institutional history - if the youth has an extensive history of repeated offenses, combined with failures in various rehabilitative programs and/or institutions, he is eligible for Project services. Neither factor alone constitutes eligibility, i.e., numerous offenses resulting in prohibition, with no treatment program tried, or extensive institutional history, but no offense record.

5. Bindovers - any youth the court is considering binding over to adult criminal court is eligible.

6. Special consideration - When committing court feels that special services are needed, in certain cases, the Project will provide service to a youth who does not meet the above criteria, upon approval of the Project Director. An example would be a first case referred from a particularly reluctant court. The youth might be accepted in order to demonstrate our willingness to cooperate with that court and our ability to handle cases which the court feels are difficult.

These selection criteria were developed with the Pennsylvania Department of Public Welfare and the Camp Hill

Review Panel (which of course included ten of the state's more prominent judges.) They have been promulgated to all juvenile judges, president judges, and chief juvenile probation officers in the state. In most cases, they have been reviewed in person with the juvenile judges in their chambers.

FEMALES IN THE CAMP HILL PROJECT: Referrals of girls to the Camp Hill Project are accepted only with the approval of the Project Director. In general, a girl is eligible for our services if she would otherwise have been sent to the State Correctional Institution for Women at Muncy. However, the selection criteria used for males cannot apply to girls in every case, as girls are consistently treated differently in the juvenile justice system. For example, if a male committed armed robbery he might not be sent to Camp Hill, whereas if a girl commits the same offense, it is considered extremely serious and she is sent to prison. There are currently two girls receiving Project services; one had spent a year in Muncy already, and the other's current offense was assault with intent to kill. As time goes on and we get a clearer sense of the kinds of girls considered serious offenders, we expect to develop some specific criteria relating to their eligibility for service. In the meantime, any referral of a girl will require the Director's approval.

The following people were sent the May 7 letter
from Governor Shapp appointing them to the Camp Hill Review

Panel:

Honorable Albert E. Acker
Judge
Mercer County Court House
Mercer, Pennsylvania 16137

Rev. Richard Keach
Central Baptist Church
Box 309
Wayne, Pennsylvania 19087

Honorable Edmund V. Ludwig
Judge
Bucks County Court House
Doylestown, Pennsylvania 18901

Honorable Michael O'Pake
Senate of Pennsylvania
Senate Post Office - Room 171
Harrisburg, Pennsylvania 17120

Honorable Fred P. Anthony
Judge
Erie County Court House
Erie, Pennsylvania 16501

Dr. Ivan Boszormenyi-Nagy
Director, Family Psychiatry
Division
Henry Avenue and Abbottsford
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Honorable Richard T. Conaboy
Judge
Lackawanna County Court House
Scranton, Pennsylvania 18503

Ms. Elaine Abdullah
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Fred Speaker, Esquire
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Dr. C. Wilson Anderson
Director, Center for Study of
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College of Human Development
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University Park, Pa. 16802

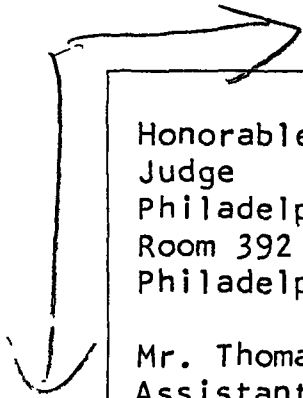
Sister Falakah Fatah
1442 North Frazier Street
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Mr. Joseph Farrell
Governor's Action Center
State Street Building
Fourth Floor
Harrisburg, Pa. 17101

Honorable Joseph Rhodes
Pa. House of Representatives
Room 620 Main Capitol Building
Harrisburg, Pa. 17120

Honorable Henry Smith
Judge
Allegheny County Court House
Room 326
Pittsburgh, Pa. 15219

Honorable Anthony Scirica
Pa. House of Representatives
Room B-6 Main Capitol Building
Harrisburg, Pa. 17120



Honorable Robert Williams
Judge
Philadelphia County Court House
Room 392 City Hall
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Mr. James Mellody
Marywood College
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Honorable R. Paul Campbell
Judge of Centre County
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Mr. Glen Gilman, Esquire
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William Atkins, Esquire
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Ms. Mildred Hand
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Leonard Packel
Associate Professor of Law
Villanova University
Villanova, Pa. 19085

Honorable Abraham Lipez
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Lock Haven, Pa. 17745

Ms. Marna Tiesler
77 West Court Street
Doylestown, Pa. 18901

The Honorable Livingston Johnson
Juvenile Court Judge
Shuman Center
7150 Leech Farm Road
Pittsburgh, Pa. 15206

The Honorable Paul Dandridge
Juvenile Court Judge
Room 229 City Hall
Philadelphia, Pa. 19107

SUMMARY: The program narrative of the original grant application to LEAA (pp.1-7) pointed to two distinct problems which the Camp Hill Project proposed to face:

A. The need to relocate (consistent with public safety) those 392 youngsters then at the adult correctional facility at Camp Hill.

B. The lack of dispositional alternatives available

to Pennsylvania's juvenile courts for those high risk juvenile offenders who in the past have been sentenced to Camp Hill.

The Project's goals from the very outset, then, have been to relocate those youth committed to Camp Hill and to develop a range of alternatives capable of programming for the most difficult cases appearing in Pennsylvania's juvenile courts in the future.

The Project is on-the-way toward achieving both objectives:

A. Of the 392 youths in Camp Hill at the Project's inception, only 103 remained on March 17, 1976.

B. In the six months since the grant award, the following new placement alternatives for these youngsters have been developed:

- 3 regional security units (2 involved in zoning litigation)

- 4 highly-structured group homes (1 involved in zoning litigation)

- 1 statewide advocate programs

- 4 mobile professional diagnostic teams

- 1 outward-bound program

In addition, 167 youth were receiving Project services as of March 1, 1976:

Intensive Care:

Security Units	16
Highly structured Group Homes	23
Group Homes	34
Supervised Living	6
Supervised Living with Advocate	33
Home	8
Home with Advocate	35
Independent Living	4
Independent Living with Advocate	1
Outward Bound	7

Several tasks remain undone, however:

1.) Youngsters from the Philadelphia area have been slow to move out of Camp Hill. (Some of the reasons for this delay will be discussed by the Southeast Regional Coordinator for CCA, Mr. Thomas Carter.)

27 youngsters from the Southeast Region are in Project placements as of March 17, 1976.

2.) Youngsters from Allegheny County have also been slow to move. Two of the three juvenile judges from that county have at times been extremely reluctant to place youngsters committed by them to Camp Hill into Project services.

3.) While ongoing, day-to-day working relationships with the juvenile courts of the Commonwealth have been established, the distrust generated by larger political struggles around juvenile justice issues in Pennsylvania have at times undercut the Project's effectiveness in working with these courts. Mistrust of the Project by some courts have caused

difficulties in our establishing of long-term relationships with them. (E.g., one chief juvenile probation officer has said straightforwardly to us that while he agreed with the Project's objectives, he would not support us--because, if we were successful, staff in the Welfare Department would get credit.)

4.) Zoning litigation has delayed the opening of two intensive care security units and one highly-structured group home.

The Project faces a difficult problem in this regard:

Youngsters who "graduated" from Camp Hill in the past were often more embittered, angry, and hostile than when they went in. In short, they were further criminalized. However, our local communities were not aware of the intricacies of the juvenile justice system. People often knew only that a youth was "sent away" and maybe got in trouble again after he returned to the streets.

The Project, on the other hand, is dispersing these youngsters. Even when they are to be locked in a security setting, youths will often be near their home community. They won't be shipped off to a distant situation.

Some local groups (understandably) do not want these smaller units located in or near their communities. The Project has taken several steps to help alleviate this problem:

- a.) our security contracts have been developed only on state grounds or the grounds of previously existing-delinquency programs.
- b.) one of the requirements of community groups who contract with CCA to operate Project programs (other than security units) is that they make specific efforts to win some local support for their programs (as opposed, e.g., to "the state" coming into town to open up a new program). But contractors are required to seek local support.

In the long run, however, it is the day-to-day operation of Project Programs that will win the support of many people who initially opposed them.

In conclusion, I would ask one thing of this committee:

The protection of our communities and the highest goals of the Juvenile Court Act are at stake in this Project. Some have taken the easy route: they are using these youngsters as political footballs, without consideration to the hidden issue of what the juveniles did after they were brutalized and further trained in crime in an adult prison.

They have attempted to paint the Project as "soft on crime"--thus hoping to gain some political advantage. This is the easy route. I would ask the committee to continue to take the more difficult and complex approach:

Focus objectively on the Camp Hill Project. Ask hard questions of us. But review the whole juvenile justice system as well. Determine where it has failed the citizens of

the Commonwealth. New efforts are easy to attack. They succeed in some areas; they fail in others. They should be scrutinized. But so should the rest of the system.

If the Project is given one full year to reach its objectives, it will match up well against any other piece of the juvenile justice system.

But if these youngsters are used as pawns in larger political struggles, it is both these kids and the security of all of the Commonwealth's citizens that will suffer."

* * *

CHAIRMAN RICHARDSON: At this time we will call to testify before this Committee, Mr. Herb Gordon, Chairman of the Board of CCA.

MR. GORDON: Thank you, Mr. Chairman.

CHAIRMAN RICHARDSON: Mr. Gordon, will you give us your name and your title for the stenographer, we would appreciate it.

MR. GORDON: Mr. Chairman and Committee, my name is Herbert Gordon, and I'm the President of the Center for Community Alternatives.

My principal involvement in the Center for Community Alternatives began in the middle of September and my time is devoted primarily to the fiscal and administrative

management of the corporation.

I do not have any prepared statement but will be very happy to respond to the questions regarding those areas of activity.

CHAIRMAN RICHARDSON: I will start to my left again, Representative Ross.

REPRESENTATIVE ROSS: I'll pass at this time, Mr. Chairman.

CHAIRMAN RICHARDSON: Representative Oliver.

BY REPRESENTATIVE OLIVER:

Q What is the daily cost for a juvenile in a security unit?

A The daily cost for juveniles in security units, we're estimating on the basis of full or seventy-five to a hundred percent utilization that it will run approximately \$80 per day.

Q How does that compare with a juvenile in a community residential center as far as the cost is concerned?

A Depending on whether it's highly structured or less than highly structured I would say it could be as much as twice, two times that. The cost of a structured group home we're estimating at approximately \$55 a day and an unstructured group home is roughly \$40 a day.

Q Thank you.

CHAIRMAN RICHARDSON: Mr. Gordon, before I go on to another member I'd just like to state for the record, could you give us a brief synopsis of your background and where you come from in relation to becoming the president of CCA?

MR. GORDON: I was a senior vice president and director of a corporation called Allied Products, which was a multi-national corporation based in Chicago, Illinois. I resigned as the senior vice president and director of that corporation in 1970 to return to school. I received in 1973 a degree in psychology. I'm presently a research fellow and working on a doctorate in community psychology.

In 1973 I started both residential and non-residential community based programs in the State of Illinois for neglected, and some delinquent youngsters. I came here as a consultant of the Center to assist in the development of similar types of programs in Pennsylvania in the middle of 1975. In September I was asked by the Board of Directors to assume a more active roll and began my duties as president which I described previously.

CHAIRMAN RICHARDSON: Thank you very much.

Representative Fisher.

BY REPRESENTATIVE FISHER:

Q Mr. Gordon, there are a number of group homes or a number of facilities in whatever category they may fall that have apparently had a contract of some type with CCA and had that contract terminated for one reason or another. Specifically the Three Rivers Group Home, the Allegheny Institute and the Union Auto Mechanics Group Home. Now, the Three Rivers Group Home, for instance, I see by the sheet that was provided here that the cost was approximately \$9,000 when the project was terminated. What benefit did the taxpayers of the Commonwealth receive from that expenditure and why was there a termination of the project?

A Well, you're getting into both programmatic and fiscal areas, but let me respond to that as best I can and perhaps John or someone else will want to elaborate on it. My recollection is that there was one individual where they felt that that particular placement would meet that need, and as you indicated it was very costly to place them, but we purchased care for one individual in that particular facility. Subsequent to that placement the determination was made that I think there was an alternative placement that was provided and therefore the contract was terminated. The original contract provided for the termination. I can't tell you the total amount of dollars that we ultimately spent. It was not

the \$9,000 which is an annualized rate. All these contracts carry a ceiling which is based on full utilization and annualized rates, it does not necessarily mean that that amount of dollars will be spent.

All of our contracts also carry the thirty day cancellation clause. It can be cancelled for whatever reason so that there isn't an ongoing responsibility or obligation.

Q In this chart it did not indicate whether that was the cost expended or whether that was the annualized rate which perhaps was prior to that terminated.

A We can verify that.

Q If you could verify how much was particularly spent through that one placement into that facility.

A Ok.

Q I think we got into this in some of Mr. Miller's questioning in relation to the one facility here in Harrisburg. I take it that the contractual arrangements that are made with a contractor with CCA are not so much for the one particular facility, but for a program, is that correct?

A The purchase of service, yes. The program part is obviously the crucial part.

Q If I have a program that I think would fit within the framework of the CCA project, I could come to you, or who

would I come to to propose that program?

A You would probably work through the Regional Coordinator. The Regional Coordinator then would bring you into Central Staff and of course John would be the one that programatically would review the proposal.

Q The proposal would be reviewed and I take it from this one Harrisburg project that a contract was let to the contractor, but then there was some zoning problems that were met at the local level that perhaps either frustrated or perhaps terminated the project completely, is that correct?

A Well, I think to my knowledge yes, although I believe right now it's in a very uncertain kind of a state.

Q Was any money expended to your knowledge on that program?

A Yes.

Q Even though it was in an uncertain state and apparently has never been completely implemented?

A I don't think its been completely implemented but I think it is providing services and money was spent for start-up purposes. There was and is a great need for the type of services and program that was proposed and the money had to be advanced to the people in order to develop staff and locate a facility and develop an ongoing program, which is really the

function of the Center.

Q So if I came in with a proposal and my proposal is accepted by the Board, and part of my proposal requests start-up funds, I will have start-up funds extended to my particular program and if problems such as at least in three situations, zoning litigation, frustrates the beginning of the proposal by way of placement, the project is out that much money, is that correct?

A That is correct.

Q So that what we're really doing is we're advancing in all situations start-up costs to these programs without really knowing whether or not the program is ever going to be successful.

A Not in all situations.

Q In all situations except where there are existing programs. In other words if you're going to go and try to place a youth in an existing group home or existing facility, you of course don't have the start-up funds there.

Q Where we have been running into the most difficulty in that connection would be where the building problems have presented themselves, but that's not true in most of our programs.

Q But it has been true in at least some programs and

probably will continue to be true of some of the programs that are going to follow.

A There is a risk taking kind of situation that exists because there's just no way without any money to dot all the I's and cross all the T's and know if we have a fully operative program without having advanced the money to make some determination.

Q Why can't we have the type of contract where the person who is proposing this facility comes in and when the facility is ready to start and ready to be functional for the acceptance of juveniles to the project then money will be paid out? Why is the Commonwealth spending money on projects that are obviously less than certain?

A Well how would we compensate those individuals for the time and effort that they put in to develop these resources? I think the resources we've been developing on that kind of a basis are those that don't presently exist.

Q Well, I would think that if a person came forth with a proposal and part of that proposal provided services and it was intending to provide services through the use of a facility that was situated in some particular area, that the basic requirement that your Board should adhere to is one that they come forward, they present the services and they show you

documentation that all facilities are going to be used, have been approved for that use and that there are no local or municipal impediments that would prevent that. Why could we not have a structure situated that way?

A I think that would be an ideal situation. In some institutes I believe we have felt that we had that kind of a situation and then subsequent events have occurred where we did feel we had the zoning requirement met, we had the L&I requirements met, and then subsequent events occurred in the communities which have reversed that situation.

Q I don't think we can just label them subsequent events. Apparently everything that the proposers have said to the Board has not been completed and your particular Board and staff at CCA I would say then had not thoroughly enough investigated the particular proposals and have expended money where they shouldn't have. Now we're attempting to blame other people but I think it's just another situation where CCA is doing less than what I would like to see you doing with the taxpayers money. If someone else can address themselves more fully to those specifics I would like to hear from them later, but I hate to see the money whether it's coming from the Federal Government or the State Government wasted on proposals that cannot be implemented.

A I agree.

CHAIRMAN RICHARDSON: Representative Wagner.

REPRESENTATIVE WAGNER: No questions.

CHAIRMAN RICHARDSON: Representative Miller.

REPRESENTATIVE MILLER: Just one brief question.

BY REPRESENTATIVE MILLER:

Q Were you familiar with the contract that I passed down to Mr. Mattingly which is a standard form that you use?

A Yes.

Q Is that a reasonable standard of a contract or was that developed solely for a particular project?

(Witness looked at contract.)

A Yes, this is a standard contract, however, there should be exhibits and budgets that are generally part of it. So I would have to say that this is generally what we refer to as mostly boiler plate and that the programatic and fiscal exhibits would certainly be the most important part.

Q I believe while I don't have Exhibit B, the budget presentation of that contract, I would point out that the main form you have before you provides that your organization is to receive monthly reports on the status of each project. My main question is do you feel your group has the capacity to review monthly the progress that each proposed contract group

is making in view of the ultimate goal of getting that facility open and operational within a year's duration of the contract?

A Do I feel that we have the ability to monitor or review the reports?

Q Yes.

A Yes.

Q May I then assume that that is an ongoing function of your agency, monitoring monthly reports as it relates to expenditures and start-up costs for each one of these organizations?

A You're talking now from a fiscal standpoint?

Q Yes.

A Well, the system that we have around the cost reimbursement is that they submit at the end of each month an estimate of their cost for the subsequent month. Following each month's activities they submit an actual report on expenditures. Those are all reviewed against the budget. The bills that they submit for reimbursement are all reviewed and we do field audits and we try to do them on a monthly basis. We hope eventually that every one of our field vendors will be audited monthly and that's what we have designed as our fiscal monitoring procedure.

Q What is the check and balance in your fiscal monitoring procedure to assure that while start-up is being continued in that particular contract that the receipts that the vendors are submitting to you are in fact actual costs?

A The vendor invoice. We receive a copy of each vendor's invoice before we provide them with the money to pay those invoices.

Q The key question I'm getting at is may I assume that when you attempt to break down a project on the cost per student or the cost per resident basis, at this point in time you're not able to do it because you have no projection coming in the future as to when exactly you will have this.

A Well, it's not so much that, it's there's a gradual build-up. Our projection of the per diem costs, as I indicated earlier, are based on almost full utilization of each program, which means that we have a program designed for ten kids, that there will in fact be ten kids but all the acquisitions will have been made, all the non-recurring costs will have been absorbed and the program then will be ongoing and that's where we would arrive at a rate. In the early stages where you have a program which is either not open or there's only a short period of start-up costs, or you have only two or three or four kids going into a larger program obviously the per diem

rates are much much higher.

Q From your responses may I feel comfortable in assuming in that particular contract, for example, on the Woodlawn Project, that your Department will indeed be recouping some of that \$229,000 from the original agreement?

A Oh yes. This program does not become fully operative and I can't tell you exactly how much we have that we have spent to date, but I assure you that when you say recouping we will never spend that amount obviously unless that program becomes operable and has the full number of kids in the program that was originally anticipated.

Q Could I ask you a question in the nature of your former occupation with Allied Products?

A Yes.

Q What type of work was that?

A That was a metal working. They were primarily farm equipment manufacturers, automotive stamping, construction.

Q In your experience with that corporation if a jobber came to them saying he would like to supply x commodity and presented you with a contract that indeed said well, our manufacturing operations aren't set up yet, we indeed don't know when the tooling will be finished and we don't know when we'll be able to deliver that product to you for your manufacturing

would you sign a contract with them under that agreement?

A Probably not but they would have another recourse because they're profit making and they could go to a small business administration or some place else. One of the problems that you have in trying to begin in a private not-for-profit agency to provide and deliver human services is that there is no financing available and payments generally follow the period in which services are delivered, and it's just almost impossible for anyone to start a new private not-for-profit agency without having some kind of financial support. I've been through this in any number of instances.

Q Thank you.

CHAIRMAN RICHARDSON: I have some questions.

BY CHAIRMAN RICHARDSON:

Q Mr. Gordon, could you tell us the area of funding, what is your present operational budget for running this year?

A Approximately \$250,000 a month.

Q With all of the grants that were given out, what is the total amount of funding for the projects of CCA?

A Approximately \$3 million.

Q Of that \$3 million how much presently do you have on hand to finish out this year, this fiscal year?

A As of February 1st we had expended \$1.6 of that,

so that would leave \$1.3 and you can figure another \$250,000 from there. We have a little in excess of \$1 million.

Q What is the present status of the Federal money at this point?

A By status, you mean what is remaining and what is granted. Let me explain the Federal grant award date was September 5, 1975 and commitment is through a twelve month period. The grant proposal includes two years of subsequent funding which has to be applied for, so the total amount of the Federal grant for the one year period was \$1.9 million, \$1.967 exactly, and there now remains in the neighborhood of seven or eight hundred thousand dollars.

Q Do you foresee any problem in the future with getting additional Federal funds for the CCA program?

A Foresee any problems. I think without firm commitment there are always some problems.

Q Have you talked at all to the Federal agency?

A Yes sir, we have an ongoing dialogue with them and we are constantly submitting reports to them and attempting to get some indication from them but at the moment I would say that we really don't know what the policy will be for subsequent years.

Q In your discussion with them could you briefly give

1500
Line 1.5 million
at 250,000
with
rate

us a description of what their feeling is about the project and how you've been spending Federal funds?

A I think that they're obviously interested. I wouldn't say they're concerned. We've had a number of meetings. We are constantly submitting reports to them, quarterly reports, monthly reports, on what's occurring. They have a number of staff people who are vitally involved in what we're doing and unfortunately some of that interest and involvement is more recent because they really should have been more involved in the project from its inception. I have no reason to believe now, we just had a meeting with them back in their regional office in Philadelphia last week and I have no reason to believe now that they are not supportive of what we are doing or what we expect to continue to do.

Q Could you give this Committee a total breakdown of the cost of salaries and expenses that your agency is currently involved in at this point?

A Yes we certainly can if we haven't already.

Q We have some things but I did not see a breakdown of your salaries of your directors and your regional coordinators and also your court liaison people. We'd like to have a breakdown of that.

At the present time what is the amount of money

that you're paying for office space, office equipment and the administrative overhead that you have at this point?

A Do you want that information now or would you like to have that submitted to you?

Q If you have it now we'd like to have it.

A Let me give you some figures that I have and see if those meet your needs. Well, this is for the income period ending February 29th and I think that it must be, well, this would be December 1st through February. This is a three month report, December, January and February. The total amount of salaries equaled \$151,000 for that three month period. That does not include some fringes, workmen's comp and so forth. That would be \$151,000 for the three month period ending February 29th.

Space rental for the same period was \$12,591.

Q Is that for all four regions?

A There are five actually, the Central Office and the four Regional Offices.

What else did you ask about?

Q Well, the administrative overhead that you're paying monthly and the regional offices and equipment that you indicated was roughly \$5,000.

A Yes, those are just rentals.

Q Would that include other equipment that you have to rent?

A Well, we have a telecommunication costs which I think the rental involved for that period of time is \$21,000.

Q I would appreciate if you would submit that to us.

A Yes. This is an operating statement we prepared for LEAA and I will submit that to you.

Q There are about four areas that you get involved in, Title 20 and Title 40, that your organization receives the appropriation '72 Crime Prevention funds, the LEAA funding and the Department of Public Welfare. Could you give us a breakdown of how each was projected in the whole funding process in relationship to money that you received for security programs, advocate programs, the outward bound programs and the structured group home programs?

A The money that we received for those. Of course those came from specifically out of two which you have in front of you, the exhibit headed "Funds Received", is that the one you're looking at?

Q Yes.

A The contract 2649, which is the second one that appears on that page, and the contract 2940, which is the LEAA funds, were really provided for start-up and operating,

purchase of care for the alternative programs that were developed by the Center and funds from both of those contracts would and are being used to purchase the care that you're referring to. In each of those contracts we include a budget narrative and a program plan which attempts to project the costs, the breakdown of costs of a specific program, residential, non-residential, advocacy programs, secured programs, and those were of course developed a long time before the program actually, so we have had several divisions of those narratives in order to conform more with what the actual needs were and what the projected needs were. Each contract includes a very specific plan and a budget narrative.

Q Specifically what I'm trying to get to is if you could give us a breakdown on how each one of your Regions were security programs selected or advocacy programs selected, were structured group homes selected, and also how did you come to that determination of selection to insure the service? What I'm getting at specifically after you have retained that in your thinking, is that do you feel there's an overlapping of funds and whether or not you can save any money and give more money to the services that are needed because of the pressure being raised? A lot of time a lot of money is being spent on other costs when they need to perhaps be expending more money

for services?

A Well, I guess the only response I could make to that, and I understand you're going to be with the Regional people this afternoon who can really talk to that in their Region and why they proceeded in the manner they did to meet the needs. I'm sure there will be rationale for that. The only thing I can say is how we perhaps more effectively utilized funds by providing programs that were available is to use more existing resources and to place kids in existing resources where we would not have starting up or non-recurring costs. Efforts are being made on a continuing basis to locate existing resources who will in fact take and meet the needs of the kinds of kids that we're dealing with. This has been an ongoing problem, but in terms of how to more effectively utilize the dollars, the things that we are talking about today is the kind of risk thing we have to do to get some programs started and obviously this would not occur if the programs in fact existed and all we had to do was buy the bed in that program and piggy-back on to some existing program. But I think in terms of how they made the selection of programs and what if any overlap may exist will come out more in your session with the regional people.

Q Ok. Let me get to the final line of questioning I

want to get into at this point. Could you explain to us, or give to us the breakdown of how in relationship to the program that I'm referring to of say for instance we'll take the south-east region, if the State had a contract with a particular agency within a particular community and CCA feels that they should also have a contract with them, why is there a need to hire a similar type of staff that already operates and functions at this particular time? In relationship to saving money, saving costs, why could you not incorporate that all into one program and it would still be a part and still be under CCA?

Let me give you another example. Specifically in the Southeast Region there is an agency that primarily is a group home that works with youth. CCA is also trying to work with them as well as the Department of Public Welfare. There is already some directors of that program, but CCA also hires directors for their particular component of that program. Do you see a way in which we could cut down in relationship to maybe giving more moneys for a particular director and providing more moneys for service for the young people as opposed to hiring a new whole staff which is going to duplicate some of the things that the other staff has already structured under the Department of Public Welfare?

A Well we certainly should not be duplicating these

cost factors. In other words if we're moving into an existing program and the administrator of that program can in fact allocate some time to administrating the program in terms of having our kids in there, then that's something that we need to coordinate more closely with the Welfare people. There would be a tendency, for example, for them to develop a budget because we may put things in there and it may very well be that some of those items would appear in the other budget. We're cognizant of that and we're trying to work through that. If they in fact in taking in one or more of our kids have to go out and hire a staff member which they would not have otherwise hired, if we put a kid in there that's obviously a cost that we have to absorb. But if in fact they have some leeway and they can handle this I think it would behoove ourselves and Welfare to want to closely coordinate the costs and the monitoring of those costs where we're both utilizing the same resources and hopefully avoid some duplicate costs.

Q We're concerned about overlapping staffing. I don't want to appear as if we're attacking CCA but we're just trying to get to some fundamental basis of trying to see exactly what is being offered and perhaps what there is a need for and sitting down and trying to work those kind of things out.

One other question. Could you submit to us a list

of members of your Board?

A Yes.

Q Then we'll know who those persons are and a small background would be sufficient.

Q The other thing is if there were a need tomorrow for CCA to go underground do you envision or see any way that the State could take the whole CCA program over?

A Well I think that there is a population of kids now out in programs that need to be in those programs and the Department of Welfare has indicated in a number of ways that should something like that occur they're going to have to find a way to meet these needs.

Q How do you personally feel about that?

A I personally feel that in the last analysis that that's what's going to have to occur if there is no additional Federal funding for one reason or another, or other funding sources, that HEW will have to find some way of funding those programs and continue to provide these alternatives for these youths.

CHAIRMAN RICHARDSON: Thank you very much. Mr. Carl Prunell, staff of Representative Scirica.

BY MR. PURNELL:

Q Mr. Gordon, you indicated that your costs are

running about \$250,000 a month and according to figures here you have a million dollars left in your grant, is that right? You've expended almost \$3 million.

A Yes.

Q So presumably you're going to run out of money around June or July, right?

A Well, that's possible. The grant period is up in September so we're going to have to make some adjustments. We talked with Welfare about contracting with them, adding some match money which would become available to us July 1st. We would contract with them and then have some match money coming in between July and September and then of course the next year the grant period will begin.

Q So you have no real solid indication that the Feds are going to refund you.

A No solid indication, no sir.

Q Has there been a real problem of lack of funds in this program?

A The real problem has been more in cash flow than lack of funds. The commitment funds have been available. The problem we have had from time to time has been in the draw down procedure, of having the funds exactly when we need them. We go through that mechanism of cost reimbursement where we

submit estimates and get adjustments made on what we actually spend, and from time to time this has produced what I would call a cash flow problem but not necessarily a lack of funds per se.

Q But do you think that that has seriously hampered the operation of the programs?

A No, I would not say seriously hampered. I would say our cash flow from time to time, that problem has made some things difficult for us, particularly in the early stages where we had the commitment on the State funds but the award date on the Federal funding did not occur until September, which was long after it had been anticipated and then the fund flow didn't begin until December and I would say in terms of some of the program development that did have some adverse effect.

Q Well, this Committee really in terms of their interest in your program and in the Center should take seriously, as I'm sure you ought to, there's a very real possibility that you could run out of money by this summer and all programs would have to be suspended. Is the Governor doing anything about this?

A Well, we've been told, Mr. Purnell, by the Department of Welfare, representatives of the Department of Welfare,

that that will not occur. I can't speak anymore to it. We've had Federal meetings. We have indicated what our funding situation is and they are aware of it. We've had meetings with the LEAA people as well and we have received assurance that come July 1st that additional funding will be available through the Department of Public Welfare. We made people aware of this. We're not keeping it a secret.

Q You feel that you can assure this Committee that at least you feel assured that funds will be forthcoming one way or the other.

A That's what I have been told, yes.

Q I have just one other question. Does your contract with LEAA call for an evaluation contract or evaluation program?

A Yes. Please let me clarify one thing for the record. We don't have a contract with LEAA and as I understand it there is an evaluation provided for that they are supposed to be letting the contract for evaluation, and while I understand they're very close to doing it to the best of my knowledge the actual contract has not been let as yet.

Q So that the project has been under operation for nine months now and there really has been no evaluation program per se in place?

A That is correct. We don't have control over that, that's LEAA's contract that LEAA plans to let itself. I think they've had a number of negotiations but I can't speak to that.

Q Isn't it true that one of the major areas of importance in a program like this is to have an evaluation? What good, and obviously I can't ask you the question, I know, but how can LEAA in a sense violate their own regulations which calls for an evaluation and yet not assure you people or this Commonwealth of an evaluation program?

A You said you couldn't ask the question of me and I can't answer it. I would have to agree that is a good question.

Q I would think that at this point if you don't have an evaluation going at this point it's almost too late and that the whole program is jeopardized.

A It might speak very strongly to the fact maybe they'll have to go forward with the second and perhaps the third year of the grant to us just so they can get the evaluation done.

Q Thank you.

CHAIRMAN RICHARDSON: I'd like to recognize Representative Fisher for further questioning.

BY REPRESENTATIVE FISHER:

Q Mr. Gordon, one other question. What Federal funds are you anticipating to ask LEAA for next year?

A The grant proposal to my recollection calls for two and a half million dollars for the second year, and of course there has to be some State match.

Q Is there any figures set for the third year?

A Yes there is. Mr. Mattingly says he thinks it's one point seven. I may or may not be able to provide it here for the third year programs.

Q Is the State match the same percentage the second year as the first year?

A Yes, that's the minimum.

Q Likewise for the third year?

A Yes.

Q Thank you.

CHAIRMAN RICHARDSON: Representative Wagner.

BY REPRESENTATIVE WAGNER:

Q Mr. Gordon, I believe Mr. Mattingly said there are 112 juveniles right now in the CCA project, is that correct?

A I think he said there is 412 --

MR. MATTINGLY: 167 as of March one in the project. 112 were moved out of Camp Hill, 89 of which are still in

service programs. The others were new intake.

BY REPRESENTATIVE WAGNER:

Q Right now there's 169. Is that pretty much what the projection is?

A No, I think the projection is for that to go up. I can't tell you what that ultimate number may be, but I think it will go up.

Q Can you tell me what the projection is for the average juvenile population you'll have under you?

A The average number of juveniles that we may have in programs at any given time, is that your question?

Q Yes.

A Well, I would prefer that Mr. Mattingly respond to that. I really don't feel qualified.

Q On the fiscal part, whatever number that would be, do you assume the three million dollar figure would adequately handle that end of it providing the funding was taken care of?

A Yes, I would feel that it would.

Q No further questions.

CHAIRMAN RICHARDSON: Mr. Sam McClea of Representative Irvis's office.

BY MR. McCLEA:

Q You indicated that if the \$3 million you needed

keeps coming that after three years the Federal money by nature of the procedure will cease to be coming. What is your estimation of the amount of money which either the State or the county together, or perhaps private contributions, however it would be arrived at, have to be able to meet at that time?

I realize that a lot of your costs now are for start-up purposes and after three years the start-up costs should be eliminated and we'll be talking about operational costs. What do you estimate the cost will be then for the State to be aware of? What bill are we going to face in three years?

A Well I think that you would be faced with an ongoing cost which hopefully would be reduced by having demonstrated that some of these community based programs work and you would have substantially less kids in security. Right now we're providing something like a hundred beds for security in two YDC's that did not exist in the past.

Q Is your budget paying for the YDC's?

A Well yes but the responsibility will have to shift to the Department of Welfare. I guess what I'm saying to you is that it would be my hope that you could eventually reduce the costs in the number of kids that are being maintained in YDC's to be able to defray all or at least a substantial portion of the ongoing expenses for the small alternative community

based programs we're attempting to develop.

Q I hope you can do that too and the costs may come in the budget that will go to the Department of Welfare after three years and I'm just trying to get a ballpark figure of what you estimate that cost will be. We have to make a fiscal decision.

A Are you saying on a per-kid basis what the cost will be?

Q Something that we can calculate to add onto it. If you're going on a kid basis fine but then we have to know about how many kids there will be.

A I don't believe I can give you what I would consider to be a good guesstimate on that.

Q How much do you estimate your budget is going to be for next year?

A I would estimate that to manage it would probably be someplace in the neighborhood of \$10,000 per kid.

Q About how many kids do you expect at that rate?

A I don't know. The question was just asked of me of how many kids we were anticipating in the program and I said I would prefer that you ask the people who are involved in it programatically.

Q I see. Perhaps Mr. Mattingly can help you. I

notice you did a very thorough kind of planning on what you project you need.

A About three hundred kids.

Q And how much of that would you estimate would be start-up costs, fifty percent, ten percent, ninety percent?

A No, start-up costs for all intents and purposes are behind us now, unless we start up some new programs.

Q Perhaps I'm not making myself clear. Of the amount of money next year that you anticipate spending, how much do you estimate of that will be for start-up purposes to start up new programs that perhaps two years from now you will not have to be spending because you'll just be paying for operational costs, fifty percent?

A I would say in the neighborhood of twenty-five percent.

Q Ok. Thank you.

CHAIRMAN RICHARDSON: Mr. Gordon, let me ask you two quick questions, one, would you supply this Committee with a list of all of your consultants that you hired from the inception of your program and what they were hired to do as a result of coming on to be consultants to you. Two, also to date from its inception personnel and administrative personnel and backgrounds of individuals who have come aboard. What we want

to do is try to see whether or not there is any area in which we can deal with these overlapping of spending of funds in relationship to the whole program of folks who have come aboard working directly with your project, and see what we can do about trying to provide more services for the young people in relationship to the programs and the kinds of things that you've discussed, because later on this afternoon we want to get into this subject with the Regional Directors.

MR. GORDON: Let me just review that with you. You had asked me previously for a list of all our personnel, salaries and also their duties.

CHAIRMAN RICHARDSON: Right. I'm saying from the inception, not those who are just presently aboard.

MR. GORDON: Right, from inception. And you want a list of all consultants from the inception and also what their duties were.

CHAIRMAN RICHARDSON: Right.

MR. GORDON: To the best of my knowledge we don't presently have any consultants on board but I will be glad to supply you with that information.

CHAIRMAN RICHARDSON: You said that you came on board as a consultant and that's why I raised that question.

MR. GORDON: That's right.

CHAIRMAN RICHARDSON: Representative Miller.

REPRESENTATIVE MILLER:

Q Just one question to help clarify this and begin to give me a handle on how to analytically look at your start-up costs and operating costs. The contract I gave you indicated the standard preliminary form which was used in the past.

A Yes.

Q And because it is a standard document appendix B is attached to the contract outlining the proposed budget for each individual contract, is that correct?

A Well, one is a program plan and the other would be the budget.

Q In those attachments, Appendix B, as called for in your standard contract, are those proposed program budgets broken down on a line item for start-up costs versus operational costs?

A Yes, I believe they are identified as acquisitions and equipment, things like that which we would put in the category of start-up costs, and not specifically saying start-up in normal operating but they are line items to the extent that you could identify those costs that would not continue and would be what I would call non-recurring or one time costs.

Q So that it would be incorrect for me to assume from

the documents I have without looking at the budget what the percentage would be at this time, in view of the fact, for example, there is ten students for \$229,000 and I'm not to assume then that the \$22,000 average per student would project the cost --

A You would have to subtract from the two twenty-nine the non-recurring costs and then divide the number of students into the remaining balance. Also I should add that I would consider non-recurring costs, costs for staff while there were no youngsters present.

Q Then this Committee may budgetarily for the future, without surveying each individual document, assume two things. Number one, the start-up costs will be reduced at least by twenty-five percent on the average contract.

A Well it will vary with the type of program. If the programs are very small and have secured units they probably have over twenty-five percent. I gave Mr. McClea a figure.

Q I may number one, assume that that particular contract remains at the rate of ten students, that it would be substantially less than \$229,000 for operation.

A I would say that's a safe assumption, yes sir.

Q My second assumption is one of a question I'm going ask you. Would it be possible for us to receive the Appendix B

for each one of your standard contracts, that is the budget appendix?

A I see no reason why not.

Q Thank you very much.

CHAIRMAN RICHARDSON: Representative Wagner.

BY REPRESENTATIVE WAGNER:

Q Mr. Gordon, on start-up costs, will you again go over what is start-up cost?

A Let's just take for example a secured unit. They go in a secured unit and they have to make certain recommendations.

Q Who owns the secured unit?

A Well, they may be State facilities. In the case of the Oakdale Boys Home it was a private facility. It could be one or the other. Our secured unit in the Allentown area is on the State Hospital grounds.

Q In other words when they actually lease the building they must go in and provide the necessary renovations?

A That's correct. Of course if it is on State ground the lease may either be non-existent or a dollar a year.

Q So the start-up costs are mainly in repairs with regard to the detention center.

A The more security you're attempting to provide, like

each of our security units requires a fence and the fence at Oakdale cost \$28,000 to be installed.

Q How many secure areas are there?

A There is one which is presently in operation which is on the Allentown State Hospital grounds.

Q The Commonwealth owns that?

A Yes, the building and the grounds.

Q Can you indicate what else is planned and who would own those facilities?

A Oakdale Boys Home is the one that presently is being closed down because of litigation, that's owned by a private group. There's one now that is in the process which is here in this area, the one that you're having problems with.

Q Could you have your staff submit to me, I'd like to know a breakdown of what the costs are in each of these institutions.

A Well if you have the budget that was asked for you'll have that.

Q Thank you.

CHAIRMAN RICHARDSON: Are there any other questions of the gentleman?

(Negative response.)

CHAIRMAN RICHARDSON: One basic fundamental question.

Do you feel that young people can best fit into a group home situation with a hostile community around it? I know that's a leading question.

A It's a leading question and really I don't feel that I have the background or the experience to speak to that. My involvement has been primarily programatically in non-residential advocacy programs and individuals who provide the living arrangements.

Q Mr. Gordon, for the record, say it was your neighborhood and your community and the people of that neighborhood and that community were for or against it. Don't you feel that would have a direct bearing on how the program would function and operate?

A Yes I think it would have a direct bearing on how the program would function or operate.

Q That's what I'm getting to. I feel that is the fundamental question that a lot of people have been skirting.

A Mr. Chairman, I guess I still live in the hope that maybe people will change. I think perhaps what would occur in the anticipation is always worse than the realization and that with these hostile neighborhoods to these group homes that the whole situation would change as a result of what actually occurs.

CHAIRMAN RICHARDSON: Thank you very much.

At this time we'd like to thank Mr. Gordon for coming before this Committee.

I would like to indicate what the format for this afternoon is going to be. We're going to break now for lunch and return here at twenty of two and at that time I'd like to have the Regional Directors on and also Mr. Mattingly if you will still be available. Then we will proceed into the rest of the agenda. So we'd like now to recess until twenty of two. Thank you very much.

(Whereupon at 12:55 p.m. the Committee adjourned for lunch until 1:40 p.m.)

* * *

Afternoon Session
1:40 p.m.

CHAIRMAN RICHARDSON: The time of the recess having expired this hearing will come to order.

I would like to call the Panel Review of Center for Community Alternatives -- Regional Directors, Mr. Ken Guza from Central Region, Thomas Carter from the Southeastern Region, Herb Hoelter from the Northeast Region, John Kappler from the Western Region and Charles Baltimore from the Central Office.

Would each one of you identify yourself for the

record.

MR. HOELTER: Herb Hoelter from the Northeast
Region.

MR. BALTIMORE: Charles Baltimore from the Central
Office.

MR. GUZA: Kenneth Guza from the Central Region.

MR. CARTER: Thomas Carter from the Southeast
Region.

MR. HOELTER: Mr. Kappler will be here shortly.

CHAIRMAN RICHARDSON: How long do you think Mr.
Kappler will be?

MR. HOELTER: I think about five minutes.

CHAIRMAN RICHARDSON: Let's break for five minutes.
All the preliminaries are over with and all we have to do is
get Mr. Kappler on the record when he arrives.

(Whereupon a brief recess was taken.)

CHAIRMAN RICHARDSON: Would you identify yourself
for the record, please.

MR. KAPPLER: John Kappler, Regional Coordinator
for the Western Region.

CHAIRMAN RICHARDSON: Everyone has been properly
identified and perhaps one of the Regional Directors has an
opening statement that they would like to make and they may do

so now.

MR. BALTIMORE: Mr. Chairman, I would like to present a brief statement that I've prepared .

CHAIRMAN RICHARDSON: You may proceed.

MR. BALTIMORE: On May 18, 1970 at the age of 17, I was committed to the State Correctional Institution at Camp Hill.

I will attempt, through this testimony, to give the clearest picture possible of the life within this institution.

Upon entering S.C.I.C., I was immediately placed in the "Quarentine" section. I was informed that my stay in this unit would last four (4) to six (6) weeks, during which time I would undergo vocational, academic, and psychological testing, along with a thorough medical examination.

However, my stay in Quarentine appeared to be much more than a series of tests and examinations. It provided an excellent opportunity for me to feel out my new home and neighbors.

A sense of nervousness constantly filled the air, and everywhere I looked, there were examples of false and exaggerated projected images. It didn't take long to realize that I was in an altogether different world, an unreal world,

where the dominating law was very evident and simple . . . survival. During the first week I met with the counselor assigned to me, for approximately thirty minutes. Two things immediately struck me as being odd. The first being how I even received this particular counselor. He acquired my case, not because his area of expertise was best suited to deal with my individual problems, or not because he had expressed an interest in handling my case, but because the last digit in my institution number automatically placed me in his group of assigned cases. The second odd occurrence was the fact that after spending only thirty minutes with me, my counselor was able to develop a complete personality profile. And although many requests were submitted, this was the only opportunity I had to meet with him throughout my stay at S.C.I.C.

My daily schedule in quarantine was totally uneventful, boring, and a sheer test of my sanity. The majority of the day was spent locked in my cell, with the exception of fifteen minutes for each meal, thirty minutes in the morning for exercise, an hour in the afternoon for outdoor recreation, an hour in the evening for dayroom, and two movies per week.

After eight weeks in quarantine, I was moved to the general population. By this time I had accepted my present situation as a way of life. Even the thought of being free

again seemed so unreal, at times I felt like I would be in an institution for the remaining years of my life.

I received a job in the furniture factory office as a payroll clerk, at a starting salary of six cents an hour. I later found the training I received on the job was totally useless in the community, since all I learned was how to add up an inmates weekly earnings. The fact that ten cents an hour was the top salary hardly made my job a complicated task.

The balance of my "treatment plan" consisted of night school twice weekly, for three weeks, and a weekly program of group therapy session.

The so-called education program had to be one of the biggest jokes I've ever seen, and was so full of nothing, I can't even describe it. In all of my classes, the teacher would give us a reading assignment, leave the room, and return at the conclusion of the class. Actually, it was the guard assigned to that particular floor that ran the class, since he was required to periodically stick his head in the room and holler "shut-up".

As for the group therapy sessions, the doctor that ran it was the first caring person I met in the institution. But he proved to be of no help to me. He was no help because I had a definite image to maintain in this "dog eat dog", only

with me thinking of ways to start dramatic arguments, or whipping out stunning attacks and remarks for the benefit of other group participants.

But the work, school, and therapy sessions wasn't what prison was all about, they were merely the blankets on the bed. The true teachers were my fellow inmates, the people I had to live, work and play with, and most of all, be accepted by. The real therapy was the often bizarre and inhuman events that continuously took place around me. The work was all one could do to live through it all.

We often hear of the sexual and physical abuse inside of our prisons, but unless it involves someone we love or care for, it is very easy to look the other way. This also applies within the prison itself. The answer was always the same when an officer or staff member learned of a sexual assault. "He (the victim) had homosexual tendencies and has been luring fellows on all the time." I can recall many instances where officers were notified of rapes while they were actually going on, and they chose to ignore it, and do absolutely nothing. Afterwards, the guards too, would ridicule the victim by making such statements as, "how's your husband" or "hi sweety". To see the obvious emotional turmoil that a

victim had to go through, or the fear of hearing someone mention something during a visit from his family or friends, was disgusting.

Not all guards accepted this sort of thing, but it didn't take long to discover the ones that would.

I could almost go on forever, citing specific examples of the uselessness of the life in Camp Hill. The suicides, the racial composition of staff as it relates to the breakdown of the population (at least seventy percent of the institution was black, with approximately six black employes), the violence, and the animalistic way in which an inmate is treated. And after all of this "training", an individual is thrown right back into the community, because he either maxed out, maintained a good conduct record, or he was a pain in the butt, to do it all over again . . . better.

I am not trying to suggest that a person who breaks the law should be coddled, or smacked on the hand and turned loose. A person that violates the law should be fairly and properly dealt with, although this point is hard to see in action in these times of imbalanced justice. But what is the fair and proper way to deal with a so-called criminal? Should we herd "them" into enormous zoos, only to have the abnormal behavior which brought them at odds with the law in the first

place encouraged and fertilized. Or should we look past the violation, and seek out the true problem. If a person feels the need to place the lives of others in danger, he needs help, not punishment. If a child feels the need to run away from home, there is a problem behind it, and this too must be dealt with.

The most frightening fact that I learned from this experience is, our prisons are nothing more than a manifestation of our society. Just as there are rapes in our prisons, there are rapes in our community. The role of the guard is played out by the police, the prison staff by our community planners, and the warden by our mayors and governors. There are the weak and strong, the rich and poor. There are those who care, and those who don't. We too often choose to ignore the fact that these problems belong to all of us, and not just the other guy. And just as in our prisons . . . We do nothing about it.

CHAIRMAN RICHARDSON: Would you tell this Committee who wrote that?

MR. BALTIMORE: I wrote it.

CHAIRMAN RICHARDSON: Are there any other opening remarks?

(Negative response.)

CHAIRMAN RICHARDSON: Let me go right into the questioning, starting to my right with Representative Fisher.
BY REPRESENTATIVE FISHER:

Q Mr. Baltimore, I heard most of your remarks. You made some suggestions both inside the prison and in society which we should make, how we treat people in our justice system, whether it be criminal or the adult justice system or the juvenile justice system, particularly as far as incarceration is concerned. Now you served time in an institution such as Camp Hill and you're presently involved in a program with the Center for Community Alternatives, but if you were in our position and in the position of others who are concerned with the juvenile justice system and the entire criminal justice system, what changes would you make where you're involved with the juveniles or offenders of any age who necessarily have to have some sort of confinement and training to get them in the right direction? What sort of blueprint would you draw for an institution, whether it be a group home, whether it be a group home in a secured facility or whether it be a YDC, a security unit, or whether it be a penitentiary-like atmosphere like Camp Hill? What sort of program, what sort of training would you suggest?

A That's a question that really can't be answered

very briefly.

Q As briefly as you could but highlight what you think are most important.

A The key to the whole issue is if a person is involved in a crime there's got to be a reason behind it. If the person goes out and continuously robs places or deals in drugs, that's not the problem, it's merely the result of other problems, whether it be a psychological problem or a behavioral problem, it's a problem that has to be dealt with and programs have to be geared in a sense towards the individual needs in order to function in a society. And by putting people in great masses in large institutions where you can't effectively treat or deal with these people, it's just a total waste, and that's what I tried to convey in this testimony.

The whole theory and the whole atmosphere of a large institution is to survive. You don't even have time to really get into what my needs are, what's going to prevent me from doing what I did before. That's what I'm saying, there has to be a wide range of programs. You have to have security for those who need security. You have to have very highly structured group homes. You have to have minimum security. Its a whole wide range of programs because it's a whole wide range of personalities and they must be dealt with individually.

Q On the programs that existed in Camp Hill while you were there, would you say that the Commonwealth was wasting their money in funding them?

A Oh, without a question.

Q You made reference to a class you were taking where the teacher came in and gave you your lesson and came back again at the end of the hour. Was that the regular course occurrence as far as the educational system within the institution that you were at?

A The classes that I was in, yes.

Q Did you hear anybody say during your term there such and such a class is a good class?

A Never, no.

Q You never heard of any constructive comment about the educational aspect?

A No. This particular class was to prepare me for the GD tests which I had later passed from getting the material from other inmates in the institution.

Q Do you think that the courts, and you can only speak to your own instance, the juvenile court judge and staff in the juvenile courts is in any way well enough prepared to make an adequate determination of what an offender needs to rehabilitate him?

A Traditionally I don't think so. What traditionally would have happened is a person who has gone out and committed an offense and is just brought before the judge with little or no knowledge of this person's history, other than what's been supplied by the schools or what a probation officer has been able to get on a very superficial level preceding that trial. And I think he has to do a very extensive study on what this person needs both psychologically and socially and it should be a person that can relate to this individual's experience. In other words a person that can relate to those type of backgrounds that those individuals come from and can relate to the type of community that this person has come from.

Q How do you think the Center for Community Alternatives is providing any better service to the Commonwealth and its juvenile offenders then what we've had prior to its beginning?

A Well one of the main things is that we're not just looking at the offenses that were committed and just deciding how much time a person should serve to repay for this crime for breaking the law. How much can we find out to give us a better understanding of what caused this individual to do what he did, and we're developing plans that are geared towards this individual's specific needs, and then implementing this program

around them. We're not just herding people into programs because they're there. We have attempted to design a series of programs where they would provide a wide range of services and not just a few institutions, a few houses to put people into.

The second thing is we have made an attempt to employ persons that can relate and do relate to the individuals that we're dealing with. Too often a lot of things have been interpreted as not being socially accepted by individuals, only because people that were analyzing this individual looked at this individual and did not understand his cultural background and his upbringing because of the community he came from. These are some of the main things we are attempting to do and we are doing.

Q Thank you.

CHAIRMAN RICHARDSON: Representative Wagner.

BY REPRESENTATIVE WAGNER:

Q You brought out a lot of things about problems with Camp Hill that we've heard about before. And you're telling us that your programs participate with both the individual approach and evaluation of psychological problems and education and rehabilitation, and yet you say this is why your program is good. On the other hand you said that when you went to

Camp Hill you were told the same thing and apparently they didn't deliver. Is it possible that your program in Camp Hill -- now when I say Camp Hill I mean a Camp Hill type facility the way it should be, separate institutions for juveniles and not have a complete intermixing of juvenile population. In other words why do you have to have your kind of program when you're talking about rehab and individual programs that they didn't deliver at Camp Hill, could they have delivered it?

A I personally feel that, no, they couldn't deliver it. And I tried to make the point earlier that the mere fact of the large number of individuals in one group that are clumped together makes treatment almost totally impossible. If you have the best clinicians or the best therapists in the world I don't believe that you can run an effective program in any type of large institution because you have the constant images that are projected in order to survive in an institution like this, and it's very hard to get past those images to get to the root of the problem.

Philosophically what you want to do is to have a program in the community since the person has to survive within that community. It seems to be highly impractical to take them out of the community. You should teach him a trade,

get him his high school diploma, get his head together and say ok. go out and make it, because when you go back out things are just the same as when you went in. In fact they're worse because now you've got to deal with the label of an ex-offender.

Q You said community. Do you mean the actual foster care type home community where you have foster parents with an overseer?

A I'm talking about the group homes with the supervisor and the different facilities that are in a community, and you can pull on the resources of that community. In other words you can go out periodically and gradually learn how to function within that community and at the same time treatment is going on. It's not just a whole theoretically thing. You can actually apply it to that community.

Q Is anybody in the Project working with the County Probation Officers the first time they go off? Is anybody trying to work with them at that point?

MR. MATTINGLY: I can respond to that. The Project is set up to handle only a relatively small group of youngsters, three hundred to five hundred youngsters which would have gone to Camp Hill. There is a tremendous need in this Commonwealth to begin to do that sort of work you're pointing out, the kinds

of services provided at the very first point of intake into the juvenile justice system, but it's not our role to do that. We're just working with a specific population.

REPRESENTATIVE WAGNER: The problem is I think everybody in the Commonwealth feels sorry for anybody that has gone astray, and if we can find a way to help him out we'd like to do so so he doesn't come back and hurt me again. That's the type of thinking people have and that's fine. What they fear is the type of thing in the community, whether it's justified or not, there is this fear of pulling the people out and putting them in the community. This is why I'm asking, do you think you can do it in an institution and you tell me no. I disagree with you. I think you can do it in an institution, because when you put this type of individual back out it's a gamble that it might work and it might not. So I guess your answer is that you feel that you cannot structure an individual in a program, educational or otherwise, in an institution.

MR. MATTINGLE: In a large institution, no.

REPRESENTATIVE WAGNER: As large as Camp Hill was?

MR. MATTINGLY: That's right. I have very strong feelings about this. There's a great deal of research done on this, that when you put that number of individuals in a setting like that, no matter how many attempts to provide



programs in that setting, the inmate culture is such that more damage will be done to the individuals in there than if you simply let them out on the streets. Now I'm not at all proposing that. I'm just trying to say that whatever you do, however much money you spend on programs inside a large institution, the impact will be completely nullified by what goes on day-to-day, the survival that is forced upon the inmates. There's a great deal of research to support that.

REPRESENTATIVE WAGNER: I can appreciate the large institutions but I still think that you can structure it for institutions, and I think that sometimes we overlook that actually the prison itself is rehabilitative in essence.

MR. MATTINGLY: I don't question that at all. That's why we have security units.

REPRESENTATIVE WAGNER: And you tell me that it does hurt the individuals, and I can appreciate the role people play in institutions and it will hurt the individual inmate himself, he might come out worse. The problem which we have is that everyone is going to come out worse. Obviously you didn't.

MR. BALTIMORE: What happened was before I left the institution I had gone into a community based treatment center immediately after that for a year and a half.

REPRESENTATIVE WAGNER: I think the problem I myself have is that I have to weigh the harm that is done to the individual that is institutionalized as a result of being in there versus the harm that that individual could do in the community.

MR. MATTINGLY: I wish they could be isolated. The trouble is they can't. Eighteen months after this youngster goes in there he's coming out on the average regardless. The average stay as best I can determine was eighteen months. So the question is whether you want that youngster coming out at eighteen months-two years later in a worse situation than he went in. That's really the question.

CHAIRMAN RICHARDSON: Mr. Purnell.

MR. PURNELL: Are we ready to talk about the regional plan?

CHAIRMAN RICHARDSON: This is an opportunity to deal with all of the questions you have.

MR. PURNELL: Mr. Mattingly made reference to the inmate cultural, the institutional culture that apparently many people feel, and I agree, probably has a harmful effect on the overall makeup of the person, but what period of time do you think it takes before that culture becomes harmful? In other words is there a short period of time that if you were

committed as let's say a first offender or a first offender of a serious nature, is there a short period of time perhaps say a month or two months that perhaps you or the young man, or the other youths who somehow have run afoul of the law, if you got in there and you saw what really an institution is like, that you might see the light and say I'm getting out of here and I'm not getting in any more trouble as long as I live. Do you think there's a short period of time that might really be beneficial and then the saturation point comes and everything else at that time?

MR. BALTIMORE: I was in Camp Hill for a year and a half and previous to that in the county prison for several points and I have yet to meet a person in any prison that does not say that I've learned the light and I'm going to go the straight path, I can't stand it anymore. And the whole time I was in Camp Hill I saw people say this and come back one or two times while I was there. I think that's a big gamble to take and it means gambling with somebody's life to do that. I saw several attempts of suicide while I was in Camp Hill and they all took place shortly after arriving there, within the first few days or first week or so. And I think it's very bad to take a gamble with that person's life to do that.

MR. PURNELL: I think in all these situations where

there is suicide it's in a situation where he was there and was within his first couple weeks or months and he knew he had approximately a year and a half to two years to go before he had a chance of getting out of these. What I'm saying is you said you were in a county prison -- and I didn't ask you that, you volunteered that -- you were in a county prison for some period of time and probably when you got out of there there was nobody that put you in a program to try to help you.

MR. BALTIMORE: That's right.

MR. PURNELL: You were in for whatever period of time and they put you out and expected you to go back into your environment, whatever it may have been, really go back to the same thing that got you in trouble in the first place and which brought you right back in the system. I've always felt that there was a period of incarceration that you serve. I don't mean for every little thing you did, like for stealing a loaf of bread that you should go to jail for that. You know, a serious misdemeanor or type of felony which is one of your first delinquent acts as a juvenile. I always had the thought that perhaps if you had some way to just put these young kids somewhere for two months and then let them out into a type of activity such as this, that maybe in the long run, if you showed them a little bit of everything it might help them.

MR. BALTIMORE: What you're failing to realize is that you're only dealing with the symptom. Say a person that's running around stealing, we'll put you in jail for a week or so to teach you a lesson. The point is why not do the best you can to get to the root of the problem, the problem that causes this individual to do what he's doing. There is evidently some problem there for a person to act out in whatever way he acts out in against the law. If he knows he's violating the law there's got to be a problem there, so why should we just put him in jail for a couple days and then throw him back out on the street.

MR. PURNELL: Well I'm not saying just throw them back out in the street. I think that's the thing that we've done wrong. We have just put people in jail for whatever period of time the Court or the Welfare Department decided was going to be the sentence, then we brought them and we didn't follow them up. The next time we followed them up was when he got back in trouble again.

We're in a controversy of some people want to completely de-institutionalize. Other people are saying these programs are all bad because what we're going to do is we're going to bring them into the community too fast and they're going to force more criminal activity on the innocent people

of the community. And somehow I still think that no matter how grandiose and how much money we have in these type of programs that we're trying to develop, that people are going to have the idea of I got away with it, it's worth the risk. It's worth the risk to go in to pull the big holdup maybe next time. You know, that stretch wasn't that bad and I can probably maybe get a similar treatment and I'm going to take the gamble.

MR. BALTIMORE: That all depends on how effective the staff is that you hired to do the job initially.

MR. PURNELL: Well I'm concerned about it and I haven't been shown, and perhaps we could further develop this with written testimony or further hearings, what are we doing? What background are we looking for for our staff people? Are we getting a sociological and psychological orientation without any mix from the person who is perhaps a part of the criminal justice system?

I came from a different part of the criminal justice system than most of you people are from. I came from the prosecutorial side and when someone tells me a story I don't take it at face value. I only accept fifty percent of it, but sometimes I tend to think that if we over-react one way the person who is giving a background accepts a hundred percent

of it.

MR. BALTIMORE: The best way to make sure that the job is being done is to actually get out and see the job being done and to make sure that we as individuals do everything that we can to insure the success of the program.

MR. PURNELL: This is right. I'd like to say that I was a little bit disturbed, and I don't know who is involved with making up the Camp Hill Review Panel but I look on there and I compare one sheet that I was given back whenever this was initially set up in June or July, and there was a Judge added from my County. Now I have nothing against that particular Judge, but Judge Johnson who is the Juvenile Court Judge added is just not the Juvenile Court Judge in that County who has the most expertise. Sometimes I think that you have to be willing to take in all segments, whether they're critics or not, and say we're going to listen to your advice, we're going to put you in a position of authority and we may not follow your lead but it seems to me that the Panel doesn't balance and I hope we see the Board of Directors and see if maybe the Board of Directors has a better balance composition.

MR. MATTINGLY: If I could respond very briefly. I did not appoint the panel, however, I think it should be known that our position on this is rather open and it is basically,

and I'm sure Art Fuller would like to talk a little bit about his side of it from the Review Panel aspect, but our position is that many of the people on there are critics. There's no question about that. But when people stand up before the project ever gets off the ground and say that they are unalterably opposed to it, I think we are foolish to put them in a position where they can then move from there to destroy it whether it deserves to be destroyed or not. There's no interest on our part at all to not allow criticism of the project. There are many critics on that panel.

MR. PURNELL: I'm sure there are and I'm not completely familiar with all of them, but if your comment was to the effect that the other two Juvenile Judges in that County made statements that they were unalterably opposed to the project I think that should be corrected. They were not unalterably opposed to the project in May or any subsequent times that they testified. They were unalterably opposed to the vacancies of the project.

That's all I have, Mr. Chairman.

CHAIRMAN RICHARDSON: Representative Wagner.

REPRESENTATIVE WAGNER: Who is in charge of the Lewisburg area?

MR. GUZA: That's in the Central Region.

REPRESENTATIVE WAGNER: I think it was indicated earlier about the court liaison officer and are you familiar with that situation?

MR. GUZA: I would prefer to defer to John Mattingly or Attorney Baltimore. I wasn't involved in the events leading up to that situation.

REPRESENTATIVE WAGNER: Were you there when the arrests were made?

MR. GUZA: No.

MR. BALTIMORE: I was.

REPRESENTATIVE WAGNER: I think you indicated that you now have a special group to select the foster homes. I think you have a coordinator and your other staff. What other staff people do you have?

MR. GUZA: The Central Region has my position which is Case Management Supervisor and we have five positions for court liaison workers, all of which are filled at this point, plus two secretarial positions.

REPRESENTATIVE WAGNER: Do you have case workers?

MR. GUZA: A case work supervisor which is myself and then we have five direct workers with the court, court liaison officers.

REPRESENTATIVE WAGNER: Who carries on the day-to-

day or week-to-week contact with the individuals? I think you said you come up and you structure a program for the individual's needs and plan a course of activity for the individual. Does a case worker come into the foster home and say ok, we are Mr. and Mrs. So and So, this is what we want him to do?

MR. GUZA: The actual amount of staff time involved on an individual case varies a great deal. Where we have kids placed in residential programs in a structured group home, we rely more on regular reporting from the vendor providing services. The bottom line has been in terms of court liaison responsibility that we have an obligation to inform the court on a monthly basis as to the progress in every case, as well as to keep the court informed as to any change in service plans that may be withdrawn, or if there's some indication that the program providing the direct service, that the youngster may be headed for some difficulty.

With Tressler Lutheran now picking up supervision of foster cases it would be a comparable sort of arrangement to a group living situation where we're asking them to do case management on the cases assigned to them, and to keep our staff informed so that we can inform the courts as to what progress has been made according to the plan that's been laid out for the court on each kid.

REPRESENTATIVE WAGNER: When you say group structured home, does that mean a foster home?

MR. GUZA: Right. It's a supervised living arrangement would be called a foster home or a group residence. We call them structured group homes.

REPRESENTATIVE WAGNER: The juvenile that's there, does he go to school?

MR. GUZA: Again, it depends on the program. It depends on the particular youngster involved. For instance, some of the highly structured group homes have their own in-house educational program. Where it's appropriate they have employment and they may be employed even if they're in a residential program.

REPRESENTATIVE WAGNER: Are also professional counselors told about certain problems and the backgrounds, what the alleged cause is? Is there also that type of program included there?

MR. GUZA: The staffing composition of a group home typically includes one or more persons on staff who can relate to kids either in a group or individual counseling. In cases where the nature of the kids psychological need is very severe we might make arrangements for outside psychiatric help on an out-patient basis while he's in a residential program.

REPRESENTATIVE WAGNER: The court liaison officer, is he also in the home?

MR. GUZO: He has regular contact with each case. Again, the amount of staff involved in a particular case varies according to the placement situation and how stable it is.

REPRESENTATIVE WAGNER: The reason I'm asking about staff is because I thought you had more case workers.

MR. GUZO: No, we have five court liaison positions, plus myself, two secretarial staff. The five staff each have a case load.

REPRESENTATIVE WAGNER: All in one home?

MR. GUZO: No. Like in the Central Region, each worker would have approximately fifteen to twenty cases at the present time that that worker is responsible for in terms of monitoring progress in their particular plan in each case.

REPRESENTATIVE WAGNER: I guess what I overlooked, you go out and contact a local provider, right, to provide these services. This is the staff I'm getting at. Who are those staff in that home?

MR. GUZO: They would be the staff that receives part of the package that was included in a part of our contract that covered a particular vendor. In the example of Tressler Lutheran Services, they provide case management, case

case worker services to each of the clients that we refer to them for services, and they become the primary service delivery agent in that case and keep our staff informed as to whether or not the situation is stable, whether or not there is some indication that a plan needs to be changed or modified and which we have to approve through the court, and just generally keep us informed as to how the kid is doing.

REPRESENTATIVE WAGNER: If a problem comes up of either one or two things, one, if the staff feels the program is not working, or number two, that the staff knows that the juvenile is wilfully not going through with the program, what is their recourse? Do they come back to you?

MR. GUZA: Well, their main recourse would be to notify the worker from our office who has the case responsibility for the individual youth, and to kind of sit down and talk either with the kid or with whoever is working with the kid to find out whether or not the immediate situation or living arrangement, or whatever service arrangement there is, is salvageable. And if the decision is made that perhaps it wasn't the best plan for this particular kid, then if we have the luxury of planning for it then we go back to court and say this kid is in foster care right now or he's in a group home, but because of new circumstances we feel that a change of plan

is indicated. But if we get like a crisis call from a vendor seeing a kid he is to notify the court and probation staff so that they're aware of the situation that is developing.

REPRESENTATIVE WAGNER: Now it sounds great on paper. Is that type of identification of the juveniles who are not following through with a program or where a program needs to be changed, is that working?

MR. GUZA: Well, I think it's working. It's not going to work perfectly in every case because in every instance you don't have the time to go through all the staff prior to making a change of plan. If the kid runs you have to deal with that situation. You know what's going on but you don't have time probably to work out what's going on in the situation he's coming from and what he needs to be moving towards.

REPRESENTATIVE WAGNER: How many juveniles take off that have committed a serious type of crime like a felony or second or third degree misdemeanor?

MR. GUZO: Well, the Central Region has two kids on the run at this time.

REPRESENTATIVE WAGNER: Are they the only ones?

MR. GUZA: Yes.

REPRESENTATIVE WAGNER: How about in the other areas?

MR. KAPPLER: The Western Region has three juveniles who are run-aways at this point.

REPRESENTATIVE WAGNER: Three out of how many?

MR. KAPPLER: Three out of thirty-six placements.

MR. GUZA: Three out of seventy-five.

MR. CARTER: Zero in the Southeast.

REPRESENTATIVE WAGNER: How many juveniles do you have?

MR. CARTER: We have thirty-one in active placement.

MR. HOELTER: Northeast has one out of forty-seven.

MR. PURNELL: Excuse me. Are you talking about run-aways? The definition that's being used here I think is critical. Critical incidence is apparently the category which you all are using.

MR. MATTINGLY: Critical incidence refers to a run-away and this is broken down, a new arrest, a new conviction or an injury. So we get reports immediately upon any of these things occurring.

MR. GUZA: I believe the original question was how many run-aways right now.

REPRESENTATIVE WAGNER: To me run-away just means that they've just taken off or else has not complied with the program.

MR. McCLEA: They were talking about run-aways.

REPRESENTATIVE WAGNER: Ok. How about critical incidents?

MR. HOELTER: Northeast has had out of the forty-seven kids fifteen critical incidents, although ten have been plain runs and there have been five kids that have been brought up on new charges. Of those charges one charge was anything other than burglary or minor misdemeanor.

REPRESENTATIVE WAGNER: Any personal injury type?

MR. HOELTER: One, and that was within a residence.

REPRESENTATIVE WAGNER: Do you have any other breakdowns from other Regions?

MR. GUZA: The Central Region there have been two runs where the result has been a replacement with no charges. We had two runs who have subsequently been held as the result of the run but with no charges and they're pending replacement.

REPRESENTATIVE WAGNER: Do you have any problem when they take off in getting them back? In most cases do you get them back?

MR. GUZA: It varies a lot. One of the runs we now have is a case where the juvenile has been running since September. He ran from a placement and we haven't seen him since then. We had another incidence with a run at White Deer

and he walked eighty miles to Harrisburg and called a staff member because he wanted to find out whether or not he was going to get in trouble. So we really have a tremendous range.

REPRESENTATIVE WAGNER: When they run are they going out and doing property damage and things like that?

MR. GUZA: To date the Central Region had twenty-four what we will classify as critical incidents, which are run-aways who commit new offenses or do injury to somebody else.

REPRESENTATIVE WAGNER: I don't want to take any more time on this, but could each of the Regions supply me with a breakdown of the number of critical incidents they have had to date?

MR. MATTINGLY: We supplied that to the Committee but we haven't added it up.

REPRESENTATIVE WAGNER: I have the total but it isn't regionalized.

MR. MATTINGLY: It is regionalized. We did it incident by incident.

REPRESENTATIVE WAGNER: Ok. Thank you.

CHAIRMAN RICHARDSON: Mr. McClea.

MR. McCLEA: However, we would like to get some of

that on the record and I'd like to pursue it with several lines of questions now on the Regions and also the State-wide question.

First let me refer to your presentation, Mr. Baltimore. When you were placed in Camp Hill did you have what is often called a diagnostic workup?

MR. BALTIMORE: No.

MR. McCLEA: Do you know whether or not most of the juveniles in Camp Hill when you were there, or even after, received diagnostic workups?

MR. BALTIMORE: That was to be done after being committed to Camp Hill.

MR. McCLEA: After being committed?

MR. BALTIMORE: Yes.

MR. McCLEA: Now your program is to ask the court when they find a juvenile who is allegedly involved in illegal behavior to send him to you so that you will do a diagnostic workup to consider where to place the child.

MR. BALTIMORE: Before placement, right.

MR. McCLEA: Then I would imagine it would be fair to say that it would be your recommendation that every juvenile that comes in contact with the juvenile court has a diagnostic workup before he is committed or placed somewhere?

MR. BALTIMORE: To insure proper treatment, yes.

MR. McCLEA: Proper placement too.

MR. BALTIMORE: Yes.

MR. McCLEA: I don't know whether to ask you this or Mr. Lowell when he comes up, but do you feel it would be in the best interest of this Committee, since we have been investigating incarceration of youth around the State, to look at what some of the official reports at the State Correctional Institution at Camp Hill say regarding juveniles that have been confined there over the last year, year and a half ago? Would you say it would be to this Committee's interest to do that?

MR. BALTIMORE: Oh, most definitely. I think it relates very much to what you're attempting to do.

MR. McCLEA: How many juveniles do you indicate you serviced since the program began in May?

MR. MATTINGLY: Well, unless you know the definition of what service means, it's hard to say.

MR. McCLEA: How many have you accepted for one program or another from the courts?

MR. MATTINGLY: Let me just break it down this way and see if it meets your needs. 167 kids as of March one were in a program. Ten youngsters had been in a program and the

cases were closed. Approximately 140 other Camp Hill youths were given varied sorts of services either to help them get out -- but they weren't in project placements.

MR. McCLEA: Let me ask you this. You said earlier today that your programs were formulated and designed to meet the needs of kids that would ordinarily go to Camp Hill. You were not so much solely interested in the minor offenders. Why then has the program accepted eighteen percent of the cases which are status offenders from your own figures.

MR. MATTINGLY: That's not exactly correct. It's a function of how we keep the records. I note that the computer tracking report says that there are eighteen youngsters in a program under that category. That's the most recent offense. So the youngster who has been in the entire system and then ran away, that's how we figured that.

MR. McCLEA: According to your definition for that tracking system it is the offense listed as the most serious offence that the child has committed.

MR. MATTINGLY: That's the way it should be. That's not the way the tracking system has picked it up.

MR. McCLEA: So the tracking system is faulty.

MR. MATTINGLY: That's one of the problems we have with the tracking system. In other words we don't have

status offenders in the program per se.

MR. McCLEA: Let me ask the Regional Directors a question. In Southeast Region over \$135,000 has been awarded for a secured unit and a community residential center and yet there isn't any. In fact I don't believe there's any date suggested as to when one will open up. Can you indicate why?

MR. CARTER: I don't know where your figure comes from of \$135,000 awarded. I understand there was money that was provided to the Department of Welfare to operate a temporary secure unit at Cornwell Heights.

MR. McCLEA: I'm referring to North City Congress, unless that's removed.

MR. CARTER: Yes it is. North City Congress, part of its contract called for fiscal management from our organization to support the hiring of staff on a temporary basis to man the temporary secure unit that was developed on the grounds of the Youth Development Center.

MR. McCLEA: Is that still ongoing?

MR. CARTER: No, that portion of the contract terminated as of the end of December. At that point the contract shifted gears into the development of a community based secure unit somewhere off of State grounds.

MR. McCLEA: And there's no knowing when that will

open?

MR. CARTER: No there isn't.

MR. McCLEA: Mr. Gordon I believe indicated by September 5th you estimate that all of these programs will be in operation, is that your same suggestion?

MR. CARTER: Yes.

MR. MATTINGLY: Yes.

MR. McCLEA: So then a date we could provide to calculate would be by September 5th.

MR. CARTER: We are bound by local ordinances and by State regulations through the Department of Property and Supplies in terms of the type of facilities we might use for the programs. So that you projecting the date would be optimistic on the outside in terms of those dates or times required for completion of those facilities.

MR. McCLEA: Your staff and your directors and leaders are projecting the date.

MR. CARTER: Yes and I'm saying to you that that is calculated though based on the amount of time required for normal processing of variances with the local zoning ordinances. That does not mean that those bodies will approve our variances.

MR. McCLEA: Ok, then at best it's an optimistic date.

MR. CARTER: Yes it is.

MR. McCLEA: It's very optimistic because you haven't had much success with new living residents coming in the Southeast Region as part of the program.

MR. CARTER: No sir, but at the same time I don't think our goals are to open up new programs, but to try and fit youth into the community in a secure way.

MR. McCLEA: Let me ask you this. The way I understand the program operated when they first started was that they took a look at all the kids that were in Camp Hill Prison and one of the questions they asked themselves is where do these kids come from. They found out that a large number of kids came from the Southeast Region, another large number of kids came from the Western Region. Then they put together what they called the model plan for each Region. Now each Region, as I understand it, the data you've given us, indicates one secure unit for twelve youths. And the part that baffles some of us is how can you indicate such a large portion of those juveniles that were at Camp Hill come from Philadelphia and from the Pittsburgh area, that they need the same number of secured units, secured facilities in that Region as they would from Tioga County?

MR. MATTINGLY: Just to clear that up a little bit. The fact of the matter is that almost all of the youngsters in

the Cornwell Heights security unit of Philadelphia. It's going to be the goal of our unit in the Philadelphia Region to make Cornwell Heights Security Unit superfluous, but the security beds are there, and so if we fail in reaching that goal it's a long range goal. The security bed are already in place.

It's the same thing with New Castle. New Castle handles primarily Allegheny County youths.

MR. McCLEA: In a little more perhaps realistic trend, do you see that if you open up a community residential center, or if you open up a security unit, do you really feel that the courts will not also be wanting to use the fifty beds they have available now at Cornwell Heights, or do you believe they'll have enough kids for both?

MR. CARTER: No I don't, and I think that bears out in the statistics of the number of commitments out of the Southeast Region to Cornwell Heights since August 15th. Currently in the last population statistics available there are only twenty-nine youths from our Region at Cornwell Heights. There are fifty beds there and I believe there are around fifty kids there. The remaining eleven youths would be coming to other Regions of the State, particularly the Northeast. So the Southeast has not reached their capacity in terms of the number of beds that are available.

MR. McCLEA: Let me ask you another question. The Western Region has terminated more contracts than any other, they start it and then they stop it. Could you explain some of that to the members, Three Rivers, Appalachian School, Allegheny Institute, Auto Union Mechanics.

MR. KAPPLER: The Union Auto Mechanics wasn't one of the Western Region contracts. The Three Rivers Youth contract was. It was an attempt on our part to prevent a female juvenile from being certified to the adult court. What we did is ask Three Rivers if they would design a specific highly specialized program for this female offender would they be able to handle her in the community setting. This was what we constructed the program around and this is the program that the Allegheny County Court accepted. The primary placement in there failed in that the young lady ran away, cashed several checks fraudulently and was immediately certified for the adult court.

We filled her bed with another female offender and that particular placement lasted about six weeks, and we could see at that point that it was deteriorating. What the Three Rivers Youth, Incorporated, purported to be able to do apparently was not successful and so we terminated that contract.

MR. McCLEA: I have an estimation of about ninety-

six kids, not counting the State-wide program, but about ninety-six kids you hope that when you have all these programs operating you will meet. That's again not counting the purchase of care program. However, I also know that you're only meeting about a quarter of that right now, so that you're estimating that you are operating on only about twenty-five percent of what you hope to be operating on right now, would that be accurate?

MR. KAPPLER: Yes in terms of overall program planning. We've only been dealing with a smaller portion than of course we anticipated. If I understand your question.

MR. McCLEA: I would indicate the same thing holds true about the Southeast Region, although you estimate the local programs will meet at least eighty some youths, you're only meeting now about twenty youths in Philadelphia.

MR. CARTER: I would like to clarify that issue, because we in the Southeast Region have gotten much criticism both from Dr. Miller and certain members of the Committee in terms of the number of resources and the amount of youths that we've handled. And I think the facts are out that the bad reporting that is in the public's ear now is not the case at all. In fact if the Committee would permit it I would like to read a statement in terms of what we have done in resource development.

MR. McCLEA: Do you have a copy of that?

MR. CARTER: Yes I do, and I have statistics on the number of juveniles that we are handling.

Before I begin I'd like to say though that I think there are two areas here that kind of clouds the statistics and the description of the amount of youths that we're dealing with. One is the fact that although I have a set of statistics here that deal with the actual cases that we are addressing at Camp Hill and are referred to us from the five courts in our Region, which amounts to a total case load of about eighty-five, forty-five youths who were at Camp Hill have been released from Camp Hill either with our assistance or at our direction in terms of identification of resources and/or in our plans, but not specifically committed to CCA by the court itself. So that there is work there in terms of forty-five kids that does not show up in our average statistics, and I think that differentiation should be made because then when you add forty-five youths who were at Camp Hill from the Southeast Region whose cases have been closed since August 15th, then there are thirty-one kids in placement now and fifty-four needing placement but somewhere in the process. And here I'd like to say that we are a planning agency. We do not have the force of law. We do not have the authority of the court. We must go

through approval first. We must go through developing for the youth a plan that he agrees with since he makes a commitment because we are retaining this individual in the community, so history will get involved. In addition to that we must make contact with that youth's family.

One of the questions this Committee asked earlier was in terms of what is this Commonwealth going to do at the termination of the Federal grant. Well our attitude has been not to burden the Commonwealth with the operation or development of unnecessary new programs, but rather to pursue existing resources within the community for which these youths qualify and should rightly be serviced by. And in that regard we have taken longer because we have dealt with more agencies in a process which is much more complicated. But I would like to say that we have indeed in Southeast developed sufficient resources and maintained our youths in the community in a safe and constructive way in terms of the involvement that we made programatically with those youths and in terms of what bears out in terms of the critical incidents that have occurred, of which we only had three youths involved and only one youth in contact with one law enforcement official, and in no instance have we had to adjudicate a delinquent.

We're talking about the Southeast, the kids who have

been identified as the most serious juvenile offenders in this Commonwealth. They are not the status offenders of the total population that was held at Camp Hill which tended to be from the rural counties, but the kids who had indeed committed serious offenses and had been exposed to the juvenile justice system and its agencies and contract agencies numerous of times. In fact our kids in the Southeast Region have had at least six to seven or eight contacts with the juvenile court itself and in those cases I am sure you will agree that there must be much more care taken and much more attention paid as to how they can put into a service program in a highly impacted population area.

If you'd like me to read the statement into the record I'll be happy to.

MR. McCLEA: Is it a statement of statistics?

MR. CARTER: One is a statement on statistics and one is a statement on the resources that we have developed for the youths.

MR. McCLEA: Could I ask you just a couple questions first. One is when you were planning in your Region how many juveniles you would presume you would be having referred to you from the court, how many did you estimate on a given month were going to be referred to you? Did you estimate you would

have one a month or ten a month?

MR. CARTER: To be very frank with you, we didn't get involved in projecting that we could anticipate from the courts quite frankly because we have no way of controlling or predicting such numbers.

MR. McCLEA: From the record at Camp Hill Institution we looked and saw how many the court was referring there.

MR. CARTER: Yes.

MR. McCLEA: Are you coming close to that?

MR. CARTER: Well, no, in fact we have less than the number that were previously committed to State Correctional Institutions.

MR. McCLEA: Can you tell me what that number is?

MR. CARTER: I can tell you the number of cases that have been referred to us from the Counties directly from the courts but I cannot tell you the rate at which those counties committed to Camp Hill. In Philadelphia we have three referrals that have been accepted in part of our population.

MR. McCLEA: In the course of six months?

MR. CARTER: No, that does not include referrals that were rejected. One of the serious confrontations that we have in terms of promulgating our program is the definition of

the population we are aiming to serve, and in our counties we have had to meet with and discuss the type of offender that we feel ought to be a part of this project, and in fact issue intake criteria to the court. And in that process there were kids inappropriately referred to us and as a result we did have to reject them.

MR. McCLEA: Do you feel in the opinion of looking now at what you're getting referred to you as though the court is referring to you as a viable option alternative?

MR. CARTER: As a matter of fact in our Region we have in a few instances enjoined with the court in splitting costs of particular placement for particularly problematic youths.

MR. McCLEA: Do you feel as though the courts are using your programs as you expected them to?

MR. CARTER: No question.

MR. McCLEA: Do you feel the same?

MR. GUZA: Yes.

MR. HOELTER: Yes.

MR. KAPPLER: Yes and no. Yes in some cases the referral is appropriate. No, sometimes they'll involve us with their minds already made up. In other words we have a use for this facility that you have kind of thing.

MR. McCLEA: Are they using you at the rate that you expected they would be using you?

MR. CARTER: Less.

MR. GUZA: Yes.

MR. HOELTER: I think in the Northeast they might be using us a little more.

MR. KAPPLER: Yes.

MR. McCLEA: Mr. Chairman, that concludes my questions.

CHAIRMAN RICHARDSON: The statement that you wanted to read, Mr. Carter, would you read that now.

MR. CARTER: Yes. This is in regard to resources within the Southeast Region which has been criticized in terms of not opening up new programs and it reads:

"The Southeast Regional Office is utilizing a wide variety of resources to create substantial, stable, and reliable community based alternative treatment services for the children from the five counties comprising this region. The resources are classified according to the following categories:

- I. Residential Placement
- II. Educational and Vocational Programs
- III. Mental Health and Counseling

- IV. Youth Advocate Program
- V. Proposal for a Structured Group Home
- VI. Proposal for a Secure Unit
- VII. Crisis Intervention

I. Residential: Information has been collected on approximately forty-five residential facilities that have a wide range of programs for young people. These agencies concern themselves with deprived and neglected children, adjudicated delinquents and children whose parents seek professional assistance. The traditional and established agencies providing for children in the area such as Family Services of Philadelphia, Children's Services Inc., Council of Voluntary Child Care Agencies, The Group Home Association and individual agencies have been contacted and visited. Presently, the region is utilizing The House of Umoia, Northern Home for Children, Southern Home for Children, Youth Services, Inc., Walton Village, Viking House and shortly Gaudenzia. The program provided by the agency is matched, as far as possible, with the needs of the child. Because there is a wide variety of structure and design to these residential agencies, the per diem cost varies. CCA has written contracts with the above mentioned agencies and the per diem costs are as follows:

Capacity Six 1. House of Umoja (Cost Reimbursement Contract)
\$40.00

No. of beds not designated in contract	2. Southern Home for Children	\$40.00
	3. Northern Home for Children	\$23.97
	4. Walton Village	\$19.92
	5. Youth Services, Inc.	\$40.00
	6. Viking House	\$51.00
	7. Gaudenzia	\$21.00

Eleven youths are residing at home with their parents with many built in supports to assist them in a successful reintegration into the community. One Foster Parent is being utilized and a new living program designated residential advocacy is being planned under contract to Tressler Lutheran Services.

II. Educational and Vocational - Contact has been made with the programs offered by the School District of Philadelphia, Division of School Extension. G.E.D. classes, free of charge, are available day and evening at various locations. Also, the classes available through the Adult Basic Education program are considered for older youth. Application has been made to the Franklin Learning Center for some youth, a special school administered by the School District for high school drop outs. Private institutions such as Penn Center Academy, The College Skills Center and De La Salle in Town have been investigated. G.E.D. preparation and tutoring have

been provided by O.I.C.

Career educational classes conducted in vocational and technical schools especially at the John F. Kennedy Area Vocational-Technical School are available to our youth. Application has also been made to the CETA program which funds technical training in a variety of areas and pays a stipend to trainees. CCA has also been in contact with Goodwill Industries, The Work Adjustment Center, and O.I.C. to make available to our youth every option possible in vocational training. The Urban Coalition training program and the Urban League Child Advocacy Project are available to CCA. We have just recently obtained information published by the U.S. Department of Labor on Apprenticeships available in the five county area. The National Association of Businessmen, the Special Services Unit of Juvenile Probation, the ex-offenders unit of the Bureau of Employment Security and private industry have been contacted to obtain jobs for youth.

III. The Marriage Council, Inc., of the University of Pennsylvania, School of Medicine, Division of Family Study, Psychiatry Department, has been engaged to provide an assessment and recommended plan of treatment for every child assigned to CCA. Counseling for children has been pursued through agencies such as the Philadelphia Child Guidance Clinic and

the Base Service Units available through Community Mental Health and Mental Retardation Centers. Private residential psychiatric facilities deemed necessary for some children, have been investigated such as Horsham Hospital and Eastern Penn Psychiatric Institute. For all children who qualify, medical assistance cards are obtained. BVR is also utilized.

IV. A contract has been negotiated with Philadelphia O.I.C. to organize and operate a program that will match interested and resourceful adults (the Advocates) with teenagers (the Clients) in a non-authoritarian relationship of support and assistance. The O.I.C. Youth Advocate Program presently is providing advocates for twelve boys. In Chester County, Project Together Inc. is providing this service to four boys. In Delaware County Youth Advocates Inc. located in Media is servicing CCA. Negotiations are presently being conducted to utilize Today, Inc. to provide advocates for Bucks County youth.

V. A Structured Group Home: A proposal has been submitted by Father Robert Brown, Director of Some Other Place, a group home for deprived children, to the Fairmount Park Commission to lease a property known as the Monastery, CCA is co-sponsoring the proposal to utilize this seventeen room unoccupied facility for a structured group home for twelve boys.

The lease price is one dollar a year. Several foundations have been approached to acquire funds necessary for extensive renovations.

VI. North City Congress: CCA has engaged North City Congress to locate an adequate facility to be utilized as a self-contained community based secure facility for the housing in treatment of delinquent youth.

VII. Crisis Intervention Team: A unique and important contract is about to be finalized with the Southwest Community Enrichment Center to provide CCA with a Crisis Intervention Team. The team will do initial interviews of all clients returning to the community, and provide assistance to both the child and the agency in the event of a crisis in placement. In addition, they will track youth who have left placement with the apparent intention of not returning."

And in fact that contract, although it is not in force, the service has been available to us for several months now. It's just a matter of the contracting process not entirely being finalized. And in fact that team has provided us with relief in terms of juveniles placed.

CHAIRMAN RICHARDSON: Mr. Carter, perhaps maybe you could clarify some questions I raised earlier. One was relative to the O.I.C. advocacy program and what it's doing at this

present time, and how much money is being given to O.I.C. to run that program.

MR. CARTER: Yes. , Originally I believe O.I.C.'s contract called for the letting of \$20,000 as start-up funds. Start-up funds of course involved hiring of the initial staff in addition to identifying appropriate drop-in centers, acquiring them, etcetera, providing equipment necessary to operate that program. Beyond the initial start-up plan we are now on the cost reimbursement so that the funds left are based on the number of youths that they serve.

CHAIRMAN RICHARDSON: What do they do?

MR. CARTER: That program in essence is utilized in our Region as a non-authoritarian model for the youths, such that there is one person who is connected with the youths who does not have necessarily programatic responsibility to them, but spends time with them when he is not engaged in the other programs that we have him engaged in, be it the placement agency they were placed at, be it at his own home. The week end hours and evening hours, when he is not actively engaged in a program, he is available for youth who need support, particularly the youth coming out of institutions and having to negotiate a new relationship with their communities. And in that effort or that vein we asked O.I.C. to develop

an O.I.C. program for adults who spend seven and a half to thirty hours a week with a project youth in developing cultural and leisure time activities that are constructive and community based.

The idea here is that youth need to be exposed to existing community resources, be they cultural or recreational, such that we are assisting in his connection with those resources such that at the point at which we recommend to the court that these youths be released from custody of the court, that we are reasonably certain the youth has been exposed, and engaged in fact, in community resources that revolved around use of his leisure time and developed an understanding of culture in the community.

CHAIRMAN RICHARDSON: Could you tell us about how much the average advocate makes with your agency?

MR. CARTER: Yes. First of all there is an administrative staff. There's a director, there's a trainer, I believe there's a supervisor. I believe there's one clerical person and the remainder are advocates. Some of those are paid and some are volunteers. Here our program was never intended in terms of the advocate to compensate the advocate as a full time employe. Although I believe they have taken a different posture after operating the program for several

months and have employed a couple of full time advocates. But at any rate the advocacy program is directed towards the advocate not being a full time employe, because then we felt that that person would then begin to assume the role of probation officer, being that he would be dependent on the program for his full salary.

The majority of the advocates are receiving four dollars an hour, those who are paid. There are volunteer advocates who are not being paid.

Who are we using as advocates? One of the reasons why we were directed to contract with the O.I.C. organization was that the organization itself is involved in the training of the under-employed and unemployed in the community. The program that O.I.C. operates in terms of training does not pay a salary to its trainees, so we might automatically assume that people are highly motivated that are taking part in the program. And there we felt that we could make a natural articulation with people who are actively engaged in a community resource, at least for training and employment with youths who indeed needed such training and employment, and being that the training comes from the neighborhood the youth comes from we hoped that we could mitigate against the obvious problem of advocates living far away from the community.

That has not worked exactly the way we wanted it to work. However, instead of using a vast majority of O.I.C. trainees, college students from local colleges have come forth and are engaged both as paid advocates and volunteer advocates.

CHAIRMAN RICHARDSON: How many advocates do you have on hand?

MR. CARTER: I could not give you that figure.

CHAIRMAN RICHARDSON: Who can?

MR. CARTER: The Director of the Program is Eugene Frazer (phonetic). I believe it is between two and six thousand. That number does vary because we refer our youths in terms of the particular use of their plan through the use of the O.I.C. program for an appropriate match with an advocate and of course at certain periods of time the advocates are in the process of engaging youth and at other times they are in fact engaged in services.

CHAIRMAN RICHARDSON: How many youths are there would you say?

MR. CARTER: I believe the latest figure we have is that twelve youths are engaged in that program.

CHAIRMAN RICHARDSON: Twelve in O.I.C.?

MR. CARTER: Yes. I believe there are four in Chester County, three or four in Delaware County and about the

same number in Bucks County.

CHAIRMAN RICHARDSON: Can you get from this Eugene Frazer the number of advocates he has working with these twenty-three youths in total?

MR. CARTER: Sure.

CHAIRMAN RICHARDSON: In this paper that was submitted to us it indicates that there's roughly \$80,000 of cost for a contract awarded for a community advocate program. Is that figure incorrect?

MR. CARTER: That is incorrect. I think that is a projected figure based on what we had hoped to be the per diem or per kid cost over a year giving that we anticipate a fifty child capacity in a program.

CHAIRMAN RICHARDSON: I would then say that the total amount of spending, including a state-wide project of \$301,000 per unit, then that would be incorrect, is that correct? They have projected \$301,000 for cost of contract awarded to the Southeast Region at that time. How much money then is allocated for growth time?

MR. CARTER: There are projections in terms of available space based on the environment of children, but to my knowledge there is no specific allocation in my Region.

CHAIRMAN RICHARDSON: In other words what you are

saying is that the money is really based upon need.

MR. CARTER: It's based upon the need and the number of youths.

CHAIRMAN RICHARDSON: Western Region.

MR. KAPPLER: Yes.

CHAIRMAN RICHARDSON: Would you indicate to me what your out-reach program is and what it does?

MR. KAPPLER: The Out-Reach program, if you think in conjunction with the Y-CAP program, they're one and the same. We called it Out-Reach at first because that was the name we had decided on, then decided to bring it into compliance with the rest of the Regions in terms of calling it the Y-CAP program.

At this point the outside line on that program is \$65,000, if we utilize it to capacity till the end of the contract year. To date we have spent \$28,000. There are fifteen kids enrolled in Y-CAP's, however, not all of them are living at homes. Some of them have no homes to go to and for that reason are living at the various YMCA's in the Pittsburgh area. So the figure that you see there includes some room and board for about seven individuals.

CHAIRMAN RICHARDSON: Is the cost here of \$65,000 correct?

MR. KAPPLER: That would be the cost of the program if we utilized it at capacity until the end of the contract year, yes.

CHAIRMAN RICHARDSON: To what capacity, thirty?

MR. KAPPLER: That was the original contract and we reduced that to fifteen at this point and reduced the scope of the program to only Allegheny County. When we first started out we were thinking of having thirty youths in the program and this was a projected need for the Western Region. We found that certain courts did not feel that this type of program was an appropriate alternative, and so at that point rather than keep the money tied up in that contract we reduced the contract to \$65,000 based on fifteen kids in the program.

CHAIRMAN RICHARDSON: Based on fifteen and not thirty?

MR. KAPPLER: Yes.

CHAIRMAN RICHARDSON: In your particular Region it has also been indicated, as was explained earlier, that your particular Region has also been slowly moving kids. Is there any particular reason for that?

MR. KAPPLER: Well, in terms of moving youngsters out of Camp Hill, the majority of our youngsters in Camp Hill come from Allegheny County and in terms of just pure processing

time with Allegheny County, it is sometimes lengthy.

CHAIRMAN RICHARDSON: Would you say you have a problem with the Judges in that county?

MR. KAPPLER: I would say yes. The Judges in that county are not overly friendly to the program. However, recently they have become more cooperative than when the program was first initiated.

CHAIRMAN RICHARDSON: Is that due to some understanding on the Judges part or is it due to an implementation on your part with contact with them?

MR. KAPPLER: I think what it's due to is they took a couple chances with some kids and it proved to be successful, and I think that's what has brought them around. Also the establishment of our secure unit brought them around. The first child in the security unit was from Allegheny County.

There is a basic difference in philosophy in terms of a child's time in a secure unit, you know, a child coming from a secure unit should go to another secure unit is basically their approach. The only alternative to a prison or secure unit is another secure unit and getting over this hump of making them see that the program we have established in the West as a process has just begun to take effect. In other words you don't lock a child up for eighteen months, you lock

him up until he's stabilized and then find a less structured type of facility and this has been our approach.

CHAIRMAN RICHARDSON: Can you also give me, and I want to get this from every Region, who does your assessment programming?

MR. KAPPLER: Our assessment programming is done by The Center For The Treatment of Assessment of Youths. It's a private corporation. It is a local assessment team. The team travels to twenty-three counties of the Western Region, does the psychological workup and has it back on my desk within two weeks.

CHAIRMAN RICHARDSON: How many pages is it usually?

MR. KAPPLER: It ranges from three to five, depending on the number of tests, severity of problem. It's also accompanied by a standardized form which indicates the child's history, prior placements. If there were any prior psychological or psychiatric interviews these are taken care of and evaluated and incorporated in the body of the report.

CHAIRMAN RICHARDSON: What is the charge per three to five pages?

MR. KAPPLER: It would vary in terms of the assessment. The basic charge for the evaluation is \$120. There are some overhead costs in terms of they have an office and

a typist and a copying machine. They also supply travel if the distance is over twenty-five miles from Pittsburgh. So there are various costs involved in that.

CHAIRMAN RICHARDSON: Is this cost of \$40,000 correct?

MR. KAPPLER: That would be \$40,000 based on twelve youths per month for twelve months.

CHAIRMAN RICHARDSON: Twelve youths per month.

MR. KAPPLER: For twelve months.

CHAIRMAN RICHARDSON: So it's one hundred forty-four.

MR. KAPPLER: Right.

CHAIRMAN RICHARDSON: Have they done that many?

MR. KAPPLER: We have now around eighty-nine that they have concluded.

CHAIRMAN RICHARDSON: So the figure here isn't the exact amount.

MR. KAPPLER: No.

CHAIRMAN RICHARDSON: How much does your Region get?

MR. KAPPLER: In terms of dollars?

CHAIRMAN RICHARDSON: In terms of dollar allocations, yes.

MR. KAPPLER: I figured it out when the program

first started. It was supposed to be roughly \$137,000 in start-up cost, plus \$835,000 for program services, but these allocations were never actually broken out of the Central Office, so it was determined on a by need basis. In other words at first I figured the amount of dollars and then I realized that we were not going to be bound by that, so what happened is it went on a need basis. As I presented the proposals to Harrisburg it was funded until we reached our goal for establishing those different facilities.

CHAIRMAN RICHARDSON: Who did that program in that County?

MR. KAPPLER: The assessment team?

CHAIRMAN RICHARDSON: Yes.

MR. KAPPLER: It's headed by David Hagen, he's the Chief Director.

CHAIRMAN RICHARDSON: You have Harmony House, Circle C, Home for Crippled Children, Abuerle Home for Children and those three opening dates are unknown but you have a variance in terms of capacity. At this point are you saying those programs are not working?

MR. KAPPLER: Those are long established programs that have been in the Pittsburgh area for years. Auberle was established around 1900. Auberle House for Boys is a residential

boarding school type of program. We have one child in there. Their capacity is sixty but it varies on commitment rates.

The Circle C Group Home, there are four of them in the Pittsburgh area. They take delinquent youths who are on suspended commitments to Youth Development Centers after Camp Hill and they are extremely selective in their placements, but also very good. We have one youth placed with them. This particular instance is one where the court is absorbing the per diem cost and we are paying for the psychotherapy.

In terms of Harmony House, one female offender from the court is placed there and we are paying the per diem.

Was there another one you mentioned?

CHAIRMAN RICHARDSON: The other one was Auberle Home.

MR. KAPPLER: Auberle was established in 1900. But they are not programs that we established, they are programs that we have bought and we have paid the standard rate, the going rate.

CHAIRMAN RICHARDSON: Who could tell me who is responsible for hiring of all the assessment persons in each Region?

MR. MATTINGLY: The process is that, and we have a provision payment that we presented to LEAA in this regard.

The process of letting all contracts, including assessments, is that the Central Office makes the general requirement available to the Regions. The Regional Office then in turn makes any additions or changes to specify the particular needs of that community and then seeks in that community for the appropriate professional resource for assessment, and at the point that the Regional Office has a recommendation then the contract is decided upon at the Central Headquarters.

CHAIRMAN RICHARDSON: What if your Region or your court liaison person doesn't agree with the Marriage Council or the agency in the Western Region, what if they don't agree with the findings of the particular confidential report, then what happens?

MR. KAPPLER: What we would do is we would probably check this out with as many courts as we could to get a consensus. If the court liaison person was in direct opposition to what the Marriage Council Assistant indicated, we would have several other sources to check out the viability of that report. One would be our own staff at SCI. They are the Camp Hill staff who are working in that institution. Secondly we would have counselors themselves who are Commonwealth employes at the prison to get their impression of the youth. We would also have the home probation officer. Any other

resources or placements which the child had been in before is what we would utilize. And at that point if we had two completely divergent professional expert opinions we would probably go to a mutual third party for attesting.

CHAIRMAN RICHARDSON: The reason I raised that question specifically is because a lot of times we see that doctors, you know, physicians or psychiatrists who are dealing in that manner have a different concept than those that deal with the position or way that they're coming from, and it seems to me that not necessarily having the street know-how and the street knowledge of where a youngster is coming from, should meet him one time and get an opinion and formulate an opinion before making a decision. It seems to me that it is very different from the kinds of approaches and inputs of actual contact that you might have with the young people yourself indicating a different side of them.

Psychologically young kids who are tested in school where we find doctors usually find that they're over-active, they're acting out and perhaps they may be hypertensive and it relates that perhaps x, y, z is best for them. And I'm just wondering, when those things do occur how we begin to deal with that, because it would seem to me that you're going to run into those kinds of problems and it's good to have a

theory, but I'm thinking that the theory of running them without actual practice and being involved with the youngsters they really can't make a decision. Does anyone want to respond to that?

MR. GUZA: I can respond to part of it. When the Marriage Council of Philadelphia was originally involved in testing in Camp Hill they had resource people available to the clinicians to consult with them on individual cases in terms of the kinds of things they might consider as far as recommending a resource plan. They were operating on the basis that a lot of clinicians involved hadn't had broad experience in terms of using a lot of diverse alternative programs for kids and so they had that kind of input from project staff at Camp Hill.

MR. MATTINGLY: It has in fact happened that our staff and the staff who do the youngsters at Camp Hill had a different sort of opinion of the youngsters and the psychiatrists and psychologists went kind of both ways, so sometimes the youngster's record did not appear to be such that a lot of structure was required when he was released, but the folks who knew him on the block, our staff out there at Camp Hill, Harvey Lowell, can talk about that later, really felt very strongly that he needed more structure than the Marriage

Council staff report was recommending. It also happens quite the other way. So the only way you can deal with that kind of thing is to have that personal knowledge of the youngster to back up any sort of professional expertise you bring in. I think each is blind without the other.

MR. CARTER: We have a particular concern about that not only in terms of conflict but in terms of what our staff saw on the Regional level and the Camp Hill Project staff saw of the youth having to be placed in an institution, but also the court record of the youth in terms of his behavior in the community, and what it is that we could best determine was available in terms of resources required for the youth in identifying specific problems. The problems seemed to generally be centered around clinicians and representatives types of facilities for placement, which clinicians generally don't have a good handle on in terms of availability or changes in various programs in placement kinds of facilities that we put youths in, such that we arranged a meeting and discussed what in adult correction is generally used in terms of how it is that you approach adult offenders in a community rather than speaking in terms of specific facilities which in the case of adults aren't readily available as they are for juveniles.

Speaking of supervision, the amount of supervision

that is required given the full range and understanding of the youths problems after they are articulated to the community, such that we are aware how much supervision to put on that youth.

To kind of respond to a statement you made earlier about the assumption that youth in the community are in lax plans, perhaps I may state to you that in fact we have had more people accountable and available to youth in a community than ever would be available at correctional institutions. Having personal knowledge of how institutions operate, and particularly the Camp Hill Institution, the physical facilities serve as the security in that institution and it is not individual supervision provided by any human beings. In the community we provide the security by having responsible adult individuals supervising each one of our youths. And to that regard we involve not only the placement agency, but advocates, our crisis team and our own workers, in addition to the facility itself having its own workers attached to it. So that in cases where there are conflicts in the assessment of youths we have worked with our assessment team to recommend to us the amount of supervision required as opposed to recommending a specific plan of supervision, other than those problems for which the clinicians have specifically identified a program or the

surgery that is required for that youth given a mental health problem.

CHAIRMAN RICHARDSON: Thank you. Before I move on, this is just a reminder that before the members leave that since part of this discussion has taken this line I have a couple motions to make. One is a motion to subpoena the juvenile records at the State Correctional Institution at Camp Hill

In order that we may gain a clearer picture of the treatment of juveniles within the State Correctional Institution at Camp Hill, I hereby make the following motion:

"For the months of September and December of 1974, and March, June and September, 1975, the following records or copies thereof be made available to this Sub-Committee on Corrections by April 19, 1976:

1. The unit (or block logs) from all juvenile wards including the Master Behavioral Log, Behavioral Adjustment Unit.

2. All Misconduct Reports (JBC-141) made on juveniles during these time periods, including action taken on the misconduct.

3. All Reports of Extraordinary Occurrences (from JBC-121).

4. Copies of all Vote Sheets (JBC-46A).
5. Copies of all Master Quarters Cards.
6. Copies of all records pertaining to juveniles taken to court for actions which occurred while they were incarcerated at Camp Hill.

Furthermore, the names of juveniles shall be deleted or any other identification information in any of these records."

I'd like to know if I can have a second on the motion.

REPRESENTATIVE WAGNER: Seconded.

CHAIRMAN RICHARDSON: It is my understanding that in view of the proxy vote that I do have some proxies here.

I will call the roll. Representative Wagner.

REPRESENTATIVE WAGNER: Yes.

CHAIRMAN RICHARDSON: Representative Fisher. Yes by proxy vote.

Representative Rhodes. By proxy vote, yes.

Representative Hammock. By proxy vote, yes.

Representative Scirica. By proxy vote, yes.

And I Representative Richardson vote aye.

The vote is six to zero. I will appoint Sam McClea to administer the subpoenas to the Camp Hill Institution to

see that we receive the necessary information by April 19th.

REPRESENTATIVE WAGNER: Mr. Chairman, may I also request not in the form of a subpoena, but you secure from the Corporation Bureau copies of the articles of incorporation for all the corporations listed there, or if they are not incorporated then they have to be filed under fictitious names and I'd like to see who the interested parties are.

CHAIRMAN RICHARDSON: What is that information for?

REPRESENTATIVE WAGNER: I'd like to see who the incorporateds are and who the Board of Directors are.

CHAIRMAN RICHARDSON: Do you have that information?

MR. MATTINGLY: We can get all of it. We have a great deal of it already. We wouldn't have the articles of incorporation but we would have the Board members and we could very easily get the articles of incorporation.

REPRESENTATIVE WAGNER: I can get it but it costs five dollars per and there's a great deal of organizations there.

MR. MATTINGLY: We can get it.

REPRESENTATIVE WAGNER: Fine.

CHAIRMAN RICHARDSON: I have one other line of questioning for the Regional Coordinators. Could you tell us whether or not you feel that your Region is funded to the

capacity that is necessary in order to operate your programs? It sounds from the statements that have come to me that you're not allocated any specific amount of money and I wondered whether the loan procedure had turned you down on any particular project.

MR. KAPPLER: To date I have not been turned down on any project that I've submitted to the Harrisburg Office. There is a problem, of course, in securing the recourses due to zoning laws, due to the disinterest of existing agencies and providing services to the type of youths that we are attempting to deal with. So I can say in terms of money, I have not felt that insufficient funds have been available to me.

MR. HOELTER: Northeast feels the same way. Absolutely no problems at all in terms of funding.

CHAIRMAN RICHARDSON: The money is just pouring in?

MR. HOELTER: No, I didn't say that. I said that we're able to deal with the amount of money that we asked for.

CHAIRMAN RICHARDSON: Is there a need for more? I'm trying to get you to answer specifically to whether or not there is a need for more or whether the amount that has been allocated is sufficient enough, and whether or not \$3.5 million is enough to run your programs.

MR. HOELTER: In the Northeast Region the amounts given us has been sufficient to run our programs.

MR. GUZA: In the Central Region the amount of money that is available has been adequate to provide basic programs that were needed.

CHAIRMAN RICHARDSON: Is there a need for any other money that you did not get?

MR. GUZA: No. Since I've been there there's been no request for funding of programs that have been denied, but none have been asked for during that same period.

MR. CARTER: I have a mixed answer to that question and part of it stems from the reality that the project has had a cash flow problem. And as you read in our statement, we have been dealing with existing agencies and of course those agencies in terms of child welfare have traditionally experienced cash flow problems in terms of not having available the cash to meet payrolls and buy necessary equipment to provide for the care and maintenance of youth. And in our case I think because we are a new organization and have not worked out all the bugs that in fact we have had some difficulty in that area. Although I must hasten to add that we have not been turned down for the specific proposals that have had available sites. But at the same time it would be less than honest to say to you that we

have been shrouded in our Region with the rumor that we don't have sufficient money to run the programs for our youth. Now that is a rumor and there's nothing hardly that we can do in terms of approaching that rumor. I think it runs on the heels of a lot of Federal programs come in and shut down and as a result have caused this rumor. This has made it difficult for us to convince the agency that we dealt with to accept our contract and accept our youth.

CHAIRMAN RICHARDSON: Mr. Mattingly, is there a reason why that should happen?

MR. MATTINGLY: Yes. The cash flow, I think Herb Gordon mentioned it, is a continuing problem that we are faced with. It's getting the money that we have under contract from the Welfare Department primarily, and it also happened with the LEAA funds because they have to come through Welfare. The process is very lengthy and that's the reason why we broke the Project out of the Welfare Department itself, because we didn't want to have to write a contract for every vendor through Welfare. For example, the Welfare contract which was dated June one only turned up money for us sometime in late July. The Federal funds which were granted on an award dated September five only came into our hands in late December.

Also we have to send in invoices to the Welfare Department and at times those invoices are cut back simply because of their own needs over there and their own cash flow problem, so we have to submit another one. It's an ongoing problem, that is, getting the money in your hands when you need it.

CHAIRMAN RICHARDSON: But you're saying there's money on hand but it's just that you can't get to it when you want it.

MR. MATTINGLY: The contract we have is sufficient for us at the moment, yes.

CHAIRMAN RICHARDSON: All right. Now, moving right along, I would like to ask whether or not there are any other questions of the Committee members.

Representative Wagner.

REPRESENTATIVE WAGNER: No, I don't have any questions but I do have a comment. Please don't misconstrue any line of questioning I or any of the other members have. We're not here to give you a formed blank question so you can give us a formed blank answer. There's a lot of controversy and we have to ask questions which don't necessarily reflect some of the ways we do things but it does reflect some of the ways others are thinking.

CHAIRMAN RICHARDSON: One final question. Can you tell us where your secure facilities rest? Which one is operating now? Let's start with the Northeast. What is happening there?

MR. HOELTER: In terms of a program or in terms of community involvement?

CHAIRMAN RICHARDSON: In terms of a program.

MR. HOELTER: The program itself right now has ten residents and it's a twelve bed capacity. As per the agreement, ninety percent of those kids are from the Northeast Region. The program there is very heavy in the counseling and it's also a very short term treatment program. We're not there to incarcerate people for a long period of time, but rather to help them either readjust out of Camp Hill or to give them a short time to cool off if they have done something, and to get some basic treatment and then move back out on the street. We've had no run-aways at all in term security since, I think it was December first. We've had no resentment at all from the courts in terms of using that secure facility and the major courts in our Region are using that facility.

CHAIRMAN RICHARDSON: What about the Central Region in relationship to this Harrisburg Halfway House Group Home that you were having a problem with here?

MR. GUZA: There are two facilities in Harrisburg. One is a structured group home and the other is a secured program. We're very anxious for it to get off the ground and open a facility because we've got several kids who we'd like to put in that program as soon as it opens.

CHAIRMAN RICHARDSON: Ok. Gentlemen, I thank you very much for taking the time today to come before this Committee.

We feel that it's important, as Representative Wagner said, to bring out the facts and make them very clear to the public because of certain situations that are going on, which I'm sure you are aware of, and I think that in order to make sure that this does not turn into a kind of witch-hunt or kind of charade, we want to be sure that we're spending these tax dollars in a justified manner and that it's not just wasteful spending.

Thank you very much.

At this time we'll take a five minute recess.

(Whereupon a brief recess was taken.)

CHAIRMAN RICHARDSON: The time of the recess having expired the hearing will come back to order. At this time we will have Mr. Ron Heinlen, Former Director of the Resource Development of the Central Region of Center for Community

Alternatives.

Mr. Heinlen, will you state your name and position for the record, please.

MR. HEINLEN: My name is Ronald Heinlen. I was employed by Center for Community Alternatives as a Resource Development Specialist and a Case Management Supervisor.

I'd like to read a statement and before I read the statement I'd like to say that I resigned from CCA in January and if all the things that I have heard today are accurate, things have change a lot since I left.

Another point I'd like to make is that I don't believe the intent of the original LEAA proposal was to use existing resources. It has always been my impression that that grant was written to develop new resources and that in fact if we are contracting with existing resources it seems to me to defeat the purpose because you're going to be placing kids into the same system that you're trying to change. I just really don't understand that. The other thing you're doing is you are taking spots that should be available to the Welfare Department that they have figured on.

Now I'd like to read my statement. "I worked with the Center for Community Alternatives for six months and I resigned from there out of total professional and personal

frustration. I've been away from the Project now for several months and I feel I have a fairly realistic perspective on what is happening and I'd like to mention two points.

In light of the fifty to eighty percent recidivism rate on the adolescents coming out of Camp Hill and the large institutions under the old way of handling juvenile offenders, it's evident that this plan was a failure and that a change in treatment modality is necessary.

The second one is that I feel the best way to doom a new program is to implement it before it's ready to handle kids, and in my opinion the whole thing came off the drawing board too soon.

I feel that there was a great naivete on the part of the planners and the organizers. By this I mean that it is only logical to have facilities ready for operation before you cut off admissions. Therefore I feel that the August 15th cut-off date is both unrealistic and harmful.

You just can't develop a whole range of services state-wide in a month and a half. You need to check local zoning ordinances. You need to talk to people in the neighborhoods to educate them. You need to reduce the fear of the unknown. You need to work with the Department of Labor and Industry, the Department of Education, the Department of

Welfare and the Department of Health. You need to meet their standards and regulations and to obtain licenses for occupancy and programmatic approval. This process can take up to a year, sometimes longer. I don't personally understand why the planners didn't anticipate this.

The result of this unrealistic cut-off date has led to moneys that were designated in a grant from the Education Department being appropriated to the securing of YDC's at New Castle and Cornwell Heights, in a hurry-up attempt to handle the influx of juveniles into the Project after August 15th.

Also, the LEAA grant application estimated that each of the four Regional secure units would cost \$180,000 to operate the first year, when in fact costs are going to run between \$200,000 and \$350,000 the first year. This has the effect then of doing away with necessary services because of a lack of funds. You can't spend all your money in secure units.

In order for the Camp Hill Project to succeed it has to have a variety of services available. The wider the range the better. You must have a secure unit, but also in my opinion more important you must have a highly structured group home, traditional group home, foster homes, day programs,

vocational programs, psychiatric programs. These programs are greatly reduced and some are non-existent because of the hurry-up atmosphere under which the Project started.

It is only logical to me that the greater the range and variety of services available to the juvenile offenders, the more chance you have of finding the services that will meet the needs of these individuals, and that's what community based treatment is all about.

It is also my opinion that we could have drawn much more in the way of experience from the State of Massachusetts, which has had a community based program for juvenile offenders operating for five years now. None of the treatment models were brought down to Pennsylvania. The Camp Hill Project is ahead of time. They should have had information of successful programs and facilities as it related to such things as staffing patterns, physical descriptions of facilities, educational models and program descriptions, and that way cost estimates might have been more realistic.

Another lesson that has been learned from the Massachusetts experience is that not all juvenile offenders are appropriate for community based programs. They have found that there's a group of ten to twenty percent of the kids, which for lack of a better term I'll refer to as hard core,

which do not make it in community based programs. I don't believe you can start new programs with kids that have been through every institution in the system.

The hard cord offender of community based systems in some cases feels they have beaten the system again and it teaches them nothing positive.

Before I entertain some questions I'd like to make a few suggestions as to how I feel some of the problems can be resolved.

Number one, I would suggest the reopening of Camp Hill for the intake of the hard core juvenile offenders only until such time as alternate solutions are in place.

Second, I would stop all new hard core programs for the Center for Community Alternatives until such time as new program, services and facilities are ready to bear the traffic.

Number three, all juveniles currently within the jurisdiction of the Center for Community Alternatives should remain in their jurisdiction.

Number four, I think we ought to covert the YDC's at Cornwell Heights and New Castle back to their original use.

Number five, there's a crying need for the establishment of several facilities to deal with the problems of the

emotionally disturbed offenders as well as the mentally retarded offenders. Too many of these kids are currently pulled into the cracks of the bureaucracy.

Number six, the wall of mistrust that exists between the Department of Public Welfare and the Center for Community Alternatives must be toppled through the initiation of a systematic and cooperative communication. Both of these organizations are working towards the same goal, to divert the juveniles from the criminal justice system and they must work together to reach that end.

Finally, I want to go on record as supporting one hundred percent the concept of community based treatment centers. The Center for Community Alternatives through its grant from the Federal Law Enforcement Assistance Agency has given the State of Pennsylvania a rare and golden opportunity to break important ground in the field of juvenile corrections. It would be a shame to blow that chance because it was implemented too hastily. Thank you.

CHAIRMAN RICHARDSON: Thank you very much, Mr. Heinlen.

I'd like to start the questioning from my right and ask Mr. Carl Purnell if he has any questions.

MR. PURNELL: Yes.

BY MR. PURNELL:

Q Mr. Heinlen, that's a very interesting series of proposals you made, and as you're aware there's a large segment of people in Pennsylvania who would like to reopen Camp Hill. Aren't you a little bit worried that you might be creating a Pandora's box if you open that institution again?

A All I'm saying is that we've heard today that the secure units are in place, and rather than place them inappropriately in the community where they can't be handled, I would think it would be to our benefit -- and I hate to say put them back in Camp Hill because I know what it looks like over there -- but I think that would be a better move than placing them in a program.

Q How are you going to determine who is hard core and who isn't?

A That's a matter of definition. In my mind hard core, well, there's a few categories that this comes under. Number one, kids who have a pattern of assaults against people in different ways, crimes against people. It's not the person who has committed one offense like one armed robbery. It's the person who may have a long series of these things.

The other category is kids who have been through eight or nine institutions already and probably will not take

advantage of what is available to them in a community based program. That's just my definition of hard core.

Q Mr. Heinlen, do you think that the record so far, and we saw earlier today that there were fifty-one critical incidents among CCA kids. Do you think that that's too high? That gives you around thirty percent. Would you say that on the basis of fifty-one critical incidents that the Camp Hill Project has not been successful?

A No. I think that's a good record. I think that's a commendable record.

Q I think that hasn't come out today. I think you mentioned that the institution recidivism rate in Pennsylvania is down around seventy or eighty percent and if the Camp Hill Project is getting thirty percent they've done pretty well.

A I would agree.

Q Then why would you want to go back at this point and open Camp Hill if they can be successful?

A What about those kids in the YDC's. I'm not sure they're getting the clinic treatment they should be getting there. I'm saying if we would have held off implementation of the Project until such time as people in the neighborhoods could have been talked to, until those youths could have been placed. Now you've got a situation where you're continually

groping for resources that just don't exist. What happens then is you tend to place a kid according to what's available rather than what he needs.

Q Well you heard testimony today from a number of officials from CCA saying that in fact they have basically had as much money as they needed. Do you agree with that?

A Again, I say if that's true things have greatly changed since I resigned. That was one of my biggest problems, getting the money for programs.

Let me illuminate on that a little bit. I was hired in July as a Resource Development Specialist for the Center. One month later I had developed a range of alternatives. I remember one day after having gotten the proposals to run those particular facilities of trying to come up with a cost estimate. I was already a million dollars over the budget for the Central Region for the first year.

CHAIRMAN RICHARDSON: Are you saying that there is a budget for each one of these regions?

MR. HEINLEN: At the time I was there I was told that I had x amount of dollars to handle the first year of operation.

BY MR. PURNELL:

Q So you're saying you needed a million dollars more

than what was available?

A That's right. And I was told to go out and get those resources, that it was more important to have the resources available, and I agree with that, than to stay within the budget. So I went out and I proceeded to talk to people, some people quit their jobs. We had a lot of people out there interested in running programs. I would say it was around October that I was told there was no more money and that in fact I couldn't develop those resources that I felt were necessary to handle the job properly. That left me with one group home in the Central Region, and it left me with money to develop a secure unit, money to develop a highly structured facility, money for a CAP program and I didn't feel that that was sufficient. I still don't feel that was sufficient.

Q Thank you.

CHAIRMAN RICHARDSON: Sam McClea.

BY MR. McCLEA:

Q Just to follow a little bit more on that. You said you had money to develop it. Was there money then to pay for the operational costs of the programs?

A Well, again, I was told there was money at that point to develop those programs that I just mentioned.

Q I'm asking you the next step. After you had had

that money spent to develop the programs was there enough money to run the programs?

A It was never spent.

Q You indicated that it is your contention that the money is being used unethical, if not illegal possibly, because of the intention of the LEAA grant. What is the intention of the LEAA grant?

A I thought the intention of the grant was to develop new innovative programs to handle juvenile offenders. And instead the money in the grant is being used to contract with existing resources, which the grant says is not providing the services for these juvenile offenders.

MR. PURNELL: Mr. Heinlen, you would say that in Philadelphia for example --

MR. HEINLEN: I don't want to speak about any other Region than my own.

MR. PURNELL: Well you heard the list being read here and most of the resources in Philadelphia have been in existence and most of the kids that are being placed in the Southeastern Region are being placed in existing resources, and you would say that would not be a proper use of the intent of the grant.

MR. HEINLEN: All I'm saying is I think you have a

much better chance of meeting these kids' needs if you allow those facilities that are already operating to operate the way they always have, and in addition to that you use this LEAA money to develop new programs on top of that.

MR. PURNELL: But without spending money on secure programs? Do you think that's a waste?

MR. HEINLEN: Oh no, it's been brought out here we need secure programs.

MR. PURNELL: And CCA should rightfully be funding secure programs.

MR. HEINLEN: Definitely. But they're not there yet, right?

MR. PURNELL: Well, Welfare has secure units.

MR. HEINLEN: From a programatic standpoint I say that's not meeting those kids needs. You were talking a while ago about people being backed up and I'm wondering what kind of services they're getting.

MR. PURNELL: But the problem at New Castle and Cornwell Heights is a problem of the Welfare Department, not CCA.

MR. HEINLEN: Well, I may be wrong but I think there has been some money that would normally have gone to the funding of new programs within the Project that had to be spent down

there building fences and so on.

BY MR. McCLEA:

Q A point of example, and I know you don't want to talk about any other Region than your own, but in Philadelphia they have existing resources and you would say then that they are really not meeting the intent of the LEAA money.

A No, I'm not saying that. I think what I'm saying is there was money there to develop new programs and if the Project is saying that the old programs that are in use are not currently meeting the needs of the kids in the system then why are you continuing to use them.

MR. PURNELL: Well, maybe really the function of the Project is to the court liaison and not resource development, are you saying that? Do you think maybe resource development should come under another agency?

MR. HEINLEN: No, because if CCA is going to provide services for these kids and CCA is going to determine which program the kid is going into, then they have to know what those programs provide. They have to know that in order to provide good services.

MR. McCLEA: Do you know whether or not the Central Region when you were there were placing kids in programs which operated outside the State of Pennsylvania?

MR. HEINLEN: I can only think of two, and let me tell you why. Those two kids were placed in a facility in Canada.

MR. McCLEA: Canada?

MR. HEINLEN: Yes. The reason they were placed there was because we were told based upon all the information we had at the time that there was no facility within the continental United States that could handle their needs, therefore we looked elsewhere.

MR. McCLEA: What was the problem with them?

MR. HEINLEN: Those two kids fall into that category that I mentioned before of the emotionally disturbed offender and the mentally retarded offender and I don't think to this day there's a facility in this State that can deal with those kinds of problems.

CHAIRMAN RICHARDSON: Mr. Heinlen, could you get to the real basis of why you left CCA. You indicated in your opening statement that you left for some personal professional reason. Will you get to the basis of why you really left.

MR. HEINLEN: I don't know how relevant that is.

CHAIRMAN RICHARDSON: Well it might not be relevant but we will make that determination.

MR. HEINLEN: I left out of frustration because I

was always being put in the middle of situations that I had nothing to do with.

CHAIRMAN RICHARDSON: Can you give us a for example?

MR. HEINLEN: For an example, what about the situation that I told you about before where I was told to go out and develop programs and I went out and I started to develop programs and then I was told there was no money available, and I had to go back and tell those people who had quit their jobs and who had been working very diligently to develop programs, sorry, there's no money. I don't like to do that. It's not in my personality to tramp on people like that.

The other thing is because the money -- I was always being told the money was being spent elsewhere and it resulted in what I felt was some inappropriate placement. By that I mean you get a Marriage Council's report, you get a psychological report come across your desk and you would have an opinion as to where that kids is to be placed, what kind of facility would meet his needs, and that facility didn't even exist. It didn't exist, so what I had to do I had to find someplace for him to go. The court had committed him to us and we had to put him somewhere and we wound up placing some kids in what I would consider some inappropriate places because the facilities weren't there at the time.

I think the basic point I want to make today is that if you would have waited to implement the Project and you would have looked at all these zoning problems and Labor and Industry problems, that when it actually came across the desk we would have had a legitimate facility to place them in.

CHAIRMAN RICHARDSON: Do you feel that perhaps maybe there is a way that the Center for Community Alternatives could function if they had taken each child and done a needs assessment on them before releasing them from Camp Hill?

MR. HEINLEN: That was done.

CHAIRMAN RICHARDSON: That was done?

MR. HEINLEN: The needs assessments were done, yes.

CHAIRMAN RICHARDSON: So you're saying that the programs for them after the needs assessment was done was not in operation. In other words what might have been best set up for them was not in operation.

MR. HEINLEN: That's right.

CHAIRMAN RICHARDSON: So therefore you had to find other alternatives that perhaps maybe weren't the best situation for them.

MR. HEINLEN: That's right.

CHAIRMAN RICHARDSON: Recognizing that there might be a truism, where do you feel that the basis for organizing

the types of alternatives that you felt came out of some of these needs assessments, you indicated that you felt that that's where the million dollars should have been expended in relationship to taking care of those particular needs.

MR. HEINLEN: Right.

CHAIRMAN RICHARDSON: And it did not come forth.

MR. HEINLEN: Right. I had gone through all the commitments to Camp Hill in the Central Region. I looked over the course of the recommendations the clinicians were making and based on my own personal experience with dealing with kids and in placing kids, I felt that we would need residential slots. Now when I say residential slots I'm talking about group homes, secure units, highly structured group homes for about half of those kids. And on that basis I drew up a list of alternative program settings that I thought needed to be developed in the Central Region.

CHAIRMAN RICHARDSON: Do you feel there was any finagling of the money?

MR. HEINLEN: I don't know. All I know is that I was told to go out and get the services because I was a program person, and I was supposed to know what the kids needed and when it came for the bucks for those programs I was told it wasn't there.

CHAIRMAN RICHARDSON: What I'm saying is there was \$3 million appropriated for this particular program and I'm saying out of that \$3 million do you feel that the money was going to the right programs at this time in order to take care of the needs of the young people, the services to the young people?

MR. HEINLEN: I would say yes.

CHAIRMAN RICHARDSON: You would say yes?

MR. HEINLEN: I would say yes, but I feel a lot of money was spent unnecessarily.

CHAIRMAN RICHARDSON: Where?

MR. HEINLEN: This is just an opinion. I was told at one point there was a \$400,000 grant from the Education Department to develop educational programs, and I might be wrong, but I thought I was told that money was put into YDC's at New Castle and Cornwell Heights.

CHAIRMAN RICHARDSON: By who? By the CCA or by the Department of Public Welfare?

MR. HEINLEN: I think it was somebody within the CCA.

CHAIRMAN RICHARDSON: But you don't know that to be a fact, do you?

MR. HEINLEN: I don't know it to be a fact and I

I may be wrong.

CHAIRMAN RICHARDSON: We'll find out.

MR. HEINLEN: It just seems that every time I asked for money for programs, and that includes at least three group homes, a training program for staff, which there were people employed who needed some training, and I had worked out a training program. These are just some examples of things that I felt it needed.

Day programs, they're not there. I don't know exactly why they're not there, but I was told the money wasn't there for those facilities.

MR. PURNELL: Did you see the list of resources that are now in place in the Central Region?

MR. HEINLEN: Yes, I have a copy of it.

MR. PURNELL: Were you responsible for the development of most of those or all of them?

MR. HEINLEN: Well, just let me say that I was hired as a Resource Development Specialist in July and by October when I was told there was no more money to develop resources my title was changed to case work management supervisor, which meant to me since there were no moneys to develop resources that they were going to change my function and I would now be responsible for supervising the liaison officers.

MR. PURNELL: There's a total here of \$465,000 expended for resources in the Central Region, that is the contract award. Are you saying that's simply not enough?

MR. HEINLEN: I'm saying that is simply not enough.

MR. PURNELL: But you are saying, as I understand it, that at least that money that was spent was properly spent.

MR. HEINLEN: I believe every penny of that money was properly spent, yes.

MR. McCLEA: We're hearing something very very different from what we heard from the other Regional Directors, if I'm hearing it right.

MR. HEINLEN: I was never a Regional Director by the way.

MR. McCLEA: Ok. But the Regional Directors sat here and told us that every program they request they've been able to have funds allocated for that implementation. Now you're indicating that you had an opportunity to develop resources and plans and then you were told there wasn't any money to implement them.

MR. HEINLEN: Yes.

MR. McCLEA: Now I guess that can be attributed maybe to the fact that you left and maybe things changed quite rapidly.

MR. HEINLEN: That is very possible.

MR. McCLEA: Or perhaps other things existed, all of which probably are speculation.

MR. HEINLEN: It may be just my opinion that those resources are needed, but based upon what I saw in the reports and with my experience in placing the children, I felt those services were necessary.

MR. PURNELL: Now you're aware that if you had another million dollars that would be one and a half million dollars and that would be half of the entire grant.

MR. HEINLEN: Correct.

MR. PURNELL: I mean for the Central Region.

MR. HEINLEN: Right.

MR. PURNELL: And yet you know that the Southeast Region has certainly most of the people in Camp Hill and certainly the greater amount of crimes.

MR. HEINLEN: The point I'm trying to make is that if the models of the program currently in operation in Massachusetts would have been brought down here before that grant was written, you would have had adequate staffing because it takes a tremendous amount of money to renovate buildings, to hire staff. It just takes an awful lot of money. Now if we would have had some information on how much that stuff would

cost, I think then you would have a much more realistic attitude of what this program is going to take.

MR. PURNELL: I have one other question. Can you tell us why the Central Region, there were so many resources developed in the Central Region and so many kids moved and so few in Philadelphia, do you understand that?

MR. HEINLEN: I have a private opinion on that. I have a theory on that. My opinion is that when you're dealing with kids from the urban areas in Pittsburgh and Philadelphia you're dealing with a much different kind of kid than you're dealing with from the Central Region in Harrisburg.

I also feel that a lot of the commitments that were made to Camp Hill from this Region were made because of proximity to Camp Hill, and that a lot of those kids would never have had to go to Camp Hill if alternatives would have been available. What I'm saying is I think it's probably easier to move the kids in the Central Region than it is in the other Regions.

MR. PURNELL: So if there was \$301,000 awarded in the Southeast Region and \$465,000 awarded in the Central Region that makes sense to you?

MR. HEINLEN: It doesn't make any sense to me at all. You've got a lot more kids coming out of Philadelphia

being sent to Camp Hill and a lot more kids out of the Pittsburgh area being sent to Camp Hill than you have in Harrisburg. It seems to me you need a bigger budget in those areas to handle the problems.

MR. PURNELL: Well how do these budget allocations take place? Is this done prior to a planning program or with the planning program?

MR. HEINLEN: I'm not aware of the fiscal end of the funds. I'm only coming from the point of view of programs, of what I thought was necessary to carry out the programs in the Central Region.

CHAIRMAN RICHARDSON: I would make a recommendation Mr. Purnell, that certainly there's some vague answers to that and perhaps the Committee would deem it necessary to call back Mr. Mattingly and anyone else who would have information relative to this.

As I said earlier, this is not necessarily the last hearing that we will have on this particular matter.

Let me say this, have you had an opportunity to explore or meet any of the young persons from the Philadelphia area who were incarcerated at Camp Hill which come from certain urban areas where certain situations are different?

MR. HEINLEN: Yes.

CHAIRMAN RICHARDSON: Particularly with respect to the gang warfares and the kinds of problems that we have that you don't necessarily have here in Harrisburg. Have you touched any of that over there in the Central Region?

MR. HEINLEN: Only two or three isolated cases.

CHAIRMAN RICHARDSON: Do you feel there are problems in Philadelphia and Pittsburgh relative to the Judges not cooperating with the Project?

MR. HEINLEN: Well again, I feel if the facilities were there they'd be much more willing to cooperate. They don't know now where they're sending kids.

CHAIRMAN RICHARDSON: So in other words you feel that's part of the problem because they don't know where they are sending them?

MR. HEINLEN: I think that's part of the problem. There aren't any secure units except the ones in the Norhteast Region. And if a Judge feels that a child is dangerous to himself or the community it's his responsibility to protect that community and that child, and if that means a secure placement that's where he should commit the kid.

CHAIRMAN RICHARDSON: You made the statement that you felt that those who had long extensive records for harm to persons, you indicated that that person perhaps needs a

secure facility. Would you feel that part of that before that decision is made on the part of that youth, that perhaps you should look into the background and look at the problems which centered around that particular young person. Just because he has a record as long as my arm doesn't mean that he needs to be placed in a secure facility or secure setting based on the information that's written on paper.

MR. HEINLEN: I agree with that one hundred percent. I think it's high time we stopped treating symptoms in this State. I think it's time that we stop committing kids for a certain length of time because of the type or the classification of the crime that they've committed. We've got to start placing them according to what their needs are.

CHAIRMAN RICHARDSON: Mr. Heilen, we thank you very much for coming before this Committee. Thank you very much.

I'd like to at this time move right along and call the next witness who is Harvey Lowell, Director, Camp Hill Unit-SCIC.

Would you state your name and position for the record, please.

MR. LOWELL: My name is Harvey Lowell and I'm the Director of the Camp Hill Unit - State Correctional Institution

at Camp Hill.

CHAIRMAN RICHARDSON: You may proceed.

MR. LOWELL: The purpose of my statement today is to provide the committee with a brief account of what life at Camp Hill is like for the juveniles incarcerated there at the present time.

103 youngsters remain in Camp Hill at this time. They are housed on one of two housing units, or "wards". Each of these has the capacity to house a population of approximately 134 juveniles. As a result of the decreasing population, each ward now houses about fifty youngsters. This decrease has had a number of effects on the everyday existence of each juvenile at Camp Hill.

It is much quieter on the wards now as opposed to when each ward had as many as 125 inmates. Since there is a smaller population, there is less disruptive activity on the wards on a regular basis. This has resulted in a decrease in the frequency of conduct violations or "write-ups".

In addition, it has resulted in a drop in the proportion of juvenile inmates occupying the "Behavioral Adjustment Unit", commonly known as "Mohawk". As of today there are three juvenile inmates incarcerated there.

Youngsters have better access to the privileges

that can be provided by the guards on any housing unit, since the guards no longer have to deal with as many juveniles.

There are phones on the wards now. This enables the youngsters to make collect phone calls from the wards. On the average, this permits each juvenile two phone calls per week.

There are plans in the works at present to shift the remaining juvenile population to one ward when it is felt that this is feasible.

While some of the hardships caused by crowded wards have been partially alleviated by the decreasing population, additional problems have been created in terms of the availability of programs for the remaining youngsters.

For example, hardly any juveniles are involved in vocational training programs at the present time. Positions in these programs are largely occupied by adults. In addition, juveniles are excluded for the most part from many of the jobs available in the institution. Presently, most of the juveniles that do work, work on either the janitorial detail, in the kitchen, or on the "in lawn" squad, which mows lawns, shovels snow, etc. Most of the other jobs, particularly those that have a skill training component (i.e., plumbing shop, furniture factory, shoe shop) are now almost exclusively done by adults.

The Parket V. Patton ruling makes it difficult to have both adults and juveniles at the same job assignment. As a result, the juveniles that work get little benefit in the sense of skills, or learning trades from the work they actually do.

With the decreased population has come one programmatic benefit. Juveniles have better access to their counselors. When there were approximately 400 juveniles incarcerated at Camp Hill, the average counselor had a caseload of between eighty to ninety kids. At present, the juvenile counselors have caseloads of approximately thirty-five apiece.

All and all, however, the working dynamics of the institution have not changed as a result of a decreasing population. The existing behavioral aberrations and individual problems continue to be exacerbated by the institutional environment. Stronger inmates continue to prey upon weaker inmates. While this has diminished somewhat due to the decreasing numbers, there is no adequate way to control the behavior of so large a group.

Indeed, it can be argued that a certain amount of this kind of activity must go on in order that control of the institution be maintained. There is a continuing cycle of extortion, sexual pressure, intimidation and fighting that

must occur despite the diligent efforts of the administrative, treatment and correctional staff at Camp Hill to counteract it. It is the nature of institutional life.

The staff of the Camp Hill Project and the institutional treatment staff continues to develop plans for presentation to the court. We all do our best to insure that each plan is designed to minimize the chance that the juvenile will return to a correctional setting, and to facilitate his return to the community. We feel that is the only way to permanently ameliorate the conditions that have existed for juveniles at Camp Hill.

CHAIRMAN RICHARDSON: Thank you very much. Mr. Purnell.

MR. PURNELL: I have no questions.

CHAIRMAN RICHARDSON: Mr. Sam McClea.

MR. McCLEA: I have no questions.

CHAIRMAN RICHARDSON: Earlier we requested to subpoena records from Camp Hill. These records were denied us by request so we had to subpoena them. I was wondering, from the last account there was a guard that was misbehaving over there at the Institution and engaging in warfare with the youth. Could you tell us whether or not that has come to an end?

MR. LOWELL: I think it has changed as a result of the decreasing population. In an institutional sense it's easier to manage a smaller number of people and incidents of guards moving on inmates or guards actually beating up inmates has probably decreased. There's no way to say that it stopped, because I don't think anyone there really knows that it has stopped, but it has changed.

CHAIRMAN RICHARDSON: Has Sargeant Wiltmyer (phonetic) and Sargeant Bennet (phonetic) been removed from those areas?

MR. LOWELL: Yes, they no longer serve on juvenile wards.

CHAIRMAN RICHARDSON: That's good. That's one positive thing anyway that came out of these hearings if nothing else.

The other thing is that the kind of information that was shared with us here today brings to light many things and I wondered if you ever come in contact with juveniles as far as making any recommendations for programs?

MR. LOWELL: All the time. That's what I do.

CHAIRMAN RICHARDSON: Could you tell us basically how you feel about the needs assessment programs that are done by these other doctors and what have you? Do you feel because

you've seen a youngster and you've had an opportunity to talk to him that most of these assessments are correct and in the best interest of the young people?

MR. LOWELL: At the beginning after they moved youths out of Camp Hill a needs assessment was done on each juvenile incarcerated at that time and completed as of about June first. So every juvenile that was there on June first had a needs assessment done by the Marriage Council of Philadelphia. They vary in quality in my view, depending on the quality of the interviewer. While I agreed with many of them there were some that I didn't agree with all together and the errors occur in both directions. They have a poor sense of the kid and if the kid needs more structuring what they recommended I didn't always agree with.

I'm fortunate in that we do have a staff at Camp Hill that has been working with the juveniles on a kind of personal level for the past seven or eight months, since the beginning of July. So that if we disagree with the Marriage Council we can make it quite clear to our Regional people that we don't agree and we can either have one done over or we can consult other sources for information about the kid.

CHAIRMAN RICHARDSON: How many Black inmates were there prior to the final closing of the Camp Hill Project?

MR. LOWELL: I couldn't give you an exact number in terms of exactly how many were there. Out of the 392, for example, I would say approximately seventy percent were Black. Today there are 103 juveniles in the Institution at this moment. I have on my list 107, because I still include juveniles that are out on a writ and that may return to the institution.

I have a breakdown as of today and in the Central Region there are eight Black youths and Five Whites. In the Northeast Region there's one Black youth and six are White. Western Region there are twenty-eight Black youths, fourteen are White. In the Southeast Region there are forty Black youths, four White. All in all I believe it comes down to about seventy-eight to twenty-four.

CHAIRMAN RICHARDSON: Could you tell us what is the problem inside of Camp Hill which could take a youngster who is a juvenile and for some reason, because of some administrative determination inside of the Institution, something that's happened, make him an adult and put him on the adult side but he's still a juvenile?

MR. LOWELL: It's not a determination made inside the Institution. A number of things have happened over the course of the last six months where youngsters that were

classified as juveniles were retired and certified as adults for offenses that they had committed while they were in the Institution. For example, there was one incident where five youngsters tried to escape. Now the argument can be made that the youngsters are being held there illegally. Juveniles are incarcerated with adults there but the youngsters tried to escape. One of the youngsters was pulled out by his probation officer, so he was on the street. One more of the youngsters was given an additional juvenile commitment to Camp Hill. The three remaining youngsters, all of whom are under eighteen were certified as adults.

MR. PURNELL: By the Cumberland County Court?

MR. LOWELL: By the Cumberland County Court, yes. That's just an example. If a juvenile assaults a guard, what's termed an assault, he can be brought up on a new charge for something that happened while he was in the Institution.

CHAIRMAN RICHARDSON: What I'd like for you to do is for you to submit to us a list of those individuals who were juveniles and then were classified as adults and are presently so serving at Camp Hill, and what those reasons were for the change in certification.

MR. LOWELL: Right.

CHAIRMAN RICHARDSON: I feel this House Committee

should investigate that matter and find out exactly why those decisions were made.

I have no further questions and I'd like to thank you very much for your testimony.

MR. LOWELL: Thank you.

CHAIRMAN RICHARDSON: At this time I would like to call Mr. Art Fuller, Director of the Camp Hill Review Panel.

Mr. Fuller, you do have a written statement, is that correct?

MR. FULLER: Mr. Richardson, I have a written statement that is a report to be presented to the Committee. I would not want to read it but just to make a brief statement before that and just refer to it.

I appreciate again the opportunity to appear before the Committee. It seems to always be my privilege to appear late in the afternoon and have these late day meetings with you. However there have been certain advantages to that in the past as some of my recommendations have remained fresh on your mind and have been included in legislation and I appreciate that.

There were a couple of members of the Review Panel who are here today, Mrs. Myrna Teasler (phonetic) from Bucks County, who still remains, and Mrs. Mildred Hand who found it

necessary to leave.

The Panel consists of twenty-six people appointed by the Governor who serve in the capacity of what is called the Camp Hill Review Panel. The grant application that was submitted to LEAA included in it a provision for the Camp Hill Review Panel which would monitor and provide the quality control mechanism for the Camp Hill Project. The Panel has met in the past, as I'll indicate, but it is just now getting started in terms of its activities.

The Panel has assumed the role and has seen itself in cooperation with the Center for Community Alternatives as a means in terms of the out-growth of this monitoring and quality control procedure as a means to advise CCA on various policies and procedures, as well as to be deeply concerned with quality of what is happening, and to advise the courts and other members of the public. It has yet to develop its own written statement of purpose and I hope that that will be developed as a result of the next Panel meeting which will be held on March 27th here in Harrisburg at the Holiday Inn Town.

At a meeting with the LEAA representatives last week I became aware that the Federal people saw the Camp Hill Review Panel as a means of communicating and more or less informing the courts and the other agencies who would utilize the

services of the Center for Community Alternatives as to what was happening in the project from an objective point of view, more or less a means of improving communications among the various force fields who are interested.

The Panel has met in the past approximately monthly. The Panel as a large group has met three times. There were also some Regional meetings during the month of November. The attendance and staff work that went into those meetings was done by the staff of the Center for Community Alternatives.

It would be advisable to the Committee I think to understand that the Panel, which consists of some Legislators, about a dozen Judges and a number of other informed citizens, have reviewed certain policy decisions of the Center for Community Alternatives and have indicated a satisfaction with those policy decisions. They have in the past according to minutes of the Panel, and naturally I was not present at these meetings, reviewed the Project intake policy and worked with the Project on the selection criteria for entry into the Camp Hill Project which has been promulgated to all Juvenile Court Judges of the State.

They have looked at the matter of the degress of specificity of the various court orders that would be recommended by CCA. That is to say whether the courts would be

asked to commit children directly to CCA or to a specific program, or foster home, or to a series of programs, and have made recommendations in that respect. And they have looked at the needs assessment guidelines, particularly in the early days, and as a matter of fact I am now in the midst of conducting an audit of the needs assessment programs across the State and have completed that audit on one of the Regional offices.

I just began my work on March first with the Camp Hill Review Panel, having been involved with the State's Standards and Goals effort where I was in charge of writing the juvenile justice standards and having come before that time as a director of juvenile probation in Butler County for several years where we experienced, if you will, the institutionalization, for want of a better word, of the juvenile courts in that county, and providing of community alternatives to incarceration.

I think that I would rather than refer to the rest of the material that I have given to you, which I might ask would be included in the record, I would simply leave myself open to your questions.

CHAIRMAN RICHARDSON: Thank you very much. I have a question. The population of Camp Hill is seventy percent

Black. Why is it there seems to be a staff of about ninety to ninety-five percent White staff in relation to the population?

MR. FULLER: You mean in terms of the Center staff?

CHAIRMAN RICHARDSON: Right.

MR. FULLER: My understanding is that, and I have reviewed it although I don't have it before me, the responsibilities of CCA in terms of the equal opportunity employment program, while they have not had a final determination as to qualifying for that, that they in fact have submitted their plan and there are a significant number of Black professionals and non-professionals on the Center for Community Alternatives staff. Particularly, according to my own observations, those who are working directly with the kids.

CHAIRMAN RICHARDSON: Perhaps maybe you could supply the Committee with that breakdown. We did ask for it earlier but we didn't ask for it in the racial sense.

MR. FULLER: I know it has been prepared and as a matter of fact lists the entire staff of CCA. It breaks it down in terms of male and female professional and non-professional, and that can be available I'm sure.

CHAIRMAN RICHARDSON: Could you also include in the assessment part in relationship to the assessment group out of

Philadelphia, particularly in the Southeast Region, as to those who do the assessments, are they Black or White individual psychiatrists that interview the kids. That seems to raise a question as to the whole composition of what kinds of programs they're going to take in another year when the relationship seems to be one that young folks can relate to and understand in much better terms.

Mr. Purnell.

BY MR. PURNELL:

Q Did you hear earlier questioning by Representative Fisher concerning the composition of the Review Board?

A Yes.

Q He questioned whether the composition of the Review Board was such that you really had a fair representation, particularly in Allegheny County, and I think it was suggested to him that possibly they were avoiding putting the fox in the chicken coop through the appointments in Allegheny County. How do you feel about this?

A Well let me say as of this point I do not personally know all of the Review Panel members. I think it's safe to say, and I would want to say, that on a basic question which is maybe the basic question of the day, that I would hope the Committee would take this as my position, but I believe that

it reflects the position of the Panel, that Camp Hill State Correctional Institution should not ever under any circumstances be reopened to juvenile offenders.

That is a position which I hold and which I believe is a position known to me to be held by many many of the Panel and if that is too much biased then it may well be biased.

I have been instructed by the Panel that we would take an objective look at the various programs and at the entire operation of CCA, and try to evaluate or monitor, if you will, because we can't do very much sophisticated evaluation with a limited staff and limited funds, try to monitor the Projects on their own merits. And I know, for instance, just last week I was visiting with one of the other two Judges from Allegheny County who was not appointed to the Panel, and his indication was that if a program is established and it is run well he doesn't care who runs it, he will commit kids to it. And I think that's generally a fair statement of most Judges across the State.

I think the Panel is objective. I think the Panel supports keeping Camp Hill closed. I think the Panel wants to make recommendations to CCA which will help them do a good job. I think it's going to report to CCA and to the public, to the Legislators and to the Judges, weaknesses that we find.

And if we make and give advice to CCA and we feel that it is important, critical advice and that advice is not followed, I suspect that there might be a time that the Panel would use whatever clout that it has to pursue that, because we are only an advisory board, we are not the policy makers.

On the other hand, we will report the strength of the project and we hope we will do this fairly and objectively.

Q One final question. You have met with representatives from LEAA. Are you worried that the funding is going to be shut off from the Federal government?

A Well let me say that clearly there is no commitment from LEAA for second and third year funding, even though second and third year funding of my own knowledge was discussed and was at least referred to and written in the original proposal. However, after meeting with LEAA and the power at that meeting was great last week, Milton Luger (phonetic) was there who is in charge of the Federal Juvenile Justice and Delinquency Prevention Office and he in fact as the Administrator of LEAA can control these funds, and he indicated that this year's project was to continue, and I took from his comments that there at least was an openness to continue the funding.

I certainly think there may be some problems with continuing with funding and I think that kind of practice by

Federal government is certainly something that many of us are accustomed to, but it certainly is not to be praised, putting two million dollars into a project, letting it run for one year, become barely operative and then dropping it, or even considering dropping it without giving it a fair chance to exist on its own merits certainly is not praise-worthy.

CHAIRMAN RICHARDSON: Mr. Fuller, inasmuch as the Review Panel has only met about three times and I recognize the staff has only been hired within the last month to try to continue on this function and role, what role do you see in planning in relationship to the plans and projects of CCA by the Panel?

MR. FULLER: In the attachment, and I would like to refer to that, it seems to me that we'll be involved in data collection. I indicate on the first page that monitoring and quality control requires first of all principles, standards and procedures. Secondly, seeking information from records, interviews, site visits, announced and unannounced, and the integrity, honesty, thoroughness and persistence, and analytical ability to obtain and explicitly examine the answers to questions pertaining to the proper planning for and delivery of services to meet the needs and to protect the rights of youth served by the project, and so on.

I think that in order to do that it's going to involve concern with certain areas. Those areas I would outline, those that are important to me, and again I want you to understand that the Panel, because I am the staff and so therefore I cannot spread myself thin enough to do all these things, but the Panel will select from these and other possibilities certain things. I'm concerned about these things. Service by CCA to vendors, financial service and technical assistance service to get the programs underway. I am concerned about CCA's relation to the vendor in terms of programmatic accountability. As was discussed today, most of their contracts to vendors are based on programmatic aspects and then they pay for those kinds of programs.

I think that their staff, as well as myself, monitoring and whatever other people are interested rightfully so should ask for programmatic accountability. In other words if a community advocate is to spend thirty hours a week with a kid, I want to know that the community advocates are spending thirty hours a week with the kids and I expect to be able to show that.

We will be interested in future plans of CCA, the financial plans and their ability to follow through. Certainly many of these people, as indicated by Mr. Heinlen and in

response to other questions today about start-up funds, many people are committing literally their lives and their families to the success of this project. People who are leaving years of secure employment to provide themselves to serve in not-for-profit agencies, even though they are receiving a professional's salary, but these professional salaries are very insecure if they're related to the kind of project that may run out of funds in a matter of three or four months. So the Panel certainly is concerned of how CCA is going to develop future plans. How it's going to have the ability to follow through with these contracts, and this affects not only the lives of these people, but more importantly through them the lives of those kids that are in their projects.

We're concerned in the third and fourth place with relationship and service to the courts. The attempt that we will look at in this respect is in an attempt at helping the court to view the programs of CCA objectively on the merits of the program and not on the basis of personalities and other difficulties that exist currently in the State.

The Panel is concerned about implementation problems. Certainly we're going to have at our next meeting some discussion with CCA in terms of the problems they have implementing the secure facilities. And we'll certainly be making some

recommendations. My own view as a side-line is this: That regardless of all the other programs that exist, that CCA in the last analysis will stand or fall on its ability to develop within a very short period of time secure facilities to handle some of these juveniles across the State. And if they do not develop those and if I were to make recommendations to them tonight I would say you should work day and night from now until they are actually opened and develop your energies to that. That would make the Project viable more than any other single factor.

Now in order to do these five things it's going to require interviews with all the people concerned. There is a monitoring technique called day of the life technique in which either I or a graduate student or one of the Panel members can relate to either a youth or Panel member or a staff member of a Project and follow them through a day and see what happens to them and pick up what's happening. This is after all our ultimate concern.

We'll be looking through site visits to quality of life measures, in which we will try to assess fairly the overall atmosphere of life in a program, not only as it relates to an individual but to the entire program. By direct observations we hope to describe interaction patterns, group dynamics,

decision-making process, conflict-resolution processes, both at the CCA level and at the vendor level where the kids are involved.

We will be following up on the critical incidents. We worked out a procedure with Mr. Mattingly whereby I can receive each day within twenty-four hours a critical incident report from his staff and I can relate that to any Panel member who is concerned about it within his own area. And we'll be able if necessary to follow up immediately with a personal visit to try to find out did CCA do its job, if not what have they got to do to be sure that this doesn't happen in the future. Is it fair to say that this incident would have happened even if the best person in the world had been doing his job fully at that time.

Then of course the other technique which is common will be the collection of policy and procedure statements from CCA and from the vendors, and comparing them against all of these other processes and procedures and seeing whether or not what they say they do is actually being done.

CHAIRMAN RICHARDSON: My final question will be; do you feel that it would be necessary for the Review Panel and Judges and others in administrative levels to spend some time themselves either in Camp Hill or another institution where

they actually could see their work in relationship to the things that are going on and out in the community where they could actually see what's going on to get a better picture of what has to be done for a well rounded successful program?

MR. FULLER: We certainly are sponsoring this. I will be setting up site visits that the Panel members will be going to. In terms of spending that time at Camp Hill, I think that may be not necessary at this time. If any one were to seriously suggest the reopening of Camp Hill, yes, I would say we ought to do that right away. I don't believe that that move should or will gain momentum. I feel confident that it does not have the support of the Judges. The Judges need some secure facilities and if they are not forthcoming they may be forced to say we've got to have some secure facilities. But I believe that the Judges of the Commonwealth do not, and as a matter of fact support the decision which said that it is illegal to have juveniles and adults together at Camp Hill. And I also believe that most of the Judges of the Commonwealth do not support turning Camp Hill into a juvenile institution. If that were to be utilized as a juvenile institution it would have to be radically changed, probably most of it torn down and a new facility put in its place and that's economically out of the question.

CHAIRMAN RICHARDSON: Thank you very much, Mr. Fuller. We certainly appreciate your taking time to come before this Committee and giving us your views as Director of the Camp Hill Review Panel.

(Report presented by Mr. Fuller to the Committee to be included as part of the record:)

"The Camp Hill Review Panel - Summary of Activities and Report of Review of Policies.

The Panel, has accepted the function of a monitoring and quality control mechanism of the Center for Community Alternatives (CCA) as well as an advisory role to CCA, known also as the Camp Hill Project.

To date, March 8, 1976, the Panel has met three times, June 30, 1975; September 8, 1975; and December 7, 1975.

Agenda items discussed include:

- Project intake policy
- Degrees of specificity of commitment orders
- Needs assessment guidelines
- Selection criteria for the Camp Hill Project

At the December 7th meeting, the Panel selected an Executive Committee composed of Mr. Leonard Packel, Senator Michael O'Pake and Judge Fred Anthony which was charged with interviewing and employing an Executive Director to staff the Panel. The Panel selected Mr. Arthur A. Fuller who began work on March 1, 1976.

The next meeting of the Panel will be on March 27, 1976 at Harrisburg. At that time the Panel will make policy decisions as to its focus and activities.

Below are suggestions of objectives and activities for the Panel.

Basic monitoring and quality control of this Project requires:

- (1) principles, standards and procedures,
- (2) seeking information from records, interviews, site visits, (announced and unannounced), and
- (3) the integrity, honesty, thoroughness and persistence, and analytical ability to obtain and explicitly examine the answers to questions pertaining to the proper planning for and delivery of services to meet the needs and to protect the rights of youth served by the project.

An example of principles and standards is the "Selection Criteria For the Camp Hill Project" which was discussed with the Panel in December. Another standard, which needs refinement in consultation with CCA, but might look something like this is: "Each court should receive with the case plan and from CCA, full and complete information concerning the plan including a copy of all evaluations showing the basis for the plan. Evaluation and plans should be presented within two weeks of referral to CCA." This may be monitored by random selection and study of case files and checking the evaluation

reports received by CCA against those sent to the courts, comparing contents, and dates and following up on the placement. Examples of other standards to be developed with CCA include definitions of secure facilities and classifications of youths who need security. The Contracts CCA have with vendors also represent a type of standard.

By obtaining information from records, interviews and site visits, it will be possible to gather the necessary information for the Panel. Both Mr. John Mattingly, Project Director of CCA and Mr. Herbert Gordon, CCA President, have given assurance of complete access to records, personnel, sites and clients as indicated in the grant application. Therefore, it should be possible to find out and report the background and current status of any situation about which a Panel member or committing court requests information. The Executive Director of the Panel has given assurance of confidentiality for the juveniles.

Data collection and analysis along with preparing reports to the panel and contacts aimed at improving communications between CCA, the Panel, the courts, the legislature, and other appropriate bodies will likely require most of Panel staff time. Panel members, as much as possible, will be available to make some site visits as well as to attend

meetings.

The Panel expects to utilize volunteer efforts when appropriate, as well as graduate students for research and data collection.

Immediate activities of the Panel staff will include a survey of the juvenile courts and probation offices to document the level of contacts and communication between CCA, its staff and the courts. As a result of this effort, it should be possible to advise CCA and the courts what needs to be done to improve communications with and service to the courts.

Selection Criteria for the Camp Hill Project:

In addition to the general requirement that the Camp Hill Project serve youth who "would have gone to Camp Hill", a number of other specific criteria are considered in determining a youth's eligibility. They are listed below:

1. Camp Hill inmates - all youth presently incarcerated at Camp Hill are automatically eligible for Project services.
2. Age - a youth must be at least 15- $\frac{1}{2}$ years old to be eligible for the Project. This was the minimum age for inmates at Camp Hill.
3. Current offense - if the youth is currently charged with criminal homicide or any violent sexual offense such as rape, indecent assault, etc., he is automatically eligible for Project services.
4. Criminal and institutional history - if the youth has had an extensive history of repeated offenses, combined with failures in various rehabilitative programs and/or institutions, he is

eligible for Project services. Neither factor alone constitutes eligibility; i.e., numerous offenses resulting in probation, with no treatment program tried; or extensive institutional history, but no offense record.

5. Bindovers - any youth the court is considering binding over to adult criminal court is eligible.
6. Special considerations - when committing court feels that special services are needed, in certain cases, the Project will provide service to a youth who does not meet the above criteria, upon approval of the Project Director. An example would be a first case referred from a particularly reluctant court. The youth might be accepted in order to demonstrate our willingness to cooperate with that court and our ability to handle cases which the court feels are difficult.

These selection criteria were developed with the Pennsylvania Department of Public Welfare and the Camp Hill Review Panel (which of course includes ten of the State's most prominent judges). They have been promulgated to all juvenile judges, president judges and chief juvenile probation officers in the State. In most cases, they have been reviewed in person with the juvenile judges in their chambers.

Accurate and sensitive collection of data frequently relies on the following techniques:

Interviews with: administrators, staff and board of directors of program; clients or residents (and ex-residents, if possible); neighbors, community opponents and supporters of the program; supervisors in community employment settings.

The "day in the life" technique, used to follow at least one youth and staff member, and to compile

a "natural history" of a day in the life program.

Quality of life measures, which provides a qualitative and quantitative description of the overall atmosphere of life in the program.

Direct observations, used to describe and analyze informal interaction patterns, as well as group dynamics and processes of decision-making and conflict-resolution during staff and client or resident meetings.

Critical incident techniques, used to organize the information provided by staff and resident; perceptions of and reactions to significant events which highlight the underlying dynamics of the incident.

Collection of policy and procedure statements for comparison and contrast with practices."

* * *

CHAIRMAN RICHARDSON: I would like to indicate to those who are left in the audience that anyone who would like in the future to testify before this Task Force to Investigate Juvenile Incarceration, that you feel free to submit your name to myself or any other members of the Committee.

We certainly have heard a lot of testimony today and certainly this testimony will be reviewed, and that we will be coming back here again with perhaps possibly another hearing to finalize exactly the position of what should happen with CCA. And maybe somebody will have suggestions as to even what we should be doing as Legislators and present them to Mr. Fuller and others who are involved in this Project.

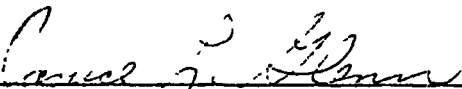
I think it is clear that there are some needs around the whole question of overlapping of funds and how funds are being spent, and perhaps maybe utilizing them more in needed services for the young people. And I think that we can better ascertain that information through having more discussions and more involvement of all the persons involved in order to get a clear and better understanding.

We thank you all for coming and this hearing now stands adjourned.

(Whereupon at 5:05 p.m. the hearing was adjourned.)

* * *

I hereby certify that the proceedings and evidence taken by me of the within hearing are fully and accurately indicated on my notes and that this is a true and correct transcript of same.



Janice L. Glenn, Reporter