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PUBLIC HEARINGS

June 4~8

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Summary of
Testimony and
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Regional Planning Council

Governor's Justice

Commission

P U B L I C H E A R I N G S

June 4-8, 1973

REPORT and INDEX

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UNDER CONTRACT TO THE REGIONAL PLANNING
COUNCIL OF THE GOVERNOR'S JUSTICE COMMISSION

CONTENTS

	Page
Foreword, Robert F. Stokes, Chairman	i
List of Allegheny County Regional Planning Council Members and Staff	ii
I. Introduction	1
II. Youth	3
III. Police	14
IV. The Court System	18
V. Other Proposals	21
VI. Conclusion	24
Appendix A: Index of Speakers	26
Appendix B: Index of Testimony	31

FOREWORD

The Allegheny County Regional Planning Council of the Governor's Justice Commission held Public Hearings June 4 - 8, 1973; as the first step toward preparation of their 1974 Comprehensive Plan. The Hearings were held in areas which statistically have the most serious crime problems.

The purpose of the Hearings was to learn what citizens, community organizations, government agencies, and government officials perceive to be the main needs and problems in the criminal justice system and what they suggest as solutions. The testimony from the five days was transcribed and the full transcription can be consulted in the Council's offices at 1400 Park Building, 355 Fifth Avenue, Pittsburgh, Pennsylvania 15222, during normal working days. This Report is a summary of that oral and written testimony.

I wish to thank the persons who testified and the members of Council who sat on the Hearing Panels for their participation in the Hearings, and Council staff for setting up and administering the Hearings. With this Report and the testimony the Council can now move ahead to determine what programs they will fund in 1974.

Robert F. Stokes, Esquire
Chairman, Allegheny County
Regional Planning Council

Allegheny Regional Planning Council

Robert F. Stokes, Chairman

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I. INTRODUCTION

The Allegheny County Regional Planning Council of the Governor's Justice Commission held public hearings June 4 - 8, 1973, in the State Office Building, Pittsburgh, and in Oakland, Homewood, McKeesport, and Homestead, to obtain information and guidance from the public and representatives of organizations regarding its funding plans for the coming year. This report is based on a transcript of the oral testimony and, in some cases, the written statements or proposals submitted by the witnesses.

The major concern throughout the five days of hearings was the problem of young people, primarily teenagers. Of the 70 speakers, 30 addressed themselves to some aspect of the youth problem, stressing the need for a variety of community-based preventive measures to help juveniles before they get into the criminal court system. Some directed their attention to youthful offenders, how to assist those who have been adjudicated to re-enter society as responsible adults.

Police problems were discussed by 15 speakers, raising such questions as better equipment, training, and salaries, the respective advantages of community vs. county-wide police forces, and the special problems of the housing authority with the relationship between the police and the black community, stressing the need for more black officers and improved human relations training.

The remaining testimony covered numerous topics: court-related issues such as the Public Defender Office, alternative methods of dispute settlement, bail reform; alcoholism; rape; drugs.

The focus of this report is on what types of services are desired by the witnesses. For further description of existing projects and justification of new proposals, the reader is referred to the appropriate pages of the transcript.

In such references, the date of the testimony (June 4,5,6,7,8) will appear first, followed by the transcript page number.

II. YOUTH

The problems of children and young adults are clearly of enormous concern to the people of Allegheny County. The testimony of such witnesses as Judge Tamilia, Ruth Richardson of Three Rivers Youth, and Stephen Lenhardt of the Allegheny County Mental Health and Mental Retardation Program, leads to the conclusion that a wide variety of new programs and services is required if our society is to turn from treating symptoms through the criminal justice system to attacking the root causes of juvenile delinquency.

The aim of any good program must be to identify as early as possible the child who has problems which may lead him/her to anti-social behavior, to treat this child and the family by offering alternative behavior patterns which will prevent the child from ever reaching Juvenile Court. "The primary goals should be to correct the problem before it becomes so serious as to warrant court action." (Tamilia 4: 178)

While early identification and intervention are praise-worthy goals, they are difficult to achieve because the early labeling of potential delinquents on the basis of personality profiles may "set up an ultimate self-fulfilling prophecy" (Lenhardt written statement, 4 June, p.2). Most preventive programs are therefore of a secondary type, aimed at persons who have manifested some pre-criminal behavior. The Council is repeatedly urged to accord high funding priority to such preventive programs.

Crisis Intervention Team

The rationale for a Crisis Intervention Team approach was described by Jeffrey Powell of the South Hills Child Guidance Center.

It is during the period of a crisis youngsters are usually most frightened,

confused and/or very angry. In this state, some of their usual self-control (albeit shaky to begin with) is lost, provoking behavior which is usually destructive and often illegal... Paradoxically, youngsters at these times are also most open to intervention of a positive sort, because they are intensely looking for immediate help. (8:5-6)

For the adolescent who needs immediate help to cope with a tense situation at home, at school, or anywhere in the neighborhood, the team would provide 24-hour service. The team would be composed of specialists in crisis work, community relations, and family therapy, and would have a communication system (hot-line) and transport. Its goal would be to defuse the immediate situation and offer counseling and referral services to the participants. As noted in the proposal submitted by Stephen Lenhardt (Allegheny County MH/MR) such a team would be particularly useful in identifying and solving problems of disintegrating families, eliminating the need for hospitalization or incarceration.

Although working with and assisting the police, the teams would be able to offer mental health support that is not part of police training. (Lenhardt 4: 173-5)

Similar recommendations were made by Stewart Rothman of McKeesport (7:130-1), Peter Adler of Homestead Hospital (8:64) and Charles Wilson, also of Homestead. (8:118-20)

Group Homes

Persons working with troubled children and adolescents frequently advocate temporary or permanent removal of the child from the family. Destructive family situations can be the root cause

of the child's actual or potential criminal activity. There is clearly a need for a variety of alternative homes in which to place such children.

Short-term. This home, preferably located in the neighborhood, would provide shelter for the child who needs only temporary removal from the family, ranging from overnight to six months. During this period, counselors would be working with both child and family to resolve conflicts and put them in touch with appropriate agencies. This type of residence is often seen as working in conjunction with a crisis intervention team; referrals could also come from agencies, police, or Juvenile Court.

Long-term. For the child who needs permanent removal from the family, a long-term residence or foster home is needed. Ideally, this would be a neighborhood home, housing 4-5 children in a situation where they could attend school and receive special counseling. (Richardson 5:144) Another suggestion was for a larger residential unit for 20-25 children on probation. (Rothman 7:131)

Half-way House. This would provide for the older adolescent who no longer needs constant supervision or counseling, who is almost ready to enter adult life through employment or further education. (Richardson 5:144-5)

Several Council members raised the question of how to deal with the fact that children needing alternative homes include runaways having temporary family difficulties, those showing some degree of pre-delinquent behavior, youthful first offenders, and those with serious maladjustment. Mr. Starrett in particular questioned the wisdom of mixing together youths needing preventive care with those already in the court system. (7:133) This again brought out the need to offer a variety of residential options with differing levels of guidance and security.

Child Advocate

The problem of the child who is abused, physically or emotionally, is one of the increasing

national concern. Practically speaking, such children have no legal rights, no one to whom to turn for protection until the situation becomes serious enough for police intervention. (Adler 8:64,72) Two witnesses spoke to the need for an office or bureau to deal with children's advocacy, providing legal assistance to children in a more specific way than is offered by the Public Defender's Office or Neighborhood Legal Services (Ray 4:131,136), a quasi-independent legal services office with a "mandate to serve kids." (Adler 8:74) Judge Tamilia also spoke to this point in recommending a child abuse center which would protect the child, observe parent-child interaction, and teach mothering. (4:184-5)

Schools

The importance of schools in preventing delinquent behavior was stressed by several speakers. The school is one of the major socializing agents in the life of the individual and it is therefore imperative to have effective programs which will contribute to the development of healthy and responsible adults. The need is particularly acute in areas where children see crime as a way of life, where the pimp, the prostitute, and the drug pusher are the adults whom children seek to emulate. But there are also the "images of crime in the executive suites that provide a way of looking at the world for young children." (Lotecka 7:73) In either case, the school provides a place where the child can learn a system of values which will offer a counter-image to that condoned by his/her immediate neighborhood.

A significant component of the Mon-Yough Council on Drug Abuse (MYCODA) program has been to work in the schools, focusing on building the child's self-image and self-confidence through special techniques such as the Glasser approach. "If the child has a good self-concept, he is going to be able to fact any kind of a life situation. He is not going to be the person who is likely to fall into the drug scene." (Struber 7:65-70)

David Rothman of the Allegheny County Bar Association described another preventive program operating within the school system. A group of volunteer lawyers have been teaching a four-week "Law Mini-course" for seniors in eight Pittsburgh public high schools. Calling it "one of the positive approaches to prevent crime through education," Mr. Rothman stressed the enthusiastic response of both students and teachers to a program which explored criminal law, juvenile rights, civil rights, general, family, and domestic law, and procedures in the courts. The students were particularly interested in the areas of confrontation with the authorities. (5:154-64)

In many cases, however, the schools are unwilling or unable to cope with adolescent problems. Mr. Bregman of the Rehabilitation Center regretted that children left school at 16 and were then expected to find and keep a job. (7:112); Mr. Faulk, Superintendent of the McKeesport Area School District, advocated an alternative high school specially designed to motivate teenagers to stay in school. With small classes and selected staff, such a school could provide counseling and career training. To avoid labeling, the school might also seek to attract those highly capable students who are unable to adjust to the routine of a normal classroom. (7:141-2, 146-7)

Another alternative was described by Mr. Rawlings of the Pittsburgh Street Academy. This program is designed for high school drop-outs, both adolescent and adult, and offers in addition to basic academic subjects, training in skills through an external learning environment and "a psychological sense of well being...at a time when the individual stands at the brink of probable continued failure or possible future success." (5:43-54)

Recreation

While the discussion of preventive systems focused primarily on a mental health approach, that

is, how to provide guidance and counseling to children when they need it, some testimony was presented regarding the need for recreational facilities. Two YMCA groups spoke of their efforts: one in Arlington Heights, an isolated area where young people are particularly in need of alternative adult models (5:90-9); and one in McKeesport which needs a mobile van for outreach workers to take recreational equipment to neighborhood children who cannot afford to come to the Y. (7:17-25)

George Cushman, Recreation Director for the Borough of Wilkesburg, deplored the lack of any "supervised hangout" for youngsters in his borough and proposed a community center which would serve all ages but place special emphasis on teenagers. In addition to recreation, the center could maintain a youth guidance counselor to act as liaison with the Police Department Youth Squad. (5:100-7)

Several Speakers regretted that school recreational facilities were not available, especially during the summer. (Haer 5:59; Cushman 5:103; Popovich 7:52; Mason 7:56)

Speaking for the Youth Strike Force of the Health and Welfare Association of Allegheny County, John Haer similarly advocated youth centers, which he described as

small storefront type operations with person-centered staff available for alienated youth who have no other place to go. They should be youth-directed, youth-run, and provide youth-conceived activities...They should provide alternatives to established educational and religious institutions. These centers should also provide medical and legal emergency services plus referrals to a network of acceptable emergency food and shelter arrangements. (5:59)

Youthful Offenders

The programs proposed as preventive measures overlap to some extent with those proposed for dealing with youngsters who have come within the jurisdiction of Juvenile Court. "The Court as such must develop more sophisticated techniques for these youngsters... (They) must be given more intensive service and care and, throughout, the rights of the child must be carefully safeguarded." (Tamilia written statement, page 2) The recommendations of Judge Tamilia include: an expanded and upgraded probation service; 24-hour intake to provide immediate services to the child in an emergency (cf. crisis intervention teams); a variety of community-based alternative homes, including a secure home for aggressive children; health programs to provide psychiatric care, as well as testing to determine physical disabilities contributing to delinquency; an abuse center (see above); research into recidivism; a broad-based volunteer program; and finally a county-wide Youth Squad to provide uniformity in handling criminal activities of children.

The testimony of John Haer echoed many of these recommendations, i.e. 24-hour community-based youth centers, alternative homes, and special counseling services. He stressed the need for decentralization so that social services to youth would have high accessibility. (5:60-66)

The idea of using volunteers to work with juvenile probationers was elaborated on by Peter Hoffman of the Salvation Army who proposed a program to recruit, train, and supervise 500 volunteers who would work one-to-one with probationers, especially first-offenders. He cited a successful project in Milwaukee which could serve as a model for the Pittsburgh Program. (5:76-83)

To illustrate the ways in which the Probation Program could be extended, David Dyson cited cooperation in Greenfield among probation officers,

a community mental health team, and a community organization. To enhance their efforts to provide therapeutic work, activity groups and individual counseling at school, Mr. Dyson proposed a community-based Juvenile Court office to house the investigative probation officer and treatment probation officer, a court stenographer-receptionist, and the mental health worker. "A community based office would allow the probation officer to be in the community visible and accessible to the youth when they need him/her instead of only being present in the courtroom when it usually is too late." (5:170) The team could also become involved in preventive measures, such as early identification of pre-delinquent youth in the schools.

Rehabilitation

Concern for the difficulty encountered by youthful offenders who seek rehabilitation was expressed by U.S. Attorney Richard Thornburgh who recommended that "support should be given to community programs to enhance and maximize the opportunity for re-entry into the community of all ex-offenders, including increased efforts to provide meaningful employment opportunities." (Thornburgh 4:7) Mr. Thornburgh criticized the laws prohibiting employment in government to ex-offenders, and spoke more hopefully of private sector businessmen who have expressed interest in dealing with ex-offenders and offenders with employment problems. (4:16)

The Rev. James Ray advocated an independent agency to administer the rehabilitation aspects of the Accelerated Rehabilitation Disposition Program. (4:132-3) The agency would coordinate community resources, provide services and follow-up. It was questioned whether the District Attorney, through whose office ARD is being operated, should function as both prosecutor and rehabilitator. (4:147)

A private agency, Vocational Rehabilitation Center, which would like to provide additional services to teenagers and young adults on parole or probation was described by Morton Bregman, Assistant Director. The agency provides vocational counseling, job placement, and long-term follow-up. It is currently working with community medical programs and drug treatment centers and has informal links with Juvenile Court. Noting that persons with criminal records have "tremendous attitudinal problems" to overcome, Mr. Bregman stressed the agency's efforts to work with the individual, helping him or her to learn to deal with the probable hostility of employers and co-workers. (7:88-98)

Another community organization offering rehabilitative services is the Community Release Agency. Originating as a citizen-involved bail agency, CRA assists arrested persons in obtaining education, legal aid, employment, medical and social services, all presently available in the local community. By maintaining records which are submitted to the client's attorney before trial, the agency contributes to dismissals, nolle pros, and probation, by showing that while awaiting trial, the client "has gotten a job, become a taxpayer, and is dealing positively with himself and his environment." Considerable emphasis is placed on utilizing existing social service agencies through effective coordination and referral procedures. (6:100-8)

Summary

Two major points emerged from the discussion of programs for youths and youthful offenders. First was the desire to involve the local community. Whether the proposal was for alternative homes, psychiatric care, probation, or rehabilitation, primary emphasis was placed on the importance of the neighborhood. "Most treatment experts feel that youngsters have a better chance at

rehabilitation if they are committed to treatment within their own communities and with the resources of that community available to them." (Ray 4:131) Although a detention home might be needed for some children, there is a great lack of small, low-keyed, non-institutional settings, where children could benefit from close personal contact with adults.

Further research on this topic was suggested by Robert Foltz of the Ward Home for Children who proposed a study of three types of child care institutions, the open community based home, the foster home, and the closed institution, hoping to show that the first alternative is best able to promote acceptable social development in youth and adolescence. (4:119-22)

The desire for community involvement raises the acute problem of community acceptance. "Until we get involved in a program that is going to have community acceptance, we are just kidding ourselves when we talk about community based service. Let's talk about reality." (5:152) In order to activate community resources, as so many witnesses hoped, attention must be paid to educating the public in its responsibilities. Until the community acknowledges its responsibility toward its young people, programs for group homes or treatment centers have little chance of success.

The second point raised in connection with youth was the need for coordination. Children need continuity of care, to be assured that they will not be abruptly returned to their families simply because their time is up. Nor should they be shunted endlessly from one agency to another. Council member Starrett was especially concerned with this problem of how preventive services should be coordinated given the variety of new services needed, those already available, and the many communities involved. One suggestion was for an independent community corporation, working with the cooperation of Juvenile Court and the MH/MR program. (Adler 8:67)

Judge Tamilia, stressing again the need for community services located as close to the child and family as possible, proposed a Youth Advocacy Board and a County Youth Service office. The Board would attempt to coordinate now fragmented services in order to provide resources other than Juvenile Court for resolution of major community problems. (4:179)

The major problem would appear to be how to preserve the desired neighborhood flavor and easy accessibility of preventive services while at the same time promote central coordination to reduce duplication of services and competition for funds.

III POLICE

Coordination

Many of the speakers concerned with police problems addressed themselves to the issue of coordination of police service. Richard Thornburgh, U.S. Attorney, made the following recommendations: (4:5)

- Activation of a County-wide police unit with exclusive jurisdiction over major criminal investigations and organized crime prosecutions . . . as well as providing backup service for local police.
- A reduction in the number by merger and consolidation of the County's 116 separate police forces, including the elimination of those 75 police forces with less than ten officers on duty.

He believes it necessary to eliminate the "fragmented mosaic of ill-equipped, ill-trained, undercompensated and, in many cases, outright corrupt, policing units" which now exist. Acknowledging the political opposition to this scheme, he nevertheless argues that the public will support it when they observe the improved service provided by coordinated units. (4:11)

The principal opposition to this proposal came from those who believe in the "neighborhood cop" concept, that crime control and prevention, especially for youngsters, is best provided by a local person who is familiar with the community. (Gaitens 5:32) Community control is also important, providing a situation where people can talk easily to their elected representatives about police problems. Even those opposed to the elimination of small police departments agreed, however, that a county-wide bureau of experts should be available

to assist and coordinate in special investigations such as those involving homicide or narcotics. (Gaitens 5:34)

Upgrading of Police Departments

Despite local opposition to the concept of a county-wide police, most speakers agreed with the goal of Mr. Thornburgh's proposal: the upgrading of police service.

Legal advice available to police officers on a 24-hour basis was suggested by Mr. Thornburgh and supported by Mr. Gaitens, Mayor of Crafton Borough. (5:34-5)

Better equipment particularly in the communications field, was the concern of Mayor Gaitens (5:41), Mr. Popovich, Mayor of McKeesport (7:45-7), and Charles Black, Chief of Police in Homestead. (8:21)

Elimination of political control over police departments was advocated by Mary Yakin of Wilkins Township (4:78) and by Errol B. Davis, former legislator from Homewood. (6:76)

Higher and uniform pay scales were advocated by Leroy Patrick as a means of attracting, and keeping good officers, and especially Blacks, into the police force. The fact that many officers "moonlight" in order to supplement their income detracts from their efficiency. (6:44)

Advanced training for officers was the concern of nearly all speakers, beginning with Mr. Thornburgh, who recommended legislation to establish minimum entry standards and training requirements for all police units. (4:4) Rev. Patrick spoke in more detail of the type of training necessary: "persons who go into police work would be trained in terms of

the needs of the community...to understand the total situation in which he is operating." He further suggested that officers be required to attend refresher courses periodically. (6:41-3)

It was the particular concern of the Black community, as represented in the hearings in Homewood, to improve what they perceived as poor and deteriorating relations between the community and the police. William (Bouie) Haden spoke at length of the impossibility for Blacks to obtain justice in our society.

You can go into a court where black people are being mistreated from the word go, from the time of the arrest, from the time of the complaint and where a policeman's word is taken as gospel over a Black man's word and especially where any white witness is taken as gospel over a Black man, where the racism that exists in the mind of the very judges that you must go before with the elected official, especially as prosecutors constantly referring to Black people whenever a crime is committed. (6:61-2)

He stressed the harrassment of Black people by police, a point also raised by Mr. Davis. (6:73) These speakers emphasized the need for more Black police officers, on duty in all communities, not just the inner-city, and on better training in human relations for all officers.

Lt. Westbrook of the Homestead Police Department spoke enthusiastically of the courses available at the Police Academy and at the Allegheny County Community College but regretted that more officers did not know about them. He further pointed out, as did other speakers, that in a small department it is difficult to release a man from duty so that he may further his education. (8:37-42)

Special police units such as those serving public housing projects were also discussed. Policing of vertical housing presents special problems which the ordinary police department cannot handle. David Washington of the Housing Authority described one such program which relied on painstaking recruiting and rigorous training to provide officers for 24-hour stationary service aimed at reducing crime and distrust of law enforcement officials in public housing. (4:40-54)

Another program has been in operation in McKeesport, which has isolated housing units inhabited by people who already feel themselves to be society's rejects, disintegrating families which produce severely maladjusted youths. A community police unit was designed to provide officers who could become members of the community, known and accessible to all. (Scheiner 7:31-3)

A different type of special unit was proposed by Jean Farrell, speaking on behalf of Block Clubs in the Hill District. They advocated using local residents, youngsters or adults, as a community police unit to cut down on petty crime. She believed that as friends and neighbors, such people would be better able to talk to youngsters and dissuade them from becoming involved in petty crime. (5:210-15)

IV THE COURT SYSTEM

Some changes in the functioning of the court system have been discussed above; others were proposed by U.S. Attorney Thornburgh, who noted that each component of the criminal justice system must function efficiently if the individual is to be effectively treated. (4:8-9) He proposed (4:5)

- Full time, adequately compensated, professionally chosen trial lawyers for both the District Attorney's and Public Defender's offices;
- A business-like approach by the criminal courts to the handling of cases, including court control over scheduling;
- Diversion of alcohol-and drug-related cases out of the courts, and of petty offenses to minor courts.

A plea for more research into the criminal court system was made by Robert W. Peirce, Clerk of Courts. He cited statistics showing that 40% of the people passing through the court were found not guilty, and concluded that too much police and court time was spent prosecuting cases which were unlikely to result in conviction. Further research might show that reform is more necessary than manpower, reforms in the law such as more degrees of homicide, higher fines for second offenders in gambling, alternative sentencing for those unable to pay court costs. (4:94-111)

Public Defender

The work of the Public Defender's Office was described by its Deputy Director, Ralph J. Cappy. Citing evaluations which have testified to its effectiveness and high calibre, Mr. Cappy defended the use of part-time personnel as the only way of acquiring highly competent persons when salaries are not competitive with outside work. He did

propose a period of tenure for the Public Defender, staggered, and not concurrent with the County Commissioners' term of office, and asked for additional staff in all divisions. (4:12-32)

Council Chairman Stokes raised the problem of defendants who found it difficult to come into the city to consult the office. He proposed a mobile office which would visit other communities in rotation.(4:39) Major Mason of NOW enterprises also mentioned the difficulty which people in McKeesport have in reaching the Public Defender's office. (7:53)

Arbitration

Three speakers testified to the need for alternatives to court procedures. Major Mason, for example, claimed that people have lost confidence in the Justice Department, a confidence which might be restored by community-based alternatives to criminal proceedings, such as mediation for first offenders with good character references. (7:54)

A more specific proposal came from John Shano, Regional Director of the American Arbitration Association. Through the opening of an Allegheny County office of the Center for Dispute Settlement certain types of controversies could be removed from the courts and resolved privately through arbitration. He referred to the Center in Philadelphia which has been involved in such areas as community disputes, racial controversies, prisons, conflicts between public employer and employee. The advantage of arbitration is that it is an informal proceeding where the rules of evidence do not apply. The arbitrator thus has greater latitude to examine the total setting of the dispute. The staff would be composed of arbitrators skilled in various fields. For community disputes, local residents who have some standing and reputation for impartiality would be selected and given

additional training. He cited a "fairly high" success rate and noted that the results of the arbitration can be enforced through legal proceedings. (6:50-60)

A community dispute resolutions center, or moot, was also suggested by Paul Wahrhaftig of the Pittsburgh Pretrial Justice Program. Noting that many societies have informal means of getting disputants together, he proposed a community center where juveniles, neighbors, and families could sit down with mediators for informal resolution of conflicts. Several models were cited, i.e. juvenile programs in the Bronx and Powhatan, and adult programs in Chester, Pennsylvania and Columbus, Ohio. (6:109-15)

Bail Reform

In addition to the Community Release Agency described above, James Spruill of the American Friends Service Pre-Trial Justice Program spoke of the need for organizations, focused primarily on the Black community, which expand the right to pre-trial release. Noting that twice as many Black people are detained as white people, and that people represented by Assistant Public Defenders are detained some 30% more than those represented by private attorneys, he proposed developing a staff, oriented towards the Black community, which would solicit church property, and properties owned by individuals connected to the churches, which would be used to post bond. The program would thus serve two functions: first, to provide bond for those unable to under the present system, and second, to increase community involvement in solving social problems. (5:16-23)

V OTHER PROPOSALS

Alcoholism

The recommendation that alcoholism be treated as a disease and not as a crime was made by speakers from alcoholism treatment agencies. In particular, it was urged that the Uniform Public Intoxification Act be passed so that the police "can take the public inebriate to a medical facility instead of throwing him in jail." (Lisle 8:46) The same speaker discussed with Council member Starrett the urgent need for more detoxification centers in Allegheny County, and, in general, for improved emergency medical treatment. (8:48-51)

Donald Martin from the Bureau of Vocational Rehabilitation agreed that city services are overloaded and more detoxification units are needed. He stressed the new problem of dispersal: few cities today have a clearly identified "Skid Row" but instead, alcoholics are dispersed throughout the city. He advocates community outreach, such as drop-in centers, or mobile vans, which will identify and attract persons with alcohol problems into the system of alcoholic services. The program should also provide detoxification, evaluation, and referral. (4:148-53) He further hoped that some way could be found to coordinate existing programs to eliminate duplication of service and proliferation of effort. (4:156)

Further proposals for expansion of medical services to alcoholics were offered by Peter Hoffman of the Salvation Army (5:83-9) and Dr. Charles Gavos of St. John's General Hospital. (5:200-8)

Rape

The speakers on rape were concerned primarily with improving legal and medical treatment of rape victims. Statistics from Washington, D.C., show that three rapes occur for every one that is reported. In order to combat rape and make streets

safer for women, the true incidence of this crime must be known. The speakers agreed that rape was a traumatic experience for the victim, and that insensitive treatment by police, doctors, or attorneys significantly reduces the number of women who will persevere through criminal proceedings. Their recommendations included:

- A police unit staffed by trained female officers.
 - Evaluation of treatment provided by local hospitals.
 - Education of women regarding legal requirements for successful prosecution.
 - Pre-trial counseling services.
- (Cindrich 5:127-33; Schultz 5:175-86; Feeney 5:187-98)

Prisons

More and better prisons was the recommendation of Maurice Mysels, Justice of the Peace in McKeesport. He noted that judges are often reluctant to sentence because of over-crowded conditions. He also recommended a separate institution for first offenders and young offenders whose crimes are non-violent. (7:6)

Brother Ralph, representing Vibrations II, submitted a proposal for a mini-bus to transport families from Pittsburgh to visit inmates in the State's penal institutions. Many low-income or welfare-supported families are prohibited, by the cost in time and money, from visiting imprisoned relatives. Brother Ralph stressed the need of the inmates to maintain contact with their families through regular visits. (6:90-9)

To benefit women offenders, a model community treatment center was proposed, to offer rehabilitative programs as well as pre-trial release. (Ray 4:131-2)

Drugs

Two drug programs were discussed, one a request from the Valerie Jean Parker Swan Memorial Foundation, Inc. (5:4), and the other a proposal for additional training for the staff of the Robert Boyd Ward Home for Children in drug-abuse treatment. (4:124-5)

Environment

David Hall, Clean Community Association, proposed an Environmental Enforcement Corps. Arguing that there is a close relationship between environmental quality and the crime rate, he suggested that involvement in environmental programs would promote local pride and offer a way to solve inner-city problems. He also questioned earlier use of funds to buy trucks which were now unused. (6:11-27)

VI CONCLUSION

A recurrent theme running through the five days of hearings was the need for alternatives, for providing services outside the present system. There were proposals for alternative schools, alternative homes, alternative dispute settlement methods, alternative bail mechanisms. This appears to reflect a wide-spread belief that the present criminal justice system cannot, or perhaps should not, attempt to cope with the multiplicity of complex problems for which our society is demanding solutions. Many speakers referred to the over-loading of the system, under-staffed police, over-crowded court calendars, over-worked probation officers and social workers, and in some cases proposed additional manpower as one solution; others proposed changes in the system which would relieve the pressure in certain areas.

The approach advocated by most speakers, however, was the neighborhood, or local community approach; that it is better to utilize existing community resources, or mobilize new ones, to treat pre-criminal and criminal behavior before it gets into the criminal justice system. The advantages of this approach are three-fold. First, by making fuller use of private agencies through supplemental funding, the over-loading of the system will be relieved, enabling it to serve better those remaining within it. Secondly, from the child's point of view, the chances of rehabilitation are greater if he/she is kept and treated in his/her own neighborhood. Thirdly, if effective coordination can be achieved, each community will be able to offer a broad range of services to its residents; speed of service and high accessibility are major goals.

Clearly, if the community alternatives are to succeed, coordination is a key problem. All too often, services are available but are unable to reach those in need until it is too late; they must

not only be available, but be seen to be available. An efficient system of inter-agency referral is one solution.

Another disadvantage of the community approach is that few communities are prepared to accept responsibility for youths and adults who manifest anti-social behavior. A continued program of public education will be necessary to ensure the acceptability of preventive and probationary programs.

With regard to the police, there is a similar dichotomy between community control and county coordination. The desires of the community are conflicting: for safe streets and personal contact, the neighborhood cop on the beat is ideal; for better communications and special investigative assistance, larger police units are indicated. It should be emphasized again that the Homewood-Brushton community was particularly concerned with methods of improving the relationship between Blacks and the police, through increased Black recruiting and extended human relations training.

APPENDIX A
INDEX OF SPEAKERS

<u>SPEAKER</u>	<u>DATE AND PAGE IN TRANSCRIPTION</u>
Adler, Peter. Director of Consultation and Education, Homestead Hospital	June 8: 62
Allen, Neal. Third Alternative	8: 111
Armstrong, James. Mayor of Homestead	8: 11
Berg, Bernice. Verona	4: 63
Bingler, John. Attorney	4: Att.
Black, Charles. Chief of Police, Homestead	8: 19
Bock, Beatrice. Family and Children's Service, McKeesport	7: 120
Bregman, Morton. Vocational Rehabilitation Center of Allegheny County	7: 88
Brother, Ralph. Vibrations II	6: 90
Cappy, Ralph J. Deputy Director, Public Defender's Office of Allegheny County	4: 18
Cindrich, Robert. Attorney	5: 126B
Curtis, Myra.	5: 68
Cushanick, George. Recreation Director, Borough of Wilkinsburg	5: 100
Davis, Errol B. Homewood	6: 73

DelPizzo, Leslie. Director, Mental Health/Mental Retardation Services, Homestead Hospital	8: 58
Dourado, Romelino. Executive Director Arlington Heights YMCA	5: 95
Dyson, David. Glenwood Hazelwood Community Mental Health Team, Western Psychiatric Hospital	5: 165
Ethridge, James. McKeesport Housing Authority	7: 26
Evey, Patricia. Public Affairs Chairperson, Pennsylvania Federation of Women's Clubs	4: 85
Farrell, Jean. Pittsburgh	5: 210
Faulk, Harry R. Superintendent, McKeesport Area School District	7: 138
Fedel, Arthur. Executive Associate Dean, School of General Studies, University of Pittsburgh	5: 109
Feeney, Ann. Pittsburgh Association Against Rape	5: 187
Foltz, Robert S. Director, Robert Boyd Ward Home for Children	4: 119
Gaitens, Larry B. Mayor of Crafton	5: 31
Gavos, Charles. St. John's General Hospital	5: 198
Glenn, Claude. Coordinator of Crime Committee, 24th Legislative District Task Force	6: 123
Guthery, Armistead L. Executive Director, South Hills Area Council of Governments	8: 84

Haden, William (Bouie). Homewood	6: 61
Haer, John. Youth Strike Force, Health and Welfare Association of Allegheny County	5: 56
Hale, David R. Clean Community Association	6: 11
Hoffman, Peter. Salvation Army	5: 75
Johnson, Ronald. Mon-Yough Council on Drug Abuse	7: 60
Koger, Ralph. Pittsburgh Housing Authority	6: 27
LaDonne, Ralph. McCandless Township Police Department	5: 2
Lenhardt, Stephen W. Associate Administrator, Allegheny County Mental Health and Mental Retardation Program	4: 166
Lisle, John. Chairman, Alcoholism Committee, United Mental Health	8: 43
Lorrey, Meladine. Community Release Agency, Inc.	6: 100
Lotecka, Llynn. Executive Director, Mon-Yough Council on Drug Abuse	7: 72
McIlvane, Donald. Pittsburgh Area Religion and Race Council	6: 81
Martin, Donald. Bureau of Vocational Rehabilitation	4: 148
Mason, Major A. NOW Enterprises, Inc.	7: 52
Mysels, Maurice. Justice of the Peace	7: 2

Parker, Alberta. Valerie Jeanne Parker Swan Memorial Foundation, Inc.	6: 2
Patrick, Leroy. Bethesda Presbyterian Church	6: 37
Peirce, Robert N., Jr. Clerk of Courts Allegheny County	4: 94
Popovich, Zoran. Mayor of McKeesport	7: 42
Powell, Jeffrey. South Hills Child Guidance Center	8: 2
Prestia, Clay. Youth Strike Force, Health and Welfare Association of Allegheny County	4: 54
Pribanic, John. Mayor-elect, City of McKeesport	7: 78
Rawlings, William. Director, Pittsburgh Street Academy	5: 42
Ray, James. Chairman, Citizens Education Action Group for Criminal Justice	4: 127
Richardson, Ruth. Three Rivers Youth	5: 137
Rodgers, Ralph.	7: 115
Roth, Marvin J. McKeesport YMCA	7: 17
Rothman, David. Allegheny County Bar Association	5: 153
Rothman, Stewart. Greater McKeesport Children's Service Council	7: 129
Scheiner, Edith. Chairperson, McKeesport Housing Authority	7: 31
Schultz, Leroy. Pittsburgh Action Against Rape	5: 174

Shano, John. Regional Director American Arbitration Association	6: 50
Smith, Howard. Arlington Heights YMCA	5: 90
Spruill, James. Pre-Trial Justice Program, American Friends Service Committee	5: 15
Struber, Joan. Mon-Yough Council on Drug Abuse	7: 65
Tamilia, Patrick R. Judge, Juvenile Court	4: 177
Thornburgh, Richard. U.S. Attorney	4: 2
Wahrhaftig, Paul. Pittsburgh Pre- Trial Justice Program, American Friends Service Committee	6: 109
Washington, David. Legal Counsel, Pittsburgh Housing Authority	4: 40
Westbrooks, Charles. Homestead Police Department	8: 31
White, Kermit. Homestead	8: 104
Wilson, Charles. Homestead	8: 118
Yakin, Mary. East Pittsburgh	4: 77

APPENDIX B
INDEX OF TESTIMONY

abuse center, (see also advocate)	Black Community
4:184, 190-2	5:18, 22, 26
Accelerated Rehabilitation	6:61-77, 124-30, 132, 134-5
Disposition Program	7:54, 62-4
4:133, 143, 146-7	Bureau of Vocational Rehabilitation
5:63	4:157
6:106	5:205
addict	Center for Dispute Settlement (see also arbitration)
4:16-17, 159	6:52, 56, 57
5:48-9	Citizen Education/Action Group for Criminal Justice
7:102	4:128-9, 141
advocate, children's	community center
4:131, 136-7, 197	5:100-5
5:62	6:112-3, 118
8:64, 71-5	8:130
agencies, community	community, participation of
4:58, 133, 149-53	4:41, 88, 134, 142, 187-8
5:140, 145	5:4, 6, 21, 147-53, 66
6:101-3	6:111, 90, 101-3, 110-2, 116, 124
7:89-115	7:130, 137-8
alcohol	8:3, 62, 105-10
4:6	community, programs
6:2	4:7, 126, 130, 148-53, 178, 180
7:92	5:16-17, 61, 88, 137, 140, 165-74, 210-15
8:120, 131-2, 135	6:13, 15-20, 54-61, 72-3, 92-4, 112-5
alcoholics	7:32-3
4:16, 148-66, 170	8:62, 63-4, 122
5:83-9, 199-209	Community Release Agency
8:44-57	5:19, 26-7
Alcoholics Anonymous	6:100-8, 121
5:87	Community Services Officer
American Arbitration Association	8:76-7
6:50-2, 119	Constable
arbitration	7:7-8, 11-17
6:51-61, 109-121	
7:54	
attorneys	
4:26, 30, 33-4	
5:154-64	
6:102	
7:5	
bail	
5:16-31	
6:100	

coordination
4:156,179
5:142
7:80-2,132
8:8-10,60,66-71,77
correctional institutions,
(see prisons)
Councils of Governments
8:84-104
counseling
4:56,182,192,197
5:60,61,65,166,192-3,201
7:130,141,145
8:129
counseling, vocational
7:89-90,93,98-9
court costs
4:99-103,115-18
Courts
4:6,95-118,178
5:116
6:53
Courts, minor
4:6
7:3-17
crime
4:79-81,96-7
5:165
6:31-2,67-8,126-9
7:23,30,73-4
8:11-13,53-6,112-8
crime, prevention of
4:4,40-1,55,58,86-8,134,
167-8,177,193-6
5:100,157
7:39,97,108-9,139-41,149
8:2-5,60-2,114-5
criminal justice system
4:2,3,7-8,12,94-118,127,
137-8,154,167,180
5:110-124,138-9
6:61-72,92,105,110
7:108-9,130,149
8:76,79

criminal law
5:110-24,155
crisis intervention
4:150,168,172
7:130-1,132-3
8:5-6,64,119,129-31
Cross Roads Program
5:208
detention
4:7,60,69,89,129
5:142-3
7:135
detoxification, (see
alcoholics)
discrimination, (see also
police, black)
6:57-8,83-4,87
District Attorney
4:22-3,29,31,35,132,139,
146-7
5:35,136,194-5
6:106
8:53,105,107,115,117
drug abuse
4:124,159
5:10,115
6:2-11
7:44-5,60-2,92,139
8:120,131-3,135
education, public
4:88,127-8,131,133
6:128
8:56,113-4
employment, (see
rehabilitation)
environment
6:12-27
evaluation
4:19,32
5:99
ex-offenders
4:14-17,86
5:85

Family & Children's Service,
McKeesport
7:120-1
first offenders
4:87
5:61,77,82
7:6,54
foster homes, (see group homes)
fund, funding
4:2,13,19,42-3,58,86-8,
104-5,121,124,141,161
5:13-14,27,30-1,38,80,
95-7,104-9,133-135,141,
156,162,181,194,203
6:4.10,56,96,115,121
7:24,103,113-4,121-2,148
8:25,64
Glasser, William
7:66-8,75
Governor's Justice Commission
4:57-8,134-6
5:110-124
6:86-7,124
Greater McKeesport Children's
Service Council
7:129,133-4,137
group homes
4:7,56,59-60,69,87,
119-22,129-32,181-3
5:61,137,143-53,202
7:55,120-9,131-2,134-7
8:7,63,65-6
gun control
4:69,74-6,84
6:69-70
half-way houses, (see group
homes)
Health & Welfare Association,
Allegheny County
4:54
5:57
housing, public
4:40-53
6:30-1,33,57-8
7:25,27-42,50,78,80-1

Justice of the Peace,
(see magistrates)
juvenile, (see youth)
Juvenile Court
4:19,59,64,82,87,130,
168,179
5:51,76-78,93,166,169-72
7:4,94,122,123,125,128,
135,144
8:6,9,65,67-8,96,119,122
law mini-course
5:154-64
local government
4:14
5:36-7
8:84-104
Magistrates
4:36
6:60
7:3-17
8:32-7,120
mediation, (see arbitration)
mental health
4:168-9,175-6,182
5:165-73
7:93
8:5,9-10,56-7,59,64,
67,77,79-81,120
Mental Health and Mental
Retardation
4:172,179
8:3,5,59,64,67,69-70,77
Metropolitan Tenants
Organization
4:40,52
Middle Earth Agency
4:68,73-4
Mon-Yough Council on
Drug Abuse
4:89
7:44,60,64,65,69,139
Mon-Yough Mental Health and
Mental Retardation
Center
7:129,133

moot, (see arbitration)
 Neighborhood Legal Services
 4:19, 20, 23, 31, 136
 5:74
 6:136
 newsletter
 5:117-8, 119-21
 outreach
 4:149, 152, 164, 168
 5:59, 84
 penitentiary, see prisons
 Philadelphia People's Bail Fund
 5:20
 plea bargaining
 4:34-5
 police
 4:4, 70-5, 78-81, 109, 111,
 169, 172-4, 185-6
 5:4-13, 32-8, 136, 182-3, 193-4,
 210-15
 6:38-50, 63-6, 69-72, 73-7, 81-90,
 105, 114, 116-7, 124-35
 7:4, 32-42, 43, 45-51, 79, 116-19
 8:12, 16-17, 20-43, 45, 88-90,
 93-100, 112
 Police Academy
 4:49
 8:22, 29, 38, 100
 police, Black
 4:48-9
 6:28-37, 46, 83-4, 87-90,
 125-6, 134-5
 police communications
 5:41-2
 7:45-9
 8:89
 police, county
 4:5, 176
 5:33-6
 6:28, 35
 8:93
 police, female
 5:133, 136, 182-3
 police, hardware
 4:68-9
 7:45, 47-9
 8:21, 28-30
 police, housing authority
 4:41-53, 67, 69
 5:212
 6:31, 33
 7:27-42, 50, 78-9
 police, juvenile officer
 5:3-13
 police, legal advice
 4:5-6
 5:34-5, 40
 8:89
 police, mergers
 4:9-10
 5:32-8
 6:48, 81-3, 88-90, 130
 8:24-8, 40, 90-2, 96-9
 police, recruitment
 4:46-7
 6:30, 36
 7:37
 police review board
 4:73
 6:125
 police, salaries
 4:48
 6:44-5, 47, 48
 police, training
 4:4, 42, 49-50, 173
 5:40
 6:39-44, 47, 48, 84-6, 130
 7:53, 79, 116-19
 8:22, 29, 37-43, 89
 preliminary hearings
 4:38-9
 5:19
 Pre-Trial Justice Program,
 American Friends Service
 Committee
 5:16
 6:109

pre-trial release
 6:100-7
 prisons
 6:53, 90-9
 7:5-7, 91, 93, 95, 102-3
 probation
 4:15, 87, 107, 132, 180-1
 5:76-83
 7:103, 108
 8:64, 77
 probation officers
 4:7, 118, 139
 5:62, 167, 169, 173
 7:140
 8:78
 public defender
 4:11, 18-39, 105, 136
 5:18
 7:53-4, 56
 8:53
 rape
 5:126B-136, 175-86, 187-98
 6:68
 recreation
 4:65, 68
 5:60, 67, 90-4, 98, 100-6
 6:15
 7:21-6, 51-2, 56-60, 90-1
 rehabilitation
 4:15, 130-3, 148, 155, 164-6
 5:63, 145, 201, 205-6
 6:91, 95, 101-7
 7:88-114
 research, child care
 4:119-22, 126
 research, criminal court
 4:94-105, 112-15, 182
 research, police
 6:133
 research, preventive
 5:170
 research, rape
 5:191-2
 runaways
 4:56, 70
 Salvation Army
 4:153
 5:75-89
 St. John's Hospital
 4:150, 155, 157-9
 8:46, 49
 schools
 4:83-4, 89
 5:7, 10-11, 43-56, 59-60,
 103, 154-64
 7:51-2, 56-60, 66-72, 74-6,
 112-3, 140-2, 145-52
 8:61, 120, 121-8, 133-4
 schools, alternative
 5:44-56
 7:141-2, 146-52
 sentencing, alternative
 4:98-104
 shelters, (see group homes)
 Street Academy Program
 5:46-56
 Summons Citation Program
 6:105
 prostitution
 4:100-1
 8:104-110
 symposium
 4:128, 133, 138
 Teen Watch
 5:101, 108
 Three Rivers Youth
 4:59, 69
 5:137
 tutoring
 4:91, 197
 Uniform Public
 Intoxification Act
 8:44, 46
 United Mental Health
 8:10, 43, 44

Vibrations II

6:90-7

victim compensation

6:131,135

visual aids

5:13.14

Vocational Rehabilitation

Center of Allegheny

County

7:88

volunteers

4:86-7,132,182

5:76-83,154-64

Ward Home for Children

4:124

YMCA, YWCA

4:179

5:7,90-9

7:17,19-26

Young Presidents Organization

4:16

youth

4:63-6,79,83-4,86-7,120-1,193

5:43-4,47-9,55,57-68,90-9,

100-6,137,165-74

6:112-4,3,6-0,127

7:61-4,74-6,112,139-40

8:120-8

youth centers

5:59,60,66-7,100-5

youth, programs for

4:55-7,129-31,168-9,182-6,194-6

5:10-12,43-50,57-62,91-9,100-5

6:6-9

7:18,20-2,51-2,55,120-09,130-7,138-52

8:3-7,60-2,63-4,66,71-6,120-2,130

youth service bureau

4:55,87,130,179

5:60

women

4:131,143-6

5:126B-136,175-86,187-98

6:68,83

END