

THE CAMP HILL PROJECT:

AN ASSESSMENT

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THE CAMP HILL PROJECT: AN ASSESSMENT

By

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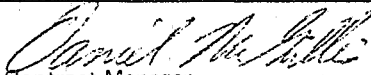
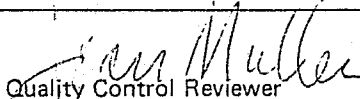
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Introduction

The Office of Juvenile Justice and Delinquency Prevention (OJJDP), Law Enforcement Assistance Administration, awarded a discretionary grant to the Pennsylvania Governor's Justice Commission in August, 1975 for a "major program to provide alternatives to correctional institutionalization for serious juvenile offenders"¹. The project had two objectives; (1) the removal of the 392 juveniles incarcerated at the Camp Hill Penitentiary to community-based programs throughout the state, and (2) the provision of a network of community-based services for youth referred directly from the courts who would have been placed in Camp Hill prior to the development of the new services.

The Pennsylvania Department of Public Welfare (DPW), Office of Children and Youth served as the subgrantee for the grant, and the Center for Community Alternatives (CCA), a private, non-profit organization, received a contract from the Department to develop and maintain the program. The LEAA grant totalled \$1,967,569 and was provided for the period from September 5, 1975 to September 4, 1976. The state supplemented the LEAA funds both through the Center for Community Alternatives and also through the development of related programs.

In September, 1976, OJJDP requested contractor assistance to develop two reports regarding the project; (1) a report assessing the objectives, accomplishments and problems of the project's first year; and (2) a report on the feasibility of conducting an impact evaluation of the project. The first report is presented here.

This assessment study was not intended to be a full scale evaluation of the Camp Hill Project but rather a study of the project's context, objectives, and accomplishments based upon project and state agency generated documents. Very limited amounts of original data were gathered. The assessment study was conducted during an eight week period in the fall of 1976 and involved the analysis of documents, correspondence, and case data, and interviews with individuals related to the project. Relevant document sources are listed in Appendix 1.

Interviews were conducted with Center for Community Alternatives, Department of Public Welfare, and State Planning Agency officials directly related to the project. The staff of numerous groups who had studied the CCA were also interviewed including those of the Auditor General, the Joint Legislative Committee on Budget and Finance, the House Judiciary Committee, the Senate Committee on Aging and Youth, and the Senate Judiciary Committee. Staff of the Juvenile Court Judges' Commission were interviewed as well as ten individual juvenile court judges. Judges were chosen to represent likely users of CCA services. Statistics prepared in the original grant application indicated that 54% of the youth detained at Camp Hill had been committed by juvenile court judges in Philadelphia (103), Pittsburgh (62) and Harrisburg (45). The other 182 youth had been committed by judges in 45 scattered counties across the Commonwealth. Furthermore, an analysis of the location of the service providers contracted through CCA indicated a concentrated effort to provide local programs to serve this particular population of youth. It was with these thoughts in mind that we chose to conduct our interviews principally with judges in these three cities who would presumably have had the most contact with the Camp Hill Project.

Ten Camp Hill Review Panel members were interviewed and the members were chosen to represent a wide range of geographical diversity and differences in occupation. Ten program sites were visited briefly as part of our study. These visits were primarily conducted to gather information on the relationship of CCA to its vendors and were only secondarily concerned with a detailed accounting of specific program histories and operations due to time and fiscal constraints. The two Youth Development Centers at which secure units were developed were also visited due to their critical importance to the Camp Hill Project. Programs were selected largely to fill in gaps in the available documentation on all secure facilities and community advocate programs. Since the Department of Public Welfare report on the Lehigh Valley Opportunities Center secure unit in Weaversville (Northeastern Region) was already

available, our site visits focused on the Youth Resources, Inc. secure unit in Harrisburg (Central Region) and the two YDC facilities at New Castle (Western Region) and Cornwells Heights (Southeastern Region). Visits were also made to the three community advocate programs operating in the state: the Pennsylvania Youth Advocate Program (serving the Central and Northeastern Regions), the Opportunities Industrialization Center in Philadelphia (Southeastern Region) and the YMCA Metro Program in Pittsburgh (Western Region). Group homes in three regions were visited, the Alternative Rehabilitative Communities home in Harrisburg (Central Region), the St. Josephs House home in Pittsburgh (Western Region) and the House of Umoja in Philadelphia (Southeastern Region). A DPW report on the Transitional Living Center group home in Williamsport (Central Region) was also available. Needs assessment programs were not visited because they had been absorbed into the DPW and reports on earlier needs assessments activities were available from the Auditor General and the Camp Hill Panel (see Appendix 5). Foster home and outward bound programs were not visited due to their limited use as placements by the Center for Community Alternatives and the need to be selective in the number of program sites visited. The Camp Hill Penitentiary was also visited. Appendix 1 provides a listing of the individuals interviewed at the various agencies as part of our study and lists the questions presented to juvenile court judges and to members of the Camp Hill Review Panel. Other individuals were asked questions relevant to their type of contact with the project.

Systematic data regarding all program vendors and 335 Camp Hill project youth were collected by the DPW for the Joint Legislative Committee on Budget and Finance. These data were collected on special DPW data forms and copies of these data were given to us by the DPW and were analyzed as part of our study.

This report has four major sections. Section 1 provides a discussion of the project's development, organization, and operations. Section 2 presents evidence regarding the degree to which the project achieved its stated and implicit goals. Section 3 summarizes the expenditures of the project, and discusses the possibilities for determining the cost effectiveness of the project. Finally, section 4 provides a list of major findings, including strengths, weaknesses, and major problems encountered.

1.0 Project Development and Organization

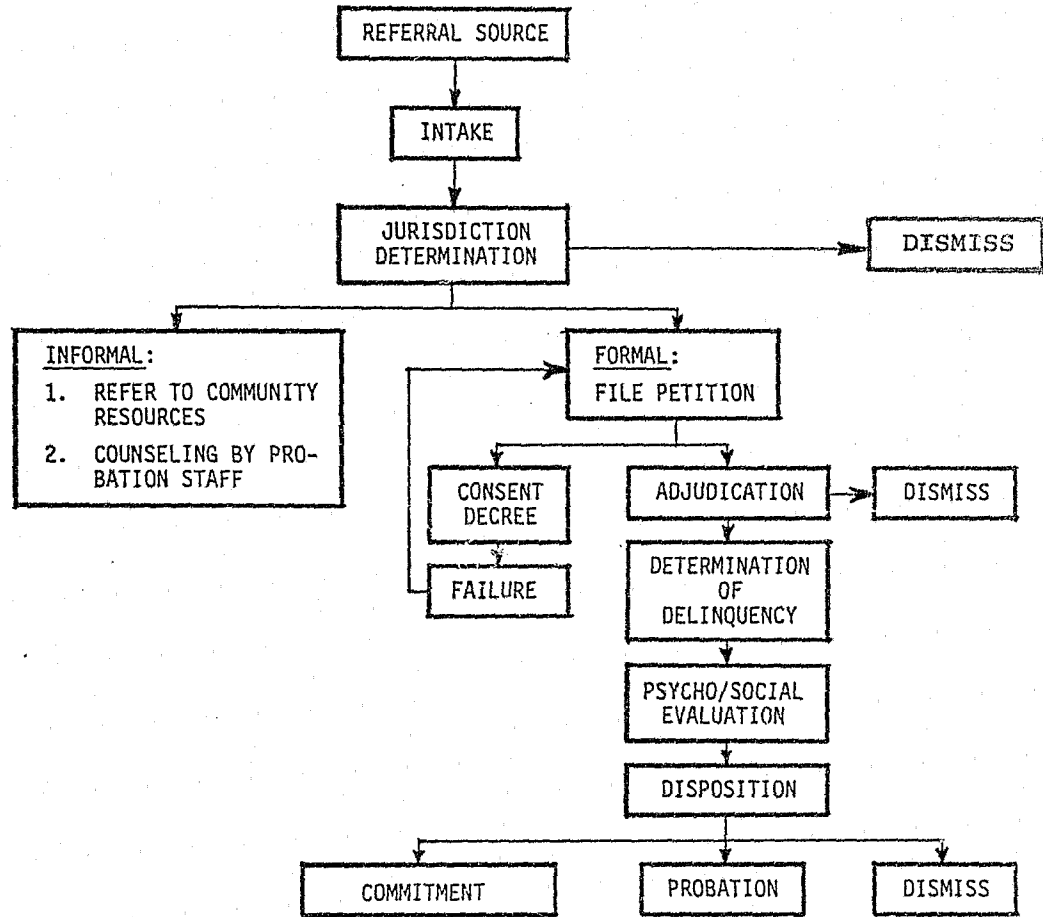
1.1 Juvenile Justice in Pennsylvania Prior to 1975

The Camp Hill Project is the second national experiment in establishing a statewide system of alternatives to incarceration for adjudicated youth.² As such, it is best understood and viewed in its historical context. The juvenile justice system of the Commonwealth of Pennsylvania, in its broadest terms, is comprised of various local community agencies, state agencies, police, courts, school boards, etc. The structure of the system operates to divert many youth from intensive involvement with the system. A DPW Task Force Report titled Juvenile Justice: A Stance for Cooperation published in 1974 reported that out of 92,000 juveniles who came to the attention of the various enforcement agencies in the Commonwealth during 1971, 45,000 were referred to the courts, 15,000 were adjudicated delinquent and/or neglected, and less than 4,000 were ultimately institutionalized. The Juvenile Justice Act of 1972 established the current juvenile justice procedures, and a flow diagram of the system is presented in Figure 1. As indicated, the process begins with a referral to the juvenile court. Referrals typically come from one of four sources: private citizens, service agencies (including schools), other jurisdictions and the police.

Upon receiving a referral, the probation staff at intake make the first critical decision: jurisdiction. If the youth is judged not to be in the juvenile court's jurisdiction, the juvenile is released. If the juvenile is judged to be in the court's jurisdiction, he may still be diverted at the intake level. This can be done in one of two ways (as noted in Figure 1). First the probation staff may refer the child and/or parents

Figure 1

PENNSYLVANIA JUVENILE JUSTICE SYSTEM



to a local service agency licensed and certified by the DPW. If that agency is willing to accept the referral, all processes cease for up to three months until a status report is transmitted to the office of probation. Barring further complications, the process ends at that point. A second informal disposition (diversion) involves direct counseling by the probation staff which must be agreed to by the parents. The Pennsylvania Juvenile Court Act of 1972 requires that the child not be detained during this process unless it is necessary in order to protect the person or property of either the child or others; there is a real chance the child may leave the jurisdiction; or the child has no parent or guardian capable of insuring the child's care and return to the court.

The probation staff, at this stage, may also choose the more formal mechanism of filing a petition for court action. However, non-formalized diversion may still be effected prior to adjudication through the mechanism of a consent decree by which the parties agree to suspend the proceedings if the juvenile agrees to a specific program of supervision. The decree may remain in effect for six months, and if successfully complied with, it marks the end of all proceedings.

An alternative formal procedure is to move to have the juvenile certified as an adult, if in the court's judgment the juvenile requires the sanctions available in the adult courts.

If a petition has been filed in juvenile court and diversionary actions have not been used, or if such efforts have proven unsuccessful, an adjudicative hearing is held and a determination of delinquency (or lack of it) is made according to the due process standard of reasonable doubt. If the child is found to be delinquent he may be subject to medical/psychological evaluation after which that evidence and any other relevant information is presented during a disposition hearing.

The final sentencing authority rests with the juvenile court judge. If a youth is found to be delinquent, the judge has had four sentencing options:

- Release to parent or guardian. This may, of course, be subject to varying degrees of freedom or to specific conditions imposed by the court including probation, training, education and/or medical treatment.

- Foster care placement. If the court deems it to be in the best interest of the child, it may choose to place that child in a foster home, or in a public or private group home which has been certified and licensed by the DPW.
- Commitment to a secure or semi-secure institution (public or private and licensed by DPW) for a period of up to 3 years (or not more than the maximum adult sentence for the same offense, whichever is less). These institutions include state owned Youth Development Centers, Youth Forestry Camps, which are run by the DPW, and privately run training schools for delinquent youth.
- Incarceration at a maximum security facility (maximum in terms of juvenile facilities) operated by the Department of Justice at the Camp Hill Penitentiary.

This latter option was intended to be used sparingly and to be reserved for only the most serious offenders. As the original grant application notes, of the approximately 3,100 institutionalized youth during 1974, 300 were at Camp Hill. The fact of their incarceration at an adult facility gave rise to serious questions as to the adequacy of the environment and the rehabilitative treatment opportunities. As the first year grant application points out, the following conditions were present at Camp Hill:

- Juvenile offenders are separated from adult offenders most of the time but all live in what can only be described as an adult prison environment.
- Youths arriving at the prison spend 60-90 days in solitary barred cells for approximately 20 hours per day, leaving the cells only for meals and short exercise and recreational periods (during which time most sit on benches in the corridor and watch TV).
- Discipline is exercised by isolating youth in a double-locked, two-tier cell block of solitary cells 24 hours a day.
- All youth are confined to solitary cells on cell blocks that the National Advisory Commission on Criminal Justice Standards and Goals, in its corrections volume comparing maximum and medium security correctional centers, would describe as maximum security.

- No systematic, regular individualized counseling or group therapy program is available to these youth.
- Average length of stay is one year and one month.

The unattractiveness of the Camp Hill sentencing option was evidently in the minds of the authors of the 1972 Juvenile Justice Act for the Commonwealth of Pennsylvania. Section 27 of that Act provides that ". . . a child shall not be committed or transferred to a penal institutional or other facility used primarily for the execution of sentences of adults convicted of a crime, unless there is no other appropriate facility available, in which case the child shall be kept separate and apart from such adults at all times." However, the drafters also recognized a need for sentencing alternatives for especially serious juvenile offenders and so provided them in Section 25 of that Act, allowing for commitment to a "special facility for children operated by the Department of Justice." There is no other such facility except Camp Hill and Section 25 of the Act is a clear reference to it.

Despite the implicit reference to it in the 1972 Act, sentencing to Camp Hill came under increasingly intense fire for being inappropriate and inconsistent with the DPW mandate for the care and rehabilitation of delinquent youth. In 1973, the sentencing of delinquent youth to Camp Hill was challenged in the courts. Commonwealth ex rel. Parker, Appellant v. Patton, (225 Pa. Superior Crt. 217, 1973) was a Habeas Corpus action brought to appeal an order committing a juvenile to Camp Hill. The basis for the appeal was that "Camp Hill no longer qualifies as a place for commitment of delinquent children under the Juvenile Act of December 6, 1972." The opinion of the court was that the Act does not prohibit such commitments (and in fact cites Section 25 as a direct reference to Camp Hill). However, the opinion goes on to discuss the reason for the nature of the allowable incarceration; Camp Hill must be used until additional facilities for serious juvenile offenders can be established. But while being used, Camp Hill staff must take all necessary steps to keep the juvenile and adult populations separate. The opinion stated, "We direct Camp Hill authorities to provide separate facilities for the needs of the two groups, or to provide for

the separate use of the same facilities avoiding at all times any intermingling of the two groups." The end result was the conditions described in the grant application and cited above in which the separation forced juveniles to sit idle in their cells for as many as 20 hours per day. As juveniles continued to be sentenced to Camp Hill and their numbers increased, the situation grew even more disquieting. In 1973 an inter-agency evaluation committee to study juveniles at Camp Hill was established under the leadership of Ms. Patricia Quann of the Governor's staff. The committee included members of the Department of Public Welfare, the Bureau of Corrections and the Juvenile Court Judges' Commission. The committee developed a detailed report categorizing the treatment needs of the Camp Hill youth and recommending alternative placements. A copy of the committee's final report is reproduced in Appendix 2. No immediate action resulted from the report.

At the end of 1974, Governor Shapp invited Dr. Jerome Miller to join his executive staff. Dr. Miller had been the Commissioner of the Department of Youth Services in Massachusetts between 1969 and 1973 during which time he primarily devoted his energies to closing the juvenile correctional institutions. He then moved to Illinois where he served as Director of the state's Department of Children and Family Services prior to coming to Pennsylvania. Miller's role as an aide to the Governor did not provide him with line authority over state juvenile corrections operations. It was anticipated however, that Dr. Miller would be able to encourage state agencies to deinstitutionalize the juvenile system. The situation at Camp Hill Prison gained Dr. Miller's immediate attention. He publicly declared the situation at Camp Hill to be a "public disgrace", and set out to prepare a proposal for federal funds to provide alternative placements for the 392 juveniles incarcerated at Camp Hill.

1.2 Development of Camp Hill Project

1.2.1 Grant Application to LEAA

Working through the Governor's Justice Commission (GJC)* the DPW prepared a grant application that was ultimately submitted to the Office of Juvenile Justice and Delinquency Prevention, LEAA, in April of 1975. The application indicated that the implementing subgrantee would be the DPW in its capacity as administrator of the Commonwealth's juvenile justice programs.

However, shortly after drafting and submitting the grant application, the DPW and SPA were forced to submit an addendum as a result of a major policy change in the juvenile justice system. On April 15, 1975, Attorney General Robert Kane wrote to Ernest Patton, superintendent of the Camp Hill facility, informing him that in his opinion the continued commitment of youth at the Camp Hill facility was in direct violation of the Pennsylvania Juvenile Act of 1972. Specifically, he stated that the Camp Hill Facility was in violation of Section 27 of the act which provided for the separation of adults and juveniles. As a result, Attorney General Kane stated that he was setting an August 15 deadline for terminating commitments to Camp Hill and was requesting a review of the status of the juveniles currently incarcerated there.

Although efforts to remove youth from the prison had been pursued by some legislators and state officials since 1955 and had led to the grant application to LEAA, the Attorney General's opinion was not met with a unanimity of approval. While some applauded the decision as necessary and appropriate, others found it less palatable due to the fact that no alternative facilities had yet been developed.

*The GJC is the Criminal Justice State Planning Agency in Pennsylvania and is responsible for control of LEAA block grant funds.

Many judges interviewed stated that they were non-supportive of the order. Some approved of Camp Hill as a dispositional alternative. Others simply reiterated the Parker decision: "It is clear that there are no other more appropriate facilities available in Pennsylvania than those provided at Camp Hill. We must therefore deal with what we have" (225 Pa. Superior Court 217, 221, 1973). Many judges apparently saw the opinion as infringing on their choice of sentencing alternatives by removing a secure option for serious offenders while providing no immediate alternative. The recurrent debate concerning the most appropriate allocation of juvenile sentencing power was heightened by the Attorney General's letter. The Attorney General was aware of the potential problems caused by the lack of alternative secure facilities and stated in his letter to Superintendent Patton:

This Department will seek the cooperation of all judges in the State in order to prevent further commitments of deprived or delinquent children to Camp Hill. In this regard, this Department must provide a major commitment to assist the judiciary in finding alternative placements for these children. You are advised that this Department will resist through all lawful channels the placement of any deprived or delinquent child in Camp Hill after August 15, 1975, and that appropriate action will be taken to review the status of juveniles now incarcerated.

The grant application addendum indicated the urgency of the program in light of the Attorney General's order. Projects for alternative placement needed to be developed and needs assessments of the youth incarcerated at Camp Hill were necessary for placement decisions. Also, policies for assisting the judges in arriving at placement decisions had to be developed. The speediest and most efficient method of mobilizing, it was decided, was through the purchase of service mechanism. It was mentioned in the DPW grant addendum that such a strategy could avoid the bureaucratic delays in the DPW that are necessarily concomitant with the development of a new system. The authority to go outside the agency was found in the State Procurement System which permits the Department to both establish and subsequently contract with a private not-for-profit corporation formed for the express purpose of establishing a needed service and one

which no existing agency has expertise in providing. Precedent for such a policy could be found in the establishment of the Pennsylvania Legal Services Agency.

Thus, on May 6, 1975, the Center for Community Alternatives, Inc. (CCA) was incorporated as a not-for-profit corporation, with the general objectives of relocating youth incarcerated at Camp Hill and developing a range of dispositional alternatives for juvenile court judges. An August 8 memo, which followed an August 5, 1975 meeting between Regional LEAA Office personnel and DPW and SPA staff, gave the Regional LEAA Office's approval of the use of CCA for project implementation.

DPW also modified the size of its proposed budget prior to award of the grant. Budgetary changes are cited in a DPW grant addendum as follows:

As was outlined in the First Supplementary Information paper, the original request for LEAA Discretionary Funds was reduced from \$2,610,849 to \$2,454,049, due to the fact that the Department of Public Welfare was able to obtain funds for the \$156,800 assessment cost through Title XX of the Social Security Act.

The Department of Public Welfare is now further reducing the request for LEAA funds from \$2,467,596 (this includes the \$13,520 increase in vehicle cost) to \$1,967,569 in anticipation of obtaining a supplementary transfer of funds of slightly more than \$1,111 per youth or \$500,000 from the Adult Corrections Division of the Department of Justice to assist in absorbing these youth in the Department of Public Welfare programs. Thus while the total cost of the grant (\$3,624,367) does not change, LEAA funds requested for the first year are \$1,967,569.

During the spring of 1975, while the project was getting underway, Dr. Miller moved from his position in the Governor's office to the DPW, where he assumed the position of Commissioner of the Office of Children and Youth. Among other responsibilities, the position placed Dr. Miller in immediate control of the Camp Hill project.

1.3 The Evolving Organization of the Center for Community Alternatives

1.3.1 Original CCA Organization

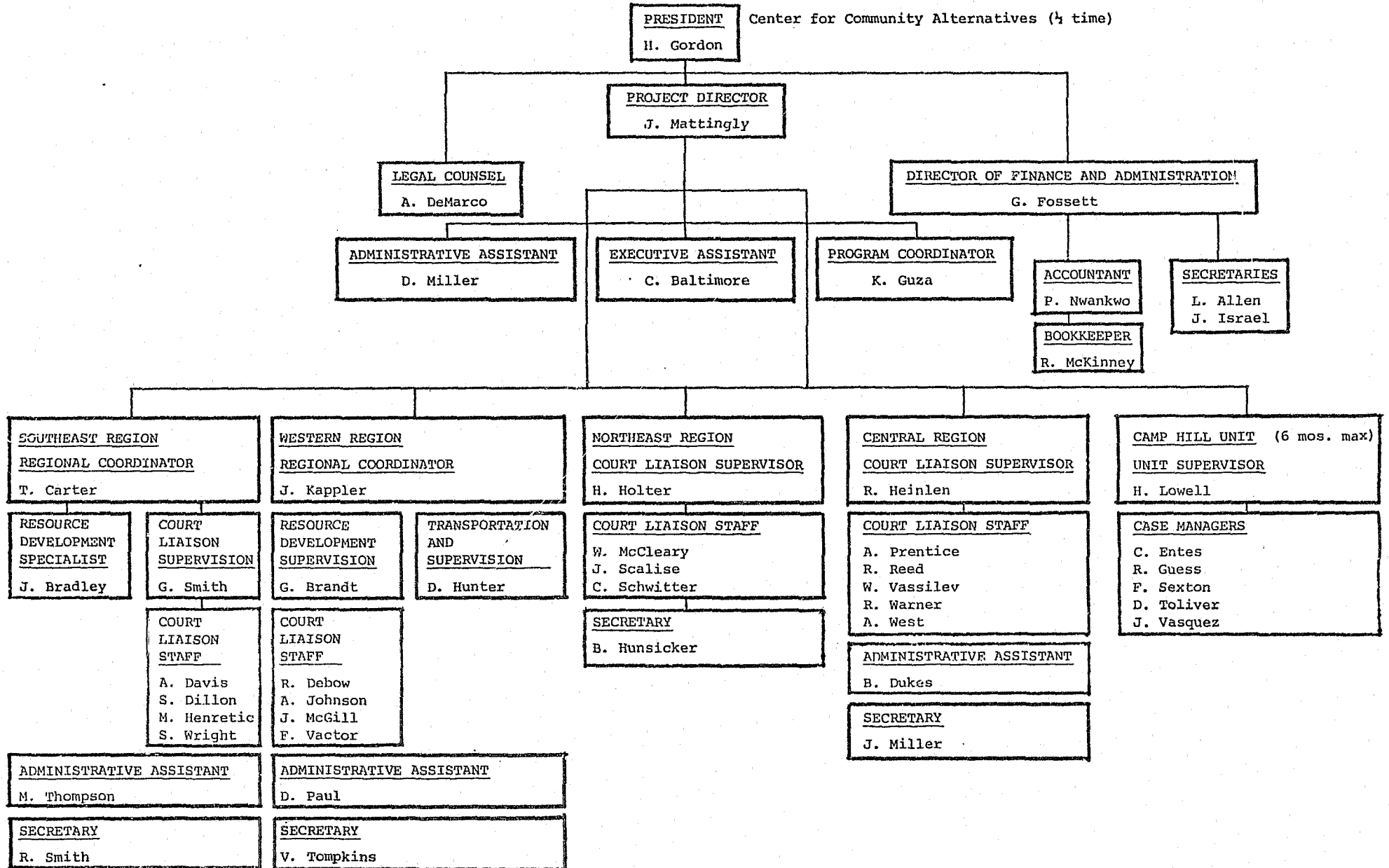
The decision to close Camp Hill to new admissions put pressure on DPW to move quickly. From May 1975 until the first LEAA drawdown, CCA operated on state funds. The four major tasks initially facing CCA were: (1) the development of an organizational structure that would best implement the dual mandate of removing Camp Hill youth and providing for those who would otherwise go there; (2) conducting needs assessments of Camp Hill youth; (3) the provision of emergency relief services to Camp Hill youth; and (4) the development of alternative placement programs.

The Center for Community Alternatives was organized into a central office and four regional offices, corresponding to the four DPW regions. The regional organization was designed for the development of a community-based array of programs. The project's organizational chart is presented in Figure 2 which illustrates the regional structure. Appendix 3 provides definitions of the various organizational positions. As the chart indicates, the Center also established a small unit at the Camp Hill facility itself to assist the needs assessment, treatment plan and eventual release efforts.

The regions were responsible for developing alternative program services within their individual catchment areas. The process used to develop services was the purchase of service system. The system divided potential vendors into three main categories according to the nature of the service contract; i.e., reimbursement, per diem, and fee-basis. The particular type utilized was determined on an individual basis through negotiations which took into account such factors as start-up costs (if applicable), operating budget, financial stability and extent of service use. Section 1.3.2 presents the suggested model for service development and summarizes the accomplishments of each region.

Figure 2

CAMP HILL PROJECT---STAFFING PATTERN



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As is indicated on the organizational chart, each region has a court liaison staff. Section 1.4.1 provides a detailed discussion of their roles and activities. The operations of the CCA and its review panel and the attitudes of judges toward these operations are presented at length in Sections 1.4 and 2.0.

1.3.2 Integration of CCA Operations into the DPW

By January, 1976 the CCA was faced with an impending financial crisis. This situation is described in detail in the Auditor General's report (see Appendix 15). The Auditor General in his report on CCA cited four reasons for this crisis:³

- reduction in anticipated grant monies;
- higher costs than anticipated;
- DPW administrative shortcomings; and
- CCA inefficiencies.

The reduction in LEAA grant monies, it was noted, occurred without a corresponding reduction in program objectives and this, of course, resulted in some strain. No funds were received from the Adult Corrections Division of the Department of Justice to offset the reduction in LEAA funds as had been hoped for. Second, the development of an alternative placement network was more expensive an endeavor than anticipated, with large amounts of monies needed for start-up costs, building renovations, fences, equipment and furnishings. Third, the DPW did not adequately respond to the fiscal crisis until May 1976, although notified by CCA as early as December. Finally, CCA at times did not effectively utilize existing facilities and invested considerable monies in some vendors with little or no service delivery in return (e.g., see Appendix 15). In sum, the decision of May 1975 to create a separate agency to bring about swift program implementation proved financially and administratively costly. For these reasons, as well as the fact that at least half of the CCA mandate (removal of youth

from Camp Hill) has been achieved and plans were being made to widen the deinstitutionalization effort, it was decided to discontinue CCA operations and develop a plan to turn over these operation to the newly created Office of Youth Services and Correction Education (OYSCE) headed by Mr. Paul DeMuro. The decision to discontinue CCA, the method of transfer and proposed reorganization are summarized in detail in the second year grant application to LEAA. Appendix 4 reproduces the releveant section of the application, including an organizational chart of the new DPW operation, and major points are summarized here:

On July 1, 1976, the Project's regional offices were closed and key court liaison and case management staff were transferred to the Department of Public Welfare's existing regional offices. This integration represents a critical organizational change in the present Public Welfare Department's regional services. Prior to this change, the regional youth service offices were responsible for the administration and supervision of the Department's institutional facilities and the monitoring and licensing of community facilities. With the transfer of court liaison personnel the offices have taken on direct case management functions previously the responsibility of the Center for Community Alternatives.

Under the direction of the Regional Youth Services Director, the regional offices will be responsible for the assessment of service needs within the region, the development of appropriate resources to fill these service gaps and the monitoring and contract management of these services. Also, the regional offices will continue line supervision of the Department of Public Welfare operated youth institutions. In addition, the regional offices would retain the responsibility for licensing and inspection of child care programs as mandated by the Public Welfare Code. In effect, these changes will enable the regional Department of Public Welfare youth service office to function for all delinquent juveniles as the Center for Community Alternative had functioned for the specific target population at Camp Hill. The nine court liaison personnel transferred from the Center for Community Alternatives to the regional offices will continue to function as advocates for youth appearing before the committing courts

to assist the court in developing appropriate treatment plans for each youth. As the proposed reduction in institutional population is operationalized, personnel from the youth development center will be transferred to the regional offices to function as court liaison personnel.

Section 1.4.1 provides information on the CCA staff transferred to DPW.

1.4 Project Operations

1.4.1 Referral Procedures

This section provides a discussion of the procedures used by the Camp Hill Project to place juveniles in alternative programs and also surveys the various programs developed by the Center for Community Alternatives.

Procedures for Relocating Juveniles Incarcerated at Camp Hill

As was discussed in Section 1.2.1, a primary goal of the Camp Hill project was the relocation of the 392 juveniles incarcerated at Camp Hill to a network of community-based services. CCA felt that the existing system for evaluating and transferring youth from Camp Hill was inadequate. Under the old system, the counselling staff at SCI Camp Hill would recommend a youth to the court for release based upon a number of considerations: (1) the nature of the offense; (2) behavior during the initial intake period; (3) behavior over the period of incarceration; (4) the manner in which the youth availed himself of educational, counselling, and vocational alternatives while incarcerated. A summary of this information would be sent to the committing court for review. It is reported by CCA that in some cases the court failed to act upon the information promptly. It should be noted, however, that a number of judges began to speed up the process of transferring juveniles from Camp Hill following the Attorney General's April 15th letter; 15 youth were released from Camp Hill prior to the start of the Camp Hill program.⁴

The original design for relocating Camp Hill juveniles called for cooperation between the treatment staff of Camp Hill and the new CCA staff. Under the timetable established in the original grant application, a needs

assessment team was to begin the assessment of Camp Hill youth in September of 1975. The CCA and Camp Hill staff would then decide jointly on a release plan intended to minimize the chance that a youngster would return to a correctional institution. Due to this joint development of release plans, it was predicted that it would be difficult to clearly attribute releases to institutional or project-generated activities.

The initial plans also called for an attempt to request releases directly to the care and custody of CCA. Under this procedure, a letter would be sent by the Superintendent to the judge outlining and supporting a plan developed by CCA. The regional staff of CCA would be available upon request by the judge to supply additional information. If agreeable to the plan, the judge would release the youth to the care and custody of CCA. To our knowledge, no such plan was ever presented during the project period.

During May of 1975 the CCA modified its plans and awarded a contract for the development of needs assessments of all Camp Hill youth to the Marriage Council of Philadelphia, Inc. Contract 2615 was executed in the amount of \$278,481 (Federal Title IVA and state matching funds) for the needs assessments.

The evaluation began on May 30, 1975 and included a review of the available records; a structured interview; a review of the case with the supervisor; and a dictation of the report.

Selected clinical interviewers from across the state, including psychiatrists, psychologists and social workers, then conducted a structured two and one-half hour interview with each youth. Additional psychological tests were administered as deemed necessary by the clinician and his supervisor.

The needs assessment team concentrated on determining the individual youth's position in "his adolescent struggle for maturity." Four developmental dimensions--to wit, physical health, social relationships, vocational interests and education--were considered. In addition, the clinicians tried to determine in what specific type of environment the youths could reasonably be expected to remain trouble-free and continue to grow emotionally

and socially. At the conclusion of the assessment, a comprehensive report on each juvenile was developed. These reports became the basis for the development of each youth's individual treatment plan, complete with short and long-term goals and parameters for assessing the youth's progress.

Procedures for Placing Juveniles Directly from the Courts

The second major objective of the Camp Hill Project was the development of dispositional alternatives for those high-risk juvenile offenders who might otherwise have been sentenced to Camp Hill. In October, 1974, the Pennsylvania Task Force on Juvenile Problems emphasized the need for expanding the range of community alternatives to institutionalization:

Initially it must be reiterated that a more satisfactory range of community based programs would have the effect of significantly reducing the population of institutionalized youngsters, and might make it possible to operate more satisfactory institutional programs for children with special needs.

Central to the development of this program was the necessity of performing needs assessment for youth coming through the courts who previously would have been committed to Camp Hill. Accordingly, an overall selection procedure was developed to identify eligible youth for CCA referral. In addition to the general requirements that the Project serve youth who would have been committed to Camp Hill or Muncy (a facility for female juveniles), criteria were established as follows:

1. 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.
2. 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.

3. 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 probation, with no treatment program tried; or extensive institutional history, but no offense record.
4. Bindovers - any youth the court is considering binding over to adult criminal court is eligible.
5. Special considerations - when the 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.⁵

These criteria were sent to all juvenile judges, president judges and chief juvenile probation officers in the state.

Consistent with the overall structure of CCA, needs assessment programs were developed in each of the four regions. Rather than developing a statewide diagnostic center or regional diagnostic center, the decision was made to set up mobile needs assessment teams in each region under contract with CCA. The assessment process was to be similar to the process established at Camp Hill and described in the preceding section.

It was hoped that a two-week turnaround could be achieved for all diagnostic reports to assure that youth would not be required to remain in detention for lengthy periods of time. These units were projected to be operational by October of 1975. In practice, the program developed as follows:

A. Central Region - A contract in the amount of \$4,848 was entered into on November 15, 1975, with Guidance Associates of Pennsylvania Inc. located in Harrisburg, Pa. Figures available to us indicate that 36 youth were served by the program between December of 1975 and May of 1976. The contract was terminated on June 30, 1976.

B. Western Region - A contract in the amount of \$39,973 was entered into on September 15, 1975, with the Center for the Assessment and Treatment of Youth in Pittsburg, Pa. Figures available to us indicate that 111 youth were served between September 1975 and May 1976.

C. Southeastern Region - A contract was entered into on September 15, 1975, with the Marriage Council of Philadelphia in the amount of \$7,250. Figures available to us indicate that 364 youth were served between August of 1975 and March of 1976. This contract was terminated on June 30, 1976.

D. Northeastern Region - A contract was entered into on September 1, 1975, with Dr. Paul K. Gross in the amount of \$1,425. Figures available to us indicate that 17 youth were served by Dr. Gross between October 1975 and March 1976. This contract was terminated on June 30, 1976.

Clearly, problems developed in the implementation of this program. A sample review of 23 case files by the Auditor General's staff in the Central Region disclosed the following:

- Treatment plans were not presented to the Courts within the two week guideline in fifteen cases, 65% of the cases sampled. In twelve of these cases, the Center took more than one month to present a treatment plan to the Court.
- In one instance, a juvenile offender was left in detention for three months because no treatment plan was presented by the Center to the Juvenile Court.
- The Center contracted with a consultant for needs assessments which were completed within two to nine working days. However, in some cases more than two weeks elapsed between a juvenile's referral to the Center and referral for needs assessment.
- In seven of the cases we examined as many as six weeks elapsed between referral to the Center and referral for needs assessment. The Center did, however, make an interim placement in every instance.
- We noted that excessive periods of time sometimes elapsed before juveniles were placed. In four cases, two months or more passed between a juvenile's referral and placement. It should be noted that busy Court schedules and the lack of an appropriate facility may have contributed to these delays. Also, in some instances the Courts may have rejected the Center's original treatment plan causing delays until another plan was approved.

- In five of the cases we sampled, the Center took less than two weeks to place a juvenile. Needs assessments and Court presentations were both completed within this time.

A further review by the Executive Director of the Camp Hill Review Panel in the Central Region disclosed similar results. The time schedule was not met in ten of these cases and in one case four months elapsed before the juvenile was placed. A portion of the audit report is attached in Appendix 5.

The Auditor General determined that the basic reason for these delays appeared to be that inadequate procedures for intake were developed by the Center and its regional offices. The Center's casework supervision may also have been inadequate at times according to some sources. We did not interview staff of the various vendors throughout the state who had performed needs assessments, and cannot report direct observations of its operation. Appendix 6 provides a model plan of the program.

Court Liaison Staff

Court liaison officers (CLO's) served a central role in CCA operations and as part of their duties they assisted in implementing the programs developed by the two sets of needs assessment teams. CLO's were assigned to each of the four CCA regions.

Specifically, the responsibilities of Court liaison officers were to:

1. Develop an effective program of information exchange between the Pennsylvania Juvenile Courts and the project concerning policies, procedures, statutes, administrative practices and staff functioning in serving youth of mutual interest to both organizations.
2. Develop mutually with the Courts the necessary policies and procedures adequate to implementation of the project.
3. Function as an advocate for the diversion and/or transfer of youth to the project network of services as the professional knowledgeable about cases and placement alternatives.⁶

To assure that the tasks were performed adequately and that appropriate training was provided, each region employed one Court Liaison Supervisor. The court liaison supervisors were required to perform the following functions;

1. Contact each judge and probation administrative staff to review the philosophy, goal and methodology of the Pennsylvania Reintegrative Offenders Project for Youth.
2. Develop jointly with individual court and probation units the necessary procedural steps in effecting disposition and/or transfer to the Project.
3. Maintain regular contact with project regional team members and provide the court with up-to-date information, including the provision of information regarding available dispositional alternatives of the Project.
4. Perform immediate follow-up on specific cases where procedural problems develop between court and Project operations and make timely recommendations to solve them.
5. To conduct in-service training for project staff and service providers on court operations, and on the relationship between the court and project personnel.
6. To periodically insure the review of the progress of each case of a youth transferred to the Project with each judge and probation administrator in the region to assess the effectiveness of the treatment plan for each youth.⁷

Table 1 outlines the regional assignments of CLO's and supervisors and indicates the dates the CLO's joined CCA, and whether they were terminated or transferred to the ongoing DPW program. As indicated, 19 CLO's were employed by CCA and 8 were subsequently transferred to DPW in addition to the transfer of one of the 4 CLO supervisors.

The program design as previously indicated called for the CLO's to request a hearing before the committing judge in each case where a program had been designed for a Camp Hill youth or a new youth referred for intake. At the hearing, the treatment plan would be presented to the judge and the CLO would request an appropriate referral. If the court rejected the plan or felt that certain revisions were needed, the treatment program was then negotiated between the Center for Community Alternatives and the Juvenile Court until a mutually agreeable plan was formulated.

Table 1

DISTRIBUTION OF COURT LIAISON OFFICERS

Title	Date Started	Date Terminated
<u>Southeastern Region</u>		
CLO Supervisor	8/25/75	6/30/76
CLO	9/ 1/75	DPW Transfer
CLO	9/ 1/75	6/30/76
CLO	8/25/75	DPW Transfer
CLO	8/25/75	5/10/76
<u>Western Region</u>		
CLO Supervisor	7/ 1/75	6/30/76
CLO	9/ 2/75	6/30/76
CLO	9/24/75	DPW Transfer
CLO	10/15/75	DPW Transfer
CLO	10/21/75	4/30/76
<u>Northeast Region</u>		
CLO Supervisor	12/29/75	DPW Transfer
CLO	7/28/75	6/30/76
CLO	8/11/75	6/30/76
CLO	9/ 1/75	DPW Transfer
<u>Central Region</u>		
CLO Supervisor	9/ 1/75	6/30/76
CLO	7/21/75	DPW Transfer
CLO	8/ 1/75	1/16/76
CLO	7/28/75	6/30/76
CLO	7/ 1/75	2/25/76
CLO	7/ 1/75	2/23/76
Three additional court liaison officers performed functions during the project period. Information available on them is as follows:		
CLO	1/26/76	DPW Transfer
CLO	9/ 1/75	6/30/76
CLO	2/23/76	DPW Transfer

In some regions, a monthly progress report was prepared for each youth transferred to a treatment program.

Judges' attitudes toward the Camp Hill Project and levels of cooperation with the Project varied widely (see Section 2.2.1). More cooperation was found generally in the placement plans for Camp Hill youth than in the plans for youth just coming into the system. This was due in part to the fact that judges felt under some pressure to transfer Camp Hill youth, but had to initiate the process before CLO's became involved with non-Camp Hill youth.

For example, the two CLO's transferred to the regional DPW staff in Philadelphia report that they have only received three recent referrals from Philadelphia judges, all from the same judge. Consequently, the vast majority of their time has been spent following the programs of Camp Hill youth that remain in their caseload. At the time of our visit, they reported on the progress of 59 Camp Hill youth with whom they still have contact. In addition, they were persistently working to relocate the three Southeastern Region youth remaining at Camp Hill.

The Auditor General's report recommends that written procedures be developed for the intake, assessment and case plan development for all future referrals. The Auditor General also suggested that casework reviews should be conducted to ensure that established procedures are being followed.

It may well be that additional steps need to be taken to assure referrals from some courts in the future. Many of the judges reported that they have lost confidence in the project and in some cases continue to identify CLO's with CCA. Many courts are expanding their probation staff and court personnel. Some judges feel that the court can best provide the liaison function. It appears that further effort by DPW regional staff and CLO's is needed if substantial numbers of referrals are to be made.

1.4.2 Project Services

The design of the Camp Hill project called for the creation of a network of community-based service programs using the purchase-of-service mechanism with predominantly private agencies or groups. The Resource Development Model outlined in the original grant application was designed as follows:⁸

Camp Hill Project

Regional Resource Development Model*

1. Intensive Care Security Unit
 - locked and/or fenced
 - 10-15 beds
2. Community Residential Center
 - a highly structured group home
 - staffed 24 hours a day--not with foster parents but on a shift basis
 - 10-15 beds
3. Community Advocate Program
 - a one-to-one community supervision, counseling, and advocacy program
 - advocates to spend either 15 or 30 hours per week with each youngster
4. Supervised Living
 - specialized, intensive foster care
 - contracted through an innovative, experienced foster care agency
5. Outward Bound
 - a 4-week wilderness/group living experience
 - 10 youth intake, every two weeks
6. Purchase of Care
 - contracted for on a case-by-case basis
 - e.g.; group homes, vocational programs, family therapy, etc.

* Needs assessment programs are also a facet of the model and have been discussed in Section 1.4.1.

The basic characteristics of each of these services were to be as follows:⁹

1. Intensive Care Security Units. Small 10-15 bed units for juveniles who are out of control and present a danger to the community or to themselves. Provisions for special types of services such as vocational training, remedial education and psychiatric services with directive and supportive counseling on a case-by-case basis. The average length of stay was not to exceed three months.

2. Community Residential Center (Highly Structured Group Home).

Again, a small 10-15 bed home in the local community with a high degree of structure. For youth evaluated to be chronically delinquent but non-dangerous and in need of intensive treatment. High ratio of staff to youth. Staffed by experienced group-oriented professionals on a 24-hour basis. The average length of stay was designed for six months.

3. Community Advocate Program (CAP). This program was designed for youth who are released back to the community. The community advocate is responsible for dealing with each youth on a one-to-one basis spending 15-30 hours per week with each youth. A variety of activities would be developed including job counseling, assisting in securing medical attention and assisting in designing an educational program. The advocate would usually be a young person, perhaps a former delinquent, living in the same community as the youth.

4. Supervised Living (Foster Care). The intent was to create a statewide contract with regional service modules to provide intensive foster care for older project youth. Casework staff would be employed and maintained in separate offices to assist in the program. Active placements would be developed for 80-120 youth. Residential advocates would provide the basic care under the design of this new program.

5. Outward Bound. A four-week wilderness program would be designed to instill self-confidence, self-reliance, positive self-image and group cooperation through the challenge of difficult tasks. The program would be tailored to include professional group and individual counseling and an assessment procedure to aid in determining and planning the most appropriate next step for youth completing the program.

6. Purchase of Care Arrangements. These programs would be designed to meet the individual needs of particular youth. Examples given in the original grant application included the following:

- special vocational training courses;
- special educational services;
- psychotherapy;
- family therapy; and
- roommate programs at colleges.

According to project plans, the contracting for all of these services would be administered by regional CCA offices.

Table 2 describes the network of services established by CCA within each of the four regions.

Methods of Developing Service Programs

Throughout the summer and fall of 1975, the regional offices of CCA contacted regional associations of child care agencies, individual agencies, and professionals around the state in order to solicit proposals for the various service network programs. DPW prepared a "Guide to Proposal Writing" which is included in Appendix 7.

The regional office initially screened the proposals generally through the regional resource developer. The following qualifications were stressed: experience in working with troubled adolescents and more particularly "hard core" juveniles; a good track record in previous or current programs; and a good standing within the professional community.

Beyond these, other important factors included a history of fiscal soundness combined with a reasonable and prudent proposed budget; a program proposal that met the Center's needs and demonstrated a compatible philosophy; awareness of potential problems and innovative approach; and selection of responsible professional staff if known.

Some CCA regions prepared relatively formal guidelines for specific types of service programs; for instance, in Appendix 7 are several Guidelines for a Structured Group Home and for Secure Intensive Care Units.

The Camp Hill project had some difficulty in locating suitable subcontractors for the service programs. Some established programs did not want to deal with so-called "hard core" juveniles who would be leaving

Table 2
CENTRAL REGION

Vendor	Amount of Contract			Beginning Date of Contract	Termination Date
	Federal	State	Total		
1. NEEDS ASSESSMENT - Guidance Associates of Pennsylvania Inc.	5,848	-0-	5,848	11-15-75	6-30-76
2. SECURITY UNIT - Youth Resources, Inc.	88,000	3,900	91,900	11- 1-75	On-going
3. GROUP HOMES - Alternative Rehabilitation Communities, Inc.	121,244	650	121,894	11- 1-75	On-going
- Transitional Living Center Inc.	97,050	67,808	164,858	11-15-75	6-30-76
- Viking House, Inc.	21,202	-0-	21,202	11- 1-75	On-going
- Volunteers of America	15,920	-0-	15,920	10-25-75	6-30-76
4. COMMUNITY ADVOCATE - Pennsylvania Youth Advocacy Program	178,628	5,313	183,941	11- 1-75	On-going
5. SUPERVISED LIVING - Tressler Lutheran Services Assoc. *	53,690	-0-	53,690	1- 1-76	6-30-76
6. OUTWARD BOUND - Appalachian School of Experience **	85,815	94,491	180,306	9- 1-75	On-going
7. PURCHASE OF CARE - Union Auto Mechanic School	2,927	10,950	13,877	7- 1-75	3- 7-76

*Located at Camp Hill, Pa., the service was created to coordinate a state-wide program of foster homes. It is listed separately on each of the four regional charts.

**This program created by CCA is located in Carlisle, Pa., and is designed to meet outward bound placements for the entire state. It is listed separately on each of the four regional charts.

Table 2 (cont.)

WESTERN REGION

Vendor	Amount of Contract			Beginning Date of Contract	Termination Date
	Federal	State	Total		
1. NEEDS ASSESSMENT - Center for the Assessment and Treatment of Youth, Inc.	156,408	5,000	161,408 *	10-12-75	6-11-76
2. SECURITY UNIT - Center for Assessment and Treatment of Youth, Inc.	19,628	20,345	39,973*	2-1-76	6-30-76
- Allegheny Institute of Environmental Education, Inc.	13,067	48,578	61,645	9-27-75	12-31-75
3. GROUP HOMES - Professional Resources, Inc.	82,516	23,080	105,596	9-15-75	On-going
- St. Joseph's House	27,533	11,616	39,149	10-15-75	On-going
- Three Rivers Youth, Inc.	7,641	-0-	7,641	10-21-75	2-13-76
4. COMMUNITY ADVOCATE - YMCA Metro Office	33,252	10,000	43,252	10- 1-75	6-30-76
5. SUPERVISED LIVING - Tressler Lutheran Services Assoc.	53,690	-0-	53,690	1- 1-76	6-30-76
6. OUTWARD BOUND - Appalachian School of Experience	85,815	94,491	180,306	9- 1-75	On-going
7. PURCHASE OF CARE - Pennsylvania Program for Women & Girls	13,691	7,499	21,190	8- 1-75	6-30-76

Table 2 (cont.)
SOUTHEASTERN REGION

Vendor	Amount of Contract			Beginning Date of Contract	Termination Date
	Federal	State	Total		
1. NEEDS ASSESSMENT - Marriage Council of Philadelphia	5,000	2,250	7,250	9-14-75	6-30-76
2. SECURITY UNITS - North City Congress, Inc.	22,518	133,422	155,940	8-15-75	6-30-76
3. GROUP HOMES - House of Umoja	38,145	-0-	38,145	12- 1-75	On-going
- Southern Home for Children	3,120	-0-	3,120	1- 1-76	On-going
- Youth Services, Inc.	6,718	-0-	6,718	12- 1-75	6-30-76
- Walton Village for Boys	4,870	-0-	4,870	12- 1-75	6-30-76
- Gaudenzia, Inc.	1,214	-0-	1,214	1-25-76	6-30-76
4. COMMUNITY ADVOCATE - Opportunities Industrialization Center	28,761	10,000	38,761	10- 1-75	On-going
5. SUPERVISED LIVING - Tressler Lutheran Services Assoc.	53,690	-0-	53,690	1- 1-76	6-30-76
6. OUTWARD BOUND - Appalachian School of Experience	85,815	94,491	108,306	9- 1-75	On-going
7. PURCHASE OF CARE - Southwest Community Enrichment Center	1,270	-0-	1,270	2- 1-76	6-30-76

Table 2 (cont.)
NORTHEASTERN REGION

Vendor	Amount of Contract			Beginning Date of Contract	Termination Date
	Federal	State	Total		
1. NEEDS ASSESSMENT - Paul Gross, M.D.	1,300	125	1,425	9- 1-75	6-30-76
2. SECURITY UNIT - Lehigh Valley Opportunity Ctr. Inc.	192,648	28,984	221,632	10- 1-75	On-going
3. GROUP HOME - Friendship House Inc.	22,607	-0-	22,607	3- 1-76	On-going
- Meridell Achievement Center	2,907	-0-	2,907	1- 6-76	6-30-76
4. COMMUNITY ADVOCATE - Pennsylvania Youth Advocacy Program	178,628	5,313	183,941	11- 1-75	On-going
5. SUPERVISED LIVING - Tressler Lutheran Services Assoc.	53,690	-0-	53,690	1- 1-76	6-30-76
6. OUTWARD BOUND - Appalachian School of Experience	85,815	94,491	180,306	9- 1-75	On-going

Camp Hill. Furthermore, some traditional programs were reluctant to deal with a new agency (CCA), particularly in light of the publicity attending the early days of the project. The following examples illustrate the problems which developed in the creation of several programs:

Center for the Assessment and Treatment of Youth. A contract for \$161,408 was entered into with the Center for the Assessment and Treatment of Youth in Pittsburgh to establish a 15-bed secure unit. After substantial start-up funds were spent, the first youth entered the home in January, 1976. By February there were six youth in the home. However, a zoning dispute then arose, resulting in court litigation which closed down the home. The contract was terminated on June 11, 1976.

North City Congress Inc. A different problem developed during an attempt to set up a small secure unit in the Southeastern Region. On August 15, 1975, a contract was executed in the amount of \$155,940, a portion of which was designed to set up the secure facility. The contractor, North City Congress Inc., of Philadelphia, spent several months examining ten sites for the physical plant. The problems were overwhelming; some facilities were available only for sale; all sites required zoning variances; in some areas there was strong community opposition; some sites would require substantial costs of renovation to meet safety requirements. As a result, the contract was terminated on June 30, 1976, without the establishment of the unit.

Allegheny Institute of Environmental Education. Severe programmatic problems developed with the attempt to establish a secure unit at New Castle YDC to be operated by the Allegheny Institute of Environmental Education. A detailed description of this problem is presented in Appendix 8, in the section on YDC New Castle.

Appendix 8 also contains summaries of observations based on our visits to other sites. As mentioned, Appendix 5 summarizes evaluations of additional programs conducted by the Camp Hill Review Panel, the Auditor General, and DPW. Together, these two appendices provide numerous examples of problems experienced by CCA programs.

While many programs created by CCA either failed outright or suffered severe programmatic problems, others added substantially to the network of services available throughout the state. As Table 2 indicates, two small security units are now in operation as well as seven group homes, three CAP programs, a statewide outward bound program and several foster care homes. Some of these programs, particularly the group homes, face an uneasy future unless they are able to receive a suitable number of court referrals.

1.4.3 Camp Hill Review Panel

The original 1975 application for the Camp Hill Project called for the creation of a Camp Hill Review Panel consisting of seven members, including a chairman appointed by the Governor.

The panel was intended to function as a special monitoring and quality control mechanism to oversee the implementation of the Juvenile Court Act of 1972 as it applied to Camp Hill youth as well as to provide project service standards. In addition, the panel was "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 and 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".

As envisioned in the original application, the Panel was to receive \$50,000 for the employment of a full-time Executive Director, a full-time secretary, office space, travel and overhead items.

The Governor began nominating Panel members in late May of 1975 and ultimately appointed a panel of 27 members.¹⁰ In early June of 1975 Professor Leonard Packel of the Villanova University of Law was appointed as Chairman.¹¹

The Panel was constituted as follows:

Honorable Albert E. Acker
Judge, Mercer County

Honorable Edmund V. Ludwig
Judge, Bucks County

Honorable Fred P. Anthony
Judge, Erie County

Honorable Richard P. Conaboy
Judge Lackawanna County

Mr. Fred Speaker
Harrisburg, Pennsylvania

Sister Falakah Fattah
Philadelphia, Pennsylvania

Mr. Joseph Farrell
Governor's Action Center
Harrisburg, Pennsylvania

Honorable Henry Smith
Judge, Allegheny County

Honorable Robert Williams
Judge, Philadelphia County

Mr. Thomas Halloran
Assistant Attorney General
Pittsburgh, Pennsylvania

Rev. Richard Keach
Wayne, Pennsylvania

Honorable Michael O'Pake
Senate of Pennsylvania

Ms. Marna Tiesler
Doylestown, Pa.

Ms. Mildred Hand
Camp Hill, Pa.

Honorable Abraham Lipez
Judge, Centre County

Mr. Glen Gilman
Deputy Attorney General
Harrisburg, Pennsylvania

Dr. Ivan Boszormenyi-Nagy
Eastern Penna. Psychiatric Inst.
Philadelphia, Pennsylvania

Ms. Elaine Abdullah
Pittsburgh, Pennsylvania

Dr. C. Wilson Anderson
Director, Center for the Study of
Human Development
Penn State University

Honorable Joseph Rhodes
Pa. House of Representatives

Mr. James Mellody
Marywood College School of Social
Work

Honorable R. Paul Campbell
Judge, Centre County

William Atkins, Esq.
Attorney, Harrisburg, Pa.

Leonard Packel
Associate Professor of Law
Villanova University

Honorable Livingston Johnson
Juvenile Judge
Allegheny County

Honorable Robert Dandridge
Juvenile Judge
Philadelphia County

During the course of our study we had an opportunity to speak with nine of the panel members: Judges Anthony, Johnson and Dandridge, Sister Fattah, Mr. Speaker, Mr. Halloran, Senator O'Pake, Representative Rhodes and Professor Packel. We also spoke with Representative Scirica's aide and with the Executive Director of the Panel, Arthur Fuller. In addition to these panelists, we also spoke with a number of individuals who provided information on the development of the Panel.

The first meeting of the Panel, which was called by the Executive Director of the Center for Community Alternatives, was held on June 30, 1975. This meeting was characterized by most as an organizational meeting. However, one substantive issue was discussed -- the need for secure units by August 15, 1975.

Several meetings of the Panel were held from July to November,¹² each called by CCA with the agenda prepared by CCA. Mention was made at each of these meetings of the problem of secure units. Furthermore, Panel members reported that frequently they asked for budget figures, copies of vendor contracts and statistics relating to the Camp Hill Project. They contend that very little of this information was supplied by CCA staff, but rather they were repeatedly told that the project was functioning well and that the information would be forthcoming. Few panel members attended these early meetings and this poor attendance continued throughout the life of the Panel.

Some panel members feel that their effectiveness was severely limited by the fact that they received no money for staff during this early period and that CCA's involvement with the Panel was such as to leave the Panel with little independence. CCA officials, on the other hand, stated that the \$50,000 to support Panel activities was part of the Federal grant and federal funds did not become available for the Camp Hill Project until December of 1975. In addition, CCA officials state that because of the pressing needs to establish programs, they did not have the appropriate staff time available to devote to the work of the Panel.

At the meeting of December 7, 1975, Mr. Mattingly informed the Panel that money was finally available for a full-time Executive Director and a

Secretary and for office space. A sub-committee of the board was appointed to recruit for the position of Executive Director. This process took over two months and it was not until approximately March 1, 1976, that Mr. Arthur Fuller was hired as Executive Director. There were no panel meetings during January and February, 1976.

Following the hiring of Mr. Fuller, it was determined that the Panel would proceed with its work on an independent basis, that is, it would call its own meetings, develop its own agenda, run its own meetings and decide who from the Camp Hill project would be invited to participate.

One of the first actions taken by the Panel under the direction of Mr. Fuller was the development of a statement of the role and function of the Panel. The statement is as follows:

In order for the Camp Hill Review Panel to fulfill the mandate to be a monitoring and quality control mechanism for the Center for Community Alternatives, it will function as follows:¹³

1. The Panel will be advised in advance of all plans, programs projects, and contracts of CCA.
2. The Panel will review such plans, programs, projects, and contracts and will advise CCA of its views and recommendations with regard to same.
3. The Panel will monitor, review and investigate the plans, programs, projects and contracts of CCA through the use of program audits, site visits, interviews, and other means of inspection.
4. The Panel will be advised of budget projections and will monitor budget expenditures and provide CCA with recommendations on fiscal matters.
5. The Panel will receive inquiries from any court, public agency, or department, or other concerned group or individual and report upon such matters as relate to the CCA together with such recommendations as the Panel deems advisable.
6. The Panel will develop lines of communication with CCA for these purposes.
7. The Panel will prepare reports, and make recommendations to the Executive, Legislative, and Judicial branches, appropriate governmental bodies and the public.

Mr. Fuller then began to gather information on the CCA operation by examining statistics, vendor contracts, and budgetary figures and by visiting various project sites. Based upon Mr. Fuller's own work and information gathered by various Panel members, concern began to heighten in early March.

A meeting of the Panel was announced for March 27, 1976. Mr. Mattingly was not invited to attend the early portion of this meeting. Mr. Fuller began the meeting by outlining the problems as he saw them. These included the following:¹⁴

- CCA has not provided a statement of role and function as promised.
- The Panel does not receive information on CCA projects in advance.
- The Panel has not been able to review plans, projects, programs.
- There is a lack of support of CCA by judges.
- Secure facilities have not been developed.
- CCA lacks credibility with the Panel.
- The Panel has not had input into the projects.
- The Panel lacks information about the CCA Board.
- The Panel has lacked information about vendors and their backgrounds.
- The Panel has not received information about out-of-state and out-of-nation placements.
- On selection criteria, Panel approval claimed; not in fact given.
- CCA lacks written policies and procedures on treatment plan selection.
- There are reports the federal government is not satisfied with CCA.
- There is a lack of assurance about future funding.
- The Panel has not received adequate reports of spending, funds left, priorities for funds.
- Vendors report problems on receiving payments.
- The Panel is dissatisfied with its relationship with CCA.

Following lengthy discussion, a resolution was offered by a Panel member, raising a number of problems relating to the Camp Hill Project. However, Panel members insisted that the resolution be framed in a way that would indicate support for the project. Concern was expressed that the resolution carry the sentiment that the Panel:

- Supports the Project.
- Wants the Project to succeed and wants to assist by whatever means possible.
- Believes the resolution of these issues is urgent and crucial to Project success.
- Wants the response of CCA to these issues.

Some two hours into the meeting, after the issues had been formulated, Mr. Mattingly was invited into the meeting and offered an opportunity to respond. Several in attendance felt that there was not sufficient time for Mr. Mattingly to respond in full, and he was particularly offended by the procedures that were followed at this meeting. Mr. Mattingly subsequently wrote a letter to the Panel expressing his concern regarding the Panel's actions.

One of the Panel members subsequently prepared a formal resolution on the subject which was circulated and endorsed by the Panel.¹⁵ The resolution is as follows:

BE IT RESOLVED that we, the members of the Camp Hill Review Panel, find it of the greatest urgency to make the following report to the Center for Community Alternatives. It is our conclusion, based upon the limited information that has been submitted to us, as well as the lack of communication that exists, that the Center for Community Alternatives at this point in time:

1. Lacks fiscal responsibility over the funds committed to it and further has failed to establish appropriate administrative policy procedures and controls.
2. Has failed to submit to this Panel for review, its plans, projects and contractual relationships as required by the project grant.
3. Has failed to provide an adequate number of secure beds for use by the Courts and to further establish security beds as a top priority matter.

4. Has placed juveniles outside the Commonwealth and in a foreign country without review or consultation by the Panel.
5. Has failed to establish credibility for its programs with the judges of the Commonwealth.
6. Has failed to define procedures and policy for treatment selection by staff.
7. Has failed to meet reasonable time limits in making recommendations and placements for the courts.

"This Resolution is passed because the members of this Panel are very much concerned over what has occurred and hope by calling attention to these matters that they can be rectified so that the final evaluation of the Project for this year will be favorable. All of the present Panel members support the Project as proposed, but the manner of implementation that has been followed has given rise to the foregoing."

It is reported that one additional Panel meeting was held on April 24, 1976, but that no substantive decisions or recommendations were made at that meeting.

Mr. Fuller continued with the task of monitoring program activities and gathering data and budgetary information throughout the month of April and into the month of May. A meeting was held in May between Mr. Fuller, Professor Packel, Ms. Hand and officials of DPW. Concern was expressed that DPW was not utilizing the Panel properly to assist in CCA policy decisions. Questions regarding how DPW planned to utilize the panel, CCA, and its vendors during the second grant year were also raised. At this time, the decision was being made to incorporate the CCA functions within DPW for the second grant year. Consequently, it was DPW's view that it no longer had a clear mandate to involve the Review Panel in shaping policy decisions that were primarily the concern of DPW.

No meeting of the Panel was held following the April 24th session. It was clear to the panel that they were to have no further substantive input into the Project and Panel members felt that any

additional meetings would be futile, despite the fact that travel funds were offered by DPW.

In early June, due to the reorganization and the financial condition of CCA, Mr. Fuller lost his secretary and on August 31 Mr. Fuller left the Panel.

On August 25, 1976, the Chairman and Mr. Fuller wrote to the Panel announcing its dissolution and the reorganization of CCA operations into DPW. In the letter, the Chairman concluded that CCA had been responsible for the establishment of the following services:

Central Region:

1. a 10-bed security unit in Harrisburg
2. a highly structured group home in Harrisburg
3. a community advocate program
4. a supervised living program (foster homes)

Western Region:

1. a highly structured group home in Erie
2. a community advocate program in Pittsburgh

Southeast Region:

1. a community advocate program
2. purchase of service in several group homes

Northeast Region:

1. a 12-bed security unit in Weaversville
2. a highly structured group home in Scranton
3. a community advocate program
4. a supervised living (foster homes) program

He also concluded that as of July 1, 1976 the project had served 447 juveniles, made up of 186 from Camp Hill and 228 direct referrals. He stated that a total of about \$3,376,067 had been spent for an average cost of \$8,155 per client.*

This letter is the last reported activity of the Camp Hill Panel.

* Our calculation of per capita costs based on 447 clients and \$3,376,067 in funds is \$7,554 per client

2.0 Goal Achievement

This section discusses the Camp Hill Project's progress toward attaining its stated goals. Listed below are the three primary goals of the project summarized from the initial LEAA grant application:

- (1) the development of a statewide network of program alternatives for the treatment of high risk juvenile offenders in order to transfer the 392 youth from Camp Hill as quickly as possible in a manner consistent with public safety.
- (2) the development of a qualitatively superior and quantitatively varied range of treatment and rehabilitation programs which would provide credible dispositional alternatives to the court.
- (3) the development of superior cost effectiveness standards for the project.

The first two goals were the central goals of the project and will be discussed in this section. The third goal will be discussed in the following section (3.0) which examines the costs of the project. The project's goals were not stated in operational terms in the grant application and one of the first actions planned by DPW for the project's proposed evaluation was to operationalize the goals. For the purposes of this study Goal 1 will be considered to be achieved if the 392 youth are removed from Camp Hill and the project directly facilitated the removal of the majority of the youth (as opposed to non-project generated transfers). Goal 2 has three components: "qualitative superiority", "quantitative variety", and "credibility." The first component is not defined but presumably refers to superior program elements such as superior counseling, job placement, etc. Detailed comparative data on qualitative superiority are not available. Quantitative variety presumably refers to implementation of the various types of programs across the state and will be considered achieved if the program model discussed in Section 1.4.2 is implemented in the four regions. The credibility of the programs as dispositional alternatives is difficult to quantify.

Judges' views of the CCA programs will be presented. Goal 3 will be considered to be achieved if program services are less expensive than those at current typical placements (e.g., Youth Development Camps, The Camp Hill Penitentiary, etc.).

2.1 Removal of the 392 Camp Hill youth to alternative programs

This goal was central to the Camp Hill project and can be considered to have been achieved. 392 juveniles were incarcerated in the Camp Hill facility at the outset of the project. At the time of our site visit to the Camp Hill facility (late September, 1976) only 9 youth remained incarcerated there.¹⁶ Efforts are continuing to remove these youth.

Not all juveniles leaving Camp Hill during the project year were placed in CCA programs or assisted by CCA staff directly. Table 3 presents a summary of the role of the Center for Community Alternatives in placing Camp Hill youth as of May 31, 1976. The table is reprinted from the Auditor General's study of the Camp Hill project which was published in August, 1976. As can be seen, the Center directly placed 42 percent of the Camp Hill youth as of May 31 and assisted in the development of treatment plans for 24% of the Camp Hill juveniles. The DPW notes in this regard that "the publicity generated by the Camp Hill Project caused numerous counties to withdraw their youths from the Prison in a forthwith fashion: (but) the CCA unit at Camp Hill played an aggressive advocacy role with all the juveniles subsequently removed from the Prison."¹⁷

Numerous difficulties occur in attempting to attribute the cause for releases from Camp Hill. As was noted in Section 1.4.1, Camp Hill Project staff collaborated with Camp Hill institutional staff on releases resulting in inevitable ambiguity regarding which group was most responsible for a given release. The role of pressure on judges from the media is also difficult to assess. Numerous articles and a

Table 3
 PLACEMENTS OF JUVENILES FROM THE CAMP HILL
 STATE CORRECTIONAL INSTITUTION
 AS OF MAY 31, 1976

<u>Disposition of Juvenile Offenders</u>	<u>Number of Juveniles</u>	<u>Percent of Total</u>
Direct placement by the Center	166	42.4%
Center assisted in development of treatment plan release	94	24.0%
Direct placement or release by the Court	62	15.8%
Certified as adult	6	1.5%
Still awaiting placement	49	12.5%
Released prior to start of program	15	3.8%
Total	<u>392</u>	<u>100.0%</u>

Reprinted from the Auditor General's study of the
 Center for Community Alternatives released August 1976.

nationally televised program provided negative publicity for Camp Hill and were reported to have hastened direct releases by the court in some cases. The trends in certifications of juvenile to adult court are currently being studied by the House Judiciary staff and may shed light on whether youth released from Camp Hill are being subsequently apprehended on new charges, bound over as adults, and returned to Camp Hill. In any event the goal of removal of the Camp Hill youth appears to have been achieved.

Numerous problems occurred in the Camp Hill project's efforts to track the program participation of the Camp Hill youth directly placed by CCA. Due to the problems a comprehensive and current summary of the activities of project clients is not available. This section will discuss data collection problems and present the best data available to us on the program participation of Camp Hill youth from three separate sources: (1) the project's computer tracking system which was operated by Penn State University under contract to CCA; (2) the project's manual tracking system maintained by the project monitoring officer throughout most of the project's life; and (3) a special data survey conducted by the Department of Public Welfare for the Joint Committee on Budget and Finance of the Pennsylvania Legislature. Data on direct court referrals will also be presented in this section since the various tracking systems provide data on both Camp Hill youth and directly referred youth.

2.1.1 Penn State Computer Tracking System

Plans for a client tracking system were outlined in detail in the project's original grant application (see Appendix 9). The College of Human Development of Pennsylvania State University was awarded a contract from CCA to develop a computer tracking system to follow youth released from the Camp Hill facility to CCA programs and also youth referred directly by the courts to CCA programs. The system was initially designed to provide pooled summary statistics on the number of participants in the project, their demographic characteristics, and

status. As the system evolved, summary statistics were refined to include descriptions of the number of participants at the various CCA programs categorized by program name and program type (e.g., security units, community residential centers). Data for the tracking system were gathered by regional CCA staff and transmitted at two week intervals to the Penn State staff for coding and transfer to the computer. Regional staff used two data information forms, an "initial input form" which recorded basic data regarding the program participant when he entered the CCA program and a "change form" which was designed to report on changes in the participant's status. At one point during the contract year consideration was given to having the tracking system include information on the costs involved in serving program participants. The system was never modified to include cost data however due to problems the researchers were experiencing in gathering reliable data on the provision of services to program participants. These problems included:

- difficulties in receiving timely reports from the regional offices. The staff of the Penn State tracking system report that the Northeast region provided excellent and prompt data summaries but that the other regions had substantial difficulties in transmitting reports to Penn State.
- missing data. Many of the forms received by Penn State were only partially filled out.
- discrepancies between Penn State data and those recorded by the manual tracking system at the central CCA office. Penn State researchers pointed out that it was common, particularly in the earlier portion of the project, to find that youths listed in the central CCA files were not included in Penn State records and that similarly Penn State files at times included youths not recorded in the Harrisburg files. Information on changes in activities of youths also varied between the two tracking systems.
- discrepancies between data received and information from other sources. Penn State researchers reported that some forms of data such as reports of critical incidents (e.g. runaways, arrests, injuries) were received only very rarely while the researchers were aware of numerous incidents.

It is important to stress that these difficulties are typical of those which occur in many newly developed information systems. The regional offices were likely to have set a relatively low priority on providing comprehensive and timely information to the tracking system given the many other responsibilities the regions faced in attempting to provide rapid, high quality care to program participants under less than optimal conditions.

An additional problem faced by the tracking system was caused by the Center for Community Alternative's financial difficulties. In April, 1976 the director of the tracking system was requested to limit expenses to an absolute minimum. During the following six weeks the tracking system was virtually shut down. At the time the researchers were modifying the system to improve the quality of the reports and the researchers feel that reporting from the regions had begun to improve to the point where relatively reliable data could be presented. The limitation in funding in the spring of 1976 prevented the necessary changes being made in the system and severely reduced the researchers' ability to maintain accurate data on program participants. The Penn State tracking system contract was underspent with the original contract obligation being \$45,363, and disbursements totaling approximately \$32,000.

Table 4 presents a duplicate of the most recent Penn State tracking system report available. The report provides data current through June 21, 1976. The Penn State contract ended on June 30 and no further reports have been developed. As can be seen from the table, on June 21, 286 individuals were participating in Center for Community Alternatives programs. Approximately 97% of the participants were male; roughly half of the participants were white (52.4%) and the remaining were black (42.2%) or Hispanic (.03%). The average age of participants was 17.4 years of age. Various grades of offenses are listed on page one of the data summary. Critical incidents include runaways, new charges,

Table 4

Sample Computer Tracking System Report

CAMP HILL PROJECT TRACKING SYSTEM

Report Date - June 29, 1976

Last Updated - June 21, 1976

Total Summary Statistics

Population Statistics:

Population
Size

There are 286 current project participants. Of these 94 have entered the project in the 2 week period prior to last updating, and 146 have been archived.

Sex

277 (96.9%) of the youths are males, and 9 (3.1%) are females.

Race

There are 135 (47.2%) Blacks; 150 (52.4%) Whites; 1 (0.3%) Hispanics; and 0 (0.0%) Other Ethnics in the system.

Age

The age distribution of the project participants is as follows:

Age:	12	13	14	15	16	17	18	19
Number:	0	0	1	12	45	85	95	48
%:	0.0	0.0	0.3	4.2	15.7	29.7	33.2	16.8

Mean Age - 17.4

Charges

23 (8.0%) of the project participants have been charged with Grade I offenses; 64 (22.4%) with Grade II offenses; 3 (1.0%) with Grade III offenses; and 64 (22.4%) with Grade IV offenses. 10 (3.5%) were charged with Grade V offenses; and 19 (6.6%) with Grade VI offenses.

Critical

Incidents

In the 2 week period prior to the last updating, 10 participants were runaways; 6 faced new charges (referrals to court); and 0 were given new convictions; and 0 were injured in various mishaps.

Cases in Review

	Pending	Accepted, n.p.	Rejected
Juvenile Detention Center	3	1	0
County Jail	6	0	0
Not Held	3	0	0
New Castle Security	30	0	1
Cornwells Hgts Security	25	0	0
Total	64	1	1

Turnover 147 (51.4%) are still in their first placement. 70 (24.5%) in their second placement, and 69 (24.1%) are in their third or more placement.

Community Alternatives There are 13 (4.5%) of the youths in Intensive Security Care, 21 (7.3%) in Community Residential Centers, 55 (19.2%) in Group Homes, 111 (38.8%) in Community Advocate Programs (CAP). 14 (4.9%) in Supervised Living Arrangements, and 0 (0.0%) in Outward Bound and 2 (0.7%) are in Day Programs.

Site Statistics

Project Participants - 286

Site (Number & Name)	# in Site	# 2 Wks Ago	Net Change	Critical Incidents in last 2 Weeks
I. SECURITY UNITS				
1. LUOC Weaversville	10	8	2	2
II. COMMUNITY RESIDENTIAL CENTERS				
5 Prof. Resources, Inc.-Erie	10	9	1	0
6 ARC - Harrisburg	9	5	4	2
7 TLC - Harrisburg	3	5	-2	1
III. GROUP HOMES				
15 Viking House	4	4	0	1
16 Home for Crippled Children	1	1	0	0
33 Umoja Group Home - SE Region	6	6	0	0
34 Youth Services Inc.	0	1	-1	0
37 Volunteers of America	2	3	-1	0
41 White Run Therapeutic Community	1	1	0	0
45 St. Joseph Group home	3	2	1	1
46 Gadinzia Grp. Hm.	1	0	1	0
47 Northern Home for Children	0	1	-1	0
50 Raccoon Forestry Camp	1	1	0	0
51 WATT Corp.	0	0	0	0
52 Scranton Group Homes	5	7	-2	1
53 Southern Homes for Children	0	1	-1	0
58 R.C.A. (S.E. Region)	1	0	1	0
60 Harbor Creek School for boys	1	0	1	0
IV OTHER SECURE PLACEMENTS				
17 New Castle YDC	30	21	9	0
18 Cornwells Heights	25	23	2	1
19 Loysville Diagnostic Unit	0	0	0	0

	# in Site	# 2 Wks Ago	Net Change	Critical Incidents in last 2 Weeks
42 Philadelphia YDC	2	0	2	0
56 County Jails	9	4	5	0
57 Detention Centers	7	3	4	1
V. FOSTER HOMES				
20 Central Region Foster Homes	17	15	2	1
21 Northeastern Region Foster Homes	7	7	0	0
22 Southeastern Region Foster Homes	2	3	-1	0
23 Western Region Foster Homes	6	7	-1	0
VI. INPATIENT				
24 Warren State Hospital	0	0	0	0
61 May View State Hospital	1	1	0	0
VII. OUTWARD BOUND				
25 Appalachian School of Experience	1	1	0	0
VIII. SUPERVISED LIVING PROGRAMS				
RESIDENTIAL SUBTOTAL:	144	119	25	11
IX. COMMUNITY ADVOCATE PROGRAMS				
26 Pennsylvania Youth Advocates	65	65	0	1
27 YMCA - Pittsburgh	10	8	2	0
28 OIC - Philadelphia	5	6	-1	0
X. OTHER NON-RESIDENTIAL				
31 Union Auto Mechanics	1	1	0	0
35 Independent Living Arrangement	72	47	25	3
36 Employment	3	3	0	0
54 Child Guidance Clinic (S.E. Region)	1	0	1	0
XI. RUNAWAYS				
32 Runaway	21	16	5	0
NON-RESIDENTIAL SUBTOTAL:	178	146	32	4
RESIDENTIAL SUBTOTAL:	144	119	25	11
TOTAL:	322	265	57	15

etc. Appendix 10 provides an overview of the definitions of terms used in the tracking system. In general the data presentation is self explanatory.

2.1.2 CCA Manual Tracking System

In addition to the Penn State Computer Tracking system, the Center for Community Alternatives also maintained a manual tracking system. When new participants were admitted to CCA programs, regional offices transmitted data forms to the central CCA office for the central files. Some of the data were in turn transcribed onto a circular card file so that the participant's name, location, number, etc. would be readily available. In general the central files did not provide as detailed information as that on file at Penn State according to the Penn State researchers. Regional offices of CCA maintained additional records of the program participants being served in their region. However, according to the Penn State researchers, the level of detail of regional records varied widely among the regions with the Northeast region maintaining the most complete records.

The CCA project monitoring officer had the responsibility to maintain a record of project participants based upon materials available in the CCA central office. Table 5 presents a copy of the most recent complete manual tracking system report available to us from the Center for Community Alternatives.* The tracking report provides both a state-wide and region by region summary. As can be seen from the table, 261 youth were committed to CCA at the time of the report (May 4, 1976). Detailed data are provided on the status of individuals whose cases had been closed. Further summaries are provided to indicate whether clients were referred directly from the court or from Camp Hill and whether or not they had charges pending. The manual tracking system inevitably suffered from problems with missing and incomplete data, at times, comparable to those noted above for the Penn State tracking system, and

*partial data from a June 21 manual tracking report is cited in Section 2.2

Table 5

SAMPLE MANUAL TRACKING SYSTEM REPORT

CENTER FOR COMMUNITY ALTERNATIVES, INC.

STATE-WIDE SUMMARY AS OF MAY 4, 1976

STATE-WIDE SUMMARY

CENTRAL REGION

I	TOTAL YOUTH COMMITTED TO CCA	261
II	YOUTH RECEIVING SERVICES	212
III	CASES CLOSED	27
	A. Service Plan Complete	11
	B. Rearrested as Adult	5
	C. Service Plan Incomplete Probation Assumed Authority	1
	D. Rearrested as Juvenile Probation Assumed Authority	1
	E. CCA Provided Transportation out of State to Family as per Recommended Treatment Plan	6
	F. Service Plan Incomplete - Over-18 Youth Released without Probation on Adult Status	<u>3</u>
	TOTAL	27
IV	RUNAWAYS	7
V	HELD ON NEW CHARGES	15
VI	TEMPORARY DETENTION - PENDING NEW PLACEMENT	0
VII	YOUTH REMAINING AT CAMP HILL	67

A.	RECEIVING SERVICES	
1.	Clients	
	a. Camp Hill	121
	b. Direct Referrals	<u>79</u>
	Total Clients Receiving Services	200
2.	Clients with Charges Pending	
	a. Camp Hill	8
	b. Direct Referrals	<u>4</u>
	Total Clients with Charges Pending Receiving Services	12
3.	Totals	
	Total Camp Hill Youth (121 + 8)	129
	Total Direct Referral Youth (79 + 4)	<u>83</u>
	Total Youth Receiving Services	212
B.	YOUTH CURRENTLY NOT RECEIVING SERVICES	
1.	Closed Cases (Cumulative)	
	a. Camp Hill	17
	b. Direct Referrals	<u>10</u>
	Total	27
2.	Runaways	
	a. Camp Hill	2
	b. Direct Referrals	<u>5</u>
	Total	7
3.	Held on New Charges	
	a. Camp Hill	5
	b. Direct Referrals	<u>10</u>
	Total	15
4.	Temporary Detention - Pending New Placement	
	a. Camp Hill	0
	b. Direct Referrals	<u>0</u>
	Total	0

A.	RECEIVING SERVICES	
1.	Clients	
	a. Camp Hill	43
	b. Direct Referrals	<u>26</u>
	Total Clients Receiving Services	69
2.	Clients with Charges Pending	
	a. Camp Hill	4
	b. Direct Referrals	<u>2</u>
	Total Clients with Charges Pending Receiving Services	6
3.	Totals	
	Total Camp Hill Youth (44 + 4)	48
	Total Direct Referral Youth (26 + 2)	<u>28</u>
	Total Youth Receiving Services	76
B.	YOUTH CURRENTLY NOT RECEIVING SERVICES	
1.	Closed Cases (Cumulative)	
	a. Camp Hill	10
	b. Direct Referrals	<u>5</u>
	Total	15
2.	Runaways	
	a. Camp Hill	1
	b. Direct Referrals	<u>3</u>
	Total	4
3.	Held on New Charges	
	a. Camp Hill	3
	b. Direct Referrals	<u>4</u>
	Total	7
4.	Temporary Detention - Pending New Placement	
	a. Camp Hill	0
	b. Direct Referral	<u>0</u>
	Total	0

Table 5 (Continued)

SAMPLE MANUAL TRACKING SYSTEM REPORT

WESTERN REGION

NORTHEAST REGION

SOUTHEAST REGION

A. RECEIVING SERVICES

1. Clients	
a. Camp Hill	31
b. Direct Referrals	<u>28</u>
Total Clients Receiving Services	59
2. Clients with Charges Pending	
a. Camp Hill	1
b. Direct Referrals	<u>0</u>
Total Clients with Charges Pending Receiving Services	1
3. Totals	
Total Camp Hill Youth (31 + 1)	32
Total Direct Referral Youth (28 + 0)	<u>28</u>
Total Youth Receiving Services	60

A. RECEIVING SERVICES

1. Clients	
a. Camp Hill	19
b. Direct Referrals	<u>19</u>
Total Clients Receiving Services	38
2. Clients with Charges Pending	
a. Camp Hill	1
b. Direct Referrals	<u>1</u>
Total Clients with Charges Pending Receiving Services	2
3. Totals	
Total Camp Hill Youth (19 + 1)	20
Total Direct Referral Youth (19 + 1)	<u>20</u>
Total Youth Receiving Services	40

A. RECEIVING SERVICES

1. Clients	
a. Camp Hill	28
b. Direct Referrals	<u>6</u>
Total Clients Receiving Services	34
2. Clients with Charges Pending	
a. Camp Hill	2
b. Direct Referrals	<u>1</u>
Total Clients with Charges Pending Receiving Services	3
3. Totals	
Total Camp Hill Youth (28 + 2)	30
Total Direct Referral Youth (6 + 1)	<u>7</u>
Total Youth Receiving Services	37

B. YOUTH CURRENTLY NOT RECEIVING SERVICES

1. Closed Cases (Cumulative)	
a. Camp Hill	3
b. Direct Referrals	<u>2</u>
Total	5
2. Runaways	
a. Camp Hill	0
b. Direct Referrals	<u>2</u>
Total	2
3. Held on New Charges	
a. Camp Hill	1
b. Direct Referrals	<u>2</u>
Total	3
4. Temporary Detention - Pending New Placement	
a. Camp Hill	0
b. Direct Referrals	<u>0</u>
Total	0

B. YOUTH CURRENTLY NOT RECEIVING SERVICES

1. Closed Cases (Cumulative)	
a. Camp Hill	3
b. Direct Referrals	<u>3</u>
Total	6
2. Runaways	
a. Camp Hill	0
b. Direct Referrals	<u>0</u>
Total	0
3. Held on New Charges	
a. Camp Hill	1
b. Direct Referrals	<u>4</u>
Total	5
4. Temporary Detention - Pending New Placement	
a. Camp Hill	0
b. Direct Referrals	<u>0</u>
Total	0

B. YOUTH CURRENTLY NOT RECEIVING SERVICES

1. Closed Cases (Cumulative)	
a. Camp Hill	1
b. Direct Referrals	<u>0</u>
Total	1
2. Runaways	
a. Camp Hill	1
b. Direct Referrals	<u>0</u>
Total	1
3. Held on New Charges	
a. Camp Hill	0
b. Direct Referrals	<u>0</u>
Total	0
4. Temporary Detention - Pending New Placement	
a. Camp Hill	0
b. Direct Referrals	<u>0</u>
Total	0

again some degree of this type of problem is expected in most developing information systems.

It should be noted that the computer tracking system and the manual tracking system differed in their treatment of youth who were receiving more than one service. The manual tracking system only reported the youth once - for a single service - while the computer system included a youth repeatedly for the various service he was receiving. This multiple presentation of single youths was used by the Penn State researchers because they felt that it provided a more accurate presentation of the array of services being provided. This technique was only used in the computer statistics summary sections titled "community alternatives" and "site statistics".

2.1.3 DPW Data Collection for the Joint Legislative Committee

In addition to data from the two tracking systems, the Department of Public Welfare recently conducted a large scale data collection effort for the Joint Legislative Budget and Finance Committee of the Pennsylvania Legislature. The committee initiated a study of services for delinquent youth on May 5, 1976 and the following day the executive director of the committee requested a wide range of data from the DPW including:

- (1) the number of youth who have been relocated from Camp Hill so far (as part of the Camp Hill Project) and the following information about each:
 - home county;
 - age;
 - race;
 - number of individual commitments to Camp Hill;
 - date on which he was placed out of Camp Hill;
 - description of service type and name of service provider he was referred to when placed out of Camp Hill;
 - name of current service provider;
 - nature of present services;
 - current location (county) in which he is receiving services;
 - current living arrangements and the approximate number of hours per day under direct supervision or control by juvenile delinquency personnel.

- (2) the number of youth who still remain in Camp Hill: the general reason that youth are still there and current plans and projections for further dispersal of these youth to other facilities.

The Department of Public Welfare developed an information form designed to gather the requested data (see Appendix 11 for a sample data collection form). The form provided spaces for the various types of information requested by the committee and added a number of categories in addition (e.g. home city of the client, length of time in current living arrangement, information on escapes from service programs and rearrests, etc.). In addition to collecting data on youth presently incarcerated or previously released from Camp Hill, the DPW researchers also collected data on youth who had been directly referred to Center for Community Alternatives programs from the courts.

The DPW data collection effort was conducted during late June and early July, 1976 and the executive director of the Joint Legislative Committee has reported that the DPW's cooperation in conducting the data collection was excellent. Numerous problems occurred in collecting the data. The researchers initially collected data from the files at the Camp Hill facility and then contacted the regions and CCA central office staff to determine the participants' activities. Many records could not be fully completed because data were missing from CCA records. The DPW researchers reported that in some cases file data may have been misplaced, in other cases it may never have existed, and in further cases files were only partially filled out. These problems mirror those experienced by the Penn State tracking system researchers. Under the pressures to rapidly develop a system of alternative services for juveniles the record systems of CCA were at times neglected.

The Joint Legislative Committee on Budget and Finance has recently completed a draft of an interim report describing the juvenile justice service system in Pennsylvania. The report has not as yet been approved for release by the committee and action to release the report is anticipated in mid-November. Since the report is not currently available for

publication, the Abt Associates researchers were given the copies of the original raw data forms by DPW staff on which the Joint Legislative Committee study of Camp Hill youth is based and analyzed the data for presentation in this report. This analysis would have been necessary, in part, even if the report were available because the Joint Legislative Committee report provides a pooled data presentation of CCA participants including both Camp Hill and direct referral youth. A separate analysis of the two groups is valuable in showing whether the directly referred youth are comparable to the Camp Hill youth on relevant dimensions.

Table 6 provides a summary of the sex, age and race, and home counties of the total CCA client population reported on in the DPW study, and compares the characteristics of the clients directly referred by the court to those referred from Camp Hill. As can be seen clients are overwhelmingly males in both samples. The ages of Camp Hill referrals are somewhat greater than those of direct referrals. The race of clients also differs somewhat between the two samples, with direct referrals having a greater proportion of white juveniles (68%) than Camp Hill referrals (52%). The rank order of the top three counties is comparable for the two groups (Allegheny, Dauphin, and Philadelphia) although the proportional contribution of the counties differs somewhat. Table 7 presents a summary of the commitment offenses for the total population and for the two referral groups. The distribution of commitment offenses is quite comparable for both groups for the offenses listed. In both groups however, a substantial number of the clients were listed by the DPW as having no offense, no adjudication, or missing data, and these responses limit the validity of the comparison.

Table 8 presents a summary of runaway youths and shows that a slightly larger proportion of directly referred youth were categorized as runaways on the DPW forms. Table 9 provides a listing of the service providers for the youth at the time of the study. Data are pooled over the two referral groups. The largest single category is "no current provider" and includes youths for whom no provider was named and also

Table 6

CHARACTERISTICS OF CAMP HILL AND DIRECT REFERRAL YOUTH

Characteristic	Total Population		Direct Referrals			Camp Hill Referrals			Referral Source Unknown		
	Number	(% of Total)	Number	(% of Direct)	(% of Total)	Number	(% of Camp Hill)	(% of Total)	Number	(% of Unknowns)	(% of Total)
Sex:											
Male	321	(96%)	170	(93%)	(51%)	148	(99%)	(44%)	3		(1%)
Female	14	(4%)	13	(7%)	(7%)	1	(1%)	(>1%)	0		
TOTAL	335		183			149			3		
Age:											
19 or 20 years	72	(22%)	15	(8%)	(4%)	56	(38%)	(17%)	1		(1%)
18	105	(31%)	59	(32%)	(18%)	45	(30%)	(13%)	1		(1%)
17	92	(28%)	59	(32%)	(18%)	33	(22%)	(10%)	-		
16	49	(15%)	36	(20%)	(11%)	12	(8%)	(4%)	1		(1%)
15	13	(4%)	11	(6%)	(3%)	2	(1%)	(1%)	-		
14	1	(>1%)	1	(1%)	(1%)	0			-		
Not Reported	3	(>1%)	2	(1%)	(1%)	1	(1%)	(1%)	-		
TOTAL	335		183			149			3		
Race:											
White	202	(60%)	124	(68%)	(37%)	77	(52%)	(>23%)	1		(1%)
Non-White	132	(39%)	58	(32%)	(17%)	72	(48%)	(>22%)	2		(1%)
Not Reported	1	(<1%)	1	(<1%)	(<1%)	-			-		
TOTAL	335		183			149			3		
Home County:											
Allegheny	81	(24%)	50	(27%)	(15%)	31	(21%)	(9%)			
Dauphin	52	(16%)	18	(10%)	(5%)	32	(21%)	(10%)	2		(1%)
Philadelphia	27	(8%)	7	(4%)	(2%)	20	(13%)	(6%)			
Lehigh	14	(4%)									
York	13	(4%)									
Erie	11	(3%)									
Lackawanna	10	(3%)									
Westmoreland	10	(3%)									
Other	N/A		108	(59%)	(32%)	66	(44%)	(20%)	1		(1%)
Total	218		183			149					

Table 7

COMMITMENT OFFENSES OF CAMP HILL & DIRECT REFERRAL YOUTH

Frequency Offense	Direct Referrals (N=183)				Camp Hill Referrals (N=149)				Total Population (N=335)			
	One	>One	Total	%	One	>One	Total	%	One	>One	Total	%
Attempted Murder or Murder	1	0	1	1%	0	2	2	1%	1	2	3	1%
Rape	2	13	15	8%	3	5	8	5%	5	18	23	7%
Assault	5	15	20	11%	6	10	16	11%	11	25	36	11%
Robbery	5	10	15	8%	6	7	13	9%	11	19*	30	9%
Burglary	6	26	32	17%	8	9	17	11%	14	35	49	15%
Theft, Larceny, Forgery	11	12	23	13%	14	5	19	13%	26**	17	43	13%
Probation, Parole Violation or Escape	20	4	24	13%	4	0	4	3%	24	4	28	8%
Other	11	2	13	7%	3	1	4	3%	14	3	17	5%
No Offense or No Adjudication	38		38	21%	43		43	29%			81	24%
Unclassified	1		1	1%	6		6	4%			7	2%
Unknown	0		0	0	16		16	11%			16	5%
No Answer by DPW	1		1	1%	1		1	1%			2	<1%
TOTAL			183				149				335	

*Includes two referrals, source unknown

**Includes one referral, source unknown

Table 7

COMMITMENT OFFENSES OF CAMP HILL & DIRECT REFERRAL YOUTH

Frequency Offense	Direct Referrals (N=183)				Camp Hill Referrals (N=149)				Total Population (N=335)			
	One	>One	Total	%	One	>One	Total	%	One	>One	Total	%
Attempted Murder or Murder	1	0	1	1%	0	2	2	1%	1	2	3	1%
Rape	2	13	15	8%	3	5	8	5%	5	18	23	7%
Assault	5	15	20	11%	6	10	16	11%	11	25	36	11%
Robbery	5	10	15	8%	6	7	13	9%	11	19*	30	9%
Burglary	6	26	32	17%	8	9	17	11%	14	35	49	15%
Theft, Larceny, Forgery	11	12	23	13%	14	5	19	13%	26**	17	43	13%
Probation, Parole Violation or Escape	20	4	24	13%	4	0	4	3%	24	4	28	8%
Other	11	2	13	7%	3	1	4	3%	14	3	17	5%
No Offense or No Adjudication	38		38	21%	43		43	29%			81	24%
Unclassified	1		1	1%	6		6	4%			7	2%
Unknown	0		0	0	16		16	11%			16	5%
No Answer by DPW	1		1	1%	1		1	1%			2	<1%
TOTAL			183				149				335	

*Includes two referrals, source unknown

**Includes one referral, source unknown

Table 8

RUNAWAY REPORTS FOR CAMP HILL & DIRECT REFERRALS

	Reported at Large	
	Number	Percentage
Total Population (335)	20	(.06)
Direct Referrals (183)	14	(.04)
Camp Hill Referrals (149)	6	(.02)
Referral Source Unknown (3)	0	0

Table 9

SERVICE PROVIDERS FOR CCA YOUTH

AGENCY	NUMBER	%
No current provider	99	(29%)*
Pa. Youth Advocate Program	45	(13%)
"Independent living with staff consultation"	43	(13%)
YDC/YFC (generally Cornwells Heights or New Castle)	37	(11%)
An individual foster home	29	(9%)
YMCA in Pittsburgh	14	(4%)
A county jail	11	(3%)
L.V.O.C., Inc. at Weaversville	10	(3%)
Professional Resources, Inc.	10	(3%)
Alternative Rehab. Comm., Inc.	9	(3%)
A county detention center	6	
OIC & House of Umoja	4	
Scranton Group Home	4	
Viking House (Toronto, Canada)	3	
Transitional Living Center, Inc.	2	
St. Joseph's Group Home	2	
Home for Crippled Children	2	
Volunteers of America, Inc.	1	
White Deer Run	1	
Harborcreek School for Boys	1	
Oakdale Center	1	
Mayview State Hospital	1	
Gaudenzia Group Home	1	

*Includes youth for which no provider was named and/or those who are currently "on the run."

youth who were currently "on the run". The next 3 largest categories were the Pennsylvania Youth Advocate Program with 13% of the clients, independent living with staff consultation with 13% of the clients and YDC/YFC's (generally Cornwells Heights or New Castle) with 11% of the clients.

As in the case of the computer and manual tracking systems, the DPW survey inevitably is imperfect with substantial amounts of missing data. Nevertheless, the data are descriptive of the CCA client population.

2.1.4 Additional Data Sources

The Center for Community Alternatives developed a number of data reports in response to inquiries from LEAA during the year. For example, Appendix 12 provides a summary of the status of Camp Hill youth including information on whether the youth had been directly placed by CCA, had their release expedited by CCA, was not provided services, etc.

An additional study of Camp Hill youth is currently being conducted at Penn State as part of a graduate student's doctoral dissertation research. The student gathered data from the courts as well as project sources and has over twenty data elements on each Camp Hill youth (e.g. prior commitments, prior arrests, family history, test scores, etc.). These data are currently being analyzed (mid-October, 1976) and may be available in the future for researchers interested in the characteristics and activities of Camp Hill youth.

2.2 Provision of Credible Dispositional Alternatives for Direct Referral of Youth

Section 2.1 has already provided summaries of many of the activities of youth directly referred to Center for Community Alternatives programs, and has indicated the problems with the development of current, reliable data. The most recent overall summary of Camp Hill participants was presented in a letter from the Department of Public Welfare to LEAA on September 14, 1976. The letter indicated that the project had served

437 clients as of June 21, 1976 and that 219 of these clients had been previously incarcerated in Camp Hill while 218 were direct referrals from the court. Thus, the most recent data indicate that roughly half of CCA clients were court referrals. As of June 21, 287 of the cases were still active participants (156 Camp Hill, 131 direct referrals) and 150 of the cases were closed (63 Camp Hill and 87 direct referrals).

The DPW reapplication for funds indicates that as of June, 1976, 55 of Pennsylvania's 67 counties had placed youth in the project. This wide geographic range of referrals would indicate that the project had succeeded, at least in part, in providing a credible array of programs. Many judges feel CCA did not develop credible dispositional alternatives, however, and this view is echoed in the Camp Hill Review Panel resolution quoted in Section 1.4.3. The following section discusses the judges' views in detail, and is followed by a discussion of the views of CCA and DPW officials. Additional views of CCA and DPW staff have been presented throughout Section 1.0 of the report.

2.2.1 Judges' Attitudes Regarding the Camp Hill Project

The rationale for our selection of specific judges was presented in the introduction. Judges interviewed include:

Judge Jerome A. O'Neil (Philadelphia County)

Presiding Judge Frank J. Monemuro (Philadelphia County)

Judge Lois Forer (Philadelphia County)

Judge Robert Dandridge (Philadelphia County)

Judge Livingston Johnson (Allegheny County)

Judge Patrick R. Tamilia (Allegheny County)

Judge Richard Wickersham (Dauphin County)

Judge Fred P. Anthony (Erie County)

Judge Hoffman (Superior Court)

Judge Cercone (Superior Court)

In addition, discussions were held with the Chief Administrator of the Family Court Division in Philadelphia and the Chief of the Juvenile branch of that same Court.

Judge Hoffman, prior to his service in the Superior Court, had been Presiding Judge of the Family Court Division in Philadelphia and Judge Cercone was the author of the crucial decision in the case of Commonwealth ex rel Parker v. Patton cited earlier in this report.

There was considerable uniformity in the views of the judges regarding the problems of adjudication of juveniles in Pennsylvania. Several judges indicated that they had, over the years, made efforts to find alternatives to Camp Hill for juveniles who needed a secure setting. Only two of the judges interviewed stated that they felt the Camp Hill institution, even before the Parker decision, was suitable for long term juvenile commitments. All agreed without exception that following the Parker opinion, Camp Hill was totally unsuitable for juvenile commitments.

It was pointed out that following the Parker decision of 1973, which required the total isolation of juveniles from adults, the Superintendent was financially incapable of providing separate programs for adults and juveniles. Almost overnight a number of important programs that had been available to juveniles were terminated and Camp Hill became merely a "warehouse" for juveniles. All judges interviewed shared this view.

Despite this universal view of Camp Hill, judges from the large urban communities in Pennsylvania stated that there were some children who were processed through their court who must be separated from their community and committed to a secure institution. Although many reported that they had emphasized the need to establish alternative secure facilities following the Parker decision, none were available to them other than Camp Hill.

On April 15, 1975, the Attorney General issued his order to Superintendent Patton prohibiting him from accepting juveniles at Camp Hill under commitment orders after August 15, 1975. A copy of this letter was sent to all juvenile judges in Pennsylvania. Because this order had a major impact on the judges' commitment alternatives, it caused both serious concern and confusion. In testimony elicited by a Sub-Committee of the House Committee on the Judiciary on May 7, 1975, one judge recorded his view as follows:

"Believe me, if Camp Hill, or a secure institution somewhere, becomes unavailable, we will not hesitate to certify over to Criminal Court those cases where we think the boy involved should be committed to Camp Hill. He will then, of course, obtain a criminal record and after a criminal trial, in all probability end up in Camp Hill anyway." ¹⁸

This same judge also testified that he saw one practical alternative for the housing of Camp Hill juveniles. He suggested the construction or remodeling of some existing institutions around the State to provide secure facilities for small numbers of juveniles located closer to their homes, thus leaving Camp Hill solely as an adult institution. However, he went on to state that,

"I realize that this is what Dr. Miller has been talking about today, but believe me, he is not going to do it in three and a half months which is what we are talking about. And the judges, I am sure, will support in any way they can efforts to obtain secure facilities for juveniles outside Camp Hill, but it cannot be done in three and a half months." ¹⁹

During this same period of time, two other issues arose that were of great concern to the judges. The first was their view that publicity generated from DPW, and more specifically Dr. Miller, indicated that only a relatively small number of youth committed to Camp Hill were in fact in need of secure facilities. Some judges stated that at times rural judges may have committed an occasional youth to Camp Hill, who by their

standards, could have been better served in a community program, but they emphasized that the urban youth they were committing required a secure setting both for the youth's interest, as well as that of the general public.

Second, judges were concerned about their own commitment authority. Under their interpretation of the Juvenile Justice Act of 1972, the sole commitment authority of juveniles rested with the Court. They understood clearly that the establishment of various institutions to house juveniles found delinquent was within the authority of DPW. Their fear was two-fold: first, that DPW or CCA would not produce sufficient programs, particularly secure facilities to meet the needs of commitment, and secondly, that the program would lead ultimately to a structure in Pennsylvania, similar to that in other states, requiring judges to commit a youth solely to a state agency, with the agency making all of the decisions regarding actual placement.

All of these concerns surfaced through the media during the spring and early summer of 1975 and an extensive debate developed between Dr. Miller and a number of the juvenile judges over the future of services for delinquent children in the state. The concerns of the judges were formalized at a meeting of the Juvenile Judges Section of the State Trial Judges Conference held in Bedford on July 28, 1975. By this time, it was quite clear that the hope of establishing a number of smaller (10-12 bed) secure facilities across the state could not be accomplished by August 15th. The judges we interviewed report that at that meeting, Dr. Miller recognized this fact and announced for the first time that 50-bed secure units would be established by August 15th at two Youth Development Centers -- Cornwells Heights and New Castle. Judges report that questions were raised regarding the appropriateness of these institutions and that Dr. Miller responded by assuring them that there would be 12 beds available on that date in each institution with a gradual increase to 50 beds each.

Despite their concern, apparently no concentrated effort was made by either the Juvenile Judges Commission or the Juvenile Judges Section of the State Trial Judges Conference to attempt to convince the Attorney General to delay the effective date of his order. According to the judges, such action was not taken because they were asked to give CCA and DPW a chance to develop alternative programs and they agreed. The judges also looked upon the promised 100 beds as a major victory in their attempt to obtain secure facilities:

When August 15, 1975 arrived, two of the central goals of the project were about to be tested. The first was the transfer of 392 juveniles out of Camp Hill, which clearly needed the authority of the committing judge. The second was the availability of services created by CCA for the transfer of these juveniles and for those coming through the Courts after August 15, 1975. Central to both of these goals, from the judges' standpoint, was the question of secure facilities for a portion of those youth who the judges felt needed a secure setting.

For purposes of discussion, the judges' attitudes can best be recorded by discussing each of these issues as follows:

1. Creation of secure facilities.
2. Transfer of Camp Hill youth
3. Creation of other service programs

Creation of Secure Facilities

One of the most hotly disputed issues surrounding juvenile commitments in Pennsylvania is the number of secure beds required to meet the need. A number of judges provided estimates ranging from 140 to 250; Dr. Miller suggested 75.

Despite Dr. Miller's promises about secure facilities in New Castle and Cornwells Heights, it is the unanimous view of the judges interviewed that on August 15, 1975, there were no secure facilities available for juveniles throughout the state apart from Camp Hill.

Commitments began in Allegheny County to New Castle shortly after the August 15th deadline. Similar commitments were made to Cornwells Heights by Philadelphia judges before the end of August.

Within the first several months of operation at New Castle, one judge reports through a memorandum that he supplied to us that:

--A total of 44 boys have been committed to the secure unit from Allegheny County, 30 of these boys have escaped for a total in excess of 60 times (my reports are 60 verified escapes), 6 have not returned, 4 had to be held in our Detention Home as we could not trust to return them to the secure unit pending their hearings on arson and riot charges.

-- 6 boys have been certified to Criminal Courts because of their escapes and criminal activity.

--Security was non-existent with a gradual imposition of controls, locks and fences. The fence was completed on January 10th.

--Programming was entirely lacking -- personal contacts with boys, their parents and staff show conclusively that up to this time there is no adequate supervision, no vocational program, little or no schooling, no professional in-depth counseling.

--In attempting to escape, property was damaged on the campus, auto thefts were attempted and fires set -- the last causing damage in the amount of \$42,000.

--The boys were being warehoused and it is a fair statement that there has been no rehabilitation relating to any child in the secure unit."20

A second judge from a different county had similar remarks about the secure facility at New Castle from August 1975 through January 1976.

Despite the expression of these views, both Judges continued to commit youth to this facility during the period in question. They state that they had no other alternative.

Judges from the Southeastern region expressed serious concern about the secure facility at Cornwells Heights. One official in the Southeastern Regional Office of DPW reported to us that of the first 50 juveniles committed, the escape rate was almost 100%. Like New Castle, it was a number of months before a fence was built surrounding the secure units.

At the time of our study there were approximately 145 youth committed to secure units in Pennsylvania. They were located as follows:

YDC, New Castle	73
YDC, Cornwells Heights	52

Youth Resources Inc., Harrisburg	10
Lehigh Valley Opportunities Center Inc.	<u>10</u>
TOTAL	145

In addition to these units, we were informed of firm plans for one additional unit to be located in Philadelphia at a state facility at 2nd and Lucerne Street. That facility is being designed for 15 boys and 6 girls.

Opinion varies among the Judges on the need for additional secure units. Some believe the situation is now stable and the figure should level off at 150. Others believe strongly that at least another 100 beds are needed.

There is also a general feeling that the four units are now quite secure and the likelihood of escapes is minimal. The single exception was some concern expressed about the security of Cornwells Heights.

A different concern was expressed by one judge who had recently visited the unit at New Castle. While he had no concern about future escapes and had high praise for the staff, he was critical of the lack of adequate programming. He found that the educational program was available to juveniles for no more than three hours each day; that the amount of counseling was severely limited; that group counseling sessions occurred only once a month; and that basically the children had nothing to do but play cards and watch T.V. He also reported that an examination of records indicated that evaluations of youth are not done in most cases for over 2½ months.

He was quick to point out that most of these deficiencies are due in large measure to the crowded conditions at New Castle. At the present time there are 73 youth housed in a facility designed for 48. The result, in his judgment, is that the staff must turn over the juveniles in a 3-6 month period. This has caused serious problems since in several cases, he reports, youth have been transferred to community based programs before they are ready, with a resulting high failure rate.

Transfer of Camp Hill Youth

At the time of our site visit, there were only 9 youth remaining at Camp Hill. Six were committed from Allegheny County, two from Bucks County and one from Philadelphia County. Thus 383 youth had been transferred from Camp Hill by September 30, 1976.²¹

The opinions of the role played by CCA in these transfers from Camp Hill varied widely among the judges interviewed. One judge stated that this phase of the program was "a total and utter disaster". On the other hand, another judge stated that this process was "the best feature of the whole project . . . From the initial point of assessment of the youth at Camp Hill, through the design of detailed programs presented to the Court, personnel of CCA did truly an outstanding job".

Those judges who were critical of this phase of the operation were asked why they agreed to permit transfers to CCA programs if they had no confidence in CCA plans. The responses varied:

- One judge said he was urged by his colleagues and DPW to give the program a chance and he therefore agreed, although many of the plans were ill-suited for the particular juveniles and most failed.
- Another judge stated that he began to release juveniles well before CCA was in operation because he didn't like Camp Hill when the programs were shut down for juveniles. He stated that by the time CCA was operational he had only two commitments remaining at Camp Hill.
- A third judge repeated the remarks of the first and stated further that his county was already rich in community programs.
- A fourth judge stated that he, "reviewed his Camp Hill kids every four months and kept close tabs on them. Most of my kids were ready to come out anyway. In two or three instances CCA was helpful, but for the most part, we took care of them on our own."

Because of the strong lingering conflict between the judges and CCA, it was extremely difficult for us to gain any over-all assessment of CCA activities during this period. Discussions of specific community programs created by CCA inevitably led to descriptions of particular

incidents which in most cases did not relate to the specific program under discussion. What can be reported is discussed in the next section.

Creation of Other Service Programs

In discussing the range of programs created under the CCA grant we found that in many cases judges were either unaware of the existence of a particular program or unwilling to discuss it. It is unfortunate, but clear, that some programs created by CCA in a region were in fact unknown to a particular judge.

On the other hand, each judge that we spoke to was able to relate some positive example of programs that had worked. For example:

- The House of Umoja was singled out by more than one judge in Philadelphia as an outstanding group home capable of dealing with the most difficult male youth in Philadelphia.
- Another Philadelphia judge was high in his praise of the youth advocate program conducted by OIC in Philadelphia and said, "it was an outstanding program for certain kids who had not developed into a hard core status".
- The same judge was high in his praise of the Lehigh Valley Opportunity secure unit, specifically pointing out the positive effect their programs had on one youth he had committed to their facility.
- Another judge was extremely pleased about a program designed by CCA for one Camp Hill youth who was permitted to enroll in a program at Penn State. The judge related a conversation he had with the youth recently who has adjusted well and is performing adequately at the College.
- The Appalachian Outward Bound program was mentioned several times as a truly outstanding program for certain types of delinquents.

At the same time judges repeatedly referred to programs that had failed to provide adequate supervision of assigned youth. In each case failures were expressed in the form of a case history of a particular youth who subsequently committed additional offenses. While these cases numbered no more than 12-15, they unfortunately prejudiced the Judge toward this aspect of the CCA program.

Judges also found evidence of poor planning in CCA's failure to involve them in program development. One judge told us,

If CCA people had come to us at the outset to discuss proposed programs we would have cooperated. What actually happened was they would enter into a contract with some new outfit that had no track record and which was unknown to the court. Then of course they would need placements to keep the program going. Only at this point would they come to us and plead that we send a kid to the placement. Sometimes they could tell us little about the program. Most times we would agree to try out the program, but how many failures can you take? If we had been more involved I am sure the program would have been more successful. I have high praise for the CCA people who actually dealt with our court. They were bright, concerned and highly motivated. They simply did not have the experience or the tools to deliver.

A related problem is the question of competition between programs established by the courts and programs established by CCA or DPW. This view is highlighted by a statement made in the Position Paper of March 12, 1976 developed by the Section of Juvenile Judges of the Pennsylvania Conference of State Trial Judges:

IV. COURT SUPPORT PROGRAMS AND RELATED FACILITIES

The concept of parens patriae and the view of the juvenile justice system as analogous to the medical model fell short of its promise because it was underfunded, understaffed and inadequately professionalized. If nothing more to improve the Juvenile Justice System is done beyond fully funding, staffing, and professionalization of court services and adjunct facilities, an enormous positive force will be unleashed for the treatment and rehabilitation of children who come to the court. Adequate intake, probation, in-court programming, well serviced detention and shelter care, and development and coordination of ancillary services is a primary goal of the Judiciary. Through the Juvenile Court Judges' Commission and the Section of Juvenile Court Judges, State Trial Judges' Conference, major improvements already have occurred. Much more needs to be done, and it is the position of the Judges that services can most appropriately be enhanced by and through the judicial system. Recent experience with private agencies, contract services and community

advocates in Massachusetts, Illinois, Pennsylvania and elsewhere established conclusively that the most efficient, reliable and honest programming is that which is subject to the administrative control of the courts. 22

This type of statement, repeated throughout our interviews, expresses a major program issue: the relationship of the commitment authority of the judges and the responsibility of DPW to provide and administer the programs.

As previously stated, the Juvenile Justice Act of 1972 clearly places the direct commitment authority of youth with the Judge. However, Section 911 of Article IX of the Public Welfare Code provides that the Department of Public Welfare shall have the power:

To make and enforce rules and regulations for ... all supervised institutions ... and to visit and inspect, at least once in each year, all ... Supervised institutions, to inquire and examine into their methods of instruction, discipline, detention, care or treatment... (of) those committed thereto, or being detained, treated, or residing therein...

"Supervised institution" is defined in the Code as:

Any charitable institution within the Commonwealth which receives financial assistance from the Commonwealth, either directly or indirectly ... and includes all institutions, associations, and societies within this Commonwealth into whose care the custody of delinquent, dependent or neglected children may be committed, and all houses and places maintained by such ...

A specific example which illustrates this problem involves the secure unit at New Castle. Operated by DPW, the unit has developed an "off grounds" program. Juveniles detained at the unit have an opportunity to earn points for positive behavior. At a certain point level, youth are permitted, under supervision of their counselor, to go to a restaurant or the movies, to make a home visit, etc.

One judge related an incident involving a youth who was committed to the secure unit upon adjudication for homicide. The judge states that without his knowledge, the youth was permitted to return to his

home for a visit, whereupon the victim's family became outraged and joined with the police in complaining to the judge.

The judge indicated that he well understood the staff would be totally unable to control youth under a 24 hour lock-up for months at a time, but that the committing judge should control the terms of the commitment including such "off grounds" programs.

Following this incident, two judges have written into their commitment orders that no off grounds privileges are to be provided without the approval of the judge. We were informed that the Attorney General has notified one of the judges that his authority is only to commit to a given institution and that the custody of the youth then is transferred to DPW who has control over the program activities of the youth.

Officials at New Castle are troubled by this conflict. They report that of the first 300 off grounds visits, there was only one escape. On the other hand they are concerned about being held in contempt of court.

The situation is aggravated by the fear of the judges that DPW may well seek legislation in the future creating a Youth Services Division under the control of DPW to whom all commitments would be made. DPW would then, following an assessment, make the determination as to the type of program best suited for the particular youth.

2.2.2 Problems Experienced by CCA and DPW Staff in Implementing the Camp Hill Project

Discussions were held during the course of our work with a number of officials from both DPW and CCA who were directly involved with the Camp Hill Project. Their views have been cited throughout Section 1.0 of this report. This section provides a brief summary of the problems which the DPW and CCA staff we interviewed experienced in implementing the Camp Hill Project.

DPW and CCA staff confirmed that unacceptable conditions existed at Camp Hill in early 1975 and strongly felt the need to transfer the

youth to community facilities. They share the judges' feeling that there were some youth at Camp Hill who did not belong there. However, they expressed the additional feeling that some youth were committed to Camp Hill simply because the court did not know how to deal with them.

All of these officials expressed concern over the decision of the Attorney General to close Camp Hill's commitments on August 15, 1975. Dr. Miller in particular stated that he urged officials in the Attorney General's office to delay the effective date of the order because he was concerned about the impossibility of creating secure units by August 15th. The Attorney General's order required urgent action by the Camp Hill Project. Extraordinary pressure resulted from a need to create the service network and to gain the cooperation of the judges toward the Camp Hill Project.

Dr. Miller and DPW officials explored numerous ways of establishing an administrative structure that could go into operation immediately. The first thought was to operate the project through the regional DPW offices. Time constraints based upon past experience indicated that DPW was too large a bureaucracy to process grants to private vendors as rapidly as was necessary. DPW next turned to private sources such as Penn State and the Catholic Charities. Both declined.

It then became necessary to establish a new corporation and this is how CCA evolved. The original goal was to work with CCA for 3-4 years, or until the network of service providers became established and accepted by the judges. At that time, the planners envisioned that CCA could then be absorbed into DPW.

Once CCA was established, the two primary tasks were to develop the necessary services, particularly the secure units, and to meet with and gain the cooperation of the judges.

Some CCA officials reported that they probably were doomed from the start in meeting the goal of establishing secure units by August 15th for the following reasons:

- traditional service providers did not want to become involved with Camp Hill type youth;
- new providers needed substantial start-up monies to make facilities secure and there simply would not be sufficient funds available by the target date to have the facilities in place;
- community resistance and possible litigation over zoning issues could be anticipated.

Furthermore, they knew that if the secure units were not in place they would be subject to severe criticism from the judges.

During the period of May through July of 1975, numerous meetings were held with the judges. Some CCA staff who were interviewed felt strongly that several judges considered their commitment authority to be threatened by CCA. These judges were thought to be sufficiently concerned that they would do whatever they could to insure that the program would not succeed. CCA staff give as examples:

- adverse comments in the press about Dr. Miller, CCA and the Camp Hill Project which were not founded in fact;
- attempts by certain judges to control the Camp Hill Review Panel and turn it into an opponent of CCA;
- refusal of a handful of judges to cooperate with the orderly transfer of youth from Camp Hill to community based programs;
- attempts by some Allegheny County judges to flood the New Castle secure unit before it was ready for operation. The view is that in this process, some non-Camp Hill type youth were committed in order to "swamp" the facility and assure that the unit would fail;
- attempts by some judges to highlight one particular CCA failure (either by a program or youth) and to give it wide exposure in an effort to paint CCA with a broad brush.

There is also the suggestion that some judges discouraged traditional service providers from becoming involved with CCA. In any event, it became obvious to CCA officials in early July that they would not have a number of small secure units in place by August 15th. They saw no solution to this problem other than attempting to use the facilities at New Castle and Cornwells Heights as a short-term stop gap method.

However, they did not anticipate the problems they would have in obtaining emergency funds to make these units secure. This development added substantially to their problems.

They also reported to us that they had not anticipated the resistance that came from the Camp Hill Review Panel. One official feels strongly that the Panel was dominated by a number of anti-Camp Hill Project judges. He reports that this became particularly troublesome since while, on the whole the Panel was balanced, few members attended the various meetings, consequently providing the judges with greater leverage. This same official feels that the Panel in large part was manipulated to become a forum to support the judges' position on their commitment authority.

CCA officials feel that they were caught in the middle. First, federal funds were delayed which held up the hiring of panel staff. Secondly, poor attendance precluded the discussion of major issues and failure to discuss the major issues caused complaints from those members who did attend that nothing important was being accomplished.

The panel's apparent lack of support for the project was emphasized in CCA discussions regarding the Panel meeting in March which resulted in the panel's resolution. Mr. Mattingly was particularly offended by the process that took place at that meeting. He informs us that he was excluded from the meeting while the issues were being discussed and when he was invited in, there was no time to respond to the issues rationally. Minds had been made up and members were anxious to leave due to previous travel arrangements.

Views among both DPW and CCA officials regarding the achievements of the Project differ in some respects. All agree that the goal of transferring Camp Hill youth was achieved rather effectively. However, they differ on the goal of establishing the network of community based facilities, apart from secure units. One official felt that basically this goal was not accomplished. A second official felt that under the circumstances, much was achieved. He pointed out that many more programs

succeeded than failed; two small secure units were established; seven group homes are on-going; and a statewide outward bound program now exists. His evaluation, he points out, is in the context of the enormous problems and pressures surrounding the development of the Camp Hill Project.

All officials that we spoke with saw no alternative in early May other than to incorporate the CCA structure into DPW. Dr. Miller clearly recognized the need for this to happen and the desirability of detaching himself from the Project. He is optimistic that the new structure can build on the CCA successes and that Mr. Beal and Mr. DeMuro can gain the support of the judges in continuing the efforts begun by CCA. As evidence of this optimism, he points to the positive endorsement of the juvenile judges for the second year grant application arising out of a meeting last summer between the judges, Secretary Beal and Mr. DeMuro.

In this latter regard, they hope during the second year to continue to build the diverse community service network and to stabilize the programs for the more difficult youth, by adding several small secure units across the state. When these events occur, they are convinced that relationships with the judges will improve, although the question of their commitment authority will no doubt be a continuing problem. In summary, the judges vary in their opinions of the "credibility" of the treatment alternatives. This goal is difficult to quantify. Clearly some programs were viewed as highly credible (e.g., the House of Umoja) while others were not.

2.3 The Development of a Statewide Network of Program Alternatives

Section 1.4.2 has discussed the project's plans for the development of a regional network of program services and has described the actual pattern of services developed by CCA. Many issues relating to service development were also discussed in the last Section (2.2) in regard to direct court referrals and judges attitudes towards CCA. Clearly CCA had numerous problems both internal and external to the CCA organization in developing the planned programs. Table 10 provides DPW's summary of resource development in the regions following 10 months of project operation. The DPW concluded that the Central and Northeast Regions of the project had been the most effective in completing the resource model and that

Table 10

CCA Program Development

Central Region

1. Needs assessment team operational.
2. Security unit to operate July 15, 1976.
3. Highly structured group home operational in Harrisburg.
4. Community advocate program operational throughout region.
5. Supervised living program operational (17 youth in placement).
6. Outward Bound Program (statewide) operational.
7. Purchase-of-care arrangements in use.

Western Region

1. Needs assessment team operational.
2. Security unit opened January 1976, closed (hopefully temporarily) March 1976 by zoning dispute.
3. Highly structured group home (Erie) operational; Pittsburgh site will not open, but a 6-bed group home is in operation.
4. Community advocate program operational in Pittsburgh - remainder of region covered on individual basis.
5. Supervised living program (regionwide) never opened - six youth individual foster placements.
6. Outward Bound Program (statewide) operational, but slightly used by region.
7. Purchase-of-care arrangements in use.

Southeast Region

1. Needs assessment team operational.
2. Security unit not open.
3. Highly structured group home not open.
4. Community advocate program operational.
5. Supervised living program (regionwide) not operational, although 2 youths are in individual foster settings.

6. Outward Bound Program (statewide) is open, but only slightly used by region.
7. Purchase-of-care arrangements (previously with already existing group homes) in heavy use - approximately 35 youth.

Northeast Region

1. Needs assessment team operational.
2. Security unit operational.
3. Highly structured group home operational.
4. Community advocate program operational.
5. Supervised living program operational (7 youth in placements).
6. Outward Bound Program (statewide) open and utilized.
7. Purchase-of-care arrangements utilized.

CONTINUED

1 OF 3

the project had produced: 22 secure unit beds, 30 structured group home beds, 11 group home beds, 125 community advocate slots, 40 supervised or intensive foster care living arrangements, 4-10 outward bound participants per month, and 75-80 individual purchase of care arrangements (e.g. with group homes, special schools, etc.). Appendix 13 provides a complete listing of all currently active and terminated CCA subcontractors.

It is difficult to assess the degree of success or failure of the CCA in its efforts to develop the network of program alternatives. Clearly the network was not fully developed. The constraints placed upon the CCA staff such as zoning disputes, community opposition, high start-up costs, inexperienced vendors, etc. have been discussed at length in Section 1.4.2 and also appear in the site visit reports in Appendices 5 and 8.

Numerically the CCA established all seven planned program types in the Central Region and the Northeast Region. Four of the seven programs were established in the Western Region (with partial implementation of one additional program type), and four of the seven programs were also developed in the Southeastern Region (again with partial implementation of one additional program). Given the constraints on program development, the CCA can be considered to have substantially achieved implementation of its program array.

Summary

The project's first goal--removal of the youth from Camp Hill--was achieved. As was noted, some difficulties occur in attributing the causes for release in individual cases due to the concurrence of Camp Hill Project efforts, institutional staff efforts, judge and probation officer efforts, and the impact of negative publicity regarding Camp Hill which produced pressure upon all of these groups to expedite the transfer of Camp Hill juveniles. The Camp Hill project was actively involved in the majority of releases, however.

The project's second goal had three components. The "qualitative superiority" of Camp Hill Project programs could not be assessed due to the lack of detailed comparative data. The goal of developing a "quantitatively varied" array of programs was substantially achieved by the CCA. Twenty-two of the twenty-eight regional programs specified in the program plan were developed at least to some degree. Many of the programs have been phased out or incorporated into the DPW as was noted in section 1.4.2 and the ultimate disposition of the program array is uncertain.

The "credibility" component of Goal 2 was difficult to assess quantitatively. Some programs were viewed as credible alternatives by judges, while others were strongly criticized. The March 27, 1976 resolution of the Camp Hill Review Panel (see section 1.4.3) concluded that the project had "failed to establish credibility for its programs with the judges of the Commonwealth." This resolution reflected the strong antipathy toward the project of many judges during the project's year. Attitudes toward the project appear to have moderated substantially in recent months, and both the DPW and the judges have made significant efforts to cooperate. The meeting between Secretary Beal, Mr. DeMuro and the judges cited in section 2.2.1 at which the judges discussed and subsequently endorsed the DPW second year grant application is an example of such cooperation. The question of whether any constructive purposes have been served by the polarization between the DPW and the judges should be considered. In an effort in which cooperation between two agencies is critical for the achievement of common goals, both parties should carefully consider the potential losses to both sides resulting from

an atmosphere of acrimony and recrimination.

3.0 Efficiency

This section provides (1) an overview of project expenditures, (2) a discussion of the relative overall costs of various programs sponsored by the Center for Community Alternatives, (3) a summary of costs of roughly comparable programs both within Pennsylvania and across the nation, and (4) a discussion of the possibilities for assessing the cost effectiveness of the Center for Community Alternatives programs.

3.1 Overview of Project Expenditures

The preliminary grant application for the "Pennsylvania Reintegrative Offenders Project for Youth" requested \$2,610,849 in federal funds to support the Camp Hill project. This request was reduced to \$2,454,049 when the Department of Public Welfare was able to obtain \$156,800 for needs assessment costs through Title XX of the Social Security Act. The request was further reduced to \$1,967,569 following negotiations with LEAA, and supplementary funds from the Adult Corrections Division of the Department of Justice were anticipated to offset the reduction in federal funds.* Table 11 provides a summary of the project budget for personnel, fringe benefits, travel, equipment, supplies, contracts, and other costs and also indicates expenditures through June 30, 1976. This summary is the most recent record of project expenditures available to us and was transmitted to LEAA from the Department of Public Welfare on September 14, 1976. As can be seen from the table, almost all of the federal funds were reported as expended as of June 30, and the balance remaining was only \$134,946. The final budget summary is currently being prepared by the DPW and an official budget report will be submitted by the DPW Comptroller's Office once all of the project's expenditures for the grant period are available.

Table 12 provides a projected final account of the project's expenditures. This summary was prepared by the project's accountant. The

*Pennsylvania Department of Justice funds were never received by CCA.

Table 11

SUMMARY OF CCA FEDERAL EXPENDITURES THROUGH JUNE 30, 1976

GOVERNOR'S JUSTICE COMMISSION CUMULATIVE-ACTION GRANT FISCAL REPORT (Due ten days after close of each calendar quarter)		FROM (Name and address of Subgrantee) Center for Community Alternatives, Inc. 22 S. Third St., Keystone Bldg. Harrisburg, Pa. 17101		APPLICATION NO. DATE OF AWARD: September 5, 1975 FEDERAL GRANT NO.: 2940 PROGRAM CATG. PROJECT PERIOD: Sept. 5 - Sept. 4, 1976 DATE OF REPORT: July 26, 1976						
THIS REPORT IS SUBMITTED FOR THE PERIOD September 5, 1975 THROUGH June 30, 1976										
SECTION I STATUS OF GRANT FUNDS										
TYPE OF FUNDS	1. AMOUNT OF AWARD	2. TOTAL FUNDS RECEIVED TO END OF REPORT PERIOD	3. UNEXPENDED CASH AT END OF REPORT PERIOD	4. ESTIMATE AMOUNT OF FEDERAL FUNDS TO BE USED IN NEXT QUARTER	5. REMARKS (Note any Fiscal problem you have encountered)					
FEDERAL		1,718,344.00	28,371.00	248,255.00						
STATE		- 0 -	- 0 -							
MATCH		- 0 -	- 0 -							
SECTION II EXPENDITURE AND UNPAID OBLIGATION BY OBJECT CLASS (BUDGET)										
OBJECT CLASS	FEDERAL FUNDS			STATE FUNDS			* MATCH FUNDS			
	6. BUDGET	7. EXPENDITURE	8. UNPAID OBLIGATION	9. BUDGET	10. EXPENDITURE	11. UNPAID OBLIGATION	12. BUDGET	13. EXPENDITURE	14. UNPAID OBLIGATION	
A PERSONNEL	446,925	382,857	64,068	-0-	-0-	-0-	(1)	(2)	(3)	
B FRINGE BENEFITS	68,250	38,632	29,618	-0-	-0-	-0-	(4)	(5)	(6)	
C TRAVEL	41,000	31,913	9,087	-0-	-0-	-0-				
D EQUIPMENT	15,150	4,899	10,251	-0-	-0-	-0-				
E SUPPLIES	7,200	5,567	1,633	-0-	-0-	-0-				
F Contractual	1,221,544	1,290,003	(68,459)	232,891	-0-	-0-				
G CONSTRUCTION	-0-	-0-	-0-	-0-	-0-	-0-				
H OTHER	167,500	78,752	88,748	-0-	-0-	-0-				
I INDIRECT COST	-0-	-0-	-0-	-0-	-0-	-0-				
15. TOTALS	1,967,569	1,832,623	134,946	232,891						
16. PROJECTED PAYMENTS				17. CUMULATIVE ACTION GRANT FISCAL REPORT			18. FINANCIAL OFFICER		PROJECT DIRECTOR	
	FEDERAL	STATE	FISCAL REPORT	DUE	RECEIVED	NAME & TITLE: <i>Accountant</i> SIGNATURE: <i>[Signature]</i> DATE: <i>8/1/76</i>		SIGNATURE: <i>[Signature]</i> DATE: <i>8/1/76</i>		
1st										
2nd										
3rd										
4th										
TOTAL										

Table 12

PROPOSED FEDERAL BUDGET REVISION

	BUDGET	PROJECTED ACTUAL THROUGH 9/4/76	INCREASE	DECREASE	REVISED
Personnel	\$ 446,925	\$ 417,017		\$ 29,908	\$ 417,017
Fringe	\$ 68,250	\$ 41,850		\$ 26,400	\$ 41,850
Travel	\$ 41,000	\$ 35,756		\$ 5,244	\$ 35,756
Equipment	\$ 15,150	\$ 5,399		\$ 9,751	\$ 5,399
Supplies	\$ 7,200	\$ 7,180	0	0	\$ 7,200
Contractual	\$1,221,544	\$1,363,598	\$142,054		\$1,363,598
Other	\$ 167,500	\$ 96,749		\$ 70,751	\$ 96,749
TOTAL	\$1,967,569		\$142,054	\$142,054	\$1,967,569

table presents the original project budget, projected expenses through the end of the contract year, and the degree to which the projected expenditures are larger or smaller than the original budgeted line items. Although the number of project staff exceeded projected levels at times during the contract year, the projected personnel expense was \$29,908 short of the budgeted level of \$446,925. The projection also indicates expenses below budgeted levels for fringe benefits, travel, equipment, and other expenses, with the only category exceeding the original budget being contractual expenses. Appendix 14 presents a copy of a recent letter from DPW to LEAA dealing with budgetary revisions during the contract year. This letter provides information regarding expenses for the various line items. The letter also reports that LEAA has received a copy of a Peat, Marwick and Mitchell Audit Report, and the Pennsylvania Auditor General's study of the Camp Hill Project. The Joint Legislative Committee on Budget and Finance has recently completed a study of CCA expenditures, and LEAA will receive that report when it is released. In addition, a final audit will be conducted by the Pennsylvania Governor's Justice Commission in the near future according to the Department of Public Welfare. A total picture of project federal expenditures should be available in the near future.

In addition to federal funds from LEAA and Title XX of the Social Security Act, state funds have also been provided to support the Camp Hill project and related efforts to deinstitutionalize the Pennsylvania juvenile justice system. Table 13 provides an overview of state contributions to the deinstitutionalization effort. As can be seen from the table, a substantial proportion of the state funds for deinstitutionalization were funneled through the Center for Community Alternatives. Total state expenditures for deinstitutionalization totaled \$4,563,758 according to the Department of Public Welfare and were, thus, over twice as large as the LEAA grant funds of \$1,967,569.

Table 13

State Financial Commitment to Deinstitutionalization

<u>Date</u>	<u>State</u>	<u>Federal</u>	<u>Purpose</u>
5/1/76 - 8/31/75	\$ 206,675		Assessment of juveniles at Camp Hill
6/1/75 - 12/31/76	769,195		Start-up of CCA & purchase of services
6/1/75 - 12/31/75	31,628		Support of personnel at Camp Hill for placement of juveniles
9/5/75 - 9/4/76	101,000	\$1,967,569	CCA operations and purchase of care
1/1/76 - 9/4/76	300,000		Additional purchase of community services for delinquent youth
5/1/75 - 6/30/76	43,000		Education programs in community alternatives
8/15/75 - 9/4/76	1,200,000		Support of secure state facility at New Castle
8/13/75 - 9/4/76	1,500,000		Support of secure state facility at Cornswells Heights
7/1/76 - 6/30/77	284,260		Support of community alternative programs through App. 72
7/1/76 - 8/31/76	106,000		Interim support of secure units at LVOC and Youth Resources, Inc.
7/1/76 - 8/31/76	22,000		Interim support of foster care
	\$4,563,758	\$1,967,569	

3.2 Relative Costs of Center for Community Alternatives' Programs

Table 12 indicated that federal costs for contracted programs were anticipated to total \$1,363,598 for the contract year. Table 14 provides a summary of the federal expenditures for FY 1975-76 for the thirty programs funded by CCA and for various consultants funded to assist CCA in program development and operation. These data were summarized from data collected by the Department of Public Welfare for the Joint Legislative Committee on Budget and Finance. As was noted in section 2.1.3, and Joint Committee has conducted a comprehensive study of CCA activities and will be releasing an interim report in November and a final report in the Spring. As part of the study, the Joint Committee requested the Department of Public Welfare to provide information on all subcontractors who provided services for CCA. Information requested included:

1. the estimated amount of state and federal funds already paid to the organization or consultant during FY 1975-76 and the purpose of the program;
2. the period of time during FY 1975-76 that the organization or consultant provided services;
3. narrative description of the services;
4. number of delinquent youth served by the organization during FY 1975-76;
5. total number of employees and information on their funding; and
6. location of the organization and statistics regarding its organization and management.

The Abt Associates' staff analyzed the raw data transmitted to the Joint Committee in order to determine the amount and distribution of CCA funds to subcontractors. Table 15 indicates the total funds received by the various subcontractors (both state and federal) and rank orders the subcontractors in terms of the amount of funds received. Table 16 summarizes the distribution of CCA funds as a function of the type of program funded by CCA for FY 1975-76. As can be seen, group homes and

Table 14

FEDERAL FUNDS DISTRIBUTED TO CCA SUBCONTRACTORS DURING FISCAL YEAR 1975-76

ORGANIZATION AND COUNTY OF LOCATION	ESTIMATED AMT. OF FEDERAL FUNDS RECEIVED FROM CCA DURING FISCAL YR. (a)	SERVICE PROVIDED TO CCA
Lehigh Valley Opp. Center, Inc. (Northampton).....	\$192,628	Max. Security Res. Facility
Center for Assess. & Trtmt. of Youth, Inc. (Allegheny).....	176,753	Secure Facility & Needs Assessment
Pa. Youth Advocate Program (Dauphin).....	178,628	Youth Advocacy
Appalachian Schl. of Experience (Cumberland).....	85,815	Rural group living & "experience"
Transitional Living Center, Inc. (Lycoming).....	97,050	Group Home
North City Congress, Inc. (Philadelphia).....	22,518	Secure facility & services development
Alternative-Rehab. Comm. Inc. (Dauphin).....	121,244	Group Home
Professional Services, Inc. (Erie).....	82,516	Group Home
Youth Resources, Inc. (Dauphin).....	88,000	Secure Facility
Allegheny Inst. for Envir. Educa., Inc. (Allegheny).....	13,067	Establish Secure Compound at YDC
Tressler-Lutheran Services Assoc. (Cumberland).....	53,690	Manage Network of Foster Homes
YMCA Metro Office (Allegheny).....	33,252	Youth Advocacy
St. Joseph's House (Allegheny).....	27,533	Group Home
OIC, Inc. (Philadelphia).....	28,761	Youth advocacy and day program
House of Umoja (Philadelphia).....	38,145	Group Home
Friendship House, Inc. (Lackawanna).....	22,607	Group Home
Viking House, Inc. (Canada).....	21,202	Group Home
Pa. Program for Women & Girls (Allegheny).....	13,691	Vocat. & Educ. Placement
Volunteers of America (Dauphin).....	15,920	Group Home
Union Auto Mechanic School (Union).....	2,927	Vocational training
Three Rivers Youth, Inc. (Allegheny).....	7,641	Group Home
Marriage Council of Philadelphia (Philadelphia).....	5,000	Youth Service Needs Assessment
Youth Services, Inc. (Philadelphia).....	6,718	Group Home
Guidance Associates of Pa., Inc. (Dauphin).....	5,848	Youth Service Needs Assessment
Walton Village for Boys (Philadelphia).....	4,870	Group Home
Southern Home for Children (Philadelphia).....	3,120	Group Home
Meridell Achievement Center (Texas).....	2,907	Group Home
American Motorcycle Inst., Inc. (Florida).....	2,080	Instruction
Southwest Community Enrichment Center (Philadelphia).....	1,270	Crisis Intervention
Gaudenzia, Inc. (Philadelphia).....	1,214	Group Home
Various Individuals (Total of 19).....	<u>41,000</u>	Generally, consulting
GRAND TOTAL	\$1,397,635	

(a) Estimated by DPW

Table 15

Total State and Federal Funds Distributed to CCA Subcontractor

During Fiscal Year 1975-76

(All \$ amts. in thousands)

<u>Organization and County of Location</u>	<u>Estimated Amt. of Funds Received from CCA,* During Fiscal Yr.</u>
Leigh Valley Opp. Center, Inc. (Northampton).....	\$ 222
Center for Assess. & Trtmt. of Youth, Inc. (Allegheny).....	201
Pa. Youth Advocate Program (Dauphin).....	184
Appalachian Schl. of Experience (Cumberland).....	180
Transitional Living Center, Inc. (Lycoming).....	165
North City Congress, Inc. (Philadelphia).....	156
Alternative-Rehab. Comm. Inc. (Dauphin).....	122
Professional Services, Inc. (Erie).....	106
Youth Resources, Inc. (Dauphin).....	92
Allegheny Inst. for Envir. Ed. Inc. (Allegheny).....	62
Tressler-Lutheran Services Assoc. (Cumberland).....	54
YMCA Metro Office (Allegheny).....	43
St. Joseph's House (Allegheny).....	39
OIC, Inc. (Philadelphia).....	39
House of Umoja (Philadelphia).....	38
Friendship House, Inc. (Lackawanna).....	23
Viking House, Inc. (Canada).....	21
Pa. Program for Women & Girls (Allegheny).....	21
Volunteers of America (Dauphin).....	16
Union Auto Mechanic School (Union).....	14
Three Rivers Youth, Inc. (Allegheny).....	8
Marriage Council of Philadelphia (Philadelphia).....	7
Youth Services, Inc. (Philadelphia).....	7
Guidance Associates of Pa., Inc. (Dauphin).....	6
Walton Village for Boys (Philadelphia).....	5
Southern Home for Children (Philadelphia).....	3
Meridell Achievement Center (Texas).....	3
American Motorcycle Inst., Inc. (Florida).....	2
Southwest Community Enrichment Ctr. (Philadelphia)....	1
Gaudenzia, Inc. (Philadelphia).....	1
Various Individuals (Total of 19).....	<u>41</u>
GRAND TOTAL	<u>\$1,882</u>

* Estimated by DPW

Table 16

CCA Subcontract Expenditures
Categorized by Program Type

<u>Purpose</u>	<u>Aggregate Amt. Paid</u>	<u>% of All Payments to Providers</u>
Group Home (or other residential facilities)	\$1,463,000.	78%
Youth Advocacy Services	268,000.	14%
Needs Assessment of Youth	55,000.	3%
Vocational/Educational Services	37,000.	2%
Consulting Services	32,000.	2%
Other	<u>27,000.</u>	<u>1%</u>
GRAND TOTAL	<u>\$1,882,000</u>	<u>100%</u>

Source: All data is summarized from information reported by the Department of Public Welfare in late June, early July, 1976.

other residential facilities received the largest portion of CCA funds (78%) with youth advocacy programs receiving the next largest portion of the funds (14%). Appendix 13 provides a listing of the CCA contracts which have been terminated and the dates the contracts ended and also a listing of contracts which have been maintained by DPW.

A number of mechanisms were used to monitor the subcontracts awarded by the Center for Community Alternatives. CCA listed the following methods in reply to LEAA's inquiry regarding monitoring techniques:

- field audits are performed every other month on all cost-reimbursement subcontracts by CCA accounting staff
- monthly or bi-weekly invoices are received by CCA for all cost-reimbursement subcontracts. This procedure allows CCA to monitor adherence to budget estimates
- field audits by DPW, the Auditor General's office and the Governor's Justice Commission are planned
- Peat, Marwick, and Mitchell was hired by CCA to conduct an audit of CCA and to provide information regarding field audit techniques
- The DPW is conducting further auditing for CCA

The Auditor General provided a detailed critique of CCA's fiscal and subcontract monitoring practices in its study of the Center for Community Alternatives. A number of weaknesses in the monitoring practices of both CCA and DPW were identified by the Auditor General including poor investment policies, deficient internal controls in accounting, poor monitoring of payments to vendors, and problems with payroll procedures. The relevant portions of the Auditor General's study are reproduced in Appendix 15. The Camp Hill Project Review Panel also considered fiscal auditing to be one of its responsibilities. The executive director of the panel conducted a study of CCA contracts to vendors and developed abstracts of most of the contracts. Funding for the panel ran out before the panel could complete a comprehensive study of Center for

Community Alternatives' finances. It should be noted that a number of the CCA subcontractors interviewed emphasized that they had severe problems at times in receiving appropriate funds from CCA during the year due to CCA fiscal and administrative difficulties.

Table 17 provides a summary of funds received by CCA by the end of each month for the period August 1975 to June 1976. The table was prepared by the executive director of the Camp Hill Review Panel. Monthly and cumulative percentages of expended funds are based upon total state and federal funds committed to the program (\$3,376,067). Draw downs of federal funds occurred on 12-3-75, 3-24-76, 5-28-76, and 8-4-76, according to the Governor's Justice Commission.

3.3 Costs of Comparable Juvenile Programs

Section 3.2 has provided an overview of the amounts of CCA funds, both state and federal, expended on the various programs sponsored by the Center for Community Alternatives. Since the CCA programs were only recently developed and many of the programs' information systems were not fully functioning, numerous difficulties exist in attempting to calculate the per capita costs of the various CCA programs. Cost figures of this sort are needed to provide a basis of comparison between the CCA programs and other comparable programs. Section 3.4 will discuss the problems involved in developing unit costs for CCA services and the difficulties in assessing the cost effectiveness and cost-benefit ratio of the CCA programs. As a point of reference, this section provides a brief overview of the costs associated with comparable programs.

Table 18 provides a summary of the annual per capita costs of youth development centers and residential treatment programs for selected states. The table is reprinted from Services to Troubled Youth, a report developed in March 1975 by the Joint State Government Commission of Pennsylvania. State per capita expenditures can be seen to vary widely, although limits in descriptive materials regarding the various programs make comparisons difficult. Table 19 provides a summary of costs for a

Table i7

CAMP HILL PANEL SUMMARY OF CCA MONTHLY EXPENDITURES

						Total Committed: \$3,376,067
						Balance
						July 71
						\$249,226
						\$1,126,941
						(63%)
CAMP HILL REVIEW PANEL						\$300,000
						\$2,826,841
CHART OF FUNDS RECEIVED BY THE END OF EACH MONTH (August 75 - Jun 76)						(84%)
BY THE CENTER FOR COMMUNITY ALTERNATIVES						\$2,725,841
(Based on record of drawdowns provided by CCA)						(81%)
(Total State & Federal Funds Committed: \$3,376,067)						\$2,625,614
						(78%)
						\$1,994,903
						((59%))
						\$430,000
						\$1,564,903
						(46%)
						\$557,406
						\$1,007,497
Cumulative)						(30%)
\$858,158 (25%)						\$149,319
\$8,158						
(Received during month)						

Table 18
ANNUAL PER CAPITA COSTS OF YOUTH DEVELOPMENT CENTERS
AND/OR RESIDENTIAL TREATMENT CENTERS AS REPORTED IN
STATE BUDGET FIGURES FOR SELECTED STATES

	Treatment or facility	Year	Budgeted Annual Per Capita Costs	
California	Care and control of juveniles	1972-1973	\$ 9,418	
Connecticut	Juvenile institutional care	1972	10,826	
Florida	Boys Training School	1973	8,336	
	Group treatment	1973	7,665	
	Detention services	1973	9,424	
Illinois	Institutional care	1971	11,000	
		1972	15,000	
		1973	20,000 ^a	
		1974	15,000	
		1975	12,500	
Iowa	Iowa Training School for Boys State Juvenile Home	1971	10,010	
		1971	10,899	
Kansas	Residential Treatment Cost	1972	8,500	
Maryland	Boys Village of Maryland	1973	8,416	
	Maryland Children's Center	1973	9,193	
	Group living facilities	1973	3,683	
	Maryland Training School	1973	9,280	
Massachusetts	Juvenile institutional care (these institutions are no longer in existence)	1971	11,612	
		Group care setting	1974	7,838
		Foster home care	1974	2,133
		Nonresidential care	1974	3,261
Ohio	Residential care	1971	5,475	
Pennsylvania	State Institutional Care, YDC's, YFC's and Philadelphia Day Care Center	1972-1973	19,415	
		1973-1974	18,696	
		1974-1975	21,747	
Rhode Island	R. I. Training School for Boys	1971-1972	15,494	
		1973-1974	20,988	

a. The institutional population was reduced from 2,000 in 1971 to 1,000 in 1973. Per capita costs rose substantially, but are expected to fall in the future.

SOURCE: Budget materials of states indicated.

Table 19

CURRENT ALLOTMENTS FOR YOUTH DEVELOPMENT CENTERS AND FORESTRY CAMPS
FISCAL 1974-1975

Institution	Average daily population calendar 1974	Welfare department allotment	Educational expense allotment	Total allotment	Total annual per capita cost
<u>Youth Development Centers</u>					
Cornwells Heights	89	\$ 3,310,647	\$ 385,500	\$ 3,696,147	\$41,530
Loysville	131	2,504,109	454,400	2,958,509	22,584
New Castle	237	3,838,924	625,000	4,463,924	18,835
Warrendale	124	2,475,671	416,500	2,892,171	23,324
Waynesburg	<u>122</u>	<u>2,380,551</u>	<u>350,000</u>	<u>2,730,551</u>	<u>22,382</u>
	703	14,509,902	2,231,400	16,741,302	
					Average 23,814
<u>Youth Forestry Camps</u>					
Camp No. 1	58	664,953	91,400	756,353	13,041
Camp No. 2	48	685,814	100,000	785,814	16,371
Camp No. 3	<u>55</u>	<u>594,834</u>	<u>82,666</u>	<u>677,500</u>	<u>12,318</u>
	161	1,945,601	274,066	2,219,667	
					Average 15,787
Philadelphia Day Treatment Center	138	2,546,603	282,692	2,829,295	20,502
Totals	<u>1,002</u>	<u>\$19,002,106</u>	<u>\$ 2,788,158</u>	<u>\$21,790,264</u>	
					Average, all institutions \$21,747

SOURCES: Office of Administration, Monthly Status of Allotments by Organization. The institutional population figures were gathered from business offices of the institutions; educational allotments from the Department of Education.

range of Pennsylvania programs including youth development centers and Table 20 summarizes expenses at private and semi-private institutions for juveniles. Again, per capita costs vary widely, ranging from \$41,530 per capita at the Cornwells Heights YDC to \$13,041 at a Department of Public Welfare youth forestry camp. Appendix 16 includes further data on per capita costs of alternative juvenile facilities including a listing of specific line item expenses per juvenile at different facilities.

3.4 Assessing the Cost Effectiveness of the CCA Programs

The cost effectiveness of CCA programs cannot be reliably determined due to a number of problems.

First, a great many problems exist with CCA client tracking data. These problems are discussed in section 2.1. The DPW study for the Joint Legislative Committee provides some data on the number of clients served by specific programs and the amount of money received by the programs. In many cases, however, the client data are either omitted or only estimated. Data on the length of contact with a given client are generally not provided.

Difficulties also occur in disaggregating start-up costs from regular costs of program operations. Section 1.4.2 provided a number of examples of the very high start-up costs incurred by some CCA programs due to zoning disputes and other external problems. The Auditor General's study concluded in this regard that "In our opinion, a computation of average unit costs would not be meaningful because start-up costs are included in payments to some subcontractors and we were unable to determine the actual length of juvenile placements." We have come to a similar conclusion. Any comparisons would have very limited utility due to these problems.

An estimate of unit costs for the project as a whole was made by the executive director of the Camp Hill panel in his final letter to panel members on August 25, 1976. The director stated that "by July 1, 1976, the project had served a total of 447 juveniles, made up of 186 from Camp

Table 20

CAPACITY, POPULATION AND COSTS
PRIVATE AND SEMI-PRIVATE INSTITUTIONS
FOR DELINQUENT CHILDREN, 1974

Institution	Rated capacity	Average daily population	Total expenditures	Annual per capita costs
<u>Private</u>				
Berks County Boys' School	25	16	\$ 60,000	\$ 3,750
New Life Boy's Ranch	50	40	496,000	12,400
Gannondale School for Girls	46	28	169,977	6,071
George Junior Republic of Pennsylvania	300	268	1,983,695	7,402
Gilmary School for Girls	96	41	361,220	8,810
Harborcreek School for Boys	65	106	864,000	8,151
<u>Good Shepherd Institutions</u>				
Tekakwitha Hills School	70	51	585,914	11,489
Lourdesmont School	65	51	368,003	7,216
Discovery School for Girls	50	56	600,858	10,730
Diagnostic Center for Girls	--	22	295,304	13,422
St. Gabriels' Hall	<u>198</u>	<u>202</u>	<u>2,575,000</u>	<u>12,748</u>
Totals	<u>965</u>	<u>881</u>	<u>\$ 8,359,971</u>	
Average annual per capita costs				\$ <u>9,489</u>
<u>Semi-Private</u>				
Glen Mills School	275	83	\$ 1,831,567	\$ 22,067
Sleighton Farm School for Girls	<u>175</u>	<u>85</u>	<u>\$ 2,292,332</u>	<u>\$ 26,969</u>
Total	<u>450</u>	<u>168</u>	<u>\$ 4,123,899</u>	
Average annual per capita costs				\$ <u>24,547</u>

SOURCES: Supplied by the listed institutions, February-March, 1975.

Hill and 228 direct referrals. According to our calculations, a total of about \$3,376,670 was spent; for an average per case of \$8,155."* As an overall summary this per case figure would suggest that client costs were roughly in line with those incurred in some comparable programs cited in section 3.3 to the extent that the clients were served for a substantial portion of the year. Average YDC/YFC per capita costs per year were \$21,747 as was noted in Table 19. If program delivery to the average CCA client extended over less than one-third of the project year, annual per capita costs of CCA programs overall would exceed those of the YDC's. Average annual costs per client at the Camp Hill Penitentiary were reported to be \$10,000 by the facility's superintendent. The CCA programs were likely to be more expensive than the Camp Hill facility due to the economies possible at an institution such as Camp Hill.

Considerably greater problems occur in attempting to apply a cost-benefit analysis to the Camp Hill Project. The potential benefits of the project in terms of reduced recidivism, reduced adjudication costs, etc. have not as yet been reliably quantified, and the data on unit costs are not available or reliable. The evaluation feasibility report will outline the data requirements for assessing the costs and benefits of deinstitutionalization projects.

* Our calculation of per capita costs based on 447 clients and \$3,376,570 in funds is \$7554 per client.

4.0 Conclusions

The preceding sections of this report have surveyed the history, operations and accomplishments of the Camp Hill Project. This section provides a brief summary of the project's major strengths and weaknesses and notes the major problems encountered by the project. As has been repeatedly stressed in this report, both the project and the context in which it operates are extremely complex. Brief summary observations are likely to be misleading unless viewed in the context of the project as a whole.

4.1 Major Strengths

- The commitment of the vast majority of CCA staff to the project task is unquestionable. Many persons interviewed noted the prevalence of 12-hour workdays among CCA personnel. Many CCA staff were characterized as bright, resourceful, and industrious and our observations support these judgments.
- The goal of relocating the 392 juveniles incarcerated at Camp Hill was substantially achieved. Not all Camp Hill youth participated in CCA programs but CCA played an active role in the majority of Camp Hill cases. Section 2 of this report discusses this accomplishment.
- Valuable service programs were developed by CCA. The youth advocate programs and secure group homes are particularly notable. As in the case of CCA personnel, program personnel interviewed were impressive.
- The court liaison officer role provides a vital link between the courts and DPW. CCA developed this function and it has been adopted by the DPW into its regional operations.

- The CCA was confronted with numerous external problems and overcame many obstacles in relocating Camp Hill youth and establishing programs.

4.2 Major Weaknesses

- The resource development plan was not completed in the four state regions. Reasons for these problems are discussed at length in the report.
- CCA experienced severe fiscal problems, many of which began early in the history of the project. The Auditor General has indicated numerous instances of poor fiscal management which contributed to these problems (see Appendix 15). Additional problems external to CCA also contributed to the CCA financial crisis and these are discussed in the text.
- CCA monitoring of program operations was deficient in many cases. Both the computer and manual tracking systems had severe problems in gathering comprehensive, timely, and reliable data. It should be noted that problems of this sort are not uncommon in newly developed organizations.
- The use of inexperienced vendors often resulted in problems of poor program management, large start-up costs, and difficulties in accountability. The lack of cooperation of experienced program operators required the use of inexperienced vendors in some cases.
- Needs assessments were often not completed within the project's time guidelines according to studies by the Camp Hill Review Panel and the Auditor General.
- The project overall had poor relations with the Camp Hill Review Panel. Section 1.4.3 outlines the complex development of these poor relations.

- The Auditor General concluded that DPW often failed to adequately monitor the operations of CCA (see Appendix 15).
- The polarization which occurred between the project and the state's juvenile judges appears to have limited the project's effectiveness. Both DPW and the judges appear to have participated in the polarization to the point where it became counterproductive for both sides. Current DPW efforts to encourage cooperation between the courts and DPW are promising.

4.3 General Observations

The DPW and CCA encountered many serious obstacles in their attempts to implement the Camp Hill Project. These problems are discussed throughout the report and particularly in section 2.2.2. In retrospect, a number of critical actions appear to have limited the success of the Camp Hill project:

- The Attorney General's decision to close Camp Hill to new juvenile commitments by August 15, 1975 placed enormous time pressure on the project.
- The decision to develop stop-gap secure facilities at the New Castle and Cornwells Heights YDC's rather than request an extension of the Attorney General's order caused numerous problems. Neither facility was secure by August 15. (The fence at New Castle was not constructed until January 1976.) Incidents occurring at the facilities caused negative publicity (see Appendix 8). Staff and administrative time was devoted to the problems at the YDC's and considerable sums of money were spent on them. One CCA official identified these problems as the critical turning point in program operations, resulting in the project having to take a defensive stance.

- The lack of development of cooperation with the Camp Hill Review Panel led to extensive negative publicity and the loss of potential allies for the project. Section 1.4.3 provides a detailed discussion of the Panel's complex history. The lack of funds to develop the panel was particularly critical in leading to the poor relationship between the project and its panel.
- The decision of DPW to respond vigorously to criticism from the judges probably hurt the project in the long run because of the critical need for cooperation with the judges. Current DPW initiatives to cooperate with the judges are hopeful.

The Camp Hill Project has been a bold experiment in juvenile correctional innovation. The CCA staff devoted a great deal of energy to the project, and fought innumerable small and large battles with traditions, various bureaucracies and even with their own vendors and clients. Many of these battles were won against great odds. Others were lost due to larger problems of timing, fiscal management, inter-agency cooperation and a lack of pre-CCA planning.

FOOTNOTES

1. Source: LEAA Assessment Study Contract Statement of Work, pg. 1
2. Source: LEAA Assessment Study Contract Statement of Work, pg. 1.
The deinstitutionalization effort in Massachusetts is considered to be the first major statewide experiment.
3. Auditor General's Study of the Center for Community Alternatives, pg. 30ff.
4. Auditor General's Study of the Center for Community Alternatives, pg. 16.
5. Camp Hill Project Grant Application
6. Camp Hill Project Grant Application
7. Camp Hill Project Grant Application
8. Camp Hill Project Grant Application
9. Camp Hill Project Grant Application
10. The Center for Community Alternatives listed a number of reasons for the increase in panel size in response to an LEAA request. Reasons cited included the geographic size and demographic diversity of the Commonwealth of Pennsylvania and the interest in having regional meetings requiring a minimal number of panel members in each region.
11. Mr. Packel was reluctant to accept chairmanship responsibilities at the time due to the lack of funds to hire staff, but later he fully assumed these responsibilities.
12. Most of the meetings had low attendance.
13. List developed by Arthur Fuller, executive director of the Review Panel.
14. Presented in the minutes to the panel meeting of March 27, 1976.
15. Mr. Mattingly has noted to the panel that serious questions exist regarding whether the resolution was formally authorized by the panel.
16. An additional youth has been committed to Camp Hill but does not reside there. He was committed after August 15 and his case is in the courts.
17. See DPW letter to LEAA of September 14, 1976 (Appendix 14).
18. House Judiciary Committee, sub-committee hearing, May 7, 1975, pg. 46.
19. House Judiciary Committee, sub-committee hearing, May 7, 1975, pg. 49.
20. The particular judge has visited the New Castle unit on several occasions and has a strong interest in its functioning.

21. See footnote 16.

22. Source: Position Paper of the Juvenile Court Judges Section of the Pennsylvania Conference of State Trial Judges.

APPENDIX 1

APPENDIX I

Source Materials Used in the Assessment Study

Summary of Interviews Conducted

Center for Community Alternatives

Mr. Mattingly (director)
Mr. Hoelter (court liaison supervisor)
Mr. DeMarco (legal Counsel)
Ms. Davis (court liaison officer)
Ms. Henrettig (court liaison officer)
Mr. Katkin (board of directors)

Department of Public Welfare

Secretary Beal
Mr. Miller (Commissioner of the Office of Children and Youth)
Mr. DeMuro (Director of the Office of Youth Services and Correction Education)
Mr. Sabolevitch (Director of the Bureau of Youth Services)
Mr. Lowell (department staff)
Ms. Chodorow (department staff)
Ms. Gibson (special assistant to the director)
Mr. Anthony (acting director of youth services, Southeastern Region)
Mr. McNeill (Southeastern Region staff)
Mr. Camarata (director of youth services, Western Region)

Auditor General

Mr. Lorah (auditor)
Mr. Yastishak (auditor)

Attorney General

Mr. Barrish (assistant attorney general)
Mr. Smiser (assistant attorney general)

Joint Legislative Committee on Budget and Finance

Mr. Dario (executive director)
Mr. Rowe (staff member)
Mr. Smith (staff member)

Senate Committee on Aging and Youth

Senator O'Pake (chairman)

Senate Judiciary Committee

Senator Hill (chairman)

House Judiciary Committee

Representative Rhodes (co-chairman of the Subcommittee on Corrections)
Mr. Adami (adjunct staff member)
Mr. Volavka (assistant to Representative Rhodes)
Mr. Purnell (prior assistant to Representative Scirica)

State Planning Agency (Governor's Justice Commission)

Mr. Croan

Senate Minority Party Staff
Mr. Kupris (counsel)

Juvenile Court Judges Commission
Mr. Crawford (staff member)

Judges

Judge Wickersham
Judge Johnson.
Judge Tamilia
Judge Montemuro
Judge Dandridge
Judge O'Neil
Judge Forer
Judge Hoffman
Judge Cercone
Judge Anthony

Camp Hill Review Panel

Mr. Packer (chairman)
Mr. Fuller (executive director)
Mr. Speaker (lawyer in private practice)
Mr. Halloran (assistant attorney general)
Sister Fattah (director, House of Umoja)
Additional panel members have been cited above including Judges
Johnson, Dandridge and Anthony, Senator O'Pake, and Representative Rhodes.

Interviews were conducted with directors, staff members and clients of the following programs and site visit reports are presented in Appendix 8.

New Castle YDC Secure Unit (Mr. Waddington, director)
Cornwells Heights YDC Secure Unit (Mr. Adams, director)
Youth Resources Inc. Secure Home (Mr. Robinson, director)
Alternative Rehabilitation Communities Group Home (Mr. Elby and Mr. McKendrick)
House of Umoja Group Home (Sister Fattah, director)
St. Joseph's House Group Home (Father O'Malley, director)
Pennsylvania Youth Advocate Program (Mr. Jeffers, director)
YMCA Advocate Program (Mr. Davis, director)
Opportunities Industrialization Center Advocate Program (Mr. Frasier, director)
Camp Hill Penitentiary (Mr. Patton, Superintendent)

Penn State Computer Tracking System

Mr. Hazle (tracking system staff)

Summary of Written Resource Materials

Center for Community Alternatives

- Original Grant Application and modifications
- Grant award, special conditions and related correspondence
- Contract between CCA and DPW
- Responses to LEAA information requests
- First three quarterly reports
- Computer and manual tracking system reports
- Miscellaneous memoranda, reports and correspondence

Department of Public Welfare

- Correspondence between the department and LEAA, CCA, and the Governor's Justice Commission
- Application for continued funding
- Materials submitted to the Joint Committee of Budget and Finance
- Miscellaneous memoranda, reports and correspondence

Auditor General

- Auditor General's Study of CCA released August, 1976

Attorney General

- Miscellaneous correspondence

House Judiciary Committee

- Transcripts of May, 1975 hearings

State Planning Agency

- Miscellaneous correspondence

Juvenile Court Judges Commission

- Memoranda and reports regarding Camp Hill youth

Judges

- Miscellaneous correspondence from various judges
- Position Paper of the Juvenile Court Judges Section of the Pennsylvania Conference of State Trial Judges

Camp Hill Review Panel

- Minutes of panel meetings
- Correspondence and memoranda of the panel

Projects

- Miscellaneous brochures describing project organization and services

Miscellaneous Resource Documents

- Juvenile Justice: A stance for cooperation - report and recommendations of the Task Force on Juvenile Problems, December, 1974
- Services to Troubled Youth - report of the Joint State Government Commission, March, 1975

Questions for Juvenile Court Judges

1. When and how did you learn about the Camp Hill Project?
2. How satisfied were you with the Camp Hill juvenile facility before the new project was developed?
3. Did you send any juveniles to the Camp Hill facility?
How many?
What types of offenses? types of offenders?
Satisfaction with services for them (if has any information)?
What factors led you to sentence a juvenile to Camp Hill?
4. Have you sent any juveniles to the Camp Hill Project service programs? If not, why not?
How many?
What types of offenses? types of offenders?
Satisfaction with services for them? What types of programs were they sent to? What types of secure facilities are now available?
Amount of contact with court liaison staff of the project?
5. What do you see as the major good points of the project?
6. What do you see as the major problems of the project?
7. Would you change the project in any substantial way? How?
8. Have project operations changed substantially since DPW took over the functions of CCA?
9. Do you feel juvenile judges have sufficient input into project development and operations?
10. Do you feel that the range of services offered by the project is sufficient to meet the needs of the various types of juveniles you need to sentence to community based treatment?
11. What other types of alternative programs are available to you outside the Camp Hill Project?
12. What types of placements apart from Camp Hill were available before the project?
13. Any other questions which seem appropriate.

Questions for Review Board Members

1. When and how did you learn about the Camp Hill Project?
2. How were you selected to be a board member?
3. Describe the functions of the board as you see them.
4. Do you feel the board successfully fulfilled its functions?
If yes, what were its accomplishments?
If no, why not?
5. What were the major issues discussed by the board?
6. What do you see as the major good points of the project?
7. What do you see as the major problems of the project?
8. Would you change the project in any substantial way? How?
9. Have project operations changed substantially since DPW took over the functions of CCA?
10. What do you feel should be the functions of and composition of the Camp Hill review board?
11. What prior involvement did you have with the juvenile justice system before you became a review board member?
12. How were you as a board member informed of various policy decisions being made by the project during your tenure on the board?
13. What were the functions of your staff member during his tenure?
14. How frequently did you attend board meetings?
15. Ask any other questions which seem appropriate.

APPENDIX 2

APPENDIX 2

REPORT OF EVALUATION COMMITTEE ON JUVENILES AT THE
STATE CORRECTIONAL INSTITUTIONAL AT CAMP HILL

It was decided in the spring of 1973, that some analysis of the need for juvenile security facilities should be made. This decision was in response to both the new Juvenile Court Act which required the separation of juveniles and adults and a concern for developing a more diversified juvenile security program. Further, there were questions as to whether the Bureau of Corrections should continue to have responsibility for this specific group of juveniles or should this responsibility be transferred to the Department of Welfare. Our discussions with various individuals interested in this problem suggested that a single facility approach such as was now operating at the State Correctional Institution at Camp Hill might be ignoring the different types of juveniles which require a security placement. In order to develop a meaningful plan for juvenile security, a committee to evaluate the present population of the State Correctional Institution at Camp Hill was developed.

The Office of Children and Youth in the Department of Welfare, the Bureau of Corrections and the Juvenile Court Judges' Commission in the Department of Justice were asked to select and recommend members for the committee. The Juvenile Court Judges' Commission was also asked to request assistance from various probation offices throughout the state. It was felt that the entire juvenile justice system should have input into the evaluation. The final goal was to develop a criteria for separating juveniles requiring security into broad treatment groups and to test this criteria against the actual juvenile population of the State Correctional Institution at Camp Hill. If the criteria was valid it would provide a numerical guideline for the development of future secure facilities. The major assumption given the committee was that the juveniles presently in the State Correctional Institution at Camp Hill required an initial security placement.

The Evaluation Committee should be recognized as a cooperative effort of the various agencies of the juvenile justice system. The members devoted valuable time to completing the evaluation in the time schedule of one month. The group was a cross-section of many different and sometimes conflicting philosophies. The rapport established within the group not only enhanced the completion of the task but helped open essential communication channels between the agencies involved. It is hoped that this interagency cooperation will continue to flourish within the juvenile justice system.

The intensive care and drug categories also overlapped the security continuum and recommendations for these two specialized programs were specified as long-term, short-term violent, short-term non-violent and minimum security according to the security needs.

The social history was left blank on the four security categories. It was felt that the many things involved in the social history often influence institutionalization rather than return to the community but that they are not necessarily determinants of the type of security needed. There was often additional helpful information in the social histories concerning previous commitments and offenses. However, social histories were probably most informative in determining placements in the intensive care and drug categories.

It is important to stress several assumptions used by the Committee. They are as follows:

1. The juveniles analyzed were sent to Camp Hill for a reason.
2. Placement recommendations were made without considering the time the juvenile had already spent at Camp Hill. In other words, the Committee was looking at the cases as they appeared at commitment.
3. The Committee worked on the philosophy of "give the kid a break" by recommending the least severe placement when there was some uncertainty (for example, in deciding between long-term and short-term violent). The six month review of juveniles incarcerated as required by law would allow re-evaluation at this point for determining continued short-term placement or recommendation for long-term placement.

After the criteria chart was established and checked for reliability between groups the actual evaluation of the cases began. Each day the Committee broke into several groups with each group balanced for representation of the different agencies. Each group reviewed cases and discussed placement recommendations until consensus was reached. In most cases with the use of the criteria, the groups reached their decisions with unanimity. In the event of any discrepancies, the case was presented by both sides to the entire group and discussed. The Committee as a whole then voted on which placement recommendations to make.

Process:

The initial week of meetings consisted of discussing the types of juveniles the Committee felt appeared before the juvenile court. From this discussion it was decided to use placement recommendations broken down into long-term security, short-term security, minimum security, intensive care and drug. Long-term was defined as over one year; short-term less than one year; minimum security comparable to present Y.D.C. system; intensive care for individuals showing evidence of emotional disturbance and psychopathology; drug placement for individuals with a history of drug abuse and drug related offenses.

The next step was to test the feasibility of using these placement categories on a sample of the cases. Each member of the Committee evaluated each case of the sample individually. Upon comparison, recommendations for placement of these cases were almost consistently the same.

The Committee discussed the areas on which they were focusing from the files when making their recommendations. From this, five broad areas emerged as being relevant to making the recommendations:

1. The nature of the offense
2. The history of offense
3. Social history
4. Psychological and psychiatric information
5. Institutional adjustment

The Committee ran another test breaking into groups with interagency balance in each. Each group evaluated another sample of cases, jotting down information in each of the five categories while making placement recommendations. Comparison of the groups revealed many similarities in recommendation and criteria in the five categories. From this the criteria chart evolved. (See Example I)

Short-term security was further broken down into short-term violent and short-term non-violent to avoid mixing two different kinds of juveniles. Short-term violent category included juveniles who had committed assaultive offenses against people but who unlike the long-term category had not established a chronic history of violent offenses. The non-violent short-term category as defined by the chart includes a less aggressive offender who has a history of runaways.

The continuum of security was established illustrated by a Venn diagram with short-term violent overlapping long-term and short-term non-violent overlapping minimum security.

Composition of Committee

The Committee was composed of an interagency group in the hopes of making the evaluation a combined effort of all the various aspects of the juvenile justice system.

The members were as follows:

Allen Cooper, Horace Lowell and Jim Anthony from the Department of Public Welfare, Office of Children and Youth

Charles Crawford and Ronald Sharp, Juvenile Court Judges' Commission

Edward Thomas, retired probation officer, Erie County

William Berg, Bureau of Corrections

Robert Cornman, Assistant Superintendent, State Correctional Institution at Camp Hill

Douglas Shaffer, Counselor, State Correctional Institution at Camp Hill

Harvey Bell, Director of Treatment, Bureau of Corrections

Sharon Smith, Governor's Office

Also participating on various days were probation officers and chief probation officers from several counties:

Stanley Hopkins, Philadelphia County

Willaco Brinker, Mercer County

Raymond Novak, Allegheny County

Irvin Groninger, Cumberland County

Charles Adonizio, Luzerne County

Anthony Guarna, Montgomery County

William Candia, Lehigh County

Also participating in several meetings were:

Ernest Patton, Superintendent, State Correctional Institution at Camp Hill

Phil Williams, Counseling Supervisor, State Correctional Institution at Camp Hill

David Hoffman, Counselor, State Correctional Institution at Camp Hill

John Ream, Counselor, State Correctional Institution at Camp Hill

Groups were reorganized every day and at times between the morning and afternoon sessions. This helped insure interagency balance within groups and allowed each member to work with different members within a small group as well as in the Committee as a whole.

The criteria chart was kept close at hand and referred to often to be sure recommendations were in fact being based on the criteria rather than strictly on experience or personal bias.

Results

A total of 300 cases (approximately the entire juvenile population at Camp Hill) were evaluated. A table of the Committee's results represents the number of cases recommended for each placement.

		Intensive Care	Comb. Intensive Care/Drug	Drug	Totals
Long-Term Security	29	30	1	3	63
Short-Term Violent	36	14	4	3	57
Short-Term Non-Violent	121	4		22	147
Minimum Security	28	2		3	33
TOTALS	214	50	5	31	300

The table reveals several facts worth mentioning:

1. The largest group--147 (about 50% of the total population evaluated) fell into the short-term non-violent category. About 15% of this group made up 71% of the total cases recommended for drug placement.

2. 88-89% of the intensive care group fell into the long-term and short-term violent security categories.

3. 40% of the total population evaluated were classified as either long-term or short-term violent (long-term 21% of total population and short-term violent 19% of total).

4. Only 11% of the total population evaluated were recommended for minimum security. In most cases these juveniles were sent to Camp Hill for diagnostic purposes.

EXAMPLE I	Nature of Offense	History of Offense	Social History	Psychological	Institutional Adjustment
Long-Term Security	Dangerous to self and others	Pattern of dangerous offenses Chronic violent offender		Hostile Violent Impulsive	Failure in open institutional setting (YDC) Failure in present setting
Short-Term Security a. Dangerous	Dangerous to self and others	Some incidence of violent behavior Not chronic violent offender Diagnostic needed		Erratic behavior Diagnostic needed	Failure in open institutional setting Failure in present setting
b. non-dangerous	May be dangerous to self. Few examples of crimes of aggression	Chronic history of run-away and elopement		May have character disorders, often impulsive and immature	Poor, usually will have placements with many escapes
Minimum Security	May or may not be dangerous	No history of dangerous offense May have history of property offense		Basically stable No profound emotional disorder	Failure on probation No serious misconduct in institution

	Nature of Offense	History of Offense	Social History	Psychological	Institutional Adjustment
Drug Related	May or may not be dangerous	History of drug related offenses or medical substantiation of drug use	Evidence of drug abuse	Behavior problem related to drug dependence	Unsuccessful in community treatment
Intensive Care	May or may not be dangerous	Prior offenses may be irrational suggesting emotional problems	Prior mental health referrals or commitments	Pathology Emotional disorder Intensive therapy recommended	Unsuccessful in community treatment Ineligible for mental health institution

SUMMARY OF TASK FORCE REPORT
ON THE KIND OF SECURE FACILITIES
NEEDED IN PA. JUVENILE JUSTICE SYSTEM

Kind of Facility	No specific treatment program needed	Intensive Care*	Combination of Drug & IC	Drug	Total
Long Term Violent	29	30	1	3	63
Short Term Violent	36	14	4	3	57
Short Term Non-Violent	121	4		22	147
YDC	28	2		3	33***
Total	214	50	5	31	300

*Severe character disorder/emotionally disturbed

Kind of Facility	Total in %	% of populations needing specialized programs
Long Term Violent	20%	50% Intensive Care
Short Term Violent	20%	25% Intensive Care
Short Term Non-Violent	50%	17% Drug Treatment
YDC	10%***	

The Task Force found that the 33 youths in Camp Hill who could have been placed in YDC were sent by the Courts for a diagnostic report and recommendations by the Camp Hill Institutional staff for further disposition. The Task Force recommends that the short-term non-violent security program should have a diagnostic capability to provide professional recommendations to requesting juvenile courts.

APPENDIX 3

CCA Job Descriptions Presented in the Original Grant Application

Personnel

The following positions would be funded through federal funds:

(1) Project Director

The Project will seek an administrator with considerable knowledge and prior experience in the development of juvenile delinquency prevention and treatment programs with an emphasis on community based correctional alternatives. The Project Director will assume overall responsibility for the Project and will be responsible to the Director of Child Welfare Services in the Department of Public Welfare which has responsibility for Juvenile Corrections.

(2) Regional Court Liaison Officer (4)

Regional Court Liaison Officers (RCLD) will function as Team Leaders of the Project Regional Teams. For this reason, staff selected for these positions will be required to have demonstrated ability to administer a small group effort as well as demonstrated skills in forming and maintaining good working interpersonal relationships and in problem solving skills. The staff will be trained in court liaison work as described by the Project. RCLD's will be responsible to the Project Director.

(3) Youth Development Specialist (12)

In order to insure adequate case management coverage at a professionally acceptable level (30 cases per staff), 12 Youth Development Specialists (YDS) will be required. Each YDS will be recruited because of demonstrated skills in working with troubled adolescents as well as agency placement and coordination techniques.

Further inservice training will be provided in understanding and working with adolescent offenders. Based on the regional breakdown of the caseload, four YDS's will be assigned to both the Southeastern and Central Regions, three to the Western Region and one to the Northeastern Region.

(4) Resource Development Specialist (4)

A Resource Development Specialist (RDS) will be assigned to each of the four regions. Qualifications for staff assigned to these positions include a thorough understanding of the "network of service" concept; demonstrated skills in youth services resource development, an understanding of a wide range of treatment and adolescent development programs for troubled youth and interagency coordinating skills. In addition, these staff will receive specialized training in contract negotiation involving purchase of services for the youth served by this Project.

(5) Project Management Specialist

In this project which features such a large fund flow through the purchase of service mechanism, one staff person experienced in fiscal and contractual matters is essential. Knowledge of fiscal management matters and an understanding of computer programming related to cost tracking will be qualifications sought in the person filling this position.

(6) Bookkeeper

One bookkeeper will be hired to assist the Project Management Specialist in fiscal recordkeeping matters.

(7) Secretary

A secretary for the Project Director, the Coordinator of Interagency Policy and Legislation and the Project Management Specialist will be needed to handle project administrative secretarial duties.

(8) Clerk Typist (4)

A clerk typist will be needed to provide clerical services in each of the four regional offices.

(9) Coordinator Interagency Policy and Legislative Review

An attorney or former high-level state government administrator will be recruited for this position. Demonstrated skills in revising alternative interagency procedures, structures and in drafting enabling legislation will be required for this position.

Fringe

Pennsylvania employee fringe benefits are calculated in the following manner: Health and Welfare fund - .64%; Blue Cross/Blue Shield - 3.26%; Social Security - 4.40%; Retirement - 12.60%; Disability insurance - 0.40%; Life insurance - 0.70%; and Unemployment Compensation - 0.30% (all percentages are calculated on employee's base salary). For a total fringe package of 22.30%.

Travel

In-state travel for four Court Liaison Officers, four Resource Development Specialists and 12 Youth Development Specialists will be extensive within their respective regions and is estimated at 400 miles per week or 1600 miles per month. Travel for administrative

APPENDIX 4

DPW Reapplication Discussion of Reorganization,
New Organization Chart, August 4 letter from DPW to LEAA

B. Proposed Organizational Structure

This proposed project seeks to organize the youth services presently funded and administrated through several vehicles and the new services proposed into a comprehensive network of resources to ultimately decrease the number of youth in institutions. This reorganization will include incorporating the resource development, court liaison and case management functions of the Center for Community Alternatives and the responsibilities of the institutions in terms of community care into the regional Department of Public Welfare offices. Under the direction of the Regional Youth Services Director, the regional offices will be responsible for the assessment of service needs within the region, the development of appropriate resources to fill these service gaps and the monitoring and contract management of these services. Also, the regional offices will continue line supervision of the Department of Public Welfare operated youth institutions. In addition, the regional offices would retain the responsibility for licensing and inspection of child care programs as mandated by the Public Welfare Code. In effect, these changes will enable the regional Department of Public Welfare youth service office to function for all delinquent juveniles as the Center for Community Alternatives had functioned for the specific target population at Camp Hill. The nine court liaison personnel transferred from the Center for Community Alternatives to the regional offices will continue to function as advocates for youth appearing before the committing courts to assist the court in developing appropriate treatment plans

for each youth. As the proposed reduction in institutional population is operationalized, personnel from the youth development center will be transferred to the regional offices to function as court liaison personnel. These court liaison staff will perform the following functions:

1. Establish and maintain an effective line of communication with the Pennsylvania Juvenile Courts in each geographic area concerning the range of available resources, the types of services provided by these programs, the intake criteria for these programs and the expected accomplishments of these services.

2. Function as an advocate for the diversion and/or transfer of youth to community services by providing information relative to suitable treatment options and by becoming thoroughly familiar with the needs of the client.

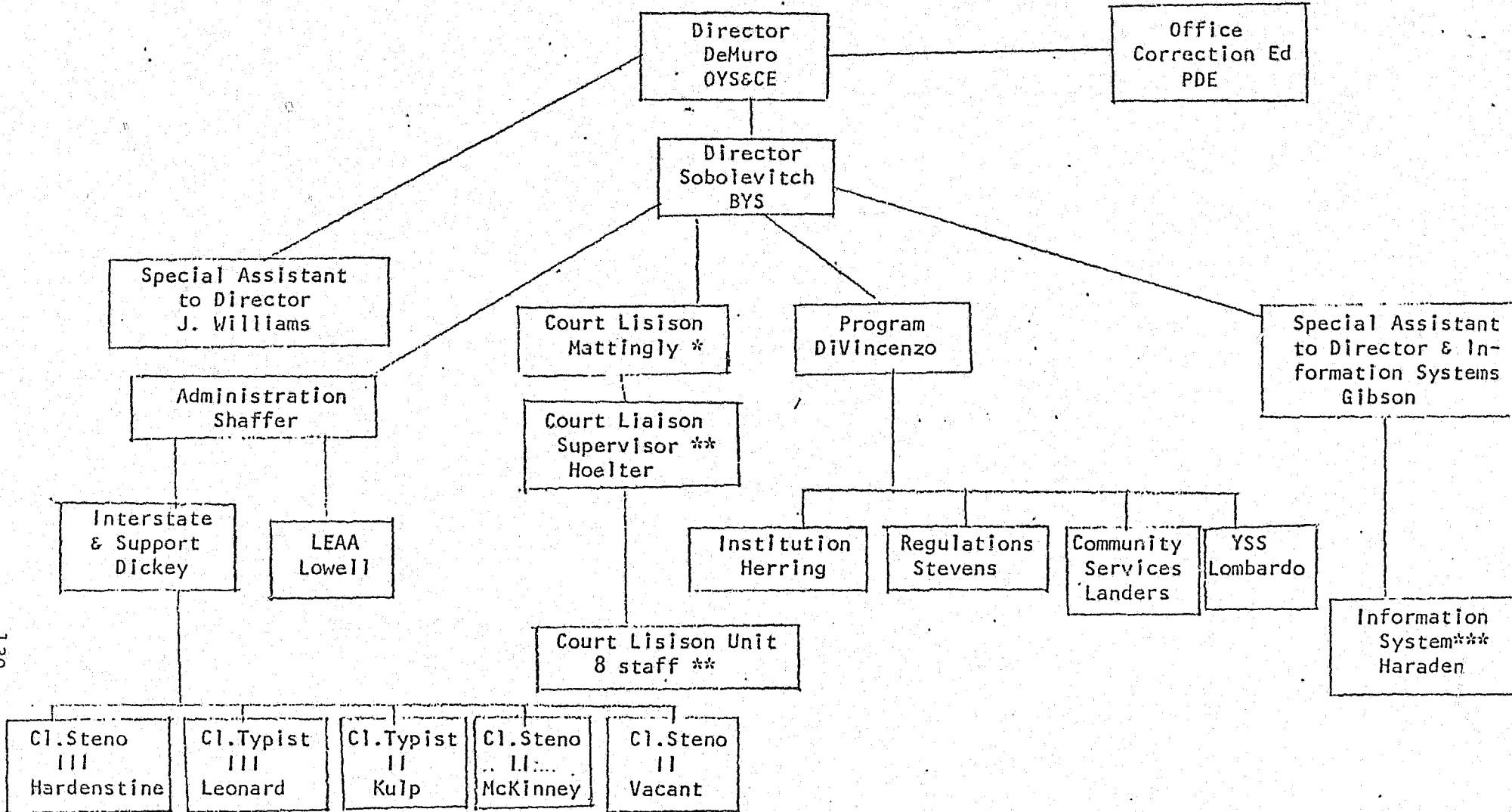
3. Develop jointly with the court the treatment plans for youth diverted or transferred from the institutions.

4. Maintain ongoing contact with the youth under their care to ensure successful adjustment to and progress in the treatment plan.

5. Maintain ongoing contact with treatment alternatives in order to be knowledgeable about the quality of services provided by the program and to assist in resolving any program difficulties encountered.

6. Periodically review the status of each case to ensure that youth progress steadily toward complete reintegration in the community and are placed in the least restrictive program to meet their needs.

7. Maintain ongoing consultation with institutional personnel to effect the transfer of youth incarcerated at the youth development centers to appropriate alternative settings.



* On detached duty from Loysville YDC

** Unit funded by contract with Harrisburg YMCA with DPW technical supervision

*** On detached duty from Office of Social Services

APPENDIX 5

APPENDIX 5

Reports of Site Visits by Other Groups

A report by the Auditor General Regarding the
Pennsylvania Youth Advocate Program

Observation No. 3 - Review of Pennsylvania Youth Advocate Program, Inc.

As mentioned in this report's Program Background and Information section, the community advocate program is the key to the success of the community-based services approach. Table 2 - "Juvenile Placements and Related Costs" indicates that one such community advocate program, Pennsylvania Youth Advocate Program, Inc. (PYAP), served more juveniles for the Center than any other program. PYAP's operations were located in the Center's central and northeast regions. Other community advocate programs in Philadelphia and Pittsburgh were funded by the Center. Because of the relative importance of this general service type in the range of community-based services and the integral role this specific agency played in the Center's operations, we conducted a programmatic review of PYAP. The results of our review were made available to the Center for the development of a programmatic audit guide.

Our examination disclosed administrative and internal control weaknesses common to new agencies. For example, no formal organization chart was available for our review, certain job descriptions were missing from the personnel handbook, guidelines for promotions and demotions were vague and no limits were established for employee sick days. Fiscally, one employee is responsible for almost all of PYAP's accounting functions. Some segregation of duties is always desirable and, for the most part, always feasible. Programmatic areas we reviewed are discussed below.

Advocate Hours of Service

Juvenile offenders are assigned to advocates, who must spend either 7 1/2, 15 or 30 hours per week with the youth. Advocate hours depend on the juvenile's service plan. However, a sample review disclosed that only 59% of the juveniles in PYAP's central region and 53% of the juveniles in PYAP's northeast region received the required service plan hours. PYAP dismissed advocates who spent very few hours with their clients. We believe adequate justification existed for this action.

Advocates are allowed to credit indirect hours, time not spent directly with the juveniles but rather spent in related program activities such as training and staff meetings. Our test disclosed some instances where advocates reported almost as much indirect time as direct time with their assigned juvenile. In our opinion, service plans should be written to reflect direct hours of advocate services to the client. PYAP should define and more strictly control advocates' indirect hours of service.

Observation No. 3 - Review of Pennsylvania Youth Advocate Program, Inc.

(Continued)

Advocate-Client Activities

We examined advocate activity reports to determine the types of activities that advocates and their clients share. Commendably, a variety of activities were reported by the advocates. Table 3 - "Advocate-Client Activities" shows that visiting the client, going out to eat, visiting family and friends as well as attending movies and other forms of recreation were all utilized by advocates. In addition, special activities like attending the zoo, circus or a concert were reported. One should note that constructive activities, such as involvement in educational activities and securing employment, were provided by advocates. A basic premise of the community advocate program is that time spent with the juvenile by the advocate will keep the juvenile constructively occupied and help him mature emotionally.

Certain differences were noted between PYAP's regions. For example, advocates in the central region involved their clients in more educational and vocational activities than their counterparts in the northeast region. One explanation may be the close proximity central region advocates have to the Agency's administrative office. We would urge PYAP to encourage advocates in the northeast region to increase both their educational and vocational activities with clients.

Advocate Activity Allowance

Each advocate is allowed to spend a maximum of \$15 per week per client. This activity allowance is to fund advocate-client activities and is reimbursed by PYAP. Our review disclosed that 55% of advocates' activity allowances are spent on meals, snacks or some other type of food. Other activities as movies, bowling and pool are next in popularity by the parameter of dollars spent. However, these three each account for less than 10% of total activity dollars (movies - 8%, bowling - 7% and pool - 4%). We did find some correlation between advocate-client activities and the dollars spent on such activities. Of course, the cost of an activity would affect this type of data. An expensive activity, such as horseback riding, may have only a few occurrences yet be significant in dollar amount.

We found that 35% of the advocates in our sample exceeded their maximum allowance but were still reimbursed in full by PYAP. In one instance, an advocate spent over \$40 with one client in one week. Most of the \$40 was for lunches and dinners and it appears that the advocate submitted for reimbursement for both his meals and the juvenile's. Because many of the remaining 65% of advocates sampled spent less than \$15 per

Observation No. 3 - Review of Pennsylvania Youth Advocate Program, Inc.
(Continued)

client, PYAP did not exceed its activity allowance budget. However, we feel that the relatively large percentage of advocates spending monies in excess of established guidelines indicates that PYAP should formulate more definitive policies concerning the expenditure of advocate activity allowances and exercise greater control over these funds.

Advocate Biographical Data

Our examination included a review of advocate files for educational background, previous experience and the number advocates who are ex-offenders. As Table 4 - "Advocate Biographical Data" indicates, advocates' educational backgrounds appear to be more than adequate. Only 15% of PYAP's advocates did not attend college; 57% of the Agency's advocates graduated from college and 15% of these have attended or are attending graduate school. The data further indicates that 76% of the Agency's advocates have some type of previous counseling experience or have worked with juveniles before. Our examination revealed that 9% of PYAP's advocates were ex-offenders.

An analysis of advocates' race reveals that 76% of the program's advocates are white while 24% are black. Black advocates all work in PYAP's central region, which also has all of the program's black clients. The northeast region's advocates are all white as are the juveniles receiving treatment. In total, 59% of PYAP's clients were white juvenile offenders, the remaining 41% were black juveniles. PYAP authorities feel that this strong correlation between advocate race and client race enhances effective advocate-client relations.

Much more disparity is found when one compares advocate and client sex. While 98% of PYAP's clients are males, only 54% of the program's advocates are males. It would appear that almost all of the Agency's female advocates work exclusively with male juveniles. PYAP officials have stated that in certain cases a female advocate - male juvenile relationship is programmatically desirable and effective and in some instances was requested by the Center. Despite the fact that 46% of PYAP's advocates are female, only 10% of advocate supervisors are females.

Advocate and Client Files

We noted that advocate and client files were not always complete. In five instances advocate files did not contain a job application and/or a resume. Some client files did not always contain intake reports or referral forms. PYAP should endeavor to review and update all advocate and client files.

PENNSYLVANIA YOUTH ADVOCATE PROGRAM, INC.
TABLE 3 - ADVOCATE-CLIENT ACTIVITIES

<u>Activity</u>	<u>No. of advocates reporting activity (total of 46)</u>	<u>Percent of total</u>
Visiting and talking with client	44	96%
Going out to eat	41	89
Visiting client's family or friends	38	83
Went shopping	29	63
Securing employment	26	57
Participating in sports	21	46
Shooting pool	20	43
Attending movies	20	43
Educational activities	19	41
Bowling	16	35
Playing cards	7	15
Attending concerts	6	13
Applying for client's drivers license	6	13
Attending circus	3	7
Attending auto races	3	7
Church-related activities	2	4
Attending athletic events	2	4
Trip to zoo	2	4

PENNSYLVANIA YOUTH ADVOCATE PROGRAM, INC.
TABLE 4 - ADVOCATE BIOGRAPHICAL DATA

<u>Educational background</u>	Number of advocates (total of 46)	Percent of total
High school graduate	7	15%
Attended college - did not graduate	13	28
College graduate	19	42
Attended graduate school	7	15
Totals	<u>46</u>	<u>100</u>
 <u>Training background (Note *)</u>		
Previous counseling experience	26	57
Previous work with juvenile offenders	18	39
Previous work with adult offenders	4	9
Experience as foster parent or house parent	3	7
No related training	11	24

* Advocate may appear in more than one classification.

Reports of Site Visits by Other Groups

Excerpts from DPW site visit reports regarding the Transitional Living Center, Inc. and the Weaversville Security Unit

DEPARTMENT OF PUBLIC WELFARE
NORTHEASTERN REGIONAL OFFICE

INITIAL EVALUATION

Weaversville Security Unit

R.D.3, Box 80
Northampton, Pennsylvania 18067

November 7, 1975

A representative of the Department of Public Welfare made initial contact with the Weaversville Security Unit on November 7, 1975. The intent of this Inspection and Report is to determine what details need to be accomplished in order for the Weaversville Unit to meet minimum requirements of Departmental regulations.

For the purposes of this Inspection, a discussion with the Unit staff and appropriate Regional Office personnel lead to the conclusion that Title 6500: Regulations - Training Schools, would be the most appropriate document for assessing compliance with Departmental standards. Consequently, this is the tool that will be utilized in the review of the Weaversville Unit.

I. GENERAL REQUIREMENTS

"The Department of Public Welfare has the legal duty to make and enforce regulations governing the operation of training schools and to visit and inspect such institutions for compliance."

This Legal Base is declared in Article IX of the Public Welfare Code, Act 21 of June 13, 1967, Sections 901, 902, and 911. In accord with this requirement the Regional Office representative was given "full and free access to the grounds, premises, buildings, and records, and full opportunity to.....interview any resident or staff."

The written material that ordinarily serves as a manual for the day to day operation of a training school has not yet been formally completed. Consequently, much of the information dealing with principles, goals, program, purpose, were communicated verbally. The initial requirement that must be given serious attention relates to the overall definition, in writing, of what is going to happen at the Weaversville Security Unit. The conversation that related to these terms reflected basic concurrence with Section 6503. The placement of children at a facility such as the Weaversville Unit plans to become will be consistent with the terms of the regulation. The short-term treatment concept relates to the stated ultimate goal of a training school to return children to normal family and community life as quickly as possible. Within this section of the regulation, there is a requirement that individual treatment plans be

devised that relate specifically to each child's needs. It will be necessary to give top priority to appropriate planning for each child and to record that information in a responsible manner.

At the time of this inspection, the facility had not been given final approval by any of the inspecting departments. Considerable repair and remodeling will be required by the Department of Labor and Industry before any approval can be given to the facility. It is apparent that the operation of the Weaversville Unit represents some unusual circumstances. Ordinarily, the Department of Public Welfare would not allow any facility to operate without first securing prior approval from the duly designated departmental inspections. This Report will initiate the responsibility (as is the stated policy within the Department) for contacting Labor and Industry and Environmental Resources to complete the necessary work of inspection related to full Departmental approval of this facility.

It will be necessary to conduct routine emergency evacuation drills with all residents at least once every two months and a record kept of the time it takes to evacuate the building. Local fire officials should be contacted in order to provide direction for staff in the use of emergency equipment and removal of children.

In the administration of a program that relates primarily to delinquent children, it should be clear that the placement of children who are dependent and neglected is not an allowable admission policy. This particular admission detail should be spelled out clearly in the relationship that is offered to the various referral sources.

II. ORGANIZATION AND ADMINISTRATION

The contracts and budget were available at the time of the initial inspection. Some of the statements of purpose and program are contained in the contract. This Report recommends that a formalized expression, beginning with a concise statement of purpose, be committed to writing. A brief staff manual that can be used for training and instruction of all professional personnel would be a useful tool.

The original intent of the parent corporation, Center for Community Alternatives, Inc., should be included in this manual. The relationship with the contractor, the Lehigh Valley Opportunity Center, should also be included in this document. A clear statement of purpose and the relationships of each legal body to the other should be included in the initial pages of this manual.

If there are any changes in the intent of the program as stated in the original budget evaluation form, that should be clearly identified in the new statement of policy and procedure.

VII. SUMMARY, IN GENERAL, OF DEPARTMENTAL REQUIREMENTS

This section will abbreviate the needs of the program as assessed at the time of the Initial Inspection. These points give focus to the most crucial areas that should be given immediate attention.

The most significant conclusion that should be identified is that the Department of Public Welfare, Northeastern Region has determined that no aspect of the present facility and program exists within minimum requirements of Departmental regulations. The staff complement at this time may be sufficient in number. However, the writing of program and the structuring of life necessary to achieve the desired goals and treatment must be given serious attention.

1. All renovations and repairs shall begin by submitting drawings to the Department of Public Welfare, Northeastern Region for prior approval.
2. If Class C-2 Occupancy is being requested, drawings of the facility plus a statement indicating compliance with C-2 regulations should be sent to the Northeastern Region for appropriate processing.
3. Complete all physical repair and remodeling to meet minimum requirements of the Departments of Labor and Industry, Environmental Resources, and Public Welfare.
4. Create a formally written document to guide all staff in the purpose, philosophy, policy, program and procedure of all phases of life at the center (program definitions).
5. Clearly identify, in written form, the legal purpose of the Center for Community Alternatives, Inc.
6. Clearly identify, in written form, the legal purpose of the Lehigh Valley Opportunity Center, Inc.
7. Clearly identify, in written form, the legal relationship of the Center for Community Alternatives with the Lehigh Valley Opportunity Center and the legal relationship of those two corporations to the Pennsylvania Department of Public Welfare.
8. Create written statements of personnel policy to guide all staff transactions.
9. Create a budget, with adequate line items, in order to allow an accurate determination of the per diem cost per child.
10. Provide for an annual audit, a report to the public, liability (in-house on children) insurance, automobile insurance, bonding, accurate accounting procedures, and a current per diem rate.

11. Appoint an Advisory Committee to serve as consultants to the governing authority relative to needs of the total program.
12. Set up individual case records in accordance with the regulation.
13. Define, in writing, a formalized staff development program and in-service training.
14. Provide for at least one staff person to assume the major responsibility for physical maintenance.
15. Personnel files should be set up in compliance with the regulation.
16. Some serious attempt should be made to involve youth currently living at the Unit in meaningful program.

Prepared for the Pennsylvania
Department of Public Welfare

By: _____
William D. Dearin, Program Specialist
Children and Youth Services
Northeastern Region

WDD:PMR

Excerpts from DPW Evaluation Report on TLC, Inc.

"An evaluative review of Transitional Living Center, Inc., was conducted on March 18 and 19, 1976, by a team from the Department of Public Welfare, Central Region.

"The team consisted of: Mr. Kenneth Murphy, Director, Youth Service, Central Region, as Team Leader; Mr. Edward Herwig, staff member Youth Services; and Mr. Jack Godlesky, Loysville Youth Development Center, Community Service staff.

"The evaluation review was based on Title 7100 Regulations on Group Homes for children whose legal base is found in Article IX of the Public Welfare Code, Act 21 of June 13, 1967.

"The following areas were explored and reviewed during the visit:

1. Organization and Administration
2. Program
3. Staff
4. Physical Accommodations
5. Records and Reports

"The following methods were used:

1. Reading and reviewing records, both of the residents and staff.
2. Reading and reviewing written policy and standard operating procedures.
3. Reviewing all necessary agencies approvals, including:
Department of Environmental Resources, Labor and Industry,
and local zoning agencies.
4. Interviewing staff and residents.

"Transitional Living Center, Inc., is located on Rt. 220, Montoursville, Pennsylvania. TLC is comprised of several buildings on a large lot giving it a secluded farm appearance. There is limited visibility at the juncture of the property road with the highway. The main building is the actual group home. It was damaged in a fire on December 22, 1975.

The nine current residents are lodged in two separate buildings, six in Mr. Schappell's former residence at 2115 Inwood Road, Williamsport, Pennsylvania, and the other three at the group home site. They sleep in a small dwelling which houses Mr. Schappell's family, his wife, and five children ages 4 to 14. This situation of the split housing affects the staffing pattern of the group home and raises serious questions as to proper supervision of the residents. The fact that the main residence building was still not renovated three months after the fire is of major concern and suggests a casual attitude. . . ."

"Transitional Living Center is a group home for adjudicated delinquent youth located in the Montoursville area of Lycoming County. It is funded through a contract with the Center for Community Alternatives in the amount of \$272,829 to provide a community based alternative program. The contract year extends to September 15, 1976. Based upon Department of Public Welfare Regulations 7100, TLC falls short of providing an approvable program. There are major problems to be resolved before a decision can be made on approval.

1. The program statement must be reviewed and rewritten so as to specify clear and consistent goals and objectives. The vagueness of the present material reviewed precludes an adequate understanding of what TLC proposes to do.
2. As a result, there is very little goal directed activity at the program site. The appearance is casual and an evaluator cannot discern concise purpose to the residents' participation.
3. The renovation of the main residence must be completed without any delay. Failing that, there will be little progress in program. The inconvenience to everybody - youth, Director's family and staff - is a heavy burden.
4. Attention must be directed to staffing, both in numbers, qualifications and assignments. Excessive demands on present personnel is an obvious indication of insufficient staff. The Director has an inordinate expanse of responsibility.

5. Training appropriate to the revised program goals must be provided to all staff.
6. The Budget must be reviewed and revised to reflect more accurately the needs of program operation. Establishment of per diem rate should assist in this process.
7. A rather intensive effort is required to develop a complete and accurate record system in order to correct the gaps and omissions in the disorganized files observed during the evaluation.
8. Technical assistance from the Center for Community Alternatives, the contracting agency, of a substantial and continuing nature is imperative if a sound alternative community program is to be achieved as intended."

Reports of Site Visits by Other Groups

Camp Hill Review Panel Audit Report on Youth Needs Assessment Procedures

Report: Audit of Youth Needs Assessment Procedures

Part 2 Central Region

Entrance Interview: March 19, 1976

I met with Kenneth Guza, Regional Director for the Central region. I explained the need for the audit and the procedures to be used: interview with him, examination of case records, interview with Court Liaison Office staff and psychologist.

There is no written procedure for intake and assessment. Mr. Ken Guza explained the intake and evaluation procedure for the Central Region so far as he has instituted it.

Mr. Guza is the 4th Central Regional Director since the project's inception. The Central Region has had a series of staff and administrative problems. When Mr. Guza arrived a few weeks ago he describes that he found stacks of case records, some with notes largely illegible and no administrative structure. He has begun developing procedures and requested any recommendations the Panel may have.

At this point in time, Mr. Guza explained that intake is usually by a telephone call from a Probation Office to Brenda Dukes, Administrative Assistant who fills out the basic data sheet. This information is given to Mr. Guza who checks it against CCA Selection Criteria and makes a preliminary decision to accept or reject the case for service. This decision is normally made the same day or the next day after the referral is received.

If accepted, a phone call is made to Guidance Associates of Pennsylvania, Inc. (GAPI) requesting a psychological evaluation and transmitting basic data. When the evaluations are received by CCA, each C.L.O. follows through with making a plan. The use of the psychological evaluation is up to the C.L.O. at this time. I decided to interview each one to learn the procedure. In closing the interview, Mr. Guza noted that Dr. Schneider is in the midst of a five-session training course for C.L.O.'s on case planning based on goals.

Audit of Psychological Evaluation:

On March 22, 1976, Dr. Stanley Schneider came to my office bringing a box containing all the case files of GAPI. GAPI holds the contract for youth needs assessment for the Central Region. Stanley Schneider, Ed.D., is president of the not-for-profit corporation. Dr. Schneider is employed at the State Hospital at Harrisburg as a psychologist and also operates GAPI which has only this contract, which was signed on November 10, 1975. The first evaluation GAPI performed was on December 3, 1975, according to the records. GAPI promises a report in a certain format in seven (7) working days. So far this schedule has been met consistently.

The Audit Methodology

The records show that the Central Region has received a total of 64 new referrals plus 51 residents of SCI Camp Hill. Of these, 24 have been referred to GAPI. Twenty-two evaluations completed to date and 2 in process.

Prior to December, Central Region assessments were performed by Dr. Kenneth Michaels. Since the purpose of this audit is to find out current procedures and policies, I decided not to audit the records prior to December, unless some specific reason to do so arises. There is a great paucity of record keeping for that period and to reconstruct the files would be costly.

Since it is impossible to randomize with a low number of 22, I decided to audit all referrals to GAPI. (See attached data sheets)

Summary of Findings

1. GAPI subcontracts with a number of professionals, each of whom performs his own testing and interpretation and prepares a written report for Dr. Schneider in a required format.
2. Results of tests given to clients were in evidence as useful to the evaluations.
3. Dr. Schneider reviews each report, edits it for clarity and concreteness and has it retyped. In no case did the records show any evaluation to have been altered further than minor editing.
4. Dr. Schneider personally signs each report and is responsible for the contents.
5. Reports have been rendered to CCA within seven working days with only two exceptions (9 days each).

Audit of Court Liasion Officer Procedures

Method: Interview and review of case files.

CLO Wendell Banks - Interview: Employed 1/26/76

- assigned to Dauphin County
- has only Camp Hill cases to date,
- writes a placement plan based on
 - a. psychological evaluation
 - b. interview with client
 - c. interview with P.O.
 - d. case records
- submits a placement plan to the probation officer for the court, does not attach psychological evaluation.

CLO William Vassilev: Employed since August, 1975

- assigned to York, Lancaster, Lebanon, Adams, Franklin Counties,
- reads and understands psychological evaluations
- if questions, calls Dr. Schneider
- used to write plans, now finds Courts and P.O.'s do not want them, so talks the plan through with them and makes a verbal recommendation
- does not give Courts a copy of psychological evaluation
- his case records show no information about plans, contracts, or case notes. Most case files do not include a copy of psychological evaluation.

CLO Arlene Prentice: Employed since August, 1975

- assigned to Lycoming, Clinton, Centre, Snyder, Union, Mifflin, Blair, Northern Dauphin Counties
- during seven days psychological evaluation being done, interviews clients, family, P.O.
- when psychological evaluation is received, prepares written case plan, attaches psychological evaluation, has it reviewed by Mr. Guza, mails to P.O., makes contact with Judge.

CLO Jennifer Leake: Employed February 23, 1976

- assigned to Dauphin County, employed
- has had no referrals direct from Courts yet, works with Camp Hill Youth
- plans to present case plan to P.O. or Court, not attach psychological evaluation

Summary of Findings

1. There is no common procedure or standard for the use of psychological evaluations in the Central Region.
2. In most cases, the Courts do not receive copies of psychological evaluations.
3. One case worker keeps virtually no records in his case files. Information about the placements and whereabouts of his clients was obtained from a notebook kept by the regional administrative assistant, Ms. Dukes.
4. One client, (#1057) who committed crimes after his 18th birthday, was prosecuted as an adult and given a suspended sentence to Rockview Prison has been accepted by the Project. He has been in Centre County Prison since December waiting for placement. Adult offenders are not eligible for Camp Hill Project services.

5. One juvenile (#1044) has been in detention in Blair County since December awaiting placement.
6. One juvenile (#1005) was removed from a CCA foster home placement, after admitting to burglaries to police and CCA staff, and was placed in Cornwall Heights secure facility by a court order, but without a hearing. This is a removal from a less secure to a more secure placement, likely in violation of due process guarantees.
7. Generally the recommendations and placements made by CCA coincide with recommendations of needs indicated by psychologists.
8. In most cases, the dates of the psychologicals indicate that they were prepared well in advance of the plan presented to the Court. Where this is not true, an explanation (such as, "The Court wanted to move immediately") was given.
9. In a number of cases, the information is incomplete, but it appears that a month or more elapsed between referral to CCA and placement. Whether this reflects court schedules, slow communications, the inability of CCA to deliver on its placements is not fully clear. The weight of evidence seems to be the latter.
10. CCA staff indicated they lack knowledge of the Juvenile Act and have had no training in the legal requirements of the juvenile justice system, other than material to read.

Recommendations

1. That procedures for intake, needs assessment, case plan development, and transmittal to the Courts be established and practiced in the Central Region. Since Mr. Guza is working toward this end, CCA administrative staff could encourage him to complete the establishment of this administrative process shortly and see that it is implemented by all staff. Technical assistance is needed.
2. That CLO case records be updated and maintained current.
3. That intake records show total cases referred, accepted and rejected.

4. That the Court which referred the adult be informed that funds for this project cannot be utilized to provide services for individuals prosecuted as adults.
5. That staff be provided in-service training, beyond the current effort in case management, including education on the Juvenile Act, legal responsibilities and due process.
6. That action be taken to determine exactly why a youth is being held in detention for approximately three months without placement and that an alternative plan for placement be presented to the Court for this youth forthwith.
7. That a policy be established on movement of juveniles within the system. That a case law or Attorney General's opinion be sought to determine the due process requirements for moving juveniles from less secure to more secure settings and what the basis for such transfer could be.

Prepared by: Arthur A. Fuller
March 23, 1976

APPENDIX 6

APPENDIX 6

Plans for the Youth Needs Assessment Program

In order to overcome the obstacle of the fact that the Camp Hill youth are all legally and coercively located in an adult prison environment which is hardly geared to the normalizing environment conducive to assessing a youth's needs, strengths and potentials, the project will employ a special assessment process.

A small team of highly-skilled professionals and paraprofessionals will be contracted with representatives from each of the four regions from which the youth originated. Through a series of interviews with the youth, his family, friends and other interested collaterals as well as probation officers and teachers and, additionally, through what can be learned from a visit to the youth's community environment, a profile of the youth will be developed focusing on his developmental and treatment needs. Psychological and aptitude tests will be used when considered important for additional information. Arrangements will be made to conduct interviews with the youth in a less oppressive setting near Camp Hill by obtaining authorized absences for that purpose.

The assessment team will concentrate on determining as far as possible the individual youth's exact position in his adolescent struggle for developmental maturity through a consideration of the four developmental dimensions of:

- (a) Physical Health - A complete medical checkup will be afforded.
- (b) Social Relationship - Interpersonal relationship needs will be assessed in relation to family, peers and various types of adult figures.
- (c) Vocational - Included will be a comprehensive assessment of the youth's basic skills, aptitudes and interests, as well as the identification of feasible short-range and long-range goals.
- (d) Education - An assessment of the youth's educational and training needs to attain his vocational objectives.

In addition, the assessment team will determine in what specific type of environment the youth can reasonably be expected to remain trouble-free and continue to grow, identifying the specifics of that environment in considerable detail.

After the assessment is completed, the assessment team will meet with the regional project team and the youth to formulate a specific written time-lined, goal-oriented, detailed program geared to support each of the four developmental dimensions for the youth. The program will have short and long range goals as well as a plan for assessing the youth's progress. The individual program will be signed jointly by the youth, a representative of the assessment team and a representative of the Regional Project team.

Once the plan is formulated, the Regional Project team, through the Court Liaison Officer, will request a hearing, as required, before the Court from which the commitment originated presenting the plan and requesting the youth's transfer from Camp Hill to the project to begin his program.

If, in a specific instance, the Court objects to the plan or feels that other elements should be included, the program will be negotiated either on that day in court when possible, or no later than seven calendar days from the court hearing.

APPENDIX 7

APPENDIX 7

DPW Guide to Proposal Writing, Guidelines for Structured Group Homes and Secure Units

The brief outline below is designed to help applicants state clearly and concisely how they wish to utilize project funds and what they expect to accomplish by their program within the grant period.

OUTLINE

In general, each project proposal should contain the following:

- I. Introduction and Proposal Summary
- II. Problem Statement and Assessment of Need
- III. Program Objectives
- IV. Project Activities and Timetable
- V. Evaluation
- VI. Budget

The remainder of this document is devoted to a discussion of what elements the Department of Public Welfare feels should be included by the applicant under each of the above headings. It is important to note that the Department does not wish to limit the programmatic inventiveness of an applicant: The following elements are thought to be basic building blocks of any successful youth service system -- further innovative program efforts, however, are actively encouraged.

*cf. also Program Plan and Proposal Writing, the Grantsmanship Center, 7815 South Vermont Avenue, Los Angeles, California.

INTRODUCTION AND PROPOSAL SUMMARY

The Summary is an important part of each proposal. It should be designed in such a way as to provide the Department of Public Welfare with a concise (maximum one page) picture of the entire project proposed:

- a. The problem to be focused upon by the program;
- b. The specific objectives of the project;
- c. The activities proposed to reach these objectives;
- d. A proposed evaluation format to determine program effectiveness.

The Introduction is, first and foremost, the section in which you tell the Department who you are. The Department needs to know what specific agencies of government are applying for grant funds -- or alternately what community group is applying in behalf of a local unit of government.

At the local level, the youth service system is an effort to coordinate and integrate the youth service functions of (at a minimum) the following groups and agencies:

1. The county commissioners
2. The county juvenile court
3. The county child welfare agencies

4. The county juvenile detention home
5. The county juvenile probation office
6. The Mental Health/Mental Retardation Program (at both county and base service unit levels)
7. The county board of public assistance
8. The local school districts within the county
9. The local police jurisdictions within the county
10. The public and private human service agencies within the county
11. The leaders of other political subdivisions within the county (mayors, borough managers, township supervisors, city counselors, etc.)
12. The regional offices of the Department of Public Welfare and the Governor's Justice Commission that service the county
13. Local citizen groups involved in issues affecting children and youth

It should be clearly stated in the proposal introduction, then, the extent to which the applicant can (and cannot) speak for the agencies and group leaders above. Since the youth service system is an effort at service integration for children and youth at the local level, the major task of any proposed program will be to develop communication, coordination and integration among these agencies and groups. A major criterion for funding consideration of the Department, therefore, is the extent to which the applicant is judged to be in a position to successfully reach toward the service integration objectives of the Department's grant-in-aid program.

I. PROBLEM STATEMENT OR ASSESSMENT OF NEED

In the Introduction you have told the Department who you are. Now you should zero in on the specific problems which the youngsters of your community face, and on the difficulties encountered by local agencies and groups in helping your youngsters to overcome these problems.

Document these problems, but don't use overkill: neither the Department nor the applicant can expect to cure all of the ills facing your community through this grant program. Narrow down your focus to those problems which you can reasonably hope to deal with by this program.

For example, the Youth Service System Grant-In-Aid project itself does not represent an effort by the Department of Public Welfare to seek out the "root causes" of delinquency, child abuse, deprivation, inadequate education, etc. and to eradicate them. The project, rather, seeks to develop within our local communities systematic efforts to meet youngsters' needs in a constructive way without recourse to the juvenile justice system.

There are thus two specific problems which the youth service system grant program requires that applicants place their primary focus on:

1. Fragmentation of services to youth - There is general agreement among social scientists and those working in the field that a number of factors correlate highly with the occurrence of delinquency -- factors such as low socioeconomic status, poor school record of achievement, high rates of joblessness, learning disabilities, multiple health problems, etc. These are all factors that decrease the capacity of normal social agents within our communities to help youngsters in need -- and it's this community breakdown that has led to an over-representation of youngsters from these backgrounds within the juvenile justice system.

The manner in which youngsters in need are (or are not) served by communities agencies has a significant impact on their future. It is also our view that a youth service system established at the local level can have a significant impact toward developing the needed community services and strengths, by mobilizing the various youth serving agencies to eliminate the duplication of their efforts and their unhealthy competition.

2. Excessive Reliance on the Juvenile Justice System - Nearly all youngsters engage in certain kinds of behavior that is illegal at some time during their youth, especially in their teenage years. Only about 3% of these youngsters actually come before the juvenile court each year, although twice as many youth come to the attention of the police.

The juvenile justice system in Pennsylvania is thus much more than a passive recipient of delinquent children. It is forced to make thousands of decisions each week regarding who will and who will not be processed through that system.

At the same time, studies clearly indicate that the more seriously involved the justice system becomes with a youngster, the better are that youngster's chances of becoming an adult offender.

The Youth Service System Project proposes, therefore, that local communities become involved in systematic efforts to divert youngsters in trouble to appropriate services in their communities and away from the juvenile justice system (whose efforts should be reserved for cases involving direct and serious danger to that community).

^R
The data^R to identify and measure these problems in the applicant's community should be presented in this section as well:

1. The children and youth population projection figures for the applicant's community for the years 1975-1980 should be presented. These figures will represent the "population at risk" for the project.
2. All of the funding resources (Federal, state, or local) that are providing monies for children and youth programs to the applicant's community should be noted, along with their contribution to the youth service efforts for the past three years.
3. All of the local agencies having a direct impact upon services to children and youth should be listed, along with a brief appraisal of their recent efforts in that regard and of their willingness to coordinate services through the proposed project.
4. For the purpose of the project, it will be important to identify both the number and the rate of referral to juvenile court (for the past three years) by police, schools, child welfare agencies, local magistrates, and by individuals. Further, the type of disposition reached by the juvenile court -- as well as its relationship to the seriousness of offense -- should be identified. Police records regarding referrals to juvenile court should be listed down to the local precinct or local police department level.

5. Truancy, suspension, expulsion, and drop-out rates should be developed -- down to the local school district level and broken down by school.
6. Finally, the data on referrals to county child welfare agencies by the above sources, on voluntary relinquishments of custody to child welfare agencies, and on the institutionalization of deprived children should be listed in this section as well.

II. PROGRAM OBJECTIVES

An objective is a specific and measurable outcome of your program. If (for example) you have defined two of the problems facing your community as being the fragmentation of services to youth, and the subsequent overuse of the juvenile justice system, then your objectives should primarily aim at a solution to these two problems.

Toward this end, it should be noted that the Department of Public Welfare will give first consideration to those applicants whose program objectives give priority to the following elements:

1. The integration of services currently available to children and youth. Seeing to it that service gaps are filled; and testing/upgrading the quality of these services.
2. The reduction of negative labelling of youngsters by current children and youth agencies.
3. The diversion of youngsters from the juvenile justice system.
4. The increasing of access for youngsters to normal social roles within the community.

III. PROGRAM ACTIVITIES AND TIMETABLE

Up to this point, you have told the Department who you are, the problems you want to focus on, and your objectives (which promise a reduction in these problems). This section, then, should include the methods you will use to meet your objectives. It should describe the activities you proposed to engage in and the time frame in which you will operationalize your project.

It is here that the Department is proposing to the applicant that the youth service system is your most effective tool to meet the objectives outlined above. The youth service concept recognizes that:

- a. Local communities are in many respects unique, and therefore any centralized attempts at uniformity may at the outset be doomed to failure;
- b. All local communities have some form of available youth services, furthermore, a large potential for local generation of additional services exists;
- c. Serious deficiencies exist in the interrelations and utilization of current services and resources; and
- d. If reorganization efforts are directed toward unification at the point of service delivery, the effect will be to overcome all of the traditional problems of funding and organizational conflict.

The issue in this section, then, is focused on the methods by which the applicant will seek to reach the proposed program's objectives. Some of the project activities of a model youth service system are outlined below for your guidance:

1. OBJECTIVE: Integration of Services

METHODS:

- dissemination of youth service system concepts among youth serving organizations and securing support for these concepts;
- securing statutes, ordinances, agreements, or contracts which provide the authority for a youth service system;
- building a youth service board as a coordinating point for the youth service system;
- developing systems processes (joint need assessment, planning, budgeting, evaluation, training, etc.) which helps system members with their joint tasks.

2. OBJECTIVE: Reduction of Negative Labelling
Diversion of Youth From Juvenile Justice System

METHODS:

- review of police policies and practices;
- review of court policies and practices;
- elimination of status offenders from the court referral process;
- provision of additional options for police and courts (e.g., community intake centers, youth service bureaus, etc.);
- revision of negative labelling practices in schools and recreational programs, which deny access to desirable social roles.

3. OBJECTIVE: Increasing Youth Access to Normal Social Roles

METHODS:

- developing more interesting school programs;
- decreasing truancy and dropping out;
- increasing opportunities for youth to engage in useful community work and training opportunities;
- creating new kinds of youth employment;
- providing for involvement in the employment of youngsters in youth programs.

IV. EVALUATION

A plan for evaluating the degree to which your program is reaching its objectives should also be included. Such an evaluation can also be used as an ongoing method to provide information that is needed to make adjustments in your project. The Department feels that such an evaluation mechanism is essential for an applicant to be funded.

The following impact indicators (we feel) should be used as a foundation for each evaluation. Changes in these key areas -- from the data reported in your initial applications -- should provide you with some indication of the progress of this program:

1. Service integration indicators

- a. Establishment of a Youth Commission and/or Youth Service Board
- b. Development of contractual arrangements among children and youth serving agencies
- c. Increases in local funding
- d. Joint budgeting efforts
- e. Joint provision of service among agencies
- f. Joint use of staff
- g. Staff transfer, co-location, or out-stationing
- h. Joint planning
- i. Joint programming
- j. Systematic information sharing
- k. Joint recordkeeping
- l. Joint use of core service (e.g., outreach, intake, diagnostic, etc.)

2. Diversion Indicators

- a. Reduction in referrals to juvenile court from local police
- b. Reduction in referrals to juvenile court from local schools
- c. Reduction in drop out, truancy, suspension and expulsion rates
- d. Reduction in rates and length of stay in detention
- e. Reduction in referrals to juvenile court from child welfare
- f. Reduction in the rates in delinquency adjudication
- g. Reduction in the rates of referrals to general child care institutions

V. BUDGET

The budget format is provided to you with the Department of Public Welfare grant application form (CY 737, Page 3).

CENTER FOR COMMUNITY ALTERNATIVES, INC.

GUIDELINES FOR A STRUCTURED GROUP HOME

In order to plan a structured group home for the Center for Community Alternatives' clients, it may be helpful to have a profile of the youth for whom we intend to provide this kind of service.

Profile of the youngster to be served in a structured group home.

The youth will be one of the general population we intend to serve: the serious juvenile offender. We are using the following guidelines to identify the youth we intend to accept for services of the Center.

1. The youth has committed a serious offense. Some of the offenses most commonly committed by regional youth presently in Camp Hill are: aggravated assault, robbery, and rape. We intend to recruit from the courts youth who have been found guilty of homicide, and sex offenses.
2. The youth has a prior offense history.
3. The youth may have a history of previous placements, some of which he has not completed successfully. He may have run away from previous placements. He may have spent time in a Youth Development Center.
4. The youth may very well have had a previous probation record, and he may have failed to complete probation satisfactorily.
5. The youth is likely to have been a member of a gang.

The youth who will be chosen from this general group of clients for referral to a structured group home will be:

1. A youth who is not psychotic; he is not a danger to himself or others at the time he is referred to a structured group home.
2. He may be a youth moving directly from a secure (locked) facility who needs additional help in developing inner control before he is given the responsibility for his own behavior, which is expected of less structured group home residents or independent citizens.
3. He may be a youth coming directly from court who is in sufficient control of his own behavior to interact appropriately with peers and staff in a structured setting. He needs help however in developing inner controls necessary for independent living or return to his own family.

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4. He will be a youth who needs help in developing a sense of identity. He needs help in recognizing and verbalizing what the sources of his problems are. He will then need the help of a very structured and directed program in order to work on his problems and gain a positive sense of identity.

Guidelines for a proposal for the kind of structured group home we envision to meet the needs of this kind of young person follows:

1. The group home will care for one group of six to ten young people.
2. The group home will conform to State D.P.W. regulations for a Group Home (Title 7100) and will be subject to D.P.W. approval and licensing.
3. There will be a one staff to one child ratio.
4. A member of the group home staff will be aware of the youth's whereabouts 24-hours per day. If the child is attending a community program or school, an adult staff member of that program or school will report on the child's whereabouts to the group home staff on a daily basis.
5. There should be a sound philosophical unifying concept underlying the program, such as the extended family concept, which will be used to draw in the alienated child and provide a base for programming. (Residential drug treatment programs such as Gaudenzia House provide a model of one kind of unifying philosophical base).
6. There will be a planned program for every waking hour of the youth's day - including of course, some time for leisure.
7. Staff will all need to have skills in relating to teenagers and have expertise in one-to-one counseling, group work recreation or all of them. Staff will provide controls and limits for the teenager as well as program activities.
8. The structured group home will have a sound recreational and leisure time program.
9. The structured group home will program components to motivate the youth in his school, work, or career training.
10. The structured group home will devise a mechanism for involving the child's family in his progress at the home wherever possible.
11. The program will draw upon the resources of the community for school, alternative school, vocational training, professional counseling, family therapy for each youth as needed, and will be funded to contract with private community agencies to provide them services as needed.

12. The structured group home staff will be supported by the Center for Community Alternatives staff through weekly checks on each child's progress and through staff conferences as agreed upon at the time of acceptance.
13. The Center for Community Alternatives will arrange for most children accepted into the structured group home to have a Community Advocate who will spend 7-hours per week with the child outside the home.

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24 Sept. 75

Western Region

Highly Structured Group Home Guidelines

I. Philosophy

A small, residential home for juveniles providing a high degree of structure and medium security. The program is designed for juveniles who continue to require constant supervision and firm limits, but who do not require placement in the security units. Treatment programs will be largely contained. Rarely will a student be involved in programming which removes him from the residential center.

Students whereabouts is known at all times usually through direct staff supervision. Emphasis is placed upon group living and group dynamics are employed as a means of altering behavior and helping the student toward more responsible, independent living.

Unique and specialized treatment needs are supplied individually and contractually. Average length of stay is anticipated at four to six months.

II. Staffing Patterns

A. Program Director

The Program Director has total responsibility for the design and effective functioning of the program. He should be a professional, having a master's degree in a related field (social work, psychology, pedology) professional experience in working with adolescents and community functionaries. Previous supervisory experience is likewise desirable.

The Director will guarantee the provision of any needed service to students in his care. He must therefore be familiar with various

therapies, be able to evaluate successful input and recognize ineffectiveness, and must be capable of locating and providing, directly or contractually, any of the plethora of services needed by students in residence. He must also be able to direct a staff of para-professionals.

B. Child Care Workers

Child Care Workers are para-professionals and will have the dual responsibility of providing basic custody for the students and establishing and maintaining a safe, therapeutic atmosphere. Specific duties will be delineated by the Program Director and will include but not be limited to maintaining security, providing basic care functions related to adolescents and their supervision, maintaining physical and psychological safety and directing the group living situation. Qualifications would include liking and understanding adolescents, some previous related successful experience, and a willingness and ability to learn and accept supervisory input. A bachelors degree in a related field would be desirable although not required.

III. Programming

The Highly Structured Group Home will be largely self-contained. Hence internal provisions must be made for therapeutic educational/vocational/recreational programming. The daily schedules of students must include this intensive therapeutic programming. They must further include a clear system of accountability which delineates specific, defined, expectations, limits and logical consequences. Programming for its own sake is superfluous; the required programming must be designed specifically to meet individual and group needs and to do so simultaneously. It is not anticipated that all

students will participate in all programs. Rather, the individualization of treatment plans will preclude this. Programming should avoid traditional approaches for their ease but rather be dynamic and inventive.

GEB/vlt September 22, 1975

Center for Community Alternatives
Western Region
Secure Intensive Care Unit Guidelines

I. Philosophy

The Secure, Intensive treatment unit is a small, locked facility for youths who present a real and immediate danger to themselves or others. They require strong external controls and will usually have committed offenses against people rather than against property (i.e., rape, assault, armed robbery, murder). In addition to security, they require intensive therapeutic intervention focused specifically upon establishing stability and developing sufficient internal control mechanisms that the youth may be moved into a somewhat less secure unit at the earliest opportunity.

The Security Unit will have two principal complementary goals:

- 1) to implement the specific recommendations of the needs assessment and provide feedback as to its effectiveness or to implement alternative treatment modalities should the first prove ineffective.
- 2) to stabilize the youths behavior as rapidly as feasible so that he may be moved to a less secure facility.

The intensity of treatment within this setting through the provision of any special service needed (as part of the unit program or contractually from outside resources) should reduce the length of stay in such a setting. Such placement is anticipated to be no longer than two to three months.

I. Staffing

a. Director

The Director of the Security Unit assumes total responsibility for its operation and is accountable for the individualized provision of services and the supervision of para-professional staff. Qualifications would include a Masters degree in a related field and a series of successful experiences in working with adolescents, the community, and in supervising direct care staff. The Director must implement the recommendations of the needs assessment. Hence, he must have knowledge of many therapeutic modalities and be capable of identifying additional needs should they appear. He must be diagnostically adept, be able to evaluate the effectiveness of therapeutic techniques prescribed for the youths committed to his care, and be able to alter the techniques when therapeutically indicated. As the Security Unit will house the most potentially volatile youngsters, the Director must be capable of dealing efficiently and effectively with crisis situations. This is most important as the contagion factor in a Secure setting is critical. Previous successful experience in a similar setting would be a invaluable asset.

b. Child Care Workers

The Child Care Worker in the Secure Unit must possess a combination of unique capabilities. He must relate easily with adolescents, understand and empathetically regard their problem, and be able and aware of the need to control the youth in this setting. Under the supervision of the Director, these para-professionals will provide a safe, secure setting in which intensive therapeutic input may occur. They may, on occasions, be directly involved with the therapy -- Hence their emotional maturity becomes

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essential. Staff stability and maturity convey a direct sense of security to the youth within the setting who desperately need to know that their personal safety and control are being attended to.

Qualifications must include previous programmatic involvement with adolescents, emotional maturity, sound judgement, and a philosophic approach consistent with the goals of the Secure Unit. The worker must accept supervisory input and seek the input when needed. In addition, the worker must be able to control youngsters in crisis situations where their behavior may endanger themselves and others.

III. Programming

Youths in this setting are experiencing a crisis. They are presently unable to control their potentially dangerous behavior. It is absolutely essential that every available therapeutic element be used to assist the youth in gaining control of his own behavior. Hence, it is anticipated that the individual programs developed for each youth would include services which require outside contractual arrangements (eg; semi-weekly psychiatric consultation within the Secure Unit) in addition to the programic element within the Unit itself. In reality, it would be the rare student who would not require such unique arrangements. The rapid achievement of homeostasis within the youth is the principal immediate goal of the treatment schedule. As such, the entire daily schedule for each student should be comprised of those therapeutic elements which, in the best professional judgement, will accomplish this end and establish sufficient inner controls to enable students to be moved to a less secure although highly structured facility.

APPENDIX 8

APPENDIX 8

Site Visits

Ten programs were observed as part of our study. This appendix provides a series of brief descriptive sketches regarding the programs based upon our short observations of them. Site visits were conducted primarily to gather information on the relationship of CCA to its vendors and were only secondarily concerned with a detailed accounting of program histories and operations. Program reports are presented in the following order:

Secure Facilities: *

1. New Castle YDC Secure Unit (New Castle, Pa., Western Region)
2. Cornwells Heights YDC Secure Unit (Cornwells Heights, Pa., Southeastern Region)
3. Youth Resources Inc. Secure Home (Harrisburg, Pa., Central Region)
*(A report on the Lehigh Valley Opportunities Center Secure Home located at Weaversville, Pa., in the Northeastern Region is presented in Appendix 5. The report was prepared by the DPW.)

Group Homes *

4. Alternative Rehabilitative Communities Group Home (Harrisburg, Pa., Central Region)
5. St. Josephs House (Pittsburgh, Pa., Western Region)
6. House of Umoja (Philadelphia, Pa., Southeastern Region)
*(A report on the Transitional Living Center Group Home located in Williamsport, Pa., Central Region is presented in Appendix 5. The report was prepared by the DPW.)

Community Advocates *

7. PYAP (Harrisburg, Pa., Central and Northeastern Regions)
8. Opportunities Industrialization Center (Philadelphia, Pa., Southeastern Region)
9. YMCA Metro Program (Pittsburgh, Pa., Western Region)
*(An additional study of the PYAP program appears in Appendix 5 and was prepared by the staff of the Auditor General of Pa.)
10. Camp Hill Penitentiary (observations are presented in the text of the report).

NOTE: Needs assessment operations were studied by both the executive director of the Camp Hill Panel and by the Auditor General. A summary of the findings of these two studies is presented in Section 1.4.1 of the report and the Camp Hill Panel's is reproduced in Appendix 5.

New Castle YDC Secure Unit

The Youth Development Center (YDC) at New Castle was built in 1968 to house delinquent youth in a relatively open setting. The YDC is located approximately 60 miles northeast of Pittsburgh in the town of New Castle. It is difficult to reach by public transportation. The YDC is located on a large plot of land and cottages are provided as living quarters for youth at the YDC.

The Superintendent of the YDC first learned of DPW plans for a secure unit at New Castle on July 28, 1975. Less than three weeks were available to prepare for the first commitment and the first commitment was made within two days of the August 15, 1975, order of the Attorney General.

In preparation for the first commitment, YDC staff set aside one cottage of twelve beds and began, with few funds, to attempt to make the unit secure. Initially this consisted of adding locks and window grates. The unit was also assigned the best staff available at New Castle. Within short order, commitments exceeded capacity and a second cottage of twelve beds was opened. At this point, severe strain developed for several reasons:

- More regular staff had to be diverted to the secure units and caused the regular YDC program to suffer.
- No money was available for real security and there were a number of escapes.
- Pressure came from all sides directed to the YDC staff caused in large measure by the AWOL's and escapes.

In the midst of this confusion, the regional office of CCA on September 27, 1975, entered into a contract with the Allegheny Institute for Environmental Studies and Education, Inc., of Monroeville, Pennsylvania to establish a 12-bed secure unit at New Castle. Allegheny was charged with the "administration, supervision, staffing program logistics and supplementary contractual services necessary to establish a secure cottage in the maximum security compound and as necessary supplement staff and services of the maximum security compound".

Terms of the contract spelled out the program outline as follows:

Program Projects:

1. Redecoration project: involve and train students in redecoration of facility to provide relaxed atmosphere.
2. Ceramics: teach and involve students in ceramics.
3. "Behavioral module":
 - a. provide daily routine,
 - b. provide structure for appropriate behavior,
 - c. staff training,
 - d. provide atmosphere for implementation of other modules.
4. "Learning module": for developing academic skills through 1 to 1 and small group sessions.
5. "Resource Module": staff with specialized skills to meet specific interests.
6. "Activities Module":
 - a. occupy students' time constructively,
 - b. plan activities,
 - c. encourage spontaneous activities.

The contract was in the amount of \$64,909 and was to run from September 27, 1975, through December 31, 1975.

CCA also contracted with a number of technical consultants to assist Allegheny in developing the secure unit.

All of the information available to us indicates that severe problems developed at New Castle from the time the Allegheny program began. We were not able, however, to locate and interview Allegheny's Project Director to hear his side of the story.

The Superintendent of New Castle and the present Director of the secure unit supplied us with the following information, much of which was substantiated by others that we interviewed.

In preparation for the Allegheny arrival, YDC staff assessed the youth in security at the time and singled out for the Allegheny cottage those that they felt would provide the minimum amount of trouble -- "the lighter kids".

Allegheny staff, while having had prior experience with youth, had little experience with delinquent youth. In a relatively short period of time the youth virtually took over the cottage and staff. There was little

discipline; there were numerous assaults on the Allegheny staff; there were numerous escapes; youth refused to participate in programs developed by Allegheny staff. CCA staff assigned to Camp Hill were called upon for assistance, diverting them from their duties with youth incarcerated at Camp Hill.

YDC staff were told that they had no line authority over the Allegheny program. This had a serious impact not only on the youth confined by the regular YDC program. In addition, pressure was exerted from the outside on the whole institution as incidents occurred and

Throughout this period, regular YDC staff were promised money by CCA for programs and additional staff. Help was promised to improve both educational and recreational resources.

YDC staff were very disturbed by the situation. They viewed themselves as a stop-gap measure for security until CCA was able to establish small 10-12 bed secure units throughout the region. The first and only such facility was the one contracted out in Pittsburgh to the Center for Assessment and Treatment of Youth, Inc., which opened briefly in January and February, 1976, but was closed because of zoning problems.

As time went on, however, YDC officials began to view their operation as an alternative to Camp Hill, i.e., long-term placement for youth adjudicated delinquent for serious crimes.

Finally, in late November and early December, CCA called upon Fred McNeill, an experienced youth worker from Philadelphia, to come to New Castle and straighten out the problem. He ultimately spent approximately 3 1/2 months "setting up the program from the ground floor up".

The Allegheny contract expired on December 31, 1975, and the cottage was turned back into the hands of YDC. A few days later a fire occurred which resulted in damage in the amount of \$42,000.

However, in relatively short order the program began to stabilize. A cyclone barbed wire fence was completed on January 13, 1976. Since that

time there has been only one escape and that youth was returned in relatively short order.

The major problem that exists at the secure unit today at New Castle relates to the crowded conditions and the effect that it has on the program and the youth. At the time of our site visit on October 4, 1976, there were 73 youth committed to the secure unit which was designed for a maximum of 48. The four cottages are all connected; two have individual rooms, but two have four to six youth in very small rooms. At the time of our visit, one cottage was being remodeled for failure to meet minimum DPW requirements. Youth from that cottage are temporarily housed in separate facilities in one of the state's mental institutions. The staff at the secure facility now numbers 69. Most are young; 85% have been hired since December of 1975.

Overcrowded conditions have seriously affected the level of programming. The educational program is conducted in only two classrooms with both morning and afternoon sessions. The vocational training program is available for only one half of the day.

During the time of our visit in mid-afternoon, a large number of youth were on the recreational field, while the remainder appeared to be lounging around playing cards or watching television.

At the present time the staff appears to have clamped down on discipline and has provided incentives to encourage acceptable behavior. This has been accomplished principally through their off-grounds program. This program permits delinquent youth to participate in activities outside the YDC on a one-to-one basis with staff members. Passes are earned through accumulating points. While each of the four cottages has its own system, points are earned for such positive actions as getting up when called, attending school and performing assigned tasks. Points are deducted for negative behavior. Possible privileges range from walking handcuffed and escorted on the YDC campus to a visit home. Off-grounds passes include such activities as bowling, golfing or riding bikes. The off-ground program is under some criticism from judges and this criticism is discussed in Section 2.2.1 of this report.

The problem of overcrowding concerns the YDC administrators and staff a great deal. There is some fear of trouble in the future and there is no relief in sight. If the population exceeds the current 73, program staff see no other alternative than to keep adding beds to the four cottages. One result of this pressure is a need to keep moving youth out of the facility. This solution is well recognized by the judges who express confidence in the present staff, but clearly see New Castle as a 1-2 year commitment program.

We are not presently aware of any firm plans to establish additional secure units in the region.

Cornwells Heights YDC Secure Unit

Cornwells Heights YDC was opened in 1968 and currently serves approximately 150 youths. The YDC itself stands on 110 acres and is situated some 35 miles from the center of Philadelphia. It cannot be easily reached by public transportation.

Staff became aware for the first time on July 28, 1975, that their facility would be receiving commitments after August 15th necessitating secure facilities. On August 15th, a contract was entered into with the North City Congress Inc. of Philadelphia to assist in developing the secure units. This work was performed by North City Congress until November 30, 1975.

Initial commitments requiring security began before the end of August of 1975, apparently before the facility was set up to receive the youth. A number of youth escaped.

A portion of the security unit was contracted out on a purchase of services basis with RCA Services Company on December 15, 1975. RCA had for the previous seven years provided the education program at the YDC on a contract basis.

The present unit consists of 4 connected "cottages" which are fenced off from the main YDC Campus. The fence is of a low-medium security type, and security is mainly dependent upon staff supervision and the level of relationships developed within the program.

At the time of our site visit there were 52 youth detained in the secure unit, with one other youth lodged in the YDC hospital. It is reported that there was a great deal of confusion (for a period of time, following the initiation of the RCA contract effort) caused by the fact that regular YDC employees were responsible for a portion of the facility, while RCA employees were responsible for another part. Recently, DPW made the decision to place the entire unit under RCA control.

Some tension still exists under this situation in certain areas:

--RCA staff do not believe in solitary confinement. Confinement is used only while the crisis of the moment exists. If a youth is confined to a room, he is accompanied by a staff person. This is not in line with YDC policy, where room confinement sometimes extends over several days. This policy has caused some strain between RCA and YDC/DPW.

--YDC/DPW staff are also concerned about some of the release plans prepared by RCA for the courts. One example given was a proposed plan for a youth who had only been in the secure unit for two months as contrasted with an average eight-month stay at the regular YDC. Furthermore, concern has also been expressed about the lack of detail for after-care planning developed in some cases.

Youth in the secure unit have access to the campus gymnasium, pool and vocational training shop (and sports field). For the most part, however, they remain within the secure unit and have little contact with other YDC youth or staff.

Youth in two of the four cottages have individual rooms and in the others there are four youth to a room. They are given considerable freedom to decorate and arrange their rooms to their own style and preference. Individual rooms can be locked as can the doors which connect the cottages to the center of the unit. The unit is at one edge of the YDC, which is itself surrounded by a low fence which may serve to reassure public fears but would certainly not prevent youth intent on getting away.

The 63 personnel working within the unit are all employees of RCA. They are not members of state staff associations (and in fact do not have union representation). Their terms of employment are arranged on an individual contract basis with RCA. This has allowed considerable flexibility in terms of hiring staff; but may also provide potential difficulties arising from salary differentials. Furthermore, while RCA is responsible for the programs conducted at the secure unit, the final responsibility for the youth lies with the YDC Director and DPW. This includes final submission of program plans for transfer or termination for each youth to be submitted to the committing judge.

The program emphasis is educational with group meetings to discuss problems that arise in the running of the unit.

Brief discussions held with several youth indicated that there was no serious problem of violence within the unit, particularly in comparison with the New Castle unit where one youth had recently spent several months.

Youth Resources Inc. Visit

Youth Resources Inc. is a not-for-profit corporation which administers a ten-bed intensive treatment unit for delinquents from the Central Region.

It is located on three acres of land on the grounds of the Harrisburg State Hospital, only five minutes from downtown Harrisburg. The housing unit consists of a two-story greystone dwelling, while the educational unit is located in a 12 by 60 foot mobile home. Both buildings and much of the land are surrounded by a twelve-foot fence.

The staff consists of three counselors, one education director, one social worker, nine youth workers and one bookkeeper. Staff are given orientation and training when they join YRI. At the time of our visit they were preparing for a six-hour value training session as part of in-service training. Two of the staff must be in the house at all times, but there is some problem with identifying the staff person in charge at any particular time.

The rooms at the house do not have doors, which makes observations easier and improves security. Security has been a problem; two youth escaped the night before our visit. They were found a short time later along the highway approximately 10 miles from the institution. Unfortunately, the program was criticized by the local media for the escapes. Upon return, the other eight kids were sharply critical of the two, fearing a crackdown on their privileges.

Four of the ten youth at YRI are from Camp Hill. They are viewed as relatively easy to deal with since they have been at a far worse place than YRI and because some are burnt out--weak and passive.

The director has had some problems with staff requiring discipline and dismissal.

The program had a difficult beginning once it was contracted out as a secure unit by CCA. Some problems occurred in administrative and fiscal dealings with CCA. Additional problems arose from a community that did not want a secure institution.

Discussions began with CCA in September of 1975 and a contract was entered into on November 1, 1975. Roof repairs were made in January, 1976. Despite the fact that YRI was told that there would be no zoning problem because the house was located on state property, a law suit was filed charging YRI with violating zoning ordinances. The appeal, which was successful, was not concluded until April 28, 1976, and the program was not able to receive the first youth until July, 1976.

Program staff see the central part of the program as showing the youth a decent way of life. Clients are urged to confront their feelings and the staff. Staff feel that the problem with 90 percent of the youth is the need for maturity. Many of them are "runners". One youth was reported to have run 21 times from various institutions.

The programs available at YRI are varied. The education program is located in a house trailer behind the house. We observed a good supply of books, calculators, teaching aides, etc. At the present, youth are in school daytimes, but the evenings are often boring for the youth.

The staff would like to get another trailer and fill it with woodworking equipment so the youth can learn a trade. They also would like the youth to finish off the basement for recreational facilities. Presently, recreational facilities are limited. Youth have to go over to the mental hospital to play basketball, which makes them uncomfortable. Hopefully, arrangements will be made with the local YMCA for the use of their recreational facilities, including the pool.

YRI is reimbursed for each youth at the rate of \$80 per day. Some financial problems continue to occur with DPW. YRI found it necessary to get a loan to pay the staff at one time.

There are currently no projected increases for secure units for boys in the Central Region. Two beds are planned for females in the second year grant application.

Alternative Rehabilitation Communities Inc.

Alternative Rehabilitation Communities, Inc. is a group home located at 2600 Woodlawn Street in Harrisburg. The program received a grant of \$121,894 from CCA on November 1, 1975. The first youth were referred to the program in January of 1976. The house is very clean and attractive. The youth have a great deal of pride in the physical appearance of the house and work hard to keep its appearance up. Unfortunately, the neighborhood has opposed the house and a suit has been brought in the courts based upon alleged zoning violations.

The staff is comprised primarily of college graduates and includes a director, an administrative director, four counselors, five counselor aides and an administrative assistant. The youth are supervised 24 hours a day with some traveling about the city to the movies, sporting events, etc. Youth are encouraged to air any problems they have and group sessions provide a forum to complain about house procedures or other youth.

The house operates on a point system, with points assessed for rule infractions. The youth with the least number of points at the end of each week receive preference in selecting their chores for the following week from a list of options.

There are a variety of programs available at the home. One staff member is an educational specialist who teaches the youth using a variety of teaching methods and materials. A wide variety of counseling techniques are used, including individual counseling, reality therapy, group counseling, etc.

A few of the youth are enrolled in educational programs outside the home. One is enrolled in a local community college and travels to the school with an ARC staff member.

At any given time approximately 10 youth reside at the home. At the time of the site visit one youth was "graduating" from the program.

St. Joseph's Home

St. Joseph's group home is located in the rectory of the St. Joseph's Parish in Pittsburgh. Although the immediate street on which the Parish is located is populated largely by tenement-type dwellings, the area is currently undergoing a dramatic face-lifting and within one block is a newly developed tract of single family homes and apartment buildings. The rectory is well appointed and exudes a comfortable, homey atmosphere complete with natural wood and fireplaces. A central dining room, kitchen and meeting room are located on the first floor along with the staff offices. On the second floor are the bedrooms, two complete baths and a television lounge. Athletic equipment and exercise facilities are in the basement. The parish priest lives on the third floor.

The staff of four includes the project director who is also responsible for the program's development, two counselors and a cook. In addition to the regular staff two college students (varsity basketball players) from the University of Pittsburgh are currently living in on a volunteer basis. The staff is responsible for counseling (both group and individual) and educational/vocational placement of the project youth. The project is sponsored by a Catholic community service organization which provides educational and recreational programming for the entire neighborhood. Project youth have contributed to the delivery of such services as acting as counselor aides or assistant coaches.

The staff is unhappy at the fact that only four of the six available beds are being used. They allege that this is due to a bias against the program by a local juvenile judge, who they claim has not visited the facility.

House of Umoja

A contract was entered into with the House of Umoja in Philadelphia by CCA on December 1, 1975. The first youth from Camp Hill came into the program in January of 1976.

The House of Umoja was founded in 1968 by Sister Falaka Fattah, largely out of concern for youth gang warfare, then a serious problem in the City. The basis of the program is to provide an extended family. Sister Fattah states, "it is not a family model, but a family". Her observation is that for these youth, family ties are loose if they exist at all. The group home is seen as filling a gap that would have been provided in traditional African communities. In addition to its extended family orientation, employment is considered key to the success of resident juveniles.

The House consists of 21 rooms (half of which are occupied) at 1442 N. Broad Street. The program has been well received by the judges. Sister Fattah is credited with being particularly successful with young gang members and with curbing gang violence in West Philadelphia.

There are currently 30 boys living at the House. They frequently stay for as long as 2-3 years. The House includes its own "free school". A long-term plan exists to develop the complex into a "Boys Town".

Most of the staff are graduates of the program. The boys progress through seven levels to earn the family name of Fattah--many of the graduates keep the name and give their own children African names. Twelve Camp Hill youth have been at the House. They stayed somewhat shorter periods than others due to their age (mostly about 18). Sister Fattah commented that these youth seemed more hostile and difficult to reach, perhaps because of their Camp Hill experiences. One of the Camp Hill youth is still living at the House. He had been detained at Camp Hill for 20 months and has been at the Home for four months.

Again, unlike some of the CCA programs, there is a strong likelihood that youth will continue to be referred to this program by the courts. All of the Philadelphia judges interviewed pointed to this program as one of the most successful group homes.

PYAP - Harrisburg

The Pennsylvania Youth Advocate Program in Harrisburg was created through a grant from CCA on November 3, 1975. The Auditor General's Report cited PYAP as the most notable new service started by CCA. The program concept is straightforward and involves pairing juvenile participants with advocates who assist the youth in adjusting to society.

Advocates are paid \$25 per week and are expected to be in contact with their assigned youth fifteen hours per week. Advocates receive \$15 per week to spend jointly with the youth on activities such as movies, bowling, eating at restaurants, etc. Program participants receive \$5 per week and the money is distributed to them by their advocate. Advocates prepare weekly reports on their activities with program participants and submit them to the PYAP office.

Advocates typically make efforts to find their youth jobs or educational opportunities. One advantage of the program is the persistence of the advocates. They do not tend to give up when looking for jobs for their assigned youth and will try repeatedly to help the youth. It was pointed out that this persistence is a clear improvement over typical probation officer practices.

PYAP has had 92 referrals from Camp Hill. Eighty-six of these juveniles actually entered the program and it was reported that the Camp Hill youth were generally not difficult to deal with but often presented serious employment problems.

A brochure prepared by PYAP indicates that 150 clients had been served by PYAP in a 9-month period. Nearly half were found employment and it was reported that approximately 80% of PYAP participants have had no further contact with the justice system. Every client referred to the project was accepted. PYAP has worked with blacks, whites, males, females, sex offenders, drug problems, status offenders, and some of the state's most difficult cases.

One innovative effort on the part of PYAP to find jobs for participants involved the establishment of a small supported work program modeled

after the Vera Institute of Justice experiment. A local junkyard hired PYAP participants and paid them \$2 per hour. PYAP supplemented the youth's income and paid for supervisors to direct their work. Four youth were subsequently offered jobs by the junkyard.

PYAP has not had problems in recruiting advocates despite the low pay. Over 250 applications were received in a short period of time from Harrisburg alone. The typical advocate is young -- 21-22 years of age. Many are college educated or college students and some have been successful in increasing a participant's interest in education by taking the participant to their college campus and demonstrating the possibilities for a pleasant life style in a college setting. Females have often been very successful advocates and it was reported that they tend to have fewer problems with the male program participants than do male advocates. The program readily changes an advocate -- youth pairing if it does not seem to be working out, and if the participant appears to be totally unable to benefit from the program the youth is generally referred elsewhere. Participants typically spend 6 to 7 months in the program.

Opportunities Industrialization Center

The Youth Advocate program of the Opportunities Industrialization program is located in the Institute for Black Ministries Building in Philadelphia. This program began on October 1, 1975, through a CCA contract and receives current funding through DEW. The contract with CCA addressed the needs of 50 Camp Hill youth to be linked with community advocates in Philadelphia. Under the program, the youth are known as Associates. ("We use the term Associate to reflect the responsibility and cooperation incumbent upon each youth in our program" -- CAP's fact sheet).

The location of the program is viewed as a neutral situation in terms of gang territory and has provided a setting where associates and advocates can gather to talk, play pool, etc. The program focuses on black males and has been limited to the 50 Camp Hill transfers.

During the course of our visit we spoke with the Center Director, the Program Resource Specialist, three advocates and one associate.

The Center Director was hired specifically for this project. He sees the purpose of the program as improving attitudes toward work; this he believes is the key to avoiding further delinquent acts. At the time of our visit only three of the 50 youth were back in prison.

The advocates were described as being very diverse -- from college graduates to ex-offenders. They provide models so that associates can "learn to manipulate the system legitimately". Advocates are paid between \$2.00 and \$4.00 per hour. They work a minimum of 15 hours per week with each youth and are generally responsible for about four youths.

We were told of serious problems relating to the funding during the time of CCA. It was noted that if the CAP program had not been associated with the main OIC programs, it probably would have failed for lack of funds.

One of the Camp Hill youth that we spoke to highly praised the CAP program. He came to OIC from Camp Hill this past May after 19 months in confinement.

Two of the advocates spoke about their job stating that their first task was to establish trust and later to determine what the associate

really wanted to do with his life. Gradually, associates are encouraged to be more ambitious--for instance, to take trips out of town to New York or Washington.

Discussions held with the two Court Liaison Officers indicated that thirty of their Camp Hill youth were associated with the OIC program and they were extremely enthusiastic about the progress that was being made.

The judges in Philadelphia were somewhat less enthusiastic about the progress that was being made, partly perhaps because the court has its own form of community advocate program. For this reason, the future of the OIC program may be questionable. Ultimately, the Camp Hill associates will graduate from the program and the question will be whether or not additional referrals are made by the court and whether or not transfers will be permitted from Cornwells Heights secure unit.

YCAP (YMCA Community Advocate Program)

YCAP is a community advocate program located in the East Liberty section of Pittsburgh. The program is now providing counseling and placement (jobs, school, training) services for 28 youths (whose average age is 18), 24 of whom are affiliated with the Camp Hill project. The staff is made up of three full-time counselors, one of whom also serves as project director. As a Community Advancement Center, YCAP does not provide beds at its facility and therefore most program participants live at home. Those who don't, however, are found beds in the downtown Pittsburgh YMCA.

The project director feels the courts have been supportive of the program, although there has been some hesitancy to refer juveniles since CCA money ran out and the county became responsible. The cost of services is \$70.00 per week per youth.

APPENDIX 9

APPENDIX 9

Tracking System Discussion in DPW Grant Application

Client Tracking and Monitoring

A key need in this project is the capacity to:

1. Systematically track project youth to insure that the service plan for each youth is adequately followed.
2. To systematically monitor service programs from which services are purchased to insure that services are appropriate and that purchase of service agreements are honored.
3. To establish an effective audit trail as well as the instruments for assessing cost benefit.
4. To quickly and thoroughly ascertain service patterns vis-a-vis a number of variables (age, sex, type of offenses, etc.) for more effective planning of services.
5. To develop instruments which measure individual and aggregate service outcome for reassessment of services purchased.
6. To develop forms and instruments which adequately capture the data required for reports to the court on the youths progress in the project.

Since ultimately a computerized tracking and monitoring system compatible with the court's information system is planned, all forms and instruments will be constructed in codeable form.

Contract for a Client Tracking and Monitoring System

A third party will be contracted for the design and implementation of a client tracking and monitoring system, which will be ready for use within sixty days from the receipt of funds and at the time the Project is operational. To facilitate this, the Project will insure that each purchase of service agreement be written around stipulations for service and performance which can and will be monitored or evaluated on an on-going basis.

The client tracking and monitoring system will include:

- A. The necessary forms and instruments for the system
- B. An operative information system
- C. A cost tracking system
- D. Assurance of compatibility of forms, information system with Juvenile Court, and State monitoring requirements.

Explanation:

A. Forms and Instruments

The contractor will construct and pretest forms which will:

1. Be useful to present staff (Project Staff, probation, service contractors), as case planning devices. They should reduce "paperwork" by incorporating certain information in one place, eliminating other forms.
2. Specify the factors on the basis of which case planning or placement decisions are made. This will allow for "accountability" of personnel and allow their decisions to be evaluated by others in terms of stated Project goals. It should also make it possible for Project Staff and Administrators to identify problems in servicing clients.
3. Incorporate client evaluations of services.
4. Incorporate a system for monitoring cases in terms of specific time frames to insure that clients don't "get lost" in the system, or that their cases are unattended to for any length of time.
5. Incorporate a method for assuring that Project Youth are frequently assessed in terms of their readiness to be "graduated" from project rolls, that is, to be restored fully as possible to non-institutional settings. In addition, the Client Tracking and Monitoring System developers will be responsible for producing documents and techniques for teaching Project Personnel to use these forms.

B. Information System

When feasible a computerized information system will be devised which will provide:

1. Consistent, accurate, up-to-date information about each youth (client) with regard to:
 - a. Name, current address, and other background information
 - b. Placement and placement history
 - c. Project personnel with current case responsibility
2. Access to file information which will allow for accountability of case decisions, as related to department goals, deadlines, needs of children and families.
3. A system for matching available resources, services and placements to children and/or families.
4. A system which indicates resource problems (e.g. not enough group homes), and bottlenecks (e.g. group homes report children are ready to leave, but project staff haven't moved on the cases). The system will be designed to be useful to individual caseworkers and, in the aggregate, by administrators.

C. Cost Tracking System

1. The development of a system for matching services with costs delivered individually, and in aggregates.
2. The development of a cost benefit system relating service, costs and quantifiable benefits to programs youth.

D. Assurance of Systems Compatibility

1. Incorporation of elements in forms and information system which will enable to project to respond appropriately, without delay to the Monitoring Systems of the County Juvenile Courts regarding youth for whom the court is statutorily responsible.
2. Incorporation of elements in the forms and information system which will enable the project to respond on a regular

basis to accountability requirements of the State and the Courts.

The entire effort in tracking and monitoring is designed to assist the project to develop the most efficient and effective service programming for the project youth as well as the capacity to respond to the statutory requirements of court accountability "while protecting the youth's right to confidentiality."

APPENDIX 10

Penn State Computer Tracking System Manual

This brief manual is designed to explain the terms and figures used in the Camp Hill Project tracking system, or TRACKER. Enclosed is a copy of TRACKER'S most recent summary statistics; please refer to this while reading the explanations.

PURPOSE

The purpose of TRACKER is to monitor the movement of all youths involved in the Camp Hill Project--from the time they are referred to when they are released from the Project's custody. The use of a computer enables us to easily store large amounts of information, as well as to produce the specific statistics we are interested in (such as race, turnover rate, etc.). Critical incidents are called into the system immediately, new referrals and updates on ongoing cases are called in weekly, and TRACKER produces a new "Total Summary Statistics" every two weeks.

Beginning at the top, then, of page one of the "Summary".....

--"Report Date"--This is the date on which the computer printed out the summary.

--"Last Updated"--This tells you how current the information is; it is the last date on which new information was added to the system.

There will usually be a gap of two or three days between these two dates, as the new information is added on a Wednesday, and the report printed out on a Friday.

--"Population Size"--This number shows how many youth are actually in placements under the auspices of the Camp Hill Project. New entrants in the last two weeks are youths placed for the first time, not new referrals. Youths in placement are called "Project Participants".

--"Sex, Race and Age"--These categories are fairly self-explanatory.

--"Charges"--As the Camp Hill Project is designed to serve the most serious juvenile offenders in Pennsylvania, we feel it is important to keep track of Project youths' charges. The classification of offenses we use is based on the Pennsylvania Criminal Code:

Grade I Criminal homicide, and all violent sexual offenses, including rape (other than statutory), indecent assault, assault with intent to commit sodomy, assault with intent to ravish, and burglary with intent to ravish.

Grade II Robbery, assault, weapons charges, and arson.

Grade III Narcotics charges (sale and possession).

Grade IV Burglary and thefts (including auto, bribery, and receiving stolen goods).

Grade V This is a catch-all category that includes all other offenses except delinquency (status) and liquor offenses. Some examples are forgery and counterfeiting, traffic and vehicle laws, disorderly conduct, vagrancy, gambling, offenses against institutional administration, malicious mischief, trespassing, offenses against the public peace, etc.

Grade VI These are acts considered offenses only when committed by a juvenile; delinquency, or status offenses (truancy, runaway, incorrigibility), and liquor offenses.

When a youth has a number of charges against him, the grade of the most serious charge is entered in TRACKER. Only one entry is made per participant.

--Critical Incidents"--These are occurrences which the Project feels are important enough to necessitate immediate notification. Critical incidents are of four types:

Runaway : from a secure site--a runaway is defined if the juvenile is out of the Project's control for any length of time.

from a non-secure site--a juvenile has absconded if he is out of the Project's control for more than eight hours.

Arrest : A juvenile in the Camp Hill Project will be considered arrested if he is taken in custody to the station house. Other interactions with the police are not considered arrests for the purposes of the tracking system.

New Conviction : A juvenile is found guilty of an offense committed while in the Project's custody.

Injury : Any injury requiring medical attention is considered a critical incident.

As this is a summary page, details such as date, site, name of youth, and charges of the critical incidents are not listed. These details are included in the individual case report of the particular youth. However, more information about critical incidents can be obtained from the "Site Statistics", pages 2 and 3. There the critical incidents of the last two weeks are listed by site. In addition, a category for "Runaways", at the bottom of page 3 shows how many participants are currently A.W.O.L. and how many have returned during the last two weeks.

--"Cases In Review"--This section shows where all the youths referred to the Project are being held. Some are "pending cases", youths referred to the Project awaiting evaluation by our staff of their appropriateness for service. Unfortunately, the Project is unable to accept all referrals; those considered inappropriate for Project services are listed as "Rejected". A youth accepted (considered appropriate) by the Project whose court then chooses to place him in some other program not under Project auspices is also listed as "Rejected". "Accepted, N.P.", stands for "Accepted, Not Placed." These are youths for whom service plans have been developed and approved by the court, but who are waiting for a space in the program or for court orders to be processed before being placed.

These "Cases In Review" are held in a number of different settings. Some are held in county jails or juvenile detention facilities. Others are placed in the special security units at YDC New Castle and YDC Cornwells Heights, and some are at home.

--Turnover"--This category is fairly self-explanatory. We eventually hope to expand it to indicate the turnover rate at specific sites, as well as to show movement patterns (i.e., x% of youth move from Outward Bound to supervised living). Please remember that most youth will have at least two placements in the course of their participation in the Project.

--Community Alternatives"--Please see attached program descriptions. As youths may participate in more than one program at a time (i.e., live in a group home and have a community advocate), the percentages will sum to more than 100%, and the numbers of youth in each program will total more than the total Project participants. (Until now, youths were listed as participating in only one program, which results in a distorted picture of program usage.)

--Site Statistics (Page 2 and 3) These pages show where the Project youth have been placed according to type of facility. The residential programs are listed first, followed by the non-residential programs. Again, as youth may participate in a non-residential program and residential program at the same time, the totals will sum to more than the number of Project participants. Critical incidents during the last two weeks include all critical incidents, as described above, not only runaways. The last site listing is a special category for runaways.

APPENDIX 11

APPENDIX 11

Sample DPW Data Collection Form Developed for
the Joint Legislative Committee on Budget & Finance Study

Key No. 8752
to the person

1. Member of Original Camp Hill Population (8/15/75) X OR a commitment after that date _____

2. Wash Home City, Wash County, 1000 Bl Community Type
(U) (R) (Sub.)

3. Age 18, Race W, No. of Individual Commitments to Camp Hill 1
(N or W)*

4. Offense for which he was last committed to Camp Hill Aggrav. Assault

5. Current Living Arrangement: with CAP
(a) Lives with/at X Own Family, Foster Home, Cornwall or New Castle
 Other State, Comm. Intensive, Other, Specify
 Facility (Specify), Treatment Unit

(b) Length of time in current living arrangement 26 weeks
(c) Approximate Number of hours per day under direct supervision or control by juvenile delinquency program personnel 11:00 to 2:00 P.M. / 1:00 hours/days
(d) Secure character of current living arrangement:

 24-hour Staff Super. 24-hour Staff Supervision Other, describe plus physical restraints

(e) Has this individual been away from facility in an unauthorized fashion (escaped)? X
yes no

If so: # of escapes _____ Date of last escape _____ Is he still at large _____

6. Has this person been arrested for any crimes since he was initially placed out of Camp Hill? X
yes no

If yes:
 # of arrests by offense # of convictions by offense
 Date of last arrest Date of last conviction

*N = Non-white; W = White

***Complete one of these sheets for each individual who was a member of the juvenile population at Camp Hill on August 15, 1975 or who has been committed to a placement arranged by the "Camp Hill Project" since that date to April 30, 1976, inclusive.

Key No. 9-57

7. Initial Service Provider: (Complete only if different than 8 below)

(a) Provider's name W. J. ... (b) Date placed out ...

(c) Provider's Location: Carroll, Carroll, R
City County Community Type
(U) (R) (Sub)

(d) Description of Services: Patrol Band

(e) Why Service Discontinued: W.O.D.

(f) When Service Stopped: 11/20/75

8. Current Service Provider:

(a) Provider's Name Pa. Youth Advocate (b) Date Service Began 12/1/75

(c) Provider's Location: Hills, Dumfries, H
City County Community Type
(U) (R) (Sub)

(d) Description of Service: up to 30 hrs per wk of tot supervision

***Complete one of these sheets for each service provider, either initially or currently providing service for each individual for whom an SHEET A has been completed.

APPENDIX 12

APPENDIX 12

Sample Data Summary of Camp Hill
Placements Produced by CCAfor LEAA

LEGEND

- DP - Direct Placement--placement plan devised by CCA and utilized by the Court
EX - Expedited--CCA staff expedited release plans already in process
AS - Assistance--decision made between institution and CCA that probation could best work out an acceptable plan
NS - No Services Provided
C - Certified as Adult (e.g., on a prison breach charge)
-

CCA - released to CCA plan
Court - released to probation with CCA services

TOTAL NUMBER OF CASES - 377

The remaining 15 cases were released before the arrival of Emergency Relief component of the Project.

<u>Case No.</u>	<u>Release Date</u>	<u>Disposition to</u>	<u>Type of CCA Involvement</u>
001	8/11	CCA	DP
002	8/25	CCA	DP
003	9/26	CCA	DP
004	9/26	CCA	DP
005	10/9	Court	AS
006	9/19	Court	AS
007	10/16	Court	EX
008	9/26	Court	NS
009	10/29	CCA	DP
010	10/17	Court	EX-DP
011	9/29	CCA	EX-DP
012	10/22	CCA	DP
013	10/10	CCA	DP
014	10/29	CCA	DP
015	10/8	Court	EX
016	9/23	CCA	DP
017	10/14	CCA	DP
018	6/2	Court	AS
019	9/22	Court	EX
020	10/10	Court	EX
021	10/29	CCA	DP
022	2/27	CCA	DP
023	10/6	Court	EX
024	10/20	Court	EX
025	10/3	Court	NS
026	9/26	Court	NS
027	10/9	CCA	DP
028	10/9	CCA and Court	EX-DP
029	10/7	CCA	DP
030	10/22	CCA	DP
031	9/23	Court	EX
032	9/26	Court	NS
033	10/3	Court	EX
034	10/15	Court	AS-EX
035	10/3	CCA	EX-DP
036	10/6	CCA	DP
037	9/4	Court	EX
038	10/20	Court	EX
039	10/14	CCA	DP
040	10/17	Court	EX-AS
041	10/10	CCA	DP
042	10/2	Court	EX
043	9/30	CCA	EX-DP
044	10/30	CCA	DP
045	12/8	Court	DP
046	12/81	CCA	DP
047	12/30	CCA	DP
048	12/30	CCA	DP
049	10/29	CCA	DP
050	10/3	Court	EX

<u>Case No.</u>	<u>Release Date</u>	<u>Disposition to</u>	<u>Type of CCA Involvement</u>
051	10/8	CCA	DP-
052	11/3	Court	AS-DP
053	10/31	Court	EX
054	11/6	CCA	DP
055	11/5	CCA	DP
056	12/3	CCA	DP
057	11/3	CCA	DP
058	11/5	CCA	DP
059	11/7	CCA	DP
060	10/31	CCA	DP
061	10/28	CCA	DP
062	11/5	CCA	DP
063	10/28	CCA	DP
064	11/6	CCA	DP
065	10/29	Court	NS
066	11/13	Court and CCA	AS-EX
067	11/8	CCA	EX-DP
068	11/11	CCA	DP
069	11/13	Court	EX-DP
070	10/29	Court	NS
071	12/1	CCA	DP-
072	11/19	CCA	DP
073	11/19	CCA	DP-
074	11/26	Court	NS
075	12/1	CCA	EX-DP
076	11/1	Court	NS
077	11/19	CCA	DP-
078	11/19	CCA	DP-
079	12/2	CCA	EX-DP
080	11/25	Court	EX
081	11/20	CCA	DP-
082	12/2	Court	AS-EX
083	11/26	CCA	DP-
084	12/8	Court	EX
086	12/5	Court	AS
087	11/17	CCA	DP -
088	11/17	CCA	DP
089	12/10	CCA	EX-DP
090	12/11	Court	NS
091	12/10	CCA	DP
092	12/12	CCA	DP
093	12/12	CCA	DP
094	12/15	CCA	DP
095	12/8	Court	EX-AS
096	11/14	Court	AS
097	10/17	Court	AS
098	12/16	Court	EX
099	12/16	Court	EX
100	12/16	Court	EX

<u>Case No.</u>	<u>Release Date</u>	<u>Disposition to</u>	<u>Type of CCA Involvement</u>
101	12/16	Court	NS
102	12/16	Court	EX-AS
103	12/18	CCA	DP
104	12/18	CCA	DP
105	12/18	CCA	DP
106	12/19	CCA	DP
107	12/19	Court	NS
108	12/22	Court	EX
109	12/22	CCA	DP
110	12/22	CCA	DP
111	12/23	CCA	EX-DP
112	12/23	CCA	DP
113	12/23	CCA	DP
114	12/23	Court	EX
115	1/8	Court	C
116	12/23	CCA	DP
117	12/23	Court	EX
118	12/23	CCA	DP
119	12/24	CCA	DP
120	12/24	CCA	DP
121	12/24	CCA	DP
122	12/24	CCA	DP
123	12/24	CCA	DP
124	12/24	CCA	DP
125	12/24	CCA	DP
126	12/24	CCA	DP
127	12/31	CCA	DP
128			C
129	2/10	CCA	EX-DP
130	12/1	Court	EX
131	12	Court	EX
132			
133	12/30	CCA	EX-DP
134	12/23	CCA	DP
135	11/7	CCA	DP
136	1/5	CCA	DP
137	1/5	Court	NS
138	1/6	CCA	DP
139	1/7	CCA	DP
140	1/8	CCA	DP
141	1/12	Court	EX
142	1/12	CCA	DP
143	1/12	Court	NS
144	12/3	Court	AS
145	1/14	CCA	DP
146	1/14	Court	AS
147	1/15	CCA	DP
148	1/15	CCA	DP
149	2/6	Court	EX
150	1/20	Court	AS

<u>Case No.</u>	<u>Release Date</u>	<u>Disposition to</u>	<u>Type of CCA Involvement</u>
151	1/23	CCA	DP -
152	1/26	CCA	DP -
153	1/26	Court	EX-AS
154	1/27	CCA	DP
155	1/27	CCA	DP
156	1/26	CCA	DP
157	2/4	CCA	DP -
158	1/26	Court	AS
159	1/28	Certified as Adult	C
160	1/19	Court	NS
161	2/2	CCA	DP -
162	2/2	CCA	DP
163	2/2	CCA	DP -
164	2/3	Court	AS
165	2/3	CCA	DP -
166	2/3	CCA	DP
167	2/4	CCA	DP -
168	2/3	CCA	DP -
169	2/4	CCA	DP -
170	2/5	CCA	DP -
171	2/10	Court	AS
172	2/11	Court	DP
173	2/17	CCA	DP -
174	2/18	Court	NS
175	2/4	Court	AS-EX
176	2/4	CCA	DP -
177	2/25	Court	AS
178	2/27	Court	AS-EX
179	3/1	Court	AS
180	3/1	CCA	DP -
181	3/1	CCA	DP -
182	3/1	CCA	DP -
183	3/1	CCA	DP
184	3/2	CCA	DP
185	3/3	CCA	DP
186	3/5	Court	AS
187	3/5	Court	Ex-AS
188	3/8	CCA	DP
189	3/8	Court	AS-EX
190	3/8	CCA	DP
191	3/5	CCA	DP
192	3/9	CCA	DP
193	3/9	CCA	DP
194	3/12	CCA	DP
195	2/27	Court	DP
196	3/15	CCA	DP
197	3/16	Court	AS
198	3/17	CCA	DP
199	3/22	CCA	DP
200	3/22	CCA	DP

<u>Case No.</u>	<u>Release Date</u>	<u>Disposition to</u>	<u>Type of CCA Involvement</u>
201	3/23	CCA	DP
202	3/25	CCA	DP
208	3/26	Court	AS
204	3/26	CCA	DP
205	3/26	CCA	DP
206	3/29	CCA	DP --
207	3/29	CCA	AS-DP
208	3/29	Court	AS
209	3/31	Court	AS-EX
210	3/31	CCA	DP -
211	3/31	CCA	DP
212	4/1	CCA and Court	AS
213	4/1	CCA	DP
214	4/5	CCA	DP
215	4/5	CCA	DP
216	9/9	CCA	DP
217	2/4	Court	EX
218	9/12	Court	EX
219	7/3	Court	NS
220	8/21	Court	NS
221	6/12	Court	NS
222	7/4	Court	NS
223	7/9	Court	EX
224	8/6	Court	NS
225	9/2	Court	NS
226	8/14	Court	EX
227	8/7	Court	NS
228	6/3	Court	NS
229	6/22	Court	NS
230	7/23	Court	NS
231	7/11	Court	EX
232	6/19	Court	NS
233	8/24	Court	EX
234	9/1	Court	AS
235	9/3	Court	EX-AS
236	8/15	Court	NS
237	8/3	Court	EX
238	6/9	Court	NS
239	6/17	Court	NS
240	7/14	Court	NS
241	6/8	Court	NS
242	8/24	Court	EX-AS
243	7/4	Court	NS
244	6/10	Court	NS
245	7/22	Court	NS
246	6/12	Court	NS
247	7/11	Court	NS
248	7/29	Court	NS
249	9/17	Court	AS-EX
250	9/2	Court	AS

<u>Case No.</u>	<u>Release Date</u>	<u>Disposition to</u>	<u>Type of CCA Involvement</u>
251	7/23	Court	NS
252	7/29	Court	NS
253	8/28	Court	EX
254	7/24	Court	NS
255	8/15	Court	NS
256	8/21	Court	EX
257	7/25	Court	NS
258	7/25	Court	NS
259	6/25	Court	NS
260	8/1	Court	EX
261	11/27	Court	C
262	10/1	Court	AS
263	7/29	Court	EX
264	8/19	Court	EX
265	7/24	Court	NS
266	7/21	Court	NS
267	7/30	Court	NS
268	8/22	Court	NS
269	3/5	Court	C
270	9/2	CCA	DP
271	8/21	Court	EX
272	6/30	Court	NS
273	11/21	CCA	DP
274	9/4	Court	AS
275	6/27	Court	NS
276	8/22	Court	EX
277	8/26	Court	EX
278	7/24	Court	NS
279	7/9	Court	NS
280	9/9	Court	AS-EX
281	7/4	Court	NS
282	7/29	Court	NS
283	11/3	Court	AS-EX
284	7/31	Court	NS
285	7/1	Court	NS
286	3/1	Court	C
287	8/22	Court	EX
288	7/17	Court	NS
289	8/26	Court	EX
290	8/26	Court	EX
291	9/9	CCA	DP
292	4/8	CCA	DP
293	1/12	Court	EX-AS

APPENDIX 13

APPENDIX 13

List of Terminated and Retained CCA Service Providers
Providers Developed by the DPW and Appended to Their Letter of 9-14-76

1. Allegheny Institute for Environmental Studies and Education, Inc.
P. O. Box 5, Muse Lane
Monroeville, Pennsylvania

Contract expired December 31, 1975
Secure facility (temporary)
Western Region

2. Americal Motorcycle Institute, Inc.
1445 Skytrooper Road
Daytona Beach, Florida 32014

Contract from February 16, 1976 through May 16, 1976
Provide instruction

3. Center for the Assessment and Treatment of Youth, Inc.
4301 Andover Terrace
Pittsburgh, Pennsylvania 15213
412-681-3633

Western Region
Cost re-imburement per diem as of February 1, 1976
Needs assessment of youths from Western Region

4. Center for the Assessment and Treatment of Youth
4301 Andover Terrace
Pittsburgh, Pennsylvania 15213
412-681-3633

Western Region
Secure facility
Contract terminated June 11, 1976

5. Gaudenzia, Inc.
1832 West Tioga Street
Philadelphia, Pennsylvania
215-399-0197

Contract dates: January 25, 1976 to June 30, 1976
Therapeutic residential community
Philadelphia County

6. Guidance Associates of Pennsylvania, Inc.
1425 Monfort Drive
Harrisburg, Pennsylvania
717-787-9517

Contract dates: November 15, 1975 to June 30, 1976
Central Region
Needs assessments for youths

7. Juvenile Law Center of Philadelphia
1422 Chestnut Street
Philadelphia, Pennsylvania 19102
215-563-1933

Provide legal services for appeal cases on 5 youths
Contract dates: January 23, 1976 to October 23, 1976

8. Marriage Council of Philadelphia
4025 Chestnut Street
Philadelphia, Pennsylvania
215-382-6680

Contract Dates: September 14, 1975 to June 30, 1976
Needs assessment at agency sites

9. Meridell Achievement Center
c/o Greger Cruickshank
P.O. Box 9383
Austin, Texas 78766

Contract dates: January 6, 1976 to June 30, 1976
Highly structured group home

10. North City Congress*
1428 N. Broad Street
Philadelphia, Pennsylvania 19121
215-232-6343

Contract dates: August 15, 1976 to June 30, 1976
Southeast Region
Secure facility

11. Paul Gross, M.D.
Regency Towers
1600 Lehigh Parkway
Allentown, Pennsylvania
215-820-3900

Contract dates: September 1, 1975 to June 30, 1976
Psychiatric treatment

12. Pa. Program for Women and Girl Offenders
906 Fifth Avenue
Pittsburgh, Pennsylvania 15119
412-281-7380

Contract dates: August 1, 1975 to June 30, 1976
Voc. ed. placement for juvenile females

13. Project Together
809 E. Lincoln Highway
Coatworth, Pennsylvania 19320
383-7848

Southeast Region
Community advocate program
Contract dates: February 13, 1976 to June 30, 1976

14. Southwest Community Enrichment Center
1341 South 46th Street
Philadelphia, Pennsylvania
215-386-8250

Crisis intervention

Contract dates: February 1, 1976 to June 30, 1976

15. Three Rivers Youth, Inc.
2039 Termore Avenue
Pittsburgh, Pennsylvania 15212
412-766-2215

Highly structured group home

Contract dates: October 21, 1975 to June 30, 1976

Contract terminated: February 13, 1976

16. Transitional Living Center, Inc.
2115 Inwood Road
Williamsport, Pennsylvania
717-326-0158

Highly structured group home

Contract dates: November 15, 1975 to May 30, 1976

17. Tressler-Luthern Services Assoc.
3806 Market Street
Camp Hill, Pennsylvania 17011
717-763-0701

Foster care

Contract dates: January 1, 1976 to June 30, 1976

18. Union Auto Mechanic School
R. D. 1, Lane McClure Trailer Park
Mifflinburg, Pennsylvania

Contract dates: July 1, 1975 to March 7, 1976

Voc. training and job placement in auto mechanics

19. Volunteers of America
2100 North 3rd Street
Harrisburg, Pennsylvania 17110
717-238-9643

Group home treatment

Contract dates: October 22, 1975 to June 30, 1976

20. Walton Village for Boys
1421 Arch Street
Philadelphia, Pennsylvania 19102
215-563-6565

Structured group home

Contract dates: December 1, 1975 to June 30, 1976

21. Youth Services, Inc.
410 North 34th Street
Philadelphia, Pennsylvania 19104
215-222-3262

Four highly structured group homes
Contract dates: December 1, 1975 to June 30, 1976

22. YMCA Metro Office
304 Wood Street
Pittsburgh, Pennsylvania 15222
412-261-3286

Non-residential advocacy, contract dates: October 1, 1975 to June 30, 1976

Private Sub-contracts:

23. Osmar Raif Binguiz
36686 Salem Grange Road
Salem, Ohio

Technical assistance to New Castle Security Unit
Contract Dates: November 1, 1975 to June 30, 1976

24. Yitzhak Bakal
15A Scwall Street
Marblehead, Massachusetts

Program consultation for New Castle YDC Security Unit
No direct service
Contract dates: November 1, 1975 to June 30, 1976

25. Michael Breslin
R. D. 1, P.O. Box 132
Elysburg, Pennsylvania 17824

Individual counseling in Central Region
Contract dates: May 7, 1976 to June 30, 1976

26. Donald Brown
70 Fairlawn Estate Apts.
Mattapan, Massachusetts

Technical assistance for New Castle YDC Security Unit
Contract dates: November 21, 1975 to June 30, 1976

27. Donald Crawford
1542 Crustrain Apts.
Cornwells Heights, Pennsylvania

Individual counseling
Contract dates: March 30, 1976 to June 30, 1976

28. William Madacs
3 Byard Lane
Westboro, Massachusetts

Technical assistance to New Castle YDC Security Unit
Contract dates: November 6, 1975 to June 30, 1976

29. Edward Mockaitis
R. D. #3
Mansfield, Pennsylvania

Locate foster home placements in Northeast region
Contract dates: May 1, 1976 to June 30, 1976

30. Kenneth Michaels
1927 Quachswood Drive
York, Pennsylvania

Diagnostic assessment, reporting and individual counseling for youths
Contract dates: July 25, 1975 to June 30, 1976

31. Peter Moriarty
Empire Building, North Main Street
Butler, Pennsylvania

Contract dates: September 25, 1975 to June 30, 1976
Technical assistance to New Castle YDC Security Unit

32. Charles Dunlap
62 Outlook Road
Marshfield, Massachusetts

Technical assistance for New Castle YDC Security Unit
Contract dates: October 21, 1975 to June 30, 1976

33. Kenneth Gaza
R. D. 1, Box 30A
Halifax, Pennsylvania
896-3253

Prepare program plans for youths in Camp Hill and facilitate their release
Contract dates: July 21, 1975 to September 1, 1975

34. Joan Johnson
7010 Cedar Park Avenue
Philadelphia, Pennsylvania

Provide foster care home
Contract dates: April 23, 1976 to June 30, 1976

35. Thomas Jeffers
R. D. 2, Box 412
Halifax, Pennsylvania
896-3775

Technical assistance to Camp Hill Unit in rehousing youth
Contract dates: September 1, 1975 to October 15, 1975

36. William Morrissey
R. D. 1
Halifax, Pennsylvania

Technical assistance to Camp Hill Unit in relocating youths
Contract dates: September 15, 1975 to June 30, 1976

37. John Myers
5929 Boyer Street
Philadelphia, Pennsylvania

Develop alternative placements for Camp Hill youth
Contract dates: July 24, 1975 to June 30, 1976

38. Dr. Bruce Olsen
100 S. Elmwood
Glenolden, Pennsylvania

Individual counseling and psych. testing
Contract dates: August 31, 1975 to January 1, 1976

39. John Paris
36686 Salem Grange Road
Salem, Ohio

Consultant to develop alternative placements in Allegheny County
Contract dates: November 1, 1975 to June 30, 1976

40. Donald A. Picarra
418 Martin Terrace
State College, Pennsylvania
814-238-3706

Foster care living and supervision for college-bound juveniles
Contract dates: November 21, 1975 to June 30, 1976

41. Patricia Quann
4580 Londonderry Road
Harrisburg, Pennsylvania 17109
717-652-6209

Special liaison between Cornwells Heights Security Unit and CCA
Contract dates: February 25, 1976 to April 30, 1976

42. Martin Samuels
200 McAlister Drive
Pittsburgh, Pennsylvania

Training for staff at New Castle YDC Security Unit
Contract dates: May 1, 1975 to May 2, 1976

43. Adrian Steltzer
1030 Nasser Street
Sunbury, Pennsylvania

Individual counseling for one youth
Contract dates: October 27, 1975 to June 30, 1976

44. Robert Warner
Deep Run Farm
R. D. 7
York, Pennsylvania

Develop community alternatives for CCA
Contract dates: July 1, 1975 to June 30, 1976

45. Pat Wardell
206 Liberal Arts Building
University Park, Pennsylvania 16802
475-1639

Individual counseling to youths in supervised living program
Contract dates: February 1, 1976 to June 30, 1976

46. Vernon Winfield
223 South 35th Street
Camden, New Jersey

Individual counseling--this vendor was not used by CCA
Contract dates: March 30, 1976 to June 30, 1976

*North City Congress had a contract to open a security unit at the YDC Cornwells Heights, Pa., and to locate another site for an additional security unit. This unit never eventuated because:

1. The effort at Cornwells Heights expended most of the contract funds.
2. The effort to locate another suitable site was unsuccessful due to zoning requirements.
3. The ultimate expansion of the Cornwells Heights unit to 48 beds reduced the urgent need for an additional unit.

TOTALS FOR PROVIDERS TERMINATED BY DFW:

Type of Program:

Needs Assessment	- 3
Group Home	- 7
Secure Facility	- 3
Psychiatric Treatment	- 1
Voc-ed Placement and Training	- 3
Youth Advocacy	- 2
Foster Home Placement	- 1
Legal Services	- 1
Crisis Intervention	- 1

Private Subcontractors:

Technical Assistance	- 7
Individual Counseling	- 7
Program Consultant	- 6
Foster Care Placement	- 3
Staff Training	- 1

CCA PROVIDERS - RETAINED

1. *Alternative Rehabilitation Communities, Inc.*
2600 Woodlawn Street
Harrisburg, Pennsylvania 17104
717-561-1611

Central Region, Highly structured group home

2. *House of Umoja*
1444 N. Frazier Street
Philadelphia, Pennsylvania 19131
215-473-9977

Highly structured ethnic group living program

3. *Lehigh Valley Opportunity Center*

Northeast Region, Security Unit

4. *Opportunities Industrialization Center*
1231 N. Broad Street
Philadelphia, Pennsylvania
215-232-6000

*Contract dates: October 1, 1975 to June 30, 1976
Youth advocacy; periodic day programming*

5. *Pa. Youth Advocate Program*
13 South 3rd Street
Harrisburg, Pennsylvania 17101
717-232-7580

Youth advocacy program, Central Region

6. *Professional Resources*
647 W. 10th Street
Erie, Pennsylvania 16502
814-455-1387

Highly structured group home

7. *St. Joseph's House*
1250 Liverpool Street
Pittsburgh, Pennsylvania 15233
412-321-1071

Highly structured group home

8. *Youth Resources, Inc.*
403 E. Main Street
Shiremanstown, Pennsylvania
717-233-6567

Security Unit

9. CAP - YMCA Metro Office
304 Wood Street
Pittsburgh, Pennsylvania 15222
412-261-3286

Non-residential advocacy

10. Viking House
257 Coxwell Avenue
Toronto, Ontario
Canada
416-461-3828

Highly structured group home

11. Appalachian School of Experience
R. D. 4
Carlisle, Pennsylvania 17103
717-776-3787

Outward Bound

12. Southern Home for Children
3200 S. Broad Street
Philadelphia, Pennsylvania 19145
215-334-4319

Highly structured group home

13. Friendship House, Inc.
1020 Derby Avenue
Scranton, Pennsylvania 18505
717-342-8305

Highly structured group home

TOTALS FOR PROVIDERS RETAINED BY DPW:

Type of Program:

Group Home	-	9
Outward Bound	-	1
Youth Advocacy	-	3

APPENDIX 14

DPW Letter to LEAA Dated September 14, 1976

September 14, 1976

Mr. Thomas Brennan
Executive Director
Governor's Justice Commission
Box 1167, Executive House
Harrisburg, Pennsylvania 17120

Dear Mr. Brennan:

As you know, Mr. Luger's letter of September 1, 1976 was received by the Governor's Justice Commission on September 3rd, but was not reviewed and transmitted to the Office of Youth Services and Correction Education for its response until September 8th. This produced a slight delay in the timetable set forth in the letter. This letter attempts to respond to Mr. Luger's questions as well as those of Ms. Margaret Baken, issue by issue. If the enclosed leaves any of your concerns unaddressed, we will forward any further material or documentation that may be required.

Issue One: Youth Receiving Services

The Pennsylvania Joint Legislative Committee on Budget and Finance has recently completed an exhaustive study on Departmental Youth Services in the Commonwealth. During this study the OYS&CE supplied the Committee with detailed information concerning the operation of the Camp Hill Project and the Center for Community Alternatives. Attachment I is a portion of that Legislative Report which addresses the issues involving CCA. "Chart P" of that Report (page 37) provides information on the juveniles who were relocated from the Camp Hill Prison as of April 30, 1976, but who were not specifically served by a CCA-sponsored community program. From April 30th to September 9, 1976, an additional fifty-seven (57) youth were removed from the Prison. Forty-six (46) entered CCA programs, and eleven (11) did not. Two issues deserve emphasis: first, the publicity generated by the Camp Hill Project caused numerous counties to withdraw their youths from the Prison in a forthwith fashion; second, the CCA unit at Camp Hill played an aggressive advocacy role with all the juveniles subsequently removed from the Prison.

Issue Eleven: Budget

The following are responses to the specific fiscal issues raised in Margaret Baken's Report of May 7, 1976. Regarding personnel, Attachment II provides a detailed breakdown on each CCA position by title, term served, salary and actual amount received by each employe. The staffing pattern reflects a logical pattern of major activity during the months from October 1975 to March 1976 when the project removed a majority of the nearly 400 youths from the Prison. From April 1976 until September 1976 the staffing needs declined as new programs in the community

began to function efficiently and the Department of Welfare began to absorb the responsibilities of the Project into the permanent departmental structure. While not completely anticipated, this fluid utilization of resources was critical to the task-specific periods of the Project and, in spite of staff additions in the first half of the grant period, the revised personnel budget category for the total Project year was underspent by \$29,900.

In addition, during the course of the Project, as specific program and fiscal needs became apparent, they were addressed by the creation of new positions. Only two of these positions (Legal Counsel and Executive Assistant) were maintained for the duration of the Project.

Item 2 of the personnel issues addresses the proration of the Administrative Assistant position. Former Project budgets were mistakenly prorated to indicate the actual period during which federal funds were used in the Project. This procedure is being corrected in the final budget statement which deals with the actual twelve-month duration of the Project.

Item 3 addresses the use of temporary secretarial help in the Northeast Region. The person in question was Barbara Hunsicker, who was employed between September 2, 1975 and June 30, 1976 to fulfill a needed service in that Regional Office (see Attachment II, page 3).

In response to Item 4 under personnel, all expenditures of the Project are based on a twelve-month period.

CCA had a consistent policy regarding fringe benefits. The benefits were Blue Cross, Blue Shield, unemployment insurance, and social security.

Travel expenses exceeded normal costs for two reasons. During the project several youth were sent to other states and Canada to take part in specialized and unique programs not offered in Pennsylvania. In addition, the opening of two security units at the Cornwells Heights and New Castle Youth Development Centers created the need for technical assistance from expert consultants with experience in developing innovative security units beyond that of Project personnel in the State. Travel expenses had to be included in the personal service contracts written to meet this need.

With the development of four Regional Offices, the Project's equipment needs often exceeded those items budgeted in the original federal grant. Consequently, state funds were used to meet the equipment deficit.

The budget was also revised to account for greater supply needs in the administrative and regional offices. These expenses are calculated on a twelve-month basis.

Several contractual items require clarification. First, since the Project addressed issues with nationwide repercussions, a consultant contract was written for Peter Samonds, a noted juveniles procedural attorney from California, to provide assistance beyond the purview of the Project's legal counsel. Second, a number of serious program start-up problems encountered in the Southeast Region occasioned

the need for special assistance from Service Program Planning Consultants, not immediately available from the Resource Development Specialists.

Third, Attachment I (pages 74-105) gives considerable detail on the purchase of service contracts, including the providers, type of service, the contract period, the state and federal funds expended, the number of the provider employees, and the numbers of youth served. This information should provide a more accurate view of the Project's activities. The final budget revision, now being prepared, will provide more complete data on the actual and complete expenditures by budget line item.

Finally, the Special Program Plan Assessment needs exceeded the original budget because additional contracts were written to provide services unique to a few individuals and agencies. At times it was the Project's experience that an individual youth's needs could only be met by a unique program arrangement. For example, a specialized foster home (in which the foster parent was a psychiatrist) was developed for a youth originally detained on a murder charge.

In the other category, space rental is computed on a twelve month basis, and (slightly) exceeded the original estimate of costs because the exact rental costs were not known when the grant was written. The cost of telecommunications was originally budgeted on the basis of one administrative Project office. The development of the regional offices raised the costs well beyond expectations. Funds allotted for temporary help were based on the inadequate staffing in the Northeast Region, and the general awareness that a short-term, intensive project cannot restrict services due to staff illnesses and other complications.

The non-projected and unspecified costs were projected in order to anticipate the host of problems and expenses involving medical and other emergencies that always arise in projects developed for delinquent youth. This money was used especially in the first few weeks of a youth's release from the prison, before the proper applications and arrangements could be made for medical care and other necessities.

Issue Twelve: Project Expenditures

Attachment I (pages 26-27, 29-30, 74-105) gives detailed information on funds expended during the grant period. A final budget revision is in preparation, and will further document the Project expenditures. A final unofficial cumulative fiscal report, prepared by the Project's accountant, is enclosed (Attachment IX). The official report will be submitted by the DFW Comptroller's Office once the expenditures for the final period of the grant are available.

Issue Thirteen: Subcontracts

A copy of the Peat, Marwick and Mitchell Audit Report has already been submitted to Margaret Baken at a June meeting of federal and state personnel. A second Report by the Pennsylvania Auditor General's Office is enclosed. A final audit will be conducted by the Governor's Justice Commission in the near future. When the Joint Legislative Committee is finished we will furnish you with a complete copy.

September 14, 1976

The complete package submitted to your Office on April 20, 1976, described the Project Activities through March 31st, and the general organizational structure that existed until June 30, 1976. The following is a description of the rationale and changes which occurred in the Project from July 1, 1976 until September 4, 1976, the termination of the Project.

Upon assuming his duties, the current Director of the Office of Youth Services and Correction Education made a complete analysis of the Pennsylvania Reintegrating Offenders Project, and recommended to the Secretaries of Public Welfare and Education that a request be made to LEAA officials to integrate the objectives and functions of the Center for Community Alternatives into the existing Public Welfare and Educational service structure. This recommendation led to a meeting of state and federal officials in May during which the reorganizational plan was discussed, and verbal approval to initiate the changes was granted.

The rationale for the reorganization of the Camp Hill Project is based on several factors. First, the Center for Community Alternatives was created to accomplish the task of developing resources for a specific clientele--those youths incarcerated at the Camp Hill prison. With this specific task nearing completion, the initial objective of the Center was accomplished. Nation-wide research has indicated that specially created agencies often become counter-productive at this stage in their development. Second, the state intends to expand its efforts at de-institutionalization to include a wider range of youth in the juvenile justice system. With this focus, it is crucial that these efforts be viewed in the context of a state-wide priority, rather than a single "one time" project. Third, the fiscal and managerial costs of supporting a separate service structure is difficult to sustain. Using existing Department of Public Welfare regional offices and administrative services would remove these obstacles. Finally, by assuming direct responsibility for high-risk offenders, the Department can assure increased managerial accountability as on-going state and federal resources are developed to sustain and expand the service network created by CCA.

Based on the foregoing developments and rationale, the Pennsylvania Department of Public Welfare hereby requests that the following modifications be made in the Reintegrating Offenders Project for Youth. As requested, these changes address Issue Four (a), "Program Narrative" of the Project package submitted by the Department on April 20, 1976, in response to Mr. Milton Luger's letter of March 17, 1976.

1. Item E, "State Commitment to Deinstitutionalization"

Attachment III displays the amount of state and federal monies which will have gone into the Reintegrative Offenders Project by September 5, 1976. These funds include several state grants, now being processed, which are designed to augment CCA programs so they can become eligible for county reimbursement. Several counties have already agreed to use Project programs, and will be paying for those services through county reimbursement. The Display indicates that the State's commitment to community programs has increased significantly since the Project began.

2. Item F, "Relationship of the Project to the Courts"

Since the Camp Hill Review Panel, which has served as a liaison to the courts and the general public, will terminate its services in September, the Department must assume greater responsibility for DPW-Court relationships. In July, a successful meeting was held with the Pennsylvania Juvenile Court Judges Commission, during which current developments and future configurations of youth services were discussed. This is especially significant in view of the past tension which has characterized the relationship between Public Welfare and the Judiciary, and improvement in the area will remain a state priority. Basically, the Department and the judges recognize the need to work toward increased security options for hard-care delinquents. In addition, the Juvenile Section of the Pennsylvania Trial Judges Association has formally endorsed our application to continue the goals of this project.

The function of the Camp Hill Review Panel has been maintained until September 4, 1976. The Director of the Review Panel met with the Director of the OYS&CK to discuss the Project revisions, and he has been instrumental in gathering information for the study being conducted by the Joint Legislative Budget and Finance Committee. However, as of September 4, 1976, this job function has been terminated, and the liaison responsibilities will be assumed by the four DPW Regional Offices.

As of July 1st, when the CCA regional offices were phased out, the court liaison and case management functions were placed in the four DPW regional offices. Eight of the CCA Court Liaison Officers have been retained to work out of the DPW regional offices, with emphasis on new intake from the Juvenile Courts involving the more serious offenders.

3. Item G, "Project Design"

Attachment IV is an up-date of the youths currently remaining at the Camp Hill Institution, by region, county and race. If any juveniles remain at Camp Hill after September 5, 1976, they will become the responsibility of selected staff in the DPW central and regional offices. The Needs Assessment Team has achieved its goals, and no longer exists, but the Court Liaison and Case Management staff in the DPW regional offices will continue this function for high-risk youths being placed in programs. The Camp Hill placement process, or State Correctional Institution at Camp Hill release procedure, will be performed by one staff person in the Camp Hill Unit until September 5th, when the Office of Youth Services and Correction Education will absorb that function. The referral process, selection criteria, and youth plan and monthly progress reports will continue as formerly, and be the responsibility of the court liaison and case management personnel in the DPW regions.

The Model of Services and Plan of Operations will remain unchanged, although considerable expansion of service types is anticipated. Attachment II addresses these staff changes throughout the duration of the Project. Staff training continues to be needed, and will take place out of the DPW regional offices.

The Purchase of Project Services will be continued through direct DPW grants and contracts with service providers, and Resource Development will be the responsibility of the DPW Regional Offices, and the CCA Director and one CCA Regional Director, who are being placed in state positions, and will work directly out of the Office of Youth Services and Correction Education. In deciding which agencies to maintain, the Office of Youth Services and Correction Education made Department of Welfare and/or local funding available to all former CCA programs which were in operation on June 1, 1976. Agencies were terminated when they were not directly serving children who had been in Camp Hill or children who met the profile of a Camp Hill youth. Of the four projected security units in the original grant, two are currently in operation (Youth Resources and L.V.O.C.) serving twenty-two youth in the Northeast and Central Regions. A third, the Center for Assessment and Treatment of Youths (Oakdale) opened (March 1976) and served six youth but was forced to close because of litigation involving local zoning ordinances. We anticipate re-opening this facility as soon as the zoning problems can be resolved. The fourth projected security unit was never operationalized for two reasons: one, the project's resources were used to initially start up a fifty bed security unit on the grounds of Cornwells Heights Youth Development Center, near Philadelphia (September 1975 to December 1975); two, a suitable site was never located; thus in May, the Department of Welfare terminated its attempt to open another small security unit in the Southeast Region with first year grant funds.

The Client Tracking and Monitoring contract between CCA and the Pennsylvania State University will continue until September 5, 1976. Since the Department has never had a single, comprehensive information system, various, disparate systems have evolved over time to meet information and evaluative needs. The Director of the Office of Youth Services and Correction Education has now taken steps to initiate a single system, which will build upon the work of the Penn State design. By September 30, 1976, this system will be on line servicing the Western DPW Region, as well as the three security units outside of that region. Following development and testing of this phase, the system will be expanded to include all state funded delinquency programs in the state, providing on-going, rapidly retrieval information to enhance the Department's decision-making and evaluation procedures.

Fiscal and Programmatic Monitoring will remain essentially unchanged, but will become the responsibility of DPW central and regional office staff.

Attachment V contains an up-dated Timetable showing the Project activities from the ninth through the twelfth months.

Attachment VI contains fiscal data showing actual Project expenditures through June 30, 1976. The figures are based on the budget revision (Attachment VII), which was submitted to the Governor's Justice Commission in April of this year. As the figures indicate, only one category has been overexpended, and the state match funds are being used to offset that deficit. All of the remaining categories are within the allocated amounts of the budget revision. A request

September 14, 1976

for a final budget revision will be necessary in the near future to authorize minor changes so that the project can be officially completed within the overall specified amount.

Attachment VIII indicates the subcontractors used during the length of the Project. Those providers terminated either provided a service required in one phase of the program, or were not able to offer a quality service, or were not used appropriately by the Courts. Those providers retained were offering a service critical to the success of the program, and were utilized by the courts.

The foregoing grant modifications are hereby submitted for your review and approval. If questions should arise during this process, please contact Mr. Paul DeMuro, Director of the Office of Youth Services and Correction Education, at (717) 783-8088.

Sincerely,

Gerald F. Radke

APPENDIX 15

Discussion of CCA's Fiscal Problems Presented in the Auditor's General ReportCENTER FOR COMMUNITY ALTERNATIVES, INC.
FINDINGS AND RECOMMENDATIONSFinding No. 2 - Administrative Deficiencies Contributed to Center's
Financial Crisis

Our examination disclosed that the Center faced a shortage of funds and had to slow down operations during May, 1976. Many vendors were not paid or only partially paid and staff payrolls could not be met until additional funds were received from DPW. A contract amendment for \$101,000 (See Note 8 to the Financial Statements) and an additional grant of \$300,000 were received from DPW to support the Center.

This funds shortage resulted from a reduction in expected grant proceeds, higher than anticipated costs, DPW administrative shortcomings and Center inefficiencies. Initially, the Center's anticipated LEAA grant funds were reduced without a corresponding alteration in program objectives. Also, the Center did not receive a supplementary grant from the Department of Education, although these monies were later utilized in the development of an intensive care security unit at the Cornwells Heights Youth Development Center.

The maximum amount of assured funds the Center had available to September 1976 for administrative expenses, the placement of juveniles incarcerated at Camp Hill and the development of alternative community-based programs was \$2,736,764 (Contract #2649 for \$769,195 and Contract #2940 for \$1,967,569). As of December 31, 1975, the Center had already let subcontracts to vendors, foster parents and consultants totaling more than \$2,167,000 and had incurred almost \$400,000 in administrative expenses for Contracts #2649 and #2940. Additional contracts totaling \$129,536 were let between January 1 and March 31, 1976. Even though these contracts were cancellable by the Center or the subcontractor after 30 days notice, once juvenile placements were made the Center had the obligation to continue paying for treatment services.

To develop a network of alternative programs, the Center attempted to start various agencies, including intensive care security units, community residential centers, group homes, community advocate programs and an outward bound program. Large amounts of money were expended for start-up costs, such as building renovations, security fences, and equipment and furnishings. More utilization of existing juvenile corrections programs would have certainly been less costly to the Center. Center officials have stated that in some instances existing programs rejected the Center's placement efforts. In addition, the Center expended over \$225,000 for the development of two intensive care security units at the State's Cornwells

Finding No. 2 - Administrative Deficiencies Contributed to Center's
Financial Crisis (Continued)

Heights and New Castle YDCs. Most of these costs were planning and consulting expenses approved by DPW.

The Center's administrative personnel realized they faced a funds shortage as early as January, 1976 and estimated that the Center would be in a deficit situation by May, 1976. The Center notified DPW of this financial crisis and even proposed alternative solutions at that time, one of which included the takeover of the Center by DPW. Despite the fact that DPW officials approved all of the Center's subcontracts and were responsible for monitoring the Agency's operations, they were unaware that a financial crisis existed. Even after DPW was notified of the Center's problems and possible solutions, no remedial plan was developed until May 1976. By this time, the closing of the Center was the most logical alternative.

As previously discussed, DPW's decision to create a new agency naturally resulted in the incurrence of numerous start-up costs. Such expenses as administrative and clerical salaries, space costs, equipment and furniture and office supplies would all have been considerably less if DPW had originally administered this program. We noted other instances where the Center's funds were not utilized as effectively as possible. These include the following:

- . Two vendors, started by the Center, received a total of \$222,295, most of which was for start-up costs. Although both agencies opened and accepted some placements, one of these vendors was closed by the Center for programmatic reasons and cannot be used as a provider of service by DPW. The other vendor, an outward bound program, is currently operating at a minimal level. The Director of OYSCE has informed us that his office plans to start a new outward bound program at one of the State's Youth Forestry Camps.
- . Four vendors, started by the Center, received a total of \$61,006 as of December 31, 1975, however, because of legal proceedings and other delays could not begin operations until 1976. The Center continued funding these programs because their opening was anticipated. All four agencies eventually received approval to open, however only three are currently in operation.

Finding No. 2 - Administrative Deficiencies Contributed to Center's
Financial Crisis (Continued)

- . The Center paid \$33,000 for the development of a fiscal accounting system which was not fully utilized by the Center's fiscal personnel and vendors and will not be utilized by DPW or OYSCE.
- . A contract for \$20,000 was signed between the Center and the Pennsylvania State University for the development of a computerized juvenile tracking and cost monitoring system. However, the system was never fully developed. The Director of OYSCE has informed us his agency plans to contract with a different organization for the development of another system.
- . The Center's contract budgets included \$185,200 for consulting services and almost half of this amount was expended during the period of our review. Although the Center remained within the overall budgeted amounts for these services, we question the budgetary need and use of such extensive consulting services. Utilizing consultants from throughout Pennsylvania as well as other states resulted in the incurrence of related travel expenses (See Finding No. 8 - Excessive Travel Reimbursements). It should be noted that all consulting contracts were approved by DPW, which, as we have stated, failed to properly monitor the Center's operations.
- . Even though the maximum number of budgeted positions in the Center's contract was 43, the number of employees on the Center's payroll was 45 by October 1975, reached a high of 49 in November 1975 and remained above 43 through May, 1976.

In our opinion, all of these examples contributed to the Center's fiscal problems and point to administrative shortcomings of both DPW and the Center.

RECOMMENDATION

In light of the Center's closing, we find it impractical to make specific recommendations to the Center. However, as OYSCE assumes control of the development of the Commonwealth's juvenile corrections system, we urge this agency to use prudent planning and management practices concerning the utilization of taxpayer funds.

We also recommend that DPW increase its efforts to monitor contracts with outside providers of service. Fiscal problems in such agencies should be dealt with quickly to guarantee the maximum benefit from contract services.

CENTER FOR COMMUNITY ALTERNATIVES, INC.
FINDINGS AND RECOMMENDATIONS

Finding No. 4 - Delay in Providing Intensive Care Security Units

The Center's proposal submitted to DPW called for the development of four 10-15 bed intensive care security units, one in each of the Commonwealth's four regions. With Attorney General Kane's April 15, 1975 ruling closing commitments to Camp Hill as of August 15, 1975, the Center had little time to identify alternative programs for the hard-core juvenile offender. Original plans called for the use of private hospitals for intensive care security units. However, no hospital space became available. As a result, Juvenile Court Judges and the Camp Hill Review Panel properly became concerned that no facilities would be available for the Commonwealth's dangerous juvenile offenders. This initial shortcoming of the Center led Juvenile Court Judges to seriously question the program's credibility.

Because the Center could not supply any intensive care security units by August 15, 1975, DPW made 48-50 bed secure facilities available at both the State's Cornwells Heights Youth Development Center and New Castle Youth Development Center. This was done at considerable expense to the Center, which paid \$197,500 for the planning, preparation and staffing of the Cornwells Heights and New Castle secure units. In addition, the Center paid more than \$28,000 in salaries, consultant fees and travel expenses to correct problems which later developed at the New Castle unit. The Director of OYSCE has informed us that these secure units will be utilized after the Center's operations are terminated, despite the fact that these facilities are much larger than the units originally proposed.

A contributory cause for the Center's inability to provide intensive care security units was the lack of local communities' support in the development of these facilities. Attempts were made to start three 10-15 bed community-based secure units. The Center's Project Director told us that in two cases the facilities were opened and then the local communities were notified. However, before the third unit was opened, the local community was informed of the program. Nevertheless, all three facilities met with local opposition and legal suits.

Contracts totaling \$603,531 were written with the Lehigh Valley Opportunity Center (\$250,000), the Center for Assessment and Treatment of Youth (\$190,000), and Youth Resources, Inc. (\$163,531). As of December 31, 1975, only one facility, the Lehigh Valley Opportunity

Finding No. 4 - Delay in Providing Intensive Care Security Units (Continued)

Center, was operating and had been reimbursed \$55,586. The other two facilities had received \$30,900 but were unable to open because of zoning problems and legal delays. Subsequently, the Center cancelled its contract with the Center for Assessment and Treatment of Youth. According to Center officials, Youth Resources, Inc. opened in July, 1976.

We have been told OYSCE plans continued support for the Lehigh Valley Opportunity Center and Youth Resources, Inc. and hopes to develop more such units if LEAA funds are obtained. Based on our impressions of these units, we believe this decision has merit. Having toured the Lehigh Valley Opportunity Center, we were favorably impressed with the staff, the program and even the attitudes of the juvenile offenders.

RECOMMENDATION

Because the Center will soon cease operations, no recommendations will be made for the program. It should be noted that, given the time constraints, the Center's attempt to provide intensive care security units was a formidable task.

Now that OYSCE will assume the responsibility for planning treatment facilities for juvenile offenders, the agency should apply for second year funds of the Center's LEAA grant to complete the development of regional intensive care security units. The Director of OYSCE has informed us that such application is being made.

CENTER FOR COMMUNITY ALTERNATIVES, INC.
FINDINGS AND RECOMMENDATIONS

Finding No. 8 - Excessive Travel Reimbursements

The Center paid excessive amounts for travel expenses to both employees and consultants. In many cases, reimbursements were made in excess of the Center's travel and expense procedures and in other instances, sound business practices were disregarded.

Inadequate review by the Center's administrative and accounting staff and ineffective travel reimbursement policies resulted in the following discrepancies:

- One consultant submitted for reimbursement and was paid for a rental car. For the same trip, this consultant requested and received \$300 reimbursement for personal auto expenses.
- The maximum daily subsistence allowance was \$12. In numerous cases as much as \$18, \$20 and even \$24 was reimbursed for meals in a 24 hour period to both employees and consultants.
- One employee was reimbursed for \$347 personal auto expenses from Wilmington, Delaware to Harrisburg and back until that employee could relocate in Harrisburg. This employee's moving expenses of \$623 were also paid by the Center. Such expenses are unallowable under the Commonwealth's travel regulations and in our opinion are unacceptable when paid by agencies contracting with the Commonwealth. The Center maintains that this employee was hired to meet contract equal opportunity clauses and that the payment of these costs was necessary to enable the employee to accept the position.
- One employee received reimbursement for \$24 hotel valet services and \$43 in long distance phone calls. Both charges are unreasonable.
- For one twenty-four hour period, one employee was reimbursed for the Center's maximum daily per diem allowance of \$32 in addition to \$12 for meals and \$18 for a hotel room. A per diem allowance includes both lodging and subsistence.

Finding No. 8 - Excessive Travel Reimbursements (Continued)

- Travel vouchers sometimes lacked supporting documentation and in other cases did not agree with amounts reimbursed.

RECOMMENDATION

Because the Center is closing in September 1976, no recommendations toward the tightening of controls over travel expenses or the revision of travel reimbursement policies will be made for they will not be implemented.

We have informed the Center of its duplicate \$300 reimbursement to one consultant and have noted that efforts are being made to recover that amount.

CENTER FOR COMMUNITY ALTERNATIVES, INC.
FINDINGS AND RECOMMENDATIONS

Finding No. 9 - Financial and Accounting Deficiencies

Our review of the Center's accounting procedures and financial records indicated several deficiencies in fiscal operations.

Investment Policies

The Center deposited all grant proceeds in a non-interest bearing checking account. We noted instances where large sums of State monies were idle in the Center's checking account and were not invested. During July and August, 1975, the Center received over \$709,000 from the Commonwealth, yet not one dollar was invested. During the same period, almost \$150,000 of Federal grant monies were also received by the Center. The Center subsequently experienced significant financial problems. However, we estimate that at least \$200,000 could have been invested in certificates of deposit for 30 days and a passbook savings account should have been opened by the Center's management. At least \$1,000 interest could have been earned and put to use in the program and would have reduced project costs to both the Federal government and the Commonwealth.

Internal Controls

Because of the relatively small size of the Center's operations, almost all accounting duties were handled by two employees. These duties included all cash receipts and disbursements functions, payroll functions, postings to all books of original entry and reconciliation of bank accounts. The separation of duties is the cornerstone of good internal control. When the separation of duties does not exist, management should use comprehensive review and supervisory procedures to protect the organization against possible harmful effects of weak internal control. Our audit procedures revealed no indications of the existence of this necessary close review and supervision by management.

Controls over disbursements were particularly weak. On occasion the Center's fiscal officer actually prepared checks in addition to approving vouchers for payment. Since the Center utilizes a "one write" disbursement system, the fiscal officer was simultaneously recording the transaction and therefore was controlling all phases of the disbursement process.

Vouchers for payment were not reviewed adequately. Under Sales and Use Tax Regulation No. 205, the Center was exempt from paying State sales and use tax. However, we noted numerous cases in which State sales and use tax were paid. In another instance, a consultant was paid for eight days of service when his invoice indicated he had only worked seven days, resulting in a \$100 overpayment. We have previously cited inadequacies in the review of travel expense vouchers (See Finding No. 8 - Excessive Travel Reimbursements).

Finding No. 9 - Financial and Accounting Deficiencies (Continued)

The Center's accountant, who has responsibility for cash receipt and disbursement functions, reconciles the Center's bank accounts. Bank accounts should be reconciled by someone independent of cash receipts and disbursements. We noted that numerous vouchers did not contain required approvals, yet they were still paid. In addition, vouchers and supporting documents were not cancelled after being paid. This deficiency could lead to the duplicate payment of invoices.

We found that otherwise blank checks were presigned. The presigning of checks circumvents all controls over the disbursement process and should be prohibited. Our tests revealed that several checks were prepared and mailed to vendors without dual signatures. The mailing of checks without a second signature is a violation of the Center's disbursement policy and its system of internal controls.

Monitoring of Payments to Vendors

The Center did not independently accumulate financial data, by vendor, which would allow the monitoring of payments by budget category. Instead, the Center relied upon financial data submitted by vendors on monthly invoices. In some cases, these vendor invoices did not contain comparisons with budgeted amounts or, when comparisons were given, the data was incomplete thereby preventing the Center from tracking such payments.

During the latter part of 1975, the Center's accountant began performing field audits of selected vendors. However, working papers generated from these field audits were generally insufficient to document work performed and to substantiate conclusions reached. The Center did not require vendors to respond to the findings and/or recommendations of these field audits. Therefore, much of the benefit of internal field audits was negated.

Payroll

Our testing disclosed minor mathematical errors and the occasional application of an incorrect tax rate for computing employee's net pay. More care in the preparation of the payroll and closer review would have prevented these errors. We also noted that some records were missing from personnel files. Several of the files contained no signed W-4 forms authorizing payroll deductions. Some files lacked either an application or resume, and others had no record of the employee's acceptance of position and authorized salary.

Finding No. 9 - Financial and Accounting Deficiencies (Continued)

CONCLUSION

As evident from the above discussion, our audit revealed many weaknesses in the Center's accounting system and financial management. Realizing that the Center anticipates ceasing operations in September, 1976, we are not making any recommendations for they will not be implemented. We do acknowledge though that subsequent to our audit period the Center corrected many of the weaknesses within its accounting system. Additionally, we have informed the Center of its \$100 overpayment for consulting services and have been informed the Agency has taken action to recover that amount.

The intent of this Finding is that other agencies receiving this report might benefit by comparing characteristics of their own system to the Center's and recognize similar weaknesses.

APPENDIX 16

APPENDIX 16

Examples of Line Item Expenditures at Selected Youth Development CentersYOUTH DEVELOPMENT CENTERS' COSTS PER STUDENT FOR
SELECTED DISBURSEMENTS AS PER 1974-75 BUDGET ALLOTMENTS

	Cornwells Heights	Warrendale	Loysville
1974 average population	89	124	131
Budget item:			
Personnel services	\$24,191	\$15,581	\$12,863
Contracted repairs	81	--	115
Specialized services	7,488	81	265
Contracted social services	20	258	1,870
Telephone & telegraph	506	226	103
Travel	191	65	73
Utilities:	<u>2,022</u>	<u>474</u>	<u>562</u>
Electricity	2,022	151	104
Sewage & water	--	81	--
Heating fuel	--	242	458
Maintenance	634	129	134
Drugs & medical supplies	35	36	19
Wearing apparel	281	443	341
Food	--	968	840
Educational supplies	765	790	15
Recreational supplies	395	65	41
Maintenance supplies & services	12	202	96
Fixed assets	<u>483</u>	<u>218</u>	<u>1,084</u>
Total selected disbursements per student	\$37,092	\$19,536	\$18,421

SOURCES: Office of Administration, Monthly Status of Allotments by Organization. The institutional population figures were gathered from business offices of the institutions.

END