

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

MEMORANDUM

By Dale S. Thompson

Date May 22, 1974

FILE: Governor's Justice Commission

On May 20, KEITH MILES was interviewed in his office, Room 750 - 633 Indiana Avenue, Washington, D.C., telephone No. 202:386-5547. He is presently a consultant with Public Administration Services, 1313 60th Street, Chicago, Illinois, working at LEAA offices. He is attempting to obtain the position of Director, Office of Evaluation, National Institute of Law Enforcement and Criminal Justice, the research arm of LEAA.

Mr. Miles was an employee with the Washington Justice Associates from about October 1, 1972 to March 31, 1974. His primary reason for taking that job was to set up the evaluation program for the Governor's Justice Commission in Pennsylvania. He was receiving \$15,500 when he started employment, and was receiving about \$16,900 when he left. If he obtains the position with LEAA, he will receive a GS 14 at \$24,000 or a GS 15 at \$28,000. He graduated from Trinity College, Hartford, Connecticut, with a major in psychology. He did a lot of work with research and evaluation projects there. He later attended the Woodrow Wilson School of Public Administration at Princeton. Also at this school, he did other work study projects in the evaluation field. He later worked for the Ford Foundation for about 1-1/2 years in connection with evaluating educational programs to train superintendents of public schools. He accepted the work in Harrisburg after his assignment with the Ford Foundation.

In connection with his work at Harrisburg, he indicated that LEAA officials were pushing the evaluation of grants and wanted Pennsylvania to set up such a unit. The Commission itself had problems with determining whether certain grant projects should be renewed because there was no real way to evaluate the experiences of the project. The Washington Justice Associates had been working with the Governor's Justice Commission on other evaluation projects and was selected to set up the overall evaluation system as quickly as possible. Mr. Miles worked directly with Dr. GODFREY on this project.

Governor's Justice Commission - 2  
May 22, 1974

The idea was to set up and operate a program with field representatives aiding regional offices. The selection of qualified evaluators on big projects was also a part of this program. In some of the larger projects, a percentage of the total award was set aside for evaluation purposes by an outside contractor. The evaluation contract was between the grantee and the evaluator; however, the Governor's Justice Commission reserved the right to select the person or firm to do the evaluation. This permitted an independent ~~selection.~~  
EVALUATION.

During this effort, about 125 evaluations were conducted by outside contractors using a total of 65 or 70 contract evaluators. Occasionally, the regular regional staff of the Commission would be used; other times the Commission would select an outside evaluator who, upon occasion, would be the project director.

The total contract was really an experimental one to develop the best possible system of evaluation of grants. There were periodic reports submitted by the Governor's Justice Commission. One was furnished by Mr. Miles, dated November 1973 (copy attached). A final report had not yet been submitted when Mr. Miles left the project. He left in an effort to obtain a permanent job, and also it was an appropriate time to leave with Dr. Godfrey resigning from the Commission.

Mr. Miles reported directly to Dr. Godfrey in connection with the project. There was an employee/employer relationship, with Dr. Godfrey basically giving the "yes" or "no" approvals or disapprovals of efforts in regard to the project. Mr. Miles was directly subordinate to the Washington Justice officials; however, he reported to Dr. Godfrey on a day-to-day basis. Washington Justice provided for perhaps six or eight employees over the period of time of the project. ARNOLD TREBACK was the project director for Washington Justice and paid and advised Miles. Treback made periodic trips to Pennsylvania. Some months he would be in Harrisburg for four or five days on a project, and on other projects he would be here six or seven days. Miles was the Washington Justice head man at the Commission.

It was Mr. Miles' opinion that the Commission needs a larger staff at Harrisburg headquarters to plan and give guidance to regions in connection with the planning process. Pennsylvania has eight councils and eight regions. Many states have regional planning councils, but do not have regional staffs. As a result, these other states put more staff at headquarters and furnish broader planning advice and guide to the councils; however, Pennsylvania is committed to the regional structure whereby money and staff are placed at the local level. In connection with planning, it is Mr. Miles' assessment that the regional planning units have improved their capabilities 100% in the past two years.

Governor's Justice Commission - 3  
May 22, 1974

Fiscal management of the total program has likewise improved. Mr. Miles reported that within the next six months, it is the Commission's hope to set up a grant management information system which will provide up to the minute information about fiscal flow of funds and programmatic evaluation.

The Commission is now committed to an internal staff of evaluators as contrasted to having evaluations done by outside consultants. CHRIS FOSSETT worked with Miles on the project and has been selected to head up the evaluation work at the Commission. She is "topnotch" in connection with this work. She previously worked at the University of Pittsburgh and in connection with the Board of Education project. She is a good administrator and a good researcher. She is about to get her Ph.D. degree.

The evaluation of projects is being pushed by LEAA all over the United States. It is a real hard problem to obtain adequate personnel to do this type of work. In addition, it is hard to obtain qualified people in Harrisburg as contrasted to more challenging types of work or living conveniences in Philadelphia, Pittsburgh, Washington and New York. He believes the Commission staff members are underpaid and their pay should be increased. They lose good people and have problems recruiting adequately qualified personnel.

It is Mr. Miles' opinion that the Pennsylvania Legislature can advance the mission of the Commission in Pennsylvania by affording it more review, attention and support. As an example: The Legislature has been extremely slow in providing matching state funds to support the LEAA program within Pennsylvania.

In addition, he stated that the Governor's Justice Commission should be designated as the statewide planning agency for the total criminal justice program in the state. He pointed out that different state agencies and departments have different policies and practices. These would include the Pennsylvania State Police, Bureau of Correction, Department of Public Welfare, Governor's Council on Drug and Alcohol Abuse, etc.

In addition, about 500 suggested standards and goals have been provided to the various states through LEAA efforts. They have asked respective states to establish standards and goals within the state. In Pennsylvania, the Governor's Justice Commission has provided a grant to the Lieutenant Governor's Office (Ernest Kline) in order to work out the standards and goals for the state.

Governor's Justice Commission - 4  
May 22, 1974

Mr. Miles indicated that there is a void in that the Department of Justice has not taken the lead on many issues. As an example: The State Police and the Governor's Justice Commission are at odds on the principle of local consolidation of services. Also, at the state level are the different policies of the Governor's Justice Commission and the Department of Transportation concerning grants for radio equipment.

In other words, there is not a coordinated statewide effort in relation to the criminal justice system. It is now too fragmented.

The Governor is now trying to combine the Bureau of Correction and the Board of Probation and Parole. This is an example of updating the total system. Mr. Miles said that the juvenile justice system is fragmented in the state and generally forgotten. There is no way to get the information concerning incarceration of juveniles and probation statistics.

Mr. Miles described THOMAS BERARD of the Commission as having done more for the Commission than most people know and realize. He has done a lot for fiscal soundness of the program and he has a lot of integrity.

He described DR. GODFREY as an excellent person who had received continuous and great pressures from the Governor, Senators, Representatives and others. He is farsighted and a visionary, thus being a good planner; however, he is not a good administrator.

Mr. Miles described JOHN SNAVELY as almost opposite of Dr. Godfrey. He is a good administrator; in fact, if anything, he over-administrates. This often takes away from his long view observations. He described Snavely as arrogant and this will always cause him personnel problems. He is controversial, but probably will do a good job.

Mr. Miles said that he did not think too much of the work KARL BOYES was doing. Boyes wanted to do good things, but just never got things done. Boyes and Berard were almost always in conflict with each other. Boyes did not exercise guidance or control of his staff and, consequently, the staff potential went to waste. Boyes, reportedly, had political backing for his position and some people have described him as not being qualified for the work he was responsible for. Reportedly, Berard and Boyes were vying for the Executive Director position prior to the appointment of Dr. Godfrey. This caused a divided Commission.

Governor's Justice Commission - 5  
May 22, 1974

Mr. Miles advised that the Washington Justice Associates, in cooperation with the Bureau of Criminal Justice Statistics in the Justice Department, had caused a study entitled "Crime and the Pennsylvania Criminal Justice System." This should be obtained and reviewed.