

Alvin B. Lewis, Jr.

101 West Cherry - Palmyra - 838-1321

9:30 4/26

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Kearney  
S. W. of  
Square

8-1-78-917

1. Firm.
2. Time with Justice Commission & role.  
A. Chairman of 8 Regional chairmen -
3. South Central Region - Harrisburg - Regional Director - 5?  
8 counties
4. Shane Creamer letter of 6-10-71 re: Responsibilities.
5. Godfrey memo of 3-16-72 re: same.
6. Lewis memo of 5-22-73 re: State Buy-in.
7. Lewis memo of 10-24-72 re: Agenda-items.
8. Resignation letter of 11-14-73  
A. Disappointment - lack of progress in certain areas.  
B. Comcoils serve as a buffer to resist inertia  
& suffocation caused by a giant Bureaucracy -  
to prevent strangulation by red tape.
9. Deficiencies of program
10. Deficiencies of staff - Godfrey - Besard  
Boyles
11. Recommendations.

March 16, 1972

SUBJECT: Organizational Relationships

TO: All Regional Council Chairmen  
Governor's Justice Commission

FROM: E. Drexel Godfrey, Jr.  
Executive Director *EDG*

301 Enclosure

I am enclosing a copy of a directive which I propose to issue shortly to all Regional Directors. It reports a clarification of some of the lines of authority within the Commission and between the Commission, the Councils and the staffs. I think ambiguity in our relationships has developed to a degree, and this is an effort to set things straight. You will note that this directive supersedes some portions of the letter from Attorney General J. Shane Creamer to Mr. Alvin B. Lewis of June 10, 1971, which addressed itself to a considerable number of these problems. I have discussed the new directive with the Attorney General and he has approved it.

Perhaps there will be items in this directive which will make for a good discussion at the Regional Chairmen's meeting on March 22.

Enclosure



March 16, 1972

SUBJECT: Organizational Relationships

TO: All Regional Directors  
Governor's Justice CommissionFROM: E. Drexel Godfrey, Jr.  
Executive Director *E. Drexel Godfrey, Jr.*

This memorandum is addressed to a number of organizational, management, and policy issues that have been surfacing as the Commission matures. Some of the statements are self-evident, but I feel they need to be reiterated. The memorandum should be read overall as a statement of policy for employees in the Regional Offices and in Harrisburg. I shall be sending copies to the Regional Chairmen.

The Relationship Between Regional Staff and Councils.

This is an extremely delicate matter. In the eight Regional Offices there are a wide variety of working relationships, implicit "understandings" between Council Chairmen and Regional Directors, and personality types that over the years have developed functional accommodations with one another. Some of these relationships have produced effective and imaginative teams — some have, on occasion, served to cloud the distinction between purely regional interests and those of State operations and responsibilities.

The essential element in the Regional Director/Regional Chairman relationship is that each has a different master. The Chairman is responsible to his Council; the Director is a servant of the Commonwealth and responsible and accountable to the Governor's Justice Commission Executive Staff. The Regional Director and his subordinates are not staff officers of a Council or its Chairman. The Regional Director and his staff must retain their independence of the Council while at the same time being helpful to it. In some ways, the role is that of advisor to the Council and its Chairman, interpreting what is possible and what is not, pointing out the directions encouraged by the Commission, aloof from the Council internal politics, and always available as initiator and stimulator of new programs or projects. In communicating with the Commission or the Executive Staff, the Regional Director should transmit the wishes of the Council objectively, indicating clearly that which is

his own opinion and that which is the Council's. But he must at all times bear in mind that his direction comes from the Commission and its Executive Staff, to whom alone he is both responsible and accountable.

The Regional Staff's Obligation to Projects in their Region.

It has always been recognized that Regional Staff are expected to present before their Councils (and ultimately the Commission) projects that are substantively and fiscally sound. Of course, in the shaping of these projects the Regional Staff must work closely with their Councils, accepting modifications where necessary or advisable. Thus, in a sense, both the Regional Staff and the Regional Council Members are jointly involved in the development of projects. But once the Commission funds an application, ultimate fiscal and managerial responsibility for that project lie exclusively with the Commonwealth; and that heavy responsibility continues even beyond the anticipated life of the project. The essential point here is that the Commission and its Staff are accountable for what the Commission undertakes to fund even through any possible post audit by the Auditor General. The Council's formal role in the project process declines when the Commission approves and funds a project, although its interest in the project, particularly its programmatic aspects, may continue indefinitely. Officers of the Commonwealth, on the other hand, never lose responsibility for the Commission's projects.

This continuing responsibility imposes specific obligations on the Staff both in the Regions and in Harrisburg. First, the project application is in fact a contract and, hence, the grantee or subgrantee must be held to complete fulfillment of it both programmatically and fiscally. Program review is principally the task of the Regional Director and his staff. Fiscal review is the task of headquarters and the fiscal monitors. Each regional staff must be aware of the "condition" of every project in its region -- much like a country doctor who knows generally the condition of all the patients in his practice at any given time. This is a tall order in some regions that are large geographically and have widely dispersed population centers. But it can be done by systematic review of project progress reports and an orderly schedule of visitations. Except, perhaps, as a comment on his role as a supervisor, it serves no useful purpose for a Regional Director to report plaintively to Harrisburg, "I don't know what X is doing with his grant. As far as I can tell, he hasn't hired a single person yet, and he got the grant six months ago." In such a case, slippage has already been at

work for much too long a time -- slippage that may affect future funding, planning, evaluation, and ultimately accountability.

### The Role of the Fiscal Monitors.

Fiscal monitors are deployed in the field by the specific requirements of LEAA. The Governor's Justice Commission has put large amounts of money in the hands of sometimes inexperienced or indifferent local officials. Dishonest local officials are rare, but we must be prepared to encounter them, too. The first priority of fiscal monitors is to put poor administration of GJC funds into acceptable shape. The monitors serve as friendly but no-nonsense fiscal counselors to grantees and subgrantees. If they come upon major fiscal aberrations, i. e., aberrations of a dimension not susceptible to field adjustment, they are required to report such facts to the Assistant Director for Administration in Harrisburg. This officer will inform the Executive Director and the Assistant Director for Operations. In consultation with his aides the Executive Director will decide at that point what action will follow -- whether there will be a temporary suspension of funds, freezing of the grant's account, or referral of the case to the Comptroller. The appropriate Regional Director of the particular area in question will be kept informed about contemplated action and related decisions. Regional Directors and Council Chairmen may address themselves to either the Assistant Director for Administration or the Executive Director at any time for information on the status of projects under fiscal review.

In some cases, the fiscal monitor will be directed by the Director of Administration or the Executive Director to undertake a full review of a given project. This need not mean anything more than that the project has been randomly chosen for close scrutiny in fulfillment of careful fiscal management policies. There is not and should not ever be anything surreptitious or stealthy about the activities of the fiscal monitors. They perform a traditional control function quite in keeping with the responsibilities of the Commonwealth. Full appreciation of the role played by our fiscal monitors will make for greater reciprocal cooperation between them and Regional Directors.

### The Relationship Between Regional Directors and Fiscal Monitors.

As already noted, the fiscal monitors are responsible to the Directorate of Administration in Harrisburg. This arrangement obtains



for two reasons:

1) It insures a clear and sharp distinction between those in the Regions who may have had a hand -- and in some cases, a piece of their hearts -- in developing the projects under review, on the one hand, and the reviewers, on the other hand. In other words, it assists in insuring the objectivity of the fiscal review process. 2) It enables the Executive Director and the Assistant Director for Administration, who are charged with the supervision of and accountability for all State and Federal monies, to maintain uniform and effective fiscal practices throughout the State.

7-11-11  
While responsible to our Harrisburg office, the fiscal monitors do owe the Regional Offices in which they are located normal courtesies and cooperative understandings. Monitors will regularly advise Regional Directors as to the names of grantees or subgrantees they are going to visit in the Region, as well as all official travel or leave plans they may have. These stated functions of the Governor's Justice Commission Staff can only be effective if fiscal monitors and Regional Staffers view their duties as complementary. Monitors and Regional Staff are not and must not ever be two totally separate bodies of people, each going its own way unaware of the other's existence.

In all cases where a fiscal monitor's review of a particular project reveals that the subject is in good health, this finding will be immediately passed to the Directorate of Administration with copies sent to the Assistant Director for Operations and the appropriate Regional Director by the Fiscal Monitor.

As cooperation grows and as the fiscal monitors establish expertise in their operations, they will be able to assist Regional officers in the development of the fiscal and budgetary portions of grant applications; their ability to do so will vary from Region to Region according to the monitor's workload. However, the direction of fiscal monitor work schedules and their supervision remains with our Harrisburg office.

#### The Fiscal Monitoring and the Program Monitoring Processes.

We are now involved for the first time in any comprehensive way with both fiscal and program monitoring throughout the Commonwealth. As noted earlier, these functions are performed by two distinct sets of officers for sound and sufficient reasons. There are certainly going to be occasions when these two activities overlap. A regional staff

officer who visits a drug treatment center on a mission to observe the daily functioning of that center may, for example, run into deficiencies in the program that strongly suggest fiscal irregularities must also be present. Or he may conclude that, if the program under review limps along in its current fashion the project will clearly be in trouble down the road in making its projected match.

Similarly a fiscal monitor may come away from his review of a subgrantee's operations entirely satisfied that the subject's finances and records are in order, but equally convinced that the program is not being properly implemented. In other words, although we can and should separate the functions of fiscal monitoring and program monitoring, we cannot separate an individual reviewer's vision or his perception.

However, we should be prepared to capitalize on the blurring of lines that will occasionally take place between fiscal monitoring and program review. When blurring does occur, the Regional Director should be informed and the Executive Director, in consultation with the Assistant Directors for Administration and Operations in Harrisburg, will choose a strategy. That strategy may be to continue the fiscal audit purely and simply, continue the program review purely and simply, or dispatch a joint team under special instructions from the Executive Staff. In any case, the operation, as all such operations, should be conducted in confidentiality until it is concluded. We have all got to pull together to work out effective procedures as we plunge into these unfamiliar activities.

### Relationship Between Regional Contracted Planners and the Governor's Justice Commission.

Regional contracted planners have been retained by all Regional Councils. They have varying duties. However, they generally assist the Councils in the comprehensive planning process. Specifically, contracted planners are expected to 1) analyze data collected and describe the criminal justice system and sub-systems in the region, 2) examine problem areas for law enforcement and criminal justice components and make recommendations concerning them, 3) identify long-term program needs for improving the criminal justice system in the State, 4) assist in program development consistent with the resources and responsibilities of the Regional Planning Councils, 5) evaluate and make recommendations regarding proposed grants, and 6) carry out a continuing process of sub-grant program monitoring and evaluation.

The Governor's Justice Commission has the overall responsibility for improving Pennsylvania's criminal justice system and for judiciously spending the public funds allocated for that purpose. To assist in this effort, the Commission has delegated certain responsibilities to the individual Regional Planning Councils and in turn the Councils have enlisted the aid of contracted planners in fulfilling these delegated responsibilities. The Regional Planning Council mechanism, including the planners, is part of the Commission's total apparatus for improving the Commonwealth's criminal justice scene. Delegation of responsibility connotes reciprocal accountability. Thus, Regional contracted planners owe ultimate allegiance to the Justice Commission and its Executive Staff.

In the long run our unified efforts should be geared to producing the "best for Pennsylvania". Although day to day guidance of the contracted planners will come from the respective Regional Chairmen, Planning Council, or Regional Director. The "lead" for planning and improving the Commonwealth's criminal justice system will come from the Justice Commission and its Executive Staff.

Should conflict between Regional priorities and Commission requirements arise, the Executive Staff shall resolve the question. If the matter remains unsettled at this level, the issue will be passed to the Attorney General in his capacity as Chairman of the Commission.

With regard to monitoring and evaluating of programs, the objective should be a total sharing of facts, ideas, and concepts. To bring this about, it is imperative that as contracted planners review operating and completed projects, the information they gather be shared with the respective program personnel of the Bureau of Planning, Research, and Regional Support. Reciprocally, central office program personnel will provide information and expertise to the local planners. The flow of resources and information regarding program evaluations will be under the administrative control of the Director of Operations.

As more and more program reviews are completed the likelihood of our finding unsatisfactory conditions increases. In instances of this nature, Regional Planning Councils and Regional contracted planners are not at liberty to make public the findings. Final authority for remedial action, program alterations, or public disclosure of findings will rest with the Executive Staff of the Commission.

*Murphy*





COMMONWEALTH OF PENNSYLVANIA  
OFFICE OF ATTORNEY GENERAL  
HARRISBURG, PA. 17120

June 10, 1971

J. SHANE CREAMER  
ATTORNEY GENERAL

Alvin B. Lewis, Jr., Esq.  
17 West Main Street  
Palmyra, Pennsylvania 17078

Dear Mr. Lewis:

In my letter to you of May 6, 1971, I indicated that I would provide the Regional Council with a detailed response to your letter of April 19th containing a number of questions relating to the Governor's Justice Commission program. Please consider this letter as a reflection of my thoughts in regard to the specific questions that you raise. For your convenience, I have responded to the questions in the order in which they were posed. Also, please be advised that I have taken the liberty of circulating this letter to each of the other Regional Council Chairmen and Regional Directors inasmuch as many of my responses may also be of interest to them.

ROLE OF THE REGIONAL PLANNING COUNCIL

Question --- "It has been suggested that our purpose is simply to provide 'grass roots' advice to your commission and its staff so as to comply with the Act of Congress. In this connection, our role has been referred to as 'window-dressing'. Is this true?"

Answer --- The role of our Regional Councils is much more than to simply provide "grass roots" advice. Nor, are regional councils "window-dressing" for the Commission, its central or regional staffs. The Commission places great weight upon the recommendations of the individual regional planning councils in regard to the implementation of our program within their respective regions.

As you know, Regional Councils have the authority to approve planning subgrants without approval by the Commission except that we ask that planning grants be reviewed by staff prior to final approval by the Councils. This staff review is intended to insure fiscal and legal compliance and to avoid overlapping of planning grants awarded by the eight Regional Councils. In the case of action subgrants, the Governor's Justice Commission places heavy reliance on the recommendation of its various Regional Councils. The

Commission's reversal of a Regional Council's recommendation in regard to an action subgrant has been rare and has occurred only after serious consideration has been given to the Regional Council's position.

Question --- "Do we have the discretion and authority to prepare our own priorities and guidelines for procedure?"

Answer --- Yes, however, the Governor's Justice Commission must maintain basic consistency in the total State-wide program as well as compliance with the Safe Streets Act and LEAA regulations.

Question --- "If so, and if we follow them to the point of disapproving an application, what should be the position of regional staff, state staff, and the Commission in reviewing our action?"

Answer --- Regional staffs have the responsibility to clarify facts and interpret LEAA Guidelines and Governor's Justice Commission policy in regard to any specific application. The central staff has the same responsibility to the Commission as regional staffs do to their councils. Should a council recommend an action which is in violation of the LEAA Guidelines or a stated policy of the Commission, Regional staff has responsibility of calling this to the attention of the council in the same fashion that the central staff has a responsibility to call such a situation to the attention of the Commission.

Question --- "What is the procedure by which aggrieved parties, whether they be applicants or interested citizens, question our action before your Commission? Does this occur directly as the application is considered by your Commission in the normal course of events, or is there an appeal procedure? If there is an effort to reverse a decision of the regional council, should not all appropriate parties be notified in advance of your commission meetings?"

Answer --- Inasmuch as all meetings of the Commission are open to the public, applicants or interested citizens have the opportunity to be heard in regard to any action which the Commission takes. If after the Commission has taken final action on an application, the applicant wishes to appeal this decision, there is a formal appeals process to be followed. I have attached a copy of that appeal procedure for your information and call to your attention the fact that an aggrieved applicant has no right to appeal a recommendation of a regional council. The applicant's right to appeal pertains only to the final decision made by the Governor's Justice Commission. Should a formal appeal of a Commission action be instituted, all parties are guaranteed the right to present their views and are notified in advance of the appeal hearing. I also call your attention to the fact that only applicants and Regional Councils have a right to appeal a decision of the Commission. Interested citizens may join an appellant in such an appeal, but do not have the right to institute such an appeal.

Question --- "What is the role of the regional council in post-auditing the actions of subgrantees who have received funds and spent them?"

Answer --- Auditing of subgrantee compliance to the conditions of approved applications is the responsibility of the Governor's Justice Commission. As you may know, we are in the process of securing authorization to employ field auditors to be assigned to each regional office in order to provide this important financial control.

### ROLE OF THE CENTRAL STAFF OF THE GOVERNOR'S JUSTICE COMMISSION

Question --- "What authority does your central staff have to review and reverse decisions of regional councils with respect to specific applications, priorities, guidelines, budgets, questions of law, etc.?"

Answer --- The central staff has no authority to "reverse a decision" of a regional council, only the Commission has that authority. The staff, however, serves as the Commission's arm in the development of priorities, and guidelines and responds to legal and fiscal questions relating to the entire program including subgrant applications submitted. As you know, in all cases the terms of the Omnibus Crime Control and Safe Streets Act and the Guidelines and Fiscal Regulations issued by the LEAA must be followed. In many cases, a central staff "reversal" of a regional council decision regarding an application or central staff's response to a budget question, represents the staff's enforcement of an applicable federal or state regulation or law.

In the case of a disagreement by the central staff with a priority assigned by a regional council, ~~the decision for accepting or not accepting that priority~~ rests with the Commission. I believe that it is important that the central staff cause such questions to be raised to the attention of the Commission in order to stay within the law and maintain state-wide consistency in our program.

### ROLE OF THE REGIONAL DIRECTOR AND REGIONAL STAFF

Question --- "Does the regional staff serve as the representative of the regional council or solely as the representative of your commission and its executive director?"

Answer --- The regional staffs are in a unique position in terms of their responsibility. In effect, they serve two masters: the regional council and the Commission itself. As the staff head of the Commission, the Executive Director is responsible for all activities of the regional staffs. This situation is complicated by the relationship which our regional staffs must maintain with the councils they serve. It has become increasingly apparent that this "dichotomy" of responsibility causes concern on the part of both the staff and the regional councils. It is important to note that our arrangement whereby state employees (regional staff are all state Civil Service employees) serve regional councils is unique to the Pennsylvania program. A uniqueness which I believe is one of the strengths of our program if properly utilized. If we keep sight of the concept that the Safe Streets program in Pennsylvania is a cooperative one between state and local interests, and that both parties have the same objective - the improvement of criminal justice - it seems to me we can make this dichotomy work to our advantage



Question --- "If staff serves the Council, do they also owe council a duty of loyalty?"

Answer --- Yes. However, just as there is a dichotomy in responsibility between the Commission and regional councils, there is also a dichotomy in loyalty between the Commission and regional councils on the part of regional staffs. Rather than categorize which loyalty comes "first" I would prefer to think of our regional staffs as owing their total loyalty to the proper implementation of our entire program.

Question --- "Does the regional council have any role in the hiring or firing of the regional director or regional staff?"

Answer --- Regional staffs, as well as the central staff are Civil Service employees responsible to the Chairman of the Commission through the Executive Director. The authority, therefore, for hiring and firing of regional staffs rests with the Chairman through the Executive Director. However, I emphasize that our precedence has been to coordinate all regional personnel assignments or reassignments through the cognizant regional council chairman. Our intent in doing this is to insure that a regional council is satisfied with the competencies of any staff member which we would assign to that office. While the Chairman of the Governor's Justice Commission retains ultimate authority for hiring and firing of regional staffs, the Executive Director has been very conscientious in insuring that the regional council through its chairman is given a strong role in the selection of staff.

Question --- "What part should regional staff play, if any, in attempting to alter or reverse a decision of regional council with which they disagree?"

Answer --- In this regard, the regional staff should assume the role of advising the council on the propriety of its decision and to point out to the council, if in the regional staff's judgment, the decision is improper under existing priorities, regulation or law. In the case of a decision regarding programs or priorities not spoken to in the law or existing guidelines, I would expect regional staffs to offer advice based on their best professional expertise. If, in his professional judgment, a regional staff member disagrees with the council's decision, I would think it proper for him to express his disagreement to the council.

Question --- "What is the propriety of regional staff issuing public statements to the media concerning the pros or cons of any proposal or application without council authorization?"

Answer --- Such action on the part of a regional staff member is clearly improper.

Question --- "What is the propriety of regional staff taking a public position in support of or in opposition to an application prior to its consideration by the regional council?"

Answer --- Such action on the part of a regional staff member is clearly improper.

Question --- "Is it proper for regional staff to lobby directly for or against applications in advance of or during council meetings with individual council members or with the council as a whole?"

Answer --- Such action on the part of regional staff would be improper. Our regional staffs should be acting in the role of clarifiers of fact and not advocates for specific applications.

Question --- "What is properly the role of regional staff in assisting applicants to develop applications, discouraging applicants from preparing applications or assuring applicants of their success in the council prior to council meeting?"

Answer --- Regional staffs have the responsibility to assist any applicant in the completion of his application. The degree of assistance, of course, is limited by the available staff time and the volume of applications received by the regional office. Rather than be the actual writer of the application, we prefer that regional staffs offer guidance and direction to the applicant so that he (the applicant) can prepare the application.

A regional staff has the responsibility to inform a prospective applicant that the project for which he would request federal funds does or does not fall within the guidelines of the act or the priorities of the council or commission. After apprising him of this information, should the applicant still wish to submit an application, the regional director has the responsibility to receive and process it through the council and ultimately, the Commission. It is improper for regional staffs to project the success that an application will have in passing the regional council's review, or the Commission's review in Harrisburg. On the other hand, it would be proper for a regional staff member to identify whether or not similar applications have been approved in the past and the reason for their approval or disapproval.

Question --- "Should regional staff issue public statements:

(a) "characterizing or describing debate at a council meeting."

Answer --- No. Such action on the part of Regional staff would be improper.

Question --- (b) "expressing public support of an application prior to council action;"

Answer --- No. Such action also would be improper on the part of the regional staff.

Question --- (c) "publicly disagreeing with and contesting the action of the regional council?"

Answer --- No. Public disagreement, would be improper on the part of the regional staff.

Question --- "What is the role of regional staff in appeals of council decisions in the following areas:

(a) "advising or encouraging an applicant;"

Answer --- Applicants are entitled to be apprised of the process which they may follow in order to appeal a decision of the Commission. Upon request, regional staffs are required to provide this information.

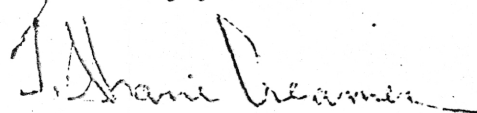
Question --- (b) "urging a reversal of council action among central staff;"

Answer --- Regional staffs have a responsibility to advise the Executive Director of any decision of the council and whether they agree or disagree either on legal or professional grounds. The Executive Director, in turn, has a responsibility to apprise the Commission of any such information which bears upon the facts or the propriety of a subgrant application. I must point out, however, that neither the Executive Director or Regional staffs have the authority to reverse a decision of a council. Again, this authority rests only with the Commission.

I trust these answers provide some clarification of our thinking in regard to the role of regional councils and regional and central staff. Again, I would like to emphasize that our regional staffs are placed in a unique position resulting in a division of responsibility between regional councils and the Governor's Justice Commission in Harrisburg. In the vast majority of cases this dichotomy presents no problem, and as long as our staff and regional councils maintain awareness of the problem, I feel confident that mutually agreeable solutions may be worked out in any situation.

Please convey my enthusiastic thanks for the work which you and your council are doing on behalf of our program. Your efforts are deeply appreciated and have gone a long way to the improvement of criminal justice in southcentral Pennsylvania.

Sincerely yours,



J. Shane Creamer  
Attorney General

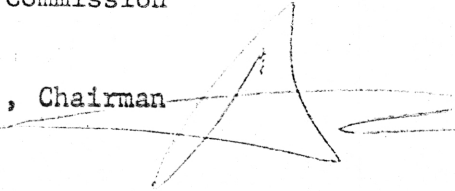


October 24, 1972

SUBJECT: Agenda for November 2 and 3 Conferences

TO: E. Drexel Godfrey, Jr., Executive Director  
Governor's Justice Commission

FROM: Alvin B. Lewis, Jr., Chairman



In response to your request for proposed agenda items, I submit the following which have arisen from the prior meetings and some of which are new. They follow:

1. The Relationship Between the Justice Commission and the Pennsylvania State Police as Regards Municipal Police Consolidation.
2. The Delay in Obtaining New Appointments to the Planning Councils.
3. The Burgeoning Bureaucracy and the Problems Encountered by our Staff and Local Potential Subgrant Applicants.
4. The Red Tape Which is Causing a Significant Time-Lag Between the Time of Stimulating Applications and the Time When Funds are Achieved, This is Damaging our Credibility Substantially.
5. The Need for Adopting Commission Policy Statements in Certain Vital Fields so as to Advise the Regional Councils and Also to Achieve Some Level of Fair Uniformity.
6. The Advisability of Having Subgrantee Award Binders Prepared.
7. The Development of Legislative Strategy on a Statewide Basis.
8. The Formulation of a Policy Dealing with Terms and Categories of Planning Council Memberships.
9. An Explanation of the LEAA Appeal Procedures.

Call me if there are any questions regarding the above. With Best Regards.

MEMORANDUM

TO: ALL REGIONAL CHAIRMEN

The following is a brief report on the results of a meeting with Governor Shapp in his office in Harrisburg, which began at approximately 4:15, p. m., in the afternoon of Thursday, February 1, 1973, and continued until nearly 7:00 p. m.

Those present were:

The Honorable Milton J. Shapp, Governor of Pennsylvania

Norval D. Reece, Special Assistant for Intergovernmental Relations

The Honorable Israel Packel, Attorney General

Colonel James Barger, Commissioner, Pennsylvania State Police

E. Drexel Godfrey, Jr., Executive Director of the Governor's  
Justice Commission

The Honorable Paul M. Chalfin, Chairman-Philadelphia Region

Mrs. Marian B. Davison, Chairwoman-Central Region

Mr. Lawrence K. Grean, Chairman-Northwest Region

Alvin B. Lewis, Jr., Esquire, Chairman-Southcentral Region

Martin J. O'Brien, Esquire, Chairman-Southwest Region

Mr. Warren Smith-Northeast Region Representative

A resume' of the results of the meeting follows:

1. The list of appointments to replace members of Regional Councils, some of which have been pending since October of 1971, was to be reviewed and the appointments made forthwith, as soon as Dr. Godfrey indicated that the Regional Chairmen and Regional Councils had authorized. In addition,

it was agreed that at the February meeting of the Commission and the Regional Chairmen, the discussion of terms for Regional Council members would be resolved.

2. The adversity between the Justice Department - Justice Commission, and the Pennsylvania State Police, concerning the importance of consolidation and coordination of municipal police forces and services was discussed. It was determined that all of us would re-open the lines of communication in an effort to reach a compromise concerning the different positions, and report back to the Governor at the earliest possible moment.

3. The Regional Chairmen expressed serious concern over the duplication, delay and inefficiency caused by the increasing bureaucracy in the executive staff of the Governor's Justice Commission. Certain examples of this problem were related by the Chairmen. Governor Shapp requested Dr. Godfrey to analyze methods of reducing unnecessary bureaucratic snags, and report back at his earliest convenience. In addition, it was indicated that, at the meeting in February, further consideration to these problems should be given.

4. The federal freeze of planning funds due to the Philadelphia Regional Council situation was discussed, and the Regional Chairmen, again, re-affirmed their support of the regional, decentralized concept, and, again, expressed their support for Judge Chalfin of the Philadelphia Regional Council. A resolution was adopted which read as follows:

"RESOLVED that the Chairmen of the Regional  
Planning Councils of the Governor's Justice Commission

in Pennsylvania, urge that all of Pennsylvania's Fiscal Year 1973 planning funds be released without further delay and without qualification or dependency on the membership of any of Pennsylvania's Regional Planning Councils."

Following the meeting three members of the press were invited into the office for a news briefing. They were:

Jane Shoemaker - United Press International, Harrisburg,  
Pennsylvania

Robert (Bob) Warner - Associated Press, Harrisburg,  
Pennsylvania

Howard Shapiro - Philadelphia Inquirer, Philadelphia,  
Pennsylvania.

Respectfully submitted,

Alvin B. Lewis, Jr., Chairman  
Southcentral Region  
Governor's Justice Commission

cc: The Honorable Milton J. Shapp  
Norval D. Reece, Special Assistant for Intergovernmental Relations  
The Honorable Israel Packel  
Colonel James Barger, Commissioner  
E. Drexel Godfrey, Jr., Executive Director



MEMORANDUM

TO: J. SHANE CREAMER, ATTORNEY GENERAL  
E. DREXEL GODFREY, JR., EXECUTIVE DIRECTOR  
CHAIRMEN, REGIONAL PLANNING COUNCILS

Re: Conference of Regional Chairmen

A meeting was held at the Ramada Inn in Harrisburg, on July 21,  
1972, at 10:00 o'clock, a.m., at which all regional chairmen were present,  
as follows:

Mrs. Marion B. Davison, Central Region

The Honorable W. Richard Eshelman, Northwest Region

Mr. Lawrence K. Grean, Northwest Region

The Honorable Paul M. Chalfin, Philadelphia Region

Alvin B. Lewis, Jr., Esquire, Southcentral Region

The Honorable Isaac Garb, Southeast Region

Martin J. O'Brien, Esquire, Southwest Region

The Honorable Richard L. Thornburgh, Allegheny Region

A luncheon followed the meeting, at which E. Drexel Godfrey, Jr., was present and given a report on our discussions.

The following is an outline of the discussion and recommendations emanating from the morning meeting:

I. Appointments.

Again, we call the attention of the Commission to the serious delay in

appointing replacements to our Councils. We find that a lapse of six to eight months is not an unusual waiting time. It is becoming so serious that Chairman Grean has been cited by the Human Relations Commission for failure to appoint women to the Northwest Council; this, despite the fact that certain women have been recommended for appointment to his Council, for several months.

## II. Regional Staff's Salaries.

We recommend again, that the salaries for our regional staffs be up-graded. We find that on frequent occasions, applicants provide budgets attached to their applications which show far higher salary ranges for employees with fewer responsibilities and background than our regional staff must possess.

## III. Pennsylvania State Police.

Probably the most harmful problem that has arisen since the inception of the Commission, is the dispute between the Governor's Justice Commission and the Pennsylvania State Police over the issue of the consolidation of police functions and forces. The Chairmen, at the outset, take this opportunity to reiterate our belief that consolidation is the only meaningful way of achieving law enforcement efficiency, reduction of taxation and improvement of police services. We deplore the confusion which has occurred by officers of the Pennsylvania State Police who have resisted, and now publicly condemn, efforts in this respect. We agree that in certain areas, the Pennsylvania State Police should have exclusive

responsibility for certain aspects of law enforcement, e.g. police training and crime laboratory facilities. On the whole, however, we cannot begin to professionalize our law enforcement officers if we cannot amalgamate them into larger and better administered forces. For this reason, Chairman Lewis has been requested to arrange an appointment with Governor Shapp to request that the Governor, himself, intervene in an effort to end this rift.

IV. Full Time Police Departments - Position Statement 72-1.

Until all of our Councils have an opportunity to consider this important policy statement, we respectfully recommend that the Commission defer consideration until the September meeting.

V. Police Salaries.

We urge that the Position Statement be adopted to prohibit funding of purely police salaries unless they form a part of a new, innovative or consolidated effort to improve law enforcement.

VI. Uniformity.

In the interest of encouraging uniformity in approach to applications regarding police hardware and those dealing with community renewal programs, we respectfully urge the Commission to adopt a position statement to advise us as to respective priorities in these fields.

VII. Public Information.

On June 3, 1971, the Regional Chairmen held a meeting in which

we urged the Commission to improve the dissemination of information among the Regional Councils and, secondly, to take steps to inform the public of the steps taken by the Commission and its Councils in improving criminal justice. As a result of these suggestions, we were advised that Mr. Hines had been appointed Public Relations Director. The unanimous feeling of the Regional Chairmen is that the present public relations efforts are not meeting our prior recommendations, and for this reason, we re-state the position taken on June 3, 1971, as follows:

"VI. PUBLIC INFORMATION.

A. There is a general feeling that there exists an inadequacy in dissemination of information concerning developments in other regions.

We are vaguely aware of many excellent programs and applications developed by regional councils that have not received the cognizance of other councils. We recommend that an informational newsletter be disseminated on a periodic basis, highlighting new programs and developments in all regions of the state.

B. A general discussion ensued concerning the public relations of the Governor's Justice Commission and their regional councils. It was urged that more public attention be directed to the work of both. Specifically, it was recommended that future releases dealing



and designed to achieve a greater impact, locally. The possibility of names of people who were instrumental in developing the program, and the expected contributions to improve criminal justice, were obvious examples."

#### VIII. State-wide Conference of Regional Council Members.

Notwithstanding the fact that we believe that the Pittsburgh meeting of Regional Council members, last October, was most effective, we suggest that none be held this fall; rather one should be planned for 1973. Instead, we urge that a meeting designed for an entire day be planned, with appropriate agenda, for the Commission and all Regional Chairmen, in late October or November. At this meeting, we might discuss mutual problems of procedure, as well as evaluate the progress in adopting the recommendations of Pittsburgh. Since the Regional Chairmen achieve one hundred per cent attendance at virtually all of their meetings, we would hope that all of the members of the Commission might attend. To keep the meeting small and achieve maximum potential, we would recommend that only key members of Central Staff and the Regional Directors, be invited.

#### IX. Regional Workshops.

We recommend that Regional Councils hold an annual two day workshop immediately prior to adopting the comprehensive plan for each region.

#### X. Local Administration of Sub-Grants.

At the March 22, 1972, meeting of the Regional Chairmen, we urged

the preparation of a brief manual for assistance to sub-grant applicants in instructing potential applicants on how to prepare an application, and in devising a manual for the administration of sub-grants. We have seen no progress on this suggestion.

#### XI. Legislative Strategy.

At the March 22, 1972, meeting of the Regional Chairmen, we met with Mr. Pinskey and agreed upon an annual and periodic approach to legislative matters. We have seen no progress on this recommendation.

#### XII. Regional Council Membership.

At the March 22, 1972, meeting of the Regional Chairmen, we discussed, with Mr. Nesbit, the restructuring of the composition of Regional Council membership and the proposed policy on duration of terms. We received a report from Mr. Nesbit, and we approved both the draft containing the policy on terms and the classification delineation, with three additional suggestions:

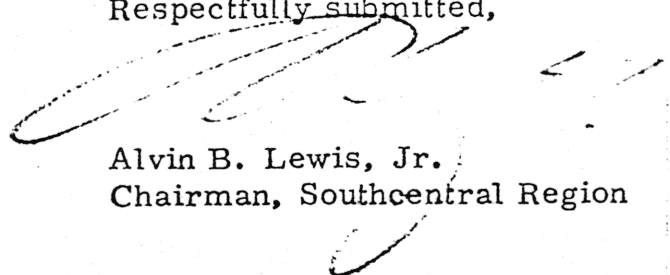
- A. The holding over of terms for both Council and Chairmen, should be from year to year unless replaced by the Governor.
- B. The rotation process begin as though the entire program was initiated on September 1, 1972.
- C. The replacement of members would fill the unexpired term of the individual replaced.

#### XIII. L.E.A.A. Guidelines on Open Meetings.

We request that the position established by the Commission with respect

to Open Meetings in compliance with L.E.A.A. Guidelines, be  
disseminated to the Regional Chairmen.

Respectfully submitted,



Alvin B. Lewis, Jr.  
Chairman, Southcentral Region

ABL, Jr. :kg

MEMO

TO: J. SHANE CREAMER, ATTORNEY GENERAL  
E. DREXEL GODFREY, JR., EXECUTIVE DIRECTOR  
FROM: CHAIRMEN, REGIONAL PLANNING COUNCILS

Re: Conference of Regional Chairmen

A meeting was held at the Holiday Inn Town in Harrisburg on March 22, 1972, at 10:30 a.m. O'clock, at which all regional chairmen with the exception of Judge Richard Eshelman of the Northeast Region, were present, as follows:

Mrs. Marion B. Davison, Central Region

Mr. Lawrence Grean, Northwest Region

The Honorable Paul Chalfin, Philadelphia Region

Alvin B. Lewis, Jr., Esquire, Southcentral Region

The Honorable Isaac Garb, Southeast Region

Martin J. O'Brien, Esquire, Southwest Region

A luncheon followed the meeting, at which Attorney General Creamer, Dr. Godfrey, and members of central staff were presented a report on our discussion.

The following is an outline of the discussion and recommendations emanating from the morning meeting:

I. Organizational Relationships

Most of the meeting was consumed in a discussion of a proposed memorandum dated March 16, 1972, from the Executive Director to Regional Directors on the subject of "Organizational Relationships." The memorandum had not as yet been promulgated by the Attorney General or the Commission, and our advice was requested. After extended discussion, a motion was adopted, as follows:

It was moved, seconded, and passed that the memorandum dated March 16, 1972, dealing with organizational relationships be rejected as written in its entirety by the Regional Chairmen. The rationale of the Chairmen was that the proposed position diametrically alters the structure of regional staff and the traditional role of the Regional Councils.



of the Regional Councils as one of the best hopes for success of the system. The Chairmen felt that, contrary to the memorandum, the central staff in Harrisburg should be supportive of regional efforts, rather than controlling. The Attorney General was advised that Chairmen and Regional Council members would be happy to serve on a joint committee with central staff if the Commission felt the need for further delineation of mutual responsibilities. General Creamer accepted our report, stated that the memorandum would not be adopted, and indicated that he would appoint such a joint committee in the near future.

## II. Council Membership

A rough draft of a proposed outline for the tenure and membership of Council members and Chairmen was presented by the central staff. The good points of the memorandum were discussed but a substantial re-drafting was felt to be necessary, at least in the following areas:

(a) terms of both Council members and Chairmen should be susceptible to automatic re-appointment by holding over and their tenure should not be limited; the Governor and the Attorney General might have a graceful method of making desirable changes in membership;

(b) the proposed rotation, at least as far as Council members are concerned, is defective arithmetically; however, the Chairmen do agree that staggered terms would be advisable so that some continuity of membership could be perpetuated;

(c) the Chairmen agreed with the relaxation of rigidity in category definition of members;

(d) with respect to category delineation and required rotation, the Chairmen believed that Philadelphia (and possibly Allegheny) Region is unique and probably should have an entirely different formula for membership;

(e) an effective date for the adoption of such a memorandum could be July 1, 1972; and

(f) again we call the attention of the Commission to the fact that certain appointments to fill vacancies in regional councils

### III. Task Forces

Judge Chalfin, of Philadelphia, reported on his efforts to expand the sphere of influence of his Council by appointing non-council members to task forces dealing with specific problems. He reported on success in broadening the base and in stimulating interest among council members and other interested residents of his region.

### IV. Administration of Sub-grant Applicants

The Chairmen urged the preparation of a brief manual for assistance to Sub-grant applicants in two areas:

(a) instructions for potential applicants on how an application should be prepared, and the procedure in obtaining Council and Commission approval;

(b) a manual to advise successful sub-grant applicants on how they should administer their responsibilities and account for their funds.

### V. Legislation

Ralph Pinskey, Deputy Attorney General assigned to the Governor's Justice Commission, reported on his proposal to meet the frequent suggestions of the Chairmen at past meetings for more activity in the legislative field. After a discussion of Mr. Pinskey's suggestions, the following two-pronged approach was determined:

(a) annually, a broad-based plan highlighting several selective areas for legislative attention should be developed with the joint consideration of Council and Commission members along with staff;

(b) a piecemeal approach which would highlight selective bills that had a fair chance for passage which were found to be either detrimental to the criminal justice system, or beneficial. This information would then be circulated among the Regional Councils for mobilizing influence and lobbying in favor of or against the proposed bills.

Respectfully submitted,

Alvin B. Lewis, Jr.  
Chairman, Southcentral Region

MEMO

TO: J. SHANE CREAMER, ATTORNEY GENERAL  
CHARLES F. RINKEVICH, EXECUTIVE DIRECTOR  
CHAIRMEN, REGIONAL PLANNING COUNCILS

FROM: ALVIN B. LEWIS, JR., CHAIRMAN SOUTHCENTRAL REGION

Re: Conference of Regional Chairmen

A meeting was held in Harrisburg on June 3, <sup>1971</sup> at which all regional chairmen were present, as follows:

Richard L. Thornburgh, Allegheny Region

Mrs. Marion B. Davison, Central Region

The Honorable W. Richard Eshelman, Northeast Region

The Honorable Basil C. Scott, Northwest Region

The Honorable Frank J. Montemuro, Jr., Philadelphia Region

Alvin B. Lewis, Jr., Esquire, Southcentral Region

The Honorable Isaac Garb, Southeast Region

Martin J. O'Brien, Esquire, Southwest Region

A luncheon followed the meeting, at which Attorney General J. Shane Creamer, Charles F. Rinkevich, Fred Giles and Karl Boyes were present.

The following is an outline of the discussion and recommendations emanating from the morning meeting:

## I. REGIONAL STAFF STRUCTURE

- A. Concern was expressed over the relatively meager levels of compensation and stringent civil service requirements for regional directors and staff assistants. It was generally determined that we should recommend a reduction of the qualification requirements, eliminating prior criminal justice planning experience. General planning experience would seem to suffice. In addition, it was the consensus that a general upgrading of the salaries of the regional director and staff was vital.
- B. The regional councils seem to be developing two somewhat separate divisions of responsibility internally. The regional director, with his two staff assistants, handle the office administration, public relations and general review of applications. Secondly, a planning director and a planning evaluator, the former to handle comprehensive planning for the region, and the latter to serve as a post-auditing examiner, to determine that the programs and applications have been developed properly.
1. Philadelphia has a slightly different approach consisting of four task forces, each of which have hired a planning aid to deal with a specific sphere of responsibility.



2. Generally the planners are directly responsible to the council, although the regional director continues to have supervisory duties.
3. Clerical assistance is provided to both the regional director and staff, and to the planning division.
4. The majority of chairmen take the position that the council retains ultimate control over the regional directors and administrative assistants including a general right to hire and fire. Several regional chairmen believe only the justice department retains that right and, consequently, a dichotomy seems to be developing between regional staff and planners, the latter operating at the will of the council. This question of staff loyalty appears to be a vital one, and it is expected that the attorney general's answer to the Southcentral Region letter will resolve the question.

C. Specific Recommendations:

1. We would recommend that the entire staff structure be re-evaluated both in terms of compensation and qualifications.
2. We recommend that salaries of regional

directors be increased to a flexible range of between \$15,000.00 and \$20,000.00, and that staff assistants be compensated in an increased amount, proportionately.

3. We recommend that the qualifications for regional director be revised to permit the hiring of one who does not have specific criminal justice planning experience, but might have a broad background in general planning or administration. The important point is that a regional director, under the new approach, should be primarily a good administrator. The planning consultant would bring to the council, the necessary planning background.
4. We recommend that the commission generally approve the developments of regional councils in the area of retaining planners who are not employees.
5. We recommend that the status of all regional council employees be clarified with regard to civil service protection.

## II. COUNCIL VACANCIES

We recommend that the vacancies existing on regional councils

be filled as quickly as possible.

### III. ADVISORY COUNCIL

A general discussion was held as to the value of a state advisory council. It was generally felt that the advisory council, as it has been formerly structured and operated, was a useless organism that increased fragmentation and bureaucracy. Consequently, it is recommended that the advisory council be abolished. If this be adopted, it was felt that regional council members could be selected to serve on statewide advisory task forces to report to the commission on specific problems.

### IV. FUTURE APPOINTMENTS TO REGIONAL COUNCILS

Although no problem has existed in the past, it was recommended that prior to the announcements to fill vacancies in regional councils, an opportunity for consultation with the regional councils should be afforded.

### V. STRUCTURE OF REGIONAL COUNCILS

It was generally felt that the category delineation used in structuring councils was overly restrictive. The need for more flexibility in appointments by enlarging the "citizen" category, was obvious. An example given

was some valuable members of the council who leave their public position should be permitted to remain on the council in a citizen capacity. Consequently, we recommend that the various particular categories each be reduced to one person and added to the citizen category, to be filled within the discretion of the attorney general and the council.

## VI. PUBLIC INFORMATION

- A. There is a general feeling that there exists an inadequacy in dissemination of information concerning developments in other regions. We are vaguely aware of many excellent programs and applications developed by regional councils that have not received the cognizance of other councils. We recommend that an informational newsletter be disseminated on a periodic basis, highlighting new programs and developments in all regions of the state.
  
- B. A general discussion ensued concerning the public relations of the Governor's Justice Commission and their regional councils. It was urged that more public attention be directed to the work of both. Specifically, it was recommended that future press releases dealing with local funding, should be more detailed and designed to achieve a greater impact, locally. The possibility

of names of people who were instrumental in developing the program, and the expected contributions to improve criminal justice, were obvious examples.

#### VII. FUTURE MEETINGS

It was unanimously felt that future meetings of regional chairmen, such as this, could be highly profitable. The opportunity to meet in a quiet atmosphere of a small group, culminating in a conference with the attorney general and key leaders of the Commission, would be most helpful in reducing future problems. All agreed, as did General Creamer, that we should schedule future meetings, and the consensus was that they should be centrally located in the Harrisburg area. A meeting date will be selected several months hence where, hopefully, a formal agenda might be developed in advance. In the latter connection, if regional chairmen will forward to my office in the Southcentral Region, any suggestions for topics, I will prepare the agenda.



MEMO

TO: J. SHANE CREAMER, ATTORNEY GENERAL  
E. DREXEL GODFREY, EXECUTIVE DIRECTOR  
CHAIRMEN, REGIONAL PLANNING COUNCILS

FROM: ALVIN B. LEWIS, JR., CHAIRMAN, SOUTHCENTRAL REGION

Re: Conference of Regional Chairmen

A meeting was held in Pittsburgh on October 17, 1971;  
attending were the following regional chairmen:

The Honorable Paul M. Chalfin, Chairman, Philadelphia  
Mrs. Marion B. Davison, Chairman, Central  
The Honorable W. Richard Eshelman, Northeast  
The Honorable Isaac Garb, Chairman, Southeast  
Alvin B. Lewis, Jr., Chairman, Southcentral  
Martin J. O'Brien, Chairman, Southwest  
Basil C. Scott, Chairman, Northwest

The meeting preceded the state-wide regional planning  
council conference on "The Future of Criminal Justice".

The following is a brief resume of the discussion and  
recommendations:

1. The depletion of regional council membership was very  
disturbing to several chairmen. It is demoralizing and difficult  
to achieve effective action without a full complement of members.

Governor Shapp and Attorney General Creamer are to be strongly urged to complete the requisite appointments as expeditiously as possible.

2. A discussion ensued concerning planning activities of the regional councils. It was determined to be too early to reach a decision as to whether the planners should be independent contractors or completely under staff supervision. Certain bureaucratic snarls have arisen with respect to these relationships which will, hopefully, be ironed out in the future. A recommendation to central staff is that uniform contracts be prepared and submitted to the regions for review and acceptance of the planners' independent contracts.

3. Regional staff salary deficiencies continue to be vexing. These must be raised either by reclassification or restructuring.

4. The report of the "personnel needs committee" of staff was reviewed with the following reactions (the committee's recommendations are followed by our reactions):

#1. "A bill should be introduced in the Pennsylvania General Assembly which would legislatively create the Governor's Justice Commission with its functions and responsibilities clearly outlined. If practicable, the Act creating the Crime Commission should be amended to eliminate duplication in role and function with the Governor's Justice Commission."

#2. "The Regional Planning Council concept should be clearly defined and the duties and functions of the Regional Planning Councils outlined by the Act. Also, the representation

on the Regional Planning Councils should be spelled out to include representation of one-third citizen members, one-third local elected and appointed officials and one-third drawn from regional administrators (state or local) whose participation is essential to insure coordinated planning and funding between the Safe Streets Act and other related agency programs. Recommendations for appointments should come from local governments, elected officials and citizen groups to the Governor. Citizens and local officials (two-thirds) would be appointed by the Governor from a list of persons recommended by local governments, elected officials and citizen groups. The remaining one-third should be appointed by the Governor from a list of state and local administrators in the Region."

Regional Chairmen Comment:

Some merit, but care should be exercised in not making the system too rigid. A corollary is the suggestion that the name of the commission be changed to "Pennsylvania Justice Commission".

#3. "Permanent Civil Service coverage should be given by this new Act to all the Agency's employees. (Hopefully, those presently on board could be covered in the legislation by a "Grandfather Clause")."

Regional Chairmen Comment:

Permanent civil service would be desirable.

#6. "A field auditor or budget analyst should be added to each office. This person could rely on the Bureau of Administrative Services, the LEAA Regional Office and the LEAA

Washington Office for information concerning fiscal matters. The field auditor/budget analyst should be under the immediate control of the Regional Director. "

Regional Chairmen Comment:

Heartily endorsed.

#8. "That serious consideration be given to creating an Assistant or Associate Director position in each Regional office. This would bridge the gap between the qualifications and salary of the regional director and the qualifications and salary of the field representatives. At present, the field assistant personnel of regional offices with the most knowledge to assume a director's position cannot be promoted to these positions since their qualifications are established far below that of the director. A natural vertical mobility and a pool of trained people is therefore unavailable to assume directors' positions. "

Regional Chairmen Comment:

Recommended.

#14. "That the starting pay of all the regional directors and field representatives be uniform, rather than exhibit the disparity which presently exists. "

Regional Chairmen Comment:

Criticized: rather than uniformity, disparity should exist in salary range taking into consideration the cost of living and relative compensation factors in each region.

#15. "Of critical and increasing importance, is the lack

of evaluation and comprehensive planning capabilities in the Regional Offices. The manpower or skill to carry out this critically needed function is not there. To continue to fund projects in thousands of dollars without adequate fiscal and programmatic monitoring and evaluation is patently foolish. To remedy this inadequacy, a field representative or planner should be charged with evaluation of funded programs as a full-time responsibility."

Regional Chairmen Comment:

Strongly supported (more later).

5. One of the most urgent needs is to determine whether or not funded programs are achieving the desired results. These evaluations should be mandated on a regional basis. Quarterly reports should be scrutinized and an extensive annual report be required for each of three years after the program is funded.

6. A general discussion of internal organization of the regions ensued. Each of the chairmen will forward copies of by-laws or guidelines to southcentral regional office for duplication and dissemination to all other regions.

7. The recommendation of the June meeting concerning the abolition of the advisory council was reviewed and again supported, with even more fervor. The advisory council was deemed a useless anachronism which further fragmented the system and compounded the bureaucracy. In our judgment, the minimal function served by this group could be assumed in an advisory capacity by the chairman or by a selective task force in specific disciplines chosen from the

various regional councils.

8. One of the most urgent needs was to obtain more guidance and suggestions for uniform approaches from the commission. It was strongly felt that the commission wastes a great deal of time on the approval of insignificant applications when instead, the broad policy questions could be under consideration. It was recommended that certain applications either under a dollar limit or within a precise category could be approved by the commission automatically if it has secured council approval. Only applications within those minimal limits which staff felt constituted pressing policy questions should be considered by the commission.

9. One of the most serious needs of the criminal justice field is legislation. It was felt that the commission and the respective councils should devote more time to considering vital bills for recommendation to the legislature rather than solely limiting their activity to the approval of applications on a local or regional basis.

10. We recommend that central staff explore methods to expedite the dissemination of funds to sub-grant applicants. It was recognized that nearly five months elapsed between the submission of an application and its ultimate funding. The most flagrant delay occurs between final commission approval and actual receipt of the check.

11. There is a strong feeling that the numerous program



delinations in the comprehensive plan were unduly detailed and restrictive. It was recommended that the number of catagories be reduced and the programs be broadened so that increased flexibility could be obtained.

12. Public information continues to be weak and the chairmen repeat the recommendations contained in the report on the June meeting.

13. Next meeting is set for January 20, 1972, at 10:30 a.m. in Harrisburg at Penn Harris Motor Lodge.

Respectfully submitted,

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Alvin B. Lewis, Jr.  
Chairman, Southcentral Region

MEMO

TO: J. SHANE CREAMER, ATTORNEY GENERAL  
E. DREXEL GODFREY, JR., EXECUTIVE DIRECTOR  
CHAIRMEN, REGIONAL PLANNING COUNCILS

Re: Conference of Regional Chairmen

A meeting was held at the Penn Harris Motor Lodge in Harrisburg, on January 20, 1972, at 10:30 a.m. o'clock, at which all regional chairmen, with the exception of Richard L. Thornburgh of the Allegheny Region, were present, as follows:

Mrs. Marion B. Davison, Central Region  
The Honorable W. Richard Eshelman, Northeast Region  
The Honorable Basil C. Scott, Northwest Region  
The Honorable Paul M. Chalfin, Philadelphia Region  
Alvin B. Lewis, Jr., Esquire, Southcentral Region  
The Honorable Isaac Garb, Southeast Region  
Martin J. O'Brien, Esquire, Southwest Region

A luncheon followed the meeting, at which Attorney General J. Shane Creamer was present and given a report on our discussions.

The following is an outline of the discussion and recommendations emanating from the morning meeting:

I. A discussion of the report of "Progress on Past Recommenda-

tions" began the meeting, as follows:

- A. There was some confusion expressed as to the function of the public information counselor, Mr. Hines. One of the major advantages of such a position, it was felt by the chairmen, would be his ability to act as a conduit to exchange information and ideas among the regional councils. Unfortunately, the confusion was not clarified by Mr. Hines, who appeared later and suggested that the regional directors did not feel that such efforts were advisable or necessary. The matter will be placed on the agenda for the next meeting of the regional chairmen for further discussion, after Mr. Hines three months of experience with the Commission.
- B. Again, the regional chairmen expressed the feeling that one of the most important functions of the Commission should be its encouragement of vital legislation which should be undertaken by the General Assembly. It was felt that better coordination of the strength and influence of the members of Regional Council and the Commission by central staff, would be helpful. Later, when Mr. Godfrey joined us, he agreed that he considered this one of his primary responsibilities in the future.

- II. General disagreement, by a six to one vote, was expressed toward the Southcentral Region's resolution prohibiting consideration of drug and alcohol treatment programs. It was recommended that the Councils consider each application in these areas, on an ad hoc basis. The chairmen strongly recommended that central staff extend further efforts to explore the assistance of other state agencies in this field. The possibility was suggested that sub-grant applicants should be required to provide evidence of their attempts to secure funding from other state agencies, in their applications.
- III. Unanimously, the chairmen expressed commendation of central staff, Southwest and Allegheny Councils for their successful planning of the Pittsburgh conference and the report which was recently received. The chairmen recommended that future meetings such as this, be held on an annual basis, and that one be planned for 1972, possibly in Philadelphia.
- IV. The chairmen agreed to abide by the L. E. A. A. "open meeting" policy, and understood that further implementation is being considered in the form of a guideline presently being prepared.
- V. It was suggested that the allocation committee consist of six members comprised by a chairman from the Commission, and a representative of the Philadelphia Council, the Allegheny Council, Northeast Council, Southeast Council, and one for the

four smaller regions.

- VI. With respect to discretionary applications, those having a regional impact should be submitted to the affected Council, while those having a purely state-wide area of influence, should be considered by the Commission only. Before consideration of the latter, advice and counsel from regional directors should be solicited which could provide any reaction or opinion of individual Councils.
- VII. A discussion with the Attorney General concerning the impact of political considerations on the appointment of Council members or chairmen. All felt that in the sensitive area of criminal justice and law enforcement, there should be no politics. Consequently, it was suggested that terms of a fixed duration be established for the chairmen as well as the Council members, who, of course, could be re-appointed if desirable. There could be staggered terms of regional council members so that some continuity would be perpetuated.

Respectfully submitted,

Alvin B. Lewis, Jr.  
Chairman, Southcentral Region

March 21, 1972

MEMORANDUM

TO: ALL REGIONAL CHAIRMEN

FROM: ALVIN B. LEWIS, JR., CHAIRMAN, SOUTHCENTRAL REGION

Re: Memorandum by the Executive Director Concerning  
Organizational Relationships

I received Dr. Godfrey's memorandum and thought I should put my observations in writing, immediately. In view of the many battles we have fought in the past to strengthen the regional council system, this new document should re-kindle some fires. My feelings follow:

1. This proposed new position is an absolute contradiction and one hundred and eighty degree reversal of prior statements and affirmations by General Creamer, Dr. Godfrey, Mr. Berard and Mr. Boyes (not to mention General Sennett, Mr. Rinkevich and Mr. Giles).

2. It enlarges and expands the power of the state central bureaucracy, thereby suffocating the innovative apparatus created by regional/local citizen and professional participation.

3. The Regional Councils are transformed into "grass roots" advisory boards to an entrenched state bureaucracy.

4. It relegates the semi-autonomous regional staff and planners to a position of underlings in the central bureaucracy, thereby stifling their independence of thought and action in the development of courageous new programs to improve the criminal justice system.



Memorandum

To: All Regional Chairmen

From: Alvin B. Lewis, Jr., Chairman, Southcentral Region

5. It is a breach of the spirit, if not the letter of the Acts of Congress, which mandate local influence in the dissemination of federal funds.

6. The repeated use of languages such as "loyalty", "allegiance", etc., in the memorandum creates the impression of adversity and combat between volunteer citizen and professional staff.

7. By establishing another large central bureaucracy on the state level (similar to the federal L. E. A. A. ), it buttresses the arguments of those who contend in favor of direct grants to municipalities and in opposition to the block grant process to the states.

8. One of the most common objections to the system that our Council hears, is that we are simply another bureaucratic organ handing out federal funds with the customary strings attached. To combat this argument and to convince municipal leaders that this is essentially a local program, we have scheduled a series of five informative conferences during the next six weeks in our region. If this memorandum is adopted, our contention that the local influence can cut red tape and reduce bureaucratic bog will be a farce.

9. Under this memorandum, divorcing a cooperative relationship between the fiscal monitors and regional program analysts, the opportunity of Regional Councils to promote the success of local projects is reduced.

Memorandum

To: All Regional Chairmen

From: Alvin B. Lewis, Jr., Chairman Southcentral Region

10. The elimination of continued Council responsibility in projects after funding, will result in a diminution of Council member's interest in the success of the program, and the ultimate attitude of a "rubber stamp" function at the outset.

11. The most recent pertinent survey prepared by an independent consultant commissioned by the Southeast Regional Council supports the present centralized/decentralized system and urges that it be strengthened.

SUMMARY: In conclusion, I believe that if this statement is adopted by the Attorney General, it will destroy the real strength of our Pennsylvania system which is its citizen participation of Council/Commission members and their freedom from control by centralized bureaucracy, which has thwarted so many governmental programs in other fields. If the Attorney General feels a need for a new examination of our procedures, may I suggest that instead of adopting this position statement, he form a committee comprised of Council members (or chairmen) and staff, and charge it with the responsibility of formulating solutions which will strengthen the present structure by more acutely delineating the roll of Council, staff and the executive office.

ABL, Jr. :gm

LEWIS, BRUBAKER, WHITMAN & CHRISTIANSON  
ATTORNEYS AT LAW

EARL A. BRUBAKER  
ALVIN B. LEWIS  
JAMES R. WHITMAN  
ALVIN B. LEWIS, JR.  
GEORGE E. CHRISTIANSON  
NICHOLAS B. MOEHLMANN  
DAVID JOHN BRIGHTBILL  
JEFFREY A. KEITER  
JOHN R. KELSEY, III

May 17, 1974

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TELEPHONE (717) 866-2713

Dale Thompson, Investigator  
Justice Committee  
House of Representatives  
Room B2 - Basement  
Main Capital  
Harrisburg, Pennsylvania

Dear Mr. Thompson:

The enclosed is additional evidence of the lack of coordination in exchange of information between the Justice Department and the Department of Community Affairs in dealing with police consolidation. If you have any questions, feel free to call.

With best regards,

Sincerely,

  
Alvin B. Lewis, Jr.

ABL, Jr.: gm

Enclosure

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May 28, 1974

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Dale Thompson, Investigator  
Justice Commission  
House of Representatives  
Room B2 - Basement  
Main Capital  
Harrisburg, Pennsylvania

Dear Mr. Thompson:

At this point, my calender has been cleared so that I expect to attend the Governor's Justice Commission meeting in the Attorney General's wing of the capital on June 3, 1974, at 10:00 o'clock, a.m.

In addition, my schedule is now firmly committed to being out of the country from June 15 through June 22. I enjoyed meeting Mr. Rice, and if I may be of further service, feel free to call.

With best personal regards,

Sincerely,

  
Alvin B. Lewis, Jr.

ABL, Jr.: gm