



Performance Audit

State Correctional Institution at Cambridge Springs

**Commonwealth of Pennsylvania
Department of Corrections**

February 2012

February 9, 2012

The Honorable Tom Corbett
Governor
Commonwealth of Pennsylvania
Harrisburg, Pennsylvania 17120

Dear Governor Corbett:

This report contains the results of a performance audit of the State Correctional Institution at Cambridge Springs of the Department of Corrections from July 1, 2008, to June 6, 2011, unless otherwise noted. We conducted our audit under authority provided in Section 402 of The Fiscal Code and in accordance with generally accepted government auditing standards.

The report contains five audit objectives along with an audit scope and methodology for each objective. Where appropriate, the audit report contains findings, conclusions, and recommendations. The report noted that the institution did not monitor all essential food production data in order to control food service costs and did not properly investigate employee injuries. Our audit also found that the institution continued to not comply with Department of Corrections' training requirements, and that reporting deficiencies continued within the institution's maintenance work order system.

We discussed the contents of the report with the management of the institution, and all comments are reflected in the report.

Sincerely,

JACK WAGNER
Auditor General

**State Correctional Institution at Cambridge Springs
Department of Corrections**

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Jack Wagner, Auditor General
February 2012*

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**State Correctional Institution at Cambridge Springs
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**Background
Information**

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**Background
Information**

*History, mission,
and operating
statistics*

Department of Corrections

The Pennsylvania General Assembly created the Bureau of Corrections under the authority of the Pennsylvania Department of Justice with the passage of Act 408 of July 29, 1953, P.L. 1428 Section I. In December 1980, responsibility moved from the Pennsylvania Department of Justice to the Office of the General Counsel under the Governor. On December 30, 1984, the Governor signed Act 245 of 1984,¹ elevating the Bureau of Corrections to cabinet level status as the Department of Corrections.

The mission of the Department of Corrections is as follows:

Our mission is to reduce criminal behavior by providing individualized treatment and education to offenders, resulting in successful community reintegration through accountability and positive change.²

The Department of Corrections is responsible for all adult offenders serving sentences of two years or more. As of January 11, 2012, it operated 26 correctional institutions, 1 motivational boot camp, 1 training academy, and 14 community pre-release centers throughout the Commonwealth of Pennsylvania. In addition to the 14 community pre-release centers, the Department of Corrections also had oversight for 39 contracted facilities, all part of the community corrections program.

State Correctional Institution at Cambridge Springs

The State Correctional Institution at Cambridge Springs, which we refer to as SCI Cambridge Springs or the institution in this report, is a minimum-security facility for adult female offenders. It is located in the borough of Cambridge Springs, Crawford County, approximately 25 miles south of Erie. SCI Cambridge Springs is on the grounds of the former Polish National Alliance College, which was acquired by the Commonwealth in 1990.³ SCI Cambridge Springs opened in 1992.

¹ 71 P.S. § 310.1.

² http://www.portal.state.pa.us/portal/server.pt/community/our_mission/20645, accessed February 3, 2012.

³ <http://www.portal.state.pa.us/portal/server.pt?open=512&objID=11294&mode=2>, accessed November 12, 2010.

Verified January 30, 2012.

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The following table presents unaudited SCI Cambridge Springs' operating statistics compiled from Department of Corrections accounting reports for the fiscal years ended June 30, 2008, June 30, 2009, and June 30, 2010:

	Using rounding		
	2008	2009	2010
Operating expenditures			
State	\$30,324,931	\$31,823,585	\$33,346,727
Federal	<u>173,823</u>	<u>146,212</u>	<u>12,332</u>
Total operating expenditures	<u>\$30,498,754</u>	<u>\$31,969,797</u>	<u>\$33,359,059</u>
Inmate population at year-end	1,021	1,014	1,023
Inmate capacity at year-end	1,033	1,033	1,033
Percentage of capacity at year-end	98.8%	98.2%	99.0%
Average monthly inmate population	1,022	1,026	1,009
Average cost per inmate per year ⁴	\$29,842	\$31,160	\$33,062

⁴ Average cost per inmate per year was calculated by dividing total operating expenditures by the average monthly inmate population.

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**Objectives,
Scope, and
Methodology**

**Objectives,
Scope, and
Methodology**

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Our performance audit of SCI Cambridge Springs had five objectives described below. We selected our audit objectives from the following areas: food service expenses, warehouse inventory, employee injuries, Commonwealth hiring guidelines, and employee bonuses. The specific audit objectives were as follows:

- One To assess the adequacy of controls over food service expenditures. (Finding 1)
- Two To evaluate the adequacy of managerial controls for the warehouse inventory and to assess compliance with Department of Corrections' policy and procedures. (Finding 2)
- Three To evaluate the adequacy of the measures taken by SCI Cambridge Springs to minimize the frequency of employee injuries and the attendant costs. (Finding 3)
- Four To determine whether SCI Cambridge Springs hired employees in accordance with Commonwealth of Pennsylvania policies. (Finding 4)
- Five To determine the propriety of the institution's use of pay incentives for employees. (Finding 5)

Unless indicated otherwise, the scope of the audit was from July 1, 2008, to June 6, 2011.

To accomplish our objectives, we obtained and reviewed records and analyzed pertinent policies, agreements, and guidelines of the Commonwealth and the Department of Corrections. In the course of our audit work, we interviewed various facility management and staff. The

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**Objectives,
Scope, and
Methodology**

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Audit Results section of this report contains the specific inquiries, observations, tests, and analyses related to each audit objective.

We also performed inquiries and tests as part of, or in conjunction with, our current audit to determine the status of the implementation of the recommendations made during our prior audit related to staff training, the maintenance work order system, and automotive fleet operations.

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Audit Results

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Audit Results

In the pages that follow, we have organized our audit results into five sections, one for each objective. Each of the five sections is organized as follows:

- Statement of the objective
- Relevant laws, policies, or agreements
- Audit scope in terms of period covered, types of transactions reviewed, and other parameters that define the limits of our audit, and the methodologies used to gather sufficient evidence to meet the objective
- Finding(s) and conclusion(s), if applicable
- Recommendation(s), where applicable
- Response by State Correctional Institution at Cambridge Springs' management, if applicable
- Our evaluation of the State Correctional Institution at Cambridge Springs' management response, if applicable

**State Correctional Institution at Cambridge Springs
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**Audit Results:
Food Service**

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**Audit Results
for
Objective
One**

The objective

Objective one for our performance audit was to assess the adequacy of controls over food service expenditures. This included a review of the economy and efficiency of operations and food production rates.

Relevant laws, policies, and agreements

Food Service

SCI Cambridge Springs is responsible for providing food services to over 1,000 inmates and approximately 300 employees on a daily basis. Department of Corrections' policy requires each institution's food service manager to plan, organize, and direct the food services operation. SCI Cambridge Springs prepares meals according to a master menu designed by the Department of Corrections to meet or exceed the dietary allowances recommended by the Food and Nutrition Board of the National Academy of Sciences.⁵

During the fiscal year ended June 30, 2009, SCI Cambridge Springs expended approximately \$2.325 million for food services.

Scope and methodologies to meet our objective

In order to accomplish our objective, we reviewed the Department of Corrections' policy and procedures regarding food services.⁶

We interviewed the food service manager and food service supervisor at SCI Cambridge Springs. We also interviewed a clinical dietician and the chief of food services for the Department of Corrections.

We examined the institution's ledger for food service expenditures for the fiscal year ended June 30, 2009.

We reviewed the institution's monthly food cost reports from July 2008 through December 2009.

⁵ Department of Corrections, Policy No. DC-ADM 610, "Food Services," September 16, 2002.

⁶ Ibid.

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**Audit Results:
Food Service**

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We also analyzed the institution's internal daily meal production worksheets for July 2008, November 2008, July 2009, September 2009, and December 2009.

Finally, we observed the midday meal at the institution on April 16, 2010.

Finding 1

SCI Cambridge Springs did not monitor all essential food production data.

SCI Cambridge Springs' food service costs (which primarily consisted of food purchases and staff payroll expenditures) compared favorably to the overall Department of Corrections' food service costs. During the fiscal year ended June 30, 2009, SCI Cambridge Springs' average annual food service cost per inmate was approximately \$2,266, whereas the corresponding statewide average for the 26 correctional institutions and one motivational boot camp equaled \$2,549.

Our review of SCI Cambridge Springs' daily meal production worksheets for five non-consecutive months between July 2008 and December 2009 found that SCI Cambridge Springs took measures to control its food service costs. The institution recorded some, but not all, essential data to control food service expenditures. Our analysis of the sampled production worksheets for 153 days (or 3 meals per day for a total of 459 meals) found that the institution consistently identified the menu items prepared and documented the serving size, the temperature of each menu item at the time cooking was complete and at the time the item was served, the quantity prepared, the number of meals served to inmates, and the amount of leftovers. Our analysis also revealed that the institution documented that it did not serve more meals to inmates than the institution's population count for any of the 459 sampled meals. However, the daily meal production worksheets did not document the actual number of meals served to employees or the disposition of leftovers.

Although SCI Cambridge Springs did not record the actual number of meals served to employees on its daily meal production worksheets, the institution did report an estimated number of meals served to employees on the Department of Corrections' standardized monthly food cost reports.

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According to the chief of food services for the Department of Corrections and the food service manager at SCI Cambridge Springs, the Department has directed correctional institutions to calculate the number of employee meals per month by multiplying the institution's number of employees by 22. According to SCI Cambridge Springs' management and confirmed by our observation of a midday meal served to both inmates and staff, this estimate does not account for employees on leave status or employees who bring their meals from home. Furthermore, the monthly estimate does not provide information regarding the consumption of specific menu items, which is necessary for forecasting production needs.

SCI Cambridge Springs' food service staff did not document the disposition of leftovers for any of the 459 meals on the sampled daily production worksheets. Accordingly, SCI Cambridge Springs was unable to identify whether the institution discarded specific leftovers or used them for future meals. The monitoring of the disposition of leftovers would provide institution management with a useful tool for documenting waste and for reducing excess production of specific menu items.

The Department of Corrections has not developed a standardized form for its institutions to document daily meal production data. The Department's written policy does not specify the information to be included on daily meal production worksheets. The Department does not mandate that institutions document the actual number of meals served to employees or the disposition of leftovers. However, SCI Cambridge Springs may develop and implement its own internal policy to address the above issues.

The regular review of historical meal consumption for each menu item (including data regarding the actual number of meals served to employees and the disposition of leftovers) is essential to forecast production needs, prevent production excesses, and minimize food service costs.

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Food Service**

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**Recommendations
for Finding 1**

1. SCI Cambridge Springs should develop and enforce policy to record and monitor all data essential to forecasting food production needs, including the actual number of meals served to employees and the disposition of leftovers.
2. The Department of Corrections should consider revising its current policy to explicitly identify the food service data that insitutions must daily record and routinely monitor.

Comments from SCI Cambridge Springs' management:

We are presently tracking leftovers on the production sheets. Food thrown away is also tracked. Though this practice is not the policy of the Department we have adopted your suggestions. As explained through the Food Services Division, the revised version of DCADM 610 Food Service will have this type of information included.

We are not tracking the actual number of meals served to staff due to the difficulty monitoring. The staff complement is multiplied by 22 to estimate the number of staff fed per month.

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**Audit Results:
Warehouse
Inventory**

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**Audit Results
for
Objective
Two**

*Warehouse
Inventory*

The objectives

Objective two for our performance audit was twofold: to evaluate the adequacy of managerial controls for the warehouse inventory and to assess compliance with Department of Corrections' policy and procedures.

Relevant laws, policies, or agreements

The Department of Corrections has established policy and procedures for inventory management. The policy requires institutions to conduct annual physical inventories for warehouses.⁷

Scope and methodologies to meet our objective

State facilities must maintain an inventory of items necessary for the day-to-day operations of the institution. The facility's management is responsible for safeguarding, controlling, and effectively managing this inventory.

SCI Cambridge Springs maintains inventory records for 463 items in its warehouse. These inventoried items include frozen, canned, and dry foods, housekeeping and office supplies, and inmate apparel. Between March 1, 2009, and February 28, 2010, the warehouse issued approximately \$1,504,000 in goods to the institution.

To accomplish the above objectives, we reviewed the Department of Corrections' policy and procedures governing inventory management.⁸

We interviewed appropriate institution personnel, including the warehouse supervisor and the food service manager.

We analyzed the count sheets for the two annual physical inventories of housekeeping and office supplies, the three annual physical inventories of

⁷ Department of Corrections, Policy Number 3.1.1, "Fiscal Administration," issued November 13, 2007, and revised January 27, 2009.

⁸Ibid.

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**Audit Results:
Warehouse
Inventory**

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inmate clothing, and the 20 monthly physical inventories of dietary items conducted between July 1, 2008, and December 31, 2009.

We also compared the perpetual inventory records for 100 of 463 warehouse items to physical counts performed by us between February 22, 2010, and February 24, 2010.

Finally, we reviewed the record of monthly receipts and issues for the above sample of 100 inventory items from March 1, 2009, through February 28, 2010.

Finding 2

SCI Cambridge Springs effectively controlled its warehouse inventory and complied with Department of Corrections' policy and procedures.

As required by the Department of Corrections' policy, SCI Cambridge Springs conducted thorough annual physical inventory counts of its housekeeping and office supplies, as well as its inmate apparel. Moreover, the institution conducted a monthly count of all food products.

The institution maintained an electronic perpetual inventory system and also manually prepared cards where warehouse personnel recorded stock receipts and issuances. A comparison of the electronic and hand-written inventory records for 100 warehouse items to physical counts performed by us did not identify any material discrepancies. Finally, SCI Cambridge Springs established maximum and automatic reorder inventory levels to ensure that the institution maintained necessary supplies at sufficient but not excessive levels.

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**Audit Results:
Employee
Injuries**

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**Audit Results
for
Objective
Three**

The objective

Objective three for our performance audit was to evaluate the adequacy of the measures taken by SCI Cambridge Springs to minimize the frequency of employee injuries and the attendant costs.

Relevant laws, policies, or agreements

Employee Injuries

The Pennsylvania Workers' Compensation Act defines the liability of employers when employee injury, death, or disease results directly from employment.⁹ The Commonwealth has self-insured its workers' compensation risk since July 1983. A third party administrator, CompServices, Inc., handles the claims for the Commonwealth.¹⁰

Workers' compensation indemnity benefits are payable when employee disability results in the loss of earnings. The three major types of indemnity benefits are total, partial, and specific loss. Total disability benefits may last indefinitely as long as the employee remains disabled. Partial disability benefits, payable for a maximum of 500 weeks, are based on two-thirds of the employee's wage loss subject to maximum allowable benefit levels. Specific loss benefits, also known as scheduled loss benefits, are paid when the employee has a specific loss, or loss of use, of a body part.¹¹

Section 4 on page 1.7 of the Commonwealth's Injury Leave Manual quantifies total disability benefits, as follows:

*Total disability benefits are paid based on two-thirds of employee's average weekly wage, subject to allowable maximum and minimum benefit levels at the time of injury and are payable for the duration of the disability, subject to the seven day waiting period for disabilities lasting less than 14 days...*¹²

⁹ 77 P.S. § 1 *et seq.* can be found at <http://www.portal.state.pa.us/portal/server.pt?open=514&objID=553007&mode=2>, accessed November 1, 2010. Verified February 6, 2012.

¹⁰ Commonwealth of Pennsylvania Governor's Office, Manual Number M530.2, "Injury Leave Manual," Revision No. 1, May 1, 2002.

¹¹ *Ibid.*

¹² *Ibid.*

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According to Section 27B of the Department of Corrections' Human Resources and Labor Relations Manual, the Heart and Lung Act¹³ provides benefits for injured employees, as follows:

...An Employee of the Department, whose principal duty is the care, custody, and control of inmates, who is injured in the performance of his/her duties, and by reason thereof is temporarily incapacitated from performing his/her duties, shall be paid by the Commonwealth of Pennsylvania, his/her full rate of salary, until the disability arising there from has ceased...¹⁴

An employee awarded Heart and Lung benefits receives full salary, pension accumulation, and accrued annual and sick leave until the associated disability has ceased or is no longer temporary.¹⁵

According to Section 26 of the Department of Corrections' Human Resources and Labor Relations Manual, Act 632 as amended by Act 534¹⁶ provides benefits for eligible employees who are injured or disabled by the act of an inmate. An employee awarded Act 632 benefits receives full salary, pension accumulation, and accrued annual and sick leave until the associated disability no longer prevents his/her return at a salary earned at the time of injury.¹⁷

The Commonwealth pays the medical bills and rehabilitation expenses associated with workers' compensation, Heart and Lung, or Act 632 injuries.

¹³ 53 P.S. §637.

¹⁴ Department of Corrections, Policy Number 4.1.1, "Human Resources and Labor Relations," effective February 25, 2002, and revised February 2009.

¹⁵ Ibid.

¹⁶ 61 P.S. §951.

¹⁷ Department of Corrections, Policy Number 4.1.1, "Human Resources and Labor Relations," effective February 25, 2002, and revised February 2009.

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Employee
Injuries**

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Scope and methodologies to meet our objective

In order to accomplish the above objective, we reviewed state laws and Commonwealth and the Department of Corrections' policies and procedures regarding work-related injuries, including the Pennsylvania Workers' Compensation Act,¹⁸ Act 632,¹⁹ the Commonwealth's Injury Leave Manual,²⁰ the Commonwealth's directive on workplace safety and health,²¹ the Department of Corrections' Human Resources and Labor Relations Manual,²² and the Department of Corrections' General Safety Procedures Manual.²³ We also reviewed the undated draft of the Department of Corrections' accident investigation policy distributed to correctional institution human resource officers and safety managers in October 2009.

We interviewed appropriate facility staff, including the safety manager and the human resources analyst responsible for workers' compensation claims. We also interviewed Department of Corrections personnel, including its chief of the safety and environmental division for the Bureau of Operations.

We reviewed SCI Cambridge Springs' list of employees on injury leave as of February 3, 2010, as well as the associated third party administrator claim reports.

We examined SCI Cambridge Springs' summary of 47 work-related injury claims from July 1, 2008, through December 31, 2009, and reviewed the general files of the above 47 injury claims for the existence of investigation reports.

¹⁸ 77 P.S. § 1 *et seq.* can be found at <http://www.portal.state.pa.us/portal/server.pt?open=514&objID=553007&mode=2>, accessed November 1, 2010. Verified February 6, 2012.

¹⁹ 61 P.S. §951.

²⁰ Commonwealth of Pennsylvania Governor's Office, Manual Number M530.2, "Injury Leave Manual," Revision No. 1, May 1, 2002.

²¹ Commonwealth of Pennsylvania Governor's Office, Management Directive Number 530.31, "Workplace Safety and Health Program," September 29, 2008.

²² Department of Corrections, Policy Number 4.1.1, "Human Resources and Labor Relations," effective February 25, 2002, and revised February 2009.

²³ Department of Corrections, Policy Number 15.1.1, "General Safety Procedures Manual," effective July 16, 2003.

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**Audit Results:
Employee
Injuries**

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We analyzed the detailed supporting documentation for ten injury claims selected at random from the 47 work-related injury claims that occurred between July 1, 2008, and December 31, 2009.

Finally, we reviewed minutes of the meetings of the Safety Committee from September 22, 2008, through February 22, 2010.

Finding 3

SCI Cambridge Springs did not properly investigate employee injuries.

SCI Cambridge Springs documented 47 work-related injury claims between July 1, 2008, and December 31, 2009. The facility classified the injury claims, as follows:

**Work-related injury claims
July 1, 2008, to December 31, 2009**

Claim Type	Description	Number of Claims	Percent
Medical with seven or less days lost	Employee sought medical attention and returned to work within seven days.	30	63.8%
Medical with greater than seven days lost	Employee sought medical attention and lost greater than seven days from work.	<u>17</u>	<u>36.2%</u>
Total		<u>47</u>	<u>100.0%</u>

Impact of Workers' Compensation and Heart and Lung. To illustrate the financial impact of Workers' Compensation and Heart and Lung legislation on the institution, SCI Cambridge Springs also provided a snapshot of the number of employees on injury leave. On February 3, 2010, SCI Cambridge Springs reported that nine, or 2.7 percent, of the 331 employees in its total workforce were on injury leave. Seven of the nine employees were eligible for Heart and Lung benefits.

As of April 12, 2010, CompServices, Inc., the Commonwealth's third party administrator, documented that SCI Cambridge Springs spent a

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cumulative \$565,900 for the workers' compensation indemnity, medical, legal, and other expenses for the above nine injured employees. Human resource personnel estimated that SCI Cambridge Springs also paid approximately \$146,500 for the incremental Heart and Lung indemnity costs to the seven employees injured in the performance of their duties. Overall, SCI Cambridge Springs spent at least \$712,400 for all nine employees, including at least \$631,100 for the Heart and Lung recipients. Finally, the \$631,100 spent for the Heart and Lung recipients does not include the cost of employee annual and sick leave accruals, pension benefits attributable to the time on Heart and Lung injury leave, or any attendant overtime costs.

Our review of the detailed supporting documentation for ten work-related injury claims, the general files of 47 injury claims, and the minutes of the meetings of SCI Cambridge Springs' Safety Committee revealed that SCI Cambridge Springs' supervisory staff, management, and Safety Committee did not adequately investigate employee injuries.

Manager and supervisor responsibilities. The Commonwealth has established policies and procedures that identify the responsibilities of managers and supervisors to report, investigate, and prevent workplace injuries.

Part Two of the Commonwealth's Injury Leave Manual outlines the responsibilities of supervisors when injuries to employees arise during the course of employment. The manual requires supervisors to complete the Workers' Compensation Claim Report (Form JPA-797), request that witnesses complete witness statement forms, investigate the incident, and prepare a separate Accident/Incident Investigation Report. The manual specifically states that the supervisor must "determine how to prevent similar incidents"²⁴ and document what has been done to prevent recurrence on the Accident/Incident Investigation Report.

The Commonwealth directive regarding workplace safety and health reinforces the requirements of the Commonwealth's Injury Leave Manual by directing managers and supervisors to "report and investigate all

²⁴ Commonwealth of Pennsylvania Governor's Office, Manual Number M530.2, "Injury Leave Manual," Revision No. 1, May 1, 2002.

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incidents and injuries by completing the appropriate workers' compensation and safety report forms."²⁵

Our review of the detailed supporting documentation for ten work-related injury claims found that all ten claim files included employee incident reports, workers' compensation notification forms, and medical/incident injury reports. Five of the ten files included witness statements. However, none of the ten files contained the required supervisor investigation reports. A cursory examination of the files for the remaining 37 injury claims between July 1, 2008, and December 31, 2009, also revealed that none of the files included an investigation report.

According to the institution's human resource and safety personnel, SCI Cambridge Springs' supervisors do not investigate injuries contrary to the requirements of the Commonwealth's Injury Leave Manual. In October 2009, the Department of Corrections distributed a draft accident investigation policy. The draft required the supervisor to complete a standardized investigation report for every work-related accident/injury. The draft investigation report included spaces for the signatures of the employee, supervisor, and safety manager. As of November 2010, the Department of Corrections had not issued the policy.

Safety committee responsibilities. The Commonwealth directive regarding workplace safety and health requires agency safety committees to "review or investigate injuries and provide recommendations to prevent recurrences."²⁶

Our review of the minutes of the meetings of SCI Cambridge Springs' safety committee (which is comprised of 17 management and union employees, including the safety manager, the deputy superintendent, corrections officers, and employees from the human resources, food service, education, and maintenance departments) found that the committee conducted 18 meetings between September 22, 2008, and February 22, 2010. The minutes for only two of these meetings briefly discussed actual work-related injuries. The minutes for the remaining 16

²⁵ Commonwealth of Pennsylvania Governor's Office, Management Directive Number 530.31, "Workplace Safety and Health Program," September 29, 2008.

²⁶ Commonwealth of Pennsylvania Governor's Office, Management Directive Number 530.31, "Workplace Safety and Health Program," September 29, 2008.

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meetings did not document any discussions about the prevention of recurrences. The minutes did not document or analyze any work-related injury statistics.

Thorough investigations and the associated reports are necessary to determine and document the causes of work-related injuries. The identification and correction of workplace hazards are essential to prevent accident/injury recurrences and to provide a safe workplace environment. Furthermore, the knowledge that the facility thoroughly investigates all work-related injuries may deter employees from perpetrating fraudulent claims.

**Recommendations
for Finding 3**

3. SCI Cambridge Springs' supervisors should conduct and report thorough investigations of employee injuries and document all related corrective/preventive actions.
4. SCI Cambridge Springs' management and the safety committee should review the investigation reports and ensure implementation of the necessary preventive measures.
5. SCI Cambridge Springs should utilize the standard investigation report for all injuries as soon as the Department of Corrections issues its new accident investigation policy.

Comments from SCI Cambridge Springs' management:

We have improved our investigation of employee injuries. Each incident is investigated by the Safety Manager. Pictures are taken of the area and any objects which may or may not have contributed to the accident. Management reviews each report. The incidents are discussed at the Safety Committee Meeting. Preventive measures are discussed; recommendations are made for corrective measures.

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**Audit Results:
Hiring
Practices**

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**Audit Results
for
Objective
Four**

The objective

Objective four for our performance audit was to determine whether SCI Cambridge Springs hired employees in accordance with Commonwealth of Pennsylvania policies.

Relevant laws, policies, or agreements

Hiring Practices

The purpose of the “Civil Service Act” is stated as follows:

Greater efficiency and economy in the administration of the government of this Commonwealth is the primary purpose of this act. The establishment of conditions of service, which will attract to the service of the Commonwealth qualified persons of character and ability and their appointment and promotion on the basis of merit and fitness are means to this end.²⁷

The Commonwealth of Pennsylvania’s State Civil Service Commission (commission) has prescribed policies and procedures for the recruitment, eligibility assessment, interview, and selection of candidates for positions classified as civil service.²⁸ The Governor’s Office of the Commonwealth of Pennsylvania has also issued a management directive regarding the use of veterans’ preference for classified service employment.²⁹

The commission provides information to potential applicants, recruits and tests applicants, and then sends lists of qualified applicants to agencies seeking to fill jobs. The commission ranks qualified applicants for specific job classifications based on the scores for written or oral examinations, demonstrations of skill, evaluations of experience and education, or a combination of these. If a vacant position is filled from an employment list, the agency must select a person who is among the three

²⁷ Act of August 5, 1941, P.L. 752, as amended. 71 P. S. § 741.2 Purpose.

²⁸ Commonwealth of Pennsylvania Governor’s Office, Manual Number 580.1, “Certification of Eligibles for the Classified Service,” April 7, 1997.

²⁹ Commonwealth of Pennsylvania Governor’s Office, Management Directive Number 580.21, “Veterans’ Preference on Classified Service Employment Lists,” May 5, 2008.

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Practices**

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highest ranking available persons. The commission refers to this selection process as the Rule-of-Three.³⁰

Section 5b of the Commonwealth's management directive regarding the use of veterans' preference for employment states as follows:

Eligible veterans, spouses of disabled veterans, and widows or widowers of veterans:

- (1) Receive 10 additional points on their final earned ratings, provided they pass the examination.*
- (2) Have mandatory appointment preference over non-veterans when their names appear together within the Rule-of-Three on certifications covered by this policy.*
- (3) May be given preference for selection from certifications covered by this policy regardless of their rank on the list.³¹*

Scope and methodologies to meet our objective

To accomplish this objective, we reviewed the policies and procedures specified in the commission's hiring manual³² and in the Commonwealth's management directive regarding veterans' preference for employment.³³

We interviewed appropriate SCI Cambridge Springs' personnel, including the human resources director.

³⁰ Commonwealth of Pennsylvania Governor's Office, Manual Number 580.1, "Certification of Eligibles for the Classified Service," April 7, 1997.

³¹ Commonwealth of Pennsylvania Governor's Office, Management Directive Number 580.21, "Veterans' Preference on Classified Service Employment Lists," May 5, 2008.

³² Commonwealth of Pennsylvania Governor's Office, Manual Number 580.1, "Certification of Eligibles for the Classified Service," April 7, 1997.

³³ Commonwealth of Pennsylvania Governor's Office, Management Directive Number 580.21, "Veterans' Preference on Classified Service Employment Lists," May 5, 2008.

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Hiring
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Finally, we analyzed the documentation associated with the hire of 51 civil service employees between July 1, 2008, and December 31, 2009.

Finding 4

SCI Cambridge Springs complied with Commonwealth of Pennsylvania hiring policies for civil service employees.

SCI Cambridge Springs hired 51 civil service employees (including 25 veterans and 26 non-veterans) between July 1, 2008, and December 31, 2009. Our review of documentation for the 51 civil service hires showed that the facility hired employees in compliance with Commonwealth policies and procedures.

SCI Cambridge Springs interviewed candidates and properly applied the Rule-of-Three and veterans' preference in its hiring of the 51 civil service employees for corrections officer, registered nurse, librarian, and electrical trade instructor positions. The facility gave veterans preference for appointment regardless of the applicant's rank on the relevant employment lists, an option authorized by the Commonwealth of Pennsylvania's management directive.

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**Audit Results
for
Objective
Five**

The objective

Objective five for our performance audit was to determine the propriety of the institution's use of pay incentives for employees.

Relevant laws, policies, or agreements

Pay Incentives

The Commonwealth has developed certain programs, monetary incentives, and union contract terms to attract, retain, and reward medical and dental professionals. The agreement between the Commonwealth and the Pennsylvania Doctors Alliance, effective July 1, 2005, through June 30, 2009, provided for a quality assurance program that awarded monetary incentives to medical and dental professionals based on their years of service with the Commonwealth. The awards ranged from \$5,000 for one year of service to \$16,000 for twelve or more years of service.³⁴

Separate agreements between the Commonwealth and several different unions, effective July 1, 2007, to June 30, 2011, provided each permanent full-time or part-time employee in active pay status on July 1, 2007, a one-time lump sum payment of \$1,250, or \$625, respectively.

Scope and methodologies to meet our objective

In order to accomplish this objective, we reviewed Commonwealth policies regarding the quality assurance program for physicians and dentists.³⁵

We also reviewed the separate agreements between the Commonwealth and the Correctional Institution Vocational Education Association³⁶ and the Pennsylvania Doctors Alliance.³⁷

³⁴ Agreement between Commonwealth of Pennsylvania and the Pennsylvania State System of Higher Education and Pennsylvania Doctors Alliance, July 1, 2005, through June 30, 2009.

³⁵ Commonwealth of Pennsylvania Governor's Office, Management Directive Number 525.16, "Physicians and Related Occupations Quality Assurance Program," February 14, 2006.

³⁶ Agreement between Commonwealth of Pennsylvania and the Correctional Institution Vocational Education Association, Pennsylvania State Education Association, National Education Association, July 1, 2007, to June 30, 2011.

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We interviewed SCI Cambridge Springs' personnel, including the human resources director and a human resources analyst.

We examined expenditure reports that detailed bonus payments during the fiscal year ended June 30, 2009. We also examined the employment documentation associated with the quality assurance payment on October 17, 2008.

Finding 5

SCI Cambridge Springs properly awarded and processed employee incentive payments.

During the fiscal year ended June 30, 2009, SCI Cambridge Springs paid \$7,000 to its staff dentist for the quality assurance program. During the same fiscal year, SCI Cambridge Springs also paid \$1,250 in one-time lump-sum payments to each of three permanent full-time employees who were members of the Correctional Institution Vocational Education Association, since the relevant union contract was not signed until January 2009. Each of the three members of the Correctional Institution Vocational Education Association was in active pay status on July 1, 2007.

SCI Cambridge Springs accurately processed all four of the above payments in accordance with the relevant contractual terms. All four employees met the eligibility requirements outlined in the contracts for the incentive payments.

³⁷ Agreement between Commonwealth of Pennsylvania and the Pennsylvania State System of Higher Education and Pennsylvania Doctors Alliance, July 1, 2005, through June 30, 2009.

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The prior audit report of SCI Cambridge Springs covered the period of July 1, 2005, to March 21, 2008, and contained six findings. Three of the findings (2, 4, and 6) were positive and thus had no recommendations. The status of the remaining findings (1, 3, and 5) and their accompanying recommendations is presented below.

Scope and methodologies for our work

To determine the status of the implementation of the recommendations made during the prior audit, we held discussions with appropriate institution personnel, and performed tests as part of, or in conjunction with, the current audit.

Prior Finding 1 Some SCI Cambridge Springs employees did not meet mandatory training requirements (Unresolved)

Our prior audit found that SCI Cambridge Springs did not comply with the Department of Corrections' mandatory training requirements. Our review of the facility's training records identified the following issues:

- 7 of 32 sampled employees for the training year ended June 30, 2006, and 8 of 32 sampled employees for the training year ended June 30, 2007, did not receive the minimum 40 hours of training.
- 14 of the 32 sampled employees for the training year ended June 30, 2006, and 21 of the 32 sampled employees for the training year ended June 30, 2007, did not receive all required courses specific to their job classification.
- 4 lieutenants and 3 sergeants of 11 sampled officers in leadership positions did not receive the Department of Corrections' "Supervisory Development and Lead Work Training for Sergeants" courses, respectively, within six months of promotion or placement.
- 32 of 46 sampled instructors' files did not have records to support instructor certification.

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- The institution did not provide all required training to all members of its fire emergency response team or its corrections emergency response team.

We recommended that SCI Cambridge Springs' management ensure that employees receive all mandatory training and that all instructors are certified to teach assigned courses. We also recommended that the training coordinator monitor training and maintain all applicable records to ensure that staff members are properly trained.

Status as of this audit. Our current audit found that SCI Cambridge Springs only partially implemented the recommendations of the prior report.

Instructor certification. Our review of certification and training files for all of the institution's 111 instructors showed that the institution's instructors possessed the required certification described in Section 9 of the Department of Corrections' Staff Development and Training Procedures Manual.

Training records. The Department of Corrections discontinued and replaced its former electronic training records system on June 30, 2009. According to institution management, staff no longer had access to this former database. SCI Cambridge Springs did not place a hard copy of the complete annual training record in any employee's training file at June 30, 2009. The institution prepared its own electronic spreadsheet to document employee completion of the Department of Corrections' mandated in-service training for the training year ended June 30, 2009, but this internal spreadsheet and its associated files did not track all out-service training. As a result, the internal spreadsheet did not document the total annual training hours received by each employee. Accordingly, we could not determine whether all of the 75 employees tested received the minimum total hours of training during the fiscal year ended June 30, 2009.

In-service training. Our review of the electronic spreadsheet and associated records showed that 48 of the 75 employees did not receive all of the specific in-service courses mandated for their job classifications by the Staff Development and Training Procedures Manual during the fiscal year ended June 30, 2009. We found that 48 of the 75 employees in our

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test individually missed one to 14 required courses including training in first aid, key control, hostage survival, security threats, suicide prevention, and inmate searches.

Fire emergency response team. Our review of the training records for all 11 active fire emergency response team members showed that none of the 11 members received the required 16 hours of specialized training during the training year ended June 30, 2009. The 11 members averaged 11.1 hours of specialized training during the training year. Also, two of 11 team members did not receive the required 1.5 hours of annual training in respiratory protection, a vital part of fire emergency response team training.

Leadership training. Our examination of training records for 23 promotions or hires to leadership positions between January 19, 2008, and December 31, 2009, showed that the employees did not receive seven required leadership courses within six months of placement, as follows:

- 1 promoted sergeant did not receive the Department of Corrections' Lead Work Training for Sergeants course within the required time period.
- 4 first-level supervisors did not receive the Department of Corrections' Supervisory Development course within six months of placement.
- 1 unit manager did not receive either the Department of Corrections' Unit Managers course or the Case Management Skills course within six months of placement.

Corrections emergency response team. The institution provided the required 58 hours of specialized training to its 19 corrections emergency response team members during the training year ended June 30, 2009. However, SCI Cambridge Springs did not provide respiratory protection training to 4 of its 19 corrections emergency response team members during the same training year.

According to institution management personnel, the institution did not fill a vacant training coordinator position but instead assigned the duties of the training coordinator to the training lieutenant in November 2008; i.e.,

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during the training year ended June 30, 2009. The institution's training lieutenant did not ensure that the institution met Department of Corrections' training requirements.

Institution employees must attend qualified mandated training to ensure the effective discharge of their duties. A facility workforce trained in fire safety, first aid, key control, security threats, suicide prevention, and inmate searches is essential to ensure the safety of the institution's inmates, employees, and visitors, as well as to safeguard the facility's assets.

**Recommendations
for Prior
Finding 1**

6. We again recommend that SCI Cambridge Springs' management enforce Department of Corrections' training guidelines to ensure that all employees receive the required training.
7. The employee assigned the training coordinator duties should supervise the planning, coordinating, and monitoring of on-site training and maintain facility training records.

Comments from SCI Cambridge Springs' management:

Training guidelines are being followed to ensure staff is receiving required training. Our problem is monitoring the results. Lack of a Training Coordinator to act as the central repository for the information makes it difficult to keep up with all the information. We are requesting the position of Training Coordinator be filled at this institution.

**Prior
Finding 3**

SCI Cambridge Springs had weaknesses in its work order system. (Partially Resolved)

Our prior audit found deficiencies in work order administration at SCI Cambridge Springs. Our analysis of 65 completed work orders noted 16 instances where the work order listed approval by the wrong department head. Also, our review of 46 of 657 work orders identified as open at December 17, 2007, revealed the following issues:

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- SCI Cambridge Springs listed four completed work orders as open due to clerical error.
 - SCI Cambridge Springs closed thirteen work orders with the same completion date after we inquired about their current status. The institution closed an additional project after a second audit inquiry.
 - SCI Cambridge Springs continued to list the 28 remaining work orders in the sample as open due to staff shortages, the failure to reassign work, and the need for additional equipment.

We recommended that SCI Cambridge Springs' management enforce existing policies to ensure that all work order requests are valid and necessary. We also recommended that management monitor open work orders to ensure timely completion.

Status as of this audit. Our current audit found that SCI Cambridge Springs only partially implemented the recommendations of the prior report.

Work order approval. Our review of 48 of 19,969 work orders completed between July 1, 2008, and March 31, 2010, revealed that all but one of the work orders listed approval by the requestor's supervisor.

Open work orders. The institution's automated work order system reported that 282 work orders were open at March 31, 2010. Our detailed review of 98 of these open work orders revealed that management did not closely monitor the work order system to ensure the timely completion of work orders.

According to SCI Cambridge Springs' maintenance department management, 2 of the 98 work orders reviewed were cancelled, but staff did not update the computer system to reflect the cancellation. Moreover, maintenance management indicated that maintenance staff actually completed 76 of the 98 sampled work orders, but the computer system did not reflect completion. Only 2 of the 76 printed copies of these work orders documented the completion date. The remaining 20 sampled work orders were open for an average of 123 days. These 20 work orders did not jeopardize the institution's safety or security and involved roof repairs, hand railings, and window screen repairs.

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Because the maintenance workers did not document the completion date on 74 of the 76 completed work orders, management was unable to assess the overall timeliness of work order completion and we could not verify the accuracy of any such assessment.

A well-managed work order system supports efficient and effective maintenance operations essential to a safe prison environment. According to management, maintenance managers physically observed work order completion and communicated with staff regarding work progress. However, management did not closely monitor the work order computer system or ensure that maintenance personnel documented completion dates on the printed work orders, thereby increasing the risk that maintenance employees delayed or overlooked necessary maintenance work. The failure to perform necessary repairs timely could result in more costly maintenance work or in dangers to the safety or security of inmates, employees, or visitors in the future.

**Recommendations
for Prior
Finding 3**

8. We again recommend that SCI Cambridge Springs' management closely monitor open work orders to ensure timely completion.
9. Management should enforce Department of Corrections' policy and procedures that require proper documentation of maintenance work, including completion dates.
10. Management should ensure that personnel update the computer system to reflect work order completion or cancellation.

Comments from SCI Cambridge Springs' management:

Maintenance work orders and maintenance projects are being scrutinized more closely at this time. Management will notify the Maintenance Department Head of the concern for keeping the computer system updated to reflect work order completion or cancellation.

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**Prior
Finding 5**

SCI Cambridge Springs did not monitor vehicle usage logs and fuel consumption effectively. (Resolved)

Our prior audit found that records for the institution's 24 vehicles were incomplete, insufficient, and unorganized. We identified the following discrepancies:

- SCI Cambridge Springs did not use the monthly automotive reports required by the Department of Corrections.
- The institution did not consistently use mileage logs for all vehicles.
- Odometer readings recorded for individual vehicles at the end of the month did not always match the odometer readings recorded for the same vehicles at the beginning of the following month.
- The institution's summary reports to the Department of Corrections documented a cumulative total of 209,625 miles for its 24 vehicles for the fiscal year ended June 30, 2007. However, the mileage recorded on the individual vehicle logs totaled 167,721 for the same time period.
- Fuel receipts did not always list the gas pump meter readings.
- The monthly summary reports submitted to the Department of Corrections did not record fuel usage/costs. Individual vehicle logs documented that fuel purchases totaled 9,476 gallons for the fiscal year ended June 30, 2007. However, receipts for the same time period documented fuel purchases totaling 15,121 gallons.

We recommended that SCI Cambridge Springs' management enforce existing policies to ensure completion of the required forms. We also recommended that the institution document all mileage, fuel costs, and maintenance costs accurately to ensure the efficient and effective operation of its vehicles.

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Status as of this audit. Our current audit found that SCI Cambridge Springs implemented the recommendations of our prior report.

Our review of individual vehicle and summary activity reports for the institution's 24 vehicles for the 18 months from July 2008 through December 2009 revealed that SCI Cambridge Springs consistently reported mileage, maintenance costs, and in-house fuel costs on the required monthly automotive reports for all 24 vehicles. Odometer readings recorded for individual vehicles at the end of the month agreed with the odometer readings recorded for the same vehicles at the beginning of the following month. The summary documents submitted to the Department of Corrections accurately reported cumulative mileage totals.

In May 2008, the institution adopted new procedures designed to maintain accurate records of in-house fuel usage. Our review of in-house fuel receipts, the fuel log, and individual activity reports for May 2009 revealed that fuel receipts listed the gas pump meter readings and that SCI Cambridge Springs accurately recorded in-house fuel usage on the monthly activity reports.

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