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Analysis of the Pennsylvania Criminal Justice System: An Annual Report

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PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY
CRIMINAL JUSTICE STATISTICS DIVISION
HARRISBURG, PENNSYLVANIA 17120

PENNSYLVANIA
CRIMINAL
INFORMATION
SYSTEM

ANALYSIS OF THE PENNSYLVANIA
CRIMINAL JUSTICE SYSTEM:
AN ANNUAL REPORT

NCJRS

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Submitted By

Criminal Justice Statistics Division
Bureau of Planning
Pennsylvania Commission on Crime and Delinquency

October 31, 1980

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U.S. Department of Justice
National Institute of Justice

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MESSAGE FROM THE CHAIRMAN

To the Honorable Dick Thornburgh, Governor, and to the Honorable Members of the Senate and House of Representatives of the Commonwealth of Pennsylvania.

* * * * *

The Analysis of the Pennsylvania Criminal Justice System: An Annual Report is the second of two annual reports prepared by the Pennsylvania Commission on Crime and Delinquency in conformance with provisions of our authorizing statute, Act 274 of 1978. This Report presents detailed information on the extent, nature and trends of crime and delinquency in Pennsylvania. It provides an overview of the criminal justice system, detailing information on manpower, resources and workloads of the agencies involved in processing the over four hundred thousand criminal arrests that are made annually.

The Report identifies several issues of special concern regarding Pennsylvania's criminal justice system and analyzes the data bearing on these issues in order to bring greater clarity to them and to provide an informed basis for addressing them. Among the issues considered are the following:

- . The impact of Pennsylvania Act 41 on the processing and delivery of services to dependent children;
- . The extent and nature of juvenile involvement in acts of violence reported in Pennsylvania;
- . The changing nature of juvenile commitments between the public and private sector;
- . The differences and similarities between crimes occurring in urban versus rural areas;
- . The extent, distribution and impact of crimes committed against Pennsylvania's elderly population;
- . The extent to which plea bargaining is used by Pennsylvania's prosecutors and the consequences on case management of this process; and
- . The anticipated growth of the state's prison population and the projected need for strategies to manage a coming prison over-crowding problem.

The Analysis of the Pennsylvania Criminal Justice System: An Annual Report provides only a capsule review of the Commission's grant-in-aid program. That program is described in our August 1980 Annual Report entitled, Justice System Improvement which provides a description of the mandate, structure, principal activities and accomplishments of the Commission from the period of its appointment, April 20, 1979, through June 30, 1980.

We welcome your comments and suggestions on this Report as well as any requests for additional issues to be addressed in the future.

Sincerely,

Alfred Blumstein
Chairman

ANALYSIS OF THE PENNSYLVANIA
CRIMINAL JUSTICE SYSTEM:
AN ANNUAL REPORT

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INTRODUCTION

This is the first edition of the Pennsylvania Commission on Crime and Delinquency's Analysis of the Pennsylvania Criminal Justice System: An Annual Report. The report is a compilation of criminal justice statistics that are currently available from a variety of criminal justice agencies, including the Pennsylvania State Police, the Juvenile Court Judges' Commission, the Administrative Office of Pennsylvania Courts, the Pennsylvania Bureau of Correction, the Pennsylvania Board of Probation and Parole and the Pennsylvania Commission on Crime and Delinquency.

These agencies within the state have responsibility for the collection and dissemination of criminal justice statistics. The State Police collect information from law enforcement agencies relative to the number of reported offenses, the number of clearances and the number of arrests made by offense. This data is reported in a document entitled, Crime in Pennsylvania, the state's uniform crime report.

The Administrative Office of Pennsylvania Courts collects judicial statistics from the magisterial, common pleas and appellate courts. These statistics deal with case flows, i.e., cases added to the court calendar and cases disposed of on an annual basis. This information offers a comprehensive view of judicial case volume including all categories of judicial activity from the more voluminous criminal case filings to less voluminous matters of custody and adoptions. Dispositions are rendered by type, i.e., guilty plea, trial, settlement, dismissal, etc., and are aggregated by judicial district and by court level, i.e., magisterial, common pleas or appellate. The title of the document which houses judicial information is the Report of the Administrative Office of Pennsylvania Courts, published annually.

The Administrative Office of Pennsylvania Courts' Report concentrates on adult offenders. The Juvenile Court Judges' Commission publishes information on dispositions of juveniles who enter the juvenile justice system in Pennsylvania Juvenile Court Dispositions, also published annually.

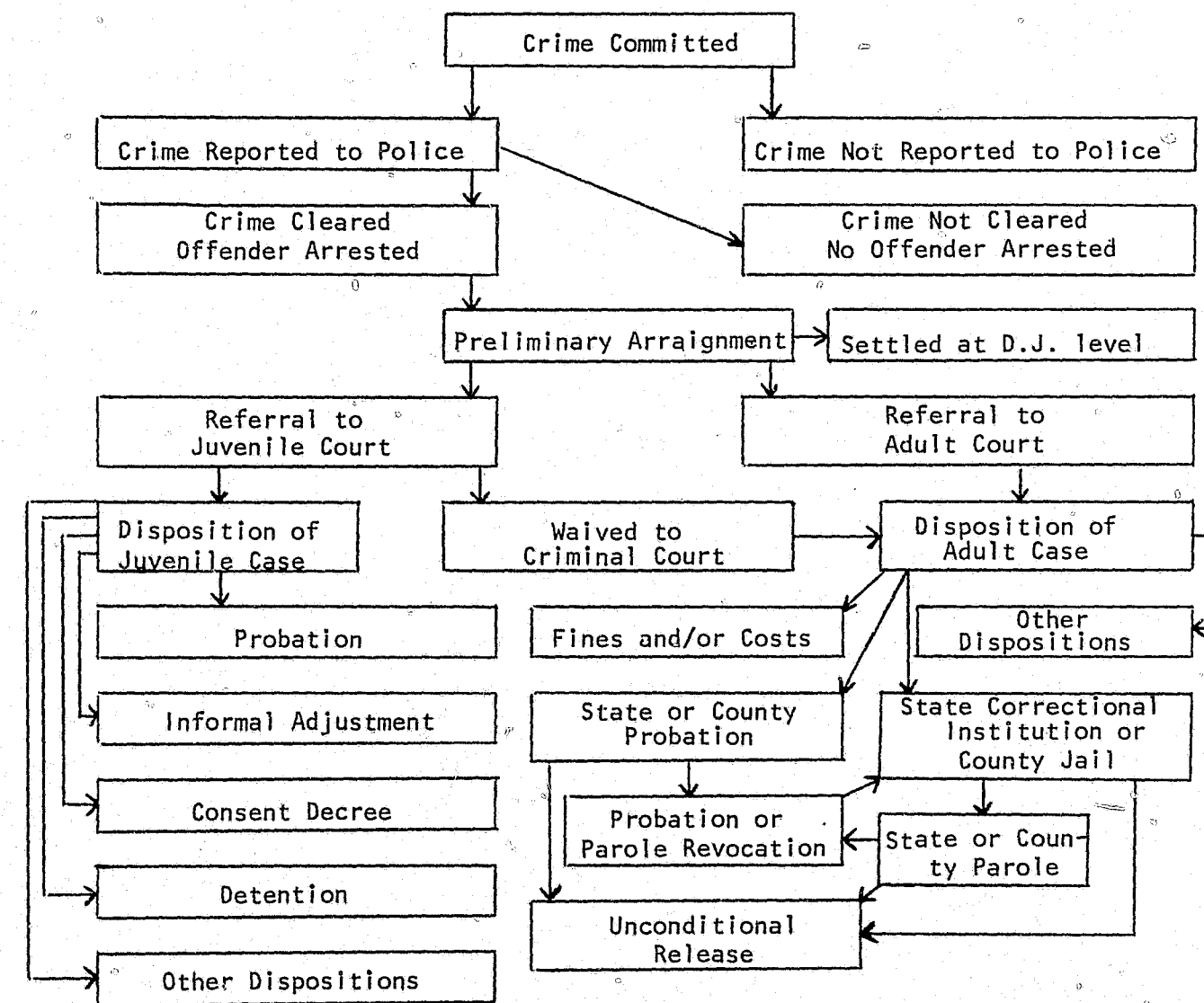
Correctional statistics concerning adult offenders are gathered by the Bureau of Correction and Board of Probation and Parole. The Bureau of Correction collects data from the county and state prisons concerning inmate populations and publishes same in two separate documents. Statistical Analysis and Correctional Population Data contains information incident to state correctional institutions while Pennsylvania County Prisons and Jails offers data relevant to county institutions. The Board of Probation and Parole is responsible for data relating to the status of individuals who are placed on either state or county probation or parole. This information is presented in statistical summaries which are released by the Board on a monthly basis.

In addition to the above operational agencies, the Pennsylvania Commission on Crime and Delinquency reports criminal justice statistics on a system-wide basis. Thus, the salient features of each operational component are synthesized in one document to provide a comprehensive view of the criminal justice system.

The following figure is a flow chart showing the basic interrelationship between actions of the above-mentioned criminal justice agencies. Obviously, the chart is highly simplified. Several areas of activity such as preliminary arraignments and preliminary hearings have not been included in the flow chart. The reader is reminded when reading this report to consider the impact any particular change in a criminal justice subsystem might have on the rest of the criminal justice system. For example, if the number of arrests in the police sector were to decline, one could reasonably expect reductions in the number of court dispositions, number of persons convicted and sentenced, the number of persons admitted to penal institutions, etc.

The Commission hopes that this report will be helpful in informing the criminal justice decision-maker. If he/she finds some potentially helpful information but has questions or more specific data requests, the authors will be glad to assist him/her. The Criminal Justice Statistics Division of the Pennsylvania Commission on Crime and Delinquency can be reached at (717) 787-5152.

Criminal Justice System Activity Flowchart



Criminal Justice System Highlights

Police

-In 1979, there were record numbers of offenses reported to police (893,899), offenses cleared (387,055), and persons arrested (405,087).

-Nonetheless, Pennsylvania has one of the lowest index crime rates in the nation (45th. of 50 in 1978).

-Harrisburg has the highest index crime rate of all Pennsylvania cities. Ten municipalities were identified as having large amounts of crime and high crime rates (Chester, Harrisburg, Lancaster, Monroeville, Norristown, Williamsport, York, Bensalem Township, Bristol Township and Middletown Township).

-Due to an expected reduction in Pennsylvanians entering the "crime prone" years, crime in Pennsylvania should decrease in the very near future.

Juvenile

-Juvenile arrests for status offenses (curfew violations, loitering and runaways) have dropped nearly 50 percent in the past five years.

-The basic measures of juvenile delinquency (arrests, probation office referrals and commitments) have held relatively steady for five years with only a slight recent decline.

-Secure detention of delinquents has increased by over 60 percent since 1974.

-Commitment of non-delinquents to delinquency institutions has decreased by over 98 percent since 1975.

Courts

-Every year since the inception of the Accelerated Rehabilitative Disposition Program, the percentage of ARD dispositions has increased.

-Fifty-seven percent of all convictions for 1977 received either a form of probation sentence or a suspended sentence.

Courts (cont'd)

-There has been a steady decline in the number of defendants processed in the late 1970's.

Corrections

-Overcrowding has become a major problem in Pennsylvania county prisons and jails and state correctional institutions. During 1979, Blair, Bucks, Lycoming and Montour Counties all had average daily populations in excess of their rated maximum cell capacities. The Bureau of Correction is experiencing its most serious overcrowding problems at Graterford and Pittsburgh.

-Eighty-four percent of all admissions to county prisons and jails during 1979 were detentioners.

-We have projected the state prison population to peak around 1990. After this time, it will experience a drop due to the reduction in persons in the crime prone years which we referred to earlier.

-Although failure on parole usually occurs during the first year of supervision, only approximately 15 percent of the clients under the Parole Board's supervision in this category were returned to prison in 1977.

Data Limitations

There are numerous agencies within the Commonwealth of Pennsylvania which have responsibility for the collection and dissemination of criminal justice statistics. The Pennsylvania State Police, the Administrative Office of Pennsylvania Courts, the Pennsylvania Bureau of Correction, the Pennsylvania Board of Probation and Parole and the Juvenile Court Judges' Commission all compile reports which are used to reflect the status of their particular subsystem. It is obvious that the data in this report cannot be any more accurate or reliable than the original sources from which the data were taken. Unfortunately, the extent of existing statistical analysis leaves many questions unanswered because the various agencies use different types of units to measure their workloads. Consequently, the practitioner often cannot relate one component of the criminal justice system to another to provide a continuous workload flow.

<u>Criminal Justice Agency</u>	<u>Workload Measure</u>
Police	Offenses Reported, Arrests
Courts	Cases Processed
Corrections	Offenders

Simply put, the current methods of recordkeeping fail to unite analysis around a common focal point such as the offender.

In cases where an offender is arrested and charged with multiple offenses, the present data collection system records only the most serious offense at the time of arrest and at conviction. Therefore, as an example, a substantial number of arrests for rape may be reported by the police but by the time the case reaches the disposition point in the courts, the charges may have been reduced or changed and therefore will not be reported as a rape. Hence, it is difficult to determine how many arrested rapists are convicted.

Also, little victimization data is available for analysis as the Uniform Crime Reporting System does not collect detailed information on the victims of crime.

Although 84 percent of all admissions to our county prisons and jails in 1979 were detentioners, we have very scant information regarding this population. A data system does not exist for this group and at present the best we can do is determine the number of admissions and discharges for this population.

Data from parts of the courts section of this report are slightly outdated since no offense-specific statistics have been available since 1977. In 1978 the Adult Criminal Court Reporting System was transferred from the Pennsylvania Commission on Crime and Delinquency's predecessor agency known as the Governor's Justice Commission to the Administrative Office of Pennsylvania Courts. However, offense-specific information is crucial to the analysis of the adult criminal courts system and therefore information in the courts section will deal with the 1977 dispositions.

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SECTION I-VOLUME OF CRIME

A. 1979 - An Increased Level of Reported Crime

During 1979 there were more criminal offenses reported to the police (893,899), more offenses cleared by the police (387,055), and more persons arrested (405,087) than in any other year since Pennsylvania began keeping data under the Pennsylvania UCR Program. Table I-1 illustrates the general increase in reported offenses, clearances and arrests in Pennsylvania between 1973 and 1979. Over this short period of time, the total number of reported offenses increased 44 percent. Fortunately, the number of offenses cleared and the number of persons arrested has experienced a similar increase. Clearances increased 44 percent between 1973 and 1979 with the total number of arrests increasing 43 percent over the same period of time. Arrests for the more serious Part I crimes increased more than 68 percent. Part I offenses include murder, negligent manslaughter, rape, robbery, aggravated assault, burglary, larceny and auto theft. All other offenses are considered Part II offenses.

Record-high numbers of rape, aggravated assault, larceny, auto theft, arson, fraud, stolen property, vandalism, prostitution and commercialized vice, driving under the influence, liquor law violations and vagrancy were reported during 1979. Between 1973 and 1979, reported liquor law violations, simple assaults, fraud and vandalism all increased over 100 percent. The most frequently reported offenses of larceny, vandalism and burglary increased 64, 115 and 18 percents respectively. Figure I-A shows the percentage increase in selected offenses reported, offenses cleared and arrests between 1973 and 1979. Notice that most of the more serious index offenses are not increasing as quickly as the average for all offenses.

Figure I-B shows the percentage distribution for index offenses reported during 1979. Index offenses include all Part I offenses with the exception of negligent manslaughter. The number of reported index offenses per 100,000 residents in a certain area yields what is commonly called the "crime rate". Since larceny and burglary account for over three quarters of all reported index offenses, the severity of the "crime rate" is largely determined by these two offenses.

Increases in crime and the crime rate through the seventies are at least partially due to better reporting practices. In 1973, 743 police departments reported to the Uniform Crime Reporting System. While these departments included most of the larger departments in the Commonwealth, many smaller departments were not included. In 1979, 1,009 police departments reported to the Uniform Crime Reporting System.

Table I-1

PENNSYLVANIA REPORTED OFFENSES, CLEARANCES AND ARRESTS

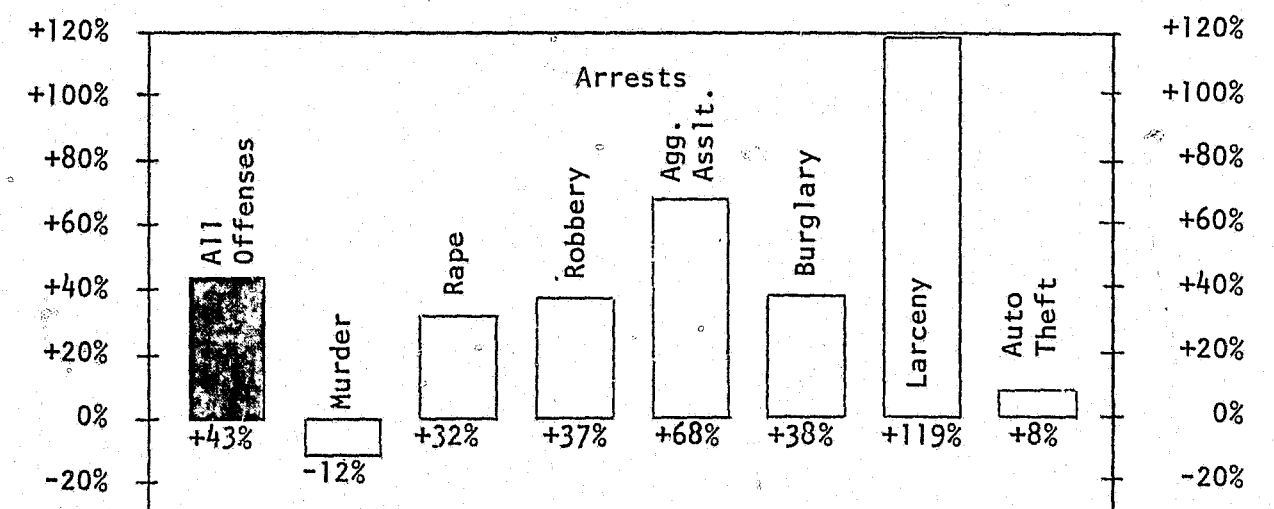
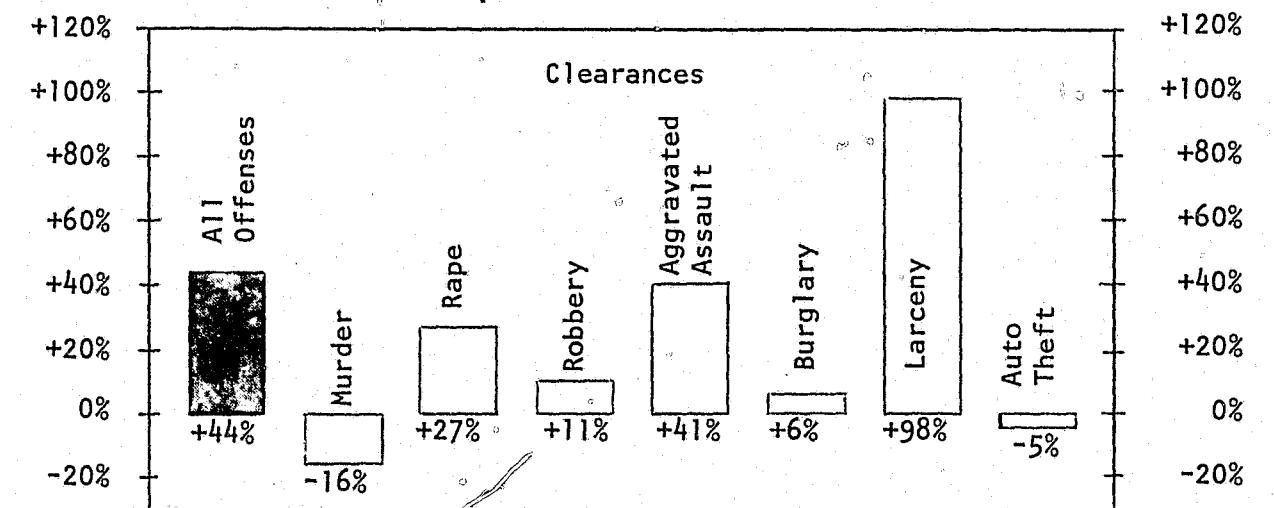
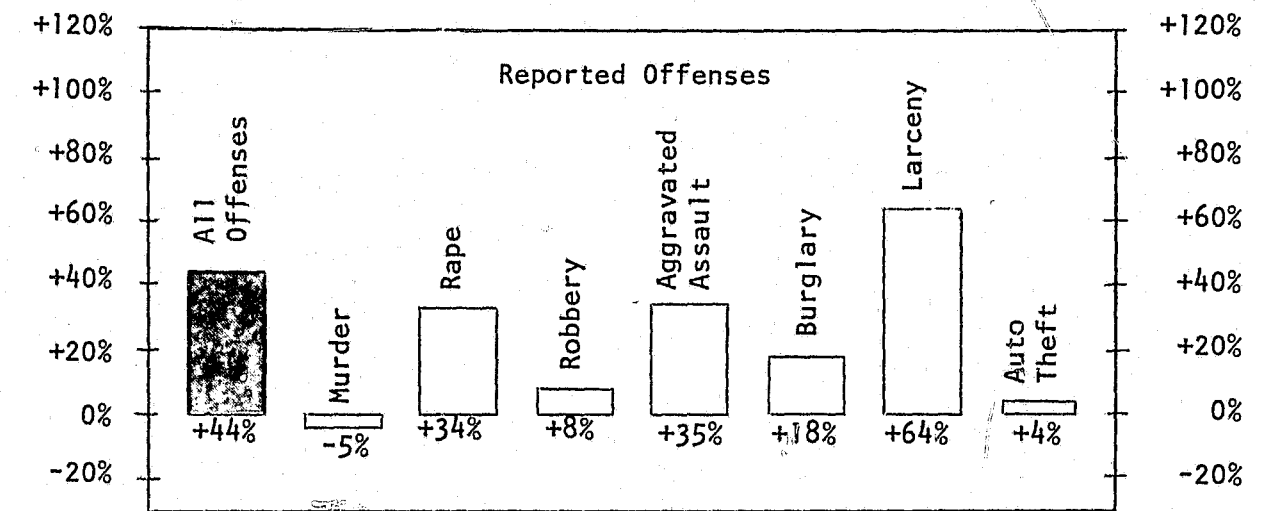
1973 - 1979

	1973	1974	1975	1976	1977	1978	1979
<u>Reported Offenses</u>							
Total	620,695	715,602	785,758	794,908	772,596	820,624	893,899
Part I	298,573	359,869	393,589	395,286	367,121	370,639	405,925
Part II	322,122	355,733	392,169	399,622	405,475	449,985	487,974
<u>Clearances</u>							
Total	268,616	299,783	338,772	339,855	344,456	362,369	387,055
Part I	65,010	78,047	91,802	90,918	88,737	87,216	92,323
Part II	203,606	221,736	246,970	248,937	255,719	275,153	294,732
<u>Arrests</u>							
Total	283,430	369,226	401,173	399,954	391,063	393,981	405,087
Part I	54,943	82,286	95,001	93,058	88,327	89,724	92,355
Part II	228,487	286,940	306,172	306,896	302,736	304,257	312,732

Source: Pennsylvania Uniform Crime Reports, 1973-1979

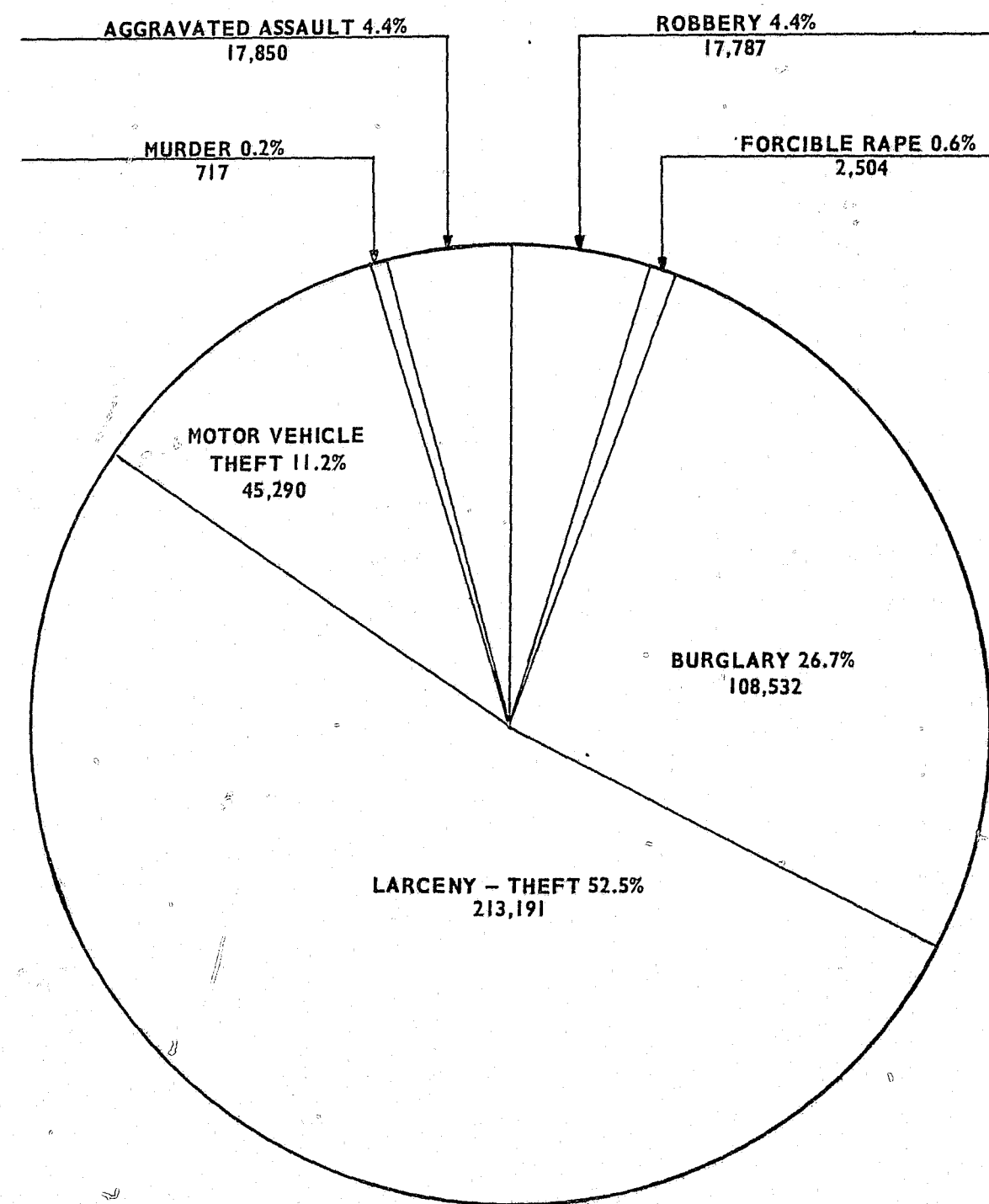
Figure I-A

Percentage Change in Selected Offenses Reported,
Offenses Cleared and Arrests, 1973 to 1979



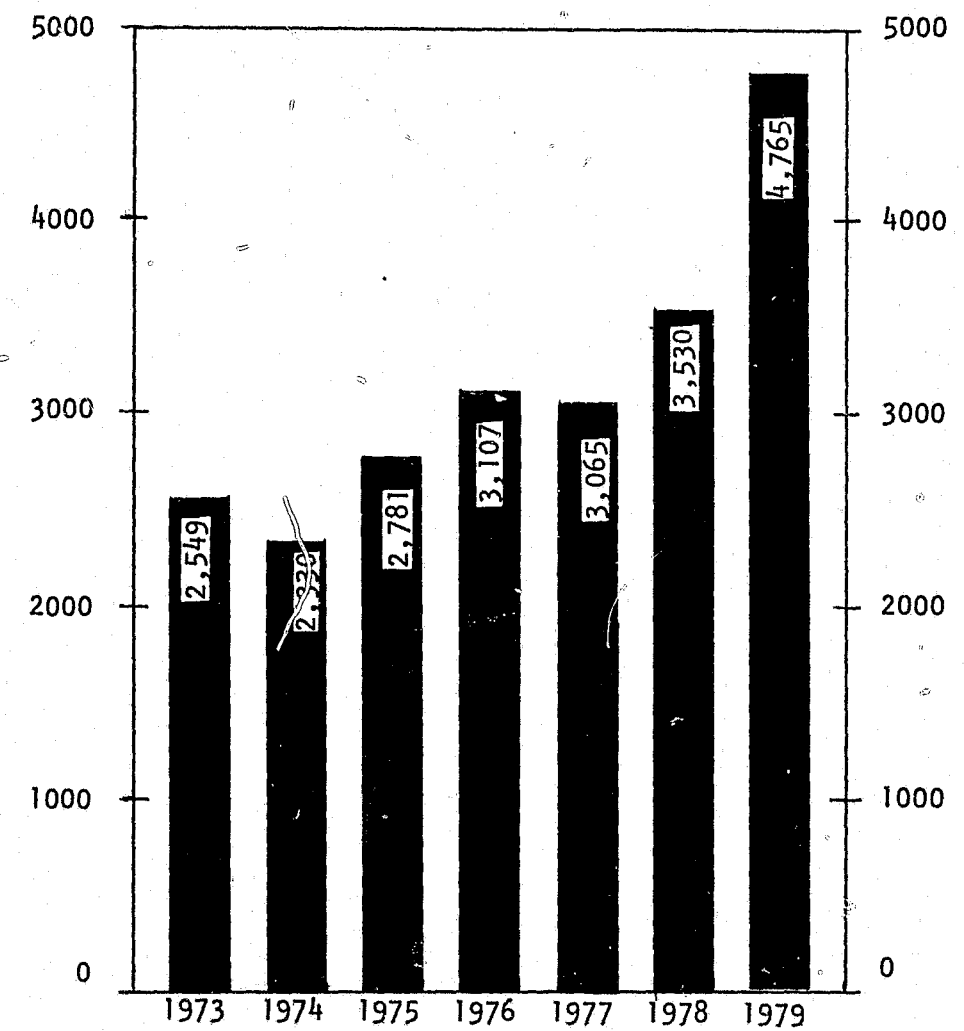
Source: Pennsylvania Uniform Crime Report, 1973, 1979.

Figure I-B
1979
CRIME INDEX OFFENSES
PERCENT DISTRIBUTION



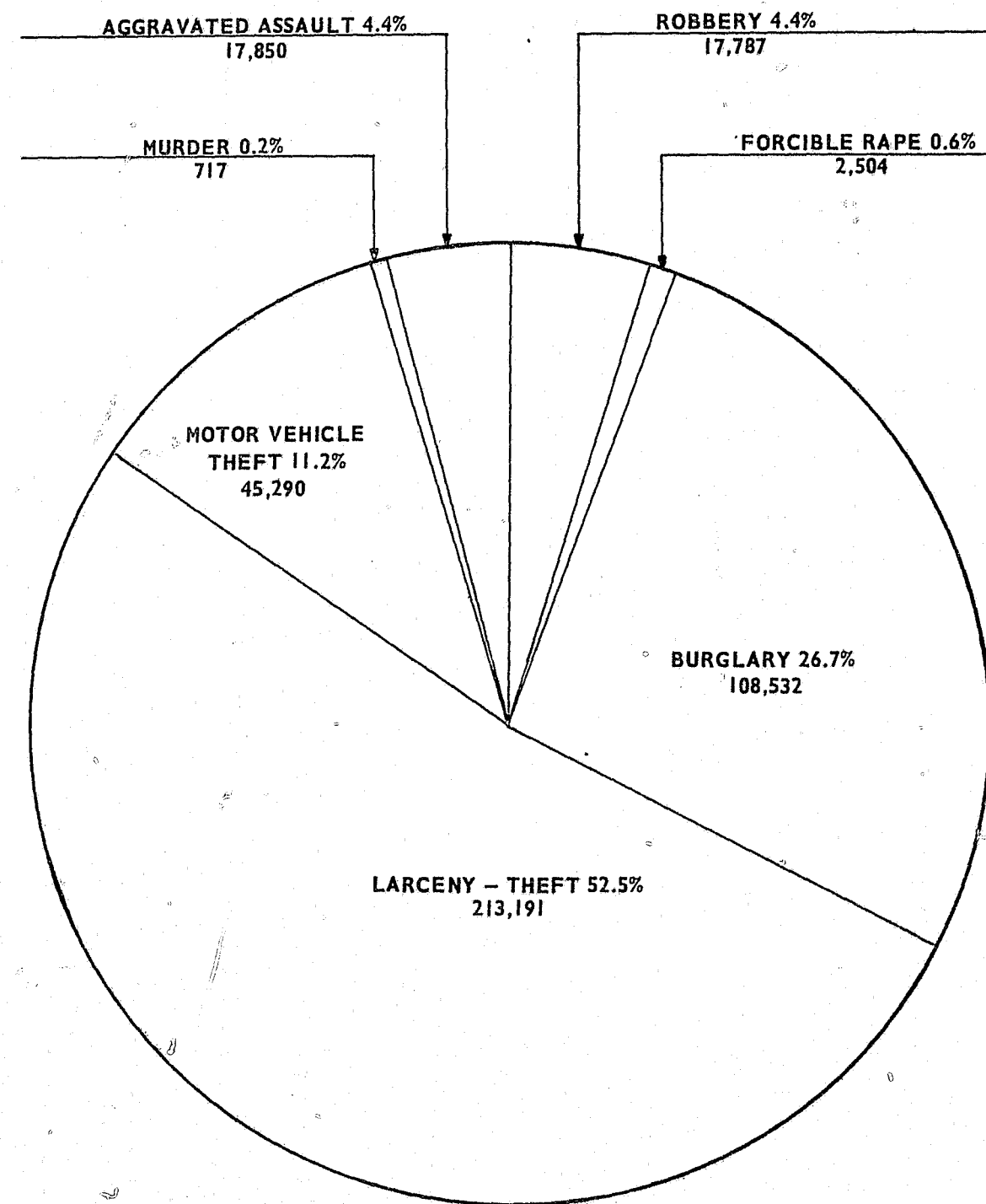
Source: Pennsylvania Uniform Crime Report, 1979.

Figure I-C
Reported Arsons in Pennsylvania, 1973-1979



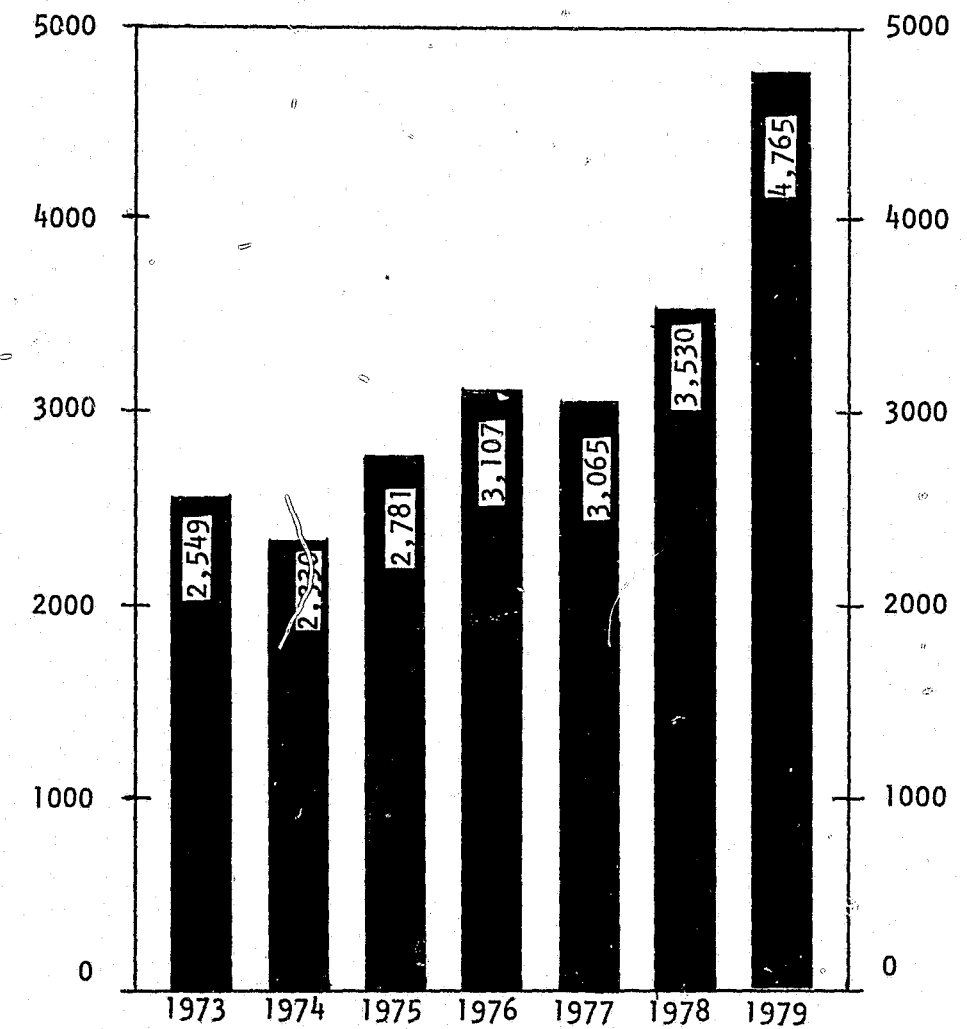
Source: Pennsylvania Uniform Crime Reports, 1973-1979.

Figure I-B
1979
CRIME INDEX OFFENSES
PERCENT DISTRIBUTION



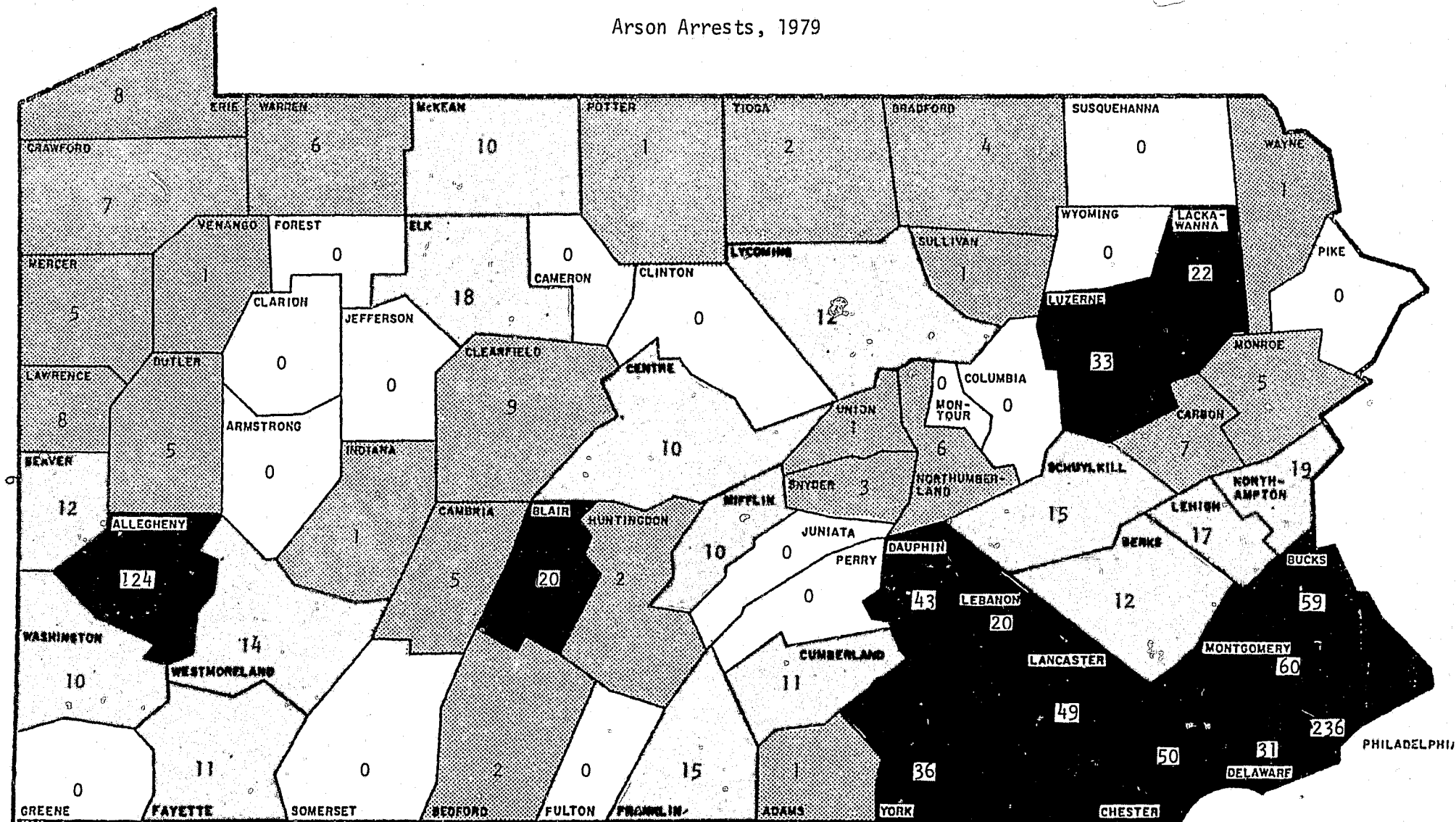
Source: Pennsylvania Uniform Crime Report, 1979.

Figure I-C
Reported Arsons in Pennsylvania, 1973-1979

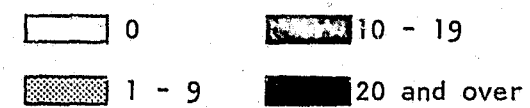


Source: Pennsylvania Uniform Crime Reports, 1973-1979.

Figure I-D
Arson Arrests, 1979



Legend:



Source: Pennsylvania Uniform Crime Report, 1979.

B. Selected Index Offenses-Pertinent Facts

Larceny

Larceny is the most frequently reported offense in Pennsylvania (213,191 in 1979). This is the largest number of larcenies reported in the history of the Pennsylvania Uniform Crime Reporting Program. More than half of the Part I offenses reported were larcenies. Larceny and burglary combined make up more than three-fourths of the crimes used in calculating the often quoted index crime rate. As with burglary, the offense of larceny is difficult to solve unless the offender is caught "in the act". For every hundred larcenies reported, only twenty-two were cleared in 1979.

Females account for a significant portion of arrests for larceny. Nearly 28 percent of all larceny arrests during 1979 were of females. For the sake of comparison, only 5 percent of burglary arrestees were females. Many offenders arrested for larceny are young with over 45 percent being juveniles under 18.

Larceny Facts

Age of Perpetrator	<table><tr><td><18</td><td>45%</td><td>18-24</td><td>29%</td><td>25+</td><td>26%</td></tr></table>						<18	45%	18-24	29%	25+	26%
<18	45%	18-24	29%	25+	26%							
Race of Perpetrator	White 68%			Black 31%		1%-Other						
Sex of Perpetrator	Male 72%			Female 28%								
Type of Theft	Motor Vehicle Parts 19%	Theft fr. M. Vehic. 18%	Theft fr. Building 17%	All Other Thefts 46%								
Value of Property Stolen	Under \$50 41%		\$50-\$200 37%		Over \$200 22%							

Burglary

Burglary is the third most frequently reported offense in Pennsylvania (behind larceny and vandalism). There were 108,532 reported burglaries in Pennsylvania during 1979 and only 19,743 clearances. This represents an 18 percent clearance rate. In the southeast and southwest regions of Pennsylvania, the burglary clearance rate dips below 15 percent.

The average person arrested for burglary is a youthful offender. More than 85 percent of all arrests for burglary were persons under 25, more than any other Part I crime. More than 52 percent of all burglary arrests were juveniles under the age of 18.

Burglary Facts

Age of Perpetrator	<18 52%	18-24 33%	25+ 15%
Race of Perpetrator	White 69%	Black 29%	2%-Other
Sex of Perpetrator	Male 95%	5%-Female	
Place of Occurrence	Residence 60%	Non-Residence 40%	
Time of Day When Residential Burglary Occurred	Night (6PM to 6AM) 45%	Day (6AM to 6PM) 32%	Unknown 23%

Auto Theft

The crime of motor vehicle theft has been documented primarily as a crime of opportunity. In most cases involving arrest, youthful offenders (under 18) are involved. Juveniles account for a higher percentage of auto theft arrests than any other Part I offense except burglary. Fifty of every one hundred arrests for auto theft during 1979 were juveniles.

There were 45,290 reported auto thefts in Pennsylvania during 1979 and only 6,939 clearances. This 15 percent clearance rate is the lowest of all index offenses. Both the central and southwest regions of Pennsylvania recorded clearance rates of only 7 percent. While having only limited success in clearing these offenses, the motor vehicles involved in the offenses are being recovered at a much greater rate. Sixty-five percent of all stolen motor vehicles were recovered.

Auto Theft Facts

Age of Perpetrator	<18 50%	18-24 34%	25+ 16%
Race of Perpetrator	White 64%	Black 34%	2%-Other
Sex of Perpetrator	Male 94%	6%-Female	
Stolen Vehicle Recovered?	Yes 65%	No 35%	

Robbery

There were 17,787 robberies reported in Pennsylvania during 1979. This represents an increase of over 11 percent over the 16,000 robberies reported the previous year. Nearly eight million dollars worth of property was taken as a result of these robberies. In addition to loss of property, the victim of robbery also risks personal injury. According to the Pennsylvania State Police, a weapon was involved in half of all 1979 robberies. Yet the victim of a robbery was more likely to be injured when there was no weapon involved, i.e., strong arm robbery.

Of the 7,510 persons arrested for robbery in 1979, 70 percent were Negro. A particular problem area lies in Philadelphia where the bulk of Pennsylvania's black population resides. More than half of all arrests for robbery in the entire state are arrests of blacks in Philadelphia. These figures are especially significant since Philadelphia blacks account for only 5 percent of Pennsylvania's population.

Robbery is an offense of the youthful criminal. Nearly 81 percent of all arrests for robbery were of persons under 25. Nearly 40 percent of all arrests for robbery were of juveniles under the age of 18.

Robbery Facts

Age of Perpetrator	< 18 40%	18-24 41%	25+ 19%
Race of Perpetrator	Black 70%	White 29%	Other 1%
Sex of Perpetrator	Male 94%	6%--Female	
Place of Occurrence	Street 63%	Commercial 13%	Other 24%
Deadly Weapon Used	No 50%	Yes 50%	
County of Arrest	Philadelphia 59%	All Others 41%	

Rape

There were 2,504 forcible rape offenses reported to Pennsylvania police departments in 1979, an increase of over 14 percent over 1978. This represents the largest percentage increase among all violent Part I offenses. Nonetheless, rape remains one of the most under-reported crimes, primarily because of victim fear and/or embarrassment. One of the primary contributing factors in the trend toward increased reporting of rape has been the development of rape crisis centers and the training of police personnel specialized in the handling of rape victims. With support from these organizations, the rape victim is more willing to press charges and face a possible court appearance.

Persons arrested for forcible rape in Pennsylvania during 1979 totaled 1,428. A racial breakdown of these arrests shows 839 arrests of blacks (59 percent), 561 whites (39 percent), and 28 arrests of persons of other races (2 percent). Nearly 65 percent of all black arrests for rape occurred in Philadelphia.

A breakdown of the 1,428 rape arrests by age shows 18 percent under 18 years of age. Forty percent of rape arrestees were between 18 and 24 and the remaining 42 percent were 25 or older. Thus, the arrestee for rape is (on the average) much older than the average offender for many other types of offenses. For example, nearly 81 percent of all arrests for robbery were of persons under 25.

Rape Facts

Age of Perpetrator	< 18 18%	18-24 40%	25+ 42%
Race of Perpetrator	Black 59%	White 39%	Other 2%
Sex of Perpetrator	Male 99.5%	0.5%--Female	
County of Arrest	Philadelphia 45%	All Others 55%	

Aggravated Assault

There was a record of 17,850 aggravated assaults reported to Pennsylvania police departments during 1979. Forty-five percent of these offenses involved use of the hands, fists or feet in the assault while the remaining 55 percent involved the use of some type of dangerous weapon.

The typical person arrested for aggravated assault is much older than persons arrested for any of the Part I property crimes (burglary, larceny, auto theft). Over 41 percent of persons arrested for aggravated assault are 25 or older. During 1979, the leading counties for aggravated assault arrests were Philadelphia (3,302) and Allegheny (1,207) and Delaware (941) counties.

Aggravated Assault Facts

Age of Perpetrator	<18 22%	18-24 37%	25+ 41%
Race of Perpetrator	White 57%	Black 42%	1%-Other
Sex of Perpetrator	Male 88%	12% Female	
County of Arrest	Phila- delphia 33%	Alleg. 12%	Del. 10% Other 44%
Type of Assault	With Weapon 55%	Without Weapon 45%	

Arson

Arson represented only one-half of one percent of all offenses reported in Pennsylvania during 1979. However, because of the economic loss involved and the seriousness of the offense, arson deserves special attention. On October 12, 1978, Congress passed a bill which mandated the Federal Bureau of Investigation, and specifically, the National UCR Program to reclassify arson as a Part I Crime Index Offense. In response to this legislated mandate, the Pennsylvania UCR program instituted a special report form "G" which summarizes reported arson in the detail required for the national program. This special attention given to the reporting of arson helped increase the reporting of arson from 3,530 in 1978 to 4,765 in 1979, an increase of 35 percent.

Figure I-C shows the increase in reported arson in Pennsylvania between 1973 and 1979. As can be seen in Figure I-D, the heaviest concentration of arson arrests occurs in southeastern Pennsylvania and Philadelphia in particular.

A conservative estimate of the total property losses as a result of arson during 1979 was 56 million. Only property loss as a result of auto theft and burglary were larger.

The Pennsylvania State Police Fire Marshall Division has only 37 full-time investigators with jurisdiction over 65 counties (Philadelphia and Allegheny counties have separate units). During 1979, these investigators studied over 3,600 fires and determined that 53 percent were the result of arson, 32 percent were determined to be of suspicious origin and 15 percent of accidental origin.

Arson Facts

Age of Perpetrator	18-24 23%	25+ 21%
Race of Perpetrator	Black 21%	Other 2%
Sex of Perpetrator	Male 88%	12% Female

Table I-2

CRIME RATE RANKING BY STATE, 1978

C. Crime in Pennsylvania versus Other States

Reported crime, arrests and clearances all increased in Pennsylvania during 1979. Reported rape, aggravated assault, larceny, auto theft, arson, fraud, stolen property, vandalism, prostitution, commercialized vice, driving under the influence, liquor law violations and vagrancy all reached their highest levels in 1979. Crime has definitely been increasing in Pennsylvania. However, Pennsylvania is not the exception. Crime has been increasing nationally as well. Between 1974 and 1978 index crime in the United States increased about 5 percent while Pennsylvania index crime increased about 4 percent. The index crime rate in other more populous states has been following a similar pattern.

Even though crime in Pennsylvania is increasing, the Pennsylvania crime rate is much lower than either the nation as a whole or comparable states. Among the fifty states, Pennsylvania consistently has one of the lowest index crime rates. Table I-2 shows how Pennsylvania compares to other states' index crime rates, violent crime rates and property crime rates. Between 1974 and 1978, Pennsylvania has ranked between 43rd and 45th in index crime rate. Figure I-E shows index crime rates for Pennsylvania and all states contiguous to Pennsylvania for the years 1973 to 1978. Of all bordering states, only West Virginia had a consistently lower crime rate. Delaware, New York, Maryland, New Jersey and Ohio all had rates substantially higher (between 38 percent and 100 percent higher) than that of Pennsylvania. Pennsylvania consistently ranks low in crime rate because of the low Pennsylvania rates for larceny and burglary, the primary components of the index crime rate.

D. Crime by Pennsylvania Standard Metropolitan Statistical Areas (SMSA's)

One potentially useful method of categorizing crime data which is not stressed by the Pennsylvania Uniform Crime Reporting Program is by Standard Metropolitan Statistical Areas (SMSA's). A SMSA is a county or group of contiguous counties which contain at least one city of 50,000 inhabitants or more, or "twin cities" with a combined population of at least 50,000. In addition to the county or counties containing such a city or cities, contiguous counties are included in a SMSA if, according to certain criteria, they are socially and economically integrated with the central city. Each SMSA must include at least one central city. Pennsylvania contains 12 such SMSA areas.

Rank	Index Crime Rate		Violent Crime Rate		Property Crime Rate	
1	Nevada	8286.8	New York	841.0	Nevada	7506.1
2	Arizona	7603.8	Nevada	780.8	Arizona	7051.7
3	Hawaii	7156.1	Florida	765.6	Hawaii	6866.0
4	California	7116.2	California	742.9	California	6373.3
5	Florida	7069.5	Maryland	732.0	Colorado	6334.5
6	Colorado	6832.4	South Carolina	637.6	Florida	6303.9
7	Delaware	6353.9	Louisiana	584.9	Delaware	5913.2
8	Washington	6115.6	Michigan	577.2	Washington	5710.3
9	Oregon	6075.4	Arizona	552.1	Alaska	5604.2
10	Alaska	6046.2	New Mexico	528.2	Oregon	5573.0
11	Maryland	5813.6	Oregon	502.4	Texas	5121.5
12	New York	5792.2	Colorado	498.0	Maryland	5081.6
13	Michigan	5594.1	Georgia	482.8	Michigan	5016.9
14	Texas	5556.8	Missouri	467.9	New York	4951.2
15	Massachusetts	5350.4	Illinois	465.7	Rhode Island	4914.1
16	Rhode Island	5262.2	Massachusetts	462.0	Massachusetts	4888.5
17	New Jersey	5207.2	Alaska	441.9	New Jersey	4783.7
18	New Mexico	5180.4	Delaware	440.7	Utah	4707.1
19	Illinois	5018.2	Texas	435.3	New Mexico	4652.1
20	Utah	4978.9	New Jersey	423.5	Connecticut	4614.5
21	Connecticut	4929.5	Alabama	419.1	Illinois	4552.5
22	South Carolina	4895.9	North Carolina	413.4	Georgia	4288.5
23	Louisiana	4792.3	Ohio	412.7	South Carolina	4258.4
24	Georgia	4771.3	Washington	405.3	Ohio	4246.2
25	Ohio	4658.8	Tennessee	382.6	Kansas	4225.9
26	Kansas	4544.1	Oklahoma	353.0	Wyoming	4214.2
27	Missouri	4527.4	Rhode Island	348.1	Louisiana	4207.4
28	Wyoming	4494.6	Arkansas	344.1	Missouri	4059.5
29	Indiana	4338.5	Indiana	323.5	Indiana	4015.1
30	Minnesota	4144.1	Mississippi	321.2	Minnesota	3954.5
31	Maine	4138.5	Kansas	318.2	New Hampshire	3948.7
32	Oklahoma	4129.8	Connecticut	315.0	Maine	3930.8
33	Virginia	4073.0	PENNSYLVANIA	301.1	Iowa	3818.7
34	New Hampshire	4067.5	Virginia	286.4	Virginia	3786.6
35	Idaho	4014.8	Wyoming	280.4	Idaho	3778.4
36	Iowa	3980.1	Utah	271.8	Oklahoma	3776.9
37	Alabama	3938.8	Hawaii	270.1	Wisconsin	3748.1
38	Montana	3915.8	Montana	237.6	Montana	3678.2
39	North Carolina	3882.1	Idaho	236.4	Vermont	3640.2
40	Wisconsin	3880.2	Kentucky	223.2	Alabama	3519.7
41	Vermont	3806.6	Maine	207.7	North Carolina	3468.7
42	Tennessee	3690.4	Nebraska	190.5	Tennessee	3307.8
43	Arkansas	3461.7	Minnesota	189.6	Nebraska	3250.7
44	Nebraska	3441.3	West Virginia	167.7	Arkansas	3117.6
45	PENNSYLVANIA	3184.7	Vermont	166.3	PENNSYLVANIA	2883.6
46	Kentucky	3023.0	South Dakota	163.5	Kentucky	2799.3
47	South Dakota	2689.3	Iowa	161.4	South Dakota	2525.8
48	Mississippi	2554.9	Wisconsin	132.2	North Dakota	2338.3
49	North Dakota	2405.4	New Hampshire	118.8	Mississippi	2233.7
50	West Virginia	2270.1	North Dakota	67.0	West Virginia	2102.4

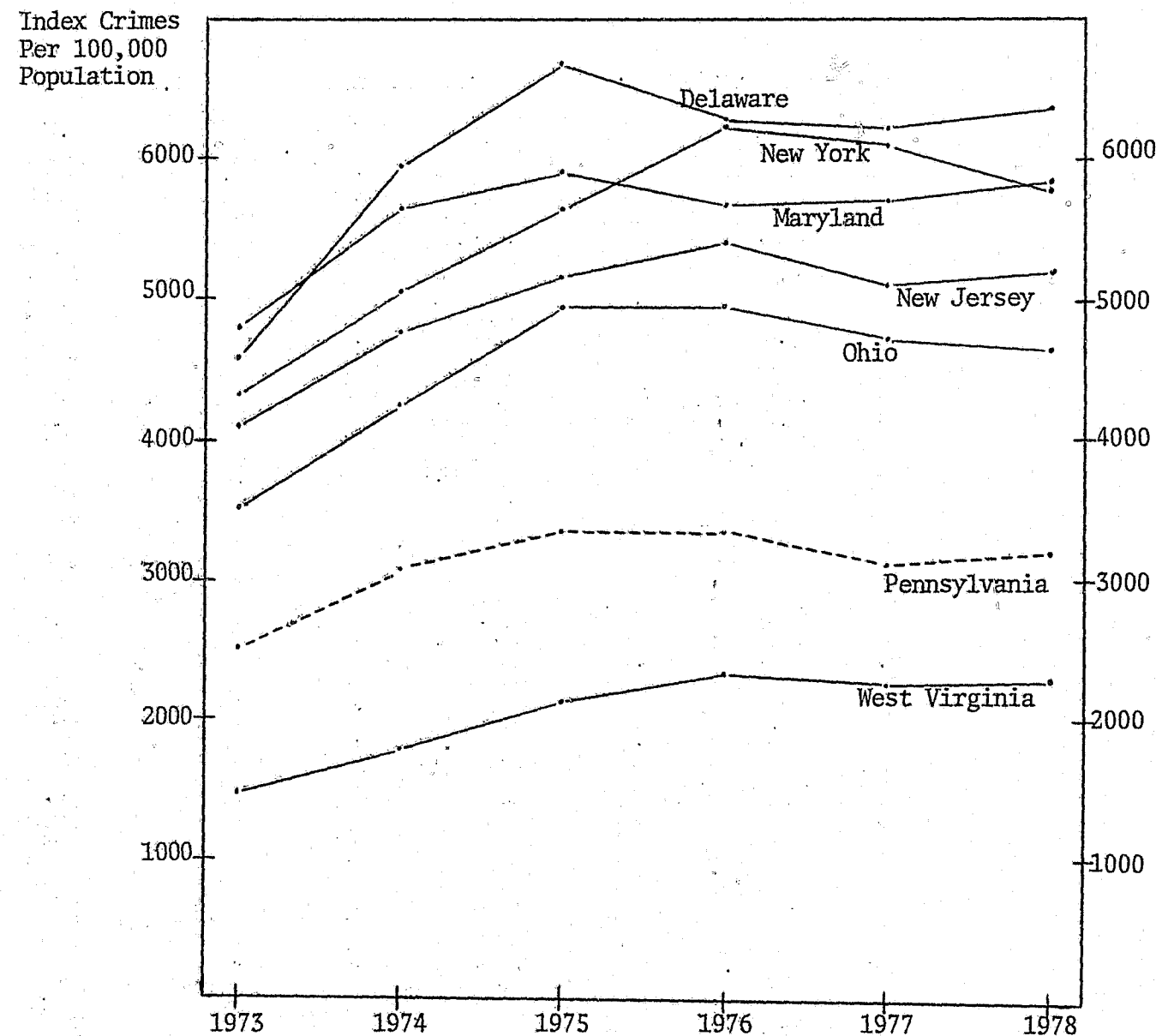
Index crimes include Murder, Rape, Robbery, Aggravated Assault, Burglary, Larceny, and Auto Theft.

Violent crimes include Murder, Rape, Robbery and Aggravated Assault.

Property crimes include Burglary, Larceny and Auto Theft.

SOURCE: F.B.I. Uniform Crime Report, 1978.

Figure I-E
INDEX CRIME RATE COMPARISONS
PENNSYLVANIA VERSUS NEIGHBORING STATES



Source: FBI Uniform Crime Reports, 1973-1978

SMSA AREA

Allentown-Bethlehem-Easton
Altoona
Binghamton
Erie
Harrisburg
Johnstown
Lancaster
Northeast
Philadelphia

Pittsburgh
Reading
Williamsport
York

PENNSYLVANIA COUNTIES COMPRISING SMSA AREA

Carbon, Lehigh, Northampton
Blair
Susquehanna
Erie
Cumberland, Dauphin, Perry
Cambria, Somerset
Lancaster
Lackawanna, Luzerne, Monroe
Bucks, Chester, Delaware, Montgomery,
Philadelphia
Allegheny, Beaver, Washington, Westmoreland
Berks
Lycoming
Adams, York

New Jersey and New York areas which are part of the above-mentioned SMSA areas are not included in this particular study.

Only twenty-eight of Pennsylvania's sixty-seven counties are in SMSA areas. Yet these twenty-eight counties account for 81 percent of Pennsylvania's population and 86 percent of reported index crimes. For these reasons it is important to look at these counties and their central cities in particular when considering the crime problem in Pennsylvania. In every instance the crime rate for the central cities is higher, and in most cases significantly higher, than their surrounding SMSA areas. The dwindling population base in our central cities tends to increase the central city crime rate per 100,000 residents even with no change in reported crimes. In the seventies, reductions in population occurred in thirteen of Pennsylvania's fifteen largest municipalities. Unfortunately, while the population base shrank, the number of reported crimes in most central city areas has increased.

Each SMSA area includes a core city and a suburban area which are simply the SMSA counties excluding the core city. Non-SMSA cities are smaller cities which do not meet the previously mentioned criteria for an SMSA core city. All remaining areas are considered non-SMSA rural.

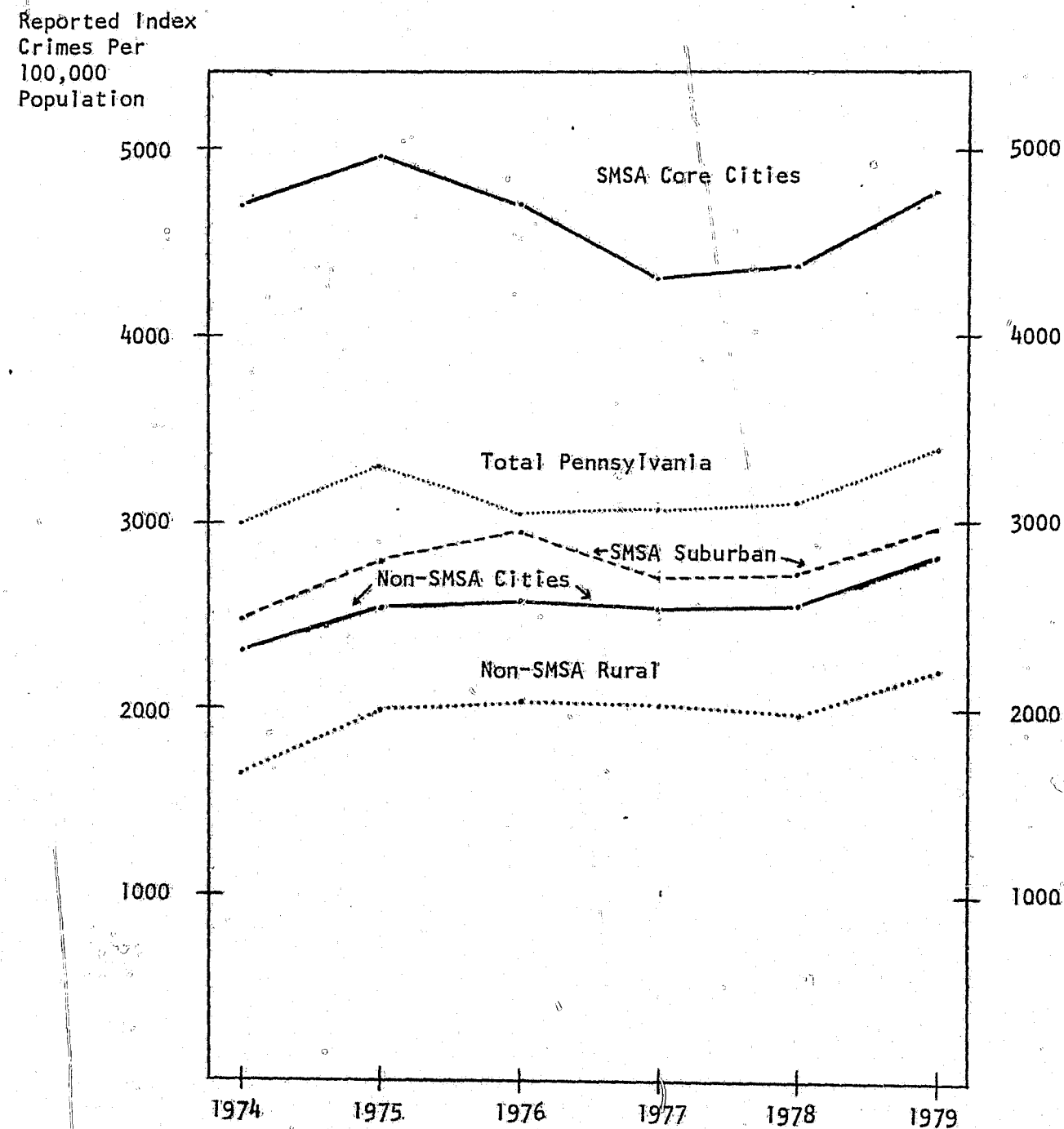
Figure I-F clearly illustrates the magnitude of the difference in index crime rate between SMSA core cities, non-SMSA cities, SMSA suburban areas and non-SMSA rural areas. Of all the central city areas, the most alarming crime rate occurs in Harrisburg. The Harrisburg crime rate is more than three times higher than its surrounding SMSA.

E. County and Municipality Crime Comparisons

Criminal justice planners and administrators sometimes wish to examine crime of specific counties and municipalities within Standard Metropolitan

Figure I-F

URBAN VS. RURAL INDEX CRIME RATE COMPARISON, 1974-1979



Source: Pennsylvania Uniform Crime Reports, 1974-1979.

Statistical Areas. The Pennsylvania Uniform Crime Report compiled by the Pennsylvania State Police, Bureau of Research and Development, provides annual figures which can be used to establish trends and make comparisons. For comparative purposes, rates are shown rather than the raw numbers for reported offenses, clearances and arrests. The reader interested in raw figures should refer to the Pennsylvania Uniform Crime Report. He will find the more heavily populated counties such as Philadelphia at the top of every offense category. In fact, Philadelphia led all other counties in the number of offenses reported for every Part I offense.

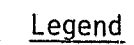
In addition to the more serious Part I offenses of murder, negligent manslaughter, rape, robbery, aggravated assault, burglary, larceny, and auto theft, the Pennsylvania Uniform Crime Reporting System identifies twenty other Part II offenses. Reported Part I and Part II crime rates are displayed by county in Figure I-G. During 1979, Forest County again led the sixty-seven counties in the rate of total offenses reported per 1,000 population. Dauphin and Centre counties boosted by high crime rates in Harrisburg and State College areas had the second and third largest total reported crime rate in the state. The largest concentration of counties with high total reported crime rates is in southeastern Pennsylvania. Bucks, Chester, Delaware, Montgomery and Philadelphia counties all suffer from high rates. The person looking for a relatively crime free haven in Pennsylvania should pitch his tent in either Wayne or Susquehanna counties in northeastern Pennsylvania.





Even though a county may have a high rate of offenses reported to police, the percentage of crimes cleared by arrest may not be as high. Bucks and Chester counties each have low Part I clearance rates along with high rates of reported Part I offenses. Perhaps criminals from the Philadelphia area, which has a high clearance rate, cross into Bucks and Chester counties to commit their offenses.

Figure I-H shows the rate at which persons were arrested for Part I offenses in each county during 1979. Many counties with high rates of reported crime also have high rates of arrest. Forest, Philadelphia and Dauphin counties, which rank first, sixth, and second in Part I crime rate rank first, second and third respectively in Part I arrest rates.

In 1979, the Pennsylvania Uniform Crime Reporting Program received annual reports from 1,009 police departments. Of course, the rates for reported offenses, clearances and arrests vary greatly from one municipality to another within counties.

Total Reported Offenses Per 1,000 Population, 1979



 0 - 49
  65 - 79
 50 - 64
  80 and over

Part I Arrests Per 10,000 Population, 1979

County	Arrests Per 10,000 Population
ALLEGHENY	62
ARMSTRONG	33
BEAVER	39
BUTLER	59
CAMBRIA	37
CARBON	40
CLARION	55
CLINTON	76
COLEMAN	30
COLUMBIA	69
DAUPHIN	143
DELAWARE	104
ELK	50
FAYETTE	51
GREENE	56
HUNTINGDON	48
INDIANA	34
JUNIATA	29
LANCASTER	72
LEBANON	86
LEHIGH	61
LUZERNE	49
MERCER	52
MONTGOMERY	90
MUNICIPALITY OF PITTSBURGH	101
NORTH AMPTON	60
NORTH HUNTERDON	57
PERRY	45
POTTER	59
SCHUYLKILL	57
SOMERSET	44
SULLIVAN	38
SUSQUEHANNA	41
WAYNE	43
WASHINGTON	60
WESTMORELAND	39
WILKES	58
WYOMING	103
YORK	84

Legend:



As with counties, the municipalities with large populations lead all offense categories. As can be seen in Table I-3, large urban municipalities have the most reported index crime. Philadelphia and Pittsburgh which contain 20 percent of Pennsylvania's population have over 27 percent of the state's reported index offenses and over 49% of the state's reported violent offenses (murder, rape, robbery and aggravated assault).

Table I-3

Reported Index Crimes, By Municipality, 1979

Rank	Municipality	County	Municipality Index Crimes
1	Philadelphia	Philadelphia	82,622
2	Pittsburgh	Allegheny	27,958
3	Harrisburg	Dauphin	6,610
4	Erie	Erie	6,315
5	Chester	Delaware	5,409
6	Allentown	Lehigh	5,213
7	Reading	Berks	4,459
8	Bristol Township	Bucks	4,365
9	York	York	4,255
10	Bensalem Township	Bucks	3,685
11	Scranton	Lackawanna	3,647
12	Upper Darby Township	Delaware	3,514
13	Lancaster	Lancaster	3,309
14	Abington Township	Montgomery	2,678
15	Norristown	Montgomery	2,520
16	Lower Merion Township	Montgomery	2,496
17	Middletown Township	Bucks	2,442
18	Williamsport	Lycoming	2,423
19	Bethlehem	Northampton	2,409
20	Cheltenham Township	Montgomery	2,235
21	Wilkes-Barre	Luzerne	2,048
22	Millcreek Township	Erie	1,975
23	Altoona	Blair	1,900
24	Monroeville	Allegheny	1,892
25	McKeesport	Allegheny	1,740

Source: Pennsylvania Uniform Crime Report, 1979.

A more accurate reflection of the true crime problem in these areas can be obtained by looking at both raw crime figures and crime rates.

The list of Pennsylvania municipalities with high crime rates in Table I-4 reveals no fewer than nine areas which were also listed as having high numbers of reported index crime in Table I-3.

These areas, in particular, should receive special consideration in criminal justice planning and crime reduction efforts: Harrisburg, Chester, Bristol Township, York, Bensalem Township, Lancaster, Norristown, Middletown Township, Williamsport and Monroeville.

F. The Victim of Crime

The last three sections of this report have devoted themselves to differences in the incidence of crime between geographic regions. There are also substantial differences in the types of people victimized within any given area. Little victimization data was available prior to the victimization surveys conducted by the Law Enforcement Assistance Administration, National Criminal Justice Information and Statistics Service. These continuing surveys assess the character and extent of selected forms of criminal victimization by age, race, sex and geographic region. The incidence of personal crimes of violence and personal crimes of theft was found to be relatively greater among younger persons, blacks, males and city residents.

Figures I, J, K and L display victimization rates for four geographic area (United States, Pennsylvania, Philadelphia and Pittsburgh). Victimization rates for crimes of violence were significantly higher for Philadelphia and Pittsburgh. These findings concur with Uniform Crime Report Statistics which show much higher violent crime rates in these cities and urban areas in general.

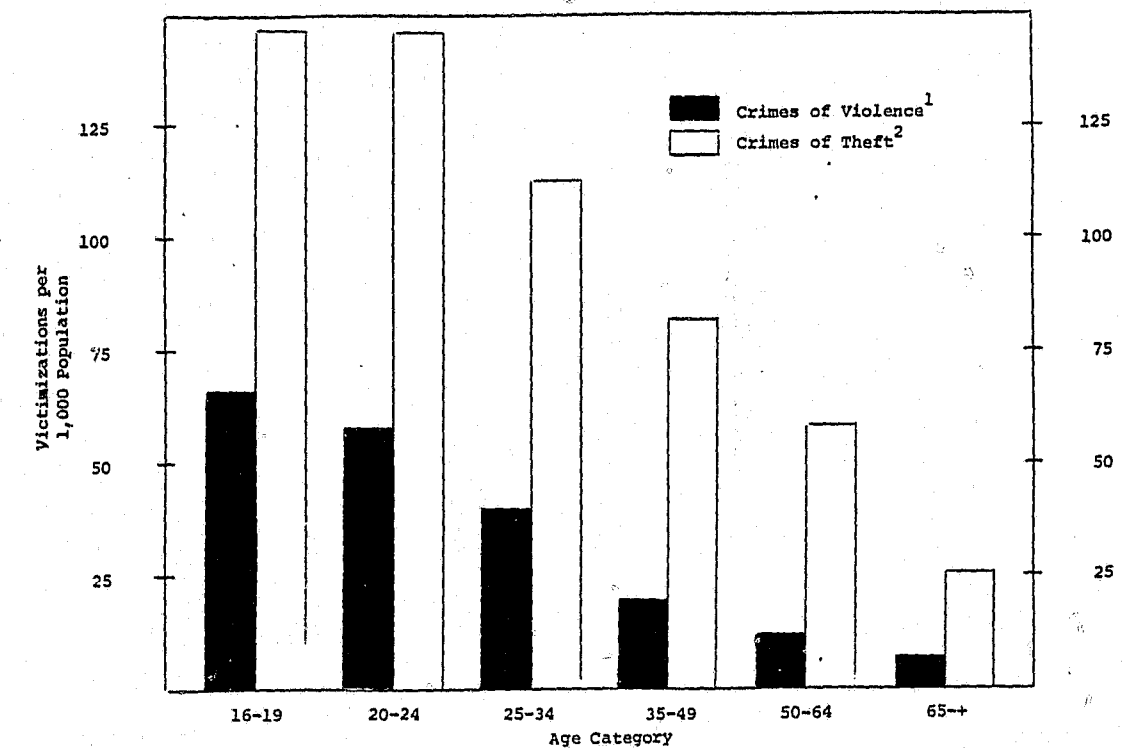
Even though victimization rates differ from area to area, the same general age distribution appears in most of the victimization survey reports. Younger people (12-24) are the most frequently victimized while elderly persons (65 and over) were generally found to be the least likely age group to be victimized. It is believed that the elderly are victimized less often because they are more fearful of being victimized and take more precautions. Some elderly persons are so fearful of crime that they do not leave their homes alone at night. In the spring of 1980, the Pennsylvania Commission on Crime and Delinquency completed a report on the elderly and the effect of crime on their lives. Highlights of this report can be found in a later section. Victimization rates for other victim characteristics such as marital status, income, and employment status are displayed in Figure M. In the United States persons who are either unemployed or are divorced or separated are much more likely to be a victim of a crime of violence. Other subgroups with higher than average victimization rates are men, young persons ages 16-19, Blacks, Hispanics, poor people and service workers.

Table I-4
PENNSYLVANIA MUNICIPALITIES WITH HIGH CRIME
RATES AND AT LEAST 5000 POPULATION

Municipality	County	1979 Index Crime Rate/100,000
1. Harrisburg	Dauphin	12,120.4
2. Chester	Delaware	10,852.5
3. Bensalem Twp.	Bucks	10,274.6
4. Media	Delaware	9,703.4
5. York	York	9,070.2
6. Caln Twp.	Chester	8,281.0
7. Quakertown	Bucks	7,917.2
8. Norristown	Montgomery	7,389.2
9. West Chester	Chester	6,992.7
10. Easton	Northampton	6,868.2
11. Swatara Twp.	Dauphin	6,789.0
12. Williamsport	Lycoming	6,646.9
13. Middletown Twp.	Bucks	6,639.3
14. W. Whiteland Twp.	Chester	6,635.9
15. Bristol Twp.	Bucks	6,623.1
16. Bristol Borough	Bucks	6,394.1
17. Pottstown	Montgomery	6,262.2
18. Chambersburg	Franklin	6,257.0
19. S. Strabine Twp.	Washington	6,190.0
20. Braddock Borough	Allegheny	6,121.4
21. Lancaster	Lancaster	6,095.7
22. Monroeville	Allegheny	6,073.6
23. Homestead Borough	Allegheny	5,940.6
24. East Stroudsburg	Monroe	5,858.6
25. Jenkintown	Montgomery	5,845.5

SOURCE: Pennsylvania Uniform Crime Report, 1979.

Figure I-I
PERSONAL CRIMES: UNITED STATES VICTIMIZATION RATES FOR PERSONS AGE 16 AND
OVER, BY TYPE OF CRIME AND AGE OF VICTIMS



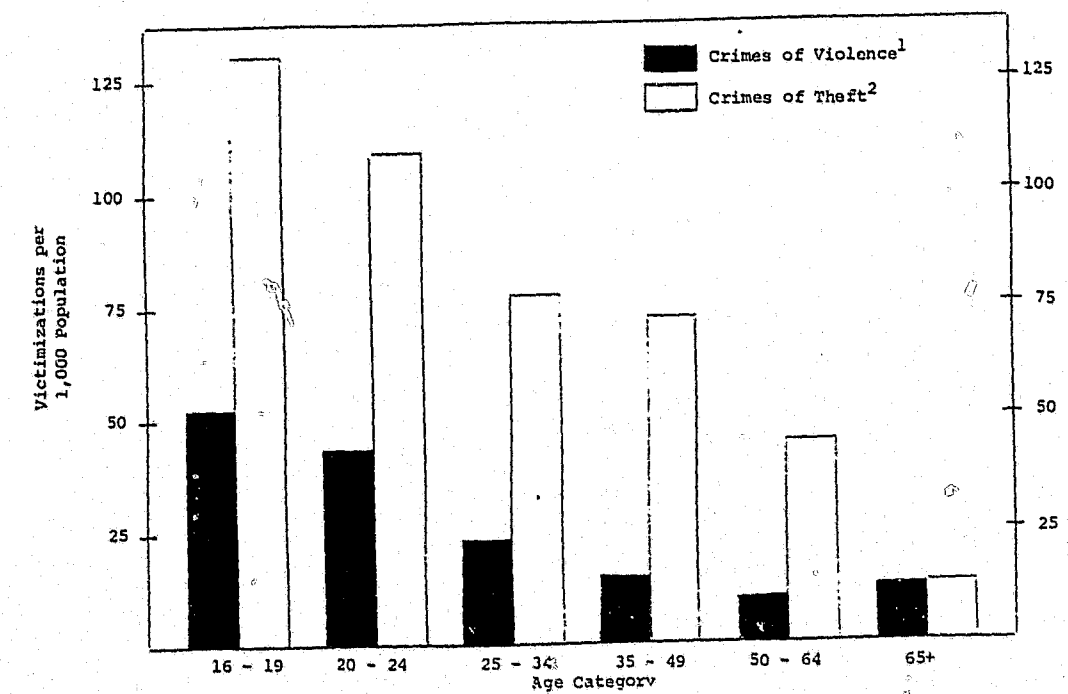
¹Includes rape, robbery and assault.

²Includes personal larceny both with and without contact.

SOURCE: Criminal Victimization in the United States, 1976.

Figure I-J

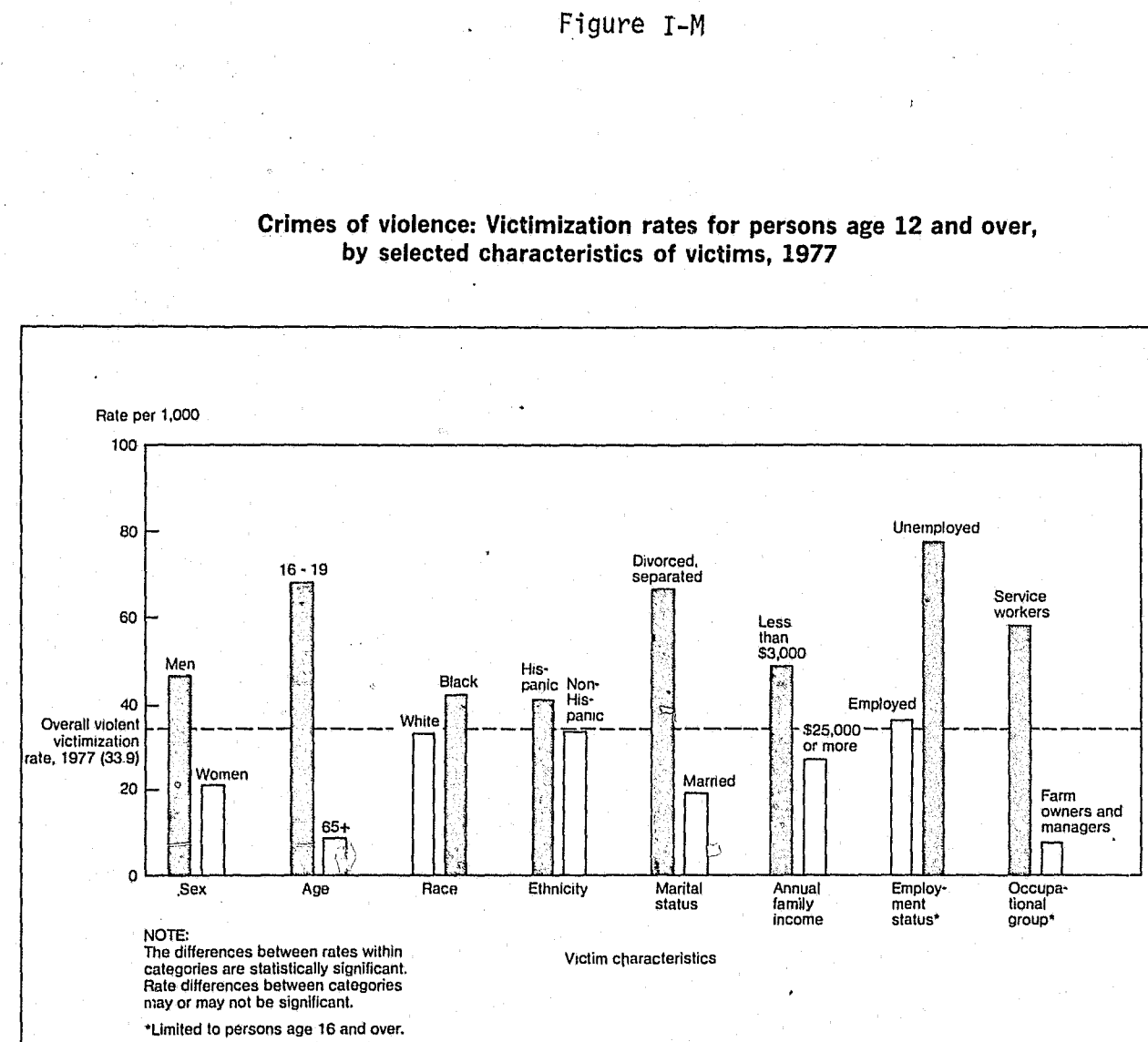
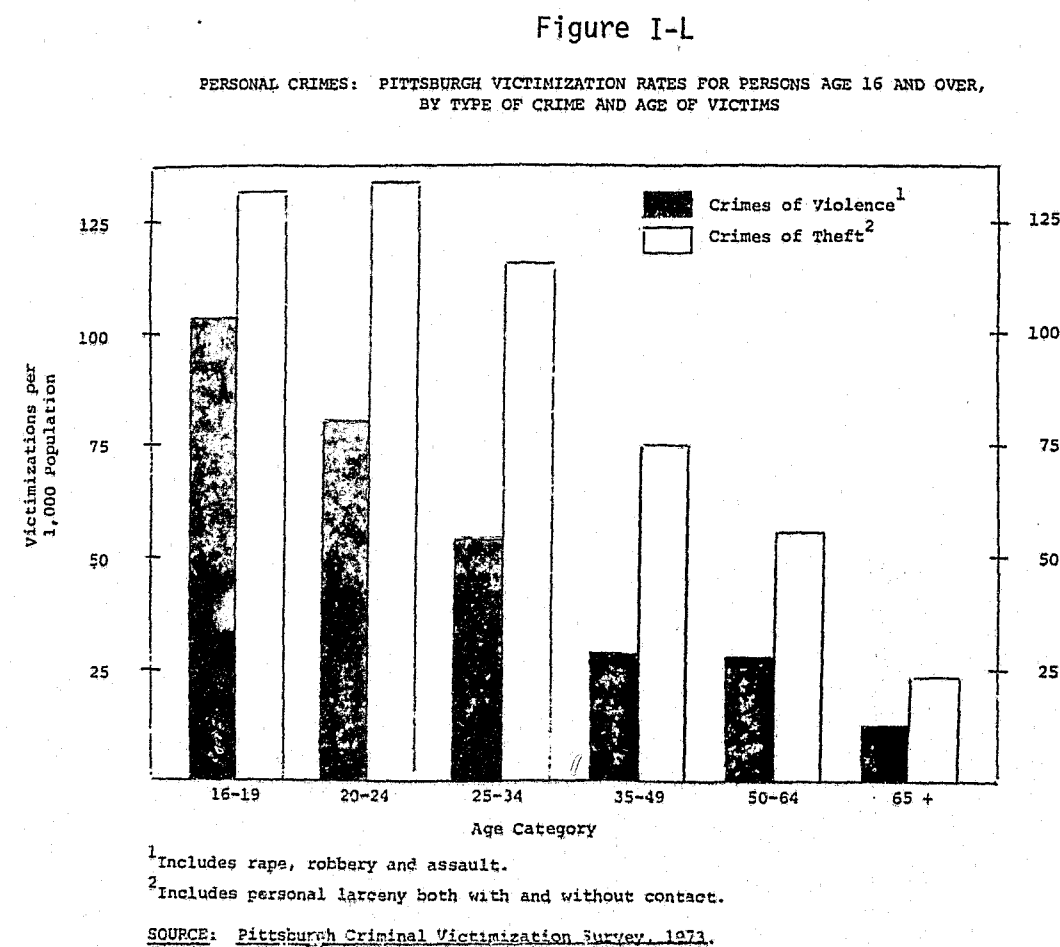
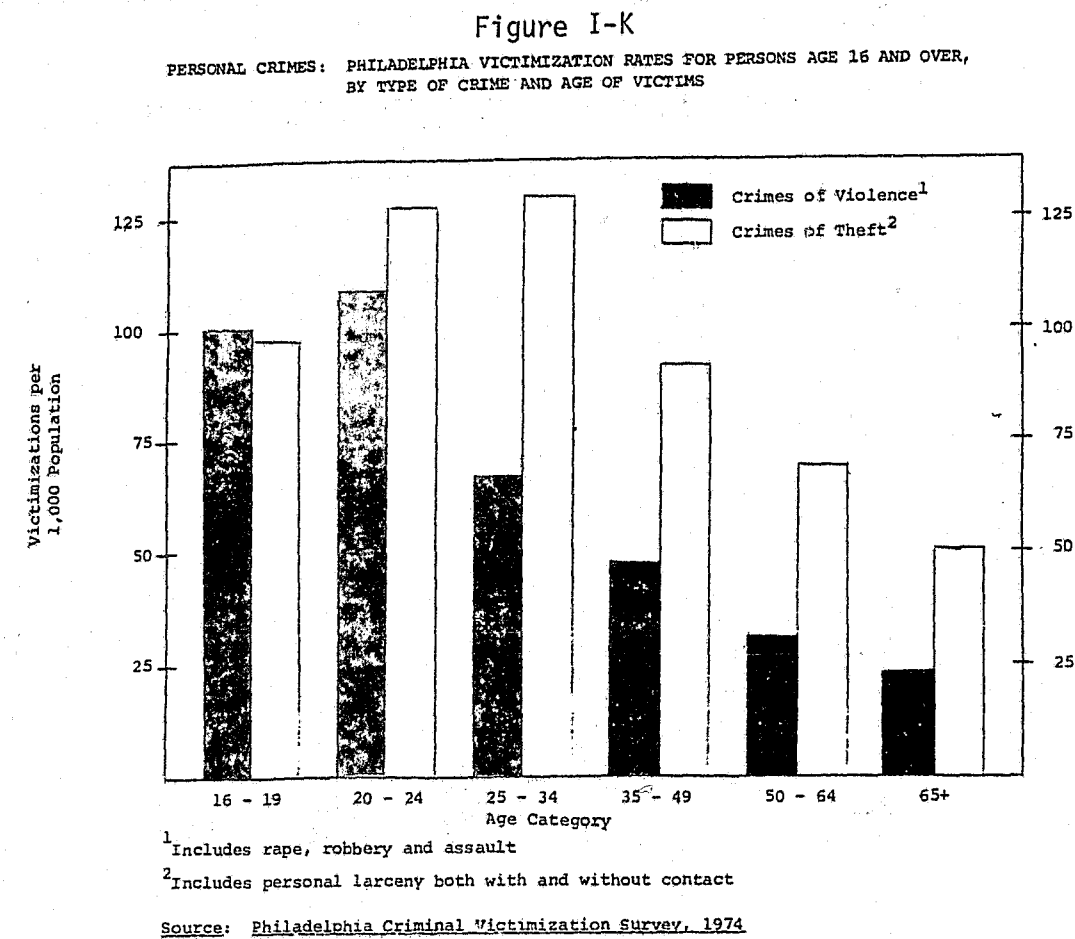
PERSONAL CRIMES: PENNSYLVANIA VICTIMIZATION RATES FOR PERSONS AGE 16 AND OVER,
BY TYPE OF CRIME AND AGE OF VICTIMS



¹Includes rape, robbery and assault

²Includes personal larceny both with and without contact

Source: Pennsylvania Subsection of the National Crime Survey, 1978



Source: Criminal Victimization in the United States, 1977.

G. Future Trends of Crime in Pennsylvania

Crime remains a social problem of grave concern to many. Whether or not this concern can be effectively transformed into a significant reduction in the incidence of crime in Pennsylvania remains to be seen. Presently, Pennsylvania is experiencing its highest level of reported crimes. During the 1970's, reported index crime increased over 60 percent. The 64 percent increase in arrests (1970-1979), the 44 percent increase in clearances (1973-1979), and the 44 percent increase in reported Part II offenses (1973-1979) confirm this upward trend. While some of this increase can be attributed to an increased number of departments reporting to the Uniform Crime Reporting System of the Pennsylvania State Police, the majority of the increase is an actual increase in the incidence of crime.

However, there are positive indicators which show that crime may decrease in the very near future. With birth rates declining, the number of Pennsylvanians entering the crime prone years is also declining. In fact, arrests of juveniles has already peaked. Juvenile arrests reached a 1975 peak of 164,461 and have decreased steadily each year since. Table I-5 illustrates this dramatic turnabout in juvenile arrests.

The Pennsylvania Commission on Crime and Delinquency projects that adult arrests will experience a similar peaking in the early 1980's followed by a gradual decline. The peak in adult arrests in the early 1980's displayed in Figure I-N will roughly correspond to the peaks in other variables used to measure crime such as reported offenses, total arrests and total clearances. All of these variables should experience a gradual reduction during the latter part of the 1980's.

Statistics indicate that we are presently at a crossroads. Whether or not crime will actually peak in the early 1980's and begin a gradual decrease remains to be seen. It is possible that factors such as inflation might lead to an increased criminality among the decreasing crime-prone age population. However, based on information available at the time of the printing of this report, it appears that a reduction is in store for crime in Pennsylvania.

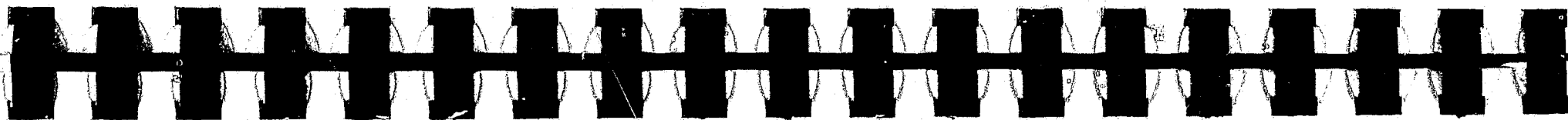


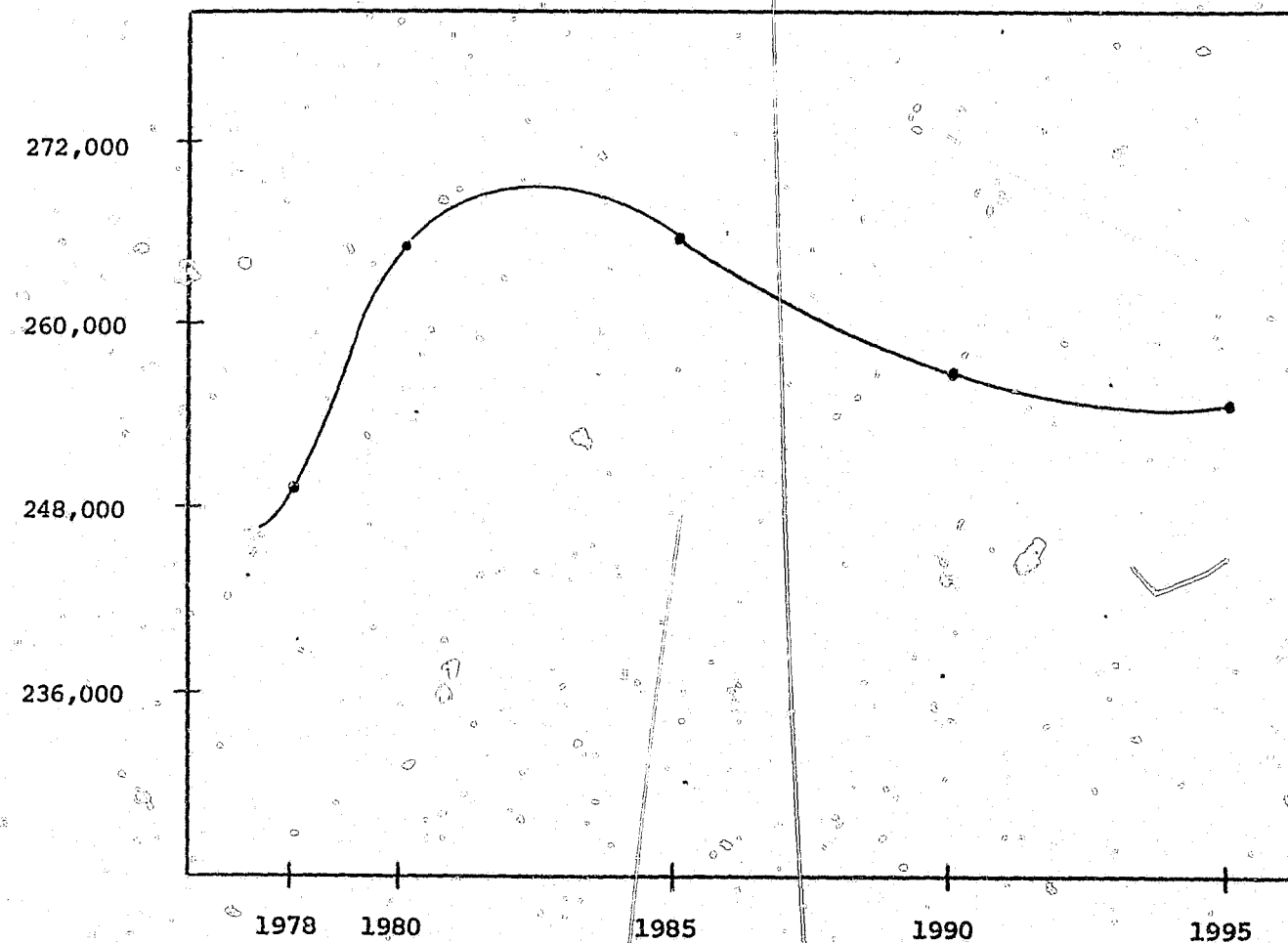
Table I-5
JUVENILE ARRESTS, 1970-1979

	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
Total	82,571	91,773	112,169	119,327	159,607	164,461	154,530	152,642	144,931	138,564
Part I	24,464	22,563	22,006	25,350	39,703	43,857	40,574	39,367	40,157	40,068
Status ¹	18,993	21,830	43,652	46,755	48,253	47,881	32,800	28,066	28,754	24,452
Other Part II	39,114	47,380	46,511	47,222	71,651	72,723	81,156	85,209	76,020	74,044

Source: Pennsylvania Uniform Crime Reports, 1970-1979.

¹Includes curfew and loitering violations plus runaways.

Figure I-N
Pennsylvania Adult Arrest Projections,
1980-1995



Source: An Analysis of the Adequacy of our Current State Correctional Facilities Now and in the Future, Pennsylvania Commission on Crime and Delinquency.

H. Summary-Volume of Crime in Pennsylvania

Throughout the majority of the 1970's, crime has been on the upswing in Pennsylvania. Between 1973 and 1979 the numbers of reported offenses and offenses cleared increased 44 percent. During the same period of time, arrests increased 43 percent. Reported liquor law violations, simple assaults, fraud and vandalism all increased over 100 percent. In 1979, there were record numbers of total reported offenses, offenses cleared and persons arrested.

Even though reported crime in Pennsylvania has reached its highest level ever, the Pennsylvania crime rate is much lower than many other states. In fact, Pennsylvania's index crime rate ranks 45th among the 50 states.

Analyses of crime in Pennsylvania Standard Metropolitan Areas, counties and municipalities found the most severe crime problems in cities and surrounding urban areas. Harrisburg city and Harrisburg SMSA had the highest crime rates of all cities and SMSA areas respectively. Ten municipalities were identified as having large amounts of crime and high crime rates thus deserving special consideration in criminal justice planning and crime reduction efforts. These municipalities are Harrisburg, Chester, York, Lancaster, Norristown, Williamsport, Monroeville, Bristol Township, Bensalem Township and Middletown Township.

Crime in Pennsylvania may decrease in the very near future. With birth rates declining, the number of Pennsylvanians entering the "crime prone" years is also declining. Juvenile arrests have already begun to drop and adult arrests are projected to peak in the early 1980's followed by a gradual decline.

SECTION II - JUVENILE JUSTICE

A. The Changing Pennsylvania Population

During the 1970's the population of Pennsylvania dropped by over 60,000. Figure II-A shows that this reduction in population has not been uniform throughout the Commonwealth. Large net losses in population from Pennsylvania's two major urban centers (Philadelphia and Pittsburgh) have more than offset net gains in 46 other counties during the 1970's.

During this period the juvenile population (ages 0-17) in Pennsylvania has dropped much more sharply than the population as a whole. Due primarily to declining birth rates, there were 700,000 fewer juveniles in Pennsylvania in 1979 than in 1970. Figure II-B shows that during 1970 the most populous age group in Pennsylvania was in ages 5-14. While the 15-24 year age group was the largest in 1979, this figure is further evidence of the declining birth rates in Pennsylvania.

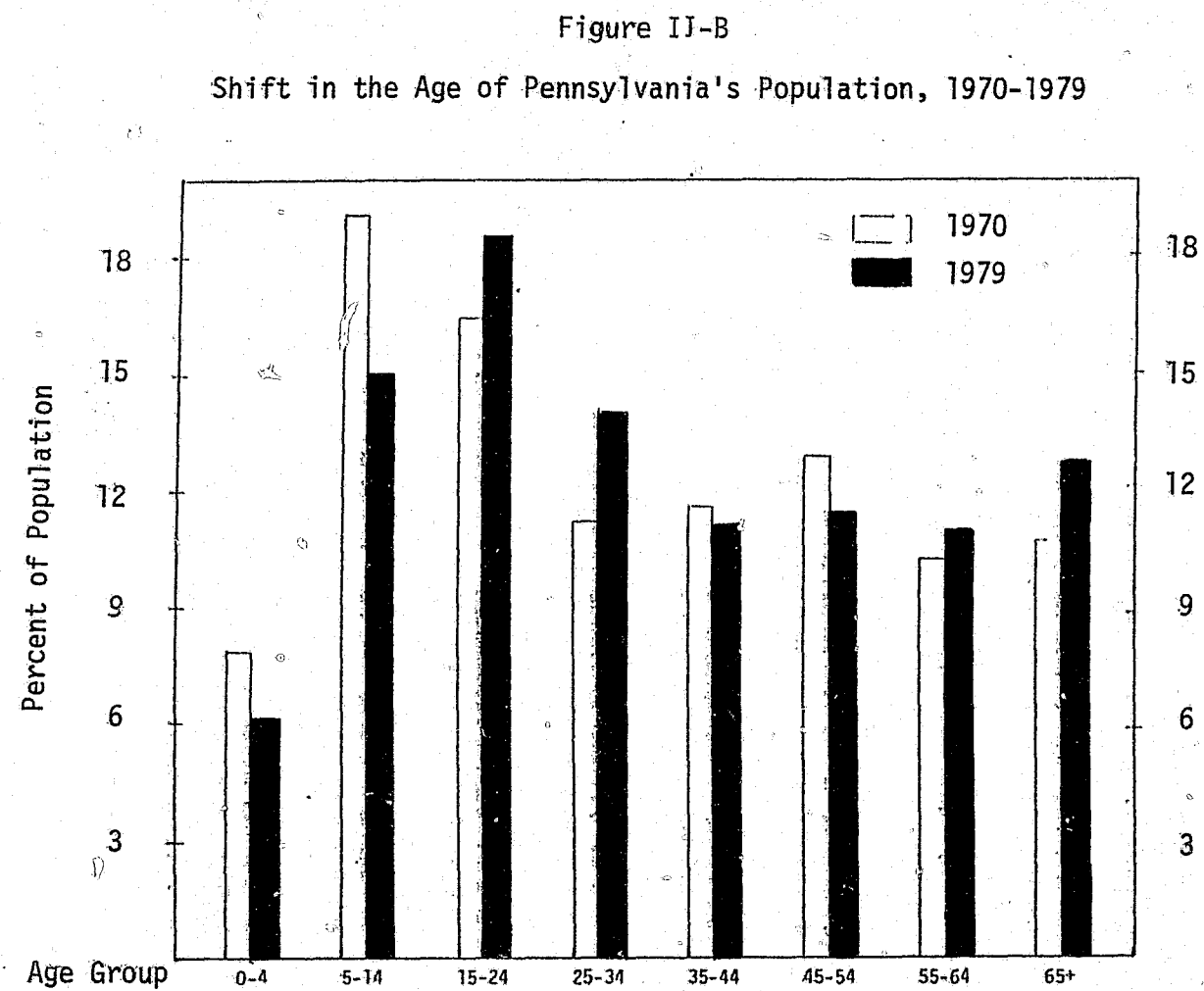
B. Juvenile Arrests

Over the past six years arrests of juveniles for non-status offenses has remained relatively constant. Status arrests have fallen by approximately 50 percent during the past five years and have accounted for the drop of 25,000 juvenile arrests that has occurred in all categories over this period (Figure II-C).

Juvenile arrests accounted for over one-third of all arrests in Pennsylvania. There were 138,572 juvenile arrests in Pennsylvania with only 29 percent entering the juvenile courts where approximately 50 percent were adjudicated. This represents less than two-thirds of 1 percent of the total juvenile population that requires any substantial investment of juvenile court time and energy.

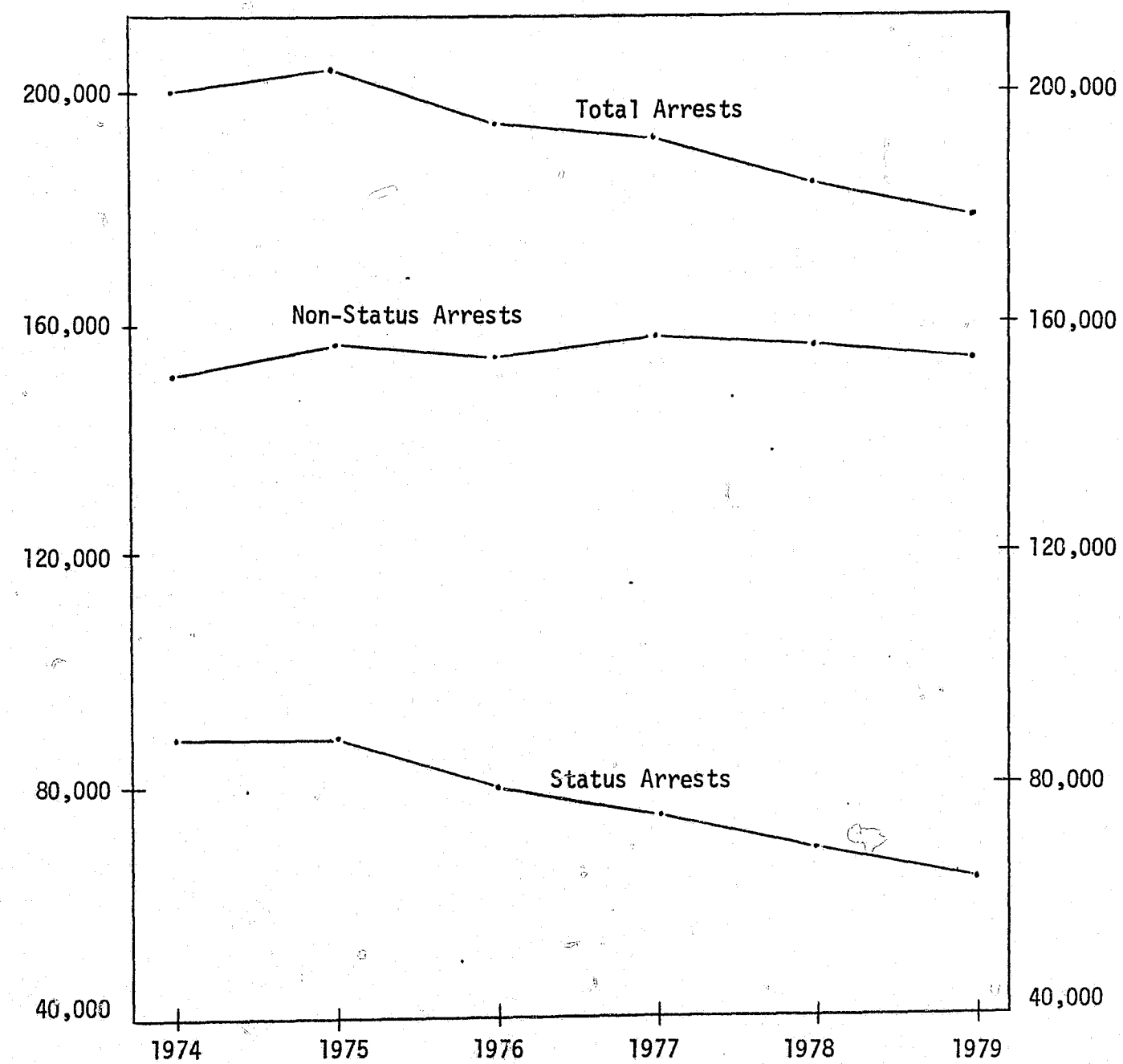
While Philadelphia has less than 15 percent of Pennsylvania's juvenile population, Philadelphia juveniles accounted for over 51 percent of juvenile arrests for violent offenses in 1979 (Figure II-D).

Although crime is not the private domain of any age group, the great majority of offenses are committed by individuals between ages 15 and 24. Over 61 percent of all arrests were of individuals in this "crime prone" age group. Figure II-E shows the age level at which the most arrests occur for each of 25 different offenses. Generally, there is a steady escalation in arrests in younger age levels and a



Source: U. S. Department of Commerce, Bureau of the Census.

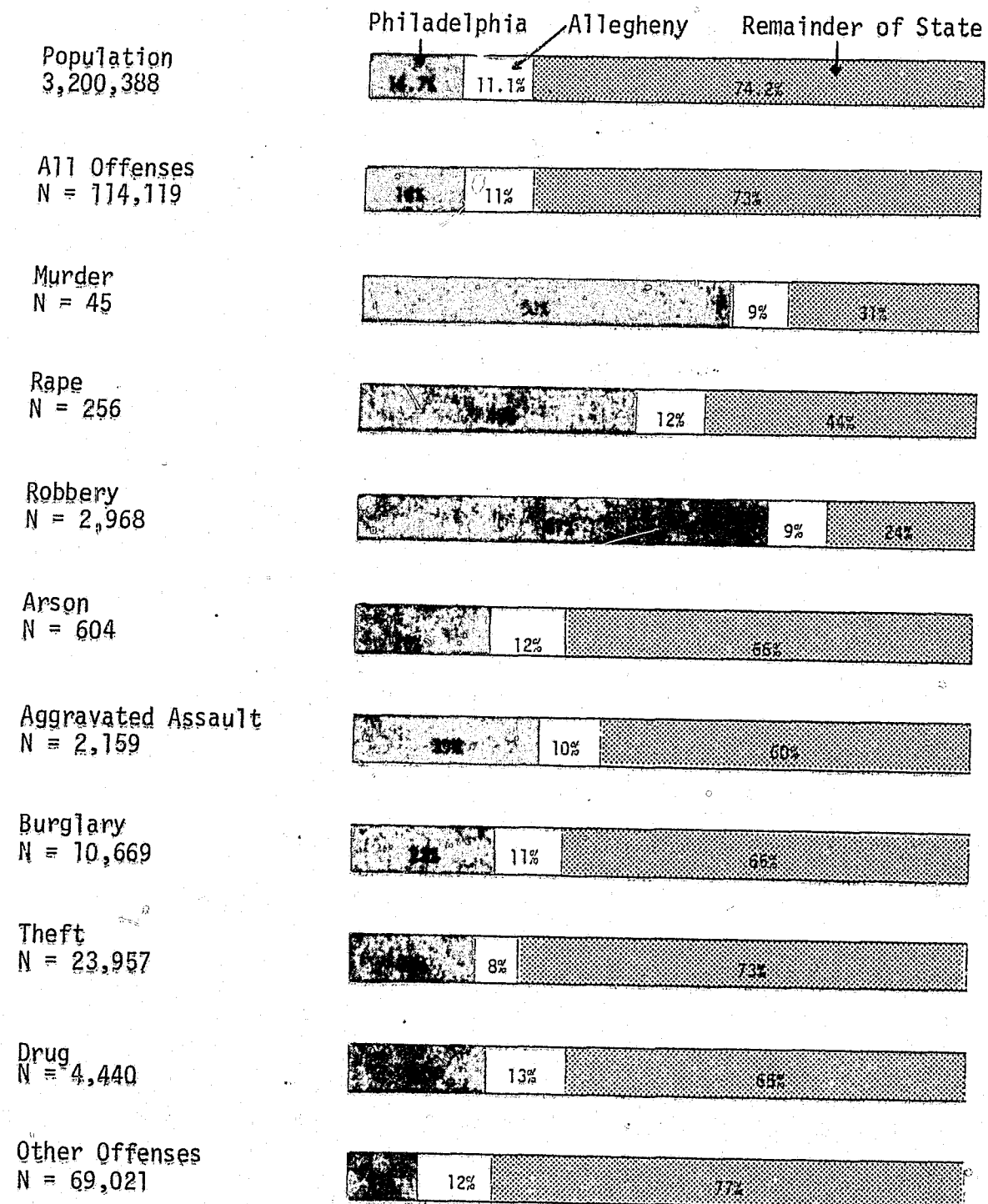
Figure II-C
Juvenile Arrests, 1974-1979



Source: Pennsylvania Uniform Crime Report, 1979.

Figure II-D

Juvenile Delinquency Arrests, by Offense, Pennsylvania, 1979



Source: Juvenile Court Judges' Commission.

Figure II-E

Modal Age of Arrest, by Offense, Pennsylvania, 1979

	Juveniles			Adults						
	15	16	17	18	19	20	21	22	23	24
Murder.....							X	X		
Manslaughter.....							X			
Rape.....				X						
Robbery.....			X							
Assault.....			X							
Burglary.....		X								
Theft.....		X								
Arson.....	X									
Forgery.....								X		
Fraud.....										X
Stolen Property.....		X								
Vandalism.....			X							
Weapons.....			X						X	
Prostitution.....										X
Sex Offenses.....	X									
Drug Abuse.....			X							
Gambling.....					X					
Offense Against Family...		X								
Driving Under Influence..							X			
Liquor Laws.....				X						
Drunkenness.....				X			X			
Disorderly Conduct.....				X						
Vagrancy.....				X						
Loitering, Curfew*.....		X								
Runaway*.....	X									
All Offenses.....			X							

*Offenses for which only juveniles may be arrested.

Source: Pennsylvania Uniform Crime Report, 1979.

steady decline in arrests in age groups following the modal age. Arrests for weapons offenses were bimodal (ages 17 and 23 had the same number of arrests).

C. Juvenile Court Activity, 1979

1. Cases Processed (Figure II-F)

Over twenty-one thousand (53%) of the juveniles processed in juvenile court in 1979 were handled by an adjudication hearing. Over thirteen thousand (34%) were handled informally and over 5500 (14%) were handled by a consent decree.

Of over forty-thousand cases processed during 1979, 89 percent did not require placement or other transfers of custody. A summary of all dispositions is shown in Table II-1. A listing of cases processed by county is shown on Table II-2.

2. Referrals

As shown in Figure II-G, non-delinquent referrals to juvenile court via the county juvenile probation offices have declined by over 60 percent during the past four years. Delinquency referrals are marginally down, 6 percent, during this period. Total juvenile referrals are down by one-sixth since the peak year of 1975.

Figure II-H shows that during 1975 the 65 non-metropolitan counties of the state comprised less than 40 percent of Pennsylvania's referrals of delinquency. Four years later during 1979, these counties received over 50 percent of all delinquency referrals in the state.

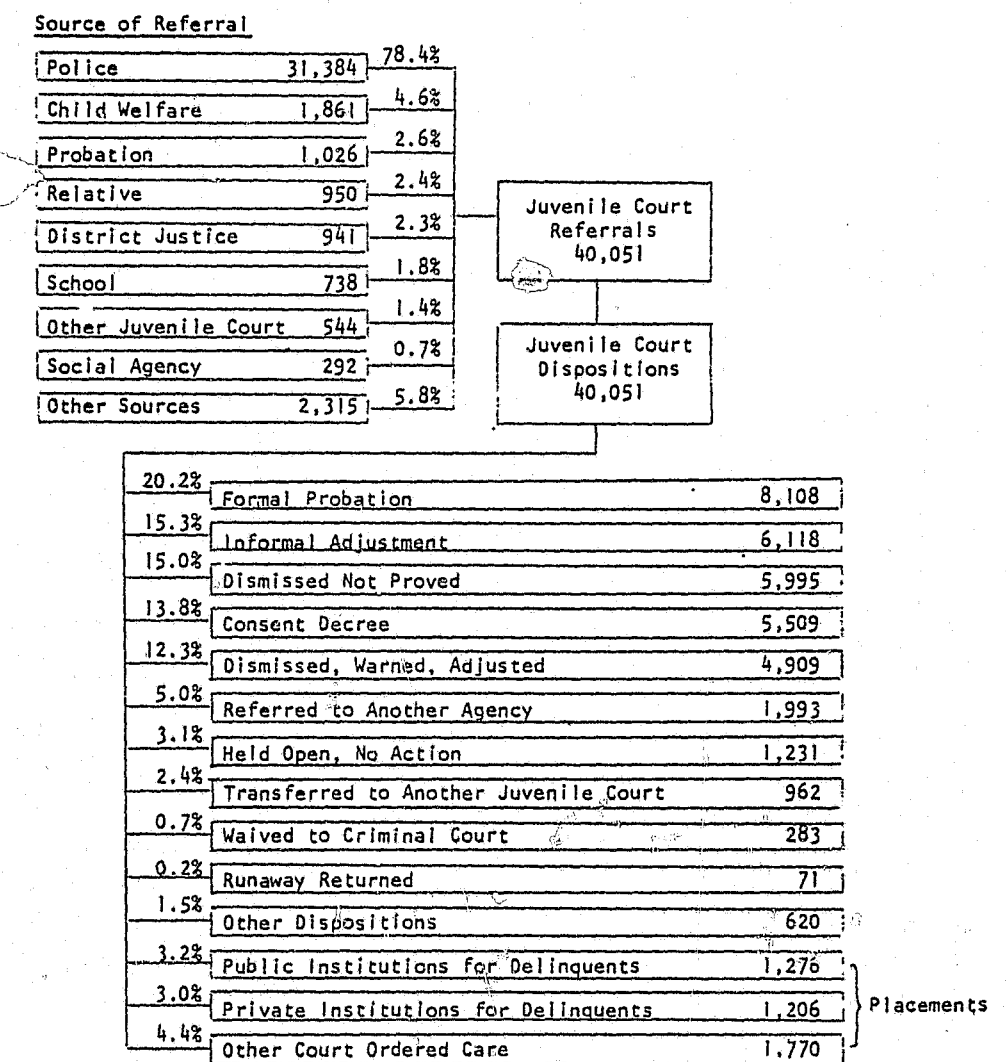
Table II-3 presents the total number of cases processed by reason of referral. Figure II-I shows referral rates by county. Philadelphia and Forest counties have by far the highest juvenile court referral rates in the state. Table II-4 shows the referrals to juvenile court by source of referral.

During 1979, police departments in Pennsylvania arrested, handled within their departments, and then released 51,533 juveniles. This exceeds the number of children referred by the police to either a juvenile probation office or to a welfare agency.

Of over 40,000 referrals to juvenile probation offices, approximately one-half were dismissed or received an informal adjustment. Another one-third received either formal probation or consent decrees. Finally, about 10 percent of referrals received commitments or other court ordered care.

Figure II-F

Juvenile Criminal Justice Activity Flow Chart, 1979



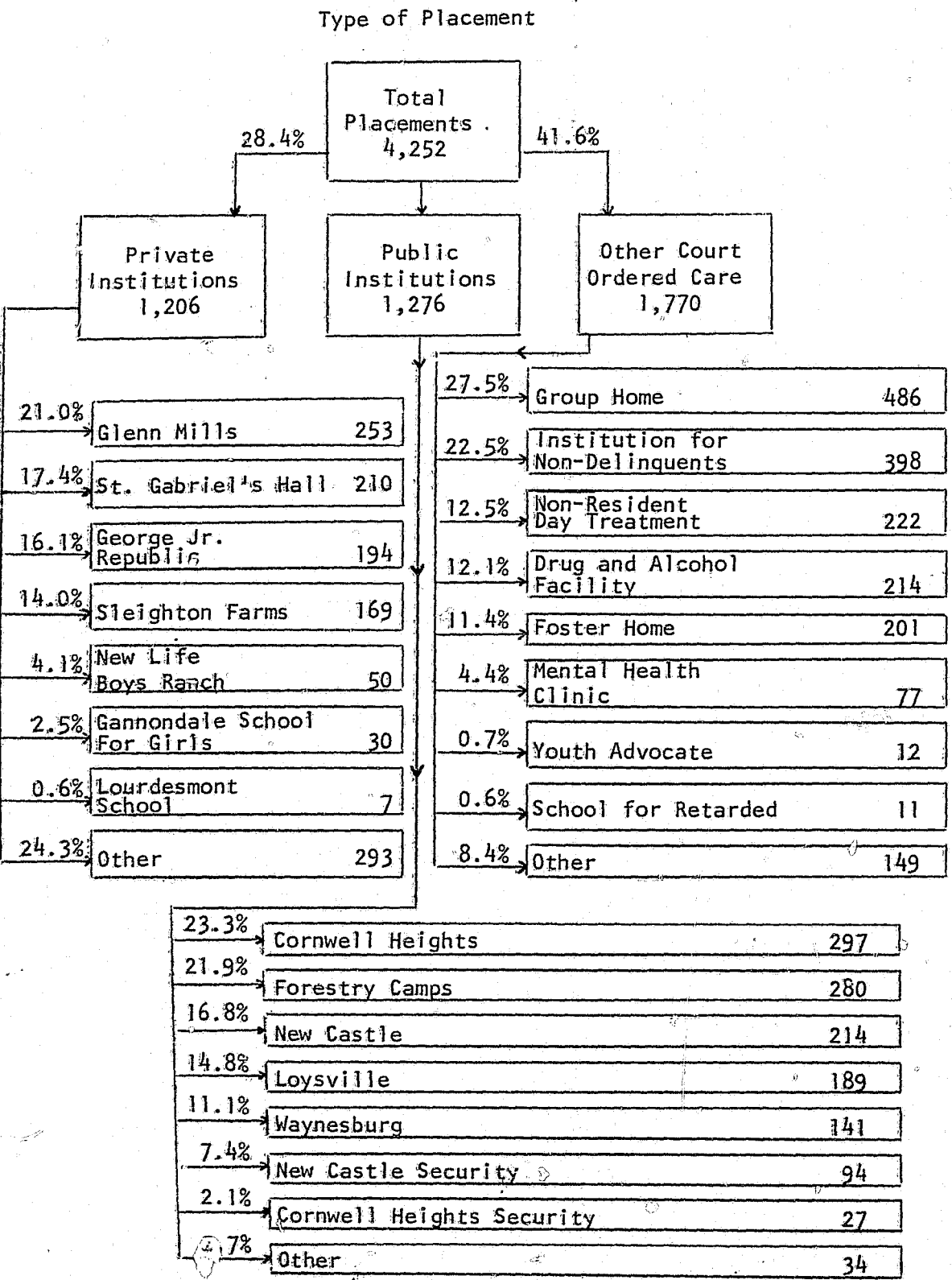
Source: Juvenile Court Judges' Commission, Pa. Juvenile Court Dispositions, 1979.

CONTINUED

1 OF 5

Figure II-F

Juvenile Criminal Justice Activity Flow Chart (cont'd)



Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

Table II-1

DISPOSITION SUMMARY, JUVENILE COURT CASES, 1979

Type of Disposition	Number	Percent
Total cases processed	40,051	100.0
Dismissed, not proved	5,995	15.0
Waived to criminal court	283	0.7
Dismissed, warned, adjusted	4,909	12.2
Probation	8,108	20.2
Referred to other agency/individual for supervision, service	1,993	5.0
Informal adjustment	6,118	15.3
Consent decree	5,509	13.8
Public institutions for delinquents	1,276	3.2
Private institutions for delinquents	1,206	3.0
Other court ordered care	1,770	4.4
All other dispositions	2,884	7.2

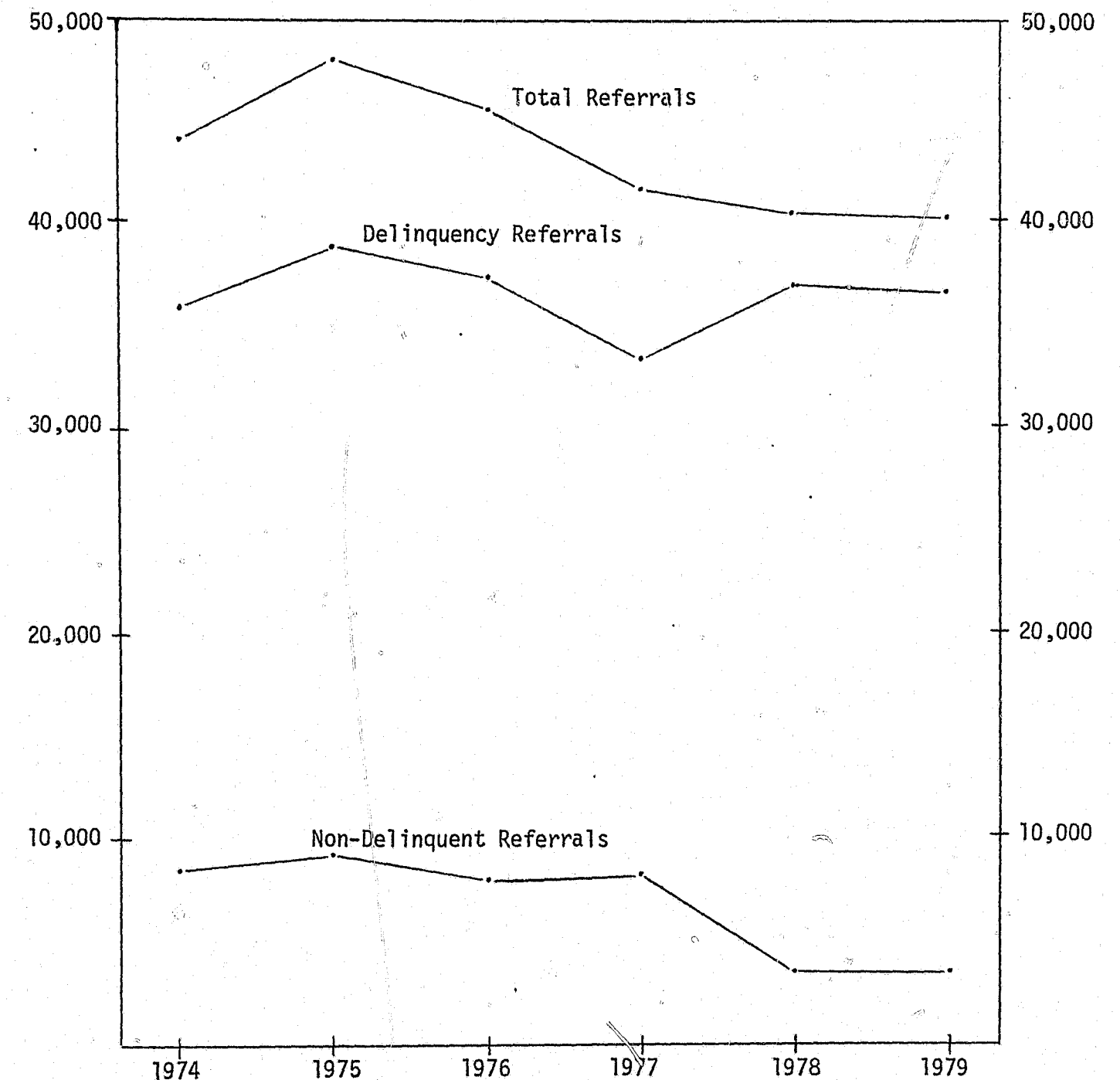
Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

Table II-2:
Total Cases Processed in Juvenile Court During 1979

County	Total	Percent of Total	Rank
Adams	125	0.31	38
Allegheny	6,731	16.81	2
Armstrong	192	0.48	32
Beaver	553	1.38	15
Bedford	81	0.20	50
Berks	510	1.27	16
Blair	184	0.46	33
Bradford	120	0.30	40
Bucks	856	2.14	6
Butler	429	1.07	20
Cambria	390	0.97	21
Cameron	30	0.07	62
Carbon	92	0.23	48
Centre	134	0.33	37
Chester	457	1.14	18
Clarion	88	0.17	52
Clearfield	232	0.58	30
Clinton	103	0.26	45
Columbia	91	0.23	49
Crawford	280	0.70	26
Cumberland	555	1.39	14
Dauphin	685	1.71	11
Delaware	1,501	3.75	3
Elk	53	0.13	55
Erie	776	1.94	8
Fayette	486	1.21	17
Forest	36	0.09	60
Franklin	242	0.60	29
Fulton	32	0.08	61
Greene	124	0.31	39
Huntingdon	98	0.24	46
Indiana	171	0.43	34
Jefferson	107	0.27	43
Juniata	41	0.10	59
Lackawanna	294	0.73	25
Lancaster	853	2.13	7
Lawrence	194	0.49	31
Lebanon	250	0.62	28
Lehigh	437	1.09	19
Luzerne	763	1.91	9
Lycerning	327	0.82	23
McKean	109	0.27	42
Mercer	252	0.63	27
Mifflin	22	0.05	63
Monroe	104	0.26	44
Montgomery	1,340	3.35	4
Montour	18	0.04	64
Northampton	564	1.41	13
Northumberland	315	0.79	24
Perry	62	0.15	54
Philadelphia	14,140	35.30	1
Pike	14	0.03	65
Potter	63	0.16	53
Schuylkill	387	0.97	22
Snyder	42	0.10	58
Somerset	165	0.41	35
Sullivan	13	0.03	66
Susquehanna	45	0.11	57
Tioga	118	0.29	41
Union	46	0.11	56
Venango	94	0.23	47
Warren	148	0.37	36
Washington	697	1.74	10
Wayne	13	0.03	67
Westmoreland	908	2.27	5
Wyoming	75	0.19	51
York	614	1.53	12
TOTAL	40,081	100.00%	-

Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

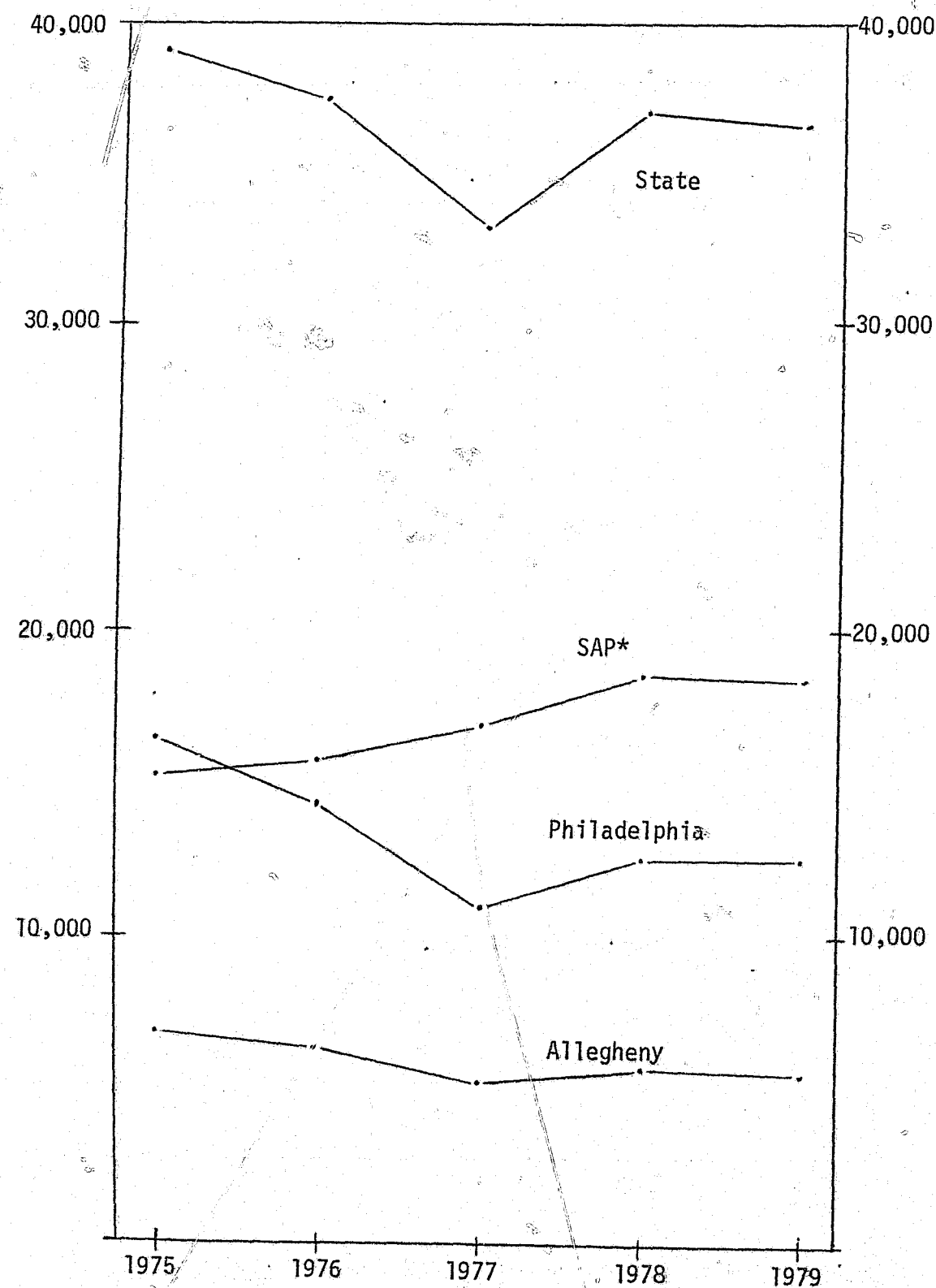
Figure II-6
Referrals to Juvenile Court, Pennsylvania, 1974-1979



Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

Figure II-H:

Delinquent Referrals, by Region, 1975-1979, Pennsylvania



*SAP refers to Pennsylvania excluding Allegheny and Philadelphia.

SOURCE: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

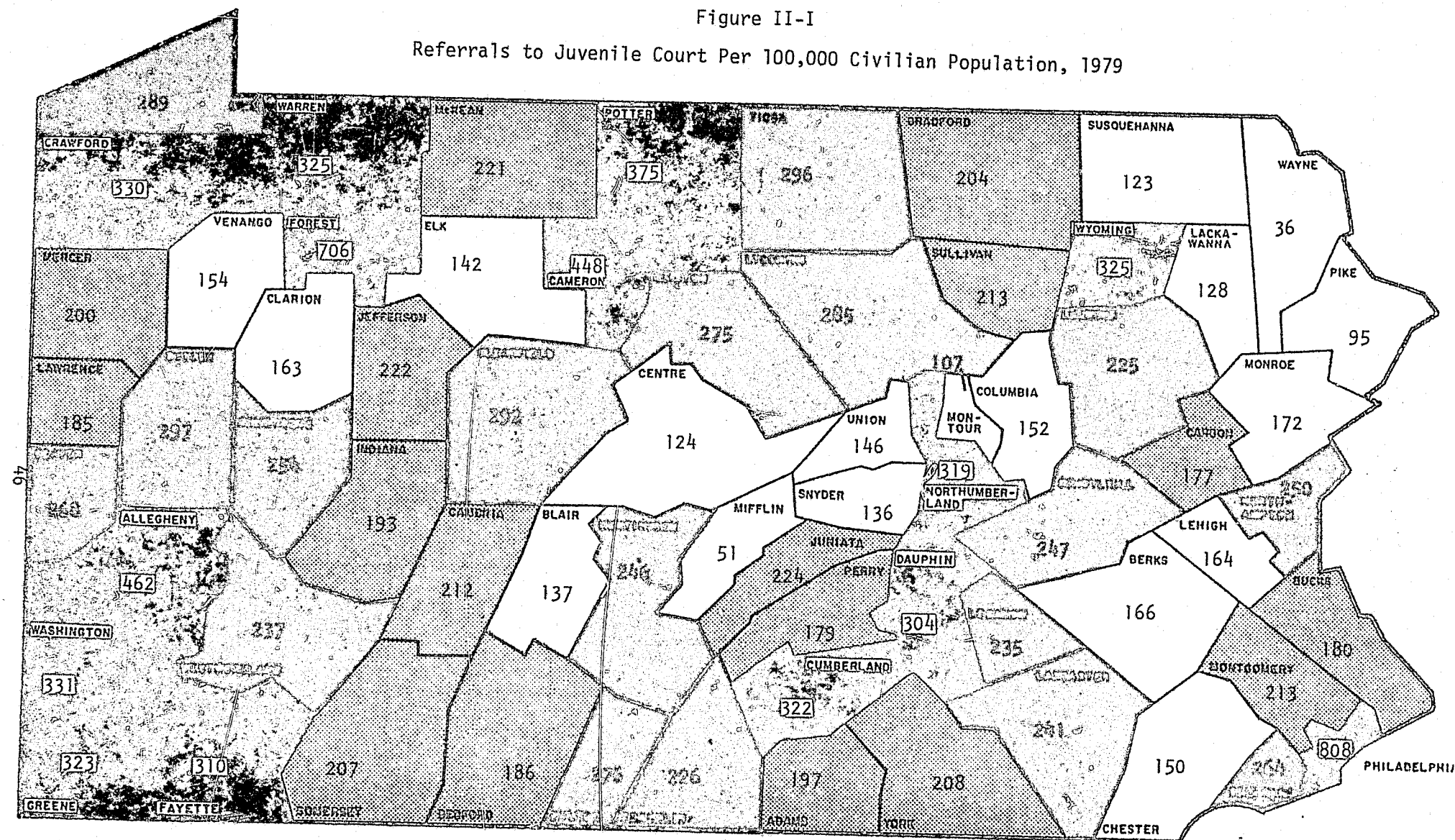
Table II-3:

TOTAL CASES PROCESSED
BY REASON FOR REFERRAL, 1979

County	Total	Delinquent	Percent	Dependent	Percent
Adams	125	125	100.00	0	0.00
Allegheny	6,731	5,651	83.95	1,080	16.05
Armstrong	192	185	96.35	7	3.65
Beaver	553	439	79.39	114	20.61
Bedford	81	80	98.77	1	1.23
Berks	510	510	100.00	0	0.00
Blair	184	182	98.91	2	1.09
Bradford	120	112	93.33	8	6.67
Bucks	856	834	97.43	22	2.57
Butler	429	346	80.65	83	19.35
Cambria	390	388	99.49	2	0.51
Cameron	30	29	96.67	1	3.33
Carbon	92	92	100.00	0	0.00
Centre	134	128	95.52	6	4.48
Chester	457	452	98.91	5	1.09
Clarion	68	65	95.59	3	4.41
Clearfield	232	232	100.00	0	0.00
Clinton	103	95	92.23	8	7.77
Columbia	91	91	100.00	0	0.00
Crawford	280	273	97.50	7	2.50
Cumberland	555	552	99.46	3	0.54
Dauphin	685	667	97.37	18	2.63
Delaware	1,501	1,498	99.80	3	0.20
Elk	53	52	98.11	1	1.89
Erie	776	743	95.75	33	4.25
Fayette	486	480	98.77	6	1.23
Forest	36	35	97.22	1	2.78
Franklin	242	234	96.69	8	3.31
Fulton	32	32	100.00	0	0.00
Greene	124	121	97.58	3	2.42
Huntingdon	98	96	97.96	2	2.04
Indiana	171	171	100.00	0	0.00
Jefferson	107	107	100.00	0	0.00
Juniata	41	35	85.37	6	14.63
Lackawanna	294	294	100.00	0	0.00
Lancaster	853	853	100.00	0	0.00
Lawrence	194	194	100.00	0	0.00
Lebanon	250	226	90.40	24	9.60
Lehigh	437	437	100.00	0	0.00
Luzerne	763	759	99.48	4	0.52
Lycoming	327	291	88.99	36	11.01
McKean	109	107	98.17	2	1.83
Mercer	252	252	100.00	0	0.00
Mifflin	22	21	95.45	1	4.55
Monroe	104	104	100.00	0	0.00
Montgomery	1,340	1,272	94.93	68	5.07
Montour	18	18	100.00	0	0.00
Northampton	564	563	99.82	1	0.18
Northumberland	315	313	99.37	2	0.63
Perry	62	62	100.00	0	0.00
Philadelphia	14,140	12,521	88.55	1,619	11.45
Pike	14	14	100.00	0	0.00
Potter	63	61	96.83	2	3.17
Schuylkill	387	387	100.00	0	0.00
Snyder	42	28	66.67	14	33.33
Somerset	165	155	93.94	10	6.06
Sullivan	13	7	53.85	6	46.15
Susquehanna	45	38	84.44	7	15.56
Tioga	118	106	89.83	12	10.17
Union	46	22	47.83	24	52.17
Venango	94	86	91.49	8	8.51
Warren	148	148	100.00	0	0.00
Washington	697	598	85.80	99	14.20
Wayne	13	13	100.00	0	0.00
Westmoreland	908	748	82.38	160	17.62
Wyoming	75	68	90.67	7	9.33
York	614	614	100.00	0	0.00
TOTAL	40,051	36,512	91.16	3,539	8.84

Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

Figure II-I
Referrals to Juvenile Court Per 100,000 Civilian Population, 1979



Source: Juvenile Court Judges' Commission.

Legend:

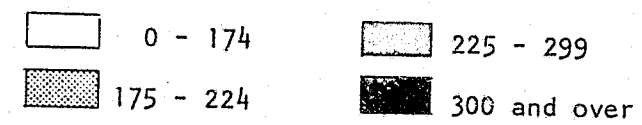


Table II-4:

TOTAL CASES PROCESSED BY SOURCE OF REFERRAL, 1979

County	Total	Police	School	Probation	County Child Welfare	District Justice	Relative	Social Agency	Other Juvenile Court	Other	Unknown
Adams	125	101	3	15	1	0	1	2	0	1	1
Allegheny	6,731	4,415	55	421	980	30	110	220	89	402	0
Armstrong	192	116	0	1	1	28	3	0	16	25	2
Beaver	553	317	12	45	0	39	58	28	12	42	2
Bedford	81	88	1	0	0	0	3	0	0	11	0
Berks	510	488	0	15	0	11	0	0	7	1	8
Blair	184	171	0	9	0	0	0	0	1	3	0
Bradford	120	68	4	1	0	42	2	0	1	0	2
Bucks	856	739	2	19	2	21	24	6	4	26	13
Butler	429	276	13	8	53	27	34	0	6	7	5
Cambria	390	278	1	35	0	42	2	0	0	31	1
Cameron	30	25	0	3	1	0	0	0	0	1	0
Carbon	92	78	9	1	0	0	0	0	0	3	1
Centre	134	110	1	4	0	6	6	0	3	1	3
Chester	457	408	0	6	0	18	5	0	5	6	9
Clarion	68	57	0	1	0	0	1	0	7	1	1
Clearfield	232	157	2	0	0	38	7	0	4	21	3
Clinton	103	71	0	0	0	19	0	0	0	12	1
Columbia	91	87	0	0	0	1	1	0	0	2	0
Crawford	280	263	3	2	0	3	5	1	1	1	1
Cumberland	555	475	0	64	1	0	1	0	6	1	7
Dauphin	685	577	18	6	0	54	7	0	13	7	3
Delaware	1,501	1,376	0	0	0	63	18	0	23	21	0
Elk	53	38	0	4	0	5	0	0	0	2	4
Erie	776	678	0	38	4	2	42	1	1	9	1
Fayette	486	313	2	30	1	4	24	1	15	88	8
Forest	36	33	1	0	0	0	2	0	0	0	0
Franklin	242	165	0	7	0	62	0	1	1	4	2
Fulton	32	31	0	0	0	0	0	0	0	1	0
Greene	124	60	4	8	1	17	8	3	0	22	1
Huntingdon	98	95	0	1	0	0	0	0	0	1	1
Indiana	171	119	4	1	1	15	2	0	3	26	0
Jefferson	107	79	0	8	0	7	1	0	4	8	0
Juniata	41	30	0	4	1	0	5	0	1	0	0
Lackawanna	294	274	1	2	0	0	2	0	0	12	3
Lancaster	853	744	0	57	0	31	0	1	3	7	10
Lawrence	194	156	0	0	1	17	0	0	18	1	1
Lebanon	250	192	3	1	1	22	23	2	3	1	2
Lehigh	437	405	0	1	0	15	0	0	11	5	0
Luzerne	763	670	15	13	0	2	15	0	11	37	0
Lycoming	327	255	1	5	1	3	43	0	6	10	3
McKean	109	86	6	2	1	0	3	0	5	6	0
Mercer	252	206	1	31	0	6	1	2	4	1	0
Mifflin	22	21	0	1	0	0	0	0	0	0	0
Monroe	104	87	0	0	0	5	3	1	4	2	2
Montgomery	1,340	1,094	1	50	3	69	79	0	26	18	0
Montour	18	16	0	2	0	0	0	0	0	0	0
Northampton	584	535	5	5	0	8	2	0	6	3	0
Northumberland	315	216	5	6	0	59	0	0	15	14	0
Perry	82	49	2	4	0	0	1	0	6	0	0
Philadelphia	14,140	11,001	368	0	753	0	256	0	152	1,012	0
Pike	14	12	0	0	0	0	0	0	0	2	0
Potter	63	40	0	0	0	13	3	1	2	4	0
Schuylkill	387	308	0	16	0	19	7	0	9	28	0
Snyder	42	27	5	0	2	0	6	1	0	0	1
Somerset	165	127	15	0	0	15	0	0	1	6	1
Sullivan	13	9	0	0	4	0	0	0	0	0	0
Susquehanna	45	40	4	0	0	0	1	0	0	0	0
Tioga	118	96	2	5	0	5	4	0	0	5	1
Union	48	14	5	0	8	0	15	0	0	4	0
Venango	94	84	5	0	0	2	0	0	2	0	1
Warren	148	124	0	2	0	17	1	0	4	0	0
Washington	697	485	23	13	31	3	25	9	12	102	14
Wayne	13	11	0	0	0	0	0	0	0	2	0
Westmoreland	908	486	135	50	0	27	85	12	16	90	7
Wyoming	75	57	2	2	0	7	4	0	1	2	0
York	614	537	1	1	0	42	1	0	4	0	28
TOTAL	40,051	31,384	738	1,026	1,861	941	950	292	544	2,161	154

Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

3. The Changing Nature of Commitments (Public vs. Private Commitments)

Figure II-J illustrates that, including "other court ordered care" as a placement, commitments of delinquents in Pennsylvania rose by 35 percent since 1975. Without including that category, commitments were down nearly 1 percent. Perhaps "other court ordered care" is best not included since it has such a wide variety of placements including day treatment programs that are not residential. Therefore, a separate figure is shown for this care (Figure II-K).

There has been more than a 250 percent increase in the disposition of delinquents in the category "other court ordered care" during the last three years. This increase has occurred in each of the three regions of the state with the most dramatic example, percentage wise, being Allegheny County's increase of well over 1000 percent.

Allegheny County had a large decrease during 1978 in placements to public institutions which was coupled with an increase in other court ordered care. This reflects the change in Warrendale from a residential to a day treatment program. Total commitments in Allegheny County that year remained constant.

During 1978 Philadelphia County had a switch of over 300 placements from public to private institutions for delinquency. This followed the 50 percent reimbursement funding for public and private placements which was begun January 1, 1978, by Act 148 of 1976. Prior to Act 148, public institutions were entirely state-funded.

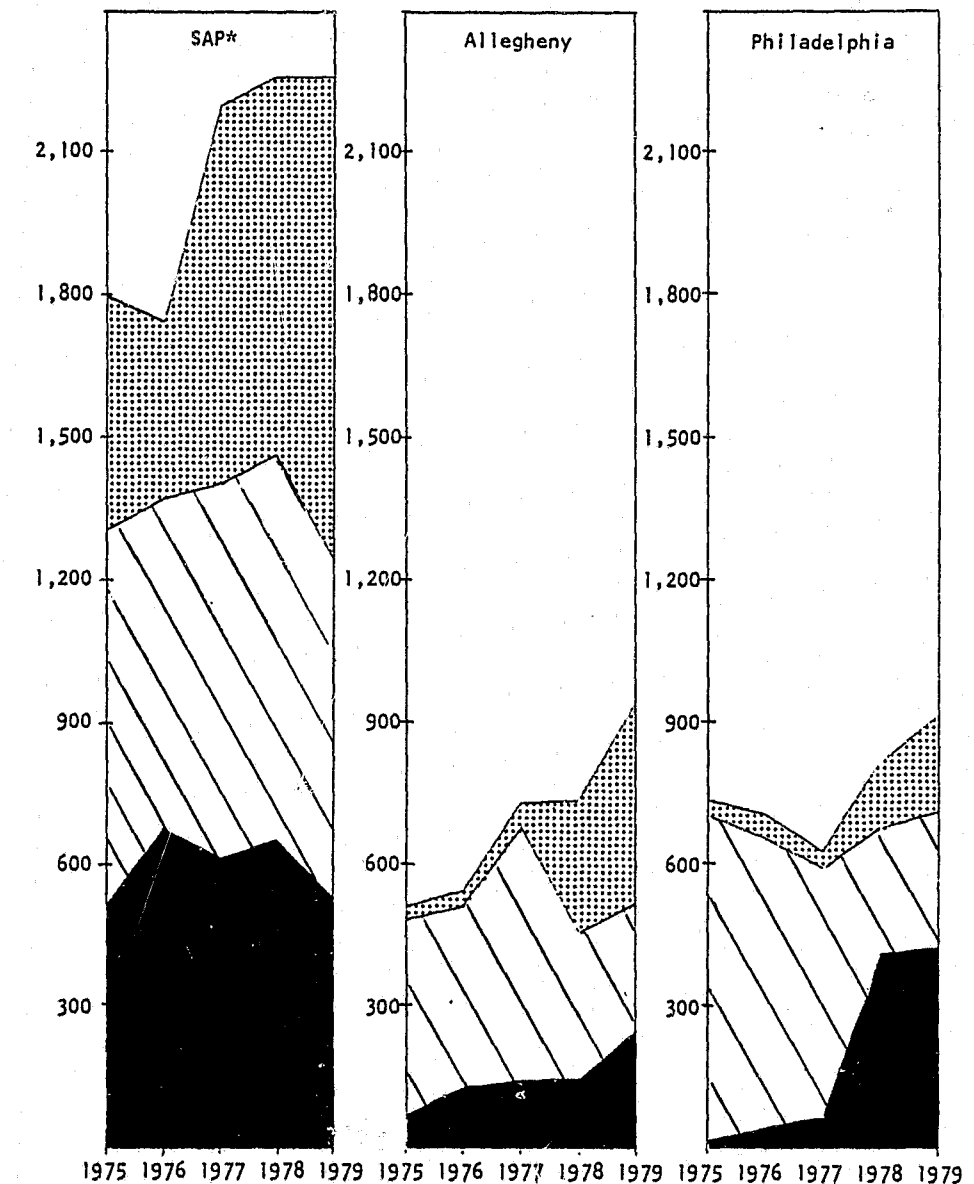
Table II-L indicates that commitments in Pennsylvania have remained very stable over the past five years. There has never been more than a 5 percent variation from the mean number of annual commitments during this period. Similarly, the number of delinquents committed from each major region of the state has been relatively constant. This reflects the stability that has been shown by the previous figure of non-status police arrests and the previous figure of delinquency referrals received by the probation offices.

The best answer to the question, "What is happening in juvenile justice in Pennsylvania?" is that the basic measures of delinquency have held remarkably constant for five years and only perceptibly have begun to decline.

Specifically, there have been many significant changes including the following:

1. There has been a strong switch in commitments from public to private delinquency institutions.
2. Arrests of status offenders have been cut 50 percent.
3. Non-delinquent referrals to juvenile court have been dramatically reduced.

Figure II-J
Commitment of Delinquents by Region, 1975-1979



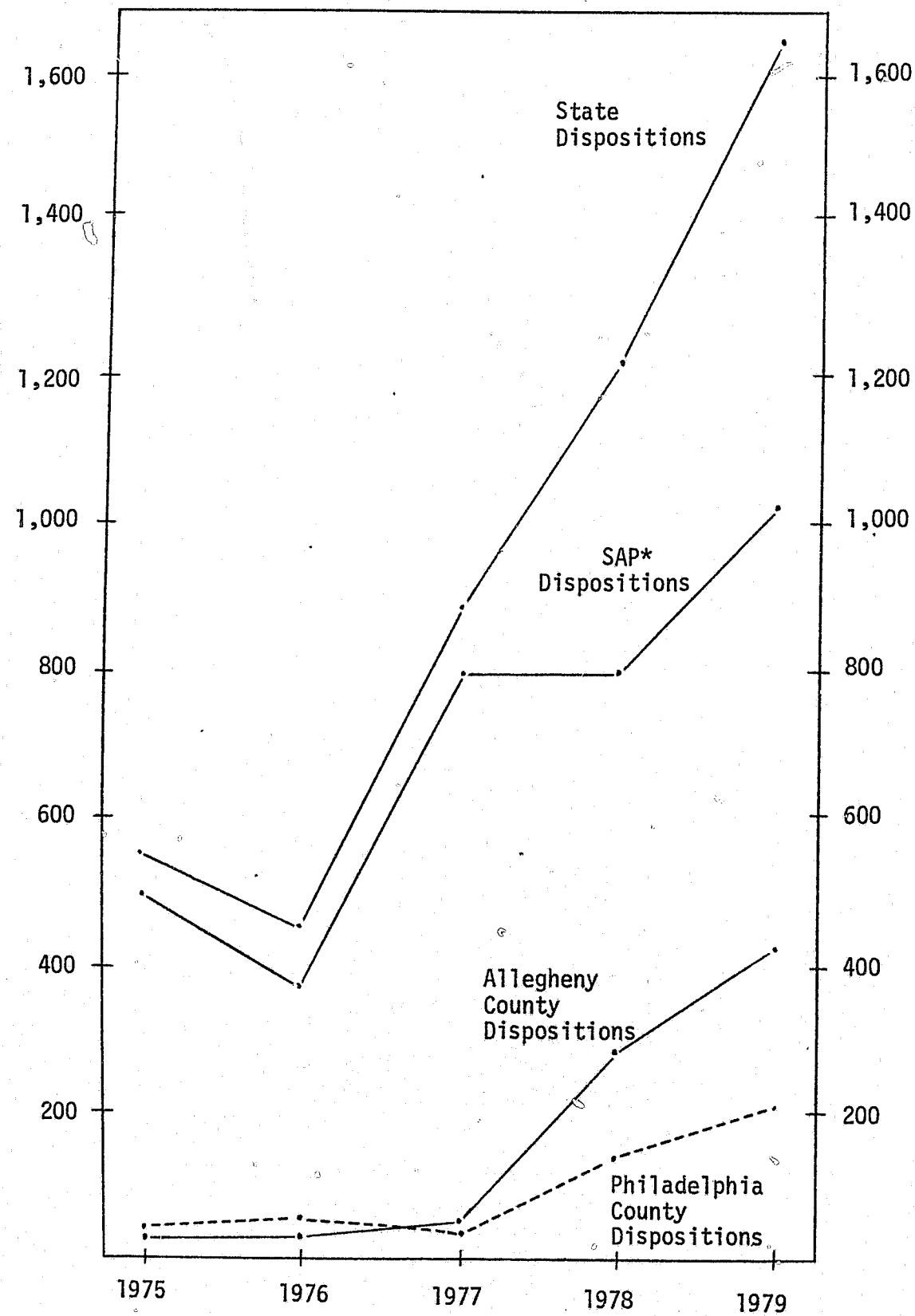
*SAP is the entire state except Allegheny and Philadelphia counties.

Commitment to Private Institutions.
 Commitment to Public Institutions.
 Other Court Ordered Care.

Source: Juvenile Court Judges' Commission.

Figure II-K:

Other Court Ordered Care for Delinquents, by Region, 1975-1979

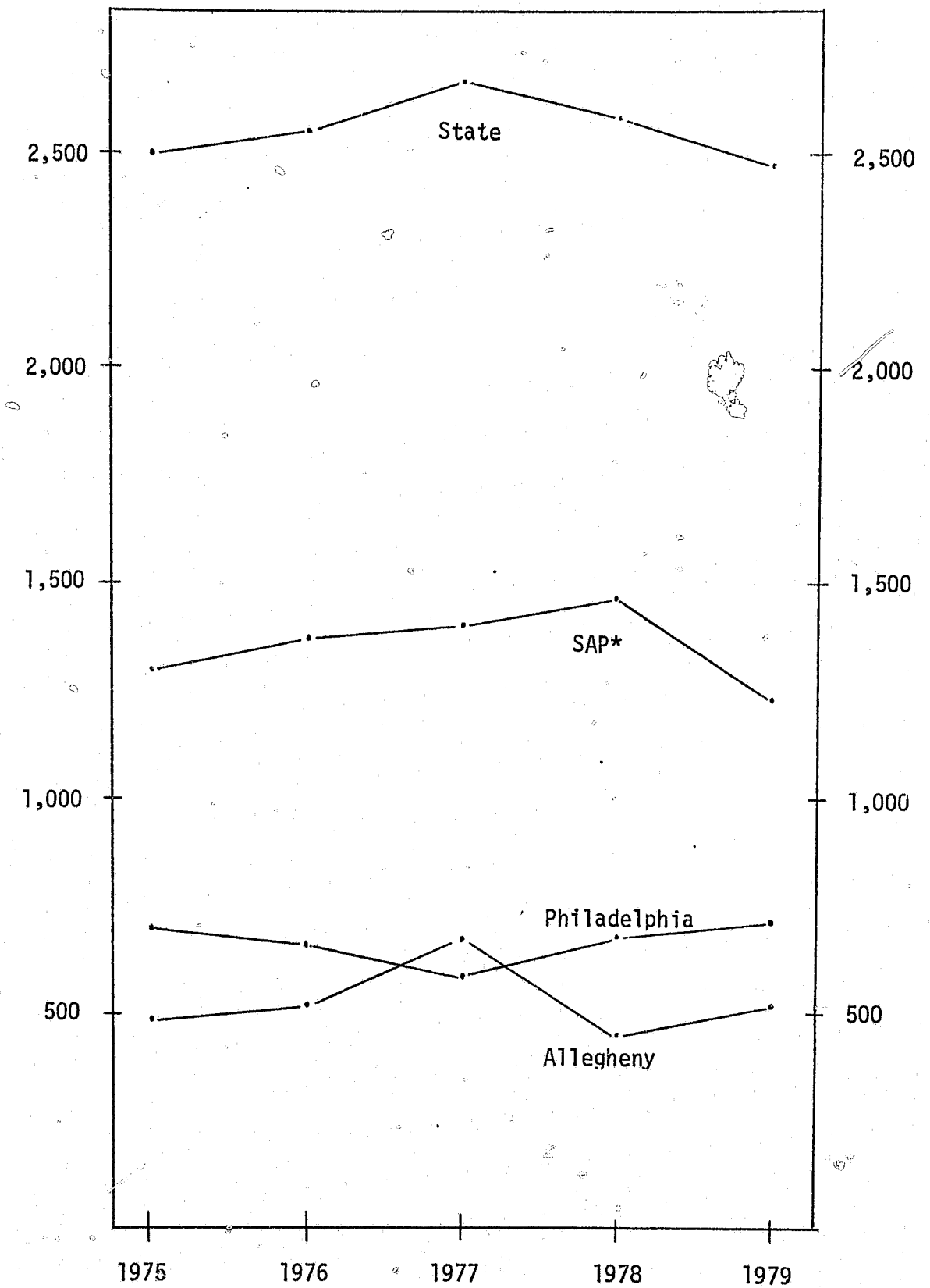


*SAP refers to the entire State excepting Allegheny and Philadelphia.

Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

Figure II-L:

Delinquents Committed to Institutions Public and Private
Pennsylvania, By Region, 1975-1979



*SAP refers to Pennsylvania excluding Philadelphia and Allegheny.

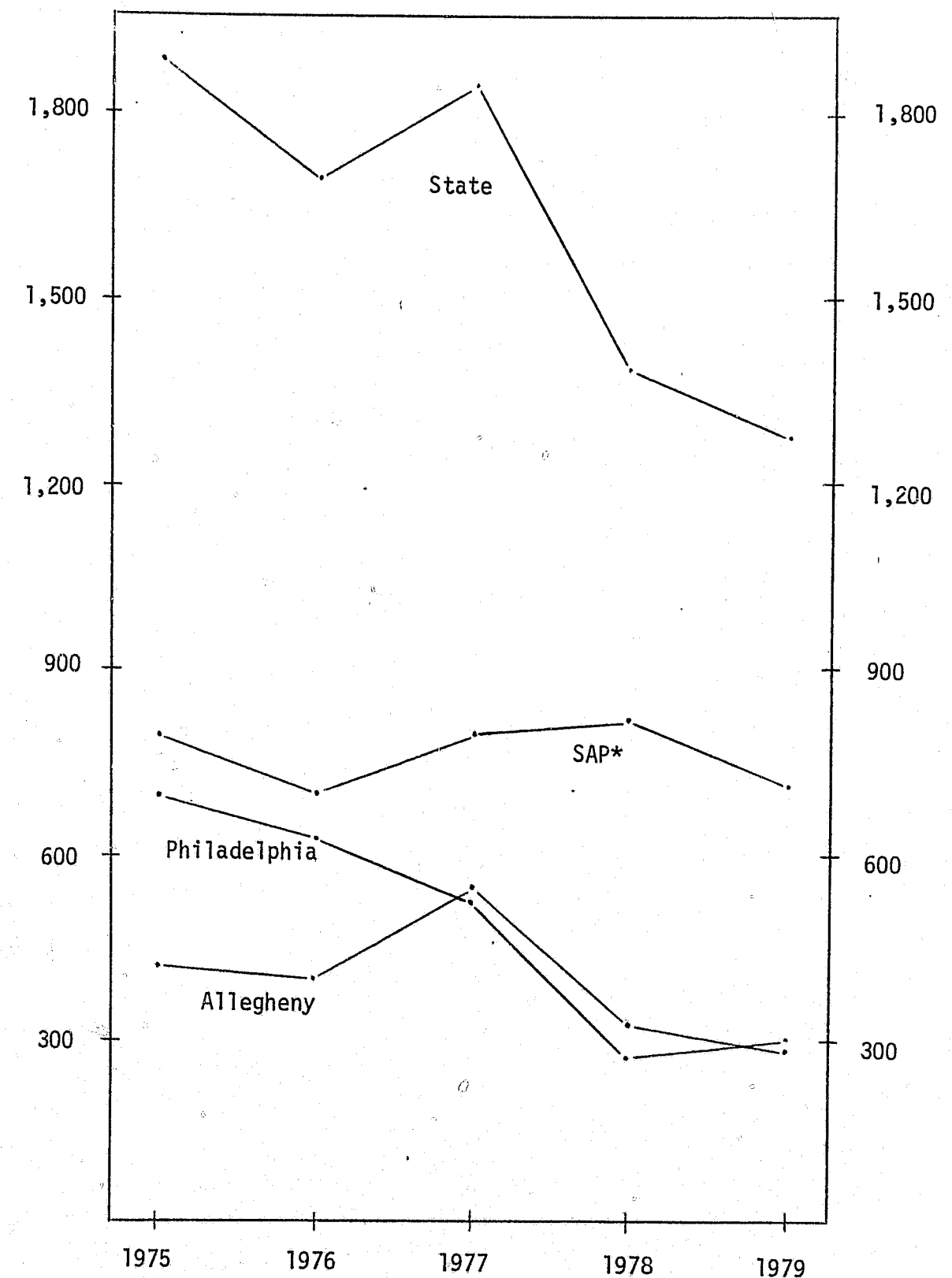
Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

4. Detention of non-delinquents has been virtually eliminated.
5. Institutional placement of non-delinquents has been virtually eliminated.
6. Informal adjustments are now more than 2 1/2 times their level five years ago.
7. There has been a 28 percent increase in formal probation.

Figure II-M shows that the commitments of delinquents to public institutions has declined by approximately one-third since 1975. All regions were successful in reducing public commitments with Philadelphia able to cut back approximately 60 percent in this category of county expense.

Figure II-N indicates that 1) during 1978, Philadelphia increased the number of delinquents they committed to private institutions by over 300. The other regions remained relatively steady; and 2) during 1979, Allegheny County increased their number of delinquents committed to private institutions by 100. Non-metropolitan areas of the state dropped by a similar amount. Philadelphia and state totals held relatively constant.

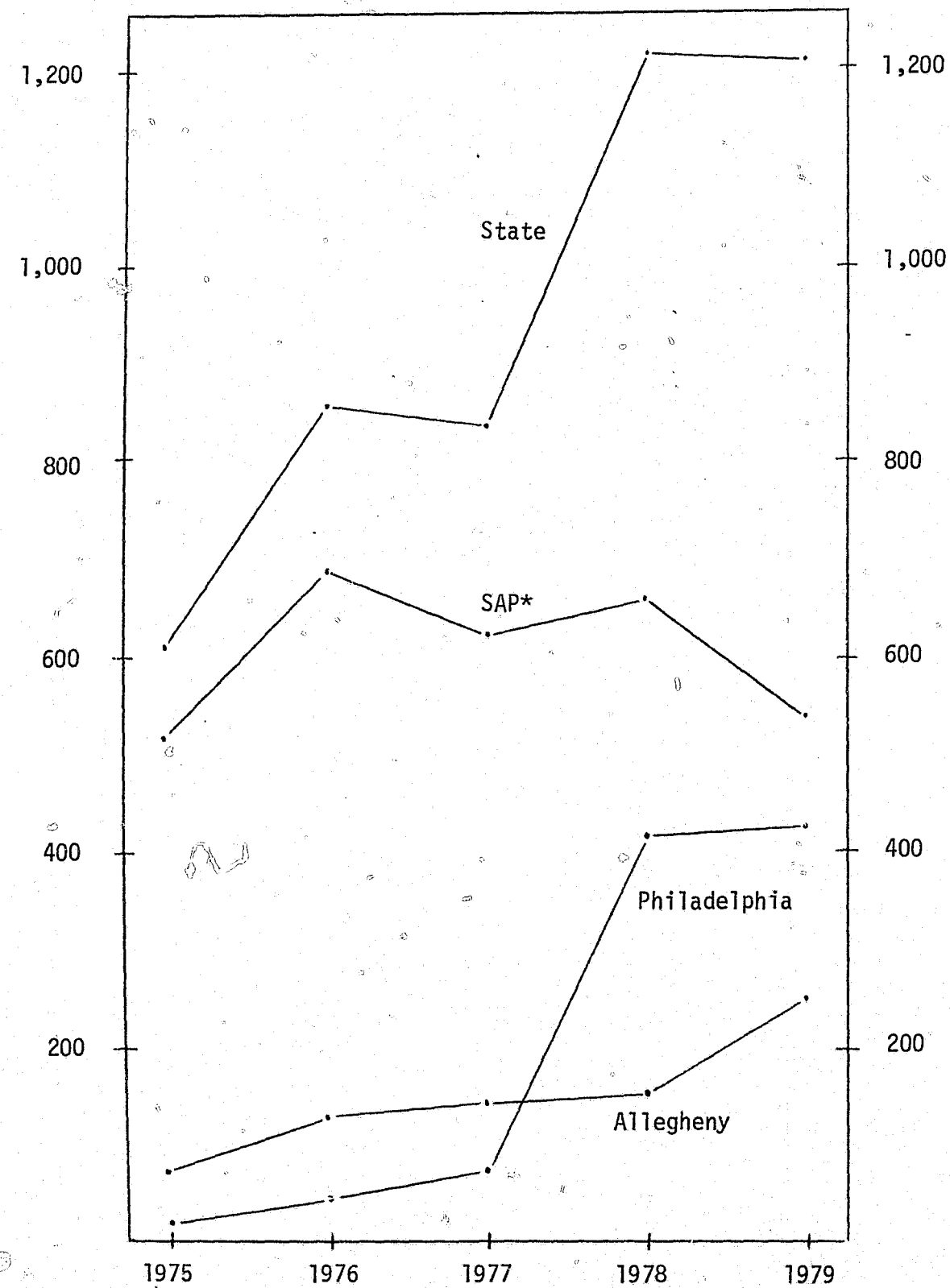
Figure II-M:
Delinquents Committed to Public Institutions in Pennsylvania,
By Region, 1975-1979



*SAP refers to Pennsylvania excluding Allegheny and Philadelphia.

Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

Figure II-N;
Delinquents Committed to Private Institutions, Pennsylvania
By Region, 1975-1979



*SAP refers to Pennsylvania excluding Allegheny and Philadelphia.

Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

4. The Transfer of Juveniles to Adult Court

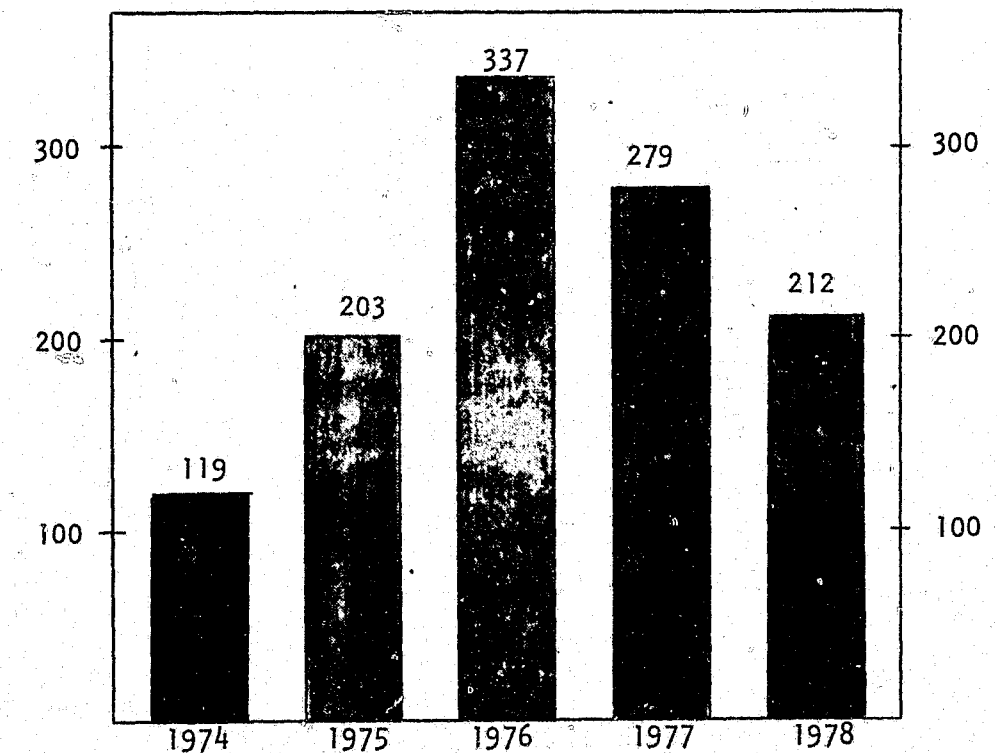
In the fall of 1977, the Pennsylvania Joint Council was requested by the Department of Public Welfare to conduct an analysis of the transfer of juveniles from juvenile jurisdiction to adult court in Pennsylvania.

The general objectives of this study were:

1. To compile an accurate count of the number of juveniles who were transferred to adult court during the period 1974 through 1977;
2. To obtain social history information on each of the individuals transferred during the years 1974-1977.
3. To query judges in the Commonwealth who hear juvenile matters about the extent and reasons for the transfer of juveniles in individual counties.

Figure II-0 shows the number of juveniles transferred to adult courts for years shown.

Figure II-0
Statewide Transfers of Juveniles to Adult Court,
1974-1978



Source: Pennsylvania Joint Council on the Criminal Justice System, The Transfer of Juveniles to Adult Court, December, 1978.

Table II-5 shows the counties with the highest number of transfers for the years 1974 through 1979. Table II-6 shows the counties with the highest percentage of transfers.

Table II-5
Counties with Highest Transfers

1974	1975	1976	1977
Erie 16	Philadelphia 37	Philadelphia 78	Philadelphia 84
Philadelphia 14	Delaware 19	Delaware 43	Delaware 28
Delaware 10	Warren 16	Allegheny 19	Northampton 14
Franklin 8	Allegheny 11	Northampton 15	Warren 12
Allegheny 8	Northampton 10	Warren 14	Allegheny 12
1978	1979		
Allegheny 9	Allegheny 14		
Butler 12	Dauphin 21		
Delaware 15	Delaware 17		
Luzerne 12	Luzerne 19		
Northampton 12	Philadelphia 94		
Philadelphia 76			

Table II-6
Counties with the Highest Percentage of Transfers Per Delinquency Cases Processed

1974	1975	1976	1977
Wyoming 25.00%	Warren 12.50%	Mifflin 16.67%	Warren 8.70%
Sullivan 14.30%	Sullivan 11.10%	Juniata 12.00%	Franklin 3.15%
Blair 13.30%	Jefferson 7.14%	Warren 10.37%	Lycoming 3.14%
Jefferson 4.59%	Fulton 5.55%	Fulton 9.68%	Northampton 2.29%
Northumberland 4.50%	Clinton 4.76%	Elk/Cameron 6.90%	Delaware 1.80%
Statewide Average-----0.35%	Statewide Average-----0.53%	Statewide Average-----0.91%	Statewide Average-----0.84%
1978	1979		
Northampton 1.89%	Fulton 6.25%		
Lehigh 1.96%	Juniata 4.87%		
Dauphin 1.96%	Montour 5.50%		
Clinton 2.56%	Potter 4.76%		
Butler 2.68%	Warren 6.08%		
Statewide Average-----0.651%	Statewide Average-----0.706%		

Source: Pennsylvania Joint Council of Criminal Justice, Inc., The Transfer of Juveniles to Adult Court, December, 1978.

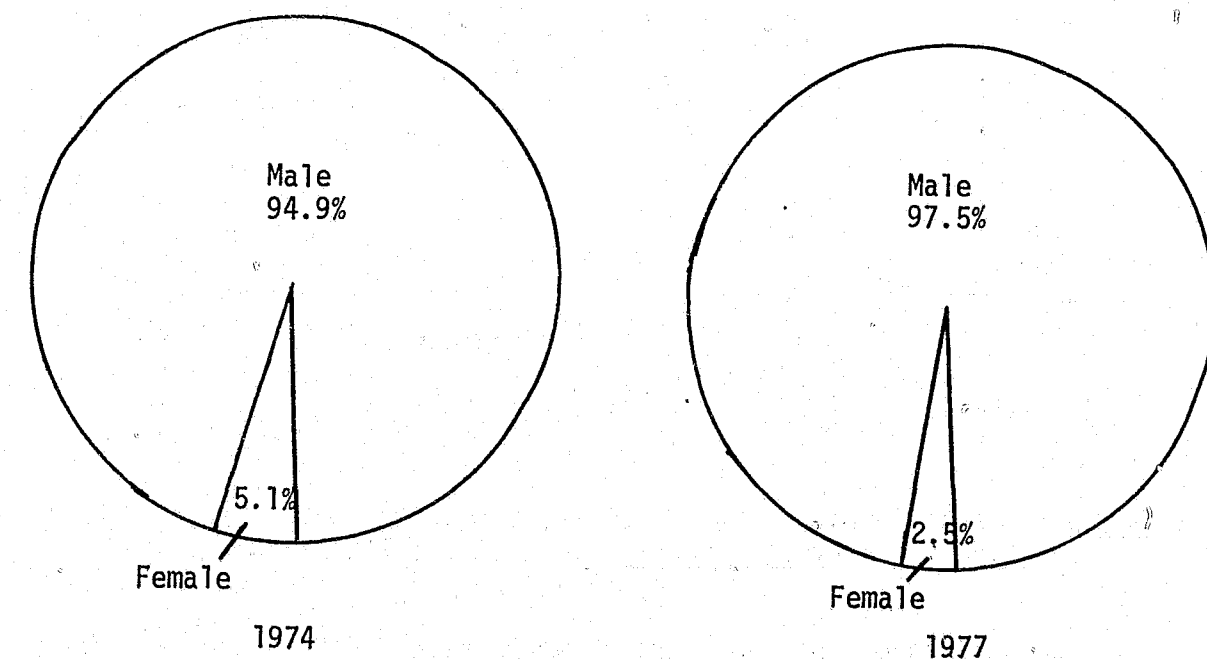
The typical profile of the juvenile likely to be transferred is:

- Male.
- 17.3 years old.
- If from Philadelphia, he will be black.
- Have ninth grade educational level.
- Have no involvement with mental health/mental retardation services.
- Have been involved with juvenile court before, have prior petitioned offenses and commitment to at least one state institution.

Figure II-P shows the percent male versus female transferred to adult court for 1974 and 1977.

Figure II-P

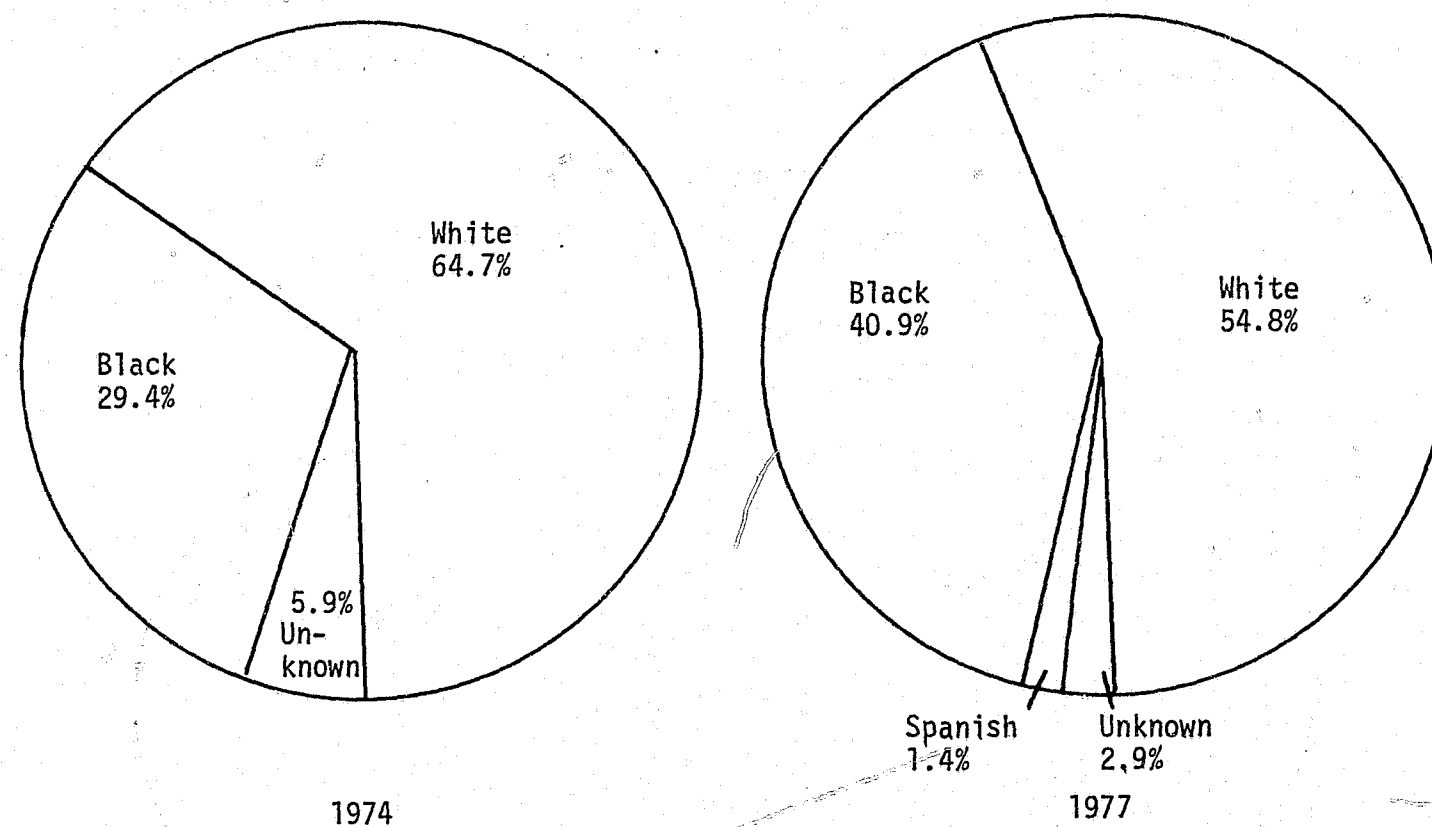
Male vs. Female Transferred to Adult Court



Source: Pennsylvania Joint Council of Criminal Justice, Inc., The Transfer of Juveniles to Adult Court, December, 1978.

Figure II-Q breaks out the race of those individuals going to adult court for the years 1974 and 1977.

Figure II-Q
Percent of Juveniles by Race
Transferred to Adult Court



Source: Pennsylvania Joint Council of Criminal Justice, Inc.,
The Transfer of Juveniles to Adult Court, December, 1978.

Comparison of the two years shows there has been a decrease in percentage of Caucasians transferred and an increase in percentage of Blacks and Hispanics transferred.

Table II-7 compares sentences given to juveniles in adult court for the years 1974 and 1977.

Table II-7
Sentences Given Juveniles in Adult Courts

	1974	1977
Committed to:		
State Correctional	22%	24%
County Jails	18%	23%
Probation	13%	15%
Others*	47%	38%

*Includes ARD, Restitution, Work Release and Not Guilty Dismissals.

Source: Pennsylvania Joint Council of Criminal Justice, Inc.,
The Transfer of Juveniles to Adult Court, December, 1978.

The study concludes with several recommendations that might be implemented. The recommendations were:

1. An in-depth study of the need for secure placement be conducted.
2. Greater coordination between all state and local agencies to promote and/or develop alternatives to reduce the use of transfer for all but the most serious youthful offender.
3. Development of a single management information system to track youths through juvenile justice and related service delivery systems.
4. Establish statewide uniform and consistent guidelines for the processing of transfer petitions.

D. Relabeling Juveniles (Dependent to Delinquent)

It is the belief of some individuals that substantial numbers of children who would otherwise be labeled dependent were, during 1978, defined (relabelled) as delinquents by the juvenile court as a result of the passage of Act 148. This Act allows 50 percent reimbursement funding for private delinquency placements but no reimbursement for dependency cases.

The issue of relabeling can be tested in two different ways:

Test Number 1

Most likely the theory of relabeling began when it was noted that delinquency referrals constituted during 1978 a dramatically higher percentage of total juvenile court referrals (fact one).

	<u>Total Referrals</u>	<u>Delinquency Referrals</u>	<u>Percentage Delinquent</u>
1974	44,169	35,760	81.0
1975	48,074	39,001	81.1
1976	45,511	37,419	82.2
1977	41,527	33,258	80.8
1978	40,529	36,981	91.2
1979	40,051	36,512	91.2

Two possible reasons for this increased percentage could be a) bona fide dependents are being referred out of the juvenile court system or b) relabeling children who formerly would have been called dependents as delinquents. However, as the following table indicates, delinquency referrals per arrest have not risen significantly since the passage of Act 148. Thus, this test gives no reason to believe that any large change in labeling juvenile court referrals has occurred.

Test Number 2

The Department of Public Welfare keeps a record of all admissions to children and youth agencies in the state and whether or not they were referrals from the court. Combining their non-court referral total with the dependency referrals of the juvenile court will give an estimate of total "dependency" referrals in Pennsylvania. This figure can then be paired with the juvenile court delinquency referrals to indicate on the following table any change in proportions.

	<u>Delinquency Referrals</u>	<u>"Dependency" Referrals</u>	<u>% Dependent Referrals</u>
1974	35,760	41,197	53.5
1975	39,001	47,390	54.9
1976	37,419	46,703	55.5
1977	33,258	46,341	58.2
1978	36,981	41,979	53.2

The mean and standard deviation for the last column are, respectively, 55.1 and 1.79. Thus, the percentage for 1978, 53.2 is 1.06 standard deviations from the mean. Since variations of this degree in a normal distribution can be expected 29 percent of the time, we cannot consider this one either unusual, suspicious or surprising.

In comparison, the 1977 percentage of 58.2 is much further from the mean. It is at a distance which would be exceeded only about 8 percent of the time. The figure for 1977, however, continued the upward trend of the past three years and thus created no question of propriety. The statistic of real interest may become the number of delinquency referrals in 1977. Because 53.2 percent is not considered significantly lower than the 55.1 mean, relabeling appears not to be occurring in large numbers.

E. Detention of Juveniles

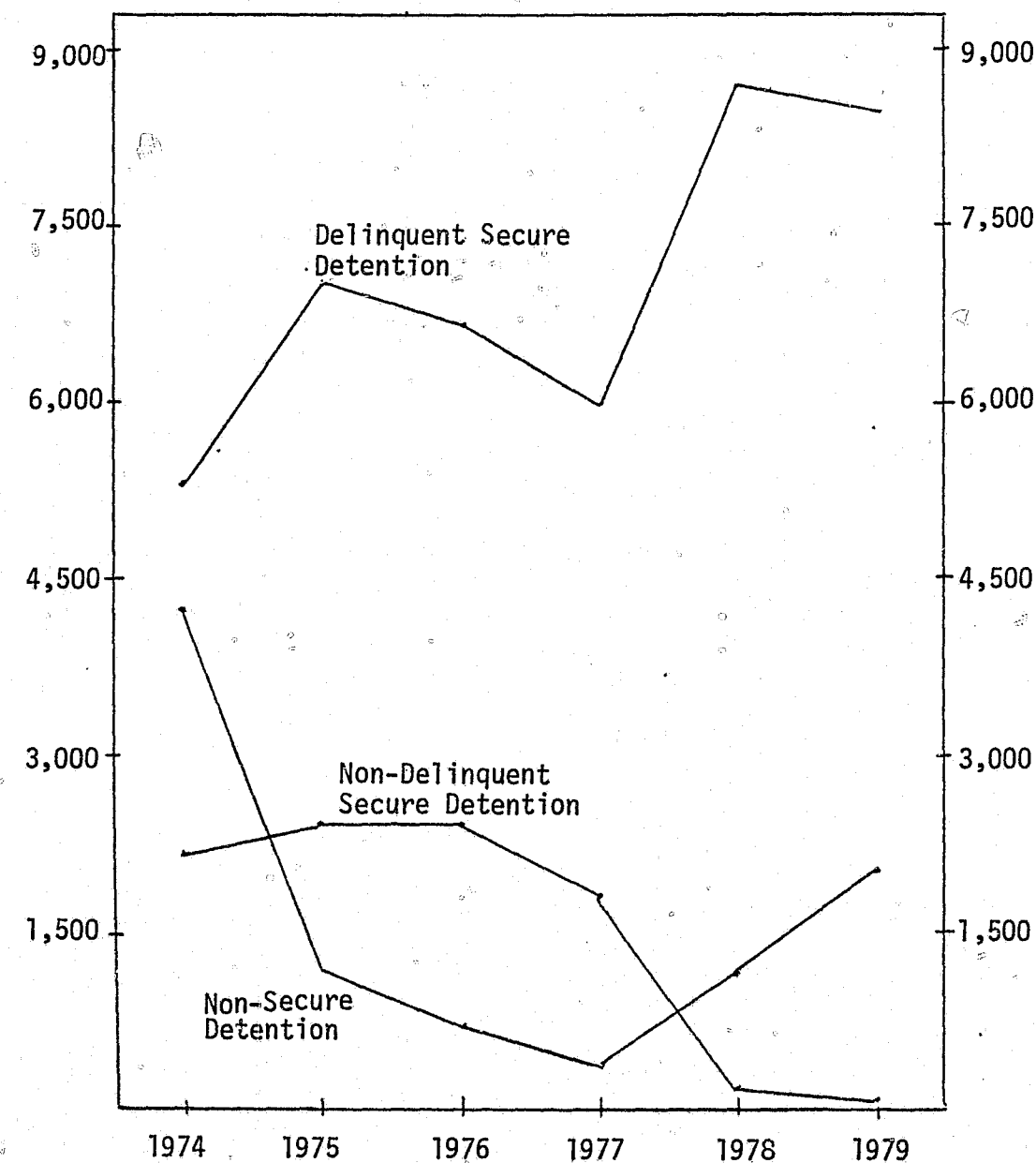
As Figure II-R indicates, total detention in Pennsylvania (both secure and non-secure) is down approximately 10 percent since 1974 which had more detentions than any year since then. The fewest detentions during 1977 was nearly 25 percent below the number in 1979 which had 10,521 total detentions.

During the past six years, secure detention of delinquents has increased 60 percent while secure detention for non-delinquents has been nearly totally eliminated. Non-secure detention was reduced by over 90 percent in the three years following 1974. Since 1977 non-secure detention has increased nearly five-fold as new facilities were made available.

F. Deinstitutionalization of Non-Delinquents

Pennsylvania has been more than 98 percent successful in the attempt to deinstitutionalize non-delinquent juveniles from public and private institutions. There has been nearly a 95 percent reduction in the use of "other court ordered care" for non-delinquents. Both of these categories,

Figure II-R:
Detention of Juveniles, Pennsylvania, 1974-1979



Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

collectively, were reduced 95.4 percent while 61 percent of the former volume of non-delinquent referrals is no longer processed by the county juvenile probation offices.

Figure II-S and Table II-8 show delinquent and non-delinquent commitments both with and without inclusion of the category "other court ordered care" between 1975 and 1979.

G. School Dropouts

During the 1978-79 school year, the Harrisburg City School District graduated 374 seniors, ten more than the estimate that this particular class lost due to dropouts. The realization that nearly 50 percent of those who begin seventh grade drop out before graduation is certainly a solemn consideration for a society based upon technology and literacy. Transfers to other school districts are not considered dropouts.

Those categories of student withdrawal that were included in the calculation of the above dropout rates were:

1. Quit school after passing minimum age requirement;
2. Issued an employment certificate;
3. Issued a farm or domestic service exemption;
4. Committed to a correctional institution; and
5. Entered the military service.

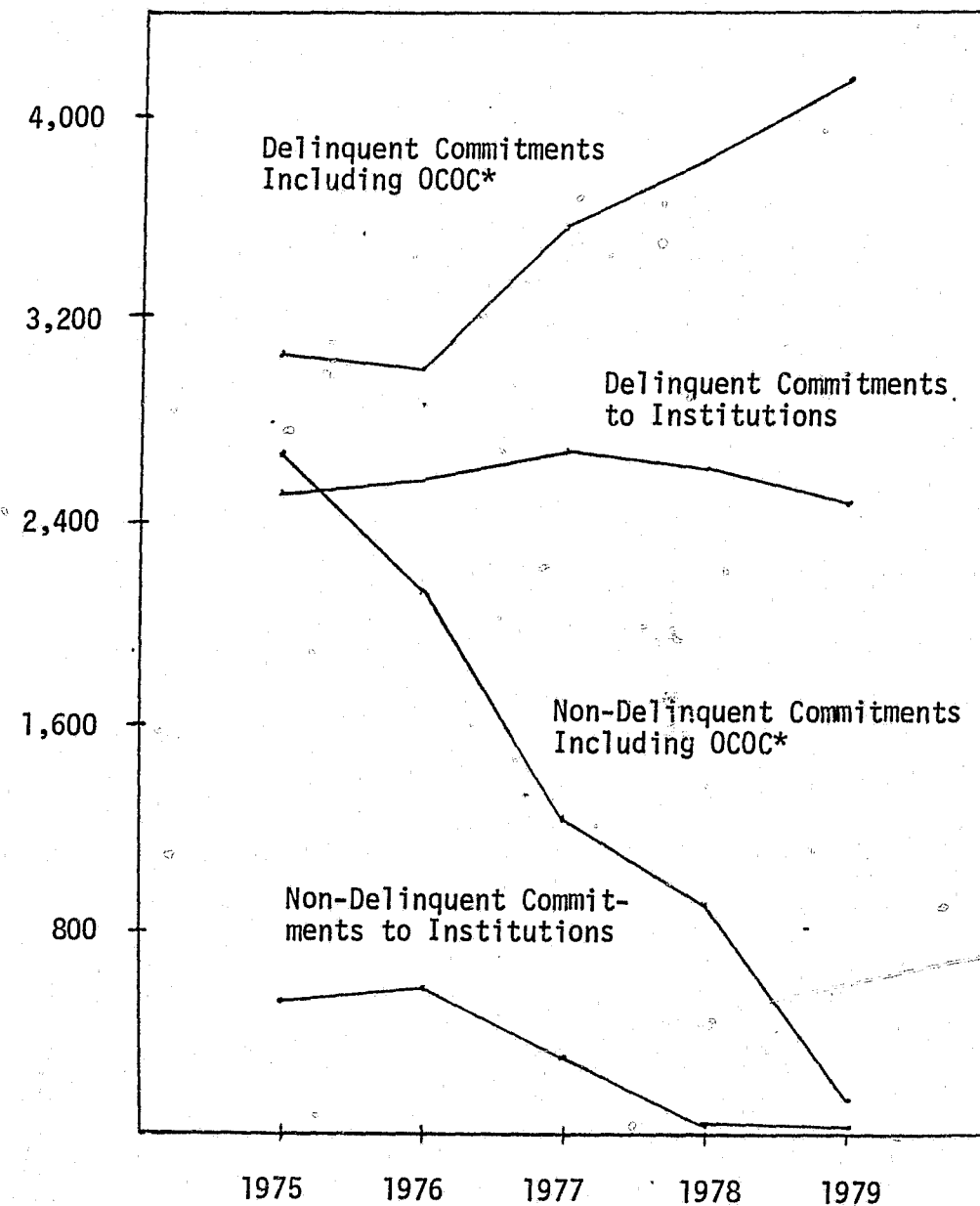
Is the dropout rate for selected city schools in Pennsylvania significantly higher than it is in the remainder of Pennsylvania?

To answer the question, we tested the significance of the difference between proportions at the .01 level of significance. The first seven cities listed all had dropout rates significantly higher than the rest of the state.

Selected District	Dropouts	1978-1979 School Year % Dropouts, Grades 7-12
1) Harrisburg City	364	8.045
2) Philadelphia	8,882	7.042
3) Lancaster	338	6.894
4) Reading	407	6.585
5) Pittsburgh	1,776	6.392
6) Erie City	288	3.644
7) Altoona	215	3.511
8) Scranton City	148	2.403
9) Allentown City	192	2.361
Total Above Districts:	12,610	6.373
Remainder of State:	18,147	2.093

Figure II-S:

Delinquent and Non-Delinquent Commitments, 1975-1979



*Other Court Ordered Care.

Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

Table II-8:

Delinquent and Non-Delinquent Commitments, 1975-1979

Delinquent and Non-Delinquent						1975 - 1979 Percent Change
	1975	1976	1977	1978	1979	
Private.....	870	1,112	930	1,242	1,206	38.6
Public.....	2,140	2,004	2,039	1,386	1,276	-40.4
Both.....	3,010	3,116	2,969	2,628	2,482	-17.5
OCOC*.....	2,686	2,008	1,814	2,080	1,770	-34.1
Total.....	5,696	5,124	4,783	4,708	4,252	-25.4

Delinquent						1975 - 1979 Percent Change
	1975	1976	1977	1978	1979	
Private.....	607	855	829	1,215	1,202	98.0
Public.....	1,889	1,694	1,846	1,386	1,271	-32.7
Both.....	2,496	2,549	2,675	2,601	2,473	- 0.9
OCOC*.....	552	449	886	1,214	1,656	200.0
Total.....	3,048	2,998	3,561	3,815	4,129	35.5

Non-Delinquent-(Status or Dependent)						1975 - 1979 Percent Change
	1975	1976	1977	1978	1979	
Private.....	263	257	101	27	4	-98.5
Public.....	251	310	193	0	5	-98.0
Both.....	514	567	294	27	9	-98.2
OCOC*.....	2,134	1,559	928	866	114	-94.7
Total.....	2,648	2,126	1,222	893	123	-95.4

* Other Court Ordered Care.

Source: Juvenile Court Judges' Commission, Pennsylvania Juvenile Court Dispositions, 1979.

H. Violent Youthful Offenders

The concept for this study on who are the violent youthful offenders in Pennsylvania was developed by the Pennsylvania Juvenile Court Judges' Commission and conducted by the Pennsylvania Joint Council.

The objectives of the study were:

1. To conduct a statistical study of violent offenders arrested and referred to juvenile court.
2. To track the delinquency history of a representative sample of youths referred to juvenile court or family court for violent offenders in 1977.
3. To list and describe some of the existing treatment alternatives utilized in Pennsylvania courts.
4. To interview chief juvenile probation officers and others and summarize their opinion of the problems presented by the youthful offender.
5. To review and disseminate information on innovative and "successful" treatment programs.

Violent offenders in the study were defined as those individuals referred to juvenile or family court for the specific crimes of: kidnapping homicide, rape, aggravated assault, robbery, arson and involuntary deviate sexual intercourse.

Statewide Data

Table II-9 shows 1977 and 1978 Uniform Crime Report and Juvenile Court data on arrests and court processing. The data for the state, excluding Philadelphia and Allegheny counties, shows that for the five violent offenses in:

1. 1977, 1,278 (53 percent) of the total arrests were referred to juvenile court.
2. 1978, 1,343 (52.7 percent) of the total arrests were referred to juvenile court.

In the case of Philadelphia, the data shows that in:

1. 1977, 1,355 (54.4 percent) of the total arrests resulted in referral to juvenile court.

In the case of Allegheny, the data was not easily interpretable as the 1977 data shows more cases being referred to juvenile court than there were arrests. One explanation for this finding could be that arrests for violent offenses are carefully screened by Allegheny County police agencies so as to use the services of the Allegheny family court for only the more difficult cases.

Table II-9 shows the disposition of those youths who had an adjudicatory hearing.

Table II-9

Disposition of Pennsylvania Youths Having an Adjudicatory Hearing

	Statewide (except Phila.)	Philadelphia	Totals
Transferred to Criminal Court	3.7% (68)	1.9% (26)	2.9% (94)
Dismissed	12.3% (227)	30.8% (417)	20.2% (644)
Dismissed, Warned, Adjusted, Counseled	11.9% (221)	14.3% (193)	12.9% (414)
Transfer to Other Juvenile Court	3.9% (72)	Not Available	2.2% (72)
Withdrawn	2.8% (52)	Not Available	1.6% (52)
Held Open	2.3% (43)	1.3% (18)	1.9% (61)
SUBTOTAL - NON-TREATMENT	36.9% (683)	48.2% (654)	41.7% (1,337)
Assigned to Probation	26.0% (482)	40.1% (543)	32.0% (1,025)
Assigned to Intensive Probation	9.0% (166)	Not Available	5.2% (166)
Assigned to State-Operated Institution	13.7% (251)	8.0% (109)	11.2% (360)
Assigned to Private Institutions for Delinquents	5.1% (91)	0.9% (12)	3.3% (103)
Assigned to Group or Foster Home	1.9% (36)	Not Available	1.1% (36)
Mental Health Center	0.6% (11)	Not Available	0.3% (11)
Other	7.1% (131)	2.7% (37)	5.2% (168)
SUBTOTAL - TREATMENT	63.1% (1,168)	51.7% (701)	58.3% (1,869)
GRAND TOTAL	100.0% (1,851)	100.0% (1,355)	100.0% (3,206)

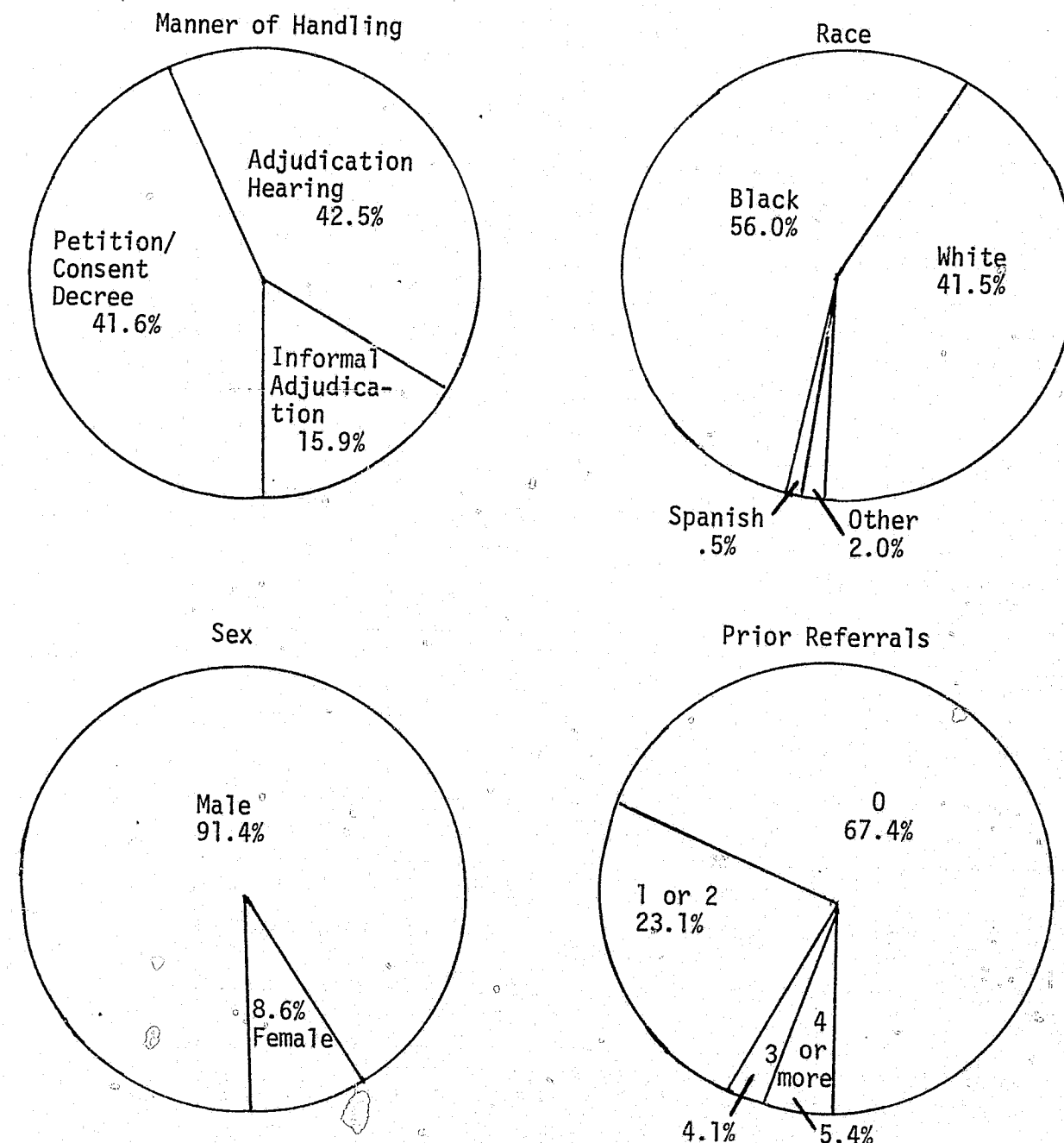
Source: Pennsylvania Joint Council of Criminal Justice, Inc., Who are Pennsylvania's Violent Youthful Offenders?, February, 1980.

This data is misleading in that an unknown number of individuals received more than one disposition. Although a maximum of 2,566 cases were petitioned for court hearing and 1,327 of those were transferred, dismissed, withdrawn or held open, there were 1,869 dispositions recorded for the remaining 1,225 cases.

The following figures show some of the significant characteristics of violent youthful offenders referred to juvenile court.

Figure II-T

Characteristics of Violent Youthful Offenders
Referred to Juvenile Court

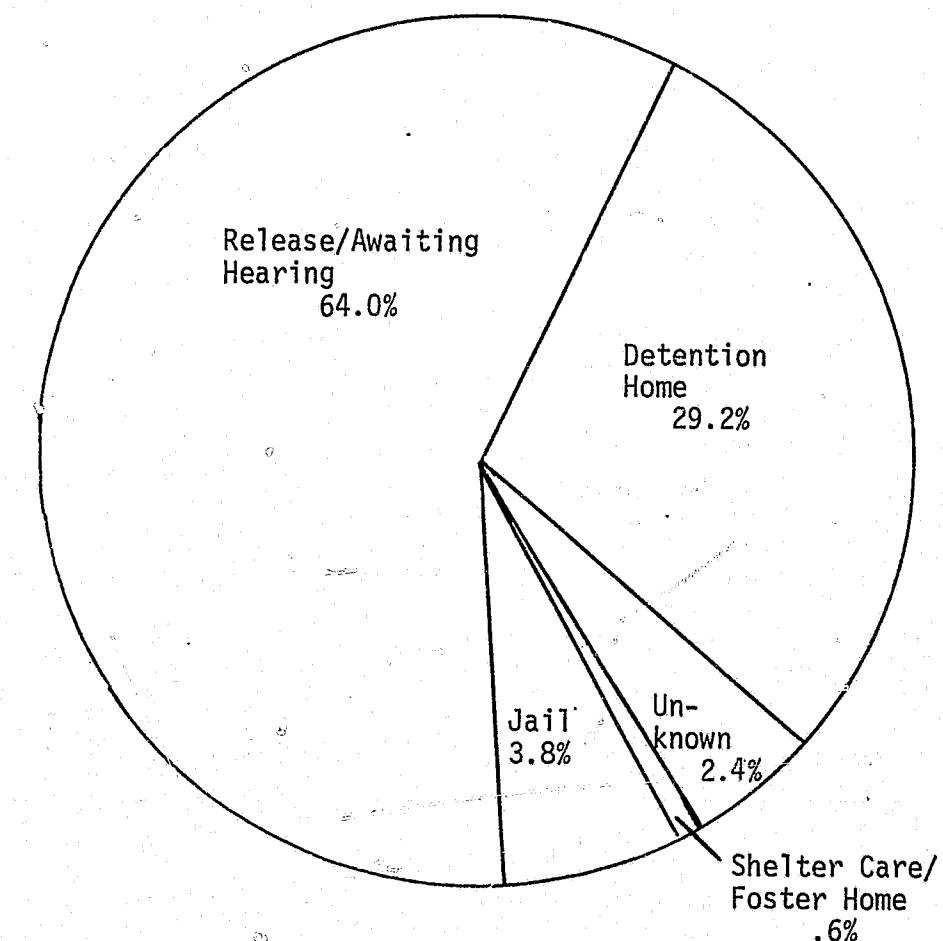


Source: Pennsylvania Joint Council of Criminal Justice, Inc., Who Are Pennsylvania's Violent Youthful Offenders?, February, 1980.

Figure II-U shows the care of those referred pending disposition of the charges. The data excludes Philadelphia.

Figure II-U

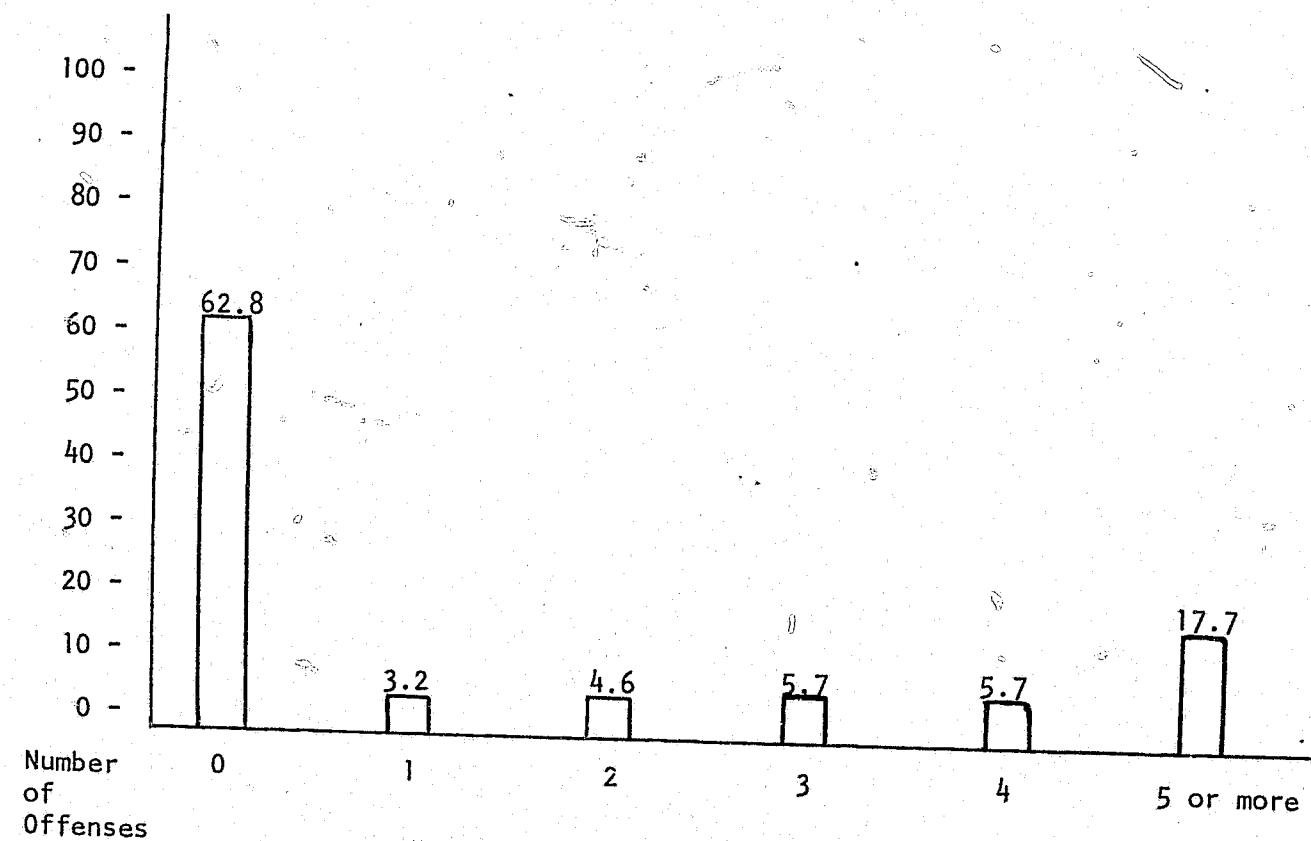
Care of Youths Charged with a
Violent Offense Pending Disposition, 1977



Source: Pennsylvania Joint Council of Criminal Justice, Inc., Who are Pennsylvania's Violent Youthful Offenders?, February, 1980.

Figure II-V shows the percentages of youth with prior substantiated offenses. Approximately 68.8 percent of the youth referred to court for violent offenses in 1977 had no prior offenses.

Figure II-V
Percent of Youth with Prior Offenses



Source: Pennsylvania Joint Council of Criminal Justice, Inc., Who are Pennsylvania's Violent Youthful Offenders?, February, 1980.

Having looked at the relationship of race/sex and referrals, we now look at the impact of race and sex upon the percentages of those referrals adjudicated and disposed of for the category of "all other offenses".

Some of the differences between the sexes and races in the handling and disposition of this offense category is given by the following chart.

All Other Offenses*

	White Males	White Females	Black Males	Black Females
Referrals	5,398	1,267	657	245
% Adjudicated	35.3	29.7	40.3	33.9
% Committed	4.6	4.3	8.1	5.7
% Probation	39.4	32.9	29.4	27.3
% Dismissed	28.8	33.7	30.1	34.7

*Excludes the specific categories of murder, non-negligent manslaughter, rape, robbery, arson, aggravated assault, burglary, theft and drugs.

Comparing percentages between sexes and races for the category of "all other offenses" shows the following.

1. Blacks have 13 percent more adjudications than whites and females have 15 percent fewer adjudications than males.
2. Blacks have 64 percent more placements to institutions of delinquency than whites and females have 8 percent fewer placements than males.
3. Blacks have 24 percent fewer dispositions of probation than whites and females have 16 percent fewer probations than males.
4. Blacks have 5 percent more dismissals than whites and females have 17 percent more dismissals than males.

There are, of course, considerations such as the number of prior referrals which may very well justify these differences. Nevertheless, based upon the size of our populations, the numbers are significant if we make the assumption that all other factors are equal.

I. Summary-Juvenile Crime

What is happening within the juvenile subsystem of the criminal justice system of Pennsylvania? The basic measures of delinquency (arrests, probation office referrals and commitments) have remained basically steady during the past five years and only perceptibly have begun to decline.

Significant changes which have occurred in juvenile justice include the following. Many of these changes are the direct result of recent legislation such as Act 41 and Act 148.

1. The juvenile population in Pennsylvania is expected to drop sharply during the next ten years with the declining birth rate.
2. Status arrests (curfew and loitering and runaway) have dropped nearly 50 percent during the past five years. This is due primarily to a drop in status arrests in the Philadelphia area.
3. 1979 non-delinquency referrals to the county juvenile probation offices are more than 60 percent below their 1975 levels.
4. Secure detention of non-delinquent referrals to juvenile probation offices has been reduced by more than 98 percent since 1975. Secure detention of delinquents has increased by over 60 percent since 1974.
5. Use of informal adjustment dispositions has increased 280 percent since 1974.
6. In 1975, Philadelphia and Allegheny Counties had over 60 percent of the state delinquency referrals. During 1979, these counties accounted for less than 50 percent of all delinquency referrals.
7. Non-secure detention of referrals to juvenile probation offices has increased 473 percent since 1977.
8. Commitment of non-delinquents to delinquency institutions has decreased by 98 percent since 1975.
9. Other court ordered care placements for delinquents increased 368 percent between 1976 and 1979.
10. The rate of private placements per juvenile commitment to a delinquency institution has increased 55 percent between 1977 and 1979.

SECTION III

PROCESSING OF THE OFFENDER IN ADULT COURT

A. Court Activity

There were 71,243 adult criminal court case dispositions reported to the Governor's Justice Commission during 1977. Criminal case volume has experienced a dramatic turnabout from the early 1970's. From 1970 to 1976, criminal court dispositions rose over 44 percent. Suddenly, in 1977, primarily due to a drop in adult arrests, the number of criminal court dispositions dropped 15 percent. In 1978, the Adult Criminal Court Reporting System was transferred to the Administrative Office of Pennsylvania Courts (AOPC). The 1978 AOPC report indicates that the total number of criminal court dispositions continued to decline in 1978. However, no comparable offense-specific statistics have been made available to the public since the transfer of this program. Therefore, the adult criminal courts information in this section will deal with 1977 dispositions.

A distribution by county of 1977 adult criminal court dispositions is shown in Figure III-A. Philadelphia and Allegheny Counties alone disposed of more than half of the state's caseload. Most of the other relatively high volume counties are located in southeastern Pennsylvania. Conviction, incarceration and probation rates for three types of offenses are examined in the thirteen most heavily populated counties in Table III-1. Even for the same type of offense there is a large divergence in these rates between counties.

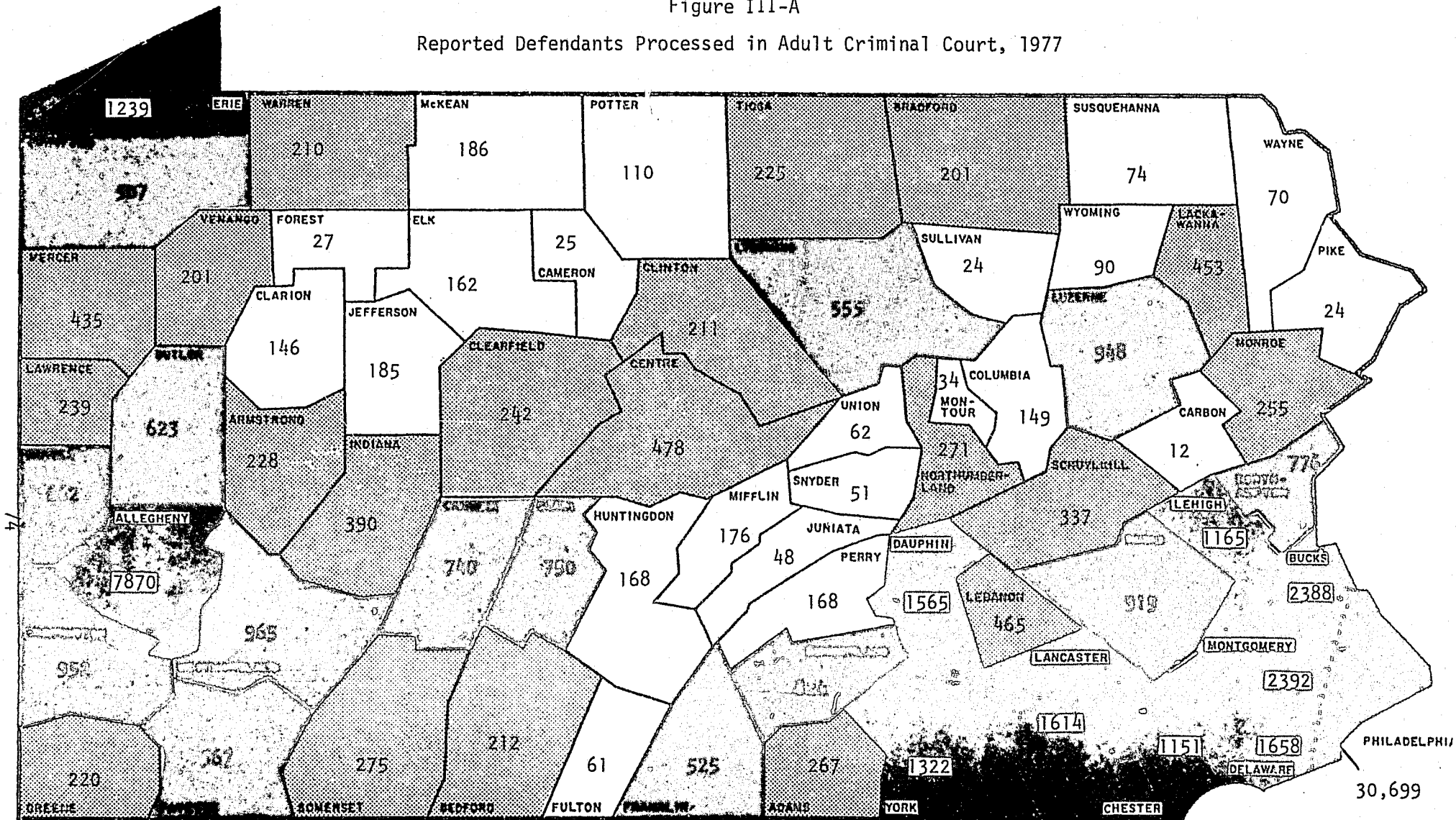
Many of the more rural counties are more prone to incarcerate a convicted person than the more heavily populated counties shown in Table III-1. Distributions of the type of sentences received in non-SMSA counties, SMSA counties, Allegheny County and Philadelphia are shown in Table III-2. For every offense type examined, non-SMSA counties incarcerated individuals at a higher rate.

The Administrative Office of Pennsylvania Courts compiles information from Pennsylvania district justice courts. Figure III-B shows a declining trend in felony misdemeanors and summary type complaints at the district justice level. The great majority of the more serious criminal complaints are bound over to criminal court.

1. Defendants Processed

During the calendar year of 1977, the criminal division of the common pleas courts in 67 counties in Pennsylvania and the Philadelphia Municipal Court processed 71,243 defendants. Of the 71,243 defendants processed,

Figure III-A
Reported Defendants Processed in Adult Criminal Court, 1977



Legend:

0 - 199	500 - 999
200 - 499	1000 and over

Source: Governor's Justice Commission, Adult Criminal Court Reporting System, 1977.

Table III-1; Conviction, Incarceration and Probation Rates for
Defendants Processed in Criminal Court by Selected Counties, 1977

(Larceny, Robbery, and Burglary)

County ¹	Larceny Convic. Rate	Larceny Incarc. Rate ²	Larceny Probation Rate ²	Robbery Convic. Rate	Robbery Incarc. Rate ²	Robbery Probation Rate ²	Burglary Convic. Rate	Burglary Incarc. Rate ²	Burglary Probation Rate ²
State.....	38.7	38.5	48.6	62.1	72.5	21.3	36.5	43.7	49.2
Allegheny.....	38.3	29.2	41.0	59.6	52.1	31.8	45.4	19.7	52.3
Berks.....	34.8	53.1	46.9	57.9	90.9	9.1	42.4	96.4	3.6
Bucks.....	37.0	36.1	48.9	67.6	65.2	34.8	58.3	39.4	56.9
Chester.....	45.6	27.4	69.4	56.7	88.2	11.8	54.7	64.0	34.7
Delaware.....	27.3	52.9	43.1	59.0	84.8	13.0	34.4	65.3	30.7
Erie.....	48.6	57.4	29.6	56.3	88.9	11.1	54.2	66.7	31.1
Lancaster.....	88.0	31.4	67.0	96.9	100.0	0	89.7	60.7	39.3
Lehigh.....	47.6	46.4	47.8	61.9	100.0	0	62.9	63.9	31.1
Luzerne.....	50.5	31.5	55.6	92.3	75.0	25.0	74.0	48.6	35.1
Montgomery.....	61.1	28.6	59.6	76.5	69.2	25.6	72.1	42.5	48.9
Philadelphia....	23.1	28.9	61.3	50.8	70.9	27.9	24.8	28.5	62.0
Westmoreland....	38.0	28.9	57.9	64.0	68.8	25.0	41.5	32.4	58.8
York.....	59.6	38.4	32.3	67.9	94.7	0	64.6	57.7	25.0

¹Counties over 250,000 population.

²Based on number of defendants convicted and sentenced.

SOURCE: Governor's Justice Commission
Adult Criminal Court Reporting System

Table III-2: Type of Sentence Distribution for Selected Offenses,
1977 Convictions

		Non-SMSA Counties	SMSA Counties	Allegheny County	Philadelphia
All Offenses	Probation	41.8	51.9	58.2	63.1
	County Jail	25.7	21.7	3.3	18.3
	S.C.I.	13.3	9.4	13.9	8.1
	Other Sentence	19.2	17.0	24.6	10.5
Robbery	Probation	7.6	22.7	31.8	27.9
	County Jail	21.5	25.0	2.1	30.9
	S.C.I.	67.1	45.9	50.0	40.0
	Other Sentence	3.8	6.4	16.1	1.2
Aggravated Assault	Probation	35.3	54.1	61.5	64.6
	County Jail	35.9	23.8	2.6	18.1
	S.C.I.	17.0	13.2	25.6	3.6
	Other Sentence	11.8	8.9	10.3	13.7
Burglary	Probation	29.1	49.8	52.3	62.0
	County Jail	32.9	28.3	2.4	23.8
	S.C.I.	32.8	11.7	17.3	4.7
	Other Sentence	5.2	10.2	28.0	9.5
Larceny	Probation	37.9	50.8	40.9	61.4
	County Jail	32.9	30.1	9.4	28.3
	S.C.I.	16.1	6.3	19.8	0.6
	Other Sentence	13.1	12.8	29.9	9.7

S.C.I. - State Correctional Institution.

Source: Governor's Justice Commission, Adult Criminal Court Reporting System, 1977.

Source: Administrative Office of Pennsylvania Courts, Annual Reports, 1975-1978.

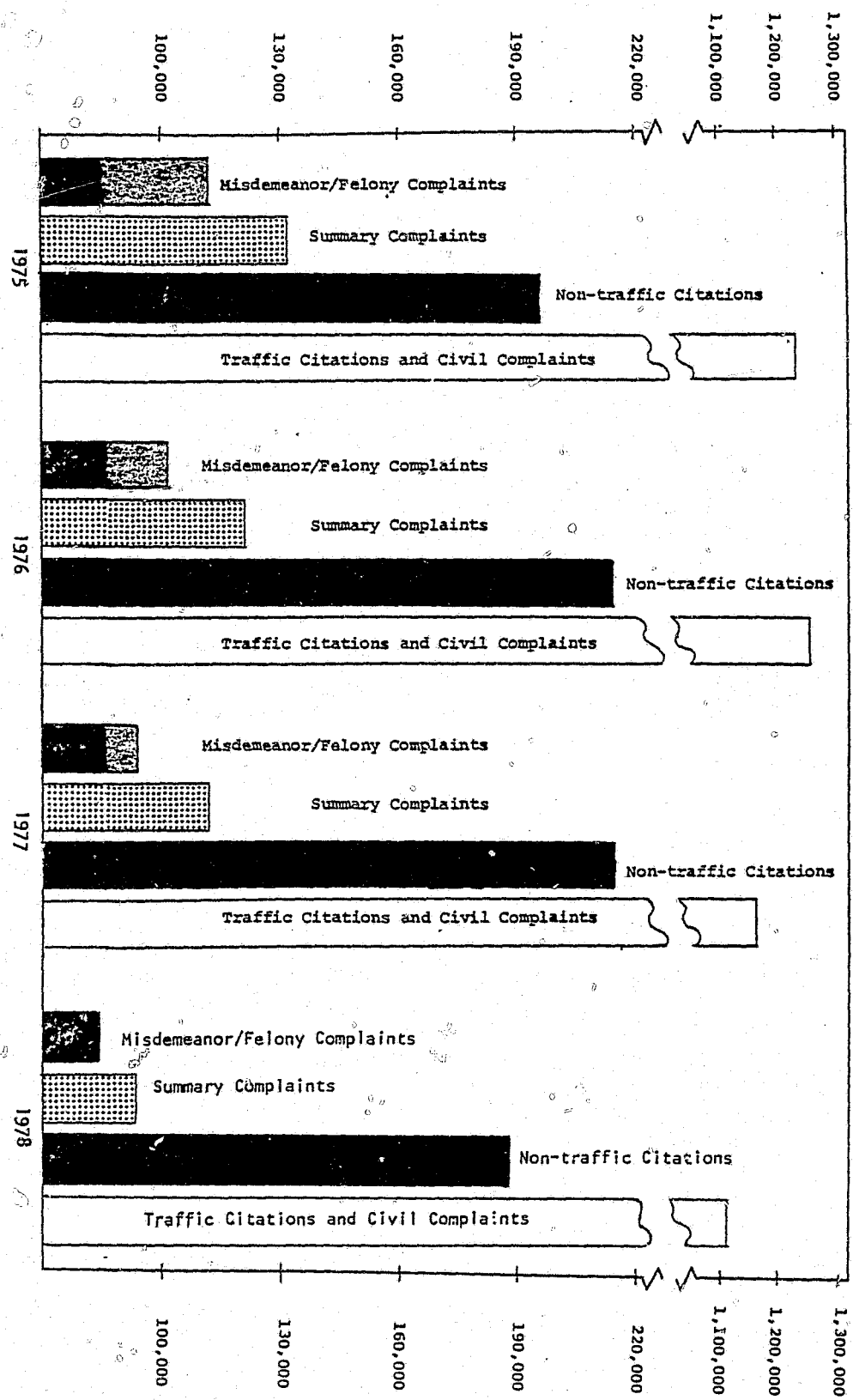


Figure III-B: Cases Filed in Pennsylvania District Justice Courts, 1975-1978

51,558 or 74.4 percent were "ready for trial". The remaining 17,755 or 25.6 percent were dismissed or placed in pre-trial intervention programs such as Pre-indictment Probation, Accelerated Rehabilitation Disposition and Disposition in Lieu of Trial. (Figure III-C).

Of the 51,558 defendants "ready for trial", 15,796 or 30.6 percent were nolle prossed and 5,403 or 10.5 percent were dismissed by the court. A total of 21,536 or 41.8 percent of these defendants pleaded guilty; 1,906 or 3.7 percent were tried by jury; and 6,917 or 13.4 percent received a trial by judge. Of those defendants tried before a jury, 814 or 42.7 percent were acquitted and 1,092 or 57.3 percent were convicted. Of those defendants who were tried by court, 3,636 or 52.6 percent were convicted. The remaining 3,281 or 47.4 percent were acquitted.

Of the 71,243 defendants processed during 1977, 26,264 or 36.9 percent were convicted and sentenced. Of these defendants 13,137 or 50 percent were placed on probation; 2,668 or 10.2 percent were sentenced to state correctional institutions within the Bureau of Correction; 5,897 or 22.5 percent were sentenced to local county prisons and jails; 2,618 or 10 percent were sentenced to pay fines and/or costs; 1,802 or 6.9 percent were given a suspended sentence; and the remaining 142 or 0.5 percent were given "other" sentences.

2. Dispositions

As shown in Table III-3, criminal court dispositions increased from 37,220 in 1960 to 71,243 in 1977. This is an increase of 2,000 cases per year. The rate per 100,000 estimated civilian population increased from 328.8 in 1960 to 600.1 in 1977.

From 1960 to 1977 convictions increased from 25,632 to 26,264 or 632 cases. During the same period, non-convictions increased from 11,588 to 44,979 or 33,391 cases. The increase in non-convictions was caused by the placement of defendants in pre-trial intervention programs such as Pre-indictment Probation, Accelerated Rehabilitation Disposition, and Disposition in Lieu of Trial. These pre-trial intervention programs began in 1969, but were not fully utilized until 1973.

Finally, the conviction rate decreased steadily from 68.9 percent in 1960 to 36.9 percent in 1977. The lowering of the conviction rate was again highly influenced by the new pre-trial intervention programs mentioned in the above paragraph.

Figure III-C: Pennsylvania Judicial Subsystem
1977
Court of Common Pleas

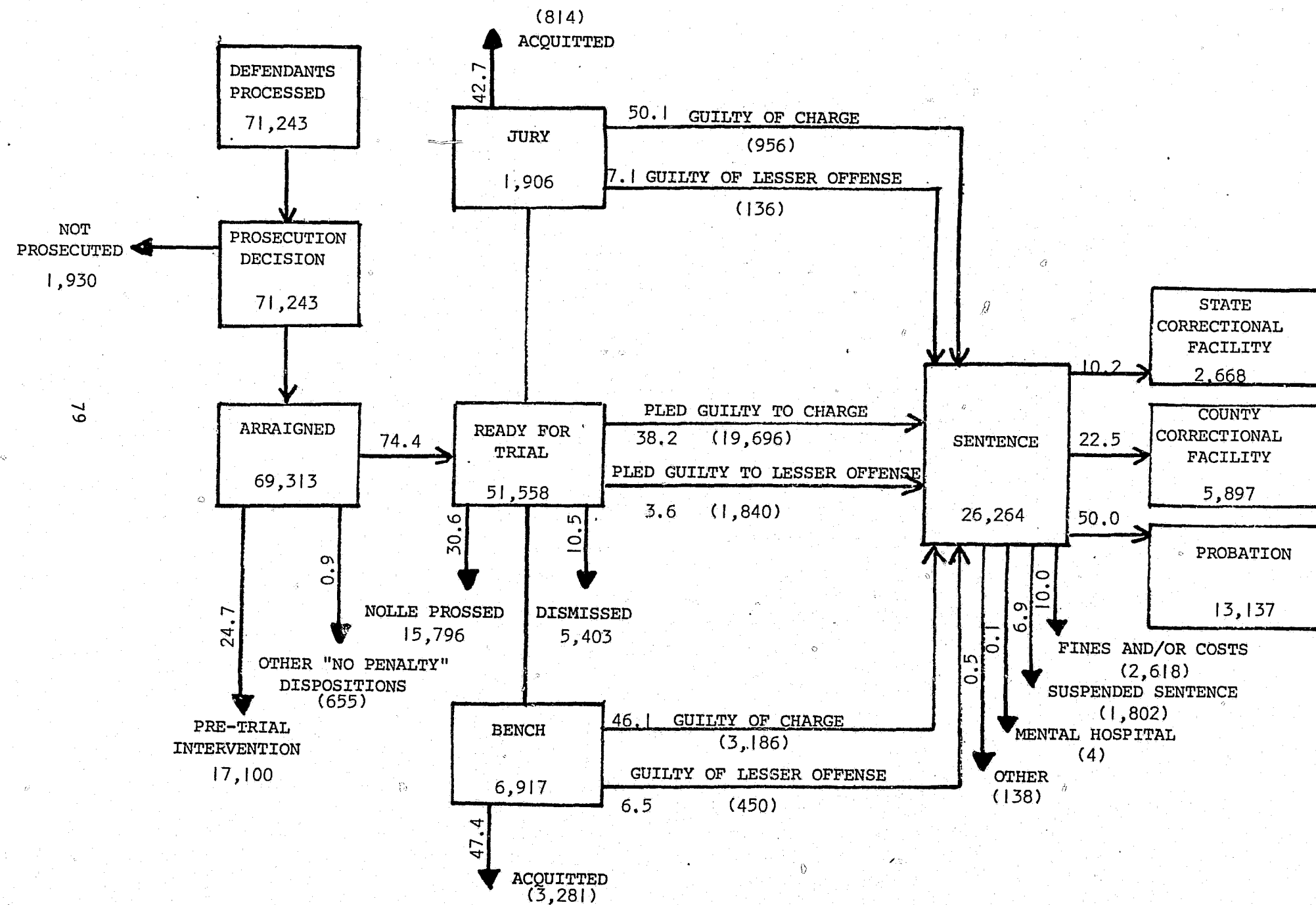


Table III-3

PROCEDURAL OUTCOME OF CRIMINAL COURT DISPOSITIONS IN PENNSYLVANIA
FROM 1960 TO 1977

Year	All cases disposed	All convictions	All non-convictions	Rate per 100,000 civ. pop. ¹	Rate of conviction (percent)
1960.....	37,220	25,632	11,588	328.8	68.9
1961.....	29,500	27,270	12,230	346.9	69.0
1962.....	39,104	26,768	12,336	345.0	68.5
1963.....	38,296	26,001	12,295	335.7	67.9
1964.....	41,428	26,833	14,595	360.1	64.9
1965.....	36,606	23,827	12,779	315.1	65.1
1966.....	40,015	25,973	14,042	343.3	64.9
1967.....	40,819	25,994	14,825	349.7	63.7
1968.....	44,108	28,502	15,606	375.4	64.6
1969.....	61,746	37,274	24,472	523.1	60.4
1970.....	58,332	34,406	23,926	494.3	59.0
1971.....	56,458	34,071	22,387	474.4	60.3
1972.....	72,138	38,964	33,174	605.9	54.0
1973.....	76,102	36,472	39,630	641.6	47.9
1974.....	83,049	35,616	47,433	701.3	42.9
1975.....	85,409	36,525	48,884	720.1	42.8
1976.....	84,049	34,932	49,117	709.6	41.6
1977.....	71,243	26,264	44,979	600.1	36.9

¹Rate based on all cases disposed using estimated civilian populations by U.S. Bureau of the Census, Series P-26.

Table III-4 lists the fifteen counties which processed the largest number of defendants during 1977. All fifteen counties were classified as first to fourth class counties according to their civilian population. These fifteen counties represented 78.6 percent of all defendants processed in the criminal courts of Pennsylvania in 1977.

As expected, Philadelphia and Allegheny Counties ranked number one and two respectively in the total number of defendants processed in 1977. These two counties represented 54.1 percent or over half of all defendants processed in 1976. The next four counties, Montgomery, Delaware, Bucks, and Chester (all located in the southeast corner of Pennsylvania) represented an additional 10.7 percent of all defendants processed in Pennsylvania during 1976. Four of these fifteen counties, Allegheny, Erie, Washington, and Westmoreland were from the western area of Pennsylvania.

Table III-4

Summary of Total Defendants Processed for the Fifteen
Counties Processing the Largest Number
of Defendants in 1977

Rank	County and County Classification	Number Processed	Percent of Total
	State total.....	71,243	100.0
1	Philadelphia (1).....	30,699	43.1
2	Allegheny (2).....	7,870	11.0
3	Montgomery (2A).....	2,392	3.4
4	Bucks (3).....	2,388	2.3
5	Delaware (2A).....	1,658	3.4
6	Lancaster (3).....	1,614	2.3
7	Dauphin (4).....	1,565	2.2
8	York (3).....	1,322	1.9
9	Erie (3).....	1,239	1.7
10	Lehigh (3).....	1,165	1.6
11	Chester (3).....	1,151	1.6
12	Westmoreland (3).....	965	1.5
13	Washington (3).....	952	1.4
14	Luzerne (3).....	948	1.4
15	Berks (3).....	919	1.3

3. Conviction Rates by County

In Table III-5, conviction rates were calculated for the fifteen counties which processed the largest number of defendants in 1977. These counties are ranked from highest to lowest according to their conviction rate.

Lancaster County, which ranked sixth in the number of defendants processed, had the highest conviction rate of 84.6 percent. Philadelphia County, which ranked number one in the number of defendants processed, had the lowest conviction rate of 19.4 percent. The next five counties, Luzerne, Lehigh, Montgomery, Dauphin, and York, had conviction rates ranging from 66 percent down to 51.7 percent respectively. Five counties, Allegheny, Westmoreland, Bucks, Delaware, and Philadelphia had conviction rates under 40 percent. The remaining four counties, Erie, Washington, Chester, and Berks were all ranked in the mid-range to lower half of this table because of low conviction rates.

Individual county convictions can be influenced by many variables. We have not attempted in Table III-5 to analyze all the possible intervening variables which can affect conviction rates. We have reported only the gross number for each county.

Table III-5

Summary of Conviction Rates for the Fifteen Counties
Processing the Largest Number of Defendants in
1977

Rank	County	Number processed	Number convicted and sentenced	Percent convicted and sentenced
	State total....	71,243	26,264	36.9
1	Lancaster.....	1,614	1,366	84.6
2	Luzerne.....	948	626	66.0
4	Lehigh.....	1,165	672	57.7
5	Montgomery.....	2,392	1,320	55.2
3	Dauphin.....	1,565	944	60.3
6	York.....	1,322	683	51.7
10	Erie.....	1,239	507	40.9
8	Washington.....	952	400	42.0
9	Chester.....	1,151	482	41.9
7	Berks.....	919	452	49.2
13	Bucks.....	2,388	820	34.3
11	Allegheny.....	7,870	3,084	39.2
12	Westmoreland.....	965	338	35.0
14	Delaware.....	1,658	480	29.0
15	Philadelphia.....	30,699	5,946	19.4

4. Sentence Distribution

As presented in Table III-6, sentencing practices within the Commonwealth of Pennsylvania have changed since 1960. The percentages of convicted defendants sentenced to state and county correctional facilities were on the decline during the 1960's while the percentage of those placed on probation or given a suspended sentence increased during this period. During the 1970's the percentage of those sentenced to state correctional facilities increased, the percentage sentenced to county correctional facilities remained stationary, and the percentage of those sentenced to probation or given a suspended sentence continued to rise.

Prior to July 1, 1971, counties were billed for the maintenance of inmates committed to the Bureau of Correction. Then, the Commonwealth began to assume part of the cost of maintaining inmates in the Bureau of Correction, beginning at 25 percent in Fiscal Year (FY) 1971-72, 50 percent in FY 1972-73, and 75 percent in FY 1973-74. As of July 1, 1974, the state assumed the full cost of maintaining in the Bureau of Correction. This billing procedure had a great influence on the influx of commitments to the Bureau of Correction since 1971. Prior to 1971, some county judges were reluctant to sentence defendants to a state correctional institution.

Table III-6

PERCENTS OF MAJOR SENTENCES ADMINISTERED TO CONVICTED DEFENDANTS
FROM 1960 to 1977

Year	(Columns across equal 100%)			
	State imprisonment	County imprisonment	Probation or suspended sentence	Fines and costs and all others
1960.....	7.4	31.9	32.4	28.3
1961.....	8.4	30.6	32.1	28.9
1962.....	7.5	30.7	31.8	30.0
1963.....	6.1	29.8	33.8	30.3
1964.....	5.2	29.5	34.8	30.5
1965.....	6.4	29.6	33.0	31.0
1966.....	5.3	24.5	34.4	35.8
1967.....	5.4	25.0	37.6	32.0
1968.....	5.6	24.5	39.8	30.1
1969.....	4.7	22.9	41.8	30.6
1970.....	5.5	20.7	44.5	29.3
1971.....	5.6	21.0	47.7	25.7
1972.....	7.1	20.0	51.5	21.4
1973.....	8.2	21.5	51.8	18.5
1974.....	8.1	20.2	54.9	16.8
1975.....	10.0	23.1	51.2	15.7
1976.....	9.6	24.0	55.8	10.6
1977.....	10.2	22.4	56.9	10.5

5. Type of Sentence by County

In Table III-7, the fifteen counties which processed the largest number of defendants in 1977, were ranked from the highest to lowest percent of convicted defendants sentenced to correctional facilities within Pennsylvania. Also included in this table is the percent of these defendants who were placed on probation during 1977.

Of the fifteen counties with the highest court volume, only Erie and Washington Counties sentenced over half of their convicted defendants to incarceration. Erie County was ranked number one with 50.9 percent (9.3 percent state and 41.6 percent county). Allegheny County had the lowest percentage of convicted defendants sentenced to state and county correctional facilities. Ten of these counties sentences less than 40 percent of their convicted defendants to correctional facilities in 1977.

The percentage of convicted defendants sentenced to the Allegheny and Westmoreland County Prisons is very low because both counties utilize the state regional correctional facility at Greensburg (Westmoreland County) for prisoners normally confined to local county prisons. These were the only two counties which showed a lower percentage being sentenced to a county prison than to a state correctional facility.

Table III-7
Conviction Percentage for the Fifteen Counties Processing
the Largest Number of Defendants in 1977

Rank	County	Total convicted and sentenced	Percent sentenced to correctional facilities			Percent placed on probation
			Total	State	County	
	State Total.....	26,264	32.6	10.2	22.5	50.0
1	Erie.....	507	50.9	9.3	41.6	40.2
2	Washington.....	400	50.3	14.0	36.3	42.5
3	Dauphin.....	944	49.0	18.1	30.9	42.2
4	Delaware.....	480	48.7	8.5	40.2	45.2
5	Berks.....	452	43.5	10.4	33.1	55.8
6	Chester.....	482	36.8	4.6	32.2	57.1
7	York.....	683	35.3	14.5	20.8	39.2
8	Lehigh.....	672	30.5	5.1	25.4	42.7
9	Bucks.....	820	30.0	4.6	25.4	58.8
10	Lancaster.....	1,366	29.4	4.7	24.7	65.8
11	Montgomery.....	1,320	27.2	7.1	20.1	59.3
12	Philadelphia...	5,946	26.4	8.1	18.3	63.1
13	Westmoreland...	338	25.2	17.8	7.4	51.8
14	Luzerne.....	626	21.8	4.5	17.3	41.9
15	Allegheny.....	3,084	17.2	13.9	3.3	58.2

B. The Impact of Rule 1100

Rule 1100 of the Pennsylvania Rules of Criminal Procedure has radically altered the practice of criminal law in this state. Adopted in June 1973, Rule 1100 provides for dismissal of the charges if the trial of a court case does not commence within one hundred and eighty (180) days of the complaint's filing. This 180-day rule establishes a procedure by which a prisoner serving a sentence may secure a relatively expeditious disposition of any Pennsylvania charges outstanding against him. Rule 1100(e) mandates that new trials be commenced within one hundred and twenty (120) days of either the order for new trial or the affirmance by an appellate court of such an order.

These time limits are not hard and fast. Subsection (d) of Rule 1100 excludes delay which results from (1) the unavailability of the defendant or his attorney, and (2) any continuance in excess of thirty (30) days granted at the request of the defendant or his attorney. In addition, subsection (c) authorizes the courts to grant the Commonwealth extensions of time for trial. Such extensions are permitted, however, only where the Commonwealth petitions for them prior to expiration of the period and demonstrates that trial could not be commenced within the prescribed time despite due diligence on its part.

Finally, Subsection 1100(f) makes clear that the Rules are not self-executing. Relief for violations of their terms is authorized only where a motion to dismiss is presented prior to the commencement of trial.

Prior to the adoption of Rule 1100 in June 1973, the interests of the Commonwealth and defendants in the expeditious disposition of criminal cases were of little more than theoretical concern. Compliance with the speedy trial rules is now an ever present preoccupation of judges, prosecutors and defense counsels. Countless questions of interpretation and application of the Rule seem to arise. Under these circumstances, it is hardly surprising that appellate litigation has thus far produced several hundred reported decisions interpreting and applying the terminology and procedural requirements of Rule 1100.

Most Common Pleas Courts have adapted well to the imposition of Rule 1100. Each year since 1976, when Rule 1100 dismissals were first compiled, the number of Rule 1100 dismissals has dropped. Seven hundred eighty-four Rule 1100 dismissals were recorded in 1976 compared to four hundred ten in 1978. This 1978 figure represents less than one percent of the total number of cases processed in Pennsylvania Common Pleas Court. More than half of these dismissals occurred in five Common Pleas Courts (Berks, Bucks, Delaware, Montgomery and York).

c. The Use of Accelerated Rehabilitative Disposition (ARD)

In 1970 and 1971, several Pennsylvania Common Pleas Courts experimented with a special pre-indictment program designed for first-time offenders charged with a non-violent offense. After an informal hearing where the circumstances so warranted, the court placed the defendant on probation. This eliminated the indictment process and formal trial and allowed for a quicker resolution of the case in most instances. A defendant who failed to satisfactorily complete his probationary period could subsequently be indicted and tried through normal channels.

This experimental diversionary-type program proved so successful that on May 24, 1972, the Supreme Court promulgated rules establishing a statewide uniform procedure whereby the defendant is diverted from the trial stream and his case is considered for probation, prior or subsequent to indictment. The statewide program is labeled "Accelerated Rehabilitative Disposition".

Since its inception there has been a noticeable trend in the increased utilization of the Accelerated Rehabilitative Disposition program. Table III-8 shows that every year since 1972 the percentage of ARD dispositions has increased.

Table III-8

Increased Utilization of ARD, 1972-1978

Number of Cases	1972	1973	1974	1975	1976	1977	1978
ARD	1,407	4,265	6,556	8,662	10,834	10,553	10,062
Guilty Pleas	26,843	23,874	27,751	30,560	29,811	26,783	23,477
Jury Trials	2,878	2,738	2,937	3,490	3,272	3,127	3,055
Jury Waivers	12,448	11,257	7,848	8,005	7,071	6,143	4,850
Total Cases	57,035	57,492	60,404	64,938	66,408	58,606	54,343
<hr/>							
Percent							
Percent ARD	2.5	7.4	10.9	13.3	16.3	18.0	18.5
Percent Guilty Pleas	47.1	41.5	45.9	47.1	44.9	45.7	43.2
Percent Jury Trials	5.0	4.8	4.9	5.4	4.9	5.3	5.6
Percent Jury Waivers	21.8	19.6	13.0	12.3	10.6	10.5	8.9

SOURCE: 1972-1978 Annual Reports, Administrative Office of Pennsylvania Courts.

The increased utilization of ARD, while not having a marked effect on the percentage of guilty pleas or jury trials, has led to a significant reduction in jury waivers. Every year since 1972 the percentage of jury waivers has decreased.

A defendant placed on the Accelerated Rehabilitative Disposition program is not actually considered to be convicted. These people are generally first-time offenders charged with a non-violent offense. Offenses which receive relatively extensive use of ARD are driving under the influence, larceny, disorderly conduct and contributing to the delinquency of a minor. Figure III-D indicates that nearly 70 percent of all ARD dispositions are for burglary, larceny, drug law violations and driving under the influence. Over one-half of all persons charged with driving under the influence receive ARD.

Figure III-E shows that there is also a significant difference between counties as well as between offenses in the use of the ARD program. Bucks, Delaware and Erie counties use ARD extensively, while other counties such as Cumberland do not use ARD at all. Over 44 percent of all cases in Bucks county received ARD dispositions.

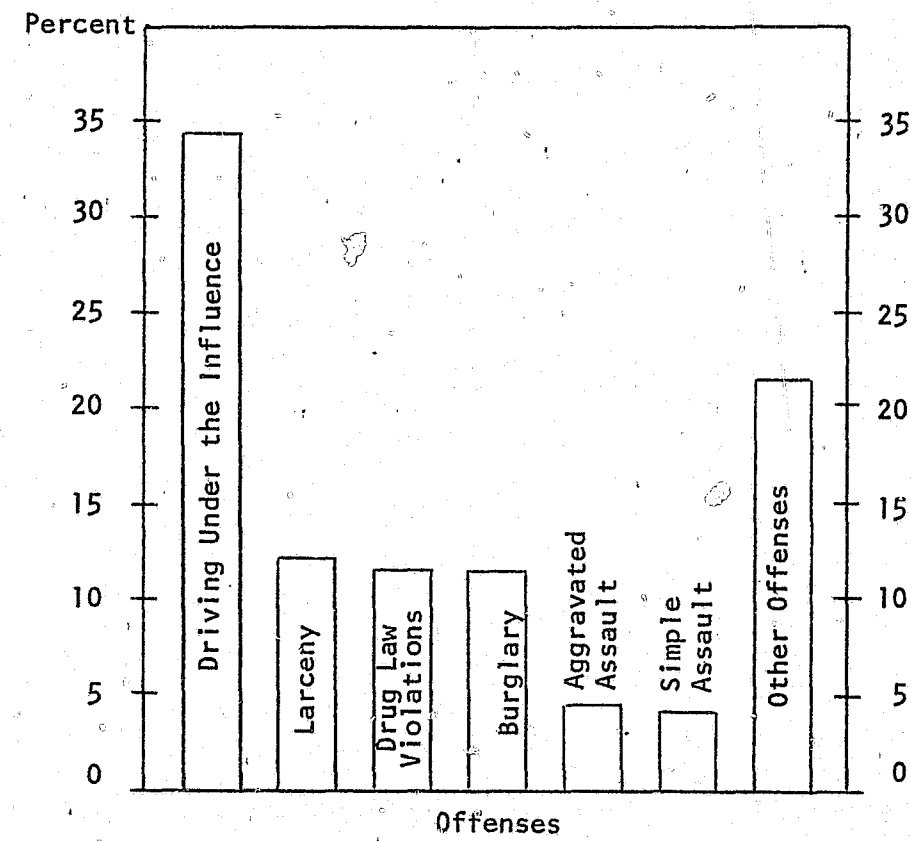
D. Pleas and Convictions

In Pennsylvania an individual accused of a criminal offense has four possible types of formal answers to the court to the charge brought against him. He may enter pleas of not guilty, nolo contendere, guilty to the charge brought against him or guilty to a lesser charge. If no plea is entered, the court will enter a plea of not guilty on behalf of the defendant. A plea of not guilty is an assertion of innocence and charges the authority in question to prove guilt beyond a reasonable doubt. A plea of nolo contendere is a middle-of-the-road type of plea where the defendant does not contest the charges, thereby avoiding an admission of guilt. The defendant is, however, subject to the same legal consequences if found guilty. In a guilty plea, the defendant states to the court that he has in fact committed the offense as charged. A plea of guilty to a lesser offense is usually the result of some type of plea bargaining where the defendant gets some type of concession from the court in exchange for a plea of guilty.

Of the 71,243 criminal court cases disposed of during 1977, 26,264 or 37 percent resulted in convictions. Over three out of four convictions obtained in Pennsylvania criminal court are the result of some type of guilty plea. Table III-9 documents this fact for the years 1974 to 1977.

Figure III-D

Percent Distribution of Offenses Receiving
Accelerated Rehabilitative Dispositions, 1977



Source: Governor's Justice Commission, Adult Criminal
Court Reporting System, 1977.

Figure III-E

Accelerated Rehabilitative Dispositions, 1977

This map displays the distribution of Accelerated Rehabilitative Dispositions (ARD) across Pennsylvania's counties in 1977. The data is as follows:

County	Count
ALLEGHENY	85
ARMSTRONG	65
BUTLER	108
BEAVER	35
CRAWFORD	91
CLARION	11
CLINTON	20
COLEMAN	100
COLUMBIA	16
CUMBERLAND	0
DALLAS	171
DAUPHIN	447
DELAWARE	606
FAYETTE	131
HARRISBURG	100
JUNIATA	4
LANCASTER	1
LEHIGH	107
MONTGOMERY	577
PENNS.	8,667
SCHUYLKILL	0
SUSQUEHANNA	5
WAYNE	23
WILKES-BARRE	124
LYCOMING	77
MONROE	19
PIKE	2
POCONO	122
STARK	56
TOWSON	11
UNION	5
WARREN	25
WASHINGTON	326
WESTMORELAND	350
YORK	257

Legend:

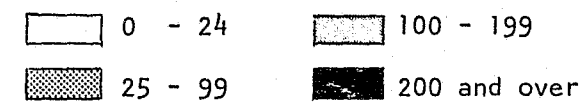


Table III-9
 Pennsylvania Adult Criminal Court Convictions, 1974-1977

Year	Total Convictions	Bench Convictions	Jury Convictions	Guilty Pleas	% Guilty Pleas of Total Convictions
1974	35,616	7,779	1,480	26,357	74
1975	36,525	7,231	1,890	27,404	75
1976	34,932	6,210	1,735	26,987	77
1977	26,264	3,636	1,092	21,536	82
	133,337	24,856	6,197	102,284	77

Source: Governor's Justice Commission, Adult Criminal Court Reporting System, 1974-1977.

Each year guilty pleas represent a greater portion of the total number of convictions. Through the use of guilty pleas, the criminal justice system is able to dispose of cases more quickly than would be otherwise possible. These increases in administrative efficiency save taxpayer dollars since trials (jury trials in particular) are more lengthy and therefore more costly.

Counties with high rates for guilty pleas either for the original offense or for lesser offenses will naturally yield high rates of conviction. County-wide conviction rates are displayed on Figure III-F. The reader will notice a wide variation in conviction rates between 19 percent for Philadelphia and 85 percent in Lancaster county. Lancaster county conviction rates are extremely high primarily because of a high ratio of criminal court cases per prosecutor. This high ratio necessitates an extensive usage of plea bargaining. Philadelphia, on the other hand, uses Accelerated Rehabilitative Dispositions extensively. These dispositions are not considered to be convictions, thus driving the conviction rate down. Clinton, Fulton, Juniata and Lancaster counties all convicted more than three of every four cases processed. Delaware, Elk and Philadelphia counties, on the other hand, convicted fewer than one of every three cases processed.

Defendants in general are less likely to plead guilty to the more serious offenses. In 1977, less than 50 percent of all convictions for rape or homicide were the result of guilty pleas. Conversely, 84 percent of all convictions for the less serious Part II offenses were the result of guilty pleas.

E. Pennsylvania Sentencing Policies

In sentencing a convicted offender in Pennsylvania, judges have several options available to them under Pennsylvania law. While various grounds are suggested for choosing amongst these options in a particular criminal case, the sentencing judge retains total discretion in making the choice. For an offender sentenced to imprisonment, the judge in Pennsylvania generally chooses a minimum and a maximum sentence length. The offender will then serve an amount of time in prison which is no less than the minimum sentence, and no more than the maximum sentence. There are only two statutory limitations placed on the choice of minimum and maximum sentences:

1. The minimum sentence imposed can be no greater than one half of the maximum sentence imposed.
2. The maximum sentence imposed can be no greater than the statutory maximum for the crime the offender is convicted for.

The statutory maximums for crimes of different levels of seriousness are shown below:

Offense Grading	Statutory Maximum ²
First Degree Felony	20 years
Second Degree Felony	10 years
Third Degree Felony	7 years
First Degree Misdemeanor	5 years
Second Degree Misdemeanor	2 years
Third Degree Misdemeanor	1 year
Summary Offense	90 days

¹ Depending on the county and on the maximum sentence imposed, the judge may or may not be required to state a minimum sentence. See Stephen Young, "When Should the Judge State a Minimum Sentence?", Pennsylvania Bar Association Quarterly, June, 1973.

² Act of December 6, 1972, P.L. 334, effective June 6, 1973.

An offense type will sometimes have multiple gradings depending on the specifics of the crime. Example: In cases of arson, whether or not a person is placed in danger of death or bodily injury determines whether the offense is a first or second degree felony. Offense gradings for other selected offenses are as follows:

<u>Offense</u>	<u>Grading</u>
Forcible Rape	First Degree Felony
Robbery	First Degree Felony
Aggravated Assault	Second Degree Felony to First Degree Misdemeanor
Burglary	First Degree Felony
Larceny	Third Degree Felony to Third Degree Misdemeanor
Auto Theft	Third Degree Felony

Clearly, the judge in a Pennsylvania criminal court case has a great deal of discretion so that he may weigh each case on its own merits. Such sentencing policies have come under attack as being inequitable. Philadelphia, for example, has perennially convicted a significantly smaller percentage of its criminal court cases than the rest of the state. Philadelphia's 19 percent conviction rate is the lowest in the Commonwealth. Those who are convicted in Philadelphia for a given offense have a much smaller probability of incarceration than individuals being convicted elsewhere in the state. Table III-10 shows the incarceration for offenders convicted of robbery and burglary.

Individuals who are incarcerated rarely spend the entire prescribed maximum sentence behind bars. The convicted person in court can instead use the minimum sentence as a barometer for how long he can expect to be incarcerated. In fact, about 72 percent of offenders were granted parole upon reaching their minimum sentence at Pennsylvania state prisons. The following chart (III-11) reveals how closely the average minimum sentence correlates with the time actually served for inmates released from Pennsylvania state correctional institutions in 1978. Inmates serving time for robbery, rape and drug offenses actually serve less than 10 percent more time than their minimum sentence on the average.

Table III-10

REGIONAL DIFFERENCES IN SENTENCING TO INCARCERATION

Offense	Region	Probability of Incarceration For All Convicted Felony Offenders	Probability of Incarceration for Convicted Offenders:		
			With 0 Prior Felony Convictions	With 1-2 Prior Felony Convictions	With 3 or More Prior Felony Convictions
Robbery	Philadelphia	68%	63%	70%	82%
	Allegheny	64%	35%	70%	97%
	Philadelphia Suburbs	76%	77%	62%	91%
	Small Cities	90%	82%	85	98%
	Rural	88%	74%	94%	97%
Burglary	Philadelphia	30%	22%	37%	35%
	Allegheny	45%	14%	70%	89%
	Philadelphia Suburbs	50%	44%	51%	80%
	Small Cities	66%	54%	79%	94%
	Rural	64%	54%	80%	93%

* Incarceration is defined as a sentence to either state prison or county jail.

SOURCE: The Impact of New Sentencing Laws on State Prison Populations in Pennsylvania, Carnegie-Mellon University, Urban Systems Institute, January, 1979.

Table III-11

Average Time Served and Average Minimum Sentence
of Inmates Released from State Prison in 1978

	Average Time Served (months)	Average Minimum Sentence (months)
Robbery	31.5	29.1
Burglary	24.2	21.2
Rape	42.4	40.4
Drug Offenses	23.1	21.3
Larceny	17.8	14.3
Aggravated Assault	22.4	20.1

Source: Demographically Disaggregated Projections of State Prison
Populations in Pennsylvania, 1980-2000, Harold D. Miller,
Urban Systems Institute, Carnegie Mellon University,
January, 1980.

Sentencing in Pennsylvania is a study published by the Pennsylvania Association on Probation, Parole and Correction which examined specific types of sentencing data on over 22,000 offenders sentenced to county jails or placed on probation in Pennsylvania during 1976. Prior felony convictions and use or possession of a weapon were two of the primary factors analyzed. Of the cases receiving county probation, nearly 19 percent involved felony offenses. The felony offenders with one or more felony convictions received an average county probation sentence of 42.8 months, 8.3 months longer than individuals with no prior felony convictions. Table III-12 shows the average sentence length by offense for felony offenders sentenced to county probation.

Of the 2,735 county probation felony cases analyzed, less than 6 percent involved the use or possession of a weapon during the commission of the offense. The average sentence of felony offenders sentenced to county probation who used or had weapons was 12.7 months longer than those who did not. Table III-13 shows the average sentence length by offense for weapons and non-weapons offenders sentenced to county probation.

The 1,259 felony offenders sentenced to state probation showed similar results. Offenders sentenced to state probation with prior convictions received an average sentence 4.6 months longer than those without a prior conviction. Table III-14 shows the average sentence length by offense for offenders sentenced to state probation.

The average sentence of felony offenders sentenced to state probation who used or had weapons was nearly ten months longer than the offender who did not. Table III-15 displays this difference in sentence length by offense.

Table III-12
Average Sentence of Felony Offenders on County Probation
With a Prior Felony Conviction

Offense	<u>Sentences in Months</u>		#	Average Sentence
	No Prior Felony Convictions			
Burglary	682	32.0	247	44.1
Sale of Narcotics	541	29.4	86	36.1
Robbery	229	51.8	59	50.4
Theft	142	26.7	55	27.9
Aggravated Assault	128	30.7	25	33.3
Rape	24	63.3	4	66.0
Arson	41	39.2	7	39.3
Third Degree Murder	35	83.0	0	-
All Others	379	33.2	51	58.4
TOTAL:	2,201	34.5	534	42.8

Source: Pennsylvania Association on Probation, Parole and Correction, Sentencing in Pennsylvania, May, 1978.

Table III-13
Average Sentence of Felony Offenders on County Probation with a Weapon Conviction

Offense	Sentences in Months			
	No Prior Felony Convictions		Weapon Conviction	
	#	Average Sentence	#	Average Sentence
Burglary	917	35.2	12	39.4
Sale of Narcotics	626	30.3	1	48.0
Robbery	210	50.5	78	54.3
Theft	197	27.0	0	-
Aggravated Assault	108	29.1	45	36.0
Rape	25	66.8	3	38.0
Arson	46	39.1	2	42.0
Third Degree Murder	31	83.2	4	21.0
All Others	423	35.9	7	58.3
TOTAL:	2,583	35.4	152	48.1

Source: Pennsylvania Association on Probation, Parole and Correction, Sentencing in Pennsylvania, May, 1978.

Table III-14
Average Sentence of Felony Offenders on State Probation with a Felony Conviction

Offense	Sentences in Months		One or More Prior Felony Convictions	
	No Prior Felony Convictions		One or More Prior Felony Convictions	
	#	Average Sentence	#	Average Sentence
Burglary	233	37.0	98	48.5
Sale of Narcotics	255	36.8	97	37.9
Robbery	78	60.3	57	61.6
Theft	57	35.9	39	44.9
Aggravated Assault	64	42.6	34	42.7
Rape	15	50.0	9	68.7
Arson	15	58.4	4	45.0
Third Degree Murder	10	107.6	1	36.0
All Others	124	44.6	69	44.0
TOTAL:	851	42.0	408	46.6

Source: Pennsylvania Association on Probation, Parole and Correction, Sentencing in Pennsylvania, May, 1978.

Table III-15

Average Sentence of Felony Offenders on State Probation
with a Weapon Conviction

Offense	Sentences in Months			
	No Prior Felony Convictions		Weapon Conviction	
	#	Average Sentence	#	Average Sentence
Burglary	321	40.3	10	45.6
Sale of Narcotics	345	36.9	7	46.3
Robbery	72	55.4	63	67.1
Theft	88	37.0	8	67.5
Aggravated Assault	55	36.4	43	50.6
Rape	23	54.3	1	120.0
Arson	18	55.3	1	60.0
Third Degree Murder	4	95.0	7	104.6
All Others	173	42.5	20	60.6
TOTAL:	1,099	42.5	160	61.5

Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

F. The Use of Probation

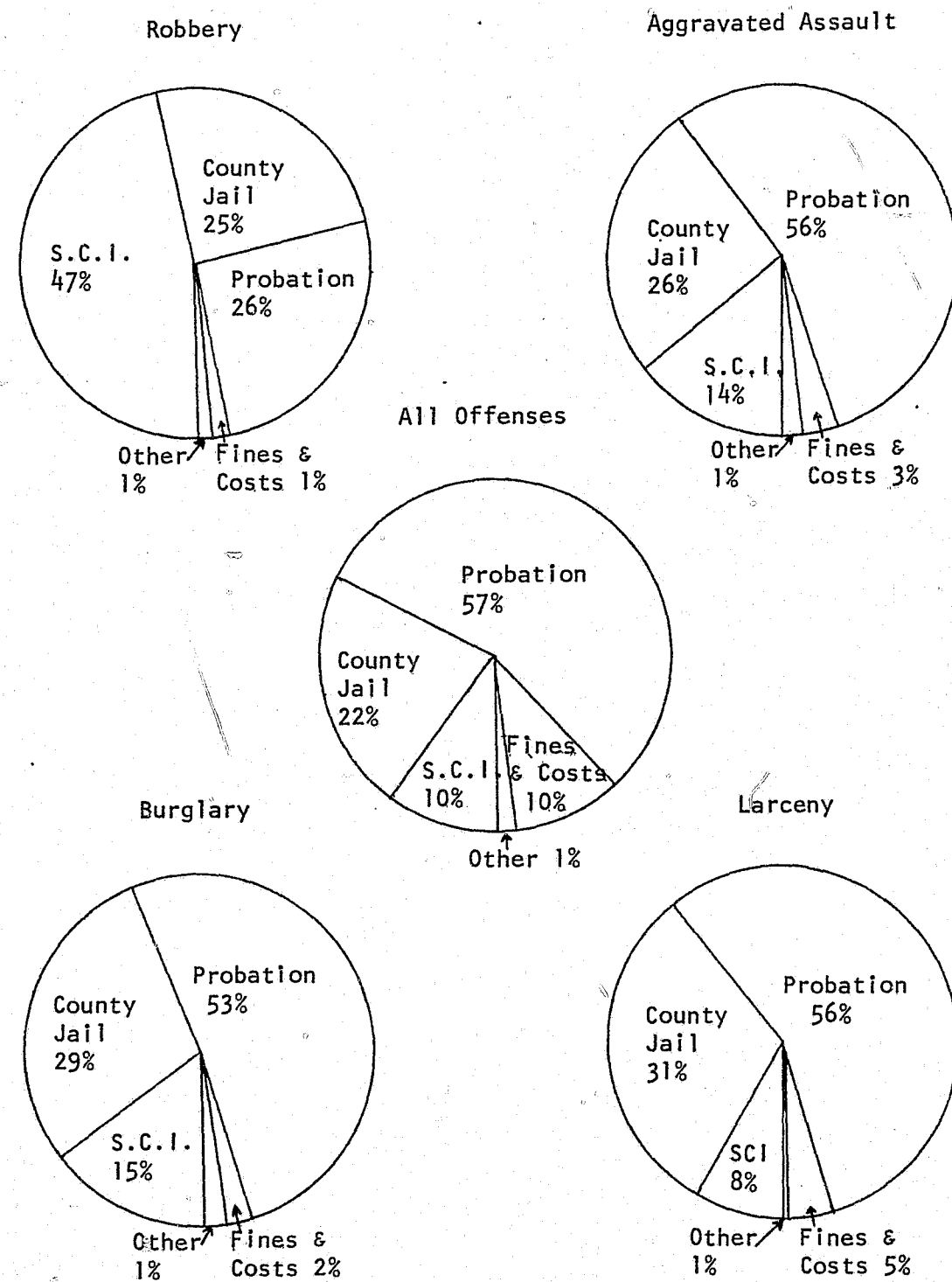
When types of sentences received for different types of offenses are examined, we find extensive use of probation in Pennsylvania. Fifty-seven percent of all convictions reported to the Governor's Justice Commission Adult Criminal Court Reporting System received either probation, probation without verdict or received a suspended sentence. Even persons convicted of serious felony offenses like burglary received probation more often than incarceration. Figure III-G shows a distribution of the types of sentences Pennsylvania adult defendants received for several different types of Part I offenses.

Defendants are placed on probation most often for driving under the influence, burglary, drug violations and larceny. However, the large numbers of persons sentenced to probation for these offenses are a consequence of the large number of defendants processed for these offenses. Several other offenses have a larger percent of their convicted defendants sentenced to probation. In fact, for 1977, more than half of those convicted of aggravated assault, simple assault, embezzlement, receiving stolen property, sex offenses and weapons offenses were sentenced to probation. Since the early 1970's there has been a major shift toward the use of probation for driving under the influence cases (Figure III-H). In 1971, 45 percent of all driving under the influence convictions were fines and/or costs. Only 26 percent received probation. In 1977, 57 percent of all driving under the influence convictions were probation while only 19 percent received fines and/or costs.

Agencies responsible for the probation caseload are the Pennsylvania Board of Probation and Parole at the state level and county probation and parole offices. More serious cases such as robbery, aggravated assault and burglary are generally referred to state probation while county offices usually handle less serious cases. Sentences for clients on state probation are generally much longer because of this difference in seriousness of the case.

Figure III-G

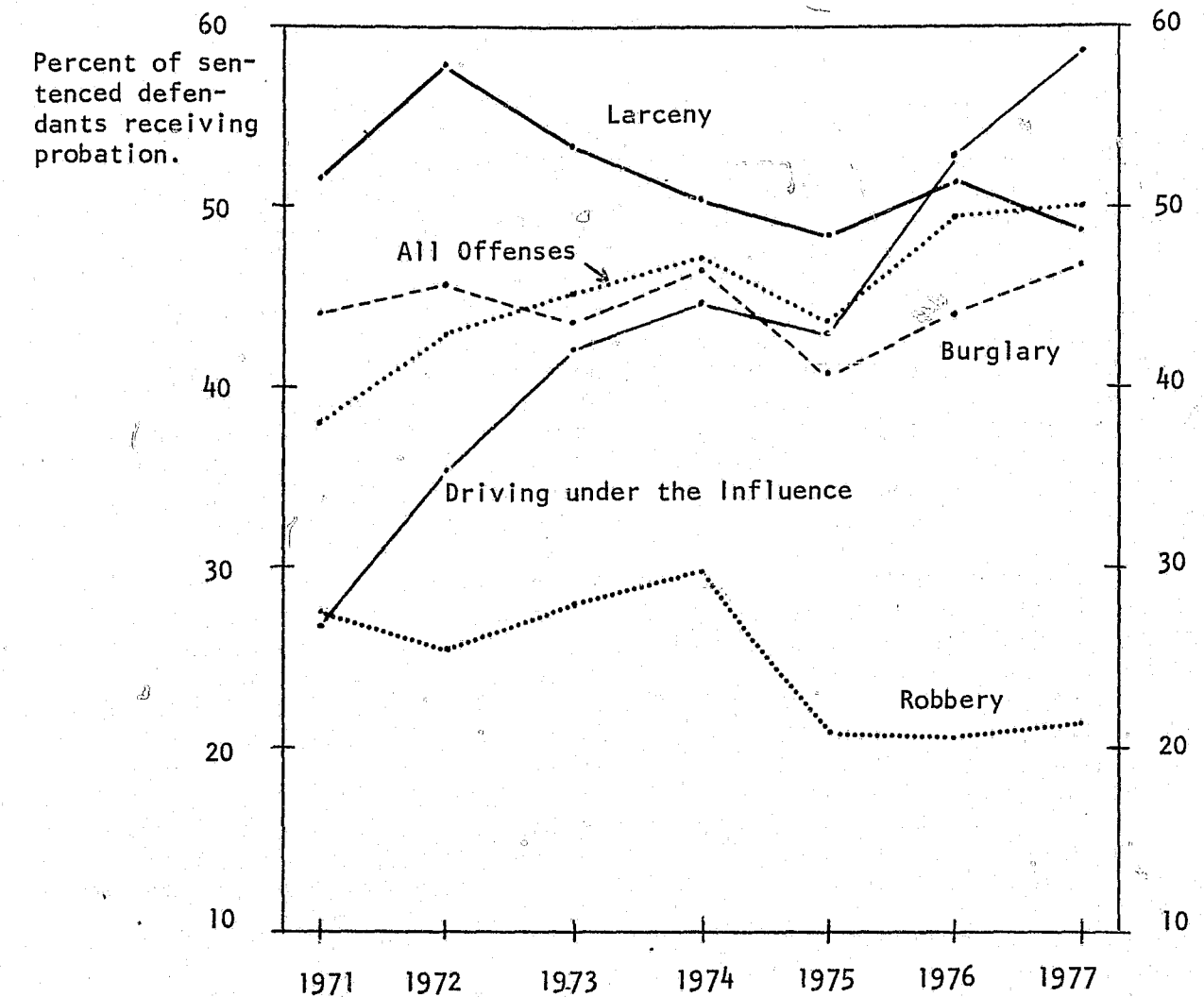
Type of Sentence Received for Selected Offenses



Source: Governor's Justice Commission, Adult Criminal Court Reporting System, 1977.

Figure III-H

Trends in the Use of Probation, By Selected Offense, 1971-1977



Source: Governor's Justice Commission, Adult Criminal Court Reporting System, 1971-1977.

G. Courts Summary

Pennsylvania Common Pleas Courts have a number of ways of disposing of their cases. While some counties like Lancaster plea bargain extensively, others like Philadelphia use the Accelerated Rehabilitative Disposition program extensively. Every year since the inception of the ARD program, the percentage of ARD dispositions has increased statewide. These widely varying methods of disposing of cases causes a great variation in conviction rates among Common Pleas Courts.

Over three out of four convictions obtained in Pennsylvania Adult Criminal Court are the result of some type of guilty plea. A 1977 Plea Negotiation Survey of Local Prosecutors in Pennsylvania conducted by the Pennsylvania Commission on Crime and Delinquency revealed that plea negotiations accounted for anywhere from a minimum of 2 percent to a maximum of 70 percent of a county's caseload. The survey also found a substantial inverse relationship between dismissal rate and plea bargain rate.

Fifty-seven percent of all convictions reported to the Governor's Justice Commission Adult Criminal Court Reporting System received either probation, probation without verdict or received a suspended sentence. As the major alternative to incarceration, probation has been used much more extensively in recent years. Since the early 1970's, there has also been a major shift toward the use of probation and away from fines and costs for driving under the influence cases.

Most Common Pleas Courts have adapted well to the imposition of Rule 1100 which allows a dismissal if a trial of a court case does not commence within 180 days of the complaint's filing. Less than 1 percent of the total number of cases processed received dismissals as a result of the 180 day rule.

SECTION IV-THE OFFENDER UNDER CORRECTIONAL SUPERVISION

A. Offender Flow Through the System

For any individual crime the intelligent criminal has a very small chance of being apprehended, convicted and sentenced to incarceration. Fewer than half of all crimes reported to police ever result in a clearance. Less than 7 percent of all persons arrested are convicted and sentenced. Figure IV-A is a flow chart of the criminal justice process during 1977. Notice the several channels exiting the system where the person who was at one point arrested is returned to the street.

Figure IV-B displays this fallout from the criminal justice system in a more condensed version for four Part I offenses.

B. The Offender in County Prisons and Jails

For many years the county prisons and jails of Pennsylvania have played a vital role in the correctional process of the Commonwealth. However, nearly one-half of the 68 county prisons and jails in operation are 100 years of age and older. Major renovations are needed to bring these facilities into conformance with Bureau of Correction standards. Rehabilitative programs being offered in more modern county prisons and jails cannot be made available in older jails due to a lack of space. These buildings were built primarily as holding facilities.

There are several county prisons and jails which are either being rebuilt, refurbished or are in the planning stages of reconstruction. York and Huntingdon Counties opened new facilities in 1979 and Tioga, Bradford, Susquehanna, Sullivan and Wyoming Counties have begun discussion for a group jail.

Overcrowding has become a major problem in several county prisons and jails. As of 1979, Blair, Bucks, Lycoming and Montour Counties all have average daily populations in excess of their rated maximum cell capacities. Table IV-1 gives the reader an indication of the degree of overcrowding in each of the county prisons and jails. Other counties appearing to have overcrowding problems are Jefferson, Lancaster, Montgomery and Philadelphia. Of course prison populations fluctuate from day to day so an average daily population which is beneath the counties' total cell capacity does not necessarily mean that there is not an overcrowding situation in these counties. Criminal justice officials have taken several steps in an attempt to ease the overcrowding situation. These steps include the increased use of probation and parole, the increased use of work release and diversionary programs and the increased use of bail.

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graph TD
    CKP[Crimes Known to Police  
772,596] -- 44.6 --> CC[Crimes Cleared  
334,456]
    CKP -- 81.2 --> AP[Arrests  
391,063]
    AP -- 18.8 --> R[Releases  
73,343]
    AP -- 81.2 --> PC[Persons Charged  
317,720]
    PC -- 78.2 --> DK[Dispositions Known  
248,384]
    PC -- 21.8 --> DUKO[Dispositions Unknown Or Pending  
69,336]
    DK -- 16.7 --> RJC[Referred to Juvenile Court  
41,527]
    DK -- 47.3 --> TSP[To Summary Proceeding  
117,544]
    DK -- 36.0 --> CCD[Criminal Court Dispositions  
89,313]
    CCD -- 14.8 --> CRNS[Case Records Not Submitted  
18,070]
    CCD -- 79.8 --> CRP[Case Records Processed  
71,243]
    CRP -- 24.3 --> ARD[ARD  
17,283]
    CRP -- 22.2 --> N[Nolles  
15,796]
    CRP -- 10.3 --> OD[Other Dismissals  
7,333]
    CRP -- 0.7 --> ONPD[Other No Penalty Dispositions  
472]
    CRP -- 30.2 --> GP[Guilty Pleas  
21,536]
    CRP -- 9.7 --> BT[Bench Trials  
6,917]
    CRP -- 2.7 --> JT[Jury Trials  
1,906]
    GP -- 52.6 --> CS[Convictions and Sentence  
26,264]
    BT -- 47.4 --> CS
    JT -- 42.7 --> A[Acquittals  
4,095  
(814)  
(3281)]
    JT -- 17.4 --> I[Incarceration  
8,565  
SCI (2,668)  
County Jail (5,897)]
    CS -- 57.3 --> I
    CS -- 50.0 --> P[Probation  
13,137]
    I -- 32.6 --> P
    I -- 17.4 --> IO[All Other Sentences  
4,562  
Susp. Sent. (1,802)  
Fines/Costs (2,618)  
Other (142)]
    P -- 67.878 --> PCas[Probation Parole Caseloads*  
PBPP (14,466)  
County (53,412)]
    I -- 13,540 --> IP[Institutional Populations*  
SCI (7,600)  
County Jails (5,940)]
    IP -- 9.377 --> Par[Parole  
9,377]
    IP -- 3,310 --> Rev[Revocations  
3,310]
    Par --> PCas
    Rev --> PCas
    PCas --> U[Unconditional Releases  
7,623]
    PCas --> FD[Final Discharges  
27,079]
    
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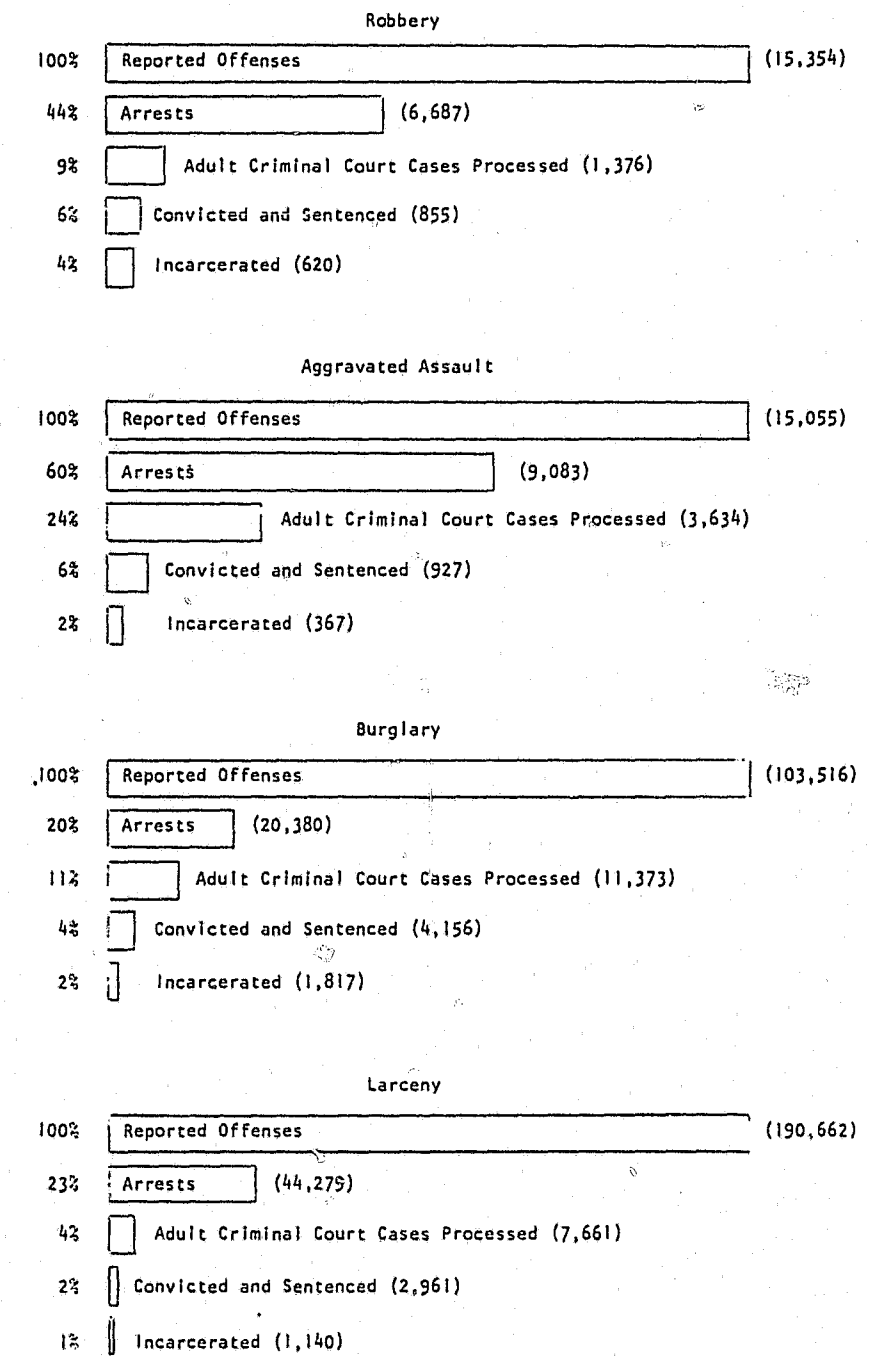
* As of December 31, 1977

Key: ○

Key:

Numbers within event boxes represent the number of events which occurred.
Numbers along arrows are branching ratios (in percent).

PENNSYLVANIA CRIMINAL JUSTICE SYSTEM FALLOUT, BY SELECTED OFFENSE, 1977.



SOURCE: Pennsylvania Uniform Crime Report, 1977.
Governor's Justice Commission, Adult Criminal Court Reporting System, 1977.

Table IV-1

PENNSYLVANIA COUNTY PRISONS AND JAILS, 1979
COMPARISON OF AVERAGE DAILY POPULATION WITH TOTAL CELL CAPACITY

County	Average Daily Population	Total Cell Capacity	Percent Difference	County	Average Daily Population	Total Cell Capacity	Percent Difference
Adams.....	27	37	+37	Lycoming.....	78	75	-4
Allegheny.....	439	634	+44	McKean.....	13	61	+369
Armstrong.....	12	29	+142	Mercer.....	38	54	+42
Beaver.....	79	101	+28	Mifflin.....	27	45	+67
Bedford.....	11	30	+173	Monroe.....	19	29	+53
Berks.....	204	295	+45	Montgomery.....	249	270	+8
Blair.....	76	71	-7	Montour.....	14	13	-7
Bradford.....	19	27	+42	Northampton.....	157	211	+34
Bucks.....	192	176	-8	Northumberland.....	67	79	+18
Butler.....	35	60	+71	Perry.....	8	12	+50
Cambria.....	96	163	+70	Philadelphia, Total....	2,198	2,370	+8
Cameron.....	2	9	+350	House of Correction..	651	703	+8
Carbon.....	11	28	+155	Holmesburg.....	808	875	+8
Centre.....	30	38	+27	Detention Center.....	739	792	+7
Chester.....	234	304	+30	Pike.....	8	12	+50
Clarion.....	17	23	+35	Potter.....	7	13	+86
Clearfield.....	50	65	+30	Schuylkill.....	57	106	+86
Clinton.....	13	36	+177	Snyder.....	2	Closed	-
Columbia.....	3	68	+100	Somerset.....	28	35	+25
Crawford.....	39	67	+72	Sullivan.....	Closed	Closed	-
Cumberland.....	81	96	+18	Susquehanna.....	13	22	+69
Dauphin.....	207	254	+23	Tioga.....	14	28	+100
Delaware.....	357	485	+36	Union.....	15	22	+47
Elk.....	3	19	+533	Venango.....	24	30	+25
Erie.....	178	206	+16	Warren.....	19	56	+195
Fayette.....	41	74	+80	Washington.....	93	119	+28
Forest.....	1	7	-	Wayne.....	10	38	+280
Franklin.....	73	131	+79	Westmoreland.....	44	62	+41
Fulton.....	5	14	+180	Wyoming.....	9	10	+11.1
Greene.....	5	15	+200	York.....	127	192	+51
Huntingdon.....	1	24	+2300				
Indiana.....	23	39	+70				
Jefferson.....	13	15	+15				
Juniata.....	8	16	+100				
Lackawanna.....	85	152	+79				
Lancaster.....	211	223	+6				
Lawrence.....	36	70	+94				
Lebanon.....	99	124	+25				
Lehigh.....	172	200	+16				
Luzerne.....	158	249	+58				

Source: 1979 Annual Statistical Report of Pennsylvania County Prisons and Jails, Pennsylvania Bureau of Correction.

Table IV-2 shows the changes in major types of admissions to county prisons and jails between 1970 and 1979.

Table IV-3 shows the counties with the largest average daily prison population. The fourteen counties mentioned in this table account for over three of every four prisoners in the state.

Court commitments rose through the early 1970's along with the increasing levels of crime. Following a 1976 peak, court commitments have dropped off sharply due mainly to the increased use of probation.

The minor judiciary on the other hand has become less willing to pass judgement in criminal court cases. Fewer cases are being committed by the minor judiciary and are being bound over to common pleas court instead. Lastly, the number of adult detentioners received, after remaining relatively stable during the early 1970's has begun a general decline since its 1975 peak of 61,874.

In spite of declining numbers of court commitments, minor judiciary commitments, and detentioners, Figure IV-C points out that the average daily population in Pennsylvania's county prisons and jails has increased in the late 1970's. Average daily population has increased 17 percent since the 1974 low of 5,745. This seemingly contradicting set of facts can be explained by an increase in the length of time that prisoners are serving (Table IV-4). In 1976 sentenced prisoners released from county prisons and jails served an average of 88 days. By 1979 this average time served increased 8 percent to 95 days. Since an increased proportion of the county prison population are sentenced and these sentenced prisoners are serving longer terms, overcrowding is often the result. As new and larger prisons are constructed, the average daily population for county prisons and jails is expected to continue to increase. Only later in the 1980's after arrests begin declining, will the county prison population begin to decline again. The decline will be small since institutional facilities have the strange ability to keep themselves filled.

The majority of sentenced prisoners in county prisons and jails are serving time for burglary, larceny, disorderly conduct, motor vehicle violations (hit and run), drunkenness and drunken driving (Figure IV-D). Persons convicted of some of the more serious felony offenses are generally sentenced to a state regional correctional facility or a state correctional institution.

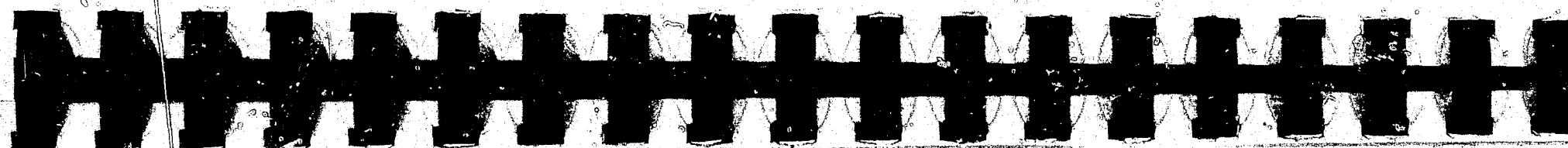
Table IV-2 indicated that the large majority of admissions to county prisons and jails was detentioners.

Detentioners include individuals who are detained prior to trial as well as other prisoners not sentenced directly to the local prison or jails where they are confined. Ninety percent of all detentioners are persons being held for trial, further hearing or as a material witness. The remaining 10 percent of detentioner admissions are made up of persons held

Table IV-2
County Prison and Jail
Admissions and Releases
1960 - 1979

Year	Admissions			Releases		
	Court Commitments	Minor Judiciary Commitments	Adult Detentioners	Unconditional	Conditional (paroles)	Adult Detentioners
1960 . .	10,216	17,935	46,243	23,675	4,400	44,229
1961 . .	11,722	17,927	47,260	24,841	4,555	45,189
1962 . .	10,452	16,416	46,999	22,046	4,615	45,435
1963 . .	9,365	15,379	45,705	20,145	4,848	46,427
1964 . .	9,757	14,802	47,296	19,786	4,745	48,230
1965 . .	8,497	12,134	46,227	16,633	4,455	47,132
1966 . .	7,860	12,218	48,190	16,085	4,215	48,271
1967 . .	7,209	11,270	53,805	14,716	4,087	53,877
1968 . .	6,840	10,803	53,001	13,755	3,973	52,960
1969 . .	7,177	9,573	55,229	12,375	4,237	55,565
1970 . .	7,225	8,678	58,737	11,572	4,448	59,376
1971 . .	6,802	6,946	59,330	9,689	4,063	59,442
1972 . .	6,163	5,807	58,775	7,758	4,031	58,585
1973 . .	6,186	4,830	56,354	6,779	3,955	56,564
1974 . .	6,916	3,704	57,799	5,806	4,119	57,381
1975 . .	7,646	3,822	61,874	6,092	4,891	62,107
1976 . .	7,773	4,241	61,082	6,247	5,539	61,055
1977 . .	7,102	5,486	57,543	7,143	5,550	57,259
1978 . .	6,336	4,966	54,435	6,246	4,810	54,106
1979 . .	6,169	4,457	55,845	5,425	4,835	55,707

Source: Pennsylvania Bureau of Correction, 1979 Annual Statistical Report of Pennsylvania County Prisons and Jails.



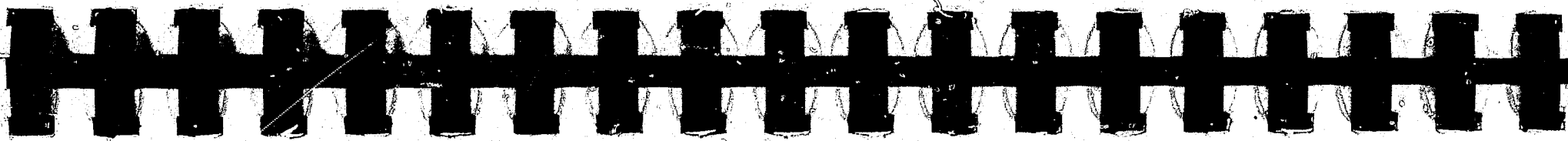


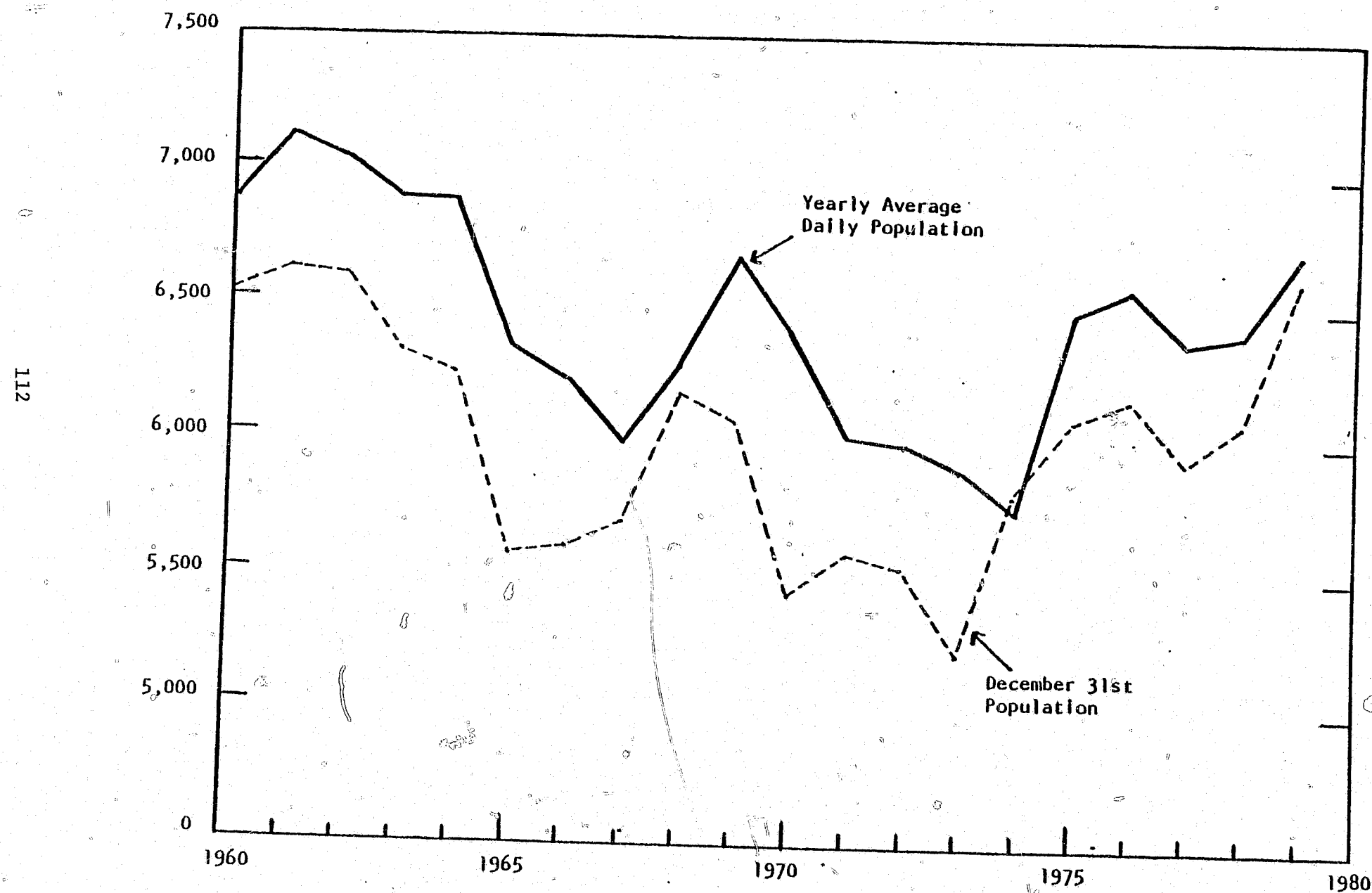
Table IV-3
The Largest County Prisons* During 1979

County Prison	1979		
	Yearly avg. pop.	Percent of State total	Rate per 100,000 civilian pop.
Philadelphia	2,198	32.7	109.5
Holmesburg	808	12.0	-
Detention Center	739	11.0	-
House of Correction	651	9.7	-
Allegheny	439	6.5	26.7
Delaware	357	5.3	57.4
Montgomery	249	3.7	38.0
Chester	234	3.5	77.7
Lancaster	211	3.1	63.1
Dauphin	207	3.1	90.3
Berks	204	3.0	67.3
Bucks	192	2.9	42.3
Erie	178	2.7	64.9
Lehigh	172	2.6	65.1
Luzerne	158	2.4	46.1
Northampton	157	2.3	71.5
York	127	1.9	44.8
Sub-total	5,083	75.7	41.8
State total	6,714	100.0	55.2

*Defined as those prisons confining over 100 prisoners.

Source: Pennsylvania Bureau of Correction, 1979 Annual Statistical Report of Pennsylvania
County Prisons and Jails.

Figure IV-C
Populations in County Prisons and Jails
1960-1979



Source: Pennsylvania Bureau of Correction, 1979 Annual Statistical Report of Pennsylvania
County Prisons and Jails

Table IV-4

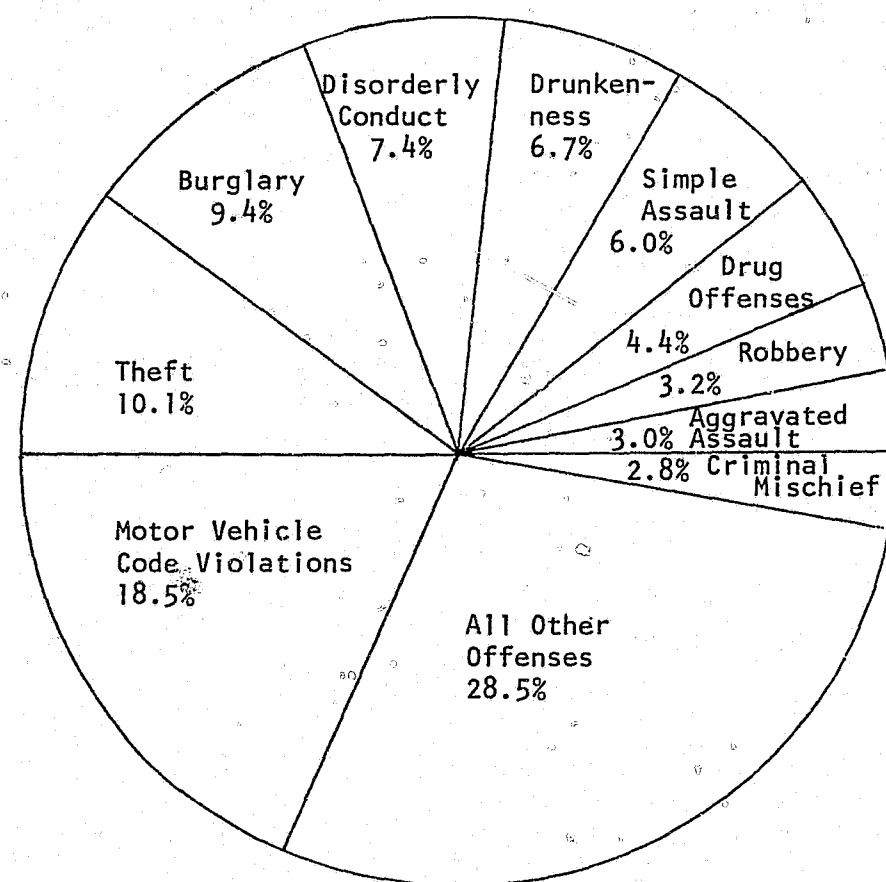
AVERAGE TIME SERVED FOR RELEASES FROM COUNTY PRISONS
AND JAILS DURING 1976 AND 1979

Method of Release	Average Days Served	
	1976	1979
All Releases	88.2	95.3
Unconditional Releases	49.2	35.3
By expiration of maximum sentence	75.9	47.4
By court order	59.2	59.1
By minor judiciary order	14.0	20.5
By payment of fines and/or costs	6.7	7.2
Conditional Releases	149.7	165.0
State parole	331.0	390.6
County parole	126.3	137.0

Source: Pennsylvania Bureau of Correction, 1976 and 1979 Annual Statistical Report of Pennsylvania County Prisons and Jails.

Figure IV-D

OFFENSE DISTRIBUTION FOR SENTENCED PRISONERS
RECEIVED IN COUNTY PRISONS AND JAILS, 1979



Source: Pennsylvania Bureau of Correction, 1979 Annual Statistical Report of Pennsylvania County Prisons and Jails.

for various federal, state and local authorities, juvenile court cases and persons being held for observation or mental examination.

Eighty-four percent of all admissions to county prisons and jails during 1979 were detentioners. The 55,880 detentioners received in the county prison system represent a major portion of the workload even though detentioners do not stay as long as sentenced prisoners. Since over 65 percent of prisoners held in Pennsylvania county prisons and jails on a given day are detentioners, efforts to reduce overcrowding often involve detentioners.

Over half of all detentioners received in Pennsylvania county prisons and jails during 1979 were received into five Pennsylvania counties (Philadelphia, Allegheny, Delaware, Dauphin and Bucks).

For the 55,661 detentioners released during 1979, 6,481 were sentenced to either a county prison, state regional correctional facility or a state correctional institution. Twenty-one thousand six hundred and ninety-three persons were released on bail and 22,550 persons were released by the holding authority.

C. The Offender in State Correctional Institutions

The Bureau of Correction consists of seven state correctional institutions, two regional correctional facilities, fifteen community service centers and four group homes. The state correctional institutions are located in Camp Hill, Dallas, Graterford, Huntingdon, Muncy, Pittsburgh and Rockview. Newly received court commitments are usually placed into one of the Bureau's three diagnostic and classification centers located within the Camp Hill, Graterford and Pittsburgh institutions. Offenders are transferred to an appropriate institution following classification. Figure IV-E depicts the total number of prisoners in each of Pennsylvania's counties per 100,000 civilian population.

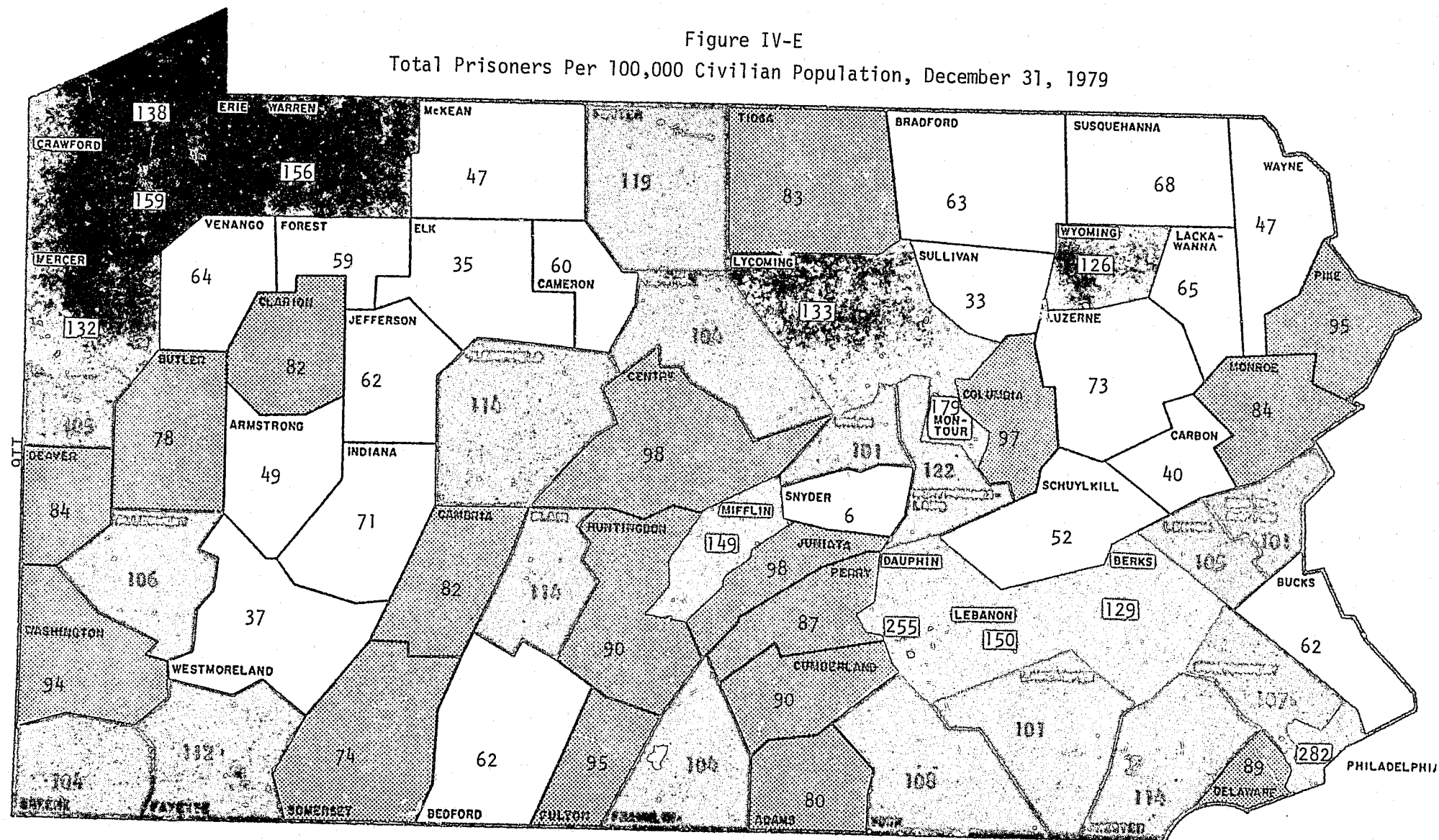
As with county prisons and jails, the Bureau of Correction faces an overcrowding problem (Figure IV-F). As of November 30, 1979, the Bureau had a total useable housing capacity of 8,380. A breakdown of the Bureau's housing capacity on this date is shown on Table IV-5.

Comparing the November 30, 1979, population and the average daily populations for 1979 with the useable capacity and total capacity should give the reader a good impression of the overcrowding situation in each of the Bureau of Correction facilities. Table IV-6 shows that the Bureau is experiencing its most serious overcrowding problems at the Graterford and Pittsburgh correctional facilities. This may be due to the fact that these facilities are located in Pennsylvania's two major urban crime centers (Philadelphia and Pittsburgh).

CONTINUED

2 OF 5

Figure IV-E
Total Prisoners Per 100,000 Civilian Population, December 31, 1979



Legend:

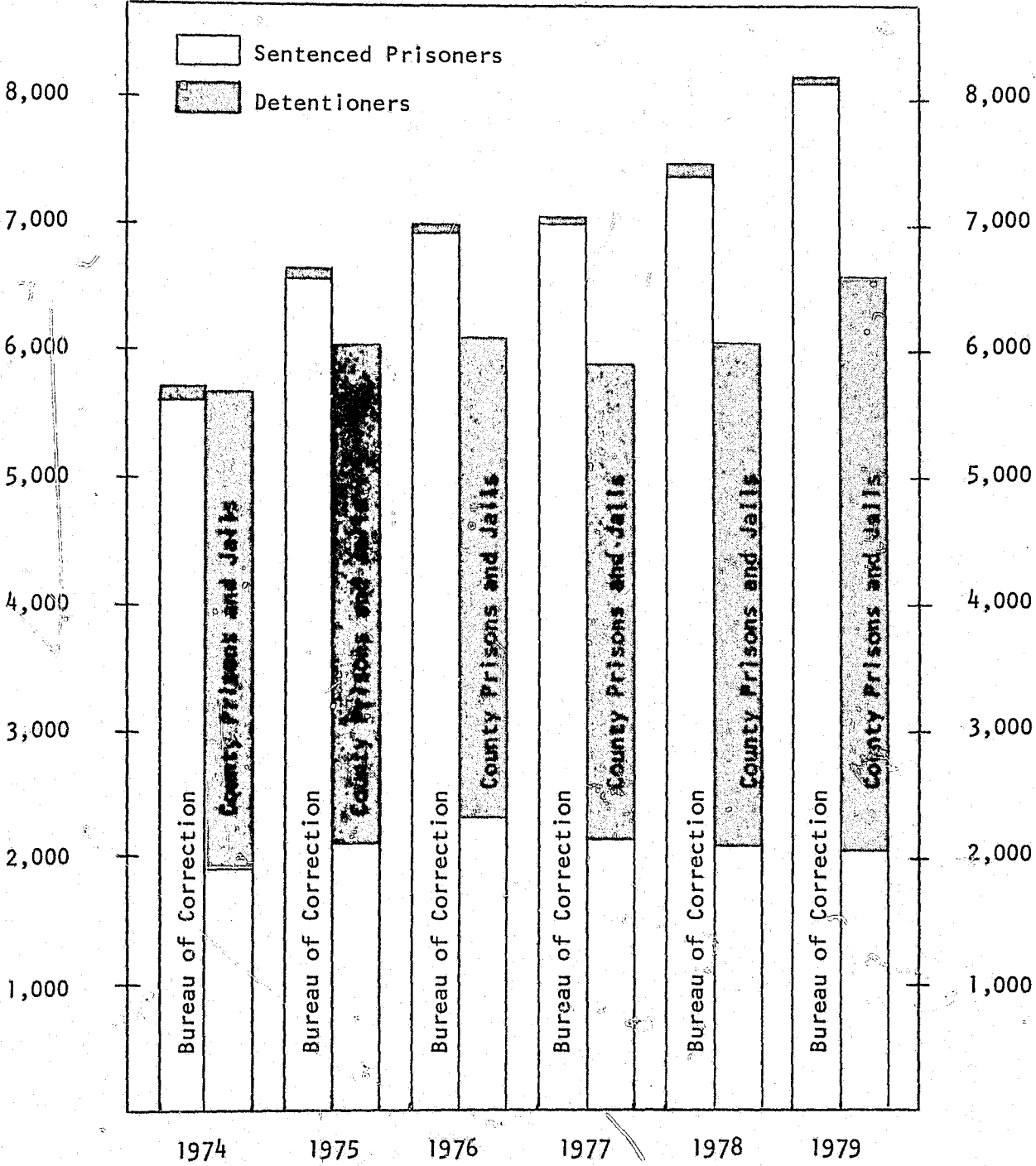
- | | |
|---------|--------------|
| 0 - 74 | 100 - 124 |
| 75 - 99 | 124 and over |

Note: Prisoners from both county prisons and jails and state correctional facilities are included in the above figure.

Source: Pennsylvania Bureau of Correction's 1979 Annual Statistical Reports.

Figure IV-F

Adult Population in the Bureau of Correction
and County Prisons and Jails
on December 31, 1974-1979



Source: Pennsylvania Bureau of Correction's Annual Statistical Reports, 1974-1979.

Table IV-5

Existing Housing Capacity of the Bureau (November 30, 1979):

	Single Cells ¹			Other Housing ²			Total Capacity		
	Useable	Unuseable	Total	Useable	Unuseable	Total	Useable	Unuseable	Total
Camp Hill	1,320	94	1,414	0	0	0	1,320	94	1,414
Dallas	982	11	993	45	0	45	1,027	11	1,038
Graterford	1,644	195	1,839	83	0	83	1,727	195	1,922
Huntingdon	1,165	47	1,212	28	0	28	1,193	47	1,240
Muncy	41	7	48	236	110	346	277	117	394
Pittsburgh	962	18	980	98	0	98	1,060	18	1,078
Rockview	994	13	1,007	16	0	16	1,010	13	1,023
Reg. Facility Mercer	180	0	180	10	0	10	190	0	190
Reg. Facility Greensburg	120	0	120	128	0	128	248	0	248
Comm. Service Centers (15)	0	0	0	319	0	319	319	0	319
Group Homes (4)	0	0	0	9	0	9	9	0	9
Totals	7,408	385	7,793	972	110	1,082	8,380	495	8,875

¹Single Cell - Includes general population, diagnostic and classification capacity, and special assignment capacity. The total general population capacity for the nine state facilities is 7,310.

²Other Housing - Includes hospital space, cottages, work release facilities, dorms, and special medical areas.

Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.

Table IV-6

Comparison of Housing Capacity vs. Committed Population.

Facility	Committed Inmate Pop.		11/30/79 Population As % Of	
	12/31/78	11/30/79	Total Useable Capacity	Total Capacity
State Correctional Facilities				
Camp Hill	1,164	1,210	92%	86%
Dallas	976	1,027	100%	99%
Graterford	1,864	1,843	107%	96%
Huntingdon	1,058	1,093	92%	88%
Pittsburgh	1,056	1,137	107%	105%
Rockview	889	908	90%	89%
Muncy	214	267	96%	68%
	<u>7,221</u>	<u>7,485</u>	<u>98%</u>	<u>92%</u>
Reg. Correctional Facilities				
Greensburg	239	273	110%	110%
Mercer	89	178	94%	94%
	<u>328</u>	<u>451</u>	<u>103%</u>	<u>103%</u>
Other Facilities				
Community Centers & Group Homes	296	339	103%	103%
Total	7,845	8,275	99%	93%

Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.

In order to deal with overcrowding in Pennsylvania State Correctional Institutions, it is important to know both the magnitude of the problem and the direction it will take in the future. On January 11, 1980, the Pennsylvania Commission on Crime and Delinquency submitted a report to Governor Thornburgh dealing with the subject of overcrowding in Pennsylvania's State Correctional Facilities. In An Analysis of the Adequacy of our Current State Correctional Facilities Now and in the Future, a model was developed which projected state prison populations between the years 1980 and 2000. These projections are shown graphically on Figure IV-G. If these projections hold true, then some swift and dramatic changes must be made to the Pennsylvania prison system to accommodate the rising prison population.

As with county facilities, there has been a general increase in time served in the Bureau. Minimum sentences appear to have increased during the early 1970's.⁴ Since the great majority of inmates are paroled upon the expiration of their minimum sentence, it follows that the average time actually served experienced a similar increase. Table IV-7 shows the changes in time served for releases from Pennsylvania state prisons for 1975, 1978 and 1979.

Table IV-7
Average Time Served in State Prison,
1975, 1978 and 1979

	<u>Time Served in Months</u>		
	<u>1975¹</u>	<u>1978¹</u>	<u>1979²</u>
Murder	52	69	73
Rape	38	42	42
Robbery	31	32	29
Burglary	24	24	21
Larceny	16	18	16

Source: ¹Demographically Disaggregated Projections of State Prison Populations in Pennsylvania, 1980 - 2000.

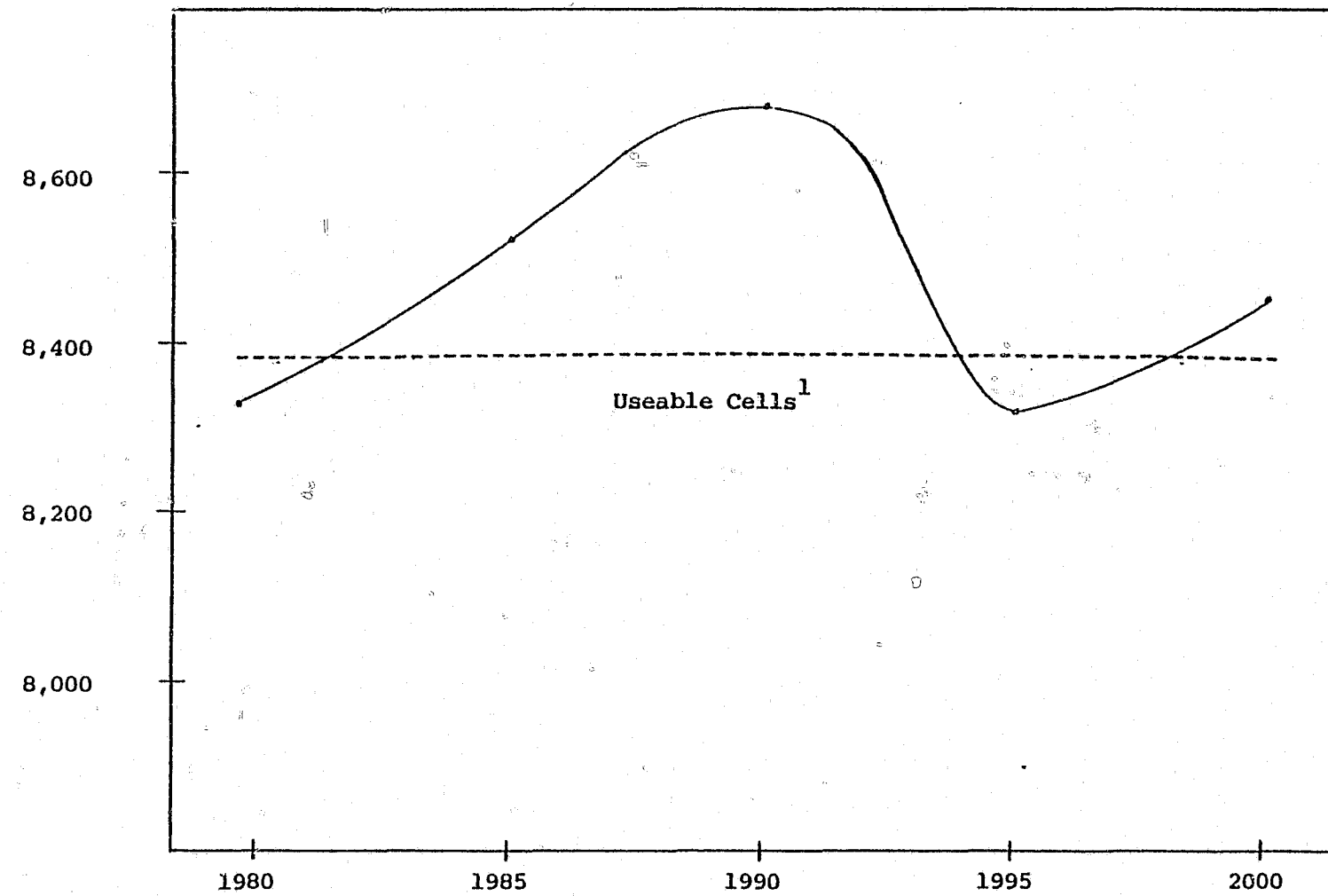
²Pennsylvania Bureau of Corrections 1979 Annual Statistical Report.

Notice the apparent peak in 1978 followed by decreases for several offenses in 1979. The decrease in time served in 1979 was probably caused by increased populations in several of the state correctional facilities. Table IV-8 shows, by offense, the amount of time served by inmates discharged from the Bureau of Correction during 1979. Overcrowding places pressures on officials to release inmates sooner in order to make room for more. The overcrowding problem in Pennsylvania state correctional institutions will be discussed in more detail in a later section.

⁴A. Blumstein, J. Cohen, and H. Miller, "Demographically Disaggregated Projections of Prison Populations", Urban Systems Institute, Carnegie-Mellon University, 1978.

Figure IV-G

Projected Average Daily Prison Population in the Pennsylvania
Bureau of Correction, 1980-2000



¹8,380 useable cells in the Bureau of Correction as of November, 1979.

Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our
State Correctional Facilities Now and in the Future, January 11, 1980.

Table IV-8

Time Served by Selected Offense
For Those Inmates Discharged From
The Bureau of Correction During 1979

Offense	Male			Female			Total		
	No.	Time served Yr.	Mo.	No.	Time served Yr.	Mo.	No.	Time served Yr.	Mo.
Crime Index Offenses									
Murder	184	6	4	12	2	10	196	6	1
1st degree	22	13	8	-	-	-	22	13	8
2nd	109	6	3	3	3	4	112	6	2
3rd	46	3	4	7	2	9	53	3	3
Unspecified	7	4	10	2	2	6	9	4	4
Manslaughter	98	2	9	9	1	7	107	2	8
Voluntary	77	3	1	6	1	10	83	2	12
Involuntary	21	1	6	3	0	11	24	1	5
Forcible Rape	148	3	6	-	-	-	148	3	6
Robbery	804	2	5	10	2	7	814	2	5
Aggravated assault	188	1	9	13	1	1	201	1	9
Burglary	750	1	9	15	1	5	765	1	9
Larceny-theft*	316	1	4	32	1	2	348	1	4
Selected Part II Offenses									
Arson	35	1	8	2	1	4	37	1	8
Simple Assaults	96	1	4	5	0	6	101	1	4
Forgery	67	1	6	13	1	1	80	1	5
Fraud	45	1	3	4	0	4	49	1	2
Stolen property	91	1	4	5	1	0	96	1	4
Weapons	51	1	5	2	1	2	53	1	6
Blackmail	4	1	2	-	-	-	4	1	2
Statutory rape	22	2	2	1	1	1	23	2	1
Prostitution	3	0	11	2	0	3	5	0	8
Drunken driving	26	0	8	1	0	3	27	0	8
Possession & use of narcotic drugs	71	1	4	2	1	1	73	1	4
Sale & use of narcotic drugs	131	2	0	6	1	6	137	2	0

* Includes auto larceny

Note: This report based upon predominant sentence upon time of discharge

Source: Pennsylvania Bureau of Correction's 1979 Annual Statistical Report.

D. The Use and Impact of Parole

The issue of whether to place an offender on parole or to continue incarceration is a recurring one. Several factors must be considered including safety of the general population, client behavioral adjustment, the prison population and cost. Since street supervision services are usually less expensive than institutional services, a parole program presents an economic advantage over institutionalization. Also, Pennsylvania's parole supervision and programming techniques have become increasingly effective over the past several years, thus enhancing parole as an option in handling the growing number of criminal justice offenders (Figures IV-H, IV-I and IV-J). Naturally, the primary consideration in regard to the parole decision is public safety.

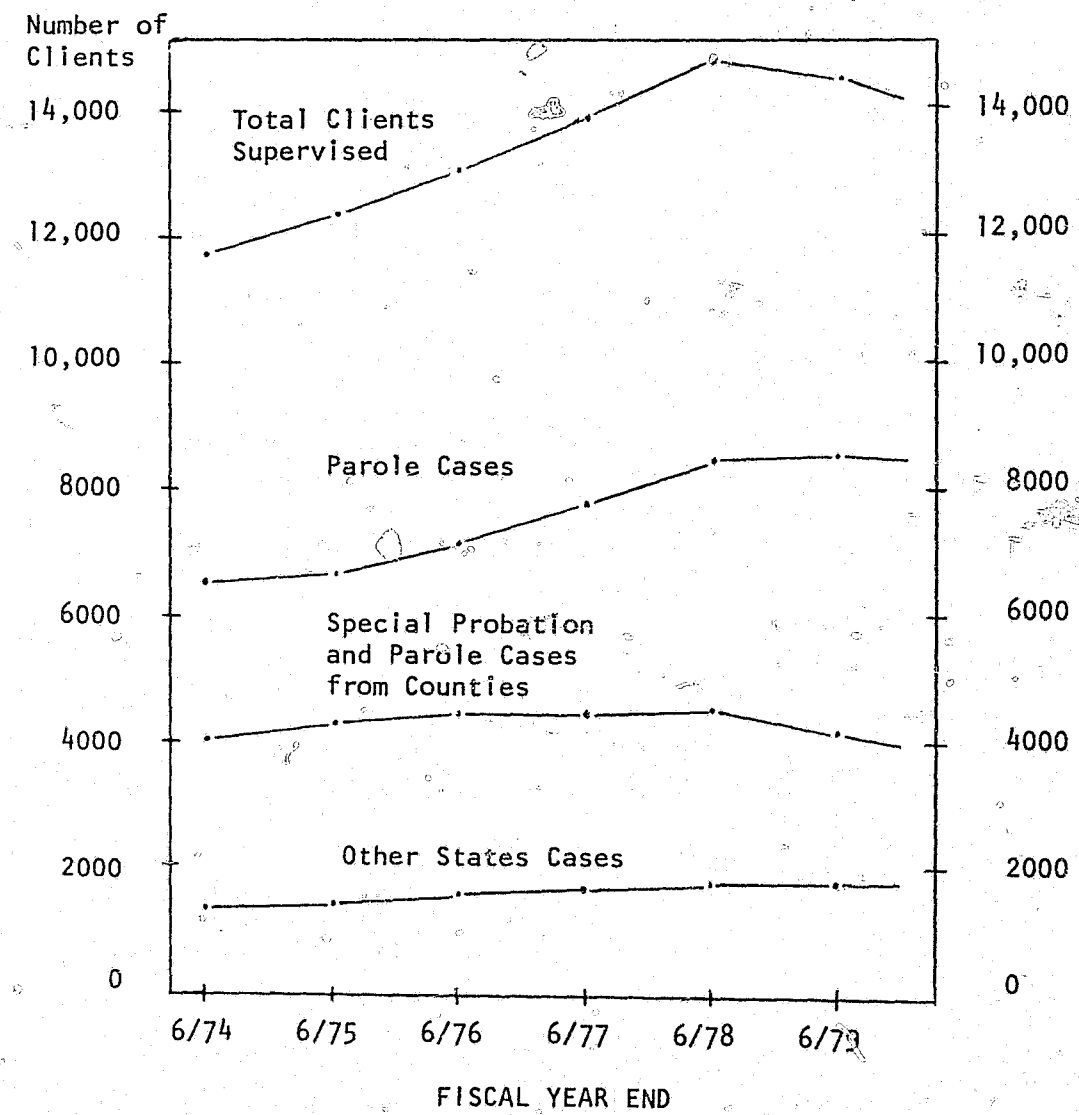
The percentage of clients incurring no difficulties or successfully completing their first year of parole supervision has averaged between 75 and 80 percent between 1974 and 1977 with a gradually increasing rate of success over the period. The percentage of clients who absconded during their first year of parole supervision or were not available for supervision has declined substantially from a high of 10 percent in 1971 to under 5 percent in 1977. The percentage of clients returned to prison during the first year of parole supervision has been gradually declining since 1974 and at the end of 1977 was approximately 15 percent. Failure while on parole is most likely to occur during the first year of supervision, with chances of success increasing over time. Thus, the performance of the entire parole program has improved with the reduction in the percentage of clients being recommitted during their first year. Table IV-9 examines the type of offenses committed by persons on state parole committing new crimes. Of all Part I offenses, persons sentenced to parole for burglary are the most likely to commit a new offense.

A majority of Pennsylvania Board of Probation and Parole parolees are employed. Between 1978 and 1979 the rate of employment among offenders under state supervision increased from 65 to 74 percent. This encouraging note places more offenders in the role of taxpayers rather than tax burdens on society.

The data in Table IV-10 indicates a shift in the number of probationers and parolees in the "Full-Time" and "Part-Time" status since December, 1976, i.e., there were more clients employed full-time while a relatively fewer number of clients were employed part-time in the more recent survey. Unemployment remained about the same since the last survey in December, 1976. Agent responses indicated that 395 or 6.6 percent of the employed clients had seasonal jobs.

Figure IV-H

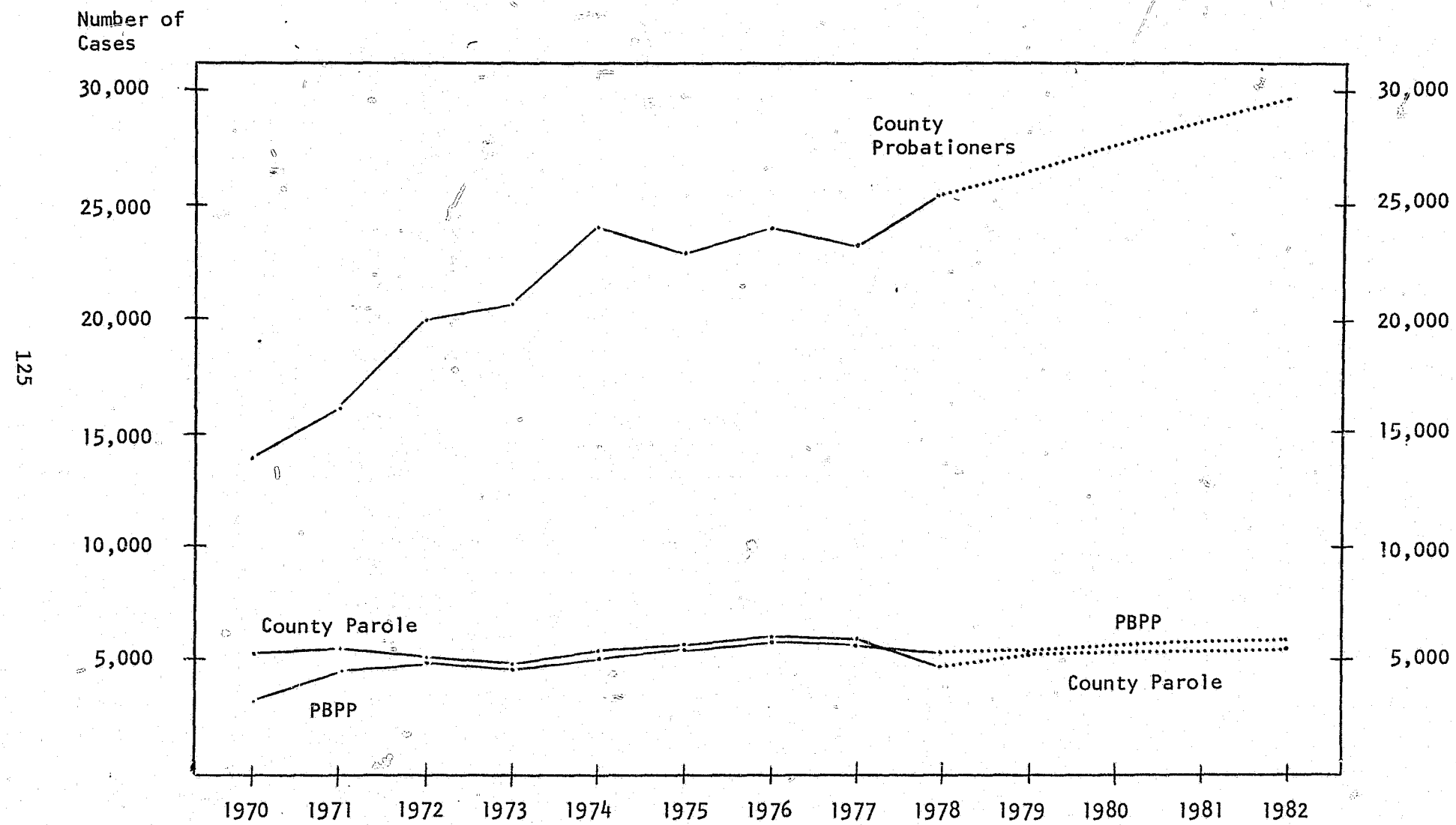
TOTAL OFFENDERS UNDER PBPP SUPERVISION
END OF FISCAL YEARS 1973-74 TO 1978-79



Source: Pennsylvania Board of Probation and Parole.

Figure IV-I

PROBATION AND PAROLE CASES RECEIVED ANNUALLY, 1970-1978
WITH PROJECTIONS TO 1982

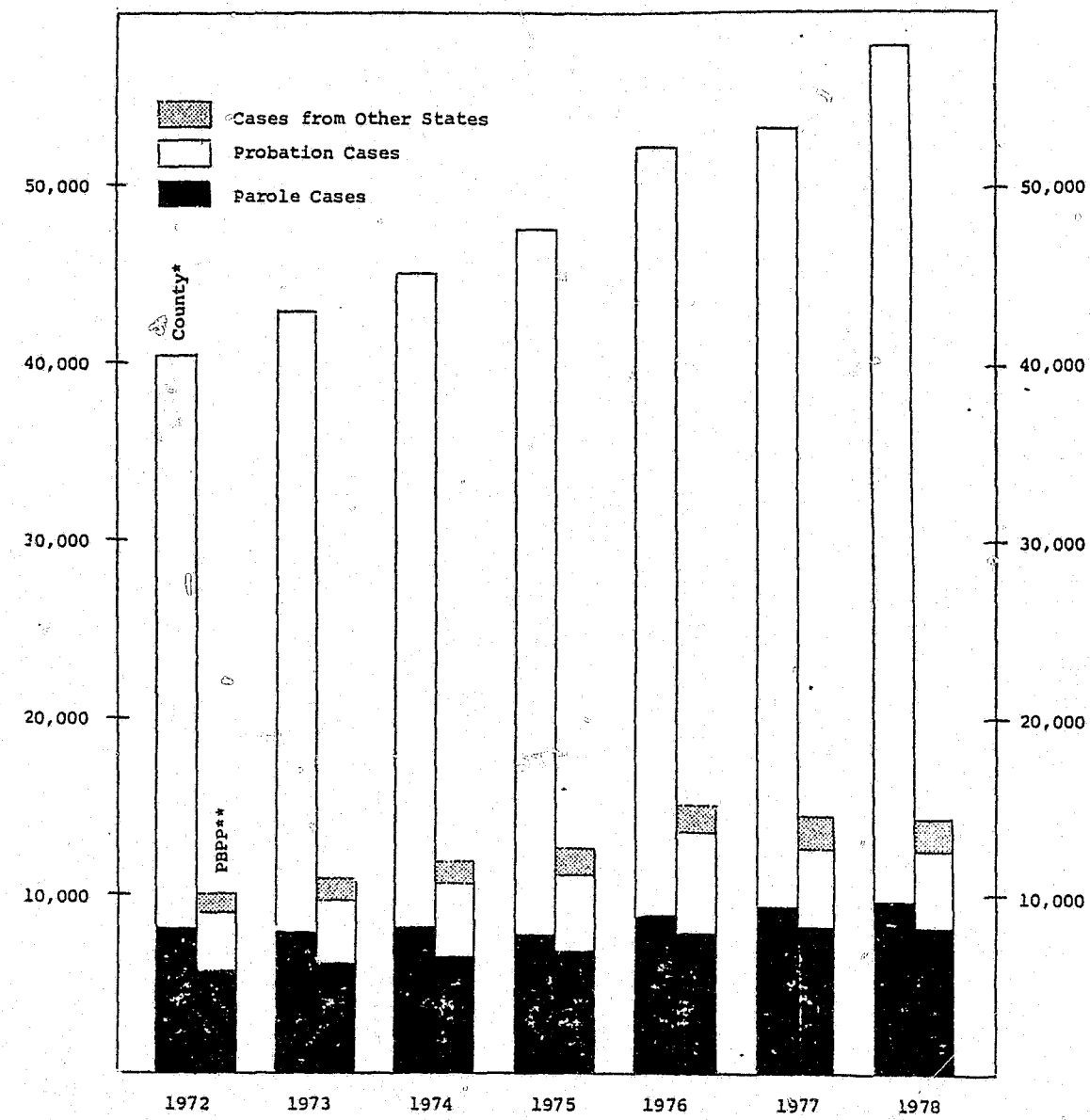


Note: Dotted lines represent least square projections.

Source: Pennsylvania Department of Probation and Parole.

Figure IV-J

PROBATION AND PAROLE CASELOADS ON DECEMBER 31, 1972-1978



* Cases supervised by county probation officers
 ** Cases supervised by Pennsylvania Board of Probation and Parole

Source: Pennsylvania Board of Probation and Parole

Table IV-9: 1974 TO 1976 STATE PAROLE RECIDIVISM BY OFFENSE

	Count Column Percent	Original Offense Committed									Row Total
		Willful Homicide	Involun- tary Manslaughter	Forcible Rape	Armed Robbery	Unarmed Robbery	Assault	Burglary	Theft- Larceny	Vehicle Theft	
New Offenses Committed While Under Supervision											
No New Offense.....	820 96.1	14 100.0	177 81.6	612 77.5	963 89.2	472 88.7	1,517 89.0	531 87.0	85 94.4	1,687 91.7	6,878 89.0
Willful Homicide.....	2 0.2	0 0.0	1 0.5	13 1.6	2 0.2	1 0.2	2 0.1	0 0.0	0 0.0	1 0.1	22 0.3
Involuntary Manslaughter.....	0 0.0	0 0.0	1 0.5	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
Forcible Rape.....	0 0.0	0 0.0	12 5.5	4 0.5	1 0.1	12 2.3	11 0.6	1 0.2	0 0.0	7 0.4	48 0.6
Armed Robbery.....	6 0.7	0 0.0	5 2.3	67 8.5	14 1.3	11 2.1	7 0.4	9 1.5	0 0.0	13 0.7	132 1.7
Unarmed Robbery.....	6 0.7	0 0.0	2 0.9	4 0.5	22 2.0	9 1.7	10 0.6	0 0.0	1 1.1	10 0.5	64 0.8
Assault.....	9 1.1	0 0.0	13 6.0	14 1.8	21 1.9	3 0.6	9 0.5	2 0.3	0 0.0	6 0.3	77 1.0
Burglary.....	0 0.0	0 0.0	4 1.8	20 2.5	11 1.0	5 0.9	78 4.6	22 3.6	1 1.1	20 1.1	161 2.1
Theft-Larceny.....	1 0.1	0 0.0	0 0.0	28 3.5	16 1.5	7 1.3	27 1.6	19 3.1	2 2.2	20 1.1	120 1.6
Vehicle Theft.....	0 0.0	0 0.0	0 0.0	0 0.0	1 0.1	0 0.0	5 0.3	8 1.3	0 0.0	1 0.1	15 0.2
All Other Crimes.....	9 1.1	0 0.0	2 0.9	28 3.5	28 2.6	12 2.3	39 2.3	18 3.0	1 1.1	74 4.0	211 2.7
Column Total.....	853	14	217	790	1,079	532	1,705	610	90	1,839	7,729
Column Percent.....	11.0	0.2	2.8	10.2	14.0	6.9	22.1	7.9	1.2	23.8	100.0

Source: Pennsylvania Board of Probation and Parole.

TABLE IV-10

Comparison of Client Employment
Status of December, 1976 and
the First Quarter of 1978

Employment Status	March, April 1978		December, 1976	
	Number	Percent	Number	Percent
Full Time	5,672	61.0	5,663	56.0
Part Time	352	3.8	926	9.2
Unemployed	3,271	35.2	3,522	34.8
Total Able to Work	9,295	100.0	10,111	100.0
Total Unable to Work	2,373	20.3	2,861	22.1
Total Reporting	11,668	100.0	12,192	100.0

Source: Pennsylvania Board of Probation and Parole

If we examine "unemployment" strictly on a geographical basis, we have an idea of economic conditions around the state. Table IV-11 ranks the Pennsylvania Board of Probation and Parole's ten district offices with respect to the percentage of clients found to be unemployed in the available offender labor force.

TABLE IV-11

Percentage Unemployed of Total
Able to Work

District Office Rank Order	Percent Unemployed of Able to Work	Percent of Unable to Work of Total Reporting
Pittsburgh	49.0	20.7
Philadelphia	47.8	23.4
Altoona	36.0	20.0
Butler	28.9	17.0
Scranton	26.2	18.3
Chester	25.9	19.3
Erie	23.7	14.5
Williamsport	22.6	17.9
Harrisburg	22.1	19.0
Allentown	14.8	19.9
(Not Given: 9 Clients)	12.5	11.1

Source: Pennsylvania Board of Probation and Parole.

Table IV-12 shows the number of persons released from the Bureau of Correction on parole between 1971 and 1979. The number of persons placed either on state parole or county parole has varied very little in this time period. With the exception of 1977, the total number of conditional releases varies by only 11 percent over the nine year period.

TABLE IV-12

Conditional Releases on Parole
from the Bureau of Correction, 1960 to 1979

Year	Pennsylvania Board of Probation and Parole					Totals	
	After orig. min. sentence	After comm. of min. sent.	Total first paroles	Reparoled	Total state paroles	Court ordered	Total conditional releases
1971. .	2,309	61	2,370	608	2,978	765	3,743
1972. .	2,134	60	2,194	447	2,641	820	3,461
1973. .	2,145	33	2,178	449	2,627	773	3,400
1974. .	2,220	22	2,242	510	2,752	884	3,636
1975. .	2,069	20	2,089	492	2,581	901	3,482
1976. .	2,285	17	2,302	618	2,922	741	3,663
1977. .	2,623	12	2,635	620	3,255	636	3,891
1978. .	2,372	13	2,385	550	2,935	593	3,528
1979. .	2,321	3	2,324	408	2,732	640	3,372

Source: Bureau of Correction, 1979 Annual Statistical Report.

Historically, 72 percent of offenders are released on parole upon completing their minimum sentence. Figure IV-K shows the number of offenders in the State Correctional Institutions versus the proportion of the minimum sentence each inmate has served. The right hand portion of the graph represents the group of offenders eligible for parole, only 5.8 percent of the entire state prison population.

With the overcrowding situation in our State Correctional Institutions expected to grow until 1990, corrections officials will have to consider several options in order to keep their prison populations down to a controllable level. One of these options at their disposal is the release of offenders technically eligible for parole. Alternatives to Incarceration for Pennsylvania's State Prison Populations by Laura Ellen Hays, Bettye Daniel and Joseph O'Neill of Urban Systems Institute recommend placing more offenders eligible for parole into intensive parole supervision. To cope with future overcrowding problems, the authors also recommend the expanded use of group home placements and pre-release programs.

Parole releases at county prisons and jails experienced a sharp increase between 1974 and 1975. The number of conditional releases from county prisons and jails to the Pennsylvania Board of Probation and Parole and to County Parole are listed on Table IV-13.

TABLE IV-13

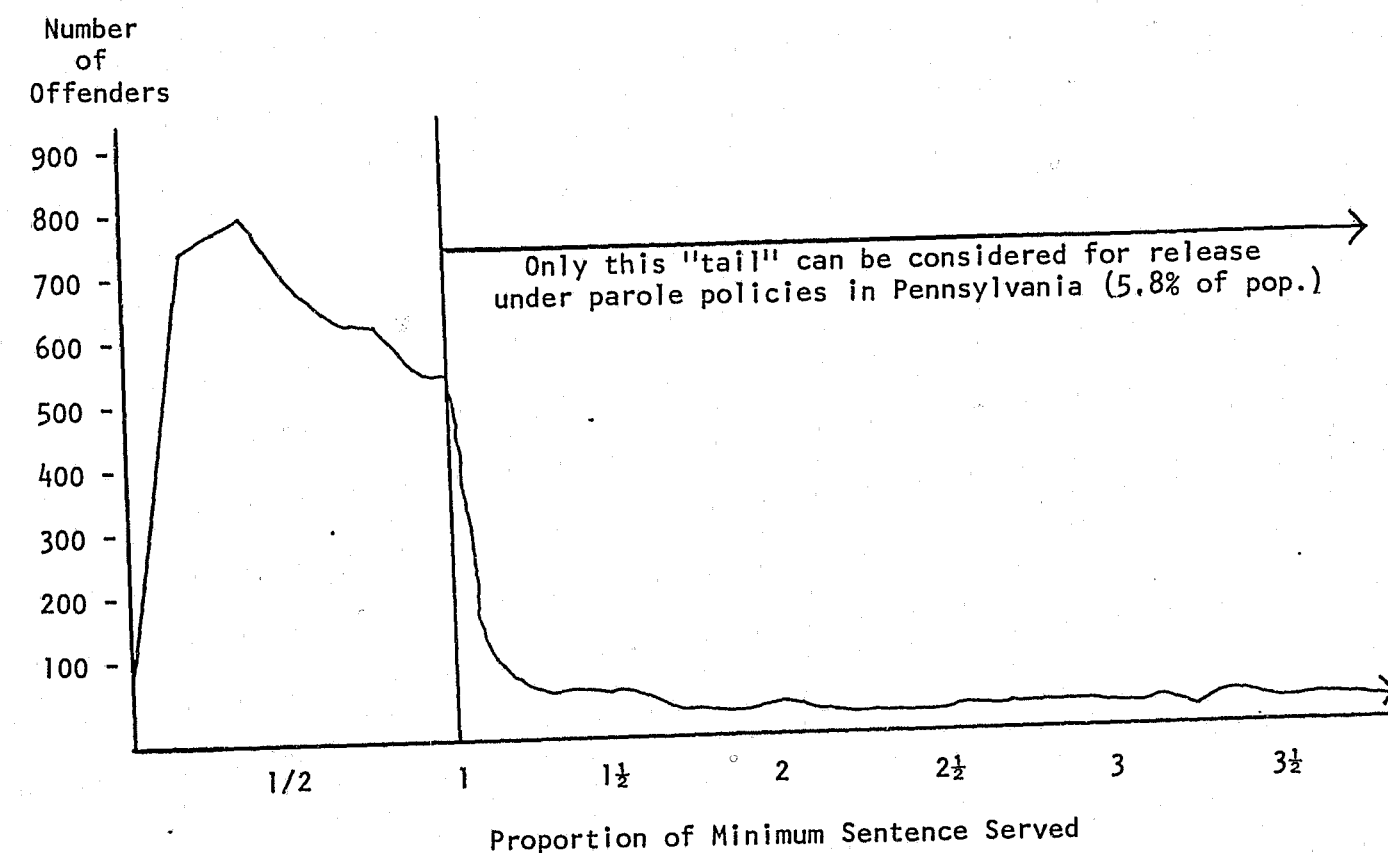
Conditional Release from County Prisons and Jails

	PBPP	County Parole
1972	317	3,711
1973	340	3,615
1974	382	3,733
1975	438	4,453
1976	552	4,987
1977	634	4,916
1978	524	4,286
1979	504	4,331

Source: Annual Statistical Reports of Pennsylvania County Prisons and Jails, 1972 - 1979.

Figure IV-K

Pennsylvania State Prison Population 12/31/77
Number of Offenders by Proportion of Minimum Sentence Served



Source: Alternatives to Incarceration for Pennsylvania State Prison Population, Laura Ellen Hayes, Bettye Daniel, Joseph O'Neill, Urban Systems Institute, Carnegie-Mellon University, May, 1980.

E. Corrections Summary

Overcrowding has become a major problem at several Pennsylvania county prisons and jails and state correctional institutions. The average daily population in Pennsylvania county prisons and jails has increased in the late 1970's in spite of declining numbers of court commitments, minor judiciary commitments and detentioners. This seemingly contradictory statement can be explained by an increase in the length of time that prisoners are serving.

Eighty-four percent of all admissions to county prisons and jails during 1979 were detentioners with over half of all detentioner admissions being received into Philadelphia, Allegheny, Delaware, Dauphin and Bucks Counties. Blair, Bucks, Jefferson, Lancaster, Lycoming, Montgomery, Montour and Philadelphia Counties are all identified as having serious overcrowding problems.

At the state level, the Bureau of Correction is experiencing its most serious overcrowding problems at the Graterford and Pittsburgh correctional facilities. In An Analysis of the Adequacy of our Current State Correctional Facilities Now and in the Future, the Pennsylvania Commission on Crime and Delinquency developed a model which projected state prison populations between 1980 and 2000. If these projections hold true, then some swift and dramatic changes will have to be made to accommodate the rising prison population.

Parole is becoming an increasingly attractive and more frequently used method of dealing with the overpopulation in Pennsylvania prisons. Recidivism among persons on parole is declining and the employment rate is increasing.

SECTION V

THE MANPOWER AND RESOURCES OF THE PENNSYLVANIA CRIMINAL JUSTICE SYSTEM

A. Overview of Workloads and Expenditures

Adapting to a changing situation is often difficult. Many local governments, because of a lack of manpower or resources or both, have an especially difficult time adapting to a growth situation where existing resources can no longer handle an expanding workload. Increasing levels of crime have caused increased criminal justice workloads in several counties. Figure V-A shows a few examples of the 1977 Pennsylvania criminal justice workload and the amount of manpower available to perform the work. Figure V-B displays 1990 projections of these manpower and workload levels. Such projections are difficult to accurately project and should be examined on a more localized basis. As government budgets become tighter, it becomes increasingly important for local criminal justice officials to quickly recognize crime changes in their areas. Adequate funds must then be put in the budget to handle the anticipated criminal justice system workload. Table V-1 shows the distribution of direct expenditures in Pennsylvania for the police, court and correction segments of the criminal justice system.

Analysis has shown that the population of an area correlates highly with the amount of crime in that area. Thus, a growth county such as Monroe or Pike can expect crime to increase while a county with a decreasing population base like Philadelphia should anticipate reductions in crime. Figure V-C shows the population percentage change of each county during the 1970's. More than half of all Pennsylvania counties appear to be growth counties with more than a 2 percent population increase. Twenty-three counties' populations are remaining relatively stable while only 8 are dropping markedly. It is interesting to note that the net increase in county population caused by the 36 growth counties was completely obliterated by net decreases in Allegheny and Philadelphia counties leaving the Commonwealth as a whole with a net population decrease for the 1970's.

Of course, several other factors besides population must be considered when budgeting for the criminal justice system. These factors include the condition of the existing facilities, the personnel complement and the workload burden on that personnel complement. This report presents a few of these factors but only persons at the local level can be familiar with the entire situation in their respective areas.

Figure V-A

The Pennsylvania Criminal Justice System, 1977

Police Subsystem
Full-time Police
Officers--23,835

D.J. Subsystem
(Including Philadelphia
Municipal Court)
District Justices and
Municipal Court Judges--578

Common Pleas Subsystem
Authorized Judgeships--285
Prosecutors--484
Assistant Public Defenders--335

Corrections Subsystem
County Correctional Personnel--2,750
State Correctional Personnel--2,640

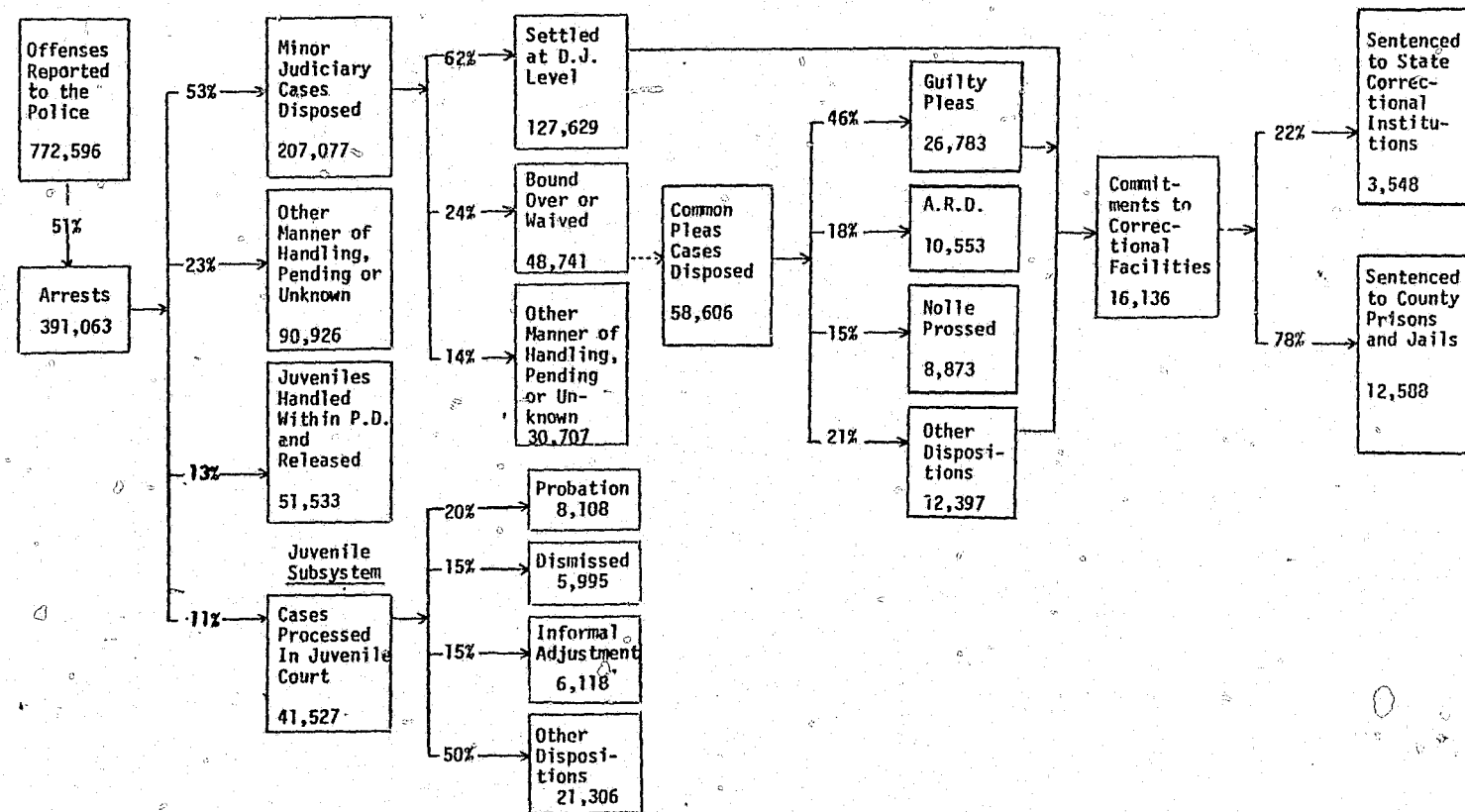


Figure V-B

THE PENNSYLVANIA CRIMINAL JUSTICE SYSTEM, 1990
(Projections)

Police Subsystem
Full-time Police
Officers--24,075

D.J. Subsystem
(Including Philadelphia
Municipal Court)
District Justices and
Municipal Court Judges--616

Common Pleas Subsystem
Authorized Judgeships--304
Prosecutors--516
Assistant Public Defenders--410

Corrections Subsystem
County Correctional Personnel--2,930
State Correctional Personnel--2,813

135

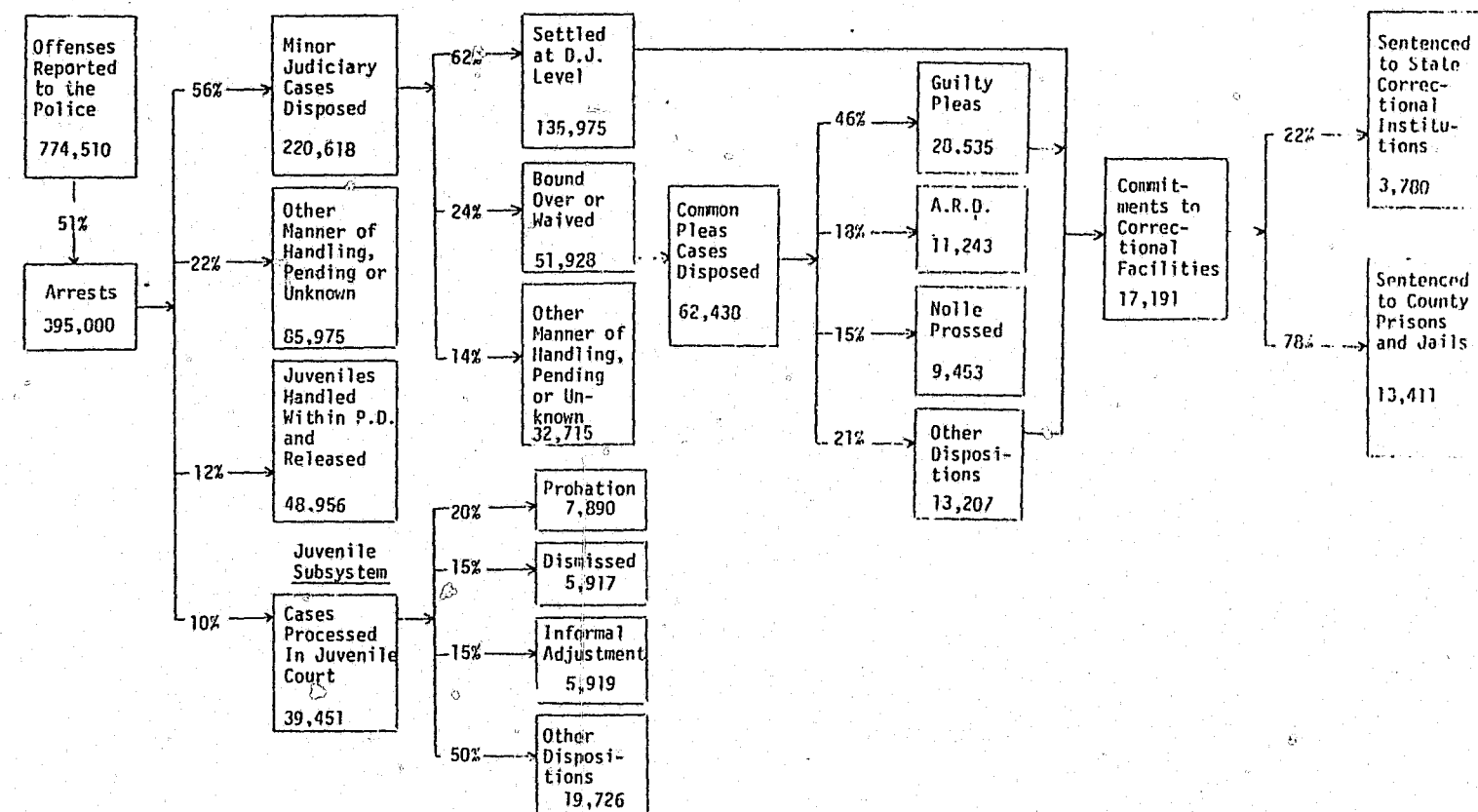


Table V-1

AMOUNTS AND PERCENT DISTRIBUTION OF
CRIMINAL JUSTICE SYSTEM DIRECT EXPENDITURES
IN PENNSYLVANIA BY TYPE OF GOVERNMENT - FY-1977

Type of Criminal Justice Expenditure	Pennsylvania		State Government		Local Government	
	Amount	%	Amount	%	Amount	%
Total Criminal Justice Direct Expenditure	\$907,586 ^a	100.0	\$270,927 ^b	100.0	\$636,659 ^c	100.0
Police Protection	493,002	54.3	112,548	41.5	380,454	59.8
Judicial	140,714	15.5	34,107	12.6	106,607	16.7
Legal Services & Prosecution	36,907	4.1	5,954	2.2	30,953	4.9
Public Defense	9,723	1.1	---	---	9,723	1.5
Corrections	218,992	24.1	112,367	41.5	106,625	16.7
Other	8,248	.9	5,951	2.2	2,297	.4

^aFigure represents 9.7% of total direct expenditure for general government.

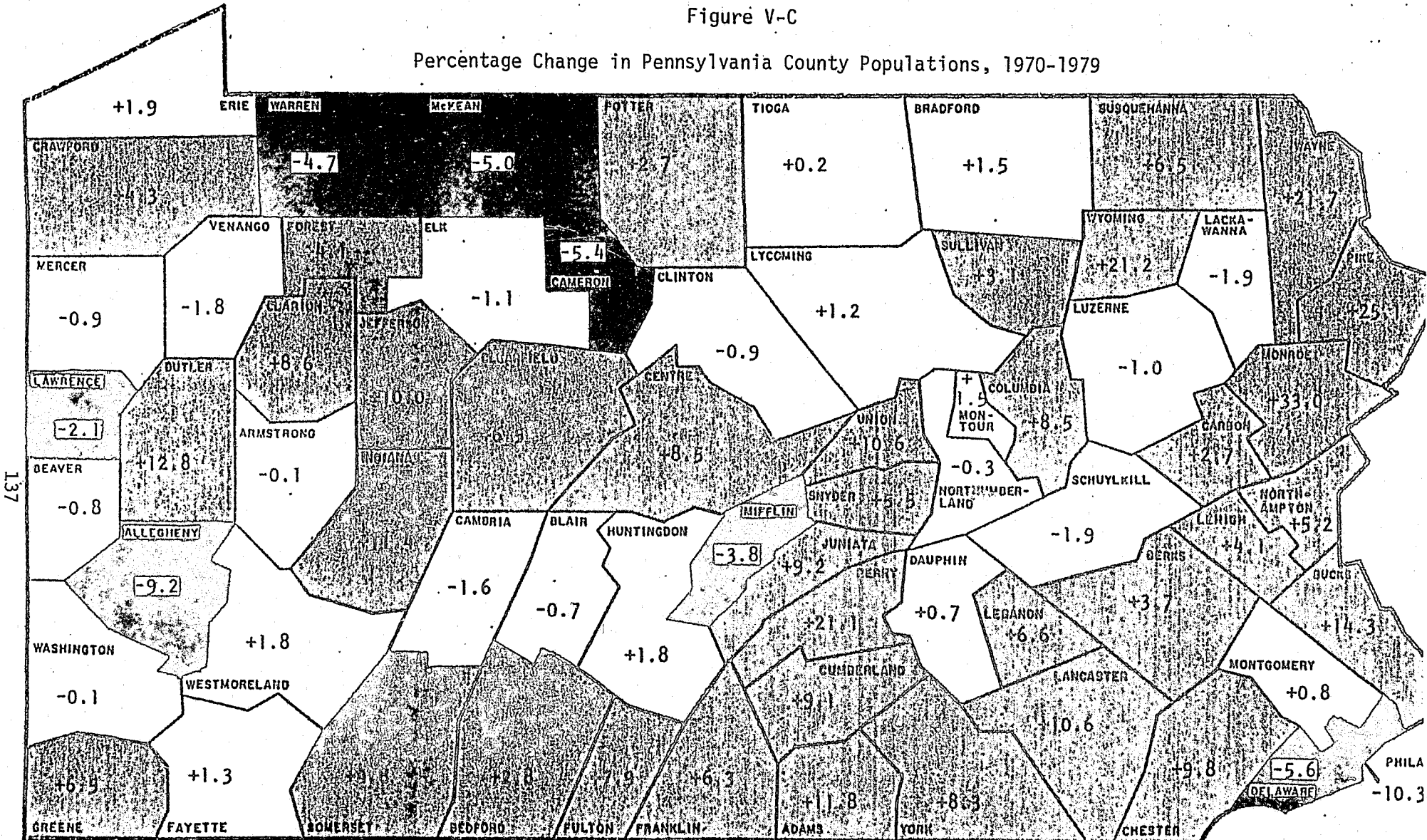
^bFigure represents 4.4% of total direct expenditure for general government.

^cFigure represents 20.3% of total direct expenditure for general government.

Source: United States Department of Justice, Expenditure and Employment Data for the Criminal Justice System, 1977.

Figure V-C

Percentage Change in Pennsylvania County Populations, 1970-1979



Legend:

Source: Governor's Office of Budget and Administration,
Bureau of Management Services

More than 2% Decrease

☐ Relatively Stable ($\pm 2\%$)

More than 2% Increase

B. Police

The following police resource information comes from a 1977 survey of police departments conducted by the Governor's Justice Commission. Table V-2 shows the security, communications and records capabilities of responding departments. One quarter of the reporting departments maintain local detention cells with an average cell capacity of 4 (excluding Pittsburgh City Jail which has a capacity of 764). There are a variety of communications conditions existing throughout the state. These range from use of a standard telephone to citizen band radios to locally operated networks to county networks. Figure V-D uses arrests per full-time sworn officer as a workload indicator for the police. The average officer in the small counties of Juniata, Montour and Union make more than double the arrests of the average Pennsylvania full-time police officer.

Arrests Per Full-time Sworn Law Enforcement Officer		
Highest Counties	County Average	Lowest Counties
Juniata (55)	(17)	Susquehanna (8)
Union (44)		Fulton (7)
Montour (41)		Sullivan (6)

C. Courts

Manpower in the courts sector is primarily supplied by judges, prosecutors and public defenders. Figure V-E shows the number of adult criminal court cases per judge with the southcentral region showing above average caseload figures. Since a judge's time is assumed to be equally shared in counties sharing a judge, some misleading figures may appear for those counties.

Adult Criminal Court Cases Per Judge (Only Counties Not Sharing Judges are Considered in this Table)		
High Counties	County Average	Low Counties
Centre (478)	(232)	Susquehanna (74)
Cumberland (412)		Wayne (70)
Lancaster (404)		Schuylkill (67)

Table V-2

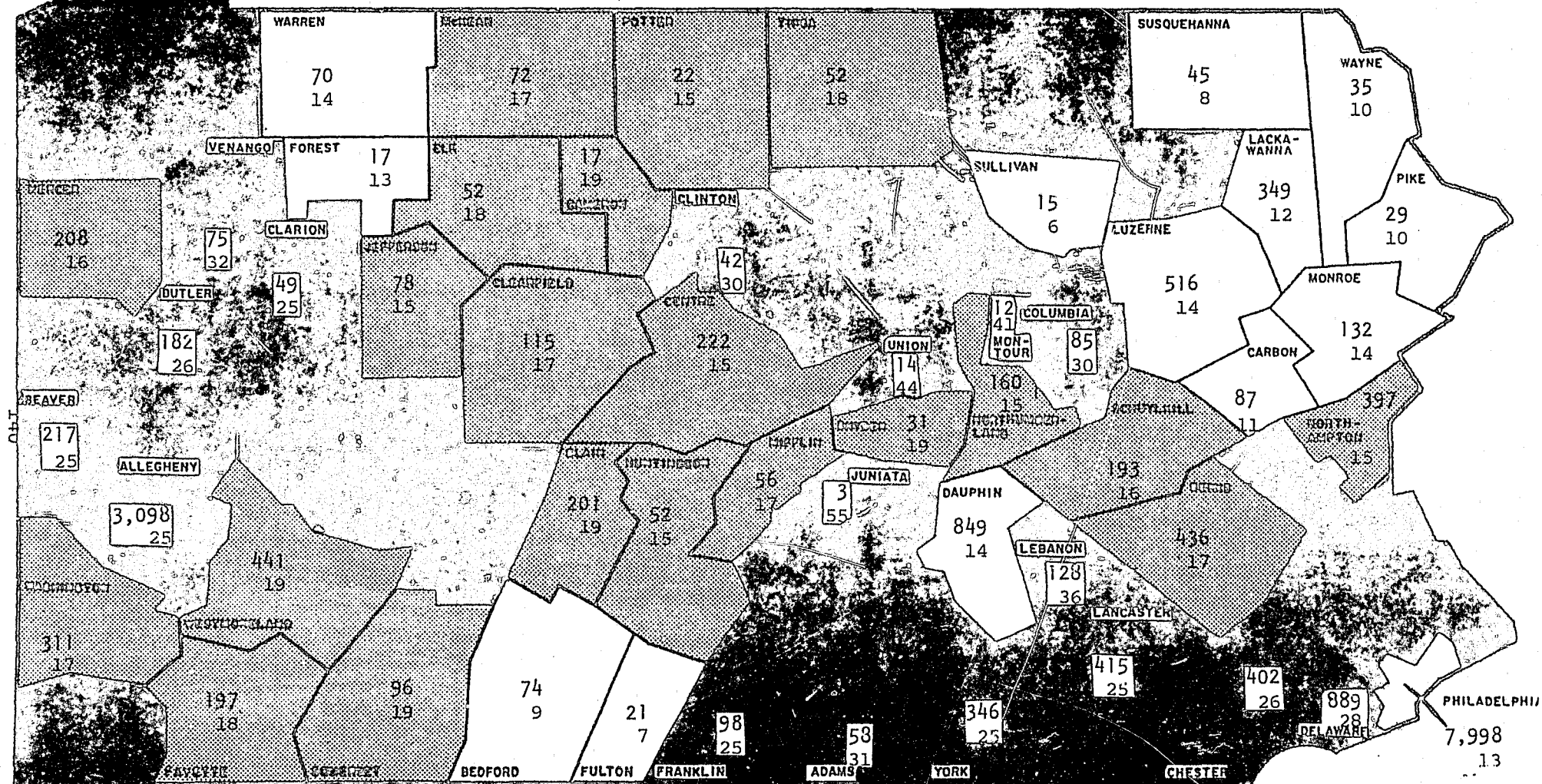
Selected Facilities in Local Police Departments
By County and Region for 1977

Jurisdictions			Security		Communications			Records					
			Total No. Police Dept.	No. Maintaining Detention Cells	Average Capacity	No. Operated by Municipality	No. County Operated	No. Participate in network but self-dispatched	Case Files	Master Name Files	Fingerprint Files	Photo I.D.	Other
State	Region	County											
Pennsylvania			1,176	298	6.7	176	760	133	1,011	775	568	592	496
Allegheny			127	59	17.0	45	78	6	123	96	47	65	85
Allegheny			127	59	17.0	45	78	6	123	96	47	65	85
Central			157	16	3.2	18	108	14	120	20	46	47	85
Bedford			8	0	-	3	1	0	4	3	0	0	3
Blair			12	2	7.5	2	10	0	12	7	3	3	10
Cambria			49	6	2.5	1	45	0	37	27	3	16	33
Centre			7	2	1.5	0	7	0	6	6	2	3	1
Clinton			9	0	-	2	4	2	6	3	1	1	5
Columbia			9	1	1.0	1	4	1	7	7	3	3	3
Fulton			1	0	-	0	0	0	3	0	0	0	1
Huntingdon			4	0	-	0	1	0	0	0	0	0	1
Juniata			2	0	-	0	0	1	0	0	0	0	0
Lycoming			11	0	-	2	2	4	9	7	4	4	9
Mifflin			6	1	6.0	2	2	0	5	3	2	1	2
Montour			2	0	-	0	0	0	2	2	2	2	0
Northumberland			13	3	2.3	0	5	0	11	8	3	2	5
Snyder			3	0	-	0	0	0	3	3	0	0	3
Somerset			20	1	4.0	0	19	0	12	11	8	6	11
Union			3	0	-	0	2	1	3	2	2	2	1
Northeast			188	50	3.6	25	127	13	191	130	105	105	101
Bucks			32	7	3.9	5	30	0	32	21	23	20	8
Bradford			6	2	3.0	5	1	0	6	5	5	3	0
Carbon			9	1	3.0	3	6	0	9	5	6	5	7
Lackawanna			22	9	4.0	4	15	1	20	12	8	8	9
Lehigh			13	8	2.5	3	9	1	13	12	8	8	6
Luzerne			44	21	3.9	4	26	14	44	34	27	31	23
Monroe			10	0	-	0	0	0	10	5	4	5	8
Northampton			23	6	4.5	6	13	3	22	18	11	11	15
Pike			3	0	-	3	0	0	2	0	0	0	2
Schuylkill			25	6	2.2	11	13	0	23	11	0	9	22
Sullivan			1	0	-	1	0	0	2	1	0	0	0
Susquehanna			2	0	-	1	1	0	2	1	0	0	1
Tioga			5	0	-	1	4	0	5	4	3	2	0
Wayne			2	0	-	1	0	0	1	1	0	1	0
Wyoming			1	0	-	1	0	0	1	1	1	1	0
Northwest			125	24	5.6	19	56	16	92	51	24	21	60
Cameron			1	0	-	0	1	0	1	0	0	0	0
Clarion			6	0	-	0	6	0	6	0	0	0	0
Clearfield			15	3	3.7	1	9	1	11	6	1	1	3
Crawford			12	2	3.5	1	9	1	11	4	2	2	7
Elk			6	2	4.0	0	3	3	5	3	3	1	4
Erie			13	4	8.3	6	2	0	9	7	2	3	8
Forest			1	0	-	0	0	0	0	0	0	0	1
Jefferson			9	3	5.0	0	8	0	8	1	3	1	0
Lawrence			17	2	9.5	2	6	2	8	9	4	4	12
McKean			10	2	5.5	1	6	2	8	3	1	1	8
Mercer			15	2	4.3	2	10	3	9	8	3	2	7
Potter			7	0	-	2	1	2	4	4	0	0	2
Venango			6	2	3.5	3	1	2	5	1	3	3	2
Warren			7	1	10.0	1	5	1	7	4	1	2	2
Philadelphia			1	0*	0	1	0	0	1	1	1	1	1
Philadelphia			1	0	0	1	0	0	1	1	1	1	1
Southcentral			179	25	3.8	7	150	20	142	110	66	76	100
Adams			19	0	-	0	17	0	11	7	3	3	13
Cumberland			18	3	2.7	0	17	0	17	9	9	11	14
Dauphin			21	5	6.2	0	15	5	15	15	11	8	20
Franklin			6	4	2.0	1	0	4	4	4	1	2	5
Lancaster			45	7	4.0	3	42	0	44	33	20	25	17
Lebanon			19	3	3.3	1	18	0	15	12	9	8	9
Perry			10	0	-	0	8	2	6	2	1	2	3
York			41	3	3.0	1	33	7	30	28	12	17	3
Southeast			177	67	4.4	15	103	37	150	128	117	118	12
Bucks			38	12	4.5	0	36	1	37	35	24	24	4
Chester			45	8	2.6	2	5	27	24	17	18	15	4
Delaware			40	22	5.0	8	19	3	40	34	33	34	4
Montgomery			54	25	4.4	5	43	6	49	43	42	45	3
Southwest			212	47	4.4	26	130	21	192	169	162	155	40
Armstrong			21	4	2.5	1	20	0	18	16	16	16	3
Beaver			45	9	6.0	1	40	4	43	37	34	32	10
Butler			24	3	1.7	2	21	1	23	20	19	18	4
Fayette			28	8	4.1	4	16	1	24	20	20	20	4
Greene			7	0	-	1	1	0	7	7	7	7	1
Indiana			8	1	2.0	0	6	1	8	8	8	8	0
Washington			42	9	4.0	13	12	5	38	34	31	30	5
Westmoreland			37	13	5.3	4	14	9	30	27	25	25	5

*Philadelphia uses the county detention center which is part of the county prison system.

Source: GJC, 1977 Survey of Police Departments

Figure V-D
Full-time Law Enforcement Officers and Arrests
Per Full-time Law Enforcement Officer, 1979



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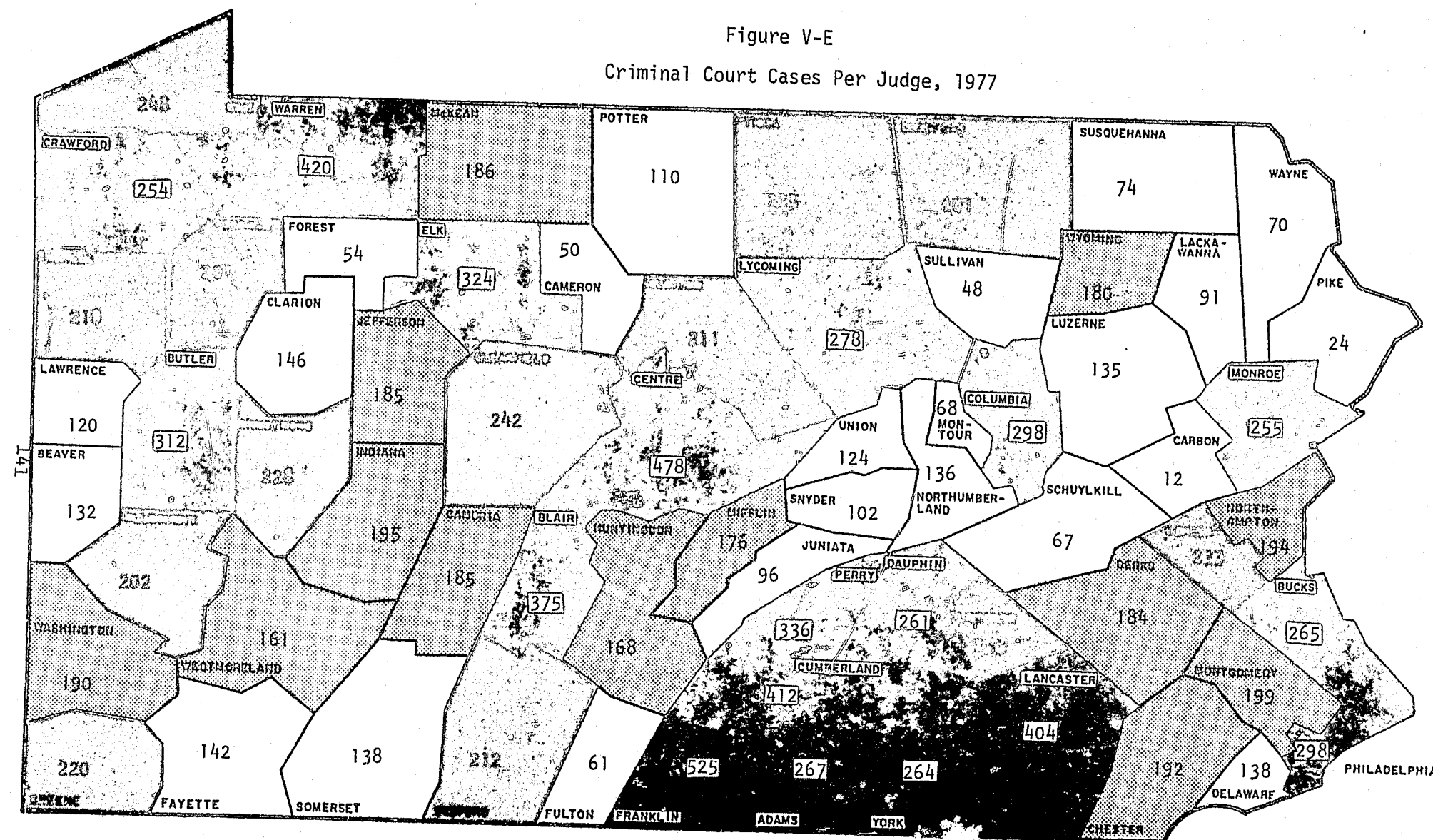
Arrests per FTSP

0 - 14	20 - 24
15 - 19	25 and over

Note: Numbers of full-time law enforcement officers shown on top, arrests per FTSP are shown beneath.

Source: Pennsylvania State Police, Uniform Crime Report.

Criminal Court Cases Per Judge, 1977



Note: For counties sharing judges, the judges' time is assumed to be equally shared between the counties.

Source: Governor's Justice Commission, Adult Criminal Court Reporting System, 1977.

End:

0 - 149

 150 - 199

200 - 249

250 and over

The reader should note the unusually low number of cases per judge in Carbon County. This is not due to a low caseload but to a lack of full reporting to the Governor's Justice Commission during 1977.

Numbers of prosecutors and public defenders are shown on Tables V-3 and V-4 respectively. The tables are arranged by class of county so that comparisons can be made between counties of similar size.

D. Corrections

The personnel complement at the state correctional institutions and regional correctional facilities is displayed on Table V-5. Institutions such as Graterford, Camp Hill and Pittsburgh require extremely large staffs because of the tremendous size of these institutions.

The National Advisory Commission on Criminal Justice Standards and Goals recommends that there be at least one correctional officer for every six inmates in the average daily population. Table V-6 shows that both Graterford and Huntingdon exceed the limits set by this recommendation. The Muncy and Mercer facilities each have extremely low ratios of prisoners to correctional officers. At the county level, Dauphin, Chester and Bucks Counties all exceed the limits set by the recommendation (Table V-7).

Existing housing capacities in the Bureau of Correction and at county prisons and jails are displayed on Tables V-8 and V-9 respectively.

E. Juvenile Justice and Probation and Parole

Probation and parole manpower at the county level is listed on Tables V-10 and V-11 for adult and juvenile probation and parole respectively. Criminal justice planners and decision-makers should be especially aware of decreases in workload in the juvenile justice sector as the number of juvenile arrests decreases through the 1980's. If a decrease is noted, juvenile probation officers could be transferred to adult probation without too much difficulty.

The amount of court time budgeted to juvenile court should also be monitored closely in the years to come. As referrals drop more time will be opened for other types of court activity. The top three counties in referrals (Philadelphia, Allegheny and Delaware) which represent 56 percent of all referrals are all counties which are projected to significantly drop in population over the next decade. This significant population drop should cause a dramatic drop in juvenile court referrals.

Juvenile Court Referrals, 1979		
Highest Counties	County Average	Lowest Counties
Philadelphia (14,140)	538	Pike (14)
Allegheny (6,731)		Sullivan (13)
Delaware (1,501)		Wayne (13)

Table V-3

TOTAL NUMBER OF FULL-TIME EQUIVALENT
PROSECUTORS BY COUNTY AND CLASS OF COUNTY FOR 1978

<u>First</u>	<u>Second</u>	<u>Second A</u>	<u>Third</u>	<u>Fourth</u>	<u>Fifth</u>	<u>Sixth</u>	<u>Seventh</u>	<u>Eighth</u>
+(157)	+(65)	+(31)	+(9.2)	+(5.5)	+(2.7)	+(1.4)	+(.8)	+(.6)
Philadelphia (157)	Allegheny (65)	Delaware (31.5)	Chester (22.5)	Dauphin (11)	Lycoming (4.5)	Crawford Monroe (2.5)	Wayne (1.5)	Juniata (1)
		Montgomery (30)	Bucks (18.5)	Northampton (7)	Mercer (4)	Clearfield Indiana Somerset (2)	Greene (1)	Wyoming (1)
			Luzerne (8)	Beaver (6.5)	Blair (2.5)	Adams Armstrong Bedford Carbon Columbia Warren (1.5)	Snyder (1)	Cameron (.5)
			York (7.5)	Schuylkill (5.5)	Butler (2.5)	Perry (.5)	Forest (.5)	
			Lancaster (7.5)	Washington (4.5)	Northumberland (2.5)	Susquehanna (.5)	Fulton (.5)	
			Westmoreland (7)	Cambria (4)	Centre (2)	Union (.5)	Montour (.5)	
			Berks (6)	Fayette (3.5)	Franklin (2)	Pike (.5)		
			Lehigh (6)	Cumberland (2.5)	Lawrence (2)	Clarion Clinton Elk Huntingdon Jefferson McKean Mifflin Tioga Venango (1)	Potter (.5)	
			Lackawanna (4.5)		Lebanon (2)		Sullivan (.5)	
			Erie (4)					

+ Class Average

NOTE: Two part-time prosecutors = one full-time
equivalent prosecutor.

SOURCE: Division of Criminal Jus. Statistics
Department of Justice

TOTAL NUMBER OF FULL-TIME EQUIVALENT
PUBLIC DEFENDERS BY COUNTY AND CLASS OF COUNTY FOR 1978

[illegible]

Table V-5
Personnel Complement of State Correctional Institutions,
December 31, 1979

Facility	Job Classification									Total
	Admin. & Clerical	Cust.	Trtmt.	Edu.	Med.	Voc. & Maint.	Human Serv.	Insp. & Invest.	Ind.	
Camp Hill	64	215	31	12	7	48	36	4	24	441
Dallas	38	213	14	6	1	37	21	1	14	345
Graterford	72	304	36	4	7	42	36	5	29	535
Huntingdon	41	180	14	5	4	39	25	3	25	336
Muncy	25	85	10	8	8	18	10	1	3	168
Pittsburgh	57	208	26	7	8	36	29	3	12	386
Rockview	48	185	13	7	2	43	26	4	19	347
Greensburg	15	49	10	3	1	4	4	-	4	98
Mercer	14	58	6	1	-	4	12	1	-	96
Community Services	15	-	44	-	-	-	77	-	-	136
Central Office	68	1	6	1	-	1	3	16	17	113
Total	457	1,498	210	54	38	272	287	38	147	3,001

Source: Pennsylvania Bureau of Correction, Office of Budget and Administration,
PMS 44B31.

Table V-6
Prisoner-Staff Ratios at the Bureau of Correction, 1979

	Total Personnel Complement	Custodians	Average Daily Prisoner Population	Prisoners Per Staff Member	Prisoners Per Custodian
Camp Hill...	441	215	1,258	2.85	5.85
Dallas.....	345	213	1,060	3.07	4.98
Graterford..	535	304	1,920	3.59	6.32
Huntingdon..	336	180	1,133	3.37	6.29
Muncy.....	168	85	251	1.49	2.95
Pittsburgh..	386	208	1,207	3.13	5.80
Rockview....	347	185	957	2.76	5.17
Greensburg..	98	49	269	2.74	5.49
Mercer.....	96	58	171	1.78	2.95
Average.....	306	166	914	2.99	5.49

Source: Pennsylvania Bureau of Correction, 1979 Annual Statistical Report.

Table V-7: Personnel Ratios by Class of County for 1977

Class/County	Average Daily Popula- tion	Super- visory Staff	Correc- tional (a) Officers	Total Super- visory/ Security Staff	Correc- tional Officers Per Super- visor	Inmates Per Correc- tional Officer	Inmates Per Super- visory/ Security Staff
Pennsylvania	6,397	432	1,729	2,161	4.0	3.7	3.0
1st. Class Counties							
Philadelphia	2,120	82	557	639	6.8	3.8	3.3
2nd. Class Counties							
Allegheny	449	10	83	93	8.3	5.4	4.8
2nd. A Class Counties							
Delaware	578	49	149	198	1.0	3.9	2.9
Montgomery	344	32	96	128	3.0	3.6	2.7
	234	17	53	70	3.1	4.4	3.3
3rd. Class Counties							
Berks	1,543	106	174	480	3.5	4.1	3.2
Bucks	179	11	52	63	4.7	3.4	2.8
Chester	227	9	27	36	3.0	8.4	6.3
Erle	214	30	31	61	1.0	6.9	3.5
Lackawanna	176	8	39	47	4.9	4.5	3.7
Lancaster	75	8	21	29	2.6	3.6	2.6
Lahigh	191	11	55	66	5.0	3.5	2.9
Luzerne	165	11	57	68	5.2	2.9	2.4
Westmoreland	135	5	32	37	6.4	4.2	3.6
York	37	7	16	23	2.3	2.3	1.6
	144	6	44	50	7.3	3.3	2.9
4th. Class Counties							
Beaver	730	64	163	227	2.5	4.5	3.2
Cambria	80	2	14.5	16.5	7.3	5.5	4.8
Cumberland	74	3	14	17	4.7	5.3	4.4
Dauphin	70	3	18	21	6.0	3.9	3.3
Fayette	196	35	25.5	60.5	.7	7.7	3.2
Northampton	40	5	14	19	2.8	2.9	2.1
Schuylkill	134	6	36	42	6.0	3.7	3.2
Washington	60	5	21.5	26.5	4.3	2.8	2.3
	76	5	19.5	24.5	3.9	3.9	3.1
5th. Class Counties							
Blair	464	36	136.5	172.5	3.8	3.4	2.7
Butler	72	4	20.5	24.5	5.1	3.5	2.9
Centre	42	5	11.5	16.5	2.3	3.7	2.5
Franklin	19	2	9.5	11.5	4.8	2.0	1.7
Lawrence	74	5	14	19	2.8	5.3	3.9
Lebanon	35	1	10.5	11.5	10.5	3.3	3.0
Lycoming	88	6	26	32	4.3	3.4	2.8
Mercer	45	4	13	17	3.3	3.5	2.6
Northumberland	37	3	14	17	4.7	2.6	2.2
	52	6	17.5	23.5	2.9	3.0	2.2
6th. Class Counties							
Adams	416	51	184	235	3.6	2.3	1.8
Armstrong	24	3	6	9	2.0	4.0	2.7
Bedford	11	4	10.5	14.5	2.6	1.0	.8
Bradford	13	2	5.5	7.5	2.8	2.4	1.7
Carbon	13	2	12	14	6.0	1.1	.9
Clarion	13	2	10	12	5.0	1.3	1.1
Clearfield	19	2	6.5	8.5	3.3	2.9	2.2
Columbia	45	1	8	9	8.0	5.6	5.0
Crawford	17	2	11	13	5.5	1.5	1.3
Elk	35	2	12.5	14.5	6.3	2.8	2.4
Huntingdon	50	1	14	15	14.0	3.6	3.3
Indiana	3	3	3.5	6.5	1.2	.9	.5
Jefferson	12	3	6	9	2.0	2.0	1.3
Mifflin	18	1	13	14	13.0	1.4	1.3
Monroe	10	2	4	6	2.0	2.5	1.7
Montour	13	5	7	12	1.4	1.9	1.1
Somerset	24	3	11.5	14.5	3.8	2.1	1.7
Tioga	15	4	7	11	1.8	2.1	1.4
Venango	20	4	10.5	14.5	2.6	1.9	1.4
Warren	9	3	5.5	8.5	1.8	1.6	1.1
	22	1	13	14	13.0	1.7	1.6
	30	1	7	8	7.0	4.3	3.8
7th. Class Counties							
Greene	55	19	37	56	1.9	1.5	1.0
Perry	9	3	2	5	.7	4.5	1.8
Snyder	9	1	4	5	4.0	2.3	1.8
Susquehanna	4	2	5	7	2.5	.8	.6
Union	11	3	7.5	10.5	2.5	1.5	1.0
Wayne	12	3	7	10	2.3	1.7	1.2
	10	7	11.5	18.5	1.6	.9	.5
8th. Class Counties							
Cameron	42	15	45.5	60.5	3.0	.9	.7
Forest	(b)	2	.5	2.5	.3	-	-
Fulton	(b)	2	4	6	2.0	-	-
Juniata	9	1	3.5	4.5	3.5	2.6	2.0
Montour	7	1	8.5	9.5	8.5	.8	.7
Pike	6	2	6	8	3.0	1.0	.8
Potter	5	1	7.5	8.5	7.5	.7	.6
Sullivan	5	1	4	5	4.0	1.3	1.0
Wyoming	(b)	3	6	9	2.0	-	-
	10	2	5.5	7.5	2.8	1.8	1.3

(a) Full-time + one-half Part-time.

(b) Less than one average prisoner.

Source: Pa. Bureau of Correction

Table V-8

A. Existing Housing Capacity of the Bureau (November 30, 1979):

	Single Cells ¹			Other Housing ²			Total Capacity		
	Useable	Unuseable	Total	Useable	Unuseable	Total	Useable	Unuseable	Total
Camp Hill	1,320	94	1,414	0	0	0	1,320	94	1,414
Dallas	982	11	993	45	0	45	1,027	11	1,038
Graterford	1,644	195	1,839	83	0	83	1,727	195	1,922
Huntingdon	1,165	47	1,212	28	0	28	1,193	47	1,240
Muncy	41	7	48	236	110	346	277	117	394
Pittsburgh	962	18	980	98	0	98	1,060	18	1,078
Rockview	994	13	1,007	16	0	16	1,010	13	1,023
Reg. Facility Mercer	180	0	180	10	0	10	190	0	190
Reg. Facility Greensburg	120	0	120	128	0	128	248	0	248
Comm. Service Centers (15)	0	0	0	319	0	319	319	0	319
Group Homes (4)	0	0	0	9	0	9	9	0	9
Totals	7,408	385	7,793	972	110	1,082	8,380	495	8,875

¹Single Cell - Includes general population, diagnostic and classification capacity, and special assignment capacity. The total general population capacity for the nine state facilities is 7,310.

²Other Housing - Includes hospital space, cottages, work release facilities, dorms, and special medical areas.

Table V-9

PENNSYLVANIA COUNTY PRISONS AND JAILS, 1979
COMPARISON OF AVERAGE DAILY POPULATION WITH TOTAL CELL CAPACITY

County	Average Daily Population	Total Cell Capacity	Percent Difference	County	Average Daily Population	Total Cell Capacity	Percent Difference
Adams.....	27	37	+37	Lycoming.....	78	75	-4
Allegheny..	439	634	+44	McKean.....	13	61	+364
Armstrong..	12	29	+142	Mercer.....	38	54	+42
Beaver.....	79	101	+28	Mifflin.....	27	45	+67
Bedford....	11	30	+173	Monroe.....	19	29	+53
Berks.....	204	295	+45	Montgomery.....	249	270	+8
Blair.....	76	71	-7	Montour.....	14	13	-7
Bradford...	19	27	+42	Northampton.....	157	211	+34
Bucks.....	192	176	-8	Northumberland.....	67	79	+18
Butler.....	35	60	+71	Perry.....	8	12	+50
Cambria....	96	163	+70	Philadelphia, Total....	2,198	2,370	+8
Cameron....	2	9	+350	House of Correction..	651	703	+8
Carbon.....	11	28	+155	Holmesburg.....	808	875	+8
Centre.....	30	38	+27	Detention Center.....	739	792	+7
Chester....	234	304	+30	Pike.....	8	12	+50
Clarion....	17	23	+35	Potter.....	7	13	+86
Clearfield..	50	65	+30	Schuylkill.....	57	106	+86
Clinton....	13	36	+177	Snyder.....	2	Closed	-
Columbia...	34	68	+100	Somerset.....	28	35	+25
Crawford...	39	67	+72	Sullivan.....	Closed	Closed	-
Cumberland..	81	96	+19	Susquehanna.....	13	22	+69
Dauphin....	207	254	+23	Tioga.....	14	28	+100
Delaware...	357	485	+36	Union.....	15	22	+47
Elk.....	3	19	+533	Venango.....	24	30	+25
Eric.....	178	206	+16	Warren.....	19	56	+195
Fayette....	41	74	+80	Washington.....	93	119	+28
Forest.....	<1	7	-	Wayne.....	10	38	+280
Franklin...	73	131	+79	Westmoreland.....	44	62	+41
Fulton.....	5	14	+180	Wyoming.....	9	10	+11.1
Greene.....	5	15	+200	York.....	127	192	+51
Huntingdon..	1	24	+2300				
Indiana....	23	39	+70				
Jefferson..	13	15	+15				
Juniata....	8	16	+100				
Lackawanna..	85	152	+79				
Lancaster..	211	223	+6				
Lawrence...	36	70	+94				
Lebanon....	99	124	+25				
Lehigh.....	172	200	+16				
Luzerne....	158	249	+58				

Source: 1979 Annual Statistical Report of Pennsylvania County Prisons and Jails, Pennsylvania Bureau of Correction.

Table V-10

1978 MANPOWER FOR COUNTY ADULT PROBATION AND
PAROLE BY COUNTY AND CLASS OF COUNTY

First	Second	Second A	Third	Fourth	Fifth	Sixth	Seventh	Eighth
+15.9	+5.3	+4.0	+3.9	+3.3	+3.4	+3.5	+2.9	*
Philadelphia 289 (15.2)	Allegheny 79 (5.3)	Montgomery 32 (5.0)	Erie 21 (7.6)	Dauphin 13.5 (6.0)	Northumberland 5 (5.0)	Crawford 5 (5.8)	Greene 1.5 (3.9)	Sullivan/Wyomin 2
		Delaware 18 (3.0)	Berks 14 (4.6)	Schuylkill 8 (5.0)	Lebanon 5 (4.7)	Tioga 2.5 (5.8)	Snyder/Union 2 (3.2)	Forest 1
			Chester 12.5 (4.2)	Beaver 8 (3.8)	Lycoming 5 (4.3)	Monroe 3 (5.4)	Perry 1 (3.1)	Fulton 1
			Lancaster 14 (4.1)	Cambria 6 (3.2)	Centre 4 (3.7)	Somerset 3.5 (4.4)	Wayne 1 (2.8)	Pike 1
			York 11.5 (4.0)	Washington 6 (2.8)	Franklin 4 (3.7)	Warren 2 (4.2)	Susquehanna .5 (1.3)	Potter 1
			Westmoreland 15 (3.9)	Northampton 5.5 (2.4)	Butler 4 (2.9)	Clinton 1.5 (4.0)		
			Bucks 18 (3.8)	Fayette 3 (1.9)	Blair 3 (2.2)	McKean 2 (3.9)		
			Luzerne 9 (2.6)	Cumberland 2.5 (1.5)	Lawrence 1 (1.0)	Clearfield 3 (3.8)		
			Lehigh 7 (2.6)			Huntingdon 1.5 (3.8)		
			Lackawanna 3 (1.3)			Elk/Cameron 1.5 (3.4)		
						Bradford 2 (3.1-3.3)		
						Columbia 2 (3.1-3.3)		
						Adams 2 (3.1-3.3)		
						Indiana 2.5 (2.9)		
						Armstrong 1 (1.9-2.6)		
						Clarion 1 (1.9-2.6)		
						Bedford 1 (1.9-2.6)		
						Mifflin 1 (1.9-2.6)		
						Jefferson 1 (1.9-2.6)		
						Carbon 1 (1.9-2.6)		

Key

- +xx Average # full-time equiv. adult officers by class of county.
 xx Actual # full-time equiv. adult officers by county.
 (xx) # of full-time equiv. adult officers per 100,000 pop. by county.
 * insufficient information.

SOURCE: Pennsylvania Board of
Probation and Parole

Table V-11

1978 MANPOWER FOR JUVENILE PROBATION
BY COUNTY AND CLASS OF COUNTY

First	Third	Fourth	Fifth	Sixth	Seventh	Eighth
+10.3	+ 4.0	+4.8	+ 4.7	+ 4.0	+ 3.7	*
Philadelphia 187 (10.3)	Erie 20 (7.3)	Cumberland 13 (7.6)	Northumberland 7 (6.9)	Crawford 8 (9.3)	Snyder/Union 3 (4.8)	Fulton 2
Second	Chester 18 (6.1)	Dauphin 15 (6.7)	Centre 6 (5.6)	Tioga 3 (7.0)	Wayne 1.5 (4.2)	Juniata 1
+ 6.6	Westmoreland 16 (4.2)	Cambria 9 (4.8)	Butler 7 (5.0)	Warren 3 (6.4)	Perry 1 (3.1)	Montour 1
Allegheny 99 (6.6)	Lehigh 10 (3.8)	Northampton 9.5 (4.3)	Mercer 6 (4.7)	Bradford 3 (5.0)	Susquehanna 1 (2.6)	Pike 1
Second A	Lancaster 12 (3.5)	Beaver 9 (4.3)	Lebanon 5 (4.7)	Bedford 2 (4.6)		Potter 1
+ 4.8	Delaware 32 (5.5)	Luzerne 12 (3.5)	Franklin 5 (4.6)	Elk/Cameron 2 (4.6)		Sullivan 1
Montgomery 26 (4.1)	Berks 10 (3.3)	Washington 9 (4.2)	Lawrence 4 (3.8)	Mifflin 2 (4.5)		Wyoming 1
	York 9.5 (3.3)	Schuylkill 6 (3.8)	Blair 5 (3.7)	Somerset 3.5 (4.4)		Forest .5
	Bucks 15 (3.2)	Fayette 4 (2.6)	Lycoming 4 (3.5)	Armstrong 3 (3.9)		
	Lackawanna 4 (1.7)			Venango 2.5 (3.9)		
				Huntingdon 1.5 (3.8)		
				Indiana 3 (3.5)		
				Columbia 2 (3.2-3.3)		
				Carbon 1.5 (2.7-2.9)		
				Monroe 1.5 (2.7-2.9)		
				Clinton 1 (2.7)		
				Clearfield 2 (2.5)		
				Clarion 1 (1.9-2.4)		
				Jefferson 1 (1.9-2.4)		
				McKean 1 (1.9-2.4)		

Key:

- + xx Average # full-time equiv. juvenile officers by class of county.
 xx Actual # full-time equiv. juvenile officers by county.
 (xx) # of full-time equiv. juvenile officers per 100,000 pop. by county.
 *Insufficient information.

SOURCE: 1978 Juvenile Probation Survey

F. Manpower Summary

The main thrust of this section is that the limited amount of criminal justice dollars and manpower must be placed where they will do the most good. Because of tremendous diversity across the state, persons at the county and local levels are often in the best positions to determine the best distribution of limited resources. Factors which should be considered when budgeting for the criminal justice system include the condition of existing facilities, the personnel complement and the workload burden on that personnel complement.

In the police sector the average officer in Juniata, Montour and Union Counties makes more than double the arrests of the average Pennsylvania full-time officer. A workload indicator in the courts sector shows Centre County to have the highest number of adult criminal court cases per judge in the Commonwealth. Workload indicators for state correctional institutions show that Graterford and Huntingdon appear to be understaffed. If the number of juvenile arrests drops as expected in the 1980's, the shift in manpower needs from juvenile to adult probation could be made.

SECTION VI

THE ON-GOING IDENTIFICATION AND ANALYSIS OF STATEWIDE CRIMINAL JUSTICE ISSUES AND PROBLEMS

A. An Overview of Law Enforcement Assistance Administration Funding Accomplishments in Pennsylvania

The following presents a concise overview of major improvements and accomplishments resulting from the award of \$287 million on L.E.A.A. funds by the Pennsylvania Commission on Crime and Delinquency (PCCD) (formerly the Governor's Justice Commission) between 1968 and June of 1980.

The information presented in this section is drawn from progress reports submitted by grant recipients as well as monitoring and evaluation reports prepared by PCCD staff and contracted independent evaluators. The projects highlighted represent only a sampling of the thousands of projects awarded over the past twelve years.

Through PCCD funding, substantial improvements have been made in the major components of the criminal justice system (police, courts and corrections) and in special emphasis areas such as juvenile justice, citizen action and participation and anti-organized crime and corruption.

Highlighting improvements in police services, 846 local municipalities have established projects to create, merge and share police services such as records and communication systems, 24-hour patrol coverage and specialized investigative units. Some examples have been the establishment of the Northern York Regional Police Department of 17 men which provides around the clock coverage for an 81 square mile area and which increased arrests by 40 percent within the first two years of operation; the Bucks County Communication Network that consolidated the communication needs of 35 law enforcement agencies and increased response time by one and one-half minutes within one year of start up; the Harrisburg Foot Patrol Unit whose patrol areas had a 23 percent reduction in burglaries after three years of operation; and the Lebanon County District Attorney's Investigative Unit which assisted smaller police departments to achieve a 9 percent increase in burglary clearance rates and 6 percent increase in robbery clearance rates during the first year of the project.

Funds have also been used to train approximately 15,000 police officers in basic, advanced and specialized techniques. Training was provided through management seminars for police supervisory personnel and crime specific investigation courses such as narcotics, investigation, burglary investigation,

police intelligence gathering, and rape, arson, and crime prevention. Other specialized training in criminal investigation included courses in criminal identification, polygraph operation and crime scene photography.

The Pennsylvania State Police received funds to develop their Uniform Crime Reporting Program, their Crime Laboratory System and Commonwealth Law Enforcement Assistance Network (CLEAN). CLEAN is a computer information network capable of receiving, processing, storing and transmitting information. There are over 300 remote terminals maintained by state and local police. These terminals have immediate access to computerized data at the Pennsylvania Bureau of Motor Vehicles, the National Crime Information Center and the National Law Enforcement Network.

In the courts area, reduction in court backlog, speedier trials, and increased convictions have resulted from the provision of new records and management systems and upgraded prosecution and defense units. One example of these types of projects was the Philadelphia Court of Common Pleas Investigation and Warrant Service Unit, initiated to reduce defendants failure to appear in court (FTA's) and serve warrants to defendants who failed to appear. This unit reduced the FTA to 7 percent, reduced the cost per warrant by 40 percent and reduced court backlog from 12,000 cases in 1973 to 7,153 cases by 1977. Another example was the Allegheny County Court of Common Pleas Calendar Control Project which provided more effective scheduling procedures and reduced the average length of time between filing of cases and trial from 16 to 14 weeks and the percentage of postponements requested by the defense from 8 percent to 5 percent. In Montgomery County the PCCD established a One Day/One Trial Jury Project which reduced juror fees and expenses by 25 percent and the length of jury service from 9 to 2 days. In the Philadelphia District Attorney's Office an Economic Crimes Unit was established which investigated 344 cases, tried 118, had a conviction rate of 89 percent and recovered more than \$513,000 in fines and restitution during its first two and one-half years of operation.

In regards to upgrading prosecution and defense services, 10 of the 67 district attorneys, 353 of the 533 assistant district attorneys, 6 of the 67 chief public defenders and 219 of the 385 assistant public defenders are now full-time as a result of PCCD/LEAA funding.

In addition, some 3,000 judges, defenders, prosecutors, district justices and court administrators were provided training with PCCD/LEAA funds in the areas of criminal, civil, substantive and procedural law, statistical reporting and records management.

In the corrections area, pre-trial screening, bail programs, accelerated rehabilitation disposition (ARD) and court advocacy programs have diverted some 20,000 non-violent, first-time offenders from further court processing and/or incarceration in county prisons with positive results. Some examples of these types of programs include the City of Philadelphia Pre-trial Services Project which provided pre-trial screening, release-on-recognition (ROR), alternative to money bail and conditional release for

defendants. Over a five year period, 15,522 defendants were released with a successful appearance rate of 92 percent and the average monthly detention population was reduced by over 700 persons. Two other examples were the Chester County Bail Program which provided bail to over 2,000 individuals with a successful appearance rate of 97 percent over a four year period and an Accelerated Rehabilitation Disposition Program in Philadelphia which disposed of 13 percent of all Municipal Court dispositions over two years with a successful appearance rate of approximately 98 percent.

Programs designed to evaluate inmates for specialized treatment programs, provide counseling, education, family social services and vocational training, and supervised day release from prisons through work programs, have provided services to some 43,000 inmates over the past ten years to aid in their reintegration into society. Some examples of these programs were the Diagnostic and Classification Service Project in Philadelphia which during a one year period conducted 12,542 intake interviews, 461 psychological tests, 2,752 in-house referrals, 2,295 outside referrals and 30,075 counseling sessions; a program for Chester County inmates which provided individual and group counseling as well as diagnostic and treatment services with 89 percent of the participants having no further arrests one year following their release; a counseling and vocational training program for inmates in the State Correctional Institution at Huntingdon and Greensburg which only had an 8 percent re-arrest rate for those released over a four year period; and, a Work Release Project in Schuylkill County which over a three year period had only 10 percent of those participating in the project arrested for a new offense.

Training has been provided to over 8,000 state and county correctional officers as a result of PCCD funding. State and county probation offices have received funds to hire and train probation officers, establish intensive supervision units, regional offices and community outreach centers. Included among these programs were 15 Community Services Centers established by the Bureau of Correction which provide vocational/educational guidance and individual and group counseling for residents to ease their reintegration upon release. The re-arrest rate for offenders utilizing these facilities was only 20 percent over a four year period. Funds also supported a project in Philadelphia establishing community outreach parole and probation centers which led to a 15 percent decline in recidivism among parolees and a 6 percent decline among probationers. It also resulted in higher employment and lower public assistance levels for project clients compared to the normal probation and parole caseloads after three years of operation. A Pennsylvania Board of Probation and Parole Project established regional offices and suboffices which during a three year period supervised 2,051 cases with only 15 percent of those released having been re-arrested either for parole violation or new offenses. A program of community-based non-residential services to adult female offenders in Allegheny County served 562 women over a four and one-half year period, 217 of these women were placed in jobs and 140 in training or in school. The reconviction rate for clients served by this program was only 3.4 percent.

The Commission has played a vital role in improving the Commonwealth's juvenile justice system. It has assisted in developing and implementing Act 148 (encourages community-based alternative programs for juveniles through incentives and reimbursement) and Act 41 (provides for decriminalization of status offenses and the phased removal of juveniles from county jails for adults). By reducing the number of children held in jails from 3,196 in 1975 to 14 in 1979 and the number of status offenders held in correctional institutions from 1,135 in 1975 to 0 in 1979, Pennsylvania has achieved 99.56 percent compliance with the mandates of the Federal Juvenile Justice and Delinquency Prevention Act of 1974. The Commission has also supported community-based programs providing alternatives to incarceration or re-entry programs for juvenile offenders, including group and foster homes, shelter care, counseling and casework, vocational training, job placement, alternative school programs providing for specialized educational needs and home detention. Some examples of these types of programs were a network of group homes operated by Three Rivers Youth in Allegheny County which over a six year period received 171 placements with a success rate of 92 percent for those released; the Amicus House Runaway Shelter in Pittsburgh which housed 162 youth over the course of a year and was successful in placing 90 percent of them in other community-based programs or reuniting them with their families; the Counseling and Referral Service in Philadelphia which over a six year period handled 22,368 referrals and closed 17,186 of these cases, 80 percent without court involvement; the Middle Earth Vocational Technical School in Bucks County which provided vocational training for 61 youth over a two year period with 80 percent successfully finding employment after completing the program; the Work Alternative Program in Northumberland County in which the county employed 29 youth (most of them were on probation) over the course of a year with 25 successfully completing their placement in the program; the Westmoreland County Greensburg-Salem School District Juvenile High Alternative Education Program which over a two year period achieved a 73 percent reduction in school absenteeism, a 37 percent reduction in truancy and a 1 grade-level increase in academic scores with 50 percent of these students successfully re-entering regular classrooms; and the Northumberland County Juvenile Probation Department Alternatives Project in which 48 youth were placed in home detention with an 85 percent success rate.

Numerous juvenile delinquency prevention and diversion programs have been funded in an effort to reduce the unnecessary entry of non-violent, first time offenders into an overburdened juvenile justice system. Some examples of prevention programs have been the Big Brothers and Sisters of Greater Pittsburgh which over the course of a year provided services to over 250 youth (71 of which were known to the courts) with only 8 committing (further) offenses while in the program; and Upper Moreland Township Family Counseling Project for Delinquent Youth which provided services to 105 families (80 percent of these were referrals from the juvenile justice system) resulting in a 20 percent decrease in police referrals to Juvenile Court and a 5 percent reduction in petitions to the Juvenile Probation Department during a one year period. Examples of diversionary programs include the

Penn Hills Juvenile Diversionary Program in Allegheny County which over a one year period provided services to 139 juveniles and their families (many of which were referred by the police) and contributed to a 41 percent reduction in the number of referrals made to Juvenile Court by the Penn Hills police. In addition, the Commission supported the Schuylkill County Probation Department Intensive Supervision Program which handled 30 delinquent juveniles over the course of a year with only 6 committing offenses while in the program. The Luzerne County Catholic Social Services Volunteers-in-Probation Program matched 29 juvenile offenders with community volunteers during one year with only 6 youth returning to Juvenile Court.

Substantial funding has been provided to establish specialized units and programs to investigate and prosecute individuals engaged in organized crime. Examples include the Organized Crime Intelligence and Control Unit in the Pennsylvania Crime Commission; the Financial Investigation Squad in the State Office of Drug Law Enforcement which uncovered more than \$13.2 million in unreported income relating to drug trafficking over a three year period; and the Mercer County/Shenango Valley Regional Narcotic Task Force which made more than 210 charges for drug trafficking and obtained 33 convictions over a two year period. Recent projects include an award to the Department of Justice/Department of Environmental Resources to investigate and prosecute illegal dumping of toxic waste and grants to the Department of Justice for electronic surveillance equipment and a training certification program.

The Commission has encouraged citizen participation in the criminal justice system through police/citizen crime prevention programs, neighborhood crime awareness and prevention programs via block organizing efforts and the use of volunteers in adult and juvenile probation. Some examples of these types of programs are the Mt. Lebanon Crime Prevention Program which involved citizens in programs such as Neighborhood Watch, Operation Identification, Merchants Bureaus, etc. The Mt. Lebanon Neighborhood Watch Group involved 800 participating homes. There was a 40 percent reduction of Part I offenses after 2 years of operation. The Citizen Local Alliance for a Safer Philadelphia block organizing program funded by the Commission demonstrated that organized blocks have less fear, isolation and victimization (28 percent reduction in victimization in organized blocks). Also funded were projects enabling private agencies, police and prosecutors to insure proper treatment and better cooperation of victims and witnesses. These projects included rape crisis centers, projects serving elderly crime victims, domestic violence projects, parental stress centers, victim/witness assistance projects and the Public Interest Law Center in Philadelphia which has handled more than 200 police abuse cases. Illustrations of achievements of some of these types of projects follow. The Rape Crisis Center operated by the Women Against Rape of Montgomery County handled 134 rape victim cases during one year, 90 percent of these cases were reported to the police, 38 arrests were made, 19 were bound over for trial with none dismissed at the preliminary hearing stage. The Senior Safety Project in Delaware County during a nine month period served 200 elderly victims of crimes through

counseling, court accompaniment, assistance with Crime Victims' Compensation Claims, etc. Court accompaniment was provided to 39 victims and 10 were assisted with filing claims (\$16,514 awarded). The Marital Abuse Project in Delaware County provided 2,650 abuse victims with support, information, advocacy and referrals over a three year period, 154 clients have used the Protection from Abuse Act and 354 victims received court accompaniment. The Parental Stress Center, Children's Hospital of Pittsburgh served 19 infants and their families (8 children were returned to their parents, 7 were placed in foster care, 4 remained in residence) in its residential treatment component and 17 children and their families received services through the therapeutic day care component over a one year period. The Delaware County Victim Restitution Project which assisted 415 victims in preparing Restitution Request Forms for Delaware County Court (Restitution was ordered in 163 cases totaling \$49,000), assisted in clearing 101 backlogged restitution cases, assisted in 36 pre-sentence investigations for restitution cases and referred 83 cases to the state's Crime Victims Compensation Board over a three year period.

The above-cited programmatic accomplishments were achieved mainly through the efforts of operational agencies throughout the Commonwealth. These agencies and many others have benefited from other initiatives of the Commission in areas of program planning and technical assistance. In this vein the Commission has provided extensive financial support for a number of statewide organizations which have been providing supportive services to the PCCD as well as to hundreds of local projects and programs throughout the criminal and juvenile justice systems. These on-going projects are:

- The Pennsylvania Coalition Against Rape which provides technical assistance to emerging and established rape crisis centers. Pennsylvania Coalition Against Rape members have assisted over 15,000 rape victims during the past six years.
- The Pennsylvania Coalition Against Domestic Violence Police/Court Assistance Project which provides technical assistance to domestic violence programs. Over the past two years the Pennsylvania Coalition Against Domestic Violence has prepared Victim Advocacy and Police Training Manuals, provided training to 272 service providers and 286 police officers and was instrumental in the development of Senate Bill 745 which would provide a source of funding to support victim services through an increase in criminal court costs and marriage license fees.
- The Pennsylvania Department of General Services Telecommunications Management Unit which provides telecommunications technical support to the PCCD through its continued analysis of statewide communication needs, development of policies, procedures and guidelines for PCCD funded communication systems, and technical review of communication system design and procurement. Since 1975, this agency has completed 60 requests for system design,

equipment specifications and resolution of telecommunication problems.

- The Pennsylvania Department of Community Affairs Consultant Services to Local Government in Police Administration Project which provides technical assistance to units of local government in police administration through management and consolidation studies, as well as the development of entry, promotional and executive level selection processes. Since 1972 this agency has handled some 4,481 requests. Eighty-six of these requests have been for management, consolidation and police needs studies. Recommendations made in 63 of these studies have either been fully or partially implemented.
- The Pennsylvania District Attorney's Association Technical Assistance Project which was developed to aid in the implementation of Pennsylvania's "Anti-Crime and Corruption Package" legislation. During the last year and one half, the Association has developed and distributed a procedures manual on the use of electronic surveillance and wiretapping equipment, established a District Attorney's hotline to respond to inquiries on the Anti-Crime and Corruption Package, and established a Statewide Economic Crime Network comprising of 36 counties and 16 federal and state agencies.
- The Pennsylvania Joint Council on the Criminal Justice System which successfully completed a number of important projects since 1972 such as the development of standards for each functional element of the justice system and the completion of a series of studies in sensitive juvenile justice problems. In addition, the Joint Council provides periodic forums for the discussion of timely justice system issues.
- The Juvenile Court Judges' Commission's Juvenile Court Statistical System Project which since 1978 has been providing timely and accurate information on Pennsylvania's juvenile court system to state and local agencies for the purposes of program planning, monitoring and evaluation.
- The Villanova University School of Law, Institute of Correctional Law which since 1973 has served as a conference center to bring together those concerned with correctional law. The Institute also serves as a central library and clearinghouse for materials on correctional law.
- The PCCD Statewide Technical Assistance Program which provides directly and through coordination of external sources professional criminal justice technical assistance to all elements of the criminal justice system. Since its inception in 1976, technical assistance

staff have responded to over 650 requests for technical assistance in the areas of county jail improvements, community-based programs for drug and alcohol offenders, county juvenile delinquency prevention and juvenile detention facility plans, police recordkeeping, equipment procurement, consolidation or cooperative resource agreements, county telecommunications and police community crime prevention programs, and has initiated new programs in the areas of crime watch, arson and crimes against the elderly.

The PCCD believes that its apportionment of LEAA funds has been allotted wisely and has yielded productive long term results. This is evidenced by the fact that the cost of many of the projects initiated with funds from the PCCD has been assumed by local or state government or other award recipients. For example, approximately 77 percent of the Commission's 1974 and 1975 awards, 85 percent of the 1976 awards, 72 percent of the 1977 awards and 66 percent of the 1978 awards have been assumed by these entities.

In retrospect, the PCCD has helped to make the criminal and juvenile justice systems more efficient and effective and it has helped begin a new, and in some cases, dramatically different way for administering the justice process. It has encouraged a dialogue within and among criminal justice components and it has fostered an awareness that changes in operation of one component of the criminal justice system may have serious implications for other components. In some select areas, the PCCD has contributed toward the reduction of certain crimes. Importantly, it has, through a process of many successes and a few failures, accumulated considerable knowledge upon which future plans for criminal justice improvements can be based.

B. Summary Findings of Major Publications by the PCCD

1. Introduction

The section that follows includes synopses of previously published reports by the Pennsylvania Commission on Crime and Delinquency (PCCD) or in cooperation with the PCCD, on selected topics dealing with Pennsylvania's criminal justice system. The topics for study were initiated at the request of the Governor's Office, the Legislature, or by the Commission staff.

The reports cover a wide range of topics from a look at the effects of crime on Pennsylvania's elderly population to a general statistical report on the criminal justice system. The reports are presented as an indication of the variety of projects that can be undertaken by the PCCD, and the results of these projects have been included in our statistical analysis of the state criminal justice system.

The information summarized in this section covers only the major findings and conclusions of the studies. More detailed information may be obtained from the abstracts of each report found in the appendices. Copies

of the full reports may be obtained from the Criminal Justice Statistics Division, Pennsylvania Commission on Crime and Delinquency.

2. Management and Administrative Statistics for the Pennsylvania Criminal Justice System

Information found in this report includes manpower, budgetary data, workload, facilities and equipment. The purpose of the report is to provide criminal justice managers and elected officials accurate and current data on the criminal justice system.

In analyzing the data on local police departments, the number of full-time officers totaled 18,773 in 1976 and 18,911 in 1977. The majority of police departments were comprised of 10 or less full-time officers. Approximately 65 percent of the police departments participated in some sort of multi-department communication network.

In looking at court data, it was found that despite recommendations that district attorneys be full-time, the conversion from part-time to full-time has been slow. However, at the same time prosecutorial workload, as measured by defendant records received and defendant records disposed, decreased 7.5 percent between 1976 and 1977. Chief public defenders statewide are primarily employed on a part-time basis with only 6 (or 9 percent) of the public defenders full-time.

1977 data shows approximately 2,750 individuals employed in county correctional institutions, with 2,892 individuals employed at state correctional facilities.

At the state and county level, probation and parole services are carried out by approximately 1,000 employees. The workload for county probation and parole officers increased 5 percent in 1977 over 1976 workloads.

3. Plea Negotiation in Pennsylvania

The intent of this report was to produce a description rather than a normative report on the extent of plea negotiation in this state.

In Pennsylvania, guilty pleas account for the majority of the convictions obtained in criminal court. In 1976, close to 77 percent of the convictions were a result of guilty pleas. Of 67 Pennsylvania prosecutors surveyed, 43 responded and estimated that negotiated pleas ran from 2 percent to 70 percent of the guilty pleas. A further analysis of the data revealed that a higher rate of negotiated pleas were negotiated in urban counties as opposed to rural counties. Two thirds of the urban counties negotiated pleas in at least 30 percent of the cases in 1977 while one third of the rural counties negotiated pleas at this rate.

The relationship between plea negotiation and caseload was examined, the rationale being that as caseloads go up, so will negotiated pleas. The study found that a high or low caseload did not influence the rate at which pleas are negotiated. The study further concluded that race of the defendant was not a factor in whether or not a plea was negotiated. The study further concluded that type of offense had no significant effect on the rate at which cases were negotiated. However, when the data on type of defense counsel was analyzed, it was found that the type of defense counsel significantly effected whether or not a plea was negotiated. Those defendants represented by a public defender had a significantly higher probability of negotiating a plea and defendants represented by private attorneys are significantly more likely to go to trial.

4. Sentencing in Pennsylvania

The primary purpose of this study was to collect and present data on the types and lengths of sentences imposed on felony offenders.

Approximately 30 percent of the individuals sentenced to jail or probation in 1976 were for felony crimes. One out of five felony offenders placed on county probation had one or more prior convictions. Less than 6 percent of those placed on county probation were convicted of using or possession of a weapon during the commission of their offense.

Offenders with one or more prior felony convictions received an average sentence of 8.3 months longer than those without a prior conviction. However, those convicted of robbery and having one or more prior convictions received a sentence which was 1.4 months less than those without a prior conviction. Offenders placed on county probation with a weapon conviction received a sentence 12.7 months longer than those who did not.

Approximately 11.7 percent of the felony offenders placed on state probation were convicted of using or possessing a firearm or any other deadly weapon. The average sentence received by the felony offenders placed on state probation was 4.6 months longer than those offenders without any prior felony convictions. Also, felony offenders placed on state probation who were convicted of using or possessing a weapon received, on the average, a sentence 19 months longer than those individuals not using a weapon.

Almost 50 percent of the individuals committed to county jails were convicted of a felony. Three out of every ten felony offenders committed had one or more prior convictions, while only 6.4 percent of the felony offenders were convicted of using or possessing a weapon during the commission of their offense. The sentences received by these individuals were longer than those who did not use or possess a weapon during the commission of their crime.

In order to gather data on felony offenders committed to state correctional institutions, a random sample was taken of approximately 13,500 felony offenses received by the Bureau of Correction between January 1, 1975, and June 30, 1976. Well over a majority of the felony offenders committed to

state correctional institutions had a prior conviction. Based on the sample survey, the average sentence, with the exception of robbery and arson, was not any longer for offenders with prior convictions than those without prior convictions. Thirty-seven percent of the offenders used a firearm during the commission of their crime and received a three month longer sentence than those who did not.

5. Combatting Crimes Against the Elderly

At the request of the Governor, the Commission undertook a study on the elderly and the effect crime has on their lives.

The proportion of the total population composed of those persons 65 years or older is increasing each year. Nationwide one person in every ten was 65 years or older in 1970. In Pennsylvania, the elderly population represented 11 percent of the total population in 1970.

The data on the elderly revealed that the majority are female. For example, at age 65, 59 percent of the elderly are female and by age 85, 65 percent are female. 1970 census figures show that 60 percent of the males are married as opposed to only 33 percent of the females. While minorities comprise 9 percent of Pennsylvania's general population, they comprise only 6 percent of the elderly population.

The extent of elderly victimization has been difficult to obtain. This is because the elderly often times do not report a crime out of fear of reprisal or lack of confidence in the police. In addition, police agencies as a rule do not collect age and sex data on victims of crimes. What is known about elderly victimization has been learned from victimization surveys conducted by the Law Enforcement Assistance Administration and the Bureau of Census data. The data indicates as age increases, victimization decreases. Further, both Philadelphia and Pittsburgh have a higher incidence rate than the state or nation. A cross analysis of national demographic and victimization data shows that elderly subgroups who are black and live in large urban cities have a greater risk of victimization. For example, in Pennsylvania, elderly blacks were five times as likely to be victims of the crime of theft as elderly whites in 1975.

A 1975 LEAA survey conducted in 13 cities reported that 64 percent of the respondents felt somewhat unsafe or very unsafe when out alone in their neighborhood at night. A result of this fear of crime has limited the elderly activities and may explain in part their lower victimization rate.

The study concluded with a number of recommendations that impact on the problem of crime against the elderly. The first recommendation was for a systematic process of collecting and reporting data on crimes against the elderly. This could be accomplished by modifying the Pennsylvania State Police's Uniform Crime Report by inclusion of age, sex and race of all crime victims. Secondly, greater coordination could be affected between the various state agencies that deal with the elderly. This coordination could be

achieved through an Inter-agency Task Force announced by the Governor and comprised of representatives from various state agencies. Thirdly, a statewide crime awareness program could be initiated with crime prevention education conducted for service providers, who in turn could train the elderly in various crime prevention techniques. The study also recommended that the 480 hours of basic training provided local police be modified to include training on the elderly and crime against them.

6. State Correctional Facilities: Their Adequacy Now and in the Future

Two studies of the state correctional system were completed in January, 1980. One study was conducted by Urban Systems Institute of Carnegie-Mellon University, the other by the Pennsylvania Commission on Crime and Delinquency's Statistical Division.

In developing prison population projections, both studies projected arrests through the year 2000. The Commission study projected arrests to peak around 1983, experience a decline and then begin to rise again after 1995. The Urban Institute Study's analysis of crime rates indicates that if crime-specific arrest rates within demographic groups remain unchanged, arrests are projected to decrease 10 percent from 1980 to 1995. If arrests continue to change as they have over the past 5-10 years, total arrests will increase up to 25 percent by the year 2000.

State population was projected by both studies. The Commission study projected adult population to increase by 6 percent by the year 2000 with a drop in 18-34 year olds of over 18 percent. It could be expected that a reduction in the number of persons in the "crime prone" age would lead to a reduction in arrests of persons in this age category. The Urban Institute Study projects a similar reduction in the population of 25 year olds with a decline of 30 percent to 38 percent by the year 2000.

The Commission's study and analysis of prison reception and projection assumed that the commitment rate will continue at approximately the 1978 levels for each demographic subcategory. The Urban Institute projected prison reception on a series of assumptions and generally found that reception to prison will increase by 10 percent by 1985.

Both studies reached similar conclusions as to prison population in the coming 20 years. The Commission's analysis shows that prison population will peak in 1990 with a daily average population of 8,700 which is an increase of 17 percent. Allowing for daily fluctuation of 10 percent to accommodate for inmate movement or other management or programmatic purpose would increase the prison population to 9,500. The Urban Institute projected a peak population of 10,150 by the year 1990.

The Bureau of Correction has a current useable housing capacity of 8,380 with 495 units unuseable. The Commission study observed that the Bureau of Correction presently has enough capacity to house its average daily population and its committed population. However, both Graterford and

Pittsburgh Correctional Institutions are experiencing a housing problem. This may be due to the fact that both serve as diagnostic and classification centers.

With 8,380 useable cells as of November, 1979, and prison population projected to increase to 9,500 based on the Commission study or 10,500 based on the Urban Institute Study, additional cell space will be needed. Both studies recommended various alternatives rather than building additional prisons to house the increasing prison population. Among the recommendations made was increasing the number of Community Service Centers (halfway houses) from the present 15 to 33.

C. Specific Research Projects Funded by PCCD

1. Introduction

This section contains summaries of applied research recently completed with financial support from the PCCD. During 1978 (then the Governor's Justice Commission) requested proposals for research that could result in practical benefits for the criminal justice system in Pennsylvania. After screening numerous proposals and applications, the Commission selected eight for funding during 1978 and early 1979, about half of which have been fully completed to date.

Brief summaries of each as developed by PCCD staff are presented below. More detailed summaries of each are included in the appendix of this report. Due to the very recent arrival of most of the reports, it has not been possible to analyze carefully the research methodology employed and to comment on the validity of the results. An attempt was made, however, to summarize the methodology and those results which appeared to be most significant in their potential consequences for criminal justice system policies and future directions, and which also seemed to be supported by the facts obtained.

2. A Study of Pre-trial Release

The Commission funded a study, completed in December, 1979, concerning the nature of pre-trial and bail agencies in Pennsylvania, involving the entire pre-trial release process.* Primary research questions involved a comparison of current practices with applicable Pennsylvania rules and with national standards the kinds and degrees of interjurisdictional problems encountered when a defendant resides in another area and the degree to which information sharing can help to identify repeat offenders.

Some of the key findings are: (1) that little uniformity exists in applying existing court rules regarding release criteria; (2) verification of information is seldom done; (3) about half of the bail agencies do not provide

*Pennsylvania Criminal Justice Research Consortium, Ltd., Analysis of Pre-trial and Bail Agencies in the Commonwealth of Pennsylvania: A Study of Standards and Operational Efficiency, 1979 (Unpublished). Research was under PCCD subgrant no. DS-77-C-003-1070.

bail recommendations until after the preliminary arraignment where the initial bail decision is made; (4) money could be saved in detention costs if bail screening information were properly used at or before preliminary arraignment; (5) bail bondsmen have a very insignificant role where bail agencies exist; and (6) interjurisdictional problems exist, especially in the Philadelphia area.

Major recommendations are that: (1) the principles of the standards developed by the National Association of Pre-trial Service Agencies should be incorporated in the Pennsylvania Rules of Criminal Procedure; (2) each county should have a bail agency; (3) interviews and recommendations should be prior to preliminary hearing; (4) release criteria, verification procedures and application of criteria should be clearly outlined and followed; (5) district justices should have extra training in applying rules on pre-trial release; (6) uniform procedures should be developed for sharing information and providing supervision between jurisdictions; and (7) prison planning should be monitored by the state to assure adequate consideration of improved pre-trial release programming.

3. Psychoanalytic Group Therapy and Sex Offender Recidivism over Ten Years

A study was completed in June, 1980, with Commission support, to study the effects of psychoanalytically-oriented group therapy for convicted sex offenders on recidivism over a 10 year period, as measured by arrests.¹ Social and psychological correlates of recidivism versus non-recidivism were also developed. The 231 offenders studied were classified as sexual assaulters, pedophiles² and exhibitionists and were randomly assigned to either group therapy or regular probation/parole. Follow-up results were obtained for periods of 2 years and 10 years following the treatment/probation or probation only experience.

The results indicated no significant effects of therapy on recidivism for the group as a whole or for any offense-specific subpopulation in either the 2 year or 10 year period. Negative effects were shown for sexual assaulters (including rapists) and exhibitionists who attended more than 20 sessions in groups of offenders of the same classification, i.e., the therapy groups had much higher recidivism rates. It is hypothesized that such homogeneous groupings over a long period of time led offenders to feel greater sanctioning of their offense behavior as their self-image and self-esteem were enhanced.

¹Joseph J. Peters Institute, A Ten Year Follow-Up of Sex Offender Recidivism, 1980 (Unpublished). Research was under Pennsylvania Commission on Crime and Delinquency subgrant number DS-78-C-003-1084.

²Persons attracted to children.

By far the best predictor of recidivism in an offender's past is his prior frequency of arrest or conviction. Many variables thought to be likely predictors were of no value, such as his relationship with his father, his feelings about himself and his sexual relations with women.

The image of a sex offender as a man continually driven to aberrant sexual behavior is seriously questioned. Sexual assaulters especially, tended to have a majority (77 percent) of prior arrests that were not sex-related. Sexual assaults were apparently only one form of aggressive, anti-social behavior for such offenders whose criminal careers began earlier and ended earlier than the careers of the other two groups. Pedophiles and exhibitionists also were arrested mostly for non-sex offenses (67 percent and 59 percent of the offenses respectively).

4. Police Involvement with the Mentally Ill and the Mental Health System

The Commission supported a study at Bryn Mawr College, completed in May, 1980, which explored how police respond to incidents or calls involving mentally ill persons in the community, the impact of such calls on police operations, how police activities relate to mental health programs, what needs remain unmet, and what can be done. Four police departments* of varying sizes were studied in a single county, Delaware, along with the Mental Health system in that county. Data was obtained from interviews, incident reports, some direct observation, and (indirectly) from mental health records. Major findings of the study are as follows:

- a. In spite of recent de-institutionalization of the mentally ill and laws making civil commitment more difficult, such people are not being improperly caught-up in the criminal justice system. Police departments studied made great effort to work with the mental health system or to handle cases informally to avoid arrest unless a serious offense had been committed.
- b. Police have a significant role in making it possible for many mentally ill persons to live in the community through their ability to respond rapidly to crises.
- c. The mental health system is ill-equipped to respond rapidly to emergencies and operates more like a private clinic concerned primarily with long term therapy of those who voluntarily seek treatment.
- d. A service gap exists concerning treatment needs of persons afflicted with both mental illness and drug-alcohol addiction. Facilities designed to provide each of those treatment needs will not readily accept persons needing treatment by the other.

*Upper Darby, Lansdowne, Nether Providence and Upper Providence.

- e. Responding to calls involving the mentally ill is a serious problem in small departments. While such calls are infrequent, a relatively large number of offices are diverted for a substantial amount of time.
 - f. Small departments in small communities are better able to handle calls involving the mentally ill in an informal manner since the officers involved are more likely to know from past contacts with an individual how to respond effectively.
 - g. Mentally ill persons who are disruptive but not civilly com-mitable often refuse treatment. The mental health system should consider learning from police about effective ways of handling such people.
 - h. Of the people taken to community mental health centers by police for evaluation and treatment, only 17 percent remain beyond the second therapy session.
 - i. There is a need for additional police training in recognizing the mentally ill and responding to their needs effectively. Police officers generally share this view.
 - j. Supervised living facilities are needed for homeless, mentally ill people who do not require hospitalization.
5. The Effects of Employment-related Therapy, Counseling and Casework on Ex-offender Employment

In April, 1975, the Pennsylvania Prison Society began a three year program to operate a demonstration project in vocational counseling for prisoners and ex-prisoners. A grant from the PCCD permitted the society to conduct an evaluation of the counseling program and do related research in the area of ex-offender employment. A report in three volumes was completed in December, 1979.

The program began 6 to 12 months before release of a prisoner at Graterford State Correctional Institution and lasted up to a year following release. It provided psychotherapy (psychosocial counseling), family counseling, employment counseling, re-entry planning, job development, social education and referral and liaison work. The objective was to develop job motivation, teach appropriate social skills, and provide a bridge from prison to a stable career in the community.

Potential clients were randomly assigned to treatment and control groups, and the differences between these groups were observed for a period of time following release from prison. Twenty-nine percent of the treatment group dropped out of the program at or before their release, but the average participant attended 17 counseling sessions.

There were no differences between those in the treatment and control groups regarding the degree of societal integration following imprisonment. In addition, there were no differences with regard to subsequent employment, except that some in the program had fewer problems finding employment. This overall lack of program effects is attributed to a "lack of sufficiently intensive and specialized intervention together with the availability of family and community alternatives to program resources."

The most powerful predictor of employment was prior job history. Within 3 to 6 weeks after release, employment rose to 50 percent and remained there through the first year. About 20 percent remained unemployed through the first year. Length of imprisonment and participation in other pre-release programming were not significantly related to employment success. Subsequent criminality also was not related to prison-related variables, such as length of confinement or pre-release programming, after controlling for personal history and characteristics.

The major policy implication cited by the authors is that vocational counseling for ex-offenders will not necessarily lead to high employment rates or reduced criminal behavior. Most such programs appear to have insufficient intensity and specialization. Funding agencies should expect outcomes to be modest.

6. The Impact of Pennsylvania Act 41 on the Processing and Delivery of Services to Status Offenders

This study was carried out by Government Studies and Systems of Pennsylvania. The study was designed to provide an in-depth analysis of the impact of Pennsylvania Act 41 on the processing, jurisdictions and delivery of service to status offenders.

The term status offender has been used to define a juvenile who commits an act or engages in conduct that would not be considered a crime if committed by an adult. Examples of status offenses are truancy, running away, ungovernability or incorrigibility.

Fifteen counties were selected for in-depth analysis: Philadelphia, Allegheny, Delaware, Bucks, Westmoreland, Lancaster, Luzerne, Berks, Erie, Dauphin, Cambria, Clearfield, Mifflin, Bedford and Greene. Case records from these 15 counties were analyzed and compared for the years 1976, 1977 and 1978 to ascertain if there had been any changes in the number and type of cases handled as a result of Act 41.

Total juvenile arrests in the 15 counties showed a 17.5 percent decline from 105,452 in 1976 to 87,092 in 1979. However, Lancaster, Cambria and Greene Counties reported an increase in juvenile arrests of over 30 percent. The total number of juvenile arrests statewide in 1979 was 138,562, as compared to 144,931 arrests in 1978, a decrease of 4.4 percent.

The study analyzed the working definition of a status offense and ungovernability in order to better understand the impact of Act 41. Jurisdiction, service delivery, relabeling and processing were examined for status offense cases.

Interviews conducted in the 15 counties indicated that rejecting parental authority was usually the basis for a juvenile being referred for ungovernability. The tabulation of behavior documented in the case records reflected a wider spectrum of behavior, running from parents not providing adequate supervision to suicidal tendencies of the child.

An analysis of the specific behavior revealed that referrals to children and youth agencies and probation for rejecting parental authority, truancy and running away had decreased in 1978 from 1976. The referral of delinquent behavior as a status offense has increased in juvenile probation in 1978 from 1976. Drug use increased in both juvenile probation and children and youth agencies as a reason for referral in 1978 from 1976.

In analyzing the impact, if any, Act 41 had on types of children referred as a status offender the following observations were made:

- a. Children and youth agencies are receiving referrals on children as status offenders even though their behavior is delinquent.
- b. Children and youth agencies receive referrals for drug use, sexual promiscuity and underage drinking.

The study also analyzed the data to determine the extent to which the jurisdictional shift over the processing and disposition of status offenders had in fact occurred. This analysis reached the following conclusions:

- a. The shift of all status offenders to the county and youth agencies from the juvenile probation office had begun in 1972 with passage of Act 333 and was largely completed by 1977.
- b. In a substantial number of counties, the impetus to make the shift was because of Act 41.

The data compiled on the intake processing, labeling and relabeling of status offenders lead to the following conclusions.

- a. Female status offenders in 1976 comprised a much greater percentage of status offenders; the proportion of female offenders decreased in 1978.
- b. The majority of the status offenders were white, except for Philadelphia where the majority was black.
- c. It appears that relabeling since Act 41 has not occurred.

The study reached the following conclusions on the kinds of services, needs and availability of services to status offenders.

- a. The shift of status offenders from the court to children and youth service agencies has not resulted in a significant improvement of services.
- b. The absence of a well-organized system of service delivery contributes to service inadequacy and unavailability.

SECTION VII
MEETING PENNSYLVANIA'S FUTURE
CRIMINAL JUSTICE INFORMATION NEEDS

A. The Offender Based Transactional Statistics (OBTS) System

The Pennsylvania Commission on Crime and Delinquency has been collecting statistical data from the criminal justice community for many years. However, each criminal justice agency's data had to be processed and developed separately because there was no uniformity of data elements or definitions of terms. There was no common unit of tabulation and no way to track an offender through the system. In addition, the information collected was incomplete and often inaccurate. These problems were due in part to the lack of coordination and information exchange.

The offender based approach to criminal justice statistics, commonly referred to as Offender Based Transactional Statistics (OBTS), offers a method of pulling together the many facets of criminal justice activities into a cohesive statistical information data base, from which planners and decision-makers can draw needed information. The offender based approach to criminal justice statistics accounts for and describes each encounter between the individual and the agencies in the system. The individual is tracked as he progresses from entry into the system to the point of exit. The individual offender is the unit of count to all criminal justice agencies and processes. By monitoring the various paths offenders/defendants take, the criminal justice system can be described in terms of the aggregate experiences of those who have passed through it.

The existing Criminal Justice Information System (CJIS) poses a number of problems relating to the analysis of events occurring within the system. Instances have occurred which have lead to the questioning of the completeness and accuracy of the information supplied by the current system. There are some very basic reasons for these problems which can be most easily observed by comparing the OBTS and the traditional approaches to collecting information.

Table VII-1 presents a comparison of the offender based concept and traditional approaches to criminal justice statistics. The two approaches are compared with respect to three criteria including the unit of count, focus of the system and time base of the system.

The first basis of comparison presented in Table VII-1 is the unit of count which refers to the material object which is counted in the statistical system. It will be noted in traditional approaches that the unit of count varies depending upon the agency gathering the statistics. Law

Figure VII-A
Comparison of OBTS and Traditional Approaches
to Criminal Justice Statistics

	Traditional Statistical Approaches	Offender Based Transactional Statistics
Unit of Count	Depends upon the agency involved; i.e., reported offenses, arrests, cases, probationers, prisoners, parolees, etc.	Offender and associated offense(s).
Focus of the System	Agency specific; depends on the nature of the agency gathering the data. Usually involves workloads' descriptions of the agency.	Criminal justice system processing; i.e., movement of the offender through the system.
Time Base of the System	The calendar year, coinciding with planning and budgetary cycles.	Time interval between decisions involving the offender as he moves through the system.

enforcement agencies are primarily concerned with reported offenses and arrests, not with the individual offender. Since one offender may be responsible for more than one offense or be involved in more than one arrest, these statistics provide no indication of the number of offenders involved at the law enforcement process since the number of reported offenses and the number of arrests are always greater than the number of offenders involved.

By the same token, courts and prosecutors are concerned with cases as opposed to arrests, offenses or offenders, a unit of count different from that used in law enforcement statistics. These statistics provide no index of the number of individual offenders involved in judicial process since one offender may be involved in more than one case.

The unit of count used in both institutional and non-institutional correctional statistics is the offender as opposed to offenses, arrests or cases. Although these statistics provide an index of the actual number of offenders involved in probation, incarceration and parole, they do not provide information as to the number of offenses, arrests or cases accounted for by the offenders.

By way of contrast, the offender based concept utilized the offender and his associate offense as the unit of count. Regardless of whether the individual is involved at the law enforcement, judicial or correctional level of the criminal justice system, the unit of count is the same. To this extent the offender based concept attempts to integrate the criminal justice system from a statistical point of view.

The second basis of comparison presented in the table involves the focus of the system. It will be noticed that traditional statistical systems primarily focus on a workload of particular criminal justice agencies. Law enforcement statistics deal primarily with reported offenses, offenses cleared and arrests which represent the workload of the law enforcement community. Similarly, the courts' statistical focus is on the number of cases that they handle and the backlog at the end of the year. The focus of correctional statistics is the number of individuals agencies handle, be they incarcerated or on probation and parole.

The offender based concept has as its focus the criminal justice system as opposed to any particular agency within the system. Here the concern is with the movement of the offender as opposed to the workload of the agencies involved. Although workloads can be calculated from an adequately implemented OBTS system, the primary focus of the approach is the offender as he moves through the system.

The third basis of comparison between the OBTS approach and traditional approaches is the time base of the statistical system.

The concept of the Offender Based Transactional Statistics System is to collect and maintain transactions and statuses on offenders beginning at the time of arrest and terminating upon final exit from the criminal justice system. The OBTS will be capable of providing a step-by-step picture of an offender's movement and activity through the system. The offender's location and status will be available at any point while in the system. Complete and accurate statistics will be available in a relatively short period of time upon receipt of a request.

The OBTS file will be all inclusive of transactions from the time of arrest to the exit from the criminal justice process for a given arrest, all charges and subsequent activity.

The basis of each record will be the fingerprint card, prepared on arrest in accordance with Act 47 of 1979 as amended, for each case classified as a felony, misdemeanor or an escalating summary offense. Identification of individual offenders in this category will be possible through the use of the State Identification Number (SID) which is assigned the individual upon classification of fingerprints the first time the offender has contact with the system.

Transaction reporting for each case will be tied together by use of the Offense Tracking Number (OTN). Multiple case information on an individual for the above mentioned categories of more serious crimes can be amassed by use of SID.

Since the State Police at present are prohibited by Act 1979-47 from including out-of-state arrests in their file, OBTS will include only offender activity within Pennsylvania. Act 1979-47 will have to be amended in order for us to include, for example, out-of-state cases supervised by the Board of Probation and Parole.

Data will be reported to the OBTS file by each agency having contact with the offender and/or the case. However, the arrest segment data elements will not be added to the system until the State Police Automated Master Name Index (AMNI) system is operational (1982). In the meantime, the State Police will supply SID numbers from their file for records submitted by other criminal justice agencies by OTN. The major problem at present is that offenses are not included in the present AMNI file and these may be added when the system becomes fully operational.

The arresting authority will complete a State Police fingerprint card as required by Act 47 of 1979, as amended. This card is the source for initiating the OBTS record for that case, so the arresting authority will acquire OTN from the lower court at the time of the preliminary arraignment. The completed card is submitted to the State Police, Records and Identification Division. The fingerprints are classified and a SID assigned if it is the first occurrence of the prints in the State Police files. If a SID exists based on previous contact, that SID is assigned the case. The SID required for the OBTS record will be provided where

possible by the State Police (from AMNI file).

The lower court will initiate a docket transcript at the time of arraignment and at this time will provide the OTN to the arresting authority for inclusion on the fingerprint card. The arresting authority will, at the preliminary arraignment, provide the arresting agency identifiers to the district magistrate for inclusion on the docket transcript. If the SID is available, that too will be entered on the docket transcript. Lower court disposition is entered on the docket transcript after the preliminary hearing, or the arraignment if the hearing is waived. If this disposition is final for this case, the docket transcript will be distributed as required by the instructions from the Administrative Office of Pennsylvania Courts.

Since an OBTS record will commence with a SID, an individual will have as many distinct records in the OBTS as he had new arrests (a new record will be established for each distinct arrest). This procedure will enable Pennsylvania to track individuals (by SID) or separate incidents (by OTN). Although the record will start with the SID, all other components of the system (courts, probation/parole, and corrections) will report data to the system by OTN, not SID. Each agency will report all OTNs to the system.

The Administrative Office of Pennsylvania Courts will collect and assemble the court data required by OBTS and submit it to OBTS Processing Center for addition to the OBTS data base. Until the State Police AMNI file is fully operational (1982), the receipt of the court segment data will initiate most OBTS records. Records will also be initiated by the receipt of corrections and probation/parole data, as long as a SID number is present (or available from the State Police files) for the record.

If the case is waived from the lower court to Common Pleas Court, the docket transcript will be submitted to the Clerk of Courts. Upon receipt of a case waived to court by the lower court and subsequent court action, the docket transcript will be completed to reflect the court action. Upon receipt of a case from any other source, such as Juvenile Court, the Clerk of Court will initiate a docket transcript and complete it as further action takes place. Completed docket transcripts will be collected by the Administrative Office of Pennsylvania Courts. The data will be compiled and transmitted to the OBTS Processing Center for addition to the OBTS data base. If the case docket transcript was initiated by the Clerk of Court, the defendant will, in accordance with Act 47, 1979 as amended, be fingerprinted. The card will be sent to State Police in the same manner as from an arresting authority.

Court data will be submitted to the OBTS Processing Center on a monthly basis on all cases within 90 days of disposition (e.g., by March 31, the Administrative Office of Pennsylvania Courts will report all court actions for January).

County institutions will report admission and release information to the Bureau of Correction. The Bureau normally processes this data to provide necessary reports for its county training and support responsibilities. The information from the county institutions will then be compiled and submitted to the OBTS Processing Center for addition to the OBTS data base.

The Bureau of Correction's institutions report admissions, releases and status changes on committed offenders to its central office. This information is reduced to tape records which are utilized to produce reports for Bureau management and provide location of offenders. Such tape records will be the base for information submitted to the OBTS Processing Center for addition to the OBTS data base.

Again, both the county and state correctional information will be submitted to the processing center on a monthly basis within 90 days of the action occurrences (e.g., admissions for January will be reported by March 31).

The Board of Probation and Parole manages an Adult Probation Services Program to aid county probation offices. Reporting from the county offices is necessary for carrying out program responsibilities. The county offices report admissions, releases, etc., to the Board utilizing a form provided by the Board. Information is gathered from these forms and used to prepare reports which aid in managing the Services Program. The same information will be submitted to the OBTS Processing Center by the Board for addition to the OBTS data base.

The Board of Probation and Parole also maintains a data base containing information on clients under its supervision. This data is massaged so as to produce reports, statistical data and control lists which are required by Board management, agent caseload assignment, etc. An extraction of data from this data base will be submitted to OBTS Processing Center for addition to the OBTS data base. The Board will submit the county and state probation/parole data on a monthly basis within 90 days of its occurrence.

For a period of time, perhaps a year, duplicate data will be reported to the system. For example, both the Administrative Office of Pennsylvania Courts and the Bureau of Correction would report age, race and sex of individuals. These elements would be checked against the same elements which may already be in the data base. The reported data elements would not be read into the file if they agree with the data already in the person's record. If the data disagree, a printout of the discrepancies would be produced. The Statistical Analysis Center would be responsible for ascertaining what the problem was and how it should be rectified.

Records would be held in the OBTS active file until the individual (the particular SID/OTN combination) has exited the criminal justice system.

These completed records would be stored in an historical file for future use (e.g., recidivism studies). Appropriate status changes will also be reported to the active file by probation/parole and corrections.

The OBTS will be the most complete record the state has had for providing criminal justice historic activity, statistics and offender location. At such time as immediate inquiry (real-time) is possible, case progress will be available in seconds along with change in status during the process. A multitude of reports and statistics will be possible.

The OBTS data base will be built with information provided by state and local police, the minor judiciary, the courts, state and local correctional institutions, and state and local probation and parole services. Each of these reporting units are required by law to report to the Statistical Analysis Center (SAC), within the Pennsylvania Commission on Crime and Delinquency, the criminal transactions that occur within their jurisdiction.

Each of the operational units within the local criminal justice system will report required information to their counterpart at the state level, e.g., police units will report required information to the Pennsylvania State Police.

The Minor Judiciary and the Criminal Courts will report their information to the Administrative Office of Pennsylvania Courts. State and local institutions will report to the State Bureau of Correction. The state and local probation and parole units will report to the Pennsylvania Board of Probation and Parole.

The information collected by each state criminal justice agency is primarily collected for updating their operations files and, as a by-product, the state agencies will furnish data to the SAC for updating OBTS.

The entire concept revolves around the State Identification Number (SID) and the Offense Tracking Number (OTN). The OTN will serve as the number linking each transaction to a specific offense. The SID will serve to tie together all transactions for a particular offender.

The Statistical Analysis Center will be responsible for the OBTS and the distribution of OBTS data. The SAC will be the focal point for the acquisition, analysis and dissemination of standardized criminal justice statistics collected routinely by the state criminal justice agencies. The SAC will provide regular feedback of the information to criminal justice agencies in the form of regular and special analytical reports.

Pennsylvania currently has a solid foundation for a criminal justice information system in that each state agency maintains most of the necessary information in an automated fashion. What remains to be done is to expand the existing systems and improve the quality and timeliness of the data.

Each data base will be maintained independently and will consist primarily of state agency information. However, information concerning offenders generated by local criminal justice agencies will also be maintained in state level systems in order to monitor the status of an offender through the entire criminal justice process.

The position we have taken is that information for systems such as the Offender Based Transaction Statistics System should be generated as a by-product of the system being maintained by and for each of the operational agencies.

What is required to realize an OBTS is the ability to relate the data maintained in one file to the next and draw from these independent files the information necessary to accommodate the proper data base. In addition, each system must be enhanced to accommodate only a few additional elements necessary to complete the OBTS file.

The Offender Based Transaction Statistics System will necessitate incorporating data from these independent files for specified periods of time and will not constitute the need for a large on-line data base. There appears to be little difficulty since both the time and expense necessary to develop this system are not excessive. Moreover, the information will be used for a statistical application without personal identifiers.

B. Planned Future Statistical Analysis Center (SAC) Activities

Although OBTS will be the major future activity of the SAC and will supply a great wealth of information for the analysis of Pennsylvania's criminal justice system, the SAC can also provide other benefits with other activities. The statistics that are produced must be timely, accurate and must permit comparison among the components of the criminal justice system. They should support the planning, management, implementation and evaluation of efforts to improve the system. Our efforts in the future will be to assure this and should contribute substantially to providing the following kinds of information:

1. Determine how crime correlates with major economic, social and demographic changes.
2. Determine how offenders are being processed by the criminal justice system at all levels and how each component is linked in the processing of the offender.
3. Determine the costs of crime and the implications of these costs for other public policies and programs.

The general functions of the SAC in the future will be to collect, analyze and interpret data on criminal justice; produce statistical reports on crime, criminal offenders, and the criminal justice system; provide and coordinate technical assistance to state and local agencies in statistics and related areas; and provide state and local governments access to federal resources in criminal justice statistical information.

Some of the major areas of future concern for the SAC include:

1. Analysis of the Pennsylvania Criminal Justice System: An Annual Report - This report is a single, comprehensive volume containing available statistical information about criminal activity, criminal justice processing, criminal justice expenditures and related subjects. As the title indicates, the report will be published annually.
2. Monographs - Analytic monographs will be published on various topics in criminal justice presenting more detailed analysis of statistical data than can be contained in the Annual Report. Monographs will be produced which will develop statistical methods and techniques for analyzing certain problems in criminal justice such as the prediction of prison population. Also, monographs will be produced which will investigate certain issues in criminal justice such as crimes against the elderly, detentioners in county prisons and jails, and crime correlates.
3. Juvenile Justice Statistics - Preliminary planning for the feasibility of a juvenile information system has been started through the joint efforts of the Pennsylvania Commission on Crime and Delinquency, Department of Public Welfare, and Juvenile Court Judges' Commission. This has as its purpose introducing the longitudinal advantages of transaction statistics (similar to OBTS) to the juvenile area. The SAC will be working with these other agencies on the development of a system which will meet the state's juvenile informational needs.
4. Standardization - The SAC will continue efforts to standardize reporting formats and terminology in order to achieve statistical comparability among the components of the criminal justice system. The lack of standardization in criminal justice statistical and information systems has seriously lessened the utility of data which have been collected. It is frequently impossible or, at the least, misleading to compare data collected by one jurisdiction with those collected by another.

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Appendix A

MANAGEMENT AND ADMINISTRATIVE STATISTICS FOR THE PENNSYLVANIA CRIMINAL JUSTICE SYSTEM

Background

The purpose of this report is to provide criminal justice managers and elected officials with accurate data on the criminal justice system. Information provided includes, but is not limited to, manpower, budgetary data, workload, facilities and equipment information.

The material contained in the report is organized by criminal justice component and has, with the exception of police, been arranged for comparative purposes by class of county. Police data is organized geographically and by size of department. We have presented in this section the major highlights of the Management and Administrative Statistics Report published in July, 1978.

Highlights

POLICE

As of October 31, 1977, there were 933¹ local police departments reporting to the Pennsylvania Uniform Crime Report Program with a total of 18,911 full-time sworn officers and 2,956 part-time officers in the state. In comparing the number of full-time officers between 1976 and 1977, the total number remained approximately the same (18,773 in 1976 and 18,911 in 1977). Table A-1 shows the distribution of police manpower by size of departments for 1976 and 1977.

Table A-1: Distribution of Police Manpower by Size
of Department for 1976 and 1977

No. of Full-time Sworn Police in Department	No. of Depts.		Pop. Served by Depts.		No. Full-time Police	
	1976	1977	1976	1977	1976	1977
Less than 1	220	23	404,957	44,989	0	0
1 - 3	404	349	1,094,565	900,670	708	648
4 - 9	317	313	1,744,622	1,684,710	1,844	1,826
10 - 24	164	175	1,922,189	2,045,895	2,334	2,530
25 - 49	43	43	1,099,178	1,069,789	1,465	1,444
50 - 99	15	17	731,717	757,413	1,113	1,205
100 or more	13	13	3,216,547	3,221,866	11,309	11,258

Sources: For 1976-G.J.C.-1977 Survey of Police Departments.
For 1977-G.J.C.-1978 Survey of Police Departments.

¹Pennsylvania State Police, Crime in Pennsylvania, 1977 Uniform Crime Report.

A more detailed breakdown of the number and size of police departments by region and county is shown in Table A-2.

Starting salaries for patrolmen vary across the state with salaries being lower in rural counties and higher in urban and suburban counties. Table A-3 shows the wide range of starting salaries.

Communication conditions vary throughout the state with approximately 65 percent of the departments surveyed participating in some sort of multi-department network. Another 11 percent participate in a network but are self-dispatched with 15 percent having a system operated by the municipality. Finally, 9 percent either have another type of system or no system at all. Table A-4 breaks down communication information as well as record information by department.

In summary, no new major areas of concern were found in analyzing the police data reported in 1976 versus the data reported in 1977. The greatest barrier in the assessment of the police environment is the sheer number of police agencies in the Commonwealth.

COURTS

Both the National Advisory Commission on Criminal Justice Standards and Goals² and the American Bar Association³ recommend that district attorneys be employed full-time. However, the conversion from part-time to full-time has been slow to develop in Pennsylvania. Full-time district attorneys are concentrated among the larger, more populous counties. The top three county classes employ district attorneys on a full-time basis. Among the fifth, sixth, seventh and eighth class counties, full-time district attorneys are non-existent. In counties of the third class, five of the ten district attorneys are full-time while only one of the eight district attorneys of the fourth class are full-time. The average number of full-time and part-time assistant district attorneys is reflected by class of counties in Figure A-A. Table A-5 shows manpower assessment by county with two part-time prosecutors assumed to be equal to one full-time prosecutor.

Prosecutorial workload is given as defendant records received and defended records disposed as shown in Table A-6. This information indicates a reduction in defendants received for 1977 from the previous year in thirty-seven of the sixty-seven counties. The statewide number decreased 7.5 percent for the same period.

Although there are a number of full-time district attorneys in the state, chief public defenders are employed primarily on a part-time basis. Of the

²National Advisory Commission on Criminal Justice Standards and Goals, Courts, Standard 12.1, p. 229, January, 1973.

³American Bar Association Project on Standards for Criminal Justice, Standards Relating to the Prosecution Function of the Defense Function; Approved Draft, 1971.

Table A-2

Number and Size of Police Departments by County and Region as of October 31, 1977

Region/County	Total Number of Police Dept.	Number Dept. w/No F.T. Off.	Percent of Total	Number Dept. w/1-3 F.T. Off.	Percent of Total	Number Dept. w/4-9 F.T. Off.	Percent of Total	Number Dept. w/10-24 F.T. Off.	Percent of Total	Number Dept. w/25-49 F.T. Off.	Percent of Total	Number Dept. w/50-99 F.T. Off.	Percent of Total	Number Dept. w/100 or More F.T. Off.	Percent of Total
Pennsylvania.....	933	23	2.5	349	37.4	313	33.5	175	18.8	41	4.4	17	1.8	12	1.4
Allegheny Region/County....	109	1	0.9	15	13.8	41	37.6	38	35.8	9	8.3	2	1.8	2	1.8
Central Region.....	126	4	3.2	78	61.9	20	20.6	14	11.1	1	0.8	3	2.4	0	0.0
Bedford.....	5	0	0.0	3	60.0	2	40.0	0	0.0	0	0.0	0	0.0	0	0.0
Blairstown.....	12	0	0.0	8	66.7	2	16.7	1	8.3	0	0.0	1	8.3	0	0.0
Cambria.....	34	2	5.9	26	76.5	4	11.8	1	2.9	0	0.0	1	2.9	0	0.0
Centre.....	9	0	0.0	5	55.6	2	22.2	1	11.1	1	11.1	0	0.0	0	0.0
Clinton.....	2	0	0.0	1	50.0	0	0.0	1	50.0	0	0.0	0	0.0	0	0.0
Columbia.....	14	0	0.0	12	85.7	0	0.0	2	14.3	0	0.0	0	0.0	0	0.0
Fulton.....	1	0	0.0	1	100.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Huntingdon.....	2	0	0.0	0	0.0	1	50.0	1	50.0	0	0.0	0	0.0	0	0.0
Juniata.....	2	0	0.0	2	100.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Lycoming.....	4	0	0.0	2	50.0	1	25.0	1	25.0	0	0.0	1	25.0	0	0.0
Mifflin.....	4	0	0.0	2	50.0	0	0.0	1	25.0	0	0.0	0	0.0	0	0.0
Montour.....	2	0	0.0	1	50.0	0	0.0	1	50.0	0	0.0	0	0.0	0	0.0
Northumberland.....	11	0	0.0	6	54.5	3	27.3	4	36.4	0	0.0	0	0.0	0	0.0
Snyder.....	1	0	0.0	2	200.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Somerset.....	12	2	16.7	6	50.0	3	25.0	1	8.3	0	0.0	0	0.0	0	0.0
Union.....	3	0	0.0	2	66.7	1	33.3	0	0.0	0	0.0	0	0.0	0	0.0
North East Region.....	123	4	3.3	81	65.9	23	18.7	13	10.6	4	3.3	2	1.6	4	3.3
Berks.....	33	0	0.0	13	39.4	10	30.3	3	9.1	0	0.0	0	0.0	1	3.0
Bradford.....	6	0	0.0	3	50.0	3	50.0	0	0.0	0	0.0	0	0.0	0	0.0
Carbon.....	10	2	20.0	3	30.0	7	70.0	0	0.0	0	0.0	0	0.0	0	0.0
Lackawanna.....	23	0	0.0	10	43.5	10	43.5	1	4.3	1	4.3	0	0.0	1	4.3
Lehigh.....	12	0	0.0	2	16.7	5	41.7	3	25.0	1	8.3	0	0.0	1	8.3
Luzerne.....	43	2	4.7	13	30.2	20	46.5	6	14.0	1	2.3	1	2.3	0	0.0
Monroe.....	13	0	0.0	5	38.5	2	15.4	3	23.1	0	0.0	0	0.0	0	0.0
Northampton.....	24	0	0.0	12	50.0	9	37.5	2	8.3	0	0.0	1	4.2	1	4.2
Pike.....	2	0	0.0	2	100.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Schuylkill.....	23	1	4.3	11	47.8	7	30.4	3	13.0	1	4.3	0	0.0	1	4.3
Sullivan.....	1	0	0.0	1	100.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Susquehanna.....	1	0	0.0	2	200.0	1	100.0	0	0.0	0	0.0	0	0.0	0	0.0
Tioga.....	3	0	0.0	1	33.3	2	66.7	0	0.0	0	0.0	0	0.0	0	0.0
Wayne.....	3	1	33.3	1	33.3	1	33.3	0	0.0	0	0.0	0	0.0	0	0.0
Wyoming.....	1	0	0.0	0	0.0	1	100.0	0	0.0	0	0.0	0	0.0	0	0.0
Northwest Region.....	20	5	25.0	40	44.4	27	32.3	13	14.4	2	2.2	2	2.2	1	1.1
Cameron.....	1	0	0.0	1	100.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Clarion.....	5	0	0.0	4	80.0	1	20.0	0	0.0	0	0.0	0	0.0	0	0.0
Crawford.....	3	0	0.0	2	66.7	1	33.3	0	0.0	0	0.0	0	0.0	0	0.0
Elk.....	6	0	0.0	4	66.7	2	33.3	0	0.0	0	0.0	0	0.0	0	0.0
Franklin.....	12	2	16.7	2	16.7	7	58.3	1	8.3	0	0.0	0	0.0	0	0.0
Forestburg.....	2	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Jefferson.....	4	1	25.0	3	75.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Lawrence.....	5	0	0.0	3	60.0	2	40.0	0	0.0	0	0.0	0	0.0	0	0.0
McKean.....	3	1	33.3	2	66.7	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Mercer.....	17	1	5.9	6	35.3	4	23.5	5	29.4	1	5.9	0	0.0	0	0.0
Pottsville.....	4	0	0.0	4	100.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Seneca.....	5	0	0.0	1	20.0	4	80.0	0	0.0	0	0.0	0	0.0	0	0.0
Warren.....	5	0	0.0	2	40.0	3	60.0	0	0.0	0	0.0	0	0.0	0	0.0

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Table A-2
Number and Size of Police Departments by County and Region as of October 31, 1977
(continued)

Region/County	Total Number of Police Dept.	Number Dept. w/No F.T. Off.	Percent of Total	Number Dept. w/1-3 F.T. Off.	Percent of Total	Number Dept. w/4-9 F.T. Off.	Percent of Total	Number Dept. w/10-24 F.T. Off.	Percent of Total	Number Dept. w/25-49 F.T. Off.	Percent of Total	Number Dept. w/50-99 F.T. Off.	Percent of Total	Number Dept. w/100 or More F.T. Off.	Percent of Total
Philadelphia Region/County	1	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	100.0
Southeastern Region	121	1	0.8	51	42.1	36	31.4	22	18.2	8	6.6	1	0.8	2	1.7
Adams	7	0	0.0	3	42.9	1	14.3	1	14.3	0	0.0	0	0.0	0	0.0
Cumberland	19	0	0.0	6	31.6	5	26.3	5	26.3	1	5.3	0	0.0	0	0.0
Dauphin	17	0	0.0	5	29.4	5	29.4	4	23.5	2	11.8	0	0.0	1	5.9
Franklin	4	0	0.0	1	25.0	1	25.0	1	25.0	1	25.0	0	0.0	0	0.0
Lancaster	30	1	3.3	14	46.7	9	30.0	4	13.3	1	3.3	0	0.0	1	3.3
Lebanon	14	0	0.0	6	42.9	7	50.0	0	0.0	1	7.1	0	0.0	0	0.0
Perry	3	0	0.0	2	66.7	1	33.3	0	0.0	0	0.0	0	0.0	0	0.0
York	28	0	0.0	12	42.9	8	28.6	7	25.0	0	0.0	1	3.6	0	0.0
Southeast Region	159	5	3.1	32	20.1	55	34.6	41	25.8	16	10.1	7	4.4	3	1.9
Bucks	40	2	5.0	9	22.5	18	45.0	7	17.5	3	7.5	2	5.0	0	0.0
Chester	27	3	11.1	6	22.2	8	29.6	7	25.9	3	11.1	0	0.0	0	0.0
Delaware	40	0	0.0	4	10.0	18	45.0	11	27.5	3	7.5	2	5.0	2	5.0
Montgomery	52	0	0.0	13	25.0	13	25.0	15	28.9	7	13.5	3	5.8	1	1.9
Southwest Region	129	3	2.3	52	40.3	43	33.3	25	19.4	5	3.9	0	0.0	0	0.0
Armstrong	5	0	0.0	2	40.0	2	40.0	1	20.0	0	0.0	0	0.0	0	0.0
Beaver	27	1	3.7	11	40.7	9	33.3	6	22.2	0	0.0	0	0.0	0	0.0
Butler	10	0	0.0	5	50.0	3	30.0	1	10.0	1	10.0	0	0.0	0	0.0
Fayette	17	1	5.9	7	41.2	5	29.4	2	11.8	1	5.9	0	0.0	0	0.0
Greene	5	0	0.0	4	80.0	1	20.0	0	0.0	0	0.0	0	0.0	0	0.0
Indiana	5	0	0.0	3	60.0	1	20.0	1	20.0	0	0.0	0	0.0	0	0.0
Washington	31	0	0.0	13	41.9	11	35.5	6	19.4	1	3.2	0	0.0	0	0.0
Westmoreland	23	1	4.3	7	30.4	10	43.5	3	13.0	2	8.7	0	0.0	0	0.0

SOURCE: Bureau of Research and Development, Pennsylvania State Police.

Table A-3

Average Salaries and Salary Ranges for Police Personnel in Departments
with Ten or More Officers by Region for 1978

Region	Police Chiefs			Supervisors			Patrolmen		
	Average	Range		Average Minimum	Range		Average Minimum	Range	
		Low	High		Low	High		Low	High
Allegheny	NR	-	-	NR	-	-	NR	-	-
Central	15,579	12,000	21,300	12,166	10,000	14,095	13,876	11,440	18,800
Northeast	16,177	10,200	25,950	13,195	9,575	15,941	13,664	9,700	17,147
Northwest	16,694	13,524	21,000	12,766	11,455	14,734	15,127	12,838	18,377
Philadelphia	NR	-	-	16,324	16,324	-	31,128	-	31,128
Southcentral	18,587	14,000	24,800	13,933	11,000	16,128	16,139	12,500	21,220
Southeast	21,441	17,325	28,000	16,494	12,000	20,014	18,145	15,400	23,005
Southwest	16,293	12,982	19,677	13,403	11,993	15,308	14,299	12,593	15,853
Pennsylvania	17,919	10,200	28,000	13,957	9,575	20,014	16,700	9,700	31,128

SOURCE: Governor's Justice Commission Survey of Police Departments in 1978

CONTINUED

3 OF 5

Table A-4
Selected Facilities in Local Police Departments
By County and Region for 1977

Jurisdictions			Total No. Police Dept.	Security		Communications			Records					
				No. Maintaining Detention Cells	Average Capacity	No. Operated by Municipality	No. County Operated	No. Partici- pate in net- work but self- dispatched	Case Files	Master Name Files	Fingerprint Files	Photo I.D.	Other	
State	Region	County												
Pennsylvania			1,176	296	6.7	176	760	133	1,011	775	568	592	490	
Allegheny			127	59	17.0	45	76	6	123	96	47	68	85	
	Allegheny		127	59	17.0	45	76	6	123	96	47	68	85	
Central			157	15	3.2	18	108	14	120	90	46	47	87	
	Bedford		5	0	-	3	1	0	4	3	0	0	3	
	Blair		12	2	7.5	2	10	0	12	7	3	3	10	
	Cambria		49	6	2.5	1	45	0	37	27	14	16	33	
	Centre		7	2	1.5	0	7	0	6	6	2	3	1	
	Clinton		9	0	-	2	4	2	6	3	1	1	5	
	Columbia		9	1	1.0	1	4	0	7	7	0	0	0	
	Fulton		4	0	-	0	0	0	0	0	0	0	0	
	Huntingdon		2	0	-	2	0	1	3	1	2	1	1	
	Juniata		2	0	-	2	0	1	0	0	0	0	0	
	Lycoming		11	0	-	2	2	4	9	7	4	4	9	
	Mifflin		6	1	6.0	2	3	0	5	3	2	1	2	
	Montour		2	0	-	0	2	0	2	2	2	2	0	
	Northumberland		13	3	2.3	3	5	5	11	8	3	5	3	
	Snyder		3	0	-	0	3	0	3	3	0	0	3	
	Somerset		20	1	4.0	0	19	0	12	11	8	6	11	
	Union		3	0	-	0	2	1	3	2	2	2	1	
Northeast			198	60	3.6	45	127	19	191	130	105	105	101	
	Berks		32	7	3.9	1	30	0	32	21	22	20	2	
	Bradford		4	2	3.0	5	1	0	6	5	5	3	7	
	Carbon		9	1	3.0	3	6	0	9	5	6	5	7	
	Lackawanna		22	9	4.0	4	15	0	20	12	8	9	9	
	Lehigh		13	8	2.5	3	9	1	13	12	8	9	6	
	Lucerne		44	21	3.9	4	26	14	44	34	27	31	23	
	Monroe		10	0	-	0	9	0	10	5	4	5	8	
	Northampton		23	6	4.5	6	13	3	22	18	11	11	15	
	Pike		3	0	-	3	0	0	2	0	0	0	0	
	Schuylkill		25	6	2.2	11	13	0	23	11	9	9	22	
	Sullivan		1	0	-	1	0	0	2	1	0	0	0	
	Susquehanna		2	0	-	1	4	0	5	4	3	2	0	
	Tioga		2	0	-	1	0	0	1	1	0	1	0	
	Wayne		2	0	-	1	0	0	1	1	1	1	0	
	Wyoming		1	0	-	1	0	0	1	1	1	1	0	
Northwest			125	24	5.5	19	65	16	92	51	24	21	80	
	Cameron		1	0	-	0	1	0	1	0	0	0	0	
	Clarion		1	0	-	0	0	0	1	0	0	0	0	
	Clearfield		15	2	3.7	1	9	1	11	6	2	1	3	
	Crawford		12	2	3.5	1	8	1	11	6	2	1	7	
	Elk		1	0	4.0	0	3	1	5	3	3	1	4	
	Erie		4	4	2.3	0	2	0	9	7	2	3	8	
	Forest		1	0	-	0	0	0	0	0	0	0	1	
	Jefferson		9	3	5.0	0	8	0	8	1	3	1	12	
	Lawrence		17	2	9.5	2	6	2	8	9	4	4	8	
	McKean		10	3	5.3	1	6	3	8	3	1	1	8	
	Mercer		15	7	4.3	2	10	3	10	4	0	0	7	
	Potter		7	0	-	2	1	3	4	4	0	0	2	
	Venango		6	2	3.5	3	1	2	5	1	3	3	2	
	Warren		7	1	10.0	1	5	1	7	4	1	2	5	
Philadelphia			1	0	0	1	0	0	1	1	1	1	1	
Philadelphia		Philadelphia	1	0	0	1	0	0	1	1	1	1	1	
Southcentral			179	25	3.8	7	150	20	142	110	65	75	102	
	Adams		19	0	-	0	17	2	11	7	3	3	13	
	Cumberland		18	3	2.7	1	17	0	17	9	9	11	14	
	Dauphin		21	5	2.2	0	15	5	15	15	11	8	20	
	Franklin		6	4	2.0	1	0	4	4	4	1	2	5	
	Lancaster		45	7	4.0	3	42	0	44	33	20	25	15	
	Lebanon		19	3	3.3	1	18	0	15	12	9	8	5	
	Perry		10	0	-	0	8	2	6	2	1	2	9	
	York		41	3	3.0	1	33	7	30	28	12	17	27	
Southeast			177	27	4.4	15	103	37	150	128	117	118	13	
	Bucks		38	12	4.5	0	36	1	37	35	24	24	4	
	Chester		45	8	2.6	2	5	27	24	17	18	15	2	
	Delaware		40	22	5.0	8	19	3	40	33	33	34	4	
	Montgomery		54	25	4.4	5	43	6	49	43	42	45	5	
Southwest			212	47	4.4	26	130	21	192	169	152	154	40	
	Armstrong		21	4	2.5	1	20	0	18	16	12	12	3	
	Beaver		45	9	6.0	1	40	4	45	37	34	32	10	
	Butler		24	3	1.7	2	21	1	23	20	13	18	4	
	Fayette		28	8	4.1	4	16	1	24	20	20	20	7	
	Greene		7	0	-	1	1	0	7	7	7	7	0	
	Indiana		4	1	2.0	0	1	1	5	8	6	8	0	
	Washington		42	9	4.0	13	12	5	39	34	31	30	4	
	Westmoreland		37	13	5.3	4	14	9	30	27	25	25	4	

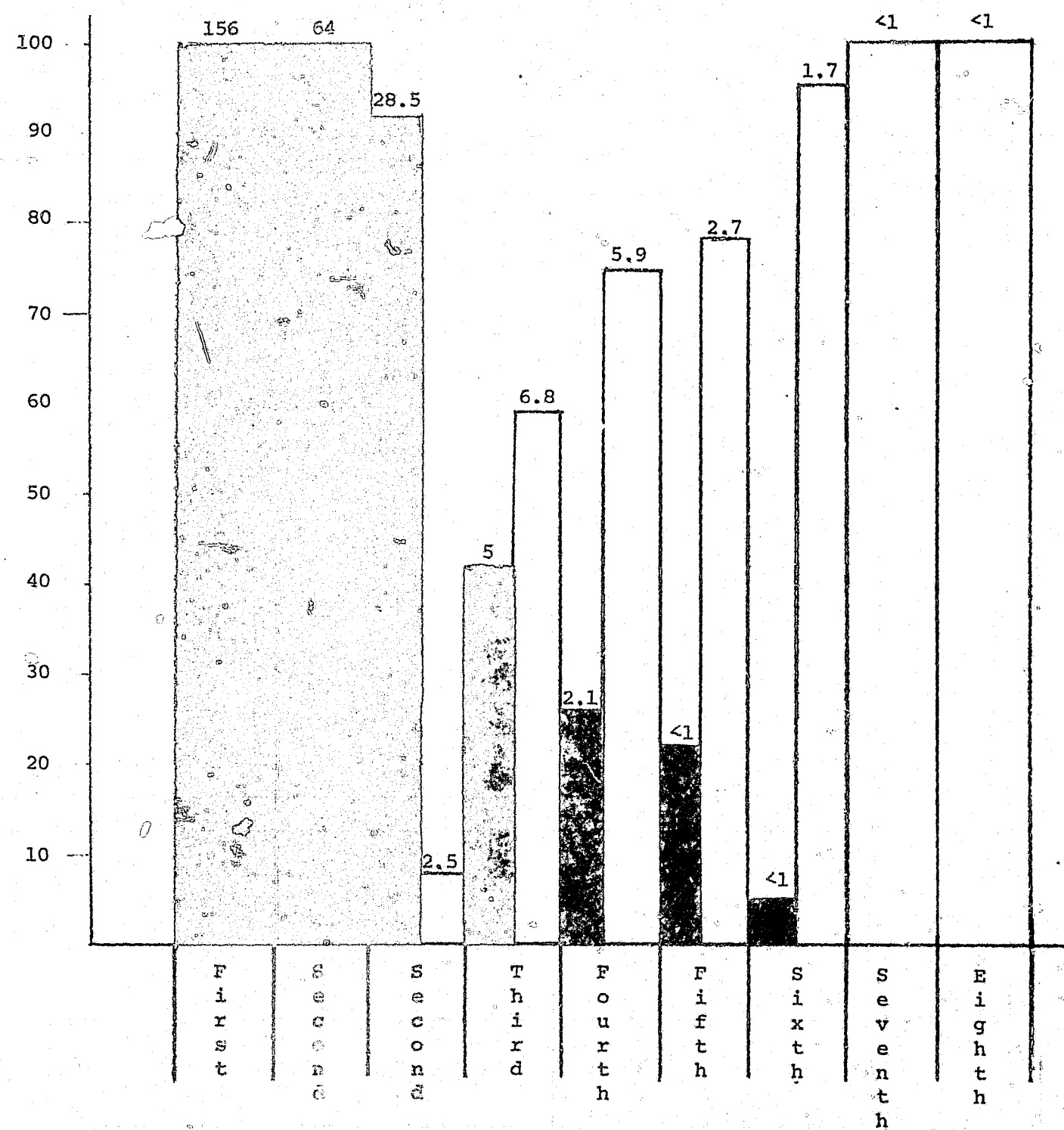
*Philadelphia uses the county detention center which is part of the county prison system.

Source: GJC, 1977 Survey of Police Departments

Figure A-A

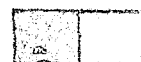
AVERAGE NUMBER OF FULL-TIME AND PART-TIME ASSISTANT
DISTRICT ATTORNEYS AND PERCENT DISTRIBUTION BY CLASS OF COUNTY
FOR 1978

% Distribution



County Class

Full-time



Part-time

SOURCE: Division of Criminal Jus. Stat.
Department of Justice

Table A-5

TOTAL NUMBER OF FULL-TIME EQUIVALENT
PROSECUTORS BY COUNTY AND CLASS OF COUNTY FOR 1978

<u>First</u>	<u>Second</u>	<u>Second A</u>	<u>Third</u>	<u>Fourth</u>	<u>Fifth</u>	<u>Sixth</u>	<u>Seventh</u>	<u>Eighth</u>
+(157)	+(65)	+(31)	+(9.2)	+(5.5)	+(2.7)	+(1.4)	+(.8)	+(.6)
Philadelphia (157)	Allegheny (65)	Delaware (31.5)	Chester (22.5)	Dauphin (11)	Lycoming (4.5)	Crawford Monroe (2.5)	Wayne (1.5)	Juniata (1)
		Montgomery (30)	Bucks (18.5)	Northampton (7)	Mercer (4)	Clearfield	Greene (1)	Wyoming (1)
			Luzerne (8)	Beaver (6.5)	Blair (2.5)	Indiana Somerset (2)	Snyder (1)	Cameron (.5)
			York (7.5)	Schuylkill (5.5)	Butler (2.5)	Adams Armstrong	Perry (.5)	Forest (.5)
			Lancaster (7.5)	Washington (4.5)	Northumberland (2.5)	Bedford Carbon	Susquehanna (.5)	Fulton (.5)
			Westmoreland (7)	Cambria (4)	Centre (2)	Columbia Warren (1.5)	Union (.5)	Montour (.5)
			Berks (6)	Fayette (3.5)	Franklin (2)	Bradford Clarion		Pike (.5)
			Lehigh (6)	Cumberland (2.5)	Lawrence (2)	Clinton Elk		Potter (.5)
			Lackawanna (4.5)		Lebanon (2)	Huntingdon Jefferson		Sullivan (.5)
			Erie (4)			McKean Mifflin Tioga Venango (1)		
+ Class Average								

NOTE: Two part-time prosecutors = one full-time equivalent prosecutor.

SOURCE: Division of Criminal Jus. Statistics
Department of Justice

Table A-6

1975-1978 ACTUAL AND PROJECTED CRIMINAL CASE VOLUME
BY JUDICIAL DISTRICT AND CLASS OF COUNTY

	Defendant Records Received					Defendant Records Disposed			
	1975	1976	1977	1976-77 (% Change)	1978 (projected)	1975	1976	1977	1976-77 (% Change)
1st. Class	40,889	41,226	39,222	- 4.9	-	41,684	42,344	39,445	- 6.8
Philadelphia									
Com. Pleas	9,136	9,296	7,976	-14.2	8,710	9,409	10,107	8,738	-13.5
Municipal	31,753	31,970	31,246	- 2.3	-	32,275*	32,237*	30,707*	- 4.7
2nd. Class	10,399	10,075	9,282	- 7.9	12,035	8,390	8,049	8,015	- .4
Allegheny	10,399	10,075	9,282	- 7.9	12,035	8,390	8,049	8,015	- .4
2A Class	8,192	6,737	6,215	- 7.7	8,769	6,462	7,549	5,665	-25.0
Delaware	4,072	3,012	3,032	+ .7	4,566	2,799	3,333	2,648	-20.6
Montgomery	4,120	3,725	3,183	-14.6	4,203	3,663	4,216	3,017	-28.4
3rd. Class	20,340	19,032	17,943	- 5.7	21,374	17,156	17,308	15,587	- 9.9
Berks	2,025	1,658	1,438	-13.3	2,358	1,323	1,234	1,199	- 2.8
Bucks	3,652	3,794	3,890	+ 2.5	1,462	3,926	4,076	3,493	-14.3
Chester	1,811	2,023	2,044	+ 1.0	2,466	1,605	1,563	1,583	+ 1.3
Erie	2,083	1,864	1,748	- 6.2	2,620	1,252	1,604	1,807	+12.7
Lackawanna	735	806	763	- 5.3	928	651	784	524	-33.2
Lancaster	3,421	2,668	2,248	-15.7	3,582	3,358	2,571	1,866	-27.4
Lehigh	1,548	1,444	1,473	+ 2.0	1,963	1,099	1,322	1,518	+14.8
Luzerne	1,285	1,442	1,424	- 1.2	1,875	974	1,297	1,110	-14.4
Westmoreland	1,919	1,804	1,298	-28.0	2,431	1,249	1,471	1,079	-26.6
York	1,861	1,529	1,617	+ 5.8	1,691	1,719	1,386	1,408	+ 1.6
4th. Class	8,978	9,147	8,841	- 3.3	11,186	8,153	8,897	7,975	-10.4
Beaver	1,055	1,042	719	-31.0	1,313	931	1,069	805	-24.7
Cambria	994	1,071	1,003	- 6.3	1,299	780	1,073	915	-14.7
Cumberland	1,005	990	1,049	+ 6.0	1,105	926	805	930	+15.5
Dauphin	1,999	2,324	2,160	- 7.1	2,695	1,800	2,145	1,788	-16.6
Fayette	938	948	862	- 9.1	1,436	720	917	833	- 9.2
Northampton	1,124	939	1,063	+13.2	1,278	890	986	1,002	+ 1.6
Schuylkill	729	748	797	+ 6.6	901	846	844	616	-27.0
Washington	1,134	1,085	1,188	+ 9.5	1,159	1,260	1,058	1,086	+ 2.6

Table A-6

1975-1978 ACTUAL AND PROJECTED CRIMINAL CASE VOLUME
BY JUDICIAL DISTRICT AND CLASS OF COUNTY (Cont.)

	Defendant Records Received					Defendant Records Disposed			
	1975	1976	1977	1976-77 (% Change)	1978 (projected)	1975	1976	1977	1976-77 (% Change)
5th. Class	5,790	5,920	5,080	-14.2	6,801	4,883	5,467	4,964	- 9.2
Blair	867	801	634	-20.8	921	723	803	624	-22.3
Butler	654	717	750	+ 4.6	850	539	750	624	-16.8
Centre	613	706	602	-14.7	767	521	600	576	- 4.0
Franklin/Fulton	684	696	548	-21.3	759	635	707	798	+12.9
Lawrence	348	496	353	-28.8	643	337	289	249	-13.8
Lebanon	608	573	550	- 4.0	702	562	498	518	+ 4.0
Lycoming	813	765	639	-16.5	837	659	768	653	-15.0
Mercer	623	651	542	-16.7	736	489	576	565	- 1.9
Northumberland	580	515	462	-10.3	586	418	476	357	-25.0
6th. Class	6,678	6,585	6,253	- 5.0	7,830	6,107	6,441	6,056	- 6.0
Adams	287	270	342	+26.7	328	272	263	299	+13.7
Armstrong	333	326	297	- 8.9	313	266	285	320	+12.3
Bedford	271	230	259	+12.6	236	249	231	242	+ 4.8
Bradford	338	297	307	+ 3.4	344	296	278	283	+ 1.8
Carbon	167	242	258	+ 6.6	336	176	228	308	+35.1
Clarion	237	252	228	- 9.5	305	209	226	189	-16.4
Clearfield	502	365	321	-12.1	394	470	411	301	-26.8
Clinton	236	248	220	-11.3	274	215	214	229	+ 7.0
Columbia/Montour	359	377	311	-17.5	387	265	474	279	-41.1
Crawford	636	608	513	-15.6	839	730	588	514	-12.6
Elk/Cameron	148	194	219	+12.9	201	166	206	211	+ 2.4
Huntingdon	237	209	199	- 4.8	237	170	220	168	-23.6
Indiana	511	534	414	-22.5	896	464	415	460	+10.8
Jefferson	275	257	272	+ 5.8	394	237	354	247	-30.2
McKean	192	217	261	+20.3	227	152	257	241	- 6.2
Mifflin	269	190	256	+34.7	151	322	239	214	-10.5
Monroe/Pike	329	397	405	+ 2.0	435	247	354	465	+31.4
Somerset	363	395	334	-15.4	421	283	319	281	-11.9
Tioga	346	305	259	-15.1	360	295	245	264	+ 7.8
Venango	304	253	266	+ 5.1	288	309	278	241	-13.3
Warren/Forest	338	419	312	-25.5	464	314	356	300	-15.7

Table A-6

1975-1978 ACTUAL AND PROJECTED CRIMINAL CASE VOLUME
BY JUDICIAL DISTRICT AND CLASS OF COUNTY (Cont.)

	Defendant Records Received					Defendant Records Disposed			
	1975	1976	1977	1976-77 (% Change)	1978 (projected)	1975	1976	1977	1976-77 (% Change)
7th. Class	1,139	1,123	1,240	+10.4	1,651	1,018	1,057	964	- 8.8
Greene	401	388	285	-26.5	752	346	384	265	-31.0
Perry/Juniata	194	305	260	-14.8	445	183	245	277	+13.1
Snyder/Union	258	173	151	-12.7	187	215	176	146	-17.0
Susquehanna	157	92	166	+80.4	126	153	89	90	+ 1.1
Wayne	129	165	378	+129.1	141	121	163	186	+14.1
8th. Class	243	312	215	-31.1	357	235	283	263	- 7.1
Potter	70	150	97	-35.3	168	58	114	137	+20.2
Sullivan/Wyom.	173	162	118	-27.2	189	177	169	126	-25.4
Total Criminal Case Volume for all Judicial Districts	102,648	100,157	94,291	- 5.8%	N/A	94,088	97,395	88,934	- 8.7
Total Common Pleas Case Volume**	70,895	68,187	63,045	- 7.5%	78,713	61,813	65,158	58,227	-10.6

*Includes defendant records reinstated and deferred.

**Does not include Philadelphia Municipal Court.

SOURCE: Administrative Office of Pennsylvania Courts.

sixty-five (there are two cases in which two counties share one chief defender) public defenders statewide, only 6, or 9 percent, are reported to be full-time.

Across the state there are 385 assistant public defenders of which 57 percent are employed on a part-time basis. Of the 290 assistant public defenders outside of Philadelphia County, only 69, 24 percent, are employed on a full-time basis. The average number of defense attorneys with percent distribution by employment status is offered by class of county in Figure A-B. Full-time equivalent public defenders by county and class of county for 1978 is shown in Table A-7.

CORRECTIONS

In 1977, approximately 2,750 individuals were employed in county correctional institutions. Table A-8 gives a breakdown of county prison employees by class of county.

The Pennsylvania Bureau of Correction at the direction of the Department of Justice has developed a set of standards entitled, Minimum Standards and Operating Procedures for Pennsylvania County Prisons. Specific guidelines detail the required number of counselors and counseling hours⁴. Generally, every prison with an average daily population between 50 and 75 is required to have one counselor. For larger prisons, 1 counselor is required for every 75 inmates. For smaller prisons, the counseling may be performed by part-time employees, qualified volunteers or by a contracted agency.

The standard set forth for medical service states that prisons should have one of the following arrangements⁵:

- a. A contract with a local physician for full-time coverage on specific hours and for emergencies.
- b. A contract with a local physician to be on call to conduct sick call, for emergencies and to examine newly received prisoners.
- c. Arrangements with a local hospital to provide all medical services needed.

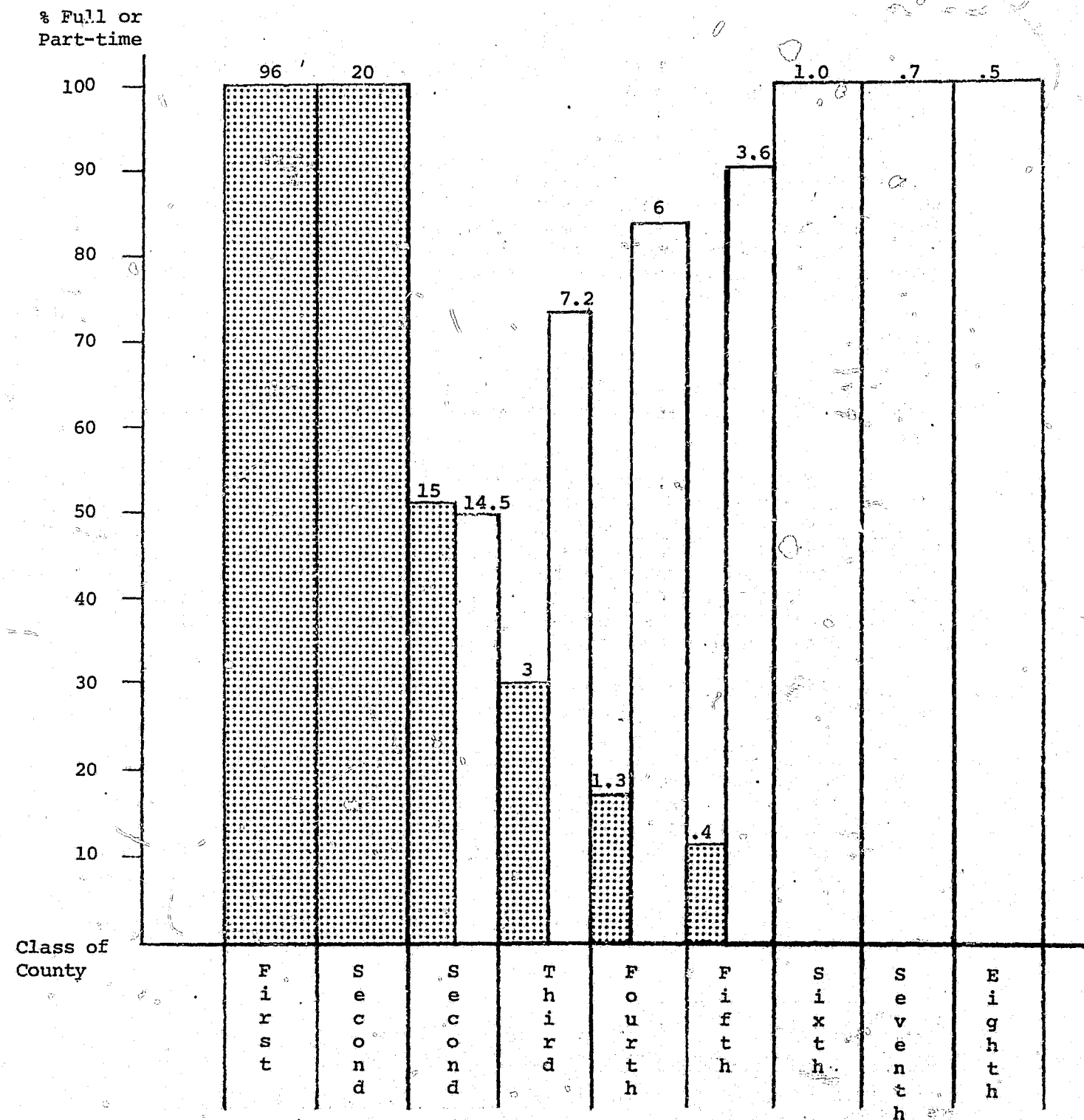
Table A-9 includes a breakdown by class of county of medical and counseling personnel.

⁴Pennsylvania Bureau of Correction-Minimum Standards and Operating Procedures for Pennsylvania County Prisons, April, 1973, page 74.

⁵Pennsylvania Bureau of Correction-Minimum Standards and Operating Procedures for Pennsylvania County Prisons, April, 1973, page 38.

Figure A-B

AVERAGE NUMBER OF PUBLIC DEFENDERS AND
EMPLOYMENT STATUS DISTRIBUTION BY CLASS OF COUNTY
FOR 1978



A

Full-time  Part-time 

Source: Division of Criminal Justice
Statistics
Pa. Department of Justice

Table A-7

TOTAL NUMBER OF FULL-TIME EQUIVALENT
PUBLIC DEFENDERS BY COUNTY AND CLASS OF COUNTY FOR 1978

<u>First</u>	<u>Second</u>	<u>Second A</u>	<u>Third</u>	<u>Fourth</u>	<u>Fifth</u>	<u>Sixth</u>	<u>Seventh</u>	<u>Eighth</u>
+(96)	+(20)	+(22.3)	+(6.6)	+(4.2)	+(2.2)	+(1.0)	+(.7)	+(.5)
Philadelphia (96)	Allegheny (20)	Delaware (28) Montgomery (16.5)	Chester (13.5) Bucks (13) Erie (7) Lehigh (6.5) Luzerne (6) Westmoreland (4.5) York Lancaster Lackawanna (4) Berks (3.5)	Dauphin (10.5) Northampton (5.5) Cambria (4) Schuylkill Cumberland Beaver (3) Washington (2.5) Fayette (2)	Mercer Blair (3) Lycoming Centre (2.5) Northumberland Franklin Butler (2) Lawrence Lebanon (1.5)	Monroe (3) Columbia (2) Crawford Clearfield Indiana Venango (1.5) Clinton Armstrong Adams Carbon Huntingdon Somerset Warren Tioga (1) Bedford Clarion Elk McKean Bradford Jefferson Mifflin (.5)	Perry Greene (1) Susquehanna Union Wayne Snyder (.5)	Sullivan/ Wyoming (1) Cameron Fulton Montour Juniata Pike Potter (.5)
+ Class Average								

Table A-8: Personnel Distribution for County Correctional Institutions, 1977

Class/County	Supervisory	Correctional Officers		Other	Total
	Full-time	Full-time	Part-time	Full and Part-time	
Pennsylvania	432	1,638	182	498	2,750
1st. Class Counties Philadelphia	82	557	-	74	713
2nd. Class Counties Allegheny	10	83	-	17	110
2nd.-A Class Counties Delaware	49	149	-	83	281
Montgomery	32	96	-	62	190
	17	53	-	21	91
3rd. Class Counties Berks	106	372	4	169	651
Bucks	11	52	-	8	71
Chester	9	27	-	27	63
Erie	30	31	-	27	88
Lackawanna	8	39	-	15	62
Lancaster	8	21	-	10	39
Lehigh	11	55	-	31	97
Luzerne	11	57	-	22	90
Westmoreland	5	32	-	14	51
York	7	14	4	8	33
	6	44	-	7	57
4th. Class Counties Beaver	64	156	14	61	295
Cambria	2	12	5	5	24
Cumberland	3	14	-	4	21
Dauphin	3	17	2	13	35
Fayette	35	25	1	14	75
Northampton	5	14	-	3	22
Schuylkill	6	36	-	13	55
Washington	5	19	5	5	34
	5	19	1	4	29
5th. Class Counties Blair	36	115	43	38	232
Butler	4	19	3	2	28
Centre	5	9	5	7	26
Franklin	2	6	7	1	16
Lawrence	5	14	-	2	21
Lebanon	1	8	5	6	20
Lycoming	6	21	10	3	40
Mercer	4	13	-	2	19
Northumberland	3	12	4	4	23
	6	13	9	11	39
6th. Class Counties Adams	51	161	46	42	300
Armstrong	3	6	-	-	9
Bedford	4	9	3	3	19
Bradford	2	4	3	3	12
Carbon	2	11	2	-	15
Clarion	2	9	2	1	14
Clearfield	2	6	1	7	16
Columbia	1	8	-	1	10
Crawford	2	6	10	2	20
Elk	2	10	5	6	23
Huntingdon	1	14	-	2	17
Indiana	3	3	1	2	9
Jefferson	3	6	-	4	13
McKean	1	11	4	3	19
Mifflin	2	4	-	-	6
Monroe	5	7	-	2	14
Somerset	3	10	3	1	17
Tioga	4	7	-	2	13
Venango	4	9	3	-	16
Warren	3	4	3	-	10
	1	10	6	1	18
	1	7	-	2	10
7th. Class Counties Greene	19	21	32	9	81
Perry	3	1	2	2	8
Snyder	1	4	-	-	5
Susquehanna	2	4	2	2	11
Union	3	5	5	3	16
Wayne	3	8	8	1	19
	7	4	15	-	26
8th. Class Counties Cameron	15	24	43	5	87
Forest	2	-	1	1	4
Fulton	2	-	8	-	10
Juniata	1	3	1	1	6
Montour	1	6	5	2	14
Pike	2	4	4	-	10
Potter	1	3	9	-	13
Sullivan	1	3	2	-	6
Wyoming	3	-	12	-	15
	2	5	1	1	9

SOURCE: Pennsylvania Bureau of Corrections, 1977 Inspection Evaluation Reports

Table A-9: Treatment Personnel for County Correctional Institutions By Class of County for 1977

Class/County	Doctor	Psychiatrist	Psychologist	Treatment Counselor	Vocational Guidance Counselor	Social Case Worker	Vocational Instructor	Academic Instructor
1st. Class Counties Philadelphia	B	A	A	A	A/B	A	A	A/B
2nd. Class Counties Allegheny	A	A	A	C				
2nd.-A Class Counties Delaware	B	B	B	A	A	C	A	A
Montgomery	A	A		A		A		C
3rd. Class Counties Berks	B	B	B	A	B			B
Bucks	B	C	B	A		C		B
Chester	B		B	A	C	A		C
Erie	B	B	B		C	A		
Lackawanna	B		B			A		
Lancaster	B		C	A				
Lehigh	B	B	B	A	A	A	A	
Luzerne	B	B	B	A				
Westmoreland	B	B	B	A	B			B
York	B	B	B	B	B	B		
4th. Class Counties Beaver	B	B	B	A		B		B
Cambria	B	B		A				
Cumberland	B	C			C	C		
Dauphin	B			A		A	A	A
Fayette	B	B	B					B
Northampton	B	B	B	A	A	A	B	A
Schuylkill	B	B	B	A				B
Washington	B	B	B	A				
5th. Class Counties Blair	B							B
Butler	B	B	B	A				
Centre	B	B	B			B		
Franklin	B	B	B	B	B			
Lawrence	B	B	B					
Lebanon	B	B	B	A	B	B	B	C
Lycoming	B							
Mercer	B	B	B					B
Northumberland	B	B	B	A	B	B	B	B
6th. Class Counties Adams	B	B				B		
Armstrong	B							
Bedford	B							
Bradford	B	B						
Carbon	B							
Clarion	B	B	B			B		
Clearfield	B							
Columbia	B	B	B	B			B	
Crawford	B	B	B	A				
Elk	B	C						
Huntingdon	B	B		B				
Indiana	B							C
Jefferson	B							
McKean	B	C	C					
Mifflin	B	B	B					
Monroe	B							
Somerset	B							
Tioga	B							
Venango	B		B	A	A			
Warren	B	B	B					
7th. Class Counties Greene	B	B	B				B	
Perry	B	B	B					
Snyder	B							
Susquehanna	B							
Union	B							
Wayne	B							
8th. Class Counties Cameron	B							
Forest								
Fulton	B	B	B					
Juniata		B	B					
Montour	B							
Pike	B							
Potter	B							
Sullivan	B							
Wyoming	B							

A=Full-time, B=Part-time, and C=Volunteer.

SOURCE: Pennsylvania Bureau of Corrections, 1977 Inspection Evaluation Reports.

Standard 9.6 in Report on Correction states that "correctional personnel should receive salaries equal to those persons with comparable qualifications and seniority in the jurisdiction's police and fire departments".⁶ Table A-10 shows the average salaries for correctional personnel by class of county for 1977. While Table A-11 shows the average salaries for police personnel by class of county for 1977, it should be noted that correctional personnel receive consistently lower salaries.

In their Minimum Standards and Operating Procedures for Pennsylvania County Prisons, the Bureau of Correction states that all county prisons housing any number of prisoners up to 10 shall have 1 correctional officer on duty with 1 additional officer on call for assistance on a 24-hour basis. Also, any county prison having over 10 inmates shall have at least 2 correctional officers present for duty. In general, the minimum required custody ratio is 1 officer for every 5 inmates in the average daily population. Figure A-C shows the average custody ratios by classes of county as well as the national and state recommended ratios. Table A-12 shows the correctional officer to supervision ratio, inmate to correctional officer ratio, as well as inmate to total supervisory and security staff ratio for each county by class of county.

State correctional institutions employed 2,892 people as of December 31, 1977. Table A-13 gives a breakdown by institution and job function. Table A-14 shows the ratio of inmates to custodial personnel at each institution and the ratio of inmates to treatment personnel.

Adult probation and parole services are shared by both state and local government. The Pennsylvania Board of Probation and Parole employs a total of 320 field staff who are involved in the direct supervision of clients referred for state supervision by the courts. There are 690 adult county probation/parole officers spending at least 50 percent of their time on adult clients. In Pennsylvania, it is common for probation/parole personnel to supervise both adults and juveniles. Table A-15 shows the workload of Pennsylvania Board of Probation and Parole field personnel. Table A-16 displays the number of clients under county supervision. This data shows a statewide 5 percent increase in workload with counties of the third and fourth class showing a substantial increase in clientele.

In addition to client supervision, county probation/parole officers conduct pre-sentence investigations. Table A-17 shows the number of pre-sentence investigations conducted during 1977 as compared to 1976. The total number of pre-sentence investigations increased approximately 9 percent in 1977.

For 1978, there were 672 individuals who devoted at least 50 percent of their time to juvenile probation responsibilities. Table A-18 shows by county and class of county manpower for juvenile probation.

⁶National Advisory Commission on Criminal Justice Standards and Goals, Report on Corrections, January, 1973, Standard 9.6, page 300.

Table A-10: Average Salaries for Correctional Personnel by Class of County for 1977

Class of County	Wardens, Sheriffs, Superintendents	Supervisors		Correctional Officers	
	Maximum	Minimum	Maximum	Minimum	Maximum
1	27,651	12,452	21,214	9,928	12,646
2	21,949	14,251	16,850	8,550	13,150
2A	20,220	11,971	16,957	8,816	11,056
3	19,740	10,230	14,732	8,213	10,046
4	14,942	10,335	11,560	8,101	9,286
5	13,525	8,915	10,003	7,031	8,615
6	10,690	8,170	8,562	6,540	7,471
7	9,500	7,954	8,632	5,000	7,369
8	8,156	(a)	6,863	4,892	6,237

SOURCE: Pennsylvania Bureau of Correction, 1977, Inspection Evaluation Reports.

Table A-11: Average Salaries for Police Personnel by Class of County for 1977

Class of County	Police Chiefs	Supervisors		Patrolman	
		Minimum	Maximum	Minimum	Maximum
1	NR	16,324	31,128	15,115	16,534
2	NR	NR	NR	NR	NR
2A	24,000	16,100	18,515	13,250	15,620
3	19,712	14,442	16,628	11,996	14,166
4	17,028	13,129	14,567	10,717	12,634
5	16,773	12,812	14,524	9,635	12,186
6	14,171	11,444	12,727	9,355	11,528
7	11,113	(a)	(a)	8,192	(a)
8	9,987	(a)	(a)	8,032	9,325

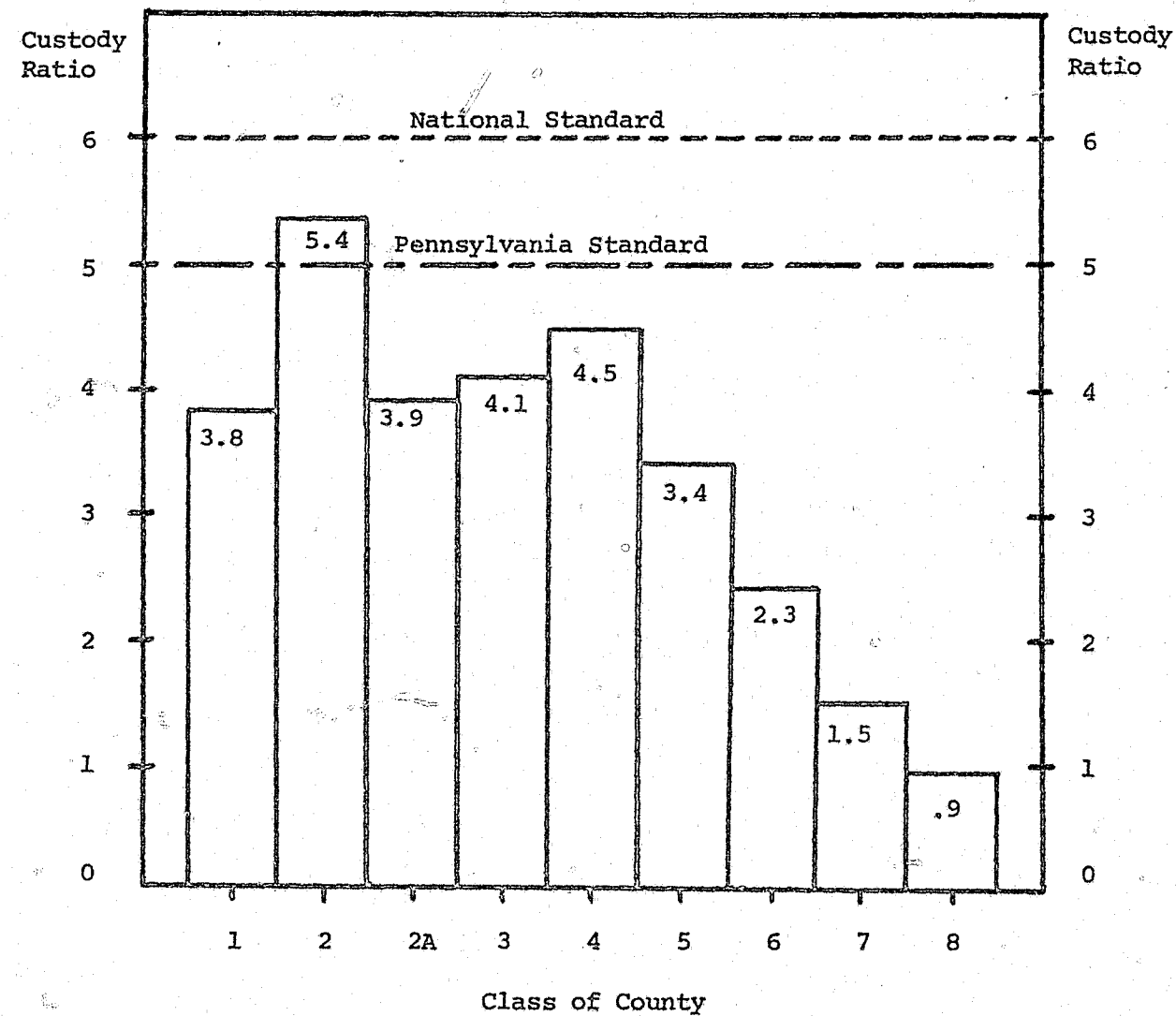
SOURCE: Governor's Justice Commission, 1977 Survey of Police Departments.

(a) Not enough data for a valid average.

NR = Not Reported.

Figure A-C

NUMBER OF INMATES PER
CORRECTIONAL OFFICER BY CLASS OF COUNTY



Mean Average Daily Population by Class of County								
1	2	2A	3	4	5	6	7	8
2120	449	289	154	91	52	20	9	5

SOURCE: Pa. Bureau of Corrections

Table A-12: Personnel Ratios by Class of County for 1977

Class/County	Average Daily Population	Super-visory Staff	Correc-tional (a) Officers	Total Super-visory/ Security Staff	Correc-tional Officers Per Super-visor	Inmates Per Correc-tional Officer	Inmates Per Super-visory/ Security Staff
Pennsylvania	6,397	432	1,729	2,161	4.0	3.7	3.0
1st. Class Counties							
Philadelphia	2,120	82	557	639	6.8	3.8	3.3
2nd. Class Counties							
Allegheny	449	10	83	93	8.3	5.4	4.8
2nd. A Class Counties							
Delaware	578	49	149	198	3.0	3.9	2.9
Montgomery	344	32	96	128	3.0	3.6	2.7
	234	17	53	70	3.1	4.4	3.3
3rd. Class Counties							
Berks	1,543	106	374	480	3.5	4.1	3.2
Bucks	179	11	52	63	4.7	3.4	2.8
Chester	227	9	27	36	3.0	8.4	6.3
Erie	214	30	31	61	1.0	6.9	3.5
Lackawanna	176	8	39	47	4.9	4.5	3.7
Lancaster	75	8	21	29	2.6	3.6	2.6
Lehigh	191	11	55	66	5.0	3.5	2.9
Luzerne	165	11	57	68	5.2	2.9	2.4
Westmoreland	135	5	32	37	6.4	4.2	3.6
York	37	7	16	23	2.3	2.3	1.6
	144	6	44	50	7.3	3.3	2.9
4th. Class Counties							
Beaver	730	64	163	227	2.5	4.5	3.2
Cambria	80	2	14.5	16.5	7.3	5.5	4.8
Cumberland	74	3	14	17	4.7	5.3	4.4
Dauphin	70	3	18	21	6.0	3.9	3.3
Fayette	196	35	25.5	60.5	.7	7.7	3.2
Northampton	40	5	14	19	2.8	2.9	2.1
Schuylkill	134	6	36	42	6.0	3.7	3.2
Washington	60	5	21.5	26.5	4.3	2.8	2.3
	76	5	19.5	24.5	3.9	3.9	3.1
5th. Class Counties							
Blair	464	36	136.5	172.5	3.8	3.4	2.7
Butler	72	4	20.5	24.5	5.1	3.5	2.9
Centre	42	5	11.5	16.5	2.3	3.7	2.5
Franklin	19	2	9.5	11.5	4.8	2.0	1.7
Lawrence	74	5	14	19	2.8	5.3	3.9
Lebanon	35	1	10.5	11.5	10.5	3.3	3.0
Lycoming	88	6	26	32	4.3	3.4	2.8
Mercer	45	4	13	17	3.3	3.5	2.6
Northumberland	37	3	14	17	4.7	2.6	2.2
	52	6	17.5	23.5	2.9	3.0	2.2
6th. Class Counties							
Adams	416	51	184	235	3.6	2.3	1.8
Armstrong	24	3	6	9	2.0	4.0	2.7
Bedford	11	4	10.5	14.5	2.6	1.0	.8
Bradford	13	2	5.5	7.5	2.8	2.4	1.7
Carbon	13	2	12	14	6.0	1.1	.9
Clarion	13	2	10	12	5.0	1.3	1.1
Clearfield	19	2	6.5	8.5	3.3	2.9	2.2
Clinton	45	1	8	9	8.0	5.6	5.0
Columbia	17	2	11	13	5.5	1.5	1.3
Crawford	35	2	12.5	14.5	6.3	2.8	2.4
Elk	50	1	14	15	14.0	3.6	3.3
Huntingdon	3	3	3.5	6.5	1.2	.9	.5
Indiana	12	3	6	9	2.0	2.0	1.3
Jefferson	18	1	13	14	13.0	1.4	1.3
Mckean	10	2	4	6	2.0	2.5	1.7
Mifflin	13	5	7	12	3.4	1.9	1.1
Monroe	24	3	11.5	14.5	3.8	2.1	1.7
Somerset	15	4	7	11	1.8	2.1	1.4
Tioga	20	4	10.5	14.5	2.6	1.9	1.4
Venango	9	3	5.5	8.5	1.8	1.6	1.1
Warren	22	1	13	14	13.0	1.7	1.5
	30	1	7	8	7.0	4.3	3.8
7th. Class Counties							
Greene	55	19	37	56	1.9	1.5	1.0
Perry	9	3	2	5	.7	4.5	1.8
Snyder	9	1	4	5	4.0	2.3	1.8
Susquehanna	4	2	5	7	2.5	.8	.6
Union	11	3	7.5	10.5	2.5	1.5	1.0
Wayne	12	3	7	10	2.3	1.7	1.2
	10	7	11.5	18.5	1.6	.9	.5
8th. Class Counties							
Cameron	42	15	45.5	60.5	3.0	.9	.7
Forest	(b)	2	.5	2.5	.3	-	-
Fulton	(b)	2	4	6	2.0	-	-
Juniata	9	1	3.5	4.5	3.5	2.6	2.0
Montour	7	1	8.5	9.5	8.5	.8	.7
Pike	6	2	6	8	3.0	1.0	.8
Potter	5	1	7.5	8.5	7.5	.7	.6
Sullivan	5	1	4	5	4.0	1.3	1.0
Wyoming	(h)	3	6	9	2.0	-	-
	10	2	5.5	7.5	2.8	1.8	1.3

(a) Full-time + one-half Part-time.

Source: Pa. Bureau of Correction

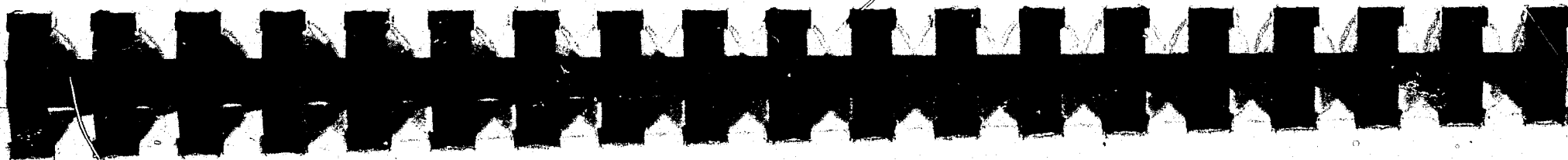
(b) Less than one average prisoner.

Table A-13

Personnel Statistics for State Correction Institutions as of 12/31/77

	Admini- strative and Clerical	Treatment	Custodial	Educational	Vocational and Mainte- nance	Medical	Human Services	Inspec- tion & Investi- gation	Indus- tries	Total
Pa. Bureau of Correction	357	142	1,424	54	272	40	197	20	134	2,640
Camp Hill	68	28	205	14	47	7	37	4	28	438
Dallas	35	13	210	7	37	1	21	1	13	338
Graterford	74	32	314	4	41	8	37	5	30	545
Greensburg	15	10	45	3	4	1	9	-	4	91
Huntingdon	39	14	177	5	40	5	24	3	26	333
Muncy	24	10	83	8	19	10	11	1	3	169
Pittsburgh	57	22	209	7	39	7	29	2	8	380
Rockview	45	13	181	6	45	1	29	4	22	346

SOURCE: Pa. Bureau of Correction
Quarterly Statistical Report for Fourth Quarter of 1977



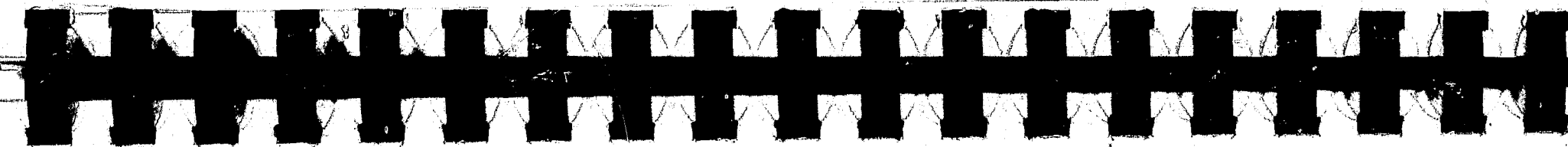


Table A-14

Personnel Ratios for State Correctional Institutions
as of December 31, 1977

	Inmates Present	Custodial Personnel	Treatment Personnel	Inmates Per Custodial Officer	Inmates Per Treatment Employee
Pennsylvania Bureau of Correction	6,809	1,424	142	4.8	48.0
Camp Hill	1,103	205	28	5.4	39.4
Dallas	835	210	13	4.0	64.2
Graterford	1,690	314	32	5.4	52.8
Greensburg	183	45	10	4.1	18.3
Huntingdon	942	177	14	5.3	67.3
Muncy	219	83	10	2.6	21.9
Pittsburgh	1,044	209	22	5.0	47.5
Rockview	793	181	13	4.4	61.0

SOURCE: Pa. Bureau of Correction
Quarterly Statistical Report for Fourth Quarter of 1977

Table A-15

Pennsylvania Board of Probation and Parole
Field Workload by District for 1977

District	Lowest Workload/ Agent During 1977	Mean Workload/ Agent for 12 Months	Highest Workload/ Agent During 1977
Philadelphia	48.8	51.7	54.8
Chester	61.4	63.3	64.8
Allentown	69.4	72.6	75.8
Wilkes-Barre	74.9	86.4	102.9
Williamsport	41.0	47.1	58.4
Altoona	57.3	64.0	68.0
Harrisburg	63.7	68.1	75.7
Pittsburgh	64.5	71.8	81.8
Erie	59.9	64.6	70.1
Butler	59.3	63.2	68.0

Source: Pennsylvania Board of Probation and Parole.

Table A-16

ADULT CLIENT POPULATION LEVELS AND PERCENT
CHANGE 1976 - 1977 BY COUNTY AND CLASS OF COUNTY

Counties by Class	Clients as of 12/31/76	Clients as of 12/31/77	% Change
1st. Class	20,108	20,978	+ 4.3
Philadelphia	20,108*	20,978*	+ 4.3
2nd. Class	8,453	7,214	-14.6
Allegheny	8,453	7,214	-14.6
2nd. Class A	2,288	2,557	+11.7
Delaware	1,422	1,898	+33.4
Montgomery	3,154	3,216	+ 1.9
3rd. Class	1,005	1,165	+15.9
Berks	1,202	1,454	+20.9
Bucks	772	1,001	+29.6
Chester	2,227	1,556	-30.1
Erie	1,383	1,902	+37.5
Lackawanna	NR	432	-
Lancaster	954	1,421	+48.9
Lehigh	581	815	+40.2
Luzerne	406	597	+47.0
Westmoreland	954	917	- 3.8
York	569	821	+44.2
4th. Class	480	584	+21.6
Beaver	506	555	+ 9.6
Cambria	601	525	-12.6
Cumberland	166	217	+30.7
Dauphin	815	1,155**	+41.7
Fayette	303	497	+64.0
Northampton	203	254	+25.1
Schuylkill	518	664	+28.1
Washington	726	808	+11.2
5th. Class	342	360	+ 5.2
Blair	397	390	- 1.7
Butler	380	405	+ 6.5
Centre	397	334	-15.8
Franklin	320	344	+ 7.5
Lawrence	183	195	+ 6.5
Lebanon	431	569	+32.0
Lycoming	476	483	+ 1.4
Mercer	PBPP	PBPP	-
Northumberland	150	157	+ 4.6

Table A-16
(cont'd)

ADULT CLIENT POPULATION LEVELS AND PERCENT
CHANGE 1976 - 1977 BY COUNTY AND CLASS OF COUNTY

Counties by Class	Clients as of 12/31/76	Clients as of 12/31/77	% Change
6th. Class	158	159	+ .6
Adams	166	218**	+31.3
Armstrong	151	167	+10.1
Bedford	188	134	-28.7
Bradford	136	167	+22.7
Carbon	67	90	+34.3
Clarion	PBPP	PBPP	-
Clearfield	132	117	-11.3
Clinton	730	167	+28.4
Columbia	214	151	-29.4
Crawford	230	201	-12.6
Elk/Cameron	160	141	-11.8
Huntingdon	132	118	-10.6
Indiana	287	335	+16.7
Jefferson	50	46	- 8.0
McKean	84	93	+10.7
Mifflin	105	106	+ .9
Monroe	NR	129	-
Somerset	302	274	- 9.2
Tioga	248	274	+10.4
Venango	PBPP	PBPP	-
Warren	57	64	+12.2
7th. Class	107	86	-19.6
Greene	NR	387	-
Perry	53	84	+58.4
Snyder/Union	NR	63	-
Susquehanna	NR	59	-
Wayne	161	88	-45.3
8th. Class	68	85	+25.0
Forest	NR	NR	-
Fulton	76	65	-14.4
Juniata	51	55	+ 7.8
Montour	NR	27	-
Pike	20	28	+40.0
Potter	82	89	+ 7.3
Sullivan/Wyoming	110	187	+70.0
Statewide	52,149	54,801	+ 5.0%

* This figure represents cases as opposed to clients.

** As of March, 1978.

NOTE: The state and class averages are calculated using only those counties which reported both figures.

SOURCE: Pa. Board of Prob. & Parole
and Div. of Criminal Justice.
Statistics - G.J.C.

Table A-17

Comparison of Pre-sentence Investigations
Conducted by County Adult Probation/Parole
Staff During 1976-1977

Counties by Class	Pre-sentence investi- gations during 1976	Pre-sentence investi- gations during 1977	% Change
1st. Class	2,282	2,753	+ 20.6
Philadelphia	2,282	2,753	+ 20.6
2nd. Class	952	1,131	+ 18.8
Allegheny	952	1,131	+ 18.8
2nd. Class A	210	220	+ 4.7
Delaware	269	201	- 25.2
Montgomery	150	240	+ 60.0
3rd. Class	180	205	+ 13.8
Berks	NR	204	-
Bucks	101	155	+ 53.4
Chester	87	105	+ 20.6
Erie	329	398	+ 20.9
Lackawanna	NR	276	-
Lancaster	54	100	+ 85.1
Lehigh	343	376	+ 9.6
Luzerne	220	184	- 16.3
Westmoreland	28	32	+ 14.2
York	277	286	+ 3.2
4th. Class	152	181	+ 19.0
Beayer	101	186	+ 84.1
Cambria	98	150	+ 53.0
Cumberland	307	409	+ 33.2
Dauphin	65	131	+101.5
Fayette	255	240	- 5.8
Northampton	285	198	+ 30.5
Schuylkill	60	85	+ 41.6
Washington	43	48	+ 11.6

Table A-17
(Cont'd)

Comparison of Pre-sentence Investigations
Conducted by County Adult Probation/Parole
Staff During 1976-1977

Counties by Class	Pre-sentence investigations during 1976	Pre-sentence investigations during 1977	% Change
5th. Class	160	130	- 18.7
Blair	10	29	+190.0
Butler	330	188	- 43.0
Centre	55	41	- 25.4
Franklin	203	145	- 28.5
Lawrence	51	51	0.0
Lebanon	351	339	- 3.4
Lycoming	162	122	- 24.6
Mercer	PBPP	PBPP	-
Northumberland	115	126	+ 9.5
6th. Class	74	70	- 5.4
Adams	45	61	+ 35.5
Armstrong	6	21	+250.0
Bedford	41	24	- 41.4
Bradford	175	62	- 64.5
Carbon	NR	0	-
Clarion	PBPP	PBPP	-
Clearfield	192	181	- 5.7
Clinton	48	89	+ 85.4
Columbia	106	76	- 28.3
Crawford	126	130	+ 3.1
Elk/Cameron	11	12	+ 9.0
Huntingdon	20	12	- 40.0
Indiana	66	98	+ 48.4
Jefferson	1	3	-
McKean	8	12	+ 50.0
Mifflin	46	51	+ 10.8
Monroe	NR	96	-
Somerset	49	62	+ 26.5
Tioga	41	48	+ 17.0
Venango	PBPP	PBPP	-
Warren	279	246	- 11.8

Table A-17
(Cont'd)

Comparison of Pre-sentence Investigations
Conducted by County Adult Probation/Parole
Staff During 1976-1977

Counties by Class	Pre-sentence investigations during 1976	Pre-sentence investigations during 1977	% Change
7th. Class	*	*	*
Greene	NR	25	-
Perry	38	71	+ 86.8
Snyder/Union	1	35	-
Susquehanna	NR	0	-
Wayne	NR	52	-
8th. Class	45	33	- 26.6
Forest	NR	0	-
Fulton	32	36	+ 12.5
Juniata	25	29	+ 16.0
Montour	NR	0	-
Pike	6	12	+100.0
Potter	52	35	- 32.6
Sullivan/Wyoming	110	54	- 50.9
Statewide	9,107	9,909	+ 8.8

*Insufficient data.

PBPP - Services provided by the state.

NOTE: Class averages are calculated using only those counties which reported both figures.

Source: Pennsylvania Board of Probation and Parole and the Division of Criminal Justice Statistics - Governor's Justice Commission.

Table A-18

1978 Manpower for Juvenile Probation By County and Class of County

First	Third	Fourth	Fifth	Sixth	Seventh	Eighth
+10.3	+ 4.0	+ 4.8	+ 4.7	+ 4.0	+ 3.7	*
Philadelphia 187 (10.3)	Erie 20 (7.3)	Cumberland 13 (7.6)	Northumberland 7 (6.9)	Crawford 8 (9.3)	Snyder/Union 3 (4.8)	Fulton 2
Second	Chester 18 (6.1)	Dauphin 15 (6.7)	Centre 6 (5.6)	Tioga 3 (7.0)	Wayne 1.5 (4.2)	Juniata 1
+ 6.6	Westmoreland 16 (4.2)	Cambria 9 (4.8)	Butler 7 (5.0)	Warren 3 (6.4)	Perry 1 (3.1)	Montour 1
Allegheny 99 (6.6)	Lehigh 10 (3.8)	Northampton 9.5 (4.3)	Mercer 6 (4.7)	Bradford 3 (5.0)	Susquehanna 1 (2.6)	Pike 1
Second A	Lancaster 12 (3.5)	Beaver 9 (4.3)	Lebanon 5 (4.7)	Bedford 2 (4.6)		Potter 1
+ 4.8	Delaware 32 (5.5)	Washington 9 (4.2)	Franklin 5 (4.6)	Elk/Cameron 2 (4.6)		Sullivan 1
Montgomery 26 (4.1)	Berks 10 (3.3)	Schuylkill 6 (3.8)	Lawrence 4 (3.8)	Mifflin 2 (4.5)		Wyoming 1
	York 9.5 (3.3)	Fayette 4 (2.6)	Blair 5 (3.7)	Somerset 3.5 (4.4)		Forest .5
	Bucks 15 (3.2)		Lycoming 4 (3.5)	Armstrong 3 (3.9)		
	Lackawanna 4 (1.7)			Venango 2.5 (3.9)		
				Huntingdon 1.5 (3.8)		
				Indiana 3 (3.5)		
				Columbia Adams 2 (3.2-3.3)		
				Carbon Monroe 1.5 (2.7-2.9)		
				Clinton 1 (2.7)		
				Clearfield 2 (2.5)		
				Clarion Jefferson McKean 1 (1.9-2.4)		

Key:

+ xx Average # full-time equiv. juvenile officers by class of county.
 xx Actual # full-time equiv. juvenile officers by county.
 (xx) # of full-time equiv. juvenile officers per 100,000 pop. by county.

*Insufficient information.

SOURCE: 1978 Juvenile Probation Survey

Juvenile probation officers' workload data was surveyed from two approaches, the first being how workload was allocated among probation offices. Table A-19 shows this information. Secondly, case level between 1976 and 1977 was secured and is displayed in Table A-20.

In response to perceived program needs, chief probation officers offered a wide range of needs. Table A-21 presents these needs. By far the greatest program needs was that of employment and vocational training.

Criminal Justice System Manpower and Expenditures

Table A-22 shows the amount and percent of direct expenditures for criminal justice in Pennsylvania. Table A-23 shows Pennsylvania's manpower by component.

Table A-19

ALLOCATION OF JUVENILE
PROBATION MANPOWER FOR
1978

Counties by Class	Number of officers who:				
	Supervise Juveniles Only	Supervise Both Juvenile and Adults	Handle Intake Only	Conduct Social Histories Only	Supervise and Investigate
First Class Totals	-	-	-	-	-
Philadelphia N/R	-	-	-	-	-
Second Class Totals	53	0	9	12	0
Allegheny	53	0	9	12	0
Second Class A Totals	0	0	3	0	17
Delaware	0	0	3	0	17
Montgomery N/R	-	-	-	-	-
Third Class Totals	19	0	9	2	69
Berks	6	0	2	0	0
Bucks	10	0	3	0	0
Chester	0	0	0	0	12
Erie	0	0	1	0	13
Lackawanna	0	0	0	0	4
Lancaster	3	0	1	2	2
Lehigh	0	0	0	0	8
Luzerne	0	0	0	0	10
Westmoreland	0	0	1	0	13
York	0	0	1	0	7
Fourth Class Totals	7	0	2	1	48
Beaver	4	0	2	1	0
Cambria	0	0	1	0	7
Cumberland	0	0	0	0	11
Dauphin	3	0	3	0	7
Fayette	0	0	0	0	3
Northampton	0	0	0	0	8
Schuylkill	0	0	1	0	5
Washington	0	0	1	0	7
Fifth Class Totals	13	6	3	1	17
Blair	0	0	0	0	3
Butler	4	0	0	1	1
Centre	0	6	0	0	0
Franklin	3	0	0	0	0
Lawrence	0	0	0	0	3
Lebanon	0	0	0	0	4
Lycoming	0	0	0	0	2
Mercer	0	0	2	0	4
Northumberland	6	0	1	0	0

Table A-19
(cont'd)
ALLOCATION OF JUVENILE
PROBATION MANPOWER FOR
1978

Counties by Class	Number of officers who:				
	Supervise Juveniles Only	Supervise Both Juvenile and Adults	Handle Intake Only	Conduct Social Histories Only	Supervise and Investigate
Sixth Class Totals	10	4	2	0	33
Adams N/R	-	-	-	-	-
Armstrong	2	0	0	0	0
Bedford	0	0	0	0	2
Bradford	0	1	0	0	2
Carbon	0	1	0	0	1
Clarion	0	0	0	0	1
Clearfield	1	0	0	0	1
Clinton	0	0	1	0	1
Columbia	1	0	0	0	2
Crawford	6	0	0	0	2
Elk/Cameron	0	0	0	0	1
Huntingdon	0	1	0	0	2
Indiana	0	0	1	0	1
Jefferson	0	0	0	0	1
McKean	0	0	0	0	2
Mifflin	0	0	0	0	3
Monroe	0	0	0	0	3
Somerset	0	1	0	0	3
Tioga	0	0	0	0	2
Venango	0	0	0	0	2
Warren	0	0	0	0	4
Seventh Class Totals	1	3	0	0	4
Greene N/R	-	-	-	-	-
Perry	0	2	0	0	0
Snyder/Union	0	0	0	0	3
Susquehanna	0	0	0	0	1
Wayne	1	1	0	0	0
Eighth Class Totals	0	4	0	0	6
Forest N/R	-	-	-	-	-
Fulton	0	0	0	0	1
Juniata	0	0	0	0	2
Montour	0	2	0	0	-
Pike	0	1	0	0	-
Potter	0	1	0	0	2
Sullivan	0	0	0	0	1
Wyoming	0	0	0	0	1
Statewide Totals	103	17	34	16	194
Percent of Total	28%	5%	9%	4%	54%

SOURCE: 1978 Juvenile Prob. Survey

Table A-20

JUVENILE CLIENT POPULATION LEVELS AND
PERCENT CHANGE 1976-1977 BY
COUNTY AND CLASS OF COUNTY

County by Class	Probationers as of 12/31/76	Probationers as of 12/31/77	Percent Change
First Class	-	-	-
Philadelphia N/R	-	-	-
Second Class	3,988	3,441	-14
Allegheny	3,988	3,441	-14
Second Class A	873	775	-11
Delaware	873	775	-11
Montgomery N/R	-	-	-
Third Class	3,704	3,647	- 1
Berks	475	508	+ 7
Bucks	376	363	- 3
Chester	432	444	+ 3
Erie	616	586	- 5
Lackawanna	180	154	-14
Lancaster	206	107	-48
Lehigh	340	335	- 1
Luzerne	420	411	- 2
Westmoreland	399	418	+ 5
York	260	321	+23
Fourth Class	2,289	2,532	+11
Beaver	184	220	+13
Cambria	273	431	+58
Cumberland	250	236	- 6
Dauphin	658	593	-10
Fayette	297	304	+ 2
Northampton	173	196	+13
Schuylkill	101	130	+29
Washington	343	422	+23
Fifth Class	1,269	1,404	+11
Blair	215	215	0
Butler	164	201	+22
Centre	57	91	+60
Franklin	236	206	-13
Lawrence N/R	-	-	-
Lebanon	225	209	- 7
Lycoming	103	126	+22
Mercer	140	240	+71
Northumberland	129	116	-10

Table A-20

JUVENILE CLIENT POPULATION LEVELS AND
PERCENT CHANGE 1976-1977 BY
COUNTY AND CLASS OF COUNTY
(cont.)

County by Class	Probationers as of 12/31/76	Probationers as of 12/31/77	Percent Change
Sixth Class	1,651	1,398	-15
Adams N/R	-	-	-
Armstrong	62	56	-10
Bedford	158	55	-65
Bradford	202	130	-36
Carbon	8	15	+87
Clarion	NR	45	-
Clearfield	122	70	-43
Clinton	35	44	+26
Columbia	44	53	+16
Crawford	301	285	- 5
Elk/Cameron	55	65	+18
Huntingdon	42	29	-31
Indiana	80	90	+12
Jefferson	49	59	+20
McKean	60	73	+22
Mifflin	83	59	-29
Monroe N/R	-	-	-
Somerset	101	110	+ 9
Tioga	104	74	-29
Venango	83	76	- 8
Warren	62	55	-11
7th. Class	73	91	+25
Greene N/R	-	-	-
Perry	11	22	+100
Snyder/Union	-	42	-
Susquehanna	23	19	-17
Wayne	39	50	+28
8th. Class	82	126	+54
Forest N/R	-	-	-
Fulton	13	15	+15
Juniata	16	17	+ 6
Montour	20	21	+ 5
Pike	5	8	+60
Potter	27	39	+44
Sullivan	1	1	0
Wyoming	-	25	-
Statewide	13,929	13,414	- 4

SOURCE: 1978 Juvenile Probation Survey

Table A-21

PERCEIVED PROGRAM NEEDS FOR
EFFECTIVE JUVENILE PROBATION
SERVICES BY CLASS OF COUNTY

Programs	Number of Positive Responses by Class								Total # Positive Responses (58)	% of Total
	2nd. (1)	2nd.A (1)	3rd. (10)	4th. (7)	5th. (9)	6th. (19)	7th. (4)	8th. (7) =		
Educational Services	1	-	3	2	4	3	1	3	17	29%
Employment Services	1	1	7	5	3	8	3	4	32	55%
Family Therapy	1	-	3	1	4	8	2	2	21	36%
Vocational Training	1	1	4	5	3	8	3	5	30	52%
Drug Treatment Counseling	-	-	2	-	2	4	1	-	9	15%
Alcohol Treatment Counseling	-	-	3	-	2	4	1	-	10	17%
Group Counseling	-	-	6	3	3	8	-	1	21	36%
Intensive Probation	1	-	8	4	6	8	1	-	28	48%
Home Detention	1	-	6	2	2	12	-	1	24	41%
Other	1	1	1	1	2	1	-	1	8	14%

NOTE: Philadelphia County is excluded.

(x) = Number of counties responding to survey by class.

Specific programs listed as "other":

- Detention/Shelter Facility.
- Volunteer Program.
- Mental Health/Mental Retardation Program.
- More and Better Alternatives to State Institutions.
- Residential Facility for Severely Retarded Aggressive Delinquent Youth.
- More Group/Foster Homes.
- More Community-Based Treatment Centers.

SOURCE: 1978 Juvenile Probation
Survey

Table A-22

AMOUNTS AND PERCENT DISTRIBUTION OF
CRIMINAL JUSTICE SYSTEM DIRECT EXPENDITURES
IN PENNSYLVANIA BY TYPE OF GOVERNMENT - FY-1977

Type of Criminal Justice Expenditure	Pennsylvania		State Government		Local Government	
	Amount	%	Amount	%	Amount	%
Total Criminal Justice Direct Expenditure	\$907,586 ^a	100.0	\$270,927 ^b	100.0	\$636,659 ^c	100.0
Police Protection	493,002	54.3	112,548	41.5	380,454	59.8
Judicial	140,714	15.5	34,107	12.6	106,607	16.7
Legal Services & Prosecution	36,907	4.1	5,954	2.2	30,953	4.9
Public Defense	9,723	1.1	---	---	9,723	1.5
Corrections	218,992	24.1	112,367	41.5	106,625	16.7
Other	8,248	.9	5,951	2.2	2,297	.4

^aFigure represents 9.7% of total direct expenditure for general government.

^bFigure represents 4.4% of total direct expenditure for general government.

^cFigure represents 20.3% of total direct expenditure for general government.

Source: United States Department of Justice, Expenditure and Employment Data for the Criminal Justice System, 1977.

Table A-23
PENNSYLVANIA MANPOWER
FOR THE
CRIMINAL JUSTICE SYSTEM

Component: Police

Organized by: State and Municipality

Total # of Local Police Departments: Approximately 1,009

Departments Reporting to UCR by Size of Department, 1979:

<u>Full-time Officers</u>	<u>0-5</u>	<u>6-10</u>	<u>11-25</u>	<u>26-50</u>	<u>51-100</u>	<u>101-200</u>	<u>200</u>
Number	554	203	176	40	19	12	5
Percent	54.9	20.1	17.4	4.0	1.9	1.1	.5

State Police Complement - 1977: 3,709 full-time officers

Component: Courts of Initial Jurisdiction

Organized by: Magisterial District

Total # of Magistrates: 568 (Includes Philadelphia Municipal Court Judges)

Table A-23
(Cont'd)

Component: Common Pleas Court

Organized by: Judicial District (59)

of Authorized Judgeships - 1978: 285

Component: Adult Probation and Parole

Organized by: State and County

Total # of State Probation & Parole Staffs: 8 (regional distribution)

Total # of State Probation and Parole Officers: 30

Total # of Local Probation and Parole Staffs - 1978: 65 (one per county-
state provides services to two counties)

Local Adult Probation and Parole Staffs by Size - 1978:

<u>*Full-time equivalent probation & parole officers</u>	<u>0-3</u>	<u>4-9</u>	<u>10-25</u>	<u>26-50</u>	<u>51-100</u>	<u>100</u>
Number	34	15	9	1	1	1
Percent	56	25	15	1	1	1

Table A-23
(Cont'd)

Component: Prosecution

Organized By: County

Total # of Prosecutorial Staffs: 67 (one per county)

Prosecutorial Staffs by Size - 1978:

# Full-time Equiv. District Attorneys	0 - 3	4 - 9	10 - 25	26 - 50	51 - 100	100
#	44	16	3	2	1	1
%	66	24	4	3	1.5	1.5

Component: Public Defense

Organized By: County

Total # of Public Defense Staffs: 65 (one per county with 2 staffs each serving 2 counties)

Public Defense Staffs by Size - 1978:

# Full-time Equiv. District Attorneys	0 - 3	4 - 9	10 - 25	26 - 50	51 - 100	100
#	49	10	5	1	1	0
%	74	15	8	1.5	1.5	0

Table A-23
(Cont'd)

Component: Juvenile Probation

Organized by: County

Total # of Juvenile Probation Staffs - 1978: 65 (one per county with two staffs each sharing two counties)

Juvenile Probation Staff by Size - 1978:

# of full-time equivalent prob. off.	0-3	4-9	10-25	26-50	51-100	>100
number	31	17	12	2	1	1
percent	48	27	19	3	1.5	1.5

Component: Corrections

Organized by: State and County

Total # of State Correctional Institutions - 1978: 8

Total # of Local Prisons/Jails - 1978: 69 (one per county - three in Philadelphia)

APPENDIX B
PLEA NEGOTIATION IN PENNSYLVANIA
AN EXPLORATORY REPORT

Background

Plea Negotiation in Pennsylvania - An Exploratory Report was published in May, 1979. The intent of the study was to produce a descriptive rather than a normative report. Fourteen specific objectives were developed and served as the focus for the study and analysis of the data collected. Listed below are the specific objectives of the study:

1. Determine the extent of plea negotiation among Common Pleas dispositions in the Commonwealth of Pennsylvania;
2. Compare the nature and extent of plea negotiation by size of jurisdiction;
3. Describe the attitudes/philosophies toward negotiated pleas from the perspective of the local prosecutor;
4. Identify policies which have emerged as guides to the local prosecutor regarding the handling of negotiated pleas;
5. Identify the key factors which serve to influence a prosecutor's decision to negotiate a plea;
6. Describe the types of concessions which are offered as inducements to obtain a plea;
7. Determine the visibility of the practice;
8. Identify the types of crimes which are more likely to result in disposition via a negotiated plea;
9. Examine the processing characteristics of negotiated pleas in relation to other types of dispositions;
10. Examine the resolution of negotiated cases in contrast to other types of dispositions;
11. Assess the gains afforded to the defendant, the system and society in general as a result of the practice;

12. Contrast the practice in Pennsylvania against existing national and state standards as well as with the federal and state rules of criminal procedure;
13. Present the observations of those who have attempted to study the practice in other areas of the nation; and
14. Identify the key issues concerning the negotiated plea from a national perspective.

In Pennsylvania guilty pleas continue to account for the overwhelming majority of convictions obtained in criminal court. Table B-1 highlights this fact.

Table B-1

Pennsylvania Criminal Court Convictions, 1974-1976

<u>Year</u>	<u>Guilty Pleas</u>	<u>Total Convictions</u>	<u>Guilty Pleas Rate (%)</u>
1974	26,357	35,616	74
1975	27,404	36,525	75
1976	<u>26,987</u>	<u>34,932</u>	<u>77</u>
TOTAL:	80,748	107,073	75

Source: Governor's Justice Commission-Adult Criminal Court Reporting System.

Essentially, there are two types of guilty pleas - straight or open plea and negotiated pleas. The distinction between a straight and negotiated plea is that in the case of negotiated pleas, a defendant pleads guilty for some concession. While there is no universally accepted definition of plea negotiation, the report defines such practice as a discussion between the prosecution and defense which precipitates an agreement by the defendant to enter a guilty plea in exchange for some concession.

Arguments for and against plea bargaining are discussed in the report. Supporters cite the gains in administrative efficiency, the certainty and speed of disposition, the savings to the taxpayers in the cost of personnel/facilities, increased flexibility and the rehabilitative prospects for the offenders.¹

¹Lagoy, Stephen P. et. al., An Empirical Study on Information Usage for Prosecutorial Decision-Making, American Criminal Law Review, v. 13 (Winter, 1976) See also Heuman, Milton, Plea Bargaining - The Experiences of Prosecutors, Judges and Defense Attorneys, University of Chicago Press, Chicago and London, 1978, p. 117.

The stance taken by opponents to plea bargaining is rooted in the constitutional rights of the defendant. Opponents view the defendant in a plea bargaining situation as gullible, naive and too dependent upon the advice of defense counsel.²

Additionally, matters relating to the negative impact of the process upon the criminal justice system are raised by opponents to plea bargaining. The rationale is that when defendants view the system of justice reduced to the bargaining table, he is exposed to circumstances which belittle the ideals the system is supposed to promote.

Likewise, police officers who arrest defendants on charges which are reduced via plea bargain are frustrated by the speed with which the defendants are back on the street. Correctional officers who receive defendants following the negative exposure of the court process are not likely to be successful in their effort to rehabilitate defendants.

The report explores the effect plea bargaining has on the defendant, the system and the public. In the case of the defendants as a group, it is impossible to characterize "plea bargainers" as the victors or the vanquished. Individual defendants can win or lose as the circumstances of each case determine when it is in his best interests to negotiate a plea.

So far as the system goes, plea bargaining appears to benefit the system as more cases are able to move through the system. Other benefits are reduction in cost and time to process cases. Lastly, plea negotiation contributes to the perceived performance of the criminal justice system. The public tends to judge the system by its ability to convict criminals.

The public benefits from plea bargaining in that cases can be processed at a lower cost, where as if plea bargaining were abolished, taxes could be expected to go up as the cost of cases increase. Tax saving may be the strongest argument for maintaining plea bargaining.

The Extent of Plea Negotiation

To what extent does plea negotiation occur? The estimates vary nationwide. In a 1963 survey conducted by the University of Pennsylvania, 48 of the respondents maintained that negotiated pleas represented 20 percent or less of all guilty pleas. The specific breakdown is offered in Table B-2.

²Davis, William J., No Place for the Judge, Trial, v. 9, no. 3, May/June 1973.

Table B-2
Distribution of Plea Bargaining Rates

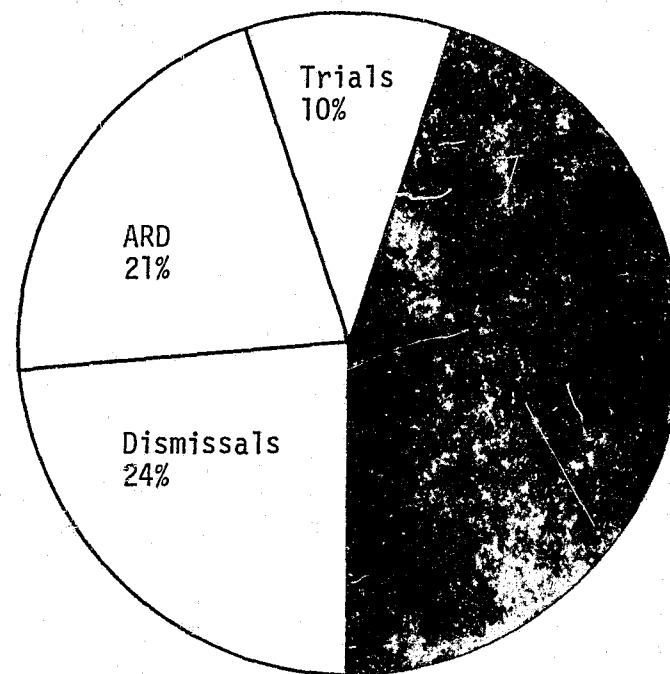
<u>Plea Bargaining Rate* Percent</u>	<u>Percent of Respondents</u>
Less than 10	11.4
10	16.4
20	16.4
30	6.6
40	6.6
50	16.4
60	8.2
70	4.9
80	1.6
90	4.9
More than 90	6.6
	100.0

*Plea Bargaining Rate Percent = $\frac{\text{bargained pleas}}{\text{total guilty pleas}}$

Source: University of Pennsylvania, Verti, Dominick R., Guilty Plea Bargains: Compromises by Prosecutors to Secure Guilty Pleas, 112 University of Pennsylvania Law Review (1964)

In Pennsylvania, the rate for negotiating pleas varies markedly from county to county. Estimates for negotiating pleas range from 2 percent to 70 percent of a prosecutor's total caseload. Figure B-A shows the composite breakdown statewide by type of disposition in responding counties.

Figure B-A
Type of Disposition



Source: 1977 Plea Negotiation Survey of Local Prosecutors in Pennsylvania
Division of Criminal Justice Statistics
Pennsylvania Commission on Crime and Delinquency

Urban/Rural Negotiation Examined

The relationship between the plea negotiation rate in urban vs. rural counties was examined with the 43 county sample divided into urban/rural classifications. Urban counties were distinguished by the existence in the county of a city with a population in excess of 50,000 and/or a total county population in excess of 200,000.

An analysis of the information in Table B-3 points to proportionately higher rates of plea negotiation among urban as opposed to rural counties. Two-thirds of the urban counties negotiated pleas in at least 30 percent of the cases disposed of in 1977 while only one-third of rural counties negotiated pleas at or above this rate.

Table B-3

Plea Negotiation Rate by County Type
for Selected Pennsylvania Counties
1977

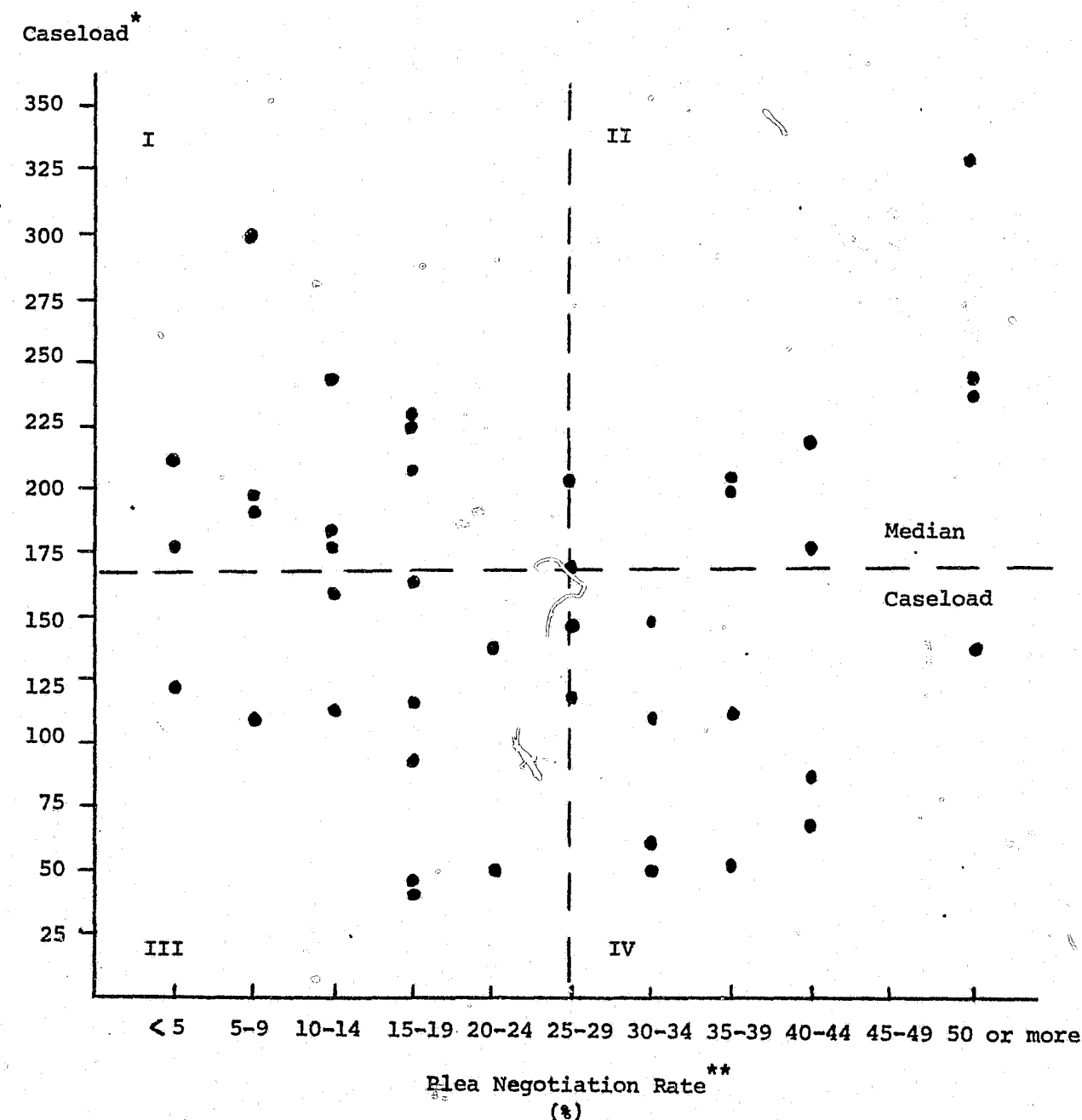
Plea Negotiation Rate*	Responses			
	Urban		Rural	
%	N	%	N	%
Less than 5	0	0	3	(8.8)
5-9	0	0	4	(11.8)
10-14	2	(22.2)	4	(11.8)
15-19	1	(11.1)	7	(20.6)
20-24	0	0	2	(5.9)
25-29	0	0	4	(11.8)
30-34	2	(22.2)	2	(5.9)
35-39	1	(11.1)	3	(8.8)
40-44	1	(11.1)	3	(8.8)
45 or more	2	(22.2)	2	(5.9)
TOTAL:	9	99.9	34	(100.1)

Note: Sum of Percent \neq 100 due to rounding error.

*Plea Negotiation Rate = Percent of total caseload disposed of through plea negotiation.

Source: 1977 Plea Negotiation Survey of Local Prosecutors in Pennsylvania
Division of Criminal Justice Statistics
Pennsylvania Commission on Crime and Delinquency

Figure B-B
Scattergram of Caseload
to Plea Negotiation Rate for
Selected Pennsylvania Counties
1977



* Caseload = # of cases processed per full-time equivalent prosecutor in 1977. One full-time equivalent prosecutor = one full-time prosecutor or two part-time prosecutors.

** Plea Negotiation Rate = % of total cases disposed of via negotiated plea.

SOURCE: 1977 Plea Negotiation Survey of Local Prosecutors in Pennsylvania, Division of Criminal Justice Statistics, Pennsylvania Commission on Crime and Delinquency

Plea Negotiations versus Caseload

The relationship between plea negotiation and caseload was examined. The literature on plea negotiation is replete with the suggestion that as courts' caseloads go up, so will negotiated pleas. The rationale being that plea bargaining is a prosecutorial tool used to reduce caseload.

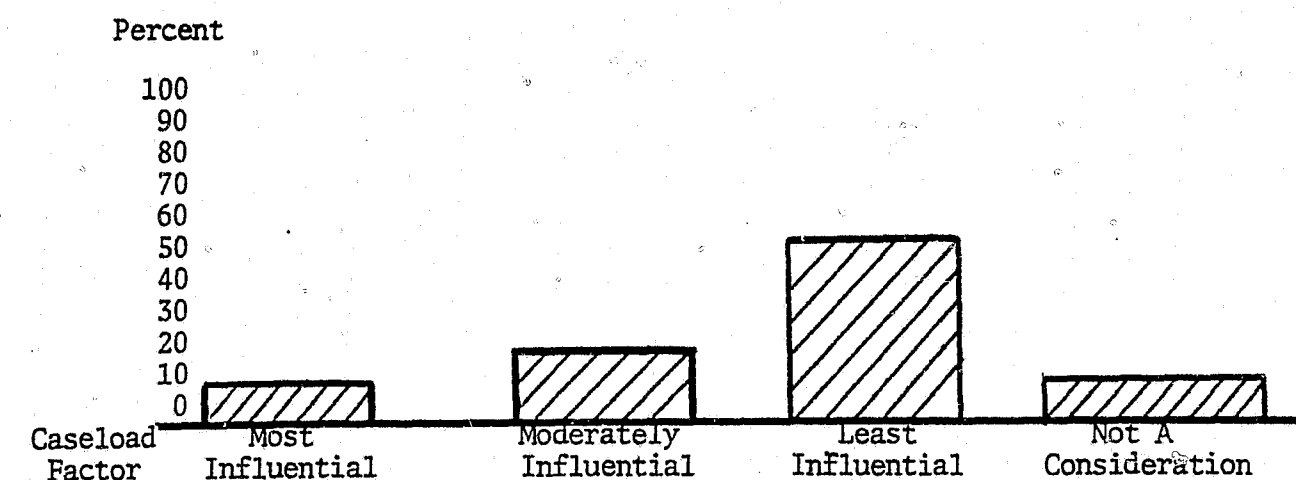
Figure B-B, a scattergram, depicts the distribution of points for the variables of caseload and of plea negotiation rate. To support the hypothesis that as the caseload rises the plea negotiation rate will also rise, the majority of the points should be found in quadrants II and III.

As can be seen, the points are fairly well-distributed among the four quadrants, indicating that the affect of a high or low caseload does not significantly influence the rate at which pleas are negotiated.

Responses from local prosecutors, when asked to rate the factors which might influence the decision to negotiate a plea, support the observation that there is no significant relationship between caseload and plea negotiation rate. Figure B-C depicts this lack of relationship.

Figure B-C

Caseload as a Factor in Negotiating Pleas
as Rated by Responding Prosecutors



Source: 1977 Plea Negotiation Survey of Local Prosecutors in Pennsylvania, Division of Criminal Justice Statistics, Pennsylvania Commission on Crime and Delinquency

Race as a Factor in Plea Negotiation

In order to determine if the race of the defendant leads to a propensity to negotiate a plea, a statistical technique known as Chi-square was utilized. Table B-4 shows defendants processed for Part I offenses by race and type of disposition for a twelve county sample and Table B-5 offers the result of Chi-square analysis comparing plea bargains with non-plea bargains by race.

In order for proportional differences to exist in the plea negotiation rate of whites versus non-whites, the Chi-square statistic presented in Table B-5 must exceed the value of 3.84. Only one county, county nine exceeds this figure. Based upon this evidence, one must conclude that race does not appear to be a determining factor in the decision to negotiate a plea.

Offense and Decision to Plea Negotiate

Are some crimes more likely to be negotiated? This was an analysis comparing defendants who negotiated pleas with those who were disposed of via other dispositions for both violent and property offenses. Table B-7 presents the data base.

A Chi-square test, Table B-6, was conducted to determine whether there are differences in the rate of plea bargainings for violent versus property offenses. Results indicate that in only two of the seven counties do significant differences exist, while in the remaining five counties, as well as for the group, the Chi-square statistic indicates that there are no substantially significant differences in plea bargaining rates by offense types.

Type of Defense Counsel

Does the type of defense counsel affect the type of case disposition? To test this assumption, approximately 1,300 Part I dispositions were cross-tabulated by type of defense counsel. Table B-8 lists the results.

Table B-4

Part I Dispositions by Race for
Selected Pennsylvania Counties
July-December 1976

County	Guilty Pleas				Trials				ARD *	Other	Dismissals		Total	
	Bargain		Straight		Bench		Jury				Dismissals		Total	
	W	NW	W	NW	W	NW	W	NW			W	NW	W	NW
1	33	28	82	84	66	81	8	2	89	34	88	80	366	309
2	2	0	15	0	3	0	1	0	4	0	3	0	28	0
3	26	3	43	1	2	0	4	2	67	5	26	4	168	15
4	20	0	0	0	1	0	0	0	10	0	4	0	35	0
5	13	17	28	25	4	17	3	4	21	3	6	14	75	80
6	8	0	1	0	0	0	1	0	3	0	7	0	20	0
7	31	12	5	4	0	0	4	2	8	0	7	2	55	20
8	4	0	11	2	0	0	3	0	11	0	14	0	43	2
9	58	25	59	5	1	1	1	1	0	0	7	2	126	34
10	7	2	24	1	2	0	5	0	29	0	6	0	73	3
11	14	0	28	0	0	0	4	0	0	0	11	0	57	0
12	12	0	2	0	0	0	2	0	3	0	8	0	27	0
TOTAL:	228	87	298	122	79	99	36	11	245	42	187	102	1,073	463

* Pre-trial Diversion.

SOURCE: Criminal Court Reporting Program
Division of Criminal Justice
Statistics
Pa. Commission on Crime & Delinquency

Table B-5

Results of Chi-square Test of
Plea Bargains vs. Non-Plea Bargains
by Race for Part I Dispositions in Selected Pennsylvania Counties
July-December 1976

County	1	3	5	7	9	All Counties
Chi-square	.001	2.16	.37	.07	8.19	.61
Number of Cases	675	183	155	75	160	1,248

Confidence Level = .05

Degree of Freedom = 1

x^2 value required for significance = 3.84.

Source: 1977 Plea Negotiation Survey of Local Prosecutors in Pennsylvania
Division of Criminal Justice Statistics
Pennsylvania Commission on Crime and Delinquency

Table B-6

Results of Chi-square Test of Plea
Bargains vs. Non-Plea Bargains for Part I Dispositions
of Violent and Property Crimes in Selected
Pennsylvania Counties
July-December 1976

County	1	3	5	7	9	10	11	All Cases
Chi-square	6.65	2.53	.23	1.62	1.34	4.20	.003	1.54
Number of Cases	735	210	165	82	171	79	63	1,505

Confidence Level = .05

Degree of Freedom = 1

x^2 value required for significance = 3.84.

Source: 1977 Plea Negotiation Survey of Local Prosecutors in Pennsylvania
Division of Criminal Justice Statistics
Pennsylvania Commission on Crime and Delinquency

Table B-7

Part I Dispositions by Offense Type* for
Selected Pennsylvania Counties
July-December 1976

County	Guilty Pleas				Trials		Jury	ARD**		Other	Dismissals		Total	
	Bargain		Straight		Bench			Vio.	Prop.		Vio.	Prop.	Vio.	Prop.
	Vio.	Prop.	Vio.	Prop.	Vio.	Prop.	Vio.	Prop.	Vio.	Prop.	Vio.	Prop.	Vio.	Prop.
1	37	26	63	115	95	60	9	1	27	108	88	106	319	416
2	0	2	0	15	1	2	0	1	0	4	0	3	1	27
3	11	20	12	37	0	3	6	1	10	74	12	24	51	159
4	4	16	0	0	0	1	0	0	1	9	0	4	5	30
5	10	22	13	44	8	14	4	3	4	23	7	13	46	119
6	2	6	0	1	0	0	1	0	1	2	4	3	8	12
7	20	24	3	7	0	0	5	4	0	9	4	6	32	50
8	2	3	2	11	0	0	3	0	1	10	6	9	14	33
9	17	70	7	61	1	1	1	1	0	0	2	10	28	143
10	3	6	1	24	0	2	4	4	0	29	2	4	10	69
11	7	9	10	22	0	0	3	1	0	0	7	4	27	36
12	2	11	0	2	0	0	1	1	0	3	1	9	4	26
TOTAL:	115	215	111	339	105	83	37	17	44	271	133	195	545	1,120

*Violent Crimes = Homicide, Robbery, Assault, Rape
Property Crimes = Burglary, Larceny, Auto Theft

**Pre-trial Diversion.

SOURCE: Criminal Court Reporting Program
Division of Criminal Justice
Statistics
Pa. Commission on Crime & Delinquency

Table B-8

Part I Disposition by Type of Defense Counsel
for Selected Pennsylvania Counties
July-December 1976

	Negotiated Plea	Straight Plea	Trial	ARD	Dismissal	Total
Privately retained	75	81	76	73	60	365
Public defender	219	292	108	111	99	829
Self-represented	3	21	2	47	17	90
COLUMN TOTALS:	297	394	186	231	176	1,284

Source: Plea Negotiation in Pennsylvania: An Exploratory Report
Division of Criminal Justice Statistics
Pennsylvania Commission on Crime and Delinquency

To account statistically for differences among dispositions by defense counsel, a Chi-square statistic was computed. The results indicate that the difference in defense type are statistically significant. While defendants who represent themselves are not likely to obtain a negotiated plea, defendants represented by public defenders have a significantly higher than expected probability of negotiating a plea. Defendants who retain private attorneys are significantly more likely to go to trial and are significantly less likely to enter a straight plea.

Conclusion

This report has observed the concept of plea negotiation from the perspective of the local prosecutor and explored relationships on a statewide basis. It has been found that there is considerable variation in the extent to which prosecutors rely on plea bargaining to dispose of criminal cases. The most significant factor related to the extent of its use appears to be the rate at which prosecutors accept cases for prosecution. While one prosecutor barely negotiates pleas, his rate for dismissing cases is much higher than the prosecutor who has a high plea bargain rate. It appears then that the practice serves as an adjustment mechanism for those prosecutors who choose to consider more cases for prosecution. The issue becomes which is more desirable: 1) to prosecute more cases with plea bargaining; or 2) to prosecute less cases without it? In the Alaska Judicial System where plea bargaining has ostensibly been

abolished, the effect of the abolition appears to have been an increased dismissal rate. The greater selectivity on the part of the prosecution in that state has led to complaints by the police element that the new system of dismissing all but the best cases is worse than the former system of extensive plea bargaining. The resolution of the issue in Pennsylvania is at least partly dependent upon the analysis of comparative outcomes for plea bargains versus other modes of disposition, an analysis which is precluded by the current recordkeeping procedures relative to criminal defendants.

Perhaps the most significant observation relative to the practice of negotiating pleas in Pennsylvania finds a significant number of counties in which an objective review of the negotiated plea is impeded by the current recordkeeping procedures. In twenty of the forty-five counties which participated in the study, 45 percent, plea negotiations are not recorded beyond the court reporter's untranscribed notes. This condition renders negotiated pleas practically indistinguishable from straight pleas, thus complicating efforts to examine the nature and extent of the practice. The entrenched status of the negotiated plea in Pennsylvania's judicial system demands a greater degree of visibility than is currently evident.

APPENDIX C
SENTENCING IN PENNSYLVANIA

Introduction

This study was designed to collect and present accurate data on the types and lengths of sentences imposed on felony offenders in Pennsylvania. The study concentrated primarily on repeat offenders and offenders who used or possessed a weapon during the commission of their offense.

The study was a result of the need for empirical information on sentencing patterns in Pennsylvania by the Pennsylvania General Assembly. The study was not designed to support or oppose any particular approach or philosophy to sentencing, but rather to provide data previously unavailable.

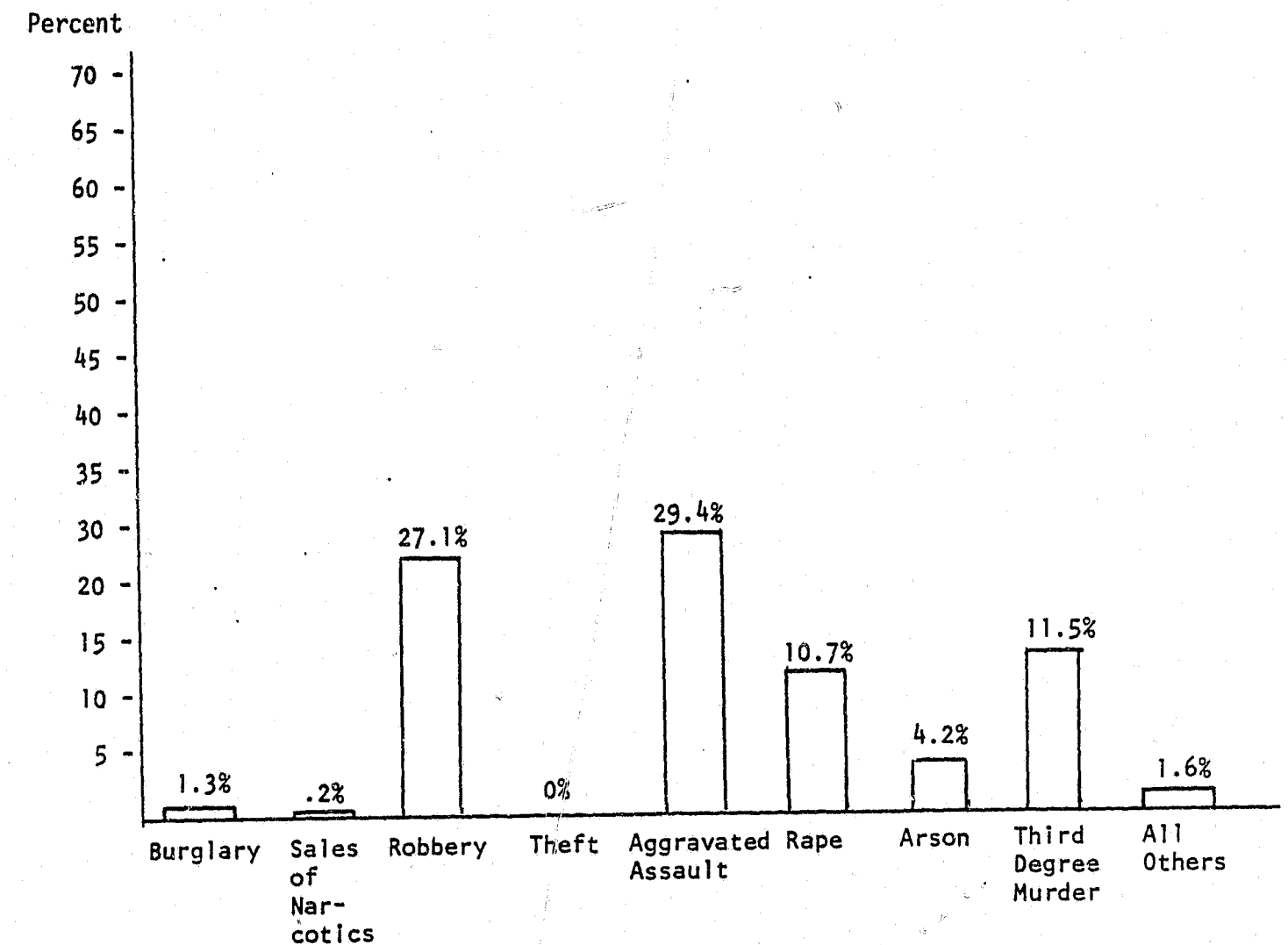
Table C-1 shows the proportion of offenders who were sentenced to probation or county jail in 1976 for felony crimes. It was from this data that the analysis was conducted in terms of major felony crime and repeat offenders.

Table C-1
Felony Offenders

	Total Cases Received	Felony Cases	Percent Felony Cases of Total
County Probation	14,557	2,735	18.9%
County Jail	5,226	2,639	50.0%
State Probation	2,766	1,259	45.5%
TOTAL	22,549	6,633	29.4%

Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

Figure C-A
Felony Offenders on County Probation
With a Firearm or Another
Deadly Weapon Conviction



Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

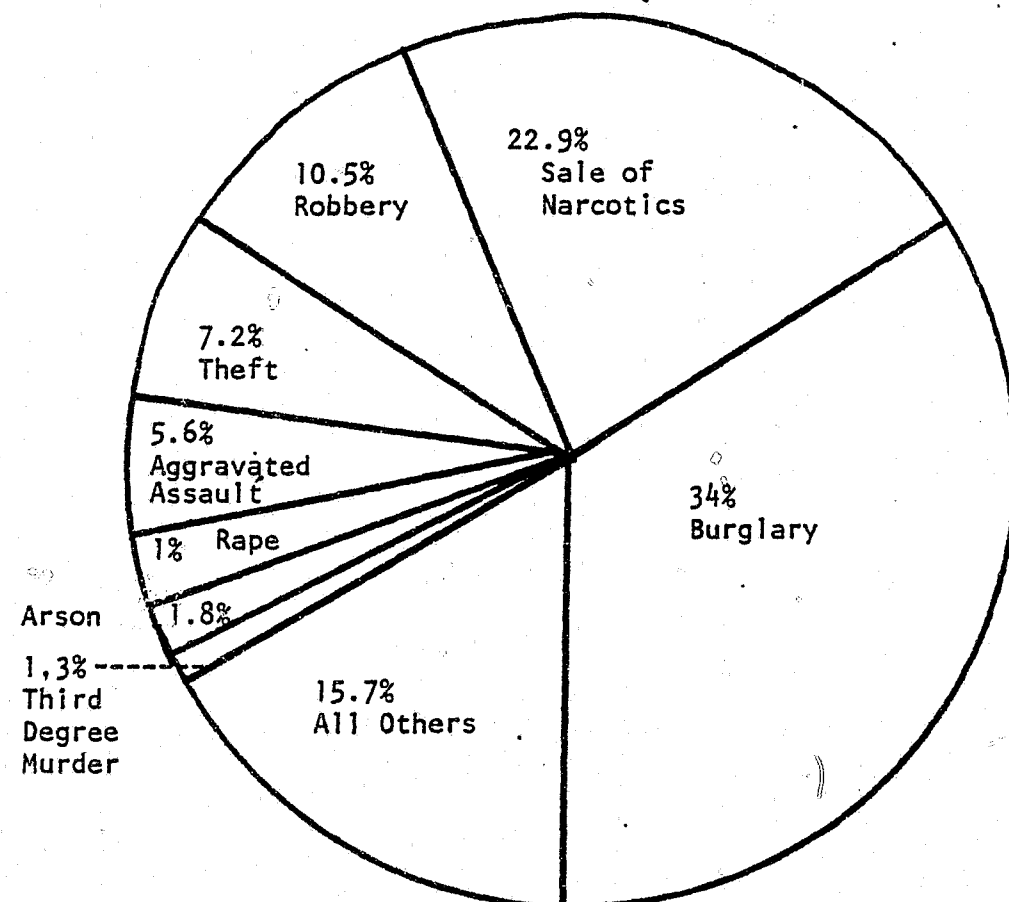
Table C-2 shows the percent of felony offenders on county probation who had prior felony convictions. Approximately one out of four felony offenders placed on county probation had one or more felony convictions.

A breakdown on the number of felony offenders placed on probation who were convicted of using or possessing a weapon during the commission of their offense is shown in Figure C-A. Less than 6 percent of those placed on county probation for a felony offense were convicted of using or possessing a weapon during the commission of their offense. Offenses that had the highest percentage of conviction using a deadly weapon or firearm were aggravated assault (29 percent) and robbery (27 percent).

Felony Offenders Placed on County Probation

Fourteen thousand five hundred and fifty-seven individuals were placed on county probation in 1976. Of this number, 2,735 or 18.8 percent had been convicted of a felony. Figure C-B shows the breakout of offenses committed by individuals convicted and placed on probation.

Figure C-B
Distribution by Offense of Individuals Convicted
and Placed on County Probation



Source: Pennsylvania Association on Probation, Parole and Correction, Sentencing in Pennsylvania, May, 1978.

Table C-2
Number of Felony Offenders on County Probation
With Prior Felony Convictions

OFFENSE	# of Offenders	# Without Prior Felony Convictions	# With Prior Felony Convictions				% With Prior Felony Convictions
			1	2	3	4+	
Burglary	929	682	159	53	17	18	26.6
Sale of Narcotics	627	541	50	25	6	5	13.7
Robbery	288	229	43	10	2	4	20.5
Theft	197	142	29	11	7	8	27.9
Aggravated Assault	153	128	14	6	1	4	16.3
Rape	28	24	3	1	0	0	14.3
Arson	48	41	5	2	0	0	14.6
Third Degree Murder	35	35	0	0	0	0	0.0
All Others	430	379	29	19	1	2	11.9
TOTAL	2735	2201	332	127	34	41	19.5

Source: Pennsylvania Association on Probation, Parole and Correction, Sentencing in Pennsylvania, May, 1978.

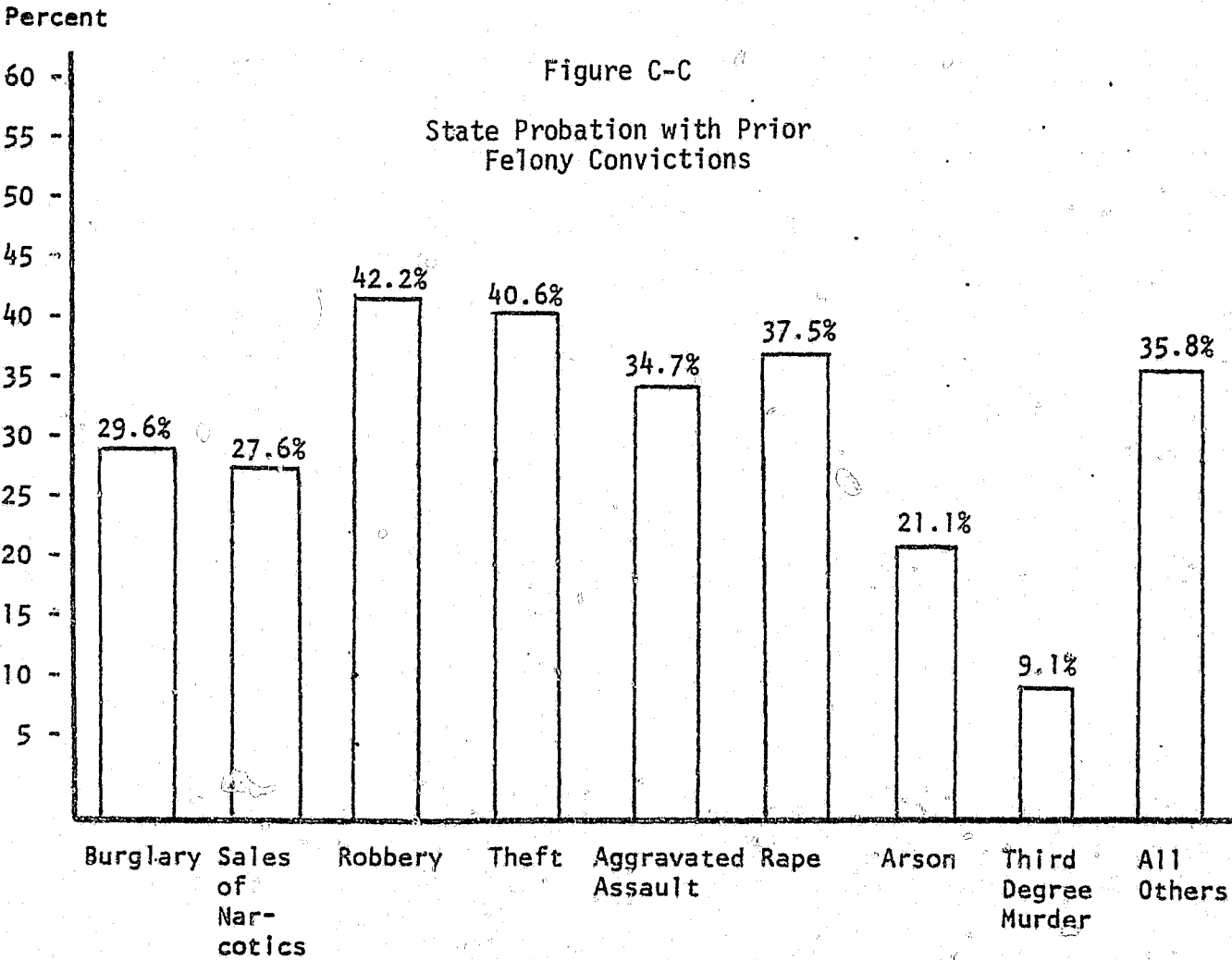
Felony Offenders on County Probation

Offenders with one or more prior felony convictions received an average of 8.3 months longer sentence than those without a prior conviction. An exception to this was that those convicted of robbery received an average sentence of 1.4 months less than those without a prior conviction. This information is displayed in Table C-3.

As shown in Table C-4, those offenders placed on county probation with a conviction of using or possessing a weapon during the commission of their offense received a 12.7 month longer sentence than those who did not.

Analysis of Felony Offenders Placed on State Probation

Sentencing information was requested on 2,867 individuals placed on state probation. Data was received on over 96 percent of the cases requested (2,766). Of these cases 45.5 percent or 1,259 had been convicted of a felony offense. Figure C-C shows that prior offenders were most prevalent for the offenses of robbery, theft, rape and aggravated assault.



Source: Pennsylvania Association on Probation, Parole and Correction, Sentencing in Pennsylvania, May, 1978.

Table C-3

Average Sentence of Felony Offenders on County Probation With a Prior Felony Conviction

Offense	Sentences in Months		One or More Prior Felony Convictions	
	#	Average Sentence	#	Average Sentence
Burglary	682	32.0	247	44.1
Sale of Narcotics	541	29.4	36	36.1
Robbery	229	51.8	59	50.4
Theft	142	26.7	55	27.9
Aggravated Assault	128	30.7	25	33.3
Rape	24	63.3	4	66.0
Arson	41	39.2	7	39.3
Third Degree Murder	35	83.0	0	-
All Others	379	33.2	51	58.4
TOTAL:	2,201	34.5	534	42.8

Source: Pennsylvania Association on Probation, Parole and Correction, Sentencing in Pennsylvania, May, 1978.

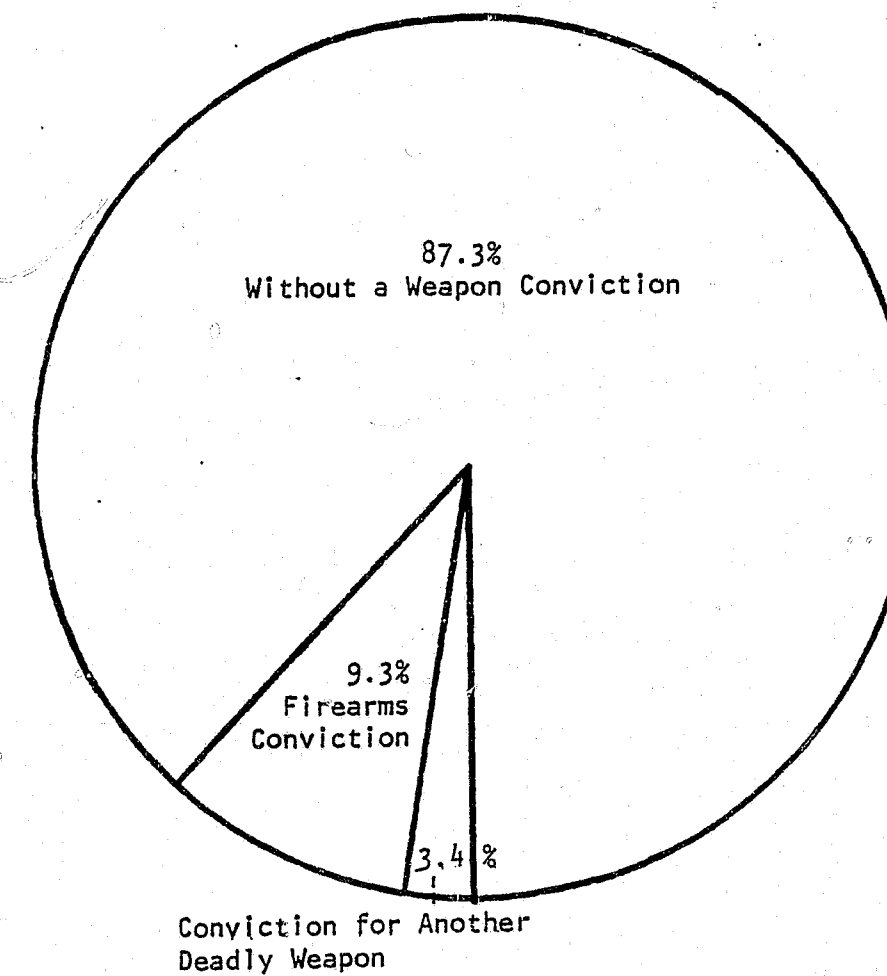
Table C-4
Average Sentence of Felony Offenders on County
Probation with a Weapon Conviction

Offense	Sentences in Months			
	No Prior Felony Convictions		Weapon Conviction	
	#	Average Sentence	#	Average Sentence
Burglary	917	35.2	12	39.4
Sale of Narcotics	626	30.3	1	48.0
Robbery	210	50.5	78	54.3
Theft	197	27.0	0	-
Aggravated Assault	108	29.1	45	36.0
Rape	25	66.8	3	38.0
Arson	46	39.1	2	42.0
Third Degree Murder	31	83.2	4	81.0
All Others	423	35.9	7	58.3
TOTAL:	2,583	35.4	152	48.1

Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

Figure C-D shows the percent of felony offenders on state probation who were convicted of using or possessing a firearm or another deadly weapon.

Figure C-D
Felony Offenders on
State Probation
With a Weapon Conviction



Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

Table C-5 shows the average sentence imposed on felony offenders with and without a prior criminal record.

Table C-5
Average Sentence of Felony Offenders on State Probation

Offense	Sentences in Months		One or More Prior Felony Convictions	
	#	Average Sentence	#	Average Sentence
Burglary	233	37.0	98	48.5
Sale of Narcotics	255	36.8	97	37.9
Robbery	78	60.3	57	61.6
Theft	57	35.9	39	44.9
Aggravated Assault	64	42.6	34	42.7
Rape	15	50.0	9	68.7
Arson	15	58.4	4	45.0
Third Degree Murder	10	107.6	1	36.0
All Others	124	44.6	69	44.0
TOTAL:	851	42.0	408	46.6

Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

Table C-6 shows the average sentence of felony offenders on state probation with a weapon conviction. Possession of a weapon during the commission of their offense results in a 19 month longer sentence for these individuals than those not using a weapon.

Figure C-E compares sentences received by those offenders on state probation who had no prior conviction or used a weapon with those that had a prior conviction and/or used a weapon. The figure shows that first offenders received a 10 month lighter sentence.

Felony Offenders in County Jails

Sentencing information was requested on 7,263 individuals committed to county jails and data was received on 72 percent of the cases. Fifty percent of those committed to a county jail were convicted of a felony.

Three out of every ten felony offenders committed to county jail had one or more prior felony convictions. Table C-7 indicates the number of offenders committed to county jail with prior felony conviction.

Only 6.4 percent of felony offenders committed to county jail were convicted of using or possessing a weapon during the commission of their offense. Table C-8 displays the proportion of felony offenders committed to county jail who were convicted of using or possessing a weapon during the commission of their offense.

Table C-9 displays the average sentence of felony offenders in county jails with and without prior convictions. In analyzing the data, felony offenders with one or more prior convictions received an average minimum sentence of less than a month longer than those without a prior conviction.

Table C-10 compares the average sentence received by felony offenders using or possessing a weapon with those offenders not using a weapon. On the average those felony offenders convicted of using or possessing a weapon during the commission of their offense received a larger minimum and maximum (3.9 and 5.7 months respectively) than those who did not.

Felony Offenders Committed to State Prisons

The sentencing data provided by the Bureau of Correction lacked specific information on whether or not a firearm was used in the commission of the offense and the number of prior convictions. Therefore a random sample of 616 cases was selected from the approximately 13,500 felony commitments received by the Bureau of Correction between January 1, 1973 and June 30, 1976. Of the 616 cases requested, information was received on nearly 92 percent of them.

Figure C-F displays information from the random sample as to the percentage of felony offenders in state prisons with one or more prior convictions.

Figure C-G shows the average sentence for selected offenses.

Table C-6

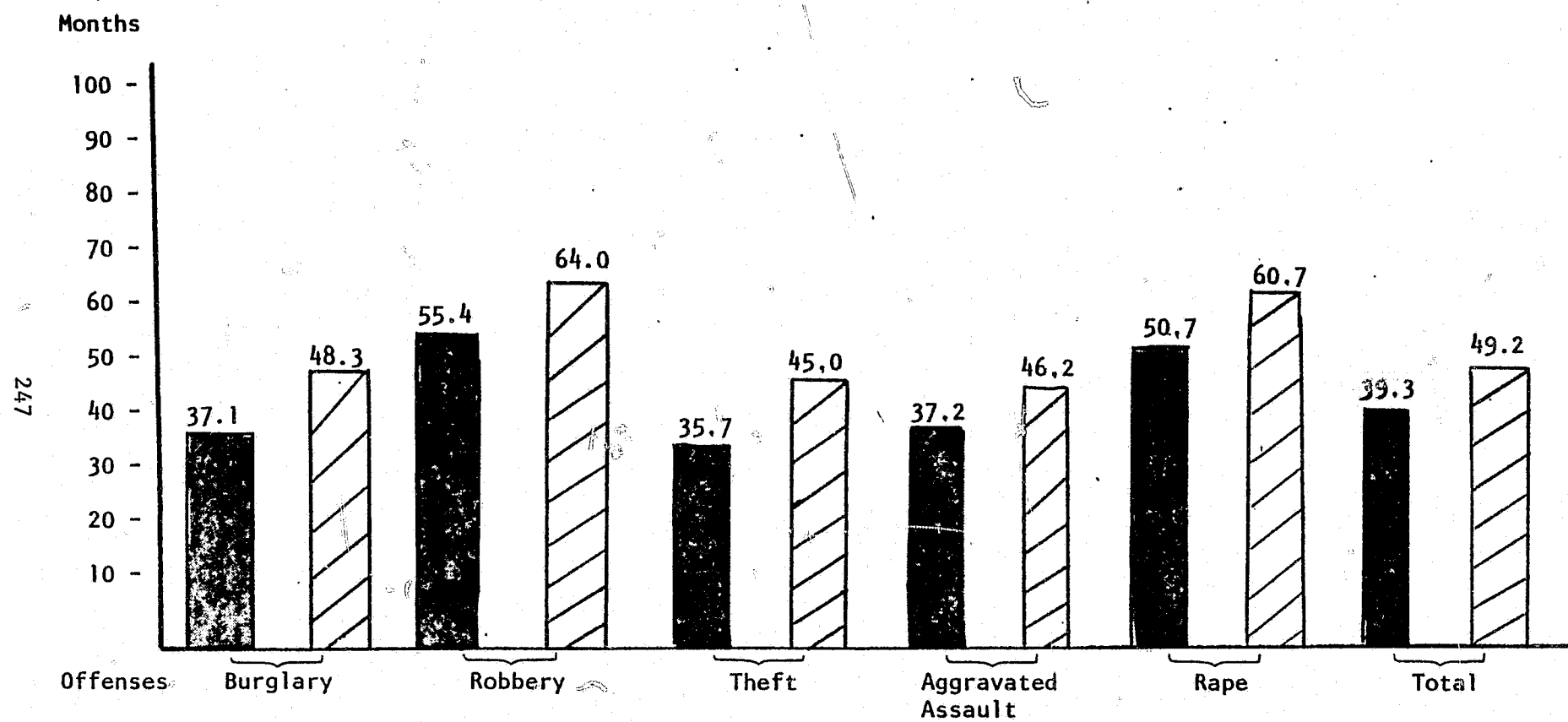
Average Sentence of Felony Offenders on State Probation
with a Weapon Conviction



Offense	Sentences in Months			
	No Prior Felony Convictions		Weapon Conviction	
	#	Average Sentence	#	Average Sentence
Burglary	321	40.3	10	45.6
Sale of Narcotics	345	36.9	7	46.3
Robbery	72	55.4	63	67.1
Theft	88	37.0	8	67.5
Aggravated Assault	55	36.4	43	50.6
Rape	23	54.3	1	120.0
Arson	18	55.3	1	60.0
Third Degree Murder	4	95.0	7	104.6
All Others	173	42.5	20	60.6
TOTAL:	1,099	42.5	160	61.5

Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

Figure C-E

State Probationers Length of Sentence
by Offense



 No prior conviction or weapon conviction.
 Prior conviction and/or weapon conviction.

Source: Pennsylvania Association on Probation,
Parole and Correction, Sentencing in
Pennsylvania, May, 1978.

Table C-7
Number of Felony Offenders in County
Jails With Prior Felony Convictions

OFFENSE	MALE	FEMALE	TOTAL	% of TOTAL	CUMULATIVE PERCENT
Burglary	872	10	882	33.4	33.4
Sale of Narcotics	465	24	489	18.5	51.9
Robbery	438	12	450	17.1	69.0
Theft	230	2	232	8.8	77.8
Aggravated Assault	139	6	145	5.5	83.3
Rape	27	0	27	1.0	84.3
Arson	25	2	27	1.0	85.3
Third Degree Murder	15	4	19	0.8	86.1
All Others	338	30	368	13.9	100.0
TOTAL	2,549	90	2,639	100.0	-

Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

Table C-8
Rate of Felony Offenders in County
Jail With a Weapon Conviction

Offense	# of Offenders	% Without a Weapon Conviction	% With a Firearm Conviction	% With a Conviction for Another Deadly Weapon
Burglary	882	99.7	0.2	0.1
Sale of Narcotics	489	99.2	0.6	0.2
Robbery	450	74.2	12.2	13.6
Theft	232	98.7	0.2	0.1
Aggravated Assault	145	86.9	11.7	1.4
Rape	27	88.9	0.0	11.1
Arson	27	100.0	0.0	0.0
Third Degree Murder	19	42.1	15.8	42.1
All Others	368	97.3	1.1	1.6
TOTAL	2,639	93.6	3.3	3.1

Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

Table C-9

Minimum and Maximum Sentences of Felony Offenders
in County Jails With a Prior Felony Conviction

Offense	Sentences in Months					
	No Prior Conviction			One or More Prior Felony Convictions		
	#	Minimum	Maximum	#	Minimum	Maximum
Burglary	591	7.7	23.9	291	9.0	23.9
Sale of Narcotics	380	6.1	21.0	109	7.1	21.0
Robbery	314	10.9	26.4	136	11.7	27.2
Theft	165	5.1	20.4	67	5.0	19.5
Aggravated Assault	94	6.3	21.2	51	4.4	15.8
Rape	21	12.6	31.7	6	13.8	29.8
Arson	22	8.3	25.9	5	10.1	26.0
Third Degree Murder	16	13.1	34.6	3	21.0	49.0
All Others	269	6.2	21.2	99	6.6	20.9
TOTAL	1,872	7.5	23.1	767	8.3	22.9

Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

Table C-10

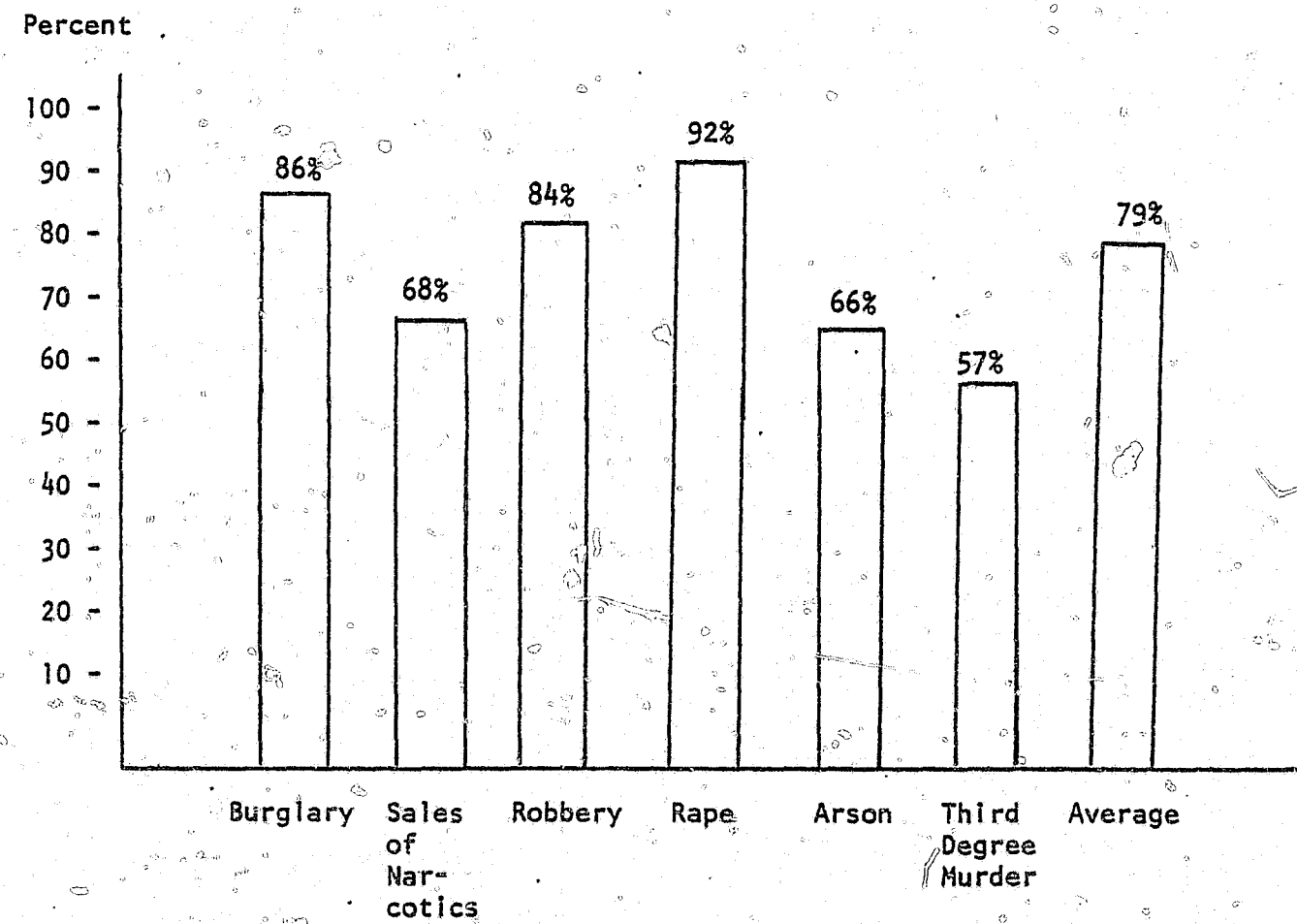
Average Sentence of Felony Offenders
in County Jails with Possession of a Weapon

Offense	Sentences in Months					
	No Weapon Conviction			Weapon Conviction		
	#	Minimum	Maximum	#	Minimum	Maximum
Burglary	879	8.1	23.9	3	4.3	19.3
Sale of Narcotics	485	6.2	20.9	4	17.3	36.5
Robbery	334	11.0	26.3	116	11.6	27.5
Theft	229	5.1	20.3	3	3.2	14.0
Aggravated Assault	126	5.3	18.5	19	8.3	24.9
Rape	24	12.3	30.8	3	17.7	35.7
Arson	27	8.6	25.9	0	0	0
Third Degree Murder	8	11.0	31.8	11	16.7	40.6
All Others	358	6.2	20.7	10	9.4	33.9
TOTAL:	2,470	7.5	22.7	169	11.4	28.4

Source: Pennsylvania Association on Probation, Parole and Correction,
Sentencing in Pennsylvania, May, 1978.

Figure C-F

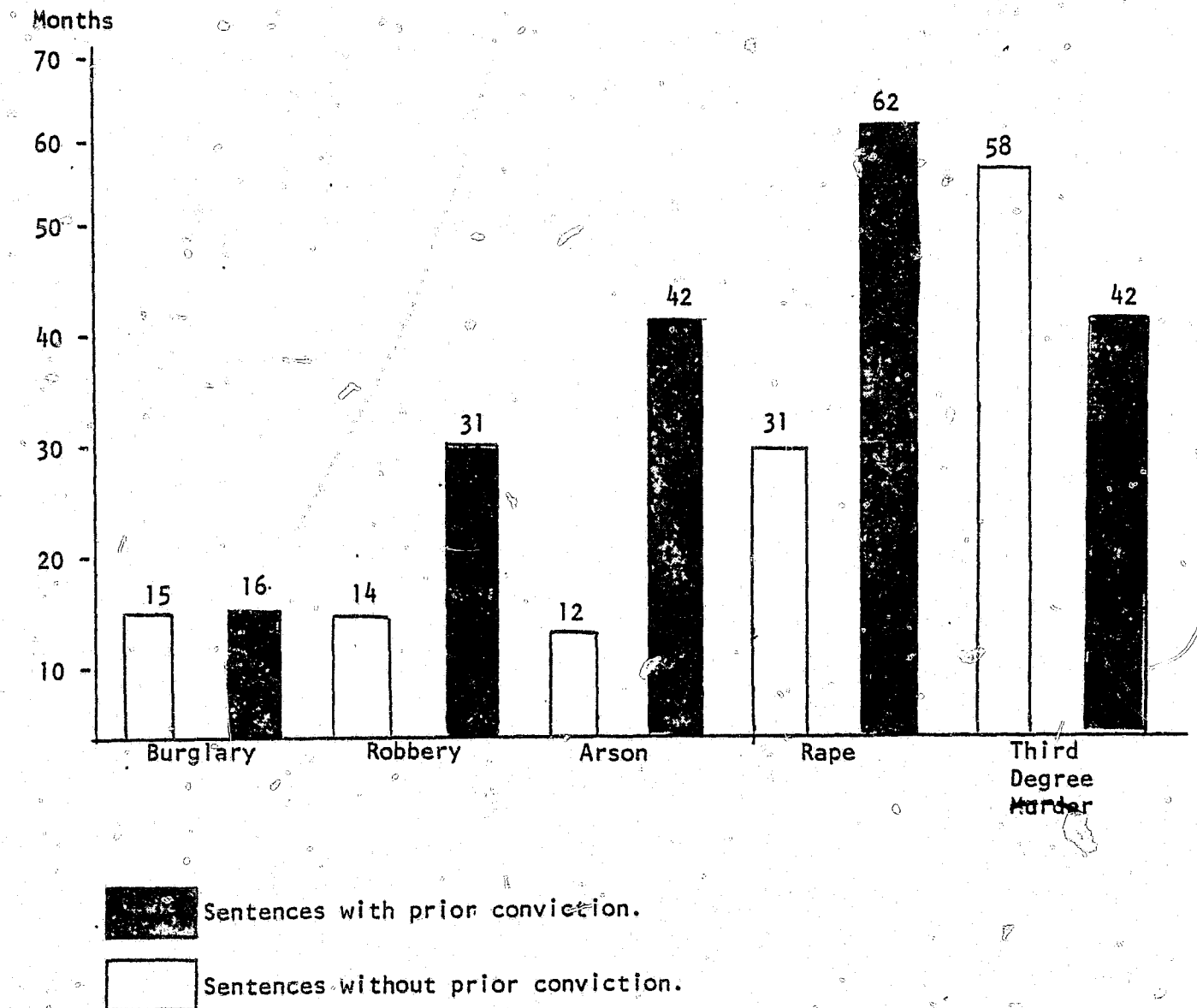
Percent of Offenders in State Correctional Institutions Having Prior Convictions



Source: Pennsylvania Association on Probation, Parole and Correction, Sentencing in Pennsylvania, May, 1978.

Figure C-G

Comparison of Sentences Imposed on State Prisoners With and Without Prior Convictions



Source: Pennsylvania Association on Probation, Parole and Correction, Sentencing in Pennsylvania, May, 1978.

In analyzing the data on number of offenders using firearms during the commission of their offense, approximately 37 percent used a firearm. Offenders using a firearm received a three month longer sentence than offenders who did not use a weapon.

APPENDIX D

COMBATting CRIMES AGAINST THE ELDERLY AND PROVIDING SERVICES TO ELDERLY VICTIMS OF CRIME

Introduction

Late in the fall of 1979, the Governor requested the Pennsylvania Commission on Crime and Delinquency to prepare a report on the elderly and the effect of crime on their lives. A task force comprised of staff members from the Commission undertook this project and early in the spring of 1980 rendered a report. The report covered the growth of the elderly population, the degree of elderly victimization and concluded with recommendations on combatting the problem of crime against the elderly.

Pennsylvania's Elderly - Increasing

As a result of advances in medical knowledge, improved health care and slower birth rates, the proportion of the total population composed of elderly members defined for the purpose of this report as those 65 years of age and over, is increasing each year.

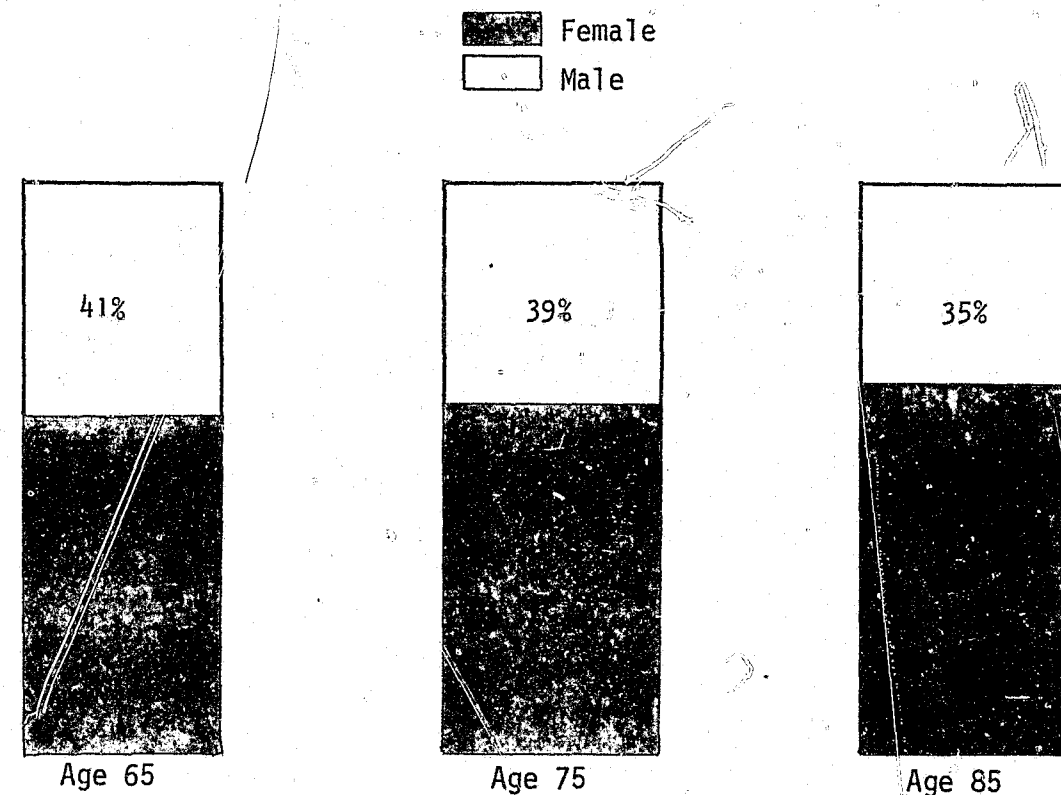
Nationwide, in 1900, one in every 25 Americans was 65 or older, growing to 1 in every 10 in 1970. Census projections indicate that by 2000, 1 in 8 Americans or 30 million will be 65 years or older.

The growth in Pennsylvania's elderly population shows a similar trend. In 1930, 5.3 percent of the state's population was 65 years of age or older. By 1970 the elderly represented 11 percent or 1,272,124 of this state's population. Projections for 1985 indicate that the elderly population will reach nearly 1.6 million, and will constitute 11.7 percent of all Pennsylvanians.

Female Dominant

The elderly population in Pennsylvania is predominantly female as indicated in Figure D-A.

Figure D-A
Female vs. Male in Elderly Population



Source: U.S. Dept. of Commerce, Bureau of the Census, 1970.

Marital Status

The 1970 census figures show that in the Commonwealth 68 percent of the elderly males are married as opposed to 33 percent of the elderly females. Fully 1/3 of Pennsylvania's elderly females live alone, whereas 1/6 of the elderly males live alone.

Race

Similar to national trends, minority groups have lower representation in Pennsylvania's elderly population than in the population as a whole. Minorities comprise 9 percent of the Pennsylvania general population but only 6 percent of the elderly population according to the 1970 census. Counties showing the largest number of elderly are Philadelphia and Allegheny.

Elderly Victimization

The extent of elderly victimization at present and historically has been difficult to obtain for a number of reasons. The first is that the elderly often do not report crime as they lack confidence that anything constructive will be done by law enforcement agencies or they fear reprisal from the criminal. Secondly, law enforcement agencies do not collect age or sex data on victims of crime in the aggregate. What is known about elderly victimization is through surveys conducted by the Law Enforcement Assistance Administration and the Bureau of Census which have produced data on the extent of crime against the elderly.

The data indicates that as age increases, victimization tends to decrease. Figure D-B highlights this fact. The exception is that purse-snatching and pocket-picking do not decrease but are age related and impact on the elderly.

Figure D-C compares victimization rates among the nation, state, Philadelphia and Pittsburgh. This comparison shows both Philadelphia and Pittsburgh as having a higher incidence rate of crime than the state or nation.

A cross analysis of national demographic and victimization data shows that elderly subgroups who are black and who live in large urban cities have a greater risk of victimization. In Pennsylvania elderly blacks were five times as likely to be victims of a crime of theft as elderly whites in 1975.

Fear of Crime

The elderly are significantly troubled by a fear of victimization. A 1975 Louis Harris Poll sampled 4,000 elderly over age 65 and the results showed that fear of crime was the elderly's most serious problem. Twenty-three percent of those sampled ranked fear of crime as their most serious problem.

A 1975 Law Enforcement Assistance Administration survey conducted in 13 cities reported that 64 percent of the respondents felt either somewhat unsafe or very unsafe when out alone in their neighborhood at night.

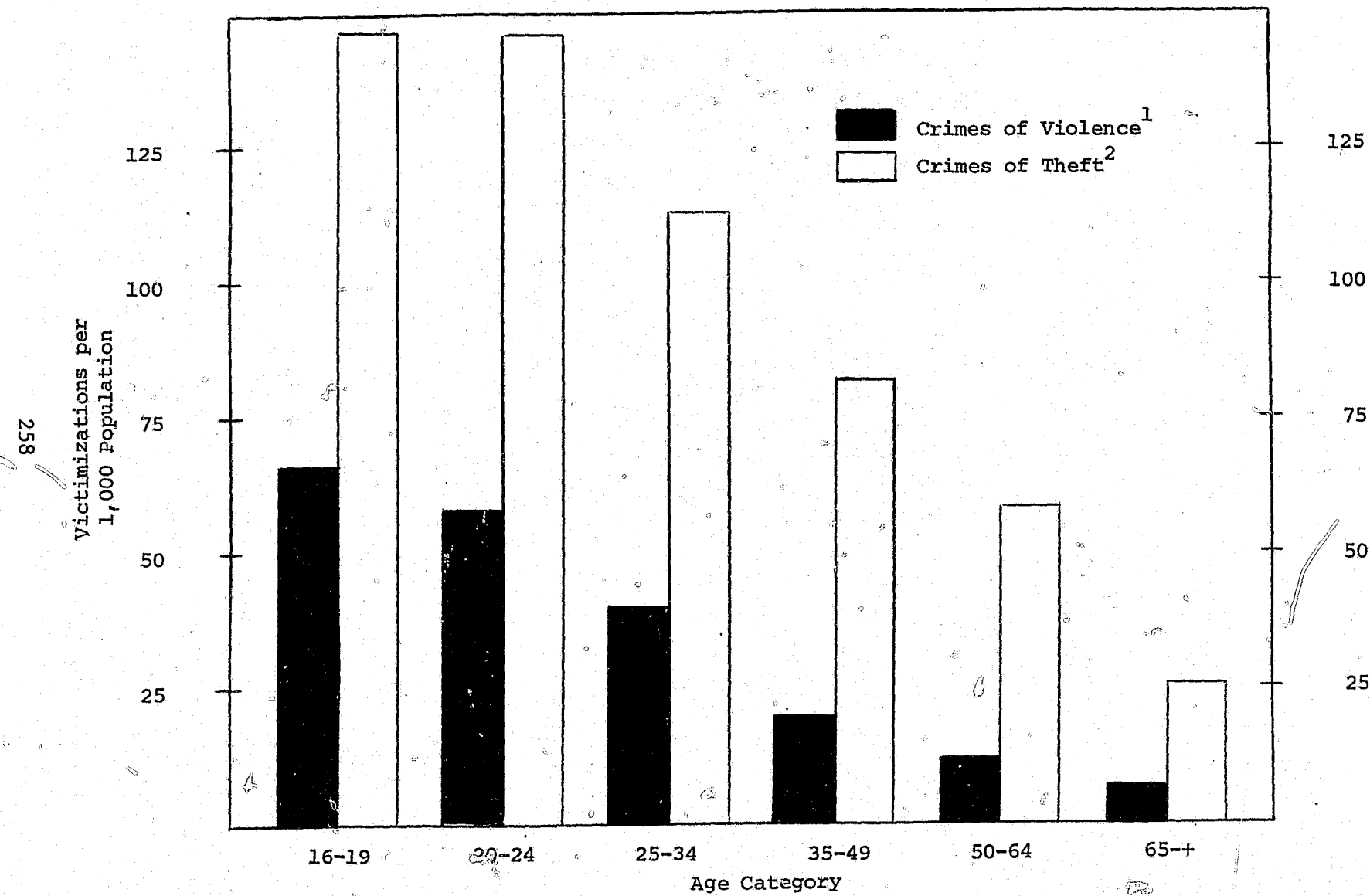
Fear of crime among the elderly in Pennsylvania mirrors the national trend. Law Enforcement Assistance Administration victimization surveys conducted in Pittsburgh and Philadelphia show that the fear of crime is higher among those individuals over 65. See Figures D-D and D-E.

Fear of crime has the effect on the elderly in that their activities are limited. Because elderly limit their activities, this may explain in part their lower victimization rates. While the frequency of crime against the elderly is lower than against any other group, the elderly have a higher fear of crime. In addition the effect of crime on the elderly can be far more devastating physically and both emotionally and economically than on any other age group.

Physically the elderly are more likely to suffer broken bones and other injuries. Additionally they may require a longer recovery period, some may never fully recover.

Figure D-B

PERSONAL CRIMES: UNITED STATES VICTIMIZATION RATES FOR PERSONS AGE 16 AND OVER, BY TYPE OF CRIME AND AGE OF VICTIMS



¹Includes rape, robbery and assault.

²Includes personal larceny both with and without contact.

SOURCE: Criminal Victimization in the United States, 1976.

Figure D-C

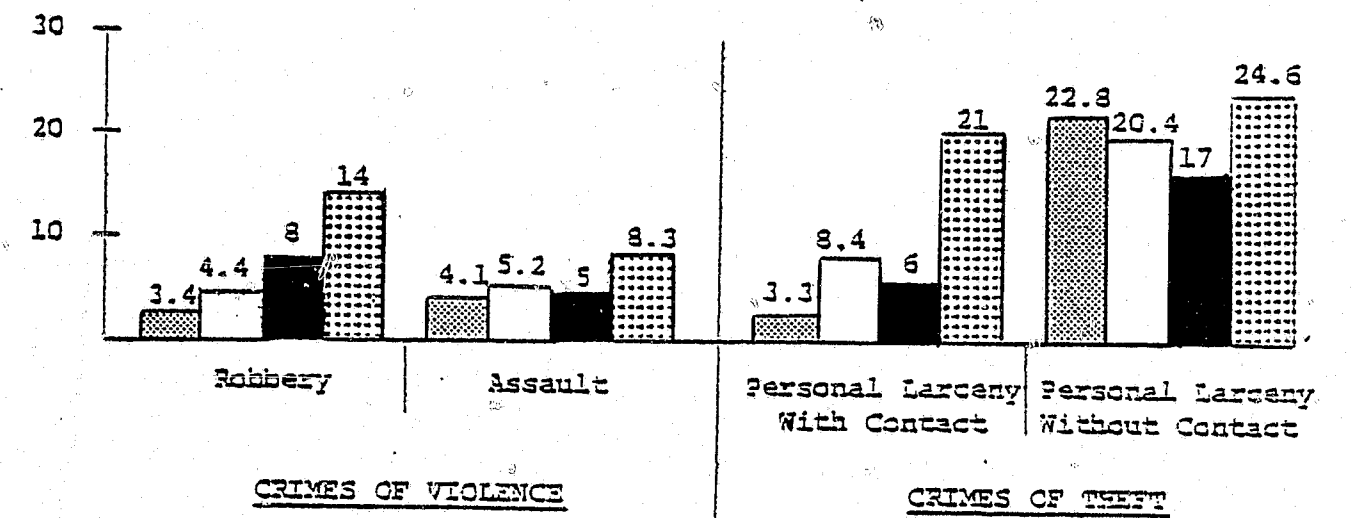
ELDERLY VICTIMIZATION RATES

NATIONAL-PENNA.-PITTS.-PHILA.



VICTIMIZATIONS PER
1,000 POPULATION

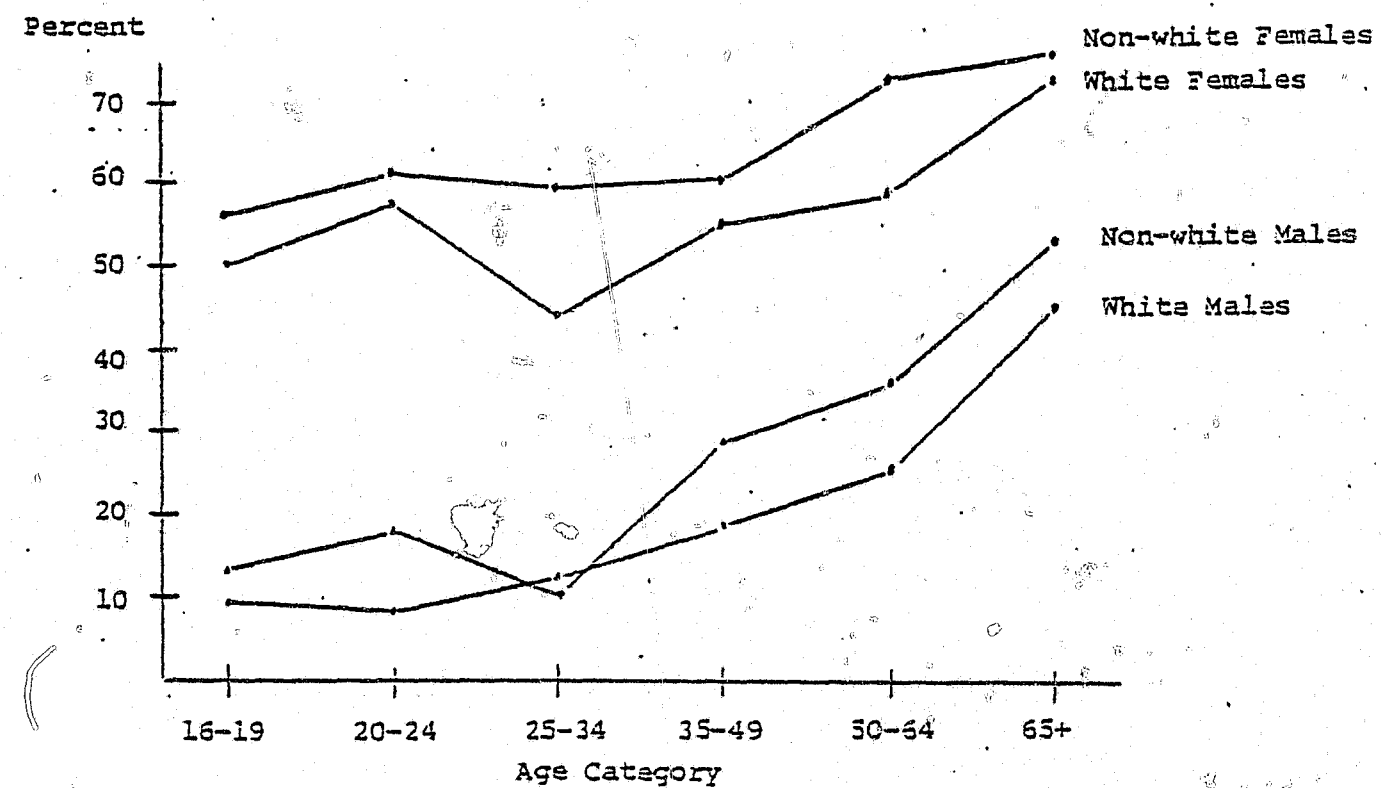
AGES 65 AND OVER



SOURCE: National Crime Survey Reports.

Figure D-D

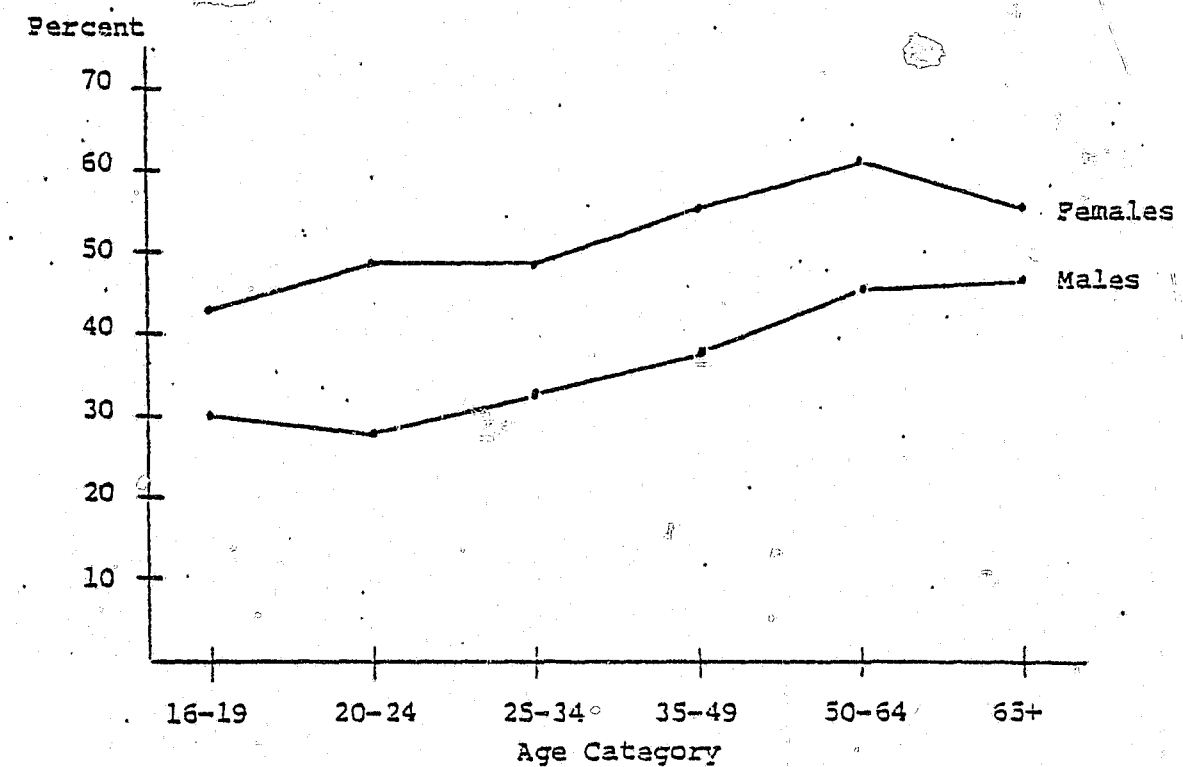
Percentage of Pittsburgh Survey Respondents Who Felt Somewhat Unsafe or Very Unsafe When Out Alone in Their Neighborhood at Night



Source: Pittsburgh Criminal Victimization Survey, 1973

Figure D-E

Percentage of Philadelphia Survey Respondents Who Limited or Changed Their Activities Because of a Fear of Crime



Source: Philadelphia Criminal Victimization Survey, 1972

CONTINUED

4 OF 5

Emotionally the fear of crime can result in social and psychological problems. Elderly sometimes limit or change their activities, some even imprison themselves in their homes.

Recommended Strategies

Based on the analysis of the problems of crimes against the elderly, a number of recommendations were suggested:

The first recommendation was for a systematic process of collecting, aggregating, reporting and analyzing data on crimes against the elderly. The Pennsylvania State Police Uniform Crime Report should be modified to include information on the age, sex and race of the crime victims.

Secondly, the recommendation was made for greater coordination among the various state agencies. Many of these agencies currently have the expertise or resources to aid elderly or assist the reduction of crime among the elderly. In order to insure coordination, the Governor should consider the appointment of a special Interagency Task Force, comprised of representatives from the Department of Community Affairs, the Consumer Protection Agency, the Crime Victims Compensation Board, the Department of Banking, the Insurance Department, the State Police and the Commission on Crime and Delinquency.

Thirdly, a statewide crime awareness program tailored for the elderly could be initiated by both the Department of Aging and the Commission on Crime and Delinquency. Crime prevention education could be provided service providers to the elderly. This effort could be supplemented by an advertising campaign. Service providers could then provide crime prevention training to the elderly, assist in establishing Operation Identification programs in the community, as well as conduct residential security surveys for the elderly.

On a wider scope, efforts could be taken to establish community-based crime prevention programs that could establish in local neighborhoods crime prevention programs. Activities that could be undertaken include block watch, escort service and telephone assurance.

Fourthly, the study recommended that anti-fraud committees could be established, staffed by senior citizens with legal or trade skills. These committees could be assisted by consumer protection agencies already established in Pennsylvania.

Finally, recommendations were made to modify the 480-hour basic training for police officers to include instructions on crime and the elderly and the aging process. District Attorneys should be encouraged to provide a variety of services to assist the elderly crime victim.

APPENDIX E

STATE CORRECTIONAL FACILITIES: THEIR ADEQUACY NOW AND IN THE FUTURE

In January 1980, two studies of the State Correctional System were completed. One study was conducted by Urban Systems Institute of Carnegie-Mellon University, the other by the Pennsylvania Commission on Crime and Delinquency's Statistical Division.

Inmate Characteristics

Figure E-A, taken from the Commission study, displays the inmate characteristics as of November 30, 1979. Information on the offense the inmate was sentenced for and his race and sex are displayed. Figure E-B shows the age distribution of committed inmates and their sentence maximum as of December 31, 1978. Table E-1 highlights the average time served of inmates released in 1976 by offense.

Arrests

Both studies project arrests and used arrest projections in projecting prison population. Figure E-C displays the Commission's projection of arrests. Projections show that adult arrests will peak around 1983, experience a decline and begin to rise again after 1995. The Urban Institute Study's analysis of the crime rates indicate that if crime-specific arrest rates within demographic groups remain unchanged, arrests are projected to decrease 10 percent from 1980 to 1995. If arrest rates continue to change as they have over the past 5-10 years, total arrests will increase up to 25 percent by the year 2000. Figure E-D displays this projection of arrests through the year 2000.

Population

State populations were projected by both studies. The Urban Institute's study concluded that there would be changes in the demographic composition over the next 20 years, among which would be that the proportion of the population under 25 would decline from 38 percent to 30 percent by the year 2000. Figure E-E displays this information, showing the size of individual age groups increases, peaks and then declines. The peaks are much more pronounced for whites than non-whites.

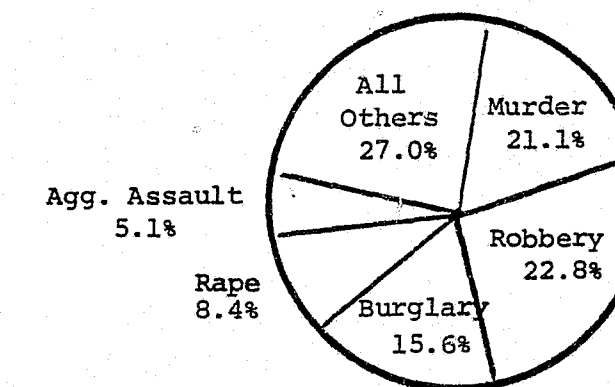
The Commission's study identified significant demographic shifts, in their analysis of the population. While the total adult population is expected to increase 6 percent by the year 2000, the number of 18-34 year olds is expected to drop by over 18 percent. It could be expected that a reduction in the number of persons in these "crime prone" ages would lead to a reduction in arrests.

I. Population Characteristics

On November 30, 1979, the Bureau had a committed population of 8,275 inmates. The following is an analysis of the characteristics of the Bureau's inmates.

Figure E-A

Status of Inmates by Committed Offense (November 30, 1979).



Status of Inmates by Race and Sex (December 31, 1978).



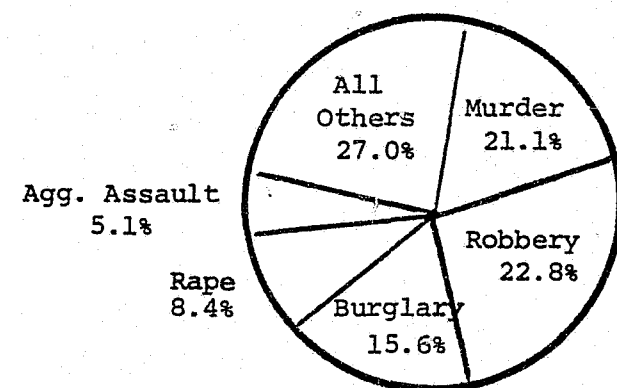
Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.

I. Population Characteristics

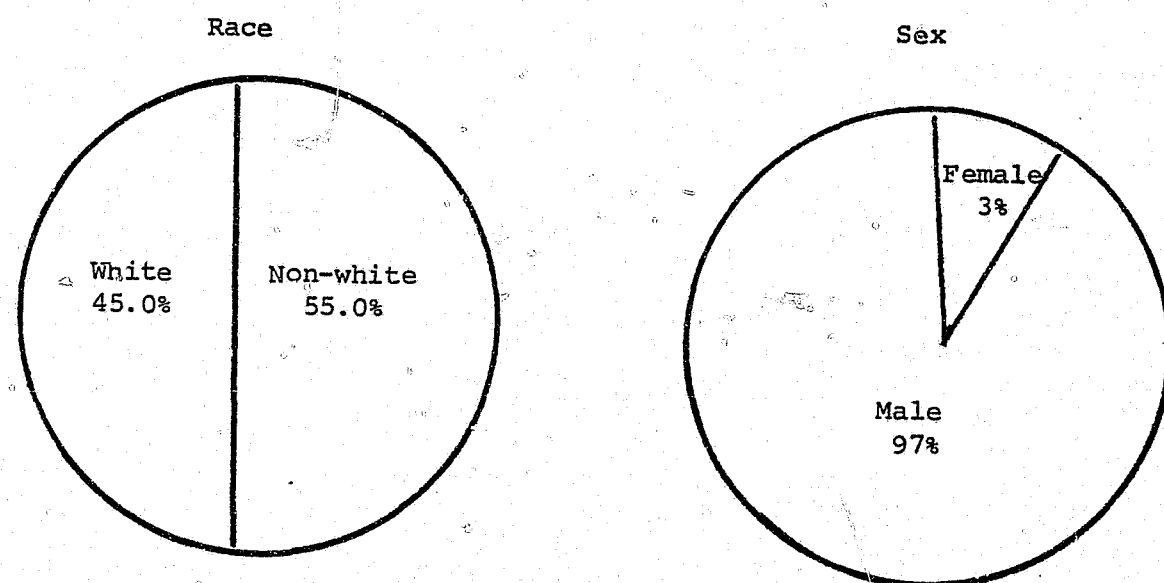
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Figure E-A

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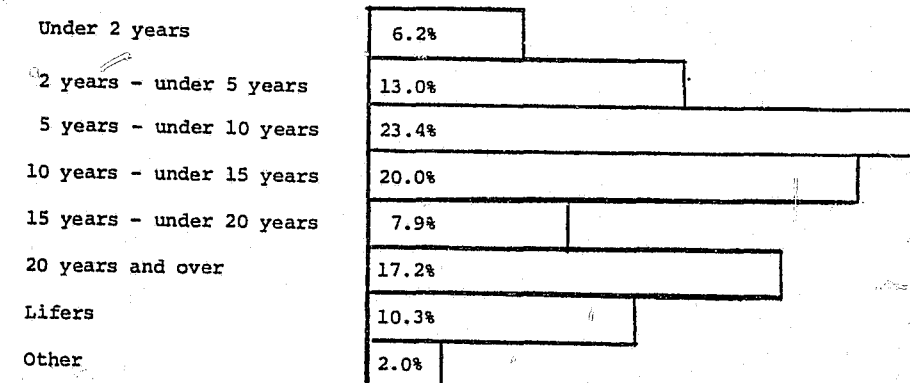
Status of Inmates by Race and Sex (December 31, 1978).



Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.

Figure E-B

Maximum Sentence Status of Inmates (December 31, 1978)



Age Distribution of Committed Inmates (December 31, 1978)

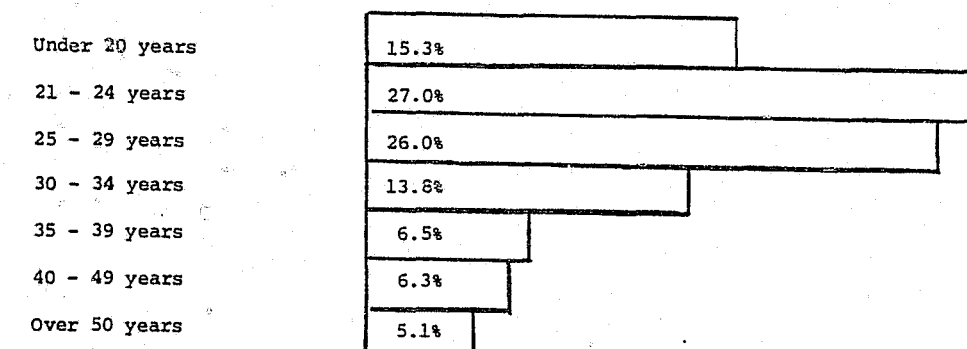


Table E-1

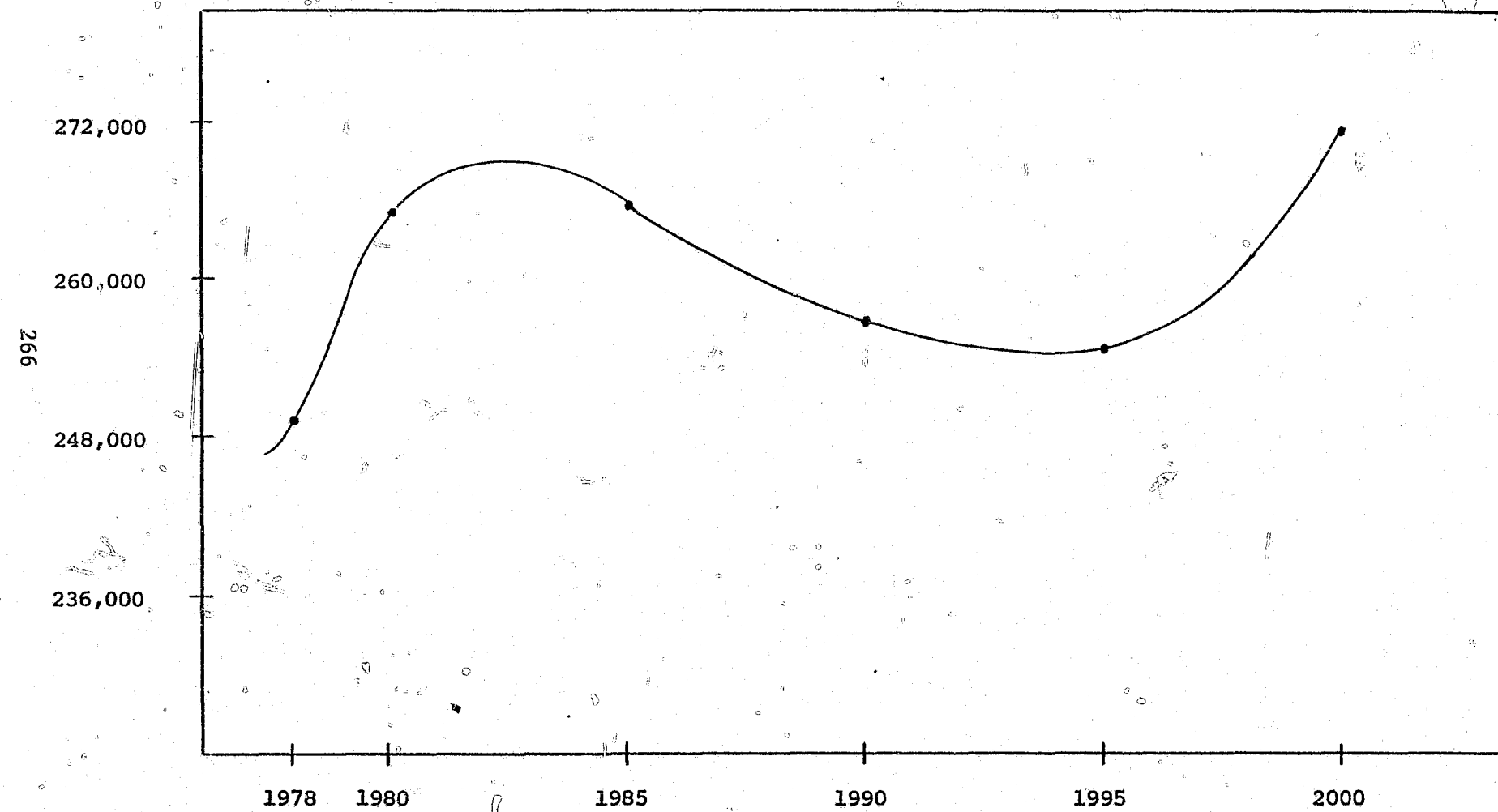
Average Time Served of Inmates Released in 1976 by Offense.

	# of Inmates	Average Time Served
Murder	277	5.4 years
Robbery	731	2.2 years
Burglary	653	1.6 years
Rape	111	3.8 years
Aggravated Assault	196	1.6 years
Drugs	401	1.4 years
Larceny	257	1.2 years
All Other Offenses	552	1.4 years
Total	3,488	1.9 years

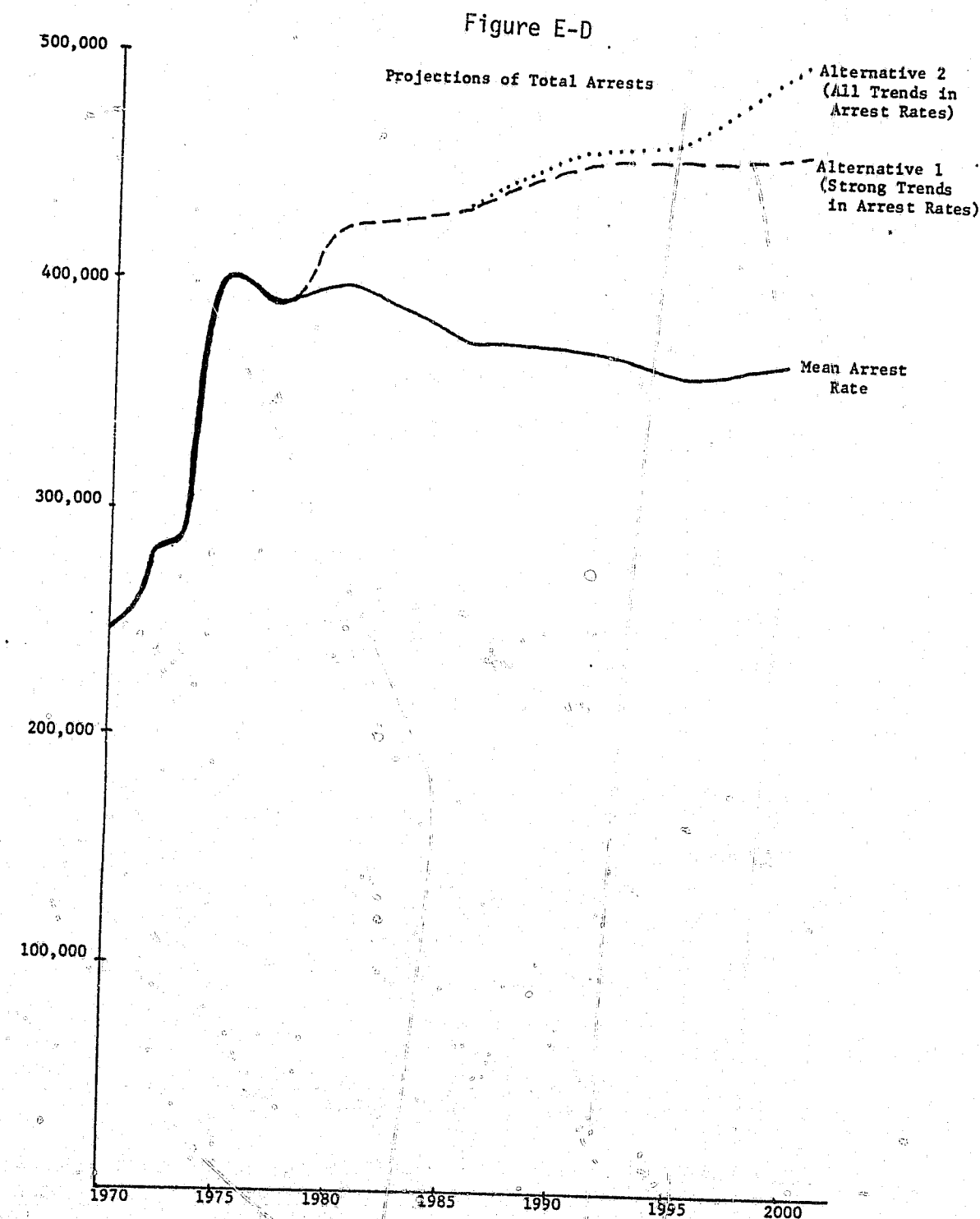
Sources: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.

Figure E-C

Adult Arrest Projections, 1980-2000

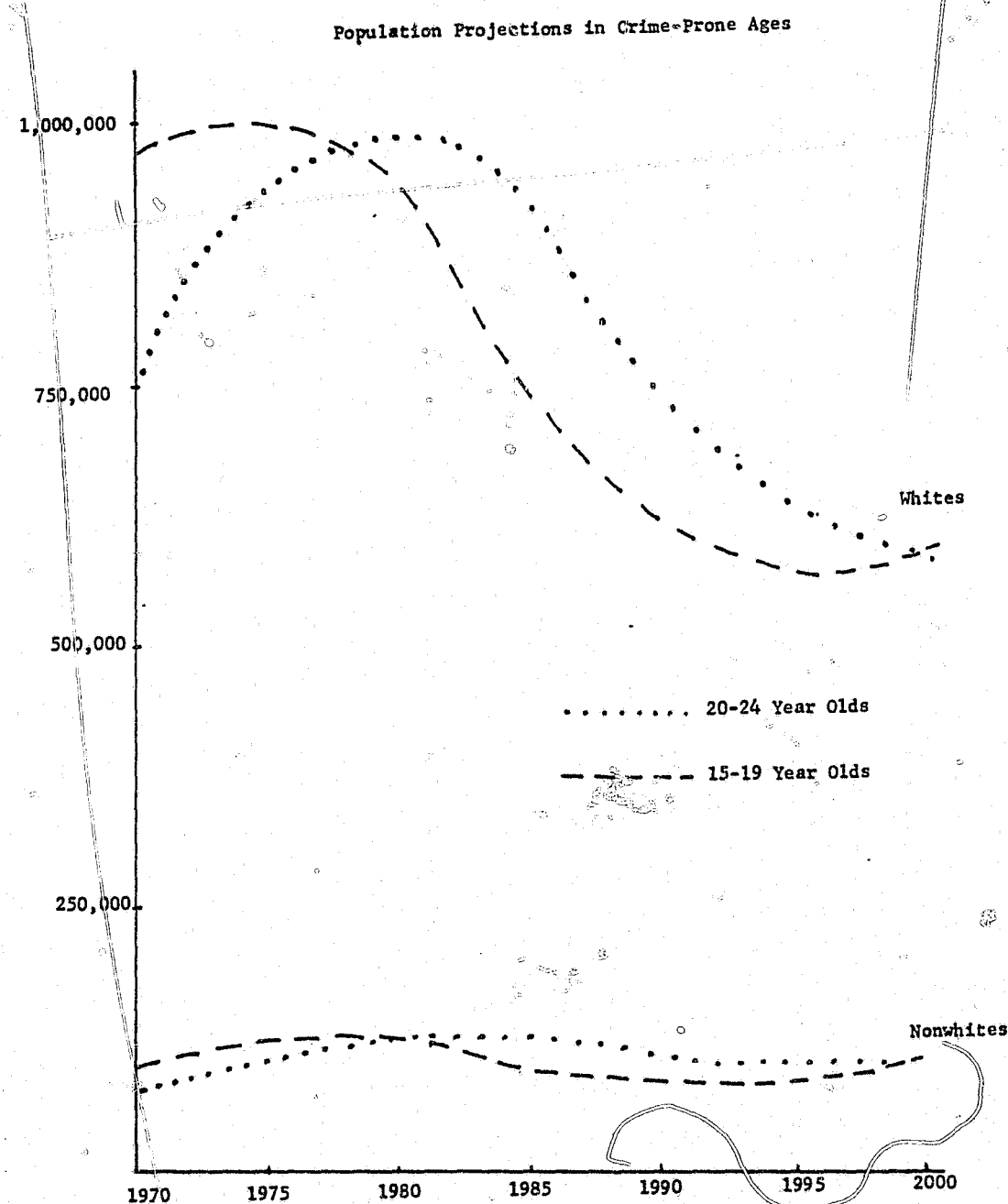


Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.



Source: Harold D. Miller, Urban Systems Institute, Carnegie-Mellon University, Demographically Disaggregated Projections of State Prison Populations in Pennsylvania, 1980-2000, January, 1980.

Figure E-E



Source: Harold D. Miller, Urban Systems Institute, Carnegie-Mellon University, Demographically Disaggregated Projections of State Prison Populations in Pennsylvania, 1980-2000, January, 1980.

of persons in this age category. Analysis of population projections also showed that the non-white population is expected to increase. Table E-2 displays the projected population in Pennsylvania.

Prison Reception

The projection of future state prison receptions was generated by applying estimates of the proportion of arrestees sent to state prisons to the arrest projections. This was done for each type of crime and demographic subgroup of arrestees. The Urban Institute prison receptions projection is displayed in Figure E-F and shows trends based on four assumptions. The assumptions are:

1. 1975 proportions of arrestees sent to prison will remain constant with no change in arrest rates,
2. 1975 proportions, with arrest trends,
3. 1978 proportions of arrestees sent to prison but no arrest trends,
4. 1978 proportions, with arrest trends.

Generally Figure E-F suggests that receptions to prison will increase by 10 percent to 25 percent by 1985.

The Commission's study and analysis of prison reception and projection assumes that the commitment rates will continue at approximately the 1978 levels for each demographic subcategory.

Prison Population Projections

Figure E-G projects the prison population in relationship to currently available beds. In making the projections, the Commission's analysis shows that prison population will peak in 1990 with a daily average population slightly below 8,700 people which is an increase of 17 percent. The projected average daily population physically present does not allow for daily population fluctuations, inmate movements, or other management/or programmatic purposes, so inclusion of 10 percent slack to accommodate this would require a peak housing need of 9,500 units.

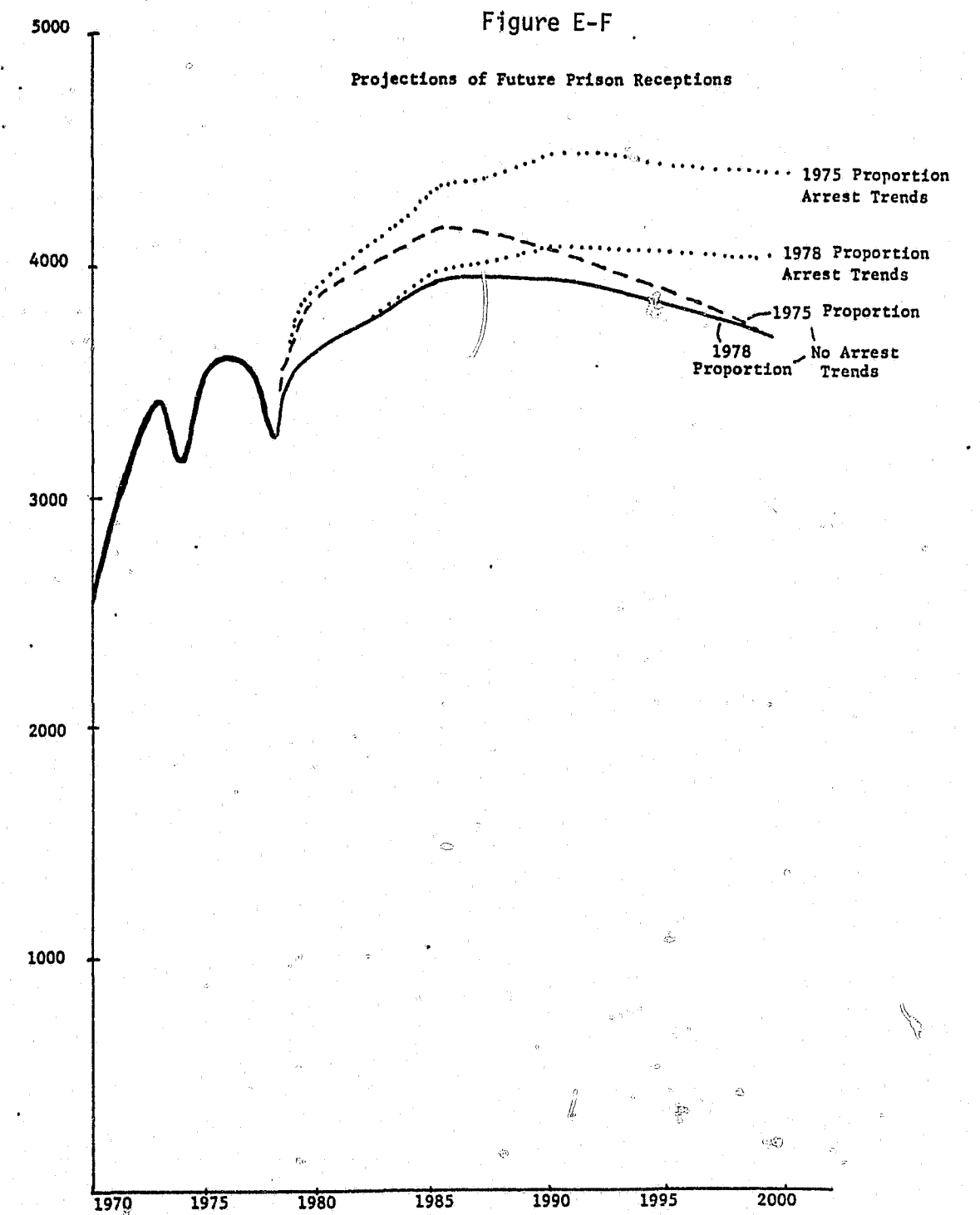
The Urban Institute, in its study reached a similar conclusion as to the projected prison population in the coming 20 years. They concluded that if there is no change in arrest rate and a continuation of 1978 levels of imprisonment and time served, a peak population of 10,150 inmates would occur in 1990. Figure E-H displays this trend in prison population given the above assumptions.

Table E-2

PENNSYLVANIA POPULATION PROJECTIONS BY AGE, BY RACE, BY YEAR

		1978	1980	1985	1990	1995	2000
18-19	White	412,193	383,614	321,442	266,309	296,790	328,441
	Non-White	48,697	45,261	41,291	40,022	50,243	61,534
20-24	White	868,578	970,211	869,389	738,117	604,734	712,339
	Non-White	101,824	121,226	127,571	110,928	102,375	133,458
25-34	White	1,438,312	1,674,425	1,841,883	1,774,142	1,540,326	1,309,563
	Non-White	159,455	188,427	230,909	250,626	240,326	217,980
35-44	White	1,155,925	1,149,267	1,341,948	1,613,490	1,781,904	1,723,737
	Non-White	122,185	124,583	144,827	185,874	225,988	248,976
45-54	White	1,257,872	1,161,069	1,028,647	1,086,093	1,274,062	1,543,080
	Non-White	115,661	115,855	111,545	119,244	138,987	179,819
55 +	White	2,589,025	2,707,366	2,798,881	2,766,141	2,686,156	2,687,619
	Non-White	174,694	203,342	223,603	234,891	245,305	257,459

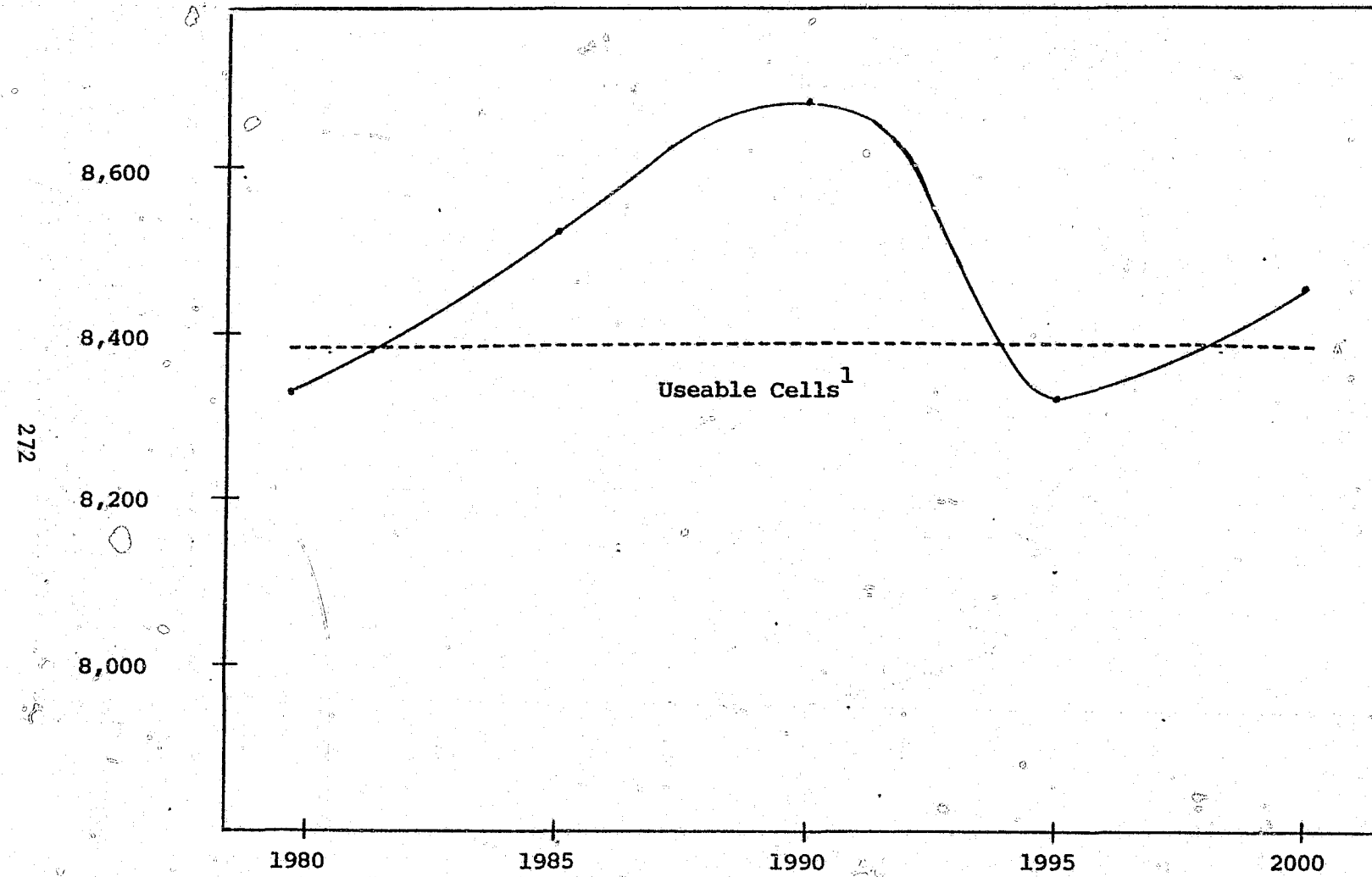
Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.



Source: Harold D. Miller, Urban Systems Institute, Carnegie-Mellon University, Demographically Disaggregated Projections of State Prison Populations in Pennsylvania, 1980-2000, January, 1980.

Figure E-G

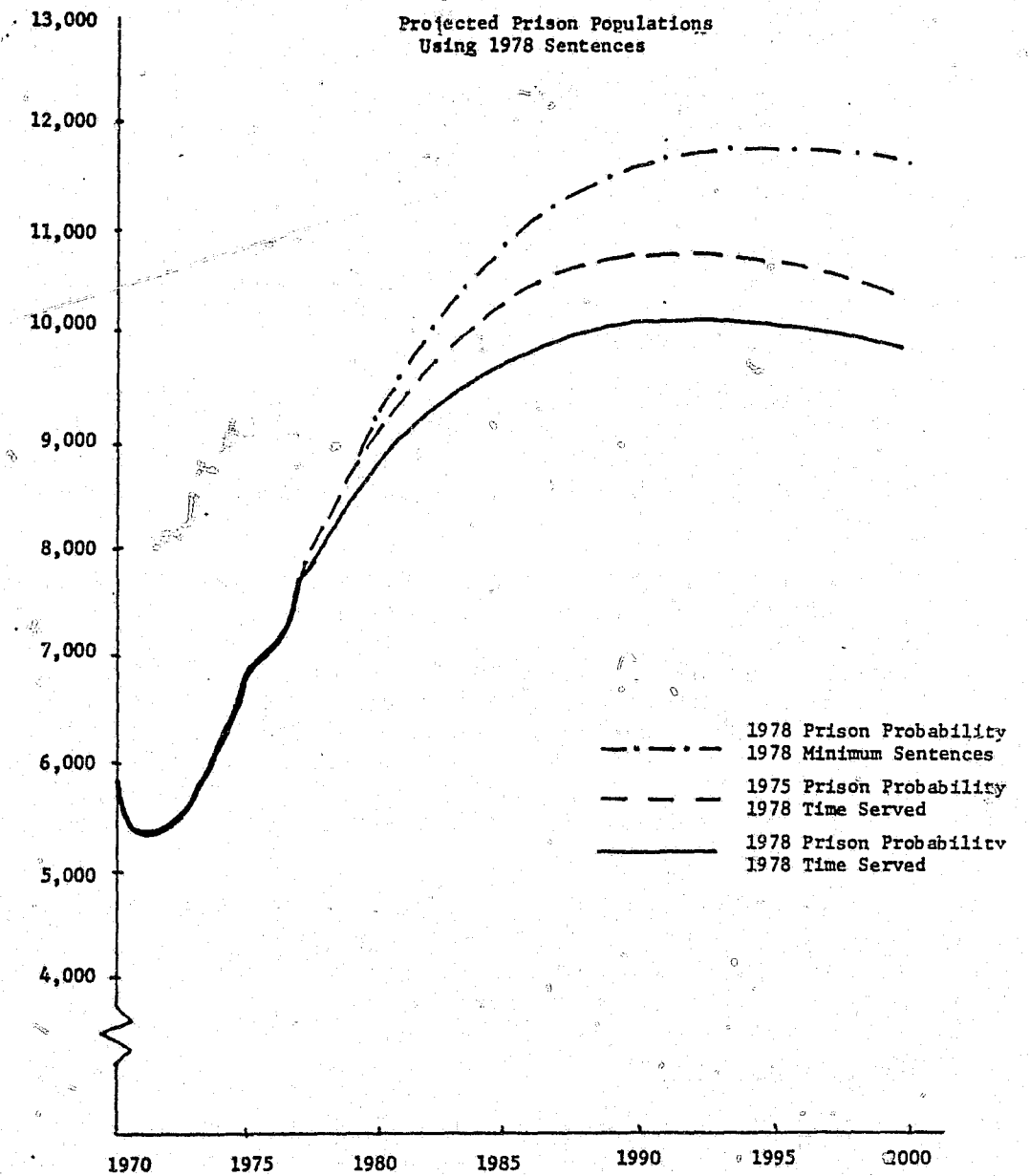
Projected Average Daily Prison Population in the Pennsylvania
Bureau of Correction, 1980-2000



¹8,380 useable cells in the Bureau of Correction as of November, 1979.

Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.

Figure E-H



Source: Harold D. Miller, Urban Systems Institute, Carnegie-Mellon University, Demographically Disaggregated Projections of State Prison Populations in Pennsylvania, 1980-2000, January, 1980.

Facilities Requirements

Table E-3 shows that the Bureau of Correction has a current usable housing capacity of 8,380, with 495 units unusable. Table E-4 compares housing capacity with both committed inmate population and average daily population. Based on their analysis the Commission study made the following observations:

1. The Bureau of Correction presently has enough capacity to house its average daily population and its committed population. However, a severe housing problem will arise in the very near future.
2. Graterford and Pittsburgh Correctional Institutions are currently experiencing the most serious housing problems. This may be due to the fact that both institutions serve as a diagnostic and classification center.

The Commission's study projected a 1990 peak in average daily prison population at slightly below 8,700 people. Therefore, the Bureau may need as many as 8,800 cells in 1990. Since the Bureau has only 8,380 useable cells as of November 1979, it is apparent that additional cell space will be needed.

The results of the Urban Institute's projection of prison population is displayed in Figure E-I. Four projections were made based on various assumptions. The highest prison populations are projected using the 1975 incarceration probability given arrest and the 1978 time served assumptions. Under these assumptions, prison population peaks in 1991 at a total population of 10,800. The lowest prison projections are achieved assuming the 1978 incarceration probabilities given arrest and 1975 time served. Under these assumptions prison population peaks in 1990 at 9,250. Figure E-J projects prison population with arrest trends continuing and also with constant arrest rates.

The Urban Institute's analysis noted an increasing trend in minimum sentences from 1971 to 1975, which continued into 1978. Therefore, if minimum sentences in 1978 are assumed to represent the time served, resulting prison projections are much higher.

Alternatives to Prison

Both the Commission and Urban Institute recommend various alternatives rather than building additional prisons to house the increasing prison population.

The Commission analyzed two alternatives to solve the overcrowding problem. The first would call for greater utilization of Community Service Centers (half-way houses) and the second analyzes the impact of determinate sentencing prison population.

Table E-3

Existing Housing Capacity of the Bureau (November 30, 1979);

	Single Cells ¹			Other Housing ²			Total Capacity		
	Useable	Unuseable	Total	Useable	Unuseable	Total	Useable	Unuseable	Total
Camp Hill	1,320	94	1,414	0	0	0	1,320	94	1,414
Dallas	982	11	993	45	0	45	1,027	11	1,038
Graterford	1,644	195	1,839	83	0	83	1,727	195	1,922
Huntingdon	1,165	47	1,212	28	0	28	1,193	47	1,240
Muncy	41	7	48	236	110	346	277	117	394
Pittsburgh	962	18	980	98	0	98	1,060	18	1,078
Rockview	994	13	1,007	16	0	16	1,010	13	1,023
Reg. Facility Mercer	180	0	180	10	0	10	190	0	190
Reg. Facility Greensburg	120	0	120	128	0	128	248	0	248
Comm. Service Centers (15)	0	0	0	319	0	319	319	0	319
Group Homes (4)	0	0	0	9	0	9	9	0	9
Totals	7,408	385	7,793	972	110	1,082	8,380	495	8,875

¹Single Cell - Includes general population, diagnostic and classification capacity, and special assignment capacity. The total general population capacity for the nine state facilities is 7,310.

²Other Housing - Includes hospital space, cottages, work release facilities, dorms, and special medical areas.

Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.

Table E-4

Comparison of Housing Capacity vs. Committed Population.

Facility	Committed Inmate Pop.		11/30/79 Population As % Of	
	12/31/78	11/30/79	Total Useable Capacity	Total Capacity
State Correctional Facilities				
Camp Hill	1,164	1,210	92%	86%
Dallas	976	1,027	100%	99%
Graterford	1,864	1,843	107%	96%
Huntingdon	1,058	1,093	92%	88%
Pittsburgh	1,056	1,137	107%	105%
Rockview	889	908	90%	89%
Muncy	214	267	96%	68%
	7,221	7,485	98%	92%
Reg. Correctional Facilities				
Greensburg	239	273	110%	110%
Mercer	89	178	94%	94%
	328	451	103%	103%
Other Facilities				
Community Centers & Group Homes	296	339	103%	103%
Total	7,845	8,275	99%	93%

Comparison of Housing Capacity vs. Average Daily Population.

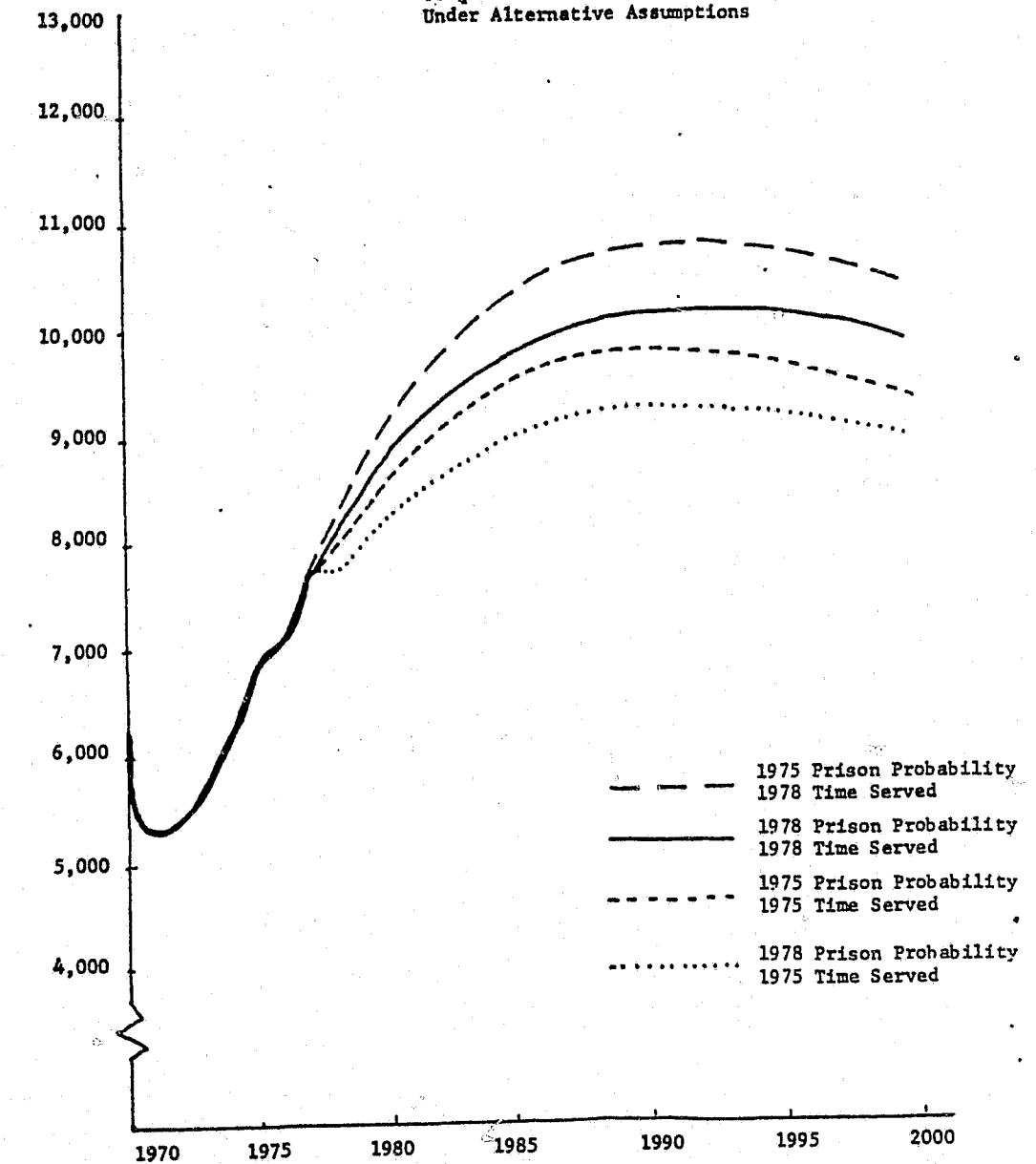
Facility	Average Daily Population		1978 Avg. Daily Pop. As % Of	
	1977	1978	Total Useable Capacity	Total Capacity
State Correctional Facilities				
Camp Hill	1,122	1,130	86%	80%
Dallas	865	880	86%	85%
Graterford	1,801	1,830	106%	95%
Huntingdon	997	992	83%	80%
Pittsburgh	1,042	1,016	96%	94%
Rockview	864	825	82%	81%
Muncy	224	218	79%	55%
	6,915	6,331	83%	78%
Reg. Correctional Facilities				
Greensburg	209	187		
Mercer	209	14 (opened 9/'78)	*	*
Other Facilities				
Community Centers & Group Homes	276	283	86%	86%
Total	7,400	7,392	88%	83%

*Percentage not included for State Regional Correctional Facility as this facility was not opened until September, 1978, and therefore had only an average daily population of 14 for the year.

Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.

Figure E-I

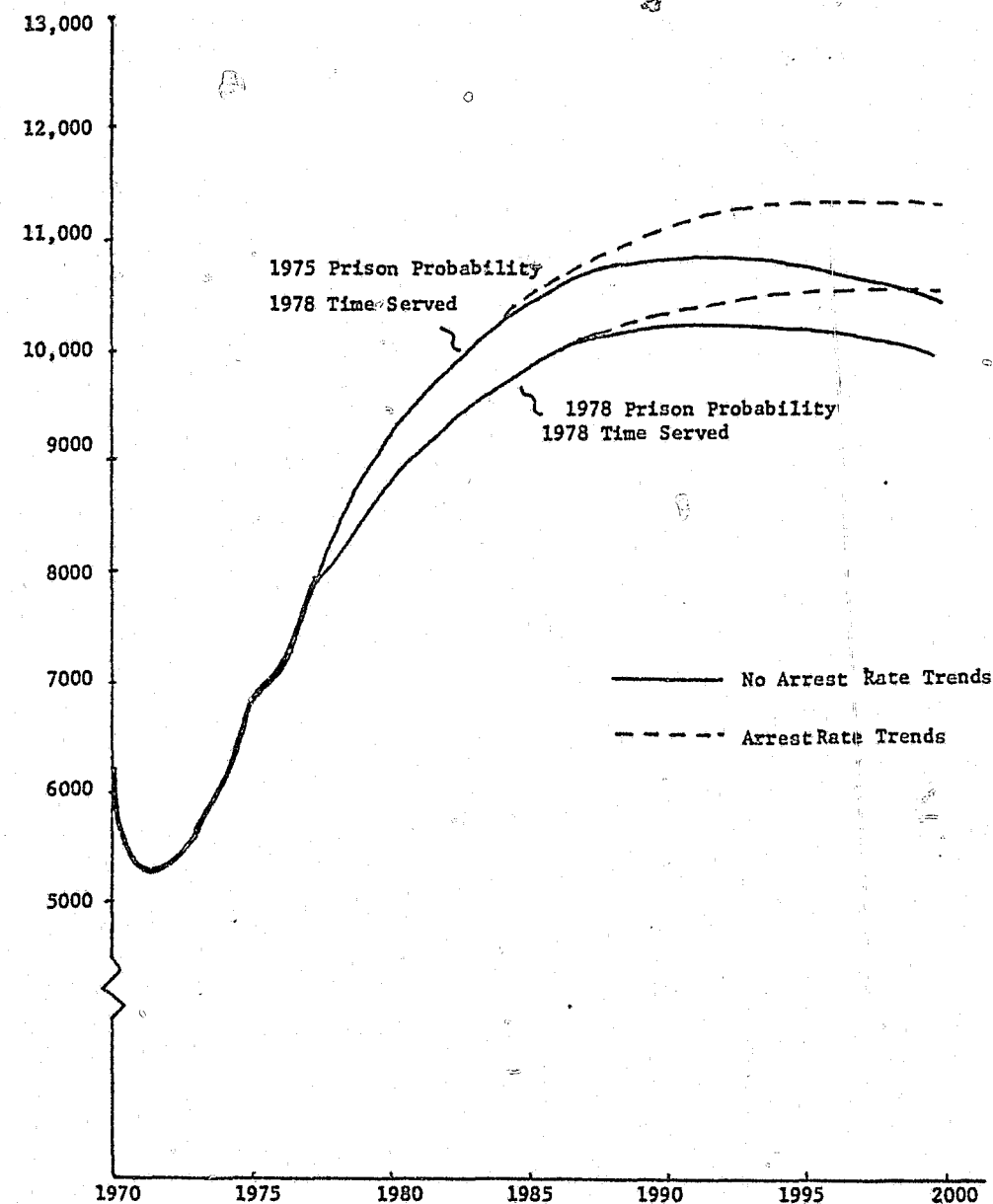
Projected Prison Populations Under Alternative Assumptions



Source: Harold D. Miller, Urban Systems Institute, Carnegie-Mellon University, Demographically Disaggregated Projections of State Prison Populations in Pennsylvania, 1980-2000, January, 1980.

Figure E-J

Projections of Prison Populations
With and Without Arrest Rate Trends



Source: Harold D. Miller, Urban Systems Institute, Carnegie-Mellon University, Demographically Disaggregated Projections of State Prison Populations in Pennsylvania, 1980-2000, January, 1980.

Currently there are 15 community service centers (12 male, 3 female) in Pennsylvania which house approximately 21 pre-released inmates at an annual cost of \$180,000 per center. Approximately 50 inmates eligible for pre-release wait approximately 2 months before actual placement. Additionally there are approximately 60 inmates listed as pending Bureau review for pre-release to community service centers. The assumption of the analysis was that one-half of all inmates eligible for pre-release would be released. One hundred inmates a month (combining eligible and potentially eligible pending inmates) could be placed in community service centers. The placement of these 100 inmates a month would reduce the institutional population by 600 per year. To house 600 inmates in community service centers would require the establishment of 18 additional centers and require \$3,240,000 per year or \$5,400 per inmate. The \$5,400 per inmate compares favorably to an estimated cost per inmate of \$8,000 per inmate per year in state prison.

Pennsylvania currently uses an indeterminate sentencing strategy. Upon serving the minimum sentence, the inmate becomes eligible for parole. Nine out of 10 inmates eventually leave a state institution on parole. Table E-5 projects alternative determinate sentencing strategies under two assumptions: (1) the elimination of parole would result in a 0, 25 or 50 percent increase in current average time served and (2) that good time credit would be earned on a 1 for 1, 1 for 2, or a 1 for 5 basis.

Table E-5

Impact of Various Determinate Sentencing
Options on Projected Average Daily Prison Populations
through 2000

Percent Increase in Average Time Served	Good Time Credit Policy	1985		1990		1995		2000	
		ADP	% Change	ADP	% Change	ADP	% Change	ADP	% Change
0	1 for 1	5,091	(-40)	5,108	(-41)	4,906	(-41)	5,019	(-41)
25	1 for 1	6,192	(-27)	6,256	(-28)	6,003	(-28)	6,120	(-28)
50	1 for 1	7,288	(-15)	7,396	(-15)	7,095	(-15)	7,220	(-15)
280	0	6,257	(-27)	6,320	(-27)	6,067	(-27)	6,187	(-27)
	25	7,652	(-10)	7,774	(-10)	7,456	(-10)	7,583	(-10)
	50	9,039	(+ 6)	9,220	(+ 6)	8,840	(+ 6)	8,975	(+ 6)
0	1 for 5	7,852	(- 8)	7,983	(- 8)	7,657	(- 8)	7,785	(- 8)
25	1 for 5	9,652	(+13)	9,855	(+14)	9,448	(+14)	9,587	(+13)
50	1 for 5	11,447	(+34)	11,726	(+35)	11,234	(+35)	11,385	(+35)

Source: Pennsylvania Commission on Crime and Delinquency, An Analysis of the Adequacy of our State Correctional Facilities Now and in the Future, January 11, 1980.

APPENDIX F

A STUDY OF PRE-TRIAL RELEASE BY ROBERT A. WILSON

Background

Currently there are eleven (11) bail agencies operating in Pennsylvania, all within the larger counties. Such programs in Pennsylvania and elsewhere arose partly as a response to problems in the bail bondsman approach and partly out of a desire to provide a means of pre-trial release that was both fairer to defendants and more responsive to the needs of the criminal justice system; such as reduction of jail overcrowding.

The Pennsylvania Commission on Crime and Delinquency (formerly the Governor's Justice Commission) provided seed money for eight (8) of the eleven (11) projects included in this report.

Rule 4004 of the Pennsylvania Rules of Criminal Procedure sets forth standards or criteria for setting bail. The stated purpose is to insure the presence of the defendant as required by the bond. Standards (or criteria) to be used include: the offense charged, likelihood of conviction and penalty, employment status, financial condition, family relationship, past and present residence, past history of appearances while on bail, criminal history, drug addiction and other factors relating to community ties, age and character. The above standards were taken essentially from the Manhattan Bail Project in New York City, initiated by the Vera Institute of Justice and others.

Rule 4008 of the Pennsylvania Rules describes the duties and powers of a bail agency which may be established by a Court of Common Pleas. These include the power to be a surety and evaluate other prospective sureties; to recommend to the court the bail risk of defendants under release-on-recognizance, nominal bail and percentage cash bail programs; and to keep account of the whereabouts of defendants and inform the court of violations of conditions of release.

Major Research Questions

The study is primarily descriptive in nature to aid our understanding of what bail agencies are like, how they operate and how their operations compare with various standards. In addition, the author has provided recommendations on what should be done to improve the existing situation. Not all of the areas studied are included in this summary, but a complete list of the research questions appears below in the event the reader may wish to consult the full report:

1. What are the standards which are currently employed with regard to money bail, release-on-recognizance and alternative diversion programs in bail and pre-trial agencies throughout the Commonwealth?

1. (cont'd)

How do these compare to national standards, e.g., those recently promulgated by the National Association of Pre-trial Service Agencies? What are the optimal standards for bail agencies serving: (a) metropolitan and (b) non-metropolitan areas in the Commonwealth?

- a. Release standards (subjective vs. objective point criteria)
- b. Supervision of released defendants while on trial
- c. Appropriateness of target groups
- d. Interview, verification and recommendation techniques
- e. Interface with court, police, corrections and other community agencies
- f. Adequacy of staff and resources
- g. Preliminary estimate of cost effectiveness
- h. Personnel practices and job classifications
- i. Effectiveness in supervising dangerous defendants (e.g., those arrested for priority crimes such as rape, robbery and burglary)
- j. Interface with bail bondsmen
- k. Responsiveness to expressed needs of individual community
- l. Training needs for both administrative and line staff
- m. Evaluation practices and needs
- n. Use of management information for monitoring planning and decision-making
- o. Needs for other services which support pre-trial and bail programs (e.g., drug and alcohol rehabilitation, employment counseling and education, etc.)

2. What is the extent of the jurisdictional crossover problem involving pre-trial defendants which exists throughout Pennsylvania and with neighboring states? (Estimate of size, scope and cost of problem.)

- a. How many persons are arrested who reside in jurisdictions other than where they were arrested?
- b. How many are released on money bail, released-on-recognizance, and other variations of pre-trial release programs? For those who are not released, what is the reason?
- c. How many defendants from "outside" jurisdictions are released on money bail?
- d. How many defendants arrested in one jurisdiction and residing in other jurisdictions are incarcerated? For how long? What would be required for pre-trial release to take place?
- e. What is the current information sharing regarding pre-trial release across jurisdictions?
- f. What is the extent of sharing of supervision of pre-trial defendants across jurisdictions?
- g. What is the extent of sharing of pre-trial diversion programs across jurisdictions (e.g., if a conditional release program exists in one jurisdiction but not in another, can the jurisdiction not having the program contract with the other jurisdiction to perform this service)?

3. What other problems relating to particular types of charges/ crimes which are involved in interjurisdictional cases?

- a. Which of these cases may require special information sharing? (e.g., bank robbers, murderers, rapists or robbers)?
- b. Should there be particular types of agreements developed between jurisdictions and states which apply to certain high priority crimes (rape, robbery, murder)?
- c. What kind of information is available between jurisdictions with respect to these target crimes?
- d. What type of information is available from police departments, state police and F.B.I. which might be helpful in pre-trial programs? What is the turnaround time in getting this information? What is the cost? What are the legal restrictions?

4. What are the impacts in terms of caseloads and costs as a result of interjurisdictional problems? Also, on courts, parole, corrections and pre-trial release agencies?

5. Can "career criminals" be identified through cross-jurisdictional information sharing?

6. Can information be shared across jurisdictions regarding defendants who are incarcerated? (A large number of defendants fail to appear at hearings because they are incarcerated at the time of the hearing.)

7. What is the optimal pattern of information sharing in terms of the efficiencies of pre-trial release programs? This question suggests an analysis of the network of information flow as it currently exists as compared to "optimal" patterns produced through simulation of the information pool in the metropolitan area.

8. What is the optimal pattern of pre-trial supervision sharing across jurisdictions in terms of the efficiencies of criminal justice system operations and the impact on defendants?

9. What specific metropolitan and regional models are feasible and practical in terms of information sharing, supervision, cooperative agreements or compacts?

10. What is the appropriate role of local planning agencies, state planning agencies and federal government with respect to interjurisdictional planning for bail programs and pre-trial services?

11. What are the alternative operational models for optimal cooperation between Pennsylvania jurisdictions in the pre-trial service area? This final question suggests several prototypes which would be applicable at the statewide level.

Methodology

The researcher developed a 30-page "interview guide" which was used to survey key staff of each of the eleven areas/agencies studied, including nine bail agencies: Philadelphia Pre-trial Services Division, Allegheny County Bail Agency, Community Release Agency (Allegheny County), Chester County Bail Agency, Delaware County Bail Agency, Montgomery County Bail Agency, Lehigh Valley Bail Fund (Lehigh/Northampton Counties), Berks County Prison Society, Dauphin County Bail Program, Wayne County (No Bail Program) and Lackawanna County (No Bail Program). In addition, some individual records were sampled in some agencies. Lackawanna and Wayne Counties were included to expand the scope of the study somewhat to encompass all bail operations, since bail decisions are made with or without formal programs.

The standards used in the analysis to assess the practical release function were the Pennsylvania Rules of Criminal Procedure and the Standards of the National Association of Pre-trial Service Agencies¹.

Findings

1. With respect to their use of the criteria outlined in the Pennsylvania Rules of Criminal Procedure, nine of the eleven agencies and jurisdictions surveyed said they use all of them. Since bail-related decisions are mostly at the district justice level and since much of the data needed to verify the prescribed criteria is difficult to obtain, especially at night, the researcher feels it is likely that many if not most bail decisions are made without the proper information. The information is used only when available, but not in all cases. Source information can be verified only by checking police files and records of social agencies, often an impossible task prior to preliminary arraignment.

Interviews with district justices in a single county indicated frequent neglect of the Pennsylvania Rules regarding bail and little understanding of how and when to use various forms of pre-trial release. The resulting decision-making process is therefore random.

2. With respect to their adherence to the powers and duties of bail agencies outlined in the Pennsylvania Rules, most agencies said they followed those rules. In the researcher's judgement, however, the rules were followed in a spirit of minimal compliance to assure only that defendants are processed through the system. There are three (3) major areas of difficulty:
 - a. Information needed is often unavailable;
 - b. When available, it is not used in a systematic way relating to bail risk (subjective factors often intervene); and
 - c. The needs of released defendants and the community are often

¹Performance Standards and Goals for Pre-trial Release and Diversion, Pre-trial Release. Washington, D. C., National Association of Pre-trial Service Agencies, July, 1978.

c. (cont'd)

not assessed, including cases involving drug, alcohol or employment problems where help could be provided. Most bail-setting authorities neglect the rehabilitative potential during the pre-trial release period.

3. On the following page, Table F-1 from the report is reproduced to indicate adherence to the National Association's performance standards. The table headings generally give a good idea of the thrust of each standard. "Structure/Process to Meet Community and Commonwealth Needs" means the agency "should provide direct services to pre-trial releases", (including preparation of recommendations regarding release), "and the court should coordinate other services with other agencies for the benefit of pre-trial releases".

In interpreting the responses to "Provide a Full Range of Services", it should be kept in mind that the counties answering "no" may provide the services in a decentralized fashion through various agencies.

4. In only two jurisdictions (Philadelphia and Delaware) does the bail interview precede the preliminary arraignment. In two more locations (Wayne and Lackawanna) it occurs at preliminary arraignment and in one (Allegheny) it is typically just after preliminary arraignment. In most jurisdictions with a bail agency, the interview is in jail during the first day of incarceration while in one county the interview was during the first week of incarceration.

Estimates were developed of the number of prisoner days and related costs which would have been saved had all jurisdictions conducted bail interviews and prepared recommendations prior to the preliminary arraignment. Because projections of prisoner days were based on ratios developed in only two counties and because cost projections do not consider relatively high, fixed overhead costs, the results are not summarized here. The reader is invited to contact the Pennsylvania Commission on Crime and Delinquency for more details. While the degree of cost savings is uncertain, the Pennsylvania Commission on Crime and Delinquency acknowledges that some cost savings will be realized in such direct expenses as food and that in some limited instances the need for additional staff and/or facilities may be deferred.

5. All agencies verify to some degree the information they receive from defendants but the quality and vigor varies substantially. In many instances basic information on criminal history is ignored and information on community ties is used frequently only by bail agencies, not often by district justices. Systematic verification would substantially reduce failure to appear rates.

Table F-1

ADHERENCE TO PERFORMANCE STANDARDS AND GOALS FOR PRETRIAL RELEASE AND DIVERSION,
NATIONAL ASSOCIATION OF PRETRIAL SERVICE AGENCIES,
11 PENNSYLVANIA AGENCIES AND JURISDICTIONS 1979

Agency-Jurisdiction	Presumption of Release on Promise to Appear		Standard Release Accomplished at Earliest Time in Least Restrictive Way		Presumption of Own Recognition Release		Minimal Emphasis on Financial Conditions		Conditions of Release are Monitored		Preventative Detention	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Philadelphia Pretrial Services	X		X		X		X		X		X	
Allegheny County Bail Agency	X			X	X			X	X		X	
Pittsburgh Community Release Agency		X		X		X		X	X		X	
Chester County Bail Agency	X			X	X		X		X		X	
Delaware County Bail Agency	X		X		X		X		X		X	
Montgomery County Bail Officer	X		X		X		X			X	X	
Lehigh Valley Bail Fund		X		X		X		X	X		X	
Berks County Prison Society		X		X		X		X	X		X	
Dauphin County Bail Program	X			X		X		X	X		X	
Wayne County		X	X		X			X	X		X	
Lackawanna County		X		X		X		X	X		X	
TOTAL	6	5	4	7	6	5	4	7	10	1	10	0

Table F-1
(cont'd)

ADHERENCE TO PERFORMANCE STANDARDS AND GOALS FOR PRETRIAL RELEASE AND DIVERSION,
NATIONAL ASSOCIATION OF PRETRIAL SERVICE AGENCIES,
11 PENNSYLVANIA AGENCIES AND JURISDICTIONS 1979

Agency-Jurisdiction	Operational Goals for Efficient & Equitable Bail Process		Structure/Process to Meet Community and Commonwealth Needs		Provide Full Range of Services		Evaluate Bail Risk and Provide Recom- mendations to Court		Confiden- tiality Maintained		Management Informa- tion and Evaluation		TOTAL	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Philadelphia Pretrial Services	X		X		X		X		X		X		12	0
Allegheny County Bail Agency		X	X		X		X		X		X		9	3
Pittsburgh Community Release Agency		X	X		X		X		X			X	6	6
Chester County Bail Agency	X		X		X		X		X		X		11	1
Delaware County Bail Agency		X	X		X		X		X		X		11	1
Montgomery County Bail Officer		X		X		X	X		X			X	7	5
Lehigh Valley Bail Fund	X		X			X	X		X			X	6	6
Berks County Prison Society		X		X		X	X		X			X	4	8
Dauphin County Bail Program	X		X			X	X		X			X	8	4
Wayne County		X		X		X	X		X			X	6	6
Lackawanna County		X		X		X	X		X			X	4	8
TOTAL	4	7	7	4	5	6	11	0	11	0	4	7	84	48

6. Only four (4) agencies provide a written recommendation to the judge for bail decisions. In two jurisdictions (Berks and Dauphin Counties) the bail agency must get approval from the district attorney's office prior to submitting a recommendation to the courts. The author feels this arrangement is inappropriate, that the bail agency should advise the judiciary directly.
7. Two agencies have staff to apprehend fugitives and serve warrants, those in Philadelphia and Chester Counties. The author suggests this is not a necessary function and questions whether it is appropriate for a bail agency, as opposed to other agencies with apprehension functions.
8. Most agencies (8) use a procedure of check-in calls to maintain contact with defendants.
9. Two counties (Berks and Dauphin) use volunteer help extensively.
10. Often the decision to release is on the condition that the defendant agree to undergo treatment or therapy during the pre-trial period. This is often an informal agreement with services arranged through health or social service agencies. Only two agencies in Philadelphia and Allegheny Counties have formal conditional release programs.
11. Problems associated with defendants who reside outside the jurisdiction of arrest are most serious in the Philadelphia metropolitan area, including surrounding counties. Philadelphia estimated over 1,000 such defendants annually; Chester estimated over 400 and Montgomery over 300. Verification of information and resulting protracted detention are the most serious aspects of the problem. The Allegheny County Bail Agency and Lackawanna County indicated crossovers were no problem, but all of the remaining areas felt they had a problem even if they had no estimate of the number of cases annually.

All of the agencies reported that they seek information from and provide information to other jurisdictions. Seven indicated they supervise defendants who reside in their jurisdiction but were arrested elsewhere.

Ten of the eleven jurisdictions agreed on a need for a statewide formal bail agreement or compact regarding sharing of information and supervision. This would help solve problems that now exist due to a lack of standardized procedures.

12. The role of the bail bondsman is less than 5 percent of total releases in areas served by bail agencies, compared to 10-20 percent of post-incarceration releases where there is no bail agency.

13. There are no particular types of problems associated with the crimes of rape, robbery and burglary including interjurisdictional problems. Due to better State Police information on these crimes, information is easier to obtain and problems are fewer.

Recommendations

The research report offers the following recommendations for improving pre-trial processes. No order of priority is provided.

1. Principles stated or implied in standards developed by the National Association of Pre-trial Service Agencies should be incorporated into the Pennsylvania Rules of Criminal Procedure.
2. Based on this study and other evidence, the Pennsylvania Rules should be changed as follows:
 - a. There should be a strong presumption of release-on-recognizance unless there is strong evidence that this would not be appropriate.
 - b. The rules should specify the steps or procedures to be followed in considering the release criteria in the Pennsylvania Rules. If a point system is used, it should reflect actual experience in each county.
 - c. The manner of verification of information should be specified.
 - d. Every county judicial district should be required to establish a bail agency or bail authority which would provide written recommendations to judges at preliminary hearings.
 - e. Age should be eliminated as a factor in bail decisions since a recent evaluation of the Chester County Bail Agency showed no relationship between age and failure to appear.
3. Information relating to compliance with the Pennsylvania Rules should be maintained by the State Court Administrator.
4. The State Court Administrator, in conjunction with appropriate agencies, should develop a standardized conditional release procedure for all jurisdictions. This would be used in those cases where treatment or therapy was deemed appropriate prior to trial. Standards should involve selection of participants as well as certification of programs.
5. Bail evaluation should precede preliminary arraignment wherever possible (even without changes in the Pennsylvania Rules requiring this). The author recognizes that this would require time and a major financial commitment. However, the results in cost savings and system improvement would justify the expense.

6. The use of centralized arraignment should be considered as a means of centralizing the bail interview and recommendation functions for greater efficiency.
7. Where centralized arraignment is not feasible, bail interviews and recommendations should be provided by existing or new court personnel at the district justice level.
8. Pennsylvania should consider permitting station-house and field release by police on a written promise to appear in court. Checks should be made first to determine if the defendant has an outstanding arrest warrant or failed to appear previously. This procedure was developed in New York City and Washington, D. C.
9. The Pennsylvania Commission on Crime and Delinquency should convene a meeting of bail authorities and others from around the state in order to establish procedures governing the sharing of bail-related information among jurisdictions and the supervision of defendants arrested in other jurisdictions.
10. Additional training should be provided to district justices regarding proper application of the Pennsylvania Rules on pre-trial release.
11. The Commonwealth should monitor all prison planning efforts to assure that adequate consideration is given to improving pre-trial release programming as a means of reducing jail populations.
12. The Pennsylvania Commission on Crime and Delinquency should investigate the possibility of regional bail authorities in the long term for the purpose of monitoring local activities, sharing information and helping to implement conditional release.
13. When uniform bail procedures are developed, consideration should be given to a "staged" approach with additional screening and releasing at each stage. The first stage might be "police release" on the street or in the police station. If this cannot be done with confidence, the defendant would pass to a second stage where he/she is screened for a preset schedule of 10 percent bail amounts. Subsequent stages proposed are release-on-recognizance, conditional release and deposit bail as the last resort.
14. The report suggests four alternative models based on types observed during the research. These models are the most practical at the present time.
 - a. The "Pre-trial Services Agency" which orchestrates the entire process and has a research staff. This was found in Philadelphia and is suited to metropolitan areas.

- b. The "Metropolitan-Rural County" model, which interviews immediately after incarceration and has warrant service but not central arraignment. Chester County is an example of this.
 - c. The "Small Metropolitan County" model, which is privately operated and includes non-bail functions. Influence on bail decisions is reduced. Examples include the Lehigh Valley Bail Fund and the Berks County Prison Society.
 - d. The "Rural or Low Criminal Caseload" model includes a part-time county bail officer who has about the same duties and powers as a bail agency.
15. With respect to the existing bail system, the Pennsylvania Commission on Crime and Delinquency, State Court Administrator and the State Insurance Department should investigate the magnitude of outstanding (unpaid) bail forfeitures by bail bondsmen and make recommendations regarding their disposition.
16. In the short run, at least, the Pennsylvania Commission on Crime and Delinquency should encourage implementation of procedures already specified in the Pennsylvania Rules while other approaches are being considered.

APPENDIX G

PSYCHOANALYTIC GROUP THERAPY AND SEX OFFENDER RECIDIVISM OVER TEN YEARS JOSEPH J. PETERS INSTITUTE

Background

The last decade has seen increased concern regarding sex offenses, both from the criminal justice system and the public. However, some areas of prime concern to both groups are still relatively unresolved. The public's fear of crime focuses attention on the sex offender's likelihood to recidivate, that is, to repeat his crime. There are, however, few empirical studies which can offer evidence on this phenomenon. The concern with sex offender recidivism is exacerbated since permanent incarceration of sex offenders does not frequently occur. Ultimately sex offenders are returned to society with little knowledge of their likelihood to commit new sex offenses.

Previous research suggests that incarceration with no treatment, except for its effective incapacitation of offenders during the period of confinement, will have no long term effect on sex offender recidivism since incarceration does not alleviate the underlying impetus for sex offender anti-social behavior. The question then becomes, "What form of intervention or treatment can have a positive effect on reducing recidivism?"

Our concepts of the nature of the sex offender, especially the rapist, have changed over the last few years. The author quotes Susan Brownmiller³ as follows:

"From the no-nonsense F.B.I. statistics and some intensive sociological studies that are beginning to appear, we can see that the typical American rapist is no weirdo, psycho schizophrenic beset by timidity, sexual deprivation and a domineering wife or mother. Although the psycho rapist, whatever his family background, certainly does exist, just as the psycho murderer certainly does exist, he is the exception and not the rule. The typical American perpetrator of forcible rape is little more than an aggressive hostile youth who chooses to do violence to women."

This conceptual shift has also begun to affect other sex offenses.

Purpose of the Study

The first goal of the study was to assess the effects of group psychotherapy versus probation on recidivism among sex offenders. The second goal was to derive from the findings recommendations for improved intervention strategies.

³ From Against Our Will: Men, Women, and Rape.

An initial study was conducted in 1969 on the effects of therapy given between 1966 and 1969 using a follow-up period of two years to determine recidivism through arrest and self report statistics. The purpose of this study is largely to replicate the two year follow-up for a ten year period to ascertain any long term effects of therapy. Since very few studies have been conducted in which subjects were randomly assigned to therapy or no therapy (probation), such follow-up was seen as a worthwhile opportunity.

Methodology

Between 1966 and 1969, 289 convicted sex offenders who were sentenced to probation or incarceration followed by parole were randomly placed in groups that would receive group therapy and those that would not. The legal charges included sodomy, solicitation to commit sodomy, immoral practice, indecent exposure, open lewdness, corrupting the morals of a minor child, statutory rape, rape, indecent assault, and assault and battery with intent to ravish. Offenders selected were classified for treatment purposes as: "exhibitionists", "pedophiles", and "adolescent adjustment and assault". (The classification "homosexual" was used at first but was later dropped.) The sentence given by the court had to be probation or a prison term followed by parole for a period of less than two years for inclusion of a person in the study. Excluded from the study were persons with I.Q. below 70 and those determined to be "psychotic" or "alcohol dependent" because it was thought they would not be helped by group therapy.

Of those eligible for the study, persons selected for treatment were assigned either to a homogeneous group (all with the same classification) or to a heterogeneous group. Groups met once per week for 1 1/4 hours, and attendance ranged usually from 70 to 80 percent.

Persons in the alternative, probation only groups reported to their probation offices once a month after a year's probation. Cases were distributed throughout the department where individual caseloads averaged 90-105. After March, 1967, however, an intensive Supervision Unit was established and the average caseload was 40-60. This unit handled many kinds of cases.

Tests were administered before and after a 40-week treatment period to ascertain the effect on psychological and social variables. Social history information was obtained in the first interview to be used as possible variables for predicting recidivism and treatment success.

For the ten year follow-up just completed, the research staff worked with the Philadelphia Probation Department to compile a complete adult criminal history (for Philadelphia) on each of the 231 cases (not including homosexuals). Records listed all charges lodged and the outcome of each. Additional information on about half the offenders was provided by the F.B.I., and offenders who could be located were interviewed.

Two measures of recidivism were used: rearrest (one or more times) for a sex offense, and rearrest for any offense during the study period. It must be recognized that this measure does not consider behavior for which no arrests were made, and it is in some ways a reflection of criminal justice system policies with regard to handling these offenses.

Any attempts to generalize from the findings of this report should consider that the research population was not entirely typical of all sex offenders in Philadelphia at the time. Serious offenders, especially if they had been convicted previously, were more likely to receive long prison sentences. About 68 percent of the research population were first-time sex offenders, all of whom received a sentence of probation. The exclusion of persons of low I.Q. or who are psychotic or alcohol dependent eliminated 59 percent of the sex offenders placed on probation. The research group (therapy and control) was composed of persons who, in the judgment of the Institute staff, could possibly benefit from therapy.

Findings

Recidivism: The major finding to emerge from both the two year and the ten year periods is that there was no significant difference in rearrests between treatment and control groups. In the two year study (which included homosexuals, the group with the highest recidivism rate), about 10 percent of both treatment and control groups had a subsequent sex offense arrest. In addition, about 20 percent of both groups were arrested for a non-sex offense. In the ten year follow-up period, the proportions having at least one rearrest were 55 percent for the treatment group and 60 percent for the probation-only (or control) group. There was also no significant difference in rearrests between the homogeneous and heterogeneous therapy groups.

Rearrest percentages (on any charge) for the three classifications were 63 percent of assaulters, 44 percent of pedophiles, and 51 percent of exhibitionists. Subsequent arrests for sex offenses only were 10 percent, 6 percent, and 20 percent respectively. For the treatment group (all classifications), 14 percent recidivated on a sex offense, while 7 percent of the probation group so recidivated. (Chi-square significance at the .22 level only.) The assaulters, especially, had a high proportion of rearrests that were not sex-related. Sex crimes are thus only a portion of such offenders' anti-social behavior.

Two subgroups for which there was a statistically significant difference in percent recidivating were those classified as assaulters and exhibitionists who attended 20 or more therapy sessions. Those in a homogeneous group were far more likely to be rearrested on a sex offense (30 percent assaulters and 27 percent exhibitionists) than those in mixed (0 percent) or self-directed (5 percent) groups. (Chi-square at .01 level of significance.) Among assaulters who attended less than 20 sessions, no significant differences were observed. The researcher notes that in long term therapy it is expected that group solidarity and trust will emerge, an important ingredient for the therapeutic process. However, this solidarity may have produced a self-confirming reality for the offender, a situation where he could see that other individuals

act as he did, from which he may conclude or feel that he did nothing wrong at all. Group members may have legitimated one another's rationalizations, and the feeling of acceptance may have served to lessen the sense of responsibility for one's behavior. The use of mixed groups apparently did not provide the same results, at least as measured by recidivism.

In addition to labeling subjects as recidivists or non-recidivists, the mean number of subsequent sex crime arrests was computed for each subpopulation. The assaulters were highest, with a mean of 2.2 over ten years, followed by exhibitionists at 1.1 and pedophiles at 0.8. There were no significant differences between the therapy and control groups.

Clinical Variables: Based on the psychoanalytic model, factors related to adjustment in work, sex, and self-esteem were thought to be significant intervening variables in rehabilitation. Measures of ego strength, self-esteem, and social isolation were made both at intake and after periods of treatment or non-treatment. Small improvements were registered for both treatment and control groups, and there was no correlation of change with recidivism. Offenders generally had an excess of superego, contrary to expectations that a weak superego contributed to their anti-social behavior. The anomie test also failed to link social isolation with crime. In sum, there was no evidence that clinical and social variables had any relation to successful outcome.

Demographic and Social Variables: At the time of initial testing, self-report information was obtained on each offender's background. Such data are subject to many problems affecting validity: memory, distortions to prevent embarrassment, and interviewer bias among others. However, for most variables it is the only source of information available.

The variable most strongly associated with subsequent arrest for a sex offense was the sex arrest rate per year before intervention. The second most strongly associated variable was a self-reported history of indecent exposure.

Marital status was significantly associated with recidivism: single offenders were three times more likely to recidivate (65 percent) than those who were divorced (22 percent). Married defendants' recidivism was 51 percent. Also, those who were younger when admitted to the project were more likely to be re-arrested.

Several variables initially thought to be related to recidivism were found to be not related in this study. These include: relationship with father, sexual relations with women, feelings about self, and history of childhood sexual abuse as well as others.

General Observations: "The public's conception of the sex offender as a man continually driven to aberrant sexual behavior is not supported by the current research", according to the authors. "The literature as well as the current research do not provide the picture of a sex offender population as having one defining characteristic or set of characteristics. Rather the research highlights the significant differences that exist among the sex offender population".

Recommendations: Since criminal history is such a strong predictor of future sex offenses, it is recommended that a part of any intake interview be devoted to a complete criminal history, including non-sex offenses. Past criminality can also help in distinguishing between the "psychiatric sex offender" and the "criminal sex offender", the former being the "true" sexual deviant driven by a personality disorder and the latter being perhaps a reflection of the cultural context he was raised in. Different treatment modalities may be needed for these two types for their rehabilitation.

As a result of findings with respect to homogeneous treatment groups, therapists should "be on guard to avoid utilizing notions of unconscious motives and drives in such a way as to offer rationalizations to the offenders".

The researchers recommend increased education on human sexuality for sex offenders since they tend to know little about the biology or the social skills related to sex. Improved understanding and skill development may lower frustration levels and open socially acceptable channels for sexual activity.

APPENDIX H

POLICE INVOLVEMENT WITH THE MENTALLY ILL AND THE MENTAL HEALTH SYSTEM SCHOOL OF SOCIAL WORK AND SOCIAL RESEARCH BRYN MAWR COLLEGE

Background

There is a close functional relationship between the criminal justice and mental health systems in that both are responses to deviant social behavior. During the nineteenth century the two systems evolved to control and treat deviants: the penitentiary for the "criminal" and the mental institution for the "insane". Each system has aspects of both control and treatment, even though the emphases differ.

During the 1960's, courts expanded greatly the due process rights of the criminal defendant, and during the 1970's many of those safeguards were extended to the "mentally ill" as a matter of right prior to confinement in a mental institution through civil commitment. The Mental Health Procedures Act of 1976 (Act 143) brought these changes to Pennsylvania.

With civil commitment to a mental institution or hospital more difficult, there has been concern expressed that people not now committable are being controlled through the criminal justice system -- beginning with complaints to police, and followed by arrest and possible conviction and incarceration.

This is a study in part of the exercise of police discretion in handling incidents that seem to involve mental illness, plus a look at how police get involved and the kinds of mental illness that police are called upon to deal with.

Methodology

Delaware County was selected as the site of the study, including the public mental health facilities and four police departments ranging in size from 10 to 133 officers in Upper Providence (Pop. 9,200) and Upper Darby (Pop. over 100,000) respectively. The other two communities studied were Lansdowne (15 officers, 15,000 Pop.) and Nether Providence (14 officers, 13,600 Pop.). Lansdowne and Upper Darby are served by "Community Life Services," and Upper Providence and Nether Providence by the "Child Guidance and Mental Health Clinic" -- both mental health base service units.

Since only one county and four police departments within that county were studied, it is not possible to generalize with any confidence about the situation in Pennsylvania as a whole. However, since little has been documented on this topic, this limited study is of value in suggesting fruitful avenues for further research and policy development.

Data collection began with examination of police incident reports. Information was taken from those involving a mentally ill person, and within four weeks a semi-structured interview was held with the police officer involved to obtain additional objective and subjective information. "Probe questions" were used to elicit information on how the person was classified as mentally ill, the options open for handling the incident, factors influencing the decision, other decision-makers, and interactions with mental health agencies. Incidents involving "senility, alcohol or drug abuse, mental retardation, or marital conflict rather than mental illness were excluded" from further study. Reports and interviews were then supplemented with direct observation of the handling of mentally ill persons in the community and at police headquarters.

Mental health records were checked for persons who became known to police as mentally ill. The researcher did not have direct access to the files, but the requested data was read verbally to the researcher so as not to violate confidentiality. Decision-making within the base service units could not be studied since the clinicians who knew the clients could not be interviewed.

Findings

1. Calls to police originated in about half of the incidents from the mentally ill persons themselves or from their families. "Eighty-six percent of family-initiated calls involved subjects who were either self-destructive, violent, or disorderly at home or in public." Seventy-six percent of self-callers requested transportation to a medical facility following a self-destructive act; or, reported intruders in their home, attacks from neighbors, or control of their household or their minds by hostile forces of one kind or another." Other major sources of calls were friends, public businesses, and mental health agencies. Calls from Mental Health Agencies involved clients who became very agitated or threatened violence, and accounted for 9 percent of police calls.

2. Police are called in crisis situations requiring a quick response. It is the nature of the call and not the time of day that seems to determine who is called. Of the 12 mental health calls observed, response time ranged from 2 to 5 minutes. With many mentally ill people, an occasional emergency response by police is all that is required for such people to function in the community. Police are likely to have an ongoing and very useful role in this regard.

3. The mental health system is generally incapable of immediate response to crisis situations. Instead, the focus is on long-term treatment by appointment. There is typically some limited ability to respond quickly, but this is inadequate. The socially-sanctioned role of police as restorers of public order allows them to take charge of a threatening situation and thus provide for immediate needs. A mental-health worker does not have this advantage.

4. The departments studied viewed mental health calls as high priority, with unpredictability and the potential for violence.

5. In responding to calls, police interact with a mental hospital or the base service unit an average of 36 percent of the time, and have no outside contact 43 percent of the time. (The remainder include medical hospitals only, or other social services.) Contacts with non-police agencies is somewhat greater in the largest department, Upper Darby, and less in the small departments. The reason advanced is that police in smaller areas are more likely to know the histories of the people they contact and therefore can more readily make informal dispositions such as talking things out or doing on-the-spot counseling. Between 1/2 and 2/3 of calls were resolved by means of this "psychiatric first aid."

6. Evidence does not support the contention that mental health laws have diverted the mentally ill into the criminal justice system. Police are reluctant to make arrests, since this is seen as inappropriate.

7. Looking at the kinds of mentally ill people who come into contact with police, they are much more likely than the average clinic patients to be diagnosed as schizophrenic or manic-depressive (66 percent vs. 25 percent). Sixty-three percent of this group had a history of admission to a state mental hospital.

8. Many mental-health related incidents require handling by several police officers at the same time; and, especially where there is considerable ambiguity over how to handle the incident, other agencies must be called in and a considerable amount of time must be spent. This poses an especially serious manpower problem for small departments that may have only two officers on duty during a shift. At times neighboring police departments are called in for assistance.

9. One of the more difficult kinds of situations involves a person who is both mentally ill and who suffers from addiction to drugs or alcohol. Psychiatric facilities refused admission due to drug or alcohol involvement, and drug and alcohol units would not accept severely disturbed mentally ill people. Often this was resolved by police who held the person until symptoms of one of the problems abated to the point where they could refer to the agency treating the other problem.

10. From 1975 to 1979, incidents that were clearly related to mental problems increased 229 percent, while UCR Part I offenses increased 5.7 percent. This would seem to be an effect of recent changes in civil commitment procedures and deinstitutionalization of many mentally ill persons.

11. Of those people taken to the mental health center by police, 60 percent are evaluated during the first day according to emergency procedures. Of the remainder, 12 percent were evaluated within a week, and 17 percent between 2 and 6 weeks from intake.

12. Persons taken to mental health by police tend not to remain in treatment. Over 60 percent leave after the evaluation visit, and another 23 percent by the end of the second treatment session. In the general clinic population, about 16 percent exit after evaluation, and another 35 percent by the end of the second session. Most people being treated at the clinic recognize that they have problems and came seeking help, while police bring people in against their will.

"Non-dangerous but disruptive mentally ill persons who refuse treatment do not fit the community mental health center model. It simply does not work for treatment-resistant people." Indeed, no single community institution is equipped to deal with this problem.

Recommendations

- a. Community mental health centers should learn from police ways of improving informal working relationships with other community agencies and groups, and they should learn more effective ways of dealing with treatment-resistant clients to de-fuse a crisis.

Closer working relationships should be developed among all community agencies involved with the mentally ill: police, community mental health centers, psychiatric hospitals, and the general social service networks.

- b. Police should receive more training in how to recognize mentally ill people and how to handle them. Specifically, police officers indicated a desire to know more about responding to specific kinds of illnesses, including communicating with psychotic persons. It is recommended that police officers spend more time at a mental health center to observe interviews, etc.
- c. Ways need to be developed to treat people afflicted with mental illness plus physical health problems, including addiction to drugs or alcohol.
- d. Ways must be developed to handle a severely disturbed person while arrangements are being made for psychiatric evaluation or hospitalization. One model suggested is "Montgomery County Emergency Services," which includes "a specially-equipped emergency ambulance, psychiatric evaluation, detoxification, short-term hospitalization, and referral to other agencies for continuing care."
- e. Supervised living facilities should be developed for homeless persons who have mental problems but do not require hospitalization.
- f. Smaller communities especially should consider trying a program modeled after "Family and Individual Problem Intervention Group," a program begun in Lansdowne. The "group" consists of a volunteer Ph. D. clinical psychologist, several local ministers, school guidance counselors, representatives from child care and community nursing services, someone from the base service unit, and several other interested persons and agencies. Meetings are held monthly to discuss ways of helping families who have problems requiring police attention.

APPENDIX I

THE EFFECTS OF EMPLOYMENT-RELATED THERAPY, COUNSELING, AND CASEWORK ON EX-OFFENDER EMPLOYMENT PENNSYLVANIA PRISON SOCIETY

Background

Various approaches have been taken over the past twenty years to improve the vocation skills and employment chances of prisoners and ex-prisoners. During the 1960's the major focus was on vocational training within the prisons, but a number of program evaluations have concluded that such programs are not very successful.

In the 1970's the shift was toward the community and easing the crisis of transition from the prison to the streets. Interests focused on work release, vocational counseling, job coaches, supported work, and other means of employment assistance. "No persuasive large-scale studies" have been done, however, in the areas of vocational counseling, life skills training, and job placement services regarding their effectiveness. Most past studies have lacked a control group of persons who did not receive program services. A few limited studies that have been done, however, showed no impact for job placement services, work release, or volunteers in parole.

The current study was intended to be very vigorous in following valid experimental methods to obtain valid results.

Content of Program Services

Counseling and other assistance were provided to prison inmates during the 6 months immediately prior to release (12 months in some cases) and for a period of time while on parole. Counselor activity included psychological counseling, family counseling, employment counseling, re-entry planning, social education, and referral and liaison work.

Psychological counseling was the most frequent activity and dealt primarily with emotional problems that were related to poor motivation in the area of job skills and employment. "Two of the counselors used the methodology of psychosocial casework, psychological counseling, or client-centered therapy. The third counselor used behavioral methods akin to Rotter's Social Learning Approach" as an emphasis. All used all approaches to some degree, however.

Work with the clients' families was the second most frequent counselor activity, ranging from relaying information to conducting family therapy sessions. Family networks were viewed as sources for employment. Employment counseling was the third major area of activity. Ingredients were mainly:

motivating the client for employment; preparing him for it by teaching appropriate behavior, speech, and dress; referring him to specific places; and intervening when on-the-job problems arose. Continuous emotional support was given when the parolee encountered frustration and discouragement.

Re-entry planning activities included: helping the client to discuss and explore his anxieties about release, listing and reviewing tasks to be done the first few days out, and sometimes meeting him when he got out. Once out, the counselors often assisted the parolees in gaining access to various community service agencies and attempted joint planning with parole officers.

The project was unable to provide direct technical assistance to parolees in the vocational planning process -- things such as vocational interest or skills tests. Role-playing of job interviews was offered, but not formal employment skills training. "Treatment" was primarily "psychological counseling or psychosocial casework with employment assistance being one of several components. Thus, it is somewhat inaccurate to designate the project (from the perspective of counselor activity) as one concerned solely or primarily with parolee employment."

Additional Description of the Program and Research Design*

1. Program participants were drawn from a group of male prisoners serving sentences at the state correctional institution at Graterford, Pa. There was random assignment of potential clients into treatment (n=262) and control groups (n=105). For purposes of analysis, distinction is made between prisoners entering the project in its first full year (first-year sample) and those entering the project in its second year (second-year sample).
2. Vocational counseling was provided by three counselors each having individual caseloads of approximately 35 persons at any one time. Supportive services included the services of a job developer, and an industrial liaison, as well as a lifeskills group counseling program.
3. Participation in the counseling program was voluntary. Counseling began six months prior to a client's release and continued for up to a year following release. Counseling sessions were scheduled once a week during the prison phase, frequently immediately after release and less often thereafter.
4. The typical client was a thirty year old single Black male serving a three year felony sentence. He had completed some high school, had an average IQ but tested at between 5th and 8th grade levels in basic verbal and arithmetic skills. Approximately half the group had been employed

*The remainder of this summary is taken almost directly from the "Executive Summary" prepared by the authors.

at the time of imprisonment. Work history was rated as poor/none for half the sample.

5. Follow-up data were collected from prison records, counselors' narratives, structured interviews conducted from 8 to 20 months after release, and intensive interviews with a small sub-sample of cases.

Project Implementation and Program Effects

6. Slightly under a quarter of all eligible clients declined to enter the program. Those who refused to participate were somewhat older than average but were otherwise similar to those who accepted the program. Their subsequent employment and recidivism histories were similar to those of program participants and to those of control subjects.
7. Of those who started the program, 12 percent dropped out before their release from prison, and 17 percent dropped out at the time of release. The early dropouts were characterized as lacking persistence and became progressively less employed after release. The average program participant attended 17 counseling sessions.
8. The counseling project was well accepted by its clients. Participants gave high ratings to their counselors and approximately half of all experimentals voluntarily stayed in the program past the point of release. This group averaged 7 counseling sessions outside of prison following release.
9. There were no statistical differences between program participants and those in the control group in terms of obtaining early release from prison.
10. There was some evidence of problem reduction among experimental clients in the areas of spending money and living arrangements. These effects were transitory and did not last after program involvement.
11. There were no differences between experimentals and controls regarding degree of societal integration following imprisonment.
12. There were no differences between experimentals and controls with regard to measures of subsequent employment except that fewer experimentals in the second-year sample experienced problems finding employment than did controls.
13. There were few significant differences between experimentals and controls regarding law violations. More experimentals reported receiving illegal income and experiencing police problems, but more controls were returned to jail within the first year.

14. The overall lack of program effects is seen as a combination of the lack of sufficiently intensive and specialized intervention together with the availability of family and community alternatives to program resources.

Characteristics of Ex-offender Employment

15. Within 3 - 6 weeks after release, the employment rate of ex-offenders rises to about 50 percent and remains at about that level throughout the first year. Nearly 20 percent of the released prisoners were unemployed throughout their first year on the streets.
16. The average pay for those employed was \$178 per week. The jobs found by ex-offenders were clustered in the retail (27.9 percent), manufacturing (20.8 percent), service (20.3 percent, and construction (17.8 percent) sectors.
17. Log-linear analyses revealed that prior job history was by far the most powerful predictor of ex-offender employment. Prior prison commitments were also strongly related.
18. Imprisonment has negligible effect on the subsequent employment of offenders. Jobs found following release were highly similar in terms of pay and prestige to those of jobs held prior to imprisonment.
19. Participation in pre-release programming while in prison (furlough, community services center) was not associated with significant gains in employment.
20. Length of imprisonment was not significantly related to subsequent employment success.
21. Ex-offender employment, while showing some signs of seasonality, was otherwise unrelated to local business and economic indicators.
22. Unemployment from the time of release (frictional unemployment) was more important during the first year than unemployment due to job loss.
23. At any given time during the first year following release approximately half the ex-offender group was employed. More than half of the employed ex-offenders could be characterized as steady workers, employed throughout the first year after release. The remainder were intermittent workers. Of those unemployed at any given time, nearly 40 percent could be considered as hard-core unemployed, i.e. never employed during the first year. The remainder were intermittently employed/unemployed.

Characteristics Associated with Recidivism

24. One third of the released prisoners were rearrested for a new offense within a year. Nearly 2/3 of the rearrests led to reconviction.
25. Twenty-three percent of all released prisoners admitted to receiving illegal income following release.
26. Using a survivor cohort base method, rearrests were estimated to occur at a nearly constant rate of 3-4 percent per month throughout the first year.
27. Personal or biographical factors were the most useful variables in predicting rearrest. Prior criminal record and previous employment history were both strongly related to the likelihood of recidivism.
28. Only one of the two standardized prediction instruments which were tested proved useful in predicting recidivism. The California Base Expectance Scale (Form 61B) correlated significantly ($r=.33$) with rearrest and with parole status 1 year after release. The Environmental Deprivation Scale (EDS), on the other hand, did not correlate significantly with measures of recidivism.
29. After personal characteristics were controlled for, prison-related variables (length of imprisonment and pre-release participation) were not significantly associated with measures of subsequent criminality.
30. Two findings suggested limitations associated with reliance on a field survey methodology. First, there was substantial divergence in the incidence of arrests as noted in official (parole) records and as reported by ex-offenders in the field survey. One quarter of all officially recorded arrests appear to have been unreported by respondents in the field.
31. There was, in addition, strong evidence that those respondents who were interviewed were not representative of the ex-offender sample as a whole. Only 29.2 percent of those interviewed had been arrested versus 46.8 percent of those who had not been interviewed.

Implications for Policy

32. The linkage between employment and crime is best demonstrated on a macro level. By contrast, employment status among individuals is only modestly related to criminal behavior. Programs which simply aim to provide jobs for ex-offenders will have negligible impact on criminal behavior.

33. Vocational counseling programs for ex-offenders will not necessarily lead to higher ex-offender employment rates and are unlikely to lead to significant reduction in criminal behavior. Most such programs appear to lack sufficient intensity and specialization to accomplish such difficult goals. Funding agencies should approach future commitments in this area with the knowledge that program outcomes are likely to be modest.
34. The assumption of familial responsibility is strongly related to employment success. Programs which aim at strengthening the ex-offender's role within the family or other support networks should be encouraged.
35. The effects of discrimination based on criminal record are particularly difficult to measure. Efforts to correct legislative impediments to ex-offender employment are unlikely to result in large-scale gains in employment, but should be encouraged as they are likely to have important symbolic effect.
36. Pre-release programs in Pennsylvania do not appear to have the same beneficial effects claimed in other states. Further study is called for to determine the reasons for such apparent lack of effectiveness.
37. Parole supervision appears to have little effect on the needs and criminal behavior of parolees. Shortening the period of parole supervision would appear to be a realistic option which would save money without increasing crime.

APPENDIX J

THE IMPACT OF PENNSYLVANIA ACT 41 ON THE PROCESSING AND DELIVERY OF SERVICES TO STATUS OFFENDERS GOVERNMENT STUDIES AND SYSTEMS

Introduction

The report conducted by Government Studies and Systems, Philadelphia, Pennsylvania, provides an in-depth analysis of the impact of Pennsylvania Act 1977-41 amendments as they pertain to the processing, jurisdictions and delivery of services to status offenders. A major thrust of this legislation is to divert status offenders from the juvenile justice system to the children and youth agencies in each county.

The term status offender is used to describe a juvenile who commits an act or engages in conduct that would not be considered a basis for a criminal charge if committed by an adult. Typically truancy, running away from home, ungovernability or incorrigibility are considered to be status offenses. In 1976, the last full year prior to passage of the Act, 12.9 percent of all cases processed by the juvenile courts were status offenders.

The four major questions the study approached were:

- the extent to which the jurisdictional shift of status offenders cases from juvenile court to the children and youth agencies has been implemented;
- the amount, type, and purpose of any relabeling of status offenders as delinquents that has occurred as a result of Act 41 implementation;
- the availability and appropriations of services for status offenders as a result of changes brought about by the Act;
- the nature, role, and general effectiveness of the Pennsylvania Commission on Crime and Delinquency activities in planning and coordinating the implementation of Act 41.

Fifteen counties were selected for in-depth analysis. Table J-1 shows the counties selected. The 15 counties included in this group represented 69 percent of the total state status offender cases processed in 1977, 52 percent of the state's total children and youth cases initiated in 1976, and 49 percent of such cases initiated in 1978.

Within the 15 counties, case records were analyzed and compared between the years 1976 and 1978 in order to discern any changes in number and type of cases received, as well as any perceived changes in processing and service delivery patterns attributable to Act 41.

Table J-1

Classification and 1978 Estimated Population of the
Fifteen Counties Selected for In-depth Analyses⁽¹⁾

	Estimated 1978 Population ⁽²⁾	Percent of State Total
I. Urban		
Philadelphia	1,760,000	15.0
Allegheny	1,476,800	12.5
Sub-total:	3,236,800	27.5
II. Suburban		
Delaware	537,700	4.9
Bucks	471,800	4.0
Westmoreland	380,300	3.2
Sub-total:	1,389,800	12.1
III. Mixed with Core City		
Lancaster	351,200	3.0
Luzerne	337,800	2.9
Berks	305,500	2.6
Erie	269,400	2.3
Dauphin	222,100	1.9
Cambria	185,000	1.6
Sub-total:	1,671,000	14.3
IV. Rural		
Clearfield	79,600	.68
Mifflin	44,000	.38
Bedford	44,000	.37
Greene	39,400	.33
Sub-Total:	207,000	1.76
TOTAL:	6,504,600	55.66
STATE TOTAL:	11,749,800	

(1) In-depth analyses included 2-3 day on-site visit, case record analysis of random samples of status offender cases processed by juvenile court and children and youth agency, and 12-20 structured interviews with county officials and staff.

(2) July 1978 Estimates of County Population by Age, Sex and Race, Pennsylvania Office of State Planning and Development, October, 1979.

Pa. Act 41 Impact Study
Government Studies & Systems

Table J-2

Counties Selected for In-depth Analysis Showing Volume
of Cases Processed by Courts and Children and Youth Agencies
in 1976 and 1978 and Estimated Total Number of Status
Offender Cases

	Total Cases Processed by (1) Juvenile Courts		Total Cases Initiated by (2) C&Y Agencies		Total	Estimated Total Number of Status Offenders*
	1976	1978	1976	1978		
1. Allegheny	8,813	6,670	4,712	2,722	22,917	2,292
2. Bedford	97	113	122	192	524	52
3. Berks	668	549	557	839	2,613	261
4. Bucks	1,052	1,023	1,987	2,495	6,557	656
5. Cambria	248	322	176	346	1,092	109
6. Clearfield	187	189	135	253	764	76
7. Dauphin	810	560	1,035	631	3,036	304
8. Delaware	1,318	1,466	1,113	1,272	5,169	517
9. Erie	822	796	1,095	1,180	3,893	389
10. Greene	123	125	579	301	1,128	113
11. Lancaster	580	758	1,886	2,082	5,306	531
12. Luzerne	463	717	564	528	2,272	227
13. Mifflin	35	34	226	169	464	46
14. Philadelphia	17,472	14,151	7,430	8,804	47,857	4,786
15. Westmoreland	1,228	1,044	1,422	227	3,921	392
Totals	33,916	28,517	23,039	22,041	107,513	10,751
State Total	45,511	40,529	44,360	44,909	175,309	
Percent	74.5	70.4	51.9	49.1	61.3	

*Based on assumption that status offender cases represent 10 percent of total cases processed by courts and initiated by children and youth agencies as reflected by 1976 data reported in PACIS.

(1) Pennsylvania Juvenile Court Dispositions 1976 and 1978.

(2) Child Welfare Services Provided 1976 and 1978, Pa. DPW form CY28.

Table J-3
Size of Proposed Sample of Status Offender Cases
for Analysis in 15 Selected Counties

	Estimated Total Number of Status Offenders	Size of Sample Based on 10 Percent Rate	Adjusted Sample Size and Rate	
			Number	Rate
Allegheny	2,292	229	200	8.7
Bedford	52	5	20	38.5
Berks	261	26	26	10.0
Bucks	656	66	66	10.0
Cambria	109	11	20	18.3
Clearfield	76	8	20	26.3
Dauphin	304	30	30	10.0
Delaware	517	52	51	10.0
Erie	389	39	38	10.0
Greene	113	11	20	17.6
Lancaster	531	53	53	10.0
Luzerne	227	23	23	10.0
Mifflin	46	5	20	43.4
Philadelphia	4,786	479	300	6.3
Westmoreland	392	39	39	10.0
	10,751	1,076	926	8.6

Table J-2 displays the number of status offenders processed by juvenile court or initiated by children and youth agencies, as well as an estimate of total number of status offenders, while Table J-3 shows the size of the sample for analysis in the 15 selected counties.

In addition to a sampling of cases from the 15 counties, on-site visits to these counties were conducted for the purpose of interviewing key offices within the system. Lastly a questionnaire survey of the 52 counties not selected for in-depth survey was prepared and used. The purpose of the questionnaires was to supplement the data gathered from the on-site visits.

Table J-4 displays arrests for the years 1975 - 1979. Within the 15 counties overall arrests decline 17.4 percent as shown in Table J-5. However, 3 of the counties, Lancaster, Cambria and Greene reported increases in arrests of over 30 percent.

Table J-4
State Juvenile Arrests, 1975-1979

	STATE TOTAL JUVENILE ARRESTS	PERCENT CHANGE
1975	164,461	-
1976	154,530	-6.0
1977	152,642	-1.2
1978	144,931	-5.0
1979	138,562	-4.4

Table J-6 shows the total cases processed, total status offenders cases, and total dependent cases processed statewide. The total cases processed by the juvenile courts has been declining steadily since 1975 at an average rate of 4.4 percent per year. The net decline for 1971 - 1979 is 10.9 percent. Additionally there has been a steady decline of status offenses cases processed in the state during this period. With the exception of a 4.4 percent increase in cases reported between 1974 - 1975, status offense cases processed declined at an average yearly rate of 10.2 percent.

Table J-7 displays the total number of children receiving services from public child caring agencies in the 15 selected counties. Youth Service Bureaus (YSB) were established in Pennsylvania specifically to process, serve, and treat status offenders. Sixteen YSB have been established in Pennsylvania.

Table J-5

TOTAL JUVENILE ARRESTS FOR FIFTEEN SELECTED COUNTIES
1976-1979

COUNTIES	1976	1977	PERCENT OF CHANGE 1976-1977	1978	PERCENT OF CHANGE 1977-1978	1979	PERCENT OF CHANGE 1978-1979	PERCENT OF CHANGE 1976-1979
Philadelphia	56,112	55,343	-1.4	45,859	-17.1	34,812	-24.1	-38.0
Allegheny	12,805	12,107	-5.4	11,913	-1.6	12,888	8.1	.6
Delaware	8,730	10,018	14.8	10,558	5.4	10,001	-5.3	14.5
Bucks	5,773	5,937	2.8	6,129	3.2	6,111	-.3	5.9
Westmoreland	2,622	2,519	-3.9	2,257	-10.4	2,916	29.1	11.2
Lancaster	3,033	3,336	10.0	3,674	10.1	4,019	9.4	32.5
Luzerne	3,283	2,871	-12.5	2,936	2.3	2,975	1.3	-9.4
Berks	2,557	2,862	11.9	2,702	-5.6	2,548	-5.7	-.4
Erie	3,361	3,323	-1.1	3,331	.2	3,913	17.5	16.4
Dauphin	4,776	4,190	-12.3	4,165	-.6	4,002	-3.9	-16.2
Cambria	1,010	784	-22.4	1,029	31.3	1,351	31.3	33.8
Clearfield	526	542	3.0	474	-12.5	611	28.9	16.2
Mifflin	352	440	25.0	370	-15.9	373	.8	6.0
Bedford	242	225	7.0	283	25.8	219	-22.6	-9.5
Greene	270	462	71.0	396	-14.2	353	-10.9	30.7
SAMPLE TOTAL	105,452	104,924	-.5	96,076	-8.4	87,092	-9.4	-17.4

Source: Pennsylvania Uniform Crime Reports. Bureau of Research & Development, Pennsylvania State Police.

Table J-6
TOTAL CASES PROCESSED BY JUVENILE COURT WITH STATUS
OFFENSE AND DEPENDENCY BREAKDOWN

	TOTAL CASES PROCESSED	PERCENT CHANGE EACH YEAR	STATUS OFFENSE CASES PROCESSED	PERCENT CHANGE EACH YEAR	STATUS CASES AS A PERCENT OF TOTAL CASES PROCESSED	DEPENDENCY CASES PROCESSED	PERCENT CHANGE IN DEPENDENCY CASES
1971	44,963	-	7,746	-	17.2	1,260	-
1972	39,466	-12.2	7,315	-5.6	18.5	984	-21.9
1973	41,377	4.8	6,549	-10.5	15.8	1,323	34.5
1974	44,169	6.7	5,771	-11.9	13.1	2,638	99.4
1975	48,074	8.8	6,024	4.4	12.5	3,049	15.6
1976	45,511	-5.3	5,857	-2.8	12.9	2,235	-26.7
1977	41,527	-8.8	3,832	-34.6	9.2	4,419	97.8
1978	40,529	-2.4	N/R	-	N/R	3,548	-19.7
1979	40,051	-1.2	N/R	-	N/R	3,539	-1.3
TOTAL PERCENT CHANGE	-	-10.9	-	-50.5	-	-	180.9

Source: Juvenile Court Judge's Commission. PACIS Reports.

Table J-7

Children Receiving Services from County Children and Youth Agency
as of January 1 in 15 Selected Counties

	1976	1977	1978
Philadelphia	11,559	12,439	12,576
Allegheny	5,553	6,524	6,063
Delaware	2,340	2,085	2,013
Bucks	1,311	1,403	1,693
Westmoreland	620	506	560
Lancaster	1,545	1,594	1,649
Luzerne	1,302	1,320	1,152
Berks	1,393	1,227	1,272
Erie	1,867	1,945	2,293
Dauphin	1,443	1,513	631
Cambria	505	415	518
Clearfield	201	206	260
Mifflin	131	202	189
Sedford	106	141	144
Greene	399	368	369
TOTALS	30,275	31,798	31,382
STATE TOTAL	98,835	102,129	101,335

Source: Department of Public Welfare annual reports 1976-1978, form CY28.

In addition to the Juvenile Court, children and youth agencies and Youth Service Bureau, there are other special public service agencies which provide services to status offenders.

Act 41 and Definition of Status Offenses and Ungovernability

As discussed earlier, the broad definition of status offender is a juvenile who is charged with or who committed an offense which would not be criminal if committed by an adult. Status offenses are truancy, running away, ungovernability/incorrigibility, curfew violation, underage drinking. The working definition of what is a status offender may be different from the above behavior. Exactly what the definition is of ungovernability is susceptible to even broader interpretation by the authorities.

An analysis of the working definition of a status offense and ungovernability is essential to the understanding and analyzing the impact of Act 41.

A concern of the study was to determine whether or not the same kinds of children, referred to as status offenders, were being referred to the designated agencies after Act 41 implementation as before Act 41.

A review of sample status offense cases from the 15 selected counties show 13 possible behaviors that can be grouped into 6 general behavior classifications. Figure J-A sets forth the general and specific behavior classifications.

A summary of the analysis of court and children and youth services cases for 1976 and 1978 is presented below.

1976 Court Cases

The 264 status offense cases reviewed reflected a varied pattern of delinquent behavior.

- There were 407 specific behaviors identified for the 264 cases.
- 79% of the behaviors referred were for the status offenses behavior of rejecting parental authority, running away and truancy.
- 8.9% of the behaviors referred were for a delinquent offenses.

See Table J-8 for tabulation of specific behaviors.

1978 Court Cases

- The 127 cases analyzed included 241 behaviors.
- 58% of the referrals were for rejecting parental authority, truancy and running away. This was a 21% decline from total 1976 juvenile probation referrals.

Figure J-A

GENERAL BEHAVIOR CLASSIFICATIONS OF STATUS OFFENDERS

- I parental neglect
- II authority rejection
- III individual behavior
- IV sex/drug/drinking
- V delinquent behavior
- VI suicidal

SPECIFIC BEHAVIOR OF STATUS OFFENDERS AS RECORDED IN THE CASE RECORDS ANALYZED

- I lack of parental supervision
- II family conflicts
- II incorrigible at school
- II rejects parental authority
- III truant
- III runaway
- III does not adhere to curfew
- III associates with undesirables
- IV underage drinking
- IV sexually promiscuous
- IV uses drugs
- V verbally abusive
- V steals from parents
- V destroys household furnishings
- V assaults parents/siblings
- V disorderly conduct/troublemaker in neighborhood
- V delinquent offense
- VI suicidal

Source: Government Studies and Systems, Act 41 Impact Study.

Table J-8

TYPE AND FREQUENCY OF BEHAVIORAL DESCRIPTIONS USED IN CASE RECORDS TO DESCRIBE STATUS OFFENDERS COURT 1976

Behavior of Status Offenders.	Philadelphia	Allegheny	Delaware	Bucks	Westmoreland	Lancaster	Luzerne	Berks	Erie	Dauphin	Cambria	Clearfield	Mifflin	Bedford	Greene	Total
Lack of parental supervision	0	1	0	1	0	0	0	0	0	0	0	0	0	0	0	2
Family conflicts	0	1	0	0	0	0	0	0	0	1	1	0	0	0	0	3
Incorrigible at school	1	3	0	0	0	0	0	0	0	0	0	0	0	1	0	5
Rejects parental authority	25	29	1	6	0	0	3	1	0	1	11	1	3	5	1	87
Truant	25	8	0	1	12	0	3	0	7	1	2	2	0	3	1	65
Runaway	74	66	7	5	0	1	1	0	0	1		0	3	2	1	168
Does not adhere to curfew	11	4	1	1	0	0	0	1	0	0	0	0	0	0	0	18
Associates with undesirables	4	1	0	0	0	0	0	0	0	1	0	0	0	0	0	6
Underage drinking	1	0	1	1	0	0	0	1	0	1	0	0	0	0	0	5
Sexually promiscuous	0	1	0	0	0	0	0	0	1	0	0	0	0	0	0	2
Uses drugs	5	0	1	2	0	0	0	0	0	1	0	1	0	0	0	10
Verbally abusive	1	1	0	0	0	0	1	0	0	0	0	0	0	1	0	4
Steals from parents	5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5
Destroys household furnishings	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1
Assaults parents/siblings	4	2	0	1	0	0	0	0	0	2	0	0	0	2	0	11
Disorderly conduct	0	1	0	0	0	0	0	0	0	2	0	0	0	1	0	4
Delinquent offense	3	5	0	2	0	0	0	1	0	0	0	0	0	0	0	11
Suicidal	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Source: Government Studies and Systems, Act 41 Impact Study.

- There was a 7% increase in curfew violations.
- 17.1% of the behaviors referred were for a delinquent offense.
- Sexual promiscuity, drug use and underage drinking accounted for 9% of the referrals with drug use increasing by 5% from 1976.

See Table J-9 for listing of type and frequency of behaviors.

1976 Children and Youth Agency Cases

Table J-10 tabulated the 138 cases analyzed from the 1976 children and youth agency records.

- The 138 cases included 221 specific behaviors.
- 67% of the behaviors referred were for rejecting parental authority, running away, and truancy.
- 6% of the behaviors were for curfew violation.
- Delinquent behaviors were referred for 11.2% of the referrals.
- Sexual promiscuity, drug use and underage drinking comprised 9% of the referrals with sexual promiscuity along comprising 5%.

1978 Children and Youth Agency Cases.

A tabulation of the frequency and type of behavior from the analysis of 1978 children and youth agency cases is presented in Table J-11.

- 64% of the referrals were for rejecting parental authority, running away, and truancy.
- 10.4% of the behaviors were for a delinquent offense.
- 2% were referred for sexual promiscuity, drug use and underage drinking.
- 3% of the referrals were comprised of family conflicts (where records indicated parents partially at fault).

Fifty-two counties were surveyed to determine what types of behavior are presently being defined as status offenses. Tables J-12 and J-13 present the data on the responses from children and youth probation officials on their perception of behaviors that constitute a status offense. The data indicates that the majority of status offenders who are eligible for services fall in the categories of truancy, ungovernability and running away.

Table J-9

TYPE AND FREQUENCY OF BEHAVIORAL DESCRIPTIONS USED
IN CASE RECORDS TO DESCRIBE STATUS OFFENDERS
COURT 1978

Behavior of Status Offenders	Philadelphia	Allegheny	Delaware	Bucks	Westmoreland	Lancaster	Luzerne	Berks	Erie	Dauphin	Cambria	Clearfield	Mifflin	Holtford	Greene	Total
Lack of parental supervision	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Family conflicts	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Incorrigible at school	8	1	0	0	0	0	0	0	0	0	0	0	0	0	0	9
Rejects parental authority	23	9	0	3	4	0	0	0	8	2	0	1	0	0	0	50
Truant	32	7	0	0	5	0	0	0	2	0	0	0	0	0	0	46
Runaway	14	15	4	1	3	0	0	1	3	1	1	1	0	0	0	44
Does not adhere to curfew	23	3	0	0	1	0	0	0	0	0	0	0	0	0	0	27
Associates with undesirable	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3
Underage drinking		1	0	0	0	0	0	0	0	0	0	0	0	0	0	
Sexually promiscuous	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	1
Uses drugs	15	1	0	1	0	0	0	0	0	0	0	0	0	0	0	17
Verbally abusive	5	0	0	0	2	0	0	0	0	0	0	0	0	0	0	7
Steals from parents	8	0	0	0	1	0	0	0	0	0	0	0	0	0	0	9
Destroys household furnishings	4	0	0	0	1	0	0	0	0	0	0	0	0	0	0	5
Assaults parents/siblings	5	1	1	0	1	0	0	0	0	0	0	0	0	0	0	8
Disorderly conduct	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2
Delinquent offense	5	1	0	0	0	0	0	0	0	1	0	0	0	0	0	7
Suicidal	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Source: Government Studies and Systems, Act 41 Impact Study.

Table J-10

TYPE AND FREQUENCY OF BEHAVIORAL DESCRIPTIONS USED
IN CASE RECORDS TO DESCRIBE STATUS OFFENDERS
CHILDREN AND YOUTH 1976

Behavior of Status Offenders	Philadelphia	Allegheny	Delaware	Bucks	Westmoreland	Lancaster	Luzerne	Berks	Erie	Dauphin	Cambria	Clearfield	Mifflin	Bedford	Greene	Tot.
Lack of parental supervision	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
Family conflicts	0	0	1	0	0	0	0	0	0	1	0	0	0	0	2	4
Incorrigible at school	1	0	0	0	1	0	0	0	3	0	0	0	0	0	0	5
Rejects parental authority	13	6	0	0	3	2	1	1	2	4	0	0	0	0	2	34
Truant	24	9	5	2	1	0	0	4	6	6	1	0	0	0	3	61
Runaway	20	9	1	4	2	8	0	2	4	0	0	0	0	0	2	52
Does not adhere to curfew	9	0	0	0	0	2	0	0	1	1	0	0	0	0	0	13
Associates with undesirable	2	0	0	0	1	0	0	0	0	0	0	0	0	0	0	3
Underage drinking	1	0	0	1	2	1	0	0	1	0	0	0	0	0	0	6
Sexually promiscuous	2	1	0	1	0	1	0	1	1	2	0	0	0	0	1	10
Uses drugs	1	1	0	0	1	1	0	0	0	1	0	0	0	0	0	5
Verbally abusive	2	0	0	1	0	1	0	0	0	2	0	0	0	0	0	6
Steals from parents	2	0	0	0	0	1	0	0	0	0	0	0	0	0	0	3
Destroys household furnishings	1	0	0	0	0	1	0	0	0	1	0	0	0	0	0	3
Assaults parents/siblings	2	0	0	0	0	2	0	0	1	0	0	0	0	0	1	6
Disorderly conduct	1	0	0	1	0	0	0	0	0	0	0	0	0	0	0	2
Delinquent offense	6	0	0	0	0	1	0	0	0	0	0	0	0	0	0	7
Suicidal	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Source: Government Studies and Systems, Act 41 Impact Study.

Table J-11

TYPE AND FREQUENCY OF BEHAVIORAL DESCRIPTIONS USED
IN CASE RECORDS TO DESCRIBE STATUS OFFENDERS
CHILDREN AND YOUTH 1978

Behavior of Status Offenders	Philadelphia	Allegheny	Delaware	Bucks	Westmoreland	Lancaster	Luzerne	Berks	Erie	Dauphin	Cambria	Clearfield	Mifflin	Bedford	Greene	Tot.
Lack of parental supervision	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	2
Family conflicts	1	0	1	2	0	0	2	2	0	1	0	1	0	0	0	10
Incorrigible at school	6	3	0	0	0	2	0	0	0	0	0	0	0	0	0	11
Rejects parental authority	18	6	0	7	3	6	1	0	2	1	0	1	1	1	0	47
Truant	28	5	24	17	1	6	0	5	10	3	5	1	3	2	0	109
Runaway	16	6	5	12	3	8	3	2	1	2	1	4	2	6	0	71
Does not adhere to curfew	13	0	0	1	0	3	1	0	0	0	2	0	0	0	0	20
Associates with undesirable	1	0	0	1	1	0	0	0	0	1	0	0	1	0	0	5
Underage drinking	4	1	0	1	1	0	0	0	0	0	0	0	0	0	0	7
Sexually promiscuous	3	1	1	1	0	0	0	0	0	0	0	1	0	0	0	7
Uses drugs	13	2	2	4	1	2	0	1	0	0	2	0	0	0	0	27
Verbally abusive	3	0	0	4	0	0	0	0	0	0	0	0	0	0	0	7
Steals from parents	3	2	0	2	0	2	0	0	0	2	0	2	0	0	0	13
Destroys household furnishings	1	2	1	0	0	0	0	0	0	0	0	0	0	0	0	4
Assaults parents/siblings	2	1	0	1	0	1	0	0	0	0	0	0	0	0	0	5
Disorderly conduct	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Delinquent offense	2	2	0	0	0	1	1	0	0	1	0	0	0	0	0	7
Suicidal	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	2

Source: Government Studies and Systems, Act 41 Impact Study.

TABLE J-12

PERCENTAGE OF RESPONDENTS THAT IDENTIFIED THE SPECIFIC BEHAVIORS BELOW AS STATUS OFFENSE BEHAVIOR ELIGIBLE FOR SERVICES FROM THEIR AGENCY

C&Y - 27 respondents
PROBATION - 21 respondents

	C&Y	PROBATION
TRUANCY	93%	52%
UNGOVERNABILITY	93%	48%
RUNNING AWAY	93%	48%
MARIJUANA	59%	57%
PROMISCUITY	59%	19%
ALCOHOL	59%	38%
OTHER	0	14%

Source: Government Studies and Systems, Act 41 Impact Study.

TABLE J-13

PERCENTAGE OF RESPONDENTS TO QUESTION OF DEFINITION OF WHAT IS UNGOVERNABILITY/INCORRIGIBILITY

C&Y - 27 respondents
PROBATION - 23 respondents

	C & Y	PROBATION
STAYING OUT OVERNIGHT	55.5%	74.0%
DRINKING	51.8%	56.5%
REJECTING PARENTAL AUTHORITY	92.6%	95.6%
ASSAULTING PARENTS/ SIBLINGS	85.0%	47.8%
AWAY FROM HOME SEVERAL DAYS	85.0%	91.0%
OTHER	11.0%	43.5%

Source: Government Studies and Systems, Act 41 Impact Study.

The data collected in the analysis of the working definition of status offense and ungovernability indicated the following conclusion:

1. The results from the 15 county interviews, clearly indicate that rejecting parental authority was usually the basis for a juvenile being referred for ungovernability.
2. The analysis of the specific behaviors referred for status offender cases indicated the following:
 - a) The rejection of parental authority, truancy and running away had decreased in 1978 over 1976 for both children and youth agency and probation.
 - b) The referral of delinquent behavior as a status offender has increased in juvenile probation in 1978 from 1976.
 - c) Drug use increased as reason for referrals to children and youth agency and juvenile probation in 1978 from 1976.
 - d) Children and youth agency handled cases in 1978 involving parental neglect, family conflicts, and suicidal behaviors as status offense cases.
3. The impact of Act 41 on the types of children referred as status offenders to the appropriate county authority, demonstrates that:
 - a) Children and youth agencies are receiving children who have delinquent behavior but are processed as status offenders.
 - b) Children and youth agencies are more likely to receive status offenders referrals for parental neglect and family conflict situations than probation.
 - c) Status offense behaviors comprised 64% of the referrals to the children and youth agencies in 1978. This was a decrease of 15% from these behaviors referred to juvenile probation in 1976.

Jurisdiction Over Status Offenders

A basic part of this study was to determine the extent to which the jurisdictional shift over the processing and disposition of status offenders had occurred as required by Act 41.

A variety of evidence was examined to determine the extent and nature of the jurisdictional shift. The majority of the respondents at the state level indicated that most counties had successfully shifted status offenders from juvenile probation to county child welfare.

The on-site visits to the 15 counties indicated that the method of recording cases at the intake point, were not conducive for developing aggregated figures on status offenders universally. A special analysis of juvenile court data collected from several different sources provided evidence that there had been a significant drop in status offender cases processed by the juvenile courts of the 15 counties. Table J-14 compares the number of cases processed for 1976 and 1978 in the selected counties. All the selected counties except Westmoreland showed a marked decline in the percentage of status offenders processed in 1978.

Lancaster, Berks and Allegheny had, prior to Act 41, began to transfer status offender cases to the county children and youth agency. Three of the 15 counties surveyed had utilized during 1976 - 1978 an agency independent of both juvenile probation and the children and youth agency, to provide intake, referrals and counseling for the majority of status offenders in the County. The three counties were Berks, Mifflin and Luzerne.

In 1976, 56 percent of the referrals to the Youth Service Bureau were for status offenders and in 1978 50 percent of the cases referred were status offense cases. In Mifflin County 89 percent of the cases referred in 1977 were for status offenses. Approximately 84 percent of the cases in 1978 were for status offenses.

In the 15 counties surveyed, three of the counties had developed a division of the juvenile court to provide service to status offenders. The three counties were Delaware, Philadelphia and Cambria. In Delaware County a separate county agency known as the Delaware County Youth Service Bureau (YSB) was established to address the needs of status offenders.

In Philadelphia County, a unit under the direct authority of juvenile court had begun in 1975 to provide intake, referral and counseling for status offenders.

In Cambria County the Family Counseling Unit was started as a specialized unit in the probation department.

The 52 counties were surveyed on the question of jurisdictional shift, and 32 counties responded. Sixty-three percent of the respondents indicated the jurisdictional shift had occurred in 1977. Twenty-eight percent indicated that the shift had occurred between 1971 and 1976. Nine percent replied that the jurisdictional shift had been accomplished in 1978.

A second major objective of the study was to determine the extent to which the passage of Act 41 resulted in a marked change in the classification of status offenders for purpose of reception, processing and disposition by either the juvenile court or the county children and youth agency. The question becomes one of what is the number and kinds of children who processed as delinquents post Act 41, who would have been processed as status offenders pre Act 41? Parents, police, social service agencies, as well as judges,

Table J-14
TOTAL CASES AND STATUS OFFENSES PROCESSED
BY JUVENILE COURT 1976, 1978

	1976			1978		
	Total Cases Processed	Status Offenses Processed	Percent	Total Cases Processed	Status Offenses Processed	Percent
Philadelphia	17,456	2,974	17.0	14,151	970	6.8
Allegheny	9,503	1,581	16.6	6,647	65	1.0
*Delaware	1,318	82	6.2	1,466	10	.7
Bucks	1,061	129	12.2	1,238	73	5.9
Westmoreland	1,826	355	19.4	1,427	275	19.3
Lancaster	580	7	1.2	743	5	.9
Luzerne	470	37	7.9	637	0	0
Berks	483	3	.6	496	2	.4
*Erie	822	63	7.7	796	21	2.6
Dauphin	801	19	2.4	668	2	.3
*Cambria	248	13	5.2	322	1	.3
*Clearfield	187	27	14.4	189	9	4.8
*Mifflin	35	1	2.9	34	0	0
*Bedford	97	15	15.5	113	1	.9
*Greene	123	24	19.5	125	6	4.8
TOTALS	35,010	5,330	15.2	29,052	1,440	5.0

*Figures obtained from Juvenile Court Judges' Commission's Pennsylvania Juvenile Court Dispositions 1976, 1978 reporting system (PACIS reports and special computer run). Other county figures were obtained from individual county reports.

probation officers and social workers make labeling and relabeling decisions at various points in the processing and disposition of juveniles entering the court or children and youth agency.

The analysis that follows focus on patterns and changes (between 1976 and 1978) in volumes and types of status offenders processed by the courts and children and youth agencies in the 15 selected counties.

Table J-15 shows the number of status offenders by sex for 1976 and 1978. An analysis shows 68 percent of the juvenile court cases were female in 1976 with a drop to 49 percent in 1978. In analyzing children and youth agency cases within the 15 counties the data shows 60 percent were female in 1976 and 55 percent in 1978.

In terms of the 15 county total, white status offenders are the predominant racial group in both court and children and youth cases in both years. The figures for the percentage of white status offenders are:

	Court	Children and Youth
1976	46%	62%
1978	50%	57%

About 40 percent of the courts' status offenders in 1976 and 1978 were black, while the percentage of blacks among children and youth cases was about 25 percent for both years.

The median age of status offenders for all 15 counties was most uniform in 1976 and 1978, varying only from 15.4 to 15.8 years. As for the counties of Allegheny and Philadelphia, the median age was 15.6 and 15.3 respectively.

Tables J-16 and J-17 show the sources of referrals for status offenders. As can be seen, the family was the most frequent source of referral with 48 percent from this source in 1976 and 52 percent in 1978.

Tables J-18 and J-19 display the number and frequency of reasons for referrals. The data shows a marked decrease in the use of running away as the reason for referral of status offenders cases to juvenile court between 1976 and 1978. The percentage was 42 percent in 1976 and dropped to 20 percent in 1978.

To further discern the existence and extent of any relabeling, an examination was made of the incident of delinquency cases in which the juvenile was charged with simple assault. The hypothesis tested was that if extensive relabeling was going on as a result of Act 41, there would be an increase in delinquents charged with simple assault. The basis for this hypothesis is that in such cases, a judgment decision must be made as to whether a juvenile should be charged with simple assault and processed as a delinquent, as opposed to discounting the simple assault and process the juvenile as a status offender.

Table J-15

Sex Characteristics of Status Offenders in a
Random Sample of Juvenile Court and Children and Youth
Agency Cases in 15 Selected Counties, 1976 and 1978

	Juvenile Court				Children & Youth Agency			
	1976		1978		1976		1978	
	% Male	% Female	% Male	% Female	% Male	% Female	% Male	% Female
Philadelphia	30	70	56	44	32	68	42	58
Allegheny	23	77	42	58	28	72	39	61
Delaware	44	56	50	50	86	14	45	55
Ducks	25	75	25	75	40	60	38	62
Westmoreland	75	25	60	40	50	50	38	62
Lancaster	N/C	N/C	N/C	N/C	40	60	47	53
Luzerne	33	67	N/C	N/C	0	100	50	50
Berks	67	33	100	0	17	83	38	62
Erie	57	43	25	75	45	55	42	58
Dauphin	50	50	60	40	54	46	57	43
Cambria	9	91	100	0	100	0	50	50
Clearfield	30	70	50	50	N/C	N/C	63	37
Mifflin	0	100	N/C	N/C	N/C	N/C	20	80
Bedford	50	50	N/C	N/C	N/C	N/C	100	0
Greene	100	0	N/C	N/C	30	70	20	80
Percent in 15 counties *	32	68	51	49	40	60	45	55

* These are "unweighted averages" obtained by dividing the number of female cases by the total number of status offender cases. Tests performed using weighted averages based on the sampling rates showed little difference between "unweighted" and weighted averages.

N/C - no cases available for analysis.

Table J-16

Characteristics of Source of Referral of Status Offender Cases
in a Random Sample of Juvenile Court Cases in 15 Selected
Counties, 1976 and 1978

Percent of Cases 1976																	
Source of Referral	Phila	Alleg	Del	Bucks	West	Lan	Luz	Berks	Erie	Dauph	Camb	Clif2	Hiff	Bed	Greene	All Counties	
Family	61	40	22	38	8	N/C	100	33	12	50	82	25	75	33	33	48	
Police	33	47	56	44	-	N/C	0	33	25	13	18	50	25	0	67	34	
School	-	3	-	-	92	N/C	0	-	0	12	-	25	-	50	-	7	
MAJ/CR	-	-	-	-	-	N/C	0	-	0	13	-	-	-	0	-	.7	
Vol. Agency	2	-	-	-	-	N/C	0	-	0	-	-	-	-	0	-	.7	
Court	1	6	-	6	-	N/C	0	-	0	12	-	-	-	0	-	3	
C & Y	3	1	11	6	-	N/C	0	-	63	-	-	-	-	0	-	4	
YSA	-	-	-	-	-	N/C	0	-	0	-	-	-	-	0	-	0	
Other	-	3	11	6	-	N/C	0	34	0	-	-	-	-	0	-	2.2	

N/R-17% N/R-.4%

Percent of Cases 1978																
Family	52	46	-	50	60	N/C	N/C	-	100	60	-	50	N/C	N/C	N/C	52
Police	4	46	100	-	10	N/C	N/C	-	0	40	100	-	N/C	N/C	N/C	17
School	3	4	-	25	30	N/C	N/C	-	0	-	-	50	N/C	N/C	N/C	6
Prob/CR	-	-	-	-	-	N/C	N/C	-	0	-	-	-	N/C	N/C	N/C	0
Vol. Agency	-	-	-	-	-	N/C	N/C	-	0	-	-	-	N/C	N/C	N/C	0
Court	38	-	-	-	-	N/C	N/C	-	0	-	-	-	N/C	N/C	N/C	21.2
C & Y	-	5	-	-	-	N/C	N/C	-	0	-	-	-	N/C	N/C	N/C	.8
YSA	-	-	-	-	-	N/C	N/C	-	0	-	-	-	N/C	N/C	N/C	0
Other	-	-	-	15	-	N/C	N/C	100	0	-	-	-	N/C	N/C	N/C	3

N/C - no cases available for analysis.

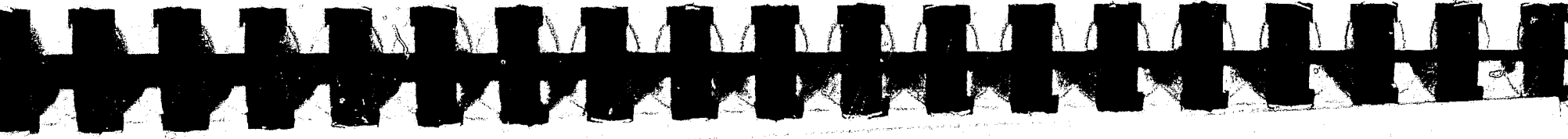


Table J-17

Characteristics of Source of Referral of Status Offender Cases
in a Random Sample of Children and Youth Cases in 15 Selected
Counties, 1976 and 1978

Source of Referral	Percent of Cases 1976															
	Phila	Alleg	Del	Ducks	West	Lan	Luz	Berks	Frie	Dauph	Carb	Clfd	Miffl	Bed	Greene	All Counties
Family	11	11	14	10	50	60	0	17	64	46	100	N/C	N/C	N/C	40	31
Police	27	6	-	-	25	11	100	-	0	-	-	N/C	N/C	N/C	20	8
School	2	28	26	20	-	13	0	33	36	36	-	N/C	N/C	N/C	10	24
PA/WR	2	-	-	-	-	-	0	-	0	-	0	N/C	N/C	N/C	10	2
Vol. Agency	16	-	-	20	-	7	0	-	0	-	-	N/C	N/C	N/C	-	3
Court	35	44	-	10	25	11	0	-	0	9	-	N/C	N/C	N/C	10	22
C & Y	-	6	-	-	-	-	0	-	0	-	-	N/C	N/C	N/C	-	1
YSA	-	-	-	40	-	-	0	-	0	-	-	N/C	N/C	N/C	-	3
Other	7	5	-	-	-	7	0	50	6	9	-	N/C	N/C	N/C	10	6

Percent of Cases 1978																
Family	25	67	34	32	88	63	75	13	42	29	25	25	40	29	60	42
Police	15	11	-	12	-	5	0	-	0	-	25	-	-	57	-	6
School	2	11	49	23	-	16	0	62	50	43	-	38	-	14	20	24
PA/WR	2	-	-	3	-	-	25	-	0	-	-	12	-	0	-	1
Vol. Agency	4	-	3	6	-	5	0	-	8	-	-	-	-	0	20	3
Court	38	-	-	-	12	-	0	-	0	-	50	25	20	0	-	11
C & Y	6	6	3	-	-	-	0	-	0	14	-	-	-	0	-	3
YSA	-	-	-	12	-	-	0	-	0	-	-	-	-	0	-	2
Other	8	5	7	12	-	11	0	25	0	14	-	-	40	0	-	8

N/C - no cases available for analysis.

Table J-18

Reason for Referral Characteristics of Status
Offenders in a Random Sample of Juvenile Court
Cases in 15 Selected Counties, 1976 and 1978

	Percent of 1976 cases referred for:				Percent of 1978 cases referred for:			
	Running Away	Ungov./ Incorr.	Truancy	All Other	Running Away	Ungov./ Incorr.	Truancy	All Other
Philadelphia	47	24	13	16	11	37	23	29
Allegheny	56	30	7	7	37	37	17	9
Delaware	78	11	0	11	33	0	11	56
Bucks	29	42	4	25	0	50	0	50
Westmoreland	0	85	0	15	21	36	29	14
Lancaster	N/C	N/C	N/C	N/C	N/C	N/C	N/C	N/C
Luzerne	0	100	0	0	N/C	N/C	N/C	N/C
Berks	0	25	0	75	100	0	0	0
Erie	0	78	0	22	23	61	0	16
Dauphin	8	50	25	17	29	43	28	0
Cambria	29	59	6	6	50	-	-	50
Clearfield	0	25	50	25	50	50	0	0
Mifflin	50	50	0	0	N/C	N/C	N/C	N/C
Bedford	0	56	33	11	N/C	N/C	N/C	N/C
Greene	25	25	25	0	N/C	N/C	N/C	N/C
Percent for 15 counties	42	34	10	13	20	39	21	20

N/C - no cases available for analysis.

Table J-19

Reason for Referral Characteristics of Status
Offenders in a Random Sample of Children and
Youth Agency Cases in 15 Selected Counties,
1976 and 1978

	Percent of 1976 cases referred for:				Percent of 1978 cases referred for:			
	Running Away	Ungov./ Incorr.	Truancy	All Other	Running Away	Ungov./ Incorr.	Truancy	All Other
Philadelphia	30	32	30	8	20	43	26	11
Allegheny	33	18	30	19	21	43	18	18
Delaware	14	14	72	0	14	11	66	9
Bucks	33	33	17	17	26	23	30	21
Westmoreland	50	25	25	0	46	36	18	0
Lancaster	44	44	6	6	22	33	25	20
Luzerne	0	0	0	100	50	25	0	25
Berks	22	11	45	22	20	30	50	0
Erie	27	13	47	13	8	8	83	0
Dauphin	0	40	47	13	18	46	27	9
Cambria	0	0	100	0	0	0	100	0
Clearfield	N/C	N/C	N/C	N/C	28	27	27	18
Mifflin	N/C	N/C	N/C	N/C	29	29	42	0
Bedford	N/C	N/C	N/C	N/C	60	20	20	0
Greene	25	38	37	0	50	17	17	16
Percent for 15 Counties	28	28	30	14	23	30	33	12

N/C - no cases available for analysis.

Source: Government Studies and Systems, Act 41 Impact Study.

Table J-20 presents an analysis of the incidence of simple assault cases in the 15 selected counties in 1976 and 1978. Overall the number of simple assault cases decreased slightly from 1,675 in 1976 to 1,557 in 1978. The comparison percentage incidence of simple assault cases between 1976 and 1978 does not support the hypothesis that extensive relabeling has occurred as a result of Act 41.

Within the 15 counties the number of status offenders for whom pre-adjudicatory placement was used dropped from 158 in 1976 to only 44 in 1978, a 78 percent decrease.

The types of processes used in status offender dispositions in the 15 counties shifted in pattern reflecting both jurisdictional shifts and de-criminalization aspects of Act 41. Informal adjustment by courts dropped by more than 50 percent. The number received in service by the children and youth agencies increased 72 percent. Distinct changes were observed in juvenile probation department status offender cases. The use of children and youth agency services rose from only 4 percent of dispositions in 1976 to 35 percent in 1978, and the use of probation dropped from 35 to 16 percent of cases dispositions. For example, in Philadelphia the use of probation dropped from 15.0 percent to 2.0 percent and in Allegheny County the decrease was from 36.8 percent to 4.5 percent.

The services available to status offenders in the 15 counties were surveyed and indicate that services varied from county to county. Generally the larger the county's population, the greater variety of services were available in the county. The findings from the interviews with county officials are summarized below.

1. There is a shortage of many of the basic services. Some of the services cited as inadequate were alternative education, employment services and drug treatment.
2. Most services are being inadequately provided in most counties.
3. Protective services, institutional services and diagnostic services were rated as the most available of all services.
4. Some services were rated as critical needs in several counties providing alternative education programs.

Table J-20

Number and Percent of Simple Assault Cases of the total Delinquency Cases processed by the Juvenile Courts in 15 Selected Counties, 1976 and 1978

	1976			1978		
	Total Delinquency Cases Processed	Simple Assault Cases Number	%	Total Delinquency Cases Processed	Simple Assault Cases Number	%
Philadelphia	14,524	694	4.8	12,568	640	5.1
Allegheny	6,629	633	9.5	5,774	331	5.7
Delaware	1,236	N.R.	-	1,450	88	6.1
Bucks	914	57	6.2	954	107	11.2
Westmoreland	834	45	5.4	868	99	11.4
Lancaster	562	23	4.1	744	26	3.5
Luzerne	443	42	9.5	695	90	12.9
Berks	572	27	4.7	541	16	3.0
Erie	759	59	7.8	768	65	8.5
Dauphin	712	46	6.5	541	36	6.7
Cambria	209	16	7.7	321	23	7.2
Clearfield	133	19	14.3	179	22	12.3
Mifflin	30	0	0	34	0	0
Bedford	82	8	9.8	113	9	8.0
Greene	75	6	8.0	119	5	4.2
TOTAL:	27,714	1,675	6.0	25,669	1,557	6.1

Sources: Total Delinquency Cases Processed from PACIS, Juvenile Court Judges' Commission (JCJC) Commission Reports 1976 and 1978. Number of Simple Assault Cases from special print-out of JCJC statistical report forms, except for Philadelphia and Allegheny County. Number of simple assault cases for these two counties from their county court reports.

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