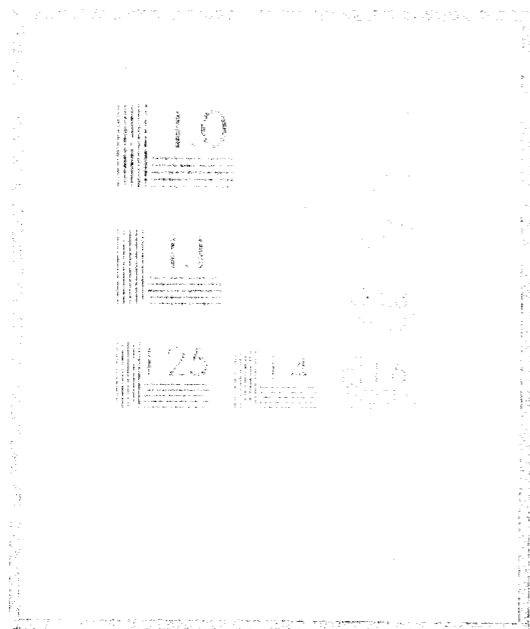


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CRIME AND THE PENNSYLVANIA CRIMINAL JUSTICE SYSTEM

Special Report to the Attorney General,
Chairman and Members of the
Governor's Justice Commission

October 12, 1973

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GOVERNOR'S JUSTICE COMMISSION

COMMONWEALTH OF PENNSYLVANIA

DEPARTMENT OF JUSTICE

GOVERNOR'S JUSTICE COMMISSION

E. Drexel Godfrey, Jr.
Executive Director

BUREAU OF CRIMINAL JUSTICE STATISTICS

Joseph F. Riggione
Acting Director

EVALUATION MANAGEMENT UNIT

Keith M. Miles
Director

CRIME AND THE PENNSYLVANIA
CRIMINAL JUSTICE SYSTEM

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GOVERNOR'S JUSTICE COMMISSION
DEPARTMENT OF JUSTICE
COMMONWEALTH OF PENNSYLVANIA

Milton J. Shapp
Governor
Israel Packel
Attorney General

October 12, 1973

E. Drexel Godfrey, Jr.
Executive Director
(717) 787-2040

SUBJECT: A Preliminary Analysis of the Pennsylvania
Criminal Justice System

TO: The Attorney General, Chairman and Members
of the Governor's Justice Commission

FROM: E. Drexel Godfrey, Jr.
Executive Director

Five years and some billions of dollars ago the United States Congress passed the Omnibus Crime Control and Safe Streets Act. Since that time Pennsylvania has received, and the Governor's Justice Commission has distributed, some 60 million in Federal LEAA funds to support crime reduction and improve the criminal justice system. We have planned and implemented 1500 projects. We have trained policemen, provided improved correction and probation services, and supported progressive court reform at all levels. When I came here two years ago, I surveyed these projects and spoke out for the need of something very simple: "Knowing where we are and where we are going."

We had, it seemed to me, too long neglected an essential element of sound management -- a systematic assessment of our progress and problems in achieving our goals. Such an assessment is not only helpful as an important yardstick to measure where we are, but also vital as a planning tool to indicate where we should go. What are the weak points in the criminal justice system? Where should we put our resources? What are the best methods and approaches to particular criminal justice problems? What are we getting for our dollars? These are the questions which we must answer to fulfill our purpose as a state criminal justice planning agency.

The attached report is the first in a series of studies analyzing significant trends in crime and the result of the system's efforts to deal with it. These studies will enable us to more accurately monitor our progress, pinpoint the weaknesses of the system, and focus our limited resources to achieve the greatest impact. Such studies will allow us to evaluate our progress at the operational level, will complement our project evaluation efforts

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Criminal Justice System

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being conducted by the Evaluation Management Unit and put a firmer footing under our Comprehensive Plans. The Commission's Bureau of Criminal Justice Statistics, under the able leadership of Joseph Riggione, worked closely with the Evaluation Management Unit to prepare this report with the assistance of consultants from Washington Justice Associates.

The report is preliminary in nature. Based on available state-wide data the report is both a testimony to how far we've come as well as how far we have to go. Some highlights of the report are:

- . The public's fear of crime is based on some very real facts, for the crime rate increased approximately 150% during the last decade. Robbery is particularly disturbing -- up 325% from 1960 to 1972. We have much work to do.
- . But for the first time in over 10 years we experienced a decrease in crime in 1972. While we cannot demonstrate that this decrease stems directly from the efforts of those of us concerned with the problem, the trend is encouraging.
- . The Commission's emphasis on the use of probation and other alternatives to incarceration appears both warranted and cost-effective given the great increase in the use of such alternatives by courts and their relatively small cost.
- . The "narcotic problem" is going both directions -- heroin use is down but marijuana and other dangerous drugs, up.
- . Juvenile justice is in the most difficulty with indications that the problem will be much more severe. Juvenile arrests and referrals to Juvenile Courts are up sharply, but there is indication of overload in some of these courts and a paucity of available treatment alternatives.

It is vital that all who read this report understand its basic characteristics and how it was created. Therefore, it should be noted that:

- . The report is "preliminary" because it is a beginning and allows all of us concerned with crime and its control to start asking the right questions.

A Preliminary Analysis of the Pennsylvania
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- . The facts herein were taken from existing data sources. We have done no original research. Rather, we have sought to put together the available pieces -- those lying under our very noses -- of the state crime puzzle. The total picture thus drawn depends, in large part, on the accuracy of the individual pieces supplied to us (some by our own Bureau of Criminal Justice Statistics). It also depends on how we put the pieces together, how we interpreted them. Both functions -- gathering and interpreting data -- should be improved in the future as our experience in such endeavors grows.
- . An essential element in our efforts at improvement will be the extent to which we receive enlightened criticism and helpful suggestions from the criminal justice community.
- . In the future, we will build our capability to perform original research. For example, we have already made plans to perform a comprehensive study of recidivism by felony offenders. Other studies will focus on the crime situation in metropolitan areas.

This report represents a substantial increase in our capacity to rationally plan for the use of public funds. As we develop this capability, we will no longer labor under the handicap of too little information and knowledge of our progress. More importantly we will have much better information with which to evaluate the effects of past policy and to develop future policy. It is with great pride that I transmit this report to you.

CHAPTER I

Closing the Knowledge Gap: A Beginning

It has been estimated that public expenditures for law enforcement are currently running at the rate of about four billion dollars annually and that this figure will at least double over the next ten years. Incredible as it may seem, there are no data at all on how this amount is divided among various categories of criminal activity. The same is true for the people engaged in the criminal process, probably a more meaningful figure than dollar amounts. It is as if General Motors didn't know if it cost more per car to produce Cadillacs or Chevrolets. This being so, we are at a loss to know what the most effective use of the marginal law enforcement dollar will be. In this lamentable state of ignorance, prudence suggests the imposition of some basic fiscal discipline.*

This state of affairs which Dr. Herbert Packer describes was true in 1968, but is not entirely accurate today, at least in Pennsylvania. Our knowledge of crime in the state is improving. At the same time, the gaps in our knowledge of the most basic facts still continue to be enormous. For example, we do not know how many children are behind bars, today, this year, or last year.

But there is available a great deal of information about crime and its control. Much of it lies buried in voluminous reports. We have sought to mine nuggets from this vast amount of ore. Some of the most significant findings are summarized in the remainder of this chapter:

There is every reason why all of us -- the public, the Legislature, the courts, the executive agencies on the front lines -- should be concerned about crime in this state.

Between 1960 and 1972 the crime index, or the Part I offenses covering the seven most serious crimes as reported in the FBI Uniform Crime Reports (UCR), went up over 150%.

The single crime that probably causes more fear than any other, robbery, went up 325%.

But during this same period, the crime rate was lower in Pennsylvania than in the entire country or in the Mid-Atlantic region.

* Herbert L. Packer; The Limits of the Criminal Sanction, 1968, p. 259.

The year 1972 was a mixed one for the crime rate -- the overall rate was down, but the violent crime rate continued to rise.

Adult arrests increased in 1972. Arrests increased constantly for both Part I (the seven most serious crimes) and Part II (all other crimes) offenses.

Juvenile arrests for Part II offenses increased significantly during both 1971 and 1972.

Total arrests increased very sharply during 1972. Arrests for both Part I and Part II offenses have increased significantly. These facts suggest that the impact of more police activity, more sophisticated detection procedures and improved reporting techniques is being felt.

Juvenile delinquency increased. Referrals to juvenile courts went up but court commitments to juvenile probation and State juvenile institutions went down. This suggests court overload, continuing reluctance to commit to juvenile institutions, and a lack of other dispositional resources for the juvenile court.

Separate cost data for the juvenile court, including probation, foster homes and group homes, would, if available, probably demonstrate that the juvenile court has not been able to keep up with its service demands. The shortage of good data in this field suggests a more concentrated effort on juvenile reporting procedures.

The adult court dispositional trends are striking in contrast. There has been a major change in the increased use of alternatives to incarceration:

- (1) Local and State institutions contain a diminishing proportion of persons sentenced. Jails and prisons are at lower population levels than in the past.
- (2) The use of probation and suspended sentences continued to increase.
- (3) The use of parole has also increased for the prison-committed population.

The recidivism rate for former offenders in probation and parole status continued to decrease. County probation recidivism and revocation resulting in imprisonment has decreased the least, indicating an area for further study. It is our speculation that county probation has been unable to provide the needed quality of community supervision services, due to continued high caseload levels because of under-staffing in the adult probation offices.

The cost per offender for State adult institutions is \$6,000 per year.

The cost per offender for county adult institutions is \$4,000 per year.

The cost per offender for State adult probation or parole is \$630 per year.

It seems clear from these facts that when probation and parole services are adequately funded and reasonably staffed they can provide not only the most cost effective alternative to incarceration, but may keep recidivism and revocation to minimum levels.

Prosecutors received overwhelmingly more local funds than the public defenders. This fact suggests that prosecution is favored over indigent defense with regard to allocation of resources needed for their function and growing workload.

The 1973 UCR Crime Rate continued downward following the same trend started in 1972 but the reasons for this are unclear given the recent increases in arrests. In light of national data, our tentative conclusion is that in Pennsylvania, as in New York, Washington, and other urban areas studied, the heroin epidemic and related crime peaked and started downward in 1971 as rapidly as it went up in 1968-1970.

For the first time, expenditure data has been compiled that provides the basis for analyzing total criminal justice system costs and their trends (1960-1973) and their projections to 1978. More detailed information is needed. Indeed, if more information were available on performance (results) of various programs, data could be readily compiled on cost effectiveness of the criminal justice system.

Some significant items from the expenditure data are:

- (1) LEAA funds will probably never exceed 10% of the total system costs.
- (2) The costs of courts has increased more, proportionately, than the costs of prosecution and defense; the costs of State courts has increased nearly twice as much as have costs for local courts.
- (3) The costs of all parts of the criminal justice system will continue to increase over the next five years irrespective of workload or performance.

What Does It All Mean?

Pennsylvania must be doing something right because the basic indicators of crime and its control are very favorable compared to other states.

Performance, efficiency and economy should be given greater emphasis in criminal justice development planning. Criminal justice administration and operations are to the public as much a cost of crime as the cost of larceny and personal injury. If, for example, the incidence and prevalence of heroin use is down, the general presumption should be that the special resources provided to deal with this problem can be withdrawn. Past experience indicates, however, that these resources will not be withdrawn but re-deployed. As another example, state prisons serve about three-fourths the population that they did in 1960 but the total costs of prisons have increased over 300% -- with about 60% of that lost to inflation.

In the long run, the superior crime prevention programs exist outside the criminal justice system. More investment (and more evaluation of the results) should be soon considered in such programs as special education services designed to keep pre-delinquent youth in schools, expanding vocational training and opportunities for persons with delinquent and criminal records, and creating more effective clinical treatment services for the alcoholic, drug abuser, and the marginally retarded.

The criminal justice system has been expanded to an extraordinary degree during the past five or six years as a result primarily of public concern over increases in violent crime in the streets. Yet most of the resources have been directed to secondary objectives. There are relatively few more offenders arrested, prosecuted and convicted for violent crimes which have continued their steady increase at the same rate since 1960. More effort would seem to be needed to enlarge the flow of these new resources into areas of higher public interest. A way of beginning might be to get more data to assist the Legislature in considering more fully such matters as reducing or eliminating the criminal sanction for victimless crimes. It would seem desirable in the coming years to respond to matters in the legislative area. Special research and demonstration projects could be designed to explore such matters as:

- (1) The decriminalization of public drunkenness
- (2) Mandatory probation for various types of first offenders
- (3) A program for restitution to victims by offenders
- (4) Records expungement and pardons
- (5) Alternatives to court for motor vehicle violations
- (6) Alternatives to juvenile court

The Urgency of Planning

Finally, it must be noted that all of the statistics and information in the world will do no good unless they are integrated into a sound planning and management system. One of the greatest contributions America

has made to mankind is the art of managing huge enterprises. It has been argued that we put men on the moon not through any scientific breakthrough but through a management system that piled technology on technology, virtually all of it in existence at the start.

It may be easier for us to assure astronauts a safe walk on the moon than a similar stroll down some of our streets on earth. The planning and management of a sound and humane crime control system must take into account the many diverse opinions and interests that sometimes tear at the fabric of logical reasoning. We must live with this situation. Democracy is nothing if not messy. But we cannot live with the situation and plan crime control effectively if we do not recognize it and face it frankly.

Such frankness demands that we admit that the extensive fragmentation and conflict within the criminal justice system has not been cured through the process called "comprehensive planning", mandated by Congress when it created LEAA in 1968. In the short run, at least, it may have only exaggerated the dysfunctional character of organization and decision making processes. The planning process remains too much the accumulation of separate projects championed by hundreds of separate agencies. This is neither good planning nor does it cause any improvement in the coordination and cooperation of the various agencies.

The availability of Federal funds through LEAA in some cases has perpetuated old rivalries and created new ones in the pursuit of these funds. The Federal pie is cut too much in relation to political imperatives rather than systems management or planning concerns. In this sense, "political" refers not so much to party activity but to the exercise of the power of particular interests anxious to obtain what they want at the expense of those interests led by the less powerful. For example, the existing power centers compete along the following lines:

- (a) Local versus State agencies
- (b) Law enforcement versus judicial versus corrections
- (c) Executive versus judicial versus legislative branches
- (d) Juvenile versus adult programs
- (e) Prevention versus enforcement
- (f) Urban versus non-urban interests

The Governor's Justice Commission and staff have accommodated to these pluralistic forces by setting priorities based on provincial rather than systems-wide concerns. Now a new planning strategy may be possible with the creation of an adequate information base for effective planning, for resource allocation, and for evaluation.

We are beginning to fashion the technology, the tools. We must build up a concomitant capability to use them, the art of effective criminal justice planning and management within a democratic system.

An interesting test of that capability is on the horizon. Our technical analysis suggests to us that there will be a jump in the "crime-prone" population, ages 15-24, which may peak in 1976, and that this could be accompanied by a rise in serious crime. The question is: can we mobilize resources in such a way as to head off a possible crisis? If we do not, the year of the Bicentennial could be one of the most crime ridden in our history.

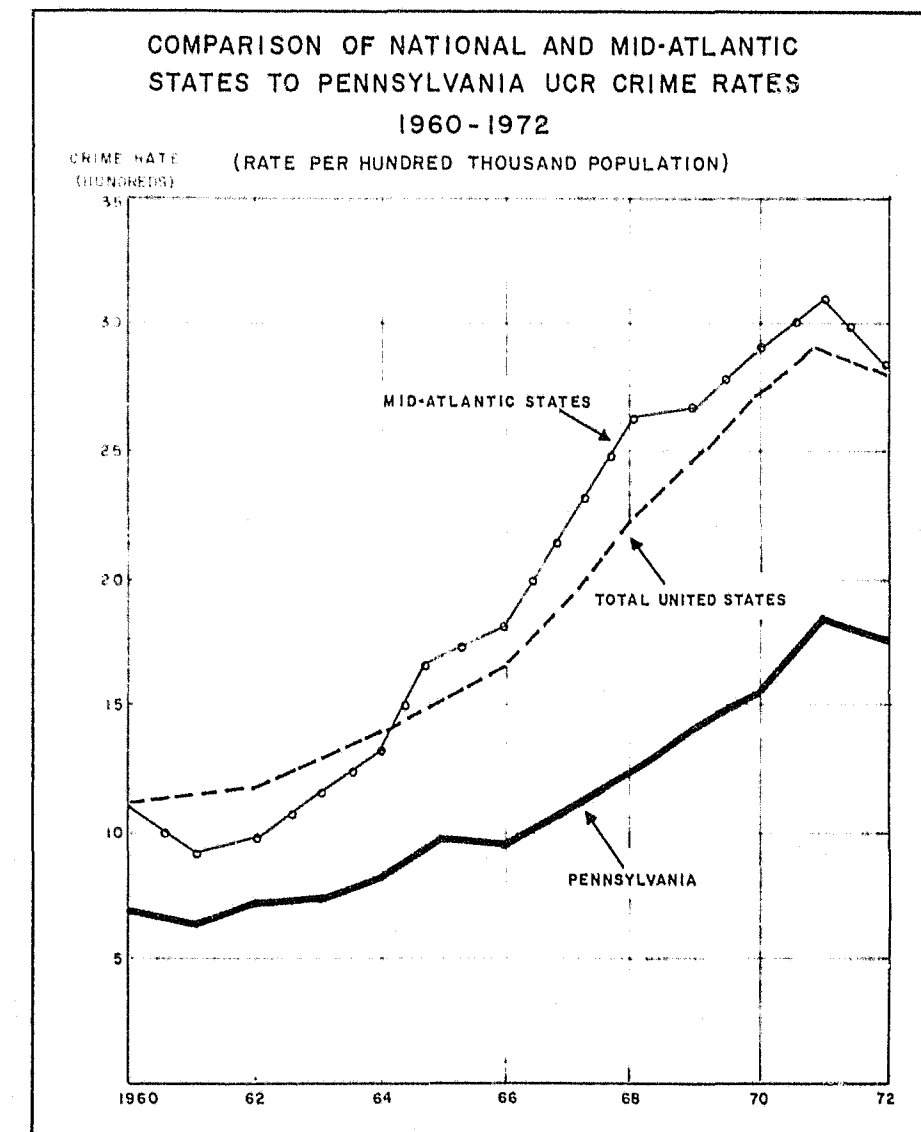
CHAPTER II

STATISTICAL TRENDS AND ANALYSIS

PENNSYLVANIA CRIME RATE

Although the total crime rate increased in Pennsylvania during the period 1960 to 1972, the rate was lower than that of the Nation as a whole and of the Commonwealth's sister states in the Mid-Atlantic Region (Chart I-A). The primary increase was in crimes against property (larceny, burglary, and auto theft) (Chart I-B).

CHART I-A

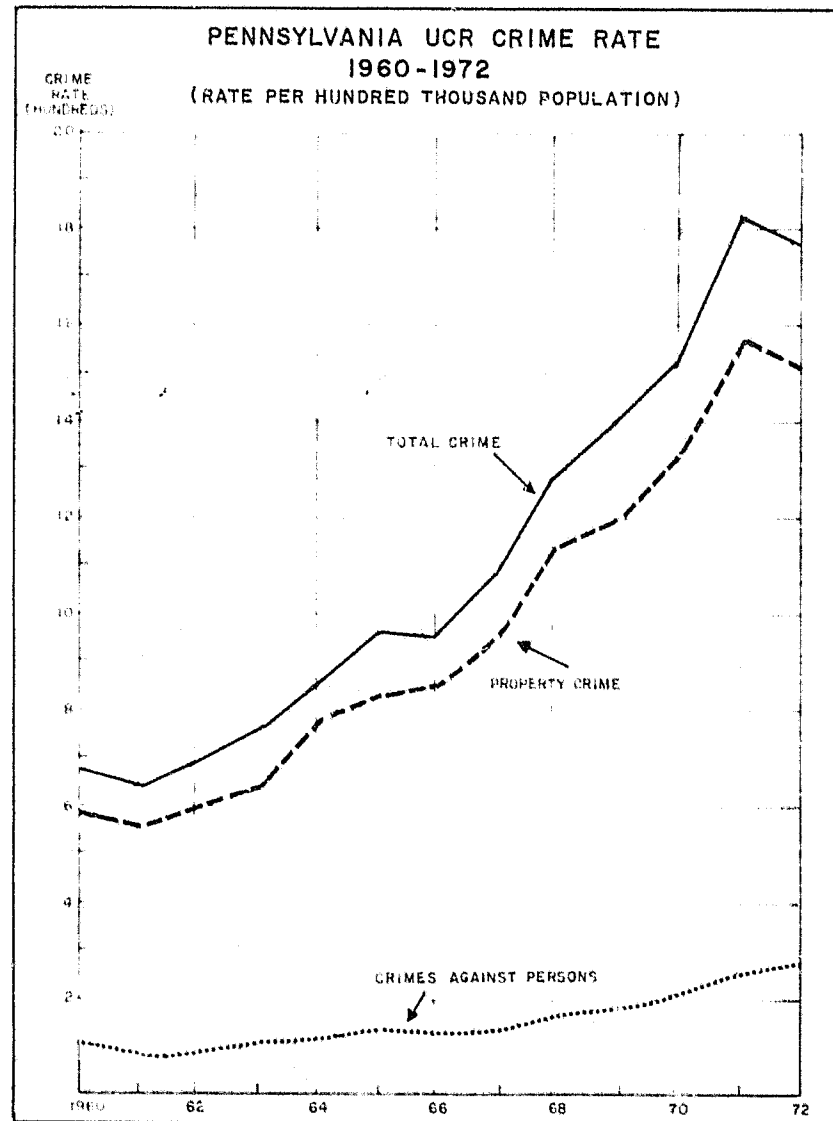


Source: Table I.

Crimes Against Property and Persons

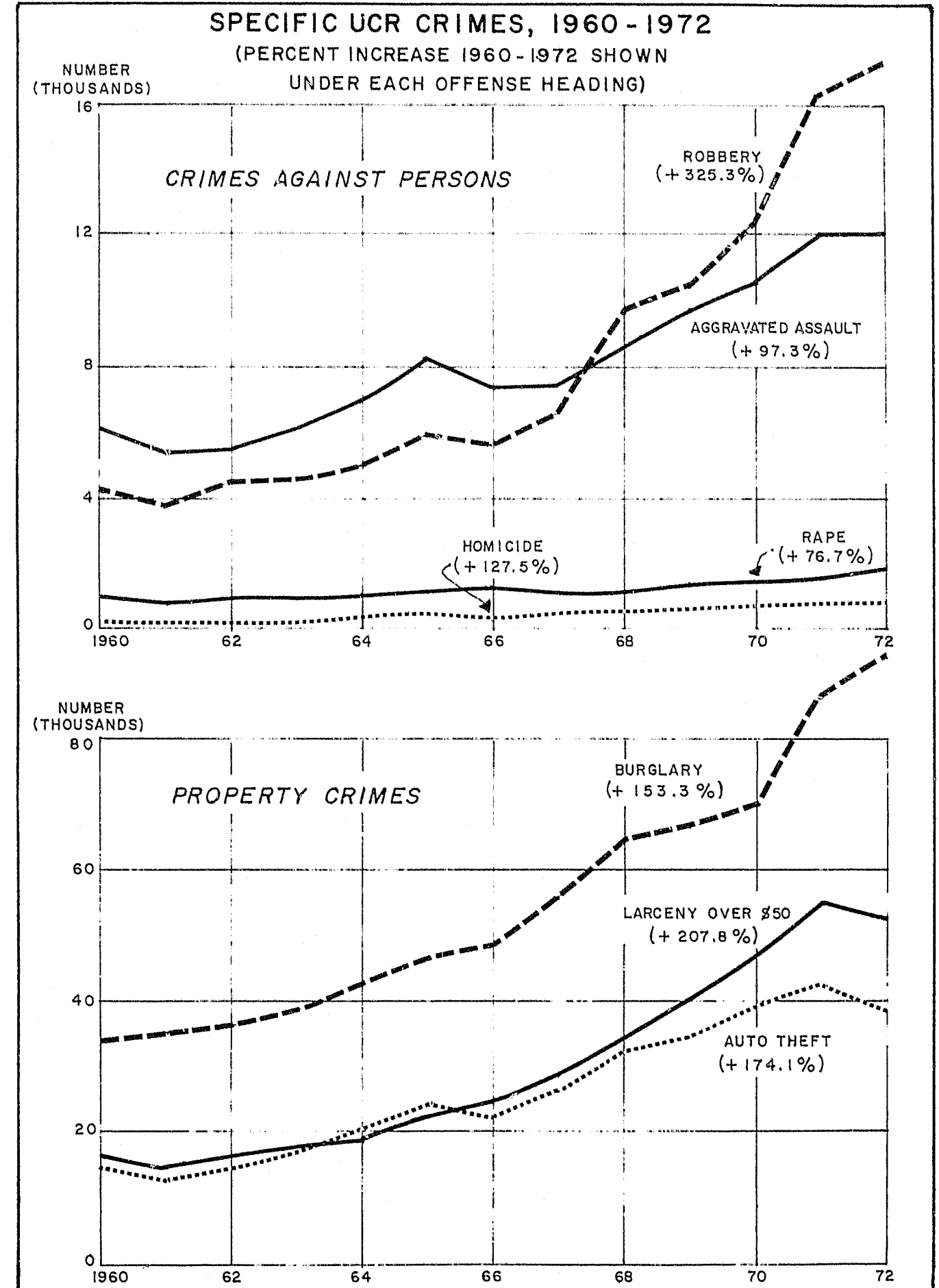
A decline in reported crimes began in 1972 primarily as a result of the substantial reduction in property crimes. The crimes against persons (homicide, rape, robbery, aggravated assault) -- the "violent crimes" -- have continued to show an overall steady increase. So far, at least, it is clear that the large amounts of State and Federal funds pumped into the fight against crime have had no discernible impact on these more serious crimes against persons. This finding suggests that violent crime may be the most resistant target of the Commission's funding. Probably there is a level beyond which the violent crime rate cannot be expected to drop since so many of such incidents are the result of confrontations of passion among families and acquaintances. However, there may be an indication here that robbery, at least, should be singled out as a focus for crime specific planning in the State.

CHART I-B



Source: Table 1.

CHART I-C



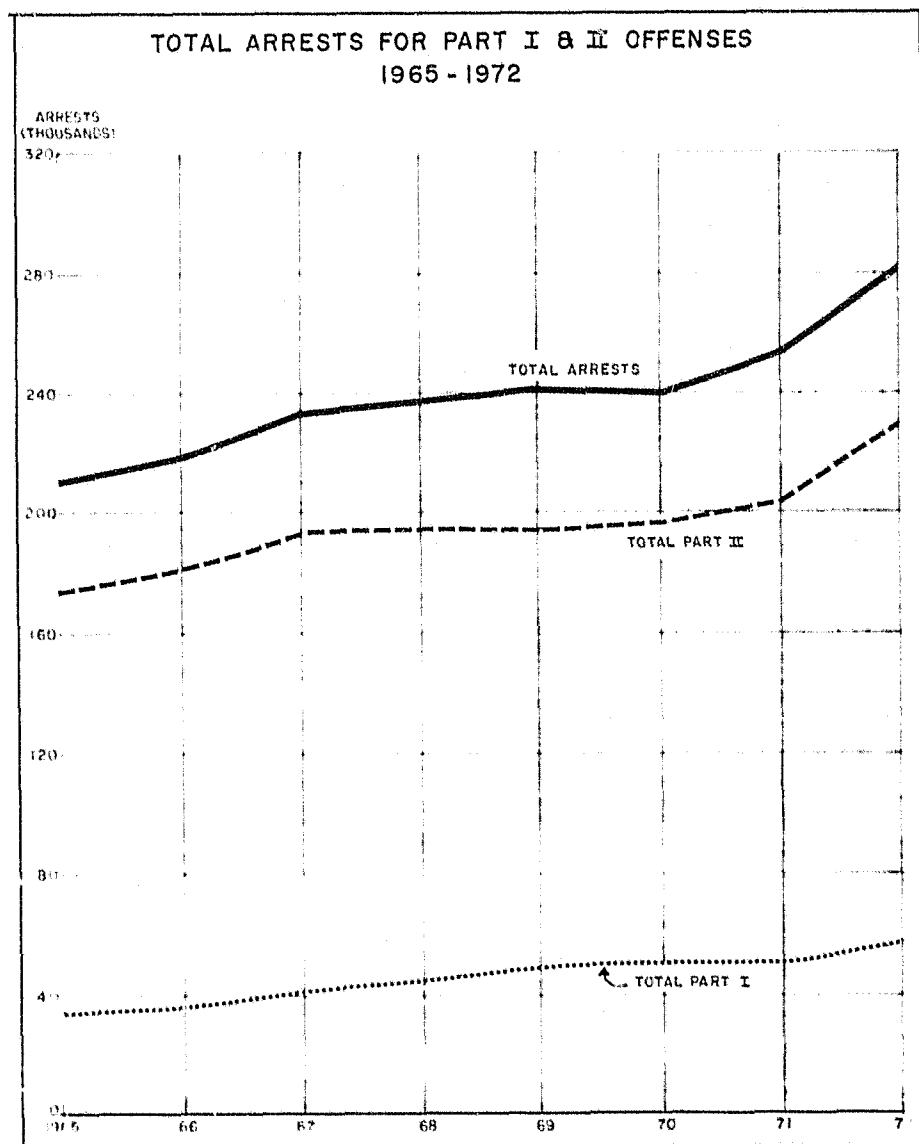
Source: Table 1.

Arrests

Pennsylvania's overall arrest rate, which had remained relatively consistent for some years, showed a slight increase in 1971. The trend continued in 1972 and into 1973.(Chart II-A). Juvenile arrests also began increasing significantly in 1971 and have continued to do so through 1972.(Chart II-B).

Since these increases took place, at least partially during a period when the crime rate was dropping somewhat (as evidenced by the previous charts), it is probably prudent to conclude that the increases are not directly related to crime incidence. It is more likely that arrest increases are due to a combination of factors, such as more police on the streets, more sophisticated detection devices, and greater citizen participation in reporting crimes.

CHART II-A



Source: Table 2.

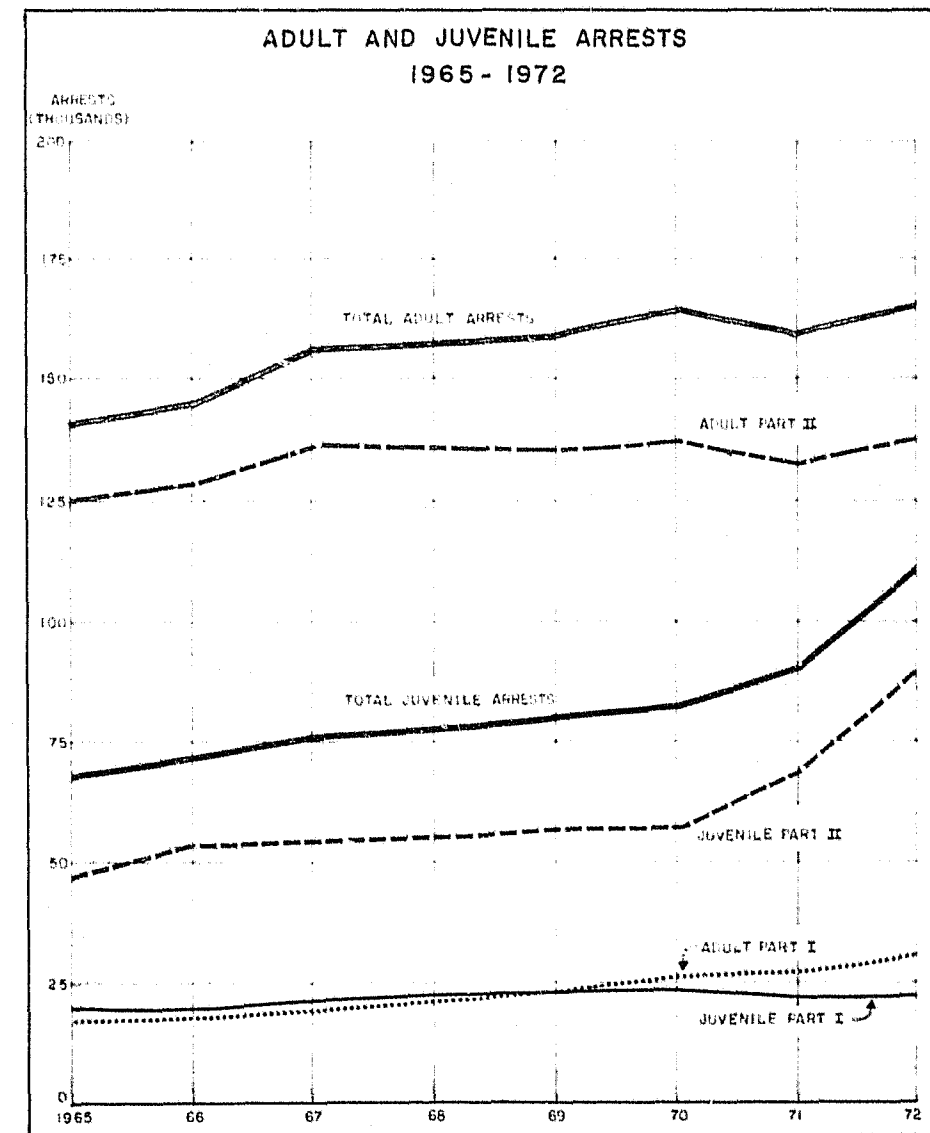
Juvenile and Youth Arrests

The bulk of the juvenile arrest increase is in Part II crimes (generally less serious or victimless crimes).

Arrests made for offenders within the 15-24 age group (as distinguished from juveniles below the age of 18) have decreased over the past several years. The number of arrests for this age group peaked in 1970 and has declined slightly since then.

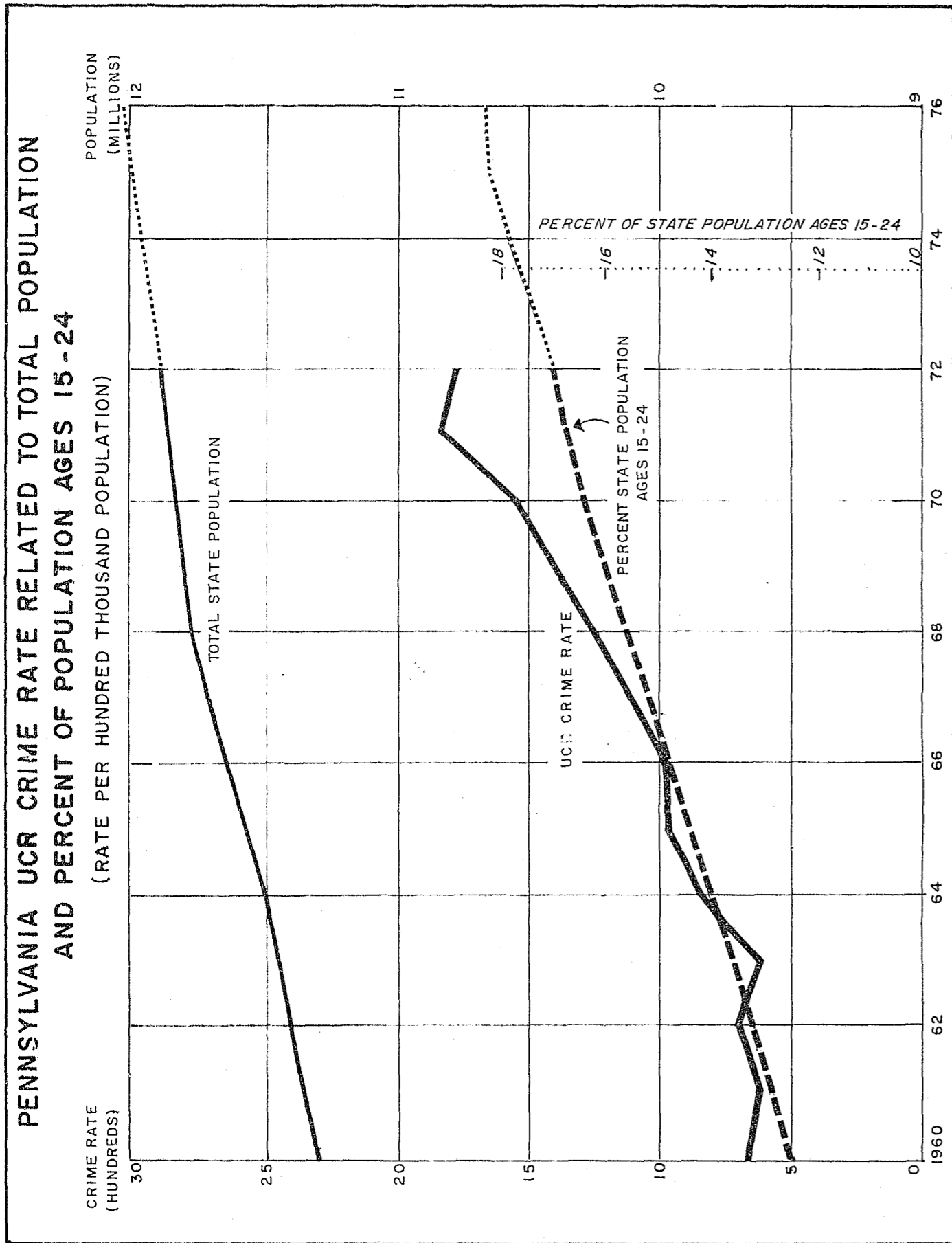
This age group is highly "crime prone" since it accounts for nearly 50% of all crime in the U.S. A new "bulge" in this age group began in Pennsylvania in 1972 and will probably peak in 1976. An increase in crime in this period is almost inevitable unless major efforts are soon made to establish more effective delinquency prevention and treatment programs and to improve the capacity of the schools and the courts to deal with a greater number of juvenile and young adult problems.

CHART II-B



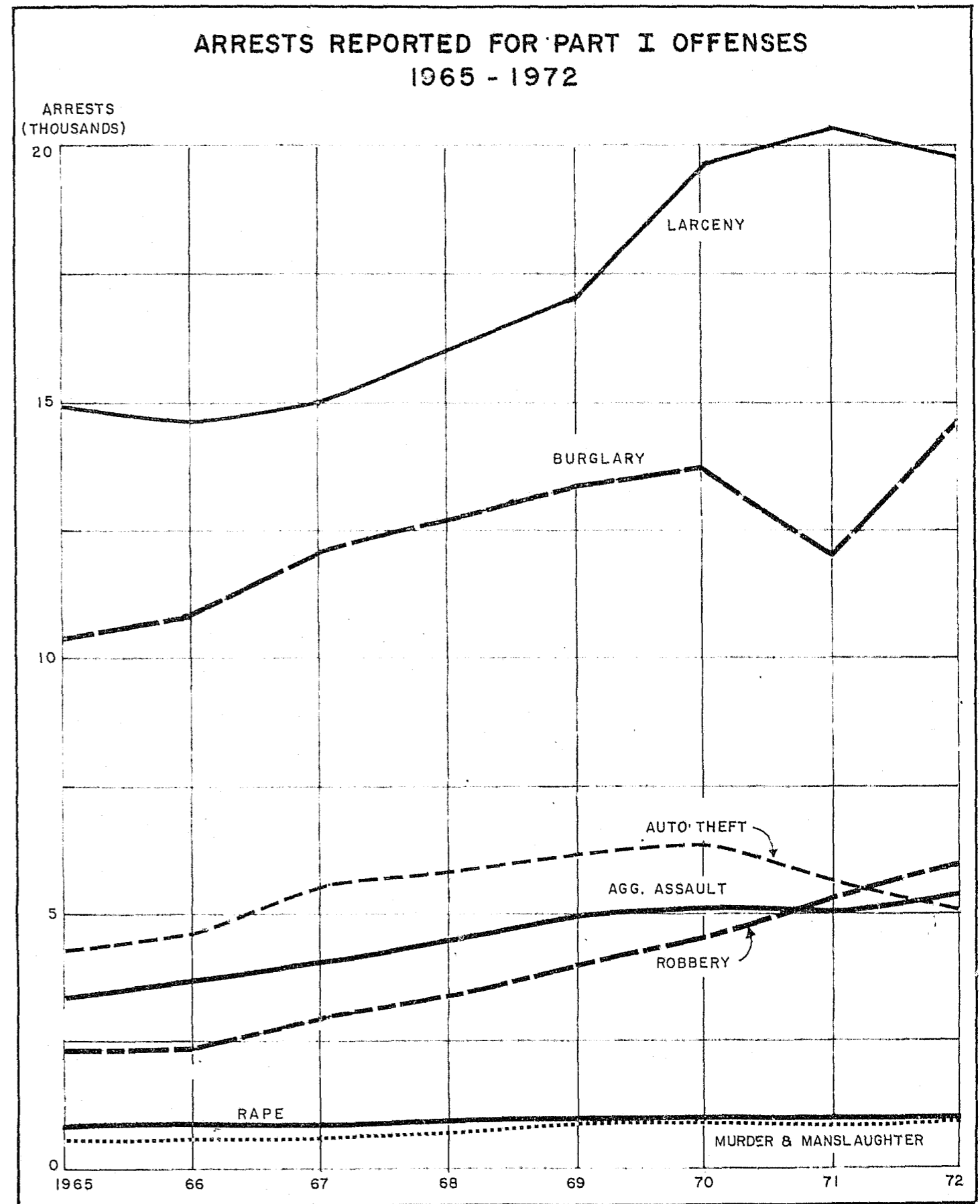
Source: Table 2.

CHART II-C



Source: Table 1.

CHART II-D



Source: Table 2.

Narcotic and Drug Law Arrests

The number of drug law arrests has increased since 1969 with the largest increase occurring in 1970 (Chart II-E).

Analysis of the major arrest components reveals the following data for 1972:

<u>Arrest Sub-group</u>	<u>No. of Arrests</u>	<u>Percent of Total</u>
Total	13,597	100.0
Addictive drugs (heroin, methadone, and cocaine) . . .	4,902	36.1
Marijuana	6,868	50.5
Other dangerous drugs (barbiturates, amphetamines, etc.)	1,827	13.4

As the UCR arrest reports are now constructed, all drug law arrests are grouped under the heading "Narcotic Drug Law". That this group shows a sharp increase over the past five years to 1972 causes many to believe drug addiction (heroin use and sale in particular) is increasing to greater epidemic proportions. On the contrary, heroin-related drug arrests are very sharply down in 1972 and a continued decrease in 1973-74 may be expected.

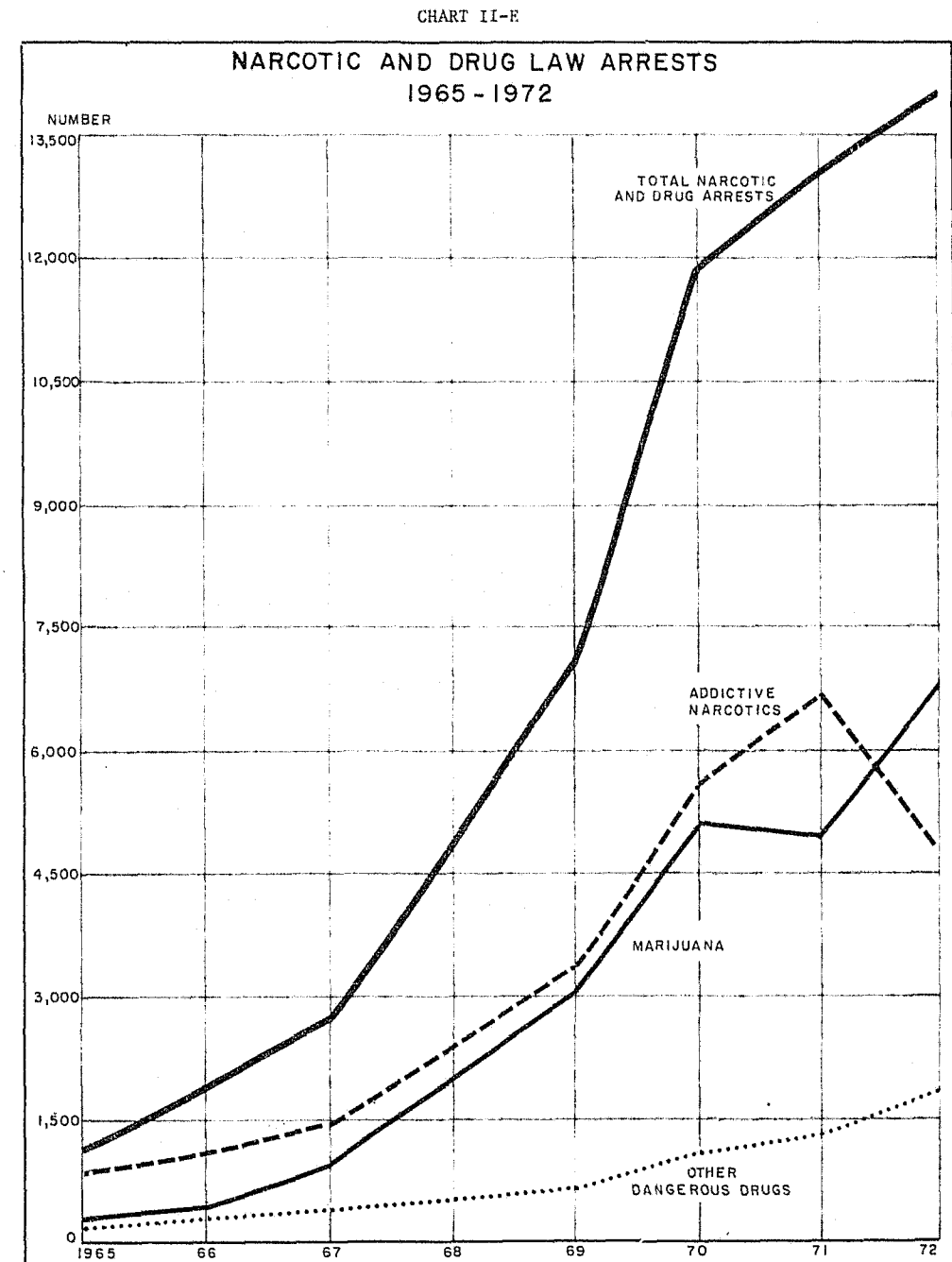
As Chart II-E indicates, based on the UCR arrest data, the major portion of the increase in drug arrests in 1972 was the marijuana arrests. Considering the large number of marijuana users in the population, (the Governor's Council on Drug and Alcohol Abuse estimates that there are 375,000 "high intensity" users of marijuana in the state), these arrests could be increased to almost any level depending upon the degree of law enforcement effort directed to this group.

While there is no indication that marijuana use is directly related to other forms of criminal activity, heroin and the other addictive drugs are a particularly acute crime problem because of the extensive costs of the drug at retail, the property crime activity involved in financing such purchases, and the extensive corruption of law enforcement necessary to protect the distribution system.

After all the efforts directed to the problem over the past several years, we now see the heroin epidemic diminishing -- although direct data is not available -- the drop in arrests is indicative of a drop in the number of addicts. The national data, particularly in the eastern cities, reveals a sharp decrease in heroin incidence and drug overdose deaths. The

United State Special Action Office for Drug Abuse Prevention reports that this drop is probably not a temporary change because it is due to a combination of excessive costs and low quality of the drugs (because of law enforcement pressure) and a developing cultural revulsion against heroin use.

All these indicators suggest a stocktaking of law enforcement strategies in the narcotics area and in the Commission's long range funding priorities. Even assuming that the heroin epidemic has indeed peaked, treatment facilities for addicts will probably remain an important requirement for some years.



Source: Table 2.

The Adult Offender in Court

Dispositions versus Convictions. The gap between crimes reported and persons arrested over the period 1960-1970 has been increasing. (Chart III-C). A similar gap exists and continues to widen as between the number of defendants processed by the courts and the percent subsequently convicted and sentenced (Chart III-A). For example, the total number of defendants processed by the Courts of Common Pleas in 1970 (37,220) resulted in the conviction and sentencing of approximately 69% (25,689). In 1972 the total number processed nearly doubled (72,138) but the number sentenced was about 54% (38,964). One cause of this change is the increased use of pre-trial diversion programs and the Accelerated Rehabilitative Disposition Program (ARD). The continued use and expansion of these programs should decrease the number of formal court trials and subsequently the number convicted and sentenced.

During 1972 the marked increase in criminal cases processed may be attributed, in part, to the substantial increase in the number of Common Pleas judges by 51.

Sentences Administered. A most dramatic change is the large increase in the use of probation and suspended sentences (Chart III-B). This trend reflects the tendency of the criminal courts to find probation increasingly acceptable as an alternative to incarceration. There has been, then, a great increase in demand upon the services of probation agencies. If monies budgeted for these services are not in proportion to the services required by the courts, a deterioration in these services could take place as workloads increase. This, in turn, would probably lessen judicial enthusiasm for using probation.

A second significant change is the nominal increase in commitments to State Prisons. The commitment level as a percentage of the total dispositions has remained constant over the twelve-year period except for a slight increase during 1972. If the number of commitments were to continue at the 1972 rate, the Commission should anticipate pressures for additional resources from the prison system.

Convicted and Sentenced. During 1969 and 1972 the number of defendants convicted and sentenced increased substantially. But over the twelve-year period the number of defendants convicted and sentenced to State prisons has held remarkably constant. A sharp increase, however, took place in 1972, which would be ominous if it were to continue as a trend for the next four years. That this may occur is seen as a plausible outcome of three factors:

1. The closing of the Allegheny County Workhouse and the Westmoreland County Jail with the subsequent transfer of their populations to State institutions.

2. A reduction of the State charge to the counties for the annual cost of imprisonment in State institutions of prisoners with over two year sentences. The charges will drop from 100% in 1970, to 75% in 1971, to 50% in 1972, to 25% in 1973 to 0% in 1974.
3. The State subsidy for county probation has been held to the 1972 level. In effect, there is now a greater subsidy to the counties for use of prison commitments than there is for the development of probation services.

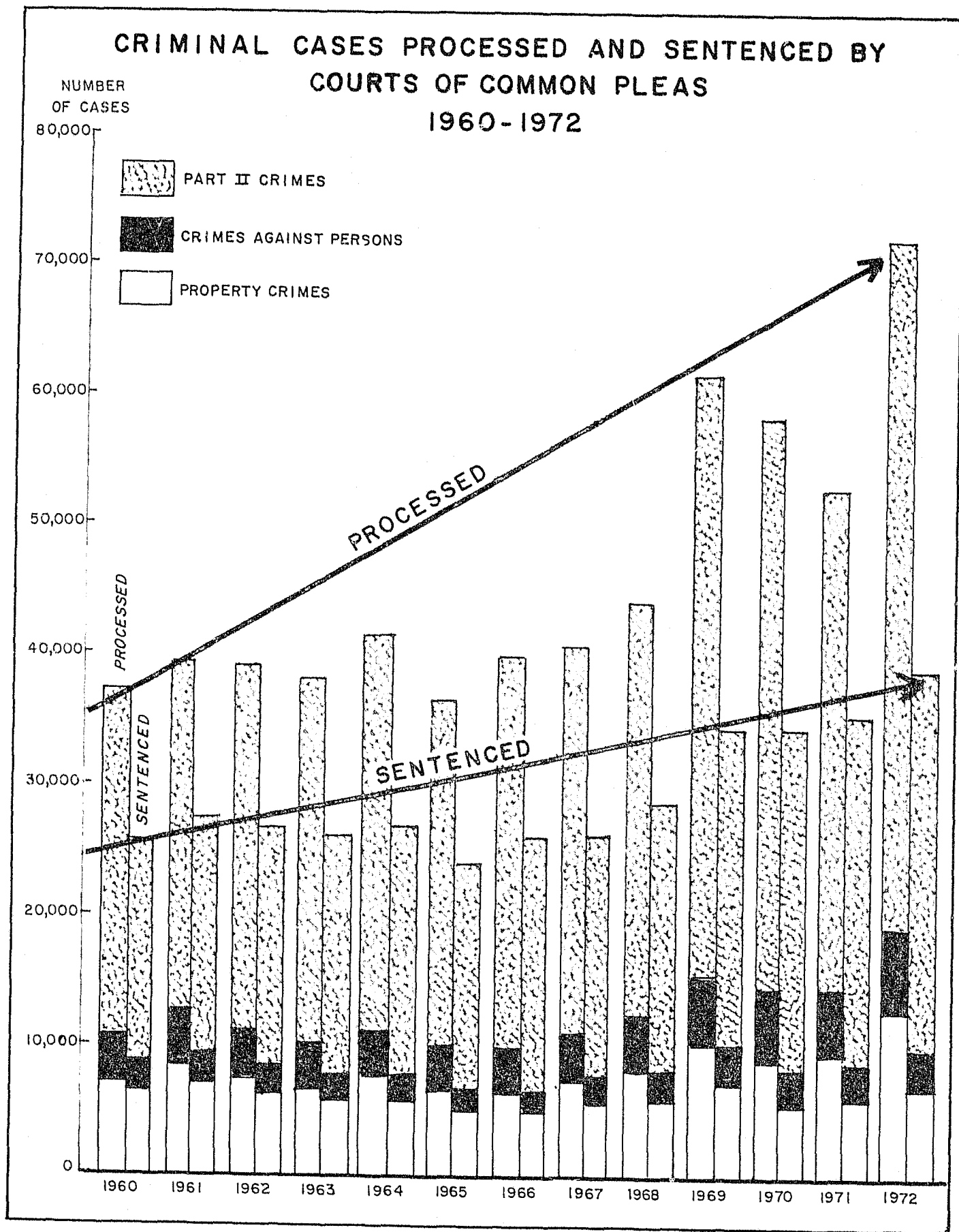
Police Clearance versus Court Disposition. Total Part I arrests in Pennsylvania continued to increase through 1972 at an overall rate considerably less than the number of crimes reported to the police. However, if the 1972 crime and arrests rates are indicative of a trend, the gap between the two may be closing -- indicating, in effect, significant improvement in the police clearance rate for these more serious crimes.

The total adult arrests for Part I offenses increased at a steady rate from 1966-1972, while the number of criminal court dispositions remained relatively constant until 1969. A new problem area is thus identified -- the development of a court backlog. Despite the large increase in judges taking the bench in 1971 there are now even more defendants to process.

A decrease in the number of cases processed coupled with a sharp increase in arrests was evidenced during 1970 and 1971. These two factors contributed to enlarging the existing backlog of cases to be tried. In 1972 the number of defendants processed increased substantially thus bringing the number of defendants processed closer to the number of arrests made. This trend is still only tentative but if it continues we may expect the backlog of cases awaiting trial to diminish to some degree, thereby providing a more rapid administration of justice.

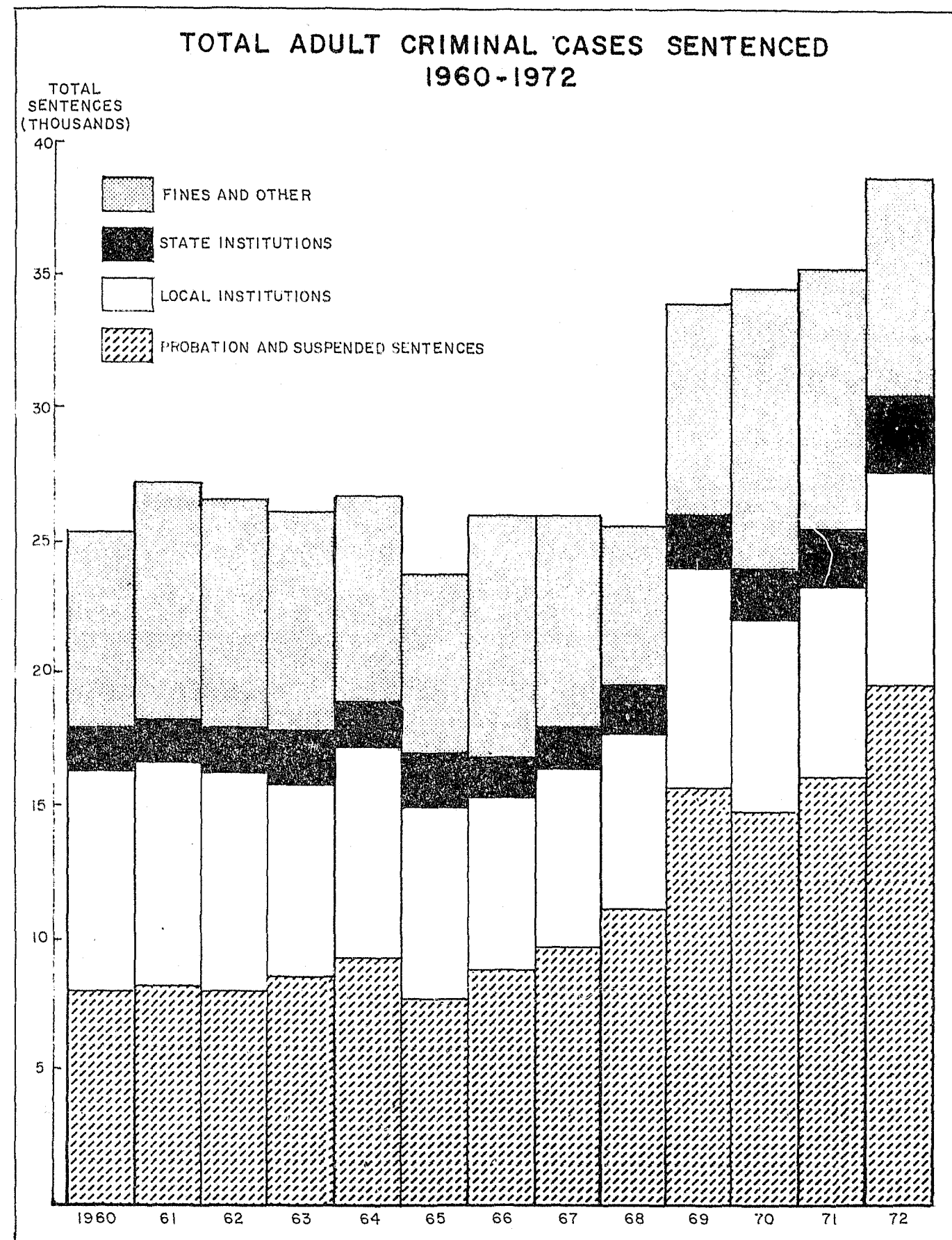
This section contains no information on cases processed by the lower courts, the minor judiciary. In light of the massive contact these courts have with the people of the State, this lack of information is a major defect in our system. We hope to see it remedied in the future.

CHART III-A

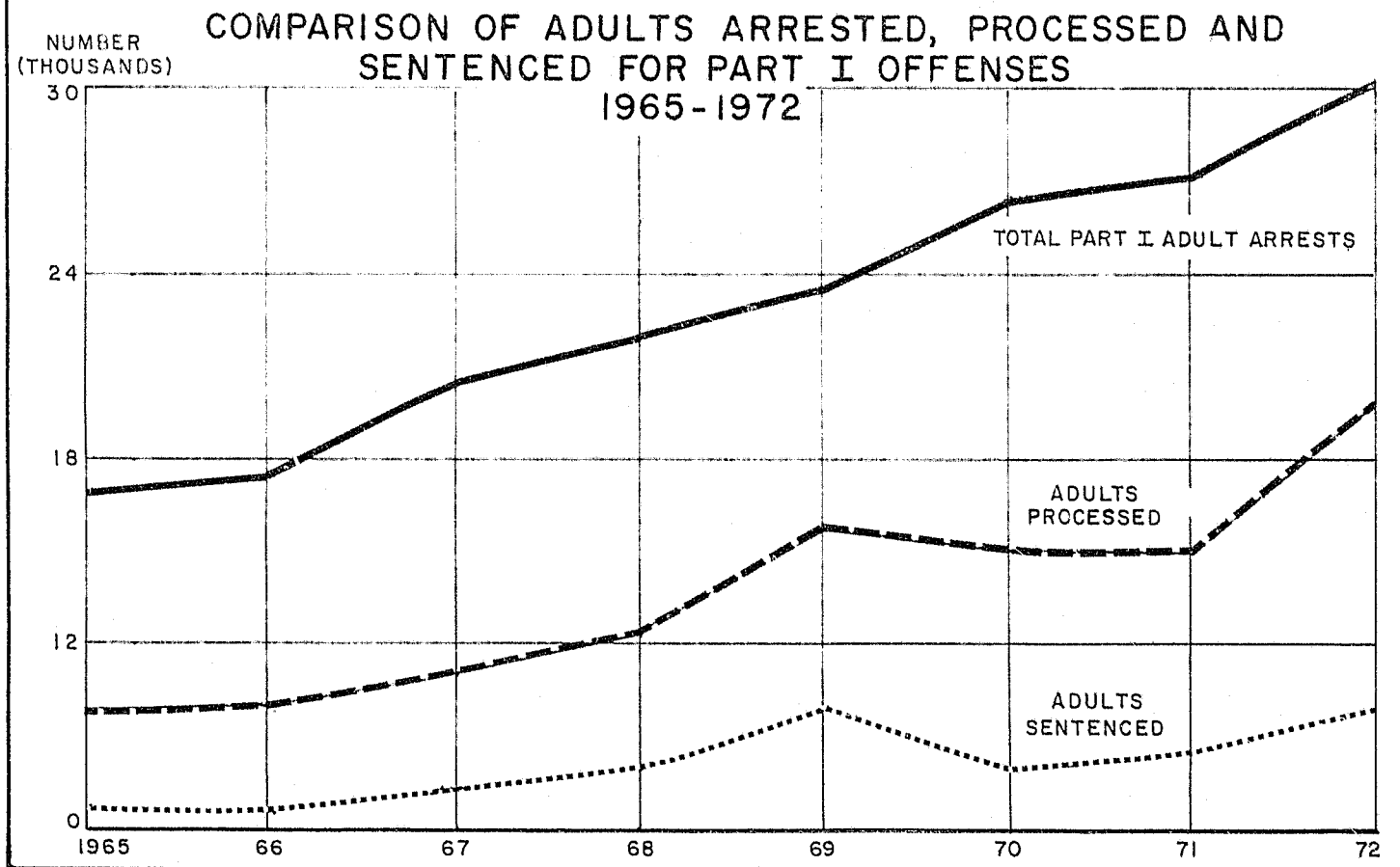
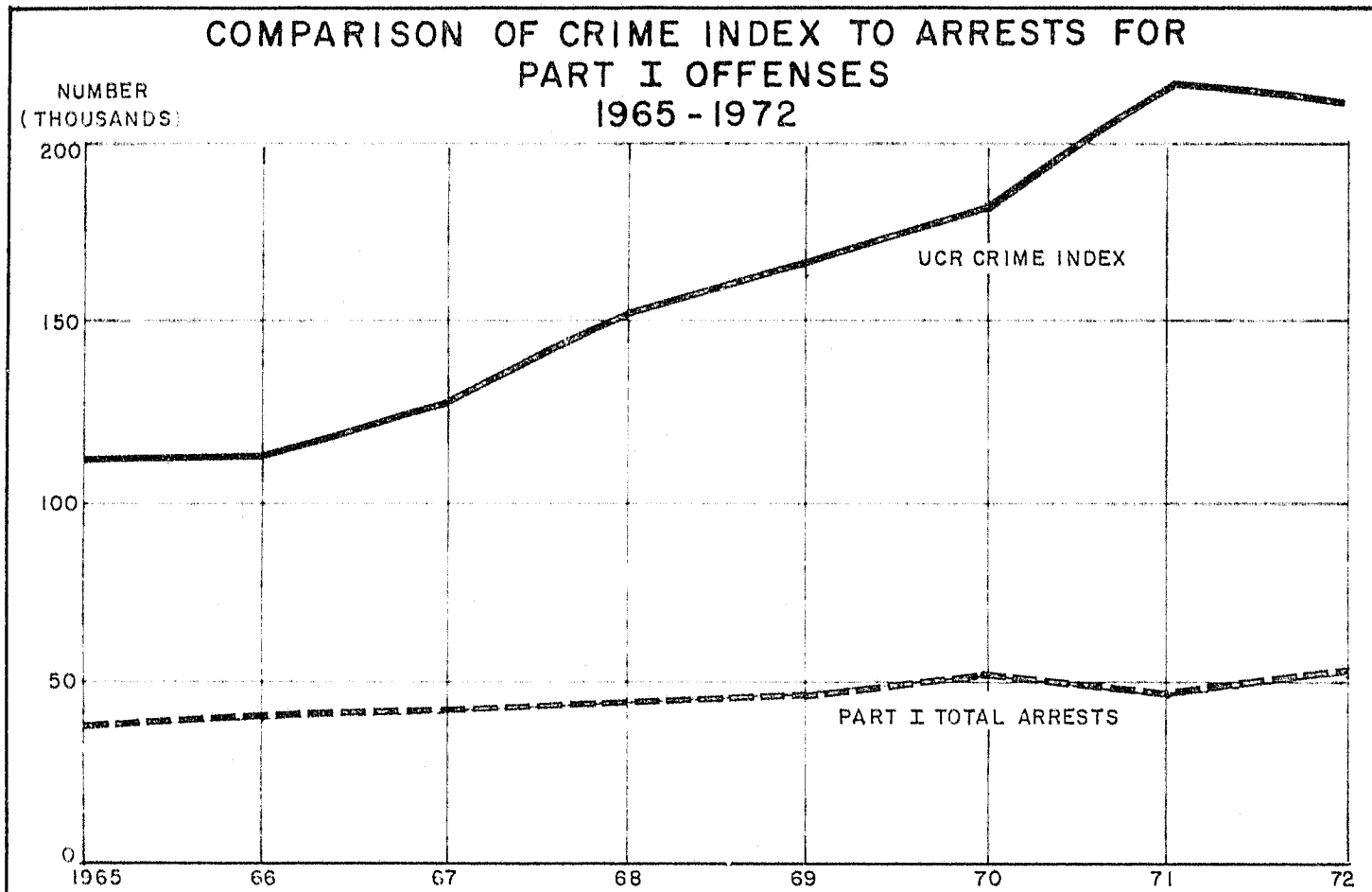


Source: Table 5.

CHART III-B



Source: Table 5



Source - Table 2.

The Juvenile Offender in Court*

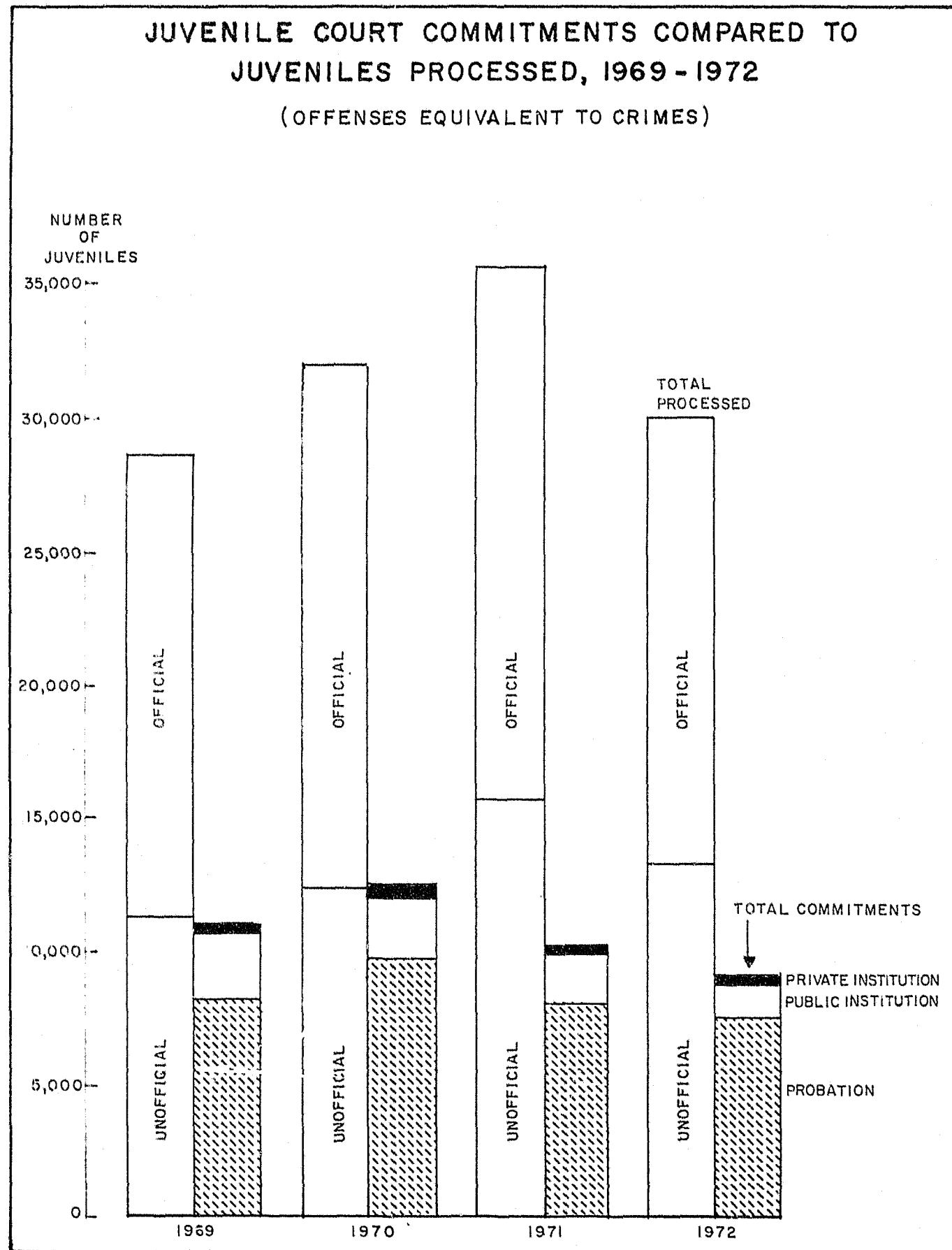
Data on Juvenile Court dispositions are not available for the years prior to 1969. These cases represent juveniles processed for acts which are equivalent to criminal offenses; that is, they would be crimes had they been committed by adults. Excluded here are offenses applicable only to juveniles, such as running away or being truant (Chart III-D). Note that the total number of cases increased 20% in 1970 and 1971 and then fell sharply in 1972. The reason for this is unclear and should be followed up with more detailed analysis.

It is, however, significant that total commitments to public and private institutions maintained a steady reduction from year to year for a gross reduction of nearly 50% in the period 1969-1972. Unlike adult commitment patterns, however, this decrease in institutional commitments was not accompanied by a major increase in the use of probation. In fact, over this same four-year period, probation dropped over 10%.

At the same time, it is reported that State juvenile institutions are experiencing a serious problem in overcrowding. Since the intake to these institutions is down, the most likely explanation for this paradoxical situation is that the median time served by juveniles in these State institutions has been increasing.**

* The terms "official" and "unofficial" dispositions used in the chart on the next page are described in the glossary.

** Data from the Department of Public Welfare is not yet available on institutional capacities and population although it has been requested and is expected in the near future.

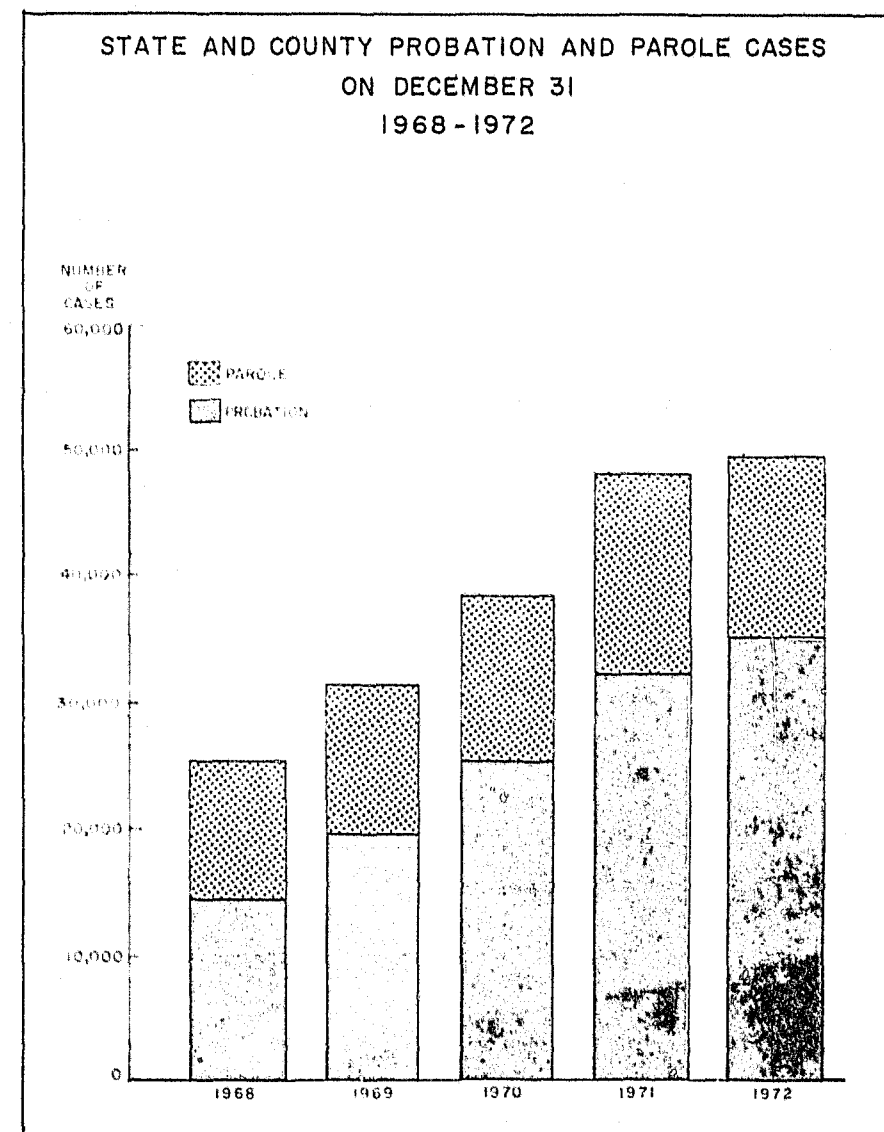


Source: Table 6.

Probation and Parole

Since 1968 there has been a sharp increase in the use of probation and parole at the state and county levels. This can be seen in the increases in both the total caseload (Figure IV-A) and the number of cases received annually (Figure IV-B). Although the major increase over the last four years has taken place at the county level, most recent figures indicate that there has been an overwhelming increase in the state probation and parole caseload since 1970 (Figure IV-C). While these increases probably reflect the acceptance of probation and parole as a preferred alternative to incarceration, the recent rise in the state caseload may result from the greater use by the counties of state "special probation and parole" (cases referred to the state by the counties). The increased use of the state probation and parole services by the counties may stem from the lack of local funds to support the rising demand for local probation and parole services.

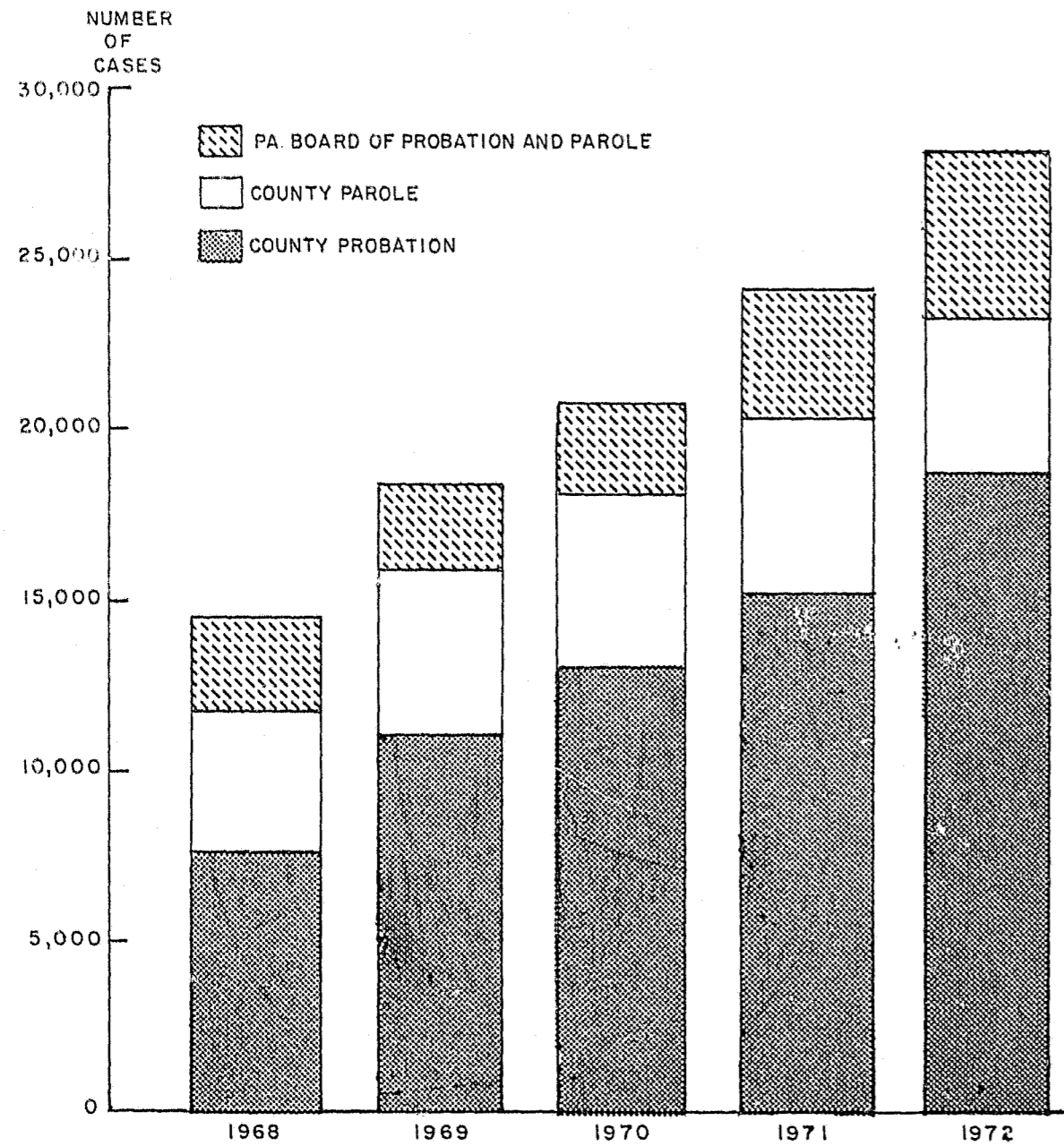
CHART IV-A



Source: Table 7.

CHART IV-B

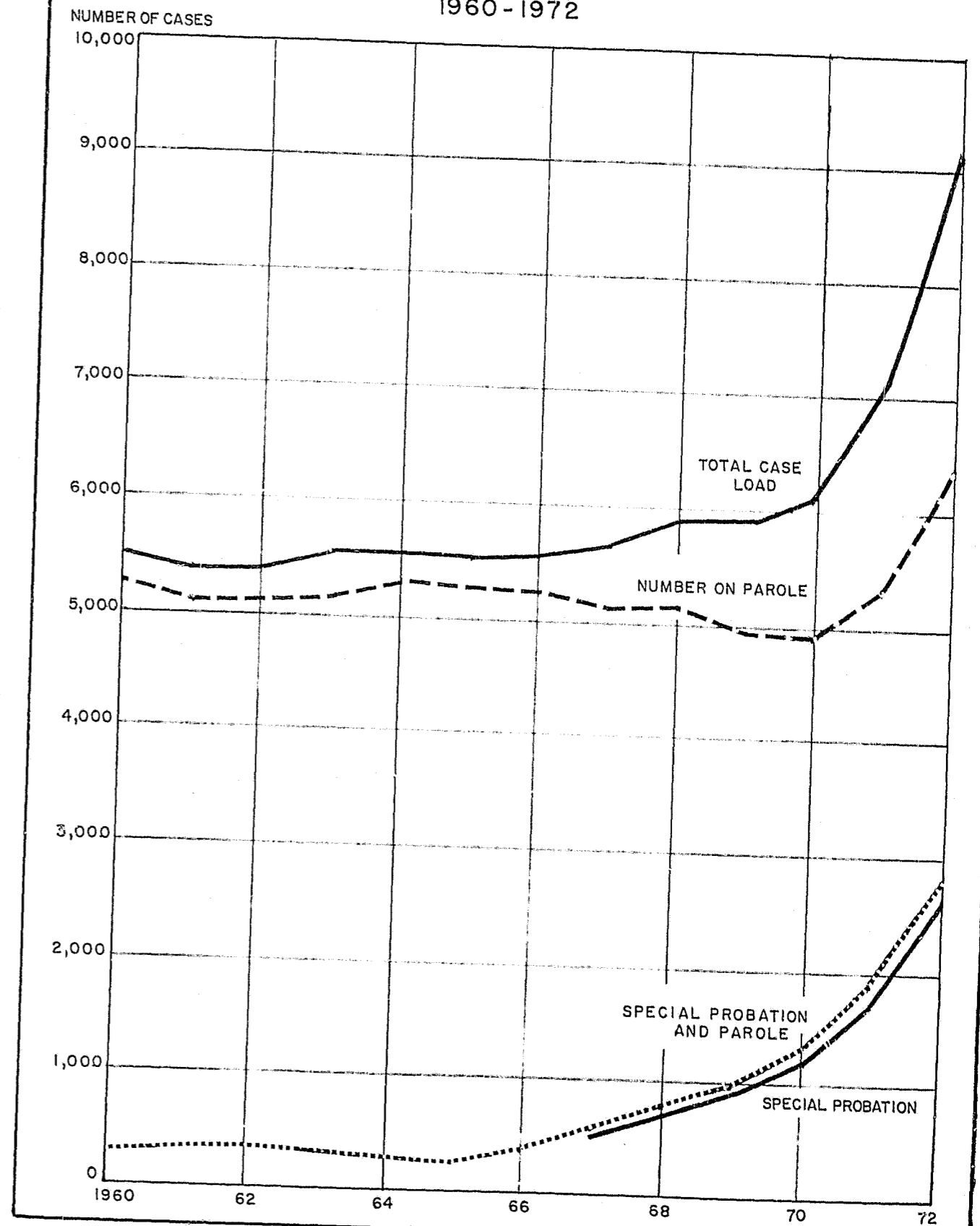
TOTAL PROBATION AND PAROLE CASES RECEIVED ANNUALLY 1968-1972



Source: Table 7.

CHART IV-C

CASES UNDER JURISDICTION OF THE PENNSYLVANIA BOARD OF PROBATION AND PAROLE ON DECEMBER 31 1960-1972



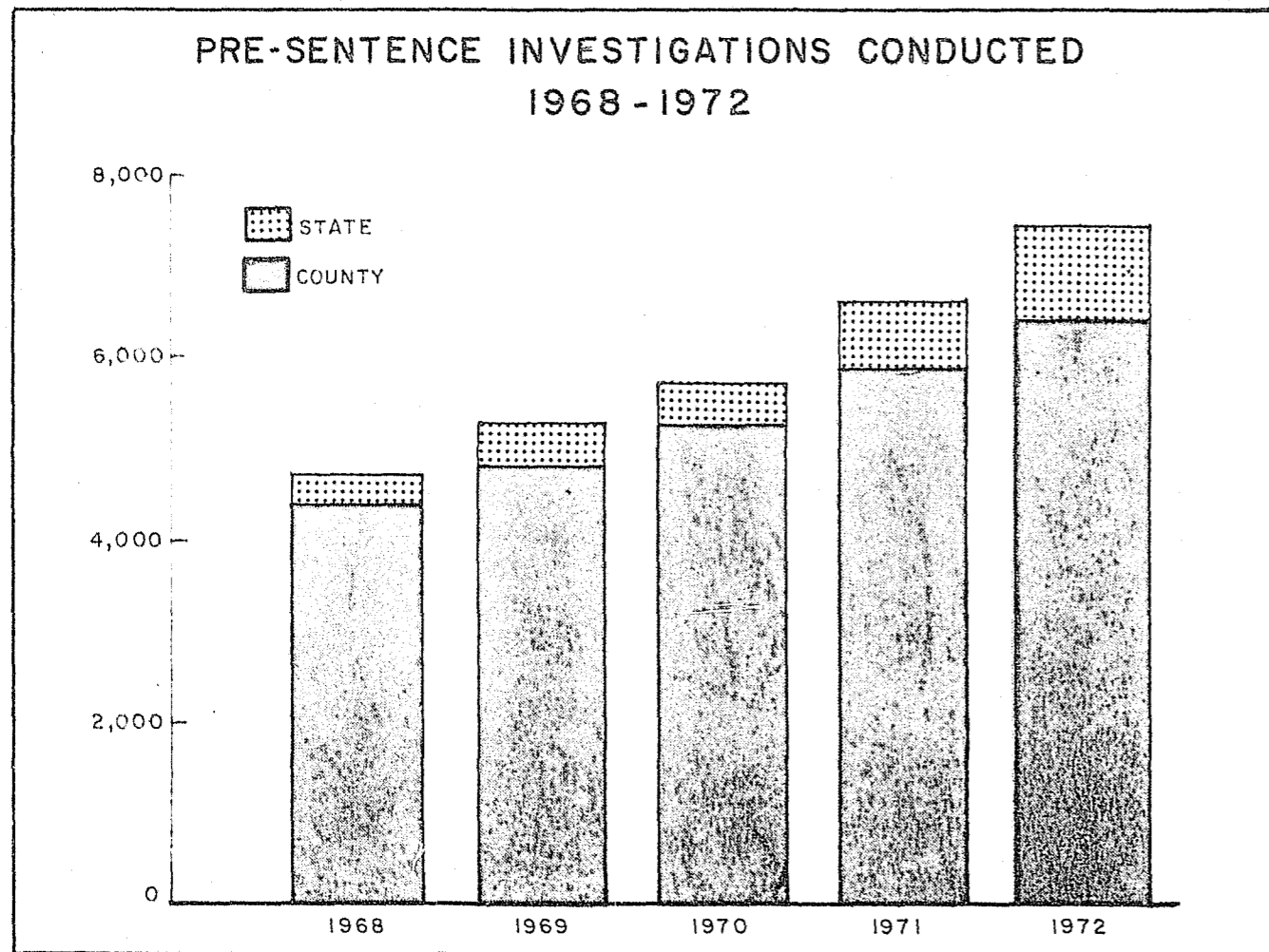
* Data on Special Probation was not discernable from Parole until 1967.
Source: Table 9.

Pre-Sentence Investigation

Coupled with the increase in the probation and parole caseload, there has been a steady rise in the number of pre-sentence investigations conducted by the state and county probation offices (Chart IV-D). As in the caseload figures, since 1970 the State Board of Probation and Parole has more than doubled the number of pre-sentence investigations it conducts annually.

However, despite this definitive progress, our State and National standards call for pre-sentence investigation reports for all persons convicted of felony-level offenses where commitment to prison may be contemplated. Since at present more than half of these defendants convicted do not have pre-sentence investigation reports, there is a large gap to close.

CHART IV-D



Probation and Parole Recidivism

Over the last ten years there has been a decrease in the number of parole violators returned to State correctional institutions by the State (Chart IV-E and IV-F). The most dramatic decrease in parole violations occurred during the past two years when the largest increases in the state parole population were registered.

By distinguishing the number of persons on parole convicted of new offenses from the "technical" parole violators (those returned to prison for violating the conditions of parole), we get a far better picture of recidivism. This analysis shows that both types of violations have decreased substantially since 1970. It should be noted that the recommitment rate may be influenced by changes in the criteria and formula used in determining whether parole should be revoked.

While this continuing long-term decrease in the number of parole violations is encouraging, we cannot realistically expect this decrease to continue given the recent sharp increases in the number being placed on parole. Indeed, 1972 data showing a large increase in the number of violators awaiting parole hearing or new trials (from 580 in 1971 to 950 in 1972) indicates that the number of both technical violators and new convictions may increase in 1973 as decisions are made on pending cases.

A look at county probation and parole revocations (Chart IV-E) indicates that, notwithstanding the sharp increase in the use of probation and parole, the increase in probation and parole revocations has been substantially less than the increase in the probation and parole population.

While the increased use of probation and parole is encouraging, this expansion will require greater resources and strong commitment from the state and counties to plan cooperatively for the most effective use of probation and parole services. It should be also noted that, despite recent progress, the total use of probation in Pennsylvania is far below other states such as Wisconsin, Michigan, Washington, California and New York, where approximately 65% to 75% of felony convictions receive probation. In Pennsylvania the comparable level of probation use was 40% in 1972.

CHART IV-E

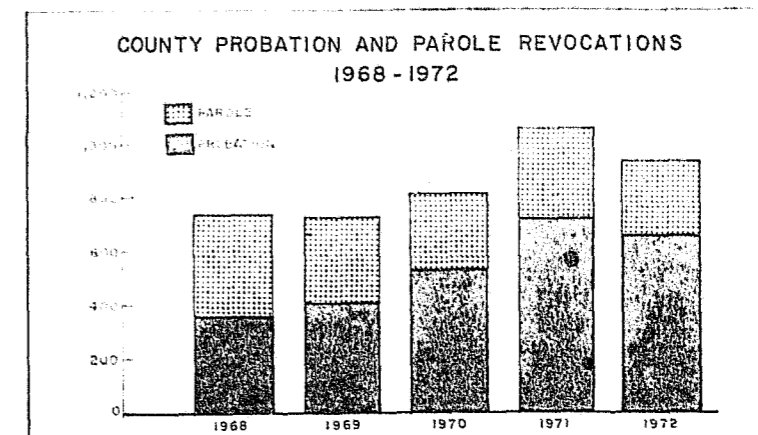
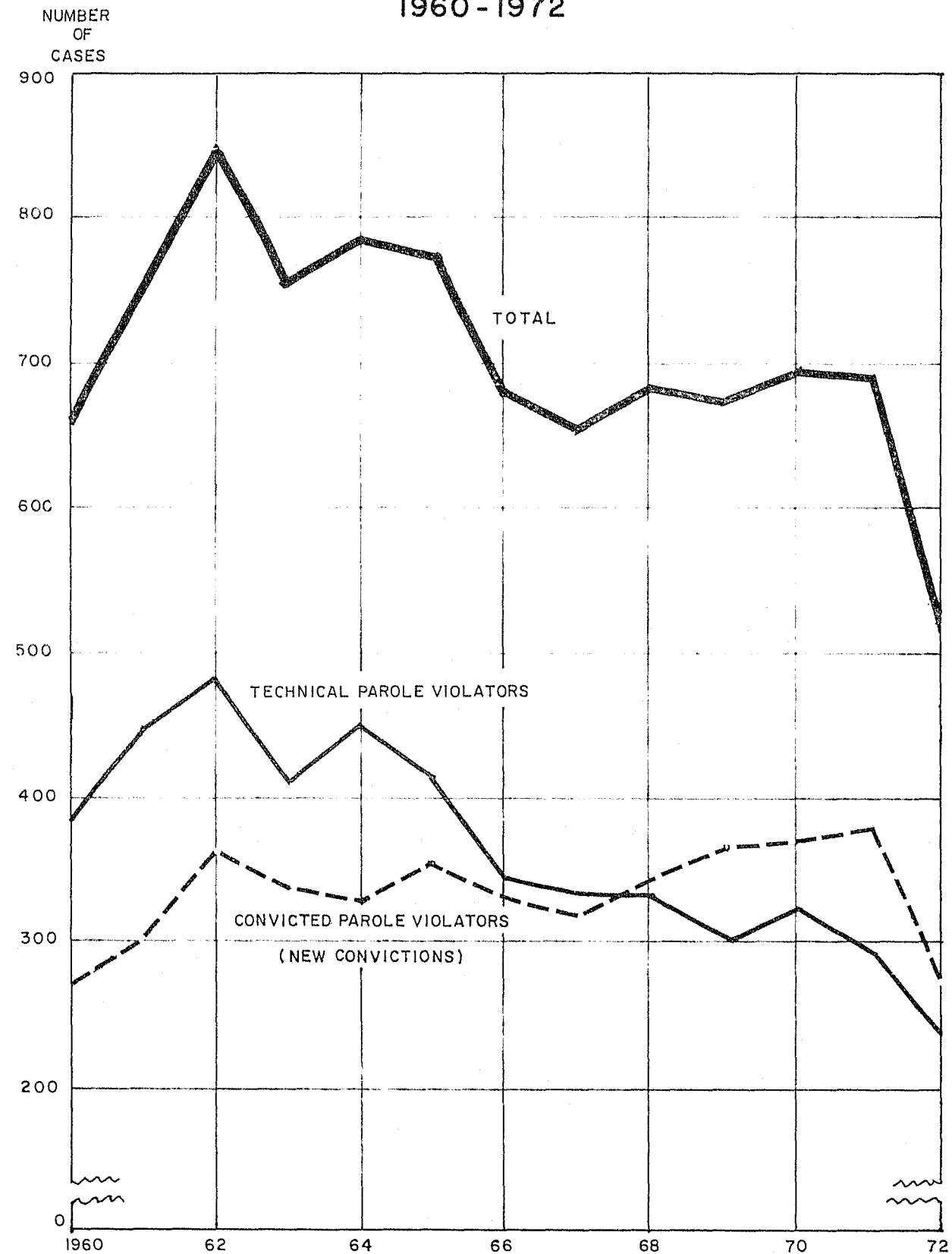


CHART IV-F

PAROLE VIOLATORS RETURNED TO STATE CORRECTIONAL INSTITUTIONS BY PA. BOARD OF PROBATION AND PAROLE
1960-1972



Source: Table 9.

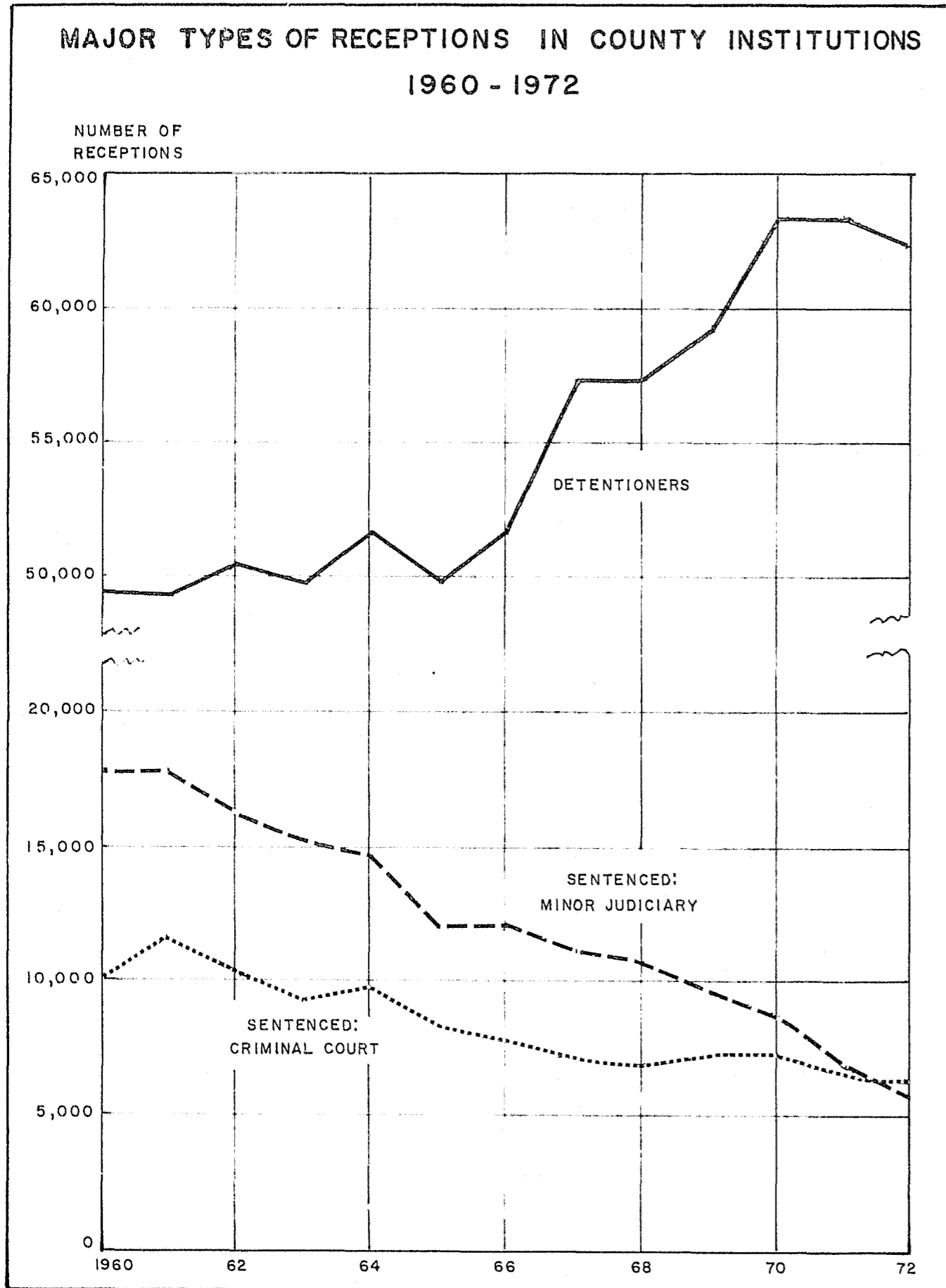
State and County Correctional Institutions

As seen in Chart V-A, there has been a general reduction in the total sentenced adult population in state and county institutions. This can be attributed to the increased use of probation and parole, the development of pre and post trial treatment and diversion programs, and the use of various community release services. The effect of such alternatives to incarceration is to reduce the institutionalized population leaving a higher proportion of poor probation and parole risks within the institutions. This is undoubtedly a factor to consider in assessing security requirements and treatment programs within the institutions.

The sentenced population in the state prisons includes a number of offenders (increasing each year) who are on various forms of temporary release. They are still counted as being in the institutions. Another group of state prisoners are assigned to the Community Treatment Centers (often known as "correction halfway houses"). For the first year this population was carried in the institutional total but is now in a separate account and not shown in the data presented in this report. As of August, 1973, the total residents in the Community Treatment Centers numbered 119 with an additional 242 on furlough.

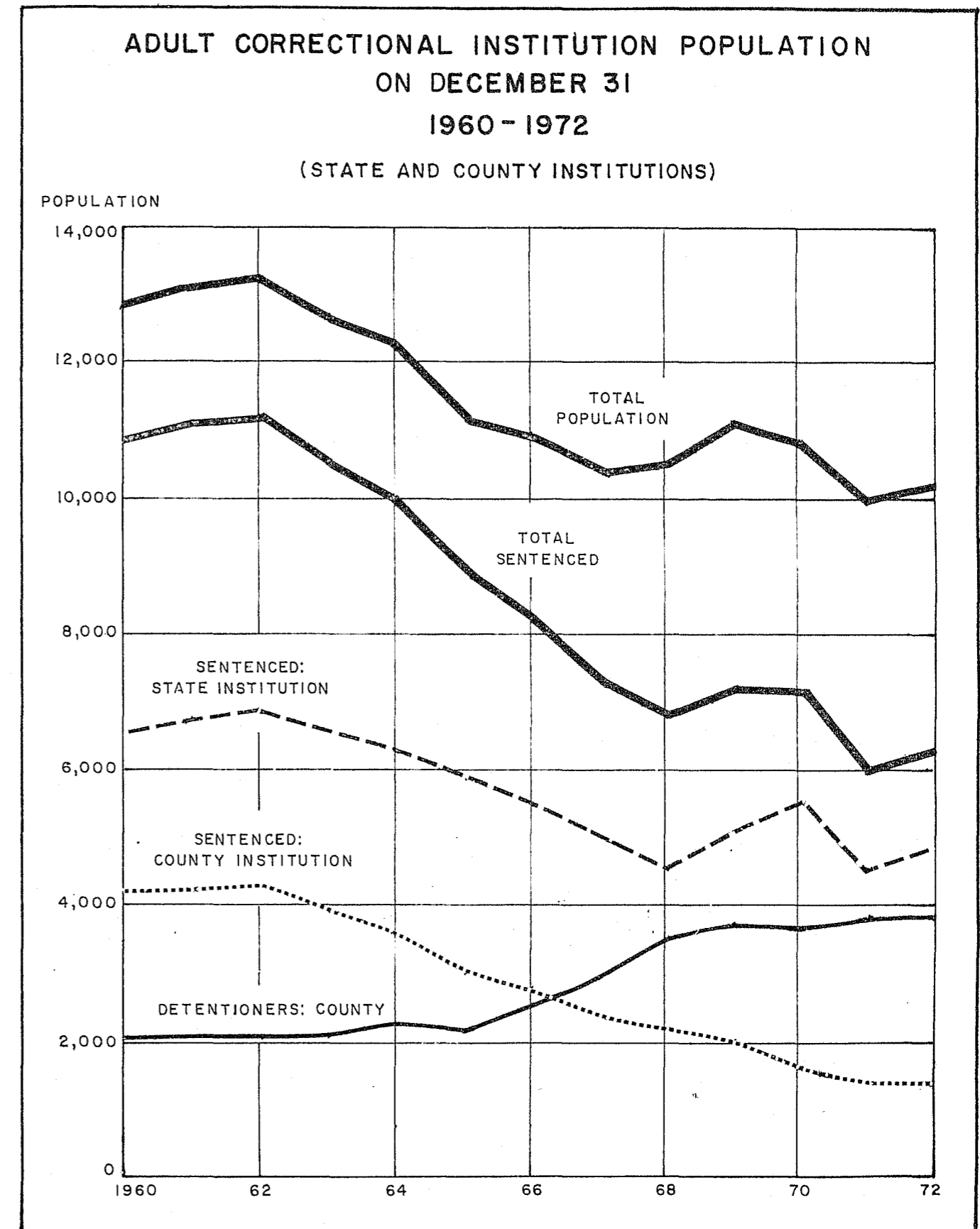
Perhaps the most worrisome problem in Chart V-A is the increase in unsentenced population detained in county institutions. While this increase probably results from the sharp increase in arrests and the subsequent court backlog, the rapid administration of justice requires that this population be reduced. The recent leveling off of the number of detentioners received by county institutions (Chart V-B) may be evidence of the effectiveness of the various bail reform programs initiated recently in the Commonwealth.

CHART V-A



Source: Table 10.

CHART V-B



Source: Table 11.

CRIMINAL JUSTICE SYSTEM EXPENDITURES

Federal and State Monies Budgeted. This chart shows total Federal and State monies budgeted with a five-year projection made by the Governor's Office (Chart VI-A).

The percentage of Federal funds compared to the total State appropriation is projected to increase through fiscal year 1975-1976, and then remain relatively constant. Law enforcement monies are projected to increase over the years, while monies for the courts are to increase only to 1975, then to decrease almost to their 1972-1973 funding level. The State budget projects more monies for corrections each year until 1975-1976 with a relatively stable budget thereafter.

Local Criminal Justice System Expenditures. In just over three years, local expenditures for the criminal justice system have increased by 32%. The major local expenditure in the criminal justice system -- law enforcement -- has increased approximately 38%. Local corrections expenditures have increased 54%, and local courts have increased 41%. When combined, local courts and corrections comprise less than half the expenditures made for local law enforcement (Chart IV-B).

This data illustrates our need for better statistics. It is awkward not to have Fiscal 1971-1972 data for local criminal justice operations, and not to have this in more detailed form so that criminal and juvenile courts, for example, can be isolated from the other civil court costs.

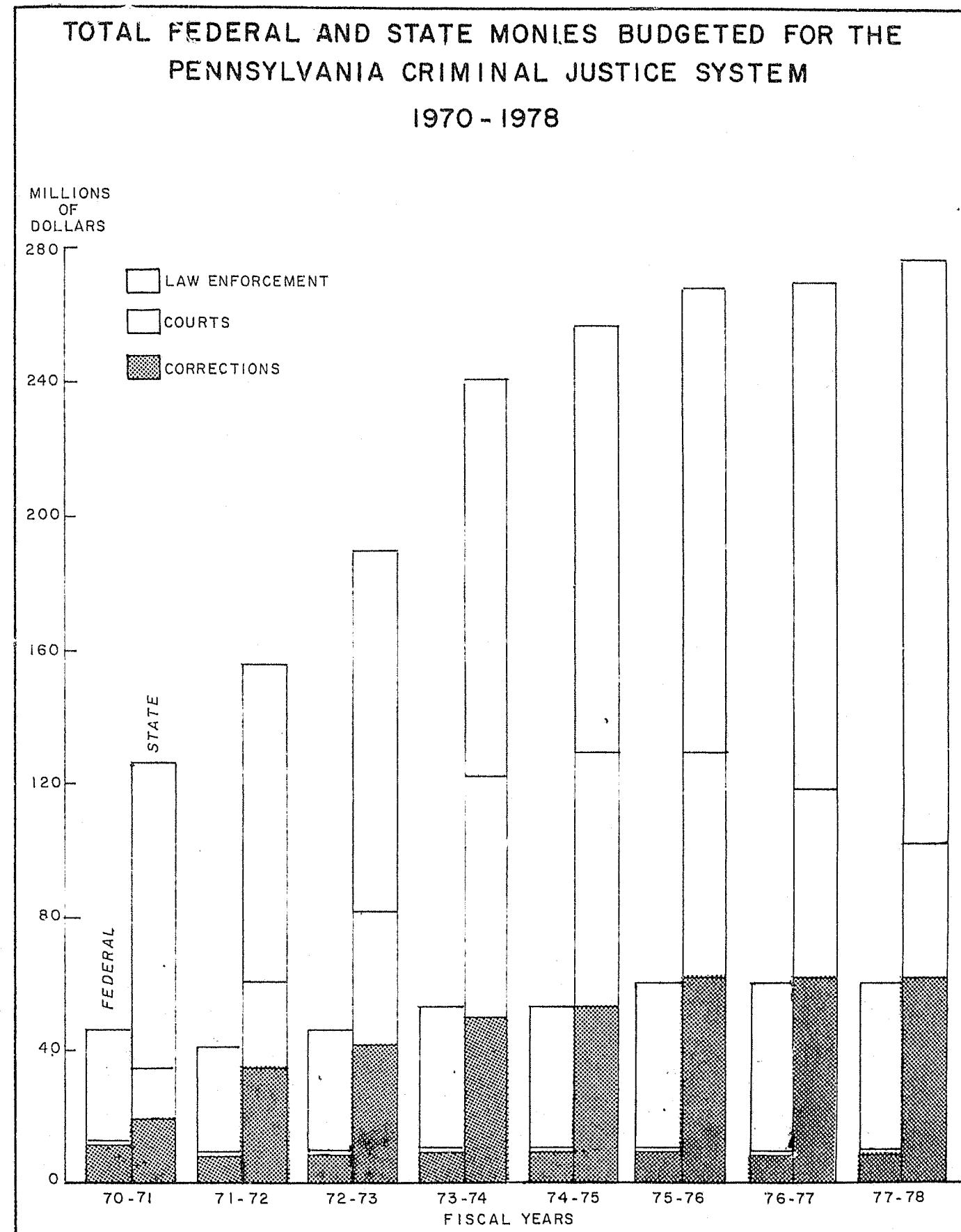
Juvenile data is least adequate of all: We do not have any data on juvenile detention costs, state juvenile institution costs (isolated for juveniles committed for "adult" offenses) and State population and movement data for the same group.

LEAA Funds Allocated and Awarded. Chart VI-C shows the increase in LEAA Action Monies (Part C) for the period 1969 through 1973 and indicates the changes in the allocations for the three primary components: law enforcement, corrections, and courts. Note that in comparing 1970 and 1973, the expenditures to the courts have increased about 107% while local law enforcement expenditures have increased approximately 169%. The largest percentage increase over this period has been to corrections, which has increased 370%, in great part because of Federal insistence on corrections as a major priority.*

It is highly significant that while there has been much criticism about over-commitment of LEAA funds throughout the nation to law enforcement and equipment and under-participation by the courts and corrections, over the five-year period Pennsylvania has allocated and awarded approximately 47% of LEAA monies to corrections, 14% to courts, and 39% to law enforcement. The total amount of monies allocated to corrections alone in the past two years with the inception of Title E funding is approximately one and one-half times the amount awarded to law enforcement.

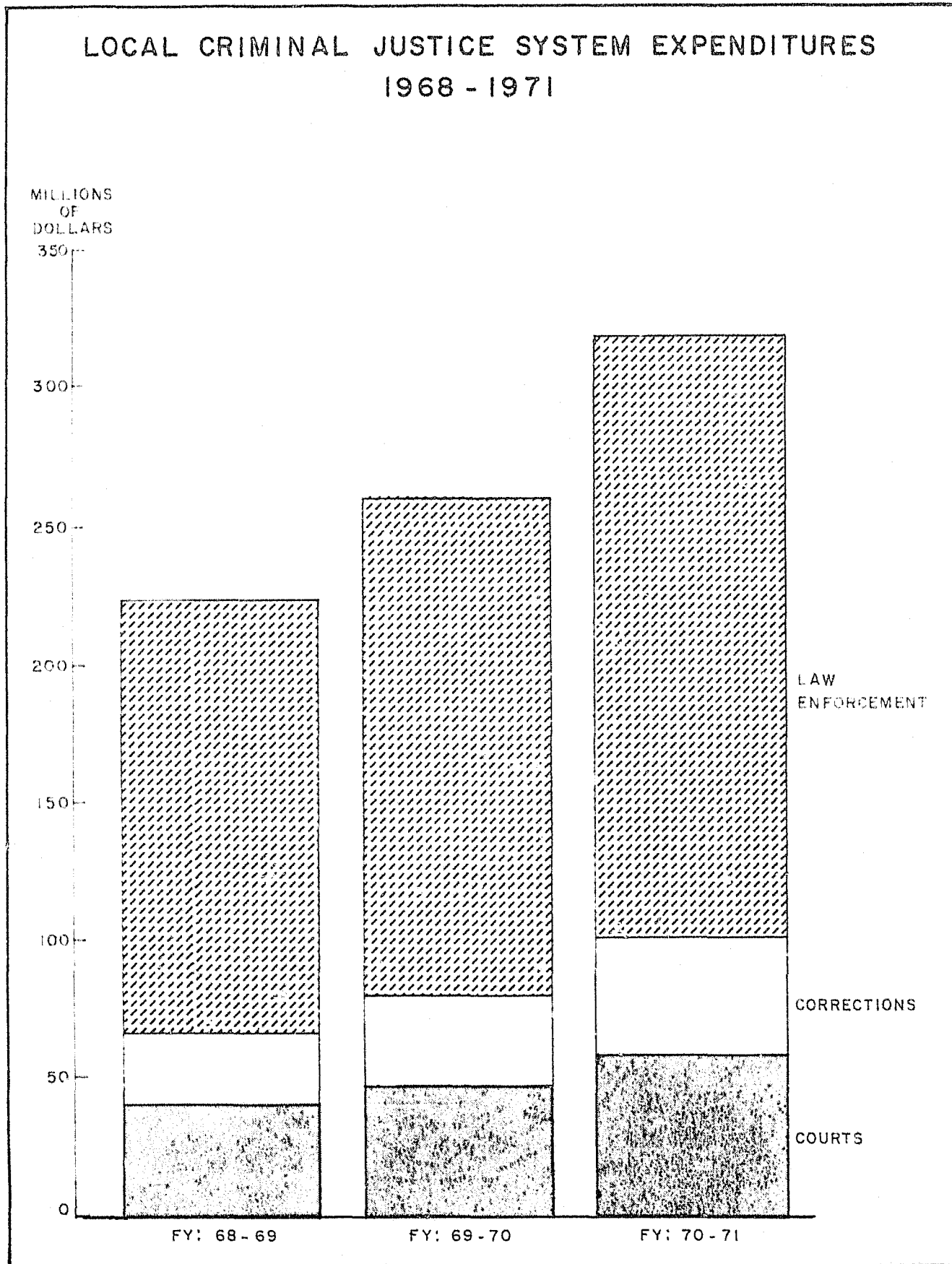
* Federal monies only constitute approximately 9.4% of total criminal justice expenditures in the State.

CHART VI-A



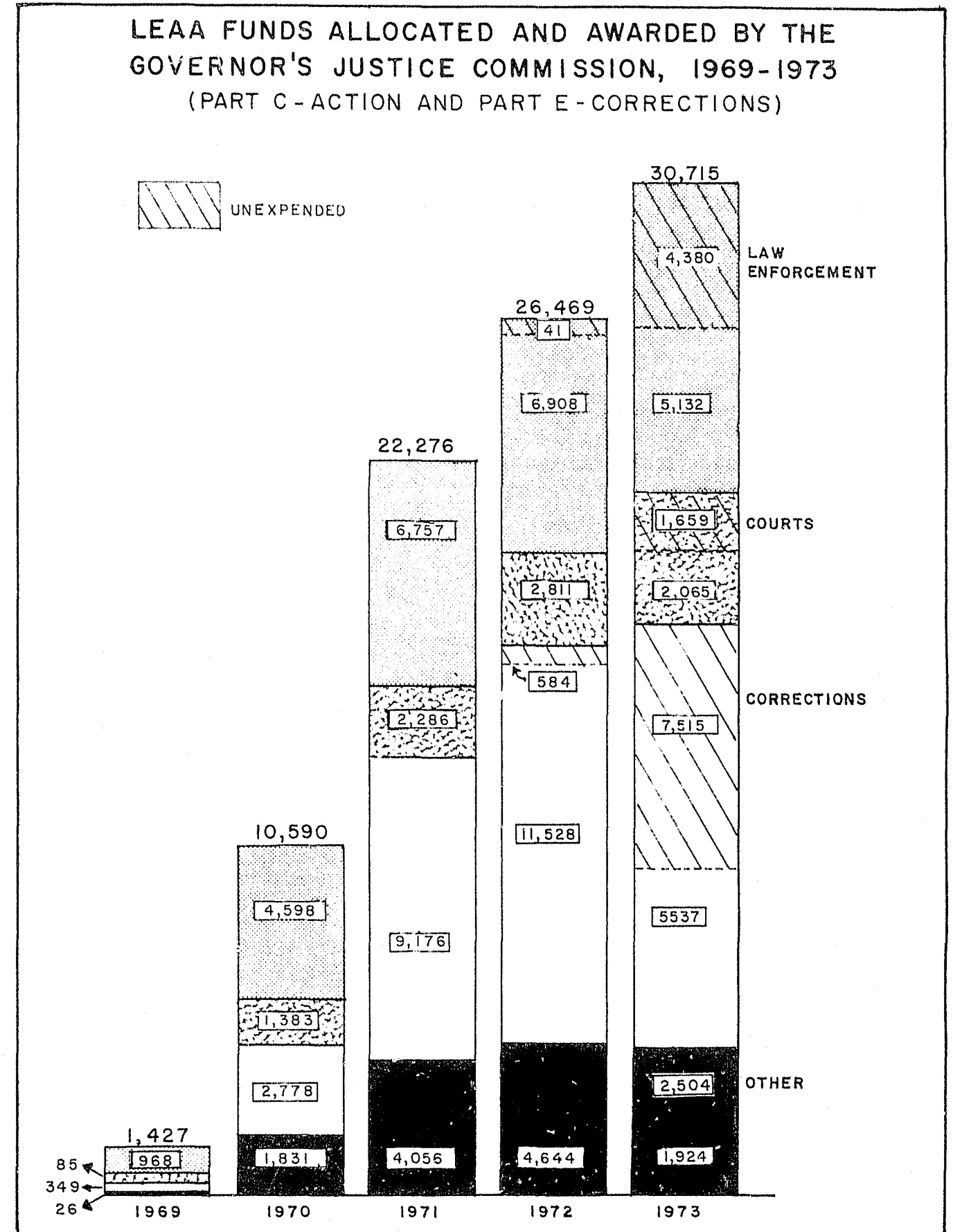
Source: Table 12.

CHART VI-B



Source: Table 13

CHART VI-C



Source: Table 14

Per Capita Costs. Chart VI-D was developed by dividing the total expenditure for each designated function by the average population served. A \$6,000 annual per capita cost for a modern corrections system is above average for the Nation, but below such leading correctional systems as the Federal Bureau of Prisons, and the California and Wisconsin correctional institution systems. The apparent explanation for the sharp increase in the per capita costs of state institutions in 1972 is the assumption by the state of an increasing proportion of the costs of county referrals beginning in that year. The institutional per capita costs tend to increase more sharply than the per capita costs of State parole. This demonstrates the fiscal advantages of parole development as the second most cost-effective component of the correctional process (the most cost-effective correctional process being probation).

CHAPTER III

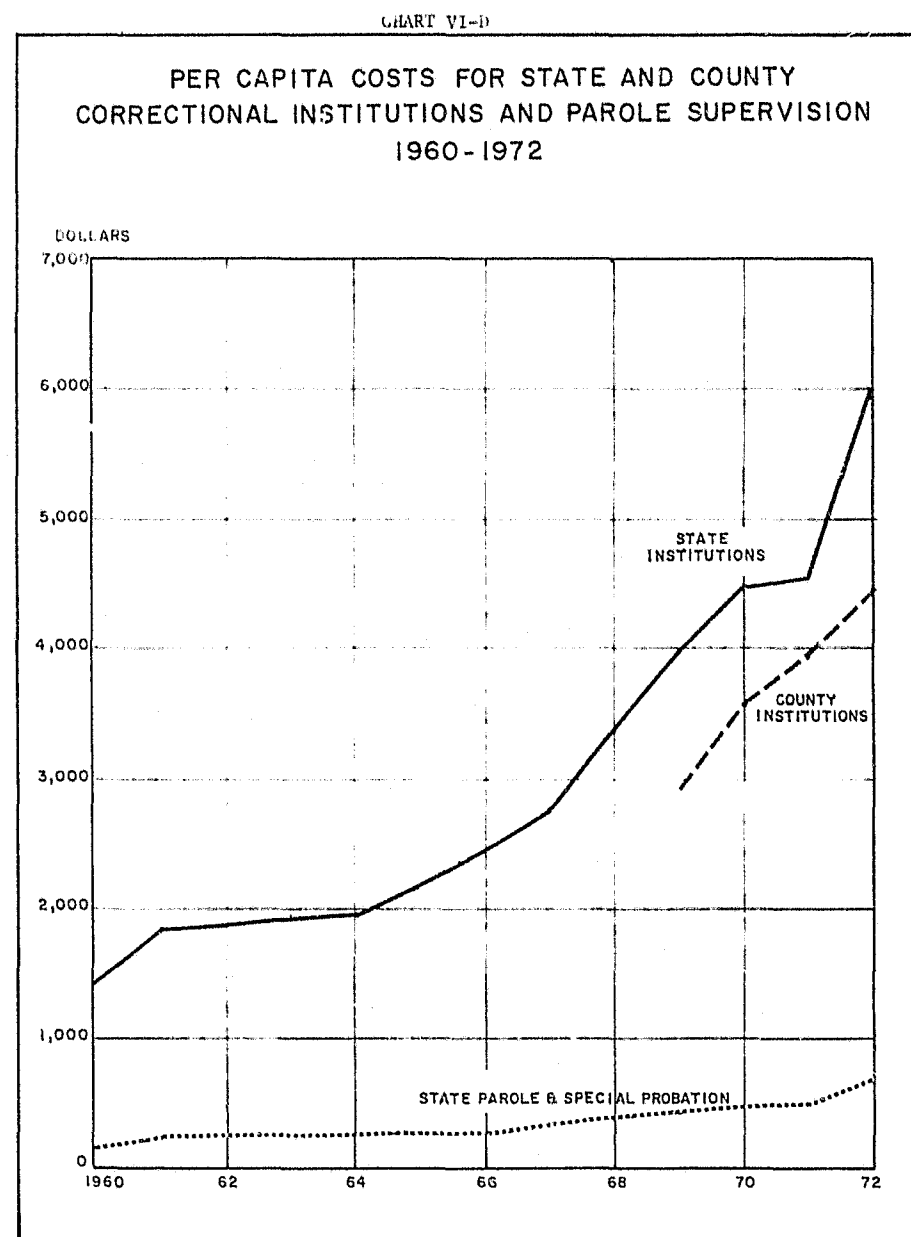
PLAN FOR FUTURE REPORTS AND COMPREHENSIVE DATA SYSTEM

Future Reports. A primary concern of administrators and planners within the criminal justice system is the paucity of necessary data. The intent of the Governor's Justice Commission is to provide as much of the data available in a fashion facilitating the investigation of various inter-dependent problems in the system. The data are thought of as indicators; that is, they are intended to point out and to assist in defining the problem and to mark progress. To this end, the Governor's Justice Commission intends to prepare the following reports:

1. A report on Standard Metropolitan Statistical Areas (SMSA) providing information similar to that appearing in the text of this report. Data on each of the counties will be made available upon request.
2. A more refined breakdown of costs of the criminal justice system.
3. A study of recidivism (a) under conditional release programs, (b) with regard to the various sentences imposed, and (c) activity level and participant characteristics of special release programs (i.e. work release and parole).
4. Special analyses of juvenile crime, referral sources, dispositions, recidivism and program costs.

Developing the Comprehensive Data System. The Governor's Justice Commission, along with the Pennsylvania State Police, Bureau of Correction, Pennsylvania Board of Probation and Parole and the Bureau of Management Services, Office of Administration, are in the process of implementing a Comprehensive Data System encompassing all police, judicial and correctional activities. The Comprehensive Data System will include the following areas:

1. State Data Center - an agency whose primary activity will be to provide statistical analysis.
2. Uniform Crime Reporting Program - the primary intent is to enhance current resources and systems design, to refine data collection and analysis, and provide rapid transmission to and access from the data base.



* Data on County Institutions was not available prior to 1969.
Source: Table 15.

3. Technical Assistance - to develop the in-house capability to provide assistance to local and state agencies in reporting techniques and computer interface.
4. Management and Administrative Data - this component will be designed to collect and process data regarding the expenditures, personnel, and related matters.
5. Computerized Criminal Histories (CCH) Offender Based Transaction Statistics System (OBTS) - this component is the largest of the five to be developed. It will ultimately enable the criminal justice community to monitor the status of an offender as he passes through the entire criminal justice system. This data system should have a major impact on planning and policy decision making. In addition, the data system will enable the planner to systematically perform studies of recidivism. The system will ultimately provide data to the Commonwealth Law Enforcement Assistance Network (CLEAN) and the National Crime Information Center (NCIC) for law enforcement purposes.

APPENDIX

- A. ACKNOWLEDGEMENTS
- B. GLOSSARY OF TERMS
- C. STATISTICAL TABLES

From the outset it was evident that the basics for each of the components of the Comprehensive Data System existed. However, the system was fragmented and uncoordinated, in that there existed several small pools of data each unique to each collection agency. Subsequently, the Governor's Justice Commission requested that the Office of Administration's Bureau of Management Services provide a forum to discuss the coordination of various collection activities within the context of a larger system.

As a result the Committee for the Coordination of Criminal Justice Data Needs was formed, comprised of representatives from each of the agencies cited earlier, to provide the direction necessary to develop a cost-effective Comprehensive Data System providing interface between each component of the criminal justice community. The cost-effective approach is one that enables the committee to access the type and need of the data to be collected and eliminate duplication of efforts among the agencies involved. The committee has functioned to develop the design of the Offender Based Transaction Statistics System and provide the vehicle necessary for data collection. The members of the committee will oversee the implementation of the system.

With the development of this proposed Comprehensive Data System, the Commission and the Commonwealth will be well on the way to a strong capability for system-wide planning.

ACKNOWLEDGMENTS

We wish to express our gratitude to the Federal Bureau of Investigation, the Pennsylvania Board of Probation and Parole, and the Bureau of Correction for releasing information not available in prior publications. The following publications were used for material incorporated in the text of this report:

Crime in the United States, (Uniform Crime Reports), Federal Bureau of Investigation, United States Department of Justice, 1960-1972.

Population Information Estimates: Revised 1961-1969 Estimates, Pennsylvania Office of State Planning and Development, August, 1972.

Population Projections for Pennsylvania Counties and Major Cities, 1971-1980, Pennsylvania Department of Education, 1972.

Annual Statistical Reports, Pennsylvania Board of Probation and Parole, 1960-1972.

Expenditure and Employment Data for the Criminal Justice System, Fiscal Years 1968-1969, 1969-1970 and 1970-1971, United States Department of Justice, Law Enforcement Assistance Administration, 1970-1973.

Commonwealth of Pennsylvania Budget, Fiscal Years 1972-1973 and 1973-1974, Volumes II.

GLOSSARY OF TERMS

Absconders - Probationers and/or parolees whose whereabouts is unknown and who have not been reapprehended.

Correction Expenditures - Consists of confinement and correction, pardon, State and county parole and probation activities. Includes county correctional institutions. Excludes city jails.

Court Commitments - Prisoners convicted by a Court of Record (Common Pleas Court) and sentenced to probation or a correctional institution, State or county, adult or juvenile.

Court Expenditures - Includes all courts and activities associated with courts, except probation and parole.

Crime Index/Part I - Comprised of the total known offenses established by police investigation for murder, rape, robbery, aggravated assault, burglary, larceny (\$50 and over), and auto theft.

Crime Rate - The crime index expressed as a rate per 100,000 population.

Crimes Against Persons - Includes murder, rape, robbery, and aggravated assault (violent crimes).

Detentioners - Unsentenced prisoners detained in a correctional institution who have not been released on bail and are awaiting trial, arraignment or sentence.

Direct Expenditures - Cash payments minus capital outlay.

Indigent Defense - Consists of governmental provisions for counsel, either a public defenders office, other public agency or court assigned private attorney.

Institution Expenditures - Includes only operational expenditures.

Law Enforcement Expenditures - Includes regular police services, traffic control and vehicular inspections, traffic safety and related engineering activities, county police agencies and the offices of the sheriff. Includes short-term custody and detention in police lock-ups or city jails.

Minor Judiciary Commitments - Commitments made by the Minor Judiciary to serve sentences for summary (minor) offenses.

Narcotics - Includes arrests relating to the unlawful possession, sale, use, growth, and manufacture of narcotic drugs; specifically opium or cocaine and their derivatives (morphine, heroin, codeine), marijuana, synthetic narcotics (methadone, demerol), and dangerous non-narcotic drugs (barbiturates, benzedrine).

Offenses Applicable to Juveniles and Adults - Offenses for which an adult may also be processed.

Official - Juveniles that appear for adjudication by a judge through the filing of a petition.

Other - Includes expenditures unallocable to the designated categories or which cut across more than one category. For the court function, includes expenditures for judicial councils, jury and witness fees, court administrators, and other data not elsewhere classified.

Part I Offenses - Offenses are homicide, robbery, aggravated assault, burglary, larceny, auto theft, and rape.

Part II Offenses - Offenses other than Part I. See page C-4 for a list of Part II Offenses.

Probation and Suspended Sentences - Beginning in 1970, probation is discernible from suspended sentence, however, they are combined for continuity.

Processed - Includes any case where criminal action is terminated, either without a conviction or with a conviction and a sentence. Cases convicted but not sentenced are not considered disposed of.

Property Crimes - Offenses are burglary, larceny, and auto theft.

Prosecution - Includes activities of the District Attorneys and the Attorney General.

Reception - A case placed under the jurisdiction of the State or county probation and parole agency as well as State and county institutions.

Revocation - Court action by which a probation sentence is terminated and another sentence, usually incarceration, is applied.

State Parole and Special Probation Cases - Individuals supervised by the Pennsylvania Board of Probation and Parole at the request of county courts.

Technical Probation or Parole Violators - Parolees who have violated the conditions of probation or parole.

Total Probation and Parole Caseload - Number of individuals under the jurisdiction of the appropriate agency for probation and for parole as of December 31 for each respective year.

Unconvicted Parole Violators - Parolees who have been arrested for new crimes and are awaiting trial and disposition of charges.

Unit of Count - Criminal Court (Court of Common Pleas) - An offender charged with a criminal offense whose case is disposed of by the Court of Common Pleas. Only the most serious offense, or the offense carried furthest in the criminal justice system is counted where a defendant is charged with more than one offense. Habeas corpus cases, appeals from lower courts, parole hearings, non-support cases, and cases of the Juvenile Court are not counted. Includes dispositions made by Municipal Court judges for defendants charged with a misdemeanor carrying a statutory maximum of 5 years or less.

Unit of Count - Juvenile Court - A juvenile charged with a criminal offense for which an adult may also be charged.

Unofficial - Juveniles processed without an adjudicatory hearing by a judge or cases where a petition, if filed, with no evidentiary hearing taking place and the disposition of the juvenile is determined by the probation officer.

TABLE 1: PENNSYLVANIA CRIME INDEX (UNIFORM CRIME REPORTS) 1960 TO 1972

Type of Crime	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972
Total Population	11,710,372	11,828,000	11,900,000	11,969,000	12,030,000	12,090,000	12,150,000	12,210,000	12,270,000	12,330,000	12,390,000	12,450,000	12,510,000
Population for Ages 15 to 24	1,418,438	1,427,784	1,437,130	1,446,476	1,455,822	1,465,168	1,474,514	1,483,860	1,493,206	1,502,552	1,511,898	1,521,244	1,530,590
Rate per 100,000	12.0	12.0	12.0	12.0	12.0	12.0	12.0	12.0	12.0	12.0	12.0	12.0	12.0
Total Crime Index	27,000	28,000	29,000	30,000	31,000	32,000	33,000	34,000	35,000	36,000	37,000	38,000	39,000
Rate per 100,000	230.0	237.0	244.0	251.0	258.0	265.0	272.0	279.0	286.0	293.0	300.0	307.0	314.0
Total Crime Against Persons	11,500	11,800	12,100	12,400	12,700	13,000	13,300	13,600	13,900	14,200	14,500	14,800	15,100
Rate per 100,000	98.2	100.0	101.8	103.6	105.4	107.2	109.0	110.8	112.6	114.4	116.2	118.0	119.8
Murder	110	115	120	125	130	135	140	145	150	155	160	165	170
Rate per 100,000	0.94	0.97	1.00	1.03	1.06	1.09	1.12	1.15	1.18	1.21	1.24	1.27	1.30
Aggravated Assault	1,000	1,050	1,100	1,150	1,200	1,250	1,300	1,350	1,400	1,450	1,500	1,550	1,600
Rate per 100,000	8.54	8.87	9.20	9.53	9.86	10.19	10.52	10.85	11.18	11.51	11.84	12.17	12.50
Total Property Crimes	15,500	16,200	16,900	17,600	18,300	19,000	19,700	20,400	21,100	21,800	22,500	23,200	23,900
Rate per 100,000	132.8	137.0	142.2	147.4	152.6	157.8	163.0	168.2	173.4	178.6	183.8	189.0	194.2
Burglary	7,000	7,200	7,400	7,600	7,800	8,000	8,200	8,400	8,600	8,800	9,000	9,200	9,400
Rate per 100,000	59.8	60.8	61.8	62.8	63.8	64.8	65.8	66.8	67.8	68.8	69.8	70.8	71.8
Larceny	8,500	9,000	9,500	10,000	10,500	11,000	11,500	12,000	12,500	13,000	13,500	14,000	14,500
Rate per 100,000	72.9	76.2	79.4	82.6	85.8	89.0	92.2	95.4	98.6	101.8	105.0	108.2	111.4
Auto Theft	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Rate per 100,000	8.54	8.54	8.54	8.54	8.54	8.54	8.54	8.54	8.54	8.54	8.54	8.54	8.54

† Interim census year figures, 1961-1969, for ages 15 to 24, were estimated by extrapolation.

Source: Population Information, Demographic Estimates, Statistical Section, Bureau of State Planning and Development, 1972.
 1971-1972 Population Projections for Pennsylvania, Counties and Major Cities, 1972.
 Crime in the United States, Uniform Crime Reports, Federal Bureau of Investigation, Office of Statistics, Department of Justice, 1960-1972.

TABLE 2: ARRESTS REPORTED (UNIFORM CRIME REPORT) FOR PENNSYLVANIA BY OFFENSE, 1965 TO 1972
 (Data not available for 1968)

Type of Offense	1965	1966	1967	1969	1970	1971 ^a	1972
Total Arrests	210,051	218,611	227,130	240,958	247,194	253,392	261,891
Rate per 100,000	175.4	180.0	186.4	196.7	200.0	203.0	210.7
Total Part I Arrests	37,008	37,078	41,241	47,108	51,240	49,830	53,128
Rate per 100,000	31.5	30.5	33.4	39.0	41.5	40.6	43.4
Total Arrests for Crimes Against Persons	7,000	7,767	8,600	10,717	11,412	11,971	13,386
Rate per 100,000	59.5	64.1	71.7	89.4	95.8	100.4	110.6
Murder	150	160	180	235	260	270	300
Manslaughter	200	220	250	320	350	380	420
Rape	800	850	900	1,100	1,200	1,250	1,400
Robbery	2,100	2,200	2,300	2,800	3,000	3,100	3,500
Aggravated Assault	3,750	3,777	4,170	5,082	5,362	5,471	6,186
Total Property Crime Arrests	10,700	10,708	12,441	16,181	17,737	17,859	19,712
Rate per 100,000	91.5	88.0	101.8	131.7	144.9	144.6	165.0
Burglary	4,400	4,400	4,800	5,800	6,200	6,300	6,800
Larceny	5,300	5,308	6,000	8,000	8,500	8,500	9,200
Auto Theft	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Total Part II Arrests	173,043	180,843	192,110	193,760	195,945	201,421	228,763
Rate per 100,000	143.9	150.3	161.7	164.3	166.5	172.6	197.2
Selected Offenses:							
Narcotics	1,200	1,470	2,755	7,086	11,968	13,098	13,597
Narcotics	816	1,007	1,400	3,330	5,670	6,821	7,900
Dangerous Drugs	384	463	1,355	3,756	6,298	6,277	5,697
Marijuana	384	463	1,355	3,756	6,298	6,277	5,697
Driving under the Influence	3,800	4,100	4,500	5,000	5,500	6,000	6,500
Drunkness	57,018	57,618	61,168	55,582	52,561	53,147	51,736
Disorderly Conduct	21,966	21,201	21,890	25,985	24,159	25,147	22,959
Total Adult Arrests	142,284	146,094	157,160	160,080	164,582	161,591	169,680
Total Adult Part I Arrests	17,007	17,859	19,910	23,861	26,773	27,262	31,113
Total Adult Arrests for Crimes Against Persons	5,011	5,317	6,016	7,163	7,667	7,979	9,119
Murder	101	107	120	160	170	180	200
Manslaughter	130	140	160	200	220	230	260
Rape	410	430	450	550	600	620	700
Robbery	1,100	1,150	1,200	1,400	1,500	1,550	1,800
Aggravated Assault	2,970	2,987	3,266	3,953	4,137	4,229	4,819
Total Adult Property Arrests	11,993	12,512	13,994	16,698	19,106	19,283	21,664
Burglary	4,400	4,400	4,800	5,800	6,200	6,300	6,800
Larceny	7,593	8,112	9,194	10,898	12,906	12,983	14,864
Auto Theft	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Total Adult Part II Arrests	125,277	128,236	137,220	136,219	137,809	133,522	138,567
Total Juvenile Arrests	68,670	72,517	76,270	80,878	82,612	91,801	112,211
Total Juvenile Part I Arrests	20,001	20,116	21,311	22,327	24,476	22,568	22,015
Total Juvenile Arrests for Crimes Against Persons	2,108	2,150	2,584	3,553	3,845	3,992	3,937
Murder	108	112	130	153	157	160	137
Manslaughter	140	145	160	190	200	200	220
Rape	400	420	450	550	600	620	700
Robbery	800	850	900	1,100	1,200	1,250	1,400
Aggravated Assault	1,068	1,125	1,204	1,703	1,845	1,872	2,080
Total Juvenile Property Arrests	17,806	17,666	18,727	19,743	20,631	18,576	18,078
Burglary	5,601	5,611	6,011	7,178	7,726	8,171	8,264
Larceny	12,205	12,055	12,716	12,565	12,905	10,405	9,814
Auto Theft	2,800	2,980	3,600	3,700	3,700	2,700	2,677
Total Juvenile Part II Arrests	48,669	52,401	54,959	57,511	58,136	68,809	90,196
Number of Agencies Reporting	250	266	331	328	345	273	320

^a Does not include State Police Arrests.

TABLE 3: ARRESTS REPORTED (UNIFORM CRIME REPORTS) FOR PENNSYLVANIA, BY OFFENSE FOR AGES 15 TO 24, 1965 TO 1972.

(Data not available for 1968)

Type of offense	1965	1966	1967	1969	1970	1971 ^a	1972
Total arrests.....	57,898	61,656	71,376	77,305	85,668	85,378	84,801
Total Part I.....	11,422	12,338	13,981	17,452	20,202	20,566	21,834
Crimes against persons.....	2,977	3,268	3,888	4,782	5,289	5,656	6,057
Excluding nonnegligent manslaughter.....	2,833	3,116	3,763	4,674	5,170	5,618	5,929
Property.....	8,445	9,070	10,093	12,670	14,913	14,910	15,777
Total Part II.....	46,476	49,318	57,395	59,853	65,466	64,812	62,967
Number of reporting agencies.....	250	266	331	328	345	273	320

^aDoes not include State Police Arrests.

TABLE 4: ARRESTS REPORTED (UNIFORM CRIME REPORTS) FOR PENNSYLVANIA BY PART II OFFENSES FOR 1972

(Does not include suspicion, juvenile curfew, loitering laws, or juvenile runaways)

Offense Group	Number	Percent of total
Total Part II Offenses.....	184,289	100.0
Total Property Crime.....	11,977	6.5
Arson.....	701	0.4
Forgery.....	1,163	0.6
Fraud.....	975	0.5
Embezzlement.....	77	0.1
Stolen Property.....	1,920	1.0
Vandalism.....	7,141	3.9
Theft under \$50.....	(a)	(a)
Total Crimes Against Persons.....	31,883	17.4
Sex Laws.....	1,991	1.1
Assault (non-aggravated).....	6,933	3.8
Disorderly Conduct.....	22,959	12.5
Total Victimless Crimes.....	90,588	49.1
Drunkenness.....	51,736	28.0
Liquor Laws.....	15,416	8.4
Narcotic Drug Laws.....	13,889	7.5
Vagrancy.....	1,486	0.8
Prostitution.....	1,088	0.6
Gambling.....	6,973	3.8
Total All Other Offenses ^b	49,841	27.0
Weapons.....	5,382	2.9
Family and Children.....	415	0.2
Driving under the influence.....	9,231	5.0
Others.....	34,813	18.9

^aReported under Part I arrests.

^bDoes not include traffic violations or juvenile offenses of runaway and curfew violations.

TABLE 7: TOTAL STATE AND COUNTY PROBATION AND PAROLE, 1968 TO 1972

Case Status	1968	1969	1970	1971	1972
Total caseload December 31.....	25,891	31,481	38,746	48,370	49,673
Parole.....	11,313	12,093	13,600	15,953	14,466
State (PBPP).....	5,097	4,916	4,866	5,282	6,360
County.....	6,216	7,177	8,734	10,671	8,106
Probation.....	14,578	19,388	25,146	32,417	35,207
State (PBPP).....	750	959	1,241	1,830	2,790
County.....	13,828	18,429	23,905	30,587	32,417
Total receptions....	14,535	18,552	20,751	24,031	28,143
County.....	11,976	16,158	18,029	20,443	23,460
Parole.....	4,355	5,025	5,015	5,219	4,752
Probation.....	7,621	11,133	13,014	15,224	18,708
State.....	2,559	2,394	2,722	3,588	4,683
Total pre-sentence investigations....	4,755	5,267	5,781	6,641	7,579
State.....	322	436	483	734	1,080
County.....	4,433	4,831	5,298	5,907	6,499

TABLE 8: TOTAL CASES UNDER JURISDICTION OF COUNTY PROBATION AND PAROLE OFFICES,
1968 TO 1972

Case status	1968	1969	1970	1971	1972
Total on probation and parole December 31.....	20,044	25,606	32,639	41,258	40,523
Total under county jurisdiction.	19,664	25,171	32,138	40,419	39,663
Parole.....	6,144	7,103	8,652	10,528	7,975
Probation.....	13,520	18,068	23,486	29,891	31,688
Total other jurisdictions.....	380	435	501	839	860
Parole.....	72	74	82	143	131
Probation.....	308	361	419	696	729
Total parole received.....	4,355	5,025	5,015	5,219	4,752
Other jurisdictions.....	193	149	165	269	292
Total probation received.....	7,621	11,133	13,014	15,224	18,708
Other jurisdictions.....	629	669	833	1,265	1,431
Total revocation.....	757	732	817	1,047	947
Probation.....	363	421	544	728	659
Parole.....	394	311	273	319	288
Pre-sentence investigation.....	4,433	4,831	5,298	5,907	6,499

TABLE 9: YEAR OVER YEAR CHANGES IN THE NUMBER OF RECEIPTS AND DEPARTURES FROM 1960 TO 1972

Year	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972
Total received as of December 31	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of December 31	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of January 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of February 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of March 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of April 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of May 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of June 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of July 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of August 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of September 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of October 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of November 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of December 1st	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150
Number on parole as of December 31	5,107	5,202	5,110	5,187	5,164	5,197	5,170	5,107	5,107	5,107	5,107	5,117	5,150

*Data not available before 1967.
 †Data not available before 1968.
 ‡Includes parolees in all states not used in 1968.
 §Includes technical violators and not of work.
 ¶Includes only new offenses.

Source: ADMIN. STATISTICAL SERVICE, 1960-1972, Pennsylvania Board of Probation and Parole.

TABLE 10: POPULATIONS AND MAJOR TYPES OF RECEPTIONS IN COUNTY INSTITUTIONS, 1960 TO 1972

Year	Populations		Major types of receptions			
	Yearly average population	December 31st	Total receptions	Court commitments	Minor judiciary commitments	Detentioners
1960.....	6,867	6,551	78,114	10,216	17,935	49,493
1961.....	7,110	6,625	79,351	11,722	17,927	49,282
1962.....	7,041	6,601	77,828	10,452	16,416	50,473
1963.....	6,897	6,342	75,105	9,365	15,379	49,748
1964.....	6,887	6,249	76,790	9,757	14,802	51,733
1965.....	6,341	5,574	70,871	8,497	12,134	49,759
1966.....	6,217	5,600	72,305	7,860	12,218	51,841
1967.....	5,993	5,695	76,210	7,209	11,270	57,311
1968.....	6,262	6,166	75,402	6,840	10,803	57,319
1969.....	6,681	6,070	76,733	7,244	9,687	59,423
1970.....	6,411	5,421	79,755	7,332	8,783	63,305
1971.....	6,008	5,579	77,347	6,802	6,946	63,392
1972.....	5,996	5,527	74,505	6,164	5,807	62,355

TABLE 11 : NET AND AVERAGE POPULATION IN PENNSYLVANIA STATE AND COUNTY CORRECTIONAL INSTITUTIONS 1960 TO 1972

Type of population	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972
ALL INSTITUTIONS, DECEMBER 31.....	11,713	11,671	11,760	11,111	13,912	12,688	12,116	11,366	11,325	11,885	11,679	10,769	10,807
Total state population.....	7,795	8,010	8,159	7,802	7,663	7,111	6,516	5,671	5,159	5,774	6,201	5,190	5,280
Adult.....	6,681	6,860	6,902	6,655	6,381	5,992	5,597	5,011	4,655	5,220	5,623	4,612	4,913
Juvenile.....	1,114	1,150	1,167	1,147	1,282	1,122	919	630	504	554	581	548	367
Total county population.....	6,518	6,625	6,601	6,312	6,219	5,571	5,600	5,605	6,166	6,111	5,175	5,579	5,527
Total adult.....	6,312	6,369	6,336	6,096	5,981	5,325	5,108	5,519	5,921	5,891	5,327	5,115	5,366
Sentenced.....	1,256	1,271	1,306	3,970	3,682	3,039	2,800	2,151	2,268	2,069	1,627	1,155	1,103
Unsentenced.....	2,056	2,098	2,030	2,126	2,302	2,286	2,608	3,095	3,653	3,825	3,700	3,990	3,963
Juvenile detentioners.....	206	256	265	216	238	249	192	146	245	217	148	131	161
Total adult population.....	12,993	13,229	13,328	12,751	12,365	11,317	11,005	10,590	10,576	11,111	10,950	10,087	10,279
Total adult sentenced.....	10,937	11,131	11,298	10,625	10,063	9,031	8,397	7,195	6,923	7,289	7,250	6,097	6,316
Total juvenile population.....	1,350	1,115	1,132	1,393	1,517	1,371	1,111	776	749	771	729	682	528
AVERAGE MONTH-END POPULATION													
Total county population.....	6,885	7,087	7,019	6,860	6,869	6,305	6,193	5,990	6,282	6,669	6,140	6,016	5,965
Total adult.....	6,621	6,837	6,728	6,536	6,513	5,983	5,928	5,800	6,051	6,132	6,229	5,817	5,811
Sentenced.....	1,117	1,606	1,533	1,366	1,100	3,516	3,228	2,853	2,636	2,373	2,166	1,711	1,591
Unsentenced.....	2,171	2,231	2,195	2,170	2,113	2,137	2,700	2,947	3,115	1,059	1,063	1,106	1,220
Juvenile detentioners.....	264	250	291	324	356	322	265	190	231	237	211	169	151
Yearly average county population.....	6,867	7,110	7,011	6,897	6,887	6,311	6,217	5,992	6,262	6,681	6,171	6,008	5,996

TABLE 12: TOTAL FEDERAL AND STATE MONIES BUDGETED FOR THE PENNSYLVANIA CRIMINAL JUSTICE SYSTEM, 1970 TO 1978

(Dollar amounts in thousands. Fiscal years 1977 to 1978 figures are based upon fiscal 1973 - 1974 commitments)

Category	70-71 ^a	71-72 ^b	72-73	73-74	74-75	75-76	76-77	77-78
Total.....	166,382	199,050	235,373	292,217	310,789	327,118	328,025	329,606
State General and Special.....	122,952	157,950	190,752	211,710	257,058	271,091	271,805	273,338
Federal and Other.....	43,430	41,100	44,621	80,507	53,731	56,351	56,220	56,268
Direct SCS ¹	(171,955)	(139,608)	(165,265)	(210,152)	(220,252)	(225,328)	(218,880)	(205,537)
Law Enforcement ²	118,050	133,231	118,615	161,558	127,715	190,957	203,019	216,096
State.....	87,305	97,228	109,213	120,691	130,791	111,531	153,611	166,613
Federal.....	30,745	36,003	35,132	113,867	116,921	119,153	119,105	119,153
Direct SCS ¹	(85,086)	(81,021)	(86,002)	(90,212)	(94,929)	(96,921)	(102,156)	(100,525)
Courts ³	18,111	27,767	38,151	70,992	72,006	72,725	57,993	113,212
State ⁴	18,302	27,668	38,361	70,902	72,006	72,635	57,903	113,152
Federal.....	109	109	90	90	90	90	90	90
Corrections ⁵	29,912	38,052	18,271	56,667	60,978	63,766	66,983	70,268
State.....	17,315	33,061	13,175	50,117	51,258	56,925	60,258	63,513
Federal.....	12,597	4,991	5,099	6,550	6,720	6,841	6,725	6,755
Direct SCS ¹	(11,925)	(30,926)	(10,899)	(19,318)	(53,317)	(55,769)	(58,821)	(61,860)
Probation and Parole.....	(1,531)	(1,558)	(7,923)	(8,762)	(9,185)	(9,514)	(10,210)	(10,825)
Total Institutions.....	(10,212)	(24,767)	(32,900)	(38,102)	(11,900)	(13,850)	(16,137)	(18,537)

¹Excludes Appropriation to Treasury Fund (Capital Debt Fund): Dept. of Property and Supplies, General State Authority; and Capital Improvements.
²Includes Traffic and Safety Category: Subcategories: Operator Qualifications Control, Vehicle Standards Control, Traffic Supervision, and Roadway Safety Improvement; Control and Reduction of Crime Category: Subcategories: Juvenile Crime Prevention and Criminal Law Enforcement.
³Comprises Subcategory: State Judicial System.
⁴Federal Revenue Sharing Trust Fund in the amount of 31 million dollars will be transferred to the General Fund for reimbursement of county court expenses beginning in fiscal year 73-74.
⁵Includes Crime and Reduction of Crime Category: Subcategories: Reintegration of Juvenile Delinquents and Reintegration of Offenders.

Source: ^aBudget Fiscal Year 1972-73, Volume 2.
^bBudget of Pennsylvania Fiscal Year 1973-74, Volume 2.

TABLE 13: LOCAL EXPENDITURES FOR THE PENNSYLVANIA CRIMINAL JUSTICE SYSTEM, FISCAL 1969 TO FISCAL 1971

Direct Expenditures	68-69	69-70	70-71
Total Local.....	240,383	278,328	334,189
Court Expenditures.....	41,387	47,440	58,399
Prosecution.....	12,905	15,843	14,037
Defense.....	2,143	2,404	3,009
Correction Expenditures.....	26,187	32,876	40,356
Law Enforcement.....	157,761	179,450	218,126
Miscellaneous.....	-	315	262

Source: Expenditure and Employment Data for the Criminal Justice System, National Criminal Justice Information and Statistics Services, 1968 - 1971.

TABLE 14: LFAA FUNDS ALLOCATED AND AWARDED BY THE GOVERNOR'S JUSTICE COMMISSION 1969 TO 1973 (Part C - Action and Part E - Corrections)

Category	1969 ^a	1970 ^b	1971 ^c	1972		1973	
				Estimated	Awarded ^d	Estimated	Awarded ^e
Total Part C - Action.....	1,127,222	10,500,201	19,181,912	22,570,000	23,182,250	27,182,000	11,552,172
Percent of total.....	100.0	100.0	99.7	100.0	97.9	100.0	57.3
Law Enforcement.....	967,714	1,507,105	6,757,174	6,018,275	6,007,522	9,512,102	5,132,195
Percent of total.....	87.7	13.4	35.6	99.3	99.1	34.7	18.7
Courts.....	85,001	1,345,214	2,286,208	2,811,040	2,782,235	3,723,505	2,064,509
Percent of total.....	6.0	13.1	11.7	11.9	11.7	13.5	7.5
Corrections.....	214,867	2,778,210	6,389,332	9,391,167	8,481,175	9,819,292	5,537,316
Percent of total.....	20.6	26.2	30.6	39.3	37.1	35.7	20.1
Probation and Parole.....	(13,101)	-	(1,778,020)	(2,188,027)	(2,132,076)	(1,371,208)	(1,923,504)
Others.....	26,637	1,820,786	1,065,104	1,508,078	1,613,614	1,127,001	1,023,508
Percent of total.....	1.7	17.2	9.9	19.5	19.7	16.1	7.0
Total Part E - Corrections.....	-	-	2,793,787	2,799,000	2,586,581	3,233,000	-
Percent of total.....	-	-	91.6	100.0	96.3	100.0	-

^aFunds awarded through March 1, 1971.
^bFunds awarded through April 10, 1972.
^cFunds awarded through August 25, 1973.
^dFunds awarded through September 25, 1973.
^eFunds awarded through September 25, 1973.
 Includes Training Law Enforcement Personnel, Improvement of Detection and Apprehension of Criminals, Reduction of Organized Crime, Prevention and Control of Riots and Civil Disorders.
 Includes Prevention and Control of Juvenile Delinquency.
 Includes Crime Prevention (including Public Education), Improvement of Community Relations, Research and Development.

TABLE 15 : PER CAPITA COSTS FOR STATE AND COUNTY CORRECTIONAL INSTITUTIONS AND PAROLE SUPERVISION, 1960 TO 1972

Year	Board of Parole Supervision	State Institution	County Institution
1960.....	176	1,460	-
1961.....	206	1,818	-
1962.....	236	1,843	-
1963.....	234	1,927	-
1964.....	238	1,993	-
1965.....	262	2,128	-
1966.....	287	2,420	-
1967.....	326	2,785	-
1968.....	344	3,369	-
1969.....	404	3,964	2,920
1970.....	480	4,438	3,566
1971.....	490	4,530	3,910
1972.....	630	6,000	4,445

Source: Annual Statistical Reports, 1960 - 1972, Pennsylvania Board of Probation and Parole. Unpublished data from the Bureau of Corrections.

END