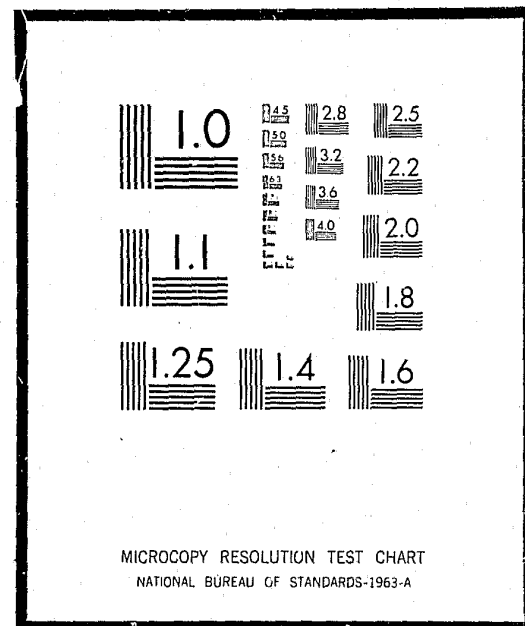


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
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IMPROVING PENNSYLVANIA'S CRIMINAL JUSTICE SYSTEM THROUGH UPGRADED STANDARDS AND GOALS

A Survey
of Pennsylvania Criminal Justice "Managers" to
Determine Attitudes and Reactions to Standards
Recommended by the National Advisory Commission
on Criminal Justice Standards and Goals.

PENNSYLVANIA JOINT COUNCIL ON THE CRIMINAL JUSTICE SYSTEM

Committee for Criminal Justice Standards and Goals

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Prefatory Note

In this report the Committee presents the results of a questionnaire survey of some 650 public and private officials and citizens in all sections of the Commonwealth. In a very real sense, these individuals represent the "managers" of the State's criminal justice system. The intent of the survey was to (1) disseminate specific information and recommendations of the National Advisory Commission on Criminal Justice Standards and Goals and (2) to obtain judgment and reactions on whether comparable standards could be adapted and implemented in Pennsylvania.

Response to this survey effort has been most gratifying and provides much information useful to the Committee in developing a state-wide action strategy for a continuing standards and goals implementation program. The Committee expresses its appreciation to the many officials and private citizens who took time out of busy schedules to respond to difficult questions about the operations of the criminal justice system in reference to acceptable standards and goals.

The Pennsylvania Committee on Criminal Justice Standards and Goals was created in early 1973 as a part of the Joint Council on the Criminal Justice System. The charge to the Council and its Committee is to develop and maintain a continuing effort to

adopt and implement improved standards and goals applicable in all components of the Pennsylvania Justice System.

The Council and its Committee have been recognized by Governor Shapp and assigned a leadership roles in working with all state and local criminal justice officials and agencies to adopt and implement upgraded standards. Lieutenant Governor Kline is an active participant in this continuing program. Yet the effort is broader than one sponsored by any single administration or level of government. It necessarily involves the support and continuing participation of public and private officials and leaders at all levels and, most importantly, a broad active base of private citizen support. The Membership of the Joint Council and the Committee reflect this kind of support structure and cooperation.

The survey was conducted and this report prepared with the assistance of the Government Studies and Systems of Philadelphia and the University of Pennsylvania's Management and Behavioral Science Center.

Pennsylvania Committee on Criminal
Justice Standards and Goals

March, 1974

Pennsylvania Joint Council on the
Criminal Justice System

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Improving the Pennsylvania Criminal Justice System
Through the Use of Upgraded
Standards and Goals

Introduction and Objective

The Pennsylvania criminal justice system, like that of most other states, is in reality not a system at all. The administration of criminal justice is a highly fragmented governmental function operating in different bureaucracies within different levels of government as a combined responsibility of the legislative, judicial and executive branches. Yet, changes made in any component of the criminal justice system affect, directly and immediately, the functioning of other parts of the system.

Effective operation of the criminal justice system is vital to safeguarding the basic level of societal functioning and community life. Yet, it is a highly complex and technical governmental function which seeks to attain conforming patterns of human behavior while still safeguarding basic freedom and individual civil rights. Moreover, the criminal justice system operates in an arena of government and public affairs where there is often more heat than light -- where opinions and traditional views are strongly held, frequently lacking adequate justification or technical competence as their

base. Yet, the administration of justice is among the oldest functions of government and we know more than we have yet been able to implement.

In recognition and response to these difficult and delimiting conditions, citizens throughout the United States are demanding improved performance. Thus, the current climate features a potential, wide-spread political constituency which is the vital ingredient in a concerted, continuing effort to achieve needed improvement.

The development of a comprehensive set of standards and guidelines by the National Advisory Commission on Criminal Justice Standards and Goals provides the opportunity to mount such a concerted effort in Pennsylvania and other states. The materials developed by the National Commission are voluminous (428 standards, 66 recommendations in 1550 textual pages) including background justification and description, standards, recommendations, commentary and justification and bibliographic references. As such, these materials represent a vast reservoir of information and data which hold promise of guiding substantial improvement in all components of the criminal justice system. The task is to utilize effectively this vast effort to provide the impetus and general guidelines for a Pennsylvania implementation program. This does not mean that a

wholesale adoption and implementation of national standards can be envisioned. Some may be neither applicable, nor acceptable to Pennsylvania. Also, there is a primary need for the development of an implementation plan which reflects a system-wide strategy for change, which maximizes early positive results and controls possible negative impact, and which, to the largest extent possible, builds-in a self-energizing force to induce subsequent change and further needed improvement.

This kind of approach cannot be viewed as a "blueprint" operation in which an overall plan can be concocted in isolation and imposed on the criminal justice system. For the reasons summarized above, it is of fundamental importance to involve the managers and decision-makers of the criminal justice system and a representative variety of public interest and civic groups as participants in the process of change.

In this context and with this objective in mind, a wide-spread dissemination of standards and goals, along with descriptive information, was made throughout the Pennsylvania criminal justice system. Public and private officials and leaders, selected because of their decision-making role in the system, were asked to respond to key questions concerning applicability of the standards and implementation possibilities. An overall review of survey

responses supports a number of quite positive observations which indicate the time may be right for launching broad improvement in all components of the criminal justice system:

- (1) There is broad support for the general use of standards and goals as a means of upgrading Pennsylvania's criminal justice system. The support is evident in all of the groups who participated.
- (2) These informed officials and citizens are aware that a significant gap exists between present Pennsylvania practice and standards in all areas of the criminal justice system.
- (3) A marked latitude and support for change to improve the system exists. Substantial and progressive development and implementation of standards appropriate to Pennsylvania is favored.
- (4) They do believe that development and implementation of standards will improve fairness, efficiency and rehabilitation potential. And they are aware that additional funds probably will be required.
- (5) Finally, they are aware that some degree of resistance can be expected, but the general judgment seems to be that it is not overwhelming.

The following sections of this report summarize and interpret the detailed findings of the survey.

Selection of standards, respondent groups and issues

Of the more than 400 standards and recommendations developed by the National Advisory Commission on Criminal Justice Standards and Goals, 205 standards were submitted for the review and evaluation of a broad group of Pennsylvania criminal justice "managers". The "managers" group consisted of 651 officials and private citizens who share some responsibility for the operation of the state's criminal justice system. The group included the following:

- . 66 County Commissioners
- . 59 President Judges
- . 9 State Prison Officials
- . 26 County Prison Officials
- . 73 Chiefs of Police (municipalities with greater than 25 full-time police staff)
- . 73 Mayors (of the above municipalities)
- . 27 National Conference Invitees
- . 67 District Attorneys
- . 67 Public Defenders
- . 67 Probation Officers
- . 40 Private Organizations
- . 77 Citizen Members of the Regional Planning Councils

651

All members of these groups were asked to respond to questions (See Questionnaire Form, Appendix 1) designed to provide some degree of insight and judgment on such key issues as:

- . the extent to which Pennsylvania practice conforms to the standard
- . the extent to which they favor full implementation
- . the priority they would assign to implementation
- . judgments as to the reason for the priority assignment in:
 - . improved fairness
 - . increased efficiency
 - . improved rehabilitation potential or crime reduction
 - . effect on cost
- . the degree of resistance to full implementation that might be expected
- . whether the standard is clearly and adequately stated

Through analysis of responses to the above questions, it is possible to evaluate and take into account differences

in responses to standards in the various components of the criminal justice system. Differences in judgments as to what kind of changes are appropriate in different regions of the state are also discernible. The collective judgments of district attorneys, police officials, defense attorneys and all other groups can be compared.

Dimensions of the survey

A total of 245 completed questionnaires were returned, a response rate of 38 percent. This number does not include six forms which were returned with insufficient data and, therefore, had to be excluded from the analysis.

A summary of key factors describing organization of the survey and survey results include the following:

- (1) The 205 standards used in the survey were divided into 16 groups with no respondent receiving more than 16 standards. A computer randomization process was used for the assignment of standard groups to respondents thus eliminating any possibility of bias in distributing sets of standards to any respondent. The groups were divided as follows:

	<u>Group</u>	<u>Number of Standards</u>
Police	1	13
	2	13
	3	13
	4	13
Courts	5	12
	6	12
	7	11
	8	13
	9	14
Corrections	10	16
	11	8
	12	11
	13	16
	14	14
	15	12
Community Crime	16	<u>14</u>
		205

(2) Respondents ranked their responses to the questions described above on a scale of 1 to 5 as follows (see Questionnaire Form, Appendix 1):

- 1 = None
- 2 = Minimal
- 3 = Moderate
- 4 = Substantial
- 5 = High

(3) All respondent groups are represented in the analysis as follows:

. County Commissioners	16
. President Judges	25
. State Prison Officials	7
. County Prison Officials	13
. Chiefs of Police	41
. Mayors	24
. District Attorneys	14
. RPC Citizen Members	24
. Probation Officers	30
. Private Organizations	21
. National Conference Invitees	9
. Public Defenders	<u>21</u>
	245

(4) All respondents were coded with an RPC designation. The following list gives the total number of returns possible from any individual RPC and also indicates the number which were returned from the survey.

<u>RPC</u>	<u>Possible Returns</u>	<u># Received</u>	<u>Rate</u>
Allegheny	55	24	43%
Central	97	26	26%
Northeast	113	42	37%
Northwest	96	44	45%
Philadelphia	47	13	27%
South Central	85	33	38%
Southeast	94	43	45%
Southwest	64	20	31%
	<u>651</u>	<u>245</u>	<u>38%</u>

A summary showing the number of questionnaires sent and received from each respondent group appears in Appendix II, Table I. The summary also shows the type (police, courts, corrections, community) of standard each respondent group received.

Analysis of Questionnaire Responses

A. Average Ratings State-Wide and by RPC Region

- (1) Respondents believe that Pennsylvania practice conforms moderately to the specific standards reviewed.
 - among the eight RPC regions, there was little variation from the overall state-wide average of 2.62. In Philadelphia, respondents thought the standards-practice gap to be the widest (2.18) while the Northwest region indicated a higher degree of conformity to standards (2.88).
 - the variance between low and high average RPC scores was 18%.*
- (2) State-wide, respondents favored full implementation of standards to a substantial extent (4.00), and this expression was generally representative of average responses in each RPC region.
 - the extent to which full implementation was favored varied from 4.20 in Philadelphia to 3.82 in the Northwest region.
 - low to high variance of 10%.
- (3) The average priority rating for full implementation was substantial (3.83) with little variation among RPC regions.
 - the Southeast region indicated the highest priority rating for full implementation (4.01) while the South Central region rated the lowest (3.65).
 - low to high variance of 9%.
- (4) In terms of state-wide averages, respondents gave moderate to substantial ratings to "improves system fairness", "increases efficiency", and "improves rehabilitation potential or reduces crime" as the reason for their implementation priority rating. In general, respondents were slightly more sure that implementation would improve efficiency (3.62) as compared to increasing fairness (3.54) or improving rehabilitation potential or reducing crime (3.25); these differences cannot be considered significant.

*Maximum variance is determined by dividing the numerical difference between high and low average scores by the total possible range of 4.

- low to high rating of fairness
 - South Central region - 3.45 (low)
 - Southwest region - 3.89 (high)

- low to high rating of efficiency
 - Central region - 3.40 (low)
 - Southwest region - 3.89 (high)

- low to high rating of rehabilitation potential or a decrease in crime
 - Northwest region - 3.05 (low)
 - Southwest region - 3.62 (high)

the Southwest region is notable in its consistently higher ratings--above all other RPC regions--assigned to all reasons on the questionnaire for implementing standards.

- (5) All respondents, in terms of a state-wide average, gave a low rating (2.38) to decreasing system cost as a reason for their priority rating.

- the pattern of agreement that implementation of standards would not necessarily result in decreases in system cost was quite consistent among RPC regions. The South Central region indicated the lowest rating (2.22) and the Southwest region the highest (2.77).

- (6) Respondents viewed resistance to implementation as moderate (2.97) on a state-wide basis.

- judgment on this issue varied from a low of 2.74 in the Southeast region to a high of 3.16 in the Southwest region.

- low to high variance of 11%.

- (7) In general, the standards were viewed by all respondents as being clearly and adequately expressed (4.13).

- clarity of standards ranged from a high in the Northwest region of 4.18 to a low in Allegheny County of 4.05 with a low to high variance of an almost indistinguishable 3%.

B. Average Ratings by Type of Standard (Police, Courts, Corrections, Community), by RPC Region

(1) The extent to which Pennsylvania practice conforms to the National standards was viewed to be highest in the corrections area (2.72) and lowest in the community area (2.20). Between these two extremes were police (2.64) and courts (2.57).

- the eight RPC regions returned data indicating fairly consistent ratings on the degree to which practice conforms to standards in the four components of the criminal justice system.

- Allegheny County, the Northeast and the South Central regions indicated high conformity in the corrections area.

- Philadelphia County, the Central and the Northwest regions indicated high conformity in the police area.

- the Southeast and Southwest regions saw highest conformity in the courts area.

(2) Respondents favored full implementation of police standards with a higher average rating than other types of standards (4.42). Next highest was corrections (3.92), next community (3.85), and lowest was courts (3.79).

- implementation of police standards received highest ratings in all RPC regions.

(3) In the priority assigned to implementation, police standards received the highest rating (4.26). Next highest were correction standards (3.75), community standards (3.73), and lowest were court standards (3.60).

- police standards received the highest priority rating in all RPC regions.

- the ratings for priority implementation were quite substantial with an overall state-wide average for all RPC's of 3.83.

(4) Based on state-wide averages, respondents ranked improved efficiency as the most important reason for their priority assignment (3.62). Increased fairness (3.52) and improved rehabilitation potential or a decrease in crime (3.25) were next in order of priority.

- increased efficiency as the reason for priority assignment ranked highest for police standards in all regions (4.22).
- improved fairness ranked highest for court and correction standards (3.76).
- improved rehabilitation potential or a decrease in crime ranked highest for community standards (3.58).

(5) Respondents rated a decrease in system cost as a minor reason for priority assignment of implementation.

- the state-wide average was 2.38, with highest ratings being received in the corrections (2.50) and community (2.47) areas. This is quite consistent.
- RPC's low to high variation in average responses was 14%; the Southwest region gave the highest rating--a moderate 2.77 assignment to a decrease in system cost; the South Central region gave the lowest rating--a minimal 2.22 assignment.

(6) Respondents who received corrections standards expect a higher degree of resistance (3.10) to implementation than did respondents who received standards from other components of the criminal justice system; next highest was courts (3.01) and community (2.99); lowest was police (2.72).

- four RPC regions noted highest resistance expected in the corrections area.
- across all components of the criminal justice system, the Southeast region expected the least amount of resistance (2.74) while the Southwest region expected the highest (3.16)--a 11% low to high variance in average scores among all RPC's.

(7) In general, all standards were viewed in all regions as being clearly and adequately expressed.

Police	-	4.23
Courts	-	4.19
Corrections	-	4.04
Community	-	3.90

C. Responses to Police Standards, by Respondent Group* (Table IV-A)

- (1) In response to police standards, police chiefs (56% return rate; 41/73):
- saw moderate conformity (2.66) between Pennsylvania practice and the standards
 - were substantially in favor (4.42) of full implementation
 - placed a substantial priority (4.26) on full implementation
 - thought fairness would be moderately (3.32) improved by implementation
 - thought efficiency would be substantially improved (4.18)
 - thought improved rehabilitation potential or reduction in crime would be substantially improved (3.54)
 - thought implementation would only minimally (2.28) decrease system costs
 - thought resistance to implementation would be moderate (2.62)
- (2) Mayors' judgments, in response to police standards (33% return rate; 12/36), differed minimally from those of police chiefs; the widest range in variance from low to high average scores was 7%.
- the one point upon which judgments differed slightly was the standards-practice gap; mayors thought the gap was wider (2.54) than police chiefs (2.66).
 - both mayors and police chiefs rated increased efficiency as the most important reason for their priority implementation assignment; mayors' ratings averaged higher (4.26) than those of police chiefs (4.18), although on the questions of improved fairness and improved rehabilitation potential or a reduction in crime, police chiefs' ratings were higher.

*Some respondent groups were small in number or returned too few responses to support any generalizations. Such groups were therefore not included in this summary. (See Table I)

(3) Responses to police standards by RPC citizen members and private organization personnel were in general agreement with those of police chiefs and mayors. Major differences between these two respondent groups lie in the degree to which full implementation was favored, the priority assignment of full implementation, and expected resistance from standards implementation.

- RPC citizen members were more in favor of standards implementation and assigned a higher priority to implementation.
- both RPC citizen and private organization members rated increased efficiency highest for their priority ratings; private organizations rated improved rehabilitation potential or a reduction in crime as their second highest (3.53) reason.
- private organization personnel expected higher degree of resistance (3.18) to standards when compared with other respondent groups.

D. Responses to Court Standards, by Respondent Group (Table IV-B)

- (1) Respondents to court standards judged Pennsylvania practice as conforming moderately (2.57) to standards.
 - public defenders and president judges perceived the widest standards-practice gap while district attorneys and probation officers saw a higher degree of conformity.
- (2) Respondents substantially favored both a full implementation (3.79) and a high priority assignment (3.60) of standards.
 - probation officers and district attorneys gave highest ratings in response to these questions
- (3) In terms of respondent averages, improved fairness of the criminal justice system received the highest rating (3.63 - substantial) as the reason for priority implementation assignments.
 - only probation officers rated increased efficiency higher than improved fairness as their reason for implementation.
- (4) Respondents thought that implementation would only minimally (2.35) decrease system costs.
 - president judges and district attorneys gave the lowest ratings; probation officers and public defenders gave the highest.
- (5) Resistance to standards implementation was expected to be moderate (3.01).
 - probation officers and public defenders anticipate the least amount of resistance; president judges and district attorneys the highest.
 - president judges see resistance to court standards implementation to be higher than all but one of the other respondent groups to court standards.
- (6) All respondents felt that the standards were clearly expressed (4.19).

(7) On the average, president judges were more cautious in their ratings, when compared to other respondent groups. Only on the standards-practice question (evidence of a wider gap) and priority designation for implementation were public defenders lower and in both instances the difference was minor. As noted above, president judges also indicated higher expectations for resistance (3.22).

(8) District attorneys and probation officers expressed the highest desire for implementation of standards. They thought that Pennsylvania practice conforms moderately to standards (higher than all respondent groups who reviewed court standards); gave highest ratings for a full priority implementation of standards; and gave highest ratings across respondent groups for improved fairness, increased efficiency, and improved rehabilitation potential or reduction of crime.

E. Responses to Correction Standards, by Respondent Group (Table IV-C)

- (1) Respondents saw Pennsylvania practice as conforming moderately (2.72) to standards. Ratings were very consistent.
 - RPC citizen members and state prison officials viewed Pennsylvania's conformity as being slightly lower; president judges and probation officers saw a slightly higher degree of conformity.
- (2) Respondents were substantially in favor of full implementation of standards (3.92) and placed a substantial priority (3.75) on that implementation.
 - state prison officials and RPC citizen members were the most highly supportive respondent groups for a full priority implementation of standards.
 - president judges gave the lowest ratings for both the full implementation and the priority assignment for implementation of standards.
- (3) Improved fairness of the criminal justice system received the highest rating (3.76 - substantial) in terms of state-wide averages for all respondents to correction standards; next highest was improved rehabilitation potential or reduction of crime (3.54 - substantial); increased efficiency received the lowest average rating (3.38 - moderate).
 - again, state prison officials and RPC citizen members gave the highest ratings for all three implementation factors
 - president judges, in comparison with other respondents, were less sure that implementation would improve fairness, increase efficiency and improve rehabilitation potential or reduce crime; only district attorneys rated lower on the question of improving rehabilitation potential or reducing crime.
- (4) Respondents rated a reduction in system cost moderately (2.50) as a reason for their implementation priority assignment of standards.
 - president judges gave the lowest rating while state prison officials and RPC citizen members gave the highest; between these two respondent groups there was a fairly wide variance (22 percent) in low to high average scores.

- (5) Resistance resulting from implementation of standards was viewed as being moderate (3.10) and there was a high degree of consistency in reported ratings.
- (6) All respondents felt that the standards were clearly and adequately expressed (4.04).
- (7) As noted above, state prison officials and RPC citizen members were in close agreement in their slightly higher expressions of the need and desirability of standards implementation in Pennsylvania.
- (8) President judges indicated higher ratings on the extent to which Pennsylvania practice conforms to the standards (3.01) in the corrections area.

F. Responses to Community Standards, by Respondent Group (Table IV-D)

- (1) Respondents saw Pennsylvania practice as conforming minimally (2.20) to standards.
- (2) Respondents substantially favored full priority implementation (3.85 and 3.73, respectively) of standards.
- (3) Improved rehabilitation potential or a reduction in crime rated highest (3.58 - substantial) among all respondents as the reason for their priority assignment for implementation; increased efficiency was viewed as being the second highest (2.96); and improved fairness as the third highest (2.77).
- (4) Respondents gave a low rating (2.47 - minimal) to decreasing system cost as a reason for their priority rating of standards implementation.
- (5) A moderate degree of resistance (2.99) is expected by respondents to the implementation of standards.
- (6) Standards were expressed clearly and adequately for all respondents (3.90 - substantial).

G. Average ratings for individual standards

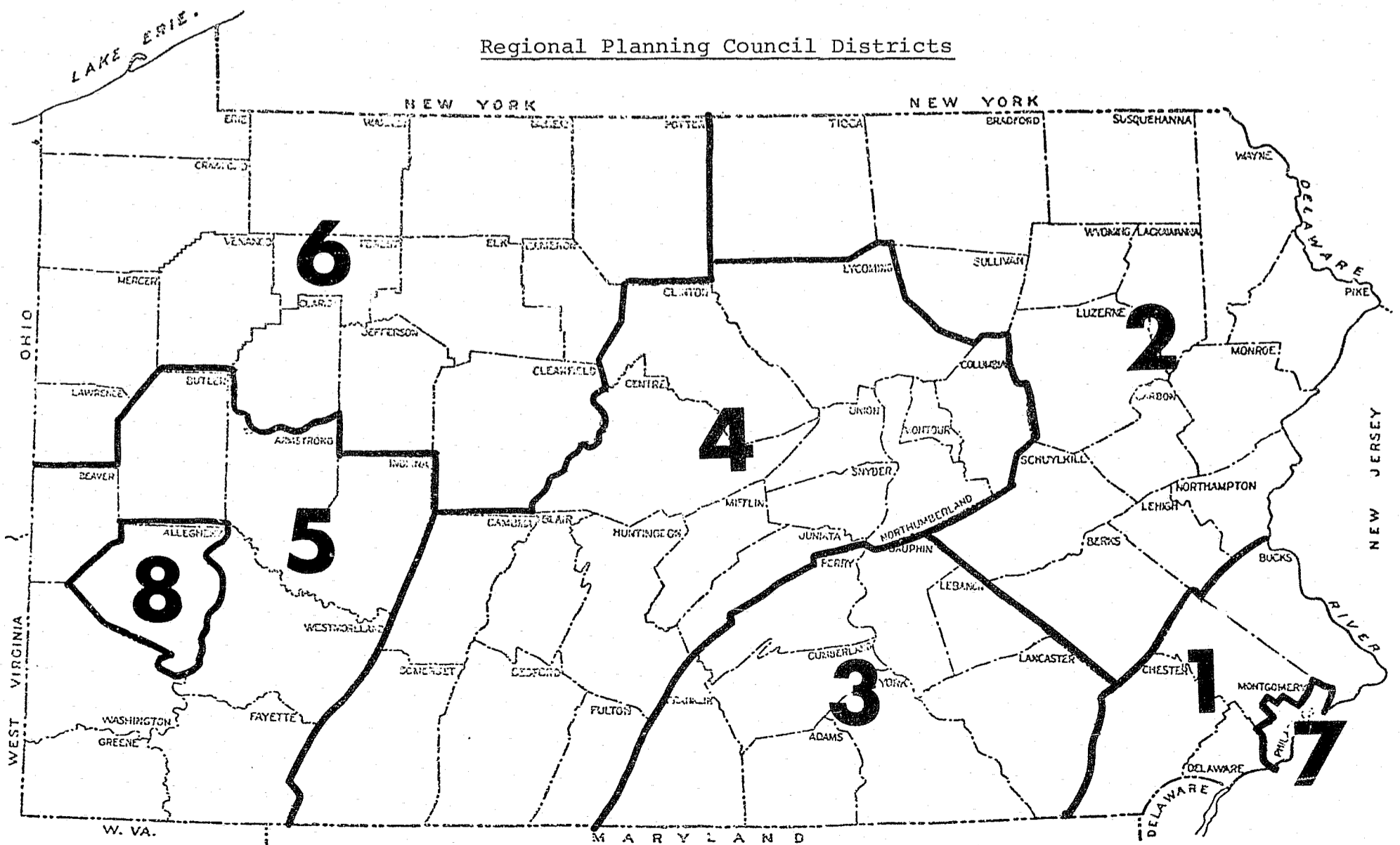
- (1) Analysis of question responses given for each standard indicates a wide range in the evaluative ratings on a 1 - 5 scale.

Question No.	<u>Type of Standard</u>							
	<u>Community</u>		<u>Police</u>		<u>Courts</u>		<u>Correction</u>	
	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>
1	1.79	2.69	1.69	3.85	1.32	4.00	1.46	3.50
2	3.25	4.43	2.83	4.64	2.31	4.79	3.06	4.86
3	3.00	4.36	2.75	4.55	2.31	4.86	2.69	4.78
4	1.33	3.50	2.67	4.60	2.50	4.93	1.83	4.23
5	2.42	3.57	2.18	4.53	2.31	4.50	2.87	4.78
6	3.00	4.36	2.08	4.64	1.83	4.07	2.33	4.36
7	2.08	2.92	1.50	3.82	1.25	3.68	1.08	3.81
8	2.43	3.75	2.08	4.00	1.43	4.20	1.46	4.22
9	3.64	4.25	2.86	4.55	3.50	4.64	3.79	4.50

- (2) The wide response indicates that respondents exercised discrimination in recording their judgments and reactions.
- (3) Further detailed analyses, will assist in the prioritizing of standards and sets of standards within each functional area of the criminal justice system. Priority indications from the survey will be related and compared to priorities suggested by criminal justice agencies (the engagement process) as a basis for developing the state-wide strategy and action plan.

PENNSYLVANIA GOVERNOR'S JUSTICE COMMISSION

Regional Planning Council Districts



Appendix I

Appendix II

TABLE I
 Questionnaires Sent to and Received from Criminal Justice
 Personnel Responding to Standards Within the Four Components of the
 Criminal Justice System

	SENT					RECEIVED				
	Police	Courts	Corrections	Community	TOTAL	Police	Courts	Corrections	Community	TOTAL
County Commissioners	--	30	30	6	66	--	6	9	1	16
President Judges--County Courts of Common Pleas	--	30	29	--	59	--	13	12	--	25
State Prison Officials	--	--	9	--	9	--	--	7	--	7
County Prison Officials	--	--	26	--	26	--	--	13	--	13
Chiefs of Police*	73	--	--	--	73	41	--	--	--	41
Mayors*	36	--	24	13	73	12	--	7	5	24
District Attorneys	--	34	33	--	67	--	6	8	--	14
RPC Citizen Members	21	25	19	12	77	4	8	10	2	24
Probation Officers	--	33	34	--	67	--	13	17	--	30
Private Organizations	7	17	10	6	40	4	7	5	5	21
People Invited to National Conference	7	8	10	2	27	2	4	2	1	9
Public Defenders	--	67	--	--	67	--	21	--	--	21
TOTALS	144	244	224	39	651	63	78	90	14	245

*All Chiefs of Police and Mayors from municipalities having a minimum of 25 full-time police staff are included.

Average Ratings Assigned to Each Implementation
Factor for All Standards, State-wide and By
Regional Planning Council

TABLE II

		Implementation Factors*									
	Regional Planning Council	No. of Respondents	F1	F2	F3	F4a	F4b	F4c	F4d	F5	F6
State-wide Averages		245	2.62	4.00	3.83	3.54	3.62	3.25	2.38	2.97	4.13
	Southeast	43	2.65	4.19	4.01	3.53	3.87	3.40	2.40	2.74	4.14
	Northeast	42	2.56	4.06	3.88	3.49	3.78	3.35	2.31	2.96	4.18
	South Central	33	2.73	3.83	3.65	3.45	3.42	3.07	2.22	3.02	4.16
	Central	26	2.39	3.84	3.73	3.60	3.40	3.14	2.43	3.11	4.12
	Southwest	20	2.56	4.10	3.99	3.89	3.89	3.62	2.77	3.16	4.09
	Northwest	44	2.88	3.82	3.68	3.46	3.51	3.05	2.32	2.99	4.14
	Philadelphia	13	2.18	4.20	3.98	3.59	3.42	3.22	2.62	3.05	4.06
	Allegheny	24	2.61	4.10	3.83	3.59	3.50	3.31	2.26	2.88	4.05

*Implementation Factors identified as F1, F2, etc., refer to the numbered questions on the Questionnaire form (See Appendix 1). Average ratings under F1 relate to question #1, F2 - question #2, etc.

Average Ratings of All Respondents in Each
Regional Planning Council By Type of Standard

TABLE III-A

Degree of Conformity to Standards

Functional Components of the Criminal Justice System

Regional Planning Council	No. of Respondents	Police	Courts	Corrections	Community	Averages Across All Functional Components
Southeast	43	2.56	2.98	2.79	2.14	2.65
Northeast	42	2.43	2.54	2.66	2.53	2.56
South Central	33	2.66	2.66	2.82	--	2.73
Central	26	2.69	2.05	2.68	--	2.39
Southwest	20	2.46	2.63	2.49	2.57	2.56
Northwest	44	3.00	2.75	2.97	2.50	2.88
Philadelphia	13	3.27	1.93	2.03	1.96	2.18
Allegheny	24	2.53	2.10	2.83	--	2.61
TOTAL	245					
STATE-WIDE AVERAGES		2.64	2.57	2.72	2.20	2.62

Average Ratings of All Respondents in Each
Regional Planning Council By Type of Standard

TABLE III-B

Extent to Which Implementation is Favored

Functional Components of the Criminal Justice System

Regional Planning Council	No. of Respondents	Police	Courts	Corrections	Community	Averages Across All Functional Components
Southeast	43	4.29	4.23	4.13	3.90	4.19
Northeast	42	4.44	3.96	3.91	3.64	4.06
South Central	33	4.53	3.58	3.69	--	3.83
Central	26	4.50	3.74	3.84	--	3.84
Southwest	20	4.81	3.84	4.35	3.64	4.10
Northwest	44	4.46	3.44	3.78	3.86	3.82
Philadelphia	13	4.69	4.12	4.27	3.91	4.20
Allegheny	24	4.36	4.02	3.97	--	4.10
TOTAL	245					
STATE-WIDE AVERAGES		4.42	3.79	3.92	3.85	4.00

Average Ratings of All Respondents in Each
Regional Planning Council By Type of Standard
 Priority for Implementation

TABLE III-C

Functional Components of the Criminal Justice System

Regional Planning Council	No. of Respondents	Police	Courts	Corrections	Community	Averages Across All Functional Components
Southeast	43	4.06	4.03	3.97	3.84	4.01
Northeast	42	4.37	3.60	3.76	3.57	3.88
South Central	33	4.48	3.45	3.40	--	3.65
Central	26	4.34	3.58	3.78	--	3.73
Southwest	20	4.73	3.70	4.28	3.36	3.99
Northwest	44	4.33	3.24	3.68	3.86	3.68
Philadelphia	13	4.34	3.90	4.10	3.69	3.98
Allegheny	24	4.11	3.92	3.62	--	3.83
TOTAL	245					
STATE-WIDE AVERAGES		4.26	3.60	3.75	3.73	3.83

Average Ratings of All Respondents in Each
Regional Planning Council By Type of Standard

TABLE III-D

Reason for Priority Assignment: Fairness

Functional Components of the Criminal Justice System

Regional Planning Council	No. of Respondents	Police	Courts	Corrections	Community	Averages Across All Functional Components
Southeast	43	3.30	3.90	4.09	2.90	3.53
Northeast	42	3.06	3.85	3.68	2.35	3.49
South Central	33	3.63	3.17	3.57	--	3.45
Central	26	3.07	3.64	3.64	--	3.60
Southwest	20	2.77	3.96	4.29	2.71	3.89
Northwest	44	3.45	3.25	3.74	2.93	3.46
Philadelphia	13	3.69	4.53	3.85	2.75	3.59
Allegheny	24	3.23	3.84	3.74	--	3.59
TOTAL	245					
STATE-WIDE AVERAGES		3.30	3.63	3.76	2.77	3.54

Average Ratings of All Respondents in Each
Regional Planning Council By Type of Standard

TABLE III-E

Reason for Priority Assignment: Efficiency

Functional Components of the Criminal Justice System

Regional Planning Council	No. of Respondents	Police	Courts	Corrections	Community	Averages Across All Functional Components
Southeast	43	4.11	3.98	3.80	2.96	3.87
Northeast	42	4.23	3.81	3.57	2.64	3.78
South Central	33	4.35	3.30	3.07	--	3.42
Central	26	4.62	3.38	3.22	--	3.40
Southwest	20	4.88	3.84	3.86	2.57	3.89
Northwest	44	4.33	3.22	3.25	3.43	3.51
Philadelphia	13	4.30	2.89	3.54	3.09	3.42
Allegheny	24	3.93	3.44	3.23	--	3.50
TOTAL	245					
STATE-WIDE AVERAGES		4.22	3.53	3.38	2.96	3.62

Average Ratings of All Respondents in Each
Regional Planning Council By Type of Standard

TABLE III-F

Reason for Priority Assignment: Rehabilitation Potential
or Decrease in Crime
Functional Components of the Criminal Justice System

Regional Planning Council	No. of Respondents	Police	Courts	Corrections	Community	Averages Across All Functional Components
Southeast	43	3.16	3.23	3.96	3.71	3.40
Northeast	42	3.42	2.85	3.58	3.68	3.35
South Central	33	3.65	2.24	3.41	--	3.07
Central	26	4.50	2.63	3.43	--	3.14
Southwest	20	4.65	3.18	3.98	3.36	3.62
Northwest	44	3.44	2.31	3.53	4.14	3.05
Philadelphia	13	3.23	2.43	3.49	3.26	3.22
Allegheny	24	3.31	3.40	3.28	--	3.31
TOTAL	245					
STATE-WIDE AVERAGES		3.43	2.72	3.54	3.58	3.25

Average Ratings of All Respondents in Each
Regional Planning Council By Type of Standard

TABLE III-G

Reason for Priority Assignment: Decrease in Cost

Functional Components of the Criminal Justice System

Regional Planning Council	No. of Respondents	Police	Courts	Corrections	Community	Averages Across All Functional Components
Southeast	43	1.98	2.70	2.71	2.80	2.40
Northeast	42	1.76	2.56	2.67	1.07	2.31
South Central	33	2.25	2.05	2.34	--	2.22
Central	26	3.42	2.23	2.46	--	2.43
Southwest	20	3.00	2.86	2.65	2.36	2.77
Northwest	44	2.66	2.07	2.29	3.29	2.32
Philadelphia	13	2.11	1.63	3.32	2.49	2.62
Allegheny	24	2.38	2.23	2.20	--	2.26
TOTAL	245					
STATE-WIDE AVERAGES		2.22	2.35	2.50	2.47	2.38

Average Ratings of All Respondents in Each
Regional Planning Council By Type of Standard

TABLE III-H

Degree of Resistance Anticipated

Functional Components of the Criminal Justice System

Regional Planning Council	No. of Respondents	Police	Courts	Corrections	Community	Averages Across All Functional Components
Southeast	43	2.60	2.83	2.86	2.91	2.74
Northeast	42	2.75	2.81	3.16	3.46	2.96
South Central	33	2.74	2.93	3.23	--	3.02
Central	26	2.38	3.26	3.08	--	3.11
Southwest	20	3.15	3.09	3.35	2.50	3.16
Northwest	44	2.91	3.06	2.91	3.71	2.99
Philadelphia	13	2.42	3.16	3.47	2.80	3.05
Allegheny	24	2.77	2.91	2.95	--	2.88
TOTAL	245					
STATE-WIDE AVERAGES		2.72	3.01	3.10	2.99	2.97

Average Ratings of All Respondents in Each
Regional Planning Council By Type of Standard

TABLE III-I

Clarity of Standards

Functional Components of the Criminal Justice System

Regional Planning Council	No. of Respondents	Police	Courts	Corrections	Community	Averages Across All Functional Components
Southeast	43	4.21	4.13	4.06	4.03	4.14
Northeast	42	4.16	4.29	4.10	4.35	4.18
South Central	33	4.68	4.06	3.98	--	4.16
Central	26	3.92	4.15	4.12	--	4.12
Southwest	20	3.65	4.11	4.28	3.50	4.09
Northwest	44	4.29	4.25	3.94	3.43	4.14
Philadelphia	13	4.42	4.77	3.93	3.68	4.06
Allegheny	24	4.05	4.27	3.97	--	4.05
TOTAL	245					
STATE-WIDE AVERAGES		4.23	4.19	4.04	3.90	4.13

Average Ratings of All Police Standards
By Respondent Group

TABLE IV-A

Respondent Group	No. of Respondents	Implementation Factors*								
		F1	F2	F3	F4a	F4b	F4c	F4d	F5	F6
Police Chiefs	41	2.66	4.42	4.26	3.32	4.18	3.54	2.28	2.62	4.23
Mayors	12	2.54	4.42	4.31	3.06	4.26	3.31	2.21	2.69	4.20
RPC Citizen Members	4	2.60	4.46	4.25	3.42	4.35	3.02	1.73	2.96	4.25
Private Organizations	4	2.60	4.15	3.79	3.43	4.17	3.53	2.10	3.18	4.15
People Invited to National Conference	2	3.15	4.88	4.73	3.73	4.69	2.57	2.23	3.77	4.42
TOTAL	63									
AVERAGES		2.64	4.42	4.26	3.30	4.22	3.43	2.22	2.72	4.23

*See footnote Table II for a description of F1, F2, etc.

Average Ratings of All Court Standards
By Respondent Group

TABLE IV-B

Implementation Factors

Respondent Group	No. of Respondents	F1	F2	F3	F4a	F4b	F4c	F4d	F5	F6
County Commissioners	6	2.60	3.48	3.37	3.08	2.94	2.19	2.23	2.93	4.22
President Judges--County Courts of Common Pleas	13	2.64	3.46	3.35	3.47	3.34	2.34	1.97	3.22	4.37
District Attorneys	6	2.92	3.89	3.62	3.87	3.48	2.88	2.41	3.13	4.40
RPC Citizen Members	8	2.09	3.86	3.69	3.64	3.44	2.84	1.95	3.39	3.73
Probation Officers	13	2.87	4.27	4.15	3.82	4.12	3.15	2.51	2.73	4.37
Private Organizations	7	2.09	4.02	3.90	3.94	3.39	2.90	2.42	3.02	4.34
People Invited to National Conference	4	2.26	4.08	3.77	3.86	3.96	2.59	2.61	3.02	4.20
Public Defenders	21	2.61	3.60	3.30	3.55	3.45	2.69	2.57	2.89	4.03
TOTAL	78									
AVERAGES		2.57	3.79	3.60	3.63	3.53	2.72	2.35	3.01	4.19

Average Ratings of All Community Standards
By Respondent Group

TABLE IV-D

Implementation Factors

Respondent Group	No. of Respondents	F1	F2	F3	F4a	F4b	F4c	F4d	F5	F6
County Commissioners	1	2.57	3.64	3.36	2.71	2.57	3.36	2.36	2.50	3.50
Mayors	5	2.26	3.91	3.89	2.90	3.17	3.65	2.76	3.09	3.86
RPC Citizen Members	2	2.53	3.64	3.57	2.35	2.64	3.68	1.07	3.46	4.35
Private Organizations	5	1.96	3.90	3.68	2.96	3.02	3.58	2.71	2.89	4.01
People Invited to National Conference	1	2.14	3.86	3.86	2.07	2.64	3.29	2.71	2.50	3.00
TOTAL	14									
AVERAGES		2.20	3.85	3.73	2.77	2.96	3.58	2.47	2.99	3.90

END