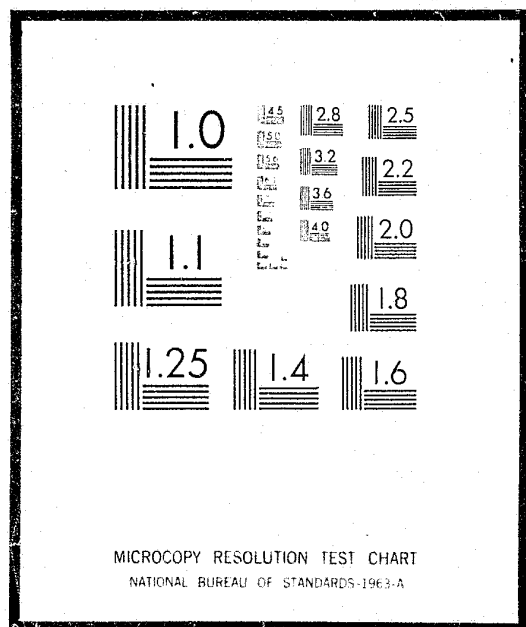


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Date filmed

FINAL REPORT
ON
THE EVALUATION OF ACT I AND ACT II
PROJECTS IN PHILADELPHIA
FOR 1974.

39076

Leonard Savitz
December, 1975



TEMPLE UNIVERSITY

COLLEGE OF LIBERAL ARTS

PHILADELPHIA, PENNSYLVANIA 19122

DEPARTMENT OF SOCIOLOGY

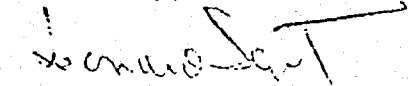
Paul Synnamon
Police Administration Building
Room L-5
Franklin Square
Philadelphia, Pa. 19103

Dear Mr. Synnamon:

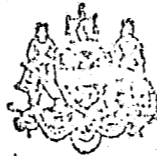
Please find enclosed two copies of the Final Evaluation Report on the second year operations of ACTS I and II. The belated production of the report was in part due to the delay in receiving a final contract from the city specifying what was required in the evaluation. In this case, there was no changes made from earlier negotiations to the final contract (save only a statement on whether previous evaluation recommendations had been carried out). In previous occasions, I have found to my chagrin that the final contract contained conditions and requirements which I did not learn of until the contract finally arrived. In effect, I have become wary of doing evaluations without a final contract, which in this case arrived the third week of November of this year. In sum, I should have started earlier given the fact that no additional claims or requirements were made of the proposed evaluation, but my caution triumphed and resulted in this delay. In any event, I personally find the Final Evaluation Report quite interesting as in fact you may also.

It would seem that this letter would also serve as my formal request for payment for this double evaluation (of ACTS I and II) which amounts to \$2500 for each, or a total of \$5000 for this combined evaluation report. I have, I think, met all contractual specifications and with the presentation of this report, I should apply for full compensation. [Should further discussions be required about any textual material, or should further copies of the report be desired, I would, of course, be happy to oblige you in these matters.]

Sincerely,


Leonard D. Savitz
Professor of Sociology

OFFICE



CITY OF PHILADELPHIA

LEAA
POLICE DEPARTMENT
HEADQUARTERS, FRANKLIN SQUARE
PHILADELPHIA, PENNSYLVANIA 19106

JOSEPH F. O'NEILL
Commissioner

J. McCausland
N.C.I.R.'S
FEB 1 1977
ACQUISITIONS

December 24, 1975

Mr. Cornelius Cooper
Regional Administrator Region III
Law Enforcement Assistance Administration
325 Chestnut Street
Suite 800, Hall Building
Philadelphia, Pennsylvania 19106

Deputy Director
Governor's Justice
Commission

RECEIVED
MAR 25 1976

Re: 75-DF-03-0021
75-DF-03-0020

REFERRED
Fossett

Dear Mr. Cooper:

Attached are the completed evaluations of Acts I and II for their second year of operation.

These evaluations are addressed to step #7 of the Special Conditions on the Philadelphia Police Department for above subgrants.

According to the directions from LEAA, this submission will finalize the application for second year funding and permit the payment of funds awarded these subgrants.

Sincerely,

John A. Craig
JOHN A. CRAIG
Chief Inspector
Community Relations Bureau

JAC:sn
cc: Yvonne Haskins, Regional Director G.J.C.
Charles Morn, Acting Director G.J.C.
James McCausland, Finance Officer, P.P.D.

The fundamental purpose of ACT I and ACT II projects has been to focus police attention and a new and disproportionate amount of manpower and resources in these areas of the city of Philadelphia which have extremely high crime rates and where such programs were calculated to have the "most immediate impact." Primarily the program was concerned with reducing stranger-to-stranger crime [burglary and robbery] reported to the police; with increasing arrest rates, and with other benefits to the serviced communities.

Emphasis was placed upon highly mobile, tactical units without ties to police permanently assigned to the area. Task force would be deployed at locations and at times determined by latest [computer] analyses of current criminal activity. The underlying belief is that serious, pre-meditated, economic crimes (burglary and robbery) could be significantly reduced by the quick utilization of the best available computer information to allocate extra law enforcement personnel in the most efficient manner possible.

ACT I operated in four police districts in West Philadelphia [Police Districts 12, 16, 18 and 19] and it became operational in April, 1973. The Task Force consisted of 59 uniformed police officers ranging in rank from patrolman to captain who had been assigned to this West Philadelphia Crime Reduction Program. They were veteran officers (averaging five years

on the force) who had been selected from many volunteers largely on the basis of superior performance and no disciplinary citations. They traveled originally in marked identified police cars (but subsequently in unmarked but identifiable police cars), and they were all part of a team policing effort. While there was a four platoon schedule, any of the officers were technically available at any time. Their major thrust involved responding to burglaries and robberies for indeed, the West Philadelphia area had been deliberately selected because it had (in 1972) the highest burglary/robbery rates. The operation also was involved with juvenile offenses (including truancy), drug offenses (particularly "dealers" and "pushers"), gang warfare, and a variety of preventative efforts aimed at increased unit-hardening and enhanced community awareness of the extent of crime and techniques and practices calculated to reduce specified crimes. In fact, however, ACT I did soon begin to concentrate on robbery/burglary to the exclusion of its other functions.

ACT II operated within three police districts in North Central and Northwest Philadelphia [Police Districts 22, 23 and 39] and it also became operational in April, 1973. The Force was planned to consist of 64 plain clothesmen and to deal with the same range of concerns as ACT I, but due to the "severity" of burglaries and robberies in ACT II districts, in fact, newly appointed police officers were used in highly mobile (and unidentified)

cars within flexible police units and with an almost exclusive preoccupation with robbery and burglary. They were not to answer routine calls but focus on responding to stranger-to-stranger crimes. It was hoped that despite their relatively low visibility, there would develop an "aura of omnipresence" to deter the rational burglar/robber or to reduce his fundamental optimism, i.e., his belief that he would succeed with his crime.

The evaluation of the effectiveness of ACT I and ACT II projects in its second year of existence could have involved emphasis upon:

- 1) Comparisons of second year results with first year results (and little if any concern with the two-year impact of the ACT programs);
- 2) Data could have been presented in terms of month-by-month changes and variations in crimes known to the police and arrests;
- 3) Data could have been presented almost exclusively on stranger-to-stranger, serious property crimes, and almost no attention be paid to other Part I property crimes [auto thefts and larceny], serious personal crimes or drug offenses;
- 4) Analyze each of the seven ACT I and II district separately and attempt to explain the enormous variability that would obviously arise among the studied districts.

There seemed to be strong and compelling reasons for doing none of the above four techniques of evaluation. In all candor, the purpose of this

evaluation is to determine in a relatively crude, ex post facto manner (after the projects were in operation and normally collected data might or might not be useful for evaluation purposes), the relative success that a program has had as regards clearly defined units of interest (specified types of crimes) upon a wide, diverse population or who happen to reside within a number of arbitrary police boundary lines.

It seems clear that proportionate changes from the first to the second year of operation are surely of vital evaluative concern but at least as much attention must be paid to the total impact the ACT programs have had from their inception until the end of the current evaluation period. Thus, much attention will be paid in this report to changes taking place in ACT I and II districts since 1972 through 1974 (as compared to non-ACT police districts in Philadelphia).

Secondly, the time units of analysis could be "months" [as was done sporadically in the previous evaluation]. But what this produced was enormous variability from one month to another, which variability could not be attributed to the presence of ACT but other factors which could only be guessed at. This evaluation will deal with large, rough time units, "years", which hopefully may reduce time spent on attempting to explain inexplicable monthly changes. The comparative years involved are:

1972 - the pre-ACT period when the stimuli of these Crime

Reduction programs were not yet present.

B) 1973 - the first year of ACTs I and II. It is known that in fact both ACT programs became operational in early April, 1973, and perhaps a "neater" categorization might have been April-to-April years instead of calendar years, but it was felt that such classification would not produce findings significantly different from those of calendar years. [In fact, data was compared for one ACT police district for three calendar years (1972, 1973, 1974) and three other twelve month periods (April, 1972 - March, 1973; April, 1973 - March, 1974; and April, 1974 - March, 1975). No striking, let alone significant differences in total numbers, percentage change and overall impact could be found.]

C) 1974 - the present evaluation year.

Thirdly, while emphasis is still given in this evaluation to burglary and robbery, much attention will also be paid to other rational, economic crimes (auto theft and larceny), as well as serious (Index) personal crimes, such as homicide, rape, aggravated assault, and narcotic offenses.

Fourthly, it seemed reasonable that ACT should apply with more or less equal impact on all police districts falling under its purview. Of course, each police district is quite distinctive demographically and socially

but it was hoped that dealing with the average data for all districts within each ACT program would permit adequate evaluation of program success.

[In the "Conclusions" of this report, it will be argued that perhaps district-by-district analysis might have produced some interesting findings.]

Finally, it seems imperative in this evaluation to compare ACT I and II overall averages with one another, but also with all other Remaining Police Districts in Philadelphia and for 1973-1974, the Remaining Police Districts, minus ACT III districts (Districts 14 and 35) which came into existence in 1974.

There were, in essence, limitations to the evaluation undertaken, but we feel that the most reasonable, if imperfect, decisions were made on how to proceed, the data to be used, and the manner of analyses.

I. ANALYSIS OF DATA

A. Number of Crimes Known to the Police

Our first form of analysis, as indicated in the evaluation proposal, involves the core issue of whether the additional police manpower and resources supplied by ACTs I and II had a significant impact, in terms of reducing crimes reported to the police (by deterring the rational, premeditated, economically-oriented criminal) within ACT

Police Districts (compared to non-ACT districts).

This will be tested first of all, by examining comparative changes in specified crimes known to the police in ACT and non-ACT districts from 1973 to 1974 and, to a slightly lesser extent, changes from 1972 through 1974.

The most elementary analysis (Tables I through VI) deals with total numbers of particular crimes reported to the police for each ACT I and II police district, and by constructed average figures for both ACT I and ACT II districts, as well as for the Remaining (non ACT I or II districts) Police Districts. [It must be kept in mind that in 1974 ACT III became operational for Police Districts 14 and 35 so that the Remaining Police Districts in the 1973-74 period are analyzed both totally and by subtracting data for Districts 14 and 35.]

Let us examine, then, each major crime one by one. Table I shows quite clearly regarding the crime of burglary that from 1973 to 1974, the number of burglaries (known to the police) dramatically increased 28% for ACT I districts and 21% for ACT II districts, whereas the city-wide increase had been only 13%; non-ACT I or II districts (Remaining Police Districts) rose only 8%; if ACT III districts were then subtracted, all remaining non-ACT districts (excluding, then ACTs I, II and III) had experienced only a 5% rise in number of reported burglaries.

TABLE I
NUMBER OF BURGLARIES KNOWN TO THE POLICE
FOR ACT I AND ACT II DISTRICTS
FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>	1,175	850	1,092	-28	+28
District 12	1,024	917	1,051	-10	+15
16	797	483	635	-39	+31
18	1,713	1,131	1,542	-33	+36
19	1,166	869	1,141	-25	+31
<u>AVERAGE ACT II DISTRICTS</u>	982	698	843	-29	+21
District 22	973	690	814	-29	+18
23	718	476	566	-34	+19
39	1,256	929	1,150	-26	+24
<u>REMAINING POLICE DISTRICTS</u>	13,535	13,295	14,396	-02	+08
Districts 14 & 35	3,821	3,149	3,798	-18	+21
Without 14 & 35	9,714	10,146	10,598	+04	+05
<u>CITY TOTALS</u>	21,182	18,790	21,295	-11	+13

Therefore, the enormous reduction in this crime from 1972-73 (down 28% and 29% in average ACT I and II districts) was not maintained in the current evaluation year; indeed reported burglaries rose sharply.

It should be noted however, that from 1972 to 1974 the average ACT I police district had 7% fewer burglaries, the average ACT II district 14% fewer burglaries, while the Remaining Philadelphia Police Districts showed a 6% increase in reported burglaries.

Therefore, as measured by burglaries known to the police, ACT was remarkably successful in its first year (1973); it declined precipitously in impact in the present evaluation year (1974); but over two years it showed a significant level of success compared to non-ACT districts.

The same form of analysis for robberies reported to the police (Table II) shows that the average ACT I district increased 22%; the average ACT II district increased 5%; the Remaining Police Districts increased 23%; without ACT III districts, the Remaining Districts increased 18%, while the city total showed an 18% rise.

In the two year period, from 1972 (before any ACT program) to 1974, it can be determined that the average ACT I District had an 11% decrease in robbery; the average ACT II District had a 14% decrease, whereas the Remaining Districts showed a 21% increase in number of

TABLE II
NUMBER OF ROBBERIES KNOWN TO THE POLICE
FOR ACT I AND ACT II DISTRICTS
FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>	700.5	511.5	624	-27	+22
District 12	412	370	490	-10	+32
16	499	367	412	-26	+12
18	1,032	684	809	-34	+18
19	859	625	785	-27	+26
<u>AVERAGE ACT II DISTRICTS</u>	733	603	633	-18	+05
District 22	958	682	699	-29	+02
23	627	540	593	-14	+10
39	615	587	606	-05	+03
<u>REMAINING POLICE DISTRICTS</u>	4,708	4,626	5,675	-02	+23
Districts 14 & 35	1,028	1,133	1,548	+10	+37
Without 14 & 35	3,680	3,493	4,127	-05	+18
<u>CITY TOTALS</u>	9,710	8,481	10,069	-13	+18

reported robberies.

Thus, here as with burglaries, it is found ACT had stunning impact in its first year, which dropped precipitously in this evaluation year, but a significant level of success over a two year period.

While not of central concern in the ACT programs, it seemed reasonable that attention ought to be paid to other forms of major (Part I) property crimes, as well as burglary/robbery. Table III shows another strong decrease in number of auto thefts in ACT districts (on the average down 15% and 9% from 1973-74) whereas for Remaining Police Districts it rose 2% (and without ACT III districts it rose 6%).

In Table IV we examine larcenies. The problem here is that in 1972 only Grand Larceny was a Part I (serious) crime whereas in 1973, all larcenies became Part I crimes as defined by the F.B.I. for their Uniform Crime Report. We were faced with the problem of comparability (consistency) of larceny data over the three year period. Since the focus of this particular evaluation was on the 1973-74 period, and for these two years at least all larcenies were classified as Index Crimes, we concentrated on this time period. The same broad base of larcenies could not be ascertained for the 1972 period.

Thus, Table IV shows enormous larceny increase from 1972-73 (but this is as indicated above, clearly a function of changing definition).

TABLE III
NUMBER OF AUTO THEFTS KNOWN TO THE POLICE
FOR ACT I AND ACT II DISTRICTS
FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>	1,193	1,113	941	-07	-15
District 12	1,260	1,277	902	+01	-29
16	399	426	454	+06	+07
18	1,649	1,534	1,304	-07	-15
19	1,465	1,216	1,104	-17	-09
<u>AVERAGE ACT II DISTRICTS</u>	599	604	552	+01	-09
District 22	641	532	535	-17	+01
23	406	474	412	+16	-13
39	751	805	711	+07	-12
<u>REMAINING POLICE DISTRICTS</u>	9,469	11,131	11,382	+18	+02
Districts 14 & 35	2,370	2,744	2,482	+15	-10
Without 14 & 35	7,099	8,387	8,900	+18	+06
<u>ITY TOTALS</u>	16,040	17,395	16,804	+08	-03

TABLE IV
 NUMBER OF LARCENIES KNOWN TO THE POLICE
 FOR ACT I AND ACT II DISTRICTS
 FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>	254	799	1,074	+31	+34
District 12	223	777	1,171	+34	+51
16	141	473	572	+33	+21
18	429	1,186	1,450	+27	+22
19	222	759	1,103	+34	+45
<u>AVERAGE ACT II DISTRICTS</u>	282	564	674	+20	+20
District 22	244	563	627	+23	+11
23	211	341	514	+85	+31
39	390	739	882	+89	+19
<u>REMAINING POLICE DISTRICTS</u>	4,188	16,604	20,743	+39	+25
Districts 14 & 35	776	2,478	3,263	+31	+32
Without 14 & 35	3,416	14,126	17,480	+41	+24
<u>CITY TOTALS</u>	6,048	21,490	27,062	+35	+26

From 1973-74 city totals rose 26%, while the increase was only 20% in the average ACT II Districts; but 34% for average ACT I Districts.

The four remaining Part I crimes are crimes of violence against the person (murder, manslaughter, rape and aggravated assault). Dealt with on Table V, crimes against the person show no discernible pattern. From 1973-74, the city totals rose 6%, whereas it rose 15% for average ACT I Districts, but it declined 5% for average ACT II Districts. This confirms the expected lack of impact of ACT on personal, violent crimes.

Combining all Part I crimes (Table VI) it is further confirmed that ACT programs have little impact on this polygot grouping of crimes. The 1973-74 city total rose 13% whereas it rose only 7% in average ACT II Districts but 14% for average ACT I Districts.

Thus, these first measures of number of crimes reported to the police, reveals ACT had a considerable and significant impact on burglaries and robberies from 1972 through 1974. The evidence is ambiguous regarding other property crimes. The data shows no ACT impact on personal, violent crimes, but then, of course, it was not intended to.

B. Rate of Crimes Known to the Police

The fundamental findings of the previous section still remain, of course, when we construct rates for each of the specified crimes known

TABLE V
 NUMBER OF REMAINING PART I CRIMES (MURDER, MANSLAUGHTER, RAPE, AGGRAVATED ASSAULT)
 KNOWN TO THE POLICE, FOR ACT I AND ACT II DISTRICTS
 FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>	401.5	367	422.5	-09	+15
District 12	275	342	351	+24	+03
16	403	316	413	-22	+31
18	472	410	453	-13	+10
19	456	399	473	-13	+19
<u>AVERAGE ACT II DISTRICTS</u>	554	580	555	+05	-05
District 22	836	844	740	+01	-12
23	531	535	537	+01	+01
39	296	360	387	+21	+08
<u>REMAINING POLICE DISTRICTS</u>	2,335	2,968	3,181	+27	+07
Districts 14 & 35	454	629	800	+39	+27
Without 14 & 35	1,881	2,339	2,381	+24	+02
<u>CITY TOTALS</u>	5,604	6,174	6,535	+10	+06

TABLE VI
 NUMBER OF ALL PART I CRIMES KNOWN TO THE POLICE
 FOR ACT I AND ACT II DISTRICTS
 FOR 1972, 1973 and 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>%Change 1972-73</u>	<u>%Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>	3,699	3,640	4,154	-02	+14
District 12	3,194	3,683	3,965	+15	+08
16	2,239	2,065	2,486	-08	+20
18	5,295	4,945	5,558	-07	+12
19	4,068	3,868	4,606	-05	+19
<u>AVERAGE ACT II DISTRICTS</u>	3,151	3,048	3,271	-03	+07
District 22	3,652	3,311	3,415	-09	+03
23	2,493	2,416	2,662	-03	+10
39	3,308	3,418	3,736	+03	+09
<u>REMAINING POLICE DISTRICTS</u>	34,335	48,624	55,336	+42	+14
Districts 14	4,270	4,690	5,779	+20	+17
District 35	4,179	5,443	6,112		
Without 14 & 35	25,886	38,491	43,445	+49	+13
<u>CITY TOTALS</u>	58,584	72,330	81,764	+23	+13

to the police on the basis of population numbers within ACT and non-ACT police districts. Such rates were constructed (per 10,000 residents within each police district) and are displayed on Tables VII through XII.

As regards burglary (Table VII), it may be seen that from 1972 through 1974 the city rate rose trivially from 108.7 to 109.3 per 10,000 persons, whereas average ACT I Districts dropped from 126.3 to 117.4 and average ACT II Districts declined 132.7 to 113.9.

It is instrumental to note at this time, the enormous differences in burglary produced by districts falling within the ACT programs. Thus, Police District 16 had a burglary rate in 1972 222% that of District 19. (By 1974 the greatest differential among ACT I Districts [involving the same Districts 16 and 19] was 181%.) The reverse occurred within ACT II Districts. District 39 was 155% higher than in District 22 in 1972, but by 1974 the differential between these districts rose to 170%.

It should also be noted that ACT I and ACT II projects had differential levels of success. First of all, ACT II Districts seem somewhat more successful than ACT I as regards burglary. Thus, on the average, ACT II districts declined 29% from 1972-73, (compared to 28% for ACT I Districts), but the rate increased 21% from 1973-1974, as compared to a 28% increase for ACT I Districts.

Further, the impact of ACT was not uniform upon participating

TABLE VII
 RATE OF BURGLARIES KNOWN TO THE POLICE (PER 10,000 PERSONS)
 FOR ACT I AND ACT II DISTRICTS FOR 1972, 1973, AND 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>	126.3	91.4	117.4	-28	+28
District 12	106.9	95.7	109.6	-10	+15
16	192.5	116.6	153.4	-39	+32
18	170.9	112.9	153.9	-34	+36
19	86.7	64.6	84.8	-25	+31
 <u>AVERAGE ACT II DISTRICTS</u>	 132.7	 94.3	 113.9	 -29	 +21
District 22	105.3	74.6	88.0	-29	+18
23	136.2	90.2	107.2	-34	+19
39	163.5	120.9	149.7	-26	+24
 <u>REMAINING POLICE DISTRICTS</u>	 99.9	 98.1	 106.3	 -02	 +08
Districts 14 & 35	132.7	109.4	131.9	-17	+21
Without 14 & 35	91.1	95.1	99.4	+04	+05
 <u>CITY TOTALS</u>	 108.7	 96.4	 109.3	 -11	 +13

districts. From 1973-74 Police District 12 had only a 15% increase in burglary, whereas District 18 experienced a 36% increase. From 1972-1974, the burglary rate rose totally 3% for District 12 while it declined 20% in District 16. ACT I had a generally more variable and less certain impact on burglary than occurred in ACT II Districts.

As regards robbery (Table VIII) once more the great variability in the impact of ACT is confirmed: ACT I Districts declined in reported robbery 27% in the first year of operation, but increased 22% from 1973-1974. The comparable percentage for the average ACT II Districts was a decline of 18% in the first year and an increase of 5% in the second year. Within ACT districts, District 12 had a robbery rate which rose 19% from 1972 to 1974 whereas it dropped 22% in the same period in District 18.

Generally the same findings uncovered by use of gross numbers were also found for rates as regards auto theft (Table IX) and larceny (Table X). ACT districts dropped more sharply than non-ACT districts for auto theft. ACT I districts dropped more precipitously than ACT II districts. Whether these declining rates are in any way attributable to ACT or not is highly speculative. Deterrence of auto theft was not among the specified objectives of the ACT program. Also great variability was found among ACT Police Districts with auto thefts in District 16

TABLE VIII
 RATE OF ROBBERIES KNOWN TO THE POLICE (PER 10,000 PERSONS)
 FOR ACT I AND ACT II DISTRICTS FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>					
District 12	75.3	55.0	67.1	-27	+22
16	43.0	38.6	51.1	-10	+32
18	120.5	88.6	99.5	-26	+12
19	103.0	68.3	80.7	-34	+18
	85.9	46.5	58.3	-46	+25
<u>AVERAGE ACT II DISTRICTS</u>					
District 22	99.1	81.5	85.5	-18	+05
23	103.6	73.8	75.6	-29	+02
39	118.8	102.4	112.4	-14	+10
	80.0	76.4	78.9	-04	+03
<u>REMAINING POLICE DISTRICTS</u>					
Districts 14 & 35	34.8	34.1	41.9	-02	+23
Without 14 & 35	35.7	39.4	53.8	+10	+37
	34.5	32.7	38.7	+09	+18
<u>CITY TOTALS</u>					
	49.8	43.5	51.7	-13	+18

TABLE IX
 RATE OF AUTO THEFTS KNOWN TO THE POLICE (PER 10,000 PERSONS)
 FOR ACT I AND ACT II DISTRICTS FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>					
District 12	128.3	119.7	101.2	-07	-15
16	131.4	133.2	94.1	+01	-29
18	96.4	102.9	109.6	+07	+07
19	164.6	153.1	143.2	-07	-06
	108.9	90.4	82.1	-17	-09
<u>AVERAGE ACT II DISTRICTS</u>					
District 22	81.0	81.5	74.7	+01	-08
23	69.3	57.5	57.9	+17	+01
39	77.0	89.8	78.1	+17	-13
	97.7	104.8	92.5	+07	-11
<u>REMAINING POLICE DISTRICTS</u>					
Districts 14 & 35	69.9	82.2	84.0	+18	+02
Without 14 & 35	82.3	95.3	86.2	+16	-10
	66.6	78.6	83.4	+18	+06
<u>CITY TOTALS</u>					
	82.3	89.3	86.3	+09	-03

TABLE X
 RATE OF LARCENIES KNOWN TO THE POLICE (PER 10,000 PERSONS)
 FOR ACT I AND ACT II DISTRICTS FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>					
District 12	27.3	85.9	115.5	+31	+34
16	23.3	81.1	122.1	+34	+51
18	34.1	114.2	138.1	+33	+21
19	42.8	118.4	144.7	+27	+22
	16.5	56.4	82.0	+34	+45
<u>AVERAGE ACT II DISTRICTS</u>					
District 22	38.1	76.1	91.1	+10	+20
23	26.4	60.9	67.8	+23	+11
39	40.0	74.1	97.4	+85	+31
	50.8	95.9	114.8	+88	+20
<u>REMAINING POLICE DISTRICTS</u>					
Districts 14 & 35	30.9	122.6	153.1	+39	+25
Without 14 & 35	27.0	86.1	113.3	+31	+32
	32.0	132.0	163.8	+41	+24
<u>CITY TOTALS</u>					
	31.0	110.3	138.9	+35	+26

increasing 7% each year (1973 and 1974) whereas in District 19 it declined 17% and then further 9% in 1974.

An even less clear pattern emerged as regards larcenies (on Table X). The generally increasing rates for all districts, the higher than city average showed by the average ACT I Districts, and the lower than city average by the average ACT II Districts confirms the unlikely nature of any significant impact of ACT on the crime of larceny.

Finally, for serious personal, violent crimes (Table XI) in addition to what was found in the earlier discussion, once more seems no patterned impact of ACT on these offenses could be found.

Overall, the ACT programs seemed to have no systematic impact on the total of all Part I crimes (Table XII). While from 1972-73 the city total increased 23%, ACT I and II Police Districts declined 3%; for 1973-74, however, the city rate rose 13%, and it increased 15% for the average ACT I Districts but only 8% for the average ACT II Districts.

C. Number of Arrests

The avowed primary objective of the ACT programs was to reduce the amount of stranger-to-stranger economic crimes (or at least burglaries and robberies) reported to the police; that is, it was expected to significantly diminish the officially known extent of specified,

TABLE XI
RATE OF REMAINING PART I CRIMES (MURDER, MANSLAUGHTER, RAPE, AGG. ASSAULT)
KNOWN TO THE POLICE (PER 10,000 PERSONS
FOR ACT I AND ACT II DISTRICTS 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>					
District 12	43.2	39.4	45.4	-08	+15
16	28.7	35.7	36.6	+24	+03
18	97.3	76.3	99.7	-22	+31
19	47.1	40.9	45.2	-13	+11
	33.9	29.7	35.2	-12	+19
<u>AVERAGE ACT II DISTRICTS</u>					
District 22	74.9	78.3	74.9	+05	-04
23	90.4	91.3	80.0	+01	-12
39	100.6	101.4	101.7	+01	0
	38.5	46.8	50.4	+22	+08
<u>REMAINING POLICE DISTRICTS</u>					
Districts 14 & 35	17.2	21.9	23.5	+27	+07
Without 14 & 35	15.8	21.8	27.8	+38	+28
	17.6	21.9	22.3	+24	+02
<u>CITY TOTALS</u>					
	28.8	31.7	33.5	+10	+06

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TABLE XII
 RATE OF ALL PART I CRIMES KNOWN TO THE POLICE
 FOR ACT I AND ACT II DISTRICTS
 FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change</u> <u>1972-73</u>	<u>% Change</u> <u>1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>					
District 12	426.1	416.1	477.8	-03	+15
16	333.1	384.2	413.6	+15	+08
18	540.7	498.7	600.4	-08	+20
19	528.4	493.5	554.7	-07	+12
	302.3	288.0	342.4	-05	+19
<u>AVERAGE ACT II DISTRICTS</u>					
District 22	432.6	420.2	453.4	-03	+08
23	394.9	358.0	369.3	-09	+03
39	472.5	457.9	504.6	-03	+10
	430.5	444.8	486.2	+03	+09
<u>REMAINING POLICE DISTRICTS</u>					
Districts 14 & 35	253.5	358.9	408.5	+42	+14
Without 14 & 35	293.4	351.9	413.0	+20	+17
	247.4	359.7	407.8	+45	+13
<u>CITY TOTALS</u>					
	300.6	371.2	419.6	+23	+13

stranger-to-stranger crimes. Indeed, evidence adduced confirms the significant reduction in reported burglaries and robberies in the first year of ACT operation, 1972-73. Data discussed earlier in this report reveals however, that in this present evaluation period, 1973-1974, ACT Districts had a soaring number and rate of burglaries and robberies reported to the police, far beyond that displayed by non-ACT Police Districts.

Nevertheless, given the formal design of the ACT programs (particularly ACT II) it is difficult to believe that even an ideally executed ACT program could continue to reduce the reported universe of stranger-to-stranger crimes or even reduce rates down over a several year period of time.

In effect, attention must also be placed on arrests which may reflect enhanced police efficiency in dealing with non-deterred crimes.

Arrests for burglary are shown on Table XIII. It can be seen that from 1973 to 1974 ACT I arrests rose sharply (30%) whereas ACT II arrests rose far less (4%), while the city-wide increase was 12%.

Over the three year period (1972-74) the average ACT I District arrests rose 4%, the average ACT II District arrests dropped 6%, the Remaining Police District arrests rose 6% (and without ACT III Districts 14 and 35, the change was less than 1%).

TABLE XIII
NUMBER OF ARRESTS FOR BURGLARY
FOR ACT I AND ACT II DISTRICTS
FOR 1972, 1973, AND 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>					
District 12	266	212.5	277	-20	+30
16	207	235	312	+14	+33
18	254	118	211	-54	+79
19	369	297	355	-20	+20
	232	200	229	-14	+15
<u>AVERAGE ACT II DISTRICTS</u>					
District 22	334	301	313	-12	+04
23	421	412	413	-03	0
39	302	263	252	-13	-04
	280	229	274	-18	+20
<u>REMAINING POLICE DISTRICTS</u>					
District 14 & 35	3,244	3,083	3,444	-05	+12
Without 14 & 35	548	577	757	+05	+32
	2,696	2,506	2,687	-07	+07
<u>CITY TOTALS</u>					
	5,057	4,837	5,490	-04	+12

Thus, for ACT I Districts the 1973-74 period saw a 28% increase in reported burglaries and a 30% increase in burglary arrests.

For ACT II Districts, for the same period, there was a 21% increase in reported burglaries but only a 4% increase in burglary arrests.

For Remaining Police Districts (excluding ACT III), there was a 5% increase in reported burglaries and a 7% increase in burglary arrests.

Accordingly, the only inconsistent arrest pattern is that of ACT II Districts whose increased reported incidence of burglaries far outstripped the increase in burglary arrests.

The number of arrests for robbery are displayed on Table XIV. It will be seen that for 1973-74 both ACT I and ACT II Districts on the average had a higher percentage of increase (23%) than occurred for the city as a whole (21%).

Over the three year period (1972-74) the average ACT I District arrests declined 7%, the average ACT II District arrests rose 20%, whereas for the Remaining Police Districts, it rose 15% (and without ACT III Districts 14 and 35, it rose 6%).

Thus, for the average ACT I District the 1973-74 period saw a 22% increase in robberies reported to the police and a 23% increase in robbery arrests.

For average ACT II Districts for the same period, there was a 5%

TABLE XIV
NUMBER OF ARRESTS FOR ROBBERY
FOR ACT I AND ACT II DISTRICTS
FOR 1972, 1973, AND 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>					
District 12	245	186	228	-24	+23
16	147	108	212	-27	+96
18	205	96	170	-53	+77
19	362	243	299	-33	+23
	265	298	232	+12	-22
<u>AVERAGE ACT II DISTRICTS</u>					
District 22	272	266	328	-02	+23
23	384	345	404	-10	+17
39	250	256	362	+02	+41
	182	198	218	+04	+10
<u>REMAINING POLICE DISTRICTS</u>					
Districts 14 & 35	2,025	1,937	2,325	-04	+20
Without 14 & 35	356	310	552	-13	+78
	1,669	1,627	1,773	-03	+09
<u>CITY TOTALS</u>					
	3,820	3,481	4,222	-09	+21

Increase in reported robberies, and a 23% increase in robbery arrests.

Once more, there is seen a major inconsistency with average ACT II Districts, whose increased percentage of robbery arrests far outstripped the increase in robberies reported. [Thus, ACT II Districts produced "unusual" patterns for both burglary and robbery reported to the police and arrests compared to both ACT I and Remaining Police Districts.]

As regards the other economic, property crimes, auto theft arrests (Table XV) rose in the average ACT I District in 1974 3% (largely due to huge increase in arrests in District 19). Arrests in the average ACT II Districts declined 20%, whereas in non-ACT police districts (excluding Districts 14 and 35) the decline came to 13%. There was a strong disparity between reported auto theft rates from 1973-74, for all groups, and the arrest figures for this crime.

With larceny arrests (Table XVI), the average ACT I District increased 66%, the average ACT II District increased 8%, and non-ACT districts rose 18%. Once more changes in arrests and reported larcenies showed no strong level of agreement.

Arrests for serious personal crimes, on Table XVII (murder, manslaughter, rape and aggravated assault), showed no strong pattern differentiating ACT from non-ACT districts (as was to be expected).

Examining next, total Part I arrests, Table XVIII shows that while

TABLE XV
 NUMBER OF ARRESTS FOR AUTO THEFT
 FOR ACT I AND ACT II DISTRICTS
 FOR 1972, 1973, AND 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change 1972-73</u>	<u>% Change 1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>					
District 12	157	163	168	+04	+03
16	162	180	151	+11	-16
18	101	91	96	-10	+05
19	224	245	211	+09	-14
	140	136	215	-03	+58
<u>AVERAGE ACT II DISTRICTS</u>					
District 22	159	133	106	-16	-20
23	217	141	114	-34	-19
39	112	116	89	+04	-23
	149	142	115	-05	-19
<u>REMAINING POLICE DISTRICTS</u>					
District 14 & 35	1,513	1,753	1,503	+16	-14
Without 14 & 35	242	342	269	+41	-21
	1,271	1,411	1,234	+11	-13
<u>CITY TOTALS</u>					
	2,618	2,804	2,494	+07	-11

TABLE XVI
 NUMBER OF ARRESTS FOR LARCENY
 FOR ACT I AND ACT II DISTRICTS
 FOR 1972, 1973, 1974

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>% Change</u> <u>1972-73</u>	<u>% Change</u> <u>1973-74</u>
<u>AVERAGE ACT I DISTRICTS</u>	199	227	377	+39	+66
District 12	173	176	320	+02	+82
16	116	106	139	-09	+31
18	344	407	458	+18	+13
19	164	218	214	+33	-02
<u>AVERAGE ACT II DISTRICTS</u>	258	228	246	-12	+08
District 22	242	248	239	+02	-04
23	248	109	215	-32	+27
39	283	267	283	-06	+06
<u>REMAINING POLICE DISTRICTS</u>	4,681	4,786	5,760	+02	+20
Districts 14 & 35	902	398	563	-01	+41
Without 14 & 35	4,279	4,388	5,197	+03	+18
<u>CITY TOTALS</u>	6,251	6,377	7,628	+02	+20

THE GENERAL ASSEMBLY OF PENNSYLVANIA

SENATE BILL

No. 1301

Session of FEB 13 1976
1976

INTRODUCED BY MESSINGER AND NOLAN, FEBRUARY 4, 1976

REFERRED TO STATE GOVERNMENT, FEBRUARY 4, 1976

AN ACT

LEGISLATIVE RESEARCH
MASTER FILE
DO NOT REMOVE

1 Relating to the registration and regulation of purchasers of
2 used or scrap metal; imposing duties upon the Secretary of
3 Commerce and Department of Commerce; and providing penalties.

4 The General Assembly of the Commonwealth of Pennsylvania

5 hereby enacts as follows:

6 Section 1. Short Title.--This act shall be known and may be
7 cited as the "Purchasers of Used or Scrap Metals Act."

8 Section 2. Definitions.--The following words and phrases
9 when used in this act shall have, unless the context clearly
10 indicates otherwise, the meanings given to them in this section:

11 "Dealer." Any person engaged in the business of purchasing
12 used or scrap metals.

13 "Department." The Department of Commerce of the Commonwealth
14 of Pennsylvania.

15 "Person." Includes singular and plural, masculine and
16 feminine, and any individual, firm, copartnership, corporation,
17 company or agent or employee thereof.

18 "Secretary." The Secretary of Commerce of the Commonwealth

END

7. 11/15/1944