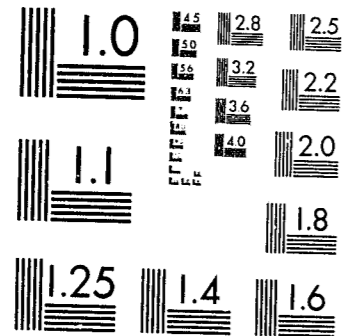


National Criminal Justice Reference Service



This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

5/7/86

B2131
SH 11/8/85

A STRATEGY TO ALLEVIATE OVERCROWDING IN PENNSYLVANIA'S PRISONS AND JAILS

REPORT OF THE
PENNSYLVANIA COMMISSION
ON
CRIME AND DELINQUENCY
PRISON AND JAIL OVERCROWDING
TASK FORCE

*

February 12, 1985

D. Michael Fisher
Task Force Chairman

James Thomas
PCCD Executive Director

98131 C1

**PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY
Prison and Jail Overcrowding Task Force
Steering Committee Members**

Dr. Alfred Blumstein*
Chairman
Pennsylvania Commission on
Crime and Delinquency
Professor, Carnegie Mellon University

Mr. Glen R. Jeffes*
Acting Commissioner
Department of Corrections

Dr. John Kramer
Executive Director
Commission on

Honorable Wal
Secretary
Department of

Honorable D.
Senate of Penn
Vice-Chairman
Commission on
Delinquency

Abraham J. C
Court Administrator
Pennsylvania

Royal Hart
Warden
Beaver County Prison

Mr. Fred W. Jacobs, Jr.
Chairman
Pennsylvania Board of Probation
and Parole

U.S. Department of Justice
National Institute of Justice
This document has been reproduced exactly as received from the
person or organization originating it. Points of view or opinions stated
in this document are those of the authors and do not necessarily
represent the official position or policies of the National Institute of
Justice.
Permission to reproduce this copyrighted material has been
granted by
**Pennsylvania Commission on Crime &
Delinquency**
to the National Criminal Justice Reference Service (NCJRS).
Further reproduction outside of the NCJRS system requires permis-
sion of the copyright owner.

Bucks County Department of
Corrections

W. Lewis
Attorney

A. O'Pake*
nia

J. Scirica**
Common Pleas
ty

Sweet
tatives

Wallenstein*

* Member of the Pennsylvania Commission on Crime and Delinquency

¹ Appointed Task Force Chairman in January 1985.

² Served as Task Force Chairman until resignation from Task Force in January 1985 due to appointment as U.S. District Judge for the Eastern District of Pennsylvania.

³ Recently appointed Director of Investigations, Judicial Inquiry and Review Board.

Staff to the Overcrowding Task Force and Steering Committee

Staff support for the Steering Committee and for the Task Force is provided by the Pennsylvania Commission on Crime and Delinquency:

James Thomas Executive Director
Phillip J. Renninger Director, Bureau of Statistics
and Policy Research
Douglas Hoffman
Baling Brown
Craig Edelman
Lynn Hereda

Editorial Assistance by Dr. John Kramer.

EXECUTIVE SUMMARY

The Pennsylvania Commission on Crime and Delinquency (PCCD) recognizing the serious implications of prison and jail overcrowding established a Prison and Jail Overcrowding Task Force to discuss, debate, and put forth proposals to address the problem. The Task Force was carefully selected to involve criminal justice practitioners, judges, members of the Administration, legislators, and academics. (See Appendix I for a complete listing of the Task Force.) The following report assesses the current and future status of correctional overcrowding and offers a comprehensive and effective package of recommendations to reduce and control overcrowding. The proposals are consistent with recent efforts to develop a fairer and more certain sentencing system.

The Task Force believes that government must provide prison staff with a safe and manageable working environment. Prison overcrowding conflicts with that responsibility. Correctional overcrowding strains the Commonwealth's ability to provide basic and humane custodial services; it increases the risk of a major crisis; and it diminishes our capacity to respond to a crisis if it occurs. These strains promote violence which directly endanger staff and inmates, decrease staff morale, and increase institutional management problems.

Similarly, government must assure that the public is adequately protected, and the Commonwealth has adopted mandatory sentences and sentencing guidelines to help provide such assurance. The Task Force recommendations have taken into account the concern for public safety, the need for punishment, and the cost of implementation. The Governor and General Assembly demonstrated such responsibility when in 1982, they passed mandatory sentencing legislation and simultaneously appropriated money for state prison cells to cope with the increase in sentence severity. But, prison populations have already surpassed the additional cells provided for in that appropriation and the full impact of the law has yet to be felt. Furthermore, we expect our correctional populations to continue to rise through the rest of this decade. Thus, we must look once again at how the Commonwealth can balance the values of justice and economic responsibility.

The Task Force, with its comprehensive view of the criminal justice system, recognizes that failure to confront overcrowding directly could result in patterns of accommodations by police, probation officers, prosecutors, judges, and correctional officials that may well undermine the sentencing reform efforts of the Governor and General Assembly. The alternative to formal discussion, debate, and policy development regarding overcrowding — ad hoc, individually-developed policy — is unacceptable to the Task Force.

Therefore, the Task Force has carefully studied and debated the prison overcrowding problem in Pennsylvania. It has determined that:

- *Single celling of prisoners is a widely accepted minimum standard — but our state prisons have more than 5,500 inmates double-celled and the number will continue to increase.*
- *State prisons are 33 percent over capacity.*
- *Additions to state prison capacity currently under construction will not keep pace with population increases.*
- *County jails are transferring inmates to other facilities and housing four or five inmates in a cell to deal with crowded conditions.*
- *Overcrowding seriously handicaps efforts to control and manage the inmate population, and raises the potential for assaults and violence.*

Therefore, the state and counties must earnestly strive for the one person/one cell principle called for by the American Correctional Association, American Medical Association, and the American Public Health Association. In order to meet this standard, the Task Force recommends implementation of the following:

- *A system of earned time credits for state inmates;*
- *a program of intensive parole supervision, and the graduated release of state inmates by expansion of community service centers;*
- *the establishment of a 500-bed correctional facility for the southeast;*
- *an increase in the capacity of the correctional system through temporary expansion including modulars (pre-fabricated mobile units);*
- *a system of pre-trial mechanisms to reduce the county jail detention population;*
- *a technical assistance program to county jails to suggest methods to reduce jail populations;*
- *a limited subsidy program to assist counties in the incarceration of driving under the influence (DUI) offenders;*
- *a programmatic and fiscal assessment of the potential impact on prisons and jails of all relevant proposed legislation; and*
- *an on-going mechanism to oversee the adoption and implementation of the initiatives to alleviate crowding, to monitor and evaluate the effects of the initiatives, and to identify further necessary changes.*

The above recommendations are based on the study by the Task Force of many alternatives to alleviate overcrowding. The Task Force considered and rejected a number of other options, including the possibility of statutorily mandating the Governor to release inmates whenever prison population critically exceeds capacity (such as Michigan's Emergency Powers Act). However, emergency release is crisis oriented, serves no other correctional purpose than population control, and raises questions of public safety. The Task Force believes there are better approaches which will further the correctional system goals of punishment, deterrence, rehabilitation, fairness, effective management, and public safety.

The remainder of this report details the magnitude of the problem, and specifies the Task Force recommendations, their rationale, costs, and impact for a safe and constitutional prison system. The Task Force issues this report with the view that Pennsylvania take this opportunity to prepare for the next century by pursuing this systematic approach to the corrections problem. Important steps have already been taken in assuring fair and certain sentences. The Commonwealth must now follow with a manageable, effective, and efficient correctional system.

TABLE OF CONTENTS

	Page
Executive Summary	i
Section I: The Magnitude of the Problem	1
A. Current Status	1
B. Legislative and Department of Corrections Reaction to Overcrowding	1
C. County Jail Facilities and Capacities	2
Section II: Management of the Correctional System	3
A. Court Intervention	3
B. Controlling Prisoners: Potential for Assaults and Violence	4
C. Overview	4
Section III: Mechanisms to Alleviate Overcrowding	5
A. Increasing Capacity	5
B. Reducing the Number of Persons Entering Facilities	5
C. Reducing Inmates' Length of Stay in Facilities	5
D. Complex Choices	5
Section IV: Recommended Initiatives to Alleviate Overcrowding in Pennsylvania's Prisons and Jails	7
A. Earned Time	10
B. Intensive State Parole	11
C. Expanded Community Placement	13
D. 500-Bed Correctional Facility for the Southeast	14
E. Capacity Enhancement	15
F. Pre-trial Mechanisms	16
G. County Jail Overcrowding Technical Assistance	17
H. State Subsidy to County Jails for Driving Under the Influence (DUI) Offenders	18
I. Fiscal and Programmatic Impact Analysis	18
J. Mechanism to Oversee, Monitor and Evaluate Initiatives	19
Appendix A: Analysis of the Correctional Population	20
Appendix B: Establishment of the Pennsylvania Prison and Jail Overcrowding Task Force — Framework and Process	29
Appendix C: Initiatives Which Were Analyzed and Deliberated in Detail but Rejected as Final Recommendations	31
A. Emergency Release	31
B. Executive Clemency	32
C. Mental Illness	33
D. Sentencing Guidelines	33
Appendix D: Department of Corrections Facilities	34
Appendix E: State Correctional Institutions — Authorized Capacity Additions	35
Appendix F: Draft Earned Time Legislation	36
Appendix G: Data Table for Department of Corrections Capacity and Initiatives Impact 1985-1992	37
Appendix H: Example Driving Under the Influence Allocation	38
Appendix I: Task Force Membership	40

Section I: THE MAGNITUDE OF THE PROBLEM

A. Current Status

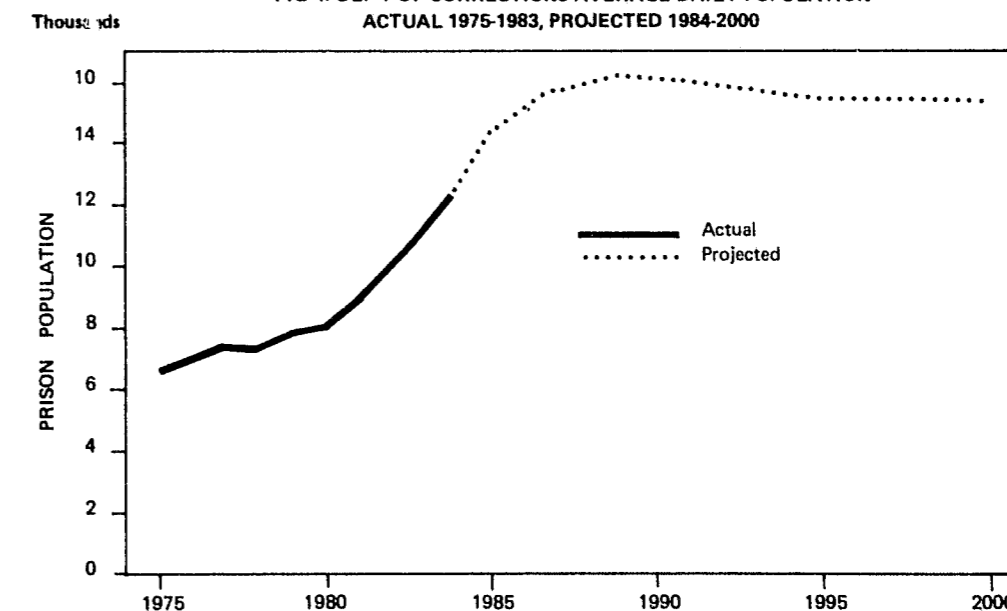
The past five years have been marked by major and continuing increases in Pennsylvania's county and state incarcerated populations. From 1979 to October 1984, the average daily population of the county jails grew from 6,714 to 10,601, an increase of 58 percent. The average daily state prison population grew from 7,851 in 1979 to 12,532 in December 1984, an increase of 60 percent.

As of October 1984, our county jails housed 10,684 inmates. About one-third of the inmates are sentenced, but the majority are persons arrested and awaiting disposition of charges against them. Cell capacity for the jails is often a vague number as capacity is the number of beds in place, and there are often multi-beds per cell; and the jails are continually undergoing changes to deal with crowding such as the use of modulars.

Our state correctional institutions, with a capacity for 9,863 inmates, housed 13,126 inmates (33 percent over capacity) as of December 1984. (See Appendix D for population of each of the Department of Corrections* facilities as of December 31, 1984.)

The state prison population, presented in Figure 1, is projected to increase until about 1990, to peak at about 16,000 inmates, and then to decline only slightly until the year 2000. The most notable factors contributing to the rising state prison population are: (1) the increases in the number of persons in the most prison-prone age group (20-34) which from 1977 to 1983 increased 28 percent, (2) the increase in the rate of incarceration for this age group which rose 12 percent during the same time period, and (3) the growth of the population under life sentences which increased 69 percent.

FIG 1: DEP'T OF CORRECTIONS AVERAGE DAILY POPULATION
ACTUAL 1975-1983, PROJECTED 1984-2000



B. Legislative and Department of Corrections Reaction to Overcrowding

Because of overcrowding, the Department of Corrections began double-celling inmates in June of 1981, and as of November 1984, there were 5,552 inmates double-celled. More recently, it has acquired modular housing units, which provide 788 beds.

Based on an expected increase of inmate population caused by the new mandatory sentencing law¹, the Legislature, in the Spring of 1982, authorized new construction and renovation of 2,880 cells in Department of Corrections facilities. While these new cells would increase capacity from 9,619 to 12,499, the availability of the majority of the cells is still two to three years away. (See Appendix E for a listing of the planned additions to the Department's capacity.)

* On 12/31/84 the Governor signed legislation elevating the Bureau of Correction to a Department of Corrections, effective immediately.

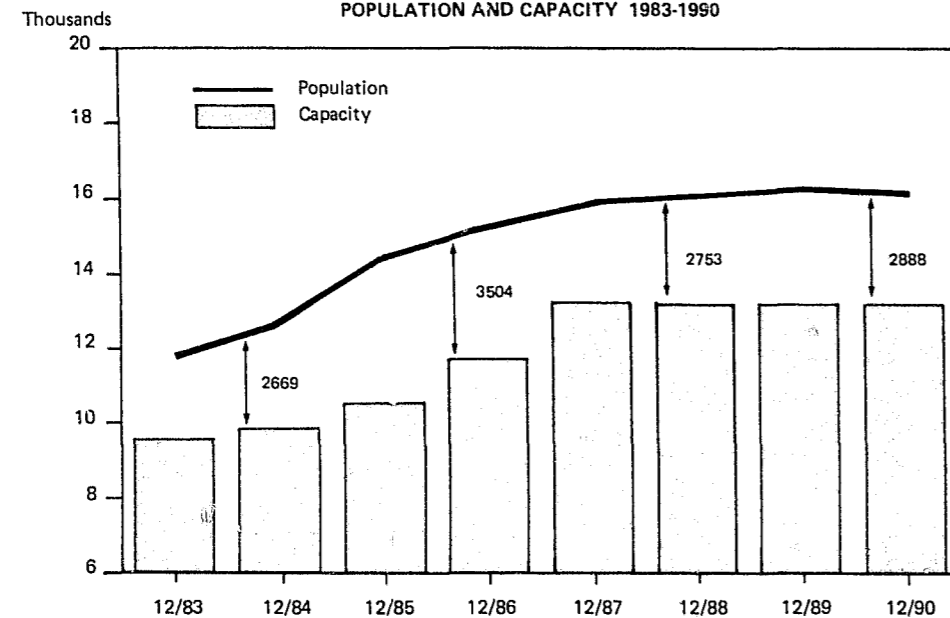
¹ Act 54 of 1982 became effective June 6, 1982, providing five-year mandatory minimum prison terms for certain violent felonies or attempts (third degree murder, robbery, aggravated assault, kidnapping, and arson) committed by individuals who: (a) used a firearm in the commission of the offense, (b) have previously been convicted of a violent crime, or (c) commit violent crimes on public transportation systems.

Our present state prison population of 13,126 already exceeds the expected capacity when all the additional 2,880 cells are on-line. With the full impact of the mandatory sentencing laws not expected until 1986, the state prison population already exceeds the increases in capacity intended for the mandatory laws.

The expected Department capacity when all presently authorized expansions are completed by 1987 will be 13,228 (see Appendix E). Figure 2 measures this capacity against our population projections.

Even with the 38 percent increase in the state prison capacity from 9,619 to 13,228 over the next four years, we anticipate that the current shortage of more than 2,500 cells will not significantly change because the inmate population is expected to keep ahead of the additional capacity. If the Legislature or the Sentencing Commission were to increase the severity of sentences, the shortage will become even more severe.

FIG 2: DEPT OF CORRECTIONS PRESENT AND PROJECTED POPULATION AND CAPACITY 1983-1990



C. County Jail Facilities and Capacities

As of October 31, 1984, 18 of Pennsylvania's county jails were over capacity by 19 percent. There were 10,684 inmates being held in Pennsylvania's 66 county facilities, with a reported capacity for 10,529 inmates. Crowding is exacerbated by the fact that many of our local facilities are antiquated; 37 of the jails were built prior to 1900, and a number are in need of renovation or total replacement. Currently, as shown below, 16 counties are either building a new facility or expanding the old structure with an expected increase in capacity of approximately 800 to 1,000 by 1990. An additional 10 counties are planning to expand their current facility or add a new building.

COUNTY JAIL CONSTRUCTION

Action Stage		Planning Stage
Allegheny (N)	Lycoming (N)	Adams
Blair (E)	Monroe (N)	Beaver
Bucks (N)	Montgomery (N)	Butler
Chester (E)	Northumberland (E)	Cambria
Cumberland (N)	Philadelphia (N)	Centre
Dauphin (E)	Washington (E)	Erie
Delaware (E)	Wyoming (N)	Lackawanna
Lehigh (E)		Northampton
Luzerne (E)		Schuylkill
		Warren

(N) = New Facility
(E) = Expansion of Existing Facility

At the current time, the Allegheny and Philadelphia County jails have severe overcrowding problems. As the next section will document, the extent of the problem in several counties, among them Philadelphia, Allegheny, Erie and Bucks, has resulted in court intervention.

Section II: MANAGEMENT OF THE CORRECTIONAL SYSTEM

A. Court Intervention

Thus far, Pennsylvania has avoided major takeover of the management of its correctional system. Eight other states, however, have had their entire prison system declared unconstitutional because they violate the Eighth Amendment protection against cruel and unusual punishment. An additional 21 states have one or more facilities under court order or consent decree because of overcrowding and the conditions of confinement, and seven more states face litigation because of crowding. Pennsylvania and only 13 other states are not currently under court order or facing litigation.

Court intervention has included:

- requiring Alabama authorities to release prisoners;
- ordering the expenditure of hundreds of millions of dollars for new housing;
- limiting the number of inmates that can be admitted to institutions; and
- closing an estimated 150 jails.

The U.S. District Court in ruling that double-celling in Illinois' Pontiac Prison is unconstitutional stated that:

*Pontiac . . . is overcrowded, antiquated and has inadequate facilities . . . The confinement for years on end of two adult males . . . in a cramped, ill-ventilated, noisy space . . . is contrary to every recognized penalty . . . and constitutes cruel and unusual punishment.*²

Over the past four years, Pennsylvania has made important commitments to upgrade and expand its correctional system. Responding to the growing prison population and the limited capacity (which had declined with the closing of Eastern State Penitentiary in 1970) as well as to the capacity needs created by the mandatory sentencing legislation, additional prison construction began in 1984. In addition, general upgrading of the physical plants of existing state correctional institutions was initiated in 1981. Despite these efforts the system is now double-celling over 5,500 inmates and so remains vulnerable to constitutional challenge. The concern over such challenges must not be dismissed in light of the large number of other jurisdictions that have suffered federal court intervention. This possibility is of particular concern to us because a number of our prisons are antiquated and overcrowded.

While Pennsylvania's state correctional system is not facing court orders, it is prudent to anticipate the possibility. Unlike other states that have been forced to act, Pennsylvania is in a good position to devise strategies to alleviate the overcrowding situation to avoid the possibility of court intervention and, thus, to control its destiny. However, it is not the potential for federal court intervention that should stimulate a response to overcrowding, but the difficulties that overcrowding poses for the staffs of our correctional facilities.

Two of our largest county facilities have already been brought under court review. Jails in both Allegheny and Philadelphia Counties are under court order to remedy unconstitutional conditions, to reduce their populations and, in the case of Philadelphia, to build more facilities.

In May of 1983, a Federal District Judge ordered the population at the Allegheny County Jail to be reduced, in incremental stages, from approximately 700 to 530 inmates by January 1, 1984. The county has attempted to comply through the formulation of a Bail and Population Review Committee. In November of 1983, the Court ordered reduction via release of "lowest bail-longest in" inmates, and further ordered that this temporary, stop-gap procedure would be replaced by an alternative plan devised by the county by February 1984. Should the county not have an acceptable plan by then, it was to be fined \$5,000 for every inmate released. However, there has been a stay of this order pending an appeal by the county. Allegheny County faces a daily struggle to comply with the population cap. In some cases, it has had to transfer inmates to other institutions, only to bring them back the next day for hearing or trial.

In Philadelphia, the *Jackson v. Hendrick* case has evolved, over the past 12 years, into an order of the Philadelphia Court of Common Pleas to build new facilities. In 1971, a Consent Decree was entered over unconstitutional conditions in the county's jails and in 1974, the Court evoked a one-man-per-cell ruling. In order to comply with the Order during the inmate population growth of the late 70's, a bail review and release program was instituted. A recent order by the *Jackson* panel has forced the county to build three new facilities by August of 1987. Should the county not make the deadline dates, it will be fined \$1,000 per day. In June 1984, the Court again ordered the county to end all double-celling by June 30, 1985 and established a capacity limit for the system at 2,700. As of October 1984, the county still housed 3,647 inmates in its jail.

² *Overcrowded Times*, page 20.

In October, Chief Justice Nix, Pennsylvania Supreme Court, issued a temporary stay of both the population cap and the fines. The order requires that the city administration and the local court work together to devise other alternatives to incarceration. The order does not preclude achieving the original deadlines for construction and in fact stresses that a leisurely pace will not be tolerated. The order sets three conditions: (1) the removal of all state and federal prisoners from the county facilities; (2) the installation of additional showers and toilets; and (3) definite progress toward construction of new cells.

B. Controlling Prisoners: Potential for Assaults and Violence

With the rise in the incarcerated population, there has been an increase in the potential for institutional assaults and violence. The final report of the Governor's Panel which investigated the October 1981 hostage-taking at SCI-Graterford, provides a vivid commentary on the effects of overcrowding:

*"The ratio of inmates to staff goes up and problems of staff supervision of inmates and assurance of security increase. Additional funds must go to pay for food, clothing, medicine and health care for the larger number of inmates. Physical facilities such as showers, laundry and kitchen equipment receive greater wear, thus reducing the time allowed for each inmate's use and requiring more frequent repairs. Visiting rooms become more crowded, thus reducing privacy, and visiting times are shortened to allow more inmates to have visits. Idleness grows as institutional jobs do not increase and more inmates are unable to work. Counseling and other treatment services are less available as the time must be distributed across more clients and treatment staff resources are diverted to other areas related to inmate movement and supervision. Most importantly, inmate-to-inmate, and inmate-to-staff aggression grows as these problems are compounded by sharing the 6' by 12'8" cell with another inmate who is often young, angry and assertive. There is customarily an increase of inmate physical assaults on correctional officers."*³

The potential for a major incident continues to exist, and overcrowding handicaps efforts to control and manage the inmate population in our institutions. Overcrowding not only affects the management of correctional facilities but also places great burdens on available resources. Classification procedures become a matter of space availability rather than placement in the best security and program slot. Staff overtime becomes commonplace, compounding stress problems already associated with working in a correctional facility.

C. Overview

Pennsylvania's prison and jail officials are placed in the untenable situation of having to manage an increasingly overwhelming problem. They have no control over the size of the inmate population. Yet, they must manage a system which is jamming more and more of its offenders into less space than the 60 square feet minimum recommended by the American Medical Association, the American Public Health Association, and the American Correctional Association and often referenced by the courts in determining the constitutionality of a prison facility.

³ Report of the Governor's Panel to Investigate the Recent Hostage Incident at Graterford State Correctional Institution, August 1982.

Section III: MECHANISMS TO ALLEVIATE OVERCROWDING

Policy initiatives directed at addressing the overcrowding problem have three kinds of possibilities: (1) increasing the capacity of the correctional system; (2) reducing the number of persons entering the correctional system; or (3) reducing the inmates' stay. The Task Force considered all of these approaches as well as the major objective of the criminal justice system — the protection of the public and the punishment of the guilty — in reaching its recommendations.

A. Increasing Capacity

Increasing the capacity of the correctional system is an effective and direct means of reducing overcrowding. Generally, capacity enhancements occur by renovating or expanding existing correctional facilities, converting other facilities for correctional use, or building new facilities.

The most significant difficulties associated with expanding capacity to alleviate overcrowding are the substantial costs to build, maintain and operate the additional space, and the significant time between recognizing the need and having the space available. There is also frustration in the realization that the minor increases in the incarceration rate are not likely to have a major impact on the crime rate.

B. Reducing the Number of Persons Entering Facilities

Reduction in the number of persons entering the system can be among the most effective means of controlling correctional population. Such a reduction can occur at either the pre-trial stage, as with a bail agency, or the post-conviction stage, as with an alternative sentence of community-based service. This approach demonstrates an awareness of the systemic nature of prison overcrowding by using a mechanism in one component of the criminal justice system (judiciary) to impact upon another component (corrections). To reduce the number of persons entering correctional facilities requires careful consideration of who is most appropriately incarcerated in the limited space available; and how best to deal with the others.

C. Reducing Inmates' Length of Stay in Facilities

Approaches that remove individuals from the correctional institution or shorten the time they are incarcerated can provide some relief from the stress of overcrowding. Such measures can also occur at the pre-trial stage (through bond reduction for the best risks or speedy trial procedures), or at the post-conviction stage (including halfway-house placement, accelerated and intensive parole release, or work or community release programs). Sentence reduction procedures benefit both the correctional system and the offender by offering incentives that promote more tranquil institutions as well as useful programs for the offender.

D. Complex Choices

Finding the appropriate means to reduce correctional overcrowding involves many complex choices — the Task Force debated them all. Should we increase prison capacity? What sort(s) of prison(s) should we build? How many do we need? Where shall we put them? Should we reduce intake through diversion programs? If so, of what sort and for whom? What are the likely consequences both in terms of crime and public relations? Are changes in sentencing practices in order? If so, of what type? Are alternatives to traditional incarceration needed? Again, of what type? How does one go about accelerating releases? What has been tried, and with what sort of success?

The Task Force established as its working premises that it would *not* recommend proposals to reduce prison overcrowding that would:

- Undermine the legislative action of adopting mandatory sentences and sentencing guidelines; or
- increase the risk to the public.

In this context, the Task Force determined that:

- A limited expansion of capacity is advocated so as to provide safe and secure custody.
- There are offenders — particularly those close to release — who would be good candidates for a program of graduated release. It is widely recognized that an offender released directly to the street from a long sentence in an institution is a high risk, and that public safety is better served if release is controlled in a gradual series of steps.
- Pre-trial detention has overcrowded some county jails. Systems of pre-trial review and selective release can reduce the size of the detention population and enhance public safety by using scarce jail space for the high-risk offenders.

The Task Force recognizes that the current prison crowding problem requires the coordinated involvement of the entire criminal justice system. Some means for reducing incarceration can be set into action as short-range responses; other strategies may take longer or are more complicated to implement. Many approaches for controlling prison populations can be undertaken as administrative actions within existing authority; others require legislative changes.

If the recommended initiatives are implemented in a manner which maximizes their effectiveness on the incarcerated populations, the need for additional prison and jail space can be kept to a minimum. Conversely, if the alternative programs are not fully funded or not utilized strictly for those otherwise incarcerated, the need for additional beds will increase.

Section IV: RECOMMENDED INITIATIVES TO ALLEVIATE OVERCROWDING IN PENNSYLVANIA'S PRISONS AND JAILS

This section presents the Task Force's recommendations that if adopted in their entirety should alleviate our prison and jail overcrowding.

The recommendations are placed in the context of both expectations for future population growth and system capacity expansion. The principal focus will be on our state prisons. Figures 3, 4 and 5 present the state and county correctional capacities and the growth in the inmate population.

FIG 3: DEPT OF CORRECTIONS PROJECTED
POPULATION AND CAPACITY 1984-1990

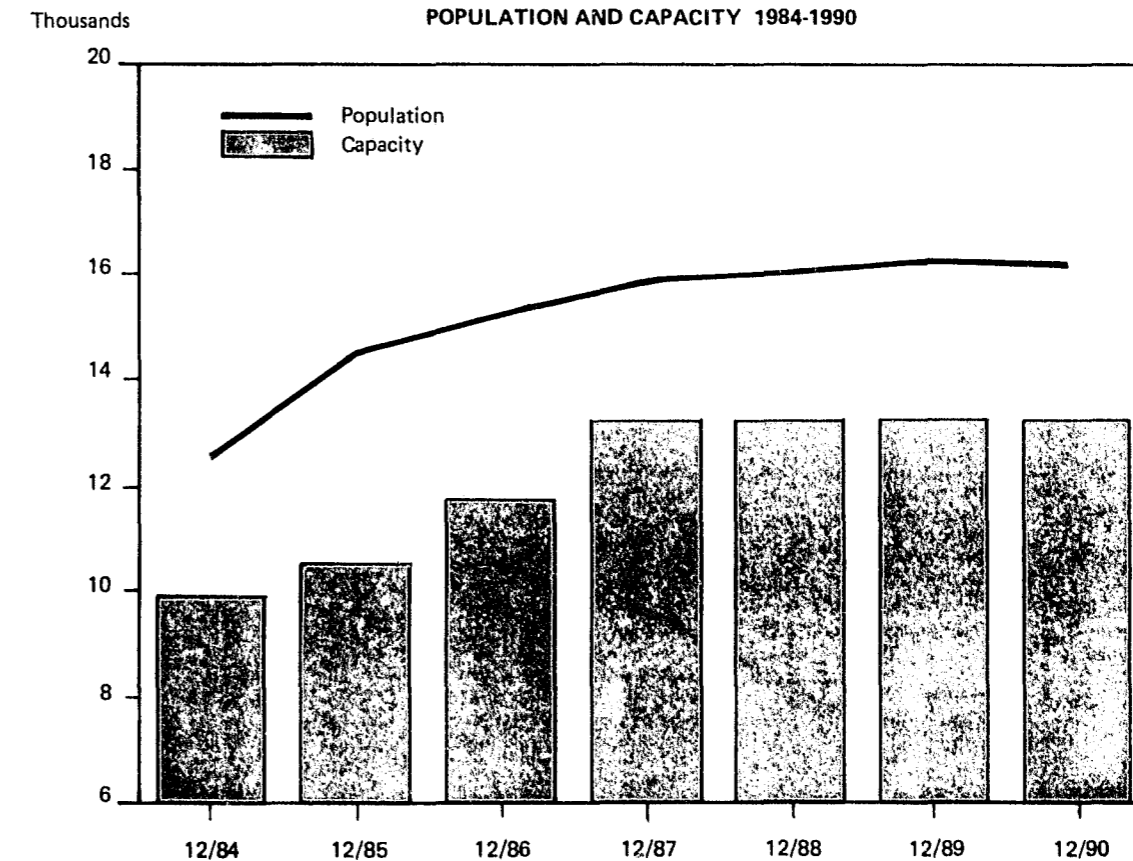


FIG 4: COUNTY JAIL POPULATIONS AND CAPACITIES
1977 THRU 1984

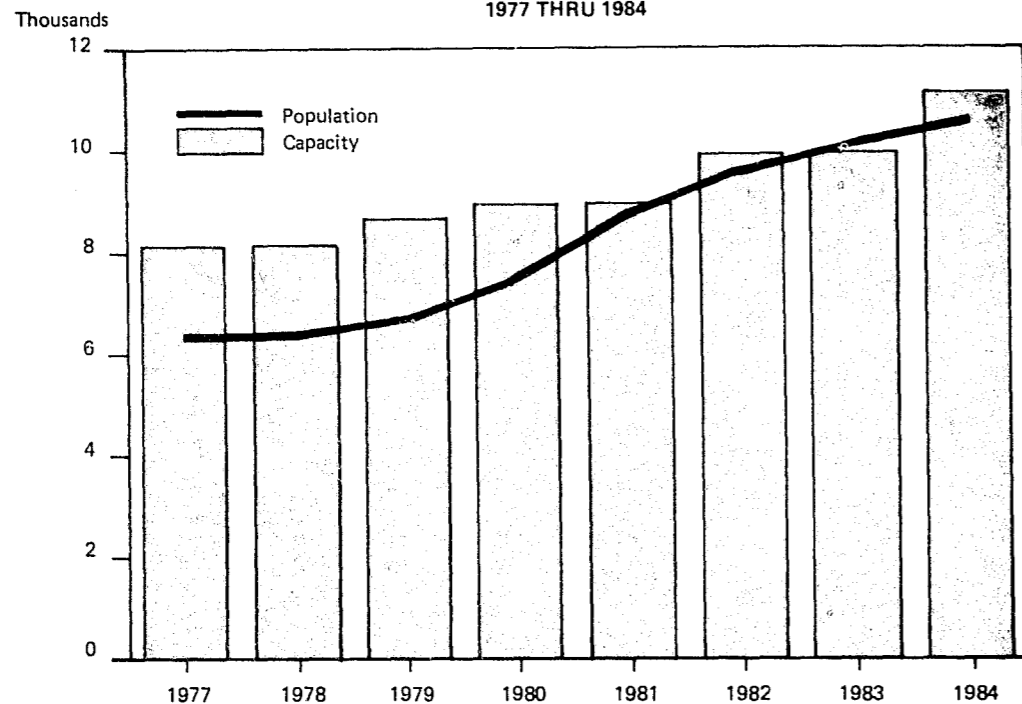
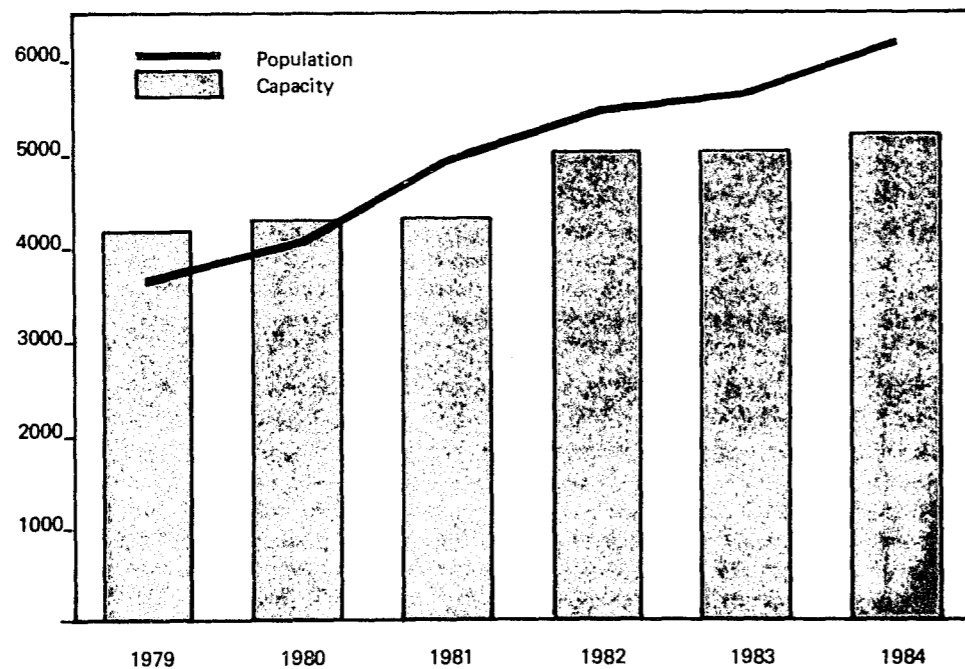


FIG 5: POPULATIONS AND CAPACITIES OF PA.'S MOST CROWDED JAILS
1979-1984



The following table summarizes the policy choices which the Task Force believes are the most viable means to alleviate correctional overcrowding in Pennsylvania.

TABLE 1: RECOMMENDED INITIATIVES TO ALLEVIATE CROWDING IN PENNSYLVANIA'S PRISONS AND JAILS

PROGRAM INITIATIVE	TARGET GROUP	COST	START-UP TIME	IMPACT OR BEDS SAVED
A. Implement a system of earned time credits for state inmates and encourage the usage of a similar system at the local level.	Incarcerated inmates serving state sentences (except those under sentence of death or serving a mandatory or life sentence).	Low — primarily some increased administrative costs for Department of Corrections and increased costs for parole supervision.	Department could implement within 30 days of enactment.	Reduce ADP in Department of Corrections by 10% over the next 10 years, with a 6% reduction occurring in the first year (about 900 inmates in first year). A somewhat similar system could reduce county ADP by 3%.
B. Implement a program of intensive supervision for the release of selected state inmates to parole.	Sentenced state inmates past their minimum parole eligibility date, state recommitted technical parole violators, and detained state parole violators in county jails.	Medium — additional parole agents would be required to reduce caseloads to acceptable levels. Estimated costs \$1,500,000-\$2,000,000.	Start program 7-1-85.	Reduce ADP in Department of Corrections by 3% (about 300 inmates). Would be minimal impact on county jails for state parole violators.
C. Expand and upgrade the Department of Corrections' community service centers to establish a program of graduated release for all inmates expected to be paroled.	Incarcerated state inmates eligible for parole release.	Low to medium — If Department of Corrections is able to contract for existing space, costs would be low, but if Department of Corrections must expand its own capacity, est. costs could be \$2,600,000.	Could start 7-1-85.	Reduce ADP in Department of Corrections by 3% (about 300 inmates).
D. Establish a 500-bed correctional facility for the southeast to house inmates with maximum sentence of from 2 years or more to less than 5 years.	Sentenced inmates and convicted offenders not yet incarcerated with maximum sentences of 2-5 years from the southeast.	High — \$30,000,000 construction costs plus yearly operating costs of approximately \$3,000,000.	Complete construction 1988.	Reduce ADP in Department of Corrections about 3% (250 inmates). Reduce impact on ADP in southeast county jails by 250 inmates.
E. Increase the capacity of our present correctional system through the use of capacity enhancements (temporary expansion including modulars) and use of available vacant space.	Incarcerated county and state inmates (primarily low-risk).	Low to High — Costs depend on approach ranging from use of existing vacant space (costs could be minimal) to purchasing modulars (costs could be \$20,000-\$30,000 per bed).	Commence immediately.	1 for 1 reduction.
F. Implement a system of pre-trial mechanisms to control the county jail detention population.	Arrestees and pre-trial detainees.	Low — may involve at the most, hiring of personnel (\$20,000-\$100,000 per county).	Commence immediately.	Reduce ADP in county jails by 10-15% (about 1,000 inmates).
G. Provide technical assistance to county jails to advise them regarding methods to reduce or control their populations.	Primarily arrestees and pre-trial detainees.	Low — may involve at the most, hiring of personnel (\$20,000-\$100,000 per county).	Now in process.	Incorporated impact in pre-trial mechanisms.
H. Establish a State Subsidy Program to assist county jails in defraying the costs of housing DUI offenders.	Incarcerated DUI offenders in county jails.	Medium — an allocation formula providing \$7,500 x avg. daily DUI population would cost approximately \$1,600,000.	Start program 7-1-85.	Could provide alternative housing or transfer to other facilities for a reduction in ADP of 1.5%, or 100 inmates.
I. Implement fiscal and programmatic impact analysis of proposed legislation affecting correctional facilities.	State and county correctional systems.	Low	Commence immediately	No direct impact on current population, but can influence level of future population or budget to accommodate changes.
J. Establish mechanism to oversee, monitor, and evaluate implementation of initiatives.	All components of the criminal justice system.	Low	Commence immediately.	No direct impact on current population but can influence level of future populations.

A. Earned Time

Pennsylvania should enact a system of earned time credits to be awarded to state inmates (including state prisoners in county facilities) who comply with standards of good behavior. Any inmate under sentence of death, serving a life sentence, or serving a mandatory minimum sentence shall be excluded from earned time provisions.

The rate of earned time should be set at six days per month and would be awarded upon the effective enactment date of the legislation. It is further recommended that earned time credits be granted for a period of one year retroactive from the effective date.

Also, the PCCD and the Department of Corrections should provide assistance to counties in this area to encourage the use of earned time by local jurisdictions.

Rationale:

The Task Force agrees with the Report of the Governor's Panel investigating the Graterford Hostage Incident that a program of "good time" or "earned time," as the Task Force prefers to call it, be adopted.

The purpose of the earned time is to vest correctional officials with the direct authority to shorten the inmate's time to parole eligibility. The offender's release would not be automatic on this date as the Parole Board would still need to determine the offender's suitability for release on parole. The Task Force does not recommend that earned time be deducted from the maximum so that the offender's period of accountability to correctional authorities would not be diminished.

The proposed earned time is modest in comparison to that of most states. For example, Illinois allows a 50 percent reduction in the sentence for good time; Maine and Minnesota allow for approximately a one-third reduction. We suggest that a maximum of six days a month be allowed. This provides a meaningful incentive for good behavior and would contribute to a reduction of our overcrowding problem.

Impact:

Officials working with the corrections system believe that earned time provides prison management with a desirable incentive that can be offered prisoners to motivate good conduct. The wardens of several Pennsylvania county jails where earned time has been implemented are vocal proponents of its use as an important management tool. In Chester County, for example, there was a 70 percent drop in disciplinary infractions after implementation of a system of earned time.

In Michigan (1978), earned time was eliminated for some property and most assaultive offenses. The result of that action was that prisoners began serving an average of 14 months longer. The Corrections Department estimated that the sentence increases caused by the elimination of earned time would ultimately result in the need for 2400-5000 additional beds. Moreover, two blue ribbon committees (one legislative and one gubernatorial) that investigated the state's prison riots found that the lack of earned time caused severe management problems and contributed to the upheaval. In 1982, Michigan reinstated earned time for those previously excluded offenses.

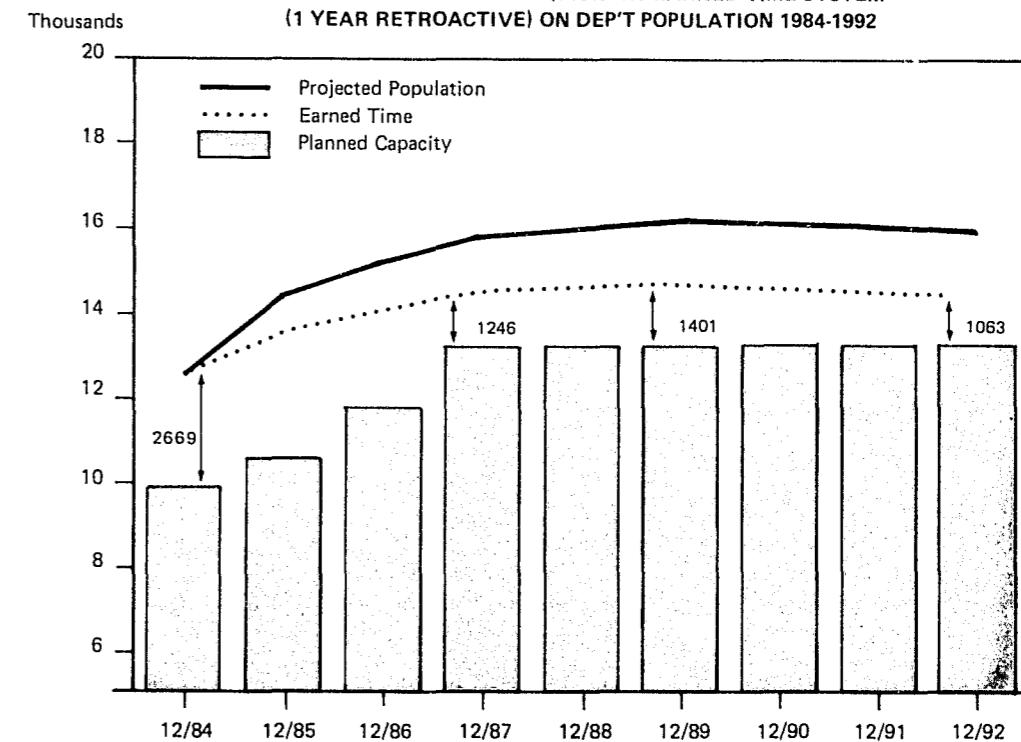
Cost:

The cost of implementation could be comparatively minimal. The Department of Corrections would experience some minor additional administrative costs, and parole supervision costs would increase in the first year due to the acceleration of releases. These administrative and supervision costs would be less than the savings from the release of some inmates.

Impact:

- More manageable inmate population.
- Reduction in misconducts and assaults.
- Substantial alleviation of overcrowding problem. Based on an earned time rate of six days per month with a one year retroactive period, we have calculated that the average daily population in our state institutions would be reduced by 6 percent during the first year of operation. Figure 6 displays this impact.

FIG 6: IMPACT OF 6 DAYS/MONTHS EARNED TIME SYSTEM (1 YEAR RETROACTIVE) ON DEP'T POPULATION 1984-1992



Although we are unable to confidently project future county jail populations, we are able to calculate that a six-day-per-month earned time system for the counties, even if not retroactive, could reduce the county jail average daily population by 3 percent (or 250 inmates).

Legislation

See Appendix F for a draft statute which could implement the earned time system described above.

B. Intensive State Parole

Establish a program permitting release to intensive parole supervision of: (1) those inmates eligible for a first state parole who are past their minimum eligibility date; (2) state technical parole violators recommitted to prison; and (3) state parole violators detained in county jails pending disposition of minor offenses or technical violation charges.

Rationale:

There are a substantial number of inmates in Pennsylvania's prisons who have served their minimum terms but have not yet been paroled. Some of these individuals lack an approved parole plan, (i.e. job, home), others possess characteristics that do not fit present parole criteria but might be released with an increased supervision level. Present supervision levels for the Pennsylvania Board of Probation and Parole range from at least four contacts per month to one contact per year. Any parole candidate that the Parole Board determines needs more supervision than four contacts per month may not be paroled. With agent caseloads averaging 74 cases per agent, even the four contacts per month supervision level is difficult to maintain. The Intensive Parole Supervision Program would require a minimum of four contacts (collateral/client) per week, and agent caseloads of about 15 clients.

As shown in Table 2, between 1980 and the first nine months of 1984, the rate at which first paroles are granted has decreased and the rate at which parolees are recommitted has increased. Both of these changes have accompanied an increase in average caseloads.

**TABLE 2:
AGENT CASELOADS, PERCENT OF THOSE ELIGIBLE
GRANTED FIRST PAROLE, AND RECOMMITMENT RATE**

	1980	1983	1984*
Average Agent Caseload	64.0	73.4	74.0
Percent Granted First Parole	80.4%	75.6%	73.0%
Recommitments per 1,000 Clients	38.8	50.5	56.9

*First nine months

To avoid placing individuals on intensive parole who could be adequately supervised on regular parole, regular supervision caseloads should be reduced to at least 1980 levels. This would require a minimum of 30 new regular parole agents.

Cost:

The costs associated with this initiative would include the additional 30 regular caseload parole agents. The average cost of a parole agent is \$30,000/year including benefits. These additional agents would cost \$900,000/year.

Additionally, at the recommended caseload for intensive supervision of 15 clients per agent, calculations indicate an intensive parole program would require 25 agents. At the \$30,000/year cost per agent, this would total \$750,000/year.

To place the expense of this initiative in a comparative context, present parole supervision costs per individual are about \$1,100/year, intensive parole supervision would cost about \$4,500/year, and it costs \$11,900/year to incarcerate in the state prison system.

Impact:

For the analysis of inmates who would be candidates for intensive parole supervision, we studied 1983 releases who entered their first parole between two and 18 months after their initial eligibility. We assume that, with the availability of intensive parole, these inmates could all be released two months after their minimum.

For technical violator reparaes, we assume those reparaed within six months of recommitment could have remained on parole with intensive supervision, and those released between six months and 18 months after recommitment would serve between three to six months. Those who serve more than 18 months are assumed to be sufficiently problematic that they are usually not candidates for intensive parole. The following indicates the reduction in the average daily population (ADP) by each group and the total of all groups, along with percentage decrease in the 1983 ADP.

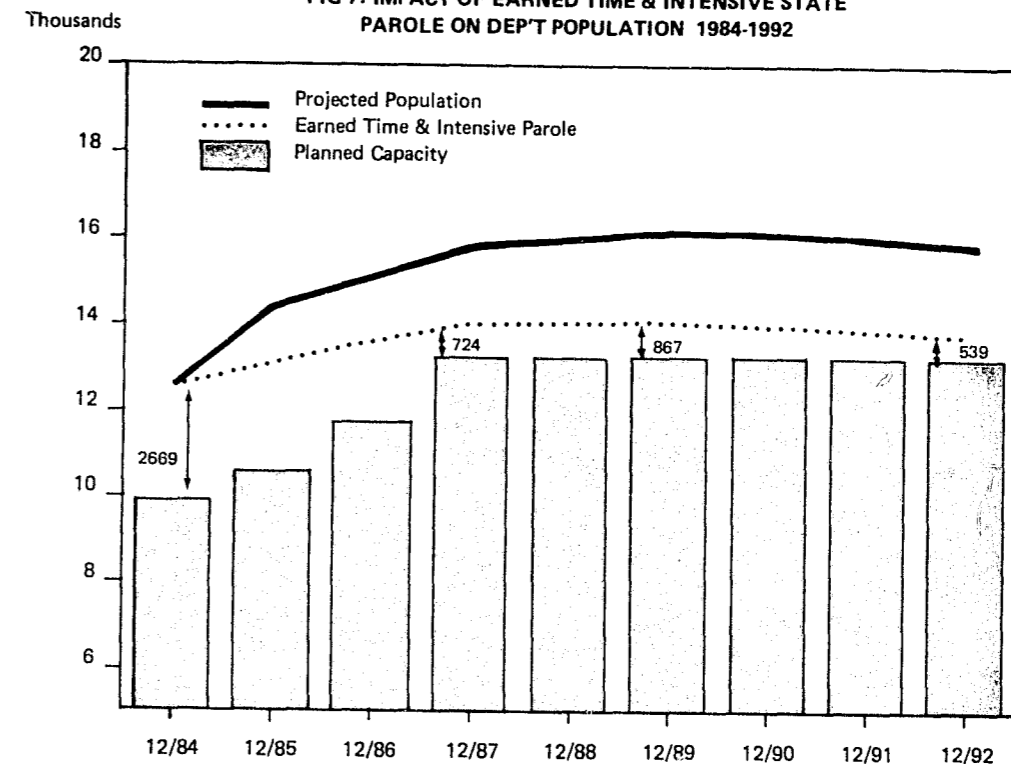
POPULATION DECREASES EXPECTED WITH IMPLEMENTATION OF INTENSIVE PAROLE

First Paroles	Technical Parole Violators			Total	Percent Decrease
	Less than Six Months	6-18 Months	TPV Total		
265	25	60	85	350	3.3%

As may be observed, the majority of the impact is due to first paroles. Since these individuals have no detainers and have no unsuccessful parole experience, the main impact of an Intensive Parole Supervision Program would be on this group.

Figure 7 presents the impact of the earned time system and the intensive parole program on the state prison capacity.

FIG 7: IMPACT OF EARNED TIME & INTENSIVE STATE PAROLE ON DEPT' POPULATION 1984-1992



There also would be some impact on county jails. The parole violators held in detention at county facilities either for minor offenses or technical violations could be placed on Intensive Parole. Data is not available to accurately identify this group's contribution to jail population, though experience would suggest the impact would be minimal.

C. Expanded Community Placement

Expand and upgrade the Department of Corrections' present Community Service Center (CSC) program by establishing a program of graduated release in which all state prisoners who are expected to be paroled would be housed in community service centers for the final 120 days prior to parole. The expansion of CSC bed space would be accomplished by the Department of Corrections either through lease or purchase, or when possible, through contract to private agencies.

Bed space would also be made available to the Parole Board to use as an alternative to prison recommitment for non-dangerous first-time parole violators.

Rationale:

From a public safety perspective, there is strong sentiment for a graduated release mechanism, regardless of overcrowding. Currently, relatively few inmates participate in the CSC program and those that do participate can spend up to a year in the facility. The Task Force recommends that inmates spend a short period (120 days) prior to parole. This would allow for a relatively quick expansion of overall state prison bedspace. If the state made use of private contracts, the state would be able to terminate those contracts when the capacity is no longer needed.

To qualify for CSC placement, an inmate must now meet the following requirements:

- 1) served at least one-half the minimum sentence;
- 2) served at least six months in a Department facility; and
- 3) meet requirements 1) and 2) at least 30 days prior to expected release.

Under this proposal, placement in a CSC would not take place more than 120 days prior to the scheduled release date. It would be necessary that participants in this program be screened to include only those very likely to be paroled at their eligibility date to avoid extended stays at a CSC. For this reason, and for the notification of local authorities, it is of paramount importance that good communications be established among the Department of Corrections, the Parole Board, and local officials, with particular attention to problems of location, zoning and community acceptance.

Cost:

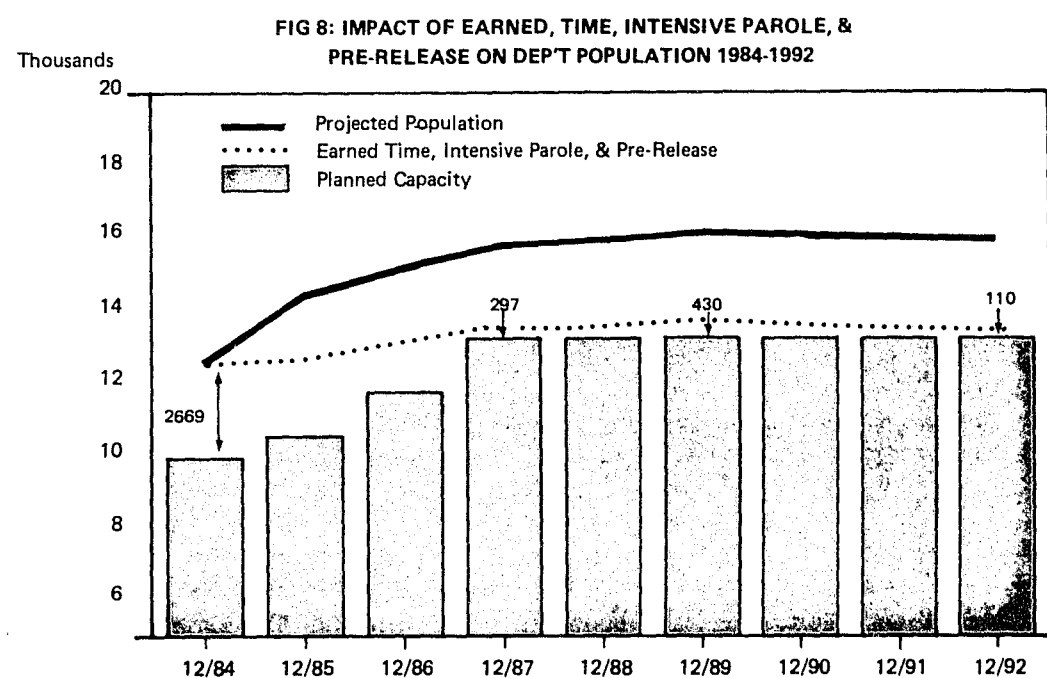
CSC bed space would need to be expanded by at least 300 beds to implement this initiative. Additional bed space should be made available to the Parole Board to use for selected parole violators as an alternative to prison recommitment. A minimum of 50 beds should be provided for this use, bringing total CSC expansion to 350 beds.

According to Department of Corrections cost figures, the operating costs for institutions and CSCs are nearly identical, although some savings should result in private contract situations. The two alternatives differ considerably in their capacity costs: new construction costs for a medium security cell have been estimated to be about \$60,000. Renovation costs to prepare a CSC facility are about \$7,500 per bed. To expand capacity by 350 CSC beds therefore could cost about \$2.6 million; by comparison, the cost of constructing 350 new cells would be nearly \$16 million.

Impact:

To determine the potential impact of this initiative, we studied those state inmates released on first state paroles in 1983 who had no detainers at the time of their eligibility and were paroled within 30 days of their eligibility date.

Using the above criteria, the Department's institutional population would be reduced by nearly 300 inmates or 2.7 percent. This initiative would have no direct impact on county jail populations. Figure 8 presents the combined impact on the state system of earned time, intensive parole, and the pre-release expansion.



D. 500-Bed Correctional Facility for the Southeast

A 500-bed correctional facility operated by the Department of Corrections should be established for the southeast area of the state. This facility would house inmates with maximum sentences of two years or more to less than five years, who have been sentenced by the courts within the southeast.

Convicted offenders meeting the above criteria would be sentenced directly to the facility, foregoing transfer to diagnostic and classification centers. Implementation of this regional concept does not require legislative revision of sentencing laws. However, a gubernatorial proclamation would be necessary.

Rationale:

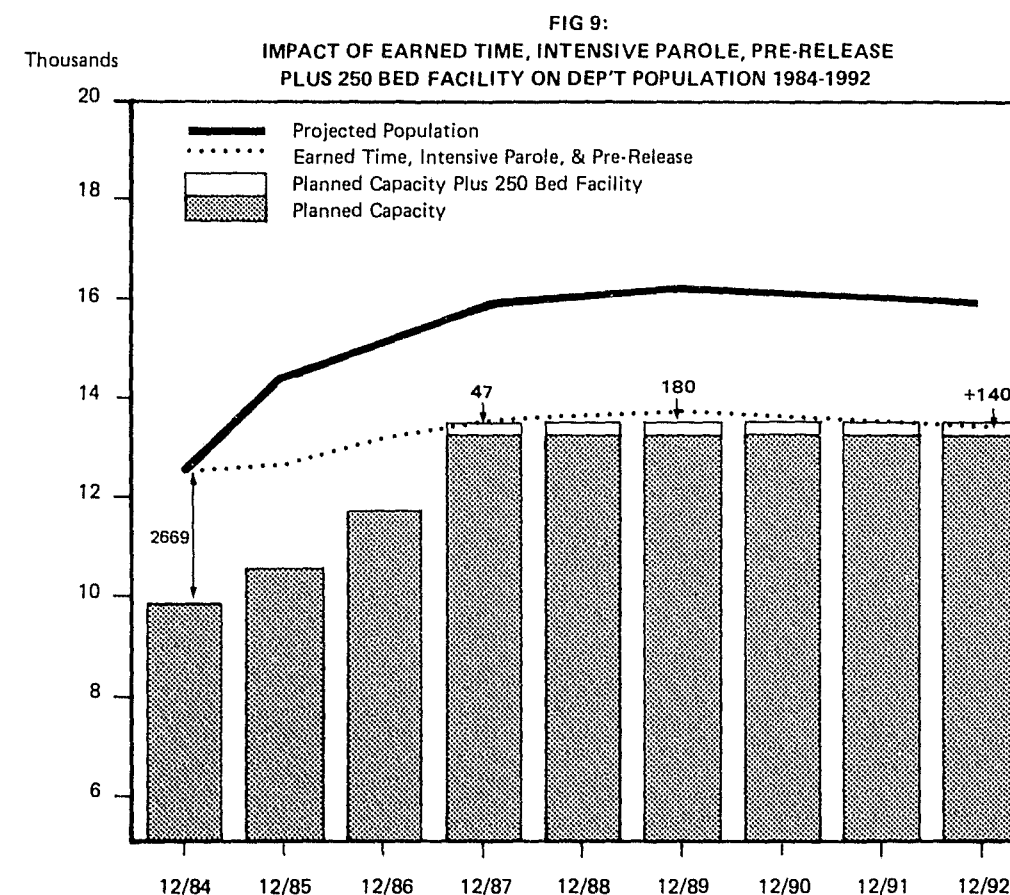
Overcrowding in both our state and county institutions is most intense in the southeast region of the Commonwealth. Almost 50 percent of the year-end state prison population consists of commitments from this region. In addition, the latest county jail figures indicate that these southeast local facilities are at 111 percent of capacity. There is every indication that a 500-bed facility would benefit both the state system and the overburdened southeastern county jails.

Cost:

The cost of building a 500-bed facility is expensive. Construction costs are estimated at \$30 million with additional yearly operating costs of approximately \$3 million.

Impact:

The following impact analysis is based on the assumption that this facility, once on-line, would initially house 250 inmates with maximum terms of two to less than five years who are already in the state system. State admission data for 1983 shows there were 329 court commitments from the southeast that fit these criteria. By taking 250 of these inmates on a least-time-in basis, the average daily population of the existing state system could be reduced by about 306 inmates — a 3 percent reduction. Figure 9 displays this impact and includes the impact of the other previously discussed initiatives.



The remaining capacity of the facility (250) would be utilized by new court commitments from the southeast. This policy would eventually impact the jails in the southeast region. The latest full-year statistics (1983) reveal 221 inmates serving sentences in county jails which fit the regional criteria. This population would eventually be phased out, resulting in an average daily population reduction of approximately 250, or a 5 percent reduction for the southeastern county jails.

E. Capacity Enhancements

Increasing the capacity of the Correctional System is a direct means to address overcrowding. Wherever feasible, the Task Force recommends the use of capacity enhancements such as: (1) renovating or expanding existing correctional facilities; (2) converting other existing vacant facilities for correctional use; and (3) installing modular housing units at both the local and state levels. The use of this type of temporary cell space is an alternative to new construction and can be in place quickly and relatively cheaply.

Rationale:

The temporary expansion of cell space at overcrowded facilities should be considered as an alternative to total replacement. Perhaps the greatest temporary relief can come in the form of modular housing (pre-fabricated mobile units). Some units have already been placed on the grounds of six state facilities (adding 736 beds) and two county facilities (Bucks and Philadelphia House of Correction), providing for 42 beds (Bucks) and 112 beds (House of Correction).

Minimum security modular housing units have two distinct advantages over conventional construction.

- 1) The cost is about \$21,000 per bed vs. approximately \$60,000 per bed conventional.
- 2) A modular unit can be built and operating within six weeks to six months, depending on the size.

However, it should be noted in the consideration of modulars that land must be available within the prison compound, and sewage, water and power capacities must be sufficient for the increased load. Also, the savings in construction costs are not as great with maximum security modulars in that these are only 10 percent to 20 percent cheaper than conventional facilities.

Through this initiative, the Department of Corrections, in conjunction with the PCCD, would develop an information package on modulars to be made available to all counties for their consideration and use. In addition to modulars, we recommend the utilization of presently vacant public buildings to house selected low-risk, non-violent offenders (e.g., driving under the influence offenders incarcerated for 48 hours).

Cost:

Although we are not recommending the placement of a specific number of modulars in the Department, we can, by way of example, demonstrate the cost savings to house 750 inmates. Erecting modular units capable of housing 750 inmates would cost:

250 bed maximum security facility (1) (250 beds X \$30,000/bed)	\$ 7,500,000
250 bed minimum security facilities (2) (500 beds X \$21,000/bed)	\$10,500,000
TOTAL	\$18,000,000

The comparative cost of a 750-bed medium security, conventional facility, for example, would be approximately \$45,000,000 (750 beds X \$60,000/bed).

Leasing of privately constructed facilities and renovation of existing local, state or federally owned properties are alternative means of acquiring additional bedspace. The costs of such efforts (the current Department cost is \$110 per month per bed) are likely to be less than the cost of new construction.

Impact:

For each bed obtained elsewhere (existing vacant space or modular unit) a space would become available in the main facility.

F. Pre-Trial Mechanisms

Recognizing that the majority of the county jail population is comprised of detentioners, we recommend pre-trial programs based upon the premise of the least restrictive condition of release necessary to insure the accused's appearance in court and the protection of the public. The programs should include:

- *The improvement of procedures and information enabling the courts to assess risk in releasing defendants to a variety of bail options. We would strive to improve risk assessment in the bail decision to sort out high and low risk offenders. Among the alternatives available for low risk offenders would be intensive street supervision under agencies such as pre-trial services, or the Probation Department.*
- *The reduction in the amount of time accused or convicted persons spend in detention awaiting trial by accelerating the processing of these individuals by the courts.*
- *A county-by-county approach through technical assistance provided by PCCD to assist counties with implementation. The program could include training for district justices and bail administrators.*

Rationale:

The fact that there is a sizable detention population in our jails indicates that problems may exist with bail practices. The increase in the detention population over the past five years has impacted on county jail capacity. Detentioners occupied 46 percent of available jail space in 1978 while using 64 percent of the total capacity in 1983.

With available data, and the implementation of a data collection program regarding bail decisions, we will be in a position to determine what types of programs may be appropriate for given counties to employ as a means for safely reducing their pre-trial populations in jail. The driving reason for this initiative is whether the number of pre-trial jail days can be reduced through the use of uniform release criteria without substantially increasing failure-to-appear rates or rearrest rates. Counties would be better able to identify those detentioners who could be safely released without additional risk to the community.

Cost:

For counties that do not presently have programs, or have only partial programs, there will be some initial start-up costs. PCCD could provide technical assistance and small one-year grants to assist some counties in defraying these costs. However, it should be evident to local governments that these pre-trial initiatives may actually provide a cost savings through reduced incarceration costs.

Impact:

The average daily population in county jails could be reduced 10-15 percent.

G. County Jail Overcrowding Technical Assistance

PCCD jail overcrowding technical assistance should assist in the implementation of the recommended initiatives.

Specifically in counties having the greatest problem, teams of key decision-makers/officials in the county system would be formed. The purpose of the team is to address the jail overcrowding problem by analyzing the flow of offenders through their local system to determine the magnitude, type and causes of their crowding problem and to implement administrative and programmatic changes to deal with it. Counties would be selected based on the severity of the problem and officials' commitment to addressing the problem.

Rationale:

There are presently at least 19 counties experiencing overcrowding (ADPs greater than 40 and within 90 percent or more of capacity). During the next 36 months, PCCD should work with the counties meeting this criterion. Within this time, three types of technical assistance (TA) would be offered:

- 1. On-site (extended)
- 2. On-site (one-two days)
- 3. Information and referral

The extended on-site TA would follow the model PCCD has used for the past few years. It includes the county appointing a team of key officials who can review their system and make necessary changes. Data is collected and the findings are reviewed with the team. Team members perceived reasons for overcrowding and potential strategies also are discussed. Consensus on a particular strategy is developed, after which project development, implementation and monitoring are conducted with the team.

The second type of TA is a greatly modified version of extended TA. The short-term TA would last for only one to two days on-site. The county would be required to supply collected data and a description of their strategy to PCCD before the on-site visit. PCCD would provide necessary consultant services and data analysis. The consultant would be a practitioner known to PCCD who manages a program similar to the strategy suggested by the county.

The third type of TA is informational only. Counties wishing information on particular problem areas or strategies concerning jail overcrowding would contact PCCD. In turn, PCCD would refer the county to the most appropriate resource. It is anticipated that DUI offenders could be a primary topic for TA provided under Types 2 and 3.

Cost:

Costs will vary depending on the extent of the problem in each county. If PCCD were to work, for example, with five selected counties, the cost is estimated at \$200,000. Most of the funds would be for participating counties to implement strategies to alleviate overcrowding. Technical assistance and small first-year limited financial assistance would be provided with the county expected to continue, and fully fund the program after the first year.

Impact:

The effect of this technical assistance depends on the types of initiatives attempted.

Example Experiences:

Lycoming County — A jail release officer program begun in 1982 reduced the average time served by pre-trial inmates from almost 21 days to slightly over 17 days and the ADP of pre-trial inmates from 24 to 19.

Dauphin County — According to the District Attorney's Office, a Prison Reduction Program using the TA of PCCD has provided an improved system of bail reduction for non-violent, non-serious offenders, which is also of assistance in managing the prison population. It was found that the average time served (ATS) in detention before release on bail dropped from 7.41 to 5.86 days.

Lackawanna County — PCCD found that a key problem in the County's overcrowding was the delay in preliminary hearings. As a result, a project was established for a central preliminary hearing site coordinated by the Court Administrator's Office. Since implementation of this project, scheduled preliminary hearings are being held in 80 percent of all cases, whereas previously only 50 percent of the scheduled hearings were held.

Beaver and Berks Counties — Currently these counties are working on pre-trial services projects. These projects concentrate on reducing pre-trial detention for defendants with minor charges, and will reduce the length of stay for defendants without jeopardizing the likelihood of appearance in court or risk of offenses while awaiting trial.

H. State Subsidy to County Jails for DUI Offenders

A State Subsidy Program should be established to provide county jails with funding to help defray the costs of housing driving under the influence (DUI) offenders. Fund distribution would be based on the actual average daily DUI population housed in each county, but would not cover the full cost of housing the offender.

Rationale:

The enactment of the new DUI law in Pennsylvania caused the average daily DUI populations in our county jails to increase 116 percent from 1981 to 1983. One provision of the law is a new distribution formula for fine money collected that was intended to help police and jails cover increased DUI related costs. For example, the new distribution was to provide 25 percent of all DUI fines collected to county jails. However, if all the fine revenue intended for county jails was directed to the jails, preliminary data suggests that this revenue would still only cover 24 percent of the actual cost of incarcerating DUI offenders. Furthermore, there have been some early indications that such money is used to supplant funding budgets, or is simply not being received by the jails. PCCD will continue to monitor this situation.

Many of the county jails experiencing high DUI populations are already overcrowded. The state having, in this instance, mandated incarceration should assist counties with the associated costs. The funding could enable counties, for example, to finance alternative housing for DUI offenders.

Cost:

In order to avoid the possibility that a county might actually profit from housing DUI offenders, the allocation rate would be established at a level below the current average yearly cost of housing a county jail inmate (approximately \$12,000). We suggest an allocation formula of \$7500 X (DUI Average Daily Population) for each county. At this rate, a statewide program would have cost approximately \$1,600,000 in 1983 (see Appendix H). The DUI fund could be administered by PCCD.

Impact:

While it is unlikely that these funds would provide sufficient finances for counties to expand permanent capacity, they could help cover staffing expenses and enable counties to make use of alternative housing. Alternative housing could include minimum security facilities, modular units or transfer of inmates to other counties with available space.

I. Fiscal and Programmatic Impact Analysis

Sentencing policies and practices have a direct impact on the size of the correctional population. In the case of the new five-year mandatory sentences enacted by the Legislature, there was consideration given to the impact these sentences would have on the state prison system and the construction of additional cells was authorized to house the expected increase in the population. Unfortunately, this is not usually the case.

The Task Force recommends that every legislative action which might directly affect the prison and jail systems should have an impact assessment included before final action. The assessment could be conducted by the Department of Corrections and the PCCD and would include both expected impact on the inmate population and management of the system, and expected costs.

Rationale:

The focus of this initiative is to make available to the Legislature information regarding the impact of proposed policies on the criminal justice system. It is essential for the Legislature to have available to it information and expertise to assist in its decision-making process.

Cost:

The recommended functions could easily be incorporated into the existing process with only very minimal cost.

Impact:

Not applicable.

J. Mechanism to Oversee, Monitor and Evaluate Initiatives

The PCCD should provide on-going oversight, monitoring and evaluation of the recommendations proposed by the Task Force. The PCCD should continue to report to the Governor and the General Assembly on further needs posed by the overcrowding problem.

Rationale:

We anticipate that the prison and jail overcrowding problem will continue to be an important one, at least through the remainder of this decade. We believe if the Task Force recommendations are implemented, relief will be provided. However, continuing oversight of the situation is required as future changes in policies or criminal behavior can influence the system and thereby the overcrowding situation.

It is recommended that the PCCD focus on a number of areas, including:

- (1) Identification of additional existing state and private facilities which can be renovated for correctional use.
- (2) Intensive on-going analysis of the need for new correctional facilities.
- (3) Evaluation of the expected number of offenders and their mix in future correctional populations.
- (4) Coordination of the implementation of the recommendations developed by the Task Force.
- (5) On-going examination of sentencing practices and their impact upon correctional population.

The PCCD should continue to emphasize the system-wide nature of the prison and jail overcrowding problem, and should involve all appropriate criminal justice agencies and policy-makers. Regular status reports should be provided to the Legislature and the Governor.

Cost:

As these duties are regularly mandated PCCD functions, additional costs, if any, should be minimal.

Impact:

Not applicable.

APPENDIX A

ANALYSIS OF THE CORRECTIONAL POPULATION

A. PENNSYLVANIA VS. THE NATIONAL PICTURE

As of December 1983, Pennsylvania ranked 39th among all states (highest to lowest) in incarcerated persons per 100,000 general population. Pennsylvania's incarceration rate was 98 per 100,000 while the national average was 179. This may lead one to believe that Pennsylvania uses incarceration sparingly. However, there are other factors to be considered before reaching this conclusion.

One factor is the violent crime rate. Violent crimes include murder, non-negligent manslaughter, rape, robbery, and aggravated assault. Pennsylvania's 1983 violent crime rate was 342.8 per 100,000 while the national average was 529.1. Among all states, Pennsylvania's violent crime rate ranks 29th (highest to lowest).

Pennsylvania's 1983 incarceration rate per 1,000 violent offenses is 288.5 while the national average is 328.7. Using this rate, Pennsylvania ranks 40th among all states.

Pennsylvania accounts for 5.2 percent of U.S. adult population and 4.0 percent of the correctional population. Part of the reason our correctional population (incarceration, probation and parole) is below the national average is again due to our lower than average crime rate. Also, Pennsylvania has initiated diversion programs such as ARD (Accelerated Rehabilitative Disposition) to divert first-time non-violent offenders from prison. ARD is essentially a short probation period offered prior to disposition.

As the following table shows, Pennsylvania has a higher percentage of its correctional population under supervised release than the national average; however, the probation and parole rate per 1,000 adult population is still below the national average.

TABLE A1:
1983 CORRECTIONAL POPULATION: U.S. VS. PENNSYLVANIA

	United States		Rate per 1,000 Adult Population	Pennsylvania		
	Correctional Population	Percent of Total		Correctional Population	Percent	Rate
Probation	1,450,799	63%	8.5	63,684	66%	7.1
Parole	232,067	10%	1.4	10,726	11%	1.2
Prison	406,904	18%	2.4	11,767	12%	1.3
Jail	223,551	10%	1.3	10,120	11%	1.1
Total	2,313,321		13.5	96,347		10.8

This table is based on data collected by the U.S. Bureau of Justice Statistics. For ease of comparison, the federal correctional population was not included.

It seems that at least when compared to the nation as a whole, Pennsylvania has used incarceration somewhat judiciously. However, the adoption of mandatory sentencing laws and sentencing guidelines gives us reason to suspect that incarcerated populations in Pennsylvania may rise substantially. In the rest of this section, we will examine Pennsylvania's correctional system, and the factors that have led to the present overcrowded conditions.

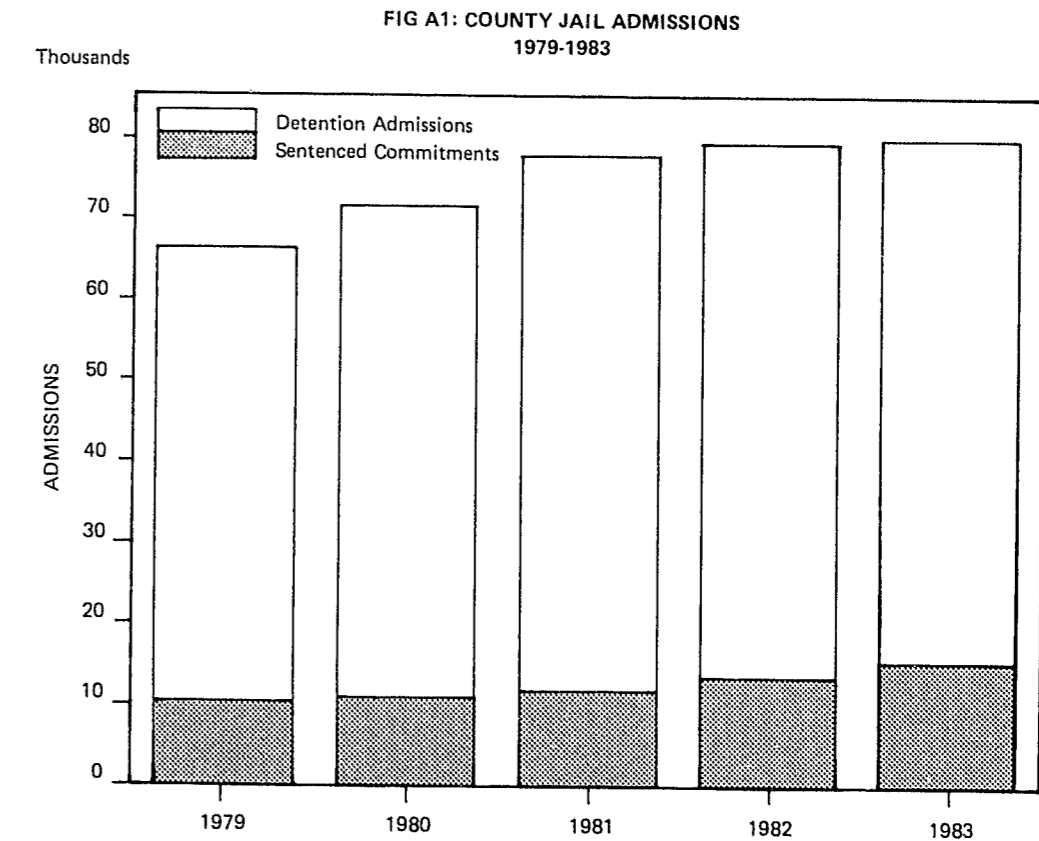
B. FACTORS AFFECTING THE SIZE OF THE PENNSYLVANIA INCARCERATED POPULATION

The population in our prisons and jails is a product of the number of persons admitted and their time served incarcerated. Time served is determined by sentence length and release method for those sentenced to incarceration. For detentioners, time served is determined most often by release method. Those making bail are released when they meet bail requirements. Those unable to make bail are incarcerated until the court disposes of their case. To determine what factors have contributed to increased population, we will examine Admissions, Time Served, and Release of Jail and Prison Inmates. State prisons and county jails will be treated separately.

1. Admissions

Admissions to both county jails and state facilities have been rising steadily since 1979. Admissions to county jails increased 20 percent from 1979 to 1983 and state prison admissions increased 38 percent.

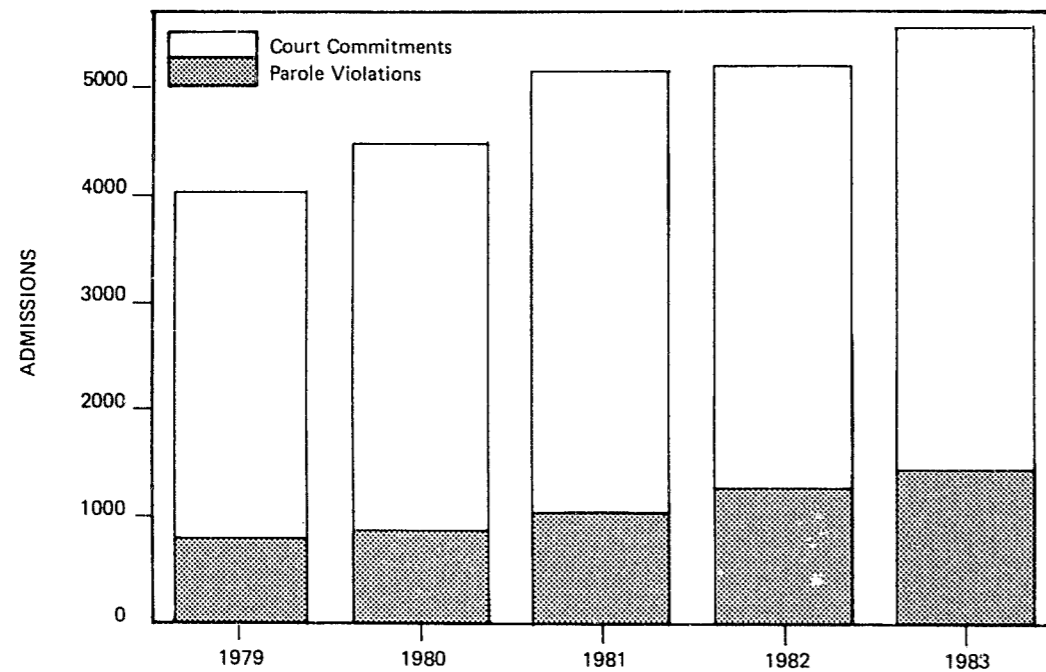
This rise in admissions was not unexpected due to a rise in the crime-prone age group in Pennsylvania. This age group of 18-34 year olds has grown faster than the general state population as a whole. Therefore, not only is this group numerically larger, but it is also a larger portion of the total population. As can be seen in the following graph, the growth of this age group somewhat parallels the growth in admissions.



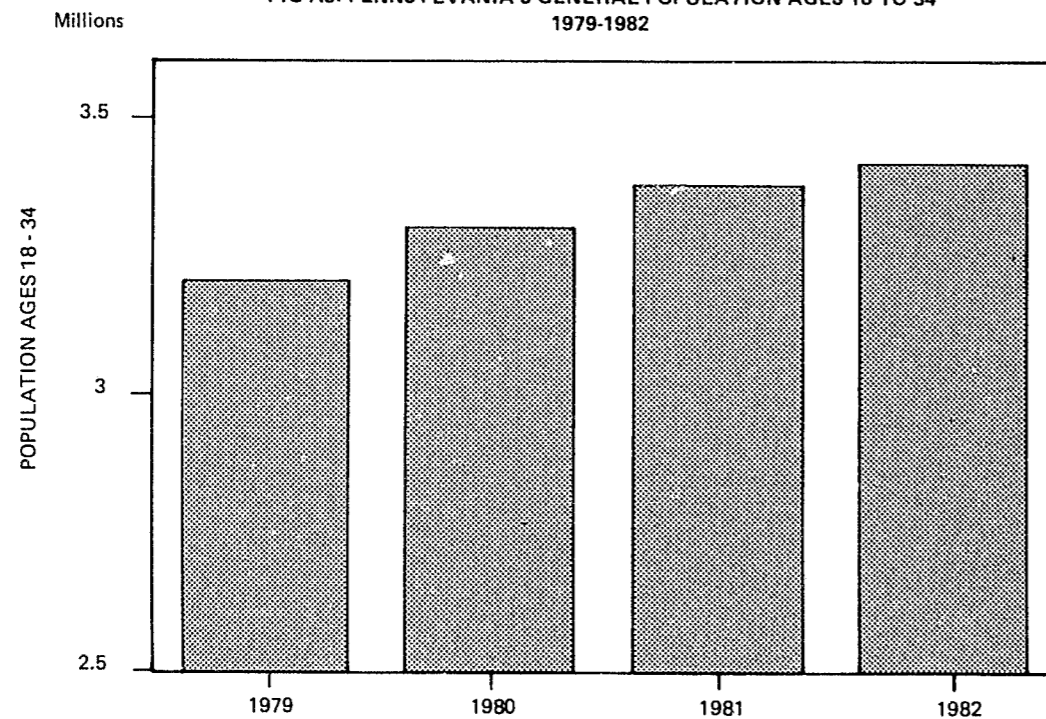
While the general population of the 18-34 age group increased 6 percent from 1979-1982, the number of commitments within this group increased 31 percent. The commitment rate per 100,000 population (18-34) rose from 329.1 to 410.0. When comparing the total adult commitment rate in 1982 (193.2) to the rate of the 18-34 age group (410.0), it is clear that this group not only represents a large portion of commitments, but more 18-34 year olds are going to prison and jail than previously.

Even though we expect this age group to peak in size shortly, the increased commitments plus the introduction of sentencing guidelines and mandatory sentencing laws are expected to cause a further increase in commitment rates and result in further prison population growth.

**FIG A2: STATE PRISON ADMISSIONS
1979-1983**



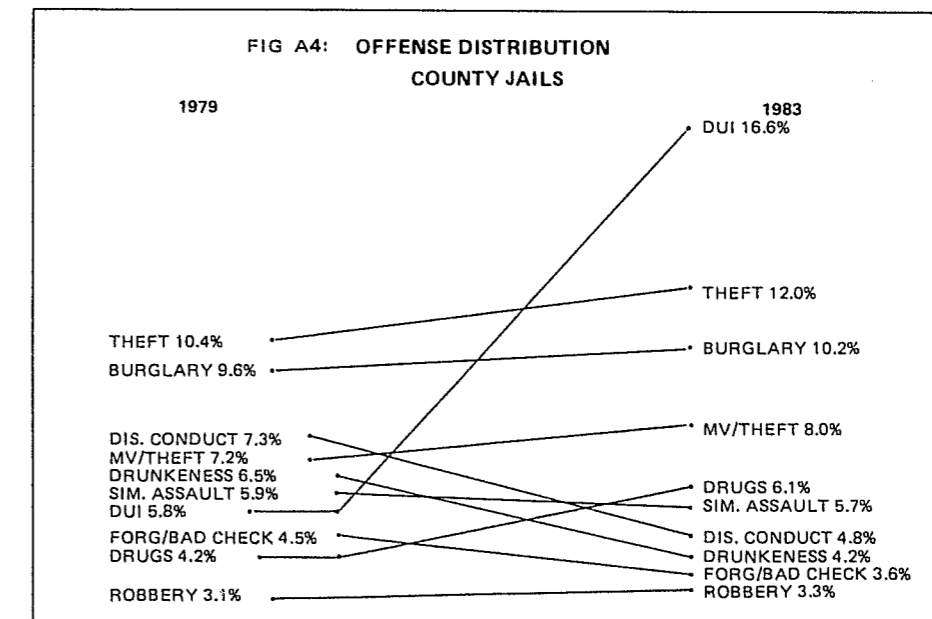
**FIG A3: PENNSYLVANIA'S GENERAL POPULATION AGES 18 TO 34
1979-1982**



a. County Jail Admissions

While admissions to county jails have risen by 20 percent since 1979, the increase from 1982 to 1983 (.5 percent) was the smallest such increase since 1979. The leveling off in admissions is, in part, due to a slight decrease in detention admissions over the past two years (less than 3 percent). Sentenced admissions, on the other hand, have increased 32 percent since 1981. Despite the small decrease in detention admissions and the substantial rise in sentenced admissions, detentioners continue to represent the largest portion (81 percent) of the total receptions to county jails.

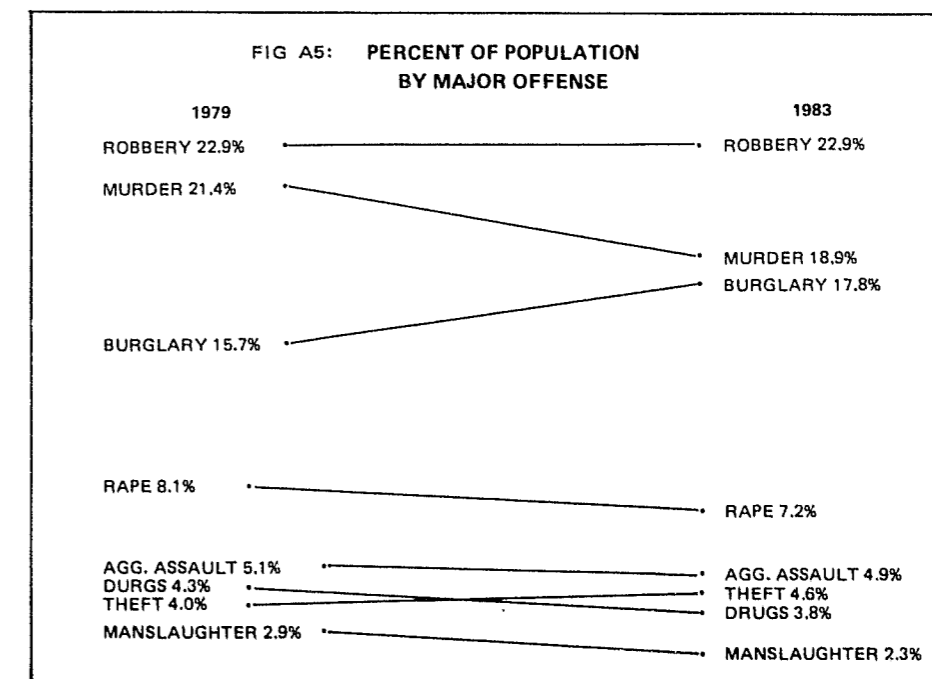
We analyzed sentenced admissions by offense to determine if the increase reflected any notable changes in offense distribution. The figure below shows the most predominant offense types as a percentage of all sentenced admissions for years 1979 and 1983.



While Burglary and Theft continue to represent a large portion of sentenced admissions, Driving Under the Influence (a new mandatory imprisonment law was enacted in 1982) went from about 6 percent to almost 20 percent of total sentenced admissions. With the exception of DUI, the comparison of 1981 and 1983 data shows little significant change in the offense make-up.

b. State Prison Admissions

Admissions to the Department rose 38 percent from 1979 (4,039) to 1983 (5,559). The major admission method to the Department is court commitments, which account for over 75 percent of admissions. There have been no significant changes in the demographic characteristics of admissions; age, sex, race, and offense distributions were very consistent for admissions from 1979 through 1983. There has been a slight shift in offense distribution of the Year End Population in the Department. The following figure depicts this shift.

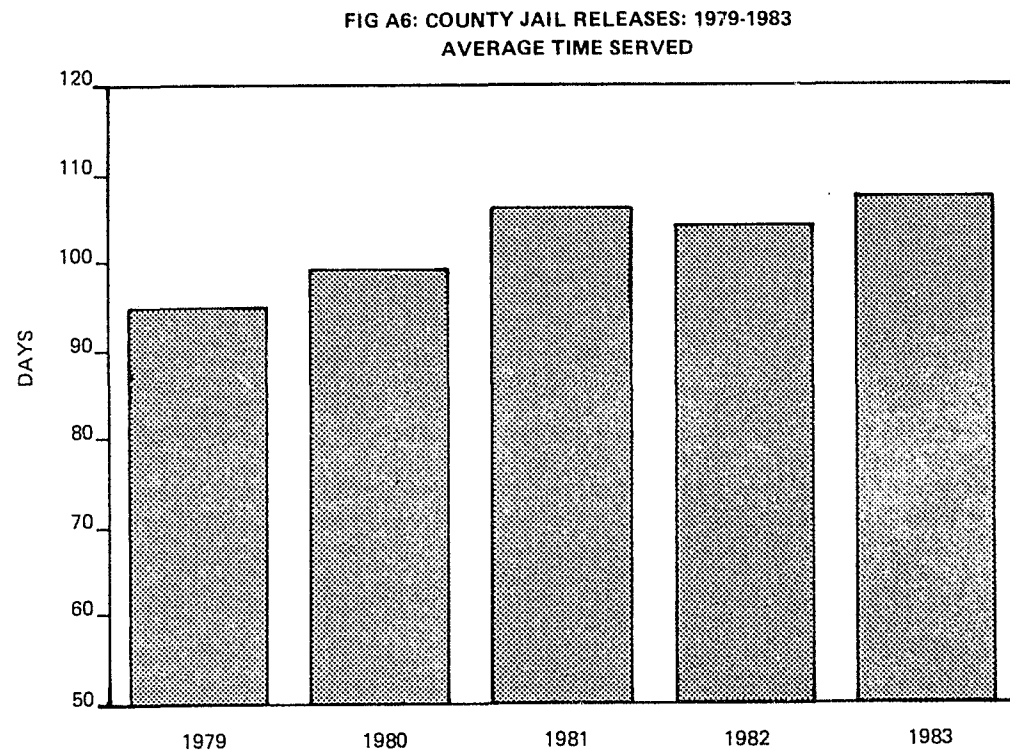


While these offenses account for over 75 percent of commitments, they account for nearly 85 percent of population in the Department at any given time. Since there is no change in offense distribution evident in commitments but a slight change in population, it leads us to believe there has been some change in Time Served in prison, for certain offense types.

2. Time Served — Release from Correctional Facilities

a. County Jails

One function of county jails is to house inmates with short-term incarcerative sentences. Approximately 95 percent of all sentenced releases in 1983 spent less than one year in jail. While the average time served has increased steadily from 1979 to 1981, there was a slight decrease in 1982. In 1983, the average time served rose slightly to 107 days.



There are various methods of release from county jail. In looking at time served figures for each release type from 1980 to 1983, we find a substantial decrease in time served for county paroles but a large increase for state paroles from county jails.

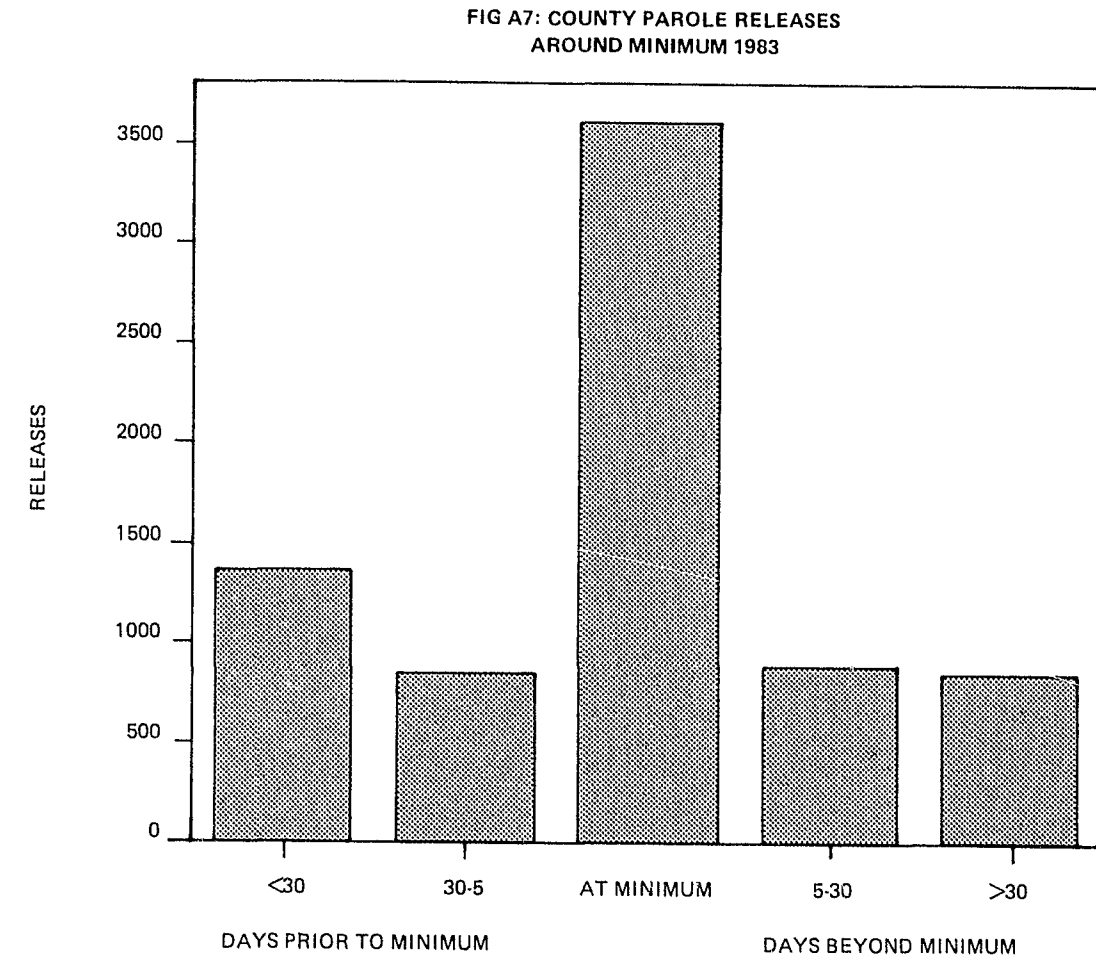
TABLE A2:
AVERAGE TIME SERVED BY RELEASE TYPE IN DAYS

Type of Release	1980	1981	1982	1983
State Parole	388	381	368	408
County Parole	141	141	130	118
Exp. of Max.	54	53	48	57
Court Order	68	71	69	79
Fines and Costs	8	8	7	6
District Justice Order	20	21	21	22

The decrease in average time served for county paroles is of particular significance in that the majority (47 percent) of releases are within this category.

This is probably the result of an increase in sentenced admissions by the court. Of significance when discussing county paroles is the fact that the courts retain the power to release these inmates at any time prior to their minimum term.

The following graphic shows county parole (1983) releases at and around the minimum term.



As shown, the majority (77 percent) of these releases occur at or before minimum term.

b. State Prisons

In the Department we have seen that the rise in admissions has contributed to the rise in population. If time served was also rising, it would magnify the growth caused by increased admissions. As the table below illustrates, the Average Time Served (ATS) for all Department inmates has decreased slightly from 1979 to 1983. This change in the ATS may have been affected by the opening of a regional facility in late 1978, since these facilities receive commitments with shorter sentences than the state institutions. If we exclude those sentenced to the Department's Regional Correctional Facilities, ATS was up slightly in 1983.

TABLE A3:
AVERAGE TIME SERVED (months) FROM DEPARTMENT RECEPTION DATE

	1979	1980	1981	1982	1983
All Department Inmates	22.6	22.1	22.1	21.2	21.9
Excluding Regional Inmates	25.5	26.6	26.8	25.7	26.4

The data indicates that thus far time served has not really contributed to the population growth.

A good indication of what time served will be in the future is the average minimum sentence of those persons committed during the year. A rise or fall in time served is usually preceded by a like increase or decrease in the average minimum. As can be seen below, the average minimum has also dropped, both with and without regional commitments. This average minimum does not include lifers as they do not have a minimum sentence.

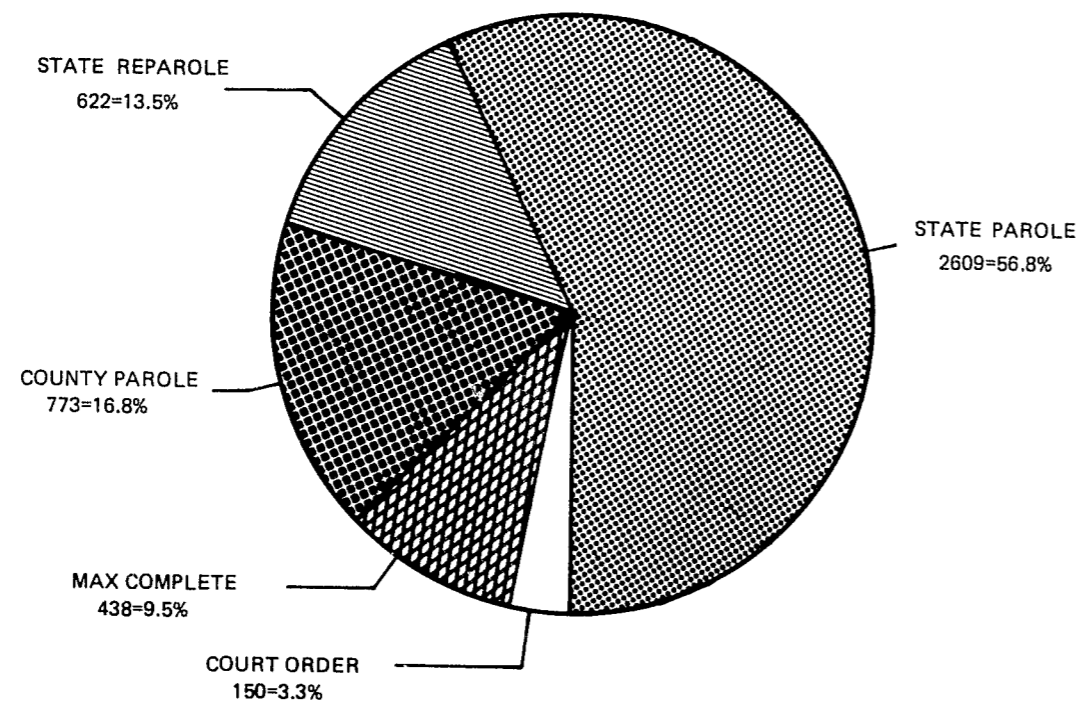
**TABLE A4:
AVERAGE MINIMUM SENTENCE (months) OF COURT COMMITMENTS RECEIVED**

	1979	1980	1981	1982	1983
All Department Commitments . . .	32.4	32.3	29.3	29.6	29.3
Excluding Regional Commitments	39.9	40.3	35.4	35.2	34.9

These declines in Average Time Served and Average Minimum seem to indicate some easing in the population growth; however, these trends are now being affected by new sentencing laws, specifically mandatory sentencing, which calls for mandatory minimums of five years for certain violent offenses involving firearms or a prior violent conviction.

The minimum sentence for prisoners sentenced to the Department is a major factor in determining time served. The reason minimum sentence is such a major factor and maximum sentence is not, is the release method. As the following graph shows, nearly 90 percent of Department releases are via parole.

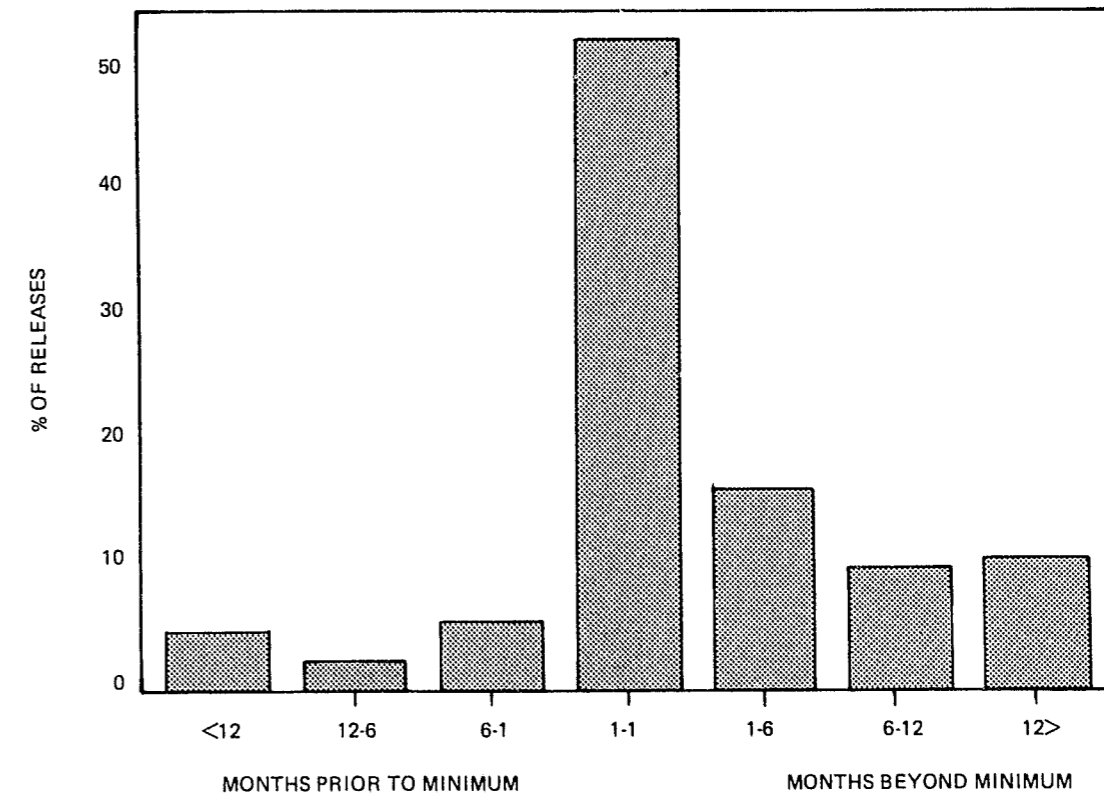
FIG A8: DEPT OF CORRECTIONS RELEASES BY METHOD OF RELEASE 1983



The percentage of state paroles (first paroles) has remained constant over 1982 data. However, there were notable decreases in the proportion of county paroles and state reparoles and an increase in the proportion of those released at expiration of the maximum sentence.

If we examine releases about the minimum as in the following graph, we see that 64 percent of all releases occur within 30 days past the minimum term. This figure decreased from 70 percent in 1982.

FIG A9: DEPT OF CORRECTIONS RELEASES ABOUT MINIMUM 1983



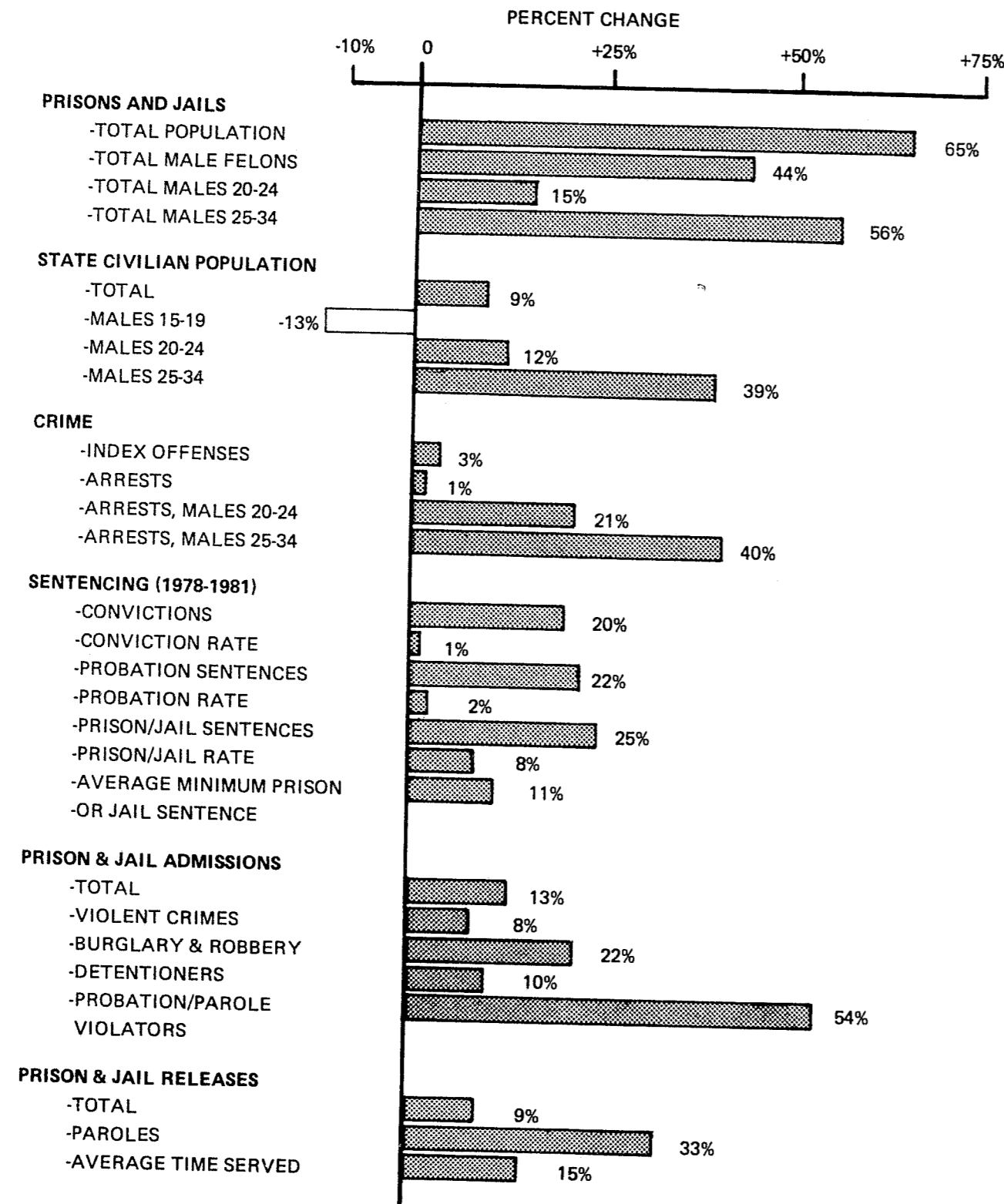
As we would expect after examining this graph, the majority of the prison population is not presently eligible for release. Of the 11,798 inmates in Department facilities as of December 31, 1983, only 2,505 were beyond their minimums.

Overall, releases from the Department have been increasing since 1980. Of course, with a larger population we would expect an increase in releases if releases occur at the same rate. If we take the December 31, 1983 population past minimum (2,505) and those within one year of their minimum (3,132), we have 5,637 inmates at year end 1983 who will be eligible for release within the next year. Comparatively, 3,334 inmates at year end 1979 were eligible for release in 1980.

3. Summary

The discussion on factors affecting the size of Pennsylvania's prison and jail populations has dealt with general population shifts, arrest and incarceration rates, sentence length and release policies. The major contributing factors have been discussed in some detail while some lesser factors received less attention. The following graph summarizes the relative changes in many of these contributing factors.

FIG A10:
PRISON AND JAIL POPULATION AND RELATED INDICATORS
(CHANGE FROM 1977 TO 1983, EXCEPT AS NOTED)



APPENDIX B

ESTABLISHMENT OF THE PENNSYLVANIA PRISON & JAIL OVERCROWDING TASK FORCE — FRAMEWORK AND PROCESS

Recognizing the serious nature of the continuing overcrowding problem, the PCCD in March 1983, announced the establishment of a Prison and Jail Overcrowding Task Force. A Task Force Steering Committee was appointed by the PCCD Chairman and charged to give thought to the structure, proposed activities and membership of the Task Force with a general criteria that it be broadly representative of criminal justice, governmental and citizen interests. The Steering Committee was charged to think through the many initiatives possible to alleviate the overcrowding problem that is beginning to overcome our prisons and jails, and to formulate a tentative blueprint for action. The Steering Committee appointments are:

- Alfred Blumstein, Carnegie-Mellon University Professor, PCCD Chairman
- Walter Cohen, Secretary, Department of Public Welfare
- D. Michael Fisher, State Senator and PCCD Vice-Chairman (assumed Task Force and Steering Committee Chairmanship in January 1985)
- Abraham Gafni, Court Administrator, Pennsylvania Supreme Court
- Royal Hart, Warden, Beaver County Prison
- Fred Jacobs, Chairman, Pennsylvania Board of Probation and Parole
- Glen Jeffes, Acting Commissioner, Department of Corrections
- John Kramer, Executive Director, Pennsylvania Commission on Sentencing
- Richard Lewis, District Attorney, Dauphin County
- Anthony J. Scirica, Judge, Common Pleas Court, Montgomery County (served as Task Force and Steering Committee Chairman until January, 1985)
- Michael O'Pake, State Senator
- David Sweet, State Representative
- Arthur Wallenstein, Warden, Bucks County

PCCD staff provided support for the Task Force. The Steering Committee met in April 1983 to plan its course of action, and identified some of the major problems and issues in need of attention, their complexity, and areas in need of additional analysis. It was recognized that there are many possible alternatives available to reduce the overcrowding problem, but a base of political support is necessary for any of the methods to be effectively deployed. There was a strong recognition of the need for constituency-building by the Task Force. It was concluded that a package of recommended initiatives should be prepared for the Task Force to consider at its initial meeting and that work should commence on identifying these initiatives.

Briefing papers were prepared exploring the full range of options which might be pursued, and presenting reasons why a particular strategy should or should not be an initiative to be recommended to the Task Force. By narrowing the range of initiatives for the full Task Force to consider, it was thought the chances of success in dealing with the problem would be maximized.

The preliminary package of initiatives which emerged was the result of several months of intensive work on the part of the Task Force. Insuring the safety of the community, providing a suitable deterrent to and sanction against criminal behavior, and providing humane incarceration were all concurrent objectives in its deliberations.

The Task Force held its initial meeting in Carlisle, Pennsylvania on September 13 and 14, 1983, with approximately 60 of the 70 members in attendance. Since we anticipate overcrowding will be even worse if present trends continue, the Task Force must be concerned with both the short-term and the period of at least the rest of this decade. In doing so, the Task Force has the responsibility, supported by the staff of PCCD, for assessing the impact of these options. What will be the impact on crowding, which is the issue of direct concern. What will be the impact on resources and budgets because those represent the constraints that limit the ability for creative solutions to be imposed. And particularly the political concerns — what will be the impact on the issues of public concern. The basic charge of the Task Force is to develop a program that is reasonable, responsible, and realistic in terms of the potential for implementation, and along with that, some direct concern for implementation including legislative change, and, where necessary, budget revision.

Steering Committee members and the PCCD staff reviewed and analyzed the initiatives arising from the Task Force meeting, and met on November 15, 1983 to deliberate the preliminary initiatives and to suggest refinements. As a result of the continued analysis of the recommendations a report was prepared for the Task Force membership to review prior to its next meeting.

Subsequently a more intensive working session of the Task Force was convened in Valley Forge from February 5 to 7, 1984 to complete discussion and analysis of the initiatives.

The Speaker of the House of Representatives, the President Pro Tempore of the Senate, the Department of Corrections, the State Parole Board, and the Pennsylvania Commission on Crime and Delinquency jointly sponsored and shared the costs for this Task Force meeting. At this meeting, consensus on initiatives and major issues was reached.

The process of coming to final recommendations began with the review of briefing papers, prepared by PCCD staff, that explored the full range of potential options. These papers succinctly stated the reasons why a particular strategy should or should not be an initiative to be recommended to the Task Force. The intent was to narrow the range of initiatives so as to maximize chances of success in dealing with the problem.

These initiatives or mechanisms were grouped into three general areas: a) those affecting the number of persons going to jail or prison; b) those affecting the length of stay; and c) those that increase the capacity of facilities.

A wide variety of options were given lengthy consideration during a number of meetings by Task Force members. The options considered were:

Type of Intervention	Option
A. Options Affecting Number Going In	<ol style="list-style-type: none"> 1. Non-incarcerative sentencing <ol style="list-style-type: none"> a. Decriminalization b. Community service and restitution 2. Reduce detention population through revised bail practices 3. Defer sentencing until space is available 4. Media and public education 5. Jail population analysis and technical assistance
B. Options Affecting Length of Stay of Those Incarcerated	<ol style="list-style-type: none"> 1. Intensive supervision program 2. Emergency release 3. Good time 4. Expanded community placement 5. Clemency 6. Sentence review for disparity
C. Options to Increase Capacity	<ol style="list-style-type: none"> 1. Finance the renovation — expansion of facilities 2. Harden capacity — Establish population limits 3. Temporary capacity expansion 4. Additional regional correctional facilities 5. Staff training

In addition to detailed data analysis conducted on each possible option, the Task Force also took into consideration in its deliberations what measures have been taken to date to deal with the overcrowding problem. For instance, at the local jail level, 16 counties are currently in some stage of increasing their institutional capacity. At the state level, the Department of Corrections is moving to add the legislatively authorized 2,880 new cells. However, since this construction will not be completed until 1986-1988, the Department has taken numerous steps to attempt to temporarily ease the overcrowding problem. The greatest temporary relief has come from the acquisition of modular housing units placed in prison facilities. Also storage and basement areas have been converted to cell space wherever possible, and the Department initiated double-celling of inmates in June 1981 and as of November 1984 had 5,552 inmates double-celled, plus over 1,000 in dormitory and modular housing.

The Task Force also considered three legislative issues that are affecting or will affect correctional populations and capacities. Two of these, the introduction of sentencing guidelines and mandatory sentencing laws are expected to cause further increases in commitment rates. This will result in further prison population growth. A comparison of past sentencing practices and potential practices under the sentencing guidelines and the mandatory sentencing law indicates that by 1990 there could be a 43 percent increase in the present state prison population.

The Task Force had to also consider a third legislative issue which will increase prison cell capacity. In the Spring of 1982, the Legislature appropriated monies for new construction and renovation of Department of Corrections facilities. This appropriation will increase capacity in the state system by 2,880 cells.

In its deliberations to identify and narrow the potential options/initiatives, the Task Force had to consider a variety of program, policy and political issues. Each successive meeting of the Task Force and Steering Committee continued to re-evaluate recommendations with the goal of planning for a systems approach with a variety of options to contain the correctional population.

APPENDIX C

INITIATIVES WHICH WERE ANALYZED AND DELIBERATED IN DETAIL BUT REJECTED AS FINAL RECOMMENDATIONS

Many of the list of possible options to alleviate overcrowding would require the commitment of sizeable resources. Therefore, there was a need for the Task Force to sort through these options and select a balanced approach to solving the overcrowding problem. In most instances, it was clear which options should be recommended and those that should not. However, several proved to be more of a problem:

A. Emergency Release (ER)

The emergency release option was discussed and studied in great detail before the decision to not include it as a recommended initiative. This option would require a population limit, a "cap." When this limit is exceeded, inmates would be released according to a pre-designed plan of priorities. Data analysis was conducted which demonstrated that the impact of only evoking emergency release one time would be short term as the incarcerated population would be likely to return to previous levels within several months. For instance, analysis showed that such an emergency release policy providing for the release of inmates within 30 days of their minimum, would reduce the Department of Corrections inmate population by less than 3 percent (as of December 31, 1983). Since most of these inmates would have been released in another month, the population would return to previous levels in a month. Thus, for longer term impact, emergency release would have to be "triggered" repeatedly. An additional difficulty with the option is the need to define the capacity of each institution, when it is likely that capacity has already been exceeded.

The most disturbing issue to the Task Force was that unlike any other recommendation they made, emergency release promoted none of the objectives of correction systems, i.e., rehabilitation, retribution, incapacitation, deterrence. ER simply relieves institutional pressures without attempting to gain anything from the inmate.

Emergency release is, or has been, used in about 17 states. However, many of these states have not used ER long enough to evaluate its effectiveness or desirability. Of the five state (Connecticut, Illinois, Michigan, Oklahoma, South Carolina) ER plans we examined in detail, two have been terminated, one by the judiciary and one by the Legislature. Of the three remaining states, one has only used ER once, one has used it with very little success, and the remaining state (Michigan) has what is probably the most well-known plan and has three years of experience using ER.

As with most states using ER, Michigan was moved to take action out of fear of court action. Corrections administrators and legislators did not want court action that could prove to be less desirable than ER. Michigan had considered many actions similar to initiatives considered by Pennsylvania's Overcrowding Task Force. Some were abandoned due to the political climate at the time. A ballot referendum for a bond issue to finance new construction was soundly defeated. Also, stricter sentencing laws had been recently passed, including elimination of good time. However, good time was eventually reinstated in 1982.

Michigan has had its Overcrowding Emergency Powers Act (EPA) since 1980. Many of the other states with early release programs have used this act as a blueprint. The Michigan Act has four steps.

1. If prison population exceeds rated design capacity for 30 consecutive days, a Corrections Commission certifies that fact to the Governor and also that all other administrative options have been used.
2. The Governor then declares an emergency and reduces all minimums by 90 days. The Parole Board then considers this new parole eligible group.
3. If this first 90-day reduction does not lower population to 95 percent of rated capacity, another 90-day reduction is enacted.
4. The emergency is rescinded as soon as the Corrections Commission certifies that the population is at or below 95 percent of capacity.

Michigan's Emergency Powers Act was meant to be a short-term solution. It should be noted that inmates not paroled retain the sentence reductions awarded during emergency release. Given the frequency of use (nine times as of November 1984), some prisoners have had very generous sentence reductions. For example, a five-year minimum could be reduced to three years.

This can contribute to significant inequities in time served for similar offenses between those that benefitted from sentence reductions under EPA and those that were incarcerated after a state of emergency ceased to exist.

Though the Act was not intended to be a long-term solution to prison overcrowding, the lack of effective, more permanent system solutions has led to the EPA being triggered numerous times to effectively reduce prison populations. The first time it was used, approximately 600 Michigan inmates were released, but since the pool of eligible inmates has shrunk due to the frequency of use, only 200-300 inmates will be released under the current declaration.

As mentioned previously, Michigan adopted a new good time policy in 1982. This was at least partially due to concern that the EPA has been overused. Michigan has also used sentencing guideline adjustments to combat overcrowding.

In summary, it appears Michigan's use of ER was at least partly due to political climate and was never intended to become a long-term policy. Michigan has eventually adopted some other policies similar to some of the initiatives being recommended by our Task Force. In fact, the EPA is currently under close review by the Michigan Governor and he has stated that, primarily due to concern for public safety, he will not sign another order under EPA declaring a state of emergency pending further study. Our Task Force has rejected ER, but if other measures are not adopted and successfully implemented, ER may become the only other option.

B. Executive Clemency

Another example of an option that was considered but is not included in the final list of recommended initiatives is the use of executive clemency. This option pertains to the authority of the Governor to commute sentences. When a sentence is commuted, an inmate may be released earlier than anticipated, usually to parole supervision. In some states, clemency has been used regularly as an early release mechanism.

The use of clemency would particularly affect inmates in the Department of Corrections sentenced to life imprisonment. This lifer population has been an increasingly larger portion of the total prison population and now accounts for approximately 10 percent of the population. The following data shows the year end lifer population for years 1976 through 1983:

1976	1977	1978	1979	1980	1981	1982	1983
650	707	756	826	878	962	1,074	1,195

Therefore, it could be assumed that the Department of Corrections' population could be reduced significantly by increasing the use of clemency for these individuals.

There has been considerable discussion regarding lifers due to the present Administration's less frequent use of commutation. The only way a life prisoner can be released is through a commutation of his life sentence; this commutation essentially sets a minimum sentence, and upon completion the lifer can be considered for parole. The present commutation policy has curbed releases of lifers; prior to 1979 there were about 30 commutations per year for lifers and since 1979 there has only been on average about one per year.

Though this policy has contributed somewhat to the increased lifer population, the major cause seems to be an increase in lifers committed. From 1960 through 1970, the average number of lifers committed per year was 25.4. From 1970 through 1980, this average rose to 77.7 per year. In 1981, 1982 and 1983, there were over 100 lifers committed each year.

The following data which presents the percentage of all defendants processed for criminal homicide who were given life sentences, traces this increase.

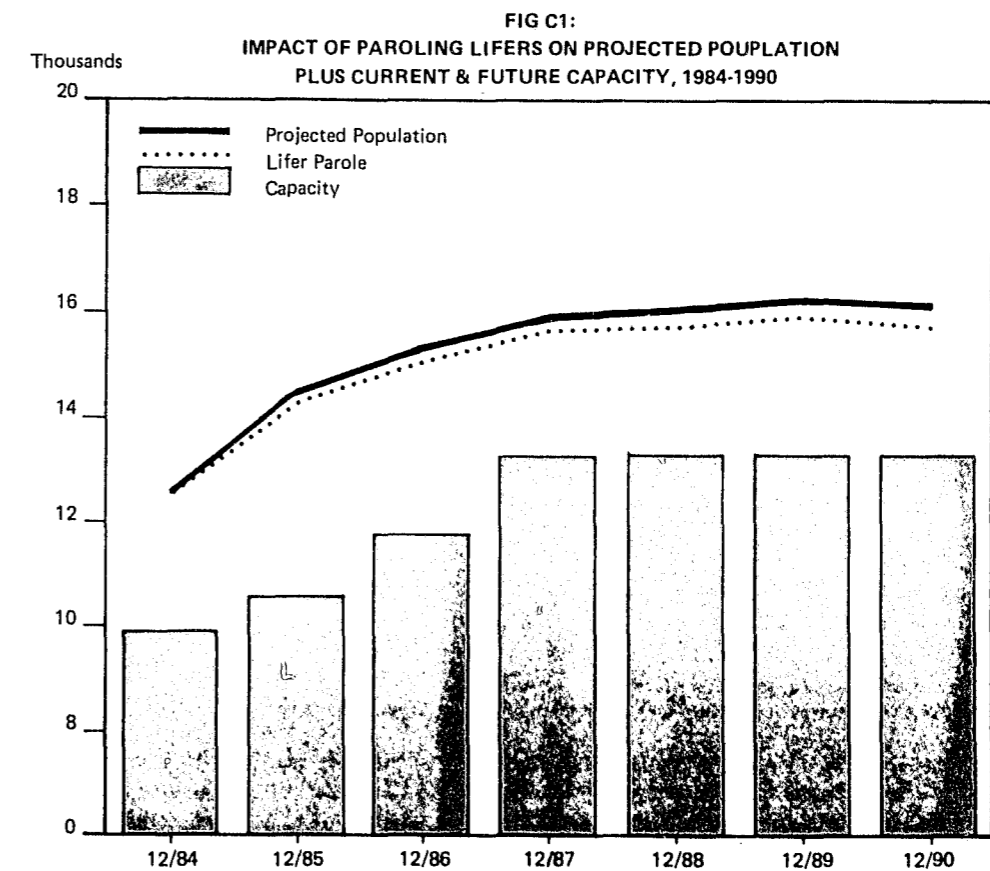
Percent of Criminal Homicide Defendants Receiving Life Sentences						
1970	1972	1973	1978	1979	1980	1981
2.7%	5.6%	3.2%	25.2%	18.5%	30.9%	28.9%

A continuation of this increased use of life sentences and the very limited use of commutation can only lead us to believe that the lifer population in the Department of Corrections will continue to grow. If present practices and policies continue, it is expected that the lifer population would exceed 2,000 by 1990 and would reach 3,300 in the year 2000.

However, data analysis indicates that most of these lifers have to date served a relatively short period of time and that even if we were to commute and parole those having served at least 15 years (the expected minimum time to be served prior to parole based on past practice), we would only decrease the Department of Corrections population by less than 1 percent. However, as the lifer population continues to grow, the impact of a policy of

release after 15 years would also grow. For example, in 1990 the Department's population could be reduced by 2.5 percent and by as much as 9 percent in the year 2000.

Figure C1 demonstrates the relatively small impact that a revised clemency policy would have on the state inmate population in the near future.



C. Mental Illness

Another subgroup affecting both the Department of Corrections and county jail populations is the mentally ill inmate. There are two categories in this subgroup; those legally committable under Act 143 to forensic care, and those unable to participate in correctional programs, but not legally committable to forensic care. Approximately 6 percent of the correctional population are in these two categories: 2 percent are considered committable and 4 percent are not committable, but need mental health services.

After much deliberation by the Task Force, it was concluded that, although this is an important issue which needs to be addressed, it is more of an inmate management problem than an overcrowding problem. There was consensus that the PCCD Mental Health/Corrections Task Force should continue to monitor the progress being made toward the recommendations in the 1981 *Report of the Corrections/Mental Health Task Force* (the Task Force appointed by Attorney General Harvey J. Bartle III).

D. Sentencing Guidelines

A final initiative that received detailed analysis and discussion was the potential for revisions to the state's sentencing guidelines. Sentencing guidelines were promulgated by the Pennsylvania Commission on Sentencing and adopted by the General Assembly on April 23, 1982. The guidelines are designed to serve as a benchmark for the court to consider when sentencing for felonies and misdemeanors committed on or after July 22, 1982. The guidelines numerically assess the seriousness of the prior record of a defendant (Prior Record Score) and the gravity of the current conviction (Offense Gravity Score). A Sentence Range Chart (grid) provides ranges of suggested minimum sentences for each combination of Prior Record Score and Offense Gravity Score.

Ultimately, this issue was deferred for possible future consideration because neither the Sentencing Commission nor the Task Force thinks that we have sufficient data with which to make intelligent revisions to the guidelines. Thus, before this initiative can be seriously considered as a mechanism to alleviate overcrowding, more experience is needed with the guidelines. Another concern of the Task Force is that revision of the guidelines would undermine the efforts of the Sentencing Commission and the Legislature to create a set of consistent and fair standards.

APPENDIX D

DEPARTMENT OF CORRECTIONS FACILITIES

DEPARTMENT OF CORRECTIONS FACILITIES

Facility	12/31/84 Population	Capacity	Percent of Capacity	Year Built
SCI Camp Hill	2,158	1,574	137%	1941
SCI Dallas	1,634	1,213	135%	1960
SCI Graterford	2,476	2,040*	121%	1929
SCI Huntingdon	1,950	1,370	142%	1889
SCI Muncy	427	345	124%	1920
SCI Pittsburgh	1,552	1,130	137%	1882
SCI Rockview	1,647	1,260	131%	1915
SRCF Greensburg	482	254	190%	1969
SRCF Mercer	460	304	151%	1978
Waynesburg	37	48**	77%	—
Community Service Centers	303	325	93%	—
TOTAL	13,126	9,863	133%	—

* (-66) Trailer beds to be discontinued at year end.

** Eventual capacity will be 144. Due to current security limitations, the capacity is rated at 48.

It should be noted that a former State Correctional Institution in Philadelphia (Eastern) with a capacity of 952 was closed in April of 1970. In December 1965, the General Assembly had authorized the construction of a new facility to replace the antiquated Eastern. However, due to community opposition in the area and a declining state inmate population, Eastern was closed without a replacement facility being constructed.

APPENDIX E

STATE CORRECTIONAL INSTITUTIONS — AUTHORIZED CAPACITY ADDITIONS

STATE CORRECTIONAL INSTITUTIONS — AUTHORIZED CAPACITY ADDITIONS

End of Year	Additions	Expected Capacity Changes	Expected On-Line Date	Expected Capacity by End of Year
1983	None	None	Not Applicable	9,619
1984	Waynesburg YDC	48 ¹	N/A	
	SCIG (Trailer beds)	(-66) ²	Dec.	
	Modular Units	312	...	
	SCIP	(-40) ⁵	...	
	SCIR	(-10)	...	9,863
1985	Waynesburg YDC	12 ¹	Jan.	
	Greensburg*	150	Apr.	
	Dallas*	198	Aug.	
	Mercer*	80 ³	Oct.	
	CSC's	115 ⁴	1985	
	Modulars	276	1985	
	SCIP	(-150) ⁵	Oct.	10,544
1986	Retreat*	500	Aug.	
	Cresson*	500	Sep.	
	Waynesburg YDC	84 ¹	1986	
	Mercer*	100 ³	1986	11,728
1987	Smithfield*	500	Oct.	
	Graterford*	500	Dec.	
	Frackville*	500	Sep.	13,228

¹ Capacity for 144 inmates, however, capacity will not be fully utilized until legislative approval for a fence around the facility's perimeter. In the meantime, only certain low-risk offenders will be housed on a gradual series of steps.

² Trailer beds are to be discontinued by end-of-year.

³ Additions are in two phases: 80 by 10/85 and another 100 in 1986.

⁴ Three new CSCs (85 beds) and one expansion (30 beds).

⁵ Capacity will be reduced from the current 1,170 to 980 when planned renovations are completed.

* Facilities comprising the mandatory sentencing statute authorization, although Retreat includes an additional 150 cells approved after the original authorization.

APPENDIX F

DRAFT EARNED TIME LEGISLATION

AN ACT

"An Act to create a system of earned time credits for inmates serving state sentences in State Correctional Institutions, Regional Correctional Facilities and County Jails; to provide correctional administrators and officers with a population management and control tool; and to provide inmates with an incentive to abide by the rules and regulations established by the Commissioner of Corrections."

Section 1.0. Any inmate serving a state sentence (as defined by a maximum term of two years or more) imposed by the Court of Common Pleas shall, upon obedience of institutional rules and regulations, be awarded earned time credit at a rate of six days per month, to be deducted from the minimum term of incarceration imposed by said Court of Common Pleas.

Section 1.1. Any inmate under sentence of death, serving a life term or serving a mandatory minimum sentence shall be excluded from earned time provisions unless the original sentence has been commuted by the Board of Pardons, and such commutation has resulted in the setting of a new minimum term. In such cases, earned time credits will be awarded on the new minimum term.

Section 1.2. Any inmate serving a state sentence on or after the effective date of this Act, except as noted in Section 1.1, shall be awarded earned time credits. In addition, earned time credits shall be awarded retroactively for a period of up to one year from the effective date of the Act; providing good behavior during that period. Earned time credits will be pro-rated where applicable.

Revocation of Earned Time

Section 2.0. An inmate who is charged, and upon completion of a due process hearing, is found guilty of a Class I Misconduct, shall forfeit six months (30 days) of earned time credit. An inmate who is charged and found guilty of a second Class I misconduct shall forfeit one year (60 days) of earned time credit.

Section 2.1. An inmate charged with a Class II misconduct shall forfeit one month of earned time for the first offense, two months for the second, and three months for the third. For a fourth Class II offense, the penalty shall be that of a first Class I misconduct as enumerated in Section 2.0. For a fifth offense, the penalty shall be that of a second Class I misconduct.

Section 2.2. Any earned time forfeited through a due process misconduct hearing cannot be reinstated.

Parole

Section 3.0. The Parole Board shall consider for parole any inmate who has reached his earned time eligible release date. The earned time release date will be treated as a minimum term release date.

APPENDIX G

DEPARTMENT OF CORRECTIONS CAPACITY AND INITIATIVES IMPACT 1985-1992

DEPARTMENT OF CORRECTIONS CAPACITY AND INITIATIVES IMPACT 1985-1992

	12/85	12/86	12/87	12/88	12/89	12/90	12/91	12/92
1. Dept. of Corrections Capacity	10,544	11,728	13,228	13,228	13,228	13,228	13,228	13,228
2. Population-Continued Present Practices and Policies	14,415	15,232	15,819	15,981	16,183	16,116	16,012	15,879
Percent of Capacity	136%	129%	119%	120%	122%	121%	120%	119%
3. Population-Implement All Task Force Initiatives	12,656	13,160	13,525	13,552	13,658	13,570	13,466	13,338
Percent of Capacity	119%	112%	102%	102%	103%	102%	101%	100%
A. Impact of Earned Time (Reduction in ADP)	894	1,158	1,345	1,470	1,554	1,579	1,585	1,588
B. Impact of Intensive Parole (Reduction of ADP)	475	502	522	528	534	532	529	524
C. Impact of Pre-Release (Reduction in ADP)	390	412	427	431	437	435	432	429

APPENDIX H

EXAMPLE DRIVING UNDER THE INFLUENCE ALLOCATION

**TABLE H1:
DUI ALLOCATION BY COUNTY**

Counties	83-84 FY DUI ADP	Funding at \$7,500 per DUI ADP	Funding at \$1.6 million Total Award Prorated	Month End Populations	Capacity	Percent of Capacity
Adams	4.9	\$ 37,750	\$ 27,860	47	55	85.5
Allegheny	9.3	69,750	52,870	551	649 (530)*	(104.0)*
Armstrong	1.4	10,500	7,960	41	59	69.5
Beaver	2.4	18,000	13,640	83	113	73.5
Bedford	.2	1,500	1,140	43	57	75.4
Berks	5.5	41,250	31,270	315	387	81.4
Blair	3.4	25,500	19,330	77	89	86.5
Bradford	...	...	...	33	26	126.9
Bucks	12.0	90,000	68,220	292	307	95.1
Butler	8.9	66,750	50,600	73	97	75.3
Cambria	3.1	23,250	17,620	129	168	76.8
Cameron	...	...	...	4	5	80.0
Carbon	2.2	16,500	12,510	29	68	42.6
Centre	3.5	26,250	19,900	42	48	87.5
Chester	10.2	76,500	58,000	404	587	68.8
Clarion	1.4	10,500	7,960	15	48	31.3
Clearfield	9.9	74,250	56,280	96	114	84.2
Columbia	.7	5,250	3,980	38	36	105.6
Crawford	4.2	31,500	23,880	51	76	67.1
Crawford	7.9	59,250	44,910	51	75	68.0
Cumberland	6.2	46,500	35,250	105	106	99.1
Dauphin	16.5	123,750	93,800	322	341	94.4
Delaware	12.0	90,000	68,220	548	550	99.6
Elk	.4	3,000	2,270	3	19	15.8
Erie	10.3	77,250	58,560	204	276	73.9
Fayette	.2	1,500	1,140	63	82	76.8
Forest	...	...	...	...	...	...
Franklin	5.0	37,500	28,430	88	130	67.7
Fulton	...	...	...	...	...	...
Greene	3.3	24,750	18,760	19	27	70.3
Huntingdon	1.7	12,750	9,660	22	33	66.7
Indiana	2.9	21,750	16,490	50	64	78.1
Jefferson	3.0	22,500	17,060	25	54	46.3
Juniata	.7	5,250	3,980	27	24	112.5
Lackawanna	6.9	51,750	39,230	164	178	93.8
Lancaster	10.7	80,250	60,830	302	308	98.1
Lawrence	1.7	12,750	9,660	60	77	77.9
Lebanon	7.3	54,750	41,500	137	159	86.2
Lehigh	9.0	67,500	51,170	271	319	85.0
Luzerne	5.5	41,250	31,270	269	245	109.8
Lycoming	9.5	71,250	54,010	104	117	88.9
McKean	1.4	10,500	7,960	22	57	38.6
Mercer	4.0	30,000	22,740	58	62	93.5
Monroe	1.0	7,500	5,690	39	56	69.6
Montgoe	1.2	9,000	6,820	71	73	97.3
Montgomery	7.6	57,000	43,210	392	410	95.6
Montour	.2	1,500	1,140	35	36	97.2
Northampton	4.5	33,750	25,580	243	233	104.3
Northumberland	7.7	57,750	43,770	139	127	109.4
Perry	1.2	9,000	6,820	12	12	100.0
Philadelphia	9.3	69,750	52,870	3,647	2,889	126.2
Pike	.2	1,500	1,140	17	18	94.4
Potter	1.3	9,750	7,390	10	15	66.7
Schuylkill	3.0	22,500	17,060	87	100	87.0
Snyder	.2	1,500	1,140	17	26	65.4

Somerset	4.9	36,750	27,860	46	57	80.7
Sullivan	...	...	...	...	...	...
Susquehanna	1.1	8,250	6,250	12	22	54.5
Tioga	1.3	9,750	7,390	21	28	75.0
Union	.8	6,000	4,550	20	25	80.0
Venango	2.3	17,250	13,080	35	51	68.6
Warren	6.5	48,750	36,950	36	59	61.0
Washington	1.8	13,500	10,230	119	127	93.7
Wayne	.8	6,000	4,550	16	25	64.0
Westmoreland	1.7	12,750	9,660	73	76	96.1
Wyoming	.7	5,250	3,980	8	10	80.0
York	12.8	96,000	72,770	312	329	94.8
TOTAL	281.4	\$2,110,450	\$1,600,000	10,684	11,096	96.3
					(10,977)*	(97.3)*

* Allegheny County has 530 inmate limit set by federal court.

APPENDIX I

TASK FORCE MEMBERSHIP

PRISON AND JAIL OVERCROWDING TASK FORCE

Membership Listing

Mr. James Alibrio
Manager, Management Information
Division
Pennsylvania Board of Probation and
Parole
3101 North Front Street
Harrisburg, Pennsylvania 17120
(717) 787-1006

Mr. Arthur C. Amann
Chief Adult Probation Officer
Erie County Adult Probation
Department
Erie County Courthouse
Third Floor, West Wing — Room 9
Erie, Pennsylvania 16501
(814) 452-3333

Mrs. Charlotte S. Arnold
Executive Director
THE PROGRAM for Female
Offenders, Inc.
Penn Liberty Plaza
1520 Penn Avenue
Pittsburgh, Pennsylvania 15222
(412) 281-7380

Honorable Jay R. Bair
York County Commissioner
1 West Market Way
York, Pennsylvania 17401
(717) 848-3301, Ext. 303

Mr. Larry E. Baxter
Counselor
Dauphin County Prison
501 Mall Road
Harrisburg, Pennsylvania 17111
(717) 558-1100

Mr. David S. Bayne
Secretary, Board of Pardons
9th Floor, Harrisburg Building 2
333 Market Street
Harrisburg, Pennsylvania 17120
(717) 787-2596

Dr. Alfred Blumstein*
Chairman, Pennsylvania Commission
on Crime and Delinquency
Carnegie-Mellon University
Pittsburgh, Pennsylvania 15213
(412) 578-2175

Mr. John J. Burke
Director, Bureau of Supervision
Pennsylvania Board of Probation and
Parole
3101 North Front Street
Harrisburg, Pennsylvania 17120
(717) 787-6209

Honorable Ralph J. Cappy
Judge, Court of Common Pleas
Room 529, Allegheny County
Courthouse
Pittsburgh, Pennsylvania 15219
(412) 355-7165

Honorable Eugene H. Clarke, Jr.
Judge, Court of Common Pleas
City Hall
Philadelphia, Pennsylvania 19107
(215) 686-1776

Honorable Walter W. Cohen*
Secretary, Department of Public
Welfare
Room 333, Health and Welfare
Building
Harrisburg, Pennsylvania 17120
(717) 787-2600

Honorable Robert E. Colville
District Attorney
Allegheny County Courthouse, Room
303
Pittsburgh, Pennsylvania 15219
(412) 355-4403

Mr. Francis V. Crumley
Chief Probation Officer
Bucks County Probation Office
P.O. Box 821
Doylestown, Pennsylvania 18901
(215) 348-0313

Mr. Rendell A. Davis
113 Tiffanie Avenue
5500 Coastal Highway
Ocean City, Maryland 21842

Honorable Alphonso Deal
House of Representatives
Room 320, South Office Building
Harrisburg, Pennsylvania 17110
(717) 783-1946

Honorable Alfred J. DiBona, Jr.
Judge, Court of Common Pleas
City Hall
Philadelphia, Pennsylvania 19107
(215) 686-1776

Mr. Martin Dorph
Assistant Vice President
Chemical Bank
20 Pine St., 13th Floor
New York, New York 10005
(212) 820-5000

Professor Donald W. Dowd
Professor of Law
Villanova University
Villanova, Pennsylvania 19085
(215) 645-7073

Mr. Francis Filipi
Chief, Criminal Justice Agencies and
Appeals Section
Attorney General's Office
15th Floor, Strawberry Square
Harrisburg, Pennsylvania 17120
(717) 787-4591

Honorable D. Michael Fisher**
Senate of Pennsylvania
Room 172, Main Capitol Building
Harrisburg, Pennsylvania 17120
(717) 787-5839

Mr. William F. Forbes
Pennsylvania Board of Probation and
Parole
3101 North Front Street
Harrisburg, Pennsylvania 17120
(717) 783-8185

Honorable Abraham J. Gafni*
Court Administrator
Supreme Court of Pennsylvania
1414 Three Penn Center Plaza
Philadelphia, Pennsylvania 19120
(215) 496-4546

Mr. David Gearhart
Administrative Assistant to the Deputy
Commissioner
Department of Corrections
P.O. Box 598
Camp Hill, Pennsylvania 17011
(717) 787-7480

Dr. John Goldkamp
Associate Professor
Department of Criminal Justice
Temple University
551 Gladfelter
12th and Berk
Philadelphia, Pennsylvania 19122
(215) 787-1375

Ms. Ann M. Goolsby
Superintendent
State Correctional Institution at Muncy
P.O. Box 180
Muncy, Pennsylvania 17756
(717) 546-3171

Mr. George F. Grode
Deputy Secretary for Policy and
Planning
Office of the Governor
Room 506, Finance Building
Harrisburg, Pennsylvania 17120
(717) 787-2086

Honorable Lois Sherman Hagarty
House of Representatives
Room 315, Main Capitol Building
Harrisburg, Pennsylvania 17120
(717) 783-2063

Honorable Ruth B. Harper
House of Representatives
Room 617, Main Capitol Building
Harrisburg, Pennsylvania 17120
(717) 787-3541

Royal D. Hart*
Director of Investigations
Judicial Inquiry and Review Board
1407 Imperial Drive
Aliquippa, Pennsylvania 15001
(215) 496-4574

Ms. Kay Harris
Assistant Professor
Temple University
547 Gladfelter
12th and Berk
Philadelphia, Pennsylvania 19122
(215) 787-5167

Mr. Doug Hill
Executive Director
County Commissioners Association
17 North Front Street
Harrisburg, Pennsylvania 17101
(717) 232-7554

Mr. Robert S. Hurst
President, FOP Lodge 5
1336 Spring Garden Street
Philadelphia, Pennsylvania 19123
(215) 923-6960

Honorable K. Leroy Irvis
House of Representatives
Speaker of the House
Room 139, Main Capitol Building
Harrisburg, Pennsylvania 17120
(717) 787-4610

Mr. Fred W. Jacobs*
Chairman, Pennsylvania Board of
Probation and Parole
3101 North Front Street
Harrisburg, Pennsylvania 17120
(717) 787-5100

Mr. Glen R. Jeffes*
Acting Commissioner
Department of Corrections
P.O. Box 598
Camp Hill, Pennsylvania 17011
(717) 787-7480

Mr. Edward Keller
Executive Director
Council 13, AFSCME
500 City Towers
301 Chestnut Street
Harrisburg, Pennsylvania 17101
(717) 236-4051

Mr. Richard Kipp
President, County Chief Probation
Officers' Association
Lehigh County Courthouse
P.O. Box 1548
(455 Hamilton Street)
Allentown, Pennsylvania 18105
(215) 820-3138

Mr. Gene E. Kramer
Director, Bureau of Probation Services
Pennsylvania Board of Probation &
Parole
3101 North Front Street
Harrisburg, Pennsylvania 17120
(717) 787-7461

Dr. John Kramer*
Executive Director
Pennsylvania Commission on
Sentencing
P.O. Box 1200
State College, Pennsylvania 16801
(814) 863-2797

Honorable Lee R. Lehman
District Justice, Lebanon County
Chairman, District Justice Legislative
Committee
325 South Railroad Street
P.O. Box 408
Palmyra, Pennsylvania 17078
(717) 838-8151

Mr. Ian H. Lennox
President, Citizens Crime Commission
of Philadelphia
1518 Walnut Street, Suite 500
Philadelphia, Pennsylvania 19103
(215) 546-0800

Benjamin Lerner, Esquire
Public Defender
121 North Broad Street
Philadelphia, Pennsylvania 19107
(215) 568-3190

Honorable Richard A. Lewis*
Dauphin County District Attorney
P.O. Box 1109
Harrisburg, Pennsylvania 17108
(717) 255-2770

Mr. William Long
Chief Probation Officer
York County Courthouse
28 East Market Street
York, Pennsylvania 17401
(717) 848-3308

Warden Gary Lucht
Erie County Prison
139 West Fifth Street
Erie, Pennsylvania 16503
(814) 452-3333

Frank J. Madey, Esquire
Public Defender
Lehigh County Courthouse
P.O. Box 1548
Allentown, Pennsylvania 18105
(215) 820-3157

Dr. Joseph F. Mazurkiewicz
Superintendent
State Correctional Institution at
Rockview
Box A
Bellefonte, Pennsylvania 16823
(814) 355-4874

Mr. Raymond P. McGinnis
Pennsylvania Board of Probation and
Parole
3101 North Front Street
Harrisburg, Pennsylvania 17120
(717) 787-5100

* Steering Committee Member

** Appointed Task Force and Steering Committee Chairman in January 1985.

* Steering Committee Member

Mr. Richard F. Moore
Director, Criminal Justice
Coordinating Commission
City of Philadelphia
121 North Broad Street - Second Floor
Philadelphia, Pennsylvania 19107
(215) 686-7112

Mr. James G. Morgan, Jr.
Solicitor
District Justices' Association
111 North Front Street
Harrisburg, Pennsylvania 17108
(717) 234-4121

Honorable Warren G. Morgan
Judge, Court of Common Pleas
Dauphin County Courthouse
Market Street
Harrisburg, Pennsylvania 17101
(717) 255-2702

Honorable Robert N. Nix, Jr.
Chief Justice
Supreme Court
1515 Three Penn Center Plaza
Philadelphia, Pennsylvania 19107
(215) 496-4559

Mr. David O'Curkis
Budget Analyst
Governor's Office of the Budget
7th Floor, Strawberry Square
Harrisburg, Pennsylvania 17120
(717) 787-1088

Honorable Joseph F. O'Kicki
Judge, Court of Common Pleas
Cambria County Courthouse
Ebensburg, Pennsylvania 15931
(814) 472-5440, Ext. 406

Honorable Michael A. O'Pake*
Senate of Pennsylvania
Room 543 - Main Capitol Building
Harrisburg, Pennsylvania 17120
(717) 787-8925

Mr. David Owens
Superintendent of Prisons
8201 State Road, N.E.
Philadelphia, Pennsylvania 19136
(215) 335-8202

Mr. Charles C. Pagana
Director of Community Services Div.
Department of Corrections
P.O. Box 598
Camp Hill, Pennsylvania 17011
(717) 787-7499

Honorable Jeffrey E. Piccola
House of Representatives
Room 21-A, Main Capitol Annex
Harrisburg, Pennsylvania 17120
(717) 787-4751

Honorable Lawrence Prattis
Judge, Court of Common Pleas
City Hall
Philadelphia, Pennsylvania 19107
(215) 686-1776

Honorable Ernest D. Preate, Jr.
District Attorney
Lackawanna County Courthouse
Scranton, Pennsylvania 18503
(717) 961-6717

Mr. John A. Reese
President, Pennsylvania Chiefs of
Police Association
Municipal Building
500 Wyoming Avenue
Kingston, Pennsylvania 18704
(717) 288-3674

Honorable Edward G. Rendell
District Attorney
1300 Chestnut Street, 8th Floor
Philadelphia, Pennsylvania 19107
(215) 875-6402

Honorable David P. Richardson, Jr.
House of Representatives
Room 319, South Office Building
Harrisburg, Pennsylvania 17120
(717) 787-3181

Mr. William B. Robinson
Manager, National Criminal Justice
Programs
Mellon Stuart Company
One North Shore Center
Pittsburgh, Pennsylvania 15212
(412) 323-4664

Warden Larry Roth, Jr.
Montgomery County Prison
President, Wardens' Association
35 East Airy Street
Norristown, Pennsylvania 19401
(215) 272-2380

Mr. Walter G. Scheipe
Pennsylvania Board of Probation and
Parole
3101 North Front Street
Harrisburg, Pennsylvania 17120
(717) 787-5445

Honorable Anthony J. Scirica**
U.S. District Judge, Eastern Dist.
5614 U.S. Courthouse
Philadelphia, Pennsylvania 19106
(215) 597-2399

Honorable Edmund B. Spaeth, Jr.
Superior Court Judge
2102 Old Federal Courthouse
Ninth and Market Streets
Philadelphia, Pennsylvania 19107
(215) 351-5803

Mr. Warren H. Spencer
P.O. Box 664
Meade Street
Wellsboro, Pennsylvania 16901

Honorable Michael Stiles
Judge, Court of Common Pleas
City Hall
Philadelphia, Pennsylvania 19107
(215) 686-4406

Mr. James A. Strazzella
Professor
Temple University School of Law
1719 North Broad Street
Philadelphia, Pennsylvania 19122
(215) 787-8971

Honorable David W. Sweet*
House of Representatives
Room 600, Main Capitol Building
Harrisburg, Pennsylvania 17120
(717) 787-3569

Mr. Hermann Tartler
Director, Bureau of Pre-Parole
Board of Probation and Parole
3101 North Front Street
Harrisburg, Pennsylvania 17120
(717) 787-5684

Warden Arthur M. Wallenstein*
Bucks County Department of
Corrections
138 South Pine Street
Doylestown, Pennsylvania 18901
(215) 348-6746

Honorable R. Stanton Wettick, Jr.
Administrative Judge, Family Division
Allegheny County Courthouse
Pittsburgh, Pennsylvania 15219
(412) 355-5953

Mr. Harry E. Wilson
Director, Special Services Division
Department of Corrections
P. O. Box 598
Camp Hill, Pennsylvania 17011
(717) 787-7512

* Steering Committee Member

** Chairman, Task Force and Steering Committee until resignation from the Task Force in January 1985.

END