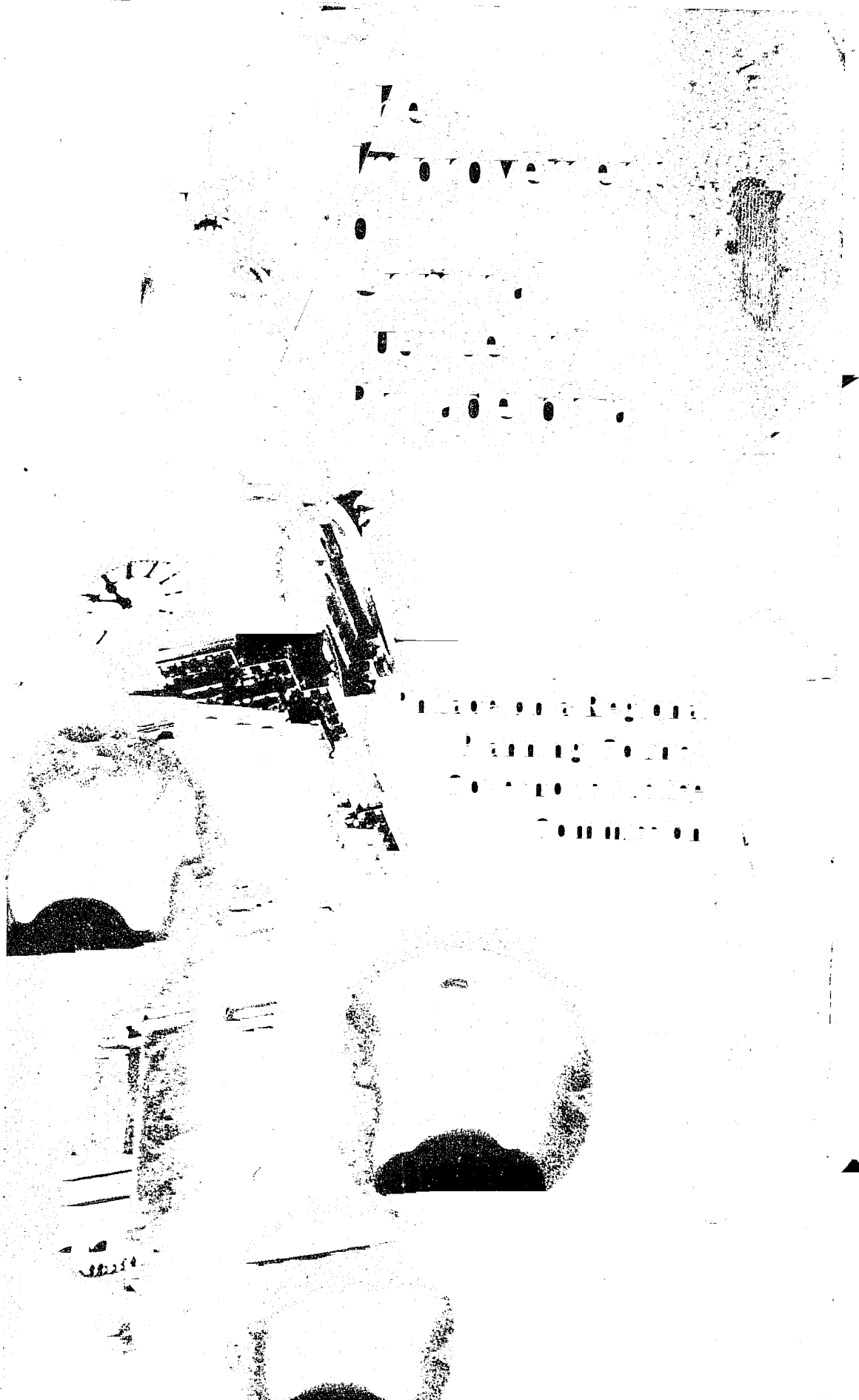


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**THE IMPROVEMENT OF  
CRIMINAL JUSTICE IN PHILADELPHIA —  
A REPORT TO THE PEOPLE**

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\*Mr. Snavelly is now Executive Director, Pennsylvania Governor's Justice Commission. Mr. Braybrook is now with the Arizona Criminal Justice Planning Agency. The new Regional Director is Ms. Yvonne Haskins. The new Director of Planning is Mr. Richard Moore.







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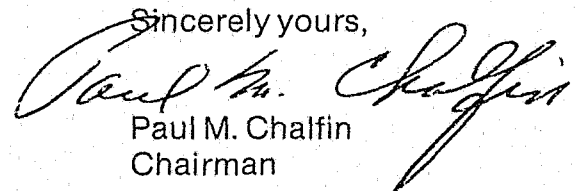
Dear Citizens:

It gives me great pleasure to forward to you "The Improvement of Criminal Justice in Philadelphia - A Report to the People." This document describes the activities and accomplishments of the Philadelphia Regional Planning Council over the past five years

The programs our Regional Council has sponsored with Crime Control Act funding have had wide impact on the criminal justice system in Philadelphia: initiation of bail reform and improved bail services; substantial innovations in probation services; new rehabilitation alternatives for adult and juvenile offenders; development of an integrated criminal justice management information system; encouragement of new police deployment strategies in high crime areas; initiation of new programs in neighborhood crime prevention; creation of a number of youth service centers; and the development of a City Youth Services Commission. These are just a few of the Council's major accomplishments.

The Philadelphia Regional Council and the Governor's Justice Commission can take pride in the role they have played in contributing to the development of an improved system of justice in our City. Nevertheless, this is only a beginning and much remains to be done. We pledge our continued dedication to this task.

Sincerely yours,

  
Paul M. Chalfin  
Chairman



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TO: Honorable Paul M. Chalfin, Chairman, and  
Members of the Philadelphia Regional Council

FROM: John T. Snively, Esquire  
Regional Executive Director

SUBJECT: The Improvement of Criminal Justice in Philadelphia - A Report to the people

After many unanticipated delays, I am pleased to present the first comprehensive report of our Council's progress in improving criminal justice in Philadelphia since the establishment of the Philadelphia Regional Planning Council in 1969.

The Report chronicles the history of criminal justice planning under Council auspices from its inception through November 30, 1973. At this point most of the Council's 1973 Plan had been implemented. The remaining aspects were waiting receipt of applications under development. The Report includes the "General Statement of Problems and Needs" and the program budget allocations from the 1974 Plan. (see Chapter IV and Chapter V.)

Chapter I answers many questions frequently asked with regard to Council history, structure and context of operation. Chapter II gives an overview of crime trends in Philadelphia generally. This information is given through 1972, as the 1973 data wasn't then available for analysis. Unfortunately, the Report does not reflect information from our new mandatory evaluation programs. These were not received until later. Next Year's Report will reflect the wealth of information contained in the evaluations, and this data is expected to improve the focus of the planning effort immeasurably.

Wherever possible in the Report, we have attempted to contrast Council program objectives with currently developing national standards in criminal justice.

This Report is only a first step in developing a truly professional framework for criminal justice planning in Philadelphia. Much more needs to be done and will be done.

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## INTRODUCTION

In 1967 the President's Commission on Law Enforcement and the Administration of Justice concluded that "there is much crime in America, more than is reported, far more than is ever solved, far too much for the health of the nation." This finding paralleled the growing fear in the nation that crime was increasing at an alarming pace, while public agencies charged with combating it were lagging far behind. While the crime problem was getting worse, our system of dealing with it was remaining fragmented, underfinanced, and was growing ever more overloaded.

The President's Commission recommended a sweeping overhaul of our entire apparatus for administering criminal justice, from police to prosecution, judiciary and corrections. In addition to improving the operations of the component agencies of the criminal justice system, specific attention was urged to solve a number of growing problems; drug abuse, organized crime, juvenile delinquency, and drunkenness. States and localities were called upon to determine in a more rational way their goals for upgrading criminal justice and their means for reaching them. One basic recommendation of the Commission was that every state and city should create an agency with the responsibility for planning improvements in criminal justice administration.

In 1968 the Congress of the United States passed the Omnibus Crime Control and Safe Streets Act which created a new agency, the Law Enforcement Assistance Administration (LEAA) to make federal funds available to states. The Congress found that ". . . crime is essentially a local problem that must be dealt with by state and local governments if it is to be controlled effectively."

The Omnibus Crime Control Act provided for "**bloc grants**" to the states in order to support both the planning of criminal justice improvements and for action programs to carry them out. In addition, a portion of the federal appropriation to LEAA each year is reserved for **federal discretionary grants** that are used to support model programs for future adoption throughout the country. The bloc grants are apportioned in line with a state's population. In order to qualify for its share of federal bloc grant funds a state must submit an annual **comprehensive plan** for improving criminal justice. The plan is to outline the present system for administering justice, the shortcomings of the system, and the special problems and needs of the system. The plan must also outline the amount of federal LEAA funds allocated to programs designed to treat identified problems.

The Act provided further that the Governor of each state establish a state-wide planning agency (SPA) to administer the bloc grant of Safe Streets Act funds received by the state, and to produce the annual comprehensive plan required of the state to receive these funds. In Pennsylvania the state planning agency designated by Governor Milton J. Shapp is the Governor's Justice Commission. The Commission develops Pennsylvania's annual comprehensive criminal justice plan, establishes priorities for the improvement of criminal justice, for combating crime and juvenile delinquency, and administers the LEAA grant-in-aid program to assist criminal justice agencies in effecting needed change. The Commission is aided in this process by eight Regional Planning Councils appointed by the Governor to represent local government and citizen interests; to determine local priorities for improvements in law enforcement and criminal justice; to prepare regional components of the State-wide comprehensive plan, and to review and make recommendations to the Commission for approval or disapproval of local applications for Safe Streets Act funds. Each Regional Council is supplied with a planning staff to aid it in accomplishing these tasks.

In Philadelphia the Governor's appointed Regional Planning Council is the Philadelphia Regional Planning Council, chaired by the Honorable Paul M. Chalfin, Judge of the Court of Common Pleas. The Council consists of 53 members appointed by the Governor. As required by the Crime Control Act, amended in 1973, 51% of the Council members are locally elected officials.

The purpose of this report is to provide, for the Philadelphia Regional Planning Council and the public, an overview of Council accomplishments since the program began in Philadelphia. Specifically, this report deals with:

- The history of the Regional Council, how the Council is constituted and the resources that have been available to it;
- A description of trends of crime and delinquency in Philadelphia over the past decade;
- The priorities against which the Council has placed its resources and the results produced by the programs that have been funded;
- A general statement of problems and needs; and the Council program budget for 1974.

## SUMMARY

From mid-1969 through November, 1973, the Philadelphia Regional Planning Council and the Pennsylvania Governor's Justice Commission have approved or certified the award of \$29,164,850 in Safe Streets Act funds to Philadelphia recipients. The funds awarded consisted of: \$21,878,773 of Part C Action funds and Part E funds (specially earmarked for the improvement of the Corrections System) and \$7,286,077 in federal or state discretionary (Part C) funds.

For 1974, the Region has been allocated another \$7,007,911 from Pennsylvania's Part C bloc grant and \$1,104,929 in Part E funds. These funds, together with a small portion of remaining 1973 funds, will be awarded in 1974. No estimate of federal or state discretionary funds expected for 1974 is possible, since this amount will depend on the number of applications filed and amounts awarded.

## PRIORITIES

Critics of the Omnibus Crime Control Act implementation take the position that too much effort has been devoted to improving the criminal justice system and not enough has been done to reduce crime in the streets. These critics do not recognize the fact that, as United States Chief Justice Warren Burger has said, "The criminal justice system has been suffering from a long period of deferred maintenance."

The Omnibus Crime Control Act of 1968 cannot be deemed a cure for the social ills that underlie crime. The Act does aim at innovation, demonstration and improvement of the law enforcement and criminal justice process.

In Philadelphia, before crime could be reduced, the criminal justice system had to be brought into the 20th Century. In the face of such a situation, the Philadelphia Regional Planning Council has emphasized the upgrading of the criminal justice system—prosecution, courts and corrections—as a prerequisite to crime reduction programs. More recently, priority objectives have been expanded to include an aggressive program in community based crime and delinquency prevention. In summary, principal objectives have been to:

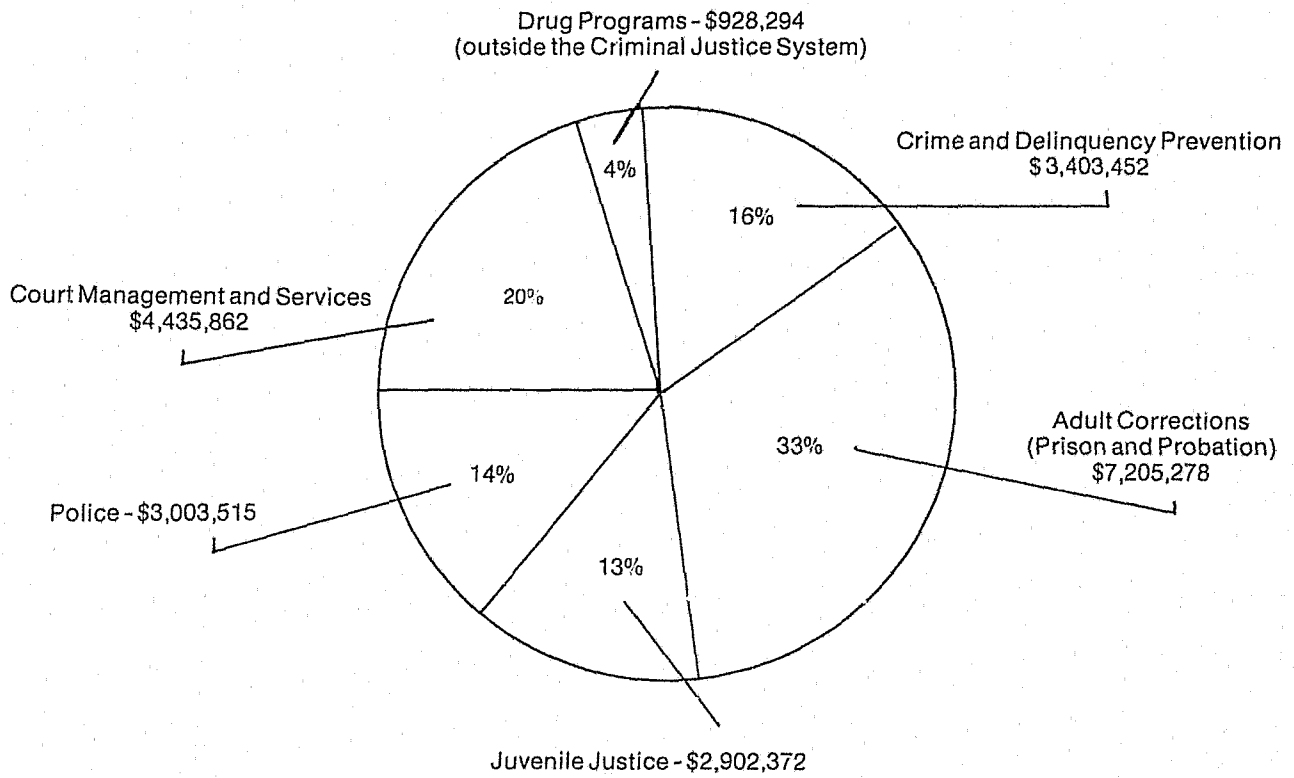
- Upgrade the quality of the adult correction system—both prisons and probation, and expand rehabilitative alternatives;
- Expand efforts to prevent juvenile delinquency, improve the juvenile justice system, and increase juvenile rehabilitative alternatives;
- Develop and encourage programs of community crime prevention;
- Upgrade the quality of police technology, operations and training;
- Improve functioning of the courts, prosecution and defense;
- Institute bail reform;
- Establish programs for the diversion of minor adult offenders from the formal judicial process into rehabilitative alternatives;
- Reduce the problem of drug abuse;
- Improve management through improved collection, dissemination and utilization of criminal justice information throughout all components of the system;
- Encourage planning and research within major components of the criminal justice system;
- Analyze the extent of serious crime, and street crime in particular, on a demographic basis in order to utilize law enforcement and crime prevention resources in geographic areas of greatest need.

The "pie charts" on the two succeeding pages illustrate the program emphasis of LEAA funding in Philadelphia since 1969. Figure A illustrates proportionate award of funds to Philadelphia by the Governor's Justice Commission from bloc grant funds allocated to the Regional Planning Council. Figure B illustrates the programmatic distribution of state and federal discretionary grants awarded as an augmentation to the Region's allocation of funds. Since state discretionary grants have been minimal, this latter pie chart (B) principally reflects the proportionate emphasis of the federal discretionary awards direct from LEAA Washington.



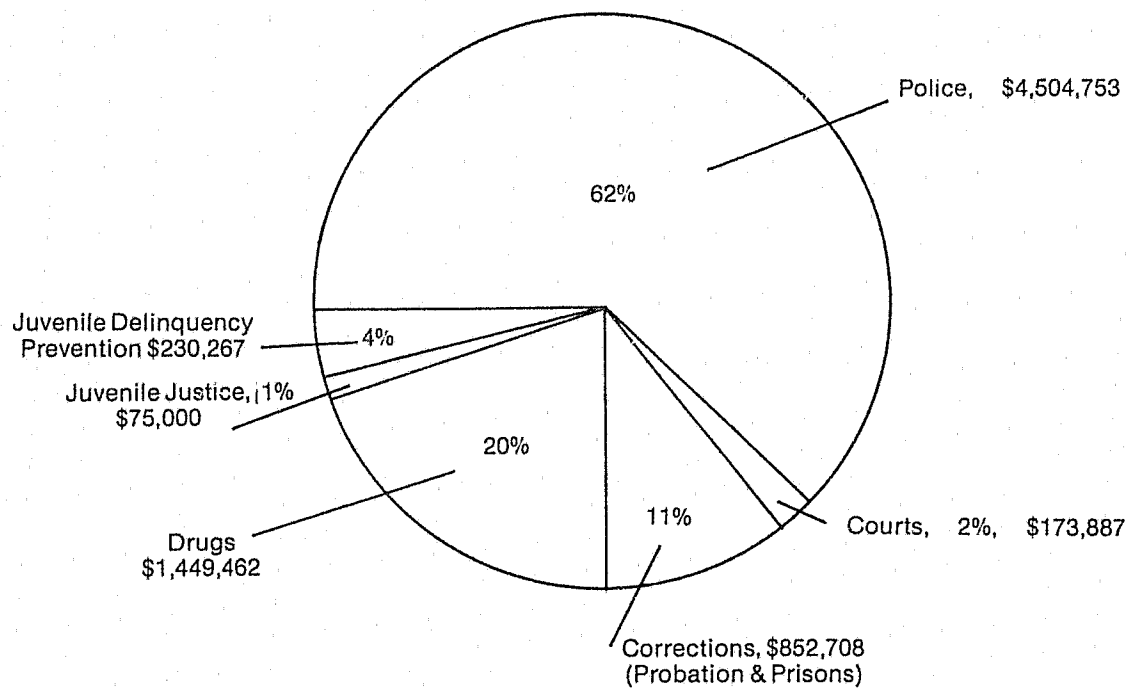
Figure A

Philadelphia Regional Planning Council  
Awards of Part C Action Funds and Part E Corrections Funds  
1969 - November 30, 1973



Total - \$21,878,773

**Figure B**  
**Award of**  
**Federal and State Discretionary Funds**  
**1969 - November 30, 1973**



Total - \$7,286,077

## ACCOMPLISHMENTS

The Philadelphia Regional Planning Council can take pride in a number of major accomplishments since 1969. These include:

- Major innovation in adult probation services: decentralization of probation services to community level; emphasis on job counseling and job placement; intensive supervision and special treatment of recidivists and other high-risk offenders, and improved caseload management techniques;
- Diversion of youthful offenders into rehabilitative alternatives through the Counseling and Referral Services Unit of the Family Court.
- Development and funding of a City-wide Youth Services Commission;
- Greatly expanded programs of drug treatment, social services, vocational and mental health services for inmates and expanded recruit and in-service training for staff in the Philadelphia prisons;
- Specialized police training, especially community relations and narcotics training;
- Development of a new, highly sophisticated police communications system utilizing closed-circuit television to facilitate police training and policy dissemination; to expedite arrest screening, police booking and identification, and hopefully to facilitate preliminary arraignment and screening of arrests;
- Funding of a criminal justice information management and retrieval system that, when fully implemented, will be among the most advanced in the nation;
- Bail reform, including initiation of the court-operated 10% Cash Bail System;
- Support of pre-arrest screening to eliminate defective cases and to reduce waste of court manpower, time and resources;
- Establishment of Research and Planning Units in the Probation Department, the Family Court and in the Philadelphia prisons;
- Improved fiscal management and personnel practices;
- Expanded use of volunteers and community resources by prisons and probation;
- Support for specialized services for women and girl offenders;
- Development with the City of an office for the City-wide coordination and planning of drug and alcohol abuse programs (CODAAP);
- Development and support of the ARD program to divert adult first-offenders from the formal court process into rehabilitative alternatives;
- Greatly expanded use of arbitration as an alternative to private criminal complaint to reduce court backlog;
- Completion of the first demographic analysis of crime in Philadelphia for the purpose of determining incidence of crime per capita throughout the City and to advance the concept of deployment of police and other resources to geographic areas of highest serious crime incidence.
- Funding of the Consortium Study of Philadelphia's Criminal Justice System (1972) at the request of President Judge D. Donald Jamieson and the Citizens Committee for the improvement of Justice, with continuing review and implementation of many of the study's major recommendations.

During the last two years, Council objectives expanded beyond the improvement of the criminal justice system to the encouragement of programs attacking specific major crimes such as burglary and robbery, and toward street crime prevention. Preliminary reports on LEAA funded specific crime oriented police strike forces in West and North Central Philadelphia are particularly encouraging. (See Chapter IIIA - "Improving the Police")

In recognition of the pressing need for widened programs of street crime prevention, the Council, in November 1972, established a special task force, the Community Crime Prevention Committee, which is charged with the development of programs to reinforce crime-deterrent activities at the neighborhood level.

Increased emphasis on specific-crime oriented planning and an in-depth analysis of where crime is occurring, what type it is, when it occurs and who are its victims, is planned for the future. Monitoring of the impact of police strike forces funded to reduce specific serious crime problems in areas of high crime incidence and review of the "downstream" disposition of persons arrested for these serious crimes will be continued by a special Crime Analysis Team operated under the Managing Director's Office. A "Specific-Crime Plan" is expected to be issued shortly by this group, which is funded by LEAA federal discretionary funds. Coordination of this effort with long-range efforts to improve the Philadelphia criminal justice system will be accomplished by the Regional Planning Council.

In 1972, serious crime in Philadelphia dropped 4.5% from the level of the year before. Police Uniform Crime Reports for 1973 show that, although serious crime in the nation increased by 5% in 1973, serious crime in Philadelphia continued downward by another 4%. Even more optimistically, certain serious crimes were down even more. Robbery was down 12.7%, burglary down 11.3%, and larceny down 5.5%. Murder (up 4.1%), aggravated assault (up 8.3%), auto theft (up 8.4%), and rape (up 18%) - increased. Murder and aggravated assault are substantially contributed to by gang warfare, domestic conflict and community tensions. The dramatic increase in rape is yet unexplained. Nevertheless, it appears from Police Uniform Crime Reports that the increase in a number of serious crime categories is being brought under control. However, the Council was greatly disheartened to learn that a Bureau of the Census Survey of victimization in the five largest cities, including Philadelphia, released by the National Criminal Justice Information and Statistical Service, Law Enforcement Assistance Administration, on April 15th, indicated that actual crime is between two and three times as frequent as these official Police UCR figures. More disturbing was the fact that, in Philadelphia, the survey indicated actual crime was perhaps five times the amount of crime officially reported.

Since the LEAA victimization survey was accomplished by the Bureau of the Census using its statistical techniques generally regarded to be accurate within a 1% error factor, there is strong likelihood that the findings of the survey are correct. This leads to two possible inferences which may be derived from the study, both of which are equally disturbing. Either Philadelphia citizens are twice as apathetic about the criminal justice system than citizens in the other major cities, resulting in their failure to report 4/5 of the crime that occurs in Philadelphia to the Police, or statistical methods used by the Philadelphia Police Department classify the crimes reported as less serious than characterized by the citizen, or perhaps classify much of crime reported by citizens as no crime at all. The Regional Council will attempt to determine which of these possibilities, or both, may account for the drastic inconsistency in the official Police reporting vs. the LEAA-Bureau of the Census Survey.

Nevertheless, we can be optimistic that the availability of such knowledge and the availability of a professional criminal justice planning structure, neither of which were available to Philadelphia a few years ago, will enable the Council to eventually find the solution to Philadelphia's serious crime problems.



## **CHAPTER I**

### **THE PHILADELPHIA REGIONAL PLANNING COUNCIL**



# **CHAPTER I**

## **THE PHILADELPHIA REGIONAL PLANNING COUNCIL**

### **A SHORT HISTORY OF THE PHILADELPHIA REGIONAL PLANNING COUNCIL**

The concept of comprehensive planning for law enforcement and criminal justice in Philadelphia began with the formation of a nine-member Law Enforcement Planning Council in October, 1966. This came about as the result of the recommendations of a special committee to review the criminal justice system appointed by Mayor James H.J. Tate, of which David F. Maxwell, Esq. was Chairman. The Maxwell Committee noted that the responsibility for law enforcement was divided between the Executive and Judicial Branches of the City government, while funding was provided by the Legislative Branch. The Committee also noted that the separate law enforcement agencies proceeded with planning and action without coordination among or between them. At that point in time, the receipt of federal funds for the improvement of law enforcement was foreseen, but it was confidently anticipated that such funds would be channeled directly to City government. The Philadelphia Law Enforcement Planning Council began operation in June, 1968, with a staff of four, but its life was short.

The final form of the Omnibus Crime Control and Safe Streets Act of 1968 was a disappointment to the Maxwell Committee. Rather than funneling money directly to the cities as anticipated, the Act provided that federal bloc grant funds for law enforcement would be channeled through a State agency, charged with State-wide planning, to be designated by the Governor. On July 31, 1968, Governor Raymond Shafer designated the Pennsylvania Crime Commission as the official State planning agency to administer Federal funds allocated under the Omnibus Crime Control Act.

In April, 1969, the Governor appointed 21 Philadelphians to a Regional Planning Council for planning in the criminal justice field. The Honorable Frank J. Montemuro, Administrative Judge of the Family Court, was named Chairman. Also in April, the Philadelphia Law Enforcement Planning Council terminated business. The existing staff was retained by the new Council.

In April, 1970, Governor Shafer created the Pennsylvania Criminal Justice Planning Board with a substantially increased representation of local government members, and the administration of the Omnibus Crime Control Act was transferred to that Board. With the change of State Administration in January, 1971, Governor Milton J. Shapp renamed the Board the Governor's Justice Commission on March 5, 1971, the name by which it is known today. In August, 1971, Governor Milton J. Shapp appointed the present Chairman of the Council, the Honorable Paul M. Chalfin, Judge of the Court of Common Pleas.

As of January 2, 1974, with the appointment of a number of new Council members by Governor Shapp, the body increased in size to 52 members.

## **COUNCIL STRUCTURE**

The Council has developed its own by-laws which govern its structure. The by-laws provide for the following officers: Chairman, Vice-Chairman, Secretary and Treasurer and provide for an Executive Committee which consists of the Chairman of the Council, the other officers, the Chairmen of all standing committees, two other members of the Council appointed by the Chairman, and all former Chairmen who are members of the Council. The by-laws provide for appointment of Council members to Council Committees by the Council Chairman. In addition, by-laws allow the Chairman to broaden representation on committees by appointing a limited number of non-council-member appointees.



Five basic standing committees (task forces) representing Police, Courts, Corrections, Juvenile Justice and Community Crime Prevention are integral to the Council structure. A special Drug Programs Coordinating Committee was named in October, 1971, to review drug programs. The Community Crime Prevention Committee is the most recent, having been appointed in November, 1972.

Task forces provide special expertise in their areas of concern. Task forces review all plans and projects that fall within their area of concern prior to presentation to the full Council. Two task force Chairmen are the heads of criminal justice agencies; a third is chaired by the former Court Administrator, now a Common Pleas Judge. The Juvenile Justice Task Force and the Community Crime Prevention Task Force are chaired respectively by a Judge of the Superior Court (formerly Judge of the Juvenile Court of Philadelphia) and a Common Pleas Judge.

The Chairman of the Corrections Task Force is also Chairman of the Special Drug Programs Coordinating Sub-Committee.

The Philadelphia Regional Planning Council is supported by a two-part staff, the Regional Staff of the Governor's Justice Commission, operating under the Regional Director appointed by the Chairman of the Governor's Justice Commission, and a Planning Staff which operates under a Chief Planner. The Regional Director reports to the Governor's Justice Commission through the Chairman, Philadelphia Regional Planning Council. The Chief Planner reports to the Chairman directly in matters of planning and through the Regional Director for administrative matters. This unique structure provides close coordination of State and local planning objectives.

Evaluation is managed by the State-wide Evaluation Management Unit of the Governor's Justice Commission. A surcharge is placed on every action subgrant in order to fund as part of that grant an independent contractor for evaluation of the project. The Evaluation Management Unit, which has an office located with the Regional Council, is responsible for supervising the performance of the contract evaluators.

## **COMPREHENSIVE PLANNING PROCESS**

Each year Philadelphia Region, as with each of the State's eight regions of the Justice Commission, must prepare an annual plan for allocation of Safe Streets Act funds during that year. Philadelphia Region now awards funds on a fiscal year basis concurrent with the annual budget cycle of the City of Philadelphia. The annual plan of the Philadelphia region identifies the problems of law enforcement and criminal justice in the City and establishes objectives for improvement. This is accomplished by Council planners working with criminal justice agency officials to identify problems and then presenting a summary of these problems to Regional Council task force committees.

Along with the problem survey and analysis, council planners recommend objectives for expenditure of Safe Streets funds to the Committees for their approval. A budget estimate is also developed by staff for the costs of projects recommended for funding within respective committee program areas - i.e., police, courts, etc. Problem survey, objectives, and program budget estimates from each committee then go to the Council which must consolidate this input into the annual plan. Following this, the regional plan is sent to Harrisburg and is merged into the State-wide plan of the Governor's Justice Commission. The annual plan then becomes the framework within which applications for federal funds are reviewed by the region and recommended for award of funds by the Governor's Justice Commission.

The preparation of the Philadelphia regional submission for the State Comprehensive Plan for 1972 was the first attempt at systematic criminal justice planning in Philadelphia. Definite headway was made toward comprehensive planning; among things accomplished were:

- The development of a computer-based model of the criminal justice system in Philadelphia and the measurement of flows through the system;
- Identification of information required for planning and the sources of that data;
- The orderly collection and analysis of information;
- Documentation of the problems and needs of the criminal justice system;

- The formulation of a set of "indicators" to measure changes in the system;
- Establishment of lines of communication between the planning staff and the criminal justice agencies;
- The initiation of project evaluation;
- Detailed demographic analysis of crime and delinquency in Philadelphia.

## THE PHILADELPHIA JUSTICE INFORMATION MODEL

The computer-based model of the justice system, called the Philadelphia Justice Information Model (PHILJIM) was developed in cooperation with an outside contractor, Government Studies and Systems, Inc., of Philadelphia, over a two-year period. The model provides the capability of demonstrating the effect of proposed actions within the criminal justice system. Using a set of indicators that would indicate changes—indicators being analogous to typical economic indicators that are used to measure the state of the national economy—the model permits the simulation of proposed changes.

Using a 1970 data base, the model proved useful in developing the 1972 Comprehensive Plan for Philadelphia and of even greater use in the preparation of the 1973 plan. However, several practical constraints have limited its full utilization:

- The automation of police, court and corrections systems records has not yet reached the point where complete data is readily available for all criminal justice agencies, and in appropriate form for use in the model;
- The cost of extracting and reducing data for use in the model by manual methods is too high to be cost-beneficial;
- The PHILJIM model is ahead of its time.

The planning staff has made extensive use of computer science in performing studies such as:

- The tracking through the judicial system of a sample of persons arrested in 1971;
- A sample analysis of juveniles who entered the juvenile justice system in 1971;
- The analysis of police statistics.

Recently a computer-based grant management system has been developed by the Council staff and GSS. This became operational in January, 1974.

There are a number of factors which have limited the impact of Safe Streets Act (LEAA) funding in a large metropolitan area such as Philadelphia:

- The resources available to the Regional Council are small in comparison to the annual expenditures by local government on the criminal justice system. In Philadelphia, annual expenditures for the criminal justice system are roughly \$185 million. The total annual action (LEAA) funds available to the Council is only about \$7 Million;
- At the outset of the LEAA program, many segments of the criminal justice system, as a result of tight operating budgets, were below the minimum standard for a major city. As a result, much money was used to upgrade segments of the system.
- The tendency is for a local city government to continue or expand on a traditional pattern, rather than to modify or reshape its method of operation and experiment with innovations.

## EVALUATION

A federal discretionary grant for \$69,500 was received by the Council in late 1971 for the purpose of establishing an Evaluation and Research Unit. The Unit finally got into operation in January, 1972. The grant provided for a Chief Evaluator, two assistants and a secretary.

Prior to the establishment of the Council's E & R Unit, the subject of evaluation had received much lip service but little attention—not only in Pennsylvania, but elsewhere. The unit completed the evaluation of 35 projects and, in the process, produced data of considerable value in planning. By Council policy, all projects must be evaluated prior to consideration for renewed funding.

The Council's E & R Unit was among the first to be established in the country. A considerable reservoir of experience was gained during the first year of operation. That experience contributed significantly to the advancement of the art. A new State-wide evaluation procedure adopted by the Governor's Justice Commission in February, 1973 drew heavily on the lessons learned in Philadelphia.

One fact that became clear was that the small Council unit could neither handle the workload nor did it possess all of the expertise necessary to competently evaluate all projects. Consequently, the approach was changed from one of performing evaluations in house to "management" of outside evaluators under contract. In June 1973, the process was modified to permit the hiring of outside, independent consultants as evaluators. After June 30, 1973, the Council's E & R Unit was absorbed into a State-wide evaluation management scheme directly under the Governor's Justice Commission in Harrisburg. Thereafter, independent evaluators have been hired for each project, paid for by project funds, and coordinated and managed by the new State unit.

## THE OMNIBUS CRIME CONTROL ACT OF 1968

The Omnibus Crime Control Act provides grant-in-aid funds to the various states under three separate sections of the Act:

**Part B - Planning Funds:** For the support of comprehensive planning at the State and local level;

**Part C - Action funds:** For the actual implementation of innovative or demonstrative programs to improve law enforcement and criminal justice.

**Part E - Action funds:** Earmarked specifically for improvement of the correctional system.

States must have a State Planning Agency (SPA) for the purpose of State-wide criminal justice planning and for the disbursement of these "LEAA" funds to local government. As mentioned earlier, the Pennsylvania State Planning Agency is the Governor's Justice Commission.

## PLANNING FUNDS IN PHILADELPHIA

The Omnibus Crime Control Act provides Part B Planning funds to each State in proportion to its population. The Act requires at least 40% of the Part B funds received by the State be "passed through" for purposes of local, regional planning. The formula for passing-through planning funds is left to the State. Since 1969, the Philadelphia Region has averaged 19.8% of the 40% pass-through allocated State-wide. The actual amounts of planning money received each year is shown in the table below:

Table 1-1

### Allocation of Planning Funds to the Philadelphia Regional Planning Council, 1969-1973

	Total Received by the State	40% Pass-Through	Phila. Share	% of Pass- Through
1969	\$ 882,000	\$352,660	\$ 62,419	18 %
1970	998,000	399,200	99,808	25 %
1971	1,028,000	511,200	105,600	20 %
1972	1,788,000	715,200	132,600	18 %
1973	2,432,000	972,700	185,786	19 %

## **ACTION FUNDS (PART C OF THE ACT)**

The Safe Streets Act of 1968 provides that each State shall receive a bloc grant of federal funds in proportion to its population. The Act originally provided that 75% of the action grant money be made available or "passed through to units of general local government." In an amendment effective July 1, 1972, the requirement that 75% of the action grant money be made available to local governments was replaced by what was called a "flexible pass-through" formula: "Each State shall make available to local units of government that portion of its bloc grant that corresponds to the portion of total State-wide law enforcement expenditures for the preceding fiscal year which was funded and expended by local units." Based on the "flexible pass-through" formula, using 1970 census data, the required Pennsylvania State "pass-through" to units of local government is approximately 72%. However, presently the Commission is passing through 80%.

### **TYPES OF ACTION FUNDS**

There are four categories of action funds associated with the LEAA program, which are provided under Parts C and E of the Act:

- Regional Action Funds - the local State Planning Region share of the State's bloc grant via "pass-through." These funds are provided under Part C of the Act, represent about 80% of the Pennsylvania bloc grant from LEAA, and must go to units of local government.
- State Discretionary Funds - money allocated from the remaining 20% of the total Part C bloc grant and retained by the State for State programs or programs having State-wide or multiregional impact. State discretionary funds need not be allocated to a unit of general local government but may go to private agencies. The majority of this money is disbursed to State agencies.
- Federal Discretionary Funds - Fifteen percent (15%) of the total Part C Congressional appropriation is retained by LEAA. These funds are allocated by LEAA through its federal regions or directly to the subgrantee.
- Part E Funds - established by the 1970 Amendment to the Act are designated specifically for improvement in the corrections system. These funds are granted directly to the State on the basis of population. Allocation of Part E funds to the State regions is determined by a special committee of the Governor's Justice Commission.

### **PHILADELPHIA'S SHARE OF ACTION FUNDS**

In terms of its share of Part C Regional Action Funds, Philadelphia has fared well over the years. The allocation of those funds over the past five years is shown in the following table.

It will be noted from Table 1-2 that for years 1969 and 1970, the Philadelphia Regional Planning Council was awarded, and put to use, over 99% of allocated funds. In 1971, the Council, under the provisions of a new policy which made available funds unused in other regions, received 104% of its allocation. In 1972, the Region lapsed funds. 1973 is still open with some applications still pending approval or yet to be submitted.

Philadelphia, between 1969-1973, was allocated<sup>1</sup> a total of \$20,310,953. The allocation of federal funds to the region and to Philadelphia criminal justice agencies by the Governor's Justice Commission has been generous. Unfortunately, however, funding to the State leveled off for 1974. Pennsylvania's "bloc grant" for 1974 was exactly the same as for 1973. Philadelphia's pass-through share is, therefore, exactly the same as received in 1973 or only \$7,007,911.

<sup>1</sup> "Allocated" as distinguished from awarded and based upon the "pass-through" formula discussed earlier in this Chapter. Actual awards may and generally do amount to more as Philadelphia draws on surplus allocations unspent in other regions. No state or federal discretionary funds are included in this figure.

**Table 1-2**  
**The Allocation & Awarding**  
**of Regional Action Funds**

**1969-1973**

	<b>State Bloc Grant LEAA)</b>	<b>Pass- Through</b>	<b>Philadelphia Allocation</b>	<b>Phila. % of Pass-Through</b>	<b>Actually Awarded to Phila.<sup>1</sup></b>
1969	\$ 1,427,235	\$ 890,033	\$ 157,536	18 %	\$ 156,123
1970	10,591,000	7,943,250	2,626,272	33 %	2,621,889
1971	19,532,000	15,088,470	4,834,170	32 %	5,029,308
1972	23,679,000	17,759,250	5,690,064	32 %	5,502,920
1973	27,482,000	20,611,501	7,007,911	34 %	6,638,103 <sup>2</sup>
<b>TOTAL</b>	<b>\$82,711,235</b>	<b>\$62,292,504</b>	<b>\$20,310,953</b>	<b>32.6 %</b>	<b>\$19,948,343<sup>2</sup></b>

(1) Funds are actually awarded when an application has been approved by the Governor's Justice Commission.

(2) As of December 30, 1973.

## DISCRETIONARY FUNDS

Since 1969, Philadelphia has received \$7,354, 900 in State or federal discretionary funds. The administration of discretionary grants is not a responsibility of the local Council. As a matter of protocol, most applications for discretionary grants are now presented to the Regional Planning Council for endorsement, but that endorsement does not assure either an approval or a disapproval by the Governor's Justice Commission and/or LEAA.

## PART E FUNDS

The 1970 Amendment of the Omnibus Crime Control Act established Part E funding for the purpose of upgrading correctional facilities and methods. Each state receives a bloc grant of Part E money in proportion to its population. Pennsylvania received \$2,862,000 in 1971; \$2,700,000 in 1972, and \$3,233,000 in 1973. Philadelphia received \$691,009 or 24.1% in 1971; \$501,745 or 18% in 1972; and \$670,591 or 20.7% in 1973.

Considering the facts that:

- The probation and parole workload is heavier in Philadelphia than in the rest of the State combined (over 54% of total probation and parole cases under supervision in Pennsylvania are in Philadelphia);
- Sixty-four percent (64%) of the detentioners in the entire State are confined in Philadelphia prisons;
- Forty-three percent (43%) of all sentenced prisoners in the State are in Philadelphia prisons.

Philadelphia has received considerably less Part E money than the workloads expressed above would justify until 1974. For 1974, however, the Governor's Justice Commission has substantially increased the Part E allocation to \$1,104,929 or 34.6% of the State's '74 bloc grant of \$3,233,000 in Part E funds.

## THE CONTINUATION DILEMMA

As a consequence of tight City budgets and existing City deficit, City agencies have been reluctant to assume the cost of projects initiated with LEAA funds and a larger share of new Council resources each year since 1971 has been required for continuation of these projects, some of which started as far back as 1969 and 1970. Because the availability of new LEAA funds grew faster in 1970 and 1971 than the ability to utilize new funds, the problem did not become acute until 1972. The following figures indicate the problem:

Table 1-3

Year	Funds Required to Continue All Ongoing Projects One Full Year	Funds Available
1972	\$7.2 Million	\$5.6 Million
1973	\$8.1 Million	\$7.0 Million
1974	\$9.0 Million	\$7.0 Million

In 1972 and 1973, the problem of project continuations was manipulated but not solved. By placing project funding on a fiscal year basis and permitting very little expansion, it was possible to reduce the total need for new money. To further illustrate the problem, allocation of Regional Action Funds to continuation and new projects in 1972 and 1973 was as follows: In 1972, funds for continuation projects took 71.5%, new projects, therefore, got 28.5%. By 1973 the continuation encumbrance had grown to 85% of funds available, leaving only 15% for new projects. By 1974, continuation funding requested exceeded funds allocated by more than Two Million Dollars. Contributing to this dilemma was a more than 10% inflation in local costs during 1973. As this problem compounds, less and less money is available for new programs, unless existing programs of marginal impact are reduced or defunded and unless successful programs are adopted by the City with their cost absorbed within the regular City budget.

Manipulation will no longer work. For 1974 Philadelphia subgrantees have been asked to trim continuation requests by \$2 Million in order to balance the budget of requests with LEAA funds available. Most current programs are expected to share in this reduction. In addition, evaluation efforts have been stepped up to identify programs which are a poor investment or identify these proven effective enough for the city to assume as regular budget items.

**CHAPTER II**  
**CRIME AND DELINQUENCY IN PHILADELPHIA**





## PHILADELPHIA

The City and County of Philadelphia, situated in the center of the massive industrial complex of the Eastern seaboard, is the fourth largest city in the United States. It is the hub of a metropolitan area that spans eight counties in Pennsylvania and New Jersey.

When the most recent census was taken in 1970, Philadelphia residents numbered 1,948,609. The '70 census provided statistical confirmation of the population shift out of the core city during the decade of the sixties; while the population of the surrounding metropolitan area increased by 11%, Philadelphia's population decreased by 2.6%.

Philadelphia is a cosmopolitan city embracing a wide range of social, religious and ethnic groups.

Philadelphia's economic base is broad. The total value of goods and services produced in the metropolitan area in 1970 exceeded 26 billion dollars. Total wages and salaries totaled over \$13.5 billion. The Port of Philadelphia ranks second in the nation (second only to New York City). During the first nine months of 1973 the tonnage of imports and exports in and out of Philadelphia exceeded 59 million tons. The eight-county metropolitan area produced nearly \$10 3/4 billion in retail sales in 1973. In December of 1973 the metropolitan area employed in excess of 2 million people - about one-fourth of these in manufacturing.

Unemployment is a serious and continuing problem in the inner City where population is most dense. 1972 figures estimated the unemployment rate in the metropolitan area at 5.9%, but in Philadelphia it was 7%. Unemployment among Black Philadelphians was higher than the City average - about 9.8%. The disparity in employment between the surrounding metropolitan area and Philadelphia, and between Black and White, persists.

## POPULATION DISTRIBUTION AND DENSITY

Census counts are accumulated on the basis of census blocks and tracts. Crime reporting within the City is based upon police districts of which there are 22, ranging in size from 1.05 to 26.0 square miles. In order to place population and crime figures on a common basis, 1970 census tract statistics were translated to police districts. A map showing the 22 police districts along with their populations is shown on Figure 2-1.

The general distribution of population of the City shows the Northeast and Northern sections, Germantown, Olney, and upper North Philadelphia, with the highest residential population. The lowest residential population is in center city. Center city is loosely defined as Police Districts 6 and 9, which extend from South Street north to Poplar Street, and from the Schuylkill River in the West to the Delaware River on the East.

Population density per square mile shown on Figure 2-2, is highest in the center city area which includes the highest concentration of the black population. Population density in the center city area, with the exception of the 6th District which contains the central business district, ranges from 31,321 to 47,749 persons per square mile. The population density decreases toward the Northern and Northwestern sections and is lowest in the extreme Northeast, Northwest and Southern sections of the City. The shaded areas on the maps, indicate the relative density of population throughout the City.

Some areas of the City have a distinct ethnic flavor. South and Southeast Philadelphia (1st, 3rd and 4th police districts) are inhabited by people of predominantly Italian ancestry; the Kensington area (24th district) is predominantly Irish working class; West and Southwest Philadelphia (18th and 12th districts) is mixed, heavily black in the West except for the "University City" area, and largely Irish in the Southwest. Wynnefield (19th district) is predominantly Jewish and Black. North Central (22nd, 23rd, and 26th) contains the heaviest concentration of Black population. Families of Polish and other Slavic extractions reside principally in the 25th and 26th districts. The great Northeast, districts 2, 15 and 7, is mixed - predominantly white, with a large Jewish population. Population in the central business district, district 6, is highly transient except for affluent Society Hill. The extreme Northwest, districts 5 and 14, is principally white, with many upper-income residents.

FIGURE 2-1  
POPULATION  
1970 CENSUS: 1,948,609

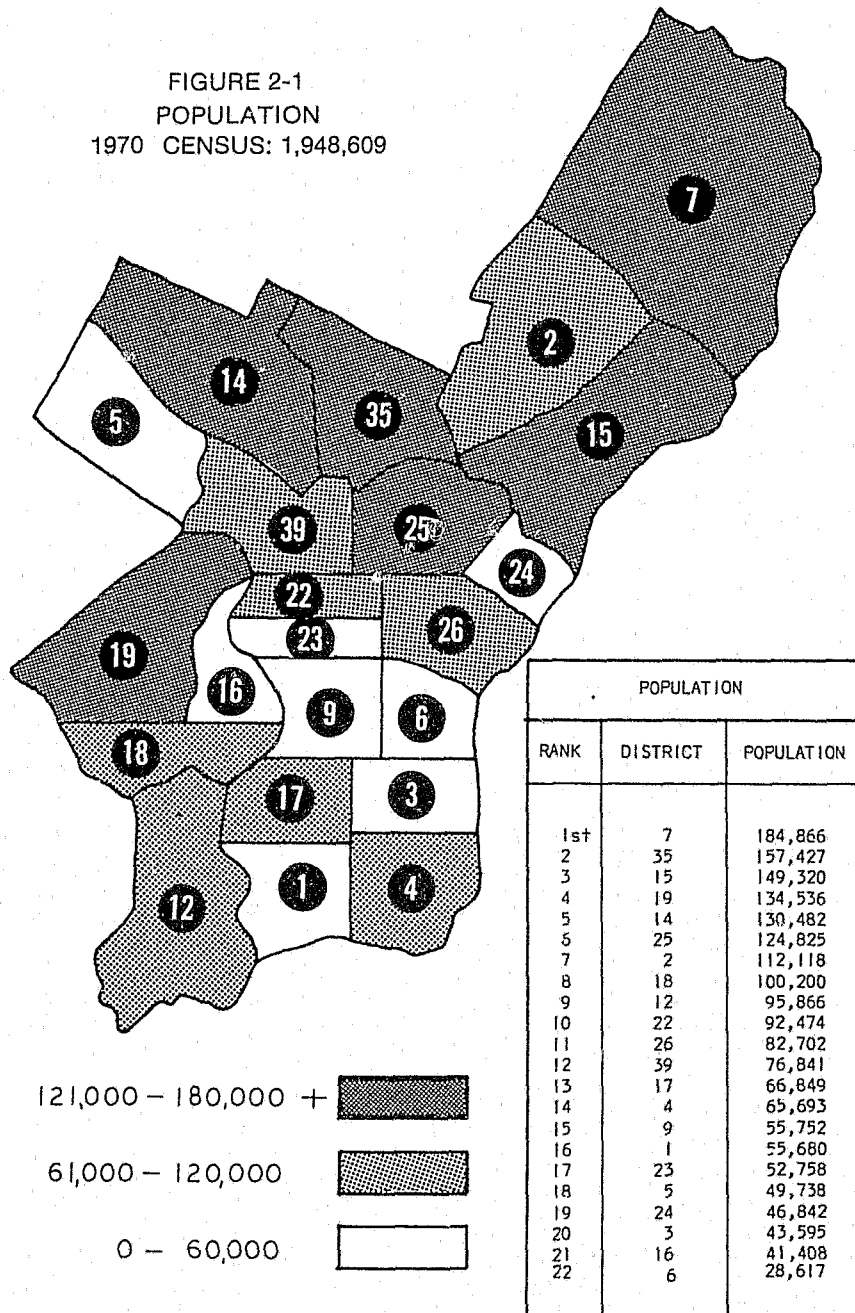
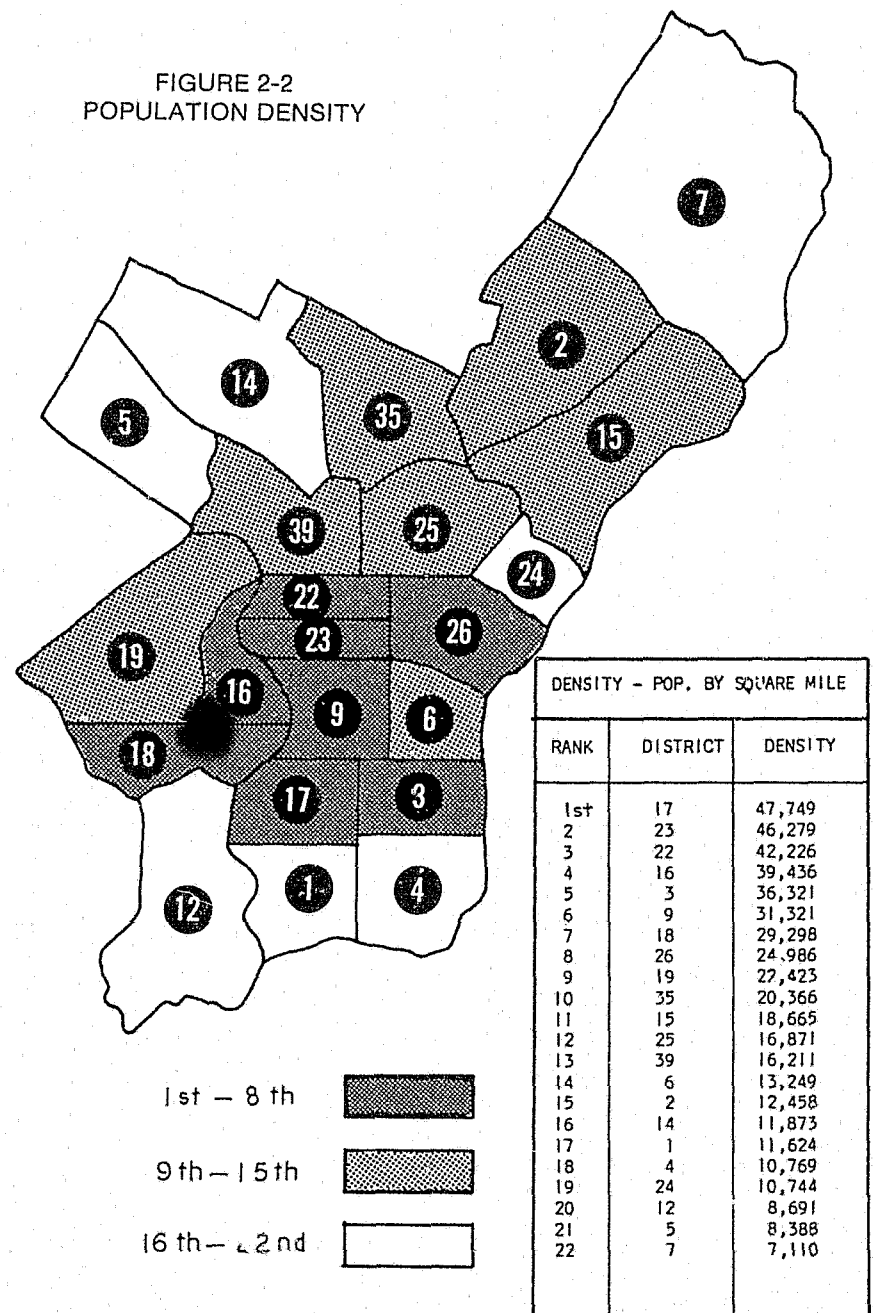


FIGURE 2-2  
POPULATION DENSITY





Further analysis of the 1970 census provides us with the following information on the ethnic composition of Philadelphia's population:

Black Philadelphians number nearly 654,000—33.6% of the City's total population.

The decreasing influx of Europeans into U.S. cities since the massive immigrations of the 1800's continues. The '70 census counted 6 1/2% of Philadelphia's population foreign-born, and 16 1/2% "first generation" natives (that is, U.S. natives one or both of whose parents were foreign-born<sup>1</sup>). These two groups make up 23% of Philadelphia's total population.

## **CRIME AND DELINQUENCY IN PHILADELPHIA DURING THE PAST DECADE 1963 - 1972<sup>1</sup>**

In the decade of the sixties, serious criminal offenses in the City of Philadelphia increased at the annual average rate of 9%, slightly less than the national average of 11%, but only about half the rate among the ten largest cities. Like other cities, the most rapid increase occurred between 1967-1971, when the annual increase in Philadelphia was 19.6%. In 1972, for the first time in six years, the number of all criminal offenses in Philadelphia actually dropped by 4.7%. During 1973 this downward trend continued by another 4%.

### **THE CRIME REPORTING SYSTEM**

The Uniform Crime Reporting Program sponsored by the Federal Bureau of Investigation provides the guideline for crime reporting in Philadelphia. Under the UCR program, crime is classified into two broad types: Part I or major crime, and Part II or minor crime. Major crimes—including murder, rape, robbery, aggravated assault, burglary, larceny (over 50 dollars) and auto theft—are commonly referred to as Index Crimes. The number of major crimes reported per 100,000 population determines the Crime Index. Effective January 1, 1973, the distinction between larceny over \$50 and larceny under \$50 was dropped. Henceforth, all larceny will be counted as Part I (Index) Crime.

For analytical purposes, major crimes are usually subdivided into **Violent Crimes Against Persons** (Murder, rape, robbery and aggravated assault) and **Crimes Against Property** (burglary, larceny over \$50, and auto theft),

Minor crimes include assaults, arson, fraud and embezzlement, vandalism, prostitution, gambling, drunkenness and narcotics offenses. Although narcotics offenses have increased rapidly over the past five years, they are still classified as minor crimes.

As shown in Figure 2-3, both reported property crime (burglary, larceny over \$50, and auto theft) and violent crime (homicide, rape, robbery and aggravated assault) have risen drastically since 1963. Property crime has increased at an average annual rate of 8.4% and violent crime at 7.9%. The most dramatic change has occurred since 1967; property crime up 14.0%, and violent crime up 14.2%.

The number of arrests made by the Philadelphia Police Department for major crimes of violence and crimes involving property are shown in Figure 2-4.

1. The information reported herein was collected in 1972 and early 1973, and thus does not reflect annual totals for 1973. As soon as annual reports for 1973 are received, the graphs and tables herein will be updated. These reports are generally not available until spring of the year following the year reported - e.g. 1973 data is not published until Spring, 1974.

# GROWTH IN REPORTED INDEX CRIMES, 1963 - 1972

Figure 2-3

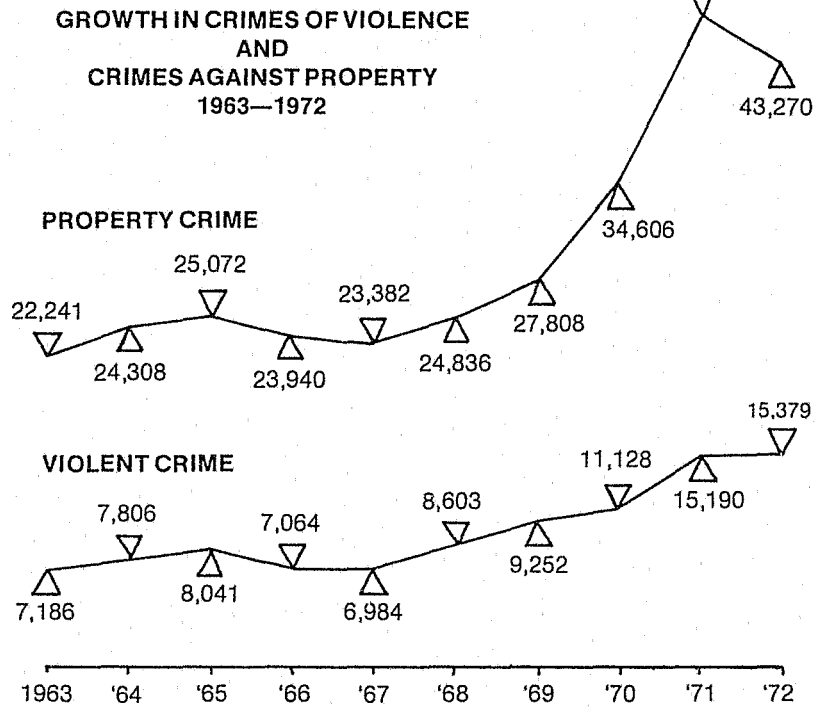
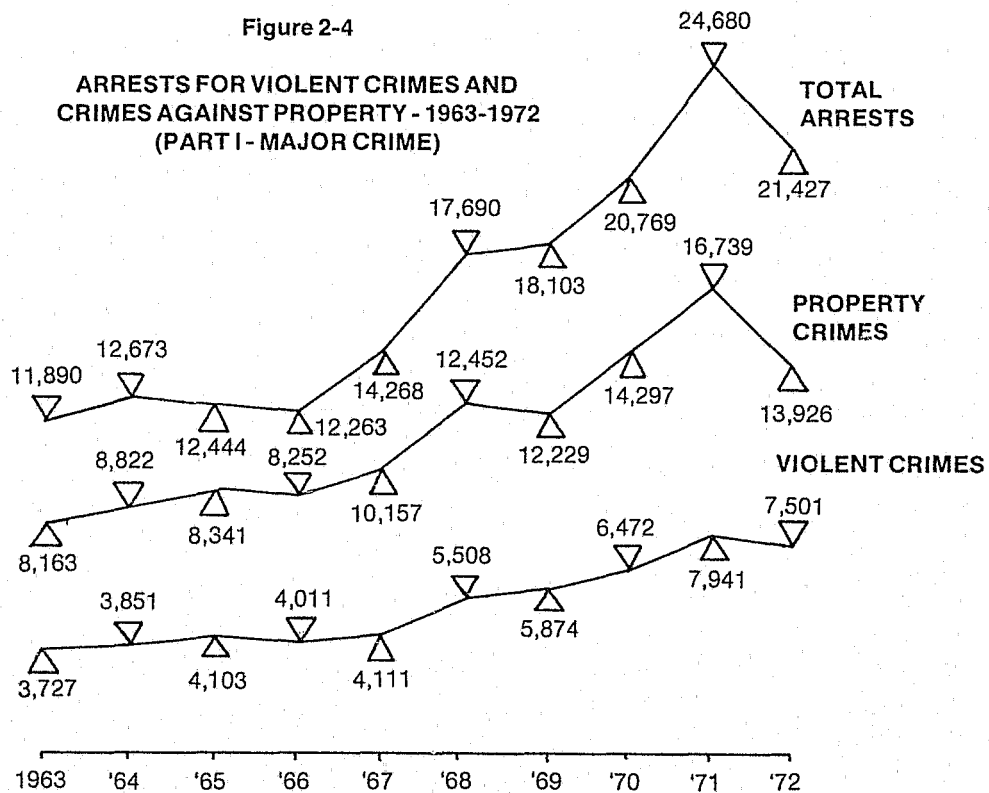


Figure 2-4



On the surface, it would appear that an increase in reported crime would result in a corresponding increase in the number of arrests. But that is not necessarily true for a number of reasons, including the deployment and strength of the force; the effect of court decisions regarding arrests, search and seizure; and arrest policies—the arrest rate did not parallel reported crime. The 'sixties brought many changes to police arrest procedures. Statistical analysis of arrest rates show those effects. The correlation between arrest rate and reported crime prior to 1970 was quite low; after 1970, the statistical correlation was high.<sup>2</sup> This suggests that since 1970, police deployment and police arrest procedures have adjusted to the new requirements and that arrest rates may be expected to follow reported crime more closely.

Pre-arrest screening by Assistant District Attorneys stationed in three Police District Headquarters has also affected arrest rates. During 1971 and '72, about 32% of all arrests were screened and about 38% were rejected. Although the quality of arrests may have improved, the rate of "booked arrests" in 1972 was down 8.5% from the previous year.

## TRENDS IN MINOR CRIME

Minor crime, or Part II crime in the Uniform Crime Reporting System (UCR) includes a wide range of offenses, ranging from minor assaults through the violation of vehicle laws. Contrary to the connotation of the word "minor", Part II covers many serious and heinous crimes, including the violation of narcotic laws. Narcotic offenses were placed under Part II from the beginning of the UCR system back in the 1930's. At that time narcotics traffic was not a major concern in law enforcement.

Part II crimes account for about 80% of all reported crime in Philadelphia and about 79% of the arrests. Many Part II arrests are for drunkenness—close to 40,000 per year. Also, the prosecution for minor crime often does not proceed past summary proceedings in the Municipal Court. Some Part II offenses, however, are felonies and are treated in the same manner as Part I major crime. Serious narcotics offenses are an example.

Part II crime in Philadelphia increased by 38% between 1963 and 1972, averaging about 4% per year. Like Part I crime, the sharpest increase occurred after 1967. Since that time, offenses involving stolen property, vandalism, weapon offenses and narcotics—especially—have increased rapidly. Many of these offenses require police investigation. Police investigation workload has increased by nearly 110% during the past three years.

## WHERE CRIME IS HAPPENING IN PHILADELPHIA

In 1971 a detailed demographic study of crime in Philadelphia was performed by the Planning staff of the Philadelphia Regional Planning Council. The full study involved the display of criminal activity and demographic characteristics on maps of the city. Altogether the study comprises 112 different maps.<sup>3</sup> For the sake of brevity, only a few of the maps are included in this report.

The reported major crimes per capita in the city in 1971 and 1972 are shown on figures 2-5 and 2-6 respectively. Figure 2-7 shows the percentage increase or decrease in crime for the same areas between 1971 and 1972.

Figure 2-7 clearly shows that while extreme northeastern Philadelphia (Districts 2 and 7) is still the safest part of the city (see rank in figure 2-6), this area's continued growth and transiency of population is bringing with it a fairly high increase in crime rate. The most dramatic increase in crime rate, however, has occurred in the 5th District, probably due to changing neighborhood characteristics in an area heretofore relatively unchanged in community composition. The 14th District shared this change along with the 5th. Interestingly, the 39th Police District took a dramatic drop in crime rate (down 19.6%) and in rank citywide (down from 3rd to 8th). The 16th on the other hand took a dramatic increase in both rate (up 9.1%) and rank (up from 6th to 3rd). South Philadelphia continued to show a crime reduction both in rank citywide and rate, particularly in the 4th District which dropped 15% in rate and from 9th to 17th of 22 in rank city-wide.

2 Rank-order coefficient of correlation prior to 1970: +.17; after 1970, +.50.

3 These available upon request from the Philadelphia Regional Planning Council, Governor's Justice Commission.

The Part I crimes of robbery and burglary (see respectively figures 2-8 and 2-9 and figures 2-10 and 2-11) generally followed the overall Part I, major crime trends shown by comparison of figures 2-6 and 2-7. Noteworthy exceptions; however, were the dramatic decrease in incidence of burglaries in the 17th District (from 10th to 17th in citywide rank); and increase of burglary in the 15th (from 22nd to 16th in citywide rank); and the sharp increase in incidence of robbery in the 18th District (from 8th to 5th in citywide rank).

FIGURE 2-5  
1971 TOTAL PART I  
RANK-RATE PER 10,000 POPULATION

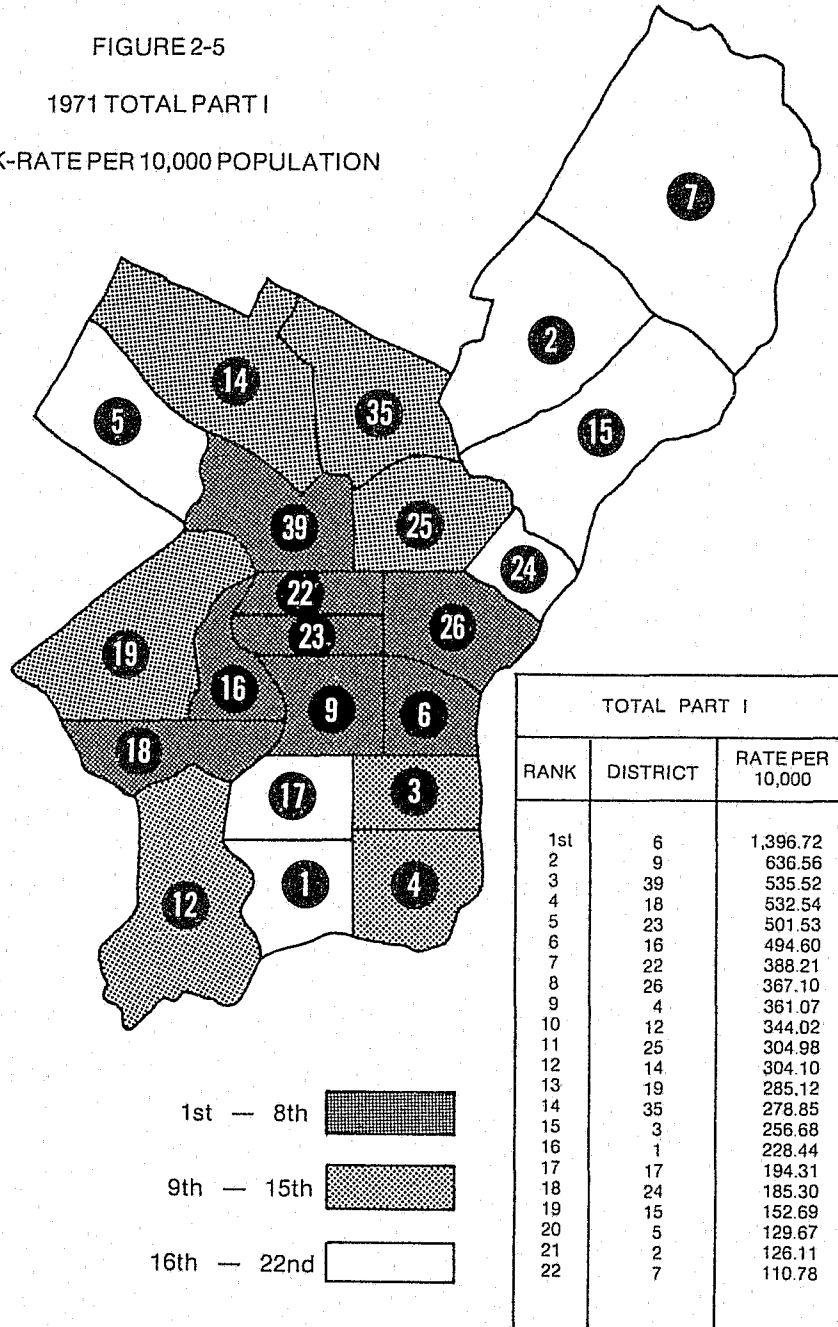


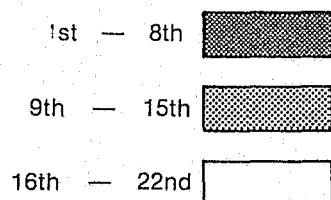
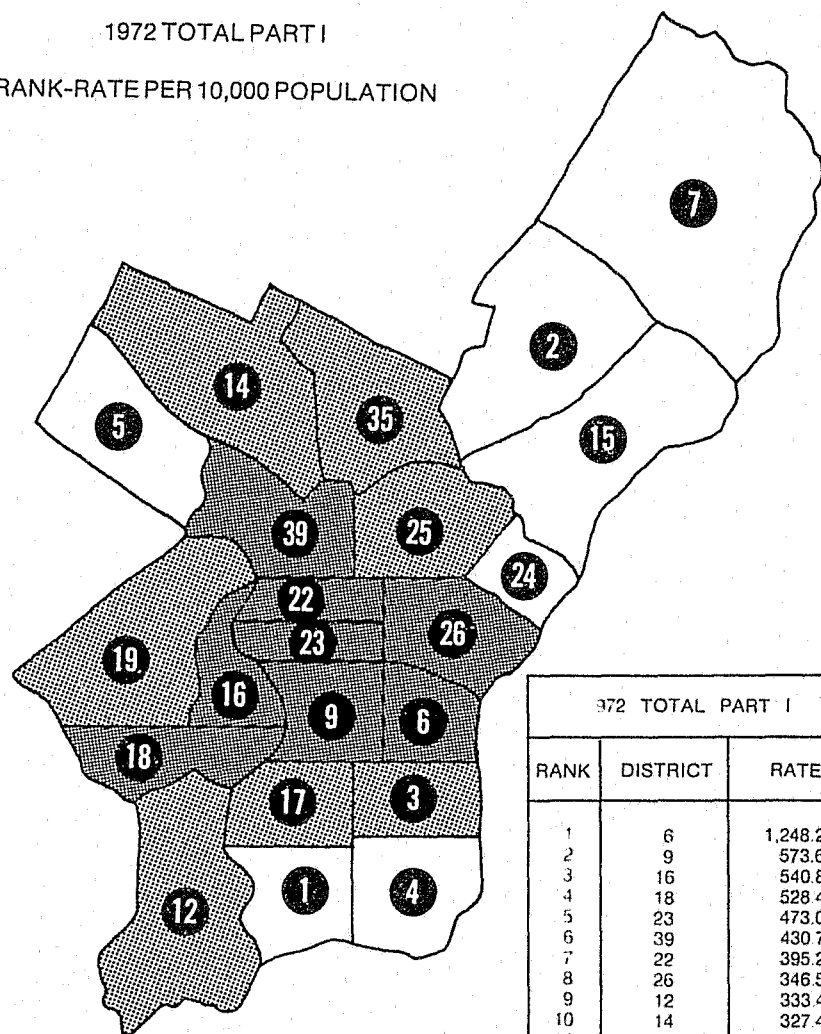




FIGURE 2-6

1972 TOTAL PART I

RANK-RATE PER 10,000 POPULATION



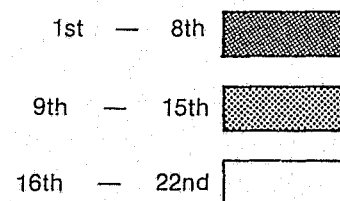
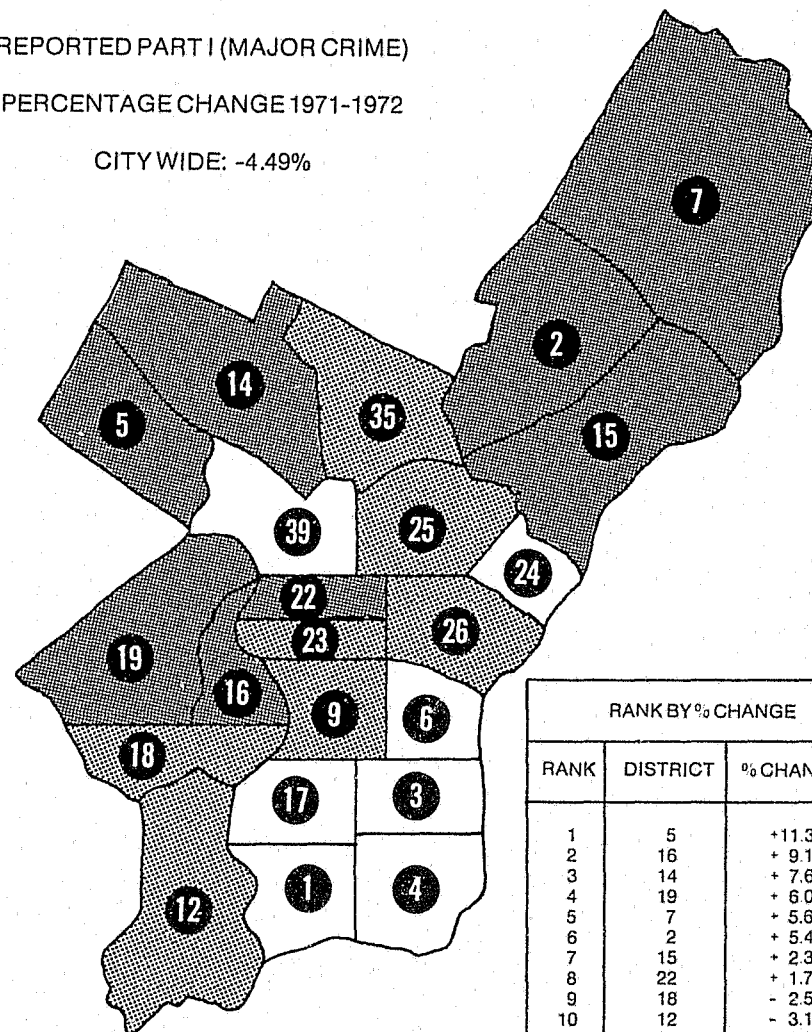
1972 TOTAL PART I		
RANK	DISTRICT	RATE
1	6	1,248.2
2	9	573.6
3	16	540.8
4	18	528.4
5	23	473.0
6	39	430.7
7	22	395.2
8	26	346.5
9	12	333.4
10	14	327.4
11	19	302.4
12	25	287.3
13	17	284.4
14	35	265.5
15	3	225.0
16	1	169.4
17	4	168.1
18	24	162.8
19	15	156.2
20	5	144.41
21	2	133.4
22	7	117.0

FIGURE 2-7

REPORTED PART I (MAJOR CRIME)

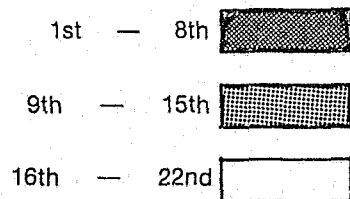
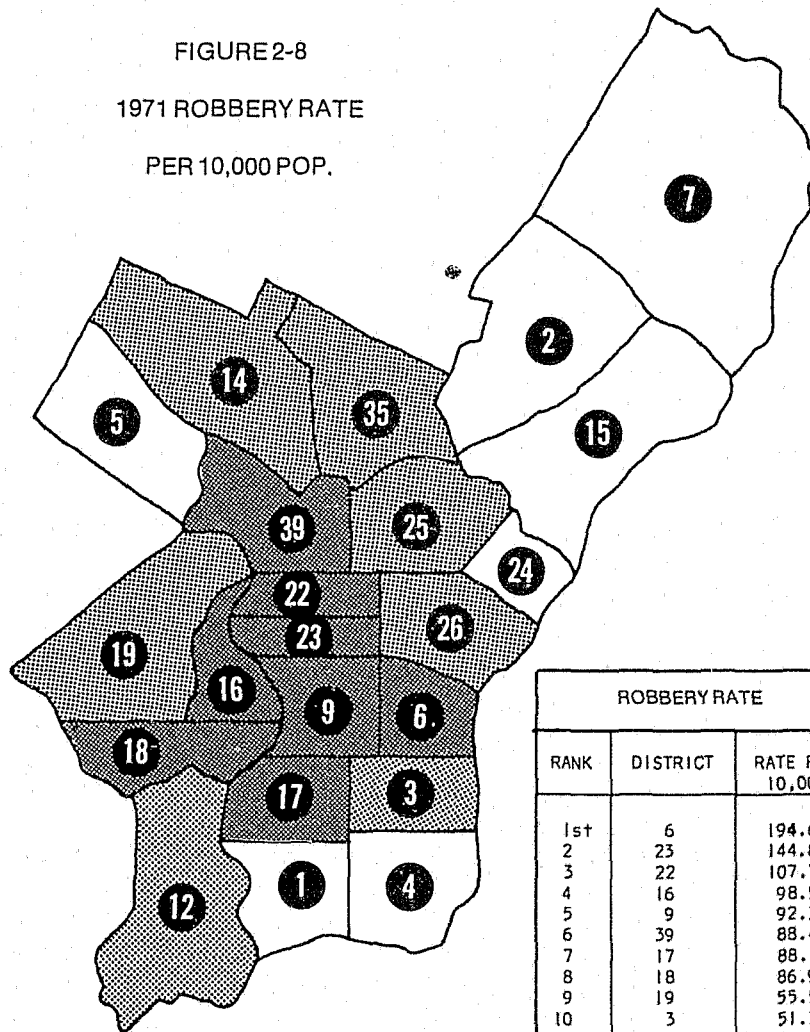
PERCENTAGE CHANGE 1971-1972

CITY WIDE: -4.49%



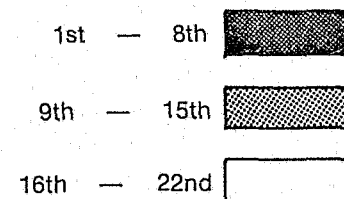
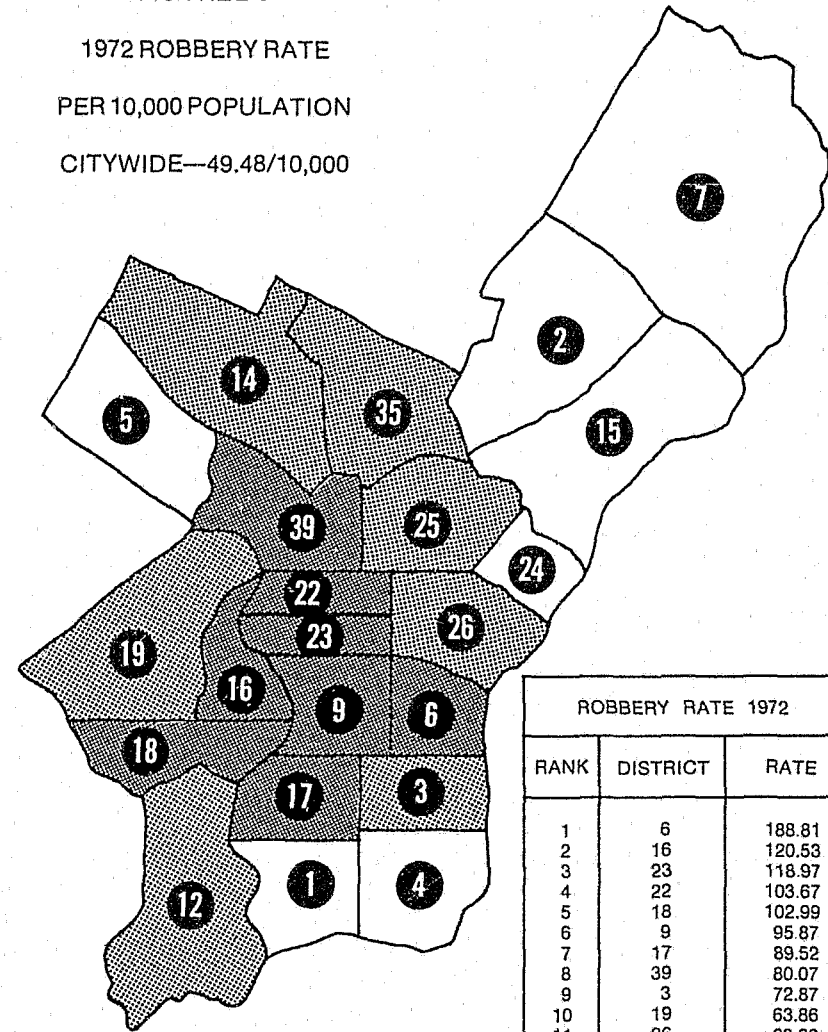
RANK BY % CHANGE		
RANK	DISTRICT	% CHANGE
1	5	+11.3
2	16	+9.1
3	14	+7.6
4	19	+6.0
5	7	+5.6
6	2	+5.4
7	15	+2.3
8	22	+1.7
9	18	-2.5
10	12	-3.1
11	35	-4.8
12	26	-5.5
13	23	-5.7
14	25	-5.8
15	9	-9.9
16	6	-10.6
17	24	-12.2
18	3	-12.5
19	4	-15.0
20	39	-19.6
21	17	-19.8
22	1	-25.9

FIGURE 2-8  
1971 ROBBERY RATE  
PER 10,000 POP.



ROBBERY RATE		
RANK	DISTRICT	RATE PER 10,000
1st	6	194.63
2	23	144.81
3	22	107.70
4	16	98.53
5	9	92.37
6	39	88.49
7	17	88.10
8	18	86.92
9	19	55.52
10	3	51.38
11	26	50.71
12	12	42.24
13	25	39.17
14	35	35.95
15	14	35.40
16	1	22.80
17	4	16.13
18	24	10.03
19	15	8.60
20	5	4.62
21	7	2.27
22	2	2.22

FIGURE 2-9  
1972 ROBBERY RATE  
PER 10,000 POPULATION  
CITYWIDE—49.48/10,000



ROBBERY RATE 1972		
RANK	DISTRICT	RATE
1	6	188.81
2	16	120.53
3	23	118.97
4	22	103.67
5	18	102.99
6	9	95.87
7	17	89.52
8	39	80.07
9	3	72.87
10	19	63.86
11	26	63.60
12	12	43.00
13	25	42.30
14	14	36.73
15	35	34.87
16	1	21.94
17	4	14.02
18	24	13.24
19	15	9.37
20	5	6.43
21	2	5.17
22	7	2.81

FIGURE 2-10  
1971 BURGLARY RATE  
PER 10,000 POP.

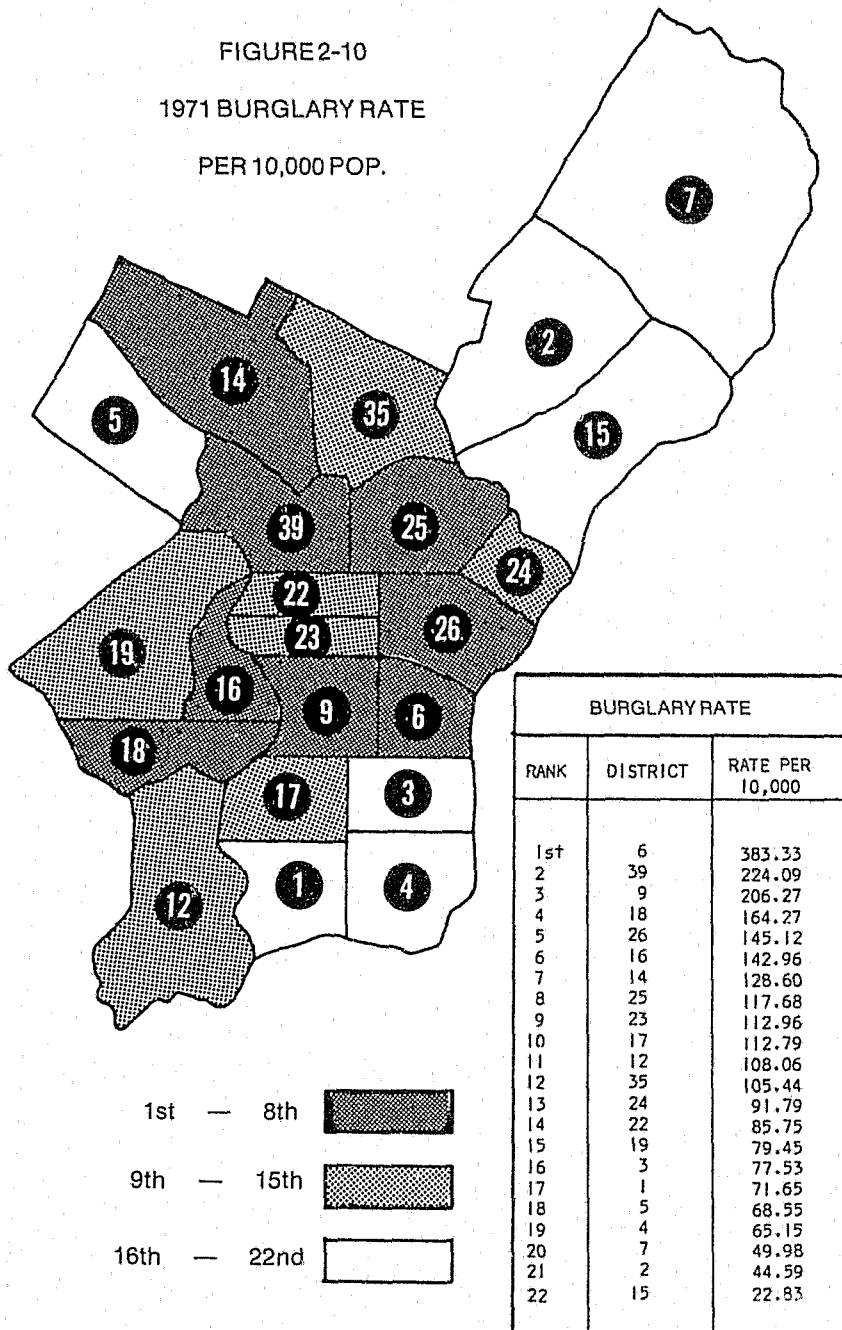
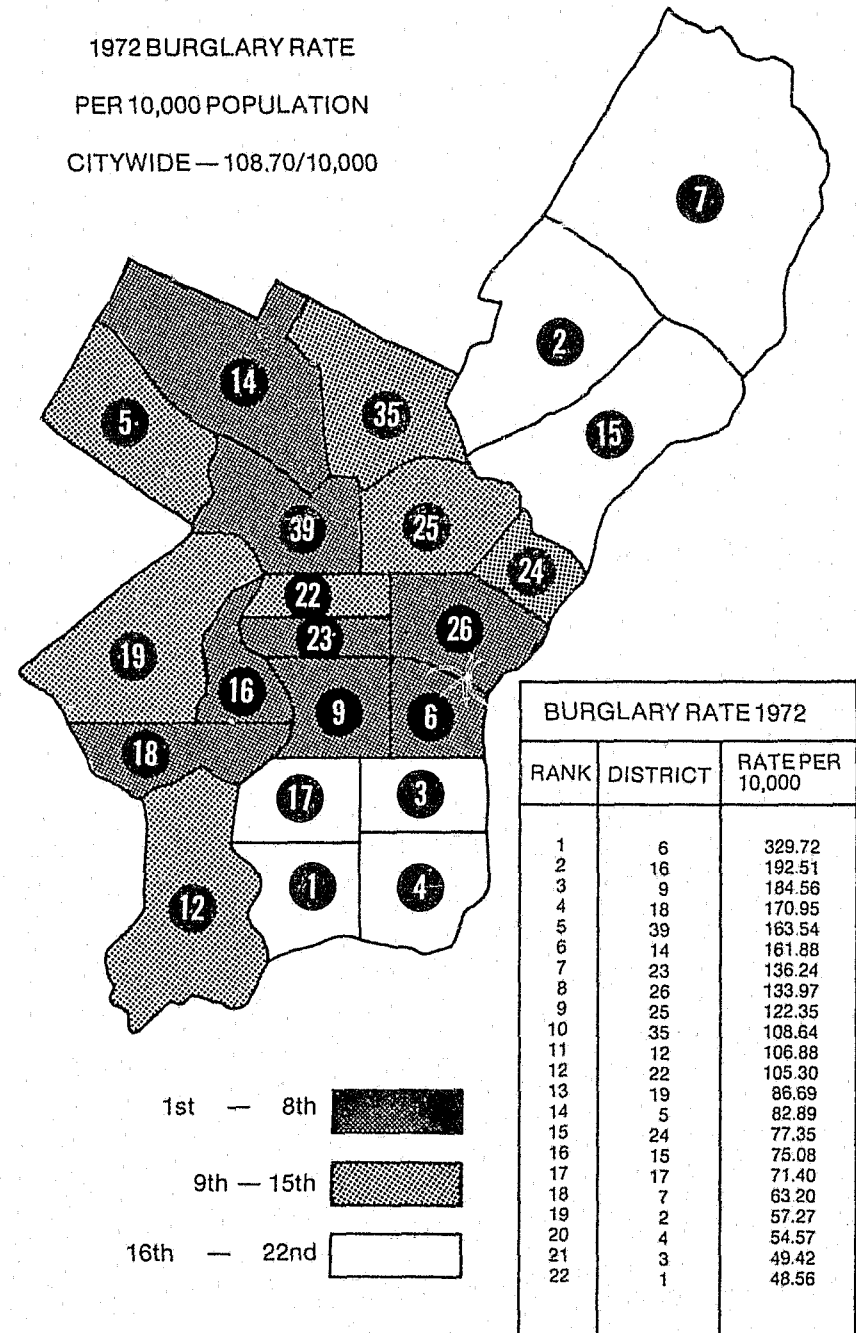


FIGURE 2-11  
1972 BURGLARY RATE  
PER 10,000 POPULATION  
CITYWIDE — 108.70/10,000



## WHERE JUVENILE CRIME IS OCCURING

At the time a crime occurs, generally it is not known whether the crime was committed by an adult or a juvenile until an investigation has been accomplished or an arrest has been made. There were 13,944 juvenile arrests in 1972, down 19% from the previous year. More than half, 7,661 arrests, were for serious (part I) crimes. As seen in Figure 2-12, about two-thirds of all juvenile arrests occurred in the southern half of the city. Another interesting slant on juvenile arrest is the District of residence of those arrested, which is shown on Figure 2-13.

A large number of juvenile offenses were settled by remedial action. The largest number of "remedials" took place in North and Northwest Philadelphia, and the fewest in the Northeast and Southeast. The areas with the fewest remedials also had the fewest juvenile arrests. A juvenile is remedied when returned to his home and/or referred to social agencies without formal arrest.

## JUVENILE GANG AREAS

At the end of 1972, there were 105 identifiable gangs with estimated membership of 6,000. As shown in Figure 2-14, the gang syndrome seems fairly widespread. The highest gang membership is in the 26th District, where it is estimated that membership is about 815 youths. The greatest number of investigations following gang-related homicides took place in the 22nd District. Contrary to common belief, gangs are not confined to the black sections of the city; at least one juvenile gang exists in all but four districts. Many gangs are white.

## CRIME AND DEMOGRAPHIC CHANGE

The variables that determine whether a crime will, or will not, occur are only dimly understood. The Philadelphia experience does not point to size of the juvenile age group as a factor.

In 1970, there were approximately 133,000 young people in the 13-17 year age group that is most prone to commit crime. During the ensuing two years, about 70,552 children entered the 13-17 year group and about 64,485 left it, showing a net gain of about 6,067. If there were a direct relationship between the size of the 13-17 age group and juvenile crime, the number of juvenile offenses ought to have increased. But it decreased.

Among adults, in 1970 the 18-24 age group included about 219,431 individuals. By 1972, that age group contained about 220,417 for a gain of about 1,000. Again, if crime were directly related to the population of the crime-prone age group, crime ought to have increased slightly, but it decreased significantly.

The 48% increase in arrests among the group 30-34 years of age, as shown in Figure 2-15, accounts for some - but not all - of the change among adult arrests in 1972 (page 42).

The 30-34 year age group were born between 1943 and 1947 and they entered high school between 1957-1961, the so-called "Sputnik" era, an era characterized by demographic change (shifts in neighborhoods, etc.). The 1972 arrest figures suggest that the 30-34 year age group is carrying a crime-prone population forward as it grows older.

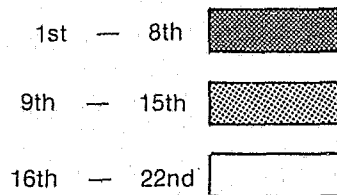
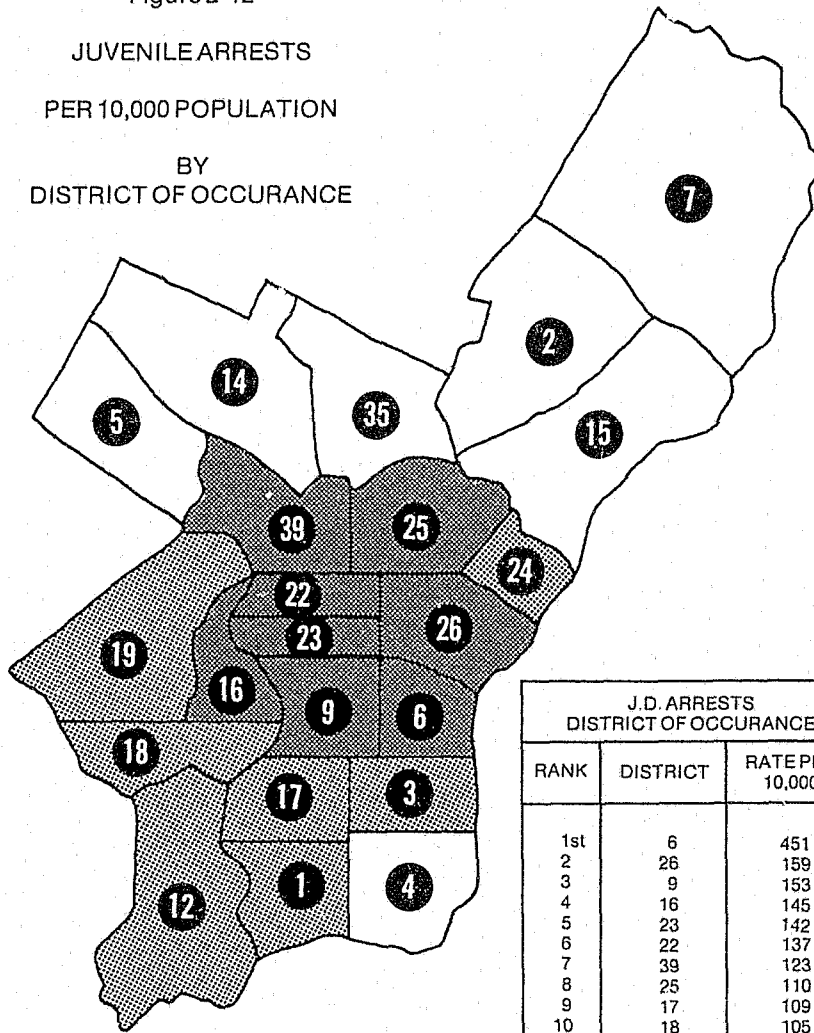
It is evident that the age groups most prone to crime and arrest are the juvenile group (13-17 years) and the young adult group (18-24 years). The tendency to commit crime drops off rapidly after age 29.

As of the 1970 decennial census, the population of Philadelphia was counted at 1,948,609.



Figure 2-12

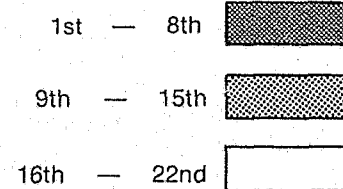
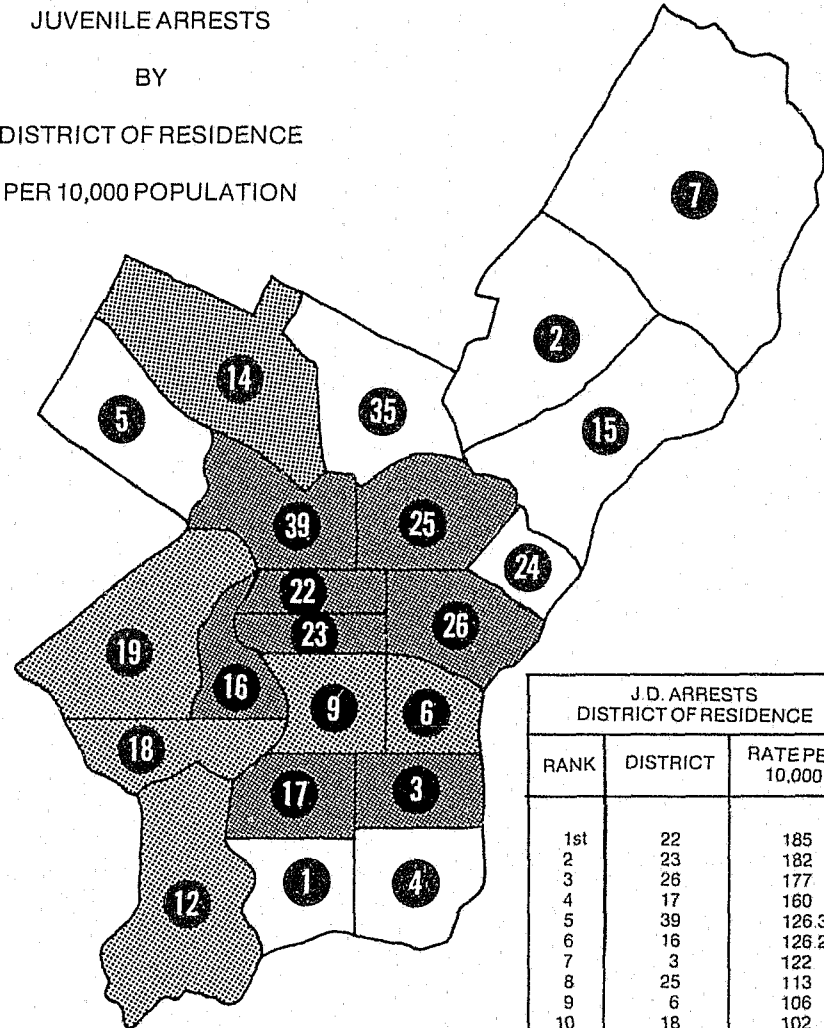
JUVENILE ARRESTS  
PER 10,000 POPULATION  
BY  
DISTRICT OF OCCURRENCE



J.D. ARRESTS DISTRICT OF OCCURRENCE		
RANK	DISTRICT	RATE PER 10,000
1st	6	451
2	26	159
3	9	153
4	16	145
5	23	142
6	22	137
7	39	123
8	25	110
9	17	109
10	18	105
11	24	102
12	3	93
13	12	85
14	1	78
15	19	75
16	35	64
17	14	62
18	4	58
19	15	44
20	5	43
21	2	29
22	7	19

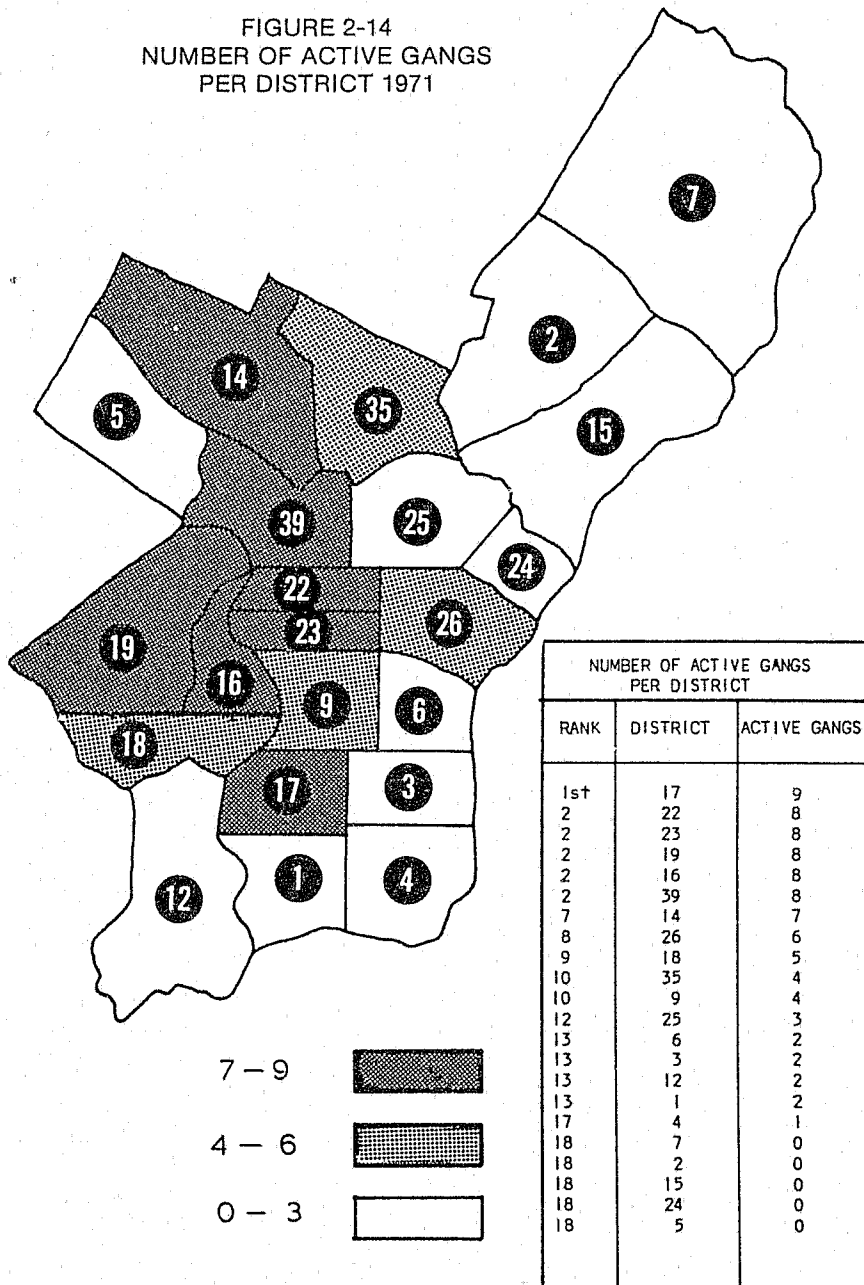
Figure 2-13

JUVENILE ARRESTS  
BY  
DISTRICT OF RESIDENCE  
PER 10,000 POPULATION



J.D. ARRESTS DISTRICT OF RESIDENCE		
RANK	DISTRICT	RATE PER 10,000
1st	22	185
2	23	182
3	26	177
4	17	160
5	39	126.3
6	16	126.2
7	3	122
8	25	113
9	6	106
10	18	102
11	9	90
12	12	89
13	24	85
14	19	82
15	14	68
16	35	65
17	1	53
18	4	49
19	15	40
20	5	35
21	2	21
22	7	20

FIGURE 2-14  
NUMBER OF ACTIVE GANGS  
PER DISTRICT 1971



The distribution of population by sex and age are shown in Table 2-1 below:

Table 2-1

**Distribution of Philadelphia  
Population by Age & Sex, 1970**

	<u>Boys</u>	<u>Girls</u>	
Under 5	79,984	78,536	158,520
5-9	87,747	85,200	172,947
10-14	89,192	87,942	177,134
15-19	80,052	81,776	161,828
20-24	72,626	83,642	156,268
25-34	110,900	120,303	387,471
35-44	100,604	111,591	212,195
45 and over	<u>297,068</u>	<u>381,446</u>	<u>678,514</u>
	918,173	1,030,436	1,948,609

**PROFILE OF PERSONS ARRESTED BY  
AGE, RACE AND SEX (MAJOR CRIMES)**

The age, race and sex "mix" of criminals over the years, particularly since 1962, has been fairly constant.

Generally, about two thirds of persons arrested are between the ages 13 and 24 years. Ninety percent are males. Seventy-five percent are black, 20% white and about 5% are of other races. The age distribution of persons arrested for major (Part I) crimes is shown in Figure 2-15. Statistics for two years, 1971 and 1972, are shown because an interesting phenomenon appears to be occurring: The mean age of persons arrested seems to be increasing, possibly indicating that a population of crime prone individuals is passing through and getting older.

Figure 2-15

**MAJOR CRIME ARRESTS BY AGE GROUP**  
1971 vs. 1972 (% Increase or Decrease)

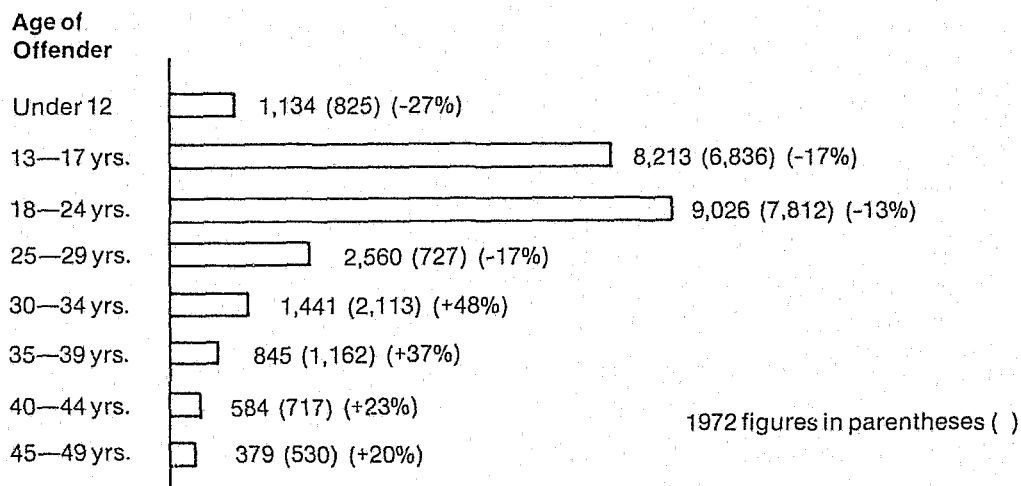




FIGURE 2-16  
POPULATION  
1970 CENSUS: 1,948,609

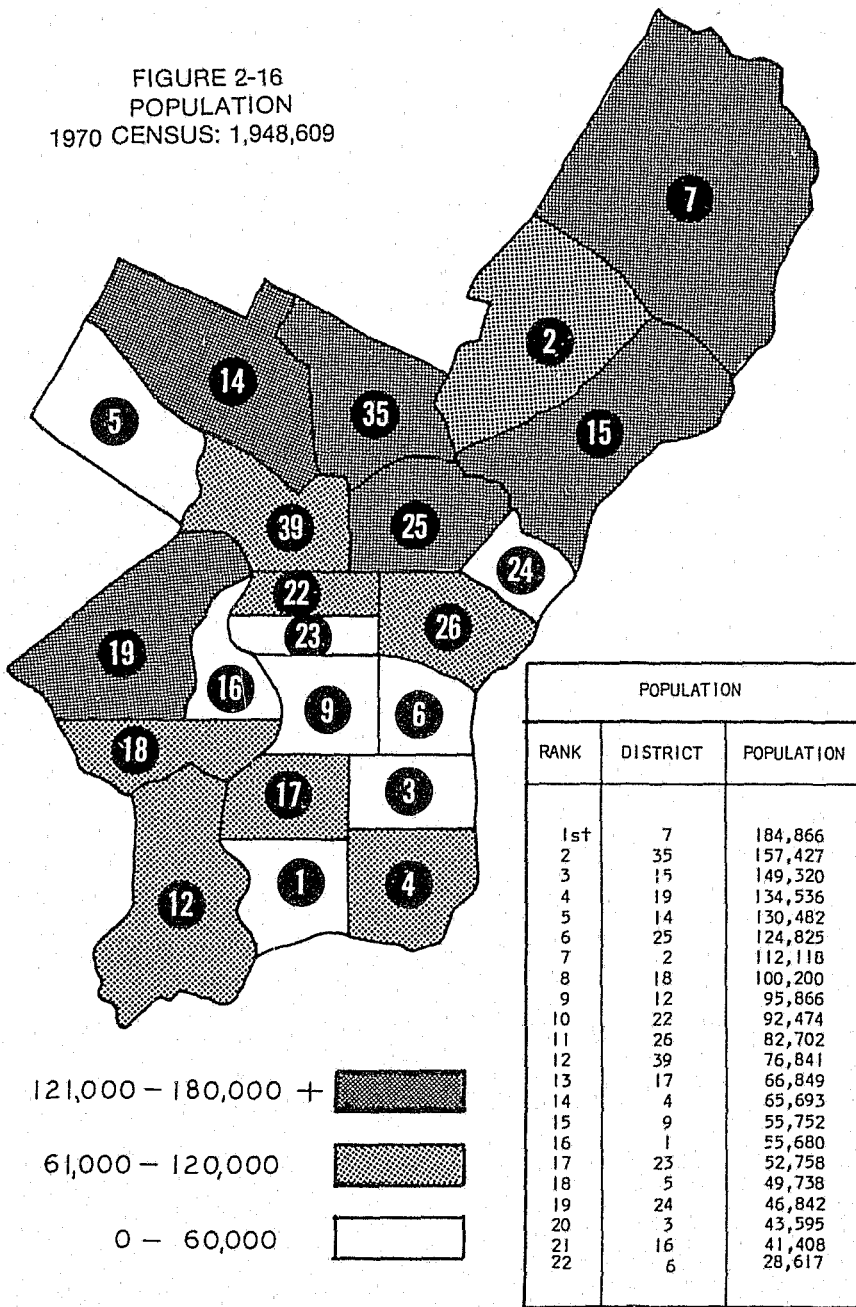
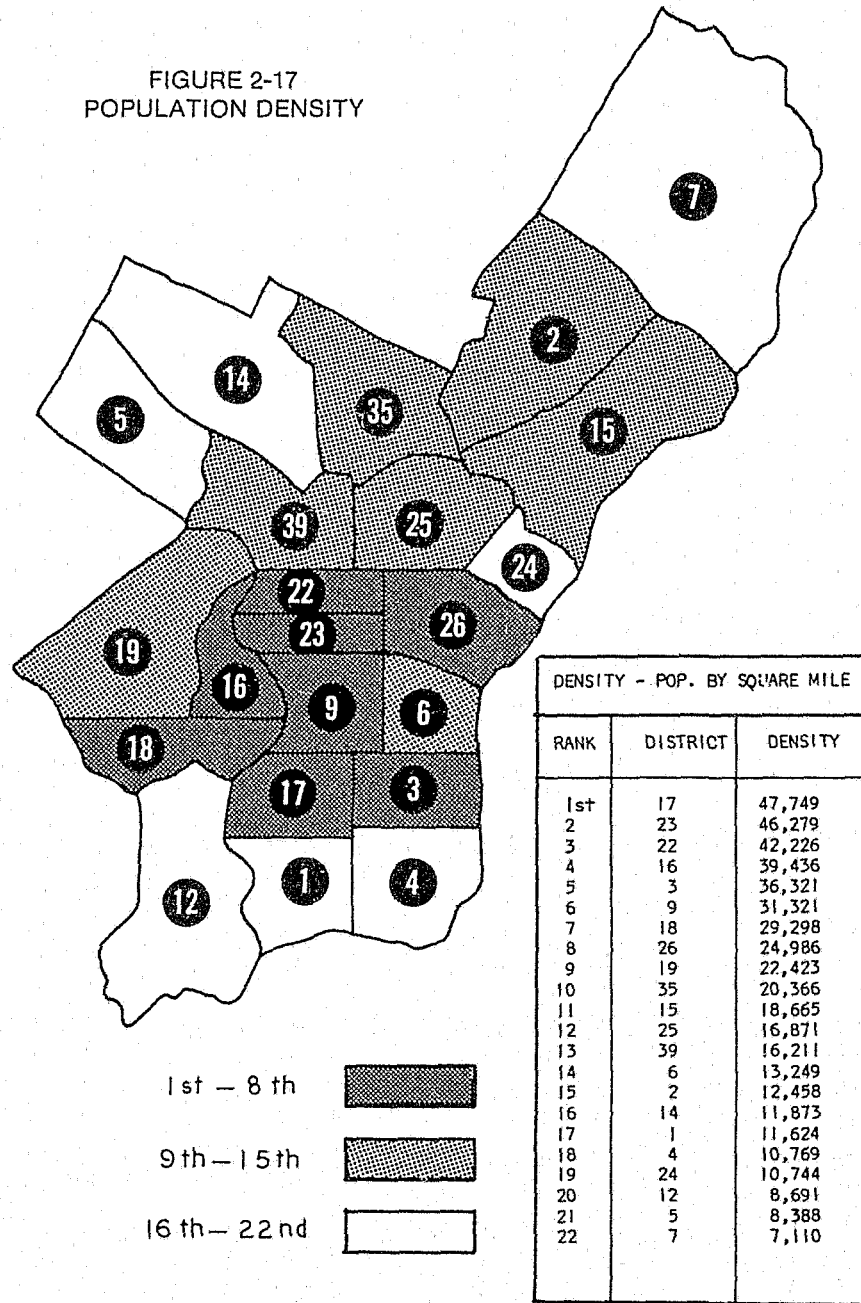


FIGURE 2-17  
POPULATION DENSITY





The distribution by population in Police Districts is shown on Figure 2-16. The ranking of districts by population is shown in the box in the lower right.

It is also interesting to look at density of population per square mile. This is shown on Figure 2-17. Again, the geographic subdivisions are police districts.

A statistical analysis of the relationship of major crime arrests and population density showed a relatively high correlation between those variables. Between reported crime and population density, the correlation was less significant.<sup>4</sup>

## ADULT CRIME, 1972

As shown in Table 2-2, there were 58,584 reported Part I crimes in Philadelphia in 1972 - down from 61,140 (-4.5%) in 1971. Also reported were 193,089 Part II crimes, making the total reported Part I and Part II crimes 251,756. Total reported crime was down from 264,301 in 1971, or a -4.7% reduction in 1972.

Table 2-2

### Reported Major Crime, 1971-72

	<u>1971</u>	<u>1972</u>	<u>% Change</u>
Homicide	435	413	- 5.0%
Rape	546	588	+ 7.7%
Robbery	9,243	9,710	+ 5.1%
Aggravated Assault	4,970	4,603	- 7.4%
Burglary	20,714	21,182	+ 1.3%
Larceny	7,387	6,048	-18.1%
Auto Theft	<u>17,845</u>	<u>16,040</u>	<u>-10.1%</u>
	61,140	58,584	- 4.5%

Burglary continued to be the most frequent major crime in 1972. Even though the major crime rate went down 4.5%, there were 468 more burglary offenses reported than in 1971. Auto theft still remained the second most common crime, though 10% lower than 1971. The introduction of automotive anti-theft devices and the "Lock It and Pocket the Key" campaign were contributory factors in the reduction of auto theft. Robbery continues to be the third most frequent major crime and in 1972 it increased about 5% above the 9,243 offenses reported in 1971. (Note: After introduction of new police strike forces in 1973, the reported rate of burglary and robbery dropped dramatically. See discussion in Chapter III A.)

<sup>4</sup> Correlation between major crime arrests and population density = +.56; between population density and reported crime = +.28.

## ADULT ARRESTS FOR MAJOR CRIME

The Philadelphia Police Department made 13,802 adult arrests for major crime offenses in 1972. That was 1,517 fewer than in 1971, or a decrease of 9.9%. Total arrests for both Part I and Part II were 93,618.

Arrests for major (Part I) crime by crime type is shown in Table 2-3.

Table 2-3

### Adult Arrests, Part I Crime 1971 - 1972

	<u>1971</u>	<u>1972</u>	<u>% Change</u>
Murder and manslaughter	946	427	- 4.3%
Rape	304	362	+19.0%
Robbery	2,154	2,274	+ 5.6%
Aggravated Assault	2,110	1,873	-11.2%
Burglary	3,358	3,047	- 9.3%
Larceny (under \$50.)	5,017	4,306	-14.2%
Auto Theft	<u>1,930</u>	<u>1,513</u>	<u>+21.6%</u>
TOTAL	15,319	13,802	(-) 9.9% Net Change

Of total adult arrests, 19,281 (89.8%) were male and 2,182 (10.2%) were female.

There were also 79,816 arrests for minor (Part II) crime; 72,365 (90.7%) male and 7,451 (9.3%) female. Total arrests for minor crime declined by 4.7% in 1972.

Typically, over half the adult major crime arrests were in the 18-24 year age group, but—not so typically—16% were in the 30-34 year age group. As noted previously, Profile of Persons Arrested (see Figure 2-15), the age of criminals increased in 1972.

Burglary and robbery continued to be serious problems in the city. Robbery increased 5.1% and burglary rose 1.3% in 1972. Arrests for robbery increased by about 5.6%, while arrests for burglary decreased by 9%. Specific antiburglary and antirobbery programs had not yet been placed in operation in 1972. For other offenses, arrests approximately paralleled the change in crimes reported.

## JUVENILE CRIME TRENDS

Juvenile crime, like adult crime, rose rapidly from 1967 through 1971. Also, like adult crime, juvenile crime dropped significantly (22.8%) in 1972.

At the time when a crime is reported, it is not known whether the perpetrator was an adult or a juvenile. That fact is often not revealed until an investigation has been made or an arrest has occurred. Juveniles are handled by Police in two basic ways: (1) by remedial treatment and (2) by arrests. The remedial process is a non-arrest referral program, wherein a juvenile apprehended for a violation of the law is released to his parents' custody and a referral made to an appropriate social welfare agency.

Juvenile arrests for major crimes are shown in Table 2-4.

Table 2-4

**Juvenile Arrests  
Major Crimes, 1963 - 1972**

	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
1963	5,235	245	5,480
1964	5,572	304	5,876
1965	5,415	323	5,738
1966	5,230	286	5,516
1967	6,201	285	6,486
1968	7,899	517	8,416
1969	7,909	457	8,366
1970	8,522	568	9,180
1971	8,483	864	9,347
1972	7,040	621	7,661

**JUVENILE CRIME IN 1971-72**

The number of juvenile offenses dropped between 1971 and 1972 as shown in Table 2-5.

Table 2-5

**Juvenile Offenses and Arrests, 1971 - 72**

<u>Category</u>	<u>1971</u>	<u>1972</u>	<u>Numeric Change</u>	<u>% Change</u>
Juvenile Offenses	29,054	22,412	- 6,642	- 22.8%
Juvenile Arrests	17,268	13,994	- 3,274	- 19.0%
Remedials	17,487	16,541	- 946	- 5.4%
Curfew Violations	15,538	37,587	+22,049	+142.0%

The display in Table 2-5 is **remarkable** in that:

- Total juvenile offenses decreased by nearly 23%.
- Juvenile arrests were down 19%.
- Remedials decreased 5.4%, and
- Curfew violation **increased** 142%.

These figures are particularly striking because there was a school strike in Philadelphia during September, 1972 that kept children out of school for about three weeks. Three additional weeks of mischief would be expected to reflect in juvenile offenses, but that didn't occur.

During 1972 there were strong drives to press truancy laws and to enforce curfew rules. Consequently, many children were off the street after curfew. This undoubtedly had effect on the juvenile crime rate.

Juvenile arrests for major (Part I) crimes is shown by crime category for the years 1971-72 in Table 2-6.

**Table 2-6**  
**Juvenile Arrests by Crime Category**  
**1971 - 72**

<u>Category</u>	<u>1971</u>	<u>1972</u>	<u>Numeric Change</u>	<u>% Change</u>
Homicide	129	127	- 2	less than 1%
Manslaughter	3	2	- 1	- 50%
Rape	179	182	+ 3	+ 2%
Robbery	1,518	1,546	+ 28	+ 2%
Aggravated Assault	1,101	744	- 357	- 32%
Burglary	2,508	2,010	- 498	- 19%
Larceny	2,452	1,945	- 507	- 20%
Auto Theft	<u>1,457</u>	<u>1,105</u>	<u>- 352</u>	<u>- 24%</u>
TOTAL	9,347	7,661	-1,686	18%

Another 6,333 juveniles were arrested for minor crimes, compared with the 7,921 arrested for minor crimes during 1971. Of the 6,333 juveniles arrested for minor crimes during 1972, 5,271 were boys and 1,062 were girls.

Each year, juveniles account for a disproportionately large share of total major crime. The age distribution of youth offenders is shown in Table 2-7.

**Table 2-7**  
**Age Distribution of Youth Offenders**  
**1972**

<u>Age Group</u>	<u>Population of Group</u>	<u>Number Arrests</u>	<u>Number Remedials</u>
14	34,762	1,763	2,785
15	34,180	2,743	3,525
16	32,634	3,326	3,360
<u>17</u>	<u>31,851</u>	<u>3,732</u>	<u>2,583</u>
TOTAL	133,427	11,564	13,253

The age group 14-17 represented 82% of the arrests and 80% of all remedials in 1972.

A close look at Table 2-7 reveals how remedials decrease with age and arrests increase. The cross-over point is around age 16. The juvenile share of major crime is shown in Table 2-8.

Table 2-8

**The Juvenile Share of Major Crime  
1972**

<u>Category</u>	<u>Juveniles</u>	<u>Adult</u>	<u>Total</u>
Homicide & Manslaughter	129	427	556
Rape	182	362	544
Robbery	1,546	2,274	3,820
Aggravated Assault	744	1,873	2,617
Burglary	2,010	3,047	5,057
Larceny	1,945	4,306	6,251
Auto Theft	<u>1,105</u>	<u>1,513</u>	<u>2,618</u>
TOTAL	7,661	13,802	21,463

Overall, 35.7% of the persons arrested for major crimes were juveniles. Specifically, juveniles represented 24.4% of the Homicide arrests, 33.5% of the Rape arrests, 40.5% of the Robbery arrests, 28.4% of the Aggravated Assault arrests, 39.7% of the Burglary arrests, 31.1% of the Larceny arrests, and 42.2% of the Auto Theft arrests.

## JUVENILE STREET GANGS

Juvenile street gangs have presented a serious problem in Philadelphia since the mid-sixties. Gang activities have resulted in the murder of a shamefully large number of innocent persons. The possessive attitude towards "turf"—a particular block or number of city blocks, results in serious fighting and is a continuous threat to non-gang members, both adults and children. Children miss school for fear of crossing "turf". Elderly people are harassed and intimidated.

The magnitude of the gang problem and the growth over the years is shown in Table 2-9.

Table 2-9

**The Growth of Juvenile Street Gangs  
1967 - 1973**

	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Number of gangs	65	69	77	93	105	105	Disputed
Members	4,635	4,800	4,975	5,308	5,548	6,000 (Est.)	

During the past six years, and through December 1973, gang homicides reached 254. Table 2-10 shows the growth in gang deaths.

Table 2-10

Gang Deaths - 1967-1973

<u>Year</u>	<u>Deaths</u>
1967	15
1968	30
1969	45
1970	35
1971	43
1972	43
1973	<u>44</u>
TOTAL SINCE 1967	254

## THE DRUG PROBLEM

The magnitude of the drug problem is illustrated by the results of a Philadelphia Prison study, which included a full-spectrum urine survey on a sample of 6,628 new inmates for the year 1972. Drug positive arrestees numbered 2,510, 37% of those tested. Results of the survey are shown in Table 2-11. It is estimated by responsible authorities that between 6-8% of Philadelphia's population is seriously abusing the use of drugs or alcohol. It is estimated that there are between 20,000 to 30,000 heroin addicts, and between 30,000 to 40,000 heavy abusers of other drugs. Alcohol presents an even greater problem numerically since the estimate ranges from 70,000 to 80,000 heavy drinkers in the city.

Table 2-11  
Philadelphia Prison Drug Survey  
1972

	<u>Jan.</u>	<u>Feb.</u>	<u>Mar.</u>	<u>Apr.</u>	<u>May</u>	<u>June</u>
Monthly Sample Sizes:	500	634	698	704	703	663
Positive Results:	186	227	251	244	318	315
	<u>July</u>	<u>Aug.</u>	<u>Sept.</u>	<u>Oct.</u>	<u>Nov.</u>	<u>Dec.</u>
Monthly Sample Sizes:	534	749	425	378	391	249
Positive Results:	235	290	152	121	115	56

5 From the standpoint of economics, if heroin addicts were supporting a daily habit of only \$20, the daily cost would amount to \$400,000 to \$600,000. When some of the drug programs that began in late 1973 get into full operation, better estimates will be available. These estimates may be high. Recent information indicates a substantial reduction in the number of heroin users. Nonetheless, the drug problem is serious.



Heroin	1,411	(56%)
Other Narcotic	81	( 3%)
Methadone	80	( 3%)
Amphetamine	244	(10%)
Barbiturate	396	(16%)
Cocaine	7	Less than 1%
Major tranquilizers	45	( 2%)
Minor tranquilizers	79	( 3%)
Sedative	29	( 1%)
Ana!gesics/Other combinations	<u>138</u>	<u>( 5%)</u>
	2,510	100%

Like other crime, and probably closely related to it, the upswing in narcotics abuse began after 1967. Since that year, narcotic-related deaths have markedly increased. The number and causes of death are shown in Tables 2-12 and 2-13.

Table 2-12

Narcotic-Related Deaths, 1968-1972

<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	(1st. 6 mos. only) <u>1973</u>	<u>TOTAL</u>
109	114	184	274	358	135	1,246

Table 2-13

The Cause of  
Narcotic and Dangerous Drug Deaths

	<u>1971</u>	<u>1972</u>	<u>1/1/73- 6/30/73</u>
Adverse Reaction	137	138	43
Homicides	87	144	52
Suicides	22	20	16
Accidents	7	14	6
Natural-Drug Related	9	15	2
Natural	10	13	2
Unknown	2	4	7
Pending Determination	<u>0</u>	<u>10</u>	<u>7</u>
TOTAL	274	358	135*

\*The overall decrease in drug-related deaths for the first 6 months of 1973 was 22.9%. The number of deaths during this same period in 1972 was 175.

## NARCOTICS ARRESTS

There was a sharp decline in narcotics arrests in 1972—down 38% from 1971. This sharp decline is most likely due to the District Attorney's arrest-screening program. Many narcotics arrests were screened out for lack of evidence.

Table 2-14

### Increase in Narcotics Arrests, 1968-1972

	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>
Adult	2,813	3,430	5,755	6,543	3,920
Juvenile	<u>234</u>	<u>398</u>	<u>857</u>	<u>644</u>	<u>490</u>
TOTAL	3,047	3,828	6,612	7,187	4,410

Arrests were made for possession or sale of a number of different types of drugs. These are shown in Table 2-15.

Table 2-15

### Arrests for Various Types of Drugs 1971 - 1972

<u>Drug Type</u>	<u>1971 Arrests</u>	<u>1972 Arrests</u>
Opiates or cocaine	4,944	2,838
Marijuana	1,712	1,278
Synthetic Narcotics	69	32
Other Dangerous Drugs (Barbiturates, amphetamines, etc.)	<u>462</u>	<u>262</u>
TOTAL	7,187	4,410



**CHAPTER III**  
**PROGRESS IN THE CRIMINAL**  
**JUSTICE SYSTEM SINCE 1969**

**III - A**

**IMPROVING THE POLICE**



## STANDARDS AND GOALS FOR POLICE<sup>1</sup>

The National Advisory Commission on Criminal Justice Standards and Goals has made several recommendations for improvement in the police area. The Commission has recommended innovations in training, crime prevention, juvenile delinquency prevention, patrol deployment, communications, management, and community relations.<sup>2</sup>

Since 1969, the Philadelphia Police Department has initiated a number of programs that are consistent with the Commission recommendations:

In the area of training, several new programs were instituted to upgrade specific skills necessary in urban police work. These included special training in narcotics and in community relations. In the prevention area, a wireless alarm system and an experimental Neighborhood Anti-Burglary Squad were developed to prevent crime by helping businessmen protect their premises from burglary and robbery. Plans are underway to expand the "NAB" effort city-wide.

An expansion of the Police Juvenile Aid Division was accomplished to control Juvenile crime, especially among juvenile gangs. A new concept of police deployment was developed to place intensive patrol in high crime areas of the City. Communications was improved by the development of a highly innovative closed circuit television communications system throughout all major divisions and districts of the Police Department. Police management continues to be enhanced by utilization of computer based information and through implementation of a high-speed information and retrieval system for the police radio room. An "on-line" booking system is under development to automate recording and storage of booking data. A "Crime Analysis Team" has been developed to assist the police with analysis of uniform crime data and to plan deployment of additional police into high crime areas where the incidence of serious crime is greatest.

Probably the greatest progress in the police area; however, has been the increased realization on the part of the police that they cannot prevent crime with police tactics alone; thus, the department is expected to become more and more involved with citizens' crime reduction programs, especially at the Neighborhood level. (See chapter III-D, "Prevention of Crime and Delinquency.") As this occurs, it is expected that police responsiveness and sensitivity to diverse ethnic and cultural characteristics of the community will increase correspondingly.

## EXISTING POLICE SYSTEMS

Since the merger of the Fairmount Park Police with the Philadelphia Police Department in July 1972, all law enforcement activity has been performed by the Philadelphia Police Department. The law enforcement function, formerly under the jurisdiction of the Park Police, is now assigned to the Fairmount Park Division.

The Police Department is directed by a Commissioner and two deputies appointed by the Mayor. Its jurisdiction extends throughout the City and includes the parks and roadways, once under the jurisdiction of the Fairmount Park Commission. The organization of the Police Department is shown in Figure 3-1.

<sup>1</sup> The material included herein does not reflect recent changes or developments in police activity occurring in the last quarter of calendar year 1973.

<sup>2</sup> Report of the National Conference on Criminal Justice, LEAA (Jan. 1973).

Figure 3-2

PHILADELPHIA POLICE  
DISTRICT BOUNDARIES

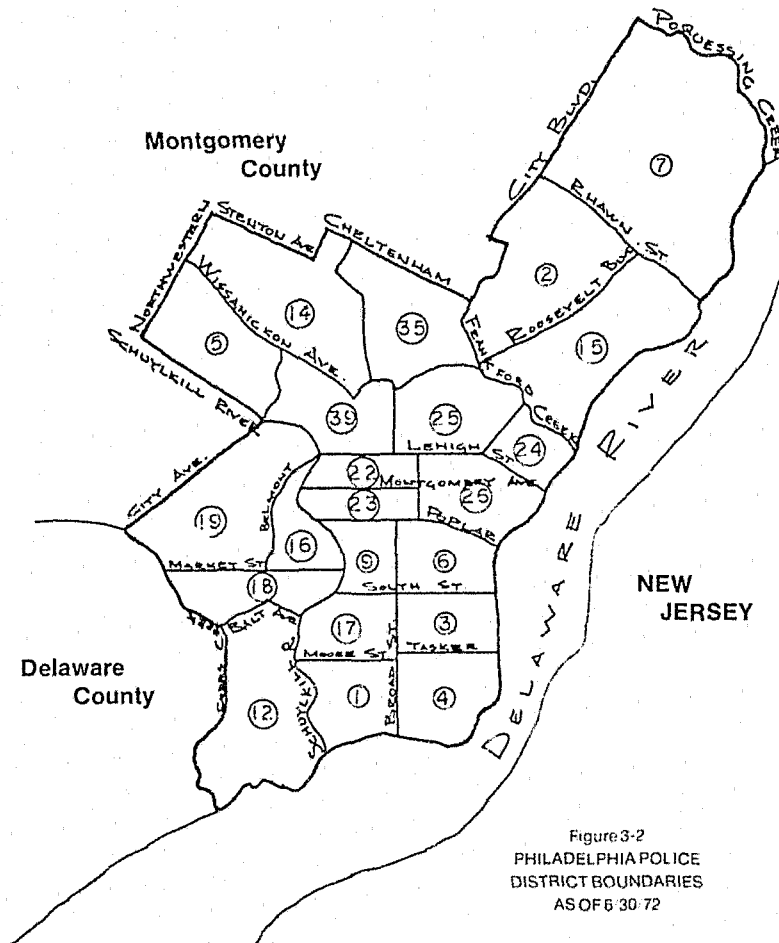


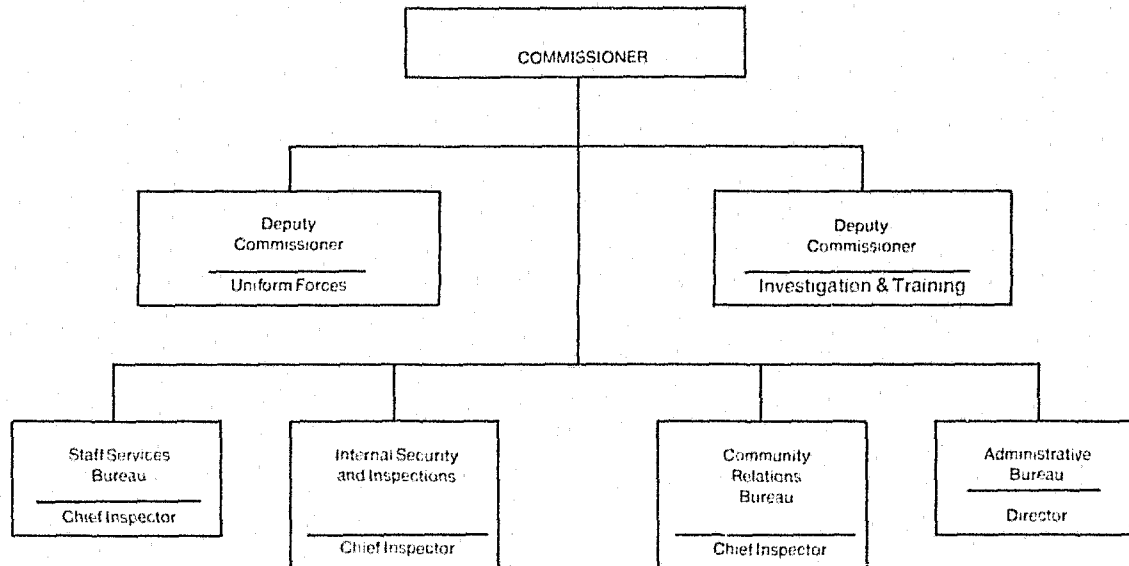
Figure 3-2  
PHILADELPHIA POLICE  
DISTRICT BOUNDARIES  
AS OF 6/30/72

The basic geographical unit for patrol deployment and the collection of statistics is the Police District. There are 26 Police Districts, four of which are in the Fairmount Park Division. The remaining 22 Districts are shown in Figure 3-2. Crime statistics for the four park districts are merged under the statistics for the entire division. The command structure of the Philadelphia Police Department.



Figure 3-1

**COMMAND STRUCTURE OF  
PHILADELPHIA POLICE DEPARTMENT**



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Consists of two elements, (1) Uniformed Forces, and (2) Investigation and Training. Each of these is headed by a Deputy Commissioner. The Police Commissioner also has four additional bureaus reporting directly to him. Three are: (1) Staff Services Bureau, (2) Internal Security, and (3) Community Relations. Each of these is headed by a Chief Inspector. The fourth bureau is headed by a civilian Director of Administration whose duties include support services such as Personnel, Finance, Safety, etc.

The City of Philadelphia is divided into nine geographical areas called Police Divisions, one of which is the Fairmount Park Division. These Divisions are divided into two or more Police Districts, which are further divided into patrol sectors. A patrol sector is defined as an area that can be effectively patrolled by a single patrol vehicle. Their size depends on the density of population, the number of reported crimes, and the need for other police services.

## SHERIFF'S OFFICE

The Philadelphia County Sheriff is an elected official whose department serves the courts. His primary responsibilities include transporting prisoners and supervising their custody both before and during trials as well as maintaining security within the Courts. The Sheriff also executes Court orders. With the addition of 25 judges to the court, the workload of the Sheriff's Office increased to 60,000 two-way prisoner "bring-downs" per year and issuing 179,400 criminal and civil court notices. The annual operating budget for the fiscal year 1973 was \$2,829,739, a 22% increase from the previous year. In fiscal year 1974 the sheriff's budget increased still further to \$2,950,874.

## COUNTY DETECTIVES

The District Attorney's Detective Force is a separate staff division of the District Attorney's Office, headed by a Chief Prosecution Detective. There are 61 detective positions authorized, but only 37 positions are currently filled. However, this unit is supplemented by an additional 53 men detailed from the Police Department.

## AVAILABILITY OF POLICE RESOURCES

In fiscal 1974 the Police Department, Sheriff's Office and County Detectives were budgeted \$130,981,361, of which, the Police Department was allocated \$123,960,093<sup>1</sup>. Personnel services for these three agencies account for slightly more than 92.5% of their budgets. The remaining 7.5% is used for the purchase of services, supplies, and equipment. Since 95% of the law enforcement budget is allocated to the Police Department, the breakdown of its resources is necessary to understand how law enforcement is carried out in Philadelphia.

The Police are authorized 8,225 policemen of all ranks, 980 civilians, and 986 part-time school crossing guards. In addition to its specialized communications equipment, the Department operates a fleet of almost 1,200 vehicles. These include such items as patrol and command cars (899), emergency patrol wagons (112), motorcycles (40), tow trucks (33), jeeps (45), and other special purpose vehicles. These vehicles are equipped with two-way radios to give them direct communications with the Police radio dispatch unit.

In addition to the operating budget costs, there was an additional 22.5% in fringe benefits paid for uniform personnel and 16.4% for civilian (non-uniform) personnel. These benefits include pension, medical insurance, workmen's compensation and group life insurance. The high risk involved in police work has greatly increased the cost of providing fringe benefits to the uniformed forces. Philadelphia has one of the best benefit programs for its employees, when compared to other surrounding communities. Overtime pay is also high due to unanticipated emergencies which required additional manpower beyond normal tours of duty. Overtime pay for Fiscal 1973 amounted to \$7,452,047....or 7% of the total personnel services budget of \$107,715,718 for full time employees.

Although there are more than 8,100 policemen currently on duty, only 4,934 are assigned directly to District patrol duties. This figure also includes command personnel and district supervisors. In order to understand how many policemen might be on patrol at a given time, this figure must be broken down to include:

- A 20% non-productive factor, due to such necessities as illness, vacations, injuries, and injured policemen temporarily assigned to non-patrol duties.
- Only one fourth of the force is on at any one time (three 8-hour shifts in a 24-hour period) and one shift on their regular day off.

When seen in this manner, there are probably only about 986 policemen of all ranks on patrol at any one time, since 9% of these are supervisors, there remains only 897 district patrolman on patrol, or one policeman for every 2,200 residents. While this may be somewhat alarming, it should also be mentioned that the regular patrol force is supplemented by the Highway Patrol (215 men), Traffic Patrol (279), Juvenile Patrols (260 men), and the Stakeout Unit (100 men). In addition, there are 869 detectives that work in three shifts around the clock—all these units are in constant communication with Central Radio, and with each other when necessary. They act as a backup to the regular Police patrols while performing their own specialties in police operations.

<sup>1</sup>The FY 1973 total for Sheriff's Office, County Detectives, and the Police Department was \$118,822,998; FY 1973 budget for Police Department - \$115,289,251.

Figure 3-3

### FLOW OF POLICE REPORTS AND ARRESTS, 1970

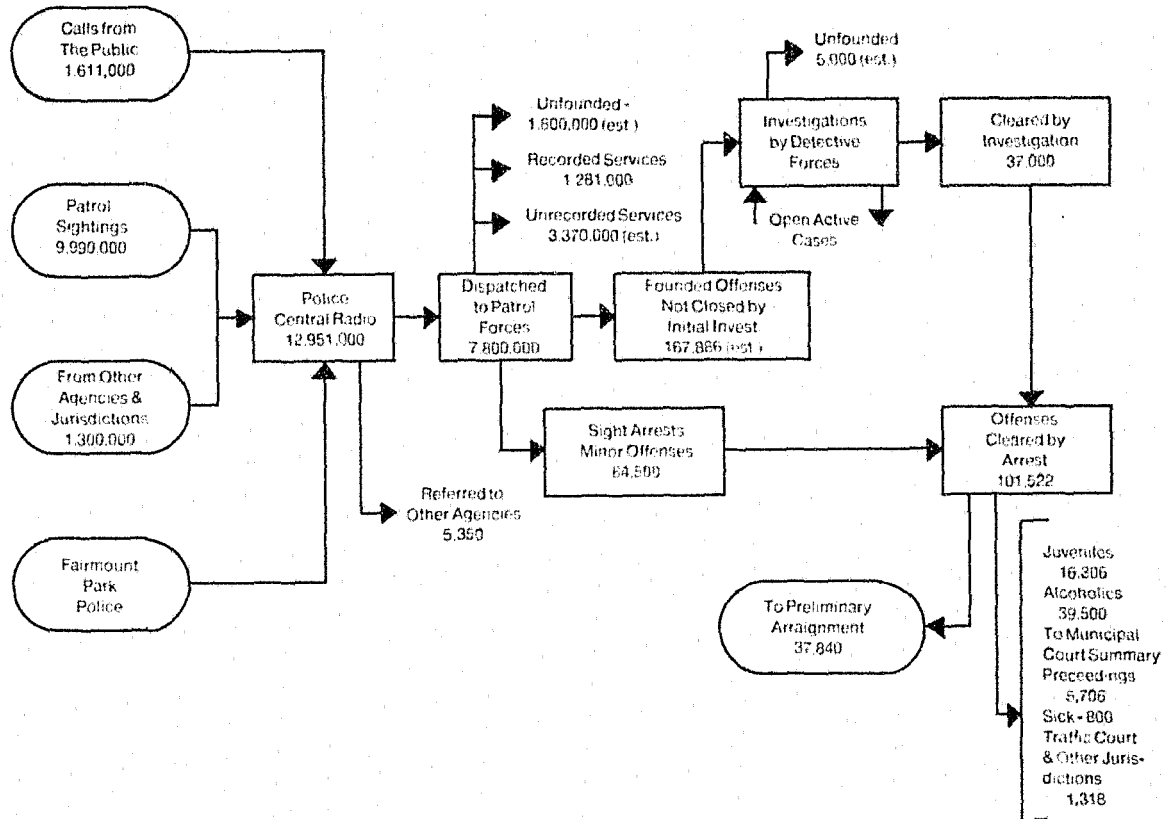


Figure 3-3 shows the workflow involved in Police Patrol which includes services investigations, and arrests. The data was obtained from information gathered from the Police Central Radio, and from work samples which were used to estimate the various police functions performed during a twelve month period. The year selected was 1970 when the reported crime rate was somewhat less than it is today, so that the figures used in the chart are a very conservative estimate of the police activity for 1973.

One of the most significant events that has happened during fiscal 1973 was the formation of special police units to reduce burglary and robbery in high crime areas. These Units are under the command of a Police Inspector and operate in West Philadelphia, North Central Philadelphia, and Northwest Philadelphia.

In depth demographic studies of crime and police deployment in the City by Philadelphia Regional Planning Council staff confirmed that the Department suffers a shortage of uniformed personnel in high crime areas. The study results also suggested that certain police deployment strategies need further investigation. Among the conclusions drawn from the study were that:

- The areas of the City with the highest rate of robbery and burglary are Center City, West Philadelphia, and North Central Philadelphia.

- In the areas with the lowest incidence of Part I crime, deployment of the Regular Patrol officers on all shifts exceeded nine officers per 100 reported crimes.
- Areas of the highest per capita demand for police services were the same as those of highest incidence of serious crime per capita.

Maps showing the incidence of reported crime by Police District are shown in chapter two, Figures 2-5 and 2-6, pages 14 and 15; reported burglary and robbery are shown on Figures 2-9 and 2-11, pages 16 and 17.

The staff study laid the initial groundwork for the development of three special crime-reduction projects, the **Crime Reduction Program for West Philadelphia** and the **North Central and Northwest Philadelphia Strike Forces**. These projects are having a significant impact on crime in their target areas.

The program for W. Phila. became fully operational on April 4, 1973 in the 12th, 18th and 19th police districts. Data on reported major crimes has been released covering the period of time from April 2nd through September 23rd. The total reduction of reported major crime has been 17.8% compared with the same period in 1972. The major thrust of this program is aimed at burglary and robbery. Burglary was reduced by more than twenty percent (20.3%), while robbery showed a decrease of twice that much (40.3%). Larceny was cut 33%, and auto theft fell 3% in the target areas. There was little change in the amount of aggravated assaults, (-.4%); homicide decreased (-5.7%) but rape increased (+18.3%).

The North Central Strike Force in the 22nd, 23rd and 39th Districts has shown equally impressive results in Crime reduction. Crime statistics for the period (April 1 through June 30, 1973) in which the project has been operational indicate that the reported incidence of robbery decreased 35%, burglaries 36%, and overall major crimes 29%, over the same period in 1972,

Throughout the City in the first nine months of 1973, the reported robbery decreased 8.9%, and burglary 11.4%, which indicates that these crime reduction projects are having beneficial city-wide effects.

In addition to these "specific-crime" reduction programs funded with federal discretionary funds, bloc grant funds allocated through the Philadelphia Regional Planning Council have improved police effectiveness through a number of ongoing efforts outlined below.

## **POLICE IMPROVEMENT WITH REGIONAL ACTION FUNDS**

The Philadelphia Police Department has concentrated its efforts toward improvement in five general program areas.

- Special Operations and Auxilliary Services
- Special Training
- Community Relations
- Communications and Special Equipment
- Information and Management

Since 1969, the Police Department has been allocated a total of \$3,003,515 of Regional Action funds. All major continuing projects described below have independently contracted evaluations now in progress.

## **POLICE PROGRAMS, 1969 - 1973**

### **Special Operations and Auxilliary Services**

#### **Neighborhood Anti-Burglary Project (NAB)**

A one-year pilot project by the Philadelphia Crime Commission to demonstrate the usefulness of volunteers working with Police Community Relations Officers to train householders and small merchants to protect themselves and their premises against burglary. This training plus the use of descriptive material, prototype security devices and public education provides the basis for assistance. The NAB project has operated with a selected target area, the 3rd Police District in South Philadelphia. In 1974, this program is to be moved to the 15th police district which has experienced a rapid increase in burglary.

**Expansion of the Juvenile Aid Division (JAD)**

This project has the objectives of (1) increasing the manpower and effectiveness of the Juvenile Aid Division, and (2) deterrence of youth from delinquent activity. In order to do this, 13 more policemen and 10 policewomen were added to the JAD unit. An evaluation of project effectiveness is now in progress.

**Warrant Control Unit (Police and District Attorney)**

This project was funded to augment the District Attorney's Bench Warrant Service Unit by the addition of 30 police officers.

The objective was to reduce the number of outstanding bench warrants from 7,500 to a manageable 800. The project was able to hold the 7,500 backlog only relatively constant and did not succeed in meeting its objectives.

Since then, the Courts have assumed full responsibility for recovery of bench warrant fugitives through an LEAA grant to expand the manpower of its bail program investigators for this purpose. The Courts Bench Warrant Unit has been effective.

**Funding History**

Programs	Special Operations and Auxilliary Services					Total
	69	70	71	72	73	
Neighborhood Anti Burglary				120,984		120,984
Expansion of JAD				317,233		317,233
Warrant Control Unit			216,346		41,039	257,385
						<hr/> 695,602

**SPECIAL TRAINING****Narcotics Training - Police**

Special training in narcotics identification, crisis intervention, and the behavior of addicts, conducted at St. Luke's Hospital, Philadelphia.

This project began in March, 1971 and has conducted then 30-day classes each year. By the end of 1973, 840 policemen will have completed the instruction.

The project was evaluated as successful with some revisions recommended. The recommended changes were instituted in 1972, and the project has been continued through 1973.

**Police Academy Training Program**

A one-time funded project to purchase specialized equipment for the Police Pistol Range and audio-visual training aids to improve the quality of training.

**Mounted Police Training**

The establishment of the Mounted Police Unit required an expanded training program conducted by the Fairmount Park Division. More than one hundred mounted policemen were trained under this program. Project provided special equipment as well as training in horsemanship. Funding was one year only.

**Police Photography Training**

Project provided for the equipment and training of twenty (20) Evidence Technicians in the use of modern photographic equipment and techniques for the purpose of expanding the capabilities of the identification Division. Funding was one-time only.

**Community Relations and Minority Cultural Training**

(See Section on Community Relations)

**Crime Lab and Bomb Disposal Training**

(See Section on Communications and Special Equipment)

### Funding History

#### Special Training

Programs	69	70	71	72	73	Total
Narcotics Training		131,800	131,862	32,225	99,442	395,329
Police Academy Training			138,870			138,870
Mounted Police Training			48,480			48,480
Police Photo Training			13,678			13,678
						<hr/> 596,357

## COMMUNITY RELATIONS

### Human Relations Training

Special training for Police Recruits at the Police Academy, conducted by Temple University faculty, as an adjunct to regular operational training, provides special education in dealing with the public in a sensitive manner.

The project was evaluated as successful. Two hundred officers received this specialized training during 1972 and 360 will receive it during 1973.

### Minority Culture Training

A special program conducted at Temple University for the training of 300 police officers each year to deal effectively with minority groups against a background of understanding of minority group culture. An evaluation is now in progress with the likelihood that the program will continue.

### Movie-in-The-Streets Program

Provides street-level entertainment for residents of inner-city areas during the hot summer evenings. During 303 separate showings in the summer of 1972, over 250,000 people attended. The project was favorably evaluated in the summer of 1973 and is continuing.

### Funding History

#### Community Relations

Programs	69	70	71	72	73	Total
Human Relations Training			21,252	26,196	27,768	75,216
Minority Cultural Training				29,296		29,296
Movies in the Streets			38,032		15,000	53,032
						<hr/> 157,544

## **COMMUNICATIONS AND SPECIAL EQUIPMENT**

### **Police Portable Communications**

Two projects provided portable communications equipment for the Police Department and Fairmount Park Police by purchase of 73 hand-held transceivers with spare parts. This aided in providing communication from officers on patrol in remote area of the Park and on foot patrol in the city. Funding was one-time only.

### **Closed Circuit Television (CCTV)**

The CCTV project began with a planning and feasibility study in 1969, followed by the installation of a pilot system between the Police Administration Building and Headquarters, South Division in 1971-72 (Phase I). Phase II involved finalizing the system design and installing the system into five (5) Police Divisions Headquarters. This was completed in the summer of 1973. Completion of Phase III will expand the system to all nine Police Divisions.

A substantial by-product of the CCTV system will be its use in Roll Call Training of police, policy dissemination from the command level and hopefully, elimination of logistical problems in transportation of arrested persons for preliminary arraignment, arrest screening and bail screening. The implementation plan for Phase II was satisfactory. A detailed evaluation is underway as a part of the ongoing 1973-74 project.

### **Police Crime Laboratory Improvements**

Provided modern equipment for the Police Crime Laboratory and training in its use by laboratory technician. 47 technicians were trained in the new equipment, including the use of the breathalyzer. Funding was one-time only.

### **Bomb Disposal Unit - Police**

Provided special equipment for the Police Bomb Disposal Unit and training in its use. The unit is currently operational, providing service to Philadelphia and surrounding jurisdictions. Funding was one-time only.

### **Wireless Alarm System**

Provided an electronic alarm system for the use of stakeout units in areas of high robbery incidence. The equipment is portable and is capable of providing an alarm system for several locations simultaneously. Stakeout personnel have been trained and the equipment is in daily use. Fund was one-time only.

### **Visual Aids, Radio Room**

Provided special display equipment to assist in the execution of pre-programmed strategies for isolating and apprehending criminals soon after a crime is reported, known as "Operation Find." The equipment is installed and in use. Funding was one-time only.

### **Drug Screening Equipment**

Provides for the purchase of sophisticated drug screening equipment for use in the Police Chemical Laboratory. Funding was one-time only.

### **High Speed Information Retrieval System**

Provides for the purchase of high speed magnetic tape information retrieval equipment for use in Police Radio Central. Funding was one-time only.

### Funding History

#### Communications and Special Equipment

Programs	69	70	71	72	73	Total
Portable Communication (PPD)		170,775				170,775
Portable Communication (FPP)		81,314				81,314
OCTV	75,000	7,000	450,000	170,894		702,894
Crime Lab Improvements		88,717				88,717
Bomb Disposal Unit		65,475				65,475
Wireless Alarm System		146,445				146,445
Visual Aids Radio Room			14,768			14,768
Drug Screening Equipment				47,765		47,765
High Speed Info Unit				62,961		62,961
						1,381,114

## INFORMATION AND MANAGEMENT

### Consolidated Justice Information Network Over Terminals (COJINT)

The design and implementation of a computer-based information system to include all segments of the criminal justice system. In its third year of development, COJINT will provide more access terminals at various points in the criminal justice system. The system design includes safeguards for the security of access to information by unauthorized persons. A special sub-committee of the Philadelphia Regional Planning Council has been established to review these safeguards and insure their adequacy.

COJINT benefits jointly the Courts, the Philadelphia Police Department, the Probation Department, and the Prisons. The Police Task Force of the Regional Council has contributed \$172,900 to the COJINT project from its task force allocation.

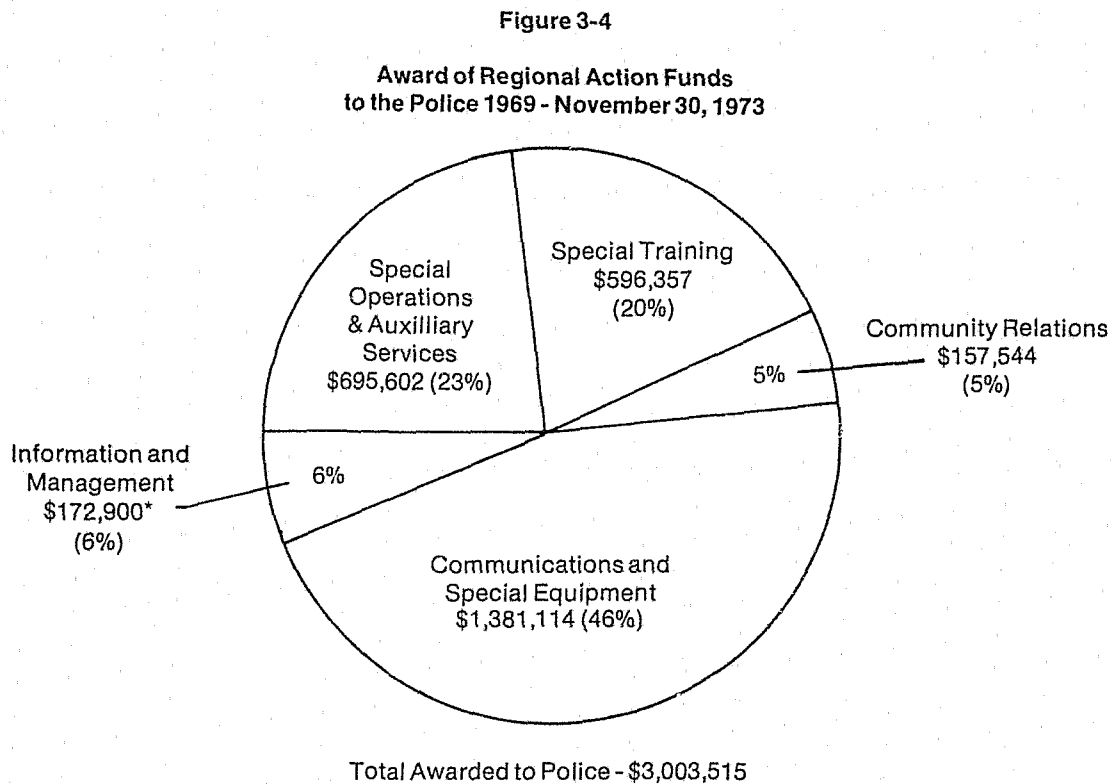
### Funding History

#### Information and Management

Program (Police Share)	69	70	71	72	73	Total
COJINT				105,000	67,900	172,900
						172,900



The proportion of Police Task Force Regional Action funds applied to each of the five areas of emphasis is shown in the following diagram:



\*This amount, was the "police share" of cost for the Consolidated Justice Information Network Over Terminals. (COJINT), a joint project serving all components of the Philadelphia Criminal justice system.

In addition to Regional Action funds, the Police Department has received \$4,260,000 of State or Federal Discretionary funds since 1969. The bulk of these funds came directly from LEAA in 1972 and 1973 and was earmarked for "crime-specific" impact projects.

## STATE AND FEDERAL DISCRETIONARY PROJECTS

1969 - 1973

### **Civil Disturbance Equipment**

Discretionary funds provided special personnel equipment in 1968 for use in handling civil disorders as part of the Emergency Riot Control (307B) provision of the Safe Streets Act. This was one-time funding.

### **CC-TV**

LEAA federal discretionary funds awarded in 1969 provided for initial planning of a Closed Circuit Television Communications System for the police department. The project has been implemented in subsequent years with continued awards of regional action funds.

### **Electronic Surveillance Equipment**

A one-time grant in 1970 for special surveillance equipment for employment against organized crime.

### **Chemical Laboratory Improvements**

A one-time federal discretionary grant of FY 1970 funds to improve the Police Crime Laboratory.

### **Crime Analysis Team (Mayor's Criminal Justice Improvement Team)**

A special seven-member staff of crime analysts and statisticians funded in late 1972 and operating under a director and reporting to the Managing Director of the City of Philadelphia to: (1) evaluate on-going crime-specific police projects, and (2) plan additional projects. This program begun in 1972 has been renamed the Mayor's Criminal Justice Improvement Team and is funded with federal discretionary funds.

### **Crime Reduction Program, West Philadelphia**

The project, funded in late 1972 with federal discretionary funds, has been in operation since April, 1973. Crime statistics from April through September show a decrease of 17.8% in reported crime. Robbery was cut 40.3%, while burglary dropped 20.3%. These figures indicate the dramatic effect this program has had in West Philadelphia Police Districts 12, 18 and 19.

### **North Central Philadelphia Strike Force**

This project, also funded in late 1972 with federal discretionary funds, is similar to the one in West Philadelphia. It was designed to reduce burglaries and robberies by 5%, but crime statistics covering April through June indicate a 35% reduction in robbery and a 36% reduction in burglary over the same period in 1972 for the target 23, 22 and 39 police districts.

As in the West Philadelphia project, the success of this project is impressive as an immediate program for reducing street crime. The over-all amount of reported major crime fell by 20% during this reporting period.

In June, 1973, the Philadelphia Police Department, building on the success of the **Crime Reduction Program in West Philadelphia** and the **North Central Philadelphia Strike Force**, made application for two new crime-specific projects for funding by LEAA discretionary money. These were the **Northwestern Philadelphia Strike Force** and **Public Transit Crime Reduction Program**.

### **Northwestern Strike Force**

This project was funded in 1973 with federal discretionary funds to establish a Police Strike Force in Northwestern Philadelphia (Germantown, Mount Airy, Ivy Hill, West Oak Lane, West Logan) to control stranger-to-stranger crimes, particularly robbery and burglary. This program hopes to reduce the opportunity for crime and to increase the risk of arrest for crime through the deployment of plain-clothes patrol. The area selected for this project includes portions of the 14th and 35th police districts in the North Police Division of Philadelphia. The objectives are to reduce Part I crime by 5%; to reduce robbery and burglary by 10% and 15% respectively, and to increase the clearance rate for Part I crime by 5%.

### **Public Transit Crime Reduction Program**

This project, funded in 1973 with federal discretionary funds, expands the Philadelphia Police Transit Unit in the subway and transit system to reduce serious crimes committed therein, and to reduce public fear and apprehension of crime in the transit system. Both plain clothes and uniformed officers are used.

The objectives of the Public Transit Crime reduction project are to achieve:

- A 5% decrease in the number of Part I crimes in the transit system.
- A 5% increase in the clearance rate for Part I crimes in the transit system.
- A greater sense of security for the citizenry of Philadelphia through reducing the fear of crime in the transit system.
- A 2% decrease in the number of Part II crimes in the transit system.
- A 10% increase in the clearance rate for Part II crimes in the transit system.

#### COJINT

In addition, the police received \$105,000 from a \$250,000 award of FY 1970 federal discretionary funds to the Police and Courts (jointly) for the development of the Combined Justice Information Over Terminals (COJINT) project. This project has been continued with awards of regional action funds.

#### Funding History State and Federal Discretionary

Programs	68	69	70	71	72	73	Total
Civil Disturbance Equipment	50,000						50,000
CC-TV		19,753					19,753
Electronic Surveillance			10,000				10,000
Chemical Lab. Imp.			120,000				120,000
COJINT (Police Share)			105,000				105,000
Crime Analysis Team					200,000		200,000
West Phila. Crime Reduction					1,000,000		1,000,000
North Central Strike Force					1,000,000		1,000,000
Northwestern Strike Force						1,000,000	1,000,000
Public Transit Crime Reduction						1,000,000	1,000,000
							4,504,753

### **III - B**

## **IMPROVING THE PHILADELPHIA COURTS**



## INDICATORS OF THE QUALITY OF JUSTICE

### Speedy Trial

The National Conference on Criminal Justice Standards and Goals stated that "...the major priority in the courts area toward reducing criminal activity must be given to developing speed and efficiency in achieving the final determination of guilt or innocence for a particular defendant."<sup>4</sup> Various model timetables have been suggested for processing of cases between major stages of the criminal justice system. The following table summarizes those timetables:

Table 3-1

Source of Timetable	Interstage Delay from Arrest To —		
	Arraignment	Preliminary Hearing	To Trial
Peterson Commission <sup>5</sup>	1/4 day	14 days	60 days
Saari Report <sup>6</sup>	one day	2 days	60 days
Johnson Commission <sup>7</sup>	(hours)	3 days	70 days
Consortium Report <sup>8</sup>	(hours)	7 days	77 days

In Pennsylvania and in Philadelphia, the following **judicially-imposed** time constraints exist:

Table 3-2

Source of Timetable	Interstage Delay from Arrest To —		
	Arraignment	Preliminary Hearing	To Trial
<u>Comm. v. Futch</u> , 447 Pa., 389 (1972) citing Pa. R. Crim. P. 118.	"No" Unnecessary Delay"	10 days	270 days effective 7/1/73 <sup>10</sup>
Pa. R. Crim. P. 140			
Pa. R. Crim. P. 1100 <sup>9</sup>			

<sup>4</sup>Report of the National Conference on Criminal Justice, LEAA, cts.-1 (Jan., 1973).

<sup>5</sup>IBID.

<sup>6</sup>Saari, "Analysis of Pretrial Delay in Felony Cases - A Summary Report," National Institute of Law Enforcement and Criminal Justice (May, 1972).

<sup>7</sup>President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Courts (1967).

<sup>8</sup>Report of the Philadelphia Justice Consortium, 16-17 (1972).

<sup>9</sup>The Pennsylvania Speedy Trial Rule, Pa. R. Crim. P. 1100, embraces only delays not imputable to the defendant or his counsel. In this regard, Rule 1100 is similar to the model timetables and Speedy Trial rules of other jurisdictions in that it is not an absolute rule, but rather is subject to exceptions. Those exceptions almost universally apply to defendant-initiated delays.

<sup>10</sup>200 days effective 7/1/74.

How can the success of the Philadelphia Court System in achieving "justice for all" be measured? While the use of average time lapse between stages and average time lapse to trial may serve as a good measure of overall efficiency and achievement, the founders of the United States Constitution did not wish the "law of averages" to determine the benchmark for speedy trial. They unequivocally guaranteed that "...In all criminal prosecutions the accused shall enjoy the right to a speedy ....trial..." (emphasis add)<sup>11</sup> In other words, the right or guarantee is given to **each individual**.

Averages can lead to faulty inferences in this regard. For example, consider the following table which shows average interstage delays for Major and Non-major cases for the three year period ending Dec. 31, 1972:<sup>12</sup>

**Table 3-3**

Average Inter-stage Delay (in days)  Stages	Major Cases			Non-Major Cases		
	1970	1971	1972	1970	1971	1972
Arrest to Indictment	57	41	33	51	43	34
Indictment to Arraign- ment	53	38	49	44	30	28
Arraignment to Trial	61	69	82	60	60	75
Arrest to Trial	171	148	164	155	133	137

Aside from the obvious growth in the average post-arraignment delays for both case-types, the total averages (arrest-to-trial) appear to be comfortably within the 180-day time limit soon to be imposed by operation of Rule 1100.

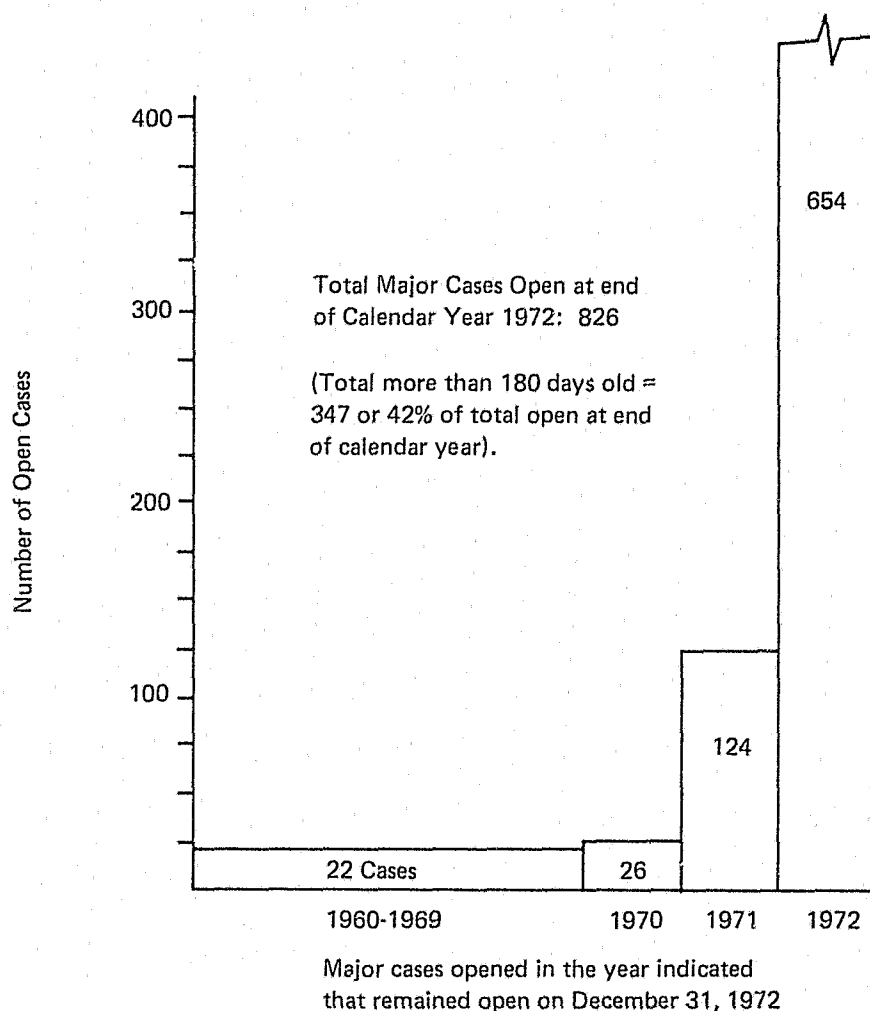
<sup>11</sup>Amendment VI, U.S. Constitution.

<sup>12</sup>Source: 1972 Annual Report of the Court of Common Pleas, Phila.

But now consider the age of the Common Pleas Court backlog, using a time-distribution graph. This distribution will show the ages of all major cases still open at the end of 1972:

Figure 3-5

**FREQUENCY DISTRIBUTION OF MAJOR CASES OPEN  
AT END OF CALENDAR YEAR  
PHILADELPHIA COURT OF COMMON PLEAS**



The above time-distribution graph unfortunately does not state the reasons why cases remain open. But significantly, the total number of open major cases dating back to 1960 at the end of calendar year 1972 declined from 1,838 at year's end in 1971 (of which 54% were more than 180 days old) to 826 at year's end, 1972 (of which 42% were more than 180 days old), indicating the courts took action in 1972 to dispose of the large number of still open, very old cases.

During 1972, the Philadelphia Regional Council planning staff drew a sample of 556 persons arrested during 1971 for the purpose of analyzing trial delays. However, the sample analysis stratified the analysis by types of offenders and for the crimes of burglary and robbery. The results of the sample analysis are shown for the Common Pleas Court and the Municipal Court in Tables 3-4 and 3-5, respectively. These tables illustrate time lapse differentials which occur in processing different types of cases; i.e., for different crimes charged. These show how substantial variations from average processing times and average interstage delays (for the total) occur depending on the specific crime charged and for individuals with varying histories of arrest and conviction.





**CONTINUED**

**1 OF 3**

Table 3-4

## SAMPLE ANALYSIS OF TIME LAPSE BETWEEN STAGES - COMMON PLEAS COURT (1971 - JUNE 1972)

	Arrest to Preliminary Hearing		Preliminary Hearing to G.J. Indictment		G.J. Indictment Through CP Trial		Total Time Arrest Through CP Trial	
	Calendar Days	Court Days	Calendar Days	Court Days	Calendar Days	Court Days	Calendar Days	Court Days
Total Sample	17	12	36	26	144	103	197	141
Prior Arrest & Conviction	19	14	34	24	143	102	197	141
First Arrest	15	11	31	22	147	105	193	138
Bailed Defendants	17	12	36	26	140	100	189	135
Detainees (Prison)	18	13	35	25	151	108	205	146
<u>Burglary Cases</u>								
Prior Arrest & Conviction	8	6	33	26	118	84	158	113
First Arrest	9	6	44	31	133	95	186	133
<u>Robbery Cases</u>								
Prior Arrest & Conviction	12	9	35	25	188	134	223	159
First Arrest	31	22	33	24	139	99	172	123

Table 3-5

SAMPLE ANALYSIS OF TIME LAPSE BETWEEN STAGES  
MUNICIPAL COURT (1971 - JUNE 1972)

	Arrest to MC Preliminary Hearing		Arrest Through MC Trial	
	Calendar Days	Court Days	Calendar Days	Court Days
Total Sample	25	18	110	79
Prior Arrest or Conviction	37	26	121	86
First Arrest	14	10	98	70
Bailed Defendants	50	36	144	102
Detainees (Prison)	13	10	75	54
Fugitives	-----	-----	-----	-----

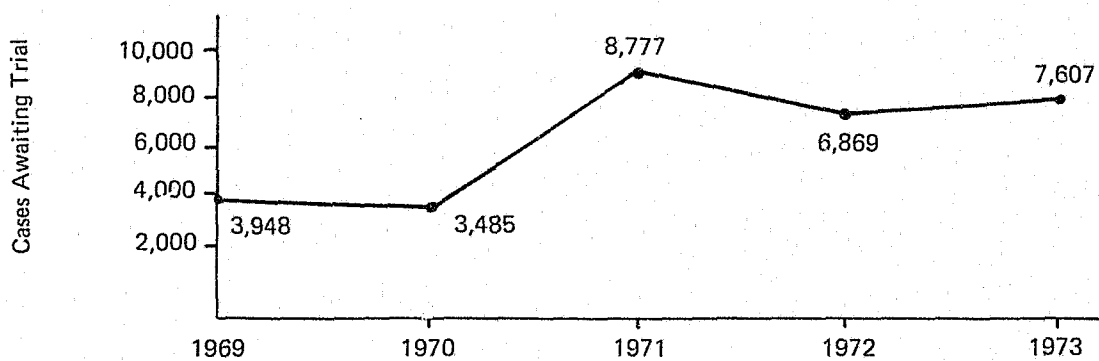
## BACKLOG

The size of the backlog is much less useful in determining success at achieving speedy trial than is the age of the backlog. If a criminal justice system has the capacity to handle the demands placed on it, the number of undisposed cases at the end of a calendar year would not tell us anything about the quality of justice in that system. But when the backlog has a large number of "deferred" (or inactive cases) backlogged and a consistently high or growing number of "active" cases backlogged, the size of the backlog becomes much more meaningful.

The five year trend in Municipal Court active case backlog is as follows:

Figure 3-6

Municipal Court Active Trial Backlog  
1969-1973



Backlog is composed of two types of cases; active and deferred. **Active** backlog cases are those cases **ready** and awaiting trial; deferred backlog cases are those **not ready** for trial, usually by reason of the non-availability of the defendant.

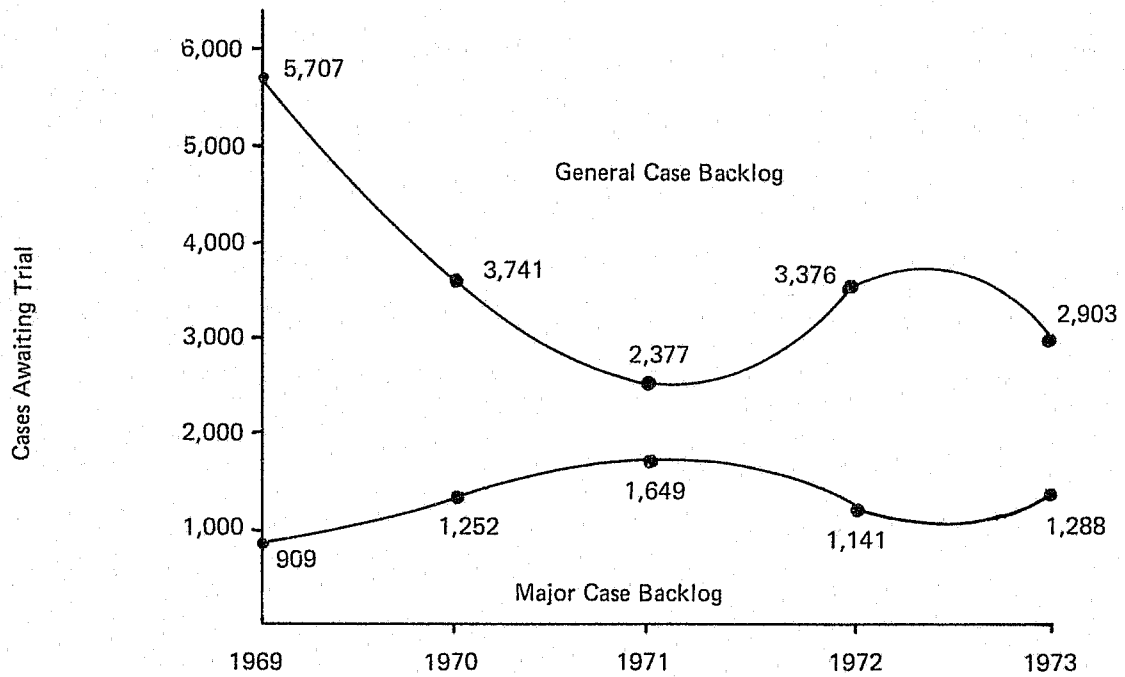
**Deferred Backlog:** deferred backlog continues to be largely a function of the fugitive rate. At the end of 1973, the Court of Common Pleas had 4,514 cases in deferred status, 79% of which were attributable to the defendants' fugitive status. For Municipal Court, 5,430 cases were deferred; 97% of these were fugitive cases.

Generally speaking, in 1973, the backlog of cases (both active and deferred) rose in the Municipal Court, and declined in the Common Pleas Court. (Major case backlog did increase slightly in Common Pleas Court). The following graph portrays the active backlog trend for major and general felony cases in the Court of Common Pleas for the 5 year period ending December 31, 1973;<sup>13</sup>

<sup>13</sup> Despite the addition of 25 new judges to the Common Pleas bench in 1972, CP general case backlog rose in that year. In Municipal Court, criminal case backlog dropped. In 1972, the work load of both MC and CP courts was affected with respect to both volume and distribution due to the jurisdictional change increasing the MC jurisdiction to cases in which a sentence of up to five years could be imposed, transferring many CP cases to MC. As a result, the volume of Common Pleas case dispositions in 1972 was only 67% of the 1970 volume. While it is gratifying to see that in 1973 active backlog in CP court leveled off and declined slightly. The total backlog in both MC and CP courts (collectively) remained high in 1973 and continued to increase slightly.

Figure 3-7

**COMMON PLEAS COURT TRENDS IN ACTIVE BACKLOG  
FOR MAJOR AND GENERAL CASES (1969-1973)**  
(Homicide not included)<sup>14</sup>



<sup>14</sup>Cases falling within the Common Pleas Court jurisdiction are classified: homicide, major felony and general trial cases. Homicide cases are self-classifying. Felony cases are classified as major or general depending on the legal issues they present. Homicide cases are not shown in the above graph since they represent a very small portion of the total number of cases. They do, however, consume a disproportionate share of judicial time and manpower. The backlog of homicide cases increased from 488 available for trial in January 1972 to 540 available for trial in January 1974. (See Table 3-6)

The following figures show the deferred and total backlog trends for each Court, December 1969 through December 1973. The shaded portion represents the deferred backlog, and the upper line is the total backlog. The "net" difference between the lines represents the active backlog.

Figure 3-8

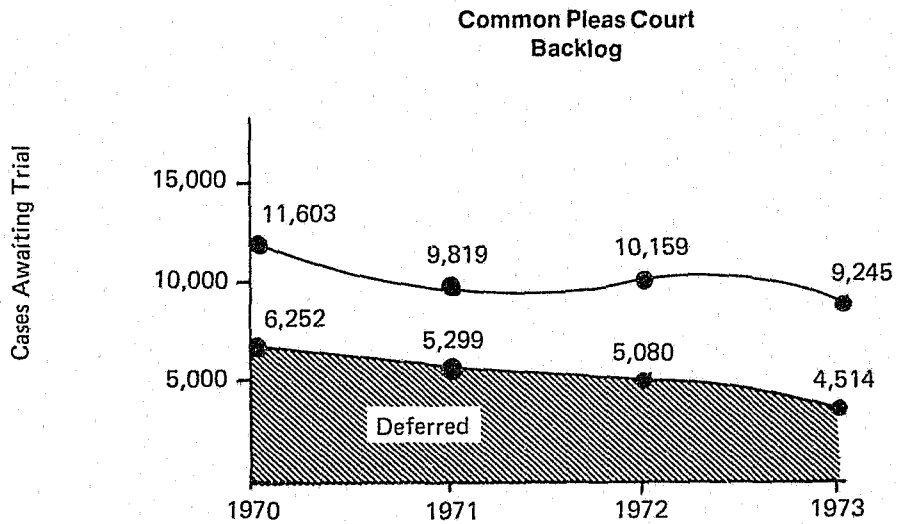
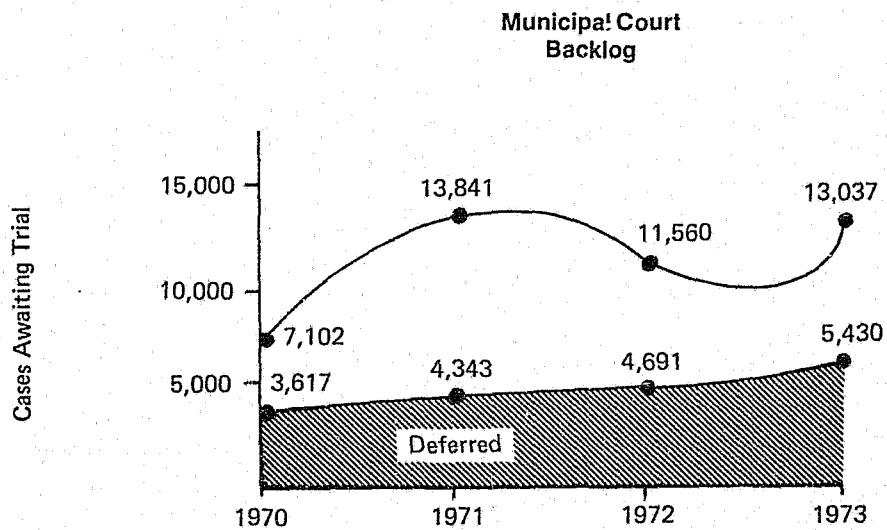


Figure 3-9



The four year backlog trend (1970-1973) for homicide major and general cases in the Court of Common Pleas is shown in the table below:

**Table 3-6**  
**ACTIVE BACKLOG, COURT OF COMMON PLEAS, 1970-1972**

<u>Available for Trial</u>	<u>Homicide</u>	<u>Major</u>	<u>General</u>	<u>Total</u>
January 1, 1970	433	909	5,707	7,049
January 1, 1971	353	1,252	3,741	5,351
January 1, 1972	488	1,694	2,377	4,559
January 1, 1973	562	1,141	3,376	5,079
January 1, 1974	540	1,288	2,903	4,731

Clearly, as discussed in this chapter, trends in case disposition times (age of cases) and case backlog continue to reflect serious problems in achieving "justice." The new Supreme Court Rule 1100 which became effective July 1, 1973 will greatly reduce the age of cases prior to disposition. The new Courts Bench Warrant Unit (discussed later in this chapter) which was established with an LEAA grant July 1, 1973 is already having a significant impact on controlling the fugitive rate of bailed cases, and is expected to result in a slow but gradual reduction in deferred case backlog over a long range period. Measures being taken to reduce current court workloads, i.e., case volume, are discussed in the following section.

## THE NATURE OF COURT WORKLOADS

The following table reflects the four-year summary, by crime category, of the workload of both the Municipal and Common Pleas Courts:<sup>15</sup>

**Table 3-7**  
**MUNICIPAL & COMMON PLEAS CASELOADS, 1970-1973**  
**(All Dispositions Including Dismissals)**

	<u>Weapons</u>		<u>Narcotics</u>		<u>Larceny*</u>		<u>Minor Assault</u>		<u>Agg. Assault</u>	
	<u>CP</u>	<u>MC</u>	<u>CP</u>	<u>MC</u>	<u>CP</u>	<u>MC</u>	<u>CP</u>	<u>MC</u>	<u>CP</u>	<u>MC</u>
<u>1970</u>	1,045	1,586	2,848	5,401	1,827	1,685	1,359	5,275	1,177	1,685
<u>1971</u>	778	1,919	2,412	5,846	1,226	2,035	852	3,968	973	2,034
<u>1972</u>	585	2,633	1,053	4,761	606	2,496	604	4,217	914	2,021
<u>1973</u>	583	2,492	799	4,852	62	2,904	519	3,228	1,126	3,450
	<u>Robbery</u>		<u>Burglary</u>		<u>Other</u>		<u>TOTAL</u>			
	<u>CP</u>	<u>MC</u>	<u>CP</u>	<u>MC</u>	<u>CP</u>	<u>MC</u>	<u>CP</u>	<u>MC</u>		
<u>1970</u>	1,330	1,462	2,613	3,471	3,646	16,876	15,845	36,441		
<u>1971</u>	1,269	2,393	2,300	4,848	2,646	15,759	12,456	38,802		
<u>1972</u>	1,715	2,875	2,511	4,661	2,541	17,965	10,529	41,629		
<u>1973</u>	2,120	2,663	2,516	3,898	3,133	17,926	10,858	41,413		

\*Non-Auto larcenies only.

<sup>15</sup>Four categories of crimes—weapons offenses, narcotic drug law violations, larceny (other than auto) and minor assault accounted for 80% of the drop in Common Pleas case volume after the increase in Municipal Court jurisdiction in 1972. Such cases represented almost half of the CP 1970 caseload, but only one-fourth of its 1972 caseload. On the other hand, the serious offenses of robbery and burglary, which constituted one-fourth of the 1970 CP workload comprised two-fifths of its 1972 and 1973 workloads.

While the disposition of cases for each Court remained fairly static, there were significant fluctuations in the Municipal Court among aggravated assault (up from 2,021 cases in 1972 to 3,450 cases in 1973); minor assault (down from 4,217 cases in 1972 to 3,228 cases in 1973); drunk driving (up from 4,404 in 1972 to 5,988 in 1973); and gambling (down from 4,059 in 1972 to 2,878 in 1973). In the Common Pleas disposition for 1973, it is gratifying to see a significant increase in the disposition of robbery cases (up from 1,715 in 1972 to 2,120 in 1973). Robbery has been a "specific-crime" reduction target for the police at arrest level and therefore requires added attention "downstream" in the criminal justice system as well.

Table 3-8

**TRENDS IN CONVICTION RATES FOR BURGLARY & ROBBERY**

**Common Pleas Court**

			<u>1971</u>	<u>1972</u>	<u>1973</u>
<u>Robbery</u>	"Gross" Conviction Rate	=	47%	62%	69%
	"Adjusted" Conviction Rate	=	69%	74%	75%
<u>Burglary</u>	"Gross Conviction Rate	=	72%	67%	69%
	"Adjusted Conviction Rate	=	82%	78%	78%

("Gross" = the percent of all dispositions - less transfers)

("Adjusted" = the percent of all adjudications)

**Municipal Court**

Robbery In Municipal Court, robbery statistics are negligible, as it is an offense triable in Common Pleas Court. The Municipal Court's involvement with robbery offenses is generally limited to preliminary arraignment.

			<u>1971*</u>	<u>1972</u>	<u>1973</u>
<u>Burglary</u>	"Gross" Conviction Rate	=	13%	50%	40%
	"Adjusted" Conviction Rate	=	68%	78%	69%

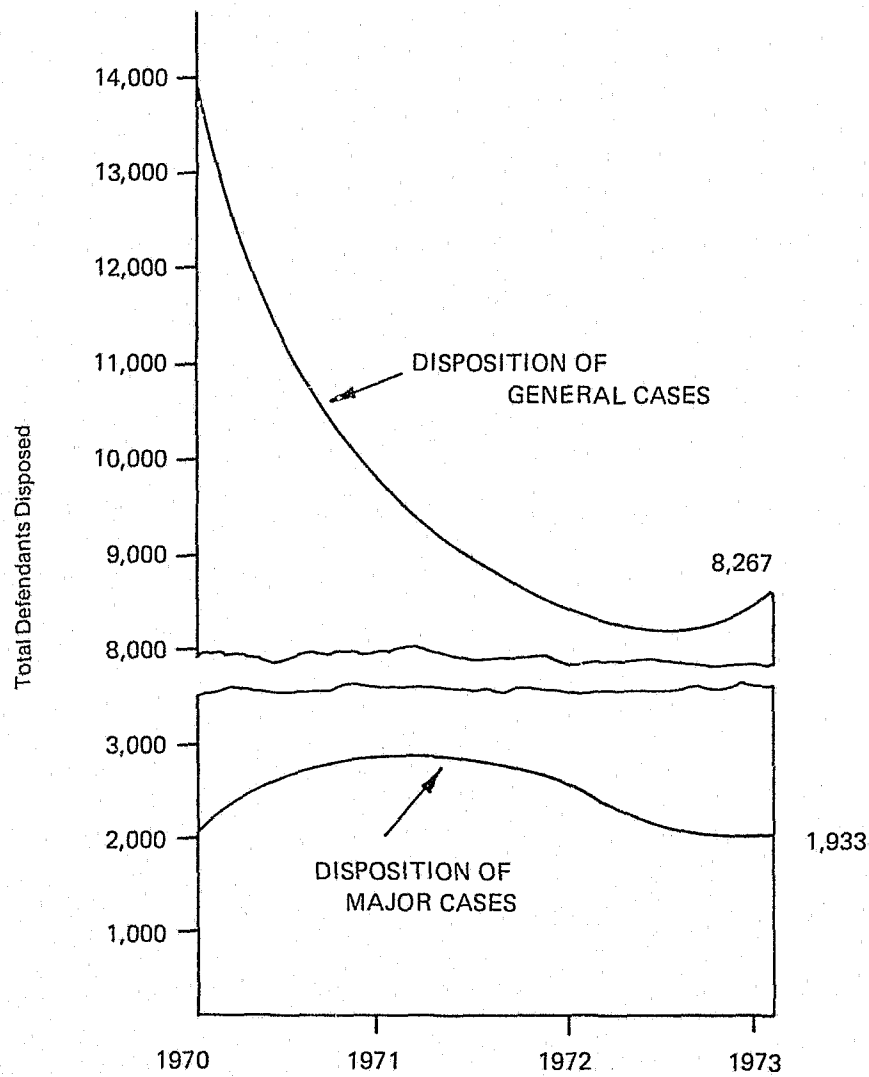
\*Year Municipal Court jurisdiction expanded.



Disposition trends among major and general felony cases in the Common Pleas Court are shown below:

Figure 3-10

**TRENDS IN DISPOSITION RATES  
COURT OF COMMON PLEAS  
1970-1973**



While the disposition rates have "flattened out" somewhat during 1973, the following factors should be noted for their impact on Court workloads, age of cases, backlog, etc.:

(1) The number of petitions (motions) filed before Common Pleas Motions Court increased from 3,088 during 1972 to 4,901 in 1973 for an annual increase of 63%. The petition disposition rate went from 2,375 in 1972 to 3,823 in 1973 showing a significant response to the workload demand by the court. The growth in the number of these petitions, however, continues to cause substantial delays in case disposition.

(2) The number of petitions filed under the Post-Conviction Hearing Act increased from 179 in 1972 to 258 in 1973. The dispositions of such petitions for the years 1972 and 1973 were 219 and 225, respectively, indicating some inelasticity in this area.

(3) The number of jury trials held in the Court of Common Pleas rose dramatically from 294 in 1972 to 494 in 1973, an increase of 168 over the previous year. The following table reflects the upsurge in number of jury trials held over the last four years:

**Table 3-9**

**JURY TRIALS, COMMON PLEAS COURT, 1970-1973**

	<u>Number of Jury Trials</u>	<u>Jury Trials for Murder, Robbery, Aggravated Assault &amp; Serious Sex Offenses</u>
1970	218	167 (77% of all jury trials)
1971	196	143 (73% of all jury trials)
1972	294	229 (78% of all jury trials)
1973	494	229 (78% of all jury trials)

Clearly, a great deal of judicial man-hours which would be otherwise available to reduce backlog and disposition times are being occupied with the upsurge in jury trials.

## **PLEA BARGAINING**

Considering the extent of the backlog and the imposition of Rule 1100, the pressure for rapid disposition of cases is great. A device for speeding up the disposition rate of the courts is the negotiated plea of guilty otherwise known as the "plea-bargain" plea of guilty, usually to a lesser, but included, offense. Yet, the American Bar Association and the National Conference on Criminal Justice Standards and Goals have both recommended eventual abolition of plea bargaining on public policy grounds. In light of these competing interests, how significant a role has plea bargaining played in Philadelphia courts since 1970?

The following table shows the total number of findings of guilty for both Municipal Court and Common Pleas Court, 1970 - 1973 inclusive. Also, shown is the number of findings of guilty which resulted from pleas of guilty and the respective percentages of the total that such pleas represent. Shown as well is the number of convictions on lesser-included offenses which may also reflect the extent of plea bargaining.

Table 3-10

**TRENDS IN GUILTY PLEAS AND LESSER INCLUDED OFFENSES 1970-1973**

MUNICIPAL COURT					COMMON PLEAS COURT			
	Total Guilty	Guilty Pleas	%	Conv. for lesser Included Offenses	Total Guilty	Guilty Pleas	%	Conv. for lesser Included Offenses
<u>1970</u>	5,080	1,003	20%	634	9,017	3,722	41%	2,299
<u>1971</u>	5,635	1,329	24%	988	7,735	3,938	51%	2,165
<u>1972</u>	10,377	3,881	37%	2,435	5,853	3,001	51%	1,438
<u>1973</u>	8,856	3,246	37%	1,937	6,402	2,961	46%	1,512

The table above tends to show that the system did not rely more heavily on guilty pleas to dispose of its workload in 1973 than it had in 1972. The increase in guilty pleas and convictions for lesser included offenses which occurred in Municipal Court from 1971 to 1972 probably resulted from the mandated change in the jurisdiction of that court after 1971 which transferred jurisdiction for a number of more serious offenses from Common Pleas Court to Municipal Court. Unofficial data for early 1974; however, indicates that, due to a change in prosecution policy, there will be a significant increase in guilty pleas derived through plea bargaining. Unofficial data for January 1974 indicates that guilty pleas increased from 309 in January, 1973 to 390 in January 1974 out of about the same number of cases handled in January of each year.

Table 3-11

**LESSER-INCLUDED-OFFENSE (LIO) CONVICTIONS  
AND GUILTY PLEAS FOR BURGLARY & ROBBERY  
1971-1973**

	BURGLARY		ROBBERY	
	Guilty Pleas (% of Total Guilty)	LIO (% of Total Guilty)	Guilty Pleas (% of Total Guilty)	LIO (% or total Guilty)
1971	59%	35%	47%	18%
1972	59%	27%	45%	13%
1973	57%	27%	43%	12%

**CONTINUANCES**

"Continuances" remain a principal source of delay in the Philadelphia Courts System. Cases are forced to be continued due to the following general reasons:

- defendant's failure to appear;
- attorney schedule conflicts;
- attorney lack of preparedness;
- lack of courtroom availability;
- missing witnesses
- vacation of key personnel, etc.

The solution to the continuance problem lies greatly in improved court management and improved court regulation. Steps are underway to reduce cases continuances through imposition of the so-called "two-continuance rule" limiting the number of continuances allowable,<sup>16</sup> and through institution of a "cause of continuance" reporting system to identify chief causes of delay in proceedings. Utility of this new reporting system is being handicapped by continued submission and recording of nebulous reasons for continuance which do not reflect the exact reason for granting the delay. Much more cooperation of all parties involved will necessary to resolve this problem which has suddenly become much more acute with the imposition of Rule 1100 (the so-called 270 and 180 day rule) mentioned earlier in this chapter.

## **IMPACT OF NEW PENNSYLVANIA CRIMES CODE**

On June 6, 1973, a new Pennsylvania Crimes Code became effective. While it left unaffected current statutory law on narcotics, homosexuality, wiretapping, and the death penalty, it effected a complete extinction of common law crimes and increased the maximum penalties for a number of common statutory crimes (e.g. carrying a concealed deadly weapon, violation of the Uniform Firearms Act, assault with intent to kill, assault and battery on a police officer, unlawful entry, etc.). As a result of changes in maximum penalties, jurisdictional shifts (Municipal Court to Common Pleas Court, and vice versa) for some offenses have occurred. The following offenses exemplify the impact of these jurisdictional changes.

### **From Summary Offenses to MC Trial**

18 Pa. S. 3929 - Shoplifting

18 Pa. S. 5503 - Disorderly Conduct

### **From MC to CP Trial**

18 Pa. S. 2702 - Aggravated Assault

18 Pa. S. 3921 - Larceny

18 Pa. S. 3925 - Receiving Stolen Goods

No analysis of the caseload impact of the new Code changes in penalties on the MC and CP caseloads is yet available, but it should be substantial. Many of the cases transferred to Municipal Court from Common Pleas Court by the Constitutional Amendment which increased the MC jurisdiction in 1972 were transferred back to the CP Court in June 1973 when the new Crimes Code became effective. These cases will take longer for disposition in CP than in MC due to additional proceedings required in the CP process.

Workloads and dispositional outcomes of cases in the Courts by type of offense have been discussed earlier in this chapter. Unofficial data on police arrests and reported offenses in Philadelphia for 1973 indicate that the initial input of cases dealt with by the Courts in 1973 was approximately the same as in 1972<sup>17</sup>; however, LEAA funded "volume-control" projects have had significant impact on reducing the quantity of work facing the Courts. In 1973, pre-trial screening and diversion programs funded by the Governor's Justice Commission through the Philadelphia Regional Planning Council continued to exceed 1972 levels of effort, reducing judicial workloads as follows:

<sup>16</sup>General Court Reg. 73-9 (August 8, 1973), Philadelphia Court of Common Pleas.

<sup>17</sup>Overall case dispositions for the MC and CP Courts for 1973 (52,271) were slightly more than in 1972 (52,158). Cases diverted by court action are counted in total case dispositions.

Table 3-12

## TRENDS IN VOLUME CONTROL PROJECTS

<u>Project</u>	<u>1972</u>	<u>1973</u>
Search Warrant and Arrest Review (number of deficient or insubstantial arrests screened out)	5,393	5,680
Accelerated Rehabilitative Disposition (ARD) (No. of persons diverted to unsupervised probation or rehabilitative alternatives without trial)	4,967	6,831
Arbitration as an Alternative to Private Criminal Complaint ("4A") (No. of cases referred to arbitration)	860*	690*

\*"4A" cases reflect the total number of referrals. Referrals are made at the discretion of the Trial Commissioner. There seems too little explanation for the drop in referrals to the "4A" project from 1972 to 1973.<sup>10</sup> The remand rate of the "4A" program is about 10%.

The "volume control" projects listed above are discussed more fully in the section of this chapter entitled "Regional Action Programs in the Courts." Flows through the Courts system in 1972 are depicted in Figure 3-11 including cases disposed of through volume control projects.

## COURTS MANAGEMENT AND COORDINATION OF RESOURCES

A major problem for the Courts system, closely related to causes of delay and continuance of proceedings is the logistical problem of scheduling the simultaneous presence of all parties to a Courts proceeding and providing adequate facilities and services for the proceeding.

Notification and assignment schemes antedated LEAA assistance, but the Philadelphia Regional Council has provided funding for a number of projects which have:

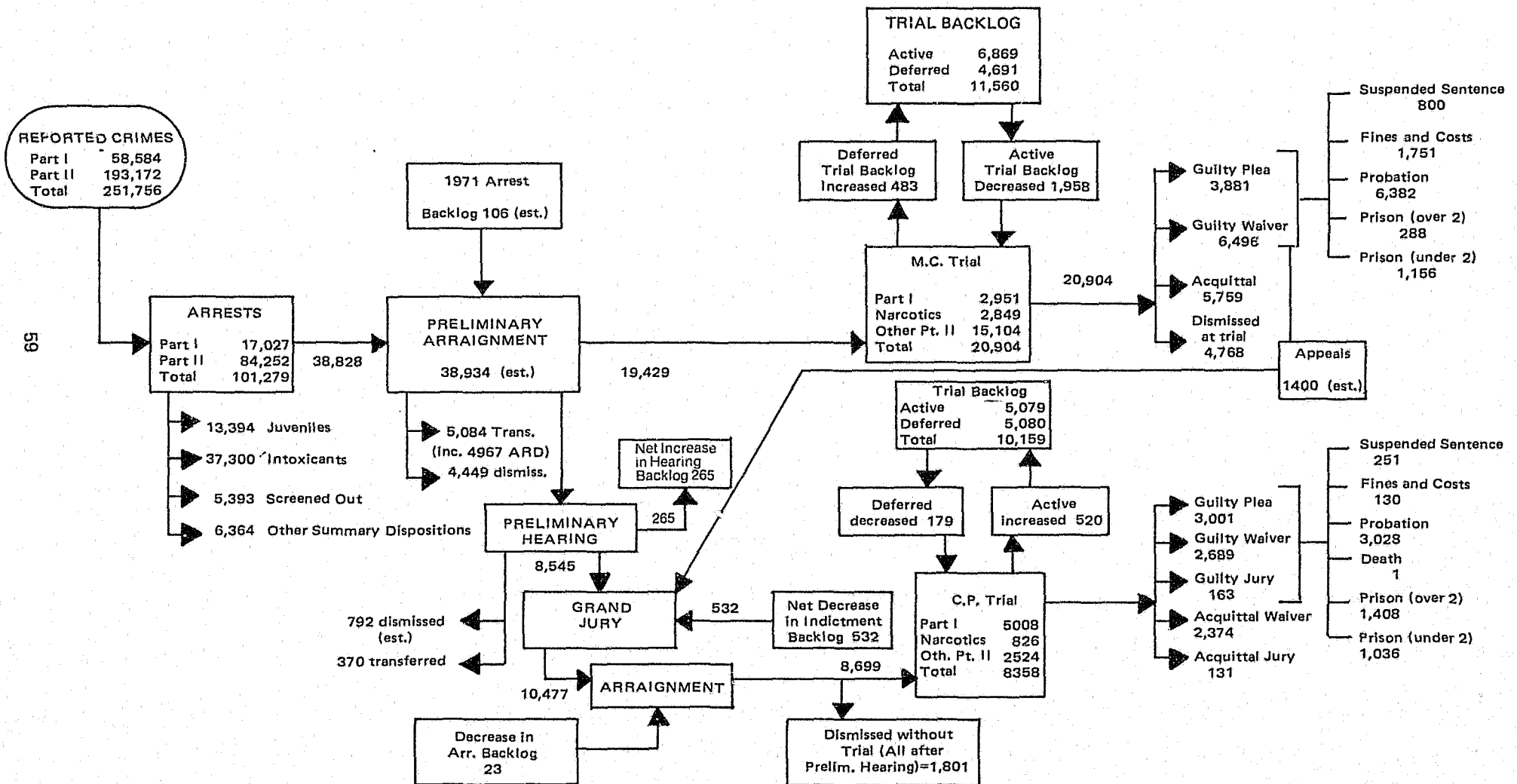
- (1) improved notification of witnesses;
- (2) improved the apprehension of defendants who fail to appear, i.e., bail fugitives;
- (3) assisted the Court administration in providing management information essential to performance of its function, including automated prisoner inventory, cause of continuance reporting, and "on-line" booking now under development;
- (4) substantially expanded court facilities and space through microfilming and automated retrieval of files and records which heretofore required manual storage and retrieval.

These projects are discussed more fully in the section of this chapter entitled "Regional Action Programs in the Courts."

<sup>10</sup>There are no clearly articulated standards or guidelines as to which cases are most amenable to arbitration. At the recommendation of the "4A" project evaluator, "4A" project staff are gathering data on this point. This data, when analyzed, and the project's success rate will be made available to the Trial Commissioner in order to stabilize the rate of referrals to the program at as high a rate as is possible.



Figure 3-11  
FLOW OF DEFENDANTS  
THROUGH THE PHILADELPHIA COURTS, 1972



Revised 7/20/73

## TRIAL DISPOSITION AND CASE OUTCOMES

Tables 3-13 and 3-14 indicate the trends in adult criminal case outcomes in Philadelphia, 1970-1973.

Table 3-13

### Municipal Court Adjudications, 1970-73

<u>Outcome</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Guilty as charged:	4,504	4,647	7,942	6,919
Guilty of lesser offense:	634	988	2,435	1,937
Acquitted at trial:	5,168	6,388	10,527	6,676

Table 3-14

### Common Pleas Adjudications, 1970-73

<u>Outcome</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Guilty as charged:	6,718	5,570	4,415	4,890
Guilty of lesser offense:	2,299	2,165	1,438	1,512
Acquitted at trial:	3,724	2,536	2,505	2,605

## DISPOSITIONS OF ADULT TRIALS, PHILADELPHIA COURTS 1970-1973

The following tables indicate the three-year trend of the sentencing by each court from 1970-1973:

Table 3-15

### Municipal Court Adjudications

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Death	-----	-----	-----	-----
Confined	265 ( 6%)	576 (10%)	1,444 (14%)	1,332 (15%)
Probation	1,432 (27%)	2,375 (42%)	6,382 (61%)	5,531 (62%)
Fines & Costs	2,467 (49%)	1,981 (35%)	1,751 (17%)	1,325 (15%)
Suspended Sentence	974 (18%)	703 (13%)	800 ( 8%)	668 ( 8%)
TOTAL	5,138 (100%)	5,635 (100%)	10,377 (100%)	8,856 (100%)



Table 3-16

## Common Pleas Court Adjudications

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Death	1	1	1	-----
Confined	2,912 (32%)	2,732 (35%)	2,443 (42%)	3,048 (47%)
Probation	4,888 (54%)	4,256 (55%)	3,028 (52%)	3,004 (47%)
Fines & Costs	514 ( 6%)	295 ( 4%)	130 ( 2%)	98 ( 2%)
Suspended Sentence	70 ( 8%)	451 ( 6%)	251 ( 4%)	252 ( 4%)
TOTAL	9,016 (100%)	7,734 (100%)	5,853 (100%)	6,402 (100%)

## JUDICIAL MANPOWER AND FACILITIES

The Court of Common Pleas has an authorized level of 81 judges, 25 of whom were added to the Court late in 1971. When attrition reduces the actual number below 81, the Court retains the services of retired Common Pleas Court judges to bring the Court to full complement and to augment judicial manpower. At present, there are two vacancies, with seven retired judges augmenting the judiciary.

During each quarter, judges are available for six weeks on criminal trial work, five weeks on civil trial work, with a week in chambers between assignments. The President Judge may, at his discretion, augment the Municipal Court trial-judge capacity by the temporary assignment of Common Pleas Court judges to the Municipal Court. In the Municipal Court itself, there are presently 10 judges constitutionally qualified (viz., law-trained) for trial work; the remainder of the 22 authorized MC judgeships are assigned to all other phases of Municipal Court activity, such as preliminary arraignments, in which charges are fixed and the bail decision made, and preliminary hearings (adversary procedures in which the Commonwealth must make out a prima facie case).

By 1980, all Municipal Court judges will be law-trained and hence the "in-house" trial capacity of that Court will be triple its current capacity.

Although 1972 brought expansion in trial judge capacity, the Courts continued through 1973 to labor in facilities only marginally suited to the demands placed on the system. There are, among those facilities 43 City Hall courtrooms available for adult criminal proceedings. 31 are divided in Common Pleas among homicide, major, general trials and also serve Municipal Court trials. (There are 12 homicide trial rooms, 14 major and 5 general felony trial rooms.) Nine are used for Municipal Court cases and the remainder used for calendar and motion proceedings, etc.

The Courts have dealt with the workload in a flexible way and have attempted to optimize efforts to meet the changing character of the demands placed on them. For example, a drug court was established (Room 285, City Hall) to handle the burgeoning drug case rate; a "Crash Court" has been placed in operation at the Detention Center to adjudicate cases in which the defendant has been detained and where both sides have waived the calling of witnesses. Courtrooms are now shared by both criminal and civil dockets in order to maximize the utilization of existing space and minimize the burden on civil litigants and witnesses. Rooms 195 and 196 City Hall, are used to "piggyback" the criminal/civil mix.

Late in 1971, the Court leased space for 13 civil trial courtrooms, thus "releasing" additional courtroom space in City Hall for the criminal docket. There are now 14 such leased courtrooms.

## COURT SYSTEM BUDGET

The fiscal 1972 appropriation for the Common Pleas and Municipal Courts was \$23,521,497; \$3,994,600 of which came from the State. The salaries of the judges of the Common Pleas Court are paid by the State; all other annual appropriations come from the City.

The 1973 Fiscal Year expenditure of the Courts were \$29,474,526, about four million dollars of which came from the State.

## MANAGEMENT OF CRIMINAL JUSTICE INFORMATION

The information management problem in the Philadelphia criminal justice system involves serving of multiple components and multiple jurisdictions.

Types of Demand	Source of Demand	Jurisdictions
Inquiry and rapid response, e.g., status of arrested, bailed, or detained persons	Police, Courts, Corrections	Federal, State, Local
Personal Information, e.g., criminal history	Police, Courts, Corrections	Federal, State, Local
Management Information, e.g., scheduling	Police, Courts, Corrections	Federal, State, Local
Research and Planning	Police, Courts, Corrections	Federal, State, Local

The types of demand might be exemplified by the following questions:

- (1) Is John Doe presently on probation?
- (2) For what crimes has this man been previously arrested and what was the disposition of those arrests?
- (3) What was the mean number of continuances granted in Major Trial proceedings?
- (4) What were the principal reasons for which continuances were granted in major trial proceedings?

While the demands of the respective components of the criminal justice system (e.g., police, courts, corrections) are certainly not identical, it is clear that the case and the offender unite them all.

A **unified information system**, then, is necessary to support the various components of the criminal justice system in a way designed to record actions of all system components with regard to the same subject, to reduce or eliminate redundant recording of information, to reduce or eliminate long lead times from occurrence of an event to its recording; and to reduce or eliminate redundant costs in information keeping, e.g., computer equipment, files, etc.

In Philadelphia, criminal justice information management is essentially performed by means of two computing systems—police and courts. In the courts system there are in excess of 40 data files maintained supporting all aspects (juvenile-civil-criminal) of the courts system. The uses made of the system include scheduling, docketing, courtroom assignment, attorney case lists, open warrant reporting, etc. Until recently, the major defect in information management in the criminal justice system was the failure to utilize programming capabilities for research and planning. Since the advent of LEAA funding of research and planning units in a number of system components as well as the advent of increased pressures on management to dispense justice equitably and swiftly, information for internal evaluation and monitoring has gained significantly in priority.

The formal recognition of the need for a unified criminal justice system with research and planning capability resulted in creation of the COJINT (Combined Justice Information Network over Terminals)

project initiated in 1969. En route to development of a unified criminal justice information system, the LEAA funded COJINT program has effected the following programs:

- (1) Written and implemented a computerized prisoner inventory system (PRINS), to provide current information on all prisoners in the Philadelphia prisons.
- (2) Written and implemented a computer assisted witness notification system for both the Common Pleas and the Municipal Courts;
- (3) Designed and begun implementation of an on-line (terminal based) police booking and automated criminal history system;
- (4) Designed and implemented an experimental cause-of-continuance reporting system.

Other information management projects undertaken within the Courts system with LEAA funds include microfilming of CP records; establishing a fiscal unit to assist with management of federal grant funds; initiation of a Courts public information unit and completion of the Consortium Study of the Philadelphia Courts System by a team of national experts.

## **IMPROVING JUSTICE THROUGH IMPROVEMENTS IN PROSECUTION AND PUBLIC DEFENSE**

The National Conference on Criminal Justice Standards and Goals cites the improvement of the prosecutor's performance as the second most important priority for the improvement of criminal justice.<sup>19</sup> The prosecutor is subject to high standards of ethics and professional responsibility, and occupies a dual role of advocate for the State and administrator.<sup>20</sup> He is given broad discretion-responsibility for the decision to charge for negotiation of pleas of guilty, and for the decision to request that special investigating grand juries be convened. The President's Commission on Law Enforcement and Administration of Justice described the prosecutor as one who is "...in the most favorable position to bring about needed coordination among (the) various law enforcement and correctional agencies in the community."<sup>21</sup> It is because of this "...distinctive law enforcement position (that) a greater priority (is) to be placed on the upgrading of that function as opposed to the defense function."<sup>22</sup>

The chief problem in the prosecution and defense personnel area is that of keeping an experienced staff of attorneys. This entails:

- a) Recruitment of career-minded people of above-average abilities,
- b) Pay comparability with private practice, and
- c) Opportunity for professional development.

Both the Prosecutor and Defender have undertaken recruitment programs with LEAA assistance. Each has developed a legal intern program - the hiring of law students on a part-time basis (full-time during summers) to perform paralegal work. The objective is to provide career motivation to law student participants selectively chosen, affording exposure to all aspects of criminal advocacy (both defense and prosecution) and to free attorneys in each office from those duties essential to the advocacy process but not requiring all of the skills of an attorney.

Both offices have been pursuing pay comparability with the private Bar. The fact that neither has achieved this goal, is demonstrated by the turnover rates at the end of 1972: 20% for Defender, 12% for Prosecution.

<sup>19</sup>Report of the National Conference on Criminal Justice, Cts.-3, (Jan. 1973)

<sup>20</sup>Standards Relating to the Prosecution Function and the Defense Function, American Bar Association (1971)

<sup>21</sup>President's Commission on Law Enforcement and Administration of Justice, Task Force Report, The Courts, p. 72 (1967)

<sup>22</sup>Report of the National Conference on Criminal Justice, Cts.-3 (Jan. 1973)

## STRUCTURE, RESOURCES AND WORKLOADS OF THE PROSECUTION

The District Attorney is a county elected official serving a four-year term. Deputy and Assistant DA's are appointed by the District Attorney. The Staff consists of both non-Civil Service legal personnel and Civil Service administrative personnel.

The First Assistant District Attorney directs the staff and prosecutes difficult and special criminal cases. The Administration, Law and Investigations staff divisions are directed by Deputy District Attorneys. The fourth Staff division, the District Attorney's Detective Force, is headed by a Chief Prosecution Detective.

Each Deputy and Assistant District Attorney prosecutes cases in addition to his administrative duties.

As of this writing, the District Attorney's staff numbers 310 total positions. Non-Civil Service legal staff accounts for 145 authorized positions and Civil Service non-legal staff accounts for 123 positions, with 42 prosecution detectives. The attractiveness of private law practice makes the recruiting and retention of young lawyers difficult. Turnover among legal personnel has been about 12% per year.

The total operating expenditures for the District Attorney's Office for FY 1973 was \$4,416,183. For FY 1974 the budget increased to \$4,639,523.

### DISTRICT ATTORNEY WORKLOAD

Table 3-17 presents approximate workload in the District Attorney's Office during 1970-1972 (in order of magnitude).

Table 3-17

#### District Attorney Workload

	<u>1970</u>	<u>1971</u>	<u>1972</u>
Bills of Indictment	21,600	23,600	20,000
Cases Tried	27,000	25,600	23,200
Appeals/Motions	7,000	7,500	800 Appeals

### DEFENDER ASSOCIATION MANPOWER

The staff consists of 114 attorneys, a psychiatrist and 39 social workers and investigators. There are 5 interviewers and 96 administrative personnel. Client interview and other para-legal tasks are assigned to law student interns.

### DEFENDER CASELOAD

There were 82,125 demands for service placed on the Association in FY 73 (107% of its FY 72 workload, and 131% of its FY 71 workload). Those demands originated largely in client representation in the Common Pleas and Municipal Courts (57%), bench warrant and non-Federal post-conviction hearings (13%), and special services (27%). The remainder was mostly Federal or appeals work.

The record of the Association at trial was as follows:

**Table 3-18**

**Status of Defendant at Time of Trial - 1973**

<u>Trial Record</u>	<u>Prison</u>	<u>Bail</u>	<u>Federal</u>	<u>Total</u>
Not Guilty	479	5,322	128	5,929
Nolle Prosequi	263	301	-----	564
Guilty (original charge)	1,218	3,888	n/a	5,106
Guilty plea	269	1,468	435	2,172
Guilty (lesser Included offense)	490	1,148	-----	1,638
A.R.D.	-----	<u>2,917</u>	-----	<u>2,917</u>
TOTAL	2,719	15,098	563	18,326

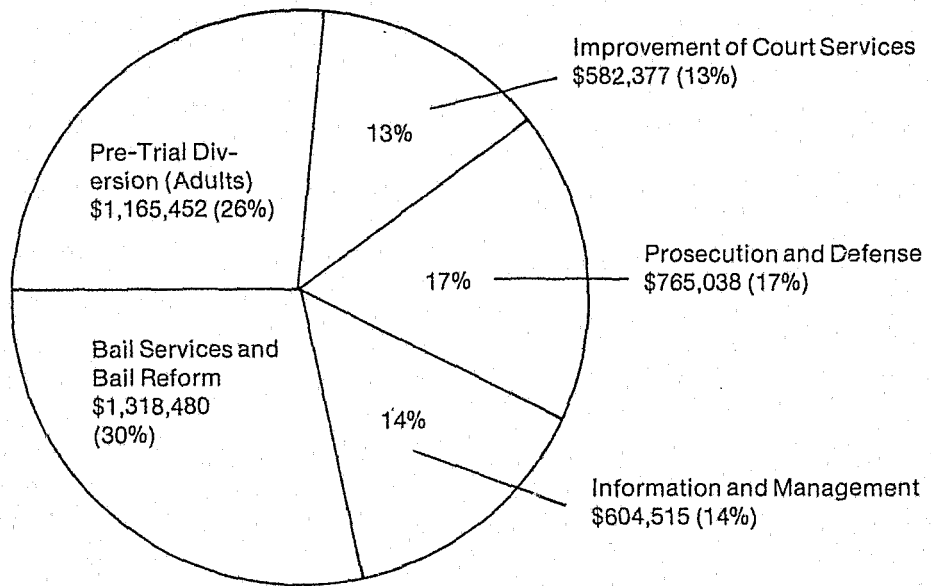
**THE DIRECTION OF LEAA FUNDING FOR THE COURTS**

Since the LEAA program began in Philadelphia and through November 30, 1973, the Courts have been awarded \$4,435,862 in LEAA Regional Action funds and \$183,887 of Federal or State discretionary money. The Courts Task Force of the Philadelphia Regional Planning Council has addressed the following general program areas:

- Pre-trial diversion (adult)
- Bail reform and Bail Services
- Improvement in Court Services
- Information and Management
- Prosecution and Defense

The proportionate award of Regional Action funds among these five general program areas of the Courts, is shown in the following diagram:

**Figure 3-12**  
**Regional Action**  
**Funds Awarded to the**  
**Courts, 1969 - November 30, 1973**



Total Awarded to Courts Programs - \$4,435,862

Each of the Court programs is discussed in the following pages. All projects still continuing have independently contracted evaluations now in progress.

## REGIONAL ACTION PROGRAMS IN THE COURTS PRE-TRIAL DIVERSION

### **Search Warrant and Arrest Review Project**

Provides for the citywide, around-the-clock screening of arrests by Assistant District Attorneys (ADAs) who cover all Police Detective Divisions on a circuit-riding basis.

ADAs also assist in the preparation of search warrants and otherwise provide assistance in police investigations. During 1973 (through December 9) the arrests of 15,564 persons were reviewed by this project and 5,680 were rejected. (Continued)

**Arbitration As An Alternative to Private Criminal Complaint (4 A's) Project**

Provides for the arbitration of certain private criminal complaints as an alternative to court process. These complaints are usually intra-family or inter-neighbor in nature, and usually involve a physical assault. Performed by the National Center for Dispute Settlement under the auspices of the Courts, this client-oriented project has had a 1973 caseload (through November 9) of 589 complaints. Only about one of every fifteen cases closed by arbitration or consent award are remanded (returned) to the court system by reason of non-compliance of a party bound by the arbitrator's decree. (Continued)

**Advanced Rehabilitative Disposition (ARD) Project**

Seeks to divert accused minor crime-, youthful-, and first-offenders from criminal life styles by diverting such accused away from regular criminal justice system processing and where appropriate, into suitable rehabilitation programs. During 1973 (through December 13), 3,666 persons were placed into ARD. In the period 3/14 - 12/13/73, an additional 1,237 accused drunk-drivers were placed into a pre-indictment probationary status by the program. A violation hearing is held in every case in which the accused is re-arrested while in the program; such re-arrests can result in the reinstatement of the original charges. (Continued).

**Funding History****COURTS - Pre-Trial Diversion (Adult)**

PROGRAM	1969	1970	1971	1972	1973	TOTAL
Search Warrant and Arrest Review		196,212		302,727	259,792	758,731
Arbitration As An Alternative				106,465	93,000	199,465
Accelerated Rehabilitative Disposition			98,756		108,500	207,256
						1,165,452

**IMPROVEMENT OF COURT SERVICES****Bench Warrant Apprehension Unit Project**

Provides for the apprehension of persons for whom bench warrants have been issued (currently numbering about 9,000). The project was originally undertaken as a joint Police-District Attorney Detectives project, but in mid-1973, responsibility for service of bench warrants was transferred to a newly created warrant service unit in the Court Bail Program. (Continued).

**Common Pleas and Municipal Court Witness Notification Project**

Provided for the computer-assisted service of subpoenas on civilian witness in Common Pleas and Municipal Court criminal trials. The COJINT project provides computer program development and maintenance, and administrative support to implement this system.

**Public Information Unit**

Provided an office of public information for the court system in the belief that greater public understanding of the functioning of the courts can engender greater public respect and support.

### Funding History

#### COURTS - Improvement of Court Services

PROGRAMS	1969	1970	1971	1972	1973	TOTAL
Warrant Control Unit			250,000	125,111	114,335	489,446
CP & MC Witness Notification			23,143	27,788		50,931
Public Information Unit		21,000		21,000		42,000
						<u>582,377</u>

### PROSECUTION AND DEFENSE

#### District Attorney's Law Students Intern Program

Provides for hiring 30 selected law students during the school year, and 20 during summer months, to increase interest among such students toward a career in criminal law. (Continued).

#### Defender's Law Student Intern Program

Under the aegis of the Defender Association of Philadelphia, provides for the hiring of 30 law students during the school year, and 20 during the summer months, to increase interest among such students toward a career in criminal law. (Continued).

#### Expanded Defender Association

1970 and 1971 subgrants which increased the manpower of the Philadelphia Defender Association to meet the demands, brought about by decisions in the U.S. Supreme Court, requiring defense counsel for indigent defendants.

#### District Attorney's Detective Communications Equipment

A one-time grant for the procurement of portable two-way radio equipment, for the District Attorney's detective force.

### Funding History

#### COURTS - Prosecution and Defense

PROGRAMS	1969	1970	1971	1972	1973	TOTAL
D.A. Law Intern *				28,887	28,887	57,774
Defender Interns				30,000	30,000	60,000
Expanded Defender Association		286,592	304,248			590,840
D.A. Detectives Communication Equipment		56,424				56,424
						<u>765,038</u>

\* In addition the District Attorney's Intern program received a federal discretionary grant of \$28,887 for the initiation of the program in 1971.



## INFORMATION AND MANAGEMENT

### Combined Justice Information Network Over Terminals (COJINT)

The COJINT project represents the local effort at achieving a consolidated, terminal-oriented computer system which will provide all agencies (police, courts, corrections) with various kinds of information. The system, when completed, will feature rapid inquiry, criminal history, management reports, statistical trending and forecasting. The goals are: (1) quick capture and storage of all pertinent information related to law enforcement and criminal justice in the city; (2) rapid retrieval, as the need requires, and (3) elimination of redundant and high fixed costs associated with multiple computing facilities serving the same system.

COJINT's short-run benefits include (1) an automated prisoner "Inventory" system (PRINS system) to provide accurate and timely information on all prisoners in the Philadelphia County prisons; (2) a computer-assisted witness notification system for both Common Pleas and Municipal Courts (discussed earlier); (3) development of an On-line terminal-entry booking and automated criminal history system; and (4) development of a pilot cause-of-continuance reporting system. (Continued).

### C.P. & Municipal Court Microfilming Program

Provided equipment and personnel to convert manually prepared criminal court records to microfilm for ease of storage and retrieval.

### Fiscal & Audit Unit, Court of Common Pleas

Provided for a small grant management unit located in the Fiscal Office of the Court of Common Pleas.

### Court Executive Development

Provides for the continuing professional development of career-oriented middle-level court management personnel. The training is offered by the Institute for Court Management, Denver, Colorado. (Continued as necessary).

### Consortium Report

A one-time subgrant which resulted in a comprehensive and authoritative critique of the Philadelphia Criminal Justice System. Many of its recommendations have been officially acknowledged in a report on the state of the judiciary by President Judge D. Donald Jamieson of the Common Pleas Court. The report's recommendations have been the basis for many of the LEAA projects now in progress.

### Funding History

#### COURTS - Information and Management

PROGRAMS	1969	1970	1971	1972	1973	TOTAL
COJINT *	81,123			231,719	102,249	415,091
MC & CP Microfilming			59,603		43,000	102,603
Fiscal Unit				20,511		20,511
Court Executive Development (3 grants)					3,280 1,353 2,187	6,820
Consortium Report			59,490			59,490
						604,515

\* In addition the COJINT project received another \$250,000 in federal discretionary funds in 1970. \$105,000 of this sum went for the benefit of the police department with the remainder \$145,000 going to the Courts.

## BAIL REFORM

### 10% Cash Bail Program

This program provided "seed" money to initiate a program of pre-trial release that is now self-sustaining. Essentially, those eligible post 10% of their set bail figure, and are liable for the full amount upon failure to appear. One of every 16 participants find themselves in that predicament. Ninety percent (90%) of the posted amount is refundable upon appearance as scheduled. (In order to make the program self-sufficient, the fee was recently increased to 20%. 80% of the posted amount is now refundable.)

### Release on Own Recognizance

Sponsored by the Court of Common Pleas, R.O.R. provides for the interview of each defendant during the preliminary arraignment process. Using a set of experience criteria, interviewers may recommend R.O.R. in lieu of bail. Recommendations are reviewed by the DA and the Courts and may, or may not, be accepted. The failure-to-appear (FTA) rate of R.O.R. defendants has been significantly lower than that of the general bail population. (Continued).

### Funding History

#### COURTS - Bail Services and Bail Reform

PROGRAM	1969	1970	1971	1972	1973	TOTAL
10% Cash Bail			307,133	127,525		434,658
R.O.R.		179,604	44,637	329,999		883,822
						1,318,480



**III-C**

**IMPROVING THE JUVENILE JUSTICE  
SYSTEM**



## IMPROVING THE JUVENILE JUSTICE SYSTEM<sup>23</sup>

### JUVENILE COURTS

Until February 1973, when the new Juvenile Act of 1972 became effective, the Juvenile justice system had operated under the Juvenile Court Law of 1933. The old law states that the courts should exercise power over juveniles in a manner distinct from the ordinary administration of criminal law, and appropriate to youth's sensitive nature. In keeping with this, all possible juvenile delinquency cases are handled by the separate Juvenile Branch of the Family Court Division of the Court of Common Pleas. The juvenile court has jurisdiction over all children under 18 who are delinquent, dependent, or neglected. The new Juvenile Act of 1972 made several important changes in the handling of alleged delinquents:

- Summary offenses will now be referred to Municipal Court for disposition, rather than to Juvenile Court. This may have the effect of diverting minor offenses from the Juvenile Court and directing only the more serious cases to the juvenile authorities.
- Children cannot be detained in the same facility in which adults are detained. The old law did not make this point clear.
- The use of the Consent Decree was formalized. Under this procedure, when the child and parents so consent, the Court may place the child under probation supervision prior to adjudication. Limited to a six-month period, this pre-adjudication probation may divert many offenders from the formal process and thus avoid the stigma of a juvenile court record.

Where it is deemed appropriate, a juvenile over the age of 14 who has committed a homicide or other major offense may be certified to adult court on motion by the District Attorney. There, he will be subject to standard criminal court procedures. A full hearing is held to determine whether or not the juvenile should be certified; if the case does go to adult court and the juvenile is detained during the process, he is held in a juvenile detention facility.

### JUVENILE COURT ORGANIZATION AND WORKLOAD

The Juvenile Branch of the Family Court is responsible for the processing of delinquency cases, and the supervision of juveniles who have been adjudicated delinquent and placed on Probation and who are released from institutions. In addition, the Court provides a mechanism for diversion of less serious cases from Court processing.

Court processing starts with the Intake Interview at the Youth Study Center and includes all hearings through disposition of the case. In 1972, 15,667 new cases were processed through court. Probation undertakes the rehabilitative treatment of a large and diverse population of juveniles in trouble. In addition, the Probation Department is responsible for conducting pre-adjudication investigations and for supervising all juveniles released from institutions.

The Juvenile Branch of the Family Court consists of 17 units, eight of which deal directly with juveniles:

- The **Intake Unit** interviews juveniles against whom a complaint has been made in order to determine (1) whether the court has jurisdiction over the case; (2) if the juvenile can be diverted to the Counseling and Referral Service; (3) whether the case should be held for court hearing, or (4) whether the juvenile should be held in detention pending hearing. Intake interviews are held at the Youth Study Center with parents present whenever possible.
- **Counseling and Referral Service** is a non-judicial arm of the court which handles most first offenders by offering short-term counseling or referral to an appropriate community agency.

<sup>23</sup> The material included herein does not reflect recent changes or developments occurring in the last half of calendar year 1973.

- **Pre-Hearing Intensive Supervision** offers intensive probation-type supervision with casework attention to "high-risk" juveniles, who would otherwise be held in detention between their pre-trial and adjudicatory hearings.
- The **Probation Unit** includes seven district offices. The staff supervises delinquent juveniles and the cases of dependent children and provides aftercare for most juveniles returning home after institutionalization. The probation officers also investigate juveniles against whom delinquency petitions have been filed.
- The **Intensive Probation Unit** offers close probation guidance for juveniles with more complex problems. The probation officers have a lighter supervisory and investigative caseload and are free to give more intense supervision.
- The **Parole Unit** supervises older juveniles as they are discharged from institutions, giving special emphasis to job placement.
- The **Community-Related Institutional Probation Project** assigns a probation officer to work with each committed juvenile at the time of institutionalization. The probation officer works to maintain contact with the juvenile and his family and community and assists them to formulate plans for his release and aftercare.
- The **Juvenile Drug Identification and Referral Unit** provides evaluation and referral to appropriate treatment to juveniles who are identified as drug-users at the time by a Staff Interviewer at the Youth Study Center. This test is voluntary and the results are not used in any way in the prosecution of the juvenile.

In addition, a judge may place a juvenile on medical or neuro-psychiatric probation, either alone or in conjunction with regular or intensive probation. The Family Court also has subcontracts with two agencies—Teen Aid, Inc. and CORA (Counseling or Referral Assistance).

- **Teen Aid, Inc.** is a largely volunteer organization which provides supplementary support to girls on probation through a "big sister" type of sponsorship.
- **C.O.R.A.** offers counseling for delinquent and pre-delinquent juveniles of both sexes and for their families. It also refers clients to other agencies when necessary. C.O.R.A. primarily serves residents of Northeast Philadelphia; it will accept other referrals.

## STAFF AND BUDGET

The Juvenile Branch of the Family Court has an authorized staff of 266 persons. The Family Court fiscal 1972 budget totaled \$7,692,966 not including allotments for the Court of Common Pleas budget.

The Family Court fiscal 1972 budget totaled \$7,692,966 not including allotments for the Court of Common Pleas budget.

## JUVENILE DETENTION

The Youth Study Center is the only designated juvenile detention facility in Philadelphia. It has a capacity of 125 boys and 70 girls. Juveniles from 7-17 years of age are held at the Youth Study Center until the juvenile court judge determines the most appropriate disposition. In 1972 the Youth Study Center was responsible for 62,195 days of child care at a cost of \$1,824,602. The Center provides the Board of Education classes, recreation, medical care, and short-term counseling for juveniles incarcerated there. Overflow at the Youth Study Center is handled at Pennypack House, a separate wing of the House of Correction, which handles only juveniles over 15 years of age. The average juvenile population at Pennypack House ranges between 80 and 100. Educational and vocational services at Pennypack House are more limited than those at the Youth Study Center. Although Pennypack House is far from being the ideal detention facility, it relieves overcrowding at the Youth Study Center and serves to separate older from younger juvenile offenders. Due to provisions contained in the new Juvenile Act of 1972 which limit the length of confinement of juveniles in adult facilities, the population of juveniles detained at Pennypack House is expected to drop substantially.

## JUVENILE INSTITUTIONS

A juvenile court judge has access to a variety of public and private juvenile facilities for placing youths in need of institutionalization. The State operates six Youth Development Centers, and three Forestry 'camps—as well as the State Correctional institution at Camp Hill, serving primarily offenders between the ages of 15 and 21. Philadelphia also utilizes several private institutions and two semi-private training schools—Glen Mills for boys and Sleighton Farm School for girls. During fiscal 1972, Philadelphia contributed to the maintenance of an average daily population of 701 juveniles in these institutions.

The Juvenile branch of the Family Court provides aftercare for all Philadelphia juveniles who have been released from institutions. A Probation officer helps the juvenile readjust to family and community, and return to his school or job.

## THE PREVENTION AND CONTROL OF JUVENILE DELINQUENCY

The growth of juvenile delinquency in Philadelphia over the past 10 years has grown at a rate which does not parallel the growth in the population between the ages 7-17 years for this same period. Total child population (7-17 years) paralleled the increase in delinquency cases between 1960 and 1968, but while child population declined from 1968 to 1971, delinquency cases kept going up until 1972.

The rapid increase in the growth of juvenile delinquency began after 1967 and has more than doubled since that time. In the year 1971 there were 19,310 alleged cases of delinquency, up from 11,182 in 1965. Of the alleged cases in 1971, 88% were boys and 12% were girls. 68% were children who had been previously known to the juvenile division; 32% were first offenders. The total delinquent population constituted only about 5% of the total juvenile population. In 1972 the first decrease in juvenile cases occurred. Juvenile arrests decreased 19% and resulting juvenile court cases dropped 8%.

As opposed to the adversary system of the adult courts, the aim of the juvenile court is the correction and rehabilitation of the child, rather than punishment. The incarceration of a juvenile is a last resort for the protection of the offender, the family and society. In 1971, only 5% of all juvenile offenders were committed to an institution. 75% were dismissed or discharged, and 16% placed on supervised probation. In contrast, in 1965 19% were committed to institutions. The trend toward institutionalization has been steadily downward.

During the 1960's a series of Supreme Court cases involving juveniles transformed juvenile justice throughout the nation. These decisions, in essence, assured juveniles the same constitutional protection as adults and assured more formality in all fact-finding proceedings. The National Advisory Commission on Criminal Justice Standards and Goals set forth a number of standards for the treatment of juvenile offenders.<sup>24</sup> The most significant of them relate to the diversion of juveniles from the formal system and with process of the intake of juveniles into the system. LEAA funded programs within the Philadelphia juvenile justice system are moving toward the proposed national standards, with:

- The diversion of alleged offenders into enlightened programs of rehabilitation prior to formal entry into the court system;
- The development of improved rehabilitative techniques;
- The increased utilization of community-based treatment;
- Recognition of the fact that treatment of the juvenile must include treatment of the family and siblings.

<sup>24</sup> Report of the National Conference on Criminal Justice, p.255, (Jan. 1973).

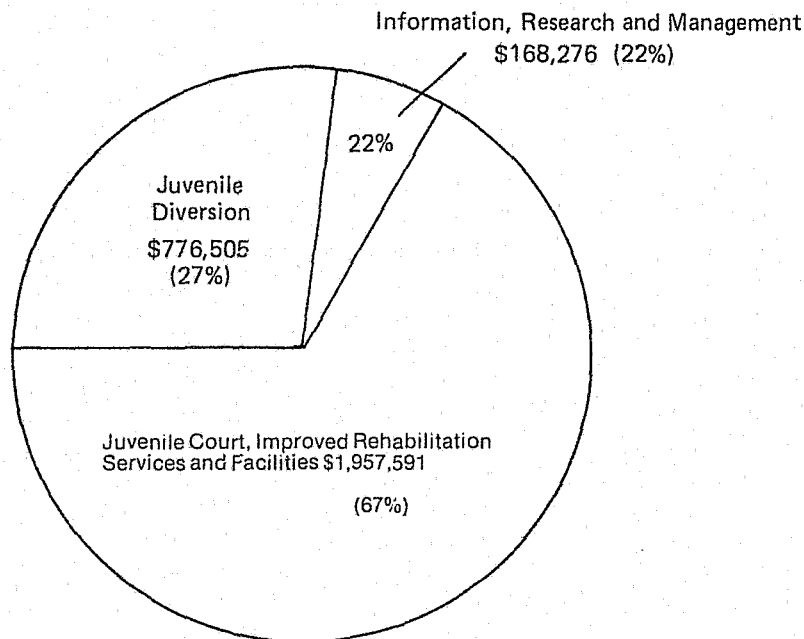


## REGIONAL ACTION PROGRAMS WITHIN THE JUVENILE JUSTICE SYSTEM 1969-1973

Since 1969, the Governor's Justice Commission has awarded \$2,902,372 for improvements in the Philadelphia Juvenile Justice System. In addition Philadelphia has received \$75,000 in State Discretionary funds making the total awarded since 1969 both regional action and discretionary, \$2,977,372.

Figure 3-13

**Award of Regional Action Funds  
in the Juvenile Justice System 1969 - November 30, 1973\***



Total Regional Action Funds awarded for Juvenile Justice - \$2,902,372\*  
(\*Does not include funds for J.D. Prevention programs)

\$2,902,372 of regional action monies allocated to the Juvenile Justice Task Force Committee went for the improvement of juvenile justice and rehabilitation within the structure of the Family Court Division of the Court of Common Pleas. Another \$3,114,991 allocated to the juvenile justice committee was devoted to juvenile crime prevention programs, including the new Youth Services Commission. These delinquency prevention efforts are discussed under the later section of this chapter entitled "Juvenile Delinquency and Community Crime Prevention in Philadelphia".

## JUVENILE JUSTICE PROGRAM PRIORITIES

The program priorities which have been addressed by the Regional Council Juvenile Justice Committee are:

- (1) The diversion of youth from the formal system and development of increased alternatives available to Family Court judges.
- (2) The improvement of information processing, management, research and development in the Family Court, and
- (3) Improvement in the rehabilitation resources within the juvenile justice system.

Each of the projects in the preceding general program areas, funded since 1969, is described briefly in the following pages. All continuing projects are presently being evaluated by independently contracted evaluators.

### DIVERSION

#### Counseling and Referral Services (CRS)

Counseling and Referral Service provides a non-judicial alternative to court action for children who are first offenders, minor offenders, or who have not yet committed any offense but who are experiencing behavioral difficulties. CRS receives referrals through police, the Youth Study Center, the Court, school officials, hospitals, other agencies, parents, relatives, non-related adults, and through self-referral by the child. CRS offers counseling or referral to the proper agency for help. Fully operative with a staff of 31 since May, 1971, CRS serves a clientele number in excess of 5,000 including all truancy petitions that come to the Court. CRS is beneficial to the child, his family, and the court if a juvenile in trouble can receive the help he needs without going through the entire court process. Counseling and Referral is demonstrating one such alternative to formal court processing. (Continued).

#### Funding History

PROGRAMS	1969	1970	1971	1972	1973	TOTAL
Counseling and Referral Services		232,338		258,001	286,166	776,505
						776,505

#### Juvenile Court Information Processing Research and Development

#### Automation of Juvenile Court Records

This project provided for the computerization of Juvenile Court case information from initial introduction of the juvenile into the justice system through the correctional disposition. The project was performed in two phases:

- Phase I: A feasibility and design study of the present system by an outside consultant.
- Phase II: Implementation of the design utilizing existing computer equipment.

The automation of juvenile court records is essential in order to take advantage of past information to improve the future treatment of juveniles. An important objective of this project is the reduction of the time required to process juvenile cases.

### Research and Planning Unit

This project provides a small staff of four (4) professional research analysts and two (2) clerical persons to conduct planning and research studies for the Family Court Division. This program, which became operational in March 1973, establishes an ongoing unit that, on a systematic basis, provides professional research, planning, training, and evaluation for the various functions of the Juvenile Branch of the Family Court.

There is a need in the Juvenile Branch of the Family Court to gather pertinent data, and to provide on-going evaluation. In addition there is interest in formalizing the planning and training process. (Continued.)

PROGRAMS	Funding History					TOTAL
	1969	1970	1971	1972	1973	
Automation of Juvenile Court Records		48,299	32,112			80,411
Research & Planning Unit				87,865		87,865
						168,276

## JUVENILE COURT IMPROVEMENT OF REHABILITATION SERVICES AND FACILITIES

### Canteen Behavioral Incentive (CBI)

The CBI program is designed to achieve the goal of providing incentives to positive behavior while at the Youth Study Center (a juvenile detention facility). A child is graded daily by both his unit supervisor and school teacher on duty. Each week the child accumulates a number of earned points, all of which are converted into purchasing power. The points are recorded and submitted to the child on a weekly basis as though he were receiving a pay envelope. The points are then used for purchase items and treats at the canteen. (Continuation through June 30 1974 with assumption of costs by City thereafter.)

### Correctional Group Counseling

This project was funded in late 1971 to provide treatment in the form of 6 months of group therapy and supportive counseling of 200-300 children between 13-18 years who are probationers with psychological problems and who are likely to benefit from this type of treatment. The project also provides for the training of juvenile probation officers in the technique of group therapy.

Correctional Group Counseling provides a dispositional alternative responsive to the rehabilitative needs of juveniles whose delinquent behavior is linked to psychological problems that do not really require institutionalization, but who need intensive service. (Continued.)

### Community Related Institutional Probation

This is a program aimed at initiating the readjustment of delinquents and facilitating their re-entry into their home communities prior to and following their release from institutions. Probation officers are assigned to work with individual youths prior to release from incarceration, and, by helping them plan their future, assist them after their release.

Philadelphia probation officers are working with juveniles in 23 institutions with an average caseload of 49 per probation officer. The program appears to be highly successful. Rearrest rate has been low (47 of 830 cases). Some youths have resumed their education and some have even entered college. The program has also achieved an impressive record of job placements. (Continued.)

### **Detention Improvements**

Remodeling of juvenile detention facilities in the Family Court Building at 1801 Vine Street. The project provided extensive renovation of facilities (originally built in the '30's) to allow a more humane atmosphere for youth awaiting court disposition.

### **Pre-Hearing Intensive Supervision**

Pre-Hearing Intensive Supervision provides intensive supervision combined with a casework approach to "high-risk" youths who normally would be detained in the period between the Pre-Adjudicatory (Pre-Trial or Detention) hearing and the final adjudicatory hearing. Availability of the juvenile in the community under close supervision provides a greater opportunity for involving him in the planning of a constructive course than when he is held in custody; in turn, the likelihood of arriving at a productive disposition at the initial adjudicatory hearing is enhanced. (Continued).

### **Juvenile Drug Identification**

A program to detect and refer to treatment all juveniles who manifest symptoms of drug abuse. On a voluntary basis, all juveniles who enter the juvenile system are tested for the presence of a wide spectrum of drugs in the urine. Those who are in need of treatment are so placed. The program offers the opportunity to collect valid statistics on the magnitude of the drug problem among juvenile offenders.

It is crucial to identify the main characteristics of a juvenile's delinquent behavior in order to work towards his rehabilitation. If the juvenile has an unidentified or incorrectly identified drug involvement, his treatment program will not deal comprehensively with his rehabilitative needs. In addition, the counseling will help to bridge the delay between contact with the court and treatment.

Between October 1972 and February 1973, 2,907 juveniles were tested for the presence of narcotics or dangerous drugs in urine samples. A total of 12.3% of cases tested were positive. Of the positive, antihistamines were most frequent (152 or 42%); opium derivatives were second most frequent (69 cases or 18%); and stimulants were third (50 cases or 4%); tranquilizers were fourth (27 cases or 7%). Many of the drug traces revealed may have been taken by children from items available in the family medicine chest. (Continued until June 30, 1974.)

### **Teen Aid**

The purpose of the Teen-Aid Project is to supplement the probation supervision given delinquent girls with a personal, big-sister type of relationship. Besides offering guidance in day to day problems, the teen-aid sponsors, all of whom are volunteers, can help their girls by practical planning for the future. Under the 1971 grant, Teen-Aid has expanded both services and staff, with a trained social worker supplementing the work of the volunteers. The program is fully operative, under a purchase of services agreement with the Family Court. Teen-Aid contributes to the dispositional alternatives available to meet the special rehabilitative needs of the delinquent girl, by adding an additional strengthening aspect to probation. (Continued.)

### **Youth Assistance Fund**

The purpose of the Youth Assistance Fund is to assist youths in trouble with the Police Juvenile Aid Division or the Philadelphia Courts in cases where it is felt that quick financial help, in the form of a one-time grant, will materially aid in solving a youth's basic problem. The program is jointly sponsored by the Urban Coalition and the Family Court and is administered by the Urban Coalition. Requests for assistance are made, on behalf of the youth, by a Judge of the Family Court Division and must be approved by a Youth Assistance Fund Committee. (Continued until June 30, 1974.)

### **Volunteer Services**

This program matches adult volunteers, on a one-to-one basis, to juveniles on probation in an individualized, "stress-on-skills" relationship. The project also provides concrete information on resources useful to clients and to judges for disposition, as well as concrete job placement services for juveniles. (Funding continued).

### Youth Study Center Group Homes Alternative

This is a project planned in the 1973 State Comprehensive Plan to develop two (2) group home facilities as an alternative to traditional detention for youthful minor offenders. It would set up a residential center for short term crisis separation of child and parent at times when such separation is essential. Children enrolled would be displaying a delinquent pattern. The Center would be a total treatment placement providing education and all child care services. It would also provide casework to the parents. Enrollment would be contingent upon voluntary agreement of child and parent to utilize the service. The Lower Kensington Environmental Center will implement the project.

#### Funding History<sup>1</sup>

PROGRAMS	1969	1970	1971	1972	1973	TOTAL
Canteen Behavioral Incentive			6,240		6,500	12,740
Correctional Group Counseling		126,473	183,357	36,724	280,000	626,554
Community Related Institutional Probation			200,020		201,998	402,018
Detention Improvements			80,628			80,628
Pre-Hearing Intensive Supervision <sup>2</sup>			87,722	96,992	108,047	292,761
Juvenile Drug Identification			208,337		185,849	394,186
Teen-Aid			30,806	23,703	36,000	90,509
Youth Assistance Fund					8,250	8,250
Volunteer Services					49,945	49,945
						1,957,591

<sup>1</sup> Funding History does not include Youth Study Center Group Homes Alternatives subgrant which was awarded after November 30, 1973 which was the cut off date of this tabulation.

<sup>2</sup> The Pre-hearing Intensive Supervision program also received an initial subgrant of LEAA discretionary funds in the amount of \$75,000.



**III - D**  
**PREVENTION OF CRIME AND**  
**DELINQUENCY**





## **PREVENTION OF CRIME AND DELINQUENCY**

Traditionally the police, as the most visible component of our criminal justice system, have responded to the citizen alarm over the rising crime rate. But the measured increases in crime, coupled with citizen fear (which cannot be measured), suggest that the era for delegation of crime control solely to police may be past.

According to the Community Crime Prevention Task Force of the National Advisory Commission on Criminal Justice Standards and Goals, "enlisting the American conscience on behalf of community crime prevention is at once an ironic and necessary procedure".<sup>25</sup>

Before 1972, there was nothing in the way of national standards for Community Crime Prevention. In March of 1972, the Community Crime Prevention Task Force of the National Advisory Commission on Criminal Justice Standards and Goals began to explore ways in which the community could become involved in prevention and reducing crime and delinquency. Although the recommendation of the Task Force cannot be viewed as the national standard, they provide a point of departure. The usefulness of these and other "standards" in analyzing present and future Community Crime Prevention programs is less as a measure of projects against a yardstick than an aid to identify unrecognized areas of concern. While the National Standards support the focus of attention on specific crimes such as burglary or robbery, they emphasize that citizen organizations can engage in prevention at a secondary level; for example, programs geared to employment; education; medical treatment, or recreation for youth.

## **CRIME THREAT TO SMALL BUSINESSES**

A survey of Jewish operators of small businesses in Philadelphia, conducted in March, 1973, by the Jewish Community Relations Council of Greater Philadelphia, reflected the level of the crime threat to small businesses. Twenty-nine percent (29%) indicated they had been held up at least once and 31% said they had been burglarized once. One druggist reported 15 holdups, and one respondent reported eight burglaries. Only about half the businesses are equipped with burglar alarm systems. When asked why they did not install alarm equipment, 65% replied that it was too costly and 28% indicated it was not considered necessary. About 2/3 indicated a willingness to participate in Police-sponsored security training sessions, and about seven out of eight said they would be willing to pass on security information to neighboring merchants. Many merchants commented on the increasing need for foot patrolmen.

Many small businesses have closed their doors in the high crime districts in the City.

## **THE COMMUNITY CRIME PREVENTION COMMITTEE**

The Community Crime Prevention Committee of the Philadelphia Regional Planning Council was formed in November, 1972—the fifth and last standing committee to be appointed. Since the CCP Committee was formed, under the Chairmanship of Common Pleas Judge Harvey N. Schmidt, it has supported fourteen projects funded either in whole or in part from the fiscal 1973 allocation. The major thrust of these projects is twofold: (a) a neighborhood-level reduction of crime by the residents themselves and (b) the reduction of youth hostilities and other problems by the establishment of alternative resource centers. The expectation is that the CCP Committee can offer the citizens of Philadelphia, through the projects it funds, a comprehensive plan of citizen participatory programs in which citizens themselves can aid in the reduction of crime.

There has developed a close, sometimes overlapping relationship between the work of the CCP Committee and that of the Juvenile Justice Committee, chaired by the Honorable J. Sydney Hoffman, Superior Court Judge. Since 1969, the Juvenile Justice Committee, formerly called the Juvenile Delinquency Committee, has supported the development of juvenile delinquency prevention projects. Under the

<sup>25</sup>Report of the National Conference on Criminal Justice, page CC-2 (Jan. 1973).

Juvenile Justice Committee several important juvenile delinquency prevention programs were started. The Intensive Area Youth Worker and Safe Streets, Inc. programs were started in 1969. These have been continued with requirements for more "program concept." In conjunction with this need for a comprehensive program concept for youth, the Juvenile Justice Committee included a portion of its fiscal 1972 budget for development of a city-wide Youth Services Commission.

## **REGIONAL ACTION PROGRAMS FOR JUVENILE DELINQUENCY PREVENTION**

Funds awarded by the CCP and Juvenile Justice Committees to their respective areas of concern since 1969 total \$3,403,452 through November 30, 1973. The total sum awarded for neighborhood crime prevention projects by the CCP Committee is small, \$288,461, since this effort began in 1973 and is still an experimental and demonstration stage.

All juvenile delinquency prevention and community crime prevention projects are presently under evaluation by independent evaluation contractors. These evaluations are expected to be available for public review by the time this report is published.

### **Youth Services Commission**

In late 1972 the city of Philadelphia, Managing Director's Office, filed an application with the Philadelphia Regional Planning Council for the establishment of a Mayor's Youth Services Commission. At the January, 1973 Council meeting, the application, which also required the passage of a City Council ordinance, was referred from the Juvenile Justice Committee to the CCP Committee for the purpose of receiving citizen input through public hearings.

The public hearing was held in February 1973 and the result was a comprehensive set of citizen recommendations being offered to the Managing Director's Office. After a series of meetings between the CCP Committee and the Managing Director (also a CCP Committee member), a revised application was submitted and approved by the Council. On the basis of this application, the Governor's Justice Commission approved a grant of approximately \$240,000 in LEAA funds for the implementation of the Commission. Further delays were experienced, however, in passage of an ordinance implementing the Commission by Philadelphia City Council. This was finally passed August 16, 1973 and signed into law by Mayor Frank L. Rizzo on September 5, 1973. But the Commission members themselves were not appointed until February, 1974. Due to delay more than \$180,000 of the original LEAA grant was lapsed. The Commission became operational in March, 1974.

### **Safe Streets, Inc.**

This program is managed by Safe Streets, Inc., a non-profit organization dedicated to serving youth and controlling gang warfare. Safe Streets, Inc. operates two youth centers, one in West Philadelphia and one in North Philadelphia where a number of programs are offered to youth as an alternative to destructive gang activity. Alternatives include recreation, athletics, tutoring, and job assistance.

The evaluation of gang control efforts between 1971-73 revealed that, in the effort to stem gang homicides, little had been accomplished in the way of abating gang activity. The project is presently funded through Dec. 31, 1974. Future fundings is contingent on development of a coordinated plan for youth services for Philadelphia.

### **Intensive Area Youth Worker**

This program, operated by the Philadelphia Department of Public Welfare, Youth Conservation Service, aims at the control and redirection of juvenile street gangs. Focus has been upon individual gang workers in direct contact with specific gangs, but with little success.

Gang violence has continued to increase. Though it is not possible to estimate how severe gang violence might be without the workers, it is difficult to assess their real value.

In answer to the steady and tragic increase in gang homicides and injuries the Council has insisted that new area youth worker deployment strategies be tested to try and stem the rising tide. (It should be noted that the key behind the Council's insistence was not necessarily to destroy neighborhood gangs but to try to redirect hostile behavior.)

Accordingly, beginning in 1973, youth workers have been assigned to neighborhoods in which they are known and probably reside in addition to the fact that they will now assume an area (geographical) youth responsibility as opposed to an individual gang responsibility. The hope is that: (1) the workers will now become more accessible and accountable to the communities in which they serve and (2) the worker will base his need orientation on the neighborhood and not the gang. (Present funding is through Dec. 31, 1974. Future funding is contingent upon development of a coordinated plan for such programs in Philadelphia.)

#### **Youth Development Program**

This new 1973 program constitutes a new direction for the Philadelphia Department of Welfare. The total project package includes community-based youth workers (working with all youth in a given area, not just a particular gang) and an action component to provide recreation, vocational training and jobs for youth. The total package earmarks \$250,000 in fiscal 1973 money. This project coincides with the thinking of the National Task Force on Criminal Justice Standards and Goals. (Funding continued until Dec. 31, 1974, but future, FY '75 funding contingent on development of a comprehensive plan for youth services in Philadelphia.)

#### **Counseling or Referral Assistance (CORA)**

This project, operated by the Sisters of Good Shepherd in Northeast Philadelphia, focuses on the prevention of delinquency by servicing the needs of those juveniles who are not yet serious offenders, but who are having problems at home, in school, or in their community that point to future trouble.

As a satellite Youth Service Center, this project provides a community-based program of professional support to a group of children not previously serviced by existing facilities. CORA is funded under a purchase of services agreement with the Family Court and principally serves children who reside in Northeast Philadelphia. (Funding continued.)

#### **North Central Youth Academy**

This program, operated by the Committee for Services to Youth, serves youth from North Central Philadelphia and seeks to provide a total program response to the needs of youth from that area through a community-based youth service center. The system is designed so that a youth will not fall out if he or she does not relate to the initial referral. An outreach center acts as a point of first contact. A training component for electrical and automotive training is included in the Academy if the youth is receptive, if not, the youth is referred and followed up into an avenue of his choice. (Funding continued until March 31, 1974. Future funding contingent on development of city-wide plan for youth services.)

#### **Tioga Learning Center**

This community-based program, operated by Tioga Youth Council, works with youth who are disruptive in the formal school setting. The center offers an alternative supportive setting to encourage youth to set goals both educationally and otherwise. This center draws its students mainly from Gratz High School. (Funding continued until January 31, 1974 with future funding contingent upon development of the city-wide comprehensive plan for youth services.) Both the North Central and Tioga projects represent a joint funding effort on the part of the Juvenile Justice and CCP Committees.

## Funding History

### Juvenile Delinquency Prevention

Programs	69	70	71	72	73	Total
CORA			135,010	100,385	150,000	385,395
Youth Services Commission				239,721		239,721
Intensive Area Youth Worker		399,233	493,082	321,009	250,000	1,463,324
Safe Streets, Inc.*			227,121	129,352	225,078	581,551
Youth Development					250,000	250,000
North Central Youth Academy					86,188	86,188
Tioga Learning Center					108,812	108,812
						3,114,991

\* Initiated with LEAA federal discretionary subgrants of \$230,267 in FY 1969 and 1971 funds.

## COMMUNITY (NEIGHBORHOOD) CRIME PREVENTION

For the first time, the 1973 Plan of the Philadelphia Regional Planning Council specifically provided for the initiation of projects aimed at the reduction of crime at the neighborhood level. This decision on the part of the Council allows indigenous community groups, who heretofore have had a difficult time receiving LEAA funds, the opportunity to reduce and eliminate crime where it affects them most, where they live. A separate Community Crime Prevention Committee has been made a permanent part of the Council structure.

The regional Planning Council allocated \$300,000 to this important effort during 1973. Community organization is a critical issue, as iterated in the Task Force report of the National Conference on Criminal Justice Standards and Goals. The report encourages the creation of permanent neighborhood organizations to consider the problems of crime and delinquency on a continuing basis.

### COMMUNITY CRIME PREVENTION PROJECTS - 1973

#### Northwest Crime Prevention Program

This project, operated by Americans United Against Crime, Inc. is aimed toward raising the average citizen's level of awareness about crime to a point where he not only is able to recognize the specific dangers and problems facing him, but will also make available specific information and mechanisms to help himself and his neighbors. The project functions in the Northwest section of the City, principally the 39th, 35th, and 14 Police Districts.

The objectives of the project are:

- To involve the individual citizen into the program to the extent where he or she feels most comfortable;
- To develop closer neighborhood ties;
- To identify and then train seven community leaders in each Sector for such tasks as Sector Coordinator, Committee Chairmen within each Sector for membership, citizens telephone network, program, organization, publicity and finance—the Sector Coordinator and the 6 Committee Chairmen are to serve as a Sector Steering Committee; also surface and train a Block Organizer on each block in the preventative methods of crime applicable to his or her block;

- To identify specific problems in specific areas, blocks, Sectors or Districts, and then develop appropriate programs to satisfy those needs;
- To coordinate activities between blocks, Sectors and Districts where applicable;
- To tie all segments of the community together in the development of community crime prevention programs.

The project expects to train up to 500 block organizers along with Sector Coordinators and Sector Steering Committees during the first year. (Funding continued until June 30, 1974.)

#### **Neighborhood Safety Training Program**

This project, operated by the Block Association of West Philadelphia, is designed to develop community leadership for neighborhood crime prevention programs on a City-wide basis, utilizing the block safety organizing approach developed by the Block Association of West Philadelphia. Trainees receive three months' training under the supervision of experienced neighborhood safety organizers with the aim of preparing them for service as neighborhood training/organizing resources with ongoing neighborhood crime prevention programs. The training experience includes:

- An intensive two-day training workshop;
- 16 days field work in crime/fear distressed neighborhoods;
- 4 fieldwork feedback/planning sessions;
- An opportunity to exercise leadership in planning and moderating a neighborhood crime prevention workshop; and
- A final evaluation session in which trainees will be given the opportunity to play a leadership training role with another group of trainees.

The project will operate initially in West Philadelphia. The objectives of this project are:

- 12 instructors;
- Conduct 100 new block organization meetings;
- Establish at least five new block organizations.

(Funding continued )

#### **Operation Peaceful Neighborhood**

This project, operated by Ethnic Heritage Affairs Institute, proposes to bring together the residents of three divided neighborhoods into one community so that they can effectively deal with the problem of crime and unsafe streets as perceived by them; more specifically, to combat crime together with law enforcement agencies to produce a healthy, fear-free, safe neighborhood; to form a coalition across ethnic and racial lines, and to promote civility so that people can cooperate to improve the life in their neighborhood; to generate trust between the human services and their recipients through involving and training indigenous para-professionals.

The operation will take place in South Philadelphia, primarily in the 17th Police District.

Project goals are:

- Develop a Social Action Coalition across ethnic and racial lines to work toward solution of community problems and safe streets;
- Bring needed human services into the area and make them responsive to the needs of the people;
- Enhance the competence of the local community to deal effectively with its own problems and manage the affairs of the neighborhood.

(Funding continued )

#### **Teen Council**

This is a small community-based youth center facility, operating on a 24-hour basis. The facility, operated by Teen Council, Inc., is presently working with 51 young men, ages 11-19, in the South Philadelphia (13th and Fitzwater) area. The Council works with the related problems of gang violence, run-aways, drug use, home problems, and, in addition, provides training in general skill development.

This is a small project that has been successfully operated in South Philadelphia by a husband and wife team who have, up to now, supported this effort entirely with their own very limited resources. They have provided guidance for some 51 boys who come from broken or inadequate homes. The objective in 1974 is to improve the services they have provided and enable them to reach more children. (Funding discontinued June 30, 1974 at the request of the subgrantee.)

#### **Wynnefield Residents' Association - Neighborhood Crime Prevention Program**

The project subdivides Wynnefield section into three sectors with a section council in charge of activities within each sector. The activities include:

- Unarmed civilian patrols in cars and Neighborhood walks during specific hours;
- Organization of block clubs in order to initiate a program of mutual protection among immediate neighbors, in order to organize block-by-block walking patrols and in order to reach large numbers of people with information about security precautions;
- Community education about security precautions;
- Community education about the availability of federal crime insurance;
- A program of engraving identifying numbers on valuables and provision of house decals which signify that valuables have been protected in this way;
- Shared responsibility for the ongoing juvenile delinquency prevention program operated by WRA;
- Maintaining regular contact with the 19th Police District—through block and individual participation in the Town Watch program, through attendance at police-community workshops, through meetings with police officials when necessary, through notification to police about the hours and approximate routes of civilian patrols each week—and with the gang control authorities. (Funding continued)

#### **Intensive Block Program**

The project, operated by The Lighthouse, Inc., is for the development of an intensive Block Program in three specific neighborhoods in Kensington which have a high density of multiple problems. One area is Black, one Puerto Rican, and the third, White. One worker is assigned to work full time in each of these areas. The purpose of the program is to reduce conditions leading to crime and actual incidents of crime, and to reduce racial tensions between the three groups. (Funding continued)

#### **Our Neighbors Civic Association**

Our Neighbors Civic Association, Inc. will operate an extensive Community Safety Patrol, Youth Development and Community Development Program in North Philadelphia. The intent is to reduce gang violence and street crime, and through long-term development activities, to reduce and eliminate the contributing factors to crime. (Funding continued)

#### **Ludlow Community Association**

The Ludlow Community Association, located in North Central Philadelphia, has designed a program that will reduce crime in the area and aid in its physical and social development.

Safety patrol will be maintained and efforts will be made to lessen or eliminate the activity of gangs in the area. The establishment of a "Design Center" and the operation of information, referral, and counseling programs for local residents will be the basis of the community development program. (Funding continued)

#### **Alice Rouse Donaldson Self-Help Center**

The Alice Rouse Donaldson Center operates a two-fold youth development program intended to increase the educational level of youths in the Point Breeze area of South Philadelphia and produce a corresponding decrease in juvenile crime in the area. This two part program consists of an alternative education program for drop outs and an education project for younger children in critical need areas. (Funding continued)

#### **Consumer Education Program**

The Council of Spanish Speaking Organizations has developed a year-round program of consumer education. The program is primarily for Spanish speaking persons. The Consumer Education Program is comprehensive in nature. The program will be presented in eight week sessions with two meetings per week. There will be a total of almost 400 persons attending these sessions periodically throughout the

year. The aim of the project is to educate Spanish Speaking people, especially those newly arrived to the United States, in ways to protect themselves from consumer fraud. (Funding continued)

#### **Helping Everyone On All Levels (HEAL)**

HEAL is a coalition of prisoners from the Southwest part of Philadelphia and residents of that area who have joined together in a program to deal with the problems of crime and recidivism in the neighborhood. This program includes the operation of a crisis center, communications network, job cooperative, and group homes for returning prisoners. The emphasis is on the participation of the entire community in developing ways to aid parolees, the families of prisoners, and area residents who are the victims of crime. (Funding continued)

#### **Tioga Learning Center**

Previously mentioned under Juvenile Delinquency Prevention. This is a joint project with the Juvenile Justice Committee.

#### **North Central Youth Academy**

Previously mentioned under Juvenile Delinquency Prevention. This is a joint project with the Juvenile Justice Committee.

#### **Harrowgate Boxing Club**

This project represents a community-based center approach to deal effectively with problems of youth in Kensington. Not only does the program seek to channel the energies of youth into recreational activities, particularly boxing, but it also will foster educational programs from the center. The center will attempt to focus on three large gangs within the area and work to reduce the increasing number of thefts, drug abuse, arson, and violence. These concerns have been stated by the Kensington community in information gathered by the center from January to June of 1973. (Funding continued)

### **Funding History**

#### **Community (Neighborhood) Crime Prevention**

Programs	69	70	71	72	73	Total
Operation Peaceful Neighborhood					34,493	34,493
Neighborhood Safety Training					27,390	27,390
Wynnefield Residents Association					20,955	20,955
Teen Council					11,061	11,061
Northwest Crime Prevention					25,259	25,259
Our Neighbors Civic Association					19,645	19,645
Alice Rouse Donaldson Center					13,399	13,399*
Ludlow Community Center					16,073	16,073
Consumer Education Program					30,591	30,591
Intensive Block Program					22,816	22,816
HEAL					11,191	11,191
Tioga Learning Center					18,752	18,752
North Central Youth Academy					18,752	18,752
Harrowgate Boxing Club					18,075	18,075
						288,461

\*The amount of the ARD Center grant was adjusted later by the Governor's Justice Commission to \$14,074.

**III—E**

**IMPROVING THE ADULT  
CORRECTIONAL SYSTEM**





## EXISTING CORRECTIONAL SYSTEM <sup>26</sup>

### ADULT PROBATION

The Probation Department (adult) is a correctional agency dealing primarily with convicted offenders. In 1972, 8,469 of all guilty adult defendants were assigned to City probation. As of December 31, 1972, there were 20,103 adults on probation or parole. Probation officer caseload averaged 156:1 for general supervision and 81:1 for intensive supervision. The Department is organized in four major divisions of supervision—Records Division, Field Supervision, Special Services, and Addictive Services. The Addictive Services Division includes the Alcoholic Treatment Unit, the Drug Treatment Unit, and the Self-Help Drug Program. Field Supervision includes a unit for handling out-of-town cases and seventeen District Offices. The Special Services Division includes the Community Resource and Volunteer Program, the Employment Counseling and Job Referral Unit, the Intake and Classification Division, the Philcourt Pre-trial Diversion Program, the High-Intensity Treatment Unit, and the Residential Center.

In addition to the four divisions of supervision, there is a Pre-Sentence Investigation Division, a Psychiatric Evaluation Division, an In-service Training Unit, a Research and Planning Unit, and an Administrative Unit.

The Department's budget (included in the Court of Common Pleas budget) for fiscal 1973 was \$3,066,734, which includes the State Grant in Aid of \$357,072 from the Pennsylvania Board of Probation and Parole.

### PRISONS

The Philadelphia Prisons are within the City Department of Public Welfare and subject to the administration of the board of trustees, consisting of six members and the Commissioner of Public Welfare. The Superintendent of Prisons, Mr. Louis S. Aytch, has the responsibility for the overall supervision of prison operations. Each of the three correctional institutions is under the immediate direction of a warden.

In early 1973 the adult prison system had a working force of 815 persons. Correctional Officers numbered 656, representing 80% of the Staff, and the Operating Budget for fiscal 1973 was \$11,812,743.

The three Philadelphia County Prisons are located in the Greater Northeast section of Philadelphia. Their average daily population in FY 1973 was 2,711, an increase of only two (2) over the FY 1972 average of 2,709. Total annual admissions to the Philadelphia Prisons in FY 1973 amounted to 23,850, a drop of 317 (1.3%) from the 24,167 admitted during FY 1972. Admissions of inmates committed to serve a sentence declined by 155 (6.4%) from 2,390 in FY 1972 to 2,235 in FY 1973.

Holmesburg Prison, completed in 1896, has a rated capacity of 679 male inmates. The average daily population increased from 1,143 in FY 1972 to 1,154 in FY 1973 (169% of capacity).

In FY 1972 Holmesburg received 736 sentenced prisoners and 1,193 detentioners, whereas in 1973 it received 744 sentenced prisoners and 1,375 detentioners.

The House of Correction, built in 1874 has a rated capacity of 532 males and 140 females. The average daily population for 1973 was 830 (123% of capacity), an increase from the FY 1972 average of 809.<sup>27</sup> A juvenile section of 125 cells is included in the House of Correction for young adults 16 years or older. The juvenile population is decreasing at the House of Correction. The number of juveniles in custody at the beginning of FY 1973 was 90. This dropped to 82 by the end of the fiscal year June 30, 1973.

<sup>26</sup> The material included herein does not reflect a number of recent developments in the Corrections System which occurred in late 1973.

<sup>27</sup> The midnight census on June 30, 1973 was 553 male and 64 female detentioners, plus 174 male and 16 female sentenced prisoners. This corresponded to 493 male and 83 female detentioners plus 162 male and 17 female sentenced prisoners on June 30, 1972.

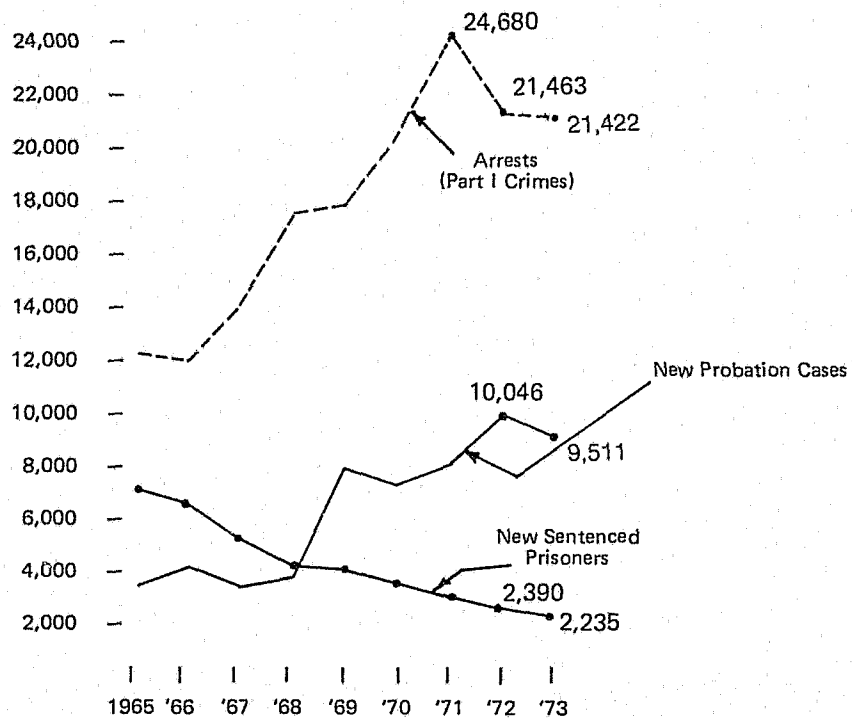
The Detention Center, the newest facility in the Philadelphia Prison System, was opened in 1963. Its rated capacity is 792. An average daily population of 792 was maintained in FY 1973, compared to an average of 749 in FY 1972. For FY 1973 the Detention Center received 11,611 new admissions as compared with 12,414 in FY 1972, a decrease of 803 (6.4%).

The Correctional system is at the end of the criminal justice pipeline. It is at this point where society extracts retribution for criminal acts and hopefully, accomplishes the rehabilitation of criminals. Traditionally, the Philadelphia correctional system, both probation service and the prisons, has also been at the end of the line in contribution of resources. During fiscal year 1972, out of a total Philadelphia city budget of \$149,928,000 for the criminal justice system, the Probation Department was allocated less than 4% and the Prisons less than 8%.

The input of new caseload in the Philadelphia correction system, both adult probation and prisons, is shown in the following graph:

Figure 3-14

**New Probation & Sentenced Prisoners Compared to New Arrests  
1965-1973**

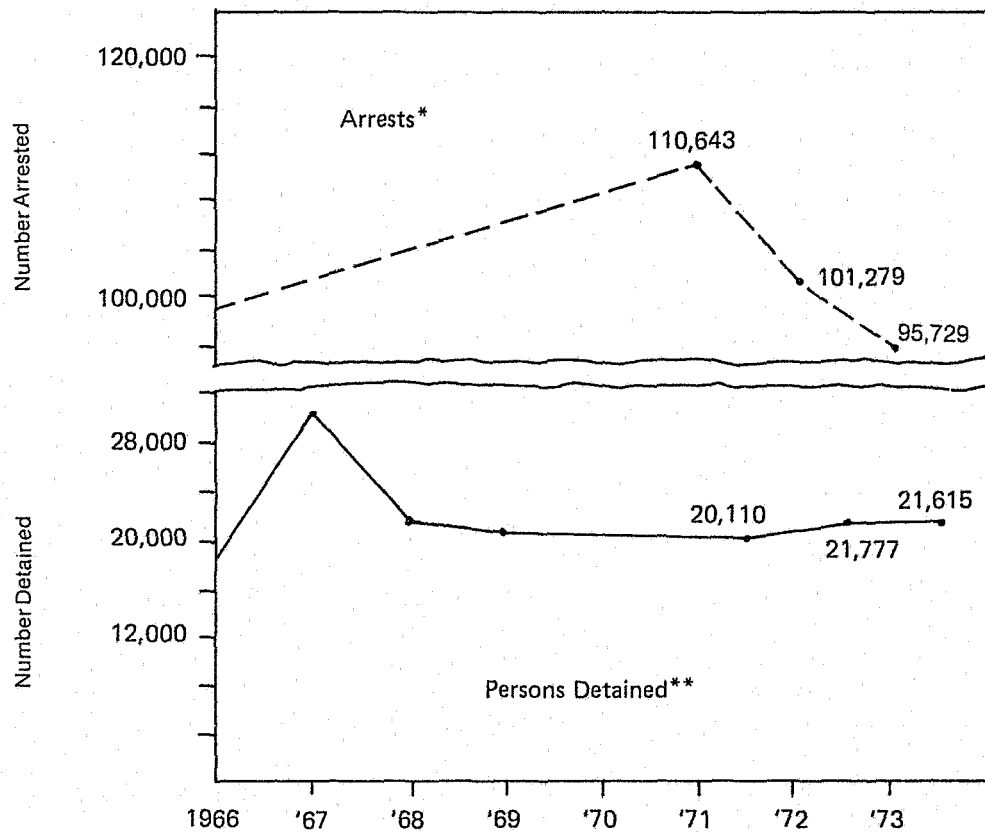


\* Includes a small number of paroled cases.

The comparison of new detentioners received at the detention center compared to the number of new arrests for any crime (Part I and Part II) is shown in Figure 3-15.

Figure 3-15

Comparison of Number of Arrests &  
Number of Detentioners  
1966-1973



\*Reported on calendar year (December 31st)

\*\*Reported on fiscal year (June 30th)

## IMPROVING THE QUALITY OF ADULT PROBATION

Prior to 1964, the Philadelphia Probation Department was considered to be below the standards for major cities. Although individual probation officer caseload was low, so was the quality of probation supervision. In 1962, the Administrative Judge of the then County Court appointed an independent survey team to review the operation of the Department. The survey panel singled out eight general recommendations for improvement of the probation service in Philadelphia. Four of the eight general recommendations reached the heart of the problems with the Department:

- Appoint a professionally-trained and fully experienced Chief Probation Officer and provide him with full and complete responsibility to reorganize and administer the Probation Office.
- Arrange for the Chief Probation Officer to be immediately responsible to one judge.
- In-service training should be organized as promptly as possible for present personnel in order to give them the opportunity to improve their knowledge and skills in the field of probation and parole.
- It was recommended that the Court retain the selection and appointment of personnel in the Probation Office, but that the Board of Judges agree on a policy basis that qualifications and qualified performance be the foundations for appointment and retention in the Probation service.

All of these recommendations were implemented. In 1964, Frederick H. Downs was appointed as Chief Probation Officer, reporting directly to the Administrative Judge. Under new leadership, high qualification standards for new probation officers were instituted and in-service training began. Only the hiring procedure, carried forward from earlier days, and which left the responsibility for hiring in the hands of the Board of Judges, remained to become an undesirable factor. That procedure, more than anything else, has served to slow down the implementation of new programs, and to bog down the employment of new recruits to fill vacant positions.

As seen previously, (Figure 3-14) probation and parole caseload has climbed steadily since 1967. At the end of 1967, 6,600 cases were under supervision. At the end of 1973 there were over 22,000, an increase of over 2,000 in 1972. Also in 1964 the total staff of the Department numbered 55 people; by 1973 the number had grown to about 420. In 1973, 56% of all defendants convicted in the Philadelphia Courts were placed on probation, a slight decrease from 58% in 1972. Judges favored probation over all other forms of sentence by a ratio of about seven to five. The number of pre-sentence investigations accomplished also grew from 1,654 in 1972 to over 2,200 in 1973.

## PHILADELPHIA PROBATION DEPARTMENT CONTRASTED WITH NATIONAL STANDARDS 1973

The proposed standards for probation supervision published by the LEAA National Conference on Criminal Justice and the probation standards published by the American Bar Association have much in common. Chiefly, they call for:<sup>28</sup>

- Sufficiently low caseload for adequate supervision along with variable caseloads for different types of offenders;
- The location of branch probation offices in the communities where probationers reside;
- The use of citizen volunteers to assist probation officers;
- Development of opportunities for probation officers to advance their education;
- Provision of in-service training, and
- Provision of specialized supervision for particular types of cases, e.g., high risk cases. (This presupposes a screening process at the outset.)

<sup>28</sup> Report of the National Conference on Criminal Justice, (Jan. 1973), Ch. 10, pgs. 175-180; American Bar Association Project Standards for Criminal Justice Relating to Probation, (Feb. 1970), Pgs. 9-20.

## USE OF LEAA REGIONAL ACTION MONIES IN THE PROBATION DEPARTMENT

The programs funded with LEAA funds within the Probation Department during the past several years compare quite favorably with the national standards. These have been:

- The education and training of the probation staff. This has included both in-service and graduate training;
- Increased availability of special rehabilitative supervision. This has included development of special drug programs, new intake procedures, vocational service and job placement, a satellite for women offenders, and a high-intensity probation unit for close supervision of known recidivists and certain other "high-risk" offenders;
- Decentralization of probation supervision into District Offices and the use of community-based treatment facilities. This latter priority resulted in creation of a community-based residential center, a probation office located in the North Philadelphia Model Cities area which became a model for 17 others in the City, and a center for the vocational training and job placement of pre-trial defendants located in North Philadelphia;
- The reduction of caseload and improvement in the ratio of supervisors to probation officers;
- Improvement of management procedures in the Probation Department. This has included the automation of records and the establishment of a special case management unit to assign variable case-loads for different types of offenders;
- The expanded use of volunteer assistants to probation officers and increased use of community resources for rehabilitation and job placement, and
- Creation of a Research, Planning and Development Unit within the Department for ongoing evaluation and monitoring of departmental programs.

### PROBATION FUNDING

Since 1969, a total of \$5,171,735 of LEAA Part C and Part E funds have been awarded through the Governor's Justice Commission to the improvement of the probation service in Philadelphia as part of the Regional Action Program. The annual breakdown is shown in the following table:

Table 3-20

	<u>Part C</u>	<u>Part E</u>	<u>Total</u>
1969	\$ -0-	\$ N.A.	\$ -0-
1970	320,043	N.A.	320,043
1971	702,456	318,500	1,020,976
1972	1,211,525	295,680	1,507,205
1973	<u>1,965,976</u>	<u>357,535</u>	<u>2,323,511</u>
TOTAL	\$4,200,000	\$971,715	\$5,171,735

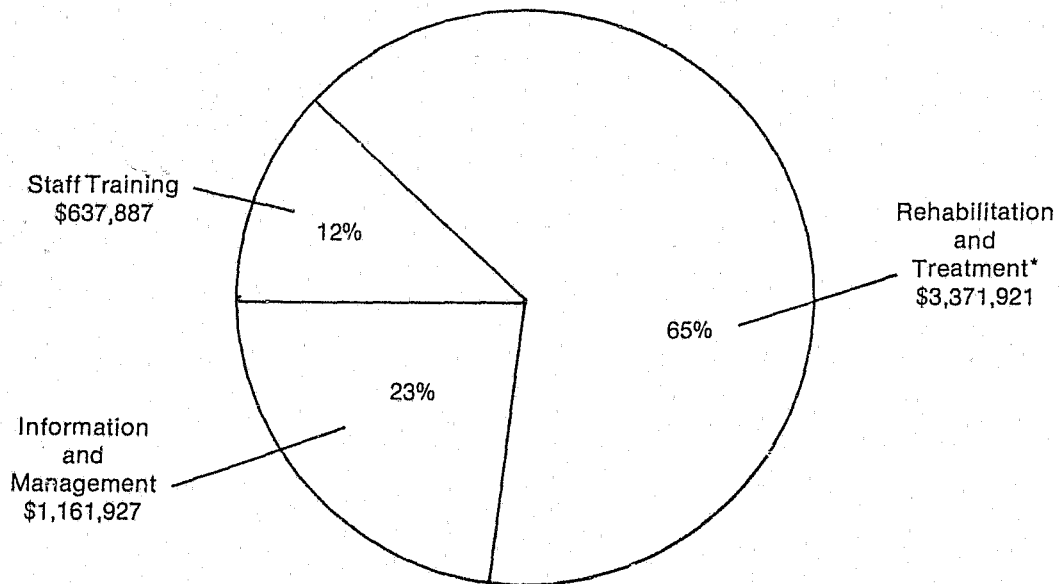
The funds given to the Probation Department by the Region were applied against general program areas as shown in Figure 3-15.

While the Probation Department is making excellent progress toward reaching some of the more important proposed national standards, overall caseload per probation officer is still too high for effective probation supervision. Reduction of caseloads by addition of more probation officers, the traditional solution to this problem, is not possible without massive doses of additional money which the City, in its present deficit condition, cannot afford. Another alternative would be for the Probation Department to greatly

improve its system of referring probationers to community-based alternatives which can provide both a structured (supervised) setting and realistic opportunities for rehabilitation. This seems to be the avenue which the Department is presently exploring and one can look forward to possible dividends from this new emphasis in the future. All probation projects are presently under review by independent evaluation contractors, with their reports expected to be completed by the time this report is published.

Figure 3-15

**REGIONAL ACTION FUNDS  
AWARDED TO  
PROBATION (C & E FUNDS COMBINED)  
1969 - November 30, 1973**



\* Includes Intake and Classification, Vocational Counseling and Placement, Community based Residential Care and Services, Pre-trial Diversion Services, Drug Treatment and Intensive Supervision and Treatment of High-risk Offenders.

TOTAL..... \$5,171,735

## PROBATION DEPARTMENT PROGRAMS 1969 - 1973

### STAFF TRAINING PROGRAMS

#### **In-Service Training Program**

The Philadelphia Probation Department began an intensive in-service training program for existing probation officers in January 1971. The objectives of the program were to: (1) provide instruction in contemporary rehabilitation techniques; (2) develop a positive attitude toward on-the-job training among all probation officers and to establish on-going education as a permanent part of probation officer's experience and (3) to upgrade the professional competence of the Department as a whole.

The program started small; in 1971, 12 officers took part while maintaining their regular probation caseload, which permitted them to integrate training with their ongoing case supervision. In 1972, the program was in full swing with 60 officers participating.

The evaluation of the program revealed that the program is functioning well and that student acceptance is good; over 78% of those who participated were satisfied with the course material and with the relevance of the subject matter to their work. (Funding continued)

#### **In-Service Training Program Supplement**

The major goal of the project is to provide an orientation program for all new employees, continuing training for both new and existing employees, coordinating outside training consultants and when special training needs are identified, to develop resources to meet these needs.

In 1974, this project will merge with the already existing in-service training program.

#### **Probation Officer Graduate Training Program**

Provides an ongoing two-year graduate training program, leading to an MSW degree, for five (5) selected probation officers each year. In addition, provides a stipend for probation officer interns during the summer months, along with supervision. The objectives: (1) to broaden the experience in social sciences and (2) to train personnel for supervisory positions in the Department. Candidates are given leave-of-absence with pay while in attendance. Tuition costs are borne by the Law Enforcement Education Program (LEEP), which must be applied for through the University by individual students. Each Probation officer is under contract to serve with the Probation Department for a minimum of two (2) years after graduation.

Five (5) students attended during the 1971-72 academic year, followed by four (4) during 72-73.

The Graduate Training Program is contributing significantly to the professional improvement of the Department. The summer intern portion of the program has been successful in attracting additional probation officer candidates. Ten (10) interns have applied for full-time employment at the end of the present school year. (Funding continued)

#### **Funding History**

##### **PROBATION (C + E funds combined) - Staff Training**

Programs	69	70	71	72	73	Total
In-Service Training		160,440		64,457	64,526	289,423
In-Service Training Supplement					5,362	5,362
Graduate Training			85,567	118,645	138,890	343,102
						<u>637,887</u>



## **REHABILITATION AND TREATMENT PROGRAMS**

### **Intake and Classification Unit, Probation Department**

Provides a staff of specially qualified and trained personnel to screen incoming probationers immediately after sentencing. The objective is to identify the special educational, physical, social, psychiatric or vocational needs of the probationer in order to: (1) design a special plan for his rehabilitation and (2) to assist his probation officer to better meet the needs of a particular case.

The Intake Unit screens incoming probationers at the rate of about 300 per month and that will be expanded to full coverage in 1973.

A preliminary evaluation showed that the re-arrest rate of individuals screened was significantly lower (by about 7.4%) than the re-arrest rate of the general probation population. (Funding continued)

### **Vocational counseling, Probation Department**

The need for vocational assistance and job placement as a method of rehabilitation is widely accepted. This unit provides guidance, training placement, job development and job placement, for probationers in Philadelphia.

During the first year of operation, April 1971 - April 1972, the unit made 1,081 referrals to jobs or vocational training. Of 580 referred to jobs, 30% were hired. Based upon projections of 1971 - 1972 performance, and with additional counselors, the unit is expected to place over 300 clients in meaningful jobs and over 100 in skill-training programs during the current project period. (Funding continued)

### **Drug Treatment Unit, Probation Department**

Provides a specially trained staff (including former drug users) for the supervision of probationers with an identified drug problem. Provides supervision, counseling and referral to other organizations for detoxification and protracted treatment and rehabilitation.

During the second half of 1972, the unit received 314 new cases each month. On December 31, 1972, 1,588 persons were under supervision. During 1973, a community-based residential unit for 35 persons was established through Genesis II, Inc., a non-profit corporation created by officials of the Courts System to operate the residential facility as a rehabilitation resource. (Funding continued)

### **High Intensity Probation Unit**

Implemented in late 1973, a special high-intensity unit provides supervision for high risk offenders who have been convicted of serious crimes or have had a high recidivism rate. Specifically, it provides professional, para-professional and consultant services support and intensified supervision to sex offenders and/or probationer/parolees with a psychiatric condition. The unit expects to service about 300 offenders each year. (Funding continued)

### **Services for Women Offenders**

Supplements the Pennsylvania Program for Women and Girl Offenders (PPWGO) in providing services unique to the needs of female offenders recently released from penal institutions.

In 1972, 1,669 women were released from the Philadelphia House of Correction. About 2,000 more were placed on probation. PPWGO offers special service to women offenders to help them reorient their lives by aiding them to find work, arranging job training and in some cases providing small emergency cash loans or grants until they can sustain themselves. About 40% of the clients are self-referrals; others are referred by probation officers, friends, relatives or prison officials. The PPWGO program relies heavily on the cooperation of community agencies and community leaders in providing assistance to these women. (Funding continued)

### **Philadelphia Courts Pre-Trial Diversionary Program (Philcourt)**

Provides for the vocational counseling, training and placement of detentioners awaiting trial in the Courts. With Court approval, certain defendants are released from detention on a work-release basis to participate. Successful achievement in a job can result, with Court approval, in the dismissal of criminal charges.

Since the beginning of January, 1972, Philcourt has processed 457 clients, of whom 197 have been placed in jobs and 119 of whom are still employed. As of this writing there were 334 active client cases; 75 of which were in training or in G.E.D. programs. (Funding continued)

### North Philadelphia Community Probation Office

Located in the midst of an economically depressed and densely populated high crime area, the North Philadelphia District Office provides supervision and assistance to probationers in their own neighborhood. This District Office has been a successful pilot for 17 others, which have been established based on experience gained. It continues to serve as a test site for innovative techniques of probation supervision.

The unit has succeeded in becoming an important part of the community. With the help of indigenous personnel, it performs an ombudsman service as well as a probation service. The recidivism rate of probationers under supervision in the six-month period from June 1972-January 1973 was 18.1%, against 24.3% for the regular probation population. The office presently supervises 768 persons. (Funding continued)

### Residential Treatment Center

Provides a residence for 25 selected defendants as a Court sentencing alternative to prison. Successful completion of a three-month rehabilitation process in the community setting may result in release to conventional probation supervision. Failure can result in a sentence to prison.

Initially funded by a Federal discretionary grant in late 1972, the project experienced serious start-up problems, but finally attained full operation in January 1973.

About one-third of the residents are placed in the Center as an alternative to incarceration. About two-thirds as supportive treatment for probationers. By April, 1973, 15 of 25 were employed; six unemployed and the remainder in school or in training programs. (Funding continued)

### JAGUAR

This project, first approved for funding in mid-1973, employs exoffenders to serve as Human Service Aides to compliment the role and skills of the Probation Officers. These aides function to accomplish pre-sentence investigations, provide rehabilitative resources to select probationer/parolees and serve to communicate with hard-to-reach offenders. (Funding continued)

### Community Resource Unit, Probation Department

A special unit, working in cooperation with the Philadelphia Bar Association, to identify, recruit and train volunteer persons or organizations to supplement and assist in the rehabilitation of probationers. Volunteers and organizations assist in job development and job placement, as well as in other areas of probation and supervision.

The project began in June 1972. The first group of volunteers completed training in November. By February, 1973, 124 volunteers had been trained, but only 22 were placed with clients. Evaluation identified certain internal problems which appeared to account for the low number of volunteers placed. (Funding continued until June 30 1974 with termination expected thereafter.)

### Funding History

Programs	PROBATION - Rehabilitation and Treatment					Total
	69	70	71	72	73	
Intake Unit			252,443	145,786	374,802	773,031
				46,000 (E)		46,000
Vocational Counseling			82,309	95,684	194,691	372,684
Drug Treatment Unit		122,311		348,857	396,211	867,379
High Intensity Unit					107,855 (E)	208,292
					100,437	
PPWGO			108,010	67,194	94,500	269,704
Philcourt				162,716	161,502	324,218
North Phila. District Office		37,292		36,741	34,262	108,295
Residential Center				42,136	144,376	186,512
JAGUAR				60,929		60,929
Community Resource Unit			68,251 (E)		86,626	154,877
						3,371,921

## INFORMATION AND MANAGEMENT

### Automation of Probation Department Records

Provided funds for the conversion of about 20,000 manual case records to machine-readable automated form. Permitted the hiring of two Research Analysts with computer background to code information for input to the Courts Computer system.

### Caseload Management Unit

Provides for hiring of two probation officer supervisors, 18 probation officers and six clerical persons, plus supporting equipment to set up three new general supervision units in which new methods of case analysis and management will be tested and which will aid in the overall goal of caseload reduction. (Funding continuation.)

### Probation Department Research and Development Unit

The Research and Development Unit has consolidated the functions of record keeping, project development, problem analysis and program evaluation in the Department.

Specifically, the unit is staffed with workers with the following responsibilities: 1) project planning, writing applications for funding and refunding and testimony on behalf of projects at Council and G.J.C. meetings; 2) participating in project staff selection and hiring; 3) conducting project staff orientations and preparing project training materials; 4) developing record-keeping and statistical forms; 5) writing evaluation instruments and collecting data; 6) speaking to community groups and orienting project personnel to the criminal justice system; 7) trouble-shooting for projects; 8) writing project progress reports and budget reports; 9) providing liaison between the Probation Department and other criminal justice agencies.

The efforts of this unit have been most instrumental to the improved management of probation and parole in Philadelphia. (Funding continued)

### Addition to General Supervision

Provides for the hiring of 18 probation officers and six clerical personnel to attempt to reduce caseload from an average of 155:1 for general supervision toward the goal of 35:1 set by National Standards.

### Funding History

#### PROBATION - Information and Management

Programs	69	70	71	72	73	Total
Automation of Records			34,348			34,348
Caseload Management Unit				249,680 (E)		249,680
Research and Development Unit			139,799	68,380	169,791	377,970
Addition to General Supervision			250,249 (E)		249,680 (E)	499,929
						1,161,927

## STATE AND FEDERAL DISCRETIONARY PROJECTS TO PROBATION 1969 — 1973

### Drug Abuse Training Program

A one-time federal discretionary subgrant of FY 1969 LEAA funds to train a selected group of Probation Officers to deal with drug cases.

### Philcourt Pre-trial Diversion Program

The Philcourt project discussed earlier under "Rehabilitation and Treatment" programs was originally initiated with FY 1971 federal discretionary LEAA funds. The project provides job development and placement services for probationers and for selected pre-trial diversion cases. The project is continuing.

### Probation Residential Treatment Center

The Residential Center, discussed earlier in the "Rehabilitation and Treatment" section was originally initiated with a subgrant of FY 1971 federal discretionary LEAA funds. Although the program is now fully operational under Regional Action funding project start-up was delayed severely due to lack of offenders sentenced to the facility. Orientation of the judiciary to the availability of the facility as an alternative to incarceration resolved this problem.

### Probation Research and Development Unit

The Probation Department Research and Development Unit discussed above under "Information and Management" programs was initiated with a grant of FY 1971 federal discretionary LEAA funds. The project is continuing with regional action funds.

### Post-Release Addictive Treatment

An LEAA federal discretionary subgrant of FY 1972 funds to the Probation department to provide after-care supervision and continuity of treatment to offenders released from the Prisons Addictive Disease Treatment program. Generally incarcerated drug users are detoxified and placed on a drug-free treatment program in the Prisons. This project aids these offenders to maintain this drug-free status following their release from the County prisons. The project is continuing.

#### FUNDING History PROBATION - State and Federal Discretionary Projects

Programs	69	70	71	72	73	Total
Drug Abuse Training	2,200					2,200
PhilCourt			200,000			200,000
Residential Center			144,000			144,000
Research and Development			6,453			6,453
Post Release Addictive				100,176		100,176
						452,829

## THE PHILADELPHIA PRISONS

The Philadelphia Prisons have experienced criticism for the past several years. In early 1972, as the result of a class suit brought by inmates of Holmesburg Prison, the Philadelphia Court of Common Pleas ruled that confinement in Holmesburg Prison constituted cruel and inhuman punishment. Under new leadership, the prisons have embarked in improvements across a wide front.

The 1973 National Conference on Criminal Justice Standards and Goals published a number of proposed standards for prison systems. Among them are: <sup>29</sup>

- The cessation of the construction of new prisons
- Re-examination of prisoner classification systems
- The establishment of community-based correctional facilities
- The promotion of citizen involvement
- Improved training of correctional officers

In all except the establishment of community-based correctional facilities, the Philadelphia Prisons system is making substantial progress.

An important step forward was the establishment of a Research and Planning Unit in the Prison in 1972. This small staff has already made significant contributions in prison management and in the development of rehabilitation and education programs in the system.

Moreover, until the Regional Planning Council planning staff was formed in 1971 and ultimately until the Prison's own R & D staff was formed in 1972, the Prison system was unable to systematically identify objectives for improvement.

<sup>29</sup> Report of the National Conference on Criminal Justice, (Jan. 1973), Ch. 7,9,11,14.

## PRISON PRIORITIES 1969 - 1973

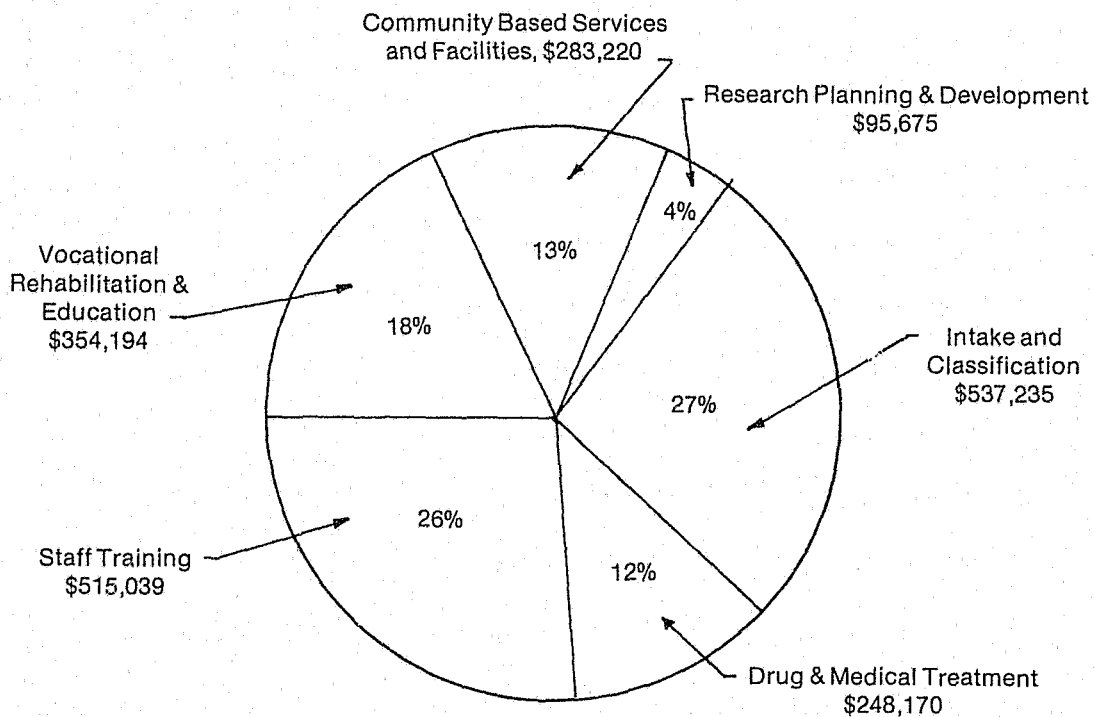
During the past five years, the principal program priorities for the Philadelphia Prisons have been:

- Expansion of the drug abuse treatment and medical care programs for inmates. Since 1971, heavy emphasis has been placed on drug detoxification and medical treatment.
- Staff training both in the area of modern prison management and in the behavioral sciences.
- Establishment of new inmate vocational and educational rehabilitation programs for both detentioners and sentenced inmates.
- Improvement in the prisoner intake and classification procedures to assist in the development of individual treatment plans.
- Improved management, research and policy development (including codification of Rules and Regulations)

The use of Regional Action and Part E Funds awarded to the prisons is shown in Figure 3-16. All prisons projects are presently being evaluated by independent evaluation contractors.

Figure 3-16

### REGIONAL ACTION FUNDS AWARDED TO PRISONS (C & E FUNDS COMBINED) 1969 - November 30, 1973



Total - \$2,033,533

## **PHILADELPHIA PRISONS PROGRAMS 1969 - 1973 STAFF TRAINING**

### **Correctional Studies Training Program**

This program consolidates all staff training projects under a single Director of Corrections Training. The **Behavioral Science Training Program** (first funded by the Regional Council in 1970) and the **Staff Training Cadre** project (started in 1971, Part E) were both consolidated in this new program. (Funding of the newly merged program is continuing.)

In addition, two new programs, **Initial Training for Correctional Officers** and **Staff Orientation for New Employees**, were added.

The goals for the current project period are:

- Initial training for correctional officers - 95 trainees
- Staff orientation for new employees - 178 trainees
- In-service training for correctional officers - 12 men in each of 30 classes of 40 hours duration - total, 360 men; making a total of 14,000 man hours.

### **Prison Behavioral Science Training Program**

1971 - 60 Correctional Officers trained

1972 - 60 Correctional Officers trained

The Behavioral Science Training Program is an intensive eight week course to improve the functioning level of correctional officers and sensitize them through human relations classes and field experiences. The current goals are for 24-30 men to participate in each eight week session for 4 hours each day. Half day sessions are preferable to allow sufficient time for consideration of the day's training experience prior to introduction of new subject material.

Based on participant and staff evaluations, the following areas have been selected for 160 hours of training sessions in the current project period:

- a) Black History (minimum of 6 hours)
- b) Human relations training (3 hour sessions held twice each week)
- c) Problems of Minority Groups
- d) Learned Behavior
- e) Mental Illness: Competency and Exculpation
- f) Organization of Jurisdiction of the Courts
- g) Personality Development
- h) Psychiatric Programs in Prisons
- i) Criminal Law developments
- j) Prison Administration
- k) Field Trips

### **Training Cadre**

Due to severe staff shortages in the correctional officer ranks, a replacement cadre was essential to enable "line" officers to receive the training cycle. Twelve new correctional officers were recruited in 1971 giving the Prisons the extra manpower to allow in-service officers to participate in the correctional studies training program.

### Funding History

#### Staff Training

Programs	69	70	71	72	73	Total
Behavioral Science Training		45,050		44,950	51,400*	141,400
Training Cadre			119,525	122,065 (E)*	120,000 (E)*	373,639
						515,039

\*—Correctional Studies Training Program

## DRUG AND MEDICAL TREATMENT PROGRAMS

### Prison Drug Detoxification Unit

The Philadelphia Prison System receives over 26,000 inmates annually. The sample testing of 6,628 new inmates in 1972 revealed that 40% had drug abuse problems. Combined with the Prisons Detoxification Unit, the program has the following objectives:

- Provide inmates with humane treatment for drug withdrawal;
- Improve medical services;
- Decrease disciplinary problems resulting from the untreated population.

Between October 5, 1972 and March 30, 1973 almost 1,905 inmates (male and female) were successfully detoxified in the Detention Center of the Philadelphia Prisons. (Continued with federal discretionary funds.)

### Prisons Drug Identification and Treatment Program

This project was designed as a follow-up for the Prisons Detoxification and Treatment Project to extend the treatment of addicted inmates and detentichners. Through May 16, 1973, 6,628 inmates and detentichners had been tested and 2,510 found positive (40%). During 15 months of operation, 127 had undergone in-depth treatment and there were 25 active cases. (Funding continued)

### Funding History

#### Drug and Medical Treatment Programs

Programs	69	70	71	72	73	Total
Detoxification Unit			70,195 (E)			70,195
Drug Identification			97,975		80,000	177,975
						248,170

## PRISONER CLASSIFICATION

### Prisoner Model Classification Project

To develop uniform intake and classification procedures. Differential methods of treating offenders are offered, and new ones are being developed to allow for a rational determination of custody requirements

and rehabilitative programs needs. (Funding continued)

Funding History						
Prisoner Classification						
Program	69	70	71	72	73	Total
Intake and Classification			235,742	74,533	226,960	537,235
						537,235

## MANAGEMENT, RESEARCH AND POLICY DEVELOPMENT

### Prison Rules Codification

Under contract with the Philadelphia Prisons, the Pennsylvania Prisons Society codified and updated existing Prisons rules and instituted a new disciplinary system. An inmates' handbook of rules is also being published. The new rules were placed in effect in 1972.

### Planning and Evaluation Unit, Philadelphia Prisons

Established in 1972, the Prisons P & E Unit is now providing the disciplined analysis of prison problems and proposed solutions for planning and management. The unit has established a data collection and storage process which will contribute to a better understanding of the prison system and its inmates, a pronounced improvement. As previously stated in this section, the unit has been most instrumental in providing meaningful programs for Staff and residents of the Philadelphia prisons. (Funding continued)

Funding History						
Management, Research and Policy Development						
Programs	69	70	71	72	73	Total
Prison Rules Project			12,920			12,920
Planning and Evaluation				33,810	48,945	82,755
						95,675

## VOCATIONAL REHABILITATION AND EDUCATIONAL PROGRAMS

### Concurrent Skill Training

A one-year project provided equipment and paid for an instructor to conduct vocational training in dry cleaning and pressing, expressly for selected detentioners. Successful completion leads to job placement on a work-release basis. Upon final release many remain on the job. From start-up in January 1972 until April 30, 1973, 100 graduated with 72 remaining employed. At the end of June 1973, the project cost was assumed by the City.

### Work-Release (Prisons)

The work release program provides the opportunity for selected prisoners to engage in vocational training followed by job placement. The objective is to mitigate the transition from prison life to parole



or freedom upon release. Between April 1968 and March 1973, 479 inmates were placed in jobs with an average weekly salary of \$150.00. This project was consolidated with the Post-Secondary Education project to form the Inmate Rehabilitation program in 1973. (Funding continued)

#### **Inmate Post-Secondary Education**

The objective of the program is to make available educational resources for residents who have the desire to pursue this course. The first semester of the program ended January 19, 1973. Of the original 70 resident students, 46 were still at Holmesburg with 75% remaining in the program. 24 were released from Holmesburg, one-third on parole. Ten of the 24 (42%) remained in the program. As mentioned above this project was merged with the Work-Release project to form the Inmate Rehabilitation program in 1973. (Funding continued)

#### **Closed Circuit TV for Prisons**

This closed circuit TV and video tape project is for the purpose of providing training and education and for extending constructive programs for the large Detention Center population who have much idle time on their hands. Since all equipment was purchased for the project in 1971 and 1972, the Prisons have assumed the cost of this project.

### **Funding History**

#### **Vocational Rehabilitation and Education**

Programs	69	70	71	72	73	Total
Dry Cleaning			32,713	6,922		39,635
Work Release			107,757 (E)		126,000 (E) *	233,757
Post Secondary Education			31,968		32,000 (E) *	63,968
CCTV			16,834			16,834
						<hr/> 344,194 <hr/>

\*—Inmate Rehabilitation Program

## **COMMUNITY BASED SERVICES AND FACILITIES**

#### **Director of Volunteer Services**

The Volunteer Services Program became operable in 1971. It provides for the coordination of community input into the Prison System. Its long range objective is to provide alternatives to traditional institutionalization through community involvement and utilization of non-governmental resources. It has reduced duplication of services and is instrumental in informing the public of prisoner problems. Through June 30, 1973, 400 persons had volunteered their services and 106 volunteers were active in the program, devoting an average of 4 hours per week. Approximately 63 inmates were being tutored in high school and/or college courses by volunteer teachers, three of whom are from Community College. This "re-late" program finds volunteers befriending an inmate before release and continuing the relationship after release. (Funding continued)

#### **Methodical External Program**

The Methodical External Program first funded in late 1973, is designed to help ex-offenders through:

- Pre-release employment and adjustment counseling
- Post-release employment placement
- Addict rehabilitation referral and counseling

Methodical External Program, Inc., is a non-profit corporation consisting of ex-offenders working for the successful reintegration of men into society from prison life. Since the project is just getting underway, no data is yet available on its accomplishments. (Funding continued.)

#### **Detention Center Mental Health**

A program to be staffed and operated by the North Central Philadelphia Community Mental Health/Mental Retardation Center will offer detentioners a full range of community mental health services, psychiatric, psychological, medical and vocational evaluation, and short-term group or individual counseling. It involves detentioners from all three institutions, although primarily based at the Detention Center. The design of the program allows for involved inmates to easily transfer to appropriate community health centers upon their release. Supervision of these services will be the responsibility of the Medical Director of the Philadelphia Prisons.

This project was started in May 1973. Its effects are presently being evaluated prior to refunding.

The program is designed to handle three groups of 30-36 patients at one time. Upon release from prison, patients are referred to community mental health centers if in need of continued treatment. (Funding continued.)

#### **Funding History**

##### **Community based Services and Facilities**

Program	69	70	71	72	73	Total
Volunteer Services		19,097	10,144 (E)	20,684	30,000	151,102
				54,808 (E)	16,369	
Methodical External				29,192 (E)	11,766	40,958
Mental Health Services			36,000 (E)		55,160	91,160
						283,220

### **STATE AND FEDERAL DISCRETIONARY PROJECTS**

#### **Addictive Disease Treatment Program**

A 1972 federal discretionary grant to expand detoxification and medical treatment facilities for prisoners with drug problems. Federal funds awarded \$399,879. (Funding continued.)

**III - F**

**DRUG ABUSE TREATMENT AND  
CONTROL**



## DRUG ABUSE, TREATMENT AND CONTROL

Conservative estimates place the number of opiate addicts in the City between 16-20,000 and probably triple that number of serious problem drinkers. Prison officials estimate that as high as sixty percent of detentioners and sentenced prisoners have drug problems. A very substantial portion of the property-crime committed in Philadelphia is probably drug related. Drug arrests have tripled during the past six years.

The campaign to control drug abuse in Philadelphia—or in the State of Pennsylvania—was slow starting primarily because the problem was not clearly understood. The whole program lacked coordination. In 1970, there were approximately 70 different governmental and non-governmental agencies delivering service to drug abusers. Service ranged from telephone referral to in-patient treatment, such as offered by Gaudenzia House.

In 1971, a drug and alcohol abuse program coordinating unit was established in the Office of Addictive Diseases, Philadelphia Department of Public Health. A federal discretionary grant of about \$155,000 provided funding. Later in 1971, again under a federal discretionary grant of \$293,825, two methadone clinics were started, one in North Philadelphia and one in South Philadelphia.

Beginning in 1972, the Philadelphia Regional Planning Council took a serious look at the drug problem in the City. A special Drug Programs Coordinating subcommittee was appointed to review and consider what action the Council should take, within its relatively limited resources, to meet the challenge of drug abuse. As a result of the subcommittee's recommendations, the Council resolved to:

- Emphasize the expansion of drug programs within adult probation, the prisons and the juvenile system;
- Provide support to continue the Drug Coordinating Unit and the two methadone clinics that had been established by expiring federal discretionary grants; and
- Provide the resources for two additional methadone clinics.

The 1972 Regional Plan provided \$482,819 (Part E and C) for the continuation and expansion of pilot drug programs within the criminal justice system—police, probation, prisons and the juvenile system. This represented a 28% increase over the preceding year. But, more important, the 1972 Plan provided \$893,150 for drug programs outside the criminal justice system.

The start-up of a drug treatment unit is plagued by problems of community acceptance, and the availability of qualified personnel. The North Philadelphia Methadone Center was first to get into full operation. The South Philadelphia Methadone Clinic encountered community resistance which took several months to resolve. A planned Germantown clinic had severe problems of site location and finally had to be abandoned in favor of funding a vocational support program for drug users under a contract with Lower Kensington Environmental Center.

In April 1972, the Pennsylvania General Assembly passed the Pennsylvania Drug and Alcohol Abuse Control Act. The Act established the Governor's Council on Drug and Alcohol Abuse. In an attempt to streamline the delivery of service, the Governor's Council was given the authority to set policy, regulate, evaluate results, and serve as the channel for federal funding of all drug and alcohol abuse programs in the State. Under its new authority, the Governor's Council required the establishment of drug planning and coordinating units at the county level. Local plans must be reviewed and approved by the Governor's Council before funding can be granted. All non-LEAA drug funds are now routed through the Governor's Council and LEAA grants are coordinated with the planning of the Governor's Council.

In Philadelphia, the Drug and Alcohol Program Coordinating Unit was transferred from the Department of Public Health to a new office (established to comply with the new Pennsylvania Drug Abuse and Control Act) called the Philadelphia Coordinating Office for Drug and Alcohol Abuse Programs (CODAAP). Operating under the City Managing Director, CODAAP represents the local link to the Governor's Council and is charged with the responsibility of planning and coordinating all drug programs in the City/County of Philadelphia.

During the preparation of its 1973 Regional Plan, the Philadelphia Regional Planning Council took a new look at its drug policy. The prospect of significant increase in non-LEAA funds through the new Governor's Council on Drug and Alcohol Abuse for the support of drug programs **not connected directly** with criminal justice influenced the Regional Council's decisions to:

- Discontinue funding methadone clinics after December 1973, but:
- Continue support of CODAAP for one more year.

In line with the new policy, Regional Council allocations to community drug programs fell from the \$893,000 of 1972 to \$250,000 for 1973. At the same time, the allocation for programs **within** the criminal justice system was raised to \$853,000, nearly double the \$482,918 for 1972. In addition, the Regional Council provided an additional \$108,500 for the Advanced Rehabilitative Disposition (ARD)—HELP, Inc. program which is strongly drug related.

It can be stated that the Philadelphia Regional Planning Council's commitment to drug abuse training, drug detoxification and treatment within the police department, prisons, the probation department and the juvenile system, approaches \$1 million, or about 13% of its total resources.

"Presently, the critical need appears to be improving the 'quality' of service at the existing facilities rather than the development of additional clinics. With this in mind, The City of Philadelphia did not request funds for additional clinics in 1973-74 and CODAAP will discourage grant applications for additional clinics. Rather, efforts will be made to insure implementation of funded clinics, improve existing services, upgrade ancillary services, recruit and train competent staffs, verify and reduce waiting lists, and provide public accountability. There will be an evaluation of all funded programs and further expansion will be required only as the need is verified."<sup>30</sup>

The Philadelphia Coordinating Office for Drug and Alcohol Abuse Programs (CODAAP) has assembled a list of a number of agencies in Philadelphia which provide drug counseling or treatment. The level of service varies with the agency. The reader is referred to the Plan for Drug and Alcohol Treatment and Rehabilitation, 1973, published by CODAAP for information on that subject.

## **DRUG PROGRAMS**

### **Methadone Clinic, Germantown**

This project, funded in 1972, was proposed for the Germantown area of the City primarily servicing Mental Health Catchment Areas 6B and 6C. It was to treat some 250 patients in this area of high addict concentration. Because of several problems of site location, the project had to be abandoned in favor of a work support program for drug patients directed by the Lower Kensington Environmental Center. (Funding continued through September, 1974.)

### **Methadone Clinics (Central and Southwest Philadelphia)**

This project was funded in 1972 and is composed of two methadone treatment units which treat heroin addicted individuals. The program deals with up to 400 hard core heroin addicts and is designed to stabilize the addict while offering an alternative to the criminal life style necessitated by his constant search for funds to support his habit. Negotiations have taken place with community based private agencies to assume the operation of project services at the end of the grant period.

### **Planning Grant for Central Medical Intake**

This grant permits a thorough evaluation of Central Medical Intake Units in other cities and assessment of the needs in Philadelphia. With these facts, the CODAAP has designed and implemented a Central Medical Intake for drug users, particularly for emergency treatment. (One-time funding.)

<sup>30</sup>Plan for Drug and Alcohol Abuse Treatment and Rehabilitation - City of Philadelphia, Coordinating Office for Alcohol and Drug Abuse Programs, 1973.

### **Coordinating Office for Drug and Alcohol Abuse Programs**

The Coordinating Office for Drug and Alcohol Abuse Programs (CODAAP) of the City of Philadelphia was funded in 1972 in order to meet the problems of fragmented approaches to treatment, interagency rivalries, lack of coordination, and need for improved public accountability. This office has initiated and encouraged additional services to meet the ever-growing demands for drug treatment and rehabilitation, for standards and criteria for evaluation, for needed technical assistance to public and private drug and alcohol abuse programs; for establishment of priorities and for overall planning. The agency has assumed functions which were formerly the responsibility of the Office of Addictive Diseases, City Department of Health. (Continued Funding at a greatly reduced level in 1974.)

### **Funding History**

#### **Drug programs (outside the Criminal Justice System)**

PROGRAM	69	70	71	72	73	TOTAL
Meth Clinic, Germantown*				201,620		201,620
Meth Clinic, South Phila.				264,187		264,187
Central Medical Intake				40,312		40,312
CODAAP				204,429	217,746	422,175
						928,294

\*Later found incapable of implementation and funds reallocated to Lower Kensington Environmental Center for Vocational Support Program of Rehabilitation for Drug Users.

## **STATE AND FEDERAL DISCRETIONARY PROJECTS 1969 — 1973**

### **Methadone Clinics, North and South Philadelphia**

An LEAA federal discretionary subgrant of FY 1971 funds to establish Methadone Clinics for "Chemotherapy" of heroin addicts. The original grant was to the Division of Addictive Diseases, City Department of Health, later superseded by CODAAP.

### **City Coordinating Mechanism**

An LEAA federal discretionary subgrant of FY 1972 funds to establish an office in the Division of Addictive Diseases, City Department of Health for the centralized coordination of drug treatment programs. This project created the forerunner of CODAAP.

### **Treatment Alternatives to Street Crime**

An LEAA federal discretionary subgrant of FY 1972 funds to the City of Philadelphia to create a program to divert hard-core heroin addicts from the criminal justice system to treatment at the point of arrest. Although still being continued at less than half its original level of federal discretionary funding, the project has suffered severe difficulties in implementation. Screening criteria established in conjunction with the District Attorney's office eliminated almost all but first offenders from the program, thus screening out most hard-core addicts who tend to be repeat offenders. The City discovered it was ill-staffed to perform treatment functions and could contract out for such services more effectively and more economically. The project is now in its second year of implementation, and is still being evaluated.

**FUNDING HISTORY**  
**DRUGS - State and Federal Discretionary Projects**

Program	69	70	71	72	73	Total
Methadone Clinics			293,825			293,825
Coordinating Mechanism				155,637		155,637
Treatment Alternatives (TASC)				1,000,000		1,000,000
						<u>1,449,462</u>





## **CHAPTER IV**

### **1974 PLAN GENERAL STATEMENT OF PROBLEMS AND NEEDS**

Reference to existing or proposed projects herein reflects agency statement of need and is not solely limited to subgrant of LEAA funds for implementation. Reference to a needed project herein in no way commits the Philadelphia Regional Planning Council or the Governor's Justice Commission to future funding of that project with LEAA funds.



## **1974 PLAN GENERAL STATEMENT OF PROBLEMS AND NEEDS**

### **A. POLICE**

It is hardly necessary to restate the dimensions of the crime problem in Philadelphia; that was covered in Chapter II. The downward turn in all crime during 1972, while encouraging, does not lead to the conclusion that the crisis is past. Major crime last year was double the level of 10 years ago.

The standards for police performance and conduct, and their relationship to the community, as proposed by the National Conference on Criminal Justice, are both detailed and exhaustive.<sup>1</sup> Neither time nor space justifies a discussion of those standards here. However, as a preamble to any discussion of the Police in Philadelphia, a word should be said regarding the complexity of the police task:

"to achieve optimum police effectiveness, the police should be recognized as having complex and multiple tasks to perform in addition to identifying and apprehending persons committing serious criminal offenses. Such other police tasks include protection of certain rights such as to speak and to assemble, participation either directly or in conjunction with other public and social agencies in the prevention of criminal and delinquent behavior, maintenance of order and control of pedestrian and vehicular traffic, resolution of conflict, and assistance to citizens in need of help such as the person who is mentally ill, the chronic alcoholic, or the drug addict."<sup>2</sup>

Police effectiveness in dealing with crime is "often largely dependent upon the effectiveness of other agencies, both within and outside the criminal justice system"<sup>3</sup>

The diversity of police responsibility is likely to continue. In the future, police authority and skills will be needed to handle a wide variety of community problems.

The Philadelphia Police Department, with more than 8,000 uniformed personnel and with an annual budget exceeding \$125 million, does not suffer the same problems as the suburban or rural police forces. The Philadelphia Police Department is well-organized and sophisticated. The Department is well-equipped, highly trained and effectively supervised, and has traditionally met the demands of the community for service; nearly forty percent (40%) of the Police budget supports that function. Service calls in the Police Central Radio exceed calls for police assistance by a ratio of five to one.

#### **PROBLEM - UPGRADING POLICE PERSONNEL**

The complexity of policework has increased because of recent court decisions, the introduction of new technology, and an emphasis to provide better Police protection to all segments of society. A better-educated policeman, specifically trained in his profession, will be able to deal more adequately with the various problems that confront him on a day-to-day basis.

<sup>1</sup>Report of the National Conference on Criminal Justice, LEAA, (January, 1973) The Urban Police Function, American Bar Association Project on Standards for Criminal Justice, March 1972.

<sup>2</sup>The Urban Police Function, Page 7, the American Bar Association Project on Standards for Criminal Justice, March 1972.

<sup>3</sup>IBID.

- Need:**
1. Special training in narcotics identification, crisis intervention, and the behavior of addicts.
  2. Special training for Police Recruits at the Police academy, as an adjunct to regular operational training, to provide special education in dealing with the public in a sensitive manner.
  3. Special training for mid-level police executives in modern management techniques with special emphasis on modern police management.
  4. A special program conducted for the training of police officers to deal effectively with minority groups against a background of understanding of minority group culture.
  5. Provide special training in the identification of, and the crisis intervention, of persons manifesting mental health problems.
  6. Expanded training of laboratory technicians in the field of forensic sciences.

#### **PROBLEM - CRIME CLEARANCE**

Present clearance rate for major crime in Philadelphia is approximately 33%. The majority of arrests for major crime involve investigative work. The backlog of unsolved major crimes is considerable, and could be reduced if aggressive programs and the manpower were available to pursue investigations.

**Need:** A special "open case" detective squad to aggressively pursue unsolved crimes.

#### **PROBLEM - BOMB DISPOSAL**

Philadelphia has the only equipped and trained bomb disposal unit in the area. The Unit responds to requests from jurisdictions outside the City when a bomb, or suspected bomb, is reported. Unfortunately when this sophisticated bomb disposal equipment is being used to assist a neighboring jurisdiction, the City is left without a unit to use should an emergency arise.

**Need:** Provide additional bomb disposal equipment so that the City will be able to assist other jurisdictions and at the same time respond to an emergency within the City.

#### **PROBLEM - JUVENILE CRIME**

As described in Chapter II of this Report, juvenile crime is a major problem in Philadelphia. Overall, 35.7% of the persons arrested for major crimes in 1972 were juveniles. Specifically, juveniles represented 24.4% of the homicide arrests, 33.5% of the rape arrests, 40.5% of the robbery arrests, 28.4% of the aggravated assault arrests, 39.7% of the burglary arrests, 31.1% of the larceny arrests, and 42.4% of the auto theft arrests.

**Need:** Expansion of the Juvenile Aid Division of the Police Department to permit liaison with the Detective Bureau to expedite juvenile crime investigations.

#### **PROBLEM - MORE EFFECTIVE POLICE DEPLOYMENT**

Conventional patrol force deployment procedures, which rely on radio communications and crime reports, have proven inadequate to cope with present crime problems. Information available to police commanders is often sketchy and inaccurate. Better methods for police deployment, including the use of modern technology must be found.

**Need:** 1. Improve the process of applying modern computer technology to the problem of police deployment.

#### **PROBLEM - PREVENTION OF SPECIFIC SERIOUS CRIMES**

As described in Chapter II of this Report, Burglary and Robbery continue to be major crime problems in Philadelphia.

- Need:**
1. Continue and expand neighborhood anti-burglary programs similar to the program begun in South Philadelphia in 1973;
  2. Continue and expand special police strike forces started in 1972 and 1973. Early evaluation of these programs show remarkable results in reducing both robbery and burglary in target areas.
  3. Expand police efforts to provide training and guidance to businesses and private citizens in self-protection against robbery and burglary.

#### **PROBLEM - IMPROVED COMMUNICATION AS AN AID TO OPERATIONS, TRAINING AND POLICY DISSEMINATION**

Akin to the problem of police deployment strategy is the problem of overall modern police communications. Communication is the heart of modern police work; communications encompasses a broad range, including:

- In-service training
- Command and control, particularly in crisis situations, and operations.

Poor communication results in the inefficient use of resources.

**Need:** Continue with the implementation of a broad-based audio-visual communications system within the Philadelphia Police Department.

#### **PROBLEM - IMPROVED POLICE-COMMUNITY RELATIONS**

It can be said that the relations between police and the community have improved over the past three or four years, but much remains to be done to gain public acceptance of police as a community service organization and to "humanize" the police in the eyes of the public. Much has been done in Philadelphia: The Police Athletic League works with youth; the Public Relations Division conducts public training and education; and the Movie-In-the-Street program provides entertainment for the inhabitants of economically depressed neighborhoods during the hot summer nights. The payoff is great in terms of resources applied.

**Need:** Continue the emphasis on community relations through such programs as the Police Athletic League, the Public Relations Division and the Movie-in-the-Street program. Develop a program of police assistance to neighborhood block groups and associations in crime prevention efforts which reduce community fears and racial tensions.

### **B. COURTS, PROSECUTION AND DEFENSE**

#### **PROBLEM - INSUFFICIENCY OF TRAINED ATTORNEYS IN PROSECUTION AND DEFENSE**

The difficulties of recruiting and retaining lawyers in the District Attorney's Office and in the Defender Association in face of competition from the private law practice are major problems. Law interns programs for law students have eased recruiting somewhat and have reduced turnover.

- Need:**
1. Increase interest of law students in a career in criminal law.
  2. Broaden recruiting for prosecuting attorneys and public defenders.
  3. Reduce turnover among Assistant DA's and public defenders.

#### **PROBLEM - ENFORCEMENT AND PROSECUTION POLICY COMPATIBILITY**

The measures of performance used by police include the clearance rate which relates to the number of known offenses cleared. A clearance occurs when the police have identified the offender, have sufficient evidence to charge him, and actually take him into custody. There are at times apparent conflicts between the DA's policy on prosecution and this measure of police success and performance.

- Need:**
1. Conduct an ongoing police training program for continuing professional education in the laws, the criminal rules, and the District Attorney's prosecution policy.
  2. Reconcile the use of clearance rate (as defined in the Uniform Crime Reports) with arrest screening procedures where the Assistant DA has rejected the arrest.

#### **PROBLEM - TRAINING OF POLICE IN CRIMINAL TRIAL RULES**

The New Crimes Code (18 Pa. S.) and the Pennsylvania Rules of Criminal Procedure, when taken together, pose significant problems of personnel interpretation and construction for police and judicial personnel and create pressure for a significant increase in the rate of appeals.

- Need:**
1. Conduct an ongoing police training program for continuing professional education in the laws, the criminal rules, and the District Attorney's prosecution policy.
  2. Conduct an ongoing judicial conference for crimes code and criminal rules evaluation and discussion.
  3. Ensure that the defense and prosecution have resources sufficient to meet an anticipated increase in appeals workload.
  4. Improve (where appropriate, by automation) the preparation of transcripts of trial in response to appeals.

#### **PROBLEM - GRANT FISCAL MANAGEMENT**

The overloading of the existing court fiscal division by a large number of LEAA grants compounded by the fact that the court finance officer manages grants for the Courts, the Probation Department, and the Family Court has resulted in inadequate grant fiscal management. The Courts should assume the cost of this function by 1974.

**Need:** Improve grant fiscal management to a high level to meet LEAA and GJC standards.

#### **PROBLEM - POST TRIAL DELAYS**

The growing backlog of sentences deferred awaiting transcripts or pre-sentence investigation reports result in a large number of detentions awaiting sentence for long periods of time.

**Need:** Improve the timeliness of trial transcripts and pre-sentence investigations to minimize delay between guilty finding and sentencing.

#### **PROBLEM - PROSECUTORS' CASE MANAGEMENT**

Management decision-making in the DA's Office lacks the tools to make decisions in a way consistent with the heavy burden of formulating prosecution policy and allocating resources to fit the demands of that policy. The office must also measure its own standards of performance and identify problem areas.

**Need:** Develop a management information system for the DA to assist the office in its decision-making and case scheduling.

#### **PROBLEM - COORDINATED JUSTICE INFORMATION FOR MANAGEMENT**

The flow of information used and usable in processing defendants and cases through the criminal justice system is found in many disparate segments of that system (police-courts-corrections-juvenile). The flow relies on redundant effort in achieving a common goal. The result is excessive expenditure for overhead (computer-related hardware, physical space, etc.) and personnel (programmers, analysts, etc.)

**Need:** Consolidate computer hardware into an integrated system to eliminate redundant expenditures for information processing and personnel support costs in order to develop an efficient Management Information System.

#### **PROBLEM - SPEEDY TRIAL**

The extreme difficulty of scheduling courtrooms, judges, defense and prosecution counsel, witnesses, defendants, and ensuring appearance of all parties poses a threat to the prosecution of cases due to the likelihood of dismissals with prejudice under new speedy trial rules of the Pennsylvania Supreme Court.

- Need:**
1. Ensure effective witness notification.
  2. Ensure defendant presence.
  3. Abolish the grand jury indictment.
  4. Sharply limit the number of permissible continuances.
  5. Implement a total justice information system.

#### **PROBLEM - VIOLATION OF PROBATION HEARINGS**

The lack of resources necessary to promptly adjudicate violations of probation leads to allowing *de facto* violators to remain free notwithstanding the violation. This complicates solving the court backlog problem and results in a lowering of the repute of the criminal justice system. Where probationers with convictions and subsequent rearrests for crimes of personal violence are concerned, the problem is particularly acute.

**Need:** Immediately identify probationers upon their rearrest, investigate the factual setting of probationer's rearrest, adjudicate the sole issue of violation of probation, and dispose of the rearrest and the probation status in a way consistent with due adjudication.

#### **PROBLEM - HIGH DISMISSAL RATES**

High dismissal rates at preliminary arraignment, preliminary hearing, and at Municipal Court trial occasioned by defective cases entering the courts.

**Need:** 1. Maximize the effectiveness of pre-arrest screening and advanced rehabilitative dispositions (A.R.D.) programs.  
2. Review arrest and prosecution policies in the entire victimless crime area, e.g. gambling, liquor law violation, prostitution, etc.

#### **PROBLEM - VOLUME OF PRIVATE CRIMINAL COMPLAINTS**

The large number of private criminal complaints (usually involving intrafamily or inter-family disputes) places undue burden on the Municipal Court. Such cases are most easily settled by arbitration.

**Need:** Divert cases subject to arbitration from the Municipal Court trial process to arbitration. Develop a less costly means of accomplishing this diversion.

#### **PROBLEM - DETENTION AND BAIL REFORM**

The large number of defendants detained in prison awaiting trial or sentence continues to be a major concern. In 1972, the average population was 2,320. Of those released during an average month, 44% were released during their first week of detention and 72% during their first month. Those detained for longer periods contribute to overcrowded prison conditions.

**Need:** Reduction of the detention population to the minimum number consistent with assured appearance at trial and expedite disposition of post-trial detainees and Violation of Probation detainees.

#### **PROBLEM - BAIL VIOLATORS**

The continued large number of fugitives (bail violators) adds to the deferred case backlog of MC and CP Court, undermines the credibility of the criminal justice process, hinders speedy trial and contributes to crime in the streets.

**Need:** Increase efforts to reduce the fugitive rate from the Bail program and expand efforts to apprehend bail violators.

#### **PROBLEM - AUTOMATION OF COURT AND PROBATION RECORDS**

With the large caseloads in the Philadelphia courts, the filing and retrieval of case and defendant records has become a monumental task. The recall of documents for court use is slow and time-consuming.

**Need:** 1. Complete microfilming of CP and MC Court records by 1975.  
2. Complete automation of Family Court and Probation Department records by 1975.

## **C. CORRECTIONS**

### **PROBATION**

#### **PROBLEM - TRAINING OF CORRECTIONS PERSONNEL**

Lack of orientation to the Philadelphia Criminal Justice System and training specific to the probation officer's role and responsibilities within the Probation Department.

**Need:** 1. Provision of centralized training activities to provide orientation of new officers to the Probation Department and the Philadelphia Criminal Justice System, and training specific to probation work in this department.



#### **PROBLEM - PROFESSIONAL QUALITY OF PROBATION OFFICERS**

The traditional failure to attract professional candidates for probation officers has hindered the effectiveness of probation.

**Need:** Advance the professional education of in-service probation officers by providing appropriate training at the graduate level. Provision of training programs within the Probation Department to upgrade skills of staff in areas relevant to probation work.

#### **PROBLEM - ASSISTANCE TO COURTS IN SENTENCING AND REHABILITATIVE ALTERNATIVES**

There is a lack of information available to judges at various stages in the Court process, such as diversionary hearing, and at sentencing. The result of this lack is prolonged detention of accused persons or defendants who might otherwise be in rehabilitation programs.

**Need:** 1. Provision of specialized advisory services to the court at key decision points.

#### **PROBLEM - SENTENCING ALTERNATIVES**

Lack of sufficient sentencing alternatives available to judges; the basic three alternatives open to a judge are prison, probation, or suspended sentence.

**Need:** Provision of additional alternatives to probation which offer a broader range of appropriate control and assistance, including residential centers.

#### **PROBLEM - PROBATION OFFICER SUPERVISION AND CASELOAD**

The quality of probation officer supervision is closely related to caseload ratio. Consequently, the quality of supervision has suffered from the very high caseloads per officer.

**Need:** 1. Reduce caseload to 50 active cases in general supervision by adding officers to general supervision.  
2. Reduce general caseload of district offices by transferring probationers or parolees with special problems to specialized units.  
3. Reduce workload by creating special units to perform some of the probation officer's multiple responsibilities and duties. Assess relative effectiveness of providing specialized services vs. probation officer as generalist.  
4. Develop and train probation officers in techniques for classification of caseload according to varying needs and intensity of supervision.  
5. Remove clerical duties from probation officers by achieving ratio of one typist for every three officers, and providing dictation equipment.  
6. Develop and expand the use of group supervision techniques to allow probation officers to manage a large caseload effectively and to improve the quality of supervision.

#### **PROBLEM - HIGH RATIO OF PROBATION OFFICERS TO SUPERVISORS**

**Need:** Improve ratio of supervisors to officers to national standard of one supervisor for every six officers.

#### **PROBLEM - LACK OF INFORMATION TO DETERMINE APPROPRIATE SUPERVISION**

**Need:** 1. Perform intake evaluation of all incoming cases to determine appropriate level of supervision and special problem areas requiring probation officer attention, and provide officer with recommendations. Assess alternative ways of performing intake.  
2. Secure relevant information about offender records and performance in Criminal Justice System from other agencies.  
3. Provide the probation officer with information on new arrests and court dispositions of cases under supervision.  
4. Develop monitoring mechanism and evaluative design to assess effectiveness of various methods of supervision and to stimulate implementation of more effective methods.

#### **PROBLEM - SPECIAL PROBLEMS OF PROBATIONERS**

Lack of skills in dealing with specialized offender problems such as drug abuse, sex offenders, psychiatric illnesses, alcoholism and unemployment, or with the recidivist or habitual offender or for specific offender types.

- Need:** 1. Develop and/or continue special units with expertise to intensively supervise high risk offenders; train district officers in identifying and dealing with problem cases in these areas.  
2. Provide additional resources to aid the Department through appropriate use of volunteers.

#### **PROBLEM - PROBATION TREATMENT ALTERNATIVES**

Lack of capacity to offer appropriate frequency of contact and quality of supervision to persons on probation or parole.

- Need:** 1. Reduce caseload to 35 active cases in intensive and special supervision units for special problem cases.  
2. Provide a broader range of alternatives for supervision of difficult cases.  
3. Improve quality of relationship between Probation Department and its clients through utilization of ex-offenders of proven rehabilitation, employed as human service aides, to complement the role and skills of the probation officer particularly in presentence investigations.

#### **PROBLEM - DECENTRALIZATION OF PROBATION SERVICES**

Need for community-oriented district offices for probation supervision throughout the city.

- Need:** 1. Improved accessibility of officer to probationers and their families and vice versa.  
2. Greater visibility of probation services to the community.  
3. Better communication between districts and other related services which are geographically based, e.g. Police Districts, Community Mental Health Centers.  
4. Provision of services to offender in the context of his family situation; greater working relationship between probation officers supervising men, women, and juveniles in the same family.

#### **PROBLEM - COMMUNITY RESOURCE AVAILABILITY**

There is a scarcity of community resources available to the Criminal Justice System, particularly to the Probation Department.

- Need:** 1. Provide additional community resources to the Department.  
2. Better coordination of existing community resources to ensure fuller utilization of, and stimulation of, community services to meet needs of probationers and the Probation Department.

#### **PROBLEM - PLANNING AND RESEARCH DATA**

The system for gathering and assessing information about Probation Department activities in terms of efficiency and effectiveness in reaching mandated goals is inadequate.

- Need:** 1. Develop adequate monitoring system to record and reflect Probation Department activity.  
2. Develop adequate system feedback on performance of probationers during and after supervision period.  
3. Develop systematic approach to evaluation of programs and develop structured planning process to respond to evaluation data.  
4. Develop systematic and comprehensive planning capabilities to optimize allocation of resources.  
5. Continue the new Probation Department Evaluation and Research Unit to accomplish the above tasks.

## **PRISONS**

The Philadelphia Prisons have experienced criticism for the past several years. In early 1972, as the result of a class suit brought by inmates of Holmesburg Prison, the Philadelphia Court of Common Pleas ruled that confinement in Holmesburg Prison constituted cruel and unusual punishment. Under new leadership, the prisons have embarked on improvements across a wide front.

The 1973 LEAA National Conference on Criminal Justice published a number of proposed standards for prison systems, among them:

- The cessation of the construction of new prisons
- Re-examination of prisoner classification systems
- The establishment of community-based correctional facilities
- The promotion of citizen involvement
- Improved training of correctional officers

In all except the establishment of community-based correctional facilities, the Philadelphia Prison system is making substantial progress. The innovations that have been started in the Prisons during the past three years should be continued.

#### **PROBLEM - SPECIALIZED TRAINING**

There is a lack of general and specialized training for members of the Correctional Staff of the Philadelphia Prisons.

- Need:**
1. Creation of a separate full-time Department of Correctional Studies within the administrative structure of the Philadelphia Prisons.
  2. Provision of a professional training staff with capabilities to conduct both basic custody training and intensive human relations training.
  3. Provide opportunities to conduct in-service training on a weekly basis for officers who have completed their orientation training and are currently serving in "line" assignment.
  4. Provide additional correctional officers to serve as a training cadre standby whereby each officer who is drawn from "line" responsibilities will be replaced by another officer during the time of the training cycle.
  5. Provide the opportunity for intensive behavioral science training in extended sessions of four to eight weeks for selected members of the Correctional Staff in order to develop the capabilities to deal with a larger sphere of human problems.
  6. Provide the opportunity for members of the staff to attend special training sessions outside the Prisons when subjects of functional concern are involved, including drug abuse counseling, prison operations, work release, general counseling techniques, and related topics.

#### **PROBLEM - TRAINING OF NON-CUSTODIAL CORRECTIONS PERSONNEL**

There is a lack of sufficient staff and resources to conduct initial orientation and training for non-custody staff in treatment and therapeutic roles.

- Need:** Establish policy that all new treatment staff members will be assigned to the Department of Correctional Training for an initial orientation period which will include introduction to prison operations, discussion and contact with all sectors of the criminal justice system, development of advanced counseling techniques, and a recognition and understanding of the varied normative values, ideologies, and religious beliefs of the inmate population.

#### **PROBLEM - MIDDLE MANAGEMENT TRAINING**

There is a lack of middle and senior management training for correctional officer supervisors, treatment supervisors, and division heads which reflects itself in intolerably poor communications, patterns of weak organization and lack of organizational efficiency.

- Need:**
1. Initiation of senior management sessions to be conducted by both internal training staff under the new Department of Correctional Studies and outside training consultants who are thoroughly familiar with the corrections field.
  2. Conduct promotional classes for staff members who have been named for supervisory positions so that they begin to develop an understanding of the total corrections system and the need for interactive planning.

#### **PROBLEM - PLANNING AND RESEARCH**

Continuing need for the Prisons to monitor and evaluate the prisons program of services, particularly new innovations.

- Need:** Continuation of the new Prisons Planning and Evaluation Unit to assist the Superintendent in

formulating policy decisions regarding both program development and system-wide operations.

#### **PROBLEM - PRISONER CLASSIFICATION**

Inadequate classification, evaluation and counseling capabilities exist in the entire Prison system.

**Need:** 1. Continue classification and evaluation efforts for all sentenced prisoners. Classification recognizes that adequate prison adjustment and initiation of fruitful rehabilitation efforts can only take place after in-depth evaluations are completed.

2. Train and develop proper counseling techniques among all members of social service staff through the use of expert consultants who will conduct training sessions and ongoing evaluation of group and individual processes.

3. Continue to develop a suitable record system with emphasis placed on retrieval capabilities and refinement of data collection strategies. Recognizing that many persons are recidivists, information developed during an initial incarceration may help the counselor, therapist, or correctional officer during subsequent incarceration.

4. Continue to reduce the dependence of the prison system on consultant services for psychological evaluation through upgrading and expanding the system's internal capabilities and staff.

#### **PROBLEM - USES OF COMMUNITY RESOURCES IN REHABILITATION**

Inadequate opportunities for vocational, educational, and community-based contact which will assist residents preparing for reintegration into society.

**Need:** 1. Continued development of coordination between all vocational, educational, and community-based programs serving each offender.

2. Initiation of the external Work-Release residence in order to make the program more oriented toward the real world of release-oriented problems. Also expansion of participation in work release.

3. Continuation of the post-secondary education program so that persons in custody may attend university classes and then continue their courses upon release from prison.

4. Continuation of community contacts with counseling and vocational emphasis through the Volunteer Services program.

5. Coordination of new vocational training programs with ongoing classification and evaluation efforts in order that all qualified and interested persons are able to participate.

#### **PROBLEM - SUFFICIENCY OF COMMUNITY-BASED FOLLOW-UP**

Lack of suitable resources has inhibited the development of full-time community-based organizations which possess the staff and organizational capabilities to provide services for persons released from custody either on parole or at the expiration of sentence.

**Need:** Development of aftercare counseling, vocational and personal services through coordination and participation with community organizations who have shown an attitude of cooperation with the Prison administration and who have demonstrated a philosophy of acceptance of the basic tenets of current prison rehabilitative programs.

#### **PROBLEM - INCARCERATED DRUG USERS**

The drug abuse problem continues to be a priority concern of the criminal justice system and especially of the prisons where in excess of 40% of all offenders present tangible indicators of drug abuse. The prisons must be able to provide humane, diversified, and suitable treatment efforts for both medical and psychological aspects of drug abuse.

**Need:** 1. Continue and refine programs for the adequate treatment of persons with drug problems among the prison population.

2. This will include continued detoxification of all arrestees who are identified as needing medical assistance for withdrawal.

3. Initiate referrals to community treatment centers for persons released from the Detoxification Unit following detention.

4. Coordinate treatment with the post-detoxification treatment units in the prison (Addictive Disease Program).

## **D. THE PREVENTION AND CONTROL OF JUVENILE DELINQUENCY**

The growth of juvenile delinquency in Philadelphia over the past 10 years has been at a rate which does not parallel the growth in the population between the ages 7-17 years for this same period. Total child population (7-17 years) and juvenile delinquency cases increased between 1960 and 1968—child population declined from 1968 to 1971, while at the same time, delinquency cases were still increasing sharply until 1972.

But in 1972, juvenile crime dropped significantly (22.8%); juvenile arrests decreased 19%, and the number of alleged cases of delinquency decreased 8%. Yet, because juveniles represent 35.7% of all the persons arrested for major crimes, youth crime continues to be a serious problem in Philadelphia.

The Regional Plan for Philadelphia provides funding in four major areas:

- Coordination of Youth Services;
- Prevention and diversion of youth from the formal court system (including early intervention with pre-delinquents, job training and placement, and the development of other alternatives to delinquent behavior);
- Court processing and detention; and
- Rehabilitative treatment of delinquent juveniles.

### **COORDINATION OF YOUTH SERVICES**

#### **PROBLEM - FRAGMENTATION OF YOUTH SERVICES**

There exists too much fragmentation and little coordination in the identification and delivery of youth services and available resources.

- Need:** 1. Continue to support the recently-implemented City Youth Services Commission to develop comprehensive programs to reduce gang violence and gang-related crime.
2. Develop a complete survey of existing resources and a Master Plan to attack and reduce youth crime through provision of a comprehensive program of jobs, recreation, and vocational training, education, etc.

### **PREVENTION AND DIVERSION OF YOUTH FROM THE FORMAL COURT SYSTEM**

#### **PROBLEM - INADEQUATE YOUTH SERVICES**

There are too few services developed to divert juveniles from formal court processing through pre-delinquent intervention or through diversion to treatment at the point of entry into the formal criminal justice system.

- Need:** 1. Continue development of programs which divert less sophisticated pre-delinquents from formal Family Court process and adjudication of delinquency whenever possible.

#### **PROBLEM - LACK OF YOUTH OPPORTUNITIES**

There is a lack of youth opportunity programs, facilities, and supportive services available on a community basis, especially in neighborhoods where there are high rates of truancy, school dropout and delinquency.

- Needs:** 1. Establish youth service centers, supported by crisis housing facilities, in areas with a high incidence of juvenile delinquency. Centers should provide a comprehensive range of services, and must include both evaluation and on-going follow-up.
2. Continue to support community-based youth services where available with particular emphasis on further development of structures to create jobs and other activities which are designed to give youths a sense of self-worth and to divert them from delinquent behavior and gang-related crime.

### **PROBLEM - JUVENILE DRUG ABUSE**

There exists a serious problem in the early identification and referral to appropriate treatment of drug abusers among juvenile offenders. Drug use is often linked to crime, but statistics do not reveal the true extent to which drugs and crime are related.

- Need:** 1. Continue to provide for the early identification and treatment referral of drug users among juvenile offenders.  
2. Collect valid statistics on the true magnitude of the drug problem among juveniles.

## **COURT PROCESSING AND DETENTION**

### **PROBLEM - DISPOSITION ALTERNATIVES**

There are few alternatives to traditional detention especially in community-based settings.

- Need:** 1. Eliminate Pennypack House, a wing of the House of Corrections, as a juvenile detention facility.  
2. Remove all female juveniles and pre-adolescent juveniles from the Youth Study Center to Community-based group home facilities.

### **PROBLEM - JUVENILE DETENTION PROGRAM AND FACILITIES**

There is limited programming available for detentioners because of the non-rehabilitative nature of detention.

- Need:** 1. Continue and enrich programs available to detentioners within the non-rehabilitative limitations.  
2. Provide recreational facilities at the Youth Study Center.

### **PROBLEM - ALTERNATIVES TO DETENTION**

There are limited alternatives to detention for dependent young and minor offenders housed in the Youth Study Center.

- Need:** Develop group home facilities as alternatives to traditional detention for juvenile minor offenders and pre-delinquent youngsters who have come to the attention of police and court.

### **PROBLEM - JUVENILE JUSTICE PROCESS MANAGEMENT AND INFORMATION**

There exists a problem in the identification and exchange of resources and information in the Juvenile Court Processing System.

- Need:** 1. Develop a comprehensive information system.  
2. Continue to utilize and support the Research and Evaluation Unit of the Family Court.  
3. Refine court processing procedures in order to keep the backlog of cases at a minimum and reduce the number of continuances.  
4. Provide supporting resources, i.e. seminars, workshops, for those involved in the juvenile court system process in order to enhance and support the exchange of information and resources.

## **REHABILITATIVE TREATMENT OF JUVENILE OFFENDERS**

### **PROBLEM - JUVENILE PROBATION**

The Juvenile Court must rely heavily on traditional probation strategy for rehabilitation of many types of offenders.

- Need:** 1. Develop programs designed to meet the special rehabilitative needs of juvenile offenders in community-based settings as an initial alternative to institutionalization. These programs should treat a number of specific problems, i.e. drugs, family problems, employment, etc.  
2. Continue experimentation and evaluation of a variety of innovative juvenile probation programs.  
3. Emphasize the involvement of volunteers who provide special services and develop one-to-one relationships to aid in the successful rehabilitation process of the juvenile offender. Whenever possible, these special services should take place within the neighborhoods or communities where the youth resides.  
4. Continue to provide for aftercare follow-up and development of opportunities for youth released from institutions returning to the community.

## **E. DRUG AND ALCOHOL ABUSE**

Beginning in 1972, the Philadelphia Regional Planning Council took an in depth look at the drug problem in the City. A special Drug Coordination subcommittee was appointed to review and consider what action the Council should take, within its relatively limited resources, to meet the challenge of drug abuse. As a result of the subcommittee's recommendations, the Council resolved to:

- Emphasize the expansion of drug programs within adult probation, the prisons and the juvenile system, and
- Provide support to continue liaison with the newly created City Coordinating Office for Drug and Alcohol Abuse Programs (CODAAP).

### **PROBLEM - DRUG AND ALCOHOL ADDICTION**

Conservative estimates place the number of opiate addicts in the City at between 16,000 and 20,000 and probably triple that number of serious problem drinkers. Prison officials estimate that as high as 60 percent of detentioners and sentenced prisoners have drug problems. A very substantial portion of the property-related crime committed in Philadelphia is probably drug-related. Drug arrests have tripled during the past six years.

The campaign to control drug and alcohol abuse in Philadelphia—and in the Commonwealth of Pennsylvania—was slow starting, primarily because the problem was not clearly understood. The entire program area lacked coordination.

**Need:** 1. Continue cooperation with and support of the newly-created City Coordinating Office of Drug and Alcohol Abuse Programs (CODAAP).  
2. Continue cooperation with CODAAP's development of a Central Drug and Alcohol Intake Unit.  
3. Continue development of programs to reduce drug-related crimes and provide treatment for clients within the criminal justice system.

### **PROBLEM - DIVERSION OF ADULT ADDICTS FROM THE CRIMINAL JUSTICE SYSTEM**

There is a need to interrupt the cycle of drug-related street crime which leads to jail to street to more street crime, and to identify addicts and divert them to treatment. There is also a need to collect data on how much crime is actually drug-related.

**Need:** 1. Interrupt the drug-related crime cycle.  
2. Divert addicts to voluntary detoxification and treatment.  
3. Collect statistics on the frequency of drug-related crime.

## **F. COMMUNITY CRIME PREVENTION**

Traditionally the police, as the most visible component of our criminal justice system, have responded to the citizen alarm over the rising crime rate. But the measured increases in violent crime, coupled with citizen fear, suggest that the era for delegation of crime control solely to police may be past.

According to the report of the Community Crime Prevention Task Force of the LEAA National Advisory Commission on Criminal Justice Standards and Goals, "enlisting the American conscience on behalf of community crime prevention is at once an ironic and necessary procedure".

### **PROBLEM - COMMUNITY INTEREST AND PARTICIPATION**

A. There is a lack of commitment and/or resources on the part of neighborhoods to deal effectively with their individual problems of preventing crime at the street level and residential level.

B. At present a coordinative mechanism does not exist to educate the small business community in the area of business security.

C. Communities via their leaders, have expressed frustration at the fact that no unit of local or state government will listen to their collective cries about crime problems.

**Need:** 1. Financial support of existing block and/or neighborhood organizations which wish to involve themselves in reduction of crime, specifically robbery, burglary, auto theft, and gang warfare. In the area of gang warfare, the Regional Council, in coordination with the Youth Services Commission, should support youth programs with an increasing emphasis on programmatic development to offer real alternatives to youth.

2. Initiate a series of seminars in which local experts (police, etc.) in the field of security can distribute (through lecture, question and answer) information to harden small business against crime; i.e., to harden targets of crime.

3. Support an organized and structured program of meetings to be held in high-crime neighborhoods to determine specific crime problems, and collect data on the extent of specific crime at neighborhood level and recommend specific crime-oriented solutions that can be accomplished by citizen effort.

#### **PROBLEM - DISSEMINATION OF PREVENTION**

There is no central source, other than the Police Department, where a citizen can go to get information on how to protect his residence against crime.

**Need:** Gather, compile, and disseminate information on home and business security. Publish a manual on home, business and neighborhood security.

#### **PROBLEM - ASSISTING OTHER AGENCIES IN CRIME PREVENTION AREAS**

There is a need to support and encourage other agencies in the area of crime prevention.

**Need:** Encourage community-based agencies of educational, vocational, or treatment orientations to assist in crime prevention.

#### **PROBLEM - GANG WARFARE**

In the eyes of the public juvenile street-gangs are the most pressing crime problem. Gang warfare is highly visible and is a serious threat to the peace of many neighborhoods. Warfare has resulted in the death of a distressingly large number of involved youths, as well as the murder of a shameful number of innocent bystanders. The problem has existed since the mid-sixties. Possessiveness toward "turf" has resulted in serious fighting and is a continuous threat to non-gang members, both adults and children. Children miss school for fear of crossing "turf". elderly people are harrassed and intimidated. Recreation centers are taken over by gangs.

During the past seven years, and up through the end of 1973, gang homicides reached 254. The following tables illustrate the growth of gang violence.

##### **Gang Deaths - 1967 - 1973**

<u>Year</u>	<u>Deaths</u>
1967	15
1968	30
1969	45
1970	35
1971	43
1972	43
1973	<u>44</u>
TOTAL SINCE 1967	254



The magnitude of the gang problem and the growth over the years is shown in the following:

**The Growth of Juvenile Street Gangs  
1967-1973**

	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u> <sup>4</sup>
Number of gangs	65	69	77	93	105	105	Disputed
Members	4,635	4,800	4,975	5,308	5,548	6,000 (Est.)	

There is no easy solution to the gang problem. Numerous programs are under way to abate gang warfare. So far, none have significantly succeeded.

**Need:** Continue to seek effective programs to divert youth from the street gang syndrome to more productive ways of life. Decentralize resources to the maximum extent possible to support neighborhood and parent groups who can work effectively to aid youth and control gang warfare. Urge action on the State level to develop a broad-based program of manpower training and human resource development for young men aged 14-21. The continued existence of nearly 50,000 unemployed, out of school (truant or drop-out) youth on the streets of Philadelphia on any one day must be eliminated by development of a major program of diversion of these youths from gang activity through job development and placement and on-the-job training in career oriented jobs at a living wage. Such placements should provide supportive study programs toward High School GED and/or vocational certification as a condition of placement.

Presently, no such program of opportunity is available to these youths. The few federally funded programs of youth development and employment initiated in the sixties have now almost disappeared. The financial commitment to such programs has been at best token, even at the height of the War on Poverty. Until a massive program of youth opportunity is developed for these young people, the gang problem will remain with us. The job cannot be done with LEAA funds alone. A number of neighborhood youth service centers have been created; gang work programs have been expanded, and their management strengthened; a new Youth Commission has been structured to coordinate planning and allocations of resources; however, without the massive investment of public funds for creation of long-range career opportunities for thousands of youth who presently have no future, there is little hope of eliminating gang violence. At this time preventive services are able to offer little to compete with the rewards of identity and security which these youths derive from gang membership.

<sup>4</sup>The number of active juvenile gangs in 1973 is in dispute among organizations dealing with them. The information in this table is based on police reports for prior years.



**CHAPTER V**  
**THE 1974 PROGRAM BUDGET**



**CONTINUED**

**2 OF 3**



## THE 1974 PROGRAM BUDGET

For 1974, the Philadelphia Regional Planning Council has received an allocation of \$7,007,911 of bloc grant funds from the Governor's Justice Commission. This was the same allocation received for 1973. In addition, the Council will receive \$1,104,929 in Part E (Special Corrections Augmentation), an increase from the 1973 level of \$670,000.

The process of sub-allocating 1974 funds to the various task force program areas involved several steps.

- A thorough analysis of problem areas throughout the criminal justice system (See Chapter IV);
- A detailed review of the relationship of existing projects to identified problem areas;
- An examination of the cash requirements of all currently funded projects due for refunding July 1, 1974;
- A ranking of priorities and project costs by each task force committee within its respective program area;
- The appointment by the Council Chairman of a "Special Planning Committee" to review the ranked priorities and cost allocations submitted by each standing committee (task force) and to suggest final allocation of 1974 funds to each task force area - e.g., Police, Courts, Corrections, etc.

On October 2, 1973, the special committee presented its findings and recommendations to the Regional Planning Council. Subsequently, with some minor adjustments suggested by the Council Executive Committee, the Council approved the allocation of funds to each task force as indicated in Table 5-1 A&B. The funds "cross-walk" into State Comprehensive Plan program budget categories as listed in Table 5-2. The state program budget categories indicate the areas of emphasis in which these funds are allocated.

**TABLE 5-1 (A)**

### 1974 PLAN - PART C FUNDS SUMMARY BY TASK FORCE

	Amount of Original Continuation Cost Estimate	Allocation as Approved By Council October 2, 1973	Final Allocation by LEAA - GJC*
POLICE	\$1,189,699	\$1,051,099	\$ 969,212
COURTS	1,894,352	1,434,744	1,322,968
CORRECTIONS:			
<u>Prisons</u>	569,375	531,314	489,921
<u>Adult Probation</u>	2,092,365	1,818,825	1,677,127
JUVENILE JUSTICE	2,853,791	2,342,007	2,159,550
DRUG COMMITTEE	100,000	100,000	92,209
COMMUNITY CRIME PREVENTION	<u>344,211</u>	<u>322,011</u>	<u>296,924</u>
 TOTAL	 <u>\$9,043,793**</u>	 <u>\$7,600,000</u>	 <u>\$7,007,911*</u>

\*Due to a lower Congressional appropriation than expected, Pennsylvania will receive the same bloc grant of Part C funds in FY 1974 that it received in FY 1973, thus Philadelphia's share is the same as FY-73 (\$7,007,911).

\*\*Continuation requests only. New project requests totaled an additional \$2,289,587.

TABLE 5-1 (B)

**1974 PLAN - PART E FUNDS  
SUMMARY BY TASK FORCE**

	<u>Request as Approved by Council October 2, 1973</u>	<u>Final Allocation by LEAA - GJC</u>
<b>CORRECTIONS:</b>		
<u>Prisons</u>	\$ 592,721	\$ 503,161
<u>Probation</u>	<u>708,880</u>	<u>601,768</u>
<b>TOTAL</b>	<u><u>\$1,301,601</u></u>	<u><u>\$1,104,929</u></u>

### STATE PROGRAM CATEGORIES

The Philadelphia Regional Planning Council Plan for the Improvement of Criminal Justice, 1974, which was approved by the Regional Council on October 2, 1973, was approved by the Governor's Justice Commission and incorporated into the **Comprehensive Plan for the Improvement of Criminal Justice in Pennsylvania, 1974**.

The State Plan, in accordance with LEAA guidelines, is constructed in such a manner that Part C Action funds are placed in program budget categories and sub-categories. In the 1974 State Plan, money was placed in 13 different sub-categories or program budgets. Once the State Plan is approved by LEAA, commitments to program categories and sub-categories are firm and cannot be changed without substantial justification. Historically, LEAA has viewed such program changes as a reflection on the effectiveness of State and local planning and has been reluctant to grant Plan amendments. The State, however, is permitted the option of transferring up to 15% of the funds from one sub-category to another without a Plan amendment, given substantial justification for doing so by the Region.

At the Regional level, there is no option to transfer funds between task forces. Consequently, any reprogramming at the local level must be within the funds allocated within a given task force. The limitation or reprogramming at the local level complicates the management of funds, especially when the demand for funds approaches or exceeds the total amount available. Applications for projects seldom come in at the original cost estimates and thus shortages or surpluses within State sub-categories develop which require astute manipulation.

As pointed out in Chapter I the standing committees (task forces) of the Regional Council provide the implementing structure for the LEAA program in Philadelphia. Generally speaking, each task force is responsible for implementing projects in a single program area plus projects in certain other categories which cross organizational lines. There is no clearly-defined relationship between State/LEAA program categories and the functional structure of any criminal justice system, either in Philadelphia or anywhere else. This is the most serious fault of the State/LEAA planning format. LEAA recently changed the format of recommended categories for State use, thus a new set of more relevant State program categories are expected to be adopted by Pennsylvania in 1975.



To a person who is not familiar with State/LEAA program areas, the presentation of a program budget in that form is utterly confusing. Action-oriented people tend to think in terms of organization lines. Hence, in Philadelphia it has been the practice to present proposed budgets by task forces—which, except for the Community Crime Prevention Committee, correspond broadly to organizational lines—and by the Philadelphia Regional Planning Council's own set of priorities. The Community Crime Prevention Committee is charged with the responsibility of coordinating projects among non-governmental agencies and thus stands outside the criminal justice organization. The Drug Programs Coordinating Sub-Committee is responsible for the coordination of drug projects in the criminal justice system with those in the community.

TABLE 5-2  
PHILADELPHIA REGION  
1974 PLAN - PART C AND PART E FUNDS  
SUMMARY BY STATE PROGRAM BUDGET CATEGORY

PART C

A. UPGRADING LAW ENFORCEMENT PERSONNEL

A-12.	Participation in, Establishment or Expansion of Police Training Programs	\$ 44,362		
A-34.	Participation in, Establishment or Expansion of Court Training Programs	57,014		
A-56.	Participation in, Establishment or Expansion of Correctional Training Programs	<u>225,503</u>		
	Sub-Total A . . . . .	\$ 326,879	( 4.6%)	

B. PREVENTION OF CRIME (INCLUDING PUBLIC EDUCATION)

B-1.	Programs to inform the Public of Criminal Justice System and Establishment or Expansion of Other Programs to Prevent Crime and Delinquency	\$ 453,884		
	Sub-Total B . . . . .	\$ 453,884	( 6.5%)	

C. PREVENTION AND CONTROL OF JUVENILE DELINQUENCY

C-2.	Establish or Improve Juvenile Detention or Reception Facilities	\$ 190,297		
C-3.	Establishment or Expansion of Juvenile Probation Programs	732,847		
C-4.	Establishment or Expansion of Community Based Treatment Facilities for Juveniles	<u>1,280,698</u>		
	Sub-Total C . . . . .	2,203,842	(31.5%)	

D. IMPROVEMENT OF DETECTION AND APPREHENSION OF CRIMINALS

D-5. Provision of New or Reorganization of Existing Police Functions \$ 801,284

Sub-Total D ..... 801,284 (11.5%)

E. IMPROVEMENT OF PROSECUTION AND COURT ACTIVITIES AND LAW REFORM

E-2. Improvement of Court Management Procedures \$ 286,878

E-3. Unburdening the Court; Pretrial Disposition, Broadening Sentencing Options 979,076

Sub-Total E ..... \$1,265,954 (18.0%)

F. INCREASE IN EFFECTIVENESS OF CORRECTION AND REHABILITATION

F-1. Improvement of Adult Detention Services \$ 431,154

F-4. Improvement of Adult Probation and Parole Services 1,510,391

Sub-Total F ..... \$1,941,545 (27.7%)

I. IMPROVEMENT OF COMMUNITY RELATIONS \$ 14,523

Sub-Total I ..... 14,523 ( 0.2%)

SUB-TOTAL - PART C ..... \$7,007,911 (100%)

PART E - (SPECIAL CORRECTIONS AUGMENTATION)

F. INCREASE IN EFFECTIVENESS OF CORRECTION AND REHABILITATION

F-1. Improvement of Adult Detention Services \$ 503,161 (45.5%)

F-4. Improvement of Adult Probation and Parole Services 601,768 (55.5%)

SUB-TOTAL - PART E ..... 1,104,929 (100%)

1974 GRAND TOTAL (PART C AND PART E) \$8,112,840\*

\* - Does not include any State or federal discretionary funds which may be received.



**END**