

VISIONTEAMS

Imagining Allegheny County's Tomorrow

*Larry Davis,
Chair*

Executive Summary

Recognizing that public safety is the most critical function of any government, the County has long served its citizens with dedicated public safety personnel, innovative programs, and strong partnerships with other local, state and federal agencies. However, the County faces the same obstacles that governments across the nation are struggling with - decreases in funding, increases in incarceration and a lack of diversity.

While technological advances have allowed for increased intergovernmental cooperation cost-saving, and consolidation opportunities, the age-old problems of crime prevention and rehabilitation still dominate discussions.

Because of this, the Public Safety Vision Team concluded that recommendations with respect to sustainability, intergovernmental relations and diversity should be crafted to address the three essential elements of the public safety infrastructure: the Allegheny County Police, the Allegheny County Jail, and the Department of Emergency Services.

- **Ensure a Diverse, Transparent, Accountable and Cost Efficient Police Force**

- Create a Diversity Taskforce composed of various departmental heads to focus on data gathering, transparency and accountability; facilitate an increase in diversity through internship programs, classes and workshops, interface with organizations representing constituencies.
- Conduct a financial analysis to measure the feasibility of restructuring and consolidating all Allegheny County municipal police departments under the Allegheny County Police.
- Explore the feasibility of forming a Citizen Law Enforcement Review Board for Allegheny County.

- **Expand Strategies to Address Drug Addiction**

- Acknowledging that drug addiction is of epidemic proportions, implement and/or expand various strategies such as a supplementary prescription drug drop-off program, “Turn your gun in” programs and use the leadership of the County Executive to raise awareness, and educate family members of addicts about existing treatment options.

- **Ensure Appropriate, Efficient and Cost Effective Practices are Used at the Jail**

- Build on the nationally recognized Allegheny County Jail Collaborative and Identify a sustainable funding source to maintain, and increase the scope of existing re-entry programs.
- Enhance the role of community corrections as cost-effective treatment options and safe alternatives to incarceration in the Jail.
- Analyze the organizational design and the variables that contribute to significant turnover in leadership of the Warden; identify and implement policies and best practices that anchor the Jail during times of transition until stability is achieved.
- Evaluate the relationship between the Allegheny County Health Department and the Jail including a review of all procedures and protocols to determine whether there is sufficient accountability, adequate regard for public safety, and whether services provided are cost-effective yet in the best interests of Jail inmates.

- **Assess Opportunities for Shared Emergency Services**

- Recognizing that multiple agencies (Port Authority, Emergency Services, and Airport Authority) have emergency services components, assess the public safety responsibilities of each entity to determine duplication; opportunities to share functions and determine where funding sources can be leveraged to complement other funding sources and public safety service requirements.

Vision Team Charge

The Public Safety Vision Team is charged with reviewing and evaluating the current service delivery of services related to public safety in the county, determining whether the opportunities exist for cooperation or merger, identifying services that need to be improved or expanded upon and making recommendations as to what the county's role is in that plan or implementation may be moving forward.

Scope of Work/Summary of Methodology

Scope of Work

The Public Safety Vision Team addressed issues related to: sustainability, intergovernmental relations and diversity.

The Public Safety Vision Team scope of work included the following areas:

- General public safety
- Allegheny County Police
- Allegheny County Jail
- Department of Emergency Services

The Team's recommendations are within the scope of one of the three fields for which the county has a role: the county performs, or should perform, an administrative function related to the recommendation; the recommendation pertains to a financial interest or financial support of the county; and, the recommendation lends itself to advocacy by the county. Those recommendations that do not fit within one of those three fields will not be a focus of the vision team.

Summary of Methodology

Schedule of Meetings

April 6, 2012

April 19, 2012

May 8, 2012

May 12, 2012

May 22, 2012

May 29, 2012

June 5, 2012

June 28, 2012

July 17, 2012

August 2, 2012

Deadlines:

Final Report due August 6, 2012

Resources Utilized:

The University of Pittsburgh School of Social Work hosted the Public Safety Vision Team at its Oakland location.

The School also shared experts Dr. Hide Yamatani, Associate Dean for Research, and Dr. Ralph Bangs, Associate Director of the Center on Race and Social Problems.

The team watched the video: *“Broken on All Sides: Race, Mass Incarceration and New Visions for Criminal Justice in the U.S.”*¹

The Team also met with the following individuals:

- U.S. Attorney David Hickton
- Beth Pittinger, Citizens Police Review Board
- Bill Stickman, Allegheny County Jail Acting Warden
- Alvin Henderson, Allegheny County Emergency Services Chief
- Charlie Moffat, County Police Superintendent

¹ The team recommends watching this video. It is available at <http://brokenonallsides.com/>.

Findings & Recommendations

General Recommendations

Topic of Concern: Although the team had insufficient data to review diversity in all public safety departments, anecdotal evidence suggest that diversity continues to create a challenge for the various departments.

Recommendation: Create Diversity Taskforce¹. A diversity taskforce, composed of various departmental heads, would focus on three items:

- Data gathering
- Transparency
- Accountability

The Taskforce would first establish a baseline of information on the employment process, hiring process, and promotion of minorities in public safety, and then identify where improvement is needed.

Law Enforcement Recommendations

Topic of Concern: Allegheny County and municipal police department structures are an antiquated and inefficient use of resources, and restrict the centralization of information that can assist local, state and federal law enforcement.

Recommendation: A financial analysis should be conducted to measure the feasibility of restructuring and consolidating all Allegheny County municipal police departments under the Allegheny County Police².

Topic of Concern: Allegheny County Police need to increase the number of minority officers.

Recommendations:

- Start internship programs with local schools to encourage law enforcement participation among youth.
- Disseminate information regarding recruit requirements to a wider audience using the internet, social media and other mediums.
- Create a handbook on diversity recruitment that can be shared with all municipal police forces.
- Meet with organizations like the National Organization of Black Law Enforcement Executives to identify strategies.
- Offer classes/workshops for those interested in becoming a law enforcement official.
- Solicit foundation money to help create a coordinated minority recruitment campaign.

¹ Appendix A

² Appendix B

Topic of Concern: Currently, Allegheny County has no independent agency set up to investigate citizen complaints about improper police conduct.

Recommendation: Explore the feasibility of forming a Citizen Law Enforcement Review Board for Allegheny County.

Topic of Concern: Drug addiction has become a problem of epidemic proportions across the country and Allegheny County is no exception. Narco-homicides and other drug related crime have turned some communities into war zones.

Recommendations:

- Institute a prescription drug drop-off program to supplement the D.E.A. National Prescription Drug Take-Back Day that is held only twice a year. The program could occur monthly or quarterly. Collection sites could be set up at the County Courthouse and other locations.
- Increase and expand “Turn your gun in” programs.
- County Executive can raise awareness, and educate family members of addicts, about existing treatment options. The stigma that accompanies drug addiction often prevents family members and loved ones from seeking help for the addicts in their lives. The County Executive could have an important role to play in reducing that stigma. Emphasize that addiction is a disease that can be cured, and that help is available. The solution to the drug problem must be a community solution.

Allegheny County Jail Recommendations

Topic of Concern: The County spends 22% of its tax revenues on criminal justice and corrections. Recidivism, substance abuse, and mandatory sentencing are the major drivers of the County’s high rate of incarceration³. Seventy percent of Jail admissions are readmissions, and 80% of Jail admissions admit to a substance abuse history or issue. High recidivism drains the County’s resources and wide-scale failed reintegration of ex-offenders into the community is a threat to public safety and productivity.

Recommendations:

- Identify a sustainable funding source to maintain, and increase scope of existing re-entry programs. Allegheny County has a program—the Allegheny County Jail Collaborative⁴—that is considered a national model. It has the potential to not only reduce recidivism, but save millions of dollars annually.
 - Enhance the role of community corrections as cost-effective treatment options and safe alternatives to incarceration in the Jail. Governor Corbett recently signed prison reform legislation that will divert nonviolent addicted offenders from state prisons to county correctional facilities for treatment of their addiction issues. The County Executive ought to have a plan for dealing with the influx of additional inmates who will be remanded to this jurisdiction. The plan should address the re-entry needs of these inmates while posing no risk to public safety.
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³ Appendix C

⁴ Appendix D

Topic of Concern: The Jail has had 7 Wardens in the past 8 years. This constant turnover has greatly diminished the Jail’s operational capacity and the effectiveness of its programs. The continuous vacuum in leadership thwarts the Jail’s efforts to reduce recidivism so that, in addition to shouldering increasingly high incarceration costs, taxpayers have also been required to pay repeatedly for recruitment and transition costs.

Recommendations:

- The County Executive identify the factors that have resulted in this pattern and take action to address them; rather than view continued turnover in the top leadership position at the Jail as a “given.”
- The County Executive identify and implement policies and best practices will anchor the Jail during times of transition, and continue to insure its smooth functioning after its leadership becomes more stable. This undertaking should include input from the current Warden and other key stakeholders in local corrections.
- Evaluate the relationship between the Allegheny County Health Department and the Jail with the assistance of key stakeholders-including the Warden. Evaluate all procedures and protocols that inform provision of medical services in the Jail to determine whether there is sufficient accountability, adequate regard for public safety, and whether services provided are cost-effective yet in the best interests of Jail inmates.

Department of Emergency Services Recommendations

Topic of Concern: The current Emergency Services model has multiple agencies duplicating effort without the amount of coordination that would drive efficiencies and interoperability. For example the Port Authority, Emergency Services, and Airport Authority all have various facilities, technology and operations dedicated to aspects of dispatch, Emergency Operations and response.

Recommendation: Assess the public safety responsibilities carried out by each agency related to County government⁵ in order to determine: where effort is duplicated; which assets can be shared across agencies; and where funding sources can be leveraged to complement other funding sources and public safety service requirements.

⁵ Appendix E

Next Steps

GENERAL PUBLIC SAFETY ACTION ITEMS

Immediate Changes

Outline scope of work and appoint members to a diversity taskforce.

Short term Goals

Identify departments lacking diversity and develop an action plan.

Long Term Goals

Implement policies that increase diversity in public safety departments.

LAW ENFORCEMENT ACTION ITEMS

Immediate Changes

Initiate conversations with local officials and the County Police regarding consolidation.

Meet with NOBLEE, Sheriff's office, and others to gather information on increasing minority recruitment.

Initiate discussions with the relevant stakeholders about a Citizen Law Enforcement Review Board.

Meet with US Attorney's office to discuss a prescription drug drop-off program

Short term Goals

Conduct a financial analysis of a police force consolidation plan.

Implement recommendations to improve police force diversity.

Appoint a taskforce to explore feasibility of a Citizen Law Enforcement Review Board.

Organize logistics for collection of prescription drugs and guns.

Long Term Goals

Consolidate Allegheny County Police departments.

Launch a Citizen Law Enforcement Review Board.

Have more frequent collections of prescription drugs and guns.

Create a more diverse police force.

ALLEGHENY COUNTY JAIL ACTION ITEMS

Immediate Changes

Plan County's response to changes in local corrections as a result of recent prison reform legislation in PA.

Identify steps to interrupt the pattern of constant turnover in the Warden's position.

Create a taskforce led by the current Warden to identify and plan implementation of best practices and policies.

Pursue continued foundation support for successful rehabilitative and reentry programs in the Jail and the community.

Initiate evaluation of the manner in which health care is provided at the Jail.

Short term Goals

Evaluate Best Practices taskforce findings

Extend the strategies in the current Allegheny County Jail Collaborative Plan beyond 2013.

Clarify the role of community corrections as an integral part of the Jail Collaborative Plan.

Complete evaluation of manner in which health care is provided at the Jail and issue recommendations.

Long Term Goals

Authorize the Warden to implement policies and best practices at the Allegheny County Jail.

Attract and retain effective leader in the position of Warden.

Create conditions in which the Warden can succeed.

Effectively deal with influx of inmates transferred to County from state prisons.

Accomplish the recidivism reduction goals of the Allegheny County Jail Collaborative

Implement recommendations concerning provision of health care at the Jail to insure accountability, public safety, cost-effectiveness, and appropriateness.

DEPARTMENT OF EMERGENCY SERVICES ACTION ITEMS

Immediate Changes

Initiate discussions with the relevant stakeholders about Emergency Services functional consolidation

Short term Goals

Assess the various agencies and their funding, operations, facilities, etc...

Long Term Goals

Consolidate ES service functions.

Members

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The Honorable Dom Costa
PA House of Representatives

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Sala Udin
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Recommendation for Increasing Diversity in Public Safety Employment

Recommendation for Increasing Diversity in Public Safety Employment

Minority workers in Allegheny County are underrepresented in government, business and non-profits and in most occupations.

It is advocated that Allegheny County public safety departments make every effort to address the underemployment of minority workers.

One of the best ways to increase diversity in employment is to create a diversity task force composed of department heads. The task force would be charged by the County Executive with:

1. Documenting current employment by race and gender in public safety departments and identifying departments, occupations, and pay levels with underemployment of minorities and women
2. Developing and implementing strategies to address the underemployment of minorities and women in public safety departments

Some examples of possible strategies are:

- Implementing the Rooney Rule, which would require managers to recruit and interview qualified minority and women candidates for every job opening
- Requiring managers to report on the minority and women share of job applicants who were qualified for job openings, the share of new hires who were minority and women, and reasons why minorities and women were not hired if the minority share of hires was less than the minority share of job applicants
- Mentoring to help retain minority and women workers and promote them to higher level positions

The success of any employment diversity efforts could be measured by:

- Increases in the number and percentage of minorities and women among new hires by the County
- Increases in the number and percentage of minorities and women employed by the County
- Increases in the number and percentage of minorities and women in the highest paid job categories in the County
- Increases in the number and percentage of minorities and women in County job categories where minorities and women are most underrepresented

Allegheny County Police Force

Allegheny County Police Force

Issue: Allegheny County has approximately 118 police departments which dramatically multiplies the cost of public safety in the county. The effectiveness of many departments (especially in the Mon-Valley) is extremely limited due to jurisdictional boundaries and insufficient funding resources. Coordination of regional police operations is also hampered by the existence of so many departments.

Concept: Based upon the initial 911 answering regions the county will be divided into public safety sectors North, East, South, West and the Mon-Valley. Incrementally, starting with the Mon-Valley, municipalities will be given the option of dissolving their police department and transferring all public safety operations over to the Allegheny County Police.

One regional public safety facility station will be established in conjunction with a “number” of sub-stations dispersed throughout each region, as required, to facilitate optimal coverage and coordination. The number of sub-stations will be determined based upon coverage requirements; with these stations utilizing some of the existing police facilities “where practicable”.

Based upon seniority, experience, and qualifications existing municipal officers will be absorbed into the new operation becoming county police officers. Some equipment and vehicles may also be transferred to the county based upon need and serviceability.

Financial: All operational cost for public safety in the regions (i.e. municipalities who choose to participate) will be borne by the county. Benefits and retirement proceeds for the officers transferred to the county police will be absorbed into the county pension plan managed by the retirement board.

Municipalities that choose to participate will “generally” experience an approximately fifty to sixty percent cut in their budgets and will be required to pass these savings on to their municipal tax payers.

The county will be required to address funding in order to implement these public safety operations. However, any increase will be carried by the entire county, which will serve to “encourage” municipalities to participate. Those that choose not to participate will continue to finance their individual departments while also having to bear the costs associated with the expanded County Police force.

As an additional measure, the County Executive may also want to explore the voluntarily participation of the Sheriff’s office in certain financial aspects of consolidation.

Implementation: A financial analysis will be conducted to measure the feasibility of this plan by the county. As with the implementation of the county 911 plan a consulting firm should be retained to assist the county in communicating, coordinating, and implementing this plan.

Regions with municipalities being most likely to participate will be addressed first, with the plan being offered to each region in subsequent stages.

Implementation should begin with the Mon-Valley, moving next to the Southern Region, the Western Region, the Northern Region and the Western Region.

The Allegheny County Airport Authority will be encouraged to create their own Airport Authority Police Department similar to the Port Authority, Housing Authority and ALCOSAN “stand alone” departments. This will relieve the County Police of this requirement in order to more effectively focus its efforts on the regional public safety mission.

Conclusion: It is expected that with time and as the County Police demonstrate that they can provide more efficient, cost effective public safety services, more municipalities will choose to participate in order to realize the significant governmental cost savings to pass on to their citizens.

Background on Allegheny County's Approach to Justice Collaboration & Reinvestment

Background on Allegheny County's approach to justice collaboration & reinvestment

1. Even as crime rates have dropped, we continue to incarcerate men & women at high rates.

- We incarcerate people at far greater rates than other countries.¹ Over 2 million people in the U.S. are in prison or jail, at an annual cost of \$44 billion².
- The lock 'em up strategy, especially for drug offenders, is a costly vehicle with inconclusive results.³

2. Pennsylvania mirrors the nation.

- PA's prison population increased by 14,000 beds between 2000-2010, joining other states in dramatically increasing the number of people it incarcerated.⁴
- Secretary of Corrections Wetzel is committed to reducing number of prison beds, without reducing level of safety in the state.⁵ The number of state prisoners is beginning to decline—here and in other states, too.
- PA state budget (2010-2011) devoted to:
 - Corrections: \$1.7 billion
 - Higher Education: \$957 million⁶

3. Allegheny County's situation.

- Even though the population of Allegheny County declined by 4.6 percent in a decade, and violent crime has remained steady (or fallen by 12 percent, in the case of property crimes), the average number of inmates in the jail increased by 59 percent during the 1998-2008 period.
 - For the same period, New York City's daily jail population fell by 21 percent.
- Cost to incarcerate someone for one year: \$22,600
- The County spends \$144 million on criminal justice and corrections:
 - 22 percent of all county tax dollars are used to pay for these costs. Even a 5 percent reduction would reduce property taxes by \$5 million.⁷

4. What is driving the high incarceration rate in Allegheny County?

- Mandatory sentencing policies⁸
- Recidivism:
 - Most of the people admitted to the Jail have been admitted before (Approximately 70 percent of all admissions to jail)

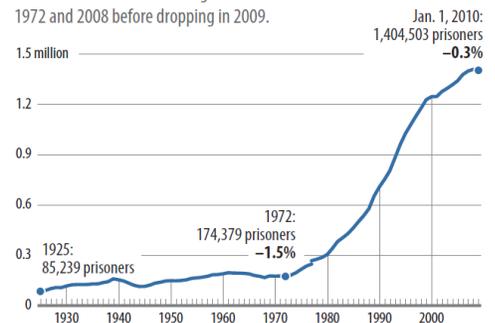
Incarceration rates

per 100,000

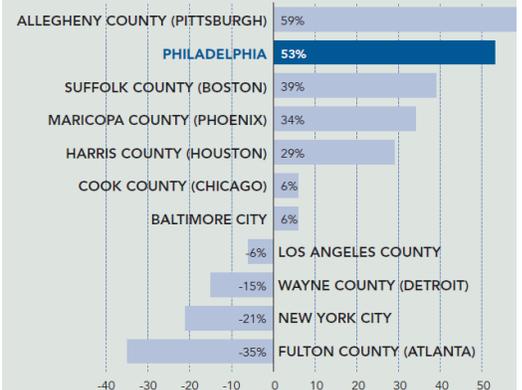
U.S.	743
Mexico	200
United Kingdom	152
Canada	117
World median	136

FIRST STATE DECLINE IN 38 YEARS

The number of state inmates grew 708% between 1972 and 2008 before dropping in 2009.



NOTE: Annual figures prior to 1977 reflect the total number of sentenced prisoners in state custody. Beginning in 1977, all figures reflect the state jurisdictional population as reported in the Bureau of Justice Statistics "Prisoners" series. Data for both sentenced prisoners in custody and the jurisdictional population are reported for 1977 to illustrate the transition.



Source: U.S. Department of Justice, Bureau of Justice Statistics, Jail Inmates at Midyear, Average Daily Population 1998 and 2008.

Profile of Allegheny County Jail (2012)

Avg. Daily Census	2497
Males	89 %
Females	11%
Race	
White	43%
African American	56%
Other Race	1%

- 80 percent of those admitted to the Jail admit to a substance use history/issue
- Defendants stay longer, awaiting disposition of their cases. The average length of stay increased by 33 percent between 2005-2010 (from 48 days to 64 days). Note: this figure has declined since 2010, through Court action, but is still a “driver” of the jail population.

5. What other parts of the country are doing.

- Investing in smart programs: Research shows that evidence-based probation, parole, and community corrections programs can reduce recidivism 10-50 percent.⁹
- Closing jails and prisons and redirecting inmates to rehabilitation programs.

6. What Allegheny County is doing: Reducing recidivism through the Jail Collaborative

- Doubling treatment and rehabilitation programs in the Jail
- Preparing inmates for release
- Linking inmates with housing, employment and family support programs
- Supporting and following inmates for 12 months after release

Results, Jail Collaborative	
Annual savings per 300 inmates (RAND study)	\$5.3 M
Cost:savings ratio (Yamatani)	6:1
Change in recidivism rate over comparison group (Yamatani)	-50%

7. What Allegheny County is doing: Saving money through Justice Reinvestment

- Saving money by:
 - Reducing time to case disposition
 - Reducing duplication in screening and assessment
 - Reducing recidivism
- Plan is to reinvest the money saved from improving efficiency in more treatment, probation, other preventive measures

8. Reducing recidivism saves money

Studies show that Allegheny County saved more than \$5 million dollars per year/300 inmates who experienced Jail Collaborative programs.¹⁰

Jail Collaborative Re-entry Program: in the Jail & in the community	
Service coordination	• Allegheny County (case managers, probation officers)
Employment & training	• Urban League • Goodwill • Springboard Kitchens
Housing	• Goodwill
D&A treatment	• Allegheny Correctional Health & other providers
GED, education	• Allegheny Intermediate Unit
Cognitive Behavioral Therapy	• Mercy Behavioral Health • POWER
Family support	• Family Services of Western PA • Amachi Pittsburgh • Lydia’s Place

Information about the Jail Collaborative & Civic Advisory Committee

The Allegheny County Jail Collaborative:

- Formed in 2000 to improve public safety, restrain the growth in Jail costs, and prevent the disintegration of communities and families impacted by crime and incarceration.
- Led by President Judge and Administrative Judge for Criminal Court--Court of Common Pleas; Warden, Allegheny County Jail; Director, Allegheny County Health Department); and Director, Allegheny County Department of Human Services.
- Other members of the Jail Collaborative include the Civic Advisory Committee—community leaders who provide guidance and support for reentry programs—as well as dozens of agencies and volunteers.

Citations

- ¹ International Centre for Prison Studies. "World Prison Brief." June, 2011.
- ² Lauren E. Glaze, Bureau of Justice Statistics, 2011. Correctional Populations in the United States, 2010; and Christian Henrichson and Ruth Delaney, The Price of Prisons: What Incarceration Costs Taxpayers. Vera Institute of Justice, New York. 2012.
- ³ The Pew Center on the States: Public Safety Performance Project. The Impact of Incarceration on Crime: Two National Experts Weigh In. April 2008.
- ⁴ West, Heather. "Bulletin: Prisoners in 2009." Bureau of Justice Statistics, December, 2010
- ⁵ Patriot –News, May 29 2011.
- ⁶ Pennsylvania Budget and Policy Center. "Missed Opportunities: An Analysis of the 2010-2011 Budget." July 8, 2010
- ⁷ This is just the property tax share of general operating funds.
- ⁸ The Pew Center on the States: Public Safety Performance Project. The Impact of Incarceration on Crime: Two National Experts Weigh In. April 2008.
- ⁹ Mario Paparozzi, Demichelle, Matthew. "Probation and Parole: Overworked, Misunderstood, and Underappreciated: But Why?" The Howard Journal of Criminal Justice, 47.3, July 2008. pg 277.
- ¹⁰ Yamatani, Hide. Overview Report of Allegheny County Jail Collaborative Evaluation Findings. University of Pittsburgh School of Social Work, January 3, 2008; and RAND: Justice, Treatment and Cost: An Evaluation of the Fiscal Impact of Allegheny County Mental Health Court, 2007.

Allegheny County Jail Collaborative: Three Year Plan

July
2010

Allegheny County Jail Collaborative

Three-Year Plan

July 2010 – June 2013

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1. Mission of the Allegheny County Jail Collaborative

The Allegheny County Jail Collaborative was formed to reduce recidivism and thereby improve public safety, restrain the growth in Jail costs, and prevent the disintegration of communities and families impacted by crime and incarceration.

The Jail Collaborative works with government and non-profit organizations, volunteers and other members of the community to meet this aim by:

- Coordinating reentry so that inmates and ex-offenders are able to follow a clear path to successful reintegration into society
- Expanding and coordinating programs that have been shown to reduce recidivism by offenders and ex-offenders; and monitoring the outcomes of these programs
- Making the changes in the system that are key to improving reintegration
- Sharing resources to advance common goals

2. Why Allegheny County needs a plan

Although Allegheny County has done much to reduce recidivism for a subset¹ of the Jail population, it is still the case that **47 percent** of the individuals released from the County Jail are booked again in the Jail within one year of their release. Several factors are driving this recidivism rate:

The number of people with substance use disorders. The increase in the Jail population is largely due to substance use and the policies that result in incarcerating ever-lower levels of people with substance use disorders:

- One-third of the Jail is filled with people who are being held for non-violent misdemeanor charges related to illegal substances.
- Driving under the influence and public drunkenness account for 21 percent of all charges
- 80 percent of men and 90 percent women screened for substance use at intake in the Jail said they had previously abused drugs or alcohol
- Because of substance use, thousands of men and women are cycling through the Jail repeatedly each year. Underlying these repeated returns to Jail are histories of trauma, mental illness, and self-injury through prostitution.

¹ The Jail, Department of Human Services, Department of Health and the Courts have developed programs that are showing remarkable results for a subset of men and women in the Jail. (175 people per year through the “Reintegration Program,” and 265 individuals with mental illnesses per year through diversion programs.) In both cases, the recidivism rate dropped to under 20 percent for participants. (Yamatani 2008; and DHS 2007)

(National studies have shown that over 50 percent of women who enter Jail report having been physically and/or sexually abused; and their rates of HIV infection are twice that of men.)

- In spite of the need for treatment, fewer than 10 percent of men and women in the Jail over 30 days ultimately receive substance use treatment because treatment capacity is limited.

The shortage of treatment and rehabilitation programs in the Jail. When the Allegheny County Jail was constructed in 1995, it was designed to include spaces for family support, education, and counseling, but these areas were never used because the surge in the jail population made adding more beds the priority. To this day, the decision to forgo an investment in rehabilitation and reentry influences the expectations of inmates and staff, the public, and families of the incarcerated:

- There is not a clear set of incentives for participating in educational programs and work, so too few inmates choose to do so; and
- At most, only 5 percent of people in the Jail for more than 30 days participate in a rehabilitation program in the Jail or a reentry program.
- There is no work release program or vocational education program within the Jail.

The disconnect between the people outside the jail who are poised to help – and the opportunity to do so. The community, including families and faith-based organizations, has a limited role in supporting inmates who want to change their lives because:

- Families currently have little role in developing a transition plan or “home plan,” in spite of the fact that they are most often the people to whom ex-offenders turn to for housing and help in finding employment. And the conditions of visits to the Jail are difficult for children and adults alike².
- Communication with the Jail is complex and confusing for individuals, families, and many organizations, small and large.
- Coordinating volunteers (a potentially powerful resource for reentry) requires an investment in time and resources that has not been available.
- The link to community-based services is thin or non-existent if individuals are not on probation, part of a behavioral health program, or in the limited set of reintegration and diversion programs.

The lack of transition planning for most inmates. In spite of the fact that local and national studies³ show that the first days and months after release are critical, the transition from Jail to home in Allegheny County is haphazard. There are a handful of staff handling case work for the Jail’s 2,600 inmates, so most exit the Jail without a clear plan for where they will live

² The Vera Institute of Justice (1999) followed 49 ex-offenders’ first month out of incarceration and found that “supportive families were an indicator of success across the board, correlating with lower drug use, greater likelihood of finding jobs, and less criminal activity.”

³ Kohl, Hoover et.al. Urban Institute (2008). Yamatani, University of Pittsburgh (2008)

or work. This lack of planning has been exacerbated by the lack of a known day and time for release, which has meant that men and women are being released from the Jail late at night, family members are waiting for many hours, and people sometimes leave the Jail in the clothing they entered it in, which may leave them without long pants or a coat in the winter.

The shortage of housing and employment services in the community. At least 10 percent of all inmates report an episode of homelessness in the year prior to arrest, which is four times the rate for the general adult population with characteristics that are similar except for incarceration. (Greenberg 2008) Even if individuals had relatively stable housing prior to their arrest, the likelihood of their losing housing grows with each month they are in jail awaiting trial or sentencing. Most men and women who are about to be released know that they have lost their apartment or no longer can be sure that they can live where they used to, and so report that housing is a primary concern.

Ex-offenders may have the income to qualify for public housing when they are released but are constrained by rules of housing authorities, which can make individual eligibility determinations based on relevance of criminal history, including arrests that never led to conviction. It is rare for an individual with a criminal record to secure public housing, including a Section 8 certificate unless an individual has advocacy and support from an experienced agency that can assist them in lodging an appeal.

3. What research shows makes a difference

In deciding how best to reduce recidivism, the Allegheny County Jail Collaborative looked at rigorous tests of what really works in addressing the roots of the recidivism problem.

The Washington State Institute for Public Policy collected studies that met a high standard for rigor: only those that had a non-treatment comparison group that is well-matched to the treatment group. Its 2006 report shows which work best in reducing crime; and its 2009 report showed which are the most cost-effective.

Those programs that have been demonstrated to reduce recidivism (in order of largest to smallest cost-benefit ratio) are listed in the table that follows. Note that most of these studies have been done with prisons and their application to jails may be limited.

Programs for people in Adult Offender System (number of studies)	Change in crime outcomes	Net benefit (savings/participant)
Vocational education in prison (4 studies)	-12.6%	\$20,714
Intensive supervision: treatment-oriented programs (11)	-21.9%	\$19,118
Washington’s Dangerously Mentally Ill Offender program (1)	-20.7%	\$18,836
General education in prison (basic ed or postsecondary) (17)	-8.3%	\$17,636
Cognitive-behavioral therapy in prison or community (25)	-6.9%	\$15,361
Correctional industries in prison or community (4)	-6.4%	\$13,961
Drug treatment in prison (therapeutic community or outpatient) (21)	-6.4%	\$12,715
Drug treatment in community (6)	-8.3%	\$11,856
Adult drug courts (57)	-8.7%	\$8,514
Employment and job training in the community (16)	-4.6%	\$6,351
Sex offender treatment in prison with aftercare (6)	-9.6%	\$4,064
Washington’s Work Release program from prison (1)	-1.3%	\$2,288
Electronic monitoring to offset jail time (12)	0%	\$926
Intensive supervision: surveillance-oriented programs (23)	0%	-\$3,869
Adult boot camps (22)	0%	Not estimated (n/e)
Domestic violence education/cognitive behavioral treatment (9)	0%	n/e
Drug treatment in Jail (8)	0%	n/e
Jail diversion for mentally ill offenders (11)	+5.3%	n/e
Life skills education program for adults (4)	0%	n/e
Restorative justice programs for lower risk adult offenders (6)	0%	n/e

The Jail Collaborative also considered the findings of these local studies:

- A RAND Corporation study of the fiscal impact of Allegheny County’s Mental Health Court which used comparisons (Allegheny County vs. matched sample in other states) found that diverting individuals with mental illness from the Jail to treatment and services had a net benefit, starting in year two. The impact was particularly strong for individuals with the most serious mental illnesses. (This differs from results of 11 rigorous studies of jail diversion programs that are part of the Washington State analysis.)
- Dr. Hide Yamatani’s study of the Reintegration Program found that this program, which serves 175 people per year showed a recidivism rate of 16.5 percent while a matched comparison group had a recidivism rate of 33.1 percent.

4. What the community says would make a difference

People who work in the Jail or with the Jail, or who have served time in the Jail agree: “Corrections” is not happening for most people in the Jail. The programs in the Jail can serve only a small percentage of the people, and there is no requirement to participate in a program (nor rewards/incentives for those inmates who choose to do participate).

This was one lesson learned by the Jail Collaborative during its meetings with over 300 people (community providers, ex-offenders, family members, faith community members, and others) during late 2008-early 2009. The Collaborative asked them two questions: What are the issues now (from arrest through reintegration); and What solutions do you suggest? Their issues are listed in Appendix 2 and many of the solutions they proposed are part of the Plan and incorporated in the long-term Vision, described in the section that follows.

5. Conclusion

After convening community providers, community members, family members and ex-offenders and reviewing the research, the Collaborative concluded that it must:

- Increase substance use treatment in the Jail and access to treatment in the community
- Increase educational services, including special education and literacy – in the jail and continuing into the community
- Increase vocational education, job readiness, and work experiences
- Provide transition planning for all inmates
- For inmates at the highest risk of re-offending, establish a reentry program that begins at least six months prior to release, that includes community/family support, and that provides different degrees of intensity, based upon risk of recidivism.
- Increase housing options in the community, particularly supportive housing
- Add a program of cognitive behavioral treatment addressing criminogenic factors

- Provide families with opportunities to support inmates; and provide support for children and families of people who are incarcerated
- Implement a system of rewards and sanctions that spans the Jail and community, in conjunction with probation and parole, when applicable
- Expand alternatives to arrest for low-risk and special needs populations
- Assess the risk of all individuals at booking, use this assessment for bail determination and to divert to community programs/jail alternatives
- Place individuals into housing units connected with programs that address their needs and strengths (as assessed)
- Over the next several years, convert most current Allegheny County Jail housing units to specialty/treatment units with trained staff, clear schedules, mandatory participation in programs
- Contract with only programs that measure results and show an impact on recidivism and that are delivered based upon level of risk.
- Support housing/work locations to serve as transition from the Jail to release
- Open a discharge office for individuals leaving directly from the Jail.

6. Goal and objectives

The Jail Collaborative's goal for the next three years is to reduce recidivism by 10 percent per year. Its objectives are to:

1. Provide reentry services to men and women in the sentenced population through: continuation of existing programs with demonstrated success [200 individuals per year]; and establishment of a new reentry program that focuses on the sentenced population [additional 200 individuals per year]. Impact: 1,200 individuals over three years.
2. For the sentenced population and others at high risk, expand services that have been demonstrated to impact recidivism, expand treatment and rehabilitation services in the Jail – and link these to community-based services. This includes:
 - Educational services
 - Employment services
 - Housing services
3. Integrate family support into reentry programs in the Jail and the community. [Impact: 600 individuals (half of group are parents); and their approximately 1,200 children]
4. Make the systems changes necessary to support successful reentry to home and society by developing a Discharge Center, developing real-time information for providers and families, changing the procedures in booking to support family

communication, and improving the conditions of visits. (Impact: 30,000 individuals over three years)

5. Evaluate each program’s effectiveness and use this information to improve the system
6. Sustain the successful elements of the reentry system

7. Plan

For the July 2010-June 2013 period, the Jail Collaborative will: 1) support existing programs for reentry of demonstrated quality; and 2) make a set of concrete improvements.

Existing reentry programs

A set of reentry programs with demonstrated results will form the base of reentry during the next three years. The Jail Collaborative will endorse these programs, assist in coordinating these programs with the Jail, Courts, the Health Department, and Department of Human Services, and, to the extent possible, assist in supporting those programs that show the greatest reduction in recidivism. The Jail Collaborative’s Program Committee will be responsible for convening these programs for:

- Coordination of services at the program level
- Information-sharing about obstacles and effective strategies
- Monitoring and reporting on results by program

Existing Programs:

Diversion of people charged with committing non-violent offenses who are at low risk of re-offending	Programs in the Jail	Community services & community supervision
Crisis Intervention Team (CIT) Pre-trial diversion program for mental health, co-occurring Mental Health Court Drug Court Pre-trial services	D&A treatment Mental Health treatment Medical treatment Education Anger Management Peer Support Parenting Domestic abuse counseling Specialty housing units Support by faith-based	Probation that provides support and supervision Reintegration program Treatment and services in communities, including mentoring and support groups Transitional Programs for inmates within six months of being released who are transitioning to community. These include education, work experience, job placement, housing assistance, counseling, links to substance use treatment, case management, coordination with probation

New: System improvements and programs

In addition to these core programs, the Jail Collaborative will address systemic issues and fill crucial program gaps by focusing on a distinct set of priorities each year. Taken together, the current and new projects aim to reduce the rate of recidivism by 10 percent for those who are served. The details of each strategy and their sequencing are provided in the Attachments. What follows is a summary of the key strategies (some of which will begin in year one, others in year two or three).

1. Open a Discharge Center that coordinates release

- The Jail Collaborative will coordinate release for all inmates through a Discharge Center located in the Jail. People who are being released from the Jail will be able to make free telephone calls, receive information and referrals, and if needed, seasonal clothing, and free bus tickets.
- Inmates and staff as well as family members and mentors will receive 48-hour notice of pending release from Jail to prepare, and this will be coordinated with notification of victims. They will know the scheduled time of the release. Release from the Jail will take place at scheduled times within the 9 a.m. – 9 p.m. time frame.

2. Reentry Program

- The Collaborative will launch a reentry program to improve outcomes for the sentenced population. It will be tied to a consistent system of rewards and incentives that reinforce cognitive-behavioral changes.
- Reentry Team (composed of inmate, sponsor, which may be family member, or mentor, and staff, including Reentry staff, and education and treatment staff) plans services and treatment in the Jail and develops a detailed Reentry Plan, based upon assessment of risk/strengths/skills. Program staff and Reentry Probation Officer will request Court approval of Reentry Plan and link to terms of probation. Case workers from alternative housing and the Jail will be invited to be members of the reentry team.
- Reentry Team is based in “Reentry Center” on Level 1 of the Jail but works in the Jail, in the community, and in partnership with alternative housing.
- Staff coordinates services with community providers and family member/sponsor--90 days prior to release through one year after release.
- Collaborative expands education, employment, psychoeducation, D&A services.
- Families are encouraged and supported in making visits to Jail, serving as sponsors and receiving necessary services to provide strong, safe homes for return to the community.
- Peer, spiritual and other mentors serve as sponsors in and out of the Jail.

3. Family Support

- Develop family support program that is integrated with the Reentry Program and that:
 - Delivers to inmates and family members an experiential curriculum in healthy relationships and parenting; leading psychoeducational groups in the Jail; and trains other jail staff (e.g. case workers) in this curriculum
 - Helps children learn about and prepare for visits at the Jail; and that prepares their parents, as well
 - Transports children and family members to visits, if needed; and supports them during visits
 - Connects children and families to community-based services, including family services
 - Supports parent-child connections by arranging for family-building activities
 - Connects the children and parents with community-based family services and family support centers.
 - For children in formal kinship and foster care, contacts CYF to use new protocol
- Improve the conditions of the contact visit room and the activities available there.

4. Expand educational and employment services

- The Jail Collaborative will expand the capacity of those in-Jail services that are linked most directly to reductions in recidivism: Adult Basic Education/GED, and employment skills development/job readiness;
- It will add new educational program to widen the range: special education/basic literacy, and vocational education
- It will expand opportunities for work in the Jail and tie the opportunity to work to an inmate's meeting a set of criteria (misconduct free, and consistent participation in treatment, reentry program, or an educational program)
- It will expand opportunities for inmates to volunteer in the Jail (e.g. tutoring other inmates).

5. Develop Transition Program

- Building upon the Discharge Center and Reentry Center, a Work Group will research the best practices in transition to prepare individuals with a clear structure of graduated rewards/incentives, paid work in the community, opportunity to attend faith services and recovery meetings in the community, and visits with family in the home. The aim is to acclimate individuals to positive life in the community.
- The design for this program will include: objectives, evidence base, numbers to be served in each of next two years, expenses and revenue sources, timeline, and plan for integrating program with existing programs.

6. Expand Treatment Pods

- Design and create at least one new Treatment or “specialty” pod per year that is significantly smaller than the average housing unit population (goal of no greater than 60 inmates) whose size, rules, supervision, and services support successful reentry. By year three of this plan, this will be an additional three specialty pods.
- At least one of these will be a “reintegration pod” whose residents are engaged in the Reentry Center’s services and other rehabilitation services in the Jail.

7. Expand Assessment

- The Jail Collaborative will expand the use of needs/strengths/risk assessments to all inmates in a manner consistent with the behavioral health system transformation in the County (e.g. Adult Needs and Strengths Assessment); will use these assessments to help plan inmates’ access to programs; and will automate these records.

8. Increase Housing Options

- Provide rental assistance, if necessary, to individuals in the Reentry Program
- Develop and create additional housing options for individuals in the sentenced and non-sentenced populations who are at high risk of homelessness.

8. How the Jail Collaborative is organized to reach its aims

The Jail Collaborative has reorganized its structure to streamline work and decision-making.

Cabinet: The leadership of the Collaborative continues to be the Cabinet, which is composed of:

- Warden of the Allegheny County Jail (Chair)
- President Judge, Allegheny County Court of Common Pleas
- Administrative Judge, Criminal Division, Court of Common Pleas
- Director, Allegheny County Department of Human Services
- Director, Allegheny County Health Department

Operations Committee: The month-to-month direction of the Collaborative is the responsibility of the Operations Committee. This is composed of a small number of individuals from each entity who report directly to the members of the Cabinet. The Operations Committee members will chair the Work Groups and the Program Committee.

Work Groups: To implement the work ahead and insert a level of accountability for its progress, the Jail Collaborative will organize 4-5 Work Groups each year – one for each project – that will be tasked with assignments and dissolve, once their tasks are completed. The chairs of these Work Groups will be members of the Operations Committee, who are

responsible for selecting the members of their Work Groups whom they believe have the understanding and responsibility accomplish the tasks for that year.

Program Committee: The Program Committee will have responsibility for coordinating existing programs, reporting on program results, and identifying issues that need to be raised to the Operations Committee. Members of this Committee are service providers who are part of the reentry system.

Evaluation Committee: This group is responsible for designing the evaluation of system-wide and program improvements, for identifying contractors to implement the evaluation, and for reporting on results to the Cabinet. It will commission the consumer survey and ensure that this information is provided to the Community Advisory Group.

Community Advisory Group: The Collaborative will invite a group of family members and ex-offenders to review the results of consumer surveys and inform the Jail Collaborative of areas that need to be improved or that have shown progress. The Evaluation Committee will ensure that this Group receives information in a timely manner.

Civic Advisory Group: The Collaborative Cabinet will invite leaders and content experts on whom the Jail Collaborative can call for guidance and report results, to gain assistance in instituting larger scale changes and building community support.

The Allegheny County Jail Collaborative: The combination of all of the individuals who serve on these groups and committees will form the Collaborative. All of the individuals who are involved with the Jail Collaborative will be assembled once/year for the annual report of the Jail Collaborative.

Allegheny County Jail Collaborative



9. Principles of operation

The Jail Collaborative has agreed upon these principles for their decision-making and to support collaboration:

- All Jail Collaborative activities will be governed by this Strategic Plan.
- The Cabinet will vote on changes in strategy and policies.
- Strategies that are selected will be based on rigorous research (at least one study with well-matched comparison group). If the Collaborative chooses to invest resources in a program with less than this standard of research, it will commit resources to studying the results of this effort.
- The Collaborative will tap community resources with demonstrated ability to deliver results; and if it chooses to invest in agencies that are untried, it will commit resources to monitoring the program and providing support if needed.
- It will invest in a few good services for the highest risk vs. diffuse ones for many.
- The Collaborative will open bid for services acquired using the funds raised through their pooled funds and the Human Services Integration Fund/reintegration subfund.
- The Collaborative will welcome faith-based and other volunteers. Any volunteer will agree to offer their services to individuals without regard to faith, gender, race or sexual preference.
- All volunteers will be trained, oriented, and supervised.
- Community-based services will target locations where the largest concentrations of ex-offenders live.

Appendix 1: Details of each strategy

1. Discharge Center with Known Release [Year 1]

Target Group: All inmates

Year 1 Objectives: By June 2011

- Establish Discharge Office
- Implement Known Release Protocol
- 50 percent of all people released from the Jail are able to call from their housing unit and the Discharge Office prior to release.
- 90 percent of people discharged from jail leave Jail between 9 a.m.- 9 p.m.
- 50 percent of people are released to someone for ride home; or receive bus ticket.

Resources Required:

- Two staff
- Clothing donations and coordination
- Discounted bus cards

Description: As part of a coordinated discharge process, the Courts will provide 48 hours notice of pending releases to the Jail, which will notify correctional officers on the housing units as well as the inmate being released, Probation, ACHS, Alternative Housing, and service coordinators. This will allow Jail and other staff to provide information and referral, to assist in coordinating transportation, housing, and other arrangements for the day of release, if necessary.

The Collaborative also will assist the Jail in establishing a Discharge Center that is staffed and coordinates release for anyone leaving the Jail; and where men and women being released can receive free telephone calls, information and referrals that by geographic area, seasonal clothing if required, and free bus tickets if they do not have transportation.

Release from the Jail will take place at scheduled times within the time frame of 9 a.m. – 9 p.m.

When individuals are released, they will receive the remaining balance of funds in their accounts in the form of a debit card. They will be able to use the debit card in a machine in the lobby of the Jail to receive cash.

2. Reentry Program [Year 1-3]

Annual Target Group: 150 men in the sentenced population who are in the Jail;
50 women in the sentenced population who are in Alternative Housing

Year 1 Objectives: By June 2011:

- Complete the establishment of a Reentry Center in the Jail, which will include a reentry team, employment services, peer mentoring, family support, and a new D&A program
- 200 men and women are enrolled and participating in the program

Year 2 Objectives: By June 2012:

- Reduce recidivism by 10 percent over base year (2009)
- Meet goals set by Second Chance Act application:
 - Increased employment
 - Decreased substance use
 - Increased family support

Year 3 Objectives: By June 2013:

- Reduce recidivism by additional 10 percent over base year
- Meet goals set by Second Chance Act application

Resources Required:

- Staff
- Equipment, local travel
- Rental assistance
- Peer mentors
- Drug and alcohol program
- Additional in-jail programs
- Construction
- Faith-based/spiritual supports
- Volunteer time of family/other sponsors



Description: The Jail Collaborative will build a Reentry Program that increases the level of services in the Jail and in the community, improves coordination of services for inmates/residents of alternative housing and their families, and supports ex-offenders and their family members for 12 months after release--the period of time during which reentry most often fails. The target population for this Reentry Program during its first three years is 600 women and men in the sentenced population.

The Reentry Team is composed of the inmate, staff, and sponsor, who may be a family member, mentor, or other natural support. The staff, many of whom will be co-located in a Reentry Center on Level 1 of the Jail, may include:

- Service coordinators
 - 3 Reentry Specialists and 1 Family Support Specialist
 - Social workers/treatment staff (ACHS)
 - CYF caseworkers
 - Jail caseworkers
- Probation:
 - 1 Reentry Probation Officer
- Mentors:
 - Peer mentors and spiritual supports
- Employment:
 - Employment/job readiness specialists

As part of this project, the Jail Collaborative will:

- Design and build a new Reentry Center on Level 1 of the Jail
- Design and implement at least one new Reentry Pod to be the housing unit for many of the men in the program; and Coordinate the program with this and other housing units in the Jail
- Develop a new D&A program to be located within the Reentry Center
- Integrate mentoring within the Reentry Center
- Coordinate educational, cognitive-behavioral therapy, family support, and family visits with other services provided on Level 1
- Coordinate the program with Alternative Housing, particularly those programs that serve women

3. Family support [Years 1-3]

Work Group Chair: Warden

Target Group: Reentry program participants (for intensive services);
All inmates (for visits)

Year 1 Objectives: By June 2011:

- Hire, train and integrate family support specialists, family therapist with Reentry Program; and with Jail operations
- Implement family support in Jail and in community
- Develop protocols for recruiting, engaging, and training sponsors
- Design revised contact visit room: physical structure and rules
- Measure and report on results to Program Committee

Year 2 Objectives: by June 2012

- Implement family support in Jail and in community
- Measure and report on results to Program Committee

Year 3 Objectives: by June 2013

- Implement family support in Jail and in community
- Measure and report on results to Program Committee

Resources Required:

- Staff: 2 additional family specialists, a program coordinator, part-time family therapist, peer support specialist
- Family-building activities

Description: This strategy has two parts:

- A) Integrate family support within the Jail and community
- B) Improve the conditions of visits to the Jail

A) Family support: For the subset of residents and inmates who are parents, the Reentry staff will meet with them in the Jail and alternative housing to ask if they wish to have the assistance of one of the three Family Support Specialists in supporting their children and family during this time and in helping prepare for transition. Of those who choose to participate (approximately 100 inmates per year/200 children), the Family Support Specialists will meet with the resident or inmate, the custodial parent, and with each child to determine the child's needs and desire for involvement with his or her incarcerated parent. The Family Support Specialists will then provide the following, depending upon the child's wishes and the approval of the custodial parent:

- Help for children in learning about and preparing for visits at the Jail and alternative housing (prepare child, inmate, and other adults who will visit)
- Transportation for the children and family members to the visits, if needed
- Support for the children and family on visits--helping to guide and orient them, to answer questions, and talk with them after the visits about their reactions
- Connection to community-based family services, to the degree of intensity necessary/determined by the parents. (Parents may choose in-home services, family group decision-making, or less intensive services.)
- Coordination of services for each child
- For children in foster care and kinship care, the Family Specialists will contact CYF and use a new protocol for family contact

In addition, the Family Support Specialists will use an experiential curriculum in healthy relationships and parenting to teach classes and lead psychoeducation groups in the Reentry Center. This will include components on how to have a good visit, and what to say to a child that is positive and in his/her best interests. A part-time Family Therapist based in the Jail will identify an evidence-based curriculum and train the Family Specialists in this curriculum. (The new Family Support Specialists will coordinate with and not duplicate the work of those service coordinators in alternative housing, nor the family therapists on staff.)

Because parents' relationships with their children may not have been optimal before their arrests and often deteriorate further during the months of their sentences, the Family Support Specialists and other service coordinators on the Reentry Team will help families strengthen the bonds with their children during incarceration (when this is healthy for the children); and will link parents, caregivers, and children with a rich network of family support and community services where they can continue to develop positive parent-child relationships.

While parents are incarcerated, the Reentry Team will promote parent-child interaction by:

- Transporting families who have difficulty getting to the Jail;
- Preparing caregivers before visits to understand security arrangements, the amount of time involved, and the Jail's requirements;
- Preparing inmates, children, and family members for visits, including what to expect and how to speak about the incarceration; and
- Coordinating family visits with the Jail, including time, location, and services that will take place during the visit.

The Family Support Specialists also will provide parent coaching to inmates on the impact of visits on children (before, during, and after visits to the Reentry/Family Center, window visits, and contact visits) and, with the guidance of a child and family therapist, will help the families identify and reconcile different expectations

of what will happen when mom or dad returns home, how the family will be reconstituted, and the adjustment challenges each family member may experience.

In the community, the Reentry Team staff will promote parent-child relationships by linking formerly incarcerated parents, their children, and families with: service providers in their communities including behavioral health, early intervention and other health services. They also will link families with the low-stress environments of one of the 32 neighborhood family support centers that provide a wide range of services such as meals, parent coaching, parent-child activities, transportation to health appointments, tracking of key child health indicators, and screening of and referrals to early intervention services. And they will help families access community activities that build relationships, such as parent-child karate and exercise classes, YW/MCA family programs, and family activities through churches and other faith-based organizations; food banks and other safety-nets.

To ensure that children and families are accessing and benefiting from community-based services, the service coordinators and Family Support Specialists will be available to continue to serve families through the 12 months after a parent's release from jail.

B) Improve visit rooms and rules. The Jail Collaborative will inaugurate a system of regular visits for the participants in its programs and these will take place in the new Reentry/Family Center as well as a redesigned Contact Visit Room. The Collaborative will use the volunteer services of a principal architect with the firm Perkins-Eastman to redesign these spaces, engaging families in the redesign process, so that the space has play areas for families, is arranged to provide room for parent-child interaction, and has sound dampening.

More important than changing physical space is changing the rules that govern visits. Currently, only a subset of inmates is allowed to have contact visits (e.g. those individuals who have been approved for work in the Jail), there are no structured activities, and parent-child play is not permitted. The Jail Collaborative will expand the number of inmates who have these visits by making them available to all inmates who participate in reentry, including those who participate in this program. The program also will develop and provide training for Jail staff who supervise visits so that they can understand the value of the visits and encourage cooperative and respectful interactions between all adults and children.

4. Expand employment and education in the Jail [years 1-2]

Target Group: All inmates

Year 1 Objectives: By June 2011:

- Expand number of participants in Jail rehabilitation programs (education and employment) by 20 percent over 2009
- Identify existing county and other resources that will support improved employment for ex-offenders and establish partnerships that will increase the number of employers/training sites that will hire and train ex-offenders
- Tap existing employer networks and, if not sufficient, develop network of employers that supports employment of ex-offenders, without detracting from existing efforts
- Set standards for educational and employment services
- Leverage the resources of volunteers and other funding streams to build sustainable programs

Year 2 Objectives: By June 2012

- Expand number of participants in Jail rehabilitation programs by 40 percent over 2009
- Review performance of prior year's Employment and Education programs with Program Committee
- Continue to engage employers, training organizations, community-based organizations and volunteers in developing opportunities for learning and work both in the Jail and in the community.
- Leverage resources of volunteers and other funding streams to build sustainable program
- Identify a community-based organization to assume the functions of this Work Group.

By June 2013, these programs will be the function of community-based organizations and part of the ongoing operations of the County and overseen by the Program Committee.

Resources Required:

- Continue current investment in base services, less the funding
- Expanded services for sentenced population
- Expanded services for non-sentenced population

Description: The Jail Collaborative will expand the capacity of those in-Jail services that are linked most directly to reductions in recidivism: Adult Basic Education/GED, and employment skills development/job readiness. It will add new educational program to

widen the range: special education/basic literacy, and vocational education and it will expand opportunities for work in the Jail and tie the opportunity to work to an inmate's meeting a set of criteria (misconduct free, and consistent participation in treatment, reentry program, or an educational program). The Collaborative also will expand opportunities for inmates to volunteer in the Jail (e.g. tutoring other inmates).

The Services for which the Jail/Jail Collaborative will contract and/or open to trained volunteers are:

- Adult basic education and GED
- Literacy and special education
- Vocational education
- Employment and job readiness
- Cognitive behavioral/criminal thinking

5. Transition program [Year 1]

Target Group: All inmates

Year 1 Objectives: By December 2010:

- Meet with the Cabinet to outline the objectives of the leadership team
- Prepare a concept paper for the Cabinet that summarizes options/models for transition, including costs and evidence of effectiveness
- Prepare workplan for the implementation of transition program

Resources Required:

- Travel to examine and report to Cabinet of Jail Collaborative on effective models

Description: Design a transition program that acclimates inmates to life in the community. The design should be based upon best practices – programs studied elsewhere and shown to have reduced recidivism.

The program will prepare individuals for release by providing clear structure of graduated rewards/incentives, paid work in the community, opportunity to attend faith services and recovery meetings in the community, and visits with family in the home. People in the program will transition from their Jail-based provider to a community-based provider for behavioral health services and other services.

The design submitted for review by the Cabinet of the Jail Collaborative will include: measurable objectives, evidence base, numbers to be served in each of next two years, expenses and revenue sources, timeline, and plan for integrating program with existing programs.

6. Reentry and other Treatment Pods [Year 2 and Year 3]

Target Group: All inmates

Year 2 Objective: By June 2012:

- Implement at least one treatment pod with no more than 60 individuals in this housing unit

Year 3 Objective: By June 2013

- Implement at least one additional treatment pod with no more than 60 individuals in this housing unit

Resources required:

- none

Description: With the assistance of the Jail Collaborative, the Jail will design housing units that support successful reentry, and then convert at least one of its current housing units per year to this new design. The housing units will be sized to national standards (population limited), have rules for conduct that support reentry, have specially-trained correctional officers staffing the pod, and provide additional services on the housing unit. People who choose to live on the pod will agree to the rules of conduct and participation in the Reentry Program or other rehabilitation activities in the Jail or be transferred to another housing unit.

7. Assessments [Year 2]

Target Group: All inmates

Year 2 Objective: By June 2012:

- All inmates in the Jail beyond 30 days will receive an assessment of risk of recidivism, counseling about options for treatment and rehabilitation services, and referral to appropriate programs in the Jail
- With inmates' approval, these assessments will be automated and shared by Jail Collaborative staff so that they coordinate services, measure results, and plan for reentry

Resources Required:

- Staff to conduct assessment
- Automation of assessments

Description: The Jail Collaborative will expand the use of needs/strengths/risk assessments to all inmates, use these assessments to plan inmates' access to programs; and automate these records.

Planning for discharge will begin intake by identifying individuals at the highest risk of recidivism during their intake screening. As those inmates are identified, they will be flagged for assessment following their period of classification and orientation to the Jail, including their detoxification or medical/mental health stabilization if necessary.

The initial assessment will be done by specially trained ACHS staff who can counsel inmates about the options available to them while they are in the Jail and who can direct and encourage them to enroll in voluntary programs being offered through the collaborative that meet their specific set of needs. Information from intake and from this initial assessment will be shared throughout the re-entry process with other re-entry team members who will be following the inmates as they move closer to their release date.

8. Housing [Years 2–3; with Year 1 work begun by Reentry Work Group]

Target Group: Sentenced and unsentenced inmates

Year 1 Objectives: By June 2011:

- Provide rental assistance to secure and stabilize housing for 100 sentenced individuals in the Reentry Program
- Develop and pilot transitional housing program

Year 2 Objectives: By June 2012:

- Expand transitional housing program to serve 50 individuals at any point in time

Year 3 Objectives: By June 2013:

- Expand transitional housing program to serve 50 individuals at any point in time

Resources Required:

- Flex funds in years 1-3
- Funds for pilot program in year 1
- Funds to expand pilot in years 2, 3

Description: The Jail Collaborative will expand housing options to include more transitional housing for ex-offenders so that they are able to stabilize their living situations and find and retain jobs that allow them to obtain and remain in safe, affordable housing.

- For ex-offenders in the Reentry Program: In the first year, the Reentry Team staff will have a pool of funding provided through the federal Second Chance Act grant that allows them to provide limited rental assistance (first and last months' rent) for the eligible participants in that program. The Reentry Team will develop and maintain a list of landlords in scattered sites who are willing to rent to program participants and who understand the high degree of case management and support that are part of the Reentry Program. The landlords will know that they can call the staff if there is ever an incident or question.
- Housing for other ex-offenders: As the Reentry Program is serving individuals in the sentenced population, DHS will develop a transitional housing program for ex-offenders who meet the definition of homelessness (from one day out of the Jail up to six months). This program, which will be designed with an eligible provider organization that provides employment assistance, support and housing to these ex-offenders, will be piloted in year 1 and made part of the County's Continuum of Care application in years 2 and 3. This program will serve 50 individuals at any point in time, for an average of 100 Individuals served per year.
- Participation in the "Prepared Renter" program: Individuals in the Jail and alternative housing will have the opportunity to participate in a class to learn skills that help them learn to understand a lease, communicate with landlords, budget, and choose affordable housing. Upon completion of the program, they will receive a certificate that shows they are likely to be good tenants. (This certificate has value with landlords and housing authorities, through the quality program already underway.)
- Modification of leases: The Housing Authority of the City of Pittsburgh (HACP) has agreed to work with this target population by allowing them to re-unite with their family members living in public housing and section 8 apartments (provided they do not have offenses that would qualify as lifetime bans for assistance such as manufacture of methamphetamine or sex offenses against children). HACP would permit these individuals to be placed on their family member's lease as long as the ex-offenders are receiving supportive services. HACP and DHS may also work together to help the offenders who do not have family members in public housing to apply for HACP-provided housing, again provided that they do not have crimes that result in lifetime bans and that they have supportive services in place when they move in.

Appendix 2: Issues identified by community

Jail-Courts
<p><u>Discharge from Jail</u></p> <ul style="list-style-type: none"> No standard discharge process or home plan for many inmates Time of release is not always known, so ex-offenders leaving the Jail at unpredictable hours of the day and night People leave the Jail without proper clothing, medication, knowing who their probation officer is, and without transportation or bus fare
Jail
<p><u>Booking:</u></p> <ul style="list-style-type: none"> People are cut off, cannot get in touch with loved ones. Cannot use a pay phone to call for bail <p><u>Intake/classification:</u></p> <ul style="list-style-type: none"> People (innocent and guilty) can be there for days, areas are filthy <p><u>Life in the Jail:</u></p> <ul style="list-style-type: none"> It is not “correctional”—most people don’t participate in programs or treatment People who aren’t motivated to do anything are alongside those who are No expectations for behavior, punishment is for the whole group, no rewards. People need incentives Overcrowded and expensive (commissary, phones) Facilities don’t work (showers, phones) Food portions are not standard, too little food, so have to buy at commissary Too much time confined to cell Phones are expensive, require collect calls so you lose contact with people <p><u>Treatment and programs</u></p> <ul style="list-style-type: none"> Most people aren’t using their time for rehabilitation; they need useful things to do People in the Jail don’t know about programs Literacy levels are low Not enough training and work preparation D&A treatment should be mandatory Women with abuse issues don’t have access to trauma-informed care No library anymore Providers want to have more opportunity to see their clients in the Jail; and



notification when a client is in Jail. It is their responsibility

- Providers want policies in writing
- Need to connect treatment and medications given in the Jail with treatment in the community

Visits and communications

- Conditions of visit areas are awful for children, dirty, nowhere to go to bathroom without terminating the visit
- Some staff treat family members as if they are criminals. Not everyone knows the rules but staff assume they do
- Some window visit areas situate visitors many feet apart, with layers of windows in between, with broken phones
- Families and providers don't know who to call to find out if someone is in the Jail or the status of their processing

Overall

- Staff need to be held accountable for their actions, how they treat visitors, inmates, and the agency staff who come into the Jail
- Too few correctional officers on some pods (some are 100 inmates:1 officer)
- Too many double-shifts, so correctional officers are worn out
- Staff need to be trained in confidentiality, programs that are available in the Jail, the corrections part of the mission

Jail

Alternative Housing

- Alternative housing is becoming just another set of jails because they no longer have opportunity to follow a system of rewards/sanctions. Because of a change in rules by Jail and courts, no longer able to organize home visits, N.A. meetings off site, faith activities.
- Information doesn't flow from Jail to alternative housing on release date, risk assessment information, service planning
- No/limited family visits at one of the sites
- Employers cannot reach staff, putting employment at risk

<p>Courts</p> <ul style="list-style-type: none"> • Need to clarify sentencing orders for the Jail • Need alternatives to Jail for people who are not paying child support • People who complete their sentence are still held in Jail because of child support. • Whether you get into Drug Court depends on the Judge • Public defenders are too busy. If you don't have a private attorney, you will be in Jail a while and likely will go to state prison, eventually • Time on probation and parole is long, it can be 10 years
<p>Pre-trial services</p> <ul style="list-style-type: none"> • Cases that come to Jail from Magisterial District Justices may not follow guidelines: can have high bail and low risk
<p>Probation</p> <ul style="list-style-type: none"> • People do not always get the information about probation appointments that was sent to them in the mail because of old addresses • People can wait weeks before getting the name of their probation officer • Probation does not routinely visit alternative housing • Probation officers do not seem to have skills in how to involve the family
<p>Human Services and community, including faith-based organizations</p> <p><u>Housing:</u></p> <ul style="list-style-type: none"> • Need Transitional housing throughout the City and County • Need more Shelters that are sanitary and free of drugs • Need a "Reentry House" • Public housing should have "clean and sober" sections <p><u>Families</u></p> <ul style="list-style-type: none"> • Families are going without the basics when someone goes to jail, they need direct aid • Children/others in family need to be reconciled/reunited with ex-offenders, when they return home • Families need to know how to prepare their children for visits to Jail, to understand what their children may be going through, and how to support them <p><u>Drug and Alcohol/Recovery</u></p> <ul style="list-style-type: none"> • People may leave the Jail clean and sober, but they need to go directly to a



program or recovery group and/or have a mentor/support if they are to stay clean

- There needs to be more supported housing: living arrangements that support recovery

Support

- Ex-offenders need support from their faith communities: days and after hours
- Need more programs to stay clean, in recovery
- Peer mentors are needed—people who have been through the experience of Jail. There needs to be a recovery community of ex-offenders
- Youth, especially, need mentors

Appendix 3: About the Allegheny County Jail

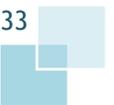
Jail Structure

The main Jail on Second Avenue has 8 Levels that contain the housing units, programming, reception area and offices:

Level 8M	Inmate Visiting
Level 8	Max Security and Disciplinary Male Housing Units 8D and 8E
Level 7M	Inmate Visiting
Level 7	Max Security Housing Units 7D and 7E
Level 6M	Inmate Visiting, Staff and Caseworkers Offices
Level 6	Max Security Male Housing Units 6D, 6E and 6F Protective Custody
Level 5M	Medical Office and Records, Inmate Visiting, Pod 5MD Female Mental Health and Pod 5MC Male Drug Program Unit
Level 5	Medical Department, Pod 5B Infirmary Pod, 5C and Pod 5D Male Mental Health, Pod 5E Drug Program, Pod 5F Male Step down Mental Health
Level 4M	Inmate Visiting, Staff and Caseworks Offices
Level 4	Male Classification Housing Units 4A, 4B, 4C Female Housing Units 4D, 4E Female HOPE Pod, 4F Female Max Security Unit
Level 3M	Staff and Caseworkers Offices, Inmate Visiting
Level 3	Medium and Max Security Male Inmate Housing Units 3A,3B,3C, 3D, 3E, 3F
Level 2M	Hope Offices, Staff Offices,
Level 2	General Housing Units 2A, 2B, 2C Male HOPE Pod, 2D, 2E, 2F Male
Level 1M	Administration, Main lobby, Shift Commanders Offices, Internal Affairs, training Employees lounge, Locker rooms, Central Control.
Level 1	Sentence and minimum security male inmates 1A, 1B, 1C, Video arraignment, inmate education, Chaplin services, contact visiting, reintegration office
Ground	Intake Department: Receiving and booking of all inmates. Food Service, Supply, Laundry, Maintenance

Profile of Jail Population

Characteristic	Total	
Number in Alternative housing	652	
Total number admitted to ACJ	18,141	
Men	14,616	
Women	3,525	
Share of total in Jail on Misdemeanors (Daily Report)	914	
Men	88%	
Women	12%	
Race	Jail	Allegheny County
White	8,379 (46%)	83%
African American	9,204 (51%)	13%
Other Race	558 (3%)	4%
Number sentenced	2,009	
Number not sentenced	16,132	
Average length of sentence served	8 months	
Median age (Average age range)	20-29	
Share who did not finish high school	42 %	
Share of adults with a special education diagnosis	82 % of the students currently being educated in the Allegheny County Jail have had a special education diagnoses.	
Share unemployed prior to Jail/arrest	53%	
Share homeless or staying with friends prior to arrest	57%	
Percentage who have children		
Men	52%	
Women	58%	
Percentage of individuals in the Jail who lived with their children prior to arrest		
Men	17%	
Women	32%	



Department of Emergency Services

Department of Emergency Services

Problem Statement:

Allegheny County Public Safety is faced with challenges in meeting the public safety requirements for more than 1.3 million residents. Whether emergency planning, training, call processing, response or management the current model has multiple agencies duplicating effort without the amount of coordination that would drive efficiencies and interoperability.

In many regards county agencies are funding and supporting duplicate efforts without coordination. In many cases it is evident that entities are competing with, rather than complementing, one another. The agencies involved in elements of public safety include: CCAC, Emergency Services, Port Authority, Airport Authority and Housing Authority.

Problem Cause:

The various public safety services offered by multiple agencies have expanded duplication without redundancy in capabilities. Much of this is driven by individual agency requirements and/or funding sources. For example the Port Authority, Emergency Services, and Airport Authority all have various facilities, technology and operations dedicated to aspects of dispatch, Emergency Operations and response.

Solution:

1. Assess the public safety responsibilities carried out by each agency related to County government.
2. Determine where effort is duplicated
3. Determine assets that can be shared across agencies
 - a. Facility
 - b. Radio
 - c. Telephony
 - d. Operations
4. Determine where funding sources can be leveraged to complement other funding sources and public safety service requirements and opportunities relative to:
 - a. Define efficiencies
 - b. Cost savings
 - c. Cost avoidance
5. Recommend path forward