



2016 Strategic Plan

A Community-Wide Commitment

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Introduction

Dressed in a pink twinset sweater and pearls stood a mid-thirties mom of two, describing her journey into our criminal justice system. Blonde and petite, Brittany spoke of her family's history of mental illness. She identified this, in retrospect, as a factor leading her into an abusive relationship. The relationship led to substance use. Everyone listening asked themselves the same question—how could a certified nurse become addicted to heroin?

Bad decisions made trying to fund her addiction ultimately led to her arrest. Brittany cried as she spoke, remembering how her children were affected and her own feelings of helplessness. She described being separated from her baby and toddler, getting the help she needed, the bumpy road of securing treatment, and the major challenges she faced incorporating herself back into society after meeting her sentencing requirements.

She is now sober. She is now functioning as a productive member of our community, and yet, Brittany still struggles to find supportive services.

Like Brittany, individuals leaving incarceration face a complex transition back into the community which may hinder their path to productive citizenship. Providing effective reentry services is an ongoing objective for the Franklin County Criminal Justice Advisory Board, which has put forth effort to establish the foundation for development of this Coalition.

The Franklin County Reentry Coalition will follow this strategic plan by engaging criminal justice, human services and community entities, along with the returning individual, to build a system of care that empowers and supports formerly incarcerated individuals in achieving success in all aspects of life. This local reentry initiative mirrors a national reentry initiative to prevent recidivism and improve public safety by ensuring a safe and successful transition from life in jail to life in the community as a productive citizen.

Our Vision

Our vision is for all formerly incarcerated individuals to successfully reintegrate into the community and remain free.

Our Mission

The mission of the Franklin County Reentry Coalition is to develop strong collaborative community and professional partnerships that will empower and support formerly incarcerated individuals and their families to reduce recidivism and encourage them to become contributing members of the community.

Our Corrections System Population

Franklin County Jail (FCJ), first established in 1818 and one of the only buildings in Chambersburg not burned by confederate forces in 1864, served the community for 150 years. Now located outside of the Borough of Chambersburg, the “new” Jail, built in 2007, can hold up to 474 individuals. Due to logistics, including some single-cell requirements for certain inmates, the functional capacity of the Jail is 402 beds.¹ In 2015, the monthly average population was 428.

The jail houses offenders with all types of charges; however, Driving Under the Influence (DUI) is the most prevalent. The FCJ houses both sentenced offenders and unsentenced offenders with charges ranging from non-support to criminal homicide. A snapshot look at December 2015 indicated that the sentenced to unsentenced ratio was 59% to 41% respectively. Of those unsentenced inmates, 69% were facing new charges, 30% were being held on Probation Violations and 1% were facing federal charges.

A snapshot look at the current demographics of the Franklin County Jail population is shown in *Graph 1*. Although these numbers are specific to December 2015, they are representative of the typical jail population at any given time. Demographically speaking, the majority of inmates are single white male high school graduates between 26 and 39 years old. Very few inmates (2.97%) served in the military.

As a female inmate with a post-high school education, Brittany may have been in the minority. Even so, the number of female inmates at FCJ has increased significantly in recent years, consistent with national trends. When the current jail opened in 2007, 12% of the inmates were female. Today, approximately 19% of inmates are female. The current jail was not designed, either structurally or programmatically, to handle this many female inmates. Incorporating programs for women at the jail is an easier challenge to address in comparison to housing unit considerations. There are gender-specific reentry issues to consider, as well as the 53 children living in Franklin County with one or both parents incarcerated in the Franklin County Jail.²

In December 2015, almost half (43%) of the FCJ population was receiving mental health treatment; 17% were diagnosed with a Serious Mental Illness.³ The majority of the jail population (65%) is identified as having drug and/or alcohol issues. With an Average Length of Stay of 61.2 days, instituting long-term programming or treatment is challenging.

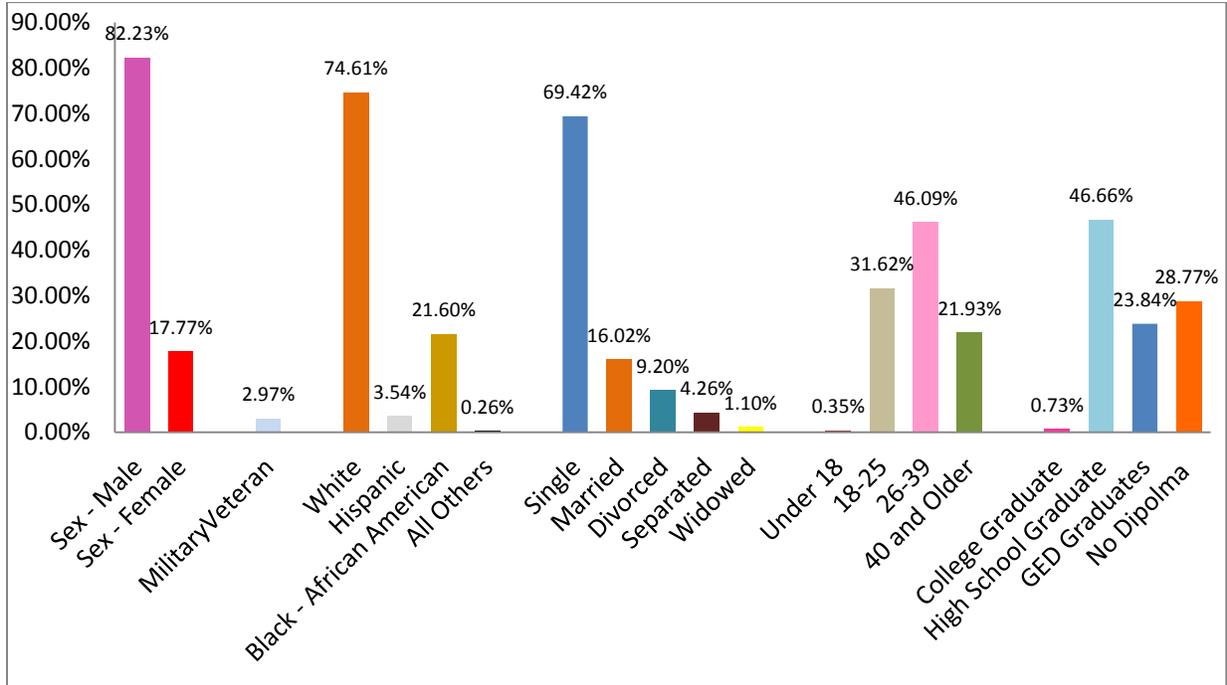
Even with programming challenges, those incarcerated at FCJ fare better after release comparatively speaking. At 53%, Franklin County Jail’s recidivism rate is below national and state averages of 67.8% (Bureau of Justice Statistics) and 60% (PA State Police Uniform Crime Report) respectively (*See Appendix A for definitions*). On average, 200 inmates from Franklin County Jail either served their sentence or made bail and are released back into the community each and every month.

¹ Using a functional capacity rate of 85%

² A December 2015 FCJ survey, intended to measure the need for a mentoring program for children of incarcerated parents, shows that of 31 inmates with children under the age 18 that live in Franklin County, there was a total of 53 children.

³ For this report the Franklin County Jail uses the federal definition of Serious Mental Illness (SMI). Subsequent to this report the definition was changed to match the Pennsylvania definition of SMI.

Graph 1: Demographics for the Month of December 2015



Alternatives to Incarceration

An alternative to incarceration is any kind of imposed penalty or treatment, other than jail time, set as a sentencing option by a judge for a person convicted of committing a crime. Some alternatives to incarceration include the Mental Health Jail Diversion Program, Drug and Alcohol Probation Partnership and the Day Reporting Center (DRC).

In January 2009, the County began a Mental Health Jail Diversion program initially funded by a 3 year grant, to provide Mental Health-involved offenders an alternative to incarceration and connect them with treatment-oriented programming. The program provides individuals with a forensic case manager and coordinator, a mental health probation officer, psychiatry, and counseling services. Peer specialist services and medication costs were post-implementation improvements of this program. In 2012 the County Commissioners approved funding the Jail Diversion program after the grant ended.

The focus of the Drug and Alcohol Probation Partnership program is convicted, non-violent, Level 3 and 4 offenses, as defined by the Pennsylvania Commission on Sentencing. The unique aspect of this program combines the efforts of a full time Drug and Alcohol Intensive Case Manager (ICM), a full time, experienced Probation Officer, funding for treatment, and local treatment providers, into a single collaborative team that supports and monitors offenders in the community.

The DRC, established in 2006, offers substance use treatment services, cognitive behavior therapy and an alternative to incarceration and serves clients from both Franklin and Fulton Counties. The DRC had an average daily population of 78 in December 2015. There were an additional 20 clients in the Aftercare phase

of the program for a total of 98 clients. Referrals to the DRC come from three sources: the Pre-Release Department at the Jail, Adult Probation and the Courts.

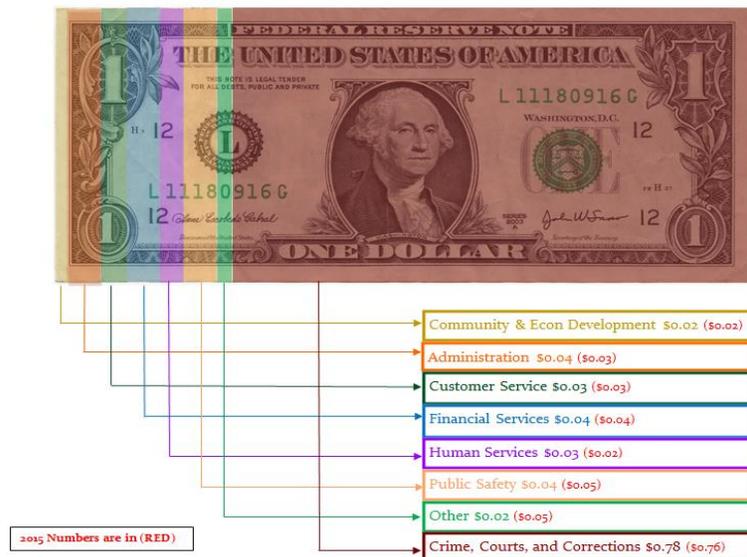
Supervision

In addition to the approximately 200 individuals released from jail each month and those participating in alternatives to incarceration, there is an average of over 2,900 adults under Franklin County Adult Probation supervision. Additionally, the PA Parole Board supervises 375 individuals and Federal Probation supervises 25 offenders in Franklin County.

Our Criminal Justice System

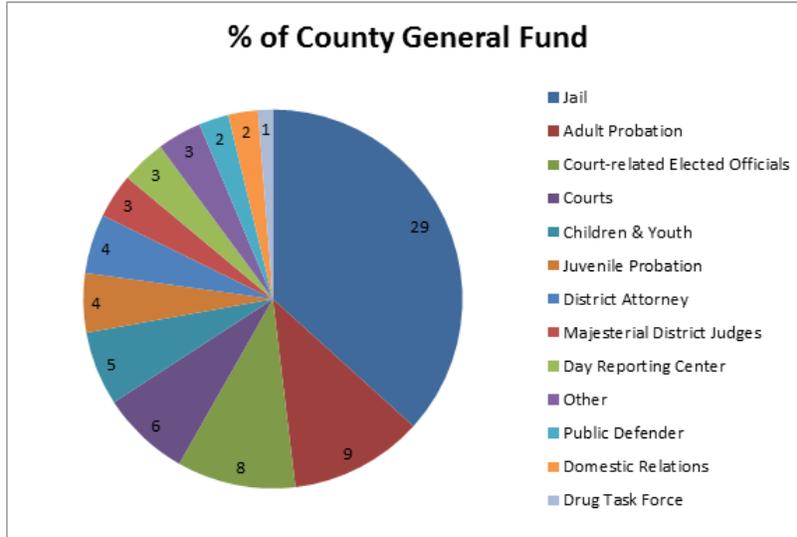
Franklin County is over 225 years old and still growing in population. As of 2012, Franklin is a fourth class county and the third fastest growing county in Pennsylvania with a 2014 U.S. Census population count of 152,892. While considered rural, our urban population continues to grow as more businesses open in Chambersburg, the county seat, and in our other population centers. Growth places increased demands on the local criminal justice system which consists of a five-judge bench, three quasi-judicial masters (juvenile, divorce, support), court administration, the district attorney, the public defender, seven magisterial district judge offices, sheriff and courthouse security operations, court related elected officials, the Day Reporting Center (DRC), the drug task force, adult and juvenile probation, domestic relations and jail operations.

The role of our criminal justice system is to maintain public safety while protecting our citizens, which of course, comes at a cost. The 2016 proposed County budget estimates that 78% of expenses are designated for Crime, Courts and Corrections, representing the county’s largest expense in the general fund.



A further breakdown in *Graph 2* shows 29% of expenses for Jail operations, 9% for Adult Probation, 8% Court-related Elected Official, and 6% for Courts.

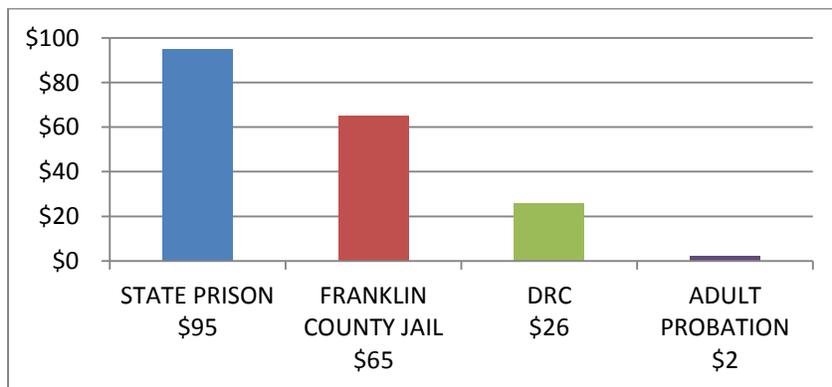
Graph 2: Crime/Courts/Corrections Breakdown*



*Please note that these operation costs do not include costs incurred by other agencies like County Assistance, Law Enforcement, the workforce, etc.

Our criminal justice system recognizes that each offender and crime is unique. There are many factors to be considered when sentencing decisions are made: an offender’s needs, level of accountability, opportunities for rehabilitation as well as restoration of the victim, protection of the public and compliance to sentencing guidelines and mandatory minimums as required by legislature. Alternatives to incarceration can fulfill sentencing requirements while keeping individuals with their families, in their neighborhoods and jobs, and allow them to earn money, pay taxes, and contribute to their communities.

Graph 3: Approximate Corrections Agency Costs - per person/ per day



Contributing Factors of Recidivism in the County

Over half of all individuals released from jail will recidivate (reoffend and return to jail within 3 years of leaving). Confronting the underlying causes of crime lowers the chances of this happening. Proper transitional support for individuals released from jail increases public safety, decreases tax dollars spent on corrections and helps to create more productive members of society.

"We need to be turning tax burdens into taxpayers. Throwing them in jail just isn't enough."⁴

- PA Secretary of Corrections, John Wetzel

Much research has been done on the factors that put an individual at greater risk for criminal behavior. Eight factors have been identified as risk factors that drive criminal behavior. When an inmate is assessed for these risk factors, an individualized plan may be developed to address the specific reasons why the inmate had engaged in criminal behavior in the past, reducing the likelihood of future criminal involvement. Each person's unique needs and risk factors are important to understand in order to match participants to programming to maximize impact on their behavior choices upon release. Each criminogenic need refers to the aspects of offenders that contribute to their criminal behavior—what drives them to commit a crime? It is widely supported by research that unless the needs, indicated by a risk/needs assessment tool, are addressed through programs, resources, treatment, etc., individuals will be at a higher risk for recidivism. The criminogenic risk factors, from most to least important, are:

1. History of anti-social behavior
2. Anti-social personality⁵
3. Anti-social cognition
4. Anti-social associates
5. Family/marital dysfunction
6. Lack of employment/education
7. Lack of prosocial leisure/recreation opportunities
8. Substance use⁶

In addition to the factors identified above, Reentry Coalition members have identified factors that contribute to recidivism in Franklin County. These factors (listed in no particular order) include:

1. Access to services (employment, childcare, transportation and housing);
2. Substance use;
3. Mental health;
4. Health care (insurance and medication);
5. Inability to repay fines associated with incarceration and parole/probation;
6. Returning to a criminogenic environment;
7. Stigma;

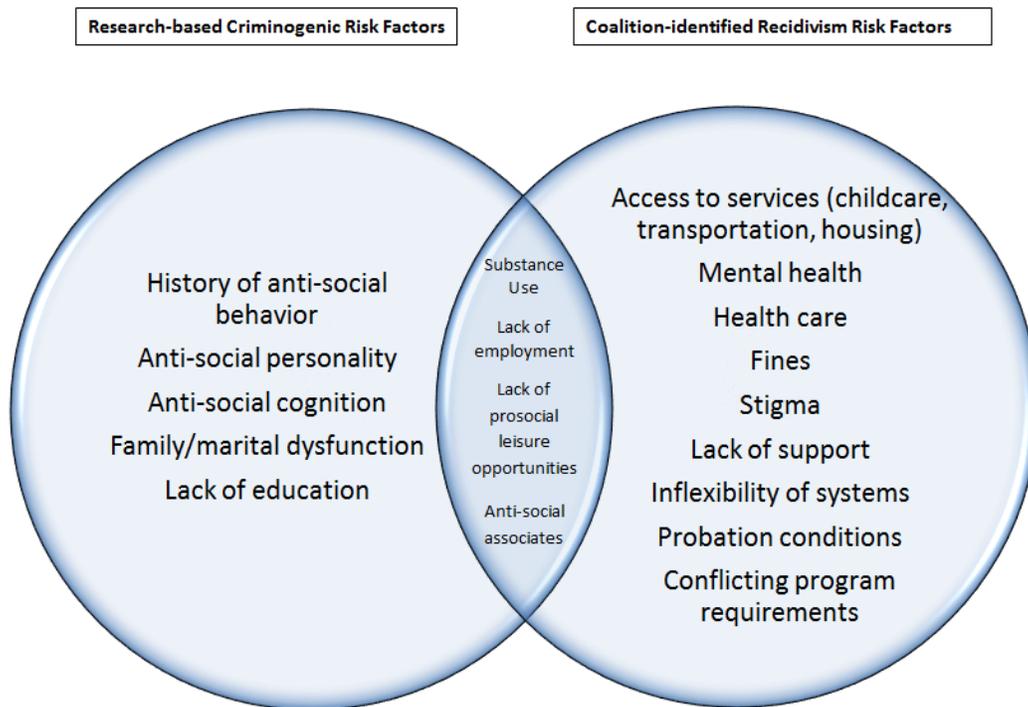
⁴ Mike Urban, "Throwing Them in Jail Just isn't Enough," Reading Eagle (blog), April 22, 2013, <http://www2.readingeagle.com/article.aspx?id=471342>

⁵ Antisocial personality is characterized by a pervasive pattern of disregard for, or violation of, the rights of others. The individual has a history of crime, legal problems, and impulsive and aggressive behavior. These characteristics typically make people with antisocial personality disorder unable to fulfill responsibilities to family, work or school.

⁶ Andrews, D.A. et al, (2006). *The Recent Past and Near Future of Risk and/or Need Assessment*. Crime and Delinquency, 52 (1)

8. Lack of support;
9. Inflexibility of current systems;
10. Lack of free-time structure;
11. Current parole/probation conditions;
12. And, conflicting program service requirements.

The chart below documents the overlap between the factors identified by research and by individuals in the Reentry Coalition.



Major Barriers for Successful Reentry

Offenders preparing to reintegrate back into the community face a number of barriers. Mental illness, history of substance use, housing issues, lack of reliable transportation, limited employment opportunities and poverty are some of the obstacles to successful reentry.

Mental illness – Stigma surrounding mental illness may lead to individuals not being afforded the same employment and housing opportunities as others, despite having had similar employment histories before their prison term. Those with mental illness are less likely than other returning prisoners to have lived with family members and are more likely to have experienced homelessness after prison.⁷ Individuals experiencing

⁷ Mallik-Kane, Kamala. Visher, Christy. "Health and Prisoner Reentry: How Physical, Mental and Substance Abuse Conditions Shape the Process of Reintegration." February 2008: 2-4

mental illness are more likely than others to report living with other formerly incarcerated individuals and current substance abusers, which can lead to added complexities to reentry success. There are mental health treatment services available in the community; however a lack of health insurance is a barrier to continuous care for individuals reentering with mental health conditions. Assessing and identifying individuals' needs prior to release from jail is important in planning for supports, however if individuals cannot access services upon release due to not having insurance coverage there is a loss of continuity of care.

A study of Franklin County Jail and Behavioral Health data, conducted by Tuscarora Managed Care Alliance and Franklin Fulton Mental Health/Intellectual Disabilities/Early Intervention in 2014, indicated that individuals were more engaged in services prior to incarceration and less engaged subsequent to release from jail. Insurance was identified as a possible factor for this disparity. Services tend to be program/site based, which, with individuals being transient, a lack of transportation is a barrier to access. Services that wrap around the location of the individual can bridge the transportation gap and engage individuals where they are located.

There are also barriers often referred to as “collateral consequences” of criminal convictions. For example, individuals with drug convictions are often barred from residing in public housing, and private landlords also frequently refuse to rent to tenants with criminal records. Many employers ask for information about criminal convictions on job applications and will not hire individuals with criminal records. Low perceived need and attitudinal approaches are barriers to individuals seeking and staying in treatment. Individuals may choose not to engage in treatment. Efforts to increase treatment seeking and reduce treatment drop-out need to take these barriers into considerations. The greater number of factors (e.g., criminal history, sex offender, crimes of violence, drug and alcohol, mental illness, physical health, etc.) an individual has, the more potential barriers that are presented during re-entry.

Substance Use – Although we have licensed treatment providers for individuals to engage in substance use services post-release, we still lack some treatment services during incarceration. Providing substance use treatment during incarceration provides an opportunity for individuals to learn about the disease of addiction, coping skills to prevent relapse, and increase motivation to engage in long-term recovery in preparation of release. Offering recovery support services during incarceration increases protective factors for engaging in treatment services post release and decreases risk factors for recidivism. The need for individuals who qualify for Medicaid to have access to their Medicaid benefits upon release, at times, can be a barrier to receiving timely treatment services—specifically outpatient level treatment. The shorter the time frame between release and the engagement in treatment services, the higher the likelihood for individuals to be successful in maintaining their recovery. The longer the time frame it takes to engage an individual into services increases their risk factors for relapse and recidivism.

Housing – Although we have excellent programs in place to reduce the homeless population in our county, we continue to see the need. In 2014, the total number of people living in sheltered housing was 73 emergency, and 38 transitional. The total unsheltered number was 30. In 2014, the total was 141 persons. Of these, 22 individuals reported having a serious mental illness, 30 reported chronic substance use, and 52 reported a disability. Preliminary numbers from the 2016 Point In Time count show 37 unsheltered and 121 sheltered, for a total of 158 homeless individuals.

A study in California relating to long-term homelessness among parolees noted that 6 years following release some 30-50% of offenders tracked were still homeless or marginally housed. Because of the multiple risk factors and challenges faced with re-entry into the community, they concluded that “efforts to eradicate homelessness also must include the many unmet needs of persons exiting prison.”⁸

In addition to the typical barriers inmates face upon re-entry, the risk factors and co-occurring conditions of those who remain incarcerated due to not meeting the criteria of having an appropriate home plan are challenging (*see Appendix F*). Of the 21 Franklin County release-eligible inmates as of January 12, 2015, 17 individuals on the ‘Can Leave At Any Time’ list have an Mental Health indication (6 SMI); 7 of these were indicated Co-Occurring Disorder; and 4 were sex offenders. Over the prior 6 months, there has been an average of 21 people per month on the ‘Can Leave at Any Time’ list at the Franklin County Jail. Of these, there have been anywhere from 31% to 81% who were receiving treatment for Mental Health issues.

Transportation – Franklin County finds itself in an unusual position regarding transportation. It is a Class 4 County with a sizeable population, yet is still comprised largely of rural areas, small towns, and one small urban center (Chambersburg). It is the largest County in Pennsylvania without fixed route or public transportation. In surveys, focus groups, and anecdotal conversation, we hear again and again that transportation is the biggest barrier facing returning citizens in our county. In addition to those who do not own cars, we currently have 614 DUI offenders on Supervision that have a license suspension. Many of the jobs they connect with through work release are located outside of town, or even outside the county, and so they lose the job when they are released from FCJ. Few jobs are located within walking distance of downtown Chambersburg, so Franklin County is a county of commuters: the mean travel time to work is 23.4 minutes, just below the PA average of 26.4 with 2.4% of citizens walking to work (compared to 3.9% statewide). Franklin does have more carpoolers: 10.3% compared to PA’s 8.5%. Transportation—considered by many to be an essential service—is out of reach for many who have no car or no license.

Employment – Stability of employment was identified as a critical factor in facilitating successful reentry. Some inmates are able to keep their current employment during the term of their incarceration. Typically, only 10% of inmates who are eligible and available to work are able to keep their jobs while incarcerated through the Work Release program administered by Franklin County Adult Probation. There are opportunities for eligible inmates to be employed by temp agencies or directly by companies while incarcerated. The work release unit at FCJ contains 84 beds and the program has averaged 70 inmates employed while incarcerated in Franklin County Jail over the last quarter of 2015. The list of employers that hire people in the program consists of ten companies, with an additional 21 who typically will hire people in work release. Of the 70 people currently in work release, 40 are employed at a temp agency. When workers are hired at temp agencies, they typically are not afforded all of the benefits of a full time permanent employee of the company, and their employment likely only fills a temporary need. The agency also typically takes a portion of the wages as a placement fee.

⁸ Margot B. Kushel, MD, Judith A. Hahn, PhD, MPH, Jennifer L. Evans, MS, David R. Bangsberg, MD, MPH, and Andrew R. Moss, PhD. (2005). “Revolving Doors: Imprisonment Among the Homeless and Marginally Housed Population.” *American Journal of Public Health*. 95(10).

The objective of the work release program is to work with employment-eligible inmates during their incarceration. Of 66 working inmates in December 2015, 21 inmates were released. Upon release, there is a need for supportive services to identify whether inmates will need employment placement assistance upon release from jail or whether they have transportation, or other basic support, to maintain the employment they have held while incarcerated. There are employment related agencies such as CareerLink which are able to help with job placement, and a few job skills training programs for eligible reentering citizens administered by non-profits such as United Way and The Leadership Program under Christian Recovery Aftercare Ministry (CRAM). Additional job readiness programs are administered by Standard of Living Augmentation (SOLA), 360 Transformation Center and transitional housing providers such as New Hope Shelter and Candleheart Ministries.⁹ With the number of large employers in diverse industries including manufacturing, logistics, warehousing and distribution who are located in Franklin County, there are rich opportunities for outreach and cultivation of employers to help open the door for persons with criminal records to find full-time permanent positions.

Poverty – Recidivism is inextricably linked with poverty. While poverty does not cause criminal behavior, poverty can exacerbate the risk factors that contribute to criminogenic attitudes and behaviors. For example, those living in poverty are more likely to have lower levels of education and employment than those who are not, creating a greater barrier when they come out of jail. A criminal record can also drive an individual into poverty: if a person loses their license and are unable to get to their job, they then lose their job and are unable to support themselves. This can lead to criminal activities to supply the individual with the things they need or want in life.

Poverty is defined by the state of lacking something—resources, or means of support. For purposes of defining poverty in Franklin County, we will look at the inability for an individual or family to be self-sufficient, or in other words, to live and thrive without benefit of public assistance. Our goal is for all of our citizens to be able to self-support without need for public assistance (*See Appendix B*).

Franklin County Reentry Coalition History & Overview

Franklin County has worked closely with key local criminal justice leaders and Pennsylvania Commission on Crime and Delinquency. In 2000, under the leadership of Judge Richard J. Walsh, Franklin County convened its own Criminal Justice Advisory Board (CJAB), whose mission is “to create a forum of leaders that collaboratively addresses the immediate and future needs of the Franklin County criminal justice system by researching, planning, and recommending solutions that will integrate and prioritize the best approaches to criminal justice policies and program planning.”

In 2012, key criminal justice stakeholders in Franklin County met to update a sequential intercept mapping model, first created in 2009, to detail the intersection of local human services with the criminal justice system, identifying gaps and developing objectives to address unmet needs. ‘Reentry from a jail environment into the community at large’ are the fourth and fifth intercepts of this model (Munetz, M. & Griffin, P., 2006).

⁹ For a more complete list of employment related agencies, see our Resource Guide.

In the CJAB Strategic Plan for 2012-2015, Franklin County identified the enhancement and expansion of reentry initiatives to include housing and treatment programs. In response to increased attention on these issues, and in conjunction with the expansion of Franklin County's offender reentry program, in late 2013 a Forensic Initiatives CJAB subcommittee was formed to address priorities relating to reentry initiatives and planning.

Following an impactful 2013 PCCD CJAB Conference which focused on reentry efforts throughout the state, the Criminal Justice Advisory Board laid the groundwork for a reentry coalition to be formed in Franklin County. The event featured a statewide panel of reentry practitioners and a documentary film made by a returning citizen. This documentary, titled "The Pull of Gravity," featured three returning citizens including the filmmaker at various stages of their reintegration into their communities following incarceration. This successful event brought the complexity of reentry issues to the forefront of the attendees' minds.

The 85 attendees at Franklin County's Reentry Forum in March 2014 were an indication of broad-based interest in this issue. There was representation from local and county government, the courts, faith community, reentering citizens, and other program providers. However, despite the community interest and abundance of service provider agencies in the Chambersburg area, reentry appears to be a fragmented process. We recognized the need to collaborate and share resources among programs, and identify the gaps in the system where unmet needs exist.

In May of 2015, PCCD awarded Franklin County a "Reentry Strategic Planning Grant" to establish a comprehensive reentry plan for Franklin County that is embraced by both government and community stakeholders. Monthly Reentry Strategic Planning Committee meetings began in July 2015 and the group of approximately 50 attendees became the Franklin County Reentry Coalition in November 2015 (*See Appendix D for a list of members*). It was the hope that this process would serve as a basis for continued development of a reentry coalition, organized around the goal of cross-agency collaboration to provide comprehensive services for reentering citizens and their families, recognizing the difficulties inherent in the process and helping people remove barriers to reentry wherever possible.

Franklin County Reentry Coalition - Action Items

As a result of Coalition Planning meetings and surveys, the Reentry Coalition has established the following priorities for the next steps of reentry planning.

EDUCATION

- Create an awareness/education plan for the county, including plans for media.
- Educate employers about reentry and hiring individuals with criminal backgrounds.

SUPPORT

- Identify all existing community resources and create a Reentry Resource Guide available in print and digital formats.
- Identify inmate needs prior to release and craft individual release plan, providing the inmate with a resource directory and packet of materials. Offer guidance on how to connect with resources.
- Develop a reentry discharge planning team and/or follow up team to work with people before and after release.

INCREASE CAPACITY

- Complete a housing inventory to ensure affordable housing is available to returning citizens and craft a comprehensive housing plan for reentry.
- Commit to keeping formerly incarcerated people involved in Reentry Coalition meetings and include on committee work.

ADVOCATE FOR CHANGE

- Examine reentry processes and protocols, looking for opportunities to enhance or develop better processes and remove process barriers.

Even with the strong history of collaboration and innovation in Franklin County, the needs among citizens reentering the community after a stay of incarceration are great. Our success in lessening the burden of reentry on formerly incarcerated individuals, while maintaining our community's safety and economy, depends on the collaborative work of professional and community agencies and individuals. Much work remains, but we are confident that we can reach our goals.

The Franklin County Reentry Coalition has been fortunate to have support from government, courts, faith communities, nonprofits, and community members. We know that we can go further, together.

This strategic plan is the map we will use to guide our steps.

If you are interested in contributing your time, talent, ideas and/or passion to support the work of the Franklin County Reentry Coalition, please contact: Shalom Black, Director of Grants & CJAB for Franklin County, at seblack@franklincountypa.gov.

"If I was judged by my worst day, I wouldn't be sitting here. Fortunately, people judge me holistically. When I take a misstep, or our system has a misstep, I am judged through the filter of all my accomplishments.

We need to think about that when we think about individuals who commit crimes.

Yes, there needs to be accountability. We need to say to individuals who commit crimes, 'Your actions have had a negative impact on the community – but now, we're going to help you.'

We're going to put you on a path, not where you don't commit another crime, because that's a pretty low bar, we're going to put you on a path to be a successful, fully restored citizen. Wouldn't that be great?

We need to take ownership of the outcomes of individuals in our system.¹⁰

- PA Secretary of Corrections, John Wetzel

¹⁰ John Wetzel, "We Have a Responsibility to Offer a Second Chance," *The Hill: Congress Blog*, February 10, 2016, <http://thehill.com/blogs/congress-blog/judicial/268790-we-have-a-responsibility-to-offer-a-second-chance>

Definitions

Recidivism – The Franklin County Reentry Coalition defines recidivism as any individual returning to Franklin County Jail, for any reason of probation or parole, or for committing a new crime, within three years of initial release from the facility. Franklin County currently tracks committed and sentenced inmates ordered to jail by a Common Pleas Judge, by a Magisterial District Judge, County Parole Violators, State Parole Violators, those held for Trial or Hearing, Fulton County, Federals, Department of Corrections (DC) and unsentenced inmates.

Reentry – This is a process beginning with booking and leading up to an individual’s return and integration back into the community. Reentry planning includes examining areas of life such as education, employment, housing, mental health treatment, addictions treatment, family reunification, spiritual connections and support. Successful reentry requires the primary participation of the incarcerated individual who is supported by case managers, corrections officers, service providers, parole and probation officers, family members and community members (friends, church, co-workers, volunteers).

Criminogenic Need and Risk Factors – Eight factors have been identified as risk factors that drive criminal behavior. When an inmate is assessed for these risk factors, an individualized plan may be developed to address the specific reasons why the inmate had engaged in criminal behavior in the past, reducing the likelihood of future criminal involvement. Each person’s unique needs and risk factors are important to understand in order to match participants to programming to maximize impact on their behavior choices upon release. Each criminogenic need refers to the aspects of offenders that contribute to their criminal behavior – what drives them to commit a crime? It is widely supported by research that unless the needs, indicated by a risk/needs assessment tool, are addressed through programs, resources, treatment, etc., individuals will be at a higher risk for recidivism. The criminogenic risk factors, from most to least important, are:

1. History of anti-social behavior
2. Anti-social personality
3. Anti-social cognition
4. Anti-social associates
5. Family/marital dysfunction
6. Lack of employment/education
7. Lack of prosocial leisure/recreation opportunities
8. Substance use¹¹

¹¹ Andrews, D.A. et al, (2006). *The Recent Past and Near Future of Risk and/or Need Assessment*. Crime and Delinquency, 52 (1)

Poverty in Franklin County

Poverty is defined by the state of lacking something—resources, or means of support. For Franklin County, our definition of poverty examines the inability for an individual or family to be self-sufficient and able to live and thrive without the benefit of public assistance, which is our goal. Currently in Franklin County, a living wage for an adult with 2 children is \$25.86 or about \$53K per year, according to Massachusetts Institute of Technology’s Living Wage Calculator. Median household income falls just below that level and poverty levels are reported through the Census at 11%. The living wage shown is the hourly rate that an individual must earn to support their family as the sole provider and working full-time (2080 hours per year). All values are per adult in a family unless otherwise noted. The state minimum wage is the same for all individuals, regardless of how many dependents they may have. The poverty rate is typically quoted as gross annual income and has been converted to an hourly wage for the sake of comparison.

Hourly Wages	1 Adult	1 Adult 1 Child	1 Adult 2 Children	1 Adult 3 Children	2 Adults (1 Working)	2 Adults (1 Working) 1 Child	2 Adults (1 Working) 2 Children	2 Adults	2 Adults 1 Child	2 Adults 2 Children
Living Wage	\$9.61	\$20.82	\$25.86	\$33.09	\$15.67	\$19.00	\$21.52	\$7.83	\$11.51	\$14.26
Poverty Wage	\$5.00	\$7.00	\$9.00	\$11.00	\$7.00	\$9.00	\$11.00	\$3.00	\$4.00	\$5.00
Minimum Wage	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25

Typical Expenses - These figures show the individual expenses that went into the living wage estimate. Their values vary by family size, composition, and the current location.

Annual Expenses	1 Adult	1 Adult 1 Child	1 Adult 2 Children	1 Adult 3 Children	2 Adults (One Working)	2 Adults (One Working) Child	2 Adults (One Working) 2 Children	2 Adults (One Working) 3 Children	2 Adults	2 Adults 1 Child	2 Adults 2 Children	2 Adults 3 Children
Food	\$3,509	\$5,176	\$7,786	\$10,321	\$6,434	\$8,011	\$10,339	\$12,583	\$6,434	\$8,011	\$10,339	\$12,583
Child Care	\$0	\$7,312	\$12,682	\$18,051	\$0	\$0	\$0	\$0	\$0	\$7,312	\$12,682	\$18,051
Medical	\$2,082	\$5,850	\$5,639	\$5,703	\$4,549	\$5,639	\$5,703	\$5,670	\$4,549	\$5,639	\$5,703	\$5,670
Housing	\$5,988	\$8,952	\$8,952	\$11,904	\$6,960	\$8,952	\$8,952	\$11,904	\$6,960	\$8,952	\$8,952	\$11,904
Transportation	\$3,764	\$6,855	\$7,901	\$9,258	\$6,855	\$7,901	\$9,258	\$8,845	\$6,855	\$7,901	\$9,258	\$8,845
Other	\$2,096	\$3,644	\$3,987	\$4,819	\$3,644	\$3,987	\$4,819	\$4,502	\$3,644	\$3,987	\$4,819	\$4,502
Required annual income after taxes	\$17,440	\$37,790	\$46,946	\$60,055	\$28,442	\$34,489	\$39,071	\$43,504	\$28,442	\$41,802	\$51,753	\$61,555
Annual taxes	\$2,544	\$5,514	\$6,849	\$8,762	\$4,150	\$5,032	\$5,700	\$6,347	\$4,150	\$6,099	\$7,551	\$8,981
Required annual income before taxes	\$19,984	\$43,303	\$53,795	\$68,817	\$32,592	\$39,522	\$44,771	\$49,851	\$32,592	\$47,901	\$59,303	\$70,535

Typical Annual Salaries

These are the typical annual salaries for various professions in this location.

Occupational Area	Typical Annual Salary
Management	\$101,700
Business & Financial Operations	\$62,450
Computer & Mathematical	\$72,830
Architecture & Engineering	\$70,790
Life, Physical, & Social Science	\$60,260
Community & Social Service	\$37,600
Legal	\$75,330
Education, Training, & Library	\$52,480
Arts, Design, Entertainment, Sports, & Media	\$41,990
Healthcare Practitioners & Technical	\$59,600
Healthcare Support	\$26,480
Protective Service	\$36,590
Food Preparation & Serving Related	\$19,120
Building & Grounds Cleaning & Maintenance	\$24,280
Personal Care & Service	\$21,990
Sales & Related	\$25,120
Office & Administrative Support	\$32,440
Farming, Fishing, & Forestry	\$26,700
Construction & Extraction	\$43,820
Installation, Maintenance, & Repair	\$41,860
Production	\$34,760
Transportation & Material Moving	\$31,350

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Federal Poverty guidelines define poverty thresholds for administrative purposes, and are used by many community, state and federal programs to determine eligibility. Most assistance programs in Franklin County determine eligibility for a family to be at approximately 150-200% of the Federal Poverty level, which is more in alignment with the living wage calculation.

Federal Poverty guidelines for 2015 are defined as follows:

# Persons in family/household	Poverty guideline
1	\$11,770
2	\$15,930
3	\$20,090
4	\$24,250
5	\$28,410
6	\$32,570
7	\$36,730
8	\$40,890

Minimum wage is \$7.50 per hour, and many unskilled positions hire at a high level of between \$10-12 per hour. For most families in Franklin County, this means that a full time job at market wages creates annual income of less than \$25,000. It's not unusual for a household to require 2 separate, full time income streams to provide a family sustaining wage.

As part of our Coalition planning process, members generated lists of Strengths, Weaknesses, Opportunities, and Threats (SWOT) that they perceive as playing a role in recidivism and impacting reentry efforts:

Current strengths in Franklin County to reduce recidivism:

- Strong faith community
- Colleges & universities nearby
- Stable economy
- Lots of volunteers (qualified Baby Boomers)
- History of collaboration and breaking down silos in the county
- Summit Healthcare & Keystone Healthcare and the collaboration between them
- Crisis line (Keystone) and Helpline (Mental Health Association)
- Healthy Franklin County (Mental Health Task Force, Nutrition Task Force, Education Task Force, Access to Healthcare Task Force)
- County folks at the table in the reentry coalition
- Strong, positive role models for people to connect with
- Reentry collaboration efforts may serve as a model to address other issues in the county
- Sense of hope
- Day Reporting Center (DRC)
- Business community
- CareerLink
- Reentry Coalition

Community supports:

- Family
- Church
- Parent to parent
- South Central Community Action Programs (SCCAP)
- Hispanic center
- United Way
- Maranatha Ministry, Inc.
- YMCA
- WIN
- FC CareerLink and tech center
- Universities and colleges in the area
- Health care providers
- Food banks
- Salvation army
- Police/fire departments
- LIU
- Free clinics
- Hospital
- Keystone Health
- A.A. and N.A. groups
- Library
- DRC

Current weaknesses in Franklin County to reduce recidivism:

Community barriers/challenges:

- Public transportation
- Employer background checks
- Location of housing – not positive environment
- Lack of structured programs
- Childcare costs and availability
- Funding for appropriate length of D&A treatment
- Silos (of agencies collaboration)
- Lack of affordable housing
- Stigma/culture

Opportunities for policies and practices that could HELP our efforts to improve reentry in Franklin County:

- Family and faith support
- County assistance, filling out applications prior to reentry
- Housing
- Navigators in jail
- Medications – more than 3 day supply
- Psychiatric assistance at reentry programs
- Universal release of information (for providers and agencies)
- Reentry specialists

Policies and practices that complicate our efforts to improve reentry in Franklin County:

- Constrained processes for sharing personal information
- Policy of not hiring individuals with criminal records
- Housing options limited for certain offenses
- Certain I.D.s required to get certain services or applications
- Transportation hours, fees, and no children
- Narrow scope of policies that do not allow for individual planning
- Location of services
- Universal release of info

Member Involvement

The Franklin County Reentry Coalition includes criminal justice system practitioners, human service and county administration departments, and key community stakeholders including the faith community and social service providers focusing on housing, addiction and mental health supports.

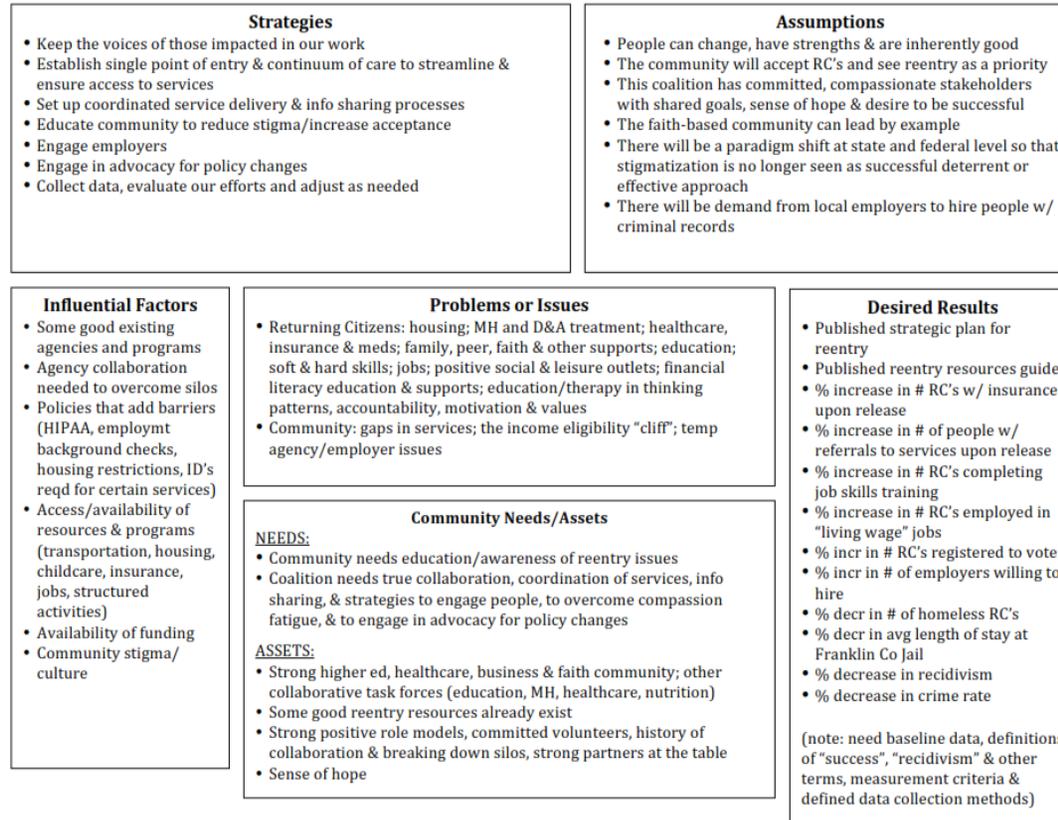
A breakdown of representation by agency or position follows, and are not presented in any particular order:

President Judge	United Way
Franklin County Commissioners	Healthy Communities Partnership
Court Administration	Criminal Justice Advisory Board Office
Franklin County Administration	Candleheart Ministries
Adult Probation	Chambersburg Hispanic American Center
Juvenile Probation	Maranatha Ministry, Inc.
Human Services Administration	Mental Health Association
Mental Health/Intellectual Disability/Early Intervention	Pennsylvania Commission on Crime and Delinquency
Chambersburg Police Department	South Central Community Action Programs/Circles Initiative
Franklin County Jail Day Reporting Center	Standard of Living Augmentation, Inc.
Franklin County Jail Diversion	Spectrum Health
Keystone Health	Summit Health
Franklin/Fulton Drug and Alcohol	GEO Reentry, Inc.
Franklin/Fulton Mental Health Housing	Crisis Intervention Team
New Hope Shelter	Veterans Affairs
State Parole	Franklin County Planning Department
Central Presbyterian Church	Franklin County Institutional Parole Office
360 Transformation Center	Waynesboro Community and Human Services
Public Defender	Franklin County Children & Youth Services
District Attorney	Alternative Behavior Consultants
Zion Reformed United Church of Christ	Salem United Brethren Church
Franklin County Communities That Care	Community members
New Hope Ranch	
Lincoln Intermediate Unit	

Theory of Change

FRANKLIN COUNTY REENTRY - Theory of Change

DRAFT as of 10/01/2015



Reentry Planning

For the incarcerated:

At the Franklin County Jail, the planning process for reentry currently follows the Risk/Needs/Responsivity-based Case Management/Treatment Plan model. There are assessments conducted for all those who receive sentences of longer than 90 days, are committed unsentenced/pre-trial, and commit Technical Parole Violations. Assessment scores are used to make recommendations for programming. Once inmates are sentenced, their files are reviewed at reentry meetings, which address their rating, programs, and areas of concern. This team also meets to examine whether they will be eligible and recommended for early release at 2/3 time. A pre-release probation officer works with the team to determine whether they will have challenges with home plans, and helps identify housing opportunities. If they qualify for a housing program, they will likely still have challenges in other areas. If an approved home plan is not identified, they remain incarcerated, utilizing county resources and jail bed space.

Many returning citizens have lost their jobs or housing and have no possibility of reconnecting with their prosocial supports such as employers, family or friends due to their incarceration. In Franklin County, the resources available to them are presented in a county guide entitled “Where to Turn for Help.” While this document is updated regularly, it is not specific to reentry. It provides a general listing of community services by category and gives contact information. The jail used to supply a Blue Book which provided a more extensive description of services available and their requirements, but this has not been updated recently. There are reentry plans developed at the jail, but without extensive coordination of services inside the jail with those on the outside, the burden is placed on the individual to navigate the system and find the help they need, while they are trying to stabilize their lives following incarceration.

For the system:

In 2014, Franklin County consulted with CRS, Inc. of Gettysburg to conduct a comprehensive study of the jail population, its driving factors, and characterize the current status and future expectations. The study recognized upcoming trends and changes, and analyzed effects on the correctional system and community. Challenges included increased population in the county and Franklin County Jail, and increasing pressure to address those with mental health needs in light of lack of funding and programs available. It is expected to become increasingly difficult for former inmates to find housing, which may delay release and cost more in terms of the cost of jail days and have negative effects on community reintegration. Franklin County Jail will house more offenders sentenced from the state and other outside jurisdictions.

COMMITTEE: Education and Reentry Summit

GOALS: Create an awareness/education plan for the county, including plans for media. Educate employers about reentry and hiring individuals with criminal backgrounds.

TARGET POPULATION: Community, Churches, Employers

Objectives	WHAT? Action Steps	BY WHEN? Target Dates	WHO?	Status?	Details
Publish series of news articles on Franklin County Facebook page, local newspapers, local TV and radio stations, and local churches.	Contact local newspapers to ask if they would be willing to run articles.	done	Kim Eaton	Completed 01.28.16. Sent to Record Herald, PO, Herald Mail. See attached release. Received emails back from HM, RH and PO that all will run articles.	
	Decide on writers and topics.	Next Meeting	Committee	Waiting for County approval for any official release or interviews.	Use Know Feel Do format to prep for interviews: what do they (know/ feel/ do) before the interview and what do we want them to (know/feel/do) after the article? Perhaps send articles already written. Let nonprofits/ community cover but standardize the message. Refer to data from within Plan to ensure it is the same. Preliminary article from Church/ housing/ employment perspective: needs we have been seen and benefits of collaboration. Series on specific niches: 6 or 7 key components to help people think about each. Common heading or series title. Think about life stories (Brand)of former offenders as well.
	Determine (non-County) spokesperson or point of contact for news stories.				

	Email to Coalition members to refer to talking points and strategic plan if contacted by media for interview, plus points to avoid (blame of systems).		Shalom		
	Contact local TV station	done	Shalom Black	nonprofit events only but can do news story w/ press release	
	Contact local radio stations	done	Kim Eaton	Completed 01.28.16 Sent email to News Talk103.7 FM. No response.	
Community Awareness Meetings	Contact local churches and ministeria		Reverend Diller	Rev. Jeff has the list of contacts	
	Create list of local community groups and meeting times/dates	Next Meeting	Kim Eaton		
	Create speakers bureau- consumers and professionals	next meeting	Committee		
	Develop powerpoint and talking points	done but Shalom will update	Shalom and Kim		
Asset Luncheon	Contact WACC member for approval of topic.	done	Kim Eaton	Topic Approved 01.28.16	
	Contact Rotary for date	done	Kim Eaton	Date: April 5, 2016	
	Recommend speaker: expert or consumer.	ASAP	Kim Eaton/ WACC		Kim recommended not using a local person but rather an 'expert' from Coalition. Have members from nonprofits who could be introduced, and maybe consumer Shalom develop Know Feel Do and talking points for her. Kim to ask DRC grads. Close with Coalition member talking about next step. (10-10-10)

Summit Presentation	Waiting for GEO to let us know if Ed Latessa is available on the dates already provided.	ASAP	Kim Eaton Adam Schlager	GEO still working on date and speaker for May.	
Engage Employers in process	Contact current employers used by PreRelease Department to see if they are willing to be mentioned in a public service announcement.	Done	Kayla Clapper	Hit and miss per Kayla. Some were willing to speak publicly about hiring offenders (about 50%).	Various options discussed and listed
	article on employers, listing benefits (tax break), or contact Chamber for meetings			contact Chamber	
	Talk to local branch of national non-profit about possible employment for offenders who meet their job requirements	Next meeting	Kayla Clapper		Nothing available; would have to go to corporate. Local branch said hiring is per job in terms of accepting ex-offenders.
Explore the Healing Communities information to decide if the program is something to pursue for Franklin County.	Read information and discuss feasibility of using program	Next Meeting	Committee	Rev. Jeff going to info session March 12.	Create subcommittee?

SUPPORT - ACTION PLAN - GOAL: Communicate necessary and available resources needed for transition from incarceration to civil life
TARGET POPULATION: Anyone entering or reentering civil life in Franklin County

Objectives	WHAT? Action Steps	Target Dates	WHO?	Success Measures
<p>1. Create an easy access, comprehensive, user friendly resource guide for individuals reentering civil life in Franklin County.</p> <p>2. Maintain and update information. Written updates: twice a year. Electronic updates: as information is provided.</p>	<p>1. Ø Compile county resources Ø Create access points: - Written sheet - Electronic Ø Categorize information by common need: - Identification/documentation - Shelter - Food - Employment - Language assistance</p> <p>2. Ø Stacy at FCHS will maintain and update information</p>	<p>1. Ø April 1, 2016</p> <p>2. Ø Semi-annual review. Resource changes will be made quarterly to the electronic version of the resources, and Semi-annually to the printed version.</p>	<p>Committee</p> <p>2. Franklin County Human Service</p>	<p>1. Ø Identify number of individuals accessing the site Ø Survey RC's at their 1 year anniversary in the community to identify: - Value of resources provided - Most common resource style used Ø Survey parole officers to determine - Value of resources provided - Most common resource style used</p> <p>2. Data is up to date upon inspection on a yearly basis</p>

INCREASE CAPACITY - ACTION PLAN - GOAL: Complete housing inventory to ensure affordable housing.
TARGET POPULATION: Coalition agencies and consumers

Objectives	WHAT? Action Steps	Target Dates	WHO?	Success Measures
Obtain information from Local Housing Options Team (LHOT)	LHOT is working on a current needs assessment	6 months	LHOT Task Force	Assessment is complete and final results are received

INCREASE CAPACITY - ACTION PLAN - GOAL: Identify and Address Funding Barriers
TARGET POPULATION: Coalition Governance, Franklin County Grants Dept., Coalition Members

Objectives	WHAT? Action Steps	Target Dates	WHO?	Success Measures
Secure funding for re-entry initiatives	<ul style="list-style-type: none"> -Have grants department search for applicable grants -Identify non-grant funding opportunities (i.e. MA) -Assess funding criteria of identified grants to ensure they are not in conflict with current policies 	<ul style="list-style-type: none"> -As soon as possible -As soon as possible -Based on identified funding options identified 	<ul style="list-style-type: none"> -Franklin County Grants Dept. -Various agencies and entities of the coalition -Based on decision of coalition governing body 	<ul style="list-style-type: none"> -List of applicable grants will be created -List of non-grant opportunities will be created -Funding that is in conflict with policies will be removed from above lists
*Barriers identified: lack of funding, funder/policy compliance, and who is governing the coalition	<ul style="list-style-type: none"> -Identify coalition members eligible to apply for grants and other funding 	<ul style="list-style-type: none"> -Once applicable funding is identified 	<ul style="list-style-type: none"> -Based on decision of coalition governing body 	<ul style="list-style-type: none"> -List of eligible applicants for each funding opportunity will be created and applicants will begin application processes

ADVOCATE FOR CHANGE - ACTION PLAN - GOAL: Assess current jail and reentry processes and protocols, looking for opportunities to enhance or develop better processes and remove process barriers
TARGET POPULATION: Jails, Courts, Coalition agencies and consumers

Objectives	WHAT? Action Steps	Target Dates	WHO?	Success Measures
<p>Proper placement identified prior to release</p> <p>Identify and meet all needs (housing, medical, rehab, etc.)</p> <p>Prioritization of needs</p> <p>Centralized location for services and reentry</p> <p>Ensure proper release paperwork is prepared</p>	<p>1. Identify coalition members that are not at the table in regards to jail process team after it is determined the individual will need reentry assistance</p> <p>2. Use of advanced intakes with comprehensive needs assessment and proper referrals put in place for all identified needs</p> <p>3. Use of assessment tool for scoring high risk/needs areas and tem input into prioritization of individual's needs</p> <p>4. Identify prospective locations for centralized reentry services</p> <p>5. Develop checklist of proper release paperwork required for various reentry scenarios</p>	<p>1. Based on committee work</p> <p>2. Based initially on committee work</p> <p>3. At time of release and ongoing</p> <p>4. Spring 2016</p> <p>5. Summer 2016</p>	<p>1. Jail Process Team and Resource Directory</p> <p>2. Jail Process Team and Resource Directory</p> <p>3. Jail Process Team</p> <p>4. Reentry Coalition</p> <p>5. Courts and Jail Administration</p>	<p>1. All needed members are present on Jail Process Team</p> <p>2. Referrals are in place at time of release for identified needs</p> <p>3. Lower risk/needs scores on continued assessments</p> <p>4. Location is identified and secured</p> <p>5. Proper release paperwork is in place at time of placement for smooth transitions</p>