

Instituting Lasting Reforms for Prisoner Reentry in Philadelphia

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Justice Policy Center
2100 M Street, NW
Washington, DC 20037

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This document was prepared under a grant from the Philadelphia Prison System and the City of Philadelphia.

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ACKNOWLEDGMENTS

The authors would like to thank the many individuals who assisted our efforts in collecting information for this study. Philadelphia Prison System (PPS) Commissioner Leon A. King offered virtually unlimited access to facilities and staff within the Philadelphia Prison System, facilitated our interviews with prisoners, and was available throughout the process to answer questions and offer guidance. Executive Director Harriett Spencer, Office of External Affairs and Research & Development, served as our key contact within PPS, and her patience and assistance were critical to the completion of the study. Alan Appel, Susan Kretsge, Cheryl Kritz, Irv Rosenstein, and David Rudovsky were instrumental in getting this project started. Peter Solomon literally and figuratively opened doors for us at Parole and Probation. The Urban Institute worked closely with the Jackson v. Hendricks Settlement Fund Committee and the Reentry Research Oversight Board during this process.

Within PPS and Parole and Probation, a number of individuals generously offered their time to answer our questions and help guide us through their systems: Joyce Adams, Wilfredo Rojas, Frank Siemetkowski, William Chaney, John Lieb, Leonard Freeman, Lorraine Mann, Rick McKinney, Deborah Raddock, Thomas Shields, Rev. Nicholas Barbeta, Richard Petrelli, Cheryl Morrison, Tina Genetti, Louis Giorla, John Hudson, Robert Tomaszewski, Clyde Gainey, Rodney Brockenbrough, Arthur Blackmon, Darryl Anderson, Reginald Hammond, Byron Cotter, Stephanie Byrd, Frank Johnson, Edee Desimone, Lt. John M. Hudson, Loida Moreno, Darnell Hillary, Angel Pineiro, and Aisha Board.

A number of people supported the development of Frankford Community Roundtable. Carolyn Harper at P/PV and Rev. Colleen Butler at the Frankford CDC were critical in the identification of potential participants. Rev. George Kenner was kind enough to allow us to use the Second Baptist Church of Frankford as a gathering place for the meeting. Participants in the Frankford Community Roundtable included: Marie Delany, Jerry Bolzak, Ted Lewis, Carolyn Harper, Nick Taliaferro, Steven Blackburn, Jonathan Maness, Leon King, Catherine Bowers, Ray Jones, Sonia Saunders, Deborah Raddock, Arthur Blackmon, Harriet Spencer, Linward Crow, Robert Malvestuto, Byron Cotter, Peggy Hoch, and Rick McKinney.

We are also grateful to staff from the Justice Policy Center at the Urban Institute who contributed to this report. Dionne Davis conducted many of the inmate surveys at PPS described in this report. Marta Argueta assisted in coordinating the Roundtable. Amy Solomon offered critical guidance in shaping the final project report.

John Jeffries facilitated the Frankford Community Roundtable and was an invaluable asset developing and structuring that event.

Finally, this project came about due to the vision and leadership of Jeremy Travis, now president of John Jay College, while he was a senior fellow at the Urban Institute.

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EXECUTIVE SUMMARY

This report examines the prisoner reentry phenomenon in the city of Philadelphia, focusing on the return of prisoners from the Philadelphia Prison System (PPS). As part of the mandate given by the Philadelphia Prison System, the report describes the process of prisoner reentry in Philadelphia by examining trends in incarceration and prison releases within the city, the characteristics of the city's returning prisoners, self-reported experiences with rehabilitative programming while incarcerated, prisoners' expectations for their post-release experiences, the geographic distribution of returning prisoners, trends in community supervision, and characteristics of selected neighborhoods with high concentrations of return. This report does not attempt to evaluate a specific reentry program or to empirically assess Philadelphia's reentry policies and practices. The report does not describe returning prisoners from prisons in the state of Pennsylvania correctional system. Rather, the report consolidates existing data on incarceration and release trends, and presents a new analysis of data on Philadelphia prisoners released between 1996 and 2003. The data used in this report were derived from several sources, including the Philadelphia Prison System, Philadelphia Adult Parole and Probation, and interviews with prisoners conducted by the Urban Institute. Highlights from this report are presented below.

Incarceration and Release Trends. Overall, there were a total of 240,729 individuals admitted and subsequently released from PPS in the eight years studied here, 1996-2003. However, during those eight years, only 106,849 different persons were incarcerated and released. Almost exactly half (53,621) were incarcerated and released multiple times (3.5 times on average). These individuals accounted for 187,501 incarcerations and releases, or 78 percent of all releases during these eight years. Another 53,228 individuals were incarcerated in PPS only once, accounting for 22 percent of all releases in the study period. In the last year of the study (2003), 70 percent of released prisoners had previously been incarcerated in PPS. Among the 8,780 prisoners released in 2003 after having served a sentence in PPS, 78 percent had previously been prisoners (either detained or sentenced) in PPS. Probation and parole violators account for about half of all sentenced inmates.

Characteristics of Released Prisoners. The typical returning prisoner in 2003 was a 31-year-old black male, unmarried with at least one dependent, who had dropped out before completing high school. Those with multiple periods of incarceration were more likely to be black, single and have more dependents. They are also younger (29 compared to 32 years old), and tend to have higher levels of education attainment—although this difference may be due in part to repeated exposure to in-prison GED programs.

In-prison Programming. Among the survey sample of those having been in PPS for a substantial period, more than half of PPS prisoners were offered the OPTIONS program (a drug rehabilitation program) and 44 percent reported participating. This rate is consistent with other data reported in the survey – 43 percent of prisoners self-reported frequent marijuana use and 29 percent reported frequent use of other drugs. For other programs in PPS, generally about 30 percent reported having received an offer to participate in each program. Most PPS inmates offered a program participate in that program – about 75

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percent. Overall, most respondents reported at least moderate levels of satisfaction with PPS programming.

Geographic Distribution of Released Prisoners. The majority of prisoners released from PPS during 2002 and 2003 were released to communities in Philadelphia (85 percent). The Urban Institute mapped the likely return addresses of prisoners in PPS that were released from 2002 to 2003. Approximately 28,000 total addresses could be mapped. Six neighborhoods were identified from the data as examples of neighborhoods with high rates of returning prisoners: Cobbs Creek, Fishtown, Frankford, Hartranft, Hunting Park, and West Kensington. Three of the communities fare poorly on traditional measures of community economic strength (Hartranft, Hunting Park and West Kensington) and three are similar to city-wide averages (Cobbs Creek, Fishtown and Frankford). Data also indicate that these communities have higher than average rates of crimes against persons.

Prisoners Expectations for Release. Most PPS prisoners in the sample of PPS prisoner surveyed for this report are highly optimistic about their post-release prospects. A majority of respondents (59 percent) intend to live with family members post-release. The most popular living arrangement reported was with a mother or stepmother (24 percent) followed by a significant other (17 percent). Most prisoners believe that they will be welcomed back by supportive family (90 percent), friends (80 percent), and a community where they will be socially accepted. Inmate optimism was somewhat tempered with respect to their ability to avoid future incarceration. Twenty percent of respondents reported that it would be very hard or pretty hard to avoid a return to prison. A larger percentage (31 percent) of those who expected to be under community supervision post-release stated that avoiding a parole/probation violation would be difficult.

Release and Supervision Policies and Practices. Cases assigned to Philadelphia's Adult Parole and Probation Department (APPD) often include offenders with sentences for several different charges and several different cases. The department handles probation cases, parole cases, and cases involving a combination of parole and probation sentences with little to no distinction between the different types cases. There are two different types of parole: 1) parole that is granted after a prisoner has served a sufficient proportion of their sentence, and 2) bench parole – where offenders receive credit for pre-trial time in detention and are directly paroled at sentencing. In 2003, 8,772 individual terms, or about 50 percent of all new supervision terms, in the data set were strictly probation cases. Another 5,470 were probation and parole terms, or about 31 percent of all terms. Only 14 percent of all supervision cases were parole cases.

Conclusion. Much of the data in this report focuses on activities around the release from prison. It is important to note that not only is each release from prison unique and challenging: it is the cumulative disorder associated with each individual who is released and who requires assistance, intervention and supervision to prevent future offending. The challenge to the City is how to intervene with the thousands of individuals cycling through the prison system arrest after arrest, year after year.

INTRODUCTION

Prisoner reentry, which is the process of leaving prison and returning to society, has become a prominent issue both in Philadelphia and nationwide. Throughout the United States and in Philadelphia, incarceration rates have steadily risen over the last twenty-five years, and the number of prisoners released back into the community has increased proportionately. Nationally, an estimated 630,000 individuals were released from state and federal prisons in 2003, almost four times the number released two decades earlier.¹ The number of inmates housed in prison and jails nearly doubled between 1990 and 2002, growing from about 1.2 million to nearly 2 million.² In Philadelphia, the daily population of the Philadelphia Prison System (PPS) has experienced similar growth, increasing from about 4,000 in the late 1980s to between 7,500 and 8,000 in 2002.³ The total number of annual admissions to PPS has also increased, from 23,000 in 1996 to 31,000 in 2003.⁴

Prisoners face numerous barriers to successful reintegration. Safe, permanent and affordable housing is hard to find, employers are hesitant to hire ex-prisoners, and family members may be reluctant to resume relationships. While the challenges facing released prisoners have not diminished, fewer programs and services are now available in prison to help their transition. As a result, prisoners are generally less prepared for reentry than in the past.⁵ As the volume of returning prisoners has increased, researchers are concerned that there may be dis-investment in neighborhoods or difficulty maintaining investment in poor neighborhoods, likely including many neighborhoods with large numbers of returning prisoners.⁶ As a result, at a time when more prisoners than ever are returning home, a smaller percentage have access to programs and services both inside and outside correctional facilities. In sum, despite the growing attention to the challenges of prisoner reentry, the barriers faced by ex-prisoners appear to be growing.⁷

The burden of prisoner reentry is carried not only by the individual ex-prisoner, but also by their family and their community. Major metropolitan areas, including Philadelphia, bear a disproportionate harm from the removal and return of prisoners. In 1996, almost two-thirds of prisoners released from state and federal prisons returned to a major metropolitan area, an increase of about one-third from 1984.⁸ In 2002, almost one-third of all Pennsylvania state prisoners return to Philadelphia, and at any given time, almost 40 percent of the state prison population is comprised of residents of Philadelphia.⁹ Within major cities, ex-prisoners are often concentrated within a few neighborhoods, and these neighborhoods with high rates of return are often clustered into fragile communities.¹⁰ High concentrations of returning prisoners may have significant effects on the neighborhoods they return to. These communities face high public safety costs and high costs of victimization, reduced economic opportunity, increased public health risks, and numerous quality of life problems, such as high rates of homelessness and a lack of community cohesion.

This report describes the characteristics of returning prisoners by analyzing data about prisoners returning from PPS, using data from the Philadelphia Prison System and Philadelphia Adult Parole and Probation. The portrait is not intended to serve as an evaluation of criminal justice system programming, nor is it an empirical study of reentry practices and preparation in the Philadelphia Prison System. Rather, it is

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designed to serve as a benchmark for use in broad policy discussions about the prisoner reentry phenomena by answering several questions that frame this report:

- What is the policy context surrounding prisoner reentry in Philadelphia? How do sentencing and post-release supervision practices affect reentry?
- What are the socio-demographic characteristics of Philadelphia's prisoners?
- How do prisoners enter the Philadelphia Prison System?
- How are Philadelphia Prison System inmates prepared for reentry? How satisfied are they with those services?
- How are prisoners released from the Philadelphia Prison System? What types of supervision are routinely employed? Do prisoners feel adequately prepared for their return?
- What are the communities in Philadelphia with the greatest concentrations of returning inmates from the Philadelphia Prison System? What are the economic and social climates of those communities?
- Are the current data management systems sufficient to track performance measures to monitor the effectiveness of prisoner preparation for reentry?

A Focus on Prison, Parole, and Probation in Philadelphia

The analysis of prisoner reentry focuses on the prisoners¹¹ returning from PPS. In the state of Pennsylvania, those serving less than two-year sentences serve these sentences in a county facility. In Philadelphia, convicted offenders are housed within the Philadelphia Prison System, and detained arrestees co-located within the same facilities. This differs from the usual model in state corrections, where it is generally the case that those serving less than a year are housed locally, and those serving one to two year terms serve sentences in state facilities.

In addition to housing offenders sentenced for up to 23½ months, PPS also houses inmates who are held pre-trial. The pre-trial inmates generally serve only a short period of incarceration, often less than two weeks. Because of their relatively short periods of incarceration, this group presents different challenges as they return home than ex-prisoners incarcerated for longer sentences in state and county facilities. They also present policy problems that are different from those faced by returning state prisoners.

The city of Philadelphia is also affected by the harms caused by recidivism of offenders released from state prison. Many of the most serious crimes committed in Philadelphia result in a state prison sentence. Many of those prisoners will ultimately return to Philadelphia. Since many of those ex-prisoners will pass through PPS on their way to state prison, some information about those individuals will be included in this report. In order to develop a comprehensive policy response to the challenges related to prisoner

reentry, the City must ultimately address reentry from state and federal correctional institutions. Changes in prosecution, incarceration and community supervision policy at the state and federal level will certainly impact prisoner reentry in Philadelphia.

However, it is appropriate to begin the policy discussion with a more discrete focus on the population that is incarcerated within the City, since the City has the most direct oversight of that population. While reentry from State facilities also impacts Philadelphia's communities, the unique structure of the Philadelphia Prison System, combined with the large numbers of prisoners released from those facilities, warrants special investigation.

About the Data

Data for this project were collected from a number of sources. Most of the statistics in this report were developed from primary data collected from Adult Parole and Probation and from PPS, or from one-on-one interviews with currently incarcerated offenders in PPS. Unless otherwise noted, all data were analyzed at the Urban Institute.

Administrative Records

Philadelphia-specific data include

- measures of criminal offending that were reported, investigated and prosecuted within the city of Philadelphia from official data;
- socio-demographic characteristics of prisoners (official data and self-reported);
- prisoner criminal history data, including prior arrests and incarcerations from official data;
- self-reported experience while incarcerated, including service receipt and satisfaction;
- neighborhood of return and expectations for release; and,
- characteristics of community supervision.

In addition, Pennsylvania state crime and incarceration data, and national crime and incarceration data were analyzed to provide context for the trends observed in Philadelphia.

The report identifies annual cohorts of prisoners exiting PPS and uses available data to describe what characteristics they brought with them to prison, how long they were incarcerated and subsequently monitored in the community, and what services and supervision they received. The report therefore only presents empirical analysis of processes and services that were described in automated administrative records. This report does not include analysis of services and programming if record-keeping about service receipt exists only in paper files.

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Interviews with Currently Incarcerated Prisoners

As part of this project, a total of 200 prisoners drawn from each of the PPS facilities completed a self-administered survey. The survey collected information about demographic characteristics of Philadelphia prisoners, their experiences while incarcerated, and their expectations following release. The goal of the survey was primarily to document what types of services prisoners believed were needed, what services were received, and how well these services prepared prisoners for their return home. The survey also documented the expectations and concerns of returning prisoners, including their connections to work, family, housing and employment in the community.

The analysis of the survey data is intended to serve three purposes. First, these data provide feedback from the population PPS services that can be used as (a) a planning tool for the Philadelphia Prison System in developing or modifying existing programs; (b) as a framework for the City to make determinations about the appropriate level of program investment; and (c) as a means of evaluating the existing linkages between community-based services and returning prisoners. Second, it provides baseline performance measurement data that can be used as part of an ongoing strategic planning and performance monitoring system. Recommendations for reentry performance monitoring are presented in **Chapter 7** of this report. Finally, these survey data can be used to evaluate how well prisoners believe the services and programming provided within PPS meet their needs.

The ultimate outcomes for returning prisoners are external to PPS: each returning prisoner will choose whether and how to participate in their community. Key factors affecting their ability to avoid future offending are related to a host of factors that are beyond the direct control of the prison system: job prospects, family functioning, substance abuse problems, and availability of post-release services and programming. However, their perceptions of their own preparedness may provide a valuable predictor of their success or failure once they return home.

A full description of the administrative data and the survey methodology used in this analysis can be found in **Appendix A**.

Semi-Structured Interviews with Staff

Urban Institute researchers conducted semi-structured interviews with PPS staff who are charged with delivering programming and services to inmates. Staff and services were initially identified through the office of the Deputy Commissioner for Treatment. Each person interviewed was asked to identify other service providers that should be interviewed. The goal of these interviews was to develop an understanding of the goals and objectives of PPS programs and to provide context for administrative data and self-report data developed from the prisoner interviews. Parole and Probation programming followed a different protocol, where administrative data were used to identify programming leading to subsequent interviews.

Administrative data describing the type and amount of programming and service receipt was extremely limited in both PPS and Parole and Probation. While record-keeping is taking place for most of those programs, centralized data collection is not. As a result, we are unable to describe data from official records about how many of those in prison or under community supervision are receiving services, and what types of services they are receiving. The prisoner interviews were explicitly designed to ask about each type of service of which we were aware, and those responses are reported here.

Frankford Community Roundtable

A culminating activity of the Urban Institute's Philadelphia Reentry project was the creation of a community-level roundtable on reentry. The Reentry Roundtable is an ongoing initiative gathering policy makers, researchers, service providers, and other key stakeholders to assess and develop a strategic response to the challenge of prisoner reentry in Philadelphia. The goal of this dimension of the Institute's project is to anchor all the research findings within one of Philadelphia's community's that is most affected by returning prisoners. The Frankford Community Roundtable on Reentry will develop new networks and understanding regarding prisoner reentry in one community with high concentrations of incarceration and reentry, to be used as the model for the development of reentry initiatives across the City.

Report Structure

The experience of prisoners returning to Philadelphia is directly impacted by factors outside of the control of city agencies. Sentencing, corrections and supervision policies of the state of Pennsylvania will affect who is returning to the city and how well they are prepared for reentry. This in turn will affect crime levels and the City's crime control policies. A brief discussion of recent trends in sentencing and corrections policy in Pennsylvania, to provide context for assessing observed changes in incarceration and supervision practices, can be found in **Appendix B**.

The structure of the report is as follows. **Chapter 1** identifies trends in crime and prison populations between 1996 and 2003. **Chapter 2** describes how prisoners enter PPS and profiles their personal characteristics. **Chapter 3** uses data from in-prison interviews to develop a portrait of prisoner experiences while incarcerated. **Chapter 4** describes how prisoners are released from PPS and describes the neighborhoods to which they will return. **Chapter 5** uses data from the in-prison interviews to detail prisoners expectations for their post-release experience. **Chapter 6** describes community supervision practices in Philadelphia. **Chapter 7** describes the Frankford Community Roundtable. **Chapter 8** presents recommendations for the development of performance measures. **Chapter 9** describes conclusions drawn from this research and outlines proposed next steps for the City of Philadelphia.

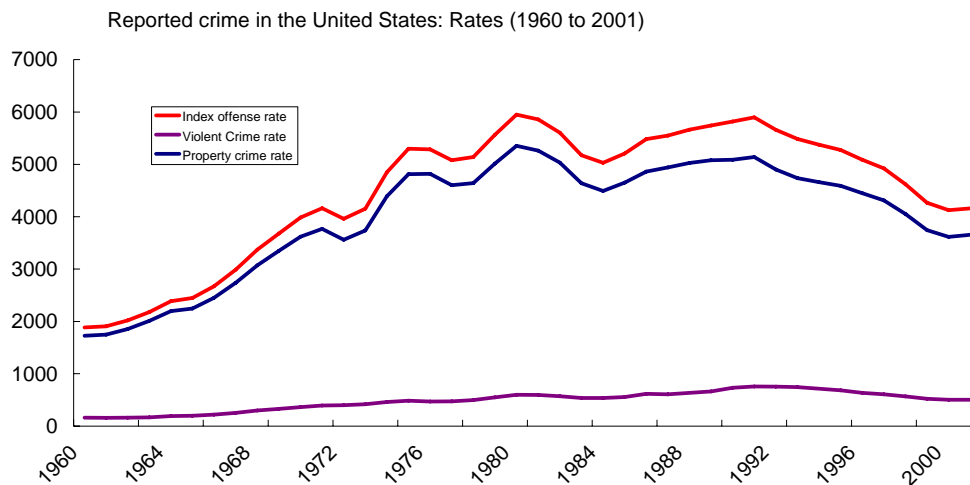
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Chapter
1

TRENDS IN CRIME RATES AND PRISON POPULATIONS

Rates of reported crimes grew steadily throughout the 1960s and 1970s and peaked in the early 1980s. Crime rates peaked again in the early 1990s and then declined throughout the 1990s. This general trend appears for most types of crime—index crimes (murder, rape, assault, burglary, larceny and motor vehicle theft), property crime (burglary, larceny and motor vehicle theft) and violent crime (murder, rape, and assault). Rates of reported crime in the early 2000s were similar to crime rates in the early 1970s (**Figure 1**).

Figure 1
Decreases in reported crime in the United States in the 1990s



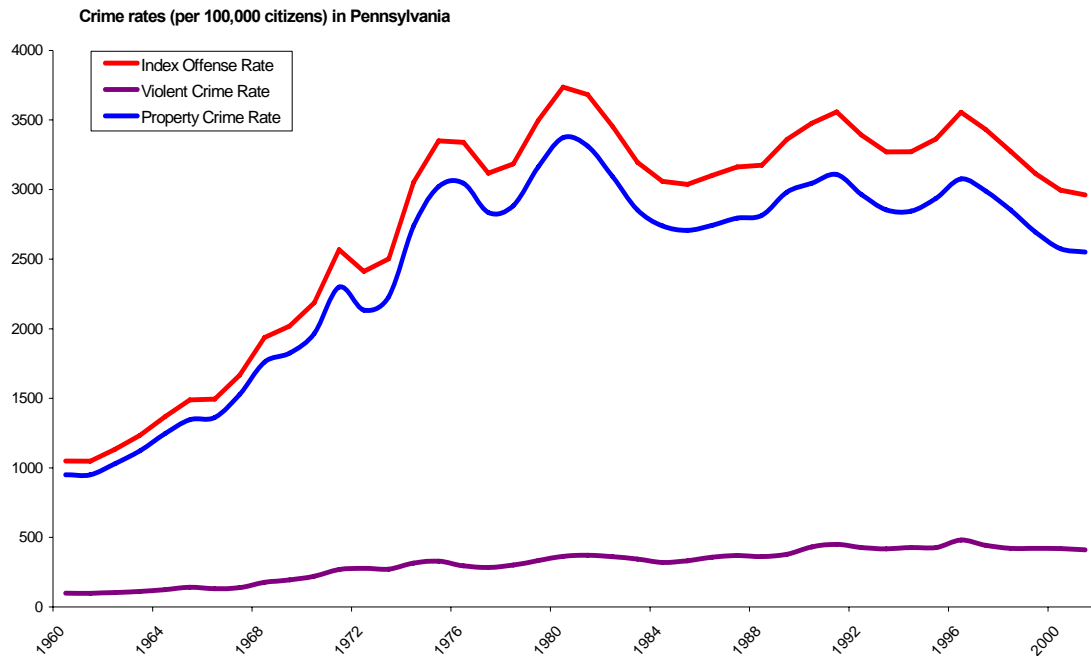
Source: Urban Institute analysis of Bureau of Justice Statistics data.

Trends in reported crime in the state of Pennsylvania generally mirror national trends from 1960 through the early 1980s. Rates of reported crime increased sharply in the 1960s

and 1970s, but leveled off by the early 1980s. Crime rates then dipped in the mid-1980s before increasing again into the early 1990s (**Figure 2**).

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Figure 2
Steady rates of reported crime in Pennsylvania since 1980

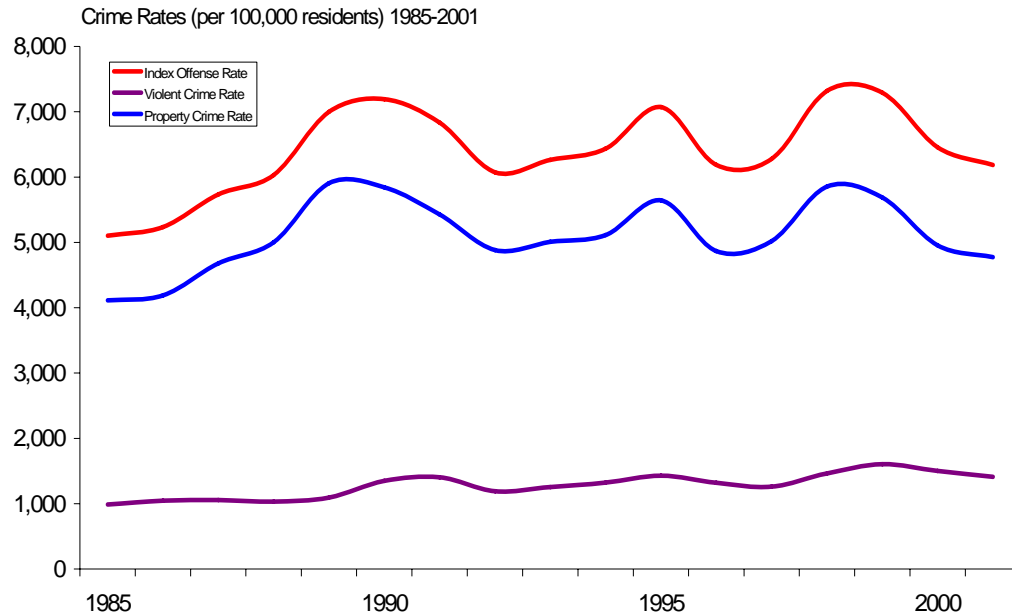


Source: Urban Institute analysis of data reported by the Philadelphia Police Department.

While crime declined substantially in the United States throughout the 1990s, and declined more slowly throughout Pennsylvania, rates of reported criminal offending have remained relatively stable in Philadelphia over the last fifteen years. Increases in crime in Philadelphia in the mid-1990s are more pronounced than statewide increases, and periods of decline in

crime are much smaller in the city. While national crime rates have returned to the relatively low levels of the 1970s, crime rates in Philadelphia remain at about the same level in the early 2000s as was the case in the late 1980s—a period generally regarded as the peak of the crime wave (**Figure 3**).

Figure 3
Steady rates of reported crime in Philadelphia

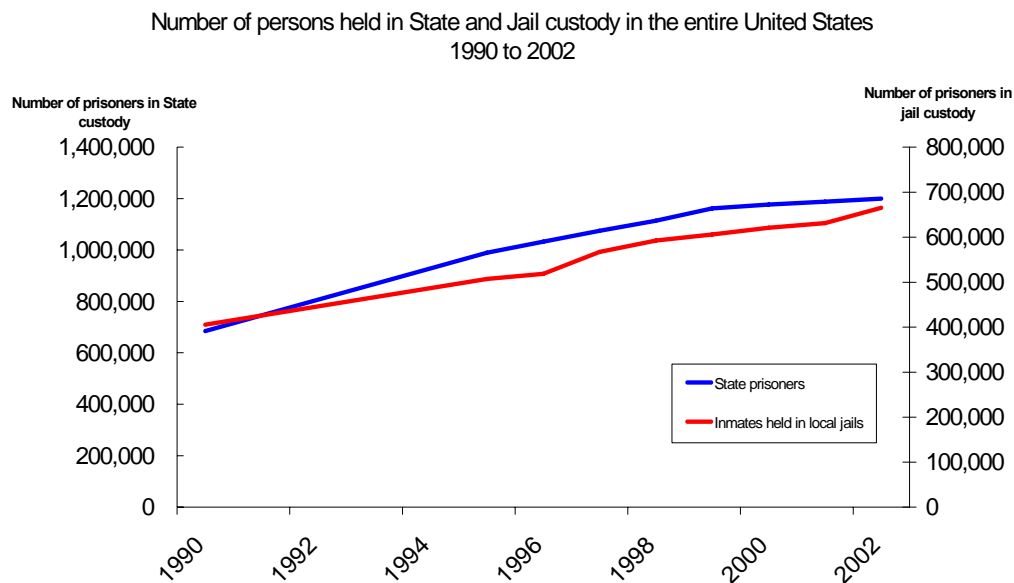


Source: Urban Institute analysis of data reported by the Philadelphia Police Department.

While the national crime rate has declined over the last decade, incarceration rates have moved in the opposite direction. National data clearly indicate that the number of persons incarcerated

and under community supervision has grown rapidly over the last two decades. By 2002, almost 2 million people were held in state jails and prisons.

Figure 4
State jail and prison populations growing steadily



Source: Urban Institute analysis of Bureau of Justice Statistics data, in Harrison, P. and J. Karberg. Prison and Jail Inmates at Midyear 2002 NCJ 198877.

Figure 4 describes the trends in both state prison and jail populations from 1990 to 2003. Nationally, the number of inmates in state prisons increased steadily between 1990 and 2002. About 1.2 million persons were

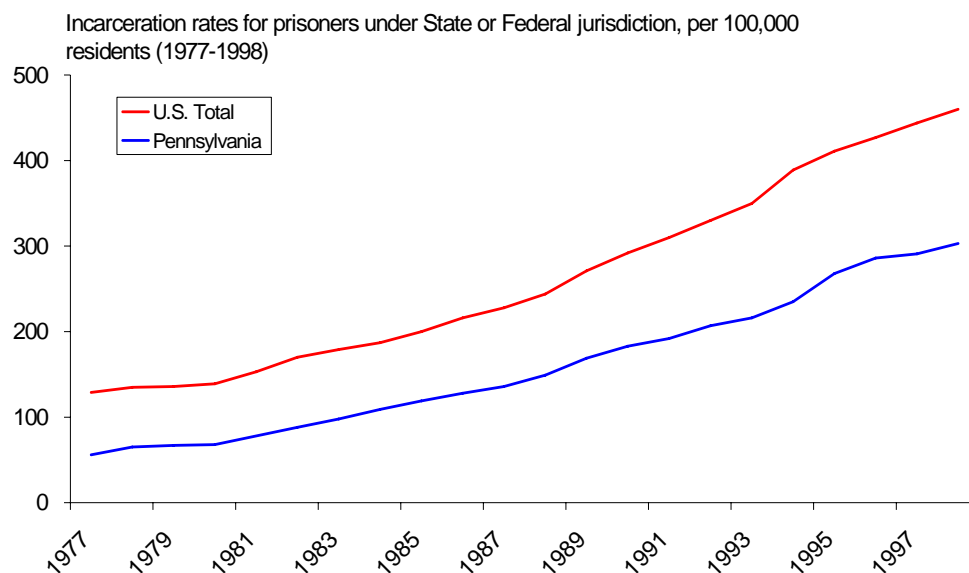
incarcerated in state prison in 2002 (shown on the left axis). The number of jail inmates increased at a comparable rate throughout this period, from about 400,000 in 1990 to more than 650,000 in 2002 (shown on the right axis).

Concurrent with the increase in prison populations, the rate of incarceration (the number of persons incarcerated per 100,000) has also increased. Nationally, the incarceration rate almost tripled between 1977 and 1998. Overall, incarceration rates in Pennsylvania are lower than national averages, and exhibit a slower

increase than national averages (**Figure 5**). However, the rate of prison population growth continues to exceed the overall rate of population growth. In Pennsylvania, prison populations expanded faster than the Pennsylvania population by a rate of two to one throughout this period.

Figure 5

Sentencing policy leads to lower prison rates in Pennsylvania



Source: Urban Institute analysis of Bureau of Justice Statistics data.

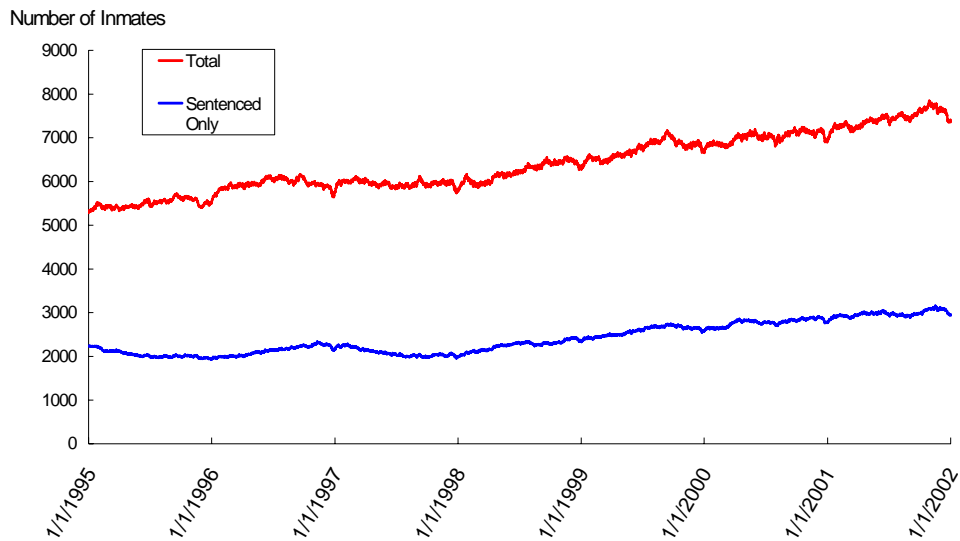
A significant portion of the difference between Pennsylvania incarceration rates and national rates is likely due to the difference in sentencing policy. Since Pennsylvania only uses state prisons to house felons serving more than 23½

months—rather than more than 12 months as is the case in most states—a substantial portion of the felony population in Pennsylvania is held in county facilities. The Bureau of Justice Statistics data described above only include state prisoners

in calculating the incarceration rate. Therefore, many Pennsylvanians incarcerated in county prisons—and not included in these data—are included in the U.S. total. While this may explain the difference in overall incarceration rates, it is not clear whether the slower growth in Pennsylvania incarceration rates is also due to this difference in sentencing policy. This subject warrants further investigation.

The growth of the prison population within Philadelphia is consistent with national trends in incarceration and community supervision rates. **Figure 6** describes the daily prison population in PPS between January, 1995 and January, 2002. During this period, the average daily population increased from about 5,300 to about 7,500. Daily populations continued to increase after this period, but have subsequently returned to about 7,500 in 2004.

Figure 6
Daily prison population in PPS (1995 to 2002)

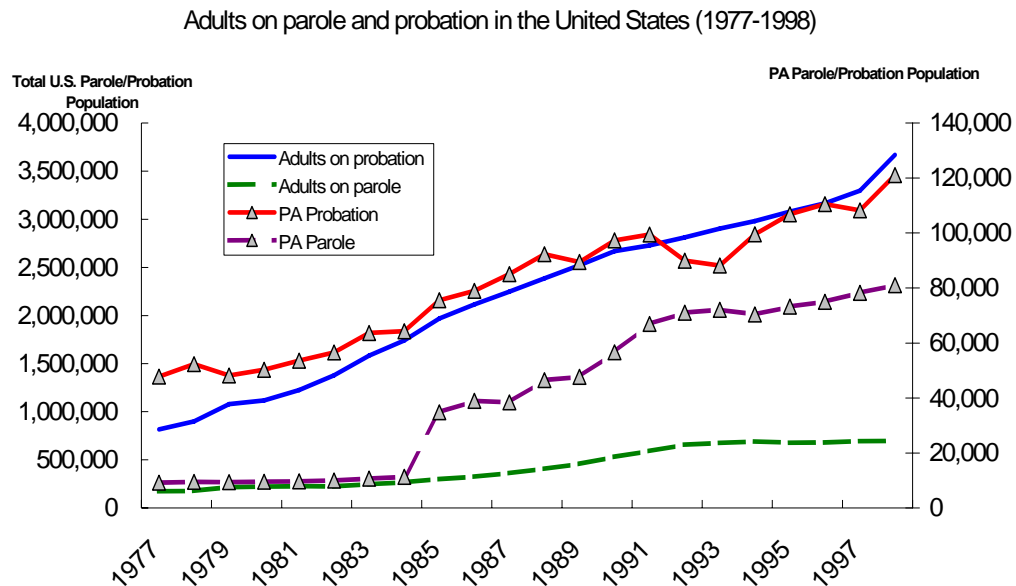


Source: Urban Institute analysis of Philadelphia Prison System data.

The most dramatic increase among criminal justice system populations during this period was in the number of persons under community supervision. By 1998, more than four times as many persons were on probation and parole as in 1977 (Figure 7). In total, 4.3 million persons in

the United States were on state probation or parole at the end of the 1990s. State probation and parole in Pennsylvania have experienced similar growth as probation and parole throughout the country.

Figure 7
Large increases in parole and probation populations



Source: Urban Institute analysis of Bureau of Justice Statistics data, *Adults on parole in the United States* data source: BJS, Annual Parole Data Survey data series (CJ-7) and *Adults on parole in the United States* data source:

With the exception of a decline in the number of probationers in 1992 and 1993, the number of probationers in Pennsylvania grew steadily from 48,000 in 1977 to more than 120,000 in 1998.

The parole population in Pennsylvania, however, grew at a much faster rate than national trends.

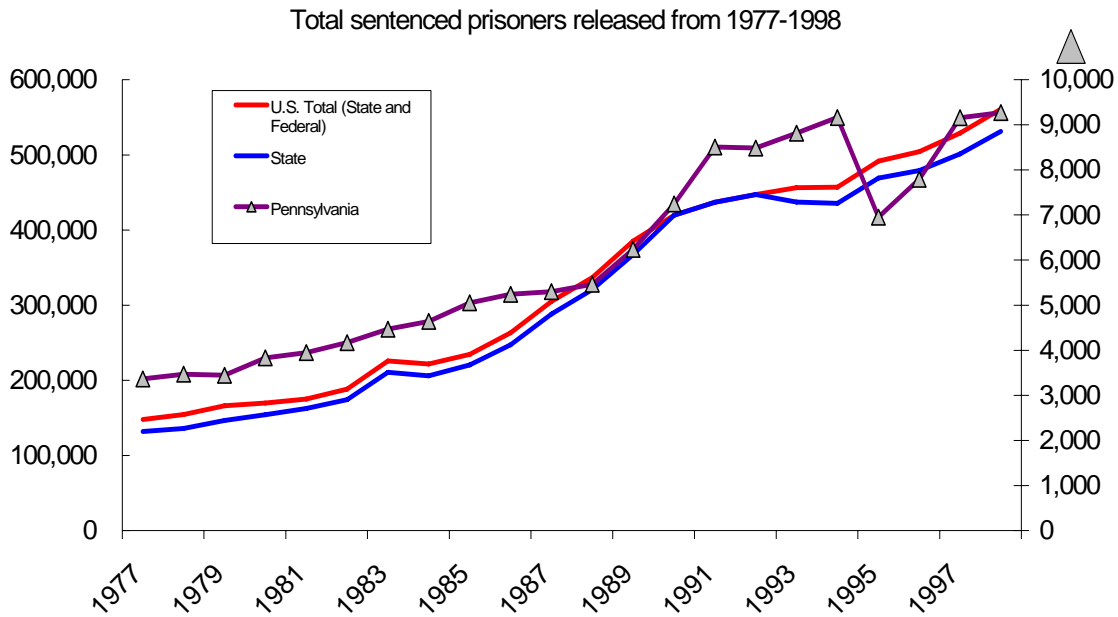
A significant rise in the parole population

occurred in 1985 when the number of parolees more than tripled in one year, growing from 11,000 in 1984 to nearly 35,000 in 1985. This increase is likely due to court rulings in that period related to prison overcrowding (see **Appendix B**).

Since almost all prisoners are eventually released, it is not surprising to find that the number of state prisoners returning to their communities has also increased sharply during this period. By 1998, more than half a million prisoners were being released from state prisons across the country annually, a number that has since grown to more than 656,000 per year. Pennsylvania's experience with prison releases

has been consistent with the national experience (Figure 8). Starting with an annual released population of about 4,000 in the late 1970s, the number of prisoners released from state prisons has grown rapidly, and by 1998, Pennsylvania released about 9,000 prisoners annually. In 2002, more than 10,500 inmates were released from Pennsylvania state prisons.¹²

Figure 8
State prison releases



Source: Urban Institute analysis of Bureau of Justice Statistics data, in Harrison, P. "Total Sentenced Prisoners Released From State or Federal Jurisdiction." BJS, National Prisoner Statistics data series (NPS-1). 2000.

Chapter 2

CHARACTERISTICS OF PHILADELPHIA

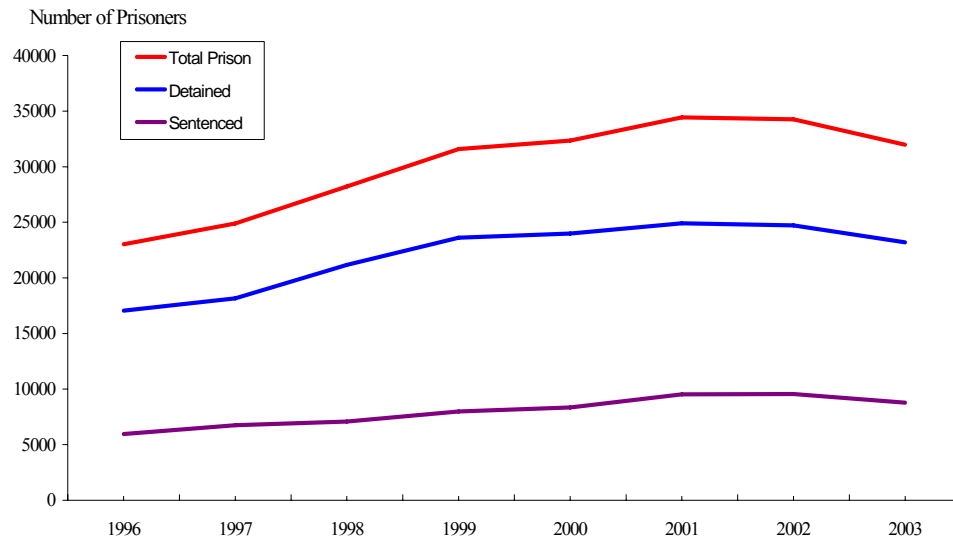
PRISONERS

This chapter describes the characteristics of prisoners: who they are, where they came from—and where they will ultimately return—and what brought them into the system. From these data a profile can be constructed which describes the characteristics of the typical prisoner at release. The typical returning prisoner in 2003 was a 31-year-old black male, unmarried with at least one dependent, who had dropped out before completing high school.

Overall, there were a total of 240,729 individuals incarcerated and released from PPS in the eight years studied here, 1996–2003 (see **Table 1** in **Appendix C**). Because PPS is a county facility, it houses both sentenced and detained inmates, and the characteristics and

experiences of these two populations may be quite different. To explore these issues, in the sections that follow, data on these two groups are presented both separately and in the aggregate.

Figure 9
Composition of the PPS population



Source: Urban Institute analysis of PPS data.

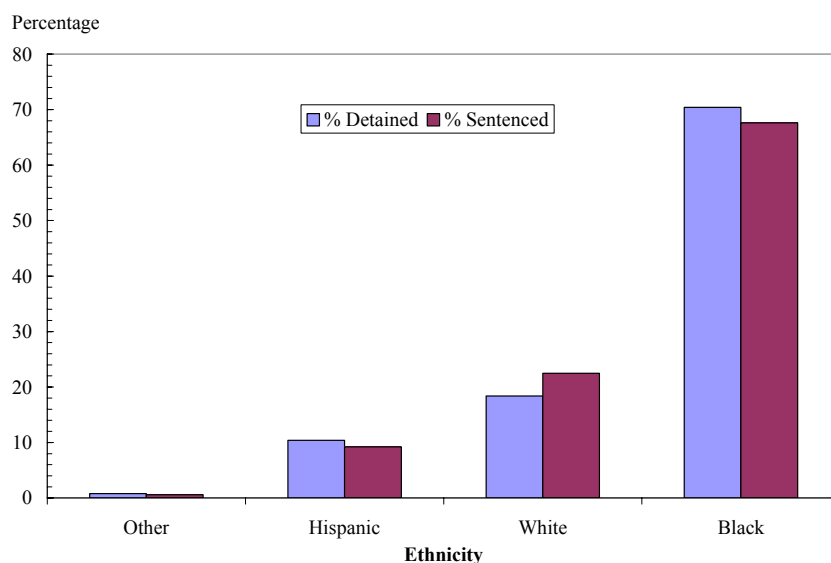
Figure 9 describes the composition of PPS during the last eight years. During this period, the annual number of prisoners released from PPS increased from 23,000 in 1996 to almost 32,000 in 2003. The PPS population peaked in 2001 at more than 34,000, and declined in the following two years. The number of detainees housed in PPS and subsequently released also increased from 17,000 to 23,000, as did the number of sentenced prisoners, from 6,000 to almost 8,800. The ratio of detained to sentenced prisoners remained stable throughout the period, at about 3 to 1.

Race and Ethnicity

Overall, PPS houses a predominantly black population. Almost 70 percent of prisoners

released from PPS in this period were black, 19.5 percent were white, and 10.5 percent were Hispanic. Throughout this period, these rates remained very stable. Comparing sentenced and detained prisoners (**Figure 10**) whites were slightly more likely to be sentenced versus detained, and the rates were reversed for the other ethnic groups. Over time, the percentage of blacks in PPS has declined slightly, from 72.5 percent in 1996 to 68.7 percent in 2003, while the percentage of whites has increased slightly from 17.2 percent in 1996 to 20.5 percent in 2003. The percentage of Hispanics and others has remained stable (see **Appendix D, Table 1** for more information).

Figure 10
Composition of the PPS population by ethnicity and status



Source: Urban Institute analysis of PPS data.

Some caution should be used to interpret the race/ethnicity variable. Generally, Hispanic is measured as an ethnicity and not a race, so Hispanics may be white or black. Race/ethnicity is reported from an intake interview with a social worker or other staff, and may be self-reported or reported from the observation of the interviewer. We would recommend adding separate race and ethnicity questions to the intake interview.

population was 32 years old. Seventy-five percent of the population was younger than 40 years old. The sentenced population is older than the detained population (median sentenced age was 33.8 compared to 31.9 for the detainee population). Much of this difference results from smaller numbers of very young sentenced prisoners, between 18 and 24 years old. **Table 1** shows the mean age by status for the eight years beginning in 1996.

Age

Over time, the average age of PPS prisoners has increased. In 2003, the median age of the PPS

Table 1. Mean age by status (detained/sentenced).

Year	Detained	Sentenced	Total
1996	30.1	31.9	30.7
1997	30.0	31.8	30.5
1998	30.2	32.3	30.7
1999	30.8	32.4	31.2
2000	31.0	32.6	31.5
2001	31.3	33.0	31.8
2002	31.6	33.4	32.1
2003	31.9	33.8	32.4

Source: Urban Institute analysis of data from PPS.

PPS serves an older population now than it did in 1996, as evidenced by the increase in median age from 29 in 1996 to 31 in 2003. The share of the PPS population that is between 25 and 34 has been declining, while the share in the age group from 40 to 59 has been rising (see **Appendix D, Table 3**). While the proportion of young prisoners has declined, the absolute numbers have increased from 6,852 to 9,215 in 2003.

Gender

Although the majority of prisoners released from PPS are male, more than 33,000 women entered and were released from PPS during this period. In 2003, almost 5,000 women were released by PPS. Between 1996 and 2003, about 14 percent of released prisoners were female. The female population was slightly higher in the detainee

population than in the sentenced population, although the difference was very small.

Educational Attainment

Generally, prisoners released from PPS have limited formal education, with the average prisoner having completed some high school, but not having graduated. Eight and one-half percent of prisoners released from PPS had dropped out before reaching high school, and 47 percent completed some high school but did not graduate. About 40 percent graduated from high school, including those who received a GED. Four percent attended college and 1 percent graduated from college (see **Appendix D, Table 1**). These results do not compare favorably with city-wide educational attainment as more than 70 percent of Philadelphia residents over 25 have a high school diploma or GED.¹³

There does not appear to be any difference in educational attainment by inmate status (detained or sentenced). Over time, the educational attainment of the population has declined. The percentage of PPS prisoners who have less than a high school education increased slightly from 7.8 percent in 1996 to 9.2 percent in 2003, while the percentage with some high school education, dropped slightly, from 48.6 percent in 1997 to 46.6 percent in 2003.

Educational attainment does vary significantly by race. As shown in **Table 2**, while only 5.5 percent of Blacks in PPS have less than a high school education, 12.4 percent of Whites and more than 20 percent of Hispanics have less than a high school education. These data suggest race/ethnicity should be an important consideration in developing educational programming in PPS and in targeting prisoners for participation.

Table 2. Educational attainment by race/ethnicity.

Year	Black (%)	White (%)	Hispanic (%)
Less than HS	5.5	12.4	20.6
Some HS	47.6	41.6	54.1
HS Grad	42.0	39.4	23.1
At Least Some College	4.9	6.6	2.3

Source: Urban Institute analysis of data from PPS.

Marital Status and Dependents

Although the population of PPS is overwhelmingly unmarried, the majority of prisoners have at least one dependent and about 40 percent had two or more (**Appendix D, Table 2**). In 2003, 83.4 percent of prisoners in PPS were single. Sentenced inmates are slightly

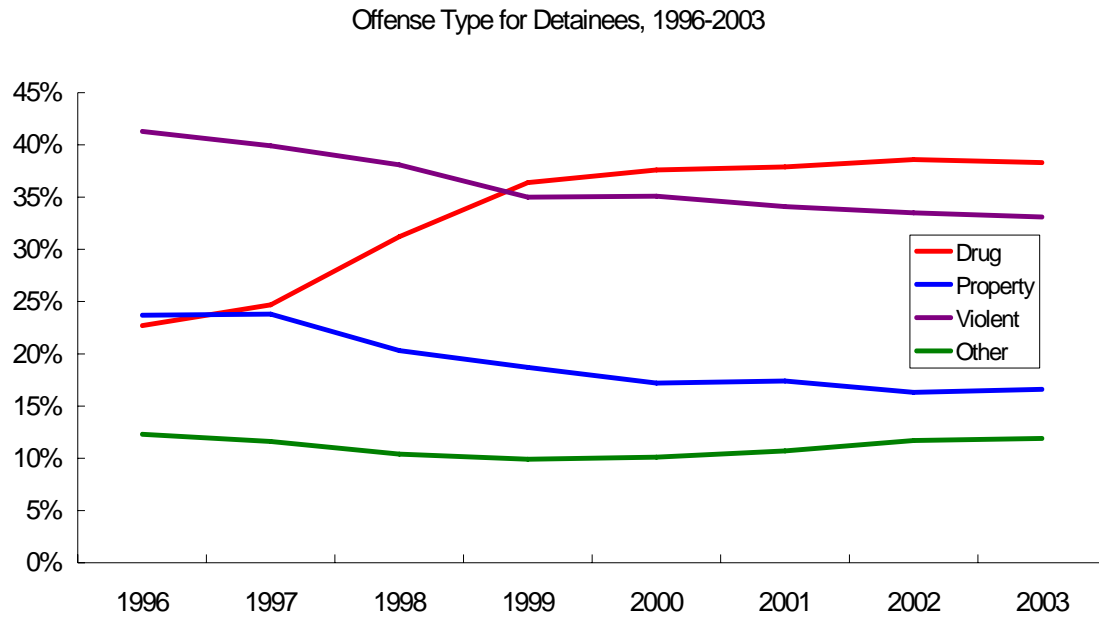
more likely to be married (14.2 percent compared with 12.1 percent for detainees). Sentenced inmates had slightly higher numbers of dependents. Marital status and dependents appear to be stable over time.

Offense Types

The PPS population has undergone a rather dramatic shift over the last eight years, as evidenced by **Figure 11**, which describes the most serious charge at arrest for those ultimately released from PPS without a guilty finding. In 1996, more than 40 percent of those detained and released from PPS were arrested for violent

offenses. Property offenses were the second most prevalent arrest type, and drugs were third. After a rapid increase in drug arrests leading to PPS detention in 1997 and 1998, drugs became the most prevalent offense among releasees. By 2003, the portion of the PPS population detained for property offenses was less than half the number for drug offenses.

Figure 11
Composition of the detained PPS population, by offense type

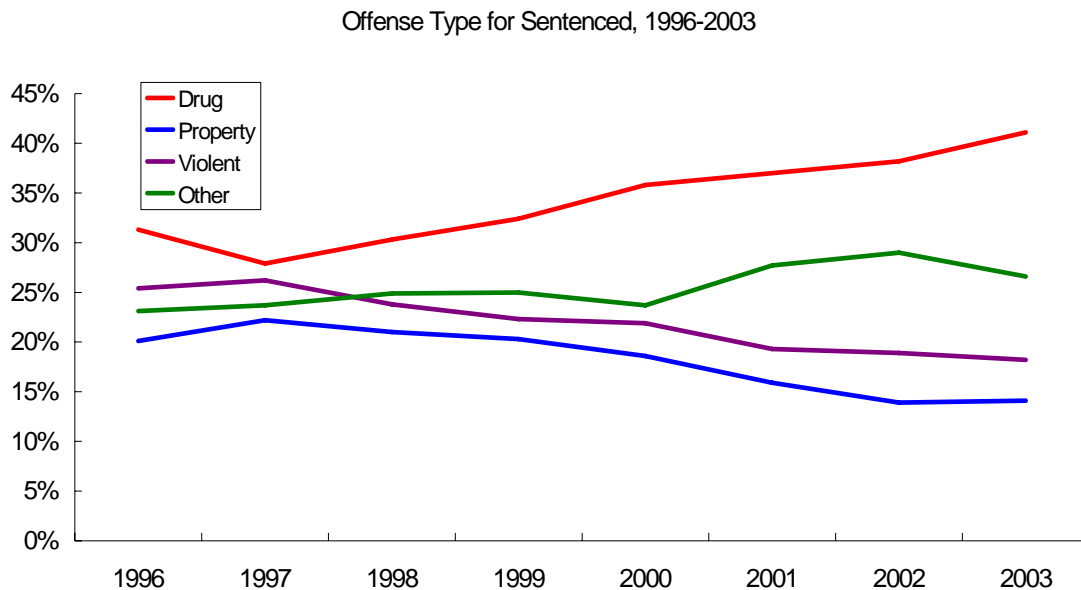


Source: Urban Institute analysis of PPS data.

A similar pattern can be seen in **Figure 12**, which describes the charge at conviction for prisoners sentenced and released from PPS. Although drug offenses were the primary conviction offense in 1996 and 1997, convictions for all types of offenses were relatively evenly distributed. By 2000, drugs

were clearly the most common conviction type and by 2003, about 40 percent of prisoners sentenced to and released from PPS were convicted of a drug offense. By that time, violent offenders comprised only about 20 percent of the population.

Figure 12
Composition of the sentenced PPS population, by offense type



Source: Urban Institute analysis of PPS data.

The race of the prisoner appears to be related to the type of offense (**Table 3**). Starting from the far right column, the data show that Hispanics are disproportionately more likely to be arrested for drug offenses than other groups – almost 6 in 10 Hispanic inmates are incarcerated for a drug

offense compared to less than 4 in 10 for blacks and whites. Blacks are more likely to be incarcerated for violent offenses than whites and Hispanics, and both whites and blacks are more likely to be incarcerated for property offenses than Hispanics.

Table 3. Race by offense type, 2003.

<u>Race</u>	<u>Number</u>	<u>Drug (%)</u>	<u>Violent (%)</u>	<u>Property (%)</u>	<u>Other (%)</u>
Black	21,152	38.1	31.4	16.1	14.5
White	6,340	34.3	24.7	18.8	22.3
Hispanic	3,073	57.5	19.8	8.8	14.0
Other	244	24.2	36.5	16.4	23.0
Total	30,809	39.1	28.9	15.9	16.1

Source: Urban Institute analysis of data from PPS.

Table 4 describes offenses by race. The data suggest that while blacks are 69 percent of the population incarcerated for violent and property crimes, they are a slightly smaller percentage of the population among those incarcerated for drug and other type of offenses. By comparison, whites make up 20.5 percent of the overall PPS

population in 2003, but are a higher percentage of the incarcerated population among those incarcerated for property and other crimes and are slightly lower percentage of the population among those incarcerated for drug and violent offenses.

Table 4. Rank-ordered offense type by race, 2003.

Offense Types	Black (%)	White (%)
Violent	74.6	17.6
Property	69.4	24.3
Drug	66.8	18.0
Other	61.8	28.5
Total	68.7	20.5

Source: Urban Institute analysis of data from PPS.

The data indicate that blacks (and Hispanics) in PPS are more likely to enter on a felony charge than whites – 77.4 percent of blacks were charged with felonies, compared with 66.3 percent of whites. The difference in the likelihood of receiving a felony charged is likely related to the differences in offense type in **Table 4**. Whites are more likely to be arrested for charges (other, property) that are typically misdemeanors, and blacks are more likely to be arrested on serious charges (violence, drugs) which are more likely to be felonies.

Since felony charges can carry a sentence longer than 24 months, blacks would be more likely to serve their time in a state facility than in PPS. This finding helps explain why blacks represent a lower percentage of sentenced inmates but a higher percentage of detained inmates in PPS,

compared with whites. This would be expected if many blacks were detained and charged with felonies but served their sentence state prison rather than PPS.

Status at Intake

This section describes the various pathways taken by PPS prisoners that lead to prison. Entry into PPS via a new arrest is the most common route, however, about 40 percent of the time something other than a new arrest is the reason for the most recent entry into PPS. In some cases, entry into PPS results from a new sentence being imposed. Others are incarcerated for a violation of parole or probation, or are being held pending the outcome of a second (or third) court case. The following discussion describes how prisoners entered PPS in 2003.

Table 5. Starting status of prisoners in 2003 by detained/sentenced.

Detained/ Sentenced	Number	Sentenced (%)	Writ Hold (%)	State Sentence (%)	Sentenced County Probation/ Parole Violator (%)	Pre-trial Prob./ Parole Violator (%)	Pre-Trial Hold (%)
Detained	21,152	0.0	7.5	0.0	0.0	0.0	84.8
Sentenced	6,340	12.2	3.5	10.8	17.0	31.9	4.6
Total	30,809	3.5	6.4	3.1	4.8	9.1	62.0

Source: Data in this table are a subset of all categories. **Appendix D, Table 13** contains a complete list.

Detained prisoners (on a pre-trial hold) were the overwhelming majority of those entering and leaving PPS. **Table 5** describes some of the starting status (the status of intake describing the pathway to PPS) data for 2003 by detained versus sentenced status (for more detailed data refer to **Appendix D, Table 13**). Sentenced and detained prisoners in PPS take different pathways into prison. Probation and parole violators account for about half of all sentenced inmates. The largest entry category is *pre-trial county probation and parole violator* which is the starting status for 32 percent of sentenced inmates, and identifies those who were returned to prison for a violation awaiting a VOP (Violation of Parole) hearing. *Sentenced county probation and parole violator* is the second most common pathway, and includes those who have violated community supervision and were sentenced in their violation of probation (VOP) hearing to a term in PPS – 17 percent of all sentenced inmates came into PPS this way in 2003. Not all probation violators are sentenced to prison for their violation and those who are may be sentenced to time served, which accounts for the difference between pre-trial and sentenced violators.

The *sentenced* category is the third largest starting status category for sentenced inmates; 12 percent of sentenced inmates enter PPS following the imposition of a sentence. More sentenced inmates came in as a result of a probation violation than were sentenced directly to prison. The category *state sentence, held* (11 percent) is the next most frequent starting status for sentenced inmates. These are prisoners who have been sentenced to more than 2 years in prison at court, but are being held in PPS until arrangements are made (transportation and a bed) for transfer to a state facility.

Changes in Pathways to Prison over Time

Looking at these data over time (see **Appendix D, Table 13**) suggests that changes have occurred in PPS over the last eight years. For instance, the total number of entries into PPS has grown substantially from 1996 to 2003. Analysis of entry data suggest changes in the legal composition of PPS entries. For example, the percentage of entries that came in as *sentence deferred and held* has decreased every year since 1996. The third starting status column reveals that *awaiting program bed space* appears to be a new phenomenon, as almost none of the

entries before 1999 had this status, compared to 2 percent in the following years.

The *sentenced county probation and parole violator* category has grown in its share of all entries in all years since 1996, increasing from 0.3 percent of all entries in 1996 to 4.8 percent of entries in 2003. From 1996 to 1998, the share of entries that came in as a result of a *writ hold* decreased, from 9 percent in 1996 to 3 percent in 1998. From 1999 to 2003, however, the share of entries that came in on writ holds has increased, to 6.4 percent in 2003. The share of entries that have been left at the intake ‘marker’ and were never charged (Column 10) has consistently decreased in all years examined. This indicates that, following intake, more records have been updated to include information about the starting status.

Several statuses have been stable throughout the years studied. For example, with the exception of 1996, pre-trial county probation and parole violators have made up about 8 percent of all entries into PPS. The largest category of entries, *pre-trial hold*, has also not experience very much variation, making up around 65 percent in all of the years examined. The vast majority of these fall into the detained category. As previously discussed, designing reentry targeted program for this population can be difficult because of their short stays. The next section explores these issues by examining data that describes the stay of sentenced and detained prisoners.

Time Served by Starting Status

Administrators planning a reentry initiative will likely begin by identifying a target population to receive services. Although it is intuitively appealing to consider sentenced status as the primary eligibility criteria for reentry programs, based on the assumption that this group will remain in facilities longer, this approach may exclude a substantial population of prisoners incarcerated for relatively long periods. If prison tenure (time in PPS facilities) is the major eligibility criteria for receipt of reentry programming, than empirical analysis must differentiate long and short tenures regardless of sentencing status. This section analyzes time served by entrance status as one means of allowing PPS officials to identify cohorts of prisoners likely to remain in PPS long enough to benefit from reentry services.

Table 6 describes mean and median length of stay in PPS by starting status in 2003. Data are presented for both mean and median length of stay, as the data tend to show many inmates with stays considerably longer than average. The median inmate represents the length of stay where half of the inmate population had a longer stay and half had a shorter stay. The mean will generally be greater since the data are skewed toward the few prisoners with much longer than average tenures.

The top categories in terms of length of stay are those that are explicitly sentenced. However, the data suggests that there are relatively short stays for most prisoners that enter on a *sentenced* status, whose median length of stay in 2003 was only 29 days. This is misleading,

however, because 25 percent of prisoners that enter with *sentenced* status stay for longer than six months. Thus, while it may seem as if the

stay for sentenced inmates is relatively short, many prisoners who enter as *sentenced* serve a significant amount of time.

Table 6. Time served by starting status.

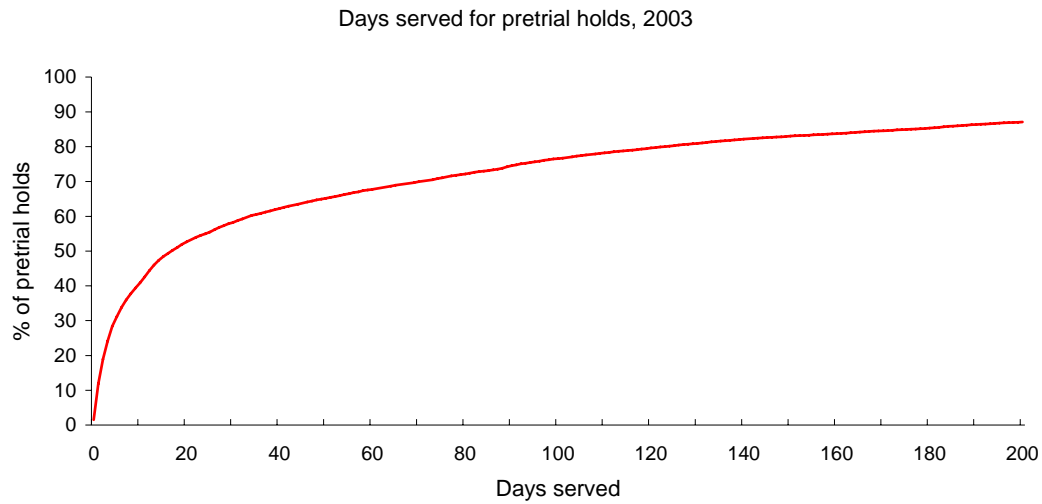
Starting Status	Number	Days Served	
		Mean	Median
Turned over: detentioner -> sentenced	315	286.8	245
Sentenced County Probation/ Parole Violator	1,489	274.8	245
Sentence Deferred, Held	128	158.9	101
Awaiting Program Bed Space	586	130.3	98
State Sentenced, Held	949	93.7	42
Other	500	137.8	34
Pre-trial County Probation/ Parole Violator	2,801	82.9	32
Sentenced	1,070	112.9	29
Pre-Trial Hold	19,098	82.6	17
Writ Hold	1,972	15.6	7
Intake Marker, Never Changed	1,010	46.2	2
Weekender	909	34.6	2

Source: Urban Institute analysis of data from APPD.

Table 6 suggests that the mean length of stay for the pre-trial categories are very high compared to the median, suggesting that some pre-trial defendants remain in PPS for relatively long periods. While 50 percent of pre-trial holds stay 17 days or fewer, the mean stays for a pre-trial hold or pre-trial county probation/parole violator are nearly three months. Nearly 25 percent of *pre-trial holds*, or almost 5,000 prisoners, serve

longer than three months. The data also suggest that those who exceed the typical length of stay (17 days) are likely to remain for a long period. In 2003, 50 percent of the nearly 20,000 *pre-trial holds* served less than 17 days, meaning that if they served more than 17 days, there was a 50 percent chance that they would serve more than three months.

Figure 13
Days served for pre-trial prisoners



Source: Urban Institute analysis of PPS data.

Figure 13 describes the percentage of prisoners on a pre-trial hold that are released in the first 200 days. There is a dramatic decrease in the rate at which pre-trial holds leave PPS that takes place on roughly the 20th day. Similarly, 50 percent of *pre-trial county parole/probation violators* served less than 32 days while 25

percent served more than 100 days. These data indicate that a noteworthy percentage of detainees serve a substantial amount of time in PPS before they are released. A prisoner with a three-month stay is an individual who could potentially be targeted for reentry programming.

CHURNING: THE CYCLE OF REPEATED INCARCERATIONS

The preceding chapter describes demographic data about each release from the Philadelphia Prison System (PPS) by inmate status. In that section, each release from PPS was treated as a separate event, meaning that if someone entered PPS more than once in a given year, they are counted multiple times. This chapter considers releases by individual, rather than release, to determine whether a few prisoners account for many or most releases from PPS.

The PPS population has high recidivism rates. Over the eight years studied in this report, many of the same individuals churn into and out of PPS (and quite possibly other Pennsylvania jails and prisons as well). As is described below, a relatively small population accounts for a large percentage of all admissions and releases. If PPS can identify these high rate prisoners and successfully address the issues that lead this population to commit large numbers of crimes, the impact on PPS, and on the city of Philadelphia, would be enormous. PPS maintains data that can identify these frequent prisoners. Developing effective interventions is a much more difficult proposition.

Between 1996 and 2003, there were a total of 240,729 individuals admitted to and released from PPS. However, during those eight years, only 106,849 different persons were incarcerated and released (**Appendix D – Table 4**). As shown in **Table 3**, many prisoners proceed through the system multiple times. The first column in **Table 3** totals all releases each year. The second column counts only the first time an individual was released in a given year. The

third column counts only the first time an individual was released between 1996 and 2003.

Admissions and Releases of Chronic Prisoners

The data for 2003, for example, show that there were a total of 31,969 releases from prison. However, only 26,369 separate individuals served time in prison that year. The difference, 5,600, represent a second or third release within calendar year 2003. Of those 26,369 individuals, only 10,032 were experiencing their first period of incarceration since 1996. The other 16,337 individuals had previously been incarcerated in PPS.

In total, there were 240,729 releases from PPS between 1996 and 2003. However, only 106,849 unique individuals were incarcerated and released. Almost exactly half of this population (53,228) entered and were released from PPS once. The other half (53,621) account for all other releases – 187,101. Only 22 percent of all those admitted and released to PPS during this period passed through the gates one time.

Given that this study only examines those released between 1996 and 2003, the number of individual ‘churners’ is likely to be even higher than indicated by these data. For example, some

of those admitted only once would have been too young to enter PPS before 2003. Others may have served time before 1996 or served sentences in state prison.

Table 7. Releases by year.

<u>Year</u>	<u>All Releases</u>	<u>First Release Each Year</u>	<u>First Release Overall</u>
1996	23,010	18,789	18,789
1997	24,901	20,173	14,734
1998	28,226	22,923	13,882
1999	31,584	25,379	13,584
2000	32,332	26,126	12,445
2001	34,436	27,706	12,138
2002	34,271	27,819	11,245
2003	31,969	26,369	10,032
Total	240,729	195,284	106,849

Source: Urban Institute analysis of data from PPS.

In 2003, of the almost 32,000 total releases, 4,700 were inmates being released for at least the second time that year. Seventy percent of prisoners released that year had a previous entry and release from PPS in this eight-year period. Examining the first two columns, on average about 19 percent of all releases for a given year are prisoners who have been released more than once within that year.

Table 8 uses the same analytic approach to examine release trends among detainees and sentenced prisoners. The table shows that large numbers of prisoners (detained and sentenced) had previous periods of incarceration. By example, the 2003 data show that of 23,189 detained inmates, 18,930 were experiencing

their only period of incarceration. The difference, 4,259 inmates, is the number who had more than one admission and release just within 2003. The last column show is the number of the 23,189 detained inmates who were experiencing their first period of incarceration in the entire eight-year study period (8,131). The difference between those two figures, 15,058 or 65 percent of the 23,189 detained prisoners released from PPS in 2003, is the number of inmates who had previously been prisoners (either detained or sentenced) in PPS within the eight-year study window. The same approach reveals that by 2003, almost 78 percent of sentenced offenders in PPS had previously been incarcerated within PPS.

Table 8. Releases by year by type (detained or sentenced).

	Year	All Releases	First Release Each Year	First Release in 8 Year Period
1996	Detained	17,503	13,988	13,988
	Sentenced	5,957	4,801	4,801
1997	Detained	18,153	14,563	11,006
	Sentenced	6,748	5,610	3,728
1998	Detained	21,160	17,109	11,251
	Sentenced	7,066	5,814	2,631
1999	Detained	23,599	18,972	11,249
	Sentenced	7,985	6,407	2,335
2000	Detained	23,980	19,391	10,403
	Sentenced	8,352	6,735	2,042
2001	Detained	24,904	19,938	9,875
	Sentenced	9,532	7,768	2,263
2002	Detained	24,718	19,965	9,103
	Sentenced	9,553	7,854	2,142
2003	Detained	23,189	18,930	8,131
	Sentenced	8,780	7,439	1,901

Source: Urban Institute analysis of data from PPS.

Characteristics of Chronic Prisoners

This section examines demographic characteristics and arrest histories for each released offender. Since most individuals released from PPS had previously been incarcerated and released, it is instructive to examine the characteristics of those prisoners who only enter and leave PPS *once* as compared to those who are released *repeatedly*. As noted above, of the 240,729 prisoner releases between 1996 and 2003, only 106,849 different persons were incarcerated and released.

Of the 106,849 individuals incarcerated in PPS in these eight years, about half were incarcerated and released only once during this period (53,228) and data about this group are described in the *Single Release* column in **Table 9**. The other 50 percent of individuals (53,621) were incarcerated and released multiple times from PPS during the study period and data about this group are described in the Multiple Release column in **Table 9**.

While about the same number of people were incarcerated once as were incarcerated multiple times in this period, those who were released multiple times account for most of the prison population during these eight years. The 53,228 persons arrested once account for 53,228 total

incarcerations and releases. By comparison, the 53,621 individuals released multiple times accounted for 187,501 incarcerations and releases, or 78 percent of all releases in the study period.

Table 9. Demographics – multiple and single release.

	<u>Single Release</u>	<u>Multiple Release</u>
<u>Race/Ethnicity</u>	<u>53,228</u>	<u>53,621</u>
Black	65.3%	70.9%
White	24.1%	18.3%
Hispanic	9.3%	10.0%
Other	1.3%	0.7%
<u>Education</u>	<u>53,228</u>	<u>53,621</u>
Less than HS	16.9%	6.7%
Some HS	35.7%	48.6%
HS Grad	39.8%	40.1%
Some College	5.7%	3.8%
College Grad	1.8%	0.9%
<u>Marital Status</u>	<u>50,478</u>	<u>53,349</u>
Single	79.3%	84.2%
Married	16.1%	12.3%
Divorced	3.9%	3.0%
Widowed	0.7%	0.7%
<u>Dependents</u>	<u>50,478</u>	<u>53,349</u>
0	48.5%	39.5%
1	16.2%	20.8%
2	14.6%	16.4%
3 or more	20.7%	23.2%
<u>Median Age</u>	<u>53,025</u>	<u>53,535</u>
	32%	29%

Table 9 compares the demographic characteristics of those with a single release and those with multiple releases during this period. Those with multiple releases are more likely to be Black, single and average more dependents despite being more likely to be single. Some of the findings are particularly striking. Those who have experienced multiple releases are on average younger (29 compared to 32 years old) than those with a single admission and release. They also tend to have higher levels of

education attainment – a much higher percentage report having some high school education and fewer dropped out before high school. Some of this may be due to programming received at PPS – although there is limited evidence to test the hypothesis, it may well be the case that those with multiple releases have higher educational attainment resulting from educational programming they received while incarcerated at PPS.

Chapter
4

PRISONER EXPERIENCES WHILE INCARCERATED

This chapter describes responses from PPS prisoners about their experiences while incarcerated. The focus is on participation in programming. The goal of this chapter is to describe services that are available to prisoners, and use survey data to determine accessibility, participation rates, and satisfaction with these programs. Collection and analysis of these data are critical in developing and improving programming to facilitate successful prison reintegration.

As is the case for many prison systems, PPS does not maintain integrated automated databases that allow prisoner participation in programming to be tracked. For some programs, such as substance abuse treatment, data are confidential. Other programs, such as the Pennypack School, are run by agencies outside of the prison. Still others are drop in programs, where collection of data may actually inhibit prisoner participation. Because these data were not available in a single, automated database, Urban Institute researchers developed and administered a survey to PPS prisoners in the summer of 2004 (a full description of the survey methods can be found in **Appendix A**).

The Urban Institute interviewed 200 PPS prisoners who had been incarcerated for a sufficiently long period of time that they would have had the opportunity to access PPS programs and services. The survey interviewed prisoners who had been incarcerated for more than one year, or who had been sentenced to PPS and were within 60 days of their release. Efforts were made to gather a proportionate sample from each facility, for men and women, and for detainees and sentenced offenders. In

total, interviews were conducted in four of the main PPS jails, four of the Alternative and Special Detention (ASD) facilities), and the George W. Hill Delaware County Prison facility. Logistical constraints restricted the study's ability to identify and interview a statistically representative sample, and therefore there is no attempt to differentiate results between groups.

Program Participation

A key goal of this survey was to assess the extent to which inmates are offered and participate in programming while incarcerated in PPS, and whether they find such programming useful. The survey asks a series of questions to assess the process of referral, participation, and prisoner satisfaction with all of the major programs within the Philadelphia Prison System. Through a series of interviews with PPS staff, six main programs offered in the Philadelphia Prison System were identified: OPTIONS, Pennypack, PLATO, Jewish Employment and Vocational Services (JEVS), PhilaCor and Rational Emotive Spiritual Therapy (REST). Prisoners were also asked if they had participated in any other programs in order to identify any omitted programs. In addition to

collecting information about the programs themselves, the survey also identifies what the perceived needs of prisoners for services, and these data can be compared to service receipt as one indicator of how well PPS is delivering programming.

The sample was explicitly chosen to include prisoners who had been incarcerated in PPS long enough to maximize their chance of having been offered or received programming. Therefore, responses from the sample are only valid when generalized to the population within PPS who had been incarcerated for relatively long periods. Although the sample includes some detained as well as sentenced inmates, the detained population was comparatively small since our initial analysis suggested that few detained prisoners were held for long periods.

The six programs discussed in this chapter vary in their operations in important ways that are related to the likelihood that any individual prisoner would have participated. Some programs, like REST and PLATO, are mainly informal programs with participation and attendance highly dependent upon individual prisoner motivation. Other programs, like JEVS or PhilaCor, have a much more formal enrollment and attendance process. The OPTIONS program, however, is unique in that OPTIONS participation takes place within the OPTIONS housing unit where participants receive drug and alcohol counseling in a separate unit. All other programs occur outside of the housing units in the locations specifically devoted to the program. A more in-depth description of each program follows this section.

It should be noted that inmates that were surveyed in the Delaware County facility would not have been offered the same programs as inmates housed at PPS. The Delaware County facility, because it is not part of the Philadelphia Prison System, has its own unique programming. Discussions with PPS staff and with inmates housed in the Delaware facility suggest that few, if any, structured programs are available for prisoners in those units. Since Delaware County prisoners did not participate in the six programs described in this report, they will report no program participation, leading to lower overall estimates of PPS program participation rates. However, since the Delaware county facility does house PPS prisoners, and the number of Delaware county prisoners in the survey sample is proportionate to their overall representation within the PPS system, it is appropriate to include their responses in this report.

PPS Programming

The Philadelphia Prison System offers a number of programs and services targeted to meet the needs of the prison population. Broadly, these programs can be grouped into five categories: vocational training programs, education programs, drug and alcohol treatment programs, mental health programs, and spiritual/counseling programs. While there are a number of different services and programs available to prisoners, seven programs stand out as being the principal programs available to inmates. Principal PPS programs include:

- Vocational training
 - ◆ JEVS, PhilaCor
- Education
 - ◆ Pennypack House School, PLATO
- Drug and alcohol treatment
 - ◆ OPTIONS
- Mental Health
- Spiritual/counseling
 - ◆ Chaplaincy
 - ◆ Volunteer services
 - REST

Inmates are generally placed in a program through a referral from their social worker. Gauging an inmate's interest and determining their fit for a program often takes place in the initial intake session. Every prisoner who enters the PPS has an initial intake interview with a social worker within the first 72 hours that they are in prison, although some may not be incarcerated this long (e.g. a detainee who posts bail within that period). The initial meeting with the social worker is essentially a screening where prisoners are asked to provide information about baseline problems and long term needs. From this information, social workers may make referrals to programs to address immediate issues. Inmates are then assigned to a permanent housing facility within PPS, which is determined primarily by availability of bed space. Once inmates are assigned to a permanent housing block, a second, more in-depth interview with a social worker is conducted, a treatment plan is developed and referrals are made to programs. Programs vary by facility, so program referral

will be determined in part by the location of permanent housing.

JEVS (Jewish Employment and Vocational Service)

The JEVS program evolved out of the *Jackson v. Hendricks* case as a result of a court-order for more inmate programming. At the time, JEVS was already active in providing employment and vocational services to a wide range of clients including homeless and welfare-to-work clients. The JEVS program was adapted from ongoing employment training programs. The program accepts detainees as well as sentenced inmates, and programs run for 4, 5 or 12 weeks. Current courses include a building maintenance program that teaches basic carpentry and electrical skills, environmental maintenance designed to familiarize inmates with the tools and procedures used in the janitorial industry, and a course that teaches inmates about basic skills necessary to find a job including resume-writing and interviewing. As a result of funding issues, several of the JEVS courses have been suspended including the horticultural and welding programs.

PhilaCor

The PhilaCor prison industries program provides training and employment experience for PPS inmates. PhilaCor maintains a number of different programs at PPS facilities. Inmates are referred to the program by a social worker, but the PhilaCor program determines inmate enrollment, and the program generally selects inmates with employment experience in the particular industry within which they will work.

The program accepts both detainees and sentenced prisoners. New participants attend an orientation session and are assigned to a program. Inmates are paid on a sliding scale, depending upon experience, and wages range from \$0.35 to \$0.55 an hour—considerably more than inmates can earn in other programs or in prison jobs, which usually pay \$1.50 per day. Employees can earn earned-time/good-time credits through their participation.

PhilaCor runs several different businesses within PPS, and is authorized to sell products to city agencies and schools, but is unable to sell products or provide services to the general public or private businesses. A furniture shop, primarily making office furniture, is located in the PICC jail. The Detention Center houses a garment center. At the HOC facility, there is a general products cleaning center, for towels, sheets and a garment-cleaning program with a dry-cleaning operation. The CFCF facility maintains a print shop and an upholstery shop, and PhilaCor also runs a catering operation. PhilaCor produces a substantial portion of the products and services consumed within PPS.

Pennypack House School

The Pennypack House School is a school within the PPS that is operated under the Philadelphia School District. The school has two components: a GED program intended for adult inmates that is run year round, and a comprehensive high school program in which juvenile prisoners attend high school classes 6.5 hours per day and work towards earning a high school diploma. Pennypack offers 23 full-time classes, nine evening classes, and five classes

specifically for juveniles. Classroom size is dependent upon the facility, and is generally about 25 students per class. Six classes are offered at CFCF, six juvenile classes at HOC, one GED program at DC, four classes at PICC, one class for women at CCC, a night program in ASD, and two classrooms in the soon to be opened women's facility. An extended summer school program is run in addition to the regular school year program. Admission to the GED program is limited to inmates who demonstrate at least an eighth grade level of educational attainment. Those testing between fourth and seventh grade level are offered a preparation for admission course, and no programming is provided for those with less than a fourth grade education.

The program runs on an eight-week schedule, with five cycles during the school year. Attrition is relatively high due to both prisoner movement and low expectations of prisoners leading them to drop out. The GED program requires inmates take an internal test to qualify to take the official GED, and two-thirds of those that qualify pass the GED.

The Pennypack program is the only program at PPS to maintain detailed electronic records of participation. The program reports that 1860 prisoners attend at least one class in a given year, and the daily average attendance was 230. For a given eight-week period, they get about 180 to 200 referrals from social workers, 100 to 120 of these prisoners are assessed and attend orientation. The school attendance portion is a six-week commitment (the first two weeks of referral and orientation/assessment count towards the eight-week total). After the first

week, the GED program is down to 80, by the end it is down to 60, 45 of whom qualify for the GED. The rest are invited back, including those that take the test but do not pass.

PLATO

The PLATO program is a computer-based education program that is designed to instruct inmates with a wide variety of education levels. PLATO has labs at each of the prisons within PPS, with 12 computers in each lab. Classes are run daily and supervised by instructors. Inmates who are enrolled in the PLATO program sign in to computers and complete an individually-tailored learning program. The program is designed to instruct inmates with as low as a first grade education level. The labs also have the capability to teach literacy through audio support available on the computers. The instructor's role is to assist inmates in their studies, giving them assistance and support when inmates request it or when they see that an inmate has been working on a particular problem for a long time. The program is designed to ultimately help inmates secure a GED. In addition to the GED program, programs are available on substance abuse recovery, parenting, typing, and general life skills (e.g. balancing a checkbook).

OPTIONS

The OPTIONS program maintains therapeutic living environments within the PPS. Both male and female inmates participate in OPTIONS. Participants attend treatment sessions and group therapy with others in their community. The specifics of treatment and therapy vary from facility to facility and each OPTIONS ward

supervisor has developed a method of structuring their ward from their experiences. The program reports that the primary drugs of abuse for OPTIONS participants are heroin and cocaine. Many participants report extensive histories of abuse including sexual abuse and other trauma.

A large proportion of clients come into the OPTIONS program through court stipulation to the program, court stipulation to the FIR (Forensic Intensive Recovery – this program is described in greater detail in **Chapter 6**) program, or to a drug and alcohol treatment program upon their release. The FIR program, an early-parole program in which drug offenders are released to treatment when they are paroled, and the OPTIONS program are closely related. The OPTIONS program provides treatment to FIR participants while they are in PPS and as a result FIR participants are given priority over non-FIR participants. As a result of high demand for the program, there may be a lengthy waiting period prior to participation.

Chaplaincy

The role of the chaplaincy is to meet the spiritual needs of inmates and prison staff alike. The chaplains are representatives of a wide variety of religious traditions. Services provided include traditional religious services, aftercare and holistic care, counseling and meetings with inmates post-release. A number of small programs are run through or receive referrals from the chaplaincy. In the Germantown Reentry Project, nine people in teams of three meet with inmates one to three times before release and have weekly meetings for a year

after release. There is also a small discipleship program, which is a six-month program run by Liberty Ministries in Schwenksville.

Volunteer Services and REST

The primary responsibility of the Volunteer Services unit is to bring outside programs into the prison and to coordinate outside people coming into PPS facilities. A wide variety of services and volunteer organizations are brought into the prison by the volunteer services unit, including substance abuse treatment, life skills, and literacy programming. One primary activity is the organization and administration of job fairs and services fairs which bring service providers and outside organizations inside the prison and provide prisoners with information about their programs. Organizations represented at these fairs include shelters, treatment providers, legal services providers, and ESL programs.

One noteworthy program administered through the volunteer services unit is the REST-Philly (Rational Emotive Spiritual Therapy) program. The REST Program teaches cognitive behavioral techniques to inmates to promote pro-social behavioral change. The program is administered

by a trained faith counselor. The first phase of the three-phase program lasts 13 weeks, which is followed by a graduation ceremony and enrollment in phase two of the project for a small number of graduates. Phase two participants are sponsored and mentored by an outside church/temple for an early release program. The REST program runs three cycles per year with between 200 to 300 inmates enrolling in each cycle (fewer finish due to attrition). The REST-Philly program also offers the Ready-4-Work program, which is a job training and placement program which includes referral to social service providers.

Program Survey Data

Table 10 reports the results for the survey item “were you ever offered [program]?” for all major programs at PPS. The OPTIONS program was the only program at PPS for which more than half (53.8 percent) of respondents reported that they had been offered the program. JEVS was the second most frequently offered program (38 percent) and PhilaCor (21 percent) was the least frequently offered program. About one third of respondents were offered a program other than the six listed.

Table 10. Inmates were asked if program was offered.

Program	Yes		No		N
OPTIONS	100	53.8%	86	46.2%	186
PennyPack	55	29.9%	129	70.1%	184
PLATO	42	23.2%	139	76.7%	181
JEVS	69	37.9%	113	62.1%	182
PhilaCor	38	21.3%	140	78.7%	178
REST	56	31.5%	122	68.5%	178
Other	57	32.0%	121	68.0%	178

There are many reasons why the rate at which programs are offered may vary. There is significant movement between facilities within PPS, and even those with relatively long tenures within the system may not have been housed within any single facility to be offered a program. In addition, differences in the percentage of respondents offered a program could be attributable to operational issues within the programs. For example, the JEVS program runs on a 4, 5, or 12 week cycle, so it may be that they are able to offer the program to more participants because of the high participant turnover rates. Conversely, the PhilaCor program is primarily concerned with identifying and retaining skilled workers and as a result may be less likely to widely market the program. PhilaCor also favors offering the program to

those with specific skills and who may have been in the program in a previous stay in PPS, further limiting the pool that is offered the PhilaCor program.

Participation rates among all respondents were lower than offer rates since not all prisoners chose to participate in the programs they were offered (**Table 11**). The highest participation rates were for OPTIONS participants – 44 percent of the sample reported participation. This rate seems consistent with other data reported in the survey – 43 percent of prisoners self-reported frequent marijuana use and 29 percent reported frequent use of other drugs, although from this analysis it is not possible to determine what percentage of those with substance abuse problems are getting the program.

Table 11. Participation in PPS programs.

<u>Program</u>	<u>Offered a Program</u>		<u>Accepted a Program if Offered</u>		<u>Accepted a Program (Total)</u>	
OPTIONS	100	53.8%	82	82.0%	82	44.6%
PennyPack	55	29.9%	41	74.5%	41	22.2%
PLATO	42	23.2%	30	71.4%	30	16.6%
JEVS	69	37.9%	54	78.3%	54	29.7%
PhilaCor	38	21.3%	24	63.2%	24	13.5%
REST	56	31.5%	44	78.6%	44	24.7%
Other	57	32.0%	45	78.9%	45	25.3%

Participation rates for other programs were lower. Thirty percent of respondents reported JEVS participation, and about a quarter participated in REST or ‘other’ programs. Only one in six received PLATO and 13 percent participated in PhilaCor. When compared to the employment and educational attainment statistics presented above, it appears that many prisoners with education or employment needs do not receive programming in those areas while incarcerated.

Participation rates are directly impacted by the extent to which participation is required as a condition of sentencing. For example, an inmate could be mandated to participate in OPTIONS, which may help to explain its higher participation rate. Other programs are generally not mandatory, and usually have minimal control over who participates. PhilaCor is one of the only programs that is able to select or reject participants, which, as previously discussed, might help explain the lower number of respondents who reported being offered the program or participating in it. Other programs

mainly take participants who are referred by social workers or other prison staff. Once the program is full, participants are put on a waiting list. The participation rate among those offered a program appears to be quite high – varying between 82 percent for those offered the (generally mandatory) OPTIONS program and 63 percent of those offered PhilaCor. Overall, about 75 percent of respondents offered a program eventually participated in that program.

The survey also asked respondents how they heard about programs – through a social worker, from other prisoners or from another member of the PPS staff (**Table 12**). In general, about 60 percent of respondents heard about programs through a social worker, 25-30 percent of respondents heard about programs from another inmate, and the rest heard about the program from other PPS staff. The two programs with the lowest social worker referral rates (OPTIONS and PLATO) have operational characteristics that help to explain the relatively low referral rate – PLATO is an informal, drop-in program and OPTIONS is often mandatory.

Table 12. How did you hear about the program?

Response	Social Worker		Another Prisoner		Other/Case Manager		N
OPTIONS	67	57.3%	37	31.6%	13	11.1%	117
PennyPack	43	64.2%	16	23.9%	8	11.9%	67
PLATO	33	55.0%	19	31.7%	8	13.3%	60
JEVS	56	66.7%	23	27.4%	5	6.0%	84
PhilaCor	33	63.5%	13	25.0%	6	11.5%	52
REST	35	62.5%	16	28.6%	5	8.9%	56
Other	38	63.3%	15	25.0%	7	11.7%	60

Overall, most of those participating in programs found those programs to be useful (Table 13).¹⁴ Among those who participated in a program, REST had the highest satisfaction ratings, with 84 percent finding the program to be very useful. OPTIONS, possibly because of the mandatory nature of the program, had the lowest client

satisfaction, with slightly less than half of participants finding the program to be very useful. The PLATO program had the highest rate of respondents reporting that the program was not useful at all. Overall, most respondents reported at least moderate levels of satisfaction with PPS programming.

Table 13. How useful was the program?

Response	Very Useful		Somewhat Useful		Not at all Useful		N
OPTIONS	43	49.4%	30	34.5%	14	16.1%	87
PennyPack	33	70.2%	8	17.0%	6	12.8%	47
PLATO	24	61.5%	6	15.4%	9	23.1%	39
JEVS	40	71.4%	11	19.6%	5	8.9%	56
PhilaCor	24	75.0%	4	12.5%	4	12.5%	32
REST	32	84.2%	4	10.5%	2	5.3%	38
Other	27	64.3%	10	23.8%	5	11.9%	42

Note:

The follow-up question to the client satisfaction query asked all respondents who were familiar with a program to evaluate whether that program, or something like it, would be helpful for them after they were released from PPS (Table 14). Overall, the majority of respondents

reported that they would like to have programs similar to PPS programs available to them upon release. The responses were highly correlated to the customer satisfaction responses –REST had the highest positive response and OPTIONS had the lowest rates of positive response.

Table 14. Need “something like” program after release.

Program	Yes		No		N
OPTIONS	49	42.2%	67	57.8%	116
PennyPack	31	49.2%	32	50.8%	63
PLATO	29	50.9%	28	49.1%	57
JEVS	48	65.8%	25	34.3%	73
PhilaCor	29	61.7%	18	38.3%	47
REST	34	70.8%	14	29.2%	48
Other	35	60.3%	23	39.7%	58

Other Programs

Thirty-two percent of survey respondents were offered ‘other’ programs and about 25 percent participated in programs other than the primary programs that we listed. Those who participated in ‘other’ programs reported participating in programs including job training (such as food services), parenting classes, GED and work release. It is likely that at least some of these respondents participated in the six named programs but did not record their answers in those categories. Work release and those with in-prison jobs seem to account for many of the remainder.

In-Prison Work Experience

More than half of prisoners (57 percent) reported holding a job while incarcerated in PPS. Three quarters worked a regular schedule, and most worked part-time with a mean number of hours worked per week of 25 hours. As is typical of in-prison work, the jobs paid very low wages, and the mean and median daily wages were \$2.48 and \$1.50, respectively.

Work release was somewhat less common, with 20 percent of the sample reporting that they had a work release job (**Table 15**). Responses for the *other* category, which was the most frequently selected response, ranged from air conditioner repair to telemarketing.

Table 15. Type of Work Release job. (N=171)

Response	Number	Percentage
None	136	79.5
Other	17	10.0
Cook/Food Service	8	4.7
Warehouse Work	8	4.7
Sanitation	2	1.1

Non-Participants

Survey respondents were asked their perceptions of why they did not participate in programs (**Table 16**). Overall, 137 prisoners reported that they were unable to gain access to a program.

Thirty-five percent reported that the program was not offered or that they were unaware of the program. All other options accounted for a very small percentage of responses (less than 5 percent).

Table 16. Reasons for nonparticipation in a desired program.

Response	Number	Percentage
Program not offered	52	26.0
Unaware of program	18	9.0
Program overcrowded	9	4.5
Unqualified	7	3.5
Took class before	5	2.5
Too busy	5	2.5
Ineligible	5	2.5
Incarceration not long enough to participate	5	2.5
Transferred too often	5	2.5
Staff opposed	5	2.5
In segregation	4	2.0
Other/ Don't Know	17	8.5

The respondents were asked if they believed that they needed additional programs in several key reentry areas, including housing, employment, and transportation in order to be prepared for reentry (**Table 17**). Employment was the most frequently identified area of need, with about a third of respondents saying that they needed to

participate in a program that helped them address employment issues. Drug and alcohol treatment, continuing education, finding a place to live, and obtaining photo identification make up the top five areas of need for programming within the sample.

Table 17. Need to participate in programs for successful reintegration.

Program	Number	Percentage
Employment	68	34.0
Drug/Alcohol Treatment	45	22.5
Education	33	16.5
Housing	27	13.5
Personal Relationships	24	12.0
Photo Identification	23	11.5
Counseling/ Mental Health	18	9.0
Financial Assistance	18	9.0
Legal Assistance	16	8.0
Healthcare	16	8.0
Childcare	14	7.0
Transportation	13	6.5

Finally, the reentry literature develops the concept of reintegration programming as a continuum of care beginning at incarceration and continuing into the community post-release. To measure post-release needs, inmates were asked to select the most important issue that they

believe they will need help with upon their return to the community (**Table 18**). In terms of services requested post-release, inmates listed employment, housing, drug and alcohol treatment and education as the top four needs.

Table 18. Referral to community programs post-release.

Program	Number	Percentage
Employment	59	29.5
Housing	32	16.0
Drug Alcohol Treatment	32	16.0
Education	24	12.0
Financial Assistance	17	8.5
Counseling/ Mental Health	15	7.5
Photo Identification	14	7.0
Personal Relationships	14	7.0
Healthcare	12	6.0
Transportation	11	5.5
Childcare	11	5.0

ATTITUDES AND EXPECTATIONS

POST-RELEASE

The focus of this chapter is on the prisoners expectations for their post-release experiences. This section briefly describes inmate attitudes toward life after release. Overall, PPS prisoners expressed a positive, optimistic attitude toward their post-release status. They report that they will not have trouble re-connecting with family, and will attempt to avoid negative peer associations. Responses were more mixed about their ability to avoid future incarceration. The data reported in this chapter are also drawn from the inmate surveys first described in Chapter 4 (a full description of the survey methods can be found in Appendix A).

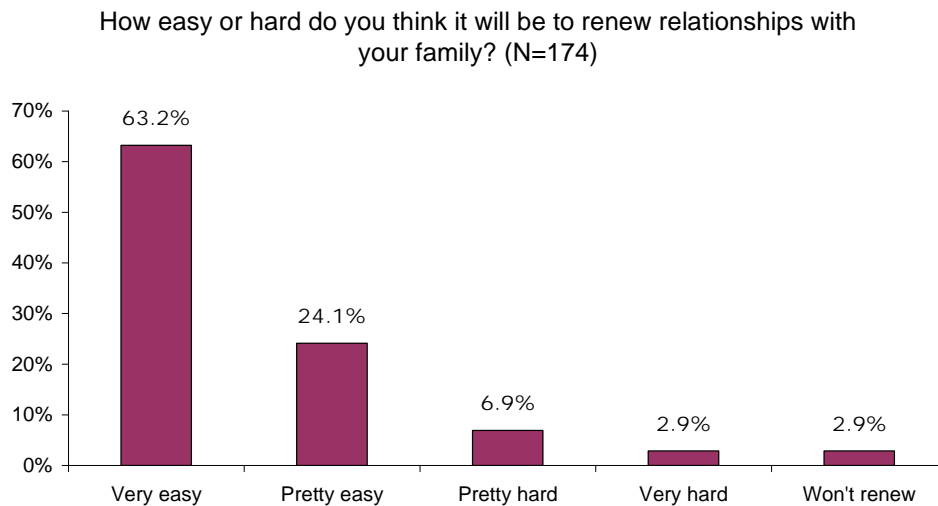
Family

Most respondents expected to have little difficulty re-connecting with their family (Figure 14). Eighty-seven percent reported that

it would be very easy or pretty easy to re-establish family relationships. Nearly 90 percent of respondents agreed or strongly agreed with the statement, “I expect my family to be supportive after my release from prison.”

Figure 14

Most respondents believe it will be very easy to renew relationships with their family.



Source: Understanding the Challenges of Prisoner Reentry in Philadelphia Pre-Release Interview

A majority of respondents (59 percent) intended to live with family members post-release. The most popular living arrangement reported was with a *mother or stepmother* (24 percent) followed by a *significant other* (17 percent). Respondents also had positive expectations for renewing relationships with children. Of the 118

respondents who had children, 70 percent stated that they expected to see their children daily (**Table 19**). Seventy-two respondents reported that their children would be living with them. However, many more respondents reported having children under 18 than expected to live with their children.

Table 19. Frequency of (expected) post-release contact with children.

Response	Number	Percentage
Daily	83	70.3
Weekly	22	18.6
Monthly	6	5.1
A few times per year or less	7	5.9

Relationships with Friends

Respondents' expectations for renewing relationships with friends differed from their

expectations for renewing familial relationships. About three-quarters (74 percent) expected that their friends would be supportive when they were released (**Table 20**)

Table 20. Supportiveness of friends post-release.

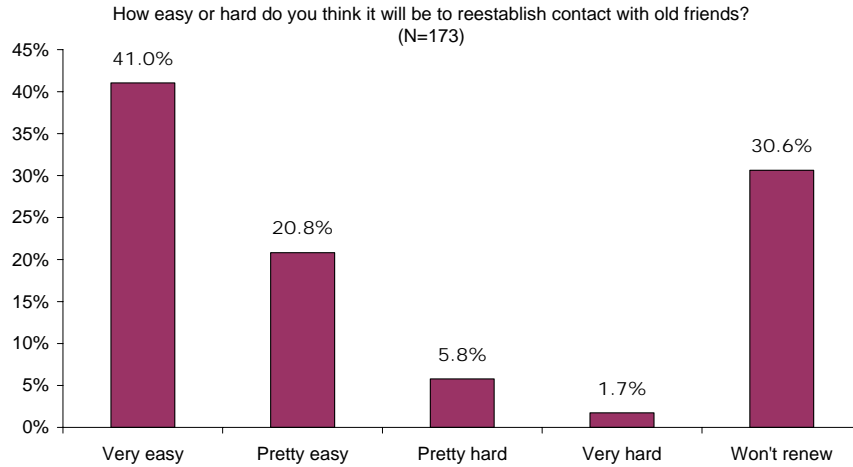
Response	Number	Percentage
Strongly agree	71	42.8
Agree	52	31.3
Disagree	26	15.7
Strongly disagree	17	10.2

Fewer thought that it would be pretty easy or very easy to reestablish friendships (62 percent). The difference was mainly due to some (31 percent) planning not to renew relationships with friends, presumably due to their perceived negative influence (**Figure 15**). Prisoners apparently viewed family relationships as

generally more positive, as less than 3 percent planned not to renew family relationships. When asked what actions would help them to stay out of prison once released 48 percent identified *avoiding certain people and situations* as important.

Figure 15

Many respondents do not plan to reestablish relationships with friends.



Source: Understanding the Challenges of Prisoner Reentry in Philadelphia Pre-Release Interview

Few respondents were concerned that they would be generally ostracized within their communities after release (**Table 21**). Nearly 80

percent of respondents believed that being socially accepted would be very easy or pretty easy.

Table 21. How easy or hard do you think it will be to be socially accepted after being in prison? (N=174)

Response	Number	Percentage
Very easy	84	48.3
Pretty easy	54	31.0
Pretty hard	20	11.5
Very hard	16	9.2

Inmate optimism was somewhat tempered with respect to their ability to avoid future incarceration. Twenty percent of respondents reported that it would very hard or pretty hard to avoid a return to prison. An even larger

percentage (31 percent) of those who expected to be under community supervision post-release stated that avoiding a parole/probation violation would be pretty or very hard (**Table 22**).

Table 22. Difficulty avoiding parole/probation violation. (N=172)

Response	Number	Percentage
Very easy	60	34.9
Pretty easy	40	23.3
Pretty hard	24	14.0
Very hard	20	11.6
Won't be on Parole/Probation	28	16.3

Expectations for Post-Release Employment

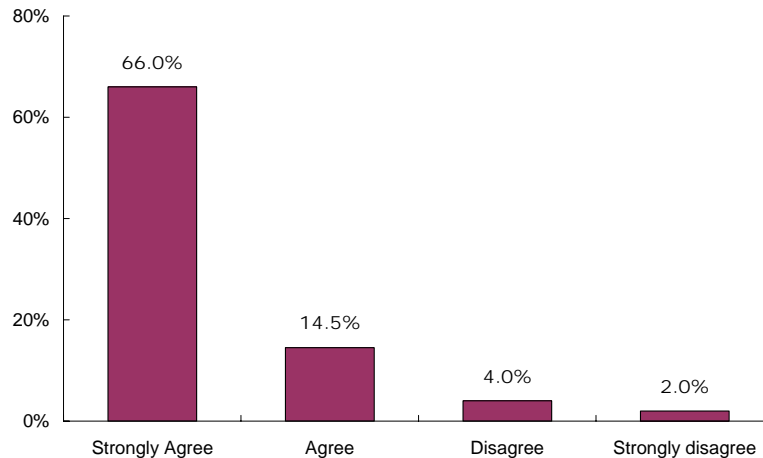
Prisoners were asked a number of questions pertaining to their employment and finances

after their release from prison. Two-thirds strongly agreed that finding a job was important.

Figure 16

Post-Release employment

Important to find a job when released (n=173)



Source: Understanding the Challenges of Prisoner Reentry in Philadelphia Pre-Release Interview

Most respondents reported that they expected to access numerous sources for financial support in the period immediately following their release (Table 23). While 39 percent indicated that they expected to receive financial support from a job, slightly fewer, 35 percent, expected some help

from family, and 16 percent expected help from friends. When those persons were asked how long they expected to receive support from family and friends, more than 60 percent expected support for more than one month.

Table 23. Financial support in first month following release.

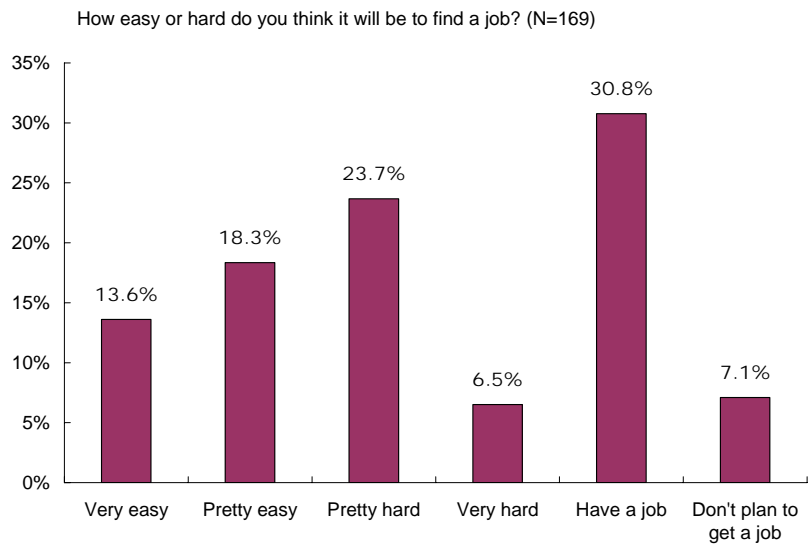
Response	Number	Percentage of Sample
Own job	77	38.5
Family	70	35.0
Own savings	43	21.5
Friends	32	16.0
Public assistance	30	15.0
No financial support	23	11.5
Illegal sources	6	3.0
Other	2	1.0

Source: Understanding the Challenges of Prisoner Reentry in Philadelphia Pre-Release Interview

When asked to assess how easy or hard it would be to find a job after release, almost one-third of respondents reported already having a job and more than 30 percent expected that it would be pretty easy or very easy to find work (Figure 17). Only 30 percent expect that it will pretty hard or very hard to find a job. The optimism expressed by prisoners in Philadelphia is not unusual—when this survey was administered to

returning prisoners in Baltimore City, researchers found that incarcerated prisoners were very optimistic about their ability to get a job when released. Follow-up interviews suggested that ex-prisoners had a much more difficult time finding employment than they had expected.¹⁵ High expectations may contribute to this by leading to prisoners to underutilize job training and placement services.

Figure 17. Securing post-release employment



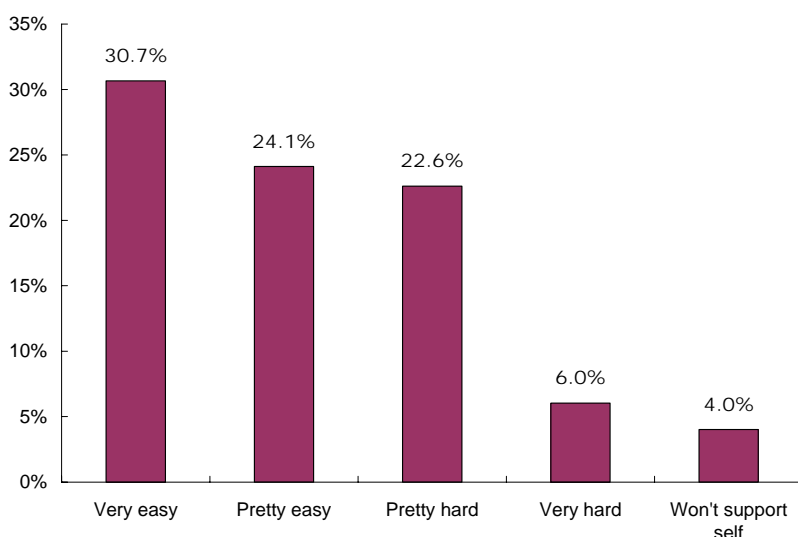
Source: Understanding the Challenges of Prisoner Reentry in Philadelphia Pre-Release Interview

When asked about how easy or difficult it would be to support themselves, more than half the sample (55 percent) expected that supporting themselves would be very easy or pretty easy (Figure 18). Only 6 percent responded that supporting themselves would be very difficult. This suggests that those who already have arranged post-release employment and those that

expect to have a relatively easy time finding work also expect that the job will pay a sufficient wage. This is supported by responses to a question about expected wages, where the mean weekly salary (excluding outliers) was \$620 and that the median expected weekly wage was \$380.

Figure 18

How easy or hard do you think it will be to make enough money to support yourself? (N=174)



Source: Understanding the Challenges of Prisoner Reentry in Philadelphia Pre-Release Interview

PPS prisoners expect to employ multiple strategies in seeking employment upon release (Table 24). The most frequent response among those who did not already have a job, was *newspaper ads* (35 percent) followed by *walk in and apply* (30 percent), and referrals from *friends* (30 percent) and *relatives* (26 percent). Nineteen percent expected to rely upon their parole officer. In previous studies, researchers

have found that respondents who had been successful in finding a job had done so through talking with friends and relatives and that those who had used newspaper ads or walked in applied had been less successful. This finding is supported by a large body of sociological research that has analyzed the importance of social contacts (strong and weak ties) in finding a job.

Table 24. Job search method.

Response	Number	Percentage
Newspaper ads	70	35.0
Already have job	66	33.0
Walk in	60	30.0
Friends	59	29.5
Relatives	52	26.0
Help wanted signs	42	21.0
Former employer	39	19.5
Send resume	39	19.5
Parole officer	37	18.5
Labor union	31	15.5
State employment agency	31	15.5
Temp agency	30	15.0
Private employment service	13	6.5
Other	11	5.5
Won't look	10	5.0

Source: Understanding the Challenges of Prisoner Reentry in Philadelphia Pre-Release Interview

Among those who did not already have a job, most reported that they would need some help in finding employment when they were released (**Figure 19**). In responses to related questions:

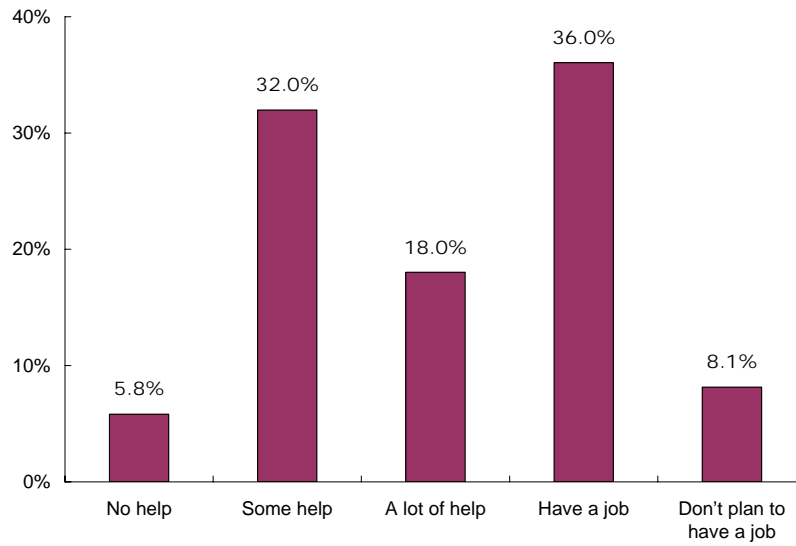
- ◆ 58 percent of respondents indicated that they would need at least some help with financial assistance when they were released;
- ◆ 66 percent of respondents said that they would need at least some help with getting job training; and,

- ◆ 62 percent of respondents stated that they wanted to attend classes or training after their release from prison.

However, while the majority of PPS inmates believed that they would need classes, job training or financial assistance, only 37 percent had classes or training set up for after their release.

Figure 19

How much help will you need finding a job? (N=172)



Source: Understanding the Challenges of Prisoner Reentry in Philadelphia Pre-Release Interview

RELEASE FROM PRISON

Most reentry programs are predicated on the idea that effective prisoner reentry programs require both pre- and post-release programming, and a seamless transition from prison to the community. The transition period is widely regarded as the most critical period in the reentry process, since ex-prisoners face significant early barriers to reintegration. Coordinated reentry programs often include the development of a case plan while the prisoner is still incarcerated, including the development of a transition schedule. The transition schedule generally includes a plan for transportation from prison to home, immediate post-release appointments with supervision authorities, employers, substance treatment providers and others as appropriate, as well as a plan for transitional housing if needed. Each of these tasks should be arranged before release to be most effective. Therefore, effective prisoner reentry is best accomplished with a clearly defined release date. Such programming may be possible at state and federal facilities where inmates serve longer sentences and/or the parole process identifies a day of release well ahead of time. At this time, however, the experience at PPS is different.

Regardless of an inmate's status as detained or sentenced, determining a prisoner's release date is difficult; the problem is compounded by the presence of both detained and sentenced inmates. Detained inmates make up about three-quarters of all inmates in PPS. For detained inmates, PPS officials generally do not have any way of knowing when their release will occur. It is possible that a prisoner's bail could be paid at any time, or that the charges against them could be dropped at a moment's notice.

The release date for sentenced inmates in PPS is also difficult to anticipate. The combination of the sentencing process and the parole process creates a large range of dates within which an inmate can be released. These dates are often different from those defined in their original sentence range. According to prison officials, it is usually not possible to determine a release date even when a sentenced inmate is within

thirty days of their release. This section is intended to give an overview of the release process in PPS by describing (1) the parole process for sentenced prisoners, (2) release reasons for both detained and sentenced prisoners, and (3) change in PPS releases over time.

Parole Procedure

In order to understand the difficulty in developing reentry programming for sentenced inmates, it is necessary to briefly review Pennsylvania's sentencing and parole process. In Pennsylvania, when sentenced, an individual is given a range of time, specified by a minimum and a maximum release date. Actual time served can vary greatly.

There are three pathways to parole: early parole, earned time-good time parole, and minimum

parole. The first time a person can become eligible for parole is through an early parole procedure. When an individual is sent to PPS, their sentencing commitment is sent to the Defender Association of Philadelphia's Alternative Sentencing Unit. The Alternative Sentencing Unit reviews the sentencing commitment to see what conditions the judge requires for parole. The client's file is reviewed to determine if the client has drug, alcohol and/or mental health problems. The client's criminal history, employment history and home environment are also reviewed. If the Alternative Sentencing Unit determines that the individual is a good candidate for early parole, a petition is prepared which presents an early parole plan to the court. The petition is submitted after the client has served half of their longest minimum sentence. However, petitions are occasionally submitted sooner if the court has stated it will consider an earlier date. For example, an individual that was serving 6 to 12 months and 11½ to 23 months concurrently would be eligible for early parole at 5½ months from the effective date of the 11½ to 23 month sentence.

The Probation Department, who handles the other parole procedure, is aware of inmates for whom the Alternative Sentencing Unit plans to file for early parole through a shared computer system called the Release Information Network (RIN). Prison social workers are also informed of plans to petition for early parole and the Alternative Sentencing Unit consults their assessments of individuals' mental health and substance abuse history in making recommendations.

When a petition for early parole is filed, the original petition is sent to the judge, and a copy is sent to the district attorney's office and the Philadelphia County Probation Department. The district attorney has 10 days to respond to the petition, which they can choose to challenge. If a petition is unchallenged, the judge is likely to approve the petition. If a petition is challenged, the judge can either deny the petition based on the district attorney's recommendation, or hold a hearing to review the petition. Only two percent of early parole petitions in 2004 went to a hearing. Eighty-one percent of the 731 early parole petitions in 2004 were granted.

Individuals are frequently paroled to drug, alcohol, or psychiatric programs on early parole. If that is the case, the Defender Association Adult Social Service Department along with the Coordinating Office of Drug and Alcohol Abuse Program (CODAAP) works with the Alternative Sentencing Unit to evaluate and place clients in the proper treatment programs.

If the prisoner is denied parole at the early parole hearing, they still have an opportunity for Earned Time/Good Time credit, which is assigned at a rate of one day per week for inmates with no disciplinary write-ups and one day per week for being involved in a program. A petition is sent to the judge in the same fashion as an early parole petition, except it does not include a parole plan. If the prisoner is denied parole at their first hearing—the minimum release date minus "earned time good time"—their next petition will be submitted for parole at their minimum release date. Following that, parole is reviewed every few months until the maximum release date. These parole procedures are maintained by Adult Parole and Probation.

For inmates with a large range between their minimum and maximum release, for example those sentenced to 11½ to 23½ months, the actual range of their stay, because of the parole procedure, varies from 176 days to 705. Several other factors impact the range of the prisoner's stay. Pre-sentencing time, meaning the time served awaiting judgment, causes another complication because it can subtract from a sentence. However, logistical issues including information systems and notification times may prevent this information from reaching the necessary authorities in a timely manner. It may take several days or weeks for a prisoner's pre-sentencing time to be entered into the system. As a result of these factors, prison officials may not be aware that a prisoner is coming up on their release date until the day that the release order is delivered.

Data Analysis

Data on the parole and probation populations were obtained from the Adult Parole and Probation Department (APPD). Once PPS data were collected, individual identifiers (using a person-level identifier permanently assigned to individuals by the Philadelphia Police Department) for all prisoners released from PPS between 1996 and 2003 were used to select corresponding parole and probation records. Records from Parole and Probation data were collected for all parolees and probationers released from PPS during the period between January 1, 1996 and December 31, 2003 and ordered to perform a period of community supervision. There are no date restrictions for the probation start or end date, so the term of parole and/or probation may begin before 1996

and continue after 2003 (see **Appendix A** for a complete description of these data).

Table 25 describes the legal reason for the release of prisoners in 2003. For the purposes of developing reentry plans, the prisoners' post-release status, (e.g., whether they are under community supervision), is a critical element. Release reason is highly correlated with legal status at entry. For example, someone who enters on a writ hold is more likely to be released to other authorities than someone that comes in as a sentence parole or probation violator. Because of differences between the methods of release for detained and sentenced inmates, these populations will be examined separately.

The most frequent release reason for detained prisoners is *bail paid*, which makes up 37.7 percent of releases of detained prisoners. Since detained prisoners are the majority of PPS prisoners (72 percent of all releases in 2003) *bail paid* is also the most frequent release reason for any PPS prisoner—22.6 percent of all prisoners are released because their bail is paid. The next most common release reason for detained prisoner is *court order*, making up 11 percent of releases for detained prisoners and 11.2 percent of all releases. Slightly more than eight percent of detainees' were released because they were *sentenced to a state facility*. A state sentence would be a sentence whose maximum was more than two years. If a detained prisoner were found guilty of a charge and sentenced to longer than two years, they would be released to a state facility.

Table 25. Release reason of prisoners in 2003 by detained/sentenced.

Detained or Sentenced	Number	Released		Sentence expired	Released to other authorities	Paroled by county	Released to program		Release at court	Sentenced		Bail paid
		Return to U.S. Marshal	to state parole agent				by court order	to state facility		Court order		
Detained	23198	0.5%	2.8%	1.2%	4.6%	1.7%	4.9%	6.2%	8.4%	11.0%	37.7%	
Sentenced	8781	0.8%	1.4%	10.6%	2.3%	17.7%	13.1%	14.0%	5.9%	11.4%	1.6%	
Total	31979	0.6%	2.4%	3.8%	4.0%	6.1%	7.1%	8.3%	7.7%	11.2%	27.8%	

Note: Data represented in this table are only a selection of categories. For a complete list, see **Appendix D, Table 14**

Detained inmates who were *released to a program by court order*, or *released to other authorities* accounted for roughly five percent each of the total population, just under three percent of detained inmates were *released to a state parole agent* and five percent were *released to a U.S. Marshal*. In total, about 13 percent of detained prisoners are directly released to direct supervision other than APPD.

Release Reasons for Sentenced Prisoners

Release reasons for sentenced prisoners are very different from those of detained prisoners. The most frequent release reason for sentenced inmates was *paroled by county* (17.7 percent) of sentenced inmates in 2003. The second most frequent release type was *released at court*, which made up 14 percent of releases of sentenced inmates in 2003. *Sentence expired* or a *court-order* release were also frequent release reasons for sentenced inmates, accounting for 11 percent of sentenced releases each.

As with detained prisoners, a noteworthy segment of the sentenced population was released to supervision other than that of *county parole/probation* in 2003. Eight-tenths of a

percent of sentenced inmates were *released to U.S marshals*, 1.4 percent were *released to a state parole agent*, 2.3 percent were *released to other authorities*, and 13.1 percent were *released to a program by court order*. So, 17.6 percent of sentenced inmates were released to some sort of supervision other than county parole.

Longitudinal Analysis

As opposed to trends in the makeup of PPS by entry, the trends in release reason are less clear-cut. There is no obvious direction of change for most categories. Reason for release for PPS prisoners seems to be a stable characteristic, regardless of the change that was observed in the starting status of the population of PPS. There are some general trends, and the lack of change when compared to the change in starting status is also of interest. For example, the impact of an increasing share of those who enter on a *pre-trial hold* affected the percentage of releases resulting from *paid bail* (see **Appendix D, Table 14**). The longitudinal data for starting status (see **Appendix D, Table 13**) shows that 1999 and 2000 were the peak years in the share of the entire population that came in on pre-trial

holds (68.3 percent and 65.3 percent). The *bail paid* release category peaked in 1999 and 2000, the same years as the peak of the *pre-trial holds*. During that period 29.6 percent and 30.2 percent of all releases, respectively, were the result of paid bail. Another conclusion that can be drawn from this data is that a little less than half of all pre-trial holds, in all years, can be expected to be released by paying their bail.

Although trends are not particularly pronounced, a few categories of release reason appear to be declining, but these are primarily the categories with fewer released prisoners. *Returned to U.S. Marshal*, *county detainer withdrawn*, *returned to SCI*, *earned time-good time credit*, and *Special release* all experienced declines in their share of release reasons. Some, such as *earned time-good time*, varied dramatically and show no clear pattern (e.g. from 6.1 percent in 1996 to 0.3 percent in 1997). Others, like *County detainer withdrawn*, have experienced a decline in several consecutive years (from 3.7 percent in 1997 to 0.1 percent in 2003). It is not possible to draw any conclusions about what caused the decline or the meaning of the variation observed in these categories.

A few release categories, such as *Released to state parole agent*, *Released to other authorities*, and *Paroled by county*, appear to be increasing. After declining from 5.7 percent in 1996 to four percent in 1999, the percentage of entries into PPS that were *released by county parole* increased for four consecutive years to 6.1 percent in 2003. The percentage of *releases to other authorities* increased in nearly every year observed, with the exception of 1998 when that category fell two-tenths of a percent. *Releases to*

state parole agents have increased in the last five years.

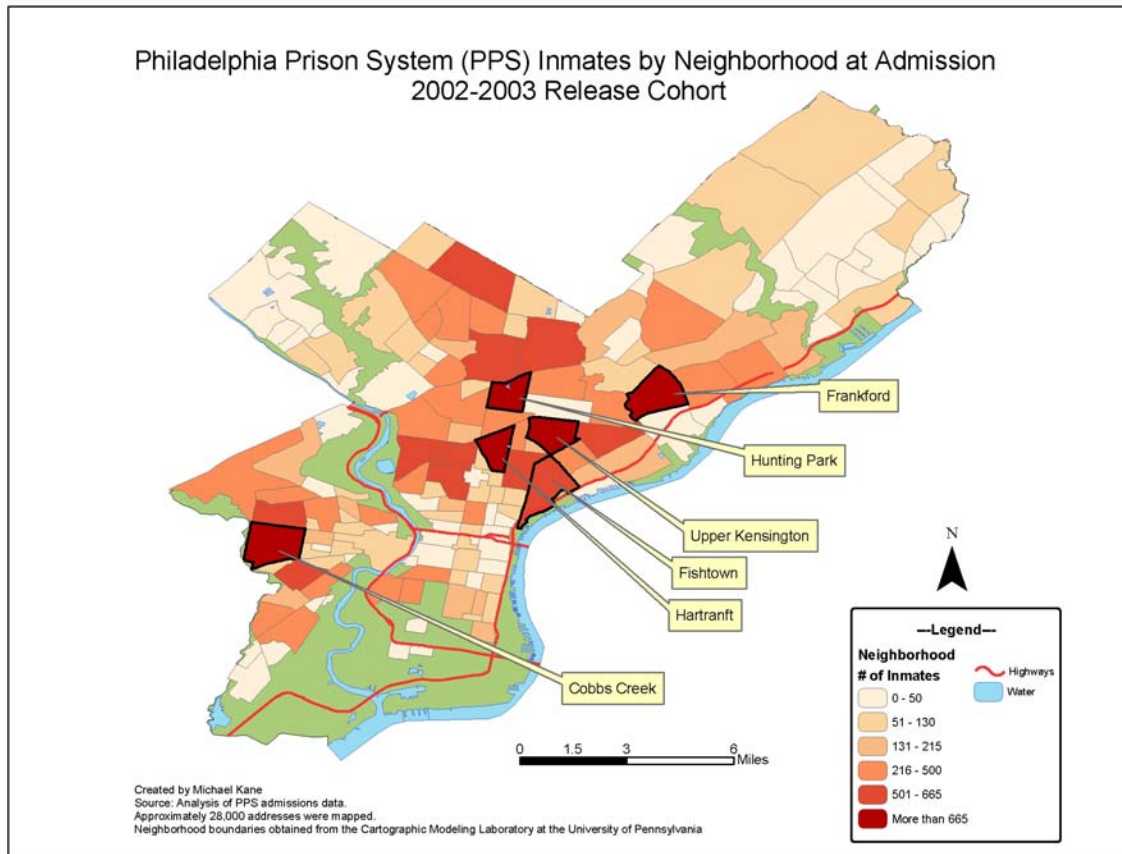
Given the increase in those that have been released to either state or county parole, one might expect to find that a smaller percentage of releases have occurred because of an expired sentence. The data does not support this conclusion, however, as the share of releases due to *sentence expired* has not changed in a specific direction but has fluctuated. More to the point, *expired sentences* have increased in the last four years, from 2.3 percent in 2000 to 3.8 percent in 2003.

Where are Ex-Prisoners Going when Released?

The majority of prisoners released from PPS during 2002 and 2003 were released to communities in Philadelphia, about 85 percent. Most others went to nearby communities in Pennsylvania, or Camden, NJ. To specifically address the issue of prisoner reentry within the city of Philadelphia, the Urban Institute mapped the likely return addresses of prisoners in PPS that were released in 2002 and 2003. Approximately 28,000 addresses out of about 46,000 individual inmates incarcerated in this period could be mapped.

Figure 20 describes the distribution of returning prisoners across Philadelphia neighborhoods. Neighborhoods with higher concentrations of returning prisoners have darker red shading. **Figure 20** describes these concentrations in aggregate numbers—the total number returning in 2002 and 2003. **Figure 21** describes per capita ratios, i.e. returnees from prison as a percentage of all residents.

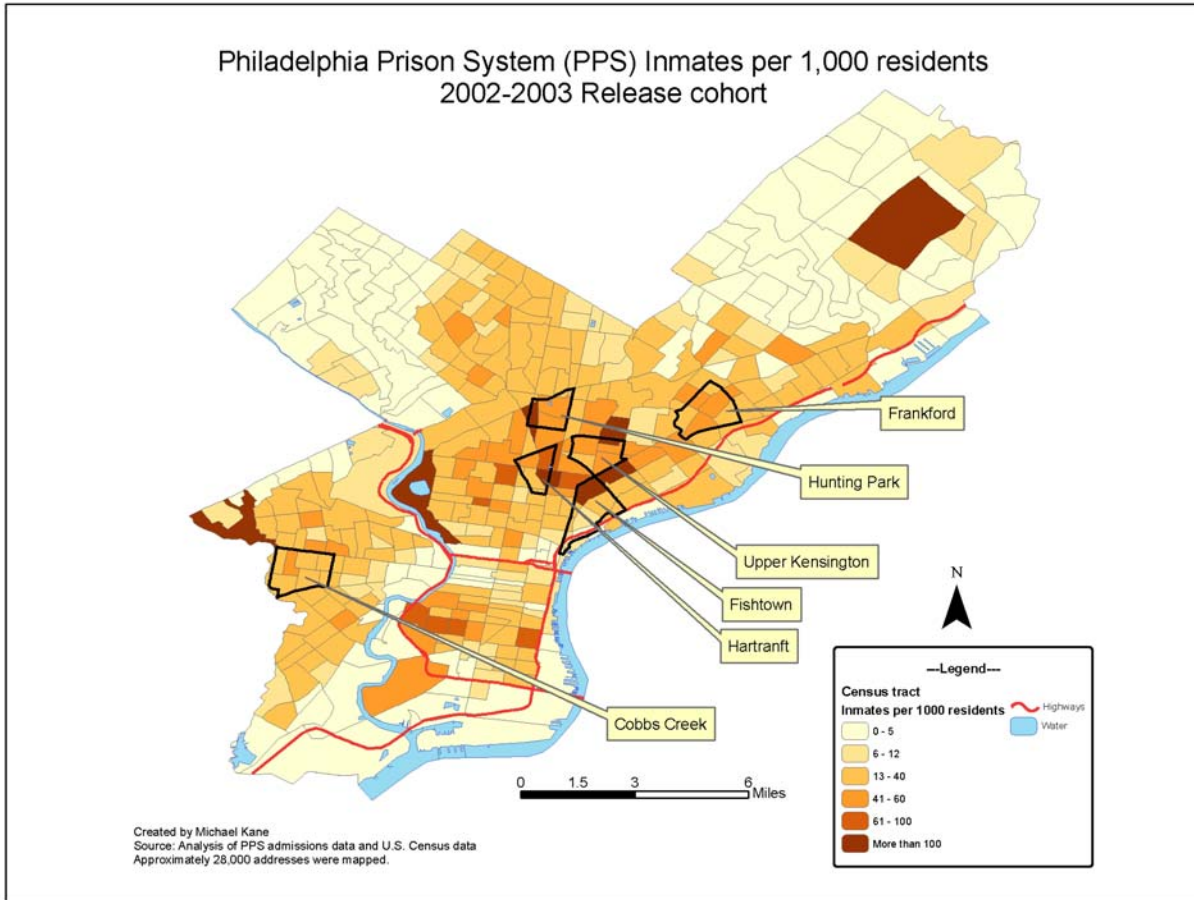
Figure 20



The socio-demographic characteristics of the neighborhoods to which prisoners return can have an impact on their post-release success or failure. Ex-prisoners returning to neighborhoods with high unemployment, few housing options, and a lack of services may be more likely to recidivate. This section will identify neighborhoods within Philadelphia with the

highest concentrations of returning prisoners. The socioeconomic conditions within these neighborhoods will be presented in order to provide a fuller understanding of the context within which prisoner reentry occurs. The six neighborhoods labeled in **Figures 20** and **21** were identified as having the highest concentrations of returning prisoners.

Figure 21



Characteristics of Neighborhoods with High Numbers of Returning Prisoners

Chapter 8 will describe the Frankford Community Roundtable initiative. The process of selecting the host community for the roundtable began by analyzing data about the characteristics of Philadelphia neighborhoods. Using the data mapped in **Figures 20** and **21**, the neighborhoods with the highest number and per capita rate were identified. UI used neighborhood boundaries from Philadelphia Mayor Street’s Neighborhood Transformation

Initiative to identify potential demonstration sites. Using these boundaries, 69 neighborhoods were identified within the City of Philadelphia. They are not equal in geographic space or population. From these data, six neighborhoods were identified as potential host sites: Cobbs Creek, Fishtown, Frankford, Hartranft, Hunting Park, and West Kensington. All six neighborhoods had large numbers of returning prisoners, and high per capita rates of ex-prisoners within the community.

These six communities are representative of Philadelphia neighborhoods that experience the greatest pressure from returning prisoners. The data that follows describes those neighborhoods as a means of identifying both the similarities and differences that describe communities confronting large numbers of returning prisoners.

Number of Ex-Prisoners Returning to Target Communities

The Urban Institute mapped the likely location of return for all prisoners exiting the Philadelphia Prison System in 2003 (about 28,000 addresses). These six communities scored high on both measures of ex-prisoner density, and each of the six neighborhoods had more than 665 inmates within its boundaries.

Demographic Profile

Table 26 presents the racial composition of each of the six target neighborhoods. Populations in these communities range from 11,287 in West Kensington to over 40,000 in Cobbs Creek. With the exception of Cobbs Creek, which is predominantly African-American, the neighborhoods are diverse. The role of race in the selection of the roundtable community was the subject of some discussion. A case could be made that the roundtable should be in a community that reflects the racial composition of the prisons- overwhelmingly African-American, or that the host community should reflect the diversity of the city as a whole. Ultimately, the question was tabled, and neighborhood racial composition was not used in the selection of the roundtable location.

Neighborhood	Population	African-American	White	Hispanic	Asian	Other
Cobbs Creek	40,304	95.90	1.22	1.07	0.6	0.37
Fishtown	14,601	17.38	68.34	16.68	1.5	9.01
Frankford	37,437	30.82	56.58	12.85	1.89	7.29
Hartranft	14,142	67.97	12.66	23.83	1.12	15.13
Huntington Park	21,708	38.80	18.55	56.83	1.44	35.98
West Kensington	11,287	21.18	22.81	68.36	2.17	47.05
Mean		42.73	46.105	8.245	4.023	4.661
Standard Deviation		32.285	33.968	14.879	4.488	9.843

Source: U.S. Census Bureau

Socioeconomic Profile

The Urban Institute used data from the Philadelphia Neighborhood System to profile the socio-economic condition of the six communities by educational attainment, poverty and income levels (**Table 27**). These measures reveal that three of the communities fare poorly on traditional measures of community economic status (Hartranft, Hunting Park and West Kensington) and three are similar to citywide averages (Cobbs Creek, Fishtown and

Frankford). The average annual household income for residents of Hartranft, Hunting Park and West Kensington was about one-half of the average income city-wide and the percentage of residents living in poverty was far higher than average. The education statistics describe the percentage of the total population aged 25 years or older whose highest level of education is a high school diploma or bachelor’s degree. The data indicate that Hartranft, Hunting Park and West Kensington have lower levels of educational attainment than city averages.

Table 27. Education and income (2000).

Neighborhood	Education		Income		
	H.S. Diploma	Bachelor Degree	100% Below Poverty	200% Below Poverty	Median Household Income
Cobbs Creek	37.22	5.61	24.74	49.19	\$25,085
Fishtown	29.28	12.13	20.97	42.91	\$29,940
Frankford	37.31	6.43	24.75	46.95	\$25,283
Hartranft	30.61	2.08	43.17	62.15	\$13,881
Hunting Park	32.28	2.46	45.39	71.28	\$17,455
West Kensington	27.06	2.17	48.76	72.71	\$15,300
Mean	32.117	10.98	22.072	41.042	\$30,809
Standard Deviation	8.409	8.255	12.651	17.378	\$12,220

Source: U.S. Census Bureau

Table 28 presents indicators of economic strength as measured by housing values and land utilization. Hartranft, Hunting Park and West Kensington had average and median residential sale prices that were less than 25 percent of the

city-wide average. The median price for a residential property sale in the city was nearly \$80,000, while half of all properties in West Kensington sold for less than \$6,000.

				Residential Sale	
	Renter Occupied	Vacant Properties	Vacant Land Parcels	Median Price	Average Price
Cobbs Creek	32.28	5.91	2.19	\$28,000	\$31,703
Fishtown	42.72	4.04	21.23	\$50,250	\$63,524
Frankford	38.26	1.88	6.56	\$38,000	\$40,002
Hartranft	58.49	9.26	32.97	\$6,750	\$13,320
Hunting Park	38.59	5.68	5.01	\$13,001	\$15,882
West Kensington	53.70	5.18	40.80	\$5,750	\$11,200
Mean	41.443	3.525	7.742	\$79,710	\$81,046
Standard Deviation	15.868	3.402	8.507	\$80,945	\$75,332

Source: U.S. Census Bureau

Table 28 also presents data on the amount of vacant property in each community as a measure of community disinvestments. Four to five times more parcels lie vacant in Hartranft and West Kensington than is the norm across the city. Hartranft also has the highest percentage of vacant properties and vacant land, as well as the greatest percentage of renter occupied residencies. West Kensington has the second largest percentages of renter occupied residencies and vacant land.

Crime and Victimization Profile

Table 29 presents arrest and victimization data for the six communities based on calls for service data (incidents) and police data (arrest).

Not surprisingly, the three largest neighborhoods (Cobbs Creek, Fishtown and Frankford) experience the highest numbers of crimes. These three communities experience more serious crimes against persons (homicide, rape, robbery and aggravated assault, and assault) and more serious property incidents (burglaries, theft, auto theft, etc.) than is the citywide average. All the targeted neighborhoods, with the exception of Fishtown, had more than double the city average in numbers of narcotics arrest. While real numbers of crimes is an imperfect measure of criminal activity, since differences may be due in part to the number of residents rather than the rate of offending, it is still an important measure of the amount of crime experienced by a community.

Table 29. Crime and victimization (2003).					
Neighborhood	Narcotics (Arrest)	Property Crimes (Incidents)	Person crimes (Incidents)	All serious crimes	Theft
Cobbs Creek	365	1,540	547	2,087	677
Fishtown	89	1,209	257	1,511	679
Frankford	350	447	677	2,610	786
Hartranft	382	760	377	1,099	384
Hunting Park	458	1,342	199	1,843	496
West Kensington	364	778	262	1,040	353
Mean	161.4	1,047.9	265.9	1,313.8	535.9

Source: U.S. Census Bureau

Data on the average number of crimes per 1,000 residents show that all six neighborhoods experienced above average numbers of robberies per 1,000 residents when compared to the rest of Philadelphia. Fishtown and Hunting Park were

above average for burglaries, aggravated assault and theft. The other three communities experienced above average numbers of crime per 1,000 residents for only one or two of these measures.

COMMUNITY SUPERVISION—PAROLE AND PROBATION

Philadelphia’s Adult Parole and Probation Department (APPD) is likely to supervise a large portion of ex-prisoners re-entering Philadelphia communities. As previously discussed, most reentry literature conceives of the reintegration process as a continuum, where programming received in each distinct period in the reentry process (in-prison, transition to the community, and post-release) is clearly linked. Given the large population of pre-trial defendants in PPS, and the relatively short sentences for post-adjudicatory prisoners, many PPS inmates are likely to be released without supervision. These individuals are difficult to reach after release. For offenders under supervision, parole and probation is generally considered a key partner in reentry planning and programming that connects offenders leaving prison with services and programs on the outside.

The analysis that follows examines data from APPD describing the post-release supervision status of inmates released from PPS between 1996 and 2003. The data indicates that in 2003, there were 17,608 new probation cases involving offenders who had been incarcerated in PPS between 1996 and 2003. Of these supervision cases, 2,500 were paroled individuals that likely were released from PPS. Our data also indicates that about 9 percent of all detained inmates in PPS during the period from 1996 to 2003 received a term of probation for the charge for which they were admitted.¹⁶

Overall, we were able to draw limited conclusions about the supervision experience of detained and sentenced populations. From our PPS data, we observed that 18 percent of sentenced prisoners released from PPS in 2003 were released to parole and 12 percent of all entries (approximately 3,750) into PPS in 2003 were attributable to a probation or parole

violation. Because of the inability to confidently link PPS and probation data, we were unable to perform an extensive analysis of the probation experience of prisoners in PPS.

All estimates of the percentage of prisoners reporting to some sort of supervision are likely to be undercounts of the true population. Most importantly, the data sets received from PPS describe the prison experiences of those who were released from PPS in the project period—many offenders assigned to APPD during that period were not released from PPS, including those that were detained for short periods at non-PPS facilities and later sentenced to probation.

Before discussing the data documenting probation cases, it is necessary to briefly describe the parole and probation department. This section will (1) provide an overview of the Philadelphia Adult Probation and Parole Department; (2) describe a parole based early

release program, the Forensic Intensive Recovery program; (3) discuss limitations of parole and probation data; and, (4) present data obtained from Adult Parole and Probation Department.

Adult Parole and Probation

The Adult Probation and Parole Department (APPD) is the largest department of the Criminal Trial Division of the First Judicial District in Pennsylvania. *Probation* is a judgment in lieu of a sentence where the offender is granted conditional release and placed under supervision. While under supervision the ex-prisoner must adhere to special conditions and regulations handed down by a judge and enforced by the department. *Parole* is the conditional release from prison by discretion of a judge prior to the expiration of an offender's sentence. There are two different types of parole: (1) parole that is granted after a prisoner has served a sufficient proportion of their sentence, and (2) bench parole – where offenders get credit for pre-trial time in detention and are directly paroled at sentencing. Regardless of whether they are on parole or probation, offenders are released under the supervision of the Philadelphia APPD and release is conditional upon the offender's observance of (1) required conditions established by the judge, and (2) regulations established by the department.

Parole and Probation Case Processing

Cases assigned to APPD often include offenders with sentences for several different charges and several different cases. The department handles

probation cases, parole cases, and cases involving a combination of parole and probation sentences with little to no distinction between the different types cases. With the exception of a few officers designated to only the Forensic Intensive Recovery (FIR) program cases (described below), all probation officers have a mixed caseload with a combination of probation and parole cases. Probation cases make up the majority of officers' caseloads. Officers' caseloads include an average of about 150 cases; the high volume of cases assigned to each probation officer limits the probation officer's contact with each individual under supervision. When beginning a case, officers are initially given a computer generated face sheet on each offender on their caseload. In addition, a Wisconsin Risk Assessment, which includes over 200 standards from the American Psychological Association, is conducted for every offender on probation or parole.

After release from prison to supervision, an ex-prisoner is required to report to the Adult Probation and Parole Department within 72 hours. If the individual has not already been notified of the name of their probation/parole officer they must report to the Intake Unit located in the Criminal Justice Center at 13th and Filbert Streets, and is placed onto an officer's caseload. If an ex-prisoner has been assigned a probation/parole officer prior to release, they report directly to the APPD located at 1401 Arch Street, the only facility for all scheduled visits with a probation officer. Offenders on probation or parole throughout the city arrange their own means of transportation for scheduled meetings with their probation officers; transportation assistance is not

provided. Reporting hours are between 9 am and 5 pm daily. Because of high caseloads, offenders often must wait long periods of time to meet with probation officers. On weekday mornings, the line to get through security at 1401 Arch St regularly extends around the block.

Probation violations are primarily a discretionary process. However, if, while under supervision, an offender is arrested for any of the five major felonies (rape, non-voluntary deviant sexual intercourse, murder, aggravated assault, and robbery), the probationer is automatically arraigned for a preliminary hearing and is considered in violation. With the exception of the five major felonies, parole/probation officers have discretion over what constitutes a probation/parole violation. Depending upon the conditions imposed on an offender, a first infraction will usually result in a warning from a probation officer. Upon a second infraction some sort of penalty is usually assessed. If the infraction was for a positive drug test, for example, the probation officer will usually require that the offender enter a treatment program. After the third infraction, an offender is usually considered in violation and sent to prison.

Meetings between the probation officer and the ex-prisoner average about ten minutes. Given the large caseloads, there is generally little opportunity to facilitate a case plan designed to be rehabilitative. Rather, the responsibility of a probation officer is focused on detecting violations of supervision terms. Drug testing is a routine component of supervision. If an officer suspects that an ex-prisoner may be using drugs, they can request that the client be tested. Clients

are usually tested once a month until the period of supervision is up unless directed by a judge to test more frequently.

Forensic Intensive Recovery Program

The Forensic Intensive Recovery program (FIR) is an early release/paroling mechanism established in 1993 in response to a 1991 Federal Consent Decree which required the City of Philadelphia to provide substance abuse treatment (minimum of 250 slots), the level of which is appropriate with the assessed needs of each individual referred through early parole and re-parole. FIR is a cooperative effort between the Philadelphia Health Management Corporation (PHMC), Community Behavioral Health (CBH), Behavioral Health Special Initiative (BHSI), the Public Defenders office, the District Attorney's office, and the Philadelphia Adult Probation and Parole Department (APPD). The FIR program is designed for habitual offenders, and participants in FIR have usually been on probation or parole at least twice previously. The program primarily accommodates offenders with substance abuse problems.

Probation Data

The Urban Institute received data from the Adult Probation and Parole Department for all individuals who had served a term in PPS from 1996 to 2003.¹⁷ However, before analyzing the data, it is appropriate to discuss its limitations and problems. The analysis of probation data¹⁸ is much more limited than the analysis of PPS data for several reasons. From the data that was provided, the Urban Institute created a research

database that was used to describe characteristics of probation cases. However, the data were limited in the extent to which they describe the actual content of a supervision case. APPD does not electronically record: contacts with probation officers, drug testing frequency, referrals to outside programs, and a number of other measures that would have been informative in a discussion of prisoner reentry. As a result, we were unable to present data on many of the details that pertain to the intensity and frequency of an individual parole or probation case. In this report, the data are used to describe the distribution of special conditions, supervision status, and length of supervision among those under supervision.

Because we are unable to analyze many of the details of a probation case that relate to programming, service referrals, and supervision intensity, we have chosen to focus our analysis on special conditions of probation, which may show an understanding of an inmate's specific situation and can be used to guide them to useful programming. While analysis of special conditions is not ideally suited to a discussion of prisoner reentry, we feel that in this case it is useful.

Probation data from 1996 to 2003 can be found in **Appendix D, Table 15**. The table presents data at the unit of analysis of supervision term, meaning that an individual who is assigned multiple concurrent supervision periods would be represented multiple times in the table. Special conditions that are rarely assigned are not included in these tables. The special conditions in the table include those which require compulsory programming or specialized

supervision as a condition of supervision. Some examples of special conditions that are not included are *finer and costs*, *restitution*, and *victim's compensation fee*, which all have high participation rates. Others, such as *domestic abuse* and *house arrest* were omitted because of their relatively low participation. Terms are grouped into yearly cohorts by their start date. As with PPS data, 2003 data will be examined first. A brief longitudinal analysis will then follow.

Parole and Probation in 2003

Probation cases are the most common type of supervision that APPD provides. In 2003, 8,772 individual terms, or about 50 percent of all new supervision terms, in the data set were strictly probation cases. Another 5,470 (about 31 percent of all terms) were probation and parole terms. Only 14 percent of all supervision cases were parole cases. Reporting diversion, by far the smallest segment of supervision, had 854 new terms in 2003.

The most commonly imposed condition is the *other* condition, and no information was provided about the conditions falling into this category. The *other* condition appeared in 39 percent of all supervision terms in 2003, and in a majority of probation and parole cases (50.3 percent). The next most imposed condition was the *drug* special condition, which was required of 28.6 percent of all terms in 2003. Reporting diversion were most often sentenced to the *drug* special condition; 93 percent of the 854 reporting diversion terms had the condition imposed. Of the 2,500 or so parole cases, the *drug* special condition was imposed on 31

percent. In comparison, probation terms were only assigned the *drug* special condition 22 percent of the time.

The *alcohol* special condition is assigned less frequently than the *drug* special condition, and was assigned to 21 percent of supervision terms in 2003. Individuals on “probation and parole” were assigned to this condition the most often (37 percent). Regular parole was assigned the *alcohol* condition 33 percent of the time, slightly more than the rate it was assigned the *drug* special condition. Reporting diversion had a 93 percent assignment rate to the drug special condition but only a three percent assignment rate to the alcohol special condition.

Probation Days

Periods of supervision for all cases tend to be quite long. In terms of reentry, this may permit authorities to monitor a returning prisoner’s gradual transition to the community and provide assistance on an ongoing basis. The section

below describes the average number of days under supervision by the type of supervision for new terms in 2003. The average period of probation is around 1.75 years; the average period of parole is slightly less than a year. The period of supervision for probation and parole together is almost exactly three years, while the period of supervision for reporting diversion is one year.

Longitudinal Analysis

There is no obvious change in how special conditions have been imposed over the duration of our study. To take the alcohol special condition as an example, the rate at which supervision terms were assigned to it rose from 1996 to 1998 then fell in 1999, rose again for three years, and then fell for two years bringing us to 2003. Most of the special conditions have similar patterns, with decreases or increases of two or three percentage points year to year but no obvious direction of change.

THE FRANKFORD COMMUNITY ROUNDTABLE

A central focus of the Urban Institute’s Philadelphia Reentry project is the creation of a community-level roundtable on reentry. The Reentry Roundtable initiative sought to gather policymakers, researchers, service providers, community members and other key stakeholders to assess and develop a strategic response to the challenge of prisoner reentry in one neighborhood in Philadelphia. The goal of this dimension of the Institute’s project is to anchor all the research, the accountability systems, and the programming within the communities most affected by returning prisoners. The Community Roundtable on Reentry will develop new networks and understanding regarding prisoner reentry in one community with high concentrations of incarceration and reentry.

The roundtable in Philadelphia used a model developed at the national level by the Urban Institute. For the past two years, UI has brought together academics, policymakers and practitioners representing a variety of perspectives, with the goal of building understanding of prisoner reentry and advancing research-based policies. This model envisions reentry as an issue that goes beyond narrow criminal justice concerns. Reentry is a phenomenon with implications for multiple policy domains, including health, community development, workforce development, child and family issues, racial justice, and law enforcement. With the Urban Institute’s assistance, a number of states and municipalities have begun developing local versions of the roundtable model, linking their communities to the national conversation and providing a locus for strategic planning on the state and municipal levels.

The Frankford-Philadelphia Roundtable builds on this national model and the experience of other state and local reentry roundtables. Unlike

other Reentry Roundtables that have typically focused on broad policy issues associated with reentry, the Frankford-Philadelphia Roundtable was intended to directly facilitate the development of interventions within a targeted community. The goal of this roundtable was to dig deeply into the problems faced by a single community and develop an apparatus to resolve practical, logistical problems, a much different objective than the broad policy objectives of national or state roundtables. Thus, a single community, Frankford, was selected to serve as a demonstration site.

The site was selected in cooperation with the Commissioner of the Philadelphia Prison System and the Reentry Research Oversight Board. Together, we identified a representative community within Philadelphia, that is representative of neighborhoods that are experiencing high levels of arrest, removal, incarceration, and return of neighborhood residents. The selected community also has substantial unmet needs, both for the ex-prisoners and the community at large, but also

has in place both the resources and the capacity to develop and implement solutions to problems faced by the community and ex-prisoners.

Therefore, the most appropriate demonstration community includes a wide range of interested stakeholders with a willingness to create new networks, develop innovative approaches and apply evidence-based practices to solve problems. The Frankford community, selected for this Roundtable, met each of these criteria, as described below.

The Roundtable brought together city and community stakeholders working on reentry issues in the Philadelphia neighborhood for a facilitated discussion. The goal of the initial Roundtable, held March 15, 2005, was to develop a neighborhood-level vision of a successful reentry process for individuals returning to their neighborhood. The Roundtable members will have subsequent meetings to reach agreement on action steps that can be taken to implement that vision. The Roundtable will culminate in the development and implementation of an initiative to address the range of needs across the community.

The Roundtable is intended as a demonstration, so that lessons learned can be transferred to other communities. The ultimate goal of this initiative is to develop policies and programs that can be used throughout Philadelphia to address problems associated with prisoner reentry across the city. Therefore, the host community was selected because the problems and opportunities encountered there are representative of Philadelphia. Ultimately, the final programs and policies developed in

Frankford should be transferable to other communities.

The Urban Institute coordinated the initial discussion. Subsequent discussions will be coordinated by the roundtable participants, and a key aspect of the initial roundtable was to develop processes to nourish momentum from the first meeting. In order for the roundtable to become an institutionalized, sustainable policy-making entity, roundtable participants must take the lead in defining the community's agenda going forward and implementing their design.

The roundtable gathered a cross section of local elected and community officials, academic researchers, business and labor leaders, members of the community, faith-based organizations, health care providers, law enforcement officials, representatives of the philanthropic community and others to address the key questions about prisoner reentry in Philadelphia. Participation was by invitation only to ensure a consistent group of participants, to keep the numbers at a level that will permit engagement and interaction among all attendees, and to achieve a diversity of perspective.

This chapter describes how Frankford was selected as the demonstration site for this project, and in doing so, outlines data describing the socio-economic forces that challenge Philadelphia communities. Next, the chapter describes how participants in the Roundtable were selected, followed by an overview of the initial Frankford-Philadelphia Roundtable. The chapter concludes by summarizing plans for subsequent Roundtable related activity in the community.

Identifying a Host Community

Two sets of factors determined the selection of the host community: the need for a structured reentry project and the capacity of the community to implement an intervention. First, the need for new programs within the community can be measured along a number of dimensions: relatively large numbers of returning prisoners, significant economic barriers to successful reintegration (including the lack of accessible employment, limited housing stock, and limited skills), persistently high levels of crime and social disorder, and the presence of a sufficient human and social capital infrastructure to facilitate more effective reintegration.

Second, in order to create and sustain a new reentry initiative, the community should have some existing capacity to service the population. The community must have interest in developing new approaches to prisoner reentry and the political will to institute those initiatives. The community capacity can be measured by the presence of community resources, particularly those targeted toward ex-offenders. In addition, as the roundtable is designed as a demonstration project to be replicated across the city, it was also important that the community encountered problems related to reentry that are typical across Philadelphia communities.

Number of Ex-Offenders, and Parole and Probation

As described in **Chapter 6**, the Urban Institute mapped the likely location of return for all prisoners exiting the Philadelphia Prison System

in 2003 (about 28,000 addresses). **Figure 20** displays the total number of returning prisoners in 2003 by community. **Figure 21** displays the number of returning prisoners as a percentage of the total population in the neighborhood to identify neighborhoods with high numbers of returning prisoners in small populations, and vice versa, which may not be readily observable in **Figure 20**. The six communities highlighted in these figures rank high on both measures of ex-prisoner density, and each of the six neighborhoods had more than 665 inmates within its boundaries.

Community Reentry Resources Profile

Through several sources, UI identified more than 350 resources within these communities available for prisoners who are returning home. UI gathered data from PPS Social Workers, Philly SOS (an online database), a University of Pennsylvania Congregations Study database, and participants in the PPS 1st Annual Summit. The resources cover a range of services in categories including: Legal, Drug and Alcohol Residential Housing, Drug and Alcohol Outpatient, Behavioral Health Benefits and Entitlements, Sexual Abuse/Violence, Healthcare, Education and Training, Aftercare and Referral, Advocacy and Professional, Employment, Food, Faith-based Support, and Family Support. The data collected were limited: researchers could identify whether services were present, but no data were available describing accessibility, capacity and quality. Part of the responsibility of the roundtable participants will be to identify existing capacity and accessibility of service providers within the

community to meet the unmet needs of returning prisoners.

As noted, the host community was intended to be one that experienced high levels of returning prisoners and faced other related challenges, such as high poverty rates. However, the goal was not to find the most distressed neighborhood in Philadelphia, but rather to identify one that was generally representative of the neighborhoods in Philadelphia that experience high rates of returning prisoners. The initial choice was Hartranft, since these data suggested that the neighborhood was highly disadvantaged. However, when current community resources were identified, the neighborhood was found to have very limited community capacity to address these challenges. Since the goal of the project was not to create new resources to address problems related to prisoner reentry, but rather to serve as a catalyst to bring together existing agents to more efficiently serve this population, Hartranft was ultimately not selected. These data suggested a relatively high community capacity in Frankford compared to other communities. Subsequent research found a well-organized network of service providers in the Frankford community. Frankford was selected as the initial roundtable location based on the high number of returning prisoners to the community and scores on measures of social disadvantage that were representative of the city as a whole.

Stakeholders Profile

Next, potential roundtable participants were identified and invited to participate. Stakeholders generally fall into three domains:

1) political; 2) public agency; and 3) community leaders and service providers. The Urban Institute, in consultation with the Philadelphia Prison System, and the Reentry Research Board identified community stakeholders to be invited to participate in the roundtable. In addition, local community leaders, in particular from the Frankford CDC and Public/Private Ventures (P/PV), were solicited for qualified participants.

To meet the needs of a single community, the structure of the roundtable differed somewhat from the model (national or state-level) roundtables on which the format was based. The initial meeting was designed as a working group format, rather than a reporting of previously commissioned works, and therefore attendance was limited to direct participants and a few observers directly invested in the community. Although a few interviews were conducted during breaks in the roundtable proceedings, the press was not invited to attend the roundtable. The roundtable was held at the Second Baptist Church of Frankford. The site was selected to serve several purposes. The church was a non-governmental site within the host community, and therefore was a neutral location that did not create the appearance of primacy for any participant.

The Initial Frankford Community Roundtable

The day's agenda began with a presentation of the Urban Institute's findings from the project to provide context for the discussion. Other than the presentation of findings, the day did not include speeches or formal presentations, with the exception of a lunch speaker who described

her experiences as an ex-prisoner in the Frankford community. The initial discussion was a collaborative process where participants were invited to discuss agenda items in order to establish themes for the day's discussion, and ultimately for the direction of the entire roundtable process. The discussion focused on identifying core barriers to effective reintegration in the community and developing a set of action steps to implement new initiatives and programs. This included identification of a leader or leadership group with standing and credibility within the host community to assume responsibility for implementing the action steps articulated by the roundtable participants.

The ultimate success of the roundtable will likely be a function of the commitment of the local stakeholders who participate in the process. During the roundtable, participants were given the opportunity to begin developing a vision for the reentry initiative in Frankford. Those who are closest to the particular community targeted by the roundtable will likely bear responsibility for implementing and sustaining momentum for the roundtable agenda. Therefore, buy-in from community stakeholders will be a major factor in determining the effectiveness of this process.

Outcomes from the First Roundtable

The first roundtable focused on two key issues: (1) delineating some of the major barriers and opportunities to developing a successful reentry initiative in Frankford, and (2) establishing a core group to carry on the work of the first roundtable in subsequent meetings. With respect to the first issue, Roundtable participants

identified several areas/opportunities for future investigation:

- Improvements around the "moment of release." Roundtable participants were concerned that there is limited communication with families and organizations about the exact time a prisoner will be released. As a result, released prisoners and their support networks face logistical challenges to effectively transitioning prisoners back to the community in the critical first hours post-release.
- Development of an information center at PPS. PPS officials described a set of processes that could be put into place to create better release planning and to provide more information to prisoners about services that are available in the community. This includes the construction of an information kiosk on the premises of the PPS facilities on State Road, a goal of creating a release plan for each ex-prisoner, including a list of community resources to be given to inmates before release; and an expansion of resource fairs held within PPS to educate prisoners and probation and parole and PPS counselors about community resources.
- Creation of expanded "in reach" programming. In reach programming would ease access to PPS facilities from outside community organizations, thereby facilitating inmate access to information about jobs and resources post-release. Such a plan would require changes to visitation and other PPS policies, and would be

expected to yield an expanded set of partners in PPS transitional programming.

- Expansion of programs to issue state ID cards, allowing each inmate to be released with a state ID.
- Churches as facilitators of mentoring programs. Roundtable participants noted that the number of churches in the city of Philadelphia is about equal to the number of released prisoners. Roundtable participants suggested expanded outreach to faith-based organizations to increase opportunities for mentoring. Such a program would require training for new faith-based partners, either through PPS or other organizations.
- Expanded roles for public agencies. Roundtable participants suggested a number of new roles, including the facilitation of reentry programming through the mayor's office, using the Public Defender's office as a means of arranging direct transportation from prison to programs post-release, and re-assigning PPS social workers so that each

is responsible for a caseload or inmates that are expected to return to the same community.

- Other general suggestions by the roundtable included an expanded public education campaign to highlight the needs of returning prisoners, better data collection to allow successes to be observed and disseminated, using inmates as community service providers to clean up neighborhoods and to improve the image of inmates in the community and using older ex-prisoners as mentors.

Each of the suggestions described above were identified as starting points for future roundtable discussions. The meeting adjourned after volunteers were solicited to manage the development of the roundtable process and a date and location for the next roundtable were identified. Subsequent roundtable meetings have been held, although these meetings occurred too late for a description of their activities to be included in this report.

RECOMMENDATIONS FOR PERFORMANCE MEASURES

As policies and programs are developed to facilitate more effective and efficient reentry transitions, it will be important for the City of Philadelphia to answer a simple question: Has the City, through all this attention to prisoner reentry, actually improved the level of reintegration of prisoners leaving the Philadelphia Prison System? Here, criminal justice practitioners traditionally turn to a standard, unsatisfying measure – has the “recidivism rate” increased or decreased. This measure of success is inadequate. First, it measures failures and not successes. Second, it focuses on one dimension of success (or failure) – whether someone is rearrested – to the exclusion of other, very important measures. For example, it is important that returning prisoners secure employment so they can provide for themselves and their families, pay taxes, and develop a stake in society. In a recidivism measure of success, an unemployed person who is never arrested is as “successful” as an employed person who is never arrested. If we seek to encourage successful reintegration into productive community life, then we need to develop, and implement, a set of performance measures that tell us whether we have met that goal.

Using the results of the analysis described in this paper, Philadelphia is positioned to develop and implement performance measures that focus on reintegration, not just on recidivism. Because the Philadelphia Prison is a city institution, and the probation department is a mayoral agency, both the “inside” data systems and the “outside” data systems can be brought into alignment to produce ongoing measures of successful reintegration. A fully comprehensive system would rely heavily on electronic records to implement this performance measurement system, and many of those systems and data elements are not currently available.

In general, performance measures are most meaningful when an entire system exists to serve a population and deliver an intervention. Currently in Philadelphia, there is no coordinated system of reentry that follows a

prisoner through PPS and into the community. As a result, an attempt to measure the performance of the current system would be quite limited, as the assessment would necessarily be divided by agency and focused on measuring only those outcomes directly within each agency’s control. For instance, since PPS does not serve prisoners outside prison, outcomes would be limited to those observed at the prison gate — Do prisoners leave with a GED? Do they leave with identification? Do they leave with a case plan? — and not broader measures such as recidivism, employment, or family reunification.

This chapter briefly outlines the process of developing performance measures and presents some measures that can be used by PPS and the city of Philadelphia to monitor changes in the quality for prisoner transitions back to

communities. To do so in a way that provides meaningful information about the overall success of efforts to improve the transition from prison, it is appropriate to consider wide-ranging outcomes. The performance measures developed here use a comprehensive model of prisoner reentry, rather than developing measures for each agency with overlapping jurisdiction. Thus, the focus is shifted from the singular efforts of an agency or community and concentrates instead on the reentry goals of the City.

Developing a System of Performance Measures

The first step in developing a system of performance measures is to define the strategic objectives that are sought. Generally, this process is undertaken as part of a larger strategic planning initiative that directs the development and implementation of new policies or programs. The discussion in this chapter is designed to inform the development of a new strategic planning process in Philadelphia.

The first step in developing performance measures is to create a logic model, which is the vehicle for agencies to determine and evaluate performance standards. Whereas a program evaluation may be a one-time event, external to the program and focus on the overall assessment of the program, performance measurement is ongoing, involves program management, and focuses on achievement of objectives and adapting to changing conditions within the program to enhance efficiency and effectiveness.¹⁹ Performance measurement is a key component of strategic planning and is the ultimate goal of this process. Strategic planning

allows the partnership to gauge their progress, pinpoint problems, and tailor pieces of the initiative to react to progress and problems. It is, essentially, like a roadmap, to be used intermittently to see if the initiative is on course. If it is not, practitioners should problem-solve and change directions mid-course.

Logic models provide a readily accessible summary of the program's strategic plan. The models provide a clear delineation of the various components of a general strategic plan for prisoner reentry and how they relate to each other and to the program's mission, objectives, and goals. The models represent the ideal; if the reality of the initiative is not lining up with the abstract initiative, reassessments are needed. Are the goals unrealistic? Have circumstances changed which make the ideal model impossible?

Understanding the Reentry Phenomenon in Philadelphia

For the purposes of understanding prisoner reentry in Philadelphia, it is appropriate to consider reentry as both an overall process and as a series of discrete events. In addition to a general strategic plan for the overall program, there are four other processes that require specific strategic plans to implement. For the purposes of this report, those processes are divided into stages of the reentry process, where each stage can benefit from the development of a clear conceptual plan:

- ◆ The long-term pre-release period;
- ◆ The short-term pre-release period (90 days prior to release);

- ◆ The short-term post-release period (90 days following release); and,
- ◆ The long-term post-release period (two years).

This division allows for a highly detailed account of the program’s activities and accomplishments in the stage-specific models, as well as for a broader understanding of how the program’s general activities support the program’s larger mission, vision, and framework, through the overview models. Through these models, program partners can analyze the structure of the program and whether it is meeting both specific and general program goals and objectives. The overall program logic model describes the overall mission and objective of the program. The objective of the program is to increase the likelihood that ex-prisoners will have access to services to develop their ability to function effectively in their communities after release. However, each timeframe represents a critical juncture in the process of incarceration and reentry, and therefore can be analyzed separately.²⁰ For conceptual clarity, each piece is a stand-alone component, joined together through transition points from one component to the next.

The long-term pre-release period includes the bulk of the prison experience for felony offenders. The period is critical to achievement of program goals as it both provides an opportunity for early intervention and programming, and allows for long-term, large dosage interventions such as substance abuse treatment. Short-term pre-release includes the period during which the inmate is actively being prepared for the logistics of reentry (where they

will go, what they will do, where they will find work). In addition to developing and implementing a formal reentry plan (including housing, work, social service receipt, etc.) processes tied directly to the release date, such as application for Medicaid, or prescription drug planning are undertaken in this period.

The actual transition from institution to community (short-term post-release) is, perhaps, the most critical juncture. The point at which the (now) ex-prisoner has the largest resource demands—assistance in securing housing, finding a job, creating linkages to physical and mental health care—is the point historically identified by reentry programs as the period where ex-prisoners typically get the least amount of support. The first 24 to 48 hours are especially critical. A small-scale 1999 study by the Vera Institute found several critical hurdles for inmates during transition from prison to the community, the first being the “moment of release.” Many inmates were released without basic information, and few were met by friends, family, or an advocate. In the days following release, other major hurdles included getting referrals for treatment and obtaining Medicaid, employment, and housing.²¹ Long-term post-release provides important checks on the offender—drug testing, reaffirmation of housing and employment. This ongoing monitoring and support provides a mechanism to ensure continued success.

A General Logic Model for Understanding Reentry

The first logic model describes the strategic plan of the overall program. Before describing the

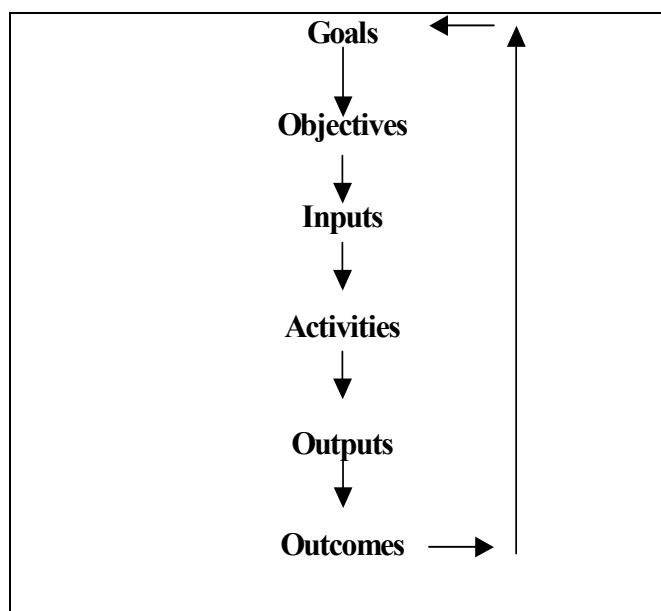
model, it is appropriate to develop a set of definitions of the components of the logic model. Hatry²² provides the definition for the primary strategic planning terms used in this document. A summary of these terms follow.

Goals represent the end results that the organization ultimately seeks to achieve and they reflect the organization's overall mission. These are the main aims of a program, such as to improve the transition of prisoners back to their community. *Objectives* are like goals in that they also represent results sought and that they are stated in general, non-quantified terms, but they are different in that they represent the more specific results sought that will contribute to achieving the goals. These might include such ambitions as reducing the number of prisoners who are re-arrested, or increasing available transitional housing beds. The remaining components of the strategic plan are much more

specific. *Inputs* are simply the resources required to fulfill the operations tasks, such as staff time, equipment, and money. *Outputs* are, alternatively, the productions and services performed by the organization. Hatry (1999) describes them as “the completed products of internal activity: the amount of work done within the organization or by its contractors (such as the number of miles of road repaired or number of calls answered).”

Finally, *outcomes* are events that are external to the organization's activities, but that the organization is attempting to produce by way of their activities. More specifically, intermediate outcomes are the outcomes that are “expected to lead to a desired end” and end outcomes are the end results being sought. In short, the outcomes are the demonstrations of whether the objectives are being accomplished.

Figure 22. **Logic Model**



The Conceptual Framework

The model on the following page describes the conceptual and logistical process by which a program might intervene with prisoners (and ex-prisoners) to reduce the likelihood that they will return to prison. At the top of the page, an arrow moves from left to right describing the transition from formal to informal social control. The idea, derived from criminological theory, is that in order to become a contributing member of society, prisoners must move from responding to direct orders from authorities (such as corrections officers) to a point where their behavior is both internally guided and responsive to cues from the community. The process of doing so in many institutions is abrupt and unsuccessful. Prisoners are simply released without a plan and without the skills to make such an adjustment.

The first component of the model is the long-term pre-release period under the authority of PPS. Many detainees in PPS will skip this period since they do not remain in custody long enough to receive services. For those that do, this period is critical in creating a foundation for their development. Fundamental skill development, such as education and job training, are addressed. Chronic health problems, such as substance abuse, mental illness and physical ailments are treated. Areas of personal development, such as parenting or anger management, can also be improved during this period.

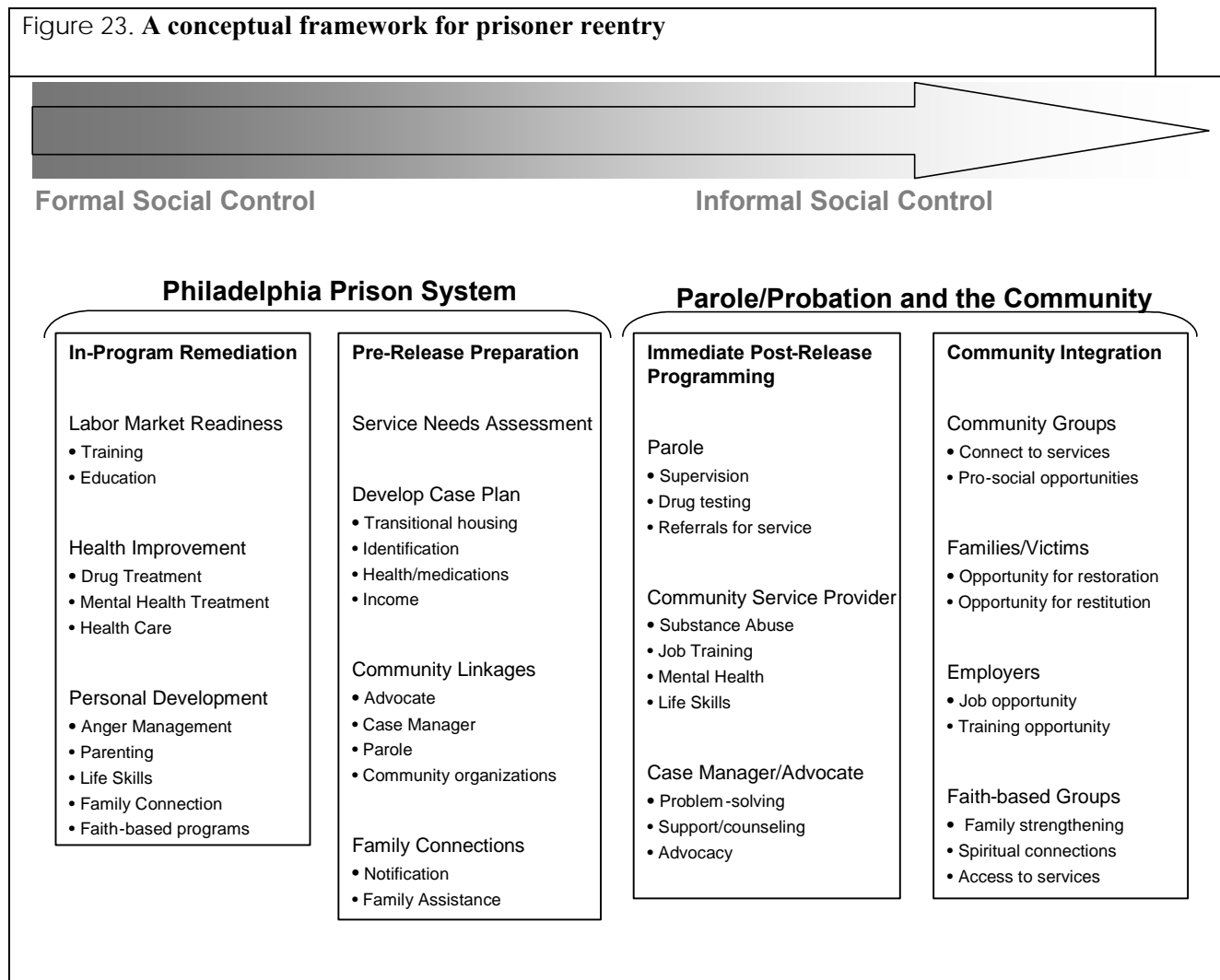
As prisoners near the date of their release, they move into the period of pre-release preparation. The goal of this period is not to develop the

foundational elements of more pro-social behavior: there is generally insufficient time for such activities. Rather, this period focuses on direct preparation for release. A case plan is created to guide the soon-to-be ex-prisoner through the first few months post-release. Immediate post-release needs such as prescriptions and identification are assembled. Connections are made to families and service organizations to meet the ex-prisoner at the gate and direct them immediately into critical services and away from criminal triggers.

Once prisoners are released, they enter the immediate post-release period. Many continue to be formally supervised, although the level of supervision is less than they experienced while incarcerated, and some are under no supervision at all. For those who are supervised, developing systems to ensure their compliance is a critical element, and can be assisted by clear transmission of post-release requirements to the prisoner by the time they are released. In this period, linkages to community service providers and/or a case manager to continue to work directly with the ex-prisoner have been shown anecdotally to improve outcomes.

Finally, the ex-prisoner enters the long-term post-release period where success is defined as reintegration into the community. Continued access to services is important, as is reconciliation with family and friends, restitution to victims, and participation in work and other activities that contribute to long-term stability.

Figure 23. A conceptual framework for prisoner reentry



Performance Measures

As there is no defined program in operation in Philadelphia that crosses all of the institutional boundaries present in the model above, a discrete set of performance indicators tailored to the program can not be described here. What follows instead are indicators developed to assist the City of Philadelphia in measuring success in each of the four domains and globally across all

of the reentry domains. The benchmarks (goals to be met) included along with these measures are examples and are not based on the data analysis described above.

Finally, it is worth noting that even if a program was currently in place and a set of performance measures could be tailored to that program, there are still challenges to the City in developing data systems that can capture the data needed for this

system to be valuable. Data must be collected on an individual-level. While the performance measures themselves are aggregate data, they are intended to be flexible and responsive to a changing environment. If data are collected and disseminated only in aggregate form, then those data become the performance measures and cannot be used in this model. In addition, it is critical that all data be available electronically, and that data cross institutional boundaries: within public agencies, across public agencies, and between public and private agencies. Only when all of these actors are able to communicate will an effective performance measurement system be viable.

Performance measures are developed in four domains:

- In-Program Remediation (Long-Term Pre-Release);
- Pre-Release Preparation (Short-Term Pre-Release);

- Immediate Post-Release Programming (Short-Term Post-Release)
- Community integration (Long-Term Post-Release)

Some recommendations for performance measures are described below. These lists are intended to be examples of the types of measures that can be developed to assist in developing and evaluating the effectiveness of a prisoner reintegration program. The list is not exhaustive, as a comprehensive list of indicators can not be developed without a defined program in place.

Long-Term Pre-Release

Performance indicators in the long-term pre-release domain are generally measures of the effectiveness of programming delivered inside PPS. These measures are developed from administrative data and interviews (surveys) prisoners that occur at the time the first enter PPS.

Table 30. Long-term pre-release performance indicators.

Input	Outcome Domain	Indicator	Stage	Data Collection Strategy
In-Prison Programming	Preparation for Reentry	Number and percent participating in program	LT Pre-Release	Program records
In-Prison Programming	Preparation for Reentry	Number and percent who heard about the program from a PPS case manager or social workers	LT Pre-Release	Survey of participants
In-Prison Programming	Preparation for Reentry	Number and percent completing all or most of program	LT Pre-Release	Program records
In-Prison Programming	Preparation for Reentry	Number and percent who found the program somewhat or very useful	LT Pre-Release	Survey of participants
In-Prison Programming	Preparation for Reentry	Number and percent who found the program to be something they would need after released	LT Pre-Release	Survey of participants
Case Planning	Increased use of treatment plans for inmates	Number of clients with treatment plans	LT Pre-Release	Program records

Input	Outcome Domain	Indicator	Stage	Data Collection Strategy
Post-Release Case Plan	Family Relations	Number and percent who think it will be hard to renew relationships with family (adults) and/or children	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Social Relations	Number and percent who think it will be hard to reestablish contacts with old friends, and/or be socially accepted in the community	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Health	Number and percent who think it will be hard to provide themselves with food	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Health	Number and percent who think it will be hard to stay in good health	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Employment	Number and percent who think it will be hard to find a job. Number and percent who think they will need help finding a job	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Employment	Number and percent who think it will be hard to make enough money to support themselves	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Employment	Number and percent who think they will need help getting job training	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Housing	Number and percent who think it will be hard to find a place to live. They will need help finding a place to live	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Reduced Recidivism	Number and percent who think it will be hard to avoid a probation/parole violation and/or staying out of prison	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Transportation	Number and percent who think they will need help getting transportation	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Education	Number and percent who think they will need help getting more education	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Health	Number and percent who think they will need help getting health care, counseling, mental health treatment, and/or drug and alcohol treatment	ST Pre-Release	Survey/ Pre-Exit Interview
Post-Release Case Plan	Health	Number and percent who are on medication in prison	ST Pre-Release	Administrative Data
Post-Release Case Plan	Health	Number and percent receiving mental health treatment and/or drug and alcohol treatment in prison	ST Pre-Release	Administrative Data
Post-Release Case Plan	Health	Number and percent who are diagnosed with HIV/AIDS, Hepatitis B/C, mental illness, and/or drug and alcohol dependence	ST Pre-Release	Administrative Data
Post-Release Case Plan	Reintegration	Number and percent who expect their probation/parole officer to be helpful with the transition back to the community	ST Pre-Release	Survey/Pre-Exit Interview

Short-Term Pre-Release

Short-term pre-release indicators are used in developing comprehensive plans for returning prisoners. These data are generally derived from surveys of prisoners, where prisoners are asked what types of services they will need in order to be successful in the community. Generally, a decrease in these numbers would indicate that pre-release programming is successful (e.g., fewer prisoners believe they need intensive services post-release).

Short-Term Post-Release

Short-term post-release indicators are generally collected by some entity other than PPS. In order for these performance indicators to be collected and utilized, some entity must be responsible for managing the entire reentry process. The data in this domain are generally administrative data, and are collected from both public and private programs and agencies.

Table 32. Short-term post-release performance indicators.

Input	Outcome Domain	Indicator	Stage	Data Collection Strategy
Transitional Housing	Housing	Increased placement in transitional housing	ST Post-Release	Community program records
	Housing	Homelessness	ST Post-Release	Shelter roles
	Housing	Placement in permanent housing	ST Post-Release	Survey
	Employment	Number of clients that obtain employment	ST Post-Release	Administrative records
	Employment	Number of clients that earn at least \$8.00/hour.	ST Post-Release	Administrative records
	Compliance	Number of clients who comply with REP terms of supervision during first 3 months	ST Post-Release	APPD records
Identification	Preparation for Reentry	Number and percent who secured state identification within one month after release	ST Post-Release	Survey of participants/ MVA records

Long-Term Post-Release

Long-term post-release indicators are perhaps the most important measures of how successful the prisoner reintegration process has been, since these data record the outcomes for released prisoners after a sufficient period has elapsed to

evaluate the results of all the programming and services they have received. Again, these data are collected from a range of public and private entities. In addition, many of the data are also collected from surveys with a sample of ex-prisoners.

Table 33. Long-term post-release performance indicators.				
Input	Outcome Domain	Indicator	Stage	Data Collection Strategy
Community Case Management	Compliance	Number of clients that remain on case plan for 3, 6 and 12 months	LT Post-Release	Community Program Records
	Compliance	Number of arrests. Number of new offenses	LT Post-Release	Survey of participants
	Compliance	Number of clients in compliance with APPD requirements	LT Post-Release	APPD Records
Community Case Management	Preparation for Reentry	Number of pro-social contacts. Number of clients participating in post support network	LT Post-Release	Community Program Records
Community Treatment	Health	Number of clients in need of/receiving substance abuse treatment	LT Post-Release	Survey / Administrative Data
Community Treatment	Health	Number of substance abuse relapse	LT Post-Release	Survey of Participants
Community Treatment	Health	Number of referrals for health and mental health treatment	LT Post-Release	Program Records
	Health	Number of ex-prisoners taking medications. Number of hospital stays		
	Housing	Number of clients that obtain permanent housing. Number homeless	LT Post-Release	Survey of Participants
	Housing	Number of clients that maintain positive relationship with children/families/faith-based organization/community	LT Post-Release	Survey of Participants
	Employment	Number of clients who maintain continuous employment	LT Post-Release	Survey of Participants
	Employment	Number of clients that earn at least \$8.00/hour.	LT Post-Release	Survey of Participants
	Education	Number of clients that complete GED/HS diploma within 2 years after release	LT Post-Release	Survey of Participants
	Education	Number of clients that participate in higher education activities	LT Post-Release	Survey of Participants

CONCLUSIONS AND FUTURE DIRECTIONS

Inmate surveys provide important performance indicators that can be used to adjust inmate programming. However, in order to fully inform program planning, these data must be supplemented by other data collection. In particular, it is difficult to interpret the participation rates reported here. Whether the levels of client participation in PPS programming indicate that PPS has been successful in delivering reentry programming cannot be evaluated from these data alone. If, for instance, an assessment indicated that about half of PPS inmates need substance abuse treatment, than PPS could be judged to be generally successful in getting inmates to services. However, since these assessment data are not available, such a determination cannot be made.

Overall, those who are offered a program are likely to participate. The research literature suggests that dosage as well as exposure to programs is highly correlated with program outcomes. Therefore, it will be important to determine how much programming was received, in addition to whether inmates received any programming. For programs like OPTIONS and PhilaCor, it is likely that, due to the program structure, participation extended beyond minimal contact. For other programs, such as PLATO, it is possible that those who participated received a limited amount of programming. These questions are difficult to analyze in a self-administered survey and are therefore beyond the scope of this study. For almost all of the programs (with the exception of PennyPack) no electronic data about participation or attendance was available for analysis. Only through the analysis of these three indicators – identified need, program participation, and dosage (amount of services) - can the success or failure of reentry programming be evaluated.

It is also worth noting that PPS programming generally follows three distinct tracks: employment training, substance abuse treatment and GED preparation. The survey suggests that there are gaps in this service suite. For example, those with the least educational attainment and lowest levels of functioning do not qualify for most educational programs. Some of the employment programs – PhilaCor in particular – are designed to serve a population that already has experience. Given the relatively limited employment histories of many inmates, there appears to be a need for expanded employment and job readiness training. Other critical skill development services - parenting, life skills, anger management, etc. – are available for relatively few inmates. Transitional reentry issues, such as finding a place to live post-release and securing identification, do not appear to be delivered to large numbers of inmates.

PPS faces a daunting challenge in delivering services to its prison population. There is rapid turnover within the population and significant prisoner movement within the system. Many

prisoners remain in PPS for a limited period of time and are therefore difficult to reach. The analysis here suggests that there are significant numbers of prisoners who remain in PPS for a sufficient period of time – 90 days or more – that programming might be possible. Limiting prisoner movement for those likely to remain the longest would help to facilitate this delivery, but may not be operationally feasible.

While this report was not an evaluation, per se, and was not designed to isolate the effects of specific programs on prisoner post-release outcomes, it is clear that the special circumstances of prisoners housed at the Delaware County facility suggest a lower likelihood of effective reintegration among this group. Delaware County prisoners did not have access to the same programs as inmates housed at PPS. The Delaware County facility, because it is not part of the Philadelphia Prison System, has its own unique programming. Discussions with PPS staff and with inmates housed in the Delaware facility suggest that few, if any, structured programs are available for prisoners in those units. Since Delaware County prisoners

did not participate in the six programs described in this report, they will report no program participation, leading to lower overall estimates of PPS program participation rates. However, since the Delaware county facility does house PPS prisoners, and the number of Delaware county prisoners in the survey sample is proportionate to their overall representation within the PPS system, it is appropriate to include their responses in this report.

Overall, there is a substantial need for services in this population. The prisoner interviews suggest that services are being delivered, and are generally well received, although the amount, intensity, and effect of those programs can not be determined. However, the administrative data suggest that many of the prisoners whom we interviewed for this survey will return to PPS again and again. The first step to breaking the cycle of crime, re-arrest, and re-incarceration in Philadelphia appears to be the development of an integrated data system to assess and track inmates needs and service receipt. This will allow PPS to adjust programming to foster more effective prisoner reintegration.

ENDNOTES

¹ Harrison, Paige M and Allen J. Beck. 2005. "Prison and Jail Inmates at Midyear 2004." Bureau of Justice Statistics. NCJ 208801.

² Urban Institute analysis of Bureau of Justice Statistics data, in Harrison, P. and J. Karberg. "Prison and Jail Inmates at Midyear 2002." NCJ 198877.

³ Philadelphia Prison System FY2002 Annual Report

⁴ UI Analysis of Philadelphia Prison System data.

⁵ Austin, J. 2001. "Prisoner Reentry: Current Trends, Practices and Issues." *Crime and Delinquency* 47(3): 314–334. Hammett, T.M., C. Roberts, and S. Kennedy. 2001. "Health-Related Issues in Prisoner Reentry." *Crime and Delinquency* 47(3): 390–409. Lynch and Sabol. 2001. "Prisoner Reentry in Perspective." *Crime Policy Report*, Volume 3, Sept. 2001. The Urban Institute.

⁶ Wilson, W.J. 1987. *The Truly Disadvantaged: The Inner City, the Underclass, and Public Policy*. Chicago, IL: University of Chicago Press. Wilson, W.J. 1996. *When Work Disappears: The World of the New Urban Poor*. New York, NY: Knopf.

⁷ For an in-depth discussion of prisoner reentry nationwide, see Travis J., A. Solomon, and M. Waul. 2001. *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry*. Washington D.C.: Urban Institute.

⁸ Lynch and Sabol. 2001. "Prisoner Reentry in Perspective."

⁹ Annual Statistical Report, Pennsylvania Department of Corrections

¹⁰ Lynch and Sabol. 2001. "Prisoner Reentry in Perspective."

¹¹ For the purposes of this report, 'prisoners' refer to anyone incarcerated within PPS, regardless of the length of their incarceration. 'Inmates' refers to those who were sentenced. 'Detainees' refers to those who were held pre-trial pending adjudication. 'Offenders' refers to those convicted of a crime.

¹² Source: Annual Statistical Report, Pennsylvania Department of Corrections. 2002. Primary author: Hartman, M.

¹³ Census 2000 Summary File 3 for Philadelphia, PA.

¹⁴ The number of responses may differ from the reported number of participants. As discussed earlier, many respondents have had multiple periods of incarceration within PPS. When asked, proctors encouraged respondents to report offers and participation only for their current period of participation – client satisfaction data could be from any period of incarceration within PPS. In addition, not all respondents answered all questions in this section.

¹⁵ Visher, Christy, Vera Kachnowski, Nancy La Vigne, and Jeremy Travis. 2004. "Baltimore Prisoners' Experiences Returning Home." Washington, D.C.: The Urban Institute.

¹⁶ This data proved exceptionally hard to link. APPD data and PPS data contained different identifiers. Although there was a case number included in both along with a unique police identifier for each individual, matching them proved difficult because of difference in recordkeeping and formats.

¹⁷ For a more complete discussion of the data please refer to the About the Data section at the beginning of this document.

¹⁸ From this point on, probation data refers to data from Adult Probation and Parole Department.

¹⁹ Hatry, Harry. 1999. *Performance Measurement: Getting to Results*. Washington, DC: The Urban Institute Press. Longo, Paul. 2002. The Performance Blueprint, An Integrated Logic Model Developed to Enhance Performance Measurement Literacy: The Case of Performance-Based Contract Management. Arlington, VA: 2002 Annual Conference of the American Evaluation Association Theme: "Evaluation: A Systemic Process that Reforms Systems."

²⁰ Prochaska, J.O. & DiClemente, C.C. 1986. Toward a comprehensive model of change. In W. Miller and S. Rollnick (Eds.) *Motivational Interviewing: Preparing People to Change Addictive Behavior*, Guilford Press: New York. Byrne, J. M., F. Taxman and D. Young. 2002. "Emerging Roles and Responsibilities in the Reentry Partnership Initiative: New Ways of Doing Business." NCJRS 196441.

²¹ Travis, J., A. Solomon, and M. Waul. 2001. "From Prisons to Home: The Dimensions and Consequences of Prisoner Reentry." Washington, DC.: The Urban Institute.

²² Hatry, H. 1999. *Performance Measurement: Getting to Results*. Washington, DC: The Urban Institute Press.

APPENDIX A

TECHNICAL NOTES ON THE ADMINISTRATIVE AND SURVEY DATA

APPENDIX A: TECHNICAL NOTES ON THE ADMINISTRATIVE AND SURVEY DATA

PPS Data

Data on the population of the Philadelphia Prison System were obtained from the management information system (MIS) maintained by the Philadelphia Prison System (PPS). These data include prisoners released between 1995 and 2003. The maximum sentence of an inmate in the Philadelphia Prison System is two years, and therefore the data set includes inmates arrested and released before the end of 2003. The data set does not include anyone arrested in 2002 and 2003 who was not released in those years. As a result, data contained in this portrait includes all prisoners in PPS who were incarcerated between 1995 to 2001, all prisoners admitted between 1995 and 2001, and all PPS prisoners released between 1995 and 2003.

The PPS statistics were developed from three data sets, containing admissions records, case records, and medical information. The case records that were received included: arrest date¹ and charge, charge disposition, bail amount, sentence and sentence date, and minimum and maximum release date. Admissions data include demographic information and data about a prisoner's period of incarceration, including: date of birth, gender, race, marital status, number of dependents, highest grade completed, address, zip code, admission date, release date, and release facility. Admissions data and case data were merged using common prisoner identifiers, including inmate number and admission date. Data were combined into a single research database which allows for the analysis of linked demographic information, case history and incarceration history.

Parole and Probation Data

Data on the parole and probation populations were obtained from the Adult Parole and Probation Department. Once PPS data were collected, individual identifiers (using a person-level identifier permanently assigned to individuals by the Philadelphia Police Department) from all prisoners released from PPS between 1996 and 2003 were used to select corresponding parole and probation records. Records from Parole and Probation data were collected for all parolees and probationers released from PPS during the period between January 1, 1996 and December 31, 2003 and ordered to perform a period of community supervision. There are no date restrictions for the probation start or end date, so the term of parole and/or probation may begin before the 1996 and continue after 2003.

¹ Arrest date was not recorded for cases after 1995, and are not available for most of our sample.

Parole data are contained in a hierarchical dataset, linked by common identifiers. Once our sample was identified, all related records from six other databases (arrest demographics; new charge arrests; bench warrant arrests; charge disposition; violation of probation hearings and probation case data) were queried to develop a single research database. The research database contained records including: date of birth, race, sex, height, weight, supervision fee amount, fines and costs amount, restitution amount, number of community service hours ordered, probation case status, probation case type, probation start date, probation end date, conditions of probation, and address and zip code.

The purpose of the probation and parole data was to provide an empirical basis for describing continuing criminal justice supervision of prisoners who were incarcerated in PPS between 1996 and 2003 and subsequently returned to the community. As a result, community supervision records for those who were not incarcerated in PPS are not included in this report. Therefore, if an individual were sentenced to probation without having been held in the Philadelphia Prison System, their records are included in our data set.

State and National Data

Longitudinal data describing incarceration trends in Pennsylvania were obtained from public data sets, primarily those available through the Bureau of Justice Statistics. Demographic information describing the city of Philadelphia and the neighborhoods within Philadelphia were obtained from the Census Bureau, and the Philadelphia Neighborhood Information System maintained by the Cartographic Modeling Laboratory at the University of Pennsylvania. The boundary files that define neighborhoods within Philadelphia used in the analysis of the impact of prisoner reentry on local communities were also obtained from the Cartographic Modeling Laboratory.

Data Limitations

There are two important limitations to the data in this report. First, the data associated with parole, prison and probation terms can be interpreted in many different ways. Analysis of data from parole, probation and prison can be challenging to analyze and interpret. Arrestees commonly experience several changes in their status as they progress through the system. Over the course of the prosecution of a single arrest, an arrestee may enter and leave the system several times, may enter the system on one charge and subsequently have several other charges appended and/or dropped, and may be ultimately convicted and sentenced for a crime unrelated to the initial arrest. Therefore, it is possible to analyze data about individual prisoners, about particular cases or particular arrests. Reports examining the same data but applying different analytic strategy will yield different summary statistics.

APPENDIX B

CORRECTIONS AND SENTENCING POLICY IN PENNSYLVANIA

APPENDIX B: CORRECTIONS AND SENTENCING POLICY IN PENNSYLVANIA

Changes in crime control policy have a direct impact on the size and composition of the prison population in Philadelphia and across the state. A significant piece of the crime control legislative agenda in Pennsylvania in the last quarter century has been efforts to reduce overcrowding in Pennsylvania prisons. While prison populations have continued to grow rapidly during this time (as discussed in the section that follows), there is some evidence that the growth has not been as large as would have been the case in the absence of this legislation.² The effect of these policies on PPS has not been directly evaluated.

Sentencing Guidelines

In 1978, the Pennsylvania General Assembly established the Sentencing Commission to develop sentencing guidelines in an effort to create “a consistent and rational statewide sentencing policy to promote fairer and more uniform sentencing practices.” Determinate sentencing practices have been a part of Pennsylvania’s sentencing policy since the commission’s initial guidelines became effective in 1982.

In Pennsylvania, determinate sentencing involves fixed prison sentences determined within the accepted guidelines that can be reduced by good-time or earned-time credits. In 1990, legislation attempted to reduce prison over-crowding problems by creating community based programs, including electronic monitoring and drug treatment, as alternatives to incarceration. In 1991, the Commission established presumptive non-confinement for less serious offenders with no prior record or only one previous misdemeanor.

In 1994, the combination of a growing fiscal strain caused by prison over-crowding, and new research suggesting that, in comparison to other states, Pennsylvania’s guidelines were more lenient for violent offenders while harsher for non-violent offenders, new guidelines were implemented that recommended harsher punishments for violent offenders and Intermediate Punishment alternatives for those committing less serious offenses. The guidelines were similarly revised again in 1997 to encourage lengthier sentences for violent offenders while allowing less serious offenders that otherwise would be sentenced to state prison to complete Restrictive Intermediate Punishment programs. However, the 1997 guidelines reversed parts of the 1994 guidelines that had recommended non-incarceration for some offenders with more serious offenses and prior records.

² Kempinen, Cynthia A., Ph.D. (2003) Impact of the 1994 and the 1997 Revisions to Pennsylvania’s Sentencing Guidelines. Pennsylvania Commission on Sentencing Research Bulletin. Vol. 3, No. 2.

Generally, research suggests that the revisions have accomplished the intended objective of shifting the offender populations convicted of less serious drug and theft offenses from prison to jail or community-based alternatives. Studies conducted on behalf of the Sentencing Commission found that three changes resulted from the implementation of the revised policy guidelines of 1994 and 1997: 1) minimum sentences for the most violent offenses increased, 2) offenders convicted of less serious offenses, such as minor theft, were less likely to be incarcerated, and 3) a higher percentage of lower level drug dealers were sentenced to Restrictive Intermediate Punishment (RIP) instead of being incarcerated (the study also found that this was greatly influenced by which counties got RIP funding - the more funding a county received the more likely offenders in that county were to be sentenced to RIP).

Mandatory Minimums

In 1982, the same year sentencing guidelines went into effect, the General Assembly passed mandatory sentencing legislation for certain violent and DUI offenders. According to the Pennsylvania Sentencing Commission, mandatory minimum sentences are statutory provisions that supersede the sentencing guidelines, and the court has no authority to impose a sentence shorter than one called for by mandatory provision. Mandatory minimums apply to very specific aspects of crimes while the state sentencing guidelines take more factors into consideration allowing for longer sentences than those prescribed by mandatory minimums. In 1988, additional mandatory statutes were mandated for drug delivery offenders depending upon the type and amount of drug.

The 1994 and 1997 revisions to sentencing guidelines were consistent with Pennsylvania's version of Three Strikes legislation passed in 1995 which increased mandatory sentences for repeat violent offenders. A second conviction for a crime of violence results in a minimum of 10 years in prison while a third conviction for a crime of violence results in a minimum of 25 years or life imprisonment. In practice, Three Strikes laws are rarely implemented. According to 2000 Commission data, of incidents reported (excluding DUI incidents for which the mandatory is applied in 100% of the cases) mandatory minimum sentences were only applied in 2% of all cases. In 2000, mandatory sentences were applied in 17.5% of violent crimes. Based on sentencing information reported to the commission, there has been a significant increase in the number of individuals sentenced for drug offenses and the use of drug trafficking mandatory minimum sentences since the late 1990s.

Departures from Sentencing Guidelines

According to a recent study by the Pennsylvania Sentencing Commission, Pennsylvania's sentencing guidelines have the widest sentencing ranges of any state and therefore provide the

most judicial sentencing discretion of any guideline system in the country.³ Judges may consider any factor when departing from the state's guidelines. The study found that departures from the 1994 and 1997 revised guidelines for serious violent offenders (those convicted of "three-strikes" offenses) were extensive, with downward departure rates of over 20% for aggravated assault, voluntary manslaughter, and carjacking.

Quantitative data analysis of departures from 1996-1999 revealed that the more serious the offense and the more serious the offender's prior record, the greater the chance of a departure below the guidelines. Judges in Philadelphia and Allegheny counties were the most likely to depart from guidelines, commonly citing a lack of prior record and 'offense was less serious than normal' as reasons for the departure. The Commission study suggests that judges in these two counties may be viewing cases in the context of a large number of serious crimes and repeat offenders, which may influence their reasons for downward departures. Other reasons cited by judges giving downward departures in those counties were plea negotiations, weak evidence, rehabilitative prospects of the defendant, as well as the relationship between the offender and the victim.

Jackson v Hendricks

Over the last quarter century, the most direct intervention into PPS policies and practices have been through the courts, particularly in the form of the *Jackson v Hendricks* case. In 1971, prisoners held by the Philadelphia Prison system filed a class action suit against the City of Philadelphia seeking relief from the conditions of confinement. The trial court found constitutional and statutory violations and ordered the city to take immediate steps to improve prison conditions. The case remained active for more than thirty years, and resulted in numerous consent decrees outlining the city's obligations with respect to almost every aspect of prison life - including the number of inmates that should be housed in available facilities, prisoners' access to health and psychiatric care, social workers, education and vocational training programs, laundry facilities, and prison uniforms. The court oversight under *Jackson v Hendricks* led to a variety of improvements in the prison system, including the construction of new prison facilities and the implementation of various prison programs and services.

In the course of supervising changes in prison conditions, the court fined the city on several occasions. By the year 2000, over a million dollars in fines were collected from the city for failure to comply with the obligations set forth in the various consent decrees. Fines collected by the trial court were placed in an escrow fund, to be used for programs benefiting city prisoners.

³ Report To the Pennsylvania Commission on Sentencing: Departures from the Sentencing Guidelines for Serious, Violent Offenses. Pennsylvania Sentencing Commission.

The final settlement of *Jackson v. Hendricks* led to the establishment of the *Jackson v Hendricks* Oversight Board. The first escrow monies have been designated by the Oversight Board for use in prisoner reentry studies and programs, including this research.

The *Jackson* case was one of several court cases that have shaped the prison system over the last three decades. *Harris v. The City of Philadelphia*, initiated in 1982 and settled in 2000, also led to a series of consent decrees that addressed conditions within the Philadelphia Prison System. For example, in 1986 a moratorium was placed on admitting certain detainees in order to curb the prison population, and later the Forensic Intensive Recovery Program (“FIR”) which provides community based substance abuse treatment for paroled inmates was created in 1991 as a result of a *Harris v. City of Philadelphia* consent decree outlining an Alternatives to Incarceration Plan for the City.

**APPENDIX C:
TECHNICAL NOTES ON THE ASSIGNMENT OF
DETAINED OR SENTENCED STATUS**

APPENDIX C: TECHNICAL NOTES ON THE ASSIGNMENT OF DETAINED OR SENTENCED STATUS

Assignment of Detained or Sentenced Status

This section describes the pathways by which PPS inmates entered the system. The analysis focuses on the inmate's 'starting status' which is an indicator of whether the inmate entered the system, for instance, via a new arrest or a violation. Before describing the entry status of PPS inmates, it is worthwhile to describe how these data were ultimately used to determine sentencing status (whether inmates were detained or sentenced), since this distinction is analytically important in evaluating preparation for reentry and could not be independently identified from PPS data. As described earlier, most other studies of prisoner preparation for reentry focus on state prisons whose populations are comprised mainly of post-adjudication sentenced felony offenders. PPS houses both pre-trial and post-adjudication inmates. The data received from PPS did not include any specific indicator for detained or sentenced inmates. Instead, starting status was used to make that determination.

On average, pre-trial inmates tend to have short stays and sentenced offenders tend to have longer stays. Therefore, PPS would be expected to have more of an opportunity to implement programs and services designed to prepare post-adjudicatory offenders for reentry. However, some pre-trial detainees and other non-sentenced inmates are housed for relatively long periods of time, due to the particulars of their case processing. Some sentenced offenders serve relatively shorter sentences.

Determining who is sentenced and who is detained is a complicated process. This analysis evaluates prison entry by counting unique entries into PPS. For example, if an individual were arrested, charged and admitted to PPS on a pre-trial hold, that entry would count once. If that same person posted bail, went to a trial, and was ultimately convicted and sentenced to PPS, they would be counted again, for a total of two entries on a single continuous charge. As a result, there may be multiple entries per person and per case.

Counting entries this way serves an important purpose. As in the example above, many PPS inmates have multiple experiences with PPS, and each experience could be considered as a unique opportunity for reentry preparation. An analysis that simply links together each facet of case processing may not reflect the system's real opportunity to intervene with an inmate. In the example above, suppose the inmate was initially held for three weeks pending bail, and eventually convicted and sentenced to six months, with some time credited for time served and some suspended. If the inmate eventually served another three weeks, a linked analysis might find that there were six weeks of time served and conclude that there was sufficient time for

reentry programming. However, since the six weeks was not served continuously, and since some significant portion of that time would be required to process the inmate, programming would have to be tailored to meet the realities of this incarceration.

Therefore, in order for PPS to develop a reentry protocol designed to meet the needs of inmates who are both pre- and post- adjudication, two different approaches must be used. First, the system must be able to distinguish those who are sentenced from those who are not. Since sentenced offenders generally remain in PPS for longer periods, programs preparing prisoners for reentry can be broadly designed to focus on sentenced inmates. In addition, PPS should be able to evaluate time served for those who are not sentenced, in order to identify inmates who remain at PPS for sufficiently long periods to allow for intervention.

The section that follows describes 1) how sentencing status was developed for this analysis, 2) the various statuses assigned to inmates, 3) how those start statuses have changed over time and 4) the amount of time served by starting status.

Assigning Status

The data obtained from PPS for this study did not include any specific indicator for detained or sentenced inmates status. As a result, the variable called ‘starting status’ was used to impute the detained/sentenced status. However, a problem arose from the fact that when all of the starting status codes that were explicitly sentenced were flagged as such, our numbers were still much lower than those indicated in the PPS FY2002 report.

After studying the dataset looking for a possible explanation, all entries that had a charge disposition of “guilty” were included in the sentenced group. Since status had to be imputed from other data, this analysis yields estimates of the number of sentenced and detained inmates that is different from those reported in the PPS FY2002 annual report. PPS indicates in its FY2002 Annual report that on average 35% of inmates in PPS are sentenced. It is unclear whether this is based on a daily census or annual population. Our study estimates that about 25% of all inmates released from PPS were released following a period of incarceration for a sentenced offense.

There are several possible reasons for this difference. Clerical errors may result in a status never being updated after a sentence is ultimately imposed. Our analysis suggests that several thousand

Criteria used for determining sentenced or detained

All charges with the following starting statuses were flagged as sentenced:

- Sentenced court of record
- County probation/parole violator
- Sentenced by minor judiciary
- Turned over detentioner to sentenced
- State parole violator
- Escapee
- Weekender
- Turned over sentenced to sentenced
- Sent deferred, held for further action
- State sent. held for other authorities
- Pretrial, county prob/par violator, or
- The charge had a charge disposition of guilty

statuses were never updated when another variable indicated a change in status. The difference may also be due in part to a difference in how cases were counted.

APPENDIX D

DATA TABLES, DEMOGRAPHICS AND CASE HISTORY

**APPENDIX D:
DATA TABLES, DEMOGRAPHICS, AND CASE HISTORY**

Table 1. Demographics of the Philadelphia Prison System (Race and Education) All Released Prisoners

Table 2. Demographics of the Philadelphia Prison System (Family Status) All Released Prisoners

Table 3. Demographics of the Philadelphia Prison System (Age) All Released Prisoners

Table 4. Demographics of the Philadelphia Prison System (Race and Education) First Release

Table 5. Demographics of the Philadelphia Prison System (Family Status) First Release

Table 6. Demographics of the Philadelphia Prison System (Age) First Release

Table 7. Demographics of the Philadelphia Prison System (Race and Education) Single Release

Table 8. Demographics of the Philadelphia Prison System (Race and Education) Multiple Releases

Table 9. Demographics of the Philadelphia Prison System (Family Status) First Release

Table 10. Demographics of the Philadelphia Prison System (Family Status) Multiple Releases

Table 11. Demographics of the Philadelphia Prison System (Age) First Release

Table 12. Demographics of the Philadelphia Prison System (Age) Multiple Releases

Table 13. Case information of the Philadelphia Prison System (Starting status) All Released Prisoners

Table 14. Case information of the Philadelphia Prison System (Release Reason) All Released Prisoners

Table 15. Case information of the Adult Parole and Probation (Special conditions and length of term) All Supervision Cases

Table 1. Demographics of the Philadelphia Prison System

Race and Education of PPS entries by release cohort and inmate status – All released prisoners

Year Released	Detained or Sentenced	Number	Race				Education				
			Other	Hispanic	White	Black	Less than HS	Some HS	HS Grad	Some College	College Grad
1996	Detained	17,053	0.9%	9.4%	16.2%	73.5%	7.6%	48.0%	39.1%	4.3%	1.0%
	Sentenced	5,957	0.7%	9.4%	20.1%	69.8%	8.4%	47.0%	40.0%	3.8%	0.8%
	Total	23,010	0.9%	9.4%	17.2%	72.5%	7.8%	47.7%	39.3%	4.2%	0.9%
1997	Detained	18,153	0.9%	10.2%	17.5%	71.5%	7.4%	49.2%	38.6%	3.9%	0.9%
	Sentenced	6,748	0.8%	8.3%	21.5%	69.4%	6.1%	47.1%	41.2%	4.5%	1.2%
	Total	24,901	0.8%	9.7%	18.6%	70.9%	7.0%	48.6%	39.3%	4.1%	1.0%
1998	Detained	21,160	0.8%	11.6%	17.7%	69.9%	7.9%	48.0%	39.1%	4.0%	1.0%
	Sentenced	7,066	0.6%	8.5%	21.3%	69.6%	5.9%	48.2%	40.7%	4.2%	1.0%
	Total	28,226	0.8%	10.8%	18.6%	69.8%	7.4%	48.0%	39.5%	4.1%	1.0%
1999	Detained	23,599	0.8%	11.7%	18.4%	69.1%	9.0%	46.8%	39.5%	3.8%	0.8%
	Sentenced	7,985	0.7%	8.6%	21.0%	69.7%	6.5%	48.0%	40.4%	4.2%	0.9%
	Total	31,584	0.8%	10.9%	19.0%	69.2%	8.4%	47.1%	39.7%	3.9%	0.9%
2000	Detained	23,980	0.8%	10.3%	19.4%	69.6%	9.5%	46.4%	39.6%	3.7%	0.8%
	Sentenced	8,352	0.6%	8.3%	22.4%	68.7%	8.2%	46.5%	40.3%	3.8%	1.1%
	Total	32,332	0.7%	9.7%	20.1%	69.4%	9.2%	46.4%	39.8%	3.7%	0.9%
2001	Detained	24,904	0.8%	9.9%	18.8%	70.5%	9.4%	46.2%	39.9%	3.6%	0.8%
	Sentenced	9,532	0.7%	9.9%	23.6%	65.8%	10.5%	45.3%	39.6%	3.7%	0.9%
	Total	34,436	0.7%	9.9%	20.1%	69.2%	9.7%	46.0%	39.8%	3.6%	0.8%
2002	Detained	24,718	0.7%	10.3%	19.0%	70.0%	8.1%	46.9%	40.0%	4.0%	1.0%
	Sentenced	9,553	0.7%	9.9%	24.4%	64.9%	10.0%	45.8%	39.0%	4.1%	1.1%
	Total	34,271	0.7%	10.2%	20.5%	68.6%	8.6%	46.6%	39.7%	4.1%	1.0%
2003	Detained	23,189	0.8%	9.8%	19.3%	70.0%	9.0%	47.2%	38.5%	4.2%	1.1%
	Sentenced	8,780	0.7%	10.2%	23.8%	65.3%	10.0%	45.0%	39.4%	4.4%	1.3%
	Total	31,969	0.8%	9.9%	20.5%	68.7%	9.2%	46.6%	38.8%	4.3%	1.2%
<i>All years</i>		240,729	0.8%	10.1%	19.5%	69.7%	8.5%	47.0%	39.5%	4.0%	1.0%

Table 2. Demographics of the Philadelphia Prison System

Marital Status and Dependents of PPS entries by release cohort and inmate status - All released prisoners

Year Released	Detained or Sentenced	Number	Marital Status				Dependents				
			Widower	Divorced	Married	Single	Zero dependents	1 dependent	2 dependents	3 to 5 dependents	5 or more dependents
1996	Detained	16,795	0.4%	2.1%	12.6%	84.8%	41.1%	19.5%	16.1%	19.2%	4.0%
	Sentenced	5,904	0.6%	2.7%	13.4%	83.4%	44.9%	16.9%	15.7%	18.7%	3.8%
	Total	22,699	0.5%	2.2%	12.8%	84.5%	42.1%	18.8%	16.0%	19.1%	4.0%
1997	Detained	17,942	0.5%	2.9%	13.0%	83.6%	38.2%	21.3%	17.0%	19.5%	4.0%
	Sentenced	6,687	0.7%	3.3%	14.3%	81.6%	39.9%	18.9%	17.4%	20.4%	3.4%
	Total	24,629	0.6%	3.1%	13.3%	83.1%	38.7%	20.6%	17.1%	19.8%	3.9%
1998	Detained	20,944	0.6%	3.1%	13.3%	83.0%	38.5%	21.3%	17.0%	19.2%	4.0%
	Sentenced	7,021	0.6%	3.8%	15.2%	80.4%	36.3%	20.2%	18.0%	21.3%	4.3%
	Total	27,965	0.6%	3.3%	13.7%	82.3%	37.9%	21.0%	17.2%	19.7%	4.1%
1999	Detained	23,342	0.7%	3.3%	13.1%	82.9%	39.0%	20.7%	16.6%	19.9%	3.7%
	Sentenced	7,944	0.5%	4.0%	14.8%	80.7%	37.2%	20.2%	17.9%	21.1%	3.6%
	Total	31,286	0.6%	3.5%	13.5%	82.4%	38.5%	20.6%	17.0%	20.2%	3.7%
2000	Detained	23,561	0.6%	3.0%	11.9%	84.4%	39.8%	20.6%	16.6%	19.2%	3.8%
	Sentenced	8,297	0.5%	3.9%	14.5%	81.2%	37.7%	20.7%	17.7%	20.2%	3.8%
	Total	31,858	0.6%	3.3%	12.6%	83.6%	39.2%	20.6%	16.9%	19.5%	3.8%
2001	Detained	24,510	0.5%	2.9%	11.5%	85.1%	40.1%	21.0%	16.5%	19.0%	3.4%
	Sentenced	9,442	0.5%	3.1%	13.5%	82.9%	37.5%	21.0%	17.4%	20.4%	3.7%
	Total	33,952	0.5%	2.9%	12.1%	84.5%	39.4%	21.0%	16.7%	19.4%	3.5%
2002	Detained	24,336	0.6%	2.8%	12.2%	84.5%	41.2%	20.6%	16.0%	18.4%	3.8%
	Sentenced	9,479	0.5%	3.4%	13.3%	82.8%	38.4%	21.1%	16.7%	20.0%	3.8%
	Total	33,815	0.6%	3.0%	12.5%	84.0%	40.4%	20.8%	16.2%	18.8%	3.8%
2003	Detained	22,671	0.5%	3.2%	12.1%	84.1%	42.8%	19.9%	16.0%	18.0%	3.3%
	Sentenced	8,702	0.7%	3.7%	14.2%	81.5%	39.8%	21.0%	15.6%	20.0%	3.5%
	Total	31,373	0.6%	3.3%	12.7%	83.4%	42.0%	20.2%	15.9%	18.6%	3.4%
All years		237,577	0.6%	3.1%	12.9%	83.5%	39.8%	20.5%	16.6%	19.4%	3.7%

Table 3. Demographics of the Philadelphia Prison System

Age of PPS entries by release cohort and inmate status – All released prisoners

Year Released	Detained or Sentenced	Number	Age								Median age
			Under 18	18 to 24	25 to 29	30 to 34	35 to 39	40 to 44	45 to 49	50 and over	
1996	Detained	16,976	1.7%	31.3%	19.8%	17.2%	14.0%	8.2%	4.4%	3.4%	29
	Sentenced	5,940	0.7%	26.0%	20.4%	18.8%	15.6%	8.9%	4.8%	4.7%	30
	Total	22,916	1.4%	29.9%	20.0%	17.6%	14.5%	8.4%	4.5%	3.8%	29
1997	Detained	18,100	2.2%	32.6%	18.5%	16.6%	13.8%	8.6%	4.3%	3.4%	29
	Sentenced	6,733	0.6%	24.6%	20.3%	19.5%	15.7%	10.0%	5.0%	4.3%	31
	Total	24,833	1.8%	30.5%	19.0%	17.4%	14.3%	9.0%	4.5%	3.7%	29
1998	Detained	21,130	1.8%	32.8%	17.3%	17.0%	14.3%	9.0%	4.4%	3.4%	29
	Sentenced	7,056	0.2%	25.0%	18.8%	18.1%	16.3%	11.7%	5.1%	4.8%	31
	Total	28,186	1.4%	30.8%	17.7%	17.3%	14.8%	9.7%	4.6%	3.7%	30
1999	Detained	23,552	1.4%	32.2%	16.5%	16.0%	14.9%	10.1%	5.0%	3.8%	29
	Sentenced	7,974	0.2%	25.2%	17.3%	18.3%	16.9%	11.1%	5.9%	5.2%	31
	Total	31,526	1.1%	30.5%	16.7%	16.6%	15.4%	10.3%	5.3%	4.2%	30
2000	Detained	23,899	1.4%	32.4%	15.7%	15.9%	14.4%	10.5%	5.5%	4.3%	30
	Sentenced	8,318	0.2%	26.0%	17.4%	17.0%	15.5%	11.8%	6.8%	5.4%	31
	Total	32,217	1.1%	30.8%	16.1%	16.2%	14.7%	10.8%	5.8%	4.6%	30
2001	Detained	24,834	1.4%	31.9%	15.5%	15.7%	13.8%	11.1%	6.1%	4.6%	30
	Sentenced	9,509	0.1%	25.0%	16.7%	17.3%	15.6%	12.4%	7.0%	5.8%	32
	Total	34,343	1.1%	30.0%	15.8%	16.1%	14.3%	11.4%	6.3%	4.9%	30
2002	Detained	24,677	1.1%	31.6%	15.6%	14.7%	14.4%	10.8%	6.7%	5.0%	30
	Sentenced	9,548	0.1%	24.2%	16.7%	16.2%	15.9%	12.6%	7.6%	6.6%	32
	Total	34,225	0.8%	29.5%	15.9%	15.1%	14.8%	11.3%	7.0%	5.6%	31
2003	Detained	23,158	1.0%	30.6%	16.8%	14.3%	13.8%	11.1%	7.0%	5.4%	30
	Sentenced	8,780	0.1%	24.3%	17.0%	14.8%	14.8%	12.8%	8.5%	7.7%	32
	Total	31,938	0.8%	28.9%	16.8%	14.5%	14.1%	11.6%	7.4%	6.0%	31
All years		240,184	1.1%	30.1%	17.0%	16.2%	14.6%	10.5%	5.8%	4.7%	30

Table 4. Demographics of the Philadelphia Prison System--First release between 1996-2003

Race and Education of PPS entries by release cohort and inmate status

Year Released	Detained or Sentenced	Number	Race				Education				
			Other	Hispanic	White	Black	Less than HS	Some HS	HS Grad	Some College	College grad
1996	Detained	13,988	1.0%	9.4%	16.4%	73.2%	8.0%	47.5%	39.2%	4.3%	1.0%
	Sentenced	4,801	0.6%	9.4%	21.3%	68.7%	8.6%	45.9%	41.0%	3.8%	0.8%
	Total	18,789	0.9%	9.4%	17.6%	72.1%	8.1%	47.1%	39.6%	4.2%	1.0%
1997	Detained	11,006	1.1%	10.0%	18.0%	70.9%	8.2%	47.3%	39.3%	4.1%	1.1%
	Sentenced	3,728	0.9%	7.3%	23.3%	68.5%	6.7%	44.6%	42.2%	5.0%	1.5%
	Total	14,734	1.1%	9.3%	19.3%	70.3%	7.8%	46.6%	40.0%	4.3%	1.2%
1998	Detained	11,251	1.0%	11.3%	18.7%	68.9%	9.5%	44.9%	39.8%	4.5%	1.3%
	Sentenced	2,631	0.6%	7.8%	25.3%	66.3%	7.1%	42.0%	43.3%	6.1%	1.5%
	Total	13,882	0.9%	10.7%	20.0%	68.4%	9.1%	44.4%	40.4%	4.8%	1.3%
1999	Detained	11,249	1.0%	11.0%	19.4%	68.7%	12.1%	42.1%	40.1%	4.6%	1.1%
	Sentenced	2,335	0.7%	7.4%	25.6%	66.3%	10.3%	38.8%	43.7%	5.4%	1.7%
	Total	13,584	0.9%	10.3%	20.5%	68.3%	11.8%	41.5%	40.7%	4.7%	1.2%
2000	Detained	10,403	1.1%	8.9%	22.6%	67.4%	14.1%	40.0%	40.1%	4.7%	1.1%
	Sentenced	2,042	0.7%	6.1%	30.6%	62.6%	16.2%	33.3%	42.5%	5.6%	2.4%
	Total	12,445	1.0%	8.4%	23.9%	66.6%	14.5%	38.9%	40.5%	4.8%	1.3%
2001	Detained	9,875	1.2%	9.9%	20.9%	68.0%	14.6%	39.5%	40.4%	4.4%	1.2%
	Sentenced	2,263	0.9%	9.1%	31.6%	58.3%	24.9%	30.4%	37.6%	5.4%	1.7%
	Total	12,138	1.1%	9.7%	22.9%	66.2%	16.5%	37.8%	39.9%	4.6%	1.3%
2002	Detained	9,103	1.0%	9.8%	21.6%	67.6%	12.4%	40.3%	40.7%	5.0%	1.5%
	Sentenced	2,142	1.3%	10.0%	33.6%	55.1%	21.0%	32.1%	38.1%	6.1%	2.7%
	Total	11,245	1.1%	9.8%	23.9%	65.2%	14.0%	38.7%	40.2%	5.2%	1.8%
2003	Detained	8,131	1.3%	9.6%	22.4%	66.7%	15.3%	39.6%	37.8%	5.6%	1.7%
	Sentenced	1,901	1.1%	10.0%	34.1%	54.8%	22.9%	27.7%	38.3%	7.4%	3.7%
	Total	10,032	1.3%	9.6%	24.6%	64.4%	16.7%	37.4%	37.9%	6.0%	2.1%
All years		106,849	1.0%	9.7%	21.2%	68.1%	11.8%	42.2%	39.9%	4.7%	1.3%

Table 5. Demographics of the Philadelphia Prison System--First release between 1996-2003

Marital Status and # of Dependents of PPS entries by release cohort and inmate status

		Marital Status					Dependents				
Year Released	Detained or Sentenced	NUMBER	Widower	Divorced	Married	Single	Zero dependents	1 dependent	2 dependents	3 to 5 dependents	5 or more dependents
1996	Detained	13,739	0.4%	2.2%	12.8%	84.6%	41.5%	19.0%	16.2%	19.3%	4.0%
	Sentenced	4,749	0.7%	2.8%	14.2%	82.4%	45.6%	16.7%	15.7%	18.3%	3.6%
		18,488	0.5%	2.4%	13.1%	84.0%	42.5%	18.4%	16.1%	19.0%	3.9%
1997	Detained	14,353	0.5%	3.0%	13.1%	83.4%	39.3%	20.8%	16.5%	19.6%	3.8%
	Sentenced	5,549	0.7%	3.4%	14.8%	81.1%	40.8%	18.2%	17.1%	20.4%	3.5%
		19,902	0.6%	3.1%	13.6%	82.8%	39.7%	20.1%	16.6%	19.8%	3.7%
1998	Detained	16,895	0.7%	3.0%	13.5%	82.8%	39.2%	21.2%	16.6%	19.0%	3.9%
	Sentenced	5,772	0.7%	3.9%	15.8%	79.6%	36.3%	19.9%	17.9%	21.6%	4.3%
		22,667	0.7%	3.3%	14.1%	82.0%	38.5%	20.9%	17.0%	19.7%	4.0%
1999	Detained	18,716	0.7%	3.3%	13.3%	82.7%	39.7%	20.2%	16.5%	19.8%	3.7%
	Sentenced	6,366	0.5%	4.3%	15.1%	80.1%	37.7%	19.5%	17.7%	21.2%	3.8%
		25,082	0.6%	3.6%	13.8%	82.0%	39.2%	20.0%	16.8%	20.2%	3.7%
2000	Detained	18,980	0.6%	3.1%	12.2%	84.0%	40.4%	20.2%	16.2%	19.3%	3.9%
	Sentenced	6,681	0.6%	4.1%	15.1%	80.2%	37.5%	20.4%	17.9%	20.3%	3.9%
		25,661	0.6%	3.4%	13.0%	83.0%	39.6%	20.3%	16.7%	19.5%	3.9%
2001	Detained	19,550	0.5%	2.9%	11.7%	84.9%	41.0%	20.3%	16.1%	19.0%	3.5%
	Sentenced	7,680	0.5%	3.2%	14.0%	82.3%	37.7%	20.7%	17.4%	20.5%	3.7%
		27,230	0.5%	3.0%	12.3%	84.2%	40.1%	20.4%	16.5%	19.4%	3.6%
2002	Detained	19,588	0.6%	2.8%	12.5%	84.1%	41.6%	20.2%	15.9%	18.5%	3.8%
	Sentenced	7,783	0.6%	3.5%	13.6%	82.3%	38.8%	20.8%	16.9%	19.8%	3.8%
		27,371	0.6%	3.0%	12.8%	83.6%	40.8%	20.4%	16.1%	18.9%	3.8%
2003	Detained	18,423	0.6%	3.2%	12.4%	83.8%	43.6%	19.5%	15.8%	17.9%	3.3%
	Sentenced	7,364	0.7%	3.7%	14.8%	80.8%	39.9%	20.7%	15.5%	20.2%	3.6%
		25,787	0.6%	3.4%	13.1%	82.9%	42.6%	19.8%	15.7%	18.5%	3.4%
<i>All years</i>		192,188	0.6%	3.2%	13.2%	83.1%	40.4%	20.1%	16.4%	19.4%	3.8%

Table 6. Demographics of the Philadelphia Prison System--First release between 1996-2003

Age of PPS entries by release cohort and inmate status

Year Released	Detained or Sentenced	NUMBER	Age								50 and over	Median age
			Under 18	18 to 24	25 to 29	30 to 34	35 to 39	40 to 44	45 to 49			
1996	Detained	13,923	1.9%	30.7%	19.4%	17.3%	14.0%	8.5%	4.6%	3.7%	29	
	Sentenced	4,786	0.8%	24.8%	20.3%	19.1%	16.0%	8.9%	4.8%	5.3%	31	
		18,709	1.6%	29.2%	19.6%	17.7%	14.5%	8.6%	4.7%	4.0%	29	
1997	Detained	14,524	2.5%	32.0%	17.9%	16.5%	13.9%	9.0%	4.5%	3.6%	29	
	Sentenced	5,598	0.6%	23.9%	19.8%	19.8%	15.7%	10.3%	5.1%	4.9%	31	
		20,122	2.0%	29.8%	18.5%	17.4%	14.4%	9.3%	4.7%	3.9%	29	
1998	Detained	17,087	2.0%	32.0%	17.0%	16.7%	14.6%	9.2%	4.6%	3.8%	29	
	Sentenced	5,805	0.1%	23.2%	19.1%	18.1%	16.8%	11.9%	5.4%	5.3%	31	
		22,892	1.6%	29.8%	17.5%	17.1%	15.2%	9.9%	4.8%	4.1%	30	
1999	Detained	18,935	1.5%	31.1%	16.2%	16.1%	14.9%	10.5%	5.5%	4.1%	30	
	Sentenced	6,401	0.2%	23.1%	17.4%	18.6%	17.2%	11.5%	6.3%	5.6%	32	
		25,336	1.2%	29.1%	16.5%	16.7%	15.5%	10.8%	5.7%	4.5%	30	
2000	Detained	19,329	1.7%	31.1%	15.8%	15.7%	14.5%	10.9%	5.8%	4.5%	30	
	Sentenced	6,709	0.1%	24.5%	17.3%	16.9%	15.8%	12.5%	7.0%	5.8%	32	
		26,038	1.3%	29.4%	16.2%	16.0%	14.8%	11.3%	6.1%	4.8%	30	
2001	Detained	19,883	1.6%	30.7%	15.3%	15.6%	14.0%	11.4%	6.4%	5.0%	30	
	Sentenced	7,751	0.1%	23.5%	16.7%	17.3%	16.0%	12.7%	7.4%	6.3%	32	
		27,634	1.2%	28.7%	15.7%	16.1%	14.6%	11.8%	6.6%	5.3%	31	
2002	Detained	19,927	1.3%	30.4%	15.4%	14.6%	14.6%	11.1%	7.0%	5.6%	31	
	Sentenced	7,852	0.1%	22.7%	16.7%	16.3%	15.8%	13.2%	8.1%	7.2%	33	
		27,779	1.0%	28.2%	15.8%	15.1%	14.9%	11.7%	7.3%	5.9%	31	
2003	Detained	18,900	1.2%	30.1%	16.2%	13.9%	14.1%	11.4%	7.3%	5.8%	30	
	Sentenced	7,439	0.1%	22.8%	16.5%	15.1%	15.1%	13.1%	9.0%	8.3%	33	
		26,339	0.9%	28.1%	16.3%	14.3%	14.4%	11.9%	7.8%	6.4%	31	
<i>All years</i>		194,849	1.3%	29.0%	16.8%	16.2%	14.8%	10.8%	6.1%	5.0%	30	

Table 7. Demographics of the Philadelphia Prison System-- Single release (1996-2003)

Race and Education of PPS releases by year

Year Released	Number	Race				Education				
		Other	Hispanic	White	Black	Less than HS	Some HS	HS Grad	Some College	College grad
1996	5,954	1.5%	10.5%	21.6%	66.3%	13.3%	38.3%	41.2%	5.6%	1.6%
1997	5,421	1.7%	8.6%	24.0%	65.7%	11.6%	39.2%	41.1%	5.9%	2.2%
1998	5,597	1.3%	10.3%	23.4%	65.0%	12.4%	37.3%	42.0%	6.4%	1.8%
1999	6,112	1.2%	9.6%	22.0%	67.2%	16.8%	35.3%	40.8%	5.5%	1.6%
2000	6,420	1.2%	7.4%	26.8%	64.6%	21.1%	31.8%	39.7%	5.5%	1.9%
2001	7,115	1.3%	9.0%	24.5%	65.3%	22.9%	32.6%	38.3%	4.8%	1.4%
2002	7,803	1.2%	9.3%	24.7%	64.8%	16.7%	35.6%	39.8%	5.8%	2.0%
2003	8,806	1.4%	9.6%	24.7%	64.4%	18.0%	36.4%	37.5%	6.1%	2.1%
All years	53,228	1.3%	9.3%	24.1%	65.3%	16.9%	35.7%	39.8%	5.7%	1.8%

Table 8. Demographics of the Philadelphia Prison System-- Multiple release (1996-2003)

Race and Education of PPS releases by year

Year Released	Number	Race				Education				
		Other	Hispanic	White	Black	Less than HS	Some HS	HS Grad	Some College	College grad
1996	12,835	0.6%	8.9%	15.8%	74.7%	5.8%	51.1%	38.9%	3.5%	0.7%
1997	9,313	0.7%	9.7%	16.6%	73.0%	5.6%	50.9%	39.4%	3.4%	0.7%
1998	8,285	0.7%	10.9%	17.6%	70.8%	6.8%	49.1%	39.4%	3.7%	0.9%
1999	7,472	0.7%	10.9%	19.2%	69.1%	7.7%	46.7%	40.6%	4.0%	0.9%
2000	6,025	0.8%	9.5%	20.9%	68.8%	7.4%	46.5%	41.3%	4.0%	0.7%
2001	5,023	1.0%	10.7%	20.8%	67.5%	7.4%	45.2%	42.0%	4.3%	1.1%
2002	3,442	0.8%	11.0%	22.1%	66.2%	7.9%	45.9%	41.2%	3.9%	1.2%
2003	1,226	0.7%	10.2%	24.4%	64.7%	7.4%	44.3%	41.1%	5.2%	2.0%
All years	53,621	0.7%	10.0%	18.3%	70.9%	6.7%	48.6%	40.1%	3.8%	0.9%

Table 9. Demographics of the Philadelphia Prison System-- Single release (1996-2003)

Family Status of PPS releases by year

Year Released	NUMBER	Marital Status				Dependents				
		Widower	Divorced	Married	Single	Zero dependents	1 dependent	2 dependents	3 to 5 dependents	5 or more dependents
1996	5,687	0.6%	2.7%	15.2%	81.6%	53.0%	14.6%	13.6%	15.8%	2.9%
1997	5,177	0.7%	4.3%	17.2%	77.9%	48.4%	16.3%	14.2%	18.0%	3.0%
1998	5,369	1.0%	4.3%	18.5%	76.3%	45.8%	17.8%	15.0%	18.1%	3.4%
1999	5,852	0.8%	4.8%	16.8%	77.6%	47.2%	16.1%	15.1%	18.4%	3.2%
2000	6,016	0.7%	4.3%	16.2%	78.8%	47.4%	15.6%	15.4%	18.3%	3.3%
2001	6,706	0.7%	3.5%	14.3%	81.5%	47.1%	16.6%	15.1%	17.8%	3.4%
2002	7,405	0.7%	3.5%	15.5%	80.3%	47.3%	16.5%	15.0%	17.9%	3.3%
2003	8,266	0.8%	4.0%	15.8%	79.4%	51.1%	16.3%	13.4%	16.3%	2.8%
<i>All years</i>	<i>50,478</i>	<i>0.7%</i>	<i>3.9%</i>	<i>16.1%</i>	<i>79.3%</i>	<i>48.5%</i>	<i>16.2%</i>	<i>14.6%</i>	<i>17.5%</i>	<i>3.2%</i>

Table 10. Demographics of the Philadelphia Prison System-- Multiple release (1996-2003)

Family Status of PPS releases by year

Year Released	Number	Marital Status				Dependents				
		Widower	Divorced	Married	Single	Zero dependents	1 dependent	2 dependents	3 to 5 dependents	5 or more dependents
1996	12,801	0.5%	2.2%	12.2%	85.1%	37.9%	20.1%	17.2%	20.4%	4.4%
1997	9,295	0.6%	3.0%	12.6%	83.8%	36.7%	21.6%	17.3%	20.4%	4.0%
1998	8,264	0.7%	3.2%	13.4%	82.7%	37.2%	21.4%	16.8%	20.4%	4.1%
1999	7,448	0.6%	3.5%	13.3%	82.6%	39.7%	20.3%	16.6%	19.8%	3.7%
2000	5,985	0.7%	3.2%	11.2%	84.9%	41.6%	20.7%	15.5%	19.0%	3.2%
2001	5,005	0.5%	2.9%	11.2%	85.5%	42.3%	21.8%	15.6%	17.1%	3.1%
2002	3,425	0.4%	3.4%	11.6%	84.6%	47.4%	20.7%	12.7%	15.8%	3.4%
2003	1,216	0.5%	3.9%	10.0%	85.6%	50.0%	19.1%	14.1%	14.1%	2.7%
<i>All years</i>	<i>53,439</i>	<i>0.6%</i>	<i>3.0%</i>	<i>12.3%</i>	<i>84.2%</i>	<i>39.5%</i>	<i>20.8%</i>	<i>16.4%</i>	<i>19.4%</i>	<i>3.8%</i>

Table 11. Demographics of the Philadelphia Prison System-- Single release (1996-2003)

Age of PPS releases by year

Year	Number	Age								Median age
		Under 18	18 to 24	25 to 29	30 to 34	35 to 39	40 to 44	45 to 49	50 and over	
1996	5,900	1.4%	21.6%	17.6%	18.1%	15.2%	11.1%	7.3%	7.9%	32
1997	5,399	1.7%	21.8%	16.3%	18.0%	15.2%	12.3%	6.5%	8.1%	32
1998	5,592	1.7%	22.2%	16.8%	15.9%	16.7%	11.5%	7.2%	8.0%	32
1999	6,090	1.6%	22.3%	15.2%	16.7%	15.5%	12.6%	7.9%	8.2%	33
2000	6,389	2.2%	24.5%	14.6%	14.9%	14.6%	13.4%	7.7%	8.1%	32
2001	7,088	2.7%	25.0%	14.3%	14.4%	14.1%	12.6%	8.1%	8.8%	32
2002	7,786	2.4%	26.9%	13.4%	13.8%	14.2%	11.5%	9.0%	8.8%	32
2003	8,781	2.4%	31.5%	12.5%	11.7%	13.1%	11.3%	8.2%	9.3%	31
All years	53,025	2.1%	25.0%	14.8%	15.1%	14.7%	12.0%	7.8%	8.6%	32

Table 12. Demographics of the Philadelphia Prison System-- Multiple releases (1996-2003)

Age of PPS releases by year

Year	Number	Age								Median age
		Under 18	18 to 24	25 to 29	30 to 34	35 to 39	40 to 44	45 to 49	50 and over	
1996	12,808	1.7%	32.7%	20.5%	17.6%	14.2%	7.4%	3.5%	2.4%	28
1997	9,298	3.0%	33.5%	18.2%	16.8%	13.8%	8.3%	4.1%	2.3%	28
1998	8,273	2.7%	33.3%	16.1%	16.8%	14.4%	9.6%	4.2%	2.9%	29
1999	7,464	2.5%	34.2%	15.0%	14.9%	14.6%	10.0%	5.0%	3.8%	29
2000	6,011	2.7%	36.9%	13.8%	14.1%	13.4%	9.6%	5.7%	3.8%	28
2001	5,014	2.4%	40.4%	11.7%	14.2%	11.7%	9.7%	5.6%	4.1%	28
2002	3,441	1.9%	43.6%	11.2%	12.2%	12.2%	9.1%	5.5%	4.4%	26
2003	1,226	0.7%	43.8%	12.2%	13.0%	10.1%	9.3%	5.4%	5.6%	26
All years	53,535	2.4%	35.3%	16.3%	15.8%	13.7%	8.9%	4.5%	3.2%	29

Table 13. Case information of the Philadelphia Prison System—All entries (1996-2003)

Starting status of entries by year

Year Released	Detained or Sentenced	NUMBER	Sentence deferred and held	Turned over detainee to sentenced	Awaiting program bed space	Other	Weekend	State sentence held	Sentenced County Probation and Parole Violator	Sentenced	Intake status never changed	Writ hold	Pretrial County Probation and Parole Violator	Pretrial hold
1996	Detained	13453	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	11.7%	6.6%	0.0%	81.6%
	Sentenced	5965	6.5%	0.4%	0.0%	0.6%	2.5%	3.0%	0.8%	33.4%	5.2%	15.0%	5.9%	26.7%
		19418	2.0%	0.1%	0.0%	0.3%	0.8%	0.9%	0.3%	10.3%	9.7%	9.2%	1.8%	64.7%
1997	Detained	15963	0.0%	0.0%	0.0%	0.8%	0.0%	0.0%	0.0%	0.0%	10.2%	7.6%	0.0%	81.4%
	Sentenced	6748	3.1%	3.8%	0.0%	2.7%	8.5%	10.8%	7.8%	13.4%	3.3%	5.8%	25.3%	15.5%
		22711	0.9%	1.1%	0.0%	1.3%	2.5%	3.2%	2.3%	4.0%	8.2%	7.1%	7.5%	61.8%
1998	Detained	19116	0.0%	0.0%	0.0%	0.7%	0.0%	0.0%	0.0%	0.0%	7.4%	3.6%	0.0%	88.2%
	Sentenced	7066	3.1%	4.7%	0.0%	2.6%	7.7%	12.1%	11.9%	11.7%	1.5%	2.6%	32.2%	9.9%
		26182	0.8%	1.3%	0.0%	1.2%	2.1%	3.3%	3.2%	3.2%	5.8%	3.3%	8.7%	67.1%
1999	Detained	21821	0.0%	0.0%	0.2%	0.5%	0.0%	0.0%	0.0%	0.0%	5.4%	4.0%	0.0%	89.8%
	Sentenced	7985	2.8%	3.8%	0.4%	2.1%	7.7%	13.2%	11.8%	11.5%	1.1%	3.8%	32.3%	9.6%
		29806	0.8%	1.0%	0.3%	0.9%	2.0%	3.5%	3.2%	3.1%	4.3%	4.0%	8.7%	68.3%
2000	Detained	22496	0.0%	0.0%	1.9%	1.2%	0.0%	0.0%	0.0%	0.0%	5.4%	5.5%	0.0%	86.0%
	Sentenced	8352	2.3%	3.3%	3.4%	2.1%	8.5%	13.9%	11.5%	10.6%	0.8%	4.2%	29.9%	9.4%
		30848	0.6%	0.9%	2.3%	1.4%	2.3%	3.8%	3.1%	2.9%	4.2%	5.2%	8.1%	65.3%
2001	Detained	23241	0.0%	0.0%	2.2%	1.2%	0.0%	0.0%	0.0%	0.0%	5.7%	6.1%	0.0%	84.9%
	Sentenced	9532	2.0%	3.1%	2.7%	2.2%	10.6%	11.9%	12.0%	11.9%	0.7%	4.1%	30.3%	8.6%
		32773	0.6%	0.9%	2.3%	1.4%	3.1%	3.4%	3.5%	3.5%	4.2%	5.5%	8.8%	62.7%
2002	Detained	23117	0.0%	0.0%	2.0%	1.3%	0.0%	0.0%	0.0%	0.0%	5.6%	6.4%	0.0%	84.7%
	Sentenced	9555	1.9%	3.6%	1.9%	2.6%	8.1%	11.4%	12.9%	15.7%	0.6%	4.1%	30.1%	7.1%
		32672	0.5%	1.1%	2.0%	1.7%	2.4%	3.3%	3.8%	4.6%	4.1%	5.7%	8.8%	62.0%
2003	Detained	22046	0.0%	0.0%	1.9%	1.3%	0.0%	0.0%	0.0%	0.0%	4.4%	7.5%	0.0%	84.8%
	Sentenced	8781	1.5%	3.6%	1.9%	2.4%	10.4%	10.8%	17.0%	12.2%	0.4%	3.5%	31.9%	4.6%
		30827	0.4%	1.0%	1.9%	1.6%	2.9%	3.1%	4.8%	3.5%	3.3%	6.4%	9.1%	62.0%

Table 14. Case information of the Philadelphia Prison System—All entries (1996-2003)

Release Reason of entries by year

Year Released	Detained or Sentenced	NUMBER	Returned to U.S. Marshal	Sentenced payment fine and cost	County detainer withdrawn	Returned to SCI	Earned time-Good time credit	Released to state parole agent	Sentence expired	Special Release	Released to other authorities	Bench warrant withdrawn	Other	Paroled by county
1996	Detained	17051	1.4%	1.3%	3.7%	1.4%	4.7%	2.2%	1.6%	3.7%	2.9%	3.4%	4.6%	3.2%
	Sentence	5961	0.4%	1.4%	0.3%	4.6%	9.9%	1.2%	9.2%	3.1%	2.3%	1.9%	4.9%	13.0%
		23012	1.1%	1.3%	2.8%	2.2%	6.1%	1.9%	3.6%	3.60%	2.8%	3.0%	4.7%	5.7%
1997	Detained	18163	0.7%	0.4%	5.0%	1.1%	0.2%	1.6%	1.3%	5.1%	3.4%	2.0%	3.2%	2.6%
	Sentence	6748	0.6%	4.1%	0.2%	4.5%	0.3%	2.0%	10.2%	4.1%	2.5%	0.8%	7.9%	12.1%
		24911	0.7%	1.4%	3.7%	2.0%	0.3%	1.7%	3.7%	4.8%	3.2%	1.7%	4.5%	5.2%
1998	Detained	21165	0.7%	0.5%	4.3%	0.7%	1.3%	1.3%	0.9%	6.1%	3.3%	2.7%	3.6%	2.0%
	Sentence	7066	1.1%	5.3%	0.3%	4.2%	1.8%	1.2%	6.9%	2.0%	2.3%	0.7%	9.8%	13.1%
		28231	0.8%	1.7%	3.3%	1.6%	1.4%	1.3%	2.4%	5.1%	3.0%	2.2%	5.2%	4.7%
1999	Detained	23606	0.7%	0.3%	2.4%	0.6%	3.1%	1.6%	1.0%	3.8%	3.6%	4.7%	2.8%	1.5%
	Sentence	7985	0.9%	3.4%	0.1%	3.2%	4.3%	1.2%	7.0%	0.9%	1.9%	1.0%	10.3%	11.6%
		31591	0.8%	1.0%	1.8%	1.3%	3.4%	1.5%	2.5%	3.1%	3.2%	3.8%	4.7%	4.0%
2000	Detained	23986	0.5%	0.3%	0.9%	0.5%	1.4%	1.7%	0.9%	2.6%	4.2%	5.4%	2.0%	1.3%
	Sentence	8352	0.8%	2.6%	0.2%	2.7%	1.9%	1.2%	6.3%	0.9%	2.2%	1.1%	9.4%	13.4%
		32338	0.6%	0.9%	0.7%	1.1%	1.5%	1.6%	2.3%	2.2%	3.7%	4.3%	3.9%	4.4%
2001	Detained	24914	0.5%	0.3%	0.2%	0.5%	0.2%	2.0%	0.8%	2.8%	4.2%	6.8%	2.3%	1.4%
	Sentence	9532	0.7%	3.4%	0.2%	3.6%	0.1%	1.2%	7.5%	0.7%	2.7%	1.0%	8.7%	14.4%
		34446	0.6%	1.1%	0.2%	1.4%	0.2%	1.8%	2.6%	2.2%	3.8%	5.2%	4.0%	5.0%
2002	Detained	24725	0.3%	0.3%	0.2%	0.6%	0.2%	2.3%	1.0%	2.8%	4.6%	5.4%	2.3%	1.4%
	Sentence	9555	0.5%	4.3%	0.1%	3.2%	0.2%	1.3%	7.9%	0.7%	2.4%	0.7%	7.7%	16.1%
		34280	0.3%	1.4%	0.1%	1.3%	0.2%	2.0%	2.9%	2.2%	4.0%	4.1%	3.8%	5.5%
2003	Detained	23198	0.5%	0.4%	0.1%	0.4%	0.1%	2.8%	1.2%	2.2%	4.6%	5.7%	2.7%	1.7%
	Sentence	8781	0.8%	3.7%	0.1%	3.5%	0.0%	1.4%	10.6%	0.3%	2.3%	0.3%	8.8%	17.7%
		31979	0.6%	1.3%	0.1%	1.3%	0.1%	2.4%	3.8%	1.7%	4.0%	4.2%	4.4%	6.1%
All years		240788	0.7%	1.3%	1.4%	1.5%	1.5%	1.8%	2.9%	3.0%	3.5%	3.7%	4.4%	5.1%

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Table 14. Case information of the Philadelphia Prison System—All entries (1996-2003)

Release Reason of entries by year (continued)

Year Released	Detained or Sentenced	NUMBER	Returned writ	Released to program by court order	Released at court	Sentenced to state facility	Court order	Bail paid
1996	Detained	17051	5.2%	3.8%	8.2%	3.9%	16.2%	28.6%
	Sentenced	5961	7.1%	9.2%	10.9%	1.7%	13.5%	5.3%
		23012	5.7%	5.2%	8.9%	3.3%	15.5%	22.6%
1997	Detained	18163	9.2%	5.2%	6.5%	9.1%	13.0%	30.5%
	Sentenced	6748	7.7%	9.9%	13.5%	4.6%	9.8%	5.3%
		24911	8.8%	6.5%	8.4%	7.9%	12.1%	23.7%
1998	Detained	21165	3.7%	5.5%	6.8%	11.2%	12.7%	32.7%
	Sentenced	7066	4.0%	11.1%	13.2%	8.0%	11.3%	3.9%
		28231	3.8%	6.9%	8.4%	10.4%	12.4%	25.5%
1999	Detained	23606	2.3%	5.9%	6.3%	11.9%	9.3%	38.1%
	Sentenced	7985	3.3%	12.7%	13.8%	9.6%	10.3%	4.6%
		31591	2.6%	7.6%	8.2%	11.3%	9.5%	29.6%
2000	Detained	23986	5.5%	5.7%	6.2%	11.9%	9.9%	39.0%
	Sentenced	8352	6.0%	11.9%	14.1%	8.1%	12.3%	4.9%
		32338	5.7%	7.3%	8.2%	10.9%	10.5%	30.2%
2001	Detained	24914	7.4%	4.9%	6.3%	7.7%	12.6%	39.1%
	Sentenced	9532	7.1%	10.9%	12.5%	7.8%	13.5%	4.2%
		34446	7.3%	6.5%	8.0%	7.8%	12.9%	29.5%
2002	Detained	24725	8.0%	5.1%	6.3%	6.3%	13.0%	40.0%
	Sentenced	9555	6.7%	11.3%	12.2%	7.4%	13.8%	3.6%
		34280	7.6%	6.8%	8.0%	6.6%	13.2%	29.9%
2003	Detained	23198	9.2%	4.9%	6.2%	8.4%	11.0%	37.7%
	Sentenced	8781	4.6%	13.1%	14.0%	5.9%	11.4%	1.6%
		31979	8.0%	7.1%	8.3%	7.7%	11.2%	27.8%
All years		240788	6.2%	6.8%	8.3%	8.4%	12.0%	27.7%

Table 15. Case information of the Adult Parole and Probation—All supervision cases (1996-2003)

Special conditions by year supervision started

Year probation started	Type of probation	Total number of probation terms	Psych special condition	Alcohol special condition	Drug special condition	Employment special condition	Other special condition	Community service special condition	Vocational or GED special condition	Drunk driving special condition	Average probation days
1996	Probation	7,077	3.3%	24.5%	21.9%	8.4%	38.1%	8.4%	5.6%	6.7%	646.5
	Parole	2,581	2.1%	10.4%	21.7%	3.8%	16.4%	1.7%	3.4%	2.6%	367.9
	Probation & Parole	3,901	4.3%	19.2%	28.8%	10.5%	29.1%	4.2%	6.6%	4.8%	1204.5
	Reporting Diversion	55	0.0%	40.0%	92.7%	5.5%	20.0%	12.7%	1.8%	1.8%	391
		13,614	3.3%	20.4%	24.1%	8.1%	31.3%	5.9%	5.5%	5.4%	752.6
1997	Probation	6,915	3.7%	25.6%	21.7%	8.2%	44.3%	7.8%	5.0%	6.5%	657.7
	Parole	2,550	2.4%	14.5%	22.7%	3.9%	21.2%	2.5%	2.7%	5.6%	359.5
	Probation & Parole	3,768	5.2%	23.9%	29.5%	9.1%	34.0%	6.5%	7.0%	6.9%	1177.2
	Reporting Diversion	53	0.0%	47.2%	94.3%	3.8%	32.1%	1.9%	0.0%	0.0%	387.2
		13,286	3.9%	23.1%	24.4%	7.6%	36.9%	6.4%	5.1%	6.4%	746.7
1998	Probation	7,632	3.6%	21.3%	21.5%	6.5%	40.7%	8.6%	6.1%	2.7%	677.6
	Parole	2,693	2.5%	25.2%	26.0%	3.1%	16.6%	2.5%	2.3%	4.5%	355
	Probation & Parole	4,022	4.6%	31.9%	27.1%	9.3%	33.5%	4.8%	7.7%	8.4%	1143.8
	Reporting Diversion	89	0.0%	43.8%	88.8%	0.0%	49.4%	3.4%	2.2%	0.0%	321.3
		14,436	3.7%	25.1%	24.3%	6.6%	34.2%	6.4%	5.8%	4.6%	745.1
1999	Probation	8,880	2.7%	14.3%	16.1%	7.2%	44.1%	10.9%	4.7%	2.7%	633.4
	Parole	2,415	2.5%	20.7%	25.1%	5.0%	18.6%	3.4%	3.4%	4.8%	356.4
	Probation & Parole	4,232	4.7%	32.5%	27.5%	11.8%	40.2%	5.1%	7.7%	10.8%	1164
	Reporting Diversion	229	0.4%	18.8%	86.5%	0.4%	50.2%	1.7%	0.4%	0.0%	320
		15,756	3.2%	20.2%	21.6%	8.0%	39.2%	8.1%	5.2%	5.2%	728.9

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Table 15 (continued). Case information of the Adult Parole and Probation—All supervision cases (1996-2003)

Special conditions by year supervision started

Year probation started	Type of probation	Total number of probation terms	Psych special condition	Alcohol special condition	Drug special condition	Employment special condition	Other special condition	Community service special condition	Vocational or GED special condition	Drunk driving special condition	Average probation days
2000	Probation	8,898	2.3%	14.2%	19.8%	8.5%	45.1%	12.1%	4.8%	3.2%	633.6
	Parole	2,196	1.8%	24.8%	27.0%	6.8%	21.4%	2.9%	4.1%	3.8%	355.7
	Probation & Parole	4,427	4.6%	36.8%	32.1%	18.1%	49.2%	6.8%	8.7%	13.5%	1156.6
	Reporting Diversion	682	0.1%	11.7%	87.1%	0.4%	41.1%	0.7%	0.4%	0.0%	303.9
		16,203	2.8%	21.7%	27.0%	10.5%	42.8%	8.9%	5.6%	6.0%	725
2001	Probation	10,074	2.7%	11.9%	15.3%	9.2%	31.6%	10.7%	5.7%	4.2%	633.1
	Parole	2,510	2.6%	31.0%	29.5%	7.2%	22.0%	5.6%	3.5%	5.9%	343.7
	Probation & Parole	5,435	5.4%	43.1%	32.2%	19.7%	50.5%	12.3%	10.2%	16.0%	1136.1
	Reporting Diversion	1,090	0.2%	3.9%	88.7%	1.4%	21.8%	0.7%	2.3%	0.0%	324.5
		19,109	3.3%	22.8%	26.1%	11.5%	35.2%	9.9%	6.5%	7.5%	720.5
2002	Probation	10,028	2.9%	11.2%	18.4%	8.9%	36.0%	10.3%	5.6%	4.4%	633.1
	Parole	2,498	1.9%	29.6%	28.1%	6.9%	25.5%	5.2%	4.1%	4.3%	341.6
	Probation & Parole	5,619	4.4%	40.7%	28.3%	15.9%	52.9%	11.4%	12.3%	19.2%	1114.8
	Reporting Diversion	1,194	0.4%	1.8%	94.4%	2.3%	13.7%	0.3%	1.2%	0.0%	360
		19,339	3.1%	21.5%	27.2%	10.3%	38.2%	9.3%	7.1%	8.4%	718.6
2003	Probation	8,772	2.9%	10.3%	21.5%	9.0%	37.8%	8.8%	5.7%	3.5%	635.3
	Parole	2,512	3.3%	32.5%	30.5%	5.8%	26.4%	3.5%	3.4%	6.6%	340.4
	Probation & Parole	5,470	3.8%	36.7%	29.1%	12.1%	50.3%	5.0%	8.4%	18.9%	1109
	Reporting Diversion	854	0.6%	3.0%	92.5%	2.5%	16.4%	0.1%	1.3%	0.0%	366.4
		17,608	3.1%	21.3%	28.6%	9.2%	39.0%	6.4%	6.0%	8.6%	727.4
<i>All years</i>		129,351	3.3%	22.0%	25.6%	9.2%	37.3%	7.8%	5.9%	6.7%	731.5