

JOINT PUBLIC HEARING OF THE SENATE AND HOUSE JUDICIARY COMMITTEES  
TO DISCUSS THE RECOMMENDATIONS OF  
THE COMMISSION ON SAFETY & ABUSE IN AMERICA'S PRISONS

APRIL 23, 2007  
HEARING ROOM 1  
NORTH OFFICE BUILDING  
HARRISBURG, PA

Chairmen

Senator Stewart J. Greenleaf, Senate Judiciary Committee  
Representative Thomas R. Caltagirone, House Judiciary Committee

Justice & Mercy, Inc.  
(written material only)

Commission on Safety & Abuse in America's Prisons  
Timothy Ryan, Director of Corrections, Miami-Dade County  
Pat Nolan, President, Justice Fellowship  
Ray Krone

Pennsylvania Criminal Justice Panel  
William DiMascio, Executive Director, Pennsylvania Prison Society  
Angus Love, Esquire, Pennsylvania Institutional Law Project  
William Reznor, National Alliance on Mental Illness of Pennsylvania  
Dr. Enos Martin, PrimeCare Medical  
Craig Lowe, Warden, Pike County Correctional Facility

**JUSTICE & MERCY, INC.**  
**(WRITTEN MATERIAL)**

**COMMISSION ON SAFETY & ABUSE  
IN  
AMERICA'S PRISONS**

**JOINT HOUSE & SENATE  
JUDICIARY COMMITTEE MEETING**

**MONDAY, APRIL 23, 2007**

**HARRISBURG CAPITOL  
NORTH BUILDING, HEARING ROOM 1**



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HARRISBURG, PA – On April 23, a joint session of the Pennsylvania Senate and House Judiciary Committees, chaired by State Senator Stewart Greenleaf and State Representative Thomas Caltagirone at the state Capitol in Harrisburg, will hear testimony about America's prisons and how it affects Pennsylvania.

Public safety and public health are identified as two of the greatest concerns of our citizens. But does our criminal justice system and the decision of whom and how we incarcerate people, actually make us feel safer and healthier? The joint hearing will seek answers to these two fundamental questions.

Every day, we see media coverage on prison overcrowding, abuse and the high rate of crime. With soaring prison populations -- and an increase of 17% expected in the next five years -- an overcrowded system is only going to get more overcrowded. A recent study completed by the counties of Pennsylvania recommended sending more prisoners to state prisons, placing even more pressure on an already burdened system -- already at 115% capacity and rising at 200 inmates per month this year. The Pennsylvania Department of Corrections top officials state that by 2012, despite building new bed space, they will run out of room to hold more inmates. Most prisoners will be released and over half will be back in prison within three years. Obviously, our current corrections system is not correcting.

At the joint hearing, legislators will hear from members of the Commission on Safety & Abuse in America's Prisons. The Commissioners will testify about the national landscape and help to provide valuable input to our state in taking the lead to more successful public policy and procedures in our corrections system. The Commission completed an 18-month study last year examining what's happening in our country's prisons and how it affects all of us. This national, nonpartisan Commission presented its final report, *Confronting Confinement*, to the U. S. Congress and will be presenting its findings to the joint Pennsylvania Senate and House Judiciary Committees.

In addition to members of the Commission on Safety and Abuse in America's Prisons, numerous witnesses from Pennsylvania, including Warden Craig Lowe of Pike County

Correctional Facility, William DiMascio of the Pennsylvania Prison Society, Dr. Enos Martin of PrimeCare Medical Services, and William Reznor of National Alliance on Mental Illness of Pennsylvania will testify about the work that is being done in Pennsylvania to improve conditions of confinement. At the hearing, topics of discussion will include violence in prison, medical and mental health care, prison supervision and the use of solitary confinement.

This hearing impacts not only the people involved in the criminal justice system but the general public. Over 95% of people incarcerated will be returning to our neighborhoods and all those who work in corrections will come home at the end of their shifts. The potential for contagious diseases is prevalent from those returning from prison and those who work in the institutions and could bring medical conditions back into the communities in which they live. According to state statistics, almost 20% of all prison and jail inmates who are incarcerated are diagnosed mentally ill and, as we close more state hospitals, the jails don't have the means to care for them and have no where for them to go to be treated. With reduced funding for rehabilitation and treatment, violence is becoming more prevalent.

Officers in prisons are frequently underpaid and overworked. They need more training to do the stressful, dangerous jobs of maintaining security and providing a culture that is conducive to behavioral changes. We need more treatment programs to address the underlying causes of crime.

Among the recommendations of the Commission are:

- Reducing overcrowding to prevent violence.
- Promoting rehabilitation by investing in programs that are proven to reduce violence and to change behavior.
- Using classification procedures and direct supervision.
- Supporting community and family bonds.
- Extending Medicaid and Medicare to eligible prisoners.
- Screening, testing and treating infectious diseases.
- Committing to caring for people with mental illness. Reducing the mentally ill in prisons.
- Making segregation a last resort and more productive place of confinement and stop releasing people directly from segregation to the outside.
- Recruiting and retaining a qualified corps of officers.
- Promoting a culture of mutual respect.
- Demanding independent oversight for jails and prisons. Creating a non-governmental group that can capably inspect prison conditions.
- Developing knowledge of the link between well-run, effective facilities and public safety.

We need to look at effective ways to reduce crime instead of putting a larger percentage of our state budget into a failed system. Offenders can be properly corrected so they become productive citizens upon release. This Commission hearing is a good start at creating legislation that will make a positive difference.

## **SPEAKERS:**

The hearing will consist of two panels; one formed from the Commissioners responsible for the national study and the second from criminal justice experts from Pennsylvania who can testify how the report can potentially affect our state.

### **Commissioners Panel:**

- **Ray Krone:** Ray Krone spent more than a decade in prison, some of it on death row, before DNA testing cleared his name. He is the 100th former death row inmate exonerated since the reinstatement of capital punishment in the United States in 1976. And he is the 12th death row inmate whose innocence has been proven through post-conviction DNA testing. Prior to his arrest, Krone had no previous criminal record, had been honorably discharged from the Air Force, and had worked for the postal service in Arizona for seven years. Ray Krone's story was featured in the book, "Death Penalty on Trial." Today, he spends much of his time opposing the death penalty system that initially failed him and traveling the United States and world to share his experiences.



- **Pat Nolan:** Pat Nolan is the President of Justice Fellowship, the reform-oriented criminal justice arm of Chuck Colson's Prison Fellowship Ministries. Pat Nolan is the author of *When Prisoners Return*, which describes the important role the Church can play in helping prisoners get back on their feet after they are released. His opinion pieces have appeared in numerous periodicals including the *Los Angeles Times*, the *National Law Journal* and the *Washington Times*, and he is a much sought-after speaker on issues of justice and faith. He was selected by Governor Geringer of Wyoming to be the speaker at his annual prayer breakfast in 2002, and he has testified on several occasions before Congressional committees on prison work programs, juvenile justice, and religious freedom. He has also lectured at judicial conferences and legal conventions. Recently, Speaker of the House of Representatives Dennis Hastert appointed Pat Nolan to serve on the nine-member U.S. Prison Rape Elimination Commission.



Earlier in his life, Pat Nolan spent 15 years in the California State Assembly, four of those as the Assembly Republican Leader. He was a leader on crime issues, particularly on behalf of victims' rights, and was an original sponsor of the Victims' Bill of Rights (Proposition 15). He was given the "Victims Advocate Award" by Parents of Murdered Children and named "Legislator of the Year" in part for his work on behalf of Vietnam veterans. Then, as part of an FBI sting operation, Pat Nolan was prosecuted for a campaign contribution he received and pled guilty to one count of racketeering. He served 25 months in a federal prison and four months in a halfway house, and that experience changed the course of his life and work forever.



- **Timothy Ryan:** Tim Ryan, recently appointed the Director of Corrections for Miami-Dade County in Florida, has served as the Chief of Corrections for Orange County, Florida, and in that role has overseen the fifth-largest jail in Florida and the twenty-second-largest jail in the nation. Immediately prior to becoming head of corrections in Orange County, he was Chief of Correction for the Santa Clara County Department of Corrections in San Jose, California (1998-2002) and, before that, Commander of the Alameda County Sheriff's Office, in Oakland, California (1970-1998).

Timothy Ryan has more than 34 years of experience in the fields of corrections and law enforcement, covering everything from administration to command and supervision, and from training to internal affairs. He also has experience in legislative analysis, program development, and research. He is a Past President of the American Jail Association, is a certified Jail Manager, and is currently a member of the American Correctional Association's Commission on Accreditation in Corrections and a Board Member of the Florida Criminal Justice Executive Institute.

#### **State Criminal Justice Panel:**

- **Executive Director William DiMascio, Pa. Prison Society:** William M. DiMascio is executive director of The Prison Society, a prison oversight organization, a position he has held since 1998. Prior to joining the Prison Society, Mr. DiMascio served as a consultant to correctional policy advocates in Pennsylvania, North and South Carolina, Oklahoma, and Oregon. During that period, he authored *Seeking Justice: Crime and Punishment in America*, a reference work distributed across the country. Earlier, he was a newsman, statehouse correspondent, and bureau chief for the Associated Press. In the early 1970's he was the correspondent in charge of the Harrisburg, Pennsylvania office. He left the Associated Press to become executive editor of the Cleveland Ohio Press, one of the nation's largest daily newspapers.



- **Warden Craig Lowe, Pike County Correctional Facility:** Warden Craig A. Lowe has been employed in the field of corrections for 19 years. He began his career as a Correctional Officer and worked his way through the ranks culminating with his current position as Warden of the Pike County Correctional Facility which he garnered in May 2003. The Pike County Correctional Facility has been described as a model in Pennsylvania, and has received 100% compliance certificates from the Pennsylvania Department of Corrections Inspections for 2003, 2004 and 2006. (The 2004 certificate rendered Pike exempt from inspection for 2005.) Pike County has been repeatedly designated as a "Superior Adult Detention Facility" by Immigration and Customs Enforcement Facility Inspectors and is one out of only ten of the 310 eligible facilities in the country that attained this "Superior" recognition. Warden Lowe was named "2006 Correctional Professional of the Year" by the Pennsylvania Prison Society out of over 400 eligible administrators. Pike Correctional Facility has been accredited by





the National Commission on Correctional Health Care since 1996 and was nominated as "Facility of the Year" in 2006. There has never been a successful lawsuit levied against Pike County Correctional Facility since it opened in 1995. Warden Lowe is an ardent proponent of a "commitment to excellence" in all aspects of correctional operation, extensive recidivism reduction programs and community safety.

- **Dr. Enos Martin, Prime Care Medical:** Dr. Martin, an American Board Certified Psychiatrist, has worked as a prison psychiatrist through PrimeCare Medical, Inc., in multiple prisons in central Pennsylvania since 1997. PrimeCare Medical provides partial (without nursing) and full service medical management in 51 adult and juvenile correctional facilities throughout the northeastern United States. Dr. Martin is a certified Correctional Health Professional (CCHP) by the National Corrections Commission on Correctional Health Care (NCCHC).



He is an Associate Professor of Psychiatry at the Pennsylvania State University College of Medicine. He received his medical and psychiatric training at Penn State and served there in various roles, including Director of Psychiatry Residency Training and Vice Chairman of the Department of Psychiatry from 1990 until 1997. Dr. Martin has been a consultant to numerous community organizations including Justice & Mercy, Inc. He has also written a number of publications.

- **William Reznor, National Alliance on Mental Illness of Pennsylvania (NAMI- PA):** William Reznor currently works with NAMI, Pennsylvania as a Forensic Program Manager. Mr. Reznor formerly served for 8 years as Deputy Secretary for Intergovernmental Relations for the Pennsylvania Department of Corrections where he was, in part, responsible for annual inspections of all county prisons and the rewriting of regulations for county prisons. Prior to this he was a Mercer County Commissioner for 15 years, where he served as Chairman of the Pennsylvania State Prison Overcrowding Task Force in the late 1980's and early 1990's as well as President of the Prison Board. He is currently serving as an appointed member of the Clearfield/Jefferson County MH/MR Advisory Board.
- **Angus Love, Esquire, Executive Director; Pennsylvania Legal Aid Network (PLAN):** Mr. Angus Love is the Executive Director of the Pennsylvania Legal Aid Network, a non-profit organization part of the PLAN network, seeking to deliver civil legal services to the institutional population of our Commonwealth. Difficulties with access and the unique nature institutional legal issues require a specialized method of delivering such services. The Project was created and designed to meet the needs of low income residents of our prisons, jails, state hospitals, and state centers. Mr. Love has recently served on the recent Joint State Government Commission and Advocacy Task Force to

study geriatric and serious ill inmates housed in the Pennsylvania Department of Corrections system.

### **Judiciary Committee Chairs:**

- **Senator Stewart Greenleaf, R-Montgomery/Bucks:** Senator Greenleaf has been a member of the Senate since 1978. As Chairperson of the Senate Judiciary Committee, he has participated in the development of recommendations to improve the process of judicial selection and was prime sponsor of constitutional amendment legislation to revise the state's system of judicial discipline. He also enacted legislation to further protect victims' rights.
- **State Representative Thomas Caltagirone, D-Berks:** A state representative since 1976, Representative Caltagirone was appointed House Judiciary Chair this January. He also served as House Judiciary Chair during the investigation and removal from office of Supreme Court Justice Rolf Larsen. As a sponsor of key laws to reform Pennsylvania's criminal, corrections and court systems, he has provided leadership that led to alternative sentencing programs to get at the root of crime. In February, he announced the committee will hold a series of state hearings to get public input into crime policies.

### **Topics of Discussion:**

- Violence/Abuse
- Health Care
- Mental Health Care
- Segregation
- Prison Staff
- Oversight & Accountability
- Educating the Public
- Determining Effectiveness of Incarceration

### **Recommendations of Commission:**

- Reducing overcrowding to prevent violence.
- Making segregation a last resort and more productive place of confinement and stop releasing people directly from segregation to the outside.
- Promoting rehabilitation by investing in programs that are proven to reduce violence and to change behavior.
- Using classification procedures and direct supervision.
- Supporting community and family bonds.
- Extending Medicaid and Medicare to eligible prisoners.
- Screening, testing and treating infectious diseases.
- Committing to caring for people with mental illness. Reducing the mentally ill in prisons.

- Recruiting and retaining a qualified corps of officers.
- Promoting a culture of mutual respect.
- Demanding independent oversight for jails and prisons. Creating a non-governmental group that can capably inspect prison conditions.
- Developing knowledge of the link between well-run, effective facilities and public safety.

### **Goals from Hearing for Pa:**

- Creating legislative review of state bills that affect crimes and corrections.
- Promoting more alternative sentencing such as house arrest and community treatment programs for nonviolent offenders. Senate Bill 584 provides for drug courts.
- Advocating that the legislature to re-examine the effects of mandatory sentencing on the prison system.
- Examination of merit time such as in New York which recently reduced their prison population by 8,000 and may close prisons rather than expand the current prisons. Merit time would reward nonviolent inmates who follow the rules with a small reduction in their sentences and automatically release them on minimum sentence dates.
- Using house arrests/GPS tracking devices combined with effective treatment programs for technical parole violators to help reduce prison and jail populations.
- Providing medical care that transitions inmates to outside treatment prior to release.
- Providing for medical release of inmates who are terminally or seriously ill through court procedures as in SB 1072 led by sponsors Senator Greenleaf, Senator Lemmond and Senator Costa.
- Having separate facilities for diagnose mental health/mental retardation inmates with trained staff including a location onsite for 302 and 304 commitments.
- Providing state funding with county allocations for mental health courts such as in House Bill 80. Specialized courts can be regionalized for smaller counties to share resources.
- Providing more state funding for mental health services in the communities so the mentally ill can have the support they require and don't end up incarcerated.
- Requiring strict criteria for correctional staff and more funding for salaries and wages that are competitive.
- Having independent investigation of jails and prisons to ascertain that they meet minimum standards of operation. Develop enforcement and provide funding for counties which need assistance by way of state loans or designated monies.
- Educating the public on criminal justice legislation; having designated funds that help clarify the state's strategies to combat crime and reduce recidivism.

**COMMISSION ON SAFETY & ABUSE IN AMERICA'S PRISONS**  
**TIMOTHY RYAN, DIRECTOR OF CORRECTIONS,**  
**MIAMI-DADE COUNTY**  
**PAT NOLAN, PRESIDENT, JUSTICE FELLOWSHIP**  
**RAY KRONE**

# COMMISSION ON SAFETY AND ABUS in America's Prison

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What's known about safety failures and abuse; violence and uses of force	The systemic and institutional drivers of abuse and lack of safety	A look at the problems from the perspective of corrections officers	Oversight, accountability, and other issues	
APRIL 19-20 - TAMPA, FL	JUL. 19-20 - NEWARK, NJ	NOV. 1-2 - ST. LOUIS, MO	FEB. 8-9 - LOS ANGELES, CA	JUNE 8, 2006

## Diverse Commission Reaches Consensus

"A year ago, a group of individuals with little in common promised to recommend strategies for operating correctional facilities that serve our country's best interests and reflect our highest values. Today, we speak in a single voice about the problems, our nation's ability to overcome them, and the risks for all of us if we fail to act. . . . What happens inside jails and prisons does not stay inside jails and prisons. We must create safe and productive conditions of confinement not only because it is the right thing to do, but because it influences the safety, health, and prosperity of us all."

—from *Confronting Confinement*

On June 8, 2006, the Commission released *Confronting Confinement*, a report on violence and abuse in U.S. jails and prisons, the broad impact of those problems on public safety and public health, and how correctional facilities nationwide can become safer and more effective. The report reflects the Commission's work over more than a year — an inquiry that featured four public hearings in cities around the country where nearly 100 people testified, visits to jails and prisons, conversations with people about their experience of life behind bars, discussions with current and former corrections officials and experts working outside the profession, and a thorough review of available research and data.

The report covers four areas:  
dangerous

SENATE  
JUDICIARY



### IN SUPPORT OF *CONFRONTING CONFINEMENT*

*"For the vast majority of inmates prison is a temporary, not a final, destination. The experiences inmates have in prison — whether violent or redemptive — do not stay within prison walls, but spill over into the rest of society. Federal, state, and local governments must address the problems faced by their respective institutions and develop tangible and attainable solutions."*

—**Senator Tom Coburn (R-OK)**, Chair,  
Senate Judiciary Subcommittee on

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dangerous conditions of confinement — violence, poor health care, and inappropriate segregation — that can also endanger corrections officers and the public; the challenges facing labor and management; weak oversight of correctional facilities; and serious flaws in the available data about violence and abuse. In response to these problems, the Commission offers 30 pragmatic recommendations for reform — many of them based on good practices and exemplary leadership in particular correctional facilities around the country.

Perhaps most impressive, the work of the 20-member Commission and this report represents consensus about controversial issues and solutions. The Commission reached agreement among people whom one would expect to disagree: those who run facilities and systems and those who litigate on behalf of prisoners, for example; liberals and conservatives; Democrats and Republicans. That consensus is a sign that real reform of prisons and jails in the United States is within reach.

As the report states, "There are nearly 5,000 adult prisons and jails in the United States — no two exactly alike. Some of them are unraveling or barely surviving, while others are succeeding and working in the public's interest. There is no reason why health and safety should be limited to only some correctional facilities and no reason why even the best institutions cannot make a larger contribution to public safety and public health."

JUDICIARY  
SUBCOMMITTEE  
ON CORRECTIONS  
AND  
REHABILITATION  
GATHERS TO HEAR  
TESTIMONY FROM  
COMMISSIONERS  
ABOUT KEY  
FINDINGS AND  
RECOMMENDATIONS  
IN THE REPORT  
ON THURSDAY  
JUNE 8, 2006  
MORE >>

Senate Judiciary Subcommittee on  
Corrections and Rehabilitation

[2 pages / 117 kB]

Press Coverage of the Report

HIGHLIGHTS

Among 30 practical reforms, the Commission recommends:

- A re-investment in programming for prisoners to prevent violence inside facilities and reduce recidivism after release.
- Changing federal law to extend Medicaid and Medicare reimbursement to correctional facilities and ending prisoner co-pays for medical care, reforms necessary to protect the public health.
- Reducing the use of high-security segregation and ending the release of prisoners directly from the units to the streets, which contributes to recidivism.
- Increased investment at state and local levels to recruit, train, and retain skilled, capable workers at all levels.
- Expanding the capacity of the National Institute of Corrections to help states and localities foster a positive institutional culture in corrections facilities.
- Creating an independent agency in every state to oversee prisons and jails and changing federal law to narrow the scope of the Prison Litigation Reform Act.
- Developing standardized reporting nationwide on violence and abuse behind

*"Most of us in Congress and most Americans do not spend a lot of time thinking about the conditions of the prisons across our nation, but we should. We should, because, in the words of the Commission on Safety and Abuse in America's Prisons, 'What happens inside jails and prisons does not stay inside jails and prisons.' And, as the Russian author Fyodor Dostoevsky once reflected, 'The degree of civilization in a society can be judged by entering its prisons.'"*

—**Senator Richard J. Durbin (D-IL),**  
Ranking Member of the U.S. Senate  
Judiciary Subcommittee on Corrections  
and Rehabilitation Subcommittee

*"As a former prosecutor, I believe strongly in securing tough and appropriate prison sentences for people who break our laws. But it is also important that we do everything we can to ensure that, when these people get out of prison, they enter our communities as productive members of society, so we can start to reverse the dangerous cycles of recidivism and violence. The Commission on Safety and Abuse in America's Prisons has today proposed a set of recommendations to make the country's prisons operate more effectively for the good of the country's prison employees, the prisoners who will be reentering society, and the cities and towns they will be rejoining."*

—**Senator Patrick Leahy (D-VT),**  
Ranking Member of the U.S. Senate  
Judiciary Committee and Member of the  
Subcommittee on Corrections and  
Rehabilitation

*"The Commission's report, released today, provides a valuable and candid look at the current state of our nation's*

*jails and prisons, identifying a variety of structural and administrative problems within our corrections system...[and] innovative yet viable recommendations for prison reform that Congress should seriously consider. The comprehensive findings and recommendations in this report are due in large part to the accomplished professionals who make up the Commission itself, and I commend them for their dedication."*

**—Senator Russell D. Feingold (D-WI),**  
Member of the U.S. Senate Judiciary  
Subcommittee on Corrections and  
Rehabilitation

*"These are important issues for our constituents. I believe that county officials will find the Commission's work useful. I was particularly impressed by the Commission's recommendation for enhanced partnerships between states and local governments to reduce overcrowding in our jails and prisons, the focus on the public health crisis in corrections, and the pressing need to keep the non-violent mentally ill out of jail."*

**—Donald Murray, Senior Legislative**  
Director, National Association of Counties

*"All of our prisons and jails must be places of hope and positive change, not despair and violence: hope for the prisoners, for the people who work in them, and for the safety and health of our communities. The work of the Commission on Safety and Abuse in America's Prisons goes a long way to addressing why violence, abuse, and hopelessness are features of life in many prisons and jails and offers wise and caring suggestions for a better way of doing things."*

**—Heather Gonzales, Policy Analyst for**  
the National Association of Evangelicals

violence and abuse behind bars so that corrections officials, lawmakers, and the public can have reliable measures of violence and monitor efforts to make facilities safer.

*"The Commission's work presents an opportunity for public discussion about issues that Corrections professionals have been working on for years. The Association of State Correctional Administrators pledges to work together with the American Correctional Association, National Sheriff's Association, American Jail Association, North American Association of Wardens and Superintendents and other vitally interested parties to pursue the safe, stable, disciplined, productive and organized correctional environments promoted by the Vera Commission."*

**—Association of State Correctional Administrators**

*"This is the most important report on conditions in America's prisons and jails for decades. If the Commission's recommendations are implemented, prisons will be safer places, and so will the communities to which most prisoners ultimately return."*

**—Elizabeth Alexander, Executive Director, National Prison Project of the American Civil Liberties Union**

*"The conclusions of Confronting Confinement make clear that the U.S. corrections system is facing a serious human rights crisis. In a society governed by the rule of law and a basic belief in human dignity, incarceration is supposed to mean loss of liberty, not violence and humiliation."*

**—Lovisa Stannow, Co-Executive Director of Stop Prisoner Rape**

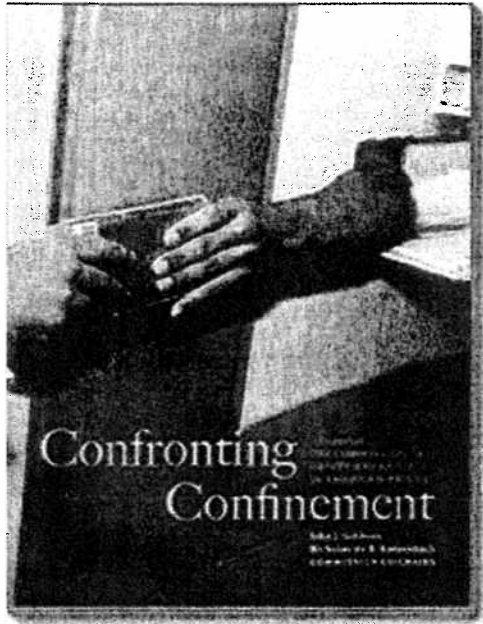
*"We applaud the Commission's attention to the treatment of Latino prisoners, the impact of incarceration on our communities, and the need to develop greater understanding of and respect for*



*cultural difference in prisons and jails. The Commission's humane and public safety-minded recommendations are ones that the Latino community can embrace."*

*—Janet Murguia, President and CEO,  
National Council of La Raza*

Staffed by the Vera Institute of Justice



## COMMISSION ON SAFETY AND ABUSE in America's Prisons

[www.prisoncommission.org](http://www.prisoncommission.org)

### About the Commission

- **The mission:** A year-long, national effort begun on March 1, 2005, to expand public knowledge about the most serious problems inside America's jails and prisons and to recommend practical reforms.
- **The concern:** Complex problems of safety and abuse in jails and prisons have an impact on prisoners, the men and women who work inside facilities and, ultimately, the health and safety of society at large.
- **The approach:** An objective, balanced inquiry that examined the nature and extent of violence and abuse in a way that avoids stereotyping and blaming, promotes dialogue, and offers solutions.
- **The commissioners:** Co-chaired by former United States Attorney General Nicholas de B. Katzenbach and the Honorable John J. Gibbons, former Chief Judge of the U.S. Court of Appeals for the Third Circuit. The Commission combines a diversity of viewpoints and experience in one panel. The 20 members include other respected civic leaders with experience in the administration of justice and law enforcement, veteran corrections professionals, advocates for the rights of prisoners, former prisoners, physicians, scholars, and members of the religious community.
- **The context:** Now is the right time: 1) On any given day, the problems in our nation's correctional facilities affect 3 million people directly (2.2 million inmates; 750,000 staff), and over the course of a year many millions more spend some time in prison or jail. 2) The public spends more than 60 billion dollars annually on corrections. 3) There is compelling evidence of lack of safety and abuse. 4) More than 95 percent of prisoners are eventually released. 5) The Commission fills a gap in the public conversation about incarceration in America: there have been serious discussions about the size of the prisoner population, the costs, and how to sensibly reduce reliance on incarceration. The public and policy makers also are well informed about the perils of reentry and are working to help former prisoners in the weeks and months immediately after release. The Commission's inquiry and report and recommendations are designed to stimulate informed debates about the experience of incarceration and the impact of conditions of confinement on prisoners and staff and on the families and communities to which they return. 6) There is political will, across political parties, for developing a more effective and humane approach to corrections.
- **The scope:** A national, public inquiry featuring four public hearings held in cities across the country, where experts within and outside the corrections profession and former prisoners and their family members testified about the dangers inside correctional facilities, how to better protect prisoners and staff, and how to

operate prisons and jails so that they make a larger contribution to public safety and public health.

- **The four hearings:** 1) Tampa, Florida, April 19-20, 2005: testimony about various manifestations of violence behind bars; 2) Newark, New Jersey, July 19-20, 2005: an examination of severe overcrowding, damaging and dangerous uses of segregation, and inadequate medical and mental health care that puts individual prisoners and staff and the public health at risk; 3) St. Louis, Missouri, November 1-2, 2005: a look at the vast yet misunderstood workforce of corrections officers; 4) Los Angeles, California, February 8-9, 2006: testimony about gang activity behind bars and discussion about how to make U.S. jails and prisons more transparent and accountable to the public through stronger oversight.
- **The report:** In June 2006, the Commission released its final report, *Confronting Confinement*, before a hearing of the U.S. Senate Subcommittee on Corrections and Rehabilitation. Since then, thousands of people across the country have read *Confronting Confinement*, and the overwhelming attention and support it has received has spurred the Commission to continue working to implement its recommendations.
- **The staff:** The Commission is staffed by the Vera Institute of Justice, a New York-based nonprofit organization that has worked closely with leaders in government for more than 40 years to improve the administration of justice.
- **The funding:** Support for the Commission is provided by foundation grants and by pro-bono legal assistance and in-kind donations by major law firms.

# COMMISSION ON SAFETY AND ABUSE in America's Prisons

[www.prisoncommission.org](http://www.prisoncommission.org)

## Commonly Asked Questions About the Commission's Report

### **Why release a major report on conditions of confinement now?**

Most of the problems the report focuses on are not new, and improving the safety and effectiveness of jails and prisons is an old struggle that will continue for some time to come. Yet there is a magic about this moment. For the first time in a long time, people from different perspectives, political and otherwise, are concerned about these issues and committed to reform. And there's public support for reform. But, the public does not have a clear sense of the number of people involved: 750,000 men and women work in corrections; we're incarcerating millions of people every year. Our approach to incarceration is not producing the results we want: three years after release, two thirds of former prisoners are re-arrested and half are re-incarcerated. This compromises public safety, public health and costs money.

### **What is the main message of the report?**

That what happens inside jails and prisons does not stay inside jails and prisons. When people are incarcerated or work in facilities that are unsafe, unhealthy, unproductive, or inhumane, they carry the effects home with them – after release or at the end of a shift. We know how to create safe and productive conditions of confinement. It is the right thing to do. And it is in our own best interests.

### **What are some of the more surprising findings in the report?**

Many readers will be surprised to learn that staffing shortages often force prisons and jails to employ doctors who practice under a license that restricts their work to correctional facilities and therefore could not provide care in the community. The lack of reliable data about violence is striking: Arkansas, North Dakota, and South Dakota reported *zero* assaults among prisoners statewide over the course of a year; there are many prisons across the country that fail to report any assault data; and there is a complete absence of any national measures of excessive use of force by officers. Evidence about the dangers of high-security segregation for prisoners and staff, and for the public when people are released directly from these units, is also surprising since most people believe that segregation reduces violence. And the tiny fraction of jails that are accredited by the American Correctional Association is another surprising fact.

### **Are the problems described in the report – violence, medical neglect, inappropriate uses of segregation, and others – problems everywhere?**

These are the most detrimental conditions of confinement. That doesn't mean, however, that the problems are equally severe everywhere or that some correctional facilities are not safe and healthy.

**Is there any good news in the report?**

The report is filled with good news. The vast majority of the reforms we recommend are already a reality in at least a few places around the country, so this is partly about expanding good practices.

**Which recommendations are the ones upon which reform really hinges?**

There are two broad shifts in practice that are truly fundamental. First, we must support the efforts of corrections professionals to create a positive institutional culture in prisons and jails. We've seen institutions become safer when there is mutual respect between officers and prisoners and when prisoners have opportunities to use their time behind bars productively. Generally, people act the way they are treated: If you treat someone like an animal; they will act like an animal. If you treat them with respect, they will show respect in response. Equally important, we must get serious about oversight, which includes creating independent agencies in every state to oversee jails and prisons, report findings to the public, and work collaboratively with corrections to identify and remedy problems early on.

**What's the most important thing Congress can do?**

Congress can have a big impact on prisoner health and public health by extending Medicaid and Medicare coverage to correctional facilities. Every jail and prison struggles, and often fails, to provide adequate medical and mental health care to prisoners and to prevent the spread of disease. Most prisoners were part of the public health system before they were incarcerated and will be again after they are released. Health care in prisons and jails should be part of the public health system, and the federal government should contribute. There are other things Congress can do – from exploring why there has been so little activity by the Department of Justice to investigate troubled correctional facilities to leading a national effort to collect better data on violence behind bars to using the Federal Bureau of Prisons as a place where new ideas and solutions to problems can be tested.

**What should state legislatures do?**

There is so much these lawmakers need to do. For example, they must commit to recruiting, training, and retaining a qualified workforce at all levels and to funding meaningful programs for prisoners that promote safety inside and after release. These are two large reforms that depend on action by state and local law makers. They should also end the practice of medical co-payments by prisoners, and guarantee that families can call a loved one in jail and prison for the same price as calling someone in the free world. In states around the country, talking with someone in prison is more expensive than a call to a country half way around the world. States must also work to prevent incarcerating people who are mentally ill while also funding decent mental health care for those who must be incarcerated.

**Is this ultimately just about spending more money?**

Some of our recommendations require significant investment to be implemented nationally. That up-front investment will result in cost-savings down the road in terms of safe and stable conditions inside prisons and jails, which makes them more efficient to

run; less recidivism after release; and healthier communities. The recommendation to extend Medicaid and Medicare reimbursement to correctional facilities, for example, requires considerable investment by the federal government, but those dollars will conserve public health resources in the long run while also reducing unnecessary illness and suffering. And no one can measure the value of a life saved. A federal judge in California has said that there is one preventable death every six or seven days in the California prison system as a result of inadequate medical care.

**What are the no- or low-cost recommendations that would have a big impact?**

There are several. For example, to prevent violence we recommend “direct supervision,” where officers and prisoners engage with each other throughout the day, and there is evidence that it costs less than traditional modes of supervision. We also recommend that jails and prisons make a greater effort to warmly welcome families who come to visit their incarcerated loved ones. This requires a change in attitude more than a change in spending. We recommend partnerships between correctional agencies and health care providers in the community. Those partnerships take time and patience to forge, but they are not more expensive and provide a higher level of care inside facilities that also protects the health of surrounding communities.

**What has the Commission been doing since the release of *Confronting Confinement*?**

*Confronting Confinement* received overwhelming attention and support. We have sent thousands of copies to inmates, correctional institutions, and citizens across the country. Now, the Commission is working in a number of ways to implement its recommendations. We have convened roundtables to discuss reforming the Prison Litigation Reform Act and easing restrictions on Medicare and Medicaid funding for prisons and jails. We have also partnered with other organizations on broader discussions of prison reform. The Commission is also working to implement its recommendations at the local level: in February, we submitted testimony to the Washington State Senate in support of a bill to create a Corrections Ombudsman, and three Commissioners testified before a joint hearing of the Pennsylvania House and Senate Judiciary Committees in April about the Commission’s work.

To download a copy of the Commission’s report, *Confronting Confinement*, go to [www.prisoncommission.org/report](http://www.prisoncommission.org/report).

## COMMISSION ON SAFETY AND ABUSE in America's Prisons

[www.prisoncommission.org](http://www.prisoncommission.org)

### Commission Members

#### *Co-Chairs*

**The Hon. John J. Gibbons** – An attorney in private practice who argued the groundbreaking *Rasul v. Bush* case before the U.S. Supreme Court and a former Chief Judge of the U.S. Court of Appeals for the Third Circuit

**Nicholas de B. Katzenbach** – An attorney in private practice and former Deputy Attorney General and Attorney General of the United States (under Presidents Kennedy and Johnson) who led the federal government's efforts to desegregate the American South and chaired the 1967 Commission on Crime in the United States

#### *Members*

**Salvador Balcorta** – CEO of Centro de Salud Familiar La Fe in El Paso, Texas; Board Member of the National Council of La Raza; and a nationally respected Chicano activist for social justice

**Stephen B. Bright** – One of the most well-known advocates in the country for the rights of prisoners and former Director of the Southern Center for Human Rights in Atlanta, Georgia, which provides representation to prisoners in cases involving claims of cruel and unusual conditions of confinement

**Richard G. Dudley, Jr., M.D.** – A psychiatrist in private practice who is frequently called to provide expert testimony in criminal and civil cases around the country about the lasting psychological damage of violence and abuse in prison

**James Gilligan, M.D.** – A renowned expert on violence and violence prevention who is currently Visiting Professor of Psychiatry and Social Policy at the University of Pennsylvania and was formerly Director of Mental Health for the Massachusetts prison system

**Saul A. Green** – Senior Counsel and member of Miller Canfield's Minority Business Practice Group and former U.S. Attorney for the Eastern District of Michigan (1994–2001)

**Ray Krone** – Former prisoner who spent more than a decade behind bars, some of it on death row, before DNA testing cleared his name

**Mark H. Luttrell** – Sheriff of Shelby County (Memphis), Tennessee, and former Warden at three federal prisons



**Gary D. Maynard** – Director of the Maryland Department of Public Safety and Correctional Services and President of the American Correctional Association

**Marc H. Morial** – President and CEO of the National Urban League, and a former Mayor of New Orleans and Louisiana State Senator

**Pat Nolan** – President of Prison Fellowship's Justice Fellowship and a member of the National Prison Rape Elimination Commission, and a former Republican leader in the California State Assembly who served 25 months in a federal prison on a racketeering conviction

**Stephen T. Rippe** – Executive Vice President and COO of the Protestant Episcopal Cathedral Foundation and former Major General in the U.S. Army

**Laurie O. Robinson** – Director of the University of Pennsylvania's Master of Science in Criminology Program and Chair of the Vera Institute of Justice Board of Trustees, and former Assistant Attorney General in charge of the Office of Justice Programs (1993–2000)

**Senator Gloria Romero** – California Senate Majority Leader and Chair of the Senate Select Committee on the California Correctional System

**Timothy Ryan** – Director of the Miami-Dade County Department of Corrections and Rehabilitation, and past President of the American Jail Association

**Margo Schlanger** – A leading authority on prisons and inmate litigation; Professor of Law at Washington University in St. Louis, Missouri; and a former attorney in the Civil Rights Division, Special Litigation Section, of the U.S. Department of Justice

**Frederick A. O. Schwarz, Jr.** – Senior Counsel at Cravath, Swaine & Moore LLP and also at New York University Law School's Brennan Center for Justice

**The Hon. William Sessions** – A partner in the Washington, D.C., office of Holland & Knight LLP, former U.S. District Judge in the Western District of Texas, and former Director of the Federal Bureau of Investigation

**Hilary O. Shelton** – Director of the National Associate for the Advancement of Colored People, Washington Bureau

## Statement of Tim Ryan

April 23, 2007

Good morning Chairmen Greenleaf and Caltagirone and members of the committees. I'd like to thank you for the opportunity to testify before you today.

Last June, the Commission on Safety and Abuse in America's Prisons released its final report, *Confronting Confinement*. This was after more than a year of inquiry into the conditions and level of safety in our nation's prisons and jails. After four public hearings around the country, testimony from more than 100 witnesses - including the distinguished Secretary of the Pennsylvania Department of Corrections, Jeffrey Beard - and more than a year of research and contemplation of what we learned, this diverse, 20 member Commission issued 30 recommendations about how to make our prisons and jails safer and more effective institutions. The report and our recommendations covered four broad areas - general conditions of confinement, including levels of violence in facilities, medical and mental health care, and the use of isolation as a management tool; challenges that confront labor and leadership; the importance of oversight and accountability; and the state of our knowledge and data about prisons and jails nationwide.

One of the strengths of our Commission was the diversity of the 20 Commissioners and the range of our experiences. Among us are leaders in corrections and law enforcement, former federal judges, academics, outspoken prisoners' rights advocates, and people with strong views from both political parties. What we learned is that there is tremendous common ground among us. All too often, the national discussion about crime and justice is polarized along ideological and political lines, and outside of this Commission many of us might be pitted against each other. But by working together to find solutions to problems that concern us all, we learned that we are able to agree on many of the most contentious issues. We learned that in many cases we know what needs to happen to make our prisons and jails safer, both for those who live and work inside these institutions, but also for the safety of the public at large. What we need is the will to make change happen, and your willingness to confront these issues as lawmakers for your state is a positive step in this direction.

Today I am here to talk to you primarily about what we learned and recommended regarding the challenges facing labor and leadership in corrections. I am not only a member of the Commission, but also a past president of the American Jail Association and currently the Director of the Miami Dade County Corrections & Rehabilitation Department - The Dade County Jail. So I'd like to speak to you both about what we learned on the Commission, as well as what I know from a long career in corrections.

One of the crucial links that our Commission made was between the welfare of prisoners, public safety, and the welfare of staff inside prisons and jails. Corrections officers and leaders in corrections have incredibly difficult jobs. In many cases we work in overcrowded facilities without the staff, training, or support to accomplish what we know it takes to ensure safety inside the walls. Many wardens, sheriffs, chiefs, and directors of our correctional institutions run aging and understaffed facilities, and we grow

accustomed to losing our more experienced officers to higher paying, less stressful jobs when we could use their experience to mentor new recruits. Those of us who run facilities or manage entire systems have had to deal with constant growth in the number of prisoners; the overwhelming challenges that large numbers of mentally ill prisoners pose; the demands of providing medical care to a population with a high burden of infectious diseases on extremely tight budgets and when medical professionals are reluctant to work in our facilities; and the tension between the public's demand for harsh punishment and our own informed understanding about the danger that harsh conditions pose not only to prisoners, but to staff and ultimately to public safety as well. And we meet all of these challenges with very little positive recognition.

These pressures can cause stress, injury, and illness among the workforce. And the more stressed the workforce is, the more likely it is that the culture inside the institution will be dangerous. Corrections officers have to exercise reasoned authority inside prisons and jails. So you can understand that when those officers are under stress, inexperienced, and under-trained, they are more likely to inappropriately use this authority as abuse of that power. And in facilities where the institutional culture has broken down, rules don't get enforced, violence among prisoners is tolerated, and antagonism between prisoners and officers can escalate into hostility and violence. These tensions may be exacerbated by racial and cultural differences between prisoners and staff as well. And let me be clear – this conflict and violence not only hurts prisoners, but it hurts staff. It also hurts the families and communities that officers and prisoners return home to every day.

I run a large, urban jail and we admit 300-500 prisoners each day. We also release 300-500 prisoners every day. I also have a staff of 1900 officers and 2700 persons altogether who go home to their families at the end of their shifts and carry with them the stress of their workday. Prisons and jails have never been the perfect quarantine the public would like them to be, but in today's world it is ever more important that our society understand prisons and jails are part of our communities. We provide significantly more mental health care than mental hospitals do nationwide. We provide essential public health services. And we have a choice – they can either be places of hope, or places of despair. If we abandon them to despair, we are condemning these institutions to fail – not only to protect prisoner safety, but public safety as well.

I can tell you both as a member of this Commission and as a leader in corrections, that we already know about many concrete steps we can take to make our jails and prisons safer environments for both prisoners and staff. However, I can also tell you that one of the biggest challenges I face is getting legislators interested in my problems. How many state legislators visit a state prison before they pass sentencing laws? How many county officials visit their local jails?

Legislative direction should always consider the correctional environmental impact of their decision-making. As we all recognize, over 95 % of the all those incarcerated will return to the community. So putting them in is only a part of the story. What happens inside and, upon return to the community, is on the other side of the equal sign.

I would like to see state and local leaders make the same kinds of connections that our Commission began to forge – across ideological lines, and across disciplines and spheres of interest. We need a real public discourse about the challenges posed by our prisons and jails so that my workforce, and your workforce, as well as your prisoners and your public, get what they believe they should out of their correctional system. Our Commission is continuing to work to foster this kind of dialogue in a number of ways. One of those is an ongoing roundtable series around the recommendations in our report. Another is a project building partnerships within states and counties to help them develop more effective oversight of their prisons or jails. I encourage you to call on us as a resource, and to make a commitment to continuing the dialogue you’ve begun by holding this hearing here today.

And speaking of that dialogue, I share the floor with several of my esteemed VERA Commission colleagues who will also be speaking. The first is Pat Nolan.

## Statement of Pat Nolan

April 23, 2007

Good morning Chairmen Greenleaf and Caltagirone and members of the Judiciary Committees. My name is Pat Nolan.

I am Vice President of Prison Fellowship and President of their criminal justice reform arm, Justice Fellowship. In addition to serving on this Commission, I am also an appointee to the Prison Rape Elimination Commission by the Speaker of the House.

I bring a unique background to this work. I served for 15 years as a member of the California State Assembly, four of those as the Assembly Republican Leader. I was prosecuted for a campaign contribution I accepted, which turned out to be part of an FBI sting. I pleaded guilty to one count of racketeering, and served 29 months in federal custody.

The best way to describe being imprisoned is that I felt like an amputee. I was cut off from my family, my friends, my work, my church and my community. Then, with my stumps still bleeding, I was tossed into a roiling cauldron of anger, bitterness, despair and often violence.

In prison, inmates are completely defenseless. They are deprived of the usual ways we protect ourselves. They do not choose where to live and sleep, they have no choice in their companions, they cannot avoid going in dark places, and they are prohibited from arming themselves for self-defense.

Because prisoners are deprived of the ability to defend themselves, the government has the responsibility to protect them from violence and harm. No sentence, no matter how terrible the crime, includes being threatened, beaten, or raped while in the custody of the government.

Sadly, many prisons fail in their responsibility to protect their inmates and staff from violence. At the Commission's hearings around the country, we heard many accounts of violence and abuse behind bars. These were reports not just from prisoners and their families, but line officers and administrators, as well. On the other hand, we also heard accounts of many facilities where prisoners and staff are safe and healthy. Plainly, there are practices and policies that make for safer prisons.

The clear consensus among the experts is that to prevent violence in prison we must:

- Reduce crowding.
- Increase access to meaningful programs and activities.
- Encourage a climate of mutual respect between staff and inmates.
- Increase the transparency of the institutions by increasing accessibility to outside agencies and volunteers.
- Identify at-risk prisoners and potential predators, and classify them accordingly.

- Make better use of surveillance technology.
- Strengthen family relationships by placing inmates close to their families, encouraging family visits, and lowering the cost of phone calls.

How do we hold administrators of institutions plagued by violence accountable for adopting these reforms that are proven to make prisons so much safer? One important way is to develop a uniform system for collecting data on violence in prison. The Pennsylvania Department of Corrections, under the leadership of Secretary Beard, is an innovator in some respects. Currently the state measures all of its programs against a series of “principles of effective interventions,” such as how well they perform risk and needs assessments and whether they provide relapse prevention services. This kind of effort should be regular practice in corrections.

However, there is currently no way to track the number of assaults by prisoners on other prisoners, by prisoners against staff, or the use of excessive force by corrections officers at the national level. This prevents us from comparing levels of violence in different facilities and systems around the country, or tracking trends over time. And those numbers that are reported by many states are just not credible. For instance, in the year 2000, Pennsylvania, with 36,000 prisoners, reported just 17 assaults between prisoners. Three states reported zero assaults among prisoners statewide. Zero. States and local governments must do a better job and ensure that they have reliable data about the level of violence in their prisons and jails. I’m confronting the same problem in my role as a Commissioner on the Prison Rape Elimination Commission.

We also need to work on strengthening oversight of correctional institutions. Prisons and jails are public institutions – but at the same time, they’re walled off from public view. One of the Commission’s key recommendations was that every state should create an independent agency, outside of the state department of corrections, to monitor prisons and jails. Some states have already taken this step – California’s Inspector General is independent from the corrections department, the governor, and even the legislature. And his office has the authority to inspect any facility within the state prison system at any time, without notice. Other states, like Ohio, have created legislative committees to inspect prisons, while Washington is in the process of establishing a corrections ombudsman to inspect inmate and officer grievances.

Without accurate numbers and meaningful oversight, we cannot hold prison administrators accountable for the safety of their staff and inmates. We end up fighting over anecdotes – pitting good stories against bad ones. More importantly, it means that successful corrections leaders are not recognized and rewarded, and that dangerous institutions do not receive the attention and reform they so desperately need.

Corrections administrators need accurate information to monitor safety, and the public needs it to hold them accountable.

Thank you.

## Statement of Ray Krone

April 23, 2007

Good morning Chairmen Greenleaf and Caltagirone and members of the Committees. Thank you for offering me this opportunity to testify.

Like my fellow Commissioners, I want to speak to you both from my experience on the Commission, and from my personal experience as well. I served ten years in prison, including two years on death row, for a crime I did not commit. Before I was exonerated, I learned more than anyone would wish to know about the harm that unsafe and abusive conditions in prison can cause. Our Commission had the opportunity to spend a year looking at conditions in prisons and jails nationally, and what I learned during that year only strengthened those convictions that grew out of my personal experience.

I'm also, like you, a citizen of Pennsylvania. And as Commissioner Ryan said, what happens inside our prisons and jails comes back to the community in many ways. So we need to assure that violent and unhealthy conditions on the inside don't undercut the safety and humanity of prisoners and staff. Violence, inadequate medical and mental health care, and the overuse of isolation as a management tool will do just that – undercut the safety and humanity of prisoners and staff in ways that will have real consequences for community safety – because the way you treat prisoners on the inside will impact their adjustment when they're released.

You will hear testimony later this morning about the particular challenges that Pennsylvania faces, but my experience as a prisoner tells me that you have problems that you as lawmakers can address. Among the leading recommendations our Commission made to reduce violence and improve the physical and mental well being of prisoners and staff, we urged a reduction in crowding, a commitment to education and productive programming, the elimination of the most isolating conditions of confinement, improving medical and mental health care, and increased oversight of prisons.

As I'm sure you already know, Pennsylvania's prisons, like prisons across the country, house too many inmates – right now, they're about 4,000 over capacity. Secretary Beard talked about how important it was to fix this problem last month in his testimony before the Appropriations Committee.

And it is important. Overcrowding taxes institutional resources and makes it virtually impossible for staff to create a productive and rehabilitative environment on the inside. Overcrowded facilities are less likely to provide meaningful work, programs, and education to prisoners – all of which are necessary to reduce recidivism and which any prison administrator will tell you make for more peaceful and better run facilities. Idleness is not only wasteful, it's dangerous. That time spent idle in prison or jail doesn't just fail to prepare prisoners for life on the outside - it can lead to tension and violence on the inside.

State lawmakers can play an especially important role in reducing violence and promoting rehabilitation by investing in programs that cultivate things like life skills, anger management, and personal growth and faith. Prisons, jails, and a host of non-profit organizations are ready and willing to provide programming to prisoners – all they need are the resources to do it. And a relatively small amount of money invested now can have huge effects in the future by lowering recidivism rates and reducing crowding.

During the year and a half I spent in isolation, I never saw the sun. So when witness after witness testified about the effects of being cut off from any meaningful human contact for 23 or 24 hours a day, I knew they weren't exaggerating. Segregation can be an important tool in keeping prisons safe for both inmates and staff. But severe isolation like what I experienced has just the opposite effect. Studies have shown that isolation leads to anxiety, confusion, hallucinations, and sudden violent and self-destructive outbursts. In effect, it makes prisoners more dangerous. And when they get out of jail, they bring this danger home with them, back to their families and communities.

State lawmakers can also directly impact the health and safety of prisoners and staff by increasing funding for medical and mental healthcare. At least 350,000 prisoners in America have a serious mental illness – this is at least three times the population of state mental hospitals nationwide. And every year, prisons release more than 1.5 million people carrying a life-threatening contagious disease back into their communities. Corrections administrators struggle every day with how to care for sick and mentally ill prisoners using grossly insufficient resources.

As legislators, you can help by increasing funding for identifying and treating mentally ill prisoners. You can also help by bolstering mental health facilities to reduce the number of people with mental illness in prisons and jails. And you can commit more funding to prisons and local public health departments to screen, test for, and treat infectious diseases. Left untreated, these diseases directly affect our families, neighborhoods, and communities.

Now my fellow Commissioner Pat Nolan already talked a little about oversight – but I want to address another type of oversight that's often overlooked. Inmates need to know that there's somebody outside the prison walls who's looking out for them – not just their families and friends or government officials, but members of the public who care about how they're treated.

Public visits, which have long been conducted here by the Pennsylvania Prison Society, are a vital part of external oversight – they bring independent eyes into closed institutions and give prisoners and staff the chance to discuss their concerns. They may even help promote safety – just having someone to talk to can help defuse the tension prisoners and staff feel every day. And public visits educate and engage the public while bringing prisoners together with people from the communities they'll eventually return to.

As a society, we need to decide what kind of environment we want to create for the millions of people who live and work in prisons and jails. And we have to remember that



hardly any of those people stay in jail forever. Do we want prisoners and corrections officers to return home to their families and communities shaped by violence, disease, and psychological trauma? Or do we want to make correctional institutions places that truly correct by providing a safe and healthy atmosphere that encourages rehabilitation and positive change?

The first step is talking about it, and I want to applaud the Judiciary Committees on behalf of the Commission for providing this opportunity. I thank you for the opportunity to participate in what I hope is the beginning of a real effort to transform Pennsylvania's prisons and jails.

Thank you.

**PENNSYLVANIA CRIMINAL JUSTICE PANEL**  
**WILLIAM DIMASCIO, EXECUTIVE DIRECTOR, PENNSYLVANIA  
PRISON SOCIETY**  
**ANGUS LOVE, ESQUIRE, PENNSYLVANIA  
INSTITUTIONAL LAW PROJECT**  
**WILLIAM REZNOR, NATIONAL ALLIANCE ON  
MENTAL ILLNESS OF PENNSYLVANIA**  
**DR. ENOS MARTIN, PRIMECARE MEDICAL**  
**CRAIG LOWE, WARDEN, PIKE COUNTY  
CORRECTIONAL FACILITY**

The Pennsylvania  
**PRISON SOCIETY**  
SOCIAL JUSTICE SINCE 1787

April 23, 2007

**Statement of:** William M. DiMascio, Executive Director  
The Pennsylvania Prison Society

**To:** Joint House & Senate Judiciary Committees  
Commission on Safety & Abuse in America's Prisons

I'm here representing the Pennsylvania Prison Society, an organization founded by men who put their lives on the line to sign the Declaration of Independence – serious citizens who took principled stands in the best interest of society. Today, more than two hundred years later, our members continue in the same vein. Some four hundred of our official visitors call on inmates at state and county prisons across the Commonwealth with one objective in mind – namely, to promote a just and humane correctional system that brings about increased safety in our communities.

We believe we are providing an important and otherwise missing measure of independent oversight to an endeavor that spends billions of taxpayer dollars and – more significantly – that exercises total control over the lives of more than 70,000 Pennsylvania citizens who are currently state or county prisoners. We work in close cooperation with administrators of our prisons and jails. Our relationships are at times contentious but always respectful. We understand the difficult nature of the role we in society have asked them to play, and we are mindful of the limitations that constrain them.

In short, we believe prisons serve a critical function in our society, but we also have become convinced that we are overusing them. This conclusion is based on three principal measures:

First, are we truly “correcting” the people we incarcerate? Is there a positive objective? Unfortunately, recidivism rates ranging from 50 to 80 percent are clear indicators that we are failing by this measure. More on this in a moment.

The next benchmark is this: are we following a policy that is reducing the level of crime in our communities? Are we making our streets safer? Again, the answer is no. At a time when we are imprisoning a greater percentage of our citizens than ever, we are also witnessing alarming spikes in violent crime.

And, finally, as stewards of our public resources, are we truly using our tax revenues most efficiently? Are we getting the biggest bang for the “public safety” buck? Recent studies indicate that the return on investment in corrections is meager, at best.<sup>1</sup>

Certainly the state has the right and the obligation to punish wrongdoers. That is what our penitentiaries are for. We punish by taking away their freedom.

But the state also has a responsibility to do what it can to reduce crime by helping those it incarcerates to prepare for productive, crime-free lives when they return to their communities – and nine out of ten of them do return. Yet staggering recidivism rates indicate that we are coming up short in meeting this goal.

What we see is overcrowded prisons and woefully underfunded programs: this despite spending billions of dollars to build and operate facilities. The problem is that we are wasting enormous resources by insisting that too many nonviolent offenders are put behind bars, and by adopting politically appealing sentences that are too long to be useful.

Even in the best of circumstances, prisons foster violence, some of it driven by the inherent adversarial nature of incarceration, but also because of the instability of an environment that is primarily punitive rather than rehabilitative. Overcrowded facilities suffer from insufficient funding for treatment

and rehabilitation programs; in such a context, everyone involved—including officers and corrections officials—are hard-pressed to achieve productive outcomes.

The prison experience is harsh and harrowing. And when punishment is too severe, it tends to harden many nonviolent offenders and provide more opportunities for them to hone criminogenic skills. In other words, we are too often prepping people who have done something bad to do something worse in the future.

The fact is that the overuse of incarceration may actually be a significant contributor in yet another way to the recent increases in crime. Todd Clear and Dina Rose, both professors at John Jay College of Criminal Justice, have written about the “destabilizing effect” on communities of the overuse of incarceration.<sup>2</sup> In impoverished areas, where crime rates tend to be highest, the absence of young adults – mostly males but increasingly females as well – results in a loss of informal social controls that in turn creates a breeding ground for the dynamics that lead to crime.

In addition to the removal of adults from communities, these dynamics include loss of income; increased skepticism of law enforcement and the legal system; and the breakdown of family bonds that can otherwise nurture people in transition.

The fallout is felt acutely by the children of these incarcerated parents who become high risks for future incarceration. Nationally, more than 1.5 million kids have a parent in prison; 7.5 percent of all African American children have an incarcerated parent.<sup>3</sup>

Is it any wonder then that the recent study by the Pew Charitable Trust<sup>4</sup> forecasts a 13 percent growth nationally in prison populations by 2011? In Pennsylvania, which is expected to grow faster than the national average, an estimated 17 percent increase is anticipated to result in an additional 7,500 inmates over the next four years. The bottom line is that we would need to build and staff another three large prisons at a minimum.

We should also take heed to the latest report from the Vera Institute of Justice<sup>5</sup>, which found near unanimity among analysts that continued growth in incarceration will prevent fewer, if any, crimes but cost taxpayers substantially more to achieve. Consider these research findings:

- A 10 percent increase in incarceration is associated with a two to four percent drop in crime.
- A 10 percent increase in the size of a local police force can be expected to result in an 11 percent drop in violent crime and a 3 percent reduction in the property crime rate.
- A 10 percent investment in real wages saw a 13 percent decrease in the index crime rate – specifically 12 percent fewer property crimes and a 25 percent lower violent crime rate.
- Similarly, a 10 percent increase in graduation rates saw a 9 percent drop in the index crime rates.

So, there is evidence to show that taxpayer dollars earmarked for public safety can be much more productively spent in areas such as education, economic development and policing than in prisons.

And, while the general public may not be too aware of these statistics, it would be a mistake to underestimate citizens' understanding of these issues. Recent studies show the public increasingly favoring more rehabilitative and less punitive approaches for all but the most serious crimes.

Last year the National Center for State Courts<sup>6</sup> released a report on changing public attitudes that found:

- “Americans think rehabilitation is a more important priority than punishment and overwhelmingly believe that many offenders can, in fact, be successfully rehabilitated. But most see America’s prisons as unsuccessful at rehabilitation.
- “Current sentencing policies and practices are widely viewed as unfair to minorities, non-English speakers, and low-income offenders, and prone to give higher income offenders preferential treatment.
- “High levels of public support are found for alternatives to a prison sentence like probation, restitution, and mandatory participation in job training, counseling or treatment programs, at least for non-violent offenders. The public is particularly receptive to using such alternatives in sentencing younger offenders and the mentally ill.”

Similarly, a Zogby Poll<sup>7</sup> released just a month ago found overwhelming support for increased emphasis and spending on rehabilitation while prisoners are incarcerated and after they get out.

All of which is to suggest the need for a more critical look at the state's policy of heavy reliance on incarceration. A variety of alternative sanctions can serve to punish without long exposure to undesirable influences.

Either we spend a lot more money than we currently do to provide the facilities and treatment necessary or we reduce the number of people we are committing to our prisons. To do otherwise is to continue an inefficient escalation of spending, further deterioration of many of our communities, and the alienation of a growing number of citizens who want a smart response to crime.

Thank you.

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<sup>1</sup> Don Stemen, January 2007. *Reconsidering Incarceration: New Directions for Reducing Crime*. Vera Institute of Justice.

<sup>2</sup> Dina Rose and Todd R. Clear, 1998. *Incarceration, Social Capital and Crime: Implications for Social Disorganization Theory*.

<sup>3</sup> Bruce Western, Mary Pattillo and David Weiman, 2004. *Imprisoning America: The Social Effects of Mass Incarceration*.

<sup>4</sup> Public Safety Performance Project. *Public Safety, Public Spending: Forecasting America's prison population 2007-2011*.

<sup>5</sup> Stemen, 2007.

<sup>6</sup> Princeton Survey Research Associates International, July 2006. *The NCSC Sentencing Attitudes Survey: A report on the findings*. NCSC\_SentencingSurvey\_Report\_Final0607201.pdf

<sup>7</sup> Zogby International, March 2007. Community Voices/Zogby Poll shows Strong Support for Prisoner Rehabilitation Services. <http://www.zogby.com/search/ReadNews.dbm?ID=1254>

**TESTIMONY BEFORE THE JOINT HOUSE & SENATE  
JUDICIARY COMMITTEES – APRIL 23, 2007**

**Angus Love, Executive Director of the Pennsylvania Institutional Law  
Project**

**To: The Honorable Chairmen Senator Stewart J. Greenleaf and  
Representative Thomas R. Caltagirone and the Joint Pennsylvania House  
and Senate Judiciary Committees**

I would like to begin by thanking Tom Zeager and Justice & Mercy, Inc. for inviting me to speak today. They have brought a fresh voice to the ongoing debate about criminal justice policy in our Commonwealth. The Pennsylvania Institutional Law Project [PILP] provides free civil legal assistance to over 95,000 low income institutionalized persons in Pennsylvania. The PILP is part of the Pennsylvania Legal Aid Network. I am going to discuss overcrowding in the Pennsylvania Department of Corrections [Pa DOC], offer possible solutions and review problems in the delivery of medical care.

Shortly after passing the Pennsylvania Bar examination in 1978, I made my first trip to the State Correctional Institute at Graterford, Pa. There were 8,000 people in the Pa. DOC, a budget of \$200,000 and only eight prisons. Cells were in such abundance, that when a cell had a maintenance problem, the single-celled inmate was moved to a vacant cell that did not have any problems. Today, most inmates are double-celled at Graterford and throughout the Pa. DOC. As of March 2007, there are 44,127 inmates in the Pennsylvania DOC's 26 prisons, 112% of capacity and a budget of 1.4 billion dollars. Governor Rendell's proposed budget for FY2007-2008 calls for the construction of three



new prisons and reopening of the State Correctional Institute at Pittsburgh which was closed a few years ago after years of conditions of confinement litigation.<sup>1</sup> Similar increases have occurred on the national level. Despite this massive increase in incarceration, crime rates remain relatively stable and public safety has shown little improvement. The time to rethink our criminal justice policies has come.

The General Assembly's recent passage of the State Intermediate Punishment (SIP) Act was an excellent first step<sup>2</sup>. Through the SIP program, non-violent drug offenders motivated by addiction are given an opportunity to reduce their sentences through in-house treatment programs. Early results are encouraging.

New York has taken several additional steps that we should consider. They have succeeded both in cutting crime and reducing the size of the prison population. According to the 2006 New York Crimestat Report, New York is the safest large state in the country<sup>3</sup>. In 2004 and 2005; the New York State Legislature reformed the so-called Rockefeller Drug Laws<sup>4</sup>. A merit time program was introduced that allows for inmates to receive time off for good behavior and completion of one of several life skills or community service programs. Weight thresholds for drug offenses were increased. A prescriptive release program was initiated. The program allows offenders who are serving time for their first

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<sup>1</sup> Tillery v. Owens, 907 F.2<sup>nd</sup> 418 [3<sup>rd</sup> Cir, 1990]

<sup>2</sup> Act 112 of 2004 effective May 18, 2005

<sup>3</sup> See Division of Criminal Justice Services; New York State Criminal Justice 2006 Crimestat Report, Albany, N.Y. February 8, 2007, pg. 1

<sup>4</sup> See "Highlights of Drug Law Sentencing Agreement", New York City Newsday, New York City, N.Y.; Dec. 7, 2004

conviction for non-violent and non-sexual crimes and have no disciplinary infractions to be released on parole without having to go through the parole board review. Presumptive release also takes into consideration merit time allowances, so a prisoner who receives merit time will be considered eligible for release upon serving 5/6 of his or her minimum sentence<sup>5</sup>. These changes are primarily responsible for an 8,000 person reduction in the N.Y. DOC system<sup>6</sup>. New York is looking to close old and dilapidated prisons while we look to reopen them and build new ones. Pennsylvania does not offer presumptive release or merit time. We currently have 75,000 inmates in our jails, state and federal prisons for a total incarceration rate of 607 per 100,000 persons. This is significantly higher than the New York rate of 482 per 100,000<sup>7</sup>. Pennsylvania should follow New York's lead and implement a merit time and prescriptive release program. New York's experience shows that, in conjunction with other law enforcement measures, crime rates can be brought down at the same time as prison populations are reduced and savings to the state occurs.

I would also like to discuss the medical services in our prisons and jails. After having witnessed, studied and litigated the many changes in the delivery of medical care, I believe that more can do done to improve the quality of medical care in the Pa DOC. My office receives over 10,000 requests for service every year. Medical complaints continue to be the most prevalent. I recognize that doctors are not miracle workers. I further recognize that health care throughout

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<sup>5</sup> More information available at New York State Parole Handbook, Feb. 2005, Revised Edition, <http://parole.state.ny.us/Handbook.pdf>

<sup>6</sup> Crimestat Report, pg. 33

<sup>7</sup> See Harrison, Paige M. and Allen J. Beck, "Prison and Jail Inmates at Midyear 2005", Bureau of Justice Statistics Bulletin; U.S. Department of Justice' May 2006, pg.9

our society needs to be a higher priority. In my opinion prison health care is inexcusably intertwined in these national debates. Reform needs to improve and expand services and reduce costs, a challenge that other civilized nations have managed to overcome. We should do likewise.

The privatization of medical services movement has been a false hope and has not led to better care. Introduction of the profit motive has not resulted in better or cheaper care. All too often the bottom line of profit motive takes precedent over good preventive health care practices. Until the Austin litigation reduced the number of private providers to three, problematic and costly inmates were shuffled repeatedly from institution to institution on the flimsiest of pretexts. Initially the change was made in part to address labor shortages for doctors and nurses. Some of the doctors hired under the private care system have restrictions on their licenses for misconduct often in other jurisdictions. Turnover rates are high. Once a company has worn out their welcome, another company is brought in to replace them but the same issues continue under a different corporate banner.

Chronic diseases continue to provide new challenges to the medical delivery system. The Austin litigation did allow for the standardization of protocols but more needs to be done. While we have addressed the HIV and Hepatitis C epidemics in a professional manner, the MRSA problem is rapidly spreading throughout the Pa. DOC. This new flesh eating staph infection is resistant to many of the common forms of antibiotics. Initially it spread from hospital emergency rooms to county jails but is now showing up in longer term

correctional facilities as well as sports locker rooms. While most types create an abrasion or abscess of the skin, some forms get into the blood stream and can be fatal. Diabetes, cirrhosis of the liver, sickle cell anemia and other chronic diseases present new challenges.

Transplantation of organs is another area where improvements are possible. Despite a Pa. DOC policy allowing for such, transplant issues are avoided unnecessarily. Dialysis costs \$100,000 per year for one inmate and a kidney transplant \$200,000, yet we refused to consider this cheaper more humane option for political reasons. The medical co-pay system was another false hope that ends up adding to the offenders' indebtedness upon release and hindering their capacity to rehabilitate themselves and end the vicious cycle of recidivism. It pits the desire to reduce frivolous medical complaints against the need for preventive health care. While some short term cost savings occur, they are offset with more costly treatment regimes for chronic problems that fester and grow before treatment begins. The HMO style managed care system continues to generate many complaints similar to those in everyday health care settings. A frequent complaint is that after a referral to an outside hospital, instructions and medications that are prescribed from specialists are not followed upon the inmate's return to the institution.

When all else fails, compassionate release should be more readily available. The Joint State Government "Report of the Advisory Committee on Geriatric and Seriously Ill Inmates" created by 2002 Senate Resolution 149 calls

for an expansion of the current compassionate release statute<sup>8</sup>. Legislation is needed to expand the use of this option.

A good correctional health care delivery system is in everyone's best interest. We should work together to improve this system. Thank you for your time.

Respectfully,

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ANGUS R. LOVE

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<sup>8</sup> Act of May 31, 1919 [P.L.356, No. 170], Title 61 Purdons Sec. 81; Joint State Gov't Report on Geriatric and Seriously Ill Inmates, June 22, 2005, pg. 24

Joint House and Senate Judiciary Committee Public Hearing  
Commission on Safety and Abuse in America's Prisons  
Testimony of William M. Reznor, NAMI Pennsylvania  
April 23, 2007

Chairman Greenleaf, Chairman Caltagirone, members of the Senate and House Judiciary Committees, fellow presenters, and attendees, Good Morning!

My name is William M. Reznor.

As the Forensic Manager for NAMI Pennsylvania, I am using my background and experience as a former County Commissioner, Deputy Secretary for the Pennsylvania Department of Corrections and NAMI educator and advocate, for NAMI to bring before you today a few remarks with respect to why persons with mental illness are being disenfranchised in the Criminal Justice system. We are also going to offer some suggestions for reducing recidivism among this population.

Act 71 of 1990, authorized a \$200 million state bond issue, which allowed many counties to expand their prison capacity to accommodate inmate population increases caused by mandatory sentencing laws. During my time as Deputy Secretary, I served as Chairman of the Statewide Jail Overcrowding Task Force. One of our tasks was to survey the counties to determine their needed capacity. The results of our work showed a need for \$800 million, and, while the \$200 million was appreciated, the fact remained that many county prisons were, and still are, overcrowded. One of the consequences of overcrowding is that, once an inmate has been classified, it is often impossible to place them within the facility according to their classification. Placing inmates where they don't belong may be detrimental, not only to the individual inmate, but also to the other members of the prison population. I should also mention that placement, however well intended, out of the county to the state, removes an inmate away from family contact. Family contact is often important to successful reintegration and recovery.

Almost all state prisoners come from the counties. As you may be aware, sentences of 2 to 5 years may be served either in a county or a state prison as

determined by the sentencing judge. What we are finding in Pennsylvania can best be illustrated by Exhibit "A". This shows all of the state sentenced inmates, by county, and the number of those inmates that are on a Mental Health Roster (MHR) or a Psychiatric Review Team (PRT) roster. When the MHR and PRT rosters are added together, you see a representation from each county of those inmates who have a mental health issue. Using these two rosters, from 13% to 18% of the inmates from larger, more urban counties, have a mental illness. By comparison, out of the total number of inmates from rural counties, from 15% to 39% have a mental illness. This difference may be attributed to the fact that the larger counties may have a greater capacity to deal with mental health issues within their counties, whereas in many rural counties mental health resources may be less available.

In traveling around the state, I have spoken with some judges from the more rural counties who indicate that they may send an inmate, who would have qualified for county time, to the state because they have little confidence that the inmate with a mental health disorder will receive the treatment they need in the county jail or prison. The judges have pointed out that this happens because of a lack of appropriate resources within the county. In fact, some inmates may be given longer sentences in order to be eligible for state incarceration. The intent may be good. However, this is grossly unfair to the inmate with a mental illness. I should point out that one result of this kind of action may be that the inmate with a mental illness may serve longer sentences than their counterparts who have no mental health diagnosis.

To exacerbate the problem, the Pennsylvania Board of Probation and Parole may not parole the offender who is seriously mentally ill at their minimum release date when they are misconduct free, if the county they are returning to does not have the available services to treat the ex-offender. Once again, the intent may be honorable, but keeping an inmate until they serve their maximum sentence (max out) ensures that the inmate will return to the community without any supervision from the state and the important support services will not be in place or mandated for them. Families often play an integral role in successful reintegration into a community. Maxing out cuts off much needed support and control that may be helpful to the family and the ex-offender with mental illness.

There are a couple of programs operating that have attempted to address this problem. One of the most successful can be found in Allegheny County

(Exhibit "B"). Allegheny County has a program, the State Forensic Support (Max Out) Program, that works to meet the needs of maxed out offenders with mental illness who have voluntarily signed up for the program before their release from county or state prison. Pre-release interviews are conducted by a state forensic support specialist which allows for a general assessment of the individual's needs and interests and also begins to build a relationship between the inmate and the support specialist who will advocate for his/her interests in the community. At the time of release, the ex-offender is met at the bus terminal or is picked up at the prison by the support specialist. Support services are initiated immediately and continue for as long as necessary. The average length of intensive contact is 90 days.

This program is a model providing comprehensive services which has been recognized in many parts of the country. It provides continuity of care by making available necessary mental health, medical and social services. These services include housing, transportation, education and job opportunities.

In considering cost and benefits, of the program it is important to point out that the Allegheny Max Out program maintains a recidivism rate which is one-fifth of the rate of the country as a whole for all individuals released from a state penitentiary. This program exceeds the national and state rates by a substantial amount. Even though some expenses may be higher on the front end, the over all cost, given the substantial reduction in the recidivism rate, has resulted in a significant reduction in cost accompanied by a significant benefit to the community, consumer, family and ex-offender.

Recommendation: Serious consideration should be given to replicating the Allegheny Max Out program. Please note that this program has been recommended by the Pennsylvania State Senate and Budget Finance Committee as a model program and as an effective way to save money. Many of the larger counties operate similar programs to the Allegheny program or are considering them. Where resources and numbers of inmates do not justify separate county programs, counties may not be able to justify creating and maintaining such a program on their own. However, a multi-county special needs facility, where costs are shared may be a viable option.

In addition to the financial benefits mentioned, county judges would have a resource to use and State and County Probation would also feel more



comfortable, setting as a condition of parole, participation in these programs. Finally, it would help end the inappropriate, although well intended, sentencing of persons with mental illness. Judges would be more comfortable in giving inmates sentences appropriate to their offense. This would result in a more suitable place of confinement, access to their families, and ultimately an inmate with mental illness will be released back into the community at the proper time.

The success of such a program would accomplish not only more humane treatment of the offender with a mental illness, but would reduce the spiraling cost of incarceration by reducing recidivism rates. In order for the program to be replicated in rural counties of the Commonwealth, resources must be made available to these counties by the Commonwealth.

I hope this perspective is useful. I will be glad to answer questions. Thank you.

# EXHIBIT A

## INMATES IN STATE CORRECTIONAL INSTITUTIONS AND COMMUNITY CORRECTION CENTERS AND THE PERCENTAGE OF MENTALLY ILL BY COUNTY

County	Total Inmate Population	Total Active MHMR and PRT Inmates	Total Active MHMR and PRT Inmates as % of Total Inmate Population
Adams	241	56	23.2%
Allegheny	3645	653	17.9%
Armstrong	91	35	38.5%
Beaver	326	84	25.8%
Bedford	98	29	29.6%
Berks	1773	355	20.0%
Blair	322	71	22.0%
Bradford	216	55	25.5%
Bucks	854	167	19.6%
Butler	325	75	23.1%
Cambria	260	60	23.1%
Cameron	13	4	30.8%
Carbon	89	23	25.8%
Centre	218	45	20.6%
Chester	1049	169	16.1%
Clarion	93	26	28.0%
Clearfield	329	77	23.4%
Clinton	85	18	21.2%
Columbia	98	25	25.5%
Crawford	274	72	26.3%
Cumberland	317	66	20.8%
Dauphin	1922	245	12.7%
Delaware	1587	228	14.4%
Elk	48	18	37.5%
Erie	1494	328	22.0%
Fayette	676	136	20.1%
Forest	33	7	21.2%
Franklin	455	105	23.1%
Fulton	67	17	25.4%
Greene	98	18	18.4%
Huntingdon	64	10	15.6%
Indiana	147	35	23.8%
Jefferson	171	52	30.4%
Juniata	43	12	27.9%
Lackawanna	726	145	20.0%
Lancaster	1197	177	14.8%
Lawrence	268	40	14.9%
Lebanon	525	93	17.7%
Lehigh	1130	220	19.5%
Luzerne	735	177	24.1%
Lycoming	539	117	21.7%
McKean	92	23	25.0%
Mercer	322	85	26.4%
Mifflin	105	29	27.6%
Monroe	279	56	20.1%
Montgomery	1384	242	17.5%

## EXHIBIT A

### INMATES IN STATE CORRECTIONAL INSTITUTIONS AND COMMUNITY CORRECTION CENTERS AND THE PERCENTAGE OF MENTALLY ILL BY COUNTY

County	Total Inmate Population	Total Active MHMR and PRT Inmates	Total Active MHMR and PRT Inmates as % of Total Inmate Population
Montour	37	13	35.1%
Northampton	709	125	17.6%
Northumberland	307	73	23.8%
Out Of State	86	12	14.0%
Perry	116	30	25.9%
Philadelphia	14783	2209	14.9%
Pike	89	24	27.0%
Potter	36	13	36.1%
Schuylkill	250	72	28.8%
Snyder	150	29	19.3%
Somerset	179	52	29.1%
Sullivan	15	4	26.7%
Susquehanna	76	18	23.7%
Tioga	75	15	20.0%
Union	139	35	25.2%
Venango	332	88	26.5%
Warren	135	46	34.1%
Washington	290	61	21.0%
Wayne	180	44	24.4%
Westmoreland	559	109	19.5%
Wyoming	86	22	25.6%
York	1678	283	16.9%
<b>Totals</b>	<b>45130</b>	<b>8157</b>	<b>18.1%</b>

## EXHIBIT B

### **Allegheny County State Forensic Support (Max Out) Program**

The nationally recognized Allegheny County State Forensic Support (Max Out) Program works to meet the needs of individuals with mental illness referred from the Pennsylvania Department of Corrections at the expiration of their maximum prison sentence. The State Forensic Support Program helps these individuals reintegrate into their communities as productive, valuable members of society. It helps to provide, or make accessible, necessary mental health, medical and social services upon re-entry into society. The fact that there are no comparable programs in existence in the state of Pennsylvania highlights the unique nature of the State Forensic Support Program. A focus on case management, advocacy and financial support provides the foundation for this comprehensive approach, which allows the specific concerns and needs of each individual to be addressed.

As individuals with a mental illness having ties to Allegheny County near the end of their prison sentences, they may be referred to the State Forensic Support Program by a Pennsylvania Department of Corrections Psychologist. After the referral, a private, confidential interview is held at the prison between the program staff member and the individual. Upon completion of the interview, the individual chooses if they will participate in this voluntary program. The interview serves two purposes. First, it allows program staff to do a general assessment of the individual's interests and needs. The interview also begins to build the relationship between the individual and the staff member, who will advocate for his/her interests in the community.

In preparation for release from prison, program staff arranges for housing, if necessary, and schedules a psychiatric appointment. When the individual is released, a worker meets him/her at the bus terminal, or, if he/she is released from a nearby institution or is incapable of managing a bus ride, program staff will pick up the individual from prison.

Upon release, the individual's rent can be covered for up to three months, bus passes are provided for transportation, the individual is taken shopping to choose new clothes on a \$200 budget, and the staff member escorts the individual through the process of applying for any benefits for which he/she may be eligible. The program links the individual to job search tools and educational opportunities. The program works with the individual as long as necessary following release; the average span of intensive contact is 90 days. Since its inception in July of 1999, the Allegheny County State Forensic Support Program has served over 347\* individuals from all twenty-six of Pennsylvania's state penitentiaries. These individuals are at a high risk of re-arrest with histories of mental illness and often substance misuse coupled with a criminal record. However, despite these obstacles, program participants have demonstrated continued success in their recovery, recidivating at a rate one-fifth of that of all individuals released from a state penitentiary. The success of the State Forensic Support Program lies in its ability to build trusting relationships through the collaborative effort of meeting each individual's distinct needs and easing anxiety associated with the re-entry process.

The Allegheny County State Forensic Support Program has built an exceptional record in supporting the successful re-integration of individuals into the community upon release from prison, helping to resolve the ongoing issue of "the revolving door" in today's correctional system.

## EXHIBIT B

- 0.4%\* of program participants have recidivated, compared with the national average of 61% recidivism for individuals with mental illness released from state prisons.
- Approximately 25% of program participants were previous sex offenders, however, no participants recidivated due to a sex related offense.
- Of the 347 participants in this voluntary program, only 3 have chosen to exit the program prematurely\*.
- 25% of participants have sought and gained employment\*.
- Recommended by the Pennsylvania State Senate and Budget Finance Committee as a Model Program in the state as an effective way to save money
- Winner of the 2005 Innovations in American Government Award presented by the Ash Institute for Democratic Government and Innovation at Harvard University's Kennedy School of Government and administered by the Council for Excellence in Government. One of six award winners nationally, the program will receive a \$100,000 grant to support replication of the program efforts.
- Commended in an article devoted to Allegheny County's State Forensic Support Program in the New York Times, "Nowhere has the effort to improve the re-entry process been more successful, and had more bipartisan support, than here in Pittsburgh, in Allegheny County."
- A program participant who has benefited from this program is quoted in the same New York Times article saying, "Without the program, I would have ended up back in prison, or on drugs, or dead."
- Recognized by the Medical and Clinical Director for Behavioral Health Services of the Pennsylvania Department of Corrections as the Model Program in the state for helping individuals with mental illness re-enter and stay in the community.

**\*based on data collected as of March, 2005**

Treatment of Offenders  
with Mental Illness  
in Outpatient Settings

Dr. Enos Martin, M.D.

April 23, 2007

## Defining Mental Illness

- Various definitions of Mental Illness (MI)
  - Problems with research – data comparison
  - Mental illness v. serious mental illness (SMI)
- Serious Mental Illness
  - Major Depression
  - Bipolar Disorder
  - Schizophrenia and Schizoaffective Disorder
  - Psychotic Disorder NOS

## Inmates with Mental Illness

- 283,800 MI inmates in prison or jail
- Half of MI inmates reported 3 or more prior sentences
- MI inmates report high rates of prior physical and sexual abuse
- A third of MI inmates are alcohol dependant
- Inmates with MI expected to serve 15 months longer than other inmates in prison

(U.S. Department of Justice, 1999)

## Inmates with Mental Illness

- 16% of inmates were identified with MI or mental retardation in the Pennsylvania Department of Corrections  
(PA Department of Corrections , 2003)
- 13% of PA state inmates received therapy/counseling, and 11% received medication  
(U.S. Department of Justice, 2001)

## Inmates with Mental Illness

- In 1996, the inmates in jail with MI and mental disabilities:
  - 11.3% received mental health services in jail
  - 9.2% received medication
  - 10.4% reported a mental illness on admission
  - 9.1% reported having a learning disability such as dyslexia or ADHD

(Department of Justice, 1998)



## Jail Mental Health Services

- Services available at county jails include
  - Assessment, crisis intervention, medication evaluation, psychotherapy, consultation, etc.
  - Staff include psychiatrists, psychologists, mental health clinicians, social workers, and case-managers.
  - There is great variability of services between counties; some have extensive services while others have practically none.

## Jail Mental Health Services

- A sampling drawn from PA counties from Jan 2006 to Apr 2007, revealed that:
  - 19% to 22% of inmates were on psychotropic medication
  - 33% to 35% of inmates were seen by a psychologist or another mental health worker
  - 19% to 22% of inmates were seen by a psychiatrist

## Comorbid Substance Abuse

- 90% of inmates with MI also met criteria for substance abuse (SA) disorder at some point during their lifetime (Regier, 1990)
- Rates of substance abuse among inmates with serious mental illness vary from 38% to 58% (Morrissey, 2006)
- 60% of MI state inmates were under the influence of drugs or alcohol at time of offense (U.S. Department of Justice, 1999)

## Intervention Points in System

- Prebooking diversion
  - Post booking and pretrial diversion
  - Mental health court – 70% non-violent crimes (Morrissey, 2006)
  - Sentencing strategies, probation in lieu of incarceration
  - Post incarceration, parole and supervised release
- (Roskes, 2005)

## Post Release Treatment

- Continuity of Care Issue – Medication, referrals and appointments, treatment services
- Medicaid benefits - obtain prior to release, MI persons paroled with benefits stay out of jail longer than those who do not have benefits (Morrissey, 2006)
- Housing, funding, availability
- Employment, disability, public assistance

## Post Release Treatment

- Importance of collaboration among criminal justice and mental health providers
  - Strategic partnering, planning, stakeholder meetings, sharing of staff, formal agreements
  - Joint training of staff, weekly meetings
- Need for discharge planning
- Case-management services needed; often MI offenders miss appointments, refuse medication, etc.

## Chester County Prison

- Mental Health Protocol
  - Identification - screening, assessment, classification, and referral
  - Services – medication, case-management, crisis intervention, discharge planning, Medicare, post-release supervision and treatment
  - Multidisciplinary approach – stakeholders meet weekly, continuity of care, housing, supervision in community
  - Primary – prison mental health staff

## Berks County Prison

- Forensic Case Management
  - Identification - screening, assessment, classification, referral (includes active cases with county MHMR)
  - Services - medication, case-management, crisis intervention, discharge planning, Medicare, post-release treatment
  - Multidisciplinary approach – MHMR and prison staff meet weekly, continuity of care, housing, supervision in community
  - Primary – MHMR forensic case management

## Future Directions

- Housing - need for available housing
- Employment – vocational rehab, training
- Treatment – day treatment, monitoring
- Medical information – electronic format, share information, continuity of treatment
- Best practices – available, replicable, and scalable
- Risk management – identify and provide appropriate treatment, programming, etc.

# **A Definitive Template for Correctional Operations, Recidivism Reduction, and Community Safety.**

**Theoretical Analysis and Application By:**

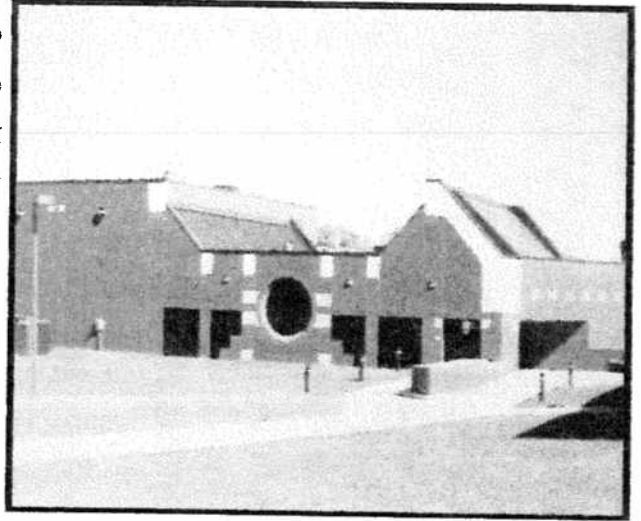
**Warden Craig A. Lowe**

**Assistant Warden Jonathan J. Romance**

**Assistant Warden Robert E. McLaughlin**

## “The Correctional Reform Model”

The managerial and philosophical approach to correctional operations which you are about to read is the basis for everything accomplished at the Pike County Correctional Facility. A review of this information, what we have achieved, and goals which we will attain in the future can be wholly attributed to this template for success. Sadly, the correctional industry resides on precarious footing which is unacceptable and in our estimation thoroughly avoidable. There is no shortage of information which describes correctional facilities across the country as in dire need of operational repair. **In Pennsylvania, as of April 2007, only 26 of 63 county correctional facilities achieved 100 % compliance with Title 37, Chapter 95 *Minimum* Correctional Standards.** Most recently, the correctional systems in California and Florida have been described as broken down and in need of systematic reconstruction. Wisconsin’s correctional system has been described as a “Time Bomb”. Try to picture in your minds eye what occurs when a correctional facility reaches critical mass. It is a chilling thought for both the men and women who staff the facility, and the community in which it resides. This oft tarnished yet crucial branch of law enforcement is constantly subject to scathing indictments, scandal, and very little positive recognition of any kind. Yet there are countless dedicated corrections professionals who toil each day in an environment which few would wish to visit, much less forge a living in. This fact doesn’t even consider what is encountered by over 2.2 million offenders residing in correctional facilities throughout the country today. These facts are the fuel that drives us to excel in a field that is in need of immediate overhaul. Adherence to this operational template is what we perceive to be the key to solving many identified industry wide shortcomings.



## The Necessary Administrative approach and Philosophy



To begin, the individual charged with managing a county correctional facility is called the Warden. The Warden is a manager that does wield an astonishing amount of power and influence. The Warden can employ his/her empowerment in a fashion that can full well "Make or Break" a correctional facility. The Warden absolutely sets the tone for every facet of operation at the correctional facility. The way he/she interacts with staff, inmates, and the public as well as how he/she views and responds to issues sets the example for others to follow. If these responsibilities are not desired, coveted and held in the very highest regard, deficient operation and litigious scenarios can and will ensue. It has been said that "Power corrupts, and Absolute Power Absolutely corrupts", but we beg to differ. Power in this sense applied in appropriate measure can be utilized to ensure success. A safe, clean, well run facility which provides the necessary programs and is staffed by motivated personnel is the first thing that needs to be in place to attain the desired effectiveness and proficiency. The appropriate understanding of a Wardens influence, coupled with the responsible application of his/her empowerment are requisite principles to master if a Warden is to operate an effective contemporary correctional facility.

In our case, we happen to be fortunate. Our Warden is a seasoned correctional veteran that has been exposed to every possible facet of facility operation. During his 19 years in the field he has encountered and resolved everything from organized inmate disturbances, to Immigration and Customs Enforcement and United States Marshals Service Day rate negotiations, to Union contract negotiations, to leaky toilets, to the omnipresent staff related issues, to cost effective fiscal management. He subscribes to the self-reliant theory that meticulous observation of each phase of operation is an absolute necessity. To ensure that this is accomplished he completes at least one tour of every inch of his facility each week, if not more. He is adept at conflict resolution and management of this daily myriad of obstacles because of traits and characteristics which are lacking far too often in today's workforce. He has a solid, commendable work ethic. He arrives for work each day, as he has for years and years, because he enjoys his work and that is what he's paid to do.





He is able to prioritize and assess the plethora of issues at hand in a fashion that permits a rapid and effective resolution. In simple terms the strength in his response to that which he faces lies in the fact that he consistently does what's right. No politics, no cronyism, no taking the easy way out because it's quicker and less painful. A Warden who enthusiastically embraces his empowerment to do what's best for his staff, the inmates, and the community he serves. A Warden who performs and exists



as a role model, or mentor, for those he is responsible for. A Warden who is acutely cognizant of the fact that by demanding exceptional performance from his subordinates, he is simultaneously cultivating the correctional leaders of the future. Could these facts have any impact on the overall operation of the facility? The answer is a resounding yes. Unfortunately, there is another side of this particular coin. Could a Warden who consistently takes the easy path, shirks his responsibilities and dodges or ignores issues possibly be effective and serve as a role model? If the Warden turns a blind eye and a deaf ear on staff related issues will lawsuits, inmate complaints, and system failures disappear? Or would his/her facility tend to be poorly managed, unclean, devoid of esprit de corps and be rife with problems? Would this type of Warden be an effective liaison with the community members who are a necessity in relation to providing meaningful programs which have now been identified as the solution for revolving door recidivism? Would this type of Warden be skilled in recruiting the valuable volunteers who provide the terribly necessary fiscally advantageous donated support? For this answer, ask your local Warden for a tour of your facility and explanation of his philosophical approach to the operations and the methods he employs to facilitate community outreach. If the Warden hesitates, remains silent, or it's a problem, does that suggest that the Warden is not inclined to have you enter his/her realm for some reason? The answer, shamefully, is yes. Let's be clear about something right here, right now. This is not a broad stroke description of Wardens everywhere, and if Prison Wardens are doing the best they can, striving for a goal- that's simply fantastic. Each goal accomplished, big or small, is a laudable step toward excellence. If they are not, however, change must take place. There is no grey area here. The identified solution to community safety, recidivism reduction, and prison overcrowding begins in a correctional facility that is a safe, clean environment where programs are plentiful, rehabilitation can take place, and preparation for re-entry is accomplished. This is a mandatory necessity for community safety, societal betterment, and to control the exploding cost of building more prisons.

The correctional industry must no longer be viewed as the bottom dweller in the criminal justice system. When the wide scale application of this template for success is mandatory in all correctional facilities we will then realize the significant role of the corrections professional.

## The Importance of Responsibility and its Impact on Success

We have clearly established the magnitude of the impact a Warden has on a correctional operation. We have also touched upon the philosophies and style of leadership which must be adopted, emphasized and exhibited by the Warden. Now the question becomes, can the Warden do it alone? We submit that the answer is a resounding no. In our system there are two Assistant Wardens. Each with his own set of responsibilities and oversight requirements. These two Assistant Wardens, each with significant experience in the correctional arena, wholeheartedly and enthusiastically support the Wardens style of management, philosophical approach, and the role they must play in elevating the bar in the correctional industry. Having served under his command for the past twelve years, they both recognize and embrace their empowerment and ability to shed positive light on corrections. How important do you think universal philosophical and operational support in a chain of command is? It is huge. The Warden and Assistant Wardens perform their responsibilities in concert with one another to provide direct oversight for every facet of operation. The identical approach is employed in overseeing the Security Department, the Programs Department, Food Service Department, the Maintenance Department and every other aspect necessary to operate the facility.



The strength of this chain of command is particularly crucial when you proceed to the Security Line Supervisors, and the Support Staff Department Heads. Each shift of Correctional Officers receives oversight from one Lieutenant and two Sergeants. Not only are they eager to continue to uphold their specific responsibilities, they in turn serve a critical role in holding their staff members culpable for their performance—good or bad. The cleanliness, discipline and proficiency of the operation although significantly heightened, are not the only positive attributes to focus upon. In any correctional facility, the chain of Command is as strong as its weakest link. Effective communication, extensive and ongoing training, and support of staff members is an absolute necessity. Our system results in a correctional environment in which staff members are eager to pursue ever higher goals.

When the entire facility administration applauds staff and recognizes the fruits of their efforts the benefits rapidly outweigh the alternatives which are seen in the media far too frequently. Correctional administrative staff members must dedicate themselves to upholding their sworn responsibilities, and serving as role models for their subordinates. Each correctional facility must be an environment which is geared toward security, cleanliness, safety, remediation, and preparation for the reintegration of offenders. The future of our communities and the entire correctional industry depends upon it.



### **How to Choose and Train Staff to Heighten Success**

The next topic to address is the hiring process. There is a direct correlation between the new hires we will staff our facilities with and their ability to accept and carry out their duties in a manner which will be effective into the future. A component of the interview process must enable the interviewers, in our case the Warden and two Assistant Wardens, to gauge the multi dimensional aptitude which will be required of applicants. Are they inclined to embrace the newly identified and necessary philosophical approach which will lead to future successes? These are the professionals we can pass the torch to in the future. Or are they “knuckle draggers” who like the stereotypical image of a rough and tumble “guard”. Interviews conducted in a fashion which allows for an accurate assessment of the degree to which potential staff members are equipped to carry out their weighty responsibilities will serve to govern the way your corps of Officers conduct themselves.

Candidates who are apt to perform in unacceptable fashion will often times “tip their hand” as they respond to pointed interview questions. Historically, there tends to be an elevated

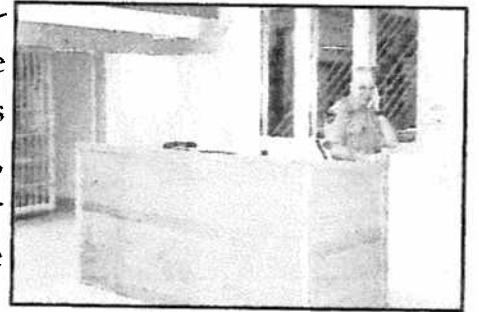
degree of staff turnover in the field of corrections. To be blunt, corrections isn't for everyone. The interpersonal communications, observation, physical and various other skill sets which must be finely tuned are significant. In addition to these requisite skills, the levels of



stress which exist in prison are intense. The care, custody, control, and preparation for release of offenders can be exhausting and quite frankly dangerous. Some people who think they know what they are in for are not up to the task at hand when the slider slams shut and they stand before the inmate population, alone. So how do we take meas-

ures to ensure the highest degree of success in hiring willing and capable Correctional Officers? A detailed method of interview and hiring protocols are essential and must be in place. The compensation of Correctional Officers needs to be reviewed, and elevated so that it is commensurate with the responsibilities incurred. Correctional staff members today are unquestionably disproportionately under compensated for the multitude of responsibilities which are placed upon them.

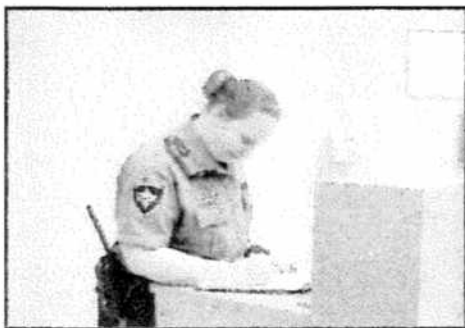
As a partial remedy to this issue, collegiate course study in corrections and correctional history needs to be offered on a wide scale, but we digress, how do we attain effective hiring practices now which will suit our needs in the future? Simple, first, choose carefully or you will in essence be undermining your own good intentions by placing ill equipped candidates in the facility.



Second, give your staff members a reason to stay; \$10.00 an hour cannot support a family. A safe clean facility which pays a fair wage and that staff members are proud to be a part of is a place worth settling down for. Stability is sought by everyone; let's make sure we give it to those dedicated professionals on the front lines of creating the environment for the solely effective rehabilitation and recidivism reduction efforts. Once you have hired a new class of Correctional staff members, they need to begin with basic

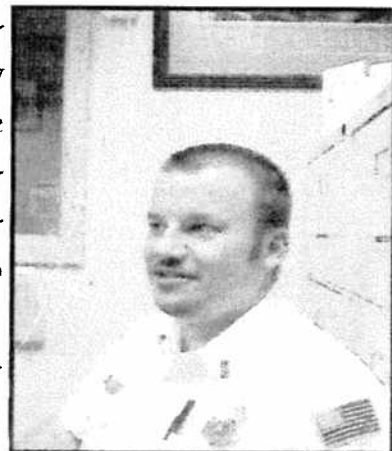


training. In corrections, one glaring problem that has repeatedly surfaced is lack of training. Title 37, Chapter 95 which is Pennsylvania Code relating to corrections establishes minimum operating standards which must be met in county correctional facilities. This law is the basis for annual Pennsylvania Department of Corrections Inspections which reveals the degree to which a county correctional facility complies with this law.



Title 37, Chapter 95 allows for a twelve month grace period in which to complete basic training for new Corrections Officers. Now when you hear of some calamitous correctional event, such as a murderer escaping, you have the knowledge that the Officers in charge of that inmate might not have received their basic training yet. The Correctional Officers entrusted with the keys of your county correctional facility, may have no training what so ever, and they control the facility and all the offenders housed within it.

It is 2007, and these staff members literally control all aspects of human existence for incarcerated offenders, and they have never been trained. That is reprehensible and in need of immediate repair. It is every bit the equivalent of getting into an airplane piloted by someone who watched a plane fly on television. Big problems are inevitable. The Pike County Correctional Facility operates a training academy that is certified by the Pennsylvania Department of Corrections. This offers new staff members 7 weeks of intensive and extensive basic training which is the first thing they accomplish when they begin their employment at the facility. This training focuses on all the intricacies of being an effective staff member in a county correctional facility. In addition to the “on the job training” which places Correctional Officer Trainees in the very housing units they will soon be posted on, contemporary correctional theory and the emergent philosophies are identified and instilled. This training is conducted by a Staff Training and Development Officer and a team of fellow correctional staff members which they will soon work alongside of. Constant interaction and reinforcement of positive performance coupled with real time feedback for questions fosters a very confident environment for new Officers. These Officers who are understandably a little nervous as they begin, may look to an adjoining housing unit and see an “Instructor” who may observe and assist them as necessary. Mandated annual training of all staff members is faithfully conducted at the necessary intervals, and each security shift begins with a 30 minute training and briefing. Seasonal topics are consistently emphasized, and seldom visited occurrences are reviewed. There is no substitute for an intelligent, well trained, highly motivated force of Correctional Officers. A mandatory pre-service training requirement for Correctional Officers needs to be instituted nationwide. The cost of this training would pay immediate dividends and diminish the excessive liability which is currently incurred without it. To reiterate a critical point, once you have hired capable staff members, communication, accountability, responsibility, and recognition must be daily focal points. Clearly established expectations supported by firm and fair leadership will do wonders to establish and maintain operational consistency. You must ensure that from the Administration down to the lowest ranking staff member the pursuit of excellence is paramount.



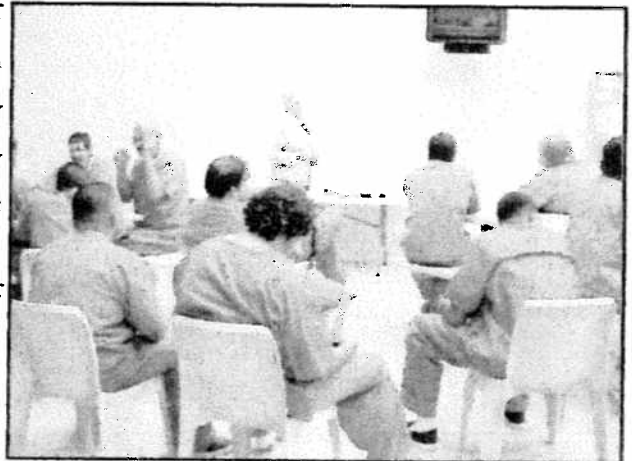
## Intensive Programs Equates to Intensive Offender Preparation

The emergent focus on programs as a means to eradicate overcrowding and recidivism is the first chance to “correct something in corrections”, which has not



been done before. A prevalent and accurate assertion is that offenders must start to prepare for release the moment they are processed into a correctional facility. We have recognized and acted upon this realization. When offenders are processed into our facility they speak with respectful professional Correctional Officers who communicate with them appropriately as they proceed through the booking questions and all necessary initial transfers of information. During the classification interview, offenders are guided to-

ward one of four recidivism reduction programs which were researched and created in their entirety by our team of corrections professionals. The overall menu of programs is intended to address the myriad of issues encountered by offenders and to prepare offenders for successful reintegration. These programs which include educational, vocational, addictions counseling, family issues, anger management, and spiritual rejuvenation to name a few will create a solid foundation for inevitable re-entry. Yet once again, this type of program offering is shunned as “Not worth the effort” in too many instances. With over 650,000 offenders returning to our communities each year, you’d think that recidivism reduction and re-entry would be at the top of the agenda throughout the country. The time offenders spend incarcerated should be spent productively by providing them with the tools to help themselves. Offenders should not spend this time contemplating a return to the criminal behaviors which resulted in their incarceration to begin with. If this is not done, we as correctional administrators are doing a grave disservice to our communities. To counter the inevitable “hard cases” who think they’re too cool to enroll, or think they are not in need of help, the Warden devised what is a stroke of sheer genius. He called a meeting with the State and County Probation and Parole Departments and obtained their unanimous support for our programs. The Warden determined that if offenders choose not to participate, he would not provide his letter of recommendation for early parole. The Probation and Parole Departments agreed to recognize that offenders’ participation was one clear sign of acceptance of their digressions, and a display of the desire to change for the better. If you feel that may serve to fuel continued crowding, think again, inmates at our facility are disinterested in staying incarcerated a minute longer than they need to.





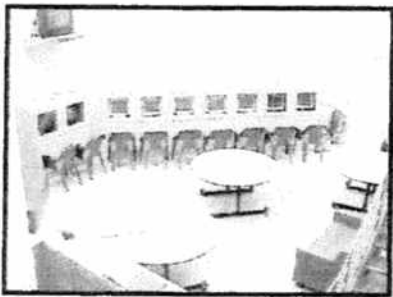
Additionally, we have been very pleasantly surprised to find that numerous "Hard Cases" who scoffed at the programs, but eventually enrolled reported a life change which had occurred as a result of their participation.

### Community Re-Entry Programs

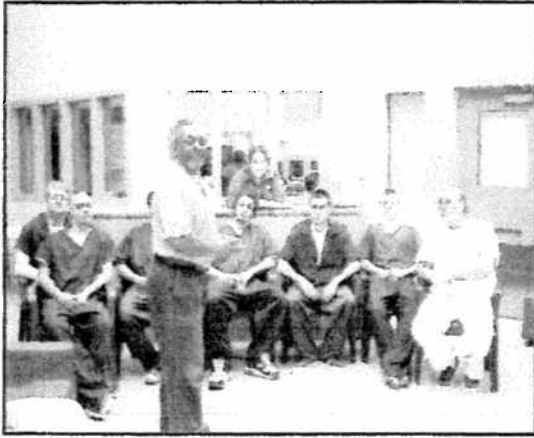
We have entitled the four recidivism reduction programs which we created the A.R.R.O.W. Program (Actively Reducing Recidivism Opens Windows), M.O.R.E. Program (Motivating Offenders to Reintegrate Effectively), H.O.P.E. Program (Helping Offenders Promote Excellence, for females), and C.O.R.E. Program (Correctional Offenders Reintegrating effectively). Eligibility for these programs is as follows: Male offenders who meet eligibility criteria must successfully complete ninety days in the A.R.R.O.W. program at which time they will proceed to the C.O.R.E. Program for community service. For Immigration, United States Marshal, and ineligible A.R.R.O.W. offenders the M.O.R.E. Program is available. For female offenders who make up a very small portion of our population, the H.O.P.E. Program is available. A consistent barrage of counseling, education and remediation fired in all directions, has resulted in a 10% recidivism rate. The national average hovers at 70 % in the absence of this progressive approach. Although the facility programs department played a critical role in creating and implementing this programs schedule, we enjoy the assistance of a vast roster of 106 community volun-



tors. This invaluable corps of mentors relish the opportunity to bring positive change to offender's lives, and take an active role in strengthening the community in which they reside. The efforts of these dedicated community members are crucial in bringing the total number of available inmate programs to over eighty or ninety each week.



As the information which has just been described sinks in, let's think for a moment of the fiscal rewards of such creative thinking. When recidivism is reduced, the burden on all law enforcement agencies is greatly diminished. Few people consider the tax burden incurred through operation of this facet of the judicial system. The multi-faceted cost of incarceration, transportation of offenders to and from court, the District Attorney, the Judge, Probation and Parole, Drug and Alcohol counseling and many other costs incurred by recidivists disappears. We can calculate and add the impact of the lost income of the offender on family finances.



The requirement for a dual income for families to survive is prevalent. When that is diminished by fifty percent, welfare and other government support services must make up the difference. If an offender procures gainful employment upon release, he earns an income, pays taxes and diminishes a burden he previously fueled.



The investment needed to perpetuate this impressive roster of recidivism reduction programs is little more than a smile, and a thank you. The positive impact which results from the recruitment and utilization of community volunteers cannot be underestimated.

### Cultivating and Maintaining Community Support



As suggested earlier, what type of community outreach is conducted by your local correctional facility? If you're not sure, call and ask. There should be several methods. The Pike county Correctional Facility has had an open door policy for years. Staff members are proud of the environment they have created and maintain. They welcome each opportunity to showcase the existent application of identified solutions to operations and recidivism reduction programming which remains theoretical to so many.

The Pike County Correctional Honor Guard proudly represents the facility at area parades and special events, such as conducting the opening ceremony for Correctional Accreditation Managers Association (C.A.M.A.) 2005 summer conference. Tours are frequently conducted for just about anyone who has an interest in what occurs within the facility. "Reality Check" tours are conducted for regional high schools for trouble students and honor roll students alike. This program was created by facility staff members with positivism and respect for others at its core. Each fall a charity flag football game is organized in cooperation with the United States Marine Corps and another local County Correctional Facility. The game is held under the lights at an area high school to benefit the "Toys for Tot's" Program. For the last nine years the most rewarding part of the game is to see cars and trucks of toys being loaded up and driven away so that less fortunate community children receive a toy for Christmas.



The Pike County Correctional Administrative and Supervisory staff takes part in the "Adopt a Highway" Program sponsored by the Pennsylvania Department of Transportation. In three or four short hours, up to thirty garbage bags of trash are whisked away. The Warden, Assistant Warden and Programs Director conduct Power Point presentations for the Chamber of Commerce, church groups, and rotary clubs to name a few, to educate the public and to recruit volunteers.

## ALTERING THE COURSE OF CORRECTIONS



Recognizing the emergent emphasis on re-entry and recidivism reduction initiatives, the "Partnership for a Safer Community" community outreach symposium was developed and held within the Pike County Correctional Facility on May 19<sup>th</sup>, 2005. This was an evening to discuss the issues with concerned community members, highlighted by a fine meal and a power point presentation to graphically convey the issues at hand. At the conclusion of the

meeting, community members were given a concise explanation of how they could help, and ample opportunity to pick up a facility volunteer application. A Volunteer Appreciation Dinner is held within the facility annually, and has become an eagerly anticipated event. High profile Keynote speakers are chosen to applaud the volunteer's efforts and to provide the most contemporary insights on recidivism reduction and the positivism of their efforts. The past two years we were fortunate to secure the services of Tom Zeager, President, and John L. Rush, Executive Director of Justice and Mercy Incorporated, a leading criminal justice reform organization in Pennsylvania. After hearing insights from these informed speakers, Volunteers are treated to a delicious meal that is prepared and served by A.R.R.O.W. Program inmate participants. These are the offenders benefiting from an extensive food service curriculum under the direction of facility food service supervisory staff. They are eager to demonstrate what they have learned and prepared, and everyone can plainly see the broad smiles which exist under the tall chef hats the servers are wearing. Additionally, each volunteer receives a certificate of appreciation and a small token of appreciation such as a pen set or stainless thermos bottle embossed with the phrase, Pike County Correctional Facility, "Committed to Excellence". The Warden and Assistant Wardens personally thank everyone, and present the Inmate choir under the direction of the recipient of the 2005 "Volunteer of the Year" award, Doctor Reverend Raul Rodriguez III.





We submit that everyone deserves recognition for their efforts when the dividends are so great. If it's logical to recognize staff members and offenders for their efforts, it's certainly a fine idea to recognize your invaluable volunteers. An annual award such as volunteer of the year is a small gesture when compared to the Herculean accomplishments of our volunteers. The significance of our volunteers is clearly evidenced by the Volunteer of the Year plaque which hangs in the facility lobby right next to the Officer of the Year.

These events occur in an operational correctional facility, in view of incarcerated offenders as they reside in their assigned housing units. They don't misbehave, they don't scream and yell obscenities because we explain that we are honoring the community members who volunteer at the facility and are so intent on helping them. We ask them to behave respectfully. You may think, "sure, a few county D.U.I. offenders who are scared to act up", guess again. Our inmates are comprised of County offenders, Federal United States Marshals Detainees, and Immigration and Customs Enforcement Detainees fresh from facilities like Rikers Island and Down State Correctional Facility in New York. These are the same hardened offenders who are serving lengthy sentences for very serious crimes. They behave at our facility because they are treated respectfully by elite Correctional Officers in a direct supervision environment. The kudos which are distributed are not simply relegated to our volunteers, staff members are recognized for their ongoing efforts as well. A correctional facility must be staffed twenty four hours a day, three hundred and sixty five days a year. Obviously this includes holidays, which many staff members must spend away from their families. Recognizing this, and the fact that staff members were possibly missing out on home cooked food for the holidays, the Warden took the initiative to ensure that the Food Service Department provided quality holiday meals. Spiral hams, turkey and all the trimmings as well as cheesecake and other delectable items would no longer be missed by dedicated staff members who manned their posts over the holidays. The first week of May each year, has been proclaimed "Correctional Employee week" by Governor Rendell. To recognize this occasion our Correctional Officer of the Year is rewarded with a certificate, a uniform decoration, and a check for two hundred dollars. The recipient is congratulated at the monthly Commissioners Meeting during a press conference which family members are encouraged to attend. Staff members are treated to a week of special and delicious meals. Each shift receives universally enjoyed entrees with special deserts; there are few better ways to express appreciation than a hearty meal. Other methods of recognition are the Officer of the Quarter, and Employee of the Quarter who both receive certificates and checks for fifty dollars respectively.



All Award recipients also get their photograph in the newspaper and on a plaque in the facility lobby. lastly, offenders may receive additional recognition for their efforts in maintaining a sterling correctional environment. During the "Weekly Inspection" conducted by the Warden, Assistant Wardens and available security supervisory staff, the cleanest housing unit is chosen. Any disciplinary infractions which occur on a housing unit, renders that unit ineligible to "win inspection". This is an excellent tool to maintain order and cleanliness. Each offender in the winning housing unit receives popcorn with the Friday night movie. If a housing unit fails inspection, they not only miss out on the popcorn, but they will not be shown the movie either. This has proven to be a very effective motivator, which requires cleaning creativity on the part of the offenders. In addition to the meal preparation for special events which A.R.R.O.W. participants are responsible for, they also prepare and provide both breakfast and lunch for the inmate population and three staff meals each day. This production occurs simultaneously with the Pike County Area Agency on Aging, "Homebound Meals" Program which results in A.R.R.O.W. participant production of over 65,000 meals annually. Area senior citizens have conveyed appreciation and have been complimentary of the quality of these meals. We strongly feel that outreach and positive recognition is sorely lacking in the industry. A staff member who achieved five years perfect attendance received a complimentary weekend stay at a local Caesars resort for him and his spouse. On October 19<sup>th</sup>, 2005 staff members who achieved ten years of service were treated to a ten year service award luncheon where they each received a delicious meal, an acrylic personalized Service Award and a certificate of appreciation.





Unfortunately, there is no shortage of egregious occurrences at correctional operations throughout the country and abroad. This fact is glaringly evident even in military prisons. In Pennsylvania when an inmate perceives a problem while he is incarcerated he may seek resolution through the Pennsylvania Prison Society. The Prison Society, founded in 1787, advocates for programs and services and for safe and humane conditions of confinement. On a recent visit to our facility, Duncan McCallum who has an extensive tenure with the Prison Society compli-

mented the Administrative staff by pointing out that we “Lead by Exception; and there are no issues here to resolve.

On May 9, 2006 Warden Lowe was recognized by the Pennsylvania Prison Society as the “2006 Correctional Professional of the Year”. This honor was bestowed upon the Warden at the Prison Society's 219th Annual Meeting at the National Constitution Center in Philadelphia, Pennsylvania. The Prison Society chose Warden Lowe from over 400 eligible correctional administrators in the state and stated, “In recognition of his constant pursuit of excellence, proficiency and professionalism in the field of corrections. At the ceremony Prison Society President William G. Babcock stated that this award is not presented annually, and has not been presented for several years.” This statement is clearly indicative of the absence of exemplary correctional administrative personnel and operational effectiveness in corrections.

Without question there are certainly outstanding achievements at many other facilities which go completely unnoticed. If we are swift to identify mistakes and discipline staff members for their missteps, we must be equally swift to recognize and praise the positive. The community outreach and events which have just been described takes place while staff members are “off duty”. Does your Warden spend time at night speaking in front of interested community members when most people are at home with their families? We feel a night or two a week is a small price to pay if we are going to truly make a difference in corrections. In conclusion, we must touch upon how we maintain what we know is an inordinate level of multi dimensional proficiency which is sorely needed in the field.

We attribute much of our success to our tireless pursuit of attaining recognized standards, which has required an imaginative approach to problem solving. This tact along with our willingness to seek support and information when necessary enabled us to receive valuable assistance which has been provided to us from many avenues.



Personnel from the Pennsylvania Department of Corrections have unfailingly conveyed enthusiasm, support and professionalism in responding to any of our requests for assistance.

The benefit of this support and their concern for effective county correctional operations is undeniable. To describe the relationship with these experienced professionals as “adversarial”, which has been one county’s publicized stance, is to reveal your inability to understand your sworn responsibility.

**Furthermore, if you cannot maintain a safe, immaculately clean and orderly environment as the foundation for the provision of the programs discussed herein you will not have the necessary environment for these programs to flourish and be successful.**

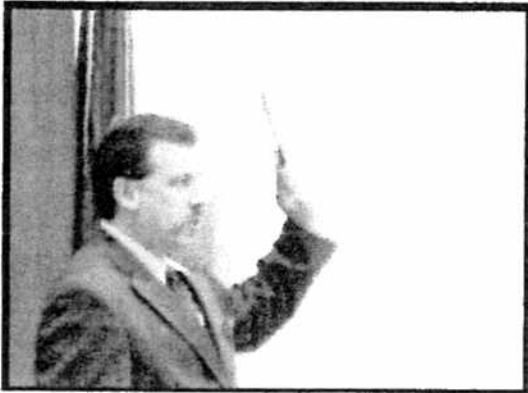
A well run facility with staff that support these methods are integral for success. The preceding Correctional Reform Model is accomplished on a daily basis by dedicated corrections professionals with pride in their chosen profession. They are not superheroes or imbued with magical powers. They are hard working people with respect for their empowerment and the people they work with, on both sides of the cells.

They also understand the victim friendly solutions to the problems which exist and are actively employing counter measures each day. Our attention to every detail borders on obsessive. Every facet of operation, whether it falls under the direct oversight of the Warden, or one of the two Assistant Wardens, is managed in the exact same way. Issues are identified and resolved appropriately and as quickly as possible to allow for the inevitable “surprises” which arise consistently. Staff members are provided a clear and concise description of operational protocols and performance expectations in the four inch thick standard operating procedure manual they are issued, and in their post orders.

We provide post orders with detailed job responsibilities outlined for all staff members. Policy and Procedure is an absolute necessity, and we conduct a review of each policy and procedure annually. The protocols and philosophies espoused in this manual are supplemented in our facility with our Code of Ethics, Mission Statement and Correctional Officer Creed. These important documents are framed and posted throughout all areas of our facility.

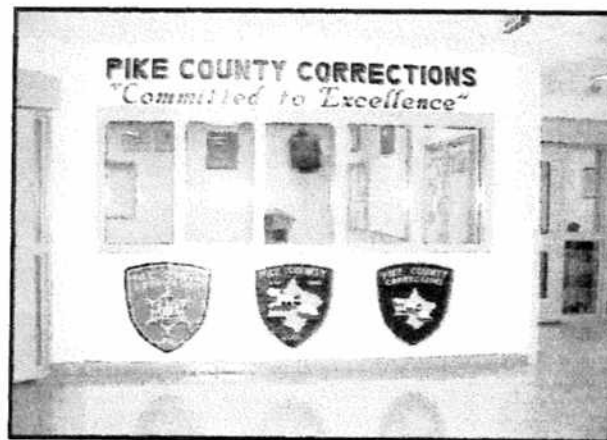
We have effectively defined and provided highly visible and constant reminders of the mission we must fulfill. Staff members, offenders and visitors alike can literally “see the writing on the wall” as they proceed through the facility.

We can’t expect staff members to “free wheel” when it comes to managing and directing human beings. If we instruct Correctional Officer Trainees to be direct and precise in distributing inmate worker assignments, shouldn’t we give officers the same respect?



This entire template for success must be legitimized by recognized standards and an independent inspection process. Independent inspections and implementation of recognized standards are the only means to attain consistency in the industry. Without them each facility will possess the administrative gravity to implement their individual interpretation of effectiveness. Additionally they will be subject to governmental fiscal constraints which hinder effective

operation. As Mark Earley, President of the Prison Fellowship correctly pointed out at the recent Commonwealth Forum on Criminal Justice Reform, in November of 2005 "Corrections is the first to receive budget cuts, and the last to have the funding reinstated".



### "Angel of Mercy Award"

This operational approach has garnered, the Justice and Mercy Incorporated, "2006 Angel of Mercy Award," which was bestowed upon Warden Lowe and Pike County Correctional Facility staff members.

On May 18, 2006 in Lancaster Pennsylvania, President Tom Zeager presented this coveted award which is, "Bestowed upon those who have spurned the need for vengeance or acted in good conscience or by their faith to extend mercy and compassion, even to those whom society does not always deem worthy."



This operational system is scalable and represents hope for both the adult and juvenile correctional system. Pennsylvania Senator Stewart Greenleaf was also present at the Justice and Mercy Award ceremony. The Senator was presented with a "2006 Pillar of Justice Award". This award "honors those who recognize the need for change to ensure that justice is served and a fair and balanced system exists for all". Near the end of the evening Senator Greenleaf spoke with Warden Lowe about the philosophies espoused in the "Correctional Reform Model". He recognized its implications regarding the betterment of the correctional industry, and expressed a great deal of interest in its successful implementation which is occurring in Pike County.



### **Operational Proficiency is Prudent and Profitable**

Earning the trust and support of the County Prison Board is of critical importance. The relationship which must be forged and maintained will serve to perpetuate positive practice once it is established. Correctional operations are exceedingly expensive by nature, but everyone must understand that the expenditures necessary to maintain a safe, clean, professionally staffed facility are the "costs of doing business". The correctional facility should never be viewed as the place to cut costs wherever possible. This is a dangerous practice which fuels the probability that at some point this miniscule savings will cost in the millions of dollars down the road. Commissioners must be prepared to embrace the cost and philosophies of contemporary correctional operations, or they will continue to take part in the embarrassing yet inevitable press conferences to describe the "Tragedy Du Jour". Efficient operations and recidivism reduction is fiscally prudent for any county.

In Pike County for example, **reducing the recidivism rate from the national average of 68% to 10% from 2003 to 2006 saved the county 5.5 million dollars. Fewer recidivists equates to more bed space utilized by Immigration and the United States Marshals Service, a "Win Win" scenario for Pike County!**

If the mode of operation described in this template is not representative of a systemic solution to that which ails the correctional industry, then there is no solution and our fate has been sealed. We must sit back and await the site of the catastrophe which will occur.

The time to talk about it has passed: the time to act is upon us. If solutions are genuinely being sought we stand ready to provide assistance.

In Pike County there are professionals "Committed to Excellence" who not only wish to operate a proficient correctional facility: they wish to leave an indelible mark in the correctional industry by setting the example for the future.

Craig. A. Lowe  
Warden

Jonathan J. Romance  
Assistant Warden

Robert E. McLaughlin  
Assistant Warden



Pike County Correctional Facility  
175 Pike county Blvd.  
Lords Valley, PA 18428

Phone: 570-775-5500  
Fax: 570-775-5511

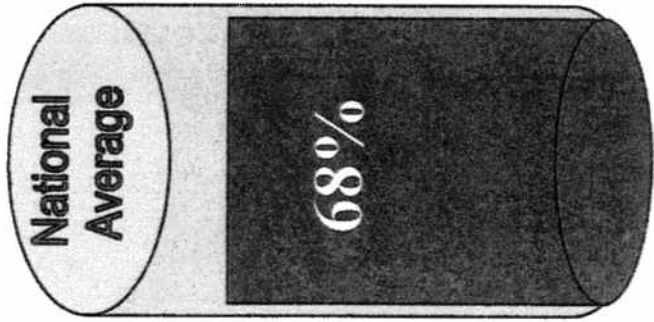


# Pike County Correctional Facility

## Recidivism Reduction Statistical Data September 2003 - September 2006

### Traditional Incarceration

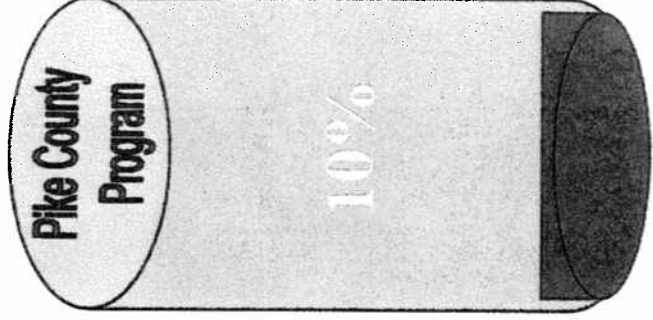
Antiquated and Ineffective Correctional Philosophies Which Have Not, and Will Not Work!  
No Consistency!  
No Goals!  
No Programs!  
No Work Ethic!  
No Community Involvement!  
No Aftercare!  
Endless Fiscal Waste!



*A Detailed Philosophical  
and Operational Approach*

Honor  
Character  
Integrity  
Strong Leadership  
Positivism  
Consistency  
Knowledge  
Vocational Training  
Aftercare  
Commitment  
Professionalism  
Decisiveness  
Thoroughness  
Virtue

### The Pike County Model



A Shift in Operational Philosophies!  
Clean Facilities which are Safe and Secure!  
Professional Management!  
Respectful Inmate Interaction!  
Innovative Programming!  
Targeting all Areas of Identified Inmate Needs!  
Community Involvement!  
Mentoring Services!  
Quality Aftercare!  
Fewer Victims of Crime!  
Safer Communities!  
Diminished Prison Over Crowding!  
Incalculable Taxpayer Savings!



# PIKE COUNTY CORRECTIONAL FACILITY

175 PIKE COUNTY BOULEVARD, LORDS VALLEY PA 18428

Phone: 570-775-5500 Fax: 570-775-5511

CRAIG A. LOWE  
WARDEN

JONATHAN J. ROMANCE  
ASSISTANT WARDEN

ROBERT E. McLAUGHLIN  
ASSISTANT WARDEN

## "A Commitment to Excellence"

*Between 9-15-03 and 9-6-06, there were 1,122 Pike County offenders committed to the Pike County Correctional Facility.*

*During this same period of time, there were 1,088 County offenders released back into our community.*

*There were a total of 108 recidivists who returned to the Pike County Correctional Facility.*

*This represents an astonishing 10% recidivism rate for a three (3) year period.*

*I present this document as a validation of our statistics. For those of you who have invested the time to visit the Pike County Correctional Facility, you have witnessed a proven alternative to costly new prison construction.*



Craig A. Lowe

Warden, Pike County Correctional Facility

"2006 Pennsylvania Prison Society Correctional Professional of the Year"

# RECIDIVISM REDUCTION = \$2,144,448

National average 68% recidivism rate.

108 - Average daily population Pike County Inmates

x 68% - National Recidivism Rate

73 - Additional recidivists

x 80 - Cost per day per recidivist

5,875

x 365 - Days in the year

2,144,448 - Total additional yearly cost for a 68% recidivism rate

2,144,448

x 3 years

6,433,344 - 3 year total additional yearly cost for a 68% recidivism rate

Pike County 10% recidivism rate.

108 - Average daily population Pike County inmates

x 10% - Current Pike County Recidivism rate

11 - Additional Recidivists

x 80 - cost per day per recidivist

880

x 365 - Days in the Year

321,200 - Total additional yearly cost for a 10% recidivism rate

321,200

x 3 years

963,600 - 3 year total additional yearly cost for a 10% recidivism rate

6,433,344

963,600

7,396,944 - 3 year total additional yearly cost for a 10% recidivism rate

JUDICIARY, CHAIRMAN  
 APPROPRIATIONS  
 BANKING AND INSURANCE  
 CONSUMER PROTECTION AND  
 PROFESSIONAL LICENSURE  
 ENVIRONMENTAL RESOURCES AND ENERGY  
 SOUTHEASTERN PA TRANSPORTATION  
 AUTHORITY (SEPTA)  
 TASK FORCE ON DECEDENTS' ESTATES LAW  
 TASK FORCE ON DOMESTIC RELATIONS LAW  
 TASK FORCE ON ADOPTION LAW  
 TASK FORCE ON REAL PROPERTY LAW  
 TASK FORCE ON GERIATRIC AND SERIOUSLY  
 ILL INMATES



## Senate of Pennsylvania

June 12, 2006

IN REPLY TO:  
 12TH DISTRICT  
**STEWART J. GREENLEAF**  
 711 NORTH YORK ROAD  
 WILLOW GROVE, PA 19380-2124  
 (215) 657-7700  
 (215) 657-1085 FAX

SENATE BOX 203012  
 ROOM 10 2W  
 THE STATE CAPITOL  
 HARRISBURG, PA 17120-0012  
 (717) 737-8509  
 (717) 737-7222 FAX

Jeffery A. Beard, Secretary  
 Department of Corrections  
 2520 Lisburn Road  
 P.O. Box 598  
 Camp Hill, PA 17001 - 0598  
 Attn: Mr. John Coyne

Dear Secretary Beard:

Please find enclosed information and ideas from Warden Craig Lowe of the Pike County Correctional Facility regarding prison reform. This booklet shows the effective plan that the Pike County Correctional Facility has developed which has significantly reduced recidivism, consistently met Title 37 minimum standards, and created a strong relationship with the community it is based in. I am confident that you will find Pike County's achievements as impressive as I have, and I urge you to consider these ideas as a way to move Pennsylvania's correctional facilities forward in a positive direction.

If you have any questions about this material, I am certain that Warden Lowe would be happy to discuss them. He can be reached at 570-775-5500.

Sincerely,

*Stewart J. Greenleaf*  
 STEWART J. GREENLEAF

SJG:giw  
 Enclosure



COMMONWEALTH OF PENNSYLVANIA  
DEPARTMENT OF CORRECTIONS  
P. O. BOX 598  
CAMP HILL, PENNSYLVANIA 17001-0598

June 15, 2006

OFFICE OF THE  
SECRETARY OF CORRECTIONS


Warden Craig Lowe  
Pike County Correctional Facility  
175 Pike County Boulevard  
Lords Valley, PA 18428

Dear Warden Lowe:

Senator Greenleaf has shared with me information that you presented to him relative to the Pike County Correctional Facility. I have had an opportunity to review that information and I commend you for the significant efforts that you are making to reduce inmate recidivism. It is not often that we find such detailed and intensive treatment programs at a county jail level and there is no question in my mind that the prime reason for the fine programs in the Pike County Correctional Facility is because of your presence as the warden of that facility. Your booklet directly addresses the importance of leadership within a facility and the document clearly reflects the leadership that you have been providing to your staff. Additionally, I am also aware that the Pike County Correctional Facility has consistently met Title 37 minimum standards.

I want to thank you for your efforts and let you know that the Department stands ready to assist you in any way we can as you continue to work on providing quality programming to your inmate population.

Sincerely,

  
Jeffrey A. Beard, Ph.D.  
Secretary of Corrections

JAB/dls

c: Senator Greenleaf  
Tom Schlager  
File

# *The PROGRAM*

"It's About Change"

Valerie G. Simmons  
Executive Director / CEO  
[programCEO@epix.net](mailto:programCEO@epix.net)

January 12, 2007

Craig A. Lowe, Warden  
Pike County Corrections  
175 Pike County Blvd.  
Lords Valley, PA 18428

Dear Warden Lowe:

On behalf of the Capital Region Ex-Offender Support Coalition, Jim Cavanaugh, Jennifer Doyle, Kris Sayers and me, we formally thank you for your time and hospitality extended to us during our visit to your corrections facility on Monday, January 8, 2007.

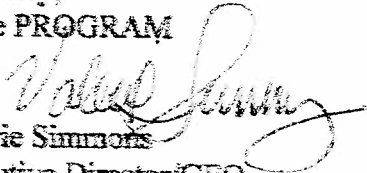
We also wanted to thank your two (02) Assistant Wardens, Jonathan Romance and Robert McLoughlin and your Program Director for their time, our tour and information shared regarding your exceptional correctional programming at Pike County Corrections.

In addition, we all truly enjoyed our interactive conversations regarding the criminal justice and corrections systems and the diverse approaches to effecting successful re-entry initiatives that must begin in prison to alleviate recidivism.

Lastly, thank you for our materials and coffee mugs you presented to us and we will definitely share your phenomenal results with our Coalition and community, as we move forward to design and implement our re-entry management organization project to meet the needs of offenders transitioning to the community.

Best personal regards.

Sincerely,  
The PROGRAM

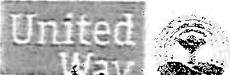


Valerie Simmons  
Executive Director/CEO  
President/Capital Region Ex-Offender Support Coalition

Administrative Offices  
1515 Derry Street  
Harrisburg, PA 17104  
(717) 238-9950  
Fax: (717) 236-3585

Woodside Family Center  
451 Mall Road  
Harrisburg, PA 17111  
(717) 558-9871  
Fax: (717) 558-8402

Promise Place  
381 S. 2nd Street  
Steelton, PA 17113  
(717) 985-6440  
Fax: (717) 985-9235



Email: [theprogram@epix.net](mailto:theprogram@epix.net)

Website: <http://home.epix.net/~theprogram/>

The official registration and financial information of The PROGRAM may be obtained from the



COMMONWEALTH OF PENNSYLVANIA  
DEPARTMENT OF CORRECTIONS  
P. O. BOX 598  
CAMP HILL, PENNSYLVANIA 17001-0598

OFFICE OF THE  
SECRETARY OF CORRECTIONS

August 8, 2006

Craig A. Lowe  
Warden  
Pike County Correctional Facility  
175 Pike County Boulevard  
Lords Valley, PA 18428

Dear Warden Lowe:

It was good to meet you the other day at the CAMA Conference in State College. I have heard a lot about you from our inspection office and seen a number of publications relative to your operations at the Pike County Facility. It is quite evident to me that you and your staff are very proactive in dealing with the inmate population and that you want to ensure that the right thing is consistently being done.

I also want to thank you for the comments that you have provided to the proposed Title 37 Chapter 95 rule making. They will be of benefit as we finalize these new regulations. I agree with you that Title 37 only represents minimum operational standards and that all county jails should not only meet the minimum standards but strive to go beyond the minimum standards as you do at the Pike County Correctional Facility.

If I can do anything for you in the future, please let me know.

Sincerely,

  
Jeffrey A. Beard, Ph.D.  
Secretary of Corrections

JAB/dls

c: File

33 N. Cameron Street, Harrisburg, PA 17101, (717) 787-8127, Fax: (717) 787-5407

To Whom It May Concern:

I had the opportunity to visit Pike County Prison a few weeks ago, and was quite impressed with what I saw. I have never seen an institution, county or state, which displayed such cleanliness and respect among staff and inmates. There was not a speck of dirt anywhere to be seen, and the atmosphere was nothing short of pleasant. I was amazed at the utmost respect that was exhibited among inmates and the staff at the facility. Warden Craig Lowe discussed with me the programs that are implemented within the facility that he accredits to much of the camaraderie within the facility.

My position with the Department of Corrections is to work with facilities and agencies to find services that will help the ex-offender once released into society. I believe that services and programs provided within the facility greatly attribute to what happens on the outside. It is quite evident to me that Pike County is on track with this.

I would encourage all of you to visit the facility and speak with Warden Lowe. He is open to having anyone visit and tour the facility, and to answer any questions that you might have to help implement programs within your facilities. I am sure many of you do have programs and services that are an asset, but it could be a benefit to see what other facilities are doing. We all have to work together toward a common goal.

If you are interested in visiting the Pike County facility, please contact Warden Craig Lowe at 570-775-5500 or you may contact me at 717-787-8127 or [kristin@pa.gov](mailto:kristin@pa.gov) to arrange a tour for you. I would be more than happy to accompany you on your visit.

If you have any questions, please do not hesitate to contact me.

Sincerely,

Kristin L. Sayers  
Community Resource Specialist  
Region II



# MISSION STATEMENT

THE MISSION OF THE PIKE COUNTY CORRECTIONAL FACILITY IS THE INCARCERATION AND REMEDIATION OF PERSONS ADJUDICATED AS OFFENDERS OF

THE LAW. THE PRIMARY INTENDED RESULT OF INCARCERATION IS TO PROTECT SOCIETY BY EFFECTIVELY SEQUESTERING OFFENDERS FROM THE PUBLIC, AND SECONDARILY TO EXIST AS A PROMINENT DETERRENT TO THE COMMISSION OF A CRIME. A CONSTITUTIONAL CORRECTIONAL SYSTEM WHICH OFFERS A SAFE AND SECURE ENVIRONMENT WILL BE MAINTAINED FOR STAFF, INMATES, VISITORS, AND THE COMMUNITY WHICH WE SERVE. INMATES WILL BE

OFFERED MEANINGFUL AND APPROPRIATE PROGRAMS DESIGNED TO COUNTERACT CRIMINALITY, PROVIDE AN OPPORTUNITY FOR POSITIVE PERSONAL GROWTH, AND HEIGHTEN THE PROBABILITY OF SUCCESSFUL REINTEGRATION BACK INTO SOCIETY UPON RELEASE. EMPLOYEES WILL BE ENCOURAGED TO FLOURISH IN A CHALLENGING AND REWARDING WORK ENVIRONMENT WHICH

PROVIDES FOR PERSONAL GROWTH AND ADVANCEMENT. EMPLOYEES MAY EXPECT THE SAME PROFESSIONALISM, DIGNITY, AND RESPECT WHICH THEY ARE REQUIRED TO EXHIBIT WHILE PERFORMING THEIR DUTIES.