

**Committee on County Criminal Justice System Best Practices for the 21st Century –
Annual Award Program 2019
Honoring Best Practices County Jail Programming**

BACKGROUND

The County Criminal Justice Systems for the 21st Century, a subcommittee of the County Commissioners Association of Pennsylvania (CCAP) Courts and Corrections Committee has been charged by the CCAP Board with developing programs to promote best practices in criminal justice. First introduced as a means of promoting the 2003 CCAP Prison Overcrowding Task Force recommendations, the awards program has evolved over time to focus on best practices in general, rather than just programs that are designed to address overcrowding.

HISTORY

The County Commissioners Association of Pennsylvania undertook the Pennsylvania Prison Overcrowding project in 2001, in response to concerns raised by members about jail overcrowding and construction costs. The committee appointed a task force to conduct a study and report back its findings, assuming the board would take a policy position in support of finding funding for expansion and upgrades. A study was commissioned that examined the state of overcrowding, including the reasons behind those conditions, and the findings demonstrated a need to examine process before deciding on expansion of jail space.

In order to assure that counties would take advantage of the report findings to look for strategies that could be employed locally, the CCAP Board created the Committee on County Criminal Justice Systems for the 21st Century, and charged them with education for members and promotion of the report. The Committee designed the awards program as a way to highlight the work that counties are doing in this regard and to share that information for other counties to consider for their own plans.

The Awards program has evolved to include a component for juvenile detention and alternative programs, and an award honoring a county partner for their efforts in assisting counties with criminal justice goals. The awards program is in its eighth year.

AWARD PROGRAM GOAL

The focus of the award is to recognize county jails for implementation of best practices for jail operation. These may be consistent with the 2003 report recommendations or the recommendations of the recently released CCAP Comprehensive Behavioral Health Task Force Report. Best Practices may address conditions of confinement using successful re-entry initiatives, prevention or early intervention programs, development of effective linkages with community behavioral health services, family involvement, school communication and efforts to make communities safer. Efforts to introduce sharing or collaborations that result in improved outcomes for local justice systems are areas of interest, in that other counties may use the example of awardees in developing their own programs. Initiatives that may be considered include the following:

- Efforts to stabilize or reduce the jail population
- Adoption of assessment methodologies which identify areas for effective change
- Implementation of re-entry initiatives
- Establishment of community corrections programs
- Use of technology to enhance operations of the jail and outcomes for inmates
- Improving the quality of data
- Employment of innovations in housing and treatment of mentally ill inmates
- Development of community services efforts
- Implementation of diversion programs for specific populations
- Collaboration between county departments that are not traditionally involved with corrections
- Innovations through public/private partnerships

2019 Themes

While all projects and programs are of interest to the Committee and eligible to enter, the committee is encouraging the submission of projects that demonstrate the following:

- Addressing the Opioid Crisis
- Successful collaboration and partnerships at the local level
 - Court/judicial team impact on jail population, lives of inmates, successful community re-entry
- The use of evidence based correctional programming
 - Assessment of need/risk levels
 - Enhancement of offender motivation
 - Targeted interventions
 - Staff training consistent with delivery of programs, including positive reinforcement, environments conducive to success

NUMBER OF AWARDS

No more than one large county and one small county jail will receive an award. A large jail is one from a county of the first, second, second A or third class. A small county jail is one from a county of the fourth through eight class.

SELECTION CRITERIA

Entries will be judged on the following categories:

Problem description (10 points)

Background (20 points)

Soundness of approach (20 points)

Description of specific program elements (20 points)

Expectations and measurable goals (20 points)

Evaluation, sustainability (10 points)

PREPARING AND SUBMITTING YOUR ENTRY

Use the official award form in this brochure or available online at <http://www.pacounties.org/ProgramServices/Pages/Criminal-Justice.aspx> click on "Criminal Justice System Best Practices Awards"

ELIGIBILITY

A county jail is eligible to enter under the following conditions:

- The project took place in and was operating during calendar year 2018
- The county has applied for this award in the past, but can show an ongoing benefit to the project
- The county plays a significant leadership role in the development and implementation of activities
- The county commits to follow up evaluation by phone if requested by the committee
- The chair of the board of county commissioners must sign the form for non-home rule county submissions and the Chief Executive Officer must sign the form for home rule county submissions

Projects submitted in previous years are eligible for resubmission and the committee urges those counties to reapply.

DEADLINE

Entries must be submitted via email using the electronic form no later than close of business **February 15, 2019.**

JUDGING AND SELECTION

All entries will be scored by the Committee on County Criminal Justice System Best Practices. The winning entry in each category will be announced at the CCAP annual conference in March, and afterwards, contacts identified for each winning submission will be notified. Awards will be presented at a time and location chosen by the awardee.

NOTICE

By applying the applicant agrees that items submitted for the program narrative will be posted on the CCAP and JDCAP websites, and made available to counties who wish to establish similar best practices. The signatures on the submission indicate agreement with the public posting, and the award recipient may be asked to share additional information with other counties. The Committee on County Criminal Justice Systems Best Practices reserves the right to disqualify and entry if all of the required elements are not included. Further, entries not receiving a minimum score may be disqualified. Further, entries that fail to achieve a minimum score may be disqualified.

OFFICIAL ENTRY FORM

Entrants must complete all sections for the entry to be considered by the Committee. A copy of this official entry is available at www.pacounties.org

County	Bucks County
County Class	2-A
Address	1730 S. Easton Rd
City, State, Zip Code	Doylestown, PA 18901
Primary Contact, Title	Christopher Pirolli, Director of Corrections
Contact Phone	215-345-3700

PROJECT INFORMATION

Title HOPE and HEART Programs

Project Start Date July 2016; March 2018

PROGRAM NARRATIVE

Enter program narrative that addresses each of the following subject areas, and does so in the order presented below. Entries must be submitting using this form. All sections must be complete. Entries submitted without the required information may be disqualified.

Problem Discussion - Enter comments on the identified need and the background including what programs were in place before the current project, if any, and how it led to this effort. This section is worth 10 points.

The Bucks County Department of Corrections (BCDOC) offers several educational and treatment programs to the offender population. Substance use disorders have statistically overwhelmed the offender population, and over the years, treatment programs/options within the institution were limited. Past practice involved providing education and treatment groups to interested parties. Groups were often comprised of offenders with various levels of motivation which created a less than ideal situation for those offenders that were seeking the tools to remain sober and maintain productive lives. Additionally, groups were only offered weekly and very few had the opportunity to participate in individual counseling sessions. AA/NA meetings were offered, but attendance was sporadic. Community treatment referrals were completed upon request.

In recent years, opioid related deaths have increased drastically throughout the nation. Specifically, in Bucks County, there was an approximate fifty percent increase of opioid related deaths from 2015 to 2016.

In response to the astounding statistics, the Bucks County Department of Corrections developed a pilot program called HOPE (Helping Others Prosper Eternally) in July 2016. The HOPE Program is a voluntary drug and alcohol education and treatment program for males that utilizes cognitive behavioral interventions and assists with re-entry into the community and/or community based treatment. Participants are selected based on their identified level of care, motivation, and security classification. Substance abuse treatment is in both group settings and individual sessions with HOPE Program Counselors, and utilizes diverse techniques including yoga, music, and media education. In addition to daily programming, AA/NA meetings are brought into the facility up to five evenings each week. The program is set up in a multiphase structure with certificates provided at the completion of each phase.

Program participants are housed in a separate setting from the remainder of the population. This allows the participants to remain free of outside influence, with like-minded, drug-free peers to help them focus on their recovery.

Graduates may, and often do, remain in the program and act as mentors to the rest of the program population. As an offender's potential release date approaches, post-release care is coordinated by the Drug and Alcohol Case Manager.

In 2018, the BCDOC received grant funds to initiate a female program that mimics the HOPE Program. In collaboration with the Bucks County Drug and Alcohol Commission, the HEART (Healing, Empowering, and Recovering Together) Program was established in March of 2018.

The HEART Program incorporates Medication Assisted Treatment in the form of Vivitrol and serves up to 20 female offenders incarcerated at the BCDOC. This program is voluntary and provides intensive substance abuse education and utilizes an evidence-based cognitive behavioral curriculum. HEART also provides daily psychoeducation via group and individual sessions with Program Specialists. Other topics such as trauma are presented to the population to assist with providing the offenders proper coping skills when released. Post-release care is coordinated through the department's Case Manager and for those that are deemed appropriate, Vivitrol shots are provided.

Background – Enter history of the project, including any evidenced-based approaches to divert individuals from further penetration into the juvenile or adult justice system, community involvement strategies, formation of stakeholder groups, county- wide planning strategies, etc. This section is worth 20 points.

Both the HOPE and the HEART Program utilize evidence-based treatment approaches. Some approaches that have been presented to this population include: Moral Reconciliation Therapy

(MRT), Traumatic Recovery and Empowerment Model (TREM), Women's Addiction Workbook, and Hazelden's "A New Direction". All materials have been thoroughly researched prior to implementation and offenders are encouraged to work at their own pace. Therapists designated for these programs are Masters' level clinicians who attend ongoing trainings to maintain their certifications and/or licenses.

With the creation of both the HOPE and HEART programs, several community providers have been enlisted to assist with the curriculum. Agencies, volunteers, and internal departments are an integral part of each program's success. Without the community involvement and support of stakeholders such as the Bucks County Drug and Alcohol Commission and the Bucks County Prison Oversight Board which includes representatives from Adult Probation/Parole, the courts, the community, the District Attorney's Office, and the Public Defender's Office, these offenders would not have the proper "community" to learn and grow.

Agencies that provided for successful collaboration and partnerships include, but are not limited to: Bucks County Drug and Alcohol Commission, The Recovery House Association, Centers of Excellence, A Woman's Place, The Council of Southeast PA, PA Council on Compulsive Gambling, Career Link, and Network of Victim's Assistance. Internal departments such as the BCDOC's contracted Mental Health and Medical Departments work in collaboration to ensure medication is provided prior to release and that proper referrals are made for a smooth transition.

Soundness of approach – Enter a description of the ways the project conforms to either program themes or goals as established in the criteria. This section is worth 20 points

The HOPE and HEART Programs address many aspects of correctional best practices. In developing the HOPE and HEART program, the BCDOC has created tools for offenders to allow a successful re-entry in society. Housing, as well as further substance abuse treatment, including medicated assisted treatment (MAT) can be secured for offenders based upon their needs and a level of care assessment. If an offender is without insurance, staff ensures that Medicaid is approved prior to their release. Linking offenders with services prior to leaving the facility aids in the success of our graduates. Ultimately, addressing the opioid crisis by treating offenders through the HOPE and HEART Programs not only create a greater potential of success for our offenders, but a safer community.

Program Elements – Enter a description of the elements of the project, utility, adaptability, strategies used, community and stakeholder involvement, evidence-based approached. This

section is worth 20 points.

The HOPE and HEART Program each have their own vision and mission statement but ultimately have the same program philosophy. There are seven key principals that each program follows: truth and honesty, work ethic, self-reliance, earned rewards and achievements, personal accountability, social manners, and community involvement. Each participant is explained the expectations of the program prior to acceptance and are required to participate in the program to the best of their ability. There is a minimum three month commitment to the program which allows offenders to become fully engaged. Offenders receive treatment in several forms, to include Moral Reconciliation Therapy, Traumatic Recovery and Empowerment Model, and the use of workbooks such as Women's Addiction Work Book and Hazelden's "A New Direction". Positive feedback from participants indicate that having these treatment programs in a secure setting provides for a better learning environment.

Both programs have a set curriculum to follow, but also have the ability to adapt. Concerns such as facility space, approved volunteers, and/or other unforeseen events may require the "plan of the day" to be altered.

The stakeholders, BCDAC and Prison Oversight Board, remain in contact with the department's administration. They are not only informed of any concerns regarding the program, they are presented with statistics on admissions, discharges, completions, and other relevant information.

Expectations and Measurable Goals – Enter a description of the costs of the project, how it was funded, projected impact, number of inmates diverted or assisted, utilization of risk assessment, impact on recidivism. This section is worth 20 points.

The HOPE Pilot Program was created with the support of the Bucks County Commissioners and is funded by the County of Bucks. The County Commissioners allocate an annual budget of \$300,000 to cover all costs, including staffing and materials for the HOPE Program.

The HEART Program was established with a grant awarded from the Pennsylvania Commission on Crime and Delinquency (PCCD). Although PCCD primarily funds the program, there is a twenty-five percent in-kind match from the County of Bucks. Through an agreement with the Bucks County Drug and Alcohol Commission (BCDAC), the Single County Authority (SCA), the BCDAC serves as the pass through agency for all funds. The BCDAC handles all employee staffing for these programs.

To be considered for either program, offenders must first have medical clearance from the Medical Department. It is imperative that those offenders who have an interest in participation

are properly detoxed to ensure they are able to function in a group setting. After an individual is medically approved, the screening process consists of the completion of the Bucks County Department of Corrections biopsychosocial evaluation and the Texas Christian University Drug Screen, 5 (TCUDS-5). Lastly, a risk and need assessment tool is administered, in the form of the Ohio Risk Assessment System (ORAS).

Since the inception of the HOPE Program, from July 2016 through January 2019, there were 480 participants. This equates to 44,934 days of "treatment" in the therapeutic community. Of the 480 participants, 201 were considered graduates. Forty-nine (49) of those graduates have returned to the Bucks County Correctional Facility, indicating a rate of 24% have returned.

From March 2018 through January 2019, 82 female offenders were admitted to the HEART Program, affording 4,732 days of "treatment" to those offenders. Of those 82 participants, 22 have graduated so far and 3 of those graduates have returned to the Bucks County Correctional Facility, indicating a rate of 13%.

The overall impact of both these programs show that HOPE and HEART have a positive effect on recidivism for this category of offender. Additionally, it is important to note that the number of institutional misconducts incurred by offenders participating in these programs are resoundingly lower than the department's general population.

Evaluation/Sustainability – Enter details describing the process for evaluating success including assessment methodologies, data reports, continuation, and determination of success. This section is worth 10 points.

The BCDOC's process for evaluating success includes maintaining documentation on number of program completions and length of stay in the community without return to incarceration. The department relies on communication from offenders and the Bucks County Adult Probation/Parole Department to provide accurate statistics. The future of the program may not be determined until supporting data demonstrates potential long-term feasibility in an effort to avoid allocation of funds and resources unnecessarily.

With recidivism rates dropping within this targeted population, it has decreased the need to relocate offenders due to overcrowding issues. Although monthly numbers may fluctuate, there is an overall decrease in housing Bucks County offenders at other facilities. In turn, the costs associated with being housed at a contracted facility has decreased and offenders are able to focus on re-entry services in their county. Keeping our offenders close to home also allows for them to maintain family ties.

The Department of Corrections is fortunate to have the support of the Bucks County

Commissioners, Bucks County Criminal Justice Advisory Board, Bucks County Drug and Alcohol Commission, and Prison Oversight Board for intuitive and forward thinking programs that may have a positive impact.

SUPPORTING DOCUMENTS

Please include any supporting documentation to demonstrate the impact of the project in cost or population outcomes, or other data to demonstrate the considerations utilized in determining the scope or design of the project. Scoring will be based on factors including the entrant’s description of the problem, the soundness of the approach, and success in meeting goals and objectives. Award submissions will receive consideration for outcomes or best practices supported by data. **SUPPORTING INFORMATION SHOULD BE COPIED AND PASTED DIRECTLY INTO THE FORM USING THE BOX BELOW.**

AVERAGE DAILY POPULATION TRENDS BY YEAR		
2017	2018	2019
1177	970	910 (YTD)

TOTAL OUT OF COUNTY PRISON HOUSING COSTS BY YEAR		
2017	2018	2019
\$3,777,743	\$3,051,738	\$166,290 (TYD)

NUMBER OF OFFENDERS SERVICED (D/A DEPARTMENT) *HOPE/HEART Participants are discovered from this pool of offenders		
JANUARY 2017	JANUARY 2018	JANUARY 2019
144	188	388

NUMBER OF VIVITROL INJECTIONS PROVIDED * Not all offenders are medically appropriate to receive medication		
JANUARY 2017	JANUARY 2018	JANUARY 2019
2	10	13

All forms must contain at least one signature. Signatures can be entered electronically, or submitted via fax using a separate form. To sign, right-click on the signature line, select “Signature Setup” from the drop down, and follow the prompts. If submitting signatures on a separate form, enter “FAXING” on the signature line.

X

B. Buntak C.O.O.

Brian Messentaker Chief Deputy Officer
County Chief Executive Officer

X

Chair of Board of Commissioners

SUBMITTING YOUR ENTRY – To submit the entry, save a copy of this completed form after all information, including signatures and supporting materials have been added. When saving the form, please assure that the document name includes the county name, the type of project and the year – (i.e. FranklinJailAward2019). Address an email to bpenyak@pacounties.org and attach the award submission.