



**YORK COUNTY  
REENTRY COALITION**  
HOPE. SUPPORT. COMMUNITY.

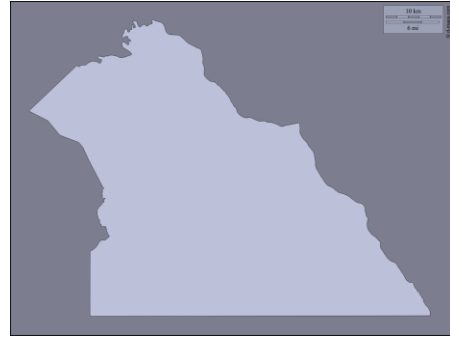
# A Strategic Plan for *Reentry*

2019 - 2021

## Introduction

### York County

York County is a 911-square mile Third Class County located in south central Pennsylvania. The County’s estimated population was 446,078 in 2017. York County is centrally located between Harrisburg, Gettysburg, and Lancaster, PA, and Baltimore, MD.



The County **Criminal Justice Advisory Board (CJAB)** is a 21-member advisory group that meets to help coordinate approaches to criminal justice challenges within the County. Members include agencies and departments related to criminal justice, human services, planning, information services, law enforcement, legislative bodies, and more.

In 2013, the CJAB identified coordinated planning for reentry as one of its top priorities. After several years of funding challenges, the CJAB coordinated a strategic planning process in 2016 that led to the formation of the **York County Reentry Coalition (YCRC)** and the creation of the first iteration of this plan to guide its function and activities. Since September of 2016 the YCRC has worked to fulfill its mission as a collaborative body working toward successful reentry in York County.

The YCRC complements the CJAB’s focus on priority projects that reduce recidivism and increase positive outcomes through diversion, treatment, and community support.

### Criminal Justice Costs & Human Dignity

Corrections is expensive – both in terms of taxpayer dollars, and in the toll it takes on incarcerated persons and their ties to family and community.

Pennsylvania currently spends over \$2 billion per year on its Department of Corrections (DOC) and has the largest population of citizens on parole of any state. However, 80% of sentences are served at the County level, including 63% of PA felonies and 93% of PA misdemeanors.

*“We need to be turning tax burdens into taxpayers. Throwing them in jail just isn’t enough.”*

-PA Secretary of Corrections,  
John Wetzel

York County’s projected 2019 budget includes a cost of approximately \$99 million – or 40% of the County’s general fund budget – for its criminal justice system, including law enforcement, courts, corrections, and administrative functions. This figure does not include the Department of Human Services’ budget. The York County Prison (YCP) alone accounts for \$63.6 million of the total.

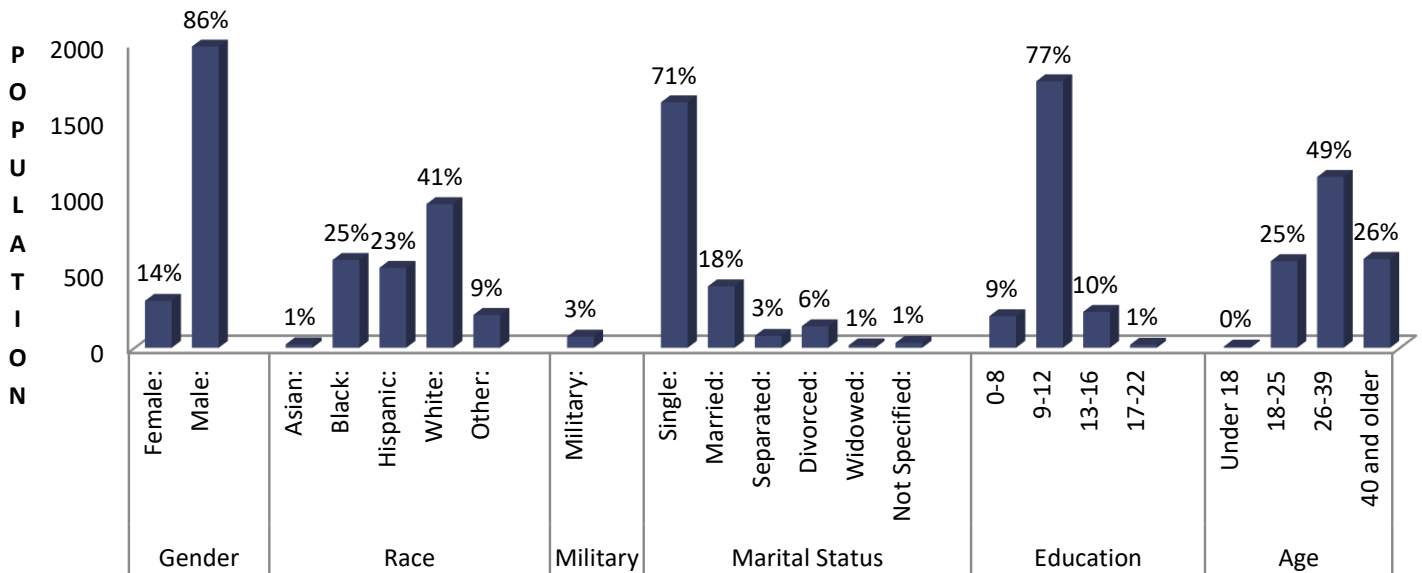
The YCRC believes that the York community, including the formerly incarcerated people who are a part of it, will get a “better deal” on corrections spending by taking an approach that breaks the cycle of recidivism, restores human dignity, and returns people to a productive function in the community.

## Corrections in York County

### York County Prison

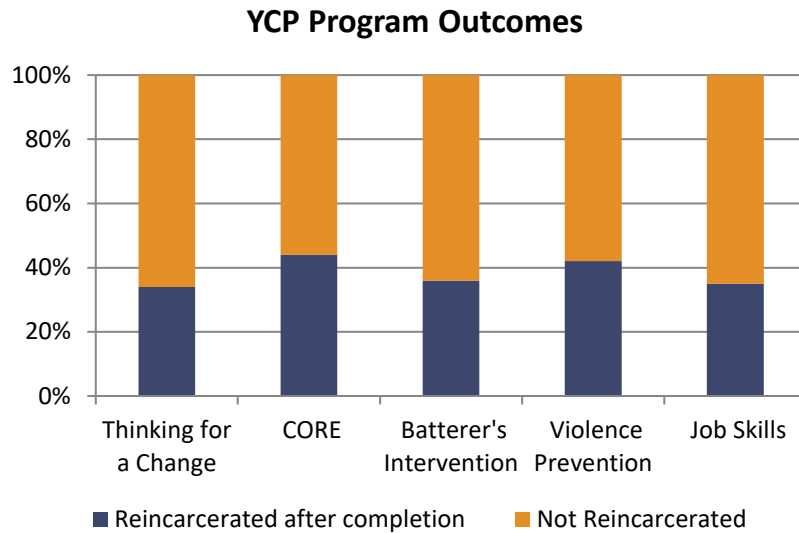
The York County Prison (YCP) serves as the County correctional facility for incarceration of individuals. In September 2018, the average daily population (ADP) of YCP was 2,039 inmates, which includes those held pre-trial, those serving a sentence, and in some cases, for those in the process of reintegrating into the York community from a State Correctional Institution (SCI). The YCP also houses a varying number of individuals held on federal immigration detainees. In 2015, there were 13,011 admissions to YCP, and a slightly smaller number of discharges. Roughly 5,000 admissions were for those held by federal authorities, typically U.S. Immigration and Customs Enforcement (ICE). This equates to approximately 8,000 admissions made for reasons characteristic to a local jail.

**York County Prison Demographics - August 11, 2016**  
**Total Inmate Population = 2,287**



A snapshot of inmate demographic information from August of 2016 is provided above. An earlier snapshot from March of 2016, which does not include ICE detainees, shows that, of 1,516 people incarcerated on March 23, 2016, 86% were male and 14% were female. In relation to family status, 79% of men were single, as were 78% of women. For both genders, married individuals made up about 13% of the population. In terms of race and ethnicity, 57% were white, 30% were black, 10% were Hispanic, and approximately 3% were of other races and ethnicities. These figures are out of step with the composition of the County population, where blacks and Hispanics each comprise about 6% of the whole. Employment information shows that 34% of females and 40% of males listed a form of employment in their intake process. This information also indicates that 58% of males and 72% of females had completed at least 12 years of education. Again, these figures represent the entire prison population, excluding ICE detainees, while the August snapshot shows figures for the entire population. Figures for the returning population are likely similar.

The YCP offers a variety of programming and support services to returning citizens. Inmates are screened for mental and physical health issues, are classified by security level required, and are assessed on risk to recidivate using the PA DOC's Risk Screening Tool (RST). Inmates with an elevated RST score are matched with appropriate programs, at least one of which must contain a cognitive behavioral element. Additional programming may be assigned based on educational, language, life skills, and general reentry needs. While an overall recidivism rate is not available, recidivism rates have been tracked over a three-year period for participants in several prison programs: *Thinking for a Change*, *Community Orientation and Re-integration*, *Batterer's Intervention*, *Violence Prevention*, and *HACC Job Skills Training*. These figures compare favorably with overall recidivism rates that generally hold that two-thirds to three-quarters of all inmates return to prison within three years of release.<sup>1</sup>



### County Probation Services

York County Probation Services also plays a large role in corrections. Probation Services works with individuals on parole after a prison sentence is completed, those with a probation-only disposition, and those who have entered one of many diversionary programs. Probation Services also interacts with many individuals before their cases are disposed, in terms of required evaluation, assessment, and tracking into diversionary programs. Diversionary programs play a powerful role in reentry, because individuals who should not be in prison in the first place, identified through scientific risk and needs assessments, are diverted, thereby avoiding incarceration and the reentry challenges that come with it.

In 2017, the Adult Probation caseload was 10,668. Of these, 1,530 were parolees specifically. A full third of the caseload is assessed as low risk for re-offense. Almost 2,500 of the current caseload are able to work but remain unemployed. In 2016, only 27% were female; however females are the fastest growing population locally and nationally. The racial breakdown of this population is 61% white, 16% black, and 22% other or unknown. The number with mental health needs is not readily available; however, there are 130 people supervised on mental health caseloads. The total number is likely significantly higher. In 2016, 129 of 11,301 total offenders came under supervision for a sex offense, 853 for a violent non-sex offense, 2,564 for property crimes, 1,725 for drug law violations, and 2,828 for DUI charges.

In 2016, 2,356 sentences were revoked, which accounts for 21% of the total cases supervised. Of these, 1,578 were for technical violations only and 778 were for a new convictions.

In-house programs include: batterers intervention services, DNA registration, Thinking for a Change curriculum, Moving On curriculum, sex offender registration, employment programs in conjunction with

the jail and domestic relations, community service and work crew opportunities, the day reporting center, and drug testing. Contracted services include drug testing, alcohol monitoring bracelets, GPS monitoring, and electronic monitoring.

Services specifically for reentry currently center on the Supplemental Reentry Tool (SRT), a component of the Ohio Risk Assessment System, and a two-officer reentry unit located in the County Prison with an intensive caseload and highly structured time for offenders.<sup>ii</sup>

### State Incarceration, Probation, and Parole

In 2016, 595 individuals returned to the York community from a State Correctional Institution (SCI). Four hundred and ninety were parolees, and 105 had completed their sentences. In terms of assessing risk and need, 38% scored high, 46% scored medium, and 15% scored as low risk to reoffend. Those returning from SCIs are overwhelmingly male, with men representing 94% of the population. The average age at release for this group was 37 years.<sup>iii</sup>

In June 2018, 1,046 individuals were under PA Board of Probation and Parole (PA BPP) supervision in York County.<sup>iv</sup> As of June 30, 2016, the total number under PA BPP supervision was 1,480. Of these, 1,343 were male and 137 were female. Fifty-seven percent were white, 31% were black, and 12% were of other races or ethnicities. Sixty-four percent had spent less than two years under supervision at the time of the count. Full-time employment was maintained by 45%, part-time employment by 8%, and student status by 1%. Seventeen percent were unemployed but able to be, and 24% were unemployed and not able to be. Forty percent were under supervision for either drug offenses (30%) or DUI (10%). Seventeen percent were under supervision for a burglary or robbery conviction, and 9% for theft and fraud.

### Defining & Tracking Recidivism

Broadly speaking, recidivism is a return to criminal activity after release from incarceration. In practical terms, the YCRC has to use multiple measures of recidivism for its work. In this way, it is hoped that a rough measure of recidivism can be tracked immediately, while work on the development of more accurate measures proceeds.

For immediate purposes, recidivism can be tracked as a **return to prison**. This is a broad definition that includes persons held for trial but not yet convicted, persons jailed on technical parole violations, and persons jailed for other reasons that may not indicate a return to a criminal lifestyle. While imperfect, this measure is the simplest to determine given existing data collection methods.

**Rearrest** is another commonly used measure. Tracking rearrest information would likely involve new collection of data, or at least new reporting of data, through Central Booking, the Clerk of Courts, or Pennsylvania's Justice Network (JNET). Problems with rearrest numbers include individuals who are arrested but not charged and individuals who are arrested on charges that may not reflect a return to criminal activity (i.e., warrants for failure to appear in court, or unpaid traffic tickets).

The Coalition agrees that the most useful measure of recidivism likely is a **conviction on new misdemeanor or felony charges within three years of release**. This number captures only individuals who have been found to have committed a serious crime – whether or not they receive jail time. Minor charges and technical violations may not be indicative of a return to crime. This measure also reflects

research that shows that most programs' effectiveness cannot be successfully gauged three years or more after completion. Therefore, the preferred measure of recidivism can be defined as:

*Recidivism is any new conviction on misdemeanor or felony charges within three years of leaving incarceration. Rearrest, or reincarceration due to parole violation or summary charges, are not counted. Recidivism relates only to those returning to the York community after serving a sentence in YCP or a State or Federal Correction Facility. Those held in YCP pre-trial, or for other reasons, are not counted in recidivism numbers.*

YCRC members should keep in mind, however, that convictions are also a limited measure of recidivism. This is because many factors, including the quality and admissibility of evidence, the advice of counsel, the presence/participation of witnesses and victims, and other factors related solely to the operation of the criminal justice system, can play a large role in whether an individual is convicted on charges.

Currently, information on reconviction is maintained only for participants in the York County Treatment Courts. In the past year, the YCRC Data Committee has worked to pull data and produce a comprehensive recidivism rate for the County across programs in partnership with the University of Pennsylvania.

### What Drives Crime, and How Do We Prevent Recidivism?

Any discussion of successful reentry should take place within the context of the factors that lead people to commit crimes, as determined by scientific research. Confronting the actual underlying causes of crime (not the perceived or assumed causes of crime) in an evidence-based manner gives us the best chance at lowering recidivism.

Much research has investigated why some individuals are at a greater risk for criminal behavior than others, and eight factors have emerged as most important. These eight factors are known as **criminogenic needs**. These needs often are not what we assume them to be. The eight needs are listed below, from highest to lowest in importance. The first four are often considered the "Big Four," as they have a somewhat larger influence than the remaining needs.

1. **A history of anti-social behavior**
2. **Anti-social personality**
3. **Anti-social patterns of thinking (cognition)**
4. **Anti-social friends and peers**
5. Family and/or marital dysfunction
6. Lack of employment and education
7. Lack of pro-social influences and activities
8. Substance abuse<sup>v</sup>

Fortunately, many of these factors are dynamic, meaning that they can be changed. When a person is assessed for these risk factors, a plan may be developed to address the specific reasons why a person engaged in criminal behavior in the past, reducing the likelihood of future criminal involvement. During this process, it is key to be aware of major evidence-based research principles:

- RISK - programming must be targeted according to a person's level of risk to reoffend.
- NEED - a person's specific criminogenic needs must be identified.
- RESPONSIVITY - a person's specific situation and character traits must be considered.

- TREATMENT – having the above information allows a successful match between a person and a set of programs or services.

A large body of literature on criminogenic needs, risk and needs assessment, and the principles of evidence-based programming is available online and elsewhere. The most important point, for the purposes of the YCRC, is that the Coalition is aware that, to achieve the greatest level of success, we must support activities and programming that operate within these principles.

It is also important to keep in mind the role of criminogenic needs in the discussion that follows on barriers. Of course these barriers exist, and are substantial. Several barriers are also criminogenic needs. But, the interplay between barriers and even between individual criminogenic needs can be complex and must be accounted for. For example, if a person is placed with an employer, but his or her primary criminogenic need of anti-social thinking goes unaddressed, it may be a disservice to everyone. The returning citizen is set up to fail, the employer gains an adverse impression of returning citizens, and a great deal of effort is expended for a negative outcome.

### Poverty

Poverty is inextricably linked to recidivism. While poverty does not cause criminal behavior, it can exacerbate the risk factors that contribute to criminogenic attitudes and behaviors. For example, those living in poverty are more likely to have lower educational attainment and more limited employment than those who are not. A criminal record can also drive an individual into poverty, particularly if the loss of a driver’s license leads to loss of employment. Individuals who feel they can’t “get ahead” legally may turn to criminal activity to support themselves.

The same societal and cultural factors that lead to generational poverty can also lead to generational criminal activity. For example, research shows that the vast majority of people in jail were victims at some point during their lives, often during childhood. These cycles can be very difficult to disrupt. At the individual level, there may be unaddressed trauma and few pro-social supports in the community. At a policy level, many of the barriers in these instances are reinforced by economic growth patterns and are difficult to change.

In York County, approximately 10% of the population lives at or below the federally-defined poverty level, with an additional 4% close to the line. Nearly 20% of people with a disability live at or below the poverty line. About 30% of families headed by a single female live in poverty. This number rises to 39% if

Family Size	Gross Annual Income	Gross Monthly Income	Approximate Hourly Wage
1	\$12,060	\$1,005	\$5.80
2	\$16,240	\$1,353	\$7.81
3	\$20,420	\$1,702	\$9.82
4	\$24,600	\$2,050	\$11.83
5	\$28,780	\$2,398	\$13.84
6	\$32,960	\$2,747	\$15.85
7	\$37,140	\$3,095	\$17.86
8	\$41,320	\$3,443	\$19.87
Over 8 add per person:	\$4,180	\$348	\$2.01

children under 18 are present, and to 45% if children under five are present. Ten percent of individuals aged 16-64 and who are employed fall below the poverty line.<sup>vi</sup> Please refer to Appendix H for a map of areas where the number of households below the poverty level is greater than the County average.

The accompanying table provides federal poverty guidelines for 2017, which set the income thresholds for many human services programs, including those administered through the Community Progress Council.<sup>vii</sup>



The median household income in York in 2016 was \$59,853. In terms of assistance, 4.8% of households received Supplemental Security Income and 2.7% received cash public assistance. Eleven percent received Food Stamps/SNAP benefits in the 12 months prior. Seven percent of the population reported having no health insurance coverage, half of which were children under the age of 18.<sup>viii</sup>

### Major Barriers Faced by Returning Citizens

Recent research shows that, nationally, “By almost an 8 to 1 margin (87% to 11%), the U.S. voting public is in favor of rehabilitative services for prisoners as opposed to a punishment-only system. Of those polled, 70% favored services both during incarceration and after release from prison.”<sup>ix</sup> Despite these figures, the Coalition also understands that perception may be a barrier to positive change in alleviating any or all of primary barriers. Common attitudes that can limit progress are:

- “Shouldn’t we be spending tax money on law-abiding citizens?”
- “I don’t want sex offenders living in my neighborhood.”
- “Prison is a punishment. This is soft on crime.”

However, even with public support, reentrants may face an uphill battle for successful reintegration into the community. Challenges are many, and commonly center on housing, transportation, physical health, mental health, education, and employment. What follows is a discussion of these barriers, including information particular to York County.

### Housing

Housing is a major problem for returning citizens, and a difficult one to tackle from a policy perspective. Unfortunately, a lack of appropriate and safe housing also can exacerbate other barriers to successful reentry. These factors, among others, can make it difficult for returning citizens to find a place to live:

- Limited income or savings for a down payment or deposits, which may be further drained by significant payments for restitution, court costs, and fines
- Restrictions on where people can live, depending on criminal history
- Broken ties to supportive family and friends, or friends and family with anti-social behaviors who encourage new criminal activity
- Waiting lists or ineligibility for public housing
- Need for temporary “couch surfing” or “crashing” with anti-social peers that leads to new criminal activity
- Fears from private landlords about renting
- Recovery homes and halfway homes that attract neighbors with anti-social behaviors (i.e., drug dealers see easy targets.) The extent of this issue in York County is unclear, but exists to some degree.

The absence of an appropriate place to live can also mean that a person remains in prison after their minimum sentence length has been reached, a situation generally unproductive for both the inmate and taxpayers. When maximum sentence length is reached, an inmate must be released, whether or not a safe place to live has been identified.

Federal policy on homeless services promotes a “Housing First” approach, as research shows that addressing any other need is more successful when the person has a stable and safe place to call home.<sup>x</sup>



The YCRC recognizes this approach could also hold value for reentry activities. Long-term housing makes it easier to maintain employment, attend treatment programming, and reconnect to the local community in a positive manner.

#### *Housing in York*

In York County, approximately 25% of households rent their homes, while the remaining 75% are owner-occupied.<sup>xi</sup> In 2017, the National Low Income Housing Coalition estimated the hourly wage necessary to rent a two-bedroom Fair Market Rent (FMR) apartment in York County as \$18.19, up one dollar from the 2016 wage. This translates to an annual income of \$37,840. The estimated hourly mean wage of renters in the County is \$12.53. At the minimum wage of \$7.25 per hour, 2.5 jobs are required to afford a two-bedroom FMR apartment. The rent for a typical two-bedroom FMR apartment in the County is \$946 per month.<sup>xii</sup>

Homelessness in York County is measured in several different ways, and data is managed through the County's Homeless Management Information System (HMIS). The January 2018 Point in Time Count found 324 homeless individuals, of which 177 were in emergency shelters, 114 were in transitional shelters, and 33 were unsheltered. The Annual Homeless Assessment Report, or AHAR, tracks data on the federal fiscal year. For the period of October 1, 2016, through September 30, 2017, the following pertinent data was collected:

- 1,757 unduplicated homeless adults received some type of service in York County.
- Four of these entered permanent housing programs from jail
- Forty two entered transitional housing programs from jail. These were primarily single males at Lifepath Christian Ministries (formerly the York Rescue Mission) long-term programs. Those programs serve individuals up to a year.
- Seventy six entered emergency shelter programs from jail
- Two left permanent housing programs to enter jail
- Two left a transitional housing program to enter jail
- Nineteen left an emergency shelter program to enter jail

Questions about criminal history were at one time included in the HMIS & Point in Time Count surveys; however, the information was determined to be inaccurate due to client confusion or reluctance to answer. Because of the limited usefulness of the data produced, the questions are no longer asked.

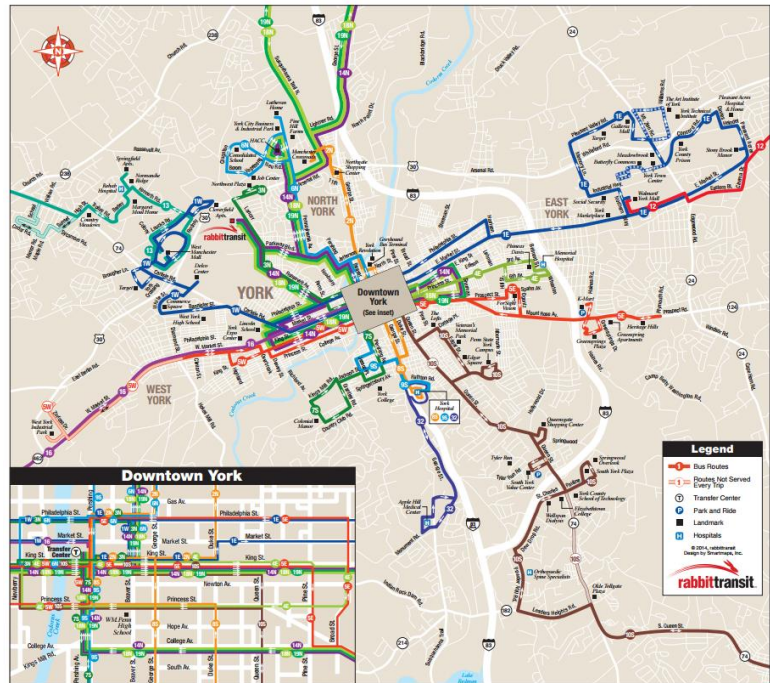
Public housing in York was, for many years, subject to a long and closed waiting list. Starting in 2017, new applications began to be accepted. The York Housing Authority has 1,041 public housing units, 1,536 Housing Choice vouchers, and a limited number of units through other programs. Regardless of availability, individuals under supervision for probation or parole are ineligible, as is anyone convicted of a drug-related or violent crime in the past 10 years, registered sex offenders, those currently using illegal drugs or abusing alcohol, and those with three convictions in the prior three years for crimes that affect the health, safety, and welfare of others.<sup>xiii</sup>

York, however, does have a robust population of recovery homes. A recent news article counted over 80 recovery homes in York City alone.<sup>xiv</sup> Unfortunately, other types of transitional housing for returning citizens can be limited, as can affordable permanent housing.

## Transportation

York County, like many communities across the nation, is built assuming that most people travel by automobile. While some areas within the County are more walkable than others, most do not support a pedestrian-based lifestyle. Meanwhile, car ownership in most instances is costly and usually presumes the ability to receive credit from a financial institution. Please refer to Appendix H for a map of areas where households without access to a car are more common than the County average.

York County is fortunate to have rabbittransit, a public transportation system with routes throughout the greater York City area and with connections to Hanover and Dauphin, Lancaster, and Baltimore Counties. rabbittransit has also been supportive of criminal justice and treatment programs through the provision of bus passes and reconsideration of bus route locations. However, the layout of existing bus lines, route schedules, and the location of housing, employment, and services to those lines, mean that it can be very difficult for a person under supervision to rely on public transportation to meet their obligations, whether they be to the courts or an employer.<sup>xv</sup> In 2018, rabbittransit began to pilot a service following a rideshare model called the Hopper. rabbittransit also works with major employers to ensure workers can reach their locations using bus service.



### *Transportation in York County*

Bus routes focus on the central section of the County. Transit routes within the greater York City area are shown on the map above. It is worth noting that several bus routes link directly to employment centers, including a number of industrial parks. However, connections to outlying areas may be infrequent, nonexistent, or incompatible with shift work schedules. Individuals who are not familiar with and/or are intimidated by using a bus can call rabbittransit for a lesson on ridership at no charge. Bus passes, whether 11-day or monthly, offer a steep discount over per-ride fees. However, individuals may not know about these options, or how to purchase them. Having the up-front fee for an extended pass may also present a challenge, despite the overall cost savings they represent.

Ride-sharing services also exist in the County. These include traditional taxi services, as well as the growing presence of companies like Uber and Lyft. In the more densely developed areas of the County, bicycling can be a successful substitute for car ownership, as can a combination of bicycle use and bus ridership – an initiative supported by rabbittransit.

The County is also home to a number of non-traditional transit providers, including social services and volunteer-based groups that offer limited rides. No comprehensive listing of these resources exists

currently, although a data collection project is currently underway to help the YCRC gain a better understanding of transportation and other resources available to local areas through faith-based and other volunteer organizations.

### Mental & Physical Health

The Coalition recognizes that the lack of treatment for mental health concerns and substance abuse is a public health crisis that has been transferred to the criminal justice system. It is not uncommon for returning citizens to have ongoing mental and physical health needs that may go unaddressed. This situation arises due to any one or a combination of these factors, and may also create additional barriers:

- Waiting lists at various providers may be long
- The 30-day bridge prescription offered by the YCP is a valuable resource but may not cover waiting list times, nor can it ensure that individuals will seek services upon release
- Difficulty in understanding which providers and programs they may be eligible for
- Wanting to continue with a specific treatment provider, only to find a long waiting list for a follow-up appointment
- Not enough capacity in detox or rehab services available locally
- Inability, for those without means to pay, to complete or even begin treatment while incarcerated
- Lack of insurance or other means of paying for needed care after release
- A greater risk of mortality due to physical or mental health problems
- A greater risk of homelessness for those with mental health diagnoses

In the end, it is also important to realize that all treatment, even court-ordered treatment, is essentially voluntary. If a person has a mental health diagnosis or other circumstance that causes them to avoid treatment, it's very difficult to enforce attendance. This is reflected in no-show rates of nearly 50% for the telepsychiatry service offered by York County. No-shows occur for many different reasons, often related to these and other barriers discussed in this section. Expansion of services is often a worthy goal; however, discussion of the need for expansion of any service must be held in the context of barriers that will keep people from using the service.

#### *Mental & Physical Health in York County*

Statewide estimates show that approximately 4% of the Pennsylvania population lives with a serious mental illness. Of those with any mental illness, 53% received no treatment.<sup>xvi</sup> Data from the Robert Wood Johnson Foundation's County Health Rankings reveal that 13% of York County adults classify themselves as in poor or fair health, and that adults, on average, report about four days per month that they feel mentally unhealthy. Nineteen percent of adults report heavy or binge drinking. In terms of mental health providers, access can be presented as a ratio of providers to residents. York County has one mental health provider for every 970 residents. This is almost double the state figure of 1:560. Interestingly, this figure represents a slight *increase* in the availability of mental health care professionals since 2016. The rate of death by drug overdose is 24 deaths for every 100,000 residents – many of the overdose deaths since 2012 have been due to heroin or fentanyl.<sup>xvii</sup>

At York County Prison, about 19% of inmates have prescriptions for psychotropic medications, while, on average, 24% of yearly admissions are placed on detoxification protocols.

### Education & Employment

For a returning citizen, employment can be the engine that allows their basic ongoing human needs to be met. For the community, employment – probably more so than any other activity – is viewed as evidence that a returning citizen has become a productive member of society (whether or not this view is particularly accurate). However, returning citizens face an uphill battle in terms of both employment and education. Even entry-level employment can be difficult to secure without a GED, regardless of criminal history. Returning citizens who do pursue secondary certificates or education can be discouraged by difficulties in paying for that education when compared with the likelihood of finding a job in the field after graduation. While the YCP has an excellent program that certifies inmates for work in the fields of HVAC, culinary arts, or warehouse management, there is still room for much work to be done in the community in terms of providing educational and work opportunities. Please refer to Appendix H for a map of areas where the number of people with low educational attainment is higher than the County average.

Multiple barriers to education and employment exist in the community:

- Many who worked prior to prison lose their jobs during incarceration, and similarly, incarceration will interrupt progress toward a degree
- Court-imposed obligations, such as drug testing, meetings with probation officers, and other required appointments, can make it difficult to maintain employment or enrollment
- Many employers automatically disqualify applications from people with some level of criminal history – and that level may or may not be arbitrary
- Many individuals believe that a criminal history will result in disqualification from school admissions or financial aid
- Many returning citizens have little exposure to job-oriented skills such as resume writing, how to interview successfully, or how to adapt to an office culture
- Some employers have been burned before by a returning citizen and are now hesitant,
- Lack of educational or technical qualifications on the part of applicants
- Lack of a home address, identification, or transportation to get and maintain work
- Extreme difficulty in finding opportunities for those with a violent or sex crime in their past
- Employers not wanting to advertise that they're friendly to hiring returning citizens due to general stigma
- Difficulty in finding jobs with wages that are sufficient to support a family

#### *Education & Employment in York County*

The Massachusetts Institute of Technology maintains a living wage calculator for communities throughout the U.S. A living wage is defined as the hourly rate that an individual must earn to support their family, if they are the sole provider and working full-time. Expenses considered in this estimate include food, child care, medical costs, housing, transportation, and taxation. The calculated living wage for York County is compared to the poverty wage and minimum wage in the following table.<sup>xviii</sup>

Hourly Wages	1 Adult	1 Adult 1 Child	1 Adult 2 Children	1 Adult 3 Children	2 Adults (1 Working)	2 Adults (1 Working) 1 Child	2 Adults (1 Working) 2 Children	2 Adults (1 Working) 3 Children	2 Adults (1 Working Part Time) 1 Child*		2 Adults 1 Child	2 Adults 2 Children	2 Adults 3 Children
Living Wage	\$10.37	\$22.81	\$27.60	\$35.48	\$17.25	\$20.51	\$23.39	\$25.97	\$15.95	\$8.63	\$12.32	\$15.30	\$18.13
Poverty Wage	\$5.80	\$7.81	\$9.82	\$11.83	\$7.81	\$9.82	\$11.83	\$13.84		\$3.90	\$4.91	\$5.91	\$6.92
Minimum Wage	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25	\$7.25		\$7.25	\$7.25	\$7.25	\$7.25

Entry-level and average wages for various types of occupations in York County may be found in the following chart.<sup>xix</sup>

Occupational Wages, 2017 Annual Averages				
Major Occupational Group	Entry-Level Wage		Average Wage	
	County	PA	County	PA
Total, All Occupations	\$21,510	\$21,810	\$44,740	\$48,760
Management	\$56,370	\$60,840	\$113,310	\$123,380
Business & Financial Operations	\$44,250	\$43,790	\$70,850	\$73,290
Computer & Mathematical	\$44,010	\$48,630	\$76,070	\$83,060
Architecture & Engineering	\$45,090	\$46,790	\$72,010	\$78,830
Life, Physical & Social Science	\$38,650	\$39,260	\$73,130	\$73,800
Community & Social Services	\$27,290	\$28,410	\$45,230	\$44,300
Legal	\$40,550	\$42,320	\$90,990	\$104,360
Education, Training & Library	\$24,390	\$26,970	\$51,940	\$58,430
Arts, Design, Entertainment, Sports & Media	\$22,340	\$23,110	\$43,610	\$49,700
Healthcare Practitioners & Technical	\$37,120	\$37,790	\$75,100	\$75,210
Healthcare Support	\$25,030	\$23,020	\$32,440	\$31,380
Protective Service	\$21,260	\$21,830	\$46,190	\$44,800
Food Preparation & Serving Related	\$17,450	\$17,420	\$22,460	\$23,380
Building & Grounds Cleaning & Maintenance	\$18,170	\$19,430	\$26,740	\$28,530
Personal Care & Service	\$18,300	\$18,330	\$24,930	\$25,710
Sales & Related	\$17,640	\$18,100	\$35,860	\$41,000
Office & Administrative Support	\$22,520	\$23,140	\$35,010	\$37,220
Farming, Fishing & Forestry	\$19,020	\$19,530	\$28,950	\$32,550
Construction & Extraction	\$31,610	\$30,630	\$45,840	\$50,840
Installation, Maintenance & Repair	\$29,410	\$28,710	\$47,860	\$46,960
Production	\$24,230	\$24,350	\$37,330	\$39,010
Transportation & Material Moving	\$22,240	\$21,550	\$34,960	\$36,250

Education is closely linked to income levels. In York County, the median wage for an adult without a high school diploma is about \$23,000/year. The median wage for a high school graduate is \$32,000 and \$52,000 for a person with a bachelor’s degree.<sup>xx</sup> In March of 2016, 72% of females in YCP reported having a high school diploma, while only 58% of males did. In March of 2016, 34% of females in YCP listed employment, while 40% of males did. It is very unlikely that a significant percentage of these individuals maintain employment while incarcerated, although the Day Reporting Center does alleviate some pressures.<sup>xxi</sup>



## A Reentry Coalition for York County

Many groups and agencies consider reentry a priority and offer programs and services to further reentry in York County. An idea of the variety and scope of these resources can be gained by reviewing Appendix D of this plan. For example, many programs and services are offered through the YCP, Adult Probation, and numerous nonprofit organizations. The role of the YCRC is to develop a collaborative, coordinated approach to reentry through the activities of all of its members.

### A Collaborative Approach

Reentrants have multiple and complex needs, as has been illustrated in the preceding discussion on barriers to successful reentry. Because of this, there is no single agency or board that can address

all of the needs a reentrant might have. A collaborative approach allows for coordination between partnering agencies, helps agencies leverage resources and knowledge, and allows each member to do what they do best while knowing who to call for help in other areas. Gaps and duplications in services also become apparent, and can be addressed to offer better overall service to the community. Ultimately, a robust collaborative group can help stop the cycle of recidivism, lead to safer and healthier communities, restore lives and families, and make sure resources are available for other community needs.

### Coalition History

Reentry coalitions in Pennsylvania are typically rooted in a policy focus of the PA Commission on Crime and Delinquency (PCCD). In the fall of 2013, PCCD hosted a conference for CJAB members and staff focused on reentry issues. Later that same year, the York County CJAB chose reentry as its top priority. In 2014, York County received a planning grant from the Pennsylvania Commission on Crime & Delinquency (PCCD), which was earmarked for hiring a consultant to lead the County through the strategic planning process. A variety of external factors prevented this process from taking place until January of 2016.

In March of 2016, the first of eight planning sessions were held, with over 75 persons invited to attend. As meetings progressed, additional stakeholders were identified and asked to participate. The list of people involved with the effort grew to well over 100 individuals. The strategic planning process ended in September of 2016, when the CJAB reviewed and adopted the first iteration of this Strategic Plan. This marked the formation of the YCRC and the beginning of its operations as an advocate for reentry in York County.

### Stakeholders

While the push to develop a Coalition may have started with the County's CJAB, the effort has quickly expanded to include a wide range of individuals, groups, and agencies. The full list may be found in Appendix E of this plan. New members are welcome at any time moving forward.

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

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

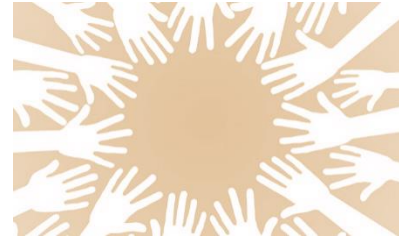
-PA Secretary of Corrections, John Wetzel

## Vision, Mission, & Scope

One of the earliest steps in the planning process was to develop a vision statement and mission for the YCRC. After careful review and collaboration, the YCRC agreed on these guiding statements:

### VISION

*The vision of the York County Reentry Coalition (YCRC) is to help reentrants increase their quality of life by supporting their personal development, which will improve the York community by reducing recidivism, increasing public safety, and enhancing economic growth.*



### MISSION

*The Mission of the York County Reentry Coalition (YCRC) is to develop partnerships with governmental agencies, the business community, faith-based entities and service providers. This collaborative effort will support reentrants and their families through risks/needs identification, education, treatment, and ongoing skill development. The YCRC shall promote the use of evidence- and trauma-based assessments, practices and interventions to help the reentrant internalize and engage in prosocial law-abiding behaviors to improve their quality of life, break the cycle of recidivism, and restore their dignity.*

Because the Coalition is a relatively new entity that does not yet have a designated administrative staff or funding stream, the YCRC has found it advantageous to focus on tasks that:

- educate the York community about reentry,
- focus on outreach to employers, volunteers, and others within the community,
- aid in data collection, information sharing, and coordination of services between stakeholders,
- advocate for new or expanded evidence-based programming and resources rooted in a compassionate approach, and,
- advocate to align existing programs and services with evidence-based practices and trauma-informed care principles.

## Guiding Principles

In the creation of the YCRC, the group identified these guiding principles:

- Improvement of our reentry resources and processes to benefit the whole community.
- There are no “second class citizens” – everyone matters.
- Collaboration is essential.
- Increasing the number of advocates for reentry in our community.
- The avoidance of unrealistic expectations. People will not change on a schedule, nor will they necessarily have the needs we expect of them.
- The work of the Coalition receives and assumes continued support from the criminal justice system (whether local, state, or federal).



## The Current Environment in York County

Planning for reentry in York County involves taking stock of current community strengths and challenges. In doing this, strengths that may be taken advantage of are identified, as are challenges that will need to be addressed.

### Community Strengths/Assets

- The criminal justice system and allied agencies are reentry-friendly and willing to collaborate.
- There is a willingness to create and strengthen the bridge between treatment providers and the criminal justice system.
- Significant funding and support is available from the Commonwealth for some services (i.e., the Office of Vocational Rehabilitation, or the Work Opportunity Tax Credit).
- The York County Prison, both staff and the Prison Board, have previously developed a number of reentry services and are willing to collaborate with the community in providing services for additional reentry needs.
- The York community contains a large group of volunteers dedicated to the reentry cause, including those working through faith-based groups.
- The Coalition maintains a dedication to treating people like people, so that human dignity may be restored.
- York County is home to a robust population of recovery houses, a resource that is often much scarcer.
- A great deal of work has already been done in identifying employers willing to work with returning citizens, and convincing others to work with returning citizens.

### Community Challenges

- Information and access to resources seems to be unevenly distributed. Housing/recovery houses, transportation, food, clothing, ID, supportive/ positive relationships and role models, family supports – programs for all of these things exist, but returning citizens are not always finding their way to them. This situation exists despite multiple resource guides, databases, and websites.
- Capacity in existing programs may not be sufficient, in many cases. This is especially true of resources related to housing, transportation, and detox and rehab.
- Addressing needs in an effective manner. Employment and housing are good, but returning citizens often first need life skills to find internal motivation and the ability to ask for help, in order to successfully reintegrate.
- Programming for returning citizens must provide structure, a sense of purpose and hope, and a bolstering of decision-making skills.
- The stigma placed on returning citizens by the general public is still prevalent, and there is anticipation of resistance within the community and among some employers.
- Access to services and resources must begin well before release from prison and bridge to the period of return to the community. This can be difficult because release dates are not always clear, and wait times for service providers can be lengthy.

## Strategies

The Reentry Coalition has chosen the following overarching strategies as methods to achieve the mission and vision of the group.

- Educate the community, employers, and victims to increase acceptance and support of this reentry effort.
- Create a shared database and/or support information sharing across agencies. This includes elimination of duplicate efforts and the use/establishment of common referral, assessment and intake processes.
- Make sure that information and guidance is given – and that connection to services occurs – well before release.
- Address reentry challenges from a trauma-informed perspective.
- Focus on strengthening families and family support for returning citizens.
- Leverage and expand peer supports like Project RASE and Life’s Beacon Successful Ex-Offender meetings.
- Increase the faith community’s involvement; leverage the work of volunteers.
- Increase the knowledge of and use of alternative sentencing, diversionary programs, and pre-trial resources.
- Document and use savings from reduced recidivism/decreased incarceration to fund reentry initiatives (justice reinvestment).

## Goals, Objectives, & Measures of Success

In August of 2018, participants in the reentry planning process were asked to brainstorm tasks, or action items, for the Coalition to consider. These suggestions were focused around each of the Coalition’s existing committees. Committee Conveners, along with Advisory Board members, then determined a course of work for the Coalition over the course of the next three years.

The goals and action items, along with target completion dates and responsible parties, may be found in Appendix B of this Plan. The Advisory Board has also identified these overarching goals for the Coalition as a whole:

- Obtaining nonprofit status in 2019 in order to facilitate fundraising and the administration of grant opportunities.
- Bringing on an Executive Director to provide day-to-day support for the Coalition and its activities, possibly as part of the wider Project 2020 strategic planning effort.
- Focusing on supporting and/or developing mentorship opportunities.
- Continuing to monitor the composition of the YCRC Advisory Board, and the representation thereon, to ensure that the Coalition maintains an effective leadership body.
- Continuing to monitor the number and operation of standing Committees to ensure that needs or barriers within the community are properly represented.

It should be noted that these goals and objectives are intended to provide a general guide for Coalition work, and it is expected that these should be revisited frequently as the YCRC finds its footing in the York County community.

## Appendices

Appendix A – York County Theory of Change

Appendix B – Logic Models for Key Initiatives

Appendix C – Expected Process Flow for Reentry

Appendix D – Reentry Resources

Appendix E – Coalition Members

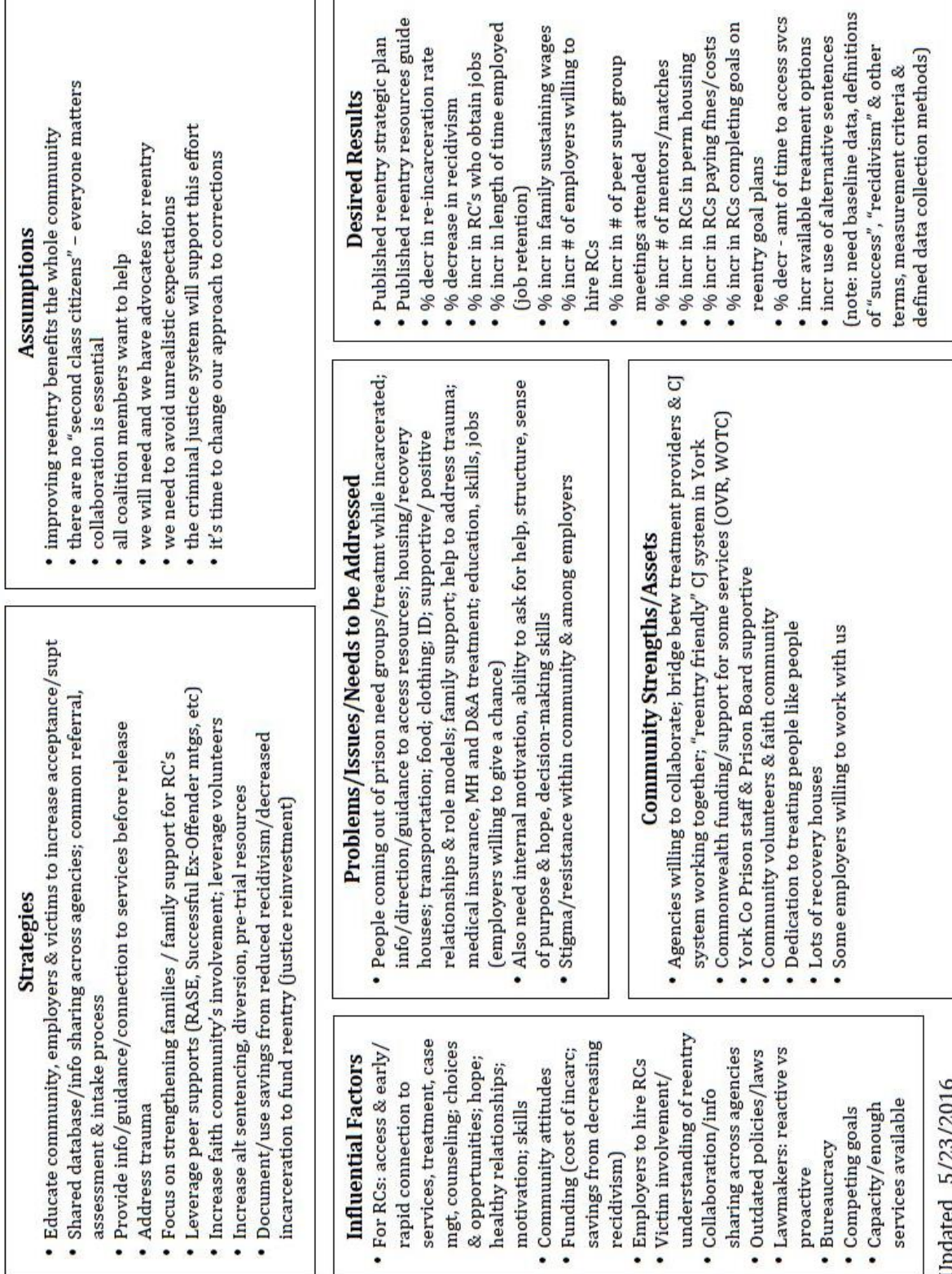
Appendix F – Definitions

Appendix G – Acronyms

Appendix H – Maps of Barriers to Reentry and Other Demographic Characteristics

Appendix A – York County Theory of Change

**YORK COUNTY REENTRY COALITION - Theory of Change**



Updated 5/23/2016

## Appendix B – Logic Models for Goals and Action Steps

The following pages document the stated goals of the York County Reentry Coalition. Actions necessary to reach goals are identified, as are responsible parties and target dates for completion. These goals emerged through brainstorming, followed by a survey to aid in prioritization of goals. Action steps were identified through work in small groups, paired with review by the Strategic Planning Committee.

**COMMUNITY OUTREACH**

**GOAL:** Increase general awareness of YCRC in community

**TARGET POPULATION:** anyone interested in reentry

Objectives	WHAT? Action Steps	BY WHEN? Target Dates	WHO?	Success Measures (How will you know when you've accomplished this?)
Finalize general presentation and train speakers	Committee meets to finalize	January 2019	Committee members	Distribution of presentation to Coalition
	Identify & train speakers	Spring 2019		Number of speakers trained
Let local groups know that we are available to speak	Create a list of local groups to contact	Spring 2019		Number of contacts made
	Create a pinned post on Facebook	Spring 2019		Creation of post, engagement on post
Identify and attend community events – set up table, distribute literature, etc	Create a list of relevant local events (National Night Out, etc) with attendance info	Spring 2019		
	Create a standard package of literature to take (info cards, resource guides, etc)	Summer 2019		
	Find \$\$\$ for items like pens, magnets, etc to hand out	Fall 2019		



**COMMUNITY OUTREACH**

**GOAL:** Increase awareness of YCRC among reentrants and their families

**TARGET POPULATION:** reentrants and families/support systems

Objectives	WHAT? Action Steps	BY WHEN? Target Dates	WHO?	Success Measures (How will you know when you've accomplished this?)
Host a services fair in the evening at <u>Stillmeadow</u> targeted at reentrants and their friends and families	Choose date, set agenda	Summer 2019	Committee members	Event organized and held
	Invite YCRC members to set up tables	Summer 2019	Full Coalition	Partners who attend
	Find speaker(s) that can personally address reentry difficulties	Summer 2019	Full Coalition	
	Identify ways to get message out to target population	Summer 2019	Full Coalition	# of outreach methods used
	Hold fair	Fall 2019	Committee members	# of reentrants and family members in attendance
	Debrief after event	Decide what worked, what didn't	Fall 2019	Committee members
Determine whether to hold fairs at regular intervals		Fall 2019	Committee members	



**COMMUNITY OUTREACH**

**GOAL: Increase awareness of YCRC among reentrants and their families**

**TARGET POPULATION: reentrants and families/support systems**

<b>Objectives</b>	<b>WHAT?</b> Action Steps	<b>BY WHEN?</b> Target Dates	<b>WHO?</b>	<b>Success Measures</b> (How will you know when you've accomplished this?)	
Host a Reentry Simulation in partnership with York College or other partner	Identify interested partners w/in YCRC	Summer 2019	Committee Convener	Partners identified	
	Talk to other coalitions who have hosted events to determine logistics/ necessary resources	Summer 2019	Committee members	Contacts made and information collected	
	Choose date and set agenda	Fall 2019	Committee members	Selection of date	
	Hold simulation	Winter 2019	Committee members	Participation in simulation	
	Debrief after event	Decide what worked, what didn't	Winter 2019	Committee members	
		Determine whether to hold simulations at regular intervals	Winter 2019	Committee members	

**VOLUNTEER COORDINATION**

**GOAL: Reestablish Committee and recruit Convener(s)**

**TARGET POPULATION: anyone interested in reentry, established volunteer groups, reentrants interested in mentoring**

<b>Objectives</b>	<b>WHAT?</b> Action Steps	<b>BY WHEN?</b> Target Dates	<b>WHO?</b>	<b>Success Measures</b> (How will you know when you've accomplished this?)
Recruit effective convener(s) for committee	Advisory Board members and other Conveners speak to candidates to assess interest	November/December 2018  January 2019	Board members & conveners	Number of contacts made
Hold special evening meeting for those interested in volunteerism and mentorship	See if John Watson or other appropriate person can facilitate meeting  Identify reentrants and get their presence at the meeting  Make contact with other volunteers who already vetted through the Prison	Preparation made in November & December 2018  Meeting held January 2019	Board members & conveners	Meeting held, number of attendees present  Reformed committee with committed convener and members

**VOLUNTEER COORDINATION**

**GOAL: Determine best way for YCRC to engage with mentorship programs for reentrants**

**TARGET POPULATION: Reentrants and others in a position to mentor/service organizations**

Objectives	WHAT? Action Steps	BY WHEN? Target Dates	WHO?	Success Measures (How will you know when you've accomplished this?)
Identify mentorship resources already available w/in the community.	Find out who is already vetted through YCP to work w/in the prison	Spring 2019	Committee members	List of volunteer mentor groups at YCP in hand
	Survey YCRC membership to identify other mentorship programs	Spring 2019	Full Coalition	Survey completed and results collated
	Use outreach channels to identify individuals interested in mentorship but not currently connected to a program or service	Spring 2019 & ongoing	Full Coalition	# of new mentors identified
Make recommendation to Advisory Board on the most appropriate way for YCRC to engage with mentorship.	Deliberate using previously collected information	Fall 2019	Committee members	Recommendation made
Work with York UCC Congregations to establish projects/connections	Follow up with contact, create survey for county congregations	January 2019	Committee members	Survey conducted and connections made

**DATA & RESOURCES**

**GOAL: Connect reentrants and their support networks to community resources**

**TARGET POPULATION: Reentrants and their families, friends, and mentors**

<b>Objectives</b>	<b>WHAT?</b> Action Steps	<b>BY WHEN?</b> Target Dates	<b>WHO?</b>	<b>Success Measures</b> (How will you know when you've accomplished this?)
Work with PA-211 to provide a complete and up-to-date database of resources available	<p>Continue to meet with PA-211 and Human Services representatives to ensure the best product possible</p> <p>Create a set of procedures to ensure contact information and service availability is updated frequently</p> <p>Raise awareness of PA-211 when data entry phase is complete</p>	<p>January 2019</p> <p>Summer 2019</p>	<p>Committee members</p> <p>Committee members</p>	<p>Meetings held and procedures established</p>
Determine most effective ways to present reentry-specific services to reentrants and their families beyond PA-211	<p>Continue to investigate development of custom web app</p> <p>Work with YCP &amp; State Parole to ensure awareness. Don't forget about Federal!</p>	<p>Summer 2019</p>	<p>Committee members</p>	<p>Recommendation made to Advisory Board on best ways to reach reentrants and support networks (paper resource guide, web app, or other). Development of resources into Fall of 2019 and beyond.</p>

**DATA & RESOURCES**

**GOAL: Maintain data relevant to reentry in York County, including a recidivism rate**

**TARGET POPULATION: Reentrants and their families, friends, and mentors**

<b>Objectives</b>	<b>WHAT?</b> Action Steps	<b>BY WHEN?</b> Target Dates	<b>WHO?</b>	<b>Success Measures</b> (How will you know when you've accomplished this?)
Maintain statistics relevant to reentry in York County	Update information found in current strategic plan	Winter 2018 and ongoing	Committee members	Updated statistical information in strategic plan
	Poll Coalition members for sources of new data/areas where statistics are needed	Spring 2019	Full Coalition	Survey completed and results collated
	Convey new data to Outreach Committee	Ongoing	Committee members	Communications made to Outreach Committee
	Provide data, as needed, for grant applications	Ongoing	Committee members	Communications made to Funding Committee or other relevant committee
Establish a recidivism rate for York County and, if possible, connect data on recidivism to socio-economic characteristics	Continue with existing project between YCRC, AOPC, and <u>UPenn.</u>	Fall 2019	Committee members	Establishment of rate and attendant data

**TRANSPORTATION**

**GOAL: Increase reentrants' awareness of transportation options**

**TARGET POPULATION: Reentrants and their families, friends, and mentors**

<b>Objectives</b>	<b>WHAT?</b> Action Steps	<b>BY WHEN?</b> Target Dates	<b>WHO?</b>	<b>Success Measures</b> (How will you know when you've accomplished this?)
Expand awareness of <u>rabbittransit's</u> routes and services	Have <u>rabbittransit</u> reps present to Coalition	Winter 2018	Committee members	Presentation made
	Maintain up-to-date information on YCRC Facebook page	Spring 2019	Outreach Committee	Pinned post with guide; updates made as necessary
	Distribute <u>rabbittransit</u> resource guide to YCP counselors	Winter 2018	Committee members	Guides distributed
Identify and increase awareness of car ministries conducted through faith-based organizations	Look at other organizations' work in <u>IDing</u> these resources	December 2018	Committee members	# of ministries identified and # of relationships with faith-based organizations established
	Develop list of churches	Spring 2019	Committee members	
Advocate for additional changes to State laws and regulations that limit reentrants' ability to access transportation	Expand awareness of changes in license suspensions relating to drug offenses	Ongoing	Committee members	Contacts made through PARC and with other State-level organizations or legislators

**FUNDING**

**GOAL: Identify financial or other support for YCRC initiatives through grant announcements**

**TARGET POPULATION: YCRC Committees and Advisory Board**

<b>Objectives</b>	<b>WHAT?</b> Action Steps	<b>BY WHEN?</b> Target Dates	<b>WHO?</b>	<b>Success Measures</b> (How will you know when you've accomplished this?)
Work with YCRC partner organizations to identify relevant grant opportunities	Maintain an awareness of grant opportunities, including timing for ones released annually  Search for funding streams for specific needs identified by YCRC Committees or Board  Kick out data needs to Data & Resources Committee so that needed statistics can be ready ahead of time	Winter 2018 and ongoing  As needed  As needed	Committee members  Outreach Committee  Committee members	Creation of list of recurring grant opportunities  Number of requests received from other YCRC Committees  Number of data needs <u>IDed</u>
Work with Project 2020 initiative to represent YCRC needs in terms of a director	Coordinate between Project 2020 goals and current funding environment/future goals for YCRC	Follow Project 2020 development schedule	Advisory Board & Committee Convener	Completion of Project 2020 with decision made on when/how to move forward with directorship



**HOUSING**

**GOAL: Expand housing options for returning citizens**

**TARGET POPULATION: YCRC partners**

<b>Objectives</b>	<b>WHAT?</b> Action Steps	<b>BY WHEN?</b> Target Dates	<b>WHO?</b>	<b>Success Measures</b> (How will you know when you've accomplished this?)
Work with YCRC partner organizations to pilot housing programs like Home4Good or similar	Identify full range of funding options for housing programs  Through partners, apply for and administer programs	Winter 2018 and ongoing  Timing as required by grant applications	Committee members, plus Funding Committee  Committee members plus partner agency representation	Creation of list of recurring grant opportunities  Number of successful grant applications, performance measures from those grants
Identify successful programs used in other communities and assess for possible implementation in York	Contact CJAB representative and PARC members for communities to contact	January 2019	Committee members	Number of programs identified
Assess possibility of engaging with private landlords to provide housing for reentrants	Determine if committee can do this themselves, and/or ID a partner organization to aid efforts	First Quarter 2019	Committee members	Assessment made  Partners identified  Number of private landlord contacts made

**MENTAL & PHYSICAL HEALTH**

**GOAL: Identifying and addressing the greatest needs in relation to the physical health of reentrants**

**TARGET POPULATION: Reentrants with physical health concerns who cannot travel to and/or afford health care**

<b>Objectives</b>	<b>WHAT?</b> Action Steps	<b>BY WHEN?</b> Target Dates	<b>WHO?</b>	<b>Success Measures</b> (How will you know when you've accomplished this?)
Work with YCRC partner organizations to identify most pressing physical health needs	Dental and vision are likely the most pressing, but this should be verified – informal survey of membership?	January 2019	Committee members	Determination of needs
Identify organizations and/or practices to sponsor clinics to provide these needs	Explore connections through YCRC members	Winter/Spring 2019	Committee members	Number of practices or organizations willing to contribute to effort
Hold at least one dental or vision clinic (or hold event to address another identified need)	Make new connections if necessary	Spring 2019	Committee members	Number of new connections made
	Secure location	Summer 2019	Committee members, plus Outreach and Transportation	Event planned and held
	Advertise event	Summer 2019	Committee members	Number of reentrants who receive care
	Work to provide transit to event	Summer 2019		
	Hold event	Fall 2019		

**MENTAL & PHYSICAL HEALTH**

**GOAL:** Coordinate with strategic partners to address mental health and substance abuse concerns for reentrants

**TARGET POPULATION:** Reentrants with mental health concerns who cannot find, travel to, and/or afford health care

<b>Objectives</b>	<b>WHAT?</b> Action Steps	<b>BY WHEN?</b> Target Dates	<b>WHO?</b>	<b>Success Measures</b> (How will you know when you've accomplished this?)
<p>Work with related criminal justice and countywide initiatives to address mental health care concerns in the County</p>	<p>Remain closely aligned with the Stepping Up Initiative and involved in projects that flow from it</p> <p>Work to find solutions that will allow for greater access to mental health care prior to release from prison through Medical Assistance or other avenues</p>	<p>Schedule as determined by Stepping Up work groups</p> <p>Ongoing throughout 2019</p>	<p>Committee members</p> <p>Committee members</p>	<p>Participation in Stepping Up Initiative programs, including ongoing development of MAT policies in Wellness Courts</p> <p>Development of solutions and, if needed, alternatives to MA for treatment immediately after or even prior to release</p>

**COMMITTEE NAME – Workforce Engagement Committee**

**GOAL: Employment**

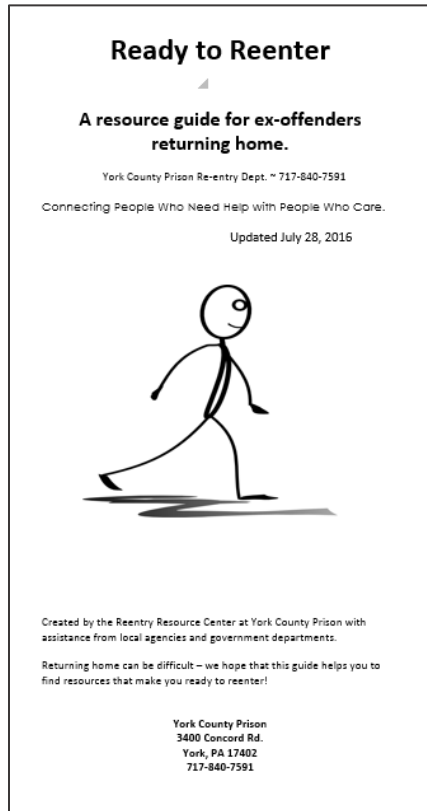
**TARGET POPULATION: Reentrants**

Objectives	WHAT? Action Steps	BY WHEN? Target Dates	WHO?	Success Measures (How will you know when you've accomplished this?)
Employer Video – to educate employers on the benefits of hiring a reentrant.	LIU currently working on gathering information on this including current data, employer feedback, and YCRC Workforce presentation slides.	1 <sup>st</sup> quarter 2019	LIU – <a href="#">CareerLink</a>	Completed video
Employer List of who hires	Currently collecting data from employers to analyze. Gaining permission to share information with other agencies. Create employer resource guide.	4 <sup>th</sup> quarter 2018-1 <sup>st</sup> quarter 2019	<a href="#">CareerLink</a>	Completed resource guide
CL Services presentation and recorded video with all partners	Identify partners to include in staged video Select record date Edit Recording Share with agencies	Spring 2019	All Committee partners and <a href="#">CareerLink</a> service partners	Completed video
Prison Services – partner with agencies currently in prison to offer employment info and services	Contact Warden to learn parameters of prison stipulations Build partnerships Identify presenters to deliver info Identify materials allowed in prison Identify information to share Connect with probation officers Provide referral form to probation officers Distribute info video	Summer 2019	All Committee partners, probation, prison, other community partner agencies	Regular presentation Referral process working

## Appendix D – Reentry Resource Guides

There are several guides and checklists available that index community and government resources. These are discussed below.

### Reentry-Specific Guides



The York County Prison (YCP) has two guides that are distributed to inmates. The first is a two-page pocket guide called *Ready to Reenter* that contains resource names, addresses, and telephone numbers along with brief descriptions. Resources are organized in categories: employment programs, temp agencies, public assistance, food stamps, medical assistance, drug and alcohol referrals, dental needs, mental health assistance, documentation of identity, housing and shelter programs, utility assistance, meals and food pantries, clothing resources, childcare and parenting needs, abuse services, legal services, educational services, transportation information, and other miscellaneous services. The cover of this guide is included to the left for reference.

The YCP also distributes a two-page *Ready for Release Checklist*. This checklist includes a schedule for planning for an individual’s return to the community, and a list of items people should have upon release. The programs in this guide are arranged by needs, or an individual’s particular

circumstances: clothing, educational help, transportation, healthcare, identification, probation requirements, child support, veteran status, mental health services, and drug and alcohol treatment. Contact information is given, but this document also provides instructions on how and when to access services, and makes note when activity can occur prior to release.

These guides are actively used by York County Prison staff, and copies are distributed to inmates as part of the reentry planning process. Copies and additional information on both of these guides may be obtained by contacting Treatment & Reentry staff at York County Prison.

**READY FOR RELEASE CHECKLIST**

**BEFORE LEAVING YORK COUNTY PRISON:**

- 2 months before [release](#) – Arrange a home plan
- 6 weeks before [release](#) – Apply for medical assistance
- 4 weeks before [release](#) – Submit parole plan to York County Adult Probation
- 2 weeks before [release](#) – Arrange transportation home

**WHEN YOU LEAVE YCP, YOU SHOULD HAVE:**

- 3-day supply of your meds
- All property from your property box
- A check for any money left on your YCP account

**I NEED CLOTHING**

1 MONTH BEFORE RELEASE: If you don't have weather appropriate clothing to wear on the day of your release:

- Contact the friend or family member who will pick you up and ask them to bring clothes for you.
- If you do not have anyone to bring clothes, the Admissions department will supply a sweat-shirt and sweat-pant.

**Clothing Resources**

Catholic Charities.....	717-845-2696
Can help with boots and shoes necessary for employment.	
253 E. Market St.	York, PA 17403
Goodwill.....	717-846-5780
Has clothing for men, women and children available at a discounted price. 1120 Roosevelt Ave.	
	York, PA 17404
Salvation Army.....	717-848-2364
1080 & 1090 Haines Rd.	
	York, PA 17402
York Economy Store (York Rescue Mission).....	717-845-7662
M, W, Th & F – 9a-4:30p; Tue 9a-1p, 2p-4:30p, Sat. 9a-2p	
283 W. Market St. York, PA 17405	

## General Resource Guides

Several guides also exist that maintain information on a broad range of resources that may be useful to both reentrants and Coalition members.

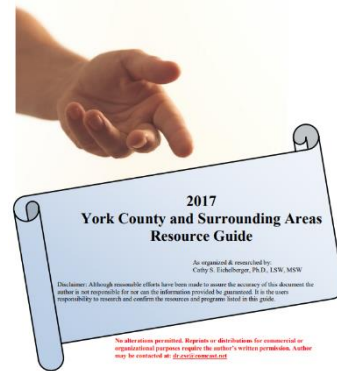
### PA211

Perhaps the most extensive is the PA211 system. This system is a telephone (dial 211) and web-based (<https://pa211.communityos.org/cms/>) database that connects people to health and human services in their area. A search for resources in York County returns well over 1,000 groups, agencies, departments, and programs. The Reentry Resources Subcommittee examined the PA211 information for York County and found that it was common for information to be missing or out-of-date. Coalition members are encouraged to review their information in PA211 and correct errors. Changes can be made through the online system.



### York County & Surrounding Areas Resource Guide

This 95-page guide is published annually by Dr. Cathy S. Eichelberger. Resources are included for: abuse and neglect, case management and debt management, child care and elderly supervision, community centers, counseling and mental health, education, elderly and disability, employment, financial assistance, food and household needs, housing, legal services, medical services, substance abuse, support groups, transportation, veterans, and others. Copies of the guide are available online or may be obtained by contacting Dr. Eichelberger at [dr.cse@comcast.net](mailto:dr.cse@comcast.net).



Each entry in the guide contains the name of the resource, physical and web addresses, and phone numbers. Available services and eligibility are included.

### York Mentoring and Safer Communities Coalition

Several years ago, this Coalition created an *Ex-Offender Mentoring & Support Group: York County Services Guide*. This 13-page guide includes resources for: counseling, education, financial assistance, food, clothing, housing, mental health, support groups, and transportation, among others. Information includes the name of the resource, its location, and a very brief description of the services offered. This guide is useful but has not been updated since its creation. It is also the only guide to offer limited translation into Spanish.

## Appendix E – Participants and Members

The following organizations, agencies, departments, and individuals were a part of the Reentry Coalition planning process and/or have participated in the Coalition.

A Miracle 4 Sure	RASE Project
Aspen Institute Forum for Community Solutions	Rehab After Work York
Bridge of Hope	Safe Haven
Bridges to Health	SCPA Works
CASA	Sees the Day, Inc.
Catholic Charities of Harrisburg, PA	Service Access & Management, Inc.
Chad Baker Properties	SpiriTrust Lutheran
Children's Aid Society	St. Joe's Prison Ministry
Church of the Open Door	Suits to Careers
City of York	Susquehanna Valley Community Mental Health
Colonial House, Inc.	The Lehman Center - CAS
Community Progress Council	The Program: It's About Change
Consolidated School of Business	True North Wellness
Cornerstone Counseling & Education Services	Turning Point
Crispus Attucks	U.S. Department of Justice
Family First Health	United Way of York County
Gaudenzia Integrity House	University of Pennsylvania
GEO Group Reentry Services	Wellspan Health
Girl Scouts in the Heart of PA	York Community Corrections Center
Good News Jail & Prison Ministry	York County & City Health
Grace Fellowship – York	York County Assistance Office
Hanover Area Council of Churches	York County Bar Foundation
Harrisburg Area Community College – York	York County Child Advocacy Center
Healthy Community Network	York County Children & Youth Services
LCBC	York County Clerk of Courts
Life's Beacon Foundation	York County Commissioners
LifePath Ministries	York County Continuum of Care
LIU 12	York County Court of Common Pleas
M28 Ministries	York County Court Self-Help Center
Madison House West	York County District Attorney's Office
Manufacturer's Association	York County Domestic Relations Office
Nancy Stone	York County Economic Alliance
New Wine Worship Center	York County Human Services Department
Not One More, York Chapter	York County Libraries
OBH/Life Lift	York County Magisterial District Justices



On Common Ground  
Open Arms Recovery  
PA 211  
PA Board of Probation and Parole  
PA Bureau of Juvenile Justice  
PA CareerLink  
PA Commission on Crime & Delinquency  
PA Department of Labor & Industry  
Pleasant Acres Nursing & Rehabilitation Center  
Pressley Ridge  
Pyramid Health Care  
rabbitttransit

York County Office of Children, Youth, and Families  
York County Planning Commission  
York County Prison  
York County Probation Services  
York County Public Defender's Office  
York County Wellness Courts  
York County Youth Development Center  
York Housing Authority  
York/Adams Drug & Alcohol Commission  
York/Adams Health Choices Unit  
York/Adams MH-IDD  
Yorktowne Psychological & Addiction Services  
YWCA Harrisburg  
YWCA York

## Appendix F – Definitions

*Recidivism* – Broadly speaking, recidivism is defined as a return to criminal behavior. In practical terms, recidivism is commonly measured by return to prison, rearrest, or conviction on new charges. The YCRC has chosen to track recidivism through returns to prison, as that data is easily accessible using current data collection methods. In the near future, the Coalition will develop ways to track recidivism through rearrest and/or conviction on new misdemeanor or felony charges. Using all three measures may reveal information that reliance any one might not.

*Reentrant* – An individual who is returning to the community after a period of incarceration.

*Reentry* – This is a process by which an incarcerated individual returns and reintegrates into their community. Reentry planning begins as soon as possible, and includes identifying and addressing criminogenic needs while providing support in areas of life such as education, employment, housing, mental health treatment, addictions treatment, family reunification, and spiritual connections. Successful reentry requires the primary participation of the incarcerated individual who is supported by case managers, corrections officers, service providers, parole and probation officers, family members and community members (friends, church, co-workers, volunteers).

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

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

## Appendix G – Acronyms

### ADP – Average Daily Population

This is way to measure jail population. To calculate the ADP, a period of time is chosen (week, month, year, etc) and the daily population counts during that time period are averaged.

### CJAB – Criminal Justice Advisory Board

The York County Criminal Justice Advisory Board is a 21-member board that meets every other month to discuss criminal justice issues and coordinate efforts to address problems. The CJAB holds a yearly planning retreat where project priorities are identified for upcoming years.

### DOC – The Pennsylvania State Department of Corrections

The State agency for corrections. Typically, sentences longer than two years are served through PA DOC facilities.

### FMR – Fair Market Rent

The FMR in an area is an important concept used by the U.S. Department of Housing and Urban Development (HUD) and a number of other agencies in the creation and administration of various housing programs. HUD defines FMR very specifically and provides estimates for geographical areas.

### ICE – United States Immigration and Customs Enforcement

Immigration detainees are held in York County Prison through an agreement with ICE. This has to be acknowledged and considered when looking at demographic information from YCP.

### JNET – Pennsylvania’s Justice Network

The Pennsylvania Justice Network (JNET) is the Commonwealth's primary public safety and criminal justice information broker, working with various contributing municipal, county, state, and federal agencies. As offenders pass through the gateway of justice all the way to post-sentencing supervision, offender information flows in concert with the offender's progression.

### PCCD – Pennsylvania Commission on Crime and Delinquency

PCCD is a state agency that provides leadership in system-wide coordination and in building collaboration among public servants and private citizens representing all aspects of the criminal and juvenile justice systems and victim services. PCCD is also source of funding and offers support to county CJABs.

### RST – Risk Screening Tool

RSTs are used in many fields, from criminal justice agencies to health care and service providers and beyond. A tool is a set of questions that are intended to identify whether an individual is at risk for a particular behavior or characteristic. In the case of reentry, risk screening tools are aimed at identifying a person’s risk of reoffending through the identification of a person’s criminogenic needs.

### SCI – State Correctional Institution

SCIs are State-run correctional facilities. Typically, sentences longer than two years are served through SCIs. Those serving sentences in SCIs are often far away from community and family supports.

### SRT – Supplemental Reentry Tool

The Supplemental Reentry Tool (SRT) is a standardized assessment tool designed to be used with offenders releasing from prison who have served four (4) years or less, but six (6) months or more.

### YCP – York County Prison

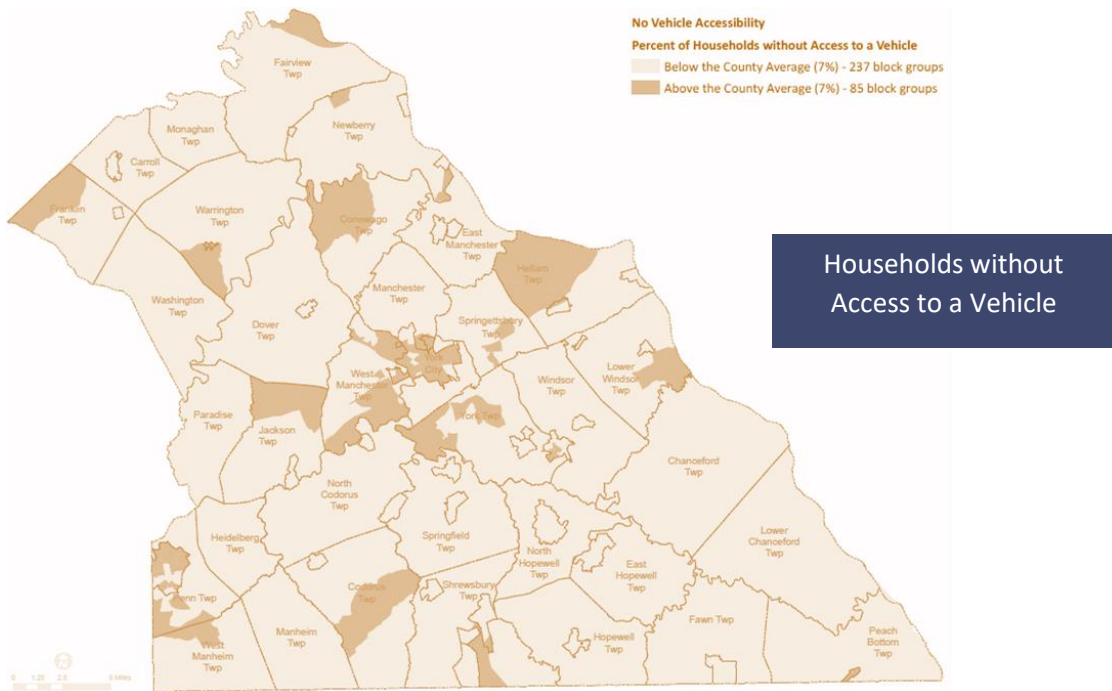
The YCP is the local correctional facility for York County. Inmates are there for a variety of reasons: serving a sentence, held for trial, violation of probation/parole conditions, immigration detainees, and others. Sentences served in YCP are typically less than 2 years in duration.

### YCRC – York County Reentry Coalition

The creation of this group is the result of the reentry planning process documented in this Strategic Plan.

Appendix H – Maps of Barriers to Reentry and Other Demographic Characteristics

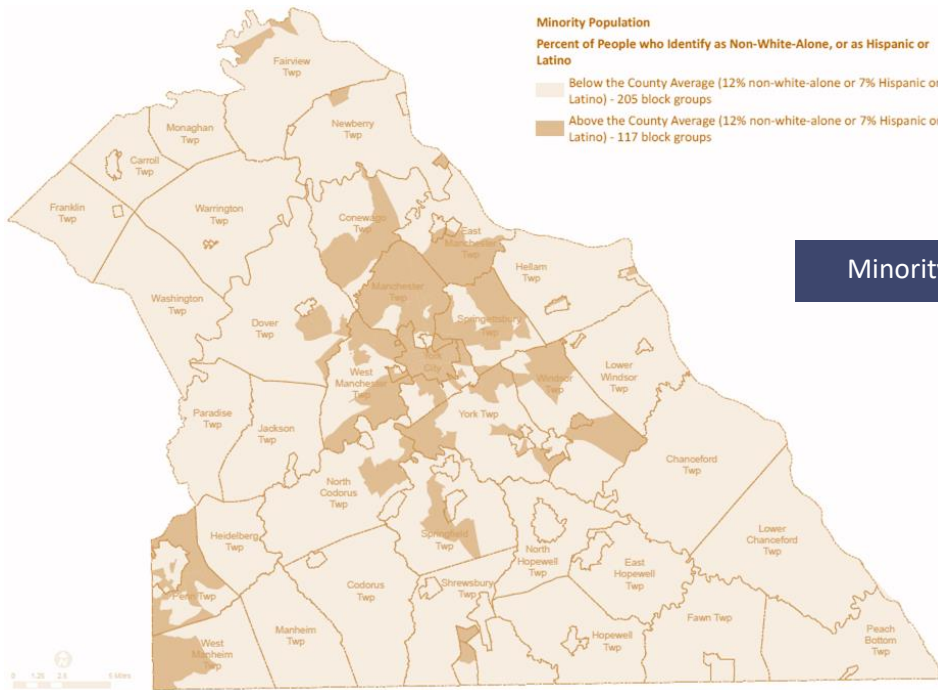
The following figures map U.S. Census Bureau data for York County. They give a geographical perspective on demographic factors and barriers to successful reentry present in York County. All figures compare census block groups to the County average.



# YORK COUNTY REENTRY COALITION: A STRATEGIC PLAN FOR REENTRY

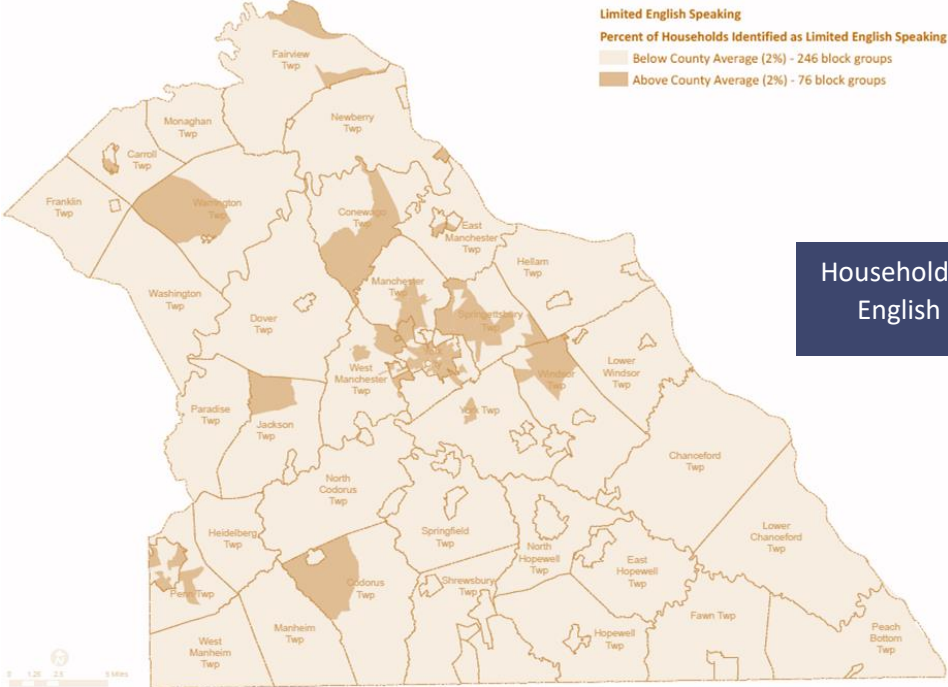


Low Educational Attainment

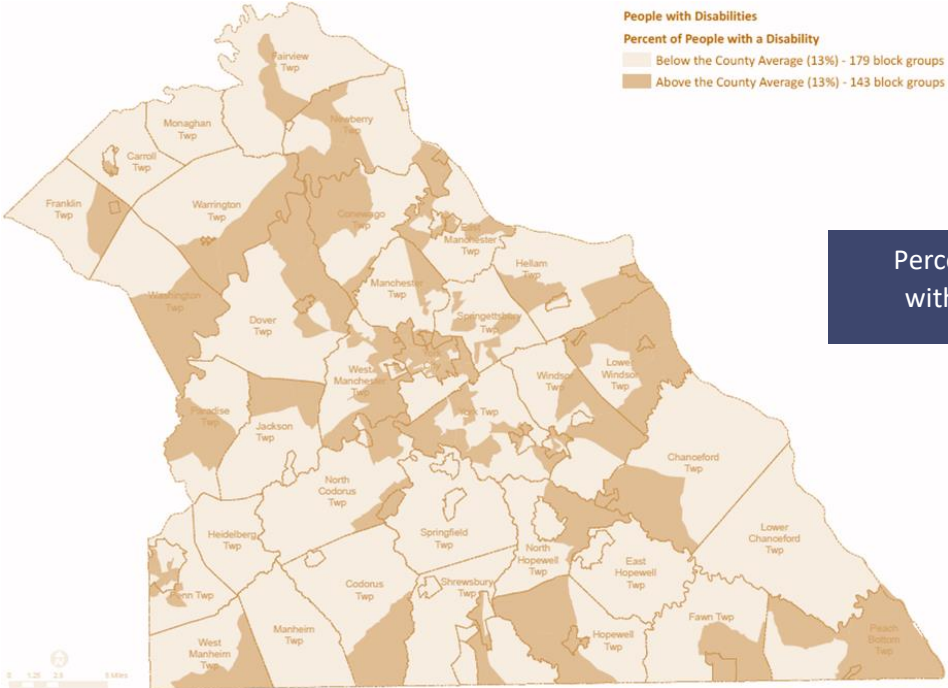


Minority Population





Households with Limited English Proficiency



Percent of People with a Disability



## END NOTES

- <sup>i</sup> All information in this section is sourced from information presented to the planning group by York County Prison officials and staff, or was provided by request from YCP officials and staff.
- <sup>ii</sup> All information in this section is sourced from the 2014 County Adult Probation & Parole Annual Statistical Report published by the PA Board of Probation & Parole (available from: <http://www.pbpp.pa.gov/Information/Documents/CAPP%20Reports/2014%20CAPP%20Statistical%20ReportV2.pdf>), or from information presented to the planning group by officials and staff from the York County Department of Probation Services.
- <sup>iii</sup> PA Department of Corrections Calendar Year Releases interactive mapping website, available at: <https://pa-doc-prs.maps.arcgis.com/apps/MapSeries/index.html?appid=1299751e74c54eba817680fb1f151628>.
- <sup>iv</sup> PA Board of Probation & Parole. 2016 County Adult Probation & Parole Annual Statistical Report. Available from: <http://www.pbpp.pa.gov/Information/Documents/CAPP%20Reports/2016%20CAPP%20Statistical%20ReportV2.pdf>.
- <sup>v</sup> Utah Criminal Justice Center. Risk and Criminogenic Needs. Program Improvement Resource Materials. 2012. Available at: <http://ucjc.utah.edu/wp-content/uploads/Risk-and-Criminogenic-Needs.pdf>
- <sup>vi</sup> U.S. Census Bureau. 2012-2016 American Community Survey 5-year Estimates.
- <sup>vii</sup> Table courtesy of the Community Progress Council. Available at: <http://yorkcpc.org/wp-content/uploads/2015/08/CPC-PovertyGuidelines-2015.pdf>.
- <sup>viii</sup> U.S. Census Bureau. 2012-2016 American Community Survey 5-year Estimates.
- <sup>ix</sup> Barry Krisberg, PhD., and Susan Marchionna. Attitudes of US Voters toward Prisoner Rehabilitation and Reentry Policies. April 2006 issue of FOCUS: Views from the National Council on Crime and Delinquency. Available at: [http://www.nccglobal.org/sites/default/files/publication\\_pdf/focus-reentry-and-rehab.pdf](http://www.nccglobal.org/sites/default/files/publication_pdf/focus-reentry-and-rehab.pdf)
- <sup>x</sup> “What is Housing First?” Brief. National Alliance to End Homelessness. November 9, 2006. Download the PDF at: <http://www.endhomelessness.org/library/entry/what-is-housing-first>
- <sup>xi</sup> U.S. Census Bureau. 2012-2016 American Community Survey 5-year Estimates.
- <sup>xii</sup> National Low Income Housing Coalition. Out of Reach 2018 Report. Available at: <http://nlihc.org/or/pennsylvania>.
- <sup>xiii</sup> Information received from York Housing Authority staff in May of 2016.
- <sup>xiv</sup> Mark Walters. “Making money off addicts: Do York’s 81 unregulated recovery homes help?” York Daily Record. Published April 2, 2016. Available at: <http://www.ydr.com/story/news/2016/04/07/york-addiction-recovery-homes/78411504/>.
- <sup>xv</sup> Kate Harmon, Guest Columnist for the York Daily Record. “Riding the bus opened my eyes to others’ struggles.” Published April 26, 2016. Available at: <http://www.ydr.com/story/opinion/columnists/2016/04/26/riding-bus-opened-my-eyes-others-struggles-column/83544292/>
- <sup>xvi</sup> Substance Abuse and Mental Health Services Administration. Behavioral Health Barometer, Pennsylvania 2014. Available at: [http://www.samhsa.gov/data/sites/default/files/State\\_BHBarometers\\_2014\\_2/BHBarometer-PA.pdf](http://www.samhsa.gov/data/sites/default/files/State_BHBarometers_2014_2/BHBarometer-PA.pdf).
- <sup>xvii</sup> Robert Wood Johnson Foundation. County Health Rankings, 2018. Available at: <http://www.countyhealthrankings.org/app/pennsylvania/2018/rankings/york/county/outcomes/overall/snapshot>.
- <sup>xviii</sup> Massachusetts Institute of Technology. Living Wage Calculator. Available at: <http://livingwage.mit.edu/counties/42133>.
- <sup>xix</sup> York County Profile. Center for Workforce Information & Analysis. PA Dept. of Labor & Industry. Available at: <http://www.workstats.dli.pa.gov/Documents/County%20Profiles/York%20County.pdf>.
- <sup>xx</sup> U.S. Census Bureau. 2012-2016 American Community Survey 5-year Estimates.
- <sup>xxi</sup> York County Prison Inmate Demographics Report. March 23, 2016.