



JULY 2015  
8082

**A COMPREHENSIVE PLAN TO  
RETHINK JAILS: THREE YEARS  
OF CRIMINAL JUSTICE REFORM  
2015 - 2018**

JULY 2018  
5192



Supported by the John D. and Catherine T. MacArthur Foundation

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# EXECUTIVE SUMMARY

Philadelphia's involvement in the MacArthur Foundation's Safety and Justice Challenge (SJC) dates back to the spring of 2015, when the criminal justice partners were awarded a Planning Phase grant to develop initiatives to safely reduce the jail population while reducing racial, ethnic, and economic disparities in the jail. Since those efforts began three years ago, Philadelphia launched nineteen initiatives and the jail population fell from 8,082 in July of 2015, to 5,192 in July of 2018, which translates to a 35.8% reduction.

This is the inaugural report on Philadelphia's participation in the MacArthur Foundation's Safety and Justice Challenge over a three-year period from July, 2015 (baseline for metrics) to July, 2018. As such, the report details multiple grant applications and awards, the intricate strategies, and data used to inform decisions and track progress during this three year period.

**Important Disclaimer:** The contents of this report reflect work and participation through July, 2018. Much has been underway since then: more initiatives launched, while others continue to expand and evolve. Additional funding was received from the MacArthur Foundation in October, 2018. The details of changing efforts, strategy implementation, and funding beyond July, 2018 will be included in a subsequent report.

## PLANNING PHASE

March, 2015 - December, 2015

## IMPLEMENTATION PHASE

January, 2016 – October 2018

## RENEWAL PHASE

June, 2018 - October, 2020

Two years of renewal funding was awarded in October, 2018.

 Copies of grant applications, data reports, and other resources can be found on Philadelphia's [SJC website](#).





# CITY OF PHILADELPHIA

Transformational change is happening in Philadelphia's criminal justice system. Reform has become a part of the culture. The City and its partners are breaking down silos to meaningfully change the local criminal justice system while continuously striving to keep the city safe. Since 2015, Philadelphia's criminal justice and community partners embraced the ambitious goals of the MacArthur Foundation's Safety and Justice Challenge (SJC), continuing to set a high standard for the city, and for jurisdictions nationwide.

In 2016, we began the implementation of a collaborative and data-driven plan to safely reduce Philadelphia's jail population by 34% over three years. Three years into the reform effort, we not only met our original goal, but exceeded it an entire year ahead of schedule. We enacted 19 new initiatives across the criminal justice system, including an Early Bail Review Program, a Police-Assisted Diversion pilot, and a Detainer Alternative Program. From 2015-2018, Philadelphia reduced its local jail population by 35.8% and depopulated the House of Correction, one of the City's oldest and largest jail facilities. This report provides a detailed description of the first phase of implementation, and the results achieved in the first three years of the Safety and Justice Challenge.

In light of all this success, we acknowledge more work remains. Despite the reduction in jail population and significant efforts to implement bias training, enhance data collection, and increase diversions at the point of arrest, the rates of racial and ethnic disparities in the City's jail population remain unchanged. As a result, the city's criminal justice partners are now intensifying efforts to reduce disparities by implementing new programming, policy, and practice changes, and by fostering meaningful community engagement with those who have been directly impacted by the system. We also established a new ambitious target to reduce the jail population by 50% over five years (from 2015-2020) through innovative strategies across the criminal justice system. Philadelphia continues to struggle with high rates of poverty and violence. The SJC is one part of a larger endeavor to increase community services and supports that promote safe and healthy communities citywide.

For too long, Philadelphia has been the most incarcerated big city in the country. We are working tirelessly to change that and break the cycle of incarceration impacting so many people. Our justice and behavioral health partners - Managing Director's Office, Philadelphia Department of Prisons, Philadelphia Police Department, Philadelphia Department of Behavioral Health and Intellectual disAbility Services, Defender Association of Philadelphia, Philadelphia District Attorney's Office, and the First Judicial District of Pennsylvania (Municipal Court, Court of Common Pleas, Court Administration, Research and Development, Pretrial Services, and Adult Probation and Parole) - are committed to ensuring that fewer people go to jail for shorter periods of time, that individuals receive the services and the support they need in lieu of incarceration, and that communities have the necessary resources to stay safe and thrive. We can achieve this vision together by creating the fair and equitable criminal justice system that Philadelphia deserves.

## Philadelphia's Safety and Justice Challenge Project Management Team

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City of Philadelphia

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First Judicial District of Pennsylvania

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City of Philadelphia

# PARTNERS & LEADERSHIP

## Philadelphia's Participation in the Safety + Justice Challenge



City of Philadelphia  
Managing Director's Office



Philadelphia Department  
of Prisons



Philadelphia Police Department



Department of Behavioral  
Health and Intellectual  
disAbility Services

First Judicial District of  
Pennsylvania



District Attorney's Office of  
Philadelphia



Defender Association of  
Philadelphia



**Vera**  
INSTITUTE OF JUSTICE



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# BACKGROUND

## Philadelphia seeks to safely reduce the local jail population by 50% by 2020.

Beginning in 2015, this unprecedented, major reform effort also aims to reduce racial, ethnic, and economic disparities in the criminal justice system.

The John D. and Catherine T. MacArthur Foundation's Safety and Justice Challenge (SJC) is a \$148 million national initiative to reduce over-incarceration by changing the way America thinks about and uses jails. Since 2015, the SJC network has grown to include 52 jurisdictions across the country.

The SJC is supporting local leaders in Philadelphia and across the country who are determined to tackle one of the greatest drivers of mass incarceration in America – the misuse and overuse of jails. Philadelphia was first selected to join the collaborative Safety and Justice Challenge Network in 2015. The criminal justice partners used the funding and resources to implement a concerted and data-driven approach spanning the entire criminal justice system.

Philadelphia was awarded a \$150,000 grant in 2015 for the planning process and subsequently received a \$3.5 million grant in 2016 to support the first phase of implementation. An application for renewal funding proposing new initiatives received funding in October, 2018.

### Philadelphia's Reform Plan 7 Strategies

1. Reduce the number of people incarcerated in pretrial posture
2. Create efficiencies in case processing that reduce length of stay
3. Decrease the number of people held in jail on a probation detainer
4. Reduce racial and ethnic disparities across the criminal justice system
5. Decrease the number of people in jail with mental illness
6. Increase cross-system data capacity
7. Foster meaningful community engagement

A summary of the renewal application is described here, however, details of work beyond July, 2018 will be included in a subsequent release. Additionally, the City of Philadelphia and the First Judicial District of Pennsylvania committed significant funding to the reform effort, totaling over \$6 million over five years. Philadelphia's comprehensive plan is comprised of seven main strategies, each of which includes multiple new reforms, for a total of thirty initiatives.

## GOVERNANCE

The Criminal Justice Advisory Board (CJAB) oversees the Safety and Justice Challenge in Philadelphia, while the Implementation Team develops and enacts initiatives.

The Criminal Justice Advisory Board (CJAB) oversees Philadelphia's participation in the MacArthur Foundation's Safety and Justice Challenge (SJC) from a governance level. CJAB is a group of top-level county officials that address criminal justice issues from a systemic and policy perspective. Participants include President Judges of Municipal and Common Pleas Courts, Administrative and Supervising Judges of both Family Court and the Trial Division of Common Pleas Court, the Sheriff, the Police Commissioner, the District Attorney, the Chief Defender, the Prisons Commissioner, the Department of Behavioral Health and Intellectual disAbilities Commissioner, and a representative from both the Mayoral Administration and City Council. CJAB's membership has the authority and credibility to impact the delivery of criminal justice and public safety on the county and local levels.

The SJC Implementation Team is comprised of key, seasoned leaders in each of the criminal justice agencies. These agencies include the City of Philadelphia Managing Director's Office, Philadelphia Department of Prisons, Philadelphia Police Department, Department of Behavioral Health and Intellectual disAbilities Services, Philadelphia District Attorney's Office, Defender Association of Philadelphia, and the First Judicial District of Pennsylvania (Municipal Court, Court of Common Pleas, Court Administration, Research and

Development, Pretrial Services, and Adult Probation and Parole).

The City of Philadelphia Managing Director's Office dedicates staff and plays a leadership role in coordinating the work of implementation. The Managing Director's Office maintains all grant management and administrative functions, and serves as the fiduciary. The First Judicial District conducts and organizes all research and data analysis.

Philadelphia receives expert technical assistance in the reform efforts. First and foremost, the Vera Institute of Justice works closely with Philadelphia across all initiatives. Philadelphia also receives support in specific subject areas with the Institute for State and Local Governance at the City University of New York; Policy Research, Inc.; and the W. Haywood Burns Institute.

The Implementation Team is responsible for day-to-day management and guarantees that all of the reform work moves forward as planned through its eight standing Workgroups.

### SJC Workgroups

1. Pretrial
2. Case Processing
3. Violations of Probation
4. Racial and Ethnic Disparities
5. Mental Health
6. Data Capacity
7. Community Engagement
8. Communications

Each Workgroup meets on a regular basis and is chaired by a member of the Implementation Team, who reports on progress at monthly meetings. Many of these Workgroups also have subcommittees focused on the enactment of specific initiatives. Philadelphia will also be establishing a Community Advisory Committee to inform the efforts undertaken as part of the SJC, certify that the initiatives are responsive to the needs of diverse community stakeholders, and strengthen support for the city's criminal justice reform efforts. Over the course of the Planning and Implementation Phases of the SJC,

Philadelphia's criminal justice partners worked with numerous community members and advocates who provided feedback and guidance to further the goals of the reforms.

## PLANNING PHASE

In May of 2015, Philadelphia was selected by the MacArthur Foundation to participate in the Safety and Justice Challenge Planning Phase.

Of the 191 applications submitted to the Safety and Justice Challenge Planning Phase, Philadelphia was chosen to be 1 of 20 jurisdictions to join the inaugural cohort and engage in a seven month planning process. Philadelphia's Criminal Justice Advisory Board (CJAB) provided oversight during the Planning Phase.

At the beginning of the Planning Phase, representatives from all of the city's criminal justice partner agencies convened to form the Philadelphia Planning Team, which was populated by high-level executives from the Managing Director's Office, Philadelphia Department of Prisons, Philadelphia Police Department, District Attorney's Office, Defender Association of Philadelphia, and the First Judicial District of Pennsylvania (Municipal Court, Court of Common Pleas, Court Administration, Research and Development, Pretrial Services, and Adult Probation and Parole). Over the course of the Planning Phase, the Planning Team met weekly to review data and complete daily requirements of the Challenge.

The Planning Team was primarily responsible for developing all of the deliverables for the Planning Phase with technical assistance from the Vera Institute of Justice. Five site visits were held with Vera, in addition to a Data Diagnostic Visit with the Institute for State and Local Governance at the City University of New York.

Over the course of these site visits, the Planning Team convened a large Stakeholder Group of over sixty individuals from all of the criminal justice partner agencies, including agency leadership, which met on multiple occasions. These stakeholder meetings served to guide the course of the planning process and to

establish a mechanism for feedback for ongoing reform development.

Philadelphia also engaged in a variety of community engagement activities, including a session with reentry and community leaders, a focus group with young people who were recently incarcerated, a focus group with individuals in custody at the Philadelphia Department of Prisons, and a web-based survey tool shared with local service providers. Members of the Planning Team participated in the information sessions and focus groups, and incorporated the community feedback into the process of developing the reform plans.

In January of 2016, at the conclusion of the Planning Phase, Philadelphia submitted its proposal to the MacArthur Foundation in hopes of obtaining funding to enact the substantial reform plan.

## IMPLEMENTATION PHASE

In 2016, the MacArthur Foundation awarded Philadelphia's criminal justice partners \$3.5 million to implement a collaborative and data-driven reform plan to safely reduce the local jail population by 34% over three years.

Philadelphia not only met its original jail reduction goal, but exceeded it an entire year ahead of schedule. Philadelphia depopulated the House of Correction, one of the City's oldest and largest jail facilities. During the first Implementation Phase, the partners implemented 16 of the 19 initiatives in the original reform plan.

**The average daily jail population dropped from more than 8,100 people in 2015, to just over 5,000 in July, 2018.**

- While the jail population has decreased, incarceration is still marked by racial disparities. People of color account for 87.9% of the jail population, but only 65.6% of the city's population.
- The overall length of stay decreased by 18 days, but disparities remain across the different groups of race/ethnicity.

The following policy, practice, and programming changes were instituted during the Implementation Phase:

Municipal Court, in collaboration with Pretrial Services, the District Attorney's Office, and the Defender Association, implemented an automatic process of reviewing bail decisions within five days of arrest for people with low-level offenses and no other holding matter. The Defender Association interviews individuals prior to preliminary arraignment in one police division, and uses that information to enhance arguments for pretrial release. Additionally, the First Judicial District upgraded to new electronic monitoring (EM) equipment and decreased the amount of time needed to secure release onto EM.

Philadelphia expanded the eligibility of certain Early Resolution, DUI Intermediate Punishment, and DUI Treatment Court programs. The amount of time between pretrial hearings was reduced by one week from preliminary hearing to formal arraignment, and from formal arraignment to the next listing. The First Judicial District derived a new system of capturing continuance reasons and generates a monthly report for the Continuance Review Project. This report resulted in several new policy recommendations being considered to improve case processing in Municipal Court.

The partners streamlined the case consolidation process to secure resolution of probation violation cases more efficiently. Adult Probation and Parole (APPD) created an alternative to technical violations for people who continue to struggle with substance use. They also developed and implemented policies to release individuals on EM who would otherwise be held in jail on a detainer.

To combat racial and ethnic disparities at the point of arrest, Philadelphia created a provision in the city code permitting civil, instead of criminal, citations for disorderly conduct, obstructing the highway, failure to disperse, and public drunkenness. The Police Department's Police-Assisted Diversion program directed people into harm reduction services in lieu of arrest for simple drug possession or purchasing, prostitution, and retail theft. This program was piloted in a neighborhood whose residents are primarily



people of color in an effort to reduce the disparate impact at the point of arrest. The criminal justice partners committed to implementing implicit bias training across their agencies and are developing training modules tailored to each department.

The eligibility criteria and capacity for felony diversion were expanded through The Choice is Yours program. The Department of Behavioral Health and Intellectual disAbility Services also worked to establish linkages to community-based mental health treatment for those who are incarcerated on a probation detainer or identified on site at APPD's offices.

Lastly, to improve data capacity and enhance the quality of data that are being consumed by the partners and the public, Philadelphia executed a data-sharing agreement governing the transmission of data that establishes norms for getting accurate information to a larger audience. Monthly reports are generated to guide the reforms and track performance of initiatives.

## RENEWAL PHASE

To build upon numerous successes of the first Implementation Phase, Philadelphia developed an ambitious new reform plan.

Philadelphia's expanded reform plan, comprised of seven overarching strategies and thirty initiatives, is expected to reduce the population by a total of 50% from baseline (July, 2015) by 2020, while maintaining public safety. The plan was developed through a collaborative and data-driven process involving all of Philadelphia's criminal justice and behavioral health partners, with feedback from the community. This report includes the description of the expanded reform plan, but the work and data outcomes will be included in a subsequent report.

Over the next two years, Philadelphia will reduce the incarceration of individuals held in pretrial posture (Strategy 1), create efficiencies in case processing (Strategy 2), address violations of probation (Strategy 3), reduce racial and ethnic disparities (Strategy 4), decrease the incarceration of individuals with mental illness (Strategy 5), improve cross-system data

capacity (Strategy 6), and foster meaningful community engagement to support reform (Strategy 7).

By implementing this plan, the following results are expected:

Fewer people will be incarcerated while awaiting the outcome of their open case. The First Judicial District (FJD) will have a new empirically validated risk assessment that will eliminate the city's reliance on cash bail, preserve public safety, and reduce racial, ethnic, and economic disparities in the justice system. The Defender Association will provide meaningful advocacy in support of pretrial release at arraignment. A system of Detention Reviews will replace the current early bail review hearings after pretrial reform is complete. Pretrial Services will establish a robust range of supervision options for those who are released, and conduct a needs assessment when appropriate.

The average length of stay (LOS) for individuals in custody will decrease. Continuance data will be regularly reviewed to identify improvements that impact both LOS and racial and ethnic disparities. Detailed case file reviews for those incarcerated for substantial periods of time will help identify and address systemic delays.

Fewer folks will be in jail on a probation detainer and for shorter periods. The Adult Probation and Parole Department (APPD) will build upon current initiatives that provide alternatives to incarceration, and the Defender Association will regularly review detainees that are keeping individuals in custody for extended periods. The overall probation caseload will decrease by resolving absconder warrants without incarceration, increasing early terminations of probation, and a collective effort to reduce probation sentences.

Despite the decline in the population during the implementation phase, there has been no meaningful impact on racial and ethnic disparities as people of color continue to be overrepresented in the jail. Philadelphia's expanded reform plan is dedicated to achieving a significant reduction in racial and ethnic disparities across the criminal justice system. Staff at every agency will be trained to combat implicit and

explicit bias. Race and ethnicity data will be reviewed monthly to identify necessary corrective action. All SJC initiatives will use a racial equity lens to assess outcomes, and adjust program designs as needed.

Fewer people with mental illness will be incarcerated, and for shorter periods. More people experiencing mental illness will be diverted away from the criminal justice system, using enhanced screening and assessment. The capacity to create meaningful linkages to treatment before, during, and after an individual's contact with the justice system will be bolstered.

The partners will engage in data-driven decision-making as a standard practice. They will use data to track progress of the reform effort and to inform program design and policy change. Data will be readily available, and the integrity of data used to generate reports will improve.

A diverse group of community members will be meaningfully engaged to foster accountability, transparency, and shared responsibility. The public will have a greater awareness of and involvement with the SJC.

Lastly, having already shuttered one of its oldest and largest jail facilities in 2018, Philadelphia is working to safely reduce the jail population to levels that will allow for the closure of a second. This could result in the realization of savings that can be reinvested to sustain the reform effort, provide programs and supports for individuals while they are incarcerated, and enhance community-based resources to promote public safety and well-being.

# PHILADELPHIA'S REFORM PLAN

**7 STRATEGIES**

**30 INITIATIVES**

**50% JAIL POPULATION  
REDUCTION BY 2020**



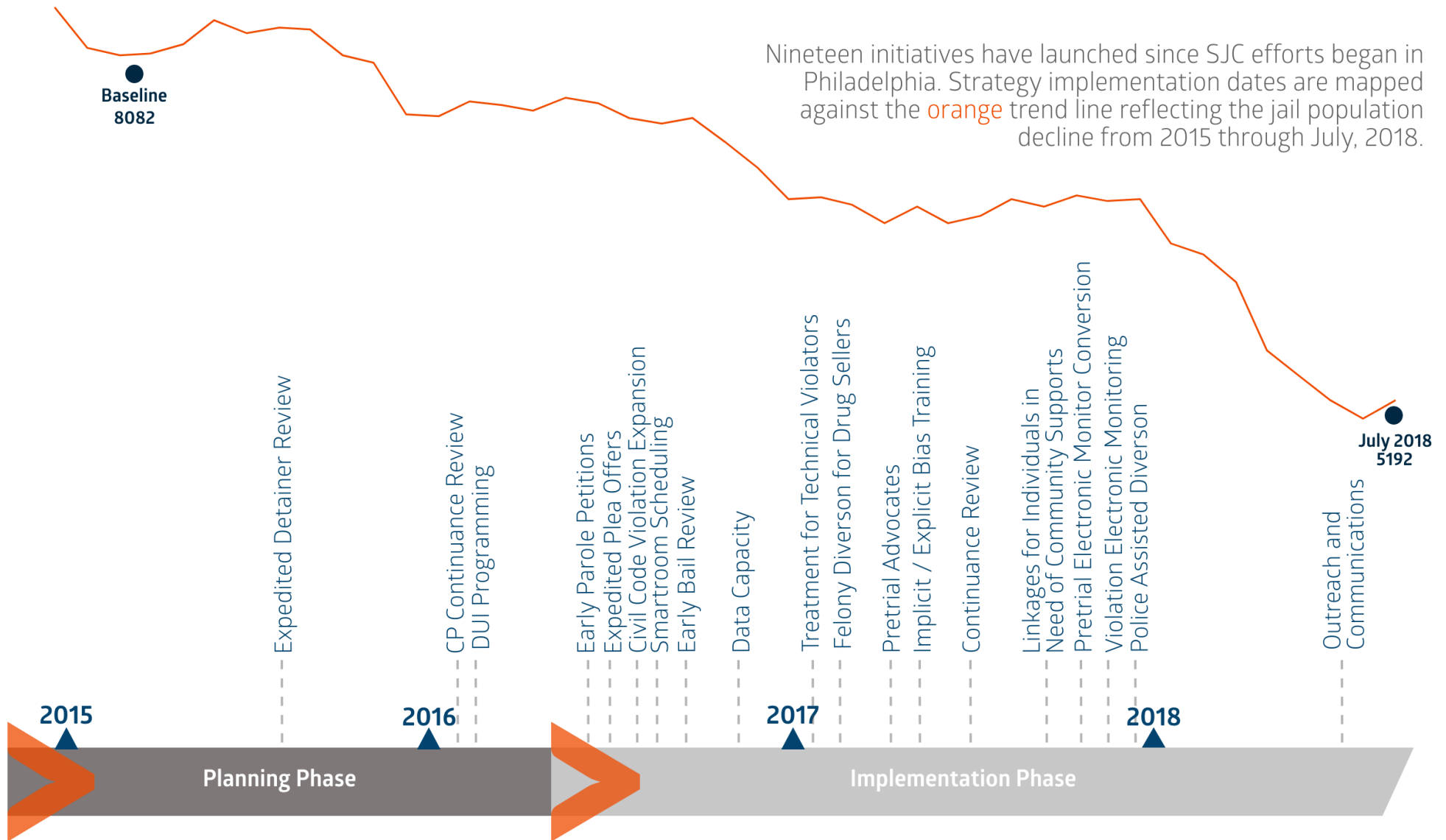
# MACARTHUR STRATEGIES & INITIATIVES



One plan, thirty initiatives, and eight workgroups all lead toward the goal of a 50% reduction in the local jail population. The scope of reform underway in Philadelphia is comprehensive - touching every key decision point in the criminal justice system from arrest through release at the local jail. **Since MacArthur efforts began during the Planning Phase in 2015, nineteen initiatives launched over the course of three years.** Eleven more will be implemented over the next two years. Each of the initiatives have a designated lead, and the enactment of strategies is overseen by Workgroups and the Implementation Team. While MacArthur funds were used to launch all initiatives, some are now funded by the City and can be found in the Sustained Initiatives section.



# TIMELINE OF THE MACARTHUR SAFETY + JUSTICE CHALLENGE IN PHILADELPHIA



# STRATEGY 1: PRETRIAL



A substantial component of Philadelphia's SJC plan involves reducing the number of people incarcerated while in pretrial posture. **Since July, 2015, the volume of people in custody with only pretrial matters (excluding folks charged with murder), was cut in half.** During that time, partners were working diligently to implement two major reforms that are now evolving to best complement the forthcoming pretrial risk tools and robust alternatives to cash bail. The Pretrial Workgroup serves as a forum for new ideas related to pretrial reform and the elimination of cash bail in Philadelphia.

## *INITIATIVES included in this strategy*

Pretrial Risk Tools

Robust Alternatives to Cash Bail

Pretrial Advocates

Early Bail Review

## PRETRIAL RISK TOOLS\*

First Judicial District | Launch Date TBD

**GOAL** | Safely increase the number of people released at preliminary arraignment, thereby decreasing pretrial detention, and reducing racial/ethnic disparities in pretrial release decisions.

**\*Important Disclaimer:** This content reflects developments only through July, 2018. The changing landscape of pretrial reform will be detailed in a subsequent report.

The First Judicial District of Pennsylvania (FJD) is creating new pretrial risk tools to separately forecast recidivism and appearance in court. The responsible development and implementation of such tools is taken very seriously in Philadelphia. Internal and community stakeholder meetings are underway to ensure the process is thoughtful, transparent, and deliberate. The tools will assist decision-makers to safely increase the number of people released at preliminary arraignment, reduce racial and ethnic disparities, ensure minimal and appropriate use of pretrial supervision, and target services and supports to assure court appearance.

A wide range of meetings occurred to gather information on how to best develop Philadelphia's risk tools and the policy and procedures surrounding the risk tools. Numerous discussions with community members, both advocates for justice-involved people and victims, took place. Additionally, participants from NYC's pretrial risk tool Research Advisory Council were consulted, with more meetings expected in the future. The justice partners continue to work together to develop a collaborative and transparent process that builds upon the successful pretrial reforms already underway. This process will meaningfully incorporate stakeholder and community feedback related not only to the risk tools, but other efforts more generally.

### FACTORS AFFECTING TIMELINE

Assembling a Research Advisory Council

Identifying and contracting an external/independent evaluator

Establishing a process to ensure implementation of the risk tools will assist with meeting goals

Developing measures to track the tools and monitor appropriate outcomes based on goals

### FUTURE FOCUS

Convene a Research Advisory Council for oversight throughout this process

Development of the pretrial risk tools based on Philadelphia data

Independent evaluation of the pretrial risk tools prior to implementation

Utilize validated risk tools at preliminary arraignment

# ROBUST ALTERNATIVES TO CASH BAIL

First Judicial District | Launch Date TBD

**GOAL** | Create alternatives to incarceration for individuals who can be supervised in the community while awaiting trial.

In anticipation of the elimination of cash bail and more releases from arraignment to pretrial supervision, Philadelphia will need a more robust Pretrial Services Department. This includes additional Pretrial Officers to oversee people in the community, the implementation of a needs assessment instrument, electronic monitoring (EM) equipment maintenance, and the ability to track outcomes for individuals on pretrial supervision to measure effectiveness.

The Pretrial Services Department will create a range of supervision levels, with the ability to increase and decrease the level of supervision depending on compliance and the amount of time on supervision.

## FUTURE FOCUS

Development of a range of supervision options based on the predicted outcomes of the risk tools

Implementation of robust alternatives to cash bail to align with the roll out of the risk tools

Create a needs assessment instrument and process of coordinated referrals to services

***A range of  
pretrial  
services  
including***

## HIGHLIGHTS & IMPACT

### December 2017

Completed the transition to an updated electronic monitoring system without having to take anyone into custody during the process

The new system allows for quicker installation in more settings because previous challenges with the old system, such as needing copper-analog landlines, are no longer issues

Improved communication between Pretrial Services and EM client with officers having the ability to send out court date reminders or short messages

More immediate data and reports available

Automated court reminders by phone, text, and email  
Phone check-ins  
Office visits  
Post court hearing check-ins  
Needs assessment and referral (if applicable)  
Electronic Monitoring when appropriate

## PRETRIAL ADVOCATES

Defender Association | Launched April 2017

**GOAL** | Safely reduce the number of people who are held in pretrial posture.

Defender Association staff, located in Police Headquarters, interview individuals prior to preliminary arraignment in order to effectuate a more robust bail argument and advocate for pretrial release.

By communicating in person with clients, the Defender Association is able to gather more information to present at preliminary arraignment to better inform the release decision. Attempts are made to verify employment, confirm the alternative addresses, verify treatment, and determine client's ability to pay the bail amount.

### FUTURE FOCUS

Independent evaluation of the Pretrial Advocates Pilot Program

Increase interviewing capacity to serve more clients

Rolling out the Pretrial Advocates Program to other police districts

### HIGHLIGHTS & IMPACT

#### July 2018

From program inception through July 2018, 1,236 clients were interviewed by the pretrial advocate

377 clients had diversion eligible cases

859 clients had non-diversion cases

Of the 451 clients with cash bail, 192 (42.6%) were able to post bail within 3 days of arraignment

Improved collaboration between the Philadelphia Police Department, the Defender Association, and the First Judicial District of Pennsylvania

# 42.6%

## OF CLIENTS INTERVIEWED

## WERE ABLE TO POST BAIL WITHIN 3 DAYS OF ARRAIGNMENT

## EARLY BAIL REVIEW

First Judicial District | Launched July 2016

**GOAL** | Reduce the number of people held in pretrial posture on low bail amounts.

One of the first major steps in reform efforts was the implementation of Early Bail Review (EBR) as a collaboration between Municipal Court, Pretrial Services, the Defender Association of Philadelphia, and the District Attorney's Office. Early Bail Review allows for those in jail on cash bail amounts of \$50,000 or less who are charged with non-violent misdemeanor or felony charges, and have no other holding matters to receive a hearing within five days of preliminary arraignment.

These reviews offer a chance for early release for people who could not have otherwise made bail. The program will be expanded to include additional charge and bail criteria with enhanced pretrial release options. Once the risk tool is implemented, these hearings will serve as detention review proceedings.

### HIGHLIGHTS & IMPACT

#### July 2018

82.4% release rate for all cases that received an EBR hearing

86.4% release rate for people on their 1st EBR appearance

88.5% released appeared at next court date

45.5% cases released ordered to report to Pretrial Services

85.6% reported to Pretrial Services

### FUTURE FOCUS

Expand the eligibility criteria to include additional charges and higher bail amounts

With the implementation of the pretrial risk tool, EBR hearings will transform to Detention Review Hearings for those suggested for pretrial detention

### EARLY BAIL REVIEW FOCUSES ON:

#### Pretrial Cash Bail No Detainers Population

This includes individuals who are confined in pretrial posture with no detainers on charges with active or revoked bail.

July 2015



25% of the total  
population

July 2018



19.3% of the total  
population

50%  
Volume  
Decrease



# STRATEGY 2: CASE PROCESSING

The amount of time people are in custody is one of the most significant drivers of the jail population in Philadelphia. Although the average length of stay (LOS) for folks who are released declined from 98 days in 2015, to 88 days in 2017 (10.2% decrease), **Philadelphia's average length of stay is still 3.5 times the national average.** In order to expedite matters that contribute to excessive periods in custody, a vigorous continuance review process is being built for both Municipal and Common Pleas Courts. Efforts will address case processing delays, racial and ethnic disparities in length of stay, and result in a mechanism that creates notifications when a person's length of stay requires attention.

*INITIATIVES  
included in this  
strategy*

Continuance & Long Stayer Review

## CONTINUANCE & LONG STAYER REVIEW

First Judicial District | Launched June 2016

**GOAL** | Improve efficiencies in case processing.

The First Judicial District (FJD) collects continuance data to identify trends or patterns that create delays in case processing for Municipal Court (MC) and Common Pleas (CP). Upon review of data, the FJD works with the justice partners to develop and recommend policy changes to address delays. The FJD implemented a new system of capturing continuance reasons and generates a monthly report. This report resulted in several new policy recommendations to improve case processing by: 1) decreasing the amount of time between continuances (overall and at the pretrial stage), 2) shortening the time in which the initial violation of probation hearing is held, and 3) reducing the overall number of continuances.

The FJD and justice partners will also conduct a case review of the “long stayers” currently confined in county custody. This long stayer review will build on the progress made by CP Court to reduce the age of cases in their active inventory and reduce racial and ethnic disparities.

### FUTURE FOCUS

Reduce the amount of time a case remains in pretrial status

Create automatic process to flag older cases and notify all parties of time spent in custody

Launch “long stayer” case file reviews

Implement improvements to processing of discovery requests

### HIGHLIGHTS & IMPACT

#### April 2016

Reduced the amount of time between hearings at the pretrial stage and developed a continuance rate report

#### June 2016

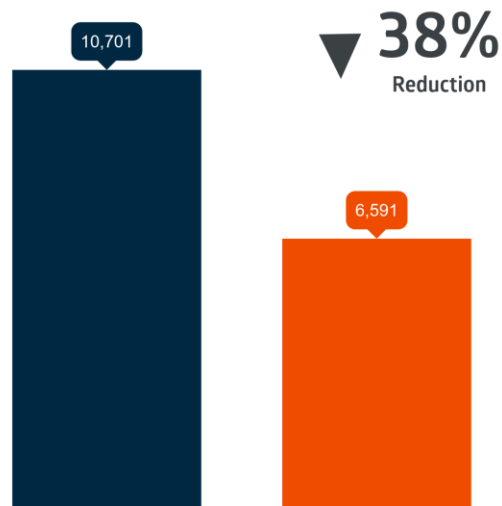
Launched regular meetings of the MC Continuance Review committee to address case processing delays

#### June 2018

Dramatic decrease in the number of CP cases awaiting trial (7,053 to 3,762 = 46.6% decrease)

CP criminal cases over 1,000 days old decreased from 494 in February 2016 to 193 in May 2018

### Total Active Inventory for CP Cases



■ July 2015 ■ July 2018



# STRATEGY 3: VIOLATIONS OF PROBATION

Despite significant efforts, **county probation and parole detainees remain one of the largest drivers of Philadelphia's jail population – this group accounts for 40.3% of those incarcerated on a given day.** A majority of these folks have open case(s) and length of stay is still a concern. The workgroup meets on a regular basis to discuss the status of the Detainer Alternative Program (DAP) and the Violation Electronic Monitoring program (VEM). Planning is currently underway for rollout of the Probation Caseload Project, Detainer Review Hearings, and the Probation Sentence Project.

## *INITIATIVES included in this strategy*

- Detainer Alternative Program (DAP)
- Violation Electronic Monitoring (VEM)
- Probation Caseload Project
- Detainer Review Hearings
- Probation Sentence Project

## DETAINDER ALTERNATIVE PROGRAM (DAP)

First Judicial District | Launched January 2017

**GOAL** | Reduce the number of people incarcerated due to technical violations of probation related to continued substance use.

In January 2017, the FJD's Adult Probation and Parole Department (APPD), in collaboration with the District Attorney's Office and the Defender Association, launched a Detainer Alternative Program (DAP), providing additional treatment opportunities for those on probation who are at risk for violation due to continued substance use.

This program is designed to meaningfully link participants to treatment as an alternative to incarceration. DAP will be expanded to also provide case management services to clients who are being supervised for a list of approved charges and get rearrested for offenses that are indicative of a substance use disorder.

### HIGHLIGHTS & IMPACT

#### May 2017

Expanded DAP criteria to include additional supervision charges, specifically robbery and aggravated assault without a firearm

#### July 2018

32 clients on the DAP caseload

221 total clients since program inception

39% graduation rate

### FUTURE FOCUS

Expansion to include people under supervision with open cases for non-violent misdemeanor offenses is under consideration

Increase program staffing by hiring an additional DAP officer and a social services case manager

DAP graduates saved  
an average of 92  
days in custody

Resulting in a total  
of 6,743 days  
saved

## VIOLATION ELECTRONIC MONITORING (VEM)

First Judicial District | Launched January 2018

**GOAL** | Reduce the number of people incarcerated for a violation of probation who can be safely supervised in the community pending the outcome of their violation hearings.

The Violation Electronic Monitoring (VEM) program is an alternative to incarceration for those under supervision who meet specific eligibility requirements and are awaiting final disposition of Violation of Probation hearings.

The launch of this initiative was divided into two phases. Phase 1 involved a review of those in custody at the end of 2017 with a total of 243 referrals made for consideration. As part of Phase 2, people issued probation warrants are reviewed daily for VEM eligibility which has resulted in 299 referrals so far.

### FUTURE FOCUS

While many variables exist outside the control of the VEM officers, such as housing and judicial approval, protocol revisions are being considered to expand the pool of potential participants

VEM will be made available as an alternative to incarceration following the forthcoming Detainer Review Hearings

### HIGHLIGHTS & IMPACT

#### December 2017

Completed the transition to an updated electronic monitoring system

#### July 2018

The highest number of days saved in custody by any VEM participant is 155 days

42 individuals  
were released  
to electronic  
monitoring  
resulting in 2,308  
total days saved  
in custody.

## PROBATION CASELOAD PROJECT

First Judicial District | Expected to Launch January 2019

**GOAL** | Reduce the number of people on probation supervision in Philadelphia.

Philadelphia seeks to reduce its probation caseload by targeting the absconder population and those eligible for early termination. APPD will investigate cases of people who have absconded from supervision to reduce incarceration on warrants and minimize lengths of stay.

APPD will also expand its use of early termination and more proactively recommend candidates who have been successful for the majority of their probation to be discharged.

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### NEXT STEPS

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Begin investigating old absconder cases

Launch expanded early termination practices

## DETAINDER REVIEW HEARINGS

Defender Association | Expected to Launch October 2018

**GOAL** | Reduce length of stay for individuals that are incarcerated due to a probation detainer.

In an effort to proactively decrease the length of stay for individuals in custody on a detainer and awaiting final disposition of open matters, APPD will develop an electronic process that will notify the Defender Association of clients in custody for 6 months or more due to a probation detainer.

Ultimately, the Defender Association, District Attorney's Office, and Judiciary will work collectively to find an alternative to continued incarceration.

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### NEXT STEPS

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Initiate electronic process to notify Defender Association for Detainer Review Hearings

Begin Detainer Review process for eligible individuals

## PROBATION SENTENCE PROJECT

Defender Association & District Attorney's Office | Expected to Launch October 2018

**GOAL** | Reduce the length of probation sentences in Philadelphia.

The Defender Association of Philadelphia and the District Attorney's Office will work together to develop recommendations for shorter probation sentences to be presented to the Judiciary for consideration. The District Attorney's Office will also enact internal policy changes to limit the probation terms it offers or requests on individual cases.

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### NEXT STEPS

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Finalize recommendations for shorter probation sentences

# STRATEGY 4: RACIAL & ETHNIC DISPARITIES

Although Philadelphia has experienced substantial reductions in the local jail population, **people of color remain disproportionately represented**. At baseline in July, 2015, individuals of color comprised 88.2% of the jail population, but only 64.2% of the city's population. Today, 87.9% of those incarcerated in the jail are people of color, the majority of whom are black (66.7%) followed by Latinx (19.5%), while only 65.6% of Philadelphians are people of color. The Racial and Ethnic Disparities Workgroup focused on implementation of system-wide bias training, a Racial and Ethnic Disparities Data Diagnostic, and two police-led diversion initiatives. To achieve meaningful change and promote racial equity, the justice and behavioral health partners will build on this foundation and enhance capacity to review disparities across all thirty initiatives.

## *INITIATIVES included in this strategy*

Bias Training

Data Diagnostic

Initiative Review Series

## BIAS TRAINING

Philadelphia Police Department | Launched May 2017

**GOAL** | Reduce racial and ethnic disparities in the criminal justice system.

Philadelphia's justice partners worked with the Perception Institute to develop and implement a multi-component program to train staff on concepts related to implicit bias and stereotype threat that was tailored to the role of each agency in the justice system.

The initial planning period provided a solid foundation to move forward with full staff trainings for participating agencies. In the future, the Perception Institute will be working with the justice partners to refine and focus implicit bias training and to help leaders in each agency use a racial equity lens in their supervision of staff and decision-making.

### FUTURE FOCUS

Customized bias trainings for each agency

Other criminal justice related agencies within Philadelphia are exploring the development of similar trainings

Various training formats, including in-person and web-based versions, are being implemented by the justice partners

### HIGHLIGHTS & IMPACT

#### May 2017

Implicit/Explicit Bias training conducted for agency leadership

#### October 2017

Supervisors were trained with a customized module for each agency

#### February 2018

Train-the-Trainer session conducted

### Bias Training Implementation Plan

**Training for Leadership**



**Customized Agency Training  
for Supervisors**



**Train-The-Trainer Sessions**



**Full Staff Training**

## DATA DIAGNOSTIC

First Judicial District & Managing Director's Office | Expected to Launch December 2018

**GOAL** | Use data from multiple agencies to uncover and reduce racial and ethnic disparities in the justice system.

The Data Diagnostic utilizes race and ethnicity data from multiple agencies in the criminal justice system to explore the extent to which disparities exist. A relative rate index (RRI) is calculated at several decision points to compare outcomes for white individuals to outcomes for people of color to better understand disproportionalities in decision-making.

The development of the Data Diagnostic has been a collaborative process with the justice partners collectively deciding the different decision points and metrics to include at each point of contact throughout the criminal justice system. The diagnostic provides a high level metric to alert practitioners of decision points that require deeper case level exploration into outcomes and decision-making.

### FUTURE FOCUS

Consult with national experts on the structure of the report to ensure the best presentation possible of the RRI values

Produce monthly dashboards with RRI values at each decision point

Case level review to guide changes in policy and practice

Convene agency leadership, practitioners, and community members to review results, conduct additional research and case level reviews, and develop suggestions for change

### PROGRESS TO DATE

Finalized decision points and data elements to begin data collection

Partners providing data on an ongoing basis

Drafted dashboard to be shared with partners

Consulted with Burns Institute on best practices surrounding race/ethnicity data

### ***Data Diagnostic Decision Points***

- : Arrest
- : Charging
- : Declination
- : Arraignment
- : Diversion
- : Disposition
- : Sentencing
- : Post-Conviction Supervision
- : Warrants
- : Detainers
- : Jail Admissions
- : Jail Releases



## INITIATIVE REVIEW SERIES

Managing Director's Office | Expected to Launch January 2019

**GOAL** | Ensure that the SJC reform effort reduces racial and ethnic disparities in the justice system.

The criminal justice partners will regularly review the impacts of the reform efforts on reducing racial and ethnic disparities, and promoting racial equity. Each initiative will receive feedback from the Racial Equity Manager and the Racial and Ethnic Disparities Workgroup to ensure that the new program or policy change is being implemented with the specific aim of reducing disparities, in addition to reducing the size of the overall jail population.

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### NEXT STEPS

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Ensure all programs and initiatives are reporting outcomes by race and ethnicity

Use a racial equity lens to identify areas where initiatives could adjust or course correct to have a greater impact on reducing disparities

Assist in developing strategies to specifically reduce racial and ethnic disparities on a continuous basis

# STRATEGY 5: MENTAL HEALTH

Philadelphia's team is taking a behavioral health approach to decreasing the number of individuals experiencing mental health issues in the jail by improving the manner in which people are identified, diverting folks from the justice system whenever possible, and meaningfully linking individuals to treatment at every interception point. The Stepping Up Initiative provides framework to enhance longstanding strategies through data-driven, collaborative efforts. **By working together, the criminal justice and behavioral health partners will be able to take a holistic approach to reform, identify service gaps, and develop innovative alternatives to incarceration.**

## *INITIATIVES included in this strategy*

Linkages for Individuals in Need of Community Supports (LINCS)

Stepping Up

Post-Arrest Screening & Supports (PASS)

Police Co-Responder Program

## LINKAGES FOR INDIVIDUALS IN NEED OF COMMUNITY SUPPORTS (LINCS)

Defender Association | Launched November 2017

**GOAL** | Improve the capacity to link individuals with mental illness to community treatment as an alternative to incarceration.

The LINCS Program is designed to address the need to re-direct people with mental illness away from the Philadelphia Department of Prisons in a timely manner. LINCS launched in November of 2017. Since then, it provided enhanced service linkages for those in custody at the Philadelphia Department of Prisons and under the supervision of APPD Mental Health Unit who can be safely treated in the community.

After someone has been referred by APPD and approved by the District Attorney's Office (DAO), a LINCS-dedicated navigator from the Department of Behavioral Health (DBHIDS) meets with them to develop treatment plans to best address reentry needs, with a special focus on challenges related to mental illness. Referrals typically occur within four days of incarceration. Engagement with the navigator occurs shortly after the referral is made.

### FUTURE FOCUS

Program expansion to serve additional target populations, including the pretrial population and other supervision units

Navigators continue to work with clients to mitigate risk of reincarceration

Explore communication channels to streamline scheduling for Gagnon hearings upon completed LINCS plans

### HIGHLIGHTS & IMPACT

#### July 2018

48 referrals to LINCS

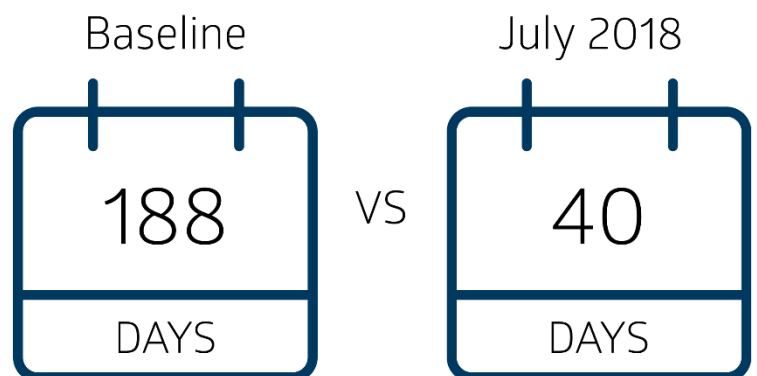
45 participants approved

31 assessments completed

9 individuals released

Refined notification process to expedite rapid referral to LINCS participants

### Average Length of Stay Comparison for LINCS Participants



148 days saved on average

## STEPPING UP INITIATIVE

Managing Director's Office & Department of Behavioral Health and Intellectual disAbility Services |  
Launched February 2018

**GOAL** | Achieve a measurable reduction in the number of people in jail experiencing mental illness.

Stepping Up is a national initiative that provides framework for collaboration between criminal justice and behavioral health partners to advance the goals of reducing the number of people with mental illness admitted to jail, decreasing lengths of stay, increasing connections to treatment, and reducing recidivism.

In February of 2018, Philadelphia passed a City Council resolution to become a Stepping Up county. Since then, collective efforts between the Managing Director's Office, the Department of Behavioral Health and Intellectual disAbility Services, and the criminal justice partners have coordinated various initiatives to reduce the number of people in local jail experiencing serious mental illness (SMI).

The efforts in Philadelphia focus on connecting people experiencing SMI to appropriate services and developing coordinated treatment plans at various stages throughout the criminal justice system. In some instances, individuals are diverted to treatment prior to arrest. In others, carefully crafted treatment plans are presented to the court as an alternative to incarceration or at the point of reentry to the community.

### FUTURE FOCUS

Expand existing front end diversion programs to cover additional police districts and hours of operation

Identify points in the criminal justice continuum to embed behavioral health navigators for better connections to treatment and services

Launch an information sharing project to improve continuity of care for individuals with behavioral health needs

### HIGHLIGHTS & IMPACT

#### March 2018

Data Subcommittee convened to define key terms and establish baseline analysis to track the SMI population

#### July 2018

Launched Hi-Five, a supportive housing program that employs the Frequent User Systems Engagement (FUSE) model to provide stability and services to those with behavioral health needs



## POST-ARREST SCREENING & SUPPORTS (PASS)

Department of Behavioral Health and Intellectual disAbility Services & District Attorney’s Office |  
Expected to Launch December 2018

**GOAL** | Improve mental health screening at the front end of the criminal justice process to allow for diversion to treatment.

This initiative will introduce a continuum of screenings to detect physical and behavioral health needs of people awaiting their bail decision at the Northwest Detective Division, building on the successful screening and assessment work underway in collaboration with DBHIDS.

With consent from their clients, summaries of information gleaned from the assessments will be provided to the Defender Association to use at their discretion to advocate for the client at arraignment or at a later stage in the process.

The PASS Diversion initiative proposes to use these screening summaries to identify potential diversion candidates with low-level offenses to directly connect them to treatment in lieu of criminal charges.

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### NEXT STEPS

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Begin enhanced screening and assessment at the Northwest Detective Division

Launch pre-charge diversion program

Launch fast-tracked case process for people experiencing mental illness

## POLICE CO-RESPONDER PROGRAM

Philadelphia Police Department | Expected to Launch April 2019

**GOAL** | Decrease the likelihood that individuals will be arrested and enter the justice system because of behaviors related to mental illness.

The Philadelphia Police Department will pilot a Police Co-Responder Program to increase early identification and intervention for people experiencing mental illness who come in contact with law enforcement.

It will also bring an opportunity to provide assistance within a pilot district to those who are in crisis and link them to treatment and resources that can have a positive impact on their life.

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### NEXT STEPS

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Select police district for the pilot program

Launch pilot program

# STRATEGY 6: DATA CAPACITY

The First Judicial District leads an inter-agency Data Team and established a Research Team to **enhance data capacity across the criminal justice partner agencies**. Work is underway to standardize language and definitions, enhance data integrity, and generate reports and analytics through cross-system collaboration. The Research Team continues to produce monthly jail population and initiative dashboards with performance measures and actively consult with Workgroups. Philadelphia also established an infrastructure around data sharing internally and with the public.

*INITIATIVES  
targeting this  
strategy*

Data Capacity

## DATA CAPACITY

First Judicial District | Launched October 2016

**GOAL** | Increase system-wide data capacity and transparency.

The First Judicial District (FJD) leads an inter-agency Data Team dedicated to increasing system-wide data capacity by striving to standardize definitions, enhance data integrity, produce monthly reports, and conduct statistical analyses ad-hoc. Monthly meetings are held during which issues pertaining to data and technology are discussed. The MacArthur Research Team consults with Workgroups to produce monthly dashboards with performance measures. As such, an infrastructure was established for sharing data internally and with the public to ensure the veracity of data being disseminated.

Data reports are posted to an online repository where all partners can access the materials and related documentation. Efforts are continually underway to standardize language and definitions, improve data integrity, and generate reports and analysis through cross-system collaboration. This intensive process is expected to yield more understanding and transparency surrounding criminal justice data.

### FUTURE FOCUS

Develop the Racial/Ethnic Disparity Data Diagnostic to generate a Relative Rate Index at key system decision points

Continue collaborations with Workgroups to create and refine performance measures

Establish relationships with responsible researchers to conduct in-depth evaluations of efforts

More data reports and datasets made publicly available

### HIGHLIGHTS & IMPACT

#### September 2015

Created the very first jail snapshot report with collectively defined confinement categories that was used to guide the development of the reform plan

#### October 2016

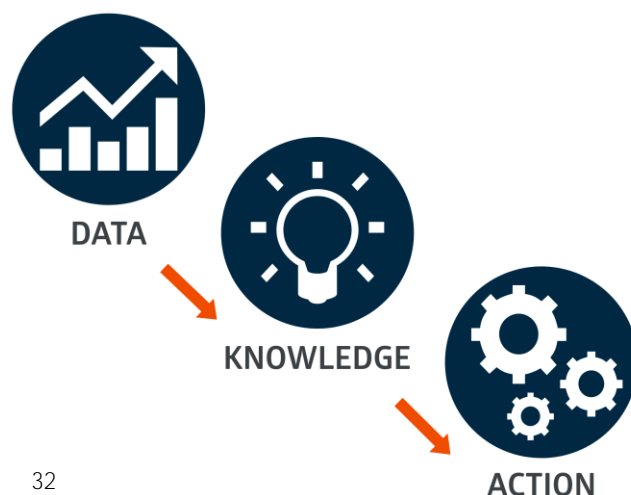
Hired two, full-time Research Assistants dedicated to MacArthur data endeavors, forming the MacArthur Research Team

#### May 2017

Compared race/ethnicity data entry concurrence rates across justice system databases

#### April 2018

Produced the Jail Population Dashboard with an improved level of detail for all partners and technical assistance providers – a public version of this report is published monthly and available on Philadelphia's SJC website



# STRATEGY 7: COMMUNITY ENGAGEMENT

Over the course of the reform effort, stakeholders engaged community members through meetings, focus groups, and roundtable discussions on criminal justice reform. Community advocate, with varying perspectives on criminal justice reform, provided advice and feedback that informed the implementation of Philadelphia's plan. Philadelphia also launched a public website to proactively share information about progress and provide the general public with data about the criminal justice system. **Philadelphia recognizes that community engagement has to be a greater priority in the reform effort.** This involves increasing transparency and accountability with the community, creating a more structured forum for community feedback, and investing in community-based services and supports.

## *INITIATIVES included in this strategy*

Art for Justice

Community Advisory Committee

Outreach & Communications

Criminal Justice Innovation Fund



## ART FOR JUSTICE

Managing Director's Office | Launched April 2018

**GOAL** | Create a more structured forum for community feedback.

The Mural Arts Program is an inaugural grantee of the Ford Foundation's Art for Justice Fund. The support from Art for Justice will support the following four program components:

- Installation of public art project entitled 'Portraits of Justice' at the Municipal Services Building and Thomas Paine Plaza
- A new fellowship program, 'Reimagining Reentry', will support five formerly incarcerated artists working across multiple disciplines to design artwork focused on strategies to reduce the city's jail population
- Expand the Guild Reentry Program to include a cohort composed of people diverted from the county jail system
- Evaluate the Guild Reentry Program

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### NEXT STEPS

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Expansion of the Guild Reentry Program to include people on probation supervision

Host a day-long symposium with speakers from across the country discussing the role of art in criminal justice reform

## COMMUNITY ADVISORY COMMITTEE

Managing Director's Office | Expected to Launch January 2019

**GOAL** | Establish accountability with the community related to the reform effort.

The Criminal Justice Partners will establish a Community Advisory Committee (CAC) to inform implementation of new jail reduction initiatives, ensure they are responsive to the needs of diverse community stakeholders, and strengthen support for the city's criminal justice reform efforts.

The CAC will be comprised of individuals that represent a broad range of perspectives on criminal justice reform. The Managing Director's Office will hire a Community Engagement & Communications Coordinator to staff the committee and serve as the liaison between the MacArthur Implementation Team and the CAC.

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### NEXT STEPS

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Launch CAC Member Application

Hire staff member to facilitate the work of the CAC

Hold first meeting of the CAC and establish priorities

## OUTREACH & COMMUNICATIONS

Managing Director's Office | Launched July 2018

**GOAL** | Create public awareness of the reforms.

The Community Engagement and Communications teams plan to bolster their work to share the message of the SJC across the city through enhanced outreach and a more robust messaging strategy. A coordinator will manage the Philadelphia's SJC website that launched in July 2018, and forthcoming social media accounts. A storytelling series is in the works to share the experiences of those involved in the criminal justice system and the reforms. The Police-Assisted Diversion Program will enhance its community outreach to improve police/community relations.

With the help of partners and technical assistance providers, a map of reentry services in Philadelphia will be developed to inform how community service providers can better interact with the partner agencies as they make service referrals.

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### NEXT STEPS

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Establish social media accounts

Launch storytelling series

Develop a map of reentry services in Philadelphia

Increase the number of reports shared publicly

## CRIMINAL JUSTICE INNOVATION FUND

Managing Director's Office | Expected to Launch April 2019

**GOAL** | Invest in community-based services.

The Managing Director's Office, in collaboration with the criminal justice partner agencies, will establish a Criminal Justice Innovation Fund. This fund will provide micro-grants to community-based organizations that are doing innovative work across the city to further the goals of the SJC and support people as they acclimate back into the community.

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### NEXT STEPS

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Launch Innovation Fund Application

Select Innovation Fund Recipients

# SUSTAINED INITIATIVES

Through Philadelphia's original SJC reform plan, **programs and policy changes are now incorporated into standard practice**. These sustained initiatives include a number of policy and process changes across the system, as well as new programs for which the City's criminal justice partner agencies have assumed financial responsibility. Philadelphia will continue its ongoing efforts to sustain new initiatives implemented through the SJC, ensuring that the reform effort can have a long-lasting impact.

## *INITIATIVES included in this strategy*

Police-Assisted Diversion (PAD)

The Choice is Yours (TCY)

Civil Code Violation  
Notice (CVN) Expansion

Early Parole Petitions

Advanced Review & Consolidation

Early Resolution Expansion

DUI Program Expansion

## POLICE-ASSISTED DIVERSION (PAD)

Philadelphia Police Department | Launched December 2017

**GOAL** | Divert individuals with substance use disorders from the criminal justice system and into harm reduction services at the point of contact with law enforcement.

Police-Assisted Diversion (PAD) is a pre-booking diversion program that takes a health-centered approach to law enforcement. Piloted in the 22<sup>nd</sup> police district, this program involves a unique, active collaboration between police officers, social service providers, community members, and local government. PAD provides an alternative to criminal justice system involvement in situations where a person's criminal behavior is driven primarily by a substance use disorder (SUD) and/or other co-occurring mental health challenges or sustenance needs. The 22<sup>nd</sup> district, a neighborhood whose residents are primarily people of color, was selected as the pilot district in an effort to reduce the disparate impact at the point of arrest.

PAD diverts people into harm reduction services in lieu of arrest for low-level offenses such as drug possession, drug purchasing, prostitution, and retail theft. PAD also provides services to those in need who actively seek assistance from law enforcement.

### FUTURE FOCUS

Expand into the 24<sup>th</sup> and 25<sup>th</sup> police districts

Secure long-term funding to support citywide expansion efforts

Develop a network of service providers that can collaboratively support the program

### HIGHLIGHTS & IMPACT

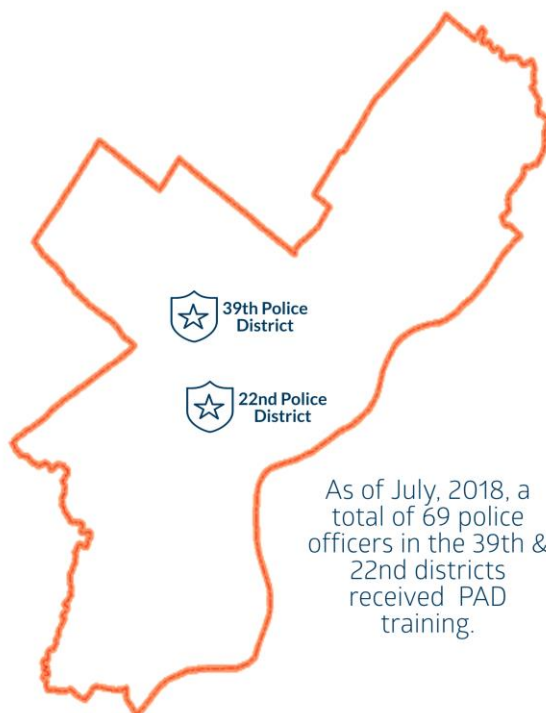
#### June 2018

Pilot program was expanded to the 39<sup>th</sup> police district in the City's Northwest Division

Of the **46** eligible participants who have accepted the PAD offer and engaged in services through July 2018, none were rearrested

**89%** identify as Black or Latinx, **2/3** are male, and the average age is **43**

### PAD Pilot Districts



## THE CHOICE IS YOURS (TCY)

District Attorney's Office | Launched January 2017

**GOAL** | Provide an alternative to incarceration for first time drug sellers.

The Choice is Yours (TCY) is a successful diversion program for first time, nonviolent felony drug offenders. TCY provides intensive job training, education, and other services designed specifically for people who have been engaged in the sale of drugs, to help them lead a more productive life and positively contribute to their community. Upon successful completion, the program offers graduates the opportunity to have their criminal records expunged.

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### HIGHLIGHTS

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#### January 2017

The Choice is Yours expansion launched

#### July 2018

149 participants since the program began

89% graduation rate

9 received their high school diploma

51 attained gainful employment

## CIVIL CODE VIOLATION NOTICE (CVN) EXPANSION

Philadelphia Police Department | Launched June 2016

**GOAL** | Reduce the number of individuals who enter the criminal justice system for low-level nuisance behavior.

In June 2016, City Council passed an amendment to the Philadelphia City Code and Mayor Kenney signed an executive order expanding the use of civil code violation notices (CVN) by the Philadelphia Police Department in lieu of criminal citations.

The Police Department started issuing civil code violation notices for certain types of disorderly conduct rather than issuing criminal citations. This new practice ensures that large numbers of people will no longer come into contact with the criminal justice system for low-level nuisance behavior. The CVN initiative includes offenses such as Disorderly Conduct, Failure to Disperse, Obstructing the Highway, Public Drunkenness, and Defiant Trespass.

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### HIGHLIGHTS

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#### June 2016

CVN expansion launched

#### December 2018

Additional charges will be included in CVN Expansion including Defiant Trespass

1,500 CVNS are issued annually by The Philadelphia Police Department for low-level nuisance behavior

## EARLY PAROLE PETITIONS

Defender Association | Launched May 2016

**GOAL** | Increase the number of individuals granted early parole.

Overall, individuals with representation by the Defender Association have a shorter lengths of stay than those with court-appointed or private counsel. Through this initiative, the Defender Association increased its capacity to file early parole petitions for people with outside counsel, a release mechanism that had been previously underutilized. The Adult Probation and Parole Department and outside counsel also file early parole petitions for eligible clients.

As part of this process, Philadelphia County sentences are reviewed, regardless of representation. If appropriate for parole, an early parole petition is filed on behalf of the individual. Due to expertise in this area, the Defender Association achieves a high success rate for the petitions filed. This practice helps to reduce the overall length of stay for individuals in the sentenced population of the county jail.

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### HIGHLIGHTS

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#### May 2016

Early Parole Petition expansion launched

#### July 2018

Defender Association: 300 petitions granted

Adult Probation and Parole Department: 206 petitions granted

Outside Counsel: 135 petitions granted

## ADVANCED REVIEW & CONSOLIDATION

Defender Association | Launched November 2015

**GOAL** | Expedite cases for individuals on probation.

Through the Advanced Review and Consolidation initiative, cases are expedited for clients that are arrested while on community supervision. For those in custody with nonviolent, felony probation and a new misdemeanor arrest, the Defender Association immediately requests a plea offer from the District Attorney's Office, when appropriate, to dispose the new case. If accepted, cases are consolidated before the violation of probation judge in less than 3 weeks. This reduced the length of stay by 6-7 weeks.

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### HIGHLIGHTS

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#### November 2015

Defender Association began working collaboratively with the District Attorney's office to streamline file review and obtain offers

#### July 2018

1,862 cases have been screened through this process

70% acceptance rate

## EARLY RESOLUTION (ER) EXPANSION

District Attorney's Office | Launched May 2016

**GOAL** | Expedite plea offers on certain types of cases.

To expedite plea offers on felony cases, the Early Resolution (ER) Program expanded to include additional felony charges. A judge now accepts both misdemeanor and felony offers for those in custody with felony cases, disposing of the case prior to preliminary hearing.

To date, the expansion of charges eligible for the ER program has not produced the anticipated results. This is in part due to changes in charging practices within the District Attorney's Office. However, the justice partners remain committed to identifying additional opportunities for early resolution, in particular when a person is held pending the open case.

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### HIGHLIGHTS

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#### May 2016

Early Resolution expansion launched

## DUI PROGRAM EXPANSION

First Judicial District | Launched February 2016

**GOAL** | Create efficiencies in case processing for DUI cases.

DUI cases were previously subjected to a mandatory minimum sentencing statute and ineligible for DUI Treatment Court (TC). DUI program expansion allows for eligible cases to be disposed faster and utilize custody alternatives through Treatment Court or Intermediate Punishment (e.g., house arrest, in-patient treatment). For example, through Treatment Court, a previous sentence of six months incarceration and six months of house arrest would now be eligible for three months incarceration and nine months of house arrest.

Due to a variety of factors, the changes in eligibility criteria for DUI Treatment Court and Intermediate Punishment Programs have not produced the anticipated results. While the criteria have been expanded, other factors have disqualified individuals from participation.

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### HIGHLIGHTS

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#### February 2016

DUI Program expansion launched

#### July 2018

25 cases entered DUI Treatment Court through this expansion, resulting in 1,250 days saved



# DATA DRIVEN REFORM



The Safety and Justice Challenge emphasizes the necessity of data to derive and implement reforms. The MacArthur efforts brought partners together and **resulted in an unprecedented jail snapshot, referred to as baseline, that was used to determine drivers of the local jail population** and steer conversation about strategies to safely reduce the jail population, and address racial and ethnic disparities. A report was designed specifically to track Philadelphia's reform efforts and provide detailed statistics related to the jail population using snapshot data from the courts and the jail to compare the most current end of month jail population to the baseline population from July, 2015.



# DATA DRIVEN REFORM

Prior to the Planning Phase that began in May of 2015, there was no standardized method to determine who was in custody and why. An extensive effort was undertaken to provide data on the jail population to produce detailed, precise, and consistent information. A one-day, deep-dive snapshot of the jail population was generated by merging data from the First Judicial District (FJD; Municipal Court, Court of Common Pleas, & Adult Probation and Parole) and the Philadelphia Department of Prisons (PDP). The jail population census on July 30, 2015, was the file selected for analysis and is referred to as **'baseline.'**

The inaugural baseline report was integral to developing the initial set of MacArthur strategies during the Planning Phase, refining existing programs, and identifying drivers of the jail population to begin efforts to reduce the population.

The monthly statistics are generated using the jail census file from the last day of every month. The daily jail file contains information such as legal status, serious mental illness status, detainers (Philadelphia and/or Other Jurisdiction), race/ethnicity, gender, and length of stay. This file is supplemented with additional data elements from the court's case management system concerning only Philadelphia matters including arrest history, number of open cases, and cash bail amounts.

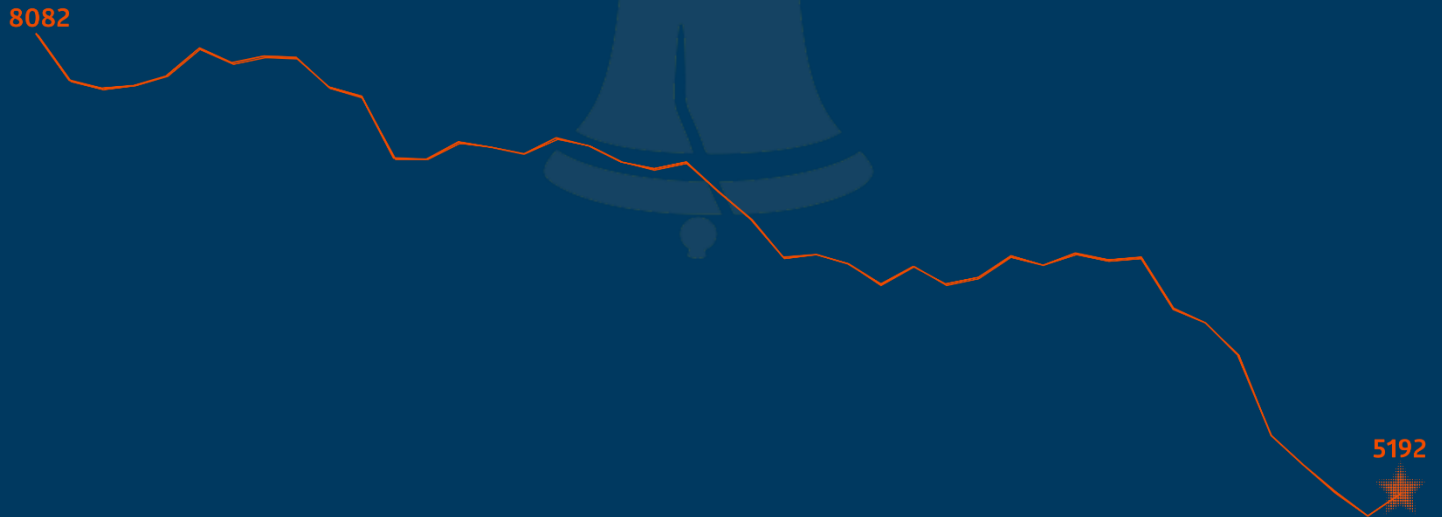
The industry standard for monitoring jail populations is the Average Daily Population (ADP), which is a metric used by the Philadelphia Department of Prisons for vital operations. Though ADP for each month is an included metric, additional measures and views of the jail population were necessary for MacArthur endeavors. Thus, a non-conventional approach to data analysis was taken to inform the development and subsequent tracking of MacArthur initiatives.

Every month, that one-day, deep-dive process is conducted by supplementing the jail census file from the last day of the month with court data. This approach yields a more descriptive and refined classification process that is tailored to MacArthur efforts and assists with capturing multi-faceted reasons for incarceration.

 Philadelphia's monthly jail population snapshot reports can be found [here](#)

# PHILADELPHIA JAIL POPULATION

## 2015 vs 2018

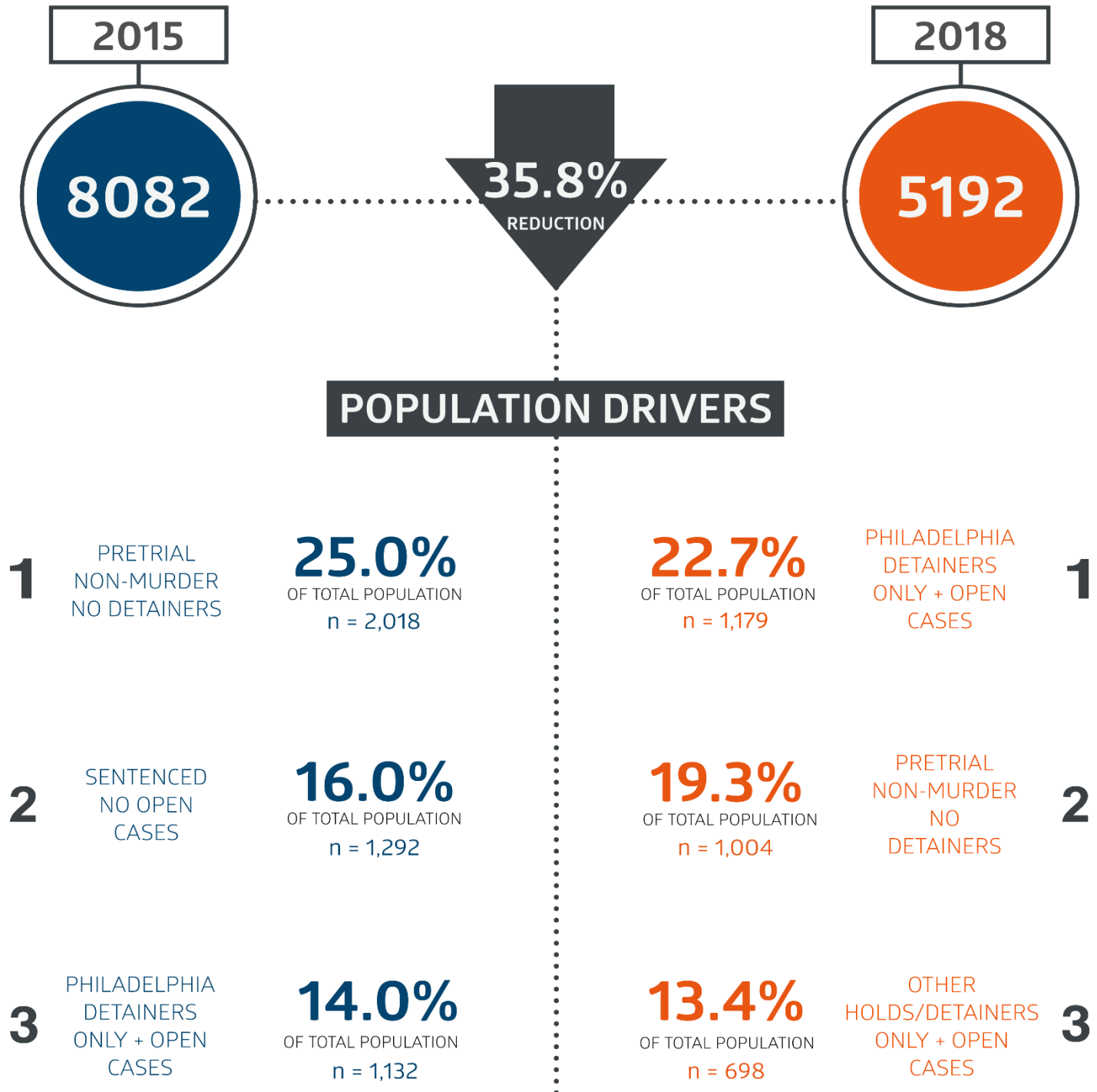


Tracking changes in the jail population is an important piece of the reforms. There are several metrics monitored to assist with efforts to safely decrease the population, and reduce racial and ethnic disparities. Philadelphia's jail population fell by 35.8% (2,890 people) from July of 2015 (baseline), to July of 2018.

### *Metrics*

- Population Drivers
- Race/Ethnicity & Length of Stay
- Gender
- Serious Mental Illness
- Cash Bail Decline
- Average Daily Population

The Philadelphia jail population fell 35.8% from July, 2015 (population = 8,082) to July, 2018 (population = 5,192).



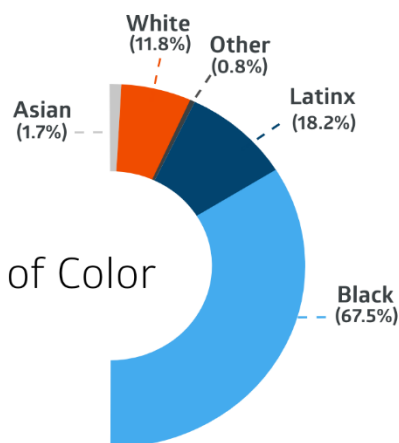
# RACE/ETHNICITY & LENGTH OF STAY IN THE JAIL POPULATION

Racial and ethnic disparities persist as the proportion of people of color in the jail population has not been impacted by strategies.

However, after 3 years of reform efforts, there are 2,565 fewer people of color in custody.

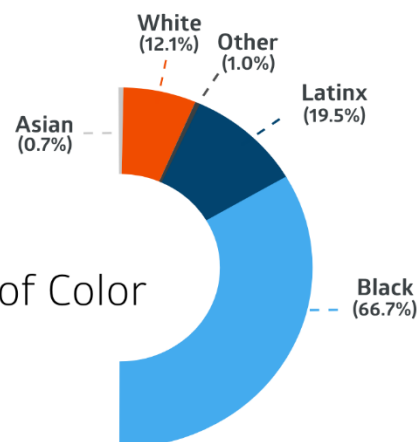
## BASELINE

88.2% People of Color  
n = 7,130



## JULY 2018

87.9% People of Color  
n = 4,656



## BASELINE

**198.8**

Average LOS

129.1

259.9

176.2

216.6

194.1

WHITE

OTHER

LATINX

BLACK

ASIAN

## JULY 2018

**180.7**

Average LOS

116.8

174.4

177.4

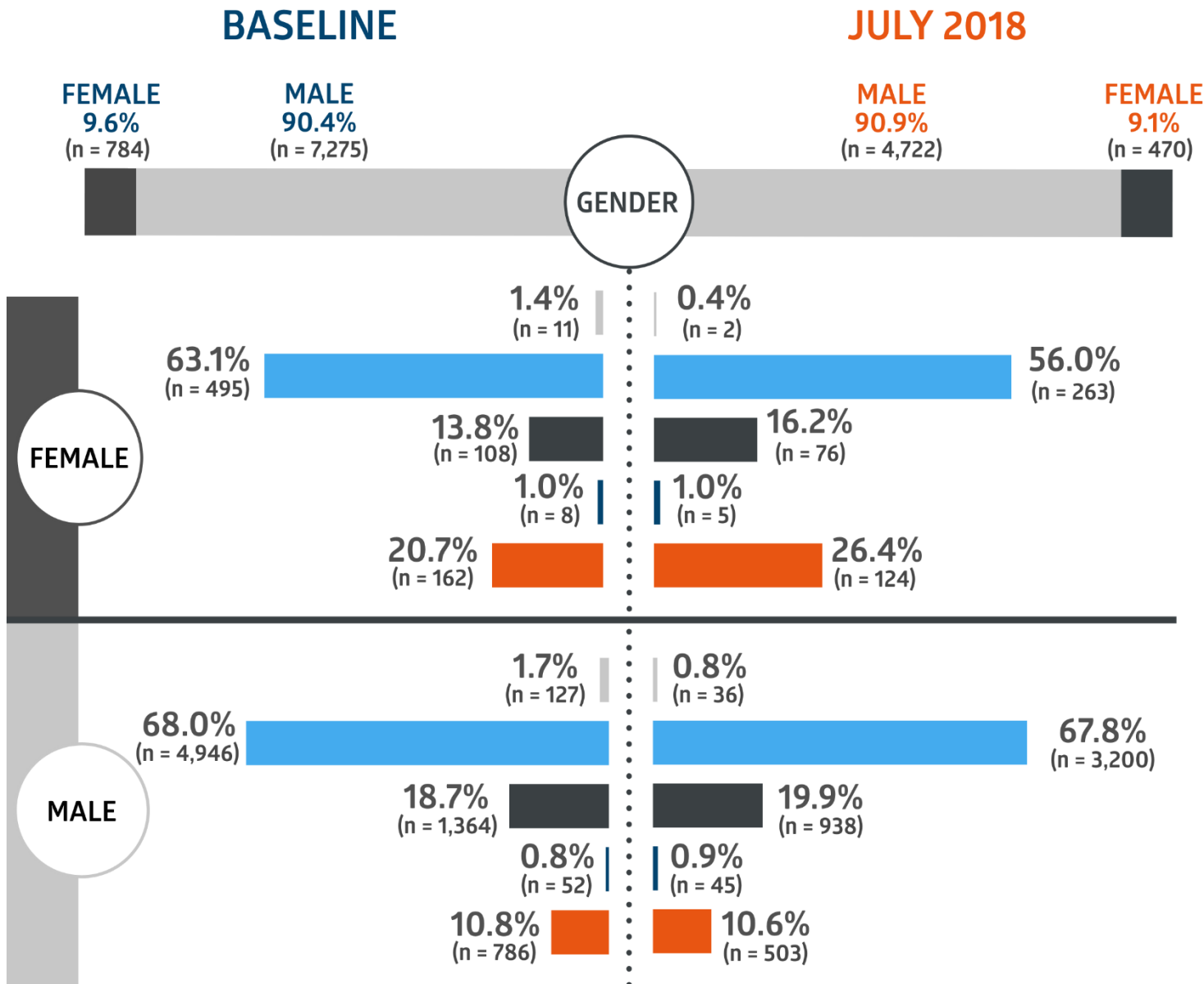
192.8

248.4

The overall length of stay\* (LOS) fell, though marked differences in LOS remain across groups of race/ethnicity.

\*Length of stay (LOS) figures are for individuals who were still in custody at the time of the data extraction, as opposed to LOS for people who were released.

# GENDER BREAKDOWN FROM BASELINE & JULY 2018



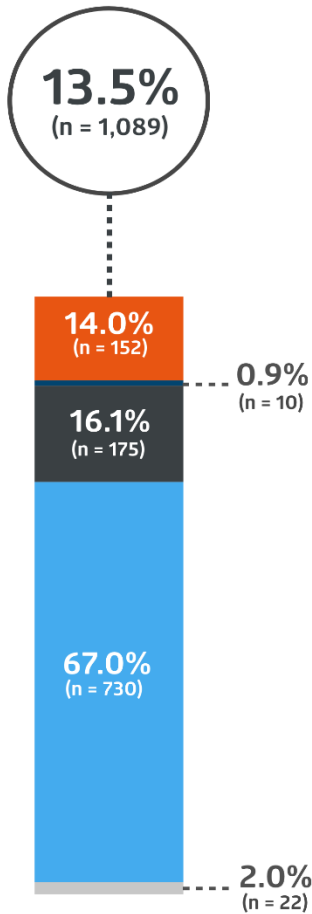
Be mindful of differences in volume versus proportion when looking at these figures. For example, despite a volume decrease of 32 people in the Latinx female population, there is now a larger proportion of Latinx females due to the greater decrease of Black and White females in the jail population.

It is important to note that even though the volume dropped dramatically for Black males, it did not affect their proportion because they still make up the majority of the jail population.

Note: 23 records with missing Gender information from **baseline** were excluded.

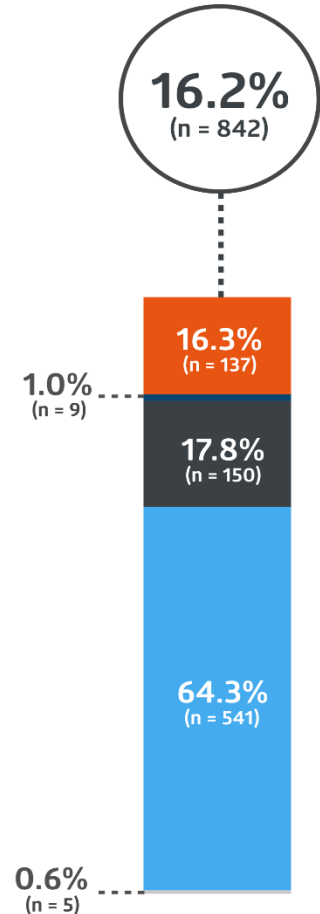
# PEOPLE EXPERIENCING SERIOUS MENTAL ILLNESS (SMI) IN THE JAIL POPULATION

## BASELINE



The volume of individuals experiencing serious mental illness decreased from 1,089 at baseline to 842 in July, 2018 - this reduction was only observed in the male population.

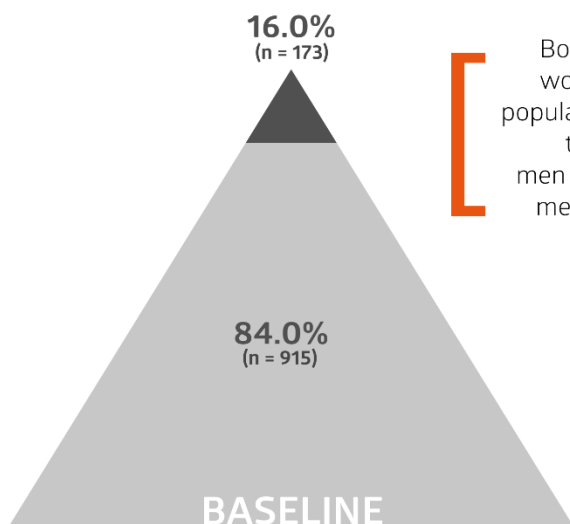
## JULY 2018



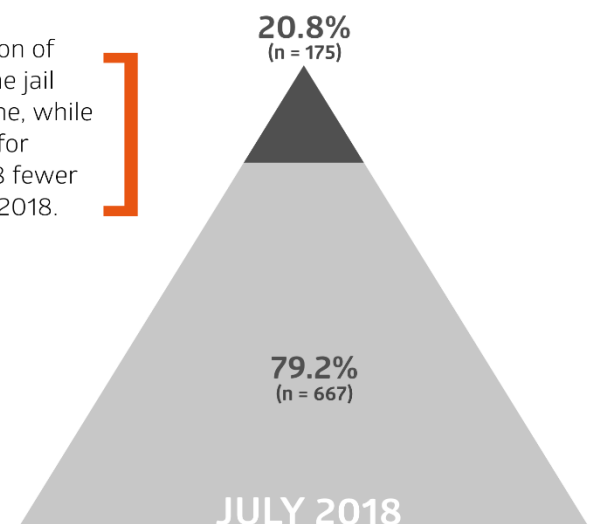
## RACIAL COMPOSITION

Asian Black Latinx Other White

## GENDER COMPOSITION

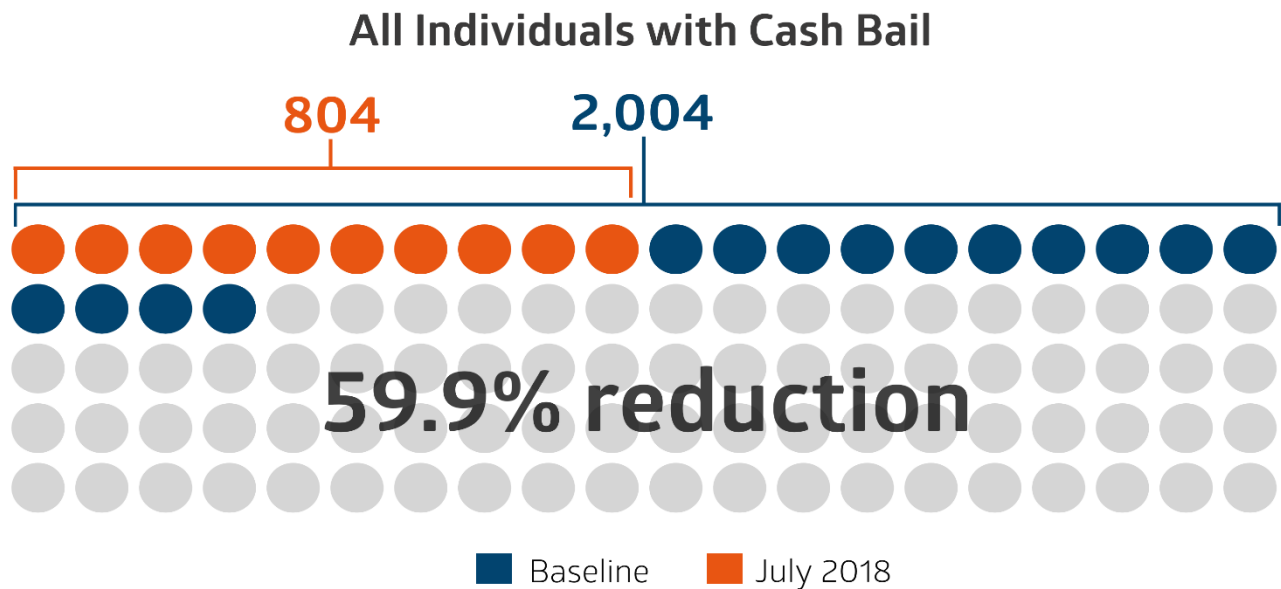


Both the volume and proportion of women experiencing SMI in the jail population increased since baseline, while the volume and proportion for men declined, as there were 248 fewer men experiencing SMI in July, 2018.

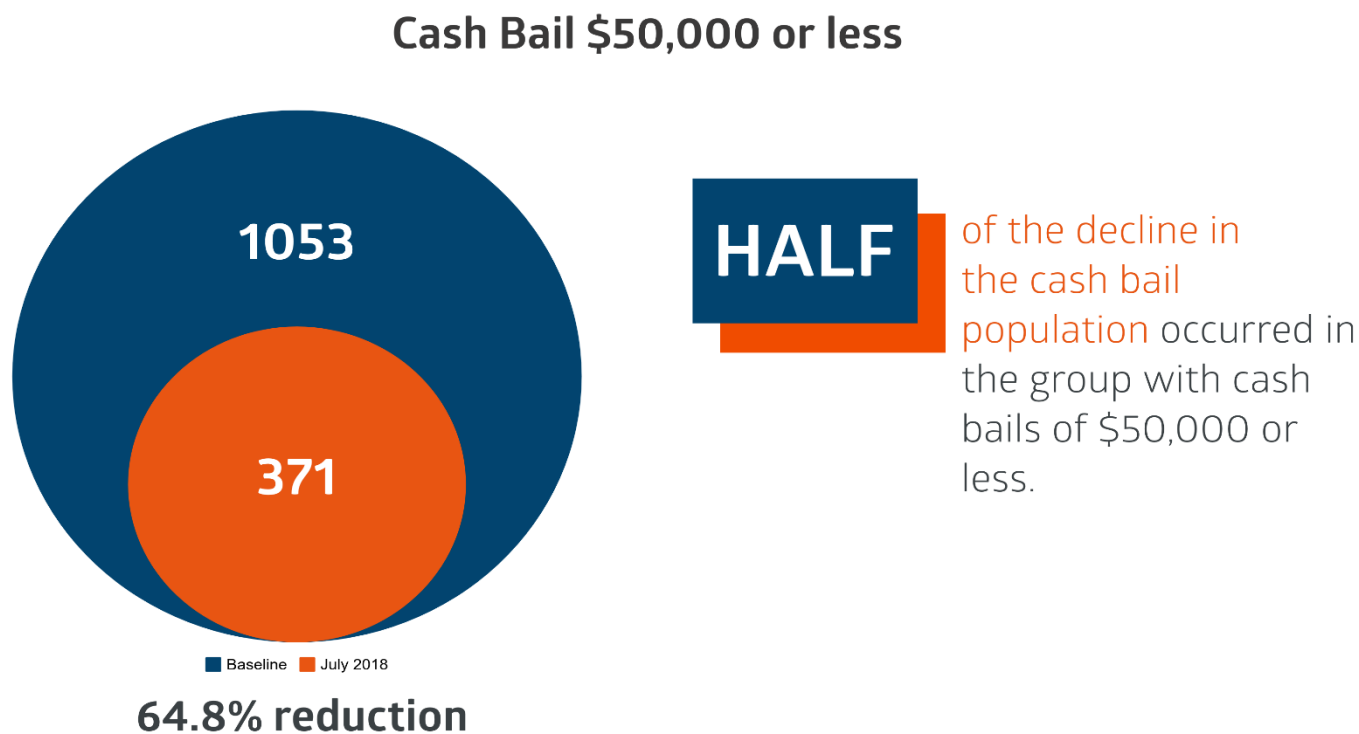


\*1 record was excluded due to missing gender information

# DECLINE OF THE CASH BAIL POPULATION



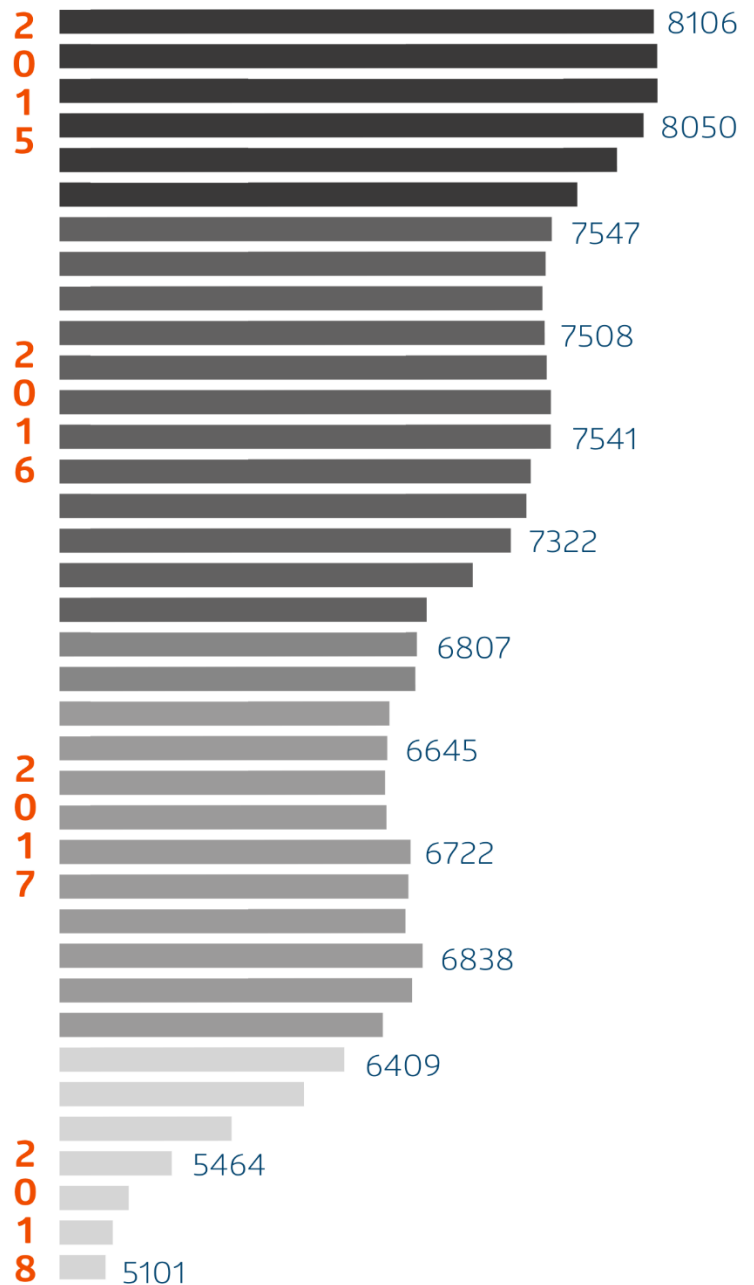
Cash bail is an area of intent focus for the SJC. Philadelphia reduced the cash bail population by 1,200 people from July, 2015 (n= 2,004) to July, 2018 (n = 804).



# MONTHLY CHANGE IN THE AVERAGE DAILY POPULATION (ADP) BETWEEN BASELINE & JULY 2018

ADP is the industry standard for measuring jail populations and is just one of many important metrics tracked as part of reform.

**The ADP decreased by an average of 8,106 people in custody per day (July, 2015) to 5,101 (July, 2018).**



Formula: ADP = Sum of Jail Population Counts each Day of the Month / # Days in the Month



# CONFINEMENT CATEGORIES

Feedback and collaboration from all justice partners led to the creation of 14 new, specific confinement categories to better identify the scenarios for which people were in custody. Most often, individuals at the Philadelphia jail have more than one reason for being held. Folks can be in custody on matters stemming from Philadelphia and/or another jurisdiction. However, only Philadelphia cases are reflected in the MacArthur datasets. It is important to understand that each file is merely a snapshot in time and the reason(s) why someone is in custody can vary daily. This section provides detailed descriptions of the confinement categories, identifies initiatives targeting each group, and compares the categories from baseline (July 2015) through July, 2018. Please note that the length of stay (LOS) figures reported in this section are for folks who were still in custody at the time of the data extraction, as opposed to LOS for people who were released.

## *Categories*

- Pretrial Murder - No Detainers
- Pretrial Non-Murder - No Detainers
- Philadelphia Detainers Only - No Open Cases
- Other Holds/Detainers Only - No Open Cases
- Philadelphia + Other Holds/Detainers - No Open Cases
- Philadelphia Detainers Only + Open Cases
- Other Holds/Detainers Only + Open Cases
- Philadelphia + Other Holds/Detainers + Open Cases
- Sentenced + Detainers
- Sentence Deferred + Detainers
- Sentence Deferred - No Detainers
- Sentenced + Open Cases
- Sentenced - No Open Cases
- Other

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 1: Pretrial Murder - No Detainers

People in this group are held on open cases of murder charges with no detainers, while in pretrial posture. Generally, folks are denied bail due to the nature of the charges and may have multiple open Philadelphia cases.

### Initiatives targeting this population:

- Case Processing
- Data Diagnostic

### July 2015

### July 2018

#### POPULATION CHANGE

**200**

INDIVIDUALS

**2.5%**

OF THE TOTAL POPULATION



**4.5%**

OF THE TOTAL POPULATION

**232**

INDIVIDUALS

#### RACE / ETHNICITY

Asian = 3.5%  
Black = 78.5%  
Latinx = 12.5%  
Other = 1.0%  
White = 4.5%

**95.5%**

PEOPLE OF COLOR



**95.3%**

PEOPLE OF COLOR

Asian = 1.3%  
Black = 77.2%  
Latinx = 15.5%  
Other = 1.3%  
White = 4.7%

#### AVERAGE LENGTH OF STAY

**475.4 days**



**380.4 days**

#### SERIOUS MENTAL ILLNESS

**25**

INDIVIDUALS

**12.5%**

OF THE CATEGORY



**12.5%**

OF THE CATEGORY

**29**

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 2: Pretrial Non-Murder - No Detainers

This group is held on an open case(s) on non-murder charges with no detainers, including those with active bail and revoked bail. For those with active bail, 10% of the total bail amount on all open cases would have to be posted to be released from jail. Some people have more than one open Philadelphia matter or their case has been disposed, but not sentenced.

### Initiatives targeting this population:

- Early Bail Review
- Pretrial Advocates
- Pretrial Risk Tool
- Robust Alternatives to Cash Bail
- Case Processing
- Data Diagnostic

### July 2015

### July 2018

#### POPULATION CHANGE

**2,018**

INDIVIDUALS

**25.0%**

OF THE TOTAL POPULATION



**19.3%**

OF THE TOTAL POPULATION

**1,004**

INDIVIDUALS

#### RACE / ETHNICITY

Asian = 1.7%  
Black = 71.5%  
Latinx = 16.5%  
Other = 0.9%  
White = 9.4%

**90.6%**

PEOPLE OF COLOR



**88.2%**

PEOPLE OF COLOR

Asian = 1.2%  
Black = 70.6%  
Latinx = 14.9%  
Other = 1.5%  
White = 11.8%

#### AVERAGE LENGTH OF STAY

**172.0 days**



**154.3 days**

#### SERIOUS MENTAL ILLNESS

**292**

INDIVIDUALS

**14.5%**

OF THE CATEGORY



**15.3%**

OF THE CATEGORY

**154**

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 3: Philadelphia Detainers Only - No Open Cases

People in this category are only being held on a Philadelphia Adult Probation and Parole detainer. Detainers are issued due to a violation of probation/parole conditions and serve as a hold to keep someone confined pending the outcome of a probation violation hearing. There are no other open Philadelphia matters for people in this group, though they could have more than one detainer.

### Initiatives targeting this population:

- DAP
- VEM
- LINCS
- Probation Caseload Project
- Detainer Review Hearings
- Case Processing
- Data Diagnostic

July 2015

July 2018

### POPULATION CHANGE

927

INDIVIDUALS

11.5%

OF THE TOTAL POPULATION



9.4%

OF THE TOTAL POPULATION

486

INDIVIDUALS

### RACE / ETHNICITY

Asian = 1.5%  
Black = 64.9%  
Latinx = 18.4%  
Other = 0.5%  
White = 14.7%

85.3%

PEOPLE OF COLOR



84.1%

PEOPLE OF COLOR

Asian = 1.0%  
Black = 63.6%  
Latinx = 18.5%  
Other = 1.0%  
White = 15.9%

### AVERAGE LENGTH OF STAY

111.1 days



108.1 days

### SERIOUS MENTAL ILLNESS

171

INDIVIDUALS

18.4%

OF THE CATEGORY



23.0%

OF THE CATEGORY

112

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 4: Other Holds/Detainers Only - No Open Cases

These individuals are confined on a hold/detainer issued by a jurisdiction other than Philadelphia, though Philadelphia warrants may be considered as a hold in this population. People in this category have no other open Philadelphia matters.

### Initiatives targeting this population:

- Case Processing
- Data Diagnostic

July 2015

July 2018

### POPULATION CHANGE

84

INDIVIDUALS

1.0%

OF THE TOTAL POPULATION



2.6%

OF THE TOTAL POPULATION

135

INDIVIDUALS

### RACE / ETHNICITY

Asian = 0%  
Black = 60.7%  
Latinx = 20.2%  
Other = 2.4%  
White = 16.7%

83.3%

PEOPLE OF COLOR



83.7%

PEOPLE OF COLOR

Asian = 0.7%  
Black = 72.6%  
Latinx = 10.4%  
Other = 0%  
White = 16.3%

### AVERAGE LENGTH OF STAY

250.8 days



160.4 days

### SERIOUS MENTAL ILLNESS

12

INDIVIDUALS

14.3%

OF THE CATEGORY



20.7%

OF THE CATEGORY

28

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 5: Philadelphia + Other Holds/Detainers - No Open Cases

The parameters for this category include the presence of a Philadelphia Adult Probation and Parole detainer AND a detainer/hold from another jurisdiction. Individuals in this group do not have any additional open/pending Philadelphia matters.

### Initiatives targeting this population:

- DAP
- VEM
- Detainer Review Hearing
- Case Processing
- Data Diagnostic

July 2015

July 2018

### POPULATION CHANGE

164

INDIVIDUALS

2.1%

OF THE TOTAL POPULATION



2.1%

OF THE TOTAL POPULATION

108

INDIVIDUALS

### RACE / ETHNICITY

Asian = 1.2%  
Black = 64.0%  
Latinx = 18.3%  
Other = 0%  
White = 16.5%

83.5%

PEOPLE OF COLOR



82.4%

PEOPLE OF COLOR

Asian = 0%  
Black = 68.5%  
Latinx = 13.0%  
Other = 0.9%  
White = 17.6%

### AVERAGE LENGTH OF STAY

234.2 days



179.5 days

### SERIOUS MENTAL ILLNESS

21

INDIVIDUALS

12.8%

OF THE CATEGORY



15.7%

OF THE CATEGORY

17

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 6: Philadelphia Detainers Only + Open Cases

This section of the population has a detainer from Philadelphia Adult Probation and Parole only, due to the violation of probation/parole conditions, in addition to at least one open Philadelphia case.

### Initiatives targeting this population:

- ARC
- VEM
- DAP
- Probation Caseload Project
- Detainer Review Hearing
- Case Processing
- Data Diagnostic

July 2015

July 2018

### POPULATION CHANGE

1,132

INDIVIDUALS

14.0%

OF THE TOTAL POPULATION



22.7%

OF THE TOTAL POPULATION

1,179

INDIVIDUALS

### RACE / ETHNICITY

Asian = 1.6%  
Black = 69.3%  
Latinx = 20.0%  
Other = < 0.1%  
White = 9.1%

90.9%

PEOPLE OF COLOR



90.2%

PEOPLE OF COLOR

Asian = 0.2%  
Black = 65.6%  
Latinx = 23.7%  
Other = 0.7%  
White = 9.8%

### AVERAGE LENGTH OF STAY

165.5 days



130.1 days

### SERIOUS MENTAL ILLNESS

145

INDIVIDUALS

12.8%

OF THE CATEGORY



16.8%

OF THE CATEGORY

198

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 7: Other Holds/Detainers Only + Open Cases

This category represents those who are confined on a hold/detainer issued by a jurisdiction other than Philadelphia, and/or a Philadelphia warrant, in addition to one or more open Philadelphia cases.

Initiatives targeting this population:

- Case Processing
- Data Diagnostic

July 2015

July 2018

### POPULATION CHANGE

779

INDIVIDUALS

9.6%

OF THE TOTAL POPULATION



13.4%

OF THE TOTAL POPULATION

698

INDIVIDUALS

### RACE / ETHNICITY

Asian = 1.9%  
Black = 67.3%  
Latinx = 19.1%  
Other = 0.4%  
Bi-Racial = 0.1%  
White = 11.2%

88.8%

PEOPLE OF COLOR



90.1%

PEOPLE OF COLOR

Asian = 0.7%  
Black = 70.2%  
Latinx = 18.6%  
Other = 0.6%  
White = 9.9%

### AVERAGE LENGTH OF STAY

173.9 days



176.2 days

### SERIOUS MENTAL ILLNESS

64

INDIVIDUALS

8.2%

OF THE CATEGORY



12.0%

OF THE CATEGORY

84

INDIVIDUALS



# PRISON POPULATION | CONFINEMENT CATEGORIES

Confinement Category 8: Philadelphia + Other Holds/Detainers + Open Cases

The parameters for this group include a Philadelphia Adult Probation and Parole detainer, a detainer/hold from another jurisdiction, and/or a Philadelphia warrant, and at least one Philadelphia open case.

Initiatives targeting this population:

- ARC
- DAP
- VEM
- Probation Caseload Project
- Detainer Review Hearing
- Case Processing
- Data Diagnostic

July 2015

July 2018

## POPULATION CHANGE

661

INDIVIDUALS

8.2%

OF THE TOTAL POPULATION



4.6%

OF THE TOTAL POPULATION

241

INDIVIDUALS

## RACE / ETHNICITY

Asian = 1.1%  
Black = 66.0%  
Latinx = 20.4%  
Other = 1.1%  
White = 11.4%

88.6%

PEOPLE OF COLOR



87.5%

PEOPLE OF COLOR

Asian = 0.8%  
Black = 64.7%  
Latinx = 21.6%  
Other = 0.4%  
White = 12.5%

## AVERAGE LENGTH OF STAY

215.1 days



155.2 days

## SERIOUS MENTAL ILLNESS

78

INDIVIDUALS

11.8%

OF THE CATEGORY



14.1%

OF THE CATEGORY

34

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 9: Sentenced + Detainers

This category includes those who are serving a sentence and have a detainer from Philadelphia Adult Probation and Parole and/or another jurisdiction.

### Initiatives targeting this population:

- Data Diagnostic
- Early Parole Petitions

July 2015

July 2018

### POPULATION CHANGE

320

INDIVIDUALS

4.0%

OF THE TOTAL POPULATION



3.8%

OF THE TOTAL POPULATION

196

INDIVIDUALS

### RACE / ETHNICITY

Asian = 0.9%  
Black = 60.3%  
Latinx = 18.4%  
Other = 0.6%  
Bi-Racial = 0.3%  
White = 19.5%

80.5%

PEOPLE OF COLOR



82.7%

PEOPLE OF COLOR

Asian = 0.5%  
Black = 58.2%  
Latinx = 23.0%  
Other = 1.0%  
White = 17.3%

### AVERAGE LENGTH OF STAY

254.8 days



280.6 days

### SERIOUS MENTAL ILLNESS

48

INDIVIDUALS

15.0%

OF THE CATEGORY



15.8%

OF THE CATEGORY

31

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 10: Sentence Deferred + Detainers

The Legal Status variable in the jail data designates these people as adjudicated (case disposed), but awaiting sentencing. Additionally, these individuals have a detainer from Philadelphia Adult Probation and Parole and/or another jurisdiction, and some have one or more open Philadelphia case.

### Initiatives targeting this population:

- Case Processing
- Data Diagnostic

July 2015

July 2018

### POPULATION CHANGE

61

INDIVIDUALS

0.7%

OF THE TOTAL POPULATION



1.2%

OF THE TOTAL POPULATION

63

INDIVIDUALS

### RACE / ETHNICITY

Asian = 3.3%  
Black = 63.9%  
Latinx = 23.0%  
Other = 1.6%  
White = 8.2%

91.8%

PEOPLE OF COLOR



93.6%

PEOPLE OF COLOR

Asian = 3.2%  
Black = 58.7%  
Latinx = 31.7%  
Other = 0%  
White = 6.4%

### AVERAGE LENGTH OF STAY

435.0 days



512.4 days

### SERIOUS MENTAL ILLNESS

8

INDIVIDUALS

13.1%

OF THE CATEGORY



11.1%

OF THE CATEGORY

7

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 11: Sentence Deferred - No Detainers

The category is comprised of folks whose Legal Status in the jail data indicates they are adjudicated (case disposed), but awaiting sentencing. There are no detainers/holds for this section of the population, though a small portion may have open/pending Philadelphia matters.

### Initiatives targeting this population:

- Case Processing
- Data Diagnostic

July 2015

July 2018

### POPULATION CHANGE

233

INDIVIDUALS

2.9%

OF THE TOTAL POPULATION



1.0%

OF THE TOTAL POPULATION

52

INDIVIDUALS

### RACE / ETHNICITY

Asian = 2.1%  
Black = 74.7%  
Latinx = 12.9%  
Other = 0.9%  
Bi-Racial = 0.4%  
White = 9.0%

91.0%

PEOPLE OF COLOR



92.3%

PEOPLE OF COLOR

Asian = 0%  
Black = 73.1%  
Latinx = 17.3%  
Other = 1.9%  
White = 7.7%

### AVERAGE LENGTH OF STAY

452.8 days



471.4 days

### SERIOUS MENTAL ILLNESS

29

INDIVIDUALS

12.4%

OF THE CATEGORY



19.2%

OF THE CATEGORY

10

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 12: Sentenced + Open Cases

Those who are classified in this group are currently serving a sentence and have at least one open/pending Philadelphia matter in addition to the case(s) on which they were sentenced.

### Initiatives targeting this population:

- Case Processing
- Data Diagnostic
- Early Parole Petitions

July 2015

July 2018

### POPULATION CHANGE

134

INDIVIDUALS

1.6%

OF THE TOTAL POPULATION



0.9%

OF THE TOTAL POPULATION

46

INDIVIDUALS

### RACE / ETHNICITY

Asian = 1.5%  
Black = 68.7%  
Latinx = 17.2%  
Other = 1.5%  
White = 11.1%

88.9%

PEOPLE OF COLOR



89.1%

PEOPLE OF COLOR

Asian = 0%  
Black = 63.0%  
Latinx = 26.1%  
Other = 0%  
White = 10.9%

### AVERAGE LENGTH OF STAY

213.6 days



169.7 days

### SERIOUS MENTAL ILLNESS

18

INDIVIDUALS

13.4%

OF THE CATEGORY



21.7%

OF THE CATEGORY

10

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 13: Sentenced - No Open Cases

Individuals are serving a sentence and have no open/pending Philadelphia matters.

Initiatives targeting this population:

- Case Processing
- Data Diagnostic
- Early Parole Petitions

July 2015

July 2018

### POPULATION CHANGE

1,292

INDIVIDUALS

16.0%

OF THE TOTAL POPULATION



12.4%

OF THE TOTAL POPULATION

643

INDIVIDUALS

### RACE / ETHNICITY

Asian = 2.3%  
Black = 62.4%  
Latinx = 19.6%  
Other = 0.9%  
White = 14.8%

85.2%

PEOPLE OF COLOR



84.6%

PEOPLE OF COLOR

Asian = 0.6%  
Black = 60.0%  
Latinx = 22.6%  
Other = 1.4%  
White = 15.4%

### AVERAGE LENGTH OF STAY

217.2 days



245.5 days

### SERIOUS MENTAL ILLNESS

172

INDIVIDUALS

13.3%

OF THE CATEGORY



17.7%

OF THE CATEGORY

114

INDIVIDUALS

# PRISON POPULATION | CONFINEMENT CATEGORIES

## Confinement Category 14: Other

This category reflects people who did not fall into any of the previous 13 groups due to being held for other entities such as the U.S. Marshal, FBI, and/or courtesy holds for other jurisdictions.

Initiatives targeting this population:

- Case Processing
- Data Diagnostic

July 2015

July 2018

### POPULATION CHANGE

77

INDIVIDUALS

1.0%

OF THE TOTAL POPULATION



2.1%

OF THE TOTAL POPULATION

109

INDIVIDUALS

### RACE / ETHNICITY

Asian = 0%  
Black = 66.2%  
Latinx = 11.7%  
Other = 1.3%  
White = 20.8%

79.2%

PEOPLE OF COLOR



81.6%

PEOPLE OF COLOR

Asian = 0%  
Black = 64.2%  
Latinx = 16.5%  
Other = 0.9%  
White = 18.4%

### AVERAGE LENGTH OF STAY

182.6 days



105.9 days

### SERIOUS MENTAL ILLNESS

7

INDIVIDUALS

9.1%

OF THE CATEGORY



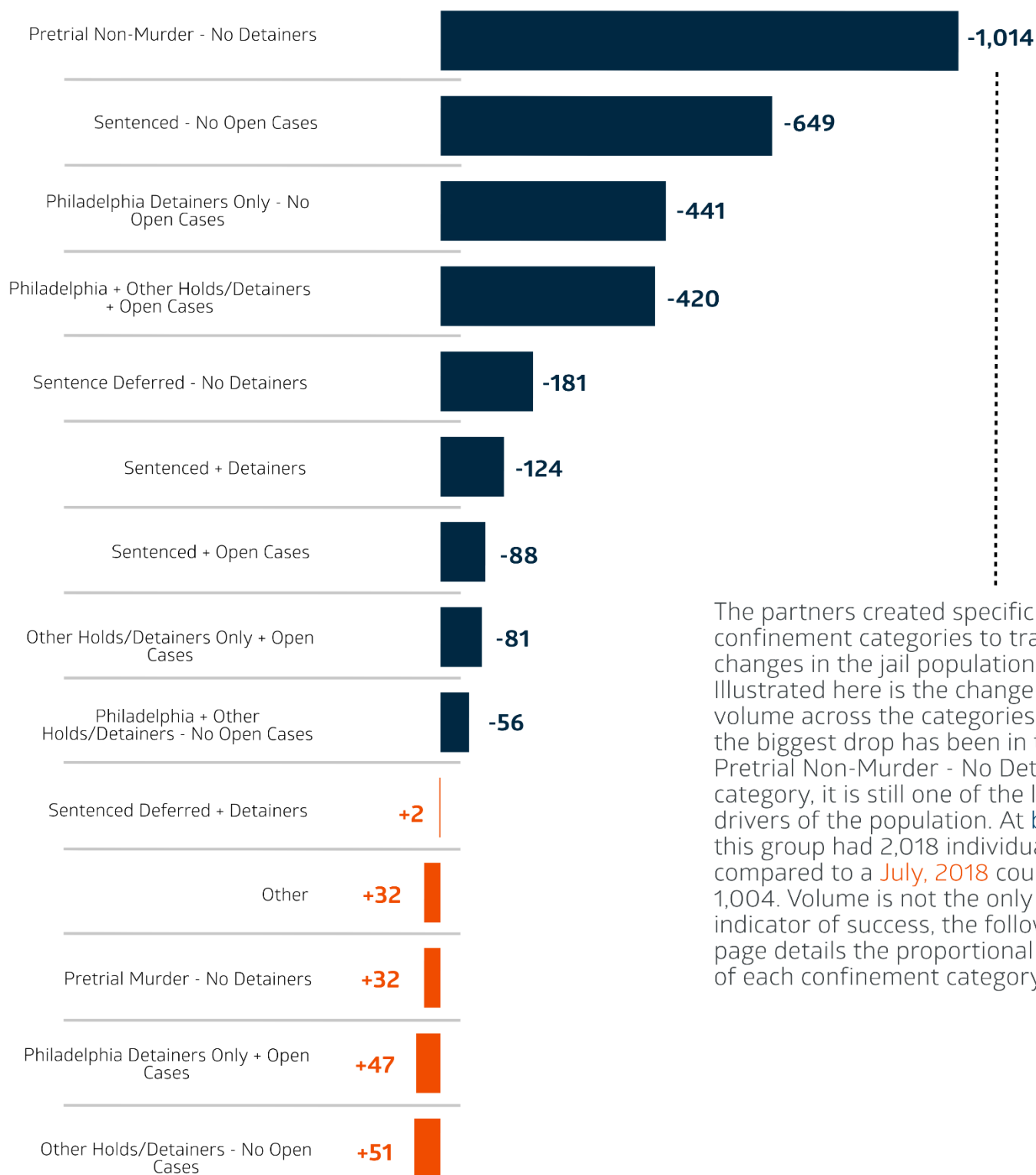
11.9%

OF THE CATEGORY

13

INDIVIDUALS

# DIFFERENCE IN CONFINEMENT CATEGORY POPULATIONS BETWEEN BASELINE & JULY 2018

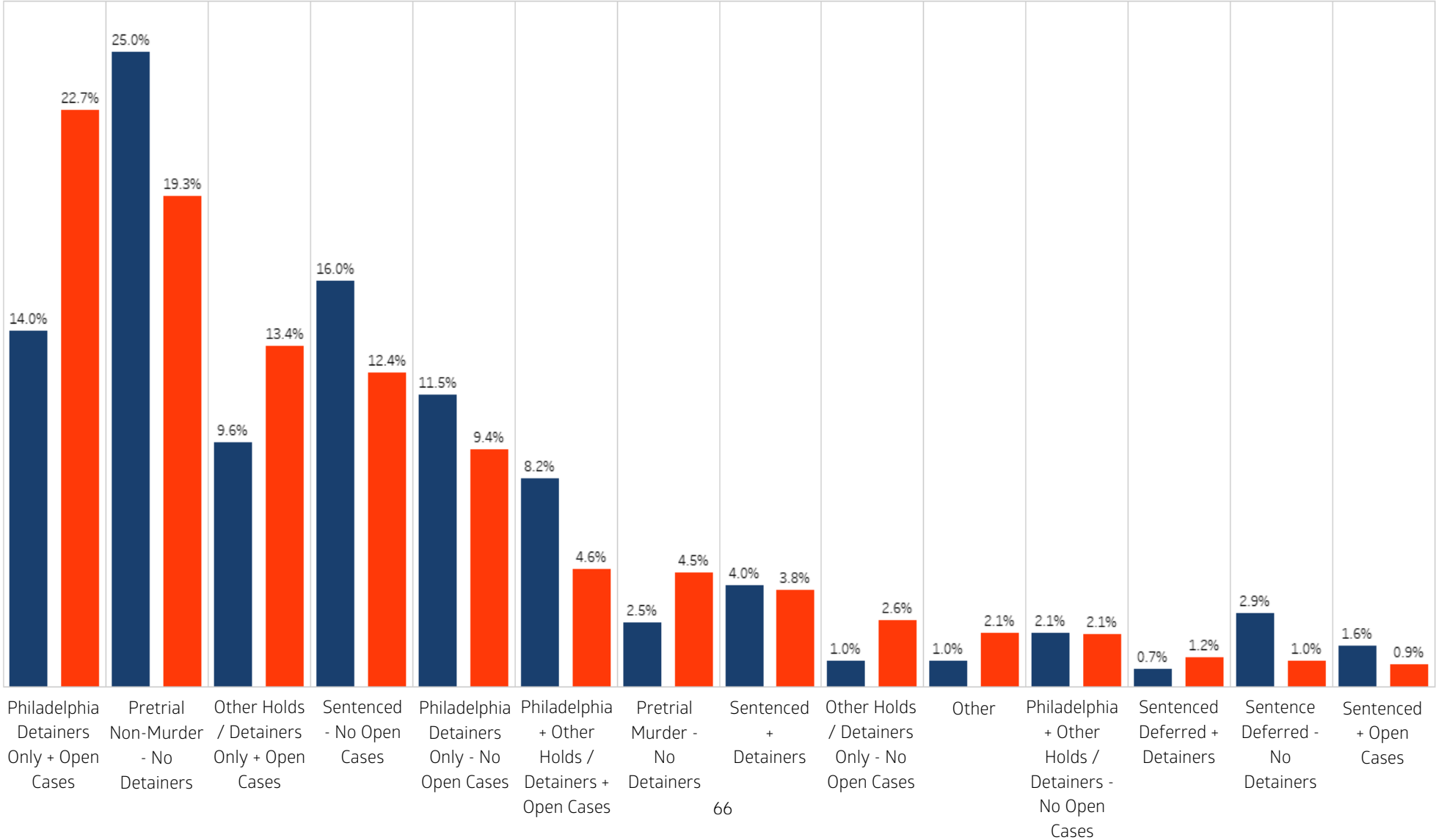


The partners created specific confinement categories to track changes in the jail population. Illustrated here is the change in volume across the categories. While the biggest drop has been in the Pretrial Non-Murder - No Detainers category, it is still one of the largest drivers of the population. At [baseline](#) this group had 2,018 individuals compared to a [July, 2018](#) count of 1,004. Volume is not the only indicator of success, the following page details the proportional change of each confinement category.



# CHANGING COMPOSITION OF THE JAIL POPULATION ACROSS CONFINEMENT CATEGORIES

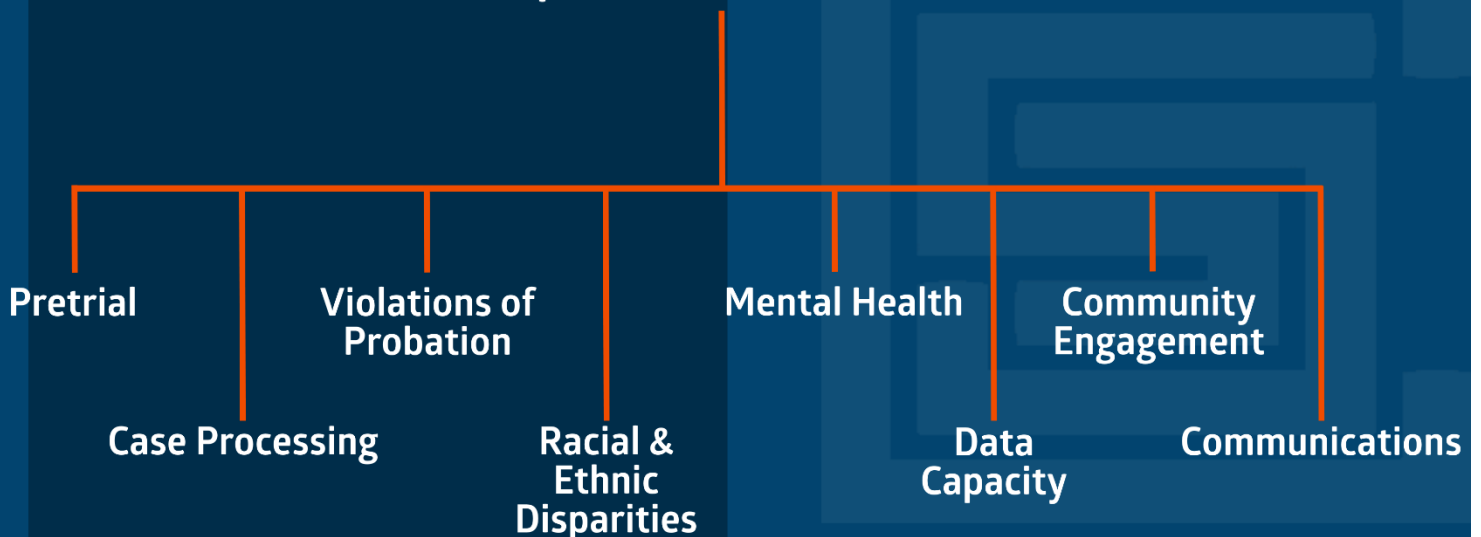
The bar graph is a visual depiction of how the proportion of each category in the jail changed from baseline to July, 2018. **Blue** bars represent categories at baseline, whereas **orange** bars reflect the proportion of each confinement group in July, 2018. The categories appear in order of greatest to least proportion based on July, 2018 data (**orange** bars). Consider the first confinement category as an example: At baseline, those in custody with Philadelphia Detainers Only + Open Cases comprised 14% of the jail population. However, in July of 2018, that same group was 22.7% of the population and one of the largest drivers of the population.



# ACKNOWLEDGEMENTS

The number of people across the justice and behavioral health partners who regularly work on MacArthur reforms is extensive. Principals from the partners provide invaluable leadership and guidance to all of the workgroups. Members of each workgroup are identified here, however, there are many people whose names are not on these lists without whom the initiatives could not be implemented or sustained.

## Implementation Team



# PRINCIPALS

## 2015 - PRESENT

### CITY OF PHILADELPHIA

**James Kenney**

Mayor of Philadelphia  
January 2016 – Present

**Michael Nutter**

Mayor of Philadelphia  
December 2015 – January 2016

### MANAGING DIRECTOR'S OFFICE

**Brian Abernathy**

Managing Director  
January 2019 – Present

**Michael DeBerardinis**

Managing Director  
January 2016 – December 2018

**Richard Negrin**

Managing Director  
June 2010 – January 2016

### PHILADELPHIA POLICE DEPARTMENT

**Christine Coulter**

Acting Police Commissioner  
August 2019 – Present

**Richard Ross**

Police Commissioner  
January 2016 – August 2019

**Charles Ramsey**

Police Commissioner  
January 2008 – January 2016

### PHILADELPHIA DEPARTMENT OF PRISONS

**Blanche Carney**

Prison Commissioner  
April 2016 – Present

**Michael Resnick**

Acting Prison Commissioner  
January 2016 – April 2016

**Louis Giorla**

Prison Commissioner  
January 2008 – January 2016

### DEPARTMENT OF BEHAVIORAL HEALTH AND INTELLECTUAL DISABILITIES SERVICES

**David T. Jones**

Commissioner  
July 2017 – Present  
Acting Commissioner  
February 2017-July 2017

**Arthur Evans**

Commissioner  
2005 – February 2017

### FIRST JUDICIAL DISTRICT OF PENNSYLVANIA

**Honorable Patrick F. Dugan**

President Judge, Municipal Court  
January 2019 – Present

**Honorable Marsha H. Neifield**

President Judge, Municipal Court  
January 2009 – January 2019

**Honorable Jacqueline F. Allen**

Administrative Judge, Court of Common Pleas Trial Division  
January 2016 – Present

**Honorable Idee C. Fox**

President Judge, Court of Common Pleas Trial Division  
Chair, Administrative Governing Board  
October 2018 – Present

**Honorable Leon W. Tucker**

Supervising Judge, Court of Common Pleas Trial Division –  
Criminal  
March 2016 – Present  
Chair, Criminal Justice Advisory Board  
November 2018 - Present

**Justice Kevin M. Dougherty**

Administrative Judge, Court of Common Pleas Trial Division  
October 2014 – January 2016

**Honorable Sheila Woods-Skipper**

President Judge, Court of Common Pleas  
November 2013 – October 2018  
Chair, Administrative Governing Board  
October 2014 – November 2018  
Chair, Criminal Justice Advisory Board  
January 2016 – November 2018  
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November 2013 – January 2016

**Honorable Jeffrey P. Minehart**

Supervising Judge, Court of Common Pleas Trial Division –  
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November 2013 – February 2016

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District Court Administrator  
May 2013 – Present

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District Attorney  
January 2018 – Present

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Interim District Attorney  
July 2017 – December 2017

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January 2010 – June 2017

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Chief Defender  
September 2015 – Present

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Acting Chief Defender  
March 2015 – September 2015

# SJC IMPLEMENTATION TEAM

The Implementation Team oversees Philadelphia's SJC reforms and is comprised of representatives of the First Judicial District (Municipal Court, Court of Common Pleas, Court Administration, Research and Development, Pretrial Services, and Adult Probation and Parole); City of Philadelphia (Police Department, Department of Prisons, Managing Director's Office, and Department of Behavioral Health); the Philadelphia District Attorney's Office and the Defender Association of Philadelphia. All Team/Workgroup Chairs also serve on the Implementation Team and provide regular updates on the progress of their work. The Implementation Team is responsible for decision-making regarding the SJC reform plan including, but not limited to, the approval of data disclosures contemplated in the internal MOU.

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Workgroup Co-Chair – Mental Health

# PROJECT MANAGEMENT TEAM

This inaugural report set out to highlight Philadelphia’s unprecedented justice reforms. As with all work, this was a highly collaborative endeavor. The Project Management Team gathered information from Workgroup Chairs and Initiative Leads to provide context, highlights, and next steps for the programs and initiatives. The MacArthur Research Team created graphics and design elements, in addition to conducting all data analyses. After soliciting feedback from justice partners, the MacArthur Research Team worked closely with the Project Management Team to create and disseminate the final product.

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Robert Tomaszewski

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Chris Welsh

Zachary Wilkerson

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# ONWARD

To date, Philadelphia's accomplishments are notable as criminal justice reform has become the new normal. However, there remains a great deal of work to be done to create a more fair and equitable system for the people of Philadelphia. The coming years will bring the launch of several new initiatives, with high priorities placed on racial and ethnic disparities and meaningful community engagement. The Implementation Team and all of the workgroups continue to meet regularly, and the Vera Institute of Justice conducts quarterly site visits. The partners received renewal funding from the MacArthur Foundation in October of 2018, to support new initiatives. A subsequent report will describe all efforts beyond July, 2018.

Philadelphia expresses sincere gratitude to the MacArthur Foundation for their continued support and leadership in changing how America thinks about and uses jails. The Vera Institute of Justice has worked with the Philadelphia partners since the beginning and is instrumental in the reform movement. Additionally, many other technical assistance providers and Safety and Justice Challenge network sites and delegates have shared lessons learned and various forms of guidance over the years.

More information and resources can be found on Philadelphia's [SJC Website](#)



Supported by the John D. and Catherine T. MacArthur Foundation

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





This report was created with support from the John D. and Catherine T. MacArthur Foundation as part of its Safety and Justice Challenge, which seeks to reduce over-incarceration by changing the way America thinks about and uses jails.

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

[www.phila.gov/programs/philadelphia-safety-and-justice-challenge](http://www.phila.gov/programs/philadelphia-safety-and-justice-challenge)



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CHALLENGE

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