

**PHILADELPHIA DEPARTMENT OF PRISONS
FISCAL YEAR 2019 BUDGET TESTIMONY
MAY 1, 2018**

INTRODUCTION

Good Afternoon, President Clarke and Members of City Council. I am Blanche Carney, Commissioner of the Philadelphia Department of Prisons. Joining me today are Terence Clark, Deputy Commissioner and Dr. Bruce Herdman, Chief of Medical Operations. I am pleased to provide testimony on the Philadelphia Department of Prisons' Fiscal Year 2019 Operating Budget.

DEPARTMENT MISSION & PLANS

Mission: The Philadelphia Department of Prisons (PDP) provides a secure correctional environment to detain people accused or convicted of illegal acts. PDP operates six facilities: the Alternative and Special Detention Center (ASD); the Curran-Fromhold Correctional Facility (CFCF); the Detention Center (DC); the House of Correction (HOC); the Philadelphia Industrial Correctional Center (PICC); and the Riverside Correctional Facility (RCF). To prepare incarcerated people for successful re-entry after their release, PDP also offers the following programs and services: job training; educational services; parenting classes; substance abuse services; behavioral health therapy; and counseling, individual, and group therapy.

Plans for Fiscal Year 2019:

The Prisons Department will support the Administration's goal of criminal justice reform by continuing to offer programs and services designed to enable the successful reintegration of returned citizens into society. This continuity of care starts while individuals are incarcerated and links them to services and support when they leave the prison system with the ultimate goal of reducing recidivism and decreasing the number of incarcerated individuals in Philadelphia.

Our plans for Fiscal Year 2019 and beyond are broad-based and take into account most areas throughout the Prisons system and support our primary goals, which include:

- Closure of the House of Corrections.
- House on average 5,500 or fewer inmates.
- Eliminate outside contract housing.
- Reduce staffing/expenses concomitantly.
- Provide Medication Assisted Treatment ("MAT") to all opioid-addicted inmates.¹
- Effectively link all MAT patients to community MAT providers upon release.
- Provide Naloxone kits to every inmate upon release.
- Initiate ten hours of out-of-cell behavioral health therapy per week for all segregated inmates.²
- Implement Hepatitis C treatment linkage program.³
- Improve continuity of care by enrolling all eligible inmates in Medical Assistance.

¹ As directed by the Mayor's Task Force to Combat the Opioid Epidemic in Philadelphia

² Following best practice guidelines and court actions nationwide.

³ Part of "C Change": Philadelphia's Plan to Eliminate HCV Among People Who Inject Drugs.

- Complete implementation of the federal lowest possible cost 340B pharmacy arrangement.
- Make post-release appointments for chronically ill, sentenced inmates with community providers.
- Implement the KRONOS Time and Attendance system at CFCF as a pilot project beginning July 1, 2018 and expand the system to other prison facilities by the end of the fiscal year. This will eliminate the existing antiquated and inefficient time clock punching system and provide a more efficient automated comprehensive time entry and reporting system to monitor staffing levels and overtime.
- Inventory Management System: PDP will begin the implementation of this system on June 1st, 2018. This system will replace an outdated system that was established over 20 years ago and can no longer be supported. The system will provide state-of-the-art inventory management so that warehoused inventory may be reduced. It will allow for barcode scanning and integration with the maintenance unit's Prison Work Order System.
- PDP will continue to provide correctional staff with professional development and continuing education opportunities whenever possible. This will allow PDP to maintain the highest level of professionalism among its correctional staff, ensuring that all staff persons treat inmates with respect and dignity while following all personal safety protocols.

The following re-investments in medical care are being paid for from savings generated by census declines and by operational efficiency initiatives such as paperless medical records, e.g., conversion of nearly twenty medical records clerks to Medical Assistance enrollment specialists:

- \$60,000 in laboratory costs to support the HEP C treatment linkage program, part of "C Change," Philadelphia's Plan to Eliminate HCV among People Who Inject Drugs.
- \$500,000 for acquisition of buprenorphine for Medication Assisted Treatment.
- \$1,400,000 for out-of-cell therapy staff, a pilot for the female and youthful offender population to be expanded to all facilities.
- \$1,550,000 in staffing costs to create a behavioral health Transition Unit at CFCF, in response to the increased behavioral health illness burden at CFCF.
- \$7,643,500 dedicated to MacArthur and Criminal Justice Initiatives focused on diversion, treatment and reentry to keep driving the population down.

In appreciation of Councilman Domb's Support:

I would like to take a moment to thank Councilman Domb for providing seed funding to support a wonderful new program that we are initiating at PDP to learn computer coding. Computer coding is one of the hottest fields to get into right now and jobs are in high demand. This funding will provide support for our first class. We are hopeful that those who take part in this coding educational program will acquire the knowledge and be provided an outstanding opportunity to get started in a career with a very bright future.

BUDGET SUMMARY & OTHER BUDGET DRIVERS

Staff Demographics Summary (as of December 2017)				
	Total	Minority	White	Female
Number of Full-Time Staff	2,230	1,928	308	1,049
Number of Exempt Staff	7	6	1	3
Number of Executive Staff (deputy level and above)	4	3	1	1
Average Salary, Full-Time Staff	\$49,267	\$49,229	\$52,056	\$49,229
Average Salary, Exempt Staff	\$93,823	\$92,460	\$102,000	\$112,088
Average Salary, Executive Staff	\$130,888	\$132,975	\$124,627	\$137,213
Median Salary, Full-Time Staff	\$47,310	\$49,272	\$52,063	\$49,229
Median Salary, Exempt Staff	\$96,265	\$90,000	\$102,000	\$96,265
Median Salary, Executive Staff	\$124,563	\$137,250	\$124,627	\$137,213

Employment Levels (as of December 2017)		
	Budgeted	Filled
Number of Full-Time Positions	2,325	2,230
Number of Exempt Positions	7	7
Number of Executive Positions (deputy level and above)	4	4
Average Salary of All Full-Time Positions	\$49,515	\$49,267
Median Salary of All Full-Time Positions	\$47,846	\$47,310

General Fund Financial Summary by Class						
	FY17 Original Appropriations	FY17 Actual Obligations	FY18 Original Appropriations	FY18 Estimated Obligations	FY19 Proposed Appropriations	Difference: FY19-FY18
Class 100 - Employee Compensation	\$147,301,168	\$148,514,858	\$147,427,858	\$148,391,554	\$147,430,918	(\$960,636)
Class 200 - Purchase of Services	\$105,455,001	\$105,330,348	\$105,455,001	\$104,455,001	\$102,865,387	(\$1,589,614)
Class 300/400 - Materials, Supplies & Equipment	\$4,773,744	\$4,773,561	\$4,773,744	\$4,773,744	\$4,773,744	\$0
Class 500 - Contributions	\$1,301,757	\$2,273,324	\$1,301,757	\$1,301,757	\$1,301,757	\$0
	\$258,831,670	\$260,892,091	\$258,958,360	\$258,922,056	\$256,371,806	(\$2,550,250)

Contracts Summary (Professional Services only)						
	FY13	FY14	FY15	FY16	FY17	FY18 YTD (Q1 & Q2)
Total amount of contracts	\$99,465,702	\$50,073,627	\$59,594,695	\$48,911,320	\$51,937,245	\$38,044,811
Total amount to M/W/DSBE	\$28,411,379	\$19,644,782	\$28,989,774	\$28,770,444	\$21,243,145	\$18,413,683
Participation Rate	29%	39%	49%	59%	41%	48%

Total M/W/DSBE Contract Participation Goal (Public Works; Services, Supplies & Equipment; and Professional Services combined)			
	FY17	FY18	FY19
M/W/DSBE Contract Participation Goal	35%	37%	35%

PROPOSED BUDGET OVERVIEW

Proposed Funding Request:

The proposed Fiscal Year 2019 General Fund budget totals \$256,371,806, a decrease of \$2,550,250 under Fiscal Year 2018 estimated obligation levels. This decrease is primarily due to a reduction in outside housing and overtime costs.

The proposed budget includes:

- \$147,430,918 in Class 100, a \$960,636 decrease from FY18. The decrease in funding reflects the reduction in overtime spending. This funding will primarily cover \$111,905,131 in full-time employee costs as well as \$30,039,861 in overtime costs.
- \$102,865,387 in Class 200, a \$1,589,614 decrease from FY18. This funding will primarily cover \$65,428,458 in medical costs, \$12,765,000 in CFCF/RCF maintenance costs, \$15,152,653 in food costs, \$4,226,227 in outside inmate housing costs, and \$1,555,978 in inmate vocational training/RISE program costs, including Industry Recognized Certification towards a career pathway and case management linkages to providers both pre- and post-release.
- \$4,773,744 in Class 300/400, level funding with FY18. This funding will primarily cover \$1,586,000 in inmate and correctional clothing costs, and \$1,043,350 in facility maintenance supplies and equipment costs.
- \$1,301,757 in Class 500, level funding with FY18. This funding will cover the cost of inmate work payments.

STAFFING LEVELS

The department is requesting 2,325 budgeted positions for FY19, no change from FY18.

NEW HIRES

New Hires (from 7/1/2017 to December 2017)			
	Total Number of New Hires	Spanish	Romanian
Black or African American	44	0	0
Asian	3	0	0
Hispanic or Latino	4	1	0
White	12	0	1
Total	63	1	1

Since December 2017, Prisons hired 35 individuals: 23 who identify as Black or African American; two who identify as Asian, seven who identify as Hispanic or Latino, and three who identify as White. One of the new hires speaks languages in addition to English.

PERFORMANCE, CHALLENGES, AND INITIATIVES

Administration:

FY19 Strategic Goals				
<ul style="list-style-type: none"> Establish Four Correctional Officer recruit classes. Expand composting to four additional correctional facilities so that all six facilities are covered. 				
FY19 Performance Measures				
Measure	FY17 Actual	FY18 YTD (Q1 + Q2)	FY18 Target	FY19 Target
Percent of newly admitted inmates that are processed and housed within 24 hours of admission ¹	100%	100%	100%	100%
Average daily prison census: number of inmates in custody	6,987	6,759	6,640	5,800
Actual spend on overtime	\$31,197,142	\$16,805,717	\$34,108,863	\$30,039,861

¹ The 24-hour period is self-imposed threshold and is not a legal requirement. The goal is for 100% of inmates to wait no longer than 24 hours (current average is 8-10 hours).

Maintenance:

FY19 Strategic Goals				
<ul style="list-style-type: none"> Implement work order system for efficient completion and tracking of work orders and projects. Continue energy and waste reduction efforts. 				
FY19 Performance Measures				
Measure	FY17 Actual	FY18 YTD (Q1 + Q2)	FY18 Target	FY19 Target
Total amount of overtime for maintenance staff ¹	\$839,378	\$378,049	\$800,000	\$800,000

¹ Overtime for maintenance staff is driven by staffing levels and emergency needs.

Medical and Psychiatric Services:

FY19 Strategic Goals				
<ul style="list-style-type: none"> Establish a pilot program that tracks post-release appointments with community behavioral health providers for sentenced patients who are seriously mentally ill. Achieve ten hours of therapeutic time out-of-cell for segregated patients. 				
FY19 Performance Measures				
Measure	FY17 Actual	FY18 YTD (Q1 + Q2)	FY18 Target	FY19 Target
Percentage of eligible inmates receiving behavioral medications within 48 hours of admissions ¹	N/A			90%
Percentage of STD-positive patients treated before release ²	N/A	85%	90%	90%

¹ This is a new measure for FY19. Baseline data is being collected in FY18.

² This is a new measure for FY18. PDP anticipates that an increase will be achieved during the second half of the year through continuing education of responsible clinical staff on all shifts (24/7) to assure that the new testing protocol provides test results as early as possible.

Security and Operations:

FY19 Strategic Goals				
<ul style="list-style-type: none"> Fully utilize on-campus bed capacity to minimize the need for outside housing by maximizing the usage of all appropriate beds based on custody levels. Reduce usage of outside housing contracts as the inmate population declines. 				
FY19 Performance Measures				
Measure	FY17 Actual	FY18 YTD (Q1 + Q2)	FY18 Target	FY19 Target
Percentage of beds unusable due to classification/appropriate custody level ¹	4.1%	1.4%	N/A	
Number of inmates in contracted beds ²	505	274	245	0

¹ This measure is a descriptive measure for pretrial inmates. No target can be set because PDP cannot predetermine anticipated custody level populations.

² Generally, as the inmate census declines, costs associated with contracted beds are also expected to decline. However, PDP's need for contracted beds will still vary somewhat depending on the makeup of the census. The ultimate goal is to close all outside housing contracts other than one, but PDP will revisit a specific goal for FY19 at the end of FY18.

Social Services/Reentry:

FY19 Strategic Goals				
<ul style="list-style-type: none"> Implement validated risk/needs tool. Increase pre- and post-release engagement for RISE Services. Provide services to support decrease in one-, three-, and five-year reincarceration rates. 				
FY19 Performance Measures				
Measure	FY17 Actual	FY18 YTD (Q1 + Q2)	FY18 Target	FY19 Target
Sentenced inmates participating in an educational or treatment program ¹	77.9%	76.2%	80.5%	80.5%
Re-incarceration rate: one-year ²	37.1%	38.9%	≤ 38.0%	≤ 38.0%
Re-incarceration rate: three-year ³	57.9%	55.5%	≤ 57.0%	≤ 57.0%

¹ Prisons is making every effort to enroll sentenced inmates in programs and work assignments. A decrease of placements in work release, work assignments, and programs is impacting Prisons' goal. This measure refers to educational or treatment programs, which are one component of inmate placements. Other inmates are placed into institutional or job training programming.

² PDP's one-year re-incarceration rate is based on the number of prisoners who are released from PDP custody and return to PDP custody. The measure for FY18 is comprised of prisoners released from July 1, 2016 through June 30, 2017. If an inmate returns within the specified date ranges one year from that window, that inmate is counted in the one-year figure.

³ PDP's three-year re-incarceration rate is based on the number of prisoners who are released from PDP custody and return to PDP custody. The measure for FY18 is comprised of prisoners released from July 1, 2014 through June 30, 2015. If an inmate returns within the specified date ranges three years from that window, that inmate is counted in the three-year figure.

OTHER BUDGETARY IMPACTS

Federal and State (Where Applicable)

In Pennsylvania, the Administration in Harrisburg has been unceasingly supportive of PDP efforts to enroll inmates in Medical Assistance, a cornerstone of PDP, DPH and DBHIDS efforts to assure continuity of care for seriously ill inmates after release.

At the same time, a variety of federal government proposals would end eligibility for Medical Assistance of many economically impoverished inmates and their families, and there are parallel federal efforts to materially diminish Medical Assistance benefits.

Likewise, proposals exist in Congress that would eliminate correctional institution access to the very low (if not lowest possible) medication prices made available by the federal 340B pharmacy program that was designed to assist providers serving economically disadvantaged population.

CONTRACTING EXPERIENCE

M/W/DSBE Participation on Large Professional Services Contracts											
Top Five Largest Contracts, FY18											
Vendor Name	Service Provided	Dollar Amount of Contract	RFP Issue Date	Contract Start Date	Ranges in RFP	% of M/W/DSBE Participation Achieved	\$ Value of M/W/DSBE Participation	Total % Participation - All DSBES	Total \$ Value Participation - All DSBES	Local Business (principal place of business located within City limits) [yes / no]	Waiver for Living Wage Compliance? [yes / no]
Corizon	Inmate Physical Health Care Services	\$48,632,051	2/1/2017	7/1/2017	MBE: 20-23%	21%	\$10,212,731	28%	\$13,616,974	No	No
					WBE: 17-20%	7%	\$3,404,244				
					DSBE: 0%	0%	\$0				
GD Correctional Services. LLC	Inmate and PDP Staff Food Services	\$14,452,653	3/2/2017	7/1/2017	MBE: 20-25%	21%	\$2,930,057	33%	\$4,604,375	No	No
					WBE: 10-15%	12%	\$1,674,318				
					DSBE: 0%	0%	\$0				
U.S. Facilities Inc.	Maintenance Service for two (2) PDP facilities - CFCF and RCF	\$12,126,125	5/9/2014	7/1/2014	MBE: 20-28%	100%	\$12,126,125	100%	\$12,126,125	Yes	No
					WBE: 10-15%	0%	\$0				
					DSBE: Best Efforts	0%	\$0				
MHM	Inmate Behavioral Health Care Services	\$13,488,450	2/1/2017	7/1/2017	MBE: 3-6%	3%	\$404,654	5%	\$674,423	No	No
					WBE: 2-5%	2%	\$269,769				
					DSBE: 0%	0%	\$0				
Community Education Centers	Off-Site Housing Services	\$8,466,290	9/24/2014	1/1/2005	MBE: Best Efforts	0%	\$0	0%	\$0	No	Yes
					WBE: Best Efforts	0%	\$0				
					DSBE: Best Efforts	0%	\$0				

EMPLOYEE DATA

Staff Demographics (as of December 2017)					
Full-Time Staff			Executive Staff¹		
	Male	Female		Male	Female
	African-American	African-American		African-American	African-American
<i>Total</i>	744	880	<i>Total</i>	4	6
<i>% of Total</i>	33%	40%	<i>% of Total</i>	19%	29%
<i>Average Salary</i>	\$48,844	\$48,940	<i>Average Salary</i>	\$105,940	\$101,340
<i>Median Salary</i>	\$51,281	\$47,538	<i>Median Salary</i>	\$113,807	\$93,132
	White	White		White	White
<i>Total</i>	209	95	<i>Total</i>	6	4
<i>% of Total</i>	10%	4%	<i>% of Total</i>	29%	19%
<i>Average Salary</i>	\$52,056	\$52,079	<i>Average Salary</i>	\$109,628	\$97,694
<i>Median Salary</i>	\$52,292	\$47,994	<i>Median Salary</i>	\$108,886	\$97,844
	Hispanic	Hispanic		Hispanic	Hispanic
<i>Total</i>	99	61	<i>Total</i>	0	1
<i>% of Total</i>	4%	3%	<i>% of Total</i>	0%	5%
<i>Average Salary</i>	\$49,015	\$48,169	<i>Average Salary</i>	N/A	\$82,686
<i>Median Salary</i>	\$51,289	\$47,538	<i>Median Salary</i>	N/A	\$82,686
	Asian	Asian		Asian	Asian
<i>Total</i>	117	6	<i>Total</i>	0	0
<i>% of Total</i>	5%	0%	<i>% of Total</i>	0%	0%
<i>Average Salary</i>	\$46,759	\$54,228	<i>Average Salary</i>	N/A	N/A
<i>Median Salary</i>	\$47,310	\$49,333	<i>Median Salary</i>	N/A	N/A
	Other	Other		Other	Other
<i>Total</i>	12	7	<i>Total</i>	0	0
<i>% of Total</i>	1%	0%	<i>% of Total</i>	0%	0%
<i>Average Salary</i>	\$45,290	\$47,877	<i>Average Salary</i>	N/A	N/A
<i>Median Salary</i>	\$47,360	\$46,911	<i>Median Salary</i>	N/A	N/A
	Bilingual	Bilingual		Bilingual	Bilingual
<i>Total</i>	114	47	<i>Total</i>	0	2
<i>% of Total</i>	5%	2%	<i>% of Total</i>	0%	10%
<i>Average Salary</i>	\$49,001	\$48,109	<i>Average Salary</i>	N/A	\$98,146
<i>Median Salary</i>	\$49,683	\$48,779	<i>Median Salary</i>	N/A	\$98,146
	Male	Female		Male	Female
<i>Total</i>	1,181	1,049	<i>Total</i>	10	11
<i>% of Total</i>	53%	47%	<i>% of Total</i>	48%	52%
<i>Average Salary</i>	\$49,300	\$49,229	<i>Average Salary</i>	\$108,153	\$98,337
<i>Median Salary</i>	\$49,267	\$49,229	<i>Median Salary</i>	\$113,607	\$90,000

¹ This includes all 21 executive staff persons.

LANGUAGE ACCESS

1) Has your leadership received language access training?

Yes, a total of 2,694 staff, which includes Philadelphia Department of Prisons Employees and Contracted Employees, and includes leadership staff, have received training on our Language Access Implementation Policy.

2) Do you currently have a language access coordinator?

Yes, Dr. Leroy Pendleton, Director of Community, Justice & Outreach.

3) Has your department written a language access plan and is it posted online?

We have a language access plan/policy which has been provided to the Office of Immigrant Affairs and has been posted online: <https://beta.phila.gov/documents/language-access-plans/>

4) Explain what your department has done to improve language access services over the past year.

2,694 staff have been trained on the Language Access Implementation Policy.

Further, we have created a spreadsheet of staff who are bi-lingual, totaling 100 different staff persons. Additionally, every facility has Language Line phone services as well as signage providing information and instructions in our visiting lobbies.