Letter from the Governor

Dear Fellow Pennsylvanians:

Since taking office in January 2015, it has been my goal to help the Board of Probation and Parole achieve its goals of modernization and to further my administration's promise of bringing government that works to the people of Pennsylvania.

The agency has seen great changes over the past three years and has embraced the challenges that have come along with them. Since I took office, the board has welcomed five new board members, including chairman, Leo Dunn. These board members have brought a wide-ranging wealth of experience to the board and have quickly integrated themselves. And the agency continues to find new ways to work efficiently through continued integration of technology and modernization.

By working collaboratively with other state agencies, the agency has ensured that new initiatives and ideas in the field of criminal justice are being looked at and examined for potential benefits. The agency has always considered the safety of the public and increasing the efficiency of the relationship between corrections and probation/parole, and their hard work has not gone unnoticed across the commonwealth.

I am looking forward to what the board’s accomplishments in the coming year, and I have no doubt that they will continue to act as an example of government that works.

Sincerely,

TOM WOLF
Governor
Dear Constituents:

The Board of Probation and Parole has taken enormous strides to advance all aspects of our mission statement. We are ever mindful of our commitment to public safety, and we do not take lightly the duty that we perform for the citizens of this commonwealth.

The last year has been one of tremendous change. The merger of the field and institutional staff with the Department of Corrections has allowed the decision makers to devote more time and attention to the decisions that affect persons both in and outside of state correctional institutions.

The merger was facilitated through the work of countless staff who were devoted to ensuring that it was conducted smoothly and with a focus on public safety. This new and deeper integration with the Department of Corrections will help the agency to make better decisions, and also to save money for the taxpayers of Pennsylvania.

As a result of our continued migration from paper files to electronic files through OnBase, parole agents are now able to update a parolee’s file in their car as opposed to needing to drive to and from a district office. This lets them spend more time in the field supervising parolees, and less time in the office filling out paperwork. Furthermore, we have added new electronic capabilities for board members allowing them to make decisions faster – which will allow persons granted parole to reenter society, and rejoin their families, with less delay.

We are looking forward to continuing to move the Board of Probation and Parole forward, and to continue to look for new ways to help the citizens of Pennsylvania.

Best Regards,

Leo L. Dunn
MISSION STATEMENT

The Pennsylvania Board of Probation and Parole is committed to promoting public safety, utilizing sound decision making practices that include evidence-based approaches, employing effective methods to aid offenders in reentering society and to reduce recidivism, addressing the needs of crime victims, and improving county adult probation and parole services.

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<td>18</td>
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</tbody>
</table>
Board Members

Leo L. Dunn
Chairman

Maureen Barden
Board Member
Confirmed February 5, 2018

Edward Burke
Board Member
Retired March 31, 2018

Leslie Grey
Board Member

Everett Gillison
Board Member

Theodore Johnson
Board Member

Mark Koch
Board Member

Anthony Moscato
Board Member
Sworn In July 11, 2017
Reconfirmed February 5, 2018

Michael Potteiger
Board Member
Retired February 5, 2018

Linda Rosenberg
Board Member
On October 19, 2017, a Memorandum of Understanding (MOU) between the Department of Corrections (DOC) and the Pennsylvania Board of Probation and Parole (PBPP) resulted in the combining of the agencies' similar, shared and overlapping resources and functions.

Under the MOU, both agencies remained separate from each other. Community supervision of parolees and all other reentry services were combined under a new, centralized chain of command that everyone in those areas reported to and now follow. The MOU involved reentry tasks, such as but not limited to inmate/parolee records, inmate/parolee reentry planning, parolee placement and supervision and parole violation management and return process.

DOC and PBPP personnel combined within the new organization structure fell within direct supervision of that new structure, but have remained employees of the respective agencies. Employees have continued fulfilling the duties and responsibilities of their respective agencies.

The MOU also consolidated the agencies’ business administration offices, internal affairs and investigative offices and communications/public information offices. Through previous MOUs, the agencies’ information technology and the management of data and research were already consolidated.

The parole board remained independent and has continued to exercise its exclusive and independent decision-making role with regard to decisions to parole, re-parole, commit and recommit for violations of parole and to discharge persons sentenced by any court at any time to imprisonment in a correctional institution.

Additionally, the Office of Victim Advocate, Firearm Education Training Commission and the Sexual Offenders Assessment Board remained independent from DOC as well.

Soon after the signing of the MOU, on October 23, 2017, the management teams of both agencies met to begin to address the many functions and areas affected by the consolidation. During the month of November, listening sessions were held across the state to hear any concerns employees had about the consolidation.
A steering committee was established to manage the consolidation effort on an ongoing basis. This steering committee served as the hub of activity between meetings of the larger management group. This steering committee was also charged with the evaluation of the change recommendations made through each of the committees that were formed.

Each committee formed was led by two co-chairs: one from PBPP, the other from DOC. The committee members included volunteer representatives from both agencies regardless of position. The committees formed were:

- Budget
- Org Chart Development
- Human Resources and Labor Relations
- Training
- Programming
- Policies/Procedures/Standards
- Physical Plant/Location Analysis
- Internal Affairs
- Communication/Messaging
- Inmate/Parolee and Family Messaging
- Grievances
- Records
- Special Teams
- Transportation
- Assessments
- Inmate/Parolee Needs
- Reentry Operational Process
- Institutional Operational Process
- Staff Wellness
- Innovative Practices (BetaGov)
- Sentinel Events

The co-chairs of each committee met in mid-December 2017 and three joint committee sessions were held in February and April 2018. Individual committee recommendations were made to the steering committee in June 2018.

“This MOU puts Pennsylvanians first by respecting their finances and their security while shrinking the size of government. We are moving forward in our efforts to eliminate bureaucratic redundancies and to do so while still allowing these agencies to continue to serve their individual missions. This is government that works.”

~ Governor Tom Wolf
OnBase is the Parole Board’s document imaging system. It allows all records associated with an inmate/parolee to be connected to each other electronically. A paper file is no longer used by the Board to maintain up-to-date information on the individual as well as all of the documents related to the person’s case within the criminal justice system.

Case files ranged from half an inch thick to a few feet in size. The amount of paper weighed as much as two, full-length yellow school buses.

In 2017, the Parole Board took the initiative to empty its Harrisburg Central Office physical file room that held slightly over 60,000 inmate/parolee paper case files and create electronic case files.
To begin the scanning process, in January through July 2017, each of the 60,000+ files were organized. Duplicate document copies were purged. A bar coding system was developed for the categories of information in each case file: police reports, records from incarceration, individual history background, board decisions, parole supervision information, etc. All rubber bands, binder clips and staples had to be removed from every, single piece of paper.

Initially, the project started with in-house scanning using temporary clerical pool personnel to accomplish 10,000 scanned files. As this phase continued, with each case file averaging 258 pieces of paper, the Office of Board Secretary (OBS) ~ the division that is the agency’s official records keeper ~ recognized that just the “simple task” of removing staples was extremely time consuming and would have a negative impact on reaching the December 31, 2017 deadline to have all paper case files scanned.

Through an agreement reached in July 2017 with the state Department of Revenue (DOR), PBPP ramped up its scanning capabilities and temporary worker pool. DOR has a Bureau of Imaging and Document Management with high-end scanning equipment for its work on a daily basis as well as use by other state agencies. Because of the labor-intensive process to remove staples, DOR took over this part of the process.

On December 27, 2017, agency staff, with assistance from DOR and the 22 temporary clerical pool, completed the indexing and prep work of all paper case files. On February 16, 2018, all of the case file boxes had been picked up by DOR. The very last paper case file box was prepped and made ready for scanning by DOR on March 14, 2018.
Because of the bar coding system, OnBase was capable of auto-indexing all of the records in the case file. The scanners ran 23.5 hours per day. At one point during the scanning process, the amount of data that had been scanned was so much, there was a two-week lag time for the system to catch up with the information that it had received.

On May 9, 2018, DOR completed scanning all “new, never-scanned” boxes. From May 9 to May 24, 2018, DOR worked to complete its processing of all “rescans” of documents that either didn’t scan clearly or were not in the correct format for OnBase. DOR performed quality control checks on all of the files and “rescanned” the “rescans.” On May 25, 2018, the last paper case file box was returned to the PBPP’s central office or was on hold with the state Department of General Services for pick up for delivery to the Parole Board.

Running simultaneously to the scanning of all paper case files, additional temp workers were organizing just over 100 boxes filled with thousands and thousands of cassette tapes of hearings PBPP has held. The oldest tape dated back to July 1992. Each tape was listened to for content. PBPP now has an electronic index of all of these tapes to interact with OnBase. The Parole Board no longer physically stores these tapes at its central office thus eliminating this needed storage space. All of the cassette tape content through 2012 has been digitized.
The target completion date for the scanning project had a “soft deadline” of December 31, 2017. However, that soft deadline became a hard deadline after the MOU was signed between PBPP and DOC. One of the provisions contained in the MOU was the consolidation of staff in the inmate/parolee records bureau. The new office space for the DOC records staff was the floor space previously occupied by 60,481 paper case files. This area needed to be disassembled as a file room and reassembled as office space. DOC records staff began moving into this space the week of January 15, 2018.

Quality Control
For the remainder of Fiscal Year 17/18 and continuing into FY 18/19, OBS staff continue to perform quality control on 40 boxes each week. A comparison is done between what was contained in the paper case file to what is now used as the electronic case file in OnBase. After each piece of paper is double checked to make certain it is in the E file, the paper is placed into the on-floor, secured containers and they are shipped out for shredding.
OnBase by the Numbers

60,481 Individual Cases

1 single-sided DVD holds 4.7 GB

To store all data scanned would need:

1,711.17 DVDs

33 DVD Towers

[That hold 52 DVDs each]

<table>
<thead>
<tr>
<th>Fiscal Year Begins w/Project Start Date</th>
<th>FY 15/16</th>
<th>FY 16/17</th>
<th>FY 17/18</th>
<th>Projected FY 18/19</th>
<th>Projected FY 19/20</th>
<th>Total Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Savings: Direct Dollars Saved</td>
<td>$44,915</td>
<td>$72,530</td>
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<td>$153,957</td>
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<td>$546,802</td>
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<td>New Revenue or Recoveries</td>
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<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
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<tr>
<td>Productivity Savings</td>
<td>$29,435</td>
<td>$123,628</td>
<td>$170,724</td>
<td>$217,820</td>
<td>$217,820</td>
<td>$759,426</td>
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<tr>
<td>Cost Avoidance</td>
<td>$0</td>
<td>$11,590</td>
<td>$19,658</td>
<td>$28,278</td>
<td>$28,278</td>
<td>$87,804</td>
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<tr>
<td>Total Estimated Savings</td>
<td>$74,350</td>
<td>$207,748</td>
<td>$322,991</td>
<td>$400,055</td>
<td>$388,889</td>
<td>$1,394,032</td>
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<tr>
<td>Less: Total Estimated Project Expenses</td>
<td>($134,000)</td>
<td>($47,300)</td>
<td>($51,500)</td>
<td>($56,500)</td>
<td>($56,500)</td>
<td>($345,800)</td>
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<tr>
<td>Estimated Net Savings</td>
<td>($59,650)</td>
<td>$160,448</td>
<td>$271,491</td>
<td>$343,555</td>
<td>$332,389</td>
<td>$1,048,232</td>
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Savings for FY 17/18

<table>
<thead>
<tr>
<th>Total Estimated Project Expenses</th>
<th>Projected FY 18/19</th>
<th>Projected FY 19/20</th>
<th>Total Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Productivity Savings</td>
<td>$170,724</td>
<td>$217,820</td>
<td>$759,426</td>
</tr>
<tr>
<td>Cost Avoidance</td>
<td>$19,658</td>
<td>$28,278</td>
<td>$87,804</td>
</tr>
<tr>
<td>Shipping: $112,772</td>
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<tr>
<td>Supplies: $19,837</td>
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<tr>
<td>($15,608)</td>
<td></td>
<td></td>
<td>($56,500)</td>
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<tr>
<td>Shelving: $4,050</td>
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<td>($345,800)</td>
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<td>($345,800)</td>
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</table>
The 2014 U.S. Supreme Court decision in Montgomery v. Louisiana ruled that every “juvenile lifer” in Pennsylvania has the right to file a Post Conviction Relief Act petition. A juvenile lifer is an individual who was under the age of 18 at the time they committed their crime and were sentenced to life without parole. The phrase “juvenile lifer” does not apply to the individual’s current age. In July 2016, the first five interviews with juvenile lifers were conducted by board members. As resentencing of juvenile lifers continued throughout FY 17/18, PBPP worked to add these individuals into the parole interview docket, which is usually set three to four months in advance.

Additionally, soon after the initial parole interviews with juvenile lifers were held in 2016, PBPP chairman, accompanied by another parole board member and the Director of Field and Probation Services, held 17 visiting sessions with juvenile lifers in the state correctional institutions where they were housed across the state. These sessions were designed to provide parole process information as well as parole supervision expectations for this group of individuals who previously did not have or attend any parole instruction sessions because of their prior non-parole status.

521 Total Juvenile Lifers
- 291 resentenced as of June 30, 2018
- 161 have been interviewed
- 131 have been granted parole
- 25 have been denied parole (will be seen again in the future)
81% approval rate
129 released
2 released directly by the court
1 sanction issued as of June 30, 2018
0 recommitted to prison
Faced with the challenge of reducing the amount of absconders (individuals who have stopped reporting to their assigned parole agent), PBPP initiated the SAFE RETURN program in late 2016 for an event to be held in 2017. Patterned after the United States Marshals Service’s Program “Fugitive Safe Surrender,” PBPP coordinated with community and law enforcement partners to develop SAFE RETURN. Identical to the Marshals’ program, PBPP wanted to encourage persons wanted for non-violent felony or misdemeanor crimes to voluntarily surrender to the law in a faith-based or other neutral setting and have their cases adjudicated in a safe and non-violent environment.

PBPP recognized that it needed a collaborative and invested support from various law enforcement, government organizations and community service providers to make SAFE RETURN a success. The goal of SAFE RETURN is to reduce the risk to law enforcement officers who pursue fugitives, to the neighborhoods in which they hide, and to the fugitives themselves.

Safe Return

Board Member Potteiger makes remarks at press conference announcing Harrisburg event

Board Member Potteiger interviewed by local TV station about event turnout on Day 1

Harrisburg city bus wrapped in event announcement
Harrisburg Safe Return Initiative

September 21-23, 2017

**Partners**
- PA Board of Probation and Parole
  - Chairman Leo L. Dunn
  - Board Member Michael Potteiger
- Dauphin County District Attorney Ed Marsico
- Dauphin County Sheriff Nicholas Chimienti Jr.
- Harrisburg Chief of Police Thomas Carter
- Harrisburg Mayor Eric Papenfuse
- Common Pleas President Judge Richard A. Lewis
- Zion Assembly of Harrisburg

**Results**
- 710 people
- 5,243 MDJ warrants
- 61 Common Pleas
- 22 DRO
- 5 state parole
- 9 county revocations
- TOTAL: 5,335

Philadelphia Safe Return Initiative

May 1-3, 2018

**Partners**
- PA Board of Probation and Parole
  - Chairman Leo L. Dunn
  - Board Member Everett Gillison
- PHL District Attorney Lawrence Krasner
- PHL Sheriff Jewell Williams
- Philadelphia Mayor Jim Kenney
- Defender Association of Philadelphia
- PHL Common Pleas Court Judge Leon Tucker
- Common Pleas CT President Judge Sheila Woods-Skipper
- Municipal CT President Judge Marsha Neifield
- Enon Tabernacle Baptist Church

**Results**
- 302 participants
- 472 warrants
- 221 Common Pleas Criminal
- 19 Municipal Court Summary
- 231 Municipal Court Criminal
- 7 state parole

*Results prepared by the City of Philadelphia*
As parole board members continued to interview juvenile lifers throughout Fiscal Year 16/17, a recurring theme began to develop. Board members noticed many in this particular group of now parole eligible inmates were not prepared for the interview and were uncertain about supervision expectations.

Explained Chairman Leo Dunn:
“Parole 101 sessions originally started because we saw how unprepared this group of inmates were for their interviews. After seeing how much the parole interviews with juvenile lifers improved after we completed the 17 visiting sessions around the different state correctional institutions (SCIs), I decided the parole board needed to expand these sessions to all parole eligible inmates who were within one to two years of their minimum sentence date. The objective was to improve the quality of interviews and overall success of the individual on parole. A ‘parole supervision survival primer’ component was added to the sessions and was presented by the Parole Deputy Secretary of the Office of Field Services and the Parole Deputy Secretary of the Office of Reentry, who became integral parts of the program.

On November 6, 2017, the very first Parole 101 session was held at SCI Waymart. Thirteen more sessions were held over the next six months in 12 SCIs. Presenters at the sessions were the parole board chairman and one board member. They were accompanied by either the parole supervision and reentry directors, or both.

Additional Parole 101 sessions were planned for FY 18/19 for the SCIs not previously covered across the state.
Legislation

Throughout the fiscal year, the Parole Board tracks key legislation that impacts on its work. Fiscal Year 17/18 was no exception.

Act 10 of 2018 provides for a 3 year probation tail on all tier three convicted offenders consecutive to any other lawful term imposed by the courts. The act also mandates that no court can impose a lesser period of probation. Additionally, the act specifies that direct supervision can include the use of the PBPP. Other portions of the act will ensure that thousands of sex offenders remain on the proper registries, without the need for ex post facto changes, and without being seen as punitive as per the Muniz decision of 2017. Lastly, the bill provides a mechanism for the Sexual Offenders Assessment Board to provide assessments for sex offenders, including Sexually Violent Predator evaluations.

Act 29 of 2018 is similar to Act 10, and that it clarifies some of the needed statutory language found in Act 10. It too is a direct result of the Muniz decision, and will ensure that thousands of sex offenders and sexually violent predators do not fall off of the state registries.

Act 56 of 2018 is “Clean Slate” Legislation. It first clarifies the process by which someone can petition to have their criminal history sealed. The main thrust of the act however is to state that in most cases any misdemeanor, summary offense or non-conviction disposition will be sealed after 10 years. There are exceptions to the act for specific crimes and persons who have been convicted of other crimes, but the seal will apply in most cases. Specifically, the following information shall be automatically sealed by the court:

- Any misdemeanor offense, including those of the 2nd or 3rd degree that was punishable by imprisonment of not more than two years if a person has been free for 10 years from convictions resulting in imprisonment of one or more years
- Criminal history records relating to charges that resulted in a non-conviction disposition
- Summary offense convictions where 10 years have elapsed since the conviction and completion of all financial obligations has occurred

Justice Reinvestment Initiatives (JRI) 2 legislation was pending at the conclusion of FY 17/18. It has passed the Senate, and was with the House Judiciary Committee.

PBPP 361

A multi-year collaboration between the Robina Institute on Criminal Law and Criminal Justice, the Pennsylvania Commission on Sentencing and the PBPP continued during the fiscal year. The agencies are collaborating on a research project focusing on the accuracy of the PBPP’s Parole Decisional Instrument, also known as the “PBPP 361,” in predicting recidivism, and the fit between this tool and the release decision-making process. Analysis of the board imposed and field imposed special conditions was conducted. Additionally, random samples were pulled and the comparative analysis of this data was also undertaken. A review of the inmate/parolee data was also being worked on. Completion of these components is critical for all future updates to the PBPP 361. Discussions have been held pertaining to how board members should interpret the factors influencing a parole grant/refusal decision. Some example factors are as follows: risk level, prison misconducts, program compliance, victim input and reentry plan.
KEY METRICS – FY 17/18

Grant Rates by Parole Factors – FY 17/18

The Pennsylvania Board of Probation and Parole (PBPP) consists of nine members, appointed by the governor with the advice and consent of the Senate. PBPP may make parole and revocation decisions by a majority of the board or in panels of two persons. Panels consist of one board member and one hearing examiner or two board members. A hearing examiner is also a decision maker empowered to sit on parole revocation panels, conduct parole hearings in lieu of panels and conduct parole interviews on behalf of PBPP.

The agency uses the PBPP 361 to analyze individual cases and guide consistency in decision making. This instrument is a guide to advise the decision maker. It does not replace professional discretion and does not bind the agency to grant or deny parole, or create a right, presumption or reasonable expectation that parole will be granted.

**PBPP 361 Recommendation**

<table>
<thead>
<tr>
<th>Likely</th>
<th>15,486</th>
<th>65%</th>
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</thead>
<tbody>
<tr>
<td>Unlikely</td>
<td>3,242</td>
<td>15%</td>
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</table>

**DOC Recommendation**

<table>
<thead>
<tr>
<th>Yes</th>
<th>15,478</th>
<th>67%</th>
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</thead>
<tbody>
<tr>
<td>No</td>
<td>3,251</td>
<td>8%</td>
</tr>
</tbody>
</table>

**Institutional Programming**

| Compliant | 18,307  | 58% |
| Non-Compliant | 422      | 3%  |

**Institutional Behavior**

| Issues  | 2,293  | 9%  |
| No Issues | 16,436 | 63% |

**Violent Offense Status**

| Violent | 8,803  | 47% |
| Non-Violent | 9,929  | 65% |

**Previous Parole Revocation**

| Yes   | 7,768  | 57% |
| No   | 10,964 | 56% |

**Non-Violent Inmates by Interview Type**

| Minimum | 3,862  | 56% |
| Minimum Review | 1,952 | 68% |
| Reparole | 948    | 50% |
| Reparole Review | 444   | 70% |

**Violent Inmates by Interview Type**

| Minimum | 3,792  | 42% |
| Minimum Review | 3,009 | 52% |
| Reparole | 833    | 43% |
| Reparole Review | 504   | 60% |

**Age at Interview**

| Under 25 | 2,053  | 53% |
| 25-35    | 7,959  | 58% |
| 36-45    | 4,620  | 58% |
| Over 45  | 4,099  | 52% |

**Gender**

| Male    | 17,168 | 55% |
| Female  | 1,563  | 73% |

**Hearing Examiner Statistics**

Parole Interviews Conducted: 18,280
Parole Hearings/Waivers Processed: 12,527
PBPP is required by law to consider the following factors when considering parole:

- The nature and circumstances of the crime for which the inmate was convicted, as well as his/her entire criminal history, including any juvenile arrests or adjudications
- Information regarding the general character and background of the inmate
- Notes on the sentencing hearing testimony
- Emotional stability: physical, mental and behavioral condition and history of the inmate
- History of family violence
- Recommendation of the sentencing judge and prosecuting attorney
- Input from the victim and the victim’s family
- Recommendation from the warden or superintendent of the facility where the inmate is incarcerated

Other requirements considered are the status of program completion and the person’s adjustment to prison. The decision makers look at all misconducts, but concentrate on those that occurred within the past two years.
pa board of probation and parole

www.pbpp.pa.gov

Website: www.pbpp.pa.gov
Facebook: Pennsylvania Board of Probation and Parole
Twitter: @PAParole