



Pittsburgh
Child Guidance
Foundation

Changing Lives, Changing Systems: A Decade of Advocacy for Children of Prisoners

(Full Report)

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Written by Claire A. Walker PhD
Executive Director
Pittsburgh Child Guidance Foundation
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Introduction

Justice through the Eyes of a Child: The Pittsburgh Child Guidance Foundation Initiative, 2003-2012

Ten years, a thousand partners, hundreds of publications, conference and workshop presentations, and a million dollars in grants: The Pittsburgh Child Guidance Foundation's advocacy on behalf of children of prisoners has changed lives and changed systems here in Allegheny County, Pennsylvania and many other places in the state and nation.

What we learned from the children, their incarcerated parents, and their caregivers – as well as service providers, public officials, and correctional and probation officers – shocked our community. We discovered devastating losses experienced by thousands of children in our neighborhoods when their parents are incarcerated, and we learned about the long-term damage these losses can cause. Mobilized into action by the facts presented, an extraordinary group of public officials, citizens, funders, and criminal justice professionals joined together to create

- a protocol to protect children from trauma at the time of a parent's arrest,
- a resource to facilitate communication with families so children do not fear that their parents are lost,
- a renovated Jail lobby to provide a welcoming waiting room for children,
- a reentry program in the Jail to help families heal and encourage parents to bond with their children,
- a discharge center to assist parents with getting home to their children and avoiding an immediate return to Jail,
- an "ombudsman" to help families of incarcerated parents navigate the mazes of the criminal justice and human services systems, and

- state and local judicial and legislative changes to protect children's need and right to be parented even when their parents are in Jail.

The chapters of this report provide details on each of these gains.

As the Pittsburgh Child Guidance Foundation concludes this decade of devotion to the needs of children of prisoners, one of our major partners, the Allegheny County Jail Collaborative, is drafting its 2013-2016 Strategic Plan. The Collaborative's first Plan has been implemented to a surprising degree. The next Plan's achievement will depend not solely upon the efforts of those who are now involved but also upon the people whose voices have been quiet thus far, including young people who are living the experience and are ready to move into leadership positions.

We have completed what the Foundation set out to accomplish: To help the community address the losses children experience when their parents are arrested and incarcerated. We honor and thank the partners who made achievement possible and who are continuing the work for this and future generations of children.

I. An Epidemic of Imprisonment

An epidemic has swept through America in the past 40 years. It has put millions of men – and increasingly women – in jail and prison. A once small and stable prison population has quintupled since the mid-1970s until now 1 in 100 adults in the U.S. is behind bars.¹

Tens of millions of children have been caught in the path – because most of the people who are arrested and incarcerated are parents. A majority of the 35,000 adults arrested in Allegheny County, Pennsylvania each year are parents. 10,000 parents spend some time in the Allegheny County Jail every year. 8,500 children in the County at this very moment are separated from one or both parents by locks, bars, and policies that discourage contact. Most of the children are under 13. They live in every ZIP code and school district. Some neighborhoods are more affected than others, but no part of the County is untouched.

8,500 at one point in time in one county! Multiply this number by the years of childhood – and we estimate that 12 to 15 percent of the children in Allegheny County will experience the arrest or incarceration of a parent during their childhoods. And multiply the number by 67 counties and the Pennsylvania Prison Society estimates that there are 100,000 children in the Commonwealth whose parents are imprisoned at mid-year 2012.

II. Children's Lives are Changed when Parents Go to Jail

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"I feel like giving up a lot because I feel that there's no point really."
.....

Pre-teen in an Amachi Pittsburgh focus group.
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The Pittsburgh Child Guidance Foundation (PCGF) set out in January 2003 to discover what children in

Allegheny County experience when their parents are arrested and incarcerated and to understand, if possible, what in the experience most seriously troubles children.

The answers come from children, parents in Jail and after release, caregivers, and other family members; from judges, magistrates, police and correctional officers, public defenders, child welfare caseworkers, secular and faith-based providers of services to children, families, and individual adults; from researchers in the Pittsburgh area and elsewhere. In two separate rounds of intensive study, PCGF conducted surveys, focus groups, workshops, and individual and family interviews with more than 1,000 knowledgeable people.

All of these experts agreed that children of prisoners face special challenges to their health and well-being.

One of the first people who spoke to PCGF was a father, a single parent, in the Allegheny County Jail (ACJ). He described his young son's struggles and concluded, "It is harder for the children than it is for us in here."

Over subsequent years we learned more from the children. A teenager described the aftermath of a parent's incarceration: "I kind of fell off the deep end...I got shot at and stuff like that."

Another teen explained, "My dad was arrested when I was about eight...I started acting out in school, fighting my siblings and fighting at school."

And one very insightful young woman described how the repeated return of her parent to prison has shaped the way she relates to everyone in her life: "I just don't like getting too attached to people. And then if I do get close to somebody, I'll try to ease out...I wonder why they're around...I try to leave before they leave."²

Parental incarceration damages children's futures. Pittsburgh boys studied over three decades fared

worse than their peers if their parents had been incarcerated: They were more likely to fail in school; twice as likely to commit serious delinquent acts and use illegal substances in their teens; and more likely to be referred for psychological counseling by their parents.³

Other researchers have found that children whose parents are incarcerated are less likely than their peers to complete high school.⁴ Decades of research point to the long-term economic and social disadvantages of dropping out of high school. Among the consequences is a greater likelihood of being incarcerated at some point in their lives.

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"My 15-year old has to work now and his school work is suffering. When I'm home I work and he can concentrate on school. He was an honor student. I'm worried about him."
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Single mother in the Allegheny County Jail (ACJ)
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Boys separated from their parents because of parental imprisonment in a working-class neighborhood of London had higher rates of antisocial behavior, mental health problems, and poor life success than boys separated from their parents for other reasons including parents' deaths and placement of the boys in foster care.⁵

It is essential to remember that most children do well. The majority of individuals with an incarcerated parent will not be arrested.⁶ Most children of parents in prison demonstrate resilience to surmount adversity and become successful adults who raise healthy families. The amazing Amachi Pittsburgh Ambassadors exemplify the sturdiness of most young people who lose parents to jails and prisons. The obstacles most children of incarcerated parents face, however, lead them twice as often as their peers to troubled lives of harm to themselves and others.

Three powerful influences stand out among the many that reshape children's lives and produce

conditions that threaten their futures when parents go to jail.

A. Incarceration Impoverishes Families for Generations

Parents go to Jail and prison poor and their families are further impoverished by the economic drain the loss of the parents' incomes and increased expenses for legal, court, and probation fees, bail, phone calls, visits, additional child care, and contributing "commissary" money to the parents' accounts while they are in Jail.

PCGF's very rough estimate of the minimal costs to families for just phone calls and commissary items each month their loved ones are in ACJ is \$65. Additionally, families bear the larger expenses of caring for the children, for hiring a lawyer and legal and court fees, bail, and charges for some treatment programs that are necessary to get a loved one diverted from Jail and, later, for post-release court-ordered treatment services in the community.

When asked what one thing the community could do for her children while she was in Jail, one parent said, "Give my mother money for beds." Another woman whose mother was now caring for her children recounted that her parent had given up her own health insurance because she was unable to afford both the premiums and the children's expenses. A young Dad caring for their baby and unable to work while his wife served time in Jail could not get financial assistance for his child. He was very new to asking for help and when he turned to child welfare he was informed that he must allow his child to be adjudicated dependent in order to get help from the government. He refused.

Having to do without the things that other children possess contributes to the feeling of "differentness" that afflicts children whose parents are incarcerated. A sense of deprivation plays a role in creating anger that children feel toward their incarcerated parents. And even more, it contributes to children's worry. Boys, especially, are deeply worried about the well-

being of their caregivers who suffer economic hardship in addition to physical and emotional exhaustion. They frequently feel responsible for taking care of their caregivers as well as their siblings and their incarcerated parents. Money becomes their top priority.

The economic burden on children and families continues long after parents leave jail and prison. Restrictions on employment and fear of hiring former offenders lead to fewer hours worked and reduced incomes throughout formerly incarcerated persons' working lives.⁷ Their minor children are poorer than their peers whose parents were never incarcerated, whether the incarceration occurred before or after the children's births.

People interviewed by PCGF as well as researchers in the nation identify at least five ways to interrupt the downward economic spiral that affects families.

1. Offer subsidy to parents and family members who step up to care for the children.⁸
2. Strengthen programs of employment assistance after release. The few formerly incarcerated people who find employment quickly do so by returning to previously held jobs or through family members.⁹ Formerly incarcerated men say that they wish their probation officers would give them help finding jobs. But most indicate that probation officers do not help.¹⁰
3. Lessen the number of jobs and professions in which formerly incarcerated citizens are prohibited to engage. Pennsylvania is the 46th worst state in the nation in number and severity of employment restrictions that are written into law and regulation.¹¹
4. Reduce employers' fears of hiring people who have criminal records. With more than 80 percent of U.S. employers performing criminal background checks before hiring, it is unlikely that a person with a record will get a job. Criminologists Alfred Blumstein and Kiminori Nakamura suggest

educating employers and limiting access to arrest records that are so old they are no longer relevant. Recent research by Professors Blumstein and Nakamura indicates that after about 10 years a person who has a record is no more likely to commit another crime than anyone else in the general population.¹²

5. "Move the box." Both nationally and in Allegheny County groups of the formerly incarcerated and their allies are mounting campaigns to move questions about arrest and conviction histories off initial job applications so applicants have a chance to meet with employers before providing that information.

B. Children are Ostracized and Bullied and Their Families are Shunned

Bullying, teasing, and ostracism plague children and families of incarcerated parents.

One teenager told her focus group that "people look at you weird." A young man reluctantly admitted that he was being teased in school, but quickly recovered his game face as he said, "it was alright. It didn't happen anymore when I changed schools." Not until he left his neighborhood did the bullying stop. One mother in a focus group cried as she said she had just learned that her daughter told her middle school friends that her mother was dead. The facilitator helped her to understand how hard it had to be for her daughter to reveal to schoolmates where her mother really was.

School policies sometimes cause children extreme distress. A mother in a focus group described her daughter's meltdown when the school distributed flyers for a "Take your father to school day." The daughter's father was serving a 30 year sentence in state prison. The child refused to return to school for almost a week. Another mother in the group whose daughter attended the same school said she didn't know anything about the "Day." The members of the group concluded that her daughter had thrown away the flyer to save herself and her mother from pain.

Family members in other studies describe being shunned at church and denied promotions at work when people find out. Children and caregivers in PCGF focus groups said the most important thing was not to let teachers, guidance counselors, or principals know, because if they did, whenever anything was missing, this child's locker was the first one searched.

Conversations with people in many neighborhoods in Allegheny County reveal that when some families learn that the parent or older sibling of their child's friend has gone to Jail, they try to end the friendship or they forbid their own child to enter the friend's house. The shame children experience in response to the reactions of others is always difficult and sometimes scarring.¹³

One of the consequences of widespread stigmatization is the desire of many adults in the children's lives to keep parents' whereabouts secret. Children are told that their absent parents are working out of state or caring for a sick relative in another part of the country. A little girl who was told that her mother was away at school began having nightmares when her father registered her for kindergarten. Some custodial parents said that they just didn't know what to say to their children. Others, however, sought to protect themselves and the children from the "weird looks" and worse that families experience. And as a grandmother said about her 3-year-old grandson, "He had to tell everybody – the cashiers at the Giant Eagle, the teachers and students in his pre- school, anyone he met on the street."

Children who genuinely do not know what has happened to their parents imagine the worst and often think that they have caused their parents to leave them. A young man in an Amachi Pittsburgh focus group said if children "were told...when it actually happens and...[given] help and support...[it] would help [them]...better understand instead of automatically blaming it on themselves."

Children feel betrayed and angry when they discover they have been lied to by the people who are caring for them. "I thought that my aunt was my mother," one 10 year old said, "until finally she told me she wasn't. And I was really upset." Other children often know what their caregivers are trying to keep secret but protect their caregivers from knowing that they know.¹⁴

C. Children's Lives and Bonds are Often Disrupted

Among 186 parents interviewed in ACJ, 42 percent of the fathers and 51 percent of the mothers lived with their children at the time of arrest. Of those parents, almost one-third of the fathers and half of the mothers were single parents.

When parents are in jail and prison, most of their children live with their other biological parents or close relatives. While many children experience a change in their primary caregiver, remarkably only one-third of the children of the parents interviewed in ACJ had to move after their parents were sent to Jail. Their other biological parents and extended family members stepped up to care for most of the children. One mother said that her children's Dad had moved into her house to be with the children so the children would not be the ones to move. More of mother's children (10 percent) than father's children (2 percent), however, were in or subsequently moved to formal foster care with strangers.

Living with biological parents and close relatives protects children from some disruption. Also, honest and trusting relationships with people who are close to them promote children's mental health and strengthen children's ability to cope with loss. Sometimes, however, the physical, emotional, and financial stress on immediate and extended family may result in children being caught in the middle. Angry caregivers may seek to sever children's bonds with their incarcerated parents or other family members. When maternal and paternal families

collide, children may be separated from their half-siblings. In focus groups, both young children and teens express great fear of losing their sisters and brothers and great sadness and anger when these losses occur.

III. Children are Sometimes Traumatized by their Parents' Arrests

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"They came in the middle of the night, pounding on the door...It was scary. I saw them breaking up our house."
.....

teen in an Amachi Pittsburgh focus group
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A. PROBLEM

Most people who are arrested are parents of minor children, but officers in the almost 120 police departments in Allegheny County do not know if the people they are arresting are responsible for young children. Further, police and probation departments do not record how many children are present at the 35,000 arrests they make annually in Allegheny County. In a small California study children were present at 20 percent of their parents' arrests, and most of the children were younger than 7. Other studies indicate that a large number of children watch as their parents are handcuffed and sometimes physically hurt. National research indicates that witnessing their parents' arrests traumatizes children and causes nightmares.¹⁵

"They hurt my Daddy because he drove into a driveway," said a 3-year-old who witnessed his father hit against the roofline of the police car after his parent was arrested as they drove along a suburban Pittsburgh street. The child not only had nightmares but had to talk about the experience and subsequent trips to the Jail constantly until his father came home and some of the trauma he had experienced was resolved.

Children who are not present at the arrest may come home to empty houses, not knowing where their parents are. National researchers describe toddlers wandering in streets hours after their mothers are arrested. A teenager in a 2004 PCGF focus group said he had cared for his younger siblings for days before a relative discovered them.

In 2005 PCGF brought to light the absence of policies and consistent procedures for officers to follow when they arrest parents. Allegheny County is not alone – almost all law enforcement agencies in the Commonwealth and the nation lack such guidelines and training. Fortunately most police officers -- many of whom are parents -- take the time when possible to help parents arrange safe care for their children. But, as a Pittsburgh Police official commented, "It all depends on the officer."

B. ACTION

Judge Kim Berkeley Clark, who serves in the Family Division of the Allegheny County Court of Common Pleas and is a former prosecutor, was shocked. She called together police officials, prosecutors, child advocates, and, along with the County Department of Human Services Department and PCGF, led the effort to write guidelines.

The Task Group's protocol guides officers to

- Ask persons being arrested if they are responsible for children under 18 years of age and to be alert for signs of the presence of children in the home,
- Allow parents to designate alternate caregivers and to call them,
- Permit parents to comfort and reassure children,
- Move any children present to another room before handcuffing parents, and
- Comfort children until alternate caregivers arrive.

All of these provisions include caveats that they apply only when safe for the officers and others at the scene.

The Task Force's recommendations include

- Establishment of "comfort places" available 24/7 where children can wait for alternate caregivers who are not immediately available,
- A single county-wide phone number for officers to call to activate the services of the "comfort places,"
- Engagement of child welfare services when no acceptable alternate caregiver is designated by the parent, and
- Training for all police officers in the protocol and the importance of protecting children from trauma.

The Pittsburgh Bureau of Police agreed to pilot the protocol and training. A community-based residential service for children located in Pittsburgh agreed to pilot a "comfort place." And the County's emergency dispatch center agreed to provide the single phone number for officers to call when children must wait for caregivers. The County Department of Human Services provided two key staff members for the Task Force and pilots – the Director of Children, Youth, and Family Services and the Systems Advocate for Children and Families of the Incarcerated.¹⁶

The pilots of the protocol, training, and comfort place demonstrated weaknesses in both design and implementation. The comfort place received no calls to care for children who had to wait for caregivers to arrive. Training continued, but it was limited to a group of volunteer officers and then tapered off.

In 2011 Maurita Bryant, Assistant Chief for Operations of the Pittsburgh Bureau of Police, renewed the effort to include instruction on protecting children from trauma when arresting parents in the training for all recruits and officers in the Department. The new effort will be designed and led by the Bureau itself and conducted by its Training Academy. The new round of training is scheduled to begin January 2013.

County Adult Probation managers have indicated that they are considering adapting the Pittsburgh Police materials for their own officers. Probation officers, accompanied by sheriffs, make a large number of arrests each year in the County.

C. Keeping it Going

It is possible that the Pittsburgh Bureau of Police can continue to implement the guidelines through policies, procedures, and training for many years. But other states have demonstrated that assuring sustainability and expansion to all other jurisdictions in the County and Commonwealth are best accomplished through state-wide legislation.

Recommendations recently sent to the Pennsylvania House and Senate by the Joint State Government Commission¹⁷ include proposed legislation that would

- Require training for criminal justice agency professionals to understand, empathize, and respond appropriately to children whose parents are arrested;
- Establish an arrest protocol for situations involving the arrest of a parent of a minor child.

A bill including these requirements has been introduced in the State Senate by Senator Stewart Greenleaf of Bucks and Montgomery Counties (Senate Bill 1454). It requires that the Pennsylvania State Police and the Municipal Police Officers Education and Training Program create and supervise a course of training for ensuring child safety upon the arrest of a parent or guardian for all police officers in the Commonwealth. By including this focus on children in already required annual training, the bill seeks to reduce fiscal impact and make passage more likely. A similar bill is expected to be introduced in the State House shortly.

IV. After Arrest: In Jail and Out of Touch

A. PROBLEM

Most people arrested in Allegheny County are brought to the County Jail for processing. It will be many hours before their children and family members know where they are – and many hours at best before arrested parents are able to check on care arrangements for their children. Phone calls are not permitted before arraignment, which occurs hours after arrest, and, in some circumstances, the wait can be a day or more. Family members searching for their loved ones said it was almost impossible to reach the Jail on the phone after 3 pm and on weekends.

B. ACTION

The discovery that people could be out of touch for hours or even days after arrest surprised criminal justice system leaders. They quickly solved the inability of family members to find out if their loved ones had been arrested and brought to the Jail. In 2011 referral specialists from Mental Health America Allegheny County (MHAAC) began to answer Jail phones after 3 pm and around-the-clock on weekends, providing this information as well as other assistance to families. Between July 2011 and June 2012 MHAAC answered more than 38,000 calls.

C. KEEPING IT GOING

MHAAC has a year-to-year contract for the after-hours phone service. The high volume of calls and caller satisfaction with MHAAC's help may convince the Allegheny County Jail Collaborative to continue this service in its 2013-2016 Strategic Plan.

The remaining problem, the long time before arrested parents can call their families and assure that their children are safe, has proved thornier and is not yet addressed. During processing at the Jail and before arraignment there are many opportunities for professionals who are interviewing the parents to permit or make such phone calls, but none has yet

been found acceptable to the responsible agencies.

V. In Jail: A Long Scary Wait Before Visits

A. PROBLEM

Some arrested parents are released quickly, either on bond or through diversion programs. Approximately two-thirds, however, are admitted to the Jail. After classification they are assigned to living units (pods) and can begin to receive visits from their children when accompanied by an adult who meets the Jail's requirements.

Children want to see their incarcerated parents. They miss them and fear that their parents are hurt or ill or being mistreated.

Visiting conditions in the Jail do not foster contact between children and their parents. Everyone -- parents, children, caregivers -- told PCGF interviewers that visiting spaces are very unfriendly to children. The conditions make many adults uncomfortable as well -- especially those who are visiting for the first time. So incarcerated parents and caregivers may end the visits. Only a small number of children get to see their parents and be comforted by them.

Discomfort starts even before the actual visits. The wait in the lobby is long -- an hour or more, and until 2007 children were confined in hard chairs with nothing to do and nothing to eat or drink except vending machine snacks loaded with sugar. Weary caregivers became stressed with fidgety and noisy children and corrections officers, whose job is to keep order, reacted by threatening to cancel the visits. Sometimes the atmosphere grew very tense and children, already worried about their parents and the Jail, became increasingly anxious.

B. ACTION

ACJ had a new Warden, Ramon Rustin, who resolved to improve the harsh conditions that greeted children when they entered the Jail.

Professionals, community volunteers, and leaders in the arts, academia, criminal justice, and human services responded to the call from the Warden and PCGF to redesign the Jail lobby so it welcomes children. Lydia's Place, a local nonprofit, managed the planning process. The County's Department of Public Works, The Heinz Endowments, and The Grable Foundation joined Pittsburgh Child Guidance Foundation in providing financial and construction resources.

Over 18 months a common vision took shape: To build into the entrance to the Jail a space where children and their caregivers can sit and play together in order to ease their anxiety and prepare them for healthy visits with their loved ones. The design that emerged blended the environment of a mini-children's museum with a resource center for caregivers staffed by paid and volunteer personnel. Children and caregivers are offered healthy snacks and are encouraged to participate in activities together. The design was the first lobby "welcome center" for children and families in any U.S. jail.

Shortly after the lobby's opening in 2007 one of the design group leaders, retired Police Commander Gwen Elliott, died. The County Executive named the waiting area "The Gwendolyn June Campbell Elliott Family Activity Center." Thousands of children and caregivers have found comfort in the bright and warm space affectionately known as "Gwen's Den."

The Warden created a new position – Visiting Liaison – and filled it on both the daylight and afternoon shifts with correctional officers who had participated in the design groups. These officers solve problems that arise for visitors as well as supervise the center when staff is not present.

The lobby is a better place for correctional officers to work and for children to wait. The atmosphere in Gwen's Den encourages healthy relationships and has brought comfort to all. A child welfare case-worker from a surrounding county relates that she never brought a young boy on her caseload to visit his Mom, even though she came regularly with his older sister. The environment was too frightening for him, she said. After the Center opened the young child began to visit his mother.

One of the Visiting Liaison officers observed that caregivers are now more nurturing and comforting with their children than they were before Gwen's Den opened.

Gwen's Den has brought the community into the Jail and the Jail into the community. Jails are, in general, isolated and isolating places. They are forbidding, even frightening. Those whose lives have not been touched by incarceration think of the people in jail as "others" -- not the same as they, not sharing in the same humanity, the same hurts and wishes, the same attachments and conflicts. By inviting a large number of citizens into the Jail to build something important for children, the Warden reduced their fear and allowed them to see a piece of themselves every time they think of or pass the Jail. It is compelling to observe the deep emotion displayed by the volunteers who created the Family Activity Center whenever they are invited back.

Warden Rustin credited the Center with generating the only good news local media ever presented about the Jail. Gwen's Den and the community support that built it have been featured in national conferences and publications, stimulating other wardens, including Brian Clark in Adams County, Pennsylvania, to adopt similar designs.

C. KEEPING IT GOING

As initial foundation funding was spent, the County gradually took responsibility for the Center's budget. The cost of operating the Center is allocated from the Jail's Inmate Welfare Fund by the Prison Board.

Monies in this Fund come for the profits of the phone system, the commissary, and other costs borne by Jail residents and their families. A long-term goal should be to secure dedicated funding in the Jail's budget sufficient to maintain supervision and recruitment of volunteers, supplies and snacks, and repair and replace materials and equipment.

Gwen's Den opened with staff and volunteers available to children and caregivers at least 20 hours a week and a plan to increase hours of coverage. Currently the Center is staffed by one part-time graduate student who is present only on weekends during the school year and several more hours during the summer. There are few regular volunteers and little volunteer recruitment.

Specially selected and trained correctional officers may be able to take on additional work in the Center. But at least one paid and dedicated staff person is needed to bring volunteers and other resources and activities into the Center. If the Jail creates a Volunteer Office, many of ACJ's units, including Gwen's Den, would benefit.

It may be possible to reduce waiting times and therefore staffing requirements by establishing a visit reservation system either online or by phone. Reserved visit times have made life easier for staff as well as families in jails and prisons elsewhere. Facilities report little problem with "no-shows."¹⁸

VI. In Jail: Fragmenting Families

A. PROBLEM

Most children see their parents in ACJ at a distance through thick glass. When connecting phones are not working or absent, parents and children have to shout through the walls. Children can become terrified or bored and parents' attempts to comfort them are defeated.

Good visits help children cope with separation from their parents. He "lived for these visits," a grandmother said about her very young grandson. Most children say they want to see, touch, and know their incarcerated parents. Research conducted elsewhere suggests long-term benefits for children from contact with their parents when children receive emotional support and reassurance and the visits are well planned.¹⁹

Both in Jail and after release, ties that are strengthened by good visits have been shown to reduce the likelihood that parents will reengage in behaviors that get them in trouble. Family connections significantly increase parents' chances of staying out of jail.²⁰

Almost universally, participants in PCGF focus groups said people in Jail need tools and opportunities to build healthy relationships with their children, their children's other parents and caregivers, and close family members.

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"I know I have to take responsibility to parent my children, but that's like me taking responsibility to drive this car when I don't know how to drive. I'll take the responsibility, but I'm not equipped. So, you better fasten your seatbelt real tight because you are in for a wild ride."

Father in ACJ
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Men in Jail said that they didn't know how to maintain relationships, that they needed coaches who had those skills to guide them while in Jail and in the critical months after release.²¹ Mothers in Jail described how helpless they feel to remain part of their children's lives unless their children's caregivers choose to include them. Children's caregivers and the partners of the parents in Jail said that they needed to have a chance to resolve conflicting expectations before the release occurred.

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"He expects to come home and pick up where he left off. But he has lost my trust. If we had talked about it in here we wouldn't be in this spot."
.....

Wife worrying about husband's imminent return home from Jail to her and their 2 year old son.
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Many children are frustrated by the conditions of most phone calls and visits that do not give them and their parents opportunities to have meaningful conversations. One girl in grade school described being silent during her phone calls with her Mom. Nothing about her day or week seemed important enough to take up the precious minutes of this rare contact. A 13 year old girl in a PCGF focus group said that she and her mother were trying to rebuild their relationship but couldn't during the visits: "If I'm trying to get to know my mother then I need to touch her."

B. ACTION

Addressing all of these issues clearly takes more than just visits. It requires a relationship-building program with resources, coordination, and continuity. Fortunately the County has the perfect vehicle – the Allegheny County Jail Collaborative.

In the late '90s, the County departments of Human Services and Health joined the County Bureau of Corrections in programs to assure that people released from the Jail had a fair shot at turning their lives around and staying out. What the three County agency directors knew is that they were all serving the same families and intervening at any point could have beneficial effects. Recidivism, the return of people to Jail, is a burden on the whole community -- in costs to taxpayers, in diminished public safety, in escalating health and human service needs, and in ever-greater disruption and impoverishment of families.

In 2008, the County Court of Common Pleas became a full and active member of the Collaborative, bringing in Criminal Court, Pre-Trial Services, and Adult Probation.

By 2009 the Jail Collaborative had married its focus on reducing recidivism to a new focus on children and families. PCGF provided data and some funding and the Collaborative completed a Strategic Plan for 2010-2013. The Plan's top priority -- a new reentry program that includes opportunities for parents in Jail to maintain, mend, and create relationships with their children and families both during their stay in the Jail and after release -- began in 2010. Armed with data and a track record of successful cooperation, the Jail Collaborative raised almost \$2 million for the program from federal and state governments and national and local foundations.

The program is directed at addressing two of the things most important to children: the pain of not being able to touch and be held by their jailed parents; and their loss when a parent leaves them again and goes back to Jail.

Men and women volunteer to participate in the reentry program and are assigned to classes that match their needs. They reside in specialized living units and attend classes together. Each participant in the reentry program has a service coordinator who guides him or her through the program and continues to stay in touch for a year after release.

The reentry program includes a probation officer located in the Jail as a member of the reentry team. Recently the Allegheny County Adult Probation Office (APO) won a federal grant to station five more officers in the Jail, complementing the work of the Jail's Reentry Unit. These officers work closely with all residents who are not receiving intensive reentry services and are about to be released. The officers continue to supervise the probationers in the community for six months before transferring them to field officers. This continuity is instrumental in helping probationers adhere to the terms of their probations during the very critical first months after release.

APO plans to train its officers to engage family members as allies.

Both integrating services into the Jail and engaging family members represent significant changes in approach for the Allegheny County APO.

Participants in the intensive Jail reentry program who are parents and whose families wish to join the program are assigned a family support coordinator. Family support coordinators visit families in their homes, teach parenting and relationship-building classes in the Jail, and “coach” visits and phone calls.²²

A “COACHED” CONTACT VISIT

A 15 month old little girl snuggled in her Mother’s lap feeding goldfish crackers to her Dad. As this apparently happy scene unfolded in the visiting room of the Allegheny County Jail, the Dad’s visit coach came over and commented, “Look how your daughter can share!” Dad looked at the coach and said, “I am having a hard time with this.” The coach asked why and the Dad said, “Before I came here I was with my daughter. I helped raise her...I have only been here for three months but I don’t think she remembers me.” In response, the coach held out her hand to the child and asked for a cracker. The little girl refused, turned her face, and leaned against her Mom. The coach said to the Dad, “See, she does know you.” Dad smiled and said, “That made me feel better.” This interaction took less than two minutes yet it reassured Dad that he has importance in his daughter’s life. That first year with her was not lost.

If successful, the reentry programs may help jailed parents develop and maintain healthy relationships with their children and children’s caregivers. Strengthened family relationships along with employment, housing, probation supervision, and other services have been shown in other jurisdictions to reduce recidivism. Evaluations of the Allegheny County reentry programs are being conducted by the Urban Institute (results due 2013) and the U.S. Department of Justice (results due 2014). The Jail Collaborative expects that the outcomes and recommendations from these studies will provide the information it needs to shape the programs for maximum success.

C. KEEPING IT GOING

Allocation of scarce resources to corrections programming requires strong public awareness of the toll repeat crime takes on all of us and constant reminders that the entire community is vulnerable when a large number of children grow up traumatized and impoverished. It is essential that the Jail Collaborative continue to devote time and energy to helping public officials and voters understand the importance of addressing these issues wisely and effectively.

Two major grants supporting the reentry program end in 2013. The Jail Collaborative is working on a new Strategic Plan for 2013-2016 identifying the steps it will take to ensure the long-term sustainability of the program.

If evaluations currently underway validate the effectiveness of the program and identify those elements of the programs that may be critical for success, the Collaborative will have reason to expand the programs to more residents of the Jail and their families. Currently fewer than 10 percent of Jail residents receive the full menu of reentry services and an even smaller fraction of families are involved. External funders, both local and national, may be convinced to invest in the programs. For the long term, however, resources to support the programs and families must be built into the budgets of governmental and community institutions.

Two forms of financing may assist Allegheny County sustain and expand improvements in reentry.

1. JUSTICE REINVESTMENT. If the reentry programs reduce the numbers of people cycling through the police, courts, and corrections systems in Allegheny County, they will save the County and the state significant amounts of money. Evaluation of the Collaborative’s 1998-2008 reentry services showed that for every dollar spent, the County and community saved \$6.²³ The current reentry program is more intensive and coordinated and may yield

greater savings over time. If the County's elected and appointed officials resolve to pursue justice reinvestment strategies now being discussed, these savings can be reinvested in the programs that create them, generating a continuing supplemental funding stream. The Commonwealth of Pennsylvania late in 2012 enacted H.R. 135 which creates a justice reinvestment program for the Commonwealth. A portion of the savings earned by reducing the number of prisoners in state correctional institutions will be allocated to counties on a competitive basis for programming that reduces recidivism. In order for justice reinvestment to become a realistic funding strategy for both the County and the state, it must be built on careful and complete accounting and a rock-solid commitment to apply the savings to the costs of the programs that generate them.

2. SEEKING STATE COST SHARING. Pennsylvania's recently enacted justice reinvestment strategy (H.R. 135) requires that counties compete to win some of the savings and apply those grant funds to targeted populations. A broader method of cost sharing that provides more dependable support for counties is in place in half of the states in the U.S. These states provide regular, ongoing support for local corrections. Pennsylvania does not. In the Commonwealth, local taxpayers provide all of the basic funding to operate county jails. The first of the two justice reinvestment laws passed by the Pennsylvania legislature this year, Senate Bill 100, championed by Governor Corbett and Department of Corrections Secretary John Wetzel, acknowledges the pipeline between counties and the Commonwealth in treatment of people convicted of crime. Through this legislation, Governor Corbett has joined governors of many other states who are forging state-county agreements to provide the most effective treatment at the community level for non-violent offenders.²⁴ This rational approach to corrections deserves increased support through greater and more dependable cost sharing. The Commonwealth of Virginia has a history of state support for county corrections that might be a helpful model for Pennsylvania.

VII. Middle of the Night Releases from Jail

A. PROBLEM

One of the more unexpected discoveries made during PCGF focus groups was that many residents were released from the Jail in the middle of the night. "The only person waiting for you is the dealer," said a man who had been released from the Jail. A woman told PCGF that she was released at 2 am with no money for transportation. "I know how to get money downtown in the middle of the night," she said, to a chorus of laughter and agreement from the other women in her focus group. Jail records in 2010 confirmed that a peak time for release was between 2 and 4 in the morning.

Family members never had advance notice of these releases. A wife in a Saturday focus group said that she had heard a rumor that her husband was going to be released on Monday but that she had not been contacted by anyone from the Jail. Without solid information she could not be there to meet him nor could she prepare their toddler for the emotionally charged return of her Daddy from Jail.

News of the middle of the night releases from the Jail surprised members of the Collaborative. If the progress residents made while incarcerated was to be maintained, it seemed apparent that a sensible time for release was a good place to start.

.....
"If I was released from jail at 2 am and had nowhere to go, I'd probably go looking for drugs."

President Judge Donna Jo McDaniel,
co-chair of Jail Collaborative (from Ready for Reentry,
the Jail Collaborative's anniversary brochure)

B. ACTION

The Jail Collaborative asked the Administrator of Criminal Court and the Captain in charge of Intake and Release at the Jail to solve the problem. They designed a "Discharge Center" that would give each

individual being released the opportunity to make a phone call and arrange for someone to pick him/her up, provide a bus pass if no one was available, assure that each individual had prescribed medications, appropriate clothing, and a small amount of cash, and, if homeless, information about places to go to be safe.

.....
"Before the Discharge Center, if they got arrested in flip-flops, shorts, and a tee shirt and released in December, that's the way they got released."

.....
Capt. Bradley Flood, ACJ, (Ret.)
.....

Criminal Court judges agreed to modify their release orders so as to provide enough time for the Discharge Center to offer these services and the Jail agreed to release people only between the hours of 8 am and 9 pm.

The Discharge Center opened in March 2011, with two full-time staff people. It is in operation from 8 am to 8 pm, Monday through Friday. From mid-2011 to mid-2012 staff served 6,230 individuals. An additional staff person has been hired for the evening hours when most people are released.

C. KEEPING IT GOING

Operating the Discharge Center should be part of the Jail's regular budget. Now it is supported by the Inmate Welfare Fund, which receives profits from purchases and phone calls by Jail residents and their families. Orderly planned discharge of an individual from the Jail can decrease the likelihood of committing another crime and immediately returning to Jail. This, in turn, increases public safety and reduces Allegheny County tax spending on housing its citizens in the Jail

People released after 8 pm or on weekends and those who get out on bond are still released directly to the streets. The Jail Collaborative may wish to address these continuing problems

VIII. Parenting and Being Parented

A. PROBLEM

The overarching story for children and their incarcerated parents is how their relationships are orchestrated and dependent upon other people and systems beyond their control. Whether it is the tensions between family members or caregivers and the incarcerated parents, or the impediments created by jails, prisons, courts, and child welfare, children's needs and desires for their relationships with their parents are often ignored and hindered.

Sometimes court actions threaten to sever children's ties with their incarcerated parents temporarily or forever.

1. Foster care may lead to termination of parental rights when a parent is incarcerated. For the 10 to 30 percent of children who are in the child welfare system when their parents are incarcerated, federal law and state court precedent require severing ties to their parents if the children's stay in foster care exceeds 15 months. Average prison sentences exceed this time limit. Even when parents have shorter sentences, they may be apart from their children longer. This is often because they are not ready to reunify with their children when they are released due to inadequate housing, lack of a job that will support their children, and the time required by court-ordered intensive treatment.

Permanently severing children's ties to their parents may be avoided if parents are able to demonstrate that they are doing everything they can to reunite with their children. This is very hard to accomplish when parents are incarcerated.

MALISSA'S STORY

Malissa Gamble is a formerly incarcerated mother of three. She spent several years at Muncy State Correctional Institution in the middle of the state and her children were in foster care in Philadelphia. They could not visit her. For the first 6 months the children's caseworker did not communicate with her. The most important thing in her life, she says, was to know where her children were and whether they were safe. Very soon after her admission to Muncy Malissa began writing weekly letters to the caseworker and the judge who had adjudicated the children dependent. Finally the caseworker answered. During all this time she was neither informed of a hearing nor had input into a service plan. She participated in every parenting program the facility offered and continued to write both judge and caseworker every week, letting them know the progress she was making to get her children back when she got home. 18 months later, after her release, and still trying to navigate the dependency system, she was in court and listened as the judge, just about to pound his gavel, said that the mother was not present and that he was compelled to terminate her parental rights. Because she was present and was able to make a stand for reunification with her children, the judge ordered the child welfare agency to work with her toward that goal. She now has full custody of her daughters and is working to save other women and children from hearing the gavel fall.

Several years ago an Allegheny County Jail official described witnessing a child welfare worker arriving on a living unit, handing a parent a notice of termination proceedings, informing the parent that the County was going to sever her rights to parent her children, and leaving. In addition to the overwhelming shock of the news, parents with limited literacy skills struggle to understand what they received. Although parents of dependent children have a right of access to attorneys, parents are responsible for contacting the special attorney they need for termination hearings. As in all attempts by residents to reach outside agencies, this communication is very difficult to achieve.²⁵

2. Custody decisions can sever ties too – even when children are not in foster care. In custody conflicts, jailed parents and their children may be voiceless. Parents in Jail can protect themselves from losing

custody of their children, they say, only when family members on the outside champion their cause. Often, however, it is these family members who are seeking to end the parents' custody rights.

Without help from their families, jailed parents must somehow engage lawyers who can represent them in Family Court or represent themselves. Both options are difficult and few parents know enough to overcome the obstacles. Handling the pro se motions that do come to Court requires much more effort on the part of judges and staff.

A Mother in the Allegheny County Jail who shared custody of her daughter with the child's biological Dad agreed to give him sole custody because she believed it would be easier for him to make the school and medical decisions he had to make. The day after custody was transferred, the Mother discovered she lost her contact visits with her child. Because she had no access to legal advice, she did not know that she had to ask the judge to continue visits. Now, in the Jail and out of touch, she felt helpless and bereft.

B. LOCAL ACTION

An Advocate for Children and Families of Incarcerated Parents.

Marc Cherna, Director of the County's Department of Human Services, responded to PCGF's First Report to the Community by creating an "ombudsman" position within the agencies of the criminal justice and human services systems in the County. In 2007 he hired the first county-based "Systems Advocate for Children and Families of the Incarcerated" in the nation.

The Advocate has become a "go-to" person for Jail residents, family members, and others. She developed connections with both Jail staff and the Department of Human Services' Director's Action Line, a complaint and troubleshooting hotline that fields calls from citizens who want help – most with

issues relating to the services of the Department but also with more general life problems. Jail staff make it possible for residents to enlist her help when they have troubles relating to their children and families and no one to talk with. And the Director's Action Line refers all calls relating to incarceration.

C. STATEWIDE ACTION

Pennsylvania Legislature and Supreme Court shine lights on children of the incarcerated

In 2009 the Pennsylvania legislature, led by Representative Chelle Parker of Philadelphia, requested that the Joint State Government Commission conduct a comprehensive study of the needs of children whose parents are in state prisons and county jails. Key Commission recommendations have been included in a bill introduced in the State Senate by Steward Greenleaf of Bucks and Montgomery counties. A similar bill is expected to be introduced in the House soon. The proposed legislation ensures that incarceration by itself is not sufficient grounds for terminating parental rights.

In unrelated action, the Pennsylvania Supreme Court's Children's Roundtable in 2012 approved guidelines for family court judges and child welfare administrators across the Commonwealth protecting children's rights to have contact with their incarcerated parents and parents' rights to be included in planning and hearings related to their children when their children are in the child welfare system.

One of the key recommendations of the study group convened by the Administrative Office of Pennsylvania Courts (AOPC) is that child welfare and court officials create closer relationships with the wardens and superintendents who run the facilities in which parents reside and that these key players in families' lives learn much more about how both systems can work together more efficiently and effectively.²⁶

The State Roundtable's work on engaging incarcerated parents is led by Judge Kim Berkeley Clark of Allegheny County. Judge Clark also is chairperson of the Allegheny County Roundtable

committee that is beginning to consider and implement the Supreme Court's guidelines.²⁷

D. KEEPING IT GOING

1. CONTINUING THE ADVOCATE FOR CHILDREN AND FAMILIES OF THE INCARCERATED – Since the end of a two year grant from PCGF, the Advocate position has been incorporated into the budget of the County Department of Human Services.

In the future, the position could be strengthened without additional staff if one of the local law schools were to develop a legal clinic focused on the rights of children and parents separated by incarceration. In addition to protecting the emotional well-being of children by reducing unnecessary severing of bonds, such a clinic can train generations of young lawyers to solve the collateral and unintended damage to children and families imposed by parental incarceration.

2. ENDING THE THREAT OF SEVERED PARENTAL TIES BECAUSE OF INCARCERATION – Enactment of Pennsylvania Senate Bill 1454, which rules out terminating parental rights solely due to parents' incarceration, would protect children from losing their parents when no other grounds exist for the termination.

3. IMPLEMENTING KEY RECOMMENDATIONS of the STATE ROUNDTABLE COMMITTEE on ENGAGING INCARCERATED PARENTS – AOPC and the Allegheny County Children's Roundtable must now work on implementation.

AOPC and the Allegheny County Children's Roundtable must now work on implementation. AOPC is now distributing information to incarcerated parents detailing their rights and responsibilities in order to help parents understand what they might do to avoid termination of parental rights, what their caseworkers and others must do to help them, and what they must do to demonstrate their willingness and capacity to parent their children. Distribution currently is through the state Department of Corrections and some county jails. Additionally, the benchbook

which guides family court judges is being rewritten by a committee of the State Children’s Roundtable to reflect recommendations concerning incarcerated parents and their children. The State and Allegheny County Roundtables are considering providing training for family court judges and attorneys that addresses the needs of children of incarcerated parents.

VIII. Conclusion

This is the first decade of work in Allegheny County on behalf of children and families when a parent is arrested and incarcerated. Much has been learned about the needs, feelings, and concerns of the children. Many sectors of the community have come together with the Pittsburgh Child Guidance Foundation to begin to address them. The Jail Collaborative – the Jail, Department of Human Services, Health Department, and Courts; the funding and religious communities; law enforcement; and individual citizens have all been part of this effort. And brave young adults are joining together and raising their voices so they can be heard by adults who can change the systems that impact children’s lives and reaching back to comfort and reduce the isolation of other children.

As a result, today there are more structures in place and there is greater potential to tackle the myriad issues that confront children and families of the incarcerated.

.....
“The work is not done and requires continued energy, effort, and passion to assure that the children caught in this epidemic of imprisonment are not forgotten. Our children deserve no less.”

Charlotte Brown PhD,
President, Pittsburgh Child Guidance Foundation
.....

Acknowledgements

The contributions of many great people are represented in this Report and in the 10 years of work it summarizes.

Above all, credit must go to the children, parents, family members, caregivers, judges, police, correctional, and probation officers, human service providers and directors, government officials, advocates for children of incarcerated parents, researchers, and other experts whose words are in these pages.

Bonnie McNally-Brown, a child and family therapist, continues to play a critical role in both the Foundation's work and Jail projects that emerged from the work. She co-led the 2007-2009 focus groups and conducted many interviews with family members and formerly incarcerated women. Bonnie provides essential on-going consultation to the Jail's Reentry Administrator and family support coordinators.

Charlotte Brown, President of the Pittsburgh Child Guidance Foundation, volunteered her time and expertise to co-lead focus groups of men in the Jail and their families.

Throughout the Foundation's Initiative on behalf of children of the incarcerated Fellows of the Coro Center for Civic Leadership in Pittsburgh have added the hands, brains, and spirit to carry the work forward. University of Pittsburgh doctoral student Gayle Mallinger completed two literature reviews. Pittsburgh Child Guidance interns in the criminal justice graduate program at Point Park University assisted in the development of guidelines for police officers when they arrest parents.

Anna Hollis, Michelle McMurray, and the Amachi Pittsburgh Ambassadors, especially Ronnell Anderson and Tirrell Harris, amplified the voices of the children and inspired all of us at the Foundation.

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Since 2002 the Trustees of the Pittsburgh Child Guidance Foundation have persevered with patience and passion to represent the needs of children whose parents are incarcerated. Their support permitted this Initiative to unfold and succeed.

Endnotes

- ¹ Pew Center on the States, 2008, "One in 100: Behind Bars in America." Available at www.pewstates.org/research/reports
- ² 4 quotes from children are from Amachi Pittsburgh focus groups reported in "Amachi Ambassadors Project: Interviews with Children of Incarcerated Parents" DRAFT 1/31/2012; father's quote from Pittsburgh Child Guidance Foundation (PCGF) interviews with 186 parents in Allegheny County Jail, March 2003. Additional quotes throughout this Report are from PCGF interviews and focus groups, 2003-2005 and 2007-2009, except as noted.
- ³ Rolf Loeber, Distinguished Professor of Psychiatry, University of Pittsburgh School of Medicine, April 16, 2004, personal email correspondence with Claire Walker (PCGF). Analysis based on comparison of 2 matched groups of boys in the Pittsburgh Youth Study.
- ⁴ Shlafer, R. and Julie Poehlmann, 2010, "Adolescence in the Context of Parental Incarceration: Family, School, and Community Factors," in Eddy M. and Julie Poehlmann (Ed.) *Children of Incarcerated Parents: A Handbook for Researchers and Practitioners*, Urban Institute Press, p.130; DeMasi, M. and Cate Teuten Bohn, 2010, "Children with Incarcerated Parents: A Journey of Children, Parents, and Caregivers in NY State," NY State Council on Children and Families, p.6. Available at <http://ccf.ny.gov>.
- ⁵ Murray, J. and David Farrington, 2008, "The Effects of Parental Imprisonment on Children," in Tonry, M. (Ed.), *Crime and Justice: A Review of Research*, Vol. 37, p. 173, Chicago, IL: University of Chicago Press.
- ⁶ Roettger, M., 2009, "Paternal Incarceration and Adversity in Young Adulthood," *Corrections Today*, Vol. 71, Issue 6, p.18. Available at www.ncjrs.gov/app/publications/Abstract.aspx?id=252232. Some boys do better after the incarceration of their parents – if the parents have been violent in their homes. Wildeman, C. and Bruce Western, 2010, "Incarceration in Fragile Families," *Future of Children*, Vol. 20, No. 2. Available at <http://futureofchildren.org/futureofchildren/publications>.
- ⁷ The Pew Charitable Trusts, 2010, *Collateral Costs: Incarceration's Effect on Economic Mobility*, Washington DC: The Pew Charitable Trusts. p. 4.
- ⁸ Similar to support provided to foster parents but without requiring children to be adjudicated dependent and put under the supervision of the child welfare system. See discussion in General Assembly of the Commonwealth of Pennsylvania Joint State Government Commission, December 2011, "The Effects of Parental Incarceration on Children: Needs and Responsive Services," Harrisburg, PA: Joint State Government Commission, p.43. Available at <http://jsg.legis.state.pa.us>. Written by Helen Khanzina PhD and based on the work of a 30-member Advisory Committee (including PCGF), this Report contains the most current knowledge available on children of prisoners and is an excellent source for information about children whose parents are incarcerated in Pennsylvania. Cited hereafter as Joint State Government Report.
- ⁹ Nelson, M., Perry Deess, Charlotte Allen, 1999, *The First Month Out: Post-Incarceration Experiences in New York City*, New York: Vera Institute of Justice. p. 14. Available at www.vera.org.
- ¹⁰ There are, of course, probation departments and individual officers who provide excellent employment assistance. One notable example is the U.S. Probation & Pre-Trial Services Office in Pittsburgh which has a dedicated Job Development and Educational Services staff.
- ¹¹ Allegheny County Jail Collaborative, 2010, "Strategic Plan 2010-2013: Building an Effective System of Reintegration in Allegheny County." Available at www.AlleghenyCounty.US/dhs/jail.aspx p. 15.
- ¹² Blumstein, A. and Kiminori Nakamura, 2009, "'Redemption' in an Era of Widespread Criminal Background Checks," *National Institute of Justice Journal*, Issue No. 263.
- ¹³ Wildeman and Western, 2010, op cit; DeMasi and Bohn, 2010, op.cit
- ¹⁴ Council on Crime and Justice (Minnesota), 2006, *Children of Incarcerated Parents*. Available at www.crimeandjustice.org/researchReports.
- ¹⁵ Murray, J., Rolf Loeber, Dustin Pardini, 2012, "Parental Involvement in the Criminal Justice System and the Development of Youth Theft," *Criminology*, Vol. 50, No. 1. p. 257
- ¹⁶ See Section VIII. B. of this Report for details on the Systems Advocate's role.
- ¹⁷ Joint State Government Report, pp. 25, 85-87.
- ¹⁸ Advance reservations are available in 25 of the 33 California state prisons and in jails in California (Alameda, San Francisco, and Santa Clara counties) and Georgia (Fulton County.)

- ¹⁹ Girl Scouts Beyond Bars is a good example. See Girl Scouts of the USA and CSR, Inc. 2008, "Third-Year Evaluation of Girl Scouts Beyond Bars Program," NY: Girl Scouts of the USA. Also, Hairston, C., 2007, "Focus on Children with Incarcerated Parents: An Overview of the Research Literature," Baltimore: Annie E. Casey Foundation. Nickel, J., Crystal Garland, Leah Kane, 2009, "Children of Incarcerated Parents: An Action Plan for Federal Policy Makers," New York: Council of State Governments Justice Policy Center, p.13. Murray, J. and Lynne Murray, 2010, "Parental Incarceration, Attachment, and Child Psychopathology," *Attachment and Human Development*, 12(4): 289-309.
- ²⁰ deHaan, B. 2010, "The Interface Between Corrections and Child Welfare for Children of Incarcerated Parents," in Eddy and Pohlmann (Ed.) op cit, p. 278. Visher, C., Nancy LaVigne, Jeremy Travis, 2004, "Returning Home: Understanding the Challenges of Prisoner Reentry: Maryland Pilot Study: Findings from Baltimore," (Research Report), Washington DC, The Urban Institute; Visher, C. and Shannon Courtney, 2006, "Cleveland Prisoners' Experiences Returning Home," (Research Report); LaVigne, N., Christy Visher, Jennifer Castro, 2004, "Chicago Prisoners' Experiences Returning Home," (Research Report). All are available at www.urban.org.
- ²¹ To hear this directly from the men, view "Family Ties," a 16-minute video available free by calling the Foundation, 412-434-1665.
- ²² An experienced child and family therapist provides consultation to the reentry program. She helped to design and implement the family visits and is present during every visit. She helps parents and staff members engage in and fully develop these "teachable moments." The Jail's Administrator of Reentry believes that this level of expert consultation is necessary to ensure success of the program.
- ²³ Yamatani, H., 2008, Overview Report of Allegheny County Jail Collaborative Evaluation Findings," Center on Race and Social Problems, School of Social Work, University of Pittsburgh. Available at www.alleghenycounty.us/dhs/jail.aspx.
- ²⁴ The Governor and Secretary have been greatly assisted by Marc Pelka and others from the Council of State Governments Justice Center. The Center also has guided many of the other states that are engaged in corrections reform.
- ²⁵ In the years since, Jail staff began to accompany child welfare workers delivering notices of termination hearings. If this continues to be true, parents in Jail may be receiving assistance in understanding and responding to the notices.
- ²⁶ Office of Children and Families in the Courts, 2012, Report to the Pennsylvania State Roundtable: Dependent Children of Incarcerated Parents," Available at www.ocfpcacourts.us/judges-and-legal-professionals/childrens-roundtable-initiative.
- ²⁷ PCGF served on the AOPC study group and is a member of the Allegheny County group.

