

Program Narrative: PA's FY21 Title II Application & 3-Year Plan

a. Description of the Issue

1. System Description: Structure and Function of the Juvenile Justice System

Pennsylvania's juvenile justice system and processes are governed by the provisions of Act 333 of 1972, the Juvenile Act 42 Pa. C.S. Section 6301 et seq. Since original passage, the Act has been amended numerous times. Two important amendments, Act 1977-41 and Act 1991-9, are concerned with federal Juvenile Justice and Delinquency Prevention (JJDP) Act requirements. Act 1977-41 diverts status offenders from the juvenile justice system and makes it unlawful to hold juveniles in adult jails. Act 1991-9 incorporates federal jail removal regulations pertaining to police facilities.

A third amendment to Pennsylvania's Juvenile Act occurred in 1995, with a Special Legislative Session called by then Governor Tom Ridge. The Special Session resulted in changes to the theoretical basis of the Juvenile Act with the incorporation of Balanced and Restorative Justice, and changes to the definition of a delinquent act. The Juvenile Act defines "delinquent act" as an act, which is designated as a crime under Pennsylvania or federal law, or a local ordinance or law of another state, if the act occurred in that state. In Pennsylvania, the term "delinquent act" does not include the crime of murder; a summary offense – unless the youth fails to comply with a sentence imposed under a summary conviction; a crime committed by a youth who previously has been convicted as an adult; or designated felonies if committed by a youth age 15 or older under the specific circumstances as indicated in the 1995 legislation. Introduction of Balanced and Restorative Justice philosophy as the new purpose clause of the Juvenile Act stressed the importance of Offender Accountability, Victim Restoration, Competency Development, and Community Protection. It requires the system to serve three distinct clients: victim, community and offender.

Pennsylvania's juvenile justice system is a decentralized, county-operated system consisting of 67 counties and 60 juvenile courts; seven counties share a court system. The responsibility for juvenile cases rests with the Court of Common Pleas. A juvenile court judge is elected to serve as both the judicial and administrative officer of the juvenile court. The role of the juvenile court judge includes administration of juvenile probation, direction of court processes and standards, and determinations of delinquency and dependency. The judge has full and final authority in determining the appropriate level of supervision and treatment services required to fulfill the mandates of the Juvenile Act, regardless of time and/or cost.

With few exceptions, the juvenile court has exclusive original jurisdiction over all youth under age 18. Original jurisdiction is always under the criminal court if a youth is accused of murder; if previously convicted as an adult for a felony offense; if age 15 or older and commits a designated felony offense involving a deadly weapon; or if age 15 or older with a previous delinquency adjudication for a designated offense under the provisions of the 1995 amendment to the Juvenile Act. Youth between ages 14 and 18 subject to procedural safeguards, may be transferred to criminal court for trial if the judge believes there are reasonable grounds to believe the youth is not amenable to treatment as a juvenile under the provisions of Section 6355 of the Juvenile Act. A juvenile justice system flow chart, **Attachment to Narrative (a) – JJ System Flow Chart**, demonstrates the system functions and case processing.

The Pennsylvania Commission on Crime and Delinquency (PCCD) is the state agency in the Commonwealth designated to develop and administer the Title II Federal Formula Grant 3-Year Plans and all Applications by virtue of the following legislation:

PCCD was established by Act 274 of 1978 (P.L. 1166, No. 274). Section 2 (o) stipulates: “The commission is hereby designated as the State Criminal Justice Council for the purposes of the Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351), as amended, and the Juvenile Justice and Delinquency Prevention Act of 1974 (Public Law 930415), as amended.” Section 3 (2) of Act 274: Powers and Duties of the Commission establishes that the Commission has authority “To apply for, contract for, receive, allocate, disburse and account for funds, grants-in-aid, grants of services and property, real and personal, particularly those funds made available pursuant to the Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351), as amended, and the Juvenile Justice and Delinquency Prevention act of 1974 (Public Law 93-415), as amended.”

PCCD utilizes the Title II Funds to support priorities identified in our State Advisory Group’s Plan to the Governor. PCCD is required under 71 P.S. §1190.23 to “*prepare and, at least every two years, update a comprehensive juvenile justice plan on behalf of the Commonwealth based on an analysis of the Commonwealth’s needs and problems, including juvenile delinquency prevention.*” The Juvenile Justice and Delinquency Prevention Committee, Pennsylvania’s SAG, is responsible for developing this Plan, which upon completion, is provided to PCCD’s Commission. The SAG has sole authority for preparing and implementing the Title II Formula Grant 3-Year Plan.

There are no major state or local programs that operate outside the formal juvenile justice system that directly affect delinquency prevention or reduction. Multiple state-and local-level agencies and organizations serve as the major components of the Pennsylvania juvenile justice system; each has a significant role with varied responsibilities. The organizations and their responsibilities are summarized in **Attachment to Narrative(a) – Major Components JJ System**. The inherent value of these partnerships is clearly demonstrated in past 3-Year Plans explaining the evolution of growth and reform within Pennsylvania’s juvenile justice system beginning with the 1995 Special Legislative Session. Since that point, PCCD and its partners have invested heavily in the system’s ongoing development through the MacArthur Foundation’s *Models for Change* Initiative from 2005, which evolved in 2010 into the Juvenile Justice System Enhancement Strategy (JJSES) and the continued support of a Balanced and Restorative Justice approach in our system. The System Enhancement Strategy is the framework by which Pennsylvania achieves its Balanced and Restorative Justice mission. **Attachment to Narrative(a) – JJSES Framework** provides a graphic illustration of the strategy and elements.

Pennsylvania’s JJSES rests on two interlinked foundations: the best empirical research available in the field of juvenile justice and a set of core beliefs about how to put this research into practice. These beliefs assert that:

- Children should be diverted from formal court processing whenever appropriate;
- Meeting the needs of victims is an important goal of the juvenile justice system;
- We need to develop and maintain strong partnerships with service providers; and
- We can, and should, do a better job of involving families in all that we do.

b. Description of the Issue

2. Analysis of Juvenile Delinquency Problems (Youth Crime) and Needs.

This section provides data in the form of tables, graphics and text to provide an understanding of the juvenile delinquency problems and needs within Pennsylvania’s juvenile justice system. The sources of the information are listed in reference page at the end of the Program Narrative section. Statistical highlights of the Pennsylvania Juvenile Justice System include the following:

I. Juvenile Arrests by Offense Type, Gender, Age, and Race.

1. The total number of **alleged offenses** decreased by less than 2.7% from 2018 to 2019 and decreased by 11.4% since 2015. The number of alleged offenses within the Other offense category showed the largest decrease (7.5%) from 2018, followed by Drug offenses (5.7%). Property offenses increased by 3.1% and Person offenses increased by less than 1% from 2018 to 2019. Since 2015, Property offenses showed the sharpest decline (19.5%). Drug and Other offenses declined considerably, 17.0% and 12.1% respectively, with Person offenses decreasing 1.0% over the same period.
2. **Substantiated offenses** decreased from 2018 to 2019 (4.9%), with the largest increase in the “Other” offense category (16.9%). Person offenses decreased by 15.4%, Property offenses decreased by 11.6%, and Drug offenses decreased by 9.3%. The total number of substantiated offenses remained well below 2015 levels. Similarly, each category of substantiated offenses (Person, Property, Drugs, and “Other”) remained below their respective 2015 levels.

Table 1 and **Figure A** offer general overviews of Pennsylvania’s juvenile justice system activity over the five-year period from 2015 through 2019, with juvenile population per 100,000 for the most serious offenses.

Table 1: Substantiated Offenses by Type, 2015-2019						
Year	Total Cases Disposed Of	Person	Property	Drug	Other	Total
2015	24,139	4,547 (29.5%)	4,728 (30.7%)	2,641 (17.1%)	3,495 (22.7%)	15,411
2016	23,014	4,118 (26.3%)	4,770 (30.4%)	2,481 (15.8%)	4,299 (27.4%)	15,668
2017	22,309	2,758 (34.3%)	2,127 (26.5%)	1,433 (17.8%)	1,714 (21.3%)	8,032
2018	22,023	2,958	2,071	1,273	1,807	8,109

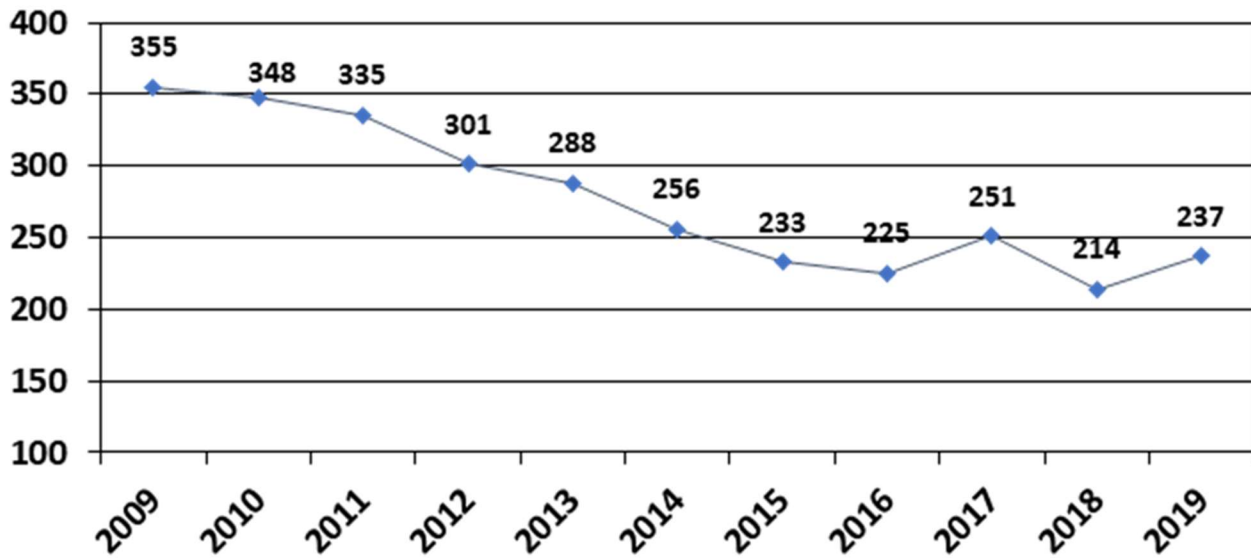
		(36.5%)	(25.5%)	(15.7%)	(22.3%)	
2019	20,934	2,502	1,830	1,154	1,501	6,987
		35.8%	26.2%	16.5%	21.5%	
<i>Source: Pennsylvania Juvenile Court Annual Report 2015-2019</i>						

The “Other” Offenses Category includes, but is not limited to: Public Order offenses such as Disorderly Conduct or Weapon on School Property; Firearms offenses; and Certifications from the minor judiciary (i.e., Magisterial District Judge) that a juvenile failed to comply with a lawful sentence imposed for a summary offense.

Figure A
PA Juvenile Arrest Rates For Violent Crimes
2009-2019
(rate per 100,000 juveniles)

(includes murder, rape, robbery, aggravated assault)

Source: Juvenile Court Judges’ Commission from PA State Police UCR Reports



As shown in **Figure A** above, in 2019, the juvenile arrest rate for violent crime, 237/100,000 juveniles, was 33.2% lower than the 2009 rate of 355/100,000 juveniles, and 29.2% lower than the 2011 rate of 335/100,000 juveniles. PCCD believes that the recent trends regarding juvenile violent crime arrest rates, delinquency dispositions, detention center admissions, and juvenile delinquency placements (including costs) confirm the efficacy of the Juvenile Justice System Enhancement Strategy. The JJSES is predicated on data-driven decision making to employ evidence-based programs and practices that are proven effective and where usage is determined through a valid risk and need assessment instrument. Later information related to recidivism supports this position. Pennsylvania's Juvenile Justice System Enhancement Strategy Monograph (PDF).

3. **Table 2** below shows the sources of referrals to the juvenile justice system, with the clear majority being referred by police at nearly 76.5% followed by referrals from the minor judiciary at 14.5%. The category “Other” includes delinquency allegations received from schools, social agencies, relatives, and cases transferred from criminal court.

Table 2: Source of Referrals to Juvenile Court, 2015-2019						
Year	Total Cases Disposed Of	Police	Magisterial District Judge	Other Juvenile Court	Probation	Other
2015	24,139	18,181 (75.3%)	3,924 (16.3%)	1,157 (4.8%)	73 (0.3%)	804 (3.3%)
2016	23,014	17,476 (75.9%)	3,574 (15.5%)	1,073 (4.7%)	34 (0.1%)	857 (3.7%)
2017	22,309	16,880 (75.7%)	3,554 (15.9%)	1,042 (4.7%)	24 (0.1%)	809 (3.6%)
2018	22,023	16,579 (75.3%)	3,392 (15.4%)	1,048 (4.8%)	25 (0.1%)	979 (4.4%)
2019	20,934	16,015 76.5%	3,043 14.5%	1,018 4.9%	46 0.2%	812 3.9%
<i>Source: Pennsylvania Juvenile Court Annual Report 2015-2019</i>						

4. There were 20,934 delinquency-related dispositions in Pennsylvania in 2019, which represents a 4.9% decrease from 2018 and a 13.2% decrease since 2015 (24,139). **Table**

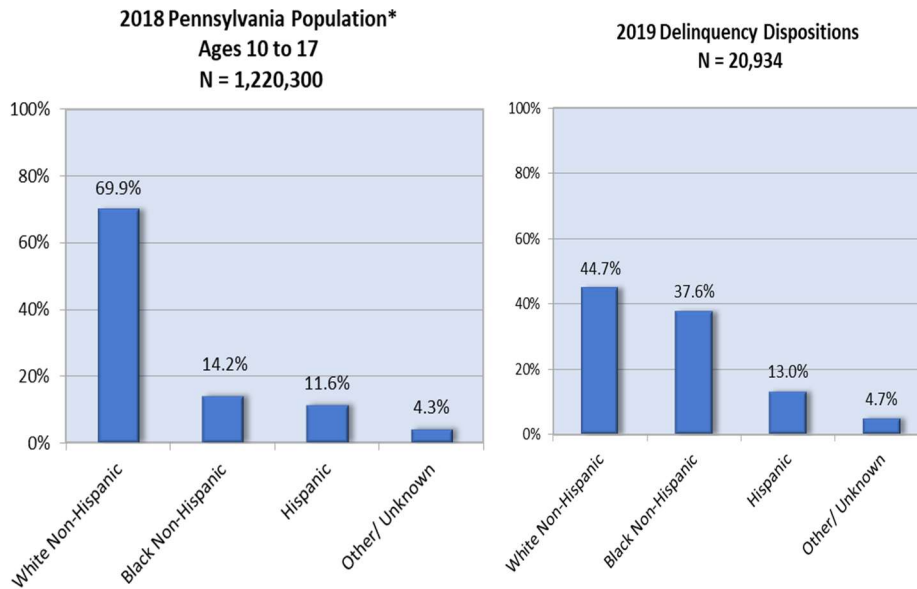
3 offers an overview of the total number of cases disposed of each year by gender, age group, and race/ethnicity.

Table 3: Total Cases Disposed of 2015 – 2019: Gender, Age, Race/Ethnicity													
Year	M	F	Age 10-12	Age 13-14	Age 15	Age 16	Age 17	Age 18+	White	Black	Hispanic	Other Ethnic	Total Cases Disposed Of
2015	17,815	6,324	1,129	4,481	4,150	5,039	6,369	2,971	11,056	8,864	3,101	1,118	24,139
2016	16,984	6,030	1,134	4,233	3,844	4,869	5,994	2,940	10,376	8,731	2,917	990	23,014
2017	16,498	5,811	1,066	4,026	3,589	4,765	5,953	2,910	10,080	8,281	2,879	1,069	22,309
2018	16,424	5,599	1,177	4,075	3,656	4,593	5,639	2,883	10,062	8,011	2,822	1,128	22,023
2019	15,431	5,503	1,174	4,212	3,614	4,235	5,105	2,594	9,364	7,865	2,716	989	20,934

Source: *Pennsylvania Juvenile Court Annual Report 2015 – 2019*

5. **Figure B** below offers an additional breakdown of race and ethnicity per the juvenile population in Pennsylvania and delinquency dispositions in 2019 in the Pennsylvania juvenile justice system. As shown, in 2019, White Non-Hispanic youth represent the largest racial/ethnic category for all delinquency dispositions. However, comparing racial/ethnic distribution of all youth in Pennsylvania ages 10-17, the representation of Black Non-Hispanic youth receiving delinquency dispositions is disproportionate: 14.2% of the total population versus 37.6% of all delinquency dispositions. If excluding Allegheny and Philadelphia Counties, Black Non-Hispanic youth represent 8.4% of the youth population, but 28.2% of all delinquency dispositions.

Figure B
2018 Population (10-17) and Delinquency Dispositions by Race/Ethnicity



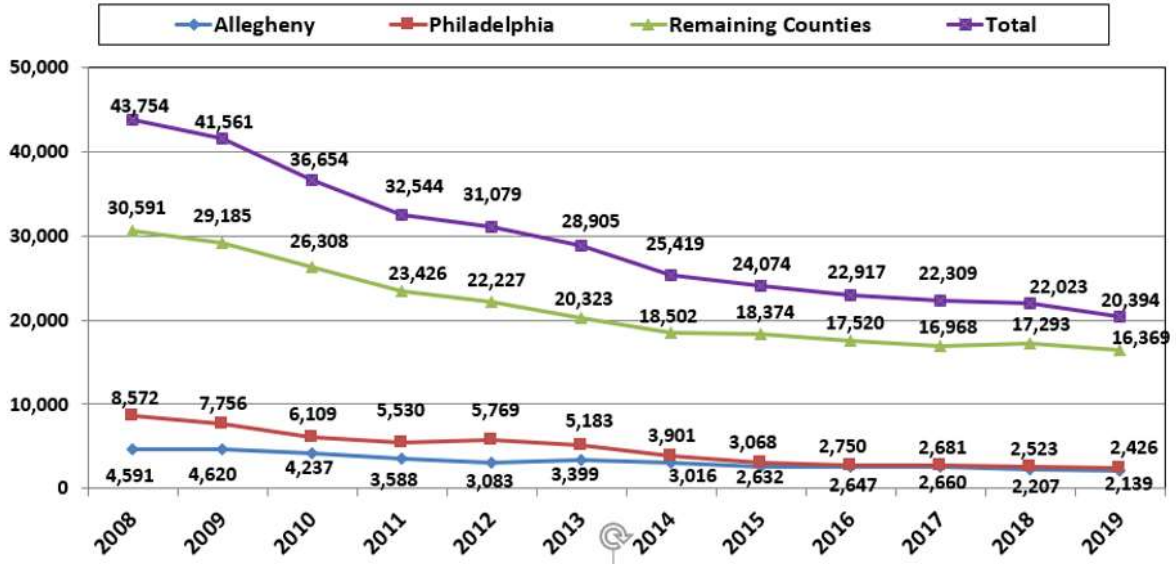
6. Juvenile Court dispositions continued to primarily involve males. **Table 4** shows the 2019 proportion of males receiving delinquency dispositions related to new delinquency allegations rising as the disposition type becomes more restrictive.

SELECTED DISPOSITIONS	TOTAL	MALE	FEMALE
Transferred to Criminal Proceedings	55	96.4%	3.6%
Placement	1,175	88.8%	11.2%
Probation	3,757	80.5%	19.5%
Consent Decree	4,506	74.4%	25.6%
Informal Adjustment	3,881	65.8%	34.2%
All Dispositions	20,934	73.7%	26.3%

Figure C

**PA Juvenile Delinquency Dispositions of New Allegations
2008-2019**

(excludes disposition reviews and placement reviews)
Source: Juvenile Court Judges' Commission



7. **Figure C** above, shows Pennsylvania juvenile delinquency dispositions of new allegations from 2008 to 2019. Dispositions declined by 53.4% over this period. There were 23,360 fewer delinquency dispositions in 2019 compared to 2008.
8. The Pennsylvania Juvenile Act allows for multiple types of dispositions for delinquency allegations. The types of disposition and the frequency with which each occurred in 2019 is shown below in **Table 5**.

Disposition Type	Frequency	Disposition Type	Frequency
Consent Decree	4,506 (21.5%)	Warned and Counseled	661 (3.2%)
Informal Adjustment	3,881 (18.5%)	Termination of Court Supervision/Case Closed	468 (2.2%)
Probation	3,757 (17.9%)	Other Dispositions*	456 (2.2%)
Petition Withdrawn	1,403 (6.7%)	Allegation Withdrawn	449 (2.1%)
Fines/Costs Not Court Ordered	1,408 (6.7%)	Community Service Only	393 (1.9%)
Placement	1,175 (5.6%)	Continued on Previous Disposition	285 (1.4%)
Transfer to Other Court	1,058 (5.1%)	Fines/Costs Court Ordered	199 (1.0%)
Petition Dismissed	780 (3.7%)	Transferred to Criminal Proceedings	55 (0.3%)

*The Other Dispositions category includes dispositions of Accepted Courtesy Supervision, Referred to Other Agency/Individual, Restitution Only, Allegation Dismissed, Other, and Protective Supervision.

9. Consent Decree, Probation, and Informal Adjustment continued to represent over half (58.0%) of all dispositions in 2019. Placement dispositions resulting from new allegations of delinquency account for 5.6% (1,175) in 2019
10. **Table 6** shows type and frequency of the major dispositions by race and ethnicity stateside for 2019.

Table 6: Type & Frequency of Major Dispositions by Race and Ethnicity, 2019						
Category	Total	White Non-Hispanic	Black Non-Hispanic	Hispanic	Other	Unknown
All Dispositions	20,934	9,364 (44.7%)	7,865 (37.6%)	2,716 (13.0%)	677 (3.2%)	312 (1.5%)
Informal Adjustment	3,881	1,881 (48.5%)	1,411 (36.4%)	360 (9.3%)	117 (3.0%)	112 (2.9%)
Consent Decree	4,506	2,306 (51.2%)	1,523 (33.8%)	556 (12.3%)	121 (2.7%)	0 (0.0%)
Probation	3,757	1,705 (45.4%)	1,318 (35.1%)	574 (15.3%)	160 (4.3%)	0 (0.0%)
Placement	1,175	426 (36.3%)	507 (43.1%)	186 (15.8%)	56 (4.8%)	0 (0.0%)
All Secure Placements	413	103 (24.9%)	229 (55.4%)	69 (16.7%)	10 (2.4%)	2 (0.5%)
Secure Detention	7,244	1,625 (22.4%)	4,341 (59.9%)	1,035 (14.3%)	217 (3.0%)	26 (0.4%)
Transfer to Criminal Proceedings	55	23 (41.8%)	25 (45.5%)	5 (9.1%)	2 (3.6%)	0 (0.0%)

11. The figures on race and ethnicity for the types of disposition displayed above in **Table 6** show disparity in the decision making. In reviewing this data, PCCD is continuing to explore disproportionality and anticipate being able to report progress in future updates to this 3-Year Plan.
12. **Figure D** below displays the racial and ethnic composition of secure detention admissions in 2019. Black Non-Hispanic youth comprised 59.9% of all secure detention admissions in 2019. If excluding Philadelphia and Allegheny Counties, Hispanic youth and Black, Non-Hispanic youth represent approximately 17.6% and 41.0%, respectively, of all secure detention admissions. In Philadelphia, 78.0% of the admissions involved Black Non-Hispanic youth, and in Allegheny 80.3% of detention admissions were Black Non-Hispanic youth. Figure E follows showing the same detail for Transfers to Criminal Proceedings.

Figure D
Secure Detention Admissions by Race and Ethnicity, 2019

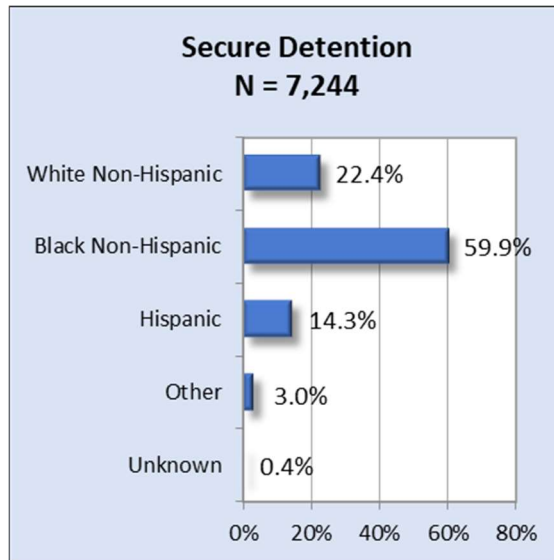
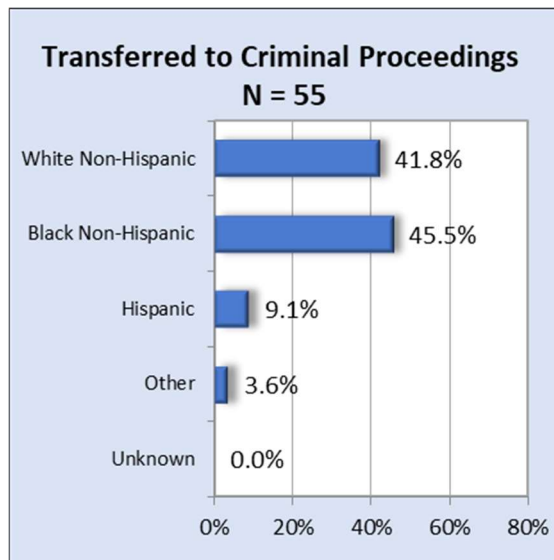


Figure E
Transfer to Criminal Proceedings by Race and Ethnicity, 2019



13. **Figure E** shows that statewide, White Non-Hispanic youth comprised a smaller proportion of cases transferred to adult criminal proceedings at 41.8% compared to the 44.7% represented in all delinquency disposition, while Black Non-Hispanic youth comprised a greater proportion of cases transferred to criminal proceedings at 45.5% than what is reflected in all 2019 delinquency dispositions (37.6%).

14. The use of secure juvenile detention centers in Pennsylvania is for the temporary holding of a youth based on specific circumstances pending juvenile court action, and **must** be predicated on an allegation of delinquency; i.e., there is a reasonable basis to believe that the youth in question has committed a misdemeanor and/or felony offense which would be considered a crime if committed by an adult.
15. There are 14 secure juvenile detention centers operating in Pennsylvania, these are county-based services and not supported with the Title II Funds. Admissions to the detention centers have declined annually since 2015 with a 19.4% overall decrease over the five years, and a 5.0% decrease from 2018 to 2019.
16. Allegheny County (Pittsburgh) detention admissions decreased by 3.8% from 2018 to 2019, while detention use in Philadelphia County declined by 1.8% in the same period. Philadelphia and Allegheny having the largest juvenile populations in the commonwealth, also have the largest detention centers at 184 and 120 beds respectively, and each has a utilization rate under 100%. In 2019, Philadelphia’s average daily population in its 184-bed facility was 142.4 youth for a usage rate of 77.4%, while Allegheny’s 120 bed detention center average daily population was 39.4 for a 32.8% usage rate.
17. As shown in **Table 7** there are two (2) smaller detention centers that had higher utilization rates than Philadelphia, and nine (9) with higher rates than Allegheny in 2019. Pennsylvania’s SAG is currently examining these figures in relation to the steady closure of detention centers in the last five years (from 23 to 14).

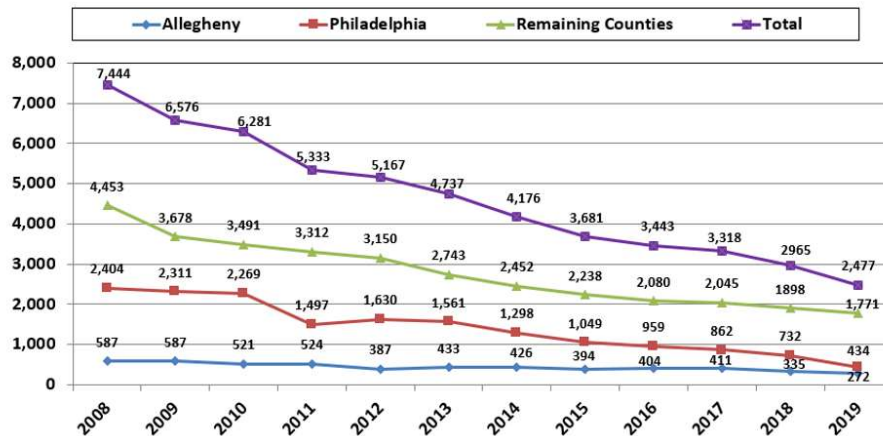
Detention Center	Average Daily Population	Licensed Bed Capacity	Utilization Rate
Abraxas Academy (New Morgan)	18.0	24	75.1%
Bucks County Youth Center	27.9	36	77.5%
Central Counties Youth Center	6.6	14	47.3%
Chester County Youth Center	15.4	48	32.1%
Cornell Abraxas Youth Center (South Mountain)	12.8	18	71.4%
Delaware County Juvenile Detention Center	31.9	66	48.4%
Edmund L Thomas Adolescent Center (Erie)	9.2	20	45.9%
Lancaster County Youth Intervention Center	12.2	48	25.5%
Mid Atlantic Youth Services (Luzerne - Pittston)	0.9	12	7.4%
Mid Atlantic Youth Services (Western - Emlenton)	0.2	12	1.7%

Montgomery County Youth Center	25.5	36	70.9%
Northampton County Juvenile Justice Center	27.6	36	76.7%
Philadelphia Juvenile Justice Center	142.4	184	77.4%
Shuman Juvenile Detention Center (Allegheny)	39.4	120	32.8%
Westmoreland County Regional Youth Services Center	9.9	16	61.9%

18. While the data presented clearly show that fewer youth are being referred to the Pennsylvania juvenile justice system, it is also clear that Pennsylvania has altered its practices and approach to serving the youth that are being referred. This is attributable to both the integration of the principles of Balanced and Restorative Justice (BARJ), as well as the implementation of the Juvenile Justice System Enhancement Strategy (JJSES) as the means of achieving the BARJ goals. As shown below in **Figure F**, Pennsylvania delinquency placements declined by 66.7% from 2008 to 2019, with 4,967 fewer delinquency placements of youth. [BARJ Monograph \(PDF\)](#)

Figure F
PA Juvenile Delinquency Placements
2008-2019

(Includes disposition reviews but excludes placement reviews)
 Source: Juvenile Court Judges' Commission



19. Delinquency placements are down across Pennsylvania by 66.7% over the twelve-year span from 2008 to 2019. This is also true in the two largest counties in the state, where Allegheny’s placements decreased 53.6% and Philadelphia’s by 81.9% in the same time period. As stated above, this is believed to be the result of the JJSES and statewide adoption of evidence-based programs and practices such as validated assessment tools like the Youth Level of Service/Case Management Inventory (YLS).

20. The SAG plans for gender-specific services, including LGBTQ, through its System Enhancement Subcommittee. Currently, the group is looking more closely into the

trajectory of female cases in our juvenile justice system to gain more insight and better inform future planning. **Table 8** shows a breakdown of the overall risk level by facility type of females who had a placement disposition between January 1, 2019 and December 31, 2019, where risk levels were determined by the YLS assessment.

Table 8: Youth Level of Service Risk Level by Facility Type, Females Placed in 2019				
Facility Type	Low	Moderate	High	Very High
Community Residential Service/Group Home	3 (3.4%)	39 (44.3%)	44 (50.0%)	2 (2.3%)
Drug and Alcohol Program	2 (10.0%)	13 (65.0%)	5 (25.0%)	0 (0.0%)
Foster Care	1 (11.1%)	3 (33.3%)	5 (55.6%)	0 (0.0%)
General Residential Services	2 (3.0%)	38 (56.7%)	25 (37.3%)	2 (3.0%)
Residential Treatment Facility (RTF)	0 (0.0%)	4 (57.1%)	3 (42.9%)	0 (0.0%)
Secure Residential Services	0 (0.0%)	11 (47.8%)	12 (52.2%)	0 (0.0%)
Supervised Independent Living	0 (0.0%)	0 (0.0%)	1 (100.0%)	0 (0.0%)
Transitional Living	0 (0.0%)	3 (60.0%)	2 (40.0%)	0 (0.0%)
YDC Secure	2 (11.8%)	11 (64.7%)	4 (23.5%)	0 (0.0%)
Total	10 (4.2%)	122 (51.5%)	101 (42.6%)	4 (1.7%)

21. From January 1, 2015 through December 31, 2019, the number of placements for females in Pennsylvania dropped from 922 to 533 (42.2%). During this same period, the number of females with placement dispositions decreased across all major race and ethnicity groups. Black Non-Hispanic females with a placement disposition declined by 37.9% from 438 to 272 youth placed, while Hispanic females decreased in placement by 38.4% from 86 to 53. In this period, White Non-Hispanic females decreased in placement dispositions by 46.9% from 337 to 179.
22. **Figure G** below shows a breakdown of family status for youth involved in the Pennsylvania juvenile justice system in 2019. Youth whose biological parents were reported as “never married” represented more than 50% of all delinquency dispositions, while youth whose parents were reported as “married” represented 14.7% of all delinquency dispositions.

23. Following this is **Figure H** which shows a breakdown of the living arrangements for youth involved in our juvenile justice system in 2019. Statewide, 48.1% of youth with a delinquency disposition were reported as residing only with their mother, while 15.8% of youth resided with both biological parents.

Figure G
Pennsylvania Dispositions by Family Status, 2019
Source: Pennsylvania Juvenile Court Annual Report 2019

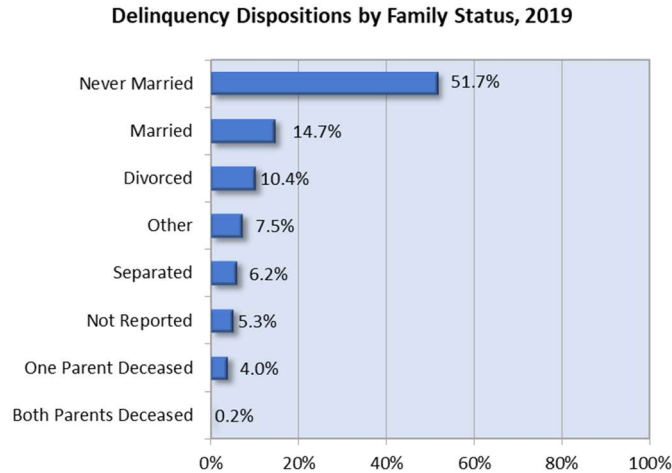
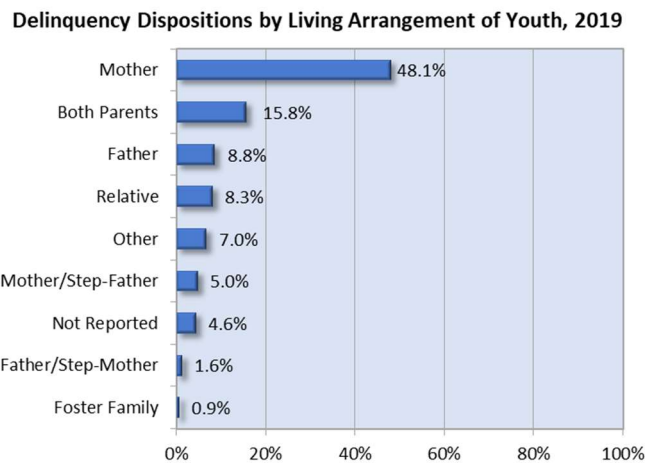


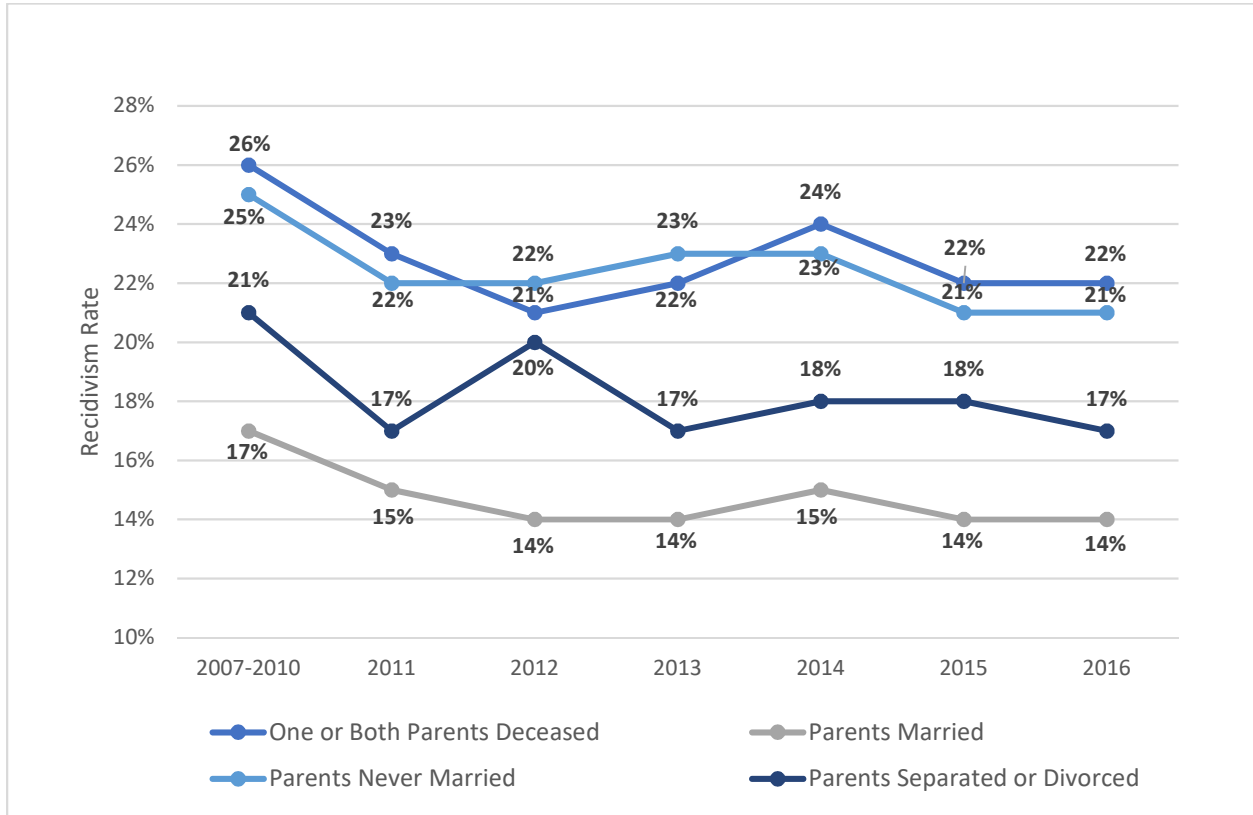
Figure H
Pennsylvania Dispositions by Living Arrangement, 2019
Source: Pennsylvania Juvenile Court Annual Report 2019



24. We are finding out that the living arrangements and family status of youth moving through our juvenile justice system have a more significant impact than may have been

previously recognized. Over the past 20 years, single-parent families have become more common than the traditional family consisting of a father, mother and children. Rates have increased across race and income groups, but single parenthood is more prevalent among African Americans and Hispanics. PCCD and its partners believe this is impacting recidivism; see **Figure I** below.

Figure I
Family Status and Recidivism, Juveniles with Cases Closed, 2007 - 2016



25. Not surprisingly, children whose parents are together fare better in the juvenile justice system than those from the so-called “broken homes” in which parents never married or are separated and divorced.
26. **Table 9** below shows the initial statewide, baseline recidivism rates for Pennsylvania’s juvenile justice system. The development of statewide and county-specific baseline recidivism rates is a particularly noteworthy JJSES accomplishment. We believe that Pennsylvania is one of the few states with the capacity to develop information of this type. For purposes of our reporting and analysis here, recidivism is defined as a subsequent adjudication of delinquency or conviction in criminal court for a misdemeanor or felony offense within two years of case closure; this does not include expunged cases.

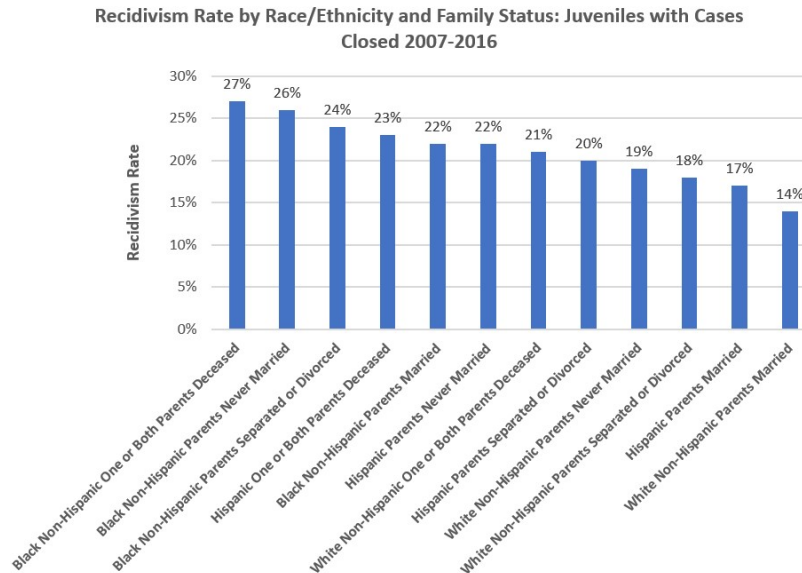
Table 9							
Statewide Baseline Recidivism Rates for Pennsylvania’s Juvenile Justice System							
	2007-2010	2011	2012	2013	2014	2015	2016
Recidivists	15,789	3,498	3,679	3,660	3,826	3,042	2,755
Non-Recidivists	57,242	15,437	15,529	15,857	13,504	13,375	12,183
Total	73,031	18,935	19,208	19,517	16,790	16,417	14,938
Recidivism Rate	21.6%	18.5%	19.2%	18.8%	19.6%	18.5%	18.4%

27. The 18.5% recidivism rate for cases closed in 2011 represented approximately a 14% reduction from the 21.6% recidivism rate for cases closed in 2010, as well as a 14% reduction from the four-year average recidivism rate of 21.6% for cases closed in 2007, 2008, 2009, or 2010. This dramatic reduction in the statewide recidivism rate for cases closed in 2011 was especially significant because 2011 was the first year that the implementation of evidence-based practices through the JJSES could reasonably have been expected to have had an impact. Although the statewide recidivism rate for cases closed in 2012 rose to 19.2%, that rate is 11% lower than the pre-JJSES recidivism rate for cases closed in 2007 – 2010.
28. Given the JJSES goal of diverting low risk youth away from the juvenile justice system, it would be reasonable to expect recidivism rates to increase over time because the types

of youth who are entering the juvenile justice system are more likely to be youth who are moderate and high risk to re-offend.

29. As previously stated, minority youth are disproportionately represented in Pennsylvania’s juvenile justice system. The recidivism analyses confirm that minority youth also have some of the highest recidivism rates as shown below in Figure J. Between the three major race groups, Black Non-Hispanic juvenile offenders were generally most likely to recidivate across the six years examined, regardless of their family status, compared to White Non-Hispanic juvenile offenders and Hispanic juvenile offenders. Within each race group, juveniles with a family status of one or both parents deceased re-offended at the highest rates.

Figure J
Recidivism by Race/Ethnicity and Family Status, Juveniles with Cases Closed 2007-2016



30. Since 1998, PCCD has been developing a statewide prevention initiative that is primarily supported with state funds, either Substance Abuse Education and Demand Reduction (SAEDR) Funds, or Violence & Delinquency Prevention Programs (VDPP) Funds. However, the initiative is supplemented with federal Title II Funds as appropriate to individual project goals and activities. Through the Evidence-based Prevention and Intervention Support Center (*EPISCenter*) at Penn State, PCCD is able to guarantee statewide training and technical assistance to all sub-grantees implementing an evidence- or research-based program. This process enables PCCD to ensure fidelity to the program models as created by their individual developers, thereby giving us greater confidence that each program will produce the same results due to proper implementation. As part of its Delinquency Prevention Program, PCCD does not award any funds – state or federal – to programs that have not been proven effective in the prevention and/or reduction of unhealthy problem behaviors in children and adolescents such as delinquency, violence, substance

use/abuse, school dropout, teen pregnancy.

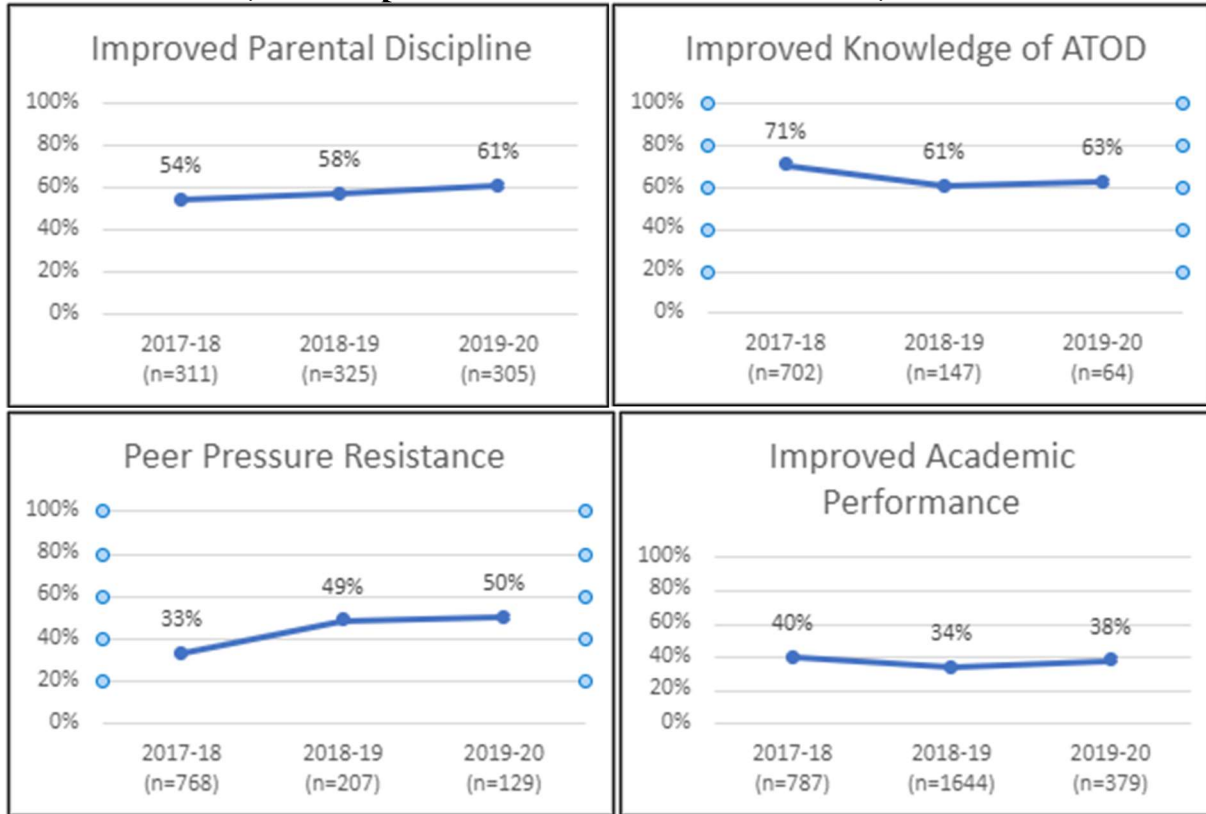
31. Through the EPISCenter, PCCD is able to review Return on Investment (ROI) figures for evidence- and research-based programs that it supports. **Table 10** below shows the ROI for the three-year period of 2014 through 2016 for nine of the most frequently funded programs in the prevention initiative.

Table 10: Prevention Data for FYs 2017, 2018, 2019 (Data accumulated from three fiscal years with ROI estimates)					
	Youth Served	WSIPP Benefits May2019	PCCD Costs	Benefits Minus Costs	Return on Investment
Aggression Replacement Training (probation)	205	(\$2,541)	\$918	(\$3,459)	(\$709,095)
Big Brothers Big Sisters	1,401	(\$642)	\$1,569	(\$2,211)	(\$3,097,611)
Incredible Years (parent only)	293	\$8,004	\$2,134	\$5,870	\$1,719,910
LifeSkills Training	2,626	\$1,419	\$132	\$1,287	\$3,379,662
Promoting Alternative Thinking Strategies	688	\$8,360	\$215	\$8,145	\$5,603,760
Strengthening Families Program 10-14	703	\$3,123	\$1,743	\$1,380	\$970,140
Trauma Focused Cognitive Behavior Therapy	176	\$24,189	\$1,912	\$22,277	\$3,920,752
Project Toward No Drug Abuse	469	\$396	\$117	\$279	\$130,851
Positive Parenting Program (Triple P) (parent only)	548	\$3,116	\$1,447	\$1,669	\$914,612
Positive Action	6,523	\$31,159	\$63	\$31,096	\$202,839,208
Total	13,632				\$215,672,189

- Programs excluded from Table 10 because no WSIPP benefit estimates were available were the Familias Fuertes, Olweus Bullying Prevention, and Strong African American Families Programs.
- Of the 4,953 sessions observed for fidelity, an average of 92% of the sessions met the minimum fidelity standards (range of 46-100%).

32. Performance data is always collected by programs within PCCD’s prevention initiative. **Figure K** encompasses four graphics showing outcome measures through these programs over 3-year implementations.

Figure K
Improved Knowledge, Improved Parental Discipline, Peer Pressure Resistance, and Improved Academic Performance; 2017/18 – 2019/20



b. Goals and Objectives

Through the tables, graphics and text above, PCCD described Pennsylvania’s juvenile justice system, the quantity of activity the system deals with, and the broad view issues we have gleaned from an analysis of that activity. Specifically, among juveniles between the ages of 10 and 17, the number of arrests has decreased over time from 2017 to 2019. Commensurate with that, we have seen decreases in the serious Property and Person offense categories, and a decline in the arrest rates for violent crimes. The source of referrals to our juvenile courts is consistent in that most of these derive from police, followed by the minor judiciary. There is consistency as well in the breakdown of youth served each year by gender (approximately 73% male), age (ages 16 and 17 dominate), and race/ethnicity (greater percentage of White youth than Black or Hispanic being referred). However, what is also consistent is the disparity in the dispositions based on the race/ethnicity breakdown of juveniles between ages 10 and 17. The use of secure detention, residential placement, secure residential placement, and transfer to criminal court are more likely to occur with minority youth. PCCD firmly believes that aggressive implementation of the [Juvenile Justice System Enhancement Strategy \(JJSES\)](#) is the best direction for Pennsylvania’s juvenile justice system in order to achieve its Balanced and Restorative Justice mission of Offender Accountability, Victim Restoration, Community Protection, and Offender Competency Development. The challenges we have identified in our analysis will continue to be addressed

through the System Enhancement Strategy. PCCD and its state and local partners firmly believe in and embrace our responsibility to ensure that all children coming into contact with the juvenile justice system – formally or informally – are given fair treatment designed to identify and address their individual risk levels and needs. This includes a quality education and equal opportunities to develop skills and acquire a positive and pro-social outlook. The Pennsylvania juvenile justice system works to aid young people to self-correct and develop a moral compass to guide them for years to come. It does not replace parents but helps parents to acquire skills to help their children and teens. This is accomplished through the two primary **Goals** of Pennsylvania’s juvenile justice system:

1. **GOAL: Juvenile Justice System Improvement:** PCCD will continue to aggressively pursue implementation and sustainability of the Juvenile Justice System Enhancement Strategy (JJSES).

The **Objectives** within this **Goal** include:

- a. Maintain compliance with the Core Requirements of the federal JJDP Act:
 - Actively monitor all elements of the identified monitoring universe.
 - Train police officers, county jail/prisons wardens, secure detention center administrators, juvenile training school directors, court holding facility operators, juvenile probation officers, juvenile court judges in the proper procedures for holding juveniles in custody, per federal guidelines.
 - Investigate potential violations and apply corrective actions as needed.
 - Maintain an adequate monitoring system, per federal specifications.

Formula Grants Program Areas (FY21 Budget Detail Worksheet):

- **# 6 Delinquency Prevention;**
Priority #1 at 61.2% of the annual allocation
- **# 19 Compliance Monitoring;**
Priority #2 at 27.7% of the annual allocation

- b. Improve Juvenile Justice System Functions within juvenile probation departments and juvenile court operations:
 - Maintain oversight of implementation activities related to the four stages of the JJSES.
 - Continue using valid, research-based instruments and tools to assess the criminogenic needs of youth and the risks each youth presents, and to use these results to more effectively plan appropriate interventions; these help to reduce bias in the decision-making process, thereby aiding in our R/ED work.
 - Train juvenile probation officers, chief juvenile probation officers, and juvenile court judges in evidence-based programs and practices for full

integration within their daily operations.

- Maintain a consistent data collection operation by which system partners may be informed of the “state of the state” in all critical areas of juvenile justice system operation.

Formula Grants Program Areas (FY21 Budget Detail Worksheet):

- **# 6 Delinquency Prevention;**
Priority #1 at 61.2% of the annual allocation

2. **GOAL: Juvenile Delinquency Prevention:** PCCD will continue the development of a comprehensive and coordinated strategy to support the healthy development of youth.

The **Objectives** within this **Goal** include:

- a. Identify children who are at high risk of juvenile delinquency, school failure, and/or other problem behaviors:
 - Maintain a consistent data collection operation by which high risk behaviors may be identified.
- b. Provide equitable, evidence-based services and support to these children and their families:
 - Continue to adhere to the practice of only providing financial support to those programs that have been effective in their ability to prevent and/or reduce risky behaviors in youth.

Formula Grants Program Areas (FY21 Budget Detail Worksheet):

- **# 6 Delinquency Prevention;**
Priority #1 at 61.2% of the annual allocation

c. Implementation (Activities and Services)
Sub-Granting Process:

1. The process for moving from a concept within a Program Area to an actual sub-grant requires the same steps regardless of the funding stream. The Pennsylvania State Advisory Group (SAG) responds to analyses and recommendations made by the PCCD Office of Justice Program staff for the types of activities that should be supported through sub-grants of both federal and state funds. Once the SAG approves of staff recommendations, these are developed into Request for Proposal (RFP) announcements. The RFPs are a competitive process to solicit the applications statewide for projects that meet the established criteria. Once vetted by staff and scored by staff-led teams of outside experts, all scores are reconciled and the final list to be recommended to the SAG is produced. Everything is timed to adhere to a quarterly cycle that culminates with the meeting of the PCCD Commissioners; all project start dates are set to the first day of the month following the Commission meeting; i.e., April 1, July 1, October 1, and

January 1. This is a successful process for PCCD and one that we will continue to use through the 3-Year Plan commencing October 1, 2021.

d. Communicating with Stakeholders:

1. To provide for an equitable distribution of the federal Title II assistance Pennsylvania receives, PCCD is proactive in its collection of input from varied sources; that is, units of local government, private non-profit organizations and agencies, state partnering agencies, and other local stakeholders from both the public and private sectors. This occurs through the statewide electronic distribution of notifications of all funding opportunities, the quarterly SAG Subcommittee meetings, networking meetings with sub-grantees, regional Communities That Care informational meetings, and quarterly SAG meetings. In addition, there are quarterly general membership meetings of the PA Council of Chief Juvenile Probation Officers where updates are provided and input is solicited from Juvenile Probation Officers and Chiefs, and various providers. The quarterly SAG and SAG Subcommittee meetings involve members with connections to various programs; i.e., representation spanning multiple departments and sectors across the state.
2. There are cross-system collaborations in place for PCCD's prevention and intervention initiatives that allow for planning and coordination through committee meetings and regional collaboration groups. This information, in conjunction with youth crime analysis data, helps inform the funding decisions. Also, through our prevention initiative, input is sought and provided by youth receiving program services and/or are involved in local Communities That Care activities. Information gathered from regional and subcommittee groups is shared at the SAG and SAG Subcommittee meetings to inform and aid in PCCD formulating action steps for SAG consideration on how to incorporate these into the state's 3-Year Plan.

3-Year Plan Basics:

- A. **In Program Areas 06 – Delinquency Prevention**, PCCD follows the priorities of Act 33 of 1995, the Pennsylvania Juvenile Act (including future amendments) to identify the causes of and target the prevention of juvenile delinquency and racial and ethnic disparity, by collecting data about and evaluating each decision point of the juvenile justice system, to reduce future delinquency and recidivism in the Commonwealth. The benefits of which are fewer arrests, more diversion opportunities, and safer communities. Funds are also used to support our DMC Youth-Law Enforcement Corporation which provides training and technical assistance to local communities and police departments. These funds are used to advance the principles of Balanced and Restorative Justice – ensuring the protection of the community; accountability for the offenses committed; and the development of competencies in youthful offenders to prevent future delinquent acts. This approach manifested itself in the development of Pennsylvania's Juvenile Justice System Enhancement Strategy (JJSES), which is overseen by the Pennsylvania Council

of Chief Juvenile Probation Officers and embraces approaches to help avoid initial criminal behavior, as well as to prevent recidivism and help system-involved youth grow into productive members of their communities. All of these activities fall under the catchment of “Delinquency Prevention” and include (but are not limited to) the creation and maintenance of an statewide infrastructure of training of juvenile probation officers in evidence-based programs and practices, such as Aggression Replacement Training, Motivational Interviewing, the EPICS Model (Effective Practices in Community Supervision), and Implicit Bias Training. These and other activities help advance the reforms within Pennsylvania’s juvenile justice system and thereby improve the services available to the youth and families that the system serves, preventing delinquency and reducing racial and ethnic disparity (R/ED) in the state. PCCD also utilizes Title II funding to support local projects (through sub-grants) related to the implementation and/or expansion of evidence-based programs for local youth and families, diversion programs that may be school-based or probation-based. All these approaches are part of a comprehensive strategy to advance the principles of BARJ, which continue to serve as the foundation of Pennsylvania’s delinquency prevention efforts.

- B. In Program Area 19 – Compliance Monitoring,** PCCD will continue to support a sub-grant to the Center for Juvenile Justice Training and Research (CJJT&R) based at Shippensburg University to manage the in-field monitoring of compliance with the federal JJDP Act Core Requirements. PCCD will continue to report compliance data and R/ED data in the federal Compliance Monitoring Tool and the federal R/ED Reporting Tool according to established due dates.

Population-Specific Plans:

- 1. Gender-Specific Services for the Prevention and Treatment of Youth Delinquency**

In response to the 1992 amendments to the JJDP Act regarding gender specific services, Pennsylvania’s State Advisory Group (SAG), routinely reviews juvenile statistics in an effort to develop a profile of females in the Pennsylvania juvenile justice system. The System Enhancement Subcommittee (SES) continues to serve the SAG in identifying and improving programs and services for girls and all adolescents within the jurisdiction of the juvenile justice system and work appropriately with them as they elect to gender identify themselves. The SES of the SAG is reviewing its past work on girls’ issues in the juvenile justice system and collecting information to become better informed on gender identification (LGBTQ+) issues. We will continue to work with the PA Council of Chief Juvenile Probation Officers, which has established a Sexual Orientation and Gender Identity Expression (SOGIE) Committee.

PCCD acknowledges that the term “gender specific” refers to a much broader population to be served, and in the future, we hope to have sufficient resources to allow us to better understand the unique needs of youth presenting with gender identification issues; i.e., LGBTQ+, and to improve our juvenile justice system responses to with services to these youth that reflect best practice standards. Conversations have occurred on addressing such issues as identification, existing best practices, strategic plan development, and data collection. Time has been devoted to

implementing the policies and procedures required for certification of compliance with the Prison Rape Elimination Act (PREA) Standards.

In the past, Title II Funds have supported programs and projects providing direct services to girls, such as a Philadelphia-based mentoring program for juvenile justice system-involved girls.

2. Services for the Prevention and Treatment of Youth Delinquency in Rural Areas

PCCD has a proven track record in leading the development and implementation of research-based approaches, including the *Communities That Care (CTC)*¹ risk-focused prevention model and the *Blueprints for Healthy Youth Development*,² which have proven successful in preventing youth violence, delinquency, substance abuse, educational failure and many other adolescent problem behaviors. However, since FY 2001–2002, significant reductions in PCCD’s research-based violence prevention appropriation, and the agency’s previous evidence-based prevention and intervention appropriation, have dramatically reduced PCCD’s capacity to assist communities in addressing these critically important issues.

The success that PCCD has had in implementing *Communities That Care (CTC)* and *Blueprints* programs is well documented, as are the strong partnerships and working relationships that PCCD’s professional staff have within state government and with local government and community leaders throughout the Commonwealth. However, the Commonwealth’s current approach to assisting and providing prevention-related funding to communities is not as well coordinated as it needs to be. In addition to PCCD, the Departments of Health (DOH), Education (PDE), Drug and Alcohol Programs (DDAP), Liquor Control Board (PLCB), and Human Services (DHS) each devote financial and staff resources to preventing one or more adolescent problem behaviors.

PCCD, with its state partners, must develop and implement a comprehensive inter-departmental, [evidence-based and trauma-informed](#) strategy to prevent delinquency, youth violence, and other adolescent problem behaviors, including substance abuse, teen pregnancy, and school failure. Such a strategy is essential to PCCD’s efforts to address the disproportionate numbers of minority youth who become involved in Pennsylvania’s juvenile justice system. The factors that contribute to this problem are complex and interrelated, and PCCD’s Racial and Ethnic Disparities Reduction Plan requires that our Commonwealth’s prevention efforts be better coordinated. PCCD’s work related to the prevention and treatment of juvenile delinquency is not restricted to rural areas, but to all regions of the state, which is a combination of urban, suburban, and rural. Admittedly, transportation becomes a critical obstacle to overcome in service delivery in rural areas; therefore, many programs and services are delivered at central locations, like schools, in order to work through this.

Information that will be included in the formation of such strategies is the data collected from the bi-annual Pennsylvania Youth Survey (PAYS). The most recent administration of the PAYS occurred in the fall of 2019, during which over 294,000 students in 413 school districts (out of 500) and 49 “other” schools (charter/private/parochial) took the survey. PCCD partnered with the EPISCenter at Penn State University to develop a PAYS Follow-up Guide to assist school

¹ www.communitiesthatcare.net

² www.blueprintsprograms.com

administrators and staff understand what their data is saying and how they can use that information to positively impact their students and overall school climate. This approach continues to allow Pennsylvania to use a data-driven decision-making approach to identify problem behaviors at both state and local levels, then select appropriate evidence-based programming that can specifically target those problems. Local reports were provided to the field in April 2020. The Statewide Report, which was released in June 2020, and reports for 56 of 67 PA counties (all of those that had a minimum of two districts participate) is available on the PAYS website (www.pays.state.pa.us) for use by county agencies for their planning and funding decisions in areas such as drug and alcohol services, prevention planning, juvenile probation, and children and youth services. The [State PAYS Summary Report](#) is used by state agencies to coordinate funding and prioritization of prevention programming.

PCCD is uniquely positioned to coordinate a prevention initiative by virtue of its proven track record; the technical assistance and quality assurance expertise that PCCD has made available to communities through the Evidence-based Prevention and Intervention Support Center (*EPISCenter*) at Penn State; as well as PCCD's clear statutory mandate to design research-based initiatives of this type. Among the duties of PCCD set forth at 71 P.S. § 1190.23 are the following:

“To define and collaborate with all State agencies on planning and programming related to juvenile delinquency prevention and the reduction and prevention of violence by and against children. To design and promote comprehensive research-based initiatives to assist communities and community-based organizations in reducing risk to and promoting the positive development of children and in preventing juvenile delinquency and youth violence.”

3. Mental Health Services to Youth in the Juvenile Justice System

Carrying over from Pennsylvania's participation in the MacArthur “Models of Change” reform initiative, PCCD and its partners have been working to improve the coordination of mental health services for youth in the juvenile justice system. The evolution of that work is the statewide use of multiple validated instruments that help guide the decision-making efforts of probation officers and judges in their treatment of system-involved youth. This work is predicated on the concepts that our system needs to

“develop a comprehensive model system that (1) prevents the unnecessary involvement of youth with mental health disorders in the juvenile justice system, and (2) provides for the early identification and effective treatment of the mental health needs of youth in the juvenile justice system within the least restrictive setting that is consistent with the public safety needs.”

The Massachusetts Youth Screening Instrument-Version 2 (MAYSI~2) is a self-report screen that takes approximately 10-15 minutes for a youth to complete with a minimal amount of time for staff to introduce the instrument. There is minimal staff training needed for administration. The MAYSI~2 can be used as a tool to "triage" the need for psychological evaluations and minimize costs and delays for unnecessary psychological evaluations. It prioritizes responses

into caution, warning and critical case levels. Most of Pennsylvania's secure juvenile detention centers use the MAYSI~2 within the first 48 hours of a juvenile's admission to the detention center. In the larger detention centers, the MAYSI~2 is regarded as an excellent population management tool to identify for staff those youth that may require additional assistance while in detention. The Juvenile Probation Departments have found the MAYSI~2 to be useful in understanding a youth's emotional/mental condition; i.e., an indicator of "responsivity" to interventions. Many youths that score at the caution range do not need immediate or "formal" behavioral health treatment but may benefit from a cognitive/behavioral intervention. The most important aspect with the MAYSI~2 is to establish the response protocols dependent upon how a youth scores, which is very similar and complimentary to the Youth Level of Service (YLS)/Case Management Inventory (CMI) Assessment Instrument.

Under the JJSES, Pennsylvania wanted a standardized, validated risk/assessment tool that all or at least most of the Juvenile Probation Departments could agree provided insight and guidance on how to create effective Case Plans for youths. The counties selected the YLS/CMI Assessment Instrument. This, and the adoption of Motivational Interviewing, as a probation-wide practice, became the initial activities undertaken statewide in the implementation of the JJSES, beyond the time spent on general education of all juvenile justice practitioners in JJSES theory, its nexus with Balanced and Restorative Justice, and the significance of data-driven decision making and the benefits of using evidence-based programs and practices. The JJSES System Improvements have included development of the Pennsylvania Detention Risk Assessment (PaDRAI) Instrument, and a standardized Case Plan.

4. Management of the use of restraints on Youth in residential or detention facilities
[55 Pa. Code § 3800](#) governs the licensing standards that manages the protection of youth that are residents in juvenile facilities and detention centers. Within 24 hours of admission into a residential or detention facility, the youth will have a documented health and safety evaluation ([3800.141](#)). The evaluation will include medical information or concerns regarding the youth, i.e. asthma or pregnancy. A restrictive procedures plan ([3800.203](#)) will also be developed by utilizing all information gathered regarding the youth, including information from the health and safety evaluation. This plan must be reviewed every 6 months and can alter or eliminate restrictive procedures applied with the youth. The 3800 regulations ([3800.58](#)) also regulate and require the training of staff that will have significant contact with youth in any of these facilities. The Department of Human Services regularly monitors, reviews and updates these regulations to assure the protections afforded are being enforced.

5. Efforts to address Juvenile Victims of Human Trafficking
In response to the issue of human trafficking, Pennsylvania has created and implemented numerous laws to create safeguards for children of human trafficking. One of the most recent was Act 130 of 2018, the Safe Harbor Act. This Act established the Safe Harbor for Sexually Exploited Children's Fund to care for victims and prevent human trafficking. It also directed the Pennsylvania Department of Human Services to coordinate with specialized for sexually exploited children, in conjunction with county agencies. Act 130 of 2018 further created immunity for victims of human trafficking and sexual exploitation for certain crimes. This precipitated changes to the [Pennsylvania Juvenile Act](#), specifically § 6328 Dependency in lieu of

delinquency. Within this subsection children that are arrested for specific offenses while the victim of human trafficking or sexual exploitation, will have their charges referred to the county agency for Children and Youth Services for dependency disposition rather than delinquency. The Safe Harbor Act further requires that training be developed for law enforcement personnel that instructs how to identify and assist victims of human trafficking and sexual exploitation. In the Fall of 2019, the Pennsylvania Department of Human Services, Office of Children, Youth and Families released a bulletin ([3130-19-04](#)) addressing and detailing laws and regulations enacted in Pennsylvania to protect children from sexual exploitation and human trafficking, as well as describing the Multi-Disciplinary Investigative Teams and the screening tools utilized to combat human trafficking.

The Pennsylvania Juvenile Justice Task Force

In December 2019, the Pennsylvania Juvenile Justice Task Force was established by Governor Tom Wolf. The Task Force was charged with delivering data-driven findings and recommendations to improve the Juvenile Justice System in Pennsylvania and those recommendations would be considered during the 2021-2022 regular session of the General Assembly. The Pew Charitable Trusts and the Crime and Justice Institute provided data and research technical assistance to the Task Force.

The Task Force reviewed the work of current and prior juvenile justice-focused efforts in Pennsylvania, including the Juvenile Justice System Enhancement Strategy, the Models for Change initiative, the Interbranch Commission on Juvenile Justice, the Pennsylvania Juvenile Justice and Delinquency Prevention Committee, the Philadelphia Youth Residential Placement Task Force, and recent reports from youth advocacy organizations.

The Task Force delivered its final report and recommendations in June 2021. The Pennsylvania Commission on Crime and Delinquency will be assessing the recommendations and working with the General Assembly on any new legislation that is developed as a result of the recommendations.

Consultation and Participation of Units of Local Government:

- 1. How the State Addresses/Incorporates the Needs/Requests of Local Government**

PCCD remains informed of the needs and requests of units of local government that are relevant to this work through a variety of sources. The memberships of the PCCD Commission and of the State Advisory Group are diverse in their representation from the field of juvenile justice and related stakeholders as are the membership rosters of the SAG's multiple subcommittees for System Enhancement, Prevention, Diversion, and Reducing Racial and Ethnic Disparities. Through partnerships with the PA Council of Chief Juvenile Probation Officers, the Department of Human Services, Juvenile Court Judges' Commission, the County Commissioners Association of PA, and the Departments of Education and Drug and Alcohol Programs, PCCD is equally attuned to local needs. In addition, through the Juvenile Court Judges' Commission and/or the Council of Chief Juvenile Probation Officers, there are frequent surveys conducted across the field to gather information that further informs planning and activities. PCCD strives to be responsive to local needs in the form of individual trainings targeted to specific

areas for specific needs, development of Requests for Proposals, staff support, and resources and materials as available.

- a. **Formula Grants Program Staff.** The state must include an organizational chart of the agency designated to implement the Formula Grants Program; staffing and management plan for implementation of the Formula Grants Program, including names, titles of staff, funding sources and state match, and percentage of time devoted to the Formula Grants Program; and descriptions of the duties of the juvenile justice specialist and other juvenile justice and delinquency prevention staff.

The PA Commission on Crime and Delinquency Organizational Flow Chart is included as **Attachment to Narrative(d) – PCCD Org Chart**. An organizational chart for PCCD’s Office of Justice Programs is within this Attachment. The narrative description of the staff responsibilities of the Juvenile Justice Specialist and other Office of Juvenile Justice and Delinquency Prevention Staff is in **Attachment to Narrative(d) – OJP Staff Responsibilities**. Below is a list of staff and percentages along with a brief description of the responsibilities of each position.

JJDP FORMULA GRANTS PROGRAM STAFF

Pennsylvania Commission on Crime and Delinquency (PCCD)

Michael Pennington, Executive Director

Derin Myers, Director, Office of Financial Management and Administration

	Percent of Salary/Time Federal JJDP Formula Grant Funds
Office of Justice Programs	
Sally Barry, Director	0%
Juvenile Justice and Delinquency Prevention Formula Grants Program	
Gregory Young, Deputy Director, JJ Specialist	65%
Program Analyst 4, Manager (vacant)	65%
Program Analyst 3, (vacant)	30%
Cindy Heasley, Administrative Officer	30%

**The above percentages are budgeted projections. Other PCCD employees may work on this grant program and charge costs against the award which are supported by time and effort reports.*

As the Director of OFMA, Derin Myers represents the Designated Authority for the Commonwealth of Pennsylvania to administer the Title II Federal Formula Grants Program Funds. All federal reporting, under any funding stream, is reviewed and approved by Mr. Myers prior to submission to any federal office under the DOJ/Office of Justice Programs.

Office of Financial Management and Administration (OFMA) – OFMA Staff is responsible for the financial management of all sub-grantee agencies awarded federal Formula Grant Funds to include the completion of pre-award monitoring, monitoring sub-grantee expenditures, and reviewing financial and compliance audits. OFMA staff also provide administrative/financial support and are responsible for the submission of the federal financial status reports.

Office of Justice Programs (OJP) – Under the direction of PCCD’s Executive Director, the Director of the Office of Justice Programs supervises the Juvenile Justice Program in the administration of the JJDP Federal Formula Grant Funds. Supervised by the Deputy Director and Program Manager, this includes oversight of the work of a Program Analyst position on Title II-related activities and one Administrative Officer position.

Additional financial and legal support is provided through other appropriate units of the agency. OJP Program Staff is primarily responsible for processing competitive and targeted requests for proposals requesting Formula Grant Funds. Upon receipt of these applications, the staffing responsibilities include reviewing and scoring applications, working with applicants in any area of an application that may require clarification, summarizing applications, and preparing and presenting recommendations on applications to the appropriate SAG Subcommittee, the SAG, and PCCD’s Commissioners.

Once a program is funded, the staff is responsible for monitoring the progress of each project and provides technical assistance as requested or determined as needed based on staff monitoring of the sub-grantees. In addition to sub-grant-related assignments, staff provides support to the SAG and its Subcommittees as instructed by the OJP Director. Individual responsibilities of the above-listed staff are outlined in **Attachment to Narrative(d) – OJJDP Staff Responsibilities**.

2.Plans for Compliance

PCCD submitted the Compliance Monitoring Plan and Annual Report; the R/ED Annual Report and Plan in the OJJDP online electronic compliance reporting tools.

3.Additional Requirements (see Appendix I – 28 Assurances)

Appendix I – 28 Assurances is complete and attached in GMS with the Pennsylvania FY18 Title II Application and 3-Year Plan.

4.Plan for Collecting the Data Required for this Solicitation’s Performance Measures

As the applicant for the Title II Funds, PCCD understands the performance data reporting requirements for this grant program, but we are not submitting Appendix A – Performance Measures Table. The majority of the annual Title II Funds allocated to PCCD are distributed via pass-through as sub-grants to state partners and/or county-based organizations to fulfill the varied objectives as outlined in the Program Narrative. The sub-grantees are required to provide PCCD with quarterly fiscal and program progress reports that are submitted into the PCCD e-grants system. Each sub-grantee has performance measures for which data is collected and reported to PCCD, this serves to inform PCCD’s ability to complete annual federal reports on the Title II awards in GMS and JustGrants system. PCCD reviews these measures annually to make sure that what we are asking sub-grantees to collect is what we are required to report as the mandatory performance measures for each of our selected Program Areas. In addition, the PCCD

Office of Justice Programs staff are in frequent contact with the sub-grantees to discuss clarifications, view project-oriented products (training sessions, webinars, etc.), and conduct periodic telephone and site monitoring visits.

5. Budget and Associated Documentation

PCCD completed and attached Budget Detail Worksheet in JustGrants with the Pennsylvania FY21 Title II Application and 3-Year Plan.