

## Program Narrative: Pennsylvania’s FY24 Title II Application & 3-Year State 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. §6301 *et seq.* Since the original passage, the Act has been amended several times. Two important amendments, Act 1977-41 and Act 1991-9, address the requirements of the federal Juvenile Justice and Delinquency Prevention Act (JJDP). Act 1977-41 diverts status offenders from the juvenile justice system and makes it unlawful to hold juveniles in adult jails. Act 1991-9 adds federal jail removal regulations to police facilities.

A third amendment to the Juvenile Act occurred in 1995, with a Special Legislative Session by then-Governor Tom Ridge. This resulted in changes to the theoretical basis of the 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 previously convicted as an adult; or specific felonies if committed by a youth age 15 or older under the circumstances indicated in the 1995 legislation. Introducing Balanced and Restorative Justice philosophy as the new purpose clause of the [Pennsylvania Juvenile Act](#) stressed the importance of Offender Accountability, Community Protection, Victim Restoration, and Competency Development. It requires the system to serve three distinct clients: victim, community, and offender.

In Pennsylvania the responsibility for juvenile cases rests with the Court of Common Pleas. Pennsylvania’s Juvenile Justice System is a decentralized, county-operated system that consists of 67 counties and 60 juvenile courts. There are 14 counties categorized as 6<sup>th</sup>, 7<sup>th</sup>, and 8<sup>th</sup> class counties that have shared judicial districts. 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 a 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 specific felony offense involving a deadly weapon; or if age 15 or older with a previous delinquency adjudication for a designated offense specified under the provisions of the 1995 amendment to the Juvenile Act. Youth ages 14 to 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 §6355 of the Juvenile Act. This link, [PA Juvenile System Flow Chart & Counties Map.docx](#), shows system functions, and maps out the 67 counties in the state – all of which operate some version of this System Flow Chart. **Req. 1, 2; The 33 Requirements apply directly and indirectly to the Narrative as shown.**

The Pennsylvania Commission on Crime and Delinquency (PCCD) is the state agency designated to develop and administer the Title II Federal Formula Grants 3-Year State 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 93-415), 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.” [Requirements 1, 2, 4](#)

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 the Plan. Once completed it is provided to PCCD’s Commission. The most recent Juvenile Justice Plan to the Governor ([Full JJ Plan \(PDF\)](#)) was adopted in late 2023 and presents nine recommendations to the Governor related to the equitable treatment of youth in Pennsylvania’s juvenile system regardless of gender, race, ethnicity, sexual identity, family income, or disability. The SAG also has sole authority for preparing and implementing the Title II Formula Grants 3-Year State Plan. Pennsylvania’s SAG currently has 29 members; 16 (55%) are not full-time government employees. Seven SAG members were under the age of 28 at the time of appointment and four members have juvenile justice system involvement. [Requirements 3A, 3B, 3D\(i\), 3D\(ii\), 10, 16, 22B, 28, 32](#)

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 inherent value of these partnerships is clearly demonstrated in past 3-Year Plans explaining the evolution of growth and reform in Pennsylvania’s Juvenile Justice System beginning with the 1995 Special Legislative Session. Since then, PCCD and its partners have invested heavily in the system’s ongoing reform through the MacArthur Foundation’s *Models for Change* Initiative from 2005. This 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. The model of the **JJSES Framework** illustrates the strategy and its elements (links on pages 12 and 19). PCCD affirms the Requirements to protect the rights of recipients of services and to ensure appropriate confidentiality of records is maintained for any youth relating to such services. This assurance exists as stated in the 3-Year State Plan and in the most recently adopted Juvenile Justice Plan to the Governor. [Requirements 4, 5, 10, 16, 18, 22B, 24, 26, 28, 32](#)

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 as to 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;
- We can, and should, do a better job of involving families in all that we do; and
- Reliance upon data-driven decision-making and continuous quality improvement.

**Requirements 7A, 7B(i) inclusive thru 7B(ix)(II) applies to pages 3 to 18; 10, 16-18, 22A**

## **b. Description of the Issue**

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

This section offers data in the form of tables, graphs and text to provide an understanding of the juvenile delinquency problems and needs within Pennsylvania’s Juvenile Justice System. Statistical highlights of the Pennsylvania Juvenile Justice System include the following:

**Requirements 7A, 7B(i) inclusive thru 7B(ix)(II) applies to pages 3 to 18; 10**

## **I. Juvenile Arrests by Offense Type, Referral Source, Substantiated Offenses, Gender, Age, and Race/Ethnicity.**

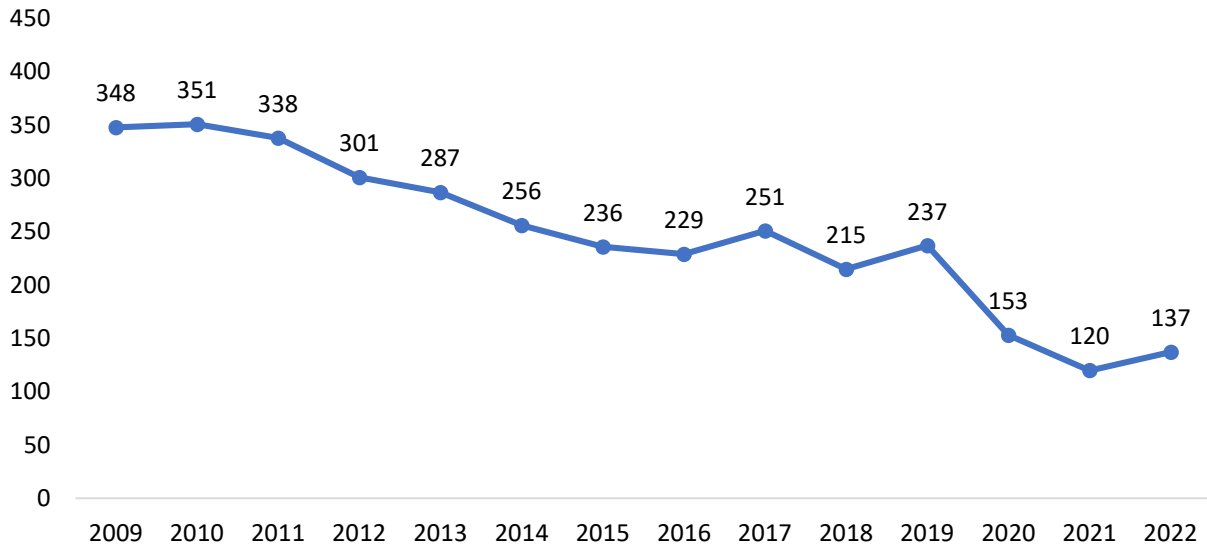
1. The total number of **alleged offenses** entering Pennsylvania’s Juvenile Justice System increased 41.3% from 2021 with 13,785 offenses to 2022 with 19,476 offenses.
  - Fewer juveniles entered the system over the five-year period of 2018 to 2022.
  - In 2018, alleged offenses totaled 23,354 and these decreased 16.6% by 2022 to 19,476 incoming alleged offenses.
  - Sixty-four percent of the incoming allegations in 2022 were first-time offenders and 68% were non-felony offenses.
  - Based on available data, nearly a third of the 2022 alleged offenses occurred in Allegheny, Dauphin, Delaware, Philadelphia, and York Counties.
  - Of the 19,476 total cases alleged in 2022, there were 15,418 cases (79.1%) disposed of across Pennsylvania’s County Juvenile Courts. Cameron County, an 8<sup>th</sup> class county, disposed of the fewest cases at three; the most cases disposed of (1,855) were in Philadelphia County, the state’s only 1<sup>st</sup> class county.
  - The 2022 county class data is accessible through the County Commissioners Association of Pennsylvania at: <https://www.pacounties.org/who-we-are/pennsylvania-county-by-class>.
  - Non-Payment of Fines, Simple Assault, Theft (varied), Drug Possession, and Weapons (varied) were the most frequently alleged offense categories in 2022.

**Requirements 7A, 7B(i) inclusive thru 7B(ix)(II) applies to pages 3 to 18; 10**

**Figure A**, on page 4, shows juvenile arrest rates for violent crimes from 2009 to 2022 for juvenile population per 100,000 for the most serious, violent offenses – all categorized as Offenses Against Persons. Arrests for violent crime decreased 60.6% from 2009 to 2022; arrests increased 14.2% in this group from 2021 to 2022. Under Person Offenses, 21% of incoming alleged offenses involved felony allegations.

**Figure A: Pennsylvania Juvenile Arrest Rates for Violent Crimes, 2009-2022**  
 (rate per 100,000 juveniles)  
 (includes murder, rape, robbery, aggravated assault)

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



**Table 1** below shows referral sources to Pennsylvania’s Juvenile Justice System between 2018 and 2022. Most referrals for court action came from Police (78%) followed by District Judges (15%). In this five-year period referrals decreased 30% but increased 25.4% from 2021 to 2022. Over the two years, the largest increase (78.1%) occurred in the “Other” category, which includes delinquency allegations from schools, social agencies, relatives, and cases transferred from criminal court. In ten counties at least half of the allegations received were school-related.

2. Overall, 31% of allegations received were school-related. The data reflects allegations received during the 2022/23 school year and represent a 23% increase over the 2021/22 school year. The data is provided by the Juvenile Court Judges’ Commission, and defines a “school-related” incident as happening in a school setting, including in the school, on school grounds, in school vehicles, at designated bus stops, or at any activity sponsored, supervised, or sanctioned by the school.
3. The most common school-related allegations were Simple Assault (22%), Possession of Drugs (20%), and Terroristic Threats (9%); 84% were graded as misdemeanors. Nine percent of the school-related allegations involved a weapon; a knife was the weapon most frequently used (53%). **Req. 7A, 7B(i) thru 7B(viii) applies to pages 3 to 18; 10, 32**
4. School-related allegations by race/ethnicity show 45% White Non-Hispanic, 32% Black Non-Hispanic, and 18% Hispanic; gender split 67% male and 33% female. Overall, 82% of school-related allegations were not adjudicated delinquent. With the JJSES our system has been developing diversion programs to reduce these types of school-related allegations from formal juvenile justice system involvement.

Table 1: Source of Referrals to Juvenile Court, 2018-2022						
Year	Total Cases Disposed Of	Police	Magisterial District Judge	Other Juvenile Court	Probation	Other
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%
2020	14,460	11,209 77.5%	2,045 14.1%	741 5.1%	26 0.2%	439 3.0%
2021	12,290	9,867 80.3%	1,400 11.4%	675 5.5%	23 0.2%	325 2.6%
2022	15,418	12,441 80.7%	1,771 11.5%	617 4.0%	10 0.1%	579 3.8%

Source: Pennsylvania Juvenile Court Annual Report 2018 - 2022

- The data presented in Figure A and Table 1 show that fewer youth are being arrested for violent offenses with fewer youth overall being referred to Pennsylvania’s system. There have also been declines in decision points within the system as in substantiated offenses, delinquency dispositions of new allegations, and admissions to secure detention.
- Pennsylvania altered its practices and employs data-driven decision-making approaches for serving the youth that are being referred. Appropriate decreases are attributed to both the integration of Balanced and Restorative Justice (BARJ) principles, and the statewide implementation of the Juvenile Justice System Enhancement Strategy (JJSES) as the means of achieving the BARJ goals. [Requirements 5, 8, 10, 16, 22A, 28](#)
- Substantiated Offenses**, as shown in **Table 2**, decreased 30% over the five-year period of 2018 to 2022, but increased 25.4% from 2021 to 2022. The largest increase (31.7%) over these two years is in the “Other” offense category, followed by Person Offenses at 28%. Property and Drugs decreased 1.9% and 4%, respectively. The “Other” category includes, but is not limited to, Public Order offenses like Disorderly Conduct; Weapon on School Property; Firearm offenses; and Certifications from the minor judiciary (i.e., Magisterial District Judge) where a juvenile failed to comply with a lawful sentence imposed for a summary offense.  
[Requirements 7A, 7B\(i\) inclusive thru 7B\(viii\) applies to pages 3 to 18](#)

Table 2: Substantiated Offenses by Type, 2018-2022						
Year	Total Cases Disposed Of	Person	Property	Drug	Other	Total Cases with Substantiated Charges**
2018	22,023	2,958 (36.5%)	2,071 (25.5%)	1,273 (15.7%)	1,807 (22.3%)	8,109
2019	20,934	2,502 35.8%	1,830 26.2%	1,154 16.5%	1,501 21.5%	6,987
2020	14,460	1,880 35.3%	1,416 26.6%	757 14.2%	1,273 23.9%	5,326
2021	12,290	1,630 35.4%	1,212 26.3%	589 12.8%	1,176 25.5%	4,607
2022	15,418	2,088 38.7%	1,189 22.1%	565 10.5%	1,549 28.7%	5,391

*Source: Pennsylvania Juvenile Court Annual Reports, 2018 - 2022*

\*\*The remaining cases disposed in these years were processed informally through dispositions like an informal adjustment or consent decree, and therefore do not have substantiated charges.

8. **Table 3**, on page 7, offers highlights on gender, age group, and race/ethnicity among cases disposed of in Pennsylvania’s system over the five-year period 2018 to 2022. In 2022, the gender split was 73.7% male and 26.3% female with each group decreasing 30.8% for males and 27.5% for females since 2018. From 2021 to 2022 males with cases disposed of increased 19.8% and females increased 44.2%. Youth age 17 showed the largest decline (41.8%) from 2018 to 2022 and increased 1.5% from 2021 to 2022. Over the same two years the largest increase was 67.9% in the 10-12 age group. Over the five years, all racial and ethnic groups that are displayed show decreases in cases disposed of. From 2021 to 2022 each group shows an increase with White and Black cases increasing over these two years by nearly identical rates of 23.5% and 23.4%, respectively. The influx of Hispanic youth increased 29.5% from 2021 to 2022.

**Requirements 7A, 7B(i) inclusive thru 7B(ix)(II) applies to pages 3 to 18; 15, 16**

**Table 3: Total Cases Disposed of 2018 – 2022: 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 / Unknown	Total
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
2020	10,729	3,731	692	2,808	2,402	3,043	3,576	1,939	6,538	5,330	1,877	715	14,460
2021	9,476	2,814	496	2,162	1,945	2,410	3,231	2,046	5,575	4,561	1,571	583	12,290
2022	11,360	4,058	833	3,348	2,866	3,192	3,282	1,897	6,889	5,629	2,035	865	15,418

Source: Pennsylvania Juvenile Court Annual Reports, 2018 - 2022

Collection of this data occurs in concert with protocols outlined in the *Guidelines for Collecting & Recording the Race and Ethnicity of Juveniles in Conjunction with Juvenile Delinquency Disposition Reporting to the Juvenile Court Judges’ Commission* (National Center for Juvenile Justice, 2006). Race and ethnicity are collected and recorded as two separate and distinct sets of data. Taken from the 2022 Juvenile Court Annual Report, Juvenile Court Judges’ Commission.

- Juvenile Court dispositions continue to mainly involve males. **Table 4** shows the 2022 percentages of males receiving delinquency dispositions for new delinquency allegations increasing as disposition type becomes more restrictive; the opposite occurs for females.

**Table 4: Statewide Selected Delinquency Dispositions by Gender, 2022**

Selected Dispositions	Total	Male	Female
Transferred to Criminal Proceedings	31	93.5%	6.5%
Placement	705	88.5%	11.5%
Probation	2,596	84.0%	16.0%
Consent Decree	3,488	71.9%	28.2%
Informal Adjustment	3,259	66.1%	33.9%
All Dispositions	15,418	73.7%	26.3%

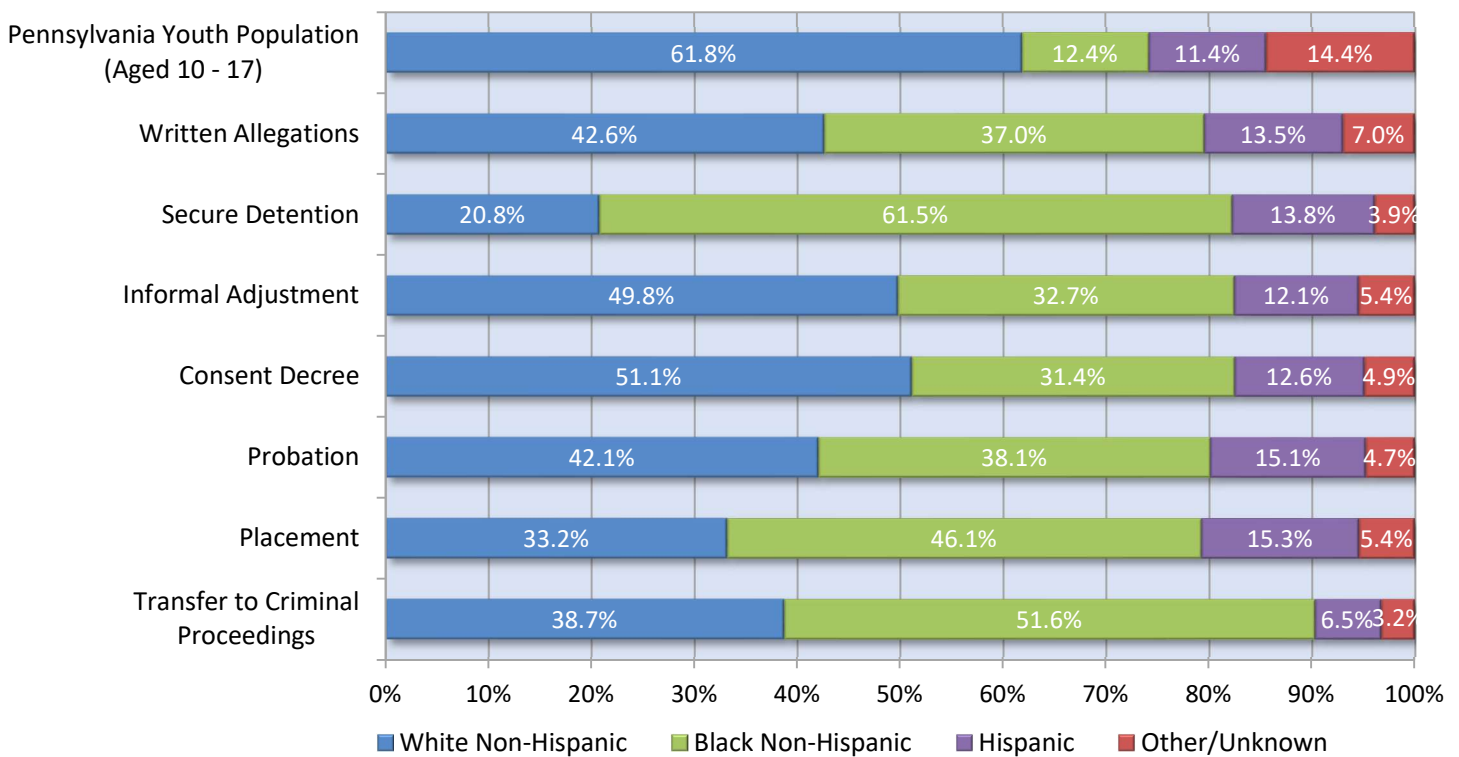
Source: Pennsylvania Juvenile Court Annual Reports, 2018 - 2022

Requirements 7A, 7B(i) inclusive thru 7B(ix)(II) applies to pages 3 to 18; 10, 15, 16

10. From 2009 to 2022 new allegation dispositions decreased 62.9%, as shown in Figure C on page 9, with a commensurate 80% decrease in the use of placement as a disposition from 6,576 placements in 2009 to 1,338 placements in 2022. Youth in placement spent fewer days in care in FY 2021-22 than FY 2008-09 as reported by the Pennsylvania Department of Human Services’ Office of Children, Youth, and Families. DHS reported that fewer dollars (\$216 million) were spent on delinquency placements in FY 2021-22 than in FY 2008-09.

**Requirements 7A, 7B(i) inclusive thru 7B(ix)(II) applies to pages 3 to 18; 15, 16**

**Figure B**  
**Pennsylvania Race and Ethnicity by Decision Point, 2022**  
**Source: Pennsylvania 2022 Juvenile Court Annual Report**

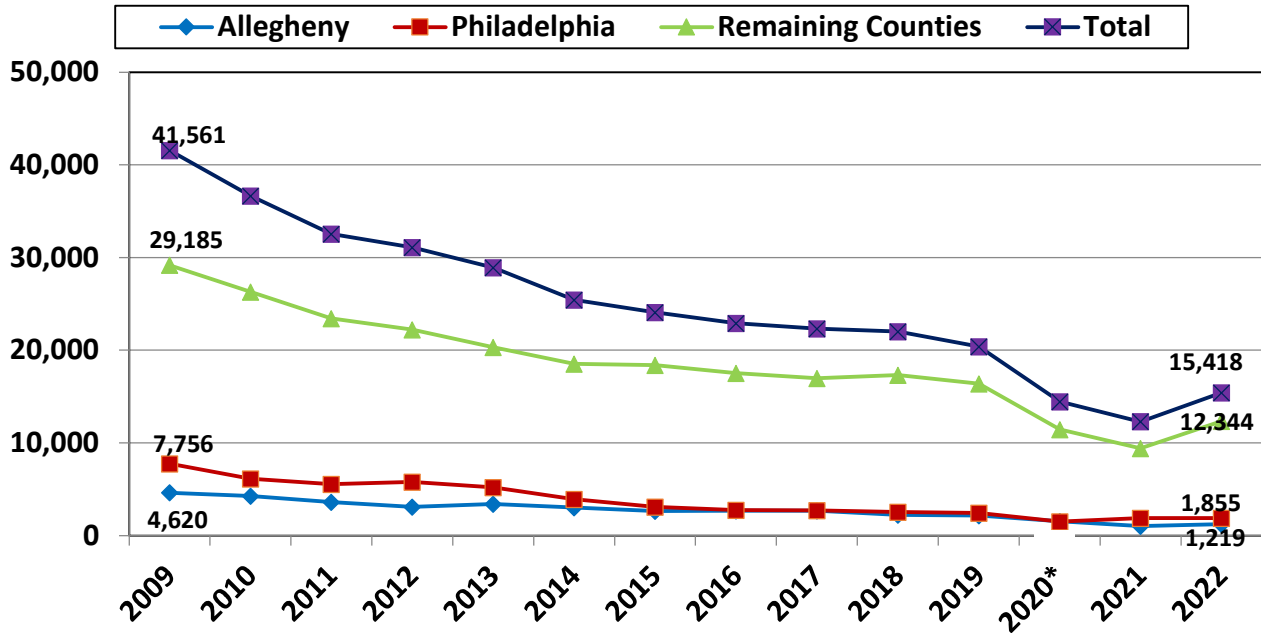




11. **Figure B**, above, displays race and ethnicity at each of the major decision points in the juvenile justice system. The data shows that statewide in 2022, Black Non-Hispanic youth comprised a greater proportion of cases in which youth were removed from their homes via Secure Detention, Placement, and Transfer to Criminal Proceedings. With the cases transferred to criminal proceedings, the 51.6% is greater than would be expected given the representation of Black, Non-Hispanic youth in the state’s youth population at 12.4% and the proportion of written allegations at 37% as shown in Figure B.
12. The disproportion is clear at the decision points for Informal Adjustment, Consent Decree and Probation; dispositions specifically designed to prevent further penetration into the formal juvenile justice system. Fewer Black, Non-Hispanic youth are being given these opportunities than White, Non-Hispanic youth. When viewed collectively, the figures on race and ethnicity for the decision points in **Figure B** show disparity in the decision making. PCCD continues to explore this disproportionality and we anticipate being able to report progress in the FY 2024 R/ED Plan and in this FY 2024 3-Year State Plan and its two subsequent annual updates.

**Req. 7A, 7B(i) inclusive thru 7B(ix)(II) applies to pages 3 to 18; 10, 15, 16, 24**

**Figure C**  
**Juvenile Delinquency Dispositions of New Allegations, 2009 - 2022**  
(excludes disposition reviews and placement reviews)  
**Source:** Pennsylvania 2022 Juvenile Court Annual Report



13. **Figure C** above shows Pennsylvania juvenile delinquency dispositions of new allegations from 2009 to 2022. Dispositions declined 62.9% over this period, with 26,143 fewer delinquency dispositions in 2022 compared to 2009.

14. The Pennsylvania Juvenile Act allows for multiple disposition options for delinquency allegations. The types of disposition and the frequency with which each occurred in 2022 are shown below in **Table 5**. Consent Decree, Probation, Informal Adjustment represent over half (60.5%) of all dispositions in 2022. Placement dispositions resulting from new allegations of delinquency accounted for 4.6% (705 cases) in 2022, 5.5% (675 cases) in 2021, and 5.6% (1,175 cases) in 2019.

<b>Table 5: Type and Frequency of Statewide Delinquency Dispositions* - 2022</b>			
<b>Disposition Type</b>	<b>Frequency</b>	<b>Disposition Type</b>	<b>Frequency</b>
Consent Decree	3,488 (22.6%)	Warned and Counseled	603 (3.9%)
Informal Adjustment	3,259 (21.1%)	Termination of Court Supervision/Case Closed	425 (2.8%)
Probation	2,596 (16.8%)	Allegation Withdrawn	275 (1.8%)
Petition Withdrawn	1,085 (7.0%)	Other Dispositions**	228 (1.5%)
Fines/Costs Not Court Ordered	842 (5.5%)	Continued on Previous Disposition	207 (1.3%)
Transfer to Other Court	837 (5.4%)	Community Service Only	105 (0.7%)
Placement	705 (4.6%)	Fines/Costs Court Ordered	33 (0.2%)
Petition Dismissed	699 (4.5%)	Transferred to Criminal Proceedings	31 (0.2%)
<b>Source: Pennsylvania 2022 Juvenile Court Annual Report</b>			

\*Note: Dispositions resulting from disposition reviews and placement reviews are not included.

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

15. In Pennsylvania secure detention is used for the temporary holding of a youth based on specific circumstances pending juvenile court action, and it must be predicated on an allegation of delinquency; i.e., there is a reasonable basis to believe that the youth in question committed a misdemeanor and/or felony offense that would be considered a crime if committed by an adult. In Pennsylvania, detention differs from placement in that a youth in placement receives counseling and treatment services, this is not the case with secure detention. **Req. 7A, 7B(i) thru 7B(ix)(II) pages 3 to 18; 23A-D, 24, 26, 29**

16. Detention centers are county-based services and not supported with the Title II Funds. Admissions to detention centers declined 55% statewide since 2018 and 5% from 2021 to 2022. Allegheny County (Pittsburgh) detention admissions decreased 60.1% from 2021 to 2022, and the county has since closed its detention center. Philadelphia detention admissions increased 5% over the same two years. **Requirements are same as above**

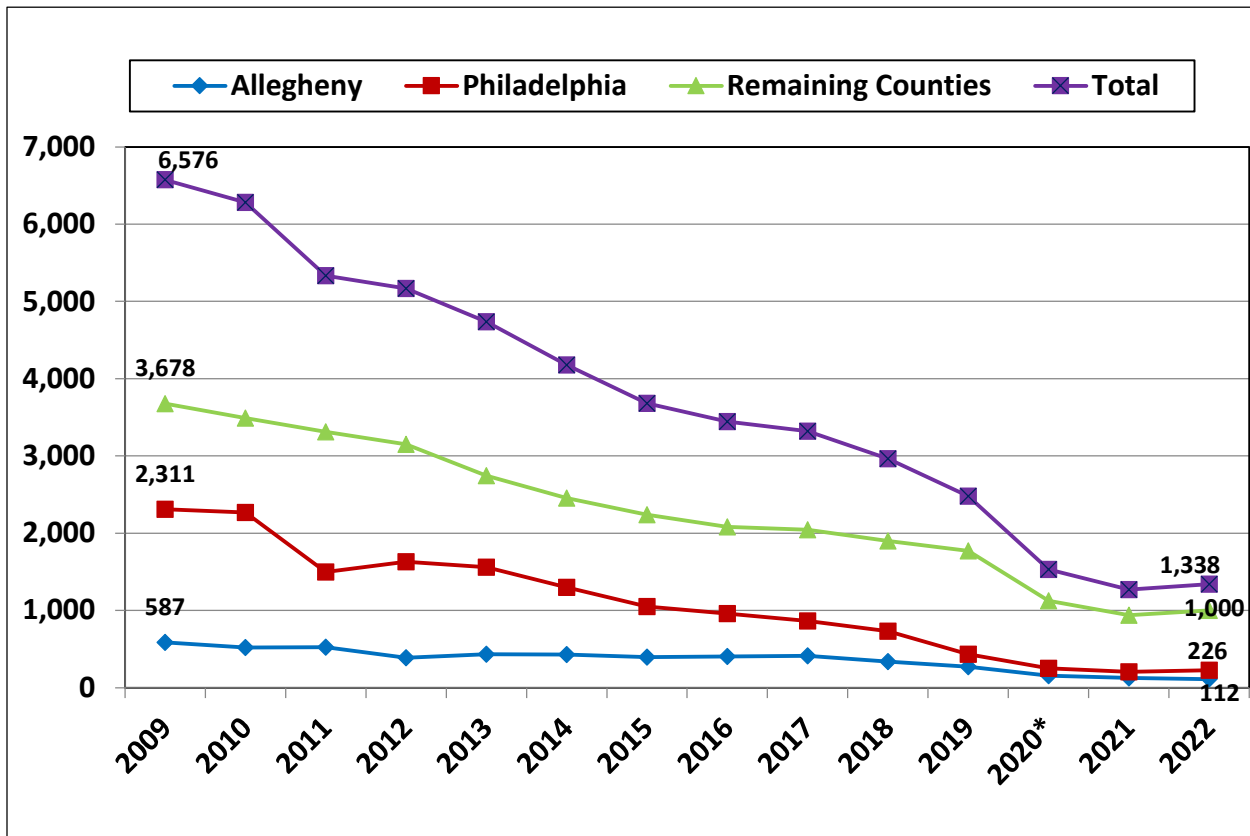
17. **Table 6** shows the 16 secure juvenile detention centers operating in Pennsylvania in 2022 with their licensed beds, average daily populations, and individual utilization rates. **Requirements 7A, 7B(i) inclusive thru 7B(ix)(II) applies to pages 3 to 18; 19, 26**

<b>Table 6: Pennsylvania Detention Center Utilization, 2022</b>			
<b>Detention Center</b>	<b>Average Daily Population</b>	<b>Licensed Bed Capacity</b>	<b>Utilization Rate*</b>
Abraxas Academy (New Morgan)	14.4	54	26.6%
Aspire Youth Center	3.7	12	30.5%
Bucks County Youth Center	22.0	36	61.1%
Central Counties Youth Center	7.4	14	53.2%
Chester County Youth Center	14.8	48	30.8%
Cornell Abraxas Youth Center (South Mountain)	5.5	18	30.3%
Edmund L Thomas Adolescent Center (Erie)	13.0	20	65.1%
George Junior Republic	2.1	11	19.1%
Juvenile Justice Services Center (Philadelphia)	162.2	184	88.2%
Lancaster County Youth Intervention Center	11.5	48	23.9%
Manor Detention (Adelphoi Village)	8.6	12	71.6%
Middle Creek Detention Center	5.2	6	86.8%
Montgomery County Youth Center	12.7	36	35.2%
Northampton County Juvenile Justice Center	14.8	36	41.1%
Westmoreland County Regional Youth Services Center	6.7	16	41.6%
White Deer Run	7.5	8	93.7%
<b>Total Licensed Secure Detention Beds in Pennsylvania:</b>	<b>559</b>		
<i>*A center's utilization rate is equal to its average daily population divided by the licensed bed capacity. Average Daily Population is calculated by the sum of all utilized bed days divided by the number of days in the reporting period. The licensed bed capacity may be different from the staffed bed capacity. The staffed bed capacity is not shown.</i>			
<b>Source:</b> Pennsylvania 2022 Juvenile Court Annual Report			

18. In an analysis requested by the SAG, and conducted by JCJC, it was determined that on any given day Pennsylvania's Juvenile Justice System operates at a 100 secure detention bed shortage. This analysis included juvenile justice needs and the "Interest of Justice" population needs. The SAG is actively working on a strategic plan to address this and other detention-related issues. [Req. 7A, 7B\(i\) thru 7B\(ix\)\(II\) pages 3 to 18; 23A-D, 24](#)

19. Pennsylvania has altered its practices and approaches to serving youth which has resulted in fewer youth entering its juvenile system. This is due, in part, to the expanded use of diversion programs such as youth aid panels, mentoring and credible messenger programs that give youth a voice in the process while working with youth via school and/or police referrals to establish these options, as well as develop programs that address the trauma youth may be experiencing. [Requirements 3D\(iii\), 5, 6, 7A, 7B\(iv\), 8, 24, 28, 32](#)
20. Fewer youth are entering the system and fewer youth are in placement. As seen in prior graphs and in **Figure D**, on page 13, placements in Pennsylvania declined 79.6% from 2009 to 2022, with 5,238 fewer youth placed. This is attributed to the integration of the Balanced and Restorative Justice (BARJ) principles, and the implementation of the Juvenile Justice System Enhancement Strategy (JJSES). [BARJ Monograph \(PDF\)](#) offers details on the BARJ principles and the JJSES Framework; (JJSES link is on page 19). [Requirements 6, 7A, 7B\(iv\), 10, 31](#)
21. In addition to Allegheny County, these detention centers have also closed: Delaware County (66 beds), Mid-Atlantic Youth Services/Luzerne (12 beds), and Mid-Atlantic Youth Services/Western (12 Beds). Five detention centers opened providing 49 combined beds for temporary detention services: Aspire, George Junior Republic, White Deer Run, Manor/Adelphoi Village, and Middle Creek. Pennsylvania now has 559 secure detention beds. Allegheny County is under consideration to reopen its center. The State Advisory Group is examining these and other detention figures in relation to the steady closure of centers in the state in the last five years, dropping from 23 detention centers to 16. [Requirements 7A, 7B\(iv\), 7B\(v\)](#)
22. Pennsylvania maintains a strong commitment to the idea that secure detention should be used only after less restrictive options have been considered and rejected as inadequate to meet the needs of the individual case under consideration. Successful implementation of the JJSES resulted in more non-secure, diversionary alternatives which resulted in fewer detention admissions, which contributed to detention center closures. Still, Pennsylvania recognizes the need to maintain the secure detention option for those cases requiring that level of care – even on a temporary basis. [Requirements 7A, 7B\(iv\), 7B\(v\)](#)
23. **Figure D** below shows delinquency placements are down in Pennsylvania’s two largest counties: Allegheny’s placements decreased 80.9% and Philadelphia’s 90.2% from 2009 to 2022. Again, this is believed to be the result of adherence to the BARJ principles; the sustained support and ongoing expansion of the JJSES; and Pennsylvania’s statewide adoption of evidence-based programs and practices like validated assessment tools such as the Pennsylvania Detention Risk Assessment Instrument (PaDRAI) and the Youth Level of Service/Case Management Inventory (YLS/CMI). In addition, PCCD affirms that juvenile offenders whose placement is funded through Section 472 of the Social Security Act (42 U.S.C. 672) receive the protections specified in Section 471 of such Act (42 U.S.C. 671), relating to foster care and adoption, including a case plan and case plan review as defined in Section 475 of such Act (42 U.S.C. 675), which are within the scope of the Pennsylvania Department of Human Services. [Req. 7B\(v\), 10, 22A, 27, 30, 31](#)

**Figure D**  
**Juvenile Delinquency Placements, 2009-2022**  
(Includes disposition reviews but excludes placement reviews)



**Requirements 7A, 7B(i) inclusive thru 7B(ix)(II) applies to pages 3 to 18**

24. From 2018 through 2022, the number of placements for females in Pennsylvania dropped 66.2%, from 533 to 180, with this decrease occurring across all major race and ethnicity groups. Black Non-Hispanic females with a placement disposition declined 77.5% from 272 to 61 youth, while Hispanic females with a placement disposition decreased 56.6% from 53 to 23. In this period, White Non-Hispanic females with placement dispositions decreased 51.9%, from 179 to 86. **Requirements 7A, 7B(i), 7B(ii), 7B(viii)**

25. **Table 7** shows the overall risk levels by facility type of females who had a placement disposition between January 1, 2022 and December 31, 2022, where the risk levels were determined by the Youth Level of Service assessment tool. Fifty-three YLS assessments were completed for female youth with placement dispositions in this time period. **Requirements 27, 30-32**

26. The SAG plans gender-specific services, including LGBTQ+ youth, through its System Enhancement Subcommittee. Currently the SAG is exploring the trajectory of female cases in our juvenile justice system to gain insight and better inform future planning. Past conversations between the SAG and its System Enhancement Subcommittee covered the inclusion of a trauma-informed approach with males and females, and with females in

particular where it is determined there is a history of and/or ongoing abuse in its many guises – whether physical, sexual or emotional. This resulted in PCCD’s participation in developing a female-specific curriculum for girls in residential care to aid in addressing such trauma. This was predicated on the BARJ principles of accountability and victim restoration. Girls could better accept and express accountability for victimizing others if their personal histories of abuse (i.e., being a victim) were addressed. The curriculum was modeled on methodology used with Post-Traumatic Stress Disorder. A separate funding stream supported this work. [Req. 7A, 7B\(i\), 7B\(ii\), 7B\(viii\), 7B\(ix\)\(I\), 7B\(ix\)\(II\), 10, 29](#)

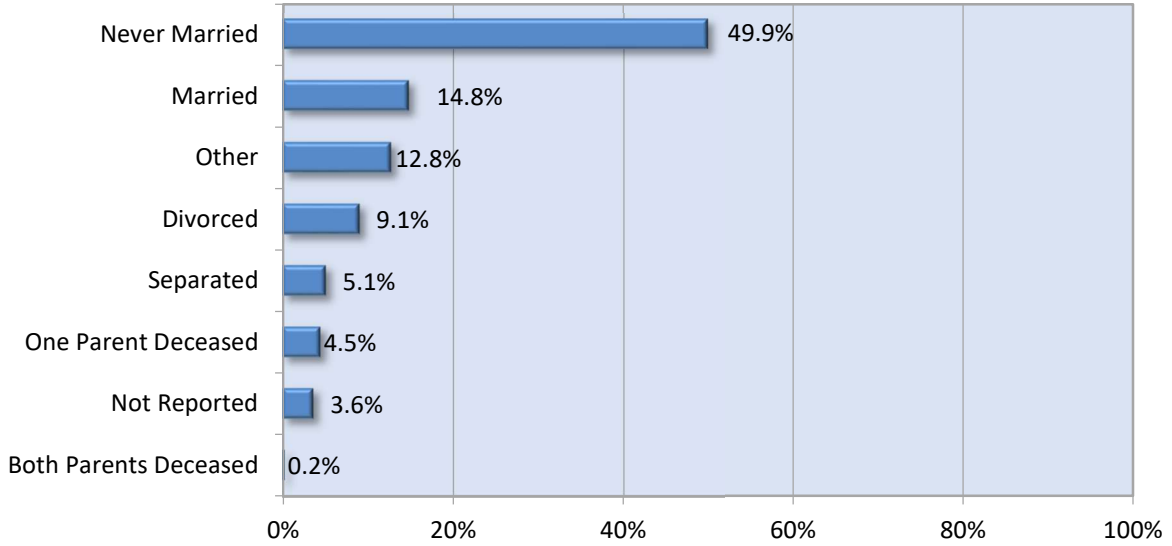
<b>Table 7: Risk Level of Females in Residential Placement by Facility Type, 2022</b>				
<b>Facility Type</b>	<b>Low</b>	<b>Moderate</b>	<b>High / Very High</b>	<b>Total</b>
Community Residential Service/ Group Home	4 (15.4%)	15 (57.7%)	7 (26.9%)	26
Drug and Alcohol Program	0 (0.0%)	2 (50.0%)	2 (50.0%)	4
Foster Care	0 (0.0%)	1 (100.0%)	0 (0.0%)	1
General Residential Services	1 (25.0%)	2 (50.0%)	1 (25.0%)	4
Secure Residential Services	1 (50.0%)	0 (0.0%)	1 (50.0%)	2
Transitional Living	1 (25.0%)	1 (25.0%)	2 (50.0%)	4
YDC Secure	1 (8.3%)	3 (25.0%)	8 (66.7%)	12
<b>Total</b>	8 (15.1%)	24 (45.3%)	21 (39.6%)	53

[Requirements 7B\(i\), 7B\(v\)](#)

**Figure E** shows a breakdown of family status for youth involved in Pennsylvania’s Juvenile Justice System in 2022. Youth whose biological parents were reported as “never married” represented 49.9% of all delinquency dispositions, while youth whose parents were reported as “married” represented 14.8% of all delinquency dispositions. Through the EPISCenter, based at Penn State University, PCCD provides training and technical assistance to sub-grantees to implement evidence- and research-based programs that include direct work with youth and their families. Outcome measures reported by these implementations address family relationships and show increases in parental engagement with youth and decreases in disciplinary actions by parents.

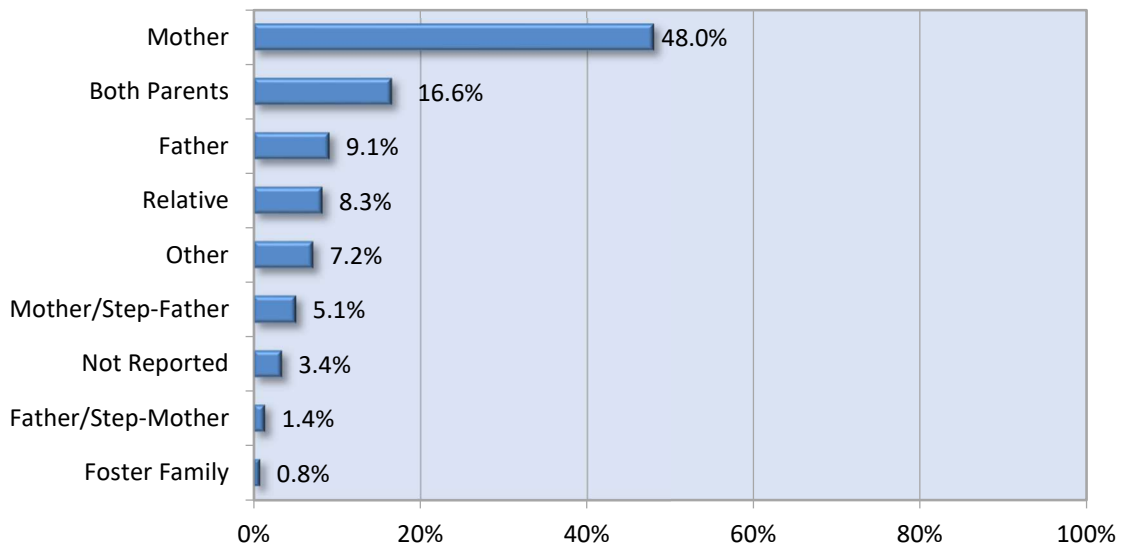
[Req. 5, 6, 7A, 7B\(i\) inclusive thru 7B\(ix\)\(II\) applies to pages 3 to 18; 8, 14-18, 27, 31](#)

**Figure E**  
**Pennsylvania Dispositions by Family Status, 2022**  
**Source:** Pennsylvania 2022 Juvenile Court Annual Report



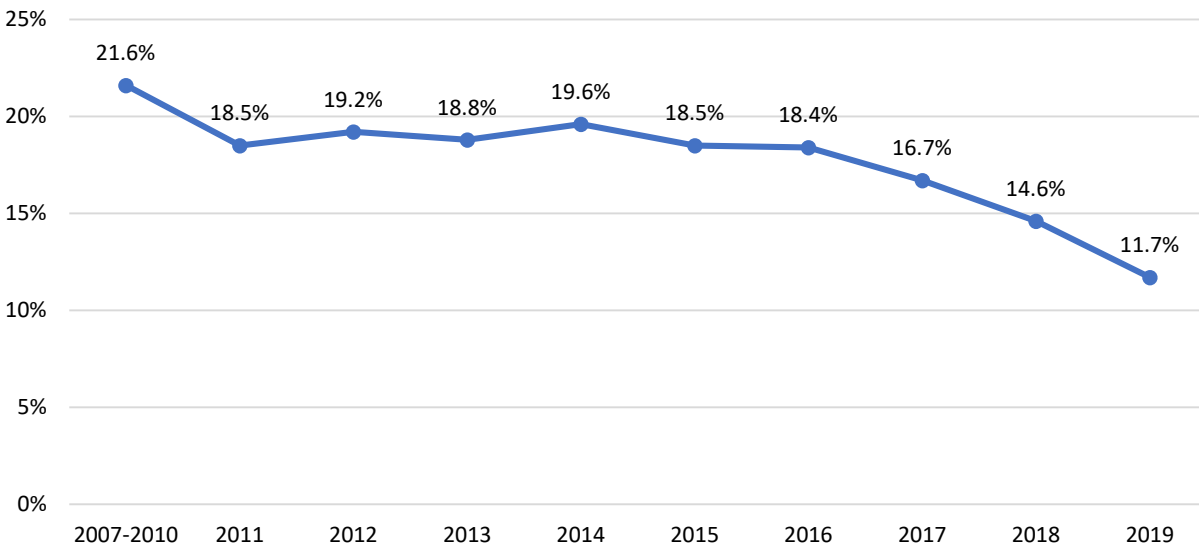
**Figure F** shows a breakdown of the living arrangements for youth involved in our juvenile justice system in 2022. Statewide, 48.0% of youth with a delinquency disposition were reported as residing only with their mother, while 16.6% of youth resided with both biological parents. [Requirements 7A, 7B\(i\) inclusive thru 7B\(ix\)\(II\) applies to pages 3 to 18; 16, 17](#)

**Figure F**  
**Pennsylvania Dispositions by Living Arrangement, 2022**  
**Source:** Pennsylvania 2022 Juvenile Court Annual Report



27. We are finding 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. [Req. 7A, 7B\(i\) thru 7B\(ix\)\(II\) pgs. 3 to 18; 16, 17, 31](#)
28. 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.  
[Requirements 7A, 7B\(i\) inclusive thru 7B\(ix\)\(II\) applies to pages 3 to 18; 16, 17](#)
29. **Figure G** shows the recidivism rate for juveniles with cases closed in 2019 was 11.7%, which is the lowest since the Juvenile Court Judges’ Commission began tracking recidivism. This continues the trend of “post-JJSES initiation” rates being below the “pre-JJSES initiation” rate (21.6% for the years 2007-2010). This dramatic reduction in the statewide recidivism rate for cases closed beginning in 2011 was 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. [Req. 10, 16, 22A, 28](#)

**Figure G**  
**Pennsylvania Recidivism Rate for Juveniles Closed, 2007 - 2019**  
**Source:** Pennsylvania Juvenile Justice Recidivism Report: Cases Closed 2007 - 2019



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 can 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. PCCD also supports research-based programs that deliberately include a trauma-informed approach with youth and families. **Req. 5, 6, 7B(i), 7B(ii), 8-10, 15-17, 22A, 28-30**

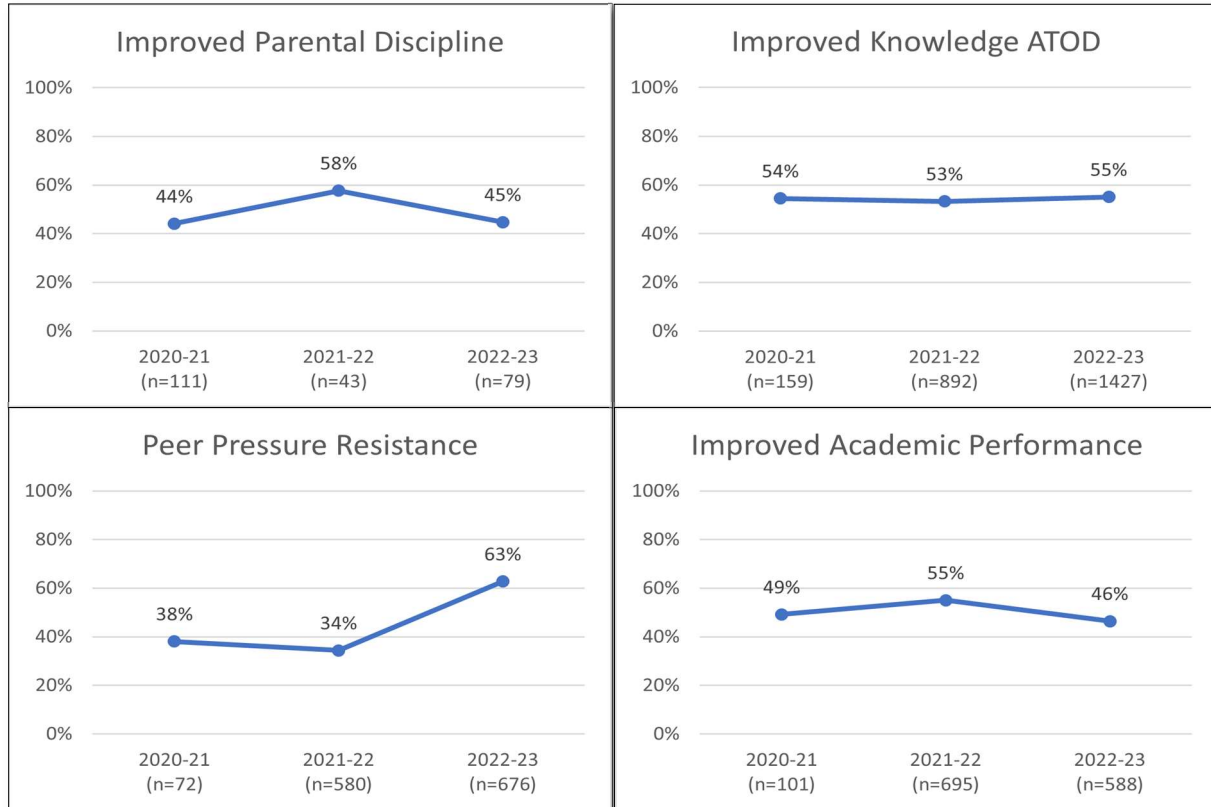
**31.** Through the EPISCenter, PCCD has been able to review Return on Investment (ROI) figures for evidence- and research-based programs that it supports. **Table 8** shows the ROI for a period of three fiscal years for the ten programs that PCCD funding most often during that period. This work was the Results First Data Project wherein PCCD and EPIS partnered with the Pew Charitable Trusts Foundation for an early look at ROI. PCCD intends to revisit program analysis in our Prevention Initiative and are likely to again partner with the Pew Foundation. (<https://www.episcenter.psu.edu>) **Requirements 5, 6, 7B(i), 7B(ii), 8-10, 15-17, 22A, 28-30**

<b>Table 8: Prevention Data for FYs 2017, 2018, 2019</b>					
<b>(Data accumulated from three fiscal years with ROI estimates)</b>					
	<b>Youth Served</b>	<b>WSIPP Benefits May2019</b>	<b>PCCD Costs</b>	<b>Benefits Minus Costs</b>	<b>Return on Investment</b>
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
<b>Total</b>	<b>13,632</b>				<b>\$215,672,189</b>

**Requirements 7A, 7B(i) inclusive thru 7B(ix)(ii) applies to pages 3 to 18; 9, 22(A)**

**32.** Performance data is always collected by programs within PCCD’s Prevention Initiative. **Figure H** below encompasses four graphs showing outcome measures through these programs over 3-year implementations from 2020 through 2023.

**Figure H**  
**Improved Parental Discipline, Improved Knowledge,**  
**Peer Pressure Resistance, and Improved Academic Performance**  
**2020/21, 2021/22, 2022/23**



**Requirements 7A, 7B(i) inclusive thru 7B(viii) applies to pages 3 to 18; 20, 22(A), 28**

**b. Goals and Objectives**

Through the tables, graphs 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 2009 to 2022. Commensurate with that, we have seen decreases in the serious Property and Person offense categories, and a 60.6% 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 also consistency in the breakdown of youth served each year by gender (approximately 73% male), and race/ethnicity where a greater percentage of White youth (44.6%) than Black (36.5%) or Hispanic (13.1%) are being referred. What is also consistent is the disparity in the dispositions based on the race/ethnicity breakdown of juveniles between ages 10 and 17. The dominant age group referred is 13-14 (21.7%), followed by youth age 17 (21.2%). Numbers decreased for youth receiving an institutional disposition; however, the use of secure detention, residential placement, secure residential placement, and transfer to criminal court are still more likely to occur with minority youth. **Requirements 7B(i), 7B(v)**

PCCD firmly believes that aggressive implementation, maintenance, and expansion of the [Juvenile Justice System Enhancement Strategy \(JJSES\)](#) is the best direction for Pennsylvania’s Juvenile Justice System 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. These data-driven decision-making approaches have proven successful in Pennsylvania. PCCD and its state and local partners firmly embrace our responsibility to ensure that all children coming in 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/prison 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.
  - Record and track admissions/releases and all required reviews for Interest of Justice cases.
  - Investigate potential violations and apply corrective actions as needed.
  - Maintain an adequate monitoring system, per federal specifications.

[Requirements 5, 11\(A\), 11\(B\), 12-15, 3D\(ii\), 22A, 23A-D, 29-31](#)

**Formula Grants Program Areas (FY24 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: Readiness, Initiation, Behavioral Change, and Refinement.

- 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 tools 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.
- Maintain such data collection efforts and multiple agency partnerships that provide capacity for adequate research, training, and evaluation capabilities within the state.

**Requirements 5, 7B(v), 7B, 9, 10, 15, 22B, 23A-D, 25, 29-32**

**Formula Grants Program Areas (FY24 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 supports to these children and their families:
  - Continue to adhere to the practice of only providing financial support to those programs that have been proven effective in their ability to prevent and/or reduce risky behaviors in youth.

**Requirements 5, 7A, 7B(iv), 7B(vi), 7B(vii), 7B(viii), 8-10, 22A, 28, 29**

**Formula Grants Program Areas (FY24 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. Pennsylvania’s State Advisory Group (SAG) responds to analyses and recommendations made by the PCCD Office of Justice Programs Staff for the types of activities that should be supported through sub-grants of both

federal and state funds. Once the SAG reviews, comments and approves 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 produced with recommendations to the SAG. 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 process allows ample time for the SAG to finalize its recommendations and advise PCCD. This is a successful process for PCCD and one that we will continue to use through the 3-Year State Plan commencing October 1, 2024.

**Requirements 3B, 3C, 3D(i), 3D(ii), 3E(i), 3E(ii), 4, 5A-B, 6, 9, 22C**

**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 statewide electronic distribution of notices of all funding opportunities, the quarterly SAG Subcommittee meetings, networking meetings with sub-grantees, regional Communities That Care (CTC) informational meetings, and quarterly SAG meetings. Quarterly general membership meetings of the PA Council of Chief Juvenile Probation Officers also occur in which updates are provided and input is solicited from Chiefs, Juvenile Probation Officers and various providers. Quarterly SAG and SAG Subcommittee meetings involve members with connections to various programs; i.e., representation spanning multiple departments and sectors across the state.

**Requirements 3E(i), 3E(ii), 5, 6, 8, 9, 17, 20, 22C, 28, 32**

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. Through our Prevention Initiative, input is sought and provided by youth receiving program services and/or are involved in local CTC activities. PCCD affirms that we provide for the coordinated use of funds provided under Title II with other Federal and State Funds directed at juvenile delinquency prevention and intervention programs. 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 include these in the State's 3-Year Plan. PCCD provides assurances herein that the rights of youth receiving services within Pennsylvania's Juvenile Justice System are

protected and confidentiality is maintained regarding records of youth served. **Requirements 3D(i), 3D(iii), 4, 7A, 8, 18, 20, 22B, 26, 28, 32**

### **3-Year Plan Basics:**

A. **In Program Area 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. PCCD sub-grants support county-level R/ED Coordinators. The R/ED Subcommittee is developing a statewide R/ED Coordinator position designed to review/guide the complex county- and state-level activities associated with identifying and reducing racial and ethnic disparities in our juvenile system. These efforts will provide ongoing support for the Community Coalition Capacity Building Projects (which grew out of the Georgetown University Capstone Program) and are reflective of the OJJDP initiative *Continuum of Care for Communities*.

These funds are also used to advance the principles of Balanced and Restorative Justice – ensuring the protection of the community; accountability for 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, and to prevent recidivism and help system-involved youth grow into productive members of their communities. In keeping with this, future JJSES activities include expanded explorations of diversion, delinquency prevention, family engagement and commensurate policy adjustment and/or alignment.

All of these activities fall under the catchment of “Delinquency Prevention” and include (but are not limited to) the creation and maintenance of a statewide infrastructure of training of juvenile probation officers in evidence-based programs and practices, like Aggression Replacement Training, Motivational Interviewing, EPICS Model (Effective Practices in Community Supervision), and Implicit Bias Training. These and other activities help to 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. Title II Funds support a statewide research project by Temple University to assess the presence and scope of R/ED at the juvenile justice system’s decision points. Employing mixed methods, the project will produce recommendations for policy and/or procedure changes to address R/ED where it exists. The SAG will use the project’s recommendations to inform strategic planning related to R/ED and decisions on future research. 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 as the foundation of Pennsylvania’s delinquency prevention efforts. All activities reported herein align with recommendations included in the SAG 2023 Juvenile Justice Plan to the Governor adopted late last year.

[Requirements 4, 7A-7B inclusive, 8-10, 15-18, 22A-B, 24, 26, 29](#)

**B. In Program Area 19 – Compliance Monitoring,** PCCD will continue to support a subgrant 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, specifically:

- No juveniles to be placed in secure detention or a secure correctional facility unless charged with, or have committed, an offense that would be criminal if committed by an adult;
- No sight or sound contact with adult inmates;
- No confinement in a jail or lockup for adults;
- Adherence to the rules relating to “Interest of Justice” cases; and
- Identify and reduce racial and ethnic disparities in the juvenile justice system.

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.

[Requirements 7A-7B inclusive; 9-11\(A\), 11\(B\), 12-16, 18, 22A-C, 23A-D, 29](#)

### **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 SAG, routinely reviews juvenile statistics to develop a profile of females in our juvenile 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 be better informed on gender identification (LGBTQ+) issues and trauma-informed care needs. We continue to work with the PA Council of Chief Juvenile Probation Officers, which established a Sexual Orientation and Gender Identity Expression (SOGIE) Committee. [Requirements 7A, 7B\(i\), 7B\(ii\), 7B\(vii\), 7B\(ix\)\(I\), 15-18, 22C](#)

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 with services to these youth that reflect best practice standards. Conversations are ongoing to address such issues as identification, existing best practices, trauma care, 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. This is in addition to the Department of Human Services’ regulations which govern the licensing standards that manage the protection of youth in juvenile facilities and detention centers; these are accessible at [55 Pa. Code § 3800](#). 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. **Requirements 7A-B inclusive; 8, 10, 16-18, 21, 22A-C, 26-31**

## 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)*<sup>1</sup> risk-focused prevention model and the *Blueprints for Healthy Youth Development*,<sup>2</sup> which are 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 ability to assist communities in addressing these critically important issues. **Requirements listed below**

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 PCCD’s professional staff have within state government and with local government and community leaders throughout the Commonwealth. However, Pennsylvania’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) all devote staff and financial resources to preventing one or more adolescent problem behaviors.

PCCD, along with other state partners, continues working to 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. This issue has been included in the SAG’s legislatively required annual Juvenile Justice Plan to the Governor. Factors contributing to the disproportionality problem are complex and interrelated, and PCCD’s Racial and Ethnic Disparities Reduction Plan requires that our Commonwealth’s prevention efforts be better coordinated (stated in Section A under **3-Year Plan Basics**). 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, such as schools, in order to work through this.

**Requirements 4-6, 7B(ii), 7B(iii), 7B(vii), 7B(viii), 8, 10, 17, 22A-C, 24, 28, 31, 32**

A critical factor included in the formation of both the SAG and PCCD strategic plans is the data collected from the bi-annual Pennsylvania Youth Survey (PAYS). The most recent application of the PAYS occurred in Fall 2023, during which over 262,000 students in 407 school districts (out of 500) and 53 “other” schools (charter/private/parochial) took the survey. PCCD continues to partner with the EPISCenter at Penn State University to assist school administrators and staff to

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<sup>1</sup> [www.communitiesthatcare.net](http://www.communitiesthatcare.net)

<sup>2</sup> [www.blueprintsprograms.com](http://www.blueprintsprograms.com)



understand what their data is saying and how they can use that to positively impact their students and overall school climate. This includes updating the “How to Guide” which serves to walk school staff and their community partners step by step through their results. This process allows us to continue using a data-driven decision-making approach to identify problem behaviors at both state and local levels, then select appropriate evidence-based programming to specifically target those problems. Local reports were provided to the field in April 2024. The Statewide Summary Report and reports for 58 of 67 PA counties (all of those that had at least two school districts participate) is available on the PAYS website ([www.pays.pa.gov](http://www.pays.pa.gov), then “2023”) 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 prioritize 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 makes available to communities through the Evidence-based Prevention and Intervention Support (*EPIS*) Center 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.”

**Requirements 5, 6, 7A-B inclusive; 8-10, 16, 17, 22A-C, 25-31**

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

Carrying over from Pennsylvania’s participation in the MacArthur “*Models for 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. Pennsylvania’s work is reflective of the ideas promulgated by federal OJJDP to treat children as children; to serve children at home with their families, in their communities; and to open opportunities for system-involved youth to prepare for their futures. 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 youth 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/Case Management Inventory (YLS/CMI) Assessment Instrument.

Under the JJSES, Pennsylvania wanted a standardized, validated risk/need assessment tool that the Juvenile Probation Departments could agree provided insight and guidance on how to create effective Case Plans for youth. The counties selected the YLS/CMI 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, the significance of data-driven decision making, and the benefits of using evidence-based programs and practices. JJSES System Improvements included development of the Pennsylvania Detention Risk Assessment Instrument (PaDRAI), a standardized Case Plan, and a series of parent guidebooks for Family Engagement.

**Requirements 5, 7A-B inclusive; 8, 10, 16-18, 22A-C, 25-32**

#### **4. Management of the Use of Restraints on Youth in Residential or Detention Facilities**

[55 Pa. Code § 3800](#) governs the licensing standards that manage the protection of youth that are residents in juvenile facilities and detention centers. Within 24 hours of admission to a detention or residential 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 details 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 PA Department of Human Services regularly monitors, reviews and updates these regulations to assure the protections afforded are being enforced.

**5, 7A, 7B(i) inclusive through 7B(ix)(II); 8, 11-14, 18, 19, 26-31**

#### **5. Efforts to Address Juvenile Victims of Human Trafficking**

In response to the issue of human trafficking, Pennsylvania created and implemented numerous laws to establish safeguards for children who are victims of human trafficking. One of the most recent was Act 130 of 2018, the Safe Harbor Act, which established the Safe Harbor for Sexually Exploited Children's Fund to care for victims and prevent human trafficking. It directed the PA

Department of Human Services to coordinate with specialized service providers for sexually exploited children, in conjunction with county agencies. Act 130 created immunity for victims of human trafficking and sexual exploitation for certain crimes, which then precipitated changes to the [Pennsylvania Juvenile Act](#); that is, §6328 Dependency in lieu of Delinquency. Within this subsection children arrested for specific offenses, while also 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 requires that training be developed for law enforcement personnel that instructs how to identify and assist victims of human trafficking and sexual exploitation. In Fall 2019, the DHS Office of Children, Youth, and Families released a bulletin ([3130-19-04](#)) addressing/detailing laws and regulations enacted in the state to protect children from human trafficking and sexual exploitation, and describing Multi-Disciplinary Investigative Teams and screening tools utilized to combat human trafficking. **Req. 7B inclusive; 11A, 12-14, 16, 18, 23A-D, 26, 27, 29, 30, 33**

### **The Pennsylvania Juvenile Justice Task Force**

In December 2019, then-Governor Tom Wolf established the Pennsylvania Juvenile Justice Task Force. The Task Force was charged with delivering data-driven findings and recommendations to improve Pennsylvania's Juvenile Justice System with those recommendations to 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 the Commonwealth, 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 (PA's SAG), 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. PCCD assessed the recommendations as a 'living document' and will work with the General Assembly on any new legislation that is developed as a result of the recommendations. The PCCD and SAG activities merge with the biennial Juvenile Justice and Delinquency Prevention Plan to Pennsylvania's Governor, the Honorable Josh Shapiro. That Plan was adopted in late 2023 and it outlines nine recommendations, most of which reflect the 2021 recommendations of the [Juvenile Justice Task Force](#). **Req. 3B, 3D(i), 3D(ii), 3E(ii), 6, 7A-7B inclusive; 10, 15-19, 22A-C, 29**

### **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 rosters of the SAG's multiple subcommittees for System Enhancement, Reducing Racial and Ethnic Disparities, Diversion, and Prevention. Through partnerships with the PA Council of Chief Juvenile Probation Officers, Department of Human Services, Juvenile Court Judges' Commission, County Commissioners Association of PA, and Departments of Education and Drug and Alcohol Programs, PCCD is equally attuned to local needs. Within these partnerships,

PCCD is confident that all records related to child protective services and juvenile justice system involvement are retained in a confidential repository. Through the Juvenile Court Judges’ Commission and Council of Chief Juvenile Probation Officers, frequent surveys are conducted across the field to gather information to further inform planning and activities. The most recent survey was a three-pronged approach to gather feedback from system practitioners and service providers; system-related partners like judges; and community representatives, families, and youth – especially system-involved youth. The feedback served to inform the JJDP Plan to the Governor. PCCD strives to be responsive to local needs in the form of individual trainings targeted to identified needs, resources and materials, staff support, and the development of Requests for Proposals (RFPs). The RFPs enable PCCD to guide local providers in areas to serve their needs and purposes for delinquency prevention and ultimately juvenile justice system improvement.

**Requirements 3B, 3D(iii), 3E(i), 4-6, 24-26, 33**

- a. **Formula Grants Program Staff.** The State must include an [Organizational Chart](#) of the agency designated to implement the Formula Grants Program; an [OJP Organizational Chart](#) is provided depicting staff and management in PCCD’s Office of Justice Programs’ Juvenile Justice Unit. It includes names, staff titles, funding sources and state match, percentages of time devoted to the Formula Grants Program, and brief descriptions of the Juvenile Justice Specialist duties and Office of Justice Programs Staff; partially listed below.

**JJDP FORMULA GRANTS PROGRAM STAFF**

**Pennsylvania Commission on Crime and Delinquency (PCCD)**

Michael Pennington, Executive Director

- Interface with Governor, General Assembly, State Advisory Group; Approves State Plan
- Derin Myers, Director, Office of Financial Management and Administration (OFMA)

- Title II funding determinations according to JJDP Act stipulations; Approves State Plan
- Percent of  
Salary/Time Federal  
JJDP Formula Grant  
Funds\***

**Office of Justice Programs**

Sally Barry, Director

5%

- State Plan development; Approves State Plan

**Juvenile Justice and Delinquency Prevention Formula Grants Program**

Gregory Young, Deputy Director, JJ Specialist

65%

- Creates 3-Year Title II State Plan
- Oversees Statewide Compliance Monitoring

Randa Weikel, Program Analyst 4

- Compliance Manager
- 65%

Jessica Barnett, Program Analyst 3

40%

- R/ED Coordinator

Charlotte Anspach, Administrative Officer

30%

*\*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 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.

**Requirements 5, 6, 9, 20, 21, 22C, 24, 25, 28**

**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. Also supervises the Deputy Director who supervises the Program Manager and R/ED Coordinator which includes oversight of the work 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 seeking Formula Grant Funds. Upon receipt of these applications, staff responsibilities include reviewing and scoring applications, working with applicants in any area of an application that may require clarification; summarizing the applications; and preparing and presenting the recommendations on applications to the appropriate SAG Subcommittee, the SAG, and PCCD’s Commissioners.

Once a project is funded, staff is responsible for monitoring the progress of each 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.

**Requirements 20-22A, 22B, 22C**

## **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 (33 Assurances/Requirements)**

Under Requirement 19, PCCD affirms that (A) any assistance provided under this Act will not cause the displacement (such as reduction in hours of non-overtime work, wages, or employment benefits) of any currently employed person; (B) activities assisted under the Act will not impair an existing collective bargaining relationship, contract for services, or collective bargaining agreement; and (C) no such activity that would be inconsistent with the terms of a collective

bargaining agreement shall be undertaken without the written concurrence of the labor organization involved.

#### **Requirements 19A-C**

PCCD affirms that it complies with the requirement to provide reasonable assurance that federal funds made available under this part for any period will be so used as to supplement and increase (but not supplant) the level of State, local, and other non-Federal funds that would in the absence of such Federal funds be made available for the programs described in this part, and will in no event replace such State, local, and other non-Federal funds.

#### **Requirement 21**

Pennsylvania does not use the Valid Court Order exception. PCCD affirms if the state receives an amount that exceeds 105 percent of the amount received under this section in FY2000, all such excess would be expended through or for programs as part of a comprehensive, coordinated community system of services.

#### **Requirements 23A-D, 24**

#### **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 varied objectives 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 informs PCCD's ability to complete annual federal reports on the Title II awards in the Grants.gov and JustGrants Systems. 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 mandatory performance measures for each of our selected Program Areas. The PCCD Office of Justice Programs Staff are in frequent contact with the sub-grantees for clarifications, to discuss and view project-oriented products and deliverables (training sessions, webinars, etc.), and conduct periodic telephone and site monitoring visits. **Requirements 7A, 7B(viii), 20, 22A-C**

#### **5. Budget and Associated Documentation**

PCCD completed and attached a Budget Detail Worksheet in JustGrants with the Pennsylvania FY24 Title II Application and 3-Year State Plan. PCCD affirms that it meets the requirement to provide such fiscal control and fund accounting procedures necessary to assure prudent use, proper disbursement, and accurate accounting of funds received under the Title II Formula Grants Program.

#### **Requirement 20, 25, 28**