



YORK COUNTY *CRIMINAL JUSTICE ADVISORY BOARD* ANNUAL REPORT

YCPC YORK COUNTY
PLANNING COMMISSION
YORK, PENNSYLVANIA

A joint effort of the York County
Criminal Justice Advisory Board and
the York County Planning Commission

2012

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A Message from the CJAB Chair

The Nineteenth Judicial District of Pennsylvania

On behalf of York County's Criminal Justice Advisory Board (CJAB), and the officers and employees of the its criminal justice system, we are proud to present our Annual Report for 2012.

This report is a snapshot of the state of the criminal justice system in 2012, and also serves as a record of both accomplishments and areas where work remains to be done.

For over 10 years, the members of the York County CJAB have been working together to maintain a swift and fair justice system. CJAB members include people from many different areas of the criminal justice system – from law enforcement, to the courts, to incarceration and rehabilitation, to community members and service providers. Strategic planning and collaboration are essential to realizing CJAB's mission.

York County is an innovator. We have made great strides in the use of treatment courts, in collection and analysis of data, in records management, in streamlining of case flows, and in many other areas.

The CJAB and the 19th Judicial District are entering 2013 with a renewed focus and commitment to strategic planning and prioritization, always with an eye to improving the well-being and safety of our community.



John S. Kennedy

Judge and Acting CJAB Chair

The York County Criminal Justice Advisory Board

Our Mission

... to provide an ongoing forum for communications and collaboration among key decision makers for the purposes of planning and integrating information, and recommending action to improve the effectiveness and efficiency of the criminal justice system in York County.

Our Focus

Reducing Crime
Collaboration
Data Driven Decision-Making
Prioritizing Needs
Efficiency and Effectiveness

Our 2012 Members

Honorable Stephen P. Linebaugh

Al Sabol

Bryce Wickard

Rodney Wagner

Don O'Shell

Doug Hoke

Thomas Roberts

Thomas L. Kearney

John Olwert

Michelle Hovis

Al Raniero

Honorable John S. Kennedy

Arthur Smith

Bruce Blocher

George Cronin

Richard Keuerleber

Mary Sabol

Wes Kahley

Faith Uhler-Myers

Felicia Dell

President Judge, Court of Common Pleas

Chief Adult Probation Officer

Acting Chief Juvenile Probation Officer

Director of the Youth Development Center

Clerk of Courts

County Commissioner

Court Administrator

District Attorney

Magisterial District Judge

Executive Director, York County Human Services Division

Executive Director, York County Information Services Department

Judge, Court of Common Pleas

Police Chiefs Association

Chief Public Defender

Pennsylvania State Police

Sheriff

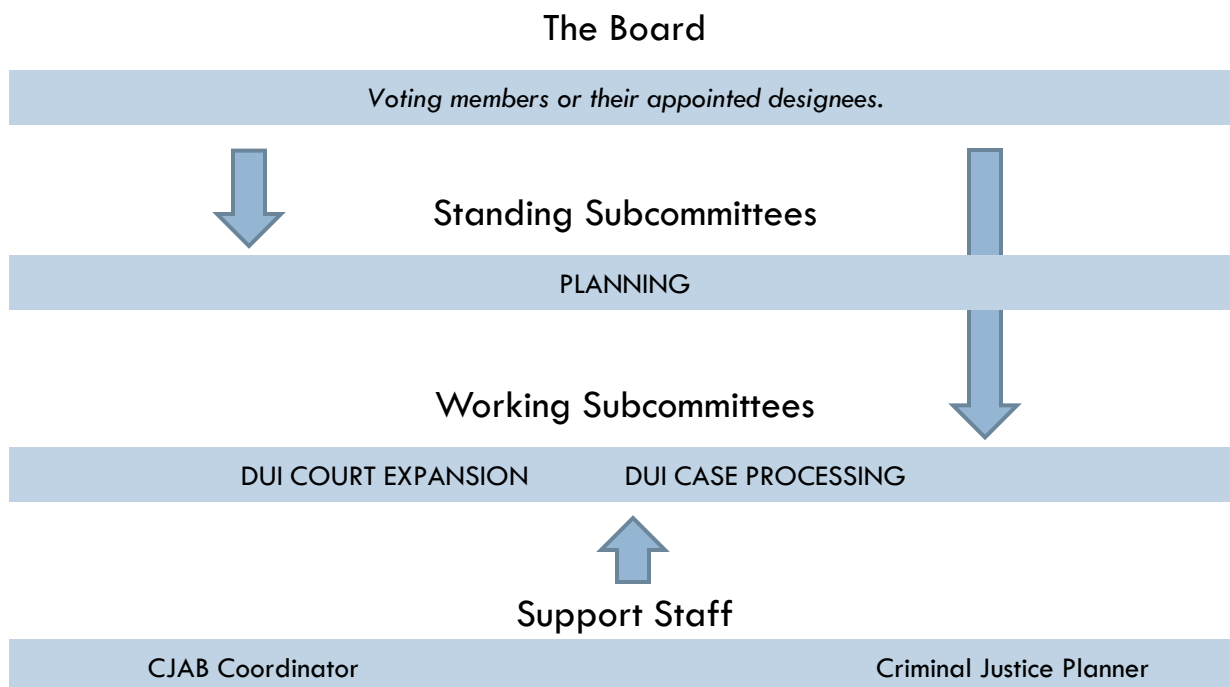
Warden, York County Prison

Chief, York City Police Department

Victim-Witness Unit, District Attorney's Office

York County Planning Commission

How the CJAB is Organized



The full Board meets every other month. At regular meetings, CJAB members may bring their concerns to the board for discussion. Subcommittee reports and updates on grants are also regular agenda items.

Every year, one of the regular meetings is a half- or full-day **strategic planning retreat**, aimed at setting priorities and actions for the upcoming year.

Standing subcommittees are permanent groups that perform an ongoing function. Currently, the sole standing subcommittee is the Planning Subcommittee. This subcommittee provides guidance to the Board and to the criminal justice planner on a number of topics related to

strategic and long-term planning.

Working subcommittees are generally formed to address an identified need or priority, and exist as long as needed to complete their tasks. In 2012, two working subcommittees met to address issues surrounding DULs in York County.

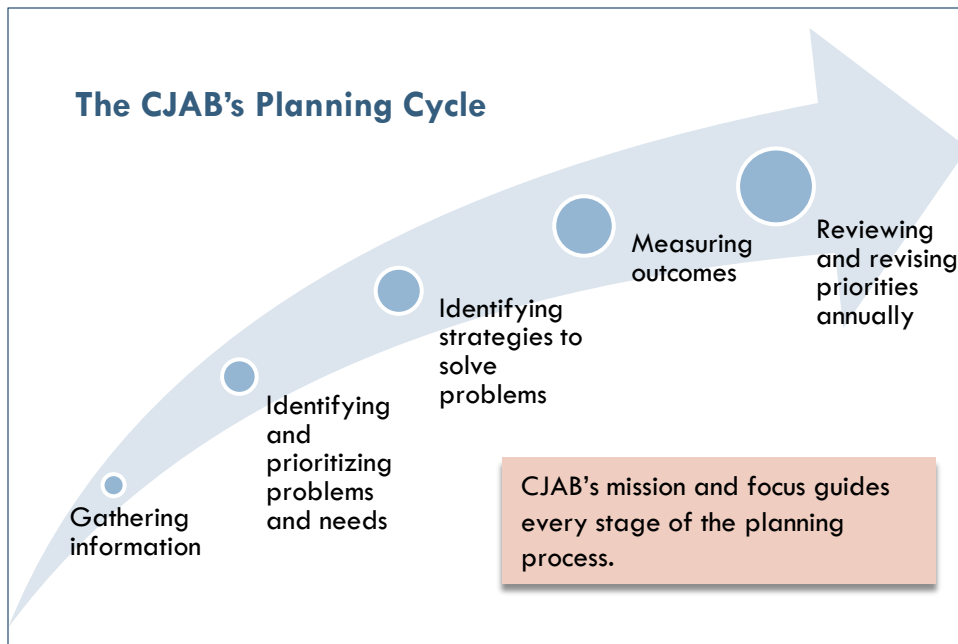
The CJAB is supported by two staff members. The CJAB Coordinator provides day-to-day committee coordination and support. The Criminal Justice Planner, housed in the York County Planning Commission, collects and analyzes data to support policy formation and grant applications.

Strategic Planning and the CJAB

2012 Priorities

- Treatment courts , with a focus on expansion of the DUI Court
- Violent crime and gun violence in particular
- More efficient tracking of data for juveniles aging into the adult system

For information on past priorities and projects, please visit the [CJAB's new website](#).



The CJAB's focus areas - **crime reduction, collaboration, data-driven policy making, efficiency and effectiveness, and prioritizing needs** – shape the Board's strategic planning process. An essential part of this process is to identify issues and problems and prioritize them.

Limited resources mean that focus must lie on the most pressing problems, and that proposed solutions are the best investment of public funds.

Strategic planning often includes an assessment of the CJAB's strengths, weaknesses, and opportunities – fostering an the political, budgetary and social realities that affect all criminal justice activities.

Because of the way that federal and state funding streams function, grants have become a way of life. One of CJAB's most important functions is to pair its chosen priorities with available grant funding where appropriate. Coordinated applications across County departments and agencies are a key to successful applications.

The Criminal Justice Planner position was established in 2011 to aid the CJAB in its strategic planning process by providing a solid base of data and analysis to inform the Board's decisions.

CJAB at Work in 2012

Priority Planning in 2012 and Beyond

CJAB provides a opportunity for strategic planning across many groups involved in criminal justice decision-making. The heart of the process is an annual retreat, where the Board chooses priorities for the upcoming year.

Throughout 2012, the Criminal Justice Advisory Board worked on many issues surrounding the County's known problems with DUI offenders. One subcommittee of CJAB addressed the need for supervised bail and case processing changes for DUIs through the

Target 25 initiative, while another laid the groundwork for expansion of the existing DUI Treatment Court.

As you will discover in the following pages, the work of these subcommittees has led to enormous improvements in public safety, and has ensured that people who need treatment receive it as quickly as possible.

Wrapping Up Clerk of Courts & Planning Commission Projects

The office of the Clerk of Courts is responsible for all of the criminal court records for the York County Court of Common Pleas. 2012 marked the second year of a 2010 CJAB Priorities grant funded by the Pennsylvania Commission on Crime and Delinquency.

Redaction protects defendants from identity theft from publicly available court documents, a growing problem in York and surrounding counties. The work done under this grant includes redaction of driver's license and social security numbers from a variety of court documents.

In 2012, grant activities included purchasing additional hardware to support the imaging capabilities of the Clerk of Courts. Redaction of a backlog of imaged documents dating back to 2000 continued. By the end of 2012, nearly 2 million document pages were redacted. An estimated **4 million documents** will eventually be

redacted through this project. Work on redaction will extend into 2013, the third and final year of the PCCD grant period.

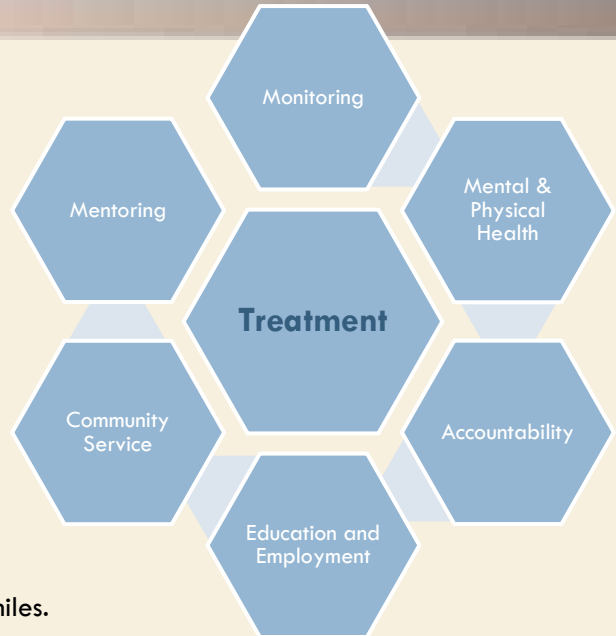
This grant also provided funds to hire a Criminal Justice Planner, who was brought on board in 2011. Since then, the planner has collected and analyzed a variety of data for use in CJAB's prioritization process and also participates in several CJAB-sponsored projects and committees.



Don O'Shell

York County Clerk of Courts

The Value of Our Treatment Courts



York County has four specialized treatment, or diversionary, courts for adults and three for juveniles.

Many people who commit crimes are caught in a cycle of substance abuse, untreated mental health problems, high-risk behavior, and jail time. This cycle is costly to victims, to taxpayers, to society, and to the individuals themselves.

Treatment courts work because they help people address the issues at their root, breaking the cycle. When underlying causes are removed, people are less likely to **recidivate**, or commit another crime.

Not only are people spending time in treatment instead of jail – a positive for the individual and their family– they are also less likely to commit crime in the future, which benefits everyone.

Treatment means ...

Safer Communities

- Less crime
- Fewer victims
- Safer roads
- Safer neighborhoods

Greater Stability

- Keeping families intact
- Keeping people employed
- Keeping people healthy

Better Investment of Public Dollars

- Less time in jail, more time in treatment
- Less reliance on public assistance
- Less likelihood of returning to jail

Treatment Courts at Work

Treatment Courts and the York County Experience

York County has a long history as an innovator in the use of treatment courts. The County established its first treatment court, Drug Court, in 1997 – one of the first in Pennsylvania.

Since then, treatment courts for people with mental health issues, with multiple DUIs, and with veteran status have become valuable resources for the community. There are also three treatment courts available to juveniles with mental health and addiction-centered needs.

Because of the proven value of treatment courts, the CJAB has continued to support enhancement and expansion of the treatment approach. Since 2006, treatment has been a CJAB priority. The CJAB has completed a number of projects with this goal in mind, including improved data tracking and wider availability of treatment itself.

In 2012, use of treatment courts instead of jail time saved the County over **\$850,000.**

Court	Est'd	2012 Grads
Drug	1997	47
Mental Health	2005	5
DUI	2009	35
Veterans	2012	1

Additional benefits include reduced recidivism, reduced victimization, and many other social benefits that flow from treatment.

Valuing Participation through Cost-Benefit Analysis

In early 2012, the CJAB applied for and received a one-year technical assistance grant from the private non-profit Vera Institute of Justice, funded through the U.S. Department of Justice's Bureau of Justice Affairs. Vera began work with York County and three other municipalities across the nation in June.

Cost benefit analysis is simply comparing the costs and benefits of policies and programs over a long-term period. The hallmark of CBA is that costs and benefits are expressed in dollar figures so that they can be directly compared.

Vera's work with York County centered on the DUI Treatment Court. Throughout the last half of the year, Vera worked with a number of people to identify benefits and costs, and define figures for known costs. The collaboration with Vera will extend well into 2013.

This project is just one example of CJAB-sponsored program evaluation. Assessing the performance and fiscal soundness of existing programs is an important part of ensuring an efficient and effective criminal justice system for York County's citizens.



Treatment Courts at Work

Juvenile Treatment Courts

York County is committed to a treatment-based approach for juveniles as well as adults. Three treatment courts are available to juveniles: JUMP Court, Fast Track Drug Court, and Juvenile Drug Court.

About **4 in 5 juveniles** who graduate from JUMP, the Juvenile Mental Health Court, **do not return** to the juvenile delinquency system.

JUMP Court, the juvenile mental health court, is committed to providing a quality, intensive community-based service to juveniles with behavioral mental health problems and their families through a coordination of services. Since its inception, JUMP Court has over 100 graduates.

The Fast Track Drug Court and Juvenile Drug Court offer addiction treatment. Since 2005, 230 juveniles have graduated from the two courts.

Juvenile Drug Treatment Court Statistics	Referrals	Graduates	Discharges	Avg #/weekly participants
2010	74	32	13	20-24
2011	88	50	13	20-24
2012	67	32	16	14-16

CJAB Bids a Fond Farewell to a Treatment Court Leader

Judge Penny Blackwell, of the York County Court of Common Pleas, is retiring at the end of 2013. Judge Blackwell was first elected to the bench in 1991, and since then has been a leader and an advocate of the County's treatment courts.

In over 20 years as a member of the Common Pleas bench, she has acted as a judge for the Drug Treatment Court and the Mental Health Treatment Court. She also serves on the Treatment Court Advisory Committee and was the first and long-time Chair of the County's Criminal Justice Advisory Board.



Treatment Courts at Work

DUI Treatment Court Expansion

DUI Court By the Numbers

Around **3,000 new DUI charges** are filed every year in York County.

The 2012 DUI Court graduates would have spent a collective **11,256 days in jail** were it not for the treatment program.

Those avoided jail days saved the County **\$934,248** – well above the cost of the program

DUI is a serious problem in York County. Demand for spots in the DUI Court almost always exceeds capacity.

In 2010, York County created a full-fledged DUI Treatment Court, following a 21-person pilot program.

At the end of 2012, the DUI Court had 53 graduates and the capacity within the Court expanded from 100 to 200 participants. A CJAB subcommittee has met as needed throughout 2012 to guide and support the expansion of the Court.

Grant funds from the U.S. Department of Justice and the Pennsylvania Commission on Crime and Delinquency have allowed the County to hire an Administrator specifically for the DUI Treatment Court, as well as additional staff in the Public Defender's and District Attorney's Offices.

Because so many DUIs are committed in York County each year, further expansion of the DUI Court would benefit all York County citizens.

Veterans Treatment Court

February of 2012 marked the kickoff of York County's Veterans Treatment Court, the County's fourth treatment court for adults. The new treatment court has flourished under the leadership of Common Pleas Judge Craig Trebilcock. Throughout 2012, there have been about 15 participants in Veterans Court at any given time.

Veterans are eligible for the court if they've committed a non-violent crime and have drug or alcohol issues related to their military service. The most common offense is repeated instances of driving under the influence.



Veterans & Our Criminal Justice System

Veterans and the Justice System

Over the past decade, awareness of veteran involvement with criminal justice systems has been growing both locally and nationally. The creation of a Veterans Treatment Court in 2012 marks York County's commitment to making sure our veterans receive the help they need.

Hand in hand with this comes data collection and tracking, making sure that we're in touch with the needs of veterans in our community. In line with national trends, many York County veterans who commit crimes are non-violent and have issues

related to addiction. Often, addiction is rooted in attempts to self-medicate the symptoms of diagnosed or undiagnosed PTSD, TBI, depression, and other trauma-related mental health problems.

Over the last three years, DUI charges were the most frequent offense committed by veterans, along with theft and drug charges. In 2012, **over 300 veterans** were under supervision by the Adult Probation and Parole office.

Most common charges filed against veterans

- DUI - General Imp - First Offense
- Theft/Receiving Stolen Property
- Drug Charges
- Retail Theft
- DUI - General Imp - Second Offense
- Forgery, Bad Checks, and ID Theft

Recent research found that up to **35% of Veterans have trauma-related mental health problems**. Only half will seek treatment, and only half of those will receive more than 'minimally adequate' treatment.

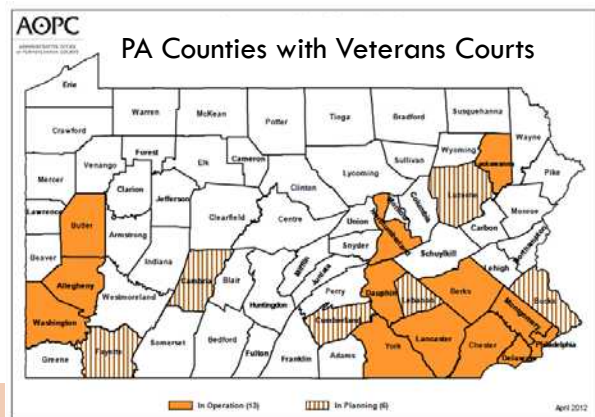
Veterans and Homelessness

Veterans with untreated mental health problems are also particularly vulnerable to homelessness, especially if they've also had justice involvement. Every year, a large number of veterans find themselves in homeless shelters, transitional housing, or permanent supportive housing at various times throughout the year.

While the U.S. Department of Veterans Affairs, the U.S. Department of Housing & Urban Development, and a large number of local government and non-profit agencies offer services for veterans, connecting veterans in need with those services remains a challenge.

Number of homeless veterans

Oct '09 – Sep '10	133
Oct '10 – Sep '11	130
Oct '11 – Sep '12	86



The Challenge of Providing Needed Treatment

Notes from the Treatment Side

Most people, whether they want to admit this or not, can think of at least one person in their family or circle of friends that has been impacted by a mental health or drug and alcohol issue. Many of us can also think of someone they know that has been afforded treatment which has been able to help them get their life back on track.

This is one of the reasons that treatment courts can have **profound impacts** on not only the offenders, but on the entire family. Treatment courts bring together both the judicial system and the human services systems to get to the core of the problems individuals are struggling with which not only help them be accountable for their crime, but as importantly help them get to the root of the underlying issues that resulted in the offense in the first place.

One of the challenges facing treatment courts and their ability to expand is having access to treatment. While the success of treatment courts brings with it savings in many ways, at the core of being able to sustain more participants in these specialty courts goes hand in hand with being able to **ensure that individuals get the services to address their clinical needs**.

Funding for these critical services comes from various sources including private insurance, medical assistance, grants and county human services funds. Unfortunately county **dollars have decreased** for both mental health and drug and alcohol services in the last couple of years and waiting lists can often be a barrier to individuals getting help in a timely fashion.

In the 2011/2012 fiscal year, the County Mental Health Program and Drug and Alcohol Commission received **10% funding cuts** for many of their

programs. While additional funding cuts were not imposed in 2012/2013, programs did not have most dollars restored that were lost. Individuals needing county help to access inpatient, outpatient and drug and alcohol rehab services may often be put on waiting lists due to lack of funding. Access to drug and alcohol rehab services for individuals needing county assistance can often not be accommodated unless the individual meets one of the priority populations which includes pregnant females and IV drug users.

On a positive note, the county currently has access to grant funding for some individuals and treatment for those under the medical assistance program remains available. Aside from the treatment services, individuals involved with these specialty courts may also be connected with drug and alcohol or mental health case management services which can provide assistance for a whole range of additional needs. Help with housing, vocational needs, social and peer support are a few of the areas for which case management can provide assessment and referral.



Michelle Houis

Executive Director
York County Human Services

The Target 25 Initiative

The problem

In 2010 and 2011, Common Pleas judges observed that, all too often, DUI offenders appeared before them having committed additional DUIs since the arrest for their first.

Prior to 2012, it was not uncommon for someone arrested for DUI to wait 2 months or longer for their

first face-to-face contact with the court system. During this time, people were in the community on bail, finding that “old habits die hard.”

During this time, many arrestees – about 25 % – committed one or more additional DUI offenses. This statistic gave rise to an initiative aimed at that 25% - Target 25.

The solution



Two large CJAB subcommittees with strong judicial leadership worked throughout 2011 and 2012 to make a wide variety of changes to how DUI cases are processed in the county. One of the largest changes was the roll out of the **Target 25** supervised bail program.

With Target 25 in effect, all DUI offenders who have 2 or more DUI's in a ten year period are placed on supervised bail with continuous alcohol monitoring.

The monitor helps to keep the wearer from drinking alcohol while on bail. “When an offender is staying sober, he or she is making better decisions and is more engaged in the outcome of their treatment,” notes Mike

Stough, Deputy Chief of the Adult Probation Department.

In addition, procedural changes were made to greatly reduce the amount of time between arrest and final disposition, the time for law enforcement officers to make a DUI arrest and return to active patrol, and in the time required for BAC testing to be completed. Also in 2012, for the first time, all DUI cases were heard by one Common Pleas Judge.

As a whole, these changes represent a tremendous set of benefits both to the public and to the DUI offenders as well.

The results

In 2011, 46 of 147 people who would've been eligible for Target 25 reoffended while on bail. **In 2012, under Target 25, this was down to 4 of 84, a 91% decrease.**

York County has an **83% compliance rate** with continuous alcohol monitoring. This is slightly above the national average of 80%

The average time between arrest and a preliminary hearing has fallen by **20 days** between 2010 and 2012.

In 2012, **1,411 clients** were placed on the SCRAM alcohol bracelet totaling **113,235 monitoring days.**

Our Grant-Funded Projects

Coordinating grant funding is at the heart of CJAB's purpose and mission. Currently, the following CJAB-sponsored grant projects are underway or wrapping up:

DUI Treatment Court Expansion Grant: Funded by federal JAG funds flowing through PCCD, this is a 3-year grant. 2014 will be the third year of the grant. Grant funding supports salaries and costs of SCRAM monitoring.

Adult Treatment Court Expansion Grant: Funded by the federal JAG program, this is a 2-year grant that has been extended into a third year. Grant funding supports the cost of training and lab fees.

CJAB Priority Planning Grant: Funded by federal JAG funds flowing through PCCD, this is a 3-year grant. 2013 is the third and final year of the grant. Grant funding supports salary costs and the redaction project in the Clerk of Courts office.

Self Represented Litigant Center Grant: Funded by the National Center for State Courts and the York County Bar, this is a 1-year opportunity. 2013 is the single year for this grant. Grant funding supports the costs of training and promotional material for the center.



2012 Criminal Justice Snapshot

Crime in York County

Like most of the U.S., the vast majority of crimes in York County are property crimes. These include larceny, burglary, auto theft, and arson. Of these, larceny is the most common.

Alcohol crimes – public drunkenness and DUI – are the second largest category. DUIs make up over three quarters of alcohol-related crimes and make up a large part of the workload of the County’s criminal justice system..

DUIs in York County

For years, York County has had more than its fair share of DUI arrests, given its population. York’s numbers are likely the result of high levels of enforcement, the presence of Interstate 83 and U.S. Route 30, and of course, many people drinking or doing drugs before getting behind the wheel.

The cost of a DUI is high – to victims, offenders and their families, and the community. Consider some figures on DUI in York County:

In the Courts and Prisons:

DUIs account for -

- About **7%** of the inmates in County Prison.
- About **20%** of the Public Defender’s caseload each year.
- About **20%** of the victims that are contacted by the DA’s Victim/Witness Unit.
- About **35%** of the people on probation or parole.
- About **65%** of the people in the Accelerated Rehabilitative Disposition (ARD) program.

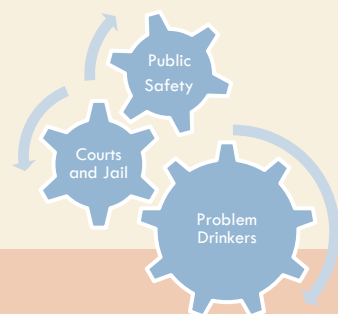
Type of Crime	2010	2011	2012
Homicide	11	21	17
Sex Offenses	439	523	486
Robbery	388	468	299
Assaults	2,490	2,517	2,535
Property Offenses	14,966	13,809	13,399
Arson	56	70	70
Drug Violations	1,744	2,082	2,062
Alcohol Crimes	3,146	3,292	3,311
Total	23,240	22,782	22,179

On Our Highways

- Since 1997, **an average of three people per year** have been killed in accidents involving drugs or alcohol.
- From 2005 to 2010, **an average of 2,300 arrests per year** have been made for DUI offenses.

Problem Drinkers and Multiple DUIs

- About **25%** of DUIs are repeat offenders or have **multiple DUI charges** pending.
- Many DUI offenders are also under the **influence of drugs**.
- In 2012, the average BAC for an alcohol DUI was **.16** – twice the legal limit.
- Nearly **60%** of 2012 DUIs were classified as **severe problem drinkers** after evaluation.



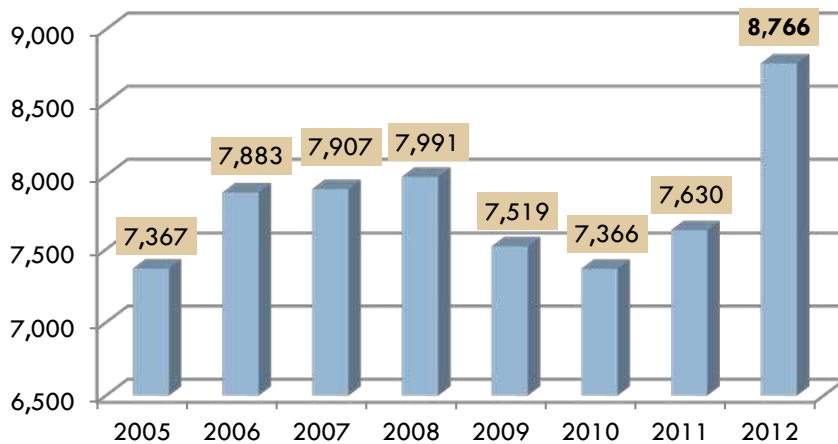
2012 Criminal Justice Snapshot

York County Courts

Two levels of courts operate within the County. There are 19 **Magisterial District Courts**, lower-level courts each presided over by magisterial district judges. The jurisdiction of these judges includes civil and minor criminal matters.

The **Court of Common Pleas**, as the trial court, hears major civil and criminal cases. There are 15 judges who sit on the Court of Common Pleas. 2012 brought in the highest number of new criminal cases to date, easily outpacing prior years. As is typical, **DUIs accounted for a full 30% of criminal cases.**

New Criminal Cases Filed, 2005 - 2012



2012 represented a **15% increase** in criminal filings from 2011, stretching already tight resources.

New Cases by Type of Case	2011	2012	Percent Change
Person	916	1,033	13%
Property	1,973	2,517	28%
Drug	1,566	1,738	11%
Weapon	142	102	-28%
Public Order	656	664	1%
DUI	2,340	2,678	14%
Other Motor Vehicle	35	33	-6%
Total	7,630	8,766	15%

2012 Criminal Justice Snapshot

Intermediate Punishment

The intent of **Intermediate Punishment** (IP) is to divert non-violent offenders from county jail to IP programs. IP can include: house arrest; intensive supervision; electronic monitoring; community service; drug testing; drug and alcohol treatment; and fines and restitution.

Adult Probation is the county department that administers most facets of IP. In 2012, the number of people supervised by Adult Probation was the highest it has ever been.

Adult Probation	2012	2011	2010	2009	2008	2007
Total Caseload	10,795	9,939	10,189	9,306	9,104	7,185

Reason for Supervision	Domestic Violence	Sexual Offense	Other Violent Offense	Property Offense	Drug Offense	DUI Offense
Percentage of all 2012 Offenders Under Supervision	3%	3%	5%	23%	23%	38%

County Prison

York County Prison is a county-owned facility located in Springettsbury Township. People in York County Prison are there for many reasons: serving a sentence, awaiting trial or other

disposition, violating parole, or being held by U.S. Immigrations and Customs Enforcement or other State or Federal authority.

In 2012, the **average daily population** was **2,343** inmates.



York County Prison Inmate Information	2012	2011	2010
Average Daily Population	2,343	2,378	2,316
% of commitments serving a sentence	7%	7%	7%
% of commitments held for trial or disposition	34%	24%	21%
% of commitments held by State or Federal authorities	53%	64%	67%
% of commitments for violating County Parole	3%	2%	2%

2012 Criminal Justice Snapshot

Juvenile Justice

Balanced and Restorative Justice (BARJ) focuses on balancing community protection, accountability for offenses, and the development of skills to allow the child to become a productive community member. This approach

also centers on repairing the harm done to victims and the community. In Pennsylvania, the application of these principles are mandated by the Juvenile Act.

Juvenile Arrests in 2012

Disorderly conduct	639	Assaults (non-aggravated)	254
Larceny theft	426	Drug possession (marijuana)	124
Curfew and loitering	297	Vandalism	120
Liquor law	265	Assaults (aggravated)	68

2012 Highlights

- Placements were **reduced by 20%** - 275 placements in 2011 versus 220 in 2012.
- **87% of juvenile cases** closed in 2012 completed supervision without receiving new charges.
- In 2012, restitution of over **\$219,500** was paid to victims of delinquent juveniles.

Juvenile Justice System Enhancement Strategy (JJSES)

York County's Juvenile Probation Office focused on this state-led initiative in 2012. The core of the JJSES is enhancing the capacity of the juvenile justice system in order to achieve its balanced and restorative justice mission through the implementation of evidence-based practices.

One step in this initiative was the incorporation of the Youth Level of Service (YLS) assessment to measure a youth's risk and needs. In 2012 this

assessment was conducted with all juveniles entering the system.

The Youth Level of Service tool helps probation officers, psychologists, and social workers identify the youth's needs, strengths, barriers, and incentives and helps them to choose the most appropriate goals for the youth. This tool augments the case management capabilities of the Juvenile Probation Office.



The York County Criminal Justice Advisory Board

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