



**LEBANON COUNTY CRIMINAL JUSTICE ADVISORY  
BOARD  
(LCCJAB)  
STRATEGIC PLAN for  
2019-2020**



Adopted by the LCCJAB on February 19, 2019

***FINAL REPORT DECEMBER 30, 2020***

***The ongoing mission of the Lebanon County Criminal Justice Advisory Board is to identify the strengths, weaknesses, and needs of the local criminal justice system, and by means of communication, cooperation, and collaboration, enhance and improve the system and services in the most effective, efficient, and cost-effective manner possible.***

**CURRENT MEMBERSHIP OF THE LEBANON COUNTY CJAB**

*The Lebanon County Criminal Justice Advisory Board consists of 16 Core Members and two (\*) non-voting members.*

Ms. Pier Hess Graf, District Attorney, Chair of the CJAB

Ms. Holly Leahy, Administrator of Mental Health/Intellectual Disabilities/Early Intervention, Vice Chair of the CJAB

Honorable John C. Tylwalk, President Judge, Court of Common Pleas

Ms. Audrey Rakow, Director, Office of Probation Services

Mr. Brian L. Deiderick, Chief Public Defender

Ms. Stephanie Axarlis, Court Administrator

Mr. Jamie Wolgemuth, County Administrator

Mr. Robert J. Phillips, County Commissioner

Mr. Bruce Klingler, Sheriff

Mr. Robert Karnes, Warden

Ms. Erin Moyer, Director of Children and Youth Services

Mr. Daniel Wright, Lebanon County Chiefs of Police Representative

Mr. James Donmoyer, Director, Commission on Drug & Alcohol Abuse

Ms. Karen Hess, Director of Domestic Relations

Ms. Carla Cyr, Veterans Justice Outreach

Offender Reentry Coordinator (Position Currently Vacant)

Mr. John P. Shott, CJAB Planner\*

Ms. Kimberly Mackey, PCCD Regional Representative\*

## **A Brief History of CJAB in Lebanon County**

The County of Lebanon applied for and received a grant from the PA Commission on Crime and Delinquency (PCCD) in late 2006 to begin the process of establishing a Criminal Justice Advisory Board comprised of key court and county officials involved in the criminal justice system. This funding was part of a key initiative by PCCD to provide an incentive for counties to establish such advisory boards for the purpose of improving and enhancing collaborative efforts.

A Criminal Justice Advisory Board Planner/Grant Coordinator was hired by the County in 2007 to assist in the formation of the Board and to carry out day-to-day operations. The first formal meeting of the Board took place on October 16, 2007, at which time those in attendance discussed the Board's Core Membership and reviewed a set of proposed bylaws. CJAB's Bylaws were officially ratified at the second CJAB meeting held in December 2007, marking the official establishment of the Lebanon County Criminal Justice Advisory Board. Several amendments to the Bylaws have been approved since 2007, though such amendments did not substantially change the CJAB's structure.

### **CJAB Meetings**

In accordance with the CJAB Bylaws, as amended in April 2015: *“Regular meetings of the LCCJAB will be held once every even month, with specific dates, time, and location to be determined by the LCCJAB at the December meeting prior to the start of the new year. LCCJAB meetings will convene no earlier than 11:00 a.m., but no later than 12:30 p.m. and will last no longer than a maximum of two (2) hours.”*

Meetings of the Lebanon County Criminal Justice Advisory Board begin at 11:00 a.m. and are held on the Second Floor Conference Room of Mental Health/Intellectual Disabilities/Early Intervention, 220 East Lehman St., Lebanon. ***(It should be noted that no meetings took place in April or June 2020 due to the pandemic, and that the August 2020 meeting took place via ZOOM.)***

Approved meeting dates for 2021: February 9, April 13, June 8, August 10, October 12, and December 7. ***(Approved at the CJAB meeting held December 8, 2020.)***



## **MAPPING OUT A STRATEGIC DIRECTION FOR 2019-2020**

### **Mission Statement and Role of CJAB Members**

CJAB members agreed in the Summer of 2018 that the Board should have a new or updated Strategic Plan, recognizing that it had been five years since the adoption of the last plan. At the October CJAB meeting, the Board agreed to keep the “*CJAB Mission Statement*” intact without any word changes. The members also opted to continue the following guidelines that CJAB members should follow:

- Be willing, able, and prepared to participate in free and open discussions with your colleagues.
- Remain aware of trends that commonly present themselves as matters of concern within your department.
- Understand that inter-departmental collaboration and communication is critical to the future growth of criminal justice departments in Lebanon County.
- Know that you, as the leader of your department, are in charge of how anything the Board discusses will ultimately be implemented (or not) in your office.
- Know that there are moments when negotiation and compromise will have to take place. Consensus, however, is always the preferred solution.
- Attend the meeting regularly so that you stay informed of the issues being presented and are able to represent your agency more appropriately.
- Have read the CJAB Bylaws at least one time.
- Submit questions or concerns about the Board to the CJAB Planner/Grant Manager so that he may discuss any problems with the Chairman.
- Participate, when necessary, in electronic voting requests about initiatives under consideration by the Board.
- Know that on this Board concerns may be expressed without threat or retaliation. Our Board demands decent, non-hostile conduct during meetings.

## **Identifying Areas of Emphasis for 2019-2020**

*At the October 2018 CJAB meeting, the members, by consensus, agreed that an updated Strategic Plan should focus on the initiatives and programs contained in the County's Intermediate Punishment (IP) Plan. What follows are the identified priorities for 2019-2020 and a review of the progress made for each priority. Key elements of the Strategic Plan fall under Goal I of PCCD's 2016-2020 Strategic Framework. The Plan is attached to this report.*



### **VETERANS COURT IN LEBANON COUNTY**

At the end of 2018, 20 counties in the Commonwealth of Pennsylvania had established Veterans Courts as a type of problem-solving or specialty court within their judicial systems. On January 1, 2019, Lebanon County became the 21<sup>st</sup> county to have such a court. It was also the newest component of the County's proactive Intermediate Punishment (IP) Plan. Veterans Courts are designed to assist veterans charged with non-violent crimes who have mental illnesses, drug/alcohol addictions, or other disorders that require treatment as a first step toward becoming productive members of society.

#### ***Strategic Roadmap***

- *For 2019-2020, the plan is to have a successful implementation of the new program, including effective use of volunteer mentors, who are also veterans. It will be a highly functioning, permanent entity within the Lebanon County Court of Common Pleas. A minimum of 20 offenders should be participating in the program during the first six months of the program, with the number increasing to 50 later in 2019 or early 2020. Number of offenders in the program is significant, but even more significant will be the percentage of participants who successfully complete the program. Performance measure: the program will be able to report a 90 percent completion/graduation rate among participants.*

### Final Update

The County's Veterans Court is recognized by the Administrative Office of PA Courts (AOPC).

As of 12/08/20, the number of participants was 22. Two participants have graduated from the program, which takes approximately two years to complete.

*Continuing challenge to increase the number of participants, which has not come close to the projected number set forth in the plan. Expecting the number of participants to be as high as 50 by the end of 2020 probably not realistic given the number of veterans who meet the eligibility criteria and/or who are willing to comply with the program's guidelines over a two-year period. Graduation rate will also be more measurable in 2021 and thereafter.*

Mentoring component has worked well, with recruitment and training coordinated by Michael Chabitnoy of Mid-Penn Legal Services. All mentors are veterans. As number of participants increases, need for more mentors also increases.

Approved Memorandum of Understanding (MOU) between the County and Lebanon V.A. Medical Center has established a first-in-the-nation guardianship program focused on offering pro bono legal services to pursue guardianship for veterans who cannot manage their own affairs and have no family or friends willing to petition for guardianship. Although the guardianship program is not part of the Veterans Court directly, it will impact some veterans who, in addition to their involvement with the criminal-justice system, have no support for the management of their personal affairs. *To date, the V.A. has had one successful guardianship since the MOU took effect. Another veteran had requested guardianship, but did not pursue the process.*

- *Although the Veterans Court does not require additional expenditures from the County to operate, it behooves the County to explore additional funding avenues to maintain or expand the program. The County submitted a \$20,000 grant application to the Veterans Trust Fund in December 2018 for this purpose. The CJAB Planner will continue to look for other grant opportunities.*

### Final Update

In March 2019, the Trust Fund notified the County that the grant application would not be approved due to the high volume of applications and limited amount of funding. In December 2019, the CJAB Planner submitted another grant application to the Trust Fund. In March 2020, the County received a rejection notice from the Trust Fund. Reasons given were the same as the ones in March 2019. No application was submitted in 2020. Possible funding for 2021.



### **DAY REPORTING CENTER (DRC) IN LEBANON COUNTY**

The Day Reporting Center (DRC) opened its doors in October 2017 at its location in downtown Lebanon. The consultant contracted by the County to operate the program is PA Counseling Services, Inc. As per the agreement with PA Counseling, the County pays for a minimum of 40 clients per month, with the expectation that the census could increase to as high as 110. At present, the number of offenders assigned to the program remains between 40 and 50 on a regular basis. Concern that the number of referrals to the program is not as high an anticipated.

#### ***Strategic Roadmap***

- *For 2019-2020, the plan is that the DRC will become as an established, permanent entity within the county. This requires continued planning and collaboration among the Court of Common Pleas, Probation Services, District Attorney's Office, and Public Defender's Office to refer eligible offenders to the program. Increase in referrals also necessitates Probation Services conducting LSI-R assessments as quickly as possible prior to sentencing.*

#### **Final Update**

The DRC is now recognized as a well-established entity within the county and continues to have the full support of the County Commissioners. The program observed its third-year anniversary in October 2020.

- *Number of referrals to the DRC will increase steadily over the next two years as a result of the aforementioned collaboration. Any barriers and issues that hinder referrals to the program will get resolved. This includes coordinating efforts with staff at the LCCF to increase the number of inmates getting redirected to the DRC. Domestic relations cases will also be referred to the DRC pending criminal-background checks and agreed-upon language on Domestic Relations Consent for Participation.*

**Final Update**

The average census at the DRC continues to be 40-45, though it has exceeded 50 on occasion. Referrals to the DRC from Crossroads and Veterans Court.

Challenge is to continue to increase the number of referrals, adding to the daily census. County still unable to refer domestic relations cases to the DRC.

- *Number of agencies that currently serve clients referred to the DRC will also increase as the program expands.*

**Final Update**

DDAP grant to PA Counseling to provide on-site child care up to 40 hours per week. Free support services for women who are experiencing pregnancy or postpartum life and opioid use also available on the premises.

- *Contract between the County and Pa Counseling Services expires on 12-31-19, after which it may be renewed annually based on the County's satisfaction with the program's direction and impact. Expectation that the contract will be renewed.*

**Final Update**

Contract with PA Counseling Services renewed, with expectation that DRC will continue well into the foreseeable future as an established presence within the County's criminal-justice system.

- *CJAB Planner/Grant Coordinator will continue to explore grant opportunities*

**Final Update**

No recent developments on this front.



## **RENAISSANCE-CROSSROADS PROGRAM**

The Renaissance-Crossroads program has been in place in Lebanon County since 2001, with an impressive track record of success. Continuation of this program is made possible by grant funding from PCCD

### ***Strategic Roadmap***

- *For 2019-2020, the plan is to continue this highly successfully program, reapplying for funding in 2020, with the expectation that funding will be available from PCCD to support County IP programs.*

### **Final Report**

Census as of 12-8-20 was 12 including 11 long-term participants. Still in need of referrals. PCCD approved IP Treatment Grant application in the requested amount of \$500,000 to continue Renaissance-Crossroads program for FY 2020-2021. Part of “Restrictive Condition of Probation” under Act 115 of 2019.

- *CJAB Planner/Grant Coordinator will update County IP Plan in 2019 and 2020, in accordance with grant guidelines.*

### **Final Report**

Updated version of IP Treatment Plan for 2020 attached to IP grant application submitted on 7-30-2020. Approved by PCCD as part of grant application, though PCCD required slight revisions to the report to reflect compliance with Act 115.

- *County will explore feasibility of establishing a Crossroads program for female offenders, to be housed at a separate location in the County.*

### **Final Report**

At present, the number of female offenders eligible for a Crossroads-type program as an alternative to incarceration is too low to justify the added expenditures.



## **PRETRIAL PROGRAM**

The pretrial program began in October 2016, supported by federal funding through PCCD. Under the terms of the federal grant, the program was restricted to offenders with drug or alcohol-related issues, with the expectation that such offenders could receive treatment or be placed in rehab sooner rather than later.

### **Strategic Roadmap**

- *For 2019-2020, the plan is to continue the pretrial program, as an alternative to incarceration, but expanding it to include those with mental-health issues.*
- *Collaborative effort to increase the number of offenders referred for pretrial, including better “buy-in” from magisterial district justices.*
- *County will continue using licensed consultant (Empower the Mind) to conduct drug/alcohol assessments to determine eligibility for pretrial. County will engage services of licensed consultant to perform mental-health assessments*

### **Final Update**

The pretrial program has not been as active as intended for various reasons, including staff shortages at Probation Services and the COVID-19 pandemic. The plan is to begin reviewing cases on a more regular basis in 2021. Empower the Mind continues to conduct drug/alcohol assessments at the LCCF, though these have been curtailed, also due to the pandemic. To date, the County does not have a contract with a consultant to conduct mental-health evaluations.



## **MENTAL HEALTH**

The Criminal Justice Advisory Board has established the Mental Health Committee as a standing committee in recognition that “offenders with a mental health diagnosis offer unique challenges to everyone involved in the criminal justice system.” The Committee explores ways of ensuring that the County uses “empirically sound, best practices solutions” when finding alternatives for serving this population. In exploring alternatives to establishing a formal mental health court in the County, the committee, in 2016, suggested the formation of an “Adult CASSP” program. The Children and Adolescent Service System Program (CASSP) has been in place in Lebanon County for several years. The CASSP system is effective for juvenile offenders because it brings representatives from multiple agencies together at the same time to discuss the particulars of a child’s case, thus eliminating conflicting narratives that can take place when agencies meet separately. The first “Adult CASSP” session was held in early 2017. The number of review meetings has not been as high as anticipated.

### **Strategic Roadmap**

- *For 2019-2020, the plan is to continue and expand the “Adult CASSP” program to conduct more reviews, working to ensure that representatives of the agencies/departments involved are able to attend these sessions.*

### **Final Update**

2020 saw no increase in the number of referrals to the program. MH/ID/EI staff began exploring options for making the program more effective.

In early 2020, Kasey Felty of MH/ID/EI visited Lehigh County to learn more about that county’s Team MISA (Mental Illness Substance Abuse) program, which brings together representatives from the criminal justice system to develop intervention strategies and individualized actions plans for offenders with special needs. Audrey Rakow, Acting Director of Probation Services, visited Dauphin County to get a firsthand view of the Team MISA concept there.

In August 2020, the CJAB determined that the “Adult CASSP” program was not working as originally intended and adopted a resolution to discontinue the program and replace it with a Lebanon County version of Team MISA. Efforts to implement a MISA program in the county are proceeding, with the first team meeting slated for January 2021.

- *The County will continue to make opportunities available for Mental Health First Aid (MHFA) training for personnel.*

#### *Final Update*

Although MHFA training remains an important area, MH/ID/EI has made a commitment to address issues specific to offenders with behavioral-health needs. The department has met with PrimeCare, the health-care provider contracted to deliver medical services to inmates at the LCCF, to discuss continuing care for inmates with mental illness. These collaborative efforts will continue for the foreseeable future.



#### **DUI COURT**

The DUI Court Program is a well-established entity in Lebanon County, having been initiated in 2008. This program has been funded by local dollars following the elimination of federal dollars in 2014. The County Commissioners’ willingness to continue the program underscores how much value local officials place on this program and its ongoing success in keeping intoxicated drivers off the road and steering them toward lives of sobriety. Over the past year, the number of participants in the program has not been as high as anticipated, owing to changes in case law as well as the reality that many offenders opt to serve a prison sentence rather than comply with the program’s strict requirements.

#### **Strategic Roadmap**

- *For 2019-2020, the plan is to continue the program and to increase the number of participants. Work to achieve a high percentage of offenders who successfully complete all phases of the program and graduate.*

### Final Update

Participation level has remained between 40 and 45. In October 2019, the CJAB adopted the following resolution: “The CJAB supports the imposition of an appropriate deadline for individuals to accept placement into the DUI Court Program, as early acceptance and placement are in line with better and more positive outcomes.”



### OFFENDER REENTRY

The Lebanon County Offender Reentry Coalition was formed in June 2015 to identify the needs of offenders during incarceration and upon release. The Coalition consists of representatives from agencies and departments—public, private, non-profit, faith based, etc.—who share a common interest in collaborating to ensure that offenders make a successful return to the community. The Coalition is an independent entity, not a committee of the CJAB, though most CJAB members are Coalition partners. In March 2017, the Coalition announced its support of the Day Reporting Center as a key player in the cause of reentry. Prior to late-2018, the Coalition did not have an official Reentry Coordinator to continue the momentum and build upon the work already completed. The Coalition had not met as a group since May 2018, raising concern that interest among the Coalition partners was in serious decline. In December 2018, the CJAB amended the CJAB bylaws adding the Offender Reentry Coordinator as a core member of the Board.

#### ***Strategic Roadmap***

- ***For 2019-2020, the plan is to take offender reentry to the “next level” by strengthening the partnership between the CJAB and the Reentry Coalition. Reentry Coordinator will serve as a core member of the CJAB and give updates about the Coalition at all CJAB meetings. Expectation is that the Coalition will begin meeting on a regular basis and have an active presence in the County.***

## Final Update

In 2019, Mr. Samuel Ortiz became the Offender Reentry Coordinator for Lebanon County and, as per CJAB Bylaws, joined the CJAB as a core member. Under his leadership the Reentry Coalition began meeting again on a regular basis (every other month). Reinvigorating the Reentry Coalition was in compliance with Goal I, Section 1.7 of PCCD's 2016-2020 Strategic Plan.

Mr. Ortiz resigned as Reentry Coordinator in early 2020 to serve as Director of Community Action Partnership (CAP). As of December 2020, Coordinator's position remains unfilled. Coalition has not been meeting. According to CAP, the Female Opportunities Re-entry Program (F.O.R.E.) has assumed the responsibility of managing the Coordinator's position.



## VIVITROL AT LEBANON COUNTY CORRECTIONAL FACILITY

Inmates with serious addiction to heroin and other substances are a growing concern. With that in mind, it is important to devise methods of ensuring that inmates, upon release, stay drug free and, as a result, improve their chances of successful reentry. Vivitrol is a widely used drug that blocks opioid receptors in the brain, thus preventing euphoric highs as well as reducing opioid cravings.

### ***Strategic Roadmap***

- *For 2019-2020, officials at the Lebanon County Correctional Facility (LCCF) will administer vivitrol injections to at least ten percent of the inmate population, on a voluntary basis prior to their release from the LCCF.*

### **Final Update**

Vivitrol Coordination Program at the LCCF commenced on 9-23-19. The Rase Project has been contracted to supervise the program. To date, ten vivitrol injections have been administered at the LCCF. Although the Rase Project coordinates the program, Prime Care, which has been contracted by the County to provide health care to inmates, administers the vivitrol injections.

In a related issue, the County Prison Board rescinded its 2006 policy requiring methadone detox of inmates, and is now permitting methadone maintenance at the LCCF at the discretion of the healthcare provider.

- *LCCF Warden and Director of Lebanon County Commission on Drug and Alcohol Abuse will pursue grant funding from Department of Corrections (DOC) to purchase supply of vivitrol.*

### Final Update

In March 2019, the LCCF, acting on behalf of the County, submitted an application to the PA Commission on Crime and Delinquency (PCCD) to fund the vivitrol program for two years, commencing July 1, 2019. However, the application was not approved by the Commission. Grant was highly competitive. Fortunately, the Commission on Drug and Alcohol Abuse has been able to provide funding for the vivitrol program, demonstrating the County's commitment to assisting inmates in their efforts to remain drug free.

## **ATTORNEY VISITATIONS AT THE LCCF**

Attorneys with the Public Defender's Office—as well as representatives of other County departments involved with law enforcement—need opportunities to meet with inmates at the LCCF. Concern exists that access to inmates has not been as readily available as preferred. Within the last year, the LCCF reports having expanded visiting hours for any attorney or agency/department representative desiring to conduct daytime visits. Visiting times have been expanded to 8:30 a.m. to 3:30 p.m. and 5:30 p.m. to 11:00 p.m. Monday through Sunday. Expansion of hours beyond what has been set could compromise security. The LCCF contends that daytime visits are more cumbersome for the facility due to the other operational movements that occur during those hours. These include mealtimes, intakes, releases, inmate transport, etc.

### **Strategic Roadmap**

- *For 2019-2020, the County will continue to find workable approaches to visitations by defense attorneys and others to the LCCF.*

### Final Update

COVID-19 pandemic has forced shut-down of visitations by attorneys, family members, and others. Plan is to install phone system at the LCCF for inmates' use.



## **CJAB WEBPAGE**

Members of the public who visit the CJAB webpage will find updated information about the CJAB, including meeting minutes, meeting schedule, current membership, and active grants. The page also contains information about the D.U.I. Court.

### ***Strategic Roadmap***

*For 2019-2020, the CJAB Planner, working with IT, will continue to keep the CJAB webpage updated and informative, reviewing the page on a regular basis to add new information as well as delete outdated information. New page regarding the Veterans Court should be added. CJAB members will be invited and urged to contribute news about their respective departments or articles of interest.*

#### **Final Update**

CJAB Planner reviews and updates webpage as needed. No page dedicated to Veterans' Court has been added.

## **PENNSYLVANIA COMMISSION ON CRIME AND DELINQUENCY 2016-2020 STRATEGIC FRAMEWORK**

**Our Role** ... By statute, the Commission provides leadership in system-wide coordination and in building collaboration among public servants and private citizens representing all aspects of the criminal and juvenile justice systems and victim services.

**Our Values** ... We shape our priorities around **service**, expand our understanding from **experts**, support training to ensure the **preparedness** of our practitioners, and above all, maintain **integrity** in pursuit of our goals.

**Our Mission** ... To enhance the quality, coordination and planning within the criminal and juvenile justice systems, to facilitate the delivery of services to victims of crime, and to increase the safety of our communities.

**Our Vision** ... To be a state and national leader supporting programs and practices that promote justice for all citizens and communities of Pennsylvania.

### **Emerging Priorities:**

- Target and enhance services for adult and child victims.
- Results-oriented Criminal and Juvenile Justice Reinvestment strategies.
- Promote the appropriate use of pre-trial diversionary programs.
- Better integrate behavior health solutions with the justice population.
- Increase the role of PCCD in coordinating and implementing a comprehensive delinquency and violence prevention strategy for the Commonwealth.
- Increase high-impact prevention and education efforts.
- Increase support of law enforcement.
- Assist communities in responding to the growing opioid abuse epidemic.
- Improve the issuance and administration of grants (statewide efficiencies and transparency).
- More widely share understanding of PCCD's value and impact.

### **Goal I: To make communities safe through collaboration and targeted investments**

I.1. Increase the efficacy of state and local planning efforts through interagency planning and collaboration.

I.2. Provide law enforcement with the appropriate tools and training to assist them in combating and preventing crime.

- I.3. Develop solutions for justice-involved individuals with mental illness and/or substance abuse and co-occurring disorders.
- I.4. Promote and support the use of evidence-based programs and practices.
- I.5. Promote the appropriate use and measure the effectiveness of promising approaches and dispositional alternatives.
- I.6. Increase the utilization of evidence-based programs and practices to prevent delinquency and other problem behaviors, and reduce the disproportionate number of minority youth who come into contact with the juvenile justice system.
- I.7. Promote the implementation of reentry programs and practices.

**Goal II: To reduce the impact of crime on victims.**

- II.1. Enhance the quality and availability of services for victims of crime.
- II.2. Increase the availability of children's advocacy centers and functioning multi-disciplinary investigative teams throughout the Commonwealth to support the victims of child abuse.
- II.3. Engage schools, communities and families in violence prevention and increase the support services provided to those who have been victims of violence.

**Goal III: To develop and share relevant expertise, resources and technical assistance both within the agency and with our external partners.**

- III.1. Improve the accuracy and reliability of state and local criminal justice data through the automated exchange of information.
- III.2. Improve PCCD's research, evaluation and data analysis.
- III.3. Improve PCCD's visibility and recognition as a criminal and juvenile justice leader through communication and outreach.
- III.4. Increase the overall knowledge and skills among victim service, criminal and juvenile justice practitioners through training and accreditation.
- III.5.