



FRANKLIN  
COUNTY  
P E N N S Y L V A N I A  
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- ESTABLISHED 1784 -

# Criminal Justice Advisory Board

Strategic Plan 2025-2028

## Mission

To create a forum of leaders that collaboratively addresses the immediate and future needs of the Franklin County criminal justice system by researching, planning, and recommending solutions that will integrate and prioritize the best approaches to promote justice for all those in the Franklin County community, to enhance the delivery of services to victims of crime, and to increase safety within our communities.

## Vision

To provide a forum for key criminal justice decision makers to collaborate and prioritize approaches for criminal justice policies and programs in order to meet current needs and focus on future issues in Franklin County.

## Values

INTEGRITY ● COMMUNICATION ● RULE OF LAW ● COLLABORATION  
ACCOUNTABILITY ● DEDICATION ● DIVERSITY





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# Introduction

This document will serve as the four-year strategic plan for the **Franklin County Criminal Justice Advisory Board (CJAB) from 2025 – 2028.**

As stipulated in Section 16 of the Franklin County CJAB By-laws (Rev. 2025), Planning and Performance, at least every four years, the Board will develop and adopt a strategic plan to define its objectives and the means by which it plans to achieve them. The Board shall routinely conduct self-assessments to check its performance against objectives set forth in the strategic plan, using indicators it has established. A strategic planning session was held on October 24, 2024, with facilitator Melanie G. Snyder. Prior to the planning session, CJAB members completed an electronic survey consisting of questions surrounding existing and proposed priorities. CJAB members examined the survey results, conducted a Strengths-Weaknesses-Opportunities-Threats (SWOT) analysis and made revisions during the planning session. This document is an outcome of the meeting and serves as the 2025-2028 Strategic Plan.

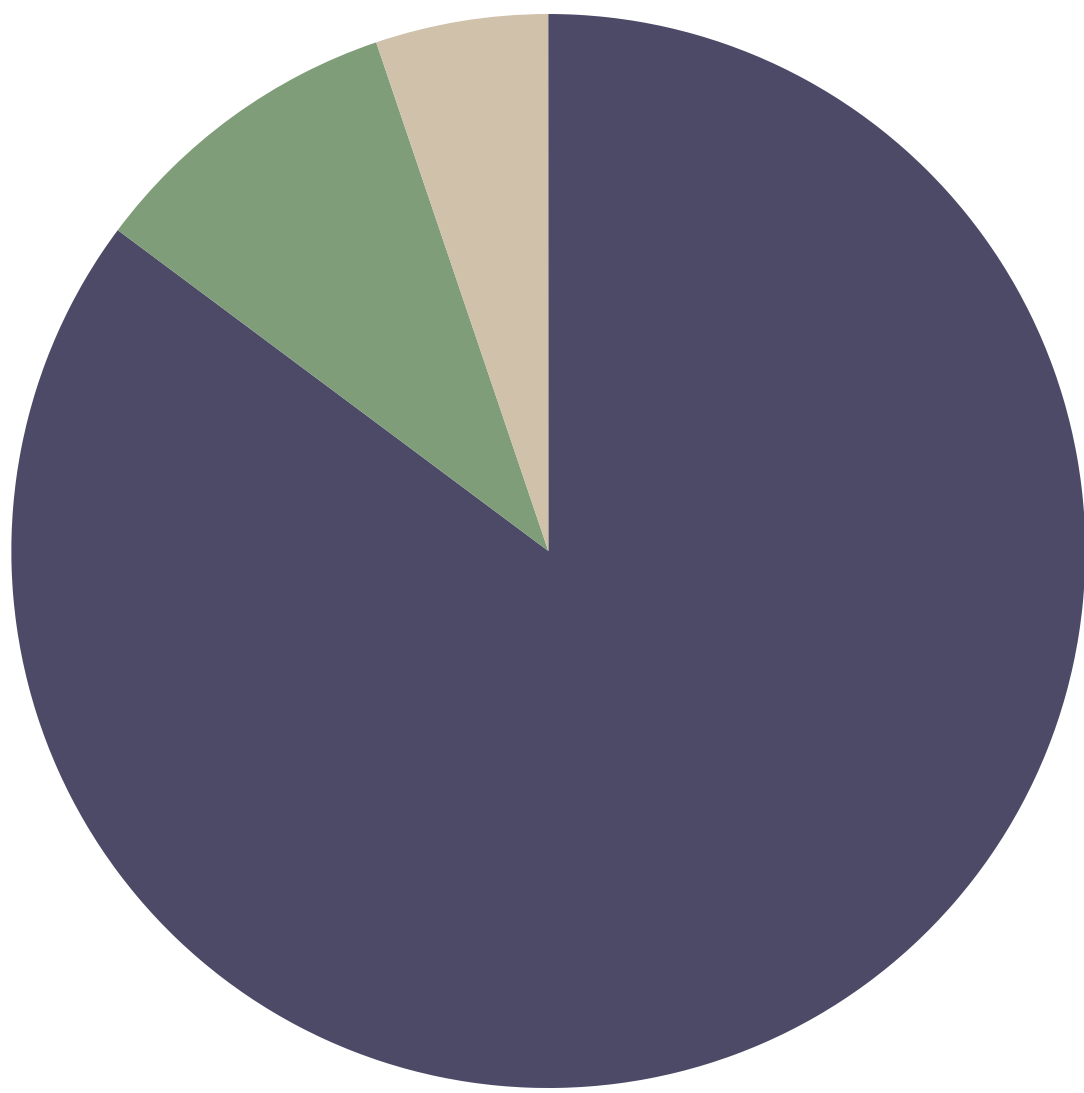
## County Overview

Formed in 1784, Franklin County is one of the fastest growing counties in Pennsylvania, thanks to its abundant recreational and cultural opportunities, centralized location, rural and urban areas, low cost of living and historical past. <sup>1</sup> With a population of approximately 156,000 according to the last census and an estimated current population of nearly 158,000, Franklin County is currently a fourth class county. When the Criminal Justice Advisory Board (CJAB) formed in 1999, Franklin County was a fifth class county, demonstrating the growth the County has experienced in the last few decades. <sup>2</sup>

In 2025, the largest share of Franklin County's total operations budget will be spent on human services, followed by public safety. <sup>3</sup> Out of all the county services provided, 77 cents of every General Fund tax dollar supports services related to crime, courts, and corrections. <sup>4</sup>

Of the overall county funds allocated specifically to the county criminal justice system (crime, courts, and corrections), 85.2% is from the General Fund/Tax Dollars, 9.61% is from fines, charges, contributions and other, and 5.19% is from grants and other state and federal funding (Figure 1). <sup>5</sup>

The Board shall routinely conduct self-assessments to check its performance against objectives set forth in the strategic plan, using indicators it has established.

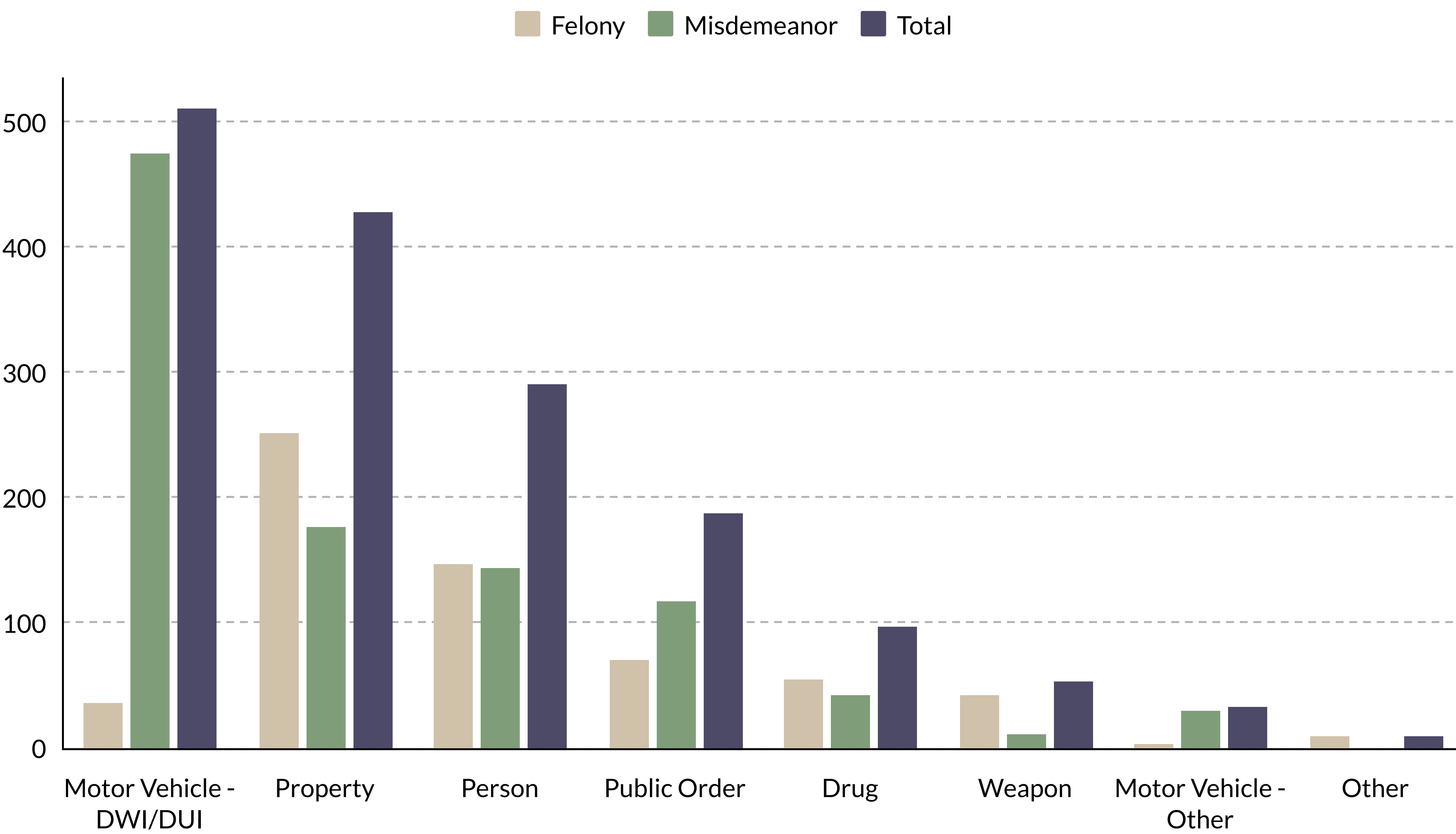


**Figure 1.** County funds allocated to the County Criminal Justice System by category. The General Fund contributes the most to the Criminal Justice System.

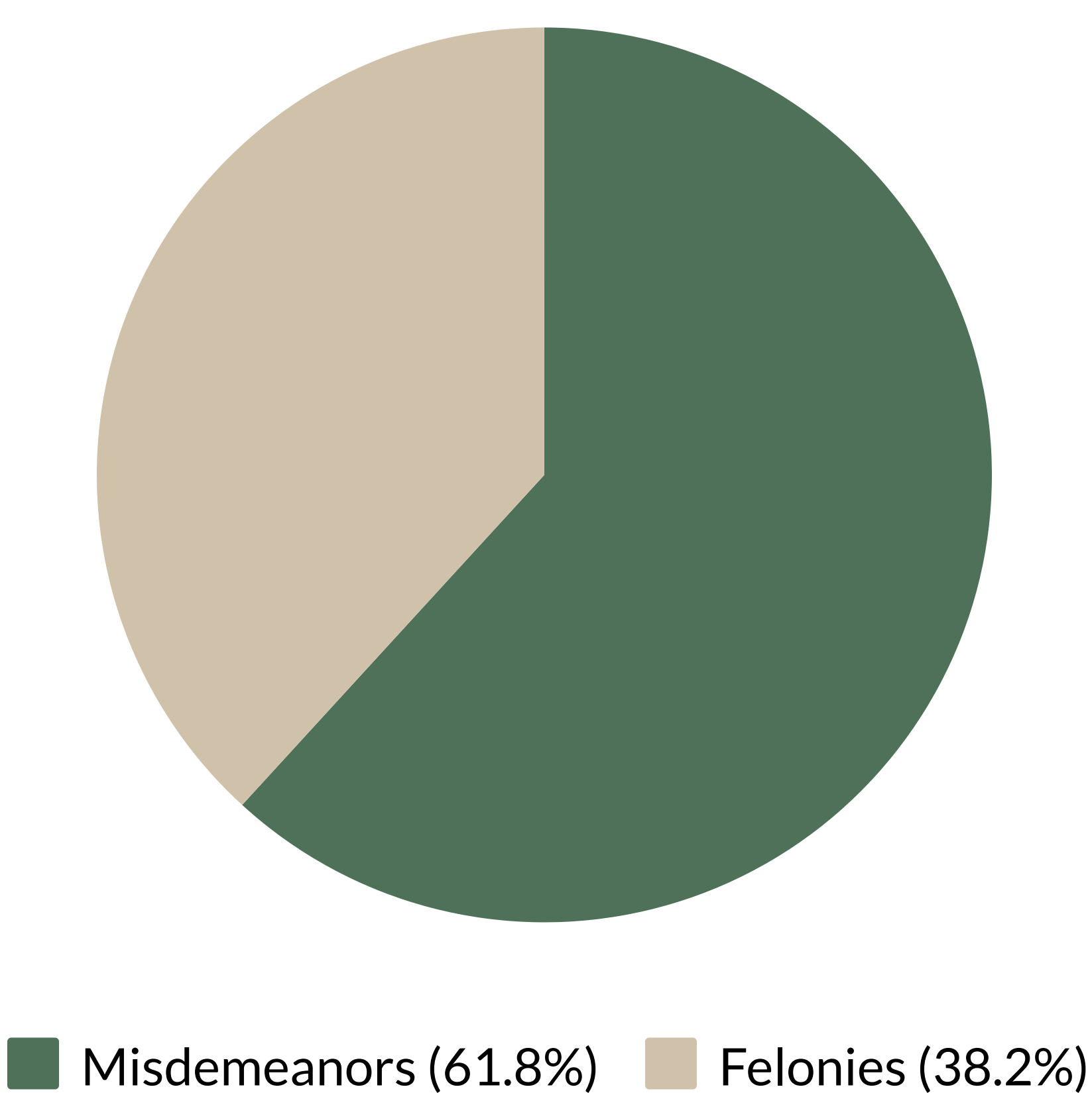
- General Fund/Tax Dollars (85.2%)
- Fines, Charges, Contributions and Other (9.61%)
- Grants, State and Federal Funding (5.19%)

1. Franklincountypa.gov.  
2. CJAB 2005-2008 Strategic Plan.  
3. County of Franklin, PA 2025 Budget in Brief, page 11.  
4. 2025 Budget in Brief, page 15.  
5. Franklin County Fiscal Department 2023 actual data.

The County has five Common Pleas Court Judges and seven Magisterial District Judges. For the most recent set of data collected and analyzed, there were 1,608 new criminal cases filed in Franklin County.<sup>6</sup> The majority of criminal cases by offense were (in order): Motor Vehicle-DWI/DUI; property offenses; and person (Figure 2).<sup>7</sup> Of the new cases, most were misdemeanors.<sup>8</sup> There were a total of 2,359 criminal cases available for processing, of which 1,689 were processed in 2023.<sup>9</sup>



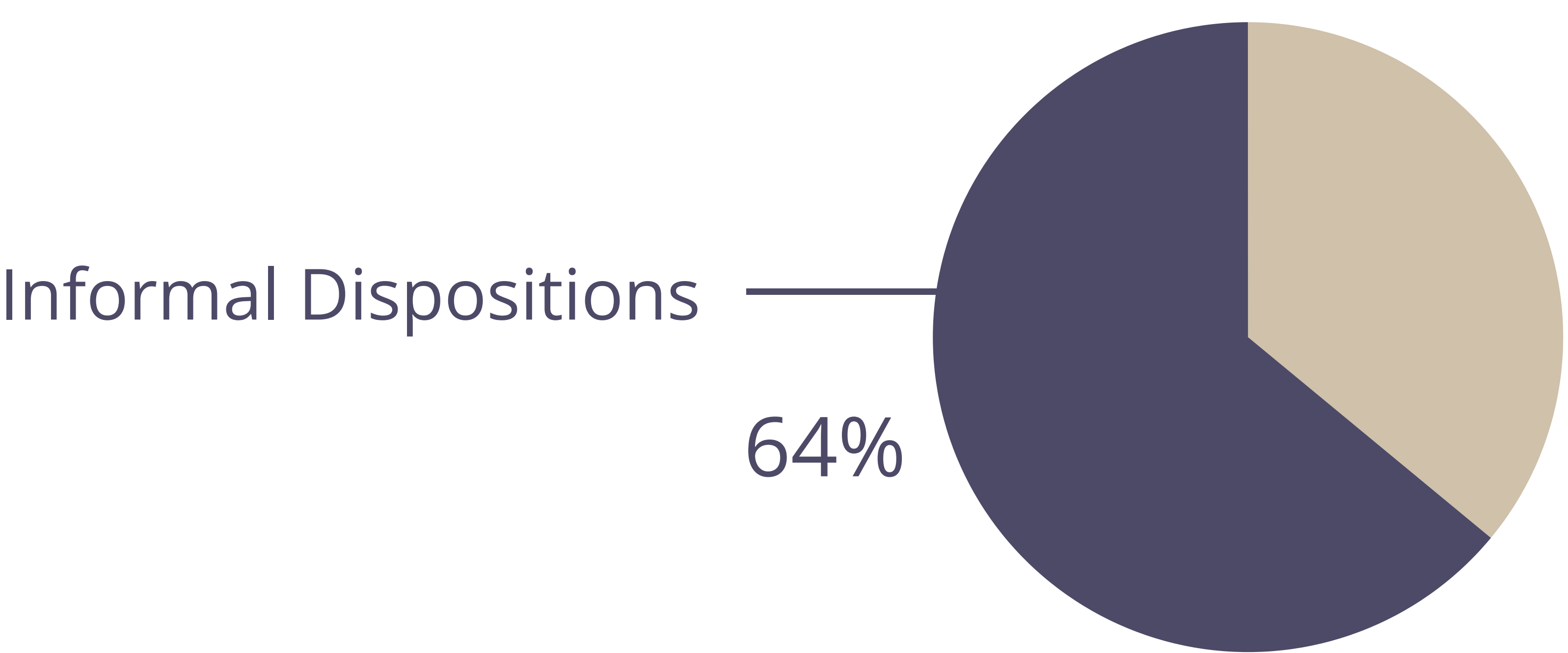
**Figure 2.** Franklin County 2023 Criminal Cases by type. Motor Vehicle-DWI/DUI offenses were the highest misdemeanor during this time period.



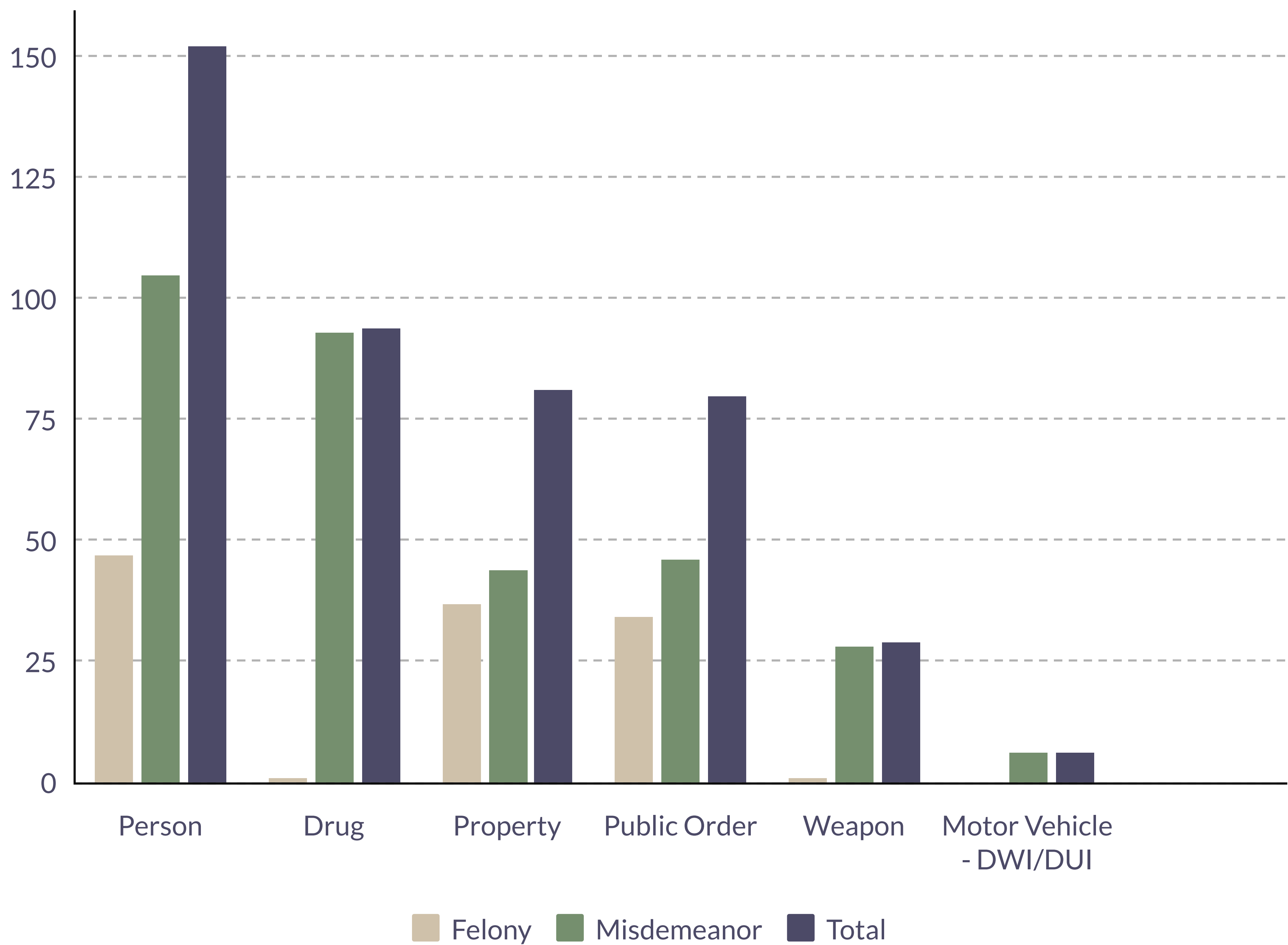
**Figure 3.** Franklin County Criminal Cases. Misdemeanors account for a much larger percentage than felonies in the County.

6. 2023 Court of Common Pleas Caseload Statistics for Franklin County, AOPC, page 1.  
7. AOPC 2023, page 2.  
8. *ibid.*  
9. *ibid*, pg 1. Available for processing includes cases pending from the previous year, new cases for 2023, and cases reopened.

A majority of the juvenile delinquency cases (64%) were informal dispositions (Figure 4).<sup>10</sup> The top new cases by offense type for juvenile delinquency were person, followed by drug, and property, which was nearly tied with public order (Figure 5).<sup>11</sup> There were 442 new juvenile delinquency cases in 2023; 562 were available for disposition, with a total of 404 disposed.<sup>12</sup>



**Figure 4.** Juvenile Delinquency Cases, Formal Vs. Informal Dispositions. Most juvenile cases in the County were informally disposed.



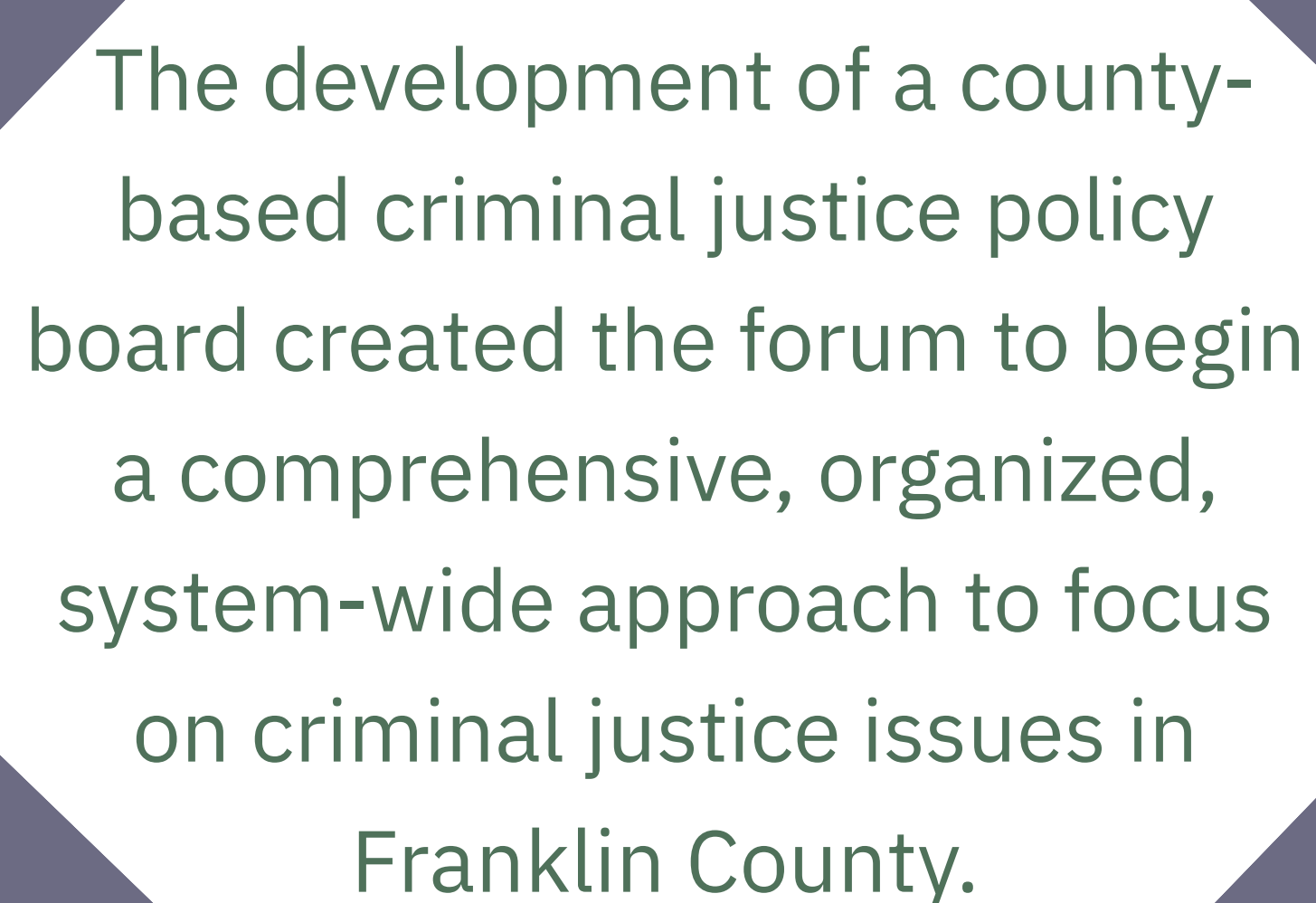
**Figure 5.** New Juvenile Cases by type. Most New Juvenile Cases in 2023 were offenses involving person. Drug offenses were the second highest.

10. *ibid*, page 14.  
11. *ibid*, page 12.  
12. *ibid*, page 11.



## CJAB Background

The PA Commission on Crime & Delinquency (PCCD) encouraged counties to create Criminal Justice Advisory Boards starting in the early 2000s. Prior to this initiative, a forum that joined all of the county criminal justice entities to focus on system needs, and to address those needs, did not exist in Franklin County. The development of a county-based criminal justice policy board created the forum to begin a comprehensive, organized, system-wide approach to focus on criminal justice issues in Franklin County. PCCD promotes the creation of CJABs and espouses the benefits of a CJAB as improved collaboration among criminal justice-involved stakeholders; improved communication and identification of problems, trends, initiatives and programs; making the justice system more accountable and cost-effective; effective allocation of resources; and suitability to receive PCCD funding, among others. In short, PCCD promotes CJABs as “responsible, collaborative, coordinating organizations. Their effectiveness raises public confidence in the justice system—a confidence that can soothe public fears about crime and allay concerns that little can be done about it. CJABs are a sign of good government.”<sup>13</sup>



The development of a county-based criminal justice policy board created the forum to begin a comprehensive, organized, system-wide approach to focus on criminal justice issues in Franklin County.

Franklin County took on this opportunity immediately and was at the forefront of this PCCD initiative, and the Franklin County Criminal Justice Advisory Board was established by a joint effort of the Franklin County Commissioners and the Judges of the Court of Common Pleas of Franklin County, with the assistance of Criminal Justice Associates, consultants in 1999. The first meeting took place in October 2000, and the original CJAB guidelines were adopted on March 16, 2001.

At that time, the chair of the Board was identified as Richard Walsh, Judge of the Court of Common Pleas with the vice chair of the Board identified as Robert Thomas, County Commissioner. The Board approved by consensus the creation of the Executive Committee, consisting of the CJAB chair and vice chair, an At-Large member, and the committee chairs. During the second year of operation, the Executive Committee met to re-evaluate the guidelines to address Board membership and voting rights. The guidelines were adopted as the Franklin County Criminal Justice Advisory Board Bylaws on April 25, 2002. The contract with Criminal Justice Associates ended July 31, 2002.<sup>14</sup> PCCD has subsequently changed the CJAB minimum operating standards in August 2006, and again in February 2013 and November 2015.<sup>15</sup>

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13. Official Website of the Commonwealth of PA, <https://www.pa.gov/agencies/pccd/programs-and-services/criminal-justice/criminal-justice-advisory-boards.html>.

14. Grove, Sara A., “Evaluation of the Franklin County Criminal Justice Advisory Board,” Center for Applied Research and Policy Analysis, Shippensburg University, March 2003.

15. “County Criminal Justice Advisory Boards Minimum Operating Standards,” PCCD, November 10, 2015.

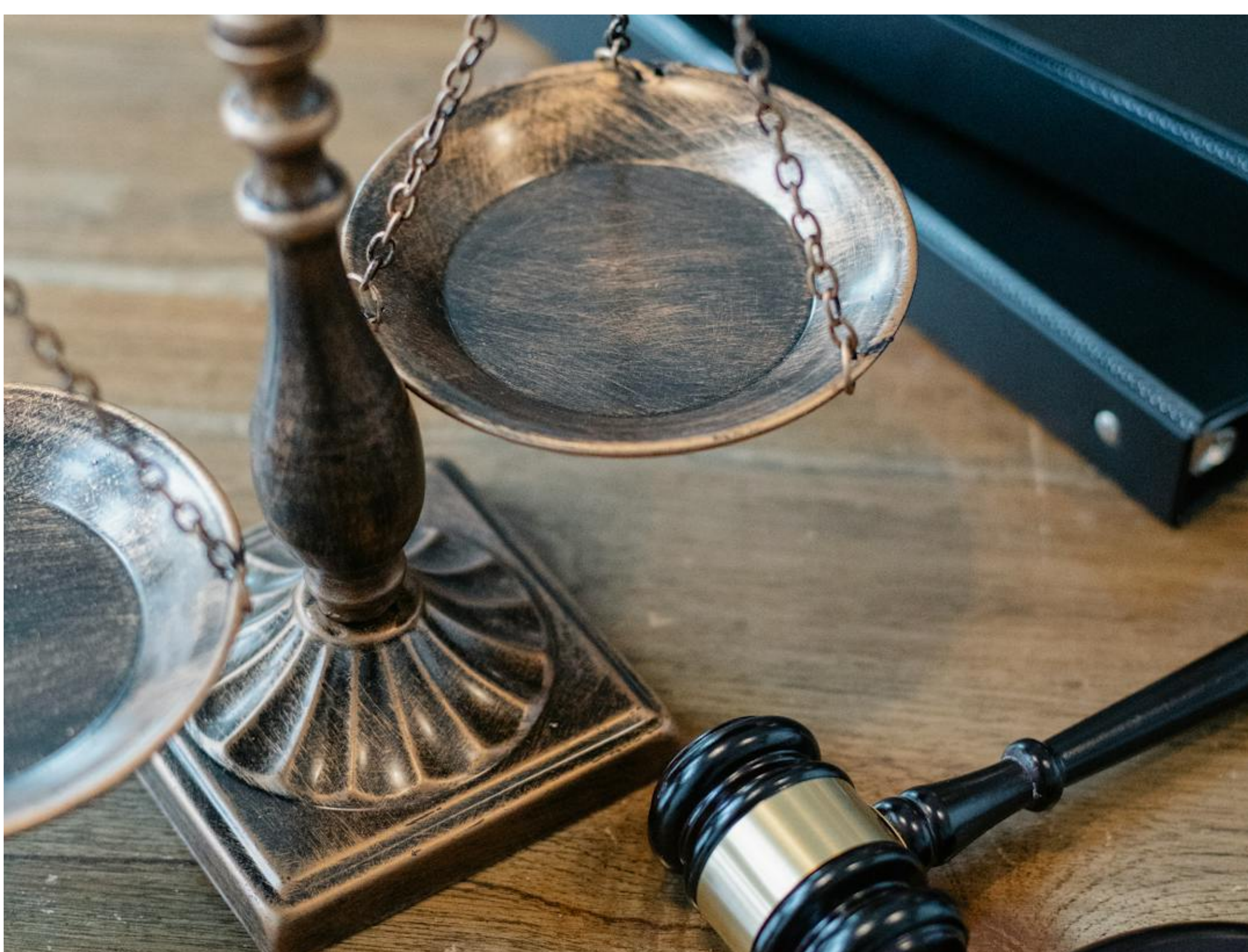


The current strategic plan will accompany and set forth structural changes to membership, the extant CJAB committees, and the priorities and action plans for the next four years.

During the initial meetings of CJAB, participants identified critical issues facing the county's criminal justice system at that time, including Central Booking, technology integration, and personnel retention. The critical issues identified informed the CJAB committees created. In the second year of operation, the CJAB added the Behavioral Health committee from the County's drug and alcohol work group to address behavioral issues on a broader scale. The committees developed over time according to new information gained and the changing needs of the criminal justice community, and the committees continue to adapt and transform according to needs. The Board regularly evaluates its mission, structure, membership, team performance, and other success factors. The current strategic plan will accompany and set forth structural changes to membership, the extant CJAB committees, and the priorities and action plans for the next four years.

## Membership

The Franklin County CJAB is comprised of a diverse and broad-based representation of individuals. See the current Franklin County CJAB Bylaws for a full membership roster.



## Committees

- **Executive**
- **Behavioral Health**
- **Criminal Case Flow**
- **First Contact**
- **Juvenile Justice**
- **Victim Impact**



# Strategic Priorities

Survey feedback on continuing relevance/importance of 2020-2023 priorities confirmed a group consensus to continue all of the 2020-2023 priorities into the new strategic plan. The Franklin County CJAB will incorporate the following existing and new strategic priorities into the 2025-2028 Strategic Plan.

## Public Safety and Crime Prevention

- **Law Enforcement Support** (New Priority)  
Provide resources to law enforcement agencies within the county to support efforts to maintain safety within the community through training and policing best practices.
- **Develop, implement and evaluate youth-focused prevention programs**  
This includes prevention strategies for youth, families of incarcerated individuals, and collaboration with services outside the criminal justice system such as housing, employment and education.
- **Develop, implement and evaluate early interventions; crime prevention programs**  
This entails intervening early with youth at-risk for delinquent or criminal behavior, including changing behavior, changing mindsets and improving resiliency of the youth.
- **Provide effective recidivism prevention and reentry services**  
This priority entails bringing together criminal justice, human services and community partners to assure a system of supervision which assures a safe and successful transition from jail to life in the community.
- **Continue the balance of treatment and punishment approaches throughout our work**  
This includes strengthening the partnerships with Mental Health and Drug and Alcohol Programs to bring more resources to those in the criminal justice system – before, during, and after incarceration.
- **Provide services and support to victims**  
This entails a commitment to assuring restoration, restitution, and support available to victims.
- **Strengthen existing diversion programs**  
This objective entails looking at already existing programs (Get Back Up, Mental Health Co- Responder) and bringing even more resources to bear.
- **Implement effective recidivism prevention**  
This priority entails bringing together criminal justice, human services and community partners to assure a system of care which assures for a safe and successful transition from criminal court to the community.
- **Enhance Social Services support** (New Priority)  
Social Services are designed to help people improve their well-being by addressing social determinants of health, which are the nonmedical factors in a person’s social, economic, and physical environment that influence a person’s health outcomes. These factors may cause barriers to social determinants of health necessities that interfere with daily functioning. Necessities include social determinants of health access, including, but not limited to food, shelter, medical, dental, mental and behavioral health, clothing, transportation, utilities, education, employment, and other daily survival activities. Enhanced social services support entails individual departments or programs providing education, guidance, advocacy, accompaniment, case management, person-centered counseling, options and referrals, and advocating for new and expanded services not currently offered.



## Adjudication and Judgement

- **Support resources for timely adjudication**

This entails supporting resources for the timely processing of criminal cases, including the resources for the courts, prosecutors, defense counsel and probation and parole offices so that those convicted of crime are not delayed in receiving essential incarceration, supervision and efforts to reduce future recidivism.

## Justice Reinvestment

- **Enhance pretrial services**

This requires the careful scrutiny of evaluative tools that provide information regarding risk factors to make crucial bail and diversion decisions, within the framework of the rules and statutes that govern bail making by issuing authorities and the judiciary.

- **Strengthen data-driven decision making**

This priority refers to the collection, synthesis and analysis of data regarding those arrested the convicted and those on supervision. The data will be analyzed with an effort to identify trends and ways to achieve the goals and priorities of the CJAB board. Key indicators and other measures will be identified and collection systems will be established with a goal of providing key stakeholders in the criminal justice system with valid and reliable data to inform decisions regarding the disposition and supervision of criminal offenders.

- **Research and respond to drug and alcohol issues in Franklin County**

Given the continued high rate of DUI arrests and convictions, this priority requires analysis of the causes and the development of appropriate prevention and treatment options. Government and non-government offices and agencies will work to find possible solutions to reduce the number of DUI offenders and target recidivism to create a safer community.

- **Technology integration and effects within CJAB** (New Priority)

Recognizing that this new priority best aligns with the relevant work and discussions occurring within the Case Flow Committee ~ Addressing concerns involving technology integration and effects within CJAB will include inviting representatives to Case Flow as topics necessitates discussion. A cross collaboration approach with stakeholders will provide a platform to address issues with the goal of identifying and incorporating solutions that involve technology.

- **Evidence-Based Practices (EBPs)** (New Priority)

This includes the application of current social science and criminal justice research that is founded on the best empirical data available to guide policy and inform programming and practices at all criminal justice intercepts as pertains to that intercept. EBPs are definable, measurable, and are effective at reducing recidivism. Examples include trauma informed care, harm reduction, risk assessment, cognitive behavioral interventions (Moral Reconciliation Therapy, Moving Forward, Trauma Affected Regulation: Guide and Education Therapy), treatment courts and other alternative courts, and other diversion programs. We aim to apply the most current EBPs and expand upon established EBPs, with a particular current focus on Systematic Trauma Informed Care along all intercepts. In addition to EBP implementation, criminal justice stakeholders should also focus on quality assurance for implementation as it is essential to ensure interventions are delivered effectively and consistently, maximizing their intended outcomes.

- **Research and develop strategies for diverse populations in the criminal justice system**

This includes looking at the unique needs of various populations within the criminal justice system and developing services to address them while being mindful that all individuals are assured equal protection under the law.



- **Research and access to funding opportunities** (New Priority)

The CJAB aims for funding flexibility in the approach to seeking and applying for grants. Locating funding opportunities is a collaborative effort between Grants Management and CJAB members. CJAB members will collaborate and engage with Grants Management to ensure funding requests meet the needs and the strategic plan priorities of the CJAB. Grants Management is available to assist the CJAB with researching, developing, and managing successful grants. Notices of grant opportunities are sent via e-mail directly to CJAB members.

## **Criminal Justice System-Wide**

- **Strengthen collaboration and understanding of CJAB by both external and internal stakeholders**

An ongoing challenge, there is agreement that a plan for both external and internal communication should be developed and implemented.

Following is the Franklin County CJAB 2025-2028 Strategic Plan Chart detailing how each subcommittee will address the strategic priorities with specific objectives and action steps.





## Franklin County CJAB 2025 - 2028 Strategic Plan Chart

### Priorities and Committees' Objectives and Action Steps

COMMITTEES	PRIORITIES	OBJECTIVES	ACTION STEPS
All Committees	Strengthen collaboration and understanding of CJAB by both external and internal stakeholders	Identify key committee members and other stakeholders for each committee	All committees review their current meeting invite list, reach out to those on the list for level of interest and engagement, invite new stakeholders, update the lists, and provide the list to the CJAB staff.
All Committees	Research and develop strategies for diverse populations in the criminal justice system	Diversity	Define what we mean by diversity.  Evaluate the need for a Diversity, Equity and Inclusion component or committee.  Enhance translation services.
All Committees	Strengthen collaboration and understanding of CJAB by both external and internal stakeholders	Education and outreach about CJAB to the community	Retaining and recruiting a current and future CJAB workforce.  Identification and outreach to school and education partners in the area.  Reach out to schools via programming or other events about Criminal Justice (CJ) job opportunities.  Illuminate avenues to CJ-related work.  Connect with the community regarding what the CJAB is and does.
All Committees Grant Staff	Research and access to funding opportunities	Focus on grant funding and innovation/finding flexibility with available opportunities	Research grant and other funding opportunities; Specialty courts establishment/operation (veterans' and mental health courts) Human Services Mobile support Response System Youth Independent Living Program.
All Committees Executive	Strengthen collaboration and understanding of CJAB by both external and internal stakeholders	Educate each other in CJAB	To be determined by each committee on ways to lower barriers, and have a better understanding on all subcommittees' relation to CJAB; avoiding acronyms and feeling free to make suggestions regardless of titles; knowing who to contact for specific resources; cross-committee attendance.  Executive Committee will schedule CJAB presentations based on full CJAB vote.
Executive	Strengthen collaboration and understanding of CJAB by both external and internal stakeholders	Ensure connection and engagement of Franklin Together Reentry Coalition	Meet with the FT Board of Directors in the first quarter of 2025.
Executive	Strengthen collaboration and understanding of CJAB by both external and internal stakeholders	Review and update bylaws and membership	Identify concerns with 2017 bylaws. Make initial edits and invite recommendations by the Executive Committee. Review the recommendations with the full CJAB, incorporate further suggestions. Vote on the adoption of the new bylaws.
Executive	Strengthen collaboration and understanding of CJAB by both external and internal stakeholders	Engage local law enforcement (LE) and police departments in the CJAB	Executive committee reviews which subcommittees are contacting which police departments/personnel, and works to eliminate overlap and improve efficiency in inviting and working with police departments. Afterward, record who, how, when PDs are being contacted and involved and provide the record to CJAB staff.  Participating in police chief's meetings and reporting to larger CJAB; DA Brink is currently attending.  Acknowledge LE during LE Appreciation Week.



COMMITTEES	PRIORITIES	OBJECTIVES	ACTION STEPS
<b>Behavioral Health</b>	Enhance social services support	Expand Franklin County's professional response to all behavioral health needs	Establish a mobile support response system for the community.  Update the Sequential Intercept Model (SIM).
<b>Behavioral Health</b>	Enhance social services support  Data-based decision making	Expand Franklin County's professional response to all behavioral health needs	Begin to determine, isolate, and capture data related to root causes of CJ involvement (Social Determinants of Health (SDOH) needs in the community.)  Research, discuss, and begin to expand additional accessibility to BH services within the County.  Capturing data including better tracking and sharing of manageable Behavioral Health (BH) outcomes and measures across Franklin County justice, health, and BH sectors.
<b>Behavioral Health</b>	Provide effective recidivism prevention and reentry services  Research and respond to drug and alcohol issues in Franklin County	Expand Franklin County's professional response to all behavioral health needs	Begin discussions with the Franklin County Jail to target individuals in need of transitional supports or alternative programming.  Expand and provide additional MH and D&A services in the jail with ongoing step down and transitional supports; improve connection and information dispersing of services available to reentrants.  Implement housing initiatives to expand access/affordability to safe housing in the county.
<b>Behavioral Health</b> <b>First Contact</b>	Strengthen collaboration and understanding of CJAB by both external and internal stakeholders Incorporate the balance of treatment and punishment approaches throughout our work Strengthen data-driven decision making Evidence-based practices	Determine need for additional specialty courts, i.e. veterans' and mental health	Research and explore, through discussions and stakeholder meetings, the need for both veterans' and mental health specialty courts within the County.  Study data, statistics, and other metric tools to find patterns and evidence of support for establishing these courts.  Research grant and other funding opportunities to assist with paying for these programs.  Schedule meetings and presentations with key decision makers to obtain support and buy-in necessary for approval.
<b>Behavioral Health</b> <b>First Contact</b> <b>Juvenile Justice</b>	Develop, implement and evaluate early interventions; crime prevention programs Incorporate the balance of treatment and punishment approaches throughout our work Evidence-based practices; Systematic Trauma Informed Care  Enhance social services support	Review crisis care and mental health programs	Assess crisis care and mental health programs for individuals in frequent contact with LE who do not exhibit criminal behavior. Enhance crisis model services to lessen the burden that these types of individuals have on the LE community. Continue to meet with crisis representatives from WellSpan to express LE frustrations with some 302 commits. (BH and FC)  Juvenile Justice is working with FC Mental Health to secure a CIT worker between the Juvenile Justice Department and the Adult Probation Department to help alleviate some of the crisis incidents related to MH concerns
<b>Behavioral Health</b> <b>First Contact</b>	Develop, implement and evaluate early interventions; crime prevention programs	Continued support of CIT program	Continued training of the CIT program for each discipline. (BH)  Access the effectiveness and impact of the co-responder program and communicate to CJAB the bi-monthly updates from the program. (FC)
<b>Behavioral Health</b> <b>First Contact</b>	Enhance social services support  Strengthen collaboration and understanding of CJAB by both external and internal stakeholders	Maintain and streamline the availability of social services to LE agencies	First Contact should meet with BH to review their progress in this area. Over the years, First Contact has evaluated social services programs and updated contact information for agencies after hours such as MH, C&Y, and Aging.
<b>Behavioral Health</b> <b>First Contact</b>	Research and respond to drug and alcohol issues in Franklin County	Create crime prevention programs, especially a DUI prevention program	First Contact will evaluate prevention strategies such as educational campaigns and LE prevention efforts.



COMMITTEES	PRIORITIES	OBJECTIVES	ACTION STEPS
<b>Behavioral Health Juvenile Justice</b>	Develop, implement and evaluate youth-focused prevention programs	School prevention programs	Per CJAB survey responses: Bullying prevention programs in schools; Mental health supports in schools.
<b>Case Flow</b>	Strengthen data-driven decision making Support resources for timely adjudication	Data collection and data analysis of court records	Collect, analyze, and share data relevant to processes, case types, event tracking, and initiatives.
<b>Case Flow</b>	Enhance pretrial services	Enhance court procedures	Define what needs to be enhanced.
<b>Case Flow</b>	Technology integration and effects within CJAB	Address relevant court technology concerns	Invite subcommittee members such as IT, Clerk of Courts, Archives, to relevant Case Flow meetings.
<b>First Contact</b>	Law enforcement support	Provide resources to LE agencies within the County	Provide training and policing best practices to local law enforcement.
<b>First Contact</b>	Enhance pretrial services	Enhance pretrial services and supervision	Placing co-responders in the Courts.  Develop and implement a standard risk-needs assessment to assist MDJs and judges in setting bail amounts and conditions. This includes determining eligibility for pretrial release.  Look at those who are statistically low risk and afforded the opportunity of pretrial supervision. We have identified the Ohio Risk Assessment System (ORAS) risk-needs assessment but need to develop a plan to make sure individuals are assessed prior to their preliminary hearing, perhaps at Booking.
<b>First Contact</b>	Strengthen existing diversion programs	Assess diversionary programs	Evaluate existing diversionary programs, including "Get Back Up," and co-responder efforts, to enhance their effectiveness. We learned the program is still operational. We would like to increase the participation numbers which may entail rebranding and grassroots effort to spread awareness to LE agencies.
<b>Juvenile Justice</b>	Develop, implement and evaluate youth-focused prevention programs	Work with private provider or Juvenile Probation to establish an independent living program in Franklin County	Explore budgetary options.  Identify possible service providers (private partners or Juvenile Probation Department).  Explore curricula for service delivery.
<b>Victim Impact</b>	Provide services and support to victims	Improve victim contact with District Attorney's Office from time of arrest through case disposition	Discuss with each police department implementing a process to share victim contact information sooner with the DA's Office.  Establish internal DA's Office policy/procedure regarding victim contact during a case.  Set up procedure to track victim contact with DA's Office.
<b>Victim Impact</b>	Provide services and support to victims	Update Victim Impact Statement	Review current Victim Impact Statement.  Meet with stakeholders to discuss appropriate revisions.  Draft updated Victim Impact Statement based upon stakeholder input.
<b>Victim Impact</b>	Provide services and supports to victims	Reestablish Victim Impact Panels at Franklin County Jail (FCJ)	Contact officials to discuss request to reestablish Victim Impact Panels at FCJ.  Identify speakers for the victim impact panel through the Office of Victim Advocate.  Set up dates to hold victim impact panels.



# CJAB Meeting Schedule

## 2025-2028

February 27, 2025

April 24, 2025

June 26, 2025

August 28, 2025

October 23, 2025

December 18, 2025

February 26, 2026

April 23, 2026

June 25, 2026

August 27, 2026

October 22, 2026

December 17, 2026

February 25, 2027

April 22, 2027

June 24, 2027

August 26, 2027

October 28, 2027

December 16, 2027

February 24, 2028

April 27, 2028

June 22, 2028

August 24, 2028

October 26, 2028

December 14, 2028

CJAB meets bi-monthly on the fourth Thursday of the month, except the month of December when the meeting may be held on the second Thursday.