



JUVENILE JUSTICE CRIME PREVENTION ACT AND YOUTHFUL OFFENDER BLOCK GRANT

MARCH 2021



BOARD OF STATE & COMMUNITY CORRECTIONS
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**Juvenile Justice Crime Prevention Act
and
Youthful Offender Block Grant**

***Annual Report to the Legislature
March 2021***

**Board of State and Community Corrections
2590 Venture Oaks Way, Suite 200
Sacramento, CA 95833
<http://www.bscc.ca.gov>**

EXECUTIVE SUMMARY

The following is the fourth annual report of the combined Juvenile Justice Crime Prevention Act (JJCPA) and the Youthful Offender Block Grant (YOBG) programs. The JJCPA-YOBG allotted \$333,940,473 in Fiscal Year 2019-20, to the counties to provide programs and services for system-involved youth, or those at risk. This report is mandated by Government Code section 30061 and Welfare and Institutions Code (WIC) section 1961, as established by Assembly Bill 1998 (Chapter 880, Stats. 2016).

California counties are required to submit to the BSCC annual reports on local spending that provide specific data elements such as juvenile court disposition, new petitions (juveniles not previously supervised), wardship placements and demographic data. The county reports also identify how JJCPA and YOBG funds were spent on programmatic, therapeutic and intervention efforts in the preceding fiscal year.

These formula-based funding streams assist California counties in providing youth services, and the reports submitted to the BSCC are designed to show that counties have implemented their own locally relevant programs for youth who are at-risk and/or previously would have been under state custody and oversight. In fiscal year 2019 and 2020, all 58 counties submitted their annual plans which may be found here: [2020-21 County JJCPA-YOBG Plans](#).

ANNUAL PLANS

By May 1 of each year, counties are required to submit their annual plans for JJCPA and YOBG spending to the BSCC. These plans describe all programs, placements, strategies, services, and system enhancements that will be supported with JJCPA and/or YOBG funds in the upcoming fiscal year.

In the year 2020, the BSCC added a new section for comprehensive plan revisions. Counties were asked how their plans were updated for the previous year and if the plan was not updated, to indicate why. Most counties responded that they will continue with their plans from previous years as their existing plans continue to be beneficial to the youth they serve.

The BSCC also updated the annual plan template to include a question that asked whether an established Juvenile Justice Council (JJCC) (Welf. & Inst. Code, § 749.22) existed, and to provide a timeline to indicate when council vacancies would be filled.

The 2020 reporting of the annual plans were impacted by the COVID-19 pandemic, and it proved difficult to have JJCCs meet to complete the plans by May 1, 2020. Governor Newsom signed [Executive Order N-29-20](#), which allowed for local bodies subject to the Brown Act to convene by conference call or video call, provided that the notice, agenda, and public access requirements set forth in the Executive Order are met. The executive

order allowed a 30-day extension of the annual report. By May 31, 2020, all 58 counties had submitted their annual plans.

BSCC staff reviewed each county's submission for missing data and information and requested additional information as needed. Several counties, ranging in size from small, medium, to large are highlighted below to provide examples of the diverse uses of the JJCPA-YOBG funding.

Modoc

Modoc county probation department took a collaborative approach to work with community-based organizations (CBO) and other county agencies to provide services to at-risk youth. Modoc teamed up with several local police departments, behavioral and social services, multiple school districts, courts, and CBOs as T.E.A.C.H, local tribes, and families to wrap-around those in care. The county serves youth from 18 to 23 years old.

Modoc developed a collaborative court steering committee to review and develop programs as appropriate. Youth who have been detained, released and who continue to be at-risk are referred to the Juvenile Delinquency Prevention and Treatment Court. Should the youth's delinquent behavior continue, every effort is made to find appropriate local foster care and programming needs. If nothing can be located to fit the youth's needs and address their risks, the probation officer will then look out of the area in a joint effort.

Del Norte

Del Norte County's juvenile justice action strategy is to provide best-practice interventions for at-risk youth at every level of their interaction with the justice system. The Del Norte County Probation Department utilizes the Juvenile Assessment and Intervention System (JAIS) as a part of our standard supervision practices. The JAIS system focuses on one-on-one interview with youth and develops evidence-based programs to meet the youth's needs. Del Norte provides institutional case plans with cognitive behavioral strategies, school credit recovery, and GED testing.

The county has been using Remi Vista, a program that provides therapists trained in parent-child interaction therapy, trauma-focused cognitive behavior therapy, and motivational interviewing. These programs have allowed for continued treatment of youth in and out of custody.

Sacramento

The Sacramento County Juvenile Justice System continues to place a strong emphasis on the principles of risk-need-responsivity to address juvenile crime and delinquency. From the first point of entry into the juvenile justice system, efforts to divert youth from the system and preserve the family are a priority. Targeted strategies place emphasis on prevention and early intervention, child and family focus and teaming, a cross-systems approach to programs and service delivery, collaboration and trauma-informed care.

Sacramento is using beneficial programs, including trauma-informed care, justice league intramural sports, an alternatives-to-violence curriculum that links law enforcement, community organizations, and public health to reduce minority youth violence in and out of custody.

Programs such as skills training and enrichment or STEP use a multidisciplinary, skill-building approach to encourage pro-social behavior among youth in their social interactions. The Northern California Construction Training program provides participants with the opportunity to develop vocational skills and obtain work experience to help gain and retain employment within the community.



There is a continued decline in the population of youth served, and Sacramento uses a validated risk-needs assessment tool to drive individual case planning and the many programs that provide services to high-risk, high-need youth.

Fresno

Fresno County, one of the most populous counties in the Central Valley, is using several programs to work with high-risk high-need youth as well.

School-based programs, in partnership with the juvenile probation departments and local schools, have shown promise. The program efforts focus on youth under supervision of the court. This program collaborates with officers, youth, and families within the community. The program hopes to reduce entry into the justice system, arrest, incarceration and violation of probation incidences and increase successful completion of probation.

The services provided with JJCPA funds coordinate with the YOBG by enabling Fresno County Probation to provide a wide range of needed services ranging from intervention to intensive supervision services using evidence-based practices.

Fresno has developed intensive probation supervision that provides for juvenile offenders with high numbers of needs based on an evidenced-based needs assessment and who are considered to be at high risk of recidivism.

The county is also using CBOs to carry out the truancy intervention program (TIP). The TIP is a partnership between the Fresno County Probation Department, Fresno County Superintendent of Schools, Violent Heintz Educational Academy, and 10 school districts.

The program is designed to assist with school attendance, to decrease truancy, and to increase learning opportunities. Success of the program is measured by the average daily attendance levels within the School Districts participating in TIP. Chronic truancy with the intervention of legal actions against the parents and/or the youth.

Each district has showed improvement in average daily attendance, which has allowed each district to recover additional funding resources.

Los Angeles

Los Angeles county has developed the Comprehensive Multi-Agency Juvenile Justice Plan (CMJJP), which includes programs and services to provide youth with prevention and intervention strategies that target high-risk neighborhoods. The principles adopted by the JJCC for the CMJJP included a comprehensive strategic framework focused on greater inter-agency collaboration, resources, and systemic changes to prevent additional trauma, reduce risk factors, and increase protective factors by connecting families, youth, and children to supportive systems within their communities.

The county is using a continuum-based funding strategy. The intervention, focused prevention and early interventions, diversion intervention to community-based services, intervention such as community supervision, and in-custody support to reenter their homes and communities.

During FY 2019-2020 the juvenile crime in Los Angeles county plateaued. Arrests decreased by 2.4 percent overall in comparison to 2018 and by 19 percent since 2017. Decreases in arrests were observed across genders and racial/ethnic groups, though Black/African American youth had a somewhat lower decrease in arrests compared to other groups. The juvenile arrest rate per 100,000 juveniles in Los Angeles County also continued to fall in 2019, focusing on youth age 11-17, the continuation of a trend that has been observed since 2010.

Programs and services outlined in the County of Los Angeles' CMJJP might have contributed to the overall decrease, which reflects a continued trend downward over the last several years. The JJCC continued its efforts to annually enhance and further align the CMJJP with the needs of the youth of Los Angeles County.

San Bernardino

Much like Los Angeles and many other counties, San Bernardino has also seen a decrease from previous years in youth arrests for felonies, misdemeanors, and status offenses. San Bernardino sought to increase programming and interventions using evidence-based and holistic practices to the youth's environment.

San Bernardino is collaborating with other agencies, including the district attorney, the public defender, county and city law enforcement agencies, the court, Department of

Behavioral Health, Children and Family Services, County Superintendent of Schools and city school districts, community based and faith-based organizations.

Youth can access resources and attend evidence-based and best-practice programming that promote cultural competency that are community and culturally oriented, and gender specific programs. Some of the programs include the school probation officer program designed to reduce delinquent behavior on campus and provide intervention, prevention, and rehabilitative services to youth in need.

San Bernardino created day reporting centers (DRC) which provide specialized services, programming, and activities to youth up to age 17. The DRC provides classes such as anger management, drug and alcohol, truancy, gang involvement, cognitive life skills, graffiti, shoplifting, traffic safety, job skills, victim awareness, boy's council, and girl's circle and many more. These classes use the National Curriculum and Training Institute (NCTI), which is cognitively designed, evidence-based, and research proven. It has also been demonstrated to be effective in changing behavior and reducing recidivism rates.

Kings

Kings County has implemented evidence-based programming over the last few years to include formal cognitive behavioral therapy to address the risks and needs of youthful offenders.

Kings County is collaborating with probation, the department of education, and the health services agency to develop work plans to identify gaps in services in the community. Over the previous years, Kings has implemented evidence-based programming that has proven effective in reducing recidivism.

As the trend with most California counties, Kings has experienced a steady drop in juvenile crime rates, and this has led to a decrease in the number of youths supervised. Kings uses a therapist dedicated to the youth population, which has proven effective. With the lower number of participants, Kings youth are able to access mental health services quickly and effectively. The availability of these services has improved participation and has increased completion of treatment over the last year.

Kings is using the Positive Achievement Change Tool to assess the risks and needs of the youth they serve. With the information from the risk assessment tool the county is working with community partners to address gaps in services. The continuum of services provided by the county include prevention and early intervention, counseling, informal probation, deferred entry of judgment, formal probation, probation supervision, court-ordered programming, detention, and evidence-based programs such as Forward Thinking and A.R.T.

YEAR-END EXPENDITURE & OUTCOME REPORTS

On October 1 of each year counties must submit to the BSCC combined annual year-end reports for JJCPA and YOBG. Annual year-end reports describe programs, placements, services, strategies and system enhancements that were funded during the preceding fiscal year. Reports include line-item budget detail. These reports also include countywide figures for specified juvenile justice data elements that are readily available in existing statewide juvenile justice data systems.

Counties also provide written summaries, or an analysis of how grant-funded programs have or might have contributed to, or influenced, the countywide data that is reported. These reporting requirements direct counties to report data on their entire juvenile justice population and to describe how their use of JJCPA and YOBG funds has, or may have, impacted the trends seen in that data. *(See the heading: Analysis of Countywide Trend Data)*

All Year-end Expenditure & Outcome Reports must be posted on the BSCC website, which can be viewed here: [JJCPA-YOBG Expenditure and Data Reports](#).

BRIEF HISTORY OF THE JUVENILE JUSTICE CRIME PREVENTION ACT

The JJCPA was created by the Crime Prevention Act of 2000 (Chapter 353) to provide a stable funding source for local juvenile justice programs aimed at curbing crime and delinquency among at-risk youth and juvenile offenders. ([See Gov. Code, § 30061, subd. \(b\)\(4\).](#))

JJCPA funds are available to address a continuum of responses including prevention, intervention, supervision, and incarceration. State law requires that JJCPA-funded programs be modeled on strategies that have demonstrated effectiveness in curbing juvenile delinquency. Beyond that, counties have broad discretion in how they use JJCPA funds to support and enhance their juvenile justice systems.

To encourage coordination and collaboration among the various local agencies serving at-risk youth and young offenders, JJCPA requires a county Juvenile Justice Coordinating Council (JJCC) to develop and modify the county's juvenile justice plan. The JJCC is chaired by the county's chief probation officer and its members include representatives of law enforcement and criminal justice agencies, the Board of Supervisors, social services, education, mental health, and community-based organizations. The JJCC is required to meet at least annually to review and update the county juvenile justice plan.

JJCPA relies on a partnership between the state, local agencies and stakeholders. Local officials and stakeholders determine where to direct resources through an interagency planning process. The State Controller's Office distributes the appropriated JJCPA funds to counties based on population. Local agencies and community-based organizations deliver programs and services. This partnership acknowledges the value the state places

on local discretion and multiagency collaboration in addressing the problem of juvenile crime in California's communities.

In Fiscal Year (FY) 2019-2020, the statewide base allocation of JJCPA funds was \$107,100,000. An additional \$59,919,901 was allocated in FY 2019-20 based on revenue growth that occurred in FY 2018-19. Consequently, the total amount of funds available to counties through the JJCPA program in FY 2018-19 was \$167 million.

BRIEF HISTORY OF THE YOUTHFUL OFFENDER BLOCK GRANT PROGRAM

The YOBG Program was established in 2007 by SB 81 (Chapter 175) and was amended in 2009 by SBX4 13 (Chapter 22, Fourth Extraordinary Session). In 2016, further amendments were made by AB 1998. (See [Welf. & Inst. Code, §§ 1950 et seq.](#))

The YOBG program, sometimes known as "juvenile realignment," realigned certain youth in California's juvenile justice population from state to county control. YOBG provisions prohibit counties from sending certain lower level offenders to the California Department of Corrections and Rehabilitation, Division of Juvenile Justice (DJJ). Youth who are no longer eligible for DJJ commitment are those who commit an offense that is not listed in Welfare and Institutions Code section 707, subdivision (b) and is not a sex offense as set forth in Penal Code section 290.008, subdivision (c). YOBG supports the concept that public safety is enhanced by keeping juvenile offenders close to their families and communities.

As provided by statute, *"allocations from the Youthful Offender Block Grant Fund shall be used to enhance the capacity of county probation, mental health, drug and alcohol, and other county departments to provide appropriate rehabilitative and supervision services to youthful offenders subject [to the provisions of SB 81]."* Within these general guidelines, counties have flexibility in how they use YOBG funds and counties use this flexibility to tailor YOBG-funded programs that fit local needs and priorities.

In recognition of the increased county responsibility for supervising and rehabilitating realigned youthful offenders, the state provides annual funding to counties through the YOBG program. In FY 2019-2020, statewide YOBG funding was \$160,021,081. An additional \$6,899,491 was allocated in FY 2019-20 based on revenue growth that occurred in FY 2018-19. Consequently, the total amount of funds available to counties through the YOBG program in FY 2019-20 was \$167 million.

FIDUCIARY RESPONSIBILITY FOR JJCPA-YOBG

There is no competitive aspect to JJCPA or YOBG funding; each county receives an annual allocation based on the formulas prescribed in statute. For JJCPA, that formula is based on each county's population. For YOBG, the formula gives equal weight to a county's juvenile population and its juvenile felony dispositions. The California

Department of Finance (DOF) is responsible for calculating the annual amount of JJCPA and YOBG funding to be allocated to each county. The DOF performs this calculation annually, following enactment of the State budget, using its own demographic information for the juvenile population and California Department of Justice data for juvenile felony dispositions. The State Controller's Office is then responsible for remitting monthly allocations to each county according to the calculations provided by the DOF. The BSCC has no role or fiduciary oversight in funding.

JJCPA and YOBG are both part of the funding structure established in the 2011 Public Safety Realignment legislation that created the Local Revenue Fund of 2011. The Local Revenue Fund has a variety of subaccounts, including the Law Enforcement Services Account, which is the funding source for JJCPA and YOBG. The main revenue source for JJCPA is the Vehicle License Fee Fund. Any shortfall in that revenue source is made up by State Sales Tax revenue. The main revenue source for YOBG is State Sales Tax. Any shortfall in that revenue source is made up by the Vehicle License Fee Fund. Proposition 30, approved by California voters in 2012, constitutionally guaranteed the funding for JJCPA and YOBG. (Cal. Const. art. XIII, § 36, Assembly Bill 118, (Chapter 40, Stats. 2011).) Proposition 30 provided that the 2011 Public Safety Realignment Legislation gave local agencies "maximum flexibility and control over the design, administration, and delivery of Public Safety Services... as determined by the Legislature." (Cal. Const. art. XIII, § 36.)

The combined total funding available to counties through the JJCPA and YOBG programs in FY 2019-20 was \$333,940,473. The following link provides each county's description of how they spent those funds: [JJCPA-YOBG Expenditure and Data Reports](#).

To learn more about the JJCPA-YOBG program, please visit the [JJCPA-YOBG Program](#) page.