

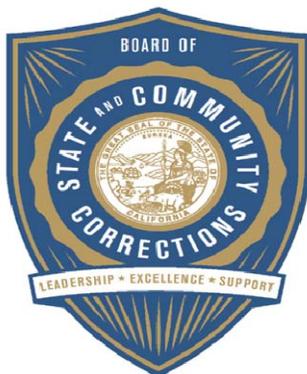
# Juvenile Accountability Block Grant Program

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Edmund G. Brown, *Governor*

# JABG

## 2013 CALIFORNIA STATE APPLICATION



**Board of State and Community Corrections**

## **PROJECT ABSTRACT**

The Board of State and Community Corrections (BSCC) administers the Juvenile Accountability Block Grant (JABG) Program at the state level for California. Seventy-five percent of the state's total allocation is passed through to thirty-four local units of government in the form of a direct allocation as determined by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). The remaining 25 percent is retained by the state and used at the state's discretion with direction from the State Advisory Committee on Juvenile Justice and Delinquency Prevention (SACJJDP). Entities funded through the BSCC with JABG dollars are required to direct their JABG funds toward one or more of 18 federally determined Program Purpose Areas. Based on an assessment of the state's needs and gaps in service, California's SACJJDP has further refined criteria for the 18 Program Purpose Areas by aligning them with a priority focus on evidence-based practices, Disproportionate Minority Contact (DMC) and strategies to promote positive outcomes for youth. DMC activities will be supported by continuing to access training from the DMC resources available through the Title II Formula Grants Program. California's JABG Program is currently leading efforts in developing statewide evidence-based practices not only aimed at projects funded through the direct allocation, but also for activities funded through the remaining 25 percent of JABG funds retained by the state. All sub-grantees submit quarterly progress reports to the BSCC utilizing the federal performance grid to report data on the required performance measures for both short-term and intermediate outcomes.

To encourage communities to maximize resources, grantees are required to form a local advisory board that is responsible for developing a Coordinated Enforcement Plan for reducing juvenile crime. This board must include representatives from the police, sheriff, prosecutor, probation, juvenile court, schools and business; the board may also include religious, fraternal, nonprofit, or social services organizations involved in crime prevention. The board makes the determination as to which unit of local government within their jurisdiction will receive the JABG funding and for what purpose it will be used. Applicants must agree to provide cash match in the amount of 10 percent of the total funds to be expended; if the application is related to construction of corrections facilities, a 50 percent match is required.

# PROJECT NARRATIVE

## 1. STATE ADVISORY BOARD

Pursuant to Senate Bill 92 (Chapter 36, Statutes of 2011) and codified in California Penal Codes section 6024, et. seq. commencing on July 1, 2012 the Board of State and Community Corrections (BSCC) was created. All of the duties and personnel from the Corrections Standards Authority (CSA) transferred to the BSCC. The BSCC is now an independent agency reporting directly to the Governor. The BSCC is comprised of 12 members, the majority of whom are appointed by the Governor and subject to Senate confirmation. The Speaker of the Assembly, the Senate Rules Committee, and the Judicial Council of California each appointed one member to the BSCC board. The BSCC is now the Designated State Agency (DSA) for three federal Juvenile Justice and Delinquency Prevention Act (JJDP) funding sources: Title II Formula Grants Program, Title V Community Prevention Program, and the Juvenile Accountability Block Grant (JABG) Program. The BSCC is designated to serve as the JABG State Advisory Board (SAB) and has the authority to direct BSCC staff to submit an application for JABG funding to the Office of Juvenile Justice and Delinquency Prevention (OJJDP). The BSCC has now assumed oversight responsibility for the federal grants previously managed by CSA.

California's State Advisory Committee on Juvenile Justice and Delinquency Prevention (SACJJDP) was established to serve as the State Advisory Group (SAG), pursuant to the federal JJDP. OJJDP has encouraged SAGs to become more active in all federal funds administered by the DSA to minimize the duplication of efforts across federal funding sources. In its current role, SACJJDP makes recommendations regarding the JABG Program to the BSCC, which has the final authority for making decisions on all federally funded programs administered by the

BSCC. The SACJJDJP has continued, without interruption, during the transition from the CSA to the BSCC. Effective July 1, 2012, the SACJJDJP began making recommendations to the BSCC.

## State Advisory Committee on Juvenile Justice and Delinquency Prevention

### Membership Roster

	Name	Represents	Full-Time Government	Youth Member	Appt. Date	Residence
1	Sandra McBrayer, Chair	D			November 2006	San Diego
2	Carol Biondi, Vice Chair	E			November 2006	Los Angeles
3	Mimi Silbert	D			April 2005	San Francisco
4	Brian Back	A/B	X		December 2012	Ventura
5	Tiffany Wynn	C/F		X	October 2010	Wilton
6	Daewood Khan	E/F		X	October 2010	Union City
7	Susan Harbert	B			January 2007	Los Angeles
8	Nancy O'Malley	A/B	X		January 2007	Ione
9	Winston Peters	B	X		November 2006	Los Angeles
10	Linda Penner	B/C	X		March 2007	Fresno
11	Susan Manheimer	B	X		January 2009	San Mateo
12	Gordon Jackson	G	X		January 2009	Woodland
13	Reina Hurtado	E		X	January 2009	Oakland
14	Amos Brown	D			January 2010	San Francisco
15	Jose Carlos Rivera	H			October 2012	Sacramento

#### Letters Represent the Following Designations for Members:

- A. Locally elected official representing general government
- B. Law enforcement and juvenile justice agencies
- C. Public agencies concerned with delinquency prevention
- D. Private nonprofit organizations
- E. Volunteers who work with juvenile justice
- F. Youth workers involved with programs that are alternatives to confinement
- G. Persons with experience in school violence and alternatives to expulsion
- H. Persons with experience dealing with learning disabilities, child abuse, and neglect.

## **2. ROLE OF THE COURT**

As in prior years, the BSCC has requested the support of the Judicial Council of California, Administrative Office of the Courts (AOC) in the submission of the California application for the JABG Program. See attached letter of support from Judge Steven Jahr, Administrative Director of the Courts.

### **Overview of the Juvenile Justice Court System in California**

The 31-member Judicial Council is the policymaking body of the California courts, the largest court system in the nation. Under the leadership of the Chief Justice and in accordance with the California Constitution, the Judicial Council is responsible for overseeing the administration of justice. The AOC serves as the staff agency to the Council. Among the advisory committees and task forces that advise the Council, the Collaborative Justice Courts Advisory Committee (CJCAC) and the Family and Juvenile Law Advisory Committee, along with staff to these committees, have been involved in prior JABG-funded initiatives in juvenile court programs.

The vast majority of cases in the California courts begin in one of the 58 superior or trial courts, which reside in each of the state's 58 counties. With facilities in more than 450 locations, these courts hear both civil and criminal cases, as well as family, probate, and juvenile cases.

The next level of judicial authority within the state's judicial branch resides with the Courts of Appeal. Most of the cases that come before the Courts of Appeal involve the review of a superior court decision that is being contested by a party to the case. The Legislature has divided the state geographically into six appellate districts, each containing a Court of Appeal.

## **Collaborative Justice Programs in the Courts**

For over a decade, the AOC has worked in partnership with other state criminal justice agencies as well as the local courts and communities to develop and enhance specialized court programs that employ alternative sentencing and support a system of graduated sanctions to address criminal behavior. This partnership has fostered the growth of “collaborative justice” or “problem solving” court programs across the state in the areas of drugs, domestic violence, and peer/youth courts. In January 2000, Chief Justice Ronald M. George appointed the CJCAC to explore the effectiveness of these collaborative justice courts and advise the Judicial Council about the role of such courts in addressing complex social issues and problems that make their way to the trial courts. These programs have made a significant impact through early interventions in criminal justice that support healthy youth and families, increase public safety, reduce the "revolving door" effect of repeat offenders in the criminal justice system and stop the progression of youth to more serious offenses.

Prior JABG funds have been utilized in the juvenile court setting to develop an organized system of juvenile collaborative justice programs, and to support statewide coordination of restorative justice efforts in the juvenile courts. These programs serve youth through peer/teen courts, juvenile violence courts, juvenile drug courts, and juvenile mental health courts, as well as other specialized court programs. Currently, there are thirty-four programs supported with JABG funds. Of those funded, eight (23 percent) support court related programs, including collaborative justice programs in the juvenile courts. Programs funded include drug court, peer court, vertical prosecution, case assessment, developing sentencing recommendations for the court, and victim restitution.

Several evaluations of collaborative court programs have shown promising results. For example, evaluations of mental health courts show increased utilization of treatment services among participants, reduced recidivism, and cost savings. Statewide evaluations of drug courts show drug courts are cost beneficial due to successful decreased recidivism. Cost effectiveness has also been demonstrated through successful community supervision, reduced trials, and case processing efficiencies.

Restorative justice efforts in the juvenile court system have historically benefited from JABG funding as part of the collaboration in administration of the JABG Program. As in the area of collaborative justice, these efforts include statewide coordination, training and technical assistance, and support for implementation of balanced and restorative justice projects in the courts. These projects have shown similar outcomes to those referenced in the discussion of collaborative justice/problem solving courts. In addition to statewide coordination, the balanced and restorative justice projects provide victim offender mediation programs, alternative sentencing that includes restorative justice elements, and the use of restorative justice principles in developing court orders in a wide range of juvenile justice cases.

During the past three and half years, JABG funding supported a statewide initiative in collaboration with the AOC which promotes the use of Evidence-Based Practices (EBP) for youth in the juvenile justice system. As a part of this initiative, entitled the “Best Practices Approach Initiative,” the AOC developed curriculum and delivered education/training to judicial officers on the benefits of implementing EBP in the juvenile court system, identified the resources and programming available to the courts, and provided technical assistance at the local

level to those courts that were ready to implement a systems change approach using EBP within their jurisdiction.

### **Future Directions**

California's state-funded, unified trial court system provides statewide coordination and a uniform, statewide approach to the delivery of justice. Local courts are encouraged to use funding to establish evidence-based programs that link local courts, offenders, and community resources. This approach ensures that youth in the justice system are held accountable through court supervision and are provided access to programs that have demonstrated success in changing behavior.

It is expected that the use of EBP in the statewide court system will continue, with application of cost benefit analysis to the juvenile court programs to help them in determining outcomes, cost offsets, and best practice models to achieve optimum results. In addition, collaborative justice courts and judicial education further support the goal of developing a statewide system that provides uniform access to justice with optimal outcomes for youthful offenders, and reduces the number of youth who transition to adult criminal behavior.

In 2011, Governor Brown signed AB 109 and AB 117, historic legislation that made fundamental changes to California's criminal justice system. The 2011 Realignment Legislation impacts persons who are sentenced for the conviction of non-serious, non-violent, non-sex offender crimes by shifting custody of those offenders from the State to the local level introducing the concept of split sentencing, and redirecting funding to support the development of programs and sanctions at the local level as alternatives to incarceration. These changes significantly impact the criminal justice system and the role of the court throughout the State.

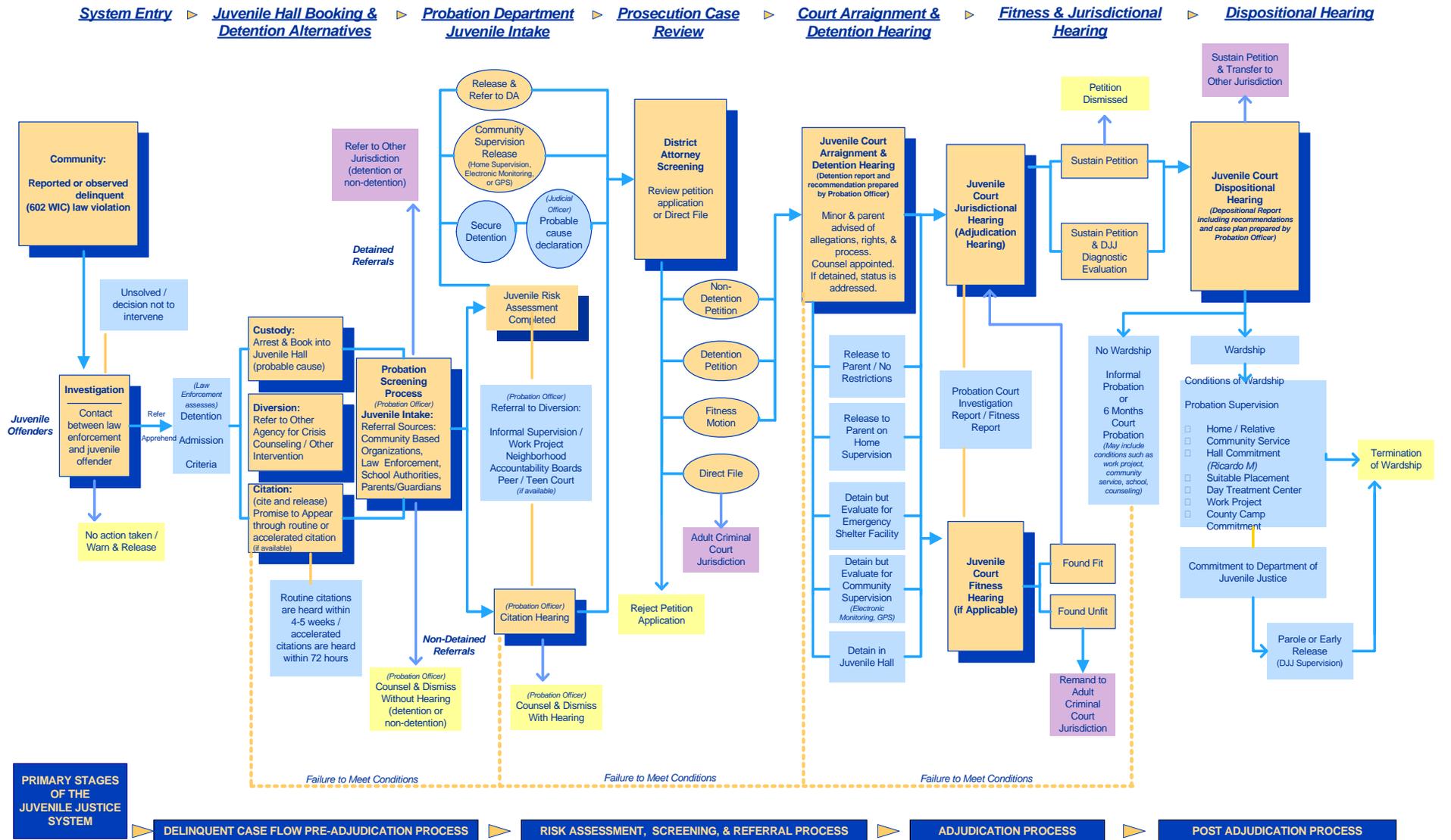
### 3. GRADUATED SANCTIONS

California uses graduated sanctions as a judicious and cost effective way of holding juvenile offenders accountable for their crimes while addressing the root causes of their behavior. Graduated sanctions, coupled with incentives, are used to promote compliance with community service, victim restitution, and other court-ordered activities. These graduated sanctions are used in ways that shape positive behavior and foster rehabilitation. The key to using sanctions effectively is continued judicial oversight throughout the course of each court program.

California's system of graduated sanctions is outlined below.

- Prevention – activities targeted to youth who are at risk of entering the juvenile justice system.
- Community Supervision – early intervention strategies, regular and intensive supervision, and county aftercare services.
- Placement – includes a youth placed in a foster or group home or specific residential treatment facilities.
- County Confinement – youth detained in juvenile hall or who are court ordered to placement in a ranch or camp.
- State Confinement – youth who are court ordered to placement at the California Division of Juvenile Justice (DJJ) youth correctional facility.

# SEQUENCE OF EVENTS AND DECISION PROCESS AT MAJOR STAGES OF THE JUVENILE JUSTICE DELINQUENT SYSTEM



REVISED 12/08 : B.A.Fenton

#### **4. JUVENILE JUSTICE SYSTEM ANALYSIS**

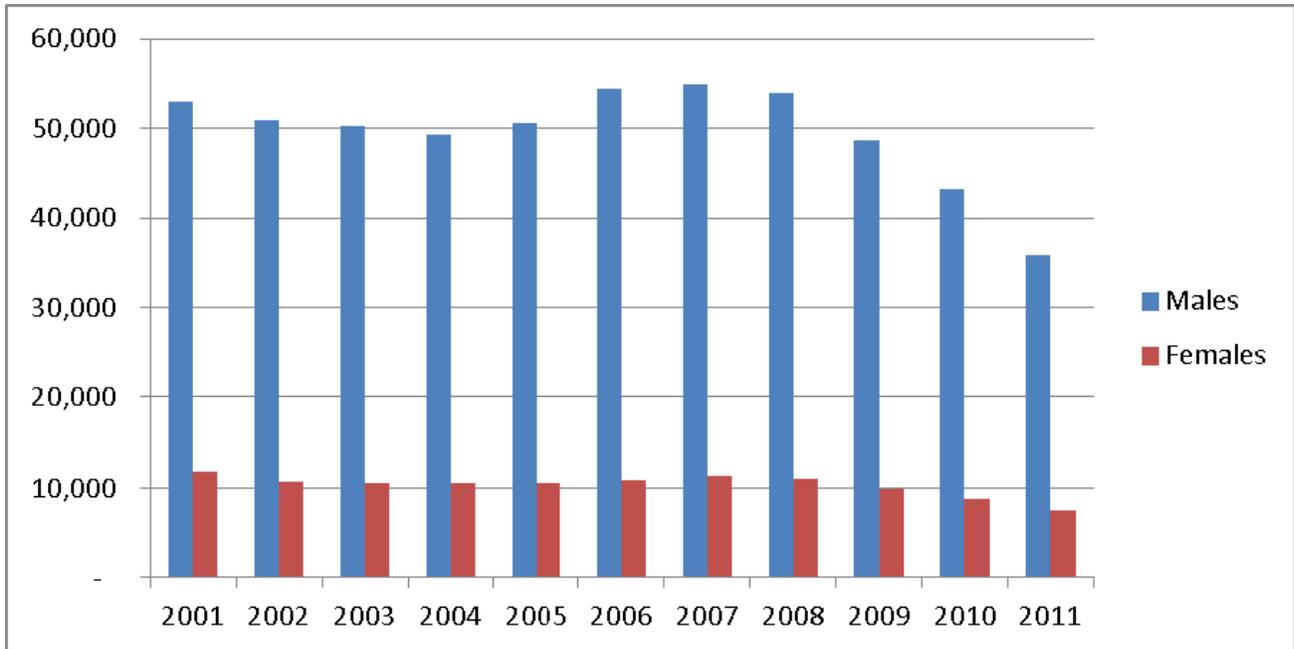
All California law enforcement agencies report arrest and citation information for adults (18 to 69 years of age) and juveniles (10 to 17 years of age) to the California Department of Justice (DOJ) on a monthly basis. This information covers arrests for felonies, misdemeanors, and status offenses and includes both the age and gender of arrestees. The trends in juvenile crime over the past ten years as reported by the DOJ indicate that the State has benefited from its investment in juvenile justice initiatives as well as the funds made available to California through the OJJDP.

##### **Juvenile Felony Arrest Rate**

The data reported by the DOJ show a decrease of 16.6 percent in all felony arrests for juveniles across the state from 2010-11. Felony arrests for males during this period declined by 16.9 percent while the female arrest rate declined by 14.9 percent. This is the fourth consecutive year of an across-the-board decline in felony arrests for both males and females. It should be noted that the overall rate of felony arrests during the last ten years (2001-2011) has declined by 32.9 percent (see Figure 1 below).

**Figure 1**

**Juvenile Felony Arrests by Gender**



	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
<i>Males</i>	52,909	50,859	50,307	49,304	50,575	54,399	54,864	53,880	48,693	43,164	35,870
<i>Females</i>	11,804	10,680	10,571	10,567	10,586	10,790	11,327	11,083	9,832	8,856	7,533

Source: California Department of Justice, Juvenile Felony Arrests

<b>Total Juvenile Felony Arrests</b>										
2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
64,713	61,539	60,878	59,871	61,161	65,189	66,191	64,963	58,555	52,020	43,403

Source: California Department of Justice, Juvenile Felony Arrests

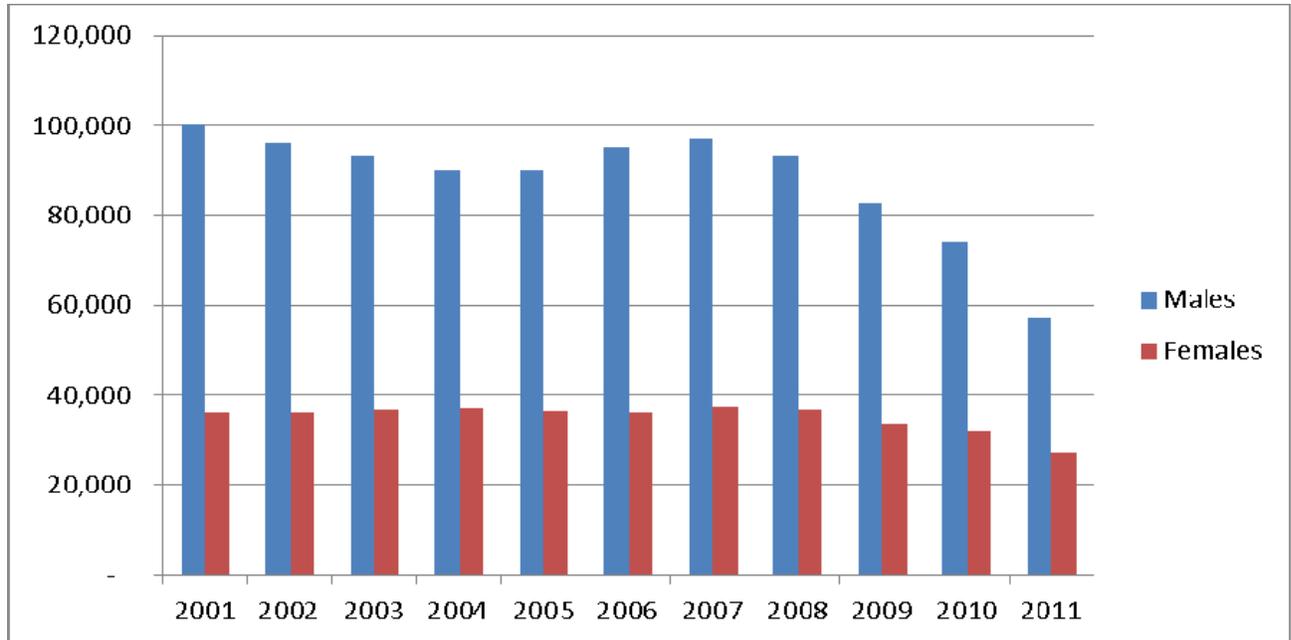
**Misdemeanor Arrest Rates**

The 2011 statistics received from DOJ show that juvenile arrest rates for all misdemeanor offenses decreased at an overall rate of 20.6 percent during the past year. During this period misdemeanor arrests for males decreased by 23.0 percent while female arrests rates decreased by

15.1 percent. Since 2001, overall misdemeanor arrests have declined by 38.2 percent (Figure 2 below). With fluctuating changes from 2001 through 2007, the numbers show a consistent decline starting in 2008 through 2011.

**Figure 2**

**Juvenile Misdemeanor Arrests by Gender**



	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Males	100,223	96,338	93,276	90,305	90,104	95,059	97,034	93,191	82,537	74,314	57,202
Females	36,257	36,119	36,946	37,230	36,516	36,106	37,595	36,951	33,414	31,939	27,131

Source: California Department of Justice, Juvenile Misdemeanor Arrests

<b>Total Juvenile Misdemeanor Arrests</b>										
2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
136,480	132,457	130,222	127,535	126,620	131,165	134,629	130,142	115,951	106,253	84,333

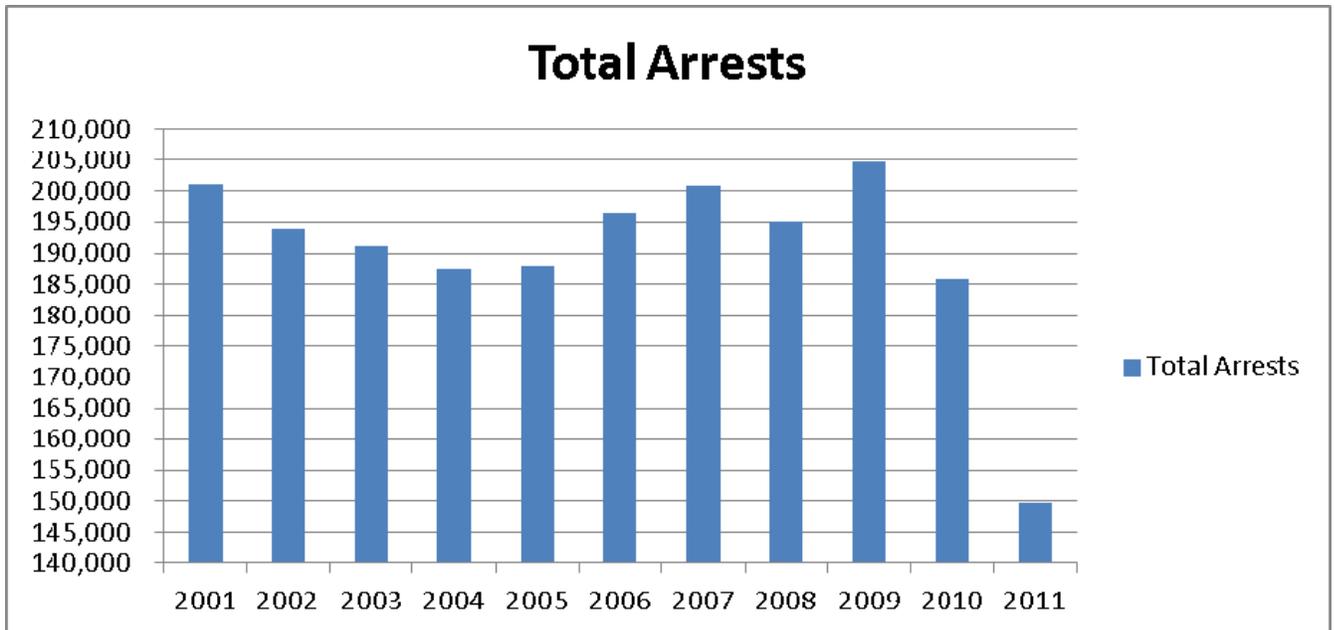
Source: California Department of Justice, Juvenile Misdemeanor Arrests

### Overall Juvenile Arrest Rates - Combined Felony and Misdemeanor Arrests

Between 2001 and 2004, California experienced a consistent three-year period decline of 6.9 percent in the overall juvenile arrest rate. This was followed by three years of rising arrest rates (2005 – 2007), which resulted in an overall increase of 6.5 percent. The 2008 statistics signal the first downward turn in arrest rates in four years with a decrease of 3.9 percent. The 2009 statistics demonstrate an increase in the overall arrest rate, despite decreases in both felony and misdemeanor arrests. The overall increase is attributed to a rise in status offense arrests (curfew violations, truancy, runaway, etc.) as shown in Figure 3. Again in 2010, overall arrest rates begin to decline and show a 9.2 percent decrease from the previous year. The 2011 statistics demonstrate a significant decrease in the overall arrest rate of 19.5 percent compared to 2010.

**Figure 3**

#### Overall Juvenile Arrests



<b>Total Juvenile Overall Arrests by Gender</b>											
	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
<b>Males</b>	153,132	147,197	143,583	139,609	140,895	149,458	151,898	147,071	151,274	135,795	107,653
<b>Females</b>	48,061	46,813	47,520	47,797	47,102	46,896	48,922	48,034	53,422	50,072	41,910
<b>TOTAL</b>	201,193	193,996	191,100	187,406	187,781	196,354	200,820	195,105	204,696	185,867	149,563

Source: California Department of Justice

In spite of some small fluctuations in arrest rates, historical data show a declining trend in arrests since 2001 (Figure 3 above). This overall trend in declining arrest rates coincides with California’s legislative initiatives aimed at reducing the involvement of at-risk youth and young offenders in the juvenile justice system.

### **Overall Arrests - Juvenile Males**

Between the years of 2001 and 2004 the felony arrests rates for juvenile males showed a four-year uninterrupted decline totaling an overall drop of 8.8 percent. This was then followed by three years of increasing felony arrest rates (2005-2007) totaling a 7.2 percent increase. In 2008 there was a decrease of 3.2 percent followed by a slight increase of 2.8 percent in 2009. In 2010 there was a 10.2 percent decline from the previous year. The most recent data show that in 2011 overall felony arrest rates for juvenile males declined by 20.7 percent relative to 2010 data. A similar pattern has occurred for juvenile males with regard to misdemeanor arrest rates. Juvenile males experienced a lengthy period of declining misdemeanor arrest rates between 2001 and 2005 totaling a 10 percent decline. Misdemeanor arrests fluctuated between slight increases and decreases in 2006-2008. Substantial decreases occurred in 2009-2011. In 2011, the misdemeanor arrest rate demonstrates a significant decline of 23 percent relative to 2010 data.

## **Overall Arrests - Juvenile Females**

Juvenile female felony overall arrests showed small fluctuations between 2001 and 2008, with a slight increase of .06 percent. A small increase occurred in 2009, showing a 10 percent growth in the felony arrest rate for females relative to 2008. In 2010 there was a slight decrease of 6.2 percent from the previous year. The 2011 statistics demonstrate a 16.3 percent decrease relative to 2010. Similarly, arrests for female misdemeanors demonstrated only slight variations between 2001 and 2008, with an overall increase of 1.9 percent. In 2009, female misdemeanor arrests exhibited a 9.6 percent reduction relative to 2008. In 2010, the female misdemeanor rate further decreased by 4.4 percent. In 2011, the female misdemeanor arrest rate declined by 1.5 percent relative to 2010 data.

In addition to collecting and analyzing juvenile crime data, DOJ is required by statute to collect, analyze, and interpret data describing the overall administration of juvenile justice in California (e.g., juvenile arrests, referrals to probation, petitions filed, and juvenile court dispositions). The statistics below provided by DOJ for 2011 include the following information pertinent to this analysis:

- Juveniles represented 11.8 percent of all arrests in 2011.
- Females represented 28.0 percent of all juvenile arrests.
- Males accounted for 71.9 percent of all felony arrests.
- Of the juveniles arrested in 2011, more than half (56.3 percent) were arrested for a misdemeanor offense. Another quarter (29.0 percent) were arrested for a felony offense, and the remainder (14.6 percent) were arrested for status offenses.
- 78.9 percent of law enforcement juvenile arrests were referred to probation for disposition.
- Of the youth handled formally by the juvenile court, the majority (64.7 percent) were made wards of the court.
- In 2011 there were 21,827 status offenses reported. The two largest categories of status offenses were curfew violations (38.7 percent) and truancy 24.8 percent).

In summary, after a four year decline in 2001-2004, juvenile crime rates in California fluctuated between 2005-2009. Numerous factors may have contributed to this trend including the following: lack of re-entry programs to properly prepare juvenile offenders returning to the community; increased gang membership activities and violence; increased number of law enforcement officers; enhanced suppression activities by law enforcement; and insufficient mental health services to address the needs of juvenile offenders. Since 2010 arrest rates have declined significantly showing an overall decrease of 26.9 percent in 2011 from the highest mark in 2009. Although this decline coincides with the significant reform effort in California's Juvenile Justice System that began in 2009, the available reports and analysis cannot confirm why the declining trends in arrest rates have occurred.

## **Assessing Needs and Gaps in Services**

Gaps that exist within the juvenile justice system in the State of California are identified using several resources. Through coordinated efforts with our Title II Formula Grants Program, gaps in service were identified following an analysis of juvenile delinquency data in California's Comprehensive Three-Year State Plan for 2009-2011 and the subsequent update of the Three-Year State Plan for 2012-2014. Reports and surveys completed in 2009 by the Chief Probation Officers of California, the Prison Law Office, and the 2009 Juvenile Justice Operational Master Plan also aided identification of service needs and gaps in the state's juvenile justice system. Governor Schwarzenegger's anti-gang initiative, the California Gang Reduction, Intervention and Prevention (Cal GRIP) Program outlined in May 2007, provided clear direction regarding the priority to be given to the gaps in service related to anti-gang efforts, including intervention, suppression, and prevention. Additionally, following the Public Safety Realignment legislation enacted in October 2011, numerous reports have been issued which address the resources needed and the services required to support this reform.

At the local level, needs, gaps, and analysis are identified through the Juvenile Crime Prevention Act (JJCPA), enacted in 2000. The JJCPA provides funds and the guiding framework for implementing, sustaining, and/or expanding programs based on strategies that have proven effective in responding to juvenile crime and delinquency. The JJCPA requires local probation departments to establish multi-disciplinary Juvenile Justice Coordinating Councils to develop a comprehensive multi-agency plan documenting the condition of the local juvenile justice system, identifying gaps, and proposing strategies to address the gaps.

In July 2008 the SACJJDP membership, along with staff participated in “New State Advisory Group Training” and “Strategic Planning Sessions,” which were instrumental in developing a Strategic Plan for California. In 2012, a new Three-Year Strategic State Plan was developed by the SACJJDP. Several themes emerged during the planning process and as a result, three priority focus areas were identified to which California will commit concentrated efforts and funding over a three-year period of 2012-14. These areas are as follows:

- Disproportionate Minority Contact (DMC);
- Evidence-Based Practices (EBP); and
- A strategy to support efforts to develop and strengthen services, programs, and policies.

Although JABG recipients will continue to have the flexibility to implement any of the eighteen JABG program purpose areas, the BSCC will encourage the development of JABG programs that support the focus areas identified in the Three-year Strategic State Plan.

### **Current Activities Addressing Needs and Gaps in Services**

Disproportionate Minority Contact (DMC) - The JABG Program will build upon previous achievements made in the area of DMC activities by continuing to access training and support from the DMC resources available through the Title II Formula Grants Program. Additionally, regional DMC training will be offered for all JABG project directors. The SACJJDP and BSCC have worked to make DMC a priority that goes well beyond the linkage to federal funding streams. The DMC Subcommittee of the SACJJDP (made up of subject matter experts) was established in 2007 for the purposes of ensuring compliance with the JJDP's DMC core requirements. The Subcommittee focuses on intentional and strategic activities to ensure DMC reduction is underway statewide; and to provide guidance through recommendations to the

SACJJDP regarding issues of disparity and disproportionality. Additional DMC Goals and Objectives are outlined in the Title II Federal Application.

Evidence-Based Practices - Numerous surveys and reports conducted in California over the past several years pointed to the need to provide a validated system of assessing the risks and needs of juvenile offenders to prevent them from re-offending. It is also critical that projects are supported in developing the capacity to implement evidence-based practices and develop evaluation designs and data collection systems for quality assurance and to measure performance outcomes. California's JABG Program is currently leading efforts to develop statewide evidence-based practices not only aimed at projects funded through the direct allocation, but also for activities funded through the remaining twenty-five percent of JABG funds allocated to California.

In August 2009, \$1.7 million in JABG funding was used to launch the Best Practices Approach Initiative (BPAI) aimed at providing training and technical assistance to juvenile justice agencies statewide in the implementation of evidence-based practices, programs, and principles over the course of a three-year project period. This project has been extended and is anticipated to conclude on December 31, 2013.

Another project supported with JABG funding is the Evidence-Based Practices (EBP) project. This project supports probation departments that are prepared to participate in a two-year systems change approach to implement or expand the use of EBP within their local juvenile justice communities. While probation departments are the lead agency in the implementation of EBP and the main recipient of the services, the success of this project lies in the collaboration and partnership of the key stakeholders within each juvenile justice community. It is the

expectation that through this project the courts and probation departments along with other important juvenile justice and community partners will move forward together in supporting and implementing EBP.

Additional efforts are currently underway to further advance evidence-based practices statewide through a two-year, \$1 million project which is expected to begin in October 2013. This project, like the aforementioned EBP Project will support multiple probation departments in implementing evidence-based practices within their local juvenile justice communities.

Current and future trends in California are likely to be impacted by ongoing juvenile justice realignment efforts which began in 2007 when Senate Bill (SB) 81 was signed by Governor Schwarzenegger. This legislation sets strict eligibility requirements for committing youth to the Division of Juvenile Justice (DJJ), California's youth correctional system. Consequently, youth who are no longer eligible for commitment to the DJJ will remain the responsibility of the local jurisdictions. To address the increase in services and resources that will be needed at the local level, it is anticipated that there will be a significant focus on alternatives to detention as well as evidence-based practices that produce positive outcomes related to reducing recidivism. The shift of juvenile offenders from state custody to local custody also corresponded with a shift of state funding through the Youthful Offender Block Grant (YOBG) which has allowed locals to develop programs and services to better serve youth at the local level. These reform efforts may in part contribute to the declining arrest rates mentioned previously. The BSCC will play an active role in the realignment efforts and continue to closely monitor state and national crime trends and the impact they have on local program activities and policy decisions.

## 5. PROGRAM DESCRIPTIONS

Based on priorities identified by the SACJJDP, the following three JABG program purpose areas have been identified as critical needs in the State of California:

### **JABG Program Purpose Area 6**

Establishing and maintaining training programs for law enforcement and other court personnel with respect to preventing and controlling juvenile crime. – *This applies to the SACJJDP priority focus area Disproportionate Minority Contact.*

#### **Problem Statement:**

- California has shifted much of the responsibility for the administration of juvenile justice to the local level. This has placed additional burdens on counties for supervision and detention of juveniles who commit crimes within the county's jurisdiction. Disproportionate Minority Contact (DMC) focuses on the various decision-points throughout the continuum of the juvenile justice system. Given the continued responsibility for juvenile services at the county level, it is imperative that the local community be aware of DMC and the overrepresentation of youth of color in the juvenile justice system.

#### **Program Goal:**

- Promote and provide DMC education and technical assistance to local jurisdictions.

#### **Program Objective:**

- Support the use of JABG funds for local units of government to implement and/or strengthen DMC educational programs and activities.
- Increase the use of DMC educational programs in California.
- Support the sharing of data between agencies.

**Planned Activities and Services:**

- Provide training to counties on DMC. Provide technical assistance to counties in helping them research and implement successful programs.

**Performance Measures Requirements:**

- Sub-grantees will use the federal performance measure grid to report data for this Program Purpose Area. Sub-grantees will submit performance measures quarterly to BSCC, which will be compiled on an annual basis and entered into the Office of Justice Programs (OJP) Grants Management System.

**JABG Funds Allocated: \$153,822**

**JABG Program Purpose Area 11**

Establishing and maintaining accountability-based programs designed to reduce recidivism among juveniles who are referred by law enforcement personnel or agencies. – *This applies to the SACJJD priority area Evidenced Based Practices.*

**Problem Statement:**

- The high rate of re-offense among previously incarcerated juvenile offenders underscores the pressing need for use of evidence-based practices that demonstrate a reduction in recidivism. It is critical that counties focus on preparing youth for release from secure confinement and providing them a continuum of supervision/services after release that are aimed at reducing recidivism.
- County probation departments in California are at various stages of implementing evidence-based practices which include the use of risk and needs assessment tools, evidence-based programming, training, quality assurance protocols, and data collection systems for measuring outcomes. Continued support and resources through JABG funding is needed to

assist the local efforts to advance the use of evidence-based practices as well as best practices and promising programs.

- In August 2007, Governor Schwarzenegger signed SB 81. This statute sought to realign the types of youth the DJJ will receive and treat youth based on the severity of the offenses committed. Effectively, this keeps offenders formerly referred to the DJJ in their county of origin, ensuring that juvenile offenders who have committed less serious offenses receive treatment closer to home and near family support. With the passage of this legislation, counties can no longer refer less serious offenders to DJJ, which has increased a need at the local level to provide evidence-based services, programs, and resources aimed at reducing recidivism. The State is providing resources to the counties to develop and enhance evidence-based programming for the realigned minors.
- On September 30, 2012, Governor Brown signed Assembly Bill 526. This bill requires the BSCC, by January 1, 2014, to develop funding allocation policies to ensure that within three years no less than 70 percent of funding for gang and youth violence suppression, intervention, and prevention programs and strategies is used in programs that utilize promising and proven evidence-based principles and practices.

**Program Goal:**

- Reduce recidivism of juvenile offenders through the use of evidence-based practices.

**Program Objectives:**

- Increase the use of evidence-based, promising, and best practices aimed at reducing recidivism.
- Provide additional funds to probation departments and their juvenile justice partners to implement evidence-based practices which may include training, assessment tools, data

**Planned Activities and Services:**

- Provide resources and deliver training and technical assistance to agencies to support the implementation of evidence-based practices.

**Performance Measures Requirements:**

- Sub-grantees will use the federal performance measure grid to report data for this Program Purpose Area. Sub-grantees will submit performance measures quarterly to the BSCC which will be compiled on an annual basis and entered into the OJP's Grants Management System.

**JABG Funds Allocated: \$153,822**

**JABG Program Purpose Area 17**

Establishing, improving, and coordinating pre-release and post-release systems and programs to facilitate the successful re-entry of juvenile offenders from state and local custody in the community. *This applies to the SACJJDP priority focus area of promoting a strategy to support efforts to develop and strengthen services, programs, and policies that promote positive outcomes for youth, their families, and communities.*

**Problem Statement:**

- Too often pre-release and post-release treatment plans are inadequate to address the needs of the youth and the community. Inappropriate dispositional responses and case planning can lead to increased recidivism. As previously mentioned, the SB 81 juvenile realignment issues in California demonstrate an increased need to provide local offender populations with coordinated services and resources aimed at reducing recidivism.

**Program Goal:**

- Reduce recidivism by promoting evidence-based case planning that will include the coordination of community programs that encourage an integrated systems approach to offender treatment.

**Program Objectives:**

- Develop or enhance existing programs that will address the need to provide juvenile offenders with an integrated service delivery system.

**Planned Activities and Services:**

- Increase opportunities for the expansion and creation of integrated treatment approaches which address the needs of offenders involved in the juvenile court system.

**Performance Measures Requirements:**

- Sub-grantees will use the federal performance measure grid to report data for this Program Purpose Area.

**JABG Funds Allocated: \$153,823****6. COORDINATION EFFORTS**

The BSCC and its staff have initiated a number of efforts designed to ensure coordination between the JABG Program and other federal programs focusing on juvenile justice, including the Title II Formula Grants Program and the Title V Community Prevention Grants Program. Both federal funding sources are complementary to each other and include efforts to ensure coordination with the state-funded juvenile justice programs, which include the Juvenile Justice Crime Prevention Act (JJCPA) Program, Proud Parenting Program (PPP), Youth Center/Shelter (YC/YS) Program and the Youthful Offender Block Grant Program (YOBG).

Since assuming responsibility for the Title II Formula Grants Program in January 2004, the BSCC has undertaken a number of coordination efforts funded through the Title II Formula Grants Program and Title V Community Prevention Grants program to ensure that California addresses DMC. Due to the wide range in California's demographics, diversity, and culture, it is imperative that State and local stakeholders maintain vigilance in ensuring that funding and resources are made available to address disparity and disproportionality. The California DMC initiative uses a multi-faceted approach of direct service, education, and support.

The state-funded JJCPA Program enables local juvenile justice officials, in collaboration with other agencies, to evaluate juvenile justice system needs and allocate resources to address those needs. To ensure coordination and collaboration among the various entities serving at-risk youth, the JJCPA entrusted development of local comprehensive multi-agency juvenile justice plans to a Juvenile Justice Coordinating Council (JJCC) comprised of the Chief Probation Officer (Chair) and representatives of the District Attorney's Office, Public Defenders' Office, Sheriff's Department, Board of Supervisors, Department of Social Services, Department of Mental Health, a city police department, the County Office of Education or school district, a community-based drug and alcohol program, and the public at large. The composition of the JJCC and the local advisory board required by the JABG Program are very similar; each promotes coordination among local officials involved in efforts focusing on juvenile crime and the justice system. In addition, the annual system review required in updating the county plans serves as a platform for local officials to assess their system needs in relationship to appropriate Program Purpose Areas for JABG Programs. To this end, the JABG Coordinated Enforcement Plan is often an outgrowth of the JJCC process.

In addition to the efforts identified above, the BSCC has also continued to support the Proud Parenting Program. This program provides classroom instruction, structured family events, and mentoring as well as comprehensive assessments and assistance to young parents or those at risk of becoming parents. Each of the funded grantees also participate in a cross-site evaluation of program activities. Efforts to provide continuity of care and increase communication across the adult and juvenile systems are critical to the success of these projects.

The Youth Center/Youth Shelter (YC/YS) Program consisted of the State of California providing \$55 million for the construction, acquisition, and remodeling of 98 youth centers and youth shelters throughout the state. Youth centers are day reporting centers that provide youth with after-school programming and provide educational and recreational services. Many of the centers are operated by well known youth service agencies, such as the Boys and Girls Club and the YMCA. Youth shelters provide overnight sleeping accommodations for homeless and transitional youth. The shelters also provide case management services, referrals to community resources, and seek to assist youth with family reunification.

The Youthful Offender Block Grant (YOBG) Program was established in 2007 to enhance the capacity of local communities to implement an effective continuum of responses to juvenile crime and delinquency. Allocations from the YOBG fund are directed to all counties and are to 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. Counties that participate in the program are required to submit annual plans and reports detailing actual expenditures and performance outcomes. The BSCC aggregates statewide data and reports to the Legislature annually on program effectiveness.

In recent years, as the DSA, BSCC staff have also participated in the California's Shared Youth Vision Team meetings. The team, charged with developing more effective interagency collaboration at the State level to better serve California's neediest youth, brings together partner agencies including the Department of Labor, Department of Education, Department of Health and Human Services, Department of Juvenile Justice, and local community-based organizations.

## **7. COLLECTING AND SHARING JUVENILE JUSTICE INFORMATION**

As previously stated, all California law enforcement agencies report arrest and citation information for adults (18 to 69 years of age) and juveniles (10 to 17 years of age) to the DOJ on a monthly basis. This information is made available to the public annually and is used to develop numerous state and federal reports, including the annual JABG application.

Additionally, the BSCC collects data quarterly from all county Juvenile Halls through a Detention Profile Survey, which provides local information related to categories such as Highest One-Day Population, Average Daily Population (ADP), gender, age range of detained minors, breakout of juveniles in detention, Rated Capacity (RC), crowding, mental health needs, average length of stay, and number of bookings.

Further information sharing is conducted through the State Interagency Team for Children and Youth (SIT) which leads efforts to better coordinate policy, services and strategies for children, youth, and families in California. Comprised of deputy directors from 10 state agencies and departments, this group provides innovative leadership and guidance to facilitate local implementation of system improvements.

The SIT areas of focus include:

- Escalating policy and programmatic issues to senior leadership levels so that services can be better coordinated and obstacles removed;
- Maximizing funding for services that support children, youth, and families;
- Removing systemic and regulatory barriers;
- Ensuring that policies, accountability systems, and planning are outcome-based; and
- Sharing information and data.

State agencies and departments represented on the State Interagency Team for Children and Youth include the Departments of Social Services, Education, Health Services, Mental Health, Alcohol and Drug Programs, Developmental Services and Employment Development, as well as the Attorney General's Office, the Division of Juvenile Justice, the California Children & Families Commission, and the California Workforce Investment Board.

The BSCC works closely with the Center for Families, Children & the Courts (CFCC), whose primary purpose is to maximize the effectiveness of court services for children and families. CFCC also works to increase public access to information, implement innovative court-related programs for children and families, and promote those services in the legal community and to the public. CFCC works closely with the Judicial Council Family and Juvenile Law Advisory Committee in California.

As part of the unique governance structure of probation services in California, there currently exists no statewide agency to oversee the coordination and sharing of child welfare records with the juvenile courts in each county. Different county departments have sole responsibility for the administration of child welfare/dependency issues and juvenile probation services, and each

county's coordination and information sharing efforts are unique although all have regulations relating to the protection of client confidentiality.

## **8. ADDITIONAL ATTACHMENTS**

The BSCC does not have any other pending applications for federally funded assistance that include requests for funding to support the same project being proposed under this solicitation.

**STATE OF CALIFORNIA – BOARD OF STATE AND COMMUNITY CORRECTIONS**

**BUDGET AND BUDGET NARRATIVE FY 2013**

**BUDGET WORKSHEET**

<b>JABG Purpose Areas</b>	<b>Program Title</b>	<b>Federal Share</b>	<b>Match*</b>	<b>Total Funds</b>
	Planning & Administration (5%)	\$103,830	\$ 11,537	\$115,367
	Pass Through (75%)	\$1,557,453	\$173,050	\$1,730,503
6	Establishing and maintaining training programs for law enforcement and other court personnel with respect to preventing and controlling juvenile crime	\$138,440	\$15,382	\$153,822
11	Establishing and maintaining accountability-based programs designed to reduce recidivism among juveniles who are referred by law enforcement personnel or agencies	\$138,440	\$15,382	\$153,822
17	Establishing, improving, and coordinating pre-release and post-release systems and programs to facilitate the successful re-entry of juvenile offenders from state and local custody in the community	\$138,440	\$15,383	\$153,823
	<b>TOTALS</b>	<b>\$2,076,603</b>	<b>\$230,734</b>	<b>\$2,307,337</b>

Calculations for the program purpose areas include Unrestricted Funds as well as Retained by the State dollars.

\*Match is based on the federal calculation for each line item: the federal amount divided by 0.9 per the 2012 JABG Guidelines.

## STATE OF CALIFORNIA – BOARD AND STATE AND COMMUNITY CORRECTIONS

### BUDGET NARRATIVE

#### 1. Planning and Administration (5%)

The Board of State and Community Corrections will utilize 5% (\$115,367) to conduct planning and administrative functions. Activities relating to this budget item, at a minimum, will include:

- Prepare annual federal application submitted to OJJDP for funding.
- Track and report expenditures to OJJDP.
- Prepare, review, and approve applications for the JABG.
- Prepare competitive Request for Proposals, as needed, and coordinate activities associated with the application process (pertains to the Executive Steering Committee process and funding of agencies falling below the \$10,000 eligibility threshold).
- Prepare, review, and approve yearly re-applications.
- Contract administration activities.
- Collect and report data to OJJDP.
- Provide on-site technical assistance to new grantees regarding data collection, invoice and budget/program modifications, progress reports, and contract requirements.
- Review and approve progress reports, invoices, and budget/program modifications.
- Conduct annual monitoring visits for each grantee and additional technical assistance site visits, as needed. Provide technical assistance, as needed, to address any problems noted during the on-site visit. Prepare site/monitoring reports and monitor Corrective Action Plans to ensure deficiencies are corrected.
- Prepare correspondence sent to grantees, state and federal agencies, counties and cities, and the general public.
- Provide training, as needed, to professional organizations, state, city, county, and non-profit organizations.
- Prepare and submit federal progress reports.
- Review grantee's annual financial audit and resolve any questioned or disallowed cost issues.
- Support indirect costs as approved by federal program manager utilizing current federally approved indirect cost rate agreement.

2. Pass Through (75%)

The Board of State and Community Corrections is not requesting a waiver of this requirement. \$1,557,453 will be allocated to agencies meeting the \$10,000 eligibility threshold.

3. Program Purpose Areas

The three Program Purpose Areas identified on the Detailed Budget Sheet reflect the primary Program Purpose Areas for the state of California. However, since each agency has unique needs within their respective jurisdictions, sub-grantees are allowed to select from all 18 Program Purpose Areas.

4. Cash Match:

Match will be calculated at 10 percent of the total project cost as mandated.

## PLAN FOR COLLECTING THE DATA REQUIRED FOR PERFORMANCE MEASURES

As previously described in the Abstract, all sub-grantees submit quarterly progress reports to the BSCC utilizing the performance measures grid to report data on the Program Purpose Areas for both short-term and intermediate outcomes. These data are then reviewed for completion and accuracy and entered by BSCC staff into the Data Collection and Technical Assistance Tool (DCTAT), as required by OJJDP.

