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National Center
for Youth Law



Center on Juvenile
and Criminal Justice



JJCPA Reform

The PROMYSE Act (AB 702 Jackson)

Promoting Youth Success and Empowerment



Overview of the Juvenile Justice Crime Prevention Act (JJCPA)

- **Enacted in 2000** to support youth and limit involvement in the justice system.
- **Provides stable state funding** to counties through non-competitive grants.
- **Counties spent \$177 million** from JJCPA funds in FY 2021-2022
- **Inadequate accountability** for JJCPA spending and administration led to a California State Audit released in May 2020.

By May 1

• Counties submit a consolidated **JJCPA-YOBG annual plan** to the BSCC, which details the programs and services that will be supported in the next fiscal year through both funding programs. Juvenile Justice Coordinating Councils (JJCCs) are required to meet at least annually to approve JJCPA-related components of the JJCPA-YOBG plan prior to submission to the BSCC.

By October 1

• Counties submit **annual year-end reports** to the BSCC, which detail the JJCPA- and YOBG-funded programs and services that were supported in the previous fiscal year. This report should include detailed budget information, a summary of county juvenile justice data, and a description of the role of JJCPA- and YOBG-funded programs in producing these outcomes.

By March 1

• The BSCC submits one **JJCPA-YOBG report** to the California State Legislature, which summarizes the county year-end reports.

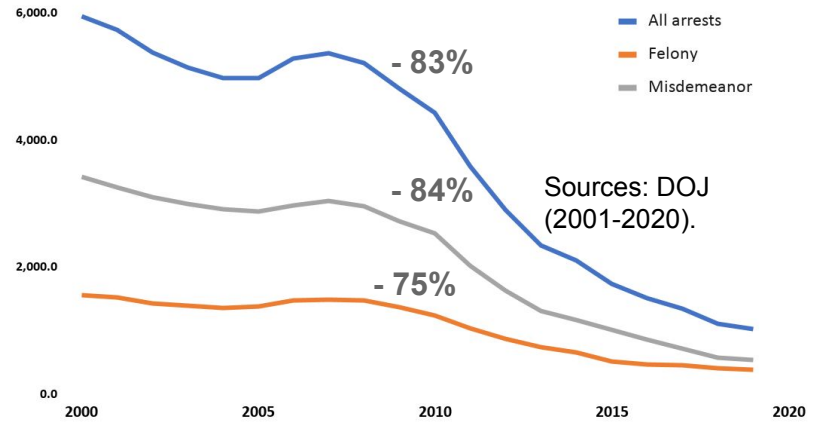
“Funding needs to be put into programs that will benefit youth, such as tutoring, after school programs, and other extracurricular activities.”
– Sophia Cristo, ARC Youth Advocate

JJCPA spending has not kept up with historic drops in youth arrests.

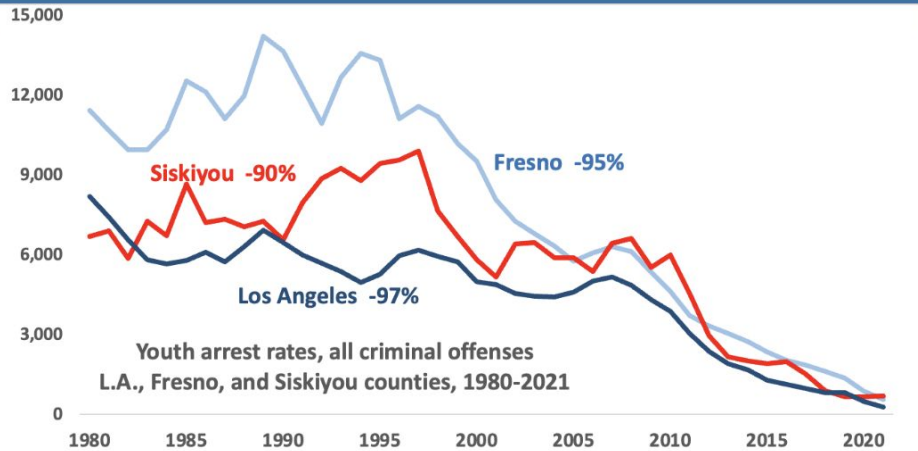
“The number of juvenile arrests decreased by 24.7 percent from 2020 to 2021”

- Rob Bonta, Attorney General (Report 2021)

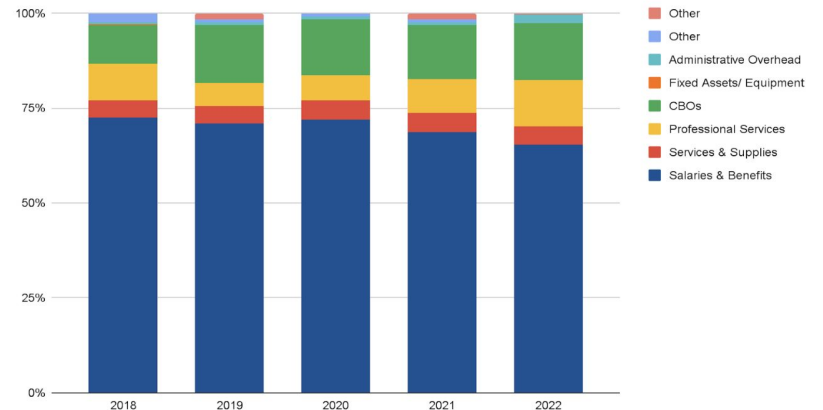
California youth arrest rates per 100,000 population, age 10-17, 2000-2019



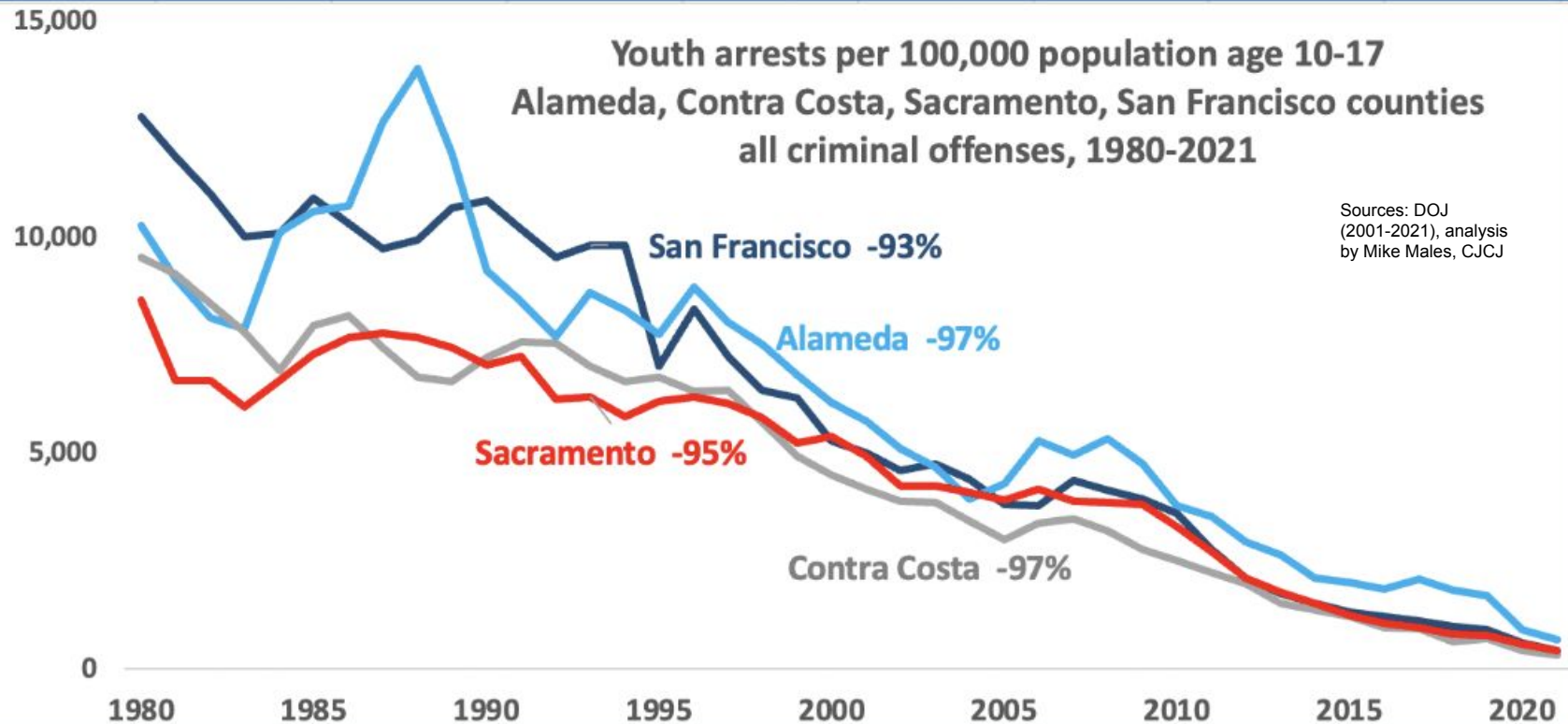
Los Angeles, Siskiyou, Fresno Comparison



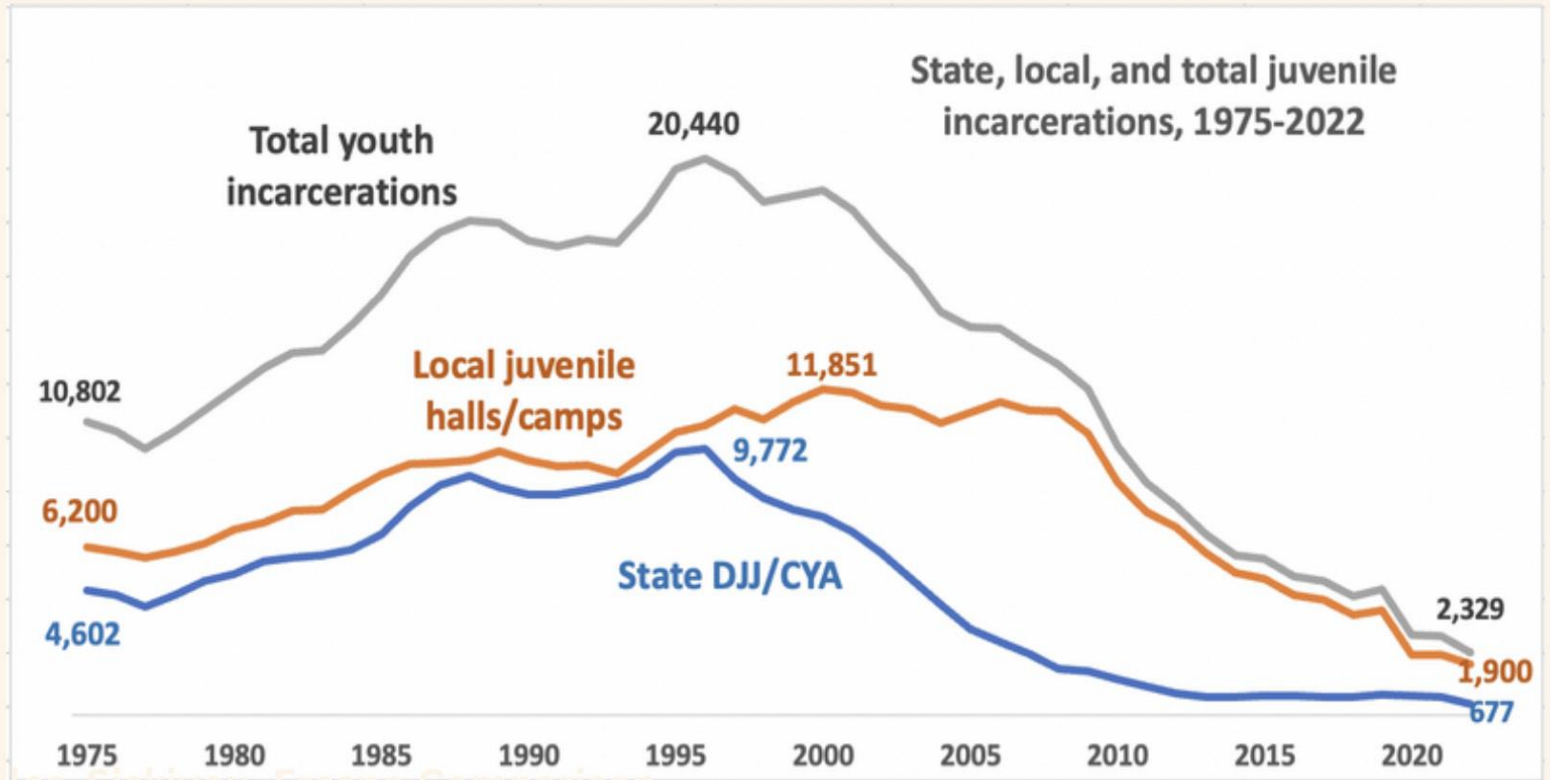
Percent of JJCPA Allocation - California



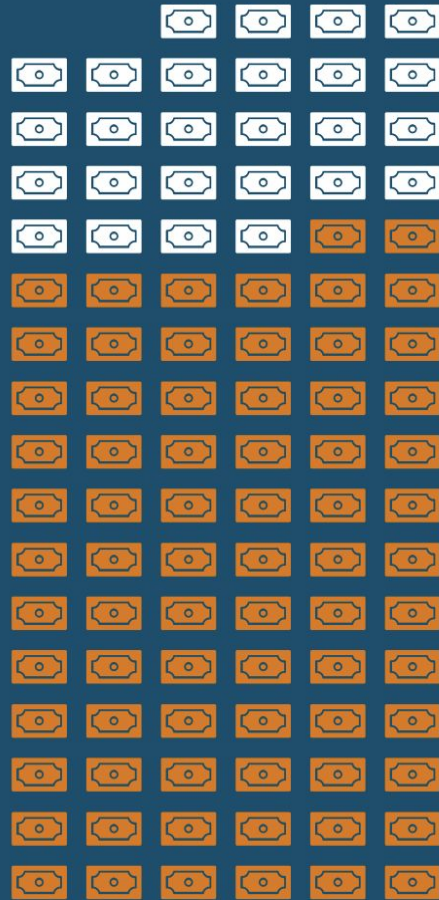
Alameda, Contra Costa, Sacramento & San Francisco Comparison



CA Youth Crime Trends 1975-2022



NOT MUCH HAS CHANGED IN 2022 MOST OF JJCPA FUNDS WERE SPENT ON PROBATION SALARIES & BENEFITS



1 in 2 counties used **70%** or more of 2022 JJCPA funds on **probation salaries and benefits**. With half of small counties spending 90% or more on probation salaries & benefits.

“[JJCCs] for the counties we reviewed generally did not update their counties’ comprehensive plans, and when they did, the counties made only limited revisions that failed to demonstrate how their strategies for addressing juvenile crime and delinquency had changed over the last 20 years.”

- California State Auditor (Report 2019-116)

Editorial: Among the L.A. Probation Department's many offenses: Hoarding millions in prevention funds



L.A. County's Barry J. Nidorf Juvenile Hall in Sylmar, pictured in 2022, continues to hold juveniles under a legal loophole after being found "not suitable for the confinement of youth" on May 23. (Brian van der Brug / Los Angeles Times)

BY THE TIMES EDITORIAL BOARD

AUG. 6, 2023 5 AM PT

\$99 MILLION
in unspent
JJCPA dollars

\$79 MILLION
in unspent
SB 823 dollars

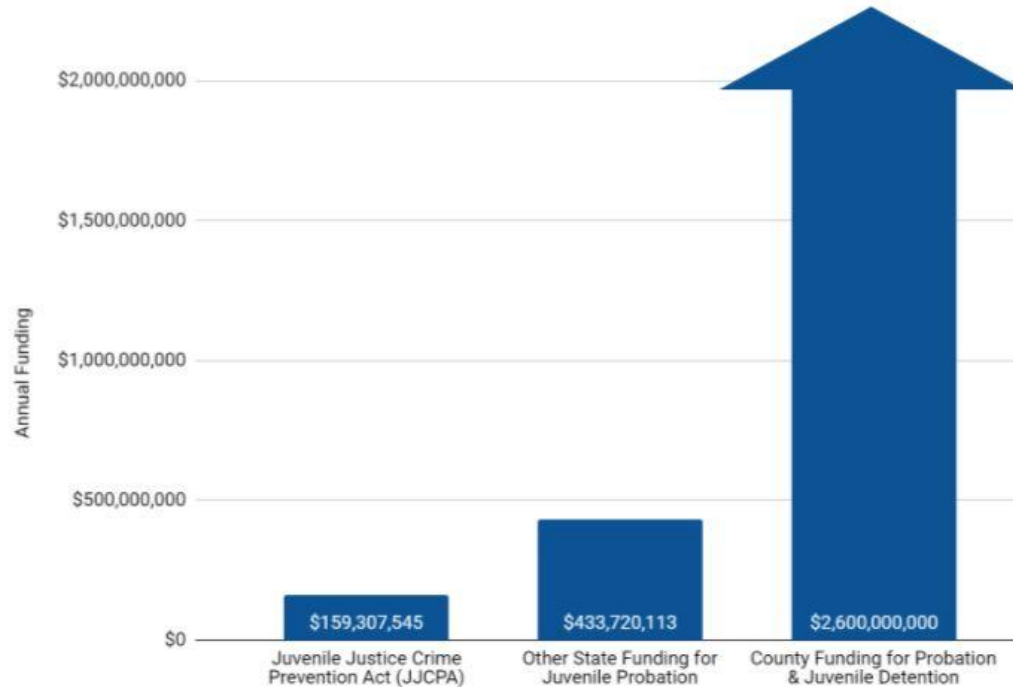
Follow the Money

**FOLLOW THE MONEY: Why Is LA
County Probation Spending \$400K
Yearly On A Youth Diversion Program
Serving Zero Kids?**

April 10, 2017 • by Celeste Fremton • 3 Comments



JJCPA is a fraction of state and local funding funneled to probation

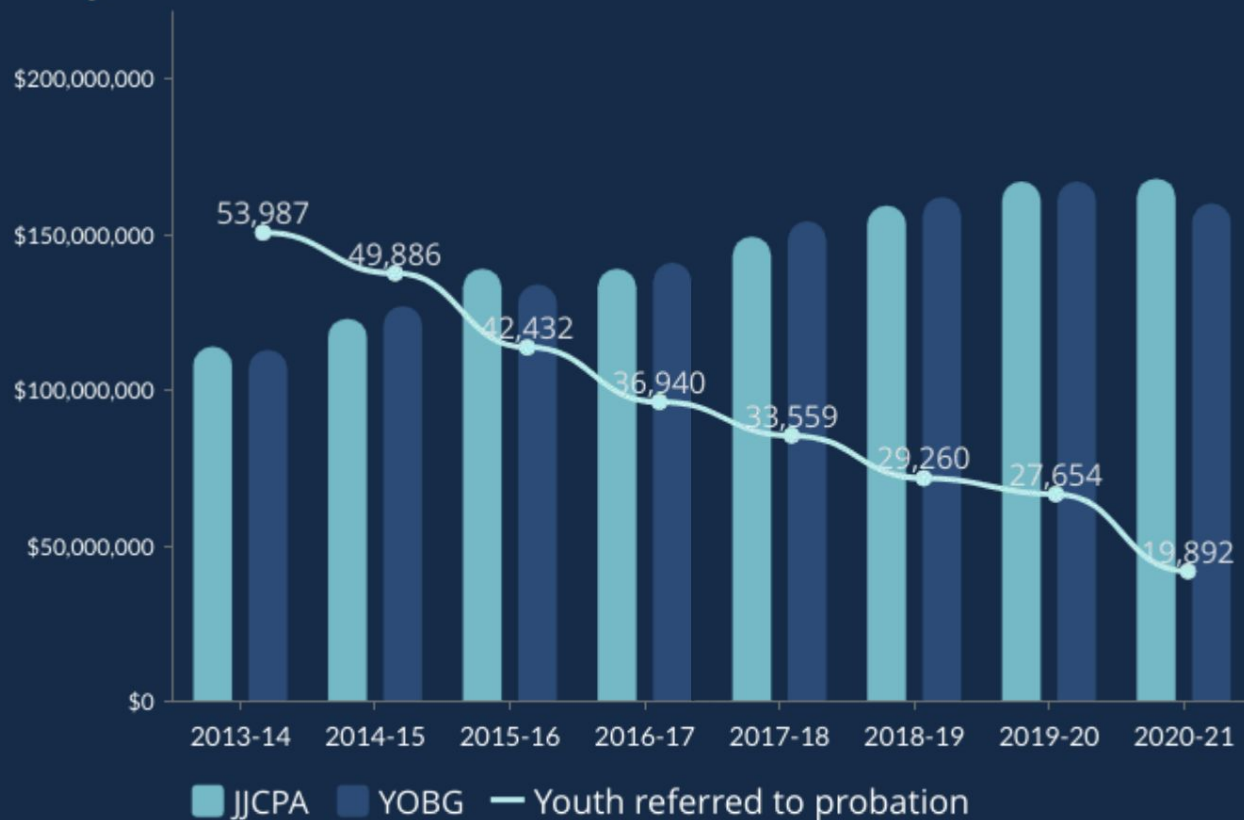


“JJCPA funds were intended to support community-run prevention and intervention programs... It is of concern that the bulk of JJCPA funds are being spent on staffing within county probation departments, or other law enforcement agencies.”

-Congressman Tony Cardenas, JJCPA co-author

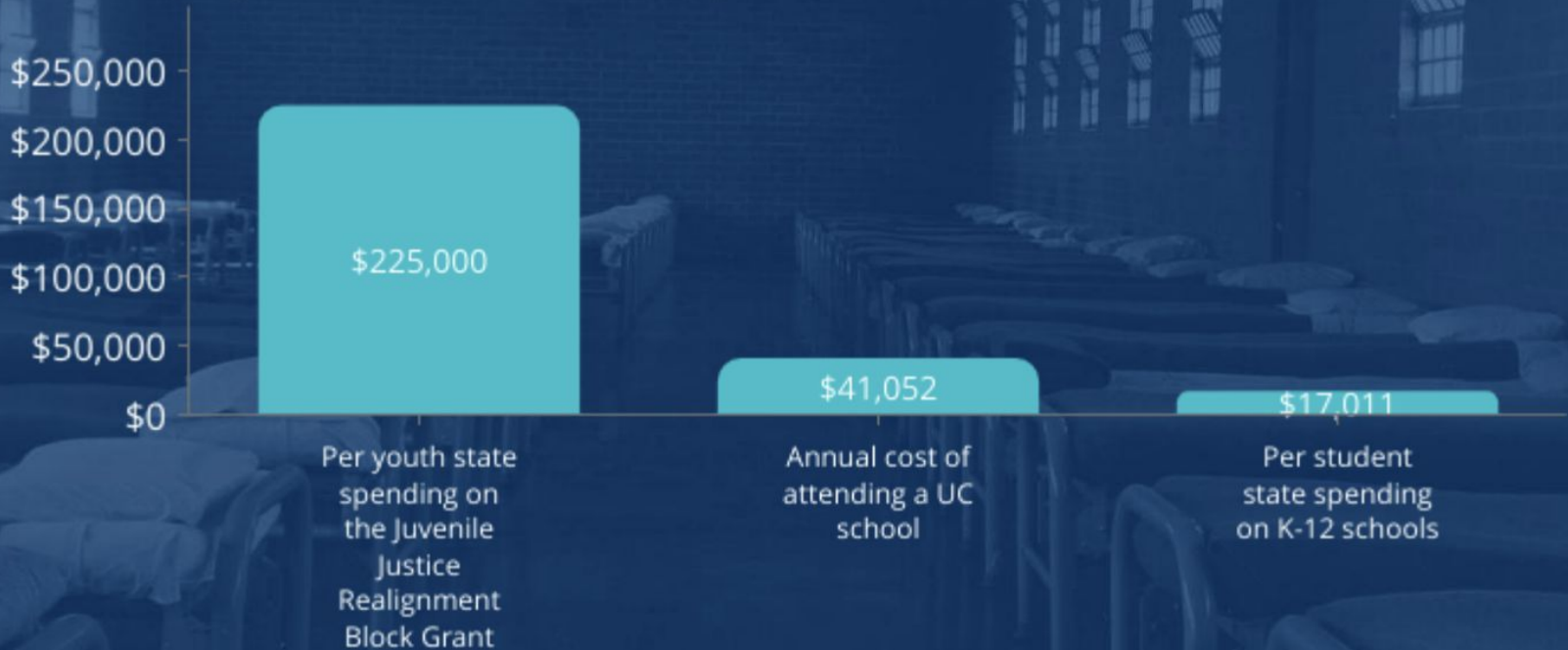
Notes: JJCPA and “Other State Funding” refer to FY 2018-19 allocations (SCO, 2020). “Other State Funding” includes the Youthful Offender Block Grant, Juvenile Probation Activities, and Juvenile Probation Camp Fund. “County Funding” refers to FY 2014-15 estimates by the California Budget and Policy Center (October 2016).

Figure 2. Counties are receiving more state money despite supervising fewer youth



Sources: BSCC, 2018; 2019; 2020; 2021a; 2022; CJCJ; 2018a; DOJ, 2023.

Figure 1: With \$225,000 (the amount CA is spending per youth on realignment), the state could have bought a student's four-year degree at a UC school or paid for their entire 13-year K-12 education



Counties are getting roughly \$225k per youth previously held at DJJ through the new Juvenile Justice Realignment Block Grant (JJRBG) (SB 832 SB 92)

- Here is how the realignment dollars will ramp up over the next few years:
 - FY 2021-22 - \$39,949,000
 - FY 2022-23 - \$118,339,000
 - FY 2023-24 - \$192,037,000
 - FY 2024-25 - \$208,800,000 (max amount)
- Roughly 250 young people returned to their county from DJJ at closure, that's an avg of **four** youth per county
 - The largest transition will be 80 young people back to LA
 - The LA County probation department is the largest in the country, if not the world, in size and budget. The county's FY 2021-22 adopted budget still allots over \$1 billion to Probation, with close to half allocated to the youth division despite well documented abuses.
 - There are currently only 528 youth incarcerated in LA with \$400M allocated to Juv probation
 - \$79M unspent SB 823 funding in LA County

With the closure of DJJ, the state is giving hundreds of millions more to counties—some through one-time funds to improve facilities and the rest through the Juvenile Justice Realignment Block Grant (JJRBG), which will total \$208.8 million by Fiscal Year 2024-25 (SB 823, 2020). By overfunding probation, California leaders have created a dangerous incentive. Counties must now justify their new or renovated facilities, thousands of unused beds, and hundreds of millions in state grants. Probation officers, who largely decide where youth are placed within the new system, have a vested interest in sending youth to and keeping them in secure facilities.

Overview of The PROMYSE Act

1. **Equitable decision-making** with at least 50% community representation on counties' Juvenile Justice Coordinating Councils (JJCCs), and a community co chair. JJCC's decide how to spend JJCPA funds.
2. **Effective investments** prioritizing youths' most critical needs, by requiring a percent of funds be allocated to non-law enforcement programs and services.

“[Counties] have not demonstrated that the programs they have chosen to operate are effective.”

- California State Auditor
(Report 2019-116)

1. EQUITABLE DECISION-MAKING

Problem

- Currently, there are 12 mandated JJCC seats, with the probation chief as chair.
- According to the State Auditor, the sample counties' JJCCs failed to adequately oversee their JJCPA planning efforts. In fact, 20% of all counties appeared to lack a JJCC entirely in the audit period.

Proposed Solution

- Require that counties maintain JJCCs of with at least 50 percent community representation. Co-chairs, one of which must be a community representative, will be elected by JJCC members.
- These changes will ensure equitable community representation on each county's JJCC, which decides how JJCPA funds are allocated every year, and improve JJCPA spending decisions.

“Without the diverse representation envisioned by the JJCPA, counties are unable to meet the JJCPA’s requirement to have a multiagency approach to juvenile justice planning.”

- California State Auditor (Report 2019-116)

SETTLEMENT AGREEMENT

Youth Forward v. County of Sacramento, et al.,
Superior Court of the State of California in and for the County of Sacramento,
Case No.: 34-2022-80003909

SETTLEMENT AGREEMENT

Center for Leadership, Equity, and Research v. County of Fresno, et al.,
Superior Court of the State of California in and for the County of Fresno,
Case No.: 21-CECG-03154

2. EFFECTIVE SPENDING

Problem

FUNDING GOING TO THE WRONG PROGRAMS

Less than half of one percent of youth are referred to probation. Yet in 2022 63 % of JJCPA funds were spent on probation staff for intensive probation supervision, truancy programming & school based probation officers- all programs that exasperate the school-to-prison pipeline



COMMUNITIES GET FAR LESS

Many of these youth are Black or Brown, have disabilities, or histories of poverty, abuse, or neglect, and would benefit from additional support and resources, such as community based organizations (CBOs). Unfortunately, CBOs only received 14% of JJCPA funds in 2022.



Proposed Solution

- Require counties to distribute a percent of funds to non-law enforcement public agencies or CBOs.
- Both counties in the state have adopted minimum percentages for comparable grant funding.
 - 2015 Alameda County required 50% of A109 funding for CBOs
 - CalVIP requires cities to set aside 50% to CBOs
 - Prop 47 requires public agencies to subcontract grants to CBOs at least 50%
- Every county has a school district, a behavioral health agency, a faith based organization, parks and rec, arts agency etc.

2. EFFECTIVE SPENDING

Year	County	None Listed	Salaries & Benefits Year	County	None Listed	Salaries & Benefits Year	County	None Listed	Salaries & Benefits		
2022	Alpine	Small	0.0%	2022	Placer	Medium	23.7%	2022	San Diego	Large	3.6%
2022	Glenn	Small	0.0%	2022	Solano	Medium	38.8%	2022	San Francisco	Large	13.3%
2022	Inyo	Small	0.0%	2022	Marin	Medium	43.1%	2022	Los Angeles	Large	13.4%
2022	Modoc	Small	0.0%	2022	Tulare	Medium	46.8%	2022	San Mateo	Large	26.5%
2022	Sierra	Small	0.0%	2022	Monterey	Medium	51.9%	2022	Contra Costa	Large	39.8%
2022	Mendocino	Small	2.9%	2022	Butte	Medium	73.0%	2022	Riverside	Large	57.4%
2022	Imperial	Small	30.2%	2022	San Luis Obispo	Medium	74.3%	2022	Ventura	Large	57.7%
2022	Del Norte	Small	39.8%	2022	Yolo	Medium	75.2%	2022	Santa Clara	Large	59.3%
2022	Nevada	Small	45.7%	2022	Santa Barbara	Medium	80.7%	2022	Stanislaus	Large	65.8%
2022	Shasta	Small	52.3%	2022	Sonoma	Medium	87.2%	2022	Alameda	Large	66.9%
2022	Napa	Small	67.4%	2022	Merced	Medium	89.5%	2022	San Joaquin	Large	72.3%
2022	Siskiyou	Small	71.9%	2022	Santa Cruz	Medium	92.2%	2022	Sacramento	Large	75.6%
2022	Humboldt	Small	72.8%					2022	Orange	Large	81.7%
2022	Tehama	Small	74.6%					2022	Kern	Large	84.0%
2022	Madera	Small	82.2%					2022	San Bernardino	Large	85.4%
2022	Kings	Small	88.6%					2022	Fresno	Large	87.7%
2022	Mariposa	Small	90.6%								
2022	Tuolumne	Small	94.8%								
2022	Yuba	Small	94.8%								
2022	Plumas	Small	95.3%								
2022	El Dorado	Small	95.5%								
2022	Sutter	Small	96.5%								
2022	Amador	Small	100.0%								
2022	Calaveras	Small	100.0%								
2022	Colusa	Small	100.0%								
2022	Lake	Small	100.0%								
2022	Lassen	Small	100.0%								
2022	Mono	Small	100.0%								
2022	San Benito	Small	100.0%								
2022	Trinity	Small	100.0%								

2022 Inyo 60% of JJCPA funds to Healthy Communities of Southern Inyo County (CBO) Recreational Activities - \$31,840.00

2022 Inyo 40% to Inyo County Office of Education Vocational Training \$21,227.00

2022 San Diego 54.92% to Community Assessment Teams CAT / Diversion Development of Case Plan (CBO) \$5,763,720.00

Impactful JJCPA Reform and Investments

Los Angeles

Ready to Rise funding helps grantees provide a variety of programs focused on educational attainment, leadership, workforce development, mentorship, arts, wellness, youth organizing and other areas. **R2R served 25,594 youth over a three year span**, generating a 24% increase in supportive relationships and growth in themes such as stability, safety, and hope- the foundation of a thriving and fulfilling future.

San Francisco

San Francisco created a new model for accessibility and expediency when the county moved the administration of JJCPA funds out of the purview of the Probation Department and to the **Department of Children, Youth and Their Families**. In 2022, SF allocated 86.74% of JJCPA funds to impactful county agencies and community based organizations providing holistic care-first prevention.



Impactful JJCPA Reform and Investments

San Francisco:

New Report: California Juvenile Justice Funding in Five Bay Area Counties Shows Opportunity for Reinvestment

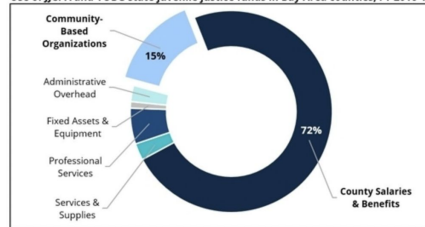
Renee Menart

Published: May 15, 2018

SAN FRANCISCO – May 15, 2018 – A [new report](#) from the Center on Juvenile and Criminal Justice examines how California's counties use millions in state funding provided by the Juvenile Justice Crime Prevention Act (JJCPA) and the Youthful Offender Block Grant (YOBG) intended to serve justice-involved youth within their communities. The report investigates statewide funding trends as well as local trends among five Bay Area counties (Alameda, Contra Costa, Marin, San Francisco, San Mateo), which receive a significant share of these funds and provide broader insight.

The report finds that JJCPA and YOBG program implementation is out of step with juvenile justice trends and best practices. Amid California's consistent declines in youth crime and confinement, counties continue to invest heavily in detention-based services at nearly-vacant local facilities rather than community-based programs. Counties would benefit from the inclusion of community stakeholders in planning and implementing their funding priorities to meet the diverse needs of youth and communities most affected by the justice system.

Use of JJCPA and YOBG state juvenile justice funds in Bay Area counties, FY 2016-17



HOW DOES YOUR COUNTY COMPARE?

JJCPA and YOBG Spending by Category for Bay Area Counties, FY 2016-17

County	Funding Source	Program Spending Categories					
		Salaries & Benefits	Services & Supplies	Professional Services	CBOs	Fixed Assets/Equipment	Administrative Overhead
Alameda	JJCPA	\$4,123,698	\$124,356	\$271,766	\$85,000	\$146,700	\$24,817
	YOBG	\$2,932,897	\$15,648	\$149,406	\$0	\$57,050	\$571,195
	Total	\$7,056,595	\$140,004	\$421,172	\$85,000	\$203,750	\$596,012
	% Spending	83.0%	1.6%	5.0%	1.0%	2.4%	7.0%
Contra Costa	JJCPA	\$3,586,145	\$375,137	\$8,510	\$0	\$0	\$0
	YOBG	\$3,373,663	\$16,755	\$0	\$0	\$0	\$0
	Total	\$6,959,808	\$391,892	\$8,510	\$0	\$0	\$0
	% Spending	94.6%	5.3%	0.1%	0.0%	0.0%	0.0%
Marin	JJCPA	\$355,921	\$0	\$20,361	\$243,267	\$0	\$0
	YOBG	\$156,075	\$41,866	\$26,511	\$390,903	\$0	\$0
	Total	\$511,996	\$41,866	\$46,872	\$634,170	\$0	\$0
	% Spending	41.5%	3.4%	3.8%	51.4%	0.0%	0.0%
San Francisco	JJCPA	\$63,853	\$34,584	\$183,117	\$2,333,779	\$0	\$0
	YOBG	838,526	\$0	211,753	\$47,992	\$0	\$0
	Total	\$902,379	\$34,584	\$394,870	\$2,381,771	\$0	\$0
	% Spending	24.3%	0.9%	10.6%	64.1%	0.0%	0.0%
San Mateo	JJCPA	\$1,235,199	\$0	\$23,361	\$252,879	\$0	\$0
	YOBG	\$1,392,181	\$53,487	\$20,345	\$315,511	\$54,611	\$40,705
	Total	\$2,627,380	\$53,487	\$543,706	\$568,390	\$54,611	\$40,705
	% Spending	67.6%	1.4%	14.0%	14.6%	1.4%	1.0%

Impactful JJCPA Reform and Investments

San Francisco – DCYF Community Needs Assessment informs its Services Allocation Plan and RFP process.

HOUSING STABILITY & HOMELESSNESS

The 2022 Point in Time (PIT) Count of people experiencing homelessness in San Francisco reported **1,073** unaccompanied children and TAY, and **205** families experiencing homelessness.

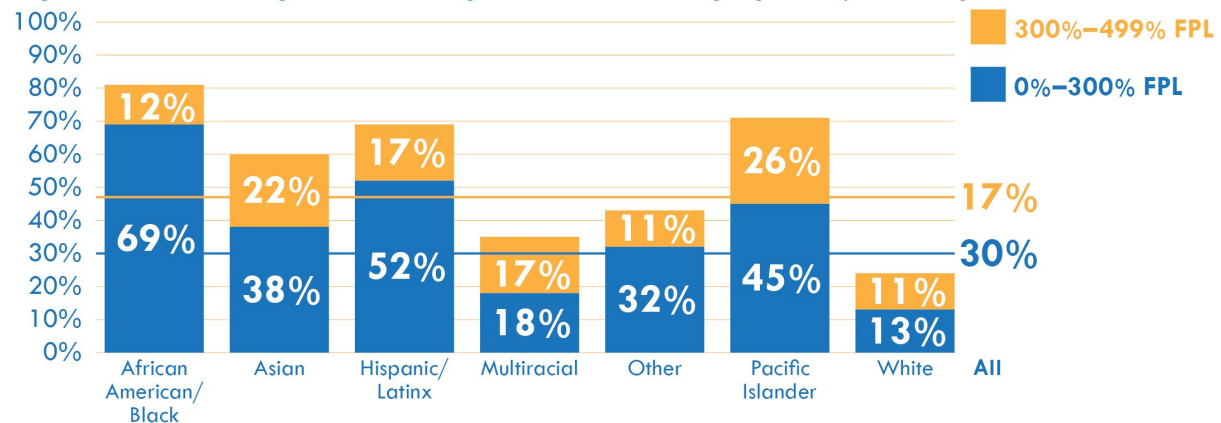
LOW-INCOME FAMILIES & YOUTH

30% of youth ages 0-17 – nearly 34,000 youth – in San Francisco were living in families earning below 300% of the Federal Poverty Level (FPL) and an additional 17% or 19,000 youth were in families earning below 500% of the FPL.

“I know a lot of people who want to go to Kaiser, for example, for mental health services, but they’re swamped, they’re overloaded. There’s a lot of teens. I’m a high school counselor, and there’s a lot of teens that need access, and school resources are very limited until they try to go to Kaiser, and to no fault of their own, they just don’t have all the support services that they need.”

— Parent, Pop-Up Village interview

Figure 15. Percentage of Youth Ages 0-17 in Poverty by Race/Ethnicity, 2016-2020



San Francisco – 86.7% of JJCPA funds toward CBOs

Huckleberry Youth Services / Huckleberry Advocacy & Response Team (HA&RT)

A crisis response, stabilization and case management program for commercially sexually exploited girls and young women, and those at risk of exploitation, ages 10-21. Peer support and wellness groups are conducted in cohorts quarterly. One on one case management services and linkage to needed supports is provided to the youth. Therapy is provided for individual youth or with their caregivers. Parent support is provided with one on one meetings with an Intervention Specialist and also through Parent's Turn, a six week skill building course offered four times yearly.

United Playaz / United Playaz Violence Intervention

Youth engage in leadership development, civic engagement opportunities, and recreational activities 2) Case Management year-round case management in diversion, intervention, and re-entry/aftercare for system involved youth 3) Workforce skill development and workforce training, academic assistance with GED/HSE, college enrollment, and placements in vocational training 4) Enrichment Opportunities into weekly schedule offered in 2 parts: Student directed life skills cohorts and Social Emotional Learning and Life Skill Enrichment.

Occupational Therapy Training Program – San Francisco (OTTP-SF)

Occupational therapy, vocational preparation, job referrals and placement, transition planning for transitional-aged youth, case management, psychotherapy, resource development, and after-care services. Therapeutic yoga program to youth and their families, incorporating emotional regulation skills and mindfulness alongside restorative yoga poses and breathwork.

Urban Services YMCA /Tailor Made

The OMI/Excelsior Beacon Center and The Tailor Made Diversion Program provides after school enrichment, academic support, arts and recreation, leadership and job skills/career development, mental health counseling and referrals, substance use prevention and treatment, case management services, and evening classes for parents and adults in the community.

Impactful JJCPA Reform and Investments

Monterey: In total, Monterey spends 31.5% of its JJCPA funds on community-based programming and services. Meanwhile, 68.5% of funds are spent on probation salaries and benefits.

AB 702 will help reinvest these dollars into the community to reflect today's juvenile justice landscape, which shows historic lows in youth referrals to probation (data from DOJ):

- There's been a 92% drop in total youth referrals to Monterey Juvenile Probation from 2020-22 vs 1990-94.
- In 2022, the total number of referrals to Monterey Juvenile Probation was .5%. In comparison, between 2000-2004, total referrals to Monterey Juvenile Probation was 5.5%.



Victim Offender Reconciliation Program ([VORP](#)), managed by Restorative Justice Partners, a Community-Based Organization – TOTAL: \$49,589.00 – **3% of JJCPA funds**

Drug and Alcohol Intervention Services for Youth DAISY managed by Community Human Services CHS Alcohol and Drug Treatment — TOTAL \$135,700.00 — **8.41% of JJCPA funds**

Silver Star Youth Program SSYP Day or Evening Treatment Program supported by a Community Based Organization – TOTAL: \$164,526.00 — **10.20% of JJCPA funds**

Impactful JJCPA Reform and Investments

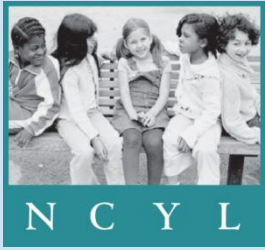
Riverside 2022 JJCPA – \$5,316,972 (74%) on LE salaries and benefits, \$1,644,151 (22.9%) went to community providers, and \$199,119 (2.78%) went toward evaluations.

In 2022 – 15 CBOs shared \$1,637,462 of Riverside’s JJCPA funds and served **3,357 youth and 991 families** through a myriad of programs, including tending to farm animals, recreational activities, financial literacy, mentoring and more. A non-court ordered supervision program known as Youth Accountability Team (YAT) received a total of \$1,611,930 of Riverside’s JJCPA funds. In this time, YAT served 3 young people..

- **15 CBO’s shared \$1,637,462 to serve 3,357 youth.. that’s \$487.75 per young person... or 14.76% of what YAT received to serve 1,119x the amount of youth.**
- **YAT received \$1,611,930 to serve 3 young people... that’s \$537,310 per young person.** They reported no outcomes.

The YAT program was sued in June 2020 for its oppressive tactics such as surprise searches, unannounced home visitations, restrictions on who participants could speak to, and interrogations into intimate details of participants' lives. YAT had placed thousands of youth on **onerous YAT probation contracts** on the basis adolescent, non-criminal behavior such as talking back to school officials, truancy, or academic problems.

A total of \$2,173,653 JJCPA dollars were spent on conducting presentations and surveys such as the one by Gang Awareness Mentorship & Education (GAME). GAME administered two online surveys to high school students. The gang awareness survey asked one question: *“Did this presentation help you want to stay away from gangs?”* The drug awareness presentation survey asked two questions: *“Did this presentation help you want to stay away from illegal drugs?”* and *“Did this presentation help you want to stay away from vaping?”*. Students responded “yes” or “no” to the questions. This cost taxpayers over \$2M..

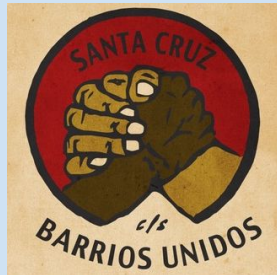


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children's
defense fund
california

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Data References

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