

# AN OPPORTUNITY FOR REINVESTMENT: CALIFORNIA STATE JUVENILE JUSTICE FUNDING IN FIVE BAY AREA COUNTIES



Renee Menart, Communications and Policy Analyst  
Brian Goldstein, Director of Policy and Development  
Center on Juvenile and Criminal Justice

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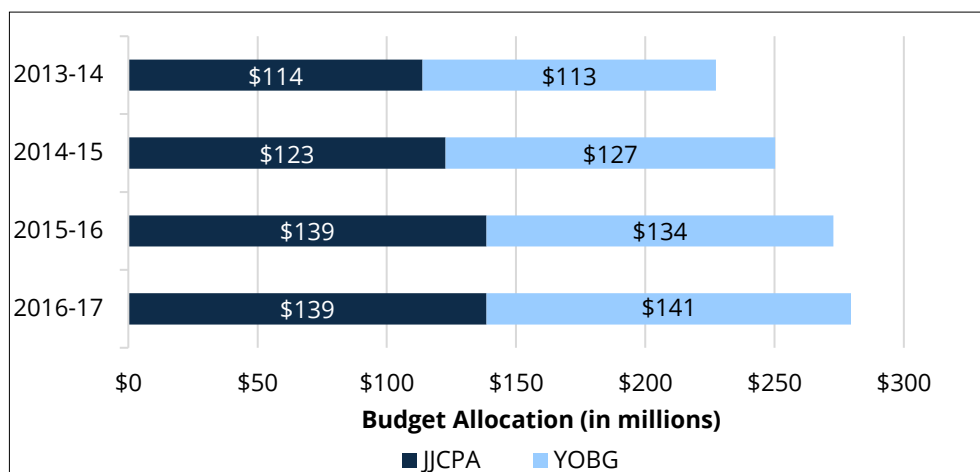
Research Report

## Introduction

Each year, California provides millions in state funding to counties to serve youth within their communities and reduce justice involvement through two major grant programs. First, the Juvenile Justice Crime Prevention Act (JJCPA), which was enacted by the Schiff-Cardenas Crime Prevention Act and given its current name through a California Senate bill the following year, seeks to curb crime by serving youth who are justice-involved or at risk of justice involvement (AB 1913, 2000). In 2007, the Youthful Offender Block Grant (YOBG) was established as part of the state's push for juvenile justice realignment, allowing youth who would have otherwise been confined in the state's youth correctional system, the Division of Juvenile Justice (DJJ), to be served at the county-level (SB 81, 2007). Both the JJCPA and YOBG grant programs are administered by the Board of State and Community Corrections (BSCC), a powerful state criminal and juvenile justice agency, which is responsible for overseeing counties' planning and reporting processes for these funds.

Together, JJCPA and YOBG funding provided approximately \$279.6 million in state juvenile justice funding to counties in the most recent fiscal year, FY 2016-17 (BSCC, 2018a). This marks a 23 percent increase in their total allocations since FY 2013-14, with additional funding increases proposed in the Governor's FY 2018-19 budget (Figure 1)(Commonweal, 2018). With such significant investment, JJCPA- and YOBG-funded programs have immense potential to reduce youth justice involvement and help build safe, healthy communities.

**Figure 1. JJCPA and YOBG total allocation,<sup>1</sup> FY 2013-14 to FY 2016-17**



Sources: CSC, 2014-2017; 2014a-2017a; BSCC, 2015-2017; 2015a-2017a; 2018a.

<sup>1</sup> "Total allocation" refers to the total amount allocated by the state in the given year, which includes growth funds based on state revenue generated during the current fiscal year and distributed after the close of the period (BSCC, 2015-2017; 2014a-2017a). FY 2012-13 was the first year growth funds were allocated for the YOBG grant program (BSCC, 2014a). FY 2013-14 was the first year growth funding was allocated for the JJCPA grant program (BSCC, 2015).

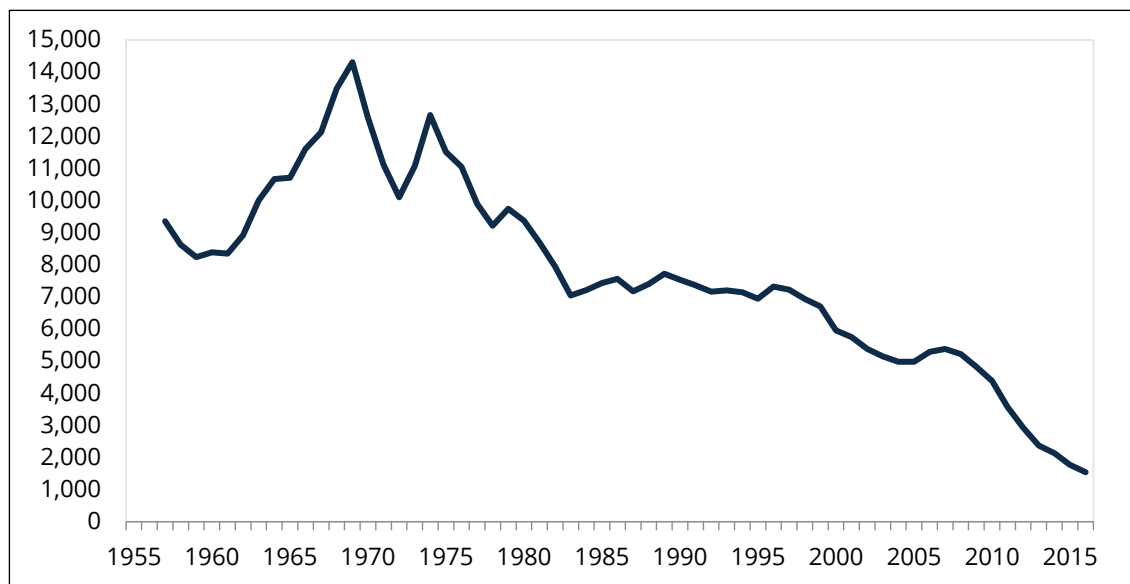
California’s substantial spending on these grant programs signals the state’s continued interest in juvenile justice realignment and reinvestment. Essentially, juvenile justice reinvestment shifts financial incentives from confinement and correctional practices toward community-based alternatives that are high quality and cost effective (Butts & Evans, 2011). In doing so, funds can be used to better meet the specific needs of youth across various areas such as education, housing, mental health, and social-emotional development. Further, reinvestment provides resources to improve overall conditions of communities most impacted by the justice system (Butts & Evans, 2011). Given the reliability of these state funding programs, counties have the opportunity and the responsibility to reflect reinvestment priorities in their JJCPA- and YOBG-funded programs.

A significant portion of the state’s JJCPA and YOBG funds go toward Alameda, Contra Costa, Marin, San Francisco, and San Mateo counties—hereafter referred to as the five Bay Area counties. These five counties, which range in their juvenile justice trends and populations, collectively receive a significant share of funding. Additionally, the Bay Area counties provide insight into local implementation of the JJCPA and YOBG funding programs and point to larger trends in planning practices and spending priorities. Throughout the state, these funds are widely spent on probation and county departments rather than community-based organization (CBOs) and secure placements rather than direct services—despite strong evidence that youths’ needs are best served through rehabilitation within the community (AECF, 2007; Seigle, 2014). Investigation into the Bay Area counties’ funding processes as well as statewide trends can help ensure California’s effective use of these funds.

## Juvenile Justice Trends in California and Bay Area Counties

California is experiencing continued historic drops in youth arrests, which have declined consistently since 2007. Amid these statewide drops, populations at state and local secure juvenile justice facilities have also fallen significantly (CJCJ, 2017; 2018; 2018a)(Figure 2). The five Bay Area counties mirror this statewide trend of declining youth confinement and arrests.

**Figure 2. Arrests of California youth per 100,000 population ages 10-17, 1957-2016**



Sources: DOJ, 1957-2017; 2017a.

JJCPA and YOBG grant programs provide funding for counties to invest in local juvenile justice practices and community alternatives, thereby reducing reliance on the state youth correctional system, DJJ. However, some Bay Area counties commit youth to DJJ at high rates despite substantial JJCPA and YOBG funding received for programs at the county-level. Both Alameda and Contra Costa counties, which maintain considerable capacity to serve youth in local juvenile facilities, commit high numbers of youth to DJJ facilities (CJCJ, 2018a)(Table 1). These

counties heavily rely on DJJ, which is costly and struggles with systemic violence, while devoting the state’s JJCPA and YOBG resources to the operation of near-vacant local facilities (CJCJ, 2018). JJCPA and YOBG funding, when used to support local juvenile facilities, is not a cost-effective approach to juvenile justice given the stronger results of community-based programs.

**Table 1: Juvenile justice snapshot for Bay Area counties (2016-17)**

County	Juvenile Population (age 10-17, 2016)	Juvenile arrests (2016)			County juvenile facilities (June 2017)		DJJ Population (June 2017)
		Status	Misdemeanor	Felony	Population	Capacity	
Alameda	151,0968	149	852	815	93	463	24
Contra Costa	119,458	7	792	394	141	390	39
Marin	26,274	108	414	128	15	40	1
San Francisco	44,506	-	396	454	53	198	6
San Mateo	71,079	84	620	262	105	260	5
<b>California</b>	<b>4,116,528</b>	<b>7,331</b>	<b>35,756</b>	<b>19,656</b>	<b>4,484</b>	<b>12,679</b>	<b>638</b>

Source: BSCC, 2018; CDCR, 2018; DOF, 2017; DOJ, 2017a.

## Overview of JJCPA and YOBG Funding Allocations

JJCPA and YOBG funding allocations are calculated by the Department of Finance each year and funded by state revenue from sales tax and vehicle license fees—with safeguards in place if either revenue source falls short of planned funding (BSCC, 2018a). As provided by statute, funding formulas determine annual allocations. The State Controller’s Office is responsible for distributing these funds to counties as part of the Law Enforcement Services Account, a subaccount within the Local Revenue Fund of 2011 in which both JJCPA and YOBG funds are contained (BSCC, 2018a).

While JJCPA and YOBG are distinct from one another, they share a fundamental recognition that reliable, noncompetitive state funding is necessary to support youth through local juvenile justice programs and services. JJCPA funding is allocated to each of its 56 participating counties<sup>2</sup> based on population; YOBG funding is distributed to all 58 California counties giving equal weight to each county’s juvenile felony dispositions and juvenile population with a minimum allocation of \$117,000 granted to each county (BSCC, 2018a).

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**Funding for counties is decided by formulas set in statute:** JJCPA funding is allocated based on each county’s overall population. YOBG funding is allocated based on each county’s juvenile felony dispositions and juvenile population.

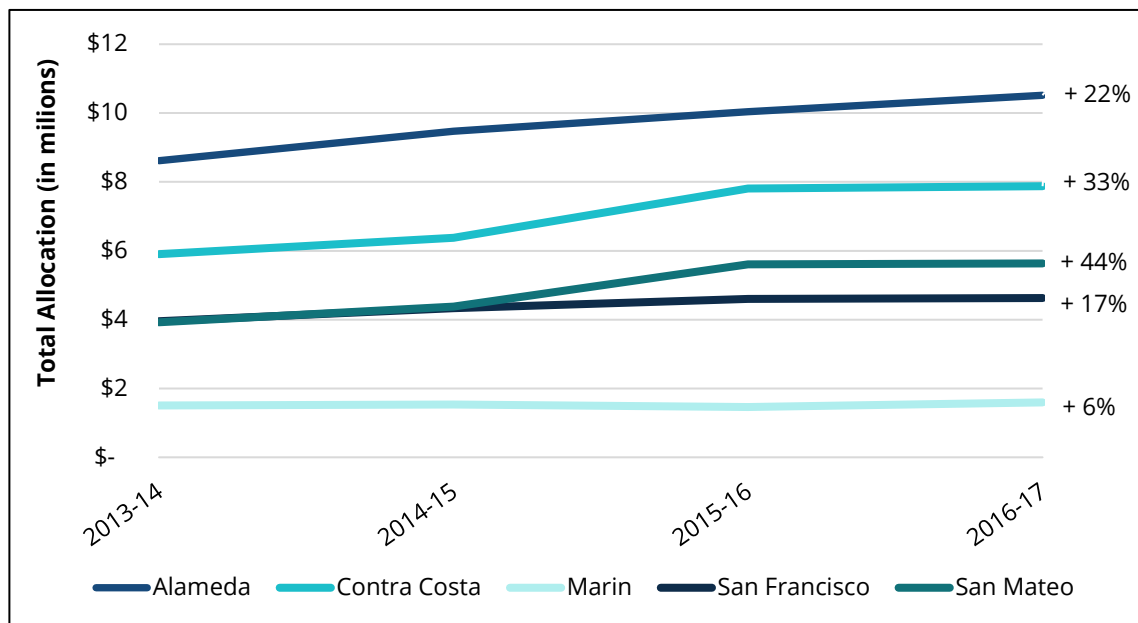
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Without a competitive aspect to these funds, participating counties receive reliable funding each year with very little risk of discontinuation. Since JJCPA and YOBG funding formulas are tied to non-justice-related characteristics, including a county’s population and juvenile population, funding is not entirely dependent on rates of youth justice involvement. As California’s youth arrest and confinement numbers continue to reach historic lows and JJCPA and YOBG funding increases, counties have an even greater opportunity to invest in developing and sustaining effective community-based programs.

<sup>2</sup> Sierra County and Alpine County opt out of JJCPA participation.

In FY 2016-17, California taxpayers invested \$279.6 million<sup>3</sup> in JJCPA and YOBG funding to support county-level juvenile justice programs (BSCC, 2018a). In the four-year period from FY 2013-14 to FY 2016-17, California’s combined JJCPA and YOBG funding increased by 23 percent (\$52 million) due to increases in associated state revenue and population (CSC, 2014-2017; 2014a-2017a; BSCC, 2015-2017; 2015a-2017a). Funding in the Bay Area counties reflects this state trend with an average 27 percent increase, and increases range from 6 percent to 44 percent (Figure 3). In FY 2016-17, these five counties accounted for approximately 9.5 percent (\$13.3 million) of the state’s total YOBG allocation and 11.8 percent (\$12.6 million) of its total JJCPA allocation (BSCC, 2018a).

**Figure 3. JJCPA and YOBG total allocation<sup>4</sup> in Bay Area counties, FY 2013-14 to FY 2016-17**



Sources: CSC, 2014-2017; 2014a-2017a; BSCC, 2015-2017; 2015a-2017a; 2018a.

### Standards for JJCPA-YOBG Programs and Reporting Requirements

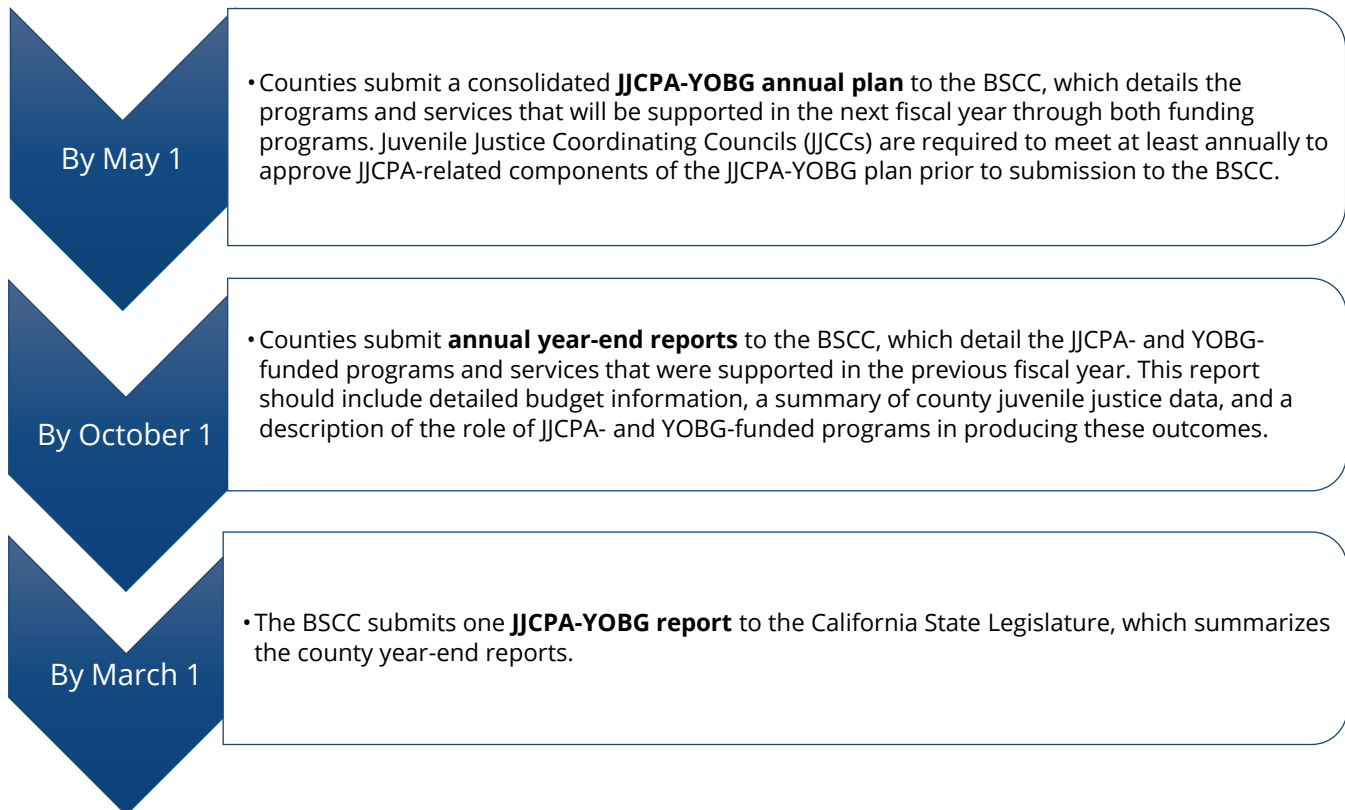
All counties that receive funding through the JJCPA and YOBG grant programs are required to participate in specific planning and reporting processes. These procedures provide the guidelines for how counties plan which programs and services are to be funded each year, and how spending priorities are implemented. At the end of each year, counties must detail the expenditures and outcomes of JJCPA- and YOBG-funded programs. In 2009, Senate Bill (SB), 4<sup>th</sup> Extended Session 13 amended YOBG to add new reporting requirements, which included annual reporting measures for counties (SBX4 13, 2009). In 2016, as a result of Assembly Bill (AB) 1998, the reporting requirements for the JJCPA and YOBG grant programs were altered substantially (AB 1998, 2016). This legislation consolidated many reporting standards for both grant programs, such as the submission of annual plans on how funding will be used, and removed some requirements altogether.

Prior to AB 1998, counties that participated in JJCPA were required to collect and report outcomes for youth participants across six data categories: arrest rate, incarceration rate, probation violation rate, probation completion rate, restitution completion rate, and community service completion rate. Some of these data were problematic, as inaccuracies and differing reporting methodologies led to flawed comparisons. Under AB 1998, counties are to include available data on the entire juvenile justice population within the county and provide information on how

<sup>3</sup> \$279.6 million is the “total allocation” for JJCPA and YOBG programs in FY 2016-17, which includes a \$241.4 million base funding amount and \$38.2 million in growth funds.

<sup>4</sup> “Total allocation” includes growth funds.

funded programs may have had an impact on juvenile justice outcomes (AB 1998, 2016; BSCC, 2017b). Without strict statutory reporting guidelines nor strong accountability measures by the BSCC, some counties now provide only limited reporting on juvenile justice trends and program outcomes (BSCC, 2018a). Additionally, counties are no longer required to receive approval from their Board of Supervisors or the BSCC before submission of program plans and disbursement of money.<sup>5</sup> The current reporting requirements include the following objectives:



There is minimal reporting and oversight at the county and state level, both by the BSCC and the California State Legislature. The first consolidated Juvenile Justice Crime Prevention Act and Youthful Offender Block Grant Annual Report to the Legislature, which was released by the BSCC in March 2018, provides no statewide evaluation of spending or associated youth outcomes (BSCC, 2018a). Agencies including the California State Auditor (2012) and the County of Los Angeles Department of Auditor-Controller (2017), as well as a coalition of juvenile justice advocates in Los Angeles County have raised strong criticism of how counties have failed to account for these grant programs and their impact on young people and their communities (Soung, 2017). This lack of accountability and oversight is a statewide challenge, which calls for a broader push for community engagement in the program planning process.

## How California and Bay Area Counties Plan JJCPA and YOBG Programs

Counties have wide discretion when it comes to planning and implementing their use of funds. This authority can allow each county to meet specific needs of youth in their community and effectively enhance their local juvenile justice system. Without strong state oversight, the BSCC expects counties to collaborate across local government agencies, community organizations, and various stakeholders to determine where to direct resources (BSCC, 2014).

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<sup>5</sup> For a list of changes as a result of AB 1998, see AB 1998 – Frequently Asked Questions (FAQ’s) March 7, 2017 (BSCC, 2017b).

The JJCPA grant program requires each county to maintain a Juvenile Justice Coordinating Council (JJCC), which develops and modifies the county's annual plan for JJCPA spending known as the Comprehensive Multi-Agency Juvenile Justice Plan (CMJJP)(GOV § 30061). As included in the preceding flow chart, JJCCs remain mandated to update, review, and approve JJCPA components of the consolidated JJCPA-YOBG plan submitted to the BSCC each year (BSCC, 2017b). JJCC membership is defined in statute to engage local agencies and organizations in the decision-making process (BSCC, 2014). Notably, JJCCs should specifically include representatives of nonprofit CBOs that provide services for youth (WIC § 749.22; AB 1998, 2016). Every JJCC must be chaired by the Chief Probation Officer and include at least one member from each of the following:

- Department of Mental Health
- District Attorney's Office
- Public Defender's Office
- City Police Department
- Sheriff's Department
- County Office of Education or school district
- County Board of Supervisors
- Department of Social Services
- Community-based drug/alcohol program
- Nonprofit community-based organization
- At-large community representative

JJCC meetings are required to take place at least once each year to update, review, and approve the county's planned JJCPA programs (BSCC, 2018a). Across the Bay Area counties, implementation of JJCC responsibilities varies. Since the enactment of AB 1998, Alameda County's JJCC no longer meets in the spring during the planning process for JJCPA funds. Its council, which last met in March 2017, plans to convene in October after the county's JJCPA-YOBG evaluation is submitted to the BSCC (K. Baker, personal communication, May 4, 2018). The four remaining Bay Area counties continue to host JJCC meetings in the spring with their most recent meetings held between February and April 2018. While counties are no longer required to include proposed budgets in JJCPA plans, Marin County's JJCC voted on a proposed budget at its most recent meeting (Marin County Juvenile Justice Coordinating Council, 2018). Marin County's JJCC models a continued partnership between local agencies and organizations in the decision-making process.

The current planning process for YOBG-funded programs is less extensive and only requires a direct plan submission to the BSCC. In previous years, counties were required to gain approval of the YOBG plan, known as the Juvenile Justice Development Plan, from the county's Board of Supervisors and would then submit this approved plan to the BSCC for review. YOBG plans, like JJCPA plans, no longer require approval by the Board of Supervisors nor the BSCC (BSCC, 2017b). It should be noted, however, that the BSCC approved all Bay Area county plans between FY 2012-13 and FY 2015-16 (CJCJ, 2018b). This may point to a long-standing trend of limited BSCC oversight and accountability in the program planning process.

## **How California and Bay Area Counties Spend JJCPA and YOBG Funding<sup>6</sup>**

Both the JJCPA and YOBG funding programs are rooted in justice reform legislation intended to serve youth close to home and within their communities. These funds are structured to give counties the opportunity to invest in a broad array of strategies. The JJCPA grant program was implemented alongside Citizen's Options for Public Safety (COPS), which was intended for law enforcement use, so JJCPA funding could be used to support youth beyond a

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<sup>6</sup> All JJCPA-YOBG spending plans submitted by counties for FY 2017-18 can be found at: [http://www.bscc.ca.gov/s\\_cpgp1718countyjjcpayobgplans.php](http://www.bscc.ca.gov/s_cpgp1718countyjjcpayobgplans.php).



law enforcement or corrections approach (Soung, 2017). YOBG funding is intended to enhance counties' abilities to meet the needs of justice-involved youth by providing supervision and meaningful rehabilitative services (SB 81, 2011). Both funding programs provide flexible funding to counties. The YOBG grant program allows supplanting, meaning counties can use funds on expenses that general funds would otherwise pay for (e.g. county department salaries) to support juvenile justice realignment (BSCC, 2015b). JJCPA funding, alternatively, does not allow supplanting (BSCC, 2015b). In both cases, effective use of funds call for responsible county spending geared toward strengthening community services.

### *Under-utilization of funds leaves dollars unspent that could be used to benefit the community.*

Counties are not required to use JJCPA and YOBG funds granted to them within the year those funds were allocated and can instead use them across multiple years. Flexible allocation schedules can allow counties to meet their specific needs year to year, but massive unspent funds can limit much-needed resources for community-based programming and stand as a barrier to youths' immediate needs in areas such as education, housing, and health.

In FY 2015-16, counties that participated in the JJCPA grant program spent approximately \$15 million less than planned for the year—part of a three-year trend in underspending since FY 2013-14 (BSCC, 2017). Additionally, the

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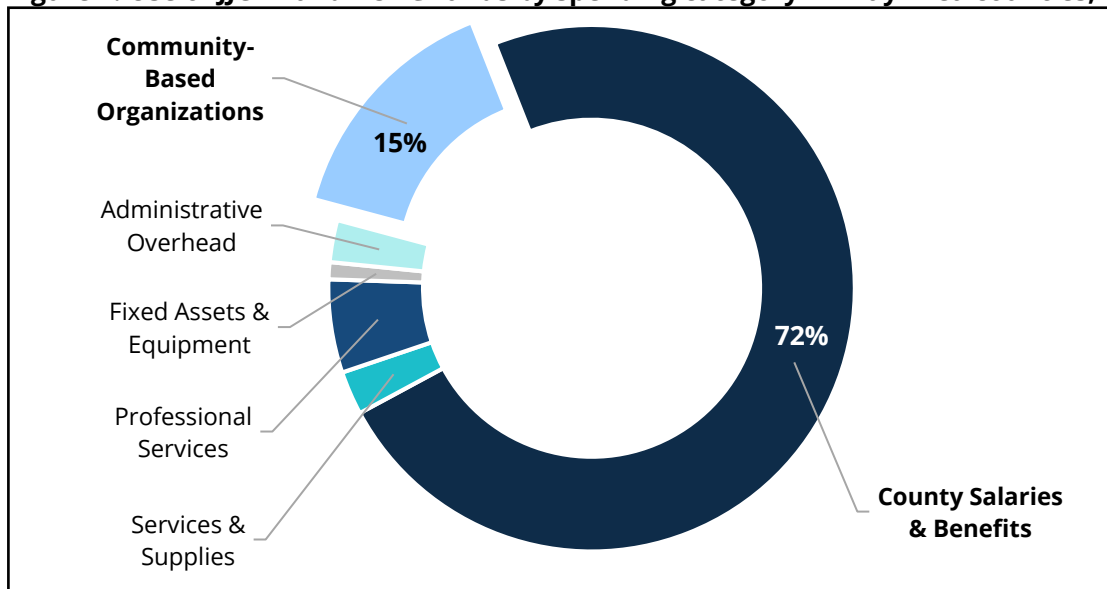
YOBG grant program's expenditures differed from its planned budget in FY 2015-16. While counties spent approximately 8.5 percent (\$7.3 million) more than planned on salaries and benefits for county personnel, spending on CBOs fell 14 percent (\$832,500) below counties' planned YOBG budgets (BSCC, 2017a).

The difference between planned and actual spending can provide insight into opportunities for counties to expand JJCPA- and YOBG-funded programming. For example, the recent discovery of large unspent JJCPA funds in Los Angeles County catalyzed community efforts to improve transparency, repurpose spending priorities, and facilitate meaningful collaboration between local agencies and organizations in the county's planning process (Loudenback, 2017). Given the reliability of JJCPA and YOBG funds, chronic underspending by counties may signal a lack of meaningful evaluation and program planning.

### *Overspending on probation and county staffing undercuts opportunities for community-based programs.*

Both JJCPA and YOBG funds are meant to bolster local youth programs and reduce youth involvement in the justice system. While YOBG funds are intended to benefit counties' probation department capacity, they are also meant for use by other agencies including mental health and drug and alcohol services, as well as rehabilitation more generally (BSCC, 2018a). Probation departments play an enforcement role within the juvenile justice system by both staffing juvenile facilities and supervising youth on probation. Yet, California's counties often default to the probation department as the primary providers for JJCPA- and YOBG- funded services, and counties spent 79 percent of all YOBG expenditures in FY 2015-16 on probation and county department salaries and benefits (BSCC, 2017a). In the most recent year, FY 2016-17, the five Bay Area counties showed similar fiscal priorities when pooled together—approximately 72 percent (\$18.1 million) of both JJCPA and YOBG expenditures went toward county staffing while 15 percent (\$3.7 million) was provided to CBOs (BSCC, 2018a)(Figure 4). However, the Bay Area counties vary significantly in their investment in CBOs and spending on county staffing.

**Figure 4. Use of JJCPA and YOBG funds by spending category<sup>7</sup> in Bay Area counties, FY 2016-17**



Source: BSCC, 2018a.

Approximately 80 percent of the \$10.9 million YOBG funds used by Bay area counties in FY 2016-17 went toward county department staffing (BSCC, 2018a). While spending on county staffing is an acceptable use of YOBG funds, counties that prioritize contracts with CBOs to provide youth programming exemplify the broader possible use of these funds to support juvenile justice realignment. For example, between FY 2012-13 and FY 2016-17, Contra Costa County did not spend any of its YOBG funding on CBOs, but Marin and San Mateo counties spent an average 63 percent and 35 percent of their YOBG expenditures on CBOs, respectively (BSCC, 2014a-2017a).

In FY 2016-17, approximately \$12 million in JJCPA funds were used by Bay Area counties, which varied considerably in their fiscal priorities. On average, 77 percent of total spending by these five counties went toward salaries and benefits for county staff, and 24 percent went toward CBOs that provide youth programs and services (BSCC, 2018a). Contra Costa County did not spend any of its JJCPA funds on CBOs, and Alameda County spent less than 2 percent on CBOs during this period. Both counties allocated 90 percent and 84 percent, respectively, to subsidize probation and county department staffing. Alternatively, San Francisco County spent approximately 96 percent of its JJCPA funds on CBOs and only 2.6 percent on probation and county staffing (BSCC, 2018a).

Even with well-intentioned probation programming, community-based service providers generally remain best-suited to not only implement rehabilitative supports effectively but to build and maintain positive relationships with youth outside of the justice system (Butts, 2010). Counties that successfully collaborate across agencies and integrate community-based programming into funding plans may serve as models for counties that use the bulk of funds on probation and county department personnel. For example, San Francisco’s robust continuum of services reduces the county’s reliance on confinement and probation practices by diverting youth out of the justice system. Through a coordinated effort by local government agencies and community organizations, youth can receive the support they need within the community.

<sup>7</sup> Spending categories are defined as follows: “Salaries and benefits” accounts for county probation (or other county department) employees involved in JJCPA- and YOBG-related activities; “administrative overhead” includes all costs associated with the administration of grant-funded programs and placements; “services and supplies” includes expenditures for the operation of a program (e.g., lease payments for offices and/or vehicles) as well as provisions for participants (e.g., food, housing, and transportation); “fixed assets and equipment” accounts for program-related items such as office equipment and furniture; “professional services” includes all county-contracted individuals or agencies except for county-contracted CBOs; and “CBOs” refers to all expenditures for CBO services for grant-funded programs.

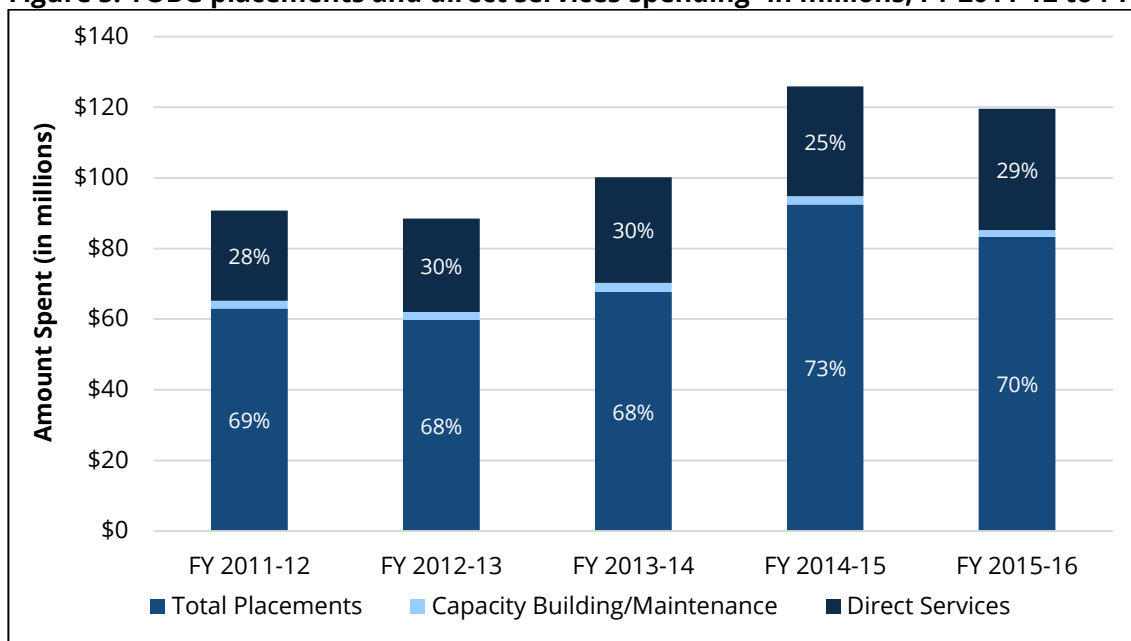


*Detention- and placement-based programs cost more and serve fewer youth than direct services.*

When youth arrests in the U.S. were on the rise in the 1990s, predictions that youth crime would continue to rise informed the rapid growth of juvenile detention practices (AECF, 2007). Now, as California’s youth crime and juvenile facility populations have declined consistently, detention-based services remain a major investment of JJCPA and YOBG funds (CJCJ, 2017; 2018a). Although young people in detention facilities certainly require support, spending on detention can further incentivize county reliance on such practices, which remain costly and problematic for youth development (Butts & Evans, 2011).

YOBG program spending on secure facilities is generally costlier than its direct services. In the seven-year period from FY 2009-10 to FY 2015-16, California's per capita costs for YOBG-funded secure placements (juvenile halls, camps, ranches, and other secure or semi-secure facilities) averaged approximately \$8,282 per youth—a rate 7.9 times higher than the costs of direct services, which averaged only \$933 per youth (BSCC, 2014a-2017a). During this period, direct services were responsible for approximately 70 percent (30,000) of the total youth served through the YOBG while accounting for only 27 percent of total expenditures (BSCC, 2014a-2017a). This shows that YOBG spending on secure placements and direct services is inversely related to the number of youth served by each.

**Figure 5. YOBG placements and direct services spending<sup>8</sup> in millions, FY 2011-12 to FY 2015-16**



Source: BSCC, 2014a-2017a.

Beyond the monetary costs, detention can leave damaging effects on a youth's development by interrupting education, employment, and connections to the community (AECF, 2007). In fact, research shows that detention can deepen future justice system involvement and "do more harm than good" (Seigle, 2014). Alternatively, diversion programs and community-based services rooted in positive youth development principles can have lasting impacts on a young person's life outcomes. Diversion programs are particularly fitting for youth without prior contact with the justice system or those whose offenses are considered low level (Klein, 2018).

In 2016, over half (58 percent) of youth arrests in Bay Area counties were for misdemeanors or status offense charges. Particularly in Marin and San Mateo counties, misdemeanors and status offense charges made up 80

<sup>8</sup> Total placements include juvenile halls, camps, ranches, home on probation, and other placements including secure/semi-secure facilities; capacity building/maintenance includes expenditures such as equipment, staffing and professional development; direct services include supports such as group counseling, gender specific programming, mental health screening, and mentoring as well as expenditures on electronic monitoring and intensive probation supervision (BSCC, 2017a).

percent and 73 percent of youth arrests, respectively (BSCC, 2018a)(Table 1). Notably, San Francisco County, in which felony offense charges made up 53 percent of youth arrests, stands out as one of the few Bay Area counties with JJCPA-funded diversion programs in FY 2016-17 (BSCC, 2018a). Its diversion services included wraparound case management, evening reporting centers, and the Community Assessment and Referral Center. 96 percent of JJCPA and YOYG spending within these programs were allocated to CBOs for their effective implementation (BSCC, 2018). As displayed in justice reform-oriented counties like San Francisco, state funding provided through the JJCPA and YOYG programs present a powerful opportunity for broad juvenile justice reinvestment.

## **An Opportunity for Juvenile Justice Reinvestment**

California's JJCPA and YOYG funding represents one of the most significant justice reinvestment opportunities in the state. Given the role of a county's juvenile population in the grant formulas, funding has increased while California's youth arrests and confinement numbers have sustained continuous historic declines. Moreover, they are a consistent source of long-term noncompetitive state funding. Counties could use this funding to strengthen community-based alternatives to confinement and justice involvement.

Currently, the JJCPA and YOYG programs largely fund county and probation staff with little allocated to CBOs. This analysis of five Bay Area counties supports research in Los Angeles County, which also finds significant funding disparities for CBOs (Soung, 2017). The purpose of both grants is to support the needs of justice-involved youth, and counties presently have significant discretion in how they meet this

requirement. As youth arrests and facility populations have consistently declined, jurisdictions could reinvest these cost savings into CBOs that provide critical services including education, reentry, housing, and health services.

*Program planning should be inclusive of local stakeholders and justice-impacted community leaders.*

Communities most impacted by the justice system should have a leadership position in the program planning process for JJCPA and YOYG funds. This includes ensuring adequate representation within JJCCs and in the development of consolidated JJCPA-YOYG plans. In order to properly develop funding plans, budgets, and outcome measurements, JJCCs must meet regularly and maintain transparency to ensure the opportunity for meaningful community participation. Counties can look toward the Los Angeles County Board of Supervisor's recent addition of ten community representatives on its JJCC as a model to achieve greater inclusion in the JJCPA program planning process (Ridley-Thomas, 2017a).

*Counties and the state can adopt set-asides to prioritize funding for community-based services.*

Given the lack of comprehensive community funding at this time, counties can adopt set-asides to ensure a minimum percentage of JJCPA and YOYG funding supports community-based services. Both counties and the state have adopted minimum percentages for comparable grant funding. In 2015, Alameda County instituted a 50 percent designation of Assembly Bill 109 Public Safety Realignment funding for CBOs (Carson, 2015). Similarly, the California Violence Intervention and Prevention Grant Program (CalVIP) requires cities that receive funding to set aside 50 percent for CBOs (BSCC, 2017c). The Proposition 47 Safe Neighborhoods and Schools Fund, of which the BSCC is responsible for managing 65 percent, requires public agencies to subcontract grants to CBOs at least 50 percent of the total grant award (BSCC, 2016b). Both the state and counties can adopt comparable set-asides for JJCPA and YOYG funding.

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As youth arrests and facility populations consistently decline, counties could reinvest cost savings into community-based organizations that support young people's range of complex needs, including education, housing, mental health, and reentry.

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*Community advocacy can help ensure JJCPA and YOBG funding reflects community needs.*

Community stakeholders must closely monitor counties' JJCPA and YOBG funding to ensure they reflect community needs. Los Angeles County provides a model of successful community engagement. Advocates, CBOs, and policymakers have worked together to raise concerns about county funding priorities and highlight justice reinvestment opportunities through the JJCPA and YOBG programs (Soung, 2017). A 2017 County of Los Angeles Department of Auditor-Controller report noted millions in unspent JJCPA funds (County of Los Angeles Department of Auditor-Controller, 2017). This issue was highlighted at the county's JJCC meeting, with concern expressed over whether specific funded programs were supporting any youth (Loudenback, 2017; 2017a). The Los Angeles County Board of Supervisors subsequently raised concerns with the county's chief probation officer (Ridley-Thomas, 2017). The county is now taking steps to study its JJCPA programming, strengthen its evaluation process, and collaboratively revise its spending plan to support community-based services.

California would benefit greatly from a broader public discussion about counties' oversight, planning process, and funding priorities. There is a need for greater accountability in how funding is used and how it impacts youth served. It remains to be fully measured whether such grants, as they are currently allocated, positively impact youth or the communities that law enforcement serve. The absence of rigorous statewide data analysis prevents county stakeholders from contextualizing how their spending priorities conform to statewide trends.

## **Conclusion**

As California experiences continued historic drops in youth arrests and confinement, JJCPA and YOBG funds present an opportunity for reinvestment in community-based alternatives to detention. Successful juvenile justice reinvestment requires meaningful collaboration between local agencies and organizations, with an emphasis on programming by CBOs and non-law enforcement agencies. Youth, including high-needs youth in the justice system, can be best served by community partners that provide culturally-responsive care and build trusting, positive relationships beyond the juvenile justice system. JJCPA and YOBG funds require greater transparency between administrators of funding and the communities most in need of support through the planning, allocation, spending, and program evaluation processes. Only by supporting community stakeholders, youth, and their families, can funds best be used in ways that strengthen positive youth development and ensure a safer California.

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Please note: Jurisdictions submit their data to the official statewide or national databases maintained by appointed governmental bodies. While every effort is made to review data for accuracy and to correct information upon revision, CJCJ cannot be responsible for data reporting errors made at the county, state, or national level.

Contact: For more information about this topic or to schedule an interview, please contact CJCJ Communications at (415) 621-5661 x. 103 or [cjcjmedia@cjcj.org](mailto:cjcjmedia@cjcj.org).



## Appendix

### Appendix A. JJCPA and YOBG allocations for Bay Area counties, FY 2015-16

County	% of CA Total		Base Allocation Amounts		Growth Allocation Amounts		Total Allocation Amounts	
	JJCPA	YOBG	JJCPA	YOBG	JJCPA	YOBG	JJCPA	YOBG
Alameda	4.12%	3.41%	\$4,411,199	\$4,579,422	\$1,293,438	\$232,365	\$5,704,637	\$4,811,788
Contra Costa	2.85%	2.79%	\$3,050,971	\$3,739,821	\$894,643	\$189,763	\$3,945,614	\$3,929,584
Marin	0.67%	0.47%	\$716,417	\$636,184	\$210,048	\$32,281	\$926,465	\$668,465
San Francisco	2.18%	1.14%	\$2,339,264	\$1,524,458	\$685,840	\$77,353	\$3,025,104	\$1,601,811
San Mateo	1.95%	2.08%	\$2,083,431	\$2,795,927	\$610,922	\$141,869	\$2,694,353	\$2,937,795
<b>CA Counties</b>	<b>100%</b>	<b>100%</b>	<b>\$107,100,000</b>	<b>\$134,278,548</b>	<b>\$31,405,763</b>	<b>\$6,813,456</b>	<b>\$138,505,763</b>	<b>\$141,092,004</b>

Sources: CSC, 2014-2017; 2014a-2017a; BSCC, 2015-2017; 2015a-2017a.

### Appendix B. 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
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
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
San Francisco	JJCPA	\$63,853	\$34,584	\$183,117	\$2,333,779	\$0	\$0
	YOBG	\$83,8526	\$0	\$211,753	\$47,992	\$0	\$0
	Total	\$902,379	\$34,584	\$394,870	\$2,381,771	\$0	\$0
San Mateo	JJCPA	\$1,235,199	\$0	\$233,361	\$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

Source: BSCC, 2018a.