

The Formula Grant Program Areas identified by the SACJJDP for inclusion in any requests for local assistance grant proposals to be developed under the 2021-23 State Plan are:

- Aftercare/Reentry
- Alternatives to Detention and Placement
- Community-Based Programs and Services
- Diversion
- Mental Health Services
- Mentoring, Counseling, and Training Programs

#### Additional Required Program Purpose Areas

- Compliance Monitoring
- Racial and Ethnic Disparity
- Native American Programs
- Planning and Administration
- State Advisory Group

## Aftercare/Reentry

### **Federal Program Number: 01**

Working from the premise that any youth is capable of success if given support and assistance, aftercare/reentry services need to focus on individual strengths, personal growth, and building resiliency. During incarceration, youth miss out on the normal maturation process and struggle to overcome the stigma of serving time, necessitating help to navigate new systems once they are released. Currently, there are insufficient options and resources that youth can access to get their basic needs met, including employment and housing. Consequently, there is a need for models and examples they can follow for how to build a quality life. This includes assistance by capable mentors and availability of appropriate community-based services. The barriers faced by formerly incarcerated youth trying to access needed services and opportunities, such as mental health, employment, education, housing, and professional development, must be broken down and these support systems need to be introduced while youth are incarcerated as opposed to when they get out of detention.

California's data show that recidivism continues to exist, supporting the need for more and/or better aftercare programs and services to assist youth in successful transitions back to their communities.

**Goal:** Ensure that youth, upon entering a secure detention facility, are informed about and engaged in developing a robust reentry plan. This should be part of a comprehensive case planning process that addresses the most critical needs of the individual and provides a broad array of services.

### **Objectives:**

1. Increase the number of youth in custodial settings with individual case plans in place that incorporate robust reentry models;
2. Identify and support successful and emerging aftercare/reentry models;
3. Examine strategies to incentivize successful reentry programs that also address basic needs such as housing, employment and mental health care.
4. Increase the number of case plans, including reentry components, that consider the youth's environment and rely on collaboration with families and local support systems; and
5. Educate the public about the importance of affording youth a second chance.

**Activities and Services:** Through participation in aftercare/reentry programs, a greater number of youth exiting the justice system will participate in programs designed to improve positive youth behavior and increase public safety without exposing youth to unnecessary restriction. Partnerships among probation or an agency within the jurisdiction, as well as with local service providers including schools, community-based organizations, counseling/therapy providers, local businesses, and faith-based organizations are necessary for successful implementation. Resilience will be fostered by offering youth support to achieve successful rehabilitation and reintegration into their communities. Holistic and collaborative approaches will be employed as social, psychological and emotional care and literacy are nurtured. Support will be afforded through organizations dedicated to formerly incarcerated and vulnerable youth, especially those offering mentorship and specific guidance around not just 'what to do' but more specifically how to do it.

## Alternatives to Detention and Placement

### Federal Program Number: 03

In some situations, youth are detained due to a lack of alternatives or to receive services that are otherwise unavailable (e.g. housing). There is a lack of programs to address the issues that prompt low level criminal conduct, involve behavioral modification, offer counselling and family support, and foster collaboration between courts/probation and community based organizations. Detention is often used as the default approach, partially due to a lack of awareness of and resources for non-arrest alternatives. Incarcerated youth experience trauma, start to identify with an anti-social peer mentality, and suffer from the severing of family ties.

California's data show high numbers of sustained petitions, suggesting that additional effort toward developing and maintaining alternatives to detention and placement could prove beneficial.

**Goal:** Reduce the number of youth held in secure detention.

#### **Objectives:**

1. Expand the use of and increase the options for alternatives to detention and placement;
2. Increase awareness regarding the detrimental effect of incarceration on youth;
3. Build strategic local partnerships that will serve to increase the awareness and use of effective alternatives to detention and placement; and
4. Create a vehicle for community-based, self-esteem-building and healing-centered alternatives to detention and placement.

**Activities and Services:** Through participation in alternatives to detention programs, a greater number of youth coming into contact with the juvenile justice system will participate in programs designed to improve positive youth behavior and increase public safety without exposing youth to unnecessary restriction. In looking at solutions, community-based and community-run alternatives are an underutilized option for addressing the vast majority of youthful offender behaviors that lie outside the parameters of public safety and/or flight risk. Partnerships among probation or an agency within the jurisdiction, as well as with local service providers including schools, community-based organizations, counseling/therapy providers, local businesses, and faith-based organizations are necessary for successful implementation. Partnerships will focus on

providing alternatives that are strength-based and healing-centered, that rely on youth empowerment to build on individual strengths while fostering success. Opportunities will be developed to create alternatives for victims of human trafficking, foster youth, and others who end up in detention because they have nowhere else to go. Awareness will be raised regarding the trauma caused to youth who are detained<sup>1</sup>, the high costs of detention, the reality that a high percentage of mentally ill youth are in custody<sup>2</sup>, including severe cases, and the data showing that detention results in higher recidivism rates, does not address R.E.D. and leaves youth with a label that once embraced, changes their self-identity and ability to assimilate<sup>3</sup>.

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1 Abram, K. M., Dulcan, M.K., Charles, D. R., Longworth, S.L., McClelland, G.M, Teplin, L. A. (2004). Posttraumatic Stress Disorder and Trauma in Youth in Juvenile Detention. *Arch Gen Psychiatry*, Vol 61, issue 4, pp. 403–410. doi:10.1001/archpsyc.61.4.403.

Burrell, S. (2013). *Trauma and the Environment of Care in Juvenile Institutions*. Los Angeles, CA & Durham, NC: National Center for Child Traumatic Stress. [http://www.nctsn.org/sites/default/files/assets/pdfs/jj\\_trauma\\_brief\\_environofcare\\_burrell\\_final.pdf](http://www.nctsn.org/sites/default/files/assets/pdfs/jj_trauma_brief_environofcare_burrell_final.pdf).

2 Skowrya, K. R., & Cocozza, J. J. (2006). *Blueprint for change: A comprehensive model for the identification and treatment of youth with mental health needs in contact with the juvenile justice system*. Delmar, NY: National Center for Mental Health and Juvenile Justice Policy Research Associates, Inc.

3 Holman, B. & Ziedenberg (2007). *The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities*. A Justice Policy Institute Report. [http://www.justicepolicy.org/images/upload/0611\\_REP\\_DangersOfDetention\\_JJ.pdf](http://www.justicepolicy.org/images/upload/0611_REP_DangersOfDetention_JJ.pdf)

Lopez-Aguado, P. (2016). "I Would Be a Bulldog": Tracing the Spillover of Carceral Identity. *Social Problems*, vol. 63, issue 2, pp. 203-221, <https://doi.org/10.1093/socpro/spw001>.

Lopez-Aguado, P. (2016). The Collateral Consequences of Prisonization: Racial Sorting, Carceral Identity, and Community Criminalization. *Sociology Compass*, vol. 10, issue 1, pp. 12-23, doi: 10.1111/soc4.12342.

## Community Based Programs and Services

### Federal Program Number: 05

Programs that are locally based, culturally relevant, and collaborative in nature provide greater accessibility and can be more tailored to individual needs. In turn, such programs also present the best opportunity for youth to succeed. The need for these programs is supported by the numbers of juvenile arrests, referrals and bookings.

**Goal:** Increase the availability of, and access to, community-based programs and services that help youth, and their families, who are at risk of entering the juvenile justice system or have already entered the system

### Objectives:

1. Increase access to community-based support programs and services for youth, parents and families;
2. Promote community-defined success through effective and culturally relevant evaluation strategies and policies;
3. Expand cultural and linguistic services for youth, parents and families; and
4. Foster collaboration between community-based providers and justice system agencies including law enforcement, probation, and the courts.

**Activities and Services:** Provide support for making community-based services convenient for those who most need them. Look for opportunities to provide wrap around services including having one-stop shops with social workers, nurses, interviewers, etc. on site. Make these services culturally and linguistically accessible to a wide clientele including individuals with limited English language skills. Provide assistance with locating, obtaining and/or maintaining housing, employment, after school programs, and mental health services.

## Diversion

### Federal Program Number: 22

Youth in custody experience trauma and start to identify with other system impacted youth and embrace anti-social peer mentality<sup>4</sup>, making it critically important to avoid the initial incidence of detention. All other options should be exhausted prior to detention and detention should never be accepted as a default response due to lack of other resources. Once a youth comes into contact with the juvenile justice system, recidivism rates go up<sup>5</sup> and youth protective factors start to diminish.

California's data show a high number of juvenile arrests, referrals and sustained petitions, which suggests that more opportunities for diversion could be beneficial.

**Goal:** Increase the number of youth diverted from the juvenile justice system.

### Objectives:

1. Increase the availability and use of diversion practices and programs;
2. Use evidence-based assessments that increase objectivity and reduce implicit bias in decision making; and
3. Expand awareness and resources for effective non-arrest alternatives, including restorative justice programs, that teach youth to accept responsibility for their actions.

**Activities and Services:** Through participation in diversion programs, a greater number of at-risk youth will participate in programs designed to improve positive youth behavior and increase public safety without having them enter into the juvenile justice system. Partnerships amongst and between agencies including probation medical and mental health providers, schools, community-based organizations, counseling/therapy providers, local businesses, and faith-based organizations are necessary for successful

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4 Cox, A. (2011). Doing the programme or doing me? The pains of youth imprisonment. *Punishment & Society*, vol. 13, issue 5, pp. 592-610, <https://doi.org/10.1177/1462474511422173>.

Hatt, B. (2011). Still I Rise: Youth Caught Between the Worlds of Schools and Prisons. *Urban Rev*, vol. 43, issue 476. <https://doi.org/10.1007/s11256-011-0185-y>

Wilkinson, D. L. (2001). Violent events and social identity: Specifying the relationship between respect and masculinity in inner-city youth violence, in David A. Kinney (ed.) *Sociological Studies of Children and Youth*. Sociological Studies of Children and Youth, vol. 8. Emerald Group Publishing Limited, pp.235 – 269.

5 Models of Change (2011). Innovation Brief: Using Diversion Fairly, Consistently, and Effectively. <http://www.modelsforchange.net/publications/311>.

Holman, B. & Ziedenberg (2007). The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities. A Justice Policy Institute Report. [http://www.justicepolicy.org/images/upload/0611\\_REP\\_DangersOfDetention\\_JJ.pdf](http://www.justicepolicy.org/images/upload/0611_REP_DangersOfDetention_JJ.pdf).

implementation. Such partnerships would focus on development of programs and services that use behavioral modification, social constraints, or restorative justice to address the issues that prompted the low-level criminal conduct first bringing a youth into contact with law enforcement. Other critical components of these partnerships include involving families, addressing R.E.D. concerns, providing for the measurement of outcomes, and being locally based, collaborative, culturally relevant, and affording a linguistic component. The focus would be on getting youth to complete programs that emphasize accountability and life skills development over arrest and/or incarceration.

## Mental Health Services

### **Federal Program Number: 12**

California's juvenile justice system includes many youth with mental health issues or concerns. Such youth need to be identified early and afforded proper treatment to halt escalating behavior problems and avoid further penetration into the juvenile justice system. Secure detention is not the best setting in which to treat youth with mental health issues and concerns as these facilities often lack adequate staffing and other resources which results in sub-standard care.

Data collected through the BSCC's Jail Profile Survey supports an ongoing effort toward improving mental health services for juvenile offenders.

**Goal:** Employ a holistic approach to improving and increasing the mental health services available to youth who are in the juvenile justice system.

### **Objectives:**

1. Increase early identification of youth with mental health concerns;
2. Enhance access to appropriate mental health services especially youth transitioning from custody back to the community;
3. Reduce the number of youth in the justice system with unmet mental health needs;
4. Encourage mental health treatment that is sensitive to cultural, social, and racial/disparity issues, that employs a holistic approach, and that reduces stigma.

**Activities and Services:** There must be a continuous effort to raise awareness about mental health signs and symptoms for law enforcement, probation, courts, defense counsel, parents, teachers, and others working with youth so there is a deeper understanding of mental health issues, trauma and recovery processes. It is critical that those individuals working with youth learn to recognize mental health concerns and make appropriate referrals. Toward that end, training is needed on early identification, screening, assessment, and appropriate services. Those working with youth must be trained to identify mental health needs among youth and to divert them from the juvenile justice system as well as to support youth returning to their communities.

Within the juvenile justice system, mental health care needs must be met so that untreated issues do not persist and intensify. In order to achieve this, mental health

services must be improved and priority should be given to partnerships with community-based organizations. Services must include screening, assessment, referral, and follow up after the assessment phase. Hiring additional trained behavioral health specialists and increasing intervention services should be considered. Providing appropriate mental health services to those who need them must be recognized as an ethical and humanitarian issue and sensitivity must be applied in working with these youths.

## Mentoring, Counseling and Training

### Federal Program Number: 13

Healthy youth development is supported by the presence and involvement of positive role models. Similarly, growth and development can best occur in an environment where youth are provided opportunities to connect with positive adults, obtain support and encouragement around education and employment, receive counseling and other support services as needed, and gain exposure to new experiences and opportunities.

To slow the trend of juvenile arrests, referrals and sustained petitions seen in California's data, these types of youth development programs are critically important.

Goal: Promote mentoring, counseling and training programs that enhance resilience and empower youth.

#### Objectives:

1. Increase mentor recruitment and development to foster more mentor-mentee matches;
2. Expand opportunities for youth to participate in drug and violence prevention counseling; and
3. Increase vocational and technical training opportunities.

**Activities and Services:** Mentorship can play a critical role in keeping youth out of the juvenile justice system and funding should be provided to support additional resources and training for new mentors. In addition, the time is right to explore the use of peer mentors to help youth navigate the juvenile justice system. Efforts in this area should include working with providers such as career/technical education programs to develop apprenticeships, engage prospective employers and facilitate job placement and training. In addition, youth need opportunities to receive assistance with a variety of life skills. This could range from providing counseling in the areas of parenting and building healthy relationships to training youth to find housing, employment and other needed assistance.

## Compliance Monitoring

### **Federal Program Number: 19**

Three of the four requirements of the Juvenile Justice and Delinquency Prevention Act (JJDP A) have been codified in California statute and regulations and, in many cases, exceed JJDP A requirements. The BSCC is given the authority to monitor facilities affected by the JJDP A for compliance with federal and state standards. The range of facilities in the compliance monitoring universe, along with the transitional nature of many personnel working in these facilities, necessitates provision of ongoing monitoring and technical assistance.

**Goal:** Maintain a high rate of compliance of state and local police, sheriff, and probation detention facilities with federal requirements to deinstitutionalize status offenders, remove juveniles from adult jails and lockups, and ensure separation between juveniles and adult inmates.

**Objective 1:** Improve compliance monitoring.

#### **Activities and Services:**

- Conduct annual or biennial on-site inspections of each detention facility;
- Review detention facility policies and procedures; and
- Provide technical assistance.

**Objective 2:** Verify data collection efforts/systems in detention facilities that are affected by the JJDP A.

#### **Activities and Services:**

- Collect regular data from detention facilities;
- Follow up on self-report data; and
- Conduct annual or biennial on-site inspections of each detention facility.

**Objective 3:** Maintain compliance with core protections.

#### **Activities and services:**

- Collect regular data from detention facilities;
- Follow up on self-report data;
- Provide technical assistance; and
- Conduct annual or biennial on-site inspections of each detention facility.

## Reducing Racial and Ethnic Disparity (R.E.D.)

### Federal Program Number: 21

California's youth of color are disproportionately represented as they progress through the juvenile justice system and this overrepresentation becomes amplified at each successive decision point - from contact through commitment<sup>6</sup>.

California's arrest, referral and booking data continue to show an overrepresentation of youth of color suggesting an ongoing need for work in this area.

**Goal:** Eliminate racial inequalities and inequities across all points of contact.

### Objectives:

1. Continue support for County Probation Departments that have a data driven, long-term R.E.D. initiative under way;
2. Provide training on R.E.D. philosophy and principles for those that work with justice involved youth; and
3. Foster partnerships between community-based organizations (CBOs) and law enforcement, with a specific focus on helping law enforcement entities interact with youth in ways that are sensitive to their socio-cultural context.

**Activities:** To date, planned activities fall into three main areas: grants, training/education, and data. The current R.E.D. grants include incremental phases that occur over a four-year grant cycle: Assessment, R.E.D. Infrastructure and Education, Community Engagement (i.e. relationships with families and community partners), and Implementation of R.E.D. Reduction Plan. The existing grants were awarded through an RFP process to four county probation departments and will continue through September 30, 2018. At the end of that grant cycle, the SACJJDP will review current data, review the outcomes and initiatives of the grant cycle, and assess the nationwide practices. This information will inform the future actions of the SACJJDP and determine its strategy for next three years. The BSCC will provide a plan and anticipates this plan will be developed by the end of 2018.

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6 [www.ojjdp.gov/compliance/dmc\\_ta\\_manual.pdf](http://www.ojjdp.gov/compliance/dmc_ta_manual.pdf)

## Native American Programs

### Federal Program Number: 24

According to the 2010 U.S. census data, California has the highest population of Native American and/or Alaska Native heritage than any other state in the country with a population of 723,225.<sup>7</sup> There are 104 federally recognized Native American Tribes in California<sup>8</sup> in comparison with 566 tribes in all of the United States.<sup>9</sup> The tribes exist throughout the state, including highly populated cities and rural areas, as well as across different topographies and state boundaries.<sup>10</sup>

**Goal:** Bolster information sharing so that we can enhance the level of guidance and feedback on tribal issues.

### Objectives:

1. Enhance capacity building and sustainability for our tribal partners in their efforts to provide prevention services.
2. Stay abreast of emerging issues confronting the Native American communities in California and keep the SACJJDP informed of such issues.

**Activities and Services:** Inform the SACJJDP members regarding tribal issues and disparity issues. Continue support of the Title II focus areas that strategically correspond to the identified tribal issues.

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7 2010 Census Briefs, The American Indian and Alaska Native Population: 2010, <https://www.census.gov/prod/cen2010/briefs/c2010br-10.pdf>

8 <https://www.bia.gov/regional-offices/pacific/tribal-operations>

9 <http://www.ncsl.org/research/state-tribal-institute/list-of-federal-and-state-recognized-tribes.aspx>

10 <http://www.courts.ca.gov/3066.htm>

## Planning and Administration

### **Federal Program Number: 28**

The Planning and Administration funds are used for staff positions identified on page 49 of this application, administration expenses, and upon OJJDP approval, which is currently pending, a 10% de Minimis Indirect Cost Rate. These funds also represent “fair share” obligations within California that are mandatory for federal awards; these funds make up the State-Wide Cost Allocation Plan (SWCAP) General Fund recoveries of statewide general administrative costs (i.e., indirect costs incurred by central service agencies) from federal funding sources [Government Code (GC) Sections 13332.01 through 13332.02]. The SWCAP apportions central services costs to state departments; however, it includes only statewide central services that are allowable under federal cost reimbursement policies. The SWCAP rate is developed and provided annually to all State Administering Agencies (SAA) of federal awards, grants, and contracts by the California Department of Finance (DOF). In addition, Administrative Planning and Administration funds are used for development of the Three Year Plan and related grant development, administration and monitoring. Examples of such expenses include, but are not limited to, the following: on-site travel expenses for fiscal and program monitoring responsibilities, CJJ/OJJDP conference registration/travel costs for both the BSCC staff and applicable SAG members; SACJJDP/ESC/R.E.D. Subcommittee work on Title II grant development (including producing an RFP for the local assistance grants and rating grant applications received). The BSCC provides for such fiscal control and fund accounting procedures necessary to ensure prudent use, proper disbursement, and accurate accounting of funds received under Title II. During FFY years 2001-2016, the BSCC did not receive under section 222 [42 U.S.C. 5632] any amount that exceeded 105 percent of the amount the state received under such section for fiscal year 2000, which was \$5,100,000. If an amount in excess of \$5,100,000 should be received by the state under section 222 [42 U.S.C. 5632], all of such excess shall be expended through or for programs that are part of a comprehensive and coordinated community system of services.

**Goal:** Provide effective and efficient support for the administration, monitoring, and fiduciary responsibilities of the Title II Formula Grant Program.

**Objective:** Support and facilitate the work of California's SAG, which includes meetings, State Plan and Title II application development, and the full range of work related to subgrantees.

**Activities:** Roles and responsibilities of identified staff/positions are outlined on page 49 of this application.

The source of state matching funds will be the state general fund and the match will be applied as a dollar-for-dollar correlative expenditure for any federal dollars expended (e.g., a single travel expenditure will be split 50/50: 50 percent from state general fund monies and 50 percent from federal Title II funds).

## State Advisory Group Allocation

### **Federal Program Number: 32**

Five percent of funds received by the state under section 222 [42 U.S.C. 5632] are budgeted for the SACJJDP to carry out Section 223(a)(3) of the JJDP Act of 2002. These funds enable the SAG/SACJJDP to carry out its duties and responsibilities, as specified by the Governor and the Act. The SACJJDP recommendations discussed at SACJJDP meetings are brought before the BSCC Board for review and final decision. The Governor appointed nine new members to the SACJJDP in 2016

**Goal:** Establish priorities, goals, objectives and a budget for the juvenile justice programming to be funded with the local assistance portion of California's federal Title II grant award. Monitor compliance with Title II requirements.

**Objective:** Designate funding and other needed support for activities and services that will help California address the SAG/SACJJDP identified priorities and goals.

**Activities and Services:** The SAG/SACJJDP members actively participate in meetings that include time dedicated to development of priorities for juvenile justice efforts and expenditures, State Plan development, approval and monitoring of subgrantees, and identification of California's juvenile justice needs and proposed solutions.