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# JUVENILE JUSTICE CRIME PREVENTION ACT IN LOS ANGELES

A CASE STUDY ON ADVOCACY &  
COLLABORATIVE REFORM

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# JUVENILE JUSTICE CRIME PREVENTION ACT

## A WINDOW INTO PROBATION AND COUNTY VISION AND COLLABORATION

Each year since 2001, counties across the state have received roughly \$100 million in Juvenile Justice Crime Prevention Act (JJCPA) funds meant for effective programs that prevent and reduce youth crime. Los Angeles County has received the lion's share of the state funding at around \$30 million each year. The demographic target of JJCPA is broad, from youth on probation and in juvenile halls and camps, to youth "at-risk" of entering the probation system.<sup>1</sup> Across the state, the money has been allocated for a range of programs, including policing and probation supervision in schools, public housing and park services, mental health screening and treatment, and community-based arts and after-school programs. In 2014-2015, California counties administered 150 JJCPA programs serving 84,450 "at-risk" and probation youth. In 2016-2017, there were 14 JJCPA-funded programs in Los Angeles County serving 31,283 participants.<sup>2</sup>

The importance of JJCPA goes beyond the numbers of youth impacted and the sheer amount of money at stake. First, the administration of JJCPA funds is intended to reflect a county's comprehensive, collaborative approach on juvenile justice.<sup>3</sup> Second, because Probation administers JJCPA in Los Angeles County and in most counties, the funding can serve as a window into the practices of local probation departments as well.<sup>4</sup>

Examining the strategies and impact of JJCPA programs is therefore critical to ensuring that both a county and its Probation Department are in keeping with updated research and wisdom about what works to promote youth well-being and public safety. In recent years, our organizations—Children's Defense Fund–California, Youth Justice Coalition, Urban Peace Institute and Anti-Recidivism Coalition—have worked with many government and community leaders to study, improve, and ultimately, redesign the operations and spending of JJCPA in Los Angeles County. The experience in Los Angeles serves as a case study still in progress. This report is an effort to document and contextualize the reform efforts with the goals of:

- Recording the evolution of JJCPA spending and programs in Los Angeles County
- Providing guidance to other localities interested in similar advocacy
- Laying groundwork for a statewide reevaluation of JJCPA to reflect best practices in investments in school, health and community-based youth development work.

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1 Rand Corporation, "Los Angeles County Juvenile Justice Crime Prevention Act Fiscal Year 2014-2015 Report," [http://www.rand.org/pubs/research\\_reports/RR1458.html](http://www.rand.org/pubs/research_reports/RR1458.html).

2 Rand Corporation, "Los Angeles County Juvenile Justice Crime Prevention Act Fiscal Year 2016-2017 Report," pg. xv, xvii. "A given youth can participate in more than one JJCPA program, and a single youth can participate in the same program more than once within the reference period (e.g., if a youth in one of the school-based programs changes schools). Therefore, because of double-counting, the total number of youths served will be somewhat less than the total number of participants."

3 See WIC 749.22.

4 See Juvenile Justice Crime Prevention Act Annual Report from March 2017. Accessed on 11/12/18 at <http://www.bscc.ca.gov/downloads/BSCC%202017%20JJCPA%20Leg%20Report.pdf>.

# LOS ANGELES COUNTY PROBATION

## THE CROSSROADS

The recent efforts to improve JJCPA spending in Los Angeles are worth understanding in a broader landscape of challenges and opportunities, in particular around probation reform, that have inspired and enabled change. In early 2016, Los Angeles County faced a crossroads with its Probation Department, the largest in the country if not the world in staff size, budget and client population. Today still, the Los Angeles County Probation Department employs over 6,000 workers represented by three unions, has a near \$1 billion budget that has grown by over \$400 million in the last decade, and supervises some 40,000 adults and 8,000 youth. The majority of probation's budget is allocated to the youth division—between \$500–600 million. Officers for youth adopt wide-ranging roles—from making decisions about arrest, diversion and filing petitions, to investigating and making recommendations on detention, transfer to adult court and disposition, to running juvenile halls and camps that incarcerate youth short and longer-term. Probation has contacts with the whole spectrum of actors in the justice system too—from police, prosecutors and defense attorneys and courts, to a variety of county and community-based service providers. Of the youth division budget, over \$300 million is spent on incarcerating less than 300 youth in 10 camps and less than 600 youth in three detention halls.<sup>5</sup>

Over the last decade, the Probation Department has been a regular subject of both scrutiny and reform efforts. Outdated, punishment-based practices and substandard conditions of confinement resulted in local and federal oversight measures in 2008 and 2011. Staff abuse of youth and unstable leadership meant that the Probation Department cycled through seven chiefs in 10 years. In short, the challenges in stabilizing and changing the culture and practices of Probation in Los Angeles County are not new. In recent times, however, a groundswell of reforms has happened due to factors including:

- The highest levels of county leadership, including the Board of Supervisors, their justice deputies and many agencies, have been more oriented towards progressive justice reforms;
- Greater attention to research and collaborations among government, research and community leaders have focused on probation topics across the county and state; local efforts have included the redesign of Camp Kilpatrick between 2014-2016,<sup>6</sup> and a 2015 Los Angeles Probation Outcomes Study<sup>7</sup> that resulted in a Board of Supervisors motion that created a 2017 comprehensive county juvenile justice strategy, as well as recommendations on improving the data collection and systems of the Probation Department;
- Efforts to close and shrink the populations of state adult and youth prisons have resulted in “realignment” efforts—assigning greater responsibility and resources to local probation

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5 Data is based on October 15, 2018 count provided by the Los Angeles County Probation Department.

6 Children's Defense Fund- California and UCLA Luskin School of Public Affairs, “Reforming the Nation's Largest Juvenile Justice System.” 2013. <https://www.childrensdefense.org/wp-content/uploads/2018/06/reforming-the-nations.pdf>.

7 Advancement Project, Cal State LA, Children's Defense Fund-California, and USC School of Social Work, “The Los Angeles County Juvenile Probation Outcomes Study.” 2015. <http://advancementprojectca.org/wp-content/uploads/2015/09/imce/Probation%20Outcomes.pdf>.

- departments to supervise and serve communities; and
- Arrests, prosecutions and detentions of youth have dramatically declined across California and in Los Angeles. From 2012 to 2016, arrests dropped by about half, prosecutions by about 30 percent and detentions by about 50 percent. In Los Angeles County, the numbers tracked statewide trends: from 2012 to 2016, arrests of youth went from over 25,000 arrests of youth to about 11,400. Average daily populations in the camps decreased from 983 in 2012-2013 to less than 400 in 2017 and less than 300 in 2018.

In 2015, several additional developments occurred to trigger another wave of change efforts. Chief Jerry Powers resigned in December 2015. Meanwhile, an in-depth audit ordered by the County Board of Supervisors resulted in seven reports by the Auditor-Controller from April 2015 through January 2016.<sup>8</sup> Those reports described numerous operational, fiscal and policy and practice problems within the Probation Department. Among the audit findings were, that only shortly after the Department of Justice (DOJ) finished monitoring Probation's compliance with a 2010 DOJ settlement agreement, Probation was deemed out of compliance again. Additionally, large accumulations of unspent money existed. In May 2015, over \$140 million of "SB 687 funds" for alternatives to detention for adults and over \$25 million of Juvenile Justice Crime Prevention Act (JJCPA) funds for youth intervention and prevention programs were unspent (the unspent JJCPA funds would grow to over \$30 million by December 2017).

In 2016, the County found itself conducting a nationwide search for a new Probation Chief. Meanwhile, the County undertook two additional projects: 1) the creation of a five-member workgroup tasked with studying and making recommendations on more effective probation oversight; and 2) the hiring of a research team on probation governance to study the question of whether the Department should be split into two separate entities for youth and adults. Simultaneously, follow-up projects on the Probation Outcomes Study, and the construction and design of Camp Kilpatrick were well underway.

In sum, the stage for reform—for JJCPA specifically, and probation and the justice systems more broadly—was primed after many years of collaboration, against a backdrop of local and statewide successes in reforming and reducing decades of reliance on punitive juvenile and criminal justice responses. In response to the latest developments, county and community-based leadership alike began to ask bigger picture questions: Why was Probation's budget so massive, with an estimated 60 percent or more of its budget spent on the youth division when youth populations had dropped precipitously? How was money being spent and how should it be? Why was money not spent? And ultimately, what was the county's vision for investing—outside of crisis responses—in the well-being and development of all youth, including those who are system-impacted?

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<sup>8</sup> <http://auditor.lacounty.gov/audit-reports>.



At the start of 2016, our four organizations began to convene independently around some of these key questions, as well as the search for a new Probation Chief. Indeed, part of the impetus to meet was to coordinate our work in the many initiatives that were ongoing or starting in 2016. These included serving on “The Probation Workgroup” of over 70 representatives from diverse agencies to develop a countywide juvenile justice strategy reflected in a 2017 report;<sup>9</sup> informing the creation and work of a five-member workgroup that studied and issued recommendations on robust probation oversight; serving on the advisory board of the probation governance study; and serving on the implementation team for Camp Kilpatrick.

All of the work raised questions about what would result in actual, meaningful change. For many years, JJCPA had also been a subject of critique and in 2016, some effort to reevaluate the funds was also underway. As part of the broader landscape of probation and justice reform, our organizations believed JJCPA was a key lever to expose the need to improve county and probation governance, increase community engagement and leadership, and shift investments into holistic youth development.

### A. Origin and History of JJCPA

In 2000, the California Legislature passed the Schiff-Cardenas Crime Prevention Act (after its authors Senators Adam Schiff from Pasadena and Tony Cardenas from the San Fernando Valley) to create a “stable funding source for juvenile programs that have proven effective in curbing crime among at-risk and young offenders.”<sup>10</sup> A 2001 senate bill extended the funding and changed the program’s name to the Juvenile Justice Crime Prevention Act (JJCPA).

Assemblymember Tony Cardenas wrote in a 2002 letter addressed to county probation chiefs that his “intent in providing funds to local communities was to enhance juvenile justice programs and services to help prevent juveniles from entering and reentering a life of crime and to provide greater public safety statewide.”<sup>11</sup> He explained that “[d]iverting one child saves California approximately \$36,000 per year in incarceration costs and \$2.7 million over a lifetime, not including the human tragedy.”<sup>12</sup> In 1999, an average of 11,095 young people were detained in juvenile halls, camps, and other placements statewide.<sup>13</sup> Of that total, approximately 3,128 young people were detained at the county level in camps and 6,311 in juvenile halls.<sup>14</sup>

The advocates who originally conceived of JJCPA have also described the funds as a response to the over-incarceration of youth in California and tough-on-crime measures like Prop 21, which passed

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<sup>9</sup> Denise C. Herz and Kristine Chan, “The Los Angeles Probation Workgroup Report” (March 2017).

<sup>10</sup> Rand Corporation, “Los Angeles County Juvenile Justice Crime Prevention Act Fiscal Year 2014–2015 Report,” [http://www.rand.org/pubs/research\\_reports/RR1458.html](http://www.rand.org/pubs/research_reports/RR1458.html).

<sup>11</sup> Schiff-Cárdenas Crime Prevention Act of 2000 (AB 1913): Reports from Counties on Implementation (2002).

<sup>12</sup> Id.

<sup>13</sup> Board of State and Community Corrections Jail Profile Survey-Online Query. <https://app.bscc.ca.gov/joq//jps/QuerySelection.asp>.

<sup>14</sup> Id.

in 2000 at the same time as JJCPA<sup>15</sup> and required the direct filing of some charges against youth in adult court and stiffened the punishment for certain crimes.<sup>16</sup> Because “preventative or palliative” delinquency laws were unpopular at this time,<sup>17</sup> the advocacy strategy to pass JJCPA was to link the funds for non-profit preventative services to another stream of funding called “Citizens Option for Public Safety” intended for front-line law enforcement, detention and prosecution.<sup>18</sup>

Governor Gray Davis, the first Democratic governor of California in 16 years, vetoed the bill twice. Even after its passage, the law was described as having “no friends” for years<sup>19</sup> due to resistance by law enforcement agencies and community-based organizations to the pairing of their resources. In the first three years of implementing the Schiff-Cardenas Act, which coincided with a recession, advocates worked to ensure the survival and success of the law and funding through methodical outreach and meetings with organizations, legislators, and committees.

## **B. JJCPA and JJCC Parameters by Statute**

JJCPA funds support the creation and implementation of a county’s “Comprehensive Multi-Agency Juvenile Justice Plan” (CMJJP) that provides a “continuum of responses to juvenile crime and delinquency and demonstrates a collaborative and integrated approach for implementing a system of swift, certain, and graduated responses for at-risk youth and juvenile offenders.”<sup>20</sup> Specifically, the law provides that the CMJJP:

1. Assesses existing services and resources that target at-risk and justice-involved youth and their families;
2. Prioritizes neighborhoods, schools, and other areas with high rates of juvenile crime;
3. Lays out a strategy for prevention, intervention, suppression, and incapacitation responses to juvenile crime and delinquency that is based on programs and approaches with demonstrated effectiveness; and
4. Develops information-sharing systems to coordinate actions and support evaluation.”<sup>21</sup>

The Board of State and Community Corrections (BSCC) is the designated administrator of JJCPA funding. As the administrator, the BSCC receives applications for funding and publishes annual legislative reports on program plans and expenditures for each county. Until 2017, the reports included required data from counties on six outcome measures, known as the “Big 6” (arrests, probation violations, incarceration, completion of restitution, completion of community service, completion of probation), as well as an analysis of the statewide effectiveness of local planning processes.<sup>22</sup> Legislation that passed in 2016, however, eliminated the requirement for data reporting, as well as the

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15 The three people active in drafting and advocating for the JJCPA’s passage were Robert Sainz, who had worked for the Los Angeles Probation Department as a Community Relations Director and was then working for the City of Los Angeles Commission for Children, Youth and Their Families; Alan Clayton, then working for the Chicano Employees Association; and Saeed Ali, then the Staff Director for the Latino Caucus and the Chief of Staff for Assemblyperson Richard Polanco, who was the Chair of the budget subcommittee for Corrections.. Interview with Robert Sainz and Saeed Ali on July 17, 2018

16 [https://ballotpedia.org/California\\_Proposition\\_21,\\_Treatment\\_of\\_Juvenile\\_Offenders\\_\(2000\)](https://ballotpedia.org/California_Proposition_21,_Treatment_of_Juvenile_Offenders_(2000)).

17 Interview with Robert Sainz and Saeed Ali on July 17, 2018

18 Id.

19 Id.

20 Juvenile Justice Crime Prevention Act Landscape Analysis Report, prepared by RDA on 12/22/2017.

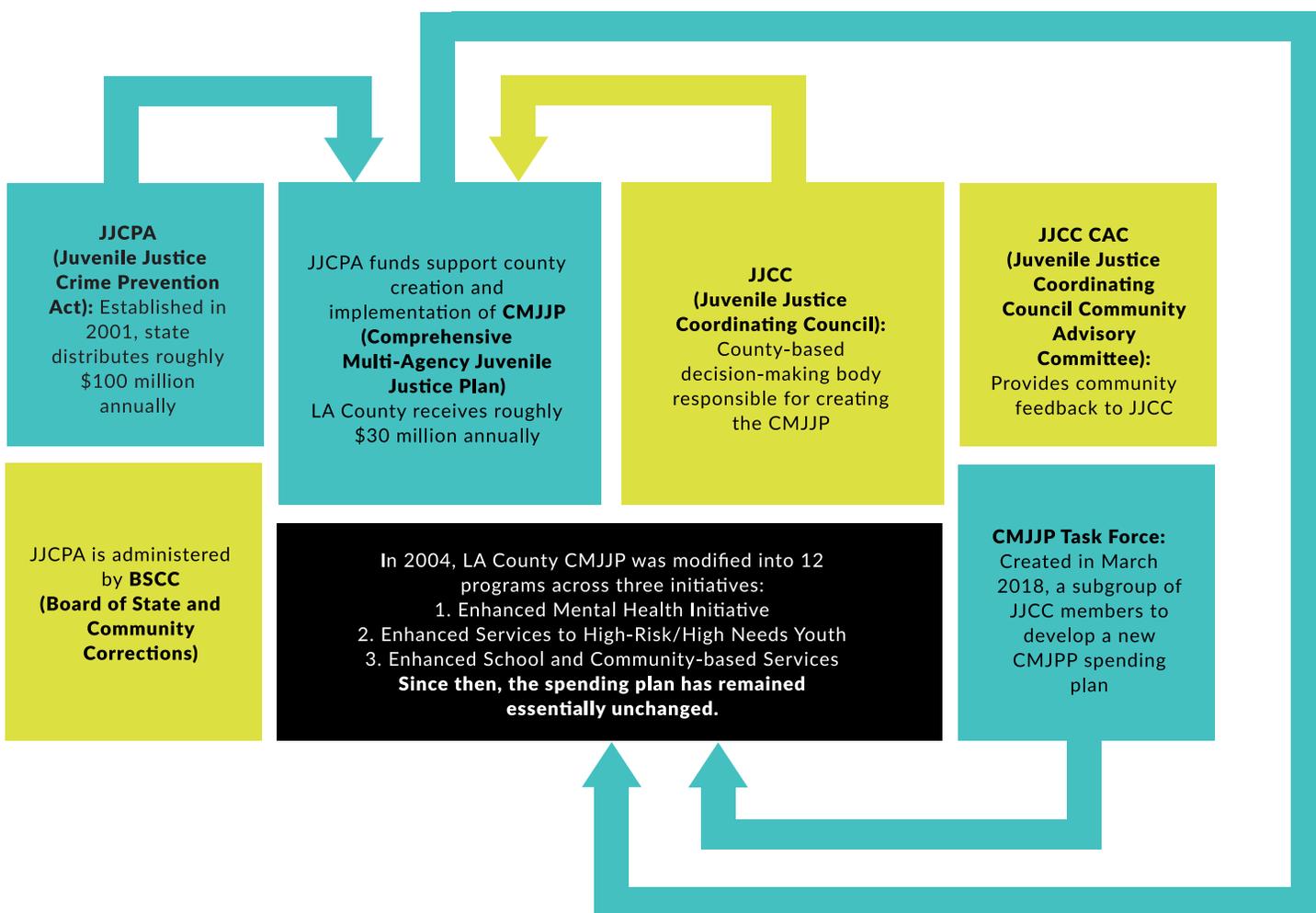
21 Juvenile Justice Crime Prevention Act Gap Analysis Report, prepared by RDA on 4/30/2018.

22 Gov. Code § 30061; Juvenile Justice Crime Prevention Act Annual Report, March 2016, released by BSCC, page 3.

need for spending approval by the BSCC and County Board of Supervisors.<sup>23</sup>

At the county level, state law requires the creation of a Juvenile Justice Coordinating Council (JJCC) to act as the local decision-making body to develop the JJCPA spending plan.<sup>24</sup> The Chief Probation Officer, or a designee, serves as the chair of the JJCC.<sup>25</sup> The other 11 statutorily mandated members of

## LOS ANGELES COUNTY COMPREHENSIVE MULTI-AGENCY JUVENILE JUSTICE PLAN



the JJCC are from various county agencies, a community-based service provider and the community-at-large; in addition, members are required from non-profit community-based organizations that serve youth. Counties can and do add members to the Council beyond the minimum composition required.<sup>26</sup>

23 Children's Defense Fund-California, Youth Justice Coalition, Urban Peace Institute and Anti-Recidivism Coalition. "WIC 236: 'Pre-Probation' Supervision of Youth of Color With No Prior Court of Probation Involvement" (2017). <https://www.cdfca.org/wp-content/uploads/sites/4/2017/03/wic-236.pdf>.

24 Gov. Code § 30061. "Fifty percent to the county or city and county to implement a comprehensive multiagency juvenile justice plan as provided in this paragraph. The juvenile justice plan shall be developed by the local juvenile justice coordinating council in each county and city and county with the membership described in Section 749.22 of the Welfare and Institutions Code."

25 Wel. & Inst. § 749.22

26 Id. "The coordinating councils shall, at a minimum, include the chief probation officer, as chair, and one representative each from the district attorney's office, the public defender's office, the sheriff's department, the board of supervisors, the department of social

# IV.

# JJCPA IN LOS ANGELES

2001 - 2006

In the spirit of “a collaborative and integrated approach,” the first JJCC in Los Angeles undertook an intensive planning process in 2000 that involved eight workgroups and engaged more than 500 people across the County.<sup>27</sup> The process resulted in the creation of a plan in 2001 to fund 14 to 16 delinquency prevention and intervention programs across several initiatives, operated by Probation itself, other county and city agencies, and community-based organizations. While the law provided that the Chief Probation Officer serve as chair of the JJCC, Robert Sainz, who was then working for the City of Los Angeles Commission for Children, Youth and Their Families, served informally as co-chair of the first JJCC in the County.

Implementation encountered challenges early on. A report filed in 2002 by then Chief of Probation Richard Shumsky reported problems related to data collection, issues of confidentiality, lack of office space on school campuses, and “collaborating and leveraging existing programs.”<sup>28</sup> Many of those same problems persisted over the years.

In 2004, the plan was slightly modified and reorganized into 12 programs across three initiatives: (1) Enhanced Mental Health Initiative; (2) Enhanced Services to High-Risk/High Needs Youth and (3) Enhanced School and Community-Based Services. Since then, the spending plan has remained essentially unchanged.<sup>29</sup>

## 2004-2016 CMJJP PLAN FOR LOS ANGELES COUNTY

| Enhanced Mental Health Services   | Enhanced Services to High-Risk/High-Needs Youth   | Enhanced School and Community-Based Services   |
|---|---|--|
| <ul style="list-style-type: none"><li>• Mental Health, Screening, Assessment and Treatment</li><li>• Community Treatment Facilities Multisystemic Therapy Program (MST)</li></ul> | <ul style="list-style-type: none"><li>• Special Needs Court</li><li>• Youth Substance Intervention</li><li>• Young Women at Risk</li><li>• High Risk/High-Needs</li></ul> | <ul style="list-style-type: none"><li>• School-Based Probation Supervision and Extended Day Supervision</li><li>• Abolish Chronic Truancy Program</li><li>• After School Enrichment and Supervision</li><li>• Housing-Based Day Supervision</li><li>• Inside Out Writing</li></ul> |

services, the department of mental health, a community-based drug and alcohol program, a city police department, the county office of education or a school district, and an at-large community representative”

27 Juvenile Justice Crime Prevention Act Landscape Analysis Report, prepared by RDA on 12/22/2017. P 13

28 Schiff-Cárdenas Crime Prevention Act of 2000 (AB 1913): Reports from Counties on Implementation (2002).

29 Id.

# V.

## ADVOCACY & CHANGE IN LOS ANGELES

2016 - 2018

In recent years, JJCPA has continued to face challenges in implementation. In addition to other probation and justice reforms creating a general climate of inquiry and visioning, a number of other factors galvanized attention on JJCPA:

1▶

The JJCPA spending plan had largely remained unchanged since 2001 and therefore was outdated in light of research about effective juvenile justice interventions;

2▶

Little evidence existed to show any of the spending was effective in reducing recidivism and improving youth outcomes and the lead researcher on JJCPA from the Rand Corporation, which had collected and submitted JJCPA data to the state since 2001, admitted so at an April 2016 JJCC meeting;<sup>30</sup>

3▶

The JJCC was largely disengaged and missing community representation required under the governing state law;

4▶

A County audit revealed that \$27 million of JJCPA unspent funds had accumulated by December 2016; and

5▶

The numbers and demographics of youth served through JJCPA, the Probation Department, and juvenile justice system more broadly had changed and declined dramatically since 2001; in recent years from 2012 to 2016, youth arrests dropped by about half, prosecutions by about 30 percent and detentions by about 50 percent. In Los Angeles County, the numbers have tracked statewide trends: from 2012 to 2016, arrests of youth went from over 25,00 arrests of youth to about 11,400.<sup>31</sup> Average daily populations in the camps decreased from 983 in 2012-2013 to less than 400 in 2017.<sup>32</sup>

In response to these realities, advocates challenged and collaborated with many county leaders and agencies to begin dramatically changing both the JJCC and how JJCPA funds are spent. The following section describes the different pieces of advocacy and reform efforts that have taken, and are still taking, place.

<sup>30</sup> Presentation by Susan Turner, Rand Corporation at JJCC Meeting, April 2016.

<sup>31</sup> California Department of Justice 2012-2016.

## A. Evaluation Redesign

In 2015, the Probation Department had proposed an evaluation of JJCPA, recognizing that Los Angeles County had not yet conducted a comprehensive evaluation of the 15 years of funding, nor had it changed its JJCPA spending plan significantly since its creation in 2000. The required reporting of the “Big 6” outcomes were acknowledged as insufficient measures of impact.<sup>33</sup> The ultimate goal of the review was “to design and implement an integrated process that results in a high quality JJCPA service delivery system” that was “research-based in nature and capable of supporting continuous improvement and yield outstanding results.”<sup>34</sup>

As part of the evaluation, the Probation Department had convened a committee in 2015 to inform and oversee its planning and implementation. Researchers and advocates raised concerns about the evaluation, including missing expertise on the committee, and the lack of meaningful, robust data collection and methods in the initial evaluation proposal. Those concerns were expressed publicly at the April 2016 JJCC meeting, where Interim Probation Chief Cal Remington capitulated to demands that the evaluation planning start over. From 2016 to early 2018, the following developments took place:

- The original evaluation committee was disbanded and a new one created that included representatives from the Children’s Defense Fund-California, the Department of Public Health, the Mayor’s Gang Reduction and Youth Development initiative, several Board of Supervisor offices, the Countywide Criminal Justice Coordinating Council and the Probation Department.
- The new committee drafted an evaluation proposal and released a request for research bids in September 2016. The proposal called for a multi-phased evaluation so that urgent revisions to JJCPA spending could be implemented as the evaluation took place over the course of a year. The evaluation also required local partnerships be formed as part of building local capacity to conduct evaluation and monitoring of JJCPA, and the collection of meaningful, holistic quantitative as well as qualitative data about JJCPA service delivery and impact.
- In late 2016, a selection committee chose Research Development Associates (RDA) to conduct the JJCPA evaluation.
- In March 2017, the Board of Supervisors approved a joint request by the Probation Department and the Countywide Criminal Justice Coordination Committee (CCJCC) to work with RDA on the “JJCPA evaluation and improvement plan.”
- RDA kicked off the JJCPA evaluation in April 2017. The project included a partnership with the University of California, Los Angeles and Youth Justice Coalition, a local grassroots youth organizing group led by people directly impacted by school push-out, youth detention and incarceration, to conduct a participatory youth research project—where system-impacted youth were trained throughout 2017 to develop and lead focus groups of youth and guardians about JJCPA-funded programs and services.

Over the course of one year, RDA worked on the evaluation in three phases. The first phase involved a “landscape analysis.” It described current programs and services funded through JJCPA, and presented available quantitative and qualitative data, including about service delivery, costs,

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33 Los Angeles Probation Department, “JJCPA Redesign Proposal” (Oct 15, 2015).

34 Id; Los Angeles Probation Department, “JJCPA Review and Redesign Presentation for JJCC” (March 2016).

population demographics and outcomes; it also noted substantial data was unavailable.<sup>35</sup> The second phase focused on efficacy and impact, selecting several JJCPA-funded program and service categories to determine whether they were aligned with best practices, or resulted in recidivism reduction and quality of life improvements for youth.<sup>36</sup> The third and final phase was a “gap analysis” that considered the full spectrum of JJCPA programs and services, and issued recommendations on changes and improvements to JJCPA spending. RDA reported their final findings to the JJCC in May 2018.

## **B. Elimination of WIC 236**

At the same time that the Probation Department undertook an evaluation design for JJCPA, Children’s Defense Fund-California, Youth Justice Coalition, Urban Peace Institute and Anti-Recidivism Coalition also were conducting their own research about trends in spending and programming for youth through JJCPA. Early in 2016, these advocates and others began raising questions and concerns about a shift in the youth populations served under JJCPA—namely, the increasing numbers and percentages of “at-risk youth” who had not yet entered the probation or court system and were being referred for “voluntary probation” under the authority of Welfare and Institutions Code 236 (the supervision and program are sometimes thus referred to as “WIC 236”). Meanwhile, the number of youth on probation through court orders and enforceable contracts had dropped dramatically so that by 2014–2015, at-risk youth served through JJCPA funds (55.7 percent, or 17,529) for the first time surpassed the number of youth on probation (44.3 percent, or 14,000).

In March 2017, the advocacy organizations published a report about voluntary probation under WIC 236, including data from April 2016 that showed that over 90-percent of these youth were referred for academic, school performance and truancy concerns rather than alleged delinquency or criminal conduct.<sup>37</sup> The report, other research and media exposed this practice of supervising youth for non-criminal behavior as affecting predominantly Black and Latino youth and as misaligned with best practices. In the wake of the critique, multiple entities questioned or called for eliminating voluntary probation—from the research team RDA, to the Children’s Commission and Probation Commission, to the Board of Supervisors and new probation leadership. Ultimately, WIC 236 was phased out of middle schools in early 2018, and then out of high schools by June 2018.

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35 Id.

36 Id.

37 Children’s Defense Fund-California, Youth Justice Coalition, Urban Peace Institute and Anti- Recidivism Coalition. “WIC 236: ‘Pre-Probation’ Supervision of Youth of Color With No Prior Court of Probation Involvement” (2017). <https://www.cdfca.org/wp-content/uploads/sites/4/2017/03/wic-236.pdf>.

## C. Bringing Community Leadership to the JJCC

At the April 2016 JJCC meeting, advocates also raised concerns about the JJCC's compliance with minimum composition requirements under Welfare and Institutions Code section 749.22. Many of the JJCC members agreed with the analysis that the then-constituted JJCC was missing required seats, and therefore could not vote validly that day. As a temporary measure approved by the BSCC, the JJCC added Children's Commissioner Carol Biondi as an at-large community representative and committed to further reviewing and changing the composition of the JJCC to comply with the law and serve the goals of the JJCPA funds.

In March 2017, the JJCC unanimously voted to approve a proposal by advocates to create a Community Advisory Committee (CAC) to "advise the JJCC with regard to fulfilling its mission to facilitate multi-agency collaboration and reduce youth crime and to accept input from community stakeholders on the operation of JJCC, including its development and implementation of the multi-agency juvenile justice plan for JJCPA." Specifically, the resolution charged the CAC:

- "To make recommendations to the JJCC as to the composition of the Council and to further make recommendations as to community representation on the Council
- To examine and make recommendations as to the structure and scope of the JJCC in fulfilling its mission. The Community Advisory Committee shall consider other JJCC structures throughout the State of California when making such recommendations.
- To make recommendations to the JJCC (through the Chair), and subsequently to the Council as to the nature of the programs, strategies and systems enhancements for at-risk youth and youth involved in the juvenile justice system in Los Angeles County, and
- To communicate all recommendations to the Chair of the JJCC after each Community Advisory Committee meeting.

Throughout 2017, the CAC and a smaller subcommittee met several times, proposing ultimately to add 10 community representatives to the JJCC—five community-based organization representatives to be nominated by the Board of Supervisors and five at-large community representatives to be nominated by the CAC through an open application process. The JJCC approved the proposal in September. Based on the JJCC and CAC's proposal, a motion to diversify and expand the JJCC was passed in December 2017.<sup>38</sup> By May 2018, all 10 community representatives were added to the JJCC. The current JJCC in Los Angeles is now comprised of 27 voting members.

The CAC continues to work with JJCC and other stakeholders to identify gaps and make recommendations about services and system improvements for at-risk and probation youth and families in LA County.<sup>39</sup>

## D. Improving JJCC Governance

At the April 2016 meeting, Interim Chief Remington also committed to addressing concerns that the JJCC lacked bylaws or protocols in decision-making. Such bylaws would clarify the JJCC's roles, authorities and decision-making practices—impacting a range of practices from agenda-setting to

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<sup>38</sup> Los Angeles County Probation Department, "JJCPA Evaluation Scope of Work for Resource Development Associates" (2017).

<sup>39</sup> Id,

the addition of JJCC members and review of individual grant decisions under the spending plan. In a December 2017 motion, the Board of Supervisors thus required the Probation Chief to work with County Counsel on developing “organizational rules” for the JJCC. Specifically, the Board wanted to “establish membership rules, set a quorum at 50 percent of the filled positions of the JJCC, set the terms of office for non-permanent voting members to two years, and add sections regarding purpose, duties, absences, and conflict of interest.”<sup>40</sup>

In April 2018, draft rules were presented by the Probation Department to the Board of Supervisors. Based on research on the governance of JJCCs in other counties, advocates proposed amendments to clarify and strengthen rules about the purpose and authorities of the JJCC, including its role in monitoring and evaluating the funding, developing the spending plan and agenda-setting. The advocacy resulted in one significant change: that any JJCC member could request Probation to include an agenda item at least one week before a scheduled meeting.<sup>41</sup> The Board of Supervisors approved the rules in May 2018, which were presented to the JJCC at its meeting on May 29, 2018. Further discussion was requested by the JJCC about the organizational rules, which can be modified through a majority vote by the body.

## **E. Rethinking JJCPA Funding**

As the evaluation of JJCPA neared completion, the JJCC voted in favor of several new spending allocations in March 2018. First, the JJCC resolved to direct at least \$12 million (\$3 million annually over four years) to the new Youth Diversion and Development (YDD) Division of the Office of Diversion and Reentry.<sup>42</sup>

The new YDD division was the creation of collaborative efforts to expand pre-arrest youth diversion in the county. Throughout 2017, around 40 representatives from government agencies and community groups worked over 16 meetings to develop a blueprint to define, institutionalize and expand a community-based model for diversion and youth development through the new division. It was estimated that approximately 11,000 out of 13,000 arrests of youth could be diverted annually.<sup>43</sup> Currently, a steering committee and several subgroups continue to work with YDD to further develop guidelines, protocols and agreements for the implementation of diversion. A first cohort of law enforcement agencies and service providers will be selected in late 2018 to begin diverting youth as part of YDD.

The JJCC also made a second allocation of \$3.2 million to a Public Private Partnership (PPP) to administer county funds.<sup>44</sup> The PPP will distribute funds to community-based service providers through local foundations that are already familiar with providers and can distribute funds faster than county mechanisms, in addition to offering capacity-building supports and technical assistance.<sup>45</sup> The partnership was a direct response to feedback from county agencies, advocates and service providers alike that disbursement of funds was exceedingly slow. Efforts to implement the PPP are in progress.

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40 Los Angeles County Probation Department, “Request approval of the revised and updated organizational rules for the Juvenile Justice Coordinating Council (JJCC) and appointment of five at-large community representatives to the Juvenile Justice Coordinating Council, as recommended by the JJCC” (March 15, 2018).

41 Id.

42 Los Angeles County Probation Department, JJCC Meeting Minutes (March 28, 2018).

43 Id.

44 Id.

45 Id.

## F. New Spending Plan

In addition to the initial redirection of some funds, the evaluation and advocacy on JJCPA ultimately set the stage for completely overhauling the strategy and approach to distributing the annual funding.<sup>46</sup> In March 2018, JJCC members proposed and voted in favor of creating a taskforce to develop an entirely new CMJPP spending plan.

This taskforce, whose work is in progress, is comprised of 11 JJCC members and will work to: “(1) develop a timeline and formalized ongoing planning process to redesign the CMJPP, including the spending strategy and plan for base-funding, growth funds and unspent funds; (2) engage the JJCC, Community Advisory Committee and other key stakeholders in the planning process, including identifying and addressing the needs of and gaps in services to youth and families throughout the county, including those resulting from eliminating WIC 236 “voluntary” supervision; and (3) develop a revised strategy and spending plan for the CMJPP, to be informed by RDA’s evaluation findings and recommendations, the spending strategy and plan of other relevant juvenile justice funding streams in the County, and the work of other relevant juvenile justice initiatives in the County, and to be reviewed and ultimately approved by the JJCC.”<sup>47</sup> On November 16, 2018, the JJCC voted unanimously to adopt a mission and set of guiding principles for the CMJPP that were developed by the taskforce. The mission and principles are rooted in holistic youth development and equity principles that must guide the rest of the spending plan and each grant award.

## VI. CONCLUSION

The excitement and commitment to changing JJCPA and youth justice approaches in Los Angeles has come from all corners of the County. Developing and implementing a new framework and spending plan will continue to require the same energy and investment. This report attempts to capture the recent work on JJCPA reforms so as to celebrate all the dedication, and remember and continue to learn from the successes and challenges in better serving youth and families.

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46 Id.

47 Los Angeles Probation Department, “JJCC Proposed Resolution – Phased CMJPP Revise” (March 28, 2018).

# **APPENDIX A**

PREVIOUS & CURRENT JJCC  
COMPOSITION IN LOS ANGELES  
COUNTY

# LOS ANGELES COUNTY JUVENILE JUSTICE COORDINATING COUNCIL VOTING MEMBERS IN 2016 & 2018

| 2016   | 2018  |
|--|---|
| 1. Probation Department, Chair of the JJCC                   | 1. Probation Department, Chair of the JJCC  |
| 2. Board of Supervisors, representing the Chair of the Board | 2. Board of Supervisors, representing the Chair of the Board  |
| 3. District Attorney's Office                                | 3. District Attorney's Office   |
| 4. Public Defender's Office                                  | 4. Public Defender's Office   |
| 5. LA County Sheriff's Department                            | 5. LA County Sheriff's Department   |
| 6. City of Los Angeles Police Department                     | 6. City of Los Angeles Police Department  |
| 7. Department of Public Health                               | 7. Department of Public Health  |
| 8. Department of Mental Health                               | 8. Department of Mental Health  |
| 9. Department of Parks and Recreation                        | 9. Department of Parks and Recreation   |
| 10. LA County Superior Court, Juvenile Division              | 10. LA County Superior Court, Juvenile Division   |
| 11. City of Los Angeles, Mayor's Office                      | 11. City of Los Angeles, Mayor's Office   |
| 12. County Office of Education                               | 12. County Office of Education  |
| 13. Los Angeles Unified School District                      | 13. Los Angeles Unified School District   |
| 14. Community-based drug and alcohol service provider        | 14. Community-based drug and alcohol service provider   |
| 15. At-large community representative                        | 15. Office of Diversion and Reentry, Division of Youth Diversion and Development  |
|  | 16. Department of Health Services   |
|  | 17. Department of Children and Family Services  |
|  | 18-22. Five non-profit community-based organization representatives, one appointed by each Supervisorial District                         |
|  | 22-26. Five at-large community representatives, recommended by the Community Advisory Committee and JJCC through open application process |

# **APPENDIX B**

**SAMPLE QUESTIONS TO ASK  
ABOUT JJCPA**

## 1. Decision-making and Operations by JJCC

- Who is on the JJCC?
- Does the composition meet statutory requirements? See Welf. & Inst. Code section 749.22 for the required representatives, including community-based organizations, a community-based drug and alcohol program and the community at-large.
  - Historically, has your County had those representatives?
- How often does the JJCC meet?
- Are there organizational rules or bylaws for the JJCC?
- Are the duties and responsibilities of the JJCC clear?
- Does the JJCC receive enough information and data in advance to make informed decisions?

## 2. Community-based contracts and referrals

- Are requests for proposals or services for community-based services accessible?
- Are the requirements fair and inclusive of a diversity of community-based organizations?
- Once awarded, how long on average does it take for money to be allocated to a CBO?
  - What are the obstacles to money being allocated?
- Are funds being allocated on a fee-for-service basis (i.e. organizations bill after the fact for youth they serve), reimbursement basis (i.e. organizations submit an invoice for a budget amount that is preset), or as a lump sum like a grant ahead of service delivery?
  - What are the challenges in each payment structure?
- What is the system of referral? Is it effective?
  - How many youth are being referred to community-based organizations?
  - Is the referral system working to connect the appropriate type and number of youth to community-based services?

## 3. Program Evaluation

- JJCPA is supposed to be funding for effective programs. What evidence demonstrates the efficacy or impact of each program/service?
- Does the county have a mechanism to measure the impact of JJCPA funded programs?
- What indicators of success are important to measure, outside of the former “Big Six” recidivism measures (arrest, incarceration, probation completion, restitution, community service completion, probation violation)?

## 4. Target population

- What demographic of youth is being served through JJCPA?
- Is the youth population served the appropriate target population?
- What percentage of youth are “at-risk” versus probation youth? How is “at-risk” defined?

## 5. Budget

- What portion of JJCPA funds goes to county agencies and community-based organizations?
- Is money allocated mostly being spent down? If not, why? Are administrative costs no more than 0.5% of the budget, as permitted by statute?

# **APPENDIX C**

SCOPE OF WORK FOR JJCPA  
PROGRAM EVALUATION &  
IMPROVEMENT PLAN IN LOS  
ANGELES



TERRI L. McDONALD  
Chief Probation Officer

## COUNTY OF LOS ANGELES PROBATION DEPARTMENT

9150 EAST IMPERIAL HIGHWAY  
DOWNEY, CALIFORNIA 90242  
(562) 940-2501



March 14, 2017

The Honorable Board of Supervisors  
County of Los Angeles  
383 Kenneth Hahn Hall of Administration  
500 West Temple Street  
Los Angeles, California 90012

Dear Supervisors:

### **EXECUTION OF WORK ORDER UNDER CRIMINAL JUSTICE RESEARCH AND EVALUATION SERVICES MASTER AGREEMENT FOR JUVENILE JUSTICE CRIME PREVENTION ACT (JJCPA) PROGRAM EVALUATION AND IMPROVEMENT PLAN**

**(ALL SUPERVISORIAL DISTRICTS) (3 VOTES)**

#### **SUBJECT**

The Los Angeles County Probation Department (Probation), jointly with the Executive Director of the Countywide Criminal Justice Coordination Committee (CCJCC), is seeking Board approval to execute a Worker Order under the Criminal Justice Research and Evaluation Services Master Agreement with Resource Development Associates, Inc. (RDA) for Probation's Juvenile Justice Crime Prevention Act (JJCPA) Program Evaluation and Improvement Plan.

#### **IT IS RECOMMENDED THAT THE BOARD:**

Authorize Probation, jointly with the Executive Director of CCJCC, to execute a Work Order substantially similar to the attached Probation's Juvenile Justice Crime Prevention Act (JJCPA) Program Evaluation and Improvement Plan Work Order, for a contact amount not to exceed \$579,040, under the Criminal Justice Research and Evaluation Services Master Agreement with RDA for JJCPA Program Evaluation and Improvement Plan.

#### **PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION**

The purpose of the recommended action is to authorize the Executive Director of CCJCC and the Chief Probation Officer to sign and execute the Work Order with RDA.

The Juvenile Justice Crime Prevention Act (JJCPA) was created by the Crime Prevention Act of 2000 to provide a stable funding source for local juvenile justice programs aimed at curbing crime and delinquency among at-risk youth. JJCPA is a collaboration between government agencies and community based organizations. As described in Welfare and Institutions Code Section 749.22, local officials and stakeholders determine where to direct resources through an interagency planning process.

Each year, Probation is required to submit the Comprehensive Multi-Agency Juvenile Justice Plan (CMJJP) to the Board of State and Community Corrections (BSCC). The JJCPA legislation requires funded programs to model strategies that demonstrate effectiveness in curbing juvenile delinquency. Additionally, this legislation requires counties to collect and report information related to annual program expenditures and juvenile justice outcomes.

An evaluation of the JJCPA grant is required to ensure that programs and services are delivered with fidelity and to identify gaps in services to improve the lives of youth and their families. Currently, the evaluation of the JJCPA funding is predicated on the "Big 6 Outcomes": Successful completion of probation; preventing arrests, probation violations, and incarcerations; successful completion of restitution, and successful completion of community service. However, these outcomes provide no analysis or correlation to an improved quality of life, which is the reason for this evaluation. Evaluations will enable stakeholders to assess progress toward desired goals, refine existing programs, and target available resources towards reducing juvenile delinquency.

### **Implementation of Strategic Plan Goals**

The recommended action is consistent with the County of Los Angeles Strategic Plan Goal III: Realize Tomorrow's Government Today. Specifically, it will address Strategy IIB to Pursue Operational Effectiveness, Fiscal Responsibility, and Accountability.

### **FISCAL IMPACT/FINANCING**

The cost for the term of this Contract shall not exceed \$579,040. The cost is fully funded through JJCPA.

### **FACTS AND PROVISIONS/LEGAL REQUIREMENTS**

On November 18, 2014, the Board approved CCJCC's Master Agreement for Criminal Justice Research and Evaluation Services with multiple vendors to support departments' goals of evaluation program effectiveness. At that time, the Board delegated authority to the Executive Director of CCJCC to execute Master Agreement Work Orders (MAWOs) up to \$200,000, jointly with departments, for services under the Master Agreement. The Board requested that Work Orders with contract sums in excess of \$200,000 return for Board approval. The Master Agreement expires on November 30, 2020.

The Honorable Board of Supervisors

3/14/2017

Page 3

programming by providing stakeholders with an analysis regarding the efficacy of existing services, gaps in services, and recommendations to direct and coordinate resources. This information will ensure that programs and services are targeted to address risk and needs of youth and their families, thereby impacting the reduction of juvenile delinquency in the community.

Respectfully submitted,



TERRI L. McDONALD  
Chief Probation Officer

TLM:TH:YT:jl

Enclosures

c: Executive Officer  
Chief Executive Office  
County Counsel



MARK DELGADO  
Executive Director,  
Countywide Criminal Justice Coordination  
Committee

Los Angeles County  
Master Agreement for Criminal Justice Research and Evaluation Services  
Work Order Form

Project Title Juvenile Justice Crime Prevention Act (JJCPA) Program Evaluation  
and Improvement Plan Services

Department Probation

RFS No. CJ-03 Work Order No. CJWO-03

Effective Date [Month, Day], 2017 Expiration Date [Month, Day], 2018

Maximum Total Amount \$579,040

Invoice shall be sent to the following County address:

Name: Senior Probation Director  
Division: JJCPA Fiscal Unit, Room P-73  
Department Name: Probation  
Address: 9150 East Imperial Highway  
City, Zip: Downey, CA 90242

**I. SIGNATURES**

Contractor's Authorized Official \_\_\_\_\_ DATE

Department Project Director \_\_\_\_\_ DATE

County Project Director  
(CCJCC) \_\_\_\_\_ DATE

**II. BUSINESS OBJECTIVE and EXPECTED OUTCOME**

To provide Probation with an evaluation and a detailed analysis of Juvenile Justice Crime Prevention Act (JJCPA) programs and services. The deliverables will be utilized to make data-driven recommendations to Probation and the Juvenile Justice Coordinating Council to improve upon the County’s current Comprehensive Multi-Agency Juvenile Justice Plan (CMJJP) which will further reduce crime and delinquency.

**III. PROJECT OVERVIEW**

An evaluation of the JJCPA grant is required to ensure programs and services are delivered with fidelity and to identify any gaps in services needed to improve the lives of youth and their families.

The evaluation will measure efficacy of services and identify gaps in treatment based on the risks and needs of the target population. Currently, the evaluation of the JJCPA funding is predicated on the “Big 6 Outcomes” (successful completion of probation, arrests, probation violations, incarcerations, successful completion of restitution, and successful completion of community service) which do not provide an analysis and correlation to an improved quality of life, which is the impetus for this evaluation.

**IV. PROJECT SCOPE**

The Contractor shall evaluate the JJCPA program and work with Probation staff to identify a project timeline and implementation. As part of the evaluation, the Contractor is required to conduct an initial overview of the JJCPA program. Based on their assessment, a project plan will be completed within 30 days of contract execution. Operations staff will be made available to work with the Contractor to obtain data; provide historical documentation; facilitate interviews with youth and families; and to assist the Contractor with developing the project scope and methodology. Probation will assign operations staff to assist the Contractor with executing the work plan/schedule upon completion to meet the requisite timelines.

**V. STATEMENT OF WORK**

*(including detailed Project Plan, Tasks, Milestones, Deliverables, and Acceptance Criteria)*

***Please see Appendix A, Statement of Work, of this Work Order, attached hereto.***

**VI. PROJECT SCHEDULE**

***Please see Appendix B, Project Schedule, of this Work Order, attached hereto.***

**VII. PAYMENT SCHEDULE**

Invoices, accompanied by the Work Order Deliverable Acceptance Form, to be submitted monthly to Probation’s Juvenile and Adult Field District Services – Fourth District (9150 East Imperial Highway, Downey, CA 90242).



b. A final written report upon completion of Phase 2 and 3 that:

- Articulates a guiding philosophy and principles of a multi-agency plan to fund effective juvenile justice programs under JJCPA.
- Describes implementation and impact of the programs, services, and staffing funding by JJCPA on youth served.
- Critically analyzes the JJCPA population focus and program effectiveness, in light of outcomes data and best practices research.
- Makes recommendations for future CMJJP improvements and modifications, including data collection, information gathering, regular assessment of JJCPA through internal tools and procedures, and a process to avoid the excessive accumulation of unspent funds in the future.

**ACCEPTANCE CRITERIA**

All deliverables must be provided according to the attached Project Schedule.

All deliverables must describe services provided and provide hours worked on the appropriate invoice.

**SIGNATURES**

Contractor's Authorized Official \_\_\_\_\_ DATE

Department Project Director \_\_\_\_\_ DATE

County Project Director (CCJCC) \_\_\_\_\_ DATE

# **APPENDIX D**

JJCC PROPOSED RESOLUTION TO  
CREATE A COMMUNITY ADVISORY  
COMMITTEE

## DRAFT JJCC PROPOSED RESOLUTION – TO PRESENT ON MARCH 28, 2018

Since its creation in 2001, the Juvenile Justice Crime Prevention Act (JJCPA) has allocated around \$30 million each year to Los Angeles County to fund effective juvenile justice interventions to reduce delinquency and improve youth well-being. In the last 17 years, the County's Comprehensive Multi-Agency Juvenile Justice Plan (CMJJP) that allocates JJCPA money has remained largely unchanged, funding the same core interventions under three primary initiatives (Enhanced Mental Health Services, Enhanced Services to High-Risk/High-Need Youth, and Enhanced School- and Community-Based Services).

In 2017, significant progress was made to improve the implementation and impact of JJCPA, as well as the Juvenile Justice Coordinating Council (JJCC) as the body that governs JJCPA. The Los Angeles County Probation Department contracted with Resource Development Associates to conduct the first comprehensive evaluation of JJCPA-funded interventions. The JJCC created the Community Advisory Committee to engage community leadership in improving JJCPA operations and programs, and adopted the Committee's recommendation to add 10 community-based voting members to the JJCC. Under Probation's leadership, the JJCC also expanded funding to more community-based organizations serving at-risk and probation youth through growth funds.

The efforts to evaluate JJCPA, increase community engagement and expand funding to community-based organizations all reflect a commitment by the County to update and revise the CMJJP. Throughout the next year, the JJCC will work to further revise the CMJJP by the middle of its fiscal year – and to be informed by the evaluation's findings and recommendations, as well as the strategies of other relevant juvenile justice funding streams and initiatives in the County.

It is recommended now that the JJCC approve the following resolution.  
The resolution calls for:

1. The creation of an ad hoc taskforce of JJCC members, totaling less than a quorum of the total number of JJCC members
2. The purpose of the ad hoc taskforce is to work with the Probation Department to
  - a. Develop a timeline and formalized ongoing planning process to redesign the CMJJP, including the spending strategy and plan for base-funding, growth funds and unspent funds
  - b. Engage the JJCC, Community Advisory Committee and other key stakeholders in the planning process, including in identifying and addressing the needs of and gaps in services to youth and families throughout the county, including those resulting from eliminating WIC 236 "voluntary" supervision
  - c. Develop a revised strategy and spending plan for the CMJJP, to be informed by RDA's evaluation findings and recommendations, the spending strategy and plan of other relevant juvenile justice funding streams in the County, and the work of other relevant juvenile justice initiatives in the County, and to be reviewed and ultimately approved by the JJCC

# **APPENDIX E**

LOS ANGELES COUNTY PROBATION  
DEPARTMENT'S REQUEST FOR  
APPROVAL OF REVISED AND  
UPDATED ORGANIZATIONAL RULES  
FOR THE JJCC AND APPOINTMENT  
OF FIVE AT-LARGE COMMUNITY  
REPRESENTATIVES



TERRI L. McDONALD  
Chief Probation Officer

## COUNTY OF LOS ANGELES PROBATION DEPARTMENT

9150 EAST IMPERIAL HIGHWAY  
DOWNEY, CALIFORNIA 90242  
(562) 940-2501



May 15, 2018

The Honorable Board of Supervisors  
County of Los Angeles  
383 Kenneth Hahn Hall of Administration  
500 West Temple Street  
Los Angeles, California 90012

Dear Supervisors:

### **REQUEST APPROVAL OF THE REVISED AND UPDATED ORGANIZATIONAL RULES FOR THE JUVENILE JUSTICE COORDINATING COUNCIL AND APPOINTMENT OF FIVE AT-LARGE COMMUNITY REPRESENTATIVES**

**(ALL SUPERVISORIAL DISTRICTS) (3 VOTES)**

#### **SUBJECT**

Request approval of the revised and updated organizational rules for the Juvenile Justice Coordinating Council (JJCC) and appointment of five at-large community representatives to the Juvenile Justice Coordinating Council, as recommended by the JJCC.

#### **IT IS RECOMMENDED THAT THE BOARD:**

1. Approve the (attached) revised and updated Organizational Rules for the JJCC.
2. Approve the appointment of five at-large community representatives to the JJCC.

#### **PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION**

On December 19, 2017, your Board instructed County Counsel, in coordination with the Chief Probation Officer, as the Chair of the JJCC, to report back to your Board with revised and updated Organizational Rules for the JJCC to establish membership rules, set a quorum at 50 percent of the filled positions of the JJCC, set the terms of office for non-permanent voting members to two years, and add sections regarding purpose, duties, absences, and conflict of interest. Attached for your review and approval are the revised and

updated JJCC Organizational Rules that were developed by County Counsel, in consultation with the Probation Department.

Additionally, in accordance with the December 19, 2017 Board motion to establish a diverse governance of juvenile justice funds, the JJCC is recommending the appointment of the following five at-large community members to the JJCC:

- Marcus Castain (Coalition for Engaged Education)
- Gloria Gonzalez (Youth Justice Coalition)
- Kent Mendoza (Anti-Recidivism Coalition)
- Denice Price (New Hope Academy of Change)
- Diego Rodrigues (Alma Family Services)

The JJCC established the JJCC-Community Advisory Committee (CAC), comprised of over 400 community stakeholders, to ensure the JJCC had adequate community perspective. The JJCC-CAC was tasked with developing and implementing a process for recommending five community members to the JJCC. The selected applicants were vetted and nominated for JJCC's approval on February 22, 2018. The JJCC adopted the JJCC-CAC nominations which are being submitted to your Board for approval.

### **Implementation of Strategic Plan Goals**

The recommended actions are consistent with the County of Los Angeles Strategic Plan Goal III: Realize Tomorrow's Government Today. Specifically, it will address Strategy IIB to Pursue Operational Effectiveness, Fiscal Responsibility, and Accountability. Implementation of the recommendations will further the County's ability to coordinate, collaborate, and integrate juvenile justice strategies to reduce crime and delinquency.

### **FISCAL IMPACT/FINANCING**

There is no fiscal impact associated with this request.

### **FACTS AND PROVISIONS/LEGAL REQUIREMENTS**

In accordance with Welfare and Institutions Code 749.22, the County is required to establish a multiagency juvenile justice coordinating council to develop and implement a continuum of county-based responses to juvenile crime. The coordinating council is required to have a minimum of one at-large community representative; however, due to the nature and size of the County, the Department and the JJCC recognize the need for more community representation to establish an effective and diverse governance of juvenile justice funds.

On December 19, 2017, on motion of Supervisor Ridley-Thomas and Chair Kuehl, your Board directed the establishment of an effective and diverse governance of juvenile justice funds. Included in the motion was the addition of ten at-large community representatives, of which five were to be appointed by the Board (one per Supervisorial District), and five recommended by the JJCC for your Board's approval. Consequently, the Department is requesting your Board's approval to appoint the five at-large community representatives, as recommended by the JJCC.

In addition, Assembly Bill 1998 requires that the comprehensive multi-agency juvenile justice plan developed by the multiagency juvenile justice coordinating council, be based on programs and

approaches that have been demonstrated to be effective in reducing delinquency and addressing juvenile crime.

**IMPACT ON CURRENT SERVICES (OR PROJECTS)**

Approval of the revised and updated Organizational Rules and appointment of the five at-large community representatives will provide the JJCC the needed diverse governance and structure to develop a comprehensive multi-agency juvenile justice plan that provides for a comprehensive continuum of responses to juvenile crime and delinquency, in accordance with Assembly Bill 1998.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read "Terri L. McDonald".

TERRI L. McDONALD

Chief Probation Officer

TLM:TH:JK:sb

Enclosures

c: Executive Officer  
Chief Executive Office  
County Counsel

**ORGANIZATIONAL RULES  
OF THE LOS ANGELES COUNTY  
JUVENILE JUSTICE COORDINATING COUNCIL**

**ARTICLE I**

NAME

The name of this organization shall be THE LOS ANGELES COUNTY JUVENILE JUSTICE COORDINATING COUNCIL (JJCC).

**ARTICLE II**

AUTHORITY

This organization is authorized by Welfare and Institutions Code section 749.22 and Los Angeles County Board of Supervisors order dated November 26, 1996.

**ARTICLE III**

PURPOSE

The purpose of the JJCC shall be to:

1. Develop and implement a continuum of county-based responses to juvenile crime and set priorities for the use of grant funds.
2. Develop a comprehensive multi-agency plan that identifies resources and strategies for providing an effective continuum of responses for the prevention, intervention, supervision, treatment, and incarceration of juvenile offenders, including strategies to develop and implement local out-of-home placement options for the offender.

**ARTICLE IV**

DUTIES

The JJCC shall have the following duty:

1. Assist the Los Angeles County ("LAC") Chief Probation Officer in developing a comprehensive, multiagency juvenile justice plan to provide a continuum of responses for the prevention, intervention, supervision, treatment, and incarceration of juvenile offenders in accordance with Welfare and Institutions Code Section 749.22 and Government Code Section 30061.

## ARTICLE V

### MEMBERSHIP

1. The Chair of the JJCC shall be the Chief Probation Officer for the County of Los Angeles. The Chair will designate an alternate who will act as Chair in his/her absence.
2. The JJCC shall be comprised of the following 27 voting members:
  - a. Permanent members shall include one departmentally designated management level voting representative from each of the following agencies and departments:
    - i. LAC Probation Department, Chair of the JJCC
    - ii. Board of Supervisors, representing the Chair of the Board
    - iii. LAC District Attorney's Office
    - iv. LAC Public Defender's Office
    - v. LAC Sheriff's Department
    - vi. LAC Department of Public Social Services
    - vii. LAC Department of Mental Health
    - viii. LAC Department of Health Services
    - ix. LAC Department of Parks and Recreation
    - x. LAC Department of Children and Family Services
    - xi. LAC Office of Diversion and Reentry, Division of Youth Diversion and Development
    - xii. LAC Office of Education
    - xiii. LAC Superior Court, Juvenile Division
    - xiv. City of Los Angeles, Mayor's Office
    - xv. City of Los Angeles Police Department
    - xvi. Los Angeles Unified School District
  - b. Non-permanent members shall be appointed by the Board of Supervisors and include the following:
    - i. One representative from a community-based drug and alcohol treatment provider, recommended by the Chair of the JJCC
    - ii. Five representatives from non-profit community-based organizations, one recommended by each Supervisorial District
    - iii. Five at-large community representatives, recommended by the JJCC
3. Terms of Service

- a. The term of service for each non-permanent member of the JJCC shall be two years from the effective date of the member's appointment.
- b. A non-permanent member of the JJCC may not serve more than two consecutive terms of service as specified in subsection (a) of this section. Any extension to the length of service or waiver of this limitation for any individual requires authorization from the Board of Supervisors.
- c. If a non-permanent member of the JJCC fails to attend three or more consecutive meetings without the absences being authorized by the Chair, or if the member has not arranged for an alternate member to represent him or her (as set forth in Article V, section 4), that member's term of service shall be terminated.
- d. A non-permanent member's position on the JJCC shall become vacant upon his or her death, resignation, or removal by the Board of Supervisors. In the case of such a vacancy, the Board of Supervisors shall appoint a successor, as set forth in Article V, section 2.

4. Alternate Members

- a. A member unable to attend a meeting may designate a standing alternate, from the same department, agency, or organization as the member, as applicable, to represent the member at the meeting, in no more than one meeting per year.
- b. The designated alternate for the member has full voting privileges while representing the absent member.

**ARTICLE VI**

**MEETINGS AND PROCEDURES**

The JJCC shall be governed by the Ralph M. Brown Act and all meetings shall be open to the public.

1. Regular Meetings

The JJCC will meet, at a minimum, on a quarterly basis.

2. Special Meetings

Special Meetings may be called by the Chair or a majority of the JJCC members. Notice of Special Meetings to JJCC members and the public must be as well in advance as practicable, but no less than 24 hours before the Special Meeting.

3. Quorum

A quorum shall be 50 percent of the filled positions on the JJCC.

4. Meeting Notices

Meeting notices shall be posted at the Kenneth Hahn Hall of Administration, 500 West Temple Street, Los Angeles, California 90012, and on the LAC Probation Department website, and shall specify the time and place of the meeting and the business to be transacted.

5. Subcommittees

The JJCC may appoint standing or ad hoc subcommittees to address issues or facilitate the JJCC's activities.

6. Agenda

The Chair, with assistance from LAC Probation Department staff, will develop an agenda for each Regular and Special Meeting. Any member wishing to place an item on the agenda must request inclusion of that item on the agenda by contacting the Chairperson or designated Probation staff member no later than one week before the scheduled meeting.

7. Robert's Rules of Order

The meetings of the JJCC shall be governed by Robert's Rules of Order, newly revised.

8. Officers and their Duties

Chair – The Chair's duties include presiding over all JJCC meetings; instructing staff on material to be presented at meetings or to respond to JJCC members' requests for information; signing communications on behalf of the JJCC; and representing the JJCC, as needed, at appearances and other events.

9. Staff

The LAC Probation Department will make staff available to the JJCC as needed to take roll, prepare minutes, etc. Other JJCC members may also volunteer staff for research, special projects, and other activities when possible.

10. Public Comment

Public comments at meetings are limited to three minutes per person for each agenda item. In the interest of facilitating the business of the JJCC, the Chair may limit the amount of time that a person may use to address the JJCC and has the discretion to extend the time based on the complexity of the issue.

## **ARTICLE VII**

### **CONFLICT OF INTEREST**

1. JJCC members shall comply with all conflict of interest laws, including, but not limited to, Government Code section 1090, *et seq.*, and the California Political Reform Act (Government Code Section 87100, *et seq.*).
2. JJCC members shall not participate in making any decision in which they have a personal financial interest.

## **ARTICLE VIII**

### **AMENDMENTS**

The JJCC's Organizational Rules are subject to approval by the Board of Supervisors. In the event that a change in the Organizational Rules is necessary, the JJCC shall recommend the amendment by majority vote to the Board of Supervisors. Any amendment to the Organizational Rules become effective upon approval by the Board of Supervisors.

# **APPENDIX F**

MISSION & GUIDING PRINCIPLES  
OF NEW CMJJP IN LOS ANGELES –  
ADOPTED NOVEMBER 16, 2018

The mission of the Comprehensive Multi-Agency Juvenile Justice Plan is to improve youth and family wellness and community safety by increasing access to opportunities to strengthen resiliency and reduce delinquency.

To accomplish this mission, the following interrelated goals will drive the work of key partners in Los Angeles County:

1. Align, coordinate, and oversee policies, practices, and services along a continuum of prevention and intervention programming focused on holistic youth development. The youth development system should:
  - Whenever possible, reduce contact between youth and the juvenile justice system through the use of diversion programs and other community-based resources;
  - Deliver services using a continuum of promising practices, best practices, and evidence-based programs that build on youth's strengths and assets, and support the development of youth's skills and competencies;
  - Use strength-based screening and assessment tools to assess youth and family needs, build meaningful case plans and appropriately connect youth and families to appropriate services;
  - When the use of out of home placements—non-secure or secure—is necessary, utilize family-based settings (e.g., relative, NREFM, and foster care placements) whenever possible, maintain safe environments in placements, engage/deliver services within a therapeutic milieu, and provide reentry services to ensure a seamless and positive return to the community.
2. Drive decision-making about program design, evaluation and funding through a collaborative, multidisciplinary process that brings together county agencies, community-based organizations (CBOs), youth and parents that have been impacted by the juvenile justice system, and other interested stakeholders.
3. Recognize and reduce the racial and ethnic and geographic disparities related to the access to services and juvenile justice processing and the needs of special populations including (but not necessarily limited to): females, LGBT youth, crossover/dually-involved youth, youth who become parents, undocumented, and transitional age youth without family/caretakers/support systems.
4. Ensure transparency and accountability from all partners engaged in youth development service delivery for fiscal management, measuring outcomes related to their work, and implementing effective practices.
  - Collect and report consistent and meaningful outcomes on program impact and effectiveness on an annual basis (at minimum) to assess the impact of policies, practices, and programs;
  - Develop and support capacity of all partners to conduct consistent and meaningful data collection and evaluation;
  - Ensure studies involve research methodologies that are aligned with the perceptions and experiences of communities of color.