



2013 Washington State Targeted Areas of Improvement & Strategic Opportunity for Technical Assistance Data Inventory

Endpoints Edition

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REPORT ORGANIZATION

The Models for Change initiative focuses system reform efforts on selected issues (Targeted Areas of Improvement -TAI and Strategic Opportunities for Technical Assistance – SOTA) chosen in consultation with state and local stakeholders. The choice of TAI's/SOTA's and practical objectives for reform work depends largely on the history, resources, strengths and needs of the state involved. The concept is to build on and extend existing reform efforts and to stimulate system-wide change.

For each TAI, stakeholders identify goals for reform, develop strategies that are aligned with the goals and a plan for implementation of the strategies, and determine outcomes and corresponding measures for tracking progress. For each TAI, this inventory provides a summary snapshot of the goals, strategies, and progress in Washington State and data on the most salient and available process measures for years prior to start of Models for Change and subsequent years of the initiative. For purposes of tracking progress on TAIs in Washington State, data provided in years 2007 and earlier should be considered to pre-date the formal start of the Models for Change Initiative. The data presented within are current up to 2011, though when and where 2012 data are available, they are included.

Washington's Models for Change data coordinator, the Washington State Center for Court Research (WSCCR), produced a data coordination report in the fall of 2012. The report narrates the story of data coordination efforts across the demonstration sites and state partners. The first part of the report describes the landscape of juvenile justice data in Washington and the data coordination activities. Subsequent sections are organized by the three TAIs and the multi-system collaboration Strategic Opportunity for Technical Assistance (SOTA). Where appropriate, this summary references data and or explanations published in the coordination report.

Rather than compiling separate Data Inventory & Highlights reports to supplement that state level measures as in previous years, this 2013 Washington State TAI Data Inventory Summary consolidates and presents selected highlights of local data when available for each TAI. **As this is a summary report, readers are highly encouraged to review source documentation for important details regarding the context of local programmatic efforts, their evaluations, data limitations, and preliminary outcomes. The data presented also vary in type, quality and completeness across sites. Furthermore, it is important to note that other activities in support of Models for Change were conducted, such as meetings, trainings, and other non-programmatic efforts, for which evaluations or data collection efforts were not completed. The source documentation presented at the end of this report provides a more comprehensive map to outcome and performance measurement efforts conducted. Specific questions regarding local site work should be directed to the contact provided on the source documentation or to Michael Curtis at CCYJ**

TARGETED AREAS OF IMPROVEMENT OVERVIEW

The Washington State Models for Change Initiative began in 2007. Much of the work in 2007 and 2008 revolved around developing site-based proposals and specific local work plans. Work on individual TAIs began in 2009 and, in most of the selected sites, continue through the present.

This 2013 Data Inventory for Washington includes a summary of state and local-level court processing data as well as pilot site youth outcomes (where available) for specific programmatic efforts that inform the specific reform areas targeted in Washington State. The three TAIs selected in Washington (and the respective counties/partners addressing these TAIs) include:

1. Alternatives to Formal Processing and Incarceration (AFP) – Benton-Franklin Counties, Clark County, King County, and Spokane County.
2. Mental Health/Evidence-Based Practices (EBPs) –Benton-Franklin Counties, King County.
3. Disproportionate Minority Contact (DMC) – Benton-Franklin Counties, Pierce County¹, the state Juvenile Rehabilitation Administration (JRA).

In addition to the three main areas of work (TAIs) identified in Washington, the MacArthur Foundation supported reform efforts on a more limited basis in two other strategic areas. The reform work in these areas are referred to as Strategic Opportunities for Technical Assistance or SOTAs and involved both the demonstration sites and state agency partners (grantees) working on multiple fronts. The two SOTA's highlighted in this report include:

1. Juvenile Indigent Defense - enhancing training and resources for juvenile defenders
2. Multi-system Coordination and Collaboration - facilitating multisystem collaboration and service coordination.

¹ Pierce County was selected as one of the original five county sites in Washington State. Pierce County's participation in Models for Change officially came to a close in April 2010. For information on Pierce County's involvement in Models for Change, see Siegel, G. Pierce County Models for Change Closing Summary. National Center for Juvenile Justice. May 16, 2010

ALTERNATIVES TO FORMAL PROCESSING & SECURE CONFINEMENT

Alternatives to Formal Processing & Secure Confinement (AFP) TAI Goal:

The overall goal is to develop, expand, and improve access to effective interventions for truant youth, repositioning the formal court process and secure confinement from being used as the primary tool for addressing truancy, to being the choice of last resort for re-engaging truant students.

Strategies:

The most prominent strategies in support of the goal include top down (state to county) and bottom up (county-based) efforts:

- Conducting reviews of Becca/truancy case handling policies and practices, at key decision points, in each of the four sites (Benton-Franklin, Clark, King, and Spokane Counties)
- Assisting pilot counties in developing and/or expanding local informal alternative programs that keep youth out of the juvenile justice system
- Increasing the number of evidence-based options available to truant youth and families
- Working with schools and school districts to develop effective alternatives for truancy and to implement effective informal interventions
- Establishing a truancy program evaluation model that can be replicated in other sites
- Conducting an initial cost benefit analysis to determine the cost impacts of truancy reforms
- Developing a validated assessment tool for truancy cases.

Outcomes:

- Reducing the number of truancy cases/referrals
- Establishing more consistency across schools in truancy petition filing practices
- Increasing the number of alternative programs/services (including screening/assessment) for truant youth
- Decreasing truancy contempt filings
- Decreasing the number of truant youth detained for contempt violations
- Increasing the number of truant students who are re-enrolled in school
- Decreasing the number of truant youth who drop out of school
- Demonstrating the cost effectiveness of truancy reforms
- Validating the Washington Assessment of the Risks and Needs of Students (WARNS) status offender assessment tool.

Statewide AFP – Background Measures

The 2013 TAI data inventory includes three types of state-level data that were informative in framing the proposed reform work in reducing the state's reliance on formal court processing of truant youth as well as its' reliance on detention to intervene if truant behaviors persist.²

Background

Washington statutes provide for the initiation of essentially three different types of status offender proceedings in juvenile court. That is, proceedings tied to the filing of Children in Need of Services (CHINS), At Risk Youth (ARY), and Truancy petitions.

As seen in Table 1.1, there are a large number of such filings (more than 13,000 statewide in 2011) and these take up considerable court resources. Truancy petitions represent the largest category of status offender petitions filed annually (just over 11,000 in 2011). However, since peaking in 2007, truancy petition filings, contempt hearings and orders on contempt all decreased until 2010 when contempt hearings and contempt orders increased slightly; however current levels remain much lower than those seen prior to Models for Change efforts in Washington³.

Table 1.1: At-Risk Youth (ARY), CHINS & Truancy Filings, Contempt Hearings and Orders on Contempt, 2006-2010, Statewide.

	<u>2003</u>	<u>2004</u>	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>% Change</u> <u>06-11</u>	<u>% Change</u> <u>10-11</u>
AT-RISK YOUTH (ARY)											
Filings	2,049	2,158	2,181	2,213	2,104	1,993	1,771	1,861	1,643	-26%	-12%
Contempt Hearings	2,295	2,223	2,462	2,702	2,397	2,224	2,088	2,118	2,495	-8%	18%
Order on Contempt	2,555	2,725	3,019	2,981	2,675	2,633	2,351	2,373	2,538	-15%	7%
CHILD IN NEED OF SERVICES (CHINS)											
Filings	422	408	337	354	276	244	239	246	257	-27%	4%
Contempt Hearings	69	57	39	84	34	35	40	26	29	-65%	12%
Order on Contempt	81	85	57	99	50	48	60	37	37	-63%	0%
TRUANCY (TR)											
Filings	12,573	13,232	14,467	15,772	16,236	15,578	12,856	12,374	11,358	-28%	-8%
Contempt Hearings	5,039	5,202	4,958	4,900	5,393	5,047	2,278	3,500	3,601	-27%	3%
Order on Contempt	5,039	5,547	5,845	5,819	6,361	5,783	2,112	3,659	3,643	-37%	0%
TOTAL: ARY, CHINS & TRUANCY											
Filings	15,044	15,798	16,985	18,339	18,616	17,815	14,866	14,481	13,258	-28%	-8%
Contemt Hearings	7,403	7,482	7,459	7,686	7,824	7,306	4,406	5,644	6,125	-20%	9%
Order on Contempt	7,675	8,357	8,921	8,899	9,086	8,464	4,523	6,069	6,218	-30%	2%

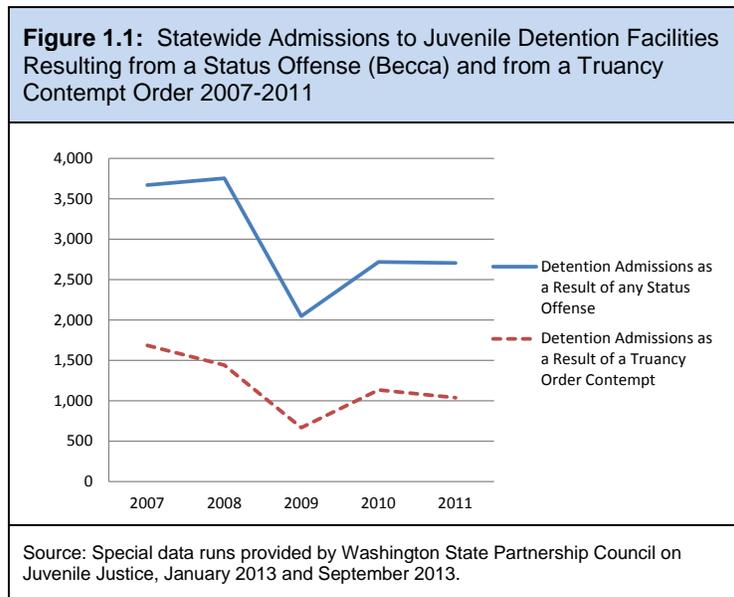
Source: GJJAC Annual Reports: 2007,2008,2009 and WA-PCJJ Reports 2010, 2011, 2012.

² A number of Models for Change sites initiated some important system reform efforts before 2007. Officials from these sites generally agree that Models for Change enhanced the impacts of these pre-2007 reforms.

³ The large decrease in truancy filings, hearings, and contempt orders after 2007 and subsequent increases seen in 2010 can be attributed in large part to the impact of the Bellevue School District vs E.S. case which resulted in the dismissal of all contempt filings related to truancy if youth were not afforded counsel at the fact finding stage.

Statewide, there were over 3,700 admissions of Becca cases to juvenile detention facilities in each calendar year, between 2006-2008, for violations of a court order/proceeding related to a status offense (contempt of court finding). From 2006 to 2009, admissions decreased to about 2,000. Admissions increased in 2010, but still remain about one-third less than the pre-Models for Change level.

Drilling deeper into detention stays related to status offenses allows for analysis of the number of detention stays related specifically to a truancy contempt order. (Fig. 1.1) Between 2007 and 2009, statewide, the number of youth admitted to detention as a result of a truancy contempt order dropped by over 50%⁴. That number increased by over 500 admissions between 2009 and 2010, however more recently, the number decreased slightly in 2011. Detention admissions remain fewer than those seen prior to the Bellevue School District vs E.S decision.



The following tables (Table 1.2-1.6) illustrate the truancy and contempt order filing activity at the state level as well as for each Models for Change pilot site counties. Notable findings are also presented within each table.

Table 1.2: Statewide Truancy Filings and Contempt Orders (2006-2011)

Wa. Statewide Truancy Filings and Contempt Orders (2006-2011)						
	2006	2007	2008	2009	2010	2011
Truancy Filings	15,722	16,236	15,578	12,856	12,374	11,358
Rate per 1,000 youth (10-17)	22.5	23.3	22.6	18.7	17.4	16.1
Contempt Orders	5,819	6,361	5,783	2,112	3,659	3,643
Contempt Orders per 100 Truancy Filings	37.0	39.2	37.1	16.4	29.6	32.1

Source: GJJAC Annual Reports: 2007,2008,2009. WA-PCJJ Reports 2010, 2011, 2012

Truancy filings and truancy contempts decreased during Models for Change efforts.

- Truancy filings decreased 28% from 15,722 in 2006 to 11,358 in 2011.
- The corresponding filing rate per 1,000 youth ages 10-17 also decreased during this period (from 22.5 filings per 1,000 to 16.1).
- Contempt orders and the corresponding rates per 100 truancy filings fluctuated between 2006 and 2011 but remain lower than before Models for Change efforts began.

⁴ Decrease in admissions from 2008-09 can be attributed in large part to the impact of the Bellevue School District vs E.S. case which resulted in the dismissal of all contempt filings related to truancy if youth were not afforded counsel at the fact finding stage

Table 1.3: Benton-Franklin Co. Truancy Filings and Contempt Orders (2006-2011)

Benton-Franklin Co. Truancy Filings and Contempt Orders (2006-2011)						
	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>
Truancy Filings	931	947	803	776	886	769
Rate per 1,000 youth (10-17)	31.7	32.0	26.7	25.5	27.3	23.3
Contempt Orders	476	474	583	341	738	712
Contempt Orders per 100 Truancy Filings	51.1	50.1	72.6	43.9	83.3	92.6

Source: GJJAC Annual Reports: 2007,2008,2009. WA-PCJJ Reports 2010, 2011, 2012

Benton-Franklin experienced decreases in truancy filings as well but not as substantially as the state rate.

- Truancy filings decreased 17% from 931 filings in 2006 to 769 in 2011.
- The corresponding filing rate per 1,000 youth also decreased from 31.7 to 23.3.
- The number of contempt orders fluctuated over time, increasing 50% from 2006 to 2011. The contempt order rate per 100 truancy filings fluctuated as well, increasing 81% over the same time period.

Table 1.4: Clark Co. Truancy Filings and Contempt Orders (2006-2011)

Clark Co. Truancy Filings and Contempt Orders (2006-2011)						
	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>
Truancy Filings	743	882	874	686	729	517
Rate per 1,000 youth (10-17)	14.9	17.5	17.3	13.5	14.0	9.8
Contempt Orders	17	15	4	1	1	**
Contempt Orders per 100 Truancy Filings	2.3	1.7	0.5	0.1	0.1	**

Source: GJJAC Annual Reports: 2007,2008,2009. WA-PCJJ Reports 2010, 2011, 2012
** Did not report

Clark County's truancy filings and the corresponding rate per 1,000 youth declined over time. Contempt orders and corresponding rates also declined over time; however, the 2011 data for these measures are unavailable.

- Truancy filings and the corresponding rates per 1,000 youth fluctuated between 2006 and 2011.
- Truancy filings were 41% lower in 2011 than their high of 882 in 2007.
- The contempt rate per 100 truancy filings dropped over the 5 year period to under 1%.

Table 1.5: King Co. Truancy Filings and Contempt Orders (2006-2011)

King Co. Truancy Filings and Contempt Orders (2006-2011)						
	<u>2006*</u>	<u>2007*</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>
Truancy Filings	2,204	2,111	2,513	2,083	1,614	1,350
Rate per 1,000 youth (10-17)	12.5	12.0	14.4	12.0	9.0	7.5
Contempt Orders	1,061	1,002	854	9**	48	98
Contempt Orders per 100 Truancy Filings	48.1	47.5	34.0	0.4	3.0	7.3

Source: GJJAC Annual Reports: 2007,2008,2009. WA-PCJJ Reports 2010, 2011, 2012

King County experienced decreases in truancy filings, though the most dramatic decreases were seen in truancy contempt orders.

- Truancy filings were 39% lower in 2011 than those seen in 2006.
- The corresponding filing rate per 1,000 youth also decreased from 12.5 to 7.5.
- Contempt orders and the corresponding rate per 100 truancy filings have both decreased nearly 90% over the 5 year period.

* According to the King County Juvenile Court, the actual number of contempt findings for 2009 was higher than indicated in the source for this table. However, a sharp decline still exists in contempt findings in large part influenced by the *Bellevue S.D. vs ES* lawsuit decision being applied in January 2009 (mid-way through the 08-09 school year). Local officials indicated that the decrease was also influenced by a substantial reform effort in King County that diverted many youth from formal court involvement.

** According to the King County Juvenile Court officials, the proportion of juvenile truancy filings that resulted in contempt filings was closer to one-third of all filings in the 2006-07 data years (i.e., the actual contempt finding counts are lower than reported in the source for this table).

Table 1.6: Spokane Co. Truancy Filings and Contempt Orders (2006-2011)

Spokane Co. Truancy Filings and Contempt Orders (2006-2011)						
	2006	2007	2008	2009	2010	2011
Truancy Filings	2,081	1,974	2,046	1,735	1,700	1,539
Rate per 1,000 youth (10-17)	41.6	39.7	41.6	35.5	34.4	31.4
Contempt Orders	269	295	208	97	182	163
Contempt Orders per 100 Truancy Filings	12.9	14.9	10.2	5.6	10.7	10.6

Source: GJJAC Annual Reports: 2007,2008,2009. WA-PCJJ Reports 2010, 2011, 2012

Spokane County experienced decreases in filings and contempt orders as well but not at the state rate.

- Truancy filings continued their downward trend, with slight variation, to a low of 1,539 filings in 2011.
- The corresponding filing rate per 1,000 youth decreased 25% from 41.6 to 31.4.
- Contempt orders dropped by nearly 40% between 2006 and 2011, with variation.
- The contempt rate per 100 truancy filings was at its lowest in 2009 (5.6%), but rose in 2010 and 2011.

Washington State Center for Court Research (WSCCR)

The WSCCR Models for Change efforts (see *Washington State Center for Court Research Data Coordination Project Final Report*) concentrated on two activities associated with the Alternatives to Formal Processing TAI:

- The development of logic models as a way to understand the most significant Models for Change interventions, their expected outcomes, and how the outcomes could be measured.
- The production and analysis of data, chiefly from statewide databases, that might show the impacts of AFP initiatives. The WSCCR identified common measures that might be used across sites and programs, but found that lack of available data and differences in local practice and in program implementation made many of the potential common measures impossible to realize. WSCCR did use Washington State court databases, numbers provided by the Office of the Superintendent of Public Instruction (OSPI), and data provided by the grantees to determine the extent to which truancy petition filing rates and relative frequency of fact finding hearings and contempt hearings and/or orders changed.

Local/Site-Based AFP TAI Initiatives

There are a variety of initiatives aligned with the AFP TAI across the four demonstration counties in Washington. While they all focus generally on avenues to engage or re-engage youth in educational efforts, they vary slightly in process and targeted population. Below is a quick reference chart highlighting each intervention and whether they have been sustained after Models for Change funding. While program level data are presented within each intervention description, overall truancy and contempt order filing activity for each county is provided beginning on page 8 of this document.

County	Intervention	Sustained?
Clark	Clark County Truancy Project	YES
Benton-Franklin	The Passing Zone	NO
	Fast Forward Call Center	YES
	AVENTA	YES
	New Horizons	YES
King	PathNet	YES
	Youth REACH	NO
Spokane	West Valley School District Community Truancy Boards	YES

Clark County Truancy Project

Clark County's comprehensive and multi-dimensional truancy effort has gained much attention throughout Washington as a promising approach to disentangling the many factors that are associated with truant behavior. The Clark County Truancy Project (CCTP), one component of the comprehensive model, uses a Truancy Specialist to implement individualized case management, guided by the MAYSI-2 assessment. Other components of the model include a youth and parent workshop as well as community truancy board. The CCTP has evolved over time and is a collaborative effort between school districts, juvenile court, child welfare, and other partners.

The CCTP component has been the subject of two program evaluations conducted by Washington State University-Vancouver. The most recent evaluation included both qualitative and quantitative data analyses⁵ focusing on the program's process, youth outcomes, and the numerous background factors associated with truancy. Background factors, measured by MAYSI-2 and Adverse Childhood Experiences scores (ACES),⁶ and preliminary youth outcomes regarding education and further juvenile justice involvement, were highlighted in this evaluation. For more detailed information on the model and analyses of the CCTP program, please see *Evaluation of Responses to Truancy in Clark County, Washington: Background Factors and Outcomes*.

A total of 788 youth from the Vancouver and Evergreen School Districts were enrolled in the CCTP.⁷ Sample characteristics included:

- 55% of participants were female, while 45% were male.
- 88% of participants were White, followed by 18% Hispanic, and 7% Black. Other participants included Asian (3.9%) and American Indian/Alaskan Native (1.1%).
- Nearly 86% of participants were from either Evergreen School District (SD) or Vancouver, SD, the two largest and most racially diverse school districts in Clark County.

The educational outcomes for those participating in the CCTP by gender, race, and school district are displayed in Table 1.7. Highlights of the analysis include:

- 44% of CCTP participants had positive outcomes (returned to school or earned diploma/GED) while 21% had negative outcomes (no change/referred back to school district).
- Males were slightly more likely to have negative outcomes than females.
- Black youth were slightly more likely to have negative outcomes while Hispanic youth were slightly less likely to have positive outcomes, though not statistically significant.⁸

⁵ The qualitative analyses focus on survey data gathered from parents and participants from the Truancy Workshop, a component of the comprehensive model. The data referenced here, however focus only on the CCTP component of the model.

⁶ ACES scores measure a child's exposure to abuse, neglect, and other indicators of negative events. The higher the score, the greater the exposure, and therefore the greater the risk of negative consequences.

⁷ Data were received from Vancouver (SD) for youth referred to CCTP from the 2007/08 school year and petitions filed from January 2011 through June 2012. Extensive data were received from Evergreen (SD) extending over a 10 year period.

⁸ The evaluation highlighted race/ethnicity differences in outcomes to add to the existing research that emphasizes culturally sensitive approaches to truancy.

Table 1.7: CCTP Educational Outcomes by Gender, Race, and School District (n=788)

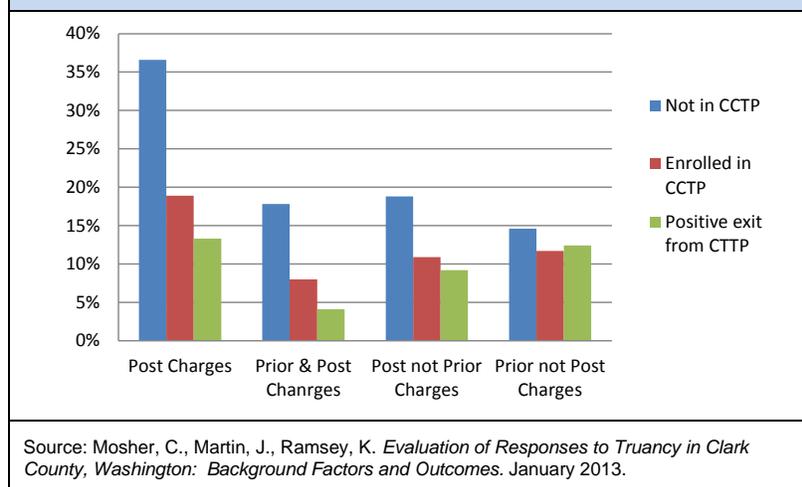
Educational Outcomes				
		Positive	Neutral	Negative
Gender				
	Female	44%	37%	18%
	Male	44%	33%	23%
Race/Ethnicity				
	White	44%	36%	20%
	Black	43%	32%	26%
	Hispanic	39%	40%	21%
School District				
	Vancouver S.D.	47%	35%	18%
	Evergreen S.D.	45%	33%	23%
	Other S.D.	35%	44%	20%
	Overall	44%	35%	21%

Source: Mosher, C., Martin, J., Ramsey, K. *Evaluation of Responses to Truancy in Clark County, Washington: Background Factors and Outcomes*. January 2013.

While the focus of the CCTP was aimed at reengaging youth in school, further analysis indicated that the intervention had positive effects on future juvenile justice involvement for CCTP enrolled youth. Highlights from the analysis include:

- CCTP participants were significantly less likely to have charges after the filing of the truancy petition compared to truant youth who did not participate in the program.
- Figure 1.2 displays differences in the CCTP and non-CCTP study groups, including differences in prior charges that seem to show that the non CCTP group had higher rates of prior charges before truancy petition filing. This may suggest one important difference in the comparison groups.
- CCTP participants with positive exits from the program were significantly less likely to have charges after their truancy petition filing than truant youth who did not participate in the CCTP.

Figure 1.2: CCTP Pre/Post Filing Juvenile Justice Characteristics and Outcomes



The CCTP evaluation not only highlighted educational and juvenile justice related outcomes, it also shed light on the many other factors associated with truancy. Using data from MAYSI-2 assessments and ACES data from the Washington State Juvenile Court Assessment System, the analyses revealed that a large proportion of truant youth had several other additional problems that are related to truancy including:

- An analysis of MAYSI-2 screening data for a subgroup of CCTP participants (100 of the 788 participants) revealed that truant youth have a relatively high incidence of mental health issues and truant females generally scored higher than males on all seven scales.
- CCTP participants with a greater number of ACES are more likely to have negative outcomes and less likely to have positive outcomes than youth with fewer ACES.

The CCTP component of Clark County's multifaceted response to truancy has demonstrated promising outcomes related to both educational attainments as well as further juvenile justice involvement. The evaluation was also instrumental in highlighting the numerous other background factors associated with truancy. The model is continuously being reviewed to enhance the services provided to truant youth.

Benton-Franklin Counties

Benton-Franklin Counties implemented a comprehensive framework for community-based truancy reform. Various strategies were implemented in several school districts in the bi-county region. While both counties saw an increase in student populations between 2007/2008 and 2010/2011, Benton County saw a reduction in formal truancy processing activity while Franklin County experienced a rise in formal truancy processing. The *Benton-Franklin Counties Juvenile Justice Center Models for Change Final Report Narrative*, the source for details and outcomes of the truancy interventions in this section, also includes county level truancy activity indicators⁹, including the following:

- Benton County schools filed 13% fewer initial truancy petitions (439) during the 2010/2011 school year than they did (471) during the 2007/2008 school year, and the number of formal truancy contempts declined by 22% for the same period, from 341 to 227.
- Franklin County truancy petition filings increased by 16% between 2007/2008 and 2010/2011 while truancy contempts increased 66% from 106 to 314 during the same time period. Much of this increase was attributed to significant changes, within key Franklin County schools, particularly the opening of a new high school (Chiawana High School in West Pasco), staff changes, and other factors.

Passing Zone Project

The Passing Zone project was implemented at Kennewick High School in Benton County, after a truancy assessment revealed nearly 90% of students on a truancy petition were failing one or more classes. The goals of Passing Zone were to identify barriers to successful school completion, to increase communication between students and their parents by providing social skills training, and to address student's attitudes and motivation regarding academic attainments. Passing Zone provides a certified teacher, a teacher's assistant, and a juvenile court truancy counselor to work with truant youth in the 9th and 10th grades.

- Between February 2010 and June 2012, 103 youth were served by the project.
- Youth participating in the Passing Zone for the 2011/2012 school year displayed a 30% reduction in "F" grades between the first and second semesters.

⁹ Due to variations in truancy petition filings across the state, reducing petition filings was not a goal in Washington's truancy reform efforts as presented by the Lead Entity, CCLP. CCLP focused on increasing informal avenues to address truancy after the petition filing stage. However, Benton Franklin Counties did focus on reducing truancy petition filings and such reductions were seen as a measure of program success.

- 59% of Passing Zone graduates significantly increased their GPA by earning a 2.0 or higher at the completion of the 2011/2012 school year.
 - In comparison, six youth who refused to participate in Passing Zone saw a reduction in their overall GPA, falling from an average of 1.5 to .6 during the same time period.¹⁰
- The absence rate for those participating in Passing Zone decreased 12% between the first and second semester of the 2011/2012 school year.
 - The absentee rate for those youth who refused to participate increased 17% during the first semester of the 2011/2012 school year.

Fast Forward Project

One important component of system reform in Benton-Franklin counties focused on re-engaging youth who dropped out of school, and thus were at greater risk of becoming involved/continuing involvement with the juvenile justice system. Youth who drop out of school often indicate they don't know who to call to begin to reengage with their school. To address this need, the Fast Forward Project, an effort jointly funded by Models for Change and United Way of Benton and Franklin Counties, was developed as a single point of entry for youth, from either Benton or Franklin counties, wishing to return to school. The project relies on a centralized call center to field calls from students or parents within the community. The initiative, which provides assessments and case management services, partners with community organizations, agencies, and public schools to identify and pursue youth ages 16-21 who had dropped out of school. Once a call has been placed to the call center, the youth is generally seen within 48 hours and an education plan is created.

Available data reported by the juvenile court indicate the call center received a considerable amount of calls from youth and families seeking to reconnect with their schools.

- Between July 2010 and March 2013, the Fast Forward Call Center fielded 248 calls from youth or parents.
- 127 youth completed the required paperwork to return to school.
- 57% of applicants were White, 37% Latino, and 4% African American.
- 108 of those youth (90%) were placed back into high school or into a GED program.
- The educational outcomes of those 108 youth are displayed below in Table 1.8:

Table 1.8: Fast Forward Project Outcomes (n=108)	
Graduated High School	4
Awarded GED	10
Registered for Columbia Basin College	5
Graduating June 2013	10
Engaged in school and on track to graduate as of March 2013	79

The AVENTA Program (Chiawana High School Student Success Program)

In response to climbing truancy contempt filings between 2007 and 2011, the juvenile court worked with Chiawana High School in Franklin County to enhance in-school alternatives to suspension and to improve the school's response to out-of-school youth. One important aspect of these efforts involved the creation of the AVENTA program, also referred to as the Chiawana High School Student Success Program, a credit retrieval initiative implemented in September 2012 with Models for Change support.

¹⁰ Readers are reminded to consider the small sample size of "refusers" when interpreting these results.

The following data, representing activity through June 7, 2013, briefly outline the impacts of the AVENTA program:

- 39 students were invited to access the AVENTA program; of these, 37 accepted.
- Of the 39 students, 15 were either on a truancy petition or had been on a truancy petition.
- Four students were receiving support through the special education program.
- Seven students were dropped from the program prior to completion of AVENTA.
- 21 students completed 29 courses, earning 14.5 credits (as of 7/3/13, the last day of summer school, an additional 12 students completed 13 courses, earning 6.5 credits.
- 15 students remained enrolled in the program with completion dates through October 2013.
- There were 94 truancy petitions filed by Chiawana High School between 9/2011 and 2/2012. After the juvenile court expanded its support and training efforts including the implementation of the AVENTA program), filings dropped nearly 60% to 38 between 9/2012 and 2/2013.

New Horizons Extended Day Academy

The New Horizons High School Extended Day Academy, initiated at New Horizons High School in Franklin County, provides a point of re-entry for youth after they have dropped out. The targeted population includes dropouts, youth transitioning from JRA, those on suspension or expulsion, and those looking for credit retrieval. Nearly all of the youth participating are involved in the juvenile justice system at some level.

The high school credit retrieval path and the GED path are two ways to enter the Extended Day Academy. The credit retrieval route uses an online learning environment combined with an onsite mentor to assist students with their work. The GED path is for those youth who feel that earning a GED is the best option to move forward with their education.

- Available data from the juvenile court indicate that the New Horizons Extended Day Academy met its goal of re-engaging and retaining 18 chronic truant/dropout students in the first year of its operation (2010), and continued to meet this goal during the 2011/2012 school year.

Spokane County

West Valley Community Truancy Boards

The West Valley Community Truancy Board (WVCTB) model, established in response to the Becca bill, has been in place in Spokane County since 1996 and has undergone many changes over the years. Once a student is referred to the program, the truancy board assists the youth and their family by collaborating with the school, court, and a myriad of community based services to address the student's barriers to education, re-engage them in school, reward progress, and ultimately increase graduation rates. With support from the Washington Partnership Council of Juvenile Justice (WPCJJ), the original WVCTB approach has been enhanced to include elements of the "Check and Connect" best practice model; using truancy specialists to administer the Washington Assessment of Risks and Needs of Students (WARNS) and provide case management. The model has been evaluated twice by Washington State University and has been replicated in other school districts. For more information on the WVCTB model and the data presented here, please see the initial evaluation report: *West Valley School District Community Truancy Board Evaluation* and the post-replication analysis: *Washington State University Models for Change Final Report, May 2013*.

Initial WVCTB Evaluation

The first analysis focused on a group of students from West Valley School District (WVSD) compared to youth from two separate comparison groups. The sample youth were followed through graduation in order to report educational outcomes. The comparison groups were 1) a sample of youth from the Contract Based Education (CBE) program, an alternative school program within the WVSD and 2) youth from three other school districts in Spokane County. Sample characteristics (pre-intervention) included:

- Over the three-year study period, 843 youth were enrolled in WVSD, 323 in CBE, and 2,276 in the three comparison districts.
- Within four years of the students entering the 9th grade, WVSD had 239 (28%) truants, CBE had 182 (56%) truants, and the three comparison districts had 200 (9%) truants.
- The average number of unexcused absences at the time of truancy petition filing differed: WVSD 7, CBE, 8, and Comparison Districts 19.¹¹

Two outcome analyses were conducted on the samples of youth, both of which yielded positive results for the WVSD program. The first analysis (Table 1.9) revealed that truant students attending WVSD had a higher rate of graduation or earning a GED (52%) and lower drop out and transfer rates (28% and 20% respectively) when compared to other groups.¹² The second analysis (Table 1.10) revealed WVSD students were more likely than students in comparison districts to graduate or earn a GED (44% compared to 35%). Both analyses indicated better outcomes for truant youth attending WVSD, and therefore had access to the WVCTB, compared to those attending other districts. The results of this analysis were preliminary as it did not isolate the effects of the Community Truancy Board process. The sample subjects in both analyses were chosen based on their attendance in WVSD, not based on participation in the West Valley Community Truancy Boards. However, as a result of this initial study, the model was updated and a Spokane County Toolkit for Community Truancy Board Replication was developed.

Table 1.9: Educational Outcomes by School Districts

	Dropout/ Unknown	Transferred Out	Graduated/ GED
WVSD	28%	20%	52%
CBE	59%	15%	26%
Comp Districts	43%	30%	27%

Source: *Spokane County Juvenile Court Models for Change Project: Final Report*. Washington State University.
WVSD n=239, CBE n=182, Comp n=200

Table 1.10: Educational Outcomes by School Districts Matched Samples

	Droupout/Unknown Transfer Out	Grad/GED
WVSD	56%	44%
Comp Districts	65%	35%

Source: *Spokane County Juvenile Court Models for Change Project: Final Report*. Washington State University.

Note: This analysis hypothesized that youth being transferred out of the district was a negative outcome, a result of administrators attempting to relieve themselves of the burden of truant youth.
WVSD n=136, Comp n=172

¹¹ Again, as has been documented in numerous analyses of truancy petition filing practices in Washington State, there are important differences in the ways that schools/districts in Washington count and define unexcused absences. A standardized definition for excused and unexcused absences became effective on 1/1/2012. All school districts are required to follow this definition.

¹² In light of the differences in unexcused absences and the differences across districts in the number of filings, a second analysis, using a matched sample design, was conducted to address concerns of possible subject selection biases.

Post-Replication Analysis

A more recent analysis focused on students who specifically participated in the WVCTB, comparing them to students who did not participate. Using a quasi-experimental design, this analysis sought to overcome a weakness noted in the previous study: that the WVCTB itself was not the subject of examination. The model, including the Check and Connect component, is the same as the one implemented in the initial study above, only with different comparison groups. Descriptive case characteristics included:

- 66 students from West Valley High School who participated in WVCTB were compared to 66 students from three other comparable local high schools.
- Samples were matched on variables including grade level, gender, absence rates, detention/suspensions/expulsions, and credits attempted/earned.

The educational outcomes for participants were based upon their status at the end of the 2011-2012 school year. Outcomes across both study groups are displayed below (Table 1.11). Highlights include:

- 47 WVCTB participants (73%) graduated or obtained a GED compared to 33 students from comparison groups (52%).
- 17 WVCTB participants (27%) dropped out or transferred schools compared to 31 students (48%) from the comparison group.
- When analyzing only participants who had either graduated or dropped out, to categorize outcomes as either positive or negative, 46 WVCTB participants (82%) graduated or earned a GED while 32 students (64%) from comparison districts did the same.
- Using the same parameters, 10 WVCTB participants (18%) dropped out of school compared to 18 students (36%) from comparison districts.

Table 1.11: Distribution of Outcomes for Participants in WVCTB and Comparison Groups (n=132)						
	<u>Incomplete</u>	<u>Transferred</u>	<u>GED</u>	<u>Graduated</u>	<u>Dropout</u>	<u>Total</u>
WVCTB	2	7	1	46	10	66
Comparison	2	13	1	32	18	66
Total	4	20	2	78	28	132

Source: Strand, P., Lovrich, N., and Sanders, C. *Washington State University Models for Change Final Report* May 2013.

The newest evaluation adds to the research demonstrating the positive and promising impacts of the WVCTB model. Furthermore, it supports the notion that early intervention in truancy matters often results in more positive outcomes. The Spokane County Toolkit for Community Truancy Board Replication has been used to implement similar truancy boards in other school districts/jurisdictions within Spokane County, increasing from just one Board in 2008 to nine in 2013. Various meetings with important stakeholders and replication sites continue to address important developments regarding truancy reform efforts, sustaining the work in Spokane County and surrounding areas. The replication toolkit has also been shared with 18 states across the country and replication efforts continue nationwide.

King County

PathNet

PathNet was developed as a comprehensive community-based approach to address the issue of system-involved youth who drop out of school. By providing a “path” using a network of organizations that monitor and provide services to youth, PathNet is designed to achieve two goals: 1) prevent at risk youth from dropping out of school and 2) re-engage youth who have already dropped out of the educational system. The voluntary program uses a Connections Counselor to place participants in one of three different education tracks (GED, GEDplus, or High School) based on the youth’s goals. The GED and GEDplus tracks are similar in that they both include earning a diploma; however the GEDplus track includes post-secondary education and/or vocational options. The GEDplus program also leverages state funding for the student. The Vera Institute of Justice conducted a series of descriptive and analytical reports for the first and second year pilot stages of PathNet separately, as well as a report combining year’s one and two. It is this combined report that serves as the basis for the data referenced and displayed below. For more details on this PathNet evaluation see *A Pilot Phase Analysis of King County, Washington’s PathNet Program: Years 1 and 2 Combined*.

Vera analyzed data from two school years between 2010 and 2012, on a total of 211 youth who participated in PathNet. While PathNet has two distinct goals noted above, during the pilot phase only those youth who had already dropped-out of school and who were on probation in King County were targeted for services. Descriptive characteristics and preliminary outcomes (educational and juvenile justice¹³) for these youth are described below.

The analysis confirmed that youth participating in PathNet pilots had high levels of educational needs and were often at high risk to recidivate. Furthermore, the analyses indicated that PathNet serves a youth population that is often difficult to engage due to their need levels.

Examples of PathNet case characteristics and risk/needs data included:

- 78 youth were placed in the GED track, 112 in the GEDplus track, and the remaining 21 youth were placed in the high school track.
- The largest proportions of youth in PathNet were male (72%) and African American (43%), followed by Hispanic (25%) and Caucasian (22%).
- 88% of the youth were between the ages of 16 and 18, with an average participant age of 17.
- 81% of PathNet youth were reading below their grade level while 91% had math skills below their grade level.
- For those PathNet youth with special education data available, 37% (65/176) had previous Individual Education Plans (IEPs).
- 83% of PathNet youth scored in the medium or high risk categories on the Washington State Juvenile Court Administrator’s Risk Assessment, reflecting their higher risks of reoffending.
- 63% of project participants (133 out of 211 youth) had previous or current cross-system involvement with Children’s Administration (child welfare), another strong indicator of higher needs and higher recidivism risks.
- Of youth with offender (delinquency) history data available, 62% had at least one prior felony referral and 75% had previous stays in detention.

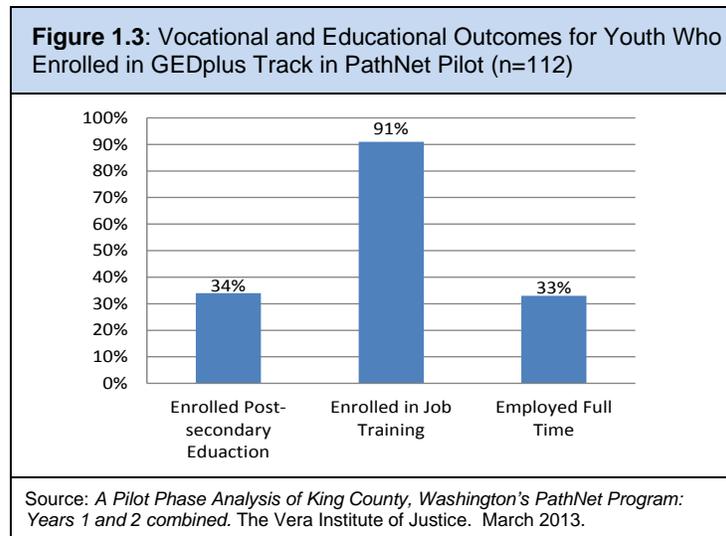
¹³ With support from the WSCCR and NCJJ, Vera was able to expand the analysis of juvenile justice outcomes to include adult criminal justice outcomes as well. More specifically, the Court Contact Recidivism Database (CCRD) managed by WSCCR was utilized to determine how many second year PathNet pilot participants experienced subsequent juvenile and/or adult system recidivism. For more information on the CCRD and other databases developed by WSCCR with Models for Change support, please see Zipoy, J. & Backus, B. *Models for Change Data Coordination Project: Final Report*. Washington State Center for Court Research. October 31, 2012.

Preliminary Youth Outcomes

A substantial number of the youth in PathNet pilot, participating in either the GED or GEDplus track, made some significant progress towards earning a GED. Finding included:

- 43% of youth enrolled in the GED or GEDplus track (81) earned a GED during the pilot phase.
- An additional 15% of youth in either track (29) passed more than half of the five tests necessary to earn a GED during the pilot phase.

These results are promising considering these youth have high levels of needs as noted earlier and have traditionally not excelled in educational pursuits. Vocational and educational outcomes displayed below (Figure 1.4) for those youth enrolled in the GEDplus track are also promising.



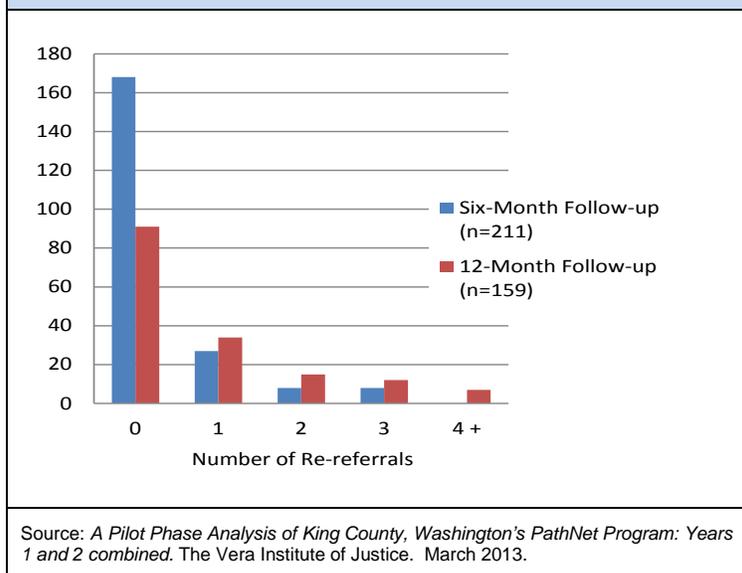
As shown, over 90% of the GEDplus participants tracked through the pilot phases were enrolled in job training, 34% were enrolled in post-secondary education, and 33% were employed full time during the period of analysis.

Considering that PathNet specifically targets justice-involved youth, it was also important to look at preliminary juvenile and criminal justice outcomes for those youth. Preliminary¹⁴ re-referral outcomes for both six and 12 month follow-up periods are presented below in Figure 1.4 and include:

- In the six months after enrollment in PathNet, nearly 80% of pilot participants had no new referrals to the prosecutor's office for new offenses, while 20% experienced one or more referrals.
 - Most of the youth (60%) with new referrals were referred for misdemeanors or gross misdemeanors.
- After 12 months of tracking, 68 youth (43%) had been re-referred to the prosecutor's office, as compared to the 20% after six months.
 - Of the 68 youth with a new referral, 34 youth (50%) had only one referral and 15 youth (22%) had two referrals.
 - Most of the youth with new referrals (54%) were referred for misdemeanors or gross misdemeanors during the 12-month follow up.

¹⁴ Vera emphasizes that the recidivism findings should be considered preliminary due to a variety of factors.

Figure 1.4: PathNet Pilot Youth Number of Re-referrals - 6 and 12 Month Follow-Up



In addition to the re-referral measure of recidivism, Vera also was provided with adjudication (percent of youth convicted) data, a recidivism measure that is most often used in Washington State when referring to recidivism outcomes. These findings include:

- During the initial six-month follow-up period, 13% of pilot phase youth were adjudicated/convicted.
- For the 12-month follow-up period, 26 percent of the pilot phase youth were adjudicated/convicted.

While these results are preliminary, it seems important to re-emphasize that over 80% of the pilot participants displayed moderate to high risk assessment scores. Furthermore, 62% of pilot participants had prior felonies and 75% had prior stays in detention. Despite these characteristics and other challenges discussed in Vera's report, PathNet appears to be having positive effects on educational and vocational outcomes for youth who often face serious long-term obstacles. It appears that the PathNet Program Director will continue to track important data and, with the help of WSCCR, will continue to track recidivism and other outcome measures.

Youth REACH

The Youth REACH (Re-engaging in Education through Action and Coordinated Help) pilot program in King County was developed in 2009 as a collaboration between the King County Prosecuting Attorney's Office and the Washington State Becca Task Force as a way to reengage youth in school and avoid formal processing for truant behavior. The program was piloted in the Bellevue and Highline School districts. However, unforeseen circumstances eventually resulted in the closing of the Highline program in February 2011, so most of the data presented below reflect the Bellevue site. While some elements of the Youth REACH model are still in use across King County, the Youth REACH program is no longer operational.

The Youth REACH pilot was a post-truancy filing approach with three tiers of interventions. The first tier included truancy workshops; the second tier, community truancy boards; and the third, case management if needed. Pilot participants were assigned to a given tier based upon the extent of their truancy-related behaviors. For more specific information regarding the Youth REACH program or the data referenced below, see *A Year 2 Analysis of King County, Washington's Youth REACH Pilot Program* prepared by Vera Institute of Justice.

The qualitative analysis conducted by Vera revealed that the truancy workshop in Tier 1 and the case management provided in Tier 3 were effective in reaching low and high-risk youth respectively. Program staff also felt that the model was effective at engaging families and that juvenile justice stakeholders were better educated on the complexities of truant-related behaviors. Staff also reported being concerned about low supervision levels for Tier 3 youth and about referrals to program tiers that were not following clearly defined objective criteria, resulting in some inappropriate tier placements.

A total of 232 youth were referred to the REACH program in Year 2 between September 2010 and May 2011 (again, most of the data apply to the Bellevue program), all of whom were tracked through August 2011. Analyses were conducted on all youth in three areas: 1) background characteristics, 2) case processing, and 3) preliminary educational and juvenile justice related outcomes. The demographics and preliminary outcomes are shared below.

Case characteristics and demographic data for Youth REACH included:

- Of the 211 cases with tier level data available, 51% entered Tier 1, 20% entered Tier 2, and the remaining 29% were placed in Tier 3.
- Youth in the project ranged in ages from 5 to 17, with the majority (77%) falling between 14 through 17. The average participant age was 14. Almost 70% of the sample youth were in the 9th grade or higher when referred to the program.
- White/Caucasian and Latino/Hispanic youth were the largest populations consistently across all Tiers.
- African American participation was much higher in Tier 3 than in the other two tiers, twice as high as Tier 1 and five times as high in Tier 2.
- The highest levels of unexcused absences were placed in Tier 2, with lower rates being placed in Tiers 1 and 3, which appeared to inconsistent with program design.

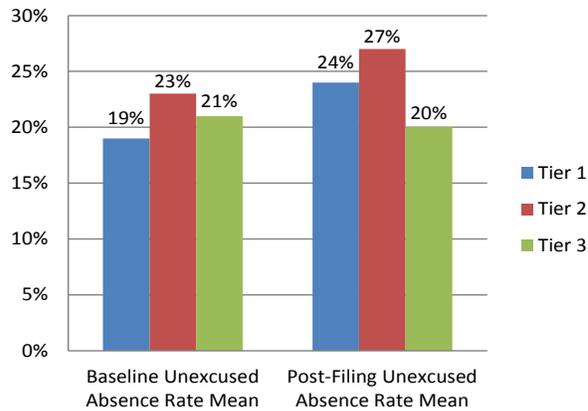
Preliminary Outcomes

Vera's descriptive analysis examined preliminary outcomes for both school attendance and further involvement in the juvenile justice system. While substantial data were missing, there were several important initial findings.

The preliminary unexcused absence rates across all three tiers are displayed in Figure 1.5 which highlights the following outcomes:

- Youth in Tiers 1 and 2 experienced slightly higher unexcused absence rates when comparing their rates before and after program participation, but absence rates for youth in Tier 3 decreased slightly during the study period.
- The slightly improved rates in Tier 3 were supported in Vera's qualitative analysis which found that Tier 3 case managers felt that their interventions were having positive impacts.

Figure 1.5: Year 2 Youth REACH Mean Baseline & Post-Filing Absence Rates (n=162)



Source: *A Year 2 Analysis of King County, Washington's Youth REACH Pilot Program*. The Vera Institute of Justice. Note: 162 youth had all of the data necessary to calculate post-filing unexcused absence rates.

Vera also conducted an analysis of subsequent juvenile justice system involvement for a sample of Year 2 participants. The outcomes were preliminary as they were captured only a few months after the end of the school year, and do not include longer term measures.¹⁵ Preliminary juvenile justice outcome data for Youth REACH indicated only nine youth (representing 4% of pilot participants) experienced new delinquency violations or offender referrals by August 31, 2011.

NCSE Cost Benefit Analysis

The National Center for School Engagement (NCSE) conducted a multi-county cost-benefit analysis of the pilot truancy interventions supported by Models for Change. The goal of the analysis was not to compare the programs to each other (each approach is unique), but rather to determine the economic impact of the programs used to address court-referred students across the four counties. The analysis presents data including the program's estimated effects on graduation, costs associated with students dropping out, total program costs, returns on investment, and average cost of truancy interventions per student.¹⁶ The study uses a number of proxy measures and conservative estimates to calculate cost benefits -these and other important details regarding the methodology used, are described in the full report entitled: *Washington State's Models for Change Truancy Interventions: A Cost Benefit Analysis* by NCSE. Selected highlights are summarized below in Table 1.12.

¹⁵ It is also important to note that Youth REACH pilot participants did not display extensive offender (delinquency) histories before their involvement in the program.

¹⁶ "Estimated" effects have to be used at this point because this study examines youth who were in 9th and 10th grades during the 2009/10 and 2010/11 school years and who, for the most part, are still in school. Again, readers are strongly encouraged to review the full NCSE study for more information on the methodology used to compile these estimates.

Table 1.12: Students Served and Cost Benefit Analyses for Truancy Responses in Models for Change Jurisdictions (2009/10 - 2010/11)

	Total Students <u>Served</u>	Students served <u>by Intervention</u>	Cost Per <u>Student*</u>	Costs Averted <u>(Millions)**</u>	Return on the <u>Dollar**</u>
Benton-Franklin	742	640	\$674	\$22.6-\$31.9	\$45-\$64
Clark	559	415	\$496	\$16.7-\$23.4	\$60-\$84
King	1601	743	\$554	\$29.9-\$42.1	\$34-\$47
Spokane	1699	337	\$337	\$74.7-\$104.8	\$130-\$183

Source: *Washington State's Models for Change Truancy Interventions: A Cost Benefit Analysis*, NCSE, 2013.

* Cost per student is based on total students served, not just those served by the intervention.

**Costs averted ranges are based on estimates of drop out costs from low of \$209,100 to high of \$292,575 per student.

- The pilot interventions included: A) Benton-Franklin Counties - Community Truancy Boards, B) Clark County – Clark County Truancy Project, C) King County – Youth REACH, and D) Spokane County – Community Truancy Boards.
- Costs per student ranged from \$337 in Spokane County to \$674 in Benton-Franklin Counties.
- Spokane County referred the smallest portion of their truant students to the pilot intervention, while Benton-Franklin sent the largest proportion of truants to their pilot.

Statewide in Washington, ninth grade students who received court filings for truancy graduated at a rate of only 15%. This represents one important comparison point in the NCSE analysis. NCSE also assumed that successful program participants from the Models for Change-supported programs would graduate at a rate of 57%, which is the rate at which related research found that ninth graders who receive special interventions generally graduate (i.e., the 57% figure represents a proxy measure or goal that would serve as an indicator of program impact).

In brief, based on preliminary data from pilot efforts in Clark, King, and Spokane counties, the NCSE study estimates that:¹⁷

- Clark County is likely to experience 81 additional graduates based on 29.5% of project participants likely graduating, an increase of 14.5% over the state average;
- King County is likely to experience 147 additional graduates, based on 24% of project participants likely graduating, an increase of 9% over the state average; and,
- Spokane County is likely to experience 71 additional graduates, based on 69.7% of project participants likely graduating, an increase of nearly 55% over the state average.

The pilot truancy efforts take a supportive, problem-solving approach to truancy reduction, a method shown to be more effective in improving attendance than traditional court-focused practices. Considering the high costs to society associated with high-school drop-out and truancy, the NCSE analysis suggests these interventions are a wise investment of both time and resources.

The Washington Assessment of the Risks and Needs of Students (WARNS)

As part of a coordinated effort, the Administrative Office of the Courts was chosen in 2008 to develop a risk and needs assessment tool for status offenders.¹⁸ The WARNS tool was developed and tested in

¹⁷ Outcome data was not being tracked for Benton-Franklin pilot interventions in 2009. However, Benton-Franklin Juvenile Court now has access to student information for most school districts, and therefore can track student outcomes.

¹⁸ Please see George, T. *WARNS Report: A Comparison of Petitioned Truants and Non-Truants 11/2009-1/2010*. Washington State Center for Court Research. February 18, 2010.

six counties across the state. The purpose of the WARNS is to quickly and effectively identify youth who are at considerable risk of future problematic behaviors and to help facilitate appropriate interventions for these students. The WARNS continues to be used in a number of jurisdictions in Washington and WSCCR is continuing efforts to enhance initial validation of the tool. WSCCR is also working to develop timely county-level and statewide reports, and other products for stakeholders, that will contribute to improved understanding, policy, and practice.

The WARNS report contains information drawn from 263 petitioned truants and 569 non-truants gathered from November, 2009, through January, 2010. In all, 12 substantive “domains” comprise the WARNS – student demographics, school performance, school engagement, family environment, peer deviance, aggression, defiance, depression, anxiety, trauma experiences, and other student characteristics – with WSCCR conducting initial validation in 2010. For more information see *WARNS Report: A Comparison of Petitioned Truants and Non-Truants*

Summary of Key Endpoints

As briefly described in this summary, there is important documentation and/or data that 11 key Endpoints have been achieved in the Alternatives to Formal Processing and Secure Confinement TAI. These include:

Endpoint 1: The CCTP component of Clark County’s multifaceted response to truancy has demonstrated promising outcomes related to both educational attainments as well as further juvenile justice involvement in two separate evaluations.

Endpoint 2: The number of truancy contemptts declined by 22% in Benton County during the 2007/2008 and 2010/2011 school years.

Endpoint 3: Between February 2010 and June 2012, there were 103 students who participated in the Passing Zone project. Participating youth experienced an overall 30% reduction in “F” grades over two semesters compared to students who refused to participate in Passing Zone.

Endpoint 4: Between July 2010 and March 2013, the Fast Forward call center fielded 248 calls from youth (or parents) trying to re-engage in school. 127 youth completed the required paperwork to return to school, 108 of those youth (90%) were placed back into high school or a GED track, and over 73% of youth placed back in school or GED track were still engaged in school as of March 2013.

Endpoint 5: There were 94 truancy petitions filed by Chiawana High School in Franklin County between September 2011 and February 2012, but after the juvenile court expanded its support and training efforts, filings dropped to 38 between September 2012 and February 2013 (this also coincides with implementation of the AVENTA program at Chiawana High School).

Endpoint 6: New Horizons Extended Day Academy first achieved the goal of re-engaging and retaining 18 chronic truant/dropout students in the first year of its operation (2010), and continued to meet this goal during the 2011/2012 school year

Endpoint 7: The West Valley Community Truancy Boards in Spokane County, enhanced with Models for Change Support to reflect best practices, were evaluated on two occasions and shown to have a positive impact on graduation/GED acquisition rates for truant youth within the school district. Direct evaluation of program participants revealed truant youth were more likely to graduate or earn a GED than their counterparts who did not participate in the Community Truancy Boards.

Endpoint 8: The PathNet program in King County demonstrated positive effects for a group of youth with high education needs and a high risk to recidivate. These drop-out youth made significant progress towards earning a GED while enrolled in PathNet.

Endpoint 9: The Youth REACH program in King County benefited from an outside evaluation but demonstrated mixed results. The evaluation results could have been applied toward adjusting and refining the fledgling program but REACH was discontinued.

Endpoint 10: While the NCSE cost-benefit analysis of pilot truancy reduction efforts should be considered exploratory, it provides valuable cross-site support for the positive impacts of truancy reduction efforts and for the substantial cost savings associated with these efforts.

Endpoint 11: The WARNS truancy assessment tool has been initially validated and continues to be used in a number of jurisdictions in Washington. WSCCR has committed to continue to enhance initial validation efforts and expand useful reports and information for stakeholders.

DISPROPORTIONATE MINORITY CONTACT (DMC) TAI

Disproportionate Minority Contact TAI Goal:

The overall goals of this targeted area of improvement are to improve data collection where needed; to develop the capacity to collect and analyze detailed DMC data regularly at the state and county levels; and to use DMC data analyses and other research to identify, implement, and monitor appropriate interventions to reduce DMC and limit unnecessary penetration of youth of color in the juvenile justice system.

Strategies:

The most prominent strategies in support of these goals include:

- Analysis of existing local-level data on delinquency case processing and making improvements where deficiencies exist
- Engaging system stakeholders in plans for targeted interventions at key decision points that contribute to juvenile justice system involvement
- Introducing and implementing an objective risk assessment instrument to be used to determine need for secure detention
- Involving the Latino community in the initiative and expanding alternatives for all youth of color.

Outcomes:

- Improvement in the Relative Rate Indices (RRIs) for the state and pilot sites at key juvenile justice decision points, from arrest to confinement
- The objective of this TAI is to reduce DMC at key decision points in the juvenile justice system. To measure reduction in disproportionality, RRIs will be tracked annually at key decision points for the state as well as in Benton-Franklin Counties.

Statewide DMC – Baseline RRI’s

Washington can track DMC statistics for various racial categories (including Hispanic origin) using the Office of Juvenile Justice and Delinquency Prevention’s preferred methodology – the *Relative Rate Index (RRI)*. In December 2012, the Washington Supreme Court’s Minority and Justice Commission capped a year-long effort with NCJJ designed to make DMC statistics readily available to researchers, youth advocates, and the general public by releasing preliminary data on racial and ethnic disparities in Washington’s juvenile courts. With data supplied by the Court, NCJJ created a workbook that displays Relative Rate Indices across ten decision points for the State of Washington and all of its juvenile courts. The workbook houses data from 2005 through 2011 and is scheduled to be updated annually. The system also allows a toggle for calculating RRIs based on raw counts and those adjusted for missing race and ethnicity using spreading techniques based on population or court event. The workbook generates reports that are now available online for the first time.

The Washington Supreme Court created a press release detailing their efforts which can be found at <http://www.courts.wa.gov/newsinfo/?fa=newsinfo.internetdetail&newsid=2267>. The actual DMC data output reports and details surrounding data collection methods and how to interpret the data can be found online at <http://www.courts.wa.gov/wscrr/?fa=ccr.dmc>. Below is a brief illustration on navigating the DMC website now managed by WSCCR, followed by an example jurisdiction comparison output report.

Data output reports are available here. Users can select from the eight decision points displayed in the callout window.

The screenshot shows the Washington Courts website interface. The main page features a sidebar with navigation links: Home, What the Data Means, State and County DMC 5-year Averages, Breakdown of Missing Data, Methods and Data Sources, FAQs, DMC Presentation to the Supreme Court, and Contact. The 'State and County DMC 5-year Averages' link is highlighted. A callout window shows a detailed view of this page, including a list of eight decision points: 1. Juvenile Arrests, 2. Referrals to Juvenile Court, 3. Referrals with a Disposition Offense Category B+ or Higher, 4. Referrals with a Diversion Agreement Signed, 5. Cases Filed (petitioned referrals), 6. Cases Adjudicated (guilty and deferred dispositions), 7. Adjudicated with JRA Dispositions, and 8. Cases Transferred to Adult Court.

The system works behind the scenes to provide output reports that provide fairly detailed indicators of progress to reduce overrepresentation of racial and ethnic minorities over time. Figure 2.1 below is sample output for 2011 for the entire state across each decision points tracked in the system.

Figure 2.1: Sample Output from the Washington State DMC Relative Rate Index System

Summary: Relative Rate Index Compared with White Juveniles						
Reported data (unadjusted)						
Data displayed for Washington						
Calendar year 2011						
	Number of cases	Relative Rates				
		Black, non-Hispanic	Hispanic	Asian or Pacific Islander, non-Hispanic	American Indian or Alaska Native, non-Hispanic	All Minorities ¹
2. Juvenile Arrests**	23,004	1.80	**	0.32	0.94	0.94
3. Referrals to Juvenile Court	32,446	2.88	2.69	0.51	2.02	2.13
4. Referrals with a Disposition Offense Category B+ or higher	1,566	1.61	0.97	0.62	1.04	1.10
5. Referrals with a Diversion Agreement Signed	11,392	0.70	0.93	1.35	0.75	0.89
6. Petitioned Referrals (cases filed)	16,292	1.09	1.15	0.71	1.36	1.12
7. Cases Adjudicated	10,780	1.10	0.98	1.01	0.94	1.00
8. Cases Adjudicated with JRA dispositions	852	1.48	0.79	0.61	1.11	0.97
9. Cases transferred to Adult Court	169	3.38	4.99	X	2.66	4.19

Key:

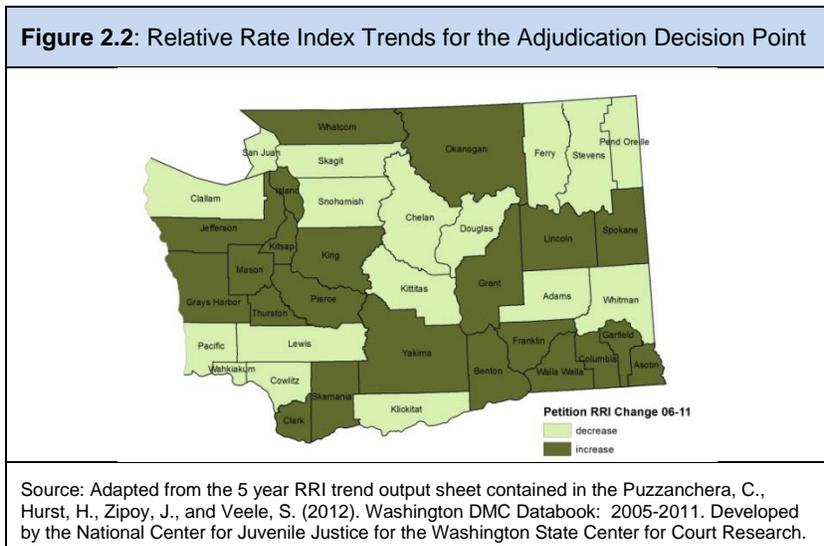
- ** No data available for this stage
- X too few cases to calculate a reliable rate
- Bold : significant**

Base for rates
per 1,000 population
per 1,000 population
per 100 referrals
per 100 referrals
per 100 petitioned
per 100 adjudicated cases
per 100 referrals

Puzzanchera, C., Hurst, H., Zipoy, J., and Veele, S. (2012). Washington DMC Databook: 2005-2011. Developed by the National Center for Juvenile Justice for the Washington State Center for Court Research.

In addition to enabling a detailed status snapshot for each jurisdiction the system also enables examining trends and identifying geography where the overrepresentation of minorities is increasing and decreasing over time for each of the decision points tracked by the system. An example is provided below in Figure 2.2 for the type of geographic comparisons that have been advanced through the Models for Change work.

- Relative rates for overrepresentation of youth is at the adjudication stage decreased between 2006 and 2011 in less than half (17 of 39) counties/jurisdictions.
- In 2011, 28 counties had a white to minority RRI for the adjudication decision that was at or below the parity threshold of one white adjudication to each minority adjudication (relative to petitions).
- Benton-Franklin County was among those with decreases for the adjudication monitoring point, even when selecting Hispanic and Black minority groups.



Juvenile Justice & Rehabilitation Administration (JJ&RA)

The Juvenile Justice & Rehabilitation Administration (JJ&RA), within the Washington State Department of Social and Health Services (DSHS), initiated a range of measures to address fairness in the context of racial and ethnic differences during Models for Change. Two goals were developed at the outset of the project to:

- Reduce parole revocations by 15%
- Develop a remediation plan similar to those applied in the Child Welfare system

Action taken to achieve these goals included contracting for an outside SWOT (Strength, Weaknesses, Opportunities and Threats) analysis from sentencing through JJ&RA's care continuum (Clegg and Associates, 2012). The SWOT identified specific weaknesses, primarily indicating a need for cultural competence training and a data-driven approach to monitoring consistent application of policies and staff interventions. The SWOT also identified racial and ethnic disparities at 6 decision points, including treatment of special needs, release and parole services. In response to the SWOT, the Administration developed an internal Diversity and Inclusion Resource Group, trained members and then worked through the group to identify effective training for JRA managers and changes to policies and procedures, including updated administrative policies addressing diversity issues. To supplement the SWOT analysis, JJ&RA also conducted an internal analysis of youth returning to custody after being in the juvenile justice system and found higher rates of recidivism among African American youth.

To address the long-term goals of reducing disparities, JJ&RA worked with the Council of Juvenile Correctional Administrators (CJCA) to improve the efficiency and reach of its Performance-based Standards (PbS) reporting.¹⁹ This led to a collaboration with CJCA to develop an automation tool called the Application Program Interface (API) to electronically submit data to the PbS national reporting program and greatly increase the sample of youth in the data collection (from 30 to over 300 youth). The API is being sustained and is helping JJ&RA overcome research and planning challenges related to small sample size when analyzing Youth Record outcomes on an ongoing basis. By the fall of 2012, the emerging research and planning database had contributed to greater planning knowledge and ability to consider performance by race and disaggregated Hispanic or Latino ethnicity.

As a result JJ&RA is monitoring racial and ethnic differences over time in:

- Screening at intake for mental health and suicide
- Assessments on a range of physical, emotional, educational and behavioral health domains
- Provision of treatment services while in JJ&RA custody
- Treatment planning and monthly progress monitoring
- Performance indicators for staff/client interaction, family engagement, and pre-post test measurements on a range of educational, physical wellness and pro-social development measures.²⁰
- Aftercare planning specifics such as parental interaction and details for behavioral health supports and educational reintegration.

Some of the initial changes in these areas were presented at the 2012 national Models for Change Conference (please see 2012 Models for Change Conference slides, Reducing Disproportionate

¹⁹ Performance-based Standards is a voluntary national data indicator reporting system developed by the Council of Juvenile Correctional Administrators to help drive reform by recommending standards for performance and providing automation tools to juvenile corrections administrators. For additional information please visit, <http://pbstandards.org/>

²⁰ Please see JJ&RA internal document, *FACT SHEET: A Strategic Approach to Address Disparate Treatment within Youth Facilities Using Data to Change Practices and Outcomes.*

Minority Contact Through Performance-based Standards and Workforce Development). At the end of Models for Change funding, differences in educational treatment planning had improved, possibly contributing to incremental increases in math and reading scores between 2010 and 2012. Additionally, the provision of substance abuse treatment to Hispanic or Latino youth assessed with a requirement for services increased. The data show challenges with regard to African-American youth refusing substance abuse treatment. However, this knowledge is allowing the Administration to plan solutions and document the need for services tailored to cultural norms.

Finally, the new data strength the project delivered is leading to modifications of the JJ&RA transactional data system to better align with PbS standards. It is also providing the JJ&RA Reentry Action Workgroup data with regard to differences in reentry planning, which are leading to efforts to extend greater outreach by JJ&RA community supervision staff to neighborhood and community support systems and frontload reentry planning from intake, through care and release. According to CJA, the impact of the JJ&RA pilot and the difference it is making has generated interest in at least 5 other states for full replication of the API.

Washington State Center for Court Research (WSCCR)

The *Washington State Center for Court Research Data Coordination Project Final Report* describes the development of state-wide indicators in collaboration with NCJJ and provides some summary trends at the state-level only for the referral to juvenile court, diversion from formal processing and transfer to adult court decision points. The authors also describe a logic-model that was developed for the only DMC demonstration site, Benton-Franklin Counties and provides a list of possible short term outcome measures, which this site was able to exceed in several instances described in this section.

Local/Site-Based DMC TAI Initiatives

Several initiatives aligned with the DMC TAI were supported in part by Models for Change and implemented in Benton-Franklin Counties under the guidance of the Benton-Franklin Juvenile Justice Center (BFJJC). While they all focus generally on avenues to reduce racial disparities seen across different points in the juvenile justice system, they vary slightly in process. The *Benton-Franklin Counties Juvenile Justice Center Models for Change Final Report Narrative* and the *Benton-Franklin Counties Juvenile Justice Center Data Warehouse Reports* provide additional details for the local interventions described in this section. Below is a quick reference chart highlighting each intervention and whether they have been sustained after Models for Change funding.

County	Intervention	Sustained?
Benton-Franklin	Fast Accountability Skills Training (FAST)	NO ²¹
	Call Reminder System	NO
	Youth Council	NO
	Benton Franklin Data Warehouse	YES
	African American and Latino Community Leaders Group	No

²¹ While FAST was discontinued the lessons learned are being applied to a renewal of the program in collaboration with a local non-profit organization.

Fast Accountability Skills Training (FAST)

The BFJJC benefited from a probation violation and time served in detention analysis by the University of California Irvine. The study employed a matched control group design to isolate the influence of race and ethnicity on probation violations. The takeaway for the demonstration site was that Hispanic or Latino youth were less likely to be diverted than white youth (when controlling for a range of other characteristics) and that probation violations were used more liberally for these youth. The BFJJC developed a solution aimed at providing additional diversion options and alternatives to detention stays for probation violations, and entitled it the Fast Accountability Skills Training (FAST) program. The FAST program is a court-based service with a strong community service component that also provides the opportunity for participants to practice skill building, goal attainment, and situation management. It is offered in lieu of a formal probation violation hearing.

A quasi-experimental design with Propensity Score Modeling to measure the impact of FAST and control for the influence of race, age, gender, risk score and geography (residence) on FAST outcomes. Case characteristics included:

- Between May 2010 and October 2012, 124 youth participated in the program.
- 58% were Latino, 37% Caucasian, and 5% African American.
- Participants were between the ages of 14 and 18 and were mostly moderate (30%) and high (61%) risk youth.
- 82% of participants successfully completed the FAST program's requirements.

The researchers concluded that there was little (and no statistically significant) difference in re-referrals or subsequent probation violations between groups of youth receiving a detention stay and those receiving FAST. Thus FAST is a promising alternative to detention sanctions that performs as well on the measures of re-referral/violation but is much more focused on positive youth development and staying engaged with family and school than the costly limbo status produced by a stay in detention. Additional research is exploring the appropriate dose of FAST to determine if outcomes can be improved and surpass detention stays as a solution.

Call Reminder System

The BFJJC implemented a call reminder system with intern/volunteer resources during 2008, with a goal of reducing detention admissions and overall average length of stay for minorities. The project encountered recruitment challenges (retaining volunteers in general and recruiting multi-lingual volunteers) but engaged the Latino Community Leaders Group (LCLG) for support to reach mono-lingual families with reminders. Additionally, the police partners are provided weekly docket schedule to personally contact youth with reminder when possible on patrol. Overall, FTA warrants have decreased 25% between 2008 and 2012. However, the reductions have been more notable for Black and White youth than for Hispanic or Latino youth. The call reminder program demonstrated promise but could not be sustained after the direct project support ended in 2012.

Youth Council

A DMC reduction strategy for the Benton-Franklin Counties demonstration site was to make the court more friendly/accessible to families and reduce cultural barriers documented early on by the University of Washington. The project started by creating a local Youth Council charged with oversight for identifying key informational resources requiring translation to additional languages and providing outreach to new families with youth referred to the court. The Council in cooperation with the BFJJC inventoried the most frequently used forms and translated these to Spanish where a Spanish version did not exist. Notably for the first time, the outreach pamphlets explaining two key evidence based

practices used by court/probation were translated to Spanish for Aggression Replacement Training (ART) and Functional Family Therapy (FFT). Most recently (March 2013), a “Know your Rights” booklet guide to the juvenile justice system in Washington was developed with state partners and English/Spanish content was made available to families/youth. An exhaustive list of the both frequently used forms and infrequently used forms that were translated and offered to families entering the system through Youth Council outreach is available in the *BFJJC Models for Change Final Report Narrative*.

In addition to proactive outreach and accessibility to family-friendly information, the Council developed a criminal justice process video for continuous play in the BFJJC lobby and tailored a qualitative survey to track the experience of families by race and ethnicity in the new court environment. The survey addresses the experience of families and their youth on probation, how well probation and court paperwork and probation contracts communicate expectations, and whether a probation violation occurred and whether consequences were imposed and effective. Highlights from the surveying efforts included:

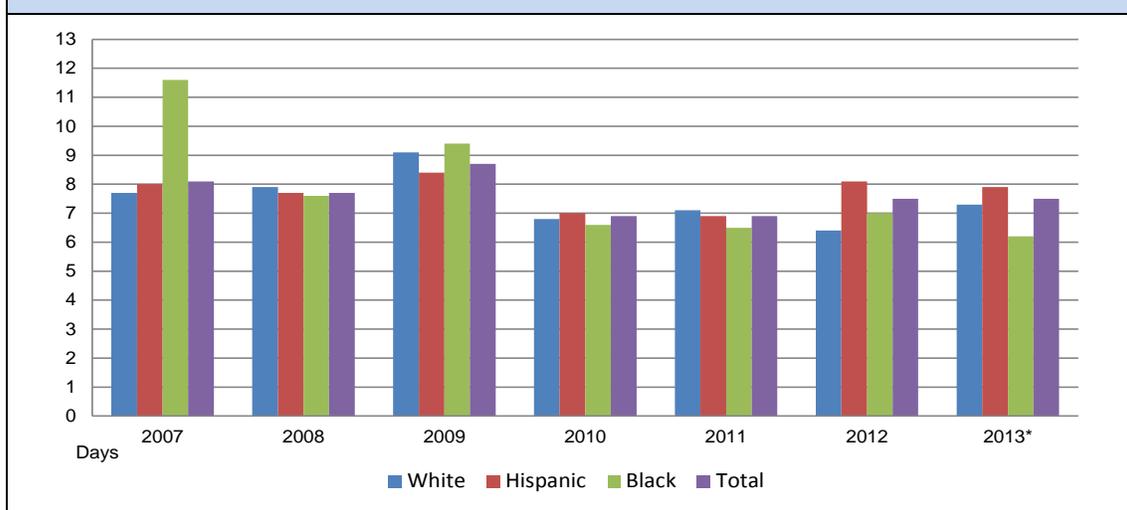
- Between 2011 and 2012, 51 surveys were completed and returned by youth/families surveys.
- There were differences in the perceptions of youth concerning what contributed to their referral (e.g., negative peers/ drugs and alcohol and the effectiveness of consequences while on probation).
- Hispanic or Latino youth reported a high level of agreement that the court information was provided to them and explained.

Benton-Franklin Counties Data Warehouse

With the assistance of NCJJ, the BFJJC is increasing its internal ability to drill into its operational data to support research and planning. A site-specific juvenile justice data warehouse is being developed to manipulate the BFJJC’s automated management system (the Juvenile Tracking System or JTS) data to draw out key sets of research files from tables of data in JTS. Monitoring time spent in detention by key demographics is fundamental to monitoring racial and ethnic disparities and developing solutions. The Benton-Franklin juvenile justice data warehouse provides key indicator reports that can be selected for any time period. Each of the existing reports provides descriptive data and/or intermediate outcomes on youth by race and ethnicity, gender and age.

Among the initial set of reports, is a detention management report that for the first time gives the court easy access to information concerning detention admissions, releases and average length of stay by demographic characteristics. Data regarding the average length of stay in detention are presented below in figure 2.3.

Figure 2.3: Average Length of Stay (ALOS) in Detention in Days by Race and Ethnicity (2007-2013)



Source: Data reports generated through the Benton-Franklin Counties Juvenile Justice Center Data Warehouse.
Note: The average includes admissions for a variety of reasons both pre and post-adjudication (e.g., probation violation sanctions).
2013 is inclusive through June 2013.

Highlights from Figure 2.3 include:

- The overall ALOS decreased from 8.1 days in 2007 to 7.5 days both in 2012 and the first 6 months of 2013.
- Hispanic youth on average stay slightly (six tenths of a day) longer in detention than do white youth.
- Black youth on average have shorter detention stays than white youth or Hispanics.

The new capacity is also supportive of BFJJC efforts under its Annie E. Casey Foundation Juvenile Detention Alternatives Initiative (JDAI) to monitor detention admission trends by race and the impact of adjustments to a detention risk assessment instrument adopted by BFJJC in JDAI and a detention alternatives graduated sanctions grid. BFJJC reports a 19% overall reduction in the amount of days served in detention since the grid was adopted (2010-2012). The new output reports refreshed nightly in the data warehouse provide the ability to drill-into differences/trends by race and ethnicity.

In addition to monitoring detention utilization with flexible output the data warehouse enables drilling into the characteristics of individual youth and their detention events and reason for detention. These key listing reports can also be generated for a time period (e.g., monthly or yearly) providing supporting detail for interpreting trends and developing solutions.

The Benton-Franklin juvenile justice data warehouse is also producing a series of recidivism reports (based on locally derived operational data in JTS) that can be used monitor the outcomes of various programs initiated by juvenile court services department, including evidence-based practices, notably Aggression Replacement Training (ART) and Functional Family Therapy (FFT).

Table 2.1: Time to New delinquency Referral for Successful ART Completions by Race and Ethnicity, January 2010 through June 30, 2013

<u>Race/Ethnicity</u>	<u>90 days or less</u>	<u>91-182 days</u>	<u>183-365 days</u>	<u>366-548 days</u>	<u>549 days +</u>	<u>No new referrals</u>	<u>Totals</u>
White	23%	16%	5%	5%	1%	51%	88
Hispanic	27%	14%	11%	0%	1%	47%	92
Black	0%	15%	8%	0%	0%	77%	13
Other*	0%	0%	0%	0%	0%	100%	3
Overall Totals	23%	15%	8%	2%	1%	52%	196

Source: Data reports generated through the Benton-Franklin Counties Juvenile Justice Center Data Warehouse.
*Other includes Native American, Asian, and Other.

Highlights from the above BFJJC data warehouse ART recidivism report excerpt (Table 2.1) include:

- Hispanic youth are more likely to recidivate early than White youth or Black youth.
- A higher proportion of Hispanic youth are referred on new charges approximately 18 months (549 days) after discharge.
- Only 3 of 13 Black youth discharged from ART had a subsequent delinquency referral.

Table 2.2: Time to New delinquency Referral for Successful FFT Completions by Race and Ethnicity, January 2010 through June 30, 2013

<u>Race/Ethnicity</u>	<u>90 days or less</u>	<u>91-182 days</u>	<u>183-365 days</u>	<u>366-548 days</u>	<u>549 days +</u>	<u>No new referrals</u>	<u>Totals</u>
White	13%	11%	15%	2%	0%	59%	46
Hispanic	40%	11%	9%	5%	0%	35%	65
Black	29%	14%	0%	0%	0%	57%	7
Native American	0%	0%	0%	0%	0%	100%	1
Overall Totals	29%	11%	11%	3%	0%	46%	119

Source: Data reports generated through the Benton-Franklin Counties Juvenile Justice Center Data Warehouse.

Highlights by race and ethnicity for FFT contained in Table 2.2 include:

- Hispanic youth are more likely to recidivate early than White youth or Black youth.
- Further, the overall proportion of youth recidivating after discharge was considerably higher for Hispanics 65% than for either White or Black youth.
- 3 of 7 Black youth discharged from FFT recidivated within 18 months of discharge.

African American and Latino Community Leaders Group

As part of their community engagement efforts, the BFJJC worked diligently to build representation from minority communities in order to support and inform their Models for Change reform efforts. In 2011, the BFJJC built and supported the African American Community Leaders Group (AALG) and the Latino Community Leaders Group (LCLG). Each group chose an area to focus on and provide support and guidance. The AALG concentrated on diversion and early intervention mentorship opportunities for

African American youth, while the LCLG worked to ensure Latino youth receive diversion opportunities and to help build community supported work sites for youth. Furthermore, the LCLG targeted media message system to inform the community on important topics such as truancy, gangs, and parental involvement. Both groups were active in 2011 and 2012, creating strategic plans and making presentations to numerous community groups and schools about their DMC efforts. Without funded staff and supplies, both groups were unable to be sustained once Models for Change support ended.

Summary of Key Endpoints

As briefly described in this summary, there is important documentation and/or data that 4 key Endpoints have been achieved in the Disproportionate Minority Contact TAI. These include:

Endpoint 1: WSCCR, with the assistance of NCJJ, has increased the availability of a wide range of DMC indicators at the jurisdiction level. Opportunities exist to expand and improve the indicator system to be national example.

Endpoint 2: The BFJJC is engaging community partners ranging from police to local Hispanic and Latino and African American advocacy network organizations to improve accessibility to justice through multi-lingual communication and outreach. There is some qualitative evidence the efforts have value and the ongoing quality assurance process established can help sustain improvements aimed at addressing diversity.

Endpoint 3: The BFJJC has implemented a range of solutions that appear promising, and began developing an evidence base to support outcomes, most notably for the Call Reminder effort to reduce FTA Warrants and the FAST program. Unfortunately, the Call Reminder and FAST program could not be sustained after direct support ended. Lessons learned from the efforts are being applied to renewed initiatives.

Endpoint 4: Through Models for Change and in collaboration with NCJJ, BFJJC is taking control of its local operational data to provide the ability to drill-into key events and outcomes by race, ethnicity, gender and age.

Endpoint 5: The JJ&RA greatly increased its internal research and planning data and use of technology and existing national performance monitoring models in a manner that is both sustainable and replicable in other states.

Endpoint 6: Some modest improvements in educational achievement for minority youth occurred during Models for Change and planning data helped to document uniform implementation of educational programming for all JJ&RA youth.

Endpoint 7: The JJ&RA is poised to continue using its PbS informed research and planning data to closely monitor and troubleshoot differential achievements for minority youth and improve reentry planning.

MENTAL HEALTH TAI

Mental Health TAI Goal:

The primary goals of this Targeted Area of Improvement (TAI) are to ensure that current mental health/juvenile justice initiatives are implemented in ways that maximize benefits and to improve coordination and collaboration among child-serving agencies (particularly mental health services/Regional Support Networks or RSNs,²² and juvenile justice agencies). Goals were also set to increase the availability of mental health services including screening and assessment and evidence-based practices for court-involved youth and to ensure that services and programs are culturally appropriate.

Strategies:

The most prominent strategies in support of these goals include:

- Implementing validated mental health screening and/or assessments
- Identifying opportunities to keep youth with mental health disorders from deeper penetration into the juvenile justice system through diversion into community-based services, where appropriate, as well as other model practices/programs
- Expanding the use of evidence-based programs and practices
- Providing training for service providers on youth and family engagement strategies
- Developing and implementing more culturally appropriate mental health services for youth involved in the juvenile justice system, including services that reflect the diverse make up of Washington's youth population
- Improving coordination of statewide policy affecting juvenile justice involved youth with mental health needs.

Outcomes:

- Use of a validated or proxy-validated mental health screening for youth at detention admission in detention facilities statewide.
- Increased opportunities to divert youth with mental health needs out of the juvenile justice system to community based services.
- Increased engagement with treatment among juvenile justice-involved youth, especially African-American males and Latino youth.
- Reduction in recidivism among system-involved youth who receive Evidence Based Practices.
- Creation of a Behavioral Health Committee of the Washington State Partnership Council on Juvenile Justice.
- Expansion of Evidence Based Practices as a result of 2SHB2536.

²² Washington's public mental health system is administered by the Department of Social and Health Services (DSHS) through its Health and Rehabilitation Services Administration's Mental Health Division. DSHS contracts for services to be administered and provided through 14 Regional Support Networks (RSNs).

Statewide Mental Health TAI – Background Measures

The 2013 TAI data inventory includes three types of state-level data that are informative in framing proposed reform work in expanding the availability of mental health services, including more universal screening/assessment and expanded availability of EBPs for court-involved youth. These data address indicators of the need for mental health services among youth involved with the court system on offender (delinquency) matters.

Washington State Juvenile Court Assessment Data

Responding to the passage of the Community Juvenile Accountability Act in 1997, the Washington State Association of Juvenile Court Administrators asked the Washington State Institute for Public Policy to develop a standardized risk assessment instrument to help probation officers gather needed information. The risk assessment helps probation officers:

- Determine the level of risk for re-offending posed by juvenile offenders.
- Identify the targets of intervention to guide the rehabilitative effort. This includes a thorough assessment of risk factors that have been consistently linked to criminal behavior as well as protective and competency factors related to pro-social development.
- Develop a case management plan focused on intervention strategies that are linked to reductions in future criminal behavior by reducing risk factors and strengthening protective/competency factors.
- Monitor the youth's progress in reducing risk factors and increasing protective factors to learn whether the case management strategy is effective.
- Provide juvenile court management with information on the progress made to reduce risk factors and increase protective factors by court programs and contracted service providers.

Today, juvenile courts use the Positive Achievement Change Tool (PACT), a second generation assessment tool based on the previously developed Washington Association of Juvenile Court Administrators Risk Assessment. When a youth is adjudicated for an offense with a local sanction, a structured interview is conducted with the youth and their family to gather risk and protective factor information. The PACT has both a pre-screen assessment and a full assessment. The pre-screen indicates whether the youth is low, moderate, or high risk. A full assessment is conducted on youth whose pre-screen shows them to be moderate or high risk.

The Annual Washington State Partnership Council on Juvenile Justice (WA-PCJJ) report provides pre-screen assessment data, including the frequency with which youth placed on probation have an identified mental health diagnosis, take medication, and/or are involved in treatment.

Table 3.1 displays the total number of pre-screen assessments between 2006 and 2012, along with the percentage of youth who were separately diagnosed, received medication, or received treatment for their mental health diagnosis. The percentage of youth who received both medication and treatment is also included, followed by a sum of all the categories. Reflective of overall reduction in offender filings which decreased by 36% between 2006 and 2012, the number of Pre-Screen Assessments decreased by over 30% over the same seven year period, from 9,304 assessments in 2006 to just over 6,100 in 2012. During that time period, the number of youth diagnosed with a mental health condition increased slightly over time from 7.2% to 9%. Medication alone was prescribed more often than treatment alone, however; medication

combined with treatment was the option most often chosen for those youth with a mental health diagnosis.

Table 3.1: Youth on Probation with a Mental Health Diagnosis, Washington State Juvenile Court Pre-screen Assessment 2006-2012

	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>
Total assessments	9,304	9,380	9,251	8,749	8,418	8,187	6,191
Diagnosed	7.2%	7.0%	7.4%	7.6%	8.3%	8.4%	9.0%
Medication	2.8%	2.5%	2.4%	2.5%	2.7%	3.0%	2.6%
Treatment	1.4%	1.5%	1.7%	2.0%	1.8%	2.1%	2.1%
Medications & Treatment	9.5%	9.6%	9.4%	9.3%	10.7%	9.5%	9.3%
Total Diagnosed	20.9%	20.6%	20.9%	21.4%	23.5%	23.0%	23.0%
Not Diagnosed	79.1%	79.4%	79.1%	78.4%	76.4%	76.9%	77.0%

Source: 2012 WA-PCJJ Report
 * A youth is counted once in each year, but the same youth may be counted in different years. Less than 1% of assessment data was reported as "missing" for each of the years.

This data indicates that many youth on probation face mental health challenges. However, Washington State’s TAI work prior to 2013 did not attempt to decrease the number of youth with a mental health diagnosis who entered the juvenile justice system

Special Dispositional Alternatives to Commitment to JRA

Washington State statutes provide courts four community-based disposition alternatives for youth who the court would otherwise be required to commit to the Juvenile Rehabilitation Administration based on the state’s Juvenile Offender Sentencing Grid. This determinate sentencing grid specifies sanctions based on the seriousness of the offense and the juvenile’s criminal history.

The grid specifies sentencing ranges for each combination of a youth’s current adjudicated offense and prior adjudications – some combinations of which require the imposition of a local sanction that may include community supervision (i.e., probation) community restitution (i.e., community service hours) and confinement in detention). For youth with significant criminal history and/or who have committed a more serious offense, the grid requires commitment to JRA for a time-limited term of confinement. Four disposition alternatives are available that permit a judge to suspend a grid-directed disposition providing for JRA commitment, and impose a community-based disposition²³. Youth are eligible for the Mental Health Disposition Alternative (MHDA), if assessed as having an Axis I psychiatric disorder and as being amenable to treatment. As displayed in Table 3.2 below, this dispositional alternative has been used rarely between 2006 and 2012.

²³ The Sentencing grid and options are statutorily described in RCW 13.40.0357. A detailed *Juvenile Disposition Manual (2005)* has been developed by the Sentencing Guidelines Commission and is available at: http://www.sgc.wa.gov/PUBS/Juvenile/Juvenile_Disposition_Manual_2005.pdf. The grid is also described in the *Washington Models for Change Baseline Report* prepared by NCJJ

Table 3.2: Frequency of Mental Health Dispositional Alternatives (MHDA) 2006-2012							
	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>
MHDA	3	3	0	1	1	2	2
Source: State of Washington Sentencing Guidelines Commission: Juvenile Disposition Summary 2006, 2007, 2008-2009, 2010, 2011, 2012.							

The National Center for Mental Health and Juvenile Justice conducted an analysis of the MHDA in 2011 to determine if statutory revisions would increase its utilization. However, the report revealed numerous problems with the statute which could not easily be resolved. It was suggested that there was a greater potential to improve the outcomes of juvenile justice involved youth with mental health needs by focusing on interventions further upstream. Consequently, the University of Washington Division of Public Behavioral Health & Justice Policy partnered with the Center for Children & Youth Justice. The partnership resulted in the passage of SHB1524 (2013) which expands opportunities for law enforcement to divert youth in mental health crisis to services rather than detention. It also expands the number of times a prosecutor can divert a low level juvenile offender

Evidence-Based, Research Based, and Promising Practices in Washington

In 2012, the Washington State legislature passed E2SHB 2536 which was intended to ensure that “prevention and intervention services delivered to children and juveniles in the areas of mental health, child welfare, and juvenile justice be primarily evidence-based and research-based...” As part of this Bill, the Washington State Institute for Public Policy (WSIPP) and the University of Washington Evidence-Based Practice Institute (UW EBPI) were tasked with creating descriptive definitions and an inventory of evidence-based, research-based, and promising practices and services. The inventory is to be periodically updated and will be used by Department of Social and Health Services (DSHS) to determine whether their current programs and services are evidence-based or research-based.

In September of 2012, an initial inventory of programs was undertaken by WSIPP and UW EBPI, resulting in over 150 programs within categories which included: general prevention, child welfare, substance abuse, mental health, and juvenile justice. The inventory was updated in January 2013 and again in June 2013. Displayed below (Table 3.3) is a count of programs and services, for both juvenile justice and mental health populations by type of evidence rating, providing a statewide indicator of the number of programs in use with varying degrees of evidence of effectiveness²⁴.

²⁴ Displaying the original inventory results (September 2012) and the most recent update (June 2013) was meant to show continued progress in cataloging programs. This table was not intended to show change in the number of programs in use over time.

Table 3.3: Washington State Inventory of Evidence Based, Research Based, and Promising Practices.

	Sep-12	Jun-13
Juvenile Justice		
Evidence Based	6	7
Research Based	6	10
Promising Practice	0	14
Mental Health		
Evidence Based	10	10
Research Based	25	27
Promising Practice	2	7

Source: Selected Targeted Populations and Program Counts from Updated Inventory of Evidence-Based, Research-Based, and Promising Practices available at <http://www.wsipp.wa.gov/pub.asp?docid=E2SHB2536-2>

Local/Site-Based Mental Health TAI Initiatives

Several initiatives aligned with the Mental Health TAI were supported in part by Models for Change and implemented in Benton-Franklin Counties. While they all focus generally on access to and coordination of mental health services for justice involved youth, they vary slightly in process and targeted population. The *Benton-Franklin Counties Juvenile Justice Center Models for Change Final Report Narrative* is the source for details on the Mental Health efforts described in this section. Below is a quick reference chart highlighting each intervention and whether they have been sustained after Models for Change funding²⁵.

County	Intervention	Sustained?
Benton-Franklin	Cross System Training	NO
	Support Services Expansion	NO
	Implementation of a Validated or Proxy Validated Mental Health Screening Tool at Detention Admission	YES
	Parent Support Project	YES

The Benton-Franklin counties Mental Health Workgroup initiated numerous efforts to improve mental health services for justice system involved and at risk youth. In addition to expanding and improving access to local mental health services, these efforts targeted increased training opportunities for juvenile justice and agency staff, expanded education on mental health resources, and were intended to build stronger youth/family engagement skills. The following objectives were outlined during the 2010/2011 Models for Change grant cycle:

²⁵ These interventions reflect the work conducted within the Mental Health TAI. Additional interventions, including King County's Juvenile Justice 101, the 3 Rivers' School Based Diversion Program, and the FIT cultural Enhancement Model, conducted under the guidance of the Mental Health Action Network are not included as this document reflects work within TAI's. For more information on Juvenile Justice 101, visit <http://www.kingcounty.gov/courts/JuvenileCourt/offenders/jj101.aspx>, for details on the 3 Rivers Diversion Program please contact darryl.banks@co.benton.wa.us. An Innovation Brief was published regarding the FIT Cultural Enhancement Model and is available for download at <http://www.modelsforchange.net/publications/487>

- The percentage of Latino youth that will be engaged, retained and that will complete mental health treatment will increase by 25%, or by 25 youth (based on data collected under the Mental Health “Bucket” project).²⁶
- Referrals for youth that are juvenile justice system involved and are in need of mental health services will increase by 25%, or by 70 youth.

The Benton-Franklin counties Juvenile Court engaged in the following efforts, aligned with the mental health TAI, but were unable to collect direct data measuring referrals and retention of youth in mental health treatment.

Cross-systems training

Cross Systems Trainings were intended to improve cross-system collaboration. They included “Systems Summits,” provided in 2010 and 2011 that, for the first time, brought many schools, local service providers, youth, probation staff, faith based organizations, and others together to develop collaborative methods for improving mental health service access, engagement, and retention.

Support Services Expansion

The BFJJC worked with the United Way and other partners to develop the “211 call/website” which allows a single point of contact for youth and families who are seeking mental health service assistance. Since the launch of the enhanced 211 call/website in February 2011, there have been hundreds of calls and internet inquiries from youth and families seeking help.

MAYSI-2 Implementation

The Benton Franklin County Juvenile Court, with NRB support provided by NYSAP, simultaneously administered the MAYSI-2 and Boesky Screen (the tool that the court was using before Models for Change) screening tools for a three-month period beginning in January 2011. The goal of simultaneous administration was to provide a “proxy-validation” of the Boesky Screen, given that the MAYSI-2 is a validated tool. NYSAP determined that the Boesky Screen compared favorably to the MAYSI and as a result, the juvenile court decided to continue to use the Boesky tool following the “proxy-validation” analysis by NYSAP.

Parent Support Project

The BFJJC’s goal for this project was to build a base of volunteer “parent partners” who would help system involved families navigate their ways through the juvenile court and mental health systems. As of January 2012, the court had established a routine practice of having two to three parent support volunteers, along with a representative of the local regional services network (the local mental health services network or RSN), in the court lobby on Wednesdays and Thursdays when the criminal docket is held. Data collected for the parent support project for a six month period (1/01/12 through 6/30/12) reveal the following:

- 127 Benton County families were contacted in the lobby and were provided educational materials, support, and resource/services information. Of these 127 families, 26 were Spanish speaking and all information was provided to these families in Spanish.

²⁶ For more information on the Mental Health “Bucket” project, a cross-system effort to improve local mental health services, please contact Darryl Banks at darryl.banks@co.benton.wa.us. Unfortunately, as the reform effort moved forward the juvenile court was unable to collect direct data measuring referrals and retention of juvenile justice system involved youth in mental health treatment.

- 136 Franklin County families were contacted in the lobby and provided educational materials, support, and resource/services information. Of these 136 families, 32 were monolingual (Spanish speaking), and again all information was provided to these families in Spanish.
- Since the completion of the Models for Change grant, the Regional Services Network representatives and parent support partners are consistently present each Wednesday and Thursday in the court lobby before the criminal docket.

As a result of the mental health workgroup's collaborative efforts, the court has made important strides in enhancing culturally relevant services for mental health, substance abuse, and general health needs. One important collaboration involves a local provider named Comprehensive Community Health (formerly Nueva Esperanza) that is working with the court to expedite the provision of screening and case management services, and allowing case managers to meet with identified youth within one week for initial mental health assessment and evaluation. Data indicate that between September 2011 and December 2012:

- 15 youth were screened for mental health intake while in detention with the hope of expediting their releases to identified services in the community. While these numbers may seem small, these are youth who most likely would have gone un-served before Models for Change.

Summary of Key Endpoints

As briefly described in this summary, there is important documentation and/or data confirming that two key "Endpoints" have been achieved for the Mental Health TAI. These include:

Endpoint 1: The Boesky Screen, used to screen for mental health issues in detention in Benton-Franklin Counties, was "proxy-validated" by simultaneously administering the MAYSI-2 and Boesky Screen under the guidance of NYSAP. As a result of NYSAP's analysis, all detention facilities in Washington State are using a validated or proxy validated mental health screening tool at detention admission.

Endpoint 2: There are more opportunities to divert youth with mental health needs from the juvenile justice system to community based services.

Endpoint 3: The Washington State Partnership Council, the State Advisory Group, created a Behavioral Health Committee to coordinate policy reform efforts.

Endpoint 4: Legislation requires increased use of evidence based practice for youth involved in both the juvenile justice and mental health systems.

Endpoint 5: The Parent Support Project was established by the BFJJC to provide support, through volunteers, to families navigating the juvenile justice and mental health systems. Over 250 families were contacted by the Parent Support Project in the courthouse and provided resources and materials. Volunteers continue to assist families twice a week.

MULTI-SYSTEM COORDINATION AND COLLABORATION

Multi-System Coordination and Collaboration (MSCC) SOTA Goal:

The overall goal is to improve and better coordinate system responses for youth involved in multiple systems (particularly those “dually involved” youth involved in the juvenile justice and child welfare systems). Three of the Models for Change sites (Clark, King and Spokane Counties) have been engaged in varying efforts to improve multi-system coordination and collaboration.²⁷

Strategies:

The most prominent strategies in support of the goal include:

In King County:

- Conducting the Multi-System Youth Prevalence Study to determine the number of youth with past and current “cross-system” involvement in the juvenile justice and child welfare systems, and to identify key case characteristics and outcomes associated with these cases²⁸
- Developing information-sharing protocols/resource guides
- Developing improved methods to facilitate the sharing of data/information on multi-system youth
- Designing and implementing a pilot school dropout retrieval and retention program.
- Developing and implementing cross training and cross-system policy/procedural protocols to facilitate cross-system case work
- Implementing the “Crossover Youth Practice Model” (CYPM) county-wide to improve case assessment, joint case planning, and joint case management of youth involved in the child welfare and juvenile justice systems
- Implementing the Uniting for Youth (UfY) project that expands and aims to sustain the systems integration work in King County.

In Clark County

- Publishing Clark County Information Sharing Guide
- Conducting cross-system training.

In Clark and Spokane Counties:

- Mapping the truancy process to identify how the multiple systems (i.e., juvenile justice, schools, child welfare, and others) that are often involved in truancy matters can improve the handling of truancy cases and case outcomes
- Enhancing alternatives to formal court processing of truancy cases.

²⁷ In addition to the three counties listed here, the Washington State Department of Social and Human Services (DSHS) launched a multi-county interagency case management (ICM) project to improve the handling of cross-system youth (i.e., those involved in the child welfare and juvenile justice system). For more information on the ICM project, please contact Michael Curtis at mlcurtis@ccyj.org.

²⁸ See Halemba, G. & Siegel, G. *Doorways To Delinquency: Multi-System Involvement of Delinquent Youth in King County*. September 25, 2011. Models for Change.

Outcomes:

In King County:

- Determine the prevalence and case characteristics of dually involved youth to help inform system reforms
- Initiate county-wide reforms to include changes in practices that will produce more timely identification of dually involved cases, that will lead to more consistent joint case assessment and planning between the juvenile court and child welfare (Children's Administration), and that will enhance joint case management and supervision of these challenging cases
- Identify initial performance indicators and outcome measures, and conduct a preliminary analysis that examines the impacts of reforms.

In Clark and Spokane Counties:

- In coordination with key local stakeholders and system partners, complete a thorough cross-system mapping process that will help inform truancy process reforms (see pages 9 and 14 of the Alternatives to Formal Processing and Incarceration TAI section for a specific listing of outcomes related to both counties truancy reforms)
- Implement enhanced juvenile court data capabilities, in coordination with university-based research efforts, to track the impact of enhanced reforms, and conduct a follow up evaluation that examines the impacts of these reforms
- In Spokane County, replicate reform models in additional schools and counties.

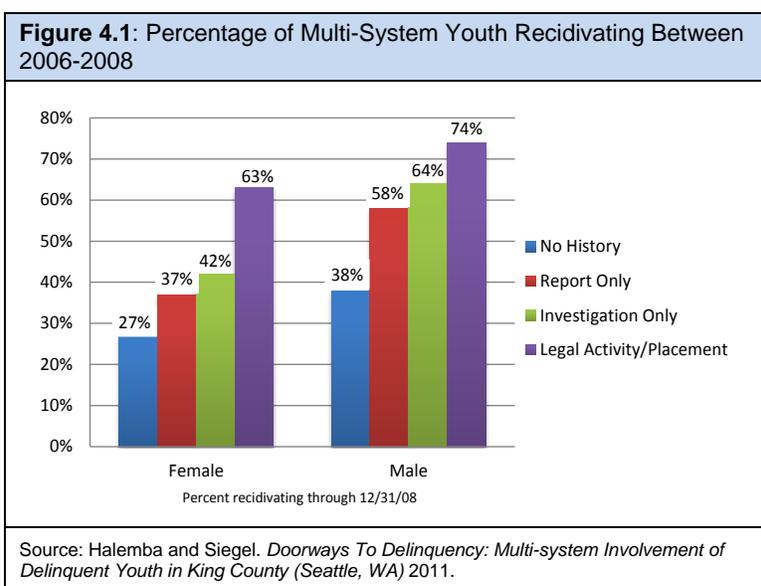
Local/Site Based MSCC SOTA Initiatives

Several initiatives aligned with the MSCC TAI were supported in part by Models for Change and implemented in King County as well as Clark and Spokane Counties. While they all focus on improving cross system collaboration and coordination, the King County initiative varies substantially, in focus and scope, from those in Clark and Spokane counties. Below is a quick reference chart highlighting each intervention and whether they were sustained after Models for Change funding.

County	Intervention	Sustained?
King	Doorways to Delinquency research	YES
	Uniting for Youth	YES
	King County Resource Guide for Information Sharing	YES
Clark	Truancy Process Mapping, Clark County Information Sharing Guide, cross-system training	YES
Spokane	Truancy Process Mapping	YES

Doorways to Delinquency: Multi-System Involvement of Delinquent Youth in King County (Seattle, WA)

The study, conducted by NCJJ, represented one important component of ongoing system reforms in King County. The study examined the prevalence of cross-system (juvenile justice and child welfare) involvement among youth who were referred on offender (delinquency) matters to the King County Juvenile Court during calendar year 2006. The “types” of cross-system involvement ranged from no record of involvement with Children’s Administration (CA or DCFS) to a record of CA legal activity or placement. The analysis of these types of cross-system involvement, and the impacts these may have on subsequent system involvement, had never been conducted before.



Key findings from the *Doorways* study include:

- 2/3rds of King County youth referred for offender matters in 2006 had some form of involvement with Children's Administration.
- Youth with CA legal activity placement records began their delinquency activity earlier (average age 14.4 years) and were detained more frequently (average 5.9 episodes) and for longer periods of time (average 70 days) than youth without such involvement (average 15.8 years and 19 days, respectively).
- Youth who had 2 or more prior offender referrals were considerably more likely to have some history of CA and/or Becca involvement (94%) than youth referred a first time on an offender referral in 2006 (64%)
- Two year recidivism rates for African American and Native American youth were generally higher across all groups of CA involvement levels. For those youth with the most extensive CA involvement, recidivism rates for African American and Native American youth were 75% and 79% respectively while those for Asian, White and Hispanic youth were all in the mid-60 percentiles
- Dependency petitions preceded the onset of juvenile offender referrals in 84% of the cases in the study cohort.
- There is a strong correlation between recidivism and level of CA involvement; specifically, youth with no history of CA involvement were less likely to be referred on a new offender matter than youth with a record of CA legal activity/placement – 34% compared to 70%, respectively.

In addition to providing the King County Juvenile Court and Children's Administration with the prevalence of these difficult cases, the study illustrated the important challenges, poor outcomes, and high costs associated with cross-system youth. As a result of the study and important support from Models for Change, the King County Juvenile Court and its partners acquired the empirical evidence to expand existing reform efforts and to initiate additional reforms, initially through the King County Systems Integration Initiative, which was subsequently renamed Uniting for Youth. These important reforms, catalyzed by the *Doorways* report and summarized throughout this section, are intended to improve practices specific to the handling of "crossover" or dually involved youth, (i.e., youth who are adjudicated on offender and dependency matters) with the ultimate goal of improving outcomes for these difficult cases. Over the past three years, the King County Juvenile Court and Children's Administration have implemented important county-wide changes in cross-system case assignment, joint case planning, and joint case management.

More recently, NCJJ in collaboration with WSCCR completed a second phase of the prevalence study in King County that examined an important subgroup of 375 youth referred for Assault 4/Domestic Violence Offenses (referred during 2006). Key findings from the second phase analysis include:

- Of the 375 youth referred for Assault 4/DV, 89% had some CA involvement and 65% had substantial CA involvement.
- Approximately 27% of these 375 youth were African-American, 94% of these cases had some level of CA involvement and 67% had substantial CA involvement.

A substantial number of Assault 4/DV cases are eligible for diversion. King County is taking important steps to expedite diversion referrals for these youth and to offer more specialized diversion options (including, most specifically, the "Step Up" diversion program) that may be more effective with cases that have some level of dual system involvement.²⁹ NCJJ has been

²⁹ While the latest Step Up program is tied to Models for Change reforms in King County, the program actually existed in King County before the King County Systems Integration Initiative and Uniting for Youth began.

working with King County to establish a prototype database that can track Assault 4/DV diversion case activity, performance indicators, and outcomes.

Uniting for Youth

The expansion of MSCC-related reforms in King County led to the re-naming of the effort as “Uniting for Youth (UfY).” The implementation evaluation of the UfY collaborative (completed in 2012) provides an excellent summary of changes in policies (including cross-system protocols and information sharing impacts) and practices, plus recommendations for ongoing improvements. This process evaluation involved a web-based survey of key project participants and interviews with juvenile probation counselors (JPCs), CA social workers, and others. A summary of key findings from the *King County Uniting for Youth Implementation Evaluation* survey revealed the following:

- 76% of respondents in juvenile probation/detention and 56% in CA were aware of the crossover youth/systems integration protocols.
- 82% of probation/detention respondents and 41% of CA respondents said they use the *King County Resource Guide* (Information-sharing) in their work.
- Over half of juvenile probation/detention respondents indicated they knew who to contact for effective collaboration in other systems, while only 35% of CA respondents indicated the same.
- More than half (61%) of the CA respondents who have not attended cross system training indicated they did not know about the training.

In addition to the survey, more extensive interviews were conducted with key stakeholders, again including JPCs and social workers. These interviews revealed a number of signs of progress, documenting adherence to many of the cross-system protocols. Interviews also revealed a number of ongoing challenges associated with implementing the protocols. For more detailed information on the key findings, successes, and challenges from the Uniting for Youth efforts, please see the full report: *King County Uniting for Youth Implementation Evaluation, (December 2012)*. The implementation evaluation also served to reinvigorate and set a new direction for the initiative, the progress of which had stalled in the months preceding the release of the report.

King County Resource Guide for Information Sharing - 2nd Edition

The original *King County Resource Guide: Information Sharing* was completed in 2009 and revised in March 2013, expanding the prior version to include information sharing between the mental health and substance abuse treatment systems and other child-serving agencies. The UfY Program Coordinator conducts a presentation on its use at every cross-system training session as well as at other forums. In addition to reviewing the *Guide* at the training sessions, every social worker and JPC receives a link to the *Guide* when he or she is notified of an assigned crossover case. The email further reinforces the importance of sharing information and following both the content of the *Guide* as well as the King County crossover youth protocols.

Key findings from the Implementation Evaluation survey related to information sharing include:

- Over 95% of juvenile justice system respondents were aware of the *Guide* and roughly 80% indicated they have used it.

- Just over 60% of child welfare respondents were aware of the *Guide* and 40% of those indicated that they have used it.

Qualitative data from interviews related to information sharing indicated that JPCs and social workers are generally in contact fairly quickly after being notified of a youth's cross-system involvement, and that information is often exchanged promptly after initial notification. However, JPCs and social workers also indicated that obtaining historical information on cases can be difficult and time consuming. For more details pertaining to information sharing, please see the *Implementation Evaluation* report.

Clark County Information Sharing Guide

In 2012, the Clark County Information Sharing Guide was developed and reviewed by a wide range of local stakeholders including local school districts, law enforcement agencies, youth service providers, and state level youth serving agencies. The purpose of the guide is to provide clear, easy-to-follow guidelines relating to information sharing and confidentiality for children and youth in contact with multiple systems. The guide includes a range of practical and useful reference tools including:

- An Information Sharing Overview
- Questions and Best Practices for Requestors of Information and Providers of Information
- A clear description of Information Sharing Authority
- A concise summary of Agency Roles and Information Sharing Practice Guidelines
- An Information Sharing Grid and Release of Information (ROI) form.

On May 3, 2012, the Clark County Juvenile Justice Center facilitated the initial cross-system training to support use of the Guide. A training announcement was sent to all child serving agencies in Clark County. Over 60 people attended representing Children's Administration, Juvenile Court, Evergreen, Vancouver and Woodland Public Schools, Family Solutions (a local service provider), Columbia River Mental Health Services, and ESD 112.

At the end of the cross-system training, a 10-item survey was completed by attendees in order to obtain an initial measure of training impact. In total, 36 surveys were collected and revealed that virtually all attendees either strongly agreed or agreed that the content of the Information Sharing Guide (and the training) was important, practical, and relevant for continuing to improve multi-system collaboration and coordination in Clark County.

In addition to the Cross System Training, agency-specific trainings were offered to Children's Administration and the Juvenile Court. The Guide is being used by other groups looking at developing cross system interventions.

Multi-System Truancy Mapping – Clark and Spokane Counties

As described in the AFP section of this report, both Clark County and the Spokane County have engaged a number of key system and program stakeholders in establishing truancy process reforms, and it these ongoing collaborative efforts that link Clark's and Spokane's AFP initiatives with the MSCC TAI. Clark County reforms have focused on implementing earlier steps that, ultimately, are intended to reduce truancy and improve school-related outcomes. One important step in this process involved mapping the truancy process to more fully understand where reforms would be needed. The mapping process was initially completed in 2009. However,

meetings have been sustained with schools, the juvenile court, and others to periodically examine the truancy process in Clark County, and the Clark County Juvenile Court provides regular data updates to help inform these planning meetings. For more specific data and information on Clark County's truancy reforms, please see p.9.

In June 2013, the Spokane County Juvenile Court facilitated a meeting with court commissioners, juvenile court staff, school personnel, and prosecutors to review the truancy process in Spokane County and to continue to explore options for improving the impact and timeliness of truancy reforms. These meetings are continuing and allow stakeholders to review and update the truancy process as needed. For more specific data and information on Spokane County's truancy reforms, please see p.13. For specific details regarding the truancy mapping efforts of Clark or Spokane Counties, please see *Washington State University Models for Change Final Report*.

Washington State Center for Court Research (WSCCR)

Following the Doorways to Delinquency report, WSCCR has worked to integrate court data with child welfare data in order to begin assessing the statewide prevalence of multisystem youth. For more information regarding this process, please see *Washington State Center for Court Research Data Coordination Project Final Report*.

Summary of Key Endpoints

As briefly described in this summary, there is important documentation and/or data confirming that six key "Endpoints" have been achieved for the Multi-System Collaboration and Coordination TAI. These include:

Endpoint 1: The King County Multi-System youth prevalence study ("Doorways to Delinquency") was completed and has directly contributed to a wide range of important changes in policies and practices.

Endpoint 2: Phase 2 of the King County Multi-System Youth Prevalence Study has contributed to important reforms in the handling of Assault 4/Domestic Violence cases, including development and implementation of a prototype database capable of tracking case activity and outcomes.

Endpoint 3: There is important evidence that the King County Juvenile Court, Children's Administration, and other partners participating in the Uniting for Youth initiative have implemented sustainable changes in policies and practices, and have expanded system reforms county-wide for crossover youth, though important challenges remain.

Endpoint 4: *The King County Resource Guide - Information Sharing* has been updated, and is automatically emailed to JPCs and social workers (along with cross system protocols) whenever a new crossover case is assigned. Regular cross system training is also intended to promote adherence to the *Guide* and protocols.

Endpoint 5: There is preliminary empirical evidence of improved performance indicators and outcomes for crossover cases in King County.³⁰

³⁰ The King County Juvenile Court and its partners (including Children's Administration) served as one of the initial Crossover Youth Practice Model (CYPM) sites, a multi-site effort administered by the Georgetown University Center for Juvenile Justice Reform with support from Models for

Endpoint 6: The Clark County Information Sharing Guide was completed and initial cross-system training on the Guide has been provided, both county-wide as well as for individual agencies. The Guide is being used to promote increased multi-system collaboration and coordination. The cross system mapping process has been completed and has contributed to a number of sustained truancy process reforms.

Endpoint 7: The Spokane County cross system mapping process has been completed and has contributed to a number of sustained and replicated truancy process reforms.

Change. As one of the initial sites, the King County pilot was the subject of an initial data analyses. The final CYPM *Final Data Report for the Crossover Youth Practice Model in King County* emphasizes a number of important methodological considerations and limitations associated with this analysis. These considerations stress the preliminary nature of the findings as they relate to the first year of project implementation. Important limitations include small sample sizes, challenges associated with establishing suitable comparison groups, and some limitations in longer-term outcome data (e.g., recidivism measures being limited to an initial six month follow up analysis only). Readers are encouraged to review the full data report, keeping in mind that the data contained therein are preliminary and should be viewed with appropriate caution.

JUVENILE INDIGENT DEFENSE SOTA

Since 2008, TeamChild has been a statewide partner in Washington State's Models for Change initiative. TeamChild created a Special Counsel position, with support from Models for Change, to improve the access to and quality of juvenile public defense. In addition to the work of the Special Counsel and the Juvenile Indigent Defense Action Network (JIDAN), TeamChild is engaged in site-specific reform strategies.

Goals of the Special Counsel and JIDAN work

TeamChild's work in these areas focused on:

- Assessing and developing a sustainable model of technical assistance, training, and support for juvenile indigent defenders,
- Developing a comprehensive training curriculum for juvenile defense attorneys,
- Creating a network of juvenile indigent defense "leaders" who are engaged and proactive in juvenile justice reform efforts,
- Developing model contract language for contracted defense attorneys and a plan for disseminating the contract language,
- Developing and piloting efforts to improve communication and understanding for defendants in offender proceedings through judicial colloquies, and
- Piloting a waiver of counsel demonstration project.

Local/Site Based Juvenile Indigent Defense SOTA Initiatives

Below is a quick reference chart highlighting each TeamChild intervention in support of their goals listed above and whether they have been sustained after Models for Change funding ended. These interventions represent some of the data-supported highlights of TeamChild's reforms. For more detailed information regarding TeamChild's efforts, readers are encouraged to contact anne.lee@teamchild.org.

State Partner	Intervention	Sustained?
TeamChild	Special Counsel	NO
	Training and technical assistance for defenders	YES
	Leadership development	YES
	Judicial colloquies	YES
	Model contracts and certification standards for juvenile defenders	YES
	1st Appearance waiver of counsel reform	YES

Training for Juvenile Defenders

TeamChild has played an instrumental role in a range of improvements related to the training of juvenile defense attorneys. Preliminary indicators of impacts include the following:

- Over the past six years, the number of free training hours relevant to juvenile defense practice more than tripled offerings available in 2007.³¹
- In 2011, the number of training sessions offering juvenile related CLEs dramatically increased yielding a potential of over 50 credit hours (this number has been sustained in 2012 and 2013).
- As a result of TeamChild's Models for Change supported reforms, the Annual Washington Defender Association (WDA) Conference was expanded to include a dedicated training track for juvenile public defenders, with over 50 juvenile defense attorneys from most Washington counties attending each year. 95% of the participants in this training have consistently rated it as "excellent" or "very good," and 100% indicated that the information received during training was useful in practice.

Technical Assistance for Juvenile Defenders

Prior to Models for Change, there was no centralized resource for short-term, case-related technical assistance for juvenile defenders other than the WDA juvenile defender listserv. With support from Models for Change, TeamChild was able to create a Special Counsel position that until recently, consistently fielded three to four requests from attorneys each week for case specific assistance. These requests came from attorneys from all of the 32 judicial districts in the state. In addition to the one-to-one technical assistance, the Special Counsel also provided support on the juvenile offender listserv hosted by WDA.

Leadership Development

Another important goal tied to TeamChild's Models for Change grant involves juvenile indigent defense leadership development. Because Washington juvenile defense delivery is not coordinated and is very localized across each of the 39 counties in the state, TeamChild recognized the need to take concrete steps to help coordinate and unify defenders to improve practices. One of the most important ways that TeamChild has addressed this challenge involves the facilitation of annual Juvenile Defense Leadership Summits, first held in 2010 and each year thereafter. The goals of the Summits have included the formation of a strong network of defenders to advance defense-initiated solutions to systemic problems in the juvenile justice system. The evaluations of the summits have been very positive with over 90% of participants indicating that they have gained knowledge and skills around reform strategies, and over 85% indicating they are "enthusiastic" about getting involved in continuing reform efforts. This type of coordinated approach and cultivation of juvenile defense leadership did not exist prior to Models for Change, and TeamChild intends to sustain the summits through 2014 and beyond.

³¹ The Washington State Bar requires its members to complete 45 hours CLE credits every three years. In addition, newly adopted Juvenile Court Rule 9.2 requires that juvenile attorneys appointed to represent indigent respondents, participate in at least seven hours of juvenile defense related training annually.

Judicial Colloquies Project

Perhaps one of the most important system change initiatives facilitated by TeamChild involves the development of judicial colloquies that consider adolescent cognitive and language development. In brief, most youth who appear in court are often confused by the proceedings and the legal and system jargon that are frequently used in and out of the courtroom. The colloquies project was piloted for this reason and has been adopted in two Models for Change sites: Clark and Benton-Franklin counties. An evaluation of the impact of the colloquies project has been conducted and an evaluation report, *Washington Judicial Colloquies Project: A Guide for Improving Communications and Understanding in Juvenile Court*, is available via the Models for Change website.³² TeamChild has made presentations on the Colloquies Project at the 2013 Spring Washington State Judicial Conference and at the Utah Judicial Conference (2012), with over 40 judicial officers attending these sessions.

Model Contracts for Juvenile Defenders

As noted, Washington State has a county-based indigent defense system in which only 13 of 39 counties have either established county agencies or contract with non-profit agencies to provide indigent defense for juveniles. The remaining 26 counties contract with solo practitioners or private law firms for indigent defense services. Since October of 2012, all attorneys providing indigent defense have had to certify quarterly that they comply with the Washington Supreme Court's Standards for Indigent Defense. TeamChild's Special Counsel has been working to help develop the standards for juvenile defense certification under this new rule, and to include these standards in defender contracts.³³

Waiver of Counsel

The TeamChild Special Counsel played an instrumental role in the adoption by the Washington Supreme Court of the juvenile court waiver of counsel rule JuCR 7.15. One of the most important goals of TeamChild's Models for Change initiative has been to reduce the number of guilty pleas without advice of counsel. As a result of the rule, the entry of guilty pleas without consultation with an attorney in juvenile court has been all but eliminated in Washington State.³⁴

While guilty pleas are no longer occurring without advice of counsel, juveniles may still appear without counsel in some jurisdictions at the first appearance hearing in juvenile court after arrest and detention. TeamChild supported a demonstration project in Yakima County to provide representation to juveniles at this first appearance hearing. The demonstration project ran from the end of March 2010 through March 2011. The impacts of this demonstration project included increased releases of youth from detention without diminishing public safety. As a result of the pilot, the Yakima Juvenile Court has changed its policy and now ensures the presence of an attorney at all initial appearance hearings. In addition, the data tracked during the Yakima pilot has created an opportunity for ongoing dialogue with the juvenile court around reform strategies to reduce disproportionate minority contact. In addition, based in part on the positive impacts of the Yakima pilot, TeamChild' has been successful in negotiating an agreement with at least one

³² For additional information on the colloquies project, please contact George Yeannakis at george.yeannakis@teamchild.org

³³ For more information go to <http://www.opd.wa.gov/index.php/standards>

³⁴ TeamChild first reported the elimination of guilty pleas without counsel as part of its initial Models for Change Data Inventory (see Siegel, G. *Models for Change: Data Inventory & Highlights for TeamChild* (Internal Working Document). NCJJ. October 24, 2011. In January 2014, the TeamChild re-confirmed that guilty pleas are no longer allowed without counsel though this may be one data point that could be further verified by WSCCR.

additional juvenile court (out of three jurisdictions that were continuing to not automatically appoint counsel at the initial appearance stage) to have attorneys at the initial hearings.

Other Impacts of TeamChild Legal Services

While TeamChild was unable to continue funding the Special Counsel position and its on-staff researcher (both supported by Models for Change), it has continued to promote a culture and practice of self-assessment and independent evaluation. Most recently, a team of evaluators from Washington State University completed an assessment of TeamChild's legal services work and found that youth receiving full services (i.e., legal representation from TeamChild attorneys) had, on average, four less criminal charges than their counterparts who received no services from TeamChild.³⁵

Summary of Key Endpoints

As briefly described in this section, there are important indications and/or data that reflect numerous positive impacts of indigent defense reforms facilitated by TeamChild. These include:

Endpoint 1: Since the onset of Models for Change, the amount of free training opportunities for juvenile defenders has more than tripled and there is now a dedicated training track for juvenile defenders at the annual Washington Defenders Association (WDA) conference.

Endpoint 2: Use of the WDA hosted juvenile offender listserv for short-term technical assistance and case consultation, supported by the TeamChild Special Counsel, continues to increase. Requests are being made from all 32 judicial districts in Washington.

Endpoint 3: Annual Juvenile Defense Leadership Summits, which did not exist prior to Models for Change, will continue to be facilitated by TeamChild in 2014 and beyond. These summits appear to be contributing to overall improvements in the quality of juvenile defense across the state, as well as strengthening the role of defenders in ongoing juvenile justice reform efforts.

Endpoint 4: Minimum performance qualifications and standards for defenders have been adopted by the Washington Supreme Court, and TeamChild is continuing to assist in efforts to ensure that private contracted juvenile defender contracts comply with these requirements.

Endpoint 5: Due at least in part to TeamChild's advocacy efforts, juveniles charged with criminal offenses in Washington State are no longer allowed to plead guilty without first consulting with an attorney. However, in a few remaining jurisdictions, some juveniles may appear at their initial appearance hearings (e.g., after being detained) without counsel. TeamChild supported a pilot project in Yakima County to change this practice and, as a result, all youth at initial appearance hearings in Yakima have counsel. TeamChild reports that this change resulted in shorter detention stays for youth and no adverse impacts on public safety.

³⁵ For more information on this most recent (report pending) assessment, please contact anne.lee@teamchild.org or george.yeannakis@teamchild.org

SOURCE DOCUMENTATION

NCJJ examined many source documents to compile this summary. The following sources provided the bulk of data-related information for this report. However, it is important to note that there were other documents and reports, including previously completed data inventories that NCJJ reviewed to complete this summary.

Benton-Franklin Counties Juvenile Justice Center Data Warehouse Reports

Benton-Franklin Counties Juvenile Justice Center *Models for Change Final Report Narrative (2011-2012)*.

Casey Family Programs. (2009) *King County Resource Guide: Information Sharing, Second Edition*. Uniting for Youth. Seattle, WA.

Clark County Truancy Process Flow (post February 2009, revised 9/16/09). Provided by Clark County Juvenile Court.

Halemba, G. & Siegel, G. (9/2011) *Doorways to Delinquency: Multi-System Involvement of Delinquent Youth in King County (Seattle WA)*. Models for Change Systems Reform in Juvenile Justice.

Herz, D. & Fontaine, A. (Fall 2012) *Final Data Report for the Crossover Youth Practice Model in King County, Washington (2010/2011 Cases)*. Center for Juvenile Justice Reform.

George, Tom. (2/2010). *WARNS Report: A Comparison of Petitioned Truants and Non-Truants*. Washington Center for Court Research.

Mosher, C., and Martin, J. (2013) *Evaluation of Responses to Truancy in Clark County, Washington: Background Factors and Outcomes*.

National Center for School Engagement. (August 2013). *Washington State's Models for Change Truancy Interventions: A Cost Benefit Analysis*.

Rinaldi, L. & Ashley, N. (December 2012) *King County Uniting for Youth Implementation Evaluation*.

Siegel, G. (June 2009) *The King County Systems Integration Initiative: A First Look at the Kent Dual System Youth Pilot Program*. National Center for Juvenile Justice.

Strand, P.S., Lovrich, N.P., Johnson, C., Wright, K., Skaggs, C.N., Erickson, M., and Ague, S. (2010). *West Valley School District Community Truancy Board Evaluation*. Washington State University, Division of Governmental Studies and Services

Strand, P.S., Lovrich, N.P., and Sanders, C. (2013). *Washington State University Models for Change Final Report*. Washington State University.

Spokane County Map of Truancy Process. Revised 9/23/11. Provided by Spokane County Juvenile Court.

Spokane County Narrative of Truancy Process. Revised 9/23/11. Provided by Spokane County Juvenile Court.

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Vera Institute of Justice. (March 2013) *A Pilot Phase Analysis of King County, Washington's PathNet Program: Years 1 and 2 Combined*. Models for Change.

Vera Institute of Justice. *A Year 2 Analysis of King County, Washington's Youth REACH Pilot Program*. Models for Change.

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