

Juvenile Detention Alternatives Initiative in Washington State

2019 Annual Report



**WASHINGTON STATE CENTER
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Juvenile Detention Alternatives Initiative (JDAI)

2019 Annual Report

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Note: results in this report differ from those published in other statewide or local reports due to differences in how admissions are counted. Please see page 3 for more information.

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Foreword to the 2019 Annual JDAI Detention Report from the JDAI Coordinator and the Local Site Representatives

In order to fully understand the impact of the JDAI work, the JDAI State Data Work Group believes it is important to look a bit deeper into the population and court contacts information for youth residing in one of the eight jurisdictions in Washington State that participates in JDAI. Of the 489,213 youth ages 10 to 17 living in a JDAI jurisdiction, 11,811 (2.4%) were contacted by the juvenile court at least once in 2019. Of those court contacted youth, 2,183 (18.5%) were admitted to detention at least one time during the same period for a matter that fell under the jurisdiction of juvenile court, as defined in this report. Overall, an admission to detention impacted 0.4% of the total youth population residing in a jurisdiction participating in JDAI in 2019. It is important to note that this percentage, along with other statistics, varies by jurisdiction, and can be highly impacted by population size, particularly in smaller counties. Additionally, as you will see in Table 3, the experience of detention is not felt proportionally for each racial/ethnic group in these eight JDAI jurisdictions. As the issue of disproportionality is illuminated in this report, it is important to regularly reference the population information as a proper frame through which to view, discuss, and respond to the information provided. One universal solution will not work for all jurisdictions, in the same way that one universal solution does not work for all youth due to differences in root issues.

Though the impact of detention and court contact does not affect a large portion of the juvenile population in Washington State, the impact of such involvement greatly affects those youth who are involved with the court. It is for these 11,811 youth and for the communities in which they reside that these eight jurisdictions work to ensure the system is just and fair. The commitment to continuous system improvement within these eight jurisdictions has resulted in a steady reduction of admissions to detention over time. As evidenced by combined baseline data self-reported from these eight counties, detention admissions have dropped by more than 65%.

As data is reported from the eight JDAI jurisdictions in the coming pages please be sure to keep the population information shared above and throughout this report as well as the great strides already taken by each jurisdiction in mind. Each jurisdiction is unique, and the best measure for success is against its former system outcomes rather than a comparison to its neighbors. Understanding that each jurisdiction has different resources, funding structures, challenges, cultures, histories and values will be helpful in forming a proper perspective on the outcomes of each jurisdiction.

This annual report covers the 2019 calendar year. It is worth noting that the COVID-19 public health crisis drastically affected policies and practices regarding juvenile detention beginning in early 2020. In fact, following the state's Stay Home order, statewide detention admissions dropped by as much as two-thirds.¹ As the public health crisis persists, detention admissions have remained much lower, and many juvenile courts have adopted policies that will likely persist beyond COVID-19, and ultimately result in continued reduced admission rates. Future reports will document these changes.

The primary goal of this report is to share the impact of implementing JDAI over the course of several years in each of these unique communities. We are happy to include in this year's report, for the first time, submissions from each county highlighting one of the JDAI Eight Core Strategies. We hope

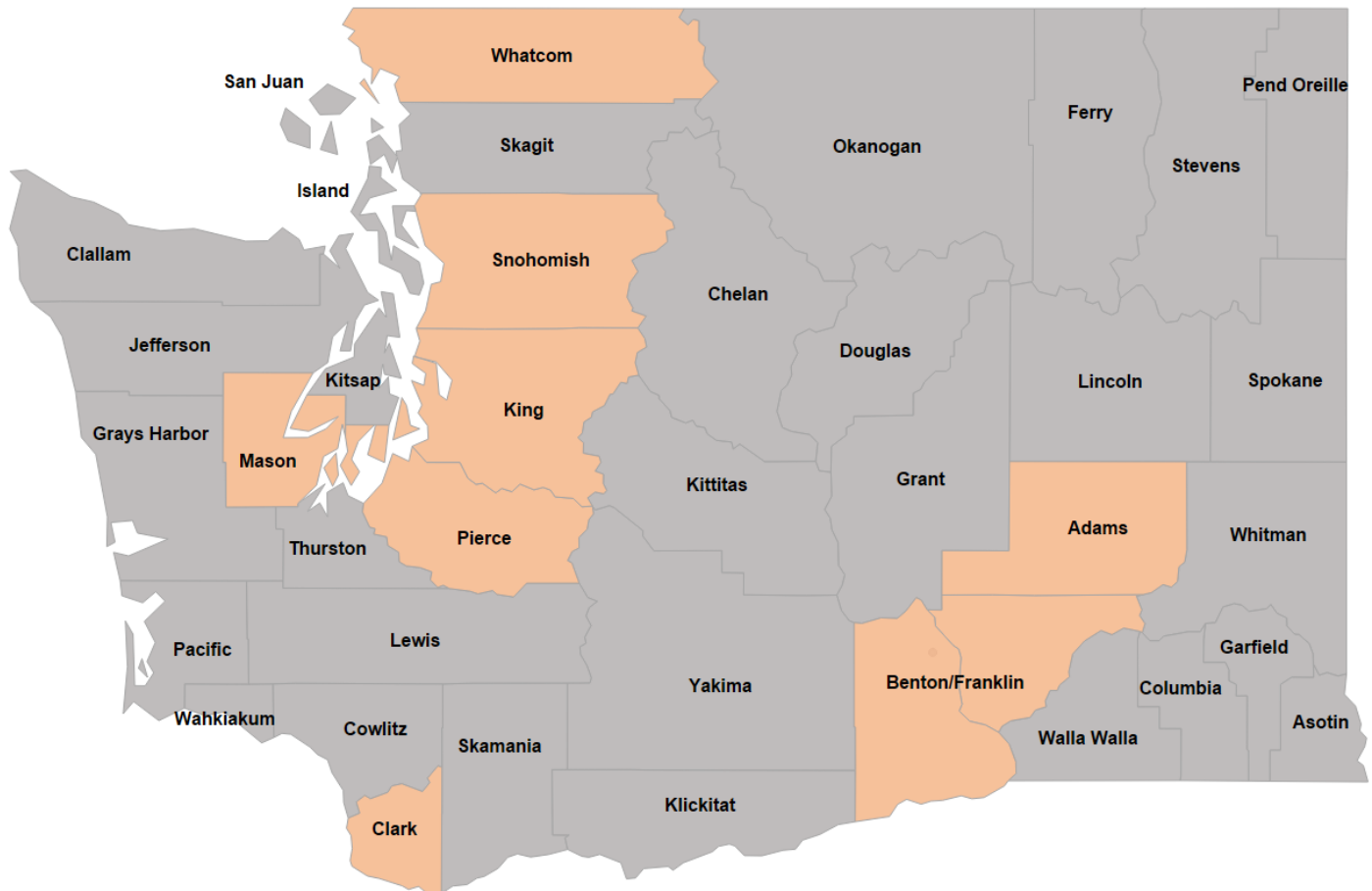
¹ Gilman, A.B., & Sanford, R. (2020) Washington State Juvenile Detention A snapshot of the use of detention during the COVID-19 crisis.. Olympia, WA: Washington State.Center for Court Research, Administrative Office of the Courts.

these windows into each jurisdiction's JDAI journey will help the reader understand the extensive amount of time, effort, and commitment each jurisdiction has consistently dedicated to achieve these outcomes. In addition to the work that has already been accomplished, these same jurisdictions continue to identify the next policy, practice, or program that needs to be improved, changed, transformed and/or created to ensure positive outcomes for all the youth who come into contact with the system. The work is not finished and our commitment has not wavered. Thank you for your time in reading this report and we invite you to join with us in whatever capacity you are able to improve outcomes for youth and ensure continuous system improvement.

Overview of JDAI in Washington State

According to the Annie E. Casey Foundation² the Juvenile Detention Alternatives Initiative (JDAI), known as a “change model,” was first piloted in the 1990s in an effort to reduce local jurisdictions’ over-reliance on juvenile detention. In 2019 JDAI was operating in over 300 jurisdictions across the country, including eight sites in Washington State³ (please see Figure 1). Many of Washington State’s most populous counties are JDAI sites, and as a result, in 2019 over 66% of Washington State youth lived in a JDAI site.

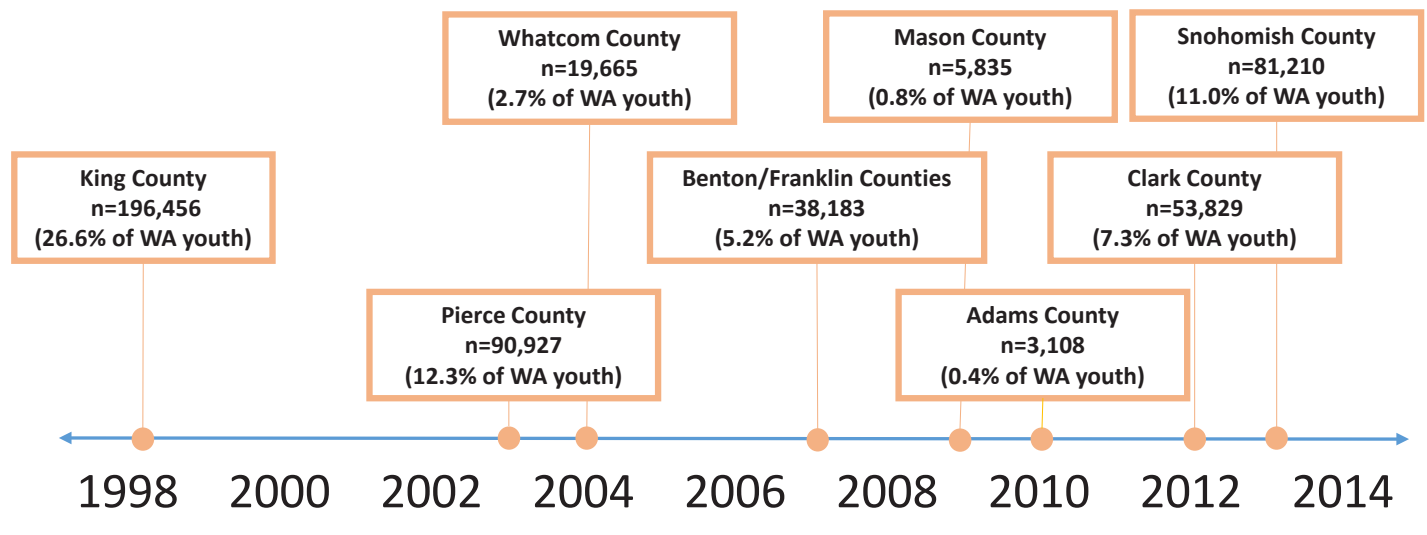
Figure 1. Location of JDAI Sites (in Orange) in Washington State



² The Annie E. Casey Foundation. (2017). JDAI at 25: Insights from the Annual Results Reports. Baltimore, MD: The Annie E. Casey Foundation. Retrieved from <https://www.aecf.org/m/resourcedoc/aecf-jdaiat25-2017.pdf>.

³ Spokane County participated in JDAI from 2004 to 2017. For this 2019 report Spokane County is included as a non-JDAI jurisdiction for 2018 and 2019.

Figure 2. Timeline of JDAI Adoption and Youth Population by Jurisdiction⁴



Nearly 7/10 Youth in WA State Lived in a JDAI County in 2019

The Current Report

This fourth annual JDAI Detention Report is a product of the ongoing collaboration of the Washington State JDAI Data Work Group, a subcommittee of the JDAI Steering Committee comprised of representatives from the Washington State Administrative Office of the Courts (AOC), the Washington State Office of Juvenile Justice (OJJ), and several of the participating JDAI jurisdictions. The purpose of the report is to assess various aspects of the use of detention, both among JDAI sites and statewide, in order to gain a better understanding of how detention is being used. While this report does not cover all aspects of the detention experience, it serves as a starting place for describing how juvenile detention is used differently across the state and by JDAI sites. This report includes all data elements we felt confident were being consistently reported across sites. We are hopeful that future reports will be expanded to include other important detention topics that are not currently covered.

It is also important to note that numbers in this report may differ from those reported in other publications, such as the *Washington State Juvenile Detention 2019 Annual Report* (Gilman & Sanford, forthcoming). The JDAI Data Work Group agreed that this JDAI Annual Detention Report should exclude detention admissions involving youth not under the jurisdiction of the juvenile court. Thus, admissions involving holds for out-of-state jurisdictions, tribal courts, adult superior and district/municipal courts, family court, and Juvenile Rehabilitation are excluded from analyses. In addition, this report uses the Annie E. Casey definition of detention, which includes admissions that last at least four hours. Episodes where the youth was screened and released and episodes lasting less than four hours are excluded.

⁴Youth population data adapted from: Puzzanchera, C., Sladky, A. and Kang, W. (2020). "Easy Access to Juvenile Populations: 1990-2019." Online. Available: <https://www.ojjdp.gov/ojstatbb/ezapop/>

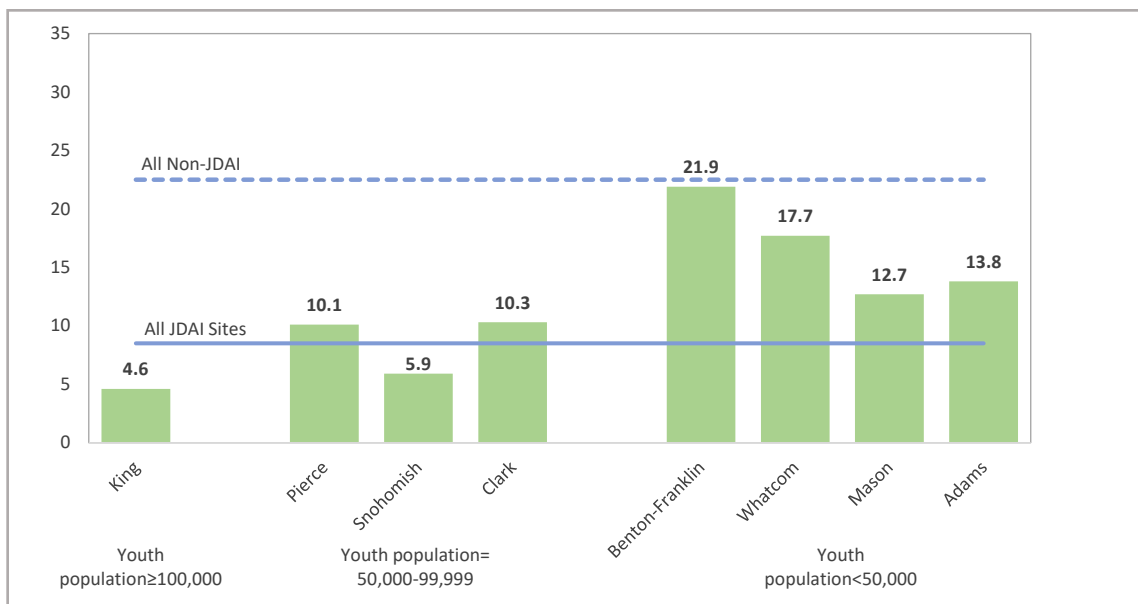
Juvenile Detention Rates

To provide context to each topic covered in this report with regard to the difference in jurisdiction size across JDAI sites, Table 1 shows the number of youth residing in each jurisdiction, the number of admissions to detention (as defined above), and the number of unique youth admitted to detention in 2019. Each of the JDAI jurisdictions is designated as large, mid-sized, or small, based on the youth population. Figure 3 shows the population-based detention admissions rates for each JDAI jurisdiction in 2019. The solid line represents the rate for all JDAI jurisdictions combined. Of the JDAI sites, King County had the lowest rate of 4.6 detention admissions per 1,000 youth in the population, while Benton-Franklin had the highest rate (21.9) in 2019. However, all JDAI jurisdictions had rates lower than the combined rate for all non-JDAI jurisdictions in the state (22.5 detention admissions for every 1,000 youth in the population), which is represented by the dashed line.

Table 1. Youth Population, Detention Admissions, and Unique Youth Admitted to Detention by Jurisdiction in 2019

Jurisdiction	Size Designation (Youth Population Range)	Youth Population Aged 10-17 ⁵	Detention Admissions	Youth Admitted
King	Large (≥100,00)	196,456	901	541
Pierce	Mid-sized (50,000-99,999)	90,927	918	546
Snohomish	Mid-sized (50,000-99,999)	81,210	482	273
Clark	Mid-sized (50,000-99,999)	53,829	552	261
Benton/Franklin	Small (<50,000)	38,183	836	338
Whatcom	Small (<50,000)	19,665	349	155
Mason	Small (<50,000)	5,835	74	41
Adams	Small (<50,000)	3,108	43	28
All JDAI	-	489,213	4,155	2,183
All Non-JDAI	-	248,595	5,604	2,668
Total	-	737,808	9,759	4,851

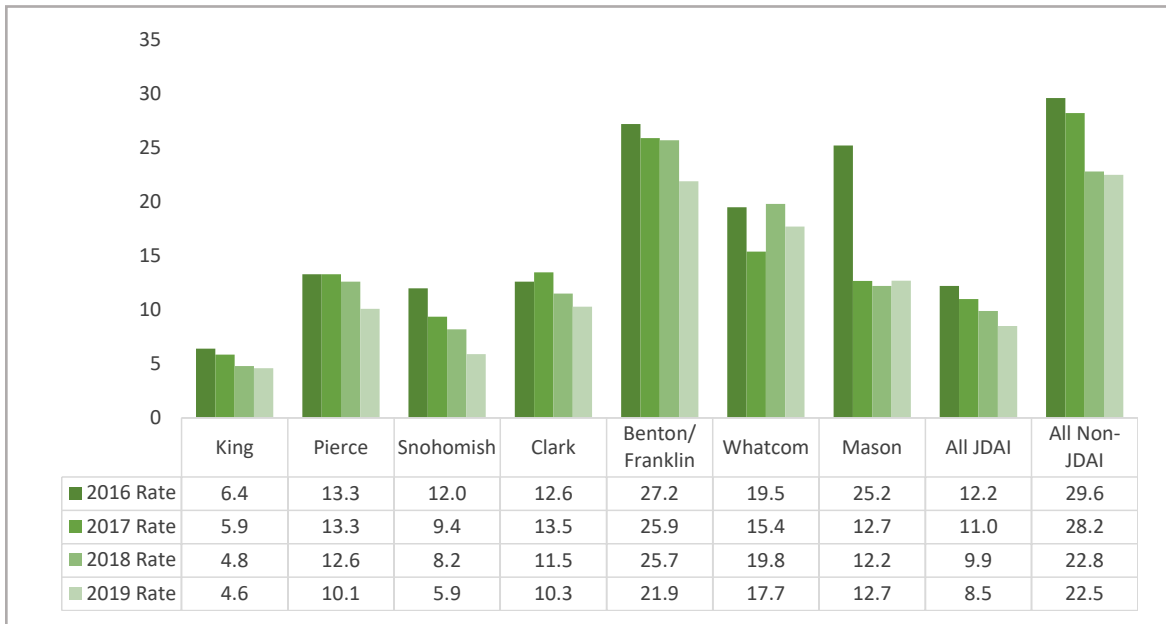
Figure 3. Rate (Per 1,000 Youth) of Detention Admissions to JDAI Sites in 2019



⁵ Adapted from: Puzanchera, C., Sladky, A. and Kang, W. (2020). "Easy Access to Juvenile Populations: 1990-2019." Online. Available: <https://www.ojdp.gov/ojstatbb/ezapop/>.

Figure 4 shows the change in population-based admission rates (per 1,000 youth in the county population) for JDAI jurisdictions between 2016 and 2019. All jurisdictions had lower rates in 2019 compared to 2016. As a whole, JDAI jurisdictions reduced the detention rate from 12.2 in 2016 to 8.5 in 2019, while non-JDAI jurisdictions reduced their rate from 29.6 in 2016 to 22.5 in 2019. However, it is important to note that the juvenile court jurisdictions that make up each group (JDAI and non-JDAI) are different in 2016-2017 and 2018-2019. Specifically, Spokane County was a JDAI site in 2016 and 2017, but a non-JDAI site beginning in 2018. Data from Adams County were not available in 2016 and 2017. Thus, the changes in rates should be interpreted with caution. Each graph showing trends from 2016 to 2019 also includes a note explaining how the results are impacted by the inclusion of Adams and Spokane Counties.

Figure 4. Admission-Level Population-Based Detention Rates (Per 1,000 Youth), 2016-2019⁶

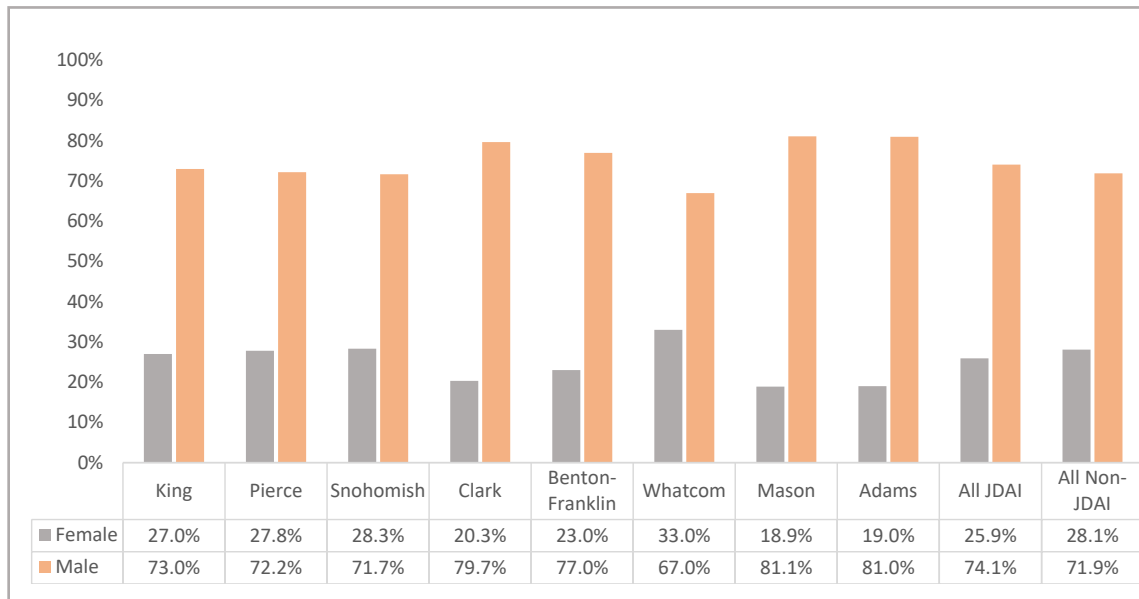


Demographic Characteristics of Juveniles in Detention

Figure 5 shows the gender breakdown of detention admissions for JDAI jurisdictions. In 2019 Mason County had the lowest percentage of admissions of females (18.9%); Whatcom County had the highest percentage of females (33.0%). While individual counties showed some changes in the gender composition of youth admitted to detention between 2016 and 2019, there was only a slight downward trend in the percentage of admissions accounted for by girls across these years for all JDAI sites combined (28.1% in 2016; 27.2% in 2017; 26.0% in 2018; 25.9% in 2019).

⁶ Due to issues accessing data in 2016 and 2017, Adams County is only counted as a JDAI site beginning in 2018. However, the 2018 and 2019 “All JDAI” rates remain the same if Adams County is excluded. Spokane County is counted as a JDAI Site in 2016 and 2017, but a non-JDAI site beginning in 2018, as they ceased participation in JDAI in December, 2017. The 2018 and 2019 “All Non-JDAI” rates change to 25.5 and 24.9, respectively, if Spokane County is excluded.

Figure 5. 2019 Detention Admissions by Gender in JDAI Sites



Note: currently we only have a binary gender option and four admissions are excluded because gender data was missing.

Table 2 shows the admission-level Relative Rate Index (RRI) for African American/Black, Asian/Pacific Islander, Native American/Alaska Native, and Hispanic/Latinx youth compared to Caucasian/White youth in 2016, 2017, 2018, and 2019 for all JDAI jurisdictions combined and all non-JDAI jurisdictions combined. The RRI is the population-based detention rate for a racial/ethnic minority group divided by the population-based detention rate for Caucasian/White youth.⁷ Thus, an RRI of 2.0 would indicate that the detention rate for the minority group was two times the rate for Caucasian/White youth. For the calculations in Table 2, each detention episode is counted once, while individual youth may be counted multiple times. The RRIs for JDAI jurisdictions combined and non-JDAI jurisdictions combined for Asian/Pacific Islander versus Caucasian/White youth were both less than one in 2019, indicating that their detention rate was lower than the rate for Caucasian/White youth. All other youth of color had rates that exceeded the rates for Caucasian/White youth in 2019, and these rates tended to be higher in JDAI jurisdictions than in non-JDAI jurisdictions (4.4 versus 2.7 for African American/Black youth; 3.2 versus 2.7 for American Indian/Alaskan Native youth; and 2.0 versus 1.4 for Hispanic/Latinx youth). In all JDAI jurisdictions combined, RRIs for all groups showing disproportionality either remained relatively stable or decreased slightly across the four years.

Table 2. Admission-Level Detention Relative Rate Indexes, 2016-2019⁸

	Black v. White				Asian/PI v. White				Native v. White				Latinx v. White			
	2016	2017	2018	2019	2016	2017	2018	2019	2016	2017	2018	2019	2016	2017	2018	2019
All JDAI	3.8	4.4	3.9	4.4	0.4	0.4	0.3	0.4	4.3	4.2	3.7	3.2	1.9	2.0	1.8	2.0
All Non-JDAI	2.3	2.5	2.7	2.7	0.3	0.4	0.5	0.9	2.0	2.2	2.2	2.7	1.1	1.2	1.4	1.4

⁷ Office of Juvenile Justice and Delinquency Prevention (n.d.). What is an RRI? Retrieved from: <https://www.ojjdp.gov/ojstatbb/dmcsdb/asp/whatis.asp>.

⁸ Due to issues accessing data in 2016 and 2017, Adams County is only counted as a JDAI site beginning in 2018. If Adams County is excluded from the “All JDAI” group in 2018 and 2019, the RRIs remain almost identical. Spokane County is counted as a JDAI Site in 2016 and 2017, but a non-JDAI site beginning in 2018. If Spokane County is excluded from the “All Non-JDAI” group in 2018 and 2019, the RRIs are as follows: 2.4 in 2018 and 2.0 in 2019 for Black versus White admissions; 0.4 in 2018 and 0.7 in 2019 for Asian versus White admissions; 2.0 in 2018 and 2.3 in 2019 for Native versus White admissions; and 1.1 in 2018 and 1.2 in 2019 for Latinx versus White admissions.

In order to get a better understanding of where racial/ethnic disproportionality may be occurring, Table 3 shows: 1) the representation of each racial/ethnic group in the population of the jurisdiction in 2019; 2) the representation of each racial/ethnic group among all court contacts in 2019; and 3) the representation of each racial/ethnic group among all detention admissions in 2019. A court contact is defined as a new juvenile offender referral, case, or violation, or a juvenile non-offender (ARY, CHINS, or truancy) petition or contempt order with a court case filing date between January 1, 2019 and December 31, 2019. As shown in Table 3, in JDAI jurisdictions Caucasian/White youth made up 57.7% of the population, but only 44.1% of court contacts and 41.1% of detention admissions in 2019. By contrast, in JDAI jurisdictions African American/Black youth made up 7.9% of the population, 18.4% of court contacts, and 24.9% of detention admissions. It appears that for JDAI jurisdictions as a whole, racial/ethnic disparities were occurring at both the court contact phase and the detention phase for African American/Black youth in 2019. For American Indian/Alaskan Native and Hispanic/Latinx youth, it appears that racial/ethnic disparities were occurring more often at the court contact phase.

Table 3. Admission-Level Racial/Ethnic Breakdown in Population, Court Contacts, and Detention^{9,10}

Large Jurisdictions (youth population ≥ 100,000)																		
	N			% White			% Black			% Asian/PI			% Native			% Latinx		
	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits
King	196,456	3,071	900	51.8%	28.6%	21.1%	10.4%	30.4%	45.0%	21.3%	11.5%	5.8%	0.8%	2.1%	2.3%	15.7%	27.4%	25.8%
Mid-Size Jurisdictions (youth population 50,000 - 99,999)																		
	N			% White			% Black			% Asian/PI			% Native			% Latinx		
	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits
Pierce	90,927	3,543	918	59.5%	42.7%	38.5%	11.4%	28.1%	37.4%	10.0%	7.5%	4.5%	1.5%	2.8%	2.1%	17.6%	18.9%	17.6%
Snohomish	81,210	2,265	479	61.5%	49.7%	49.9%	5.5%	10.6%	14.8%	13.7%	6.4%	4.2%	1.5%	3.6%	4.8%	17.8%	29.7%	26.3%
Clark	53,829	2,070	550	71.7%	59.7%	55.6%	3.8%	13.2%	19.3%	6.7%	5.7%	3.3%	0.8%	2.1%	1.1%	17.0%	19.3%	20.7%
Small Jurisdictions (youth population < 50,000)																		
	N			% White			% Black			% Asian/PI			% Native			% Latinx		
	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits
Benton/ Franklin	38,183	2,297	828	49.2%	41.8%	42.8%	2.4%	5.8%	6.6%	3.0%	0.7%	0.2%	0.7%	0.2%	0.1%	44.8%	51.5%	50.2%
Whatcom	19,665	855	348	71.8%	55.9%	52.6%	2.4%	7.8%	13.5%	6.1%	5.1%	6.0%	3.5%	10.2%	11.8%	16.2%	20.9%	16.1%
Mason	5,835	196	72	70.3%	75.5%	88.9%	2.3%	0.5%	0.0%	2.0%	1.0%	2.8%	4.9%	9.7%	1.4%	20.5%	13.3%	6.9%
Adams	3,108	139	38	21.2%	19.4%	23.7%	1.2%	5.0%	5.3%	0.7%	0.0%	0.0%	0.5%	0.0%	0.0%	76.5%	75.5%	71.1%
JDAI and Non-JDAI Sites																		
	N			% White			% Black			% Asian/PI			% Native			% Latinx		
	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits	Pop.	Court Contacts	Det. Admits
All JDAI	489,213	14,436	4,133	57.7%	44.1%	41.1%	7.9%	18.4%	24.9%	13.9%	6.6%	3.8%	1.2%	2.8%	2.7%	19.3%	28.2%	27.5%
All Non-JDAI	248,595	14,473	5,501	64.8%	58.4%	54.2%	3.1%	5.8%	6.9%	3.8%	2.8%	2.7%	2.8%	5.4%	6.5%	25.5%	27.6%	29.6%

⁹ Population data adapted from: Puzanchera, C., Sladky, A. and Kang, W. (2020). "Easy Access to Juvenile Populations: 1990-2019." Online. Available: <https://www.ojjdp.gov/ojstatbb/ezapop/>.

¹⁰ Admissions where the race/ethnicity of the youth was missing, unknown, or could not be classified into one of the categories specified in population-level data are excluded from these analyses. Thus, the number of detention admissions reported here differ from the total number of admissions reported in Table 1. Less than 1% of admissions in JDAI jurisdictions and 1.8% of admissions in non-JDAI jurisdictions are excluded from this table for this reason. Percentages may not add to 100 due to rounding.

Detention for Non-Offender Matters

Figure 6 shows the percentage of admissions in 2019 where the primary reason was a non-offender matter. As stated earlier, only ARY, CHINS, and Truancy petitions are included in these analyses; dependency matters are not counted, as they fall outside the purview of the juvenile court, though youth are held in detention on a dependency matter on occasion (please see Gilman & Sanford, forthcoming). The solid line shows the percentage of admissions for non-offender matters for all JDAI sites combined, while the dashed line shows the percentage for all non-JDAI sites. Overall, in JDAI sites a lower percentage of admissions were for non-offender matters than in non-JDAI sites in 2019, and most JDAI sites had percentages that were lower than the combined non-JDAI rate. Figure 7 shows the change in percent of detention admissions that were for a non-offender matter between 2016 and 2019 for all JDAI jurisdictions combined and all non-JDAI jurisdictions combined. JDAI jurisdictions have seen a steady decline in the percent of detention admissions accounted for by non-offender youth over the four year period.

Figure 6. Percent of Total Admissions due to a Non-Offender Matter in 2019

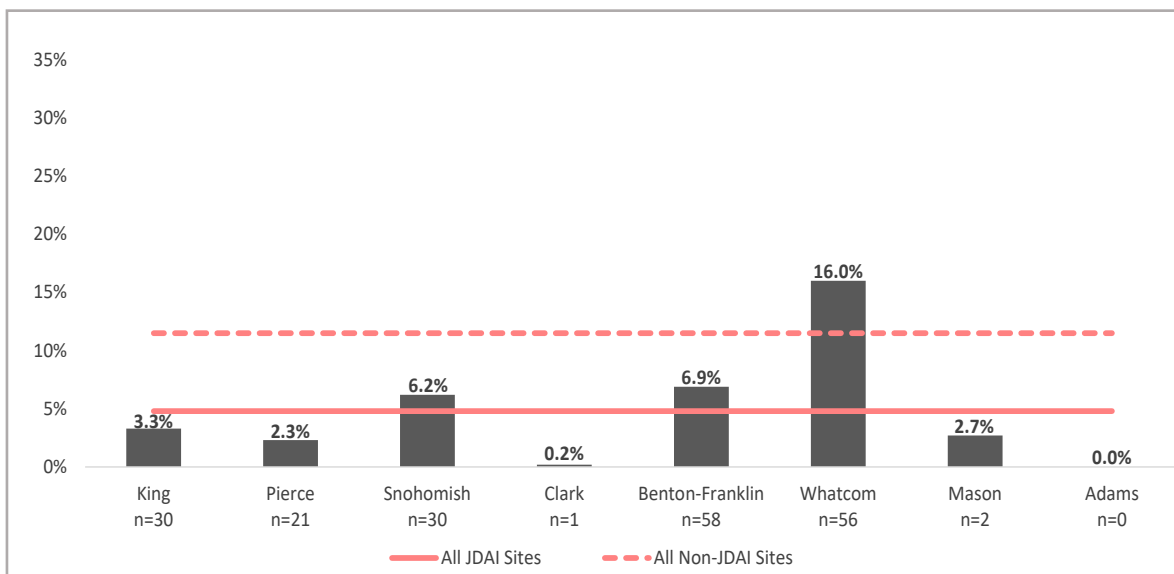
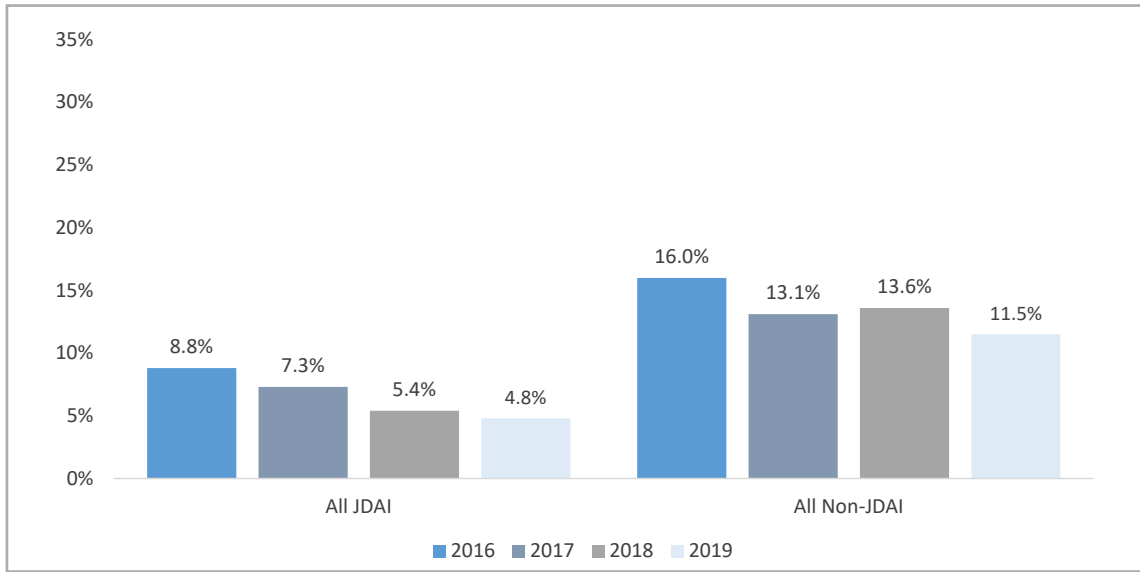


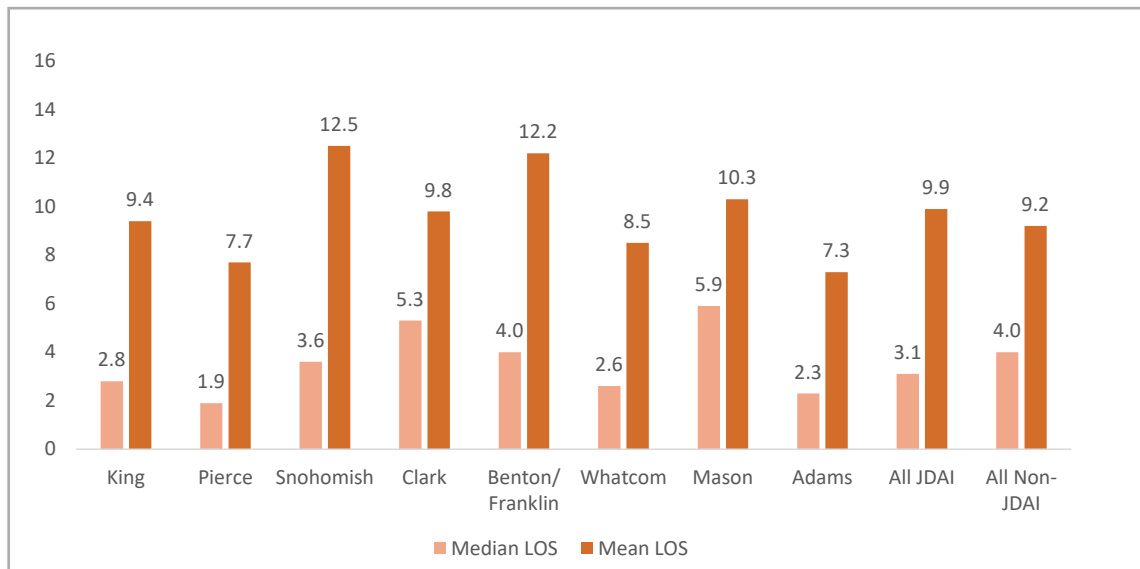
Figure 7. Percent of Total Detention Admissions due to a Non-Offender Matter, 2016-2019¹¹



Detention Length of Stay

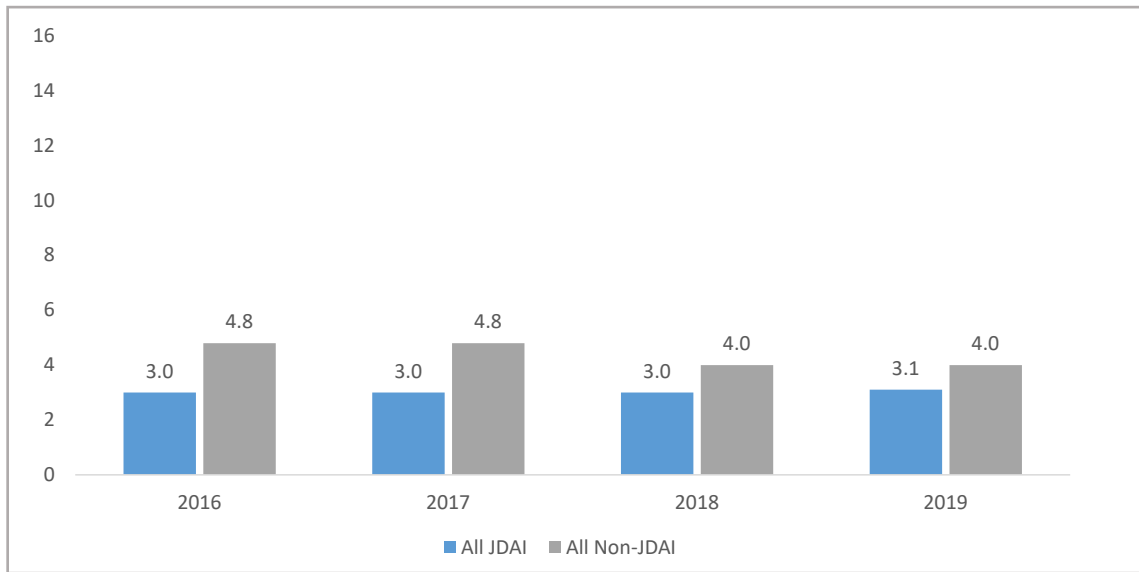
Figure 8 shows the median and mean length of stay (LOS) in detention for each JDAI site. The median LOS is a more accurate measure of a typical detention stay, whereas the mean can be skewed by outliers. The median LOS for all JDAI jurisdictions combined was 3.1 days, indicating that half of detention stays were shorter than 3.1 days and half were longer in 2019. As a whole, JDAI sites had a lower median and slightly higher mean LOS than non-JDAI sites, though there was quite a bit of variability across sites, ranging from a median length of stay of 1.9 days in Pierce County to 5.9 days in Mason County. Figure 9 shows the median LOS for all JDAI jurisdictions combined and all non-JDAI jurisdictions combined from 2016 to 2019. There was no change in median LOS for JDAI jurisdictions across the first three year period and a very slight increase in 2019.

Figure 8. Median and Mean Length of Stay (LOS) in Detention in 2019, in Days



¹¹ Due to issues accessing data in 2016 and 2017, Adams County is only counted as a JDAI site beginning in 2018. The “All JDAI” percent of admissions for a non-offender matter in 2018 and 2019 remain nearly unchanged if Adams County is excluded. Spokane County is counted as a JDAI Site in 2016 and 2017, but a non-JDAI site beginning in 2018. The “All Non-JDAI” percent of admissions for a non-offender matter in 2018 changes from 13.6% to 13.5% if Spokane County is excluded and from 11.5% to 12.0% in 2019.

Figure 9. Median Length of Stay in Detention, 2016-2019¹²



Data Summary

This brief report examined several aspects of juvenile detention use in the eight jurisdictions in Washington State implementing JDAI in 2019, including population-based rates, gender composition, racial/ethnic disparities, non-offender admissions, and length of stay. We found that there was substantial variability across sites with regard to all of these measures, but that, as a whole, JDAI sites had lower population-based rates of detention, a lower proportion of admissions for non-offender matters, and shorter median length of stays than non-JDAI sites. However, this report also showed that racial and ethnic disproportionality persists in most JDAI jurisdictions, despite reductions in overall detention populations in recent years.

¹² Due to issues accessing data in 2016 and 2017, Adams County is only counted as a JDAI site beginning in 2018. The “All JDAI” median LOS does not change in 2018 or 2019 if Adams County is excluded. Spokane County is counted as a JDAI Site in 2016 and 2017, but a non-JDAI site beginning in 2018. The 2018 “All Non-JDAI” median LOS changes from 4.0 days to 4.1 days if Spokane County is excluded, but remains the same in 2019 if Spokane is excluded.

JDAI's 8 Core Strategies in Washington's 8 JDAI Sites

In the following pages, each JDAI jurisdiction in Washington State provides insight into the unique implementation of one of the core strategies in their jurisdiction. The core strategies were randomly assigned to each jurisdiction for the purposes of this report. However, it is important to note that all eight jurisdictions are implementing all eight core strategies. The implementation of JDAI is not like choosing items off the a la carte menu; however, each strategy can and is implemented uniquely in each jurisdiction based on the strengths, needs, resources, values, and partners in each community.

Core Strategy #1: Collaboration and Leadership

Because the juvenile justice system involves the interaction of multiple systems, improvements require that all of those systems work together to: guide the reform process; analyze problems and recommend solutions; design changes to policies, practices and programs; and monitor impact. This requires a commitment to joint planning, shared responsibility, and mutual accountability.

For these reasons, all JDAI sites begin their work by creating a collaborative steering committee and governance structure that includes system and community representatives who have the authority to make decisions on behalf of their agencies or groups. To ensure continued momentum and accountability, the collaborative should be chaired or co-chaired by influential leaders committed to quality pretrial justice for juveniles. JDAI collaboratives should be formally empowered to address detention reform, including racial and ethnic disparities. This may happen through a formal county resolution establishing the collaborative or through a memorandum of understanding signed by the collaborative's key members.

Pierce County & Collaboration and Leadership

Pierce County officially began implementing JDAI in 2003, we have subsequently realized profound impacts for our youth, their families, and our larger community since implementation began. From our experience, the Core Strategy of Collaboration has been the key. Many of the core JDAI strategies allow a jurisdiction to work independently on making intentional changes which can be implemented internally without inviting others to the table. A court can sit down with internal leadership and agree to make decisions based on data or to assess and improve the conditions in their detention facility. However, when it comes to the core strategy of promoting collaboration among diverse partners, courts must focus their attention on fostering strong working relationships with several different entities that can affect outcomes for youth. In an effort to work towards obtaining the best, and most equitable outcomes, courts must collaborate with other partners such as prosecutors, defense attorneys, schools, families and community providers.

Pierce County & Collaboration and Leadership Continued

In Pierce County we have strived to make this core strategy a top priority. We have invited members from the prosecutor's office, the department of assigned counsel, the education community, a member from the Pierce County Family Council and leaders of community organizations to participate in our steering committee meetings. We have also partnered with local school district leaders to begin developing a school diversion program to reduce the number of youths they refer to court. We consistently work to foster these relationships with the sole goal of improving outcomes. The success of many of our programs is a direct result of this collaboration. The Pathways Program, a program designed to prevent young black males from being caught in the deep end of the system, is possible because the prosecutor's office has been included in the implementation of the program from the start, families were consulted when it was developed, and community members with lived experience have become mentors for youth. It's a wonderful example of how collaborating together can lead to better outcomes for youth.

Our emphasis on this core strategy is not to take away from any of the others, as we feel they are all vital to successful reform efforts. However, we recognize that the Juvenile Court is just one part of a multifaceted and diverse community and that in order to accomplish our goals, we must work with everyone that impacts the outcomes for youth. Achieving the best possible outcomes are why we will continue to focus on and promote collaboration among all partners in Pierce County.

Core Strategy #2: Data Driven Decisions

JDAI depends upon objective data analysis to inform the development and oversight of policy, practice and programs. Data on detention population, utilization and operations is collected to provide a portrait of who is being detained and why, and to monitor the impacts of policies and practices. As a results-based initiative, JDAI establishes and tracks multiple performance measures; however, the primary data points are Admissions to Detention and Alternatives, Average Length of Stay in Detention and Alternatives, Average Daily Population in Detention and Alternatives, as well as Re-offense and Failure to Appear Rates for youth on Alternatives. All data is disaggregated by Race, Ethnicity, Gender, Geography, and Offense (REGGO) to monitor disparities in the system.

Whatcom County & Data Driven Decisions

Whatcom County officially joined the Juvenile Detention Alternatives Initiative in 2004, and data collection, review, and analysis has been a consistent determinate on how Whatcom County does business. Utilizing our Rite Track database, along with forms created by upper management; stakeholders are given regular reports on detention admissions, average daily detention population, average length of stay, probation violations, warrants, use of electronic home monitoring, case processing, case management numbers, the use of evidence based programs and much more. This constant collection of information allows staff to compare dates in time and break reports up by gender, race, and ethnicity. Data serves as the hard evidence for the ways in which Whatcom County informs, engages and supports youth, families, the community, and other stakeholders.

Two of the larger impacts in 2019 were the increased attention on lengthy case processing, and the lack of utilization of formal interventions. By tracking the life of intake cases, Juvenile Court Staff were able to provide monthly reports to Judicial Officers, Attorneys, and other support staff regarding pending cases exceeding the typical time range. That information was used to urge parties to communicate and encourage resolution in a non-confrontational manner. After reviewing data for evidence based programs, Administration uncovered only 40% of eligible youth were served in 2018. This discovery prompted multiple conversations amongst staff and other community partners on the possibility of implementing Employment Education Training (EET). Additional conversations were had amongst Administration on increasing funds to serve Whatcom County clients in Functional Family Therapy (FFT); as well as the possibility of offering Individual Alternative Choice Training (i-ACT).

The impact of tracking data and using the analysis of that data to impact system policies, programs provided and resource allocation is the essential function of data driven decision-making. The Whatcom County Juvenile Court will continue to track the data of the increased scope of expanded programs as well as any new program implementation to ensure that both programs achieve the expected outcomes for all participating youth.

Core Strategy #3: Reducing Racial and Ethnic Disparities

JDAI depends upon objective data analysis to inform the development and oversight of policy. Reducing racial disparities requires specific strategies aimed at eliminating bias and ensuring a level playing field for youth of color. Racial and ethnic disparities are the most stubborn aspect of detention reform. Real lasting change in this arena requires committed leadership, on-going policy analysis and targeted policies and programming. Every core strategy should always include a review of the issues from the perspective of race and ethnicity. Every decision point in the system should be examined through the data by disaggregation by race and ethnicity.

Mason County & Reducing Racial and Ethnic Disparities

Mason County officially joined the Juvenile Detention Alternatives Initiative in 2009, and can be found just west of the Puget Sound and northwest of Thurston County. Due to the significant representation of residents from Guatemalan tribes in Mason Co., the Juvenile Court has secured a contract with Maya Interpreters. Individuals identifying as Guatemalan occasionally end up in the court system, with access to appropriate translation services being difficult. Maya Interpreters provides interpreters by telephone for 25 Guatemalan Indigenous Languages, including the two most commonly found in Mason County, Q'anjob'al and Mam. Recently one of the Probation Counselors was able to utilize this service to contact a juvenile and his family who spoke Mam. Maya Interpreters is available to the Juvenile Probation Department and Juvenile Detention staff at a rate of \$3.00 per minute (minimum 30 minutes). This contract is one example of how the Mason County Juvenile Court works to eliminate barriers to youth and their families participating in court hearings and ordered services.

Additionally, Mason County Juvenile Court has committed and budgeted overtime pay for the Connecting Cultures training currently being designed at the state level for both Juvenile Probation and Detention staff. Mason County is committed to continuing to access more educational opportunities for all staff. This commitment serves the overarching vision of providing more culturally responsive services and engagement to and with families and youth of diverse backgrounds and identities.

Mason County Juvenile Court has recently begun delivering Alternative Choice Training (i-ACT) to medium and high risk offenders. i-ACT addresses criminogenic needs using cognitive behavioral intervention. i-ACT is delivered to juveniles who qualify for ART on the Positive Achievement Change Tool (PACT) risk assessment, but for whom ART in a group setting is not the best match. i-ACT addresses social skills, emotional control, and problem situations similarly to ART, but in an individual session. i-ACT provides an individualized promising program for non-English speaking youth as well as being able to accommodate transportation issues and scheduling conflicts with other services/school. Youth who are unable to work with others well in a group can also benefit from a more individualized program.

Core Strategy #4: Objective Admissions

Detention admissions policies and practices must distinguish between the youth who are more likely to flee or commit new crimes and those who are less likely. JDAI sites develop Detention Risk Assessment Instruments to objectively screen youth to determine which youth can be safely supervised in the community. Absent an objective approach, high-risk offenders may be released and low-risk offenders detained.

Benton-Franklin Counties & Objective Admissions

At Benton/Franklin Counties, we began our JDAI adventure in 2007. One of the very early messages we learned from JDAI was the goal to have the right kids in detention for the right reasons. While this was always an underlying thought when working with our kids, JDAI put that message out front. Instead of being a background message, it became a guiding principle. Now, 12 years later, we know that we can still improve in applying this concept to our practice.

One of the first JDAI strategies to implement was developing a Detention Risk Assessment Instrument (DRAI). Prior to this time, our detention screenings were fairly subjective. We had guiding principles such as the seriousness of the crime, person or property, threat to the community, likelihood the youth would fail to appear for court, etc. The process was subjective in that there was not a clearly defined structure for making these decisions nor was there any scoring to guide them.

As we began this process, it became quickly evident that the task would be arduous as we included many people with diverse perspectives. The people included in the process were both counties prosecuting attorneys, probation, law enforcement, juvenile court administration, defense attorneys, and judicial officers. The representation of these groups was important as we needed “buy-in” and people don’t “buy-in” if they don’t have a voice. The process was tedious but very valuable.

Others had already trailblazed this process for us, so we began with the instrument that had been developed by and was used by Spokane County Juvenile Detention. It was very helpful to our process as we were able to start with an already existing structure. Rather, we were able to focus on each of the areas that would factor into the screening decisions. The most discussed area of the instrument was the Mandatory Holds section as many of our partners had strong feelings about particular charges. For instance, the Prosecutor was insistent that Residential Burglary be a mandatory hold as that crime is so intrusive, so invasive for people. This list currently stands at 16 items, some of them are more procedural (e.g. warrants) while others are based on specific crimes. We are currently contemplating changing one of the mandatory holds as we feel that we are screening in some youth who don’t really need to be in detention.

Benton-Franklin Counties & Objective Admissions Continued

We believe that our DRAI provides us with a good tool for screening possible admissions to detention. On occasion, maybe 3–5%, screenings result in a supervisor override. Typically, these are domestic violence charges, which present myriad complications and great concern for safety. In some of these situations, we will override the DRAI so others might surround the youth and family providing services as possible. It is inconceivable that any instrument can account for every set of circumstances. Another challenge that we sometimes face is around training. We have found that we need to reconvene our staff that do the screenings from time to time so that we can maintain consistency and accuracy in completing the DRAI.

Though this summary of our process for ensuring objective admissions to detention is primarily historical, it also reflects the present and the future. The process that we went through to develop our DRAI is the same process that we continually engage in as we reevaluate the efficacy of the tool. The DRAI is a living document that we adjust as we notice deficiencies, or we adjust because the environment changes. In the end, we hope that we have done what we set out to do in the very beginning, to have the right kids in detention for the right reasons.

Core Strategy #5: Alternatives to Detention

New or enhanced non-secure alternatives to detention (ATD) programs increase the options available for arrested youth by providing supervision, structure and accountability. Detention alternative programs target only those youth who would otherwise be detained, and typically include: electronic monitoring, house arrest, community monitoring, day or evening reporting centers, and shelter beds for youth who cannot return home. The most effective juvenile justice systems have a program continuum that both responds to the legal status of youth and ensures that they can also be safely supervised in the community.

The supervision of pre-adjudicated youth should be linked to their level of risk of Failure-to-Appear or re-arrest; post-adjudication programming should be linked to the dispositional purposes the court seeks to accomplish (i.e., sanctions or rehabilitative goals). Programs should also be able to respond to compliance failures by increasing contact and case management activities instead of automatically terminating participation for noncompliance. Whether pre-adjudication or post-adjudication, ATDs should be grounded in an understanding of adolescent development and behavior, and program activities should reflect youths' needs, cultures and traditions.

Snohomish County & Alternative to Secure Detention

Positive Youth Justice: The Youth Enrichment Services (YES) team of the Snohomish County Juvenile Court is committed to providing positive youth justice programming in a cultural responsive approach, through a racial equitable lens, to help our youth thrive. Our mission is for youth to experience a wealth of diverse enrichment opportunities through our alignment as a JDAI court since 2013. Below are examples of our paramount efforts that highlight our involvement and collaboration with our beloved diverse community, to reduce the use of incarceration as a response to youth criminal behaviors, while also promoting public safety.

Education programs - Program Alternative to Structure Sentencing Program (PASS), Day for Day, and the Juvenile Educational Transitional Services Program (JETS):

“When my family found out that I was in these problems, they looked at me like the black sheep of the family...after the program that helped me get ahead... I began to feel the real love from them. I think it was my great success with my family, to receive love again, their affection.” This distinctive narrative is from one of our youth that took part in our educational programs. There were about 300 justice-involved youth that participated in YES educational programs for 2019. The educational programs are led by our ESD 189 School teachers while including community based learning through our community partnerships. Some of these key partners include the following: Bothell Police Department, Arts with a Purpose, Project Girl, YMCA, Everett Community College, Sound Salmon Solutions, WSU Master Gardeners, Art therapy (Ms. Henri Wilson) with the Schack Center, Work Source, Cocoon House, Tulalip Cultural Center and many others. The energy is often aligned with our Snohomish County values: compassion, respect, caring, and a desire for our youth to be heard in our educational programs.

Trails to Success (TTS) programming: The Killoqua Creek Trail, at Wenberg Park in Snohomish County, is the most recent, beautifully constructed trail built by our very own youth alongside our partners of the Snohomish County Park and Work Source staff. The TTS program is a Washington State evidence-based program, Education and Employment Training, that promotes restorative justice by creating opportunities for our justice-involved youth, as well as to make restitution and serve the community through service projects, such as our community trails. Our role is to be the ultimate career mentor and provide genuine support for our youth to be successful with their education and employment goals. In 2019, 26 youth were able to participate in our trails community projects.

Home Based Monitoring: Our monitoring system has helped youth serve their time at home versus serving their time in detention, while fully integrating into our YES programming. In 2019, 20 youth were able to utilize our system and were connected to YES services and resources, while still maintaining safety for all.

Snohomish County & Alternatives to Secure Detention Continued

Snohomish Teen Evening Program (STEP): The STEP program specifically aims to serve our youth who are low-risk and are often coming from the diversion agreement route, through the community accountability board (CAB). Thus, creating multiple diverse options for our youth to become successful. Below are a few examples of mentoring platforms provided by our community partners:

- Project Girl- A mentoring program that fosters the advancement of young women of color to make positive life choices. A mentoring program that advocates for women empowerment, confidence and positive self-esteem.
- Ripple Ministries Teen Story Tellers Projects- A workshop based on filmmaking, where youth are able to creatively tell their stories and share their voices through different media platforms.
- Ms. Henri Wilson's organization with the Schack Art Center focuses on mindfulness, reflection, and utilizing the youth's voice within art and culture composition.

Treatment Court Alternative Program (TCAP): Through a multi-disciplinary team approach, our YES staff worked collaboratively with the community, judges, probation counselors, and other key stakeholders to provide wrap around services and resources for our youth. Wrap around services are essential for our youth to help maintain sobriety, avoid detention, be successful in school and treatment, while also being involved in pro-social activities, and overall increasing their quality of life. The Everett Herald newspaper published an article sharing the story of how TCAP was able to help 60 plus, at-risk youth "use art as a healing power" by building a special and cultural paddle board with the community and Wooden Boats and Tulalip artist James Madison. The full-story is below. <https://www.heraldnet.com/news/paddleboard-is-a-work-of-beauty-and-healing-for-at-risk-kids/>

Structured Weekend Alternative Program (SWAP): SWAP operates during the weekends with the community to provide pro-social activities and meaningful experiences for our youth to participate in. Some of these activities consist of activities with and through the following community partners: Edmonds College (School-to-Prison Pipeline) conference, Everett Community College, Farmer Frog, Seattle Aquarium, Snohomish County Music Project, Snohomish County Parks, and Washington State Department of Fish and Wildlife. Our goal is to break down barriers by building a bridge of mentorship and connection within the community so our youth can become resilient no matter what adversities they may be facing.

YES: All of our YES programs uphold positive youth justice principles. Our team is equipped to enhance protective factors through a racial equity approach for our youth (education, pro-social activities, mentorship, social connection, support, employment, sobriety support, etc.) Denney Juvenile Justice Center (DJJC) invested in this work by building new rooms to reflect the importance of creating a safe and inclusive space where youth can feel secure, supported, and heard by our beloved, diverse community. Below is the link to the article that was published in the Everett Herald newspaper, highlighting DJJC's new space investment for our court involved youth in Snohomish County. <https://www.heraldnet.com/news/fresh-start-at-juvenile-justice-center-started-with-a-flood/>

Core Strategy #6: Case Processing Reforms

Modifications of juvenile court procedures accelerate the movement of delinquency cases, streamline case processing and reduce unnecessary delay. Case processing reforms are introduced to expedite the flow of cases through the system. These changes reduce lengths of stay in custody, expand the availability of non-secure program slots and ensure that interventions with youth are timely and appropriate. Case Processing times for youth who are detained and those released on ATDs should strive to be as similar as possible due to the understanding that an ATD should be short term. The longer a youth is supervised on an ATD the more likely he or she is to violate the release conditions and therefore drive up potential detention admissions and/or slow down the case process even further.

Clark County & Case Processing Reforms

Clark County officially joined the Juvenile Detention Alternatives Initiative in 2012, after many years of implementing a Restorative Justice Model. The JDAI approach fit well with the restorative philosophy and vision that the court has for its role in the community and the outcomes being worked towards for and with youth and their families. Though Case Processing Reforms can be one of the most difficult core strategies to implement and measure, we have been diligent in finding ways to improve case processing over the past several years.

Clark County Juvenile Court has not relied on subjective data. We incorporate and examine data regularly and invite our system partners the table to work with us to improve case processing. To support efficient case processing, data plays a pivotal role in examining outcomes and monitoring issues or trends. Data reports are also used to provide daily updates to judicial officers and system participants regarding detention population and Alternatives to Detention (ATD) openings. Judicial officers find the data useful in making decisions that result in less youth being detained. Court Program Coordinators and Managers use this data to assess program capacity and anticipate needs.

The Court has staff assigned to monitor youth that are detained to determine if alternatives to detention are available for the youth in lieu of being held in custody. We have strengthened our collaboration with the local Crisis Residential Center (CRC) to ensure a smooth transition for youth who do not meet admission criteria in detention. This has decreased our need to hold youth in situations where the parent or guardian is unwilling or unable to bring the youth home after arrest. A strong relationship with the Prosecuting Attorney's office has been developed and regular monthly meetings occur to examine internal hitches and support continuous system improvements.

Sensible referrals to Diversion allow the court to respond quickly while diverting cases from court. Our evidenced based program, Coordination of Services (locally called HELPS) utilizes community partners and volunteers to provide resources and skill development without long term involvement of the Juvenile Court. The purpose and value of these efforts is to support positive youth development, but they do have the added benefit of decreasing cases in the court system.

Core Strategy #7: Special Detention Cases

“Special detention cases” are those cases that commonly represent large percentages of inappropriate or unnecessary stays in detention. Data analysis typically directs jurisdictions to focus on those youth detained on warrants, for probation violations, or pending dispositional placement. Addressing these cases can have immediate and significant impact on safely reducing detention populations. Best practices have identified two-tiered warrants, incentives and sanctions grids, and updating standard probation rules as effective responses to reduce special detention cases.

Adams County & Special Detention Cases

Adams County joined JDAI in 2010 and since that time has made significant gains in continuous system improvement. As part of the Careful Management of Special Detention Cases, Adams County Juvenile Probation conducts meetings to discuss any new probation violation (PV) cases. During these meetings, the Adams County Administrator along with Juvenile probation staff will discuss upcoming PV cases and have suggestions and/or recommendations for the PV case. The Adams County Juvenile Court (ACJC) Violation Grid is part of the PV case review and, in turn, becomes part of the Special Detention Cases for Adams County.

The ACJC Violation Grid consists of the seriousness of violation and the number of violations alleged of the youth. The seriousness of the violation is broken down into three sections:

Minor Risk Violation: Missing Curfew, not checking in weekly, etc.

Medium Risk Violation: Failing to comply with Detention Alternatives or not completing required Community Service, etc.

Serious Risk Violation: New felonies committed by the youth and any serious violent offense.

Any of the violations discussed by Adams County Juvenile Probation will then be figured into whether it is the youth’s 1st, 2nd or 3rd violation of probation.

Minor Risk Violation Responses:

- First Violation
 - (A) Warning
 - (B) Problem Solving- work with youth/parent or guardian to address problem and an appropriate non-court consequence
 - (C) Increased structured supervision
- Second Violation
 - (A) Warning
 - (B) Intervention Agreement and/or Detention Alternatives Program
- Third Violation
 - (A) ACJC will use any combination of the options from 1st/2nd Minor Risk Violation

Medium Risk Violation Responses:

- 1st, 2nd or 3rd violation ACJC will use any combinations of options/ interventions: Alternative Programs (Boy’s Council, Girls Circle, ART) or any other options/ recommendations discussed (Day Reporting Program, Community Service etc.).

Adams County & Special Detention Cases Continued

Serious Risk Violation Responses:

- 1st, 2nd or 3rd violations ACJC will recommend any of the combination of options which could include interventions (mental health/drug and alcohol), detention alternative programs (Strengthening Families/ART/Boys Council), Community Service and/or as a last resort Martin Hall Detention.

ACJC and Special Detention Cases goal is the safety and well-being of the community, youth, and family. The ACJC Violation Grid is our way of helping our youth understand and take accountability for their reactions, and to rehabilitate and develop into successful members of our community.

Core Strategy #8: Conditions of Confinement

Since its inception, JDAI has emphasized the importance of maintaining safe and humane conditions of confinement in juvenile detention facilities. The JDAI juvenile detention facility standards, originally published in 2004 and revised in 2014, represent the most comprehensive and demanding set of publicly available standards for juvenile detention facilities. Officials in JDAI sites have used these standards and JDAI facility assessment process to improve policies and practices and ensure that their facilities reflect evolving standards of practice in the field. Sites are encouraged to conduct a facility self-assessment every 2 to 3 years in order to ensure regular review and continuous improvement.

King County & Conditions of Confinement

Since becoming a JDAI replication site in 1998, King County has steadily reduced the number of youth in secure detention. From 2010 to 2019, the average daily population of the King County secure juvenile detention facility declined from 89 to 43 youth, a reduction of more than 50%. This reduction is a result of many policy shifts allowing youth to remain in the community when they can safely do so. As a result, youth who are now in secure detention are often those with complex needs who experience a longer detention stay as they await adjudication.

Throughout 2019, the King County Department of Adult and Juvenile Detention continued to advance toward the goal of becoming a trauma-informed residential facility that leads with racial equity and provides the highest level of care and services to all youth. King County has recently focused on the following areas of innovation to support youth in their care:

- *Worked in partnership with the King County Department of Public Health to enhance medical and mental health services provided to youth in secure detention.*
- *Implemented a behavior management system that aligns with trauma responsive principles and adheres to the most recent developments in adolescent brain science.*

King County & Conditions of Confinement Continued

- *Amended recruitment and hiring practices, paired with enhanced staff development opportunities and trainings, to elevate the vision for equity, social justice, and trauma-informed service provision.*
- *Finalized designs for the new Patricia H. Clark Children and Family Justice Center to create a wholesome, healthy, supportive, and nurturing environment.*

When youth enter secure detention, they are immediately assessed for physical and mental health needs. King County contracts with the University of Washington to provide youth in secure detention access to medical and mental health services 24 hours per day, 7 days a week. Understanding that youth admitted to secure detention are often in crisis, behavioral health needs are prioritized and youth who request on-going services are paired with a mental health clinician who works with them for the duration of their stay in detention.

Principles of trauma-informed care are incorporated into the new behavior management system through an emphasis on relationship building, increased transparency, collaboration, and youth empowerment. When youth engage in unsafe behavior they are led through a restorative process where they are encouraged to consider the harm caused, needs of all parties involved, and how to repair the harm. Another component of the behavior management system that aligns with advancements in adolescent brain science is a system of incentive-based responses that links behavior expectations to specific incentives and privileges for youth who demonstrate safe behavior.

In 2019, King County continued their efforts to reduce the use of room confinement. In the new behavior management system, youth may never be placed in their dorm as a form of punishment. If youth demonstrate a risk of imminent and significant physical harm, they may spend time in their dorm as they regulate their behavior. Once regulated, youth engage in the restorative process. This work has been informed by a collaborative network of stakeholders and overseen by an independent monitor. King County is committed to tracking and reviewing data pertaining to any use of room confinement to inform on-going discussions on how to best support youth who have engaged in unsafe behavior.

The intended impact of a robust system of medical and mental health care, paired with the new behavior management system, is that youth who are detained will have trauma-informed, developmentally appropriate support while they are in King County's care. Enhanced systems of support for youth in custody also leads to more appropriate and targeted service referrals and community-based service connections upon re-entry. Data related to recent innovations are collected and future studies will be conducted in an effort to inform King County on the effectiveness of their new behavior management system. Moving forward, cross-sector evaluations will be a critical component of assessing longer-term outcomes and informing King County on how to best support youth in our community.