

Report to the Legislature

Juvenile Court Block Grant Report

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Department of Social and Health Services
Juvenile Justice and Rehabilitation Administration (JJ&RA)
Juvenile Rehabilitation (JR)

In Collaboration With

Washington Association of Juvenile Court Administrators (WAJCA)

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Juvenile Court Block Grant Report

Executive Summary

The state and juvenile courts have a long standing partnership based on the commitment to reduce the number of youth in the juvenile justice system and reliance on state institution programs. The partnership has included funding for the local juvenile court programs that are effective at reducing juvenile criminal behavior. This collaborative effort has moved through various iterations to include probation subsidies, grants for effective programs, disposition alternative programs for committable youth, and statewide application of evidence-based programs. In 2009, the legislature required that all state dollars passed to local juvenile courts by the Juvenile Justice and Rehabilitation Administration's (JJ&RA) Juvenile Rehabilitation (JR) be administered as a block grant. Priority is to be given to evidence based programs and alternatives diverting youth from confinement in JR. Block grants maximize local flexibility and decision making while improving the ability to evaluate program impact through the effective use of data.

This report is for the third state fiscal year (SFY) of the Block Grant implementation, 2014. The Block Grant is a way of funding juvenile courts which emphasizes serving the highest risk youth to improve public safety and maximize savings to the state and local communities. The Block Grant Funding Formula provides financial incentive to courts that deliver the programs that have demonstrated effectiveness and divert committable youth from state institution beds.

The following are highlights from the third year of implementation:

- Continued implementation of a funding formula that provides fiscal incentive for juvenile courts that deliver Evidence-Based Programs (EBPs) and Disposition Alternatives;
- Increased partnership through the ongoing efforts of a joint oversight committee that is focused on using data to assess the implementation of the funding formula; and
- The addition of promising programs that have been approved through the established approval protocols.

These highlights indicate the state's investment in and partnership with the juvenile courts and their programs. The shift to "Block Grant" funding continues to reinforce positive outcomes, which suggest that probation and the use of disposition alternatives and EBPs continue to reduce juvenile offender risk to our communities. This contributes to a healthier and safer Washington State.

Introduction

In accordance with RCW13.06.020, the state appropriates approximately 40 million dollars to local county juvenile courts each two year budget cycle for offender management in the community to reduce reliance on state operated correctional institutions and assists the application of disposition (sentencing) programs. The Juvenile Justice and Rehabilitation Administration's (JJ&RA) Juvenile Rehabilitation (JR) program is charged with the administration of these dollars to the 33 county juvenile court jurisdictions.

The 2009 Legislature required the Department of Social and Health Services, JR to administer a block grant rather than continue to provide categorical funding to juvenile courts for the purpose of serving youth adjudicated in the juvenile justice system. The block grant approach to funding was incorporated in the 2009 – 11 Washington State Biennial Budget based on successful pilot projects that used a similar model.

This Block Grant report includes the following:

- Descriptions of the programs funded within the Block Grant;
- Evidence-Based and Promising Programs outputs;
- Disposition Alternatives outputs;
- Quality Assurance Results; and
- Program cost information

Background

In Washington, a person under 18 years of age who commits a criminal offense is subject to the state's juvenile justice laws. These laws have changed significantly over the last 90 years and, since 1977, Washington has had a juvenile sentencing system that is unique among the 50 states. Unlike all other states, Washington has a form of "semi-determinate" sentencing for juvenile offenders. The standard range sentence a juvenile offender may receive is determined by a juvenile court judge after required review of various factors (RCW 13.40.150) before considering five sentencing options (RCW 13.40.0357) reflected in a statewide "grid" that includes age at offense, the severity of the juvenile's current offense and the juvenile's prior criminal history. While the Washington State Sentencing Guidelines Commission has the authority to consider and recommend changes to the juvenile sentencing system, it is the legislature that formally adopts the grid that Washington judges use as guidance to provide disposition to juvenile offenses. In all other states, local courts have discretion in how to sentence juveniles; Washington is unique in that the legislature limits local sentencing discretion.

The operation of the juvenile justice system involves both state and local governments. Under Washington's juvenile sentencing grid, the most serious juvenile offenders are subject to being sentenced to incarceration in state institutions managed by JR. After serving a JR sentence, the most serious offenders are placed on parole—the state's name for post commitment community supervision.

Washington's sentencing grid places most generally less serious juvenile offenders under the jurisdiction of the county juvenile courts and may include community supervision of serious offenders. These juveniles may receive less than 30 days in detention and a sentence of probation – local government's name for community supervision. In addition to detention and probation, many minor first time offenders are placed in juvenile court diversion programs, often with the assistance of a community accountability board. (13.40.070)

County juvenile courts perform other functions in addition to those relating to juvenile offenders. In particular, the courts implement state laws on child dependency, as well as at-risk, runaway, and truant youth.

State and Local Partnership

Washington State has recognized and accepted that the responsibility for offender youth resides in executive and judicial branches of government as reflected in the Consolidated Juvenile Services statute (13.06.030) with the Washington State Juvenile Courts in 1969. Payments of state funds to counties were provided for special juvenile court probation supervision programs in order to meet legislative intentions including reducing the necessity for commitment of juveniles to state juvenile correctional institutions and strengthen and improve supervision of juveniles placed on probation by the juvenile courts. This has been referred to as a Probation Subsidy (From Chapter 165 Laws of 1969).

The Legislature has continued to build on the state and local partnership throughout the years by adding additional programs and funding. The focus of the programs has continued to be reduced commitments to the state by providing resources to local counties for the provision of programs and services that reduce the further reliance on the juvenile justice system.

Quality Assurance Structure and Oversight

The Washington Association of Juvenile Court Administrators (WAJCA), in collaboration with the JR, has developed a very unique quality assurance structure unlike any other in the country. The WAJCA's strong commitment to evidence-based and research based model fidelity resulted in the juvenile courts working with JR to allocate dollars to fund a comprehensive quality assurance system that addresses the unique needs of each of the programs.

The success of evidence-based programs is dependent upon a solid infrastructure. To that end, WAJCA developed and the state funded the state wide Case Management and Assessment Process (CMAP) Coordinator position. In addition to the collaborative quality assurance structure, the juvenile courts and JR work together at both the local and statewide level. JR Headquarters provides fiscal and contract management oversight to these programs across the state. JR regional offices are also located across the state and work with individual courts regarding billing and program reporting information. The JR also provides program development, oversight and support to all the juvenile courts on an as needed basis from a centralized headquarters location.

In 2009, the state gradually reduced funding for these programs commensurate with decreasing state revenue. These reductions have impacted the number of state funded juvenile court programs that are being delivered. Additionally, the counties have also had to contend with reduction in local funding as well as from the state. In spite of these fiscal tensions, the juvenile courts have continued to prioritize the delivery of evidence-based programs and disposition alternatives.

Block Grant History – Development and Implementation

The 2009 Legislature authorized the oversight, development and implementation of the block grant process to be undertaken by a committee of four, in consultation with the Washington State Institute for Public Policy (WSIPP). The committee (later identified as the Block Grant Proviso Committee) was comprised of one representative each from JR, Administrative Office of the Courts (AOC), the Office of Financial Management (OFM), and the WAJCA.

The Block Grant Proviso Committee was formed in June 2009. The Committee met regularly from its inception until the final recommendations were made to the Legislature for the 2010 Legislative Session. The full detail regarding the development and implementation is available in two reports, which are available from the JR or WAJCA. The first report was completed December of 2009, titled *Report to the Legislature, Juvenile Court Block Grants* as well as a follow up report from February 2010, titled *Juvenile Court Block Grants, Subsequent Recommendations*.

The 2010 Legislature adopted the recommendations from the joint Block Grant Proviso Committee and specified the funding formula and Oversight Committee representation in the budget proviso. The proviso also specified that the Evidence-Based Expansion Funding, as well as the funding for the Special Sex Offender Disposition Alternative, would continue with their existing funding mechanisms, outside of the Block Grant funding formula. Listed criteria are to be used when considering whether or not to include those funding sources in the Block Grant funding formula.

The WSIPP reported on the initial Block Grant implementation in their December 2010 report to the Legislature, *Washington State Juvenile Court Funding: Applying Research in a Public Policy Setting*. To read the full report, please visit the Institute's website at www.wsipp.wa.gov.

Programs and Services

Case Management Assessment Process (CMAP)

Youth who receive services with state funding are placed on probation supervision or diversion and participate in a risk/needs assessment. Each youth's assessment identifies their targets for case management, a best practice model unique to the state of Washington and referred to as the Case Management Assessment Process (CMAP). This supervision model is the foundation that underpins youth participation in all treatment programming to include EBPs and disposition alternatives.

CMAP History

In 1997, the WAJCA entered into a partnership with WSIPP to develop a new juvenile offender assessment. In collaboration with juvenile court professionals, WSIPP developed a comprehensive risk assessment, the Washington State Juvenile Court Assessment (WSJCA). In addition to meeting the legislative funding requirement, WAJCA envisioned an offender case management process that could accomplish the following, based on the "What Works" literature (Risk/Needs/Responsivity Principle) for reducing juvenile re-offending behaviors:

- Determine a youth's level of risk to re-offend as a means to target resources to those youth presenting as higher risk (Risk);
- Identify dynamic risk factors and/or specific deficits that are directly linked to the youth's criminal behavior (Criminogenic Need);
- Identify dynamic protective factors that can ward against further criminal behavior;
- Match youth to the appropriate intervention designed specifically to address the youth's criminogenic need (Responsivity); and
- Develop assessment and recidivism outcome measures to determine if targeted factors change as a result of the intervention.

Structured Assessment Approaches and Adherence to Risk/Need/Responsivity Principles

In 1998, the WAJCA created a Quality Assurance Committee responsible for developing an effective process for ensuring adherence to the Risk/Need/Responsivity Principles (RNR) and established quality assurance standards. In 2000, this committee proposed to the WAJCA the "Case Management Assessment Process" (CMAP) as the model for community

supervision of juvenile offenders statewide. The WAJCA adopted and implemented the following four-step CMAP model.

Step 1: Mapping

- ✓ Assessment: The WSJCA pre-screen is a shortened version of the full assessment that quickly indicates a youth's level of re-offending risk as low, moderate or high. The pre or full screen assessment tool is administered by a trained probation counselor who has been certified to deliver the assessment. By using a validated actuarial assessment tool to determine a youth's level of risk for reoffending the court has the ability to target resources at higher risk youth.
- ✓ Case Analysis/Conceptualization: The second phase of Mapping requires the juvenile probation staff to analyze the results from the assessment to develop an intervention plan based on the youth's criminogenic needs. The conceptualization process is designed to determine a youth's attitudes, values and beliefs. From this analysis, we are able to identify the promising intermediate targets and best fit the intervention to the desired behavior change.

There is overwhelming evidence from research findings that offender intervention drop-out rates are higher than in the general population. The WAJCA recognized that in order to decrease risk of drop-out from evidence-based programs it would take greater involvement by staff than standard brokerage to these interventions. Therefore, the WAJCA made the investment of training staff in Motivational Interviewing (MI) to increase their ability to create an environment where motivation, cooperation, respect and modeling are most likely to occur with juvenile offenders. The research on outcomes for providers using MI strategies with clients for relationship building has proven to increase participation, application and program retention.

Step 2: Finding the Hook

The probation staff through feedback with the youth and family must collaborate and prioritize the criminogenic need of the offender, engage the youth in setting behavior change goals and create a change plan. This process requires the probation staff to build motivation for change. This is a complex process of integrating the assessment information into a comprehensive case plan designed to address the offender's risk, need and responsivity considerations, and to establish a means to accomplish the targeted change in behavior.

Step 3: Moving Forward

The treatment goal is to impact the youth's concrete behavior change targets that were established in "Finding the Hook". The youth's special responsivity

considerations are focused on with strategies and/or approaches to address those issues. The linking of youth's risk profile with the appropriate intervention follows the best practice model of using evidence-based programs (EBP) when available. The probation staff's ability to engage and motivate the offender to value attending, participating and completing the treatment is a crucial component to maximize the effects of an EBP or other treatment programs.

Step 4: Reviewing and Supporting

This phase is the integration of re-assessment with intervention outcomes. The re-assessment is measuring changes in the youth's risk profile. The probation staff will record the youth's improvements, deterioration or no change after attending treatment and/or at the end of community supervision in the assessment software. The probation staff gives support, guidance and reinforcement to the youth for generalizing and integrating the learned concepts into their daily behavior which replaces previous anti-social behaviors. The probation staff helps the youth and their parent(s) identify relapse prevention strategies designed to assist the offender in anticipating and coping with problem situations.

Disposition Alternatives

Youth who would otherwise be committed to JR may be eligible for a disposition alternative that allows them to remain in the community and receive local services and supervision through the juvenile court. Each of the following alternatives has specific eligibility criteria and is generally designed to serve youth with specific identifiable treatment needs and have been identified as amenable to treatment in a community setting.

Chemical Dependency Disposition Alternative (CDDA) - RCW 13.40.165

In 1997, the state legislature passed the Chemical Dependency Disposition Alternative (CDDA) intended to provide a local supervision and treatment option for youth that would otherwise be institutionalized with the state (CDDA Committable). The statute was later amended to include a provision for locally sanctioned youth (not eligible for commitment to the state) to receive this program in an effort to reach a larger number of youth with substance use issues. The local sanction option serves the vast majority of youth in this program.

Special Sex Offender Disposition Alternative (SSODA) - RCW 13.40.160

In 1990, the Special Sex Offender Disposition Alternative (SSODA) was passed, providing funding to local juvenile courts to maintain eligible youth that have sexually offended, utilizing local probation and treatment services.

Suspended Disposition Alternative (SDA) - RCW 13.40.0357

In 2005 the legislature passed the Suspended Disposition Alternative (SDA) intended to keep youth who would otherwise be institutionalized by the state under the supervision of the local juvenile courts. This program includes a provision and funding for evidence-based practice and supervision. This option is for committable youth who do not meet eligibility requirements for the other disposition alternatives.

Mental Health Disposition Alternative - RCW 13.40.167

In 2005 the legislature passed the Mental Health Disposition Alternative (MHDA) for committable youth who are subject to a standard range disposition commitment to JR of 15 to 65 weeks. This alternative targets youth who also have a mental health diagnosis and are assessed as being amenable to a community based EBP.

Disposition Alternative Starters

Starters in State Fiscal Year 2014

| Disposition Alternative | Count (N) |
|---|------------|
| Chemical Dependency Disposition Alternative (CDDA) Committable | 121 |
| Chemical Dependency Disposition Alternative (CDDA) Local Sanction | 432 |
| Mental Health Disposition Alternative (MHDA) | 0 |
| Special Sex Offender Disposition Alternative (SSODA) | 134 |
| Suspended Disposition Alternative (SDA) | 34 |
| Totals | 721 |

TABLE 1

Table 1 represents the number of juvenile court youth who started each program during SFY 2014 – July 1, 2013 – June 30, 2014.

Program Starters in Fiscal Year 2014 by Gender

| Gender | Number or Percent of Starters within Gender | Disposition Alternative | | | | | Totals |
|--------|---|-------------------------|------------|-------|-------|-------|--------|
| | | CDDA Com | CDDA Local | MHDA | SSODA | SDA | |
| Female | Number of Starters | 33 | 137 | 0 | 2 | 3 | 175 |
| | Percent of Female Starters | 27.2 | 31.7 | 0.0 | 1.4 | 8.8 | 24.2 |
| Male | Number of Starters | 88 | 295 | 0 | 132 | 31 | 546 |
| | Percent of Male Starters | 72.7 | 68.2 | 0.0 | 98.5 | 91.1 | 75.7 |
| Totals | All Starters | 121 | 432 | 0 | 134 | 34 | 721 |
| | Total Percent | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

TABLE 2

Program Starters in Fiscal Year 2014 by Race

| Race | Number or Percent of Starters by Program | Disposition Alternative | | | | | Totals |
|--------------------------|--|-------------------------|------------|-------|-------|-------|--------|
| | | CDDA Com | CDDA Local | MHDA | SSODA | SDA | |
| Other / Unknown | Number of Starters | 1 | 6 | 0 | 1 | 0 | 8 |
| | Percent of Starters Other/Unknown | 0.8 | 1.3 | 0.0 | 0.7 | 0.0 | 1.1 |
| White | Number of Starters | 71 | 255 | 0 | 102 | 6 | 434 |
| | Percent of Starters White | 58.6 | 59.0 | 0.0 | 76.1 | 17.6 | 60.1 |
| Black / African American | Number of Starters | 18 | 62 | 0 | 9 | 18 | 107 |
| | Percent of Starters Black/African American | 14.8 | 14.3 | 0.0 | 6.7 | 52.9 | 14.8 |
| Native American | Number of Starters | 8 | 18 | 0 | 0 | 0 | 26 |
| | Percent of Starters Native American | 6.6 | 4.1 | 0.0 | 0.0 | 0.0 | 3.6 |
| Asian | Number of Starters | 2 | 8 | 0 | 2 | 1 | 13 |
| | Percent of Starters Asian | 1.6 | 1.8 | 0.0 | 1.4 | 2.9 | 1.8 |
| Mixed | Number of Starters | 8 | 28 | 0 | 2 | 3 | 41 |
| | Percent of Starters Native Hawaiian / Pacific Islander | 6.6 | 6.4 | 0.0 | 1.4 | 8.8 | 5.6 |
| Hispanic | Number of Starters | 13 | 55 | 0 | 18 | 6 | 92 |
| | Percent of Starters Hispanic / Latino | 10.7 | 12.7 | 0.0 | 13.4 | 17.6 | 12.7 |
| Totals | Number of Starters | 121 | 432 | 0 | 134 | 34 | 721 |
| | Total Percent | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

TABLE 3

Table 4 and Figure 1 provide information on disposition alternative starters from SFY 2009 – 2013. Beginning in 2009, overall starters have remained relatively steady. Since 2010, CDDA starters had been in a gradual decline and then increased in 2013. The other alternatives have remained steady with increases to MHDA and SSODA in 2012, and an increase in SDA in 2013.

Historical Starters in State Fiscal Year 2009 – 2013

| DA | 2009 | 2010 | 2011 | 2012 | 2013 | Total |
|--------------|------------|------------|------------|------------|------------|--------------|
| CDDA | 573 | 587 | 562 | 515 | 663 | 2,900 |
| MHDA | 1 | 0 | 0 | 2 | 2 | 5 |
| SSODA | 107 | 109 | 108 | 137 | 148 | 609 |
| SDA | 26 | 21 | 27 | 25 | 38 | 137 |
| Total | 707 | 717 | 697 | 679 | 851 | 3,651 |

TABLE 4

Starters for State Fiscal Year 2009 – 2013: Depicted

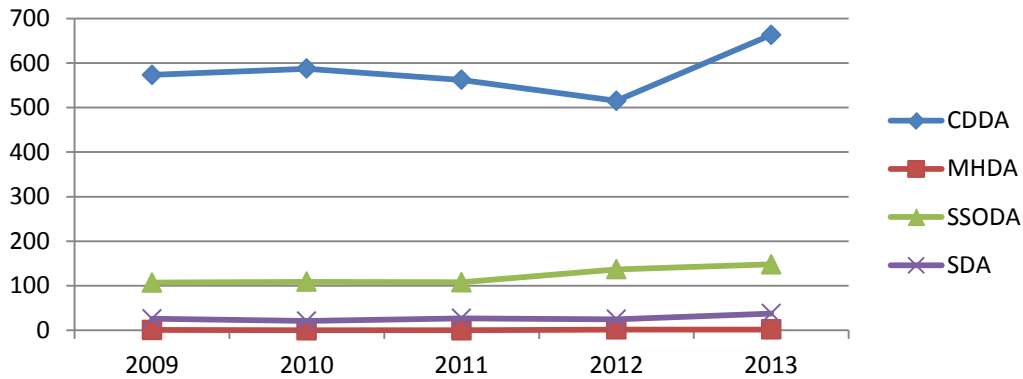


FIGURE 1

Expenditures for State Fiscal Year 2014

| Programs | CDDA | MHDA | SSODA | SDA | Total |
|----------|-------------|------|-------------|-----------|-------------|
| Costs | \$1,388,363 | \$0 | \$1,988,235 | \$114,920 | \$3,376,598 |

TABLE 5

Table 5 represents program expenditure information as reported by the juvenile courts to JR for SFY 2014 – July 1, 2013 – June 30, 2014.

Table 6 and Figure 2 provide information on disposition alternative expenditures from SFY 2009 – 2013. Beginning in 2009 overall expenditures have declined steadily; however, in 2011 spending decreases began to level off and slightly increased in 2013.

Expenditures for State Fiscal Year 2009 – 2013

| DA | 2009 | 2010 | 2011 | 2012 | 2013 | Total |
|--------------|--------------------|--------------------|--------------------|--------------------|--------------------|---------------------|
| CDDA | \$1,973,541 | \$1,689,706 | \$1,728,998 | \$1,676,275 | \$1,706,810 | \$8,775,330 |
| MHDA | \$560 | \$1,560 | \$231 | \$140 | \$4,000 | \$6,491 |
| SSODA | \$2,188,250 | \$2,102,299 | \$1,769,113 | \$1,709,068 | \$1,788,287 | \$9,557,017 |
| SDA | \$99,920 | \$90,500 | \$91,171 | \$90,040 | \$115,540 | \$487,171 |
| Total | \$4,262,271 | \$3,884,065 | \$3,589,513 | \$3,475,523 | \$3,614,637 | \$18,826,009 |

TABLE 6

Expenditures for State Fiscal Year 2009 – 2013: Depicted

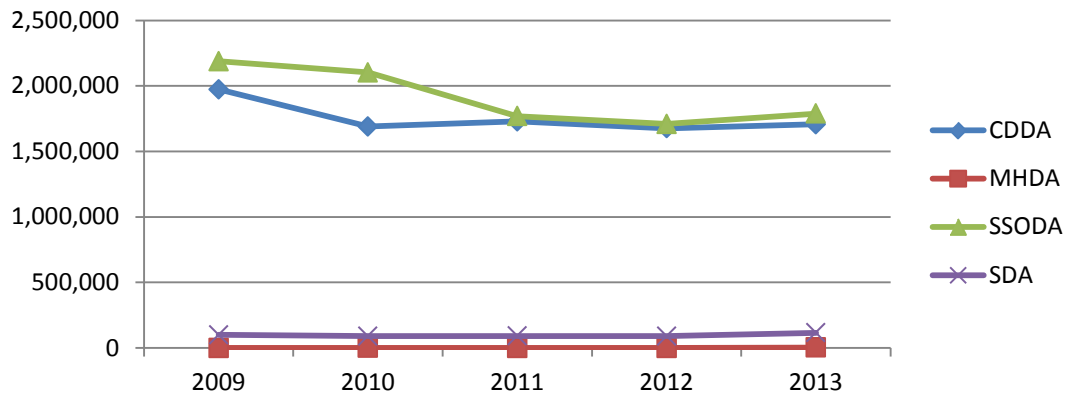


FIGURE 2

Evidence-Based Programs

The Community Juvenile Accountability Act (CJAA) was included in Chapter 338, Laws of 1997, as an incentive to local communities to implement interventions proven by behavioral science research to cost-effectively reduce recidivism among juvenile offenders. The Act's primary purpose is to:

“Provide a continuum of community-based programs that emphasize a juvenile offender’s accountability for his or her actions while assisting him or her in the development of skills necessary to function effectively and positively in the community in a manner consistent with public safety.” (RCW 13.40.500)

Drawing on program evaluations and meta-analysis, WSIPP, in collaboration with WAJCA and JR, identified a range of effective approaches that could cost-effectively reduce juvenile offender recidivism. Four were chosen for implementation in Washington State with the last one being added during an expansion of funding in 2008 – Evidence-Based Expansion (EBE):

- Washington State Aggression Replacement Training (WSART)
- Coordination of Services (COS)
- Functional Family Therapy (FFT)
- Family Integrated Transitions (FIT)
- Multi-Systemic Therapy (MST)

Descriptions of these CJAA programs can be found in the *Report and Recommendations of the CJAA Workgroup*, November 1997. Juvenile Courts were encouraged to also invest in promising practices.

At the direction of the Legislature, WSIPP completed a comprehensive evaluation of the original four CJAA programs. Analysis of program and control groups occurred at six, twelve, and eighteen months (preliminary information was released on WSART in June 2002 and on FFT in August 2002). In January 2004,

WSIPP released their final report, *Outcome Evaluation of Washington State's Research-Based Programs for Juvenile Offenders*. Their data reflected the CJAA program's positive impact on felony recidivism. The report also provided data on cost effectiveness as well as competent versus non-competent delivery of each CJAA program. To read the full report, please visit the Institute's website at www.wsipp.wa.gov.

The report further recommended an improved form of quality control to ensure cost-beneficial reductions in recidivism. Following this recommendation, the CJAA Advisory Committee, developed an enhanced quality assurance process, explained in the WSART and FFT sections of this report. Each year, the CJAA Advisory Committee continues to look for avenues for quality improvement to support these evidence-based interventions.

In December 2003, WSIPP published *Quality Control Standard: Washington State Research-Based Juvenile Offender Programs*, which details recommendations for quality assurance plans for research-based interventions. The enhanced quality assurance plans for the CJAA programs comply with the standards in WSIPP's report. Additional data have been added to the quality assurance sections of this report to meet the 2003 recommendations.

In 2005, the Legislature directed WSIPP to report whether evidence-based and cost-beneficial policy options exist in lieu of building two new prisons by 2020 and possibly another prison by 2030. In October 2006, WSIPP published *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*. The report stated that if Washington can successfully implement a moderate to aggressive portfolio of evidence-based options, then a significant level of prison construction can be avoided, saving state and local tax payers about two billion dollars, and slightly lowering net crime rates. CJAA evidence-based program implementation plays a key role in helping to meet these desired outcomes. This report was a key driver for the Legislature approving a significant increase in funding for EBP programs delivered by the county juvenile courts. This new funding was implemented through a grant program during SFY 2008 and is known as Evidence-Based Expansion.

In 2009, the Legislature directed WSIPP to "conduct an analysis of the costs per participant of evidence-based programs by the juvenile courts." The Washington State Institute for Public Policy worked with the CJAA Advisory Committee, WAJCA, JR, and the Administrative Office of the Courts (AOC) to determine the requirements for delivering these programs. The Washington State Institute for Public Policy published their report in December 2009 which produced new average costs per participant that are more representative of delivering evidence-based programs in juvenile court settings today. To read the full report, please visit the Institute's website at www.wsipp.wa.gov.

Promising Programs

The WSIPP identified “promising practices” as programs that show promising results, but require further evaluation to determine whether they can be considered evidence-based. Guidelines to determine promising programs have recently been developed by the CJAA Advisory Committee. An important element of these guidelines is program evaluation. When a promising program is evaluated and produces evidence that it reduces recidivism and has a cost benefit to tax payers, the program can be reclassified as an evidence-based program and, thus eligible to be considered as a CJAA program. Programs can only be considered “promising” by the CJAA Advisory Committee.

To date, the only promising program approved by the CJAA Advisory Committee is the Educational Employment Training (EET). The EET program is a prescribed workforce development program for high risk juvenile offenders within King County. The program is comprised of a continuum of educational supports, employment development, and community-based developmental activities that are focused to impact specific dynamic risk and protective factors. Employment training services include assessment, job readiness/job retention skills training, vocational counseling, linkage to appropriate community-based workforce development programming, job shadowing, career exploration , and meaningful paid work experience.

| Type of Program | Number of Courts |
|--|------------------|
| Evidence-Based Programs | |
| Washington State Aggression Replacement Training (WSART) | 24 |
| Coordination of Services (COS) | 8 |
| Functional Family Therapy (FFT) | 26 |
| Family Integrated Transitions (FIT) | 1 |
| Multi-Systemic Therapy (MST) | 2 |
| Promising Programs | |
| Educational Employment Training (EET) | 1 |

TABLE 7

Table 7 represents the number of juvenile courts across the state that delivered specific evidence-based and promising programs in SFY 2014 – July 1, 2013 – June 30, 2014.

Quality Assurance to Maintain Rigorous Program Standards

CJAA is the first ongoing effort in the nation to replicate effective interventions on a statewide basis. To ensure program integrity, to meet evaluation standards, and to continuously identify and resolve program issues, WSART, FFT, MST, FIT, and COS have mandatory quality assurance measures.

Washington State Aggression Replacement Training (WSART) Program

WSART is a cognitive-behavioral intervention delivered three times per week over ten weeks to groups of six to twelve juveniles. To effectively implement WSART in Washington State, motivators were developed to encourage at-risk youth to attend all sessions. While there was research on the effectiveness of WSART, there was no blueprint for statewide implementation. In Washington State, WSART has now been implemented statewide and researched.

WSIPP completed research on WSART in January 2004. This research examined WSART as provided in Washington to determine if it was cost effective and reduced repeat criminal behavior. The report indicated that when WSART was delivered with competence and fidelity, recidivism was reduced by 24 percent. The full report can be found at their website: www.wsipp.wa.gov. These results add emphasis to recent efforts to provide greater quality control for the WSART program.

As of June 30, 2014, 1,532 court, JRA, Tribal and contracted staff from 30 juvenile court jurisdictions, several Tribes and six JR facilities have completed WSART training. Christopher Hayes, a contracted in-state WSART expert, works with a group of Quality Assurance (QA) representatives from each county to advise on the curriculum, training, and implementation of WSART. The WSART QA process was redefined in March 2003 and again in 2006 to enhance the level of review and feedback available to local trainers across the state. This process for additional QA feedback was in effect for the current reporting period and is making a difference in quality delivery of WSART across the state.

A primary component of this QA enhancement is the addition of consultants who work each month with trainers from each program providing technical assistance and consultation related to model adherence. Three site consultants confer by phone with teams of trainers who deliver the intervention across multiple court jurisdictions in relatively close geographic locations. Additionally, the consultants review videos of active trainers delivering the intervention. Each active trainer is required to be video recorded annually, delivering each of the three program components. As with FFT quality assurance, this enhancement is primarily motivated by WSIPP's findings that program fidelity and model adherence are critical nature to achievement of outcomes. These findings were further supported in the final outcome evaluation.

Under this plan, a full-time statewide Quality Assurance Specialist oversees the program. The WSART program attained the following significant results for the SFY 2014:

- **108** new staff were trained including 43 Tribal members or employees
- **95** "Main Trainers" delivered the intervention.

- **82** percent of the eligible practicing trainers received an annual review.
- Trainers achieved a statewide average rating of Competent (delivers the intervention well).
- Of the **78** trainers who were rated delivering the intervention, **0%** (0) were rated as Not Competent, **13%** (10) of the trainers were rated as Borderline Competent, **71%** percent (55) were rated Competent, and **17%** (13) were rated as Highly Competent. Seventeen trainers were not rated because they were in their initial phase of delivering the curriculum. The Borderline Competent trainers were placed on improvement plans which when successfully completed returns their rating to competent.
- **10** Trainers are currently on Informal Improvement plans. No Trainers are on Formal improvement plans.

Functional Family Therapy (FFT) Program

FFT, a family-based service, is conducted for an average of 16 weeks. The program emphasizes engaging and motivating families in order to achieve specific, obtainable changes related to repeat criminal behavior.

WSIPP completed research on FFT in January 2004. This research examined FFT as provided in Washington to determine if it cost effectively reduced repeat criminal behavior. The report indicated that when FFT was provided with fidelity, a 38 percent reduction in recidivism was accomplished. The full report can be found at their website: www.wsipp.wa.gov. These results add further emphasis to the recent efforts to provide greater quality control to the FFT program.

Twenty-eight juvenile courts across Washington State offer FFT as an evidence-based program. The sites are demographically diverse and are located in cities, remote/rural areas, and regions centered on medium-sized communities. FFT therapists are either juvenile court service employees or contracted service providers. In twelve of the juvenile courts, a single FFT therapist provides the service.

With the ongoing needs of a large scale multi-site implementation, JRA provides statewide oversight of training and program fidelity for FFT. FFT therapists receive on-going clinical consultation, mutual support and accountability from trained FFT consultants in Washington State. JRA and WAJCA have worked collaboratively to develop the funding and oversight for these quality assurance functions.

FFT therapists receive on-going training on the practical application of this complicated intervention. Through weekly clinical consultations and training sessions, Washington FFT clinical consultants and contracted FFT experts assess Washington State therapists for clinical adherence and fidelity to the FFT model. Assessments provide the therapists with ongoing feedback that will

ultimately improve services as outlined in the Washington State Functional Family Therapy Quality Assurance and Improvement Plan.

The following results were attained for SFY year 2014:

- **41** FFT therapists delivered the intervention.
- **16** new therapists were trained.
- All practicing therapists received an annual review including global therapist rating feedback every 90-120 days.
- The statewide average fidelity rating for SFY14 was **4.06** on a scale of 0 – 6 (exceeding the goal of 3).
- The statewide average dissemination adherence rating for SFY14 was **5.14** on a scale of 0 – 6 (exceeding the goal of 4).
 - Note: The 16 new therapists that were trained and are in their first year were not included in the above averages
- **4** therapists received a corrective action plan (Improvement Plan) during SFY14.

Multi-Systemic Therapy (MST) Program

MST is a family intervention, conducted for an average of four months. MST targets specific youth and environmental factors that contribute to anti-social behavior. MST is typically provided in the home. Therapists, who have very small caseloads (4-6), are available 24 hours a day, seven days a week. State dollars are currently funding sites in King and Yakima Counties.

Close oversight of MST implementation is being conducted by the University of Washington, as authorized by MST Services of South Carolina. Initial and ongoing training, site visits, and clinical consultation are provided. Ongoing training, consultation, and oversight from MST services continue through Block Grant funds to maintain the Washington program as a certified MST site.

MST teams are organized around a doctoral level practitioner who has on-site clinical oversight of a group of Masters level therapists. Therapists receive weekly clinical consultation from the University of Washington and MST Services.

Family Integrated Transitions (FIT) Program

The FIT program was delivered only in the King County Juvenile Court during this report period. FIT integrates the strengths of several existing empirically-supported interventions—Multi-Systemic Therapy, Motivational Enhancement Therapy, Relapse Prevention, and Dialectical Behavior Therapy. The program is designed for juvenile offenders with the co-occurring disorders of mental illness and chemical dependency. Youth receive intensive family and community-based treatment targeted at the multiple determinants of serious antisocial behavior.

FIT teams are organized around a doctoral level practitioner who has on-site clinical oversight of a group of Masters level therapists. Therapists receive weekly clinical consultation from the University of Washington. The JR currently contracts with the University of Washington to provide the quality assurance component for this program.

Coordination of Services (COS) Program

The Coordination of Services (COS) program is a 12-hour seminar attended by the youth and parent or other connected adult. Youth who participate are assessed as low risk on the juvenile court risk assessment tool. The seminar consists of five to eight interactive sessions presented by community organizations. The presentations provide interactive instruction while helping to educate participants about topics such as conflict resolution, asset building, adolescent development, decision making and communication. At the same time participants learn about resources available in the community and how to access them. The program expects to teach healthy life skills while connecting families to community resources that may help improve the youth's behavior so further offending behavior does not occur.

In September of 2010 JRA contracted with a COS Quality Assurance (QA) Specialist to further advance the implementation of the QA process for COS. The QA Specialist worked with COS providers, juvenile court staff, and the QA team to develop a statewide program manual as well as adherence measurement tools.

Eight counties provided COS across the state. During this last fiscal year, the QA Specialist attended and observed all eight counties' COS seminar for program monitoring/coaching and also visited each of the six courts for an environmental assessment. The QA specialist also facilitated quarterly conference calls to learn more about each program and provide an opportunity for the sharing of programmatic information and updates. Technical assistance/coaching was provided to counties considering offering COS, when requested by an existing COS program, or as deemed necessary.

In June 2014, as part of the management and oversight of the COS program, the first annual conference was held. This conference included a brief overview of evidence-based programs, facilitation support and training, developmental asset building, and quality assurance overview. The conference was attended by representatives of participating COS counties and also three other counties interested in starting this program.

The following findings occurred in SFY 2014:

- Of the **8** counties providing COS, **4** counties contract with a provider and four counties use probation staff to implement the program.

- Counties vary in format of seminar delivery. **Four** counties offer the program over 2 days, 6 hours each day. **Three** counties offer the program over 3 days, 4 hours each day. **One** county offers the program over 4 days, 3 hours each day. **One** county also offers an alternative program which is 8 hours on a Saturday and 4 hours on a Wednesday evening. Due to the inconsistencies across counties more research is necessary to compare recidivism rates of the different formats so that format recommendations can be made. WSIPP will evaluate COS for this purpose.
- One county has decided to discontinue their program due to significant cuts within their budget.

All counties are now adhering to the 12 hour format in varying seminar delivery as indicated above. The county not adhering to this requirement put a plan in place to up their program hours from 9 to 12. For the next fiscal year the focus will be to improve the tracking of COS starters and completers, program manual revision, and continued communication and training.

Evidence-Based Program Participation Tracking

Evidence-Based Program (EBP) numbers reported throughout this document come from juvenile court reporting to JR and directly from the Washington State Juvenile Court Risk Assessment as they were entered on-line by juvenile probation staff through the Assessments.com (ADC) system. The juvenile court risk assessment data was extracted by the Washington State Center for Court Research and as part of ongoing quality assurance, reviewed and revised at the court level in preparation for this report. All results are presented at the state level.

There are two data approaches included in this report:

1. The first analysis provides raw data from the juvenile court risk assessment on EBP participation within the most recent fiscal year (July 1, 2013 through June 30, 2014). It should be noted that the data in this report provided through the Assessment.com system is a representative sample of youth who are/were involved with evidence-based programs in Washington State juvenile probation. Data representing age, race, gender, and risk level is provided through the Assessment.com system.
2. The second data analysis provides a historical perspective on youth who have been involved with evidence-based programs from fiscal year 2009 through fiscal year 2013. The historical perspective allows for the calculation of a rate for how many youth successfully complete an EBP.

There are three significant events that are tracked for youth involved with evidence-based programs:

1. Program Eligibility
2. Start of Program
3. Program Completion

Evidence-Based Program Eligibility

Eligibility for an Evidence-Based Program is determined by two factors:

1. Risk level as determined by the Positive Achievement Change Tool (PACT) assessment. The PACT is a 126-item, multiple choice assessment instrument which produces risk level scores measuring a juvenile's risk of re-offending¹.
2. The program is offered in the county where the youth receives services.

A youth may meet the risk-level eligibility criteria for an EBP, but because the EBP is not offered where they are supervised by juvenile probation, they are not counted as eligible (i.e. eligibility indicates *both* eligibility as determined through the assessment tool, *and* the availability of the EBP in the county where the youth is served). Youth who are low-risk are generally considered eligible for only one EBP – Coordination of Services (COS). Youth who are determined moderate or high risk may be determined eligible for one or more of the following programs: Washington State Aggression Replacement Training (WSART), Functional Family Therapy (FFT), Family Integrated Transitions (FIT), and Multi-Systemic Therapy (MST). In this report, youth who were eligible for multiple EBPs are counted for each EBP.

Between July 1, 2013 and June 30, 2014, there were 8,506 eligibilities for EBPs across the state. Although there were 8,506 eligibilities in fiscal year 2014, these were only assigned to 4,976 individual youth. The separation in number of eligibilities to number of youth occurs because some youth are determined eligible for more than one EBP. Additionally, a youth may become eligible for the same program on more than one occasion if they served more than one probation term within the fiscal year. The small numbers for FIT and MST are due to the fact that the programs are offered in a very limited number of counties and that these programs are targeted at a narrowly defined group of juvenile offenders with multi-faceted needs.

Total Number of Eligibilities in Fiscal Year 2014

| Program | Frequency | Percent of All Eligibilities |
|--------------------------|--------------|------------------------------|
| WSART | 3,653 | 42.9% |
| COS | 1,519 | 17.9% |
| FFT | 2,766 | 32.5% |
| FIT | 201 | 2.4% |
| MST | 367 | 4.3% |
| All Eligibilities | 8,506 | 100.0% |

TABLE 8

¹ For additional information on the PACT assessment tool, see http://www.assessments.com/catalog/PACT_Full_Assessment.htm

Program Eligibility in Fiscal Year 2014 by Gender

| Gender | Frequency or Percent of Eligibilities within Gender | Evidence-Based Program | | | | | Totals |
|--------|---|------------------------|--------------|--------------|--------------|--------------|--------------|
| | | WSART | COS | FFT | FIT | MST | |
| Female | Number of Eligibilities | 955 | 508 | 768 | 63 | 91 | 2,385 |
| | Percent of Eligibilities | 26.1 | 33.4 | 27.8 | 31.3 | 24.8 | 28.0 |
| Male | Number of Eligibilities | 2,698 | 1,011 | 1,998 | 138 | 276 | 6,121 |
| | Percent of Eligibilities | 73.9 | 66.6 | 72.2 | 68.7 | 75.2 | 72.0 |
| Totals | All Eligibilities | 3,653 | 1,519 | 2,766 | 201 | 367 | 8,506 |
| | Total Percent | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

TABLE 9

Table 9 demonstrates the rate at which females and males become eligible for each evidence-based program. For all EBPs offered in the State of Washington, males experience more program eligibilities than their female peers. Across the state in the 2014 fiscal year, 72.0% of all eligibilities were assigned to males, and 28.0% of eligibilities were assigned to females. For each of the five evidence-based programs offered, males account for at least 65.0% of all eligibilities.

Program Eligibility in Fiscal Year 2014 by Race

| Race | Number or Percent of Eligibilities by Program | Evidence-Based Program | | | | | Totals |
|----------------------------------|---|------------------------|--------------|--------------|--------------|--------------|--------------|
| | | WSART | COS | FFT | FIT | MST | |
| Other / Unknown | Number of Eligibilities | 27 | 7 | 15 | 3 | 6 | 58 |
| | Percent of Eligibilities | 0.7 | 0.5 | 0.5 | 1.5 | 1.6 | 0.7 |
| White | Number of Eligibilities | 2,228 | 957 | 1,748 | 78 | 144 | 5,215 |
| | Percent of Eligibilities | 62.6 | 63.0 | 63.2 | 38.8 | 39.2 | 61.3 |
| Black / African American | Number of Eligibilities | 524 | 220 | 414 | 72 | 110 | 1,340 |
| | Percent of Eligibilities | 14.3 | 14.5 | 15.0 | 35.8 | 30.0 | 15.8 |
| American Indian / Alaskan Native | Number of Eligibilities | 150 | 60 | 117 | 14 | 27 | 368 |
| | Percent of Eligibilities | 4.1 | 3.9 | 4.2 | 7.0 | 7.4 | 4.3 |
| Asian | Number of Eligibilities | 43 | 36 | 34 | 3 | 5 | 121 |
| | Percent of Eligibilities | 1.2 | 2.4 | 1.2 | 1.5 | 1.4 | 1.4 |
| Native Hawaiian Pacific Islander | Number of Eligibilities | 42 | 38 | 31 | 7 | 8 | 126 |
| | Percent of Eligibilities | 1.1 | 2.5 | 1.1 | 3.5 | 2.2 | 1.5 |
| Hispanic / Latino | Number of Eligibilities | 579 | 201 | 407 | 24 | 67 | 1,278 |
| | Percent of Eligibilities | 15.8 | 13.2 | 14.7 | 11.9 | 18.3 | 15.0 |
| Totals | Number of Eligibilities | 3,653 | 1,519 | 2,766 | 201 | 367 | 8,506 |
| | Total Percent | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

TABLE 10

Table 10 displays eligibility by race. During the assessment process, a youth may select the “other/unknown” racial category. In the 2014 fiscal year, a majority of eligibilities were assigned to youth who identify as White (61.3% of eligibilities),

followed by Black/African American (15.8% of eligibilities) and Hispanic/Latino (15.0% of eligibilities).

Program Eligibility in Fiscal Year 2014 by Risk Level

| Risk Level | Number or Percent of Risk Level by Program | Evidence-Based Program | | | | | Totals |
|------------|--|------------------------|-------|-------|-----|-----|--------|
| | | WSART | COS | FFT | FIT | MST | |
| Unknown* | Number of Eligibilities | 12 | 2 | 11 | 2 | 2 | 29 |
| | Percent of Unknown Risk Level Eligibilities | 41.4 | 6.9 | 37.9 | 6.9 | 6.9 | 100.0 |
| Low | Number of Eligibilities | 8** | 1,443 | 6** | 0 | 0 | 1,457 |
| | Percent of Low Risk Level Eligibilities | 0.5 | 99.0 | 0.4 | 0.0 | 0.0 | 100.0 |
| Moderate | Number of Eligibilities | 1,412 | 65 | 973 | 52 | 1 | 2,503 |
| | Percent of Moderate Risk Level Eligibilities | 56.4 | 2.6 | 38.9 | 2.1 | 0.0 | 100.0 |
| High | Number of Eligibilities | 2,221 | 9 | 1,776 | 147 | 364 | 4,517 |
| | Percent of High Risk Level Eligibilities | 49.2 | 0.2 | 39.3 | 3.3 | 8.1 | 100.0 |
| Totals | Number of Eligibilities | 3,653 | 1,519 | 2,766 | 201 | 367 | 8,506 |
| | Total Percent of All Eligibilities | 42.9 | 17.9 | 32.5 | 2.4 | 4.3 | 100.0 |

TABLE 11

Table 11 displays eligibility by risk level. The presence of program eligibilities without an associated risk level (Unknown*) exhibits an area of data quality that continues to improve. Of the 8,506 eligibilities in SFY2014, only 29 eligibilities were recorded without an associated risk level. Also, Washington State currently offers only one EBP for low-risk youth. Low-risk youth can only be determined eligible to participate in the COS program, yet this table reflects 14 low-risk youth (***) who were determined eligible for WSART and FFT. This potential data entry error represents a small percentage of overall eligibilities, and is a targeted area for EBP data quality improvement.

Evidence-Based Program Starters

Program Starters in Fiscal Year 2014

| Evidence-Based Program | Count (N) |
|------------------------|--------------|
| WSART | 1,302 |
| COS | 509 |
| FFT | 612 |
| FIT | 30 |
| MST | 44 |
| Totals | 2,497 |

TABLE 12

Table 12 represents the number of juvenile court youth that started each program during SFY 2014 – July 1, 2013 – June 30, 2014. This data was provided to JR through the juvenile court’s monthly billing.

Table 13 displays data by age at the start of the program. Between July 1, 2013 and June 30, 2014, the data identified 2,035 program starts across the state. Although there were 2,035 starts in fiscal year 2014, there were only 1,799 individual youth who started an EBP. The separation in the number of starters to the number of individual youth who start is most frequently the result of a youth starting more than one program.

In table 13 we see that a majority of EBP participants are between the ages of 15 and 16 years old at the time of their program start.

Age at the Start of Program in Fiscal Year 2014

| Age | Number of Youth | Percent of All Starters |
|---------------------|-----------------|-------------------------|
| Under 13 | 41 | 2.0% |
| 13 or 14 | 411 | 20.2% |
| 15 or 16 | 1,025 | 50.4% |
| 17 and Older | 553 | 27.2% |
| All Starters | 2,035 | 100.0% |

TABLE 13

Program Starters in Fiscal Year 2014 by Gender

| Gender | Number or Percent of Starters within Gender | Evidence-Based Program | | | | | Totals |
|---------------|---|------------------------|--------------|--------------|--------------|--------------|--------------|
| | | WSART | COS | FFT | FIT | MST | |
| Female | Number of Starters | 275 | 131 | 173 | 16 | 8 | 603 |
| | Percent of Starters | 27.4 | 30.6 | 31.9 | 50.0 | 26.7 | 29.6 |
| Male | Number of Starters | 728 | 297 | 369 | 16 | 22 | 1,432 |
| | Percent of Starters | 72.6 | 69.4 | 68.1 | 50.0 | 73.3 | 70.4 |
| Totals | All Starters | 1,003 | 428 | 542 | 32 | 30 | 2,035 |
| | Total Percent | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

TABLE 14

Program Starters in Fiscal Year 2014 by Race

| Race | Number or Percent of Starters by Program | Evidence-Based Program | | | | | Totals |
|----------------------------------|--|------------------------|--------------|--------------|--------------|--------------|--------------|
| | | WSART | COS | FFT | FIT | MST | |
| Other / Unknown | Number of Starters | 8 | 4 | 7 | 1 | 0 | 20 |
| | Percent of Starters | 0.8 | 0.9 | 1.3 | 3.1 | 0.0 | 1.0 |
| White | Number of Starters | 628 | 292 | 366 | 12 | 15 | 1,313 |
| | Percent of Starters | 62.6 | 68.2 | 67.5 | 37.5 | 50.0 | 64.5 |
| Black / African American | Number of Starters | 163 | 60 | 78 | 16 | 7 | 324 |
| | Percent of Starters | 16.3 | 14.0 | 14.4 | 50.0 | 23.3 | 15.9 |
| American Indian / Alaskan Native | Number of Starters | 33 | 8 | 15 | 1 | 1 | 58 |
| | Percent of Starters | 3.3 | 1.9 | 2.8 | 3.1 | 3.3 | 2.9 |
| Asian | Number of Starters | 13 | 15 | 9 | 0 | 0 | 37 |
| | Percent of Starters | 1.3 | 3.5 | 1.7 | 0.0 | 0.0 | 1.8 |
| Native Hawaiian Pacific Islander | Number of Starters | 11 | 14 | 4 | 1 | 0 | 30 |
| | Percent of Starters | 1.1 | 3.3 | 0.7 | 3.1 | 0.0 | 1.5 |
| Hispanic / Latino | Number of Starters | 147 | 35 | 63 | 1 | 7 | 253 |
| | Percent of Starters | 14.7 | 8.2 | 11.6 | 3.1 | 23.3 | 12.4 |
| Totals | Number of Starters | 1,003 | 428 | 542 | 32 | 30 | 2,035 |
| | Total Percent | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

TABLE 15

Program Starters in Fiscal Year 2014 by Risk Level

| Risk Level | Number or Percent of Risk Level by Program | Evidence-Based Program | | | | | Totals |
|------------|--|------------------------|-------------|-------------|------------|------------|--------------|
| | | WSART | COS | FFT | FIT | MST | |
| Unknown | Number of Starters | 2 | 0 | 3 | 0 | 0 | 5 |
| | Percent of Unknown Risk Level Starters | 40.0 | 0.0 | 60.0 | 0.0 | 0.0 | 100.0 |
| Low | Number of Starters | 2 | 420 | 1 | 0 | 0 | 423 |
| | Percent of Low Risk Level Starters | 0.5 | 99.3 | 0.2 | 0.0 | 0.0 | 100.0 |
| Moderate | Number of Starters | 416 | 8 | 226 | 7 | 0 | 657 |
| | Percent of Moderate Risk Level Starters | 63.3 | 1.2 | 34.4 | 1.1 | 0.0 | 100.0 |
| High | Number of Starters | 583 | 0 | 312 | 25 | 30 | 950 |
| | Percent of High Risk Level Starters | 61.4 | 0.0 | 32.8 | 2.6 | 3.2 | 100.0 |
| Totals | Number of Starters | 1003 | 428 | 542 | 32 | 30 | 2,035 |
| | Total Percent | 49.3 | 21.0 | 26.6 | 1.6 | 1.5 | 100.0 |

TABLE 16

Table 16 demonstrates trends in EBP starts based upon assessed risk level. COS is a program that is designed for low-risk offenders, and therefore it is not surprising

that more than 99.0% of COS starters have a low assessed risk level. A majority of moderate and high-risk youth start WSART and/or FFT. The smaller number of starts for FIT and MST reflect the limited availability of these programs in Washington (see Attachment A, Washington State County Juvenile Courts, Evidence-Based Programs – 2014 Map, p. 37).

Table 17 and Figure 3 provide information on evidence-based program (EBP) starters from SFY 2009 – 2013. Beginning in 2009, EBP starters have steadily declined with the exception of COS and Victim Offender Mediation (VOM). Victim Offender Mediation ceased being an EBP in 2011 and is no longer being included in this report. Functional Family Therapy (FFT) and MST had an increase in 2013.

Historical Starters for State Fiscal Year 2009 – 2013

| EBP | 2009 | 2010 | 2011 | 2012 | 2013 | Total |
|--------------|--------------|--------------|--------------|--------------|--------------|---------------|
| WSART | 1,946 | 1,832 | 1,620 | 1,592 | 1,493 | 8,483 |
| COS | 570 | 469 | 588 | 520 | 627 | 2,774 |
| FFT | 1,106 | 744 | 642 | 609 | 616 | 3,717 |
| FIT | 35 | 24 | 28 | 21 | 20 | 128 |
| MST | 105 | 62 | 56 | 59 | 68 | 350 |
| VOM | 292 | 423 | 411 | - | - | 1,126 |
| Total | 4,054 | 3,554 | 3,345 | 2,801 | 2,824 | 16,578 |

TABLE 17

Historical Starters for State Fiscal Year 2009 – 2013: Depicted

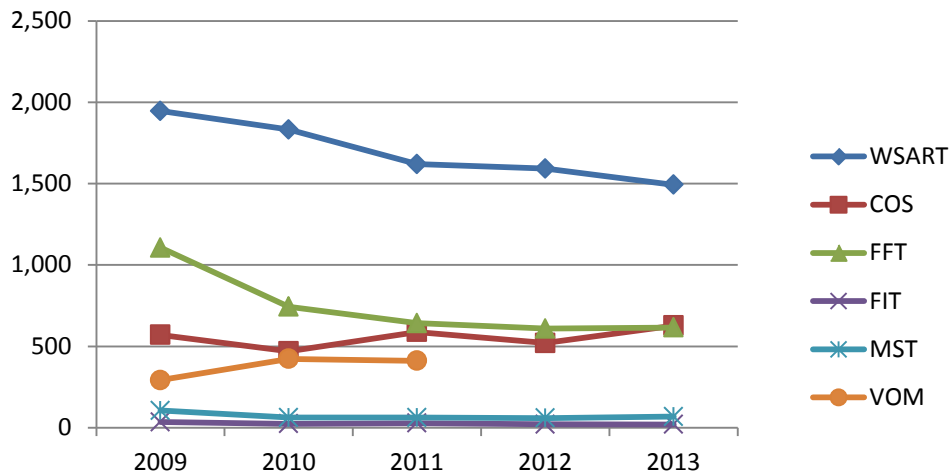


FIGURE 3

Evidence-Based Program Successful Completers

Successful Completers in Fiscal Year 2014

| Program | Frequency | Percent of All Successful Completers |
|----------------------------------|--------------|--------------------------------------|
| WSART | 747 | 47.8% |
| COS | 390 | 25.0% |
| FFT | 387 | 24.8% |
| FIT | 21 | 1.3% |
| MST | 17 | 1.1% |
| All Successful Completers | 1,562 | 100.0% |

TABLE 18

Table 18 displays successful completers by program. Between July 1, 2013 and June 30, 2014, the data identified 1,562 successful program completes across the state. There were 1,562 successful program completes, and 1,422 youth who successfully completed. The separation in number of completes compared to the number of youth who successfully completed a program is due to some youth completing more than one evidence-based program within the fiscal year.

Successful Completers in Fiscal Year 2014 by Gender

| Gender | Number or Percent of Starters within Gender | Evidence-Based Program | | | | | Totals |
|--------|---|------------------------|--------------|--------------|--------------|--------------|--------------|
| | | WSART | COS | FFT | FIT | MST | |
| Female | Number of Completers | 183 | 123 | 111 | 9 | 3 | 429 |
| | Percent of Completers | 24.5 | 31.5 | 28.7 | 42.9 | 17.6 | 27.5 |
| Male | Number of Completers | 564 | 267 | 276 | 12 | 14 | 1,133 |
| | Percent of Completers | 75.5 | 68.5 | 71.3 | 57.1 | 82.4 | 72.5 |
| Totals | All Completers | 747 | 390 | 387 | 21 | 17 | 1,562 |
| | Total Percent | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

TABLE 19

Successful Completers in Fiscal Year 2014 by Race

| Race | Number or Percent of Completers by Program | Evidence-Based Program | | | | | Totals |
|----------------------------------|--|------------------------|--------------|--------------|--------------|--------------|--------------|
| | | WSART | COS | FFT | FIT | MST | |
| Other / Unknown | Number of Completers | 7 | 4 | 4 | 1 | 0 | 16 |
| | Percent of Completers | 0.9 | 1.0 | 1.0 | 4.8 | 0.0 | 1.0 |
| White | Number of Completers | 483 | 268 | 270 | 9 | 6 | 1,036 |
| | Percent of Completers | 64.7 | 68.7 | 69.8 | 42.9 | 35.3 | 66.3 |
| Black / African American | Number of Completers | 96 | 52 | 51 | 9 | 3 | 211 |
| | Percent of Completers | 12.9 | 13.3 | 13.2 | 42.9 | 17.6 | 13.5 |
| American Indian / Alaskan Native | Number of Completers | 24 | 8 | 10 | 0 | 0 | 42 |
| | Percent of Completers | 3.2 | 2.1 | 2.6 | 0.0 | 0.0 | 2.7 |
| Asian | Number of Completers | 10 | 13 | 3 | 0 | 0 | 26 |
| | Percent of Completers | 1.3 | 3.3 | 0.8 | 0.0 | 0.0 | 1.7 |
| Native Hawaiian Pacific Islander | Number of Completers | 7 | 14 | 1 | 0 | 0 | 22 |
| | Percent of Completers | 0.9 | 3.6 | 0.3 | 0.0 | 0.0 | 1.4 |
| Hispanic / Latino | Number of Completers | 120 | 31 | 48 | 2 | 8 | 209 |
| | Percent of Completers | 16.1 | 7.9 | 12.4 | 9.5 | 47.1 | 13.4 |
| Totals | Number of Completers | 747 | 390 | 387 | 21 | 17 | 1,562 |
| | Total Percent | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

TABLE 20

Successful Completers in Fiscal Year 2014 by Risk Level

| Risk Level | Number or Percent of Risk Level by Program | Evidence-Based Program | | | | | Totals |
|------------|--|------------------------|-------------|-------------|------------|------------|--------------|
| | | WSART | COS | FFT | FIT | MST | |
| Unknown | Number of Completers | 2 | 0 | 2 | 0 | 0 | 4 |
| | Percent of Unknown Risk Level Completers | 50.0 | 0.0 | 50.0 | 0.0 | 0.0 | 100.0 |
| Low | Number of Completers | 2 | 382 | 0 | 0 | 0 | 384 |
| | Percent of Low Risk Level Completers | 0.5 | 99.5 | 0.0 | 0.0 | 0.0 | 100.0 |
| Moderate | Number of Completers | 350 | 8 | 170 | 3 | 0 | 531 |
| | Percent of Moderate Risk Level Completers | 65.9 | 1.5 | 32.0 | 0.6 | 0.0 | 100.0 |
| High | Number of Completers | 393 | 0 | 215 | 18 | 17 | 643 |
| | Percent of High Risk Level Completers | 61.1 | 0.0 | 33.4 | 2.8 | 2.6 | 100.0 |
| Totals | Number of Completers | 747 | 390 | 387 | 21 | 17 | 1562 |
| | Total Percent | 47.8 | 25.0 | 24.8 | 1.3 | 1.1 | 100.0 |

TABLE 21

Table 22 and Figure 4 provide information on evidence based program (EBP) successful completers from state fiscal year 2009 – 2013. The number of EBP successful completers was relatively steady until 2011 when they began to experience a slight decline. In 2013, COS and FIT experienced a reversal of this trend and saw a rise in their number of successful completers.

Historical Successful Completers for State Fiscal Year 2009 – 2013

| EBP | | 2009 | 2010 | 2011 | 2012 | 2013 | Total |
|-------|--------------|-------|-------|-------|-------|-------|-------|
| WSART | Completers | 1,064 | 1,119 | 1,065 | 1,047 | 935 | 5,230 |
| | Completion % | 75.0 | 74.9 | 68.4 | 70.4 | 70.6 | 71.9 |
| COS | Completers | 249 | 226 | 202 | 238 | 385 | 1,300 |
| | Completion % | 97.6 | 97.4 | 98.1 | 91.2 | 93.7 | 95.6 |
| FFT | Completers | 576 | 564 | 519 | 520 | 461 | 2,640 |
| | Completion % | 72.8 | 77.0 | 70.7 | 71.9 | 71.3 | 72.7 |
| FIT | Completers | 18 | 17 | 13 | 20 | 26 | 94 |
| | Completion % | 94.7 | 77.3 | 56.5 | 69.0 | 89.7 | 77.4 |
| MST | Completers | 52 | 44 | 50 | 50 | 36 | 232 |
| | Completion % | 72.2 | 66.7 | 68.5 | 68.5 | 73.5 | 69.9 |
| Total | Completers | 1,959 | 1,970 | 1,849 | 1,875 | 1,843 | 9,496 |
| | Completion % | 76.7 | 77.4 | 71.3 | 72.9 | 74.9 | 74.6 |

TABLE 22

Table 22 outlines historical successful completion rates by program. Low risk program participants (COS) successfully complete at a very high rate – 95.6%. The other moderate and high risk programs successfully complete their program participants, on average, between 69.9% (MST) and 77.4% (FIT) of the time.

Historical Successful Completers for State Fiscal Year 2009 – 2013: Depicted

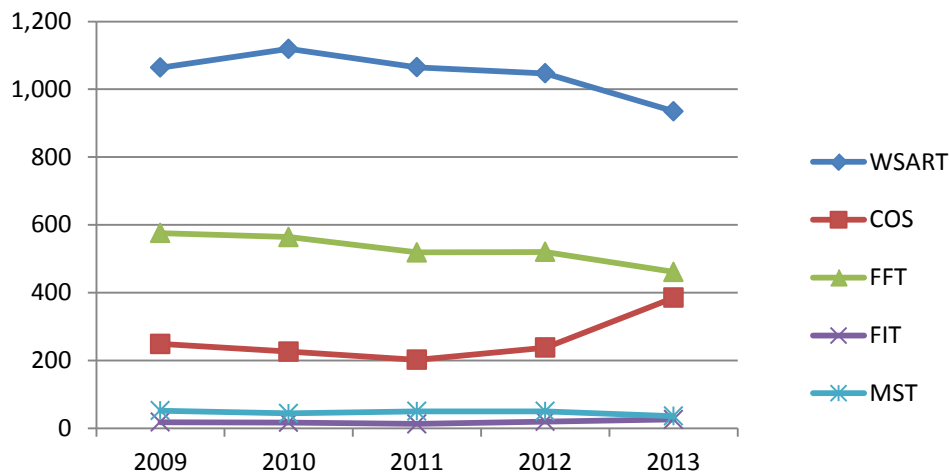


FIGURE 4

Eligible for an Evidence-Based Program but Did Not Start

There are many reasons why a youth is determined eligible for an EBP but does not start the program. Using PACT assessment data for youth who were determined eligible in fiscal years 2012 and 2013, the most common reason for youth not starting an EBP were:

1. Referred to other program
2. Never participated
3. Already involved in family counseling
4. Family refuses to participate

Overall, the majority of instances where a youth did not start a program were due to logistic or scheduling issues, such as being referred to a different program. A smaller proportion of youth either refused to participate or never attended the EBP. These findings would indicate a two-tiered approach to increasing EBP utilization. First, addressing the logistical barriers preventing youth from participating in evidence-based programs is necessary. Secondly, identifying means to motivate youth and families to participate in EBPs could decrease refusals and increase the number of program starts.

Started an Evidence-Based Program but Did Not Complete

Among youth who started an evidence-based program in fiscal years 2012 and 2013, but did not successfully complete the program, a majority did not complete due to the following reasons:

1. Lack of participation
2. Whereabouts unknown
3. Refused to participate in the service
4. Youth/family involved in other services

Similar to reasons that youth do not start an EBP, the primary reasons that youth do not successfully complete a program relate to two primary categories, logistical (such as involved in other services), and lack of buy-in or engagement with the program.

Evidence-Based Program Expenditures

Expenditures by Category for Fiscal Year 2014

| Programs | CJAA Expenditures | EBE Expenditures | Total Expenditures | Cost Per Participant |
|---------------|--------------------|--------------------|--------------------|----------------------|
| WSART | \$805,246 | \$1,053,710 | \$1,858,956 | \$1,428 |
| COS | \$212,848 | \$172,543 | \$385,391 | \$757 |
| FFT | \$427,033 | \$1,227,098 | \$1,654,131 | \$2,703 |
| FIT | \$0 | \$304,559 | \$304,559 | \$10,152 |
| MST | \$178,721 | \$195,153 | \$373,874 | \$8,497 |
| Totals | \$1,623,848 | \$2,953,063 | \$4,576,911 | \$1,833 |

TABLE 23

Table 23 represents program expenditure information as reported by the juvenile courts to JR by program by category – CJAA and Evidence-Based Expansion (EBE) for SFY 2014 – July 1, 2013 – June 30, 2014. The cost per participant is calculated by dividing the total expenditures in SFY 2014 by the total number of starters in SFY 2014.

Table 24 and Figure 5 provide information on evidence-based program expenditures from SFY 2009 – 2013. Since 2009 there has been a decline in FFT expenditures, which coincides with when state funding reductions began. The continued decline is likely due to the nature of FFT being a contracted service whereas WSART is primarily delivered by juvenile court staff. During difficult budget times it is common practice to eliminate contracted services in order to preserve employees. It does appear, however, that the decline has leveled off and in 2013 there were increases in COS, FFT and MST.

Expenditures for State Fiscal Year 2009 – 2013

| EBP | 2009 | 2010 | 2011 | 2012 | 2013 | Total |
|--------------|--------------------|--------------------|--------------------|--------------------|--------------------|---------------------|
| WSART | \$1,820,370 | \$2,138,668 | \$2,333,564 | \$2,069,966 | \$1,865,556 | \$10,228,124 |
| COS | \$173,677 | \$304,866 | \$290,631 | \$307,471 | \$375,268 | \$1,451,913 |
| FFT | \$2,961,899 | \$1,902,678 | \$1,742,227 | \$1,681,892 | \$1,903,519 | \$10,192,215 |
| FIT | \$261,124 | \$273,471 | \$284,227 | \$284,528 | \$282,200 | \$1,385,550 |
| MST | \$576,012 | \$314,788 | \$340,035 | \$348,373 | \$378,072 | \$1,957,280 |
| Total | \$5,793,082 | \$4,934,471 | \$4,990,684 | \$4,692,230 | \$4,804,615 | \$25,215,082 |

TABLE 24

Expenditures for State Fiscal Year 2009 – 2013: Depicted

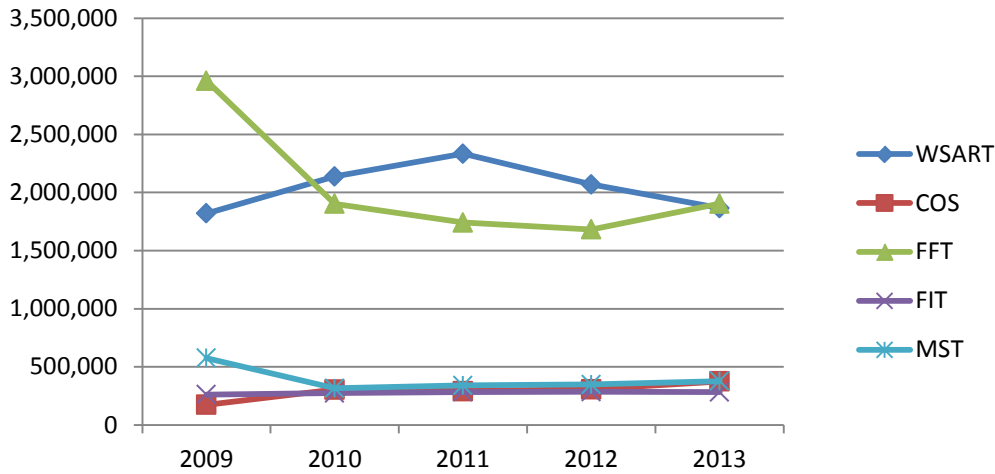


FIGURE 5

Promising Programs Starters

Promising Programs are those programs that have applied to the CJAA Advisory Committee, completed the Promising Program Guidelines, and received approval for “Promising Program” status by the CJAA Advisory Committee. The only current approved Promising Program is the Education, Employment and Training (EET) Program which is delivered in King County only.

Program Starters in State Fiscal Year 2014

| Promising Program | Count (N) |
|---|------------|
| Education Employment and Training (EET) | 115 |
| Total | 115 |

TABLE 25

Table 25 represents the number of King County Juvenile Court youth that started the program during SFY 2014 – July 1, 2013 – June 30, 2014.

Promising Program Expenditures

Expenditures by Category for Fiscal Year 2014

| Promising Program | Expenditures | Cost per Participant |
|---|------------------|----------------------|
| Education Employment and Training (EET) | \$440,638 | \$3,832 |
| Total | \$440,638 | \$3,832 |

TABLE 26

Table 26 represents program expenditure information as reported by King County Juvenile Court to JR for SFY 2014 – July 1, 2013 – June 30, 2014. The cost per participant is calculated by dividing the total expenditures in SFY 2014 by the total number of starters in SFY 2014.

Tribal Evidence-Based Programs

In September 1999, JR initiated discussions with the Department of Social and Health Services' Indian Policy Advisory Committee to implement elements of effective juvenile justice programs for court-involved tribal youth through CJAA grant opportunities.

Since then, JR has provided CJAA grant opportunities to federally recognized tribes and Recognized American Indian Organizations to implement programs with research-based components. Twenty-nine tribes and four Recognized American Indian Organizations are eligible for funds. For July 1, 2013, through June 30, 2014, sixteen tribes and one Recognized American Indian Organizations applied for and received \$9,233 each to implement a researched-based intervention with court-involved tribal youth. It was reported that approximately 200 Native American youth involved with tribal or county juvenile court programs are served in these projects.

Data Review, Analysis, and Research

As the work continues to increase the availability of evidence-based and research based programs, it is essential that funding for program expansion include funds necessary to conduct research on those programs that fall into the category of promising or research based. Strong data analysis regarding youth within the juvenile justice system will improve the system's ability to select programs that work.

A broader array of well-designed and effective programs is necessary in order to respond to the needs of those youth that are not being reached by the current menu of programs. The juvenile justice system is not yet in a position to fully respond with programs designed to meet the needs of youth based on cultural differences or on differences in the complexity of youth needs.

At a minimum, future steps to expand the menu of evidence-based programs must include costs for:

- the direct service to youth and their families;
- program quality assurance and monitoring model fidelity;
- evaluation of the impacts of those programs that have not yet demonstrated, through rigorous research, evidence of their effectiveness.

Costs for these items will vary by program. Choosing which programs to prioritize for implementation will require additional data analysis about the risks and needs of youth in the juvenile justice system. Special consideration should be made for youth that appear to have needs that are not met by the current available programs.

Juvenile Rehabilitation and the juvenile courts understand the importance of having dedicated resources for data review, analysis and research. As a result they have partnered together by pooling their resources to fund a .5 FTE with AOC to oversee the juvenile court probation reporting of evidence-based programming. For the juvenile courts, the funding for this position had to come from direct service dollars. Data informed decision making is critical in the forward movement of evidence or research based programming and having this resource back in place has been crucial for the juvenile courts. This resource, however, is only funded through SFY 2015, and is again at risk of going away if additional funding isn't made available to support it.

Research Needs and Conclusions

For nearly 15 years the Washington State Legislature has been committed to the ongoing prioritization of evidence-based programming for the juvenile justice system. More recently, pursuant to House Bill 2536, this effort has been enlarged to include a similar emphasis for different systems of care including children in the mental health and child welfare systems. Because of the legislature's support to date, and the work of juvenile justice agencies, Washington State is perceived as a national leader in the areas of providing evidence-based programs in juvenile justice and for the quality assurance structure created to ensure the programs are implemented and maintained to create positive results for the youth served.

The continued success and expansion of this evidence focused juvenile justice system depends on the ongoing support of those who govern directional and budgetary decisions. It is time for Washington State to expand beyond implementation, maintenance and quality assurance monitoring of our programs. The next phase of our commitment includes the ability to evaluate in detail our current menu of evidence-based programs and make data driven decisions regarding possible new programs that could meet the needs of those children with whom we have yet to succeed. Without a commitment to research support for evidence-based programs in juvenile justice the current system of care will become outdated, unresponsive to important new information, and ultimately less successful. To continue to use funding identified for direct service of programs to support this necessary piece of the overall picture translates into fewer and fewer youth getting into programs and defeating the purpose of this evidence-based journey.

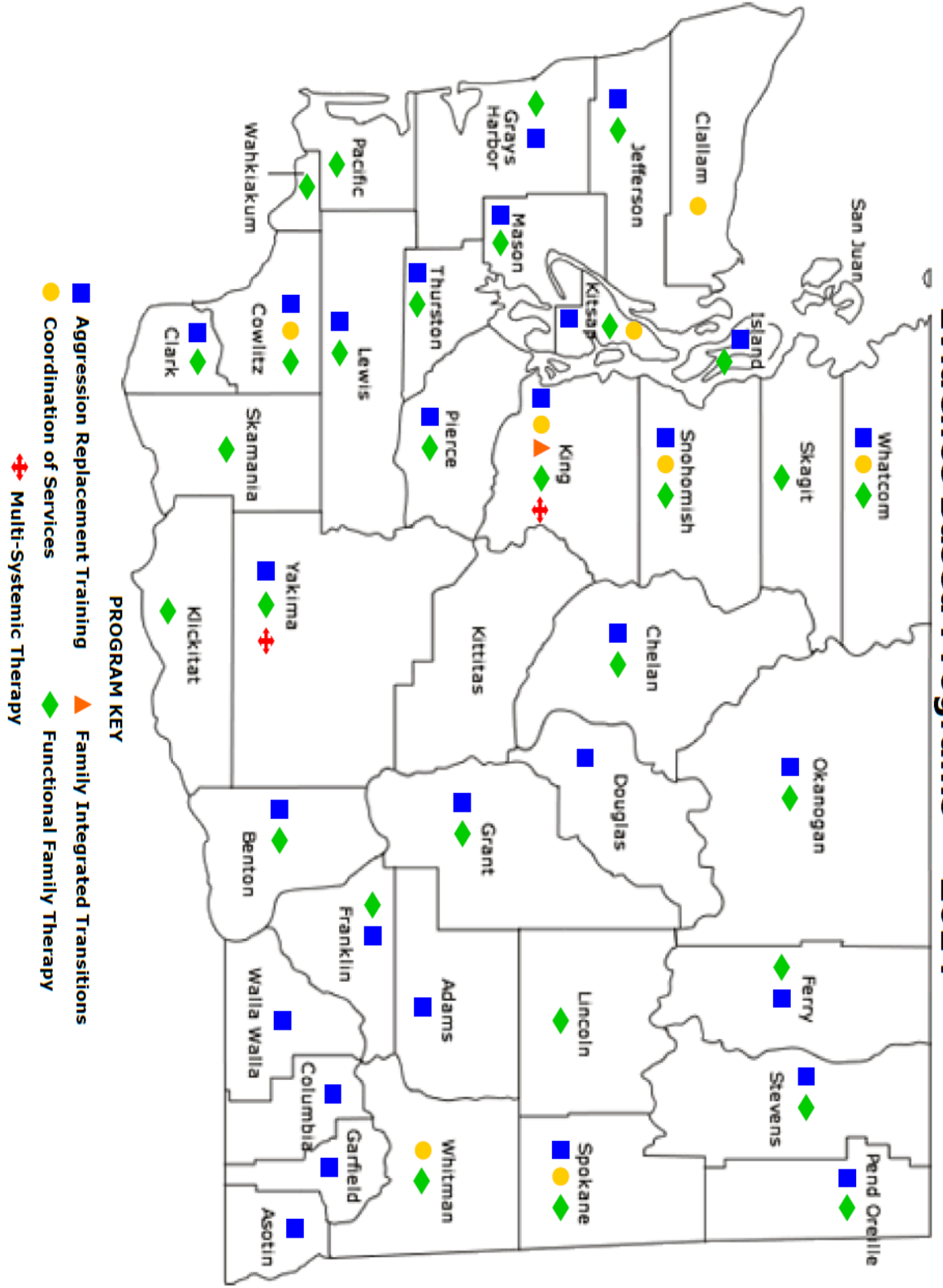
Currently, the funds allocated for juvenile justice evidenced based programs are fully dedicated to program delivery and its quality assurance structure. A strong research foundation is needed that will help lawmakers determine if Washington State is maximizing its tax dollars to reduce crime. State professionals in both juvenile courts and JR identify this as an important priority.

While the current need for responsive research in juvenile justice is critical, it is only a part of a long-term strategy that can serve not only legislators and juvenile

justice professionals but also other systems of care in earlier phases of providing evidence-based programs to their consumers. All systems should be able to take advantage of truths learned by the implementation of EBPs in the juvenile justice system: these programs cannot thrive on their own; trained and competent professionals create positive outcomes with youth and families, sustained support for quality assurance is critical, and an ongoing commitment to research is essential.

Washington State County Juvenile Courts Evidence Based Programs — 2014

Attachment A



List of Acronyms and Terms

- **AOC:** Administrative Office of the Courts
- **CJAA:** Community Juvenile Accountability Act. State-funded program that supports evidence-based treatment for youth on probation in the juvenile courts.
- **COS:** Coordination of Services. An evidence-based program that provides an educational program to low-risk juvenile offenders and their parents.
- **DMC:** Disproportionate Minority Contact
- **DSHS:** Department of Social and Health Services
- **EBE:** Evidence-Based Expansion
- **EBP:** Evidence-Based Program. A program that has been rigorously evaluated and has shown effectiveness at addressing particular outcomes such as reduced crime, child abuse and neglect, or substance abuse. These programs often have a cost benefit to taxpayers.
- **FFT:** Functional Family Therapy. A family therapy program that lasts an average of four months. This program has been shown to reduce felony recidivism and focuses on helping families improve youth behavior and reducing family conflict.
- **FIT:** Family Integration Transitions program. A version of Multi-Systemic Therapy that is an evidence-based family intervention model for youth with co-occurring disorders.
- **JJ&RA:** Juvenile Justice and Rehabilitation Administration. The Department of Social and Health Services administration responsible for the Juvenile Rehabilitation program court-committed juvenile offender rehabilitation.
- **JR:** Juvenile Rehabilitation. The program area within the Juvenile Justice and Rehabilitation Administration responsible for rehabilitation of court-committed juvenile offenders.
- **ISD:** Information Services Division
- **MST:** Multi-Systemic Therapy. An evidence-based family treatment model that reduces juvenile offender recidivism.

- **SFY:** State Fiscal Year
- **PACT:** Positive Achievement Change Tool (PACT) assessment. The PACT is a 126-item, multiple choice assessment instrument which produces risk level scores measuring a juvenile's risk of re-offending
- **WAJCA:** Washington Association of Juvenile Court Administrators.
- **WSART:** Washington State Aggression Replacement Training. A Cognitive Behavior Therapy program using skill building that has been rigorously evaluated and reduces recidivism with juvenile offenders.
- **WSCCR:** The Washington State Center for Court Research is the research arm of the Administrative Office of the Courts. It was established in 2004 by order of the Washington State Supreme Court.
- **WSIPP:** Washington State Institute for Public Policy.