



Road map to

Zero Youth Detention



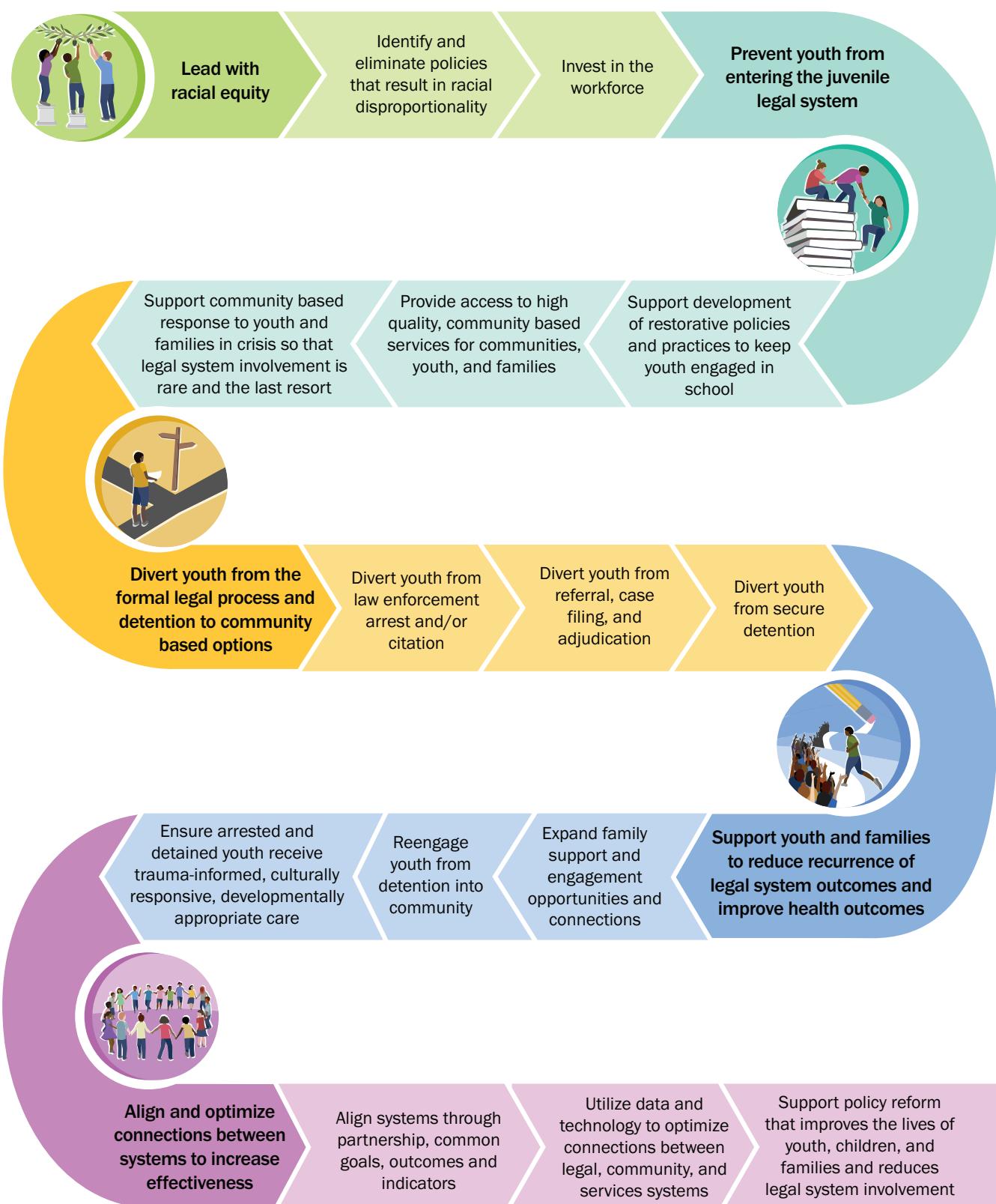


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Executive Summary

In his 2017 State of the County speech, King County Executive Dow Constantine stated:

Zero detention as a goal is an accountability measure. It compels us to ask in each case: How can we provide justice for the victim, and protect the community from further harm, while ensuring the best chance at redemption for this young person? Is there a disproportionate impact here, and is that about bias in the justice system, or about bias in the broader society...And, critically, it forces us to ask: What can we do for the next generation, to ensure a different outcome?

As called for by King County Executive Dow Constantine, this report, hereafter referred to as “the Road Map,” is a strategic plan to not just further reduce the use of secure detention for youth in King County, but to launch this county on the journey to eliminate it.

The Road Map to Zero Youth Detention makes the case for why getting to zero is essential.

It outlines practical solutions informed by communities. Solutions that are designed to improve community safety and help young people thrive. Solutions that keep youth from entering the juvenile legal system or diverting them from further juvenile legal system involvement. Solutions that support strong communities.

Research documented in this Road Map finds:

- Youth and families of color are at higher risk of becoming involved in the juvenile legal system due in large part to the cumulative disadvantages they experience resulting from systemic racism and bias.
- Despite deep reductions in the use of secure detention for all youth in King County since 1999, racial disproportionality has worsened.
- Most youth have a better chance at a positive adulthood when they don’t interact with the juvenile legal system.
- There is little relationship between youth incarceration and overall youth crime in the community.
- Most crime victims prefer investments in programs for at-risk youth, community supervision, and holding people accountable through means other than incarceration.
- Restorative justice has been shown to reduce recidivism and produce greater satisfaction for most victims of crime.
- The normal process of adolescent brain development is to make risky choices for a period of time before reaching adulthood.
- Expanding and supporting positive youth development services to youth and families in their communities holds the most promise to keep youth from encountering the legal system.

The journey to Zero Youth Detention means carefully expanding the range of community-based diversion options until it becomes the primary response for most youth who come into contact with the legal system.

More immediate, accountable, culturally responsive, family-oriented, and developmentally appropriate responses will result in safer communities and more resilient youth. Youth who are better able to stay on the path to a happy, healthy, safe, and thriving adulthood.

The journey to Zero Youth Detention is only possible through close partnership and collaboration with systems such as school districts; child welfare; law enforcement agencies; physical and behavioral health; and housing systems.

King County and its partners have been reducing the use of secure detention for 20 years. The next reductions in the use of detention will come as a result of intentional collaboration with communities, law enforcement, schools, and the behavioral health system, among other partners. Since most of these systems and entities are not part of King County government, the Road Map highlights the different roles King County can play to bring these systems and communities together to support and advance the strategies and actions outlined in this report.

Because of the structural limitations on the County's General Fund revenue imposed by the State, the County will actively seek partnerships with community, philanthropy, higher education, the state, local jurisdictions, and the private sector to support and expand the work of Zero Youth Detention.

The objectives, strategies, and action items in this Road Map have come through many avenues.

They're drawn from community developed, community led, or community informed recommendations provided to the County over the last few years. They are informed from community engagement sessions in impacted communities; from individual interviews with youth and families involved in the juvenile legal system; and from juvenile legal system employees. They are informed by experts in brain science, adolescent development, trauma-informed treatment, and resilience. The goals and principles of the King County 2016-2022 Equity and Justice Strategic Plan are foundational to the Road Map.

The Road Map is structured into three levels:

- Objectives: Five overarching goals of Zero Youth Detention
- Strategies: Means for achieving the objectives
- Action Items: Specific steps or tactics to move the needle on strategies and objectives

The work called for in this document is undertaken in collaboration with legal system leaders to continue juvenile legal system reform and improvements already underway in King County.^{1,2}

This Road Map reflects the broad spectrum of roles, responsibilities, and perspectives of those who oversee, operate, and support King County's juvenile legal system.³ The nature of the issues involved with the juvenile legal system necessarily generates divergence in opinion and view. Thus, while there is consensus on a great deal of the recommendations and findings in the report and support for the direction of the Road Map, not all juvenile legal system actors are in agreement on every aspect of this report.

An overview of the objectives, strategies, and action items is included on the following pages.

Please note that only a sample of action items are included in the executive summary.

¹ The term "legal system" includes youth not only the criminal legal system, but also children and families involved with the child welfare dependency system, children in need of services, at risk youth, and/or school truancy matters.

² Due to historic injustices and inequities experienced in the "justice system" by people of color, people living in poverty, immigrants and refugees, people living with disabilities, and those who identify as lesbian, gay, bisexual, transgender, and queer, the Zero Youth Detention project and this Road Map uses the term "legal system" instead of "justice system."

³ King County Executive, King County Superior Court, King County Prosecutor, King County Sheriff, and the King County Department of Public Defense.

Objective 1: Lead with racial equity

By leading with racial justice in the work of Zero Youth Detention, all stakeholders involved with the juvenile legal system are being called to commit to addressing systemic institutional racism and bias and to align efforts through this deeply challenging work.

Strategies:

- A. Identify and eliminate policies that result in racial disproportionality
- B. Invest in the workforce⁴

The strategies and action items for this objective recognize that, to eliminate the policies and practices that result in racial disproportionality, King County's workforce must be supported to continue and expand their work in solidarity with creating systems that lead to happy, healthy, safe, and thriving youth and families.

Action items include:

- Implement a racial equity impact analysis on current and future policies and practices
- Set racial equity improvement goals, providing cross agency and system access to regular reports and data
- Emphasize and expand the recruitment, hiring, and retention of culturally reflective staff at all levels
- Expand culturally responsive trainings for all who interface with legal system involved youth

Objective 2: Prevent youth from entering the juvenile legal system by focusing upstream and on systems to have the greatest impact

This objective recognizes partnership between youth and families, schools and communities, and the County is needed to enhance positive youth development and help position the youth on a healthy life course.

Strategies:

- A. Support development of restorative policies and practices to keep youth engaged in school
- B. Provide access to high quality, community based services for youth and families
- C. Support community based response to youth and families in crisis so that legal system involvement is rare and the last resort

Understanding adolescent brain development, protective factors, and the role of resilience is foundational to upstream prevention efforts for youth.

Action items include:

- Convene school partners to improve school discipline practices
- Continue and grow sustained investments in robust community options to serve high needs youth and families
- Expand culturally responsive evidence based and/or promising behavioral health practices for youth outside of and prior to involvement with the juvenile legal system
- Modify existing crisis intervention training for law enforcement to include specific modules on adolescent brain development and skills for addressing youth in crisis

⁴ Workforce in the Road Map references King County employees.

Objective 3: Divert youth from further law enforcement, formal legal processes, and secure detention into community based options

This objective calls on legal system partners and community to work together to create an effective continuum of community-based approaches, accessed at different points in the juvenile legal process, that provide for community safety and for the developmental needs of youth.

Strategies:

- A.** Divert youth from law enforcement arrest and/or citation
- B.** Divert youth from referral, case filing, and adjudication
- C.** Divert youth from secure detention

Diverting youth out of the juvenile legal system, or to the least restrictive environment based on their individual needs while ensuring community safety, is usually in the best interest of youth.

Action items include:

- Convene law enforcement and communities to develop and test alternative responses to formal arrest
- Expand Community Empowered Disposition Alternative and Resolution (CEDAR) program, an “expedited” case processing track
- Partner with community providers to expand use of electronic home monitoring (EHM) for youth

Objective 4: Support youth and families to reduce recurrence of legal system involvement and increase healthy outcomes

The objective recognizes that young people who remain in their own community generally have better outcomes after contact with the juvenile legal system. However, when community-based resources are not a viable option and a youth must be placed in secure detention as a last resort, family engagement and reentry supports are essential.

Strategies:

- A.** Expand family engagement opportunities and connections
- B.** Reengage youth from detention into community
- C.** Ensure detained youth receive trauma-informed, culturally responsive, and developmentally appropriate care and services

Support youth and their family in their communities so that they achieve their full potential; youth do not return to the legal system; negative impacts to their lives are minimized; and their inherent strengths and skills are promoted.

Action items include:

- Continue to expand visitation access to youth in detention
- Link youth exiting detention and their families with community ambassadors, credible messengers, community navigators and mentors and other supports

- Explore and pilot probation models that incorporate the principles of adolescent development
- Provide professional development training on trauma-informed care, adolescent brain development, implicit bias, undoing systemic racism, and other best practices to all county staff serving youth

Objective 5: Align and optimize connections between systems to increase effectiveness

When systems work together, the people they serve benefit. This objective recognizes that youth and families are often served by multiple systems and more can be done between and among systems to better coordinate.

Strategies:

- A.** Align systems through common goals, outcomes, and indicators
- B.** Utilize data and technology to optimize connections between legal, community, and services systems
- C.** Support policy reform that improves the lives of youth, children, and families and reduces legal system involvement

Action items include:

- Jointly develop legal system related outcomes for children and youth across King County government executive departments and separately elected entities
- Integrate child welfare and dependency outcomes into juvenile legal strategies and programming
- Renew/reform Uniting for Youth collective action table to actively collaborate on, monitor, and address outcomes; and add labor representatives to table
- Support, enhance, and expand data sharing between and among King County departments and agencies and community
- Support state legislation that provides state funding for youth to access behavioral health services before coming into contact with the juvenile legal system, including adding inpatient behavioral health treatment beds

Measuring Impact.

The Road Map includes initial baseline metrics for the first four objectives; metrics for measuring impact of Objective 5 are not included in this report. They will be developed and incorporated in the next phase of Zero Youth Detention work. As specific strategies, policies, and practices are implemented, definitions of success will be identified along with measures and targets for further analyzing the impact and progress of the Zero Youth Detention work. Reporting on the progress toward objectives and adjustments to this plan will be accomplished through the establishment of a Zero Youth Detention data dashboard and through required reports due to the King County Council each June through 2021 regarding the County's efforts to reduce the use of secure detention.

Community and Employee Engagement.

A wide array of perspectives were sought on the development of this Road Map from across the county, with a particular emphasis on those most impacted by the juvenile legal system. The insights of King County employees were also sought to inform this work. The format of engagement included community meetings and focus groups, employee focus groups, digital surveys, and case examples from those involved in the juvenile legal system:

- 182 community members participated in community meetings and focus groups, with 79 employees participating in employee focus groups
- 2,132 King County residents and 142 employees responded to the digital survey
- 19 parents or guardians and 12 youth participated in case examples

Clear challenges come with undertaking Zero Youth Detention work.

It is difficult and it is complex. The lack of behavioral health resources, strained community capacity, the County's structural deficit and lack of resources, the resistance of some organizations to embrace and manage change, and the polarization of public opinion are some of the broad challenges involved with Zero Youth Detention. Better data is needed. Underscoring these challenges is the reality that there is no recipe for success. This work is at the forefront of innovative public policy.

Zero Youth Detention is a bold, complex, and difficult to achieve goal.

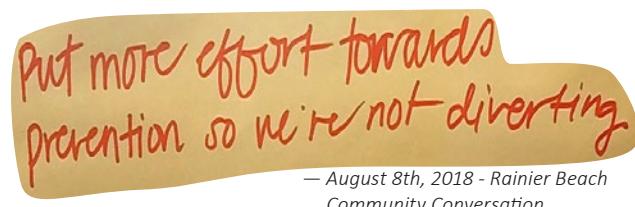
It is also a goal that may be misunderstood as reducing accountability for youth, risking community safety, or ignoring the needs of youth and families in crisis. The objectives, strategies, and actions outlined in this Road Map reflect the opposite. This strategic plan is also a Road Map to Stronger Accountability and Community Safety, a Road Map to Better Youth & Family Outcomes, and a Road Map to Eliminate Racial Disproportionality in Secure Detention. All of these are the expected milestones of this journey.

This Road Map is a work in progress.

The Road Map's ultimate destination is Zero Youth Detention, but the journey itself is expected to yield changes in systems, policies, and services leading to better outcomes for youth and communities. To drive this work, King County is using the public health approach for Zero Youth Detention, bringing together community and system partners guided by the latest science on positive youth development to understand and implement what best promotes the well-being of youth and families and community safety. In addition to the work already underway and the investments the Executive is recommending in the 2019-2020 budget, the next phase of work will accelerate the actions in the Road Map. Next steps include identifying potential funding sources; convening and consulting with community, employee, and labor partners; developing metrics, and reporting on progress.

Introduction

These recommendations have come through many avenues: drawn from community developed, community led, or community informed recommendations provided to the County over the last few years⁵. They were informed from recent community engagement sessions; from individual interviews with youth and families involved in the juvenile legal system; and from juvenile legal system employees through employee focus groups. The recommendations in this Road Map are informed by experts in brain science, adolescent development, trauma-informed treatment, and resilience. They build on goals and principles of the King County 2016-2022 Equity and Justice Strategic Plan⁶. It is important to note that is a work in progress. It will be updated and revised based on programmatic outcomes, available funding and new data and evolving science, along with community and employee guidance and input.



Please note that feedback gathered from youth and families who participated in community engagement sessions are included throughout this document, shown in their own words.

In addition, quotes from case examples from youth and families are included throughout the document with their permission. Names have been changed and identifying details removed.

A glossary of terms used in this document is included as Appendix A.

This Road Map reflects the broad spectrum of roles, responsibilities, and perspectives of those who oversee, operate, and support King County's juvenile legal system.⁷ The nature of the issues involved with the juvenile legal system necessarily generates divergence in opinion and view. Thus, while there is while there is consensus on a great deal of the recommendations and findings in the report and support for the direction of the Road Map, not all juvenile legal system actors are in agreement on every aspect of this report.

The objectives, strategies, and action items in this plan reflect, build on, and expand the exceptional, innovative work by community partners and organizations, Superior Court, the Prosecuting Attorney's Office, and executive departments in collaboration with employees. Moreover, the recommendations set the stage to eliminate racial disproportionality in secure detention; improve prevention and diversion efforts so that, until detention is eliminated, it is the last resort; and provide more effective services, and support better life course outcomes for the youth and families served by the juvenile legal system of King County.

This strategic plan is King County's map of the journey toward Zero Youth Detention.

⁵ 2017 Juvenile Justice Steering Committee Recommendations - Appendix B
2018 Juvenile Justice Steering Committee Diversion Recommendations - Appendix C
Youth Action Plan. https://www.kingcounty.gov/~/media/Council/documents/Issues/YAP/King_County_Youth_Action_Plan.ashx?la=en
Treehouse/TeamChild Big Shift Policy Paper - Appendix D
Community Consortium Recommendations - Appendix E
Trupin, Eric. (2017). *Working to Reduce the Use of Secure Confinement: A review of King County's Children and Family Justice Center*

⁶ King County Equity and Social Justice Strategic Plan 2016-2022. .
<https://kingcounty.gov/elected/executive/equity-social-justice/strategic-plan.aspx>

⁷ King County Executive, King County Superior Court, King County Prosecutor, King County Sheriff, and the King County Department of Public Defense.

Acknowledgements

This report reflects the investment of hours of time, energy, and hard work by a number of committed individuals.

The King County Zero Youth Detention Interbranch Team performed the research and brought the expertise to develop and compile this report: Jesse Anderson, Rhonda Berry, Sheila Capestan, Dr. Meg Cary, Zac Davis, Lea Ennis, Michael Gedeon, Cristina Gonzalez, Patrick Hamacher, Elizabeth Haumann Ford, Jimmy Hung, Celia Jackson, Natasha Jones, Pam Jones, Martine Kaiser, Anita Khandelwal, Carla Lee, Kapena Pflum, Claudia Pineda Reyes, Jorene Reiber, Denise Rothleutner, Elly Slakie, Marcus Stubblefield, Stephan Thomas, Angela Toussaint, David Topaz, Matias Valenzuela, and Sarah Wilhelm. Thanks to Isabelle Celentano for the report's graphic design.

Special thanks go to the numerous organizations and individuals who participated in focus groups, interviews, and community conversations, provided recommendations, and responded to surveys. A further debt of gratitude is due to the Juvenile Justice Equity Steering Committee and the Children and Youth Advisory Board whose guidance was clear and unwavering. The broad, county-wide, comprehensive perspective this report contains would not have been possible but for the dedication of those individuals and organizations.

This work builds upon the efforts of other King County efforts and initiatives, including but not limited to the Veterans, Seniors and Human Services Levy; the Mental Illness and Drug Dependency Action Plan; Best Starts for Kids, and the Youth Action Plan. Thank you to the King County and community leaders working every day to help the residents of Martin Luther King Junior County reach their full potential.

A final, huge thank you to Kelli Carroll, Director of Special Projects in the Office of King County Executive Dow Constantine, who led and guided this project.

Why the Road Map is Necessary

Driven by research, data, and an evolving understanding of youth development and the impact of detention on youth and community safety; ignited by the need to confront and work to undo systemic racism and biases; and, in recognition that much is being done across the county and region to better serve youth and families, this Road Map unites and focuses an array of efforts. It is a collaboration platform for internal County partners, and an invitation to external stakeholders and communities to work in partnership. It expresses the priorities and values of one King County working together for public good.

Better Outcomes for Youth and Safer Communities

The research is clear: youth have a better chance at a positive adulthood when they don't interact with the juvenile legal system. A report from the Justice Policy Institute aggregating national data states:⁸

- Literature review of youth corrections shows that detention has a profoundly negative impact on young people's mental and physical well-being, their education, and their employment.
- One study found that for one-third of incarcerated youth diagnosed with depression, the onset of the depression occurred after they began their incarceration, and another suggests that poor mental health, and the conditions of confinement together conspire to make it more likely that incarcerated teens will engage in suicide and self-harm.
- Economists have shown that the process of incarcerating youth will reduce their future earnings and their ability to remain in the workforce, and could change formerly detained youth into less stable employees.
- Educational researchers have found that upwards of 40 percent of incarcerated youth have a learning disability, and they will face significant challenges returning to school after they leave detention.
- Research suggests that the experience of detention may make it more likely that youth will continue to engage in delinquent behavior, and that the detention experience may increase the odds that youth will recidivate, further compromising public safety.

WHAT VICTIMS SAY

By a margin of 7 to 1, victims prefer increased investments in crime prevention and programs for at-risk youth over more investments in prisons and jails.

By a margin of 2 to 1, victims prefer more investment in community supervision, such as probation and parole, to more investment in prisons and jails.

By a margin of 3 to 1, victims prefer holding people accountable through options beyond just prison, such as rehabilitation, mental health treatment, drug treatment, community supervision, or community service.

- Crime Survivors Speak
Alliance for Safety and Justice

⁸ Justice Policy Institute (2006). *The Dangers of Detention*.
http://www.justicepolicy.org/images/upload/06-11 REP_DangersOfDetention_JJ.pdf

Research shows that there is little relationship between youth incarceration and overall youth crime in the community:
“Incarceration of youth...is often viewed as a necessary means of public protection, (and) research indicates that it is not an effective option in terms of either cost or outcome.”⁹

King County’s experience in many ways mirrors this research. It has made many improvements in line with research. The use of secure detention has decreased by 77 percent from 1998 to 2017. During that time, the number of felony offender cases – which are the more serious ones from a community safety perspective – filed in King County have decreased by 75 percent.¹⁰

Throughout the development of the path to Zero Youth Detention, the question of what Zero Youth Detention implies for victims has arisen. A national survey of crime survivors conducted by the Alliance for Safety and Justice finds that most crime victims prefer investments in programs for at-risk youth, community supervision, and holding people accountable through means other than incarceration.¹¹

A key component of Zero Youth Detention is that accountability for harmful behavior happens swiftly and in a restorative way. Restorative justice practices focus on repairing harm through reconciliation of all parties impacted. It starts the process of healing and transformation for both the individual who was harmed and the individual who caused the harm. The concept of restorative justice brings those harmed by criminal behavior, those who cause the harm, and the larger involved community together to discuss how they have been affected by the behavior and to decide what should be done to repair the harm. When done most effectively, restorative justice is a community-based approach to accountability, safety, and healing. Restorative justice has been shown to reduce recidivism and produce greater satisfaction for victims of crime.^{12,13} It is discussed in more detail on page 19.

The Road Map includes practical solutions undertaken in partnership with communities and systems that are designed to improve community safety and help young people thrive by keeping them from entering the juvenile legal system, diverting them from further juvenile legal system involvement, and supporting strong communities.

ZERO YOUTH DETENTION THEORY OF CHANGE

By partnering with and maximizing strengths of youth and families in community and limiting legal system involvement in the lives of youth, community safety is enhanced and King County’s youth have the opportunity to be happy, healthy, safe, and thriving.

⁹ Lambie, Ian, Randell, Isabelle (2013). *The Impact of Incarceration on Juvenile Offenders*. Auckland, NZ. *Clinical Psychology Review*, 33: 448-459. http://www.academia.edu/29633592/The_impact_of_incarceration_on_juvenile_offenders

¹⁰ Data provided by the Office of Performance, Strategy and Budget.

¹¹ Crime Survivors Speak (2016). Alliance for Safety and Justice. Washington, DC. <https://allianceforsafetyandjustice.org/crimesurvivorspeak/>

¹² Effectiveness of Restorative Justice Programs (2017). U.S. Department of Justice. <https://www.ncjrs.gov/pdffiles1/ojjdp/grants/250995.pdf>

¹³ Bouffard, Jeff et al. (2016). *The Effectiveness of Various Restorative Justice Interventions on Recidivism Outcomes among Juvenile Offenders*. *Journal of Youth Violence and Juvenile Justice*, Volume: 15 issue: 4. <http://journals.sagepub.com/doi/pdf/10.1177/1541204016647428>

Historical and Current Systemic Inequities & Racial Disproportionality

Any discussion of criminal “justice” and social service systems occurs in the context of historic and present day systemic racism whose remnants – seen and unseen – affect how these systems operate today. The effects of this are evident in the persistent racial disproportionality experienced by people of color with all systems and structures including housing, education, economics, and the juvenile legal system.¹⁴

Youth and families of color are at higher risk of becoming involved in the juvenile legal system due in large part to the cumulative disadvantages they have experienced.^{15,16,17} White, heterosexual, and cisgender youth from intact families who speak English and were born and raised in this country have the advantages of public services built to serve people with their demographics by people who mirror their social identities.¹⁸ Although all families that are involved with the juvenile legal system experience conflict and crisis, youth of color have specific experiences of marginalization from social institutions that are different than White youth.^{19,20} Research shows that youth of color also experience over-policing and oppression in ways White youth do not.^{21,22,23} The consequences of generations of people who are treated in this way results in cumulative disadvantages. Absent the Determinants of Equity, the broad social, physical, and economic conditions that contribute to or reduce peoples’ ability to thrive, youth of color and their families suffer, including becoming involved with the juvenile legal system. In this context, the cultural tendency is to blame the people who have been victimized by the negligence of systemic infrastructure. Without *intentionally* taking measures to recognize and address this history and its legacy, progress on the road to Zero Youth Detention will be significantly limited. Please see Appendix G for more information on the Determinants of Equity.

King County’s experience with juvenile legal reform illustrates this point. During the over nearly 20 years of reform work with its partners, King County has seen remarkable reductions in the use of secure detention and the number of cases referred to and filed in juvenile court. In absolute numbers, the number of youth of color

¹⁴ For further information on the context of systemic racism, please see Appendix F.

¹⁵ Mental Health America. (2010-2014). *Black and African American Communities and Mental Health*. <http://www.mentalhealthamerica.net/african-american-mental-health>

¹⁶ Badger, Emily, et al. *The New York Times*. (2018). *Extensive Data Shows Punishing Reach of Racism for Black Boys*. <https://www.nytimes.com/interactive/2018/03/19/upshot/race-class-white-and-black-men.html>

¹⁷ Gross, Samuel, et al. (2017). *Race and Wrongful Convictions in the United States*. National Registry of Exonerations. http://www.law.umich.edu/special/exoneration/Documents/Race_and_Wrongful_Convictions.pdf

¹⁸ “Cisgender” is a term for someone who exclusively identifies as their sex assigned at birth. The term cisgender is not indicative of gender expression, sexual orientation, hormonal makeup, physical anatomy, or how one is perceived in daily life.

¹⁹ S. Nurius, Paula & Prince, Dana & Rocha, Anita. (2015). *Cumulative Disadvantage and Youth Well-Being: A Multi-Domain Examination with Life Course Implications*. *Child and Adolescent Social Work Journal*. 32. 10.1007/s10560-015-0396-2. https://www.researchgate.net/publication/276126483_Cumulative_Disadvantage_and_Youth_Well-Being_A_Multi-Domain_Examination_with_Life_Course_Implications

²⁰ Although youth of color and those from intersecting identities have different cultural experiences, ethnic minorities experience injustice because they are not white.

²¹ Ross CT (2015). *A Multi-Level Bayesian Analysis of Racial Bias in Police Shootings at the County-Level in the United States, 2011–2014*. *PLoS ONE* 10(11): e0141854. <https://journals.plos.org/plosone/article?id=10.1371/journal.pone.0141854> <https://doi.org/10.1371/journal.pone.0141854>

²² Crutchfield RD, Skinner ML, Haggerty KP, McGlynn A, Catalano RF. *Racial Disparity in Police Contacts*. *Race and Justice*. 2012; 2(3):10.1177/2153368712448063. doi:10.1177/2153368712448063.

²³ Gase LN, Glenn BA, Gomez LM, Kuo T, Inkelaar M, Ponce NA. *Understanding Racial and Ethnic Disparities in Arrest: The Role of Individual, Home, School, and Community Characteristics*. *Race and social problems*. 2016; 8(4):296-312. doi:10.1007/s12552-016-9183-8.

in detention is much lower than 20 years ago. Yet, despite the reduced detention population over this period, racial disproportionality worsened, as shown in Tables 1 and 2 below. The County's past efforts, which were aligned with national best practices at the time, were not able to successfully address the needs of youth of color or the underlying causes of disproportionality.

- **Diversion Alternatives**
 - After school monitoring and tutoring programs
 - NO police officers at schools.
 - In school interventions/resolutions
 - crisis specialist in the schools from the community.
 - culturally effective teachers.
 - more male Teachers.
 - more African American Teachers.
- August 8th, 2018 - Rainier Beach Community Conversation

Table 1

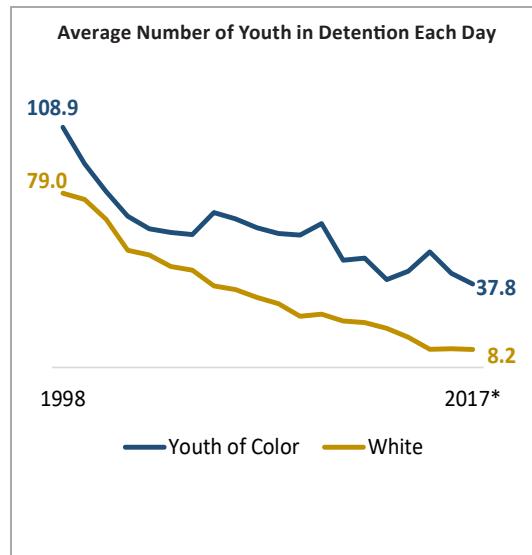
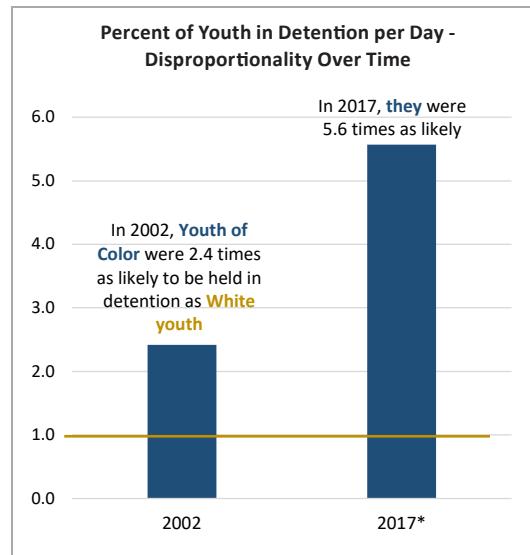


Table 2



*Excludes youth held in detention on adult matters.

Talented and passionate professionals work in the juvenile legal and social service systems and there are many success stories of youth and families assisted by these dedicated professionals. However, professionals in all work settings are influenced by the systems in which they work and the society in which they live. The policies, rules, and assumptions of the juvenile legal systems may unintentionally limit youth-serving professionals' ability to support youth of color and their families. Another example is implicit bias. As a result of a long history of racism and negative stereotypes in our society, individuals in all walks of life can act or make judgements in ways that disadvantage people of color. The juvenile legal and social services systems are not immune to this kind of implicit bias. Cumulatively, these factors impact use of detention and the legal system's involvement in the lives of youth of color and their families.

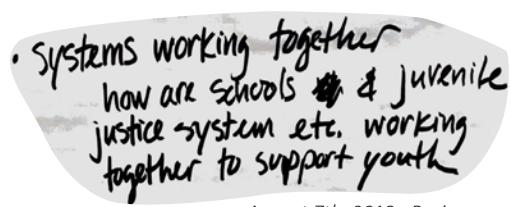
Eliminating the impacts of racism at the individual, institutional, and structural levels means both acknowledging it exists and actively working to dismantle it. The Road Map calls for applying a racial equity lens to legal system policies at every decision point, to ensure that until detention can be eliminated, it is a last resort and not as a consequence of racism and bias.²⁴ Through its Equity and Social Justice (ESJ) Strategic Plan, King County has begun this work and the Road Map will build on and connect to existing ESJ efforts.

²⁴ "Equity," as defined in King County's Equity and Social Justice Strategic Plan, is the "full and equal access to opportunities, power and resources so all people achieve their full potential and thrive. Equity is an ardent journey toward well-being defined by those most negatively affected."

In recognition that despite the reduction in the use of detention, a corresponding decrease in racial disproportionality had not been achieved, the Executive chartered the Juvenile Justice Equity Steering Committee (JJESC) in 2015 to inform actions that reduce disproportionality in the incarceration rates of Black, Latinx,²⁵ Native American and other youth of color in King County. Several recommendations of the Steering Committee have been implemented to date, including a mentoring program with the Federal Way Youth Action Team, the King County Sheriff's Office providing simplified Miranda rights language for juveniles based on understanding of the adolescent brain, and the Theft 3/Mall Safety pilot project, a pilot project designed to lower the number of youth theft cases and charges.

Unify and Align Under Shared Vision

Much is being done across King County government among departments under the Executive's purview and under the leadership of the separately elected entities of the Superior Court, Prosecutor, and Sheriff in collaboration with communities and entities outside of King County government. A great deal of this work is aligned, but there is a need to further connect, focus, and leverage efforts that result in better life-course outcomes for youth and families. Collaboratively creating a consistent methodology for authentically engaging with communities most impacted by the juvenile legal system is necessary to inform and guide this work.



Because a complicated array of systems serve youth and families, including physical and behavioral health, child welfare, education, legal, and housing, further alignment is needed between King County government and systems external to King County government. These systems exist in different levels of government (state, local, and federal), have their own policies and mandates, and comply with

different funding requirements. When these systems do not align or work at cross purposes with each other, youth and families suffer and are at greater risk of involvement with the legal system.

For example:

- Nineteen school districts in King County are governed by state statutes, each with their own elected governing body and administrators. They separately set their own school practices and policies. One area of research is exploring the effectiveness of zero-tolerance policies which affects the number of suspensions and expulsions, particularly for students of color, and the likelihood of those students coming into contact with the legal system. The approach to zero-tolerance policies and out-of-school suspensions varies greatly across school districts.
- Many schools employ police officers as School Resource Officers (SROs). How officers are used varies widely across districts and individual schools. In some cases, the focus is to protect students and in others it is to police the students. National data indicates that school based-referrals to law enforcement increased 10 percent from 2008-2013.²⁶

²⁵ For the purposes of uniformity with racial categorizations in federal data collection, the term "Hispanic" is used. However, when referring to people with origins from Latin America, the rest of the document uses the term "Latinx."

²⁶ Nance, Jason P. *Students, Police, and the School-To-Prison Pipeline*, 93 Wash. U. L. Rev. 919 (2016).
http://openscholarship.wustl.edu/law_lawreview/vol93/iss4/6

Why the Road Map is Necessary

Some youth with the most complex needs are involved in multiple systems at the same time, including: child welfare, juvenile legal, behavior health, and educational systems. Youth involved in multiple systems share certain characteristics: they are disproportionately youth of color; have strained family connections; have negative educational experiences; live at or below the poverty line; and may have behavioral health needs. When individual requirements and case plans imposed by each system are not coordinated, families and youth can be overburdened.

King County's adopted 2015 Youth Action Plan, which identified King County's priorities for serving young people, sets forth the overarching goal of ensuring that every child in King County reaches adulthood as happy, healthy, safe, and thriving.²⁷ To achieve this goal, this region is making major investments in long term solutions through levies such as Best Starts for Kids, the Veterans, Seniors, and Human Services Levy, and Mental Illness and Drug Dependency Action sales tax. These investments are seeking to support communities in creating the upstream conditions for youth and families to thrive.^{28, 29, 30, 31} While the objectives and strategies in the Road Map align with these investments, the Road Map focuses on causes and contributors that have the most direct impact on the use of secure detention and the juvenile legal system.

The Road Map is an invitation to internal and external systems to come together to further collaborate, share information, leverage investments, avoid duplication, and streamline endeavors to better serve youth and families.

REVISIT PURPOSE OF SRO

*— August 7th, 2018 - Burien
Community Conversation*

²⁷ https://www.kingcounty.gov/~/media/Council/documents/Issues/YAP/King_County_Youth_Action_Plan.ashx?la=en

²⁸ "Invest upstream and where need greatest" is the first strategy of the King County Equity and Social Justice Strategic Plan. <https://kingcounty.gov/elected/executive/equity-social-justice/strategic-plan.aspx>

²⁹ <https://www.kingcounty.gov/depts/community-human-services/initiatives/best-starts-for-kids.aspx>

³⁰ <https://kingcounty.gov/depts/community-human-services/initiatives/levy.aspx>

³¹ MIDD website. <https://www.kingcounty.gov/depts/community-human-services/mental-health-substance-abuse/midd.aspx>

Background & Current Environment

The following information is a high level snapshot of the very complex juvenile legal system. It provides an overview of the structure and responsibility of King County's juvenile legal system, along with a summary of a number of Zero Youth Detention-relevant issues, including the decline in the use of detention, racial disproportionality, the Children and Family Justice Center, and the current funding climate.

Operation of the County Juvenile Legal System

The operation of King County's juvenile legal system is a shared responsibility between the King County Executive and executive departments (Department of Public Defense and Adult and Juvenile Detention), King County Superior Court, and the King County Prosecuting Attorney's Office (PAO). Law enforcement is a function of individual jurisdictions, tribes and universities throughout the County. King County Sheriff contracts for law enforcement services with a number of cities within King County as well as with Sound Transit and Metro. The Prosecutor, judges, and the Sheriff are separately elected officials responsible for the policies and operations of their individual and independent branch or agencies. The King County Department of Public Defense is an executive branch department; it is guaranteed freedom from political interference by the King County Charter.³² The King County Council is the policy setting body for King County Government.

The Executive operates the juvenile detention facility on behalf of the separately elected Superior Court. Superior Court has statutory responsibility for detention but may delegate it to the county executive. The Court has agreed to have the Executive operate the detention facility.³³ The Court adjudicates juvenile criminal matters, along with Becca and Dependency cases and utilizes alternatives to secure detention (such as electronic home monitoring), diversion and expedited case processing options to reduce the use of secure confinement for youth.³⁴ The Prosecutor files criminal cases against juveniles in the Court and prosecutes cases before the Court. The Department of Public Defense defends those who have been charged with crimes and who cannot afford attorneys.

POLICY CHANGES REDUCING THE USE OF DETENTION

THE EXECUTIVE, THE COURT, & THE PROSECUTOR HAVE COLLABORATED ON A NUMBER OF SUCCESSFUL POLICY REVISIONS THAT HAVE REDUCED THE USE OF DETENTION FOR YOUTH.

- Screen and Release Protocol allows youth presented to secure detention to be released immediately based on risk assessment findings.
- Tier 2 Warrant Expansion reduces the number of warrants that lead to youth detention by enhancing law enforcement's ability to provide a new court date and release the youth in the field.
- FIRS Center where youth with an alleged family violence incident can be placed in the FIRS Center, a non-secure respite facility where the youth receives crisis stabilization services rather than detention.
- Detention Intake Criteria was revised to further limit list of offenses that a youth can be held on. The risk appraisal instrument was also revised.

³² KCC 350.20.60

³³ Revised Code of Washington 13.20.060; King County Ordinance 13668

³⁴ A collection of three programs (Truancy, At-Risk Youth, and CHINS) developed from a 1995 legislative bill that addresses several areas of public policy, including those affecting truant, at-risk, and runaway youth. In King County, Superior Court is obligated to provide court services for families and school districts to help them meet their statutory and court-ordered obligations when filing Becca petitions.

Reduction in the Use of Detention

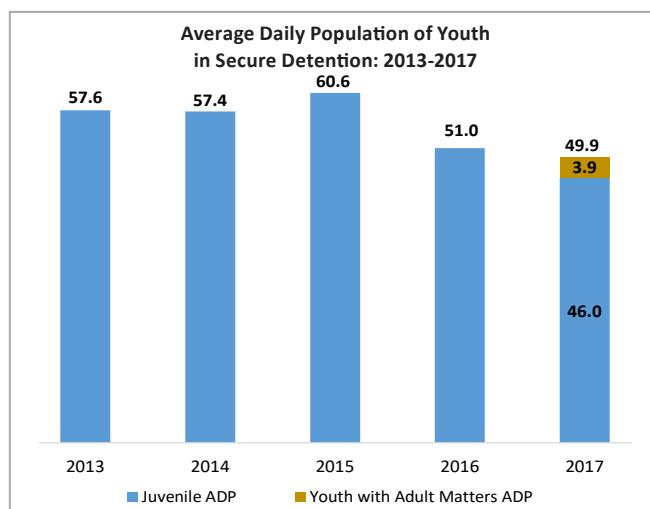
King County is a national leader in the reduction of the use of secure confinement of juveniles. Beginning in 1999, King County has seen a rapid decline in referrals into the juvenile legal system, filings by the Prosecuting Attorney's Office, and in detention utilization. The results of this work are documented by data: between 2013 and 2017 alone, the average daily population of youth in secure detention **dropped 20 percent**.

These declines are due in large part to collaborations with communities and deliberate efforts by the Superior Court, Executive Departments, and the Prosecuting Attorney's Office. These efforts have resulted in a 77 percent reduction in admissions to secure detention between 1998 and 2017.³⁵

In addition, initiatives like the multi-phased Juvenile Justice Operational Master Plan (JJOMP), Uniting for Youth, Reclaiming Futures and the Juvenile Detention Alternatives Initiative (JDAI), along with the King County Youth Action Plan, Best Starts for Kids and other initiatives have contributed to the reductions.³⁶ Please see Appendix H for secure detention data 1998-2017. Please see Appendix I for additional information on actions and programs underway to reduce the use of secure detention, decrease racial disproportionality, and better serve

youth who are in detention. The objectives and strategies of the Road Map build on and integrate the distinct work underway by the Court, the PAO, and executive branch departments.

Table 3



The Children and Family Justice Center

Discussion of background elements of the County's juvenile legal system must include the County's Children and Family Justice Center.

In August 2012, King County voters approved a nine-year property tax to finance a new Children and Family Justice Center (CFJC) on the current site of the Youth Services Center.³⁷ The project consists of replacing courtrooms, offices, and parking; and substantially reducing the capacity of and replacing the failing current detention facility. When completed, the CFJC will also include space for child welfare issues and proceedings, family treatment court, youth and family program space, a resource center, and childcare facilities for families on court business.

³⁵ Data provided by the Office of Performance, Strategy and Budget. This figure excludes youth charged as adults.

³⁶ Juvenile Justice Operational Master Plan Ordinance 13916
Youth Action Plan. https://www.kingcounty.gov/~/media/Council/documents/Issues/YAP/King_County_Youth_Action_Plan.ashx?la=en
Uniting for Youth & Juvenile Detention Alternatives Initiative
Best Starts for Kids. <https://www.kingcounty.gov/depts/community-human-services/initiatives/best-starts-for-kids.aspx>
Reclaiming Futures

³⁷ The King County Council voted 8-0 on Ordinance 17304, with one member excused, to place the measure on the August 2012 ballot.

Washington state law requires that counties provide a detention facility for juveniles.³⁸ When youth are required by the Court to be detained, it is necessary to have a physical environment that better meets the needs of youth than currently exists. The Executive, County Council, and Superior Court collectively determined, and voters agreed, that replacement of the existing court and detention facilities was the most fiscally prudent and flexible option to provide facilities that best meets the needs of children and families. As the County continues to drive reductions in the use of secure detention for juveniles, the detention housing units are constructed so that they can be easily converted to transitional units and/or community use space.³⁹

The voter approved capital project funds that support the construction (including design, demolition, and equipping) of the CFJC are restricted by law to construction of the facility; they are not available for repurposing to operations or programs.

Funding Climate

Available County funding for needed changes and improvements described in this plan is limited. The County's deeply constrained General Fund is the primary funding source for criminal legal services and programs, including Superior Court, District Court, the Sheriff, the Department of Adult and Juvenile Detention, the Prosecutor's Office, and the Department of Public Defense. The General Fund must support the provision of statutorily required justice/legal services (adjudicating, prosecuting, or defending court cases; jail or detention; law enforcement) in the face of the ongoing and ever widening structural deficit, leaving few resources for new and innovative programs.⁴⁰ Despite constraints, the General Fund currently makes substantial financial investments in services aimed at achieving better outcomes for children, youth, and families, including preventing children and youth involvement in the juvenile legal system, as well as investments with the goal of reducing racial disproportionality within this system.

Levies such as the Mental Illness and Drug Dependency (MIDD) sales tax and Best Starts for Kids (BSK) and Veterans, Seniors, and Human Services Levy (VSHSL) property tax levies are another source of funding for services for youth and families. These taxes provide upstream prevention and early intervention funding, services, and programming to support families, children and youth in community so that youth and families are happy, healthy, safe, and thriving and fewer youth interface with the legal system. These investments align with the Zero Youth Detention Road Map, and in some cases levies can fund Zero Youth Detention initiatives, but levy funding for Zero Youth Detention activities is limited due to the restricted nature of levy funding, which adheres to specific voter and policy-maker designated funding areas. While current County investments are substantial, the need remains great for funding robust community supports, prevention, diversion, and reengagement services post detention.

³⁸ Revised Code of Washington (RCW) 13.16.030

³⁹ Scope and use of transitional units will be developed in partnership with community and providers.

⁴⁰ In this context, "structural deficit" means that the cost for providing existing services is growing at a rate faster than the revenue sources that support them.

Fundamental Elements of the Road Map

Given the complex nature of the work, involvement of multi-systems and branches of government, many stakeholders, and evolving understanding of youth development, there are a few central components that figure prominently in the development and execution of the Road Map. Communities and employees identified the items in this section as among priority matters they wanted to see addressed by the Road Map and Zero Youth Detention overall. These fundamental elements are highlighted below; some have expanded discussion in an Appendix as noted.

Development of the Road Map and Guiding Principles

An internal Zero Youth Detention project structure was put into place to guide and support the development of this plan. The work was guided by a Leadership Circle reflective of the spectrum of decision makers accountable for King County's juvenile legal system and included:

- Dow Constantine, King County Executive
- Judge Laura Inveen, Superior Court Presiding Judge
- Dan Satterberg, King County Prosecutor
- Mitzi Johanknecht, King County Sheriff
- Anita Khandelwal, Interim Director, Department of Public Defense
- Sheila Capestany, Strategic Advisor for Youth/Best Starts for Kids
- Rhonda Berry, Zero Youth Detention Project Director

An Interbranch team comprised of staff from King County executive departments and separately elected entities (Superior Court, the Prosecutor's Office, Public Health, Department of Adult and Juvenile Detention, Office of Performance, Strategy, and Budget, Department of Public Defense, Office of the Executive, Department of Community and Human Services, and the Sheriff's Office) provided subject matter expertise and analysis for specific elements/areas of the Road Map, including development and review of the objectives, strategies, and action items in this document.

Please see Appendix J for a list of Interbranch Team members.

To guide its work, IBT formulated five guiding principles to inform the creation of the objectives, strategies, and action items contained in this Road Map. The five guiding principles are shown here, with a more detailed discussion in Appendix K.

The values that drive these guiding principles demonstrate a commitment to healthy and thriving youth and families; understanding that Zero Youth Detention is multi-faceted work that requires King County to partner with many stakeholders in order to achieve the identified objective; cultivate communities where residents are safe and free from systemic oppression and marginalization; and continue building on successes. Moving forward, these guiding principles will serve to guide implementation of Zero Youth Detention Road Map activities.

ZERO YOUTH DETENTION GUIDING PRINCIPLES

1. Make racially just and equitable decisions that relate to and/or address the root causes of racial inequity in the juvenile legal system.
2. Honor and celebrate the cultural identities of most impacted youth and families.
3. Prioritize voices and needs of youth and families.
4. Support those who provide services.
5. Accountable and transparent to communities and policymakers.

To ensure alignment with other county-wide initiatives, the guiding principle descriptions are similar in language and concepts to King County's Equity and Social Justice Strategic Plan, and other source documents resulting from work taken place in King County communities.⁴¹

Restorative Justice

As noted earlier, a key component of Zero Youth Detention is accountability. To that end, it is important that consequences for misbehavior happen quickly and in a restorative way.

There is no one restorative justice program; rather, it is a suite of approaches focusing on healing and restoration. Restorative justice practices focus on repairing the harm that has fractured a relationship through reconciliation of all parties impacted and starts the process of healing and transformation. The practices of restorative justice bring together those harmed by criminal behavior, those who caused the harm, and the larger involved community to discuss how they have been affected by the behavior and to decide what should be done to repair the harm. The restorative justice approach addresses three questions 1) who was harmed; 2) what do they need; and 3) whose obligation is it to meet the needs of those harmed? Restorative justice approaches are provided within the detention facility by staff trained in the practice, as well as in community. It can occur during the formal legal process or outside of it. When done most effectively, restorative justice is a community-based approach to accountability, safety, and healing.

Unlike the traditional criminal justice approach that often focuses on punishment and labeling conduct, restorative justice achieves accountability by having individuals take responsibility for their actions, understand the harm they have caused, and provides an opportunity for redemption. This approach also provides an avenue for the harmed party (or parties) to heal, an opportunity to be directly part of the process, and to have their questions answered. It supports the dignity of those who were harmed and those who harmed.

Evidence shows restorative justice reduces recidivism and produces greater satisfaction for most crime victims than traditional court processes.^{42,43} As such, restorative justice strategies have the potential to improve public safety and better meet the needs of those harmed by crime. Because restorative justice may reduce future re-offending, it also has the potential to reduce the use of detention, as many youth find themselves incarcerated due to repeat offending.

RESTORATIVE JUSTICE RESULTS

- In 2017, approximately 500 youth successfully completed Community Accountability Board diversions.
- Since the launch of the FIRS respite center in July 2016, more than 400 youth have avoided juvenile detention booking and connected with effective interventions without criminal charges being filed.
- Since launching the Restorative Mediation program in 2015, 24 youth have potentially avoided detention and had their cases reduced or dismissed.

⁴¹ King County Equity and Social Justice Strategic Plan 2016-2022.
<https://kingcounty.gov/elected/executive/equity-social-justice/strategic-plan.aspx>

⁴² U.S. Department of Justice (2017). Effectiveness of Restorative Justice Programs.
<https://www.ncjrs.gov/pdffiles1/ojjdp/grants/250995.pdf>

⁴³ Bouffard, Jeff et al. (2016). *The Effectiveness of Various Restorative Justice Interventions on Recidivism Outcomes among Juvenile Offenders*. Denton, TX.
Journal of Youth Violence and Juvenile Justice, Volume: 15 issue: 4.

In partnership with the PAO and community providers, Superior Court currently employs several restorative justice programs that encompass varying restorative approaches, highlighted below.⁴⁴ Details of these programs are included in Appendix L.

In addition to restorative justice within the juvenile legal system, restorative practices in educational and community settings can help to dismantle the school-to-prison pipeline by moving away from punishment as an approach for managing behavior and towards promoting repair, growth and learning when conflicts occur.

Community Accountability Boards – The Community Accountability Boards (CABs) are one of the earliest restorative justice models. Via the CAB, youth who are accused of misdemeanor offenses are referred to a volunteer based CAB in their home community. Along with their caregiver, the youth will meet with the CAB volunteer panel to discuss the circumstances of the alleged offense and what is going on in the youth/family life. The CAB volunteers work with the family to craft a diversion agreement, which includes restoration of harm done. The CAB diversion process is voluntary and completion results in no charges being filed/no criminal history. In 2017, approximately 500 youth successfully completed CAB diversions.

Family Intervention and Restorative Services (FIRS) – FIRS is a restorative process designed specifically to address the unique harm caused by inter-familial violence on the part of youth against family members. Children who cause harm are immediately placed in respite care and families are engaged in ways that meet their needs.

Restorative Mediation – A partnership between King County Juvenile Court and King County Office of Alternative Dispute Resolution that employs a victim-offender mediation model, facilitated by a professional mediator and youth mediator.⁴⁵ The individual harmed and the youth are brought together to address the harm that was caused and to arrive at an agreed upon action plan for accountability, with input from the victim.

Peacemaking Circle – An approach influenced by Peacemaking Circles, adapted from the Tagish Tlingit Tribe originating from the Yukon Territory of Canada. To date, King County Juvenile Court has piloted this intensive, community-based intervention with four serious felony cases. Three of the four youth successfully completed the program and had no new juvenile filings during the time of their participation. Two of the three graduates avoided lengthy state incarceration sentences as a result of their successful engagement.

Trauma-Informed Care & Public Health Approach

The Road Map and the path to Zero Youth Detention calls for a trauma-informed approach, where policies, strategies, and practices respond to the impacts of trauma and adversity among justice system-involved youth, including the recognition of how systems play a role in experiences of trauma.

A trauma-informed approach is increasingly considered part of an overall public health approach, and King County's Department of Public Health has recently embarked on an effort to become a trauma-informed, resilience-building health department. There is now a large body of research demonstrating that trauma and toxic stress, particularly when experienced by young people, can have lifelong impacts on health and well-being. Protective factors, resilience, and other supports mitigate the impacts of trauma. Public Health also now oversees programming in King County's Juvenile Detention Facility. See Appendix M for details on Public Health's trauma-informed efforts.

⁴⁴ There is not unanimity among the entities within juvenile legal system regarding the use of restorative justice approaches for certain offense types.

⁴⁵ <https://kcmemployees.com/2015/09/09/restorative-mediation-making-a-difference-for-youth/>

Juvenile legal system involved youth typically have experienced adverse childhood experiences (ACEs) at a much higher rate than the general population.⁴⁶ Young people involved in the child welfare system are also more likely to become involved with the juvenile legal system.⁴⁷ In addition to the heavy burden of childhood trauma that many juvenile legal system involved youth have encountered in their lives, the system itself can add to that trauma by separating young people from their families, peers, and communities. The acquisition of a criminal record often comes with additional challenges that contributes to trauma. Additionally, the intergenerational and racialized impacts of the legal system and incarceration in our society cause deeper harm to youth. While these effects might be mitigated by providing a more therapeutic environment within detention facilities and the juvenile legal system, including programming to support youth, overall goals should focus on prevention of involvement in the juvenile legal system altogether.

A public health approach is a way to change a whole system to achieve better outcomes for children, youth, families, and communities. It is resilience-based, building on the strengths of families and communities. Applied to juvenile detention, a public health approach focuses on the well-being of youth, families, and communities to drive changes to services, systems, and root causes.

Foundational to a public health approach in juvenile detention is a focus on workforce development, including training detention staff on science based adolescent brain development and providing trauma-informed services. As noted in the box on the right, this vital work is already occurring.

In addition to the training and restorative practices currently happening, the following items are on the horizon:

- Free video visitation will become available to youth and families
- Equity and Social Justice workshops for youth
- Motivational interviewing training for staff

See Appendix M for a description of a public health approach to juvenile detention.

WHAT'S ALREADY UNDERWAY?

Juvenile detention staff are committed to the well-being of youth in their care.

Here are some ways they are incorporating a trauma-informed, public health approach into their work:

- Training on crisis intervention and de-escalation
- Enhanced training on understanding the roots of adolescent behavior
- Peacemaking Circles Keeper's training
- Training on interpersonal communication and direct supervision
- Aggression Replacement Training

CYAB RECOMMENDATION 1:

All who make decisions about the development and nature of the youth detention system are called upon to announce and adopt a public health perspective. (See Appendix O)

⁴⁶ Baglivio, Michael et al. (2014). *The Prevalence of Adverse Childhood Experiences (ACE) in the Lives of juvenile offenders*. *Journal of Juvenile Justice*, 3. https://www.researchgate.net/publication/284889607_The_prevalence_of_Adverse_Childhood_Experiences_ACE_in_the_lives_of_juvenile_offenders

⁴⁷ Washington State Center for Court Research. (2014). *Prevalence and Characteristics of Multi-System Youth in Washington State*. https://www.courts.wa.gov/subsite/wscr/docs/MultiSystemYouthInWA_Final.pdf

Road Map Objectives and Strategies

The Road Map is organized as follows:

- **Objectives:** Five overarching goals of Zero Youth Detention
- **Strategies:** Means for achieving the objectives
- **Action Items:** Specific steps or tactics to move the needle on strategies and objectives that are further designated by expected launch time frame and level of County responsibility (discussed below).

As noted, these objectives, strategies, and action items are derived from community led/community informed recommendations previously provided to the County through the following documents and through internal county stakeholders, including employees who work directly with and serve youth and families.

- Juvenile Justice Equity Steering Committee Report (2017) and Diversion Recommendations (2018)^{48,49}
- Youth Action Plan⁵⁰
- Treehouse/TeamChild Big Shift Policy Paper⁵¹
- Community Consortium Recommendations⁵²
- University of Washington Medicine Report⁵³
- Children and Youth Advisory Board Recommendations⁵⁴

The recommendations in this Road Map are informed by experts in brain science, adolescent development, trauma-informed treatment, and resilience.

Time to Launch: Within each objective and strategy, individual action items are arranged by timeframe, reflecting the expected time to launch or expand the specific activity. Factors for determining time horizons include: funding, staffing and labor, contracting needs, changing management needs, organizational capacity to undertake action, and environmental and political complexities. Please note that these are estimated timeframes, dependent on funding, staffing, and competing workloads.

- Short Term = 6 months – 2 years
- Medium Term = 2 – 4 years
- Long Term = 4+ years

Note: not all strategies include medium or long term action items.

Level of County Responsibility: The final aspect to the organization of the action items is the level of County responsibility for the specific action items in each strategy. Because the County alone cannot make progress on achieving Zero Youth Detention, the Road Map's action items are categorized into the following levels to clarify the County's role and scope expectations among internal and external stakeholders and partners.

Note: not all strategies include items in each of the four levels of County responsibility.

The objectives, strategies, and action items in this Road Map are subject to modification through implementation, feedback from partners or communities, or budget constraints.

⁴⁸ 2018 Juvenile Justice Steering Committee Diversion Recommendations Appendix B

⁴⁹ 2018 Juvenile Justice Steering Committee Diversion Recommendations Appendix C

⁵⁰ Youth Action Plan. https://www.kingcounty.gov/~/media/Council/documents/Issues/YAP/King_County_Youth_Action_Plan.ashx?la=en

⁵¹ Treehouse/TeamChild Big Shift Policy Paper Appendix C

⁵² Community Consortium Recommendations Appendix D

⁵³ Trupin, Eric. (2017). *Working to Reduce the Use of Secure Confinement: A review of King County's Children and Family Justice Center*

⁵⁴ Children and Youth Advisory Board Recommendations-Appendix O

Level of County Responsibility	
Level 1: County is solely and directly responsible	Where the County is or could be solely and directly responsible <ul style="list-style-type: none"> ● Executive branch departments: Community and Human Services, Public Health, Adult and Juvenile Detention, Department of Public Defense ● Separately elected county entities: Superior Court, Sheriff, and the Prosecutor
Level 2: Partner	Where the County is or could be a partner (contractor/funder, including technical assistance, data or technology support)
Level 3: Convener	Where the County is or could be a convener (bringing entities or jurisdictions together with the purpose of solving or making substantial progress toward solving an issue)
Level 4: Influencer	Where the County is or could be an influencer (impacting related efforts or actions out of the county's jurisdiction or role, such as lobbying for changes in statutes, etc.)

Measuring Impact: Data and Metrics

Collecting and analyzing data has long been a focus of the juvenile legal system; data has built the case for Zero Youth Detention. The public health approach calls for the systematic measurement of issues, including examining risk and protective factors, overall population data and data hot spotting, and applying metrics to evaluate the effectiveness of interventions and the resulting population outcomes. Measurement data in this section and in each objective section has been prepared by the King County Office of Performance, Strategy, and Budget.

To measure the impacts of the five Road Map objectives, four initial overall measures in two areas are identified, shown in the following table.

AVERAGE DAILY POPULATION	REFERRALS AND FILINGS
<ul style="list-style-type: none"> The average daily population (ADP) of youth in secure detention is an important indicator of the use of detention. The number is a function of both admissions and length of stay of youth in detention and provides a barometer of who is in detention each day, on average, in a given year. Including race data with ADP enables the County to monitor impacts of policies and actions on specific populations. <p>ADP Measures</p> <ul style="list-style-type: none"> Average daily population in secure detention Average daily population in secure detention by race 	<p>A referral is the front door to the County's juvenile legal system. Because arrest data is not available to King County, referral data is the closest approximation to arrest data currently available to the County.⁵⁵</p> <p>Referral numbers tell the volume of youth coming into the system by law enforcement. They are important to measure because they are the first decision point in the legal system; all referrals go to the Prosecuting Attorney's Office where the decision whether or not to file a criminal case is made.</p> <p>Filings are the second decision point. This is where the Prosecuting Attorney's Office determines how to handle a referral. Options include: a) sending the youth to an informal, out of the legal process diversion; b) opting not to file for reasons that include lack of evidence, age of youth, doesn't meet the filing standards, improper jurisdiction, etc.; or c) to file a case with the Court.</p> <p>Referral and Filing Measures</p> <ul style="list-style-type: none"> Number of referrals and filings Number of referrals and filings by race

Measure 1: Average daily population (ADP) of youth in secure detention.

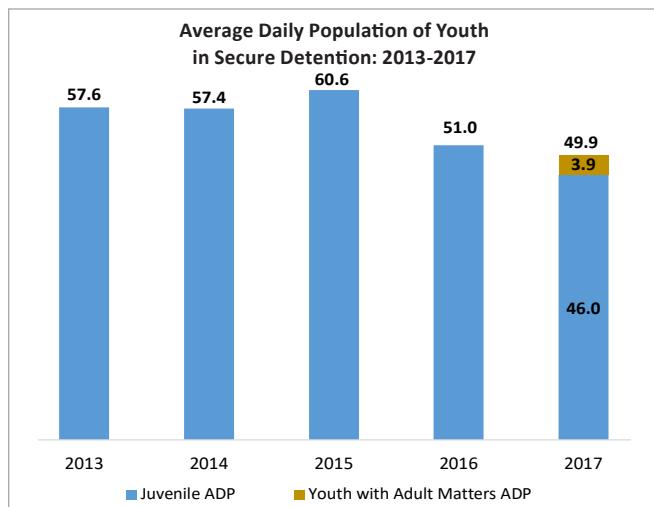
Methodology: The total number of youth in secure detention, on average, per day. The average daily population is based on admissions/bookings and average length of stay within the study period. This number includes both youth in detention on juvenile matters and youth in detention on adult matters.^{56, 57}

⁵⁵ A referral is defined as: a recommendation submitted by law enforcement agencies to the Prosecutor's Office upon conducting an investigation during suspected wrongdoing.

⁵⁶ Some youth are charged as adults based on age, criminal history, or seriousness of the alleged offense. These youth are held at the Youth Service Center until their 18th birthday and not in an adult facility.

⁵⁷ In December of 2017, all youth held in the adult facility were moved to the Youth Services Center, reflecting a county policy change. Thus, the data prior to 2017 does not include youth on adult holds who were housed in the adult facility.

Table 4



DATA CALL OUT

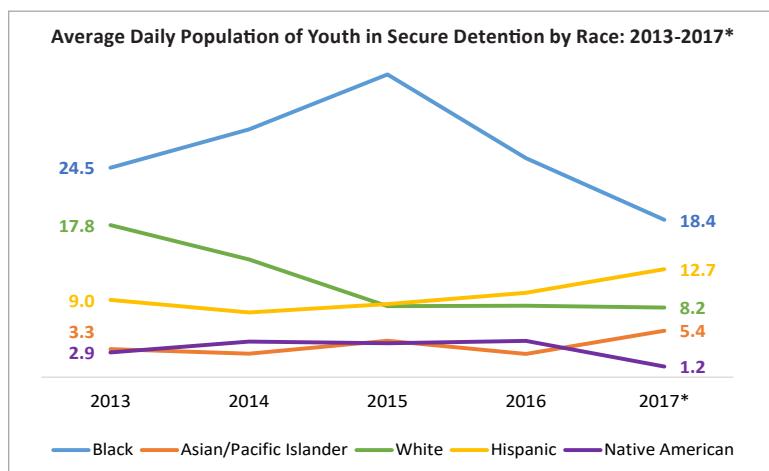
The average daily population in secure detention **dropped 20%*** between 2013 and 2017

There are 11 **fewer youth in detention** on juvenile matters per day, on average, than five years ago

Measure 2: Average daily population of youth in secure detention by race from 2013 to 2017.

Methodology: The number of youth in secure detention by race, on average, per day. ADP is based on admissions/bookings and length of stay within the study period.

Table 5

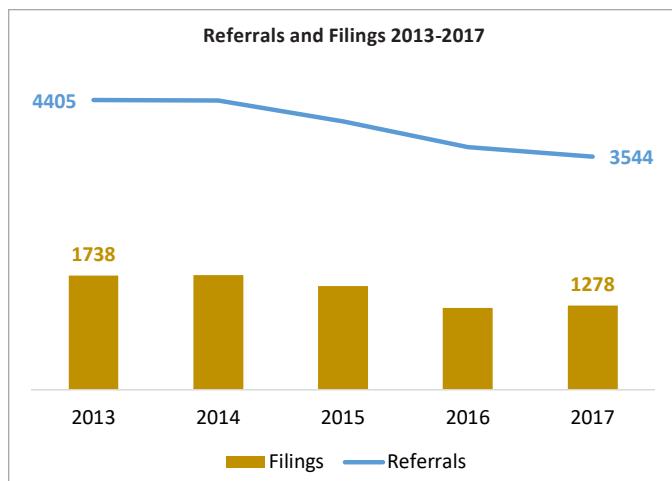


DATA CALL OUT

2017: Lowest number of Black youth in detention in King County since 1998

*Excludes youth held in detention on adult matters.

Table 6



Measure 3: Number of referrals and filings.

Methodology: The number of referrals from law enforcement and other agencies to the PAO; number of filings in court by PAO. Data shown is 2013-2017.

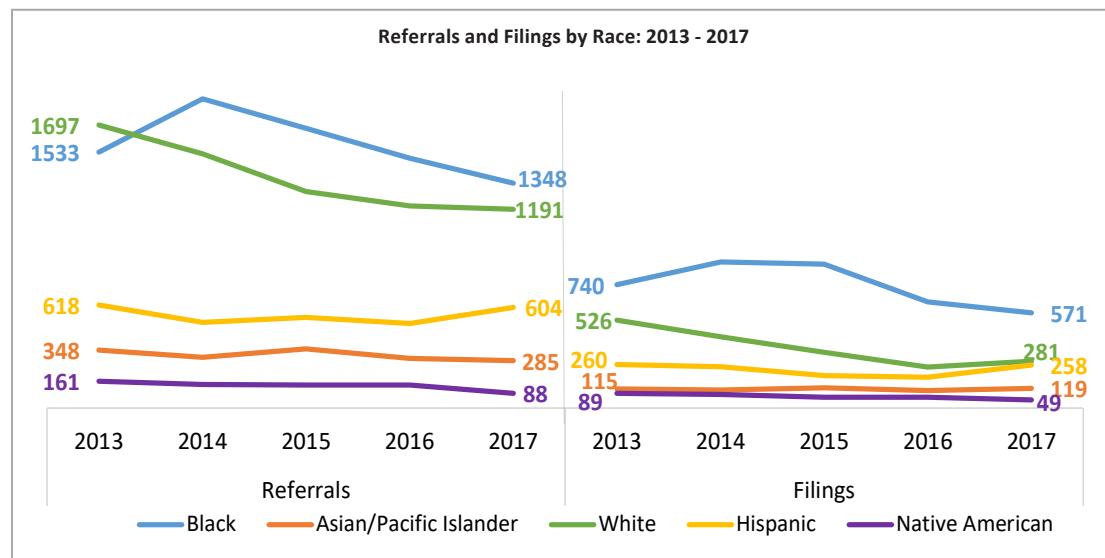
DATA CALL OUT

There were **20% fewer referrals** and **27% fewer filings** in 2017 than in 2013

Measure 4: The number of referrals and filings by race.

Methodology: The number of referrals of youth by race from law enforcement and other agencies to the PAO; number of filings in court by race by the PAO. Data shown is 2013-2017.

Table 7



The Road Map includes initial baseline metrics for the first four objectives; metrics for measuring impact of objective 5 are not included in this report. They will be developed and incorporated in the next phase of Zero Youth Detention work.

Moving forward, as specific strategies, policies, and practices are implemented, definitions of success will be identified along with measures and targets for further analyzing the impact and progress of the Zero Youth Detention work. The initial overarching Zero Youth Detention indicators may evolve based on stakeholders and community members suggesting additional or alternative measures. Additionally, a web presence is being created where the measures will be displayed and visitors can access data, including filtering it in different ways (such as by year and race). Reporting on the progress toward objectives and adjustments to this plan will be accomplished through data dashboard and through required reports due to the King County Council each June through 2021 regarding the County's efforts to reduce the use of secure detention.

DATA CALL OUT

2014: First year referrals for **Black youth** surpassed **referrals for White youth**

Between 2013 and 2017: filings on **Black youth fell 23%** while **White youth filings were down 47%**

What is county's role in these issues?

— August 7th, 2018 - Burien Community Conversation



Objective One: Lead

LEAD WITH RACIAL EQUITY

From the thousands of perspectives used to inform this work via the Zero Youth Detention survey, it is clear that the residents of King County value the idea of fairness. Repeatedly, constituents shared in one iteration or another that everyone should be treated the same and equally under the law; people should have the same opportunities regardless of the color of their skin; and, race should not be a factor in how the law is applied.

These beliefs are the foundation of Objective 1. The stories and the statistics that King County has recorded over the decades, as well as the major, national research from the federal government and other national experts in the juvenile legal system, illustrate that these ideals are not what is happening within the juvenile legal system as well as other youth serving systems.

EMBRACING CHANGE

"Too often, we become overly concerned with who defines the problem and strategies, along with who gets the funding and credit, both of which override the larger goals we seek. We continue to speak for others, fail to include those we represent in decision making, do not think about hiring or including those we advocate for..."

- Patrick M. George & Shirley Strong

"On the Ground: Struggles and Lessons of Antiracism Work"

Through the implementation of King County's Equity and Social Justice Strategic Plan, King County committed to prioritizing racial justice throughout its work.⁵⁸ The Strategic Plan states, "(the) end goal is for equal access to opportunities, power and resources so all people may achieve their full potential."

⁵⁸ King County Equity and Social Justice Strategic Plan 2016-2022.
<https://kingcounty.gov/elected/executive/equity-social-justice/strategic-plan.aspx>

• Training + Cultural Responsiveness for
all Officers working w/ young people
- Adolescent brain development

— August 7th, 2018 - Burien
Community Conversation

Superior Court data from 2017 shows that disparities among youth involved in the legal system are greatest based on race.⁵⁹ Youth of color are over represented in the juvenile legal system. Data collected from the King County Relative Rate Index in 2017 shows that youth who are Black or Hispanic are more likely to be referred into the juvenile legal system and to be detained pre-sentence (76 percent and 93 percent, respectively) than are White youth.^{60,61} Between 2016 and 2017, referrals into the juvenile legal system by law enforcement decreased across all races, except for Hispanic youth, who experienced a 19 percent increase. During the same period, filings by the PAO decreased for Black and Native American youth, but increased for Hispanic, White and Asian/Pacific Islander youth. A study of inequity across the County also documented the persistent and detrimental injustice experienced by people of color.⁶²

By leading with racial justice in the work of Zero Youth Detention, all stakeholders involved with the juvenile legal system are being called to commit to addressing systemic institutional racism and bias and to align efforts through this deeply challenging work. This call echoes the County's Equity and Social Justice Strategic Plan and the adopted Youth Action Plan.^{63,64}

Leading with racial justice involves the following five key components derived from recommendations from internal and external stakeholders, including communities, employees, and drawn from best practices in the evolving field of racial justice.

1) Address internal systemic barriers that contribute to racial disproportionality in juvenile detention.

Recognizing and eliminating biases and institutional racism in the juvenile legal system so that all youth can have the opportunity for a healthy, happy, safe, and thriving lives must be a shared priority and focus among all system partners.

2) Align workforce towards common goals, outcomes, and shared understandings of equity. The workforce of King County is the most important component in furthering the wellbeing of youth and their families. The workforce requires the ongoing tools and support of leaders to ensure the success of an aligned path.

3) Refine or revise the Zero Youth Detention Road Map based on community feedback. Input from those most impacted by the juvenile legal system, direct service providers, employees, and experts from the relevant fields must continue to inform the County's Road Map path, progress, and outcomes.

4) Focus on communities that are inequitably impacted by the legal system. Using a pro-equity approach, Zero Youth Detention strategies and actions are tailored for those most impacted. King County will use data, along with ethnic and racial critical analysis, to identify where disparities based on race exist, so collaborative, targeted, informed solutions can be developed.

⁵⁹ African American youth and Hispanic youth ages 10-17 represent 10 percent and 14 percent of all youth in King County, respectively. Black youth were 6.02 times more likely to be referred into the King County juvenile legal system than were White youth, and Hispanic youth were 1.9 times more likely. King County Juvenile Justice Statistics Comparison of 2016 to 2017 (2018) prepared by King County Office of Performance, Strategy and Budget.

⁶⁰ The Relative Rate Index is a high level indicator of disparity; it does not look at ethic subgroups that may be categorized under race. <https://www.ojjdp.gov/ojstatbb/dmcdbs/asp/whatis.asp>.

⁶¹ 2017 King County Relative Rate Index (2018) prepared by King County Office of Performance, Strategy and Budget.

⁶² The King County Determinants of Equity Baseline Project, 2014. King County Determinants of Equity Baseline Report

⁶³ Youth Action Plan. https://www.kingcounty.gov/~media/Council/documents/Issues/YAP/King_County_Youth_Action_Plan.ashx?la=en

⁶⁴ The King County Determinants of Equity Baseline Project, 2014. King County Determinants of Equity Baseline Report

5) Use data and cutting edge scientific approaches to develop policies, practices, and deliver on outcomes.

An extensive analytic framework was employed to scope recommendations and develop data in this Road Map. This approach will continue, based on recommendations by internal and external stakeholders that reiterated the importance of data informed decision making.

Strategy A – Identify and eliminate policies and practices that result in racial disproportionality

Historical data shows that policies and practices have been put into place across educational, housing, economic, physical and behavioral health care systems that have adversely impacted people of color and their families. Such examples include the No Child Left Behind policy where school discipline became a law enforcement issue; the practice of “red lining” in housing where families of color were prevented from living in certain areas; and, the War on Drugs where people of color are more likely to be stopped, searched, arrested, convicted, harshly sentenced and saddled with a lifelong criminal record.⁶⁵ For further information on the historical context of systemic racism, please see Appendix F.

The influence of these policies and practices has resulted in pervasive systemic racism, where people of color are marginalized and disadvantaged. National data from the Annie E. Casey Foundation shows that African-American, American Indian and Latinx children face some of the biggest obstacles on the pathway to opportunity.^{66,67} Consequently, an intentional, focused, multi-system effort is necessary to eliminate such policies and practices to improve outcomes for youth of King County, specifically for youth of color.

My son is in danger every single minute. I believe there are many more parents in my position. I have a brother who was kidnapped and I have experienced a lot of trauma in my life. This pain is not erased. I fear that my son will end up dead or harming others. If that ever happens, I want to know that I did everything in my power to get him help.

See “Angel’s Story” in Appendix P

⁶⁵ Drug Policy Alliance (2018). *The Drug War, Mass Incarceration, and Race.*

<http://www.drugpolicy.org/resource/drug-war-mass-incarceration-and-race-englishspanish>

⁶⁶ The Annie E. Casey Foundation. (2014). *Race for Results.* Baltimore, MD: <http://www.aecf.org/resources/race-for-results/>

⁶⁷ The Annie E. Casey Foundation uses the term “African American” in its data gathering and publications; this report uses the term “Black.”

Note: not all strategies include items in each of the four levels of County responsibility. Some strategies do not include medium or long term items.

OBJECTIVE 1 STRATEGY A IDENTIFY AND ELIMINATE POLICIES AND PRACTICES THAT RESULT IN RACIAL DISPROPORTIONALITY SHORT TERM ACTION ITEMS	
LEVEL 1 - COUNTY ONLY	
<ul style="list-style-type: none">• Implement a racial equity impact analysis on current and future policies and practices• Ensure alternative and diversion programs reach underserved youth	
LEVEL 2 - COUNTY AS PARTNER	
<ul style="list-style-type: none">• Ensure equity in earliest youth contacts with the juvenile legal system by setting racial equity improvement goals, providing cross agency and system access to regular reports and data• Assess and eliminate institutional factors that increase disproportionate outcome leading to entry into the juvenile legal system by conducting an analysis of racial disproportionality root causes⁶⁸• Identify points in the legal process where racial disproportionality increases and develop recommendations to eliminate institutional or other biases at these points• Expand the development and implementation of culturally responsive behavioral health approaches• Comprehensively promote equity in the application of juvenile legal system policies, programs, and services across the following aspects:<ul style="list-style-type: none">◊ Racial◊ Ethnic◊ Income◊ Gender◊ Sexual Orientation◊ Physical and developmental ability◊ Behavioral health status	

Strategy B – Invest in the workforce

Partnering with employees to further the wellbeing of youth and communities

King County employees are on the forefront of enacting and furthering the elimination of racial disproportionality in secure detention. They continue to expand pockets of excellence already underway in this area. To eliminate the policies and practices that result in racial disproportionality, King County's workforce must be supported to continue and expand their work in solidarity with creating systems that lead to happy, healthy, safe, and thriving youth and families. King County's workforce and its leaders are embarking upon a deep, internal, long term and significant journey towards racial equity. This transition requires changes to processes, roles, structures and types and uses of technology. The workforce must be supported, prepared, and equipped to successfully sustain these changes.

⁶⁸ Root Causes defined as: The underlying or fundamental basis of a problem or situation.

The clinical research literature for serving youth of color in the juvenile legal system is limited. However, cutting edge science serving youth and families of color is clear on what is effective: culturally responsive, trauma-informed services provided by healthy, well-resourced people with parallel experiences who are highly skilled at engaging youth and families.^{69, 70, 71, 72, 73} Building these components into the services the County provides will increase positive outcomes for youth of color and for White youth too. In the juvenile legal system, there are opportunities to implement curricula that explicitly addresses racial identity and oppression. There are also opportunities to develop partnerships with ethnic specific service providers, adopt race and ethnic specific behavioral health approaches, and to develop pipelines with the academic community to meet these needs. All components of the juvenile legal system should be examined for how cultural responsiveness could be incorporated.

OBJECTIVE 1 STRATEGY B INVEST IN THE WORKFORCE SHORT TERM ACTION ITEMS	
LEVEL 1 - COUNTY ONLY	
Emphasize and expand the recruitment, hiring, and retention of culturally reflective staff at all levels, including those that speak the language of those served	
LEVEL 2 - COUNTY AS PARTNER	
Expand culturally responsive trainings for all who interface with legal system involved youth, including county employees, on:	
<ul style="list-style-type: none">● Implicit bias● Adolescent brain development● Service delivery approaches● Existing services and system navigation● Specific cultural beliefs, traditions, language, religious practices, and systemic challenges● Dismantling systemic oppression	

⁶⁹ The Annie E. Casey Foundation (2013). *The Risk and Protective Factors Evidence-Based Programs for Young People Should Measure*. <http://www.aecf.org/m/blogdoc/understanding-riskandprotectivefactors-2013.pdf>

⁷⁰ The Annie E. Casey Foundation (2018). *Transforming Juvenile Probation: a Vision for Getting it Right*. <http://www.aecf.org/m/resourcedoc/aecf-transformingjuvenileprobation-2018.pdf>

⁷¹ Finno-Velasquez, Megan, Pardini Jill K. (2018). *Intersection with Immigration and Child Welfare and Juvenile Justice Systems: A Review of Research, Policy & Practice*. New Mexico State University School of Social Work. http://cimmcw.org/wp-content/uploads/AECF-Report_FINAL.pdf

⁷² Knight, A., Maple, M., Shakeshaft, A., Shakeshaft, B., & Pearce, T. (2018). *Improving the evidence base for services working with youth at-risk of involvement in the criminal justice system: developing a standardised program approach*. *Health & Justice*, 6, 8. <http://doi.org/10.1186/s40352-018-0066-5>

⁷³ Cohen, Elena. (2010). *A Social Worker's Tool Kit for Working with Immigrant Families. Healing the Damage: Trauma and Immigrant Families in the Child Welfare System*. <https://bettercarenetwork.org/sites/default/files/A%20Social%20Worker's%20Toolkit%20for%20Working%20with%20Immigrant%20Families.pdf>

Measuring Objective 1:

Measuring racial disparity in the justice system requires examining data in different ways: comparing a youth population in the county to their population in detention; looking at the rate of youth per 100,000; and finally, comparing one race to another.

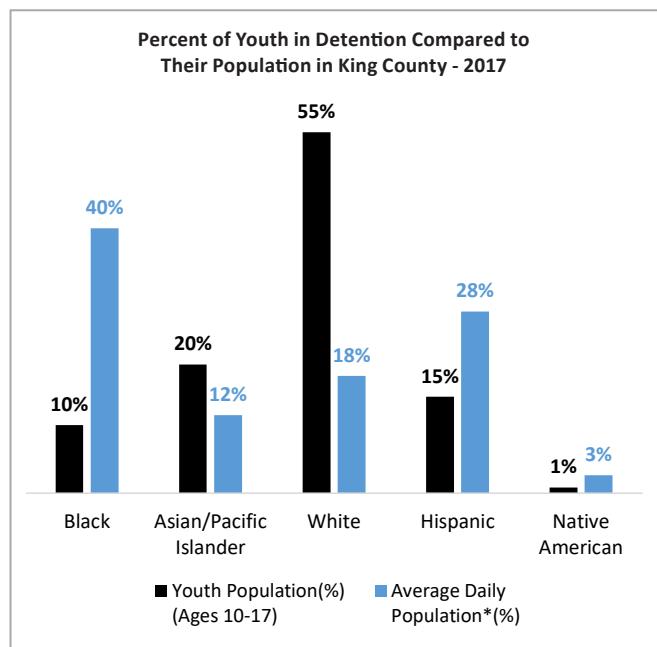
Measure 1: Average daily population of youth in secure detention compared to King County population, by race. 2017 data shown.

Methodology: Percent of youth population in King County and percent of the average daily population in King County secure detention by race.⁷⁴

- Examining policies + practices in place that affect POC once they enter the system

— August 8th, 2018 - Rainier Beach Community Conversation

Table 8



DATA CALL OUT

Black, Hispanic and Native American youth are **overrepresented** in the County juvenile legal system

White youth make up the majority of the youth population in the county, and a **disproportionately smaller** percent of the detention population

*Excludes youth held in detention on adult matters.

⁷⁴ National Center for Health Statistics, Bridged Race Estimates (2016). https://www.cdc.gov/nchs/nvss/bridged_race.htm

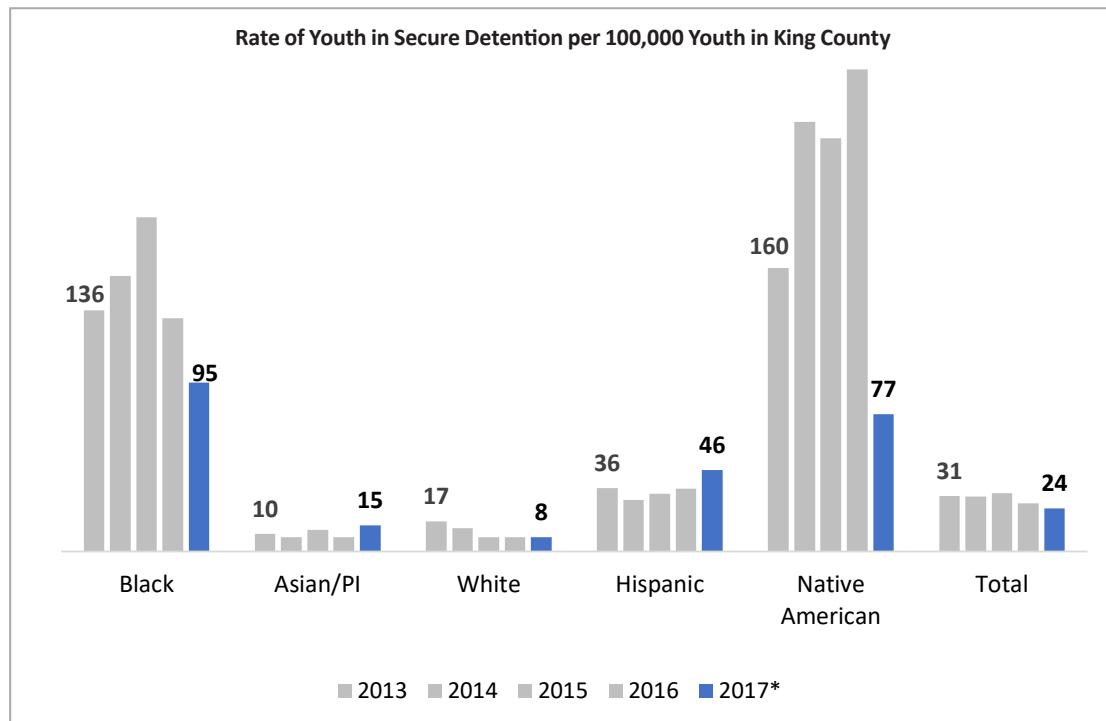
Measure 2: Rate of youth in secure detention by race per 100,000 youth in King County for the years 2013 through 2017.^{75,76}

Methodology: By year, the average daily population of youth in secure detention by race divided by their youth population in King County and multiplied by 100,000.⁷⁷

DATA CALL OUT

Despite a **reduced** detention population, **significant racial disparity remains**

Table 9



*Excludes youth held in detention on adult matters.

⁷⁵ Based the average daily population of youth in secure detention.

⁷⁶ National Center for Health Statistics, Bridged Race Estimates (2016). https://www.cdc.gov/nchs/nvss/bridged_race.htm

⁷⁷ Note: A small youth population + an increasing daily detention population due to long lengths of stay of a few youth for serious person felony crimes drove up the Native American rate. In 2017, the daily population was 1.2, compared to 4.4 in 2016.



Objective Two: Prevent

PREVENT YOUTH FROM ENTERING JUVENILE LEGAL SYSTEM BY FOCUSING UPSTREAM AND ON SYSTEMS TO HAVE GREATEST IMPACT.

Understanding adolescent brain development, protective factors , and the role of resilience is foundational to upstream prevention efforts for youth.

Adolescence is a unique developmental period of significant brain refinement. During this time, the brain systems that drive emotional responses and risk taking mature faster than the executive function systems that regulate them.⁷⁸ Many of the behaviors typically associated with adolescents, such as peer focus, risk taking, and experimentation with drugs and alcohol, are due to this conflicting development. In addition, because of this developmental process, adolescents are particularly responsive to social influences, both positive and risky, and they tend to learn most effectively through exploration and experimentation. However, with time and learning, adolescents strengthen their abilities to control impulses, plan ahead, and regulate their emotions.⁷⁹ Simply, the normal process of adolescent brain development is to make risky choices for a period of time then to grow out of it. Supportive relationships help reduce the amount of risk and promote growing up.

The police department is accustomed to receiving calls about us. Recently, the police told me to “stop calling unless it was an emergency”. Many times, I have felt unsafe when Tyrell has been abusive and violent. The police do not always refer him to the court. Depending on the case, police will de-escalate the situation by talking to Tyrell to calm him down, submitting a referral to the court, and by taking him to detention.

See “Rebecca’s Story” in Appendix P.

Research has identified a common set of protective factors that promote positive outcomes for youth in the face of significant adversity – the development of resilience. When these positive influences are operating effectively, they “stack the scale” with positive weight and improve resilience. These factors include:

- Supportive adult-youth relationships
- A sense of self-efficacy and perceived control

⁷⁸ Casey, BJ. *The Adolescent Brain*. Dev Rev. 2008; 28(1): 62–77.

⁷⁹ Insel, C, et al. *Development of Corticostriatal Connectivity Constrains Goal-Directed Behavior During Adolescence*. Nat Comm. 2017; 8: 1605.

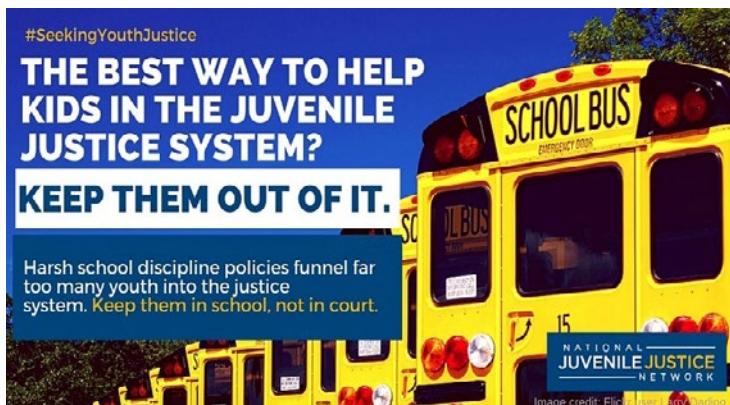
- Opportunities to strengthen adaptive skills and self-regulatory capacities
- Sources of faith, hope, and cultural traditions⁸⁰

The capabilities that underlie resilience can be strengthened at any age. Decades of strong evidence around the impacts of adverse childhood experiences and trauma on adults' health and wellbeing, along with emerging research around impacts on young people, point to a need to invest in the development of effective ways to build resilience of youth, thus buffering the effects of individual and community adverse childhood experiences (ACEs). Schools and community organizations are key institutions influencing youth development, health, and achievement. Investing in restorative, trauma-informed practices within the school environments, and extending to other organizations where youth are served, is an emerging best practice in mitigating the effects of toxic stress in communities.

Multiple studies point to the importance of identity in positive youth development. One aspect of identity – cultural identity and, in particular, a strong identification with one's heritage – is positively associated with a range of outcomes including coping ability, mastery, self-esteem, and optimism, all aspects that support and build resilience.⁸¹ Partnering effectively with cultural communities to support children, youth and families in ways that strengthen protective factors and scaffold systems of supports that are accessible, relevant and culturally-appropriate is essential to upstream prevention activities.

Research demonstrates that youth with more developmental assets, such as positive family communication, caring school climate, and sense of purpose, have reduced morbidity and better health outcomes.⁸² In addition, key protective factors, such as connectedness to parents and family, connectedness to school, and optimism promote healthy youth behaviors and outcomes while diminishing the likelihood of negative health and social outcomes.⁸³ A dual strategy of risk reduction and promotion of protective factors through an intentional positive youth development approach holds the greatest promise as a public health strategy to improve outcomes for youth.⁸⁴

This objective and its strategies provide the opportunity for the partnership between youth and families, schools and communities, and the County to enhance positive youth development and help position the youth on a healthy life course.



⁸⁰ Shonkoff, Jack. (2018)). *Toxic Stress*. Harvard University Center on the Developing Child, Harvard University. <http://developingchild.harvard.edu/science/key-concepts/toxic-stress/>

⁸¹ Roberts et.al. (1999). *The Structure of Ethnic Identity of Young Adolescents from Diverse Ethnocultural Groups*. *The Journal of Early Adolescence* 19(3):301-322, August 1999.

⁸² Pittman K. (2015) What's health got to do with it? Health and youth development: connecting the dots. *Forum Focus*. 2005; 3(2):1–4.

⁸³ Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, Division of Adolescent and School Health; Health Resources and Services Administration, Maternal and Child Health Bureau, Office of Adolescent Health. (2004). *Improving the Health of Adolescents & Young Adults: A Guide for States and Communities*.

⁸⁴ Kreipe, Richard E. (2009). University of Rochester. *Youth Development as a Public Health Policy: How to Make it Work*. May 2009 presentation.

Strategy A: Support the development of restorative policies & practices to keep youth engaged in school

Data shows that students who are suspended or expelled, particularly those who are repeatedly disciplined, are more likely to drop out of school than students who are not involved in the disciplinary system. The National

• Provide supports before youth get into trouble and we may be able to stop involvement

— August 8th, 2018 - Rainier Beach Community Conversation

Education Association states, "A suspension can be life altering. It is the number-one predictor—more than poverty—of whether children will drop out of school..." Compared to high school graduates, young people who drop out of school are less likely to find a job and earn a living wage, and more likely to be poor and to suffer from a variety of adverse health outcomes.⁸⁵ Approximately 2,000 young people in King County end up dropping out of school each year and these youth are disproportionately youth of color and low-income.⁸⁶

Restorative practices emphasize repairing harm and inviting all affected to dialogue together to figure out how to do so, giving equal attention to safety, individual needs, and accountability and growth.⁸⁷ Restorative practices can be used to promote a positive school climate and culture, which can help to prevent behavior issues or conflicts. Though contemporary restorative practices began in just the last few decades, the effectiveness of these practices in reducing dropout rates, suspensions, and expulsions in schools is increasingly being documented. Restorative practices completely shift from harming to healing; from retributive justice to restorative justice.⁸⁸

Note: not all strategies include items in each of the four levels of County responsibility. Some strategies do not include medium or long term items.

OBJECTIVE 2 STRATEGY A SUPPORT THE DEVELOPMENT OF RESTORATIVE POLICIES & PRACTICES TO KEEP YOUTH ENGAGED IN SCHOOL	
ACTION ITEMS	
LEVEL 3 - COUNTY AS CONVENER	
Short Term: <ul style="list-style-type: none">● Convene school partners to improve school discipline practices to:<ul style="list-style-type: none">◊ Revise/align suspension and expulsion policies with a focus on restorative justice◊ Develop shared policies, including school resource officer policies that are informed by a public health approach inclusive of trauma-informed and developmentally appropriate services and supports● Facilitate and support alternative pathways for school completion for youth who have been expelled	
Medium Term: <ul style="list-style-type: none">● Support and develop policies that allow children to attend school without fear of arrest on warrants or police interrogation without an attorney present	

⁸⁵ Rumberger, Russell W. *Dropping Out: Why Students Drop Out of High School and What Can Be Done About It*, 2011, Harvard University Press

⁸⁶ Flannery, Mary Ellen. (2015.) "The School-to-Prison Pipeline: Time to Shut It Down." NEA Today, 05 Jan. 2015.

⁸⁷ Ibid.

⁸⁸ Restorative Justice for Oakland Youth. <http://rjoakland.org/restorative-justice/>

Strategy B: Provide access to high quality, community based services for communities, youth, and families

Some of the essential elements in building resilience and promoting health and wellbeing for young people include having supportive relationships, being involved in pro-social activities outside of school, and having sources of faith, hope, and cultural traditions. The supportive, healthy relationships formed in mentoring and credible messenger programs help support youth as they go through challenging life situations, including dealing with toxic stress, trauma and transitioning to adulthood. Mentoring and other out-of-school programs help guide young people towards positive social interactions and activities. Moreover, research shows that programs that are reflective of young people's culture, experience and community help build their sense of positive identity which in turn build a sense of self efficacy, positive decision-making and sense of belonging – critical elements in positive adolescent development.

Aligning the community
with mental health resources, legal aid,
family counseling,

— August 8th, 2018 - Rainier Beach
Community Conversation

OBJECTIVE 2 STRATEGY B	
PROVIDE ACCESS TO HIGH QUALITY, COMMUNITY BASED SERVICES FOR COMMUNITIES, YOUTH, AND FAMILIES	
ACTION ITEMS	
LEVEL 2 - COUNTY AS PARTNER	
Short Term:	<ul style="list-style-type: none">• Continue and grow sustained investments in robust community options to serve high needs youth and families, including providing technical assistance, capacity building, and philanthropic opportunities• Expand ability to connect high needs youth and families with community based credible messengers• Expand youth access to pro social activities & supports outside of school• Expand mentorship programs
Medium Term:	<ul style="list-style-type: none">• Reduce barriers to housing access by increasing resources, services, and support for housing

Strategy C: Support community based response to youth and families in crisis so that legal system involvement is rare and the last resort

Behavioral health issues present challenges for many of King County's youth. Of those King County students in 10th grade who participated in the Washington State Healthy Youth Survey, results revealed that at some time in their lives, 31 percent of youth felt depressed, 61.5 percent had tried alcohol, and 14 percent did not feel safe

at school.⁸⁹ Research has shown that approximately 50-70 percent of youth in the juvenile legal system have a diagnosable mental health disorder and 60 percent have a co-occurring substance abuse disorder. Youth with co-occurring disorders in the legal system have poorer outcomes and higher rates of recidivism.⁹⁰

Community-based, culturally responsive organizations are in the prime position to be first responders and early interveners. This is particularly relevant for behavioral health providers, as recognized in the MIDD Service Improvement Plan which explicitly calls for behavioral health services to be provided as culturally responsive and culturally specific.⁹¹ Earlier identification and intervention, grounded in a culturally responsive approach create better prospects for living healthy, functioning lives.

OBJECTIVE 2 STRATEGY C	
SUPPORT COMMUNITY BASED RESPONSE TO YOUTH AND FAMILIES IN CRISIS SO THAT LEGAL SYSTEM INVOLVEMENT IS RARE AND THE LAST RESORT	
ACTION ITEMS	
LEVEL 3 - COUNTY AS CONVENER	
Short Term:	<ul style="list-style-type: none">• Expand culturally responsive, evidence-based and/or promising behavioral health practices for youth not currently involved in the juvenile legal system (examples may include multisystemic therapy, [MST], family functional therapy [FFT], and family intensive therapy [FIT])⁹²• Expand/enhance Wrap Around and Children's Crisis Outreach Response System (CCORS)• Encourage all law enforcement agencies to utilize the new juvenile Miranda warning
Medium Term:	<ul style="list-style-type: none">• Modify existing crisis intervention training for law enforcement to include specific modules on adolescent brain development and skills for addressing youth in crisis (includes behavioral health crises)• Increase continuum of treatment service options for substance use disorder treatment, including inpatient beds, more options for out-patient treatment and day treatment programs• Strengthen and support the behavioral health workforce to increase the availability, quality, and diversity of services for children and youth• Expand the number of 24/7 supervised stabilization beds for youth who are engaged by law enforcement (Safe Spaces)• Create/invest in no barrier residential units with services

⁸⁹ Washington State Department of Health.

⁹⁰ Underwood, L. A., & Washington, A. (2016). Mental Illness and Juvenile Offenders. *International Journal of Environmental Research and Public Health*, 13(2), 228. <http://doi.org/10.3390/ijerph13020228>

National Center for Mental Health and Juvenile Justice: Co-occurring Disorders Among Youth in Juvenile Justice.

<https://www.ncmhjj.com/wp-content/uploads/2016/09/Co-occurring-Disorders-Among-Youth-in-Juvenile-Justice-FOR-WEBSITE.pdf>

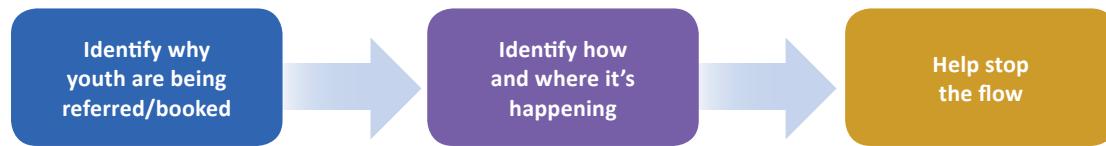
SAMHSA: Criminal and Juvenile Justice. <https://www.sarmhsa.gov/criminal-juvenile-justice>

National Center for Mental Health and Juvenile Justice: Co-occurring Disorders Among Youth in Juvenile Justice.

<https://www.ncmhjj.com/wp-content/uploads/2016/09/Co-occurring-Disorders-Among-Youth-in-Juvenile-Justice-FOR-WEBSITE.pdf>

⁹¹ MIDD Service Improvement Plan. https://www.kingcounty.gov/~media/depts/community-human-services/MIDD/documents/170804_MIDD_Implementation_Plan.ashx?la=en

⁹² This action item addresses the issue that the state funds behavioral health services after a youth is already involved with the juvenile legal system and only for the duration of the involvement. Availability of therapeutic interventions prior to and after a youth's involvement in the legal system supports youth and family in community and leads to better life course outcomes.



Measuring Objective 2: In order to figure out how to prevent youth from entering the legal system, it is necessary to understand why and how they first enter it. Measuring youth's first referral or first booking and for what types of alleged crimes helps to understand touch points, and in turn focus efforts.

Measure 1: First referral into the juvenile legal system by race of youth, by offense level, by year.

Methodology: For each year, count each unique youth's first referral within that year. Next, determine whether a youth has ever had a prior referral to the PAO. If they have not, count them as a first referral. Attach demographics and offense level at that first referral.

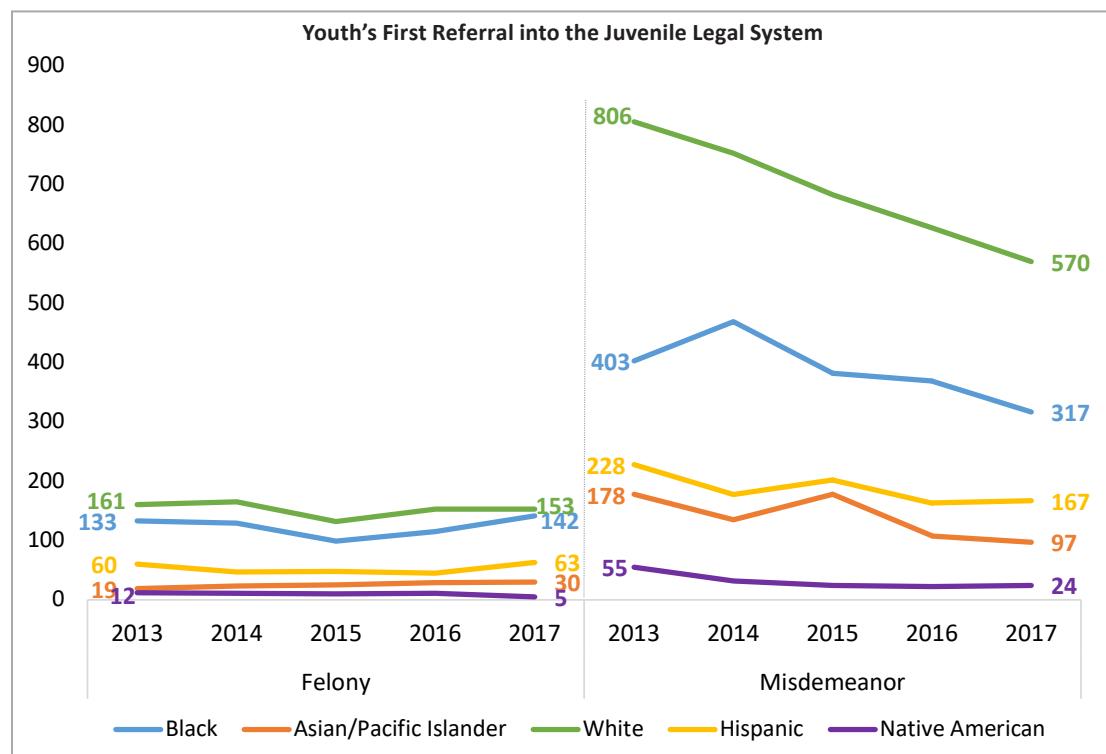
DATA CALL OUT

The number of **Black youth** experiencing their first referral as a felony offense has been increasing since 2015; **Hispanic youth** referrals were up between 2016 and 2017

Misdemeanor offenses, as the youth's first referral into the legal system, is flat or decreasing across races/ethnicities

White youth make up 48% of all first referrals for misdemeanor offenses

Table 10



Measure 2: First booking into secure detention by race of youth by offense level by year.

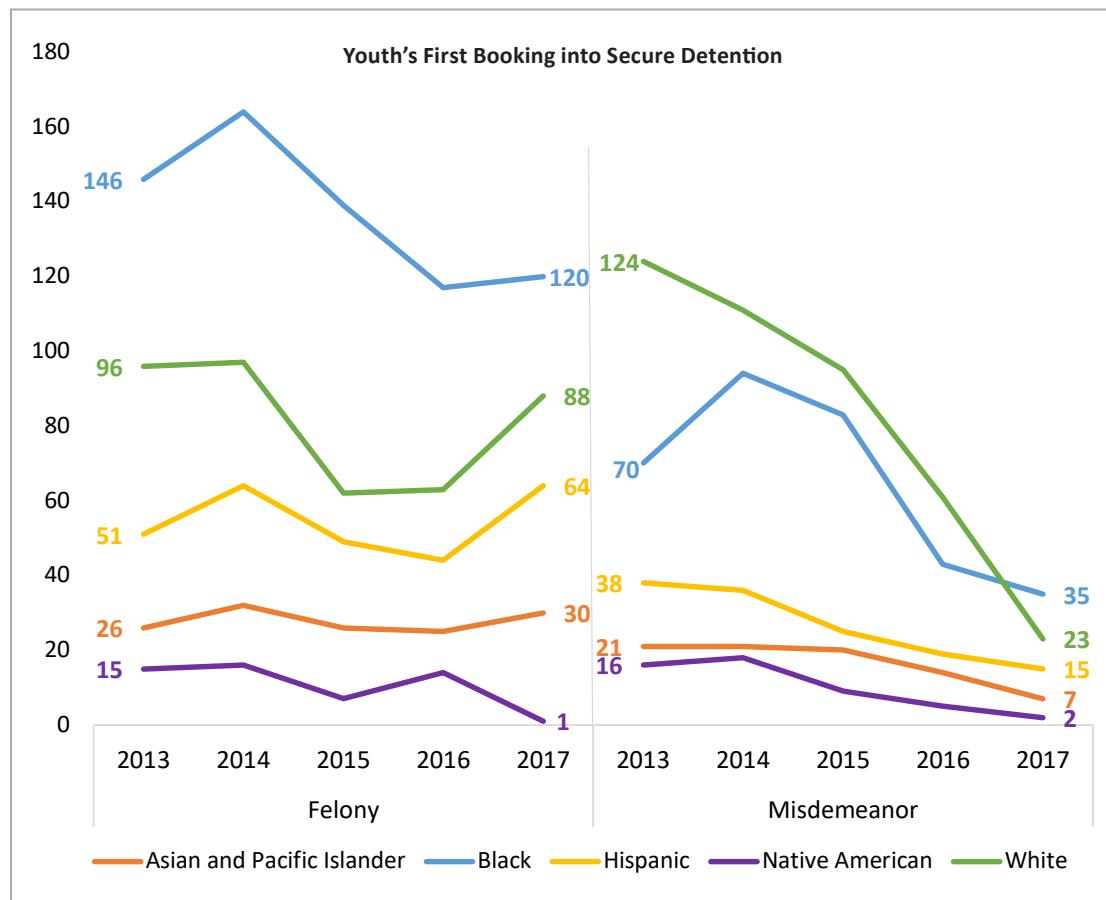
Methodology: For each year, count each unique youth's first booking within that year. Next, determine whether a youth has ever had a prior secure juvenile detention. If they have not, count them as a first booking. Include demographics and offense level at that first referral.

DATA CALL OUT

Increases on first bookings for a felony all **except Native American youth** between 2016 and 2017

The number of youth being booked into secure detention for the first time on a misdemeanor offense has decreased across all races and ethnicities

Table 11



At the strategy level for this objective, the data to determine where are the greatest needs will be examined, enabling collaboration with law enforcement and school partners to close the gateways into the juvenile legal system.



Objective Three: Divert

DIVERT YOUTH FROM FURTHER LAW ENFORCEMENT CONTACT, FORMAL LEGAL PROCESSES, AND SECURE DETENTION INTO COMMUNITY-BASED OPTIONS.

This objective examines alternative responses to the traditional juvenile legal and detention system to improve accountability, community safety, and outcomes for youth.

A growing body of research indicates that the traditional juvenile legal system is not as effective as community-based options for most youth who come into contact with the juvenile legal system. Particularly for lower level offenses, the traditional approach in the United States relies on a slow and adversarial legal process that often results in youth sentenced to probation with court-ordered conditions, many of which are not related to community safety or the underlying needs of the youth. According to the report *Transforming Juvenile Justice Systems*, the result for lower risk offenders is that “youth who are adjudicated by the juvenile justice system are more likely to be rearrested and less likely to succeed and complete school” than similar youth “who are not arrested or are diverted from court.”⁹³

The traditional response by the juvenile legal and detention system can isolate youth from their family and community, increase the traumatization of youth, and as a consequence, make it more difficult to engage youth in the services and supports needed to restore them to a path to be healthy, happy, safe, and thriving. Youth with juvenile records carry a long-lasting stigma that creates more barriers to employment and housing.

YOUNG PEOPLE

... thrive on community. But for young people in conflict with the law, our response is too often the opposite. By incarcerating young people, we do things we know are harmful: expose them to marginalization and social isolation that can be traumatizing, make them feel (and be) unsafe, and separate them from their families and communities. This separation disproportionately affects Black and brown communities, often characterized by tight social fabric.

—National Human Services Assembly.
Beyond Bars: Keeping Young People Safe at Home and out of Youth Prisons

⁹³ Council for State Governments. (2018). *Transforming Juvenile Justice Systems to Improve Public Safety Outcomes*. Washington DC. <https://csgjusticecenter.org/youth/publications/transforming-juvenile-justice-systems-to-improve-public-safety-and-youth-outcomes/>

As noted earlier in this report, research is highlighting the potentially harmful effects on youth, families, and communities from youth being held in secure detention and calls into question using secure detention particularly if there is not an immediate and serious risk to public safety. Since youth of color are dramatically overrepresented in secure detention, the consequences of its use are borne most heavily by communities of color.



Overreliance on the traditional response of the juvenile legal and detention system does not lead to safer communities, better outcomes for youth, or more equitable systems that serve youth.⁹⁴ The traditional approach in the United States is not the King County approach, which this report acknowledges.

Community-based diversion options hold the promise of assuring more meaningful and immediate accountability for youth while keeping youth connected to supportive networks in their community and engaging youth and family in culturally responsive individualized services.⁹⁵ A community-based response aligns with what is known about positive youth development outlined in the Objective 2: Prevention. Diverting youth to community-based options “can keep the public safe, hold young people accountable and help them and their families feel a restored sense of belonging.”⁹⁶

The Washington State Legislature recognized the limitations of the traditional response of the juvenile legal system when passing Senate Bill 6550 (SB) in the last legislation session. Major features of the changes in law are:

- Allows for law enforcement diversion
- Removes the cap on misdemeanor diversion (current law limits it to 2)
- Most felonies can be diverted, including Assault 2 and Robbery 2
- Encourages community-based diversion and partnerships with schools and other providers
- Recognizes restorative practices and youth development as principles important to diversion
- Clarifies when and how diversion records can be sealed/destroyed

In its recent recommendations for diversion, the Juvenile Justice Equity Steering Committee (JJESC) supports the expanded use of community-based options through diversion. The recommendations call for King County to:

- Set a goal of diverting 100 percent of the eligible youth under SB 6550
- Invest in community-based options as a “first response” at arrest and referral
- Invest in meeting the basic needs necessary that may prevent a youth’s participation and success in diversion options

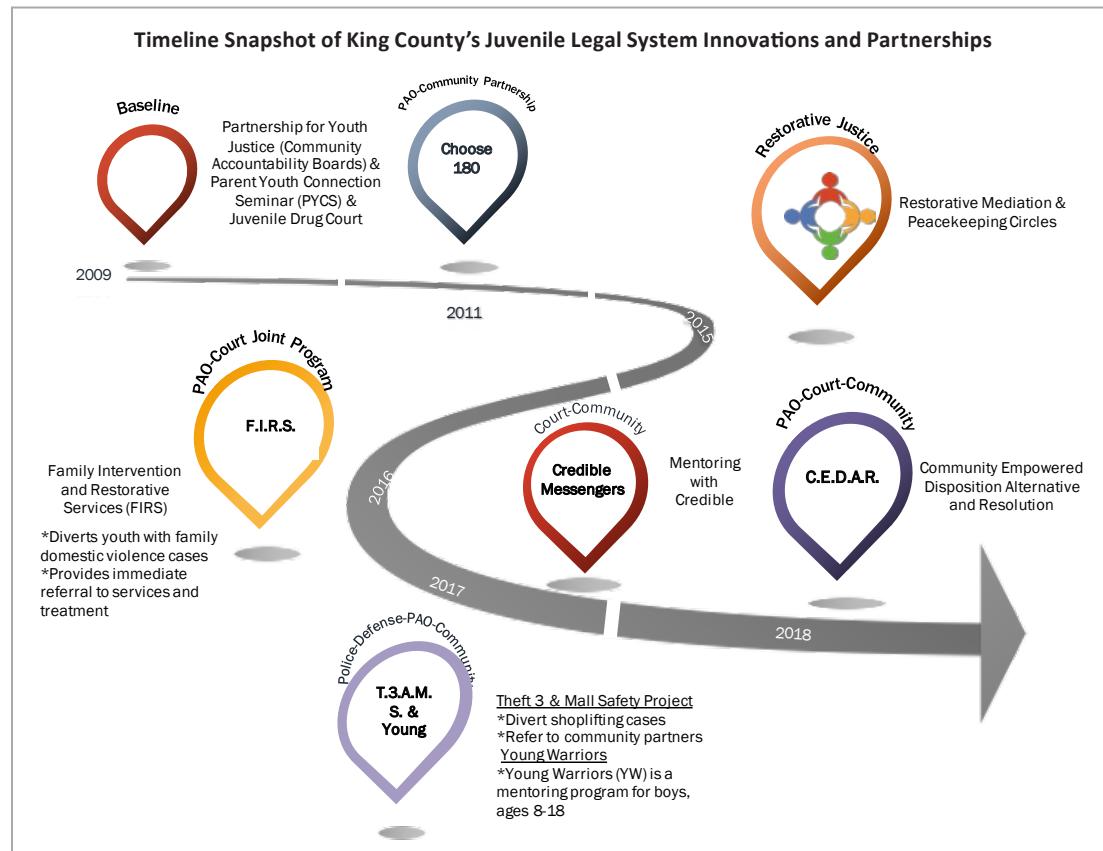
⁹⁴ Lambie, Ian, Randell, Isabelle. (2013). *The Impact of Incarceration on Juvenile Offenders*. *Clinical Psychology Review*, 33: 448-459. http://www.academia.edu/29633592/The_impact_of_incarceration_on_juvenile_offenders

⁹⁵ The term “diversion” as used in this report meant to include any opportunity to redirect youth from the juvenile legal process and detention. This meaning is broader than the statutory definition.

⁹⁶ Lambie, Ian, Randell, Isabelle. (2013). *The Impact of Incarceration on Juvenile Offenders*. *Clinical Psychology Review*, 33: 448-459. http://www.academia.edu/29633592/The_impact_of_incarceration_on_juvenile_offenders

- Engage youth in restorative practices customized to the youth's circumstances
- Partner transparently with community stakeholders to monitor the data and results on these efforts by age, gender, and race/ethnicity⁹⁷

King County is not starting from scratch in its diversion work as outlined in this objective. It has a long history of using alternatives to secure detention and implementing diversion options for youth involved with the legal system on less serious offenses. The timeline below highlights several of the innovative programs in recent years.



For this objective, the journey to Zero Youth Detention means carefully expanding the range of community-based diversion options until it becomes the primary response for most youth who come into contact with the legal system, including those youth who have the most complex needs.

The strategies and actions below represent the next step in a commitment to bring together partners to work through the challenges for creating an effective continuum of community-based approaches in King County. These challenges include:

- **Complex and Diverse Needs of Youth:** As noted in the Beyond Bars report “few [communities] are equipped to safely meet the complex and diverse needs of young people in the juvenile justice system and their families.”⁹⁸
- **Building Community Capacity:** Communities have great potential to care for their youth. The challenge is to support the organization of, and fund to scale, services tailored to the needs of youth and the supports to help youth stay engaged.

⁹⁷ The Juvenile Justice Equity Steering Committee Diversion Recommendations - Appendix C

⁹⁸ National Human Services Assembly. (2016). Beyond Bars: Keeping Young People Safe at Home and out of Youth Prisons. <https://www.nationalassembly.org/resources/beyond-bars-keeping-young-people-safe-at-home-and-out-of-youth-prisons/>

- **Cross-System Coordination:** An effective continuum of community-based options requires partnerships with multiple youth-serving systems including behavioral and physical health, education, child welfare, and the juvenile legal system. However, if these systems are not aligned across goals, funding, and demands on families, they will be a barrier to supporting effective community-based options.
- **Measured Responses for Setbacks:** When considering the traumatization youth involved with the juvenile legal system have experienced and the adolescent stage of brain development, youth will often misstep. Recognizing this reality, it will be necessary for community and system partners to agree ahead of time on how best to respond to these setbacks.

Multiple diversion points throughout the systems that use restorative options

— August 8th, 2018 - Rainier Beach Community Conversation

Increasing the use of community-based decisions options occurs within the context of the juvenile legal process at the following stages:

- Contact with law enforcement
- Arrest and referral to Court
- Case diverted, filed or dismissed
- If filed, the case is adjudicated in Superior Court

The strategies and actions for this Zero Youth Detention objective are intended to generate a continuum of community-based options that could be accessed at different points in the juvenile legal process. The strategies for the objective are organized as follows:

- Law enforcement arrest and/or citation (Strategy A)
- Court process including referral, case filing, and adjudication (Strategy B)
- Secure Detention (Strategy C)

Strategies A and B are focused on expanding diversion opportunities from the formal legal system to community-based options. Strategy C is focused on expanding opportunities to safely place youth, who would otherwise be held in detention, into alternatives such as electronic home monitoring that include strong community-based support. Please note that use of diversion options, including diversion from detention, are determined by prosecutorial and judicial discretion.⁹⁹

FIVE ESSENTIAL ELEMENTS NECESSARY TO MAXIMIZE DIVERSION

PROVIDED BY THE JUVENILE JUSTICE EQUITY STEERING COMMITTEE

1. Youth and family centered
2. Community-based & delivered in culturally meaningful ways
3. Tailored to the needs of youth
4. Youth have multiple chances at diversion
5. Addressing basic needs essential for success

THE THEFT 3 MALL SAFETY (T3AMS) PROJECT

T3AMS IS A PILOT PROJECT DESIGNED TO LOWER THE NUMBER OF YOUTH-RELATED THEFT CHARGES AND CASES AT A LOCAL MALL

Working together, businesses, mall security, local law enforcement, and the T3AMS project partners encourage positive behavior, connecting young people who make the mistake of shoplifting, to community services. Services provided are:

- Job training
- Mentoring
- Employment assistance
- Academic support

⁹⁹ In many instances, judicial decisions are driven by statutory requirements.

Strategy A: Divert youth from law enforcement arrest and/or citation

When law enforcement comes into contact with a youth potentially involved in an offense, many dynamics are in play. The opportunity presented in this strategy provides law enforcement with a range of tools, options, and new partnerships to respond to a variety of situations involving youth in crisis. For example, for minor offenses, community-based options can bring more immediate accountability while engaging the youth and their families in services that can help avoid the situation from repeating or escalating. See adjacent box below for a recent example, called Theft 3/Mall Safety Project.

Note: not all strategies include items in each of the four levels of County responsibility. Some strategies do not include medium or long term items.

OBJECTIVE 3 STRATEGY A DIVERT YOUTH FROM LAW ENFORCEMENT ARREST AND/OR CITATION ACTION ITEMS	
LEVEL 3 - COUNTY AS CONVENER	
Short Term: <ul style="list-style-type: none">Convene law enforcement and communities to develop and test alternative responses to formal arrest and referral for potential minor offenses that would provide more immediate accountability and access to services that support youth development in their community	

Strategy B: Divert youth from referral, case filing, and adjudication

If youth are not diverted at arrest, the case will be referred into the legal process, which starts with Prosecutor's decision of whether to divert, file, or not proceed. As noted earlier, diversion options currently exist and the passage of SB 6550 expands what can be diverted prior to filing. The potential actions below represent the next steps to expand on existing diversion options to create a full continuum.

OBJECTIVE 3 STRATEGY B DIVERT YOUTH FROM REFERRAL, CASE FILING, AND ADJUDICATION ACTION ITEMS	
LEVEL 2 - COUNTY AS PARTNER	
Short Term: <ul style="list-style-type: none">Expand Community Empowered Disposition Alternative and Resolution (CEDAR) program¹⁰⁰Enhance partnership with legal system, including law enforcement, and community stakeholders to increase diversion opportunities for youth referred for misdemeanor chargesPartner with legal system and community stakeholders to conduct analysis of case filing or adjudication diversion options to expand opportunities for youth to avoid further involvement in the legal system	

¹⁰⁰ See Appendix Q for details on the CEDAR program.

Strategy C: Divert youth from secure detention

A major milepost on the road to Zero Youth Detention is to shift toward using secure detention as the option of last resort. This shift involves carefully expanding the use of alternatives to secure detention such as electronic home monitoring.

Most youth who are involved in the legal system are not held in secure detention. Youth who have been arrested are admitted into secure detention because a combination of their alleged offense, criminal history, and other factors that indicate they are a potential serious risk to public safety or themselves. Parents are usually consulted as well.¹⁰¹

A set of detention intake criteria, adopted by Superior Court, determines eligibility for acceptance to secure detention. The Court completes the Detention Risk Assessment Instrument (DRAI) in order to determine the risk level. The DRAI risk level informs the court in decision making with regard to release, alternative to secure detention, or secure detention for the youth. Youth who score low risk on the DRAI, and are screened after court hours, are eligible to be released immediately through the use of a remote electronic review with a Superior Court Judge.¹⁰² Youth who score moderate and high on the DRAI will be seen by a judge within 24 business hours at first appearance. The Court will make a determination of custody status and eligibility for alternatives to detention (e.g. electronic home monitoring) at first appearance, arraignment, and subsequent hearings.

As noted in Table 12, King County has used alternatives to secure detention extensively over the years. Even as the overall detention population has declined, the proportion of youth on alternatives has increased. The charts also indicate that youth of color in general are placed in alternatives in the same proportion as their representation in secure detention.

OBJECTIVE 3 STRATEGY C DIVERT YOUTH FROM SECURE DETENTION ACTION ITEMS	
LEVEL 1 - COUNTY ONLY	
Short Term: Continue to regularly review and evaluate the detention intake criteria to stay current with Zero Youth Detention progress on diversion options and ensure detention is a last resort	
LEVEL 2 - COUNTY AS PARTNER	Short Term: <ul style="list-style-type: none">● Expand alternatives to detention and use them as default response instead of detention● Partner with community providers to expand use of electronic home monitoring (EHM) for youth by<ul style="list-style-type: none">◊ Expanding availability of community alternatives◊ Continuing to review every youth who presents at detention for EHM eligibility◊ When possible, placing youth under 14 years old on EHM● Partner with community organizations to increase community placement options for youth with status offenses and probation violations¹⁰³

¹⁰¹ In some cases, parents seek confinement of their child for safety reasons, reflecting a historical lack of resources in communities available as safe alternatives to detention for youth.

¹⁰² <https://www.kingcounty.gov/courts/superior-court/juvenile/detention/criteria.aspx>

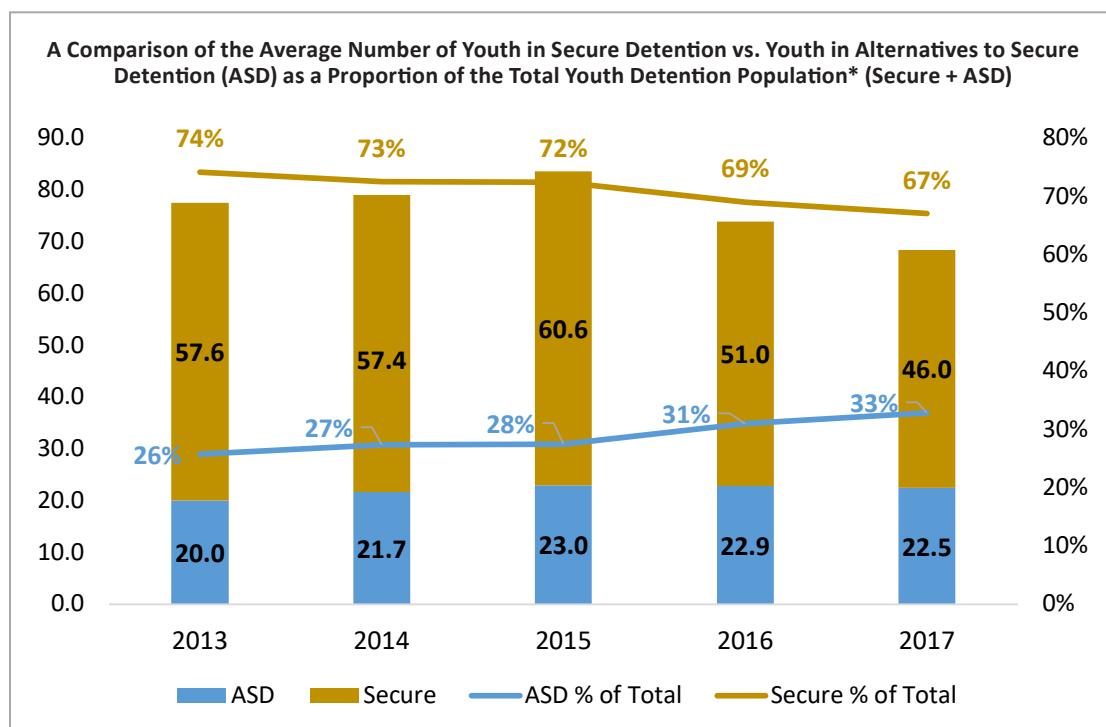
¹⁰³ Includes At Risk Youth (ARY), Children in Need of Services (CHINS), and Becca cases.

Measuring Objective 3: King County has many formal and informal diversion and restorative justice programs, policies and initiatives. Diverting youth out of the juvenile legal system, or to the least restrictive environment based on their individual needs while ensuring community safety, is usually in the best interest of youth. At the objective level, the use of electronic home monitoring (an alternative to secure detention) as a percent of secure detention numbers is measured. Data is then disaggregated by race to determine if disparities exist.

DATA CALL OUT

Although the average daily number of youth in **secure and alternatives to secure detention** has fallen since 2015, the percent of youth in **alternatives** has risen, relative to the total detention population*

Table 12



*Excludes youth held in detention on adult matters.

Measure 1: Comparison of the average daily population of youth in secure detention compared to youth in alternatives to secure detention (predominantly electronic home monitoring). Years 2013-2017 shown.

Methodology: For each year, look at the total average daily population of youth in custody and compare secure detention number to alternatives to secure detention. Determine the percent of each by year.

**Percent of Youth in Alternatives to Secure Detention (ASD) Compared to
Percent of Youth in Secure Detention, by Race – 2013 vs. 2017***

Table 13

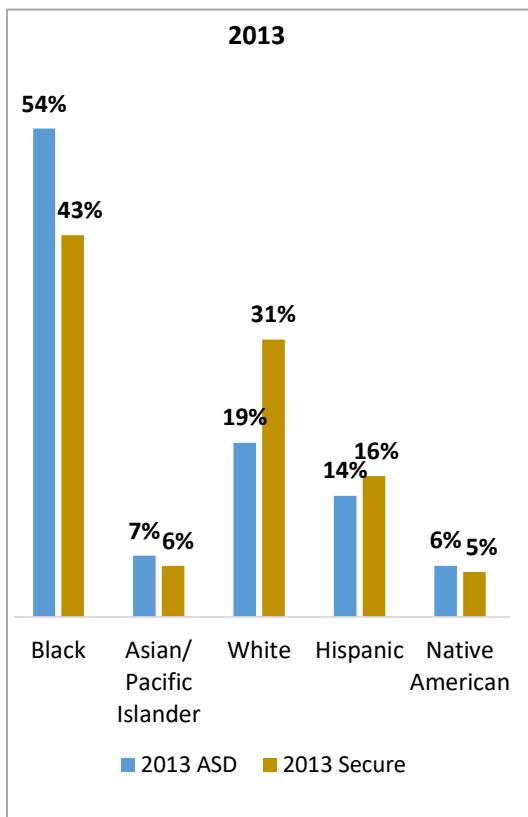
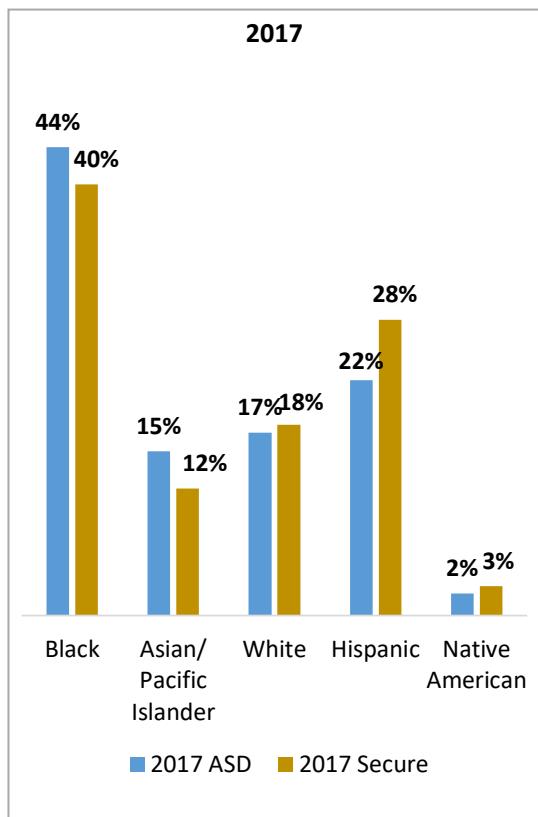


Table 14



*Excludes youth held in detention on adult matters.

Measure 2: Comparison of the percent of youth in alternatives to secure detention compared to the percent of youth in secure detention for the years 2013 and 2017, by race.

Methodology: For each year, look at the average daily population of youth in both secure custody and alternatives to secure custody. Determine the percent breakdown of each type of custody by race.

DATA CALL OUT

One indicator for the use of alternatives to secure detention (ASD) is whether youth of color are represented in ASD at the **same percentage they are represented** in secure detention

In 2013 and 2017, youth of color were **represented in ASD** in the same percentage or greater compared to their representation in secure detention, except for Hispanic youth



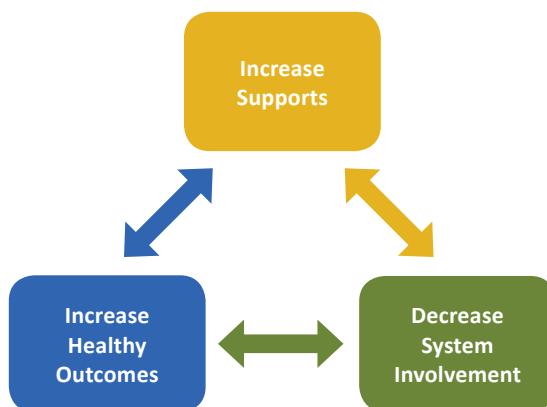
Objective Four: Support

SUPPORT YOUTH AND FAMILIES TO REDUCE RECURRENCE OF LEGAL SYSTEM INVOLVEMENT AND INCREASE HEALTHY OUTCOMES.

This objective seeks to create and support interactions for youth and families that are transformative and recognize the restorative capacity of youth, resulting in reduced legal system involvement and improved life-course outcomes. Informed by the evolving understanding of adolescent brain development, principles of equity and social justice, and by communities and King County employees, the following strategies work together to support youth and their family in their communities so that they live their full potential; youth do not return to the legal system; negative impacts to their lives are minimized; and their inherent strengths and skills are promoted.

Feedback from youth and families involved with the legal system, community members, and employees indicates the need for additional supports for family members while navigating the complexities of the juvenile legal system.¹⁰⁴ Offering such support programs and resources that include previously juvenile legal system involved family members provide peer support that can help build trust, establish safety, and empower families.¹⁰⁵

Additionally, engaging families in crucial decision points about a youth's education, treatment, and progress throughout legal system involvement opens a door to connections to services and resources the family may need in the community. These services can help support youth and families beyond the walls of secure detention and juvenile legal system involvement.¹⁰⁶



¹⁰⁴ The term "families" includes those people, defined by the youth and family, who are primary attachment relationships and provide essential care for the well-being of each other such as love, resources, supports, and guardianship.

¹⁰⁵ Rozzell, Liane. (2013). *The Role of Family Engagement in Creating Trauma-Informed Juvenile Justice Systems*. Los Angeles, Calif.: The National Child Traumatic Stress Network.

¹⁰⁶ Shanahan, Ryan, and; DiZerega, Margaret DiZerega. (2016). *Identifying, Engaging, and Empowering Families: A Charge for Juvenile Justice Agencies*. Report. Georgetown University, Center for Juvenile Justice Reform and the Vera Project. <http://cjjr.georgetown.edu/wp-content/uploads/2016/02/Family-Engagement-Paper-2016.pdf>

Such services may include substance abuse or behavioral health treatment, housing resources, employment or education services, mentorship programs, or other necessary services. Youth can feel relief knowing their family's needs are being met while also serving as a source of motivation when family members have resources to meet their needs in preparation for the return home of their child.¹⁰⁷

Strategy A: Expand family support and engagement opportunities and connections

Young people who remain in their own community generally have better outcomes after contact with the juvenile legal system. However, when community-based resources are not a viable option and a youth must be placed in secure detention as a last resort, family engagement and support are essential.¹⁰⁸ Evidence suggests that youth in secure detention who get frequent visits from family members do better in school and have fewer violent incidents while in detention.¹⁰⁹

Note: not all strategies include items in each of the four levels of County responsibility. Some strategies do not include medium or long term items.

OBJECTIVE 4 STRATEGY A EXPAND FAMILY SUPPORT AND ENGAGEMENT OPPORTUNITIES AND CONNECTIONS ACTION ITEMS	
LEVEL 1 - COUNTY ONLY	
Short Term:	
	<ul style="list-style-type: none">• Continue to expand visitation access to youth in detention
Medium Term:	
	<ul style="list-style-type: none">• Explore and develop and implement options to assist families in attending scheduled hearings, including potential revisions of Court hours, to include weekend and evening hours and video opportunities for remote appearances to prevent youth and families from missing school or work in partnership with labor• Provide printed, culturally responsive materials for families involved with the juvenile legal system regarding services and processes
LEVEL 2 - PARTNER	
Short Term:	
	<ul style="list-style-type: none">• Implement family outreach and engagement activities upon arrival and release from detention• Increase supports for caregivers and families with youth on electronic home monitoring• Establish and implement parent support program for parents and caregivers of juveniles who are engaged in criminal and non-criminal court matters

¹⁰⁷ Shanahan, Ryan, and; DiZerega, Margaret DiZerega. (2016). Identifying, Engaging, and Empowering Families: A Charge for Juvenile Justice Agencies. Report. Georgetown University, Center for Juvenile Justice Reform and the Vera Project. <http://cjjr.georgetown.edu/wp-content/uploads/2016/02/Family-Engagement-Paper-2016.pdf>

¹⁰⁸ Shanahan, Ryan; DiZerega, Margaret. (2016). Identifying, Engaging, and Empowering Families: A Charge for Juvenile Justice Agencies. Report. Georgetown University, Center for Juvenile Justice Reform and the Vera Project. <http://cjjr.georgetown.edu/wp-content/uploads/2016/02/Family-Engagement-Paper-2016.pdf>

¹⁰⁹ Villalobos Agudelo, Sandra. (2013). The Impact of Family Visitation on Incarcerated Youth's Behavior and School Performance Findings from the Families as Partners Project. Report. The Vera Project Issue Brief. http://www.njjn.org/uploads/digital-library/impact-of-family-visitation-on-incarcerated-youth-brief_VERA_April-2013.pdf

Strategy B: Reengage youth from detention into community

Effective plans must be in place to support youth as they exit confinement and reintegrate back into their family, school, job, and community. Reentry services and programs which target youth who are exiting detention and connect them with professional cases managers, mentors, or employment opportunities can reduce recidivism. By fostering improved family relationships and functioning, reintegration into school, and mastery of independent life skills, youth build resiliency and positive development to divert them from delinquent and other problematic behaviors.¹¹⁰

Ensuring reengagement services, programs, and resources help meet the needs of youth within their family and community context supports community safety and stability, promotes youth and family wellbeing and positive youth development so that youth can thrive well beyond juvenile legal system involvement. Access to effective reengagement for youth reentering community from secure detention can help to reduce recidivism and foster successful reconnections with families and communities.

I have spent the past two years showing up to his school, court related appointments, and calling law enforcement in hopes of getting help. I want people to know that this experience is extremely difficult. I am sure other parents are experiencing even worse things than my family. I wonder if other parents have given up seeking services or if they simply do not care. I want something that works and to know that the law is on the side of families.

See “Angel’s Story” in Appendix P

OBJECTIVE 4 STRATEGY B

REENGAGE YOUTH FROM DETENTION INTO COMMUNITY

ACTION ITEMS

LEVEL 1 - COUNTY ONLY

Medium Term:

Eliminate legal financial obligations (LFOs) except as pertaining to crime survivors¹¹¹

¹¹⁰ Nellis, A.; Wayman, R. (2009). *Back on Track: Supporting Youth Reentry from Out-of-Home Placement to the Community*. Youth Reentry Task Force of the Juvenile Justice and Delinquency Prevention Coalition. <https://jjie.org/wp-content/uploads/2018/04/Back-on-Track-Supporting-Youth-Reentry-from-Out-of-Home-Placement-to-the-Community.pdf>

¹¹¹ Whenever a person is convicted in Superior Court, the court may order the payment of a legal financial obligation as part of sentencing. Revised Code of Washington 9.94A.760

LEVEL 2 - COUNTY AS PARTNER

Short Term:

- Implement warm hand off to community providers for each youth exiting detention (housing, education, employment, physical health and behavioral health)¹¹²
- Link exiting youth and families with community ambassadors, credible messengers, community navigators and mentors, providers and community members
- Increase mentorship opportunities
- Expand academic/educational achievement and work readiness programs for youth in detention and youth on probation
- Implement “Know your Rights” training for youth and families
- Implement record sealing clinics

Medium Term:

- Explore and pilot probation models that incorporate the principles of adolescent development and incentive-based behavior management such as an opportunity-based probation model¹¹³

Long Term:

- Establish housing options for youth transitioning out of detention or the legal system, such as community embedded housing, where 24/7 adolescent trauma focused respite, long term care, and crisis intervention services are provided in non-secure units to youth age 12-17

Strategy C: Ensure detained youth receive trauma-informed, culturally responsive, and developmentally appropriate care and services

Foundational to a public health approach in juvenile detention is a focus on workforce development, including training detention staff on science based adolescent brain development and providing trauma-informed services. The Department of Adult and Juvenile Detention’s annual training plan includes training on trauma, adolescent development, crisis intervention, and de-escalation. Juvenile detention staff are receiving enhanced training on understanding the roots of adolescent behavior based on brain science and evolving principles of adolescent development and understanding the adolescent brain. Detention staff who work with youth are being trained in restorative mediation to better assist youth in problem-solving. Trainings on interpersonal communication and direct supervision are also being provided so that staff can expand and strengthen interpersonal skills which are fundamental to building rapport with youth.

Feedback from community members and King County employees identify a shared view that trauma-informed, culturally responsive and developmentally appropriate care and services are necessary to help youth reach their full potential. As identified in Objective 2, multiple studies point to the importance of identity in positive youth development. A strong identification with one’s heritage is positively associated with a range of positive life-course outcomes.¹¹⁴

¹¹² A facilitated transition of a client when moving from one program or service to another.

¹¹³ <https://www.aecf.org/m/privy/Deep-End-Resource-Guide-8n-Opportunity-Based-Probation-Manual.pdf>

¹¹⁴ Roberts et.al. (1999). *The Structure of Ethnic Identity of Young Adolescents from Diverse Ethnocultural Groups*. *The Journal of Early Adolescence* 19(3):301-322, August 1999.

I believe that Tyrell would benefit from an inpatient, dual-diagnoses program with mental health support such as Dialectical Behavioral Therapy or Cognitive Behavioral Therapy. I would also like him to have a mentor with a similar lived experience. A sponsor from a substance abuse program could be helpful.

See “Rebecca’s Story” in Appendix P.

Skills building programming made available to youth who are in detention can provide a positive foundation for youth reengagement with family and community, particularly if the programming is culturally responsive and reflective. Recent studies found that youth of color are most successful when they are taught and led by people who look like them and have shared lived experiences.^{115, 116, 117}

OBJECTIVE 4 STRATEGY C ENSURE DETAINED YOUTH RECEIVE TRAUMA-INFORMED, CULTURALLY RESPONSIVE, AND DEVELOPMENTALLY APPROPRIATE CARE AND SERVICES	
ACTION ITEMS	
LEVEL 1 - COUNTY ONLY	
Short Term:	<ul style="list-style-type: none">Provide professional development training on trauma-informed care, adolescent brain development, implicit bias, undoing systemic racism, and other best practices to all county staff serving youth
LEVEL 2 - PARTNER	
Short Term:	<ul style="list-style-type: none">Provide responsive programming to detained youth: workshops, healing circles, asset development, cultural history, life and leadership skills
Medium Term:	<ul style="list-style-type: none">Develop and make available training on trauma-informed care, adolescent brain development and other best practices to community based organizations serving youthProvide specialized alternative to secure detention beds with a full continuum of therapeutic behavioral health supports for youth who present substance abuse, mental health or other behavioral health needs

¹¹⁵ Ordway, Denise-Marie. (2017). “Minority Teachers: How Students Benefit from Having Teachers of Same Race.” Harvard University Shorenstein Center on Media, Politics, and Public Policy. <https://journalistsresource.org/studies/society/education/minority-teachers-students-same-race-research>

¹¹⁶ Gershenson et al. (2017). *The Long-Run Impacts of Same-Race Teachers*. IZA Institute for Labor Economics. <http://ftp.iza.org/dp10630.pdf>

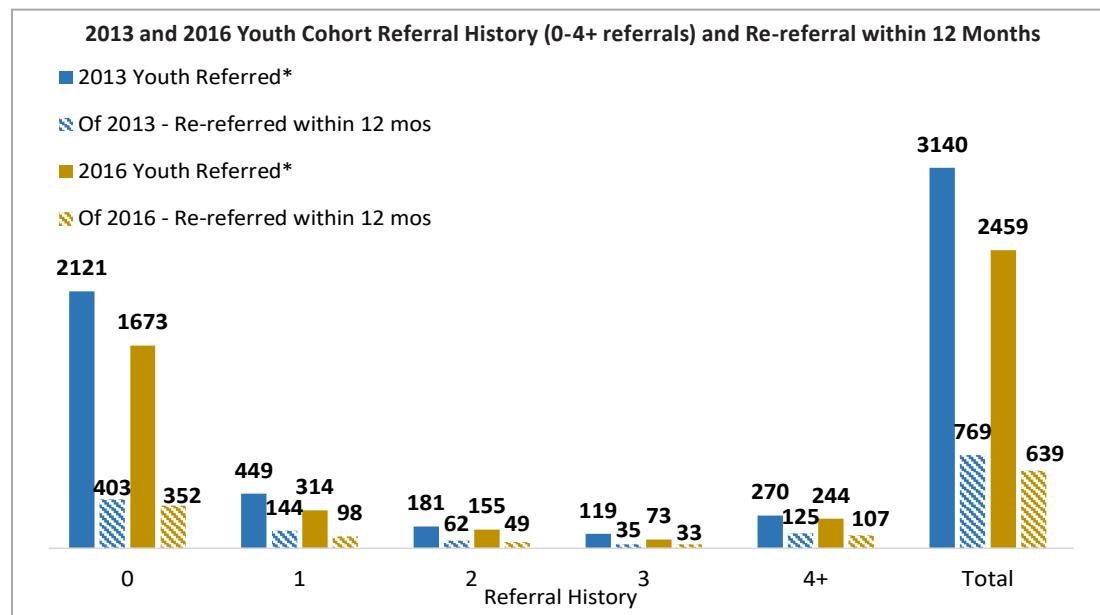
¹¹⁷ Robinson, Marc Anthony. (2018). *Black Boys Don’t Need More Discipline, They Need Mentors*. Education Post. <http://educationpost.org/black-boys-dont-need-more-discipline-they-need-mentors/>

Measuring Objective 4: To measure recurrence of involvement in the legal system for youth, it is necessary to first understand the starting point. To do this, a cohort of youth coming into the system at the same time is examined. Because there is intentional focus on youth coming into the system, referrals and bookings are tracked, and in particular how many times youth have previously been in the system, and how many have come back. These baseline numbers will provide a point in time against which to track impact and outcomes across the detention system.

Measure 1: Showing 2013 and 2016 data: percent and number of youth with zero, one, two, three, or four and more prior referrals and percent and number of youth with zero, one, two, three, or four and more prior referrals that have a new referral within twelve months following the 2013 and 2016 referral.

Methodology: For both years, count each unique youth's first referral within that year. Next, count each unique youth's number of prior referrals to the PAO. Include demographics and offense level for future analysis. Finally, count the first referral within twelve months following the initial referral date in 2013 and 2016. Remove any youth older than 16.99 years from the analysis as it will not be possible to follow these youth for the full 12 months at this time.

Table 15



*Excludes youth that were 17 years old or older at the time of the referral in 2013 or 2016.

COHORT	PRIOR REFERRALS					
	0	1	2	3	4+	TOTAL
% of 2013 youth re-referred within 12 months	19.0%	32.1%	34.3%	29.4%	46.3%	24.5%
% of 2016 youth re-referred within 12 months	21.0%	31.2%	31.6%	45.2%	43.9%	26.0%

Measure 2: Showing 2013 and 2016 data: percent and number of youth with zero, one, two, three, or four and more prior bookings and percent and number of youth with zero, one, two, three, or four and more prior bookings with a new booking within six months following the 2013 and 2016 booking.

Methodology: For both years, count each unique youth's first booking into secure detention within that year. Next, count each unique youth's number of prior bookings into secure detention. Finally, count the first booking within six months following the initial booking in 2013 and 2016. The start date will commence on the youth's release date. Remove any youth older than 17.49 years at release date from the analysis as it will not be possible to follow these youth for the full six months at this time.

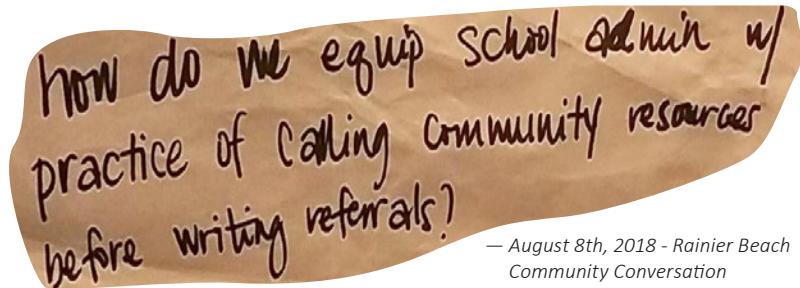
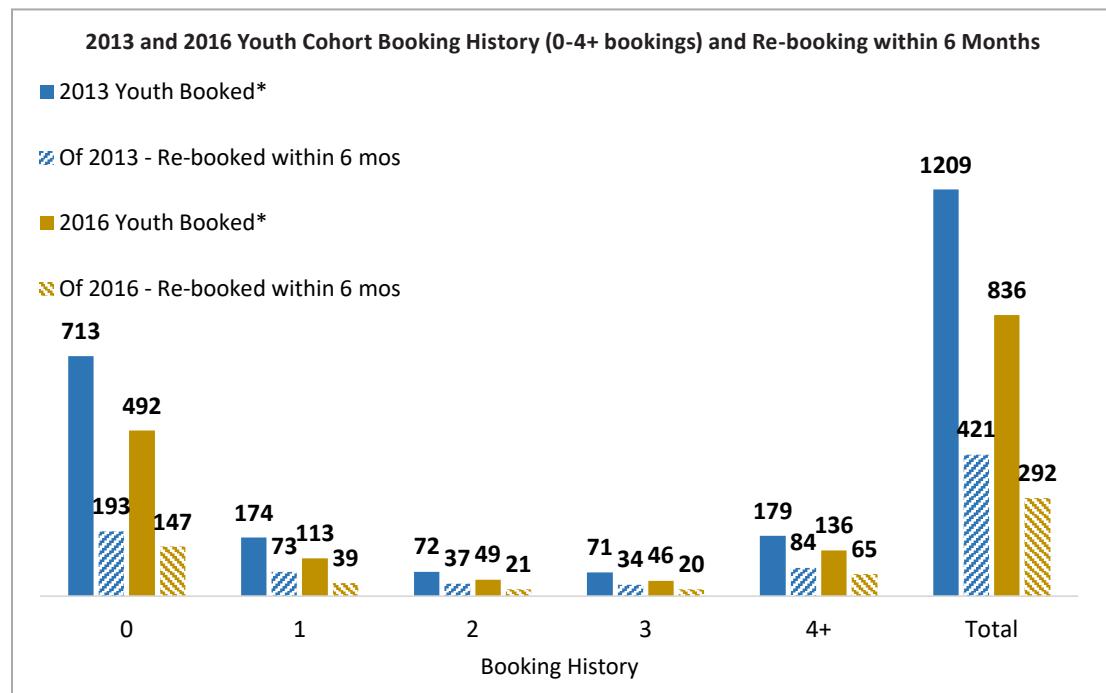


Table 16



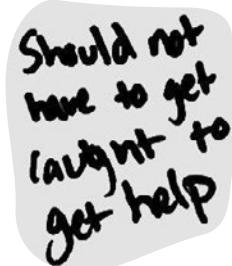
*Excludes youth that were 17.5 years old or older at the time of release from the original 2013 and 2016 booking.

COHORT	PRIOR BOOKINGS					
	0	1	2	3	4+	TOTAL
% of 2013 youth re-booked within 12 months	27.1%	42.0%	51.4%	47.9%	46.9%	34.8%
% of 2016 youth re-booked within 12 months	29.9%	34.5%	42.9%	43.5%	47.8%	34.9%

The following two measures are under development. They will require significant data sharing agreements with 19 King County school districts, though a pilot may be initiated with one or two districts in the second half of 2018.

Measure 3: High school graduation rate of system involved youth compared to High School graduation rate of King County youth, by race.

Measure 4: School re-engagement rate of justice involved youth who are disengaged from school and exiting detention.



— August 8th, 2018
- Rainier Beach
Community
Conversation

DATA CALL OUT

Fewer youth were booked in 2016 than were in 2013, regardless of booking history

The number of youth rebooked within 6 months decreased across all groups, although the percentages increased for youth with no booking history and those with 4 or more prior bookings



Objective Five: Align

**ALIGN AND OPTIMIZE CONNECTIONS BETWEEN LEGAL, PHYSICAL AND BEHAVIORAL
HEALTH, HUMAN SERVICES, SCHOOLS, AND LAW ENFORCEMENT SYSTEMS TO
INCREASE EFFECTIVENESS.**

When systems work together, the people they serve benefit. This objective recognizes that youth and families are often involved in multiple systems and more can be done between and among systems to better coordinate. As noted under objective 3, cross system coordination and alignment is vitally important; when these systems are not aligned, they are barriers to success for youth and families.

While “alignment” can be seen as a process issue, very real consequences exist for youth and families in the juvenile legal system when systems are not aligned. Duplicative efforts in some areas with yawning gaps in other areas, along with overwhelming multiple requirements for youth, families, and providers, make success even harder to achieve. Systems that do not communicate (or do not communicate effectively) with each other; inability (or resistance) to share data; and deep underfunding are among the significant barriers on the path to Zero Youth Detention.

Some of the action items outlined in the strategies below reflect other County policy recommendations or endeavors. For instance, the Executive recently recommended to the Council via a report in response to Ordinance 18636 that executive departments and separately elected entities serving youth and families jointly develop mutually agreed upon outcomes. This recommendation reflects similar advice presented to the Council in the Youth Action Plan.

The Children and Youth Advisory Board recommendations specifically address system alignment, stating:

CYAB RECOMMENDATION 10

The CYAB urges the creation of systems that align the knowledge, purpose and goals of the disparate King County programs and personnel that influence youth. This requires collaborative alignment between educational professionals, community-based groups, police, prosecutors, judges, “detention” staff, family support systems and others. We recognize the different accountabilities built into each of these quarters, but we feel strongly that any solutions that don’t include strategies to build strong alignment and shared goals among these influencers will fall short of success. (See Appendix O)

Fortunately, a multi system table already exists that can serve as the forum for undertaking many action items contained within this Road Map. Uniting for Youth is a collaboration table where state and local agencies and organizations have come together to examine and improve integrated program development, policy development, and service delivery for children, youth, and families served by the child welfare and juvenile legal systems.¹¹⁸

Though recently underutilized due to organizational and personnel changes among many of the member organizations, the Uniting for Youth table, along with the Children and Youth Advisory Board, is well positioned to provide the collaboration, leadership, and expertise to tackle much of systems work called for under this objective.

Strategy A: Align systems through common goals, outcomes and indicators

This strategy echoes recommendations in the Youth Action Plan, Juvenile Justice Equity Steering Committee, and the Children and Youth Advisory Board.^{119, 120, 121} It is foundational for achieving improved outcomes for King County's children, youth, and families across King County's health, human services, and justice systems, including reduced use of secure detention for youth.

While there has been significant progress on identifying, monitoring, and reporting on outcomes for children, youth, and families particularly through the County's Best Starts for Kids initiative, developing shared outcomes across all of King County's services for children, youth, and families has not yet occurred. This strategy links to strategy B, via development of shared data and metrics for joint reporting, which in turn supports accountability and transparency to communities and policymakers.

Note: not all strategies include items in each of the four levels of County responsibility. Some strategies do not include medium or long term items.

OBJECTIVE 5 STRATEGY A ALIGN SYSTEMS THROUGH COMMON GOALS, OUTCOMES, AND INDICATORS ACTION ITEMS	
LEVEL 1 - COUNTY ONLY	
Short Term:	<ul style="list-style-type: none">Jointly develop mutually agreed upon legal system related outcomes for children and youth across King County government executive departments and separately elected entities
Medium Term:	<ul style="list-style-type: none">Embed restorative justice principles and practices throughout and across King County services and programs

¹¹⁸ See Appendix Q for a list of Uniting for Youth Member organizations as of June 2018.

¹¹⁹ Youth Action Plan. https://www.kingcounty.gov/~/media/Council/documents/Issues/YAP/King_County_Youth_Action_Plan.ashx?la=en

¹²⁰ Recommendations from the Juvenile Justice Steering Committee are attached as Appendix A.

¹²¹ Recommendations from the Children and Youth Advisory Board are attached as Appendix O.

LEVEL 2 - COUNTY AS PARTNER

Short Term:

- Integrate child welfare and dependency outcomes into juvenile legal strategies and programming
- Expand use of Children and Youth Advisory Board to advise county leaders in the development and implementation of legal and child welfare policies and outcomes related to children, families, and youth

Medium Term:

- Establish and maintain information partnerships with law enforcement so that officers know what services exist for youth and connect youth to services

LEVEL 3 - COUNTY AS CONVENER

Short Term:

- Renew/reform Uniting for Youth collective action table to actively collaborate on, monitor, and address outcomes
- Add labor representatives to the United for Youth table

Medium Term:

- Study and develop a pilot project to evolve dependency system from adversarial to collaborative

What motivates us to align systems?

— August 7th, 2018 - Burien Community Conversation

Strategy B: Utilize data and technology to optimize connections between legal, community, and services systems

Data continues to be a critically important tool in demonstrating progress and challenges toward meeting public policy goals of the juvenile legal system. There is a significant need to expand and maximize data capacity and coordination in and around the juvenile legal system. The Zero Youth Detention Interbranch Team determined that a consistent and reliable data infrastructure across executive departments and separately elected entities that can accommodate juvenile legal, health, and human services metrics and needs would provide transparency that communities and policymakers require. Such an infrastructure can generate baseline data and provide the capacity to assess current states, needs, and gaps in services, improving coordination of services and aligning investments. In addition, the Children and Youth Advisory Board recommendations call for “measurement and assay efforts that help link foundational components of our society to the issues of youth in crisis.”¹²²

¹²² Recommendations from the Children and Youth Advisory Board are attached as Appendix O.

OBJECTIVE 5 STRATEGY B UTILIZE DATA AND TECHNOLOGY TO OPTIMIZE CONNECTIONS BETWEEN LEGAL, COMMUNITY, AND SERVICES SYSTEMS	
ACTION ITEMS	
LEVEL 1 - COUNTY ONLY	
Short Term: <ul style="list-style-type: none">• Disaggregate data on youth such as by precinct, race, ethnicity, gender, sexual orientation, intellectual or developmental disability, and school district and use data to improve practices and outcomes• Support, enhance, and expand data sharing between and among King County departments and agencies and community to promote and improve transparency while protecting privacy	
LEVEL 2 - PARTNER	
Short Term: <ul style="list-style-type: none">• Develop data and evaluation capacity to assess current state needs, gaps, and inform services coordination and alignment	
Medium Term: <ul style="list-style-type: none">• Implement a technology solution to provide real time program & services availability, eligibility, and referrals	

Consistent evaluation of programs to ensure effectiveness or original intent

— August 7th, 2018 - Burien Community Conversation

Strategy C: Support policy reform that improves the lives of youth, children, and families and reduces legal system involvement

King County has participated in various successful juvenile legal system reform advocacy activities with the Washington State Legislature. This work remains vital in achieving better outcomes for youth and families in King County and across the state. For example, continued policy reform is required in order to expand youth to access evidence based and/or promising practices behavioral health services before coming into contact with the juvenile legal system (SB 6550); to eliminate the use of secure detention for status offenders (SB 5596); and, add alternatives for secure confinement for status offenders (SB 6467).^{123,124} These are a snapshot of examples of what can be done at the state level in partnership with policymakers.

¹²³ Tiano, Sara. (2018). More Second Chances for Washington Youth with New Juvenile Justice Diversion Law. *The Chronicles of Social Change*. <https://chronicleofsocialchange.org/stateline/more-second-chances-for-washington-youth-with-new-juvenile-justice-diversion-law>

¹²⁴ Abramo, Allegra. (2018). Washington Weighs an End to Locking Kids Up for Truancy. *The Chronicles of Social Change*. <https://chronicleofsocialchange.org/news-2/washington-weighs-an-end-to-locking-kids-up-for-truancy>

In Strategy E, utilizing data more specific, tailored to communities in SKC. - use it as a flashlight, not a weapon!

— August 7th, 2018 - Burien Community Conversation

Additionally, school policing in Washington remains unregulated and there are no state laws or policies that specifically address the role of law enforcement in schools.¹²⁵ Further, there is no state agency tasked with systematically tracking police placement, program structure, or the impact on students.¹²⁶ Lack of regulation and data regarding law enforcement in schools may contribute to alienating students from their school communities thus playing a direct role in the school-to-prison pipeline.¹²⁷

OBJECTIVE 5 STRATEGY C	
SUPPORT POLICY REFORM THAT IMPROVES THE LIVES OF YOUTH, CHILDREN, AND FAMILIES AND REDUCES LEGAL SYSTEM INVOLVEMENT	ACTION ITEMS
LEVEL 4-INFLUENCER	
Short Term:	
	<ul style="list-style-type: none">• Support state policy reform that ends the current practice of seeking dependency run warrants• Support state juvenile legal system reform informed by adolescent development• Support state legislation that provides state funding for youth to access evidence-based and/or promising practices behavioral health services before coming into contact with the juvenile legal system, including adding inpatient behavioral health treatment beds
Medium Term:	
	<ul style="list-style-type: none">• Explore seeking the establishment of state guidelines for school resource officers based on a public health approach

Measuring Objective 5: Metrics for measuring impact of Objective 5 will be developed and incorporated in the next phase of Zero Youth Detention work.

¹²⁵ ACLU of Washington State. (2018). Students Not Suspects: The Need to Reform School Policing in Washington State. www.aclu-wa.org/docs/students-not-suspects-need-reform-school-policing-washington-state

¹²⁶ Ibid.

¹²⁷ Ibid.

Community and Employee Engagement and Feedback

The County's Equity and Social Justice Strategic Plan and the Zero Youth Detention Guiding Principles call for authentic partnership, and collaboration within and among those most impacted by the juvenile legal system: youth and their families.¹²⁸ Additionally, King County deeply values the experience, perspective, and commitment of its workforce and labor partners in continuing this groundbreaking work of Zero Youth Detention.

With these values in mind, three levels of engagement occurred to inform this phase of development of this Road Map seeking a variety of perspectives:

- 1. Community engagement**
- 2. Employee engagement**
- 3. Case examples from legal system involved youth and families engagement**

The format of engagement included community meetings and focus groups, digital surveys, and informational interviews.

A wide array of perspectives were sought from across the county, with particular emphasis on those most impacted by the juvenile legal system. In addition to the above, outreach to the Children and Youth Advisory Board and the Juvenile Justice Equity Steering Committee as well as informal meetings with individual stakeholders occurred throughout the Road Map planning phase.

Community meetings. Three community meetings took place in an effort to engage the voices of the most impacted:

- Community led and King County staff led focus groups and community conversations in Federal Way, Burien, and Rainier Beach (182 attendees, approximately 40 percent youth participation; approximately 85-90 percent people of color).
- Community groups in Rainier Beach and Burien were facilitated and organized by Sean Goode and Dominique Davis from Choose 180 and Community Passageways, community organizations that serve youth and families involved in the juvenile legal system. The Federal Way focus group was facilitated by King County staff. Youth

SURVEY COMMENTS

"Thank you for offering these alternatives. I think they are good ideas. I also believe that there will still be times where detention is necessary for both the public safety and for the safety of the person who is detained. I hope we can make those situations less frequent, and that detentions will be short or temporary. We still need to have a safe place for those times when detention is necessary. The current facility is not safe or adequate. So please make sure there is a safe place for youth detention when necessary, even while we work to make it less necessary."

"I strongly believe that keeping youth out of detention is best for them and their future. There has to be many other things we can do to help them."

"Disproportionate racial outcomes are happening because of larger systemic issues."

"Troubled youth need access to mental health counselors or mentors."

"This has nothing to do with skin color, period. Inserting skin color into the equation IS racism..."

"More recognition of family systems, support to families of troubled youth..."

¹²⁸ King County Equity and Social Justice Strategic Plan 2016-2022.
<https://kingcounty.gov/elected/executive/equity-social-justice/strategic-plan.aspx>

participants received visa gift cards for participation. These meetings were 2 hours in duration and included time for participants to eat since dinner was provided.

- Participants were comprised of youth and adult community members. Participants led group discussions, provided feedback on each objective and strategy item presented, and recorded their group notes. These notes were collected, consolidated and put into electronic form by King County staff, as shown in Appendix S.

Employee focus groups. Eight employee focus groups were held, with 79 employees participating from the following departments and entities:

- Juvenile Detention
- Department of Community and Human Services
- Prosecutor's Office
- Department of Public Defense
- Superior Court

A focus group was also held with Superior Court judges.

Employee focus group meetings were facilitated by King County employees from the Zero Youth Detention initiative. During meetings, staff took notes as participants shared their feedback. These notes were put into electronic form, as detailed in Appendix T.

Digital surveys. Two digital surveys were employed: one open to King County residents that collected 2,132 responses and one to King County employees whose work touches the juvenile legal system collected 142 responses. The public survey was promoted in social media, such as NextDoor and Facebook, targeting geographic areas from which many of juvenile detention referrals originate. The public survey was administered in English and Spanish.

All survey respondents were presented with the draft Road Map objectives and strategies. From the initial recommendations made from the source documents from the community, about 200 potential actionable items were considered. Due to volume and time constraints, the information shared during engagement was condensed and simplified for feasible consumption. The purpose of engaging these groups was as a "gut check" to see if the work was on the right track and to identify any gaps by asking "what's missing?" and to gather insights from participants to inform current and future Zero Youth Detention work. Please note that Objective 5 was not initially included in the survey; it was previously merged with an earlier version of Objective 4.

General Public Survey Summary 2,121 Responses - English	AGREE/ STRONGLY AGREE	DISAGREE/ STRONGLY	NEUTRAL
<i>I believe Objective 1 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	48.9%	40.3%	10.8%
<i>I believe Objective 2 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	59.2%	31.3%	9.5%
<i>I believe Objective 3 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	44.2%	43.8%	12.0%
<i>I believe Objective 4 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	61.1%	26.5%	12.4%
<ul style="list-style-type: none"> ● 1,093 people responded to "what's missing" 			
<i>*Note: not all respondents answered each question</i>			

General Public Survey Summary 11 Responses - Spanish	AGREE/ STRONGLY AGREE	DISAGREE/ STRONGLY	NEUTRAL
<i>I believe Objective 1 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	72.8%	27.3%	0%
<i>I believe Objective 2 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	72.8%	27.3%	0%
<i>I believe Objective 3 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	63.7%	27.3%	9%
<i>I believe Objective 4 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	80%	20%	0%
<ul style="list-style-type: none"> ● 1 person responded to "what's missing" 			
<i>*Note: not all respondents answered each question</i>			

See Appendix U for general public survey comments in Spanish and English.

See Appendix V general public survey response summary, including demographics.

Employee Survey Summary 142 Responses through August 31, 2018	AGREE/ STRONGLY AGREE	DISAGREE/ STRONGLY	NEUTRAL
<i>I believe Objective 1 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	63.8%	19.1%	17.0%
<i>I believe Objective 2 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	70.3%	17.4%	12.3%
<i>I believe Objective 3 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	61.2%	23%	15.8%
<i>I believe Objective 4 and the associated strategies will be effective in King County's efforts towards Zero Youth Detention</i>	76.3%	11.5%	12.2%
<ul style="list-style-type: none"> ● 83 people responded to “what’s missing” <p><i>*Note: not all respondents answered each question</i></p>			

See Appendix W for employee survey comments.

See Appendix X for employee survey responses summaries, including demographics.

Case Examples from legal system involved youth and families. King County employees who work with youth and families in the legal system are informed by the countless stories they hear on a daily basis from the people going through the legal system. To inform the Road Map, real life examples were gathered from the Department of Public Defense and Superior Court employees. Approximately 19 parents and guardians and 12 youth (which included siblings) participated in sharing their stories. When interviewed, participants were asked to share their general story versus to give feedback on the Road Map objectives and strategies because, at the time, objectives and strategies had not yet been fully developed. Please see Appendix P for case examples.

How the feedback was used. The feedback received from these various sources was used to refine concepts, reinforce ideas, or expand or modify approaches outlined in the Road Map. The feedback was analyzed for themes and compared with the materials that had been developed to ensure that the Road Map was reflective of the input where it was possible and relevant. For example, there were many recommendations to make changes in schools and law enforcement. However, these are outside of the purview of King County. This is why the Road Map outlines levels of responsibility and what the County's role is in relation to the recommendation. In this example, the feedback will be used to inform and guide partnership efforts with law enforcement and schools moving forward. Prior to community feedback, a 4th objective that focused on providing effective services and included alignment recommendations. Based on community feedback, Objective 4 was refined to focus on family supports and engagement, while Objective 5 addresses alignment and increasing effectiveness.

Community feedback themes. Community feedback represented a broad range of views, heavier on each end of the spectrum. Comments ranged from, “If they did the crime, they should pay the time” to “this is never going to work because it’s from within a broken system.” Many people reported being impacted by the system and shared extensive, personal stories and details. Some participants reported working with youth in some capacity.

Community engagement sessions identified the following themes:

- The County should partner with schools to disrupt the school to prison pipeline and consider them part of the legal system. Schools should be a supportive safety net, they should offer internal interventions, [crisis] resolutions, and connect youth with community resources rather than referring youth to law enforcement or to the Court. There should not be police officers at schools.
- Money should be divested from the legal system and put into youth supports, alternatives, and sustained community based investments. Funding should be less restrictive to avoid strings tying community from doing their best work.
- Listen to youth, impacted people, and the community to develop plans, identify needs, and develop accountability measures and to define success. Incorporate faith communities.
- Law Enforcement should immediately provide youth and families with options at first point of contact. All officers working with young people should be educated in cultural responsiveness, working with young people, and adolescent brain development. Over-policing needs to be addressed.
- Youth value relationship and connections. They need a positive, pro social network and should be involved in community.
- Diversions shouldn't require youth to plead guilty. Need multiple diversion points throughout the system that uses restorative options. Diversions should also include enrichment programs such as sports, cultural programs, music, church, job training programs, and community service.
- Youth in need of help should not have to get caught to get help. Youth should continue to be provided with care and support after the alternative program ends. Ensure that choices to fund programs are due to its ability to identify culturally and racially with the youth over the affordability of the program.
- More mentors, community ambassadors, advocates, and role models are needed. There should be service providers of color in the courtroom.
- Racial disproportionality in the application of sentencing should specifically be addressed. The impact of policies should be carefully considered and examined.
- The County should not build policy around making people comfortable. It should be willing to deal with the political fallout consequential of white fragility. Staff of color should be hired, promoted, and in leadership and decision making positions.
- Staff of color should not be tokenized; barriers for them should be removed, such as recruiting and hiring individuals with criminal records.

Public survey comments included the following themes:

- Many people provided feedback about the education system, prevention, wellbeing, families, health services, and recreation.
- Some believe that detention is necessary, while some believe that law enforcement and jails are only harmful.

CYAB

RECOMMENDATION 7

Policies as well as conversations about youth must be grounded in the fact that vast majority of youth are not involved in serious crimes. It is as harmful to couch conversations in fear of the rare serious offender as it is to create programs overly focused on these few. (See Appendix O)

- Some of the most common feedback, if not the most, was that detention of youth is not racially implicated. The act of “bringing” race up is “racist.”
- Some said they did not believe that King County, law enforcement, or any other system player were responsible, but that rather it was the youth committing the crimes and parents needing to be held accountable.
- Many shared their disapproval of being asked to identify their race. Some believed that their voice was being invalidated or minimized by asking this question and declaring that most impacted voices would be centered in Zero Youth Detention work.
- People expressed their disbelief that achieving the goal of zero detained youth was possible.
- Many expressed their need for criminals to be off the street and to feel safe in their communities.
- Some said there should be more law enforcement, that the prison system should be expanded.
- A great number of people expressed the impression that disproportionality exists because youth of color are committing more crimes.

SURVEY COMMENTS

“Work to stop youth detention has to start early and stay involved with at risk families. Assisting struggling parents and single parents by providing supports long before children are getting into trouble is imperative. That’s what will create zero detention.”

“Ignore race and punish those breaking the law.”

“Cultural understanding and sensitivities are required in order for this to work.”

“Develop mentors for at risk youth that have walked in their shoes, but have overcome their challenges.”

Employee feedback themes. Each unit participating in focus groups has very specific roles within the juvenile legal system and it is evident that their professional orientations influence the concerns and suggestions offered. There are, however, themes from the conversations and surveys that surfaced from the varied perspectives upon which every group touched.

All employee units expressed concern about the wellbeing of youth and families. Some units are more willing to accept Zero Youth Detention than others; some expressed fear for losing their jobs and having their livelihoods threatened. Many feel understaffed and under equipped to do their jobs and that these conversations are long overdue.

Employee focus group sessions identified the following themes:

- Agreement that racial disproportionality in the juvenile legal system is a problem and cause for grave concern. There was not uniformity or common sentiments within or among groups about the causes or solutions to this injustice. Employees cited injustices they witnessed within the system.
- Each employee group expressed concerns about the Zero Youth Detention efforts being planned and discussed, and a need to ensure that policymakers, the public, and government leaders understood the implications Zero Youth Detention on youth and families as well as the layers of complexity and barriers within King County.
- All groups had questions regarding how law enforcement and schools were being engaged, due to the understanding that efforts regarding Zero Youth Detention could not be advanced unless robust partnerships with these players were broadened.

- All agreed on the need for effective preventative measures within the schools related to physical and mental health. Children at the youngest age are the most vulnerable to harm, and interventions can be most impactful during the first years of life.
- Nearly all groups expressed a need for accountability, transparency, alignment, and further coordination with schools, law enforcement, and within King County.
- There were suggestions to tie funding to outcomes to incentivize systems to account for their roles that result in the progressive decline in wellbeing of underserved youth.
- Many participants expressed concerns with pace of reforms.
- There was skepticism articulated regarding community safety and accountability.
- Participants wanted to be sure that policymakers and other decision makers were fully aware of the complexities and nuances of the work involved in the juvenile legal system

Employee survey responses included the following themes:

- Need for support to be available at a family-level. Families often do not have the ability or capacity to engage in the legal system since it is not set up to accommodate them and youth often do not respond to the efforts that their family has made towards engaging them on a path towards wellbeing.
- There were many questions about how youth would be held accountable to follow through with counseling or other services to which they would be referred. Some employees said that many youth did not get the help they needed until they were placed on probation and threatened with greater system intervention.
- Safety was frequently noted - either in terms of community safety or safety of youth; need to be more ways to keep youth, families, and communities safe in the time of crisis.
- Some articulated a need for more therapeutic professionals working with youth in detention such as social workers, therapists, and medical providers.
- System barriers were identified, such as access to services in the system and length of time for a case to be adjudicated.

Community and employee feedback resulted in the addition or refinement of the following action items related to:

- The need for culturally relevant and responsive services for youth and families provided in community
- The need for culturally reflective staff
- Behavioral health services available *before* a youth encounters the legal system
- Calling for more support for community based services; more mentorship
- “Know your rights” training for youth and families
- Providing a specialized alternative to detention with a full continuum of behavioral health supports
- Increasing anti-racism and anti-bias training for County employees

As this work moves forward, the County will continue to seek input from a wide array of voices, but must continue to partner and be advised by the people who are most impacted by its policies and services. Youth and families of color who have had experiences with the legal system, as well as people from intersecting identities who are traditionally impacted by incarceration and racism, are poised to best advocate for their needs.¹²⁹ This approach challenges the ways in which government traditionally goes about its business, as government systems tend to perpetuate the status quo, and primarily look to “experts” rather than to impacted communities for solutions.

A particular consideration to be addressed during the next phase of Zero Youth Detention work is integrating the voices of crime survivors. This is an issue that arose frequently during employee engagement groups and in some survey comments. While restorative justice approaches intentionally include survivors in the work, and national data indicates how victims feel about alternatives to detention as noted above, it is necessary to determine how to respectfully and meaningfully involve survivors in the work in collaboration with internal partners and communities.

As seen in the general public survey comments, there were many, many comments about race provided, representing broad views. The perspective that race shouldn't matter prevents individuals and systems from grappling with how race does matter and impacts non-White youth and families.¹³⁰ The number and content of the comments related to race points to the opportunity for the County to step into community conversations around race while also confronting the impacts of institutional racism and the juvenile legal system. This effort aligns with the broader King County priority of leading with racial justice.¹³¹

Engagement participants provided a number of observations and suggestions regarding improving policing, schools, housing, and job opportunities. While all of these items are factors in lives of youth and communities, feedback that is directly actionable related to Zero Youth Detention is integrated into the Road Map objectives, strategies, action items, and next steps. Feedback pertaining to items outside of the scope of work of Zero Youth Detention is being shared to inform other county efforts such as Best Starts for Kids, the Veterans, Seniors, and Human Services Levy, the Mental Illness and Drug Dependency Action Plan, and the County's Equity and Social Justice work.

It's important for all involved with this work to understand that engaging those most impacted takes resources: time, staff, funding, and data. It is also work that must be undertaken in the most respectful of ways. Progress on the road to Zero Youth Detention depends on authentic partnership, and collaboration within and among the wider community, employees, and labor. Moving forward, engagement will be continued with the similar groups depending on their level of interest. The voices of those most impacted and the people closest to the issue such as families, employees, and direct service providers will continue to guide the efforts and to develop success measures.

¹²⁹ An individual's identity consists of multiple, intersecting factors, including gender, race, ethnicity, class, and sexuality.

¹³⁰ Waldman, Katy. (2018). Sociologist Examines the White Fragility that Prevents White Americans from Confronting Racism. *The New Yorker Magazine*. <https://www.newyorker.com/books/page-turner/a-sociologist-examines-the-white-fragility-that-prevents-white-americans-from-confronting-racism>

¹³¹ <https://www.kingcounty.gov/elected/executive/equity-social-justice/tools-resources/Racial-Justice.aspx>

Conclusion

This Road Map is a work in progress. The Road Map's ultimate destination is Zero Youth Detention, but the journey itself is expected to yield changes in systems, policies, and services leading to better outcomes for youth and communities. To drive this work, King County is using the Public Health approach for Zero Youth Detention, bringing together community and system partners guided by the latest science on positive youth development to understand and implement what best promotes the well-being of youth and families and community safety.

The concept of Zero Youth Detention is at the intersection of a number of social movements and factors like homelessness, economics, mass incarceration, and racial justice, occurring at a time of unprecedented polarization of perspectives on these issues. For these reasons, consideration of what Zero Youth Detention means practically and philosophically spans the spectrum of beliefs. Research shows that promoting well-being, decreasing risk factors, and intervening early when issues arise are the most effective and least expensive ways to prevent problems that may lead to a youth's involvement with the juvenile legal system. These are the milestones on the path to Zero Youth Detention. Irrespective of one's perspective on whether getting to zero is possible, setting the ambitious vision of zero provides the necessary focus for recalibrating systems to better support healthy youth and family development and achieve better outcomes for youth and communities.