

2016-352

Family Intervention Restorative Services, Phase 1 Implementation

June 30, 2016

Office of Performance, Strategy and Budget

EXECUTIVE SUMMARY

The following report is responsive to a proviso directing the Office of Performance, Strategy and Budget to provide data assessing Phase 1 of the Family Intervention Restorative Services (FIRS) pilot. It was compiled by the Office of Performance, Strategy, and Budget (PSB) in collaboration with the Prosecuting Attorney's Office, Superior Court, the Department of Judicial Administration, the Department Of Public Defense, the Department Of Adult And Juvenile Detention, the Seattle Police Department, Pioneer Human Services, and youth and parent participants in FIRS. Information is based on:

- data from the first four months of phase 1 of the Family Intervention Restorative Services (FIRS) pilot,
- juvenile justice statistics for 2014, 2015, and January through April 2016,
- interviews with representatives from King County agencies directly involved with the design and implementation of FIRS phase 1 and FIRS phase 2,
- interviews with Pioneer Human Services and the Seattle Police Department, and
- interviews with FIRS participants and parents.

Early results from FIRS phase 1 suggest the program has improved intervention for families in crisis.

The Family Intervention Restorative Services (FIRS) phase 1 process began operation January 1, 2016. The new process provides rapid intervention for youth and their families who have been referred to the King County Prosecuting Attorney's Office (PAO) for non-intimate-partner domestic violence offenses. Early results from the first four months of the new process suggest FIRS phase 1 is successful in:

- providing intervention and safety planning for families immediately or soon after a domestic violence incident,
- reducing criminal filings and youth involvement in the court system,
- and providing a more meaningful diversion process for youth.

Overall juvenile criminal justice statistics show declines in referrals, filings and admissions to detention.

Data on all juvenile offense types through April 2016 suggest substantial declines in referrals, filings, and admissions to detention. Most reductions are due to factors other than FIRS, including other policy changes. However, domestic violence filings are down more than filings for other offense types, in part due to process changes under FIRS phase 1. The chart on page 2 summarizes data on domestic violence offenses and the first few months of the FIRS phase 1 process.

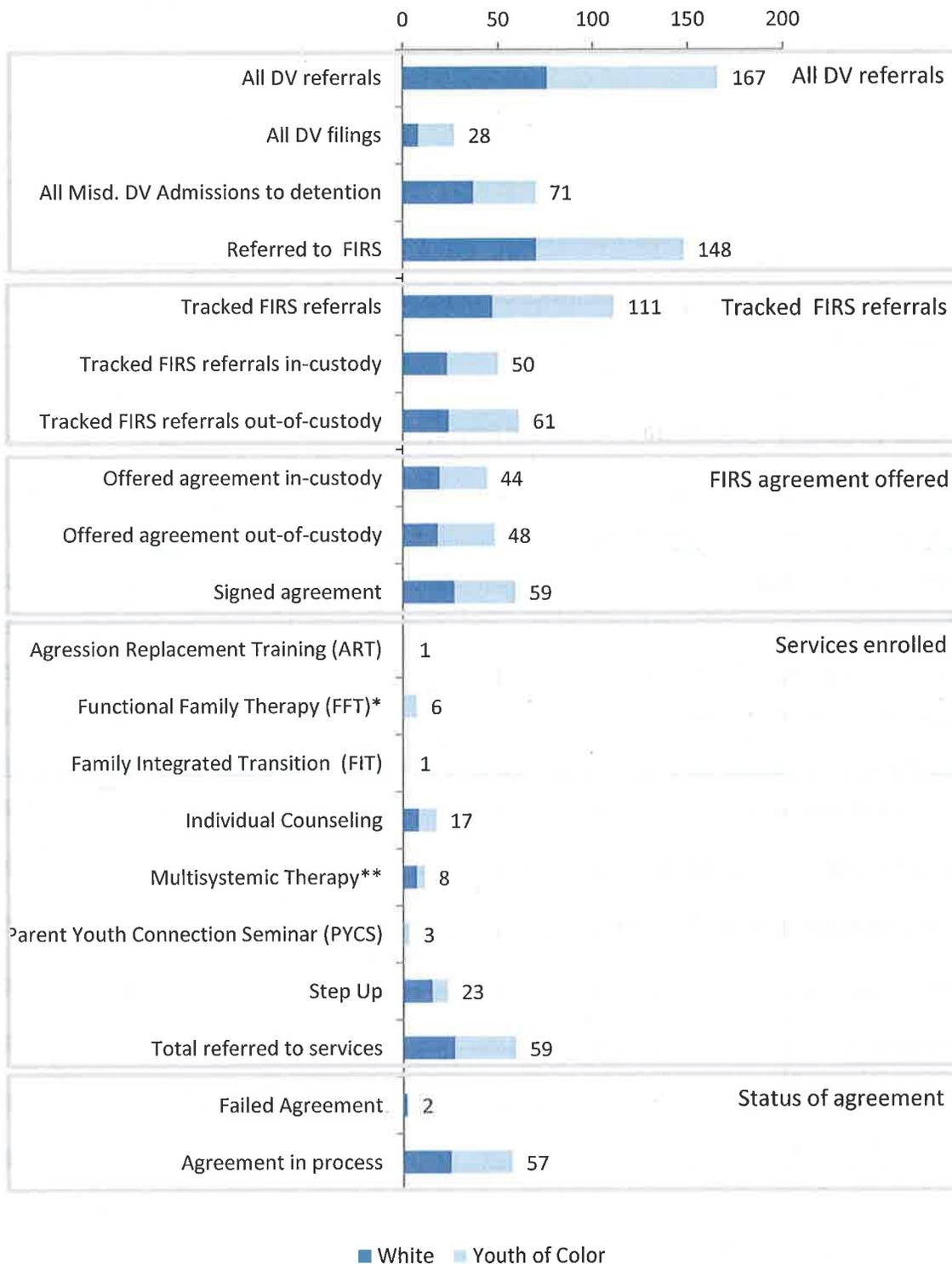
FIRS phase 2 will offer families crisis respite and reduce admissions to detention.

FIRS phase 2 is expected to begin operation on July 1, 2016 and will offer a seven-bed non-detention respite center for youth who are currently booked into detention on domestic violence offenses and for youth in crisis who currently receive no substantial intervention when law enforcement are called for a domestic violence incident. The center will be operated by Pioneer Human Services, a non-profit with substantial experience with high-risk youth. FIRS phase 2 is expected to reduce the number of admissions to detention on domestic violence offenses and provides an option for families to receive intervention without court involvement. Clear criteria for admission and comprehensive law enforcement training on the availability of the FIRS respite center will ensure FIRS phase 2 offers improved services for participants.

Early indicators suggest FIRS is successful and has the potential to be expanded to additional offense types.

Early observations of the FIRS phase 1 pilot suggest the approach has potential for adaptation for offense types other than domestic violence. Decisions regarding the expansion of the program to other offense types should be made when enough data is available to evaluate the success of the pilot.

Figure ES1: Summary of domestic violence statistics January to April, 2016



Sources: Juvenile Information Management System (JIMS); FIRS tracking database

*Includes one enrollment as a secondary program

**Includes three enrollments as secondary referrals

***Tracked referrals were the referrals that were able to be tracked completely. Due to implementation of new data collection processes and the need for subsequent staff training, 37 FIRS referrals had incomplete data and are not included in the full analysis.

Contents

Executive summary	2
Proviso Text:	5
Background	6
FIRS Phase 1	7
Sidebar 1: Criteria for FIRS	7
Program description	7
Sidebar 2: First-hand accounts of the benefits of FIRS and Step Up:	8
Data	9
Juvenile Justice Statistics 2014 through April 2016	9
Referrals to PAO, by offense type.....	10
Filings, by offense type	12
Secure detention bookings, by offense type	14
Comparison of time from incident to services	16
FIRS phase 1 statistics	17
Sidebar 3: Services and programs.....	20
Options to expand FIRS to other offense types	21
FIRS phase 2: Respite and Alternative to Detention	21
Appendix A: Statistics	23
Appendix B: FIRS agreement	37
Appendix C: Evidence Review	39
Appendix D: Interviews	41

PROVISO TEXT:

Ordinance
Section

Of this appropriation, \$100,000 shall not be expended or encumbered until the executive transmits a report on the implementation of a pilot diversion program for youth detained for domestic violence offenses and a motion that accepts the report and the motion is passed by the council. The motion shall reference the subject matter, the ordinance number, the ordinance section number and the proviso number in both the title and body of the motion.

This proviso requires that the office of performance, strategy and budget provide a report providing data evaluating the effectiveness of the pilot diversion program for youth detained for domestic violence offenses. The report shall include data on the number of juvenile offenders booked into secure detention by offense, referrals for prosecution by offense and charges by offense filed in 2014, 2015 and 2016. The report shall also include data on the offenders referred to the pilot diversion program for youth detained for domestic violence offenses to include: the number of youth that were offered diversion and the amount of time that the youth remained in detention; the number of youth offered, but who refused, diversion, and the amount of time spent in detention; the number of youth who participated in the diversion program; the number of youth completing or failing diversion; the options for using existing alternatives to secure detention placements for program participants; and recommendations for any other offense types that could be eligible for a similar diversion program. The report should also contain recommendations on potential options to extend this program as a pre-booking diversion alternative. The office of performance, strategy and budget shall consult with the prosecuting attorney's office, superior court, the department of judicial administration, the department of public defense and the department of adult and juvenile detention, other county agencies, and community organizations in developing the report.

The executive must transmit the report and motion required by this proviso by June 30, 2016, filed in the form of a paper original and an electronic copy with the clerk of the council, who shall retain the original and provide an electronic copy to all councilmembers, the council chief of staff, the council policy staff director and the lead staffs for the law, justice and emergency management committee and the budget and fiscal management committee or their successors.

BACKGROUND

Under Washington State law,¹ 16 and 17 year olds are arrested and brought to detention if police are called to a domestic dispute.² Juvenile domestic violence accounted for approximately 20 percent of all admissions to juvenile detention in recent years. These cases are primarily misdemeanor offenses such as Assault 4 -DV, Harassment - DV, or Malicious Mischief 3D-DV.³ For youth under age 16 arrested on a domestic violence charge, King County contracts with Youth Care, a community-based nonprofit, to provide four respite beds as an alternative to detention and to provide a cooling off period for parents and youth. Anecdotal data suggested that law enforcement has not utilized the detention alternative. Seattle Police Department confirmed that officers do not take youth to Youth Care and that is has not been widely publicized in the department.⁴

Over 500 King County youth have been referred to the Prosecuting Attorney's Office (PAO) annually in recent years for domestic violence offenses. Most of these cases involve parents or siblings, not intimate partners. Nationally, up to 90 percent of all juveniles arrested for domestic violence assaulted a family member (rather than a romantic partner), with 51 percent of all domestic violence cases directed towards a parent.⁵

The PAO's experience with youth domestic violence cases suggests that, "parents who are experiencing violence from their child want to be taken seriously, they want to feel supported, they want to feel safe, and they want their child to be motivated to change his/her behavior, but they almost never want formal criminal charges".⁶ When charges are filed, families rarely assist in the formal court process and approximately 40 percent of juvenile domestic violence referrals are declined for filing. In cases that are prosecuted, most result in dismissals, stipulated orders of continuances, or other diversions, and services such as counseling are often not provided until long after the incident or are not provided at all. In 2013, only 18 of the over 500 juvenile domestic violence referrals received evidence-based programs or interventions (Aggression Replacement Training, Functional Family Therapy, Multi-Systemic Therapy, and Family Integrated Transition).⁷

Phase 1 of the Family Intervention Restorative Services (FIRS) process was funded in the first 2015 omnibus to provide an alternative to current practices for youth referred to the PAO on domestic violence offenses. The budget provided one year of MIDD-supported funding for two specialized Step-Up social workers and two specialized Juvenile Probation Counselors (JPCs) beginning January 2016.

The pilot program is the first phase of a PAO proposal to provide a respite center as an alternative to secure detention for these youth. The respite center (FIRS phase 2) was not funded by the King County Council due to budget and implementation concerns related to staffing a 24/7 center. In January 2016, King County received

² Under previous legislation police called to a domestic dispute were required to make an arrest for adults and youth over 16. In 2016, the state legislature revised the law to require an arrest for adults and require an arrest for 16 and 17 year olds at the request of a parent or guardian, effective June 9, 2016. In the absence of a parental request for arrest, officers now have discretion to make an arrest for those under 18, but stakeholders do not expect arrest patterns to change substantially. See RCW 10.31.100 <http://apps.leg.wa.gov/rcw/default.aspx?cite=10.31.100>.

³ King County Prosecuting Attorney's Office. (2015). Juvenile Domestic Violence Alternative Center Briefing Document. (received by PSB 2-20-15)

⁴ Interview with Sergeant Adrian Diaz, 5.24.2016

⁵ Snyder & McCurley. (2008). Domestic Assaults by Juvenile Offenders. Juvenile Justice Bulletin. <https://www.ncjrs.gov/pdffiles1/ojjdp/219180.pdf>

⁶ King County Prosecuting Attorney's Office. (2015). Juvenile Domestic Violence Alternative Center Briefing Document. (received by PSB 2-20-15)

⁷ King County Prosecuting Attorney's Office. (2015). Juvenile Domestic Violence Alternative Center Briefing Document. (received by PSB 2-20-15)

funding from the City of Seattle to expand the pilot program to include phase 2. Under phase 2, a respite center will operate at the Youth Services Center staffed by a Pioneer Human Services, a community organization with substantial experience providing services for high-risk, high-needs youth. The Seattle-funded respite center (FIRS phase 2) is scheduled to open July 1, 2016 with seven beds for youth referred to the PAO on domestic violence offense. The University of Washington will evaluate the recidivism outcomes of FIRS and expects to report on program outcomes in March, 2017.

FIRS PHASE 1

Program description

FIRS phase 1 was designed to improve the criminal justice process for families in crisis.

The current pilot (FIRS phase 1) began January 1, 2016 and provides an alternative to court involvement for youth referred to the King County Prosecuting Attorney's Office (PAO) for domestic violence offences. Under the FIRS phase 1 pilot program, the PAO refers eligible youth (see sidebar for eligibility criteria) to a team of specialized Juvenile Probation Counselors (JPCs) and Step-Up social workers.

For youth who have been booked into detention, the FIRS JPCs and Step-Up social workers begin working the case prior to the First Appearance Hearing and identify specifically tailored services and appropriate responses to match each youth's individual needs. All FIRS-referred youth who are in detention, regardless of whether the youth ultimately signs an agreement, receive immediate crisis intervention and safety planning services for themselves and their families. JPCs complete an intake interview and work with the Step-Up social worker and the family to develop a FIRS agreement. The FIRS agreement specifies which programming or therapy youth agree to complete (see sidebar on page 8 and Appendix B). Youth are released from detention as quickly as possible and upcoming hearings stricken if possible.

For out-of-custody referrals (commonly youth under 16, who are not eligible for admission to detention on most misdemeanor offenses), JPCs and Step-Up social workers contact youth and families as soon as they receive a referral from the PAO and a similar process is followed leading to a signed FIRS agreement.

After a FIRS Agreement is signed, a regularly assigned JPC in one of Juvenile Court's field offices provides guidance and supervision until the agreement has been completed, generally six months or less.⁸ The PAO will not file on the FIRS offense even if the agreement is not adhered to. While it is too soon to determine completion rates, early results suggest most youth who sign an agreement are motivated to complete it.

Benefits of FIRS phase 1 include faster access to services, fewer filings, and improved engagement.

The phase 1 pilot program was intended to reduce: 1) the time between incident and referral to services for youth on domestic violence charges and 2) the number of juvenile domestic violence filings. Stakeholders have also noted additional benefits, such as reduced time in detention, families feeling supported, a safer environment in the home, and improved family satisfaction with the criminal justice system. Longer term intended outcomes include reduced recidivism.

Sidebar 1: Criteria for FIRS

FIRS-Eligible Offenses include:

- Assault 4-DV
- Malicious Mischief 3 – DV
- Harassment – DV
- Other Misdemeanors with DV designation
- Felony cases such as Assault 2- DV will be reviewed by FIRS staff and the PAO for eligibility.

Offenses involving intimate partners are not eligible for FIRS.

⁸ Correspondence with Christine Kahikina, 5.23.16.

Time to services: FIRS phase 1 delivers safety planning and other services to youth much more quickly than under past practices.

Standard JPC intake work for youth beginning probation supervision operates in a timeline of weeks. In contrast, FIRS JPCs work in tandem with Step-Up social workers to interview parents, youth, discuss the FIRS opportunity with all players, conduct a pre-screen risk/need assessment, identify appropriate services, make referrals to these services, prepare for court when applicable, present in court, and submit release orders when applicable, typically all within the first day the youth is in detention.

Step Up social workers also provide a range of services for youth starting immediately from the time of referral. All youth referred to FIRS who are in custody receive immediate safety planning services, even those who do not eventually sign a FIRS agreement. Under prior processes, a safety plan was only completed if a youth enrolled in the Step-Up program, typically weeks or months after an incident or if a safety plan was ordered by the court prior to release from detention. Step Up conducted 70 safety plans in 2014, and confirmed this was a typical volume prior to FIRS. If trends continue, Step Up will provide considerably more safety planning services in 2016.

Sidebar 2: First-hand accounts of the benefits of FIRS and Step-Up:

“The most valuable part of the FIRS process is the immediate attention to the issue and the respect for parents’ safety concerns. Both parents and youth benefit from having a team (a JPC and Step-Up Social Worker) sit down with them to address the violence and safety issues, and teach them a violence prevention skill to take home and use to prevent further family violence. This is a new concept for a juvenile court (or any court) – to actually teach an offender, before he or she leaves the courthouse, a concrete behavioral skill that will reduce their risk of re-offending after they leave.”

- FIRS Step-Up social worker

“Before [the incident that led to the FIRS agreement and Step Up participation], we used to argue a lot...Now it just works. This whole program helped my mom and me realize we both need freedom. There are moments when we argue, but we can take time apart. [The weekly group sessions] help me vent about my week and get help knowing what to do. They explain self-calming tips. I argue with my mom a lot and it really helps to get help talking with the person you’re mad at.”

- Youth participant

“My daughter crossed a line and we called the police. It was a hard thing to do, but we felt a line had been crossed.... She needed a wakeup call that I don’t know she would have gotten in the court system. [Step-Up] has slowly allowed us to build some trust. We’ve absolutely seen an improvement and more respect. It feels agonizingly slow, but I’ve come to appreciate that may be necessary. I’m learning as much as anyone.”

- Parent participant

The average time between incident and signed FIRS agreement was 18.9 days, compared to an average of 48.6 days between incident and referral to diversion for domestic violence offenses in 2015. Note that most in-custody youth sign agreements within hours or days, while they are still in custody, while out-of-custody youth often take time to contact, driving the average time up. Once the FIRS agreement is signed, the youth is assigned to a Supervision JPC and begins ongoing programming such as individual therapy or Step-Up group sessions.

Time in detention: For FIRS-referred youth in detention, JPCs and a Juvenile Court Judge report that stricken hearings and earlier release are common.⁹ In the first four months of 2016, FIRS-referred youth stayed in detention an average of 1.96 days compared to 5.13 days for all domestic violence misdemeanors and 5.12 for all domestic violence offenses in the same time period. However, average length of stay in 2015 on domestic violence offenses overall was slightly shorter than in the first four months of 2016.

Domestic Violence Filings: Domestic violence filings have decreased substantially between 2015 and the initial months of FIRS phase 1. Filings for domestic violence offenses will be 48.5 percent lower in 2016 than in 2015 if patterns from the first four months of 2016 continue.¹⁰ Filings also decreased between 2014 and 2015 and filings for all other offense types also declined, so the decline in domestic violence filings cannot be attributed solely to FIRS. Other factors, including

a. Daniels, 5.10.16.

Justice involvement, the seasonal impact is minimal and is not

implementation of recommendations from the Juvenile Detention Alternatives Initiative (JDAI) System Assessment that was conducted in the summer of 2015, may have contributed to fewer filings in 2016.

Additional anecdotal benefits: In addition to the quantifiable changes associated with FIRS, stakeholders involved in FIRS phase 1 observed other benefits. Stakeholders report that youth are more engaged and open to the diversion process, families are more satisfied with the support they receive from the criminal justice system, and risk of future violence appears to be reduced due to safety planning, even for youth that do not enter into a FIRS agreement.¹¹

Many of the FIRS-referred families have a range of needs beyond the incident that led to referral to FIRS. In these cases, Step-Up social workers provide families an array of support, advocacy, and referral to appropriate services even before a FIRS agreement is signed. For example, Step-Up assisted the mother of a FIRS-referred youth with filing a protection order against her husband and meeting with Child Protective Services, and also referred the father to services appropriate to his needs. The mother reported a high level of trust in the system and feeling supported by the Step-Up social worker. In this case, the mother did not speak English and the Step-Up social worker provided services in Spanish.¹² See sidebar 2 for additional first-hand accounts of the benefits of FIRS and Step-Up.

Longer term outcomes: Providing services more quickly after an incident and sooner after violent behavior begins is expected to improve outcomes such as recidivism. Evidence shows that reducing involvement in the court system and preventing admissions to detention (as is expected to occur in phase 2) lowers future crime rates and results in more positive outcomes for youth. It is too early to measure whether FIRS will be successful in such impacts. The University of Washington evaluation may provide information on these outcomes.

The FIRS evaluation contracted by the city of Seattle to Dr. Sarah Walker/University of Washington will examine the re-referral rates of juveniles charged with misdemeanor assault offenses in King County compared to other jurisdictions in the state. The study timeframe will encompass both Phase 1 and Phase 2 of FIRS, up to 9/30/2016 to allow a six month timeframe for post-arrest outcome data. The evaluation will additionally examine auxiliary information collected from the court and from FIRS families/youth (if available) on satisfaction and family outcomes to supplement the comparison study. See Appendix C for more information on the evidence of positive benefits for reducing criminal justice involvement and examples from other jurisdictions.

DATA

Juvenile Justice Statistics 2014 through April 2016

The following section provides information on all juvenile offenses from 2014 through April 2016.¹³ To compare statistics across years, the analysis includes straight-line projections of 2016 data, which assumes the rate of referrals, filings, and admissions continue in the same patterns as the first four months of the year.¹⁴ King County categorizes offenses into seven different categories:

1. Domestic violence – Crime against person or destruction of property where the victim is a family member or intimate partner
2. Drug/Alcohol – Buying, possessing or selling alcohol, marijuana, or other controlled substances

¹¹ Interviews with Stephanie Trolen, Jimmy Hung, and Lilly Anderson, 5.3.16, Katherine Hurley, 5.9.16.

¹² Interviews with Claudia Pineda and the mother of a FIRS-referred youth, 5.24.16.

¹³ All data in this section was pulled from the Juvenile Information Management System (JIMS) system between January and May 2016.

¹⁴ While there is some seasonality in juvenile criminal justice involvement, the seasonal impact is minimal and is not included in projections.

3. Person-Non-DV – Crimes against a person, such as Robbery, Assault, Stalking
4. Property-Non-DV – Crime involving property such as Burglary, Theft, Criminal Trespass
5. Sex – Any crime categorized as a sex offense or which carries a sexual motivation allegation, such as Rape, Sexual Exploitation of a Minor, and Malicious Harassment with Sexual Motivation
6. Other - Offenses that aren't categorized in the above types, such as Train/Bus fare evasion, Fireworks, Escape from detention, and False ID
7. Unknown - Other B, C, D, or E grade offenses. These are usually changed at a later date to an identified offense, and the Unknown category is then updated.

Overall, referrals, filings, and admissions to detention declined between 2014 and 2015, prior to the introduction of FIRS in January 2016. Projected 2016 referrals, filings, and admissions are substantially lower than 2015. In addition to FIRS, the juvenile justice system has implemented various changes and improvements in 2016, including implementation of recommendations from the Juvenile Detention Alternatives Initiative (JDAI) System Assessment that was conducted in the summer of 2015. The FIRS phase 1 program is not designed to have any effect on referrals or bookings. The phase 2 respite center to be introduced in July 2016 is expected to reduce bookings for FIRS-eligible offenses. The PAO confirms that they are filing fewer DV cases as a result of FIRS, but it is not possible to quantify the part of the overall decrease in filings attributable to the program.

The sections below describe the trends in referrals, filings, and admissions for all offense types, with an emphasis on domestic violence offenses. Information on racial disparity is also included.

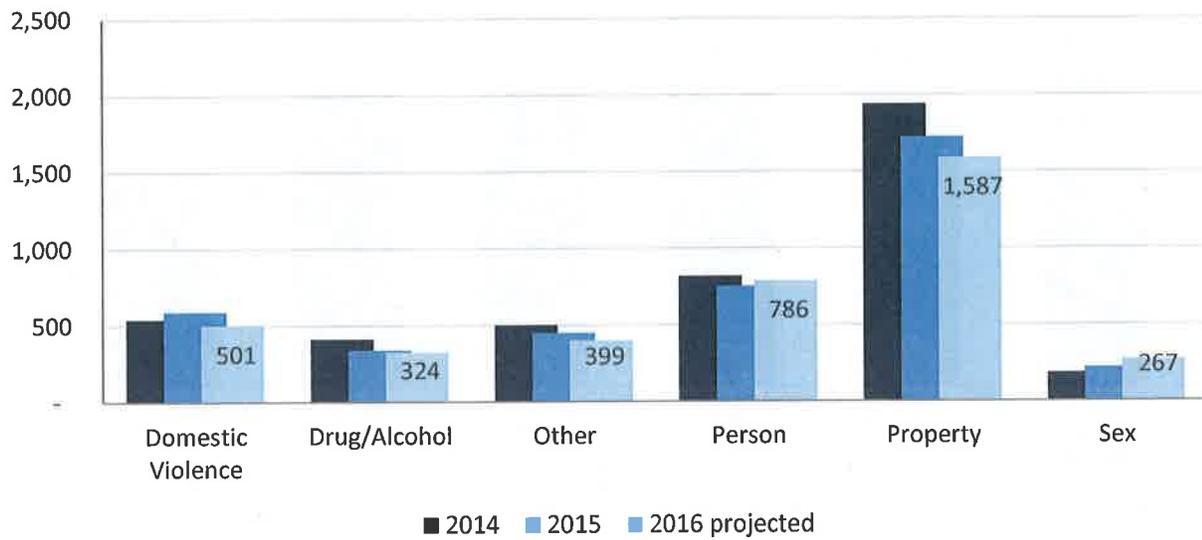
Referrals to PAO, by offense type

If law enforcement believes an offense to have been committed, the case is referred to the PAO to determine legal sufficiency and make a charging decision. FIRS phase 1 was not expected to result in changes to the number of referrals, as no changes were made to law enforcement procedures.

Trends: Overall, referrals declined 7.4 percent in 2015 and based on referral statistics for the first four months of the year, they will decline a further 5.0 percent in 2016. With the exception of sex offenses, referrals for all offense types are projected to be lower in 2016 than 2014 (see Figure 1). Downward trends are particularly strong in property crimes. Domestic violence offenses make up a similar proportion of all referrals across all

three years (12.3 to 14.5 percent).

Figure 1: Referrals, by offense type



Source: Juvenile Information Management System (JIMS)

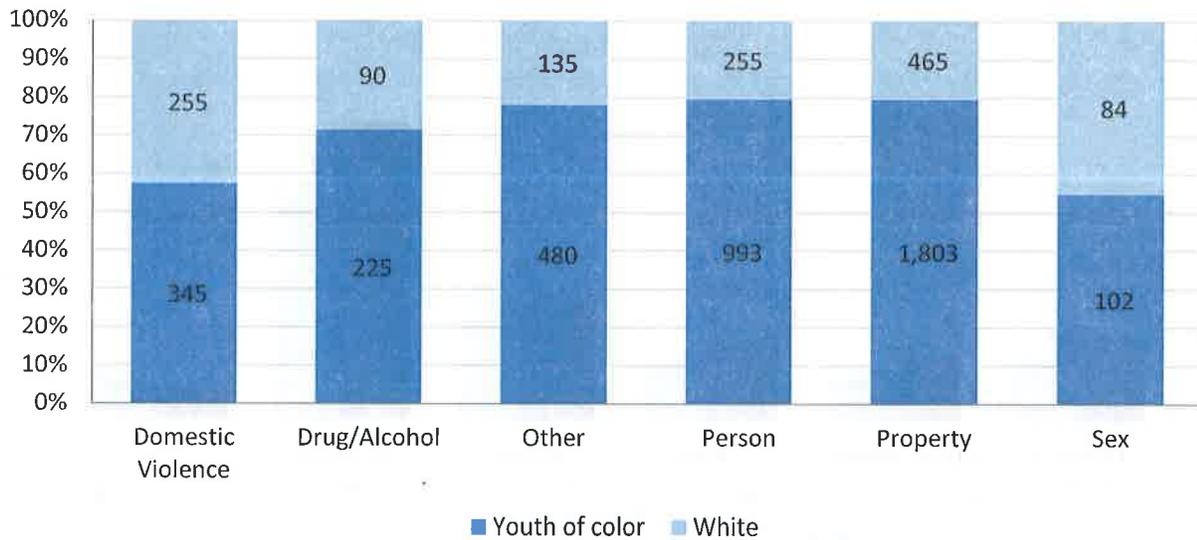
Excludes 6 unknown offense type referrals.

2016 projection based on data through 4/30/16.

Racial disproportionality: Youth of color are disproportionately represented among referrals for all offense types. As shown in Figure 2, domestic violence referrals are less racially disproportionate than most other offenses, but youth of color still made up between 53 and 57 percent of domestic violence referrals in 2014,

2015, and 2016, compared to about 45 percent¹⁵ of King County’s youth population.

Figure 2: Referrals, 2016 projected



Source: Juvenile Information Management System (JIMS)
 2016 projection based on data through 4/30/16

Filings, by offense type

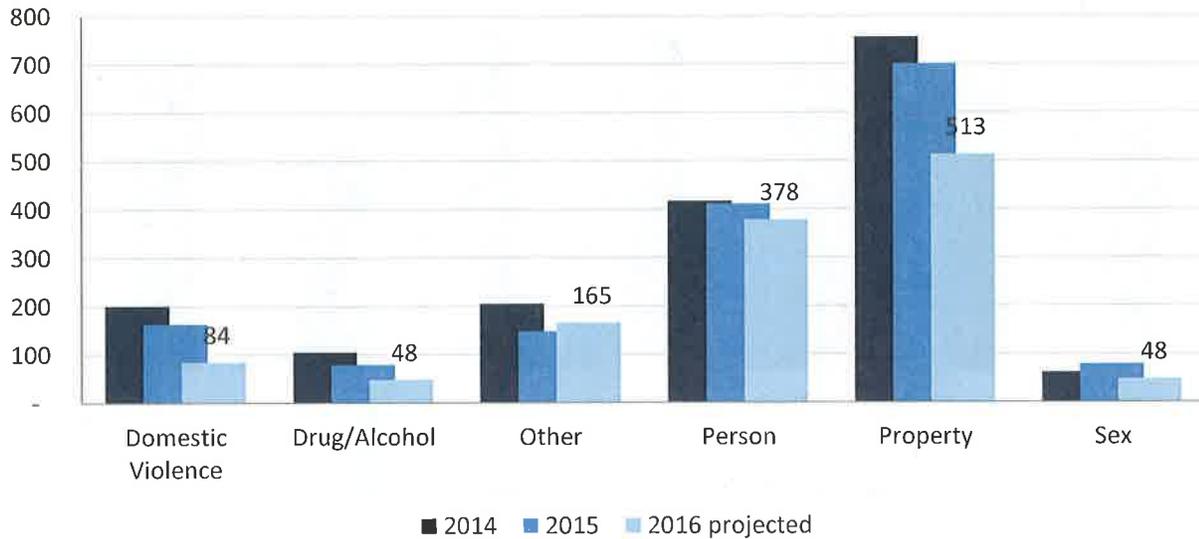
If the PAO decides to pursue prosecution of a crime based on law enforcement’s referral, the prosecutor files formal charging documents to the court alleging that the youth committed a crime. This action is referred to as a filing. If youth complete a formal diversion program, charges are never filed. Under FIRS phase 1, charges are never filed on the FIRS offense, even if the agreement is not successfully completed. FIRS phase 1 was expected to lead to a reduction in the number of domestic violence filings.

Prior to implementation of FIRS phase 1, the PAO reported filing infrequently on domestic violence offenses due to lack of family cooperation. For example, out of the 590 referrals to the PAO in 2015, only 137 (23%) were filed on.

Trends: Domestic violence filings will decline by 48.5 percent from 2015 to 2016, if filings continue at the same rate as the first four months of the year. FIRS phase 1 has contributed to the decline, but it is not the only factor influencing filing trends. Filings for other offense types declined between 2014 and 2016 (see Figure 3). And filings for domestic violence offenses decreased in 2015, even before FIRS phase 1 was implemented.

¹⁵ 43% in 2014 (2014 NCHS Estimates, June 2015)

Figure 3: Filings by offense type



Source: Juvenile Information Management System (JIMS)
Excludes 3 Unknown offense type filings.

As shown in Table 1, the number of domestic violence filings are falling more than other offense types. Domestic violence filings also make up a declining proportion of all filings (11.5 percent in 2014 and 6.8 percent in the first four months of 2016).

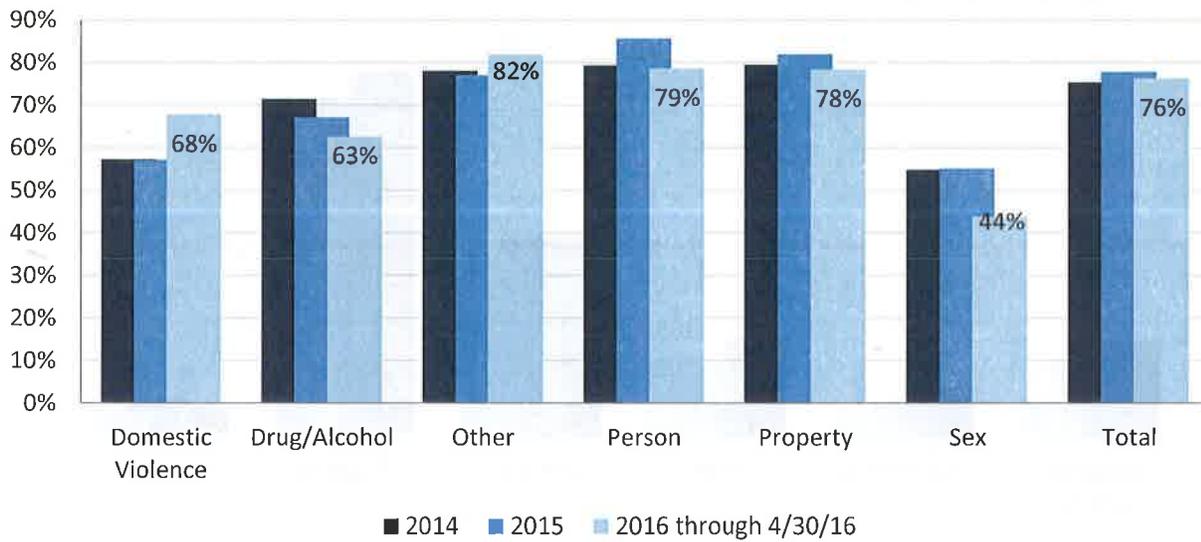
Table 1: Change in filings, by offense type

Offense Type	Change from 2014 to 2015	Change from 2015 to 2016 projected
Domestic Violence	-18.9%	-48.5%
Drug/Alcohol	-24.8%	-39.2%
Other	-27.8%	11.5%
Person	-1.4%	-8.0%
Property	-7.4%	-26.7%
Sex	25.8%	-38.5%

Racial disproportionality: Filings on domestic violence offenses were less racially disproportionate than most other offense types in 2014 and 2015. Less than 60 percent of domestic violence filings were on youth of color in these years, compared to more than 70 percent for Person and Property offenses.

Based on projections, there will be many fewer filings on youth of color in 2016 compared to 2015. However, compared to 2015, racial disproportionality on domestic violence filings is projected increase. In the first four months of 2016, 68 percent of filings were on youth of color (see Figure 4).

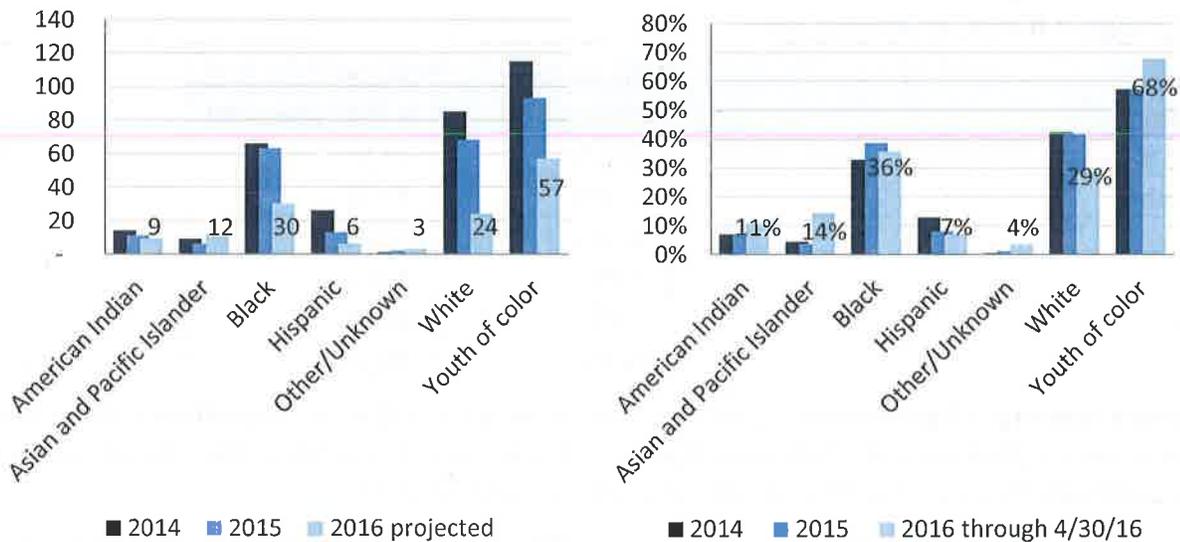
Figure 4: Filings on youth of color, as a proportion of all filings, by offense type



Source: Juvenile Information management System (JIMS)

Disproportionality is getting worse, even as youth of color avoid filings because filings on white youth declined more sharply than filings on youth of other racial groups (see Figure 5.)

Figure 5: Domestic violence filings, by race (left) and by race as a proportion of all filings (right)



Source: Juvenile Information management System (JIMS)

Secure detention bookings, by offense type

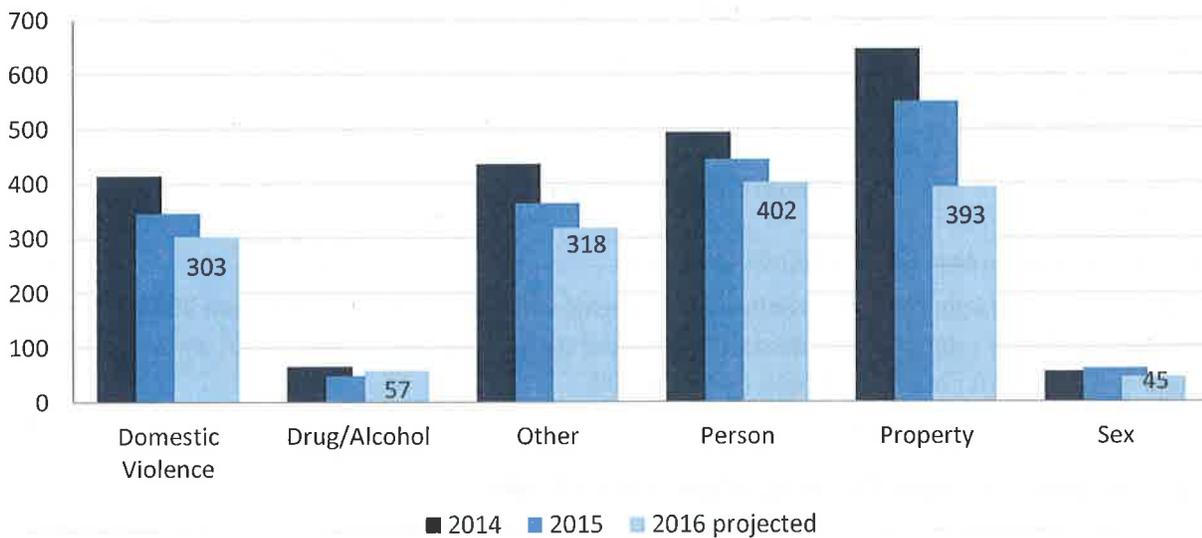
Youth who meet intake criteria are admitted into secure detention. As noted above, law enforcement officers are required to bring all domestic violence suspects who are 16 and older to detention in 2014 and 2015 (and at parent/guardian request beginning June, 9 2016), so youth may be admitted to detention, but never filed on by the PAO. Phase 1 of FIRS did not change law enforcement or admission to detention practices, so changes in the number of bookings are due to other factors. Youth may be booked into detention more than once on a single

offense, for example, on warrants. In these cases, the most serious underlying offense at booking type is reported.

Trends: In 2015, of 1,031 unique youth admitted to detention, 216 were booked into detention on new misdemeanor domestic violence offenses. Of all admissions, including those for warrants or other reasons, 19.1 percent were for domestic violence. In the first four months of 2016, admissions represented a slightly higher proportion of admissions than in 2015 (19.9 percent).

As shown in Figure 6, admissions to detention have declined for all offense categories in recent years, particularly property offenses.

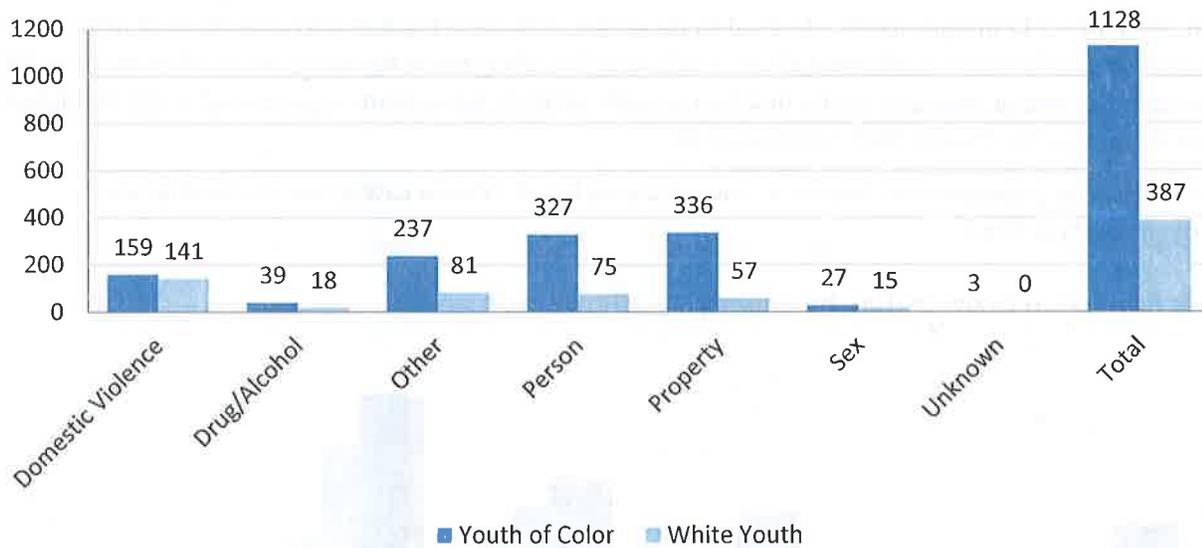
Figure 6: Admission to detention, by underlying offense type



Source: Juvenile Information Management System (JIMS)
 Excludes 3 unknown offense types admissions
 2016 projected from data through April 30

Racial disproportionality: Admissions to detention are substantially higher for youth of color than white youth. Domestic violence admissions to detention were less racially disproportionate than other offense types. As shown in Figure 7, domestic violence was the most common underlying offense on admissions to detention for white youth, while youth of color were more likely to be admitted on Person, Property, or Other offenses. Criteria for admission to detention are less discretionary for domestic violence incidents than other offense types.

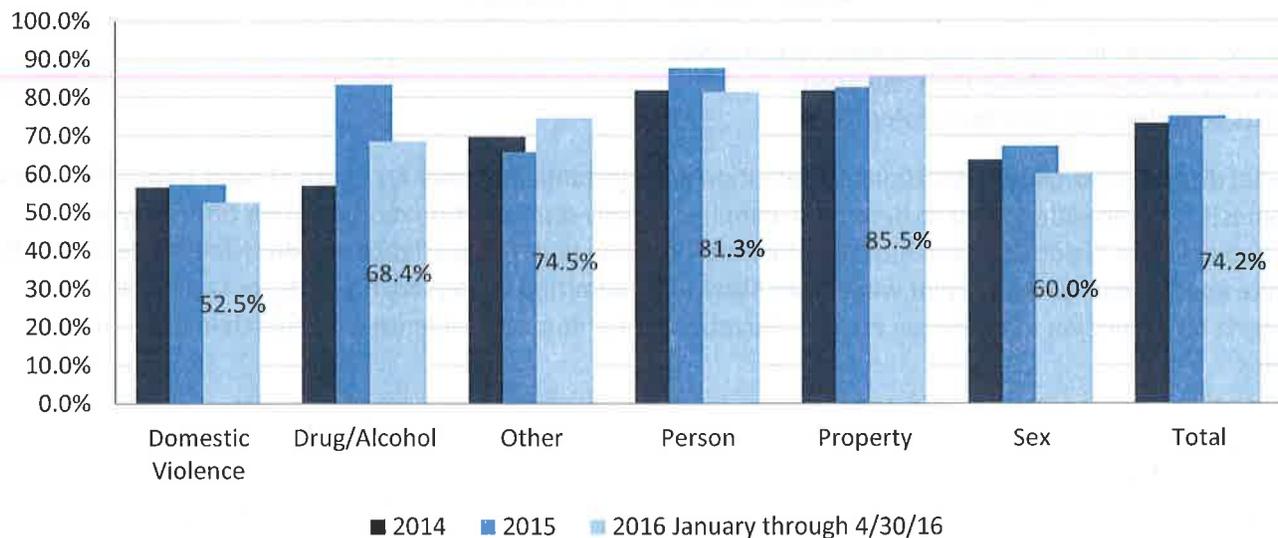
Figure 7: Admissions to detention all underlying offenses types, 2016 projected



Source: Juvenile Information Management System (JIMS)

About 55 percent of youth admitted to detention on domestic violence offenses in 2014 and 2015 were youth of color. Disproportionality of admissions to detention declined slightly in 2016; 52 percent of admissions were youth of color in the first four months of 2016 (see Figure 8).

Figure 8: Admissions to detention, proportion youth of color



Source: Juvenile Information Management System (JIMS)

Comparison of time from incident to services

Under previous practices, youth were sometimes connected with services such as evidence based practice (EBT) therapy or Step-Up through the court process, however stakeholders reported long wait times between an

incident and the beginning of service provision. A primary intended outcome of FIRS phase 1 is a reduction in time between an incident and an intervention.

Time from incident to services in 2015: In 2015, the average time between a domestic violence incident and referral to diversion was 48.6 days, up from 36.3 days in 2014. Invitation to participate in diversion for other offense types took even longer, an average of 66.1 days in 2014 and 69.5 days in 2015.

Time from incident to services in 2016: In the first four months of the FIRS program, the average time between incident and signing of a FIRS agreement was 18.9 days. FIRS agreements for youth who have been admitted to detention are typically signed before the youth leaves detention, which occurs before the 72-hour filing deadline. In some cases, JPCs, may request youth return to sign agreements to allow time to gather more information.¹⁶ Youth who are out-of-custody take time to contact, driving up the average time to agreement.

All FIRS-referred youth in detention (even those who are not offered or do not sign a FIRS agreement) receive immediate safety planning from Step-Up social workers. These services are not routinely offered to other youth in detention.¹⁷

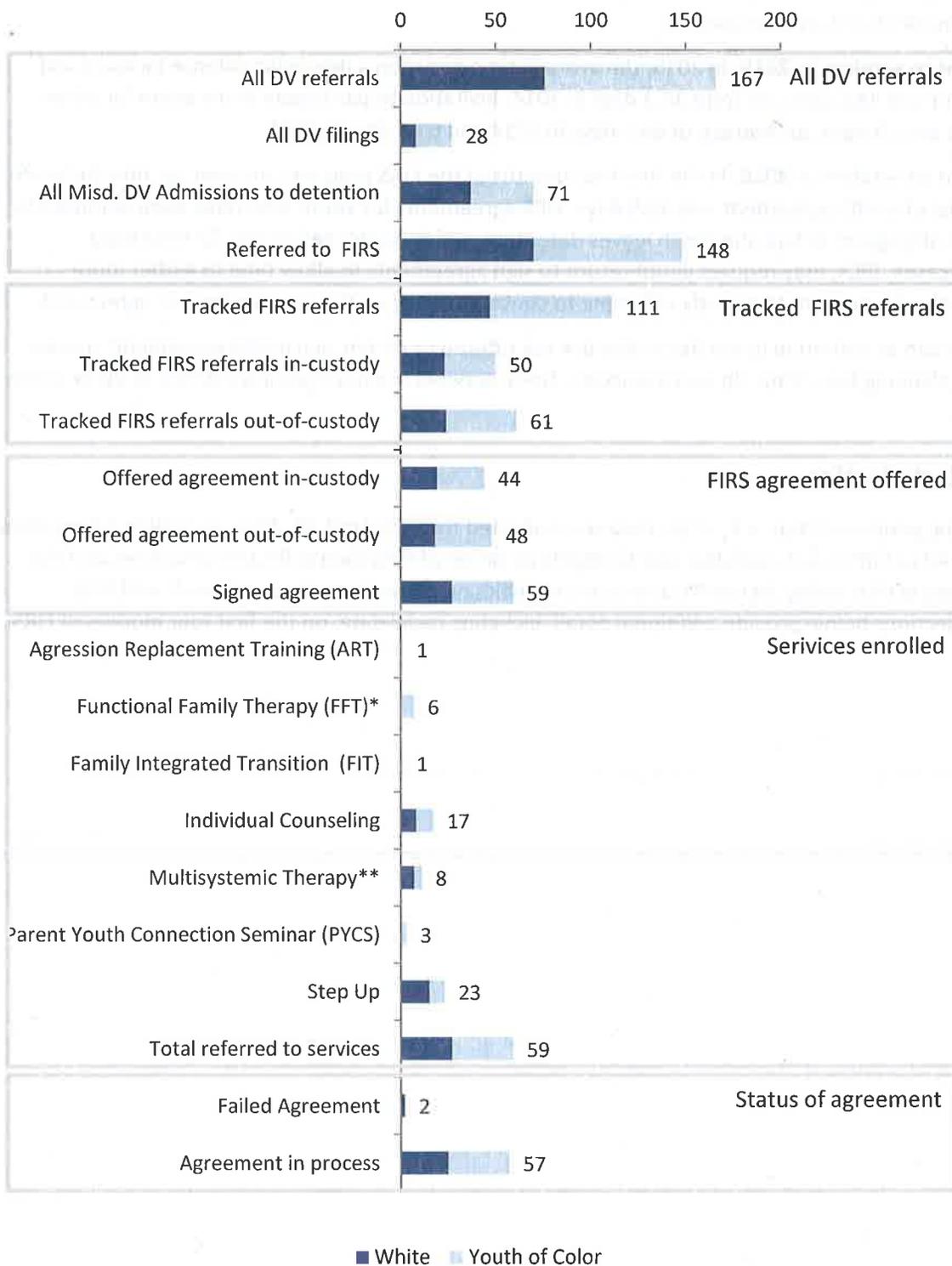
FIRS phase 1 statistics

FIRS began enrolling youth on January 4, 2016. Data was collected through April 30, 2016. Complete information on all youth referred to FIRS is not available, due to implementation of new data collection processes and the need for subsequent staff training. Figure 9 summarizes statistics on domestic violence referrals and FIRS agreements. The sections below provide additional detail, including racial data, on the first four months of FIRS phase 1.

¹⁶ Interview with Jeremy Crowe and Cecilia Camino, 5.24.16.

¹⁷ Interview with Lily Anderson, 5.3.16.

Figure 9: Summary of FIRS Statistics (April 30, 2016)



Sources: Juvenile Information Management System (JIMS); FIRS tracking database

*Includes one enrollment as a secondary program

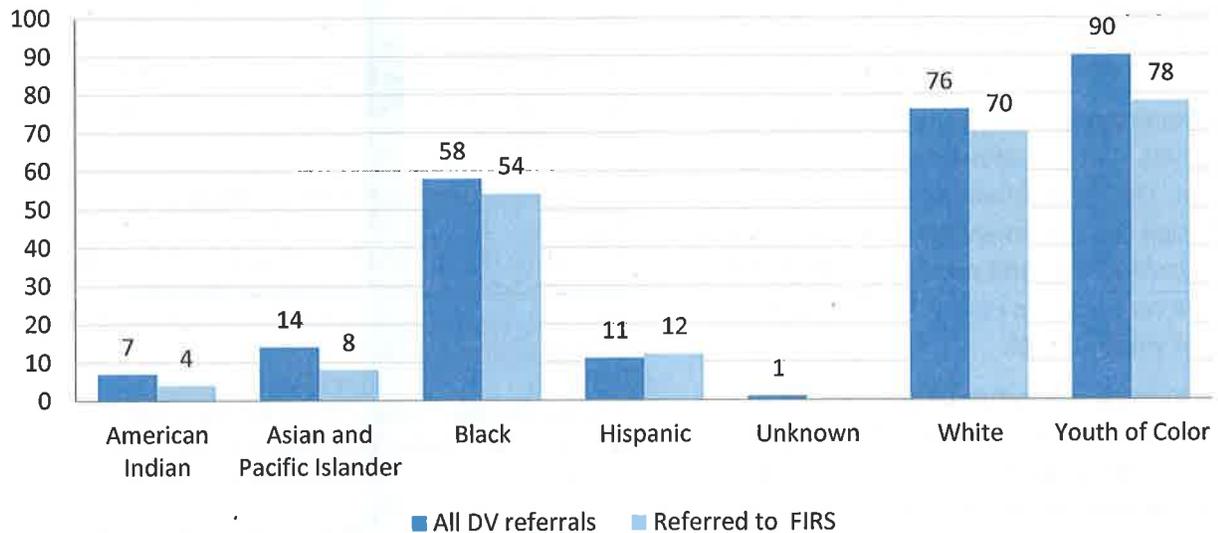
**Includes three enrollments as secondary program

***Tracked referrals were the referrals that were able to be tracked completely. Due to implementation of new data collection processes and the need for subsequent staff training, 37 FIRS referrals had incomplete data and are not included in the full analysis.

Referrals to FIRS: Most domestic violence referrals were referred by the PAO to FIRS (88.6 percent). The domestic violence referrals not referred to FIRS were offenses involving incidents of intimate partner violence, A or B+ felonies, families requesting prosecution, or the case was deemed otherwise inappropriate for the FIRS process.

From January 1 to April 30, 148 youth were referred to the FIRS program by the PAO. White youth were referred to FIRS at a somewhat higher rate than youth of color (92 percent and 87 percent, respectively).

Figure 10: FIRS referrals by race, 2016 through 4/30/16



Source: Juvenile Information Management System (JIMS)

Detention: Of the cases able to be tracked, forty-eight percent of FIRS contracts were offered to youth in detention, while 52 percent were referred to FIRS without being booked into detention. As shown in Table 2, FIRS-referred youth had shorter average and median length of stays in detention than youth in detention on all domestic violence offenses in 2015 and 2016, though median lengths of stay were shorter on all misdemeanor domestic violence offense in 2015. FIRS-referred youth receive immediate intensive intervention with youth and families, resulting in stricken hearings and earlier release, but shorter average length of stay for these youth may also be related to the seriousness of the offense. FIRS eligibility is determined by factors not recorded in JIMS, therefore not easily available, so without extensive manual review of cases, direct comparison of the length of stay for FIRS-eligible youth in 2015 and 2016 is not possible.

Table 2: Length of stay in detention, domestic violence offenses

	Average Days in Detention	Median Days in Detention
2015 – all DV	4.83	1.61
2015 – DV misdemeanors	4.36	1.57
2016 through 4/30/16 – all DV	5.12	2.02
2016 through 4/30/16 – DV misdemeanors	5.13	2.13
2016 through 4/30/16, FIRS-referred only	1.96	1.61

FIRS agreement offered: Most youth referred to the FIRS program were offered a contract (82.9 percent). In some cases, youth were out of state or FIRS staff could not locate them, so contracts were not offered. In these cases, families still received immediate safety planning services. In nine out of the 111 referrals tracked, FIRS staff determined FIRS to be inappropriate for the offense and did not offer agreements.¹⁸ These referrals went back to the PAO to determine whether filing was appropriate. Note that the statistics may include filings on offenses referred to the PAO prior to FIRS implementation.

FIRS contracts signed: Sixty-four percent of those offered a FIRS contract ultimately signed an agreement. The most common reasons reported for failure to sign the agreement were lack of response from the youth/family and parent refusal (14 each). In only one case was the reason for not signing an agreement youth refusal.

Services: Juvenile Probation Counselors (JPCs) administer the Positive Achievement Change Tool (PACT) prescreen to all FIRS youth to determine what services may be appropriate. Based on the prescreen results, the full PACT assessment may be administered in order to refer youth to evidence based practice (EBP) services.¹⁹ All youth who signed FIRS agreements were referred to counseling programs, including Step-Up, or therapy services.

FIRS phase 1 appears to be identifying more high-needs youth referred to the PAO on domestic violence offenses than past practices. In 2013, only 18 youth referred to the PAO on domestic violence offenses were referred to EBPs. In the first four months of 2016, 20 referrals were made to EBPs.

Status of agreements: Two youth who signed contracts failed to comply with the terms of the agreement and have been removed from the FIRS program. The other 57 agreements are in progress. Most agreements last at least six months, so completions are not expected until July, 2016.

Sidebar 3: Services and programs

The following programming and services are available to youth through FIRS agreements, depending on need as assessed through a Positive Achievement Change Tool (PACT) assessment. Evidence designations are based on the Washington State Institute for Public Policy assessments.

The Step-Up program – Promising Practice

Group counseling for youth who are violent with family members. Youth and parent(s) attend. One group per week for 20 weeks.

Multi-systemic Therapy (MST) – Evidence Based

Intensive 24/7, home-based intervention and support for 4-6 months.

Parent Youth Connection Seminars (PYCS) – Research Based

Program for low-risk youth and their parent(s) or other connected adult provides 13 hours of education, information, resource connections in the community, and skill-building activities.

Functional Family Therapy (FFT) – Evidence Based

Weekly in-home family counseling sessions for 3-4 months.

Aggression Replacement Therapy (ART) – Research Based

Three one-hour classes per week for ten weeks to improve decision-making skills, anger control and moral reasoning.

Family Integrated Transition (FIT)– Research Based

Weekly in-home family counseling sessions for 3-4 months.

180 Program – No WSIPP designation; an early PSB evaluation suggests promising results

Four-hour community group-run program for youth with optional parent sessions.

Youth are also required to follow a safety plan and may be required to complete community service, individual therapy, or other actions.

Washington State Institute of Public Policy. (2015). Inventory of Evidence-Based, Research-Based, and Promising Practices For Prevention and Intervention Services for Children and Juveniles in the Child Welfare, Juvenile Justice, and Mental Health Systems.

¹⁸ Reasons include: respondent was actually the victim, mutual combat, offense was too serious for FIRS (communication with Stephanie Trollen, 5.16.16)

¹⁹ Correspondence with Christine Kahikina, 5.19.16.

OPTIONS TO EXPAND FIRS TO OTHER OFFENSE TYPES

FIRS has potential for expansion to other offense types. Expansion should be considered based on full results of the pilot.

While FIRS was designed to address the specific problems of prosecuting family violence cases, stakeholders generally agree that the model could work for other offense types. Expanding FIRS would allow more youth to receive services before they are convicted of a crime. It is too early in the pilot to recommend expansion to other offense types. Results from the University of Washington evaluation of FIRS, including the phase 2 respite center could be used to inform expansion decisions.

FIRS PHASE 2: RESPITE AND ALTERNATIVE TO DETENTION

FIRS phase 2 will provide crisis respite without detention.

FIRS phase 2 is expected to begin operation July 1, 2016. Under phase 2, a residential center will provide short-term housing and respite for youth referred to the PAO for domestic violence offenses. The center will be co-located at the Youth Services Center and staffed 24/7 by Pioneer Human Services staff. The Department of Adult and Juvenile Detention will provide limited support for meals and bedding, but will not provide staff support.²⁰

The pilot location was chosen due to cost and logistical constraints and is a remodeled detention unit that is in the process of being reconfigured to have a separate entrance from detention. Most stakeholders agree that a community located respite center would offer a more supportive and restorative environment than co-locating with detention.

The respite center is intended to reduce the number of youth booked into detention, and provide an option for families who may not currently involve law enforcement in crisis situations. The respite center will divert eligible youth who would otherwise be booked into detention and is intended to reduce or eliminate the negative impacts of detention, including the record of a booking into detention, which can impact future opportunities for youth. In some cases, families are not calling law enforcement during crisis situations because they know there is not a non-detention place for their child to go to cool down. Respite offers a better option for parents and guardians who need time apart from a child after a crisis, but do not want the child to go to detention or end up with a criminal record.

FIRS 2 will offer families with younger youth an immediate respite option.

Currently families experiencing violence in the home from youth under age 16 have few options for crisis respite when law enforcement is called to the home, as these youth are often ineligible for admission to detention. In some cases, families call law enforcement numerous times during incidents of violence with younger youth without receiving any substantial intervention to prevent future incidents. When youth turn 16, law enforcement is required to arrest youth and bring them to detention,²¹ which resolves only the immediate crisis situation. When the FIRS respite center begins operation, these youth will have the option of staying at the center for a few days, where they can cool off, receive safety planning, and sign a FIRS agreement, which will connect them to needed therapy and services to prevent future incidents.

²⁰ Interview with Pam Jones, 5.3.16.

²¹ After June 9, arrest will require parent or guardian request. See <http://lawfilesexternal.wa.gov/biennium/2015-16/Pdf/Bills/Session%20Laws/House/2700-S.SL.pdf>.

Pioneer Human Services is well-positioned to provide support and connection to other services.

Pioneer Human Services, a nonprofit with extensive experience managing 24/7 residential services for high-needs, at-risk youth, will provide staffing for the FIRS respite center. Staff will collaborate with JPCs and Step-Up social workers on safety planning and developing FIRS agreements. Pioneer Human Services staff will also provide academic supervision, skills training and general support to youth while they stay in the center.

Pioneer Human Services also manages Spruce Street Inn's Secure Crisis Residential Center (SCRC) and Crisis Residential Center (CRC), which is located close to the future FIRS respite center. Pioneer Human Services Staff anticipates closely aligning the services at the FIRS respite center with the Spruce Street facility, which offers additional services that may be appropriate for some FIRS youth. The organization is also experienced in staffing operations with variable utilization.

APPENDIX A: STATISTICS

Referrals by race/ethnicity and offense type

2014

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	27	15	11	30	58	1		142
Asian and Pacific Islander	35	29	41	49	144	6		304
Black	185	88	217	425	886	53		1854
Hispanic	55	55	66	98	224	16		514
Other/Unknown	9	7	9	6	18	12		61
White	229	218	158	211	609	96	2	1523
Total	540	412	502	819	1939	184	2	4398

2015

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	26	10	13	23	47	6		125
Asian and Pacific Islander	29	26	47	67	176	9		354
Black	183	55	211	412	745	57		1663
Hispanic	69	61	54	83	224	26		517
Other/Unknown	5	9	5	9	19	24		71
White	278	177	120	158	513	95	1	1342
Total	590	338	450	752	1724	217	1	4072

2016 through April 30th

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	7	1	3	13	16	1		41
Asian and Pacific Islander	14	7	14	18	61	4		118
Black	58	19	61	130	221	26	1	516
Hispanic	11	23	21	29	71	8		163

Other/Unknown	1	2	1		3	3		10
White	76	56	33	72	157	47		441
Total	167	108	133	262	529	89	1	1289

Filings by race/ethnicity and offense type

2014

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	14	8	2	19	38	1		82
Asian and Pacific Islander	9	7	16	22	51	3		108
Black	66	39	110	238	401	23		877
Hispanic	26	21	32	52	111	7		249
Other/Unknown	1			1				2
White	85	30	45	85	155	28		428
Total	201	105	205	417	756	62		1746

2015

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	11	6	8	12	23	3		63
Asian and Pacific Islander	6	3	14	47	48	4		122
Black	63	26	82	244	419	22		856
Hispanic	13	18	10	49	84	14		188
Other/Unknown	2		3		2	1		8
White	68	26	31	59	124	34		342
Total	163	79	148	411	700	78		1579

2016 through April 30th

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	3	2	3	7	10			25
Asian and Pacific Islander	4		1	9	18	2		34
Black	10	2	31	65	90	3	1	202
Hispanic	2	6	10	18	16	2		54

Referrals by race/ethnicity and offense type

2014

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	27	15	11	30	58	1		142
Asian and Pacific Islander	35	29	41	49	144	6		304
Black	185	88	217	425	886	53		1854
Hispanic	55	55	66	98	224	16		514
Other/Unknown	9	7	9	6	18	12		61
White	229	218	158	211	609	96	2	1523
Total	540	412	502	819	1939	184	2	4398

2015

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	26	10	13	23	47	6		125
Asian and Pacific Islander	29	26	47	67	176	9		354
Black	183	55	211	412	745	57		1663
Hispanic	69	61	54	83	224	26		517
Other/Unknown	5	9	5	9	19	24		71
White	278	177	120	158	513	95	1	1342
Total	590	338	450	752	1724	217	1	4072

2016 through April 30th

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	7	1	3	13	16	1		41
Asian and Pacific Islander	14	7	14	18	61	4		118
Black	58	19	61	130	221	26	1	516
Hispanic	11	23	21	29	71	8		163
Other/Unknown	1	2	1		3	3		10
White	76	56	33	72	157	47		441
Total	167	108	133	262	529	89	1	1289
Other/Unknown	1				1			2

Referrals by race/ethnicity and offense type

2014

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	27	15	11	30	58	1		142
Asian and Pacific Islander	35	29	41	49	144	6		304
Black	185	88	217	425	886	53		1854
Hispanic	55	55	66	98	224	16		514
Other/Unknown	9	7	9	6	18	12		61
White	229	218	158	211	609	96	2	1523
Total	540	412	502	819	1939	184	2	4398

2015

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	26	10	13	23	47	6		125
Asian and Pacific Islander	29	26	47	67	176	9		354
Black	183	55	211	412	745	57		1663
Hispanic	69	61	54	83	224	26		517
Other/Unknown	5	9	5	9	19	24		71
White	278	177	120	158	513	95	1	1342
Total	590	338	450	752	1724	217	1	4072

2016 through April 30th

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	7	1	3	13	16	1		41
Asian and Pacific Islander	14	7	14	18	61	4		118
Black	58	19	61	130	221	26	1	516
Hispanic	11	23	21	29	71	8		163
Other/Unknown	1	2	1		3	3		10
White	76	56	33	72	157	47		441
Total	167	108	133	262	529	89	1	1289
White	8	6	10	27	36	9		96

Referrals by race/ethnicity and offense type

2014

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	27	15	11	30	58	1		142
Asian and Pacific Islander	35	29	41	49	144	6		304
Black	185	88	217	425	886	53		1854
Hispanic	55	55	66	98	224	16		514
Other/Unknown	9	7	9	6	18	12		61
White	229	218	158	211	609	96	2	1523
Total	540	412	502	819	1939	184	2	4398

2015

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	26	10	13	23	47	6		125
Asian and Pacific Islander	29	26	47	67	176	9		354
Black	183	55	211	412	745	57		1663
Hispanic	69	61	54	83	224	26		517
Other/Unknown	5	9	5	9	19	24		71
White	278	177	120	158	513	95	1	1342
Total	590	338	450	752	1724	217	1	4072

2016 through April 30th

Race	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	7	1	3	13	16	1		41
Asian and Pacific Islander	14	7	14	18	61	4		118
Black	58	19	61	130	221	26	1	516
Hispanic	11	23	21	29	71	8		163
Other/Unknown	1	2	1		3	3		10
White	76	56	33	72	157	47		441
Total	167	108	133	262	529	89	1	1289
Total	28	16	55	126	171	16	1	413

Total Admissions by race/ethnicity and offense type

2014

Race/Eth	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	23	8	8	23	55	3		120
Asian and Pacific Islander	19	3	30	35	40	4		131
Black	134	15	192	303	328	17	1	990
Hispanic	58	11	74	43	105	11		302
Unknown	2			3	1	1		7
White	178	28	132	87	117	19		561
Total	414	65	436	494	646	55	1	2111

2015

Race/Eth	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	22	9	19	21	29	2		102
Asian and Pacific Islander	15	1	27	38	33	3		117
Black	110	16	141	279	320	25	1	892
Hispanic	51	14	52	51	72	11		251
Unknown	3		3	1				7
White	145	8	122	54	96	20	1	446
Total	346	48	364	444	550	61	2	1815

2016 through 4/30/2016

Race/Eth	Domestic Violence	Drug/Alcohol	Other	Person	Property	Sex	Unknown	Total
American Indian	6	1	9	5	5		1	27
Asian and Pacific Islander	4	5	3	14	10			36
Black	34	3	53	78	74	6		248
Hispanic	9	4	14	12	23	3		65
Unknown	1					1		2
White	47	6	27	25	19	5		129
Total	101	19	106	134	131	15	1	507

Unique Youth-All Admissions, by Race

Race	2014	2015	2016 through 4/30/2016
American Indian	63	47	22
Asian and Pacific Islander	83	74	28
Black	500	469	186
Hispanic	180	151	49
Unknown	5	5	2
White	368	285	112
Total	1,199	1,031	399

Admissions on New Offenses-DV Misdemeanor, by Race

Race	2014	2015	2016 through 4/30/2016
American Indian	12	6	4
Asian and Pacific Islander	15	13	2
Black	74	77	23
Hispanic	28	29	4
Unknown	2	3	1
White	105	104	37
Total	236	232	71

Unique Youth Admitted on a New DV Misdemeanor Offense, by Race

Race	2014	2015	2016 through 4/30/2016
American Indian	10	6	4
Asian and Pacific Islander	14	13	2
Black	69	71	22
Hispanic	25	28	4
Unknown	2	2	1
White	98	96	35
Total	218	216	68

**Avg length of time (in days) from incident to referral to diversion or signed FIRS agreement,
domestic violence**

Diversion Measures	Avg. LOT DV Div Incident to Referral 2014	Count of Cases n 2014	Avg. LOT DV Div Incident to Referral 2015	Count of Cases n 2015	Avg LOT FIRS Incident to FIRS Contract Signed 2016 through 4/30/2016	Count of Cases n 2016 through 4/30/2016
American Indian	25	6	68	19	2	2
Asian and Pacific Islander	28	8	60	18	46	2
Black	48	53	48	122	10	25
Hispanic	24	20	50	53	78	6
Unknown	78	1	64	3		
White	32	74	45	170	14	29
Overall DV Diversion	36	162	49	385	19	64

Avg length of time (in days) from incident to referral to diversion, other offense types

Diversion Measures	Avg LOT Other Div Incident to Letter Date	Count of Cases	Avg LOT Other Div Incident to Letter Date	Count of Cases
	2014	n 2014	2015	n 2015
American Indian	59	24	60	9
Asian and Pacific Islander	69	115	80	141
Black	62	344	71	331
Hispanic	70	148	74	170
Unknown	66	21	64	33
White	67	553	64	476
Overall Other Diversion	66	1,205	70	1,160

Cases referred to FIRS, through 4/30/2016

Race	FIRS Cases Referred in JIMS
American Indian	4
Asian and Pacific Islander	8
Black	54
Hispanic	12
White	70
Total	148

**Cases referred to FIRS, through 4/30/2016 - matched
in tracking database**

Race	In Custody	Out of Custody	Total
American Indian	2	1	3
Asian and Pacific Islander		7	7
Black	22	23	45
Hispanic	3	6	9
White	23	24	47
Total	50	61	111

FIRS contract offered, through 4/30/2016

Race	In Custody	out of custody	Total
American Indian	2		2
Asian and Pacific Islander		7	7
Black	21	19	40
Hispanic	2	4	6
White	19	18	37
Total	44	48	92

**Youth Offered Contract – Avg Length of
Stay in Detention**

Race	Avg LOS	N
American Indian	2.2	2
Black	2.1	21
Hispanic	0.9	2
White	1.8	19
Overall LOS	2.0	

Youth Offered Contract and Youth or Parent Refused – Avg Length of Stay

Race	AvgLOS	N
Black	3.0	1
White	2.6	1
Overall LOS	3	2

FIRS agreements signed

Race	Count
American Indian	2
Asian and Pacific Islander	2
Black	24
Hispanic	4
White	27
Total	59

Services assigned in FIRS agreement, by race

Program 1 Referred

Race	American Indian	Asian and Pacific Islander	Black	Hispanic	White	Total
ART			1			1
FFT			4	2		6
FIT			1			1
Individual Counseling	2		7		8	17
MST			3	1	4	8
PYCS		1	2			3
Step Up		1	6	1	15	23
Total	2	2	24	4	27	59

Program 2 Referred

FFT			1			1
MST					3	3
Total			1		3	4

FIRS status as of 4/30/16, by race

Race	American Indian	Asian and Pacific Islander	Black	Hispanic	White	Total
Failed					2	2
In progress	2	2	24	4	25	57
Complete						
Total	2	2	24	4	27	59

Length of stay in detention

	Mean Days in Detention	Median Days in Detention
2015 all domestic violence offenses	4.83	1.61
2016 all domestic violence offenses	5.12	2.02
2016 through 4/30/16, FIRS referred offenses	1.96	1.61

APPENDIX B: FIRS AGREEMENT

Superior Court for the State of Washington

In and for the County of King

Juvenile Probation Department

Family Intervention and Restorative Services Agreement

Name: _____ DOB: _____

Offense Date: _____ JCN: _____

I have been referred to the Juvenile Probation Department due to the following

offense(s): _____ Referral #: _____

I understand that in order to have my case handled out of Court, I must voluntarily agree to the following conditions.

() I agree to participate in **Step-Up**; an adolescent family violence intervention program designed to address youth violence toward family members. Meetings are held weekly in a group setting.

() I agree to follow a Safety Plan.

() I agree to participate in Functional Family Therapy (FFT); weekly in-home family counseling sessions.

() I agree to participate in Multi-Systemic Therapy (MST); intensive 24/7, home-based intervention and support for 4-6 months.

() I agree to participate in Family Integrated Transition (FIT); intensive home-based intervention and support for 5-6 months with Dialectic Behavioral Therapy.

() I agree to participate in Aggression Replacement Training (ART); Three one hour classes per week for 10 weeks to improve decision-making skills, anger control and moral reasoning.

() I agree to participate in Parent Youth Connections Seminar (PYCS); Two all-day Saturday seminars attended by the youth and parent/guardian.

() I agree to participate in the 180 program; One day seminar to be attended by the youth.

() I agree to restore the community by : _____

() Completing _____ hours of Community Service and provide written verification to the Juvenile Probation Counselor by _____.

() I agree to the following counseling and/or treatment program; _____

() I agree to attend school regularly, while making best efforts at maintaining passing grades.

This contract shall run for a period of _____ months, with the Juvenile Probation Counselor having the authority to terminate early upon successful completion of the terms.

My agreement is scheduled to end on _____.

X _____

Signature of Youth

X _____

Date

X _____

Signature of Parent/Guardian

X _____

Date

X _____

Signature of Juvenile Probation Counselor

X _____

Date

APPENDIX C: EVIDENCE REVIEW

Evidence against current practices: The negative impacts of youth involvement with the criminal justice system (referred to as an “iatrogenic effect”- an intervention that causes negative outcomes) are well documented. In a 20-year longitudinal study, Gatti, Tremblay, and Vitar found criminal justice intervention increased the likelihood of future crime for boys, and placements (such as detention) had the most negative impact.²² Similarly, Bernburg et al. found juvenile justice intervention increased future delinquency.²³ A literature review conducted by the Casey Foundation concluded “the overall body of evidence indicates plainly that confinement in youth corrections facilities doesn’t work well as a strategy to steer delinquent youth away from crime.” Evidence shows the negative impact of detention may be particularly acute for low-risk youth.²⁴ A Justice Policy Institute Report reached similar conclusions based on literature on the outcomes of juvenile detention, finding “detention has a profoundly negative impact on young people’s mental and physical well-being, their education, and their employment”. The report also cites substantial evidence that detention does not reduce crime or make communities safer.²⁵

Evidence on comparable programs: While evidence suggests that current practices in juvenile domestic violence intervention are inadequate, there is less evidence to support alternative centers for domestic violence, as few comparable programs currently exist. The PAO identified two jurisdictions with programs comparable to King County’s FIRS phase 2 Center: Pima County and Florida State, which have had initial positive evaluations.²⁶ In both cases, evidence suggests alternative centers for juvenile domestic violence do not increase recidivism compared to detention. These preliminary evaluations do not provide evidence of recidivism reduction.

Pima County’s efforts to divert juvenile domestic violence cases from arrest include separate intake facilities that offer immediate assessment and release with the option for brief respite as needed in a respite center referred to as the Domestic Violence Alternative Center (DVAC).²⁷

In Florida, juvenile domestic violence cases are placed in contracted respite sites completely separated from the detention center. Juveniles still have to appear in court under formal charges, but experience a different residential stay than detention that is treatment oriented and connects youth more quickly to treatment services.

Based on early evaluations of the two programs, alternative placement for juvenile domestic violence incidents do not appear to increase the risk of offending. However, evidence is limited to two pilot studies. An outcomes evaluation on an early model of the DVAC model in Pima County with approximately 1,000 youth matched on risk level found no differences in 12 months recidivism (~40 percent for both groups) between DVAC and non DVAC-managed youth. The evaluation’s results suggest DVAC reduced the number of youth held in detention and the number of adjudications without increasing offending rates. A process evaluation of the model found

²² Gatti, U., Tremblay, R. E., & Vitaro, F. (2009). Iatrogenic effect of juvenile justice. *Journal of Child Psychology and Psychiatry*, 50(8), 991-998. http://www.jdaihelpdesk.org/miscellaneous/Gatti%20et%20al%202009_1.pdf

²³ Bernburg, J. G., Krohn, M. D., & Rivera, C. J. (2006). Official labeling, criminal embeddedness, and subsequent delinquency a longitudinal test of labeling theory. *Journal of Research in Crime and Delinquency*, 43(1), 67-88.

²⁴ Mendel, R. A. (2011). *No Place for Kids: The Case for Reducing Juvenile Incarceration*. Annie E. Casey Foundation. <http://files.eric.ed.gov/fulltext/ED527944.pdf>

²⁵ Holman, B., & Ziedenberg, J. (2006). *The dangers of detention: The impact of incarcerating youth in detention and other secure facilities*. Washington, DC: Justice Policy Institute. http://www.justicepolicy.org/images/upload/06-11_rep_dangersofdetention_jj.pdf

²⁶ Much of the below research was summarized by the PAO in: Trolldenier, Stephanie. (2015) *The impact of alternative placement for juvenile domestic violence arrest and detention: A multi-site study*. Proposal for National Institute of Justice: Research and evaluation of justice systems solicitation. Received by PSB 12/4/2015.

²⁷ Pima County Juvenile Court Center website: www.pjcc.pima.gov

that parents rated the DVAC positively; however, as a process evaluation, no comparison was provided for parent ratings of traditional detention.²⁸ A recent report for the respite center approach utilized in Florida found similar results and concluded that the respite centers are viable strategy for managing domestic violence incidents without increasing the risk of offending.²⁹

Despite a growing number of promising practices in diversion alternatives for juvenile domestic violence, no rigorous study has examined the impact of these alternatives on long-term recidivism.

The King County Prosecutor's office is currently seeking funding for a multi-state evaluation to measure outcomes (including recidivism) of the King County FIRS Center and Florida's respite center program. Plans are underway for a process evaluation of the FIRS phase 2 pilot to be conducted by a University of Washington researcher.

Evidence for providing appropriate services: In a 2009 meta-analysis, Lipsey found that only three intervention factors are correlated with positive outcomes for juvenile offenders: therapeutic intervention, serving high risk offenders, and quality of implementation.³⁰ FIRS phase 1 connects youth with therapeutic interventions, matches youth with appropriate services based on risk, and will employ various tactics to ensure quality of implementation.

FIRS connects youth to a range of existing interventions depending on the JPC assessment of need. These include programs evaluated by the Washington State Institute for Public Policy (WSIPP). WSIPP evidence designations for services available to FIRS youth include:

- The Step-Up program – Promising Practice
- Multi-systemic Therapy – Evidence Based
- Parent Youth Connection Seminars – Research Based
- Functional Family Therapy – Evidence Based
- Aggression Replacement Therapy – Research Based
- Family Integrated Transition – Research Based
- 180 Program – No WSIPP designation; an early PSB evaluation suggests promising results

The Step-Up Program, which is expanded under FIRS, is considered a Promising Practice by the Washington State Institute for Public Policy (WSIPP). Step-Up, which was started in 1997, was the first targeted intervention in the country for youth domestic violence and has since been emulated in other jurisdictions.³¹ An evaluation conducted by ORS showed reductions in violent behavior and lower recidivism rates.³² However, WSIPP does not consider Step-Up an evidence based program based on currently available evaluations.³³

²⁸ Domestic Violence Alternative Center (DVAC) Program Evaluation Annual Report: 2009.

<http://www.jdaihelpdesk.org/altdettoolevalu/Pima%20County%20AZ%20Domestic%20Violence%20Alternative%20Center%202009%20Evaluation.pdf>

²⁹ Greenwald, M. (2014). Effectiveness of the Domestic Violence Alternative Placement Program: (October 2014). Florida Department of Juvenile Justice.

³⁰ Lipsey, M. W. (2009). The primary factors that characterize effective interventions with juvenile offenders: A meta-analytic overview. *Victims and offenders*, 4(2), 124-147.

https://www.researchgate.net/profile/Mark_Lipsey/publication/228662112_The_primary_factors_that_characterize_effective_interventions_with_juvenile_offenders_A_meta-analytic_overview/links/0deec518c2b2a94ce8000000.pdf

³¹ Rott, G., & Anderson, L. (2011). Adolescent violence towards parents. *Journal of Aggression, Maltreatment & Trauma*, 20(1), 1-19.

³² Step-Up Website: <https://www.google.com/webhp?sourceid=chrome-instant&ion=1&espv=2&ie=UTF-8#q=step%20up%20king%20county>

³³ WSIPP's designation is based on "no rigorous evaluation measuring outcome of interest" See:

http://wsipp.wa.gov/ReportFile/1610/Wsipp_Updated-Inventory-of-Evidence-based-Research-based-and-Promising-

APPENDIX D: INTERVIEWS

The following individuals contributed to the report, primarily through interviews with PSB staff.

Name	Title/role	Organization
Jimmy Hung and Stephanie Trolen	Senior Deputy Prosecuting Attorney and Legal Services Supervisor - Juvenile	Prosecuting Attorney's Office
Katherine Hurley	Supervising Attorney - Juvenile	Department of Public Defense
Pam Jones	Director, Juvenile Division	Department of Adult and Juvenile Detention
Regina Cahan	Judge	Juvenile Court, Superior Court
Paul Daniels	Juvenile Court Services Manager	Juvenile Court, Superior Court
Steve Woolworth and Harold H. Wright, Jr	Vice President, Treatment & Reentry Services and Director of Juvenile Reentry Operations Pioneer Human Services	Pioneer Human Services
Lily Anderson	Step-Up Social Worker	Step-Up, Department of Judicial Administration
Claudia Pineda	Step-Up Social Worker	Step-Up, Department of Judicial Administration
Adrian Diaz	Sergeant	Seattle Police Department
Christine Kahikina	Juvenile Probation Counselor Supervisor	Restorative Programs Unit, Juvenile Court, Superior Court
Cecilia Camino and Jeremy Crowe	FIRS Juvenile Probation Counselors	Restorative Programs Unit, Juvenile Court, Superior Court
Sarah Walker	Professor, Evaluator of FIRS phase 2	University of Washington
Parent 1	Parent of a FIRS-referred youth who had not yet signed a FIRS agreement	n/a
Youth Participant	Youth who was half way through FIRS agreement to complete Step-Up	n/a
Parent 2	Parent of a youth one quarter through agreement to complete Step-Up	n/a

