



Report to the Legislature

Community Juvenile Accountability Act

**Chapter 338, Laws of 1997
RCW 13.40.540**

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Community Juvenile Accountability Act (CJAA)

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Community Juvenile Accountability Act (CJAA)

Background

RCW 13.40.540 requires the Juvenile Rehabilitation Administration (JRA) to report annually on the implementation of the Community Juvenile Accountability Act (CJAA). Specifically, the statute directs the JRA to report on the programs funded under the Community Juvenile Accountability Act (CJAA), the total cost for each funded program, cost per juvenile, and the essential elements of the program. This report is in fulfillment of that requirement and covers the period from July 1, 2002, through September 30, 2003.

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

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

Drawing on program evaluations and meta-analysis, the Washington State Institute for Public Policy (WSIPP), in collaboration with the Washington Association of Juvenile Court Administrators (WAJCA), and the JRA identified a range of effective approaches that could cost-effectively reduce juvenile offender recidivism. Four of these approaches were ultimately chosen for implementation in Washington State. They are:

- Multi-Systemic Therapy (MST)
- Functional Family Therapy (FFT)
- Aggression Replacement Training (ART)
- Coordination of Services (CS)

Descriptions of these CJAA programs can be found in the *Report and Recommendations of the CJAA Workgroup*, November 1997. Two other programs (Mentoring and Dialectical Behavior Therapy) are currently under evaluation and considered to be “Promising Programs,” though Dialectical Behavior Therapy (DBT) has been limited to residential programs.

The Institute for Public Policy is providing a comprehensive evaluation of all CJAA programs. Analysis of program and control groups will occur at six, twelve, and eighteen months (preliminary information was released on ART in June 2002 and on FFT in August 2002). In the final report, data will be provided on each CJAA program’s impact on felony recidivism. Cost-effectiveness data on each CJAA program will be available in the Institute’s final CJAA report, which is expected to be available in November 2003.

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Quality Assurance To Maintain Rigorous Program Standards

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

The WSIPP, in their October 2002 publication, *The Juvenile Justice System in Washington State: Recommendations To Improve Cost-Effectiveness* referenced interim outcome results and concluded that the CJAA research-based programs work, but only when implemented competently. The report further recommended an improved form of quality control in order to ensure cost beneficial reductions in recidivism. Following this recommendation, JRA in consultation with WSIPP and the CJAA Advisory Committee, developed an enhanced quality assurance process which is further explained in the Aggression Replacement Training and Functional Family Therapy sections of this report.

Aggression Replacement Training (ART)

ART Quality Assurance

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

As of June 2003, 500 court and contracted staff from 27 juvenile court jurisdictions attended training sessions for ART. Christopher Hayes, a contracted in-state ART expert, and a statewide Quality Assurance (QA) group with representatives from each county advise on the curriculum, training, and implementation. The ART Quality Assurance process is currently being redefined to enhance the level of review and feedback that is available to local trainers across the state. The statewide Quality Assurance Specialist has been increased from a half- to a full-time position to assist in the development and implementation of this new process. As with the FFT quality assurance, this enhancement is primarily motivated by the findings of the WSIPP regarding the critical nature of program fidelity and model adherence in the achievement of outcomes.

Significant ART results include:

- The development of an expanded ART training curriculum for Washington State, giving the state the capacity to train its own new ART facilitators. A total of 133 court staff and contracted staff have been trained using this curriculum since July 1, 2002, in Washington State.
- Ten ART facilitators have been certified as master trainers, further enhancing Washington's ability to sustain the intervention.

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- The development of a supplemental parent curriculum. The parents of participating youth are taught ART skills in a separate class during the same 10 weeks the youth are in class. Counties are using this curriculum across the state as funding allows.
- The development of a self-paced curriculum for youth who receive ART as a follow-up aftercare program to the initial 10-week class.
- The development of a 12-week curriculum that is provided to youth who are participating in Intensive Outpatient Drug and Alcohol treatment. The curriculum was developed and implemented as a result of a cooperative effort by the Snohomish County Juvenile Court and the Northwest Alternatives treatment program.
- The addition of 11 moral reasoning problems to the 10-week curriculum.
- The collaboration of juvenile courts with local schools to provide ART classes to probation youth at school sites. This partnership reduces the need for transportation to ART classes.
- The development of an enhanced Quality Assurance Plan which is intended to improve model adherence and competent program delivery, ultimately improving program outcomes.
- The addition of two juvenile courts as an ART user/provider.
- An enhanced self-assessment process, which is used by active ART trainers.
- The development of an environmental assessment, used by the Statewide Quality Assurance Specialist during program reviews, to assess the court's culture regarding the support of ART.

Traits of counties that retain youth in ART include:

- ART facilitators who are enthusiastic and able to motivate youth.
- Court administrators, judges, prosecutors, and public defenders who are actively interested in and participate in ART programs.
- Parent participation in ART classes.
- Strong incentive programs to reward youth for positive participation in ART.
- Strong formal and informal communication between ART facilitators and probation officers regarding ART youth.

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- For counties who use probation officers as ART facilitators, a reduction in work activities commensurate with the time it takes to effectively facilitate ART groups, or overtime pay for working beyond a 40-hour week to facilitate ART groups.
- Probation staff knowledge and support of the program through accountability and reinforcement of youth participation.

ART Results

From July 1, 2002, through May 31, 2003, juvenile courts have reported the following results:

- A total of 1,390 moderate-to-high risk probation youth have been referred to ART groups in 27 juvenile court jurisdictions across Washington State.
- Of these 1,390 youth, 842 have completed an ART group, and 257 youth were still involved in the program as of May 31, 2003.
- Of these 1,390 referred youth, 303 (or 21 percent) did not successfully complete an ART group. Reasons for non-successful completion include but are not limited to: absconding from probation, removal because of non-compliance, moving from the area and refusal to attend despite court sanctions.

Functional Family Therapy (FFT)

FFT Quality Assurance

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

The Washington State implementation of FFT is featured in the *Blueprints for Violence Prevention: Book Three Functional Family Therapy* (University of Colorado, 1998).

Sixteen juvenile courts across Washington State provide FFT as a CJAA program. The sites are demographically diverse and are located in cities, remote/rural areas, and regions centered around medium-sized communities. FFT therapists are either juvenile court service employees or contracted service providers. In six of the sites, a single FFT therapist works on his or her own.

With the ongoing needs of a large-scale multi-site implementation, JRA provides statewide oversight of training and program fidelity for FFT. Dr. Tom Sexton (Indiana University), an experienced FFT clinician and principal researcher oversees the clinical consultation system. FFT therapists receive on-going clinical consultation, mutual support, and accountability from trained FFT consultants in Washington State. Washington State is the first FFT site in the nation permitted to train and utilize its own contracted FFT therapists as clinical consultants. The Washington model has become the consultation model nationwide.

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Currently, 34 FFT therapists are divided into 8 “working units” consisting of 3 to 8 therapists each. Working units are geographically proximate and attempt, where possible, to organize therapists into groups with similar client needs.

FFT therapists receive on-going training on the practical application of this complicated intervention. Members of working units attend training and weekly case consultation together. As a cadre, they are encouraged to create informal systems of mutual support around FFT.

Through biweekly clinical consultations and training sessions, Washington FFT clinical consultants and contracted FFT experts assess Washington State therapists for clinical competence and adherence to the FFT model. Through these assessments, the therapists receive ongoing direction to improve services and courts receive feedback on the services provided to youth.

The quality assurance process will be enhanced over the next year to further improve model fidelity and competent delivery of the intervention. A quality assurance plan was developed by JRA, in coordination with the Washington State Institute for Public Policy, Dr. Tom Sexton, and the Washington Association of Juvenile Court Administrators. A central component of the plan is the addition of a statewide quality assurance specialist. This specialist will assist in the implementation and ongoing development of the enhanced quality assurance process. The primary objective of the quality assurance process is to improve two core components important to FFT services:

- Improved model fidelity (adherence and competence) through ongoing, specific, and timely feedback.
- A systematic and individualized plan of therapist development and improvement.

FFT Results

From July 1, 2002, through May 31, 2003, the juvenile courts report the following results:

- 21 court and contracted FFT therapists have received initial and on-going training in the FFT model.
- 634 moderate-to-high risk probation youth with risk factors in their current living situation were referred to functional family therapists.
- 393 families completed the FFT intervention; 237 families were still involved in FFT as of May 31, 2003.
- 53 families (less than 10 percent of referrals) did not successfully complete FFT. Reasons for not completing are varied and can include families moving from the area, families refusing treatment, and families participating in other treatment.

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Multi-Systemic Therapy (MST)

MST Quality Assurance

MST is a family intervention that is conducted for an average of four months. The intervention targets specific factors around youth and their environment that contribute to anti-social behavior. It is typically provided in the home and the therapists, who have very small caseloads, are available 24 hours a day, 7 days a week. CJAA is currently funding a single site in King County. Prior to FY 2003, CJAA funds were used as a match for the federal Juvenile Accountability Incentive Block Grant (JAIBG), which funded three MST projects in Washington State (King, Pierce, and Kitsap counties). The JAIBG funds were no longer available following the completion of the JAIBG funding cycle in FY 2002.

Close oversight of MST implementation is being conducted by MST Services of South Carolina. The first two years of training and consultation were provided through the Center for the Study and Prevention of Violence (University of Colorado) through a grant from the U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention. Initial and ongoing training, site visits, and on-going clinical consultation are all provided by MST Services. Ongoing training and consultation from MST services is now paid with CJAA funds.

MST teams are organized around a Ph.D. who has on-site clinical oversight of a group of masters level therapists. Clinical consultation is received on a weekly basis from MST Services.

MST Results

From July 1, 2002, through May 31, 2003, the King County Juvenile Court reported the following results:

- 46 moderate-to-high risk probation youth with risk factors in their current living situation were referred to MST therapists.
- 30 families completed the MST intervention; 18 families were still involved in MST as of May 31, 2003.
- 2 youth and their families did not successfully complete MST.

Coordination of Services

This program is now being implemented utilizing CJAA funds. Snohomish County previously implemented the program with federal Juvenile Accountability Incentive Block Grant funds matched with CJAA funds until discontinuing the program at the end of FY 2003.

Whatcom County and Douglas County Juvenile Courts implemented new Coordination of Services programs for this reporting period, both fully funded by the CJAA. From July 1, 2002, to May 31, 2003, 82 youth were referred to this program with 79 completing.

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CJAA Program Costs

Ensuring efficient use of CJAA funds has been an on-going challenge of the project. At all stages of program development and implementation, JRA has utilized methods to enforce and reinforce cost efficiency. Estimated cost per youth for each CJAA program is distributed to counties as part of their grant application.

To have grant applications approved, counties must demonstrate that their CJAA program has a chance to be cost effective. Using a formula developed by the WSIPP, juvenile courts were required to calculate their programs' cost per youth.

Finally, for a juvenile court to be reimbursed, they must submit a monthly project analysis worksheet. The worksheet includes the number of youth the court estimated they would serve during the grant period, the number of youth who have completed the CJAA intervention, and the current cost per youth for their CJAA program.

During this year of CJAA, the estimated average cost per youth was \$740 for ART, \$2,280 for FFT, and \$5,500 for MST. Based on billings received from counties through May 2003, total program costs to CJAA funds have been:

▪ Aggression Replacement Training	\$1,027,089
▪ Functional Family Therapy	\$1,446,572
▪ Multi-Systemic Therapy	\$ 228,060
▪ Coordination of Services	\$ 16,928

(Note: costs reflect only those reimbursed by JRA as of July 30, 2003. Several counties had not billed.) Additionally, \$68,200 has been expended by JRA for the staff who manages the CJAA program.

Tribal CJAA Programs

In September 1999, JRA initiated discussions with the Department of Social and Health Services' Indian Policy Advisory Committee to implement elements of effective juvenile justice programs for tribal youth.

JRA continues to provide grant funds to federally recognized tribes and four Native American urban organizations. Each federally recognized tribe was allotted \$9,421 to implement programs for the second fiscal year of the biennium. Twenty-eight tribes and four Native American urban organizations were eligible for funds. Twenty-three Tribes applied for and received CJAA funding. It is estimated that 680 Native American youth, involved with tribal or county juvenile court programs, will be served in these projects. The JRA has earmarked funding for the next fiscal year to continue to fund research-based tribal programs.