

# **Report to the Legislature**

## **Juvenile Court Block Grant Report**

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

In Collaboration With

Washington Association of Juvenile Court Administrators (WAJCA)

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## Juvenile Court Block Grant Report

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### Executive Summary

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

This report is for the third year of the Block Grant implementation, 2013. The Block Grant is a way of funding juvenile courts which emphasizes serving the highest risk youth to improve public safety and maximize savings to the state and local communities. The Block Grant Funding Formula provides financial incentive to courts that deliver the programs that have demonstrated effectiveness and divert committable youth from state institution beds.

The following are highlights from the third year of implementation:

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

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

## **Introduction**

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

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

This Block Grant report includes the following:

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

## **Background**

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

The operation of the juvenile justice system involves both state and local governments. Under Washington's juvenile sentencing grid, the most serious

juvenile offenders are subject to being sentenced to incarceration in state institutions managed by JR. After serving a JR sentence, the most serious offenders are placed on parole—the state’s name for post commitment community supervision.

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

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

### **State and Local Partnership**

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

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

### **Quality Assurance Structure and Oversight**

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

The success of evidence based programs is dependent upon a solid infrastructure. To that end, WAJCA developed and the state funded the state wide Case

Management and Assessment Process (CMAP) Coordinator position. In addition to the collaborative quality assurance structure, the juvenile courts and JR work together at both the local and statewide level. JR Headquarters provides fiscal and contract management oversight to these programs across the state. JR regional offices are also located across the state and work with individual courts regarding billing and program reporting information. The JR also provides program development, oversight and support to all the juvenile courts on an as needed basis from a centralized headquarters location.

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

### **Block Grant History – Development and Implementation**

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

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

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

The WSIPP reported on the initial Block Grant implementation in their December 2010 report to the Legislature, *Washington State Juvenile Court Funding*:

*Applying Research in a Public Policy Setting.* To read the full report, please visit the Institute's website at [www.wsipp.wa.gov](http://www.wsipp.wa.gov).

## **Programs and Services**

### **Case Management Assessment Process (CMAP)**

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

### **CMAP History**

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

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

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

In 1998, the WAJCA created a Quality Assurance Committee responsible for developing an effective process for ensuring adherence to the Risk/Need/Responsivity Principles (RNR) and established quality assurance standards. In 2000, this committee proposed to the WAJCA the "Case Management Assessment Process" (CMAP) as the model for community supervision of juvenile offenders statewide. The WAJCA adopted and implemented the following four-step CMAP model.

## **Step 1: Mapping**

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

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

## **Step 2: Finding the Hook**

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

## **Step 3: Moving Forward**

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



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

#### **Step 4: Reviewing and Supporting**

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

#### **Disposition Alternatives**

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

#### **Chemical Dependency Disposition Alternative (CDDA) - RCW 13.40.165**

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

#### **Special Sex Offender Disposition Alternative (SSODA) - RCW 13.40.160**

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

### **Suspended Disposition Alternative (SDA) - RCW 13.40.0357**

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

### **Mental Health Disposition Alternative - RCW 13.40.167**

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

### **Disposition Alternative Starters**

#### **State Fiscal Year 2013**

<b>Evidence Based Program</b>	<b>Count (N)</b>
Chemical Dependency Disposition Alternative (CDDA) Committable	125
Chemical Dependency Disposition Alternative (CDDA) Local Sanction	469
Special Sex Offender Disposition Alternative (SSODA)	137
Mental Health Disposition Alternative (MHDA)	2
Suspended Disposition Alternative (SDA)	35
<b>Totals</b>	<b>768</b>

TABLE 1

Table 1 represents the number juvenile court youth who started each program during State Fiscal Year 2013 – July 1, 2012 – June 30, 2013.

### **Disposition Alternatives Program Costs**

#### **Expenditures for State Fiscal Year 2013**

<b>Programs</b>	<b>SSODA</b>	<b>CDDA</b>	<b>SDA</b>	<b>MHDA</b>	<b>Total</b>
<b>Costs</b>	\$1,788,287	\$1,706,810	\$115,540	\$4,000	\$3,614,637

TABLE 2

Table 2 represents program expenditure information as reported by the juvenile courts to JR for State Fiscal Year 2013 – July 1, 2012 – June 30, 2013.

### Expenditures for State Fiscal Year 2008 – 2012

DA	2008	2009	2010	2011	2012	Total
CDDA	\$2,109,532	\$1,973,541	\$1,689,706	\$1,728,998	\$1,676,275	\$9,178,052
MHDA	\$23,720	\$560	\$1,560	\$231	\$140	\$26,211
SSODA	\$2,231,391	\$2,188,250	\$2,102,299	\$1,769,113	\$1,709,068	\$10,000,121
SDA	\$95,540	\$99,920	\$90,500	\$91,171	\$90,040	\$467,171
Total	\$4,460,183	\$4,262,271	\$3,884,065	\$3,589,513	\$3,475,523	\$19,671,555

TABLE 3

### Expenditures for State Fiscal Year 2008 – 2013: Depicted

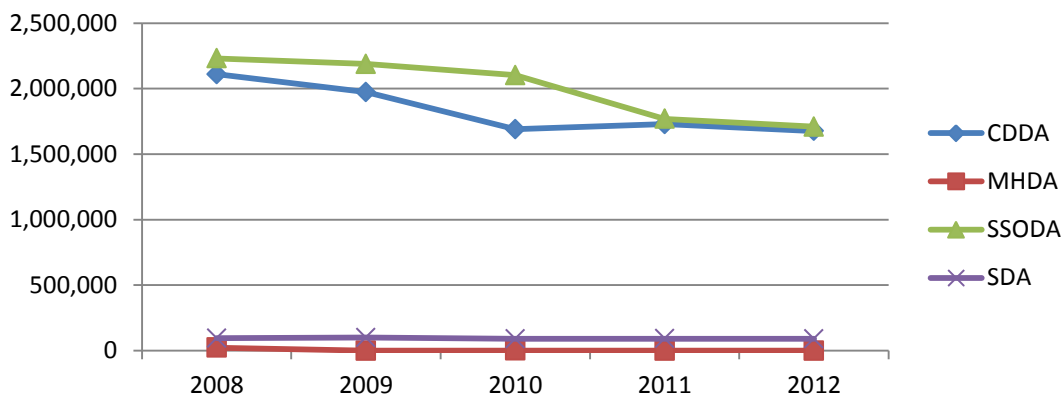


FIGURE 1

### Disposition Alternative Expenditures Conclusions

Table 3 and Figure 1 provide information on disposition alternative expenditures from state fiscal year 2008 – 2012. Beginning in 2008 overall expenditures declined steadily; however, in 2011 spending decreases began to level off.

### Evidence Based Programs

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

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

Drawing on program evaluations and meta-analysis, WSIPP, in collaboration with WAJCA and JR, identified a range of effective approaches that could cost-effectively reduce juvenile offender recidivism. Four were chosen for

implementation in Washington State with the last one being added during an expansion of funding in 2008 – Evidence Based Expansion (EBE):

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

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

At the direction of the Legislature, WSIPP completed a comprehensive evaluation of the original four CJAA programs. Analysis of program and control groups occurred at six, twelve, and eighteen months (preliminary information was released on WSART in June 2002 and on FFT in August 2002). In January 2004, WSIPP released their final report, *Outcome Evaluation of Washington State's Research-Based Programs for Juvenile Offenders*. Their data reflected the CJAA program's positive impact on felony recidivism. The report also provided data on cost effectiveness as well as competent versus non-competent delivery of each CJAA program. To read the full report, please visit the Institute's website at [www.wsipp.wa.gov](http://www.wsipp.wa.gov).

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

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

In 2005, the Legislature directed WSIPP to report whether evidence based and cost-beneficial policy options exist in lieu of building two new prisons by 2020 and possibly another prison by 2030. In October 2006, WSIPP published *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*. The report stated that if Washington can successfully implement a moderate to aggressive portfolio of evidence-based options, then a significant level of prison construction can be avoided, saving state and local tax payers about two billion dollars, and slightly lowering net crime

rates. CJAA evidence based program implementation plays a key role in helping to meet these desired outcomes. This report was a key driver for the Legislature approving a significant increase in funding for EBP programs delivered by the county juvenile courts. This new funding was implemented through a grant program during State Fiscal Year 2008 and is known as Evidence Based Expansion.

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

**Promising Programs**

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

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

Type of Program	Number of Courts
<b>Evidence Based Programs</b>	
Washington State Aggression Replacement Training (WSART)	28
Coordination of Services (COS)	8
Functional Family Therapy (FFT)	27
Family Integrated Transitions (FIT)	1
Multi-Systemic Therapy (MST)	2

<b>Promising Programs</b>	
Educational Employment Training (EET)	1

TABLE 4

Table 4 represents the number of juvenile courts across the state delivering specific evidence based and promising programs.

### **Quality Assurance to Maintain Rigorous Program Standards**

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

### **Washington State Aggression Replacement Training (WSART) Program**

WSART is a cognitive-behavioral intervention delivered three times per week over ten weeks to groups of six to twelve juveniles. Using specific learning techniques, youth develop skills to control anger and use more appropriate behaviors.

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

As of June 30, 2013, 1,424 court, JR, Tribal and contracted staff from 30 juvenile court jurisdictions, several Tribes and six JR facilities have completed WSART training. A contracted in-state WSART expert and a statewide Quality Assurance (QA) group with representatives from each county advise on the curriculum, training, and implementation of WSART. The WSART QA process was redefined in March 2003 and again in 2006 to enhance the level of review and feedback available to local trainers across the state. This process for additional QA feedback was in effect for the current reporting period and is making a difference in quality delivery of WSART across the state.

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

adherence are critical nature to achievement of outcomes. These findings were further supported in the final outcome evaluation.

Under this plan, a full-time statewide Quality Assurance Specialist oversees the program. The WSART program attained the following significant results for SFY 2013:

- **88** new staff trained to train youth or support the training of WSART.
- **89** “Main Trainers” delivered the intervention.
- **92** percent of the eligible practicing trainers received an annual review of their progress as a WSART trainer.
- Trainers achieved a statewide average rating of Competent (delivers the intervention well).
- Of the **82** trainers that delivered the intervention, **6%** (5) were rated as Not Competent, **10%** (8) of the trainers were rated as Borderline Competent, **63%** (52) were rated Competent, and **21%** (17) were rated as Highly Competent. **Seven** trainers were not rated because they did not submit recordings in time or their videos were not due during the period. The Borderline Competent trainers were placed on improvement plans and when they successfully completed their rating returns to competent.
- **8** Trainers are currently on Informal Improvement plans. **Four** trainers are on Formal improvement plans.

### **Functional Family Therapy (FFT) Program**

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

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

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

With the ongoing needs of a large scale multi-site implementation, JR provides statewide oversight of training and program fidelity for FFT. FFT therapists

receive on-going clinical consultation, mutual support and accountability from trained FFT consultants in Washington State. JR and WAJCA have worked collaboratively to develop the funding and oversight for these quality assurance functions.

FFT therapists receive on-going training on the practical application of this complicated intervention. Through weekly clinical consultations and training sessions, Washington FFT clinical consultants and contracted FFT experts assess Washington State therapists for clinical adherence and fidelity to the FFT model. Assessments provide the therapists with ongoing feedback that will ultimately improve services as outlined in the Washington State Functional Family Therapy Quality Assurance and Improvement Plan.

The following results were attained for SFY year 2013:

- **38** FFT therapists delivered the intervention;
- **8** new therapists were trained;
- All practicing therapists received an annual review including global therapist rating feedback every 90-120 days;
- The statewide average fidelity rating for FY12 was **4.25** (exceeding the goal of 3);
- The statewide average dissemination adherence rating for FY13 was **5.46** (exceeding the goal of 5);
- Note: The **6** new therapists that were trained and are in their first year were not included in the above averages;
- **2** therapists received a corrective action plan (Improvement Plan);
- **1** therapist that received a corrective action plan is still in the process of completing the plan while the second therapist did not meet the requirements of the improvement plan and is no longer practicing FFT.

### **Multi-Systemic Therapy (MST) Program**

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

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

MST teams are organized around a doctoral level practitioner who has on-site clinical oversight of a group of Masters level therapists. Therapists receive



weekly clinical consultation from the University of Washington and MST Services.

### **Family Integrated Transitions (FIT) Program**

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

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

### **Coordination of Services (COS) Program**

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

In September of 2010, JRA contracted with a COS Quality Assurance Specialist to further advance the implementation of the QA process for COS. The QA Specialist worked with COS providers, juvenile court staff, and the QA team to develop a statewide program manual as well as adherence measurement tools. A new QA Specialist, a juvenile court staff, replaced the original QA Specialist near the end of the last fiscal year.

Seven counties provided COS across the state in SFY 2013. During this last fiscal year, the QA Specialist attended and observed five of the seven counties' COS seminar for program monitoring/coaching and also visited one of the seven courts for an environmental assessment. The QA specialist also met or conferenced individually with courts to learn more about each program, provide

an opportunity for sharing across counties and relay programmatic information and updates. The QA Specialist also worked with coordinators on program fidelity and technical assistance. When requested by an existing COS program or as deemed necessary, coaching was provided to counties considering offering a COS program. In addition, the QAS Specialist is responsible to attend the CJAA Advisory Committee meetings and report to the group.

The following findings occurred in FY 2013:

- Of the 7 counties providing COS, 3 counties contract with a provider and 4 counties use probation staff to implement the program.
- Counties vary in format of seminar delivery. **Three** counties offer the seminar 2 days for 6 hours each day (2 days X 6 hours). Other counties vary from 3 days X 4 hours to 3 days X 3 hours to 4 days X 3 hours. The model is a 12 hour program. As far as how those 12 hours are distributed, WSIPP will need to evaluate COS for this purpose.

All but 1 of the 7 counties is adhering to the 12 hour model. The county that isn't will be changing their program this fiscal year to adhere to the 12 hour time frame. Engaging parents/connected adults will be a primary focus of COS training for counties implementing COS.

### Evidence Based Program Starters

#### State Fiscal Year 2013

Evidence Based Program	Count (N)
Washington State Aggression Replacement Training (WSART)	1,493
Coordination of Services (COS)	627
Functional Family Therapy (FFT)	616
Family Integrated Therapy (FIT)	20
Multi-Systemic Therapy (MST)	68
<b>Totals</b>	<b>2,824</b>

TABLE 5

Table 5 represents the number juvenile court youth that started each program during State Fiscal Year 2013 – July 1, 2012 – June 30, 2013.

### Evidence Based Program Expenditures

#### Expenditures by Category for Fiscal Year 2013

Programs	CJAA Expenditures	EBE Expenditures	Total Expenditures	Cost Per Participant
WSART	\$872,639	\$992,917	\$1,865,556	\$1,250
COS	\$184,789	\$190,479	\$375,268	\$599
FFT	\$685,792	\$1,217,727	\$1,903,519	\$3,090
FIT	\$0	\$282,200	\$282,200	\$14,110
MST	\$172,971	\$205,101	\$378,072	\$5,560
<b>Totals</b>	<b>\$1,916,191</b>	<b>\$2,888,424</b>	<b>\$4,804,615</b>	<b>\$1,701</b>

TABLE 6

Table 6 represents program expenditure information as reported by the juvenile courts to JR by program by category – CJAA and Evidence Based Expansion (EBE) for State Fiscal Year 2013 – July 1, 2012 – June 30, 2013. The cost per participant is calculated by dividing the total expenditures in SFY 2013 by the total number of starters in SFY 2013.

**Expenditures for State Fiscal Year 2008 – 2012**

EBP	2008	2009	2010	2011	2012	Total
WSART	\$1,492,066	\$1,820,370	\$2,138,668	\$2,333,564	\$2,069,966	\$9,854,634
COS	\$159,393	\$173,677	\$304,866	\$290,631	\$307,471	\$1,236,038
FFT	\$2,246,642	\$2,961,899	\$1,902,678	\$1,742,227	\$1,681,892	\$10,535,338
FIT	\$253,803	\$261,124	\$273,471	\$284,227	\$284,528	\$1,357,153
MST	\$430,147	\$576,012	\$314,788	\$340,035	\$348,373	\$2,009,355
Total	\$4,582,051	\$5,793,082	\$4,934,471	\$4,990,684	\$4,692,230	\$24,992,518

TABLE 7

**Expenditures for State Fiscal Year 2008 – 2013: Depicted**

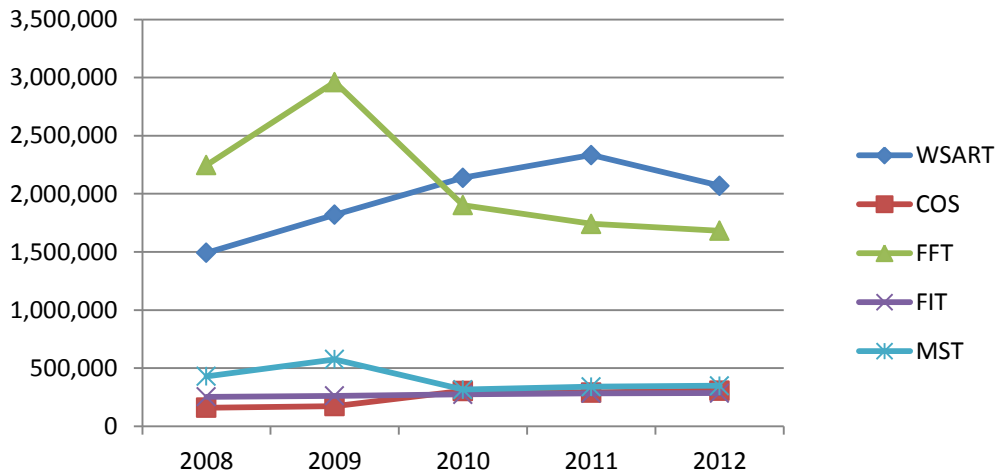


FIGURE 2

**Evidence Based Program Expenditures Conclusions**

Table 7 and Figure 2 provide information on evidence based program expenditures from state fiscal year 2008 – 2012. Since 2009 there has been a decline in FFT expenditures, which coincides with when state funding reductions began. The continued decline is likely due to the nature of FFT being a contracted service whereas WSART is primarily delivered by juvenile court staff. During difficult budget times it is common practice to eliminate contracted services in order to preserve employees. It does appear, however, that the decline is starting to level off and in 2012 there were slight increases from 2011 in COS, FIT and MST.

## Promising Programs Starters

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

### State Fiscal Year 2013

Promising Program	Count (N)
Education Employment and Training (EET)	182
<b>Total</b>	<b>182</b>

TABLE 8

Table 8 represents the number of King County Juvenile Court youth that started the program during State Fiscal Year 2013 – July 1, 2012 – June 30, 2013.

## Promising Program Expenditures

### Expenditures by Category for Fiscal Year 2013

Promising Program	Expenditures	Cost per Participant
Education Employment and Training (EET)	\$405,668	\$2,229
<b>Total</b>	<b>\$405,668</b>	<b>\$2,229</b>

TABLE 9

Table 9 represents program expenditure information as reported by King County Juvenile Courts to JR for State Fiscal Year 2013 – July 1, 2012 – June 30, 2013.

## Tribal Evidence Based Programs

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

Since then, JR has provided CJAA grant opportunities to federally recognized tribes and Recognized American Indian Organizations to implement programs with research-based components. Twenty-nine tribes and four Recognized American Indian Organizations are eligible for funds. For July 1, 2012, through June 30, 2013, sixteen tribes and three Recognized American Indian Organizations applied for and received \$9,233 each to implement one of five researched-based interventions with court-involved tribal youth. It was reported that approximately 600 Native American youth involved with tribal or county juvenile court programs are served in these projects.

## **Data Review, Analysis, and Research**

The summary of data and outcomes for evidence based programs provided in the 2012 Block Grant Report to the Legislature will not be provided for this report. This is due to a lack of staff resource at the Administrative Office of the Court's (AOC) Washington State Center for Court Research (WSCCR) to provide the necessary data analysis, support, and research.

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

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

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

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

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

## **Research Needs and Conclusions**

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

justice and for the quality assurance structure created to ensure the programs are implemented and maintained to create positive results for the youth served.

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

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

While the current need for responsive research in juvenile justice is critical, it is only a part of a long-term strategy that can serve not only legislators and juvenile justice professionals but also other systems of care in earlier phases of providing evidence based programs to their consumers. All systems should be able to take advantage of truths learned by the implementation of EBPs in the juvenile justice system: these programs cannot thrive on their own; trained and competent professionals create positive outcomes with youth and families, sustained support for quality assurance is critical, and an ongoing commitment to research is essential.

**List of Acronyms and Terms**

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

- **MST:** Multi-Systemic Therapy. An evidence-based family treatment model that reduces juvenile offender recidivism.
- **WAJCA:** Washington Association of Juvenile Court Administrators.
- **WSART:** Washington State Aggression Replacement Training. A Cognitive Behavior Therapy program using skill building that has been rigorously evaluated and reduces recidivism with juvenile offenders.
- **WSCCR:** The Washington State Center for Court Research is the research arm of the Administrative Office of the Courts. It was established in 2004 by order of the Washington State Supreme Court.
- **WSIPP:** Washington State Institute for Public Policy.