



King County

1200 King County
Courthouse
516 Third Avenue
Seattle, WA 98104

Meeting Agenda Law and Justice Committee

Councilmembers:
Jorge Barón, Chair;
Claudia Balducci, Vice-Chair;
Rod Dembowski, Reagan Dunn

Lead Staff: Wendy Soo Hoo (206-477-0890)
Committee Clerk: Gabbi Williams (206-477-7470)

1:00 PM

Wednesday, July 24, 2024

Hybrid Meeting

Hybrid Meetings: Attend King County Council committee meetings in person in Council Chambers (Room 1001), 516 3rd Avenue in Seattle, or through remote access. Details on how to attend and/or provide comment remotely are listed below.

Pursuant to K.C.C. 1.24.035 A. and F., this meeting is also noticed as a meeting of the Metropolitan King County Council, whose agenda is limited to the committee business. In this meeting only the rules and procedures applicable to committees apply and not those applicable to full council meetings.

HOW TO PROVIDE PUBLIC COMMENT: The Law and Justice Committee values community input and looks forward to hearing from you on agenda items.

There are three ways to provide public comment:

1. **In person:** You may attend the meeting and provide comment in the Council Chambers.
2. **By email:** You may comment in writing on current agenda items by submitting your email comments to kcccomitt@kingcounty.gov. If your email is received before 11:00 a.m. on the day of the meeting, your email comments will be distributed to the committee members and appropriate staff prior to the meeting.
3. **Remote attendance at the meeting by phone or computer:** You may provide oral comment on current agenda items during the meeting's public comment period by connecting to the meeting via phone or computer using the ZOOM application at <https://zoom.us/join> and entering the Webinar ID number below.



Sign language and interpreter services can be arranged given sufficient notice (206-848-0355).
TTY Number - TTY 711.
Council Chambers is equipped with a hearing loop, which provides a wireless signal that is picked up by a hearing aid when it is set to 'T' (Telecoil) setting.



You are not required to sign up in advance. Comments are limited to current agenda items.

You have the right to language access services at no cost to you. To request these services, please contact Language Access Coordinator, Tera Chea at (206) 477-9259 or email Tera.chea2@kingcounty.gov by 8:00 a.m. no fewer than three business days prior to the meeting.

CONNECTING TO THE WEBINAR

Webinar ID: 859 6897 7814

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HOW TO WATCH/LISTEN TO THE MEETING REMOTELY: There are three ways to watch or listen to the meeting:

- 1) Stream online via this link www.kingcounty.gov/kctv or input the link web address into your web browser.
- 2) Watch King County TV on Comcast Channel 22 and 322(HD) and Astound Broadband Channels 22 and 711(HD).
- 3) Listen to the meeting by telephone.
 Dial: 1-253-215-8782
 Webinar ID: 859 6897 7814

To help us manage the meeting, please use the Livestream or King County TV options listed above, if possible, to watch or listen to the meeting.

1. [Call to Order](#)
2. [Roll Call](#)
3. [Approval of Minutes](#) p. 4
June 26, 2024 meeting minutes
4. [Public Comment](#)

To show a PDF of the written materials for an agenda item, click on the agenda item below.

	<p>Sign language and interpreter services can be arranged given sufficient notice (206-848-0355). TTY Number - TTY 711. Council Chambers is equipped with a hearing loop, which provides a wireless signal that is picked up by a hearing aid when it is set to 'T' (Telecoil) setting.</p>	
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Discussion and Possible Action

5. [Proposed Motion No. 2024-0104](#) p. 7

A MOTION declaring the intent of the King County Council to maintain operations of the Patricia H. Clark Children and Family Justice Center.

Sponsors: Dunn

Leah Krekel-Zoppi, Council staff

6. [Proposed Motion No. 2024-0210](#) p. 175

A MOTION acknowledging receipt of a reimagining transit safety and security report, in response to the 2023-24 Biennial Budget Ordinance, Ordinance 19546, Section 114, Proviso P2.

Sponsors: Barón

Contingent Upon Referral to the Law and Justice Committee

Mary Bourguignon, Council staff

7. [Proposed Motion No. 2023-0434](#) p. 212

A MOTION acknowledging receipt of a report on programming for adults in detention as required by Ordinance 19546, Section 54, P3, as amended by Ordinance 19633, Section 44, Proviso P3.

Sponsors: Perry

Leah Krekel-Zoppi, Council staff

8. [Proposed Motion No. 2024-0193](#) p. 244



A MOTION approving the proviso report on planning for closure of the King County Correctional Facility and provision of adequate, long-term secure adult detention as required by the 2023-2024 Biennial Budget Ordinance, Ordinance 19546, Section 17, as amended by Ordinance 19633, Section 9, Proviso P7.

Sponsors: Dembowski

Leah Krekel-Zoppi, Council staff

Other Business

Adjournment

	<p>Sign language and interpreter services can be arranged given sufficient notice (206-848-0355). TTY Number - TTY 711.</p> <p>Council Chambers is equipped with a hearing loop, which provides a wireless signal that is picked up by a hearing aid when it is set to 'T' (Telecoil) setting.</p>	
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King County

1200 King County
Courthouse
516 Third Avenue
Seattle, WA 98104

Meeting Minutes Law and Justice Committee

Councilmembers:
Jorge Barón, Chair;
Claudia Balducci, Vice-Chair;
Rod Dembowski, Reagan Dunn

Lead Staff: Wendy Soo Hoo (206-477-0890)
Committee Clerk: Gabbi Williams (206-477-7470)

1:00 PM

Wednesday, June 26, 2024

Hybrid Meeting

DRAFT MINUTES

1. **Call to Order**

Chair Barón called the meeting to order at 1:01 p.m.

2. **Roll Call**

Present: 4 - Balducci, Barón, Dembowski and Dunn

3. **Approval of Minutes**

Councilmember Dembowski moved approval of the minutes of the May 22, 2024 meeting. Seeing no objections, the minutes were approved.

4. **Public Comment**

*The following individuals were present to provide public comment:
Alex Tsimmerman, Bruno Kelpsis, Izzy Eads, Bailey de longh, Rhea Yo, Kristen Faiferlick, Karen Pillar, Roxy, Scot Sternberg, Sara Kilisky, Nikkita Oliver, Lydia Simpson, Rose Harriot, Roxana Gomez, Anita Khandelwal, Valentina Saldovez, Thomas Rathbone, BJ Last, Kalum Corbray, Linda Smith, Olivia Crawford, Durojaiye Heru, Julissa Sanchez, Tanya Lester, JM Wong, Farren Rice, Patti Mann, Carter Yee, Frances Rice, Aubrey Dillon, Huiling Yang, AJ Carroll, Kay Karr, Renaissance, Edoukou Swan, Matthew Patrick Thomas, Max Doggett, Jana Detrick, Virgil, Crystal McDonald, and Flora Wright.*

Discussion and Possible Action

5. [Proposed Motion No. 2024-0104](#)

A MOTION declaring the intent of the King County Council to maintain operations of the Patricia H. Clark Children and Family Justice Center.

Leah Krekel-Zoppi, Council staff, briefed the committee. Celia Jackson, Director of Criminal Legal System Transformation, Executive's Office, also addressed the committee.

Councilmember Balducci moved Striking Amendment S1.

Councilmember Balducci requested to be added as a co-sponsor of Striking Amendment S1.

Councilmember Balducci withdrew her motion for Striking Amendment S1.

Councilmember Balducci made a motion to table this item for a future committee meeting. The motion was adopted.

This matter was Deferred

6. [Proposed Motion No. 2023-0434](#)

A MOTION acknowledging receipt of a report on programming for adults in detention as required by Ordinance 19546, Section 54, P3, as amended by Ordinance 19633, Section 44, Proviso P3.

This matter was Deferred

Briefing

7. [Briefing No. 2024-B0071](#)

Briefing on the Office Law Enforcement Oversight 2023 Annual Report

Patti Cole-Tindall, Sheriff, addressed the committee. Tamer Abouzeid, Director, Office of Law Enforcement Oversight (OLEO), briefed the committee via a PowerPoint presentation.

This matter was Presented

Discussion and Possible Action

8. [Proposed Motion No. 2024-0194](#)

A MOTION accepting the office of law enforcement oversight's annual report for the year 2023.

A motion was made by Councilmember Balducci that this Motion be Recommended Do Pass Consent. The motion carried by the following vote:

Yes: 4 - Balducci, Barón, Dembowski and Dunn

Briefing

9. [Briefing No. 2024-B0075](#)

Briefing on Office of Law Enforcement Oversight Community Guidance Framework for Policy Reviews

This matter was Deferred

Other Business

There was no other business to come before the committee.

Adjournment

The meeting was adjourned at 3:31 p.m.

Approved this _____ day of _____

Clerk's Signature



King County

**Metropolitan King County Council
Law and Justice Committee**

STAFF REPORT

Agenda Item:	5	Name:	Leah Krekel-Zoppi
Proposed No.:	2024-0104	Date:	July 24, 2024

SUBJECT

A proposed motion declaring the King County Council’s intention to maintain juvenile secure detention operations at the Judge Patricia H. Clark Children and Family Justice Center (CCFJC).

SUMMARY

The proposed motion would state the Council’s intent to keep juvenile detention services at the CCFJC open and operating. The proposed motion would signal the Council’s policy position on CCFJC juvenile secure detention operations but would not commit the county to a specific course of action.

BACKGROUND

Juvenile Detention in King County. Under state law,¹ King County is required to operate a detention facility for juvenile offenders. The King County Executive oversees the secure juvenile detention facility at the request of King County Superior Court,² which has statutory authority for juvenile detention under state law.³ The King County Department of Adult and Juvenile Detention’s (DAJD) Juvenile Division has operated the County’s juvenile detention system since 2002. The Juvenile Division also operates court-ordered alternatives to secure detention programs.

King County's juvenile secure detention facility is located in the CCFJC, along with Juvenile and Family Court Services. The County’s average daily population (ADP) of youths in secure detention was 43 in 2023.⁴ The facility provides a health clinic for medical and mental health services, juvenile programming including a gymnasium, food services, volunteer services, family visitation, behavioral health services provided by Ryther, regular and special education provided by Seattle School District, and a library staffed by King County Library System.

¹ RCW 13.04.135

² K.C.C. 2.16

³ RCW 13.20.010

⁴ 2023 average based on data through August 2023 according [to King County DAJD's Detention and Alternatives Reports](#).

The CCFJC houses youths ages 12 to 17 awaiting adjudication in King County Juvenile Court and ordered to secure detention. In addition, beginning in 2018, the Executive directed through Executive Order for all detained youth under age 18 who are charged as adults to be housed at the CCFJC.⁵

Whether a youth who is arrested is admitted into secure detention is based on a screening process performed by Juvenile Court Juvenile Probation Counselors, who determine whether the youth meets the detention intake screening criteria. The criteria are intended to keep youth out of detention if Juvenile Court determines they can safely return home or be placed in a community-based residential care facility.

Therefore, most juveniles in detention are being held for offenses deemed to be serious by the detention intake screening criteria or violent offenses. For example, in a recent analysis of juveniles in secure detention performed by Council staff,⁶ youth were being held on allegations including assault, burglary, escape, motor vehicle theft, murder, rape of child, reckless driving, robbery, firearm violations, and narcotic delivery. For those held on non-violent offenses, the detention screening criteria would suggest there are other extenuating circumstances for the youth being detained, such as outstanding warrants, a history of serious offenses, or a lack of a safe community placement.

According to Juvenile Court data, 25 percent of juvenile law enforcement referrals in 2020 and 2021 resulted in admissions to secure detention, down from 40 percent in 2017.⁷ The average length of stay for juveniles is 24.5 days for youth charged as juveniles and 214 days for youth charged as adults.⁸

For youth who are detained after an arrest, an intake hearing must occur within 48 hours to determine whether the youth should remain in detention or be released. In lieu of detention, youth with cases pending can also be assigned to probation or electronic home monitoring (EHM). Juvenile Court partners with the non-profit community organization Urban League to provide services and support for court-involved youth in the community. King County had an ADP of 37 youth on EHM in 2023,⁹ representing approximately 43 percent of the youth in DAJD's custody.¹⁰

History of Juvenile Detention in King County. King County enacted the Juvenile Justice Operational Master Plan in 2000, adopting a policy to emphasize prevention, intervention, and alternatives to the use of secure detention for juvenile offenders. As a result, even as King County's overall population has grown, the number of youths arrested, charges referred, charges filed, and youths held in secure detention has

⁵ King County Executive Order "Youth Charged as adults to be housed at the Youth Services Center," November 2, 2017

⁶ Based on a one-day snapshot from September 15, 2023.

⁷ According to information and data from the [November 21, 2022 presentation to the Care and Closure Advisory Committee](#)

⁸ 2023 averages based on data through August 2023 according [to King County DAJD's Detention and Alternatives Reports](#)

⁹ 2023 average based on data through August 2023 according [to King County DAJD's Detention and Alternatives Reports](#).

¹⁰ Custody refers to secure and non-secure detention (EHM)

declined significantly, including a 61 percent reduction since 2010 in the number of youths in detention in King County.¹¹

In 2017, Public Health – Seattle and King County launched a Zero Youth Detention initiative. In June 2020, the Executive committed to converting youth detention units at the CCFJC to other uses no later than 2025 in order to promote racial equity and community-based alternatives to detention.¹²

Additionally, in 2019 King County Juvenile Court Services began launching a new framework for serving youth called Juvenile Therapeutic Response and Accountability Court (JTRAC). As part of that effort, King County Juvenile Court was competitively selected to receive technical assistance from the Robert F. Kennedy Community Alliance from 2020 through 2022 to reform the juvenile probation system to embed trauma-informed, positive youth development practices in all the court's services and prioritize early screening and support.¹³

Yet, even as King County's use of juvenile detention has decreased, racial disparity in the youth legal system has persisted. Youth of color made up 81 percent of the county juvenile detention population in 2022,¹⁴ despite making up 62 percent of the county's youth population.¹⁵

Care and Closure Initiative. The Care and Closure project, initiated by the Executive after the Executive's June 2020 commitment to convert the youth detention facility at the CCFJC to other uses by 2025,¹⁶ was previously referred to as the "CFJC Strategic Planning Process." It was branded in early 2023 as "Care and Closure: a plan for youth healing, accountability, and community safety," to reflect the project goals.

Leadership of Care and Closure is provided by the Executive's Office, in partnership with the Children, Youth, and Young Adult Division (CYYAD) of the Department of Community and Human Services (DCHS), King County Superior Court, Department of Public Defense (DPD), and PAO. The project is guided by an advisory committee made up of impacted youth and family members, youth legal system partners, and community representatives.¹⁷

The King County Council required the Executive to provide two progress reports on the Care and Closure initiative through a proviso in the Adopted 2023-2024 Biennial

¹¹ Updated data from the September 2023 Care and Closure Progress Report, pg. 21

¹² [Executive Constantine July 2020 State of the County address](#)

¹³ According to information from the [November 21, 2022 presentation to the Care and Closure Advisory Committee](#)

¹⁴ [Care & Closure - PublicInput](#)

¹⁵ [King County Population Dashboard — Communities Count](#)

¹⁶ While the Executive made the commitment to close the juvenile detention center, statutory authority for juvenile detention belongs to Superior Court, suggesting that King County Superior Court agreement would be necessary to close King County's juvenile detention facility. Additionally, as discussed in the August 2023 Care and Closure Report, RCW 13.04.135 requires counties to maintain and operate a secure juvenile detention facility, and multiple statutes in RCW Chapter 13.24 require pre-adjudication detention of youth in certain circumstances. Addressing these issues is identified as a next step in implementing Care and Closure.

¹⁷ A list of the advisory committee participants is provided on page 80 of Care and Closure Progress Report.

Budget. The second report, entitled: "Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention" was transmitted to the King County Council in January 2024. The report included the following six recommendations:

- Create and operate a respite and receiving center where law enforcement would take youth under 18 years old upon arrest;
- Provide very short-term respite housing at the respite and receiving center;
- Provide enhanced immediate supports when youth return home to their families or are placed in kinship care;
- Create and oversee a network of diverse community care homes where youth would stay while their court case proceeds if they are unable to go home;
- Strengthen community infrastructure and capacity to ensure all youth have access to community supports; and
- Ensure the next steps for these recommendations are informed by and centered on community members most directly impacted by the youth legal system.

The first two recommendations listed above did not have consensus support from the Care and Closure Advisory Committee. The recommendations in the report do not commit the county to a course of action, and policy changes necessary to implement the recommendations, such as appropriating moneys to fund the recommended alternatives, would have to be approved by the King County Council.

In addition to the recommendations, the Care and Closure report identified six next actions to advance the Care and Closure project beginning. Those include:

- Proposing improvements for outcomes in the current juvenile detention facility;
- Proposing needed state legal and regulatory changes;
- Educating and engaging the broader public about the Care and Closure Initiative;
- Reconvening the advisory committee to deliberate and seek agreement on recommendations without consensus;
- Developing implementation and budget plans for the supported recommendations; and
- Preparing to support youth detention staff for future transitions.

ANALYSIS

Proposed Motion 2024-0104 would state the King County Council's policy intention, "not to close the Judge Patricia H. Clark Children and Family Justice Center and keep it open and operating with secure detention services provided."

Similar to the Care and Closure report, the proposed motion would not commit the county to a course of action but would signal the Council's current position on how to approach policy decisions related to operations of the CCFJC and juvenile secure detention.

Four of the six recommendations in the Care and Closure Final Report had consensus or general support of the advisory committee, which included system partners from Superior Court, PAO, and DPD. These recommendations could move forward even if the county is committed to a policy position of maintaining juvenile secure detention

operations. Most youth with cases pending in juvenile court are not deemed by the court as needing to remain in secure detention during adjudication of their cases. Such youth can be released to the custody of parents or guardians, ordered to electronic home monitoring, or released to a residential care home. The four recommendations with consensus support would focus on expanding and improving the network of support for court-involved youth while still allowing the option for judges to order youth to be detained at the CCFJC at their discretion based on court rules or when required by state law.

Similarly, if the Council passed the proposed motion stating the policy intention of maintaining juvenile secure detention operations, the six “next actions” identified in the Care and Closure could move forward in a manner consistent with that policy direction. For example, the Executive could move forward with developing implementation plans for the recommendations with consensus support. However, if those next actions resulted in proposals that conflicted with the Council’s policy direction, the Council would have the option of opposing proposals that contradicted the Council’s stated policy position.

AMENDMENT

Striking Amendment S1 would replace the body of Proposed Motion 2024-0104 with language conveying the Council’s intention to maintain operations of juvenile detention at the CCFJC while supporting continued engagement by the Executive to attempt to identify viable and safe alternatives to secure juvenile detention, and improving conditions for youth currently housed in secure detention.

Title Amendment T1 would conform the title to Striking Amendment S1.

INVITED

- Penny Lipsou, Council Relations, King County Executive
- Celia Jackson, Director of Criminal Legal System Transformation, King County Executive

ATTACHMENTS

1. Proposed Motion 2024-0104 (and its attachments)
2. Amendment S1
3. Amendment T1
4. Redline for Amendments S1 and T1
5. Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention, January 2024



KING COUNTY
Signature Report

ATTACHMENT 1
1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Motion

Proposed No. 2024-0104.1

Sponsors Dunn

1 A MOTION declaring the intent of the King County
2 Council to maintain operations of the Patricia H. Clark
3 Children and Family Justice Center.

4 WHEREAS, in 2012, King County voters approved a \$210,000,000 levy to
5 construct a replacement Youth and Family Justice Center, and

6 WHEREAS, in February 2020, King County began operating the Judge Patricia
7 H. Clark Children and Family Justice Center, and

8 WHEREAS, on July 21, 2020, the executive committed to converting youth
9 detention units at the Judge Patricia H. Clark Children and Family Justice Center to other
10 uses no later than 2025, and

11 WHEREAS, the King County council has received and reviewed three reports on
12 the plan for achieving zero youth detention and for instituting a strategic planning process
13 for the future of secure juvenile detention at the children and family justice center,
14 including reports dated September 30, 2021, June 30, 2022, and August 4, 2023, and

15 WHEREAS, the final of report, entitled Care and Closure: Final Strategic
16 Planning Report on the Future of Secure Juvenile Detention, is submitted by the
17 executive, and

18 WHEREAS, during the March 27, 2024, hearing of King County council law and
19 justice committee, there were substantial concerns expressed by councilmembers about
20 the direction of Care and Closure Final Strategic Planning Report on the Future of Secure

21 Juvenile Detention, including the proposed secure detention alternatives to the Patricia H.
22 Clark Children and Family Justice Center;

23 NOW, THEREFORE, BE IT MOVED by the Council of King County:

24 It is the intent of the King County Council not to close the Judge Patricia H. Clark
25 Children and Family Justice Center and keep it open and operating with secure detention
26 services provided.

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

Dave Upthegrove, Chair

ATTEST:

Melani Pedroza, Clerk of the Council

APPROVED this ____ day of _____, _____.

Dow Constantine, County Executive

Attachments: None

6/20/2024

JB1

[L. Krekel-Zoppi]

Sponsor: Councilmembers Barón & Balducci

Proposed No.: 2024-0104

1 **STRIKING AMENDMENT TO PROPOSED MOTION 2024-0104, VERSION 1**

2 On page 1, beginning on line 4, strike everything through page 2, line 26, and insert:

3 "WHEREAS, in 2012, King County voters approved a \$210,000,000 levy to
4 construct a replacement Youth and Family Justice Center, and

5 WHEREAS, in February 2020, King County began operating the Judge Patricia
6 H. Clark Children and Family Justice Center, and

7 WHEREAS, on July 21, 2020, the executive committed to converting youth
8 detention units at the Judge Patricia H. Clark Children and Family Justice Center to other
9 uses no later than 2025, and

10 WHEREAS, research has shown that detention and incarceration hinder young
11 people's future educational and employment success and negatively impacts their
12 immediate and long-term physical and mental health, according to a 2022 report by The
13 Sentencing Project, and

14 WHEREAS, youth of color, specifically Black youth, are overrepresented in the
15 youth detention center and across all the elements of the youth legal system, and

16 WHEREAS, in 2022, the executive initiated a community-centered strategic
17 planning process that included engaging nearly 1,800 impacted community members and

18 convening an advisory committee made up of impacted youth and family members, youth
19 legal system partners, and community representatives, and

20 WHEREAS, the King County council has received and reviewed three reports on
21 the plan for achieving zero youth detention and for instituting a strategic planning process
22 for the future of secure juvenile detention at the children and family justice center,
23 including reports dated September 30, 2021, June 30, 2022, and August 4, 2023, and

24 WHEREAS, a fourth and final report, entitled Care and Closure: Final Strategic
25 Planning Report on the Future of Secure Juvenile Detention, was submitted by the
26 executive on January 31, 2024, and

27 WHEREAS, the recommendations included in the care and closure final strategic
28 planning report are:

29 1. Create and operate a respite and receiving center where law enforcement
30 would take youth under 18 years old upon arrest;

31 2. Provide very short-term respite housing at the respite and receiving center;

32 3. Provide enhanced immediate supports when youth return home to their
33 families or are placed in kinship care;

34 4. Create and oversee a network of diverse community care homes where youth
35 would stay while their court case proceeds if they are unable to go home;

36 5. Strengthen community infrastructure and capacity to ensure all youth have
37 access to community supports; and

38 6. Ensure the next steps for these recommendations are informed by and
39 centered on community members most directly impacted by the youth legal system, and

40 WHEREAS, four of the six recommendations received general or consensus
41 support from the care and closure advisory committee, and while the recommendations
42 for creating a respite and receiving center with very short-term housing did not achieve
43 consensus, they remain important considerations for future development, and ongoing
44 collaboration, and

45 WHEREAS, the care and closure final strategic planning report stated the
46 executive's intention to move forward with implementation planning for the four
47 recommendations with consensus support, and

48 WHEREAS, state law currently requires King County to operate a secure
49 detention facility for juvenile offenders,

50 NOW, THEREFORE, BE IT MOVED by the Council of King County:

51 A. It is the intent of the King County Council to maintain operations of the
52 juvenile secure detention facility at the Judge Patricia H. Clark Children and Family
53 Justice Center until and unless viable alternatives become operational that align with the
54 Care and Closure community priorities and safely replace the need for secure detention.

55 B. The King County council supports the community priorities that emerged
56 from the Care and Closure outreach efforts, including the need:

- 57 1. To be and feel safe in King County;
- 58 2. For youth to be accountable and learn from their actions;
- 59 3. For legal interventions that improve a youth's long-term prospects by
60 connecting them to resources; and
- 61 4. To eliminate the racial and ethnic disproportionality in youth detention.

62 C. In order for viable alternatives to become operational, the King County
63 council would need to take action at future decision points including adoption of county
64 budgets and levies, proposed policy changes, and proposed legislative agendas. The
65 council supports the executive's continued engagement with county and community
66 stakeholders to attempt to identify such alternatives, and, in the meantime, continued
67 work to improve conditions for youth currently housed at the juvenile secure detention
68 facility."

69 **EFFECT prepared by L. Krekel-Zoppi: Would replace the body of the motion with**
70 **language conveying the Council's intention to maintain operations of juvenile**
71 **detention at the CCFJC while supporting continued engagement by the Executive to**
72 **attempt to identify viable and safe alternatives to secure juvenile detention, and**
73 **improving conditions for youth currently housed in secure detention.**

T1

6/20/2024

JB1

[L. Krekel-Zoppi]

Sponsor: Councilmember Barón

Proposed No.: 2024-0104

1 **TITLE AMENDMENT TO PROPOSED MOTION 2024-0104, VERSION 1**

2 On page 1, strike lines 1 through 3, and insert:

3 "A MOTION declaring the intent of the King County
4 Council to maintain operations of the juvenile secure
5 detention facility at the Judge Patricia H. Clark Children
6 and Family Justice Center until and unless viable
7 alternatives become operational."

8 **EFFECT prepared by *L. Krekel-Zoppi*: *Would make a technical clarification to the***
9 ***title.***



KING COUNTY
Signature Report

ATTACHMENT 4
1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Motion

Proposed No. 2024-0104.1

Sponsors Dunn

1 A MOTION declaring the intent of the King County
2 Council to maintain operations of the juvenile secure
3 detention facility at the Judge Patricia H. Clark Children
4 and Family Justice Center until and unless viable
5 alternatives become operational.

6 WHEREAS, in 2012, King County voters approved a \$210,000,000 levy to
7 construct a replacement Youth and Family Justice Center, and

8 WHEREAS, in February 2020, King County began operating the Judge Patricia
9 H. Clark Children and Family Justice Center, and

10 WHEREAS, on July 21, 2020, the executive committed to converting youth
11 detention units at the Judge Patricia H. Clark Children and Family Justice Center to other
12 uses no later than 2025, and

13 WHEREAS, research has shown that detention and incarceration hinder young
14 people's future educational and employment success and negatively impacts their
15 immediate and long-term physical and mental health, according to a 2022 report by The
16 Sentencing Project, and

17 WHEREAS, youth of color, specifically Black youth, are overrepresented in the
18 youth detention center and across all the elements of the youth legal system, and

19 WHEREAS, in 2022, the executive initiated a community-centered strategic
20 planning process that included engaging nearly 1,800 impacted community members and

21 convening an advisory committee made up of impacted youth and family members, youth
22 legal system partners, and community representatives, and

23 WHEREAS, the King County council has received and reviewed three reports on
24 the plan for achieving zero youth detention and for instituting a strategic planning process
25 for the future of secure juvenile detention at the children and family justice center,
26 including reports dated September 30, 2021, June 30, 2022, and August 4, 2023, and

27 WHEREAS, ~~thea fourth and final-of~~ report, entitled Care and Closure: Final
28 Strategic Planning Report on the Future of Secure Juvenile Detention, ~~iswas~~ submitted by
29 the executive on January 31, 2024, and

30 ~~WHEREAS, during the March 27, 2024, hearing of King County council law and~~
31 ~~justice committee, there were substantial concerns expressed by councilmembers about~~
32 ~~the direction of Care and Closure Final Strategic Planning Report on the Future of Secure~~
33 ~~Juvenile Detention, including the proposed secure detention alternatives to the Patricia H.~~
34 ~~Clark Children and Family Justice Center;~~

35 ~~WHEREAS, the recommendations included in the care and closure final strategic~~
36 ~~planning report are:~~

37 ~~1. Create and operate a respite and receiving center where law enforcement~~
38 ~~would take youth under 18 years old upon arrest;~~

39 ~~2. Provide very short-term respite housing at the respite and receiving center;~~

40 ~~3. Provide enhanced immediate supports when youth return home to their~~
41 ~~families or are placed in kinship care;~~

42 ~~4. Create and oversee a network of diverse community care homes where youth~~
43 ~~would stay while their court case proceeds if they are unable to go home;~~

44 5. Strengthen community infrastructure and capacity to ensure all youth have
45 access to community supports; and

46 6. Ensure the next steps for these recommendations are informed by and
47 centered on community members most directly impacted by the youth legal system, and

48 WHEREAS, four of the six recommendations received general or consensus
49 support from the care and closure advisory committee, and while the recommendations
50 for creating a respite and receiving center with very short-term housing did not achieve
51 consensus, they remain important considerations for future development, and ongoing
52 collaboration, and

53 WHEREAS, the care and closure final strategic planning report stated the
54 executive's intention to move forward with implementation planning for the four
55 recommendations with consensus support, and

56 WHEREAS, state law currently requires King County to operate a secure
57 detention facility for juvenile offenders,

58 NOW, THEREFORE, BE IT MOVED by the Council of King County:

59 A. It is the intent of the King County Council ~~not to close~~ to maintain operations
60 of the juvenile secure detention facility at the Judge Patricia H. Clark Children and
61 Family Justice Center until and ~~keep it open and operating~~ unless viable alternatives
62 become operational that align with the Care and Closure community priorities and safely
63 replace the need for secure detention ~~services provided.~~

64 B. The King County council supports the community priorities that emerged
65 from the Care and Closure outreach efforts, including the need:

66 1. To be and feel safe in King County;

67 2. For youth to be accountable and learn from their actions;
68 3. For legal interventions that improve a youth’s long-term prospects by
69 connecting them to resources; and
70 4. To eliminate the racial and ethnic disproportionality in youth detention.
71 C. In order for viable alternatives to become operational, the King County
72 council would need to take action at future decision points including adoption of county
73 budgets and levies, proposed policy changes, and proposed legislative agendas. The
74 council supports the executive's continued engagement with county and community
75 stakeholders to attempt to identify such alternatives, and, in the meantime, continued
76 work to improve conditions for youth currently housed at the juvenile secure detention
77 facility.

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

ATTEST:

APPROVED this ____ day of _____, ____.

Motion

Attachments: None

Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention

January 2024



King County

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II. Proviso Text

Ordinance 19546, Section 106, Employment and Education Resources, Proviso P1¹

Of this appropriation, \$300,000 shall not be expended or encumbered until the executive transmits two progress reports on the strategic planning process for the future of secure juvenile detention at the children and family justice center ("CCFJC"), each accompanied by a motion to acknowledge receipt of the report and the motions acknowledging receipt of the reports are passed by the council. Each motion should reference the subject matter, the proviso's ordinance number, ordinance section and proviso number in both the title and body of the motion. Upon passage of each motion, \$150,000 is released for expenditure or encumbrance.

A. The first report shall include, but not be limited to:

1. A discussion of progress on the project since the June 30, 2022, Children and Family Justice Center - Strategic Planning Project report;
2. An overview of community engagement activities from July 1, 2022, through December 31, 2022, including a summary of key findings;
3. A draft recommendations framework developed by the project advisory committee;
4. A discussion of state law requirements for juvenile detention in King County, and how those requirements interact with CCFJC strategic planning;
5. A discussion of applicable labor laws that interact with CCFJC strategic planning; and
6. Identification of King County Council involvement and any legislative actions that are anticipated to be part of project implementation.

B. The second report shall include, but not be limited to:

1. The project advisory committee's final recommendations for the future of secure juvenile detention at CCFJC;
2. A summary of how the project advisory committee's recommendations were developed; and
3. An overview of community engagement conducted throughout the project including key findings.

The executive should electronically file the first report and motion required by this proviso no later than June 30, 2023, and the second report and motion required by this proviso no later than October 31, 2023, with the clerk of the council, who shall retain an electronic copy and provide an electronic copy to all councilmembers, the council chief of staff and the lead staff for the law, justice, health and human services committee or its successor.²

¹ Ordinance 19546. [\[LINK\]](#)

² The Executive transmitted this report in January 2024 instead of October 2023 to reflect a more developed set of recommendations from the Advisory Committee and incorporate additional feedback from community engagement with impacted community members. Council voted to acknowledge receipt of the first of the two required reports on October 17, 2023. Motion 16445 [\[LINK\]](#).

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III. Executive Summary

The King County Executive oversees the secure detention facility located within the Patricia H. Clark Children and Family Justice Center (CCFJC) at the request of King County Superior Court, which has statutory authority for juvenile detention under state law.³ Under the County Executive, the Department of Adult and Juvenile Detention's (DAJD) Juvenile Division is responsible for the care and custody of all youth in detention.⁴ Multiple distinct uses occur within the CCFJC, including youth detention; Superior Court's Juvenile Court; courtrooms; youth probation; a respite center for youth involved in domestic violence and family violence issues; a resource center serving youth and families; offices for several youth legal system partners; and an interagency high school with Seattle Public Schools.

In July 2020, the Executive committed to converting youth detention units at the CCFJC to other uses no later than 2025: "phasing out centralized youth detention is no longer a goal in the far distance. We have made extraordinary progress and we have evolved to believe that even more can be done."⁵

This report is the fourth report submitted to the King County Council on the strategic planning effort to close the youth detention center at the CCFJC by 2025 and repurpose it for other community-identified uses, and the second report called for by Ordinance 19546. The Executive submitted the first report on September 30, 2021, the second report on June 30, 2022, and the third report on August 4, 2023. The three prior reports covered the historical timeline, engagement strategy and outreach with interested parties, and a progress update.⁶

In November 2023, an Executive-convened Advisory Committee has successfully put forth recommendations for the Executive that identify community-based alternatives needed to support youth healing, accountability, and community safety, and to close the youth detention center. This report responds to three requirements related to: 1) the Care and Closure project advisory committee's final recommendations for the future of secure juvenile detention at CCFJC; 2) a summary of how the project advisory committee's recommendations were developed; and 3) an overview of community engagement conducted throughout the project including key findings.⁷

Advisory Committee Recommendations

Beginning in March 2022, the Executive convened the Advisory Committee, a group of community partners, systems partners, and impacted community members, to guide the project and co-create recommendations informed by community input. The Advisory Committee demonstrated a remarkable commitment to envisioning alternatives that would support all youth under 18 years old and uphold community safety, with all members diligently engaging, debating differences, identifying areas of alignment, and working constructively throughout the process.

³ King County Code 2.16.175. Juvenile Court Services-Detention Facilities-Administration by the County Executive [[LINK](#)]. See also RCW 13.20.060. Transfer of administration of juvenile court services to county executive—Authorized—Advisory board—Procedure. [[LINK](#)]

⁴ King County Code (KCC) 2.16.175. Title 2 Administration – Administrative Offices and Executive Departments. [[LINK](#)]

⁵ King County Executive Office. Executive State of the County (2020). [[LINK](#)]

⁶ This report does not substantially repeat the contents of the previous reports.

⁷ Ordinance 19546. [[LINK](#)]

[Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention](#)

Informed by input from nearly 1,800 impacted community members and research on promising practices that other jurisdictions have implemented, the 14 Advisory Committee members and additional subcommittees developed six recommendations for the Executive's consideration. The recommendations lay out elements and characteristics of a system at a high level, including where applicable examples of where similar elements already exist in other jurisdictions. Each recommendation will require subsequent detailed planning and budgeting prior to implementation.

The Advisory Committee achieved high-level consensus about the importance of the Care and Closure effort and the framework of the recommendations. Of the six recommendations, the Advisory Committee strongly supported recommendations 3, 5, and 6; generally supported recommendation 4; and did not achieve consensus on recommendations 1 and 2, identifying the need for more deliberation or detail.

The recommendations are that King County:

- **Recommendation #1:** Create, operate, and maintain a 24 hours a day, 7 days a week respite and receiving center where law enforcement will take all youth under 18 years old upon arrest unless they can be released upon entering the center.
- **Recommendation #2:** Provide very short-term respite housing at the respite and receiving center for youth who cannot go home due to safety reasons.
- **Recommendation #3:** Provide enhanced immediate supports when youth return home to their families or are placed in kinship care with extended family members.
- **Recommendation #4:** Create, contract, and provide oversight to a network of diverse community care homes where youth would stay while their court case proceeds if they are unable to go home because of safety concerns.
- **Recommendation #5:** Strengthen community infrastructure and capacity to ensure all youth have access to and can benefit from culturally responsive and linguistically relevant, developmentally appropriate, and youth- and family-centered supports that address their identified needs, regardless of whether they are at home, with a relative, or at a community care home.
- **Recommendation #6:** Ensure the next steps for these recommendations are informed by and centered on input, expertise, and ideas of the community members most directly impacted by the youth legal system.

The report details each recommendation. Descriptions of each recommendation include a high-level summary, examples of other jurisdictions with similar models, questions to guide future work, and areas of support and lack of support with a need for more deliberation within the Advisory Committee members. For example, some Advisory Committee members stated that further deliberation and more detailed planning is needed on how the community-based system can maintain safety of the youth and safety for the community before they could consider supporting or strongly supporting the recommendation.

Timeline: To accomplish this significant transformation, the Advisory Committee identified the necessity for the Executive to expand the timeline to close the youth detention center to allow for the finalization, resourcing, and implementation of these recommendations. Creating a new system and set of practices that can achieve the goal of the Care and Closure initiative is a serious, transformative undertaking. A new network of facilities, practices, and operations must come first before the existing facility can fully close.

Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention

Just as this initiative has reinforced the importance of Care and Closure’s goal, it has also revealed the complexity of bringing forth a new system that works better. Creating the new system will require participation, deliberation, agreement, and support from the King County Council and King County Superior Court. State-level legal or regulatory changes may also be necessary. The next phase of planning and implementation described in this report is anticipated to take until at least 2028 for the first components of the new system to be funded, implemented, and begin operating. Care and Closure-related actions cannot be fully in place to allow the end of youth detention at the CCFJC in 2025. That creating a better system for community and youth will go beyond 2025 is not an excuse to stop this effort. King County must embrace both the urgency of doing better and the importance of doing this work well.

Recommendation Development Process

The Advisory Committee arrived at these recommendations following a seven-step development process:

- Development of the initial recommendations framework, including the guiding principles
- Launch of subcommittees and recruitment of subcommittee members
- Development of the guiding questions for the subcommittees
- Development of emerging recommendations
- Iteration of emerging recommendations with the Advisory Committee and subcommittees
- Continued feedback loops with impacted community members
- Endorsement of recommendations with Advisory Committee

Overview of Community Engagement and Key Findings

This report updates the key findings from the County’s engagement with impacted community members, including youth in detention, on electronic home monitoring, and in the community; parents and family members; harmed community members; and community organizations serving youth with experience in the youth legal system.

DCHS has engaged nearly 1,800 impacted community members as part of this process.

- Since November 2022, DCHS has held 28 listening sessions with youth in detention and engaged nearly 80 youth.
- DCHS partnered with and funded 11 community partners to engage more than 1,200 impacted youth, families, and harmed community members in more than 55 events.
- DCHS and DAJD have engaged detention staff in several ways. DAJD held 16 different listening sessions with staff, with four facilitated in partnership with DCHS; provided 20 project updates via email; and presented at New Employee Orientation.

The overwhelming feedback the County heard asks for less reliance on secure youth detention, more focus on enhanced supports for youth and harmed community partners, and community-centered responses when youth experience crises and cause harm in their communities. Engagement over the year highlighted the excitement and support for the recommendations; a continued focus on accountability within the system; enhanced supports for families; need for positive incentives and step-down models to adjust and tailor supports and responses to individual youth and their needs; and desire for greater engagement and leadership opportunities to inform changes to the youth legal system.

Next Phase: Planning and Implementation

In early 2024, the Executive will undertake six actions to advance the goals of Care and Closure, to continue the County's long-term progress in continually reducing the use of detention for youth, and to present feasible plans that, when funded and adopted, will begin operating the system envisioned by the Advisory Committee's recommendations.

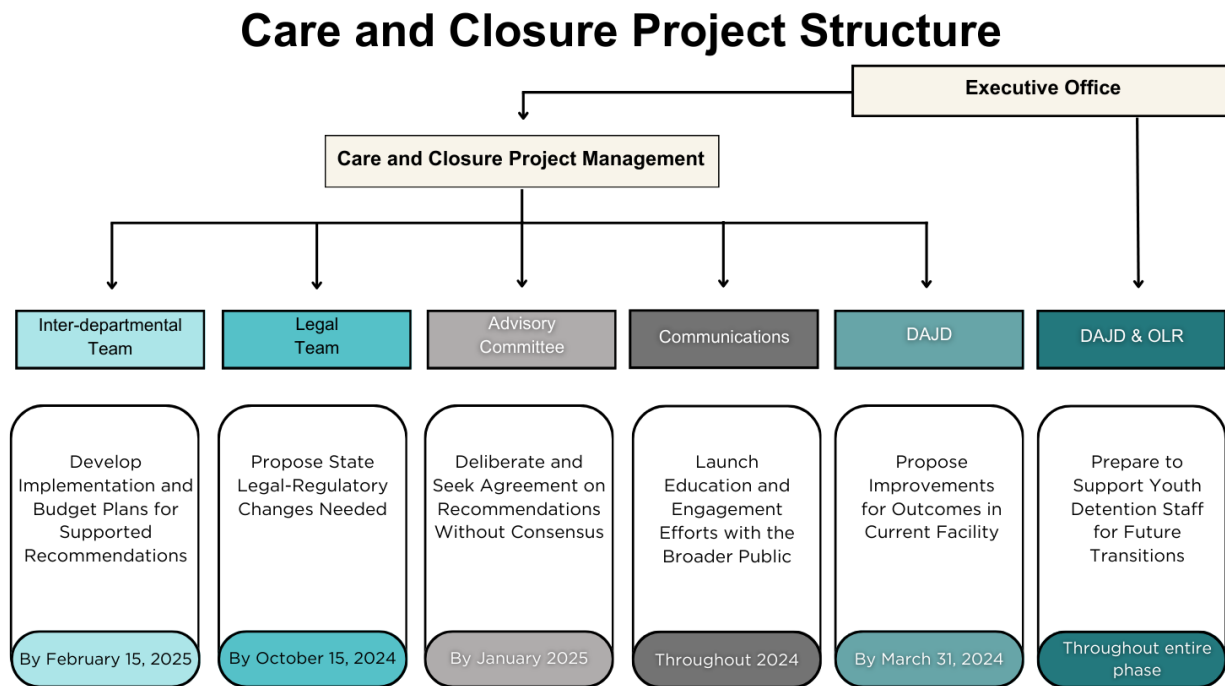
This report details six time-bound actions that will advance the work of Care and Closure put King County in a position to consider real, feasible, detailed policy and budget decisions that would create a new system of care and accountability. The six actions items are:

- **Prepare to Implement Supported Recommendations:** Detailed implementation planning and budget proposals for recommendations 3, 4, and 5 for consideration in the 2026/2027 Biennial Budget
- **Draft Legal Changes:** Drafting and proposing necessary legal and regulatory changes in time for the 2025 State Legislative Session
- **Gain Consensus on Recommendations Without Full Support:** Reconvening the Advisory Committee to continue deliberating and seek agreement on Recommendations 1 and 2 so they are ready to advance to detailed implementation and budget planning in 2025
- **Continuously Improve Current Conditions:** Propose improvements for outcomes and conditions in the CCFJC that can begin in 2024
- **Communicate:** Educate and engage the broader public
- **Support Staff:** Prepare to support employees of the CCFJC for future transitions

County Organizational Structure

The Executive will utilize the organizational structure depicted in Figure 1 below to accomplish next actions outlined in the strategy planning and implementation phase described above. The project governance of the Care and Closure initiative will shift from DCHS to the Executive Office beginning in February 2024.

Figure 1: Care and Closure Project Structure



Conclusion

This report is not an endpoint. This report not only documents the Advisory Committee’s vision of community-based alternatives that need to be in place to close the youth detention center, it also identifies specific necessary next actions toward achieving system transformation. Further progress will require shared action, purpose, cooperation, and perseverance among the three branches of King County government.

The Executive remains committed to ending the use of jail for children and youth. Care and Closure’s extensive community engagement process and discussions within the Advisory Committee confirm consensus and important common ground. King County residents want:

- to be and feel safe.
- youth to be accountable and learn from their actions.
- legal interventions that improve a youth’s long-term prospects by connecting them to mentorship, healthcare, education, and community supports.
- concrete and urgent action to eliminate the racial and ethnic disproportionality that has worsened even as fewer youth are being detained now than before.

No participant in the Care and Closure process asserted that the County’s current system of youth detention should remain exactly how it is. The research and community engagement feedback are clear: youth who spend time in detention are more likely to be arrested and punished for future delinquent behavior; detention and incarceration negatively impact educational attainment, future employment, and physical and mental health; and other jurisdictions with diverse geographic and political conditions have implemented parts of the system that the Advisory Committee recommendations envision.

The question of Care and Closure is not *whether* to do better for community safety and youth healing and accountability, it is *how* to do better. The Advisory Committee through its diligent work offered an initial vision of a system that could do better.

While emphasizing the urgency and importance of ending the use of jail for children and youth, the process has also clarified the complexity of replacing it with something better. The focus on *closing* the existing facility sparked urgency and awareness to begin the Care and Closure initiative. Delivering on the initiative's promise now requires diligent work to *open* a system of youth healing and accountability and community safety that allows every King County resident to thrive.

IV. Background

Department Overview

As noted in greater detail in the August 2023 report submitted to the King County Council, King County's youth legal system and efforts to reduce and ultimately eliminate the use of secure youth detention involves several different County departments.^{8, 9} At the Executive's request, the Department of Community and Human Services served as the lead agency for the community-centered strategic planning project of Care and Closure.

While the Executive administers secure youth detention in King County on behalf of the Superior Court, the operations, roles, and responsibilities across the youth legal system are shared across the executive departments and departments overseen by separately elected officials, as outlined in Figure 2 below.¹⁰ See Appendix A for more information on the departments outlined below.

Figure 2: King County Departments and Roles in Care and Closure Initiative

Department name	Role in Care and Closure Initiative
King County Superior Court	The Superior Court, including Juvenile Court and Juvenile Court Services were each represented on the Care and Closure Advisory Committee and the Engaging Impacted Communities subcommittee.
Department of Public Defense (DPD)	DPD was represented on the Care and Closure Advisory Committee and on the Identifying Alternatives to Secure Youth Detention subcommittee.
Prosecuting Attorney's Office (PAO)	The PAO Juvenile Division was represented on the Care and Closure Advisory Committee.
Department of Adult and Juvenile Detention (DAJD)	Provided staff support for the Care and Closure Advisory Committee and represented on all subcommittees.
Department of Community and Human Services (DCHS)	Led the community-centered strategic planning process of the Care and Closure initiative featured in this proviso response. Convened the Care and Closure Advisory Committee and staffed the subcommittees.

Previous Reports

As called for by Proviso in Ordinance 19546, this report is the fourth report submitted to the King County Council by the Executive on the strategic planning effort to close the youth detention center at the CCFJC and repurpose it for other community-identified uses.¹¹ The Executive transmitted the first required report to the Council on September 30, 2021; the second required report on June 30, 2022; and the third required report on August 4, 2023.

⁸ August 2023 Report [\[LINK\]](#)

⁹ There are many terms associated with the youth legal system including the juvenile justice system, juvenile criminal legal system, and youth criminal legal system. This report uses "youth legal system" to encompass these many terms and use the non-stigmatizing term of "youth" rather than "juvenile", "offender", or "criminal".

¹⁰ See the Appendix A and August 2023 Report for greater detail of these agencies. August 2023 Report [\[LINK\]](#).

¹¹ In the July 2020 State of the County address, King County Executive Constantine made the commitment to expand community-based alternatives to secure youth detention and fully convert the youth detention capacity to other uses no later than 2025. King County Executive Office. Executive Constantine's State of the County [\[LINK\]](#).
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The September 2021 report included an overview of key historical context for the strategic planning effort to close the County’s youth detention center and repurpose the space for other community-identified uses.¹² It highlighted that despite successful efforts to reduce the overall number of young people in detention in King County, the racial disparities of young people of color in detention has continued to worsen.¹³ The report identified previous engagement with interested parties for the process, outlined next actions, and included an estimated timeline for the process.¹⁴ See Appendix B for the Executive Summary of the September 2021 report.

The June 2022 report provided project updates and outlined next steps for the process.¹⁵ It detailed the proposed approach for the community-centered engagement process to center the perspectives and experiences of impacted youth, family members, and harmed community members in King County. It outlined the project’s Advisory Committee, a group of community partners, systems partners, and impacted community members, as a key component of the community-centered process.¹⁶ The Advisory Committee continues to guide the project and ultimately co-developed the recommendations included in this report.¹⁷

The June 2022 report also highlighted a shift in the project’s governance from the Department of Adult and Juvenile Detention (DAJD) to the Department of Community and Human Services (DCHS), in acknowledgement of the importance of expanding community-based alternatives to secure youth detention as the County prepares to close the youth detention center. Lastly, it updated the timeline of the project’s implementation.¹⁸ See Appendix C for the Executive Summary of the June 2022 report.

The August 2023 report highlighted the continued progress the County had made to close the youth detention center and expand community-based alternatives to secure youth detention since the June 2022 report.¹⁹ It noted the branded name of the initiative: *Care and Closure: a plan for youth healing, accountability, and community safety* to help communicate the focus of centering youth and their well-being, ensuring accountability for harm caused, and bolstering community safety by resourcing communities and creating more effective responses to harm. It outlined project updates since June 2022 and summarized the support from impacted communities, including youth in detention, their families, harmed community members, and community organizations, to expand community-based alternatives to secure youth detention. It also addressed requirements from Council on a draft framework of recommendations, state laws that require secure youth detention, labor laws supporting detention staff

¹² September 2021 Report. [\[LINK\]](#)

¹³ September 2021 Report. [\[LINK\]](#)

¹⁴ September 2021 Report. [\[LINK\]](#)

¹⁵ June 2022 Report, required by Ordinance 19210, Section 50, Proviso P3, as amended by Ordinance 19307, Section 31, Proviso P3. [\[LINK\]](#)

¹⁶ The Executive Office established the Advisory Committee in March 2021 to guide and shape the project. The September 2021 report and June 2022 report outlined the Advisory Committee in further detail. September 2021 Report [\[LINK\]](#) and June 2022 Report [\[LINK\]](#).

¹⁷ The Advisory Committee is comprised of community representatives, impacted young people and families, and systems partners. Out of the current 14 members on the Advisory Committee, seven members represent community perspectives, including three representatives under 25 years old and one parent. See Appendix E for information on the Advisory Committee members. The County provides stipends to the Advisory Committee’s community members for their time and expertise, including participation in meetings and other opportunities such as serving on funding panels. See Appendix E for the composition of the Advisory Committee.

¹⁸ June 2022 Report. [\[LINK\]](#)

¹⁹ August 2023 Report [\[LINK\]](#)

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through the transition, and opportunities for Council’s involvement. It provided updated data and demonstrated how Executive departments have moved forward on the milestones and centered impacted communities in the planning process.

The August 2023 report detailed the continued work of the Advisory Committee and the role of the subcommittees to expand engagement with community organizations, impacted young people and family members, and systems partners, and for deeper discussion on specific topics. These subcommittees were connected to the Advisory Committee, and many Advisory Committee members participated in subcommittees. There were three subcommittees of the Advisory Committee: 1) Identifying alternatives to secure youth detention; 2) Strengthening community infrastructure; and 3) Engaging impacted communities. More information about the subcommittees’ role in developing recommendations is included in Section B, and Appendix F includes information about the composition of the subcommittees. See Appendix C for the Executive Summary of the August 2023 report.

This report is the second report required by Ordinance 19546 and provides recommendations of the community-based alternatives to secure youth detention.²⁰ It draws on the County’s previous commitments towards supporting the success of all youth into becoming happy, healthy, safe, and thriving adults, such as the 2015 Youth Action Plan, the 2018 Road Map to Zero Youth Detention, and the 2020 declaration of Racism as a Public Health Crisis. It specifically notes the shared commitment made in the 2015 adopted Youth Action Plan to eliminate the use of youth detention in King County.²¹ This report highlights six recommendations from the Advisory Committee and developed in the subcommittees. Each recommendation includes a high-level description, support and lack of support with a need for more deliberation within the Advisory Committee members, questions to guide future work, and examples of other jurisdictions with similar models.

This report outlines the process of developing the recommendations with the Advisory Committee and the subcommittees. It notes the engagement with impacted community members throughout the process, including additional findings from engagement since the August 2023 report. The last section of the report maps out the project’s next phase of planning and implementation.

Youth Detention Facility

The Juvenile Division of the Department of Adult and Juvenile Detention operates King County’s Alternatives to Secure Detention (ASD) program, providing community supervision to youth assigned to electronic home monitoring (EHM) by King County Superior Court.

Youth detention in Washington State is connected to but separate from the state’s Juvenile Rehabilitation (JR).²² Juvenile courts use detention to detain a young person pre-adjudication while court proceedings take place or for short sentences, no more than 30 days, after a youth has been adjudicated.²³ Youth detention is designed to be a short-term stay to detain youth while their court case moves through the system. In contrast, the state uses JR to detain a young person post-adjudication. This means that a juvenile court judge has found them guilty of an offense and has sentenced them to a

²⁰ Ordinance 19546. [\[LINK\]](#)

²¹ Motion 14378. [\[LINK\]](#)

²² Washington State Department of Children, Youth, and Families (DCYF) Juvenile Rehabilitation [\[LINK\]](#)

²³ Local sanctions for youth adjudicated in the juvenile court can include a) 0-30 days of confinement; b) 0-12 months of community supervision; or c) 150 hours of community restitution. RCW 13.40.020. Definitions [\[LINK\]](#). RCW 13.40.0357. Juvenile Offender Sentencing Standards [\[LINK\]](#)

period of time according to state sentencing guidelines. Placements in JR facilities are longer stays, and these facilities serve youth until their 25th birthday.²⁴ Counties operate youth detention centers while the state operates the JR facilities.²⁵

Context

The Executive's commitment to creating better, more effective, and more rehabilitative responses than secure youth detention is supported by research, builds on the County's established commitments to children, youth, and young adults, addresses systemic racism as a public health crisis, and draws from existing models in jurisdictions across the country to transform carceral systems.

Underlying this initiative is an explicit focus on racial equity and advancing pro-equity policies. Youth of color, specifically Black youth, are overrepresented in the youth detention center and across all the elements of the youth legal system.^{26 27} Thus, the elimination of secure youth detention and expansion of community-based alternatives focused on healing, accountability, and community safety will benefit all youth, address the disproportionality within the system, and expand the community-based alternatives and supports available in local communities.

Updated Research: Research shows that youth detention and incarceration fail to produce the desired outcomes of rehabilitation and accountability for young people and disproportionately impacts youth of color.²⁸ This growing body of research supports and aligns with the Executive's goal of diverting youth away from systems that don't work and creating new systems that will work. The August 2023 report provides a comprehensive overview of the research, and the research highlights are listed below.²⁹

- Youth who spend time in detention are more likely to be arrested and punished for future delinquent behavior.³⁰
- Youth of color, specifically Black youth, are overrepresented in the youth detention center and across all the elements of the youth legal system.^{31 32}
- Detention and incarceration hinder young people's future educational and employment success and negatively impacts their immediate and long-term physical and mental health.³³
- Adolescent brain science shows that youth and young adults experiment, take risks, and focus on relationships with their peers as their prefrontal cortex develop until their mid-20s. As youth age and their prefrontal cortex develops, most youth, including those adjudicated for serious and violent offenses, grow out of their delinquent behavior.³⁴
- Detention has both immediate and long-term collateral consequences for young people involved in the youth legal system. Immediate collateral consequences include financial

²⁴ DCYF Juvenile Rehabilitation Frequently Asked Questions [\[LINK\]](#)

²⁵ King County Juvenile Legal System Family Handbook [\[LINK\]](#)

²⁶ Department of Adult and Juvenile Detention. Population information – Adult and Juvenile Detention [\[LINK\]](#)

²⁷ Road map to Zero Youth Detention (2019) [\[LINK\]](#)

²⁸ The Sentencing Project (2022). Why Youth Incarceration Fails: An Updated Review of the Evidence [\[LINK\]](#)

²⁹ August 2023 Report [\[LINK\]](#)

³⁰ The Sentencing Project (2022). Why Youth Incarceration Fails: An Updated Review of the Evidence [\[LINK\]](#)

³¹ Department of Adult and Juvenile Detention. Population information – Adult and Juvenile Detention [\[LINK\]](#)

³² Road map to Zero Youth Detention (2019) [\[LINK\]](#)

³³ The Sentencing Project (2022). Why Youth Incarceration Fails: An Updated Review of the Evidence [\[LINK\]](#)

³⁴ National Conference of State Legislatures. April 2023. Snapshot: Adolescent Brain Development and Youth Justice. [\[LINK\]](#)

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penalties such as fines and fees, restrictions in public benefit programs, driver's license suspension, housing restrictions with public housing programs such as Section 8 housing assistance, disruptions and barriers to education, and trauma and continued stigma.³⁵

- Adult and youth legal systems fail to support those who have been harmed, including those who have been harmed by young people.³⁶
- Crime survivors are twice as likely to prefer investing in crime prevention, crisis assistance, and strong communities over increasing arrests, strict punishment, and incarceration.³⁷
- Multi-faceted community-based interventions are more effective than placement in detention and juvenile rehabilitation, even for youth with the highest-risk levels.³⁸
- Cognitive-behavioral skill-building, mentoring, family counseling and support, positive youth development opportunities, tutoring and academic support, employment and workforce development opportunities, wraparound care, and restorative justice are more effective in reducing young people's likelihood of reoffending than detention or incarceration.³⁹
- Community-based interventions are most effective when they are layered or braided together so they can be tailored to meet the needs of each youth.⁴⁰

Historical Conditions: Years of community and systems partner efforts in King County have bolstered support for and action to transform responses to young people in crisis involved in the legal system. The August 2023 report provided greater detail of this history beginning with the Black-led No New Youth Jail movement that catalyzed broader community attention on the importance of community-based alternatives to secure youth detention, highlighted the harms of detention on youth, and cultivated political will to transform the youth legal system.⁴¹

Collaborative and individual efforts from the departments involved in the youth legal system over the last two decades have led to significant declines in the use of secure youth detention, as further detailed in the Updated Data section below.⁴² Additional administrative and operational changes made by these departments during the COVID-19 pandemic, such as the adjustments made to the juvenile detention intake criteria, have helped further reduce the number of youth in detention while slowing the spread of the virus in the detention center.⁴³ Each County agency included in the Department Overview Section above has contributed to the reform efforts that have made the Executive's commitment to transform the response to youth in crisis in King County possible and achievable.

³⁵ National Governors Association (2023). State Strategies to Address the Needs of Justice-Involved Youth Impacted by Collateral Consequences [\[LINK\]](#)

³⁶ Alliance for Safety and Justice (2022). Crime Survivors Speak: National Survey of Victims' Views on Safety and Justice. [\[LINK\]](#)

³⁷ Alliance for Safety and Justice (2022). Crime Survivors Speak: National Survey of Victims' Views on Safety and Justice. [\[LINK\]](#)

³⁸ Sentencing Project (2023). Effective Alternatives to Youth Incarceration. [\[LINK\]](#)

³⁹ Sentencing Project (2023). Effective Alternatives to Youth Incarceration. [\[LINK\]](#)

⁴⁰ Sentencing Project (2023). Effective Alternatives to Youth Incarceration. [\[LINK\]](#)

⁴¹ No New Youth Jail [\[LINK\]](#). August 2023 Report [\[LINK\]](#).

⁴² The County's previous participation in national reform efforts such as MacArthur Foundation's Models for Change, Reclaiming Futures, and the Juvenile Detention Alternatives Initiative has helped apply broader frameworks to system changes. Local efforts such as the Juvenile Justice Operational Master Plan, Uniting for Youth, Best Starts for Kids, Zero Youth Detention, and Juvenile Therapeutic Response and Accountability Court created specific investments and have further driven system changes to reduce the number of youth involved in the criminal legal system and in detention.

⁴³ Juvenile Court. Juvenile Detention Intake Criteria [\[LINK\]](#)

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King County's Commitments to Supporting Youth and Addressing Racism in the Legal System

King County has made previous commitments to supporting youth and addressing racial inequities in government systems, including the criminal legal system. As described in the August 2023 report, the County also has developed a range of programs to achieve those commitments, such as Best Starts for Kids and Restorative Community Pathways.⁴⁴ The Care and Closure initiative and the recommendations outlined in this report of community-based alternatives to secure youth detention build on that strong foundation and apply the values that those commitments espouse.

Youth Action Plan: The County has long-standing commitments to ensure youth in King County are on the path to be happy, healthy, safe, and thriving adults. In the Youth Action Plan (YAP) adopted by Motion 14378 in 2015, the County committed to creating the conditions “where everyone has equitable opportunities to progress through childhood safe and healthy, building academic and life skills to be thriving members of their community.”⁴⁵ One of the nine recommendation areas where the YAP focused was to Stop the School to Prison Pipeline, including calling for the “reduction in use of, and move towards eliminating, detention” for youth.⁴⁶

This recommendation area and the broader YAP acknowledged the important roles that the government and all King County communities play in supporting healthy youth development. It also acknowledged the important role of providing support, dignity, and care to help redirect youth when needed. In many ways, this effort to expand community-based alternatives to secure youth detention and close the youth detention center is the County holding itself accountable to do better for young people involved the legal system and create more positive pathways for those youth to become happy, healthy, safe, and thriving adults.

The YAP and efforts that it helped create, including the Best Starts for Kids program, play an important role in bringing focus and deliberate action to the way King County supports its young people focused through promotion, prevention, and early intervention for youth development.⁴⁷ This Care and Closure effort focuses on the deep intervention work for youth already in the youth legal system.

Declaration of Racism as a Public Health Crisis: The County has also made recent commitments to addressing systemic and structural racism. In its declaration of Racism as a Public Health Crisis adopted by Motion 15655 in 2020, the County committed to addressing racism in its policies and practices. The Council’s motion included specific commitments to:

- Recognize that eliminating racist policies and practices and the conditions that result in disparate access to resources and opportunities based on race requires engaging and being responsive to communities and residents impacted by racism, especially Black and Indigenous communities, as partners in identifying and implementing antiracist solutions, policies and practices;
- Commit to using its authority to enact anti-racist policies and practices that will meet human needs, promote healthy and strong communities, reduce structural inequities and advance

⁴⁴ See the Background Section on Countywide Coordination and Investments in Youth Legal System Transformation and Appendix D from the August 2023 Report for more information. August 2023 Report [\[LINK\]](#).

⁴⁵ King County Council Motion 14378. [\[LINK\]](#)

⁴⁶ King County Youth Action Plan. 2015 [\[LINK\]](#)

⁴⁷ Best Starts for Kids. Children and Youth Advisory Board [\[LINK\]](#)

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equity and justice by eliminating policies and practices designed to oppress marginalized people; and

- Commit to implement and advocate for policies and procedures to ensure residents impacted by racism, especially Black and Indigenous communities, are not subject to violence at the hands of law enforcement, including ensuring appropriate levels of oversight and accountability for law enforcement and eliminating policies and practices that result in over policing, increased engagement with the justice system and violence directed towards communities of color and marginalized communities.”⁴⁸

National Landscape: As noted in the August 2023 proviso report, King County is one of several jurisdictions in the country committed to eliminating secure youth detention and expanding community-based alternatives that better support youth healing, accountability, and community safety.⁴⁹ The recommendations outlined in this report draw on examples of proven models used to reduce reliance on secure youth detention and expand community-based alternatives to support youth and their healing, accountability, and community safety. See Appendix G for more information on those examples.

Data

Despite King County’s significant progress to reduce the number of youth in detention, disproportionality between youth of color and white youth in secure youth detention continues to persist. The August 2023 report highlighted the state of King County’s secure youth detention in 2022, and the June 2022 report highlighted the state of King County’s secure youth detention in 2021.⁵⁰ Data for the first three quarters of 2023 is included below.

Overall, the number of young people in detention has decreased over the past decade. Between 2010 and 2020, the average daily population of youth in secure detention dropped by 70 percent, from 89 to 27 youth. From 2021 through the end of the third quarter of 2023, the average daily population of youth in secure detention increased, from 22 youth to 41 youth, due likely to an increase in complexity of cases and needs of the young people in detention and COVID-19 related backlogs.⁵¹ While this population increased by 60 percent over since 2021, this was still an overall reduction of 74 percent since 2010 when the average number of youth in detention was 89.⁵²

Disproportionality between youth of color and white youth has continued to worsen in secure youth detention while the overall number of young people has decreased. In 2010, the average daily population of youth in secure detention was comprised of 73 percent youth of color and 27 percent white youth. By 2020, the representation of white youth in detention decreased to 23 percent, while the representation of youth of color increased to 77 percent. In the first three quarters of 2023, the percentage of white youth decreased again to 13 percent while the percentage of youth of color in

⁴⁸ Motion 15655 [[LINK](#)]

⁴⁹ Other jurisdictions have closed or are working to close their youth detention centers and youth prisons in favor of community-based alternatives. See the August 2023 Report for additional details on the list of jurisdictions across the country working on similar efforts. August 2023 Report [[LINK](#)]

⁵⁰ August 2023 Report [[LINK](#)]. June 2022 Report [[LINK](#)]

⁵¹ The relative increase in King County’s secure youth detention numbers between 2021 and 2022 mirror increases that took place in jurisdictions across the country. In August 2022, the Annie E. Casey Foundation reported that the number of youth held in detention nationally in June 2022 rose nearly to its pre-pandemic level. Annie E. Casey Foundation. The Number of Youth in Secure Detention Returns to Pre-Pandemic Levels [[LINK](#)]

⁵² August 2023 Report [[LINK](#)]. June 2022 Report [[LINK](#)]

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secure detention increased to 87 percent. Black and Latino/Hispanic youth continue to be disproportionately represented in secure youth detention compared to their proportion in the youth population in King County.^{53 54}

Most young people in King County's youth detention center are held for serious offenses. In the first three quarters of 2023, 60 percent of youth were held on felony crimes against persons, including assault or sexual violence. Approximately 20 percent were held on auto decline in adult court, 4 percent of youth were held on misdemeanor crimes against persons, and 9 percent of youth were held on felony crimes against property.⁵⁵

Youth under 18 years old are most often charged in the juvenile court but can be charged as adults. The average daily population of young people in detention in the first three quarters of 2023 included an average of five youth charged as adults compared to six youth charged as adults in 2022.⁵⁶ As described first in the September 2021 report, the path through the adult legal system for youth charged as adults is complex, and the time for resolution of these cases is significantly longer than youth who are charged in juvenile court.⁵⁷

DAJD's ASD program allows many youth involved in the court system to stay in their communities through house arrest or EHM.⁵⁸ In the first three quarters of 2023, the average daily population of youth on EHM was 38 youth, up 45 percent from 24 youth in 2022. Similar to the racial proportions of youth in detention, Black youth and Latinx youth are overrepresented in the population of youth on EHM.⁵⁹

Report Methodology

DCHS led the development of this report on behalf of the Executive Office. The report was created with support from the Executive Office and DAJD and informed by the Advisory Committee. The information contained in this report draws upon data, reports, and presentations created by King County staff members from DCHS, DAJD, and PSB, as cited. The report summarizes continued engagement activities conducted by community partners funded by DCHS to inform this project, as detailed in Section C. Finally, the Advisory Committee and the subcommittees developed the recommendations provided in this document during its regular meetings.

⁵³ Black youth made up 58 percent of youth in detention; Latino/Hispanic youth made up 18 percent; white youth made up 13 percent; Asian/Pacific Islander youth made up 7 percent; and Native American youth made up 2 percent. DAJD Population information – Adult and Juvenile Detention. 2022 Detention and Alternatives Report [\[LINK\]](#) and 2021 Detention and Alternatives Report [\[LINK\]](#)

⁵⁴ In comparison, the total youth population aged 12 to 17 years old in 2021 in King County had a proportion of 65 percent white youth; 11 percent Black youth; 22 percent Asian youth; and 2 percent Native youth. OJJDP Easy Access to Juvenile Populations, Population Profiles [\[LINK\]](#)

⁵⁵ DAJD Population information – Adult and Juvenile Detention. 2022 Detention and Alternatives Report [\[LINK\]](#) and 2021 Detention and Alternatives Report [\[LINK\]](#)

⁵⁶ DAJD Population information – Adult and Juvenile Detention. 2022 Detention and Alternatives Report [\[LINK\]](#) and 2021 Detention and Alternatives Report [\[LINK\]](#)

⁵⁷ September 2021 Report [\[LINK\]](#)

⁵⁸ Although youth can attend school and participate in community activities, the EHM program is considered a form of secure detention, although the data of secure youth detention and EHM are recorded separately.

⁵⁹ Among youth on EHM in the first three-quarters in 2023, Black youth made up 58 percent; Latinx youth made up 19 percent; white youth made up 18 percent; Asian/Pacific Islander youth made up 6 percent; and Native American youth made up less than one percent. DAJD Population information – Adult and Juvenile Detention. 2023 Detention and Alternatives Report [\[LINK\]](#)

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As discussed above, the Advisory Committee is a group of community partners, systems partners, and impacted community members that guide the project and will co-create the recommendations. Led by DCHS, the County has convened the Advisory Committee from March 2022 through November 2023. The County received consultant support from the W. Haywood Burns Institute (Burns Institute).⁶⁰ The Advisory Committee is open to the public.⁶¹ Its meetings often have several public guests, and staff from several King County agencies attend the meetings along with the official Advisory Committee members.

⁶⁰ The Burns Institute is a Black-led, national nonprofit with a diverse team working to transform the administration of justice. King County contracted with the Burns Institute to support the Advisory Committee and strategic planning process from March 2022 to August 2023. Burns Institute [\[LINK\]](#). See Appendix K for recommendations from the Burns Institute.

⁶¹ Information on the Advisory Committee meetings can be found on the Care and Closure project website. [\[LINK\]](#)
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V. Report Requirements

Consistent with requirements of Ordinance 19546, this report describes: 1) the Care and Closure project advisory committee’s final recommendations for the future of secure juvenile detention at CCFJC; 2) a summary of how the project advisory committee’s recommendations were developed; and 3) an overview of community engagement conducted throughout the project including key findings. The report also describes what must come next to complete planning and begin implementation of the system that the advisory committee’s recommendations envision.

King County’s Care and Closure initiative is creating the alternate systems in community that work bringing healing, accountability, and safety. Having this new system in place must come before the County closes the youth detention center. The ultimate goal of the Care and Closure initiative is to transform a decades old system into a care-based alternative system that achieves healing, accountability, and community safety.⁶² This means identifying better responses that, once operational, will make current approaches to youth incarceration obsolete.

Evidence shows that closing secure youth detention and expanding community-based approaches will lead to more just and accountable alternatives that support young people and community members who experience harm.⁶³ Detention punishes youth whose cases are not yet adjudicated by removing them from their families and communities and exacerbating underlying issues such as mental health, which can impede meaningful accountability for harmful behavior. Instead of keeping communities safe, detention often leads to situations where youth cycle in and out of the youth legal system because their underlying circumstances are left unaddressed. Youth detention falls short of aligning with and reinforcing the shared values that impacted youth, families, and harmed community members desire and that the Executive has committed to pursuing: making King County a welcoming community where every person can thrive.⁶⁴

This work recognizes that knowing what doesn’t work is as important as knowing what does. Study after study (as outlined on page 11 and in the August report) shows that behavioral health supports, family-focused therapy, restorative justice interventions, wraparound programs, mentoring, and credible messengers are key for young people’s success and resiliency. These supports are most effective when they are tailored and layered to meet the individual and unique needs of the youth.⁶⁵ The County has heard from impacted youth, families, and harmed community members throughout this project that they want and need more resources, supports, and opportunities to help heal from traumas they have experienced.⁶⁶ Youth of color, who remain overrepresented in the detention center, especially want to see tailored supports and spaces that support their healing and accountability.⁶⁷ Acceptance of today’s racial-ethnic disproportionality in youth detention promotes future racial-ethnic disproportionality in the negative outcomes that correlate strongly with youth detention.

Community-based alternatives to secure youth detention will promote community safety and well-being, especially in communities most affected by violence, by transforming and expanding the options

⁶² This goal was outlined in the August 2023 Report. August 2023 Report [\[LINK\]](#).

⁶³ The Sentencing Project (2022). Why Youth Incarceration Fails: An Updated Review of the Evidence [\[LINK\]](#)

⁶⁴ King County. Executive True North and Values. [\[LINK\]](#)

⁶⁵ The Sentencing Project (2023). Effective Alternatives to Youth Incarceration [\[LINK\]](#)

⁶⁶ August 2023 Report [\[LINK\]](#).

⁶⁷ King County Care and Closure. Summary of Care and Closure Listening Sessions with Youth in Detention [\[LINK\]](#)
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for young people in crisis beyond the current model of secure youth detention.⁶⁸ They will also advance anti-racist and pro-equity policies and operations needed to confront the embedded systemic racism of the legal system and mitigate the long-lasting harms of youth incarceration that disproportionately impact youth of color.^{69,70} Ultimately, this work will help unwind generations of systemic racism by transforming the youth and adult legal systems and enhancing public safety, so every person is safe in their home and community.

The task is clear: closing the CCFJC requires urgent and fierce commitment to end youth detention and a commitment to resource, implement, and continuously improve better alternatives.⁷¹ But just as this initiative has clarified the importance of Care and Closure's goals, it has also revealed the complexity of bringing forth a new system that works better. This work is nuanced, complex, and demands the best for our young people and communities.

This report is not an endpoint. This report not only documents the Advisory Committee's vision of community-based alternatives that need to be in place to close the youth detention center, it also identifies specific necessary next actions toward achieving system transformation. Further progress will require shared action, purpose, cooperation, and perseverance among the three branches of King County government.

⁶⁸ The Sentencing Project (2023). Effective Alternatives to Youth Incarceration [\[LINK\]](#)

⁶⁹ The Sentencing Project (2023). Effective Alternatives to Youth Incarceration [\[LINK\]](#)

⁷⁰ The Sentencing Project (2022). Why Youth Incarceration Fails: An Updated Review of the Evidence [\[LINK\]](#)

⁷¹ See the background section of the report for more information on the County's commitments in the Youth Action Plan and the Declaration of Racism as a Public Health Crisis.

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A. *The project advisory committee's final recommendations for the future of secure juvenile detention at CCFJC;*

Informed by research, robust engagement with impacted community members, and emerging recommendations from subcommittees, the Advisory Committee developed recommendations for the King County Executive's consideration.⁷² The recommendations are high-level descriptions of parts of a new system or values that should inform future work. The recommendations are not sufficiently detailed to enable immediate implementation.

This section includes the Advisory Committee's recommendations for the community-based alternatives to secure youth detention needed to support youth healing, accountability, and community safety. It is important to note that the Advisory Committee achieved consensus on some recommendations and did not achieve consensus on others. For each recommendation, the Advisory Committee's strong support, general support, or lack of consensus and need for further deliberation is noted. The section also includes the Advisory Committee's guidance on these core components, highlights questions from the Advisory Committee to address in future work, and references similar, existing models of these components in other jurisdictions. The section then notes how the recommendations address the needs of youth in detention and outlines the differences between the recommendations and the current system of secure youth detention.

Advisory Committee Recommendations

The Advisory Committee recommendations identify the essential components of a new system needed to support youth and their healing, accountability, and community safety and close the youth detention center. The recommendations are listed below and further described in Figure 3.

1. Create, operate, and maintain a 24/7 respite and receiving center where law enforcement will take all youth under 18 years old upon arrest unless they can be released upon entering the center.
2. Provide very short-term respite housing at the respite and receiving center for youth who cannot go home due to safety reasons.
3. Provide enhanced immediate supports when youth return home to their families or are placed in kinship care with extended family members.
4. Create, contract, and provide oversight to a network of diverse community care homes where youth would stay while their court case proceeds if they are unable to go home because of safety concerns.
5. Strengthen community infrastructure and capacity to ensure all youth have access to and can benefit from culturally relevant, developmentally appropriate, and youth- and family-centered supports that address their identified needs, regardless of whether they are at home, with a relative, or at a community care home.
6. Ensure the next steps for these recommendations are informed by and centered on input, expertise, and ideas of the community members most directly impacted by the youth legal system.

The Advisory Committee's recommendations reflect significant complexity and tension. The tensions lie in the timing, scale, and necessity of creating an alternative system to get to the ultimate goal.⁷³ The

⁷² More information about the process of developing and endorsing these recommendations is included in Section B of this report.

⁷³ To transform a decades old system into a new care-based system that achieves healing, accountability, and community safety.

complexities of this work involve identifying funding and engaging in transparent communication and ongoing collaboration between interested parties. Notably, while King County can lead work to meet this goal, some of the conditions that must change for Care and Closure’s success can only happen at the state level.

Mindful of these complexities and tensions, the Executive tasked the Advisory Committee to design a community-based system that will support youth healing, accountability, and community safety needed to replace the current youth detention center. In advising the County on pursuing a change of this magnitude, members of the Advisory Committee reinforced the need to plan, resource, and implement the recommendations in a realistic, thoughtful, and tangible way. At the same time, the Advisory Committee recognized that true transformation requires seeing beyond current constraints.

All participants in the process were mindful of the harm that results when government institutions over-commit to a level and speed of change for which there is not sufficient funding or support. All remain mindful of the harm that continues when government institutions transform too slowly because of difficulty. Therefore, to accomplish this significant transformation, the Advisory Committee identified the necessity for the Executive to expand the timeline to close the youth detention center to allow for the finalization, resourcing, and implementation of these recommendations.

As shown in Figure 4, the Advisory Committee through its subcommittees developed and considered six recommendations, showing a commitment to create alternatives that support all youth under 18 years old and uphold community safety. As noted, the Advisory Committee expressed varying levels of support for individual recommendations. This difference in perspective reflects the importance of further deliberation in some areas, especially areas relating to a respite and receiving center with short-term housing, and how a community-based system would maintain safety of the youth and safety for the community.

The recommendations are summarized in Figures 3 and 4 below and graphically depicted in Figure 5.

Figure 3: Summary Table of Advisory Committee Recommendations

Recommendation	Description of Recommendation
<p>1. Create, operate, and maintain a 24 hours a day, 7 days a week respite and receiving center where law enforcement will take all youth under 18 years old upon arrest unless they can be released upon entering the center.</p>	<p>The respite and receiving center (the center) should be safe, therapeutic, and designed with input from impacted youth and their families.</p> <p>The center should be geographically centralized.</p> <p>Youth will be screened and assessed at the center to determine their needs and safety concerns. Youth who can be diverted to existing diversion programs, such as Restorative Community Pathways or the Family Intervention and Restorative Services Center, should be diverted.</p> <p>The center should contain the following supports:</p> <ul style="list-style-type: none"> • Behavioral health and medical health supports, including de-escalation and crisis support

Recommendation	Description of Recommendation
	<ul style="list-style-type: none"> • Basic needs supports • Standardized screenings and assessments to determine youth needs and safety concerns • Community organizations and staff with lived experience
<p>2. Provide very short-term respite housing at the respite and receiving center for youth who cannot go home due to safety reasons.</p>	<p>Youth who cannot go home due to safety concerns should stay in homelike short-term respite housing at the center for up to 72 hours or until their first appearance hearing.</p> <p>During their stay in the short-term respite housing, youth should access the following supports:</p> <ul style="list-style-type: none"> • Standardized screenings and assessments to determine their needs and safety concerns • Development of safety plans for the youth and placement plans with system and community providers • Behavioral health supports, including mental health therapists, and programming focused on healing • Visitation with their families and trusted community members such as previously established mentors.
<p>3. Provide enhanced immediate supports when youth return home to their families or are placed in kinship care with extended family members.</p>	<p>The enhanced immediate supports should be provided in-home and in community.</p> <p>The immediate supports should include the following supports:</p> <ul style="list-style-type: none"> • Next day and regular check-ins with community organization staff • Continued screenings and assessments to determine needs and safety concerns • Development of safety plans for the youth and their family • Basic needs supports for the youth and family • Connection to care and referrals with community-based service providers <p>While the secure youth detention center still exists, these enhanced immediate supports should also be leveraged to help youth in detention develop safety plans and release plans to facilitate their transition out of detention.</p>
<p>4. Create, contract, and provide oversight to a network of community care homes where youth would stay while their court case proceeds if they are unable to go home because of safety concerns.</p>	<p>Community care homes should exist in a network with shared standards of care, resources, and training for staff.</p> <p>Community care homes should be operated by community organizations and staffed 24 hours a day 7 days a week.</p> <p>Community care homes should be located geographically across the County in both urban and rural areas.</p>

Recommendation	Description of Recommendation
	<p>Community care homes should be designed to meet the wide range of youth's needs.</p> <p>Youth in community care homes would access the following supports, either in-home or in community:</p> <ul style="list-style-type: none"> • Behavioral health support including SUD treatment and mental health support • Education • Mentors and credible messengers • Nutrition • Recreation and programming • Transportation • Workforce development • Visitation with family members <p>These supports should be culturally responsive and linguistically appropriate for youth and their families.</p>
<p>5. Strengthen community infrastructure and capacity to ensure all youth have access to and can benefit from culturally relevant, developmentally appropriate, and youth- and family-centered supports that address their identified needs, regardless of whether they are at home, with a relative, or at a community care home.</p>	<p>The County should standardize screening tools, assessments, safety plans, youth development plans, and information sharing.</p> <p>The County should develop shared resources across community and systems providers.</p> <p>The County should create an integrated referral system and case management system across the network of community service providers.</p> <p>The County should structure funding opportunities to encourage collaboration across community service providers.</p> <p>The County should incentivize community providers to prioritize youth in the respite center or community care homes for assessments, referrals, and placements.</p> <p>The County should provide flexible funds for community organizations and systems partners to address basic needs of youth and families.</p> <p>The County should enhance capacity building opportunities for community providers to support and sustain their workforce.</p> <p>The County should develop shared measures of accountability with community service providers to determine how youth safety and success will be measured and evaluated with these recommendations.</p>

Recommendation	Description of Recommendation
6. Ensure the next steps for these recommendations are informed by and centered on input, expertise, and ideas of the community members most directly impacted by the youth legal system.	<p>The Executive should continue to convene the Advisory Committee to provide input in the strategy planning and implementation phase.</p> <p>The Executive should continue to provide updates and opportunities for engagement with impacted youth, family members, harmed parties, and detention staff throughout the strategy planning and implementation phase.</p>

Summary of Feedback from the Advisory Committee Members

Each Advisory Committee member had the opportunity to provide feedback on the proposed recommendations.⁷⁴ Half of the six recommendations received strong support; one recommendations received general support; and two recommendations had lack of consensus. Figure 4 below summarizes the overall level of support or need for further deliberation on each recommendation.

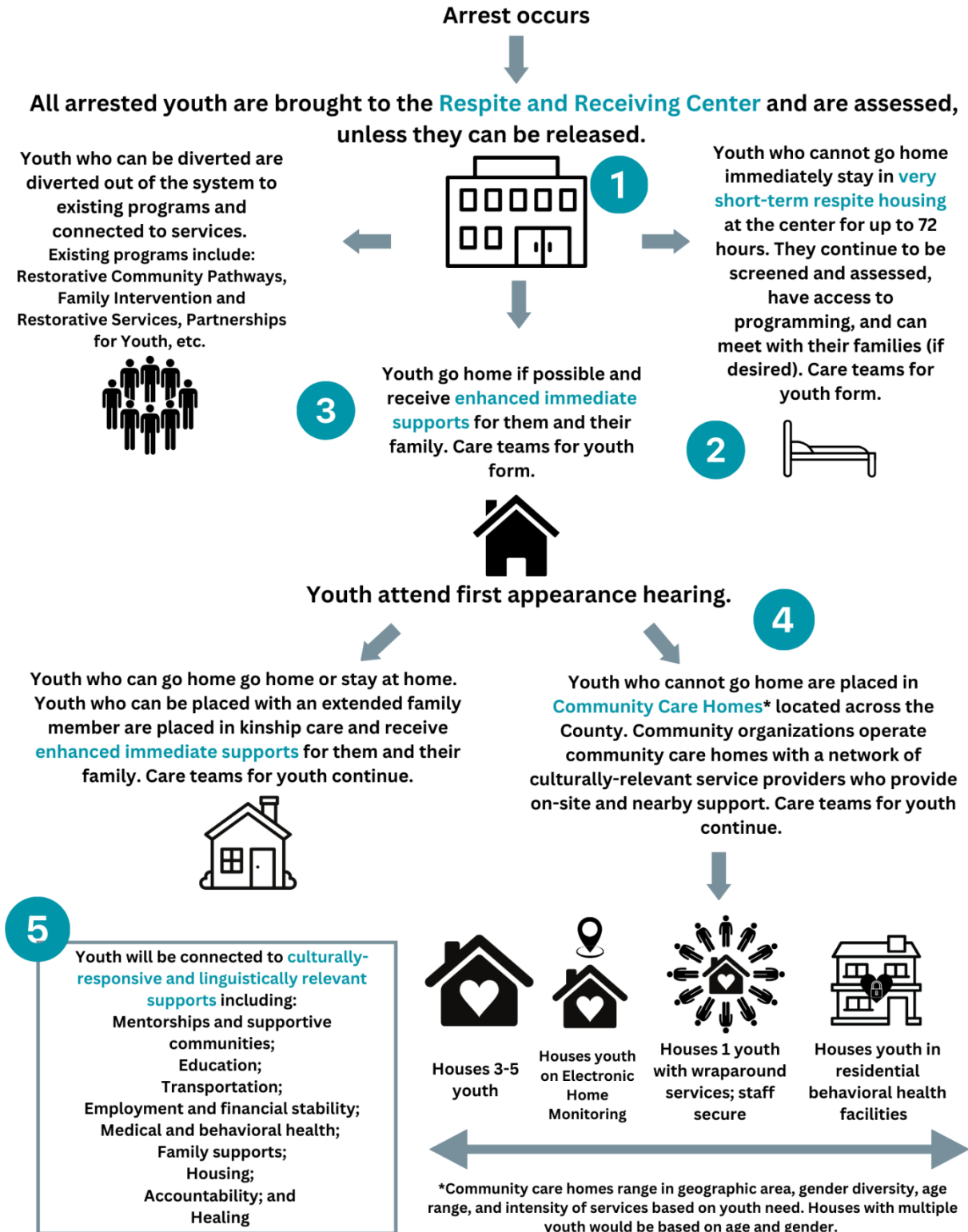
Figure 4: Summary of Feedback from the Advisory Committee Members

Recommendation	Lack of consensus or non-support; need for more deliberation	General support; requires refinement	Strong support
1. Create, operate, and maintain a 24 hours a day, 7 days a week respite and receiving center where law enforcement will take all youth under 18 years old upon arrest unless they can be released upon entering the center.	X		
2. Provide very short-term respite housing at the respite and receiving center for youth who cannot go home due to safety reasons.	X		
3. Provide enhanced immediate supports when youth return home to their families or are placed in kinship care with extended family members.			X
4. Create, contract, and provide oversight to a network of community care homes where youth would stay while their court case proceeds if they are unable to go home because of safety concerns.		X	
5. Strengthen community infrastructure and capacity to ensure all youth have access to and can benefit from			X

⁷⁴ As described in Section B, Advisory Committee members shared feedback at the November 30, 2023, meeting or provided written statements in advance or after the meeting if they did not attend the meeting. See Appendix H for the written feedback provided by the Advisory Committee members.

<p style="text-align: center;">Recommendation</p>	<p style="text-align: center;">Lack of consensus or non-support; need for more deliberation</p>	<p style="text-align: center;">General support; requires refinement</p>	<p style="text-align: center;">Strong support</p>
<p>culturally relevant, developmentally appropriate, and youth- and family-centered supports that address their identified needs, regardless of whether they are at home, with a relative, or at a community care home.</p>			
<p>6. Ensure the next steps for these recommendations are informed by and centered on input, expertise, and ideas of the community members most directly impacted by the youth legal system.</p>			<p>X</p>

Figure 5: Process for Youth Under the Advisory Committee’s Recommendations



Advisory Committee's Recommendation Guidance

Recommendation #1: Create, operate, and maintain a 24/7 respite and receiving center where law enforcement will take all youth under 18 years old upon arrest unless they can be released upon entering the center.⁷⁵ This center would allow youth to get immediate crisis support, be removed from their immediate situation, and get their basic needs met after a likely traumatic situation. Youth would also get screened for their needs and safety to inform the most appropriate placement for them.⁷⁶

Proven Models: Assessment and Receiving Centers Already Exist in Other Jurisdictions

Jurisdictions across the country successfully operate centers like the proposed respite and receiving center. Detroit, San Francisco, and Lincoln, Nebraska operate similar centers.⁷⁷ Often referred to as juvenile assessment centers or receiving centers, these centers are used to assess youth, connect them to community services to meet their needs and their family's needs, and divert them from secure youth detention or further involvement in the youth legal system.⁷⁸ Research finds that assessment centers are effective in reducing recidivism, increasing prevention, and creating cost savings for local jurisdictions.⁷⁹ These models differ on several factors: the types of youth that are eligible based on their alleged offense; their operating structures and whether they are run by community organizations or juvenile justice agencies; their hours and days of operations; and how youth are referred to the center.

Advisory Committee's Discussions on Safety and Security in the Respite and Receiving Center

The Advisory Committee and subcommittees discussed at length how the center can support safety of youth, staff, and community and how secure or non-secure features can maintain safety. The Advisory Committee's guiding principles outlined in the August 2023 proviso framework highlight prioritizing meeting the needs for all youth, harmed parties, and community members, which includes safety.⁸⁰

The Advisory Committee stated that the next phase of Care and Closure work must include a process to establish how to most effectively promote safety at a 24/7 respite and receiving center and whether and how traditional or innovative approaches to securing youth and spaces would be a part of the facility. Committee members shared concerns about youth decision-making in the immediate aftermath of a serious and potentially violent incident and concerns about their and the broader community's immediate safety. They shared concerns about youth being at risk of retaliation by community members who were harmed. They also shared concerns about youth leaving the center and potentially causing additional harm, especially because of relatively easy access to weapons that many youth have. Members highlighted that youth need to have a safe space where they can deescalate and get support from trained professionals. However, members also acknowledged that traditional secure youth

⁷⁵ Note that law enforcement officers can release youth to their guardians after arrest. According to RCW 13.40.042, if law enforcement officers have reasonable cause to believe that a youth involved in a non-felony crime has a mental health issue or a substance use disorder, they can bring the youth to an alternative evaluation and treatment facility. RCW 13.40.042. Detention of juvenile suffering from mental disorder or substance use disorder. [\[LINK\]](#)

⁷⁶ As discussed in the August 2023 report, these needs include ensuring the youth has a safe and stable environment including but not limited to stable housing, caring and responsible adults and supervision, and behavioral health and physical health supports.

⁷⁷ See Appendix G for details.

⁷⁸ National Assessment Center Association. About. What is An Assessment Center? [\[LINK\]](#)

⁷⁹ National Assessment Center Association. "Why Detention is Not the Answer: An Alternative through Assessment Centers." [\[LINK\]](#).

⁸⁰ August 2023 Report [\[LINK\]](#).

detention isolates and harms youth, resulting in poor mental health outcomes and disconnections from families without effectively or equitably promoting community safety.

The Committee discussed that security can be achieved in many ways without relying on traditional methods of incarceration. They noted that security exists on a spectrum, and the safety of the center can be achieved through a combination of physical features, staff and intensive supervision, positive incentives, and programming that match the needs of youth, and trusting relationships between youth and staff. If physical security features are ultimately used to maintain safety in the center, the Advisory Committee wants to inform which features are used and how those features are implemented. The Identifying Alternatives to Secure Youth Detention Subcommittee highlighted three features of security its discussion, as follows:

- **Secure custody** includes residential facilities with construction features designed to physically restrict the movements and activities of persons in custody (e.g., cells, locked rooms and buildings, fences, locking windows, secured perimeter, or other physical structures).
- **Semi-secure custody** includes residential facilities operated in a manner to reasonably assure that youth placed there will not run away. Youth may be able to come and go from the facility during reasonable hours. Youth may be required to be accompanied by a staff member to leave the facility and may be required to share notice about where they plan to go and when they will be back.
- **Staff secure custody** includes physical restriction of movement or activity that is provided solely through facility staff. Often requires very high staff to youth ratio (e.g., 1:2 staff to youth).

Federal Guidance for Responding to Youth in Crisis

The federal Substance Abuse and Mental Health Services Administration's (SAMHSA) recently released National Guidelines for Child and Youth Behavioral Health Crisis Care encourages a three-part framework to inform approaches for youth who are in crisis: ⁸¹

- Someone to talk to;
- Someone to respond; and
- A safe place to be.

The guidelines outline safety and security for staff and people in crisis and discourages the use of seclusion and physical restraint methods. Research highlights that these practices can be traumatizing for youth and are associated with higher rates of injuries to staff and youth. SAMSHA is "committed to reducing and ultimately eliminating the use of seclusion and restraint, with the goal of creating care environments that are free of coercion and violence."⁸²

Advisory Committee's Questions to Inform Future Planning for the Respite and Receiving Center

- Who determines the youth placements after the respite center? What training do they have?
- Who notifies the harmed party if a youth is released or where they are headed?
- Where would the respite and receiving center be located?
- Who staffs the respite center? Are they mandated reporters?

⁸¹ Substance Abuse and Mental Health Services Administration (SAMHSA). 2022. National Guidelines for Child and Youth Behavioral Health Crisis Care. [\[LINK\]](#)

⁸² Substance Abuse and Mental Health Services Administration (SAMHSA). 2022. National Guidelines for Child and Youth Behavioral Health Crisis Care. Page 33. [\[LINK\]](#)

- How can we keep youths who are in violent conflict with each other safe in the respite and receiving center?
- How can we keep youth and staff safe if the location of the respite and receiving center is known?
- How will youth who have repeatedly been arrested be evaluated, assessed, and placed in this new model?

Advisory Committee’s Guidance for the Respite and Receiving Center

- The center should be geographically centralized and open 24 hours a day, 7 days a week.
- It should be staffed by behavioral health and medical health professionals, community members with lived experience in the legal system, staff trained in de-escalation and crisis management, peer parent supports, and community service providers.
- The center should be designed in partnership with impacted youth and families to be safe, caring, and therapeutic.
- The center should include on-site medical and behavioral health support and provide substance use disorder (SUD) treatment such as detoxification and medical SUD treatment; behavioral health crisis support including de-escalation; and medical support including vital health screenings and a pharmacy to address any medication needs.
- The center should address any basic needs that the youth has when they arrive, including food needs, hygiene needs like a shower or clean clothes, and sleep needs.
- The center should be safe and youth centered. Youth want to hear adults ask them what they need in the moment and how best they can respond to those needs.
- Trained community service providers and system staff should use standardized assessment tools and priority assessments to determine the youth’s needs and potential risks to community and personal safety. Such standardized screenings should be used to determine if youth have developmental disabilities or serious mental health issues.
- Standardized screenings and subsequent assessments should determine the intensity of needs that a youth might have and should inform the Court’s decision of where the youth would go next, either home or to a community care home. The screenings should inform if a youth is diverted from the legal system through existing programs such as Restorative Community Pathways or the Family Intervention and Restorative Services (FIRS) Center.
- The center should also have recreational and programming space like a gym or outdoor gardening area where youth could regulate and process their emotions. Youth in detention shared that they are often stressed and overstimulated when they interact with law enforcement, and so they wanted to have access to calming activities.

Advisory Committee Member Feedback on the Respite and Receiving Center

DCHS provided all Advisory Committee members the opportunity to note their support or need for further clarification to support for this recommendation. Figure 6 below outlines member feedback for Recommendation #1 and highlights where Advisory Committee members believe more deliberation is needed.

Feedback included below is provided verbatim from submitted feedback.

Figure 6: Advisory Committee Member Feedback on Recommendation #1

Member	Feedback
Department of Public Defense	Supports with the caveat that youth would not be locked in cells while at the respite and receiving center.

Member	Feedback
Impacted Parent	Supports this recommendation.
Juvenile Detention Guild	Does not endorse this recommendation. The Guild is concerned that if the respite and receiving center is secure, the current detention center should be improved, not replaced. In addition, the Guild is concerned that the safety of staff, youth, and the community will be at risk without a regulated secure facility. The Guild feels that the recommendation does not address the security of a new facility, whether staff are appropriately vetted and trained, whether the facility complies with standards (PREA, JDAI, best practices, state mandated laws, KCC Ordinances, HB2277, etc.). Whether the facility would have the same level of services, to include but not exhaustive: library, 24/7 health clinic, classification and assessment, in person mental health services, school on site, kitchen making nutritious meals, video monitoring, commissary, visitation, security screening of visitors and staff, facility management, janitorial services, clothing and laundry services, establish cost to the County, etc.
Legal Counsel for Youth and Children	Overall, I support. I do not support adding locked doors to any facility created as part of the Care and Closure initiative.
Superior Court	Does not endorse this recommendation. The Superior Court is concerned that the respite and receiving center would not meet the state law requirement for detention. The Superior Court is concerned that the recommendation does not take into consideration the possibility of serious and violent cases, nor public safety for the entire community. The Superior Court is also concerned that the recommendation impacts the separation of powers between the Executive and Superior Court and judicial authority and legal responsibility of the Court to keep the community safe.

Recommendation #2: Provide short-term respite housing at the respite and receiving center for youth who cannot go home due to safety reasons. Youth would stay at the center for up to 72 hours (with the possibility of extension for youth with the highest risk and highest needs), completing priority screenings and assessment with trained staff; developing safety plans and placement plans with trained staff and community members; and participating in programming that supports their healing such as art therapy and family reunification.

The youth would stay at the center until their first appearance hearing when the Court ultimately determines the most appropriate placement for them informed by recommendations of the respite and receiving center staff. These placements will include home, kinship care, or one of the community care homes, and all of those options may include Electronic Home Monitoring for youth.

Proven Models: Short-Term Respite Housing Already Exist Other Jurisdictions: Several jurisdictions, including Multnomah County, OR, Pima County, AZ, and Utah (see Appendix G), have short-term respite housing as part of their receiving centers or as alternatives to secure youth detention. Often these respite housing models focus on youth accused of lower-level status offenses or require out-of-home placement. They often provide supportive services such as behavioral health support and screenings or assessments to inform referrals for community service providers. The Advisory Committee recognizes King County's Family Intervention and Restorative Services (FIRS) Center as a great model of short-term respite housing for youth involved in family violence or domestic violence.⁸³

Advisory Committee's Questions to Inform Future Planning for the Short-Term Respite Housing

- How will the respite housing support youth who are dependent or unstably housed/homeless?
- How would youth who pose a safety risk even in a respite center be cared for?
- Is the timeline of up to 72 hours or the first appearance hearings flexible depending on the youth and their needs?
- Will the short-term housing have the same security features as those contemplated for the respite center, including fully secure options?

Advisory Committee's Guidance for Short-Term Respite Housing

- The center should have short-term respite housing space for youth who stay overnight. The residential component of the center should be homelike where youth can sleep in rooms, instead of cells, and have access to shared safe communal spaces.
- The short-term respite housing should be in a designated separate space from the rest of the respite and receiving center to maintain the privacy of the youth staying in the respite housing at the center.
- While youth stay in respite housing, they should be able to visit with their family members and community members the youth trusts such as mentors, teachers, or faith leaders. Youth in detention imagined that visitation space would have good lighting, cards or games to play, comfortable couches, tables to share a meal, and resources for their families, including on-site counseling and therapy.
- Youth should have access to programming during their stay at the respite center. The programming should reflect the interests of the youth staying at the center and be focused on healing and building relationships with staff.

⁸³ King County Prosecuting Attorney's Office. Juvenile Division. Family Intervention and Restorative Services. [\[LINK\] Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention](#)

- “Above all else, [the center] needs to be comfortable so youth can feel like they can take a breath, think about the traumatic situation that they went through, and build trust [with people that want to help them.]” – Youth in detention

Advisory Committee Member Feedback for Short-Term Respite Housing

DCHS provided all Advisory Committee members the opportunity to note their support or need for clarification to support for this recommendation. Figure 7 below outlines member feedback for Recommendation #2 and highlights where Advisory Committee members believe more deliberation is needed.

Feedback included below is provided verbatim from submitted feedback.

Figure 7: Advisory Committee Member Feedback on Recommendation #2

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation with the caveat that the respite housing would not have cells or locked doors.
Impacted parent	Supports this recommendation.
Juvenile Detention Guild	Does not endorse this recommendation. The Guild is concerned about the maximum timeline of 72 hours for a youth to be in the short-term respite housing. The Guild is also concerned about who would make the determination of a youth to be in the respite housing. The Guild has concerns, and does not believe the recommendation addresses the vast variety of needs for specific situations that may not be able to be properly addressed within 72 hours. An example provided is that currently youth wait in detention months for a proper placement, while the Guild believes this is not appropriate the recommendation does not address this concern.
Legal Counsel for Youth and Children	Supports this recommendation. I do not support adding locked doors to any facility created as part of the Care and Closure initiative.
Superior Court	Does not endorse this recommendation without further clarification and information about the security level of the respite housing. For the same reasons as the lack of endorsement of Recommendation 1, the respite housing may not comply with current state law, may not be adequate for community safety, and may infringe upon the judicial branch’s exclusive discretion.

Recommendation #3: Provide enhanced immediate supports when youth return home to their families or are placed in kinship care with extended family members. Immediate supports would be provided by contracted community service providers. The supports should include in-home checkups with the youth and their family the next day; the development of a safety plan if the youth has not already created one at the respite and receiving center; continuation of priority screenings and assessments; and coordination of care and referrals with community-based service providers. Immediate supports may also include any basic needs for the family including rental assistance to stabilize housing; relocation assistance to move the family out of the area; behavioral health support;

and respite care for families. The enhanced immediate supports should build on existing infrastructure and programs and focus on family needs as well as individual needs that youth have expressed.^{84 85}

Proven Models: Enhanced Immediate Supports for Families Already Exist in Other Jurisdictions

Several jurisdictions, including San Francisco and Washington D.C. (Appendix G) provide supports to youth and their families to help mitigate the impacts of legal system involvement while their court cases are moving through the adjudication process. National research shows that families are highly impacted when their youth are in detention and that they face financial impacts, mental and emotional impacts, and feelings of isolation and powerlessness when their youth are in detention.^{86,87} Tailored resources directed to youth and their families can help reduce underlying issues causing stress and help them hold their youth accountable for the obligations set out by the court.⁸⁸ Examples include developing release plans with youth while they are in detention, developing parent-specific supports such as parent coaches, and providing additional support for kinship caregivers.

Advisory Committee's Questions to Inform Future Planning for Enhanced Immediate Supports

- How will children in the foster care system receive these enhanced immediate supports?

Advisory Committee's Guidance for Enhanced Immediate Supports

- Youth in detention and systems partners have expressed the desire to connect youth and families to enhanced immediate supports earlier in the process to prevent youth from entering detention or returning to detention.
- While the secure youth detention center still exists, enhanced immediate supports should also be used to help youth in detention develop safety plans and release plans, like the Detention Diversion Advocacy Program in San Francisco, CA.
- Youth in detention who had previously been on EHM and youth who were on EHM expressed the need for greater support for themselves and their families while at home. They stated that they wanted more frequent check-ins with mentors and trusted community providers, behavioral health supports like therapy and SUD treatment, and more programming opportunities to focus on their goals.
- Youth in detention and youth on EHM also highlighted the need to expand family support to address underlying issues. They mentioned employment support for their parents or guardians, programming for their siblings, and financial assistance for groceries or rent to relieve the stress and anxiety that they felt at home.
- Youth also mentioned that when they were on EHM, it felt like their entire family was on house arrest too. They wanted more opportunities for their family members to take a break from being in

⁸⁴ King County's Community Supports Program, operated by Urban League of Metropolitan Seattle, currently provides support to youth who are on EHM. Contracted through King County Public Health, Urban League works with DAJD's Alternatives to Secure Detention (ASD) team to connect with youth and build trust with their families. The Community Supports team provide mentorship, connection to services, family support, and basic needs support such as groceries or rental assistance. King County Department of Adult and Juvenile Detention. Alternatives to secure detention for youth. Community Supports [\[LINK\]](#)

⁸⁵ See August 2023 Report, Appendix F for the summary of findings from interviews with youth on EHM. August 2023 Report [\[LINK\]](#)

⁸⁶ Justice for Families. September 2012. Families Unlocking Future: Solutions to the Crisis in Juvenile Justice. [\[LINK\]](#)

⁸⁷ Kids Imprisoned. August 2020. Forgotten families: Detention causes emotional, psychological, and financial burdens. [\[LINK\]](#)

⁸⁸ Department of Justice. OJJDP. February 2018. Literature Review: A product of the Model Programs Guide. Family Engagement in Juvenile Justice. [\[LINK\]](#)

the home and shared that mentors and other adults would help support a youth and give their guardians that break that they needed.

Advisory Committee Member Feedback for Enhanced Immediate Supports

DCHS provided all Advisory Committee members the opportunity to note their support or need for further clarification to support for this recommendation. Figure 8 below highlights strong support for Recommendation #3.

Feedback included below is provided verbatim from submitted feedback.

Figure 8: Advisory Committee Member Feedback on Recommendation #3

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation.
Impacted parent	Supports this recommendation.
Juvenile Court Services	Supports this recommendation.
Juvenile Detention Guild	Supports this recommendation.
Legal Counsel for Youth and Children	Supports this recommendation.
Superior Court	Supports this recommendation.

Recommendation #4: Create, operate, and provide oversight for a network of community care homes where youth would stay while their court case is proceeding if they are unable to go home because of safety concerns. The community care homes would be operated by community service providers and range on a variety of factors including size, location, gender diversity, and intensity of services. The community care homes should exist on a continuum from least restrictive to most restrictive for youth and should be tiered to meet the needs of youth with different levels of needs.

Proven Models: Networks of Small Homes and Homelike Facilities Already Exist in Other Jurisdictions

Increasingly, jurisdictions are shifting from large institutional settings for youth to smaller, more homelike places for youth involved in the youth legal system.⁸⁹ Several jurisdictions have created both secure and non-secure homelike facilities for some youth to stay pre-adjudication and post-adjudication. These facilities are designed to be homelike and provide more therapeutic and healing spaces for youth. In addition, there are promising practices from the child welfare system, including the Mockingbird Home Model of a network or constellation of foster care homes, that can be helpful for imagining how these smaller homes should be coordinated and connected to best support youth and the community organizations operating the community care homes.⁹⁰ Appendix G highlights the examples from the Mockingbird Home Model network and the secure and non-secure homes in New York City, New York; the State of Missouri; and Dane County, Wisconsin.

⁸⁹ Department of Justice. OJJDP. October 2022. Highlights from the 2020 Juvenile Residential Facilities Census [\[LINK\]](#) The latest Juvenile Residential Facility Census found that the “proportion of small facilities has increased” over time but that “a larger proportion of youth are still held in medium-sized facilities.” Data showed that in 2020, 68 percent of youth facilities had capacity sizes of less than 21 youth, an increase of 13 percentage points from 2000.

⁹⁰ Mockingbird Society. Our work: Mockingbird Family. [\[LINK\]](#)
[Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention](#)

Advisory Committee's Guidance for the Community Care Homes

- Community care homes should be operated by community organizations and staffed 24 hours a day 7 days a week by people who have de-escalation and crisis management skills, people who may have lived experience in the legal system or have similar lived experiences to youth and want to work with youth.
- The County should contract with community agencies to operate community care homes in locations across the county. Locations should be in both urban areas and rural areas.
- Community care homes should be embedded within neighborhoods and be homes, not institutional facilities.
- The County should organize the community care homes in a community-based network that provides respite for regular staff, standardizes care, provides training and support for the workforce, and supports for youth across the network.
- The community care homes should have regular on-site services such as behavioral health services, programming, credible messengers and mentors, and other services.
- The community care homes should have highly individualized and adaptable spaces for youth. When a youth enters a community care home, they should be able to individualize their space with decorations, home goods, and personal items.
- The community care homes should be tiered to provide different levels of supports for youth and have different levels of security and supervision for youth. Some homes should have multiple youths living there (between three and five youth) while other homes should have one youth at the home with multiple staff members, depending on the intensity of the youth's needs.
- Whenever possible, youth should be able to choose between a few options for community care homes, including whether they want to be close to their home or outside of their neighborhood. Research finds that when youth participate in decision-making regarding their well-being, they are more likely to accept those decisions and engage in problem-solving with adults when issues arise.⁹¹ When youth participate in decision-making in a supportive environment, they are also able to build self-efficacy and strengthen their own behavioral cognitive and social competencies.⁹²
- Youth should be able to meet with their families while living at the community care homes. If youth are in more restrictive settings, family members should be able to visit the space. If the youth are in less restrictive settings, they should be able to leave with their family members on passes or stay with their families over a set period of time, like the weekend. Community care home staff and relevant systems partners would determine if youth are able to safely leave with their family members or stay with their family overnight.
- Regardless of the type of community care home, community providers should provide family reunification services to help promote relationship building between the youth and family and support successful transitions to their homes. Rooted in the child welfare system, family reunification supports include family engagement such as frequent visits while a youth is in an out-of-home placement, assessment, and case planning to determine a family's needs, and supports to promote a healthy environment when a youth returns.⁹³
- If a youth has behavioral health issues or safety issues that make it impossible for them to stay at one community care home, they should be placed at another community care home, including potentially a more intensively staffed home, or taken to the respite center to receive immediate

⁹¹ Youth.Gov. Involving Youth in Positive Youth Development. [\[LINK\]](#)

⁹² Office of Juvenile Justice and Delinquency Prevention. August 2014. Literature Review: A Product of the Model Programs Guide. Positive Youth Development. [\[LINK\]](#)

⁹³ Child Welfare Information Gateway. June 2011. Issue Brief. Family Reunification: What the Evidence Shows.

[\[LINK\]](#)

crisis support. However, all efforts should be made to minimize disruptions to the youth and minimize the instability of different placements.

Advisory Committee’s Questions to Inform Future Planning of the Community Care Homes

- Who staffs the community care homes? What are the requirements for those staff?⁹⁴ Are they mandatory reporters?⁹⁵
- Where are the community care homes located? How will those locations be determined? How many community care homes area needed?
- What is the process of oversight and accountability by the County for the community care homes? What agency or agencies would monitor the community care homes?
- What are the standards of care for youth at the respite center and the community care homes? (For example, how will existing standards such as the Prison Rape Elimination Act of 2003 be met in the community-based alternatives?)^{96 97}
- What is the licensing structure for the community care homes?⁹⁸
- What are the specific supports for young people to access education in the community care homes?
- What happens when a youth turns 18 years old in a community care home while their case is pending?
- How will youth charged in the adult court be supported in the community care homes since the complexities of their cases result in prolonged lengths of stay in detention?
- What does after-care look like with youth who live in the community care homes? How will services continue to support youth beyond their time in the court system?
- At what stage would victims of crime be notified of the youth’s release, placement or other changes? What would be the mechanism for that notice?

Advisory Committee Member Feedback on Community Care Homes

DCHS provided all Advisory Committee members the opportunity to note their support or need for further clarification to support this recommendation. Figure 9 below outlines member feedback for

⁹⁴ Chapter 110-145 WAC outlines staff qualifications and requirements for staff at licensed group care facilities. Chapter 110-145 WAC. Licensing Requirements for Group Care Facilities. [\[LINK\]](#)

⁹⁵ Mandatory reporters are individuals who are legally required to report child abuse or neglect. Many professionals are mandatory reporters in Washington State including social service counselors, childcare providers, law enforcement officers, and medical practitioners. Washington State Department of Children, Youth, and Families. Report Child Abuse or Neglect. Mandatory Reporting of Child Abuse and Neglect. [\[LINK\]](#)

⁹⁶ The federal Prison Rape Elimination Act (PREA) of 2003 is intended to “further prevent and respond to sexual abuse and sexual harassment of people in custody at correctional agencies. PREA has provisions for the development of standards to prevent, detect, and respond to sexual abuse and sexual harassment. PREA applies to all public and private correctional institutions that house adults or juveniles.” The Department of Adult and Juvenile Detention collects and reports on PREA annually. Reports and audits – Prison Rape Elimination Act (PREA) reports [\[LINK\]](#)

⁹⁷ Chapter 110-145 WAC outlines the licensing requirements for group care facilities in Washington State which includes standards of care for the different types of facilities, including staffing ratios, services provided, and documentation and investigations of incidences where youth are not safe. Chapter 110-145 WAC. Licensing Requirements for Group Care Facilities. [\[LINK\]](#)

⁹⁸ Chapter 110-145 WAC outlines the licensing requirements for group care facilities in Washington State. There are several types of facility licenses including group homes, group receiving centers, resource and assessment centers, and staffed residential homes. Chapter 110-145 WAC. Licensing Requirements for Group Care Facilities. [\[LINK\]](#)

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Recommendation #4 and highlights where Advisory Committee members believe more deliberation is needed.

Feedback included below is provided verbatim from submitted feedback.

Figure 9: Advisory Committee Member Feedback on Recommendation #4

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation with the caveat that the community care homes would not be secure facilities.
Impacted parent	Supports this recommendation.
Juvenile Detention Guild	Supports this recommendation with the caveat that more details are needed on the standards of care for youth in the community care homes. The Guild is concerned that there is not a clear establishment of standards of care, clear safety and security parameters in place, required supportive elements, to include in person schooling, in person mental health services, in person medical services, etc. that are currently provided by the County through the Juvenile Detention Center. Also what if the Court says no to this option while the court case proceeds? This recommendation does not address those concerns currently.
Legal Counsel for Youth and Children	Supports this recommendation. I do not support adding locked doors to any facility created as part of the Care and Closure initiative.

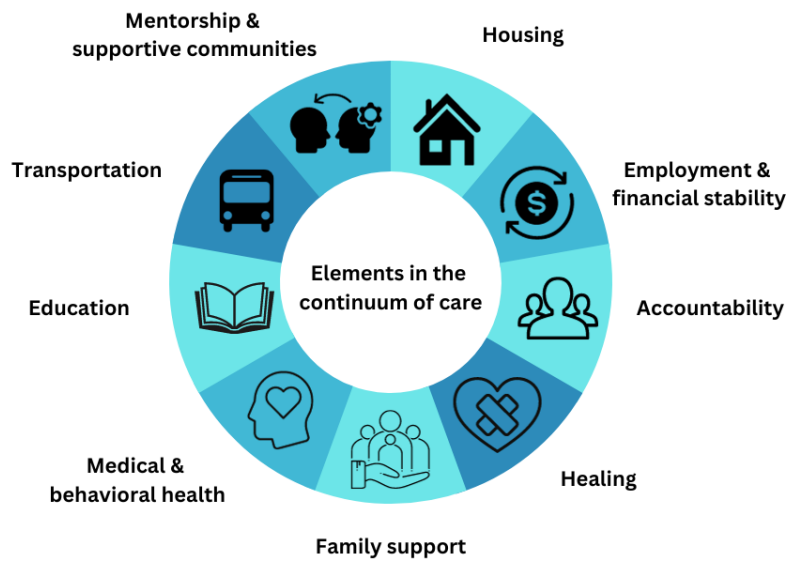
Recommendation #5: Strengthen community infrastructure and capacity to ensure all youth have access to culturally responsive and linguistically relevant, developmentally appropriate, and youth- and family-centered supports that address their identified needs, regardless of whether they are at home, with a relative, or at a community care home. Shown in Figure 10 below, these supports would align with the nine elements previously identified by youth and families as highlighted in the August 2023 report.⁹⁹ Research and engagement with impacted youth and families underscore the effectiveness of these tailored and individualized supports for youth involved in the legal system including increased likelihood of staying out of the legal system, positive educational and employment outcomes, and improvements in mental health and wellbeing.¹⁰⁰

⁹⁹ The August 2023 report also included an initial continuum of youth- and community-identified supports that the County should leverage when designing the enhanced immediate supports for youth. August 2023 Report [\[LINK\]](#).

¹⁰⁰ Sentencing Project (2023). Effective Alternatives to Youth Incarceration. [\[LINK\]](#)

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Figure 10: Youth and Family-identified Important Elements of Supports



Advisory Committee's Guidance to Strengthen Community Infrastructure

- Standardize screening tools, assessments, safety plans, youth development plans, and information sharing across community service providers, systems providers, and placements, especially between the respite center and the community care home network.
- Develop shared resources across community and systems providers. Create a resource database for community-based providers that is updated regularly on capacity and services, so that community and systems partners can better assess existing capacity and options for youth involved in the legal system. Require community-based providers to provide and update that information regularly through contracts.
- Create an integrated referral system and case management system across the network of community service providers to allow for more streamlined referrals between the community organizations, consistent follow ups, and monitoring of next steps for youth and families throughout the system. The case management system should include information from the screenings and assessments, youth development plans, previous and current placement, and history of program participation. Currently, community organizations have inconsistent referral systems, which when combined with the high level of turnover in those community organizations, can result in youth not getting connected to the care that they need.
- Structure funding opportunities to encourage collaboration across community service providers, especially for those service providers operating the network of community care homes, and resource sharing across community partners.
- Incentivize community providers to prioritize youth in the respite center or community care homes to accelerate the assessment, referral, and placement process for community resources.
- Provide flexible funds for community organizations and systems partners to address basic needs of youth and families and to provide opportunities for youth development and joy.
- Enhance capacity building opportunities for community providers to support and sustain their workforce, especially those staff with lived experience in the legal system, including training, certification, livable wages, burnout prevention and trauma-informed support, and professional

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development opportunities. Design strategies to support, build, and sustain more Black, Indigenous and People of Color providers for youth services, especially behavioral health support.

- Develop shared measures of accountability with community service providers to determine how youth safety and success will be measured and evaluated for these recommendations.

Advisory Committee Member Feedback on Strengthening the Community Infrastructure

DCHS provided all Advisory Committee members the opportunity to note their support or lack of support for each recommendation. Figure 11 below highlights strong support for Recommendation #5.

Feedback included below is provided verbatim from submitted feedback.

Figure 11: Advisory Committee Member Feedback on Recommendation #5

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation.
Impacted parent	Supports this recommendation.
Juvenile Detention Guild	Supports this recommendation.
Legal Counsel for Youth and Children	Supports this recommendation.

Recommendation #6: Continue to center the input, expertise, and ideas of the community members most directly impacted, including the youth in detention, youth with experience in detention and the youth legal system, family members of those youth, and harmed community members and their families, to inform the next phase of the work.

Advisory Committee’s Guidance for Centering Impacted Community Members

- Continue to convene the Advisory Committee with impacted community members, community partners, and systems partners to provide oversight to the strategy planning and implementation process.
- Continue to provide updates and opportunities for engagement to interested community groups working with impacted youth, family members, harmed parties, and detention staff throughout the strategy planning and implementation process.

Advisory Committee Member Feedback on Centering Impacted Community Members

DCHS provided all Advisory Committee members the opportunity to note their support or lack of support for each recommendation. Figure 12 below highlights strong support for Recommendation #6.

Feedback included below is provided verbatim from submitted feedback.

Figure 12: Advisory Committee Member Feedback on Recommendation #6

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation.
Impacted Parent	Supports this recommendation.
Juvenile Detention Guild	Supports this recommendation.

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Legal Counsel for Youth and Children	Supports this recommendation.
Superior Court	Supports this recommendation.

Timeline: To accomplish this significant transformation to a new system, the Advisory Committee identified the necessity for the Executive to expand the timeline to close the youth detention center allow for the planning, resourcing, and implementation of these recommendations.

Advisory Committee discussed that the youth detention center can be closed only as a result of the thoughtful and deliberate implementation of these recommendations; and that it is important for the County to maintain momentum for the swift but thorough development, testing and refining, and scaling of the proposed community-based alternatives.

Advisory Committee’s Considerations of the Implementation of the Recommendations

The Advisory Committee members and additional participants in the Committee’s deliberation process discussed the Executive’s initial target timeline to close the youth detention center by 2025. There was strong consensus during these discussions that given the intricacies of the community-based interventions recommendations, the timeline of 2025 was aspirational but not realistic. This is because implementation of recommendations would need to be resourced, developed, initiated, and refined before closure would be appropriate. Committee members emphasized recognition of the nuances and complexities of caring for youth with the highest risk and highest needs and expressed the need to accomplish this transition effectively. They also discussed the that the 2025 timeline, and timelines in general, helped catalyze action across partners and spark urgency on the issue.

The Advisory Committee members agreed that the implementation of certain recommendations, such as the creation of the network of community care homes, will take time and significant coordination with external partners. Therefore, the Advisory Committed finds that the County should prioritize and initiate the detailed planning and development of those recommendations in the strategy implementation phase that the Executive plans to begin in 2024. Advisory Committee members also identified that some recommendations could and should be moved forward quickly, such as enhanced supports for youth who return home or are placed in kinship care and strengthening the community infrastructure to ensure all youth have access to culturally and linguistically relevant, developmentally appropriate, and youth- and family-centered supports that address their identified needs.

Advisory Committee Member Feedback for the Timeline Recommendation

DCHS provided all Advisory Committee members the opportunity to note their support or need for further clarification to support this recommendation. Figure 13 below outlines member feedback for the Executive’s timeline and highlights the urgency the Advisory Committee members feel for this work.

Feedback included below is provided verbatim from submitted feedback.

Figure 13: Advisory Committee Member Feedback on Timeline Recommendation

Member	Feedback
Children and Youth Advisory Board	As the CYAB representative to this committee, I want to underscore the urgency the board still feels about ending youth detention. I understand the need to get it right and understand it can require taking more time to get it right. However, a one- or two-year delay in the closure of the detention

Member	Feedback
	<p>center is not a long wait for many of us; it is a great fraction of the life of an unadjudicated young person. We have an obligation to make every effort to do it right and do it quickly.</p> <p>If the timeline is expanded, can we address the experience and conditions of youth currently in detention as a part of the work of this committee?</p>
Department of Public Defense	Would like to see the timeline stay as 2025 and explore how these supports could be implemented concurrently, with the understanding that the timeline could be extended in the future.
Impacted Parent	Recommends keeping the 2025 deadline. If there is a need to push the timeline past 2025 to ensure recommendations are properly and culturally appropriate, there should be decisions to start putting into place some of the recommendations and services as soon as possible.
Legal Counsel for Youth and Children	2025 timeline should remain. If timeline is expanded, there should be clear timeframes for implementation of each recommendation. Recommendations 3, 4, and 5, in particular, should begin implementation as soon as possible.

How the Recommendations Meet the Needs of Youth in Detention Today

Throughout the process, impacted community members and youth stated that youth in detention today need more supports and alternatives to secure youth detention that can support their healing, create opportunities for accountability, and strengthen community safety. The Washington Juvenile Justice Act Revised Code of Washington (RCW) Chapter 13.40 requires the Court to impose the “least restrictive means necessary” for youth.¹⁰¹ Youth currently remain in secure youth detention, the most restrictive option available, in King County for three main reasons: 1) they are unable to go home due to safety issues and there is not an appropriate alternative placement available; 2) they were previously on electronic home monitoring but were not successful because of a lack of support or constraints on them and their family; or 3) there is probable cause according to the Court that the youth is a threat to community safety or personal safety.¹⁰²

The recommendations outlined above address each of these main groups of youth in secure detention by A) expanding alternative placements for youth; B) providing enhanced immediate supports for youth and their families at home or in kinship care; and C) providing tailored and individualized supports layered on expanded alternative placements that are appropriate for youth with the highest needs and risk levels.

The Advisory Committee recommendations are intended to serve all youth under 18 years old, beginning with youth who are adjudicated through the juvenile court. Youth in the juvenile court system on average make up approximately three quarters of the youth in secure youth detention.¹⁰³ Ultimately, the Executive plans to develop community-based alternatives to secure youth detention for all youth under 18 years old, including those youth who are tried as adults in the adult court.¹⁰⁴

¹⁰¹ RCW 13.40. Juvenile Justice Act of 1977. [\[LINK\]](#)

¹⁰² RCW 13.40. Juvenile Justice Act of 1977. [\[LINK\]](#)

¹⁰³ See the Background Section in this report on Updated Data for more information.

¹⁰⁴ The principles of Care and Closure support establishing community-based alternatives for youth under 18 years old declined to adult court. Eliminating secure detention for youth declined to adult court involves an entirely

Key Differences Between Advisory Committee Recommendations and Current System

When implemented, the Advisory Committee recommendations outlined above would be a significant shift in the County's approach to responding to youth needs in the youth legal system. As shown in Figure 14 below, there are some key differences between the Advisory Committee recommendations and current system of secure youth detention. These differences provide for important benefits for youth, their families, and overall communities.

Figure 14: Distinctions of the Recommendations versus Secure Youth Detention

Recommendations	Secure youth detention
Tailored approach	General approach
Homelike setting	Institutional setting
Enhancement of community and family connections	Disrupted and unreliable community and family connections
Creation of opportunities to adjust the "intensity" of interventions across the continuum to the current level of need	Limited intervention options
Needs-driven	Offense-driven

Tailored approach: Many of the youth held in secure youth detention today have complex and intersecting needs and unique strengths that require highly individualized approaches and enhanced support for themselves and their families.^{105,106,107} Secure youth detention provides general services to be as effective as possible for the largest number of youth. It is not designed to meet the specific needs of every youth it cannot provide the intensive level of individualized care necessary for the youth in detention today.

Implementing the Advisory Committee recommendations would provide tailored approaches to each youth centered on their specific needs and unique strengths by placing the youth into smaller community care homes where services can be customized and layered to be most effective. The network of community care homes would offer a variety of options addressing factors such as but not limited to age, gender, level of restrictiveness, and geographic location that would best suit the needs of each individual youth. In addition, community service providers would apply their particular expertise to help meet a youth's specific needs, including providing culturally responsive or linguistically relevant

separate legal structure and requirements than the juvenile court. Making changes for youth declined to adult court will require additional planning, and involvement from additional divisions from Superior Court, Prosecuting Attorney's Office, Department of Defense, and DAJD. (Staff focused on the youth legal system from these departments have already been involved in the planning process to date.)

¹⁰⁵ National studies find that approximately 70 percent of youth in the youth legal system have a diagnosable behavioral health problem. Office of Juvenile Justice and Delinquency Prevention. July 2017. Literature Review: A Product of the Model Programs Guide. Intersection between Mental Health and the Juvenile Justice System. [\[LINK\]](#) Additional research finds that youth in the legal system have higher rates of adverse childhood experiences and trauma than the general youth population. The researchers note that the prevalence of this trauma is "disturbingly high" among this youth population. Office of Juvenile Justice and Delinquency Prevention. Journal of Juvenile Justice. The Prevalence of Adverse Childhood Experiences in the Lives of Juvenile Offenders [\[LINK\]](#)

¹⁰⁶ The Sentencing Project (2023). Effective Alternatives to Youth Incarceration [\[LINK\]](#)

¹⁰⁷ See Appendix L for an updated summary of findings from the listening sessions with youth in detention.

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services in a community care home or at their own home, rather than delivering general care that attempts to meet the varied needs of all youth in secure youth detention today.

Homelike setting: The respite and receiving center and community care homes would be designed to be homelike. They would look, feel, and operate much differently from the current secure youth detention center. Youth in detention stated that they believe they would make more progress if they were in a more physically supportive environment. They want more spaces where they feel cared for, can process their emotions alone or with a supportive staff member, and can get exercise. If youth are not able to go to their own home, they would still be able to get the safe, healing, and comforting benefits of a homelike environment first at the respite and receiving center and then at a community care home.

Enhanced community and family connections: The recommended community-based alternatives would maximize community and family connections for youth, rather than disrupting them as placing youth in the current secure youth detention center does. Beginning with their interaction in the respite and receiving center, youth would be able to meet with their families in therapeutic and comfortable spaces. Youth in detention have shared that not seeing their families can be the worst part of detention and can make them feel like they are alone in navigating the youth legal system. Many youth in detention expressed the desire to see their family members more frequently, while also acknowledging that some youth may not have supportive families.

As noted above, community care homes would further enhance and prioritize family and community connections. Youth in community care homes could have regular visits with their family that could help strengthen relationships and help transition them back to their regular home. Youth would also be able to maintain important educational and employment connections that help stabilize them and support their goals. Youth placed at community care homes may be able to go to school in person and participate in afterschool activities such as sports or music classes. These activities can keep a young person busy and motivated to stay on track with their personal goals.

Opportunities to adjust interventions to youths as needed: The Committee recommendations would allow the County and its community partners to adjust interventions as needed to support youth, ultimately helping prepare youth to be back with families or move to more independent settings. The current model of secure youth detention has three levels of placements that youth can move between: 1) secure youth detention; 2) electronic home monitoring in their own home or with an extended family member; and 3) the FIRS Center where youth stay in short-term respite care while working with staff and their families to address family violence and domestic violence issues.¹⁰⁸

The recommendations, in contrast, would expand the number and range of options for alternatives that can be tailored to meet the needs of specific youth. There would be more options to move youth to less restrictive placements as their underlying needs are being met and stabilized, which would support a step-down model that youth in detention and impacted community members support.¹⁰⁹

Needs-driven: The recommended approach focuses on identifying and meeting the youth's needs instead of solely responding based on their alleged offense. By having all arrested youth come to the

¹⁰⁸ King County Prosecuting Attorney's Office. Juvenile Division. Family Intervention and Restorative Services.

[\[LINK\]](#)

¹⁰⁹ See Section C below for more information on the feedback from community engagement including the incentive-based and step-down models.

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respite and receiving center first regardless of their alleged offense, the recommendations focus first on needs of the youth. The screenings and assessments that all youth would receive in the respite and receiving center would inform their placements and prioritize their connections to community service providers who can begin to address their needs. The recommendations respond to the desire that both impacted youth and harmed community members expressed to understand and address the underlying issues related to the harm and not just focus on the alleged offense. While the alleged offense will continue to drive the youth's pending court case and adjudication process, the youth's needs can better inform their placements and the level of support that they receive, ultimately impacting their future outcomes.

B. A summary of how the project advisory committee’s recommendations were developed;

The King County Executive called for a robust community-centered process, led by DCHS, to inform and develop the Advisory Committee’s recommendations outlined above in Section A. The result of this process is a set of recommendations that build on the recommendations framework outlined in the August 2023 report, incorporates the perspectives of hundreds of impacted community members and systems partners, and leverages existing models in other jurisdictions across the country.

This section outlines the development process of the Advisory Committee’s recommendations. As shown in Figure 15 graphic below, the Advisory Committee’s recommendation development process consisted of seven distinct steps. These steps are described further in this section.

Figure 15: Visual of the Advisory Committee’s recommendation development process



1) Development of the Committee’s initial recommendations framework, including the guiding principles

The initial recommendations framework was an important element for the development of the recommendations. The August 2023 report highlighted the initial recommendations framework of the Advisory Committee’s recommendations. The Committee’s initial recommendations framework consisted of 1) shared values; 2) initial guiding principles; and 3) a draft holistic continuum of care.¹¹⁰ The initial guiding principles are included in the callout box.

Initial Advisory Committee Guiding Principles

- Prioritize meeting the needs for all youth, harmed parties, and community members;
- Keep youth in their communities;
- Prioritize racial equity and anti-racism;
- Focus on radical healing and accountability, not punishment;
- Holistically support and center impacted youth, harmed parties, and communities in the development and implementation of alternatives to secure youth detention; and
- Be transparent with how the alternatives are being developed and implemented.

2) Launch of subcommittees and recruitment of subcommittee members

Between June 2023 and November 2023, the Advisory Committee launched and convened three subcommittees. The purpose of these subcommittees was to deepen the recommendations development and expand the number of community partners and perspectives informing the Committee’s recommendations. There were three subcommittees: 1) Identifying alternatives to secure youth detention; 2) Strengthening community infrastructure; and 3) Engaging impacted communities. The subcommittees regularly met every other week. Not all Advisory Committee members chose to participate in the subcommittees, although they had the opportunity to participate throughout the launch, establishment, and meetings of the subcommittees as noted below.¹¹¹

The Advisory Committee and the Executive recruited subcommittee members in several ways:

- Highlighted the opportunity for Advisory Committee members in meetings and emails;
- Shared out information with community partners, including those who led community engagement activities with impacted community members in early 2023;
- Posted information on the website and social media;
- Shared the opportunity when presenting at community meetings and community tabling events; and
- Encouraged community members who attended the Advisory Committee meetings as guests to participate.

Everyone who expressed interest in being a subcommittee member was invited to participate in the subcommittees. DCHS designed the subcommittees to have as few barriers as possible to ensure that community members and systems partners could easily participate. DCHS hosted orientations for

¹¹⁰ August 2023 Report where shared values and draft holistic continuum of care are discussed. [\[LINK\]](#)

¹¹¹ DCHS staff provided support for each subcommittee, including facilitation and notetaking support.

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subcommittee members to provide context on the purpose and goals of the subcommittees and had a short commitment form for members. DCHS also provided hourly stipends for community members who were interested in compensation for their time.

3) Development of the guiding questions for the subcommittees

Once launched, the subcommittees developed guiding questions to help inform the structure of their respective conversations during the subcommittee meetings.¹¹² The guiding questions focused on the key areas the subcommittees were responsible for with developing recommendations. The guiding questions also helped note the distinctions between the three subcommittees and their topic areas.

4) Development of emerging recommendations

After launch, the subcommittees began to discuss the guiding questions and explored potential answers to those questions. The guiding questions sparked additional questions and topics within the subcommittees which led to further conversations.¹¹³ Each Advisory Committee meeting agenda included the guiding questions from subcommittee discussion and research of models from other jurisdictions around the country.¹¹⁴ Each meeting, the subcommittees reviewed the draft emerging recommendations and continued to discuss important specifics of the guiding questions.

Additional research on existing models in other jurisdictions to inform the subcommittees' development of recommendations was conducted by DCHS. The research was compiled and shared with the subcommittees and made it available to the Advisory Committee.¹¹⁵ Research included existing models in youth legal systems, child welfare systems and foster care systems, and diversion programs.

5) Iteration of emerging recommendations with the Advisory Committee and subcommittees

In the August 2023 Advisory Committee meeting, the Advisory Committee began discussing the emerging recommendations from the subcommittees. Subcommittee members and DCHS shared the latest emerging recommendations from the subcommittees and then the Advisory Committee met in small groups to discuss the recommendations.¹¹⁶ The small groups then reconvened into the large group and reported out the themes from the discussion, including questions and concerns.

Feedback and questions raised with the subcommittees by DCHS, and the subcommittees discussed the questions raised in the Advisory Committee meeting. This feedback loop and refinement of recommendations continued in the September and October meetings. In the October meeting, the Advisory Committee members and guests discussed their remaining questions and concerns with the

¹¹² The guiding questions for each of the subcommittees can be found in Appendix I.

¹¹³ When a topic was not directly related to the Care and Closure scope, the subcommittees were encouraged to "table" the topic. In one instance with the Identifying Alternatives to Secure Youth Detention subcommittee, a small group of subcommittee members met separately to discuss non-law enforcement responses. See Appendix J for the discussion and recommendations of this subcommittee group.

¹¹⁴ The subcommittee notes can be found in the Care and Closure Resource Library. Care and Closure Resource Library. Subcommittee Notes. [\[LINK\]](#)

¹¹⁵ The Care and Closure Resource Library hosts subcommittee meeting notes, promising practice research and evaluations, previous King County and Washington State recommendations, data on youth in detention, and research on the landscape of community supports for youth and families in King County. [\[LINK\]](#)

¹¹⁶ The small group discussions in the Advisory Committee meetings were structured around four key questions: what are your ideas to build on these emerging recommendations? What are the opportunities you see with these recommendations? What are the questions you have about the recommendations? What are the potential challenges you see with these emerging recommendations?

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emerging recommendations and discussed the feasibility and prioritization of the components for the next phase of strategy planning and implementation.¹¹⁷

6) Continued feedback loops with impacted community members

At the same time as the subcommittees were meeting, DCHS continued its work to support the Advisory Committee. It:

- Partnered with and funded community organizations to lead feedback sessions with impacted youth, family members, and harmed parties to share feedback on the emerging recommendations;¹¹⁸
- Continued to meet with youth in detention to share the emerging recommendations and hear their ideas of how the emerging recommendations, including the respite and receiving center and community care homes, would support them as impacted youth;¹¹⁹
- Hosted five feedback sessions in community with community members who had previously participated in listening sessions and surveys earlier in the process;¹²⁰
- Shared the findings from the feedback sessions in the subcommittee meetings and with the Advisory Committee.

See Section C below and Appendices L through P for more information on this additional community engagement and the findings.

7) Endorsement of recommendations with Advisory Committee

In the November 2023 Advisory Committee meeting, the Advisory Committee discussed its final proposed recommendations developed through the subcommittee process and the information gathered from the additional engagement with impacted community members. A deliberative draft of the proposed recommendations to the Advisory Committee members to review in advance of the meeting was distributed by DCHS. Advisory Committee members who were not able to attend the meeting were encouraged to submit written feedback on the draft recommendations to be read during the meeting. Two members provided written feedback in advance of the meeting.¹²¹

DCHS facilitated the final meeting with support from the Executive Office. After a short overview of the meeting agenda, DCHS hosted public comment for non-Advisory Committee members to share their thoughts or support for the proposed recommendations. There were six people who provided public comment, nearly all of whom were subcommittee members who had participated in the development of the recommendations. Their public comments are recorded in the meeting notes.¹²²

DCHS then asked for any final questions that the Advisory Committee members wanted to include as part of the future work for the recommendations. One member present at the meeting asked a

¹¹⁷ See notes from the Advisory Committee's August, September, and October meetings for additional information on the discussions and responses to the emerging recommendations. King County Care and Closure. Advisory Committee. [\[LINK\]](#)

¹¹⁸ DCHS partnered with Cocreative Culture and Progress Pushers, in collaboration with Win Regardless, to host these listening sessions and feedback sessions. See Section C for more information on those next steps.

¹¹⁹ See Appendix L for the summary of the listening sessions with youth in detention.

¹²⁰ See the August 2023 response to see the full list of community-led community engagement activities with impacted community members. August 2023 Report [\[LINK\]](#)

¹²¹ See Section A and Appendix J for written feedback from the Advisory Committee members.

¹²² See the project website for the Advisory Committee meeting notes. November 20, 2023 Meeting Notes [\[LINK\]](#). [Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention](#)

question, and two members who were not present but submitted written feedback in advance of the meeting asked several questions. One member who was not present at the meeting submitted written questions after the meeting. As outlined in Section A, each recommendation section includes questions to guide future work.

DCHS then guided the conversation to a discussion of the proposed recommendations. For each recommendation, DCHS asked if any Advisory Committee members wanted to express support or lack of support. If an Advisory Committee member did not support a proposed recommendation, DCHS asked them to state their reasoning.

After the meeting, DCHS provided each member a summary of their support or lack of support and asked that they confirm or edit their response. Every member who attended the meeting confirmed their responses and provided clarifications. DCHS also offered the opportunity to Advisory Committee members who did not attend the meeting to provide written feedback on the recommendations with their support or lack of support and their reasoning. Two members who did not attend the meeting provided written feedback. As outlined in Section A, feedback of support or lack of support was noted for each Advisory Committee member who provided feedback. See Appendix J for compiled feedback and questions from Advisory Committee members on the recommendations.

Recommendation Development

The Advisory Committee recommendations outlined in this report reflect the County's deep and intentional approach to design solutions and alternatives with impacted youth, family members, and community members and organizations. The recommendation development process incorporated several opportunities for continued feedback from directly impacted community members, expanded the number and perspectives of interested parties through the subcommittee process, and leveraged small and large discussions to solicit input from systems and community partners. The result of this process are community-centered recommendations informed by input from diverse groups of people, and a path forward that allows for continued refinement of these recommendations and focused action to drive transformation.

C. An overview of community engagement conducted throughout the project including key findings.

King County and community partners gathered input and feedback from nearly 1,800 impacted community members since July 2022 to inform and create the community-centered recommendations outlined in Section A above. The King County Executive employed a multi-faceted community-centered engagement strategy to center the perspectives and input of community members who are most affected by the youth legal system, including youth, family members, harmed community members, and community partners.¹²³ The August 2023 report provided a detailed overview of the findings from community engagement conducted between June 2022 and June 2023 and the feedback from nearly 1,200 impacted community members.¹²⁴

King County engaged an additional 600 impacted community members since reported in August 2023, as shown in Figure 16 below. This section highlights findings from additional engagement with impacted community members between June 2023 and November 2023. This additional engagement continued to be centered on impacted community members and in partnership with community organizations working with youth and families with experience in the youth legal system and harmed community members. In addition, this section highlights the continued engagement of detention staff at the secure youth detention center.

Figure 16: Summary of Additional Impacted Community Engagement and Activities, June-November 2023

Impacted Community	Engagement Strategy and Lead	Number of Individuals Between June 2023 and November 2023
Youth in secure detention	Listening sessions and feedback sessions led by DCHS in partnership with DAJD ¹²⁵	45 impacted youth
Community members in impacted communities	Activities while tabling at community resource events led by DCHS ¹²⁶	100 community members who provided input

¹²³ The community-centered engagement strategy outlined in the June 2022 report included centering the perspectives and input of impacted young people in detention and on Electronic Home Monitoring (EHM) and community-led engagement with youth, families, and harmed parties in the community. The strategy also included the feedback from community organizations working with young people involved in the youth legal system and continued engagement with youth detention center staff. The June 2022 response includes additional details about the multi-faceted engagement strategy, and the August 2023 response highlighted the findings from this community engagement. June 2022 Response [\[LINK\]](#). August 2023 Report [\[LINK\]](#).

¹²⁴ August 2023 Report [\[LINK\]](#).

¹²⁵ Beginning in November 2022, DCHS has partnered with DAJD to regularly convene listening sessions with young people in detention. DCHS met with youth in each of the living halls and engaged over X youth across X one-hour sessions. In September 2023, DCHS shifted the listening sessions to feedback session to solicit input from youth in detention on the emerging recommendations being developed in the subcommittees. More details on the listening sessions with youth in detention and specific findings can be found in Appendix L. Previous findings from the listening sessions with youth were included in the August 2023 Report, Appendix E. August 2023 Report [\[LINK\]](#).

¹²⁶ DCHS continued to promote awareness of the project at nine community events serving young people and families in King County between June 2023 and October 2023. The project team shared flyers highlighting the goals of the project, answered questions from community members, and solicited input from community members on

Impacted Community	Engagement Strategy and Lead	Number of Individuals Between June 2023 and November 2023
		In addition, 500 community members received information about the project and interacted with the DCHS project team during tabling events
Youth, family members, and harmed community members	Listening sessions and feedback sessions led by trusted community organizations in partnership with DCHS ¹²⁷	260 impacted youth, family members, and community members, including those who identified as have been harmed
	Feedback sessions with previously engaged community led by DCHS ¹²⁸	45 impacted youth, family members, and community members

Summary of Additional Key Findings from Impacted Community Engagement

In addition to the key findings shared in the August 2023 report in the box below, engagement with impacted community members yielded several additional insights from.¹²⁹

- 1) **Collective excitement around the potential of transforming the current system of secure youth detention:** When impacted youth, family members, and community members provided feedback on the proposed recommendations, they spoke about hope for the future. They stated that they especially appreciated the expanded programmatic supports for youth and families, including mentors with lived experience, behavioral health supports, and family-centered supports. They highlighted the need for different approaches to address the trauma that many youth of color and youth from families of low income face. They also shared that they were hopeful to see concrete components outlined that incorporate their perspectives and the needs of their community members. Many participants shared feedback that the current system is inadequate to addressing youth and family needs and that new approaches are needed to positively impact community safety.

this question: “What should happen when a young person causes serious harm in their communities?” More details on the compiled findings from community awareness building activities can be found in Appendix P.

¹²⁷ DCHS partnered with and funded additional organizations to hold listening sessions and feedback sessions with impacted community members. DCHS partnered with Cocreative Culture to host listening sessions in October 2023 centered on harmed community members, including impacted youth, family members, and community members. DCHS also partnered with Progress Pushers to host feedback sessions in October 2023 with youth who had been in detention or on EHM and their families. See Appendix M for the specific findings from the engagement led by Cocreative Culture and Appendix N for findings from Progress Pushers.

¹²⁸ DCHS hosted four additional feedback sessions in late October and early November 2023 with impacted youth, family members, and community members who had previously participated in the community-led engagement activities earlier in 2023. These feedback sessions allowed community members who had previously provided input to see how their perspectives were incorporated into the emerging recommendations. There were two virtual feedback sessions and three in-person feedback sessions held in Federal Way and Seattle. See Appendix O for the findings from the feedback sessions.

¹²⁹ See the August 2023 Report, Section B for more information on the findings of the community-centered strategic planning process.

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- 2) **Continued focus on accountability:** Impacted youth and community members feedback continued to underscore the importance of accountability in the recommended system. Some members, including youth, shared concerns about youth perceiving a lack of consequences with the recommendations. Young people specifically asked how the recommendations would keep youth accountable instead of encouraging them to commit crimes if they were cared for instead of punished. They expressed concerns that youth who have been alleged of serious crimes would not stay at the respite center or the community care homes if they did not include a level of safety and security. They expressed a need for safe places with physical features that do not permit freedom for youth to leave whenever they wanted.
- 3) **Enhanced family support:** Impacted youth and families alike highlighted the need to better support the entire family, instead of just the youth, and they emphasized the goal of family reunification. While this sentiment was shared by community members throughout the planning process, there was a specific call from impacted family members and parents to be more involved in the youth legal system. Many participants discussed the concept that success and care for youth start at the home, and many parents and guardians need additional support to create a caring and supportive home for their youth. Impacted parents and guardians highlighted the role of peer parents or mentors who could help them navigate the youth legal system and get connected to resources.
- 4) **Positive incentives and step-down models:** Impacted youth and family members who participated in the feedback sessions and youth in detention stated that they wanted the community-based placements to reflect the seriousness of a youth's alleged offense and their needs. They highlighted that they wanted continuous screenings and assessments to see if changes are needed. They emphasized that the type of placements should match how violent or serious the harm was, and they agreed that young people with more needs and charged with more serious offenses should be placed in a single-youth occupancy environment.

Impacted youth specifically highlighted the need for more positive incentive structures to reward youth when they achieve their goals or participate in activities. Youth in detention shared that they wanted to be recognized when they make progress and achieve their goals, and they shared that punitive measures do not work to deter youth from specific behaviors. They highlighted that youth are more likely to stay in a facility or more likely to engage in activities if they are interested in the programming and if they trust and have a connection with the staff. Youth in detention also expressed that youth should be able to move from more restrictive environments to less restrictive environments or gain more privileges, such as watch television or have a cellphone, with positive behaviors.¹³⁰

- 5) **Greater engagement and leadership opportunities to inform changes to the youth legal system:** Impacted community members, especially youth, stated they wanted more opportunities to speak about the impacts of the youth legal system on their lives and continue to provide input on ongoing transformation in the youth legal system. Youth shared that they were excited about the opportunity to share their experiences and have adults listen to what

¹³⁰ The use and effectiveness of positive incentives for youth is well documented by research. King County Superior Court. Juvenile Court. Our therapeutic model [\[LINK\]](#)
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they shared. Community organizations also highlighted that their youth wanted more opportunities to influence policy and programs in King County.

Findings from Impacted Community Engagement Highlighted in August 2023 Report Response

1. Many impacted youth, families, and community members believe that secure youth detention is not an effective solution for most or all youth and should not be relied on to make communities better and safer.
2. Impacted youth, families, and harmed community members want more resources focused on supporting youth healing, accountability, and community safety. These resources include more spaces other than detention to reflect on mistakes made; stability and structure; supportive mentors with similar lived experiences; resources to transform and stabilize their home environments; and greater support for their families.
3. Impacted youth, families, and harmed community members want King County to have expanded responses that center understanding why harm occurred, prevent harm from occurring, create real community safety, and foster collaborative and community-centered care.

DAJD Detention Staff Engagement

Detention staff, who are also affected by closure of the detention center, have been engaged throughout this effort. DAJD, in partnership with the Executive Office and DCHS, has continued to engage with and support staff during the Care and Closure initiative to inform recommendations. The Juvenile Detention Guild, representing personnel who work at the detention center, participated on the Advisory Committee, and detention staff also participated in the subcommittee process. The recommendations incorporated feedback from staff members, including that supports need to be provided to youth, such as educational, nutritional, and medical supports at the Respite and Receiving Center and Community Care Homes.

DAJD and the Executive Office have continued to provide regular project updates, through such means as newsletters with Care and Closure content, comment boxes placed throughout the facility, and presentations at new employee orientations. The Executive has continued to communicate and bolster support for detention staff throughout this process. In August 2023, the Executive announced a commitment to provide all detention staff at least 12 months advance notice before closing the youth detention center.¹³¹ Following that announcement, King County's Executive Office members and DAJD's Human Resources (HR) team met with detention staff to hear more about the support detention staff want throughout the process. Detention staff highlighted the desire for more employee appreciation activities, increased professional development opportunities, and concern about their future employment. The Executive and his team also met with a group of detention staff and restorative justice coordinators during a visit to the CCFJC.

In addition, since September 2023, DAJD HR staff have offered weekly opportunities to meet one-on-one with staff to discuss their ideas about employee engagement and their professional interests. In 2023, DAJD HR staff met with 23 detention staff members, ranging from Juvenile Detention Officers to Administrative Specialists. The DAJD team intends to meet with every staff member by the end of 2024

¹³¹ King County Department of Adult and Juvenile Detention. Bi-monthly update on the Care and Closure project to detention staff. Sent on August 15, 2023.

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to provide that individualized support. Examples of support that the DAJD team has provided thus far include helping a staff member renew their certification as a Substance Use Disorder Professional and connecting another staff member with a mentor in a related field they are interested in exploring. In addition to the individual staff members that they directly support, DAJD HR staff plans to develop division-wide support during the transition to closure of the secure youth detention center.

VI. Next Phase: Strategy Planning and Implementation

For more than a year, the Advisory Committee and Executive staff engaged with community, researched practices in other jurisdictions, examined existing practices in King County. The Advisory Committee then identified elements and practices of a community-based system to secure youth detention that:

- Consists of a respite and receiving center with very short-term respite housing, enhanced supports for youth at home, and a network of community care homes;
- Strengthens community infrastructure and capacity to ensure all youth have access to culturally relevant, developmentally appropriate, and youth- and family-centered supports; and
- Continues to engage those community members most impacted by the youth legal system.

Extensive community input and research for this work has reinforced the importance of ending youth detention. Simultaneously, it recognized the complexity of creating a new system and the new system must be in place before closure of the facility. This section describes specific next actions, timelines, and organizational structure that the Executive is putting into place to make closure of youth detention at the CCFJC possible. Importantly, fully realizing the end of youth detention and implementing a new system requires participation, deliberation, agreement, and support from the King County Council and King County Superior Court. Legal and/or regulatory changes may also be necessary as well. The actions described in this section chart a path that will likely take until at least 2028 for the first components of the new system to be funded, implemented, and begin operating.

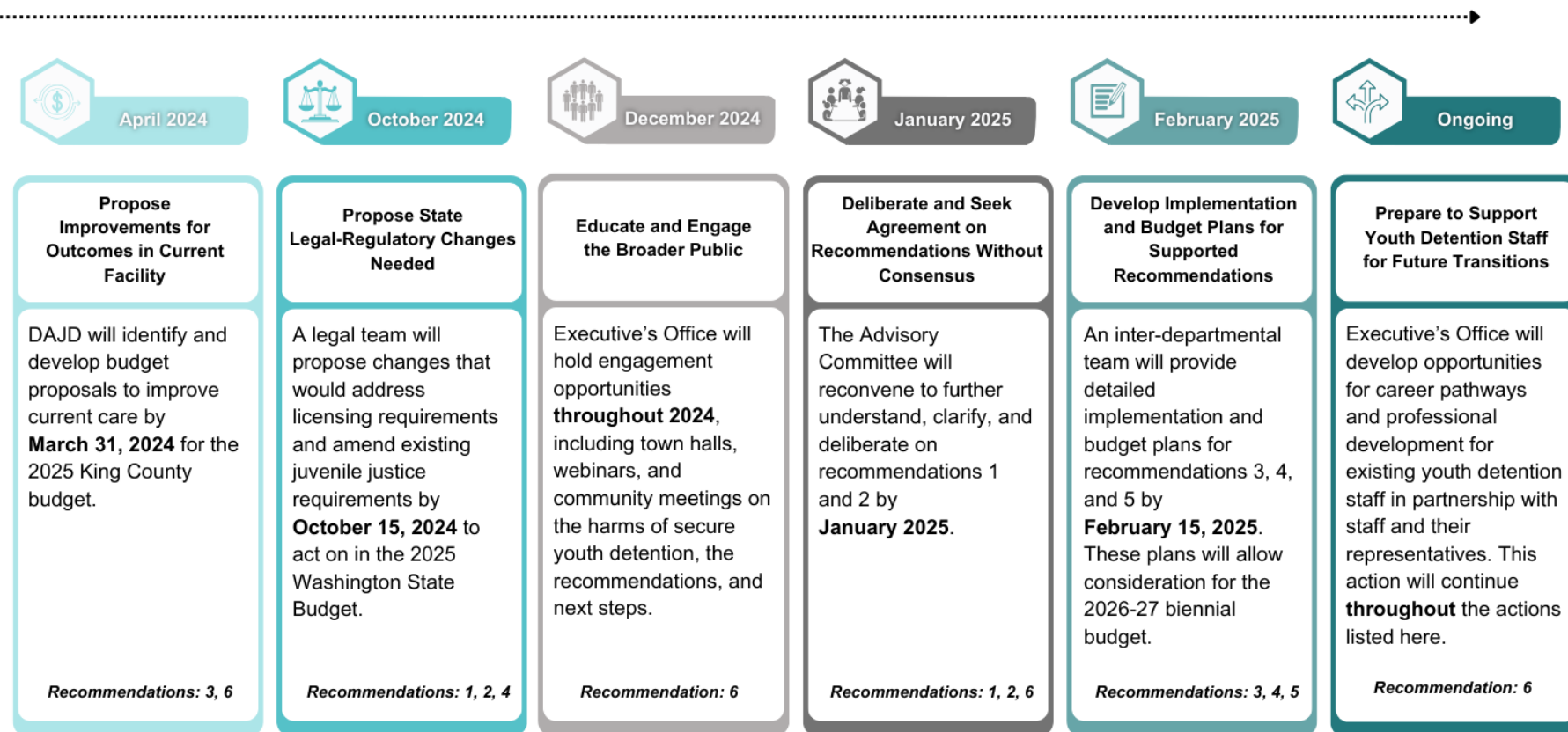
Six Next Actions Necessary to Advance Care and Closure

Beginning early 2024, the Executive will undertake six actions to advance the Care and Closure work. These actions will continue the County's progress in reducing the use of detention for youth, and present feasible plans that, when funded and adopted, will begin operation of the new system envisioned by the Advisory Committee's recommendations. See the next actions outlined in Figure 17 below.

Figure 17: Strategy Planning and Implementation Phase Actions

Care and Closure

Strategy Planning and Implementation Phase



Next Actions for Recommendations 3, 4, and 5: Implementation Planning and Budget Proposals for Consideration in the 2026/2027 Biennial Budget

An inter-departmental team overseen by the Executive Office will produce detailed implementation, staffing, and budget plans to fulfill Advisory Committee recommendations 3, 4, and 5 no later than February 15, 2025. Recommendations 3, 4, and 5 each received strong or general support from the Advisory Committee. These plans will incorporate the approach that the Advisory Committee strongly supported in recommendation 6, which is to continue to center the input, expertise, and ideas of the community members most directly impacted. The implementation and budget plans will:

- Address Advisory Committee questions and guidance listed in the detailed descriptions of each recommendation in the *Guidance on the Advisory Committee's Recommendations subsection* of this report's Section V;
- Include a description of the operational components necessary to begin implementing the recommendation;
- Address any necessary legal-regulatory changes identified by the legal planning team, including an engagement and communications plan;
- Describe how to appropriately collect data, measure performance, and report on performance when the recommendation is implemented;
- Describe any capital, operational, staffing, information technology, performance measurement and reporting, and other resources necessary to execute the implementation plan; and
- Address opportunities to seek and incorporate federal, state, municipal, or philanthropic funds that could supplement County investments.

The purpose and timing of this activity is to enable the Executive and the Council to consider detailed policy and budget proposals as soon as the 2026-2027 biennial budget, which will be proposed, considered, and acted on in 2025.

Next Actions to Propose Legal-Regulatory Changes in time for the 2025 State Legislative Session

No later than October 15, 2024, and in advance of the 2025 State Legislative session, a legal team advising the Executive will identify changes that the County should pursue to address licensing requirements and amend existing juvenile justice requirements to implement Advisory Committee recommendations. This team's analysis will build on the state law requirements identified and outlined in the August 2023 report and expand that analysis to the specific recommendations outlined in this report.

The legal team will address in its analysis and advice any legal and regulatory issues that it determines are relevant to making feasible the Advisory Committee's recommendations, including:

- Continue to analysis of the feasibility of the recommendations, including the respite center and continuum of community care homes, in the context of the existing local and state legislative requirements for secure youth detention;¹³² And update, if needed, the analysis

¹³² RCW 13.04.135. Establishment of house or room of detention [\[LINK\]](#). RCW 13.16.030. Mandatory function of counties [\[LINK\]](#)

included the August 2023 report on the state legislative requirements for secure youth detention.¹³³

- Identify and develop a legislative strategy to meet or potentially amend the existing state statute for secure youth detention to ensure the recommendations are feasible.¹³⁴
- Identify and develop a legislative strategy to meet or address the federal and state statutes for secure youth detention related to the federal Interstate Compact Act.¹³⁵ As noted in the August 2023 report, the Compact requires Washington State to work with the Interstate Commission for Juveniles to ensure the safe interstate movement of juveniles subject to the compact, to include the safe return of juveniles who may have run away from their home state.^{136 137}

The legal team will also include within its analysis the following questions posed by the Advisory Committee:

- Will the County need to amend or change RCW 13.04.135, the legislative mandate to provide “a detention room or house of detention” given the proposed community-based alternatives?
- How will the County address state statutes that currently require the confinement of youth under 18 years old?

The analysis will also identify where King County does not have the authority to make necessary changes to law or regulation and would therefore require action by the Legislature to be able to implement King County Care and Closure Advisory Committee recommendations. The Executive intends to work with the King County Council, state legislators, and the public, and to propose and adopt state legislative priorities to make needed changes to existing state statutes and partner with state legislators and the Governor to achieve those legislative priorities.

Next Actions to Deliberate and Seek Agreement on Recommendations 1 and 2 so they are ready to advance to Implementation and Budget Planning in 2025

The Executive Office will reconvene the Advisory Committee through January 2025 to further understand, clarify, and deliberate on recommendations 1 and 2. The Advisory Committee will begin by answering the questions members outlined for each of the two recommendations, exploring the reasons why some members of the advisory committee did not support the recommendations, seeking consensus and updating the recommendations, and outlining the necessary components to ensure the proposed respite and receiving center and very short-term respite housing will keep youth, staff, and community safe. The purpose of this activity is to achieve the inter-agency, inter-departmental, and community consensus that will be necessary to advance to detailed implementation planning and budgeting for those specific

¹³³ August 2023 Report. Appendix M [\[LINK\]](#)

¹³⁴ The Executive has previously identified the existing state legislative requirements for secure youth detention. See Appendix M in the August 2023 Report. August 2023 Report. Appendix M [\[LINK\]](#)

¹³⁵ The Interstate Compact for Juveniles (ICJ) is the only legal means to transfer a juvenile’s supervision from one state to another and to return youth who have voluntarily left their residence without permission of their legal guardian. A Commissioner in each member state administers the Compact and collectively forms the Interstate Commission for Juveniles. Interstate Commission for Juveniles. Compact Statute [\[LINK\]](#)

¹³⁶ RCW 13.24.011. Execution of compact [\[LINK\]](#)

¹³⁷ RCW 13.24.060. Responsibilities of state departments, agencies, and officers [\[LINK\]](#)

[Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention](#)

recommendations during 2025, which would in-turn enable proposal of those implementation and budget plans for Council consideration in 2026.

Next Actions to Identify and Implement Improvements for Outcomes and Conditions in the Current Facility that can begin in 2024

By March 31, 2024, DAJD will identify to the Executive 1) all existing activities and any new activities that improve outcomes for youth currently detained in the CCFJC and 2) address opportunities for community-based and CCFJC-based improvements and advance the Committee's recommendation 3 on safety and release planning and support for youth on electric home monitoring. The information provided to the Executive must include identification of programs and services that could be implemented within six months of receiving funding. These proposals may build on and enhance recently awarded and soon-to-be administered contracts from the Juvenile Division for community organizations to provide services in the youth detention center. Budget proposals are required for any new improvements identified.

Next Actions to Engage and Educate the Broader Public

The Executive Office will identify several opportunities to engage the public on the recommendations and the next phase of implementation. As outlined in this report, King County conducted intentional outreach with impacted communities during the recommendation development process. Throughout 2024, the Executive's Office will conduct engagement opportunities, which may include but not be limited to town halls, webinars, focus groups, and community meetings to educate the public on the harms of secure youth detention, the recommendations, next actions, and the County's commitment to transparency and accountability throughout the Care and Closure process. The Executive Office will leverage existing internal and external platforms to continue to provide updates to members of the Advisory Committee, King County staff, and the public, including the existing project website, project listserv, and regular updates to DAJD Juvenile Division staff. The Executive's Office will convene participating organizations, community organizations, along with subcommittee and Advisory Committee members, to continue momentum, build awareness, strengthen capacity, and continue to center those impacted as outlined in recommendations 5 and 6.

Prepare to Support Employees of the CCFJC for Future Transitions

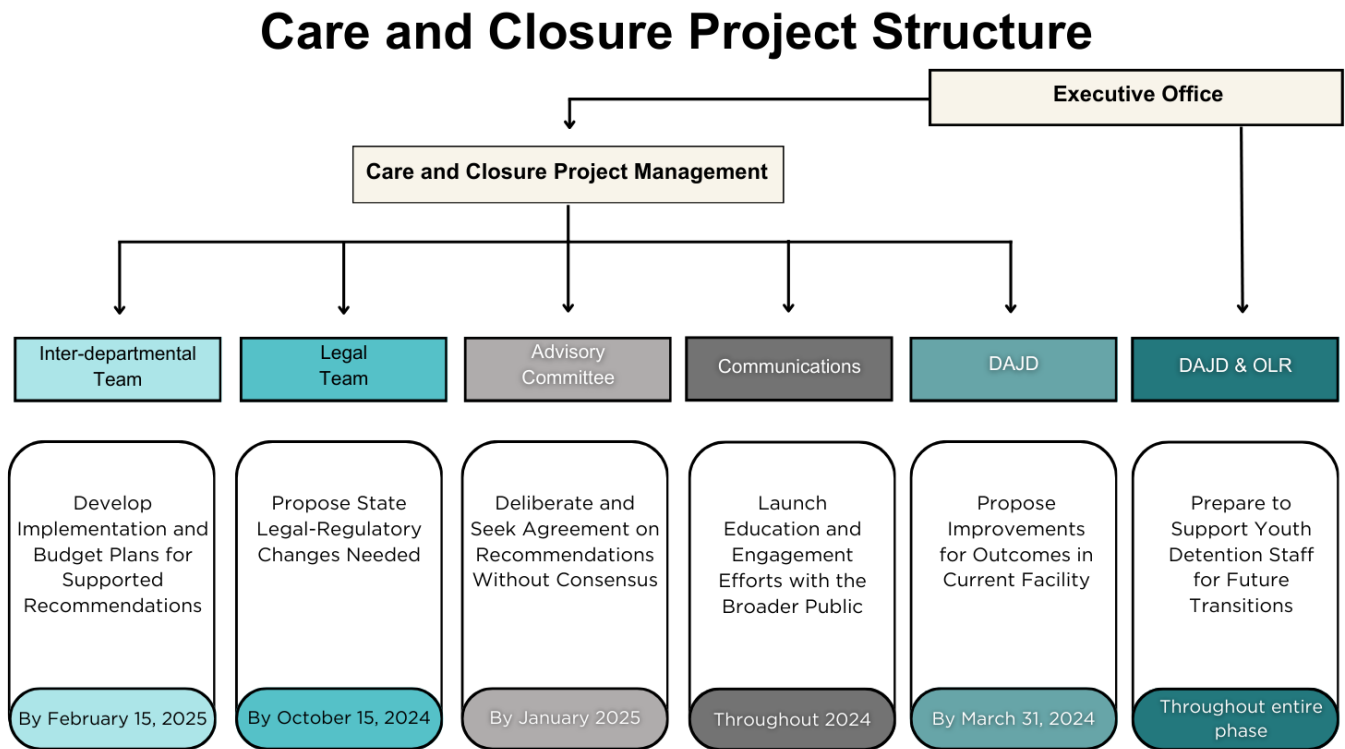
The Executive and DAJD will partner with DAJD staff and their labor representatives to develop opportunities for career pathways and professional development for youth detention staff. This ongoing partnership will occur in direct parallel to progress developing and presenting the five other next actions identified in this section of the report. It is projected that the earliest this plan's next actions could yield an impact on the number of youth detained at the CCFJC is 2026, after implementation of funded proposals laid out in the 2026-27 budget begin. Under the plan and timeline included within this report, the Executive anticipates operations and continuous improvement activities at the CCFJC will continue without substantial Care and Closure-related reduction until at least 2028.

County Organizational Structure

The Executive will utilize the organizational structure depicted in Figure 18 to accomplish next steps outlined in the strategy planning and implementation phase described above. The project governance of the Care and Closure initiative will shift from DCHS to the Executive Office beginning in February 2024.

[Care and Closure: Final Strategic Planning Report on the Future of Secure Juvenile Detention](#)

Figure 18: Project Structure in the Strategy Planning and Implementation Phase



VII. Conclusion

The Executive remains committed to ending the use of jail for children and youth. Care and Closure's extensive community engagement process and discussions within the Advisory Committee confirm consensus and important common ground. King County residents want:

- to be and feel safe.
- youth to be accountable and learn from their actions.
- legal interventions that improve a youth's long-term prospects by connecting them to mentorship, healthcare, education, and community supports.
- concrete and urgent action to eliminate the racial and ethnic disproportionality that has worsened even as fewer youth are being detained now than before.

No participant in the Care and Closure process asserted that the County's current system of youth detention should remain exactly how it is. The research and community engagement feedback presented in this report and previous reports are clear: youth who spend time in detention are more likely to be arrested and punished for future delinquent behavior; detention and incarceration negatively impact educational attainment, future employment, and physical and mental health; and other jurisdictions with diverse geographic and political conditions have implemented parts of the system that the Advisory Committee recommendations envision. It remains true that the racial and ethnic populations who are incarcerated at the highest rates as youth, locally and nationally, are the same racial and ethnic communities who experience the highest rates of homelessness, reduced lifespan, poverty, and incarceration as adults.

The question of Care and Closure is not *whether* to do better for community safety and youth healing and accountability, it is *how* to do better. Specifically, would have to happen for government to provide opportunities for the youth to become healthier, more accountable, more connected to community supports, and therefore more likely to thrive as adults? The Advisory Committee through its diligent work offered a recommendations to answer this question: a new system that could do better for youth and families.

While emphasizing the urgency and importance of ending the use of jail for children and youth, the Care and Closure process has surfaced the significant complexity and necessity of replacing the current system with something better. The Advisory Committee recommendations envision a serious and transformative new system that will take time to implement. Implementing the recommended new network of facilities and institutional practices must come first before the existing facility can fully close.

The focus on *closing* the existing facility sparked urgency and awareness to begin the Care and Closure initiative. Delivering on the initiative's promise now requires diligent work to *open* a system of youth healing and accountability and community safety that allows every King County resident to thrive. King County will continue to expand its knowledge and best practices from across the country, knowing that an undertaking this bold and comprehensive is nation-leading work.

VIII. Appendices

Appendix A: King County Departments Involved in Care and Closure
Appendix B: September 2021 Proviso Report Executive Summary
Appendix C: June 2022 Proviso Report Executive Summary
Appendix D: August 2023 Proviso Report Executive Summary
Appendix E: Care and Closure Advisory Committee Members
Appendix F: Care and Closure Subcommittee Members
Appendix G: Proven Models in Other Jurisdictions
Appendix H: Compiled Feedback from the Advisory Committee on the Recommendations
Appendix I: Guiding Questions for Care and Closure Subcommittees
Appendix J: Alternative Responses to Law Enforcement Discussion Notes
Appendix K: Burns Institute Summary Report and Recommendations
Appendix L: Summary of Listening Sessions with Youth in Detention
Appendix M: Cocreative Culture: Summary of Listening Sessions
Appendix N: Progress Pushers and Win Regardless: Summary of Listening Sessions
Appendix O: Findings from Feedback Sessions on the Recommendations
Appendix P: Summary of Care and Closure Community Tabling Efforts

King County Departments Involved in Care and Closure

Department of Community and Human Services

The Department of Community and Human Services' (DCHS) mission is to provide equitable opportunities for people to be healthy, happy, and connected to community.¹ Its wide array of programs and expertise, ranging from behavioral health to children, youth, and young adult services to affordable housing to supports for individuals with developmental disabilities, align with the goal of addressing the complex needs and risks of young people involved in the legal system through community-based alternatives.

DCHS' Children, Youth, and Young Adult Division (CYAD) is working toward a vision for this region where all young people have equitable opportunities to be happy, healthy, safe, and thriving members of their communities. The division delivers re-engagement, education, and employment services for youth and young adults.² CYAD plays an important role in youth legal system transformation. This DCHS division administers the community-led, County-supported Restorative Community Pathways (RCP) program; manages the Best Starts for Kids' Stopping the School to Prison Pipeline investments; and staffs the Children and Youth Advisory Board and its Youth Justice Subcommittee.^{3 4 5}

DCHS leads the community-centered strategic planning process of the Care and Closure initiative featured in this proviso response. DCHS convenes the Care and Closure Advisory Committee and staffs the subcommittees.

Department of Adult and Juvenile Detention

The Department of Adult and Juvenile Detention (DAJD) operates three detention facilities and various community supervision programs for pre- and post-trial defendants throughout King County. DAJD is responsible for the care, custody, and support of youth who are detained in the juvenile detention facility at the CCFJC. It operates King County's Alternatives to Secure Detention (ASD) program, providing community supervision to youth assigned to electronic home monitoring (EHM). The Executive operates the juvenile detention facility on behalf of the separately elected Superior Court.⁶

DAJD is involved as staff support for the Care and Closure Advisory Committee and represented on all subcommittees.

King County Superior Court

King County Superior Court is King County's general jurisdiction trial court. Superior Court is part of the judicial branch of government. Superior Court judges are elected, and the Court is led by the Superior Court Presiding Judge. Among other responsibilities under the Washington Constitution and state statutes, Superior Court has responsibility for juvenile offender cases which are adjudicated in the Juvenile Court and cases for youth tried as adults. Juvenile Court Judges use a range of legal options to meet both the safety needs of the community and the service needs of the youth and their families. The

¹ Department of Community and Human Services (DCHS) [[LINK](#)]

² DCHS Children, Youth and Young Adults Division [[LINK](#)]

³ Restorative Community Pathways [[LINK](#)]

⁴ DCHS Best Starts for Kids [[LINK](#)]

⁵ Best Starts for Kids. Children and Youth Advisory Board [[LINK](#)]

⁶ Department of Adult and Juvenile Detention [[LINK](#)]

primary goals of Juvenile Court are to promote public safety, help youth build skills, address treatment needs, support families, and successfully restore youth to the community.⁷

The Superior Court, Juvenile Court, and Juvenile Court Services are all represented on the Care and Closure Advisory Committee and the Engaging Impacted Communities subcommittee.

Department of Public Defense

The Department of Public Defense (DPD) provides legal representation to adults and juveniles who have been charged with a crime and cannot afford an attorney, as well as people facing civil commitment, parents who could lose their children in a dependency action, and people seeking to vacate a past felony or misdemeanor conviction. DPD is part of the executive branch and operates as an independent voice that promotes justice and equity for its clients and advocates for their objectives and interests.⁸ DPD's Juvenile Defense practice area partners closely with its young clients, supports them through the complexities of the criminal legal system and helps them obtain their stated objectives.⁹

DPD is represented on the Care and Closure Advisory Committee and on the Identifying Alternatives to Secure Youth Detention subcommittee.

Prosecuting Attorney's Office

The King County Prosecuting Attorney's Office (PAO) employs more than 500 people, including more than 260 attorneys. The King County Prosecutor, who is a separately elected official, leads the PAO. The PAO Criminal Division represents the State and the County in criminal matters in the King County District and Superior Courts, the state and federal courts of appeal, and the Washington and U.S. Supreme Courts. The Criminal Division is responsible for prosecuting all felonies in King County and all misdemeanors in unincorporated areas of King County. The PAO has a Juvenile Division which handles juvenile cases. The Juvenile Division carries out the duties of the prosecutor in a manner consistent with the purposes of the Juvenile Justice Act which include providing a) for punishment commensurate with the age, Crime, and criminal history of the juvenile offender; b) for the rehabilitation and reintegration of juvenile offenders; and c) for the handling of juvenile offenders by the communities whenever consistent with community safety.¹⁰

The PAO Juvenile Division is represented on the Care and Closure Advisory Committee.

⁷ King County Juvenile Court [\[LINK\]](#)

⁸ Department of Public Defense [\[LINK\]](#)

⁹ Department of Public Defense Juvenile Defense [\[LINK\]](#)

¹⁰ Prosecuting Attorney's Office Juvenile Division [\[LINK\]](#)

**Proviso Response:
Children and Family Justice Center – Strategic Planning Project: 2022-2025**



King County

September 30, 2021

III. Executive Summary

The King County Executive oversees the secure detention facility located within the Patricia H. Clark Children and Family Justice Center (PHCCFJC) at the request of Superior Court, which has statutory authority for juvenile detention under state law.¹ Under the county executive, the Department of Adult and Juvenile Detention’s (DAJD) Juvenile Division is responsible for the care and custody of all youth in detention. The DAJD Juvenile Division is committed to providing quality, innovative, and comprehensive services to youth, families, and their communities.²

Between the years of 2010 and 2020, the average number of youth in secure detention per day declined by 70 percent, from a daily population of 89 to 27 youth. A variety of initiatives have collectively contributed to this reduction, including legal system reform efforts by community members and system stakeholders. While King County now has one of the lowest detention rates in the State of Washington,³ youth of color continue to be overrepresented in secure detention.

In June 2020, the King County Executive committed to converting youth detention units at the Children and Family Justice Center to other uses no later than 2025, stating, “Phasing out centralized youth detention is no longer a goal in the far distance. We have made extraordinary progress and we have evolved to believe that even more can be done.”

As called for by [Ordinance 19210](#), and [Ordinance 19307](#), this report outlines the process and timeline that will be utilized by the Executive to select the external consultants to help guide this historic initiative, in partnership with community. Consultants must bring exceptional skills and expertise to this work, particularly expert knowledge of juvenile legal system reform and experience assisting jurisdictions to challenge traditional and longstanding juvenile detention practices. Demonstrable experience working with community stakeholders, particularly those from historically marginalized communities and those who have experienced the juvenile legal system, are essential. They must also understand and reflect King County’s commitment to becoming an anti-racist, pro-equity organization. Ultimately, community and system stakeholders will play a key role in shaping the final selection criteria for the team of external consultants.

To set the stage for gathering critical input from community stakeholders about the strategic planning process and selection of consultants, initial outreach has started by DAJD. Since fall of 2020, collaborative conversations have been held with community-based service providers, advocates who work with youth referred to the legal system, elected officials, legal system representatives, and youth currently detained in King County. One of the critical next steps in the strategic planning process is to establish an advisory board that will provide an authentic path for community to be involved in each step of the process, including in the selection of the external consultants. The advisory committee will provide oversight and guidance throughout the duration of the strategic planning process and implementation.

The scope of work for the selected consultants will include the development of a clear path to close the juvenile detention facility located within the PHCCFJC by 2025, including how to serve those youth who would otherwise be referred to secure detention. It will also identify recommendations for the

¹ RCW 13.20.010 ([LINK](#))

² About King County Juvenile Detention ([LINK](#))

³ Washington State 2019 Juvenile Detention Annual Report ([LINK](#))

repurposing and reuse of the juvenile detention facility to meet community-identified needs. Required written deliverables will include a detailed project plan to achieve these objectives.

This report also includes a project plan with key milestones that lead toward the Executive’s goal of closing the juvenile detention facility within the PHCCFJC by 2025 and reinvesting in community programs, services, and interventions that serve the needs of youth who would otherwise be at risk of juvenile detention. The following table outlines the projected timeline to achieve key milestones during the four phases of the project.

PHCCFJC Strategic Planning Key Project Milestones: Phase 1 <i>Information and dates subject to change</i>	Projected Timeline <i>Dates shown are estimated completion dates</i>
Hire and on board project manager	October 31
Develop public facing communication approach (website) and initial content about the process and timeline	November 30
Identify PHCCFJC Strategic Planning Advisory Committee	December 31
Convene first meeting of the PHCCFJC Strategic Planning Advisory Committee; determine meeting cadence	January 30, 2022
Develop materials for competitive process with Committee	March 1
Open competitive process for consultant	March 30
Consultant selection process	April 1-30
Consultant Advisory Committee work sessions	
Consultant conducts initial key stakeholder interviews	May 1-31
Review consultant project plan, communication plan, outreach plan with Advisory Committee; revise as needed	
Develop and submit Proviso response to the Council	June 30
Conduct first phase of community engagement	July 2022– January 2023
Key Project Milestones: Phase 2	January – May 2023
Review and synthesize community input with Advisory Committee and community	
Develop options	
Conduct second phase of community engagement	
Review options with community	
Revise options with Advisory Committee	
Key Project Milestones: Phase 3	May – September 2023
Develop final report & recommendations	
Conduct third phase of community engagement	
Finalize report & recommendations	
Submit final report to community and stakeholders	
Key Project Milestones: Phase 4	2024
Implementation of recommendations & actions (subject to labor negotiations)	

The PHCCFJC Strategic Planning Project and its focus on closing the juvenile detention facility reflect the commitment of King County to break the cycle of disenfranchisement, suffering, and reliance on incarceration, while reinvesting in community-based alternatives that are therapeutic, trauma-informed, youth and family centered.

Proviso Response:
Children and Family Justice Center – Strategic Planning Project:
2022-2025
June 30, 2022



King County

III. Executive Summary

The King County Executive oversees the secure detention facility located within the Patricia H. Clark Children and Family Justice Center at the request of Superior Court, which has statutory authority for juvenile detention under state law.¹ Under the County Executive, the Department of Adult and Juvenile Detention's (DAJD) Juvenile Division is responsible for the care and custody of all youth in detention. The DAJD Juvenile Division is committed to providing quality, innovative, and comprehensive services to youth, families, and their communities.²

In July 2020, the King County Executive committed to converting youth detention units at the Children and Family Justice Center to other uses no later than 2025, stating, "phasing out centralized youth detention is no longer a goal in the far distance. We have made extraordinary progress and we have evolved to believe that even more can be done."

Between the years of 2010 and 2021, the average number of youth in secure detention per day declined by 75 percent, from a daily population of 89 to 22 youth.³ A variety of initiatives have collectively contributed to this reduction, including legal system reform efforts by community members and systems partners. Youth of color continue to be overrepresented in secure detention despite the reduction in the overall daily population.⁴

As called for by [Ordinance 19210](#) and [Ordinance 19307](#), this report is the second Proviso response submitted to the King County Council on the strategic planning effort to close the youth detention facility at the Judge Patricia H. Clark Children and Family Justice Center (CFJC) by 2025 and repurpose it for other community-identified uses. The Executive submitted the first Proviso report on September 30, 2021.

The September 2021 report included an overview of key historical context relative to the strategic planning work and documented previous and ongoing efforts to reduce the number of young people in detention over the past two decades.⁵ The September 2021 report identified previous engagement with interested parties and outlined an approach for soliciting project consultants for this effort.

Key Changes Since September 2021

The strategic planning approach has progressed and evolved since the September 2021 report. It is clear that closing the County's youth detention facility requires a holistic continuum of community-based alternatives to address the complex needs of young people who would otherwise be in detention. Based on feedback from community and input from interdepartmental staff, management of this strategic planning project is planned to shift to the Department of Community and Human Services (DCHS) to enable a holistic continuum of community-based alternatives and services for youth and their families. DCHS will lead the strategic planning effort and DAJD will remain a closely involved partner, continuing to bring its expertise and knowledge to the strategic planning work.

¹ RCW 13.20.010 [\[LINK\]](#).

² King County Juvenile Detention [\[LINK\]](#).

³ King County DAJD Detention and Alternatives Statistical Reports [\[LINK\]](#).

⁴ Zero Youth Detention Data Dashboard [\[LINK\]](#).

⁵ These efforts include the Road Map to Zero Youth Detention [\[LINK\]](#), Restorative Community Pathways [\[LINK\]](#), and the efforts led by Zero Youth Detention to curb gun violence in the region. These include Regional Community Safety and Well-Being Plan [\[LINK\]](#), Regional Peacekeepers King County [\[LINK\]](#), and Beloved King County [\[LINK\]](#).

In addition, the project phases are modified to reflect additional planning since the September 2021 report, delineating between the necessary components of the plan, and clearly communicating the phases to interested parties. A fifth phase, “transition to closure,” was added to reflect the need for transition planning and implementation in phase 4 before successful closure can occur. The modifications to the phases have not impacted the sequence or composition of project milestones.

Utilizing a sole-source waiver, the County has contracted with the W. Haywood Burns Institute (Burns Institute) as the initial project consultant.⁶ Extensive research, conversations with national experts, and planning efforts led the project staff to identify the Burns Institute as the only organization with the experience, expertise, and capacity to execute the strategic planning project in a jurisdiction of this size. It is expected that further consulting resources will be necessary, particularly consultants with specific local knowledge and experience.

The project’s Advisory Committee, comprised of 14 community representatives, impacted young people and families, and systems partners, guides and shapes the project.⁷ The first Advisory Committee meeting occurred in March 2022; the committee continues to meet every other week.⁸ Ultimately, the Advisory Committee will create the recommendations to successfully close the youth detention facility and repurpose the space, which will be informed by significant community engagement with impacted young people and families.

As called for by the King County Council, this report outlines the proposed community engagement process for centering young people and their families who have lived experience in the youth legal system. Project staff, the Burns Institute, and the Advisory Committee are designing a multifaceted community engagement approach with several avenues for impacted young people, families, and communities to participate in and inform the strategic planning project. Subcommittees will be established to focus on specific topics. Because these subcommittees will be comprised of more individuals than the Advisory Committee alone, it is another avenue for community participation. It is expected that the subcommittees will expand the number and diversity of organizations and community members who can directly inform the plan.

Another critical avenue for engagement will be community engagement activities intentionally designed to connect with impacted young people and their families. These engagement activities will include listening circles, focus groups, and interviews, among other approaches, to hear from community and interested parties, planned to take place in phase 2, starting in July 2022 to December 2022. Project staff will work with the Burns Institute and the Advisory Committee to design and host engagement activities. The County will fund local community organizations working with impacted young people and families to lead engagement activities. Project staff will synthesize and share the findings from the engagement activities with the participants of those activities, the Advisory Committee, and members of the public via the project website.

⁶ The Burns Institute is a Black-led, national nonprofit with a diverse team working to transform the administration of justice.

⁷ Out of the current 14 members, seven members represent community perspectives and impacted communities, including three representatives under 25 years old and one parent. Recruitment is underway for additional community members including impacted young people and family members.

⁸ The Advisory Committee’s meeting agendas, slides, and notes are posted to the project website [\[LINK\]](#).

Findings from the community-centered engagement process will inform the Advisory Committee’s recommendations. Beginning in early 2023, the community engagement activities will shift to solicit input on engagement findings and proposed strategies. Project staff, the Burns Institute, and local community organizations will plan community town halls to share findings from the community engagement activities from phase 2 and solicit input from community members on the Advisory Committee’s draft recommendations. The community town halls will facilitate broader engagement from members of the public in addition to impacted populations, and will be planned throughout the region to ensure adequate geographic engagement. Additional engagement activities, such as strategy development workshops and online surveys, may be implemented to solicit further collaboration with impacted populations and members of the public.

With support from project staff and the Burns Institute, the Advisory Committee will then finalize the recommendations and options. The Executive will review the final report developed by the project staff and the Burns Institute and move forward on actions needed to implement the recommendations in partnership with the King County Council. Transition planning and implementation will take place in phase 4. A fifth phase has been added to the milestones since transmittal of the September 2021 report. The added Phase 5 includes transition to closure by 2025.

This report also includes a project plan with key milestones that contribute to the Executive’s goal of closing the youth detention facility and reinvesting in a continuum of community-based alternatives needed to support youth who would otherwise be in detention. The following table outlines the projected timeline to achieve important milestones during the five phases of the project.

Key Milestones <i>Information and dates subject to change</i>	Estimated completion dates
Phase 1: Project Roll-Out (January – June 2022)	
Establish composition of Advisory Committee and recruit members	Feb. 2022
Procure strategic project support and facilitation support for the Advisory Committee	Feb. 2022
Convene Advisory Committee	March 2022
Complete community mapping	June 2022
Submit Proviso response to Council	June 2022
Phase 2: Community Listening and Learning (July – December 2022)	
Launch engagement activities for impacted young people and families	July 1, 2022
Launch funding opportunity for local community organizations to design and host engagement activities.	July 31, 2022
Launch subcommittees	July 31, 2022
Synthesize findings and report on community engagement activities in July, August, and September 2022. Adjust activities as needed.	Sept. 30, 2022
Design, plan, and identify dates for community townhalls for early 2023.	Dec. 15, 2022
Complete Phase 2 community engagement activities.	Dec. 15, 2022
Synthesize findings and report on community engagement activities in October, November, and December 2022.	Dec. 31, 2022
Phase 3: Community Strategy Development (January – September 2023)	
Review synthesized community input from engagement findings with the Advisory Committee and subcommittees.	Jan. 31, 2023
Develop draft recommendations framework with the Advisory Committee.	March 1, 2023
Host community engagement to get feedback on draft recommendations framework.	April 30, 2023
Synthesize and review feedback from community engagement with the Advisory Committee.	May 15, 2023

Incorporate community feedback into draft recommendations framework and develop detailed recommendations with the Advisory Committee.	June 30, 2023
Finalize recommendations and review final report with Advisory Committee.	July 31, 2023
Review final recommendations and final report internally.	Aug. 31, 2023
Submit final report to the Executive, community, and interested parties.	Sept. 30, 2023
Phase 4: Transition Planning and Preparation (October 2023 to 2024)	
Convene transition teams and create transition plans for the recommendations.	Dec. 31, 2023
Identify and formulate additional budget requests for 25-26 budget in transition plans	Jan. 30, 2024
Implementation of transition plans. Continued engagement with impacted communities to get feedback on the implementation. Create modifications as needed to adjust to needs.	Dec. 2024
NEW - Phase 5: Transition to Closure (2025)	
Continued implementation of transition plans.	Dec. 2025

Finally, the County’s 2020 adopted budget included a Proviso directing the King County Facilities and Management Division (FMD), in coordination with the Office of Equity and Social Justice (OESJ) to develop and propose uses and ownership structures of the County-owned land at 12th Avenue and East Alder Street (Alder Complex). This land is adjacent to the CFJC where the detention facility is located. The Proviso requires FMD to conduct a community-driven process to propose uses and ownership of the undeveloped parcels of land at the Alder Complex, centering adults and youth impacted by the criminal legal system in the process; and submit a report detailing the community engagement process and outcomes of the process to the Council.⁹ The project team is coordinating outreach and community engagement across both projects in partnership with FMD. This coordination enables the County to leverage engagement findings and ensure that land-use and repurposing recommendations and options are aligned and informed by one another.

⁹ Ordinance 19210 [\[LINK\]](#).

Care and Closure: Progress Report on the Strategic Planning Process for the Future of Secure Juvenile Detention

August 2023



King County

III. Executive Summary

The King County Executive oversees the secure detention facility located within the Patricia H. Clark Children and Family Justice Center (CCFJC) at the request of Superior Court, which has statutory authority for juvenile detention under state law.² Under the County Executive, the Department of Adult and Juvenile Detention's (DAJD) Juvenile Division is responsible for the care and custody of all youth in detention.³

In July 2020, the King County Executive committed to converting youth detention units at the Children and Family Justice Center to other uses no later than 2025, stating, "phasing out centralized youth detention is no longer a goal in the far distance. We have made extraordinary progress and we have evolved to believe that even more can be done."⁴

As called for by Ordinance 19546, this report is the third report submitted to the King County Council on the strategic planning effort to close the youth detention center at the Judge Patricia H. Clark Children and Family Justice Center (CCFJC) by 2025 and repurpose it for other community-identified uses.⁵ The Executive submitted the first proviso report on September 30, 2021 and submitted the second proviso report on June 30, 2022.

The September 2021 report included an overview of key historical context relative to the strategic planning work and documented previous and ongoing efforts to reduce the number of young people in detention over the past two decades. The September 2021 report identified previous engagement with interested parties, outlined next actions, and included an estimated timeline for the process.⁶

The June 2022 report built on the September 2021 report by detailing the proposed approach for the community-centered engagement process and outlining the project's structure, including the Advisory Committee, subcommittees, and collaborations with system and community partners. The report also highlighted a shift in leadership for the project from DAJD to the Department of Community and Human Services (DCHS) and updated the timeline of the project's implementation.⁷

² King County Code 2.16.175. Juvenile Court Services-Detention Facilities-Administration by the County Executive [\[LINK\]](#). See also RCW 13.20.060. Transfer of administration of juvenile court services to county executive—Authorized—Advisory board—Procedure. [\[LINK\]](#)

³ King County Code (KCC) 2.16.175. Title 2 Administration – Administrative Offices and Executive Departments. [\[LINK\]](#)

⁴ King County Executive Office. Executive State of the County (2020). [\[LINK\]](#)

⁵ King County Ordinance 19546. [\[LINK\]](#)

⁶ The September 2021 proviso report was required in Ordinance 19210, Section 50, P3, as amended by Ordinance 19307, Section 31, Proviso P3. September 2021 Proviso Report [\[LINK\]](#)

⁷ The June 2022 proviso report required in Ordinance 19210, Section 50, P3, as amended by Ordinance 19307, Section 31, Proviso P3. June 2022 Proviso Report [\[LINK\]](#)

King County’s effort to transform its response to youth in crisis and end youth detention is supported by research. Research shows that youth detention and incarceration fail to produce the desired outcomes of rehabilitation and accountability for young people.⁸ It also has immediate and long-term collateral consequences for young people, such as financial penalties; restrictions in public benefit programs; housing restrictions with public housing programs; disruptions and barriers to education and employment; and trauma and continued stigma.⁹ Evidence further highlights that crime survivors, or harmed community members, are twice as likely to prefer investing in crime prevention, crisis assistance, and strong communities over increasing arrests, strict punishment, and incarceration.^{10 11} Further research highlights that community-based alternatives to detention and incarceration are more effective in producing better public safety outcomes for youth who have caused serious harm in their communities, especially when interventions are multi-faceted and tailored to blend specific supports for youth.^{12 13} These types of interventions are supported by diverse national partners, including associations for juvenile and family court judges and administrators of youth and correctional facilities.¹⁴

In early 2023, the Executive Office branded this initiative *Care and Closure: a plan for youth healing, accountability, and community safety*. This name clarifies the Executive’s commitments to 1) expand the community-based continuum of resources, accountability, and care for young people and harmed community members to better meet their needs and support their healing; and 2) close the youth detention center. It also reflects three essential components in this work: centering youth and their healing, ensuring accountability for harm caused, and bolstering community safety by resourcing communities and creating more effective responses to harm.

As called for by the King County Council, this report responds to six requirements related to: progress since the June 2022 proviso, engagement findings with impacted communities, a draft recommendations framework (referred to in the report as a draft framework), state requirements for

⁸ The Sentencing Project (2022). Why Youth Incarceration Fails: An Updated Review of the Evidence [\[LINK\]](#)

⁹ National Governors Association (2023). State Strategies to Address the Needs of Justice-Involved Youth Impacted by Collateral Consequences [\[LINK\]](#)

¹⁰ Alliance for Safety and Justice (2022). Crime Survivors Speak: National Survey of Victims’ Views on Safety and Justice. [\[LINK\]](#)

¹¹ Harmed community members and/or harmed parties, also commonly known as victims, are individuals who have been directly or indirectly affected by crime. This report uses “harmed parties” to reference community members who have been directly or indirectly harmed by youth crime.

¹² The research measures effectiveness of these programs in several ways, including recidivism or the likelihood of the youth reoffending or committing another offense within a certain period of time. Research also looks at program impacts on youth wellbeing, such as developing new skills, developing a sense of belonging, and contributing to their communities.

¹³ Sentencing Project (2023). Effective Alternatives to Youth Incarceration [\[LINK\]](#)

¹⁴ National Council for Juvenile and Family Court Judges (2022). Judicial Leadership for Community-Based Alternatives to Juvenile Secure Confinement [\[LINK\]](#). Youth Correctional Leaders for Justice (2020). Statement on Ending Youth Prisons [\[LINK\]](#).

youth detention, labor considerations for supporting detention staff through the transition, and Council’s role in the continued process and implementation of the recommendations.¹⁵

Progress Since June 2022

King County has made significant progress in the Care and Closure effort and is on track for the major milestones outlined in the June 2022 proviso report.

The Executive Office, DAJD, and DCHS successfully transitioned project leadership from DAJD to DCHS, and DCHS is now leading Care and Closure in partnership with DAJD and the Executive Office to identify community-based alternatives to youth detention. DCHS continues to convene the Advisory Committee, a group of community partners, system partners, and impacted community members, as a key component of the community-centered process.¹⁶ The Advisory Committee guides the project and will ultimately co-create recommendations informed by community input. The Advisory Committee recently launched three subcommittees to deepen the project’s recommendations development and expand the community partners and perspectives informing the recommendations. King County convenes the Advisory Committee with support from the Burns Institute, a national nonprofit with expertise in youth legal system transformation. DCHS has also deepened partnerships with community organizations and engagement with impacted community members in this planning process, as further outlined below.

Engagement with Impacted Communities

Since June 2022, King County and community partners have been gathering input and feedback from nearly 1,200 impacted community members, including impacted youth, family members, harmed community members, and community partners.¹⁷ DCHS and its partners convened listening sessions, conducted interviews and surveys, and met with hundreds of impacted community members in detention, virtually, and in communities throughout King County.¹⁸

This engagement with hundreds of young people, families, and community members who are impacted by the youth legal system and organizations working with young people showed that the County needs expanded community-based responses to intervene when youth cause serious harm in their communities.

¹⁵ King County Ordinance 19546 [\[LINK\]](#)

¹⁶ The Advisory Committee is comprised of community representatives, impacted young people and families, and systems partners. Of the current 14 members on the Advisory Committee, seven represent community perspectives and impacted communities, including three representatives under 25 years old and one parent. See Appendix C for the composition of the Advisory Committee.

¹⁷ The term “impacted youth” in this planning process refers to young people between the ages of 12 and 24 years old who have been involved in the youth legal system, been confined in detention or participated in electronic home monitoring, participated in a diversion program, or harmed by other youth.

¹⁸ See Appendices E through J for more information about findings from the community-led engagement, listening sessions with youth in detention, interviews with youth on electronic home monitoring, and input from community organizations.

The engagement with impacted communities highlighted three key findings:

1. Many impacted youth, families, and community members believe that secure youth detention is not an effective solution for most or all youth and should not be relied on to make communities better and safer.
2. Impacted youth, families, and harmed community members want more resources focused on supporting youth healing, accountability, and community safety. These resources include more spaces other than detention to reflect on mistakes made; stability and structure; supportive mentors with similar lived experiences; resources to transform and stabilize their home environments; and greater support for their families.
3. Impacted youth, families, and harmed community members want King County to have expanded responses that center understanding as to why harm occurred, prevent harm from occurring, create real community safety, and foster collaborative and community-centered care.

Draft Framework

The initial draft framework in this report integrates components developed by the Advisory Committee with DCHS' support and signals the anticipated approach of the final recommendations. This report does not include the full range of those recommendations, because the Advisory Committee and subcommittees were developing them as of the writing of this report. However, the draft framework highlights the work done by the Advisory Committee to understand the values, principles, and needs members intend to consider when identifying the community-based alternatives necessary to close the youth detention center, support impacted youth, and promote greater community safety.

The Advisory Committee has identified 12 shared values to help ensure value-based, not fear-based, decision-making for its development of recommendations to end the use of secure youth detention: centering impacted young people and families; honesty; transparency; integrity; accountability and commitment; empathy; listening to each other; restorative; respect; diversity; allowing others to speak their truth; and healing.¹⁹

The Advisory Committee has also identified six initial guiding principles to help inform the group's recommendations for alternatives to secure youth detention:

1. Prioritize meeting the needs for all youth, harmed parties, and community members;
2. Keep youth in their communities;
3. Prioritize racial equity and anti-racism;
4. Focus on radical healing and accountability, not punishment;
5. Holistically support and center impacted youth, harmed parties, and communities in the development and implementation of alternatives to secure youth detention; and
6. Be transparent with how the alternatives are being developed and implemented.²⁰

¹⁹ The Advisory Committee created these shared values in May 2022. The list of shared values is included in the meeting agendas and notes and highlighted at the beginning of each Advisory Committee meeting. King County Care and Closure (2023) [\[LINK\]](#)

²⁰ See the project website for meeting notes, agendas, and slides from the Advisory Committee meetings. King County Care and Closure (2023). Advisory Committee [\[LINK\]](#)

A draft holistic continuum of care informed by the initial guiding principles and community engagement graphically depicts the range of community-based supports identified by impacted youth, family members, and harmed parties needed to meet the needs of these groups. Included as Figure 6 in the report, this tool underscores that while many supports already exist in King County, the County and its partners may need to tailor and expand those resources and develop new ones to meet the complex needs of youth in detention and harmed parties. These critical supports are categorized into nine elements: mentorship and supportive communities, education, transportation, employment and financial stability, medical and behavioral health, family support, housing, accountability, and healing.

The Advisory Committee and subcommittees are using and refining the initial draft framework to inform recommendations on the community-based alternatives necessary for youth healing, accountability, and community safety and to close the youth detention center.

State Law Requirements for Youth Detention

While King County is building toward a future without a youth detention center, Washington State law requires King County to operate a youth detention center and use detention to detain youth for certain offenses.²¹ Therefore, unless alternative facilities can comply with statutory requirements, those statutes will need to be repealed or amended so that King County is not obligated to have a youth detention center or detain young people in a youth detention center. To inform a state legislative strategy, King County will need to further examine the potential impacts of different legislative changes on other counties in the state and the ability to use expanded community-based alternatives as suitable placements for young people with specific offenses.

The Executive intends to work with state legislators, the public, and the King County Council to propose and adopt state legislative priorities to make needed changes to existing state statutes. The Executive plans to partner with state legislators and the Governor to achieve those legislative priorities.

Labor Laws and Supporting Detention Staff

The County's transition to close the youth detention center at the CCFJC will be a major organizational change for Juvenile Division staff.²² The Executive is committed to supporting staff and respecting their needs, rights, and concerns throughout the Care and Closure process and implementation of the recommendations to close youth detention. The Public Employees' Collective Bargaining Act, Chapter 41.56 Revised Code of Washington (RCW), requires the County to negotiate with labor representatives

²¹ See Appendix M for a list of all identified state requirements for secure youth detention in Washington State. Two state statutes, RCW 13.04.135 and RCW 13.16.030, require the maintenance and operation of a physically secure facility where juveniles may be confined for 24 hours a day and where staff is present to maintain such confinement. RCW 13.04.135. Establishment of house or room of detention. [\[LINK\]](#) RCW 13.16.030. Mandatory function of counties. [\[LINK\]](#)

²² There are five represented bargaining units at the DAJD Juvenile Division with a total of 142 represented employees that may be directly impacted by the closure of the detention center. See Appendix N for a more information on the bargaining units within DAJD's Juvenile Division.

regarding changes to mandatory subjects of bargaining, such as changes to employee wages, hours, and working conditions.²³ In addition to following the labor laws and processes detailed in this full report, the Executive is committed to preparing detention staff for the transition to a variety of career pathways, including at the adult jails, in different departments supporting youth and family members, or ~~in other careers within or outside of the County.~~

Council Involvement

The King County Council is engaged in the Care and Closure initiative in multiple ways, including through briefings, input into recommended community organizations for the County to engage in the planning process, and staff attendance at Advisory Committee meetings. The Council will have several opportunities to continue to be involved in project planning and support project implementation at the local and state level. The Executive welcomes further collaboration with Council, outreach during public education activities, and engagement activities such as town halls.

The Council's legislative and fiscal policymaking is important for the implementation of the recommendations from this initiative. Council action will be necessary to support state legal changes and related investments as county legislative priorities. Council action will also be required to implement most state legislative changes and invest local dollars in existing and needed local youth-centered services outlined in the recommendations from this process.

Next Actions

Working with community, labor, and systems partners, the Executive is continuing to transform the County's response to youth in crisis, including eliminating secure detention for youth. Expanding the range of community-based alternatives to support young people and their healing, accountability, and community safety and closing the youth detention center advances King County's commitment to becoming an anti-racist, pro-equity government. Ultimately, the County needs to transform its youth legal system to better meet the needs of impacted youth, families, and harmed community members.

The Executive intends to proceed with closure of the youth detention center only when sufficient resources and support are in place to expand the community-based alternatives to secure youth detention.

Consistent with Ordinance 19546, the Executive expects to provide the Advisory Committee's recommendations for the future of secure youth detention in late 2023. These recommendations are expected to include a pathway to transition sustainably toward community-based alternatives that reflect the framework in this report and achieve racial equity, improve outcomes for youth, and support safer communities in King County.

²³ RCW 41.56. Public Employees' Collective Bargaining [\[LINK\]](#)

Care and Closure Advisory Committee

Position	Representative	Organization
Community partner	Benjamin Danielson	Allies for Healthier Systems for Health and Abundance in Youth (AHSHAY)
Community partner	Gloria Hoxsie / Jasmine Lee Fry	Children and Youth Advisory Board
Systems partner	Jason Smith	Juvenile Detention Guild
Systems partner	Jimmy Hung	Prosecuting Attorney's Office
Systems partner	Katherine Hurley	Department of Public Defense
Systems partner	Melinda Young	Juvenile Court
Community partner	Noah Collier	Student and young person impacted by the youth legal system
Community partner	Paulette Makela	Parent impacted by the youth legal system
Systems partner	Paul Daniels	Juvenile Court Services
Systems partner	Patrick Oishi	Superior Court
Community partner	Roman Nova	Artist and young person impacted by the youth legal system
Community partner	Tahonishi Bell	Multi-Service Center
Community partner	Rhea Yo	Legal Counsel for Youth and Children
Systems partner	Wendell Shirley	King County Sheriff and Police Chiefs Association

Care and Closure

Subcommittee Composition

Subcommittee: Identifying Alternatives to Secure Youth Detention

Alex Silva	Odessa Brown Clinic; harmed family member
Bekmay Kayembe	African Young Dreamers Empowerment Program International
Bitaniya Giday	Community Member
Catherine Pickard	Department of Adult and Juvenile Detention
Cristina Mitchell	Progress Pushers
Delcine Hackley	CHOOSE 180
Eugene Youngblood	Freedom Project; IF Project
Greg Anderson	Urban League
Izzy Eads	CHOOSE 180
Jason Smith*	Department of Adult and Juvenile Detention
Jeremy Winzer	Progress Pushers
Katie Hurley*	Department of Public Defense
Marcus Stubblefield	King County Executive Office
Margaret Soukup	Department of Community and Human Services
Paulette Makela*	Impacted Parent
Noah Collier	Community member
Rhea Yo*	Legal Counsel for Youth and Children
Shundra King	For the Culture Counseling Services
Tahonishi Bell	Multi Service Center
Teirenney Fincher	Urban League
Tiffany Attrill	Community member
William Hairston	Center for Children and Youth Justice

Subcommittee: Strengthening Community Infrastructure

Allen Nance	Department of Adult and Juvenile Detention
Chan Saelee	Department of Community and Human Services
Ashley Stephens	African Young Dreamers Empowerment Program International
Delbert Richardson	Community member
Derek Anderson	Department of Adult and Juvenile Detention
Fiona Okech	African Young Dreamers Empowerment Program International
Iwona Nawratil	Behavioral health professional
Julissa Sanchez	CHOOSE 180

Lupe Vidaurri	Collective Justice
Rich Reed	Department of Adult and Juvenile Detention
Sareya Milton	Progress Pushers
Sheala Anderson	Housing Stability for Youth in Courts (HSYNC)
Thomas Smith	Progress Pushers
Zac Davis	Department of Community and Human Services

Subcommittee: Engaging Impacted Communities

Beau Besaw	Department of Adult and Juvenile Detention
Gloria Hoxsie	Renton Public Schools
Jaden Anzetaka	Youth
James Dassa	Harmed family member
JW Ward	Urban League
Melinda Young*	Juvenile Court
Meryn Johnson	Somali Safety Family Task Force
Neaners Garcia	Hope for Homies
Patrice Thomas	Harmed family member
Trina Kinney	Change Foundation

Staff support for the subcommittees

Emily Johnson	Department of Community and Human Services
Jawara McDuffie	Department of Community and Human Services

* Indicates Advisory Committee member

Note that these lists of subcommittee members reflect members who attended at least one subcommittee meeting.

Proven Models in Other Jurisdictions

Juvenile Assessment and Receiving Center**Juvenile Assessment Center (JAC) & Care Management Organization Network, Wayne County, MI**

The Wayne County Juvenile Assessment Center (JAC) is a 24/7 single point of entry for all youth into the County's youth legal system. Law enforcement officers bring all youth directly to the JAC, regardless of the alleged offense. Youth are assessed with standardized and comprehensive tools. Youth are assigned to a service provider and/or Care Management Organization (CMO) within 24 hours of review of the assessment.¹ The JAC focuses on service planning and placement for youth with three principles: least restrictive placement; family preservation; accountability and public protection.

The County's Juvenile and Youth Services Department contracts with five CMOs to provide culturally responsive services to youth and their families. Youth and families are assigned to CMOs based on their family's zip code. When there is no family zip code, youth are assigned to CMOs on a rotating basis. Each CMO develops, implements, and monitors a care plan for each youth.² Each CMO is responsible for developing and coordinating a local network of culturally competent, person-centered, and strength-based services and resources for youth and their families. They can deliver direct services or contract with other providers to ensure sufficient and diverse resources for the youth and their family.³ CMOs provide a wide variety of services including case management services; assessment; service coordination; community linkage; crisis intervention services; monitoring service; court attendance; treatment; and team coordination. CMOs must provide and contract for in-home treatment, facilitation of actual out-of-home residential and non-institutional placements; community-based treatment; and independent living.⁴

Community Assessment and Referral Center (CARC), San Francisco, CA

Located in San Francisco, CA, the Community Assessment and Referral Center (CARC) is a single point of entry for services for arrested youth. The CARC is currently operated by a community provider, Huckleberry Youth Programs, and is open from 9 am to 12 am Monday through Friday.⁵ Law enforcement officers bring youth between 11 years old and 17 years old to the CARC, and upon arrival, youth meet with a probation officer for intake, a licensed behavioral health provider for screenings, and a case manager for a voluntary assessment.⁶ The CARC serves youth arrested for both felony and misdemeanor offenses. Eligible offenses include all misdemeanors and some felonies, including battery, assault, possession and sales of drugs, theft, trespassing, and stolen vehicle.⁷ ⁸ The CARC is unique in

¹ Charter County of Wayne Michigan. Juvenile Youth Services. [\[LINK\]](#)

² Black Family Development. Programs and Services. Juvenile Justice Services. [\[LINK\]](#)

³ Wayne County Department of Health, Veterans, and Community Wellness. Wayne Juvenile. Juvenile Justice Service Handbook. [\[LINK\]](#)

⁴ Wayne County Department of Health, Veterans, and Community Wellness. Wayne Juvenile. Juvenile Justice Service Handbook. [\[LINK\]](#)

⁵ Huckleberry Youth Programs. Huckleberry Community Assessment and Resource Center (CARC). [\[LINK\]](#)

⁶ Huckleberry Youth Programs. Huckleberry Community Assessment and Resource Center (CARC). [\[LINK\]](#)

⁷ San Francisco Juvenile Probation Commission. June 2022. "Community-Based Juvenile Justice in San Francisco: Huckleberry Youth Programs' Community Assessment and Resource Center (CARC)" [\[LINK\]](#).

⁸ As of 2021, the non-eligible offenses included assaults inflicting serious injury, homicide, felony arson, forcible rape, and warrants. When youth are arrested for those alleged offenses, law enforcement takes the youth directly to the Juvenile Hall. San Francisco Juvenile Probation Commission. June 2022. "Community-Based Juvenile Justice in San Francisco: Huckleberry Youth Programs' Community Assessment and Resource Center (CARC)" [\[LINK\]](#).

that it was one of the first assessment centers located in community rather than instead of a juvenile hall or police station.⁹

The CARC has operated for more than 20 years and has reduced the reliance on secure youth detention in San Francisco. The CARC diverts about one-third of arrested youth in San Francisco from secure youth detention and formal probation.¹⁰ A majority (83 percent) of youth remain arrest-free within a year following their completion of CARC programming compared to 30 percent for incarcerated youth.¹¹ Services that youth receive include legal advocacy and system diversion to support youth in “completing the legal consequences of arrest”; social emotional development create “individualized support plans for each youth and referrals”; and academic and vocational support to connect “youth with positive educational and vocational opportunities.”¹²

Juvenile Assessment Center (JAC), Douglas County, NE

The Douglas County Juvenile Assessment Center (JAC) in Omaha, NE assesses all youth referred for law violations through the Douglas County Attorney’s Office and connects them to services.¹³ JAC staff use standardized screenings and assessments to determine the needs of youth and their families and recommend levels of intervention and supervision for youth.¹⁴ The Prosecuting Attorney’s Office reviews and provides final approval for the recommended intervention and supervision levels for all youth.¹⁵ All diversion programming is administered by the JAC in partnership with the Prosecuting Attorney’s Office.

An evaluation of the JAC found it saves “between \$1.4 million and \$4.5 million annually” and that less than a quarter (23 percent) of youth served at the assessment center become involved in the legal system again.¹⁶ With its success over the last 20 years, the center expanded in 2025 to include more staff and additional satellite locations to connect youth with service providers.¹⁷

Support for Building the Respite and Receiving Center: National Assessment Center Association

There are currently nearly 90 assessment centers across the country, and they vary widely in their structure, eligibility for youth arrested, and their involvement with the legal system. There are no current assessment centers in Washington State.

The National Assessment Center Association (NAC) provides support for assessment centers across the country to share best practices and ensure youth and families are served effectively. The NAC provides

⁹ Juvenile Justice Information Exchange. November 23, 2016. “Community Partnership, Hard Work Can Create True Reforms.” [\[LINK\]](#)

¹⁰ San Francisco Juvenile Probation Commission. June 2022. “Community-Based Juvenile Justice in San Francisco: Huckleberry Youth Programs’ Community Assessment and Resource Center (CARC)” [\[LINK\]](#).

¹¹ Huckleberry Youth Programs. 2019. “Huckleberry’s Community Assessment and Resource Center (CARC).” [\[LINK\]](#). San Francisco Juvenile Probation Commission. June 2022. “Community-Based Juvenile Justice in San Francisco: Huckleberry Youth Programs’ Community Assessment and Resource Center (CARC)” [\[LINK\]](#).

¹² San Francisco Juvenile Probation Commission. June 2022. “Community-Based Juvenile Justice in San Francisco: Huckleberry Youth Programs’ Community Assessment and Resource Center (CARC)” [\[LINK\]](#).

¹³ National Assessment Center. Douglas County, NE. [\[LINK\]](#)

¹⁴ Douglas County. Juvenile Assessment Center. DC Juvenile Justice Reform [\[LINK\]](#)

¹⁵ Douglas County. Juvenile Assessment Center. JAC Approach. [\[LINK\]](#)

¹⁶ Nebraska Examiner. October 3, 2023. “Douglas County expanding center with 20-year history of redirecting troubled youths away from court, prison.” [\[LINK\]](#)

¹⁷ Nebraska Examiner. October 3, 2023. “Douglas County expanding center with 20-year history of redirecting troubled youths away from court, prison.” [\[LINK\]](#)

networking, technical assistance, information and training, standards, speaking engagement, and advocacy on behalf of local and state assessment centers.¹⁸

In 2021, the NAC developed an Assessment Center Framework that highlights several core components, including the best practice standards, criteria, and outputs, of effective assessment centers including:¹⁹

- Single Point of Contact
- Screening and Assessment
- Case Management
- Staff Development and Support
- Accountability

The NAC also has developed a robust Self-Assessment Tool to help jurisdictions plan for and assess their capacity for meeting the best practice standards across all the core components outlined in the list above.²⁰ The County could leverage this resource and other resources from the NAC to support the development and operationalization of the proposed respite and receiving center.

Very Short-Term Respite Housing

Family Intervention and Restorative Services Center, King County, WA

King County already has a proven model of success for short-term residential respite care in its Family Intervention and Restorative Services (FIRS) Center. Operated by the Juvenile Court in partnership with Pioneer Human Services, the FIRS Center provides short-term respite care for youth arrested for family violence incidences.²¹ The FIRS Center is a 24/7 non-secure space located outside of the youth detention center at the Judge Patricia H. Clark Children and Family Justice Center (CCJFC).²² In addition to respite beds, the FIRS Center and staff offer in-family counseling, mental services, drug and alcohol services, and Step-Up Program, a skills based and restorative practice intervention, to address youth violence and promote positive family relationships.²³ Youth have their own rooms, common spaces to meet with staff, and create safety plans with their families.

Assessment and Evaluation (A&E), Multnomah County, OR

The Multnomah County's Department of Community Justice operates the Assessment and Evaluation (A&E) program located next to its detention facility. The program is intended to serve high risk youth who would otherwise be in detention. The goal is to be "a safe place where youth and their families can be connected to community resources or use their existing ones to create youth-specific, sustainable plans."²⁴ The program serves youth ages 13 years old to 17 years old, and youth can stay enrolled at the center for up to 90 days.²⁵ There are 12 beds available for youth, and the beds are allocated to youth from the Department of Human Services who are also involved in the legal system, youth who are involved in probation, and youth who are involved in the County's juvenile justice program.²⁶ Each youth receives an assessment and develops a service plan in partnership with behavioral health experts and their parents or guardian. The program also includes culturally responsive individual and group

¹⁸ National Assessment Center Association [\[LINK\]](#).

¹⁹ National Assessment Center Association. February 2021. Assessment Center Framework [\[LINK\]](#).

²⁰ National Assessment Center Association. "Self-Assessment Tool." [\[LINK\]](#)

²¹ King County Prosecuting Attorney's Office. Juvenile Division. Family Intervention and Restorative Services. [\[LINK\]](#)

²² King County Superior Court. Family Intervention and Restorative Services (FIRS). [\[LINK\]](#)

²³ King County Prosecuting Attorney's Office. Juvenile Division. Family Intervention and Restorative Services. [\[LINK\]](#)

²⁴ Multnomah County. Program #50063 Juvenile Behavioral Rehabilitation (BRS) Assessment and Evaluation. [\[LINK\]](#)

²⁵ Multnomah County. Program #50063 Juvenile Behavioral Rehabilitation (BRS) Assessment and Evaluation. [\[LINK\]](#)

²⁶ Multnomah County. Program #50063 Juvenile Behavioral Rehabilitation (BRS) Assessment and Evaluation. [\[LINK\]](#)

counseling.²⁷ The program cost approximately \$2.67 million in 2023 including staff, contractual services, materials and supplies, and internal services.²⁸

Alternative Community Engagement Services (ACES) Center, Pima County, AZ

Pima County's Superior Court operates the Alternative Community Engagement Services (ACES) Center to serve youth as an alternative to secure youth detention. The ACES Center is open 24 hours per day, 7 days per week, including holidays and open to youth ages 8 years old to 18 years old.²⁹ The program provides respite care up to 23 hours. The ACES Center serves youth alleged of domestic violence or status offense; youth who need a safe place to stay; youth who need community services and interventions to prevent entering future into the legal system; and youth whose families need additional supports. The services provided at the Center include: "crisis intervention, safety planning, success planning, case management, transportation, screenings, referrals to community services, activities to engage youth, and respite services."³⁰ Staffing for the center includes Probation Officers and Juvenile Detention Specialists and also includes behavioral health professionals.³¹ The number of referrals to the ACES Center has continued to reflect a high number of youth involved in domestic violence incidences. In 2020, there were 502 youth referred to the ACES Center out of 607 total referrals, accounting for 83 percent of the total referrals.³²

Juvenile Receiving Centers, Utah

Utah operates a network of eleven Juvenile Receiving Centers across the state for youth ages 10 years old to 17 years old who are determined by law enforcement to be arrested, delinquent, ungovernable, or runaway youth who do not meet detention admission guidelines. Operated in partnership between the state's Division of Juvenile Justice and Youth Services, Division of Child and Family Services, law enforcement, and local jurisdictions, these Juvenile Receiving Centers support immediate assessments and supports for youth.³³ The development of the network of Juvenile Receiving Centers came from 2017 legislation that focused on diversions for youth involved in the legal system and home placements instead of juvenile detention centers.³⁴

In addition to providing immediate support for law enforcement and assessments for youth, several of the Juvenile Receiving Centers provide short-term respite housing for youth. For example, in Salt Lake County, there are two Juvenile Receiving Centers offering short-term placement for youth over the age of 10 years old.³⁵ Non-eligible youth include those with active psychosis or suicidal issues, those who are assaultive or sexually violent towards peers, or under the influence of substances.³⁶

Enhanced Immediate Supports

Detention Diversion Advocacy Program (DDAP), San Francisco, CA

²⁷ Multnomah County. Multnomah Assessment and Evaluation (A and E). [\[LINK\]](#)

²⁸ Multnomah County. Program #50063 Juvenile Behavioral Rehabilitation (BRS) Assessment and Evaluation. [\[LINK\]](#)

²⁹ KGUN Tucson. January 4, 2022. "Aces aims to limit the number of juveniles who end up behind bars." [\[LINK\]](#)

³⁰ Pima County Juvenile Court. Probation. Alternative Community Engagement Services. [\[LINK\]](#)

³¹ Pima County Juvenile Court. Probation. Alternative Community Engagement Services. [\[LINK\]](#)

³² Pima County Juvenile Court Center. Alternative Community Services. [\[LINK\]](#)

³³ Utah Department of Health and Human Services. Juvenile Justice and Youth Services. Juvenile Receiving Centers. [\[LINK\]](#)

³⁴ Utah Government. House Bill 239 FAQs. [\[LINK\]](#)

³⁵ Salt Lake County. Youth Services. Juvenile Receiving Center. [\[LINK\]](#)

³⁶ Utah Department of Health and Human Services. Juvenile Justice and Youth Services. Office of Youth Services. Juvenile Receiving Centers [\[LINK\]](#)

Developed in the 1990s by the Center on Juvenile and Criminal Justice (CJCJ) in San Francisco, CA, the Detention Diversion Advocacy Program (DDAP) diverts the highest risk youth from the juvenile justice system.³⁷ DDAP intentionally works with youth who have repeat convictions, are at high-risk to reoffend, have serious violent alleged offenses or have specialized needs such as substance abuse, educational difficulties or gang involvement.³⁸ ³⁹ DDAP is funded through San Francisco’s Department of Children, Youth and Families (DCYF); because DCYF is separate from probation, DDAP staff can make independent recommendations to the Court that differ from recommendations from probation.⁴⁰

DDAP is focused on meeting the youth and family’s needs. Detained youth are referred to CJCJ by defense attorneys, community partners, courts, and parents. When a detained youth is referred to CJCJ, staff meet with them and conduct an initial screening process to determine if they are eligible for the program. Staff work with the youth to develop and present release plans to the Court that outline the specific conditions youth will follow during their release.⁴¹ Approximately three-quarters of the youth are released to DDAP.⁴² ⁴³ Youth are released to CJCJ’s custody, and staff then work to implement the conditions included in the release plans, including regular in-person meetings with staff, connection to community-based services, and mentorship programs.⁴⁴ The release plans reflect the client’s needs and strengths and can include a wide range of services including mental health, family support, and educational supports.⁴⁵ The average length of case management with DDAP is 16 weeks.⁴⁶

Research highlighted by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has found DDAP to be a highly effective program. In a comparison study of youth between 2017 and 2020, DDAP youth were 30 percent less likely to recidivate than non-DDAP youth (51.3 percent compared to 73.7 percent) and more half as likely to recidivate with a felony offense than non-DDAP youth (23.7 percent compared to 53.9 percent). DDAP youth were 2.3 times less likely to receive subsequent felony referrals than youth who did not participate in the program.⁴⁷

Peer Parent Coaches in Washington, DC

The District of Columbia’s Department of Youth Rehabilitation Services provides support to families whose youth are involved in the youth legal system through its Credible Messenger Initiative. Often Credible Messenger programs focus on providing a trained mentor with relevant lived experience,

³⁷ The DDAP program began in San Francisco, CA and has been replicated in Philadelphia, Baltimore, Washington, DC, and Oakland. Center on Juvenile and Criminal Justice. Detention Diversion Advocacy Program. [\[LINK\]](#)

³⁸ Center on Juvenile and Criminal Justice. Detention Diversion Advocacy Program. [\[LINK\]](#)

³⁹ Serious and violent felony offenses in the Philadelphia, PA DDAP program included aggravated assault, rape, sexual assault, robbery, burglary, and arson. George Washington University: Center for Excellence in Municipal Management. August 7, 2022. Evaluation Findings: The Detention Diversion Advocacy Program Philadelphia, PA. [\[LINK\]](#)

⁴⁰ DeNike, Moira. 2021. Detention Diversion Advocacy Program (DDAP) Evaluation [\[LINK\]](#)

⁴¹ Center on Juvenile and Criminal Justice. Detention Diversion Advocacy Program. [\[LINK\]](#)

⁴² DeNike, Moira. 2021. Detention Diversion Advocacy Program (DDAP) Evaluation [\[LINK\]](#)

⁴³ If the Court does not release a youth to DDAP, DDAP staff will continue to work with the defense attorney to refine the release plan to prepare for when the youth is eventually released. DeNike, Moira. 2021. Detention Diversion Advocacy Program (DDAP) Evaluation [\[LINK\]](#)

⁴⁴ Center on Juvenile and Criminal Justice. Detention Diversion Advocacy Program. [\[LINK\]](#)

⁴⁵ Center on Juvenile and Criminal Justice. Detention Diversion Advocacy Program. [\[LINK\]](#)

⁴⁶ The Crime Report. August 2, 2021. “Youth Recidivism Halved by San Francisco Program. [\[LINK\]](#)

⁴⁷ DeNike, Moira. 2021. Detention Diversion Advocacy Program (DDAP) Evaluation [\[LINK\]](#)

usually in the criminal legal system, for the youth involved in the legal system.⁴⁸ However, the District of Columbia’s program is distinct because it also includes a Parent Peer Coach for each family that helps the family navigate the legal system and get connected to stabilizing resources.⁴⁹ The city provides this support to families with youth in secure youth detention and also youth who remain at home in an alternative to incarceration program.⁵⁰ While the program not yet been rigorously evaluated, parents and family members have found the credible messengers valuable for both their children and families.⁵¹

Expanding Kinship Support for Impacted Youth

Youth experience better outcomes when they are placed with extended family members instead of out-of-home placements. Recent research in Washington State found that youth in kinship care are less likely than youth in non-relative foster homes to report feeling hopeless, feeling unsafe going to or from school, or experiencing harassment because of race or perceived sexual orientation. They are also more likely to do better emotionally and behaviorally within the first six months with kinship care than non-relative foster care.⁵² Kinship care can also help preserve a youth’s cultural identity and community connections which can be critical for youth of color and the development of their racial identity.⁵³

Sustaining kinship care, however, can be challenging without robust supports, especially for youth with complex behavioral needs and involvement in the youth legal system. Research on kinship caregivers in Washington State found that most caregivers are grandparents, predominantly women, and low-income families, which means that kinship caregivers may be operating on a limited household income. A 2020 survey with these caregivers found that they needed greater financial support, emotional and behavioral health for youth in their care, and enhanced connection to community resources.⁵⁴

Federal and state initiatives can help expand resources, information, referrals, and education for kinship caregivers for youth involved in the legal system. In September 2023, the US Health and Human Services’ Administration for Children and Families announced simpler licensing requirements for kinship caregivers to become foster parents and receive the same level of financial assistance that other foster care providers receive.⁵⁵ Washington State’s Department of Social and Health Services hosts Kinship Navigator Services, compiles resources for kinship families, and recently launched the Legal Advice and Referral for Kinship Care program to provide free legal advice to caregivers about children in their

⁴⁸ Credible Messenger Justice Center. The Approach: A Whole Justice Approach. [\[LINK\]](#)

⁴⁹ District of Columbia Department of Youth Rehabilitation Services. Credible Messenger Initiative. [\[LINK\]](#)

⁵⁰ Sentencing Project (2023). Effective Alternatives to Youth Incarceration. [\[LINK\]](#)

⁵¹ Sentencing Project (2023). Effective Alternatives to Youth Incarceration. [\[LINK\]](#)

⁵² Washington State Department of Children, Youth, and Families. January 2022. Research Brief: Child Outcomes in Kinship Care in Washington State. [\[LINK\]](#)

⁵³ Casey Family Programs. April 2011. “Does Kingship Care Work Well for Children? A Summary of the Research.” [\[LINK\]](#)

⁵⁴ Partners for Our Children. September 2020. Kinship Care in Washington State: A Historical Comparison. [\[LINK\]](#)

⁵⁵ US Department of Health and Human Services. September 27, 2023. “HHS Announces Historic Child Welfare Package to Expand Support and Equity in Child Welfare System.” [\[LINK\]](#)

care.^{56 57 58} Catholic Community Services also hosts the King County Kinship Collaborative to support kinship caregivers with comprehensive and coordinated services, advocacy, and community education.⁵⁹ The recommendation to provide enhance immediate supports to youth who return home with their guardians or a kinship care placement with extended family would support caregivers and make it more likely that those placements can be sustained. Coordination with the Washington State Department of Children, Youth, and Families will be important to ensure existing federal and state resources support kinship care placements for youth involved in the legal system who cannot go home.

Proven Models: Network of Small Homes to Support Youth

Mockingbird Family Model – Hub Homes

The concept of a network of community care homes is inspired by the Mockingbird Family Model (MFM) used to support foster care families. The MFM consists of a “hub home” with experienced foster parents that supports multiple satellite foster homes and kinship homes with shared community resources, peer mentoring and coaching, and planned and emergency respite care. The result is a “constellation” or network of homes that function to support both the foster youth and the foster parents.⁶⁰ The model originated in Washington State in 2004 and has since been replicated by local jurisdictions around the country and the world. In 2019, Washington State supported the development of a hub home network in Kent as part of a community-wide effort, Keep Our Kids in Kent with Mockingbird Family.

With nearly 20 years of data and several evaluations, the MFM has shown to effective at retaining foster care families; creating higher rates of placement stability for youth; and developing higher levels of well-being and strong social networks amongst youth and families.⁶¹ The application of the network model to King County’s proposed network of community care homes highlights the promise of more effectively supporting and sustaining community service providers and their workforce and creating more positive outcomes for youth and their families.

Non-Secure and Secure Detention in New York City, NY

New York City’s Administration for Children’s Services (ACS) operates a network of non-secure and secure homelike care facilities for youth who must be detained. The Courts determine which placement is most appropriate for the youth’s care. The secure detention facilities house youth with serious alleged offenses and have the most restrictive security features. The non-secure facilities house low-risk juvenile offenders in houses with up to 12 youth at each site. The city manages the network across three boroughs and contracts with community organizations.⁶² The community organizations monitor the youth and their movement in and out of the facilities.

⁵⁶ Washington State Department of Social and Health Services. Kinship Care [\[LINK\]](#).

⁵⁷ There are several community service providers in King County that offer kinship care support for caregivers. These providers include Catholic Community Services, Child Haven, Encompass NW, Neighborhood House, Sound Mental Health, Center for Human Services, and Atlantic Street Family Resource Center.

⁵⁸ Hosted by the King County Bar Association, the LAARK program provides free legal advice to caregivers about children and youth in their care including child custody, minor guardianship, education, housing, and public benefits. Washington State Department of Social and Health Services. Kinship Care. New Legal Assistance for Kinship Caregivers [\[LINK\]](#)

⁵⁹ Catholic Community Services. Kinship Services. King County Kinship Collaboration. [\[LINK\]](#)

⁶⁰ Mockingbird Society. Our work: Mockingbird Family. [\[LINK\]](#)

⁶¹ These results come from various evaluations on the Mockingbird Family Model. Mockingbird Society. Mockingbird Family Reports and Evaluations. [\[LINK\]](#)

⁶² New York City Administration for Children’s Services. Juvenile Justice. Non-Secure Detention. [\[LINK\]](#)

Placements into the non-secure facilities are determined by the youth’s needs and family location.⁶³ There are two intake non-secure facilities that process youth as they await their specific placement, and youth participate in an orientation at the intake facilities. When youth are placed at their specific non-secure home, they receive a variety of medical and mental health screenings, assessments, and care. They also participate at in-person school through the Passages Academy and can participate in a variety of community programming including field trips, sports, and music programs.⁶⁴ Activities in the home are designed to promote learning and include books and magazines. There are currently five contracted community organizations that operate seven non-secure detention homes in the city.⁶⁵ As of October 2023, there were 72 beds available at the non-secure detention facilities, and there were 48 youth at the seven homes.⁶⁶

ACS has iterated on the non-secure detention home model to address emerging safety, community, and tracking concerns. ACS formed a partnership with the NYPD to track youth who escaped the non-secure homes and safely return them. The contracted community partners have developed behavior management systems in their homes, and the city has adjusted assessments to determine site placements to minimize and prevent conflict among youth.⁶⁷ The current ratio of staff to youth in the non-secure home is 1:6. It is important to note that the ACS operates over juvenile justice issues and child welfare. The New York Office of Children and Family Services hosts an updated online dashboard with secure detention and non-secure facility bed capacity.⁶⁸

Missouri Model of Homelike Facilities

The State of Missouri became nationally known in the late 2000s for its approach to caring for adjudicated youth in their state facilities. Led by the Missouri Division of Youth Services, the State built smaller and homelike facilities close to the youth’s families where youth would be supervised in small groups with supportive staff. These facilities exist in a continuum with community placements, group homes, moderately secure facilities, and secure care facilities.⁶⁹

The Missouri model can help inform King County’s planning for a network of community care homes. All facilities are designed and furnished in a non-correctional style where youth stay in dorms with dressers and closet space for the youth.⁷⁰ The facilities are designed to resemble homes with “comfortable dayrooms, shared, open sleeping dorms, and walls adorned with artwork” and treatment rooms where youth and staff meet every day as a group to discuss progress and their goals.⁷¹ Most facilities have live plants, pets, and outdoor recreation areas. Youth are allowed to wear their own clothes in all the facilities and can keep personal mementos in their rooms. Even the most secure facilities do not have

⁶³ New York City Administration for Children’s Services. Juvenile Justice. Non-Secure Detention. [\[LINK\]](#)

⁶⁴ Passages Academy [\[LINK\]](#)

⁶⁵ New York City Administration for Children’s Services. Juvenile Justice. Non-Secure Detention. [\[LINK\]](#)

⁶⁶ New York Office of Children and Family Services. Bureau of Detention Services. Juvenile Detention Facilities – Non-Secure Census [\[LINK\]](#) Accessed on October 26, 2023.

⁶⁷ National Institute of Criminal Justice Reform. 2023. Interview with Yumari Martinez, founder of Catalyze Justice.

⁶⁸ New York Office of Children and Family Services. Bureau of Detention Services. Juvenile Detention Facilities – Non-Secure Census [\[LINK\]](#)

⁶⁹ Annie E Casey Foundation. 2010. The Missouri Model: Reinventing the Practice of Rehabilitating Youthful Offenders. [\[LINK\]](#)

⁷⁰ Annie E Casey Foundation. 2010. The Missouri Model: Reinventing the Practice of Rehabilitating Youthful Offenders. [\[LINK\]](#)

⁷¹ Missouri Youth Services Institute (MYSI). The MYSI Approach for Positive Juvenile Justice System Outcomes. [\[LINK\]](#)

iron bars or cells for youth, although the most secure facilities are surrounded by security fences. The most secure facilities only use a metal detector at the front door, video cameras linked to monitors in the central office, and constant staff supervision of youth. The State credits three key components to maintaining safety and security in those environments without traditional security infrastructure: high-caliber staff trained as youth specialists; active around-the-clock supervision; and minimizing fear, maximizing trust, and fostering respect.⁷²

Evaluations of the Missouri model find that just under three-quarters of youth remain out of the legal system after three years. This rate has held steady for the past ten years. In addition to traditional measures of recidivism, youth in Missouri’s facilities have high rates of productive involvement, defined as educational involvement and involvement in employment opportunities. Most of the youth (84 percent) of youth discharged in 2022 were productively involved in employment or educational activities.⁷³

Figure X: Missouri Approach: Contrast between Correctional versus Rehabilitative and Therapeutic Approaches⁷⁴

Correctional	Rehabilitative & Therapeutic
<ul style="list-style-type: none"> • External controls • Lock-up • Positional power, autocratic, no relationship • Correctional Officers, Security Workers • Family/community as problem • Regiment, rules • Custodian supervision • Behavioral compliance 	<ul style="list-style-type: none"> • Safety First and Rehabilitation • Continuum of services • Healthy hierarchy, boundaries, relationships • Youth care workers, service coordinators, counselors • Family/ community as partners • Structure, order • Engaged interaction • Internalized Change

Shelter Home in Dane County, WI

Dane County operates Shelter Home, a non-secure (unlocked) residential facility for youth with pending court proceedings who cannot go home but for whom secure detention is not appropriate. Shelter Home houses up to 16 youth (8 male youth and 8 female youth) between the ages of 10-17 years old.⁷⁵ Youth can stay up at the facility up to 60 days or can stay up to 20 days between placements. Families can visit the youth at the facility, and youth may be eligible to go home with their families overnight with permissions from their case manager and social worker. Youth earn privileges with good behavior and can also earn a small weekly allowance for normal chores. If youth run away from the Shelter Home, they are taken to the Juvenile Reception Center when found.⁷⁶ Staff are on duty 24 hours a day with at least one male staff and one female staff on duty at a time. The homes have on-site case managers to support the youth and family.⁷⁷

Youth earn different privileges based on their behavior through a point system. Youth can leave the Shelter Home by themselves up to four hours when they earn enough points. All youth have their own

⁷² Annie E Casey Foundation. 2010. The Missouri Model: Reinventing the Practice of Rehabilitating Youthful Offenders. [\[LINK\]](#)

⁷³ Missouri Division of Youth Services. 2022. Annual Report Fiscal Year 2022. [\[LINK\]](#)

⁷⁴ Missouri Approach. About the Missouri Approach. [\[LINK\]](#)

⁷⁵ County of Dane Wisconsin. Juvenile Court Program. Shelter Home. FAQs. [\[LINK\]](#)

⁷⁶ County of Dane Wisconsin. Juvenile Court Program. Shelter Home. FAQs. [\[LINK\]](#)

⁷⁷ County of Dane Wisconsin. Juvenile Court Program. Shelter Home. FAQs. Shelter Home Handbook [\[LINK\]](#)

rooms at the Shelter Home with doors that they can lock. Each youth is responsible for keeping their room clean, and youth are not able to gather in rooms or hallways but can congregate in the living room and common areas. Youth are expected to follow a standardized schedule, go to school, keep their room clean, and participate in other household jobs. Youth have bus passes to get to school, and staff will transport youth to court and community supports like therapy.⁷⁸

⁷⁸ County of Dane Wisconsin. Juvenile Court Program. Shelter Home. FAQs. Shelter Home Handbook [\[LINK\]](#)

Compiled Feedback from the Care and Closure Advisory Committee on the Recommendations

This appendix compiles the feedback from the Care and Closure Advisory Committee members on the recommendations and remaining questions. Each Advisory Committee member had several opportunities to provide feedback on the recommendations and highlight remaining questions, including before, during, and after the November 20 Advisory Committee meeting. Members who provided feedback before or during the meeting were also given the opportunity to review and confirm their feedback. Feedback was due to the Department of Community and Human Services staff by November 30, 2023. DCHS then included the feedback and incorporated the questions in the final report to the Executive.

Feedback on Recommendations

Recommendation #1: Create, operate, and maintain a 24/7 respite and receiving center where law enforcement will take all youth under 18 years old upon arrest unless they can be released upon entering the center.

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports with the caveat that youth would not be locked in cells while at the respite and receiving center.
Impacted Parent	Supports this recommendation.
Juvenile Detention Guild	Does not endorse this recommendation. The Guild is concerned that if the respite and receiving center is secure, the current detention center should be improved, not replaced. In addition the Guild is concerned that the safety of staff, youth, and the community will be at risk without a regulated secure facility. The Guild feels that the recommendation does not address the security of a new facility, whether staff are appropriately vetted and trained, whether the facility complies with standards (PREA, JDAI, best practices, state mandated laws, KCC Ordinances, HB2277, etc.). Whether the facility would have the same level of services, to include but not exhaustive: library, 24/7 health clinic, classification and assessment, in person mental health services, school on site, kitchen making nutritious meals, video monitoring, commissary, visitation, security screening of visitors and staff, facility management, janitorial services, clothing and laundry services, establish cost to the County, etc.
Legal Counsel for Youth and Children	Overall, I support. I do not support adding locked doors to any facility created as part of the Care and Closure initiative.
Superior Court	Does not endorse this recommendation. The Superior Court is concerned that the respite and receiving center would not meet the state law requirement for detention. The Superior Court is concerned that the recommendation does not take into consideration the possibility of serious and violent cases, nor public safety for the entire community. The Superior Court is also concerned that the recommendation impacts the separation of powers between the Executive and Superior Court and judicial authority and legal responsibility of the Court to keep the community safe.

Recommendation #2: Provide short-term respite housing at the respite and receiving center for youth who cannot go home due to safety reasons.

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation with the caveat that the respite housing would not have cells or locked doors.
Impacted parent	Supports this recommendation.
Juvenile Detention Guild	Does not endorse this recommendation. The Guild is concerned about the maximum timeline of 72 hours for a youth to be in the short-term respite housing. The Guild is also concerned about who would make the determination of a youth to be in the respite housing. The Guild has concerns, and does not believe the recommendation addresses the vast variety of needs for specific situations that may not be able to be properly addressed within 72 hours. An example provided is that currently youth wait in detention months for a proper placement, while the Guild believes this is not appropriate the recommendation does not address this concern.
Legal Counsel for Youth and Children	Supports this recommendation. I do not support adding locked doors to any facility created as part of the Care and Closure initiative.
Superior Court	Does not endorse this recommendation without further clarification and information about the security level of the respite housing. For the same reasons as the lack of endorsement of Recommendation 1, the respite housing may not comply with current state law, may not be adequate for community safety, and may infringe upon the judicial branch’s exclusive discretion.

Recommendation #3: Provide enhanced immediate supports when youth return home to their families or are placed in kinship care with extended family members.

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation.
Impacted parent	Supports this recommendation.
Juvenile Court Services	Supports this recommendation.
Juvenile Detention Guild	Supports this recommendation.
Legal Counsel for Youth and Children	Supports this recommendation.
Superior Court	Supports this recommendation.

Recommendation #4: Create, operate, and provide oversight for a network of community care homes where youth would stay while their court case is proceeding if they are unable to go home because of safety concerns.

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation with the caveat that the community care homes would not be secure facilities.
Impacted parent	Supports this recommendation.

Juvenile Detention Guild	Supports this recommendation with the caveat that more details are needed on the standards of care for youth in the community care homes. The Guild is concerned that there is not a clear establishment of standards of care, clear safety and security parameters in place, required supportive elements, to include in person schooling, in person mental health services, in person medical services, etc. that are currently provided by the County through the Juvenile Detention Center. Also what if the Court says no to this option while the court case proceeds? This recommendation does not address those concerns currently.
Legal Counsel for Youth and Children	Supports this recommendation. I do not support adding locked doors to any facility created as part of the Care and Closure initiative.

Recommendation #5: Strengthen community infrastructure and capacity to ensure all youth have access to culturally responsive and linguistically relevant, developmentally appropriate, and youth- and family-centered supports that address their identified needs, regardless of whether they are at home, with a relative, or at a community care home.

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation.
Impacted parent	Supports this recommendation.
Juvenile Detention Guild	Supports this recommendation.
Legal Counsel for Youth and Children	Supports this recommendation.

Recommendation #6: Continue to center the input, expertise, and ideas of the community members most directly impacted, including the youth in detention, youth with experience in detention and the youth legal system, family members of those youth, and harmed community members and their families, to inform the next phase of the work.

<u>Member</u>	<u>Feedback</u>
Department of Public Defense	Supports this recommendation.
Impacted Parent	Supports this recommendation.
Juvenile Detention Guild	Supports this recommendation.
Legal Counsel for Youth and Children	Supports this recommendation.
Superior Court	Supports this recommendation.

Committing to Real and Intentional Action

In order to accomplish this significant transformation, the Advisory Committee recommended that the Executive expand the timeline to close the youth detention center long enough to allow for the finalization, resourcing, and implementation of these recommendations. The Advisory Committee emphasized that it will be important for the County to maintain momentum for the swift but thorough development, testing and refining, and scaling up of the proposed community-based alternatives.

Member	Feedback
Children and Youth Advisory Board	As the CYAB representative to this committee, I want to underscore the urgency the board still feels about ending youth detention. I understand the need to get it right, and understand it can require taking more time to get it right. However, a one- or two-year delay in the closure of the detention center is not a long wait for many of us; it is a great fraction of the life of an adjudicated young person. We have an obligation to make every effort to do it right and do it quickly.
Department of Public Defense	Would like to see the timeline stay as 2025 and explore how these supports could be implemented concurrently, with the understanding that the timeline could be extended in the future.
Impacted Parent	Recommends keeping the 2025 deadline. If there is a need to push the timeline past 2025 to ensure recommendations are properly and culturally appropriate, there should be decisions to start putting into place some of the recommendations and services as soon as possible.
Legal Counsel for Youth and Children	2025 timeline should remain. If timeline is expanded, there should be clear timeframes for implementation of each recommendation. Recommendations 3, 4, and 5, in particular, should begin implementation as soon as possible.

Additional Questions from Advisory Committee Members

- Juvenile Detention Guild
 - What would occur if a youth under 18 years is being held as an adult and needs a longer-term placement?
- Children and Youth Advisory Board
 - If the timeline is expanded, can we address the experience and conditions of youth currently in detention as a part of the work of this committee?
 - In the supports detailed in recommendations #3 and #4, can we be more specific about supports for young people to access education?
- Impacted youth
 - Who will provide the immediate support to youth and families and who will staff the respite center and community care homes? It is important that impacted youth in this proposed system are supported by people who share lived experiences with the youth, including credible messengers with lived experience in the system and people with shared cultural identities.
 - How will the recommendations include medical care for youth? The respite center and community care homes should have experts to provide medical care including mental health experts, substance use disorder treatment experts, and people trained in de-escalation tactics and first aid. Impacted youth often do not have access to these important services. They often need people who can provide that consistent care for them and their needs and people who can help make a bridge between what they need and where they want to go.
 - How can we support impacted youth beyond their time going through the court system, and what does support look like after a youth leaves the community-based system? Long-term services for youth, such as mentors and programming and basic needs, should be provided well beyond their time in the court system because many youth often need that consistent and continued support to make progress on their goals. If we want youth to be successful in the long-term, we need to help provide the incentives and support to keep youth on the right path.

- How can we ensure that these recommendations move forward to reality? It's great to have a vision and a set of recommendations, but we need our leaders to actual resource and implement these recommendations to make a difference.
- Prosecuting Attorney's Office
 - How will the respite housing support youth who are dependent or unstably housed/homeless?
 - How would youth who pose a safety risk even in a respite center be cared for?
 - For the short-term respite housing: Where do these timeframes come from and why limit to 72 hours?
 - Will the short-term housing have the same security features as those contemplated for the respite center, including fully secure options?
 - How will children in the foster care system receive these enhanced immediate supports?
 - What about youth who would pose a safety risk even in a respite center?
 - At what stage would victims of crime be notified of release/placement/etc. and what would be the mechanism for that notice?

Subcommittees Guiding Questions

Identifying alternatives to secure youth detention

- What does the immediate response look like for youth who are arrested by law enforcement? (First 48-72 hours)
 - Who should be part of that immediate response in addition to or in lieu of law enforcement?
 - Where does the youth immediately go upon arrest?
 - What services and assessments are provided immediately for the youth who is arrested, recognizing that the youth has likely experienced serious trauma and have complex needs?
- What does the intermediate response look like for youth who cannot safely return home?
 - What support services are provided in the intermediate period for the youth who is arrested, based on those assessments included in the intermediate response?
 - Who should provide those services to the youth?
- What does the long-term response look like for youth who cannot safely return home and/or are adjudicated? (Determine period)
 - What support services are provided in the long-term period for the youth who is arrested?
 - Who should provide those services to the youth?
- What are the policies, practices, and protocols that need to be addressed to ensure these alternatives can be in place?
 - What state policies need to be addressed?
 - What local policies need to be addressed?
- What alternatives to secure youth detention are currently being used locally and in other jurisdictions that we should explore expanding and/or adapting?

Strengthening community infrastructure

- What are the unmet needs of youth in secure detention today that keep them from getting out of detention?
- What is the current capacity to support youth with complex needs who are involved in the legal system – including programs, services, how youth access programs, infrastructure, budget, etc.?
 - How accessible are the existing programs for youth, including language access and culturally relevant practices?
 - Are those existing programs and services sufficient to meet the needs of youth who would otherwise be in detention and have the highest needs?
- What specific supports are needed to ensure community capacity and a full system of care to support youth with complex needs who are involved in the legal system?
- What are the existing gaps and opportunities to strengthen community/system referrals for youth to address these specific needs?
 - What existing pieces of community infrastructure are working in King County, and how can we explore and/or expand those elements?
 - What available and potential funding exists for those services, and how can we better leverage that funding to meet the needs of youth?

Engaging impacted communities

- What are other practical ways impacted community members can be involved in this process and share their solutions, challenges, and ideas to inform recommendations?
- What are additional strategies to ensure the most impacted populations participate in the development and support these recommendations?
- How do we ensure that the voices of those who have been harmed are centered in this work?
- How should impacted communities be engaged in the process moving forward?

Alternative Responses to Law Enforcement Discussion Notes

The notes below reflect discussions of a subset of Identifying Alternatives to Secure Youth Detention Subcommittee members who met in September 2023. This group met to discuss alternatives to law enforcement responses for youth in crisis and highlight existing alternative models across the county.

- Attendees: Jeremy Winzer (Progress Pushers), Cristina Milton (Progress Pushers), Izzy Eads (Choose 180), Bekmay Kayembe (AYDEPI)
- Staff support: Marcus Stubblefield (King County Policy, Strategy and Budget)

Program Name	Alternative intervention	Population/approach	Impact	Other
Crisis Assistance Helping Out on the Streets (CAHOOTS)	<p>Calls come to Eugene’s 911 system or police non-emergency number dispatch routes to CAHOOTS.</p> <p>A mobile crisis intervention program staffed by White Bird Clinic personnel using City of Eugene vehicles. A two-person team that consists of a medic (nurse, paramedic, or EMT) and a crisis worker with substantial training in the BH field.</p>	<p>Respond to mental health related crisis, conflict resolution, welfare checks, substance abuse, suicide threats and more. Responding with trauma informed care and de-escalation and harm reduction techniques.</p> <p>Assess situation and provide immediate stabilization in case of urgent medical need or psychological crisis, assessment, information, referral, advocacy, and, when warranted, transportation to the next step in the treatment.</p>	<p>More appropriate response leading to better connection to supports</p> <p>Avoiding costly ambulance transport, emergency room treatment and accidental harm</p> <p>40% reduction in police responses (estimated 8.5 million dollar saving)</p>	<p>Funded through the police dept by the city \$785k</p> <p>Provide consultation to other jurisdictions trying to replicate</p>
Interrupting Criminalization (IC)	<p>Defund the police effort by funding a tool called the “The Guide to Alternative Mental Health Response” - linked to the left</p>	<p>The guide highlights considerations for real, meaningful shifts away from law enforcement and towards autonomous, self-determined community-based resources and responses to unmet mental health needs.</p>	<p>There is no one size fits all solution, no single model that can be scaled up around the country. You have to create something that works for your jurisdiction and that meets the needs of the people without unintended consequences.</p>	<p>Outlines the difference between mental health crisis responses controlled by law enforcement vs driven by community</p> <p>Co-response is not an alternative to police response</p>

		<p>Taking into account a range of knowledge and expertise among the intended audience: community members, advocates, organizers, activists, mental health professionals, policymakers, and other change agents working toward the selection of a mental health crisis response</p>		<p>Co-response often involves a police only response</p> <p>Co-response also prioritizes the central role for law enforcement in mental health response</p>
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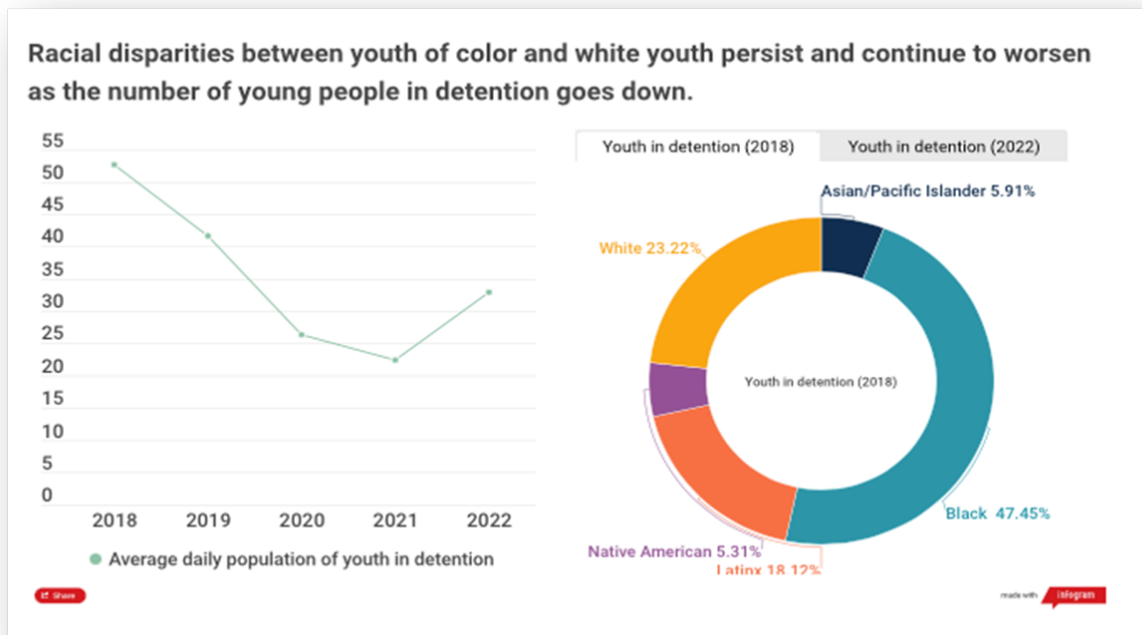
Other models discussed included: [Support Team Assisted Response \(STAR\)](#) in Denver and [Mental Health First Sacramento and Oakland](#).

Care and Closure Recommendations

The Burns Institute (BI) presents the following recommendations and strategies as part of our contract to support King County’s strategic planning process to close the youth detention facility at the Judge Patricia H. Clark Children and Family Justice Center (CFJC). This report focuses on themes of centering community as well as those emerging from site visits and recommendations and strategies for the Care and Closure committee.

On a national scale, the failure of reformatory measures has system stakeholders grappling with the contradiction of the disparities of youth under probation supervision, the overwhelming evidence that the current system harms youth well-being, and the high financial costs of incarceration and probation supervision. Reflecting these national trends, King County (the County) also has seen a decrease in the overall number of youths jailed. Yet non-white youth are jailed at a persistently higher rate in the County’s multi-million-dollar facility—one whose construction the community opposed and worked to halt.

[Disparity Table below from King County’s Care & Closure website]



For decades, community leaders have continually pushed the County to center the well-being of youth involved in the youth legal system; and over the last decade, their advocacy opposing the construction of the new youth detention facility has been instrumental in the County’s

decision to close it by 2025. During the initial stages of the Care and Closure work, BI observed unresolved tension and distrust between system and community stakeholders that would hamper the work of closing the facility in a way that centered community and shared power. This tension and distrust flows from the collateral consequences of white supremacy and structural racism dating back hundreds of years, albeit a new iteration meted out disparately to non-white youth in a youth criminal legal system. Within this context, BI aimed to understand how to help connect, develop, and build trust with community stakeholders, a challenge given that system stakeholders did not center community at the outset. Because of our contractual ties with the County, the community members were understandably and notably reluctant to dialogue with BI. It took months for the BI team to be able to connect with community stakeholders who have been in the forefront of opposing the new youth detention facility. However, the team, led by directly impacted people, wanted to center the community in an intentional way.

BI met with community and system stakeholders during two site visits (April 24-26, 2023, and May 30-June 2, 2023). Diverse community stakeholders, including those providing programming and services supporting self-sufficiency, preventative care, as well as those centering healing, restoration and working to transform the punitive youth justice paradigm, expressed the following:

- As noted, many felt uncomfortable meeting with BI in a formal capacity due to our contractual relationship with the County, which to them signaled a pattern of seeking expertise outside of the County. Eventually, however, some met with us “to know each other to build trust and mutual respect.”
- Most community members felt that the process of the Care and Closure Advisory Committee was not genuine, lacking transparency and accountability for the County’s decisions to build the new jail without intentional community engagement and power-sharing.
- “[We] hope system stakeholders were serious about closing the detention center and not wasting the community’s time.”
- There was skepticism that, as an advisory committee, Care and Closure’s ideas would only materialize into potential “recommendations” that may or may not be implemented.
- The request of Allen Nance (director the County’s Department of Adult and Juvenile Detention) to the Washington State Supreme Court in April to rescind a rule barring local courts from issuing warrants against and jailing young people who violate court orders or fail to appear in court, unless the child poses a “serious threat to public safety,” was counterproductive to the efforts of closing the detention facility.
- One stakeholder, who regularly attends the monthly Care and Closure Advisory Committee meetings, also expressed a desire for the County to have hard deadlines and clear progress reports.
- Several stakeholders, who also attend the monthly Care and Closure Advisory Committee meetings, expressed that law enforcement should not be included on the Care and Closure Advisory Committee.

BI met with a handful of system stakeholders and were left with the following impressions:

- The myriad legal issues to close the detention facility, which should have been addressed at the beginning of the process and could take “potentially years to change,” had not begun, and everyone involved needs to know these issues. It is possible that the County has yet to draft legislation to change state laws that allow for youth incarceration and for the existence and maintenance of the current juvenile facility.
- There are cities within the County that are not at the table and are politically divided regarding the closure, which may ultimately undermine unity to close the detention facility and invest in alternatives. For example, mayors in Auburn, Kent and Federal Way have seen a spike in shootings and have publicly opposed diversion programs.
- A small group of system stakeholders’ position of upholding detention-centered punishment was noted and shared, “The courts’ obligation is to ensure that everyone feels safe by their decisions, some which may be unpopular.”
- There has been a theme of a political window closing as conservative elements in the County may undermine efforts to close the detention facility and system stakeholders being unable to guarantee closure with a change of administration.
- There are endeavors (to discuss closure of the detention facility and alternatives to detention) occurring outside of and unknown to the Care and Closure process and the broader community.

The aforementioned findings have exacerbated the mistrust from many community stakeholders, which has ramifications for BI’s work. Theoretically, for the first time, directly impacted community members could counter the prevailing punitive and retributive approach with a justice healing-centered perspective. Unfortunately, from its inception, the Care and Closure process failed to employ methodologies and strategies that meaningfully support centering community. The County has not addressed the tension and the harm and, instead of moving at the speed of trust, have been rushing to prioritize action, a characteristic of white supremacy culture at the expense of community buy-in. Moving forward, the County should ensure full transparency regarding the youth legal system and how those harmed can be directly centered in outcomes. Key to this is prioritizing community-led recommendations (versus reproducing system implementation models) and ensuring the political will to follow through. The County’s commitment to closure remains unclear, as the lack of political will and buy-in across various local leaders for the Care and Closure process recommendations, has led many community stakeholders to believe that recommendations would not be implemented should the political tide shift. Additionally, the County’s support of legislation to widen the net for youth further undermined trust.

Recommendations

BI believes that the County needs to embrace the community-led efforts, committed to reimagining a youth justice system that is fair, equitable and sustainable for all its youth, their relatives, and the community at-large. The County must restructure its approach to engaging the community on the path toward radically reimagining youth justice anchored in well-being and restoration, embarking upon an authentic approach fully recognizing community harms. The County should move forward to share power and delve into the practice of participatory budgeting to develop supports to center the structural well-being of youth. This will require experts on participatory budgeting and capacity-building to engage community. Centering impacted communities in the process of closing the system, through transparency and shared accountability, leads to sustainable safer communities for all. It will be imperative that there is intentionality to center youth and family's needs over the "deed" and desire to punish. It is noteworthy to mention that the BI team came to understand that all the necessary components to build a comprehensive set of alternatives and eliminate the use for detention currently exists in the County's community-based organizations (CBOs). With deep appreciation and understanding of the local context and history of these efforts, we offer the following recommendations:

- The County must cultivate a learning and healing-centered culture that acknowledges the harms caused by youth incarceration and by the building of the new facility, embrace the unique insights of directly impacted people, i.e., those with carceral experience, other survivors of harm, and those committed to healing, and foster and center healing to reimagine youth justice. There must be a shared understanding of the County's history of how their system was built and the multi-generational harms it has inflicted upon families and nonwhite communities impacted by the decision making to the present day.
- The County must learn to authentically nurture and center community stakeholders, particularly those with direct system experience and other survivors of harm who have been in the forefront of reimagining youth justice to achieve system transformation centered in healing and restoration. The County should have directly impacted people at all collaborative decision-making tables that discuss the youth legal system, whether in or out of the Care and Closure meetings.
- The County must prioritize removing the obstacles and legalities in closing the detention facility, including advocating for, and passing legislation at the State and County levels that will allow for the closure of the facility. This should include transparency regarding the process and timeline, including additional updates if it concurs with the 2025 Care and Closure Timeline.
- As the County moves towards closing the detention center and also begins working towards emptying the youth jail, it must set up a group of community and system stakeholders dedicated to understanding how to dismantle current policies and practices that are feeders into the existing punitive system and develop policies and practices that begin to place youth in the community based alternatives to detention to

be developed by the Care and Closure process, that will be able to address youths needs in order to end the incarceration of youth.

- A project of this scale requires a budget in the tens of millions of dollars annually to support a thorough community engagement process that equitably resources local stakeholders. The County must center healing by amply investing in resources in restorative policies and community-based practices.
- The County should continue to work to shrink the population of youth currently in custody and on probation and release them to the community-based alternatives to detention that currently exist.
- The County should consider hiring community consultants outside of the County's Department of Adult and Juvenile Detention, who are deeply rooted in community and experienced in the County, to coordinate and support the Care and Closure process. By outside, the BI means a department external to law enforcement, e.g., the Department of Community and Human Services.

Conclusion

The County faces a difficult task of closing its new youth facility, which many argue, should never have been built in the first place. Despite these challenges, including the looming \$100 million shortfall, the County does in fact have the capacity to confront the structural racism that results in racial disparities in its administration of justice. The County has the opportunity to move away from policies, practices, codes, and laws that use youth incarceration and towards one that centers healing and restoration. With the support of CBOs, as well as County stakeholders in positions of power who want to commit to reimagining justice but need others to join them in taking a more bold, visionary, and sustainable approach, the County can radically imagine its punitive youth criminal legal paradigm. We intend the recommendations to support youth, their families, and the overall community in a truly transformative move toward healing, well-being, and improved life outcomes.

Summary of Care & Closure Listening Sessions with Youth in Detention

Overview

Between May 2023 and November 2023, King County convened listening sessions with young people in secure youth detention to capture critical feedback to inform the Care and Closure initiative. These ongoing conversations with youth focused on emerging recommendations of the community-based alternatives needed to promote youth healing, accountability, and community safety and close the youth detention center.

The Department of Community and Human Services (DCHS) hosted 16 one-hour listening sessions and interviews with 45 youth in detention. Youth in each living hall participated for two weeks at a time and received snacks and a \$50 VISA cash-value gift card in their personal belongings as a thank you for participating.

This is the second summary of listening sessions with youth in detention. The Care & Closure [project website hosts the first summary](#). See the previous summary for additional information on the methodology of the listening sessions.

Themes

Support for Robust Community-Based Alternatives to Secure Youth Detention

Youth in detention envisioned a robust set of alternatives to secure youth detention, and many youth believed that the emerging recommendations would be effective in bringing change to them and their circumstances. As noted in the first summary, youth shared that secure youth detention does not provide the support they need to improve their lives and broader environments. Many youth emphasized they face significant challenges in their communities, ranging from community violence to poverty to mental health issues, and that they need support to overcome those challenges. Youth shared that secure youth detention does not support change either with the youth or their circumstances and is just a temporary place for them before they return to their same situations without tools, resources, or care from supportive adults. They also said that often, they are forced to face difficult circumstances with limited support from families, teachers, or community members, and that constant self-reliance can make it difficult to build trust with others.

They emphasized the importance of having supportive and safe places in community where caring adults and experts help address the needs that youth have and build on their strengths. Youth emphasized the importance of constant check-ins with caring adults who have lived experiences in the legal system or the communities where the youth come from; tailored and individualized resources for them and their families; and positive incentives and the ability to move forward to achieve their goals. They wanted more opportunities to demonstrate progress, address their previous actions and repair relationships with people they have harmed, and get back on track.

*“The longer you sit in jail, the bigger impact it has... You just ruminate in the violence... Let’s get it [secure youth detention] closed.”
– Youth in detention*

Youth in detention provided feedback and support on the emerging recommendations, which was incorporated back into the subcommittee discussions. Many youth believed that the recommendations, including the Respite and Receiving Center and the Community Care Homes, would help support their

healing, take responsibility for their actions, and create safer communities. Some youth wanted to test the different alternatives and suggested that the County pilot different programs.

Despite significant challenges they often face, youth in detention also shared expansive views and hopes for their future. They spoke thoughtfully about what they wanted to accomplish in their lives – whether that was becoming an artist or lawyer or youth advocate, owning a home, starting a business, or supporting their family. They reflected carefully on how previous attempts to get connected to resources failed them, and they spoke with determination about plans to improve their futures. They shared visions of mentoring younger kids and providing the support they needed to prevent those kids from coming into the legal system. They also spoke about being leaders in their communities and helping build safer communities for themselves and their families.

“I want them [the court] to believe kids when they say they need help and create more options besides jail.” – Youth in detention

Supports Needed to Address Underlying Needs and Prevent Future Legal System Involvement

As previously documented in the first summary, youth in detention had many ideas about what resources they need to not return to detention. The youth highlighted having support systems of caring adults; getting jobs and participating in workforce development; creating opportunities for youth who are under the legal age to make money and build skills such as paid internships or training programs; and staying busy with programming. They highlighted the need for reconnecting with their family or getting support if they have strained relationships with family members; having safe and affordable transportation to get to services within the community; and creating more relevant educational experiences, such as getting a high school diploma in a non-traditional setting like online school or an alternative school. They also underscored the need to receive behavioral health support, including access to counselors that relate to them and substance use disorder (SUD) treatment that acknowledges how difficult it can be to stay sober.

“You need things and support to take care of your own space. You gotta take care of yourself, and you have to know when it is getting hot. You need to be able to slow down and take of yourself when that happens, but you need support to know when that is happening and what to do after.” – Youth in detention

Youth in detention shared that a major component of staying out of the youth legal system is being ready to change and getting in the mindset where they can be accountable for their actions and decisions. Youth also spoke about the importance of being in a safe environment where they can prepare for needed change. As highlighted in the quote to the left, one youth emphasized young people need for both individual decision-making and support from

community to become accountable for their own decisions. Many youth mentioned a variety of different homelike environments, such as group homes and halfway homes, where youth can get their needs met in a smaller and community-based environment. When those external needs are met, the youth believed that a young person is more likely to change their individual mindset to internalize the messages of support that they are hearing from caring adults. Youth reflected that they had to take responsibility for individual actions or harm they may have caused. However, they noted that many of issues – including systemic oppression, poverty, over policing – are not individual failures but rather systemic ones that require policy and societal changes.

Feedback on the Respite and Receiving Center

Youth in detention had many ideas about the proposed Respite and Receiving Center. They highlighted physical components such as visitation space for their family members to come see them. The youth wanted that space to have good lighting, cards to play, comfortable couches, and resources for their family including on-site counseling and therapy. Some youth shared that they would want to have a gym there where they could get their anger out and self-regulate. Other youth highlighted that they would want to have a comfortable bed to stay in if they could not go home, more outdoor space, and a nice café where they could choose healthy food. Above all else, youth believed that the Respite and Receiving Center needs to be comfortable so youth can feel like they can take a breath, think about the traumatic situation that they went through, and build trust with people who want to help them.

Youth in detention also had ideas about ways to improve their experience of the assessments and screenings used at the Respite and Receiving Center. One group of youth shared their frustration when they are asked so many questions when they are first arrested and brought to detention. They shared that they want to be able to build a relationship with someone before they jump into serious questions about the trauma that they may have experienced. They wanted the screenings and assessment to be more like a conversation than a long list of questions. They thought that the questions should be streamlined more so that the screenings took less time and instead focused on key questions that mattered in the moment including whether they needed immediate help, why an event took place, and whether they feel safe.

“Life is very short when you are kid. A small amount is actually a large fraction of time [for us]. But it’s temporary. We need to remember that.” – Youth in detention

Feedback on Community Care Homes

Youth in detention shared many ideas about the network of Community Care Homes, including the types of staff, activities, physical layout and components, and locations they desired. The youth wanted many activities and resources at or near the Community Care Homes. They specifically highlighted therapy; online or in-person school; transportation for youth to and from school and other activities; sports and physical activities to get out energy and anger; behavioral health classes such as anger management; gardening and outdoor activities; life skills classes such as budgeting and cooking classes; training for jobs such as resume writing; and field trips to places like museums and sporting events.

“You will want fewer people to be in your ear while you are trying to do all these other things and better yourself.” – Youth in detention

The youth wanted the Community Care Homes to be safe, comfortable, and home-like. They wanted rooms of their own with spaces they could personalize and decorate. Many youth shared that they are artists and wanted to display their art in their rooms. They wanted the Community Care Homes to have outdoor spaces both for recreation and for mental health reasons.

They wanted spaces within the homes or near the homes where family members could visit and spend time with them, and they also wanted to be able to leave the community care homes with their family for short periods of time.

Youth also wanted the Community Care Homes to be smaller than other traditional community-based alternatives like group homes or shelters. They liked the idea of having fewer young people in a home because it reduced the chance they would have a conflict. Most youth were confident they would be able to live in a Community Care Home with other youth if there was a shared understanding and agreement that the Community Care Home was a safe and neutral space. They suggested youth could sign a contract or agreement that they would adhere to specific rules of the Community Care Homes. If they break the rules, then they would face consequences, such as moving to a more restrictive Community Care Home. This idea of adjusting the environment to a youth’s progress is further explored below in the section on incentive-based and step-down models.

The youth had many different thoughts about the potential location of the Community Care Homes. Many felt that the homes should be located outside of the youth’s community because that distance would allow them to get away from their current environment and pressures from family or peers. Some youth shared that they would want to move to another city while other youth shared they would want to be relocated to a different county or a different state. Most youth agreed with the idea that there should be a range of different Community Care Homes located in different types of environments including more rural environments. Some, but fewer, youth liked the idea that they could be close to their families if the Community Care Home was in an urban environment and would get to visit with them on weekends. Most youth agreed that the most appropriate location of a Community Care Home would depend on the specific youth and what they need.

“Even if you are in a new place but if you are in the same hood, it’s not going to be helpful. You should be in a place that is different from your current environment. For me, you need a place to sleep, eat, make money, and get a job. If you are in a bad area or the same environment, you might want to come back into the life.” – Youth in detention

“We need people who invest in our future and not our failures.” – Youth in detention

The youth also wanted staff at the Community Care Homes to be caring and have similar lived experiences. They talked about staff at the community care homes as acting like foster parents and being more like caregivers than juvenile detention officers. Many youth liked the idea of having a few staff members who were always

there, so they could build strong relationships with them. They thought it was important that staff wanted to be there and wanted to work with these young people. The youth also highlighted the importance of constantly training and supporting the staff so they could address whatever the youth needed like first aid or crisis support.

When asked if they believed it was possible all youth, regardless of their alleged offense, could be in a Community Care Home, most youth in detention said it was possible. They highlighted the importance of creating spaces where youth charged with serious and violent crimes can be isolated from other youth and get the help that they need. Youth shared that the youth’s needs and alleged offense should determine the level of security or restriction of their placement. For example, when asked what should happen if a youth has allegedly shot another person, one group of youth suggested that the youth should be the only youth in the Community Care Home and constantly surrounded by staff. If that youth had underlying behavioral health problems, they thought that the youth should go to a more restrictive placement such as an inpatient treatment facility. They also agreed that some youth may need to be on Electronic Home Monitoring (EHM) while living in a Community Care Home so there is additional supervision for them.

Youth had different ideas on how the Community Care Homes should be safe. Some youth spoke about having many staff there, using metal detectors to make sure youth could not bring in weapons, and having secure doors and windows so youth could not be able to leave the home without staff permission. They also emphasized the idea that youth should be able to move to different Community Care Homes and get more privileges if they make progress.

Incentive-Based and Step-Down Models

Youth in detention highlighted need for more positive incentive structures to reward youth when they achieve their goals or participate in activities. Youth in detention shared that they wanted to be recognized when they make progress and achieve their goals, and they shared that punitive measures do not work to deter youth from specific behaviors. They highlighted that youth are more likely to stay in an environment, whether the Respite and Receiving Center or the Community Care Homes, if they are interested in the programming and if they trust and have a connection with the staff. Youth in detention felt strongly that youth would participate in programming and stay in the respite and receiving center or the community care homes if the programs and environments were tailored to meet their needs and support their

“Kids don’t mean to come back here [in detention]. It’s like they are dumbstruck when they get out and have freedom. Kids are more prone to coming back when they don’t have a time to ease back in.” – Youth in detention

strengths. They suggested that youth would stay engaged if the programs matched their interests. They also thought each youth should create a specific plan that outlines their goals while at the community-based alternatives, in addition to any Court-imposed conditions. Youth thought youth-centered plans would support more individualized care and tailored supports that address their needs.

Youth in detention also spoke about their interests in creating more step-down models of care that allow for changes as youth progress on their goals. They felt youth should be able to move from more restrictive environments to less restrictive environments and gain more privileges, such as television privileges, with positive behaviors. Some youth outlined a path towards more progressive privileges starting with the community care homes, moving to house arrest, and then leading to their eventual release, all with demonstrating positive behaviors and making progress on their personal goals. If a youth makes a mistake or engages in negative behaviors, those privileges would be restricted, and the youth would need to earn those privileges back with positive behavior. Ultimately, the youth felt that the movement or step-down between placements would allow youth to be more prepared for their eventual transition back to their families or communities. One youth wanted to make sure that their family, the judges and probation officer, and their alleged victim were notified if they moved to a different Community Care Home. They shared that this notification is important especially if the move was because they were making progress on their goals and making positive decisions.

Youth in detention also believed that more restrictive placements should be used for youth who have more intensive needs or are determined by the screenings and assessments to have greater safety risks to themselves or the community. Several youth believed that secure youth detention might be the most appropriate placement for a youth who has caused significant harm such as murder. However, many youth felt strongly that once a youth is stabilized with support in a more restrictive environment and makes progress, they should be able to move to a less restrictive environment and gain additional privileges.

Increased Supports for Youth and their Families While Home on EHM

Many youth in detention had previous experience on house arrest and wanted to increase supports for youth on house arrest. Several youth shared that when they were on house arrest, they felt isolated and did not feel supported. Many of them shared that they were depressed while on EHM because they just felt stuck at home without anything to do. Several youth even disclosed that they were coping with the isolation and loneliness of EHM with drugs or alcohol which exacerbated their reliance on those substances. In one extreme incident, a youth shared that while they were on EHM, they overdosed on fentanyl and thankfully survived because their mother found them. Youth in detention emphasized the importance of making sure that all youth could get opportunities to leave their homes, known as passes, with their parents or a trusted adult like a mentor. Many youth shared that house arrest works best when you are able to continue activities like go to school and be busy with a mentor or different programming. Many youth thought that a youth should get off of house arrest with good behavior and slowly earn more privileges to ease back into regular life without the constant monitoring of EHM.



Cocreative Care & Closure

Listening Sessions

October 7, 2023

Prepared for [KC-Department of Community and Human Services]

Created by [Cocreative Culture]

Cocreative Culture

Mission: Cocreative Culture exists to eradicate the current school to prison pipeline system in the US by improving social, economic and environmental conditions for young people from historically marginalized backgrounds through our holistic approaches.

Our vision is to help create a world where young people feel empowered to create their best futures.

At Cocreative Culture, we are dedicated to embodying: A culture of shared humanity - realizing that the well-being of our humanity is interdependent. We are dedicated to embodying the Ubuntu Spirit. What benefits me benefits you, and what harms you harms me. We believe in embracing diversity and encouraging inclusion to ensure that everyone is appreciated, respected, and heard. We provide solutions and program planning directed by young people. We believe in collaboration across sectors and generations. We believe in young people as experts capable of designing, planning, and implementing programs and services that benefit them. We are committed to fostering good change and empowering young people to become change agents in their communities by providing a secure and inclusive environment.

Our Programs:

Ubuntu Diversion Program:

Our Ubuntu program promotes community development, empowerment, and restorative justice. Through our holistic techniques, we offer harmed & harm parties a safe space to experience healing, recovery, and advocacy.

Outdoor & Recreation:

Our outdoor and recreation program allows our young people to experience healing via sports and other outside experiences.

Impact:

Our impact program focuses on transformative relationships to promote positive family connection between youth and their parents or adults in their lives.

Refugees & Immigrant Assistance Program:

In order to overcome the housing, language, cultural, spiritual, and educational challenges to a successful transition to the USA, our RIAP program with over 15 languages offers wraparound services to young refugees and immigrants.

Introduction

The objective of this report is to summarize the findings from the three listening sessions held to inform the King County Care & Closure effort. The listening sessions took place on October 7th, 2023 at Highline College with the objective of involving individuals from the youth, young adult, and parent/community demographics who have been affected by the youth legal system. More specifically, the sessions targeted those who have experienced harm caused by young individuals within the community and are interested in advocating for alternative approaches to the youth detention center, with the intention of informing the county about these alternatives.

Overview of the Activities Conducted

Cocreative Culture took a comprehensive outreach initiative, including various methods such as word of mouth, home visits, and distribution of flyers, to engage marginalized community people who had been adversely affected by the youth legal system and were difficult to reach. The primary objective of the listening sessions was to provide them with a platform to express their perspectives and to apprise the county authorities of potential alternative options to secure the juvenile detention center. We collaborated with a total of 15 individuals from the local community, primarily consisting of young individuals, to support the listening sessions. These community members provided assistance in various aspects, including planning, translation, interpretation, facilitation, note-taking, food services, and cleaning. In general, the team provided assistance in effectively carrying out our listening sessions for youth, young adults, and parents.

On the designated day, a substantial number of individuals 150+ joined us at Highline College with the intention of expressing their opinions on this urgent matter. A total of 159 persons were accommodated, consisting of 60 individuals under the age of 24, 34 parents, and 65 young adults and adults over 24 years old. Ninety percent of the individuals from the community who participated in the event self-identified as individuals who have experienced harm.

The event commenced with an Ubuntu circle grounding exercise, fostering a sense of connection and unity among participants. All participants were exposed to the traditional practice of drumming, facilitated by Anthony Davis, the President of the Cocreative Board. Additionally, they were engaged in vocal chanting rooted in the Bantu culture, led by Providence Kamana, the Founder and CEO of Cocreative Culture. The chant expresses Cocreative's concept that the interconnectedness of individuals is fundamental, since the well-being of one person has repercussions for the whole. The Ubuntu circle provided an inclusive and secure environment for community members to experience a sense of belonging, stability, and freely communicate and articulate their worries and concepts on care and closure.

Following the grounding and Ubuntu Circle, we divided the large group into three primary sections: youth session, young adult session, and parent session. Interpreters and translators were available to accommodate all participants in our sessions who did not have English as their primary language. Interpretations were offered in French, Swahili, Lingala, and Portuguese. Upon the conclusion of the event, participants were provided with gift cards valued at \$50 and had the opportunity to savor Bantu's authentic cuisine.

Listening Session Questions

Our sessions revolved around a set of five primary questions.

1. What does accountability look like to you? How would you want someone to be held responsible for their actions/harm they caused?
2. What concerns or excitements do you have regarding the expanding of alternatives to secure youth incarceration and closing the youth detention center?
3. When you were harmed, do you think you would have been interested in restorative justice practices or repairing the relationship with the person who harmed you?
4. What are other alternatives to secure youth detention that you would feel comfortable with to address harm caused by youth?
5. What additional information would you like individuals involved in this process to be aware of regarding your experience?

We received a substantial amount of feedback from all three groups, surpassing the mere scope of questions posed. It is evident that regular sessions of this nature are important in order to facilitate the development of our community and enable community members to actively engage in the formulation of solutions that hold significance for them.

Summary from youth:

- The youth group shared that accountability entails the recognition of personal responsibility and the acceptance of associated repercussions, without resorting to justifications or attributing blame to external parties for one's own shortcomings. The group thought that accountability needs to begin at an early stage in an individual's life, mostly through the guidance and instruction provided by parents or guardians. One member shared an illustration to demonstrate the importance of parents involving toddlers in the process of cleaning up after they purposely create a mess, rather than only taking on the responsibility themselves. Additionally, another scenario was presented whereby parents were observed to be making justifications for their children's mistakes instead of guiding them to take responsibility for their actions. There was a consensus among the youth group that it is generally more feasible to address and modify behavior during early stages of development as opposed to later stages, underscoring the significant role parents and guardians play in this process.
- The youth group felt that the measures implemented to establish accountability should be contingent upon several factors, including the severity of the transgression, the victim's inclination towards reconciliation, the offender's display of remorse, and the consideration of any underlying circumstances that may have influenced the offender's actions, such as mental illness, abuse, or anxiety disorders. It was collectively acknowledged that the establishment of all aforementioned criteria is important in order to attain a state of justice. Several strategies for promoting accountability were proposed, including engaging in community work and providing restitution in cases of theft. Broadly speaking, the group believed that it was important to get the harming party to a place where they acknowledge and derive lessons from their transgressions, get the mental help support needed while simultaneously ensuring reparation for the victim.

Summary from young adults & parents:

- The administration of punishment must be tailored to account for the distinctions between kids and adults, while also taking into consideration cultural variations.
- Detention develops fear for youth to incarceration. In contemporary society, it is argued that the current generation has different understanding when it comes to dignity, exhibits a diminished awareness of fear, and struggles to cultivate a genuine understanding of love. Furthermore, individuals within this generation tend to develop programs and initiatives that align with their personal preferences and inclinations.
- It is imperative to not solely focus on the punitive measures imposed on individuals, but rather to acknowledge and address the collective responsibility of society.
- Identify the legislative measures that exert influence and give rise to fundamental challenges pertaining to individuals' subject matter. The topic under consideration is the legalization of marijuana and its potential impact on the usage and possession of the substance among young individuals.
- Promote community education
- Identify legislation that fosters the promotion of individual liberties while simultaneously generating adverse consequences.
- The establishment of additional nonprofit organizations aimed at implementing various programs.
- Parents have a crucial role in imparting knowledge to the younger generation regarding their obligations and guiding them in distinguishing between morally acceptable and unacceptable behaviors.
- At some point, parents should assume responsibility rather than shifting it onto the government. It is imperative that we educate ourselves and acknowledge our duty to actively engage with our children by spending quality time with them.
- Facilitate the establishment of effective lines of communication between diverse governing bodies and local people, while promoting cultural sensitivity.
- It is imperative to acknowledge the influence of cultural origins on immigrants and the potential for overwhelming experiences.

The following are insights and responses obtained from the youth group:

Question 1: What does accountability look like to you? How would you want someone to be held responsible for their actions/harm they caused?

- One should refrain from assigning blame to others or making excuses for one's own actions.
- Harming them back is sort of an eye for an eye mentality. If not they will repeat their actions.
- The individual should acknowledge their error and assume responsibility for their actions. "saying I made a mistake and I am taking accountability"
- The perpetuation of reciprocal acts of violence should be deemed unacceptable.
- The potential outcomes of accountability should not inflict physical or psychological harm.
- Acknowledging one's errors and taking steps to rectify them
- The determination of an individual's accountability is contingent upon various factors. The basic circumstances under which parents are raised.
- There are further alternatives for ensuring accountability:
 - The topic of interest is therapy.
 - The level of parental involvement should be increased.
 - The instruction of children in assuming responsibility within the household is vital, while acquiring such skills in external environments is deemed unfavorable.
 - Gaining comprehension of the conditions that led to the action. Incorporating culturally suitable resources to assist these folks.

Question 2: What concerns or excitements do you have regarding the expanding of alternatives to secure youth incarceration and closing the youth detention center?

- If the absence of a correctional facility exists, individuals may think that there are no repercussions for their behaviors. Individuals will begin to engage in actions according to their own desires and preferences.
- If the decision is made to send children back to their homes, there is a possibility that they may be exposed to yet another hazardous situation or unsafe environments. Instead, the youth thought that they should be directed to alternative groups. Parental support is crucial in ensuring the well-being and development of children.
- Furthermore, the youth highlighted how the children acquire knowledge from their parents. High schools often organize monthly events where parents are invited to meet and interact with other students and parents. These gatherings aim to foster connections among individuals from diverse cultural and religious backgrounds.

Question 3: When you were harmed, do you think you would have been interested in restorative justice practices or repairing the relationship with the person who harmed you?

- A participant brought up a case involving a young individual who was admitted to a hospital and engaged in a disagreement with a nurse. Subsequently, the youth was apprehended due to displaying aggressive behavior. It is worth noting that the aforementioned kid was diagnosed with a mental disorder. This prompts consideration of the roles we play in cultivating empathy and preventing the escalation of conflicts, even prior to the implementation of restorative justice measures. Are there any conflict resolution procedures available? Is it conceivable that these young individuals could perhaps mitigate harm or even prevent harm altogether if they were subjected to compassionate and empathetic treatment instead of incarceration?
- The significance of community understanding regarding conflict resolution is underscored, as it enables individuals to acquire the necessary skills to effectively deescalate potential violence and mitigate or halt injury. Restorative justice may be deemed essential depending on the nature of the infraction. However, it is imperative

that all parties involved, including tutors, parents, and law enforcement personnel, prioritize the enhancement of productivity and development in young individuals over punitive measures. The attention should be directed on the youth, with due consideration given to their prior experiences. What are their preferences and interests, and is there potential for the development and cultivation of their abilities? In instances where a crime of significant significance has occurred, are there initiatives in place to aid the processes of healing and reintegration into society? Furthermore, is the victim also included in these efforts? The combined endeavors outlined above will not only facilitate the process of healing, but also serve to mitigate instances of harm and provide assistance to young individuals.

- In certain instances, the efficacy of pursuing reconciliation to repair interpersonal relationships may vary depending on the severity of harm or crime. While certain individuals readily provide forgiveness, others can harbor resentment and want to witness the wrongdoer experience commensurate suffering. In this particular scenario, it is imperative to grant both the perpetrator and the victim, with a particular emphasis on the victim, the chance to determine the course of action to be taken in order to secure the attainment of equity and justice, as well as the establishment of accountability.

Q4: What are other alternatives to secure youth detention that you would feel comfortable with to address harm caused by youth?

- Community service or voluntary activities undertaken by individuals or groups within a community, typically with the aim of benefiting others or improving the community as a whole.
- Among those experiencing mental health difficulties, in order to respect the individuals involved, it is advisable for law enforcement officials to exercise patience and proceed with caution.
- Sending young individuals to correctional facilities exacerbates the existing issues. Individuals exhibit an increased level of anger and hostility towards both the system and the other party involved.
- Visiting a location that is equipped with religious leaders and abundant resources. In this particular setting, adults exhibit affection and concern towards the younger individuals.
- The presence of community resources can significantly enhance the productivity of youth inside the community.
- In the aftermath of a conflict, what would be the desired outcome for the other party involved: "I would prefer that individual to be subjected to legal consequences, such as imprisonment and detention." I recommend that they get professional assistance from a licensed therapist. Delving into the underlying causes or origins of a phenomenon.
- If young individuals are incarcerated, they may not acquire the necessary knowledge or understanding from the experience.
- The act of surrounding oneself with individuals who possess positive qualities
- As individuals, we are all prone to committing errors. The experience of incarceration has the potential to adversely impact an individual's mental and physical well-being. Increasing the availability of mentors and community services. Crimes that may be subject to forgiveness
- The provision of education and communication is essential for facilitating interaction and collaboration between the two parties involved. One adolescent engaged in altercations within the educational setting. The individual informed his parents, who then conveyed to him that he is the source of the issue. In an attempt to instill discipline, they resorted to sending him to a detention facility and providing an explanation. Speculating on the potential circumstances of his existence. Subsequently, a transfer to a different educational institution was made.
- When examining our communities, it is essential to explore the factors that elicit certain responses or reactions, commonly referred to as triggers. Commencing at foundational levels to cultivate comprehension, followed by the subsequent creation of resources based on an informed grasp of the community's need.

Question 5: What additional information would you like individuals involved in this process to be aware of regarding your experience?

- Not enough time was available to address this question in the youth group.

The following are a collection of insights and responses obtained from the young adults group:

Question 1: What does accountability look like to you? How would you want someone to be held responsible for their actions/harm they caused?

- The ability to comprehend and analyze one's actions, feelings, and emotions, as well as the underlying reasons behind them, and effectively articulate the origins of their behavior and comprehension. Furthermore, expressing remorse for their behavior.
- Assuming ownership and demonstrating responsibility by acknowledging and fulfilling one's obligations.
- Implementing an appropriate consequence that facilitates comprehension of gravity and serves as a preventive measure, acting as a deterrent and eliciting empathetic responses.
- The objective is to comprehend the negative consequences, foster avenues for growth, and provide inclusive access, with a focus on empowering individuals to recognize their own capabilities rather than adopting punitive measures. Focusing on a comprehensive strategy that encompasses the entire family rather than solely on individuals.
- Love can serve as a catalyst for accountability.

Question 2: What concerns or excitements do you have regarding the expanding of alternatives to secure youth incarceration and closing the youth detention center?

- It is important to note that when we intervene in the lives of young individuals and facilitate their development (in a preventive manner), a potential issue arises in the form of a lack of accountability. This lack of accountability may create an environment where these individuals are able to persist in their behaviors without facing consequences.
- Excitement around fostering community engagement, raising awareness about available resources, facilitating connections between community members and mentors, providing access to various activities, promoting positive impact, and empowering youth to actively participate in community affairs. Positive role models play a crucial role in educating and establishing youth councils that facilitate the transition and support of their peers. A platform for individuals to exchange and discuss their personal experiences. Provides an opportunity for young individuals to develop an understanding of various nonprofit organizations.
- The objective is to foster awareness among individuals, particularly the adolescents and their peers, by providing them with opportunities to acquire valuable skills and contribute to society.
- The exploration of spirituality and the seeking of direction.
- The concept of cultural relevance is of significant importance in academic discourse. The concept of a "white mentality" and its relationship to racial disparities. Parents often seek the intervention of probation officers or law enforcement authorities when their children exhibit disruptive behavior. The distinction between ethnic and non-ethnic categories. The organization aims to represent youngsters from many racial and ethnic backgrounds.
- I am enthusiastic about the implementation of mentorship programs that are focused on career development within educational institutions. The promotion of racial inclusivity and economic inclusivity, regardless of ethnic background or involvement in gang activities. The monitoring and evaluation of program processes and the assessment of outcomes pertaining to program implementation and youth engagement.
- The excitement and concerns are geared toward the involvement and the responsibilities placed on parents, the extended family and community members.
- The involvement of fathers is crucial, as the absence of a father figure can significantly impact the youth's ability to seek direction and engage in meaningful conversations.

- The individual resided in the United States for a duration of six years subsequent to their relocation from Africa. During this period, they encountered a sense of detachment resulting from their inability to adequately nurture and engage in linguistic and child-rearing activities due to work commitments and other related factors. It is imperative for parents to revert to their ability to cultivate compassionate individuals by being actively engaged in their children's lives. The younger generation craves and benefits from parental attention. Social media and electronic devices have a significant impact on individuals and are subject to external influences.
- There is a concern regarding the current adjustments being implemented, as there is a possibility that these changes may not be deemed feasible in the future. This could result in a reversal of the changes or the implementation of alternative modifications. Progress is achieved, albeit not instantaneously.
- One of the concerns that arises when teaching a class of more than 20 children is the situation where one child engages in physically harming other children or damaging windows. In such instances, it becomes necessary to consider the appropriate course of action for the child in question. Additionally, it is important to contemplate the potential consequences for the overall well-being of the other students and the issue of accountability in relation to the youngster involved.
- What would be the impact on a parent if they made a request for their child to be incarcerated or reported them to the authorities? The primary focus should be on parental accountability and providing aid to parents. The Influence of Society on Children and Parents, and the Impact of Qualifications on System Requirements. The assessments of children may not accurately depict their genuine conduct due to the phenomenon of children adopting a facade when separated from their parents and placed in diverse social environments.
- The present situation is characterized by the existence of a discrepancy, resulting from previous transgressions committed by a former partner. The credibility of messengers is contingent upon charges and background investigations. Addressing the gaps in order to facilitate the engagement of individuals who are required to fulfill employment obligations with the task of working alongside young individuals.

Question 3: When you were harmed, do you think you would have been interested in restorative justice practices or repairing the relationship with the person who harmed you?

- The implementation of counseling programs should be expanded to include diverse groups of individuals who can provide guidance and support to young adults. These programs should focus on imparting knowledge and understanding about various aspects of life, hence enhancing the overall well-being of this demographic.
- We are witnessing the emergence of a cohort capable of legally purchasing cannabis at the age of 18, alongside the proliferation of further non-profit entities. It is imperative to proactively anticipate forthcoming developments in King County. These facilities catering to minor individuals are known to present numerous challenges due to the excessive autonomy they afford, enabling the purchase of substances such as marijuana and alcohol.
- It is imperative to provide education about the law and legal rights to our communities.

Q4: What are other alternatives to secure youth detention that you would feel comfortable with to address harm caused by youth?

- In light of the various ethnic, cultural, and religious diversities present within a given community, it is advisable to establish mentors who possess widespread recognition and acceptance among these diverse groups. These mentors would serve as mediators and offer valuable guidance to the youth in instances of minor offenses. Additionally, the mentors could advocate for restorative measures and collaborate with the offender to facilitate their acknowledgment of responsibility and subsequent efforts towards making amends.
- In order to enhance the rehabilitative nature of detention centers, it is suggested that a rebranding and renaming of these facilities be undertaken. Specifically, the proposal entails transforming these centers into technical institutions that prioritize the provision of individual and family therapy. Additionally, these institutions

should actively promote engagement with nature, talent exploration, enrollment in educational courses, and the pursuit of personal goals and aspirations among the youth in their care.

- It is imperative that all individuals employed inside these organizations have a strong affiliation with and originate from the community they serve. Individuals who possess conflict resolution training should ideally demonstrate empathy and sensitivity towards the ultimate objective of repairing, healing, and fostering productivity among young people, rather than focusing solely on punitive measures. This measure guarantees that upon their release, individuals will possess the ability to assimilate into society and minimize the likelihood of engaging in further criminal behavior.
- Integrating peer education courses into the school curriculum has the potential to serve multiple purposes. Firstly, it can serve as a continuous reminder and source of encouragement for juvenile offenders to maintain positive behavior. Additionally, such courses can contribute to a reduction in the number of new offenders, as they would effectively inform young individuals about the adverse consequences of engaging in misconduct. These classes would encompass a comprehensive approach, encompassing referrals and support services as necessary, while also fostering a sense of healing among the participants.
- In the case that it is determined that the juvenile offender has engaged in delinquent behavior as a result of experiencing abuse, adverse living situations, or other challenges, it would be desirable to witness not only the kid receiving intervention services, but also their facilitators or individuals who have contributed to their delinquency. There exists a quotation that posits the notion that "repeating the same actions while anticipating dissimilar outcomes is an exercise in futility." Consequently, reintegrating juvenile offenders into their previous social milieu devoid of a comprehensive support structure would invariably lead to recidivism.

Question 5: What additional information would you like individuals involved in this process to be aware of regarding your experience?

- It is imperative that our voices are acknowledged, our perspectives are heard, and our needs are supported. Many individuals within our community have experienced significant trauma resulting from cultural displacement, family separation, domestic violence, political and tribal conflicts, abuse, racism, and colonialism. Moreover, our community members may have been raised with distinct sets of morals and values, wherein actions deemed inappropriate in one context may be perceived differently in another.
- As we collectively strive to identify effective resolutions, it is crucial to take into account our diverse backgrounds and experiences. We implore you to approach this matter with empathy, love, compassion, patience, and understanding, as we all work towards the shared objective of peaceful coexistence and the reduction of crime, while simultaneously fostering the growth and productivity of our youth.

The following are a collection of insights and responses obtained from the parents focus group.

In order to facilitate our parent group's activities, we divided ourselves into three subgroups: Lingala, Swahili, and English.

Below are the English sub group responses:

Question 1: What does accountability look like to you? How would you want someone to be held responsible for their actions/harm they caused?

- Demonstrating comprehension of individuals' behaviors, empathizing with their emotions, and expressing remorse for their actions; assuming personal responsibility for one's actions; acquiring knowledge regarding the appropriate areas of responsibility; implementing appropriate consequences to grasp the seriousness of the matter; comprehending the negative impact without resorting to punitive measures; fostering accountability through a compassionate approach.

Question 2: What concerns or excitements do you have regarding the expanding of alternatives to secure youth incarceration and closing the youth detention center?

- It is important to acknowledge that when engaging in preventive measures, there are concerns regarding the absence of accountability and persistent destructive behaviors.
- It is crucial to foster community awareness and establish connections with available resources, while actively participating in the community. This can be achieved through the provision of positive role models and the establishment of a youth council that facilitates their integration within the community. By doing so, young individuals are provided with an opportunity to comprehend various resources and non-profit organizations, while also acquiring essential skills, guidance, and spiritual support.
- It is imperative to ensure cultural relevance and inclusivity for individuals from diverse backgrounds, considering concerns related to racial disparities. Additionally, it is necessary to offer increased support for parents, address disparities in policing, and promote the representation of organizations that advocate for children of color.
- The implementation of mentorship programs is also crucial in addressing concerns surrounding gang relations and related issues. This discussion revolves around the issue of family accountability, specifically focusing on the importance of fathers' involvement in homes and the consequences of their absence.
- It also highlights the significance of parents actively participating in their children's life and the impact of media on their offspring.
- There are existing apprehensions regarding the current changes being implemented, as well as questions regarding the optimal measures for establishing a sound structure. Additionally, there are concerns pertaining to the level of transparency being maintained.
- The present inquiry examines the various roles that restorative justice plays in influencing children, both in positive and bad ways. The implementation of mentorship initiatives across various programs, coupled with the inclusion of mentors who possess respectable credentials and have undergone thorough background checks, serves as a means of ensuring the efficacy and integrity of such programs.

Question 3: When you were harmed, do you think you would have been interested in restorative justice practices or repairing the relationship with the person who harmed you?

- A family member expressed support for embracing restorative justice, especially in cases involving severe harm resulting from acts of violence and gun violence that have led to loss of life. It is imperative to acknowledge that those who inflict harm upon others often have experienced suffering themselves. Consequently, it is crucial to refrain from immediate emotional responses of anger and blame, and instead adopt a more constructive approach that emphasizes the reparation of harm, education, counseling, and proactive measures to ensure accountability for the responsible party. The act of engaging in forgiveness in response to damage as a means to disrupt the perpetuation of a cycle.
- In instances of harm, it is imperative to establish accountability across various levels, including law enforcement, the collective group, and the individual responsible for causing injury.
- The individual in question resides in a recovery facility, attends court hearings, undergoes mental health evaluations, participates in regular meetings, counseling sessions, and drug tests. They demonstrate regret for their actions and are provided with the opportunity to engage in personal growth and rehabilitation.
- The initial step in the process involves conducting evaluations and stress tests, which are designed to assess the performance and resilience of a system. It is imperative to establish a dedicated framework or program that can effectively address and mitigate any potential stressors that may arise throughout the evaluation process. Restorative programs are implemented with the aim of showcasing and instructing individuals on the acquisition of self-control abilities, as well as imparting knowledge on appropriate responses to various roles and situations, emphasizing non-violent approaches.

- There are programs available that facilitate the identification of underlying causes for behaviors and activities, as well as the development of initiatives aimed at teaching young individuals the skills necessary for self-regulation and upkeep.
- Programs catering to culturally aware youth, namely those who are recent immigrants and possess distinct requirements, are designed to be specialized and tailored to their specific circumstances. Advocacy for progression.
- There is a concern over the implementation of restorative justice practices in schools, specifically in cases involving a single individual. In such instances, it is seen that the aggressor is required to provide an account of the incident while the victim is also expected to offer an apology. This approach raises questions about the fairness of the process. The occurrence of bullying results in a phenomenon when the individuals who are subjected to mistreatment refrain from expressing their grievances due to apprehension over potential reprisals.
- Explain the observed behavior and provide an analysis of the parental dynamics. The inclusion and involvement of parents at all levels.
- Addressing and Disrupting the School-to-Prison Pipeline Phenomenon, starting with elementary school.
- It is important to recognize that certain challenges originate within the household prior to considering the engagement of state or city entities. While it is commendable that assistance may be accessible, parents require additional resources, and it is not appropriate to place sole responsibility on instructors. Identify the locations where trauma is being inflicted, such as educational institutions and domestic environments.

Below are the Lingala sub group responses:

Question 1: What does accountability look like to you? How would you want someone to be held responsible for their actions/harm they caused?

- It is imperative for individuals to assume responsibility for their own actions. In the event of commendable conduct, they ought to be rewarded accordingly. Conversely, in the case of misconduct, individuals should be held accountable. This approach facilitates a comprehensive understanding among all parties involved.
- Factors to consider include the individual's historical and contextual background, such as their personal history and the socio-cultural environment in which they were raised. It is important to understand the circumstances and challenges faced by the community in order to comprehensively assess the situation.
- The concept of offense and the subsequent actions to be done should be regarded as a strategic plan of action. The manner in which young individuals are disciplined differs between adults and children.
- In many African cultures, parents may resort to physical means such as pinching to correct their children's behavior. However, in our contemporary society, such actions might lead to legal consequences, since authorities may be notified. Consequently, we are witnessing the emergence of a generation that lacks an understanding of the dread associated with disciplinary measures.

Question 2: What concerns or excitements do you have regarding the expanding of alternatives to secure youth incarceration and closing the youth detention center?

- The closing of juvenile detention facilities does not necessarily imply the implementation of an alternative type of punishment. It is important to acknowledge that there are individuals who lack an understanding of fear and love, and that the conditions within these facilities often fail to foster a sense of dignity among incarcerated individuals.
- In terms of the extent of harm caused, it is important to consider the punitive measures that may be implemented to promote education throughout society as a whole. This entails holding each individual within the community accountable, particularly in cases when an individual possesses a firearm. It is imperative that we adopt a collective approach to ensure more accountability.

Question 3: When you were harmed, do you think you would have been interested in restorative justice practices or repairing the relationship with the person who harmed you?

- Violent offenders and angry issues with recovery residence; when they go to court and drug issues or mental health difficulties, address the issue and give advice.
- Assess the efficacy of stress tests in determining an individual's aptitude for participation in a specific program, with a particular focus on instructing them on non-violent response strategies. Identify the fundamental behavioral processes and establish protocols for self-regulation and upkeep.
- It is imperative to engage parents throughout the entire process, effectively communicating to them the activities and events their child will be participating in, and ensuring their active involvement.
- Certain conflicts originate within the household and it is incumbent upon parents to address and resolve them. The provision of resources for parents is essential. Educational institutions and educators should acknowledge the origins of trauma.

Below are the Swahili sub group responses:

Question 1: What does accountability look like to you? How would you want someone to be held responsible for their actions/harm they caused?

- The foundation of everything is rooted in the family unit, as it serves as the fundamental basis for individuals' actions and behaviors. Families are accountable for their actions and must strive to maintain a sense of righteousness and fairness in their interactions with one another.

Question 2: What concerns or excitements do you have regarding the expanding of alternatives to secure youth incarceration and closing the youth detention center?

- The role of parental responsibility is paramount, as parents are the primary individuals accountable for their children. It is imperative that we, as parents, introspect and acknowledge our duty towards our children.
- We often find ourselves lacking in time for our children, resulting in their engagement in outdoor activities. Thus, it is crucial for parents to assume responsibility, alongside the educational system and the rights of parents, particularly considering our unique backgrounds.

Question 3: When you were harmed, do you think you would have been interested in restorative justice practices or repairing the relationship with the person who harmed you?

- The appropriate measure to be taken regarding a juvenile offender depends on several factors, including the likelihood of reoffending, the severity of the offense, and the goal behind it. This issue pertains to the field of adolescent delinquency, specifically concerning individuals between the ages of 10 and 18. It is concerning to note that there have been instances of property damage and violence resulting in the loss of life perpetrated by young individuals, which warrants attention and action.

Q4: What are other alternatives to secure youth detention that you would feel comfortable with to address harm caused by youth?

- The establishment of community spaces where youth can be referred to, meet community members with lived and diverse experiences that they can engage and work with.

Question 5: What additional information would you like individuals involved in this process to be aware of regarding your experience?

- The presence of diverse cultures necessitates a consideration of the rights afforded to children, as these rights may impose excessive burdens on them. The task of caring for a child is inherently challenging, requiring an understanding of appropriate behavior and conduct in public settings. Is it possible to observe individuals engaging in illicit behavior? If I fail to adhere to appropriate role models, there are several prospects available.

This is due to their autonomy. I supervise five male individuals in my workplace. How is it that the authority of a parent cannot be undermined inside the legal system?

Cocreative Culture Community Listening Sessions Recommendations

America's justice system has long been debated in terms of its efficacy, especially when it comes to youth offenders. Historically, punitive measures have been the go-to response, a system that seeks retribution more than rehabilitation. However, as our understanding of juvenile psychology and societal dynamics has evolved, so too should our approach to justice. One such approach that has garnered attention and traction is restorative justice.

As our society continues to develop, our understanding of accountability has matured beyond the superficial. Various community members, in their shared wisdom, painted a picture of accountability as not just admitting mistakes but truly understanding their implications. It's a journey that begins with recognizing one's missteps, but its essence lies in the depth of introspection it demands. True accountability calls for a person to reflect on their actions, understand the impact they've had on others, and take genuine steps to make amends. It's a blend of remorse, responsibility, and tangible restitution.

Restorative justice offers an alternative approach to addressing crime, emphasizing the repair of harm over punitive measures. It views crimes as violations against individuals and relationships rather than just rule breaches. The main goal is to understand the harm caused by the crime and find ways to mend it while ensuring the offender takes responsibility for their actions. This system prioritizes the needs of victims and survivors, involving them actively in the justice process, and empowers them to have a greater role than in traditional systems. The community also plays a crucial role in restorative justice, setting behavioral standards, holding the offender accountable, and supporting both the victim and offender towards healing and reconciliation. The success of restorative justice is gauged by the repair of harm rather than the severity of punishment.

Transform the Juvenile Justice Landscape

The paradigm shift from purely punitive measures towards rehabilitative solutions for youth offenders is met with a palpable mix of anticipation and concern within the community. While the trajectory of youth can undoubtedly be redirected from recurring offenses to positive societal contributions, the path to get there requires clarity and commitment. A move away from secure youth detention centers signals progressive change. However, the community underscores that such decisions should be matched with high-quality, accessible alternatives. The transition should not be abrupt but thoughtfully phased, ensuring that the integrity and efficacy of the rehabilitative process are uncompromised.

Implement Restorative Justice Practices: Beyond Just Making Amends

The potency of restorative justice practices lies in their ability to heal, both the victim and the perpetrator. While the raw aftermath of harm often clouds judgment and fosters resentment, time and understanding can offer a different perspective. Restorative justice, facilitated through open dialogues, mutual commitment, and respect, offers an avenue for deep-seated healing. For such practices to be effective, it's imperative to ensure that all parties involved are emotionally ready and that the process is voluntary. A forced or rushed attempt at reconciliation might be counterproductive.

Take A Comprehensive Approach to Youth Rehabilitation

The vision for youth rehabilitation, as echoed by community voices, is overwhelmingly holistic. From restorative justice circles that promote dialogue to mentorship programs that provide role models, the strategies are varied but interconnected. There's an emphasis on equipping youth with life skills, be it through vocational training or therapeutic sessions. The community is vocal about the importance of understanding the individual backgrounds of each youth, ensuring interventions are tailored and effective. In this discourse, the role of educational institutions is pivotal. Schools have the potential to be more than just centers for academic learning; they can mold character, foster inclusivity, and be

sanctuaries of safety and trust.

Embrace Cultural Diversity in Rehabilitation

The cultural fabric of our community is rich and diverse. As such, youth rehabilitation programs must be culturally sensitive and adaptive. With the glaring racial disparities evident in the juvenile justice system, there's a unanimous call for systemic introspection and reform. Programs, ideally co-created with community leaders and cultural experts, can ensure that interventions resonate with the youth they aim to assist. Feedback mechanisms, encompassing the diverse voices of youth, their families, and the community at large, can provide valuable insights, ensuring programs remain dynamic and responsive.

Our societal progression demands a fresh perspective on justice, one that leans towards understanding, empathy, and rehabilitation. A collective vision, underpinned by community involvement and robust programs, can forge a path where youth offenders are not just penalized but are given opportunities to rediscover purpose, contribute positively, and fulfill their potential.

Prioritize Restorative Justice Instead of Punishment

Rehabilitation Over Retribution: Youth offenders, by virtue of their age, are still developing. Their understanding of consequences, empathy, and the broader societal impact of their actions is not yet fully formed. Punitive measures can further alienate and harden them, pushing them deeper into a life of crime. Restorative justice, on the other hand, seeks to make the offender understand the impact of their actions and encourages them to make amends, fostering growth and maturity.

Reduction in Recidivism: Studies have shown that youth who go through restorative justice programs are less likely to reoffend. This can be attributed to the fact that they gain a deeper understanding of the harm they've caused and are given tools to integrate back into society in a positive way.

Building Community Ties: Restorative justice involves the community in the justice process. This community involvement can help bridge the gap between offenders and the society they wronged, fostering understanding and empathy on both sides.

Societal Benefits of Restorative Justice

Cost-Effective: Maintaining punitive systems, like juvenile detention centers, is expensive. Restorative justice programs, in comparison, are more cost-effective in the long run as they address the root causes of crime and reduce the likelihood of repeat offenses.

Promotes a Healthier Society: A society that focuses on healing and understanding, rather than punishing, is healthier. Restorative justice fosters empathy, understanding, and communication. It moves us away from a culture of retribution and towards one of mutual respect and growth.

Empowerment of Victims: In traditional justice systems, victims often feel sidelined. Restorative justice places them at the center, giving them a voice, and allowing them to be active participants in the healing process.

How Restorative Justice Works

Facilitated Dialogue: A neutral facilitator guides a dialogue between the offender, the victim, and sometimes community members. This dialogue allows both parties to express their feelings, ask questions, and seek understanding.

Making Amends: The offender is given an opportunity to make amends, be it through community service, direct

reparations, or other agreed-upon actions that would benefit the victim and the community.

Ongoing Support: Both the victim and the offender receive support, ensuring that the process is healing for all involved and that the offender has the resources needed to reintegrate into society.

For King County to move forward and address youth crime in a meaningful way, it is essential to shift our focus from mere punishment to understanding, rehabilitation, and community-building. Restorative justice provides a framework for such a change. By centering the needs of victims, providing offenders with an opportunity for redemption, and engaging the community in the process, restorative justice presents a holistic approach that is not only fairer but also more effective and sustainable in the long run which will eventually lead to successful care and closure. It's time King County fully embraces this evolved form of justice for its youth.

Appendix:

Overview

On October 7th, 2023 a total of 159 persons were accommodated at Highline College, consisting of 60 individuals under the age of 24, 34 parents, and 65 young adults and adults over 24 years old. Ninety percent of the individuals from the community who participated in the event self-identified as individuals who have experienced harm.

Questions:

English

1. What does accountability look like to you? How would you want someone to be held responsible for their actions/harm they caused?
2. What concerns or excitements do you have about the expanding of alternatives to secure youth detention and closing the youth detention center
3. When you were harmed, do you think you would have been interested in restorative justice practices or repairing the relationship with the person who harmed you?
4. What are other alternatives to secure youth detention that you would feel comfortable with to address harm caused by youth?
5. What else do you want people in this process to know about your experience?

Swahili

1. Je, uwajibikaji unaonekanaje kwako? Je, ungependa mtu awajibike vipi kwa matendo/madhara aliyosababisha?
2. Je, una wasiwasi gani au msisimko gani kuhusu upanuzi wa njia mbadala za kupata kizuizini cha vijana na kufunga kituo cha kuwazuilia vijana
3. Ulipodhurika, unafikiri ungependezwa na mazoea ya urejeshaji wa haki au kurekebisha uhusiano na mtu aliyekudhuru?
4. Je, ni njia gani nyingine mbadala za kupata kizuizini kwa vijana ambazo ungejisikia huru nazo kushughulikia madhara yanayosababishwa na vijana?
5. Ni nini kingine ungependa watu katika mchakato huu wajue kuhusu uzoefu wako?

Lingala:

1. Kopesa biyano ezali ndenge nini mpo na yo? Ndenge nini okolinga ete moto azwa mokumba ya misala/mabe oyo asali?
2. Mitungisi to bisengo nini ozali na yango mpo na kopanzana ya banzela mosusu mpo na kobatela bokangami ya bilenge mpe kokanga esika ya bokangami ya bilenge
3. Ntango basalaki yo mabe, okanisi ete olingaki kosepela na misala ya bosembo ya kozongisa makambo to kobongisa boyokani na moto oyo asalaki yo mabe?
4. Nini ezali mayele mosusu oyo okoki kosala mpo na kobatela bilenge na boloko oyo okoyoka malamumu mpo na kosilisa mbeba oyo bilenge bazali kobimisa?
5. Nini lisusu olingi bato oyo bazali na processus oyo bayeba na ntina ya expérience na yo?

French:

1. À quoi ressemble pour vous la responsabilité ? Comment voudriez-vous qu'une personne soit tenue responsable de ses actes/du préjudice qu'elle a causé ?
2. Quelles inquiétudes ou enthousiasmes avez-vous concernant l'élargissement des alternatives pour sécuriser la détention des jeunes et la fermeture du centre de détention pour jeunes ?
3. Lorsque vous avez subi un préjudice, pensez-vous que vous auriez été intéressé par des pratiques de justice réparatrice ou par la réparation de la relation avec la personne qui vous a fait du tort ?
4. Quelles sont les autres alternatives de détention sécurisée pour les jeunes avec lesquelles vous vous sentiriez à l'aise pour remédier aux préjudices causés par les jeunes ?
5. Que voulez-vous que les personnes participant à ce processus sachent d'autres sur votre expérience ?

Portuguese:

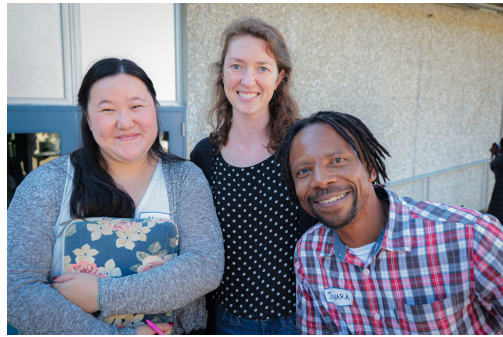
1. Como é a responsabilidade para você? Como você gostaria que alguém fosse responsabilizado pelas ações/danos que causou?
2. Que preocupações ou entusiasmo você tem sobre a expansão de alternativas para garantir a detenção de jovens e o fechamento do centro de detenção juvenil?
3. Quando você foi prejudicado, você acha que estaria interessado em práticas de justiça restaurativa ou em reparar o relacionamento com a pessoa que o feriu?
4. Quais são outras alternativas para garantir a detenção de jovens com as quais você se sentiria confortável para lidar com os danos causados pelos jovens?
5. O que mais você deseja que as pessoas neste processo saibam sobre sua experiência?

Cocreative Culture listening sessions photos:









CARE & CLOSURE COMMUNITY ENGAGEMENT

Appendix N

OCTOBER 2023



SUMMARY OF FINDINGS FROM LISTENING SESSIONS



Overview

In October 2023, Progress Pushers and Win Regardless collaborated with King County Department of Community and Human Services to organize three in-person listening sessions and two surveys with youth, young adults, and their families impacted by the youth legal system to inform the Care and Closure initiative.

Progress Pushers is a 501(c)(3) nonprofit based in Renton, WA, and is dedicated to empowering youth aged 12-24. Our Mission is to guide, educate, and empower youth that are most impacted by societal systems. We believe that by connecting them to mentors, needed skills and opportunities this population can thrive in their own image of greatness. Our Vision is to see young people in leadership positions with diverse career opportunities. We believe in allowing youth to be innovative in creating solutions to societal issues. This will empower the youth not only to identify what their own greatness looks like, but also to want to continuously live the best version of themselves.

Win Regardless LLC was created and founded by Jeremy Winzer. His mission is to train, motivate and inspire, by providing underserved youth and families with the education, tools, and support needed to execute their Win, regardless of any circumstance.

Progress Pushers and Win Regardless hosted the listening sessions and surveys between the dates of October 9 – October 27 and engaged a hundred individuals between the ages of 10 – 50 years old who have been systematically impacted, family members of those who have been impacted or community members with lived experience.

In the first in-person listening session held on October 9th, individuals were given five questions to answer. Youth and adults were split up and following individual responses, the groups collectively reviewed and discussed their answers. During the second session, participants completed a 50-question survey concerning community-based alternatives, community needs and holistic approaches. The third session took place at the Woodinville Community Facility, a juvenile rehabilitation center for young men, where they also completed the 25-question survey and discussed their thoughts on realistic alternatives to the detention center. In the fourth and final session lead facilitator Jerney Winzer spoke with participants about the emerging recommendations from the Care and Closure process, including the Respite Center, and Community Care Homes. During these sessions the youth, community members and leaders spoke about their experiences and gave their honest thoughts on closing the detention center.



Event Information & Demographics

Over a hundred participants were engaged in the listening sessions. Over three-quarters of those participants were youth and young adults between the ages of 10 to 24 years old. Adults in the listening sessions included parents, guardians, and siblings of impacted youth and other community members. Nearly every participant in the listening sessions had experience with or was directly impacted by the criminal legal system.

All listening sessions, except for the Woodinville Session, took place in the evenings, running from 5:30 to 7:30 pm. The Woodinville Session occurred during regular business hours from 2:00 to 4:00 pm. Each participant received a \$50 visa stipend and meal at each session and were encouraged to give their honest feedback and thoughts on the detention center and its alternatives.

Date	Location	Number of Participants Youth & Young Adults 10-24 / Adults 25+
October 9, 2023	Renton Office	16 Youth / 7 Adults
October 16, 2023	Renton Office	27 Youth / 10 Adults
October 25, 2023	Woodinville Community Facility - Survey & Listening session	7 Youth / 1 Adults
October 27, 2023	Renton Office	28 Youth / 5 Adults
	Total:	78 Youth / 23 Adults

Our outreach efforts encompassed various channels, utilizing both social media platforms and traditional word-of-mouth strategies. In addition to casting a wide net through various online channels, we fostered connections with the participants of Progress Pushers and their families to increase awareness about the upcoming events. We aimed to create an inclusive outreach campaign, ensuring that diverse communities were informed and engaged in the events.

Key Findings

A positive impact – Guiding and Mentoring

Participants emphasized the need for more organizations like Progress Pushers with mentors who have firsthand experience with incarceration and possess the tools to help them navigate through challenges. The impact of having someone in their lives who invested time in building a relationship, consistently shows up, and offers support, can alter their responses to situations that would typically lead to unfavorable circumstances.

Mentors provide emotional support, motivation, resources and beyond. Continuing the empowerment, funding and support of community organizations ensures our youth can find individuals who are willing and able to help them.

“Be around youth that do better, and you will do better.” – Participant in the Listening Sessions

Support for Community-Based Alternatives and Collaboration

Nearly every participant we engaged with has had experience with the criminal legal system. It became abundantly clear from the discussions with these community members that youth incarceration is not beneficial in most circumstances, emphasizing the need for a holistic approach in handling young individuals who have undergone traumatic experiences.

It is important to empower community leaders to be the initial responders, in addition to law enforcement, when addressing issues with young adults to allow a more focused examination of the root causes behind their involvement in criminal activities. Participants believe prioritizing an understanding of the underlying reasons and mental state of young individuals is essential before embarking on a path to find effective solutions.



“When supporting and dealing with youth, those in charge should consider if this was their family member and how you want them treated regardless of what they did.” - Participant in the Listening Sessions

While participants believed it is crucial to hold young adults accountable when they break the law, they also shared that it is essential to acknowledge that many grow up in communities where violence is unfortunately normalized. With this foundational understanding, participants want approaches to delve into the "why" behind their actions. We need to explore the root causes and determine effective strategies to prevent the perpetuation of such behavior. However, most participants believed that the expansion of alternatives should continue to include the youth legal system.

To uphold community safety and accountability, our key findings show that it is still necessary to have a place for youth to go when they are alleged to have caused serious harm in the community. As discussed further below, this center should be designed to be safe for youth and the community, allow youth to get the resources that they need without the competing challenges of their current environments, and managed with an elevated level of supervision and care.

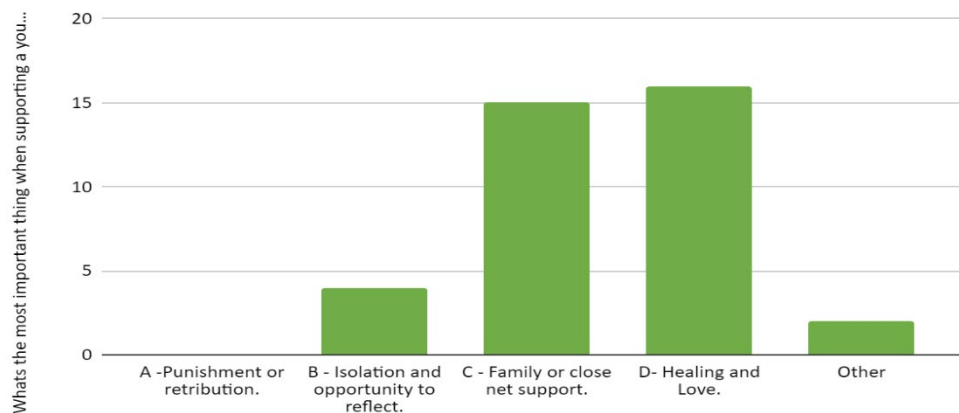
"It's a good thing to not treat youth as animals; however, if there is no punishment, they may not feel the consequences." - Participant in the Listening Sessions

The Need for Holistic Approaches to Support Youth and Families

In our conversations and survey analyses, it became evident that there is a crucial demand for increased assistance for both our young adults and their families. Participants recognize that numerous challenges originate within the home, so our focus is on connecting youth to resources that extend support not just to young adults but also to their families for complete wrap-around services.

Participants believed it is essential to address the fundamental needs like mental health, substance abuse, education, and skill development. Addressing these needs are critical, because they serve as fundamental elements to creating a fulfilled and successful life. Additionally, participants thought that creating a stable support system would play a pivotal role in aiding our young adults. They emphasized that we must recognize the interconnectedness between mental, emotional, and physical well-being. As shown in the graph below, participants thought that healing and love and family or close net support would be the most important supports to provide when a youth has been alleged of committing a crime.

Whats the most important thing when supporting a youth who has been alleged to have committed a crime.



“There needs to be more pressure placed on our government officials to redirect the funding to youth programs, education and restorative justice.” - Participant in the Listening Sessions

Recommendations on Community-Based Alternatives

Progress Pushers and Win Regardless structured the listening sessions to get critical feedback and input on the emerging recommendations coming out of the Care and Closure process, including specifically on the proposed respite center and network of community care homes.

Safe Place for Youth to Be Evaluated - Respite Center

Participants think that the Respite Center should be secured and the place where young adults are assessed. Assessments of the youth’s needs and the circumstances of the alleged crime would determine whether the youth could go home or be sent to a community care home. Participants emphasized that young people “have to know there are consequences for their actions” for there to be any change.

If we collaborate with community organizations and law enforcement to establish a holistic, community-centered environment and strategy for evaluating youth and young adults, we maintain a secure environment for everyone involved and give our young adults the best chance at stopping this vicious cycle of school to prison pipeline. Following the determination of the severity of the crime, we can then place the young adult in the most suitable and appropriate environment.

Security extends beyond physical confinement. Considering the mental well-being of our young adults, we envision the Respite center as a haven of safety. Regardless of the alleged crime, prioritizing basic needs becomes paramount. Are they hungry? Have they slept? Have they showered? Attending to their physiological needs before addressing their behavior establishes a foundation for the young person to enter a more positive mental state.

Ensuring the facilities are staffed with a diverse team of professionals, including mental health experts, legal professionals, and social workers, guarantees a thorough assessment customized to meet the unique needs of each individual.

Community Care Homes

Participants were supportive and excited about the opportunity for the network of community care homes. They believed that they should be placed across the county and should range in gender diversity, age and the intensity of the services needed. These homes would feature dedicated on-site support and care teams exclusively catering to the needs of young individuals. Participants believed the community care home should be operated by community organizations and should have a range of essential services including mental health support, life skills training, professional development courses, as well as family and housing assistance programs. The effort between these entities should aim to provide comprehensive care and support to foster the holistic development of the individuals residing in these homes.

The recurring theme in the youth’s vision of ideal homes is “Facilities that resemble a home.” Some young people have never slept in their own beds, cooked their own meals or been in a healthy environment. Providing a sense of stability for our youth is important to starting the healing process.

Participants also expressed a desire to have individuals who share their background, comprehend their challenges, and possess the skills to navigate diverse situations to oversee the homes. This enables the youth to establish a connection with the leaders running the homes, fostering a sense of belonging and understanding.

“The main thing to know is that the person who is guiding you has been there done that and has gotten through it.” – Participant in the Listening Sessions

The participants in the listening sessions were remarkably candid about concerns of youths’ potential actions in scenarios without consequences. They reinforced the importance of maintaining measures to ensure safety and accountability for everyone involved. But despite this need for structure, participants clearly recognized the detrimental impact that detention centers can have on the well-being of our black and brown youth and young adults.

Participants shared that it has become imperative to explore alternative approaches to detention when a young person is facing challenges. A crucial element in this pursuit should be the implementation of wrap-around services that not only address the individual's struggles but also incorporate their families into the support plan. Understanding that many issues originate from the home environment, and we cannot emphasize enough, the need for holistic and family-centered solutions.

Appendix

Date	Location	Number of Participants Youth & Young Adults 10-24 / Adults 25+
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	Total:	78 Youth / 23 Adults

Progress Pushers and Win Regardless have compiled the questions, notes, and responses from the listening sessions and surveys. You can find that compiled information at [this link](#).

Findings from Feedback Sessions on Care and Closure Recommendations

Overview

In late October and November 2023, DCHS convened feedback sessions on the proposed Care and Closure recommendations. The goals of these sessions were to 1) reengage individuals who had previously provided input on what alternatives are needed to support youth healing, accountability, and community safety; 2) gather feedback from impacted community members on the recommendations; and 3) share information about the next steps of the project. DCHS created this summary to highlight the themes and questions discussed in the feedback sessions.

Summary

DCHS convened five feedback sessions (two virtual and three in-person) and met separately one-on-one with community members who could not attend the feedback sessions. DCHS engaged a total of 45 people across those events, and 35 of those community members were youth under 18 years old. In addition, DCHS partnered with and funded Progress Pushers and Win Regardless to host feedback sessions with youth, family members, and community members.

DCHS staff began the feedback sessions with an overview of the proposed recommendations and then asked the participants several general questions:

- 1) What excites you about these recommendations?
- 2) What questions do you have about the recommendations?
- 3) What potential challenges do you see with these recommendations?

Themes from the Discussion

Participants shared collective excitement around the potential of transforming the current system of secure youth detention. They spoke about hope for the future when these recommendations would be implemented.

They especially appreciated the expanded programmatic supports for youth and families, including mentors with lived experience, behavioral health supports, and family-centered supports. They highlighted the need for different approaches to address the trauma that many youth of color and youth from low-income families face. They also shared that they were hopeful to see concrete components

“We are doing something different. I like the fact that we are moving towards something that is moving forward and allows our youth to be healthy and safe.” – Adult participant

outlined that incorporate their perspectives and the needs of their community members. Many shared feedback that the current system is inadequate to addressing youth and family needs and that new approaches are needed to positively impact community safety.

Participants who had previously been engaged by community partners also shared that the findings and the recommendations reflected their input. Both youth and adult participants shared that they felt that their previous feedback was thoughtfully considered and incorporated into the proposed recommendations. They appreciated the compiled overview of the findings from the previous engagements and asked about the input from other participants, especially from youth in detention.

Participants appreciated the focus on individualized care and tailored support for youth, beginning with the Respite and Receiving Center and continuing with the Community Care Homes. They echoed that too often, the youth have specific needs that are not being met in youth detention. The lack of support for those youth in detention makes it harder for them to move forward from their involvement in the youth legal system.

Participants continued to echo the need for strong community supports for these youth across a variety of elements and strength-based programming. They brought up the need for stronger mentors with shared lived

“I am excited because that foundation will have shown the youth that we care about you. We have people in the mindset that we have to punish kids to make their futures brighter. It is hard for them to see the positive message. Having that good foundation of support is essential – it doesn’t matter what you have in your background, you can turn your life around.”
– Adult participant

“I like that all the youth need to be assessed. I like that this is not a one-sized fits all approach. It needs to be set up with immediate supports, not supports that come later in 3 months. Because parents need support right away. They need someone to connect with in here and the resources. If not, they [give up] and then come right back into trouble and detention.” – Adult participant

experience, job opportunities and paid internship opportunities, transportation to and from programs, support for families and younger siblings, housing support including relocation from their immediate community, and surrounding the youth with positive role models. They echoed the need for care and compassion for these youth, but also the importance of accountability. They emphasized the importance of structure and stability, supportive programs, and keeping youth busy. They also highlighted the need for education access and supports throughout the proposed

recommendations. Youth participants were mindful that an impacted youth may need to be at an alternative school or online school while at a Community Care Home to minimize potential stigma or safety concerns at school. In addition, they highlighted the importance of jobs and internships for youth to make money, more community-based programming with extended hours including youth sports programs that are affordable and accessible, transportation and driver's education programs, and behavioral supports for youth and families.

“The juvenile system is all about the negatives. You sit there and marinate about past hurts and traumas, and you don’t get the support to address that. You should instead try to think about the present and be supported to think about the future.” – Youth participant

Participants highlighted that programs should be built around youth's interests and their goals for the future. They mentioned the importance of mentors equipping youth with the tools that they need to navigate difficult situations, repair relationships with important people in their lives like family members, and getting connected to resources for their basic needs.

Participants underscored the importance of accountability in the recommended system.

Some members, including youth, shared concerns about youth perceiving a lack of consequences with the recommendations. Young people especially asked how the recommendations would keep youth accountable instead of encouraging them to commit crimes if they were cared for instead of punished. They expressed concerns that youth who have been arrested of serious crimes would not stay if the Respite and Receiving Center was not secure. They expressed a need for secure places with physical features that do not permit freedom for youth to leave whenever they wanted.

When DCHS staff explained that a youth would still go through the court process while they moved through the recommended system, most participants said that their concerns were addressed. While the discussions continued, many youth began to envision places that were safe, not because of physical restraints or cells, but rather because of trusting, compassionate, and caring relationships between youth and staff. However, some youth participants remained skeptical. They said that some youth might need constant supervision from staff and spaces that were secure. A few of these youth still maintained that some level of security would be necessary particularly for youth who have cause some major harm, who pose a serious threat to the community, or who would test the boundaries of the program.

“They need the right space to prepare for opportunities. If you can’t make the right decision, they should be shown how to make the right decision. They should be shown the opportunities with people who look like them and showing them that other ways are possible.” – Youth participant

Participants highlighted that in addition to this proposed community-based system of healing, accountability, and community safety, young people need more prevention from coming into the legal system in the first place. Young people especially shared that the proposed system would be helpful for youth who have already caused alleged harm in community, but that they wanted more opportunities to make sure youth do not get involved in the system in the first place. They highlighted the need for more funding for existing

programs, especially for youth of color and youth from immigrant and refugee communities, and expanding supports earlier, beginning with youth who are 8-10 years old.

Youth and adult participants wanted the Respite and Receiving Center to be safe, comfortable, and focused on screening and assessments for youth. Many community members shared their appreciation for the immediate and intensive screenings and assessments to identify youth needs up front. Some youth thought a welcoming environment could help youth who may not have previously received that type of support and care elsewhere. They thought that access to a hot shower, clean clothes, a comfortable bed, and a good meal would be essential. They also thought family and community members should be able to visit to help maintain relationships and build on positive community connections.

Some youth mentioned that 72 hours at the Respite and Receiving Center may not be long enough to adequately assess a youth’s needs and the most appropriate care. Other youth expressed the importance of an adequate assessment in this beginning phase of the process that will focus on the youth needs, and the building of a team of support staff who will immediately begin addressing those needs. A few youth thought the Respite and Receiving Center should not be comfortable so that youth would not want to take advantage of the system.

Youth also mentioned that sometimes a young person is not ready to change their mindset and accept help. They shared that youth may lie on assessments or screenings because they do not believe the system is trying to help them. Youth mentioned that it would be important for those youth to meet with people with lived experiences that allow them to see beyond their direct circumstances and set future goals for themselves. They also mentioned that there should be regular check ins with youth and community providers and routine assessments to ensure that the youth is staying on track with their goals and progress.

“There wouldn’t be any point in the officers arresting them if they will be allowed to just leave [the Respite and Receiving Center]” – Youth participant

Youth and adult participants emphasized the importance of the Community Care Homes as homes and small home-like facilities.

“These homes represent love: kids just want love and support. Yes, we still need to figure out the details of what that looks like, but we are talking about love and care.” – Adult participant

Youth shared that Community Care Homes should have rooms instead of cells, with comfortable beds, and decorations. They should have outdoor spaces where youth can get fresh air, sunlight, and exercise. Youth should also be able to work (either at the home or in community) to earn real wages, and family members and community members should be allowed to visit them.

Youth and community members echoed the need to keep the community care homes with few youth to be successful. They thought that fewer youth would mean more individualized support and resources for the youth.

Youth especially discussed the importance and significance of adequate staff who care about providing the best support to youth. They emphasized the need to have staff who have lived experience and are able to relate to the experiences of legal system involved youth. They believed those staff should be trained to manage

“We need to make sure that those hired are genuine like the staff here... we can tell if they actually care” – Youth participant

conflict, provide mental health support, and connect youth to resources that they need. Some youth thought that impacted youth should be involved in the interviewing process for new staff to help determine if they would be a good fit for the environment.

Participants shared that the type of Community Care Home that youth are placed in should reflect the seriousness of their alleged offense and that there should be constant iterations of the screenings and assessments to see if changes are needed.

“They have to want to change. They act like they want to but then turn around when it gets hard... You have to know that you are not alone in this system. You are going to need someone you are comfortable with who can check up on you constantly – you need to have an advocate.” – Youth participant

of placements should match how violent or serious the harm was, and they agreed that young people with more needs and the more serious alleged offenses should be the only youth in an environment. Some youth expressed that the community care homes should range from home-like to “army-like” or the most extreme level of supervision and structure. Some youth felt that the homes may need to be designed to be tough on the kid.

Youth and community members also mentioned the importance of keeping a youth who is gang involved safe from retaliation and the need to potentially have the location of some homes secret from public knowledge.

Participants expressed the need for youth to earn privileges in the community care homes such as television, video games, and community outings. Some youth expressed that youth should start with no privileges and earn privileges through positive behavior and progress on their personal goals. Other youth shared that if a youth demonstrates progress and seriousness about changing, they would want the Court to consider how the youth could complete their time or their sentence at the Community Care Home instead of at the state Juvenile Rehabilitation facility.

Adult participants asked questions around funding and how the proposed community-based system would be adequately funded to meet the needs of youth and community organizations supporting the work. They highlighted that the type of individualized and tailored care proposed in the recommendations is costly. They asked how the Community Care Homes would be funded and how staffing would work within those environments. They liked the idea of community members operating the homes but also asked how the County would fund and oversee the network of Community Care Homes to make sure that those community organizations were supporting the youth.

Participants expressed that implementing the proposed recommendations will be challenging and that change will be difficult but possible. Many of them highlighted the concerns around community safety and ongoing gun violence among young people, and they shared that the

“When youth get in trouble, they should get help. They shouldn’t be thrown away. Home might not be the safest place for them. Each youth should get the same treatment. I was glad [my son] got the chance to come home, but I know not everyone is given that chance. We need more support.” – Adult participant

“There should be different categories for the homes -- this program might be good for one kid but not the other. This other kid might not be used to something or has a different way of how he thinks and how he feels. For the different situations, they have different needs, and they should have different programs.” – Youth participant

County will need to work with trusted community leaders within specific communities to help the public understand how the community-based system would support safer communities. Youth mentioned that it may take some time for youth to believe that the new system is designed to meet their needs instead of punishing them. It may take a while for youth to open to trusted community providers and be honest about their needs.

Compiled Questions from Participants

- How are the Community Care Homes being funded?
- How would staffing work at the Respite and Receiving Center?
- How would this proposed community-based system relate to the court process?
- How will the County fund and staff the Community Care Homes? Where does this money come from if the youth detention center will not close until those alternatives are stood up?
- What happens if the screenings and assessments do not identify an important need for the youth? Can they move to a different placement if needed?
- How would this proposed community-based system reinforce consequences for young people? How can we make sure that youth are not encouraged to commit crimes if they are treated well when they are arrested?
- What happens when youth are arrested again for another alleged offense? Will they move through the same system? How will they learn their lesson without detention?
- How would the County support families who want to relocate out of their community?

Summary of Care and Closure Community Tabling Efforts

Between June 2023 and October 2023, the DCHS project team tabled at nine different community events to share updates and information to community partners and members.

Event	Date	Location
Empowering Resourceful Communities Health and Resource Fair	July 29, 2023	Tukwila
Reconnect to Opportunity Back-to-School Resource Fair	August 17, 2023	Tukwila
Backpacks + Back to School Resource Fair	August 26, 2023	Renton
Alianza Abloom Health Resources Fair	September 9, 2023	Seattle
Community Connect Summit*	September 15, 2023	Burien
Nurturing Resourceful Communities Resource Fair	September 16, 2023	Seattle
LINC Conference*	September 29, 2023	Des Moines
Auburn Library Resource Fair	October 8, 2023	Auburn
Multi-Faith and Resource Fair	October 8, 2023	West Seattle

* Community-based organization networking events

Across the community tabling events, the project team handed out over 500 project two-page flyers and spoke with over 500 people about the project goals. DCHS handed out nearly 200 recruitment flyers to encourage impacted community members to get involved.

The project team also conducted raffles for people to respond to the prompt: **King County has committed to ending secure detention for young people. What do you think should happen when a young person causes serious harm in their community?**

Nearly 100 people responded to this question across the tabling activities. The overwhelming majority of the responses expressed supports that youth should receive instead of being placed in secure youth detention, including:

- Behavioral health resources
- Strength-based Interventions
- Community Service
- Mentorship programs
- Education
- Employment opportunities
- Culturally appropriate care
- Prevention programming
- Family support programming

Some responses, albeit very few, expressed that youth should still be detained but receive enhanced supports in detention. One response stated:

“I believe they should be accountable for their action but while in detention they should do a program one of many offered like [Alcoholics Anonymous], mental health, job training, emotional wellness and complete it.”

A majority of responses, however, focused on understanding the needs of youth, identifying the reason why a youth caused alleged harm in the first place, and addressing those needs. Some of those responses included:

“Community accountability would be a great response to start with how the family/community failed the youth. Then helping to get their needs met. A transition place like a co-op for youth would be great so they have safe housing and wraparound support to meet their needs.”

“Community support where more young people and community members come together and address the problem. Community-based solutions and needs assessments.”

“A big community hug around that young person, [and] community to question what needs were not being met and start meeting them.”

“Accountability, time to reflect, and immediately start working on healing.”

“Love, Listen, [and] space for healing, ...learning the impact of loss to others...vision for hope and emotional literacy, resources, [and] support network... action plan with smart goals. [More ways for youth] to be seen and respected as a whole spiritual vibrational being.”



King County

**Metropolitan King County Council
Law & Justice Committee**

STAFF REPORT

Agenda Item:	6	Name:	Mary Bourguignon
Proposed No.:	2024-0210	Date:	July 24, 2024

SUBJECT

Proposed Motion 2024-0210 would acknowledge receipt of the SaFE Reform Community Ambassador Results Report, which was required by a budget proviso.

SUMMARY

As part of the 2021-2022 budget, the Council asked Metro to develop a Safety, Security, and Fare Enforcement (SaFE) Reform Initiative.¹ SaFE identified safety, security, and human services efforts to supplement Metro’s public safety functions with a “care and presence” model to provide for the safety and security of passengers and employees.

As part of the 2023-2024 budget, the Council asked Metro to begin a SaFE Reform Community Ambassador effort to engage community members and implement safety and cleanliness interventions in areas experiencing concerns. Proposed Motion 2024-0210 would acknowledge receipt of the SaFE Reform Community Ambassador Results Report² as required by the proviso. The Results Report states that:

- The top three categories of safety incidents reported were sleeper/non-destinational rider, disruptive behavior/yelling, and refusal to alight, with drug use increasing during 2022 to become the fourth most common type of incident.
- Safety incidents along Third Avenue and in Chinatown/International District and Little Saigon made up the majority of the safety incidents in Metro’s system.
- System-wide, safety incidents peaked at the start of 2022 and began to decline and stabilize starting in July 2022.
- Safety and cleanliness interventions implemented by Metro, including additional transit security officers, behavioral health specialists, portable restrooms, and increased cleaning, have contributed to a decrease in safety incidents.

The Results Report appears to comply with the requirements of the budget proviso.

¹ Motion 16128

² The required Scoping Report for this effort was acknowledged by the Council via Motion 16554

BACKGROUND

Metro public safety model. The King County Metro Transit Department (Metro) is the largest provider of public transit in the Puget Sound region. Metro provides public safety functions that are paired with a “care and presence” model to provide for the safety and security of passengers and employees. Public safety functions include:

- **Metro Transit Police (MTP).** MTP is a division of the King County Sheriff’s Office (KCSO)³ under contract to Metro⁴ that enforces the Transit Code of Conduct.⁵ MTP focuses its efforts on Metro services in Seattle, South King County, North King County, and parts of unincorporated King County.⁶ It does not currently patrol the Water Taxi, Access, Metro Flex, or Seattle Streetcar.

MTP staff patrol buses, routes, bus shelters, and park and ride lots, as well as Seattle’s central business district; undertake and support criminal investigations; provide anti-terrorism services; coordinate with schools in response to issues with students using Metro; and manage community-based programs such as the Operator Assault Program and Sexual Misconduct Reduction Program.

- **Transit security officers.** Metro contracts with a private provider for contracted transit security officers, who work to deter incidents, monitor activities, address behavioral issues, and assist customers and operators with questions and safety concerns.⁷ Transit security officers provide on-coach security on routes and in areas with the highest reported security incidents, as well as terminal security at locations of concern. They also provide outreach supplies to individuals within a three-block radius of the terminal.

As part of the 2023-2024 biennial budget, the Executive proposed and the Council approved funding to double the number of transit security officers from 70 to 140.⁸ Metro staff have stated that these additional transit security officers were in place by mid-2023.

SaFE Reform Initiative. As part of the 2021-2022 biennial budget, the Council included a proviso that recognized “the vital importance of reimagining and reforming safety and security functions” within Metro.⁹ The implementation report¹⁰ for this effort, which Metro

³ Members of the MTP are commissioned police officers.

⁴ Motion 11711 approved Transit Security Policies that included guidance on the staffing model for the Metro Transit Police.

⁵ KCC 28.96

⁶ Metro reports that MTP maintains a small presence in incorporated East King County area when extreme circumstances are present. When calls come into 911 to report a crime on transit property, local police departments often take the lead on responding as they are better positioned to be the first to arrive.

⁷ Note that, prior to the pandemic, Metro had provided fare enforcement on routes (such as RapidRide lines and routes serving Downtown stops) for which passengers can pay before boarding. (Note that Metro does not provide fare enforcement for Sound Transit services, even those that Metro operates under contract.) Metro suspended fare enforcement operators during the pandemic and re-deployed fare enforcement officers to Metro’s busiest routes to provide education and outreach to passengers, focusing on people in need.

⁸ Ordinance 19546

⁹ Ordinance 19120, Section 113, Proviso 5, as amended by Ordinance 19364, Section 86, Proviso P5

named the Safety, Security, and Fare Enforcement (SaFE) Reform Initiative, described Metro’s efforts to shift from a traditional public safety model to a “care and presence” model, and noted that Metro’s priorities include:

- Increasing presence in and around transit hubs
- Providing timely and appropriate response realized in a way that is genuinely equitable for all transit riders
- Prioritizing community voices
- Providing spaces for intentional partnerships that directly impact and improve transit
- Allowing community to take ownership of current and future safety-related Metro pilot programs to improve customer transit experience¹¹

Metro has implemented several strategies that were identified as part of the SaFE Reform Initiative. These include:

- **Transit ambassadors.** Metro established a group of transit ambassadors, who are bus operators on light duty service, who are stationed throughout Seattle and South King County, as well as at special events, to provide information and assistance to transit riders, including in-language assistance in more than 140 languages.¹²
- **Behavioral health team.** Metro coordinated with King County’s Department of Community & Human Services (DCHS) to establish a team of behavioral health specialists, who are stationed at Burien Transit Center. As of Spring 2024, Metro reports that team members had 4,504 contacts with people in need of help and made 213 referrals for housing assistance.¹³

Budget proviso. The 2023-2024 biennial budget ordinance referenced “an increase in reported safety incidents, illegal activity, vandalism and littering on buses, as well as at and around transit stops and transit centers in many areas of King County” and included a proviso asking Metro to embark on a SaFE Reform Community Ambassador effort to use community engagement, community organizing, and community ambassadors to coordinate safety efforts around transit stops and centers in identified geographic areas of concern. Metro was required to transmit a scoping report by December 31, 2023, and a results report by June 20, 2024.¹⁴ The proviso states:

P2 PROVIDED FURTHER THAT:

Of this appropriation, \$1,000,000 shall not be expended or encumbered until the executive transmits two reports: first, a SaFE reform community ambassador scoping report; and second, a SaFE reform community ambassador results report. Each report should be accompanied by a motion that should acknowledge receipt of the applicable report. Each motion should reference the subject matter, the proviso's ordinance number, ordinance section and

¹⁰ Motion 16128

¹¹ Proposed Motion 2024-0210, Attachment A, Page 8

¹² 2024-B0050

¹³ 2024-B0050

¹⁴ Ordinance 19546, Section 114, Proviso P2

proviso number in both the title and body of the motion. Upon passage of each motion, \$500,000 is released for encumbrance or expenditure.

A.1. There has been an increase in reported safety incidents, illegal activity, vandalism and littering on buses, as well as at and around transit stops and transit centers in many areas of King County. The Metro transit department's safety, security and fare enforcement ("SaFE") reform initiative implementation report, which was approved by the King County council through Motion 16128, established a goal of safe, accessible and equitable transit that is cocreated to support community well-being. To achieve that goal, the Metro transit department must engage local communities in a cocreative and collaborative approach, utilizing community organizing efforts and community ambassadors to coordinate safety efforts in the areas around transit stops and transit centers with communities, including stakeholders and leaders, residents, community-based organizations, local businesses, public agencies and jurisdictional partners.

2. For the purposes of this proviso, the cocreative and collaborative approach to transit safety and security issues shall be referred to as the SaFE reform community ambassador effort.

3. For the purposes of the reports required by this proviso, the SaFE reform community ambassador effort shall be focused in the following areas:

- a. the Aurora Village transit center;
 - b. the Burien transit center;
 - c. transit stops in the Skyway-West Hill community service area;
 - d. transit stops on Third Avenue in Seattle between South Main Street and Broad Street;
 - e. transit stops in the Chinatown/International District and Little Saigon;
 - f. transit stops near Twenty-third Avenue South and South Jackson Street in Seattle;
- and
- g. other areas in which the level of safety incidents, illegal activity, vandalism or littering, either on buses or at and around transit stops and transit centers, as determined by the Metro transit department, indicates a need for improvement to foster greater community safety and security.

B. The SaFE reform community ambassador scoping report shall include, but not be limited to, the following:

1. A description of the number and purposes of meetings to address transit safety, security, cleanliness or SaFE reform initiative implementation, which Metro transit department staff led or attended or which were led or attended by representatives of community-based organizations under contract to King county, in the areas listed in subsection A.3. of this proviso;

2. Identification of the community stakeholders and leaders, residents, community based organizations, local businesses, public agencies and jurisdictional partners that participated in the meetings identified in response in subsection B.1. of this proviso; and

3. Narratives describing the following: how follow-up activities were addressed, methods used to ensure that issues regarding all or any areas listed in subsection A.3 of this proviso were communicated to the respective participants in the meetings described in subsection B.1. of this proviso, how strategies from the SaFE reform initiative implementation report approved by Motion 16128 have been implemented and what resources, such as community

ambassadors to support safety and security or measures to increase cleanliness at and around transit stops and transit centers, have been deployed.

C. The SaFE reform community ambassador results report, analyzing the impacts of the efforts in the areas listed in subsection A.3. of this proviso, shall include comparative data by which the Metro transit department can determine if there is a measurable benefit gained by implementing SaFE reform initiative strategies, including community ambassadors and community organizing efforts. The data should include, but not be limited to, a summary of system-wide trends in safety incidents and illegal activities on buses and at transit centers and transit stops year-over-year from June 2018 through June 2023, as well as specific trend data for the areas listed in subsection A.3. of this proviso, and information on the Metro transit department's activities or efforts to maintain cleanliness at and around transit centers and transit stops in the areas listed in subsection A.3. of this proviso.

The executive should electronically file the SaFE reform community ambassador scoping report and motion required by this proviso no later than December 31, 2023, and the SaFE reform community ambassador results report and the motion required by this proviso no later than June 20, 2024, with the clerk of the council, who shall retain an electronic copy and provide an electronic copy to all councilmembers, the council chief of staff and the lead staff for the law, justice, health and human services committee or its successor.

Community Ambassador Scoping Report. The Scoping Report,¹⁵ which was the first of the two reports required by the proviso, and was due to the Council in December 2023, described Metro's engagement efforts with community-led organizations, small businesses, partner agencies, and local residents at the locations specified in the proviso (Aurora Village and Burien transit centers, Third Avenue in Downtown Seattle, Chinatown/International District and Little Saigon, 23rd Avenue South & South Jackson Street, and Skyway-West Hill,); identified the people who participated in each event; and listed potential action items for each location.

The Scoping Report noted that next steps would be summarized in the required Results Report, which was due to be transmitted to the Council in June 2024.

ANALYSIS

The Results Report, which was transmitted in June 2024, as requested, appears to comply with the terms of the proviso by responding to each of the required issues. As required by the proviso, it includes information on:

Analysis of the impacts of the efforts in the areas listed in the proviso, including comparative data to allow Metro to determine if there is a measurable benefit gained by implementing SaFE reform initiative strategies, including community ambassadors and community organizing efforts. The data should include, but not be limited to:

- **A summary of system-wide trends in safety incidents and illegal activities on buses and at transit centers and transit stops,**

¹⁵ Motion 16554

- **Specific trend data for the areas listed in the proviso, and**
- **Information on Metro’s activities or efforts to maintain cleanliness at and around transit centers and transit stops in the areas listed in the proviso.**

The report states that Metro began by following up on the engagement efforts that had been conducted during 2023 for the Scoping Report¹⁶ in each of the geographic areas listed in the proviso. These follow-up engagement efforts are summarized in Table 1.

Table 1. Results Report Community Engagement Activities

Location	Description of Engagement
Aurora Village Transit Center	During early 2024, Metro staff reached out to organizations that had either participated in or had been invited to participate in the Fall 2023 walking tour (conducted for the scoping report). Representatives from those organizations provided feedback on any changes in safety conditions at the transit center since Fall 2023.
Third Avenue	Metro connected with businesses that have been involved in larger conversations on how to improve safety conditions on Third Avenue.
<ul style="list-style-type: none"> • Chinatown/International District, Little Saigon • 23rd Avenue South & South Jackson Street • Burien Transit Center • Skyway-West Hill 	Metro Community Liaisons ¹⁷ engaged with organizations that were involved in previous safety efforts, as well as with additional organizations. Organizations were invited to either share any updated feedback that they had via email or to meet with Metro staff.

The report then provides summary information on safety incidents from January 2019¹⁸ through March 2024. Safety incidents were defined for this report as:

- Sleeper/non-destinational rider
- Disruptive behavior/yelling
- Refusal to alight
- Harassment or threats
- Property damage or graffiti
- Drug use
- Passenger vs. passenger assault
- Passenger assault on driver
- Blocking
- Unlawful transit conduct
- Smoking/vaping
- Intrusion
- Welfare check
- Alcohol use

¹⁶ Motion 16554

¹⁷ Metro’s Community Liaisons are part-time employees who connect with organizations they have existing relationships with as well as identify new organizations for Metro to build relationships with.

¹⁸ The proviso requested information beginning in June 2018. The report states that January 2019 is when this information was first readily available, but also provides data through March 2024.

The report indicates that the top three categories of safety incidents system-wide between 2019 and the first quarter of 2024 were for sleeper/non-destinational rider, disruptive behavior/yelling, and refusal to alight. Incidents involving drug use, which had been minimal prior to the pandemic, became the fourth most common type of incident during 2022 and 2023 following the pandemic.

Table 2 summarizes total incidents for these top four categories by year.

Table 2. Metro Top System-Wide Safety Incidents by Year (approximate¹⁹)

Year	Sleeper/ Non-Destinational	Disruptive Behavior / Yelling	Refusal to Alight	Drug Use
2019	2,600	1,900	800	75
2020	2,800	2,100	1,200	50
2021	2,400	1,600	1,100	150
2022	1,800	1,000	800	700
2023	1,100	900	900	500
Q1 2024	400	300	300	100

Note: red, italicized font indicates year with highest number of incidents

The report states that, between 2019 and 2024, the number of safety incidents reported has gone down. In 2023, there were fewer reports of sleeper/non-destinational riders, disruptive behavior/yelling, and drug use, which were Metro’s biggest challenges during the pandemic. The report states, however, that, in 2023, safety incidents did increase in the categories of refusal to alight (i.e., refusal to get off the bus), Unlawful Transit Conduct (UTC), intrusion, and welfare checks.

The report includes charts showing safety incidents system-wide by year and quarter. These charts show that safety incidents increased to a high at the start of 2022 and began to decline and stabilize starting in July 2022. The report notes that slight increases in safety incidents in the fourth quarter of 2023 and first quarter of 2024 reflect a historical trend of safety incidents increasing in the winters but were lower than pre-pandemic levels.

The report also includes charts showing safety incidents for each of the geographic areas listed in the proviso.²⁰ During the years that were studied, area-specific safety incidents along Third Avenue and in Chinatown/International District and Little Saigon made up the majority of the safety incidents in Metro’s system.

Table 3 provides information on safety incidents both system-wide and for each of the geographic areas listed in the proviso.

¹⁹ Numbers are approximations, based on an interpretation of the figures in the transmitted report.

²⁰ For Aurora Village Transit Center and Burien Transit Center, incident trends reflect instances that occurred at the respective transit centers. For the other areas, incident reports reflect incidents on bus routes that serve those areas, meaning that most safety incidents in the data used for the report correspond to routes, not specific stops.

Table 3. Metro Total Safety Incidents by Year and Quarter (approximate²¹)

Quarter	System-Wide	Aurora Village TC	Burien TC	Third Avenue	23 rd Ave S Jacksn	CID/Little Saigon	Skyway-West Hill
2019 Q1	1,900	38	62	1,100	37	850	85
2019 Q2	1,850	25	58	900	38	810	62
2019 Q3	1,750	18	39	800	42	750	56
2019 Q4	1,900	37	76	900	30	790	70
2020 Q1	2,250	38	70	1,190	38	980	72
2020 Q2	2,200	82	68	1,180	39	975	90
2020 Q3	1,850	42	58	850	42	760	56
2020 Q4	2,100	56	86	1,050	35	810	59
2021 Q1	2,400	66	82	1,210	37	900	75
2021 Q2	1,950	43	62	980	19	790	42
2021 Q3	1,750	19	39	875	28	770	44
2021 Q4	2,350	38	90	1,250	42	995	40
2022 Q1	2,600	54	79	1,300	37	1,000	68
2022 Q2	2,400	56	102	1,200	50	975	59
2022 Q3	1,400	24	36	700	66	750	38
2022 Q4	1,600	62	70	800	66	595	38
2023 Q1	1,650	90	100	825	70	650	36
2023 Q2	1,600	50	92	800	56	595	44
2023 Q3	1,300	48	70	675	68	500	38
2023 Q4	1,750	50	56	975	62	700	46
2024 Q1	1,800	22	18	980	95	700	38

Note: red, italicized font indicates quarter with highest number of incidents

In terms of the specific areas that were studied, the report describes incident trends, the safety and cleanliness interventions Metro implemented, and community responses.

- Aurora Village Transit Center** historically had spikes in incident reports during the winter months each year, but this spike was not seen during late 2023/early 2024 after Metro provided enhanced safety and cleanliness interventions, which included 24/7 transit security officer coverage (beginning in May 2023) and portable restrooms, removal of the broken payphone and graffiti, and increased cleaning schedules to address litter (beginning in December 2023).

The report states that community members have expressed that there has been a noticeable improvement in cleanliness and safety following the installation of portable restrooms, and that community members have been pleased with the crosswalk improvements on North 200th Street and the improvements to the landscaping at the transit center. Community members have expressed interest in improved signage.

- Burien Transit Center** also historically had spikes in incident reports during the winter months each year, but this spike was not seen during late 2023/early 2024 after Metro provided enhanced safety and cleanliness interventions, which

²¹ Numbers are approximations, based on an interpretation of the figures in the transmitted report.

included 24/7 transit security officer coverage (beginning in May 2023), behavioral health specialists providing outreach and de-escalation (beginning in April 2023), and additional cleaning to supplement weekday sweeping and trash removal and monthly pressure washing.

Community members have indicated that the presence of transit security officers and behavioral health specialists has improved safety at Burien Transit Center. They suggest increasing security and cleaning frequency to further improve conditions.

- **Third Avenue** has experienced higher levels of safety incidents, including concerns about loitering, selling stolen merchandise, drug use, verbal harassment, graffiti, and biowaste at and around transit stops. A particular concern in recent years has been people continuously riding Metro coaches with no intended destination and then refusing to alight. Metro responded to this issue beginning in April 2022 with transit security officers deployed to Third Avenue & Virginia Street and Third Avenue & South Main Street overnight to clear terminating coaches on every trip. The transit security officers also provided customer service, and, beginning in August 2023, have been addressing unlawful transit conduct along Third Avenue, including along the RapidRide E Line, a presence that was increased in April 2024 to 6 a.m. to 11 p.m., seven days a week. Metro also removed some bus shelters to prevent unsanitary conditions and has been supplementing regular cleaning with responses to biohazards, broken glass, and illegal activities.

The report states that security incidents dropped beginning in the third quarter of 2022 and remain at lower levels than pre-pandemic. Community members indicate that the increased Metro presence has been observed and has appeared to improved conditions, although there are still concerns about illegal activities and unsanitary conditions.

- **23rd Avenue South & South Jackson Street** has experienced an increasing number of safety incidents, with the first quarter of 2024 representing the highest number during the years studied. To address these issues, beginning in August 2023, transit security officers made stops along South Jackson Street during weekdays afternoons and evenings. Starting in April 2024, this coverage was extended to 6 a.m. to 11 p.m., seven days a week. SaFE Ambassadors (bus operators on light duty work) have a presence in the area during the afternoon hours, which has been increased in the area around Garfield High School during school dismissal hours following a shooting at a Metro bus stop across the street from the school in March 2024. Metro has also removed benches from several bus stops to address loitering and has started enhanced cleaning and monthly pressure washing at bus stops in the area.

The report states that community members have mentioned noticing progress in the area, as well as Metro's collaboration with the Seattle Police Department. However, community members remain concerned about shootings in the area, as well as loitering at and around Metro bus stops, particularly as it affects students making their way to and from school.

- **Chinatown/International District and Little Saigon** have experienced higher levels of safety incidents, including concerns about loitering, selling stolen merchandise, trash, and sidewalk accessibility at and around transit stops. Metro Transit Police (MTP) patrol 12th Avenue South & South Jackson Street, and, beginning in August 2023, transit security officers made stops along South Jackson Street during weekdays afternoons and evenings. Starting in April 2024, this coverage was extended to 6 a.m. to 11 p.m., seven days a week. SaFE Ambassadors (bus operators on light duty work) have a presence in the area during the afternoon hours. The report states that Metro has worked with the City of Seattle to improve safety conditions, including tree trimming, discarding broken curbs, cutting back vegetation, replacing lighting, and replacing the Metro trash bin on the southwest corner of the 12th Avenue South and South Jackson intersection. Metro has added enhanced cleaning at bus stops in the area, including weekly pressure washing.

The report states that incident rates appear to have decreased beginning in the third quarter of 2022, though increased again in late 2023 and early 2024. Community members report improved safety conditions, though continue to express concerns about accessibility of sidewalks, safety, and trash around bus stops.

- **Skyway-West Hill** has been supported by Metro SaFE Ambassadors during weekday afternoons, and Metro has cleaned bus stops in the area at least once a week, with additional response as needed in response to reports of biohazards, broken glass, and illegal activities. Safety incidents in the area declined starting in the third quarter of 2022. Metro will assess potential shelter amenity improvements using Crime Prevention through Environmental Design (CPTED) principles to minimize loitering around the stop.

Next steps. Council action on the transmitted Results Report (Proposed Motion 2024-0210) would acknowledge receipt of the report and release \$500,000 encumbered from Metro's budget. As noted above the transmitted Results Report appears to satisfy the requirements in the budget proviso.

INVITED

- Bill Douthit, Senior Community Engagement Planner, Metro Transit Department

ATTACHMENTS

1. Proposed Motion 2024-0210 (and its attachment)
2. Transmittal Letter



KING COUNTY
Signature Report

ATTACHMENT 1
1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Motion

Proposed No. 2024-0210.1

Sponsors Barón

1 A MOTION acknowledging receipt of a reimagining transit
2 safety and security report, in response to the 2023-24
3 Biennial Budget Ordinance, Ordinance 19546, Section 114,
4 Proviso P2.

5 WHEREAS, the 2023-2024 Biennial Budget Ordinance, Ordinance 19546,
6 Section 114, Proviso P2, states that \$1,000,000 shall not be expended or encumbered
7 until the executive transmits two reports: first, a SaFE reform community ambassador
8 scoping report; and second, a SaFE reform community ambassador results report, and the
9 proviso further requires that each report should be accompanied by a motion
10 acknowledging receipt of the applicable report, and

11 WHEREAS, the 2023-2024 Biennial Budget Ordinance, Ordinance 19546,
12 Section 114, Proviso P2, further states that upon passage of each motion required under
13 that proviso, \$500,000 is released for encumbrance or expenditure, and

14 WHEREAS, the Metro transit department, the Puget Sound region's largest public
15 transportation agency, is committed to providing safe, equitable, and sustainable
16 mobility, and

17 WHEREAS, the Metro transit department is committed to becoming an antiracist
18 mobility agency, and

19 WHEREAS, consistent with the 2023-2024 Biennial Budget Ordinance,
20 Ordinance 19546, Section 114, Proviso P2, the King County executive has transmitted to
21 the council a SaFE reform community ambassador results report;
22 NOW, THEREFORE, BE IT MOVED by the Council of King County:

23 The council acknowledges receipt of the SaFE reform community ambassador
24 results report proviso response, Attachment A to this motion.

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

Dave Upthegrove, Chair

ATTEST:

Melani Pedroza, Clerk of the Council

APPROVED this ____ day of _____, ____.

Dow Constantine, County Executive

Attachments: A. Safety, Security, and Fare Enforcement (SaFE) Reform Community Ambassador Effort Results Report

Safety, Security, and Fare Enforcement (SaFE) Reform Community Ambassador Results Report

June 26, 2024



King County

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II. Proviso Text

P2 PROVIDED FURTHER THAT:

Of this appropriation, \$1,000,000 shall not be expended or encumbered until the executive transmits two reports: first, a SaFE reform community ambassador scoping report; and second, a SaFE reform community ambassador results report. Each report should be accompanied by a motion that should acknowledge receipt of the applicable report. Each motion should reference the subject matter, the Proviso's ordinance number, ordinance section and Proviso number in both the title and body of the motion. Upon passage of each motion, \$500,000 is released for encumbrance or expenditure.

A.1. There has been an increase in reported safety incidents, illegal activity, vandalism and littering on buses, as well as at and around transit stops and transit centers in many areas of King County. The Metro Transit Department's safety, security and fare enforcement ("SaFE") reform initiative implementation report, which was approved by the King County council through Motion 16128, established a goal of safe, accessible and equitable transit that is cocreated to support community well-being. To achieve that goal, the Metro transit department must engage local communities in a co-creative and collaborative approach, utilizing community organizing efforts and community ambassadors to coordinate safety efforts in the areas around transit stops and transit centers with communities, including stakeholders and leaders, residents, community-based organizations, local businesses, public agencies and jurisdictional partners.

2. For the purposes of this Proviso, the co-creative and collaborative approach to transit safety and security issues shall be referred to as the SaFE reform community ambassador effort.

3. For the purposes of the reports required by this Proviso, the SaFE reform community ambassador effort shall be focused in the following areas:

- a. the Aurora Village Transit Center;
- b. the Burien Transit Center;
- c. transit stops in the Skyway-West Hill community service area;
- d. transit stops on Third Avenue in Seattle between South Main Street and Broad Street;
- e. transit stops in the Chinatown/International District and Little Saigon;
- f. transit stops near 23rd Avenue South and South Jackson Street in Seattle; and
- g. other areas in which the level of safety incidents, illegal activity, vandalism or littering, either on buses or at and around transit stops and transit centers, as determined by the Metro transit department, indicates a need for improvement to foster greater community safety and security.

B. The SaFE reform community ambassador scoping report shall include, but not be limited to, the following:

1. A description of the number and purposes of meetings to address transit safety, security, cleanliness or SaFE reform initiative implementation, which Metro transit department staff led or attended or which were led or attended by representatives of community-based organizations under contract to King county, in the areas listed in subsection A.3. of this Proviso;

2. Identification of the community stakeholders and leaders, residents, community-based organizations, local businesses, public agencies, and jurisdictional partners that participated in the meetings identified in response in subsection B.1. of this Proviso; and

3. Narratives describing the following: how follow-up activities were addressed, methods used to ensure that issues regarding all or any areas listed in subsection A.3 of this Proviso were communicated to the respective participants in the meetings described in subsection B.1. of this Proviso, how strategies from the SaFE reform initiative implementation report approved by Motion 16128 have been

implemented and what resources, such as community ambassadors to support safety and security or measures to increase cleanliness at and around transit stops and transit centers, have been deployed.

C. The SaFE reform community ambassador results report, analyzing the impacts of the efforts in the areas listed in subsection A.3. of this Proviso, shall include comparative data by which the Metro transit department can determine if there is a measurable benefit gained by implementing SaFE reform initiative strategies, including community ambassadors and community organizing efforts. The data should include, but not be limited to, a summary of system-wide trends in safety incidents and illegal activities on buses and at transit centers and transit stops year-over-year from June 2018 through June 2023, as well as specific trend data for the areas listed in subsection A3. of this Proviso, and information on the Metro transit department's activities or efforts to maintain cleanliness at and around transit centers and transit stops in the areas listed in subsection A.3. of this Proviso.

The executive should electronically file the SaFE reform community ambassador scoping report and motion required by this Proviso no later than December 31, 2023, and the SaFE reform community ambassador results report and the motion required by this Proviso no later than June 20, 2024, with the clerk of the council, who shall retain an electronic copy and provide an electronic copy to all councilmembers, the council chief of staff and the lead staff for the law, justice, health and human services committee or its successor.¹

¹Ordinance 19546 [\[LINK\]](#)

III. Executive Summary

Background

This report fulfills the requirements of Ordinance 19546, Section 114, Proviso P2. It provides information about system-wide and site-specific trends of safety incidents and illegal activities on buses, at transit centers, and at transit stops. It also includes the SaFE Reform Initiative strategies and cleaning interventions that Metro has undertaken in specific areas, and how those efforts appear to impact safety incidents.

As a result of King County's pro-equity work in 2021, Metro initiated the SaFE Reform Initiative. In its SaFE Reform work, Metro has prioritized engaging and elevating the voices of BIPOC King County riders and employees to help Metro provide safe, accessible, and equitable transit that is co-created to support community well-being.²

With the SaFE Reform Initiative, Metro has shifted from a traditional public safety model to a care and presence model. One of Metro's main goals is achieving safety while supporting community members who have the greatest needs and without perpetuating systemic racism. Two key pilots to come out of the SaFE Reform Initiative are the SaFE Ambassadors and Behavioral Health Specialists.

The SaFE Reform Community Ambassador effort refers to the collaborative approach that Metro uses to engage with residents, local leaders, community-based organizations, local businesses, public agencies, and jurisdictional partners to address transit safety and security. The insights gained through the SaFE Reform Community Ambassador effort are informing Metro's current work to strategize solutions for safe and clean transit hubs, stops, and buses, both at the specific locations outlined in the Proviso as well through the work of the SaFE Reform Initiative. Metro followed up with the organizations that had originally been invited to participate in the walking tours, focus groups, and one-on-one follow ups that informed the SaFE Reform Community Ambassador Scoping Report.³

According to safety incident reports and feedback from various community members that were engaged as part of the SaFE Reform Community Ambassador effort, Metro's efforts to improve safety and security at and around buses, transit stops, and shelters appear to be improving transit system safety. In addition to continuing to address issues shared by community members, such as the need for clarified and improved methods for reporting and communicating safety incidents to Metro and various jurisdictional partners and stakeholders, Metro will improve communications on the various efforts that Metro and jurisdictional partners have underway and how community members can use existing channels to ensure their concerns are addressed.

² [SaFE Reform Initiative](#)

³ [SaFE Reform Community Ambassador Scoping Report](#)

IV. Background

Department Overview

King County Metro is the Puget Sound region's largest public transportation agency. Metro provides bus, paratransit, vanpool, and water taxi services, and operates Seattle Streetcar, Sound Transit Link Light Rail, and Sound Transit Express bus service. Metro is committed to providing safe, equitable, and sustainable mobility, and prioritizing service where needs are greatest.

Key Historical Conditions

Prior to the launch of the SaFE Reform Initiative, the King County Equity and Social Justice Plan and the Racism as a Public Health Crisis were major drivers of Metro's actions when engaging with community.

[King County Equity and Social Justice Strategic Plan](#) – The King County Equity and Social Justice Strategic Plan has been a blueprint for action and change that guides King County departments' pro-equity policy direction, decision-making, planning, operations and services, and workplace practices to advance equity and social justice within County government and in partnership with communities.⁴

[Racism as a Public Health Crisis](#) – Following the murder of George Floyd, the King County Executive declared racism a public health crisis and announced a commitment to becoming anti-racist and accountable to BIPOC communities.⁵ This led Metro to reevaluate its programs to find ways to more equitably meet the needs of Black, Indigenous, and other people of color (BIPOC) King County residents and communities. Metro specifically reexamined its policies and practices that could perpetuate inequitable practices that directly impact communities of color. Metro, in collaboration with other King County departments, worked to address how its practices regarding the presence of law enforcement personnel can be reshaped to better serve all residents within the county.

[The Safety, Security, and Fare Enforcement \(SaFE\) Reform Initiative](#) – King County Metro initiated the SaFE Reform Initiative in 2021 as a direct response to the King County Executive's declaration of racism as a public health crisis. In its SaFE Reform work, Metro has prioritized engaging and elevating the voices of community members, customers, and Metro employees to identify what equitable safety practices mean to its riders.⁶

Metro's key SaFE Priorities include:

- Increasing presence in and around King County Metro transit hubs.
- Providing timely and appropriate response that is equitable for all transit riders.
- Prioritizing community voices.
- Providing spaces for intentional partnerships that directly impact and improve transit.
- Allowing community to take ownership of current and future safety-related Metro pilot programs to improve customer transit experience.

⁴ [King County Equity and Social Justice Plan](#)

⁵ [Racism as a Public Health Crisis](#)

⁶ [SaFE Reform Initiative](#)

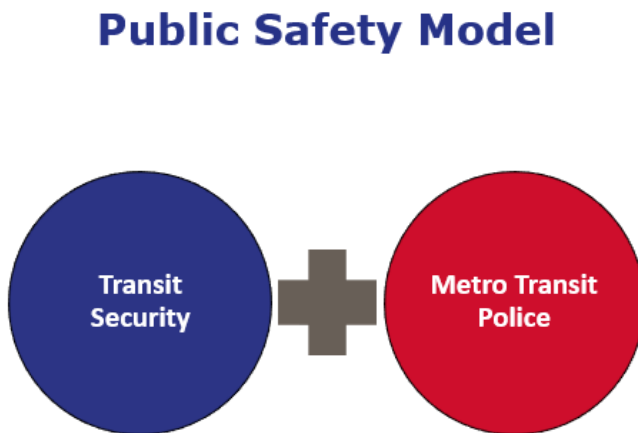
Key Current Conditions

How Metro approaches safety and security has changed significantly over time to ensure that Metro shows up in the right way and with the right resources for the situation. Metro aims to have the lightest touch required to improve safety on its system, only having law enforcement intervene when needed.

Prior to the SaFE Reform Initiative, Metro operated on a traditional public safety model that was comprised of Metro Transit Police and Transit Security Officers (Figure 1). Metro Transit Police and Transit Security Officers both play a role in preventing and addressing safety and security incidents on Metro's systems.

Public Safety Model

Figure 1: Public safety model



While there can be overlap in where they are deployed and how they are improving safety, Metro Transit Police and Transit Security Officers differ in the specifics of their charge.

- The King County Metro Transit Police is a division of the King County Sheriff's Office contracted with King County Metro. Metro Transit Police ensure the safety and security of passengers and staff by patrolling, responding to emergencies, enforcing laws, and investigating criminal activities. In addition to investigating crimes on transit and at transit properties, Metro Transit Police also work to prevent crimes from happening.
- Transit Security Officers are contracted security personnel that provide non-law-enforcement security presence to deter incidents, monitor activities, address behavioral issues, and assist customers and operators with questions and safety concerns. Metro's Transit Security Officers provide on-coach security and customer services on routes and transit areas with the highest reported security incidents as well as terminal security at certain locations throughout King County. They also provide outreach supplies (e.g., power bars, water, and socks) to individuals that are unhoused and information for resources within a three-block radius of the terminal where they can receive additional services.

Care and Presence Model

One of Metro's main goals is achieving safety while supporting community members who have the greatest needs and without perpetuating systemic racism. To support that goal, Metro has shifted from a traditional public safety model to a care and presence model, as shown in Figure 2. This new model reinforces Metro's values through visible and approachable staff dedicated to passenger and employee safety and well-being and fostering empathy.

Figure 2: Care and presence model

Care and Presence Model



In order to address security challenges effectively, using the most appropriate resource for the situation, Metro developed several pilot programs in accordance with the SaFE Reform Initiative, including SaFE Ambassadors and Behavioral Health Specialists.

- *SaFE Ambassador Pilot* – The SaFE Ambassador Pilot, which launched in Q1 of 2023, was formed based on a recommendation from Metro's SaFE Equity Workgroup, which is comprised of community members from across King County. SaFE Ambassadors are light-duty employees from bus operations, rail, transit facilities, and vehicle maintenance divisions who provide in-person customer service, create a welcoming presence, and have broad knowledge of the system. Teams of SaFE Ambassadors are located at key transit center locations to provide information about routes and fares, assistance with wayfinding and fare payment, and general customer support. The SaFE Ambassadors are one of the SaFE Reform Initiative's first steps toward developing non-police forms of presence in high traffic transit locations. The work conducted by the SaFE Ambassadors is informed by the SaFE Equity Workgroup's central goal to intentionally develop ways for Metro's riders to "feel safe, secure, and welcome on transit."⁷

⁷ [SaFE Reform Initiative](#)

- *Behavioral Health Specialists Pilot* – As recommended by the SaFE Equity Workgroup, Metro is partnering with the King County Department of Community and Human Services (DCHS) to provide behavioral health specialist outreach services at the Burien Transit Center from 6 p.m. to 2 a.m., daily.⁸ Since April 2023, the Behavioral Health Specialists conducting outreach have provided de-escalation, crisis intervention, peer support, and connection to social support services to community members in crisis.

SaFE Reform Community Ambassador effort – As established by the Proviso, the SaFE Reform Community Ambassador effort refers to the co-creative and collaborative approach to transit safety and security. Instead of being a specific project or program, the SaFE Reform Community Ambassador effort is an ongoing approach for how Metro engages with the community as it works to improve safety conditions on its system. Metro staff led the SaFE Reform Community Ambassador effort by engaging with various residents, community members, local businesses, jurisdictional partners, and other public agencies. The insights from that effort are informing how Metro coordinates and responds to safety efforts in areas around transit stops and transit centers.

Report Methodology

Metro’s Partnerships and Engagement Team researched the six locations identified in the King County Council Proviso. They were supported in this work by Metro’s:

- Safety, Security, and Quality Assurance Team
- Transit Route Facilities Team
- Transit Facilities Maintenance Team

Metro’s Partnerships & Engagement Team followed up with the organizations that had been invited to participate in the walking tours, focus groups, and one-on-one follow ups that informed the Reform Community Ambassador Scoping Report.⁹ A list of the organizations that provided feedback for this report can be found in Appendix A.

In following up with organizations, Metro shared the community’s feedback and actions Metro had taken. Metro collected the feedback either via email or via these meetings and incorporated that into these findings. Table 1 describes the different types of engagement that Metro conducted by location.

⁸ [SaFE Reform Initiative](#)

⁹ [SaFE Reform Community Ambassador Scoping Report](#)

Table 1: Engagement description by location

Location(s)	Description of Engagement
Aurora Village Transit Center	In the first quarter of 2024, Metro staff reached out to organizations that had either participated in or had previously been invited to participate in the walking tour. Representatives from those organizations provided feedback on any changes in safety conditions at the transit center since the walking tour conducted in Fall of 2023.
Third Avenue	Metro connected with businesses that have been involved in larger conversations on how to improve safety conditions on Third Avenue.
<ul style="list-style-type: none"> • Chinatown/International District and Little Saigon • 23rd Avenue South & South Jackson Street • Burien Transit Center • Skyway-West Hill 	Metro’s Community Liaisons engaged with organizations that were involved in previous community engagement efforts to inform safety improvements as well as with additional organizations. Metro’s Community Liaisons are part-time employees piloting a new approach to improve Metro’s capacity to have ongoing and consistent relationships with community organizations. They connect with organizations they have existing relationships with as well as identify new organizations that Metro can start to build relationships with. Organizations were invited to either share any updated feedback that they had via email or to meet with Metro staff.

In addition to hearing from the community, Metro’s Safety, Security, and Quality Assurance Team provided historical and current safety incident data to examine safety trends across Metro’s system. To make these observations, Metro relied primarily on safety incident reports that are made by Metro operators to the Transit Control Center. Metro’s Transit Control Center is staffed 24/7 and is operators’ first response when an incident occurs. Safety incidents included in this report encompass various categories from spitting to alcohol or drug use to assault. The most frequent safety incident classifications across Metro’s system include non-destinational riders, disruptive behavior/yelling, refusal to get off the bus, harassment/threats, and property damage/graffiti.

V. Report Requirements

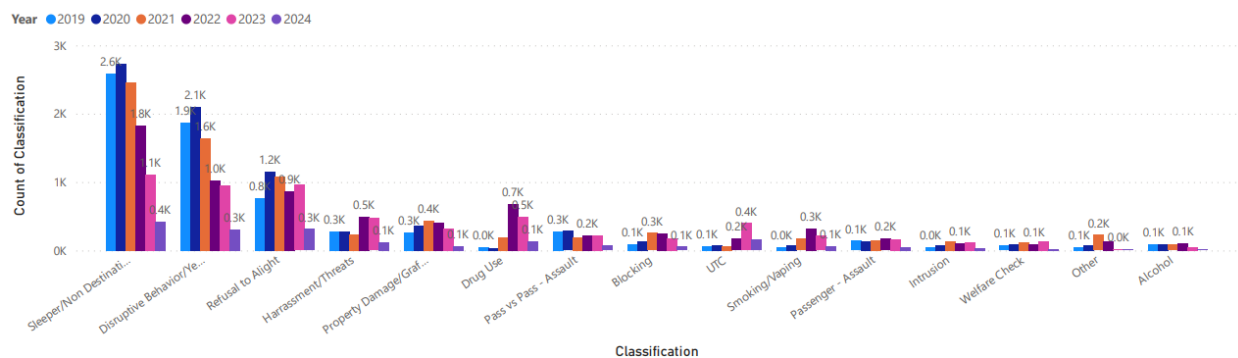
This report outlines how safety, security, and cleaning interventions have impacted safety incidents at Metro, first examining trends across the whole system over the past three years. The report then examines safety incident trends at all six locations identified in the Proviso. In each of these analyses, the report highlights actions that Metro has taken to improve conditions in each area, including SaFE Reform Initiative strategies, as well as how the community ambassador effort—which engages community members to make recommended improvements—has impacted safety in each area.

Impacts of Efforts System Wide

Data for this report is provided starting from January 2019, when the data is first readily available, through March 2024. The safety incidents shown in the following sections reflect incident reports that span a variety of behaviors, including alcohol/drug use, non-destinational riders, and disruptive behavior/yelling. System-wide incident trends reflect the total number of safety incident reports that have been made across all of Metro’s routes.

The most common incident types that are included in this report are documented in Figure 3.

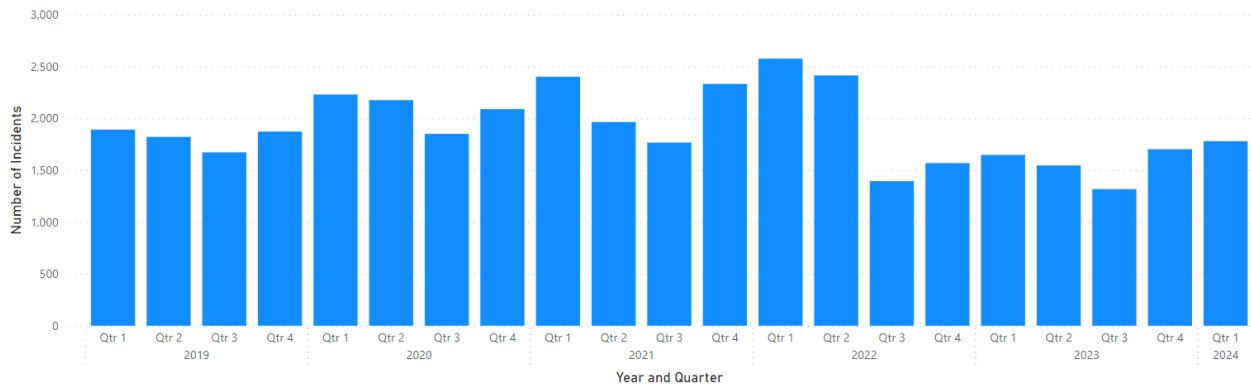
Figure 3: System-wide incident trends by type



Between 2019 and 2024, the number of safety incidents reported has gone down. Specifically, in 2023 there were fewer reports of sleeper/non-destinational riders, disruptive behavior/yelling, and drug use – which have been some of Metro’s biggest challenges during the pandemic. However, in 2023, safety incidents did increase in the categories of refusal to alight (i.e., refusal to get off the bus), Unlawful Transit Conduct (UTC), intrusion, and welfare checks.

Figure 4 below tallies system-wide incidents by year and quarter.

Figure 4: System-wide incidents by year and quarter



As noted in Figure 4, safety incidents increased to an all-time high at the start of 2022 and began to decline and stabilize starting in July 2022. Slight increases in safety incidents in the fourth quarter of 2023 and first quarter of 2024 reflect a historical trend of safety incidents increasing in the winters and are still lower than pre-pandemic levels.

Impacts of Efforts on Safety Emphasis Areas

In addition to examining system-wide trends, Metro also analyzed safety incident trends in each of the following specific subareas:

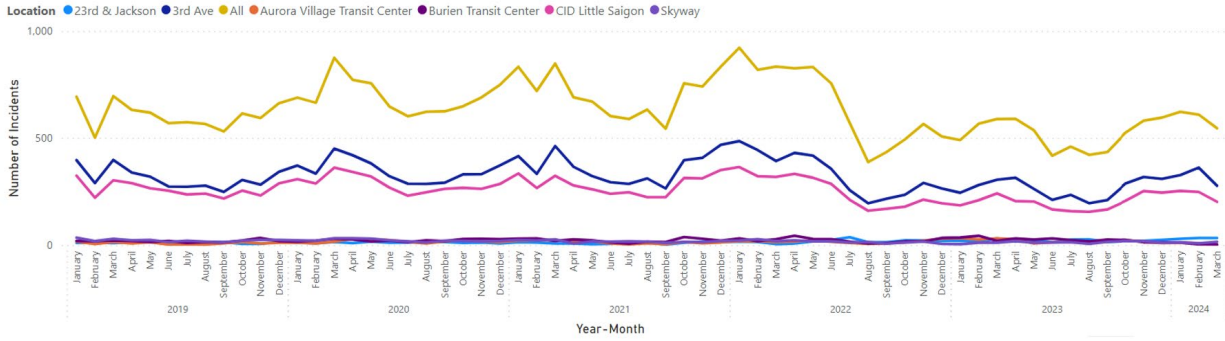
- Aurora Village Transit Center
- Burien Transit Center
- Skyway-West Hill community service area
- Third Avenue in Seattle between South Main Street and Broad Street
- Chinatown/International District and Little Saigon
- 23rd Avenue South and South Jackson Street in Seattle

For Aurora Village Transit Center and Burien Transit Center, incident trends reflect instances that occurred at the respective transit centers, since that is data that is already collected and available. For Skyway-West Hill, Third Ave, Chinatown/International District and Little Saigon, and 23rd Avenue South and South Jackson Street, incident reports reflect incidents on bus routes that service those areas.¹⁰ Most safety incidents in the data used for this report correspond to routes, not specific stops. Analysis by Metro staff finds that route-based safety incident reports are typically representative of safety and security concerns that occur at bus stops, as rider behaviors that are observed at bus stops often continue onto the buses that serve those stops.

Figure 5 shows the system-wide versus area-specific incidents for comparison. Area-specific incidents for Third Avenue and Chinatown / International District and Little Saigon make up the majority of safety incidents on Metro’s system.

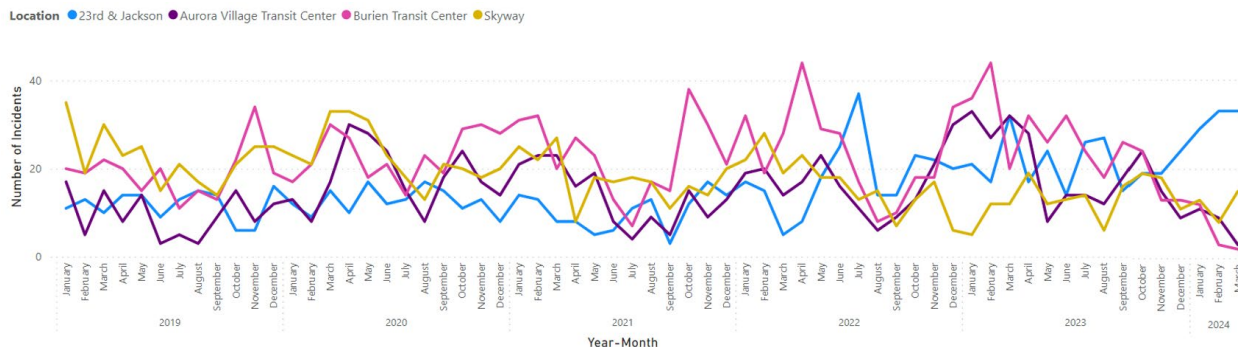
Figure 5: System-wide vs area-specific incidents by month and year

¹⁰ The list of routes included for each location can be found in Appendix B.



Safety incident rates at 23rd & Jackson, Aurora Village Transit Center, Burien Transit Center, and Skyway-West Hill are relatively small in comparison to Third Avenue and Chinatown/International District and Little Saigon, and so are shown in Figure 6 below to better show the details of those safety incident trends.

Figure 6: Area-specific incidents by month and year (excluding Third Avenue and CID/Little Saigon)



Aurora Village Transit Center

Figure 7 tallies incidents at Aurora Village Transit Center. Similar to system-wide trends, historically there were spikes in incident reports coinciding with winter months. This trend was not seen in Q4 2023-Q1 2024 after Metro interventions described below.

Figure 7: Aurora Village Transit Center incidents by year and quarter



Safety and security interventions – In March 2023, Transit Security Officers began overnight coverage at Aurora Village Transit Center and in May 2023, pivoted to 24/7 coverage.

Cleanliness and environment interventions – In December 2023, Metro installed portable restrooms at the Aurora Village Transit Center. Removing the broken payphone and graffiti, as well as better addressing the litter in the area have also contributed to the general cleanliness in the area.

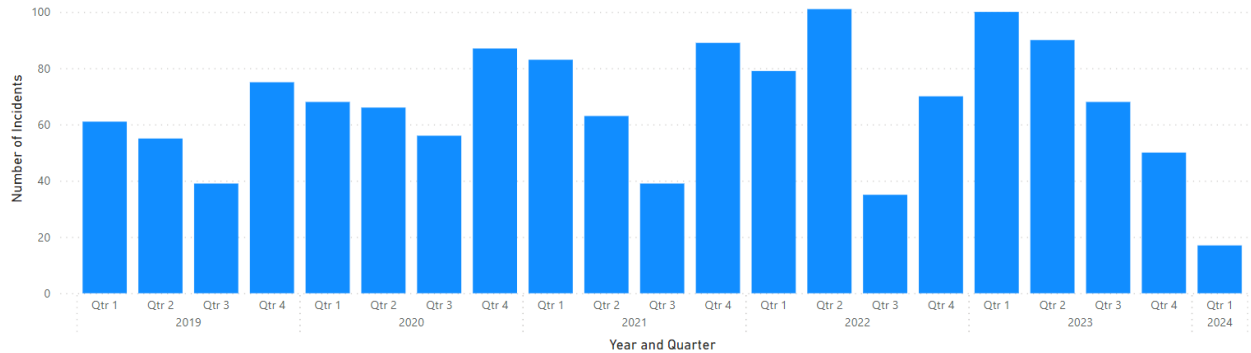
Community members highlighted that they have seen a noticeable improvement in cleanliness and safety conditions at Aurora Village Transit Center since December of 2023, following the installation of portable restrooms. Additionally, community members expressed that they were pleased with the crosswalk improvements they've seen on North 200th Street and the improvements to the vegetation/landscaping at the Aurora Village Transit Center.

While community members noted that conditions have significantly improved, they also shared feedback on what Metro can do better by improving signage.

Burien Transit Center

Figure 8 tallies incidents at Burien Transit Center. Similar to system-wide trends, historically there were spikes in incident reports coinciding with winter months. This trend was not seen in Q4 2023-Q1 2024 after Metro interventions described below.

Figure 8: Burien Transit Center incidents by year and quarter



Safety and security interventions – In March 2023, Transit Security Officers began overnight coverage at Burien Transit Center and in May 2023, pivoted to 24/7 coverage. Since April 2023, the Behavioral Health Specialists conducting outreach have provided de-escalation, crisis intervention, peer support, and connection to social support services to community members in crisis at Burien Transit Center.

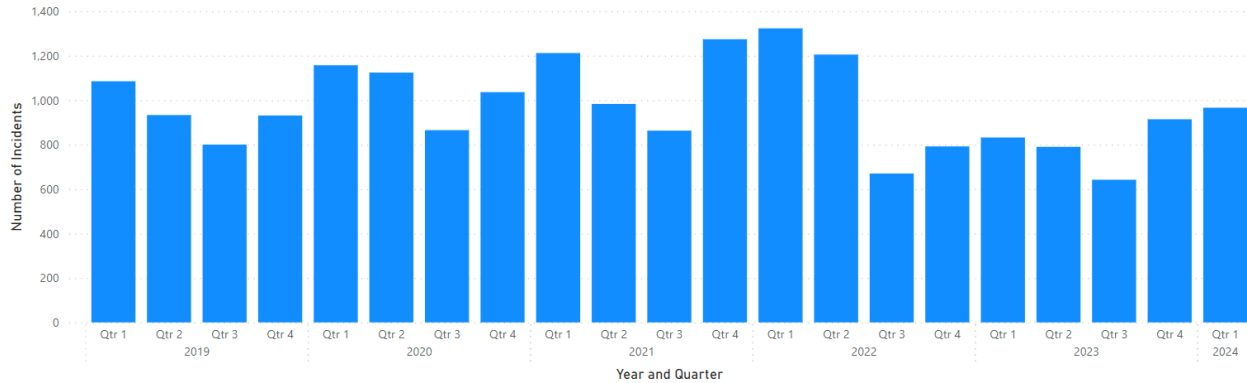
Cleanliness and environment interventions – Metro’s standard cleaning at Burien Transit Center includes sweeping and trash removal five days a week, along with pressure washing at least monthly. Additionally, Metro conducted additional cleaning emphasis at Burien Transit Center.

Community members reported that security presence does improve the environment. Community members indicated continued feelings of lack of safety at the Burien Transit Center. Individuals recommended increasing security and cleaning frequency to further improve conditions in the area.

Third Avenue

Figure 9 tallies incidents on bus routes that serve Third Avenue. Similar to system-wide trends, historically there were spikes in incident reports coinciding with winter months.

Figure 9: Incidents by year and quarter – Routes that serve Third Avenue



Safety and security interventions – In April 2022, Metro started a pilot deployment to address the most frequently reported security incidents on Metro transit: people continuously riding coaches with no intended destination. People riding on coaches for hours on end were resulting in more escalated incidents, unsanitary conditions, and operators not having personal time for their breaks. Metro deployed Transit Security Officer teams to Third Avenue & Virginia Street and Third Avenue South & South Main Street from 9:30 p.m. to 5:30 a.m. to clear terminating coaches on every trip to ensure all riders disembark. Transit Security Officers also provided customer service to those needing to get to a specific location by directing them to the appropriate bus zone to catch a coach and engaging those sheltering on buses. Starting in August 2023, Transit Security Officer teams have been contacting anyone at transit zones to provide customer service and address Unlawful Transit Conduct along Third Avenue, including along the RapidRide E line from Mondays through Thursdays, 3 p.m. to 11 p.m. Starting April 19, 2024, that presence increased to 6 a.m. to 11 p.m., seven days a week.

Cleanliness and environment interventions – Transit Route Facilities inspects all stops on Third Avenue looking for damaged Metro property, graffiti, unsanitary conditions, or other items requiring corrective action. In some cases where Metro is not able to keep up with the pace of repairs and graffiti abatement required to keep the bus shelters clean, Metro has removed elements of shelters, such as panels. In addition to regular cleaning, reports of conditions that prevent riders from safely occupying a bus shelter, such as biohazards, broken glass, and illegal activities considered urgent were addressed as soon as possible.

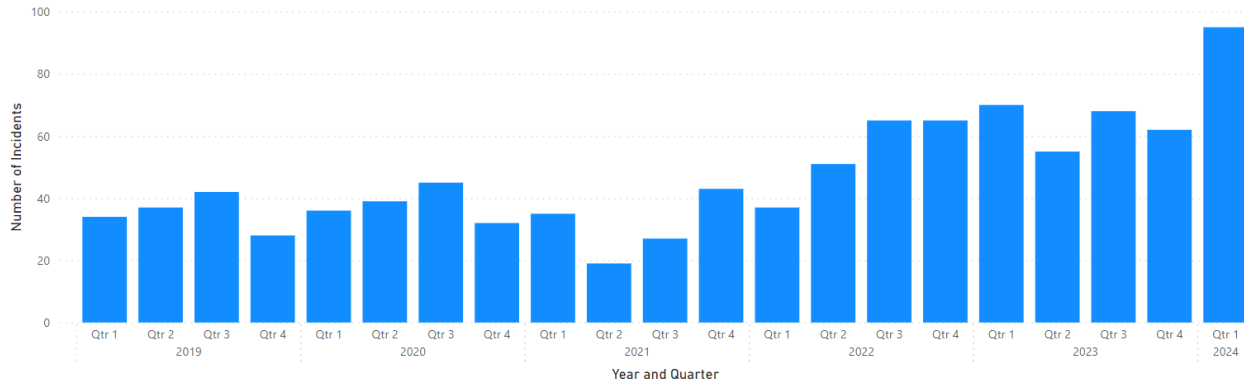
In the third quarter of 2022, security incidents dropped significantly and remain at lower levels than they were pre-pandemic, indicating that the increased presence of Transit Security Officers that began in the second quarter of 2022 was making an impact. According to feedback from the community, the increased Metro presence along Third Avenue has been observed and has appeared to improve conditions.

There continue to be concerns about loitering, selling stolen merchandise, drug use, verbal harassment, graffiti, and biowaste at and around transit stops. Metro will continue to work with community members and jurisdictional partners to continue to improve conditions.

23rd Avenue South and South Jackson Street

Figure 10 tallies incidents on bus routes that serve 23rd Avenue South and South Jackson Street.

Figure 10: Incidents by year and quarter – Routes that serve 23rd Avenue South and South Jackson Street



Safety and security interventions – Starting August 2023, Transit Security Officers made stops along South Jackson Street Monday through Thursday from 3 p.m. and 11 p.m. Starting April 19, 2024, Transit Security Officers extended their coverage to seven days a week from 6 a.m. to 11 p.m. SaFE Ambassadors continue to have a presence in the area along South Jackson Street, from Fifth Avenue to 23rd Avenue, between the hours of 1 p.m. and 5 p.m. Following a shooting at a Metro bus stop across the street from Garfield High School in March 2024, SaFE Ambassadors have increased their presence on 23rd Avenue up to East Cherry Street during school dismissal hours and will continue to do so as long as staffing capacity allows.¹¹

Cleanliness and environment interventions – Metro had already removed the bench inside the shelter at the stop on the northeast corner of 23rd Avenue South & South Jackson Street and worked with Vulcan to remove the three benches across from the shelter in November 2023 to address the loitering that was happening there and blocking the pedestrian walkway. In addition to emptying the trash can daily and cleaning and sanitizing the bus stops around this intersection up to five times per week, Metro is also doing enhanced cleaning at the bus stops on 23rd and Jackson, including monthly pressure washing and deep cleaning.

Community members mentioned that progress has been noticed in the area, emphasizing the noticeable collaboration with the Seattle Police Department.

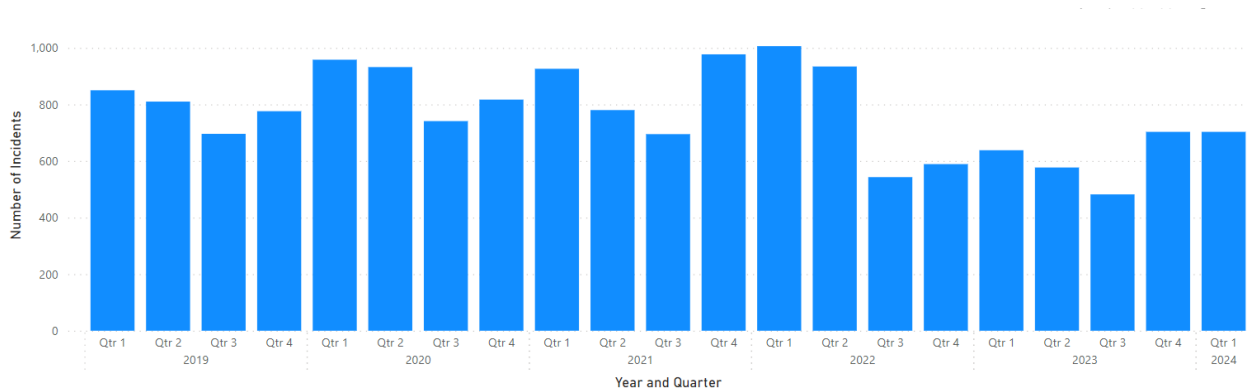
Community members continue to be concerned about shootings near 23rd Avenue South and South Jackson Street, as well as incidents of loitering at and around Metro bus stops. While concerned for everyone’s safety, community members highlighted the vulnerability that youth have when interacting in this area as they wait for buses on their way to and from school.

¹¹ SaFE Ambassadors are light-duty employees from bus operations, rail, facilities, and vehicle maintenance divisions whose timeframe for returning to their roles as bus operators can be unpredictable. Due to this, the number of SaFE Ambassadors available at any given time may fluctuate.

Chinatown/International District and Little Saigon

Figure 11 tallies incidents on bus routes that serve Chinatown/Internal District and Little Saigon.

Figure 11: Incidents by year and quarter – Routes that serve Chinatown/International District and Little Saigon



Safety and security interventions – Metro Transit Police patrol 12th Avenue South & South Jackson Street and Transit Security Officers have a pilot deployment making stops along South Jackson Street. From August 2023 through April 2024, Transit Security Officers were making those stops along South Jackson Street on Mondays – Thursdays between 3 p.m. and 11 p.m. On April 19, 2024, that presence increased to seven days a week from 6 a.m. to 11 p.m. SaFE Ambassadors continue to have a presence in the area along South Jackson Street between Fifth Avenue and 23rd Avenue between the hours of 1 p.m. and 5 p.m.

Cleanliness and environment interventions – Metro has also been working with the City of Seattle to improve safety conditions around 12th Avenue South & South Jackson Street including tree trimming, discarding broken curbs, cutting back vegetation, replacing lighting, and replacing the Metro trash bin on southwest corner of the 12th Avenue South and South Jackson Street intersection. In addition to emptying the trash can daily and cleaning and sanitizing the bus stops around this intersection up to five times week, Metro is also doing enhanced cleaning at the bus stops on 12th Avenue South & South Jackson Street, including weekly pressure washing and deep cleaning.

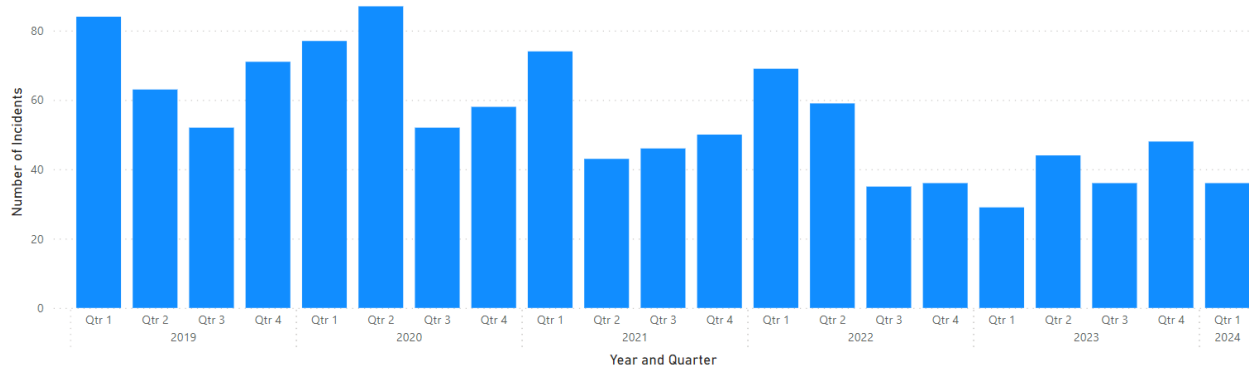
Incident rates appear to have gone down significantly starting in the third quarter of 2022, compared to prior months and years, though increasing slightly again in the fourth quarter of 2023 and first quarter of 2024. Individuals that Metro engaged with reported that general safety conditions around 12th Avenue South & South Jackson Street have improved.

There are still concerns around accessibility of sidewalks (including the accessibility of the bus stop), safety, and the trash around the bus stop located at the southwest corner of 12th Avenue South and South Jackson Street, closer to South King Street. Participants shared that loitering and street vending of stolen merchandise make it difficult for riders in the area to make it to and from that bus stop.

Skyway-West Hill

Figure 12 tallies incidents on bus routes that serve Skyway-West Hill.

Figure 12: Incidents by year and quarter – Routes that serve Skyway-West Hill



Safety and security interventions – Starting April 2023, SaFE Ambassadors have been supporting customers in the Skyway-West Hill area between the hours of 1 p.m. and 5 p.m.

Cleanliness and environment interventions – Metro empties the trash cans, cleans, and sanitizes the bus stops at Skyway-West Hill at least once/week. Additionally, reports of conditions that prevent riders from safely occupying a bus shelter, such as biohazards, broken glass, and illegal activities considered urgent are addressed as soon as possible.

Safety incident reports declined starting in the third quarter of 2022 and continue to be lower than they historically have been, though still with some fluctuation from quarter to quarter.

Metro will assess potential shelter amenity improvements using Crime Prevention through Environmental Design (CPTED) principles to minimize loitering around the stop.

Conclusion

While the impacts may vary from location to location, according to incident reports and as shared by various community members, Metro’s various efforts to improve safety and security at and around transit stops and shelters appear to be making an impact. Even with these improvements, there are still opportunities for Metro to continue to improve safety conditions.

Among the feedback provided to Metro from the various engagement efforts, community members consistently requested clearer communications from Metro regarding the various efforts in place to address safety – both system-wide and within specific geographic areas. Additionally, community members requested increased clarity in knowing how to determine what feedback should go to Metro versus other jurisdictions and how to submit requests/complaints to their respective channels. To improve those methods of communication Metro has been in constant communication with its jurisdictional partners, by presenting updates and findings at the relevant committee meeting spaces, as well as by facilitating one-on-one meetings to provide more direct updates on more urgent items in need of address and build partnership.

VI. Next Actions

Metro is deeply committed to improving public safety and the perception of safety on its system. The SaFE Reform Initiative allows Metro to hear from customers and community members regarding what they would like to see from Metro in public safety and fare enforcement. Feedback drives Metro's values, leading to the adoption of a care and presence approach. This in turn results in visible and approachable staff dedicated to passenger and employee safety and well-being, fostering empathy, and addressing security challenges effectively by using the most appropriate resource. Metro's SaFE Ambassador and Behavioral Health Specialist programs continue to be well-received and are important tools that Metro uses to improve safety in an equitable manner.

Metro focuses on relationship-building as a central component of engagement, hoping to continue to build trust with King County residents, leading to additional productive recommendations and more timely solutions. Metro will continue to engage with community partners to improve communities' awareness and use of reporting channels to share feedback on improvements that need to be made. Additionally, Metro will continue to communicate back to community members on how Metro and jurisdictional partners are using feedback from those reporting channels to address those safety concerns.

Metro continues to engage with partners to leverage resources and increase coordination to create a better experience for the public both on and off the transit system. Metro welcomes additional partnership opportunities and coordination efforts to provide a seamless and safe customer experience.

VII. Appendices

A. Appendix A: Community Engagement Efforts

Table 1 documents the engagement events in each of the six locations listed in the Proviso, as well as a list of organizations that provided updated feedback.

Table 2: Engagement event and attendees by location

Location	Engagement Event(s) Hosted	Community Based Organizations, Community Groups, and Partnering Agencies Involved
Aurora Village Transit Center	Email One-on-one engagement	<ul style="list-style-type: none"> Echo Lake Neighborhood Association Condo Association Board
Burien Transit Center	One-on-one engagement	<ul style="list-style-type: none"> Para Los Niños Latino Civic Alliance Sea Mar Burien Health Center The Maverick Merrill Gardens Seattle Credit Union
Third Avenue in Seattle (Between South Main Street and Broad Street)	One-on-one engagement	<ul style="list-style-type: none"> Clise Properties
Chinatown/International District and Little Saigon	One-on-one engagement Walking Tour	<ul style="list-style-type: none"> Seattle Housing Authority – Yesler Terrace Sumit Sierra Seattle Chinatown International District Preservation District Association Friends of Little Saigon Seattle Police Department Seattle Public Utilities City of Seattle’s Mayor’s Office
23rd Avenue South and South Jackson Street	One-on-one engagement Community events	<ul style="list-style-type: none"> Catholic Community Services Community Safety Forums

B. Appendix B: Area routes

Table 3: Routes that serve each area

Location	Routes
Third Avenue	1, 11, 113, 124, 125, 13, 131, 132, 14, 17, 2, 21, 21, 24, 27, 28, 3, 33, 36, 4, 40, 43, 49, 5, 56, 57, 62, C, D, E, H, 7, 70, 994
Chinatown/International District and Little Saigon	1, 101, 102, 106, 111, 124, 13, 131, 132, 14, 150, 17, 177, 2, 21, 212, 218, 24, 257, 28, 3, 311, 33, 36, 4, 40, 43, 49, 5, 545, 550, 554, 599, 60, 62, 630, 7, 70, 9, 96, 984, 987, 994
23rd Avenue South and South Jackson Street	14, 4, 48, 8
Skyway-West Hill	106, 107



King County

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June 26, 2024

The Honorable Dave Upthegrove
 Chair, King County Council
 Room 1200
 C O U R T H O U S E

Dear Councilmember Upthegrove:

This letter transmits the Safety, Security, and Fare Enforcement (SaFE) Community Ambassador Results Report, in response to Ordinance 19546, Section 114, Proviso P2.

This report provides information on how the Community Ambassador program engaged community members in several areas of the county that are experiencing increased safety and security concerns. Approval of this proposed motion and the attached report supports the implementation of the recommendations made by community members in these areas.

King County Metro began the SaFE Reform initiative in response to my declaration of racism as a public health crisis, affirming the county's commitment to becoming an anti-racist and pro-equity government. A scoping report in response to Ordinance 19546, Section 114, Proviso P2 was passed by the Council in 2024. In this SaFE Reform work, Metro has prioritized the feedback of King County employees, customers, and community members including priority populations to identify what equitable safety practices mean to Metro riders.

Per Metro policy and the County's commitment to racial equity and social justice, Metro has prioritized meaningful, in-depth community engagement in all aspects of its work, ensuring resources are directed to where they are needed most. The insights gained through the SaFE Reform Community Ambassador Program are informing Metro's current work to strategize solutions for safe and clean transit hubs, stops, and buses, both at the specific locations outlined in Proviso P2, as well through the work of the SaFE Reform Initiative. Based on safety incident reports and feedback from community members, Metro's initiatives to enhance safety and security at transit stops and shelters appear to be making an impact on improving the overall safety of the transit system. In addition to continuing to address issues shared by community

The Honorable Dave Upthegrove

June 26, 2024

Page 2

members, Metro will continue to engage with community partners to strengthen feedback loops.

Thank you for your consideration of the proposed motion. This legislation will help improve the customer experience for Metro riders and the broader community. I look forward to working with you to realize solutions to improve transit safety and security, furthering our commitment to equity.

If your staff have questions, please contact DeAnna Martin, Chief of Staff, Metro Transit Department, at (206) 477-3835.

Sincerely,



for

Dow Constantine
King County Executive

Enclosure

cc: King County Councilmembers
 ATTN: Stephanie Cirkovich, Chief of Staff
 Melani Hay, Clerk of the Council
 Karan Gill, Chief of Staff, Office of the Executive
 Penny Lipsou, Council Relations Director, Office of the Executive
 Michelle Allison, General Manager, Metro Transit Department
 DeAnna Martin, Chief of Staff, Metro Transit Department



King County

**Metropolitan King County Council
Law and Justice Committee**

STAFF REPORT

Agenda Item:	7	Name:	Leah Krekel-Zoppi
Proposed No.:	2023-0434	Date:	July 24, 2024

SUBJECT

A motion that would acknowledge receipt of a report on programming for adults in detention, as required in the 2023-2024 budget.

SUMMARY

The King County Council, through a proviso in the Adopted 2023-2024 Biennial Budget, required the Executive to provide a report on programming for adults in detention. This proposed motion would acknowledge receipt of the report, which was transmitted by the Executive on November 30, 2023.

The report provided a summary description of all 18 programs available at King County adult detention facilities, including information about program availability, participation, and costs. The report states that the Department of Adult and Juvenile Detention (DAJD)'s total 2023-2024 appropriation for resident services was \$3.6 million, and that DAJD has four full time equivalent (FTE) and two term limited temporary (TLT) positions that support program delivery. Most programming at adult detention facilities is offered by volunteers and contractors, and often those contractors are funded by other agencies.

The report notes that DAJD is unable to provide the total number of program hours per person provided because the frequency and duration of programs varies. Implementation of the resident tablet program in April 2024 significantly increased the amount of programming available to each resident on a daily basis, due to a variety of programming offered on the tablets.

The report also describes the research DAJD conducted to study programming models. Finally, the report states that in order to increase the amount of in-person programming offered to be equivalent to one hour per resident per day, DAJD would need additional corrections officer positions and one additional volunteer coordinator position for every three to four additional organizations brought in. However, DAJD's facilities can only accommodate a maximum of 420 people for an hour of programming per day, which is short of the average daily population (ADP) of approximately 1,500.

BACKGROUND

King County Adult and Juvenile Detention. King County's Department of Adult and Juvenile Detention (DAJD) operates three detention facilities as well as community supervision programs. King County's secured detention facilities King County's secure detention facilities are located at the King County Correctional Facility (KCCF) in Downtown Seattle, the Maleng Regional Justice Center (MRJC) in Kent, and the Judge Patricia H. Clark Child and Family Justice Center (CCFJC) in Seattle's First Hill neighborhood, which houses juveniles.

The county's secure detention facilities house pre-trial individuals who have been arrested or had charges files and are awaiting adjudication of their cases in King County Superior Court or District Court, or who are awaiting state psychiatric competency restoration services. King County also houses post-trial individuals who have been sentenced to secure detention for less than a year. Individuals in the county's custody who receive sentences that exceed one year are transferred to the state correctional system.

DAJD also provides alternatives to secure detention and treatment programs for adults through the Community Corrections Division. Alternatives include electronic home detention, and programs and services through Community Center for Alternative Programs and Pretrial Assessment and Linkage Services. The Community Corrections Division also provides services to the court to support judicial placement decisions for both pre-trial and sentenced individuals. Alternative programs for juvenile offenders are provided through the Juvenile Division.

In 2019, prior to the COVID pandemic, King County adult secure detention facilities processed more than 32,000 bookings and were housing an average daily population (ADP) of over 1,900 people. Through booking restrictions and efforts to increase alternatives to detention that began during the pandemic, bookings and ADP have dropped significantly. In 2023, annual bookings were under 15,000, and the APD was 1413. The 2023 ADP of adults on electronic home detention was 319, nearly tripling compared to 2019.

Also during the COVID pandemic, DAJD began experiencing significant worker shortages and by mid-2022 faced a peak of over 120 vacancies in corrections officer positions out of approximately 500 budgeted positions. In January 2024, correction officer vacancies stood at 93 out of 503, for a vacancy rate of 18.5 percent.¹ Staff shortages can result in more overtime, including mandatory overtime, for staff. For residents, staff shortages can result in more in-room time and less access to programming.

Proviso on Programming for Adults in Detention. The King County Council required a proviso in the 2023-2024 Budget,² which stated:

¹ [2024-RPT0030 DAJD - Quarterly Report on Corrections Officers' Vacancies and People Housed in Contracted Detention Facilities](#)

² Ordinance 19546, Section 54, P3, as amended by Ordinance 19633, Section 44, Proviso P3.

Of this appropriation, \$300,000 shall not be expended or encumbered until the executive transmits a report on programming for adults in detention and a motion that should acknowledge receipt of the report and a motion acknowledging receipt of the report is passed by the council. The motion should reference the subject matter, the proviso's ordinance number, ordinance section and proviso number in both the title and body of the motion.

The report shall include, but not be limited to, the following:

A. A description of programming available at each King County adult detention facility at the time of the report, including the types of programs available, how often they are available, the program capacity, which detention residents are eligible to participate, how many detention residents participate, any costs associated with administering each program and any evaluations of the programs;

B. A calculation of approximately how many hours of life-skill building or therapeutic support programming, or other out of cell social activities, are available per detention resident per day at the time of the report and of how many additional hours of programming or activities would be needed to provide approximately one hour of programming per adult detention resident per day, based on the average daily population of adults in detention in King County;

C. A study of successful life-skill and therapeutic support programming models at adult detention facilities across the United States, including adult detention facilities experiencing staffing shortages and limited financial resources similar to King County adult detention facilities, and a description of best practices and lessons learned from such models as well as from data and recommendations offered by national corrections organizations including, but not limited to, the National Institute of Justice and National Institute of Corrections;

D. A discussion of the levels of staffing, capacity of program providers and facility requirements needed in King County adult detention to: (1) align adult detention programming with national best practices; and (2) accommodate a level of adult programming equivalent to approximately one hour of life-skill building or therapeutic support programming per adult detention resident per day to ensure similar standards are met for all individuals in detention throughout King County;

E. A discussion of the estimated cost and other considerations that would be needed to secure the incremental difference between the requirements identified in subsection D. of this proviso and the resources available at the time of the report; and

F. Identification and provision of a list of near-term, actionable next steps to increase the availability of life-skill building and therapeutic support programming for adults in detention to mitigate the lack of programming and excessive time in cell isolation brought about by staffing shortages, knowing that staffing shortages will not be significantly mitigated in the near term. In prioritizing near-term actions, the executive should consider the urgency of mitigating the impacts to adults in detention of ongoing staff shortages that result in some residents spending a significant amount of time in their cells each day and seek ways to reduce isolation and potential health impacts to residents in detention that may have resulted in King County jail having the highest national death rate by both suicide and natural causes.

The executive should electronically file the report and motion required by this proviso no later than November 30, 2023, with the clerk of the council, who shall retain the original and provide an electronic copy to all councilmembers, the council chief of staff and the lead staff for the law, justice, health and human services committee or its successor.

ANALYSIS

Proposed Motion 2023-0434 would acknowledge receipt of a report entitled, "Adult Programming at the Department of Adult and Juvenile Detention, November 2023." Adoption of the proposed motion would release \$300,000 of DAJD's 2023-2024 appropriation, which is currently restricted by P3 from being expended or encumbered.

Proviso P3 required that the report include the following elements:

- A description of programming available at King County adult detention facilities,
- A calculation of approximate hours of programming is available per detention resident per day,
- A study of successful programming models at comparable adult detention facilities across the United States,
- A discussion of resources necessary to increase adult detention programming, and
- Identification of a list of near-term, actionable next steps to increase adult detention programming.

These elements are summarized and discussed in the following sections.

Proviso requirement A: Available programming. According to the report, program offerings at King County's adult detention facility fall into six categories including:

- Educational
- Creative writing and journaling
- Religious
- Veterans
- Substance use disorders and recovery
- Work/life skills

The report provides a summary description of all current and pending programs offered at King County's adult detention facilities, including program capacity, eligibility, participation, and estimated costs. Eighteen programs are described in the report, as shown in Table 1. A new program pilot that DAJD implemented in October 2023 is Courage to Change Journaling, which the report describes as, "an evidence-based supervision/case management model developed in collaboration with several United States Probation Offices." The program uses cognitive-behavioral interactive journaling and trained facilitators and is supported by DAJD program employees.

Table 1. Adult Detention Programs

Category	Program	Participation	Cost/Funding
Educational	Seattle Public Schools High School Completion	41 in 2022	State funded
	Adult General Education Development	100 in 2022	Not currently funded
Creative Writing and Journaling	Courage to Change Journaling	5 in a pilot	DAJD staff supported
	Creative Writing	18 in Q1/Q2 2023	Volunteer supported
Religious	Chaplain and Religious Services	2,243 in 2022	Volunteer supported
Veteran's Programs	Veterans' Health and Wellness	105 in Q1/Q2 2023	VSHSL supported
	Veterans Heroes Journey	117 in 2022	VSHSL supported
	Veterans Life Skills	142 in 2022	VSHSL supported
	Veterans Mindfulness	102 in 2022	VSHSL supported
	Veterans Northwest Justice Civil Legal Aid	6 in Q1/Q2 2023	VSHSL supported
	Veterans Resource Reentry	84 in 2022	VSHSL supported
	Veterans Transforming Power	117 in 2022	VSHSL supported
	Veterans Yoga Behind Bars	73 in 2022	VSHSL supported
Substance Use Disorders and Recovery Programs	Celebrate Recovery/Alcoholics Anonymous	260 in 2022	Volunteer supported
	Substance Use Disorder/Chemical Dependency Program	35 in 2022	Funded by DCHS
Work/Life Skills	Worker Programs	206 in 2022	\$206,826 in 2022
	Parents 4 Parents (P4P)	21 in 2022	Funded by P4P
	Read to Me	6 in Q1 2023	Funded by Seattle Public Library

DAJD's total 2023-2024 appropriation for resident services was \$3.6 million. Resident services support adult programming as well as other resident services such as phone calls and commissary.

DAJD has four full time equivalent (FTE) positions that support program delivery, including one volunteer coordinator FTE for each adult detention facility, a program manager, and an administrative assistant. Additionally, DAJD secured a federal Department of Justice grant in 2022 to support two additional TLT volunteer coordinators for 2.5 years. Corrections Officers and other DAJD staff also support programming through conducting visitor background checks, managing resident program requests and room reservations, escorting volunteers and contractors through the facility, and managing resident movement to and from programming.

In addition to DAJD resources, programming for adult residents is supported by volunteers, partner agencies, and contracted services funded by other agencies. An example of services funded by outside funding sources, the report stated that veteran's programs for adult detention residents are supported primarily by the county's Veterans, Seniors, and Human Services Levy (VSHSL) which is administered through the Department of Community and Human Services (DCHS). Another example is adult basic education and high school diploma programs funded by Washington state. DAJD previously funded adult general educational development through a contract with Seattle Central College, however that contract ended and DAJD is in the process of procuring new contracts, with an estimated cost of \$400,000 for 2.5 years.

Proviso requirement B: Hours of programming available. DAJD states that because adult programming is provided by volunteers, partner agencies, and contractors, the frequency and duration changes continuously. Therefore, the report states that it is not possible to calculate how many hours of programming and social activities are available per detention resident per day, as requested by the proviso. Data on the availability and participation for each program are provided in the section of the report describing each program.³

DAJD states that normal operations provide for adults in the general population to have more than one hour of out of cell activities in groups each day, and that people in restricted housing are not able to be in groups due to higher security classifications but have some access to one-on-one programming and at least one hour out of cell daily.

All residents have access to reading and religious materials upon request, and as of April 2024, most residents have daily access to tablets with a variety of no-cost programming options. Programming on resident tablets includes over 300 educational courses, GED practice tests, religious content, legal research materials, a job search module, a lifestyle application, access to phone calls, and more than 50,000 books, podcasts, and media. Additional content such as movies, music, and games are available for purchase by residents. DAJD states that implementation of tablets provides nearly all adult detention residents with access to more than an hour of programming per day.

Proviso requirement C: Successful programming models. In response to the proviso requirement to study successful life-skill and therapeutic support programming models at adult detention facilities across the United States, DAJD reviewed a Federal Bureau of Prisons meta-analysis of prison programs and outcomes as well as an open-source internet search of corrections professional organizations. DAJD's review did not find a recommended amount of programming or program model.

DAJD also reached out to three US jails with similar populations and budgets to King County detention facilities. A practice used by those three facilities is to co-locate residents in programming units based on their eligibility so that they can participate in group classes within their unit. For example, Salt Lake County Sheriff's Office has a programming unit of 64 residents all working on their diploma equivalency. However,

³ Adult Programming at the Department of Adult and Juvenile Detention, November 2023, pp. 10 -14.

these facilities typically have greater restrictions to accessing programming compared to DAJD, such as only offering to non-violent residents or offering greater access to programming only for residents who have been in custody for 30 – 90 days.

DAJD found that use of resident tablets is an emerging practice both at the comparable facilities DAJD met with and in the literature review. DAJD also found that the National Institute of Corrections provides standardized curriculum and training for corrections officers, including training for corrections staff to become certified in delivering CBT curriculum to residents.

Proviso requirement D & E: resources needed to increase programming. In response to the proviso requirement for a discussion of the resources needed to accommodate a level of adult programming equivalent to approximately one hour per resident per day, the report notes that the deployment of resident tablets provides residents with programming equivalent to more than one hour per resident per day. In April 2024⁴ using resources appropriated in the 2023-2024 budget, tablets were implemented for all eligible residents⁵ with stays longer than three days.

As for expanding in-person programming, DAJD estimates the agency would need an additional volunteer coordinator position for every three to four additional organizations to provide programming in the detention facilities. Additionally, when residents attend group programming in restricted areas outside a housing unit they must be transported by a corrections officer, so DAJD estimates that providing more group programming would require additional corrections officer positions.⁶

The report also states that space is a constraint to expanding in-person programming, and that current adult detention facilities do not have enough space to meet a goal of one hour of in person group programming for each resident every day. DAJD estimates that the maximum number of people their facilities could accommodate per day for in-person group programming is 420 people, yet the adult detention population is approximately 1,500 per day. Even accommodating that number of people would require using all multipurpose rooms only for programming, leaving limited space for residents to receive visits from lawyers and social service providers.

Because DAJD does not have a baseline estimate of the current number of hours of programming per resident per day, the report states that DAJD is not able to provide an estimate of the incremental cost to increase current programming to a level equivalent to one hour of programming per resident per day, as requested by the proviso.

Proviso requirement F: Next steps. The report states that, “DAJD continues to look for solutions to expand programmatic offerings.” Near term action identified by DAJD include recruiting programming staff to fill vacant positions, procuring new grant-funded

⁴ Tablets were first distributed on April 16, 2024, at KCCF and on April 18, 2024, at MRJC.

⁵ A limited number of residents with serious health or behavioral issues are excluded from having access to tablets.

⁶ There is some programming that can take place in unit dayrooms, but because it is typically disruptive to unit residents not participating, it is used on a limited basis. At MRJC, group programming space is available within each housing unit, which allows residents to participate in programming without DAJD needed to utilize as much staff resources. At KCCF, all group programming space is in restricted areas outside housing units requiring staff to transport residents to and from the programs.

educational contracts, reestablishing contracts that expired during the COVID pandemic, and implementing the resident tablet program.

2024 Updates. Because this report was transmitted in November 2023, DAJD provided the following updates on programming changes since that time:

- DAJD programming staff is working to build program capacity by increasing direct, targeting outreach to potential partners and is in the process of launching wider public outreach through a webpage encouraging providers and volunteers to partner with DAJD. The webpage is expected to launch in August 2024.
- DAJD is in a procurement process to secure a provider to offer GED classes, which are expected to begin in fall of 2024.
- DAJD has added more classes to the Courage to Change Journaling program which piloted in October 2023, including expanding to the restricted housing locations at MRJC. An expanded number of creative writing classes are also now being offered.
- DAJD began piloting a book club at MRJC. The book clubs are formed within each housing unit and are hosted by DAJD staff. DAJD reports that 52 residents have participated in the first quarter of 2024.
- DAJD has been able to expand religious service offerings due to the addition of a Jehovah's Witness volunteer and one additional Catholic volunteer.
- DAJD has added a new Dialectical Behavior Therapy (DBT) program called Seeking Safety that is available to women at MRJC. DAJD reports that 26 residents participated in the first quarter of 2024, and an additional 21 people are participating in the second quarter.

As noted in the sections above, DAJD also implemented the resident tablet program in April 2024. DAJD initially issued 614 tablets at KCCF, and 570 issued at MJRC. Tablets are assigned to individual residents with login restricted to the individual's pin. Tablets are distributed to residents each morning and collected each night for charging. Tablets are available to adult residents within three days of booking. To receive a tablet, residents must agree to the terms of us. While most residents receive tablets, residents are not eligible to have a tablet if they are under suicide observation, have damaged tablets three times during a single booking, or have a documented infraction report of behavior that is a safety or security risk. Tablets are not connected to the internet and therefore only provide access to the pre-loaded content. The pre-loaded content available is described in the "Proviso requirement B" section above.

INVITED

- Steve Larsen, Deputy Director, Department of Adult and Juvenile Detention

ATTACHMENTS

1. Proposed Motion 2023-0434 (and its attachments)
2. Transmittal Letter



KING COUNTY
Signature Report

ATTACHMENT 1
1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Motion

Proposed No. 2023-0434.1

Sponsors Perry

1 A MOTION acknowledging receipt of a report on
2 programming for adults in detention as required by
3 Ordinance 19546, Section 54, P3, as amended by
4 Ordinance 19633, Section 44, Proviso P3.

5 WHEREAS, the 2023-2024 Biennial Budget Ordinance 19546, Section 54,
6 Proviso P3, as amended by Ordinance 19633, Section 44, Proviso P3, requires the
7 executive to transmit a report on programming for adults in detention accompanied by a
8 motion that should acknowledge receipt of the report, and

9 WHEREAS, the report should be filed by November 30, 2023, and

10 WHEREAS, Ordinance 19546, Section 54, Proviso P3, as amended by Ordinance
11 19633, Section 44, Proviso P3, provides that \$300,000 shall not be expended or
12 encumbered until the executive transmits the report and a motion acknowledging receipt
13 of the report is passed, and

14 WHEREAS, the council has acknowledged receipt of the report transmitted by the
15 executive;

16 NOW, THEREFORE, BE IT MOVED by the Council of King County:

17 The motion acknowledging receipt of a report on programming for adults in
18 detention, entitled Adult Programming at the Department of Adult and Juvenile
19 Detention, Attachment A to this motion, is hereby passed in accordance with 2023-2024

- 20 Biennial Budget Ordinance 19546, Section 54, Proviso P3, as amended by Ordinance
- 21 19633, Section 44, Proviso P3.

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

Dave Upthegrove, Chair

ATTEST:

Melani Pedroza, Clerk of the Council

APPROVED this ____ day of _____, ____.

Dow Constantine, County Executive

Attachments: A. Adult Programming at the Department of Adult and Juvenile Detention November, 2023

Adult Programming at the Department of Adult and Juvenile Detention

November 2023



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C. A study of successful life-skill and therapeutic support programming models at adult detention facilities across the United States, including adult detention facilities experiencing staffing shortages and limited financial resources similar to King County adult detention facilities, and a description of best practices and lessons learned from such models as well as from data and recommendations offered by national corrections organizations including, but not limited to, the National Institute of Justice and National Institute of Corrections.....	15
D. A discussion of the levels of staffing, capacity of program providers and facility requirements needed in King County adult detention to: (1) align adult detention programming with national best practices; and (2) accommodate a level of adult programming equivalent to approximately one hour of life-skill building or therapeutic support programming per adult detention resident per day to ensure similar standards are met for all individuals in detention throughout King County;	17
E. A discussion of the estimated cost and other considerations that would be needed to secure the incremental difference between the requirements identified in subsection D. of this proviso and the resources available at the time of the report.	19
F. Identification and provision of a list of near-term, actionable next steps to increase the availability of life-skill building and therapeutic support programming for adults in detention to mitigate the lack of programming and excessive time in cell isolation brought about by staffing shortages, knowing that staffing shortages will not be significantly mitigated in the near term. In prioritizing near-term	

actions, the executive should consider the urgency of mitigating the impacts to adults in detention of ongoing staff shortages that result in some residents spending a significant amount of time in their cells each day and seek ways to reduce isolation and potential health impacts to residents in detention that may have resulted in King County jail having the highest national death rate by both suicide and natural causes. 19

II. Proviso Text

Ordinance 19633, SECTION 44. Ordinance 19546, Section 54, Department of Adult and Juvenile Detention (DAJD), P3.¹

PROVIDED FURTHER THAT:

Of this appropriation, \$300,000 shall not be expended or encumbered until the executive transmits a report on programming for adults in detention and a motion that should acknowledge receipt of the report and a motion acknowledging receipt of the report is passed by the council. The motion should reference the subject matter, the proviso's ordinance number, ordinance section and proviso number in both the title and body of the motion.

The report shall include, but not be limited to, the following:

- A. A description of programming available at each King County adult detention facility at the time of the report, including the types of programs available, how often they are available, the program capacity, which detention residents are eligible to participate, how many detention residents participate, any costs associated with administering each program and any evaluations of the programs;
- B. A calculation of approximately how many hours of life-skill building or therapeutic support programming, or other out of cell social activities, are available per detention resident per day at the time of the report and of how many additional hours of programming or activities would be needed to provide approximately one hour of programming per adult detention resident per day, based on the average daily population of adults in detention in King County;
- C. A study of successful life-skill and therapeutic support programming models at adult detention facilities across the United States, including adult detention facilities experiencing staffing shortages and limited financial resources similar to King County adult detention facilities, and a description of best practices and lessons learned from such models as well as from data and recommendations offered by national corrections organizations including, but not limited to, the National Institute of Justice and National Institute of Corrections;
- D. A discussion of the levels of staffing, capacity of program providers and facility requirements needed in King County adult detention to: (1) align adult detention programming with national best practices; and (2) accommodate a level of adult programming equivalent to approximately one hour of life-skill building or therapeutic support programming per adult detention resident per day to ensure similar standards are met for all individuals in detention throughout King County;
- E. A discussion of the estimated cost and other considerations that would be needed to secure the incremental difference between the requirements identified in subsection D. of this proviso and the resources available at the time of the report; and
- F. Identification and provision of a list of near-term, actionable next steps to increase the availability of life-skill building and therapeutic support programming for adults in detention to mitigate the lack of

¹ [Ordinance 19633.pdf](#)

programming and excessive time in cell isolation brought about by staffing shortages, knowing that staffing shortages will not be significantly mitigated in the near term. In prioritizing near-term actions, the executive should consider the urgency of mitigating the impacts to adults in detention of ongoing staff shortages that result in some residents spending a significant amount of time in their cells each day and seek ways to reduce isolation and potential health impacts to residents in detention that may have resulted in King County jail having the highest national death rate by both suicide and natural causes.

The executive should electronically file the report and motion required by this proviso no later than November 30, 2023, with the clerk of the council, who shall retain the original and provide an electronic copy to all councilmembers, the council chief of staff and the lead staff for the law, justice, health and human services committee or its successor.²

III. Executive Summary

The Department of Adult and Juvenile Detention (DAJD) is pleased to submit this report on programming for adults in detention in response to Proviso 3.

Summary observations to the proviso response:

- Data is not available to support a calculation on hours of programming per person per day across the year or population. By extension, DAJD cannot calculate a 'gap' to the proposed programming.
- Recent conditions reduced the number of active contracts, volunteers, and program staff that provide services. Current activities focus on restoring this program infrastructure.
- Program data on participants currently enrolled in programming shows growth, with an increase in 2023 Q1 and Q2 participation relative to 2022 participation.
- Use of tablets in the near future alone could meet the requested amount of programming for one hour a day for every person.
- A portion of program growth expected in 2024 is through funding from a federal grant, and to retain that growth would require county funding after the grant expires.
- DAJD is currently facing a staffing crisis in its Corrections Officer (CO) ranks, which is straining its ability to provide even basic services. Any amount of additional small group or in person programming would require added staffing to escort and ensure safety during classes.

This report is organized in order of the Proviso 3 wording. Each section begins with the request that is a direct citation from Proviso 3. Then DAJD provides a response.

DAJD responds to Section A with a thorough description of programming available. There are small amounts of a broad array of programming options available upon request by jail residents. Results show slow growth in the number of participants as DAJD builds back up from primarily video visits to in person and group programming options. Programming at the Maleng Regional Justice Center (MRJC) and in general population areas has grown more quickly as it is a less challenging operational environment.

DAJD responds to Section B with an estimate of programming or other out of cell social activities that are available to residents. All persons in general population have daily out of cell social activities

² The due date was amended by Ordinance 19633, Section 44, Proviso P3 to November 30, 2023.

exceeding one hour. In the very near future, with the implementation of tablets, everyone with a length of stay longer than three days will have more than one hour of programming per person per day. That launch is estimated to be complete in March 2024, and DAJD is excited to explore and build on tablet offerings.

Section C includes a discussion of best practices and comparable jail models. DAJD has researched emerging practices and talked to other jails while applying for a 2022 program grant and built on that research in this report. There is no standard or recommended best practice for the duration of programming to offer per person per day. However, DAJD considered the recommendations that do exist. From a range of practices, DAJD adopted use of the more broadly accessible tablet approach. DAJD will need to first monitor initial use of these new technologies to better understand what additional resources might increase their positive impact. DAJD will also be amongst the first to pilot remote group classes in an adult jail setting.

Sections D, E, and F relate to taking near term steps and planning longer term actions to significantly build program capacity. DAJD is in the process today of rebuilding programs following the COVID pandemic. DAJD pursued and won a federal grant to bolster programming resources in the near term. Following recent attrition, staffing grew from one volunteer coordinator staff member at the lowest point, to four volunteer coordinator staff members starting in Q3 of 2023. DAJD is also engaged with the county procurement office to begin new contracts for educational and career services.

Space and officer staffing is a remaining identified barrier to serving larger populations outside of cells. Increases to secured group programming for persons in restricted housing would require more officers to support movement of persons to and from group classes throughout the day.

IV. Background

Department Overview: The Department of Adult and Juvenile Detention (DAJD) operates three detention facilities and various community supervision programs for pre- and post-trial defendants throughout King County. The two adult secure detention divisions are the Seattle Division, which operates the King County Correctional Facility (KCCF), and the Kent Division, which operates the secure detention portion of the Maleng Regional Justice Center (MRJC). The Juvenile Division operates the juvenile detention facility in Seattle. As of October 15, 2023, KCCF housed 746 residents, and MRJC housed 635 residents.

Current Context: About one percent of DAJD's budget supports program services available to adult residents. Most programs are delivered by a mix of contractors, partner agencies, and volunteers. Programs provided in DAJD facilities include education, religion, life skills building, and services that support an individual's return to community. It is offered in DAJD classrooms, in one-on-one settings, and virtually.

DAJD has two full time equivalent (FTE) volunteer coordinator positions, one each at KCCF and MRJC; one FTE administrative support position, and one FTE supervising position supporting delivery of programs for residents. Two additional term limited temporary (TLT) volunteer coordinators have been hired under a grant fund. Programming is also supported extensively and indirectly by other FTE positions, such as corrections officers (COs) who are assigned to escort volunteers and contractors in the facilities and manage resident movement. COs and other staff also conduct visitor background

screening, review resident program requests, room reservations, and so on for providers to deliver programs at DAJD facilities.

The specific programs available to residents are subject to change over time. Current program activities and services are listed in Section A below. Program content generally includes religious programming, education, drug and alcohol counseling, veterans' services, life skills, and recreation. People in custody participate in services voluntarily based on their interest and specific needs. Residents may request to participate in currently available programming at any time. DAJD responds to these requests based on eligibility and resources available. Eligibility refers to an in-custody individual's ability to meet program requirements specific to each program. In addition, DAJD may refer individuals with special needs based on questions asked during booking and intake. For example, an individual must be a veteran in order to participate in veterans' programming.

Until 2022, DAJD's programming budget was primarily funded through the Inmate Welfare Fund from phone and commissary commission revenue. The County's 2023-2024 adopted budget shifted funding of DAJD programming from the Inmate Welfare Fund to direct funding from the County's General Fund, along with increasing the overall budget for programming in support of broader equity and social justice goals. Most programming at DAJD is supported by sources other than its own department General Fund budget, such as volunteers, grants, and partner agency funds. The total DAJD 2023-2024 biennium appropriation for adult resident services is \$3.6 million, representing only about 1 percent of the department's total budget. This appropriation also supports non-programming resident services such as phone technologies and commissary.

Programming options were reduced during the COVID-19 pandemic due to safety requirements and staffing challenges. During the pandemic restricted period, DAJD was able to provide some programming through video kiosks and one-on-one programming. DAJD is rebuilding in-person programming to pre-pandemic capacity along with expanding programming options. DAJD was awarded a federal grant to expand General Educational Development (GED) and journaling programs, and as a result has been able to hire additional temporary volunteer coordinator staff. However, progress on expanding programming is challenged by the high number of vacant correction officer positions and scheduling conflicts and competing use of common areas.

Report Methodology: DAJD strove to clearly respond to the important questions asked in this proviso, under current resources and within the time allowed to assess readily available information. Data and information are drawn from departmental staffing reports, contractor information, program data, annual reports, and a literature review including National Institute for Corrections (NIC), National Institute for Justice (NIJ), Vera, RAND Correctional Education, and American Correctional Association (ACA).

V. Report Requirements

A. A description of programming available at each King County adult detention facility at the time of the report, including the types of programs available, how often they are available, the program capacity, which detention residents are eligible to participate, how many detention residents participate, any costs associated with administering each program and any evaluations of the programs.

This section identifies current and pending programs offered to residents at DAJD’s adult facilities. It includes a description of the programming, capacity, eligibility, participation, and estimated cost.

Program descriptions are grouped into six categories:

- Educational
- Creative writing and journaling
- Religious
- Veterans
- Substance use disorders and recovery
- Work/life skills

Costs Associated with Administering Programs

The total DAJD appropriation for resident services is \$3.6M for the 2023-2024 biennium. It is designated to support all resident programs, as well as non-programming resident services including phone technologies and commissary.

Staffing for programming, whether performed by County employees or via contracted staffing, is the primary cost to DAJD of providing residents programs. DAJD has two FTE volunteer coordinators, one in each adult facility, dedicated to programs. These positions are supervised by a 1.0 FTE program manager and supported by 1.0 FTE administrative assistant. In addition, four 1.0 FTEs are budgeted to manage the resident tablet program.

In addition to the directly budgeted programming FTE below, DAJD expends staffing resources elsewhere across the department to support the work associated with programming services to residents. This includes time spent by DAJD FTEs performing background investigations for those providing programming services; reviewing resident eligibility; moving residents to participate in programs; and escorting service providers around the facility. Increases in programming will likely impact CO post requirements for those officers who manage resident movement and ensure safety.

Table 1. DAJD Program Staff Budget

Cost Component	Approximate Budget
8 General Fund Supported FTE <ul style="list-style-type: none">• 2.0 FTE volunteer coordinators• 4.0 FTE tablet coordinators• 1.0 FTE program manager	\$989,368

Cost Component	Approximate Budget
<ul style="list-style-type: none"> 1.0 FTE administrative assistant 	
2.0 Grant Supported TLT	\$303,576 (of which DAJD funds \$130,424)

As discussed above, DAJD does not provide all programming offered to residents. Partner agencies and organizations also provide programming to persons in DAJD custody through volunteers or contracted services which are not funded by DAJD. Although DAJD provides the support for service delivery, DAJD does not have cost information from each of these other agencies or organizations providing programming withing the adult facilities.

DAJD was able to work with other County departments to gather some cost data. For example, DCHS has shared that veterans’ programs offered in DAJD’s adult facilities are primarily supported by the Veterans, Seniors, and Human Services Levy (VSHSL), with an estimated programs value of \$170,000³. Jail Health Services (JHS) works in collaboration with the DCHS Behavioral Health and Recovery Division (BHRD) Diversion and Reentry Services (DRS) Section, to combine pre-arrest and pre-jail booking diversion with post-booking reentry services. Additionally, JHS provides pre-jail diversion, in custody and post-booking re-entry services. These services are funded through various grants and other funding sources outside of BHRD DRS.

A portion of the adult general education development (GED) and cognitive behavior therapy (CBT) journaling programs costs are paid for through a FY2022 Department of Justice (DOJ) grant. The DOJ-BJA FY 2022 Improving Reentry Education and Employment Outcomes grant award funds programming for 2.5 years. It supports two additional full-time term-limited temporary volunteer coordinators identified in Table 1 above. However, as noted, where program costs exceed the grant, DAJD pays for the balance using General Fund dollars. DAJD budget pays for a portion of the two volunteer coordinator positions and a portion of cost for GED test proctors. Technologies funded by King County General Fund include tablets and smart TVs. An overview of programs offered is provided below.

In reviewing the programming overview information below, note that:

- Program specific costs are identified in the lists below. These are costs in addition to the program wide costs outlined above. DAJD does not budget FTEs to specific programs provided at its facilities, and the cost reflects the added per program cost for contractors only.
- The term ‘capacity’ references how the provider defines their capacity, which may be based on staffing hours they deliver and/or maximum class size.
- The term ‘persons enrolled’ references group programs where there is a cohort or class, and it means unique persons enrolled in the program across a unit of time.
- The term ‘persons served’ references the sum of people who accessed a program via one or more of these forums: individual video visits, window visits, and class session participants or enrolled for a program. It is not a unique or unduplicated person count; the same person could attend a session and also request and receive multiple window visits under a single program.

³ With the renewed passage of the VSHSL in August 2023, DCHS has notified DAJD that there will be adjustments made to programs supporting incarcerated veterans. The Veterans Program at the MRJC will pause at the end of 2023 and resume sometime in 2024 once adjustments to the DCHS’s program are made.

- The term ‘persons given materials’ references distribution of unique programming materials to an individual. It approximates unique persons, as these materials are generally not requested more than once. However, the same persons given materials may have also participated in visits or groups, so it could include duplicated persons.
- The term ‘packets completed’ is used instead of materials when it’s not related to the number of persons served. For example, creative writing is also offered as a correspondence course where participation is on a rolling basis. One person could complete 10 weekly writing assignments, and others could complete one prior to release.
- The term ‘persons enrolled per day’ is an average number of daily participants, given that people enter and leave available openings over time. For example, the resident worker program has a certain number of openings and people may enter or leave the program over time.

Educational Programs

Seattle Public Schools High School Completion

Description: Adult basic education and high school diploma programs are provided through Seattle Public Schools – InterAgency School at KCCF. For those unable to attend group classes, the educator meets one-on-one to deliver programming.

Frequency/Capacity: Capacity of the program is based on the availability of two staff. In 2022, all eligible persons who requested service received it.

Eligibility: Persons between the ages of 18-21 who have not received their high school diploma or completed GED.

Participation: In 2022, 24 persons were enrolled at KCCF, and 17 persons were enrolled at MRJC. In Q1/Q2 2023, 36 persons were enrolled at KCCF. Six persons received their high school diploma while in DAJD custody in 2022, five males and one female.

Estimated Cost: Washington State provides these services at no cost to DAJD.

Adult General Educational Development (GED)

Description: This program includes GED instruction and testing at KCCF and MRJC. While many persons in custody will not complete a full curriculum during their jail stay, they can begin their GED education while in detention and resume it in community classrooms free of charge through some local organizations.

Frequency/Capacity: Capacity for GED programming annually is estimated to be roughly 225 students based on two teachers. The program has not started, but it will likely be two-to-four-hour blocks of class, once to twice weekly.⁴

Eligibility: Those eligible are males and females in either facility who are in custody, request services, have not already completed their high school diploma, and are in general population housing to attend group classes. Once operational, attendance will be prioritized to those with length of stay longer than 30 days.

Participation: In 2022, 100 persons were enrolled through Seattle Central College, however in Q1 of 2022 the contract ended. DAJD is in the process of establishing new contracts to increase GED services.

Estimated Cost: The current procurement process estimates a cost of around \$400,000 for 2.5 years.

⁴ Capacity is estimated based on market research. One interested contractor said an instructor for GED can teach 28 participants a day via traditional classroom setting for 8 hrs./week per instructors. [(28 students per week for 3-month class* 4 quarters = 112 per year)* 2 instructors].

Creative Writing & Journaling

Courage to Change Journaling

Description: This in-house journaling program began at KCCF in October 2023. The program is an evidence-based supervision/case management model developed in collaboration with several United States Probation Offices. Through cognitive-behavioral Interactive Journaling® System and interaction with trained facilitators, participants address up to nine modules on risk factors such as peer relationships, seeking employment, and substance use.

Frequency/Capacity: Pilot capacity at KCCF through 2023 is 15 persons at any one time. Instructor capacity could serve up to 60 people per week (2 facilitators, 30 persons each) and operate in both KCCF and MRJC.

Eligibility: Males and Females in MRJC and KCCF in restricted housing locations that are unable to attend group classes, with priority to those with lengths of stay longer than 30 days. Where capacity remains, the program will serve persons who are classified as maximum security and who are not in restricted housing locations.

Participation: This is a new program as of October 2023. There is an initial class of five persons.

Estimated Cost: Supported by DAJD programs employees.

Creative writing

Description: A creative writing group program at KCCF which engages the students in a cathartic process of therapeutic journaling.

Frequency/Capacity: Bi-weekly writing prompts are distributed to participants. There are three volunteers, grown from one to two persons in previous years.

Eligibility: Females in general population in KCCF.

Participation: In Q1/Q2 2023, 18 individuals were enrolled, and 246 packets were completed.

Estimated Cost: Volunteers provide these services at no cost to DAJD.

Religious Programs

Chaplain and Religious Services

Description: Community-based volunteers at KCCF and MRJC lead groups sessions and weekly prayer services, distribute religious items and materials, and/or offer one-on-one window or telephone visits to support the spiritual and emotional needs of persons in custody. Chaplains with fewer requests for service may offer a service to individuals from multiple housing units, whereas chaplains with more service requests may schedule sessions in multipurpose rooms for each unit.

Frequency/Capacity: Capacity for KCCF is currently four volunteer chaplains who serve KCCF three days a week. Capacity for MRJC is currently one volunteer Catholic chaplain serving MRJC full time three days a week, and two other volunteer part time chaplains. Capacity for group service offerings continues to grow, most recently with an added Muslim day of service provided by two part-time Muslim chaplains. Residents with religious affiliations that do not have an available chaplain are offered religious materials upon request.

Eligibility: All persons are eligible.

Participation: In 2022, 601 persons were served at MRJC, and 1,642 persons were served at KCCF. In Q1/Q2 2023, 636 persons were served at MRJC, and 1,509 persons were served at KCCF. In addition, in 2022, 470 persons were given religious materials at MRJC, and 6,496 persons were given religious materials at KCCF. In Q1/Q2 2023, 354 persons were given religious materials at MRJC, and 3,032 persons were given religious materials at KCCF.

Estimated Cost: Volunteers provide these services at no cost to DAJD.

Veteran's Programs

Note: Veterans interested in veteran programs are preferentially housed at MRJC.

Veterans' Health and Wellness

Description: Provided by JHS at MRJC, it is a class focused on the impact past experiences have on current circumstances and well-being. Participants learn to use healthy coping methods and practice new skills in a safe environment.

Frequency/Capacity: Weekly sessions with maximum capacity of 15 per cohort.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 105 persons served in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Heroes Journey

Description: Group non-fiction writing program at MRJC.

Frequency/Capacity: Weekly sessions with maximum capacity of 15 per cohort.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 117 persons served in 2022, 90 persons served in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Life Skills

Description: Weekly group life skills class at MRJC.

Frequency/Capacity: Weekly sessions with maximum capacity of 15.

Eligibility: Medium and minimum security confirmed veterans.

Participation: 142 persons served in 2022, 136 persons served in in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Mindfulness

Description: Mindfulness-Based Stress Reduction (MBSR) and Compassion Cultivation Training (CCT) group program established at MRJC in 2023.

Frequency/Capacity: Weekly sessions with maximum capacity of 15.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 102 persons served in in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Northwest Justice Civil Legal Aid

Description: Legal aid program providing monthly clinics by the Northwest Justice Project at MRJC.

Frequency/Capacity: 1.25 hours/month, with one cohort series every 3 months for up to 15 people.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 5 people served in 2022, 6 people served in Q1/Q2 in 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Resource Reentry

Description: Group reentry services at MRJC to guide veterans through benefits available to them upon release. Those that decline the program or are unable to participate in a group setting are still offered in-person, one-on-one visits, or window visits from the Washington State Department of Veteran Affairs (WDVA⁵).

⁵ DCHS has informed DAJD that the Veterans Reentry Program (referred to as Incarcerated Veterans Reintegration Services or IVRS), which is operated by the Washington Department of Veterans Affairs (WDVA) will pause at the

Frequency/Capacity: Bi-weekly sessions with maximum capacity of 15.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: Group classes: 84 persons served in 2022, 44 persons served in in Q1/Q2 2023. Window visits: 229 persons served in 2022, 86 persons served in 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Transforming Power (previously known as Compassionate Communication)

Description: A series of workshops offered by Projects for a Civil Society at MRJC in weekly using one-on-one, small group, and circle discussion formats to help participants identify what they want for their lives and how to go about achieving their goals.

Frequency/Capacity: 2-3 facilitators provide weekly sessions with maximum capacity of 15.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 117 persons served in 2022, 77 persons served in in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Yoga Behind Bars

Description: Group yoga program at MRJC.

Frequency/Capacity: Weekly 120-minute group sessions with maximum capacity of 15.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 73 persons served in 2022, 80 persons served in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Substance Use Disorders and Recovery Programs

Celebrate Recovery/Alcoholics Anonymous

Description: Christian faith-based 12-step recovery program available at MRJC.

Frequency/Capacity: Programming is done once weekly, with sessions open to persons from one unit at a time. The service schedule allows for each unit to have an opportunity to attend a program session at least once a month, at minimum. Materials are given as another alternative offering.

Eligibility: General population at MRJC.

Participation: In 2022, in 242 persons were served at MRJC, 3 persons were given materials at MRJC, and 18 persons were given materials at KCCF.

Estimated Cost: Volunteers provide these services at no cost to DAJD.

Substance Use Disorder/Chemical Dependency Program

Description: DCHS (Department of Community and Human Services) through a contracted provider has launched a Modified Therapeutic Community program. The program is a substance use disorder (SUD) treatment program operating in MRJC. This program connects jailed individuals experiencing SUD with treatment while incorporating reentry services.

Frequency/Capacity: Duration is typically up to five hours of services per person, weekly. Prior to COVID it provided 20 hours per person per week in programming. It has a capacity of 36 enrolled persons at any given time. 18 are enrolled as of October 2023, and projected to continue to grow. To use full capacity will depend on DAJD ability to resume housing persons in a single unit.

Eligibility: Eligibility is based on a screening of substance use, and for those in general population housing whose medical, psychological, and security needs allow them to be preferentially housed in MRJC.

end of the year. Oversight of this program will transition to DCHS VSHSL in 2024 and will continue once this transition has taken place. DAJD does not yet know the exact timing of the change.

Participation: In 2022, MRJC had 23 enrollees who attended 307 visits, and KCCF had 12 enrollees. In Q1/Q2 of 2023, MRJC had 34 enrollees and 473 visits with 27 on the waitlist for services.

Estimated Cost: DCHS BHRD provides these services at no cost to DAJD.

Work/Life Skills

Worker Programs

Description: Resident worker programs are available in both MRJC and KCCF to provide life skills education. These participants are housed together. Participants receive safety and skills training, and oversight and management by a working professional for on-the-job training. People learn to be barbers, kitchen bakers and cooks, storefront staff handling commissary, and custodians.

Frequency/Capacity: See participation, below.

Eligibility: Eligibility is people in general population housing, male or female, in either facility.

Participation: In 2022 the MRJC program served an average of 94 residents at a time. In 2022 the KCCF male trustee program served an average of 107 residents at a time. In 2022 the KCCF female trustee program served an average of 4-5 residents at a time. 2023 capacity is anticipated to match 2022 capacity.

Estimated Cost: Total 2022 allocation of awards to resident participants was \$206,826.00.

Parents 4 Parents

Description: The Parents for Parents Program (P4P) works to identify and help reduce some of the barriers to permanency for children of incarcerated parents who are simultaneously involved in the child welfare/dependency court system by educating parents, encouraging them to effectively use their voice. Identifying re-entry and other resources in the community helps to meet the needs of the parents and their families. Trained Parent Allies have been granted permission by DAJD to visit with eligible inmates at KCCF and MRJC.

Frequency/Capacity: Duration of visits with inmates is limited to the availability of the video visit system and/or the ability of the trained Parent Allies to facilitate an in-person visit. After the first initial visit, the Parent Ally determines if subsequent visits will be necessary while the parent remains incarcerated.

Eligibility: Eligibility requirements include an open dependency case in King County. Due to the nature of some charges, permission from the inmate's attorney may be required prior to conducting a visit.

Participation: In 2022, P4P met with 21 incarcerated parents and completed 40 visits. Year to date, in 2023, P4P has met with 10 incarcerated parents and completed 11 visits.

Estimated Cost: P4P provides these services at no cost to DAJD.

Read to Me

Description: Seattle Public Library provides Read to Me programs for both mothers and fathers at KCCF to promote literacy and strengthen a positive family relationship. Participants learn about literacy and make a storybook recording. The children receive the book and the parent's recording to follow along.

Frequency/Capacity: Each program round is three evenings, with each workshop lasting 2.5 hours, for a total of 7.5 hours. Programs are offered approximately once a quarter as Seattle Public Library schedules allow. Mother sessions were available in March, September, and November. Father sessions were available in May and October.

Eligibility: People in male or female general population housing at KCCF. Persons must be able to attend for the duration of the whole three-day program and must have a child seven years or younger.

Participation: The March session for mothers reported six persons. Remaining sessions for Q1-Q2 2023 sessions have pending attendance reports.

Estimated Cost: Seattle Public Library provides these services at no cost to DAJD.

B. A calculation of approximately how many hours of life-skill building or therapeutic support programming, or other out of cell social activities, are available per detention resident per day at the time of the report and of how many additional hours of programming or activities would be needed to provide approximately one hour of programming per adult detention resident per day, based on the average daily population of adults in detention in King County

As noted above, programming provided in DAJD’s adult facilities is primarily provided by volunteers, partner agencies, or by contract. The department does not collect cost data from these organizations. It requests reports of activities that may be provided in a slightly different format by program. The frequency and duration of programming may change daily, weekly, or monthly. This is because the bulk of programming is provided by volunteers or partner agencies and is subject to change based on factors outside of DAJD’s purview (such as available volunteers). As a result, it is not possible for DAJD to calculate how many hours of life-skill building or therapeutic support programming, or other out of cell social activities are available per detention resident per day. In terms of data, DAJD collects the number of resident programming requests and the number of people who receive services, as reviewed in the participation subsection above. The duration of each service, and the number of individuals who choose to not request services, is not recorded.

People in general population units receive more than one hour of out of cell activities in groups under normal operations. Persons in restricted housing are out of cell at least one hour daily but not with a group. In addition, one-on-one programming is available for persons unable to attend a group class due to their higher security classification. Reading material and religious materials are available upon request for everyone.

By the end of March 2024, DAJD expects to have deployed resident tablets at MRJC and KCCF. If used, these tablets will help make at least one hour of programming available to residents in custody longer than three days in all locations. Limited exclusions will exist for those with certain medical, mental health, or behavioral issues that prevent safe use of the tablet. At no cost to residents, tablets will provide self-directed learning, GED practice tests, religious content, access to free legal research materials, a job search module, access to more than 50,000 books, podcasts, and media. Paid premium media content such as movies, music and game are available for purchase by residents. Tablets may allow a resident to receive more phone calls from friends and family because calls are no longer constrained by a limited number of phones in units nor scheduled for a person’s time out of cell.

C. A study of successful life-skill and therapeutic support programming models at adult detention facilities across the United States, including adult detention facilities experiencing staffing shortages and limited financial resources similar to King County adult detention facilities, and a description of best practices and lessons learned from such models as well as from data and recommendations offered by national corrections organizations including, but not limited to, the National Institute of Justice and National Institute of Corrections

The information in this section is provided to meet as much of the Proviso requirement as feasible for the department, while recognizing that it cannot address each element for the reasons discussed below.

DAJD continues to be impacted by the COVID-19 global pandemic and the resulting significant staffing and operational challenges. For example, as of November 1, 2023, DAJD had 120 correction officer vacancies out of its 503 budgeted positions, which is nearly a 24 percent vacancy rate. As a result of these vacancies, the department struggles to maintain the coverage required for basic services. In addition, and as noted above, while the department recognizes the importance of resident programming and is working toward increasing access, DAJD's budget is primarily allocated for facilities and staff required to provide safe and secure detention. As a result of these resource limitations, the department is unable to conduct the depth and breadth of research and analysis necessary to meet this Proviso requirement.

The Department of Justice (DOJ) Federal Bureau of Prisons (BOP) BOP commissioned a consultant to conduct a meta-analysis of programs and outcomes for prison programs.⁶ The analysis defined success as reduced recidivism and remarked that data to conduct the assessment is scarce and incomplete. It also noted that the more predictably powerful indicators of recidivism were age of the person and criminal history. However, the review summarized that every program reviewed always found some recidivism reduction, regardless of the program type.

The department was able to conduct an open-source internet search of professional organizations with a history of work in corrections: Vera Institute of Justice, RAND, National Institute of Justice (NIJ), National Institute of Corrections (NIC), US Marshals, American Correctional Association (ACA), and Department of Justice (DOJ). The review did not yield a recommended amount of programming or which program model is most successful under limited resources.⁷ This review did identify in the Federal Performance Based Detention Standards Handbook recommendation that, "In addition to the minimum period of recreation, the multi-disciplinary committee identifies ways to increase out-of-cell opportunities for recreation, education, clinically appropriate treatment therapies, skill-building, and social interaction with staff and other prisoners."⁸

DAJD contacted and reviewed other jails similar in budget and size according to the Vera Institute, including the Douglas County Department of Corrections and the Salt Lake County Sheriff's Office.⁹ Allegheny County jail has a similar population to King County's prior to the pandemic – just under 2,000 Average Daily Population (ADP). These three similar jail facilities use programming units to co-locate eligible persons for larger group classes, and then provide a lesser degree of programming in other units. Programming units are housing units where people participating in the same program are housed together.

Salt Lake County Sheriff's Office has a similar population to DAJD, with two facilities combined ADP around 1800 and average length of stay (ALOS) slightly less than 40 days. It offers programming only to qualified non-violent persons. Salt Lake uses a programming unit approach with one (1) GED unit of 64

⁶ Byrne, J. M. (2020). The effectiveness of prison programming: review of the research literature examining the impact of federal, state, and local inmate programming on post-release recidivism. *Federal Probation*, 84(1), 3-20.

⁷ Keyword search in google scholar, google, and relevant websites.

⁸ Federal Performance Based Detention Standards Handbook (May, 2022). "[The Federal Performance Based Detention Standards \(usmarshals.gov\)](https://www.usmarshals.gov/detention-standards)

⁹ What Jails Cost, A Look at Spending in America's Large Cities. [What Jails Cost: Cities | Vera Institute](https://www.verainstitute.org/what-jails-cost-cities)

residents working on getting their diploma equivalency. Salt Lake graduates between 60 and 80 persons each year. Salt Lake does not provide details on programming in the other five units.

Douglas County in Nebraska has a jail similar in size to DAJD. It offers stand-alone programs to those in custody at least 30 days. It also deploys a programming unit model where one unit of enrolled persons have access to certain program classes, and other programs are available in more areas.¹⁰ Allegheny County in Pennsylvania provides similar services to DAJD and utilizes programming pods for those in custody more than 90 days co-located to receive additional programming.¹¹ Allegheny County also offers GED classes, and computer literacy classes available. DAJD met with the Allegheny County program coordinators in May of 2022 to learn about their use of tablets for remote programming.

In May 2022, DAJD contacted Allegheny County Jail and Lake County Jail because each attempted innovative remote or hybrid classes for jail residents. Allegheny County Jail reported that using tablets for the larger GED program in was not successful, and it resumed in person classes only. The smaller GED Lake County program using laptops and restricted internet access reported success and continued.

Emerging programming practices from literature review results include a mix of in-cell, dayroom, and classroom options similar to those being considered or pursued by DAJD. Options described in literature reviews and on jail or prison websites include resident tablets and paper packets or correspondence courses for in-cell programming, kiosks, TVs, and 1:1 visiting in dayrooms, and remote and in person classroom group settings. Space, resources, security concerns, and language and disability accessibility are some of the constraints driving programming considerations across the country and in DAJD.

Some CBT or social emotional learning models are designed for one-on-one coaching by certified instructors so that classrooms are not required and some programs provide training to groups to build up expertise in existing non-profits or even correctional staff. The National Institute of Corrections (NIC) provides standardized curriculum and training specific to corrections positions, and one offering is for corrections staff to become CBT trainers certified to deliver curriculum to residents. A form of CBT is being piloted in the DAJD DOJ grant with DAJD volunteer coordinators serving as the interactive journal facilitators.

D. A discussion of the levels of staffing, capacity of program providers and facility requirements needed in King County adult detention to: (1) align adult detention programming with national best practices; and (2) accommodate a level of adult programming equivalent to approximately one hour of life-skill building or therapeutic support programming per adult detention resident per day to ensure similar standards are met for all individuals in detention throughout King County;

As described above, DAJD staffing and resource limitations prevented the department from identifying best practices or standards for the hours of programming to provide to residents. The ACA, NIJ, and NIC recommend using evidence-based programming but identified no minimum quantities.

¹⁰ Corrections Programs. Justine Wall, Reentry Programs Administrator
[Corrections Program - Douglas County Corrections \(dccorr.com\)](https://www.dccorr.com)

¹¹ Allegheny County Jail. Pre- and Post-Release Services.
[Jail | Re-Entry Program | Allegheny County](#)

As noted above, tablets available to all persons with a length of stay longer than three days will provide more than one hour of daily programming. Additional programming will continue to be provided by as documented in this report.

Staffing is a considerable constraint to expanding programming. For each three to four additional organizations providing programming in the facilities, DAJD estimates it would need to add an additional volunteer coordinator position. Volunteer coordinators conduct backgrounding services and provide orientations to individuals who provide services in the facilities. They enroll classes, reserve rooms, gather data, and provide other supporting services to organizations and contractors. In addition to the volunteer coordinators and contractors, corrections officer support is required to facilitate delivery of programming. One additional hour of group programming in restricted housing areas outside of the unit would require at least one more corrections officer post, with one post equating to roughly three corrections officers.

Space also remains a constraint to expanding programming. DAJD facilities do not have enough space to meet a programming goal of one hour of in person, group programming every day. A maximum number of in-person programming hours based on group spaces is estimated to be up 420 people a day out of a population of around 1,500. Less than a third of the DAJD-housed population might receive an hour of group programming a day. This estimate assumes that multipurpose rooms are available. Often, other operations use such spaces, including lawyers and social services requesting professional visits. Table 3 describes common area spaces.

Table 3. Program capacity, unrestrained, by classroom (multipurpose room) space

Facility	Space	Participants
MRJC	<i>*In-Unit MP Rooms</i> (There are 6 smaller unit multipurpose rooms)	5 - 8 persons in each (2 with 6' social distancing)
	E-Unit Room	12 (6 with 6' social distancing)
	Large MP Room	45 (20 with 6' social distancing)
KCCF	Floor MP Rooms 7	24 (12 with 6' social distancing)
	Floor MP Rooms 8	24 (12 with 6' social distancing)
	Floor MP Rooms 9	16 (8 with 6' social distancing)
	Floor MP Rooms 10	24 (12 with 6' social distancing)
	Floor MP Rooms 11	8 (4 with 6' social distancing)

If each space in each facility was used to provide programming at full capacity without constraints (staffing, program availability), an estimated 140 persons would be served at one time. This presumes use of all traditional group meeting spaces (multipurpose rooms) for a group class outside of the cell or dayroom area. With shift changes, meal service times, and volunteers/contractors preference for regular business hours, an estimated six hours may be available for people to attend classes a day. Setting up, conducting, and resetting a one-hour class takes up to two hours. Given this data, the department estimates 140 persons at a time attending three one-hour classes yields an approximately 420 persons served at both facilities per day.

E. A discussion of the estimated cost and other considerations that would be needed to secure the incremental difference between the requirements identified in subsection D. of this proviso and the resources available at the time of the report.

As noted above, DAJD is not able to estimate the difference in cost above current funding to provide an hour of programming per person per day. This is because DAJD does not have a baseline estimate of the number of program hours per resident per day as an average, and the cost to increase programming and the number of residents impacted varies widely from one approach to the next.

In terms of other considerations, the staffing crises in DAJD remains the department's highest priority. It is also the most urgent issue impacting any expansion of programming options.

F. Identification and provision of a list of near-term, actionable next steps to increase the availability of life-skill building and therapeutic support programming for adults in detention to mitigate the lack of programming and excessive time in cell isolation brought about by staffing shortages, knowing that staffing shortages will not be significantly mitigated in the near term. In prioritizing near-term actions, the executive should consider the urgency of mitigating the impacts to adults in detention of ongoing staff shortages that result in some residents spending a significant amount of time in their cells each day and seek ways to reduce isolation and potential health impacts to residents in detention that may have resulted in King County jail having the highest national death rate by both suicide and natural causes.

The overall health and wellbeing of residents in DAJD facilities is a key priority reinforced in all aspects of DAJD planning. DAJD has invested in a number of large-scale facility safety measures in the past two years that resulted in a significant decrease in in-custody deaths as well as no suicides in over a year. Out of necessity, DAJD implemented effective measures to socially distance people and reduce contact between persons to reduce risk due to COVID-19, but as that danger decreased, DAJD has been able to carefully resume increased social activities.

DAJD continues to look for solutions to expand programmatic offerings. DAJD is taking near-term, actionable next steps using both county-funds and the federal grant resources that DAJD pursued and won. DAJD has recently focused on recruiting programming staff to fill key vacancies. With that staff, DAJD is prioritizing the procurement of new educational contracts under the grant funding, and reestablishing contracts that expired out of necessity during the COVID pandemic. In addition, DAJD resources are currently focused on the implementation of resident tablets throughout its three detention facilities.

DAJD has recently hired five new staff to conduct programs with one more hire expected:

- One new supervisor hired 2023 filling a key vacant position.
- Three volunteer coordinators hired 2023 for a total of four funded volunteer coordinators.
 - Two career FTE funded through county budget.
 - Two TLT FTE primarily grant funded through 2025.
- Two administrative specialists hired to support resident tablets, with another hire pending.

DAJD is in the process of rebuilding programming and establishing contracts, such as:

- GED procurement of two FTE teachers underway, enrollment expected January 2024.
- Statement of work development underway to renew prior educational services whose contracts have expired or will soon expire.
- Journaling program launched October 2023; enrollment expected to grow slowly over time.
- Conducting research on added programs to include additional local reentry services, further expanding GED testing and career service, and career custodial programs.

**King County****Dow Constantine**

King County Executive

401 Fifth Avenue, Suite 800

Seattle, WA 98104-1818

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www.kingcounty.gov

November 30, 2023

The Honorable Dave Upthegrove
Chair, King County Council
Room 1200
C O U R T H O U S E

Dear Councilmember Upthegrove:

As called for by Ordinance 19546, Section 54, Proviso P3, as amended by Ordinance 19633, Section 44, Proviso P3, this letter transmits a report on programming for adults in detention, as well as a proposed Motion that, if enacted, would acknowledge receipt of the report.

As required, the enclosed report includes a description of programming at King County adult detention facilities at the time of the report, along with information on frequency, capacity, eligibility, and cost of each program where known. The report also reviews actions the department is taking to rebuild and expand programming following the COVID-19 pandemic, including pending new contracts and technology, as well as constraints in staffing and space that impact programming expansion. In some cases, DAJD is unable to provide specific information requested by the Proviso due to resource constraints and the availability of data. These instances are discussed in the report.

The enclosed report highlights progress that DAJD is making toward facilitating increased programming capacity for adults in detention, including the recent award of a federal grant in support of general education development, and the pending implementation of resident tablets at both the King County Correctional Facility and the Maleng Regional Justice Center. DAJD is striving to build support capacity for programs that are innovative, effective, and culturally sensitive, while continuing to face an unprecedented staffing crisis that impacts services in both facilities.

Thank you for your consideration of this report and proposed Motion.


The Honorable Dave Upthegrove

November 30, 2023

Page 2

If your staff have questions, please contact Diana Joy, Chief of Administration, Department of Adult and Juvenile Detention at 206-263-2769.

Sincerely,

 for

Dow Constantine
King County Executive

Enclosure

cc: King County Councilmembers
ATTN: Stephanie Cirkovich, Chief of Staff
Melani Hay, Clerk of the Council
Karan Gill, Chief of Staff, Office of the Executive
Penny Lipsou, Council Relations Director, Office of the Executive
Allen Nance, Director, Department of Adult and Juvenile Detention
Steve Larsen, Deputy Director, Department of Adult and Juvenile Detention



King County

**Metropolitan King County Council
Law and Justice Committee**

STAFF REPORT

Agenda Item:	8	Name:	Leah Krekel-Zoppi
Proposed No.:	2024-0193	Date:	July 24, 2024

SUBJECT

A proposed motion to approve a report on planning for closure and replacement of the King County Correctional Facility, as required by a proviso in the 2023-2024 Budget, as amended.

SUMMARY

Proposed Motion 2024-0193 would approve a report on planning for replacement of the King County Correctional Facility (KCCF). The report states that, although the KCCF is functionally obsolete and expensive to maintain and operate, no detailed KCCF replacement planning has yet been done.

The report includes a high-level list of components that would be desirable in a replacement of the KCCF, including co-location with a behavioral health facility that would be an alternative to incarceration, an efficient design based on modern jail standards that provides a better environment for residents and staff, among other elements.

The report states that an order of magnitude cost estimate for replacing KCCF would be \$1 billion or more and that millions of dollars would need to be spent on preliminary design and facility siting before the county could move forward with a ballot measure to seek funding for a replacement facility.

BACKGROUND

King County Adult and Juvenile Detention. King County's Department of Adult and Juvenile Detention (DAJD) operates three detention facilities as well as community supervision programs. King County's secured detention facilities King County's secure detention facilities are located at the King County Correctional Facility (KCCF) in downtown Seattle, the Maleng Regional Justice Center (MRJC) in Kent, and the Judge Patricia H. Clark Child and Family Justice Center (CCFJC) in Seattle's First Hill neighborhood, which houses juveniles.

The county's secure detention facilities house pre-trial individuals who have been arrested or had charges files and are awaiting adjudication of their cases in King County

Superior Court or District Court, or who are awaiting state psychiatric competency restoration services. King County also houses post-trial individuals who have been sentenced to secure detention for less than a year. Individuals in the county's custody who receive sentences that exceed one year are transferred to the state correctional system.

In 2019, prior to the COVID pandemic, King County adult secure detention facilities processed more than 32,000 bookings and were housing an average daily population (ADP) of over 1,900 people. Through booking restrictions and efforts to increase alternatives to detention that began during the pandemic, bookings and ADP have dropped significantly. In 2023, annual bookings were under 15,000, and the APD was 1413. The 2023 ADP of adults on electronic home detention was 319, nearly tripling compared to 2019.

King County Correctional Facility (KCCF). The KCCF is located in downtown Seattle and is connected by tunnel to the King County Courthouse (KCCH). The facility opened in 1986 to replace a jail on the upper floors of the KCCH. KCCF was built as a closed or indirect supervision facility, with residents housed in cells and corrections officers supervising from outside. The indirect supervision model which is now considered obsolete as it provides less freedom of movement for people in custody and requires a higher staffing ratio. The building has had significant maintenance issues in recent years, including replacing or rehabilitating the plumbing, security system, elevators, and cameras, as well as tens of millions of additional facility investments that will need to be undertaken within the next six-year Facilities Management Capital Improvement Plan.

As of April 2024, KCCF had 744 residents, representing approximately 56 percent of the county's adult detention residents. KCCF houses individuals of all risk classifications, including low-, medium-, and high-risk. It also houses most of the people in county custody who have medical or psychological needs. KCCF has a bookings area open 24 hours a day and seven days a week and receives 85 percent of the county's bookings.

County Civic Campus Planning. In response to the maintenance needs for the aging county buildings in downtown Seattle, including system replacements for the King County Courthouse estimated to cost between \$75 million to \$300 million,¹ the Council included a proviso² in the amended 2015-2016 Budget requiring the Executive to begin planning for County's future operational and space needs in the downtown Seattle campus. The initiative became known as "Civic Campus Planning" and encompasses the King County Courthouse, the Chinook building, the King County Administration building, the King County Correctional Facility vacant land adjacent to the Goat Hill parking garage, the Yesler building, 420 Fourth Avenue, and the King Street Center.

According to the Executive, the nature of the Civic Campus Planning project changed as a result of the COVID-19 pandemic, which precipitated the county's transition to hybrid work and created a large surplus of commercial office space. The Executive states that the current vision for Civic Campus planning is, "a vibrant, 24-hour urban

¹ Ordinance 17941, CIP project 1124472 – Courthouse System Revitalization

² 2015/2016 Biennial Budget Ordinance, Ordinance 17941, Section 121, as amended by Ordinance 18110, Section 55, Proviso P1

neighborhood with affordable housing and commercial spaces that would benefit and connect residents, workers, visitors, and businesses.

The Executive states that the current phase of the Civic Campus Plan is anticipated to be completed in 2024 and will likely result in proposals for continuing the work in the Executive's 2025 Proposed Budget, which will be transmitted to the Council in September 2024.

KCCF Proviso. The King County Council included a proviso in the amended 2023-2024 Budget requiring a report on planning for closure of the KCCF. Proviso P7³ states:

Of this appropriation, \$100,000, shall not be expended or encumbered until the executive transmits a report on planning for closure of the King County correctional facility ("KCCF") and provision of adequate, long-term secure adult detention capacity for King County after closure of the KCCF and a motion to approve the report, and a motion approving a report is passed by the council. The motion should reference the subject matter, the proviso's ordinance number, ordinance section, and proviso number in both the title and body of the motion.

ANALYSIS

Proposed Motion 2024-0193 would approve the attached report entitled, "King County Correctional Facility Replacement Proviso Report." Adopting the motion would allow for \$100,000 currently restricted in the budget of the Office of Performance, Strategy, and Budget to be expended or encumbered.

The seven-page KCCF Replacement Report includes background on the KCCF, a description of the vision for a new adult detention facility, a discussion of civic campus planning, a discussion of funding for a new facility, and a conclusion.

The report notes that KCCF is inefficient, functionally obsolete, and in such a condition that maintenance and operating costs will continue to increase significantly over time. The report states that no detailed KCCF replacement planning has yet been done. On a high level, the report states that the characteristics of a new facility would likely include:

- Fewer beds because more individuals would be diverted from jail or be housed in a dedicated behavioral health facility.
- A co-located behavioral health facility that would be an alternative to incarceration.
- Appropriate facilities for individuals with medical and psychological diagnoses, and preferably a location near Harborview Medical Center for transporting individuals needing hospital services.
- Capacity for all classifications, including high security.

³ Ordinance 19633, Section 9

- Proximity to KCCH and capacity for in-custody individuals with court appearances at the KCCH.
- An efficient design based on modern jail standards that provides a better environment for residents and staff.
- Intake (booking), transfer, and release facilities that are open at all times.

According to the report, additional priorities for a KCCF replacement facility were gathered from KCCF stakeholders⁴ during the County's Civic Campus planning. In addition to some of the characteristics listed above, those included:

- A therapeutic focus instead of a punitive one.
- Much better spaces for detainees to meet with their families.
- Appropriate facilities for expanded re-entry programs.
- Flexible design to meet changing needs over several decades.
- Much more natural light.
- An exterior design that fits with its neighborhood.
- A portion of the facility to house individuals in a restored work release program.
- Improved spaces for attorneys to meet with clients.
- Better communications technology.
- Training facilities within the building.
- Proximity to public transit.
- Improved spaces for staff to take breaks or to sleep if working multiple shifts.
- Improved and expanded kitchen, possibly located outside of the correctional facility.

The report also mentions the potential for the behavioral health facility component of the KCCF replacement facility to provide other behavioral health services, such as a Crisis Care⁵ drop-in center. However, according to Executive staff, Crisis Care Levy funding would not be a potential funding source for the secure behavioral health facility component of replacing KCCF, due to the difference in scale and purpose of the envisioned Crisis Care drop-in centers.

The report states that a meaningful cost estimate for a KCCF replacement will not be available until design of the facility is underway, however the report provides an order of magnitude cost estimate of \$1 billion or more.

The report states that funding of such a facility is not available within King County's budget due to state-imposed limitations on revenue sources available to counties. Possible funding sources identified by the report are voter-approved bonds or a voter-approved levy lid lift. The report also states the millions of dollars would need to be spent on preliminary design and facility siting before the county could move forward with a ballot measure to seek funding for a replacement facility.

⁴ According to the report, listening sessions were held with DAJD staff, KCCF residents, organizations that serve KCCF residents, criminal legal system representatives, and community representatives.

⁵ In 2023, Ordinance 19572 authorized a new nine-year levy, passed by voters in April 2023, to support the creation of five new regional Crisis Care Center facilities distributed throughout the county, with one center focused on serving youth.

Additionally, the report mentions that KCCF is located on valuable land that could be sold or leased, and the sale or lease of county civic properties in downtown Seattle is contemplated as a component in Civic Campus planning. However, the report states that it would be unlikely sale or lease of the KCCF property would be a viable funding approach for building a replacement facility.

The proposed motion appears to comply with the proviso requirements.

INVITED

- Dwight Dively, Director, King County Office of Performance, Strategy and Budget
- Tony Wright, Director, Facilities Management Division
- Allen Nance, Director, Department of Adult and Juvenile Detention

ATTACHMENTS

1. Proposed Motion 2024-0193 (and its attachments)
2. Transmittal Letter



KING COUNTY
Signature Report

ATTACHMENT 1
1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Motion

Proposed No. 2024-0193.1

Sponsors Dembowski

1 A MOTION approving the proviso report on planning for
2 closure of the King County Correctional Facility and
3 provision of adequate, long-term secure adult detention as
4 required by the 2023-2024 Biennial Budget Ordinance,
5 Ordinance 19546, Section 17, as amended by Ordinance
6 19633, Section 9, Proviso P7.

7 WHEREAS, the 2023-2024 Biennial Budget Ordinance, Ordinance 19546,
8 Section 17, as amended by Ordinance 19633, Section 9, Proviso P7, requires the
9 executive to transmit a report on planning for closure of the King County Correctional
10 Facility ("KCCF") and provision of adequate, long-term secure adult detention capacity
11 for King County after closure of the KCCF, and

12 WHEREAS, the proviso further requires the executive to submit a motion that
13 approves the report;

14 NOW, THEREFORE, BE IT MOVED by the Council of King County:

15 The report on planning for closure of the King County Correctional Facility and
16 provision of adequate, long-term secure adult detention, which is Attachment A to this

Motion

- 17 motion, in compliance with the 2023-2024 Biennial Budget Ordinance, Ordinance 19546,
18 Section 17, as amended by Ordinance 19633, Section 9, Proviso P7, is hereby approved.

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

Dave Upthegrove, Chair

ATTEST:

Melani Pedroza, Clerk of the Council

APPROVED this ____ day of _____, _____.

Dow Constantine, County Executive

Attachments: A. King County Correctional Facility Replacement Proviso Report - May 30, 2024

King County Correctional Facility Replacement Proviso Report

May 30, 2024



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II. Proviso Text

Of this appropriation, \$100,000, shall not be expended or encumbered until the executive transmits a report on planning for closure of the King County correctional facility (“KCCF”) and provision of adequate, long-term secure adult detention capacity for King County after closure of the KCCF and a motion to approve the report, and a motion approving a report is passed by the council. The motion should reference the subject matter, the proviso’s ordinance number, ordinance section, and proviso number in both the title and body of the motion.

Ordinance 19633, Section 9, P7¹

¹ Ordinance 19633 [\[LINK\]](#)

III. Response

Background

The King County Correctional Facility (KCCF) opened in 1986. It is operated by the Department of Adult and Juvenile Detention (DAJD). It replaced a jail on the upper floors of the King County Court House (KCCH). The KCCF is one of the last jails built to the traditional model in which inmates are housed in cells and corrections officers generally supervise from outside. In contrast, the County's other adult detention center at the Maleng Regional Justice Center (MRJC) is a more modern facility with an entirely different design and operating practices.

While the MRJC houses low- and moderate-risk inmates, the KCCF houses individuals of all risk classifications, including high-risk. It also houses most of the individuals with medical and psychological needs and has dedicated spaces for them. KCCF receives about 85 percent of bookings, partly because it is centrally located in the county and partly because booking hours at the MRJC have been restricted for many years due to the financial limitations of the County's General Fund. As of April 5, 2024, the KCCF housed 744 individuals and the MRJC housed 584. Most of these individuals either have short stays until they are released on personal recognizance or make bail or are pre-trial defendants who are denied or cannot make bail.

The KCCF was essentially obsolete when it opened. The design is inefficient, requiring higher staffing ratios than modern facilities such as the MRJC. Construction issues plagued the building for years, particularly related to the security systems. More recently, the County has had to make very large investments in replacing or rehabilitating building systems, including plumbing, security, elevators, and cameras. Additional investments totaling tens of millions of dollars will be needed in the next few years.

The characteristics of individuals booked into King County correctional facilities have changed since KCCF was opened. Today, most individuals have behavioral health issues, including substance use disorders, mental health challenges, or both. While Jail Health Services (JHS) provides treatment for these issues, a traditional jail setting is far from the best venue for successful treatment.

Envisioning a New Facility

The County Executive has frequently identified the need to replace KCCF with a modern facility. While no detailed planning has been done, the characteristics of such a new facility likely would include:

- 1) Fewer beds because more individuals would be diverted from jail or be housed in a dedicated behavioral health facility.

- 2) A co-located behavioral health facility that would be an alternative to incarceration. This facility might also provide other behavioral health services, such as a drop-in center as envisioned in the County's Crisis Care Centers plan.
- 3) Appropriate facilities for individuals with medical and psychological diagnoses. A location near Harborview Medical Center would be preferred to be able to transport individuals needing hospital services.
- 4) Capacity for all classifications of inmates, including high security.
- 5) Capacity for in-custody individuals with court appearances at the KCCCH. Proximity to KCCCH is thus important.
- 6) A design based on modern jail standards that is more efficient and provides a better environment for inmates and staff.
- 7) Intake (booking), transfer, and release facilities that are open at all times.

An additional reason to replace the KCCF is that the facility sits on very valuable property that has a zoned capacity for a much larger building. A sale or ground lease of the KCCF site would generate significant revenue for the County.

Civic Campus Planning

Prior to the COVID-19 pandemic, the Executive and the Council started planning for a new County Civic Campus. This effort recognized that many of the County's downtown buildings are aging and face substantial needs for major maintenance and systems replacement. In addition, many buildings are inefficient, use large amounts of energy, need seismic upgrades, and have unpleasant work environments for staff and visitors. The Civic Campus concept also recognizes the opportunity to integrate housing, retail activity, and commercial office space within the geographic area housing County facilities.

The global COVID-19 pandemic slowed this work and also changed it. The County's transition to hybrid work reduced the need for office space and created the opportunity to close the Administration Building, which is scheduled to occur this year. Its closure will generate meaningful savings in operating costs and will avoid expensive deferred maintenance projects. The pandemic also resulted in large surpluses of commercial office space, so this use likely would not be a significant aspect of a new County Civic Campus. In contrast, the demand for housing, particularly affordable and workforce housing, has increased. The current Civic Campus concept envisions a vibrant, 24-hour urban neighborhood with affordable housing and commercial spaces that would benefit and connect residents, workers, visitors, and businesses.

As part of the Civic Campus work, the planning team convened listening sessions with DAJD staff, KCCF residents, organizations that provide services and programming in KCCF, criminal justice system agencies, and community representatives. These discussions suggested that a new facility should have:

- A therapeutic focus instead of a punitive one.
- Appropriate medical and behavioral health facilities.

- Fewer beds because more individuals are diverted or are in a behavioral health facility.
- Much better spaces for detainees to meet with their families.
- Appropriate facilities for expanded re-entry programs.
- Flexible design to meet changing needs over several decades.
- Much more natural light.
- An exterior design that fits with its neighborhood instead of being a forbidding concrete structure.
- A portion of the facility to house individuals in a restored work release program.
- Improved spaces for attorneys to meet with clients.
- Better communications technology.
- Training facilities within the building.
- Proximity to public transit.
- Improved spaces for staff to take breaks or to sleep if working multiple shifts.
- Improved and expanded kitchen, perhaps outside of the correctional facility.

The Executive anticipates completing the current phase of the Civic Campus Plan this summer and likely will have one or more proposals to continue work as part of his 2025 Proposed Budget that will be transmitted to the Council in September.

Funding for a New Facility

One of the largest challenges in the Civic Campus Plan is finding a funding strategy for a new jail and co-located behavioral health facility. Since no design has been done for these facilities, no cost estimate is available, but an order of magnitude cost estimate of \$1 billion or more is not unrealistic. This will depend on size, scope, location, and timing. There could also be significant challenges with siting and permitting.

Because of State-imposed limitations on the revenue sources available to counties, new facilities such as courthouses and jails are typically funded through voter-approved ballot measures. King County's facilities have been funded through such ballot measures, including the Youth Services Center (recently demolished), the Clark Children and Families Justice Center, KCCF, and MRJC. These buildings were funded with voter-approved bonds or, more recently, with voter-approved levy lid lifts. All other counties in Washington can levy a 0.1 percent sales tax to pay for correctional facilities with voter approval, but King County is precluded from using this authority by statute.

Construction of a replacement for KCCF will thus almost certainly require a voter-approved bond issue or levy lid lift. Other parts of the Civic Campus plan may be realized through sale or lease of existing County-owned property and funding sources for co-developments, such as housing. However, the high cost and unique nature of a correctional facility make it unlikely that these funding approaches will work for that building.

An additional challenge is finding funding to do the work necessary to propose a ballot measure. The cost estimate needed for a ballot measure will require sufficient preliminary design and likely a decision about a site. This will require millions of dollars that will be difficult to provide given the financial challenges facing the County's General Fund in 2025 and beyond.

Conclusion

The KCCF is outdated, inefficient, and needs to be replaced by a modern building accompanied by a behavioral health facility. The new facilities will be expensive and will almost certainly require approval of a ballot measure for funding. A significant investment of General Fund resources will be needed to support preliminary design and siting before a ballot measure is possible. The County's elected leaders will need to determine the priority of this project versus the many other pressing needs for public resources.



King County

Dow Constantine

King County Executive

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May 30, 2024

The Honorable Dave Upthegrove
Chair, King County Council
Room 1200
C O U R T H O U S E

Dear Councilmember Upthegrove:

This letter transmits the King County Correctional Facility Replacement Proviso Report, as called for by Ordinance 19633, Section 9, Proviso P7 and a proposed Motion that would, if approved, approve the report. This report describes work underway to replace the King County Correctional Facility (KCCF) as part of the Civic Campus planning project.

As outlined in the report, the KCCF is approaching 40 years of operation and has an outmoded and inefficient design. It is not a therapeutic environment and lacks many of the facilities of a modern correctional institution. The Civic Campus planning process envisions a new, smaller building accompanied by a behavioral health facility.

The County has no existing funding source to use to replace the KCCF. The Proviso response describes how previous correctional facilities were funded and options for a new facility.

Thank you for your consideration of this report. If you have questions please contact Dwight Dively, Director, King County Office of Performance, Strategy and Budget at 206-263-9687.

Sincerely,

A handwritten signature in black ink, appearing to read "Dow Constantine". The signature is stylized and cursive.

for

Dow Constantine
King County Executive

The Honorable Dave Upthegrove

May 30, 2023

Page 2

Enclosure

cc: King County Councilmembers

ATTN: Stephanie Cirkovich, Chief of Staff

Melani Hay, Clerk of the Council

Karan Gill, Chief of Staff, Office of the Executive

Penny Lipsou, Council Relations Director, Office of the Executive

Dwight Dively, Performance, Strategy, and Budget Director, Office of the Executive