

April 10, 1995

Introduced By:

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LARRY GOSSETT  
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95rbgb bws

Proposed No.:

95-270

MOTION NO. **9587**

A MOTION approving the program plan for the Reaching Back-Giving Back program to provide alternatives to detention of juveniles supported by the African-American Community, and providing for the release of funds to implement the program in 1995.

WHEREAS, the 1995 annual budget provided support for the Reaching Back-Giving Back program to reduce disproportionality in detention of youth identified in the 1993 report, Racial Disproportionality in the Juvenile Justice System: King County and to provide alternatives to detention of juveniles supported by the African-American Community, and

WHEREAS, a provision to Section 46 of Ordinance 11578, the 1995 annual budget, requires that no funds shall be expended for the Reaching Back-Giving Back program prior to council review and approval of a program plan for the program submitted by the county executive, and

WHEREAS, the executive has submitted a program plan which includes goals, criteria for eligibility, services that will be provided, involvement from the juvenile justice system and community, program outcomes, a proposed budget and timeline for 1995, and a proposed budget for a full year of implementation, and

WHEREAS, the juvenile justice initiatives oversight committee has reviewed the program plan to ensure that it contains provisions for appropriate coordination among involved agencies and programs;

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

The program plan for the Reaching Back-Giving Back program is approved and the Department of Community and Human Services is authorized to use funding provided in the 1995 annual budget ordinance to implement the program.

PASSED by a vote of 10 to 0 this 12<sup>th</sup> day of June, 19 95.

KING COUNTY COUNCIL  
KING COUNTY, WASHINGTON

Kent Pullen  
Chair

ATTEST:

Gerald A. Peterson  
Clerk of the Council

Attachments:

Detention Alternatives for African American Youth, Department of Human Services Juvenile Justice Initiative, Project Description

**REACHING BACK-GIVING BACK:  
DETENTION ALTERNATIVES FOR AFRICAN AMERICAN YOUTH  
DEPARTMENT OF HUMAN SERVICES JUVENILE JUSTICE INITIATIVE**

**Project Description**

**I. Goal and Objectives**

The Reaching Back-Giving Back: Detention Alternatives for African American Youth (DAAAY) project's goal is to reduce the disproportionate detention of African-American Youth in King County as identified by Dr. George Bridges in his 1993 report Racial Disproportionality in the Juvenile Justice System: King County.

Within this broad goal, the project's objectives are to:

1. Reduce the number of African American youth detained pre-trial where screening criteria does not mandate detention.
2. Reduce the number of African American youth who are detained on warrants for failure to appear for court hearings.
3. Increase the resiliency of these youth to make intelligent life choices in the future.

The long term purpose of the project is to put these youth on a course to develop into mature and responsible adults; thereby, preventing involvement with the juvenile justice system. It is expected that many youth successfully participating in the project will be released from the judicial process earlier and that fewer will reappear in the justice system again on other charges.

To accomplish these objectives and to maintain community safety, the DAAAY project will provide effective monitoring of youth while on release and strong community-based, culturally-specific support to the youth and their families. Project services will ensure that youth meet conditions of release and reduce the likelihood of Failure-To-Appear (FTA) warrants resulting in detention.

**II. Criteria for Eligibility**

The DAAAY project will serve youth who are a part of the African American culture and are at-risk of pretrial detention because they lack strong family support or stable living situations. Youth mandated for detention due to the severity of their offense or number of prior offenses will **not** be eligible for the project.

**Specifically, the project will target two populations:**

1. African-American youth for whom a bench warrant for Failure-To-Appear has been recently issued, or where public defenders and/or probation counselor considers it likely the youth will fail to appear for the next scheduled court appearance without this program.

2. African-American youth presented for first appearance or subsequent detention review hearings who are at risk of continued detention due to unstable living situations and concern that they will fail to appear for future court hearings.

Referrals for African-American youth with bench warrants or at risk of warrants are expected primarily from two sources. One referral source will be Public Defenders, who are assigned to all youth. Public Defenders will be asked to notify project staff when a warrant has been issued or they have lost contact with an African-American youth who has a scheduled court appearance. A second referral source will be Department of Youth Services (DYS) probation counselors, primarily the "Q" unit. Counselors in this unit are informed when warrants are issued and can notify project staff when eligible youth are involved. Coordination will occur with programs serving other ethnic groups, such as the United Indians of All Tribes I-Wa-Sil project.

Eligible youth presented for 24-hour first appearance hearings or any other subsequent detention hearing will be identified by Public Defenders and DYS staff. Those working with eligible youth will contact project staff while preparing for the detention hearing. Screening staff and intake probation counselors in DYS can contact project staff about eligible youth as soon as they enter detention.

Efficacy of these referral channels will depend heavily on frequent contact by project intake staff with DYS and Public Defender staff, good communication with volunteers, and trust among the parties. Judges, DYS and Public Defender staff will need to be informed of the project's eligibility requirements and the services that it can provide. The project will include a reliable means of contacting project staff when an eligible youth has been identified.

### **III. Services to Be Provided**

Project staff will provide support for youth and their families, including structured experiences and expectations and other services to insure that released youth comply with conditions of release and appear for scheduled court appearances. Structured expectations can mean, for example, a weekly schedule, agreed upon by the youth, family members and the volunteer, which must be followed with no exceptions. All youth that enter into training, treatment or any other program will be supported, strongly encouraged and expected to graduate/complete the program. Either a family member or volunteer will be expected to escort youth to such activities.

The projected maximum service level is 90 participants at any one time. The length of participation for individual youth will depend on where that youth is in the adjudication process upon entering the program.

A community based service provider will be competitively selected to implement the project. The service provider will establish working agreements with schools, the juvenile justice system, the mental health (MH) system, substance abuse services, family counseling centers, other treatment systems, and the other programs that are part of the 1995 Juvenile Justice Initiatives.

The service provider will propose specifics of program implementation. Services are expected to be culturally specific. The service provider will be expected to use the July, 1994, *African American Strategic Family-Community Campaign Report* by the Black Child Development Institute of Seattle as a primary source. In addition, the service provider will coordinate with other culturally specific programs serving youth involved in the juvenile justice system.

A set of core components will be required in the program design. Some of these services will be provided by project staff, some by community volunteers, and some through referrals to other agencies.

#### Services Provided by Project Staff

Project staff will have primary responsibility for coordinating with other systems and services, interviewing/screening referred youth, and case management. Specific responsibilities are:

- 1) **Interviewing/screening** - As soon as possible after arrest or issuance of FTA warrant youth identified by referral sources will be interviewed for eligibility and to assess their situation.
- 2) **Coordinating with other systems and services** - Throughout the project, staff will need to coordinate with other systems involved with or serving the targeted youth. This includes programs serving other ethnic populations.
- 3) **Case management** - Before and after release from detention, staff will ensure that assessments of youth's needs are conducted, strategies to stabilize their lives are developed, community support volunteers are assigned, and needed services are in place.
- 4) **Training of volunteers** - Project staff will be responsible to recruit, train, and supervise volunteers acting as mentors or contributing to the project in some other capacity. Volunteers will be trained in how to orient and assist the youth in developing a strong, positive value system.
- 5) **Tracking of court appearances to assist volunteers** - Project staff, working with juvenile court personnel, will track court schedules and inform youth, families and their assigned volunteers when they are mandated to appear.

#### Services In Which Community Volunteers Will Participate

Community volunteers, supported by project staff, will participate in the following.

- 1) **Mentoring** - Community volunteers will act as mentors and advocates for youth. In conjunction with other project activities, volunteer mentors will seek to instruct youth about discipline, values, spirituality, team-building, responsibility and accountability. Volunteers will also help to educate on understanding and handling racial issues and their own reaction to discrimination, anger and negative feelings. Mentors will help youth to understand the juvenile justice system and the roles of its various components (e.g., police, prosecutors, defense attorneys, and probation counselors).
- 2) **Monitoring Behavior** - While a youth is out of detention, community volunteers will have regular contact with youth in order to monitor the youth's behavior, compliance with conditions of release, and attendance at mandated or agreed upon project activities and services.
- 3) **Liaison with Parents** - The community volunteer will assist the youth and family members in understanding the court process and make them aware of scheduled court appearances.

- 4) **Serve as Advocates during court proceedings** - Community volunteers will stand in as advocates for youth when parents or extended family members are unable or unwilling to assume such a role or they may appear in court as a support for family members.
- 5) **Strengthening the Family** - Community volunteers can help family members to determine their need for additional assistance. The volunteers will help staff to link family members with appropriate services and activities, such as those provided through the Parenting for Prevention program.
- 6) **Increasing Family Involvement** - Volunteers will encourage sustained involvement of family members as the youth's case progresses through the court system. Family members includes extended family members and significantly involved family friends as well as the immediate family.
- 7) **Reporting** - Volunteers will assist the family and staff in keeping the assigned Probation Counselor or other court official is informed of the youth's status (school, work, and living situation) and the extent to which court imposed obligations are being met by the youth.

#### Services Provided by Referral

Services beyond the capacity of project staff will be required in order to maintain some youth in the community. These services may be court ordered, recommended by project staff/community volunteer or requested by the family. Services not provided by project staff or volunteers may be arranged through referrals and purchase of-service from other providers. DAAAY staff will be responsible for assisting eligible youth to enroll in beneficial programs. DAAAY staff will also coordinate services with other Juvenile Justice Initiatives. Anticipated services include:

- 1) **Mental health services;**
- 2) **Alcohol/substance abuse treatment;**
- 3) **Anger management ;**
- 4) **Employment and training/placement services;**
- 5) **Educational services** - alternative education, GED, and advocacy necessary to re-enroll youth in regular school
- 6) **Temporary shelter** - for youth without other viable housing resources; and
- 7) **Community support activities, such as rites of passage.**

#### **IV. Involvement with Other Systems and Communities**

To support youth and families effectively and to produce the desired outcomes, the service provider will work in coordination with other involved individuals, agencies and systems. In particular, coordination with the juvenile justice system, schools, treatment systems - both voluntary and court ordered, and the local communities is crucial.

##### **A. Criminal Justice System**

- Meet with all involved juvenile justice programs and departments to orient staff to the project's purpose, design, functions and eligibility requirements.
- Establish procedures and contacts within juvenile justice system so that staff are informed when eligible youth are detained.

- Establish a working group with staff of other juvenile justice initiatives and key actors to advise on program development and help solve operational problems.
- Maintain on-going relationships within juvenile justice system, including judges, prosecutors, Department of Youth Services staff, police officers, public defenders and probation counselors.
- Work with defense attorneys, probation counselors, youth and families to develop plans for detention alternatives to be presented to judges at detention hearings.
- Work with courts to quash FTA warrants for youth who voluntarily appear, in order to avoid detention on warrants.

#### **B. Treatment Systems**

- Establish working agreements with mental health agencies, state DASAS youth treatment certified programs and other potential treatment providers specifying protocols for referrals.
- Work with treatment programs to develop treatment plans for detention alternatives to be presented to judges at detention hearings.

#### **C. Local Community**

- Develop community advisory board to advise program and to aid liaison efforts with the community. The advisory board is expected to be representative of stakeholders and the larger community.
- Recruit and screen community volunteers, including a criminal history check. It is expected that volunteers will be community members who are successful in their career/job, community service or family life.
- Train, support and coordinate volunteers.
- Coordinate with other community-based youth service providers and youth violence prevention programs, especially those serving other ethnic groups.
- Facilitate communication and relationship with the juvenile justice system.
- Work with schools, businesses, local churches, etc.
- Continue to mobilize community support for the project through local churches, community groups, businesses, schools, etc.

#### **V. Program Outcomes**

The proposed program outcomes relate directly to the program objectives. Under the goal of reducing the number of African American youth detained in King County the two program outcomes will be:

1. Reduce the proportion of African American youth detained after pre-adjudication detention hearings.
2. Reduce the proportion of African American youth detained for Failure to Appear (FTA) warrants.

Another positive benefit will be determining which strategies are effective in reducing involvement of African American youth in the juvenile justice system.

An independent evaluator will be retained to assess the project's success in meeting these outcomes. The evaluator will finalize outcome measures, approve data collection methods to secure relevant evaluative information, determine the evaluation findings, and present the findings in reports and presentations. CSD and project staff will support the evaluator by advising on feasible data collection procedures, collecting evaluation information, conducting requested statistical analyses, and discussing implications of the findings.

After the project has been in operations for six months, findings on success of project implementation will be presented to the Juvenile Justice Initiatives Oversight Committee and the Metropolitan County Council's Law Justice Human Service Committee. After a full year of operations, evaluative findings on project impact will be presented to both committees. These findings can then be used to guide the DAAAY project or to advise similar efforts in the future.

#### **VI. Budgets for 1995 and 1996**

Attached is a project budget for 1995 and 1996. The final allocation of funds between categories of volunteer and staff support, services for youth and agency operations will be determined based on the budget submitted by the contracted community-based service provider and negotiated with County staff. CSD has applied to the Governor's Juvenile Justice Advisory Committee for a two year grant to develop targeted multi-cultural parent training for parents and mentors and has included the anticipated award amounts as other revenue to the project. In 1996, CSD anticipates additional sources of treatment funds for youth will be secured in order to maintain the County funding level at \$350,000.



REACHING BACK-GIVING BACK

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	START-UP	1995 OPERATIONS	TOTAL	COUNTY	19 OTHER
<b>VOLUNTEER AND STAFF SUPPORT</b>					
staff total	\$31,429	\$26,541	\$57,970	\$159,245	
benefits total	\$6,600	\$5,574	\$12,174	\$33,441	
salary and benefits total	\$38,029	\$32,114	\$70,143	\$192,686	
<b>AGENCY OPERATIONS</b>					
subtotal	\$63,980	\$15,924	\$79,904	\$95,547	
<b>MENTOR TRAINING</b>					
state funded		\$20,295	\$20,295	\$0	\$2
county funded	\$20,000	\$15,000	\$35,000	\$0	
	\$20,000	\$35,295	\$55,295	\$0	\$2
<b>SERVICES FOR YOUTH</b>					
subtotal	\$0	\$30,000	\$30,000	\$46,767	\$9
<b>AGENCY TOTAL</b>	\$122,009	\$113,334	\$235,343	\$335,000	\$11
<b>CURRICULUM/EVALUATION</b>					
curriculum development/contracted	\$15,795		\$15,795		
evaluation/contracted services	\$3,295	\$22,500	\$25,795	\$15,000	
<b>PROFESSIONAL SERVICES TOTAL</b>	\$19,090	\$22,500	\$41,590	\$15,000	
<b>TOTAL</b>	\$141,099	\$135,834	\$276,933	\$350,000	\$111
<b>COUNTY CX FUNDS</b>	\$125,304	\$115,539	\$240,843	\$350,000	
<b>STATE JUVENILE JUSTICE FUNDS</b>	\$15,795	\$20,295	\$36,090	\$0	\$2
UNIDENTIFIED (see note)	\$0	\$0	\$0	\$0	\$9
<b>TOTAL BY FUNDING SOURCE</b>	\$141,099	\$135,834	\$276,933	\$350,000	\$111
intent is to seek funding from other sources for 1996 with specific attention to state funding for youth at risk of incarceration. This funding would support direct services to youth.					