



**KING COUNTY**

1200 King County Courthouse  
516 Third Avenue  
Seattle, WA 98104

**Signature Report**

**December 4, 2018**

**Motion 15257**

**Proposed No. 2018-0539.1**

**Sponsors Gossett**

1           A MOTION acknowledging receipt of a report on the  
2           development of a new staffing and operations plan for the  
3           juvenile detention facility at the youth services center to  
4           accommodate in that facility youth charged as adults in  
5           compliance with Ordinance 18409, Section 55, as amended  
6           by Ordinance 18766, Section 23, Proviso P11.

7           WHEREAS, a 2017-2018 supplemental budget ordinance, Ordinance 18766,  
8           Section 23, Proviso P11, which amended the 2017-2018 Biennial Budget Ordinance,  
9           Ordinance 18409, Section 55, requires the executive to transmit a report on the  
10          development of a new staffing and operations plan for the juvenile detention facility at  
11          the Youth Services Center to accommodate in that facility youth charged as adults, and a  
12          motion acknowledging receipt of the report, and

13          WHEREAS, Ordinance 18766, Section 23, Proviso P11, provides that \$100,000  
14          shall not be expended or encumbered until the report required by the proviso is  
15          acknowledged, and the motion acknowledging receipt of this report is passed;

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

17          The receipt of the report on the development of a new staffing and operations plan  
18          for the juvenile detention facility at the Youth Services Center to accommodate in that  
19          facility youth charged as adults, which is Attachment A to this motion, is hereby

20 acknowledged in accordance with Ordinance 18409, Section 55, as amended by  
21 Ordinance 18766, Section 23, Proviso P11.  
22

Motion 15257 was introduced on 11/5/2018 and passed by the Metropolitan King  
County Council on 12/3/2018, by the following vote:

Yes: 9 - Mr. von Reichbauer, Mr. Gossett, Ms. Lambert, Mr. Dunn,  
Mr. McDermott, Mr. Dembowski, Mr. Upthegrove, Ms. Kohl-Welles  
and Ms. Balducci  
No: 0  
Excused: 0

KING COUNTY COUNCIL  
KING COUNTY, WASHINGTON

J. Joseph McDermott, Chair

ATTEST:

Melani Pedroza, Clerk of the Council



**Attachments:** A. Development of a New Staffing and Operations Plan for the Juvenile Detention  
Facility at the Youth Services Center

# Attachment A

**DAJD-Motion and Report on the Development of a New Staffing and Operations Plan for the Juvenile Detention Facility at the Youth Services Center to Accommodate in that Facility Youth Charged as Adults in Compliance with Ordinance 18409, Section 55, as amended by Ordinance 18766, Section 23, Proviso P11.**

King County Department of Adult and Juvenile Detention

King County Courthouse (M/S: KCF-AD-0600)

516 3rd Ave., Seattle, Washington 98104

## Introduction

### *P11 PROVIDED THAT:*

Of this appropriation \$100,000 shall not be expended or encumbered until the Executive transmits a report describing the results of a collaborative process between the Department of Adult and Juvenile Detention (DAJD), the Office of Performance, Strategy and Budget (PSB) and the King County Juvenile Detention Guild (KCJDG) to develop a new staffing and operations plan for the juvenile detention facility at the Youth Services Center to accommodate in that facility youth charged as adults and a motion that should acknowledge receipt of the report is passed by the council.

The report shall include, but not be limited to:

- A. The impact on the average daily population at the Youth Services Center resulting from housing of youth charged as adults at the Youth Services Center;*
- B. The use and description of alternatives to solitary confinement at the Youth Services Center, including the use of therapeutic models for addressing discipline issues in place of the use of solitary confinement;*
- C. The need for additional staff training to address the unique needs of youth transferred from adult facilities to the Youth Services Center including the use of therapeutically-focused training;*
- D. A description of measures taken to ensure the safety of guards, staff and youth;*  
*and*
- E. How educational and programmatic services are being made available to youth transferred from adult facilities*

## Overview

Prior to November of 2017 youth charged as adults through King County Superior Court were housed at the Maleng Regional Justice Center (MRJC) or the King County Corrections Facility (KCCF). Through November and December of 2017, all youth charged as an adult, who were awaiting case resolution, were moved from the adult facilities and subsequently housed at the Youth Services Center (YSC). The process of moving a group of youth from an adult supervision facility to a juvenile detention facility has presented a variety of staffing and operational challenges, prompting further collaboration between the Office of Performance, Strategy and Budget (PSB), the KCJDG, and the DAJD.

This report details the collaborative steps taken to assess the impact on staffing and operations resulting from the housing of youth charged as adults at the YSC. It also discusses the processes taken to collaboratively identify how to respond to the unique needs of youth transferred from the adult facilities to the YSC. This collaborative process has resulted in many positive and promising adjustments in an effort to safely and appropriately respond to the needs of long-term youth housed at the YSC.

### **Impact on Average Daily Population (ADP) by Housing Youth Charged as Adults at the Youth Services Center**

In November of 2017 the DAJD started the transfer of youth charged as adults, who remained under the age of 18, from the adult facilities to the YSC<sup>1</sup>. As of December 2017, any youth charged as an adult who is under the age of 18 has been housed solely at the YSC. If a youth is charged as an adult and is still awaiting case resolution on their 18<sup>th</sup> birthday, they are transferred to the MJRC or the KCCF.

Almost a year has passed since all youth charged as an adult started to be housed at the YSC. This has resulted in an opportunity to collect additional data for review and resulted in a more comprehensive understanding of the impact on the youth, staff, and facility operations. The average daily population for youth charged as an adult housed at the juvenile facility has remained fairly consistent over the last 10 months, ranging from 13 to 19 youth, with an average of 15.4 youth per month. The ADP for youth with juvenile charges has fluctuated between 32 and 47 youth, with an average of 38.1 youth per month. June, July, and August of 2018 saw a string of very low ADP for youth with juvenile charges (35, 35, 32, respectively), yet it is not unusual to experience lower ADP in the summer months.

<b>Average Daily Population by Month and Year</b>				
	<b>Youth with Adult Charges Housed at YSC</b>		<b>Youth with Juvenile Charges Housed at YSC</b>	
	<b>2017</b>	<b>2018</b>	<b>2017</b>	<b>2018</b>
<b>January</b>	1	18	36	37
<b>February</b>	1	17	39	35
<b>March</b>	1	15	43	37
<b>April</b>	2	14	43	40
<b>May</b>	3	15	58	41
<b>June</b>	3	15	57	35
<b>July</b>	3	13	50	35
<b>August</b>	3	15	38	32
<b>September</b>	3	-	42	-
<b>October</b>	4	-	44	-
<b>November</b>	13	-	47	-
<b>December</b>	19	-	42	-

While the YSC is experiencing historic lows in ADP for youth with juvenile charges, the addition of youth charged as adults has contributed to a rise in ADP, as well as a marked increase in the average length of stay for those youth. From January through August of 2018, the average

<sup>1</sup> Female youth charged as an adult have been housed at the YSC since 2016.

length of stay in juvenile detention for youth charged through juvenile court has been 12.73 days. This is in contrast to the average length of stay for youth charged as an adult, who have an average length of stay of 157.25 days. This substantial separation in length of stay, from 12.73 to 157.25 days, has impacted the scope of services and programming needs within the juvenile facility, as well as presented new behavior management challenges.

### **Timeline of the Collaborative Process**

The following projects and multi-disciplinary workgroups represent key milestones in the collaborative process of preparing and responding to the housing of youth charged as adults at the YSC. Each of these items were driven through collaboration between the KCJDG and DAJD, resulting in a range of recommendations that have already been implemented.

Dates indicate the month in which the project started. Some of the following collaborative efforts have been on-going since their start date.

- **Annual Bid Team (August 2017):** The Annual Bid Team reviewed work schedules and furlough days in effort to assess how best to deploy Juvenile Detention Officers within the juvenile detention facility. This process resulted in the determination that there were no changes to be made to shifts or posts based upon current staffing and operational needs.
- **Auto-Adult Planning Team (November 2017):** The Auto-Adult Planning Team established a timeline for moving youth from the adult facilities to the YSC. This team identified immediate needs prior to youth arriving at the juvenile facility. Changes included programming, new security post, reopening closed living units and ordering new equipment.
- **Solitary Confinement Ordinance Response Team (December 2017):** In December of 2017 the King County Council passed ordinance 18637 "...prohibiting solitary confinement of juveniles except when necessary for safety, security or others reasons precluding use of a less restrictive measure". The Solitary Confinement Ordinance Response Team was assembled to discuss the impact of the ordinance on operations and how best to remain in compliance.
- **Behavior Management Team (December 2017):** The Behavior Management Team convened to develop an innovative approach to behavior management that is rooted in restorative practices and trauma-informed care. The Behavior Management Team has worked continuously since December of 2017 to strategize and implement a ground-breaking approach to behavior management that incorporates the framework of a public health approach and supports compliance with the Solitary Confinement Ordinance.
- **Supplemental Budget Request (May 2018):** The KCJDG was consulted in the development of the 2018 Juvenile Division supplemental budget request to fill staffing shortages. The supplemental budget request included funding for 13 Juvenile Detention Officers, additional overtime coverage, as well as an additional Juvenile Detention Supervisor and an Administrative Specialist III.

- **YSC Improvement Team (July 2018):** The YSC Improvement Team was tasked with reviewing the impact of recent changes to safety and security. This group recommended the formation of a Security Operations Team to meet monthly and continuously review safety and security issues/concerns and make recommendations for improvement. It was also suggested that the Security Operations Team conduct quarterly surveys with staff and youth to measure perception of safety in the facility and produce a collection of best practice documentation and research.

In addition to these special projects and workgroups, the KCJDG and the Senior Management team from the Juvenile Division of DAJD have a monthly labor/management meeting as well as meet weekly to discuss safety and operations. These meetings are on-going and will continue as part of the standard operating practices.

The Office of Performance, Strategy, and Budget (PSB) spent a significant amount of time working to expand their knowledge of operational and staffing processes at the YSC. PSB toured the facility and reviewed staffing deployment models to understand staffing configurations and resource needs.

### **Measures Taken to Ensure Safety of Juvenile Detention Officers and Youth**

The following adaptive procedures seek to increase staff and youth safety while ensuring youth experience continuity in educational services and programming. All operational adjustments have been developed in collaboration between DAJD Management, the Juvenile Detention Supervisors, and the KCJDG.

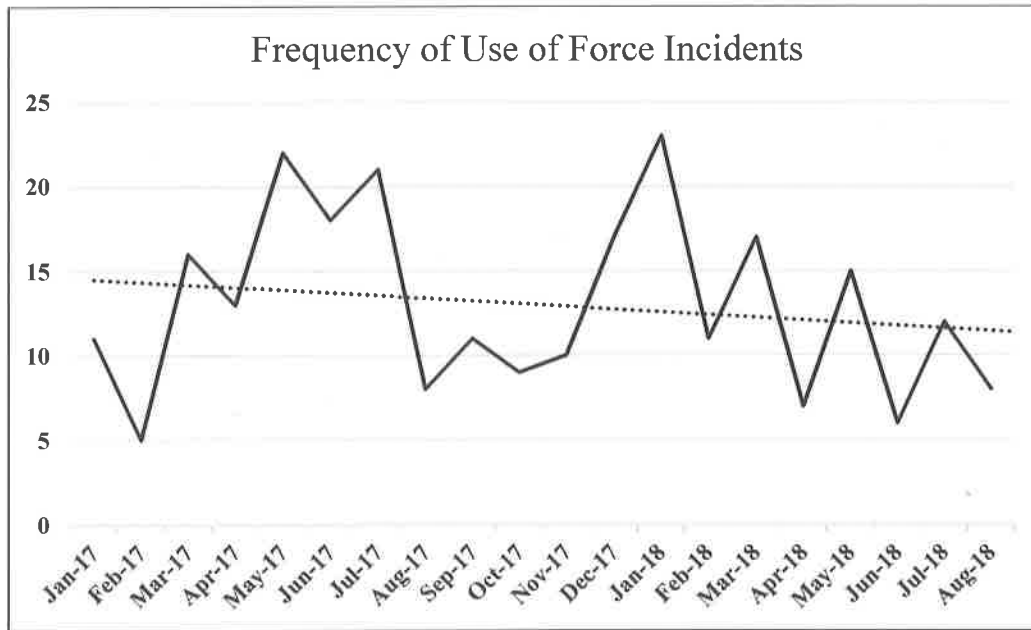
- **End of Double Bunking (January 2018):** Double bunking in the living units results in an overall increase in the number of youth who are assigned to each unit. To reduce the ratio of staff to youth in the living units, the practice of double bunking was ended in January of 2018. The end of double bunking resulted in a reduced staff to youth ratio in all living units, from 1:12 down to no more than 1:10.
- **End of Dispersal Units (January 2018):** In order to avoid opening too many living units, youth would sleep in one unit and be dispersed for programming to another open unit. Programming in a unit where the youth did not have their own dorm room presented a safety issue. In an emergency, this practice reduced response time and the number of staff available to respond.
- **Single Unit Gym (January 2018):** Prior to January of 2018, two living units would participate in gym activities at the same time. In an effort to reduce the number of youth in one area of the facility at the same time, single unit gym was implemented. An additional staff is now provided to help diffuse any potential safety concerns. The transition to single unit gym has not impacted the amount of time youth are allocated for large-muscle exercise (at least 60 minutes per day).

- **Staff Escorts (January 2018):** Youth identified as a potential security risk (i.e. gang involved, history of repeated assaultive behavior) are escorted by a Juvenile Detention Officer as they move between locations within the YSC.
- **Freeze Movement (March 2018):** Freeze movement occurs when the hallway is cleared of any youth before another youth can move from one location to another. Freezing movement reduces the potential for negative interactions between youth who reside in different living units.
- **Modified School Schedule (May 2018):** Prior to May of 2018, multiple male living units were in the school area of the facility at the same time. The modified school schedule limits one male living unit in the school at a time. Access to education is not impacted by this shift in protocol, as classes are also held in the library and living units.
- **School Rover (May 2018):** Additional staff have been assigned to the school area in order to increase the safety of youth as they move between the school area of the facility and living halls.
- **Staff Support for Individual Youth (May 2018):** Youth who have presented behavioral challenges, including assaults, may receive additional staff support during free time, programming, or activities. When a youth is assigned additional staff support, the one-on-one engagement presents the opportunity for staff to provide an immediate response to any behavioral challenges, while still allowing the youth to participate in the activity.
- **Small Group Programming (August 2018):** Youth who have challenges integrating into their living unit and have demonstrated assaultive behavior may be assigned to small group programming.

### **Use of Force Incidents**

The number of use of force incidents occurring each month can fluctuate due to a variety of factors, yet operational adjustments may be contributing to a year over year decrease in frequency in use of force incidents. The following chart portrays the frequency of use of force incidents by month.





Fewer use of force incidents represent an increase in safety for both youth and staff. While safety and security measures have likely contributed to the decrease in use of force incidents, the new procedures have impacted staffing demands and have played a role in the increase in mandatory overtime hours. Comparing the months of January through August of 2017 to 2018, the use of mandatory overtime hours has increased by almost 500% (291 hours in 2017 versus 1,396 hours in 2018).

### **Alternatives to Solitary Confinement and Therapeutically Addressing Behavioral Challenges in Secure Detention**

Behavior management is a strategic set of practices used to encourage appropriate behavior, decrease inappropriate behaviors, and teach new behavior. A collaborative team of Juvenile Detention Officers, Juvenile Detention Supervisors, mental health professionals, and educators came together in December of 2017 to lay the foundation of a new behavior management system at the YSC. The new system is trauma-informed, incentive-based, and is designed to provide a variety of safe alternatives to using room confinement for disciplinary purposes. When attempting to guide youth through behavior change, it is essential to provide a system that is balanced in providing incentives and teaching accountability for their actions.

In an effort to teach accountability, the new behavior management system adheres to restorative principles. Restorative practices include:

- Repair harm and restore positive relationships
- Reduce and prevent harmful behavior
- Build healthy relationships between staff and youth
- Resolve conflict, hold youth accountable

An example of how Juvenile Detention staff utilize restorative practices includes engaging in problem-solving with youth to reflect upon the situation, process the behavior, and work to repair any harm between youth and staff, or youth and their peers. Juvenile Detention Staff have used restorative practices for many years, yet the new behavior management system expands the scope of available restorative resources and will incorporate restorative practices as a response to all harmful behaviors in detention.

The incentive aspect of the new behavior management system provides opportunities to reward positive behavior and engage in prosocial skill development. All youth receive access to basic commissary, library visits, and a composition book. As youth engage in prosocial behavior they can progress through a level system. This new system recognizes that youth may remain at the YSC for a longer period of time, and therefore there are additional levels than in the previous system. Youth can earn an expanded option of incentives, such as the use of MP3 players, DVD players, and the opportunity to participate in a variety of events. Youth input was gathered and integrated into the planning of the updated incentives.

### **Therapeutically-Focused Staff Trainings**

DAJD and the KCJDG have worked together to offer multiple trainings over the course of 2018. Trainings have focused upon helping staff feel empowered and confident as they offer trauma-informed care to youth in juvenile detention. The Seattle & King County Department of Public Health is a partner in the efforts to offer an expanded range of therapeutically focused staff trainings and has supported DAJD in accessing training resources.

An adolescent brain science training was provided by Dr. Margaret Cary, a Child Psychiatrist for the Department of Community and Human Services. 60 of 80 Juvenile Detention Officers on staff (75%) were able to attend this training. Additional DAJD staff, including Community Surveillance Officers, Senior Management, Administrative Support, and Health Clinic Staff also attended the workshop.

A gang awareness training was also offered to staff. This training was multi-dimensional, providing both education to staff regarding gang dynamics within King County as well as how to appropriately diffuse gang-related situations that may arise in secure detention. 60 of 80 Juvenile Detention Officers on staff (75%) were able to attend this training. Additional DAJD staff, including Community Surveillance Officers, Senior Management, Administrative Support, and Health Clinic Staff also attended the workshop.

A facility that operates 24-hours a day presents unique challenges when striving to train all staff in an equitable and consistent manner. Not all staff are able to attend a training at the same time, and some staff are scheduled to work during hours that are not conducive to providing trainings from external providers. In an effort to overcome these barriers, DAJD has offered similar trainings on multiple dates and across various times throughout the day. Moving into 2019, DAJD Management and the KCJDG have continued to collaborate in the planning of both new and refresher trainings. In 2019, the goal is to reach 100% successful completion of trainings for

all Juvenile Detention Officers. All trainings will be rooted in trauma-informed care and will seek to support the safety and well-being of youth and staff at the YSC. The KCJDG has specifically requested additional gang awareness and mental health trainings which are in development.

### **Educational Services and Programming Available to Youth Charged as Adults at the YSC**

All youth housed at the Youth Services Center have equal access to the full spectrum of educational services and programming offered within the facility.

At no point in time has the severity of a juvenile's criminal charge resulted in reduced access to education or programming. The transfer of youth charged as adults to the YSC has presented some security challenges, yet collaboration between DAJD Management, the Juvenile Detention Supervisors, and the KCJDG has helped to ensure continuity of operations. The addition of a school rover, the modified school schedule, and one-on-one programming are examples of collaborative, innovative approaches that increase youth and staff safety while maintaining equal access to services.

Youth in detention are provided a standard school curriculum that is managed by Seattle Public School's Interagency Academy. Youth receive dynamic classroom instruction from highly trained teachers who specialize in reading, civics, mathematics, cultural history, and life skills. Youth are also provided classroom periods to attend gym and make visits to the branch of the King County Library System that is housed within the juvenile detention facility.

Numerous activities, events, and regular programs are available to youth at the YSC. Many of the programs offered in juvenile detention are facilitated by a large network of community volunteers. Programs offered include girl-focused mentoring groups (Powerful Voices), the IF Project, visits from therapy dogs (Project Canine), and an outdoor gardening project sponsored by the Michael Bennett Foundation. The Seattle & King County Department of Public Health is working in collaboration with DAJD to continue to expand upon the variety of programming available to youth in juvenile detention.