

180 Workshop

Program Evaluation

October 2014

King County Office of Performance, Strategy and Budget

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Executive Summary

There is a recognized disparity issue in juvenile justice in King County and nation-wide. Youth of color in King County, Washington, and African American youth in particular, are referred to the Prosecuting Attorney's Office by law enforcement at a statistically higher rate than are Caucasian youth. Once referred, African American youth are diverted from the formal justice system at a statistically lower rate. One diversion program, Program 180, a joint partnership between King County Prosecuting Attorney's Office and the community, was born in response to observing the trend of youth, particularly youth of color, repeatedly returning to the justice system on low level offenses and were not divertable under the then current process.

The 180 Workshop is staffed by people who have had exposure to the justice system, made mistakes in their past, and made a 180 change. They clearly care about the youth in King County and are passionate about giving back to the community. The program has evolved and remained flexible to meet the needs of the youth and families it serves.

Data from the first full year of the program indicate that youth referred to the 180 Workshop recidivate at a lower rate within the first year after disposition of their case than do those youth in a comparison group. African American youth completed the program at higher rates than African American youth in another diversion program in the same time period.

Analysis of Program 180 indicates a promising program, though results need to be interpreted with caution due to the limitations of the data.

Background

Program Origin

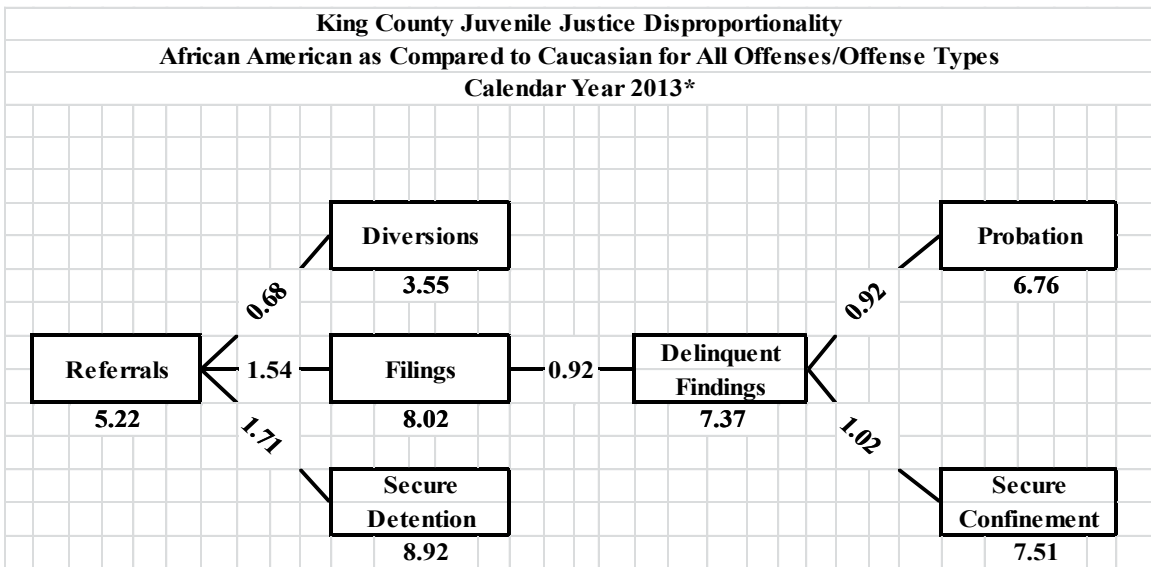
Program 180 was developed as a result of a conversation during a high school football game. King County Prosecuting Attorney Dan Satterberg and then Director of Zion Preparatory School, Doug Wheeler, were having an informal conversation when Mr. Satterberg shared that he was alarmed and frustrated at how many youth of color were being referred into the juvenile justice system for low level misdemeanor offenses. Many of these youth were not eligible for the available diversion program because they had been offered diversion previously and failed or had not participated because they were not able to be located. Although they were back in the system on low-level offenses, there was no program available, at that time, to try to set these youth on a different path. Mr. Satterberg and Mr. Wheeler discussed their mutual concerns about the already considerable evidence of disproportionate minority contact in King County and youth gaining permanent criminal records for minor offenses. Mr. and Mr. Wheeler were both aware of the considerable evidence that youth who develop criminal records or who are ordered into detention are more likely to re-offend and less likely to succeed.

Mr. Wheeler went back to the community and brainstormed. The 180 Workshop became a collaborative effort between Rainier Valley 98118 Leaders Roundtable and the King County Prosecuting Attorney's Office. The first workshop was offered in August 2011.

Defining the Problem

In King County, Washington, youth of color in general and African American youth in particular, have disparate outcomes at nearly every currently measured decision point in the juvenile justice system as compared to their Caucasian counterparts (King County Relative Rate Index¹, 2008; 2009; 2010; 2011; 2012; 2013). The decision points currently measured at the federal, state, and county level are in Graph 1 and Table 1 below.

Graph 1. Juvenile Justice Decision Points and Disproportionality



¹ While the Relative Rate Index can be criticized for not controlling for variables like offense, age of the youth, not exploring ethnicity, nor being based on a cohort, it is a helpful instrument, much like a thermometer, in determining if there is an issue at a decision point but it cannot indicate what the problem is. Deeper analysis is then indicated.

Table 1. King County Juvenile Justice Decision Points

Decision Point	What Happens/What's Included
Referral	Count of youth that are referred into the Juvenile Justice System by law enforcement
Diversion	If the charges are found sufficient to prosecute by the PAO and offense meets the criteria for Diversion based on offense grade and criminal history, youth may be diverted instead of filed upon. In some circumstances diversion is statutorily mandated.
Filing	This decision point captures charges that are found sufficient and not diverted and are filed in Juvenile Court by the PAO. However, not all sufficient charges that aren't diverted are actually filed – there are a lot that end up getting sent back to law enforcement for more information or are dropped.
Secure Detention	Pre-adjudicated admissions to detention. If referral offense meets Detention Intake Criteria, youth can be held in detention to await a first appearance hearing, usually occurring within one business day.
Delinquent Findings	Count of youth adjudicated delinquent (found guilty, pled guilty, deferred dispositions and adjudications)
Probation	Youth is placed on community supervision
Secure Confinement	Youth is sentenced to secure detention or JJRA

In 2012, African American youth were referred to court by law enforcement nearly five times *more than* Caucasian youth, Hispanics 19% more, and Asian or Pacific Islander youth disparately *less than* Caucasian youth. As of 2013, the relative rate for African American youth, Hispanic and Native American youth worsened; such that African American youth are now *more than* five times as likely to be referred by law enforcement (see Graph 1 on previous page), as are Native American youth; Hispanic youth are 53% more likely to be referred to court than are Caucasian youth.

Unlike the referral stage, the diversion option is one on which Juvenile Court has a direct impact (Teske & Huff, 2011). Diversion is offered to youth who meet certain criteria (offense level, prior criminal history). Youth can be diverted from the system by completing and the conditions of the program or workshop and with successful

completion have their charges dismissed rather than having a charge formally filed in court and gaining a criminal record.

Until 2011, the primary diversion option for youth in King County was King County court run diversion program, Partnership for Youth Justice. Today, there are three diversion options and depending on the offense and criminal history a youth could potentially be offered one or two of them.

First, there is the Partnership for Youth Justice, which is run by Juvenile Court. This program is offered to youth who statutorily meet the criteria for being diverted from the formal court process: youth whose current offense is a first or second misdemeanor. The cost of the program is \$263, but can be paid in four monthly installments, can be paid on a sliding scale, or waived completely depending on the income of the parents or guardians. If a need is identified through a risk/needs assessment, youth with a low risk of re-offending and their parents or guardians can be referred to Parent Youth Connection Seminar, an evidence based program for low-level offenders and their families administered through the YMCA. This 12-hour program is offered in South King County and in Seattle on two consecutive Saturdays and offers workshops on such topics as budgets, interpersonal communication, adolescent development, parenting, job training/job readiness, and more. There is no cost to youth or families for attending this seminar.

Second, King County has a diversion program for low level, first or second offense domestic violence cases. This option is run by the Intake Probation Unit. There is no cost for this option, as requiring a fee could potentially penalize and revictimize the family member. Youth in this option can also be referred to the Parent Youth Connection

Seminar, though more often they are referred to the Step-Up Program. The Step-Up Program is a 21 week “curriculum [that] uses a cognitive behavioral skills based approach to help teens stop the use of violent and abusive behaviors and teaches nonviolent, respectful ways of communicating and resolving conflict with family members” (<http://www.kingcounty.gov/courts/step-up/Curriculum.aspx>, 2014).

The third diversion option is the 180 Program, a four hour Saturday workshop, which is offered to youth who have either been rejected or failed the court run diversion program (PYJ) and who meet certain intake criteria (see Appendix A). This option is also free of charge to the youth and family and contains an aftercare component. The program has evolved in the three years it has been in place in order to meet the needs of the youth and parents who attend.

Historically in King County, African American youth, and more recently Native American youth, have been offered diversion at a statistically lower rate than Caucasian youth (King County RRI Trend Analysis 2009-2013, 2014). Since 2012, there have been no statistically significant differences between Hispanic youth and Caucasian youth in the rate of being offered diversion.

In 2012, African American youth represented 24% of all youth referred to the court run Partnership for Youth Justice Diversion program (King County 2012 Juvenile Court Diversion Decision Point Analysis, 2013). Out of those 386 youth referred to diversion, only 66% engaged (i.e. signed a diversion agreement or showed up for being counseled). The most frequent reasons for lack of engagement were: “Failed to Show”, “Unable to Locate”, and “Failure to Respond.” Reasons for rejection or failure can include: 1) rejection by the Community Accountability Board (CAB) of the Partnership

for Youth Justice due to the CAB not feeling it is an appropriate placement; 2) youth did not show up for their diversion intake appointment or for their CAB appointment; 3) the diversion program was unable to locate the youth. African American youth made up the bulk of these cases. For those youth who engaged in traditional diversion (PYJ), 93%, overall, completed the terms and conditions of the contract. However, for African American youth, this completion rate was 88%. When youth do not engage a diversion process, they may be filed on and gain a criminal record.

In summary, in King County, youth of color in general (except for Asian or Pacific Islanders) and African American youth in particular are referred at a higher rate, diverted at a lower rate, and filed on at higher rate than are Caucasian youth. By offering youth with the lowest engagement and completion rate an additional diversion option, King County is giving youth another chance to have the charge expunged and prevent their deeper involvement in the justice system.

Program Description

The 180 Workshop of 2012 accepted youth referred for their first or second misdemeanor offense that had certain criminal charges found sufficient for prosecution (see Appendix B). These youth had either failed or had been rejected from King County Juvenile Court Partnership for Youth Justice Diversion program, and were given a second and final chance to have their charges dismissed. As of May 2014, the criteria evolved in an effort to divert those youth who had not attended a workshop they had been previously invited to (see Appendix A), but had not been explicitly rejected. These youth can now be offered the 180 Workshop as a post-filing diversion option at arraignment, with their charges being dismissed if they successfully complete the workshop. The goal of the 180

Workshop is to 1) give youth the information, skills and support they need and to connect them to resources to help them make a 180 degree turn in their lives and 2) provide a community-driven process to show youth they have value and give them a way out of the formal criminal justice system (M. Stubblefield, personal communication, 2014; 180 Program Description-Final, 2011).

The 180 Program is a four hour workshop offered on a Saturday in South Seattle once a month. Eligible youth are mailed an invitation letter, which may be followed by a phone call or another letter of invite if they do not attend the first workshop after being invited.

Each workshop includes a series of presentations and small group discussions. Presenters, staff, and volunteers are adults and young adults from the community, some of whom have had contact with the justice system themselves, made that 180 degree change and want to give back to the community. According to Donnie Griffin (D. Griffin, personal communication, 2014), a founding member of the 180 Program, unique characteristics leadership looks for in volunteer staff are:

- They must be involved in community-related activities with youth that assist them in reaching their best potential. Schools, churches, community-based non-profits and after school athletics are most popular areas
- They must demonstrate skills and abilities in speaking, coaching, counseling and mentoring juveniles
- They must be able to model or show empathy of a criminal or destructive lifestyle that's turn positive (making a 180) with sustainability.
They have to be in good standing with the community, the justice system and demonstrate leadership in the community
- They must be able to strive in a continuous learning community

- They must be able to pass a criminal background check that will clear their involvement with children

Presenters talk about their own lives, mistakes they have made, and how they have made their own 180 degree change. As one young person who came back to volunteer said, “I went through the program and now I'm on the right path. Hopefully they see I did it, and they can too with the help of aftercare.”

Small group discussions follow and are led by a facilitator. Youth, grouped by gender, are encouraged to determine their own assets and liabilities and process how those assets and liabilities affect the choices they made, and talk about how they can make different choices. Parent groups are run concurrently with the youth groups and help the parents to assess the challenges and barriers they have with their young person, and to help the parents get connected to resources. Youth are encouraged to sign up for any aftercare services they feel they may need to be successful, from employment, education, substance abuse, a mentor, and more.

Program Evolution and Flexibility

The 180 Workshop program has remained flexible and has evolved and expanded to meet the needs of the youth and their parents/care givers. When the program started, there was no parent component in the workshop. However, staff and volunteers noticed that some parents would sit through the entire four hour workshop and would be engaged and ask questions, seeking help. Seeing a need, leadership and staff worked on program design and the program evolved to include a parent group that now helps the parents. The program was originally built without an aftercare component. The aftercare component grew organically, driven by the needs of the youth, and is now known as “Beyond 180” (see Appendix C). Staff and volunteers could see the youth had needs greater than a four

hour workshop could solve. They believed that adding extra services that would connect them to community supports could help stop youth from coming back into the juvenile justice system. Workshop staff noticed early on that most of the youth were signing up for services and brainstormed with each other and leadership on how to fill in the gaps in the areas of need. Two dedicated staff were put in charge of building the aftercare design and ramp up. These employees recruited volunteers to help deliver services that now include: mentoring, parent-youth dynamics, and conflict resolution with peers, among others (see Appendix C for Beyond 180 Aftercare Simulation Model). Mentors assist youth by helping them return to school after periods of absence, teaching them effective communication skills, guiding them through choice making, and giving them another adult who respects them where they are in their lives. Additionally, boys' groups and girls' groups were formed to deliver targeted gender responsive assistance. Finally, staff development and training has been added to provide staff and volunteers with additional skills, support, and resources so they can better support the youth and families they serve through the 180 Workshop.

Qualitative Analysis

In late May of 2014, the evaluator and Systems Integration Coordinator from the King County Office of Performance, Strategy and Budget attended a Program 180 staff meeting to gather perceptions of the program from staff members, leaders, and volunteers. Approximately 18 people attended the meeting, including three of the founding members. The questions asked of the group generated lots of feedback and discussion and only the first two questions were attended to during the initial meeting: Perceived Strengths of the Program and Perceived Needs for Improvement (see Appendix D, Questions 1 and 2). To expand on the information collected at this meeting, PSB staff constructed a follow up questionnaire using Survey Monkey and disseminated via email to collect data on the remaining questions. The survey was sent to all volunteers, staff, and leadership of the program. The combined survey questions are in Appendix D. Fourteen people responded through Survey Monkey and their answers are summarized below.

Perceived Strengths of Program 180

When asked about what they perceived as the strengths of the program, respondents said that the personal stories from presenters, the adaptability of the program, the youth and parents getting to see the community and Prosecuting Attorney's Office partnering for the betterment of the youth and family, parents getting to see they are not alone, an aftercare component to assist post-program, diversity of the program modeling the community the youth are from, and that the program and its staff respect youth and families where they are, not where they would like them to be.

Perceived Needs for Improvement

Staff, leadership, and volunteers were asked about what improvements they believe could be made to make the program stronger if money was not limited. Many of their suggestions were not cost-prohibitive, while some would take more resources than are currently available. Ideas included: attracting more young adults to be involved as mentors and presenters, especially those 18 to 35 years of age; improve participation of youth of color and their families by giving bus tickets, providing healthy food and daycare; increase the pool of presenters in order to reach more youth and decrease presenter burn out; expand the intake criteria to include more serious offenses for first and second time offenders and 18 to 25 year olds; acquire more updated equipment for presenters and to be used in small groups; expand aftercare linkages and programs; create robust parent programs that include therapeutic groups, improved linkages to more expansive resources; branding Program 180 to increasing awareness through a social media presence; increase the frequency of workshops; access to county-funded post filing diversion programs; and access to better training for facilitators.

Differing Diversions – Differing Strengths

Staff, leadership, and volunteers were asked what they felt other diversion programs did better than their program as well as in what ways they felt Program 180 excelled. The actual comments are detailed in Appendix E. In general, the comments indicate that Program 180 staff feel that the ability of other diversion programs, specifically post-filing diversions programs, have the benefit of providing access court and county resources where the 180 program does not. On the other hand, Program 180

staff identified several areas where they felt the 180 Program excelled, including that the program:

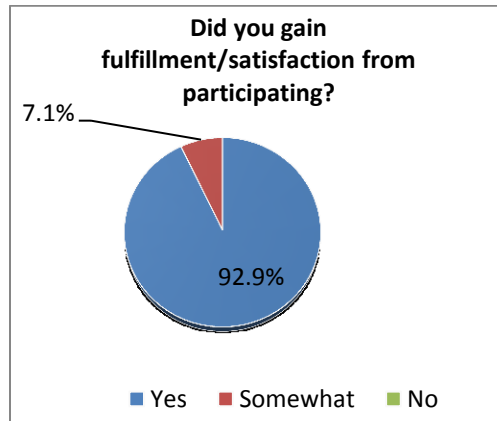
- Is free for youth and families;
- Offers an opportunity to hear from and engage with presenters who had been through similar experiences;
- Is a product of a partnership between the community with county government.

Staff and Volunteer Motivation to Participate in the Program

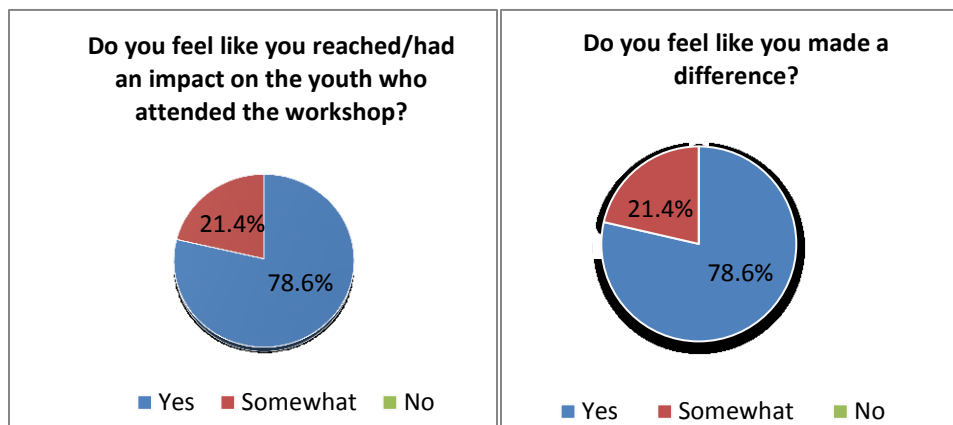
Staff, leadership, and volunteers clearly stated through interview and survey responses that they had a passion for helping youth and a desire to help decrease the disproportionality problems in King County. Several of those who responded to the survey indicated they had been in the juvenile justice system at some point and felt the need to give back to the community by helping youth with a similar trajectory. Others attended the 180 Workshop as interested spectators or as friends of someone who was volunteering, felt a calling while there and decided to help. Overwhelmingly, those interviewed were a part of the 180 Program because they wanted to be a positive role model for youth, give hope to youth and families that they are not alone and not “bad,” and be a part of the solution.

Staff, Leadership and Volunteer Satisfaction with Participation in the Program

All staff, leadership, and volunteers were reported gaining some satisfaction from participating in the workshops, leading credence to the open-ended interview data.



Two similar questions designed to assess whether respondents felt their participation in the program made a difference on the youth. All who answered indicated they felt they somewhat had an impact, with the majority indicating they did.



A follow-up question was asked to ascertain *how* they felt they made a difference. Responses were given by all participants, even older youth who had been through the 180 program. They all describe not only the differences they have seen in youth, but in the

value they provide in participating as presenters and in other staff positions. Some of their responses are included below.

- *"In working with the young ladies, I know where many of them are coming from, and by their response and their willingness to be open, I am certain we are making a positive impact on their lives. We begin to see some hope in their eyes after just the short time of the small-group session. We really do care and they can always tell if someone is being genuine with them."*
- *"We made a difference because the youths that were chosen from the PAO office to attend the 180 workshop, have come back personally to ask if they can participate in assisting in the 180 workshop to share their experience in hopes to reach the future youth that will attend our program."*
- *"I work with parents. I think there is value in having someone who can listen with empathy. In the break-out, parents have an opportunity to understand that they're not alone in their challenges. I can also point them to resources."*
- *"In the small groups and in summarizing in the larger gathering, I helped draw out feelings and issues in the participants' lives so they can begin to envision specific personal steps they can take to change the negative path they're on. I was part of a team to help the young people discover they are not "the only one"*
- *"I see the difference in when they first walk in the program and when they leave, more animated, full of hope and dreams for the future."*

These questions and the results are important because recent research has indicated that engagement at work is rare (13% worldwide). In the United States, only 30% of employees are actively engaged in their jobs (Gallup, 2013). Actively engaged workers display passion for their work, excitement, and feel connected; this in turn increases productivity and success of the company. While Program 180 is not a company and most of the staff are volunteers who are given a small stipend for presenting or assisting, there are clear indications that all staff surveyed are actively engaged in their

work, have respect for and care deeply for youth and families and are empathetic and open.

Finally, staff we given the opportunity to provide any further comments, stories or thoughts about the program (see Table 2, next page). Their responses supported previous answers and further illustrated their engagement with the program, with the youth and families that attended the program, and with each other.

Table 2. Additional Responses

Additional Thoughts, Stories, Ideas
<p>"I am the parent of two children. My husband grew up in Seattle and [someone close to me] is a principal in Seattle Public Schools. It is of paramount importance that the young people who are living near my children and in our neighborhoods and who are attending school with my children be given every opportunity (even if sometimes not in their own home) to experience the genuine caring of adults toward their future, and be given any/every opportunity to understand decisions and consequences and impacts to their life. As a TAX-PAYER, I care where my tax dollars go, and I would prefer fixing the congestion problem over housing more young people who are not clear on how it is they even came to be incarcerated..... Seattle needs 180. King County needs 180.... In fact, many communities need 180 and I am HONORED to give my time and energy toward bettering the lives of young smart and talented people who have somehow gotten off track. They have bright and vibrant futures, and that is what we remind them of in the 180 Workshops. We remind them and their parents/guardians. It is really great to see HOPE in their eyes at the end of the short time we have with them every month!! Thank you for partnering with your community!!! It is significant."</p>
<p>"One of the surprising revelations was the presence of parents sitting through the full 4 hour workshop. It became apparent that there was a great need for skills on how to deal with their child in this early stage of criminal activity. So we have taken on the challenge to putting together a parent group that has proven to be a crucial part of the workshop."</p>
<p>"I appreciate the fact that the program continues to evolve and improve. For example, this year the group is committed to increase participation of youth of color. One very valuable future improvement will be to offer/require consistent training in storytelling and facilitation skills for the speakers and group leaders."</p>
<p>"I wish every county were doing this!"</p>
<p>"Another huge "plus" was the feeling of belonging I've experienced and the support from the other community and PAO members who put on this workshop. This program is what community is all about; it puts real action behind the words and concepts of reaching out to hurting young people in our midst. The people involved in this program are phenomenal--professional and compassionate, toward both the young people and each other (the volunteers)."</p>
<p>"A kid name [name omitted] that came to our first workshop 3yrs ago was on drugs and not in school. After the workshop he connected with me and I started mentoring him. 2 weeks after the workshop he stopped doing drugs we helped him get back in school and got him a summer job. Now 3yrs later he is doing great in school, he is tutoring kids, working at the Boys and Girls Club, getting ready to join the Marines special forces, on track to graduate, he has not used drugs or been in any trouble since. He is one of my best buddies now lol."</p>
<p>"Bright future ahead...180"</p>
<p>"The 180 program creates an atmosphere that everyone wants to participate."</p>
<p>"The POA and community partnership is a very successful model and most unique. Snohomish, Island and Spokane counties are among many who have shown interest 180 for their diversion efforts. And we have only scratched the surface what's possible in King County if sufficiently funded. In addition to contributing concretely to the counties minority disproportional contact goals, 180 also saves real operational dollars in prosecution costs, court administration costs, detention costs and the human cost in the community. It's a high payoff investment."</p>

Quantitative Methodology

At the direction of the Office of the Executive, the Office of Performance, Strategy and Budget evaluated the 180 Workshop to determine: a) if it had an effect on recidivism, and b) if it had an impact on racial disparity. In order to analyze the impact on recidivism and use as close to the State of Washington and Washington Institute of Public Policy accepted definition of recidivism as possible, the evaluator was limited to looking at one cohort year of the study group

Study Group

The final study group consisted of 445 youth who had either failed or been rejected from King County Partnership for Youth Justice (PYJ; King County's court run diversion program) and were referred to Program 180 in calendar year 2012, the first full year of the program. Youth were given another chance to have their charges dismissed by attending the 180 Program's half day workshop designed to help youth reflect on their choices, identify their strengths, listen to others who have "been there" and provide youth and families with linkages to aftercare, should they so choose.

A spreadsheet from the Prosecuting Attorney's Office contained youth names, identification numbers, referral numbers, and workshop dates they were invited to and indicated whether they attended or did not attend the workshop. Race, Offense, Gender, Offense Severity, Date of Birth, prior referrals and their associated cases were all obtained from the King County Superior Court's Juvenile Information Management System (JIMS). Recidivism data was captured from both JIMS and from the Administrative Office of the Court's (AOC) database, in order to track cases in adulthood for youth who would turn 18 within the one year recidivism timeframe.

Comparison Group

The comparison group of 390 youth was selected based on their similarities to the study group. At the time of this study, there was not a current comparable group available. In 2009 there was a re-diversion process that was similar to the 180 referral process, though there was no 180 Workshop to attend. These youth, like the study group, were referred to diversion, failed or rejected, and then re-diverted again. Because of the similarities, this was the population the comparison group was drawn from. In order to make this group more comparable to the study group's youth population, the comparison group was restricted to mimic the admissions criteria of the 180 program as closely as possible:

- Charges had to be less than a C+ offense grade
- No domestic violence offenses admitted into the sample
- Youth had to have been rejected from PYJ and then offered to be re-diverted, i.e. given another chance at diversion.

Recidivism data on these youth was extracted from both the Juvenile Information Management System (JIMS) and the Administrative Office of the Court's database, in order to track cases in adulthood for youth who turned 18 years old within the one year recidivism timeframe.

Group Exclusions

From the potentially larger study group and comparison group, 106 youth were excluded because they had final dispositions on their case after the cutoff date for tracking recidivism. Of these, four were from Comparison Group, 101 were from the study group (99 from inactive group portion and two active youth). Of these youth, 64

youth (60 from the study group – 59 inactive and one Active; four in the Comparison group) had 100 warrants with a status between March 2013 and as of the date the data was extracted for the study, in June 2014. The final groups above do not included these youth as they did not meet the time criteria for measuring recidivism in this study.

Table 3. Group Membership by Race/Ethnicity

Race	Comparison Group N	% of Comparison Group	Study Group N	% of Study Group
African American	126	32%	140	31%
Asian/Pacific Islander	32	8%	41	9%
Caucasian	158	41%	188	42%
Hispanic	63	16%	65	15%
Native American	8	2%	8	2%
Unknown	3	1%	3	1%
Total	390	100%	445	100%

Variables of Interest: Pre-treatment Variables (see Table 4)

Race: No significant differences were found in the variable race between the two groups.

Gender: Gender was found to be significantly related to group, such that there were a greater proportion of males (66%) to females (34%) in the study group than in the comparison group, where males (57%) and females (43%) were more balanced.

Number of Prior Referrals: Referrals of cases prior to the case the youth was in the either study or the comparison group for were summed to give a total number of prior referrals (see Tables 4 and 5).

Most Serious Prior Offense/Severity: The most serious offense and its severity level were extracted for each youth who had referrals prior to the case included in the study or comparison group.

Age at Incident: The Age at Incident was computed using the date of birth and the date the offense was committed that they were referred into the group.

Initial Incident Offense Severity: The severity level of the initial offense that brought them into the group was captured.

Table 4. Pre-Treatment Variables by Group

Pre-Treatment Variable	Comparison Group	Study Group
<i>Number of Prior Referrals (Mean)</i>	0.46*	0.70*
<i>Age at Incident (Mean)</i>	15.37*	15.94*
<i>Gender Percentage Males/Females</i>	57%/43%	66%/34%
<i>Largest Portion of Initial Offense</i>	Theft 3	Theft 3
<i>Largest Portion of Prior Offense</i>	Theft 3	Theft 3

*Statistically different

Table 5. Frequency Table of Prior Referrals by Group

Count of Prior Referrals	Comparison Group	Study Group
0	246	219
1	122	170
2	15	41
3	3	10
4	3	1
5	1	2
7	0	2

Variables of Interest: *Post-Treatment Variables*

Age at Disposition: Age at Disposition was computed using the date of birth and the date of final disposition of the case they were referred into the group.

Recidivism: Recidivism was measured as close as possible to the State of Washington and Washington Institute of Public Policy accepted definition of recidivism, which is essentially any new case resolution that denotes culpability, which includes deferred sentence/prosecution/disposition, diversion, and conviction following release

from supervision within an 18 month period, making sure to following the case another 12 months to ensure the ability to track the youth through case disposition. Given the timeframe established for this study to meet the 2015/2016 Budget Cycle, a one year period was used to measure recidivism instead of the recommended 18 months. It is a limitation of this study that a full 18 months was not able to be studied as most new offenses occur within the 18 month horizon. New legal action was decided as the measure because court records appear to be more reliable than arrest records (Carl McCurley, Manager, Washington State Center for Court Research, personal communication, 2014). The variable was coded as 0, youth *did not* recidivate within one year, and 1, youth *did* recidivate within one year.

Severity of Recidivism Offense: The offense, type and severity were captured for the first case that met the definition of recidivism.

Age at Recidivism: The age of the youth or young adult was computed using the date of birth and the date of the recidivism offense.

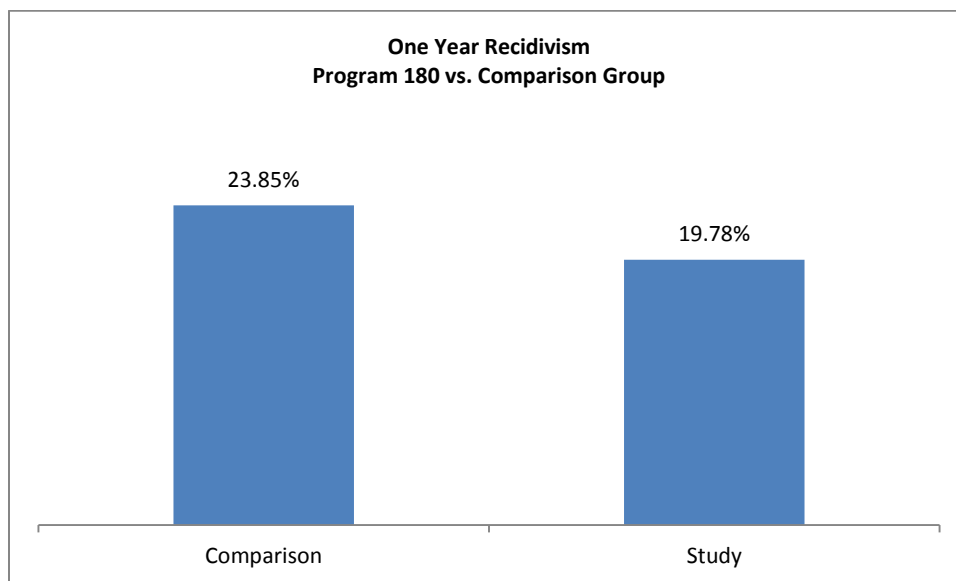
After data was cleaned and validated, a logistic regression was conducted to gain a propensity score for each case based on variables thought to be related to recidivism or variables that were different between groups to begin with, such as gender. The combined score was then used as a covariate to control for the differences pre-treatment. This was tested using a series of Analysis of Variance tests (ANOVAs) to ensure that after standardizing the groups there were no longer significant differences in the variables of interest before treatment, such as Age at Initial Incident, which was slightly higher in the study group and Count of Prior Referrals, which was also higher in the Study Group (see Table 5 on the previous page).

Quantitative Analyses and Results

Recidivism

A logistic regression model was created to evaluate whether group membership could predict whether a youth would recidivate within one year. Results were significant and indicated that the odds of the Program 180 group recidivating within one year of their disposition date is 0.65 times as high as the odds of recidivating within one year for the comparison group. In other words, youth who were referred to the 180 Program recidivated at a statistically lower rate than the comparison group (see Figure 1).

Figure 1. One Year Recidivism Rates by Group



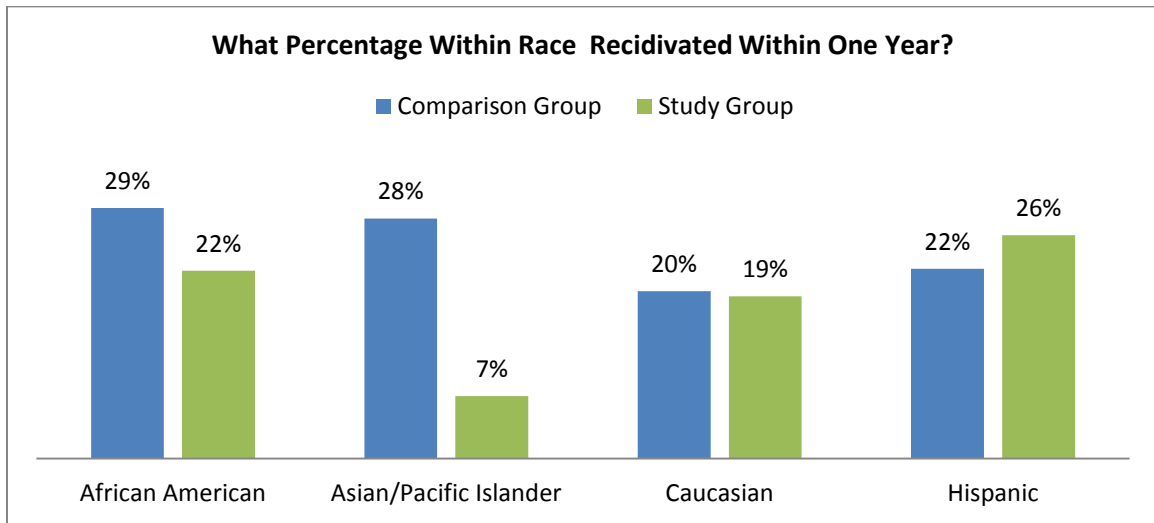
Impacts on Racial Disparity

Recidivism by Race (see Figure 2)

Although not appearing statistically significant, there are definite trends to indicate differences by race/ethnicity. African American and Asian/Pacific Islander youth referred to Program 180, at least in its first full year, recidivated less within the first year

measured than the comparison group. However, Hispanic youth who were referred to the 180 Program recidivated at a higher rate than their counterparts in the comparison group.

Figure 2. Percent within Race and Group Recidivating within One Year

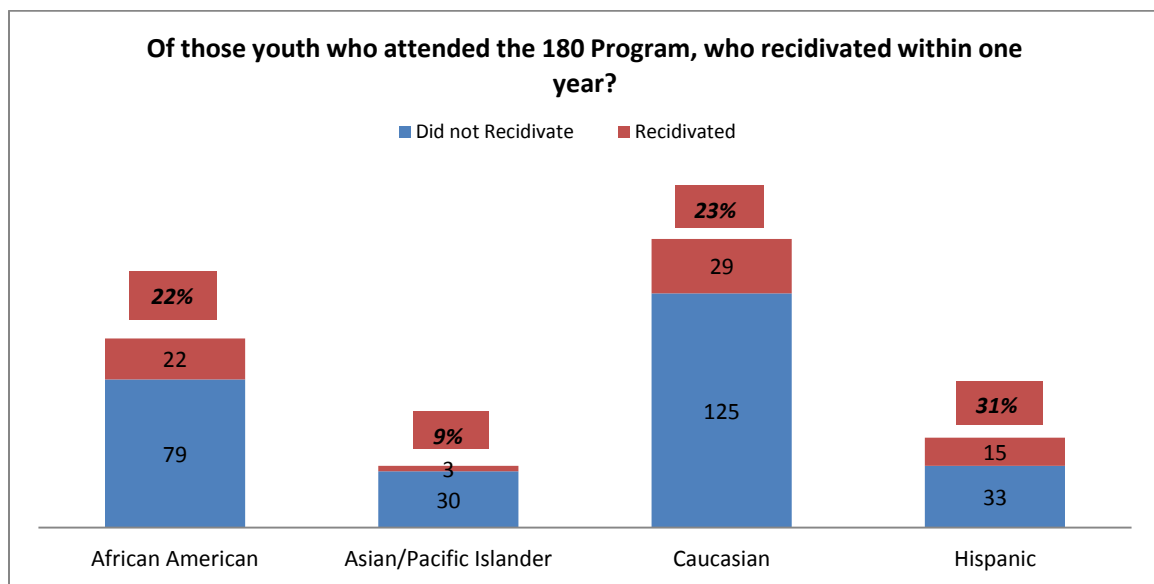


Race	Comparison Group		Study Group	
	Did not Recidivate	Recidivated	Did not Recidivate	Recidivated
African American	89	37	109	31
Asian/Pacific Islander	23	9	38	3
Caucasian	127	31	153	35
Hispanic	49	14	48	17

Looking within the Study Group at those youth who attended the 180 Program workshop (i.e. actively engaged and completed the program and had their charges dismissed), one year recidivism rates are comparable to the entire study group and still are lower than the comparison group. Though no significant differences were found, Caucasian and Hispanic youth who were referred to the program (see Figure 2) and

attended the program (see Figure 3) do appear to have recidivated at a higher rate than their counterparts in the Comparison Group. Though small numbers can yield large percentages, it is of interest that 15 of the 17 Hispanic youth that recidivated in the Study Group were youth who attended the program. Although this could be an artifact of the data (Hispanic youth in the entire Study Group had a higher recidivism rate than the Comparison Group) or the particular youth involved, and no causal relationship can be drawn, it does merit mentioning for future programming.

Figure 3. 180 Program Attendees Recidivism by Race

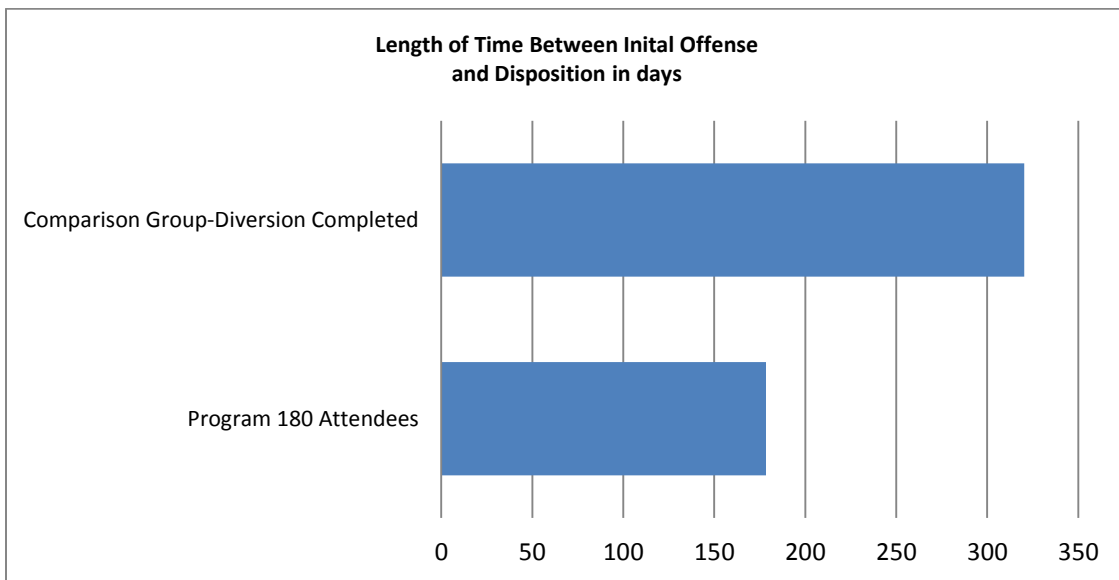


Changing the Trajectory

Research indicates that the deeper youth get into the juvenile justice system, the worse their outcomes are. From re-offending into adulthood, lack of employment, costs to the taxpayer and the trauma to the youth, the further into the system a youth goes, the less likely they are to get out unscathed (Holman & Zeidenberg, 2006; Nelson & Lubow, 2009; Zeidenberg, 2011) For youth and families of color, who are overrepresented in the justice system in King County, and nearly everywhere in the United States, the impact is

devastating. There has been much speculation about where to start to fix the problem of racial disproportionality. So far, no magic bullet has been identified. However, if it is possible to lessen the impact of the justice system on youth, and particularly youth of color, it makes sense to try and divert out of the formal system altogether, and as quickly as possible. When compared to the 2009 comparison group, youth that attended the 180 program had their case disposed of in a statistically significant shorter amount time than youth in the re-diversion group who successfully completed diversion (see Figure 4).

Figure 4. Length of Time between Incident and Case Disposition



In King County, several diversion options are available for youth: Superior Court’s Central Diversion process (Partnership for Youth Justice), Program 180, and Domestic Violence Diversion through the Probation Intake Unit.

Due to the lack of a current and adequate comparison group, the following analysis is a simple comparison of referral and completion rates, without any statistical test used to predict outcomes and determine if one is statistically better than the other.

However, the data indicate some promising results on both sides. 2012 data from the Superior Court's primary diversion process (2012 Decision Point Analysis, King County Office of Performance, Strategy and Budget) was used in comparison to Program 180 data from the same year (see Figures 5 and 6).

Figure 5. 2012 Referrals to Central Diversion and 180 Program by Race

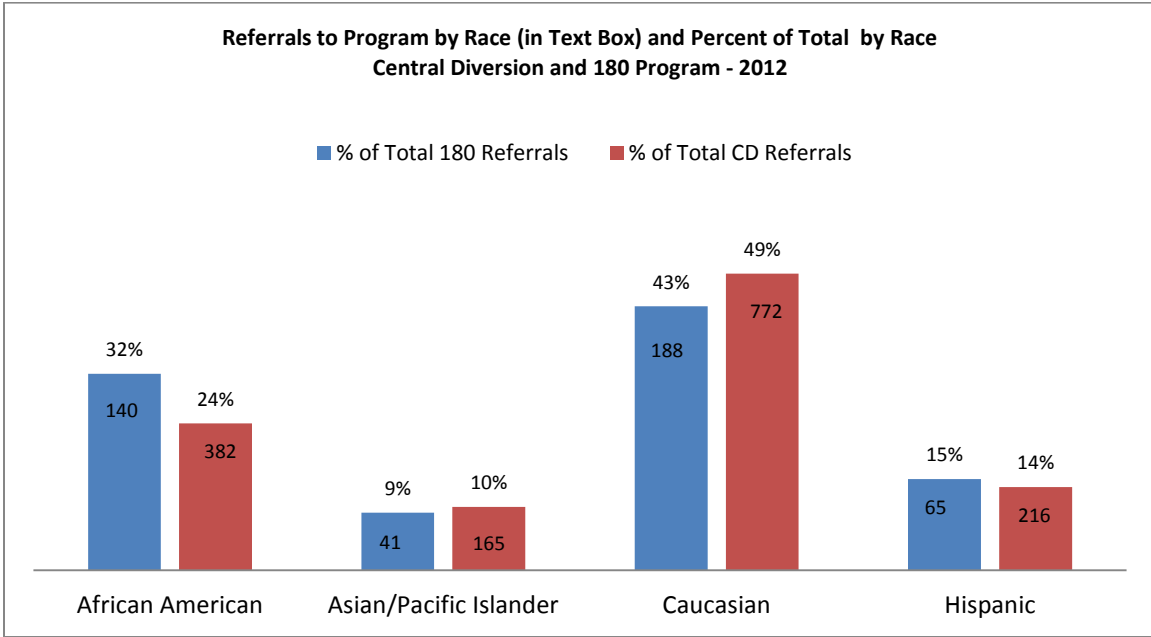
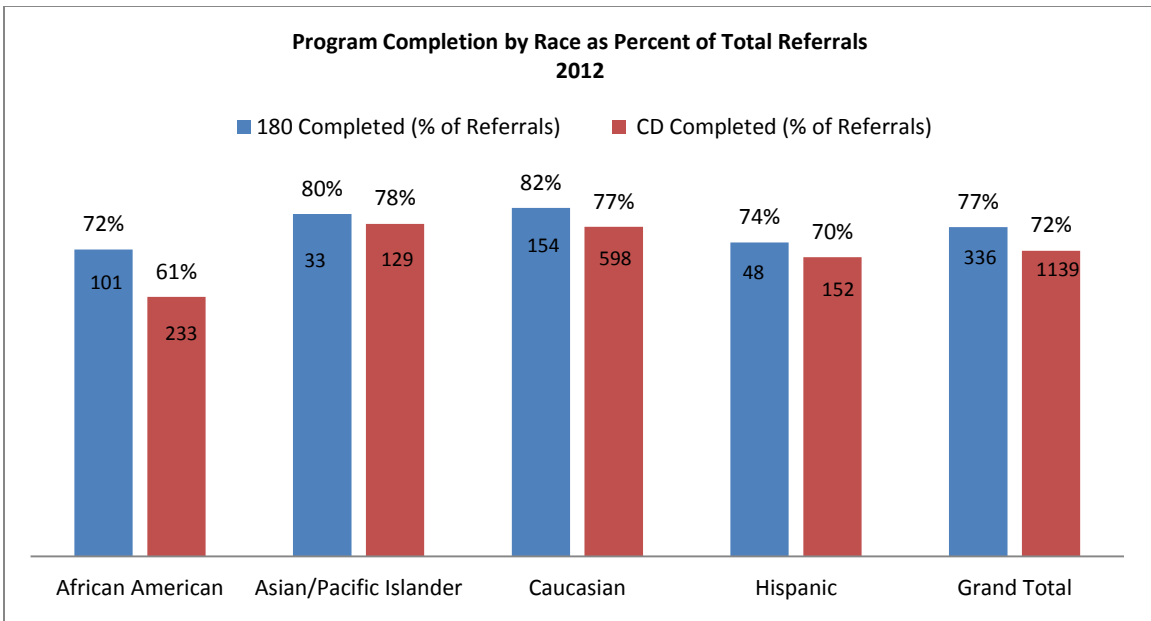


Figure 6. Completions of Program by Race as a % of Race Referrals



Data indicate that a larger percentage of African American and Hispanic youth are referred into and complete Program 180 when compared to Central Diversion (PYJ) rates

during the same time period. Referrals and completion rates for African American youth are particularly promising, taken as a whole when considering that African American youth have the highest rate of disproportionality in King County and African American youth are the least likely to be offered diversion. While this news is promising, for Program 180 to have an impact on racial disparity at the Diversion stage of the juvenile justice system, more youth of color, in particular, need to be referred into the program, and outreach efforts to get them to engage and complete at a higher rate is needed, so their charges could be dismissed.

Limitations

Like any study that does not have the benefit of a random sample, only certain statistical tests can be performed and the data can only be interpreted with caution. It could be considered unethical to randomly assign youth to condition and not let all eligible youth into a program that could be beneficial to them, knowing what a negative effect the justice system can have on youth, no matter how necessary it may be. Youth in the justice system are a particularly vulnerable population, with many having mental health concerns or even co-occurring disorders.

Because of a lack of a random sample, and because this is a unique program, there was no current comparable program to use a comparison group. The historical group, though being as similar as was possible to obtain, calls the results between groups into question. Time could be a possible reason for some of the differences between groups. Referrals from law enforcement in King County fell 23% between 2009 and 2012. Additionally, policy changes implemented could also account for some differences.

Data analysis is only as informative as it has the potential of being, depending on how accurate the data entry was into the system it is extracted from. The Office of Performance, Strategy and Budget does not enter data into the Juvenile Information Management System, and therefore can only vouchsafe for the analysis itself, and not the underlying data issues.

It became evident after the analysis was started that following youth recidivism takes a longer period of follow-up than time allowed. For youth who were in the Inactive part of the Study Group (i.e. were referred but did not attend), the length of time to

disposition was so long for a great number of youth, that there was not enough time between final disposition and the date of data extraction to track them long enough for recidivism. Ideally, case records should not be reviewed until 30 months after disposition, which gives time for an 18 month recidivism measure and another year for any re-offenses to be processed through the system. Given the timetable constraints, a decision was made to only pick up those youth who had had a final disposition on their initial cases by March 1, 2013, in order to follow them out one year. This decision eliminated approximately 40% of the inactive cases.

Because the measure of recidivism was for one year, and not 18 months, which is when most new offending happens, we do not know how many youth in each group would have still re-offended. Any results about recidivism must be interpreted in that light and with caution.

The youth in the 180 Program tended to be older than youth in comparison group, and it is not possible to say what the impact that variable may have had on recidivism. Some youth offend in adolescence and never offend in adulthood, while others do. Was the age of the youth in the 180 Program a reason for the lower recidivism rate in this group? This study did not attempt to answer that question.

Finally, evaluating a program in its infancy, like the 180 Program is inherently problematic. The program is just beginning, learning, identifying room for improvement, and making course corrections. As of the date of this report, the 180 Program has been running for three years. The Prosecuting Attorney's Office and the community members who run the 180 Program have made changes as they have learned. Interviews with both groups yielded a wealth of qualitative data indicating their deep desire to impact racial

disparity in King County, and to change the trajectory of the youth who end up in the system. The community members who participate in the program have been touched by the system in some way, and sincerely believe that their immense efforts to give back have made a difference in the youth who participate.

More information will be able to be gleaned from their efforts if this program were evaluated again in a few years, when the fruits of their efforts may be more easily captured through the advantage of time. Additionally, it will give a longer period to evaluate recidivism, particularly through a racial lens, to determine if the promising results from this evaluation are consistent over time.

Conclusion

The 180 Workshop shows promising results for the 2012 study group. The one-year recidivism rates for the 180 Workshop group was lower than the comparison group, and more African American youth successfully completed the 180 Program as compared to another diversion program. This diversion option seems to work particularly well for African American youth, who have the documented worst outcomes in the justice system. Given that many changes have been made since the 2012 study group participated in the program to help youth and make the program more robust, it is likely that a re-evaluation of this program in a few years would confirm the positive results of this evaluation.

Flexibility and evolution are at the heart of the 180 Workshop. The program changes to meet the needs of youth and their families, ever striving to make an impact at the micro and macro level of community. Staff, volunteers and leadership remain positive and passionate about the work they are doing, gain satisfaction from doing it, and are actively engaged with the youth they work with. It was very apparent during our face to face meeting that this is more than job to them; it is a calling.

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