

**Washington State Juvenile Court
Recidivism Estimates:
*Fiscal Year 1994 Youth***

Robert Barnoski

September 1997

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WASHINGTON STATE INSTITUTE FOR PUBLIC POLICY

The Evergreen State College
Seminar 3162; Mail Stop TA-00
Olympia, Washington 98505
Telephone: (360) 866-6000, extension 6380
Fax: (360) 866-6825
URL: <http://www.wa.gov/wsipp>
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WASHINGTON STATE INSTITUTE FOR PUBLIC POLICY

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SECTION I: EXECUTIVE SUMMARY

The Juvenile Rehabilitation Administration contracted with the Washington State Institute for Public Policy to estimate the recidivism of youth who remained in the community. The court records of four groups of youth placed on community supervision during fiscal year 1994 were analyzed: Option B, SSODA, Probation, and Diversion. The Institute was also asked to analyze how the Consolidated Juvenile Services (CJS) funding allocation factors are related to juvenile recidivism.

Juvenile recidivism is defined in this report as any subsequent diversion agreement, conviction, or deferred adjudication in a Washington State juvenile or criminal court for an offense committed within 18 months following a youth's placement in a juvenile court community supervision program. Felony recidivism includes adult criminal court convictions. Misdemeanor recidivism includes only juvenile court adjudications.

Statewide 18-Month Recidivism Estimates for Youth Placed on Community Supervision During Fiscal Year 1994.

| Community Supervision Program | Number of Youth | Percentage of Youth Who Re-Offended Within 18 Months of Placement on Community Supervision | | | | | | | |
|-------------------------------|-----------------|--|-----|-------|-------|-------------|-----|-------|-------|
| | | Felony | | | | Misdemeanor | | | |
| | | Violent | Sex | Other | Total | Violent | Sex | Other | Total |
| Option B | 336 | 3% | 0% | 23% | 26% | 8% | 9% | 0% | 17% |
| SSODA | 266 | 0% | 1% | 7% | 9% | 1% | 0% | 8% | 9% |
| Probation | 7,993 | 4% | 0% | 23% | 27% | 6% | 0% | 11% | 17% |
| Diversion | 17,974 | 1% | 0% | 9% | 10% | 4% | 0% | 10% | 14% |

Diversion and probation account for the vast majority of youth placed on community supervision as well as the majority of youth who re-offended within 18 months.

- A total of 17,974 youth were placed on diversion and 7,993 on probation.
- Probation youth had a 27 percent felony recidivism estimate (2,179 youth re-offended).
- Diversion youth had a 10 percent felony recidivism estimate (1,771 re-offended).
- In comparison, there were 336 Option B and 266 SSODA youth placed on community supervision.
- Option B youth had a 26 percent felony recidivism estimate (89 youth re-offended).
- SSODA youth had a 9 percent felony recidivism estimate (23 youth re-offended).

Juvenile court adjudications and recidivism were not found to be related to the county-based risk factors used in the allocation formula. That is, the assumption that higher concentrations of the CJS allocation factors in a county correspond to higher juvenile offending is not supported by these results.

SECTION II: INTRODUCTION

A. Background

Washington's Juvenile Justice Act of 1977 implemented a juvenile sentencing system which is based on three factors: the severity of the juvenile's current offense, the juvenile's age at the time of the offense, and the juvenile's criminal history [*Juvenile Justice Act of 1977 RCW 13.40*]. The 1997 Legislature amended the sentencing laws, although the focus on the current offense and criminal history was maintained [*E3SHB 3900*].

The most serious offenders are sentenced to incarceration in state institutions managed by the Juvenile Rehabilitation Administration (JRA). Juvenile sentencing also includes two alternatives to a JRA commitment for youth who committed some serious offenses: the Special Sex Offender Disposition Alternative (SSODA) and the Option B Disposition Alternative.¹ Less serious offenders are sentenced to county-managed probation services or given deferred adjudications. The least serious offenders are placed in diversion programs, usually under the guidance of a county accountability board.

This report covers juvenile offenders who receive community supervision, including those assigned to five sentencing options: deferred adjudication, diversion, probation, Option B, and SSODA.

- With *deferred adjudication*, the court continues an adjudication for up to one year and places the youth under community supervision. Upon full compliance with conditions of supervision, the court dismisses the case with prejudice; upon failure to comply, the court enters an order of adjudication. A juvenile is not eligible for a deferred adjudication if: (a) the juvenile's current offense is a sex or violent offense; (b) the juvenile's criminal history includes a felony; (c) the juvenile has a prior deferred adjudication; or (d) the juvenile has more than two diversions [*RCW 13.40.125*].
- *Diversion* involves an agreement between a juvenile accused of an offense and a diversionary unit whereby the juvenile agrees to fulfill certain conditions in lieu of prosecution. A diversion agreement may be made if the alleged offense is a misdemeanor or gross misdemeanor and the youth has no more than two prior diversion agreements [*RCW 13.40.070*]. A diversion agreement is limited to one or more of the following conditions: community service, restitution, counseling, educational or informational sessions, a fine, requirements to remain during specified hours at home, school, or work, and/or restrictions on leaving or entering specified geographical areas [*RCW 13.40.080*].
- *Probation* is a disposition order for community supervision monitored by the court. Probation includes an individualized program of one or more of the following: mandatory school attendance, sanctions, rehabilitation and monitoring requirements, and posting of a probation bond [*RCW 13.40.020*].
- The *Option B* alternative allows the court, in lieu of commitment to a JRA facility, to impose a disposition of community supervision and incorporate a detention sentence [*RCW 13.40.160*].
- The *SSODA* option allows the court to suspend the disposition of a first-time juvenile sex offender and requires the youth to receive treatment while being supervised in the community [*RCW 13.40.160*].

¹ The Option B and SSODA programs were initiated in 1989 and 1990 respectively.

The cost of sanctions and services for juveniles are partially funded by the Consolidated Juvenile Services (CJS) program, a partnership between the JRA and county juvenile courts. The Consolidated Juvenile Services fund diversion, probation supervision, individual and family counseling, drug/alcohol assessment and treatment, vocational training, and mental health services.

In 1993, the JRA developed a consolidated funding model and each local juvenile court now receives a single contract for its programs. Funding for the Option B and SSODA programs is based upon the court's caseload; the CJS-At-Risk-Youth funding is based on a formula that takes into account youth population, crime rate, poverty rate, high school dropout rate, and minority population rate within a court's jurisdiction. The CJS funding allocation for the 1995-1997 biennium was approximately \$24 million.

B. Purpose of This Report

The JRA contracted with the Washington State Institute for Public Policy (Institute) to analyze state court records to estimate the recidivism of youth who remain in the community. Four groups of youth placed on community supervision were analyzed: Option B, SSODA, Probation and Diversion. (Data for youth placed on deferred disposition were not available from the court databases.) The Institute was also asked to analyze how the CJS funding allocation factors are related to juvenile recidivism. Finally, the Institute was asked to review potential policy and funding implications of the research.

This report includes:

- description of methods used to calculate recidivism,
- recidivism reports,
- analysis of the relationships between juvenile offending, recidivism, and the CJS funding allocation factors, and
- implications for consideration.

C. Definition of Juvenile Recidivism

In Washington State, juvenile court jurisdiction generally ends when a youth becomes 18 years old. There are two exceptions to this age limit. First, youth can be prosecuted in adult criminal court before their 18th birthdays, either through the court's discretion [RCW 13.40.110] or because of statutory requirements [RCW 13.04.030]. The second exception involves a juvenile court extending its jurisdiction over a youth until age 21 under the provisions of RCW 13.40.300.

Juvenile recidivism is defined as any subsequent diversion agreement, conviction, or deferred adjudication in a Washington State juvenile or criminal court for an offense committed within 18 months of a youth being placed in a juvenile court community supervision program. The date of the subsequent offense, rather than the adjudication date or sentencing date, is used to measure recidivism. Out-of-state actions are not included in this research because of the difficulty in obtaining records from other states.

This definition includes two types of juvenile offending—felonies and misdemeanors. Felony recidivism includes all offenses committed within 18 months of a youth being placed on community supervision, including felony convictions in Washington State adult criminal court. Because of limitations in the state databases, misdemeanor recidivism includes only juvenile court adjudications. This measurement difference requires that felony and misdemeanor recidivism be reported separately. Youth who commit both a felony and misdemeanor offense are included in the felony recidivism category.

In addition, recidivism estimates are categorized by three types of offenses: violent, sex and other. These categories further illustrate the severity of the re-offense. In particular, it is desirable to know whether SSODA youth re-offended with a new sex offense. Appendix A lists the offenses included in each category.

D. Sources of Recidivism Data

The Juvenile Court Information System (JUVIS), managed by the Office of the Administrator for the Courts, and the Department of Corrections' Offender Based Tracking System (OBTS) were the sources of data for convictions and deferred prosecutions. The Juvenile Rehabilitation Administration's MAPPER System provides JRA data.

- JUVIS provided a complete history of each youth's criminal adjudications and diversions within Washington State.²
- OBTS provided a history of adult felony convictions within Washington State.
- The Juvenile Rehabilitation Administration's MAPPER system provided data identifying the Option B and SSODA youth and their date of admittance to the JRA program.

E. Juvenile Population in Report

This report includes youth who were adjudicated during fiscal year 1994 and starts measuring recidivism after the youth's first placement on community supervision. Recidivism is any subsequent re-offending within 18 months. As of July 1997, all youth in this population had at least one additional year to allow for the adjudication of any offense committed during the 18-month follow-up period.

The reader should be cautioned that this report is neither an evaluation nor a comparison of the four types of community supervision. The analysis does not take into consideration characteristics of youth that were used for various sentencing options, and these factors may well influence the re-offending behavior of each group.

The Institute was directed in the 1997 Community Accountability Act (E3SHB 3900) to develop juvenile and adult recidivism definitions by December 1997 for use by the Legislature and the Governor. The resulting definitions will be presented to the Legislature in January 1998 and may differ from the definitions used in this report.

² Note: In the future, the recording of deferred adjudications needs to be examined to ensure that deferred adjudications successfully completed and dismissed are not eliminated from the record keeping systems. In addition, accurate recording of the date of birth and date of the offense is needed to ensure the inclusion of offenses prosecuted in adult court. Finally, it is essential that common youth identifiers be recorded accurately to follow youth into adult court.

SECTION III: METHODOLOGY

A. Number of Youth

The following data table displays the number of youth admitted to the Option B, SSODA, and Youth-At-Risk programs during fiscal year 1994. The number of Option B and SSODA youth is small and sometimes zero for juvenile courts in less populated counties.

Number of Youth Admitted During Fiscal Year 1994

| Juvenile Court | Option B | SSODA | Probation | Diversion |
|----------------------------|------------|------------|--------------|---------------|
| Adams | 12 | 0 | 47 | 86 |
| Asotin/Garfield | 11 | 0 | 52 | 136 |
| Benton/Franklin | 20 | 11 | 388 | 1,011 |
| Chelan/Douglas | 8 | 11 | 220 | 383 |
| Clallam | 6 | 5 | 110 | 240 |
| Clark | 39 | 24 | 593 | 1,184 |
| Cowlitz | 8 | 10 | 203 | 421 |
| Ferry/Stevens/Pend Oreille | 1 | 4 | 82 | 230 |
| Grant | 8 | 8 | 185 | 222 |
| Grays Harbor | 6 | 2 | 143 | 369 |
| Island | 0 | 4 | 84 | 303 |
| Jefferson | 0 | 2 | 63 | 130 |
| King | 78 | 35 | 1,644 | 3,464 |
| Kitsap | 6 | 5 | 384 | 771 |
| Kittitas | 0 | 2 | 73 | 68 |
| Klickitat | 4 | 2 | 32 | 100 |
| Lewis | 0 | 6 | 141 | 253 |
| Lincoln | 0 | 1 | 19 | 39 |
| Mason | 5 | 2 | 80 | 139 |
| Okanogan | 2 | 5 | 117 | 222 |
| Pacific/Wahkiakum | 0 | 0 | 35 | 75 |
| Pierce | 21 | 57 | 836 | 1,873 |
| San Juan | 1 | 1 | 28 | 56 |
| Skagit | 2 | 7 | 108 | 577 |
| Skamania | 0 | 1 | 9 | 50 |
| Snohomish | 25 | 26 | 586 | 1,642 |
| Spokane | 25 | 16 | 620 | 1,386 |
| Thurston | 15 | 6 | 328 | 639 |
| Walla Walla/Columbia | 4 | 1 | 73 | 303 |
| Whatcom | 13 | 5 | 306 | 566 |
| Whitman | 0 | 1 | 22 | 65 |
| Yakima | 16 | 6 | 363 | 971 |
| Total | 336 | 266 | 7,993 | 17,974 |

Key Finding: *The small numbers admitted to the Option B and SSODA programs during fiscal year 1994 prohibit meaningful comparisons among juvenile courts. We estimate that a statistically valid comparison between two courts requires a total of at least 700 youth.*³

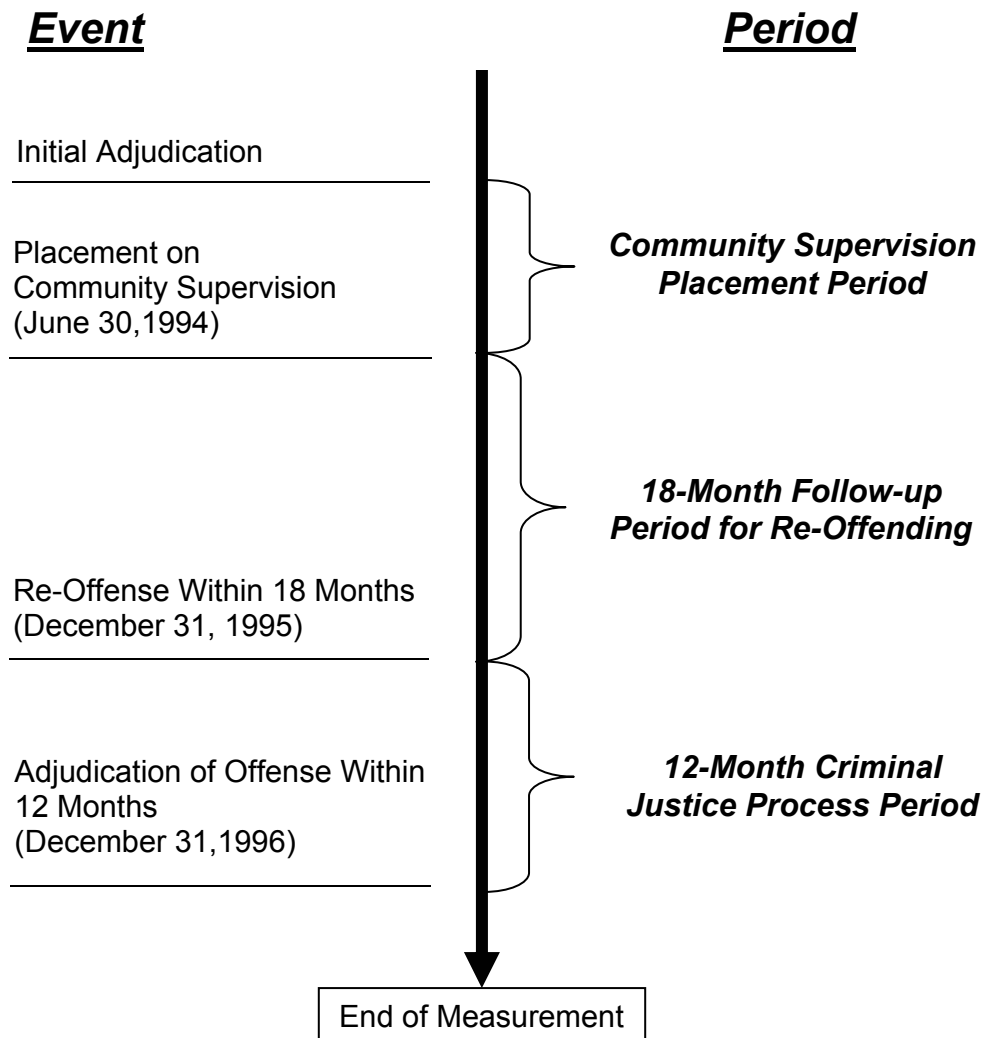
³ The sample size of 700 is based on being 80 percent confident of detecting a statistically significant 10 percent difference between two courts with a 5 percent probability of this difference occurring by chance alone.

B. Estimating Measurement Times for Recidivism

Estimating recidivism for a population involves identifying key events and determining the time between events. For this research, the events include the initial adjudication of the youth, the placement of the youth in the community, the commission of a new offense, and the adjudication of the new offense. The time between events include the program placement period, a follow-up period for re-offending, and a criminal justice process period. The follow-up period must be far enough in the future to adequately determine if a youth has committed a new offense. For SSODA and Option B youth, the follow-up period starts at the time of admittance to the program. For Probation and Diversion youth, the follow-up period starts at the time of adjudication. The criminal justice process period is the time needed by the courts to adjudicate the new offense as a conviction.

To illustrate how the follow-up and criminal justice process periods affect recidivism estimates, suppose a youth is placed in a program on June 30, 1994, the last day of fiscal year 1994. An 18-month follow-up period ends December 31, 1995. Allowing one year for the criminal justice process means waiting until December 31, 1996, to end the measurement on juvenile recidivism for this youth. As a result, the total time period required to estimate recidivism would be 30 months. The next several sections of this report describe these time periods, which are illustrated in the following graphic.

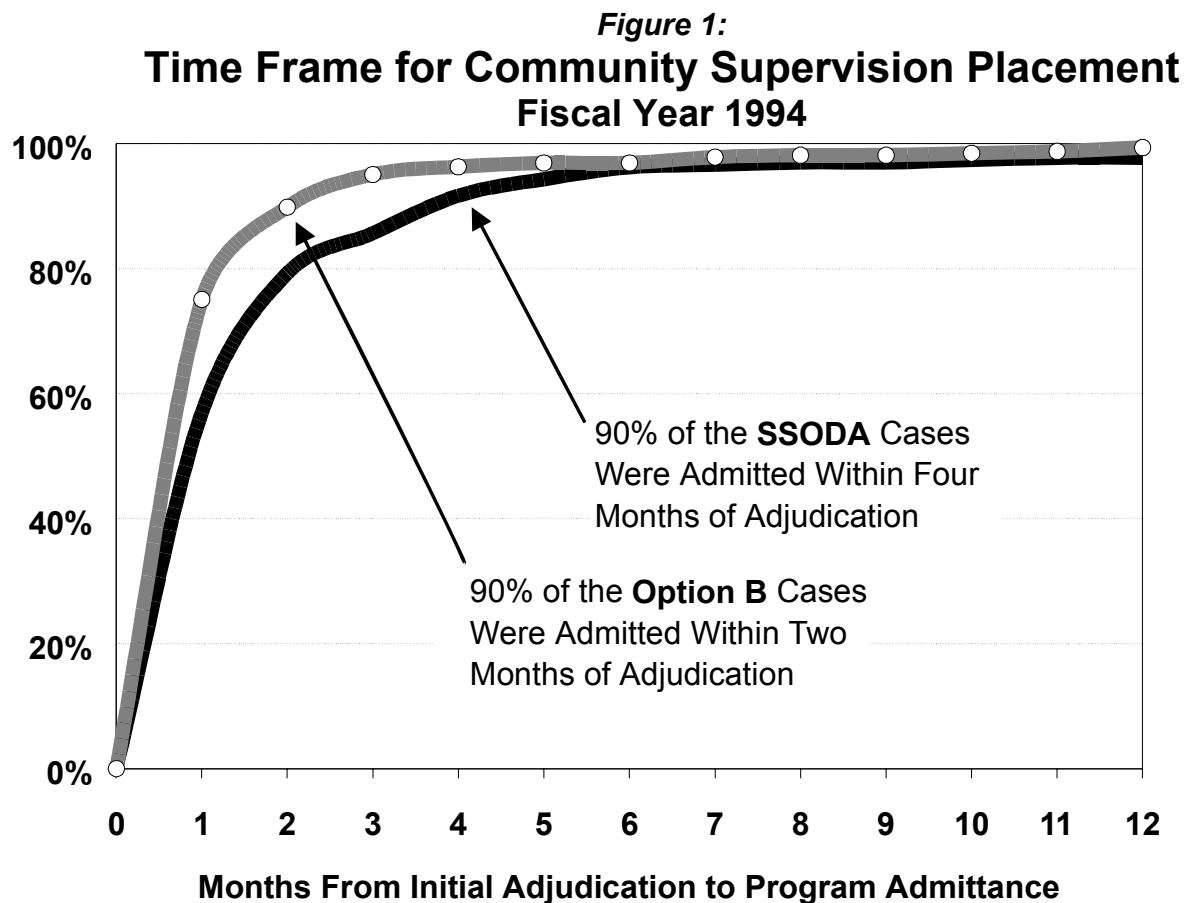
Measurement Times for Recidivism



C. Community Supervision Placement Period

Figure 1 shows that admittance to either the SSODA or Option B program does not occur immediately following adjudication. It takes two months for 90 percent of the Option B cases and four months for 90 percent of the SSODA cases to be admitted following an adjudication. Nearly 100 percent of the cases were admitted within 12 months of adjudication.

Some youth may commit another offense following adjudication but prior to admittance into the program. For this analysis, only an offense committed after admittance was counted as a subsequent offense in measuring recidivism.



Key Finding: Admittance to SSODA or Option B programs does not occur immediately after adjudication. The time between adjudication and program admittance extends the time needed to measure recidivism for these sentencing options.

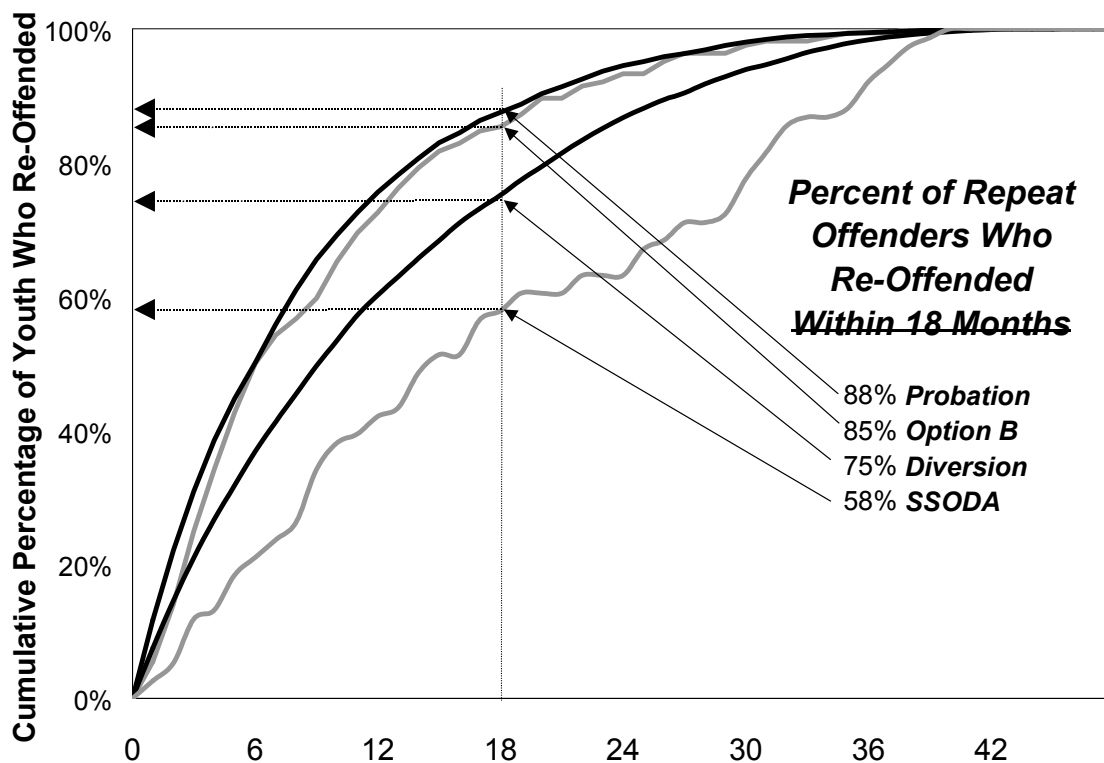
D. Follow-up Period for Re-Offending

Figure 2 illustrates the length of the follow-up period needed to capture a subsequent offense committed by the age of 18. These results are based on all re-offending that resulted in an adjudication before June 1997.

For example, 88 percent of the Probation youth who committed a new offense by age 18 committed the new offense within 18 months of placement on community supervision. Of the SSODA youth who re-offended, only 58 percent committed a new offense within 18 months.

The SSODA youth continued to commit offenses at a constant rate throughout their follow-up period. The growth of Probation, Option B, and Diversion youth re-offending is different. For these youth, the re-offense percentage quickly grew to 75 percent within the first 18 months, and then slowly grew from 75 to 100 percent during the last 30 months of the follow-up period.

Figure 2:
Follow-up Time for Re-Offending
Months From Start of Community Supervision to Re-Offense for
First Admissions in FY94



Follow-up Period: Months From Start of Community Supervision to Re-Offense

Key Finding: An 18-month follow-up period is adequate to capture most re-offending by the age of 18 for Option B, Probation, and Diversion youth. The re-offending pattern for SSODA youth is different, and an 18-month follow-up period captures only 60 percent of their re-offending. It would take about 36 months of follow-up to capture 80 percent of the SSODA re-offending.

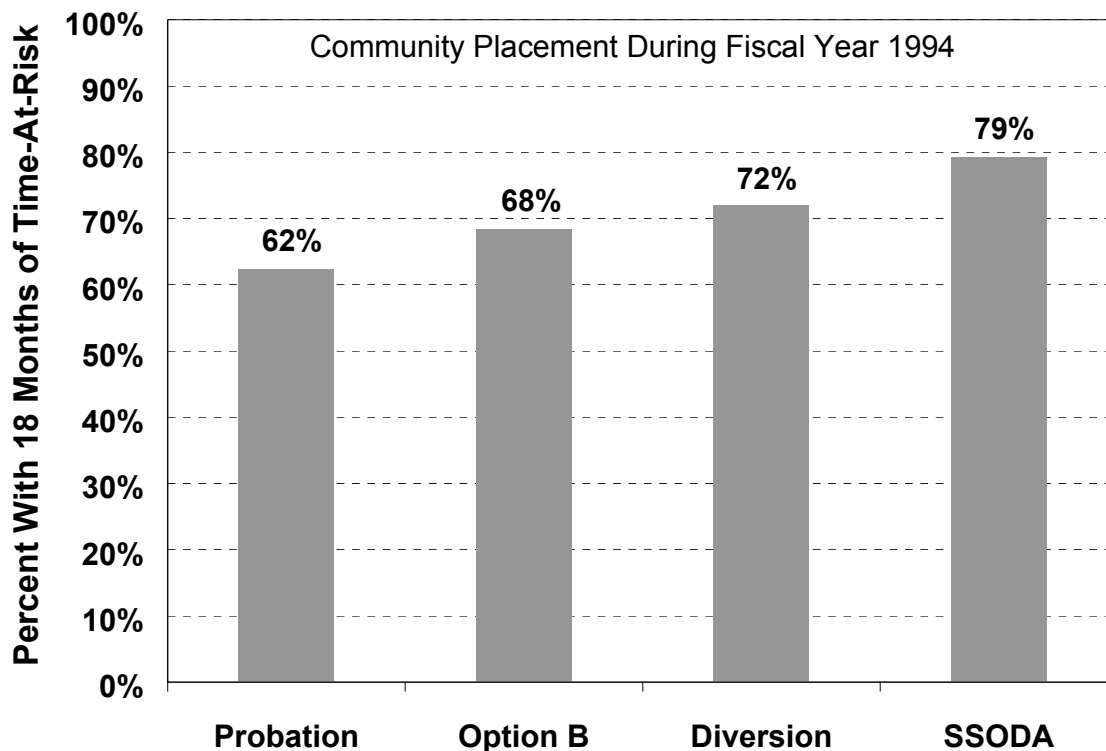
E. Juvenile Time-At-Risk

Another consideration in estimating recidivism involves the time-at-risk for re-offending. A juvenile's time-at-risk under the jurisdiction of the juvenile court typically ends at age 18. It can end at an earlier age if the juvenile court declines jurisdiction over the youth. A youth placed on community supervision at age 14 has three to four years of time-at-risk before turning 18 years old. A youth admitted at age 17 has one year or less. A youth with a shorter juvenile time-at-risk has less opportunity to commit new offenses. A program involving older youth may show lower recidivism rates simply because the participants "age-out" of the follow-up period.

Figure 3 illustrates the following points concerning the percentage of youth with at least 18 months of juvenile time-at-risk in each program.

- 79 percent of SSODA youth had 18 months of juvenile time-at-risk. These juveniles were the youngest when admitted to the program and, therefore, the program had the highest percentage of youth with at least 18 months of juvenile time-at-risk.
- Probation youth had the smallest percentage of youth with 18 months of juvenile time-at-risk; 62 percent had at least 18 months of juvenile time-at-risk.
- The percentages of Diversion and Option B youth with at least 18 months of juvenile court time-at-risk fall between the SSODA and Probation youth.

Figure 3:
Percentage of Youth With at Least 18 Months of Juvenile Time-At-Risk¹



¹Time-At-Risk is the number of months from placement on community supervision to a youth's 18th birthday.

Key Finding: Between 60 and 80 percent of the youth placed on community supervision had at least 18 months of juvenile time-at-risk before turning 18 years old. It may be necessary to include offending after the age of 18 to have more youth with a full 18 months of time-at-risk.

F. Re-Offending Beyond the Age of 18

Between 21 and 38 percent of youth turned 18 years old before the end of their 18-month follow-up period. Inclusion of offenses committed after the age of 18 may present a more complete picture of juvenile recidivism. Data concerning felony offending were obtained from the Department of Corrections' databases for this report. These data were combined with the JUVIS data to extend the time-at-risk to at least 18 months for all youth. Data for misdemeanors committed after the age of 18 were not available for this report.⁴ Therefore, misdemeanor offense history is limited to offenses committed before the age of 18.

Because of this missing adult misdemeanor data, two recidivism estimates must be reported.

- Estimates for youth who committed a felony within 18 months of placement on community supervision.
- Estimates for youth who committed a misdemeanor but not a felony within 18 months of supervision and before their 18th birthday.

Most re-offending that occurred during the 18-month follow-up period occurred before the age of 18; extending the data analysis to the adult system did not significantly change the observed re-offense patterns. The following table summarizes all known Washington State felony re-convictions for offenses committed within 18 months of time-at-risk. Probation youth had the largest percentage of offenses committed after age 18 (2.8 percent). Diversion had the lowest percent of youth re-offending after age 18 with 0.6 percent.

Youth With Felony Re-Offense Within 18 Months of Community Supervision

| Age of Youth at Time of Re-offense | Percentage of Youth Who Re-Offended Within 18 Months of Placement on Community Supervision | | | |
|---|---|------------------------|------------------------|--------------------|
| | Option B Youth | Probation Youth | Diversion Youth | SSODA Youth |
| Under Age 18 | 24.8% | 24.0% | 9.4% | 7.7% |
| Over Age 18 | 1.5% | 2.8% | 0.6% | 1.1% |
| Total Re-offending | 26.4% | 26.8% | 10.0% | 8.8% |

Key Finding: *Felony and misdemeanor recidivism must be reported separately because we can track felony but not misdemeanor re-offending past the age of 18. Most felony re-offending that occurred during the 18 month follow-up period occurred before the age of 18; extending the data analysis to the adult system did not significantly change the observed felony re-offense patterns.*

⁴ Data on misdemeanor offending may be available from the Office of the Administrator for the Courts' District Court Information System (DISCIS) databases. Examination of DISCIS data could not be accomplished within the time frame for this report. It is recommended that DISCIS data be analyzed to determine if misdemeanor convictions after the age of 18 can be included in the recidivism measures for juvenile offenders. These analyses would provide an understanding of the measurement issues involved with adult felony conviction data.

G. Criminal Justice Process Time

Although in this analysis recidivism is measured at the time a subsequent offense is committed, it takes time for the youth to be arrested and then adjudicated for the offense. The following table indicates that it takes up to one year to arrest and adjudicate youth who re-offended.

If we waited only six months after the end of the follow-up period for the criminal justice process to be completed, we would capture only 84 percent of the Probation re-offenses and 82 percent of the Diversion re-offenses.

About 90 percent Option B and SSODA re-offenders complete the criminal justice process within six months of committing the offense. That is, Option B and SSODA youth tend to be arrested and adjudicated somewhat more quickly than Probation and Diversion youth.

Criminal Justice Process Time

| Time From Re-Offense to Adjudication | Cumulative Percentage of Re-Offending Youth | | | |
|--------------------------------------|---|-----------|-----------|-------|
| | Option B | Probation | Diversion | SSODA |
| Within 6 Months | 89% | 84% | 82% | 90% |
| Within 12 Months | 100% | 98% | 96% | 99% |

Key Finding: *It takes 12 months from the time of the offense to ensure that the offense will be adjudicated and recorded as a conviction.*

H. Recidivism Measurement Summary

The first issue addressed in estimating recidivism was the duration of the follow-up period. Research conducted by the Institute on youth placed on community supervision during fiscal year 1994 has revealed the following parameters:

- Youth must be followed for *at least 18 months after being placed* in a community supervision program *to capture most re-offending*.
- It takes *up to 12 months* of criminal justice system processing time to ensure a new offense is *adjudicated and recorded* as a conviction.
- Therefore, any program evaluations or reports involving recidivism estimates should *wait 30 months* before measuring recidivism.

The second measurement issue concerned the types of behaviors recorded as recidivism:

- Convictions, deferred adjudications, and diversions were chosen as the recidivism events. These events were reliably available in the court databases and signify that the youth officially committed a criminal act.
- Violations of supervision conditions were not included. These violations are not necessarily criminal acts, identical conditions of supervision are not uniformly imposed, and official sanctioning for violations varies according to the philosophy of the court and the probation officer. As a result, violations do not represent the same behavior for all youth and would thus introduce unwanted variability in a recidivism measure.
- Felony recidivism is recorded separately from misdemeanor recidivism for two key reasons. First, felony recidivism estimates include both juvenile and adult court felonies, but misdemeanor recidivism estimates include only juvenile court misdemeanors. Secondly, any comparison of adult to juvenile recidivism should be based on the same definitions. Since estimates of adult recidivism in Washington State have historically included only felonies, using this measure permits a more direct comparison.

As a final issue, the minimum number of youth in a program needed to be ascertained to warrant scientific comparisons among courts.

- Only comparisons of courts with at least 700 youth in a program may be statistically valid.⁵ The small numbers of youth involved in the Option B and SSODA programs prohibit comparisons among juvenile courts for those two programs.

⁵ The sample size of 700 is based on being 80 percent confident of detecting a statistically significant 10 percent difference between two courts with a 5 percent probability of this difference occurring by chance alone.

SECTION IV: STATEWIDE 18-MONTH RECIDIVISM ESTIMATES FOR FISCAL YEAR 1994

A. Estimates by Type of Community Supervision

The following table summarizes the statewide 18-month recidivism estimates for youth placed on community supervision during fiscal year 1994.

| Community Supervision Program | Number of Youth | Percentage of Youth Who Re-Offended Within 18 Months of Placement on Community Supervision | | | | | | | |
|-------------------------------|-----------------|--|-----|-------|-------|---------------------------------|-----|-------|-------|
| | | <i>Felony</i> ⁶ | | | | <i>Misdemeanor</i> ⁷ | | | |
| | | Violent | Sex | Other | Total | Violent | Sex | Other | Total |
| Option B | 336 | 3% | 0% | 23% | 26% | 8% | 9% | 0% | 17% |
| SSODA | 266 | 0% | 1% | 7% | 9% | 1% | 0% | 8% | 9% |
| Probation | 7,993 | 4% | 0% | 23% | 27% | 6% | 0% | 11% | 17% |
| Diversion | 17,974 | 1% | 0% | 9% | 10% | 4% | 0% | 10% | 14% |

Diversion and probation account for the vast majority of youth placed on community supervision and the vast majority of youth who re-offended within 18 months.

- A total of 17,974 youth were placed on diversion and 7,993 on probation.
- Probation youth had a 27 percent felony recidivism estimate (2,179 youth re-offended).
- Diversion youth had a 10 percent felony recidivism estimate (1,771 re-offended).
- In comparison, there were 336 Option B and 266 SSODA youth placed on community supervision.
- Option B youth had a 26 percent felony recidivism estimate (89 youth re-offended).
- SSODA youth had a 9 percent felony recidivism estimate (23 youth re-offended).

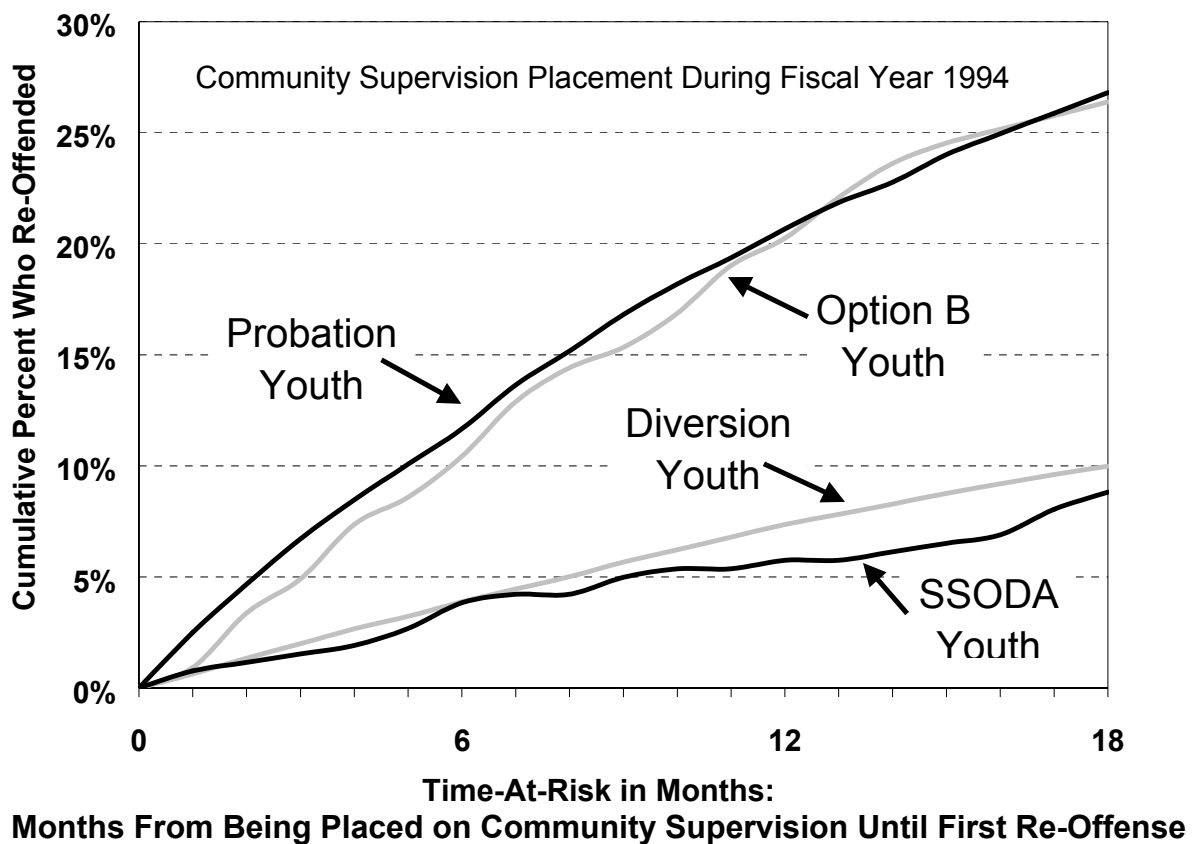
⁶ Felony offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred adjudication, or diversion in juvenile court, or a conviction in adult court.

⁷ Misdemeanor offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred adjudication, or diversion in juvenile court.

B. Pattern of Felony Recidivism During 18-Month Follow-up Period

Figure 4 displays the cumulative felony recidivism percentages for up to 18 months of time-at-risk for each group of youth. The groups fall into two very different patterns. Option B and Probation youth estimates grew to approximately 27 percent by the 18th month of time at risk. In contrast, approximately 10 percent of the SSODA and Diversion youth had committed a felony offense within 18 months of placement on community supervision.

Figure 4:
The Felony Recidivism Estimates Were Higher for Option B and Probation Youth Than for SSODA and Diversion Youth

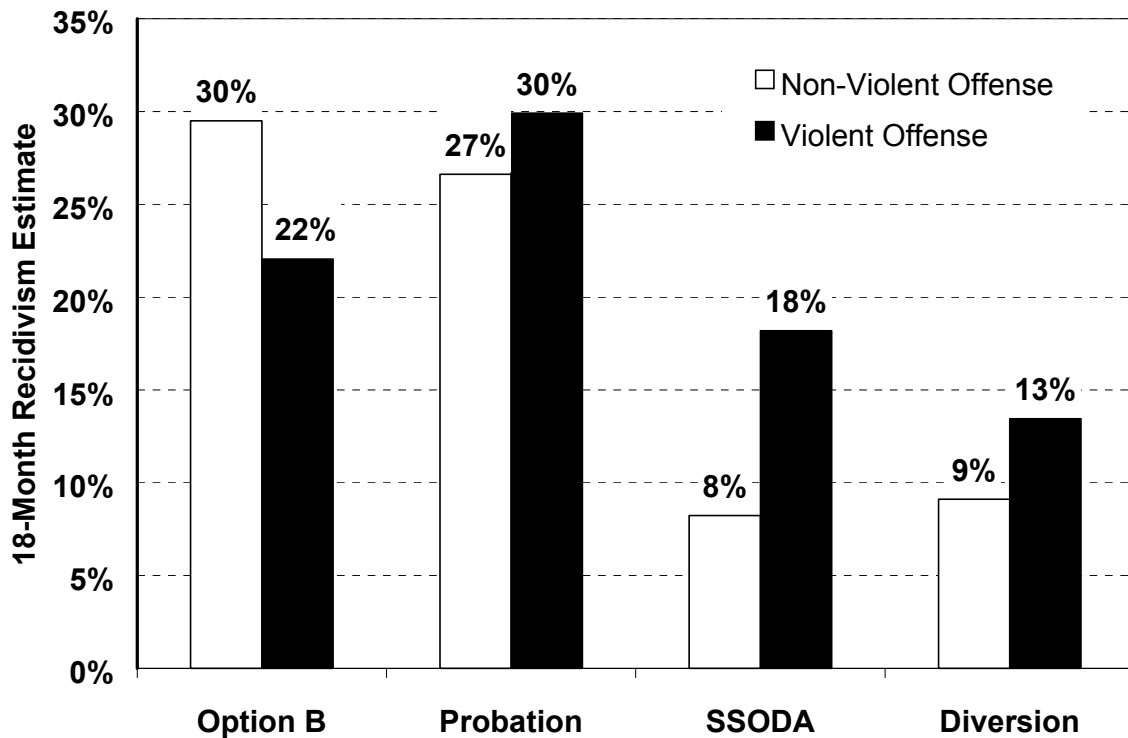


Key Finding: The 18-month felony recidivism estimates for Option B and Probation youth were higher than for the SSODA and Diversion youth.

C. Felony Recidivism by Nature of Offense

Figure 5 illustrates that the nature of the offense that placed youth on community supervision affected the 18-month felony recidivism estimates. Violent Option B offenders recidivated at a lower rate (22 percent) than non-violent offenders (30 percent). The opposite is true for youth placed on the other types of supervision: Violent Probation, SSODA, and Diversion offenders recidivated at a higher rate than non-violent offenders. Appendix B contains a table with more detailed information.

Figure 5:
18-Month Felony Recidivism Estimates
by the Nature of the Offense Placing a Youth on Community Supervisions



Key Finding: Option B youth placed on community supervision for a non-violent offense had a higher recidivism estimate than those placed for a violent offense. The opposite is true for youth placed on SSODA, Probation, and Diversion.

D. Conclusion

The population of youth on community supervision is not homogeneous, and a reading of the literature on juvenile crime leads one to expect differences among their recidivism rates. For example, since youth on probation have been adjudicated for less serious conduct than those youth eligible for Option B, Probation youth might be expected to have a recidivism rate lower than Option B youth. However, Probation youth are considered more serious offenders than Diversion youth and would thus be expected to have higher recidivism rates. SSODA youth are viewed as being quite different from other juvenile offenders and their recidivism rates are typically very low. This reports shows:

- Option B and Probation youth have nearly identical recidivism estimates.
- Diversion and SSODA youth have very similar recidivism rates which are lower than the rates for Option B and Probation.
- Non-violent Option B youth have higher recidivism rates than violent Option B youth.
- Non-violent SSODA, Diversion, and Probation youth have lower recidivism rates than violent youth on these types of supervision.

These results describe the recidivism patterns of juvenile offenders according to their sentencing option. The research literature indicates that these recidivism rates are also affected by the individual characteristics of the youth and community risk factors. The next logical research step is to analyze how individual and community risk factors affect these recidivism estimates. It would then be possible to examine differences in recidivism among various programs for youth at the same level of risk. These analyses would present a clearer picture of program differences. The Early Intervention Program Evaluation is employing a risk assessment methodology that can be applied to broader categories of offenders.⁸

⁸ See *Evaluating Early Intervention in Washington State Juvenile Courts: Six Month Progress Report*, January 1997, Washington State Institute for Public Policy.

SECTION V: 18-MONTH RECIDIVISM ESTIMATES BY COURT

Tables 1, 2, 3, and 4 display each juvenile court's 18-month recidivism estimates for youth placed on community supervision in an Option B, SSODA, Probation, or Diversion program during fiscal year 1994.

We can use the statewide total row in Table 1 for Option B Youth to illustrate how to interpret these tables. (See Appendix A for definitions of violent and sex offenses.)

| <u>Column Heading</u> | <u>Description</u> |
|------------------------------|--|
| Number of Youth | 336 youth were admitted to the Option B program during fiscal year 1994. |
| Felony | Felony offenses in <i>either</i> juvenile or adult court. |
| • Felony Violent | 3 percent of the Option B youth recidivated for a violent felony offense. |
| • Felony Sex | None of the Option B youth recidivated for a felony sex offense. |
| • Felony Other | 23 percent recidivated for a felony offense other than violence or sex. |
| • Felony Total | 26 percent of the Option B youth recidivated for a felony offense. |
| Misdemeanor | Misdemeanor offenses in juvenile court. |
| • Misdemeanor Violent | 8 percent of the Option B youth recidivated for a violent misdemeanor offense. |
| • Misdemeanor Sex | 9 percent of the Option B youth recidivated for a misdemeanor sex offense. |
| • Misdemeanor Other | None committed a misdemeanor offense other than a violent or sex offense. |
| • Misdemeanor Total | 17 percent of the Option B youth recidivated for a misdemeanor offense. |

Note: The Institute has been directed in the 1997 Community Accountability Act to develop juvenile and adult recidivism definitions by December 1997 for use by the Legislature and the Governor. The resulting definitions will be presented to the Legislature in January 1998 and may differ from the definitions used in this report.

**Table 1: OPTION B YOUTH
18-Month Recidivism Estimates for
Youth Admitted During Fiscal Year 1994**

| Juvenile Court | Number of Youth | Percentage of Youth Who Re-Offended Within 18 Months of Placement on Community Supervision ¹ | | | | | | | |
|----------------------------|-----------------|---|-----------|------------|------------|--------------------------|-----------|-----------|------------|
| | | Felony ² | | | | Misdemeanor ³ | | | |
| | | Violent | Sex | Other | Total | Violent | Sex | Other | Total |
| Adams | 12 | 8% | 0% | 17% | 25% | 8% | 8% | 0% | 17% |
| Asotin/Garfield | 11 | 9% | 0% | 18% | 27% | 0% | 0% | 0% | 0% |
| Benton/Franklin | 20 | 5% | 0% | 30% | 35% | 5% | 5% | 0% | 10% |
| Chelan/Douglas | 8 | 0% | 0% | 38% | 38% | 0% | 25% | 0% | 25% |
| Clallam | 6 | 17% | 0% | 33% | 50% | 17% | 0% | 0% | 17% |
| Clark | 39 | 3% | 0% | 23% | 26% | 8% | 10% | 0% | 18% |
| Cowlitz | 8 | 0% | 0% | 13% | 13% | 0% | 0% | 0% | 0% |
| Ferry/Stevens/Pend Oreille | 1 | 0% | 0% | 0% | 0% | 0% | 100% | 0% | 100% |
| Grant | 8 | 0% | 0% | 50% | 50% | 0% | 13% | 0% | 13% |
| Grays Harbor | 6 | 0% | 0% | 33% | 33% | 0% | 17% | 0% | 17% |
| Island | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Jefferson | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| King | 78 | 5% | 0% | 21% | 26% | 8% | 9% | 0% | 17% |
| Kitsap | 6 | 0% | 0% | 0% | 0% | 17% | 0% | 0% | 17% |
| Kittitas | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Klickitat | 4 | 0% | 0% | 25% | 25% | 25% | 0% | 0% | 25% |
| Lewis | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Lincoln | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Mason | 5 | 0% | 0% | 20% | 20% | 0% | 0% | 0% | 0% |
| Okanogan | 2 | 0% | 0% | 0% | 0% | 50% | 0% | 0% | 50% |
| Pacific/Wahkiakum | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Pierce | 21 | 0% | 0% | 29% | 29% | 10% | 14% | 0% | 24% |
| San Juan | 1 | 0% | 0% | 0% | 0% | 0% | 100% | 0% | 100% |
| Skagit | 2 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Skamania | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Snohomish | 25 | 4% | 0% | 16% | 20% | 8% | 16% | 0% | 24% |
| Spokane | 25 | 0% | 0% | 28% | 28% | 8% | 8% | 0% | 16% |
| Thurston | 15 | 0% | 0% | 33% | 33% | 20% | 7% | 0% | 27% |
| Walla Walla/Columbia | 4 | 0% | 0% | 25% | 25% | 0% | 0% | 0% | 0% |
| Whatcom | 13 | 0% | 0% | 15% | 15% | 15% | 8% | 0% | 23% |
| Whitman | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Yakima | 16 | 6% | 0% | 25% | 31% | 0% | 6% | 0% | 6% |
| Statewide Total | 336 | 3% | 0% | 23% | 26% | 8% | 9% | 0% | 17% |

¹ Percentage of youth who committed an offense within 18 months of placement on community supervision that resulted in an adjudication.

² Felony offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred prosecution, or diversion in juvenile court, or a conviction in adult court.

³ Misdemeanor offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred prosecution, or diversion in juvenile court.

**Table 2: SSODA YOUTH
18-Month Recidivism Estimates for
Youth Admitted During Fiscal Year 1994**

| Juvenile Court | Number of Youth | Percentage of Youth Who Re-Offended Within 18 Months of Placement on Community Supervision ¹ | | | | | | | |
|----------------------------|-----------------|---|-----------|-----------|-----------|--------------------------|-----------|-----------|-----------|
| | | Felony ² | | | | Misdemeanor ³ | | | |
| | | Violent | Sex | Other | Total | Violent | Sex | Other | Total |
| Adams | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Asotin/Garfield | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Benton/Franklin | 11 | 9% | 9% | 0% | 18% | 0% | 0% | 18% | 18% |
| Chelan/Douglas | 11 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Clallam | 5 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Clark | 24 | 0% | 0% | 8% | 8% | 0% | 0% | 17% | 17% |
| Cowlitz | 10 | 0% | 0% | 10% | 10% | 0% | 0% | 20% | 20% |
| Ferry/Stevens/Pend Oreille | 4 | 0% | 0% | 0% | 0% | 0% | 0% | 25% | 25% |
| Grant | 8 | 0% | 0% | 13% | 13% | 0% | 0% | 25% | 25% |
| Grays Harbor | 2 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Island | 4 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Jefferson | 2 | 0% | 0% | 50% | 50% | 0% | 0% | 0% | 0% |
| King | 35 | 0% | 0% | 6% | 6% | 0% | 0% | 9% | 9% |
| Kitsap | 5 | 0% | 0% | 0% | 0% | 0% | 0% | 20% | 20% |
| Kittitas | 2 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Klickitat | 2 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Lewis | 6 | 0% | 0% | 33% | 33% | 0% | 0% | 0% | 0% |
| Lincoln | 1 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Mason | 2 | 0% | 0% | 0% | 0% | 50% | 0% | 0% | 50% |
| Okanogan | 5 | 0% | 20% | 0% | 20% | 0% | 0% | 0% | 0% |
| Pacific/Wahkiakum | 0 | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Pierce | 57 | 0% | 2% | 2% | 4% | 4% | 0% | 5% | 9% |
| San Juan | 1 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Skagit | 7 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Skamania | 1 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Snohomish | 26 | 0% | 0% | 8% | 8% | 0% | 0% | 8% | 8% |
| Spokane | 16 | 0% | 0% | 31% | 31% | 0% | 0% | 6% | 6% |
| Thurston | 6 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Walla Walla/Columbia | 1 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Whatcom | 5 | 0% | 0% | 20% | 20% | 0% | 0% | 20% | 20% |
| Whitman | 1 | 0% | 0% | 100% | 100% | 0% | 0% | 0% | 0% |
| Yakima | 6 | 0% | 0% | 0% | 0% | 0% | 0% | 0% | 0% |
| Statewide Total | 266 | 0% | 1% | 7% | 9% | 1% | 0% | 8% | 9% |

¹ Percentage of youth who committed an offense within 18 months of placement on community supervision that resulted in an adjudication.

² Felony offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred prosecution, or diversion in juvenile court, or a conviction in adult court.

³ Misdemeanor offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred prosecution, or diversion in juvenile court.

Table 3: PROBATION YOUTH
18-Month Recidivism Estimates for
Youth Admitted During Fiscal Year 1994

| Juvenile Court | Number of Youth | Percentage of Youth Who Re-Offended Within 18 Months of Placement on Community Supervision ¹ | | | | | | | |
|----------------------------|-----------------|---|-----------|------------|------------|--------------------------|-----------|------------|------------|
| | | Felony ² | | | | Misdemeanor ³ | | | |
| | | Violent | Sex | Other | Total | Violent | Sex | Other | Total |
| Adams | 47 | 2% | 0% | 34% | 36% | 6% | 0% | 13% | 19% |
| Asotin/Garfield | 52 | 2% | 0% | 17% | 19% | 8% | 0% | 2% | 10% |
| Benton/Franklin | 388 | 4% | 0% | 27% | 31% | 9% | 0% | 16% | 25% |
| Chelan/Douglas | 220 | 1% | 1% | 20% | 23% | 8% | 0% | 17% | 25% |
| Clallam | 110 | 3% | 0% | 25% | 27% | 5% | 0% | 10% | 15% |
| Clark | 593 | 2% | 0% | 23% | 25% | 3% | 0% | 12% | 15% |
| Cowlitz | 203 | 1% | 1% | 23% | 26% | 5% | 0% | 12% | 17% |
| Ferry/Stevens/Pend Oreille | 82 | 0% | 0% | 23% | 23% | 1% | 0% | 7% | 9% |
| Grant | 185 | 2% | 0% | 23% | 24% | 4% | 0% | 11% | 16% |
| Grays Harbor | 143 | 1% | 0% | 11% | 13% | 4% | 0% | 10% | 15% |
| Island | 84 | 2% | 0% | 10% | 12% | 4% | 0% | 18% | 21% |
| Jefferson | 63 | 3% | 0% | 19% | 22% | 6% | 0% | 13% | 19% |
| King | 1,644 | 5% | 0% | 23% | 27% | 7% | 0% | 11% | 18% |
| Kitsap | 384 | 3% | 1% | 19% | 23% | 8% | 0% | 9% | 16% |
| Kittitas | 73 | 1% | 0% | 14% | 15% | 4% | 0% | 15% | 19% |
| Klickitat | 32 | 0% | 3% | 9% | 13% | 0% | 0% | 22% | 22% |
| Lewis | 141 | 6% | 1% | 21% | 28% | 6% | 0% | 9% | 15% |
| Lincoln | 19 | 0% | 0% | 26% | 26% | 0% | 0% | 5% | 5% |
| Mason | 80 | 4% | 1% | 29% | 34% | 3% | 0% | 14% | 16% |
| Okanogan | 117 | 2% | 1% | 15% | 17% | 5% | 0% | 12% | 17% |
| Pacific/Wahkiakum | 35 | 3% | 0% | 26% | 29% | 3% | 0% | 9% | 11% |
| Pierce | 836 | 4% | 0% | 32% | 36% | 5% | 0% | 7% | 12% |
| San Juan | 28 | 0% | 0% | 14% | 14% | 7% | 0% | 25% | 32% |
| Skagit | 108 | 3% | 1% | 18% | 21% | 6% | 0% | 14% | 19% |
| Skamania | 9 | 0% | 0% | 33% | 33% | 11% | 0% | 0% | 11% |
| Snohomish | 586 | 3% | 1% | 22% | 25% | 5% | 0% | 12% | 18% |
| Spokane | 620 | 5% | 1% | 22% | 28% | 6% | 0% | 5% | 11% |
| Thurston | 328 | 7% | 0% | 30% | 38% | 10% | 0% | 11% | 21% |
| Walla Walla/Columbia | 73 | 4% | 0% | 22% | 26% | 3% | 0% | 16% | 19% |
| Whatcom | 306 | 3% | 0% | 25% | 28% | 4% | 0% | 12% | 15% |
| Whitman | 22 | 0% | 0% | 23% | 23% | 9% | 0% | 9% | 18% |
| Yakima | 363 | 8% | 0% | 21% | 29% | 5% | 0% | 9% | 15% |
| Statewide Total | 7,993 | 4% | 0% | 23% | 27% | 6% | 0% | 11% | 17% |

¹ Percentage of youth who committed an offense within 18 months of placement on community supervision that resulted in an adjudication.

² Felony offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred prosecution, or diversion in juvenile court, or a conviction in adult court.

³ Misdemeanor offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred prosecution, or diversion in juvenile court.

Table 4: DIVERSION YOUTH
18-Month Recidivism Estimates for
Youth Admitted During Fiscal Year 1994

| Juvenile Court | Number of Youth | Percentage of Youth Who Re-Offended Within 18 Months of Placement on Community Supervision ¹ | | | | | | | |
|----------------------------|-----------------|---|-----------|-----------|------------|--------------------------|-----------|------------|------------|
| | | Felony ² | | | | Misdemeanor ³ | | | |
| | | Violent | Sex | Other | Total | Violent | Sex | Other | Total |
| Adams | 86 | 1% | 0% | 14% | 15% | 13% | 0% | 9% | 22% |
| Asotin/Garfield | 136 | 2% | 0% | 11% | 13% | 4% | 0% | 12% | 16% |
| Benton/Franklin | 1,011 | 1% | 0% | 10% | 11% | 6% | 0% | 13% | 19% |
| Chelan/Douglas | 383 | 0% | 0% | 7% | 8% | 5% | 0% | 13% | 18% |
| Clallam | 240 | 2% | 0% | 7% | 9% | 4% | 0% | 10% | 14% |
| Clark | 1,184 | 1% | 0% | 11% | 12% | 4% | 0% | 10% | 14% |
| Cowlitz | 421 | 1% | 0% | 13% | 14% | 8% | 0% | 12% | 19% |
| Ferry/Stevens/Pend Oreille | 230 | 0% | 0% | 7% | 7% | 3% | 0% | 7% | 10% |
| Grant | 222 | 1% | 0% | 10% | 12% | 4% | 0% | 9% | 13% |
| Grays Harbor | 369 | 1% | 0% | 8% | 8% | 5% | 0% | 10% | 15% |
| Island | 303 | 0% | 0% | 8% | 8% | 4% | 0% | 8% | 12% |
| Jefferson | 130 | 0% | 0% | 5% | 5% | 5% | 0% | 11% | 15% |
| King | 3,464 | 1% | 0% | 8% | 9% | 4% | 0% | 8% | 12% |
| Kitsap | 771 | 0% | 0% | 8% | 8% | 3% | 0% | 9% | 12% |
| Kittitas | 68 | 1% | 0% | 4% | 6% | 6% | 0% | 16% | 22% |
| Klickitat | 100 | 0% | 0% | 9% | 9% | 4% | 0% | 6% | 10% |
| Lewis | 253 | 1% | 0% | 9% | 10% | 4% | 0% | 9% | 13% |
| Lincoln | 39 | 3% | 0% | 8% | 10% | 0% | 0% | 3% | 3% |
| Mason | 139 | 0% | 0% | 7% | 7% | 3% | 0% | 12% | 15% |
| Okanogan | 222 | 1% | 0% | 4% | 5% | 2% | 0% | 9% | 11% |
| Pacific/Wahkiakum | 75 | 1% | 0% | 9% | 11% | 1% | 0% | 7% | 8% |
| Pierce | 1,873 | 1% | 0% | 11% | 12% | 6% | 0% | 9% | 15% |
| San Juan | 56 | 0% | 0% | 13% | 13% | 5% | 0% | 14% | 20% |
| Skagit | 577 | 1% | 0% | 8% | 10% | 6% | 0% | 12% | 17% |
| Skamania | 50 | 0% | 0% | 14% | 14% | 2% | 0% | 12% | 14% |
| Snohomish | 1,642 | 1% | 0% | 6% | 7% | 5% | 0% | 9% | 14% |
| Spokane | 1,386 | 2% | 0% | 8% | 10% | 4% | 0% | 8% | 12% |
| Thurston | 639 | 1% | 0% | 8% | 9% | 3% | 0% | 13% | 16% |
| Walla Walla/Columbia | 303 | 1% | 1% | 7% | 9% | 4% | 0% | 15% | 19% |
| Whatcom | 566 | 1% | 0% | 6% | 7% | 4% | 0% | 7% | 11% |
| Whitman | 65 | 0% | 0% | 12% | 12% | 3% | 0% | 12% | 15% |
| Yakima | 971 | 2% | 0% | 11% | 13% | 4% | 0% | 10% | 14% |
| Statewide Total | 17,974 | 1% | 0% | 9% | 10% | 4% | 0% | 10% | 14% |

¹ Percentage of youth who committed an offense within 18 months of placement on community supervision that resulted in an adjudication.

² Felony offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred prosecution, or diversion in juvenile court, or a conviction in adult court.

³ Misdemeanor offenses committed within 18 months of placement on community supervision that resulted in a conviction, deferred prosecution, or diversion in juvenile court.

SECTION VI: RELATIONSHIP BETWEEN JUVENILE OFFENDING AND CJS ALLOCATION RISK FACTORS

A. Background

In 1993, the JRA developed a consolidated funding model. Each local juvenile court receives funds for local programs with a single contract. The CJS funding allocation for the 1995-1997 biennium was approximately \$24 million. A juvenile court's funding for the Option B and SSODA programs is based upon the court's caseload. A court's funding for the CJS-At-Risk-Youth program is based on a funding formula which includes the size of the youth population, crime rate, poverty rate, high school dropout rate, and minority population rate within a court's jurisdiction.

One rationale for using a demographic-based funding formula is to adjust funding by those factors suspected to influence the problem being addressed. In this instance, the CJS funding formula allocates additional funds to counties with higher concentrations of factors assumed to increase the youth crime rate and therefore the number of youth who require court resources. The Institute was asked to determine the relationship between the factors used in the CJS funding formula and juvenile offending, as measured by both adjudication rates and recidivism.

B. CJS Funding Allocation Measures

The Institute used the following variables⁹ to explore the relationship between juvenile offending and the factors used in the CJS funds allocation:

- Percentage of the population within the court's jurisdiction that is 10 to 17 years old,
- Percentage of the 0- to 17-year-old population that is minority,
- Percentage of the total population that are AFDC recipients,
- Juvenile diversion rate as a percentage of the 10- to 17-year-old population,
- High school drop-out rate, and
- Adult felony criminal filing rate as a percentage of the 18- to 49-year-old population.

C. Juvenile Offending Measures

In these analyses, both juvenile adjudications and recidivism are used to measure juvenile offending. The *juvenile adjudication rate* is the number of juvenile court adjudications per 1,000 youth between the ages of 10 and 17 within the counties covered by the juvenile court. *Juvenile recidivism* is the combined 18-month felony and misdemeanor recidivism percentage for all community supervision programs in each court. Appendix C displays the data used in these analyses for each juvenile court.

⁹ These are the same variables used in the funding allocation formula with one exception. We used the 18- to 49-year-old population rather than the entire population over age 18 in computing the adult felony criminal filing rate. People under the age of 50 commit the vast majority of crimes. The data for population statistics are from the Office of Financial Management. The data for the CJS funding statistics are from the Governor's Juvenile Justice Advisory Committee's 1996 Annual Report.

D. Findings

1. Juvenile court adjudication rate and the CJS allocation funding factors

- Only the adult criminal filing rate in a court's jurisdiction was significantly related to the juvenile court adjudication rate.¹⁰

2. Juvenile court recidivism estimates and the CJS allocation funding factors

- No significant relationship was found between the juvenile court recidivism estimates and the CJS allocation funding factors.

These findings may in part be due to using the county-level data. County-level data is an average of the socio-economic differences within the county, and differences within the smaller, more homogeneous geographic units in a county may show a relationship to juvenile offending. If it were possible to measure both the risk factors and juvenile offending by smaller areas within each county, it might be possible to show a relationship between CJS risk factors and juvenile offending.

E. Conclusion

Juvenile court adjudications and recidivism are not related to the county-based risk factors that are used in the CJS funds allocation formula. That is, the assumption that higher concentrations of the CJS allocation factors for a county correspond to higher juvenile offending, and therefore a greater need for funding, is not supported by these results. Analysis of geographical areas within counties may show a different result.

Key Finding: *There is no strong relationship between juvenile offending, as measured by adjudication rates and recidivism estimates in a county, and the CJS funding factors across the 32 courts.*

¹⁰ The statistical technique known as linear regression was used to analyze the relationship between the set of six funding allocation factors and first the juvenile adjudication rate and then the juvenile recidivism rate.

SECTION VII: . IMPLICATIONS FOR CONSIDERATION

The Institute was asked to suggest additional areas of research to further explore issues of recidivism in juvenile court populations. This section is organized by setting out questions a reader could ask, followed by suggested research topics.

Do Option B youth recidivate less often than JRA committed youth?

Option B youth have the same sentencing range as some youth who are sent to JRA. A study could determine if Option B youth recidivate at a rate lower than youth committed to a JRA facility. This study should include a risk assessment instrument to measure the level of risk within each group of youth.

Are some programs more effective in reducing recidivism rates?

A study using uniform statewide individual risk assessments, community level risk factors, and court program characteristics could reveal which programs are the most effective in reducing recidivism. Including program costs could reveal how much of a reduction in recidivism is needed to pay for the cost of a program.

Why was the re-offending pattern for SSODA youth different?

Because youth are selected for the SSODA option and re-offense patterns for juvenile sex offenders are comparatively low, isolating whether sentencing options and/or treatment is effective is a complex task. A more detailed study of SSODA youth may indicate whether this sentencing option and treatment is effective in reducing recidivism, whether these youth have a very low risk of recidivism regardless of the program, or whether there is a problem in detecting the re-offending behavior of these youth. A risk assessment instrument could be used to compare the levels of risk between the SSODA youth and other groups.

Can the criminal justice system processing time of 12 months be reduced?

Analysis of the criminal justice process period could reveal ways to reduce this time to less than six months. This would reduce the lag time for program evaluations by six months.

Can misdemeanors committed after the age of 18 be captured in recidivism studies?

A study of adult court misdemeanors using the District Court Information System (DISCIS) maintained by Office of the Administrator for the Courts may allow a more complete measure of recidivism.

Can the recidivism of juvenile offenders be tracked well beyond the age of 18?

It may be possible to analyze groups of juvenile offenders several years after they turn 18 years old. This would indicate whether the juvenile criminal behavior persists into adulthood or diminishes with age. Although the Institute has already published two reports on offending up to the age of 25, neither report included an analysis by type of juvenile court supervision.

APPENDIX A

Offenses Included in the Sex and Violent Categories

Felony Violent Offenses

- Aggravated Murder 1
- Assault 1, 2, and 3
- Criminal Mistreatment 1 and 2
- Custodial Assault
- Intimidating a Public Servant
- Intimidating a Witness
- Kidnapping 1 and 2
- Malicious Harassment
- Manslaughter 1 and 2
- Murder 1 and 2
- Negligent Homicide by Motor Vehicle
- Repeat Harassment
- Riot With a Weapon
- Robbery 1 and 2
- Vehicular Assault
- Vehicular Homicide

Misdemeanor Violent Offenses

- Assault 4
- Carry/Display Dangerous Weapon
- Coercion
- Discharge Of Dangerous Weapon
- Firearm by Minor
- Harassment Class D
- Obscene/Harassing Phone Call
- Unlawful Possession of a Firearm
- Obstructing Public Servant
- Possession of Concealed Weapon
- Possession of Dangerous Weapon
- Resist Arrest
- Simple Assault
- Student Carrying Weapon
- Theft of a Firearm

Felony Sex Offenses

- Child Molestation 1, 2, and 3
- Incest 1 and 2
- Indecent Liberties
- Rape 1, 2, and 3
- Rape of Child 1, 2, and 3
- Sexual Misconduct With Minor 1
- Statutory Rape 1, 2, and 3

Misdemeanor Sex Offenses

- Communication With Minor for Immoral Purposes
- Sexual Misconduct With Minor 2

APPENDIX B

18-Month Felony Recidivism Estimates by Nature of Offense Placing Youth on Community Supervision

| Type of Community Supervision | Nature of Offense* | Number of Youth | Percent of Youth | Percentage of Youth Who Re-Offended Within 18 Months of Placement on Community Supervision | | | | | | | |
|-------------------------------|-------------------------|-----------------|------------------|--|-----|-------|-------|-------------|-----|-------|-------|
| | | | | Felony | | | | Misdemeanor | | | |
| | | | | Violent | Sex | Other | Total | Violent | Sex | Other | Total |
| Option B | Non-Violent Misdemeanor | 3 | 1% | 33% | 0% | 0% | 33% | 0% | 0% | 0% | 0% |
| | Violent Misdemeanor | 5 | 1% | 0% | 0% | 40% | 40% | 0% | 0% | 20% | 20% |
| | Non-Violent Felony | 197 | 59% | 3% | 0% | 26% | 29% | 7% | 0% | 10% | 17% |
| | Violent Felony | 131 | 39% | 3% | 0% | 18% | 21% | 9% | 0% | 8% | 18% |
| SSODA | Non-Violent Misdemeanor | 2 | 1% | 0% | 0% | 50% | 50% | 0% | 0% | 0% | 0% |
| | Violent Misdemeanor | 0 | 0% | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| | Non-Violent Felony | 253 | 95% | 0% | 1% | 6% | 8% | 1% | 0% | 8% | 9% |
| | Violent Felony | 11 | 4% | 0% | 0% | 18% | 18% | 0% | 0% | 9% | 9% |
| Probation | Non-Violent Misdemeanor | 2,762 | 35% | 4% | 1% | 23% | 27% | 6% | 0% | 12% | 18% |
| | Violent Misdemeanor | 1,306 | 16% | 5% | 1% | 24% | 30% | 8% | 0% | 10% | 18% |
| | Non-Violent Felony | 3,680 | 46% | 3% | 0% | 23% | 27% | 5% | 0% | 11% | 15% |
| | Violent Felony | 245 | 3% | 7% | 0% | 23% | 31% | 5% | 0% | 7% | 13% |
| Diversion | Non-Violent Misdemeanor | 14,064 | 78% | 1% | 0% | 8% | 9% | 4% | 0% | 9% | 13% |
| | Violent Misdemeanor | 3,067 | 17% | 2% | 0% | 11% | 13% | 8% | 0% | 10% | 19% |
| | Non-Violent Felony | 830 | 5% | 2% | 0% | 10% | 13% | 3% | 0% | 12% | 15% |
| | Violent Felony | 19 | 0% | 0% | 0% | 16% | 16% | 5% | 0% | 11% | 16% |

*Based on data from the Office of the Administrator for the Courts' Juvenile Information System (JUVIS).

APPENDIX C

CJS Funding Factor Data and the 18-Month Recidivism Rate for Each Juvenile Court Jurisdiction*

| Juvenile Court | Total Population in Court's Jurisdiction | Age 10 to 17 Population as Percent of Total Population | Age 0 to 17 Minority as Percent of 0 to 17 Population | AFDC Caseload as Percent of Total Population | Drop-Out Rate | Criminal Court Filings as Percent of 18 to 48 Population | Juvenile Offender Filings as Percent of 10 to 17 Population | Diversion Agreements as Percent of 10 to 17 Population | 18-Month Felony and Misdemeanor Recidivism Percentage | Juvenile Adjudications Per 1,000 10- to 17-Year-Olds |
|----------------------------|--|--|---|--|---------------|--|---|--|---|--|
| Adams | 15,200 | 15% | 52% | 10% | 2% | 3% | 6% | 6% | 43% | 121 |
| Asotin/Garfield | 21,450 | 13% | 7% | 9% | 6% | 1% | 4% | 5% | 29% | 92 |
| Benton/Franklin | 175,000 | 14% | 31% | 5% | 7% | 2% | 6% | 6% | 36% | 121 |
| Chelan/Douglas | 89,600 | 12% | 22% | 4% | 6% | 2% | 6% | 6% | 32% | 123 |
| Clallam | 63,600 | 11% | 14% | 5% | 6% | 2% | 6% | 4% | 27% | 97 |
| Clark | 291,000 | 13% | 11% | 6% | 4% | 1% | 4% | 4% | 30% | 77 |
| Cowlitz | 89,400 | 12% | 9% | 8% | 6% | 2% | 7% | 4% | 35% | 116 |
| Ferry/Stevens/Pend Oreille | 53,200 | 15% | 14% | 8% | 5% | 1% | 4% | 4% | 19% | 76 |
| Grant | 64,500 | 13% | 34% | 6% | 5% | 3% | 7% | 6% | 29% | 134 |
| Grays Harbor | 67,700 | 12% | 11% | 9% | 5% | 2% | 4% | 5% | 24% | 90 |
| Island | 68,900 | 11% | 17% | 2% | 7% | 0% | 4% | 5% | 23% | 86 |
| Jefferson | 25,100 | 11% | 9% | 4% | 2% | 1% | 6% | 5% | 27% | 111 |
| King | 1,613,600 | 10% | 24% | 4% | 4% | 1% | 4% | 3% | 27% | 76 |
| Kitsap | 220,600 | 12% | 17% | 4% | 5% | 1% | 5% | 5% | 24% | 103 |
| Kittitas | 30,100 | 11% | 8% | 4% | 2% | 1% | 9% | 4% | 29% | 135 |
| Klickitat | 18,100 | 14% | 16% | 9% | 7% | 2% | 6% | 4% | 22% | 104 |
| Lewis | 65,500 | 13% | 8% | 7% | 6% | 2% | 4% | 4% | 29% | 75 |
| Lincoln | 9,700 | 14% | 5% | 4% | 2% | 2% | 3% | 3% | 17% | 64 |
| Mason | 45,300 | 12% | 13% | 7% | 7% | 1% | 4% | 4% | 31% | 84 |
| Okanogan | 36,900 | 13% | 30% | 8% | 2% | 1% | 7% | 6% | 21% | 137 |
| Pacific/Wahkiakum | 24,500 | 11% | 17% | 6% | 2% | 2% | 4% | 4% | 24% | 86 |
| Pierce | 660,200 | 12% | 24% | 6% | 5% | 2% | 3% | 4% | 31% | 73 |
| San Juan | 12,300 | 10% | 5% | 2% | 3% | 1% | 8% | 4% | 36% | 117 |
| Skagit | 93,100 | 12% | 16% | 5% | 6% | 1% | 2% | 6% | 27% | 79 |
| Skamania | 9,550 | 14% | 10% | 5% | 6% | 2% | 2% | 4% | 28% | 61 |
| Snohomish | 525,600 | 12% | 12% | 4% | 4% | 1% | 3% | 5% | 25% | 85 |
| Spokane | 401,200 | 12% | 10% | 6% | 2% | 1% | 3% | 6% | 26% | 85 |
| Thurston | 189,200 | 12% | 16% | 5% | 4% | 2% | 9% | 5% | 35% | 132 |
| Walla Walla/Columbia | 56,900 | 12% | 26% | 6% | 3% | 1% | 3% | 9% | 30% | 118 |
| Whatcom | 148,300 | 12% | 13% | 4% | 4% | 1% | 5% | 4% | 26% | 94 |
| Whitman | 40,500 | 9% | 9% | 3% | 4% | 0% | 2% | 3% | 30% | 47 |
| Yakima | 204,100 | 13% | 53% | 10% | 7% | 2% | 7% | 4% | 30% | 112 |
| Statewide Total | 5,429,900 | 12% | 20% | 5% | 4% | 1% | 4% | 4% | 29% | 80 |

*Based on data from the Office of the Administrator for the Courts' Juvenile Information System (JUVIS).