



The artist, Alfredo M. Arreguin, with Justice Steven González and Justice C.Z. Smith

About the Cover

The Minority and Justice Commission selects and reproduces posters of works by Northwest artists that reflect dimensions of the racial and ethnic diversity of the people and communities served by Washington State courts. This year's selection showcases the work of Seattle artist, Alfredo M. Arreguin, and pays homage to Justice Charles Z. Smith, the first person of color to serve on the Washington Supreme Court. Justice Steven González commissioned two portraits, the first is located at the Temple of Justice, where Justice Smith served for 14 years, and the second is located at the University of Washington School of Law, where Justice Smith graduated from and would later serve as law professor and associate dean.

Mr. Arreguin's portrait of Justice Charles Z. Smith was unveiled on May 20, 2014. The artist included the names of Justice Smith's loved ones throughout the portrait. Born into a world of poverty and segregation in Florida, Justice Smith was born to a Cuban father and African-American mother. He served as a court reporter in the Army during World War II and was later admitted to the University of Washington Law School. After graduating in 1955, Smith could not land a job with a Seattle law firm but did get a clerk's job at the state Supreme Court. He went on to have a landmark legal career. He was the first person of color in Washington to serve as a municipal judge, superior court judge, and justice on the state Supreme Court. He served as a mentor for many. He served as a Chairperson of the Commission since its inception as the Washington State Minority and Justice Task Force in 1987. He retired from the Supreme Court in 2002.

On August 28, 2016, Justice Smith passed away peacefully at home with his family. The Commission has chosen his portrait as the artwork for this year's poster to honor his leadership and legacy.

To learn more about the artist and his work, please visit alfredoarreguin.com.

If you are interested in submitting a piece of artwork for consideration as the Commission's next poster, or would like to order a copy of a poster, please contact Carolyn Cole at Carolyn.cole@courts.wa.gov.

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Co-Chairs Justice Charles Johnson and Justice Mary Yu

Statement from the Co-Chairs

On behalf of the Washington State Minority and Justice Commission, we are pleased to present the 2016 Annual Report.

Every year, the Commission engages in work that will further its mission of fostering and supporting a fair and bias-free system of justice in Washington State courts and judicial systems. The Commission takes a holistic approach to identifying and eliminating bias of racial, ethnic, national origin and similar nature in our justice system by focusing on the areas of education, juvenile justice, research, outreach, and diversity in the legal workforce. Through the hard work of its members, staff, and partners, the Commission successfully supported a wide range of initiatives in these areas in 2016.

One major area of focus in 2016 was pre-trial justice. Thousands of individuals currently sit in U.S. jails awaiting trial simply because they are unable to afford bail. A disproportionate number of those individuals are persons of color. In May, the Commission hosted a symposium entitled, "Pre-Trial Justice: Reducing the Rate of Incarceration," which examined various pre-trial practices and identified opportunities for reform, including risk assessment tools, the reality of poverty and bail practices, and the consequences of denying the right to counsel. Innovative criminal justice reforms currently underway in Yakima and Spokane Counties were highlighted, and our keynote speaker, Professor Cynthia Jones, Professor of Law and American University College of Law and Executive Director of the Pre-Trial Racial Justice Initiative, presented on the disparities people of color face throughout the pre-trial process. A recording of the symposium and resources can be found on our <u>website</u>.

The Commission also expanded its work on the issue of legal financial obligations (LFOs). In September, the Commission was awarded a three-year, \$500,000 grant by the U.S. Department of Justice to identify strategies that would support restructuring LFOs in ways that would support rehabilitation and successful reintegration of justice-involved individuals into communities. Washington was one of only five states to receive the grant. Other states include California, Louisiana, Texas, and Missouri. The Commission has convened a consortium of stakeholders from across the state to help conduct a study of LFOs in Washington and assist with the development of an interactive, computer-based LFO calculator that will help judges determine an appropriate payment plan based on the defendant's ability to pay. It is our hope that Washington State can be a leader in LFO reform efforts to ensure that justice is accessible and dispensed fairly to all people.

Providing high-quality judicial education programs continued to be a priority in 2016. The Commission sponsored a successful session at Judicial College entitled, "Emerging through Bias: Towards a More Fair and Equitable Courtroom," which explored the topics of implicit bias and its effect on case law, integrity of the justice system, and respect for the rule of law. Other programs included a session on cultural competency at the Institute for New Court Employees; an Appellate Judges' Conference session on mass incarceration in Washington State; a session on money bail problems and alternatives at the Superior Court Judges' Association Spring Conference; and a session on the disproportionate impact of traffic fees and fines on poor communities and communities of color at the District and Municipal Court Judges' Association Spring Conference.

In addition, the Commission was able to reach hundreds of students interested in pursuing legal careers through its sponsorship of youth and justice forums across the state. These forums are an opportunity for diverse middle school and high school youth to learn more about the education and career paths of legal professionals, and participate in activities designed to teach them about the law. It is critical that our efforts to build a diverse legal workforce begin with youth of color. Lastly, the Commission welcomed Carolyn Cole as its new court program analyst. We are thrilled to have her on board.

The Commission's work is often difficult, but our annual report is an opportunity for us to highlight some of our victories. However, more remains to be done to ensure awareness of the issues affecting persons of color in our justice system, and we will continue to work tirelessly to effect change.

The Commission's work would not be realized without the support of its members, volunteers, and supporters, and we express our deepest gratitude to each of them. We hope that you find the 2016 Annual Report both interesting and inspiring. Our events and meetings are always open to the public and we encourage your participation.

Please contact Carolyn Cole at carolyn.cole@courts.wa.gov if you would like to learn more.

History and Mission

The Washington State Minority and Justice Commission was created by the Washington State Supreme Court in 1990, for the purpose of examining all levels of Washington's judicial system to ensure that the judicial needs of people of color are considered and to make recommendations for judicial improvement and equal treatment in state courts.

By order of the Supreme Court on January 6, 2016, the Commission was renewed for an additional period of five years. In creating the Commission and in subsequent Orders of Renewal, the Supreme Court acknowledges there is a continuing need to identify and to eradicate the effects of racial, ethnic, and cultural bias in our state court system.

Our mission is to foster and support a fair and bias-free system of justice in Washington Courts, and by identifying racial and ethnic bias, take affirmative steps to address, eliminate, and prevent such bias.

The Commission Sub-Committees, each chaired by Commission members, focus on four areas:

EDUCATION: The Education Committee seeks to improve the administration of justice by eliminating racism and its effects by offering and supporting a variety of innovative, high quality, education programs designed to improve the cultural and professional competency of court employees and other representatives of the Washington State justice system.

JUVENILE JUSTICE: The mission of the Juvenile Justice Committee is to work with justice partners to focus attention, inquiry, and action on addressing bias and undoing institutional racism in the juvenile justice system and juvenile courts that allow for disparities for youth of color to persist.

OUTREACH: The mission of the Outreach Committee is to facilitate communication between the Washington State Minority and Justice Commission and the public and, specifically, the legal and court communities of Washington State, regarding interaction with and participation in the justice system by minorities or persons of color.

WORKFORCE DIVERSITY: The mission of the Workforce Diversity Committee is to promote equal employment and to increase the number of racial and ethnic minorities employed in the justice system.

The Trailblazer: Justice Charles Z. Smith By Kaelen Brodie



In 1967, at a Seattle Human Rights Commission conference for high school students, Justice Charles Z. Smith spoke passionately against the belief that "[t]he greatness of the United States of America is due solely to the industry, intelligence, perseverance, and strength of the Anglo-Saxon." This belief, he said, was unreal and was contradicted "by the fact that the fabric of our great nation is woven of people of many races, religions and nationalities, and that individuals from each group have contributed in like measure to the development of our democratic society." He warned that we "pay a high price" for perpetuating these "myths." With great eloquence, he reminds us that we are all interconnected and we are all equal. Now, as ever, his words are an inspiration, and his story is a clarion call encouraging us to remain engaged with our communities and to be involved with the issues we care about.

The Minority and Justice Commission honors Justice Charles Z. Smith, the first person of color to serve as a municipal court judge, a superior court judge, and as a justice on the Washington State Supreme Court, who passed away August 28, 2016. We honor him for his commitment to justice, mentorship, collegiality, and civil rights.

Justice Smith was born in Lakeland, Florida, in 1927 to Juan Del Pino—otherwise known as John Smith by the Immigration Service—and Eva Love Smith. His father was a Cuban immigrant and an auto mechanic, while his African American mother was a

professional cook. Although Mrs. Smith's education ended at about ninth grade, in his *Oral History* Justice Smith described her as "highly intelligent."¹ She demanded proper diction from her children, and she spoke "impeccable" English herself. With her encouragement, Justice Smith studied classical piano for twelve years. Although he never was a professional musician, he continued to play, and later in life he served on the board of the Seattle Symphony and the Seattle Opera.

Justice Smith served in the U.S. Army Air Corps during World War II as a court reporter before graduating from Temple University in 1952 with a bachelor's degree in business education and a minor in group dynamics. The skills he learned in these roles set him up well for a career in the law.

When visiting his mother, who had moved to Seattle, Justice Smith fell in love with the Northwest. When a dean at the University of Washington School of Law saw his undergraduate transcripts, he was accepted on the spot without needing to take an entrance exam.

Eleanor, or "Elie," Martinez graduated from the University of Hawaii in 1953 and came to Washington to teach at Sunny Dale Elementary School in Burien. According to Justice Smith's *Oral History*, she decided to take a Spanish class at the University of Washington to spend time with people her own age.

Eleanor Martinez met Justice Smith at the campus cafeteria. After learning she took the Greyhound bus on Highway 99 back to Burien, Justice Smith offered to drive her home. She refused, but he was persistent. "What if it rained? Could I drive you home then?" She said, "OK."

"I prayed for rain [on Tuesdays, the day she came to campus]," Justice Smith said.

Two years later he asked her to marry him, but she turned him down. She stayed in Washington through spring of 1955 before going back to Hawaii. Justice Smith wrote her a letter each day from the day she left through August that year. One day he got a letter saying she had changed her mind; she came back to Seattle and Justice Smith and Eleanor Martinez were married August

20, 1955. The couple had four children and six grandchildren.

When he graduated law school in 1955, no law firm in Seattle would hire a black attorney.

So, Justice Smith became a clerk to Washington Supreme Court Justice Matthew Hill. Despite his success in law school, Justice Smith initially wasn't sure he wanted to practice law. However, after reading briefs from the best attorneys, seeing their mastery of language, and seeing how they presented themselves to the Court, Justice Smith had an epiphany: "If they're lawyers, I want to be one."

After his clerkship, he transitioned into the King County Prosecutor's Office as the Assistant Chief Criminal Deputy. It was there that he caught the attention of Robert F. Kennedy, when Justice Smith successfully prosecuted Teamster president Dave Beck for grand larceny.

When Kennedy became Attorney General in 1960, he recruited Smith to lead a team of five Justice Department lawyers to go after Beck's successor, Jimmy Hoffa.

At first, Smith said, "I can't come work for you." Kennedy asked, "Why?" Smith replied, "I'm a Republican. And I didn't vote for your brother. I voted for Nixon." Kennedy said, "I'm looking for lawyers, not politicians."

Perhaps this appealed to Justice Smith because, as he would later say, he never thought of himself as a politician nor aspired to any political office.

The team put together by Kennedy and headed by Justice Smith successfully prosecuted Hoffa for fraud, although Richard Nixon commuted his sentence to time served after less than five years.

Over time, Robert Kennedy proved himself to Justice Smith to be someone of integrity. Kennedy was willing to go after corruption even if an offender was a friend or donated to John F. Kennedy's presidential campaign. So, in 1964, Justice Smith joined Robert Kennedy's senatorial campaign as aid to the campaign's press secretary.

After the successful campaign, a variety of opportunities presented themselves to Justice Smith. The director of the Peace Corps pursued Smith and offered him a chance to be the director of the Peace Corps in any country he chose.

However, he received a call from Governor Dan Evans' office offering him the chance to be a superior court judge in Seattle. It was an opportunity Justice Smith could not pass up because he was committed to Seattle and the legal community there. He worried that if he took the job with the Peace Corps, by the time he returned home no one would know who he was.

Justice Smith accepted the appointment and served on the Superior Court from 1966-1973. He heard hundreds of cases, but looking back, he said those that most stuck in his mind were the sexual assault cases and the mass of arrests for public intoxication.

At the time, public drunkenness was a crime, and fifty percent of all arrests by the Seattle Police Department resulted from public intoxication. This being such an epidemic, Justice Smith was interested and became part of a movement that tried to understand alcoholism as an illness that could be treated.

Justice Smith put together a group of people, including the Seattle Police Chief, some physicians, and other professionals, to come up with creative ways to help those people who frequently ended up in jail for imbibing too much alcohol. Justice Smith met with Charles Shadel—the owner of Shadel Hospital and a trailblazer in the treatment of alcoholism—and began releasing certain

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individuals to Shadel Hospital where they would be treated for alcoholism.

"Fundamentally," said Justice Charles W. Johnson of the Washington State Supreme Court, "[Smith's] attitude was that where a problem exists it is simply better to take steps to solve it rather that complain about it. Nothing positive will result from whining."

Justice Smith even began "team teaching" on alcoholism at the University of Washington Medical School, which, at the time, had no established curriculum on alcoholism.

However, as a judge, Justice Smith found there was only so much he could do. He appeared to struggle with those issues that were at least in some sense systemic. In juvenile court, Justice Smith criticized the overemphasis on simply trial, conviction, and punishment because it did not leave room for a social worker to intervene and work with the family. Similarly, the experiences in drug court and the alcohol cases were difficult and weighed heavily on Justice Smith.

In 1973 he decided not to run for reelection.

He had a variety of suitors, but Justice Smith decided to join the faculty at the University of Washington Law School where he taught from 1973 to 1983. He started the University's first legal clinic—criminal defense.

At the University of Washington, Justice Smith mentored many young students. He was known for generously giving his advice, time, and counsel to those just starting out in the legal profession. Years later, in his *Oral History*, Justice Smith listed with pride some of his former students, including Richard Jones on United States District Court, Ricardo Martinez also on the District Court, Judge Ronald Cox, Judge Kevin Korsmo, and Judge Anne Ellington, who retired from the Washington Court of Appeals.

Students, mentees, and colleagues of Justice Smith still remember his remarkable command of language and his commitment to students and to equal justice.

Justice Bobbe Bridge, who retired from the Washington State Supreme Court in 2007, met "CZ" when she was a young graduate student researching juvenile court practice in his courtroom.

"He became a mentor," said Justice Bridge in an e-mail, "and, over the three years of my study, a trusted friend. Justice Smith saw potential in me that I could not see—he gave me, a first-generation college graduate, the courage that I needed to attend law school. Twenty-seven years later, I was honored to serve with him on the Washington State Supreme Court. You can't deny the power of this kind of karma!"

Justice Steven González of the Washington State Supreme Court met Justice Smith in 1991 at an event for the Hispanic Bar Association (now the Latina/o Bar Association). "[Even though] I had just moved to the area, Justice Smith took an interest in me and made himself available," said Justice González.

When Justice González announced his intention to run for a position on the Washington State Supreme Court, there was no one better to turn to for advice and guidance than Justice Smith.

"He cared about people, and he cared about diversifying the legal profession. The way that he carried himself, with care and grace [was remarkable]. When he spoke, he was even-keeled—never excited—even when he cared about an issue."

As a law student, Judge Anne Ellington remembered taking a class on evidence from Justice Smith, and she recalled that the students paid close attention to what he had to say because he had been a Superior Court judge. "He brought well-known practitioners into the classroom and gave us a real introduction to trial practice," said Judge Ellington in an e-mail. "[His] leadership and eloquence were key factors in every [one of his] achievement[s]. On the [Washington State] Supreme Court he was a strong voice for civil rights and fairness."

Despite his mentorship and his commitment to young minority lawyers, Justice Smith agreed in his Oral History that he was perceived by non-minority people as a "safe" person of color.

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On Justice Smith's retirement from the Supreme Court, The Seattle Times noted, "[h]e came of age among a generation of black intellectuals who viewed education and personal integrity, rather than confrontation, as the route to equality."²

As Justice Smith said in his *Oral History*, he never marched, protested, or wore a dashiki. He voted for President Richard Nixon, and he was a lieutenant colonel in the Marine Corps Reserves. "You don't get more conservative than that."

And yet, his children call him a progressive, and racism and racial inequality was never far from his mind.

Judge Leroy McCullough, who was a student of Justice Smith's at the University of Washington and served on the Minority and Justice Commission, said over the telephone that as a person of color there were not many opportunities available to him when he graduated law school. Justice Smith knew this. Judge McCullough said Justice Smith impressed upon his students the importance of proper grammar, appropriate wardrobe, and the proper placement of staples to "eliminate excuses not to hire black people. You only get one chance to make a first impression."

In 1987, the Washington State legislature created the Minority and Justice Task Force with the mission of (a) studying the status of minorities as litigants, lawyers, judges, and court employees; (b) recommending reform; and (c) providing attitude awareness training for judges and legal professionals.

Justice Smith was appointed Chairperson—this was right before he was appointed to the Supreme Court—and was deeply involved in conducting the first bar survey to identify the number of minority attorneys in Washington State and the first court-wide cultural awareness educational program.

Justice Smith and other members of the Task Force held forums across the state to ask people of color their perceptions of the judicial system. The response was consistent: minority people indicated the system was biased against them.

The Task Force recommended the creation of a Commission, which continues to carry out the mission of identifying racial bias—whether it be overt or subtle, institutional or individualized—and eliminating it wherever possible.

"Justice Smith was responsible for establishing the structure [of the Commission]. His vision set the groundwork for how it would work," said Justice Johnson, who served as Co-Chair with Justice Smith from 1994 to 2009, when Justice Smith retired.

Justice Smith organized the Commission into four committees: the work force diversity, education, research, and bar liaison committees.

"The research committee did a project to uncover whether bail decisions in King County were racially biased, and the research suggested that [there was racial bias]," said Justice Johnson. "Justice Smith called a press conference and he publicized the findings, which were damning. This brought these practices to the public's view, and thereafter the Commission created a new court rule, adopted by the court, to reduce such discrimination."

Justice Smith is often remembered for his oratory skills, something that greatly benefited the Commission.

"He knew everything about formatting, which drove me nuts—the size of the heading, how many spaces from the edge— [this] really helped him structure his thinking," Justice Johnson recalled with a smile. "In all my conversations with him he presented his arguments in such a structured framework. He knew what he wanted to say and how he wanted to say it."

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Justice Smith is a hard man to define because his career was so varied and accomplished, and his philosophies don't easily lend themselves to stereotype.

Nonetheless, as Judge McCullough said, "He had a vision...of America where opportunity existed regardless of skin color or gender" Whether it was a young person of color joining a profession that had previously excluded him or her or someone finally beating alcoholism, "Justice Smith wanted nothing more than to see people achieve their maximum potential."

He is gone, but his commitment to equal opportunity for all will live on in his students, mentees, and the work of the Minority and Justice Commission.

Endnotes

¹ John C. Hughes, *Charles Z. Smith: Trailblazer An Oral History and Biography*, WASHINGTON SECRETARY OF STATE, Oct. 31, 2008, https://www.sos.wa.gov/legacy/stories/charles-z-smith/pdf/complete.pdf.

² Lynn Thompson, *Legal Pioneer Charles Z. Smith Nears Career's End*, THE SEATTLE TIMES, May 28, 2002, <u>http://</u> <u>community.seattletimes.nwsource.com/archive/?date=20020528&slug=czsmith28m</u>.

About the author: Kaelen Brodie will graduate from Seattle University School of Law in spring, 2017. He wrote this article while externing with Justice Mary Yu at the Washington State Supreme Court, an experience he found truly inspirational. After graduation, Kaelen will clerk for the Honorable Commissioners Schmidt and Bearse at the Washington State Court of Appeals in Tacoma. Kaelen was privileged to research and write this article on Justice Smith and learn more about this remarkable and transformational figure.

Education

The Minority and Justice Commission sponsors and supports a variety of innovative educational programs designed for judicial officers, court employees, and the public in order to improve the administration of justice by eliminating racism and its effects on the justice system. The following is a list of educational programs

the Commission sponsored in 2016:

"Emerging Through Bias: Towards a More Fair and Equitable Courtroom" - Judicial College

Faculty discussed the differences between culture, cultural identity, and race, and what role these differences play in perception. Other topics included implicit bias and its effect on case law, integrity of the justice system, and respect for the rule of law. Judge Veronica Alicea-Galván and Judge Raquel Montoya-Lewis served as faculty.

"Too Many Prisoners? Understanding Mass Incarceration in Washington State" - Appellate Judges' Spring Program

Participants examined the history of mass incarceration in Washington while tracing the development of the Sentencing Reform Act of 1981, debunked the myths and misperceptions, and



Conference participation

explored the causes and effects of mass incarceration with experts from a judicial and legislative perspective. Judge Mary Kay Becker, Judge LeRoy McCullough, Professor David Boerner, and Mr. Russell Hauge served as faculty.

"Money Bail: Problems and Alternatives" - Superior Court Judges' Spring Program

Examining bail practices in Washington State, this course looked at different resources and alternatives to incarceration utilized by courts across the state and nationally, and identified abusive bail bonding practices and the historical perspective of where bail bonding came from. Participants reviewed CrR 3.2, and examined bail alternatives that are being tested and implemented around the state. Judge Richard Bartheld, Judge Theresa Doyle, Judge Ronald Kessler, and Professor Jacqueline van Wormer served as faculty.



Screening of "3 1/2 Minutes, 10 Bullets" and Discussion-Superior Court Judges and Administrators' Spring Program

The 90-minute film dissects the personal and justice system aftermath of a fatal 2012 encounter between a white, middle age software developer and three African American teenagers. It is an epic study of race, stereotypes, culture, and conflict. A conversation with Mr. Davis, the father of slain 17-year-old Jordan Davis and founder of the Jordan Davis Foundation, followed the film screening.

"Traffic Fines and Relicensing: What Can Judges Do Post-Judgement?" - District and Municipal Court Judges Spring Program

This program illustrated the disproportional impact of traffic fines and fees on communities of color and individuals living in poverty, and

explored options, alternatives, and model programs to address these issues, collect outstanding fines, and help defendants become relicensed. Participants learned more about the new relicensing program implemented in Spokane County and other

successful regional and local programs across the state that have improved collection of outstanding legal financial obligations. Judge Linda Coburn and Judge Kimberly Walden served as faculty.

"Jury Diversity and Implicit Bias: What Should Courts Do?" - Fall Judicial Conference

Research has shown that a diverse jury pool positively impacts the collective process of decision-making, causing jurors to be more thoughtful and thorough in deliberations, and furthering the goal of ensuring a court system that is impartial and fair. This session examined how the jury diversity issue is being addressed nationally and locally. The Jury Pool Diversity Project currently underway across Washington and the proposed court rule regarding Batson challenges and its effect on courts and implicit bias were highlighted. Participants walked away with an understanding of the need for jury diversity, tools for addressing juror implicit bias, and practical tips and techniques for dealing with Batson challenges. Justice Steven González, Judge Bill Bowman, Judge Theresa Doyle, Dr. Jason Gillmer, Mr. Salvador Mungia, and Judge Steven Rosen served as faculty.



"Bridges for Cultural Competency" - Institute for New Court Employees

This highly experiential workshop was based on the premise that we are all somewhere along the continuum of cultural competency in our interactions with others, and with intention, we can use knowledge and skills to enhance our culturally-competent behaviors. As the demographics in Washington State become increasingly diverse, one of the places where this is most noticeable is in our courts. As front-line members of the courts, the behaviors of court employees often represent the justice system to users of the courts. This workshop provided tools and skills to enhance interactions with users of the courts and with colleagues. Ms. Jessica Gurley and Ms. Laurie Tuff served as faculty.

Research

Jury Diversity Project - In order to better understand juror demographics in Washington State, the Commission surveyed select courts across the state on the demographic makeup of the population that shows up for jury duty. Surveys were collected from 22 counties and analyzed throughout 2016. Results will be released at the Commission's 2017 Symposium entitled, "Jury Diversity in Washington: A Hollow Promise or Hopeful Future?" Symposium materials will be made available on the Commission's website. A special thank you to Judge Steve Rosen and Seattle University for its collaboration in this effort, and to all of the courts that participated in this process.

JURY REPRESENTATION SURVEY

The following information will not in any way affect your eligibility to serve as a juror. The Court is collecting it to learn the demographics of the jury pool. Your participation is voluntary and anonymous. YOUR PARTICIPATION IS REQUESTED - PLEASE FILL IN APPROPRIATE CIRCLES

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The Price of Justice: Rethinking the Consequences of Justice Fines and Fees Grant Program - In September 2016, the Commission was awarded a three-year, \$500,000 grant by the U.S. Department of Justice to identify strategies that "structure criminal justice legal financial obligations in ways that support, rather than undermine, rehabilitation and successful reintegration of justice-involved individuals into communities." The grant will allow the Commission to capture data about legal financial obligations (LFOs) to determine its disproportionate impact on minority populations and poor people, and devise alternatives or solutions. The Commission seeks to accomplish this by:

Creating an LFO Stakeholder Consortium—The Consortium is comprised of a wide range of stakeholders that will meet regularly to collaborate, share data, and implement the goals of the grant.

Conducting a Study of LFOs in Washington— The study will examine: the laws, regulations, and practices that govern LFOs in jurisdictions across the state; the cost of imposition and collection of LFOs; the impact of LFOs on those who receive them; and restitution.

Developing an LFO Calculator- The calculator will be an interactive, computer-based tool that will provide judges with a way to determine an appropriate LFO payment plan based on the defendant's ability to pay.



2017-2019 Washington State LFO STAKEHOLDER CONSORTIUM

Member Guide

Fixing the Money Bail System By Judge Theresa Doyle

"[U]sually one factor determines whether a defendant stays in jail before he comes to trial. That factor is not guilt or innocence. It is not the nature of the crime. It is not the character of the defendant. That factor is, simply, money. How much money does the defendant have?"

-Robert F. Kennedy

The money bail system is under scrutiny across the nation, and for good reason. Requiring an accused to post money bail or go to jail conflicts with the presumption of innocence. Money bail fails to achieve effectively the goals of protecting public safety and ensuring future court appearances. Poor defendants who may pose little or no risk of violence or not appearing in court can languish in jail awaiting trial. Wealthy defendants at high risk for violence or flight can remain free by posting cash or property. Taxpayers pay the high costs of detaining people unnecessarily. Society bears the noneconomic costs of lost employment, housing, family support, public benefits, and financial and emotional security for the children of the incarcerated person.

Racial disparities are worsened under a money bail system. Studies show that judges, like most others in our society, suffer from implicit racial bias, and that the race of the accused affects release and bail decisions.

Outcomes are worse for defendants who are in jail pretrial. Many decide to plead guilty, whether or not they are, in order to avoid the collateral consequences of remaining in jail. Studies show that defendants who remain in jail pending trial and decide to plead guilty receive stiffer sentences than do recidivist offenders who are not incarcerated pretrial, but are otherwise similarly situated.

Judges have discussed concerns about the unconscious influence that a defendant's custody status has on their sentencing decisions. With an out-of-custody defendant, the judge has to make an affirmative decision to send the person to prison or jail rather than imposing an alternative. An in-custody defendant is already there.

The data supports these concerns about defendants who are incarcerated pretrial receiving worse sentences. A study by the Arnold Foundation showed that in-custody defendants were three times as likely to be sentenced to prison, and their sentences were more than twice as long, when compared with out-of-custody defendants convicted of similar offenses and with comparable criminal histories.

Money bail has been challenged in recent lawsuits. The Equal justice Initiative recently filed a class action in California and seven other states. The grounds are violation of equal protection, due process and the presumption of innocence. The constitutionality of monetary bail schedules, which set the bail amount by offense, is being litigated in several jurisdictions.

Many states and counties recognize the failures of the money bail system. Projects are underway across the nation to ensure release is based on risk, not financial ability. Most use an assessment of the risk of violence and failure to return to court. Judges set conditions of release to maximize the goals of court appearance and public safety. Pretrial monitoring follows.

Washington State is a "right to bail" state. The exception is where the charge is a capital offense or carries a potential life sentence. Wash. Const. Art. I, section 20. For all other offenses, Criminal Rule (CrR) 3.2 applies and presumes personal recognizance release (PR) absent a substantial likelihood of failure to return to court, or risk of commission of a violent crime or interfering with the administration of justice. Where the risk is failure to appear, CrR 3.2 requires the least restrictive alternative to money or property bond.

King County has one of the lowest incarceration rates nationwide, and a vigorous pretrial release program. In King County Superior Court, judges review the evidence supporting the current charge, the defendant's criminal history and other relevant information to assess risk of violence. To assess the risk of nonappearance, the judge considers prior warrants, family and community ties, residential stability, treatment participation, employment and other relevant information. If straight PR is not appropriate, judges then make an informed decision whether to detain the person on bail, or order work release, electronic monitoring, supervised treatment and education programs (Community Corrections Alternative Programs or "CCAP"), call-in day reporting, or other conditions. The call-in day reporting program costs less than \$6 a day per participant, excluding overhead costs.

Some courts, such as Seattle Municipal Court, send text and telephone reminders of future hearings. Multhomah County uses an automated call system, which reduced the number of persons who failed to appear by 45 percent, and saved \$1.6 million in a single year.

This smarter approach reserves jail beds for those who pose a risk of violence or flight, allows the remainder to be released and keep their jobs and housing, and offers treatment and support resources for those who need them. Often defendants in King County released to CCAP begin turning their lives around long before their trial date, and in return receive a more favorable resolution of their case. Judges who have presided over the felony release calendar, and have ordered defendants to CCAP, regularly hear from grateful defendants battling drugs or mental illness that CCAP was life-changing.

Pretrial release programs are not available in all counties. In preparing a presentation on money bail for the Superior Court Judges Association (SCJA) spring judicial conference, I surveyed my colleagues and learned that other courts have nothing like CCAP's wrap around program. Few jails offer work release. Most counties have no day reporting. Many courts permit electronic monitoring through a private vendor, but the fees charged make it inaccessible to poor defendants. Some courts are using a risk assessment to inform release decisions, but report there are not enough jail alternatives when there is some but not a high risk of non-appearance in court. The default is jail. The problem is that pretrial programs and supervision cost money.

With a grant from Department of Justice (DOJ), Yakima County recently launched a pretrial release program as one of three national "Smart Pretrial" sites. The program uses a validated risk assessment from the Arnold Foundation to evaluate likelihood of violence and failure to appear. Pretrial release decisions are based on a tiered system, ranging from PR with an automated reminder call, to electronic monitoring with weekly contact with the pretrial services supervisor. Effectiveness and cost savings will be studied. The program could become a model for other Washington jurisdictions.

Even with sensible pretrial release programs, issues with Washington's bail system would still remain. Washington is a "right to bail" state, unless the charged offense carries a possible life sentence. Only then is preventive detention, or a "no bail" hold allowed. In all other high risk cases, the Washington Constitution requires judges to set a bail amount. What happens with these likely violent defendants is that prosecutors will recommend, and judges will often impose, a prohibitive bail amount they hope the defendant cannot afford. This practice perverts the purpose of bail which, according to the appellate courts, is to effect release of the accused. Paradoxically, a dangerous defendant who is wealthy and able to meet the high bail is automatically released. This undermines the goal of public safety. A fix, however, would likely require an amendment to the Constitution because bail setting is required in all but capital and potential life sentence cases.

Another problem is the unavailability of an appearance bond after a recent amendment to CrR 3.2, following <u>State v. Barton</u>, 181 Wash.2d 148 (2014). The prior version of CrR 3.2 provided in subsection (b)(4) that an accused could deposit ten percent of the bail bond amount with the court, and get that amount returned at resolution of the case, if the person attends court and has no new crimes. Unlike a commercial surety bond, an appearance bond allows the defendant return of the ten percent cash, which commercial bail bondsmen usually take as their fee. Obviously the appearance bond option benefits defendants with limited financial resources, who cannot afford to lose their 10 percent. Judges sometimes used appearance bonds where there was future appearance risk but little or no violence risk, and pretrial jail alternatives either were not available or not appropriate.

The problem in <u>Barton</u> was that the pretrial order required the ten percent "in cash or other security." The Washington Supreme Court in <u>Barton</u> held that this violated the defendant's constitutional right to bail "by sufficient sureties", meaning a third party guarantee of that ten percent of the bail amount. <u>Barton</u>, 181 Wash.2d at 168. <u>Barton</u> threw the legality of appearance bonds into question. Commercial bonding companies hailed the decision.

Responding to its <u>Barton</u> decision, the Supreme Court then repealed that section of Criminal Rule 3.2 specifically authorizing appearance bonds. Likewise, King County Superior Court repealed that part of its counterpart local court rule. Now, fashioning a release order that operates like an appearance bond but complies with <u>Barton</u> and court rule is challenging. There is a proposed amendment to CrR 3.2 being studied which would specifically authorize appearance bonds and also comply with <u>Barton</u>. The money bail system contradicts the presumption of innocence, discriminates based on wealth, fails to ensure public safety, jails people unnecessarily, imposes high social costs, and drives up jail costs. Fortunately, these flaws are coming to the attention of local governments, prosecutors, defenders and judges.

The money bail system contradicts the presumption of innocence, discriminates based on wealth, fails to ensure public safety, jails people unnecessarily, imposes high social costs, and drives up jail costs. Fortunately, these flaws are coming to the attention of local governments, prosecutors, defenders and judges.

In April, at the annual SCJA judicial conference, there will be a presentation about money bail and alternatives used in other jurisdictions. Likewise, on May 25, 2016, Justice Mary Yu and I will co-chair a Symposium at the Temple of Justice in Olympia for the Supreme Court on issues with the money bail system. The Symposium is open to the public, lawyers welcome.

About the author: Theresa Doyle has been a King County Superior Court judge since 2005, and was a Seattle Municipal Court judge from 1998-2004. She has served as Assistant Chief Criminal Judge, Drug Court judge, Mental Health Court Judge (in Seattle Municipal Court), and on the criminal trial civil trial, and family law calendars. Judge Doyle works on criminal justice reform issues for the Minority & Justice Commission and Superior Court Judges Association (SCJA).

Supreme Court Symposium Pre-Trial Justice: Reducing the Rate of Incarceration **By Lorrie Thompson**

Four years ago, Yakima County Superior Court Judge Richard Bartheld faced a serious problem in his new position. He had just joined the bench and was assigned to the criminal presiding position where he faced daily pre-trial decisions about releasing defendants and setting bail. New judicial colleagues gave him advice, but there was no training and little information on defendants coming before him in their first appearances.

"I was forced to make a decision based on information, if any, that was provided by the prosecutor at that time," Bartheld said.

Even more concerning — meaningful bail hearings after defense counsel was appointed and alleged victims contacted for input were not happening until 14-21 days after a person's arrest, "which was appalling," he said.

Bartheld was speaking to a packed courtroom in May during a public symposium on pre-trial justice hosted by the Washington Supreme Court and presented by its Minority and Justice Commission.

"Out of frustration," the judge said, he formed a committee of judges, prosecutors, defense counsel, corrections officers, administrators, county commissioners, law enforcement officers and others to find a solution to lengthy jail time served waiting for bail and release decisions.

Earlier this year, Yakima implemented its new pre-trial program requiring release decisions within 48 hours of arrest, the presence of prosecutors and defense counsel at these hearings, use of a new risk assessment tool, and more information for judges to make decisions. The program also includes four levels of pre-trial release that include varying levels of required contact with the court.



Judge Richard Bartheld

In the first six weeks of Yakima's program, the average time for a "meaningful" bail or release decision decreased from 14.7 days to 1.7 days, and the county's jail now averages 50 fewer inmates per day.

Bartheld said he is thrilled with the early success, and is happiest about one particular statistic: 42.

That is the number of persons arrested during the six weeks who were never charged with any crime — and were released rather



Judge Theresa Doyle addressing the Court

than held waiting for a bail hearing. Under the old system, they likely would have spent time in jail and had their lives significantly disrupted, yet never have been charged.

Request for task force

The symposium, "Pre-Trial Justice: Reducing the Rate of Incarceration," was presented to the Court on May 25, the fourth in an annual series of symposiums conducted by the M&J Commission which examine critical components of the justice system where improvements are needed, and which also impact racial and ethnic minorities disproportionately.

"I believe this Court remains unique in its extraordinary commitment to examining these issues in an open forum," Supreme Court Justice Mary Yu said when introducing the symposium. Yu is co-chair of the M&J Commission along with Justice Charles Johnson. King County Superior Court Judge Theresa Doyle served as

moderator for the symposium, which examined a nationwide effort to reform pre-trial practices, explored new programs in Yakima and Spokane, presented a panel of Washington experts, and a panel of people adversely affected by pre-trial processes.

Several times during the symposium there were also requests or challenges to the Supreme Court to create a task force that would review pre-trial practices in Washington and make recommendations for statewide improvements.

"Fixing what's wrong with bail"

When a defendant cannot afford bail and waits weeks in jail for a trial, "lives are upended," Judge Doyle said. Jobs are lost, families scattered, housing put in peril, perhaps for want of \$1,000 in bail a person does not have, while taxpayers foot the bill for the jail time and often the severely disrupted lives.

"There's a better way," Doyle said.

She introduced keynote speaker Professor Cynthia Jones of the American University College of Law, and the Pre-Trial Racial Justice Initiative, who is considered the national expert on the issue.

Bail and pre-trial practices have become a national justice issue because they have a great deal of impact on people accused of crimes, particularly low-income persons; because they have become "untethered" from their original purposes and have morphed into a



Professor Cynthia Jones gives her keynote presentation

monetary industry; and because they disproportionately affect racial and ethnic minorities, Jones said.

Rather than focusing on safety or flight concerns, "we are using money to determine pre-trial detention," she said. "It's a problem because we are using money."

Even 50 years ago, U.S. Attorney General Robert F. Kennedy expressed serious concerns about the use of money bail for detaining accused persons.

"The rich man and the poor man do not receive equal justice in our courts. And in no area is this more evident than in the matter of bail," Kennedy wrote in 1964 regarding federal bail reform legislation. "Every year in this country, thousands of persons are kept for weeks or even months following arrest. They are not proven guilty. They may be no more likely to flee than you or I. But, nonetheless, most of them must stay in jail because, to be blunt, they cannot afford to pay for their freedom."

With court calendars so crowded, bail decisions are handled quickly almost as an administrative function (with use of bail schedules), but even a \$1,000 bail "might as well be a million" for a homeless or destitute person, Jones said.

And the reality is that many or most judges do not know how long a defendant stays in jail after bail is set. Jails are not operated by courts and judges, and a Washington judge very likely does not know that the defendant with the \$500 bail is still in jail awaiting trial six weeks later.

Yet studies show detention before trial has enormous impacts. "It changes the entire trajectory of a case," she said.

The studies show that a person held in jail is more likely to lose a job, a car, family cohesion; is more likely to plead guilty out of desperation to be released as quickly as possible to limit the damage of detention; that prosecutors know of this desperation and are less likely to offer plea deals; that the person held in pre-trial detention is more likely to get a longer sentence.

The studies also show that racial and ethnic minorities fare worse outcomes under this system because they are disproportionally pulled into and held in the criminal justice system, and with so little examination of the bail decision process, unintended biases will continue to persist.

"We need to talk about reforming the pre-trial processes — fixing what's wrong with bail," Jones said.

"There's a better way"

Washington is a right-to-bail state, as many states are, but Jones said that many potential improvements to the bail system are not expensive or extreme.

Some examples:

- Consider eliminating bail and pre-trial detention altogether for low-level non-violent offenders. Other restrictions and requirements for checking in with the court could be instituted.
- Provide more information to judges before bail hearings, whether though short pre-hearing interviews by defense attorneys or neutral parties, or non-biased risk assessments. Information should include ability to pay bail among other factors.
- Provide training for judges and prosecutors on implicit subconscious bias and how it can manifest in a bail decision. "We all have biases," Jones said. "It's not about being racist, it's a factor of our environment growing up."
- Require a very brief written reason for a bail decision such as "previously threatened victim," or "no criminal history," as a
 reminder that the decision has magnitude and needs some thought and reasoning.
- Institute regular reviews of bail decisions as a way to catch unintended biases or trends that have snuck into the process.

Whereas jails used to primarily house low-level offenders serving their sentences, studies show that as much as 60 to 70 percent of jail inmates can be persons awaiting trial who could not pay bail, Jones said.

"Would [these changes] slow things down? Probably just a bit," she said. "SHOULD it slow things down? Absolutely, given the magnitude and importance of this decision."

Community concerns

One concern in communities over lack of bail is that defendants will just skip hearings and trials, with no money on the line. However, results of reform efforts around the U.S. have found that simple reminders — particularly by text — bring the vast majority of defendants back to court.



Yakima has found that 90 percent of released defendants come back to court on their hearing dates, and another 5 percent return within one to two days after they get a reminder call.

Changing bail practices can make communities nervous in a number of ways, which is why Spokane court leaders included a strong community outreach component while reforming their own pre-trial processes.

"Educating the community and all of the stakeholders is very important. It increases buy-in," said Professor Jackie van Wormer of Washington State University, a member of the Spokane Regional Law & Justice Council.

Judge Maryann Moreno and Gloria Ochoa-Bruck of Washington Commission on Hispanic Affairs joined van Wormer in discussing Spokane's blueprint for pre-trial reform, followed by a panel discussion on Washington court rules and state and federal laws regarding bail, as

well as attorney and court and experiences involving bail.

A final presentation came from a panel of persons affected by bail decisions and their time spent in jail because they could not afford to get out.

One man said he spent three months in jail and then took a deal for a low-level charge — disorderly conduct — just to get out of jail. Another panelist, Ashley Fields, spent two months in jail on first \$150,000 bail, later lowered to \$50,000, during which she did not see her son or her mother (for whom she was a caregiver). Her case was dismissed two weeks after she posted \$5,000, which she never got back.

"I thought about pleading guilty to get out of jail," Fields said, but was dissuaded by her attorney. "I would like to see humanity brought back to the system. I would like you to consider the people."

Edmonds Municipal Court Judge Linda Coburn closed the symposium saying, "Now is an exciting time," because so many

individuals and groups are working hard to examine issues of mass incarceration, disproportionality and other critical justice issues.

She asked that the discussion be continued so the questions and information get passed to as many judicial officers and justice leaders as possible.

"The goal is to seek ways where all of us can be better," she said.

Symposium recording and materials are available on the Commission's <u>website</u>.



Closing remarks from Judge Linda Coburn

Tribal State Court Consortium

The Tribal State Court Consortium (TSCC) is a collaboration of the Minority and Justice Commission, Gender and Justice Commission, Administrative Office of the Courts, and tribal courts across Washington State. Created in 2013, TSCC aims to expand and increase communication and cooperation between state and tribal court judicial officers. TSCC provides an open, transparent forum where state and tribal court judicial officers can come together and discuss jurisdictional issues, gaps in services, and ways to develop lasting partnerships.



TSCC regional meeting participants

The TSCC held a regional meeting on June 24, 2016 at the Quinault Indian Nation. Chief Justice Barbara Madsen (Washington State Supreme Court), Chief Judge Joel Penoyar (Quinault Tribal Court), and President Fawn Sharp (Quinault Indian Nation) gave opening remarks. Professor Mark Kleiman, Professor of Public Policy at New York University, gave a keynote presentation on how to have less crime and less punishment. President Sharp presented on the public trust doctrine and its emerging applications.

TSCC's annual meeting was held in Spokane on September 12, 2016, in conjunction with the Washington State Fall Judicial Conference. Annual meetings are an opportunity to network, identify focus areas, and appoint judges to organize events. Judge Lori K. Smith (King County Superior Court) and Judge Cindy K. Smith (Suquamish Tribal Court) gave opening remarks.



TSCC annual meeting participants



President Fawn Sharp with the Quinault Indian Nation giving a tour.

Judges of Color Reception

The Commission's second Judges of Color Reception, "Bridging the Gavel Gap," followed the TSCC's annual meeting to create an evening of collaboration. The annual event is an opportunity to recognize and celebrate the diversity of the court bench. Accomplishments and work of the TSCC were highlighted and updates on the Judges and Commissioners of Color Directory initiative were shared. The Directory is set to be released in 2017.





Other Commission Sponsored Events

3rd Annual American Law & Justice Workshop - Refugee Connection

The Interpreter Commission and the Minority and Justice Commission provided staff and an information table at the 3rd Annual American Law and Justice Workshop organized by Refugee Connection Spokane. The event was held at Gonzaga School of Law on March 9, 2016. The purpose of the event was to help immigrants and refugees better understand their rights and the resources they have in the justice system, as well as break down barriers and common misconceptions and misunderstandings that they may have of the system. Over 200 people attended the workshop, which was the largest in the program's history. There were over 20 different language interpreters present to help translate the program, some of whom were AOC-court certified interpreters. Minority and Justice Commission Co-Chair, Justice Mary Yu, was the keynote speaker for the event.

Culture and Ethics Symposium at Gonzaga University School of Law

On April 1, 2016, the Commission's law student liaisons at Gonzaga University School of Law hosted their first event. The Symposium provided attendees the opportunity to engage in a day-long conversation on culturally competent best practices in the legal system, as well as cultural awareness and ethics within the legal practice. The event was free and open to the public, and CLE credits were available for legal professionals. Presenters from around the state, including a panel of Supreme Court justices, joined the students to help make the Symposium a success.

Screening of "3 1/2 Minutes, 10 Bullets" and Community Forum - Vancouver, WA

On April 17, 2016, the Commission hosted a screening of the award-winning movie is and community forum featuring Mr. Ron Davis, the father of slain 17-year-old Jordan Davis; Lt. Greg Laquer, City of Vancouver Police Dept.; Ms. Camara Banfield, Chief Criminal Deputy Prosecuting Attorney for the Clark County Prosecuting Attorney's Office; Mr. Rick McLeod, President of the Board of Trustees for the Clark County Bar Association; and Facilitator Judge LeRoy McCullough, King County Superior Court. The event brought together nearly 100 hundred community members at Clark College and was generously sponsored by a number of community organizations.

Joint Meeting with the Access to Justice Board

On December 2, 2016, the Minority and Justice Commission, Gender and Justice Commission, and Interpreter Commission held a joint meeting with the Access to Justice Board. The purpose for the meeting was to identify ways in which the four bodies can collaborate on common areas of intersectionality, with race and access to justice in the forefront. There was a presentation by representatives from the Spokane Community Court and each of the three Commissions and Board. News was shared about upcoming projects and each group led a breakout session to go deeper into understanding the work of each different entity. Staff developed and implemented a survey to collect feedback on whether we were able to achieve the attended goals of the joint meeting, which we will plan to present to the leadership of each Commission and Board in the near future.





Youth and Justice Forums



The Minority and Justice Commission partners with communities across Washington State to host Youth and Justice Forums, which are day-long events held to encourage and inspire youth to consider the many different career paths in the law and justice system. The forums invite middle and high school aged youth from diverse backgrounds to learn about the work of an attorney, law enforcement officer, judge, and other justice system professionals. Over 60 volunteer professionals from the justice system, many of whom come from diverse backgrounds, participate in the forums.

Throughout the day, students are led through skits or mock trials, argue fictitious fact scenarios, and hear from justice system professionals about the work that they do and their paths to the law. By the end of the day, students leave with not only a greater understanding of their rights and responsibilities as members of their communities, but also with their horizons expanded as to the many different career opportunities available in the justice system and how to seize those opportunities. Below is a list of some of the Youth and Justice Forums the Commission sponsored in 2016:

Seattle Youth and Law Forum

Date: May 23, 2016 Location: First A.M.E. Church, Seattle, WA Sponsored by: First AME Church, Loren Miller Bar Association, Seattle Police Department, Zeta Phi Beta Sorority, Inc.

Yakima Youth and Justice Forum featuring the UW Law Academy: Discovering Law and Making a Difference Date: October 6, 2016

Location: Heritage University, Toppenish, WA

Sponsored by: Heritage University, University of Washington School of Law, Safe Yakima Valley, Law School Admission Council, Yakima Valley Community Foundation

Spokane Youth and Justice Forum

Date: December 9, 2016 Location: Spokane Falls Community College, Spokane, WA Sponsored by: Spokane County Bar Association's Diversity Section, Spokane Public Schools, Spokane Police Department, Spokane County Sheriff, Spokane Falls Community College, Gonzaga University School of Law, and City of Spokane







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