

Washington State's Use of Electronic Home Monitoring in the Juvenile Justice System

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Prepared by the Washington State Center for Court Research

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Introduction

Overview

Washington State statute defines electronic monitoring as a type of detention in which technology is used to track and/or physically confine a youth “alleged to have committed an offense or an adjudicated offender subject to a disposition or modification order” (RCW 13.40.020). Engrossed Substitute Senate Bill (ESSB) 5092 section (4)(a) was passed in 2021 and provides funding for the Washington State Center for Court Research (WSCCR) within the Office of Court Innovation (OCI) at the Administrative Office of the Courts (AOC) to review and research the use of electronic home monitoring (EHM) for justice-involved youth. The resulting two-part research project identified six fundamental questions regarding the historic (2010-2020) and current (2022) use of EHM in Washington State:

Part I: Historic Use (2010 to 2020) of EHM as a Juvenile Detention

Alternative

1. How many youths¹ have been placed on EHM by the Department of Children, Youth, and Families Juvenile Rehabilitation (DCYF/JR) between the years of 2010 and 2020?
2. How many youths have been placed on EHM by juvenile courts between the years of 2010 and 2020?
3. Who are the youth placed on EHM (their age, gender, race, and ethnicity)?

Part II: Courts’ Current Use of EHM as a Juvenile Detention Alternative

1. Why is EHM used (e.g., to monitor compliance, to support youth)?
2. When is EHM used (e.g., pre or post-adjudication)?
3. How is EHM used (e.g., eligibility requirements, equipment)?

¹Including individuals up to the age of 26 under the supervision of the Department of Children, Youth and Families.

Washington State’s Use of Electronic Home Monitoring (EHM) in the Juvenile Justice System

Part I: Historic Use (2010 to 2020) of EHM as a Juvenile Detention Alternative

The juvenile justice system in Washington State is decentralized, meaning local jurisdictions operate with significant autonomy within the confines of state laws. To fulfill ESSB 5092’s requirement to research historic EHM use (2010-2020), WSCCR/OCI/AOC coordinated data sharing from the juvenile courts and DCYF/JR. The analyses in Part I report on that EHM data and seek to answer these three fundamental questions about historic EHM practices:

1. How many youths¹ have been placed on EHM by DCYF/JR between the years of 2010 and 2020?
2. How many youths have been placed on EHM by juvenile courts between the years of 2010 and 2020?
3. Who are the youth placed on EHM (their age, gender, race, and ethnicity)?

¹Including individuals up to the age of 26 under the supervision of the Department of Children, Youth and Families.

Methodology and Framework of Part I

The research team requested EHM data directly from each court and DCYF/JR and worked to obtain data with assistance from a variety of staff, including Juvenile Court Administrators, Juvenile Court Assistant Administrators, Juvenile Detention Alternatives Initiative coordinators, Detention managers and staff, Information Technology staff, Electronic Monitoring Support staff, Community Alternatives Program Specialists, Court Services Managers, and Juvenile Rehabilitation Program Administrators. It took approximately 6-8 months to collect Part I data on EHM usage.

Staff either provided an Excel data file from already existing records (e.g., one court maintains an internal database with EHM records and were able to download that data and send it to the research team), or compiled data to complete a data template the research team created. Requested data included youths' case number, ID, demographic information (i.e., race, ethnicity, gender, age at time of placement), offense information, and placement information (i.e., start and end dates of EHM, violations while on EHM, reason for ending placement). Courts provided as much information as they had available, but not all of the courts provided the same amount or level of information. That is, some courts did not record offense information, while others did not have youth identifiers or used their own unique youth identifiers. Additionally, the research team met with court staff and DCYF/JR staff to clarify any discrepancies and obtain additional information on use for Part I as needed.

Also note that each jurisdiction operates independently and may differ in how they use EHM and record EHM use. For instance, some courts record concurrent placements as separate placements, while other courts record them as one placement. That is, if a youth is ordered to five days on EHM for an assault, and five days on EHM for a theft, one court may record this as one, 10-day placement while another records it as two, five-day placements. The analyses that follow present placements as courts recorded them.

Please keep in mind that each jurisdiction is unique, and the best measure for success is against its former system outcomes rather than a comparison to its neighbors. Understanding that each jurisdiction has different resources, funding structures, challenges, cultures, histories, and values will be helpful in forming a proper perspective on the data and usage of each jurisdiction.

Part I of this report first presents an overview of DCYF/JR use of EHM and analyses of youth supervised by DCYR/JR between 2010 and 2020. Part I next presents both county-level and combined county (state) data. Throughout, results are presented at the youth-level (e.g., how many males have been on EHM) and placement level (e.g., how many placements are males) and then broken down by year (2010-2020) and county when appropriate.

DCYF/JR Use of EHM 2010-2020

DCYF/JR serves the state's highest-risk youth, uses EHM as supervision option

DCYF/JR serves the state's highest-risk youth. For the past 25 years DCYF/JR has used EHM as a supervision option. A private company, Sentinel Offender Services, provides the infrastructure (e.g., monitoring dashboard, equipment) for JR's EHM use, but DCYF/JR staff set up the EHM equipment and directly monitor youth. While they currently use an ankle unit monitoring device, JR staff are exploring the possibility of adding GPS watch equipment to their equipment inventory to provide an option that avoids the trauma or stigma associated with wearing an ankle unit monitor.

There are currently three programs where EHM is used as an option by DCYF/JR.

EHM can be used as a graduated response to parole violations

There are two ways that electronic monitoring is used while providing parole aftercare services. When staff have concerns about a youth's safety, repeated violations of the parole contract, or frequented locations, EHM can serve as a graduated response. Youth who have violations resulting in a parole revocation may also be able to participate in electronic monitoring in lieu of an institution placement. This keeps a young person in their community and connected to reentry services to promote positive youth development. It also provides youth the ability to live at home to strengthen ties to family and community, and practice learned skills while remaining safe and accountable. When using EHM as a graduated response or sanction, JR staff work with the young person to support their successful participation on EHM while reinforcing positive community involvement. About 10% of JR youth on parole aftercare will participate in electronic monitoring as a graduated response.

EHM for young adults with a Department of Corrections (DOC) sentence

Legislation (HB 1646) has expanded JR's use of electronic monitoring to juveniles adjudicated as adults with a Department of Corrections (DOC) sentence. Since youth are eligible to stay at JR through age 25, this option would allow eligible young adults with a DOC sentence that extends past the age of 25 but ends prior to their 26th birthday, to be transferred to electronic monitoring in lieu of DOC secure confinement under certain conditions. For example, DCYF/JR had one youth who had 89 days between turning 25 and the end of their sentence. To prevent the youth from being placed in DOC secure confinement, that youth was placed on EHM for the 89-day remainder of their sentence.

EHM can be used as part of a Community Transition Services Program

Finally, DCYF/JR is establishing a new community transition services program (CTS) as a further step-down option. Under HB 1186, an individual who has served at least 60 percent of a term of confinement and at least 15 weeks may serve the remaining portion of that term of confinement in the community while the DCYF provides supported reentry, connections to needed services, and monitors the individual's location. This option has not yet been implemented, but is expected to become available in calendar year (CY) 2023.

DCYF/JR EHM Data Summary

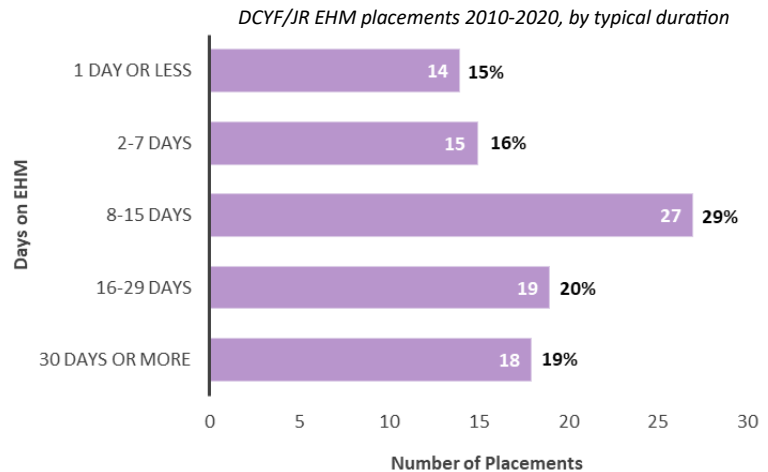
DCYF/JR serves the state's highest-risk youth. For the past 25 years DCYF/JR has used EHM as a supervision option.

DCYF/JR provided EHM data to show how EHM has been used from 2010 to 2020.

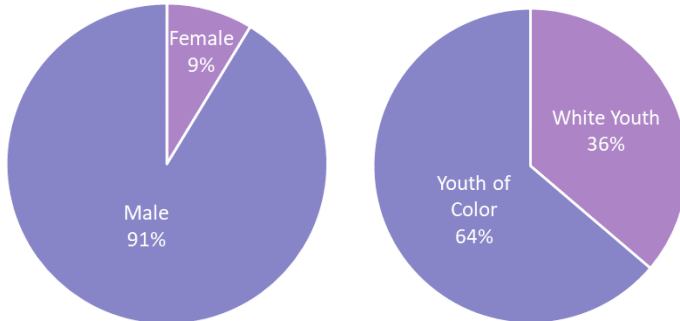
From 2010-2020, there were **93 EHM placements** under the supervision of DCYF/JR.

This corresponds to **69 unique youth** representing **74 obligations** (referrals).

The median, or typical, EHM placement under DCYF/JR was **14 days**. Most placements were between 8 and 15 days, but ranged from less than a day to 368 days.



DCYF/JR EHM placements 2010-2020, by gender and race



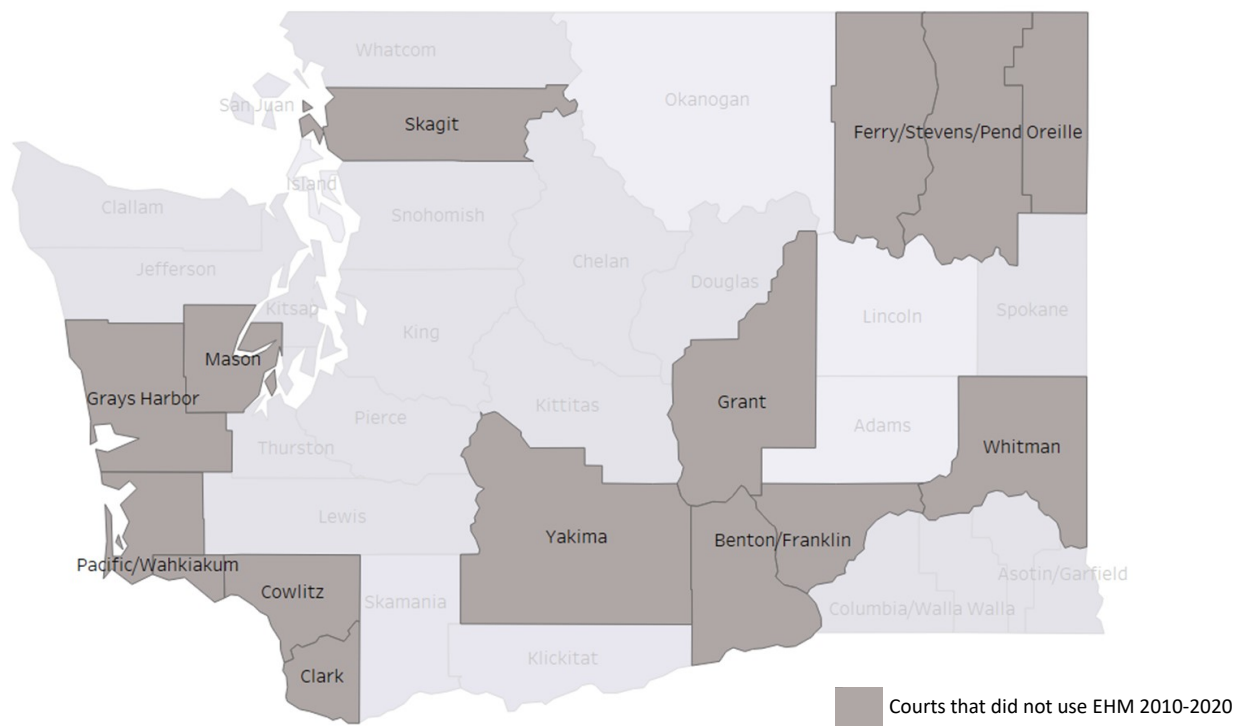
Most youth on EHM under DCYF/JR were **males**, and the majority were **youth of color** (i.e., Black/African American, American Indian/Alaskan Native and Hispanic/Latino youth). For reference, 94% of the Average Daily Population in JR in 2020 were males and 68% were youth of color (Goins, 2022).

Juvenile Courts' Use of EHM 2010-2020

Eleven of the 33 juvenile courts in Washington State did not offer EHM 2010 to 2020

Eleven of the 33 juvenile courts² in Washington State did not offer EHM between 2010 and 2020. For the most part, courts that did not offer EHM from 2010 to 2020 do not offer EHM at the time of this report (2023). The two exceptions are Yakima and Mason, both of which did not use EHM previously, but are currently working to offer EHM.

Figure 1. Map of the juvenile courts in Washington State that did not use EHM (in grey) between 2010 and 2020.



Those juvenile courts that do not, and did not, offer EHM shared information about why EHM is not used as a juvenile detention alternative. There were three themes that emerged as to why these courts do not use EHM:

Resource Barriers: Five courts referenced resource barriers as reasons for not using EHM. For example, four of those courts mentioned the cost associated with EHM and one stated EHM use is a burden on probation counselors. Another court described concerns with equitable access to equipment. That is, youth who do not have broad band internet access cannot use EHM equipment, eliminating EHM for those youth as an alternative option to detention.

Concerns about the Effectiveness of EHM: One court shared that they do not use EHM because their “court and community place a higher value on sentences being completed in a way that gives back to the community, rather than sitting home [on EHM].”

Concerns with Using EHM: Three courts mentioned their prosecuting attorney’s office does not support EHM and prohibits its use. For two courts, this is because of the requirement that youth receive day for day credit for time served. Since EHM is defined in statute as a type of detention (RCW 13.40.020), if it is used as a pre-trial release option, youth may be serving detention time prior to being ordered to detention at adjudication.

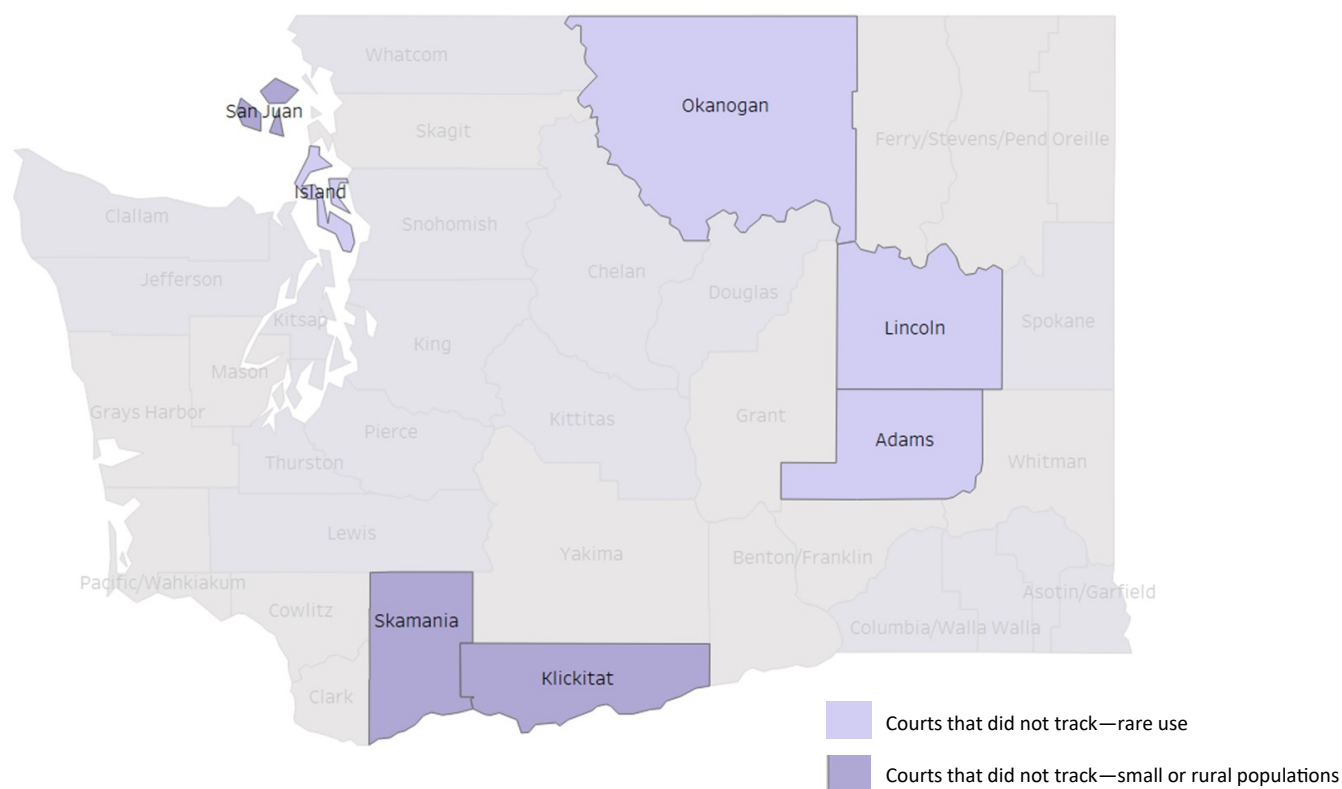
⁹ ²Note that juvenile courts in Washington State can have joint jurisdiction, represented in the map with / (e.g., Columbia/Walla Walla, Asotin/Garfield).

Juvenile Courts' Use of EHM 2010-2020

Seven courts used EHM from 2010 to 2020, but did not track their use

Seven of the 33 juvenile courts in Washington State did not track EHM use between 2010 and 2020. There were two primary reasons courts did not track EHM use: one, because these courts rarely, if ever use EHM, or two, because of courts' small or rural populations.

Figure 2. Map of juvenile courts in Washington State that used EHM between 2010 and 2020 but did not track use due to rare use (in light purple), or due to small or rural populations (in darker purple).



Four did not track use because they rarely, if ever, use EHM

Separate from not *offering* EHM, four courts, Adams, Island, Lincoln, and Okanogan, rarely *used* EHM from 2010 to 2020. Due to that rare use, these courts did not track EHM use. For example, one court shared that they “do not use it enough to collect any valuable data” and estimated they had one youth on EHM from 2010 to 2020.

As for why EHM is not commonly used, one court shared that “due to extremely low juvenile criminal referrals [they] have not had a single case where EHM was needed or appropriate.” Others shared that EHM does not work well for them or that the cost of EHM and a low population that could use it precluded EHM use.

Three did not track use due to small or rural populations.

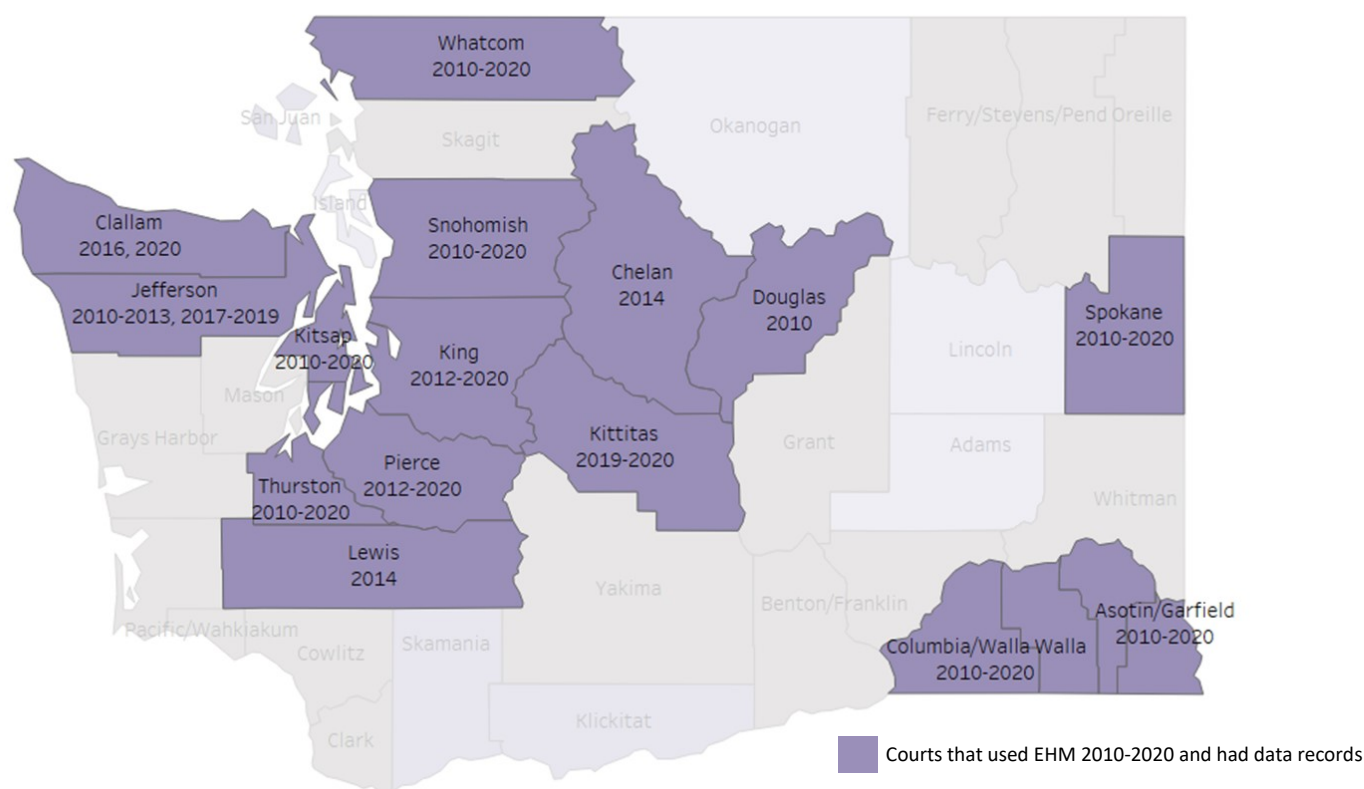
While Klickitat, San Juan, and Skamania can and do use EHM, they do not track EHM use due to their small or rural populations. This is not to say they do not track any information about EHM; one of these smaller courts informally tracks some information on alternatives for program improvement and another mentioned that because they “only have about 1-2 [youth on EHM] every year it [is] easy to see what is [going] on and if it is effective.” One court stated they do not keep data other than what would be entered into the Juvenile and Corrections System (JCS), which they noted has its limitations in regard to accuracy.

Juvenile Courts' Use of EHM 2010-2020

Fifteen of the 33 juvenile courts in Washington State used EHM at least once from 2010 to 2020 and provided data records for this report

Fifteen courts used EHM at least once in the 11-year period, however not all of these courts regularly used EHM. For example, Lewis County used EHM only once in 2014. Chelan County similarly used EHM only twice in the 11-year period, but has not used it since due to a lack of utilization by their judiciary. This map shows which counties provided EHM data for Part I of this report as well as the years in which EHM was used.

Figure 3. Map of juvenile courts in Washington State that used EHM between 2010 and 2020 and provided data records for Part I of this report (in dark purple), along with years of EHM use.



Because some courts used EHM frequently and others rarely, Part I of this report will present combined county (state) analyses as well as each county's use of EHM. Data records for this report came from a variety of sources. Seven courts had internal databases to record their EHM usage, while one court's EHM service provider maintains records of EHM use. Two courts utilized JCS to record EHM use. Five courts did not keep formal records of use between 2010 and 2020, but were able to provide information on the youth who were on EHM during the 11-year period. That is, the research team created an Excel data template that asked for EHM information including case numbers, IDs, demographics, offenses, and dates. These five courts completed this data template with as much information they had available and provided it to the research team. Not all courts were able to include all the information the data template asked for.

Juvenile Courts' Use of EHM 2010-2020

From 2010 to 2020, there were 10,756 EHM placements by juvenile courts

Data records from the 15 juvenile courts that used EHM and tracked its use from 2010 to 2020 were combined to represent overall EHM use. Youth could be placed on EHM more than once. From 2010 to 2020 there were 10,756 EHM placements corresponding to 5,449 youth on EHM. On average, there were approximately two placements per one youth in the 11-year period. The number of youth and placements per county is presented below.

Table 1. The total number of youth on EHM and the total number of EHM placements by juvenile courts statewide, by year and overall.

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Overall
Total Number of Youth on EHM	372	383	669	618	532	494	536	518	532	551	244	5,449
Total Number of Placements	549	646	1,183	1,207	1,135	1,079	1,067	1,079	1,116	1,190	505	10,756

Table 2. The total number of youth on EHM and the total number of EHM placements by juvenile courts, broken down by county and by year.

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Asotin/ Garfield	Youth on EHM	9	17	9	14	6	4	9	7	5	8	7	95
	EHM Placements	11	26	14	22	8	8	15	13	11	11	12	151
Chelan	Youth on EHM					2							2
	EHM Placements					2							2
Clallam	Youth on EHM							1				1	2
	EHM Placements							2				1	3
Columbia/ Walla Walla	Youth on EHM	22	13	17	13	15	8	8	3	7	2	3	111
	EHM Placements	26	16	31	15	31	14	17	5	11	2	4	172
Douglas	Youth on EHM	1											1
	EHM Placements	1											1
Jefferson	Youth on EHM	2	3	1	3				4	1	1		15
	EHM Placements	2	3	1	3				4	4	1		18

Table 2 cont. *The total number of youth on EHM and the total number of EHM placements by juvenile courts, broken down by county and by year.*

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
King	Youth on EHM			375	231	198	156	172	185	187	151	59	1,714
	EHM Placements			648	514	479	458	413	453	539	522	200	4,226
Kitsap ³	Youth on EHM	19	42	26	42	33	34	36	30	28	59	26	375
	EHM Placements												
Kittitas	Youth on EHM										11	16	27
	EHM Placements										17	19	36
Lewis	Youth on EHM					1							1
	EHM Placements					1							1
Pierce	Youth on EHM			76	124	82	141	132	119	122	137	12	945
	EHM Placements			95	199	152	221	229	218	197	206	20	1,537
Snohomish	Youth on EHM	53	66	29	35	17	5	31	11	18	9	7	281
	EHM Placements	70	82	40	59	29	5	43	19	23	18	11	399
Spokane	Youth on EHM	233	166	152	118	143	129	116	126	126	133	63	1,505
	EHM Placements	379	374	348	299	342	308	258	284	243	267	138	3,240
Thurston	Youth on EHM	14	15	11	12	7	1	6	12	13	14	30	135
	EHM Placements	15	16	17	16	13	1	7	14	16	26	45	186
Whatcom	Youth on EHM	19	25	9	26	28	16	25	21	25	26	20	240
	EHM Placements	26	33	17	38	45	30	47	39	44	61	29	409

³Note that Kitsap provided a data summary of youth on EHM per year only, so there is no information on the number of EHM placements

Juvenile Court Rate of EHM Use 2010-2020

The overall rate of EHM use by juvenile courts has been decreasing from 2010 to 2020

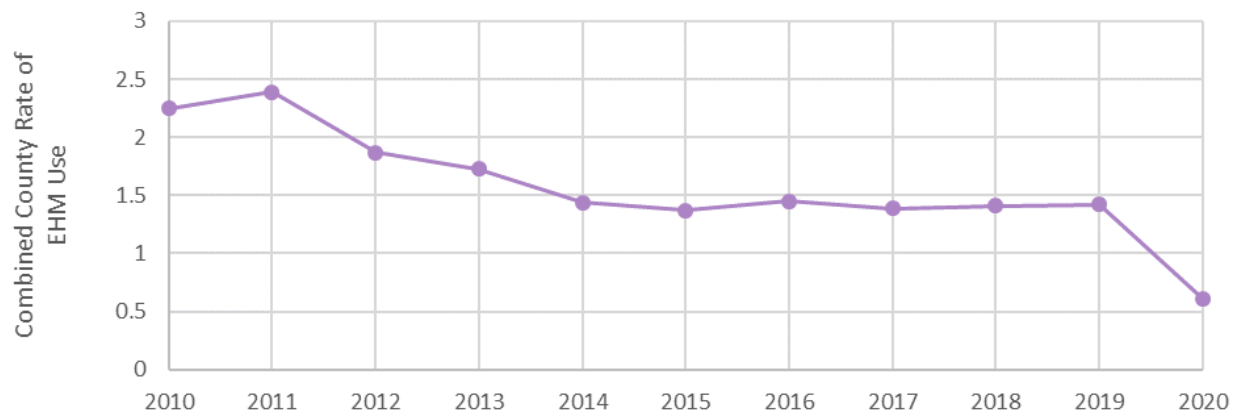
Table 3 below shows how many youth were on EHM each year and the relevant youth population (ages 12-17).⁴ Note: because not all counties used EHM each year, youth population was only included if the county had data for at least one youth on EHM that year. For example, as stated on the map on page 11, Kittitas County did not start using EHM until 2019, so their youth population is only included in the total population for 2019 and 2020.

The number of youth on EHM was then divided by the youth population and multiplied by 1,000 to represent the yearly rate of EHM use. The yearly rate of use varied from a high of 2.39 to a low of 0.61. Across the 11-year period, the overall rate of EHM use was 1.48. That is, for every 1,000 youth in counties that used and tracked EHM from 2010 to 2020, approximately one youth had at least one EHM placement during the observation period. Figure 4 below shows the yearly trends in the rate of use.

Table 3. The total number of youth placed on EHM by juvenile courts statewide, the relevant youth (age 12-17) population, and the rate of EHM use, broken down by year and overall.

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Overall
Total Number of Youth on EHM	372	383	669	618	532	494	536	518	532	551	244	5,449
Relevant Youth (12-17) Population	165,328	160,106	358,095	356,782	368,660	361,102	370,250	373,157	378,310	387,010	397,298	3,676,098
Rate (Youth/Population) * 1,000	2.25	2.39	1.87	1.73	1.44	1.37	1.45	1.39	1.41	1.42	0.61	1.48

Figure 4. The rate of EHM use by juvenile courts statewide, plotted by year. Note that from 2010 to 2013, the rate of EHM use was above the overall 11-year rate of 1.48 youth on EHM per 1,000 youth. From 2014 until 2020, the yearly usage rate of EHM was below the overall 11-year rate and dropped to its lowest rate in 2020.



⁴While youth on EHM could be as young as 10 years old and as old as 20 years old, the majority of youth (96.8%) were between 12 and 17 years of age. Thus, we are using the 12-17 youth population to calculate youth-level EHM rates.

Juvenile Court Rate of EHM Use 2010-2020

While average statewide juvenile court rate of EHM use was 1.48, the rate varied by county

To further explore the frequency with which EHM is used, each *county's* youth-level rate of EHM use during the 11-year period between 2010 and 2020 was calculated. For each year, the number of youths on EHM in each county was divided by the county's population of youth (aged 12 to 17). That was then multiplied by 1,000 to give the rate of usage per every 1,000 youth in each county in that year. The same calculation was performed using each subsequent year's EHM records and youth population data. The tables below show these youth-level EHM rates by year and county.

Table 4. *These tables present the number of youth on EHM in each county, the youth population (ages 12 to 17), and the calculated rate of usage, broken down by year and overall.*

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Asotin/ Garfield	Youth on EHM	9	17	9	14	6	4	9	7	5	8	7	95
	Youth (12-17) population	1,784	1,683	1,608	1,592	1,602	1,623	1,637	1,643	1,656	1,672	1,681	18,181
	Rate (Youth/ Population * 1,000)	5.04	10.10	5.60	8.79	3.75	2.46	5.50	4.26	3.02	4.78	4.16	5.23

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Chelan	Youth on EHM					2							2
	Youth (12-17) population					5,948							5,948
	Rate (Youth/ Population * 1,000)					0.34							0.34

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Clallam	Youth on EHM							1				1	2
	Youth (12-17) population							4,405				4,583	8,988
	Rate (Youth/ Population * 1,000)							0.23				0.22	0.22

Table 4 cont. These tables present the number of youth on EHM in each county, the youth population (ages 12 to 17), and the calculated rate of usage, broken down by year and overall.

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Columbia/ Walla Walla	Youth on EHM	22	13	17	13	15	8	8	3	7	2	3	111
	Youth (12-17) population	4,918	4,976	4,928	5,022	5,129	5,188	4,989	5,181	5,248	5,290	5,282	56,151
	Rate (Youth/ Population * 1,000)	4.47	2.61	3.45	2.59	2.92	1.54	1.60	0.58	1.33	0.38	0.57	1.98

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Douglas	Youth on EHM	1											1
	Youth (12-17) population	3,657											3,657
	Rate (Youth/ Population * 1,000)	0.27											0.27

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Jefferson	Youth on EHM	2	3	1	3				4	1	1		15
	Youth (12-17) population	1,684	1,575	1,559	1,531				1,452	1,446	1,442		10,689
	Rate (Youth/ Population * 1,000)	1.19	1.90	0.64	1.96				2.75	0.69	0.69		1.40

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
King	Youth on EHM			375	231	198	156	172	185	187	151	59	1714
	Youth (12-17) population			136,276	136,670	138,277	140,713	143,463	145,981	147,862	149,936	152,609	1,291,787
	Rate (Youth/ Population * 1,000)			2.75	1.69	1.43	1.11	1.20	1.27	1.26	1.01	0.39	1.33

Table 4 cont. These tables present the number of youth on EHM in each county, the youth population (ages 12 to 17), and the calculated rate of usage, broken down by year and overall.

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Kitsap	Youth on EHM	19	42	26	42	33	34	36	30	28	59	26	375
	Youth (12-17) population	20,312	19,385	18,767	17,918	17,813	17,887	17,664	17,793	17,885	18,004	18,235	201,663
	Rate (Youth/Population * 1,000)	0.94	2.17	1.39	2.34	1.85	1.90	2.04	1.69	1.57	3.28	1.43	1.86

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Kittitas	Youth on EHM										11	16	27
	Youth (12-17) population										3,119	3,222	6,341
	Rate (Youth/Population * 1,000)										3.53	4.97	4.26

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Lewis	Youth on EHM					1							1
	Youth (12-17) population					5,739							5,739
	Rate (Youth/Population * 1,000)					0.17							0.17

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Pierce	Youth on EHM			76	124	82	141	132	119	122	137	12	945
	Youth (12-17) population			64,175	63,950	63,983	64,384	65,262	66,373	67,476	68,846	70,397	594,846
	Rate (Youth/Population * 1,000)			1.18	1.94	1.28	2.19	2.02	1.79	1.81	1.99	0.17	1.59

Table 4 cont. These tables present the number of youth on EHM in each county, the youth population (ages 12 to 17), and the calculated rate of usage, broken down by year and overall.

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Snohomish	Youth on EHM	53	66	29	35	17	5	31	11	18	9	7	281
	Youth (12-17) population	60,304	59,281	58,028	57,451	57,252	57,868	58,352	59,216	60,021	60,838	61,890	650,501
	Rate (Youth/Population * 1,000)	0.88	1.11	0.50	0.61	0.30	0.09	0.53	0.19	0.30	0.15	0.11	0.43

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Spokane	Youth on EHM	233	166	152	118	143	129	116	126	126	133	63	1505
	Youth (12-17) population	37,359	37,658	37,559	37,574	37,754	38,043	38,529	39,146	39,821	40,418	41,161	425,022
	Rate (Youth/Population * 1,000)	6.24	4.41	4.05	3.14	3.79	3.39	3.01	3.22	3.16	3.29	1.53	3.54

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Thurston	Youth on EHM	14	15	11	12	7	1	6	12	13	14	30	135
	Youth (12-17) population	20,513	20,226	20,021	19,983	20,079	20,256	20,742	21,039	21,396	21,713	22,215	228,183
	Rate (Youth/Population * 1,000)	0.68	0.74	0.55	0.60	0.35	0.05	0.29	0.57	0.61	0.64	1.35	0.59

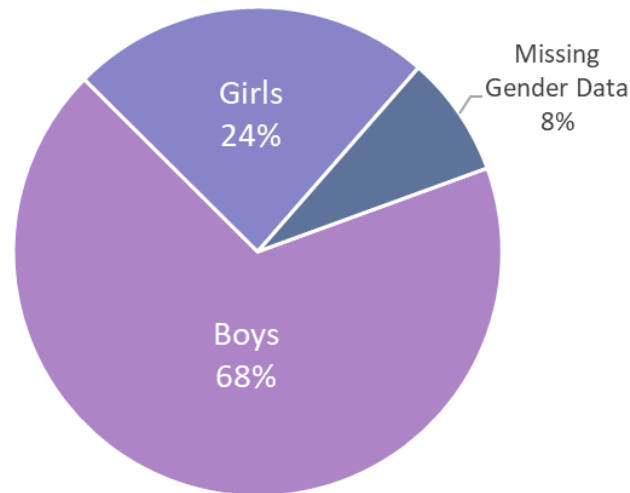
		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
Whatcom	Youth on EHM	19	25	9	26	28	16	25	21	25	26	20	240
	Youth (12-17) population	14,797	15,322	15,174	15,091	15,084	15,140	15,207	15,333	15,499	15,732	16,023	168,402
	Rate (Youth/Population * 1,000)	1.28	1.63	0.59	1.72	1.86	1.06	1.64	1.37	1.61	1.65	1.25	1.43

Juvenile Court EHM Placements by Gender 2010-2020

Sixty-eight percent of youth placed on EHM by juvenile courts statewide were boys

Overall, youth on EHM were primarily boys as compared to girls.⁵ Sixty-eight percent of youth on EHM were boys (n = 3,697) and 24% were girls (n = 1,335). There was missing gender data for 8% (n = 417) of youth represented.

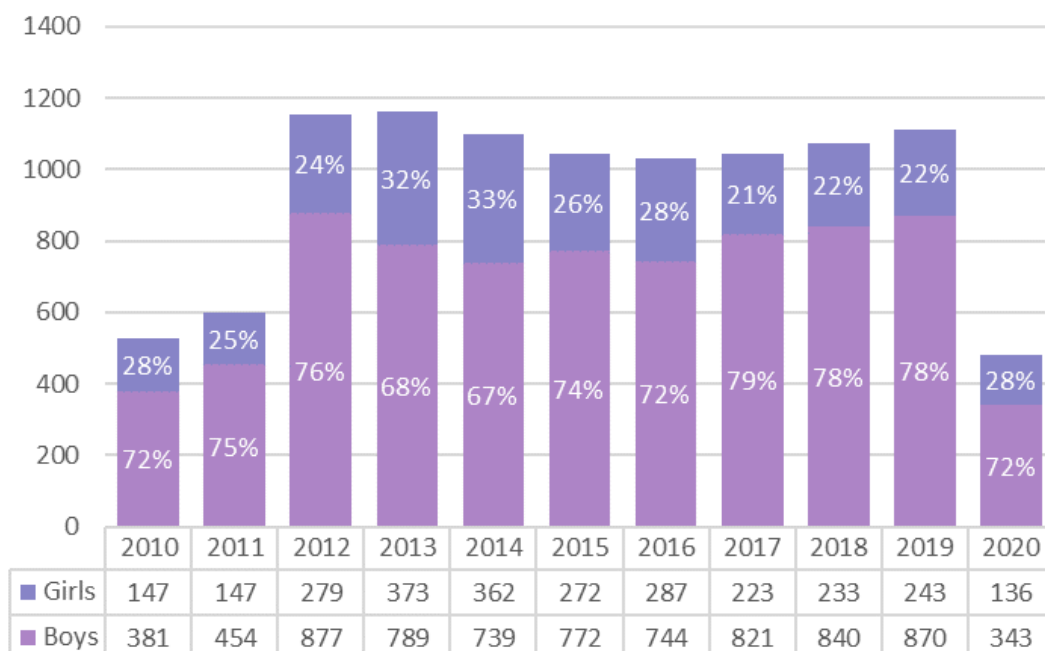
Figure 5. Youth placed on EHM by juvenile courts statewide, 2010-2020, by gender.



Between 68% and 79% of juvenile court placements were accounted for by boys each year

Of the 10,756 placements, only 10,332 provided gender data. That is, gender information was missing for 4% (n = 424) of placements. Across the 11-year period, 7,360 (74%) of the 10,332 placements with gender demographic information were accounted for by boys. This number varied slightly by year.

Figure 6. EHM placements by juvenile courts statewide accounted for by boys versus girls, broken down by year.



⁵Note that currently, court data management systems only include a binary option for gender: male or female. We recognize that these labels are not inclusive of all possible gender identities, and many youths will not fit into one of these two categories. This is a limitation of the current study.

Juvenile Court EHM Placements by Gender 2010-2020

Boys accounted for the majority of juvenile court placements in each county 2010-2020

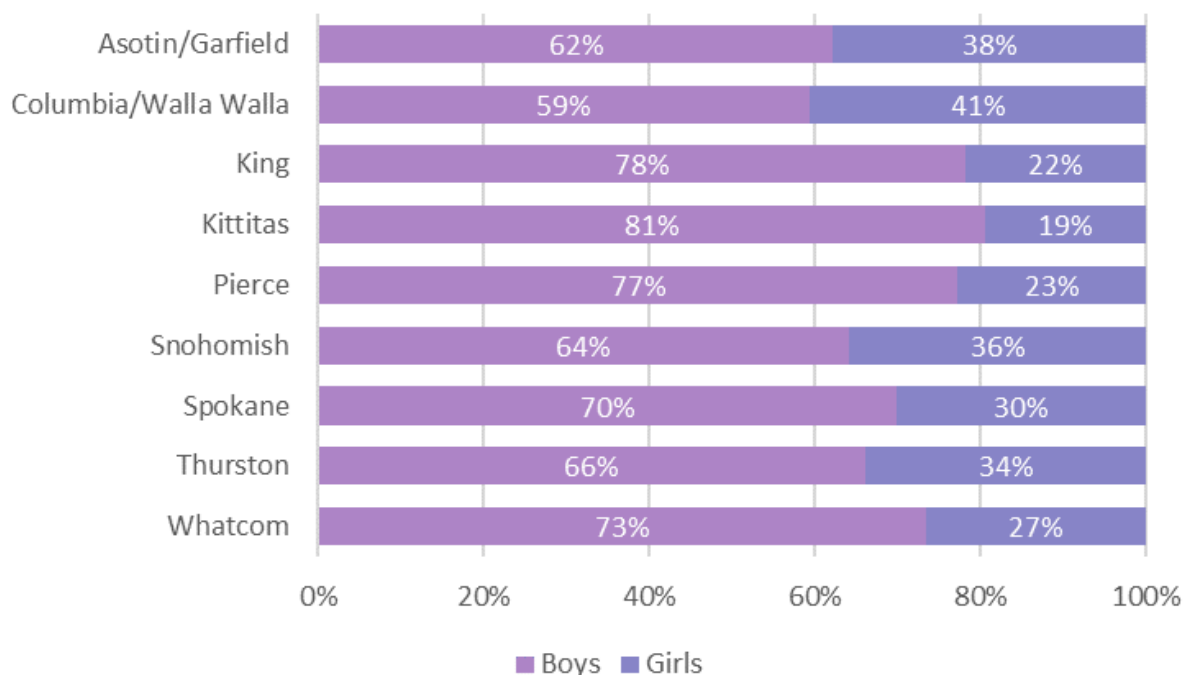
Boys accounted for more placements than girls when compared across counties as well. Note that if there were less than five youth in a cell no information is presented to preserve anonymity (this applies to Chelan, Clallam, Douglas, and Lewis). There was no gender information for placements in Jefferson or in Kitsap.

Table 5. The number of EHM placements accounted for by boys versus girls for each juvenile court 2010-2020.

County	Number of Boys on EHM 2010-2020	Number of Girls on EHM 2010-2020
Asotin/Garfield	94	57
Columbia/Walla Walla	102	70
King	3,303	923
Kittitas	29	7
Pierce	1,157	340
Snohomish	256	143
Spokane	2,261	979
Thurston	123	63
Whatcom	300	109

The percent of placements accounted for by boys in each county ranged from a low of 59% to a high of 81%. Figure 7 presents the percentage of placements accounted for by boys and girls by county averaged across the 11-year period.

Figure 7. The percentage of EHM placements accounted for by boys versus girls for each juvenile court 2010-2020.

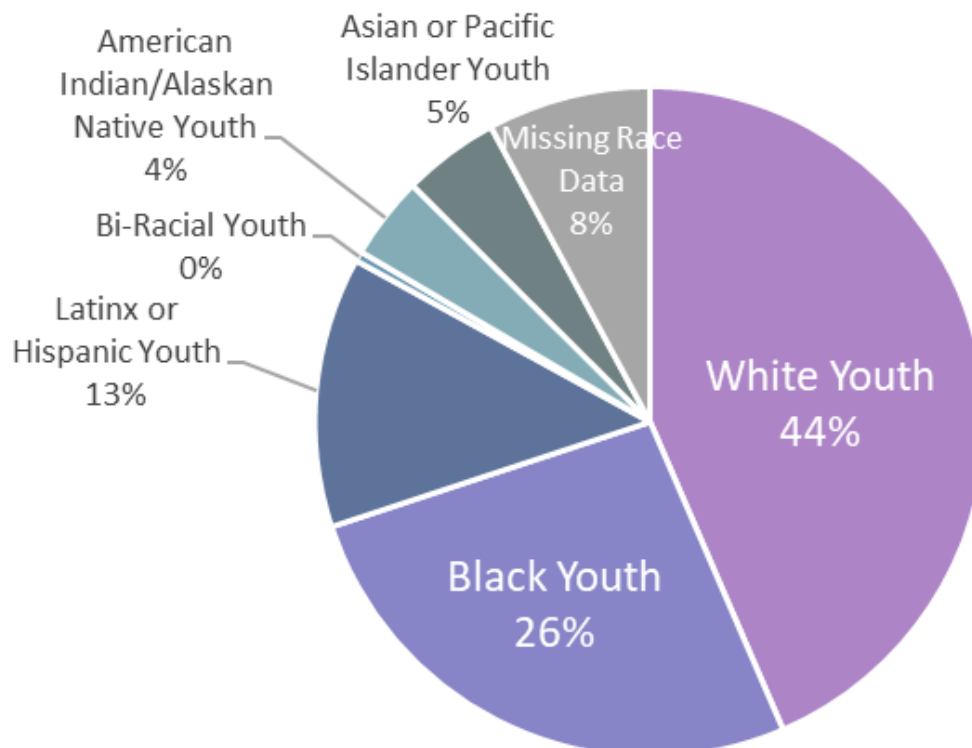


Juvenile Court EHM Placements by Race and Ethnicity 2010-2020

Forty-four percent of youth placed on EHM by juvenile courts statewide were White

Overall, there were slightly more youth of color on EHM than White youth. That is, 44% (n = 2,371) of the youth on EHM were identified as White, 26% (n = 1,440) as Black or African American, 13% (n = 711) as Latinx or Hispanic,⁶ 5% (n = 254) as Asian or Pacific Islander, 4% (n = 218) as American Indian or Alaskan Native, and a very small percentage (0.5%, n = 26) were identified as Bi-Racial. Race data was missing for 8% (n = 429) of the youth represented.

Figure 8. Youth placed on EHM by juvenile courts statewide, 2010-2020, by race/ethnicity.



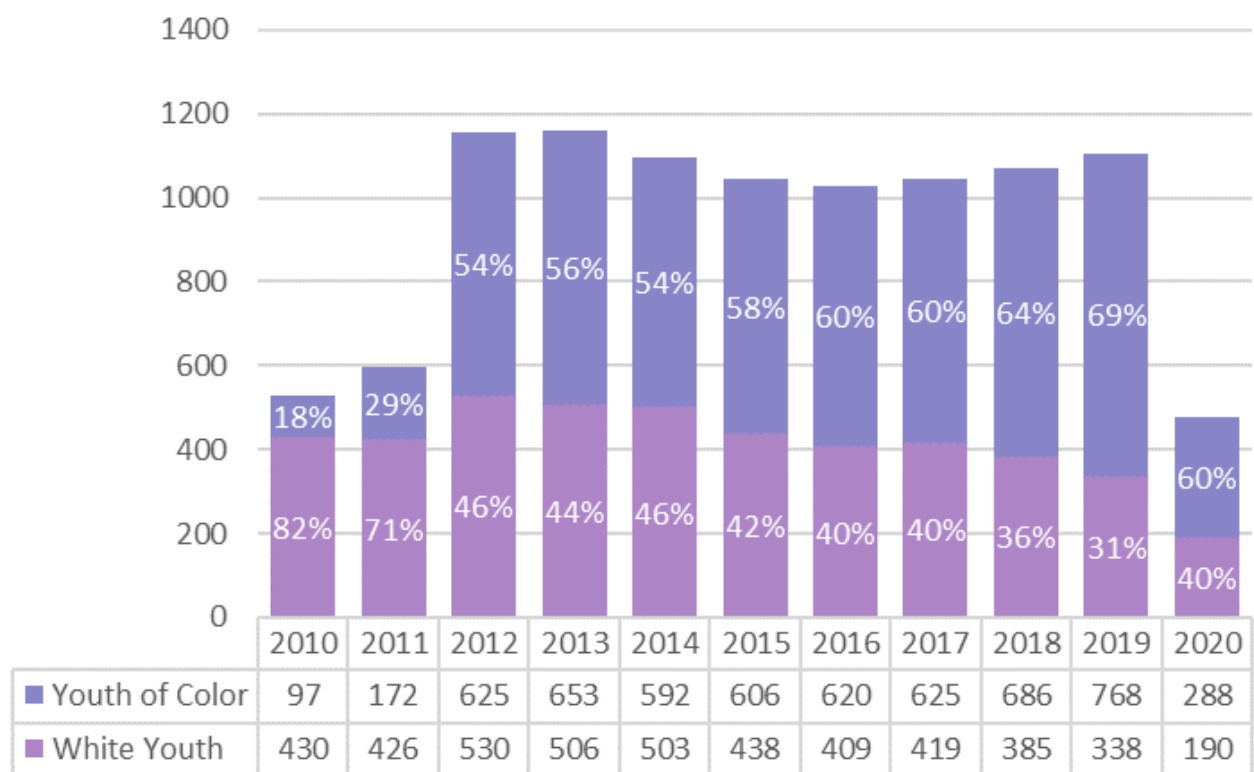
⁶Note that race and ethnicity were not reported the same by all jurisdictions, so race and ethnicity are combined here.

Juvenile Court EHM Placements by Race and Ethnicity 2010-2020

With exception of 2010, 2011, youth of color account for more juvenile court placements each year

Of the 10,756 placements, only 10,306 provided race data. That is, race information was missing for 4% (n = 450) of placements. Across the 11-year period, 43% (4,574) of the 10,306 placements with race demographic information were accounted for by White youth. Figure 9 below shows the number and percent of placements accounted for by White youth and youth of color each year.

Figure 9. *EHM placements by juvenile courts statewide accounted for by youth of color versus White youth, broken down by year.*



Juvenile Court EHM Placements by Race and Ethnicity 2010-2020

Youth of color accounted for more juvenile court placements in three of nine counties

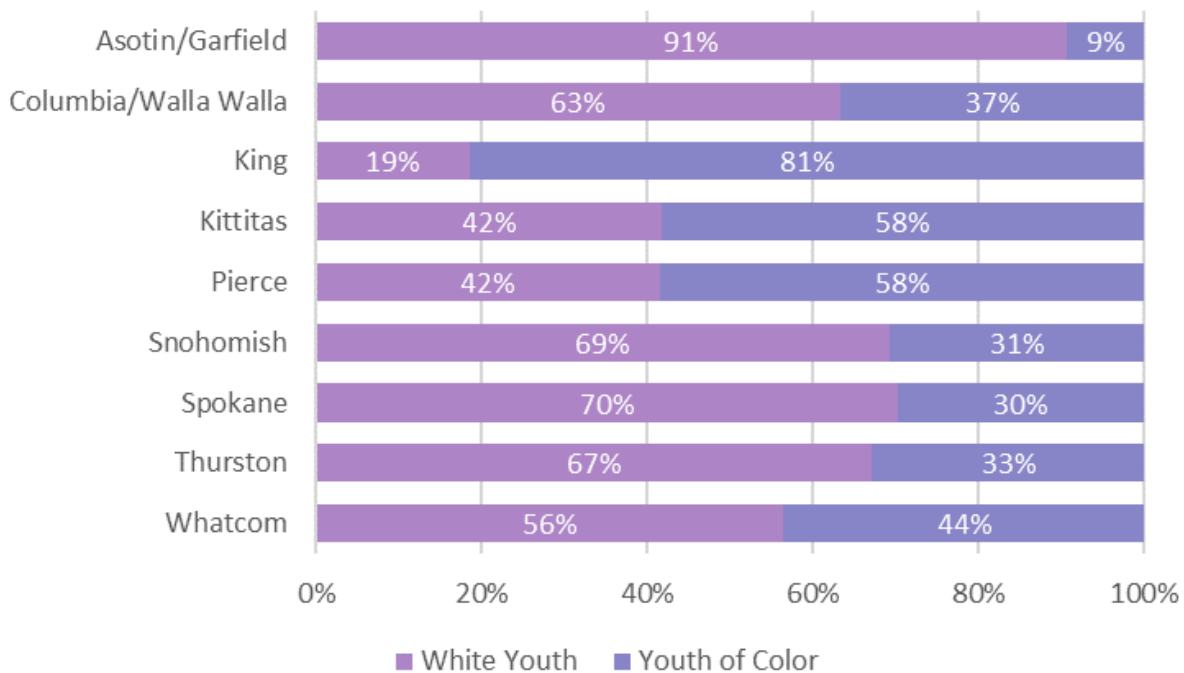
Youth of color accounted for more placements than White youth in three of the nine counties presented. Note: if there were less than five youth in a cell, no information is presented to preserve anonymity (this applies to Chelan, Clallam, Douglas, and Lewis). There was no race information for placements in Jefferson or in Kitsap.

Table 6. The number of EHM placements accounted for by youth of color versus White youth for each juvenile court 2010-2020.

County	Number of White Youth 2010-2020	Number of Youth of Color 2010-2020
Asotin/Garfield	136	14
Columbia/Walla Walla	109	63
King	786	3,431
Kittitas	15	21
Pierce	622	876
Snohomish	272	121
Spokane	2,274	965
Thurston	125	61
Whatcom	231	178

Youth of color account for a higher percentage of placements in King, Kittitas, and Pierce counties. Figure 10 presents the percentage of placements accounted for by youth of color and White youth by county as averaged across the 11-year period.

Figure 10. The percent of EHM placements accounted for by youth of color versus White youth for each juvenile court 2010-2020.

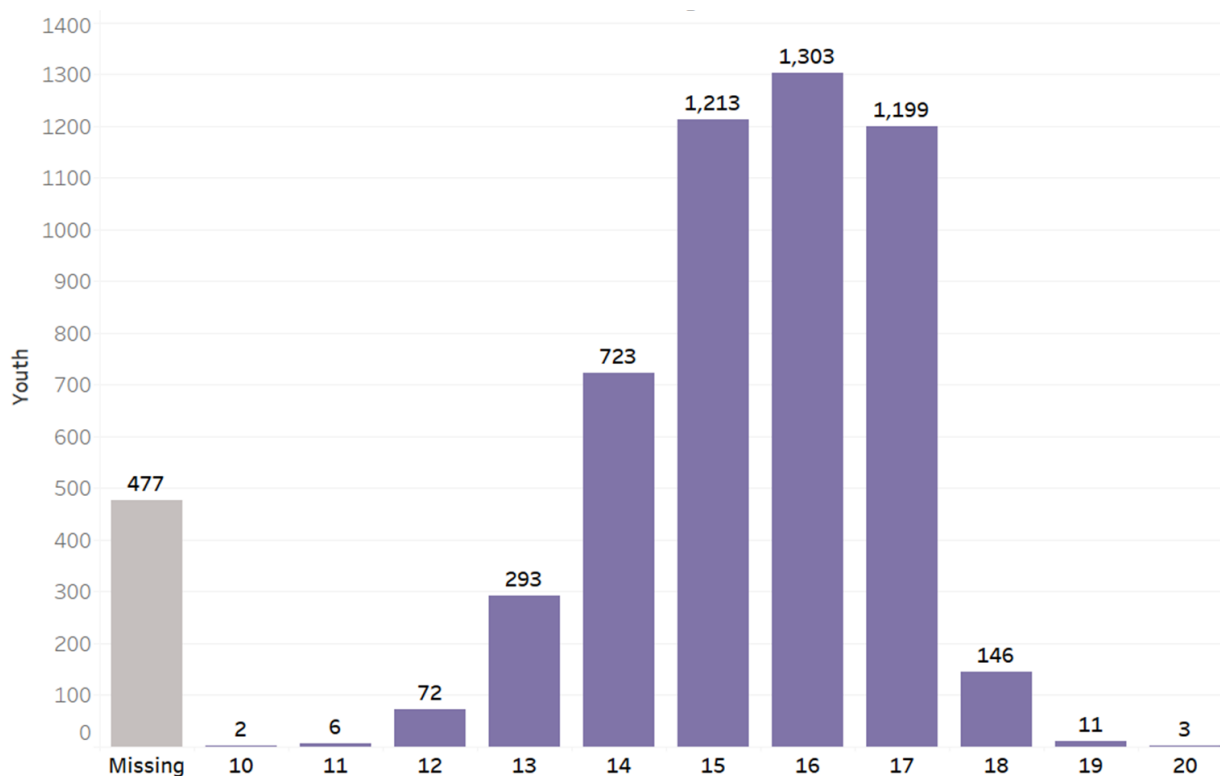


Juvenile Court EHM Placements by Age 2010-2020

Youth were typically 16 years old at the time of their first EHM placement by juvenile courts

To explore age, youths' age at the time of their first EHM placement was calculated. First placement age data was missing for 477 (9%) of youth represented. There was first placement age information for 4,972 of the 5,449 youth on EHM, which showed the average age of a youth the first time they are placed on EHM was 15.53. The median, or typical, age at first placement was 16. Youth could be as young as 10 years old, and as old as 20 years old when placed on EHM. Of those that had first placement age data, 2,309 youth (42%) were younger than 16 (i.e., age 10-15), and 2,663 (49%) were older than 16 (i.e., age 16-20) when first placed on EHM.

Figure 11. Youth placed on EHM by juvenile courts statewide, 2010-2020, by age at first placement.

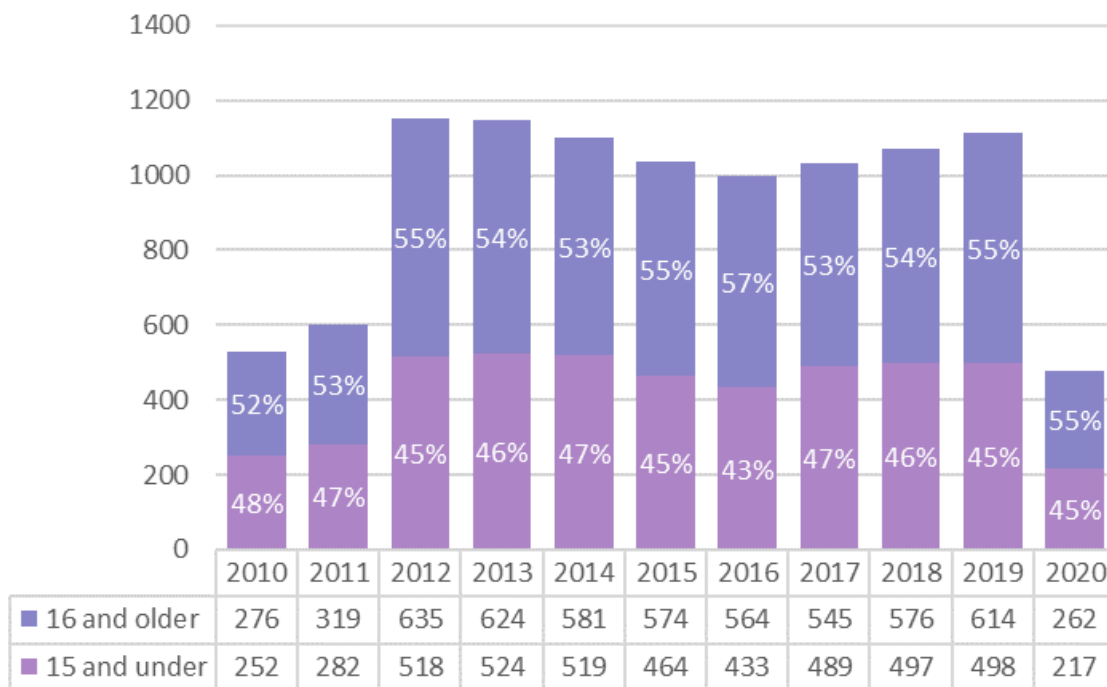


Juvenile Court EHM Placements by Age 2010-2020

Each year, youth 16+ accounted for the majority of EHM placements by juvenile courts

Of the 10,756 placements, only 10,263 provided age data. That is, age information was missing for 5% (n = 493) of placements. Across the 11-year period, the median age for a placement was 16 and the average age for a placement was 15.66. Of the 10,263 placements with age information, 46% (4,693) were accounted for by youth 15 and under. The percentage of placements accounted for by youth 15 and under did differ slightly by year. Figure 12 below shows the number and percent of placements accounted for by youth 15 and under and youth 16 and older each year.

Figure 12. *EHM placements by juvenile courts statewide accounted for by younger youth (15 and under) versus older youth (16 and over), broken down by year.*



Juvenile Court EHM Placements by Age 2010-2020

Youth 16+ accounted for the majority of placements in six of nine counties

Youth 16 and older accounted for more placements than youth 15 and under in six of the nine counties presented.

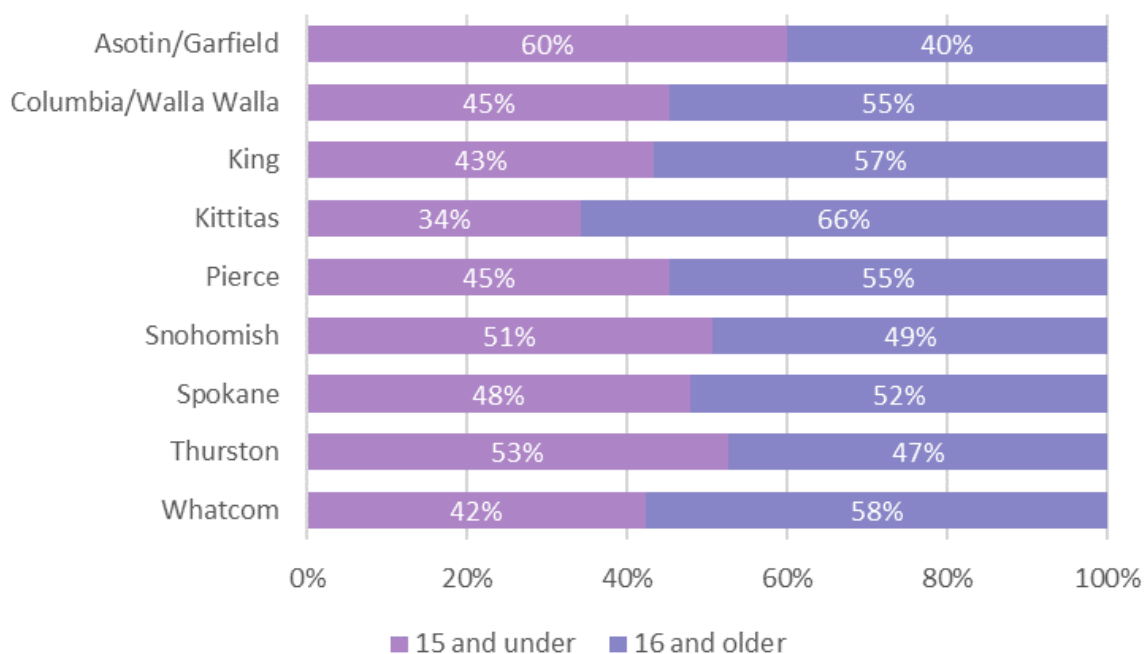
Note: if there were less than five youth in a cell, no information is presented to preserve anonymity (this applies to Chelan, Clallam, Douglas, and Lewis). There was no age information for placements in Jefferson or in Kitsap.

Table 7. The number of EHM placements accounted for by younger youth (15 and under) versus older youth (16 and older) for each juvenile court 2010-2020.

County	Placements of Youth under 15 2010-2020	Placements of Youth 16 and older 2010-2020
Asotin/Garfield	90	60
Columbia/Walla Walla	78	94
King	1,832	2,394
Kittitas	12	23
Pierce	653	787
Snohomish	202	197
Spokane	1,553	1,687
Thurston	98	88
Whatcom	173	236

When looking at individual counties, the percent of placements accounted for by youth 16 and older ranged from a low of 47% to a high of 66%. Figure 13 presents the percentage of placements accounted for by youth 15 and under and youth 16 and older by county as averaged across the 11-year period.

Figure 13. The percent of EHM placements accounted for by younger youth (15 and under) versus older youth (16 and older) for each juvenile court 2010-2020.

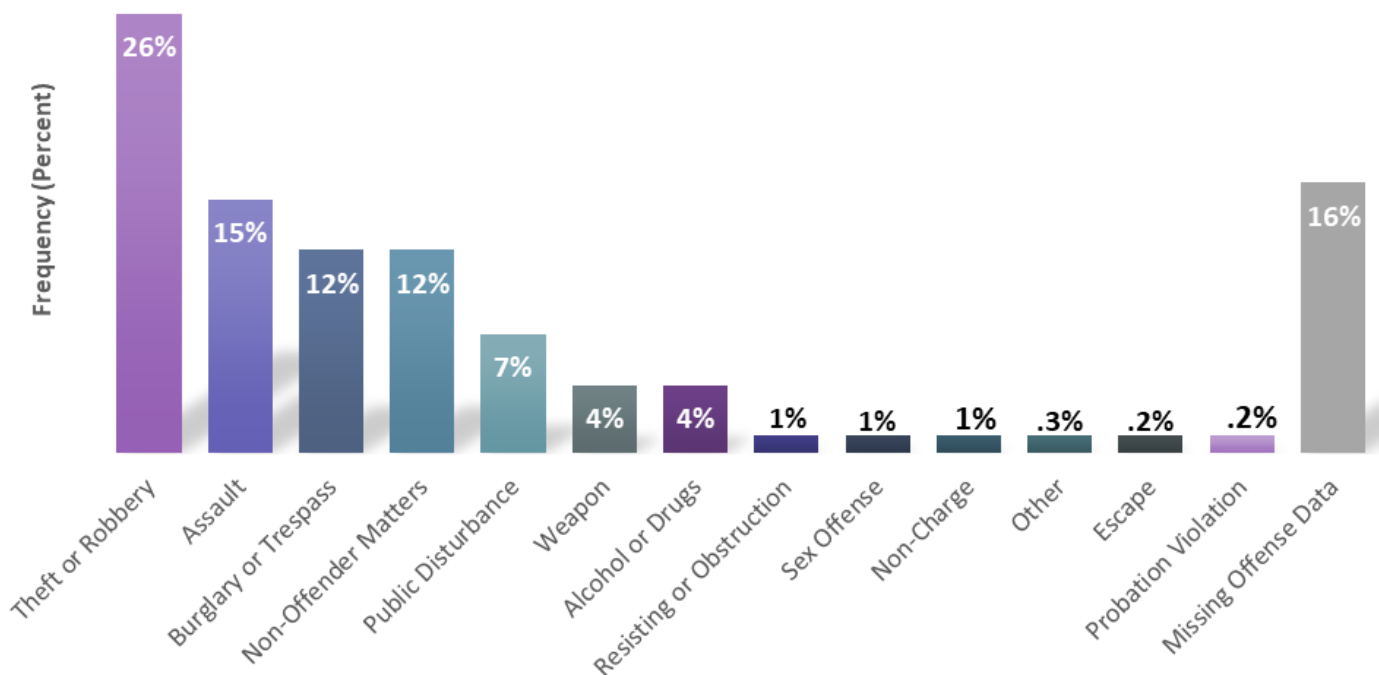


Juvenile Court EHM Placements by Offense 2010-2020

Theft or robbery offenses account for 26% of EHM placements by juvenile courts

Across the 11-year period, there were four offenses that were the most common reasons for EHM placement—theft or robbery (e.g., robbery-2, stolen vehicle) which accounted for 2,828 (26%) of all placements, assault (e.g., assault-4) which accounted for 1,658 (15%) of total placements, non-offender matters (e.g., at-risk youth) which accounted for 1,361 (12%) of all placements, and burglary or trespass offenses (e.g., residential burglary) which accounted for 1,262 (12%) of all placements). Data on offenses was missing for 1,681 (16%) of the placements.

Figure 14. EHM placements by juvenile courts statewide accounted for by each offense type, 2010-2020.

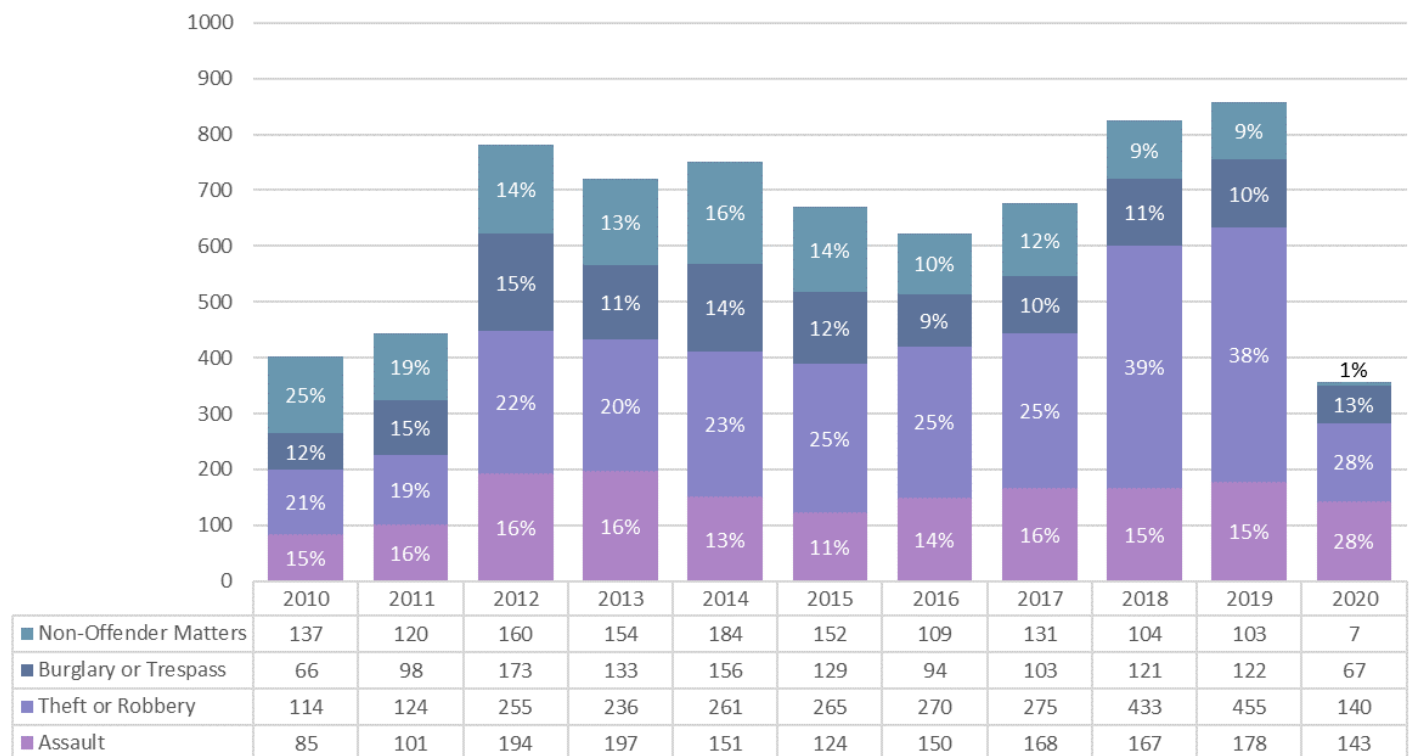


Juvenile Court EHM Placements by Offense 2010-2020

Four offenses accounted for the majority of placements 2010-2020 by juvenile courts

The four offenses that were the most common reasons for EHM placement—theft or robbery, assault, non-offender matters, and burglary or trespass—were also the four most common reasons each year.⁷ While the number and percent of placements accounted for by each of the four most common offenses varied slightly by year, they still accounted for the majority of placements. For example, non-offender matters accounted for the highest number and percent of placements in 2010, but in 2018 non-offender matters accounted for a lower number and percent of placements. Figure 15 below shows the number and percent of placements accounted for by each of these most common offenses by year.

Figure 15. EHM placements by juvenile courts statewide accounted for by the four most common offenses—non-offender matters, burglary or trespass, theft or robbery, and assault— broken down by year.



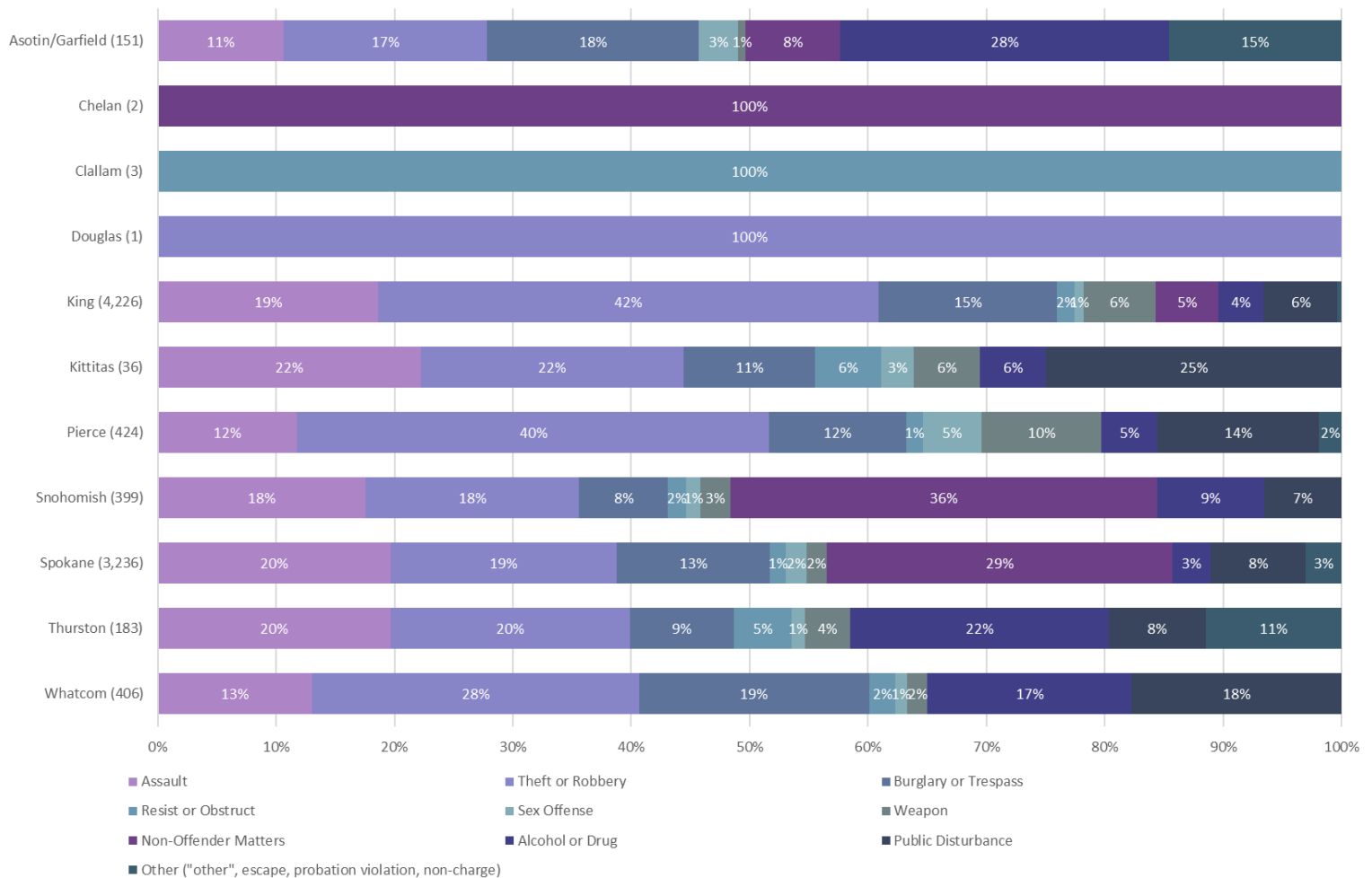
⁷In 2020, the number of EHM placements accounted for by non-offender matters actually decreased and were not one of the most common reasons for placement. In 2020, public disturbance offenses were the fourth most common reason for placement.

Juvenile Court EHM Placements by Offense 2010-2020

Theft or robbery offenses accounted for most placements in four of the eleven counties

Each county differed in how often each offense type led to an EHM placement. Theft offenses (e.g., possession of stolen property) were the most common reasons for placement in Douglas, King, Pierce, and Whatcom counties. Non-offender matters (e.g., at-risk youth) were the most common reasons for placement in Chelan, Snohomish, and Spokane counties. Alcohol or drug offenses (e.g., minor in possession) were the most common reasons for placement in Asotin/Garfield and Thurston counties. Public disturbance offenses (e.g., malicious mischief) were the most common reasons for placement in Kittitas county and sex offenses (e.g., rape) were the most common reasons for placement in Clallam county. There was no offense information for placements in Columbia/Walla-Walla, Lewis, Jefferson or Kitsap. Figure 16 below shows how often each offense lead to an EHM placement in each county. The total number of placements for each county with offense information are presented alongside each county name.

Figure 16. EHM placements by each juvenile court accounted for by each offense type 2010-2020.

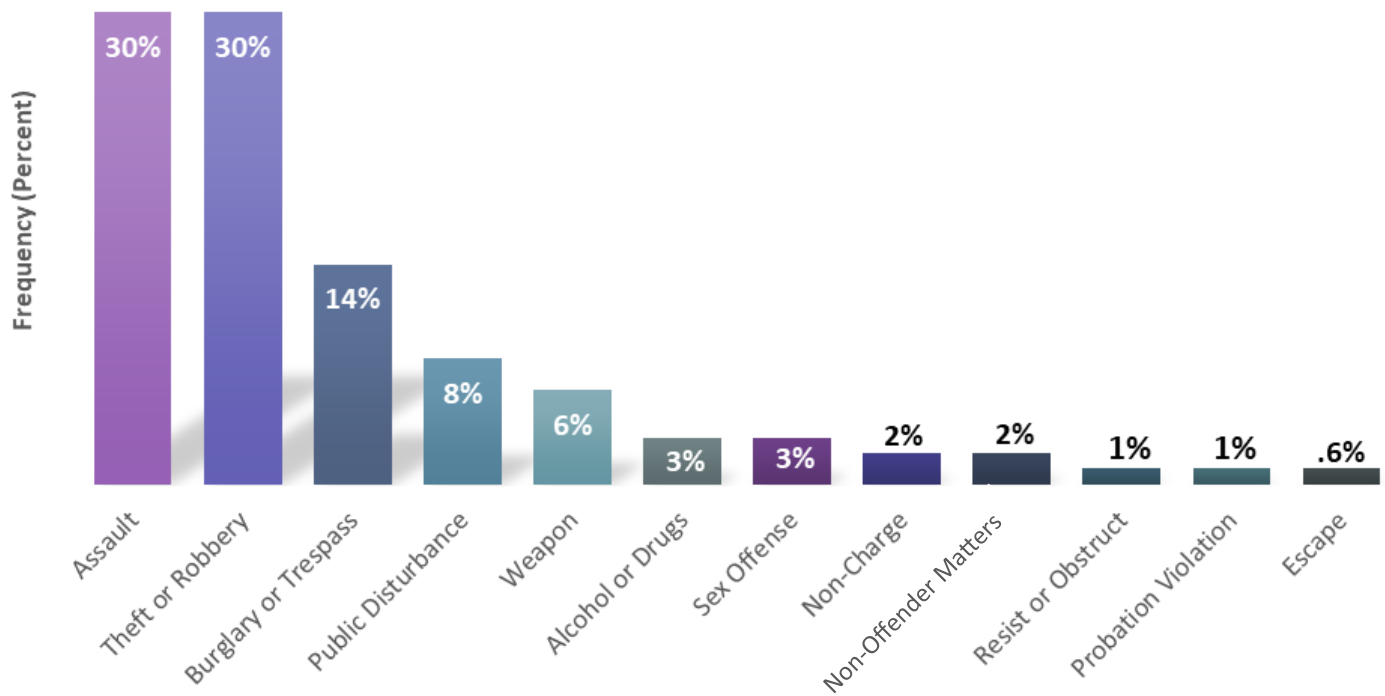


Juvenile Court EHM Placements by Offense in 2020

Theft or robbery *and* assault most common reasons for placement by courts in 2020

The distribution of offenses in 2020 did not mirror the preceding years, in part possibly due to the pandemic and ESSB 5290, which began to phase out the use of detention for non-offense matters. In 2020, assault (e.g., assault-4, assault-2) and theft or robbery (e.g., possession of stolen property, theft of motor vehicle) were the two most common reasons for EHM placement, each accounting for 30% of placements.

Figure 17. *EHM placements by juvenile courts statewide accounted for by each offense type in 2020 only*



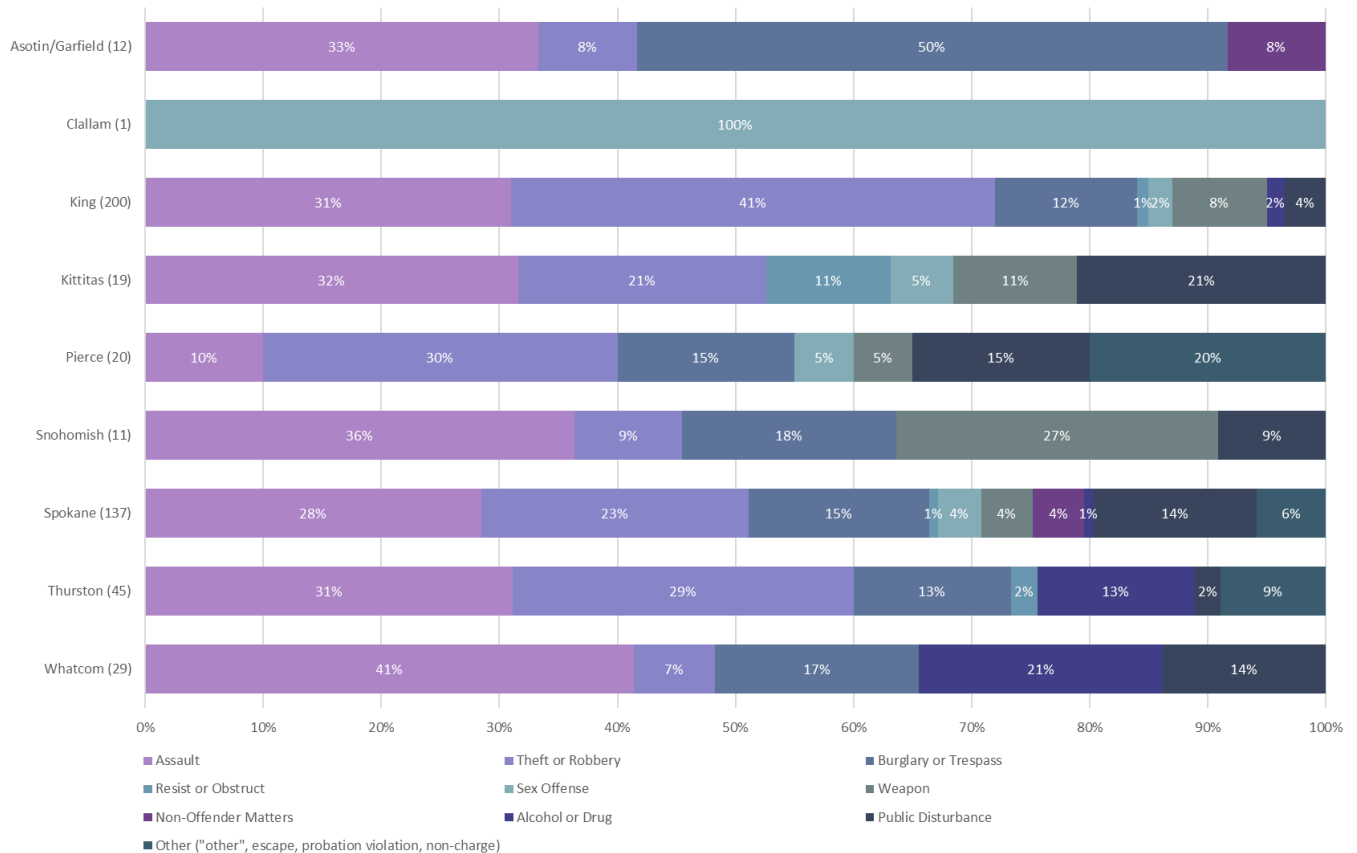
Note that if there were multiple offenses listed for one placement, the most serious offense was selected.

Juvenile Court EHM Placements by Offense in 2020

Most common offense leading to EHM placement differed by county in 2020

In 2020, assault offenses (e.g., assault-4, assault-2) were the most common reasons for placement in Asotin/Garfield, Kittitas, Snohomish, Spokane, Thurston, and Whatcom counties. Theft offenses (e.g., possession of stolen property) were the most common reasons for placement in Pierce and King counties. Sex offenses (e.g., rape) accounted for placement in Clallam county. Figure 18 below shows the percent of placements accounted for by each county in 2020.

Figure 18. *EHM placements by each juvenile court accounted for by each offense type in 2020 only.*



Juvenile Court EHM Placements by Offense and Gender 2010-2020

Twenty-seven percent of placements accounted for by girls were for non-offender matters

For placements accounted for by girls, 27% were for non-offender matters. However, for placements accounted for by boys, only 10% were for non-offender matters.

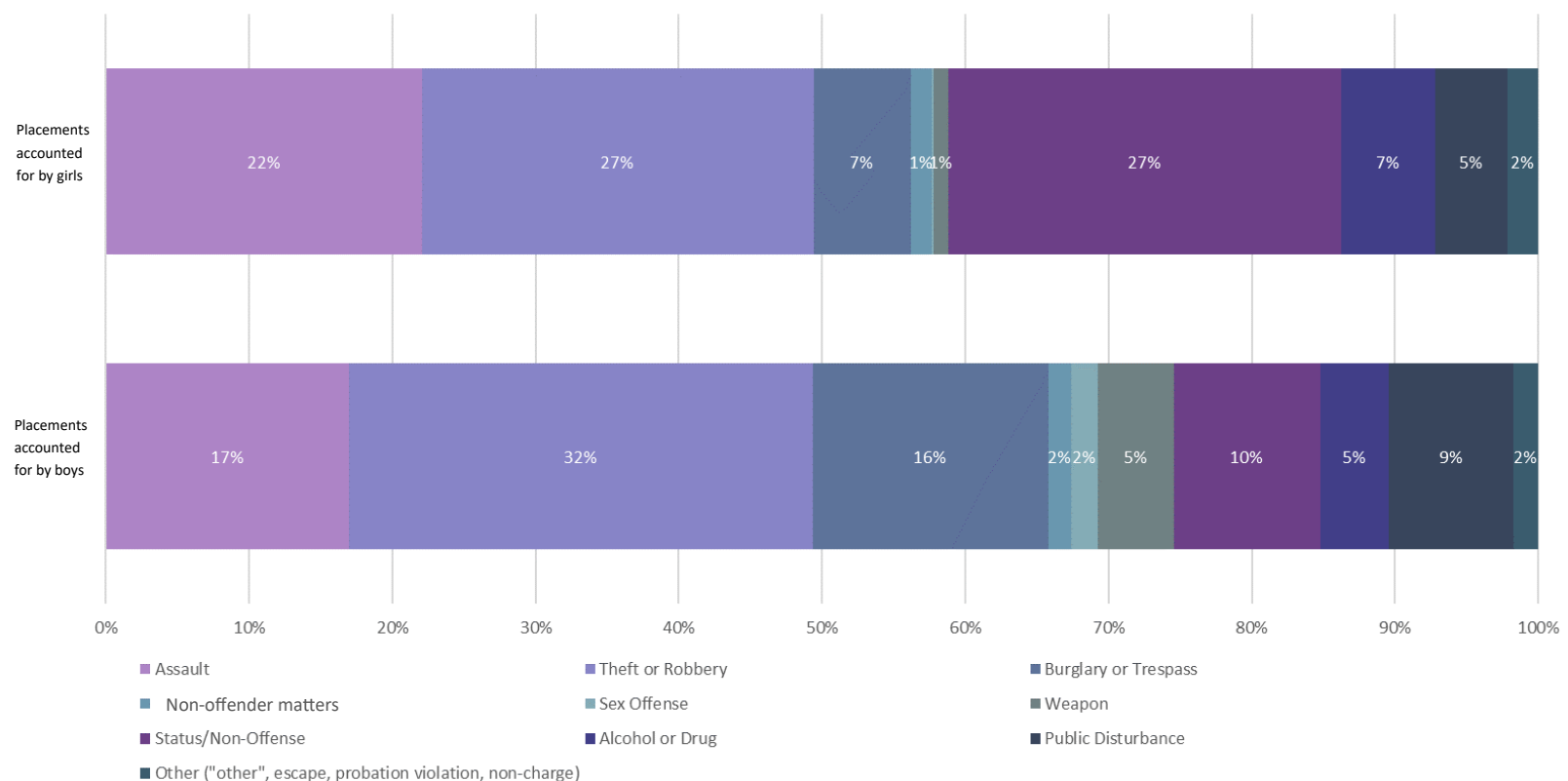
Thirty-two percent of placements accounted for by boys were for theft or robbery offenses

For placements accounted for by boys, theft or robbery offenses were the most common offenses leading to an EHM placement (representing 32% of placements). Similarly, 27% of placements accounted for by girls resulted from theft or robbery offenses.

Twenty-two percent of placements accounted for by girls were for assault offenses

Twenty-two percent of placements accounted for by girls were for assault offenses, and 17% of placements accounted for by boys were for assault offenses.

Figure 19. Juvenile court statewide EHM placements accounted for by boys, as compared to placements accounted for by girls for each offense type 2010-2020.



Juvenile Court EHM Placements by Offense and Race 2010-2020

Twenty-three percent of placements accounted for by White youth were for non-offender matters

For placements accounted for by White youth, 23% were for non-offender matters. Only 5% of placements accounted for by Black or African American youth were for non-offender matters. Eleven percent of placements accounted for by Latinx youth, 13% of placements accounted for by American Indian or Alaskan Native youth, and 10% of placements accounted for by Asian or Pacific Islander youth were for non-offender matters.

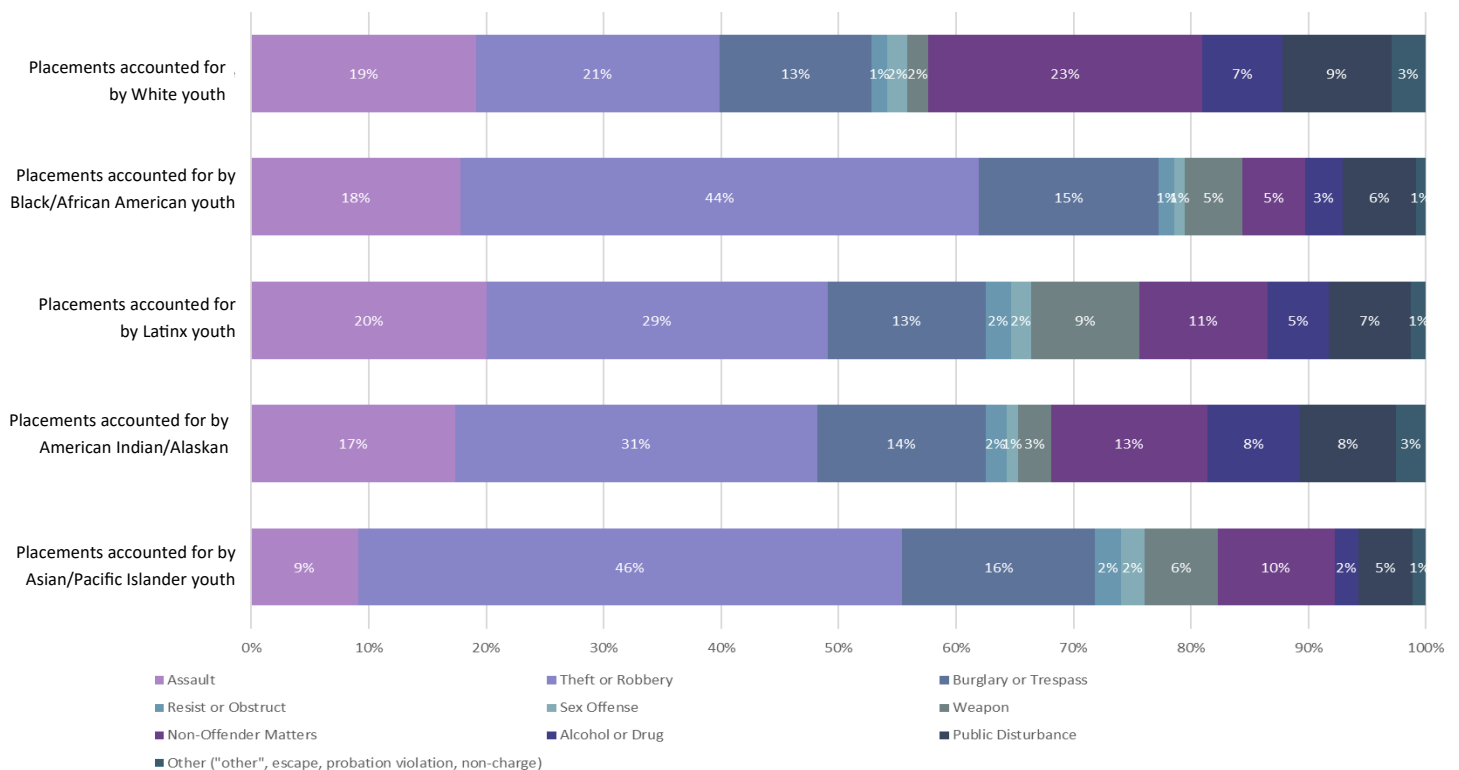
Forty-four percent of placements accounted for by Black youth were for theft or robbery offenses

For placements accounted for by Black or African American youth, 44% were for theft or robbery offenses. Only 21% of placements accounted for by White youth were for theft or robbery offenses. Twenty-nine percent of placements accounted for by Latinx youth, 31% of placements accounted for by American Indian or Alaskan Native youth, and 46% of placements accounted for by Asian or Pacific Islander youth were for theft or robbery offenses.

Twenty percent of placements accounted for by Latinx youth were for assault offenses

Twenty percent of placements accounted for by Latinx youth were for assault offenses. Nineteen percent of placements accounted for by White youth, 18% of placements accounted for by Black or African American youth, 17% of placements accounted for by American Indian or Alaskan Native youth, and 9% of placements accounted for by Asian or Pacific Islander youth were for assault offenses.

Figure 20. Juvenile court statewide EHM placements accounted for by White youth as compared to placements accounted for by Black/African American, Latinx, American Indian/Alaskan Native, and Asian/Pacific Islander youth for each offense type 2010-2020.



Juvenile Court EHM Placements by Offense and Age 2010-2020

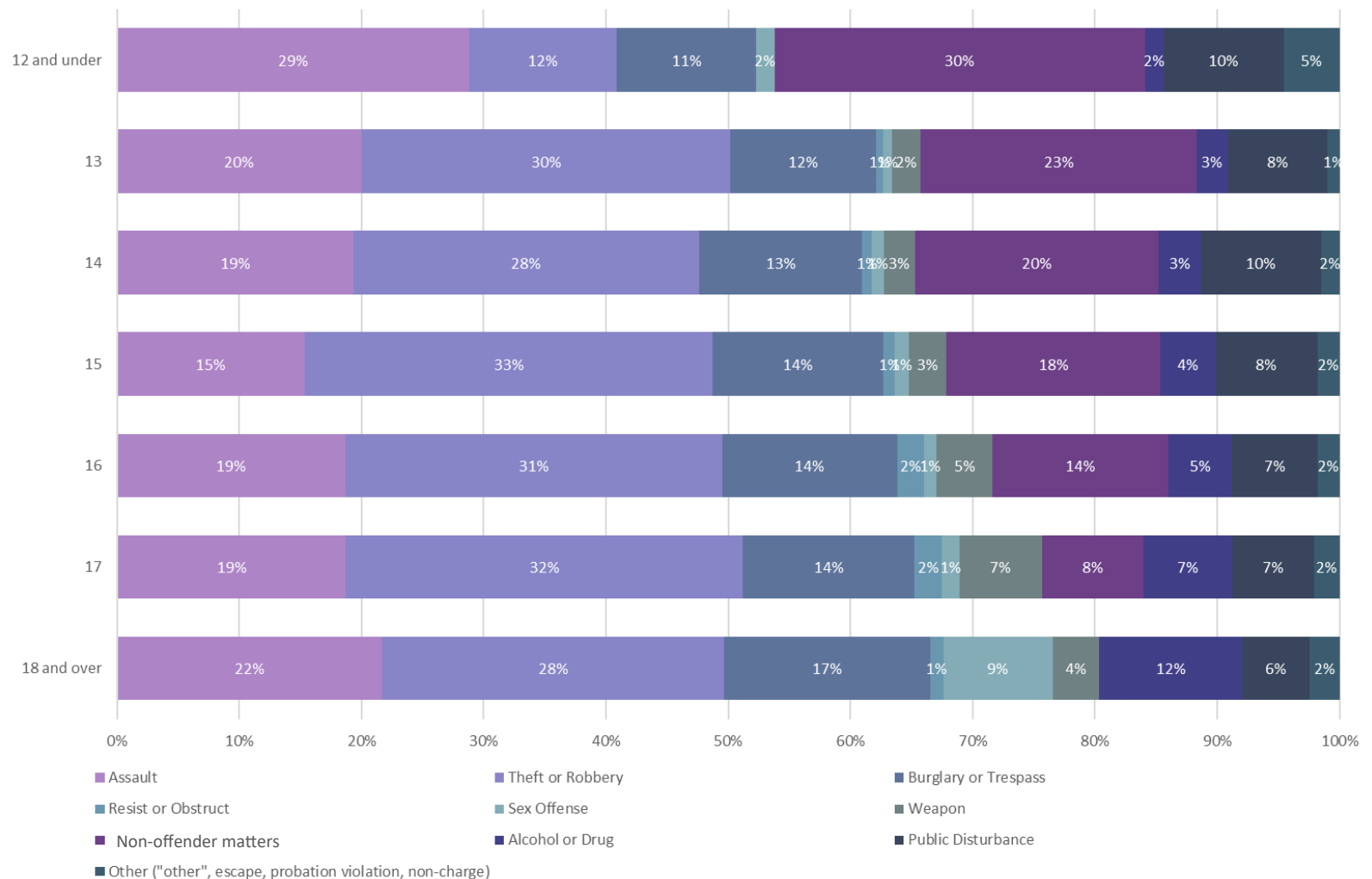
Non-offender matters most common for placements accounted for by youth under 12

For placements accounted for by youth 12 and under, the most common offense leading to an EHM placement were non-offender matters (accounting for 30% of placements). The second most common offense for youth 12 and under was assault (29%).

Theft or robbery most common for placements accounted for by youth 13+

For placements accounted for by youth aged 13 and above, the most common offense leading to an EHM placement were theft or robbery offenses (accounting for between 28% and 33% of placements at each age). The second most common offense for placements accounted for by youth between the ages of 13 and 15 were non-offender matters (accounting for between 18% and 23% at each age). For placements accounted for by youth aged 16 and above, the second most common offense was assault (accounting for between 19% and 22% at each age).

Figure 21. Juvenile court statewide EHM placements accounted for by youth 12 and under as compared to placements accounted for by youth aged 13-17 and 18 and over for each offense type 2010-2020.

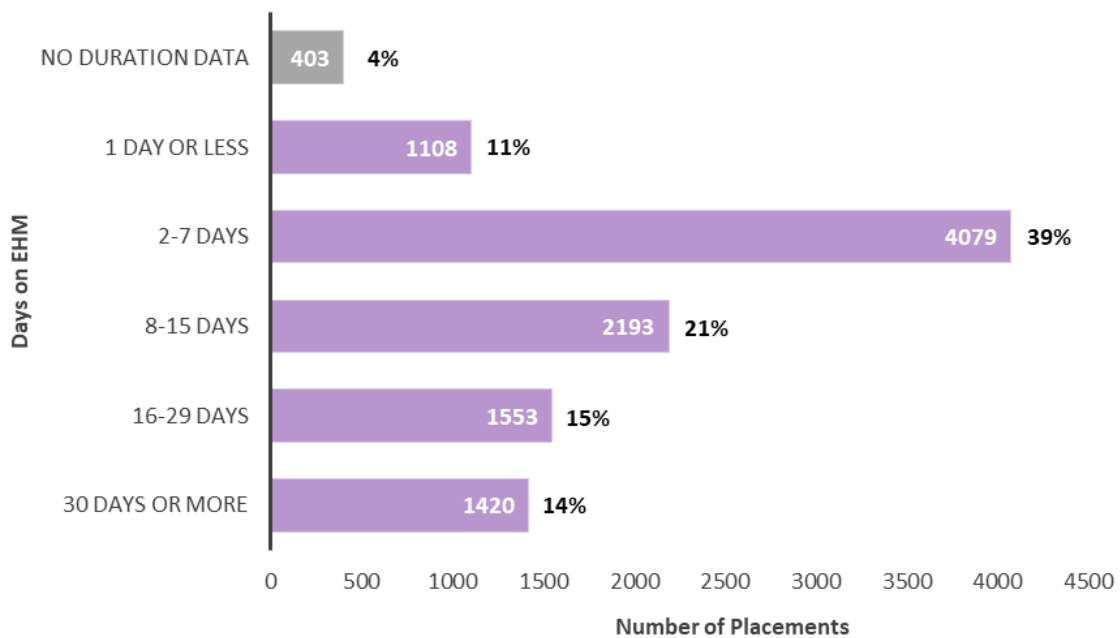


Juvenile Court EHM Placements by Duration 2010-2020

The typical duration grouping of EHM placements by juvenile courts is between two and seven days

Most EHM placements across the state were between two and seven days, but EHM placements ranged from less than a day to a maximum of 447 days. Duration data was missing for 4% of the placements represented. Figure 22 shows five duration groups and how many placements fall in each group.

Figure 22. *The typical duration grouping of EHM placements by juvenile courts statewide 2010-2020.*

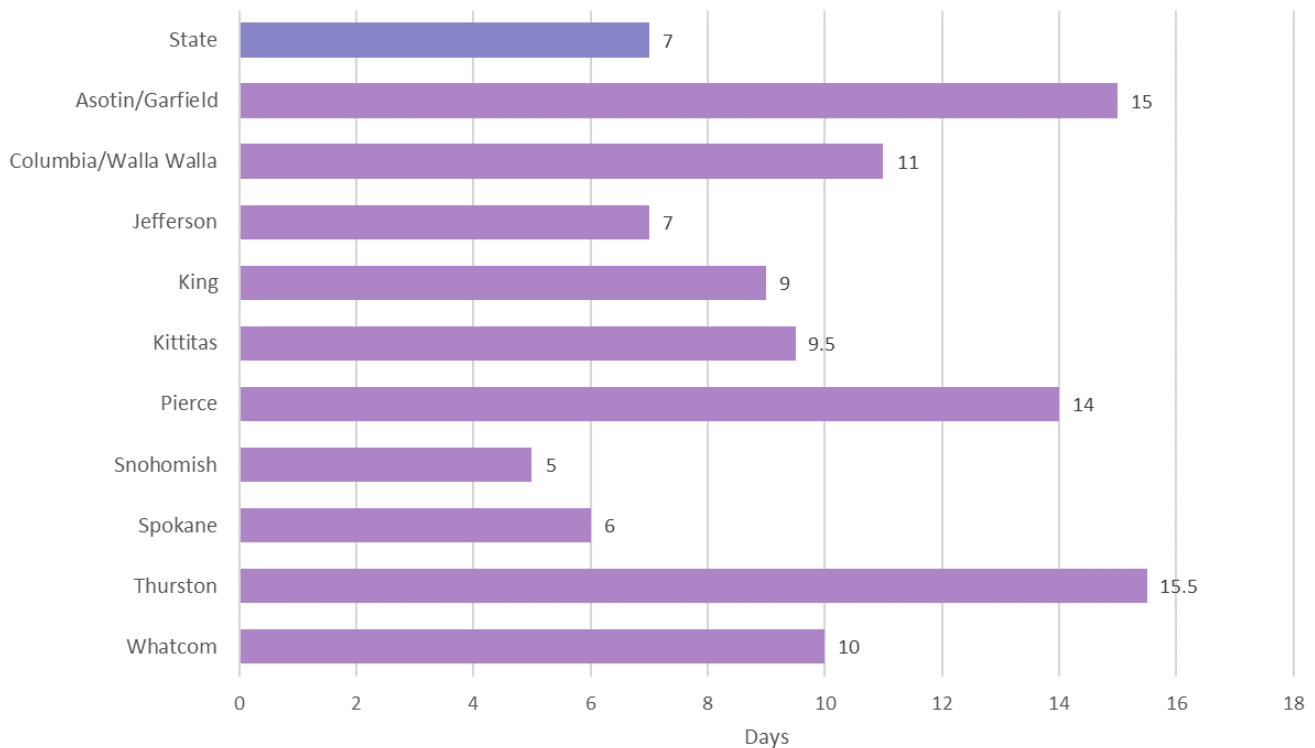


EHM Placement Duration by Court 2010-2020

The typical EHM placement statewide is seven days, but this varied by county

The median duration represents a typical EHM placement length. This takes into account the fact that placements may be extreme high or low durations that would skew a mean. The median, or typical, EHM placement across the state was **seven days**, but this varied by juvenile court. Figure 23 presents each court's median duration. Note that only durations for those courts with more than three EHM placements are presented.

Figure 23. *The typical duration of EHM placements by each juvenile court 2010-2020.*



Juvenile Court EHM Placements Duration by Race, Gender 2010-2020

Placements accounted for by boys are typically eight days

Placements accounted for by boys have a slightly higher median duration (eight days) than placements accounted for by girls (seven days) as shown below.

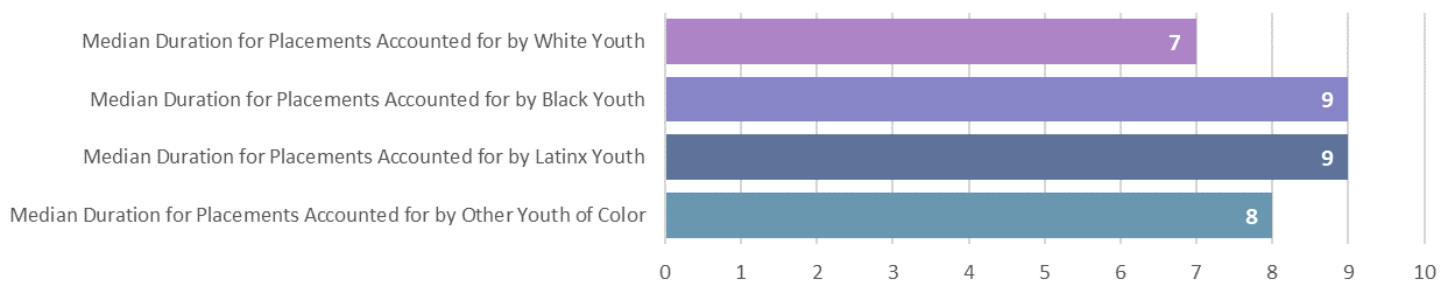
Figure 24. *The typical duration of EHM placements by juvenile courts statewide 2010-2020, by gender.*



Placements accounted for by youth of color are typically greater than seven days

Placements accounted for by youth of color have a higher median duration than placements accounted for by White youth. That is, placements accounted for by White youth have a median duration of seven days. Placements accounted for by Black or African American youth and Latinx or Hispanic youth have a median duration of nine days, and other youth of color (Bi-Racial, American Indian or Alaskan Native, Asian or Pacific Islander youth) eight days.

Figure 25. *The typical duration of EHM placements by juvenile courts statewide 2010-2020, by race/ethnicity.*

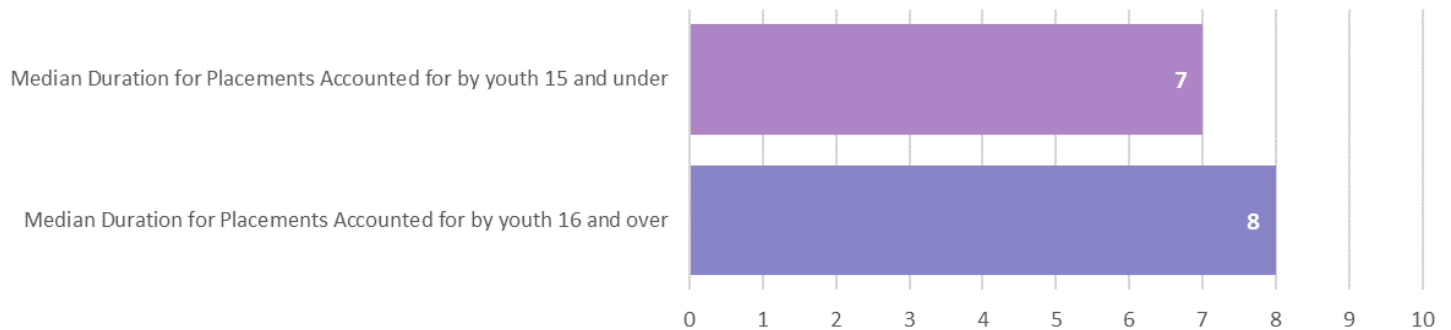


Juvenile Court EHM Placements Duration by Age 2010-2020

Placements accounted for by older youth are typically greater than seven days

Placements accounted for by older youth (16 and over) had a longer typical duration (eight days) than younger youth (youth 15 and younger, seven days).

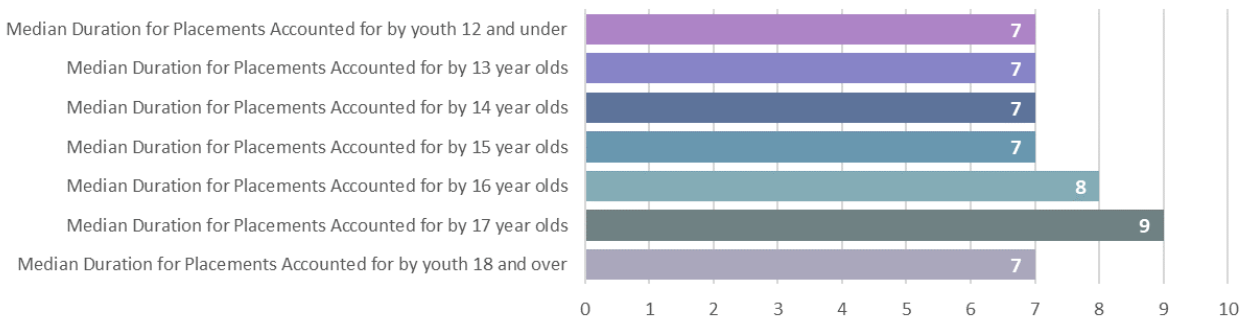
Figure 26. *The typical duration of EHM placements by juvenile courts statewide 2010-2020, by grouped age.*



Placements accounted for by 17-year olds are typically longest, nine days

Placements accounted for by youth 15 and younger, as well as youth 18 and over, have a median duration of seven days. Placements accounted for by 16-year olds have a median duration of eight days, and 17-year olds, nine days.

Figure 27. *The typical duration of EHM placements by juvenile courts statewide 2010-2020, by specific age.*

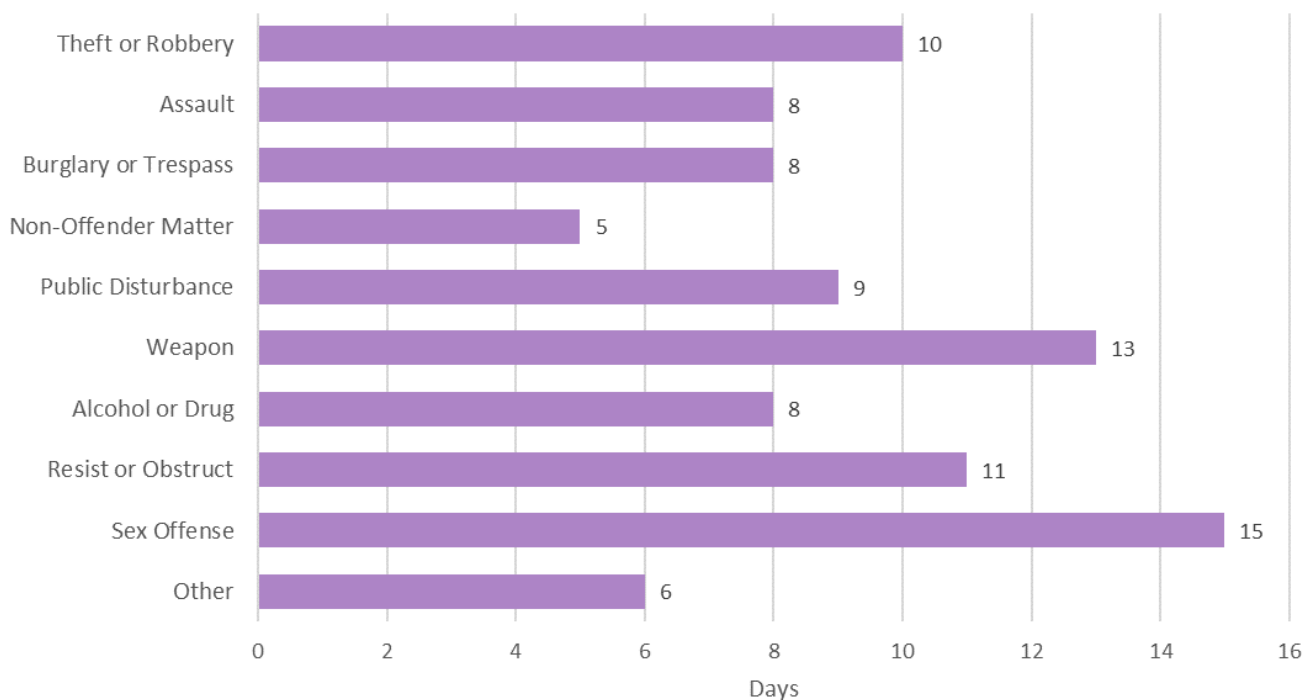


Juvenile Court EHM Placements Duration by Offense 2010-2020

Placements accounted for by most common offense, theft or robbery, are typically ten days

Different offenses had different median, or typical, placement durations. Sex offenses and weapons offenses had the longest typical EHM duration, but occurred less frequently. Other (“other”, escape, probation violation, and non-charges) and non-offender matters had the shortest typical EHM duration. Figure 28 below shows the typical placement duration for each offense type, sorted by how often each offense occurred. That is, the most common offenses—theft or robbery, assault, and burglary or trespass—are listed at the top, while the least common offenses—sex offenses and other—are at the bottom of the chart. Note that offense types with less than 25 placements (i.e., escape, probation violations) were collapsed to one “other” category to avoid misleading what a typical placement looks like due to a small number of placements.

Figure 28. *The typical duration of EHM placements by juvenile courts statewide 2010-2020 for each offense type, sorted in order of the frequency of each offense type .*



Washington State’s Use of Electronic Home Monitoring in the Juvenile Justice System

Part II: Courts’ Current Use of Electronic Home Monitoring as a Juvenile Detention Alternative

To assess current EHM practices, the Washington State Center for Court Research (WSCCR) within the Office of Court Innovation (OCI) at the Administrative Office of the Courts (AOC) designed and administered a survey asking courts about their use of alternatives to detention (ATDs). If courts selected that they use EHM as an ATD, they were asked detailed questions about EHM use. The analyses in Part II report on EHM-specific survey results and seek to answer three fundamental questions about current EHM practices:

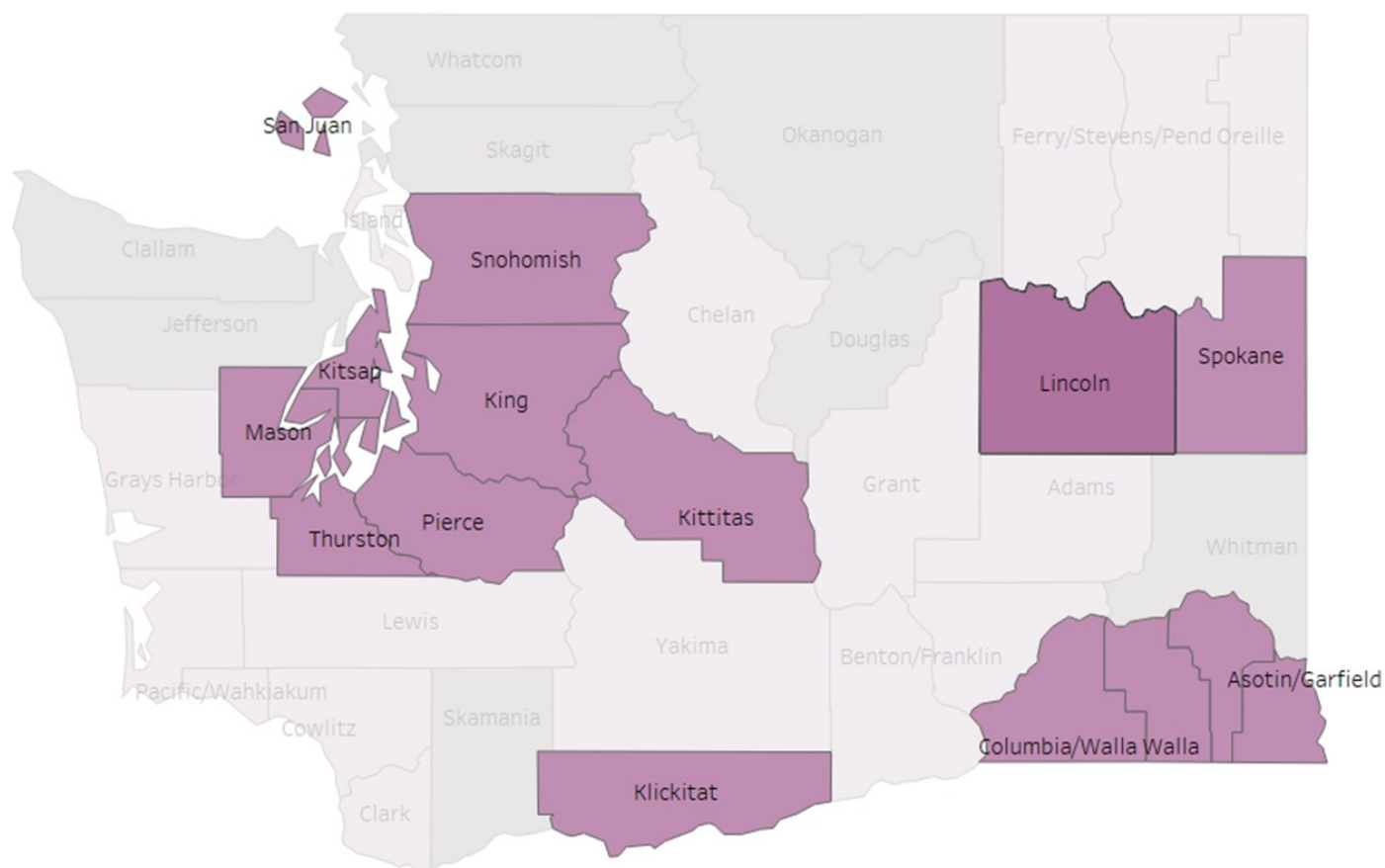
1. Why is EHM used (e.g., to monitor compliance, to support youth)?
2. When is EHM used (e.g., pre or post-adjudication)?
3. How is EHM used (e.g., eligibility requirements, equipment)?

Survey Sample

Current EHM use represented by 13 courts

The WSCCR/OCI/AOC survey was sent to Juvenile Court Administrators (JCAs) through the Washington Association of Juvenile Court Administrators (WAJCA) listserv in October of 2022. Courts were encouraged to have detention, probation, and/or alternatives staff contribute to or complete the survey as well. Within the survey, 21 respondents across 13 courts selected they use EHM as a juvenile detention alternative.⁸ The 13⁹ courts for which EHM use is represented are identified in the dark pink shown in the map below.

Figure 29. Map of juvenile courts in Washington State that responded to the WSCCR/OCI/AOC survey and provided information about their current EHM use (in dark pink) for Part II of this report.



Survey results include responses from JCAs and other staff

Details on EHM use were provided by respondents across eight roles. While JCAs were the most frequent respondent role (n = 10), other roles include Juvenile Detention Manager (n = 1), Juvenile Probation Manager (n = 3), Juvenile Probation Supervisor (n = 1), Juvenile Probation Counselor (n = 2), Alternatives Program staff (n = 1), Court Services Manager (n = 1), and Juvenile Community Program Specialist (n = 2). Responses from various roles are included when possible throughout this report.

⁸In total, the full alternatives survey received 37 responses, representing eight roles across 25 courts. See Berry-Cohen, M. (2023), "Defining Juvenile Detention Alternatives" for the report on courts' use of all ATDs broadly.

⁹Note that juvenile courts in Washington State can have joint jurisdiction, represented in the map with / (e.g., Columbia/Walla Walla, Asotin/Garfield).

EHM Design and Intended Outcomes

EHM design varies; includes stand-alone program or complement to additional alternatives

To understand the structure of EHM programs, courts were asked to describe if their EHM program was used as a stand-alone program or in conjunction with another program. One court did not respond. Three courts stated they use EHM as a stand-alone program. Four courts described their program design as it relates to detention, sharing how EHM is used in conjunction with release conditions or probation expectations. Five courts use EHM in conjunction with other detention alternative programs. For example, King County uses EHM in conjunction with their Community Navigators program and Lincoln County uses EHM along with day reporting. Snohomish County works to use EHM as a complement with other rehabilitative-focused alternatives, namely their PASS program which has a school component during the day, and a house arrest component verified with EHM at night.

Five possible groups of outcomes expected from using EHM

Seven individual outcomes were offered as possible outcomes expected from using EHM. These outcomes were combined to represent five groups of related outcomes: preventing future violations (“reducing recidivism;” “reducing failure to appear”), enhancing community safety (“enhancing community safety”), administering sanctions (“allowing for the administration of sanctions”), promoting youth accountability (“promoting youth accountability”), and facilitating engagement, rehabilitation, growth (“promoting youth rehabilitation;” “enhancing community engagement;” “other” outcomes that promoted pro-social and community connections).

EHM commonly used to facilitate engagement, rehabilitation, and growth

Facilitating engagement, rehabilitation, and growth was identified as an intended EHM outcome by 11 courts. Using EHM to promote youth accountability was identified by nine courts, and preventing future offenses/ensuring youth appear to court was an outcome for eight courts. Enhancing community safety was identified by eight courts as an important outcome, and using EHM to administer sanctions was identified by five courts.

Four out of 21 respondents identified all five groups of outcomes as important

When looking at combinations of outcomes identified by each respondent, four respondents identified all five categories: facilitating engagement, promoting accountability, preventing recidivism, ensuring community safety, *and* administering sanctions as important outcomes from EHM. Next commonly, three respondents identified only one outcome—facilitating engagement, rehabilitation and/or growth—as most important. Other common combinations of outcomes included preventing violations, facilitating engagement, and ensuring community safety (n = 2 respondents) as well as exclusively ensuring community safety (n = 2 respondents).

Pre-Adjudication EHM Use

EHM goals differ depending on stage of justice system

As one respondent noted, “the purpose, importance and desired outcomes of EHM are different depending upon which stage of the justice system a youth is at.” Pre-adjudication use should be related to preventing youth failing to appear at court or committing additional offenses, while post-adjudication use should be linked to dispositional purposes, including addressing sanctions or promoting rehabilitation.¹⁰ To assess how courts’ visions of EHM use corresponded to these goals, they were asked to indicate if and why they use EHM as a condition of release (pre-adjudication), after a disposition has been entered (post-adjudication), and in response to violations of probation.

Ten of the 13 courts that use EHM use it as a condition of release

If a youth was detained while their case is processing, EHM could be used pre-adjudication as a condition of release from secure detention. Ten of the 13 courts use EHM in this manner. Pre-adjudication EHM use affords these courts the ability to keep youth connected to pro-social activities like school, treatment, or services, while reducing the risk of a youth failing to appear for their court hearing.

Table 8. *Reasons and examples of why ten of thirteen courts use EHM pre-adjudication.*

Why Use EHM Pre-Adjudication	Example 1	Example 2
Keep youth connected to pro-social activities	“Ability to obtain assessments from local providers, continue to attend school, meet with attorneys prior to trial”	“Youth continues in school and may receive services at home”
Reduce failure to appear, monitor whereabouts	“EHM pretrial is often when youth have a history or during the pretrial phase demonstrate a pattern of, risky behaviors, such as, but not limited to running away, violating geographical boundaries, not showing up for school or other required appointments including court”	“This allows us to recommend more youth for release to help ensuring community safety and youth appear for future court hearings”

Three courts do not use EHM as a condition of release

While ten courts do use EHM as a condition of release (pre-adjudication), three do not. One court stated they have inadequate equipment to monitor youth pre-adjudication. However, two courts shared they do not use EHM pre-adjudication due to its definition as a detention facility ([RCW 13.40.020: 11](#)).

Table 9. *Reasons and examples of why three of thirteen courts do not use EHM pre-adjudication.*

Why Not Use EHM Pre-Adjudication	Example 1	Example 2
Equipment concerns	“We do not have an adequate system with ShadowTrack phone service to monitor youth on pre-adjudication. We need to go to more of an ankle monitoring system for that”	
RCW definition of EHM	“It is not a condition of release. RCW defines EM as detention. Youth are detained on EM by court order”	“Since it's an alternative to secure detention it is generally reserved for post adjudication or disposition sentences”

Post-Adjudication EHM Use

Almost all 13 courts use EHM post-adjudication as a less restrictive option

If a judge enters a disposition of detention for a youth, EHM could be used post-adjudication as a less restrictive option to secure detention. Twelve of the 13 courts use EHM in this manner. The one court that does not noted that EHM is not used often post-disposition, and only if the judge orders it based on specific circumstances to that case. Post-adjudication EHM use affords the 12 courts that do use it the ability to use graduated responses for offenses or violations and balance the need to hold youth accountable for their actions while keeping them connected to pro-social activities like school, treatment, or services.

Table 10. *Reasons and examples of why courts use EHM post-adjudication.*

Why Use EHM Post-Adjudication	Example 1	Example 2
As a graduated sanction	"A detention sanction allowing youth to attend appointments, work and school"	"Graduated sanctions, using least restrictive alternative, and keeping youth connected in the community"
Balance accountability and pro-social activities	"We like to use EHM instead of detention so the juvenile can keep going to school and still be held accountable"	"Allows the youth to be held accountable for their criminal behavior while keeping pro social community ties and interventions in place"

Most courts use EHM for technical probation violations similarly to post-adjudication

EHM can also be used post-disposition as a response to technical probation violations. A youth on probation who violates probation conditions can be placed on EHM to address the violation with less restrictive alternatives, similar to post-adjudication EHM use. Twelve courts use EHM for youth who have violated their probation. One court did not specify reasons, and one court does not use EHM for probation violations, because they do not generally bring technical violations to court. For the 12 courts that do, reasons for use are the same as or similar to post-adjudication use, but additionally mention community safety.

Table 11. *Reasons and examples of why courts use EHM for probation violations.*

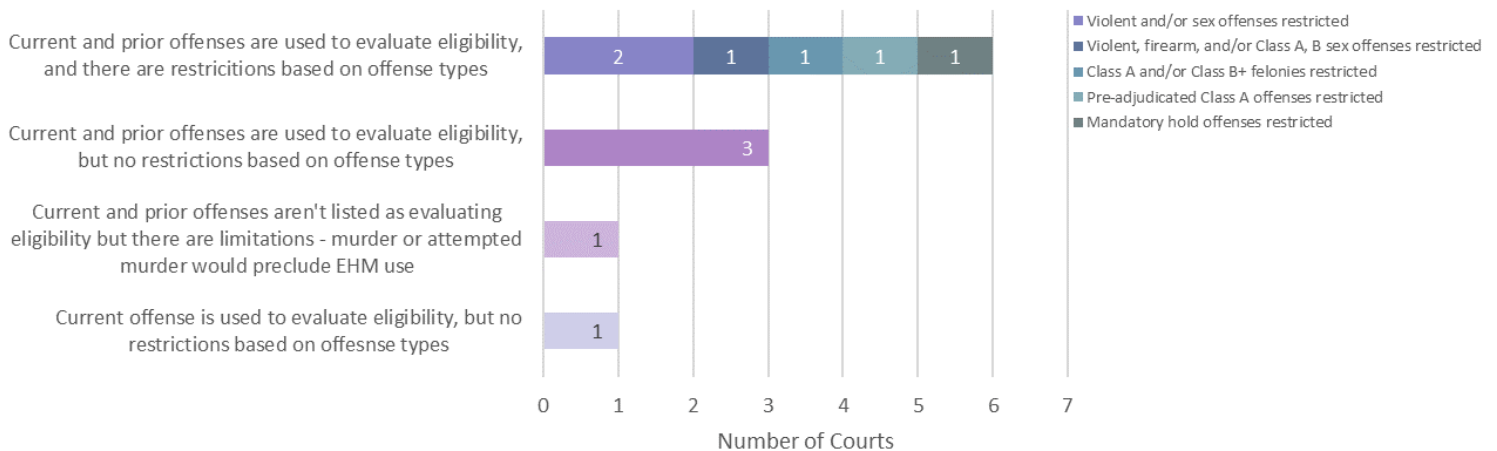
Why Use EHM for Probation Violations	Example 1	Example 2
As a graduated sanction	"A detention sanction allowing youth to attend appointments, work and school"	"Graduated sanctions, using least restrictive alternative, and keeping youth connected in the community"
Balance accountability and pro-social activities	"This allows us to hold youth accountable for their actions, help change behavior with a structure environment and keep in place interventions and community ties"	"As a least restrictive alternative to secured detention and to keep a youth in school and attending community services like counseling and outpatient treatment and/or employment"
To address community safety concerns	"Concerns for community safety and as an alternative to detention placement"	"Youth accountability, community safety"

EHM Eligibility

Most courts use current and prior offenses to evaluate eligibility, six restrict certain offense types from participating in EHM

Eleven courts use information about both prior and current offenses to evaluate youths' eligibility for EHM. For six of those, there are possible restrictions limiting EHM eligibility based on offense type: two courts may restrict violent and/or sex offenses from participating in EHM, and one typically prohibits violent, firearm, and/or Class A and B sex offenses. One restricts any Class A and/or Class B+ felonies, one pre-adjudication Class A offenses, and one prohibits any mandatory hold offenses from participating in EHM. Five courts that use information about prior and current offenses do not have restrictions limiting EHM eligibility based on offense type, and one court uses information about current offenses with no offense restrictions. Finally, one court noted that only specific offenses, murder or attempted murder, would preclude EHM use. Typically, youth who are not eligible to participate in EHM go to secure detention.

Figure 30. Breakdown of how many juvenile courts use prior and/or current offenses to evaluate or restrict youths' ability to participate in EHM.

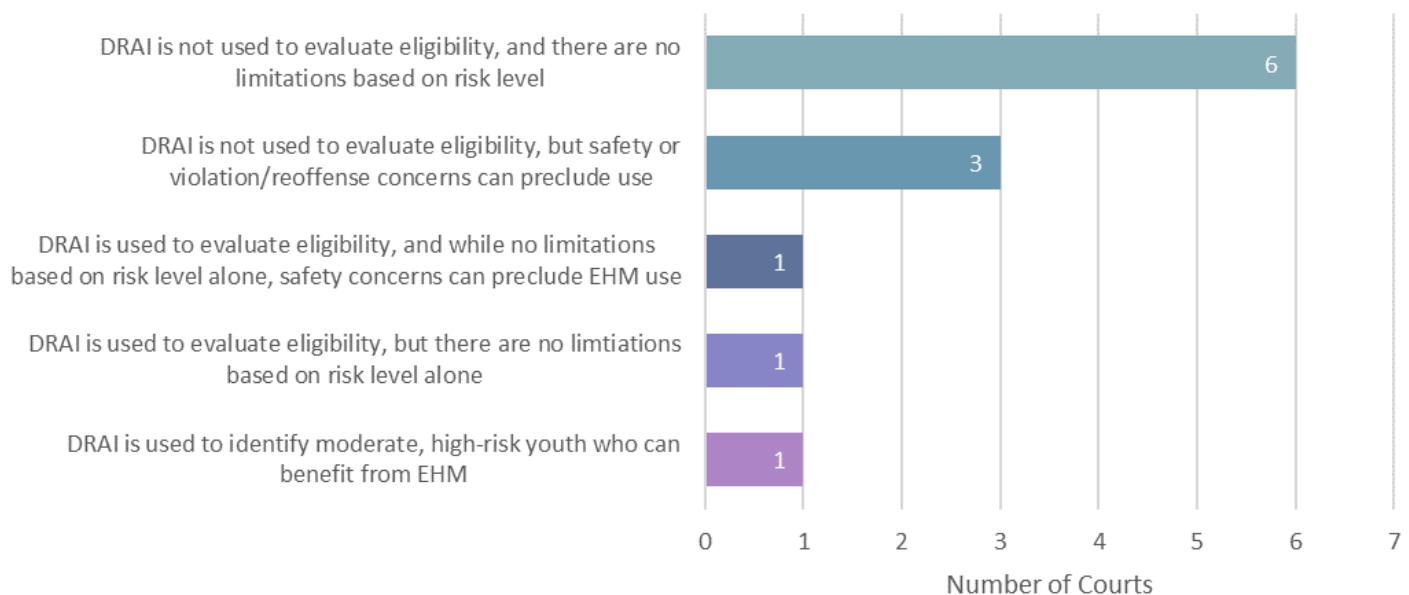


EHM Eligibility

For six out of 12 courts, risk assessment is not a factor or limitation in eligibility

Courts also selected if a detention risk assessment instrument (DRAI) was used in evaluating a youth's eligibility for EHM. Nine courts do not use a DRAI to make decisions about EHM eligibility, and for six of those nine courts there are no limitations on EHM based on risk level. For the remaining three that do not use a DRAI, safety or violation/re-offense concerns can preclude EHM. As for the three courts that do use a DRAI for eligibility decisions, one has no limitations based on risk level, one uses it to identify moderate or high-risk youth who can benefit most from EHM, and one uses it as an additional piece of information regarding safety concerns.

Figure 31. Breakdown of how many juvenile courts use detention risk assessment instruments to evaluate or restrict youths' ability to participate in EHM.



Range of additional factors can also help determine eligibility

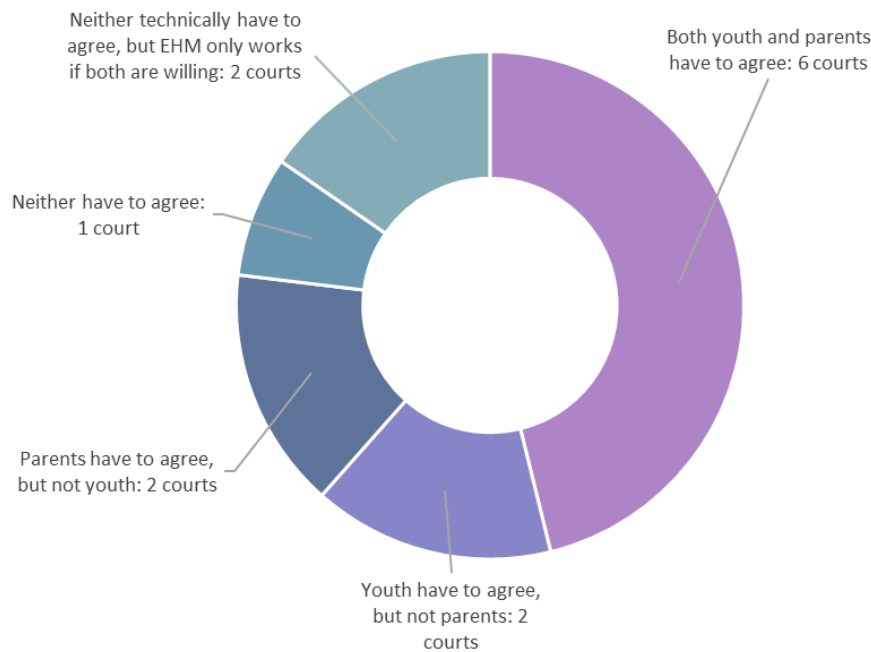
Some courts use factors outside the DRAI, current offenses, and prior offenses to evaluate EHM eligibility, including youths' associations, previous non-compliance while on EHM, stability of residence, current behavior, length of time before hearing, graduated response assessment, and/or victim voice. One court noted that the majority of youth are considered eligible for EHM, looking at supervision at home, safety issues for the youth and community, and/or escape history, but youths' compliance determines if they stay on EHM.

Agreement and Success

Most courts consult with parents/guardians, youth prior to EHM

Prior to an EHM placement, most courts consult with parents/guardians and/or youth. Six courts require both youth and parents to agree to EHM prior to placement. Two courts require parents to agree, but not youth. Two courts require the opposite; youth must agree but not parents. For only one court, neither parents/guardians nor youth have to agree prior to an EHM placement, but two courts noted that while neither technically have to agree, EHM only works if both parents/guardians and youth agree.

Figure 32. Breakdown of how juvenile courts consult with youth, parents, and/or guardians prior to EHM placement.



Youth are prepared for EHM through verbal and written expectations

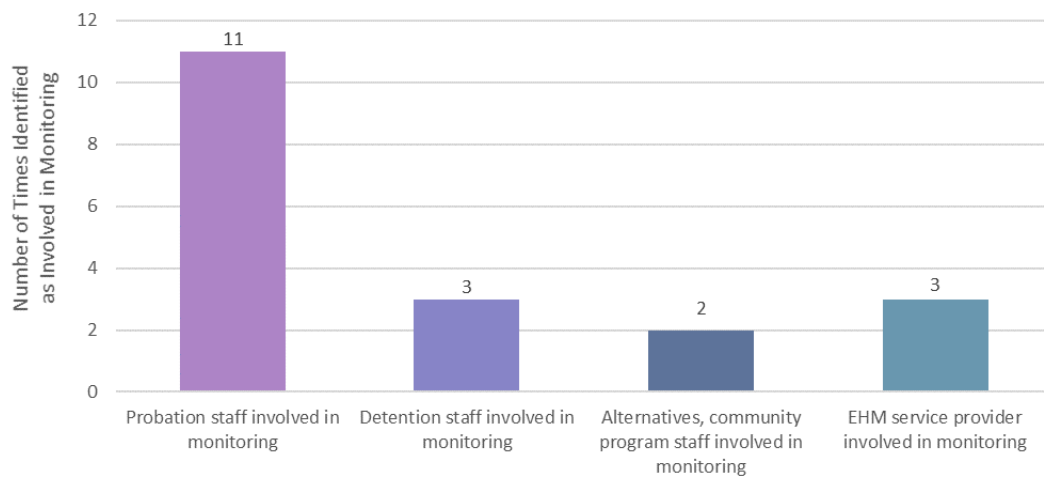
After decisions of eligibility and agreement, youth are prepared for EHM. Courts noted that successful EHM completion typically includes a youth completing the number of days ordered with no escapes, violations, or new offenses and complying with any orders to engage in prosocial activities (including attending school, treatment, or services with community partners). These expectations are conveyed to youth both verbally and in writing. The process of placing a youth on EHM and ensuring they know what is expected of them while on EHM is similar across courts. Staff first meet with youth, parents, and/or guardians to go over consent forms, rules of the program, consequences or penalties for violations, and answer any questions. Youth, parents, and/or guardians then sign a contract or agreement affirming to the verbal and written expectations. Some courts also include additional conversations or requirements, for example, asking youth to write expectations in their own words or talking about barriers to success that might make EHM difficult to complete.

EHM Monitoring

Probation staff most often involved in monitoring youth on EHM

Probation staff were most often mentioned as being involved in monitoring. Eleven courts identified probation staff as involved in monitoring youth on EHM. Detention staff were identified as involved in monitoring by three courts and other court staff (including alternatives program staff and community program specialists) were identified as involved in monitoring by three courts. Three courts additionally stated the EHM service provider is involved in monitoring youth while on EHM.

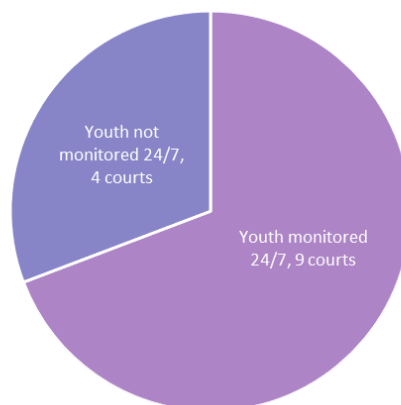
Figure 33. Breakdown of the type of staff that are involved in monitoring youth while on EHM.



Not all courts monitor youth 24/7 while on EHM

Nine courts monitor youth 24/7 while they are on EHM. There can be on-call staff who respond to violations outside of business hours, or violations can be reconciled the next business day. Four courts do not monitor youth on EHM 24/7, and the schedule for when youth are monitored varies. For example, one court uses a random monitoring schedule, where they set up a call schedule to randomly contact the youth to report on their location. One court follows a fixed monitoring schedule, where the EHM device is set to register youths' location regularly (every 1 or 5 minutes), and probation staff review youths' whereabouts throughout the night, each morning.

Figure 34. Breakdown of how many courts monitor youth 24/7 and how many do not.

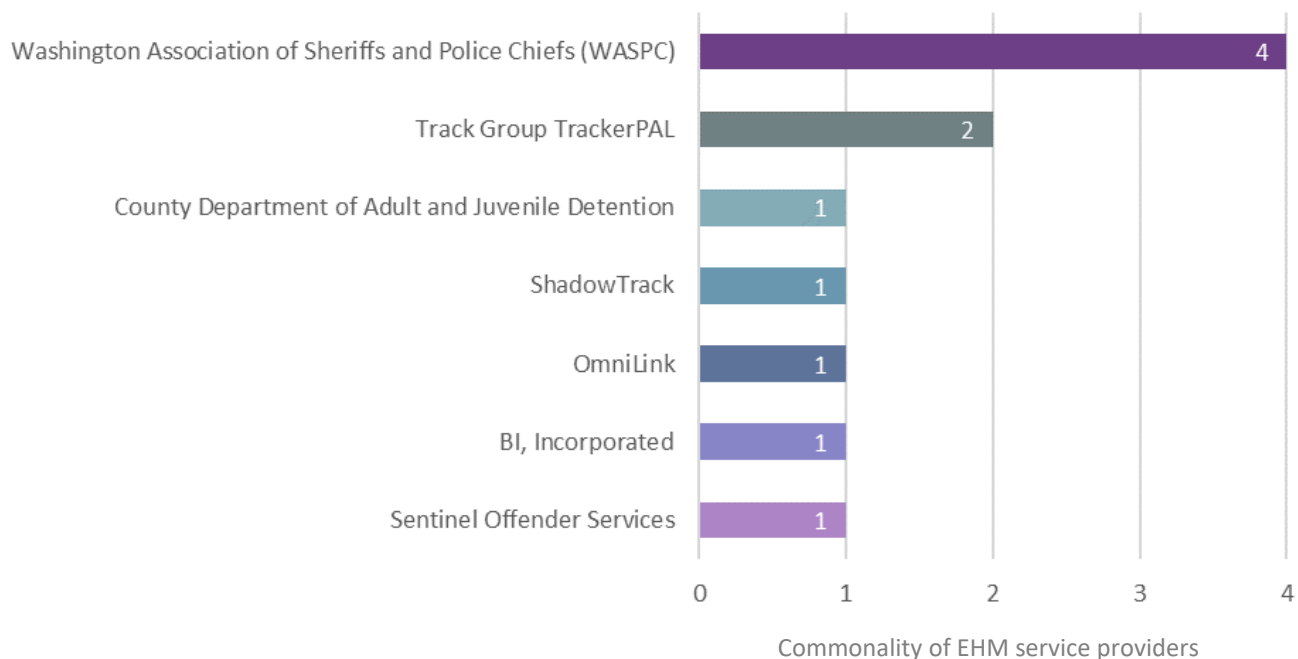


EHM Service Providers

WASPC is most common service provider for juvenile court EHM

While there are a variety of providers that courts use for EHM services, the most common EHM service provider is the Washington Association of Sheriffs and Police Chiefs (WASPC). Four juvenile courts use WASPC to provide EHM service. The next most common service provider is Track Group's TrackerPAL, which is used by two courts. Other providers used include Sentinel Offender Services, BI Incorporated, OmniLink, ShadowTrack, and county detention.

Figure 35. Breakdown of which EHM service provider juvenile courts use.

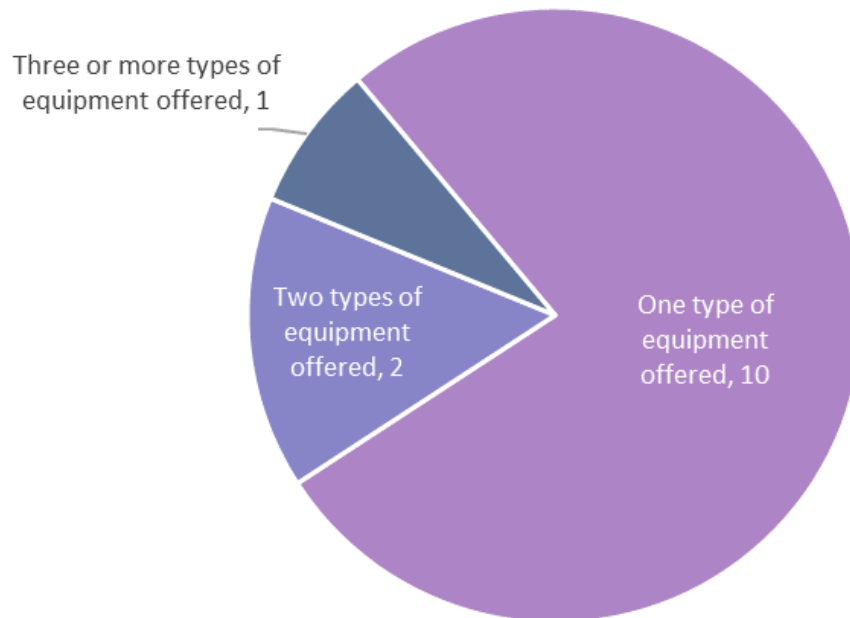


EHM Equipment

Ten of 13 courts offer only one type of EHM equipment

While there are different types of equipment that can be used to monitor youth on EHM, most courts (n = 10) offer one type of equipment. Two courts have two types of equipment they can offer for EHM placements, and one court has three or more types of equipment they can offer.

Figure 36. Breakdown of the how many juvenile courts offer one or more types of equipment.

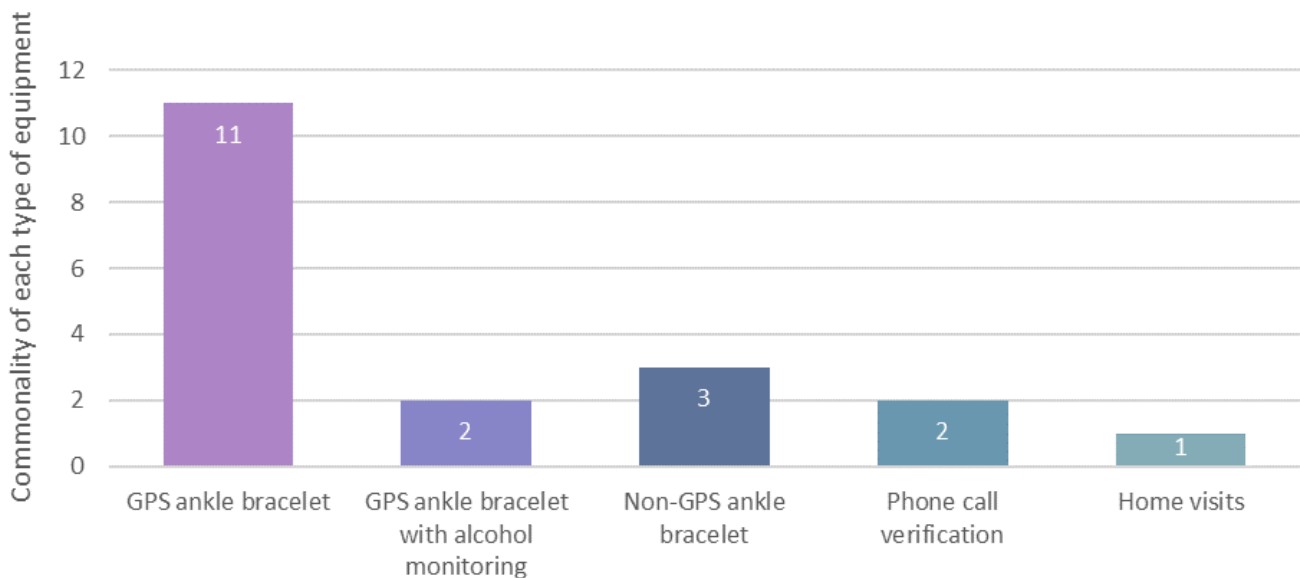


EHM Equipment

GPS ankle monitor is the most common type of equipment offered

Regardless of how many types of equipment are offered, the most common EHM equipment is the GPS ankle monitor, where satellite signals triangulate and transmit information about youths' whereabouts. Alerts can be triggered when youths enter or exit restricted areas. Eleven courts offer the GPS ankle monitor as EHM equipment, and eight courts do so exclusively. Two courts additionally offer alcohol monitoring with their GPS ankle bracelets, which analyzes perspiration to report blood alcohol content. Three courts offer the non-GPS ankle monitor (one exclusively so). The non-GPS monitor has a homing component tethered to a youths' home that sends a confirmation signal if the receiving component of the device (i.e., the monitor) is within range. Alerts can be triggered if the signal and receiver are not within range of each other. Two courts offer phone call verification (one exclusively so), where a phone is linked or tethered to something in the youths' residence and staff call youth to verify their location. Similarly, home visits (used by one court) allow staff to monitor youth in person. Note that courts do not typically own the EHM equipment, but lease it from the EHM service provider.

Figure 37. Breakdown of how often each type of EHM equipment is used by juvenile courts statewide.

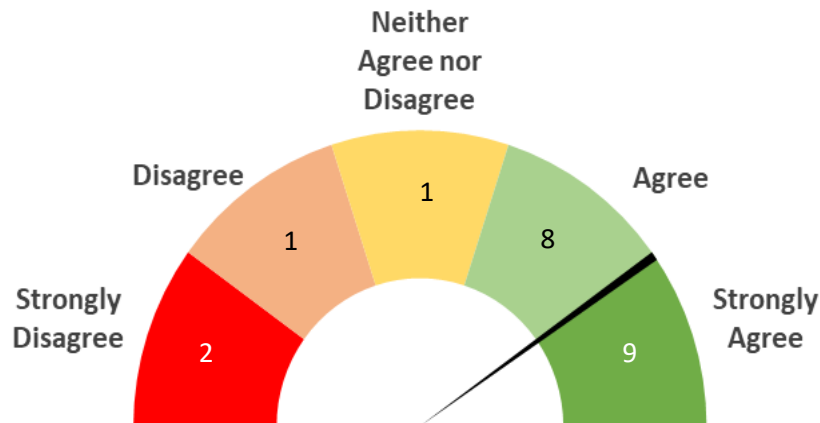


EHM Equipment Perceptions

Most EHM equipment meets courts' needs

Nine respondents strongly agreed with the statement: "Our EHM equipment meets the needs of our court." Eight agreed, one sharing that the GPS ankle monitor can "sometimes have issues with certain roof types or building materials for accurate monitoring." Three respondents disagreed or strongly disagreed that their EHM equipment met their needs, one of whom shared that phone verification equipment needs to be replaced with "a better system...that is more accurate and trustworthy."

Figure 38. *The number of respondents who strongly agree to strongly disagree that their EHM equipment meets their courts' needs.*



On average, EHM equipment is estimated to work as intended 82% of the time

Respondents were asked to adjust a slider from 0 to 100, estimating how often their EHM equipment works as intended. Estimations ranged from 23% of the time (with ShadowTrack phone call verification) to 98% of the time (with WASPC's GPS ankle bracelet). The median, or typical, estimation was that EHM equipment worked as intended 90% of the time. The average estimation was that the equipment worked as intended 81.90% of the time.

Equipment does not limit a youth's ability to be placed on EHM

When asked what happens if a youth does not have the required capability or infrastructure to use the EHM equipment (e.g., no phone for video verification), the majority of respondents indicated this either has not been an issue, or if it was an issue, there were alternative remedies. For example, one respondent shared that if a youth does not have a phone for phone call verification, the court can lend out one of the five phones they have on hand for these situations. Another respondent indicated that their ankle monitors use GPS, cell, and Wi-Fi networks so there are multiple ways to connect the equipment. As far as alternatives to EHM itself, day reporting, house arrest, or other alternatives to detention may be used as additional remedies if there are equipment issues.

EHM Costs

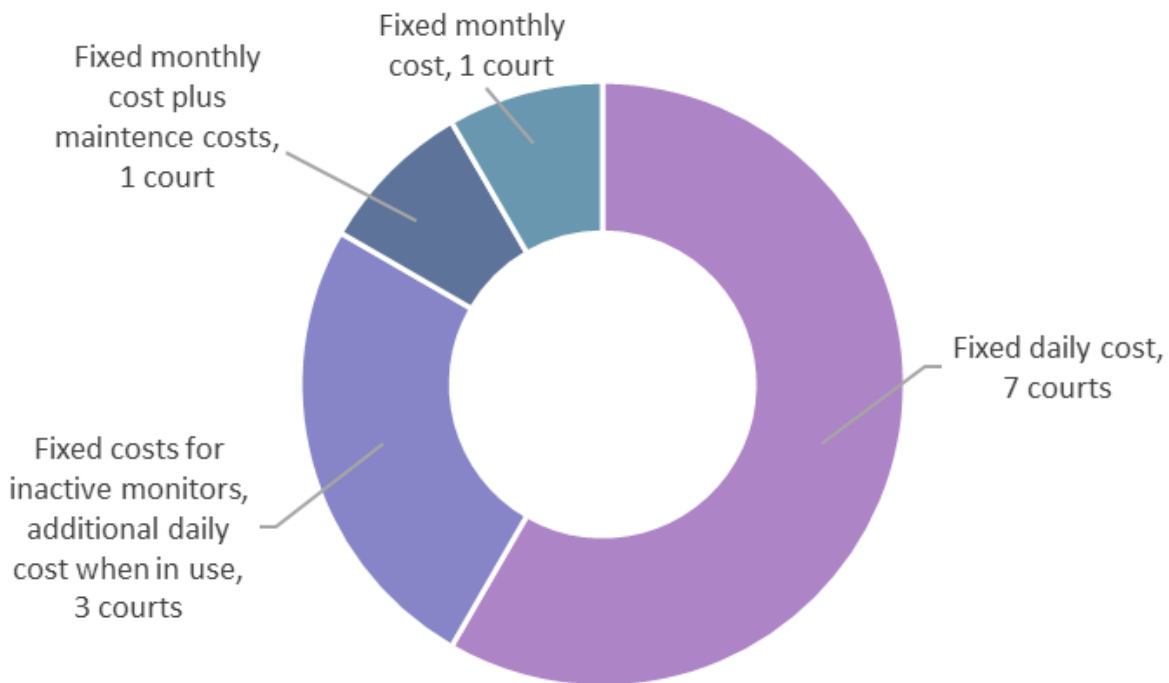
Courts pay for EHM use, youth/families typically do not

Almost every court (n = 12) who responded as using EHM pays for EHM use. The one exception is King County, which is unique in assessing EHM costs. For King County, EHM costs are part of the detention and jail annual budget and are not assessed to any court or youth for payment. In the 12 courts of which courts pay for EHM use, youth and families do not typically pay for EHM. However, two courts noted that the court *can* order the youth or family to pay for EHM.

Costs are determined via contract with service provider

EHM providers determine the cost of EHM and courts enter into a contract with the provider. Most commonly, courts pay a fixed daily rate for EHM (n = 7 courts). Three courts pay a set amount to have the inactive monitors on-hand, and an additional daily cost when the devices are in use. It is less common for courts to have fixed monthly costs for EHM: one court pays a fixed fee per month regardless whether the devices are in use or not, whereas another court pays a fixed monthly service fee, as well as monthly costs to maintain the devices.

Figure 39. Breakdown of what kind of costs courts have for EHM service.



Addressing Violations

Technical violations addressed in a way that is commensurate to the violation itself

If a youth commits a technical violation (missing curfew, not attending treatment, etc.) while on EHM, courts address them in a variety of ways. First, courts' response may depend on the severity of the technical violation. For instance, one court shared that "minor violations usually only require a verbal reprimand; however, more serious violations could result in removal of EHM and youth going to detention." Additionally, these violations can be addressed by program staff, and/or they could escalate to formal court intervention (such as setting a hearing, issuing a warrant). One court stated "probation counselors and EHM staff work with family, youth, and community provider[s] to address behaviors. Remand to secure is a last resort and is rare." Another court shared that "staff document the violation, complete a graduated response assessment, [and] speak with youth and family to brainstorm ways to reduce future violations and overcome barriers to the program." Overall, court and program staff are responsive to technical violations in a manner that is commensurate to the nature of the violation itself.

New offenses while on EHM can impact current EHM placement

If a youth commits a new offense while on EHM, the new offense may impact their ability to stay on EHM. Some courts stated the new offense triggers a detention review hearing, where EHM may be suspended or revoked. For example, one court shared that "a court review is set and a Judge reviews the EHM order and determines if EHM is to be removed or remain in place." For other courts, the "new offense is looked at as new—[they] review the alleged behavior and utilize the detention risk assessment if contacted by law enforcement or complete the graduated response assessment if notified after the fact." Additionally, some courts mentioned that "the police may have already brought [the youth] to detention [on the new charge]. Most often they are brought back in and it depends on what the offense was if they can go back out."

Escapes from EHM can result in new charges or violations

If a youth escapes from EHM, the escape can either be treated as a new additional charge or as a violation of EHM. Three courts indicated they charge youth with escape when they escape while on EHM, but most commonly this decision falls within the discretion of the prosecuting attorney's office. Five courts stated that while youth can be charged with escape, it is a prosecutorial decision to do so or not. However for some courts, the decision to treat an escape as a charge versus a violation was not as clear-cut. One court stated "if an escape happens after-hours, over the weekend etc. then police are notified and if arrested then the client is held on an escape charge; however, the prosecutor normally declines to prosecute the following morning court is open and prefers to handle it as a violation instead." Another court shared that the decision to treat an escape as a charge or violation depends on the context of the situation; "did they cut off the bracelet and disappear for a day or did they skip school or leave the house due to conflict." The decision of charge versus violation is not always an automatic one.

Courts' EHM Highlights

Respondents were asked, "What is something you would like to highlight about your EHM program?" Three themes emerged: EHM as an effective tool, that youth are successful while on EHM, and EHM program support. Each is explored below.

"It is an effective tool especially for engagement or reengagement in pro-social, supportive and educational activities that promote developmental assets and healthy habits"

The first theme was about **EHM as an effective tool**. Courts shared that EHM helps keep juveniles out of detention and integrated in the community. It helps them maintain daily routines—including school, counseling, or other pro-social activities.

"Our program has made significant progress in efforts to engage youth in a pro-social way, partnering with community, and not relying on remand for behavior management"

"Majority of youth are successful. Many youth on EHM during pre-trial for committable offense have done well and been sentenced to Option B"

The second theme to emerge was sharing how **youth are largely successful on EHM**. Courts highlighted that EHM offers support to youth and many youth have been successful while on EHM.

"Youth and families have been very responsive. I believe we have a successful program"

"Our EHM program ... offers support to the youth and family while a youth is on EHM. [It] allows a youth to remain at home attending an educational program, encourage positive community engagement, participate in counseling and treatment opportunities. EHM can offer structured support building towards good decision making and practicing change"

The final theme detailed **support within the EHM program**. One court shared how their established EHM program sees support from multiple entities within the justice system, while another shared how the program itself offers support to justice-involved youth.

"We have had EM for over 25 years and have significant support from the bench, public defenders and prosecutors"

Courts' Possible Areas of EHM Improvement

After sharing program highlights, respondents were asked to share what, if anything, they would improve about their EHM program or process. Five categories drove the responses: staffing/integration, equipment, monitoring, clarity/communication, and expanding/implementing the EHM program. Examples of each of these themes is shown in the table below.

Table 12. *Five themes and corresponding examples of possible areas of improvement respondents shared in the WSCCR/OCI/AOC survey.*

Theme	Example 1	Example 2
Staffing and Integration	additional staff and support services: [We need] “more resources for support services for youth on EHM - we discover a lot of ‘basic needs’ for families that would support EHM at home”	increase communication between those that administer EHM and probation staff
Equipment	less bulky equipment	updating equipment as technology advances
Monitoring	improving the accuracy of GPS monitoring	utilizing in-person monitoring
Increased Clarity/Better Communication with Youth	developing written expectations that outline violations, consequences	improving communication with youth
Expanding or Implementing EHM Program	using EHM more frequently as a condition of release	increasing the number of youth served and benefitted by the EHM program

Courts' Other Notes on EHM

Respondents were asked if there was anything else they would like to share about their court's use of EHM as a juvenile detention alternative. Six respondents from four courts provided comments, each detailed below.

"I would like to see an expanded use with a better system to monitor youth in our community that need the monitoring but maybe not the detention time"

"I think it's important to keep these youth connected to their homes, community and supportive services when we can in lieu of incarceration"

Two comments **emphasized the benefits of EHM** and suggested expanded use. They shared how EHM keeps youth connected to their community and support systems.

"I think it[']s important to recognize that EHM can be used to support a youth and family offering encouragement and accountability to attend and/or participate in services and programs that support change and wellness. EHM does not have to be a punitive sanction"

"[EHM is a] great tool when used in Detention Alternative programs. Allows for a youth to remain out of custody while fulfilling [their] court order in a program designed to benefit rather than punish"

Two comments shared about **EHM as a support or benefit, not a punishment**.

"We are heavily using EHM. We are pushing the envelope with the use of EHM pre-adjudication. We are placing youth on EHM who are accused of very serious offenses. This is different than the practice of many other jurisdictions as well as a departure from our historical practices"

"We created a program where our weekend EM staff get the EM kids out in the community for programming. It's called Get up and Get Out. Locking kids in the home can lead to unintended consequences such as new offenses for DV. We try to minimize that"

Finally, two courts shared **unique EHM practices**. One juvenile court is using EHM for almost every offense, and another juvenile court ensures youth get out of their homes on weekends to reduce the chance of unintended consequences.

Recommendations and Next Steps: Tracking Data in JCS

Few courts track ATDs within juvenile case management system

AOC's juvenile case management system, JCS, which is used by most courts to track secure detention, offers the ability for courts to create a detention alternative record within the detention module.¹¹ By inputting the type of detention alternative (e.g., EHM) and recording usage data, courts can track alternatives to detention alongside detention data. However, the JCS module for recording detention alternatives is under-utilized. Spokane County is the only juvenile court to maintain all records of EHM use within JCS. Thurston County records some EHM in JCS, currently for youth placed on EHM directly from detention.

Courts do not know about the alternatives module

Of the 13 courts that use EHM and responded to the AOC survey on detention alternatives, eight courts shared their reasons for not using the current JCS detention alternative module. The majority of courts responding do not use the detention alternative module within JCS because they are not aware of or familiar with it (n = 6). Other reasons for not using the module include having a different system for tracking alternatives in place (n = 1) or not having enough resources to track data regularly (n = 1).

Larger concerns with JCS detention alternative module may also preclude use

One of the larger issues courts' identified with the current JCS detention and alternatives module was that it was not user-friendly. Another court noted that data entered into JCS has limitations in regard to accuracy. An additional court echoed those sentiments, and elaborated that it is currently hard to capture EHM usage accurately in JCS. It seems that courts, JCAs, and/or probation officers may not all be trained on, or consistent with, using the module, which means data could be entered inconsistently or inaccurately. In addition, if a youth who was placed on EHM violates EHM conditions and gets moved to detention, the JCS module does not reflect that move. Within the module, it will appear as if the youth started their disposition on the day of secure detention entry as opposed to when EHM started. In its current state, the JCS detention alternatives module may not reflect what is actually happening.

If redesigned, 8 of 11 courts using EHM would use JCS alternatives module

While courts that use EHM do not currently use the JCS detention alternative module, the majority seem to be interested in using a redesigned/revamped JCS module for detention alternatives. Eight of 11 responding courts (73%) selected that they would use an updated JCS module for tracking detention alternatives like EHM. If the module for tracking detention alternatives was updated, courts suggested improvements including making the module more user-friendly, clearly defining options to maintain consistency in the data, and developing training and education surrounding the module.

Redesigning the JCS alternatives module is one step towards improving data development

Redesigning the JCS module—ensuring courts are aware of it and that it is useful to them— is one step towards helping to ensure data collection is more standardized.

¹¹[Maintain Detention Alternatives \(wa.gov\)](https://www.wa.gov/maintain-detention-alternatives)

Data Recommendations

Data development is uneven

The level of EHM data development across courts is uneven. Part I of this report identified where gaps in data recording occur, while Part II highlighted that few courts utilize the ability to track alternatives within the current juvenile case management system. This is due in part to a lack of knowledge about the module, but also larger concerns about the current module's ability to reflect changes and moves across EHM placements. Courts also may not have the resources or capacity to input data on the use of alternatives. However, it is important to facilitate coordination and data standards to develop consistent data that will allow us to conduct analyses on the use of EHM and be able to further our understanding of juvenile detention alternatives. The table below shows the status of three categories of data while highlighting the importance of each type of data and areas of development.

Table 13. *The status and importance of each of three types of data categories and recommendations for development.*

Category	Status	Importance	Data Development
1. Demographic information DOB or age, gender, race, ethnicity	<p>Thirteen of 15 courts track and/or were able to provide demographic information, but demographic data is inconsistently defined or developed across the state.</p> <ul style="list-style-type: none"> • Example 1: Age data missing for 9% of placements • Example 2: Low rates of multi- and bi-racial youth recorded. Ethnicity was sometimes combined with race, other times not. 	<p>Knowing demographic information for all youth on EHM will afford ability to identify disparities, allow for analysis of intervention points for specific populations, and develop an improved capacity for decision-making.</p>	<ul style="list-style-type: none"> • Expand the capacity to include juvenile number in EHM data to facilitate linking EHM data with person data stored by the research team at AOC • Develop reporting standards for race and ethnicity
2. Usage data Start/end dates, case/referral ID, reasons for use, offense resulting in placement	<p>Most of the 15 courts track and/or provided information on when youth were on EHM, but information on reasons for use and offenses is less developed.</p> <ul style="list-style-type: none"> • Example 1: Placement offense data missing for 10% of placements • Example 2: Not all courts had case or referral IDs for each EHM placement 	<p>Knowing when and why EHM is used can increase operational efficiency and highlight outliers in duration or placement reason.</p>	<ul style="list-style-type: none"> • Expand the capacity to track usage data • Align methods for data collection
3. End status data Completion, violations, absconding, escape, additional offense	<p>Information on the end status of an EHM placement is less developed. This report did not include analyses of completion rates, in part, due to inconsistently defined or developed end status data.</p> <ul style="list-style-type: none"> • Example 1: While some data noted violations separate from completion, others combined the two. It was unclear if youth completed EHM without any violations or if those who had any violations did not complete 	<p>Knowing what the typical outcome of an EHM placement is allows to evaluate effectiveness of EHM, if there are target areas of intervention to prevent violations, future offenses</p>	<ul style="list-style-type: none"> • Expand the capacity to track end status data, including ensuring JCS alternatives module reflects end status changes and violations • Clarify purpose of data to be collected and the continuum of end status, develop definitions

Summary and Conclusion

Summary

This report serves as an important step towards understanding how electronic home monitoring is used within Washington State's juvenile justice system. Key takeaways about the use of EHM include:

- Typically, youth were placed on EHM by juvenile courts more than once during the 11-year period; there were 10,756 placements that represented 5,449 youth in juvenile courts. It was less common for youth on EHM with DCYF/JR to be placed on EHM more than once; there were 93 placements representing 69 youth in DCYF/JR between 2010 and 2020.
- There is a decreasing trend in the rate of EHM use by juvenile courts. In 2010, there was a rate of 2.25 youth on EHM per 1,000 youth, which dropped to .61 youth on EHM per 1,000 in 2020. Note that beginning in 2020, the Covid-19 pandemic disrupted court operations in Washington State at every level, including within juvenile courts. Two studies (Gilman & Sanford, 2020a; Gilman & Sanford, 2022) have recently examined the effect of the pandemic on juvenile detention, noting that historically detention admissions have been decreasing and estimating that the pandemic resulted in a 54% reduction in statewide detention admissions. Along with reduced detention admissions, the number of juvenile court referrals decreased as well. The decreasing trends of detention use in Washington State and the pandemic reduction in statewide court referrals corresponds with the decreasing trend of EHM use noted here.
- The majority of youth placed on EHM by and through the courts were male. Ninety-one percent of youth on EHM with DCYF/JR and 68% of youth on EHM in juvenile courts were boys.
- More than half of the youth on EHM in DCYF/JR (64%) and juvenile courts (56%) were youth of color (Black or African American, Latinx or Hispanic, American Indian or Native American, Asian or Pacific Islander).
- The most common age for an EHM placement by juvenile courts was approximately 16 years. Youth on EHM in juvenile courts were between 10 and 20 years of age.
- Theft or robbery offenses were one of the most common reasons for EHM placement by juvenile courts, accounting for 26% of placements.
- The typical duration of an EHM placement by juvenile courts was seven days. However, placements accounted for by 17-year olds, by Black or African American youth, or by boys had longer durations than the typical seven days. The typical duration of an EHM placement under DCYF/JR was 14 days.
- Survey results demonstrate that the logistics of how, and reasons why, juvenile courts use EHM vary greatly. Each jurisdiction has different practices for their EHM programs.

Conclusion

This report fulfills the requirements outlined in ESSB 5290 by researching and reporting on the use of EHM in the juvenile justice system across Washington State. However, additional research and reporting is needed to fully understand the impact of the use of EHM across the state. As we develop data and data standards, we will be better able to evaluate outcomes—for example, examining if there are disparities and inequities in how EHM is administered, exploring what factors predict success, and assessing EHM programs effectiveness at preventing further returns to the justice system (recidivism) and promoting growth and rehabilitation amongst justice-involved youth. However, the judicial branch needs increased capacity to track and assess the use of detention alternatives such as EHM used by juvenile courts across the state. Courts needs increased internal capacity to do so, and the AOC needs increased research capacity to support the local development and review of data to understand not only how EHM is used but the impacts and outcomes associated with its use.

Appendix A: Data Summaries *This appendix presents one-page descriptive analyses of EHM use state-wide, followed by each county's individual use of EHM .*

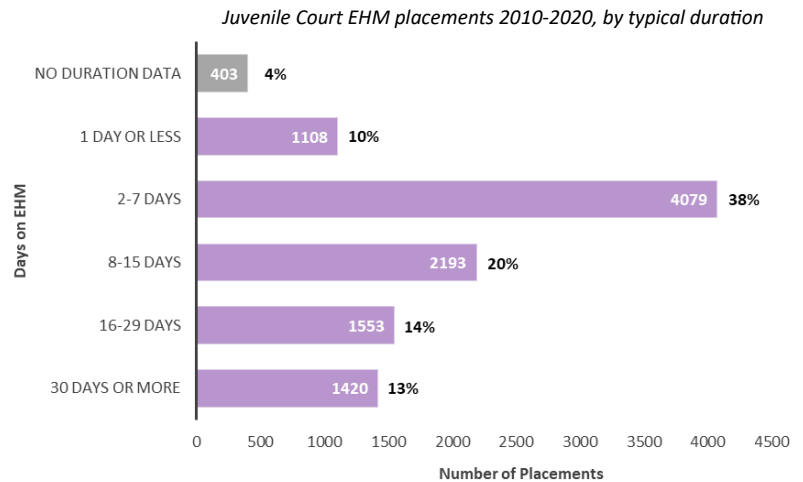
Juvenile Courts State-Wide Data Summary

Data from the 15 juvenile courts that recorded EHM use between 2010 and 2020 was combined to represent EHM use across the state. Data records were compiled from JCS and court's internal records.

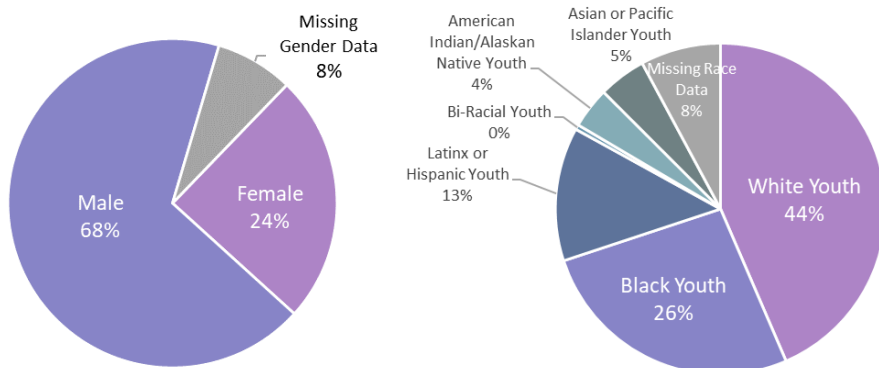
From 2010-2020, there were **10,756 EHM placements** recorded by juvenile courts across the state.

This corresponds to **5,449 unique youth** placed on EHM by juvenile courts.

The median, or typical, EHM placement by juvenile courts across the state was **seven days**. Most youth spent between two and seven days on EHM, but EHM placements ranged from less than a day to a maximum of 447 days. Duration data was **missing for four percent** of the placements represented.



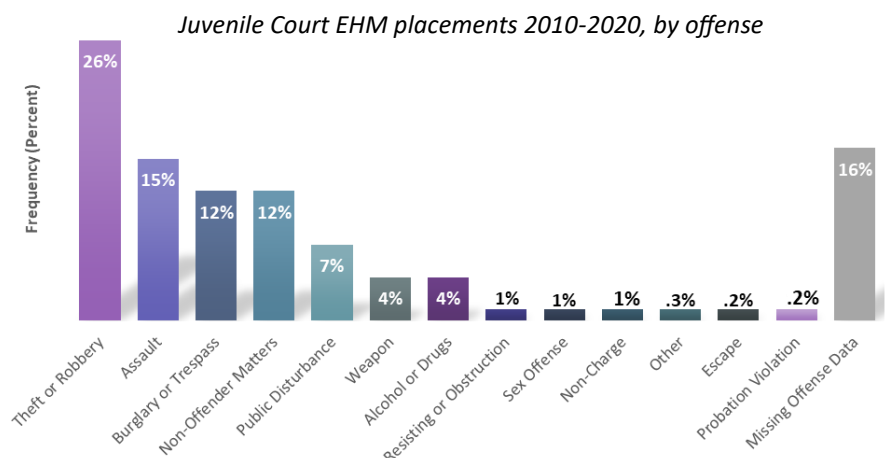
Juvenile Court EHM placements 2010-2020, by gender and race



Youth on EHM across the state were primarily **males** as compared to females. There were slightly more **youth of color** on EHM than White youth. Race and gender data was **missing for eight percent** of youth represented.

The average age for an EHM placement was **15.56 years**, but ranged from 10 to 26 years.

In the ten-year period, the most common offenses state-wide that led to EHM placements were **theft or robbery offenses** (e.g., robbery-2, stolen vehicle) which accounted for 26% of all EHM placements, and **assault offenses** (e.g., assault-4) which accounted for 15% of EHM placements. Data on offenses was **missing for 16%** of the placements.



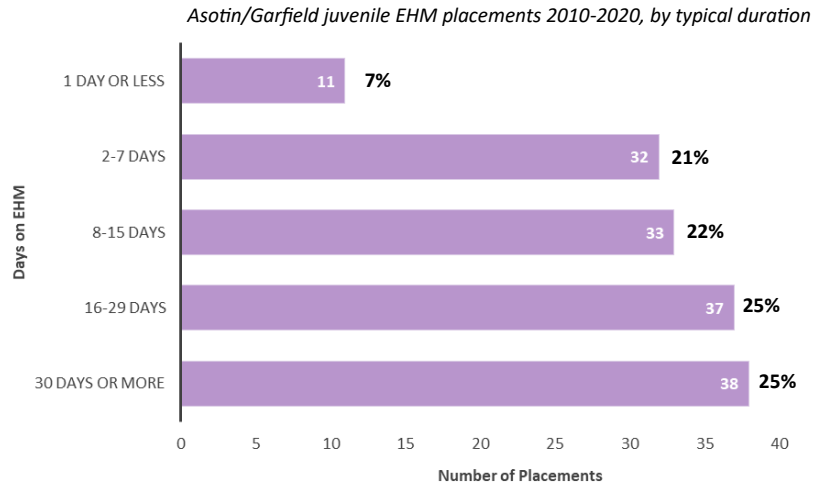
Note that if there were multiple offenses listed for one placement, the most serious offense was selected.

Asotin/Garfield Data Summary

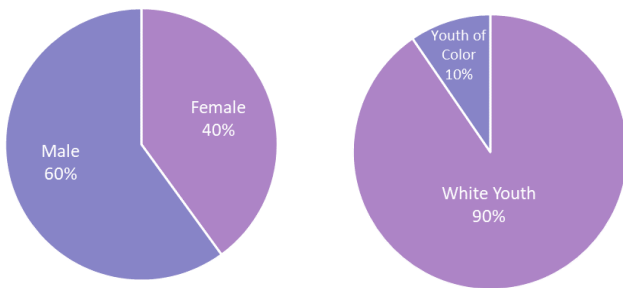
Asotin/Garfield County juvenile court uses EHM, but less often now that it is no longer used to monitor curfew. Their EHM provider (Track Group) maintains records of when and how long youth are placed on EHM. Asotin/Garfield's JCA supplemented those usage records by providing additional demographic and offense data from internal records.

From 2010-2020, there were **151 EHM placements** which corresponds to **95 unique youth**.

The median, or typical, EHM placement in Asotin/Garfield was **15 days**. Most youth spent at least two days on EHM, but EHM placements ranged from less than a day to a maximum of 77 days.



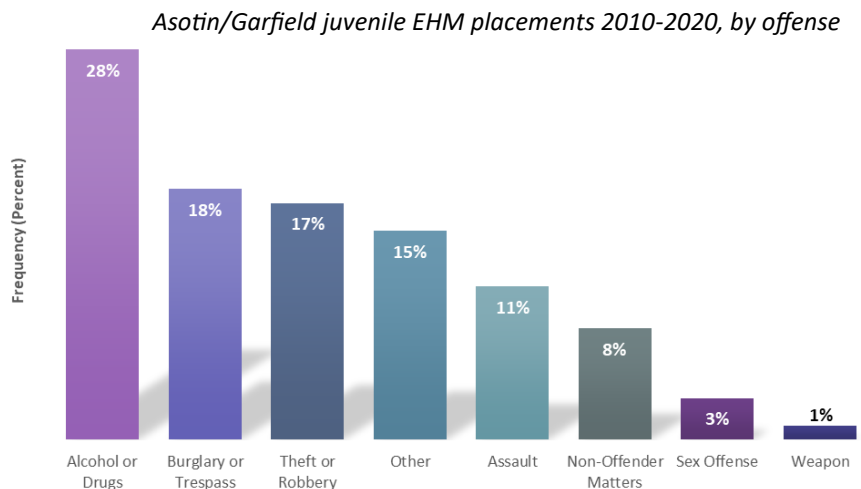
Asotin/Garfield juvenile EHM placements 2010-2020, by gender and race



More than half of the youth on EHM in Asotin/Garfield were **males** (60%) as compared to females, and the majority were **White youth** (90%) as compared to youth of color (African American, American Indian, and Hispanic). For reference, in 2020, 55% of youth in Asotin/Garfield were males and 91% were White.

The average age for an EHM placement in Asotin/Garfield was **15.11 years**, but ranged from 11 to 18 years.

In the ten-year period, the most common offenses that led to EHM placements were **alcohol or drug offenses** (e.g., drug, liquor violations) which accounted for 28% of EHM placements, and **burglary or trespass offenses** (e.g., residential burglary) which accounted for 18% of EHM placements.



Chelan Data Summary

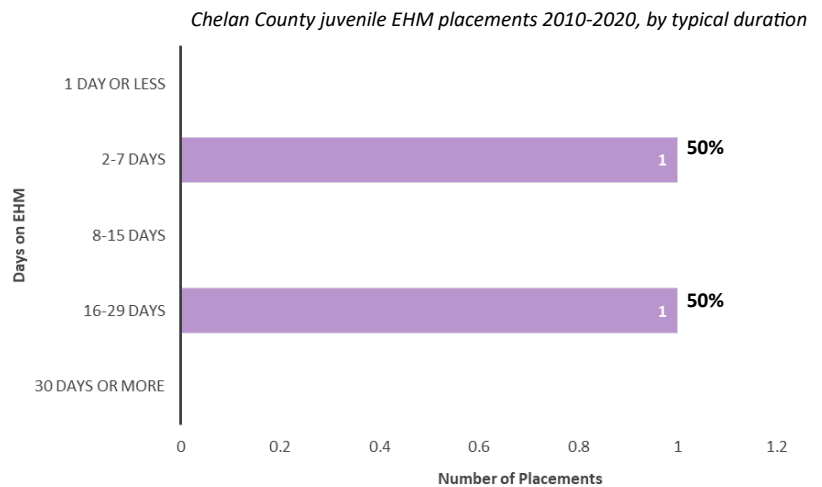
Chelan County juvenile court can use EHM as a juvenile detention alternative, but very rarely does so. Data on EHM use was compiled from internal records. Because so few youths were placed on EHM, limited demographic information is presented to preserve youth's anonymity.

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From 2010-2020, there were **two EHM placements** which correspond to **two unique youth**.

.....

EHM placements in Chelan varied from **seven days to 17 days**.



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The average age for an EHM placement in Chelan was **15 years**, but ranged from 14 to 16 years of age.

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The offenses that led to the two EHM placements were both **non-offender matters** (e.g., at-risk youth)

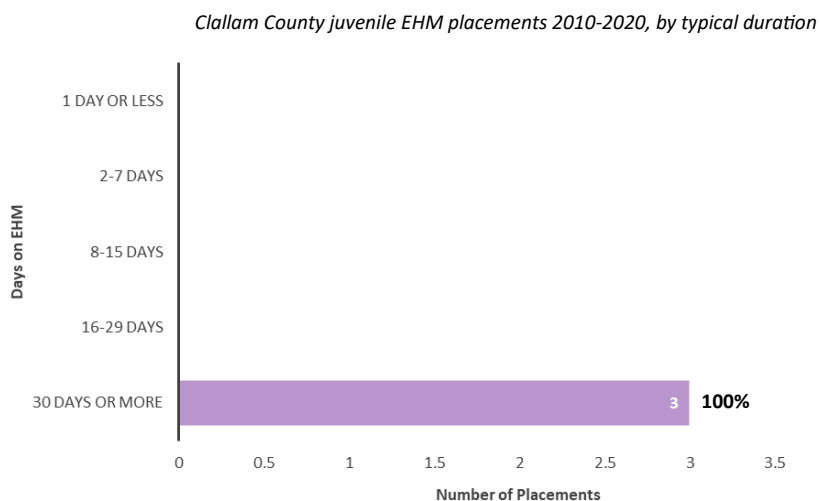
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Clallam Data Summary

Clallam County juvenile court can use EHM as a juvenile detention alternative, but very rarely does so. Data on EHM use was compiled from internal records. Because so few youths were placed on EHM, limited demographic information is presented to preserve youth's anonymity.

From 2010-2020, there were **three EHM placements** which correspond to **two unique youth**.

EHM placements in Clallam ranged from **43 days to 147 days**.



EHM placements in Clallam were for youth who were 16 and 17 years of age.

The offenses that led to EHM placements were all **sex offenses** (e.g., rape)

Columbia/Walla Walla Data Summary

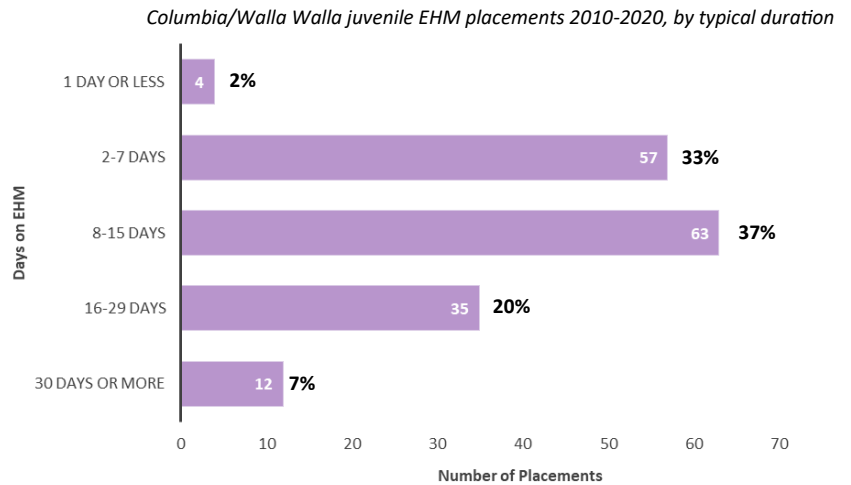
Columbia/Walla Walla County juvenile court uses EHM and maintains records of youth placed on EHM internally.

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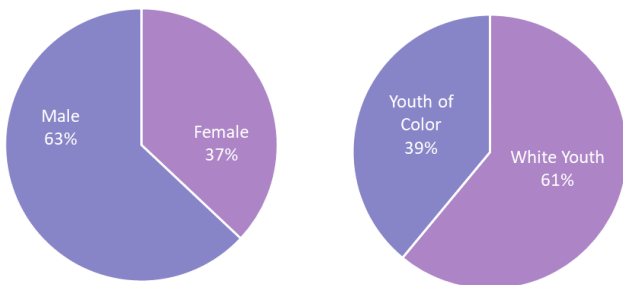
From 2010-2020, there were **172 EHM placements** which corresponds to **111 unique youth**.

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The median, or typical, EHM placement in Columbia/Walla Walla was **11 days**. Most youth spent between two and 15 days on EHM, but EHM placements ranged from less than a day to a maximum of 153 days.



Columbia/Walla Walla juvenile EHM placements 2010-2020, by gender and race



More than half of the youth on EHM in Columbia/Walla Walla were **males** (63%) as compared to females, and the majority were **White youth** (61%) as compared to youth of color (African American and Hispanic youth). For reference, in 2020, 50% of youth in Columbia/Walla Walla were males and 90% were White.

The average age for an EHM placement in Columbia/Walla Walla was **15.63 years**. Youth were between 13 and 20.

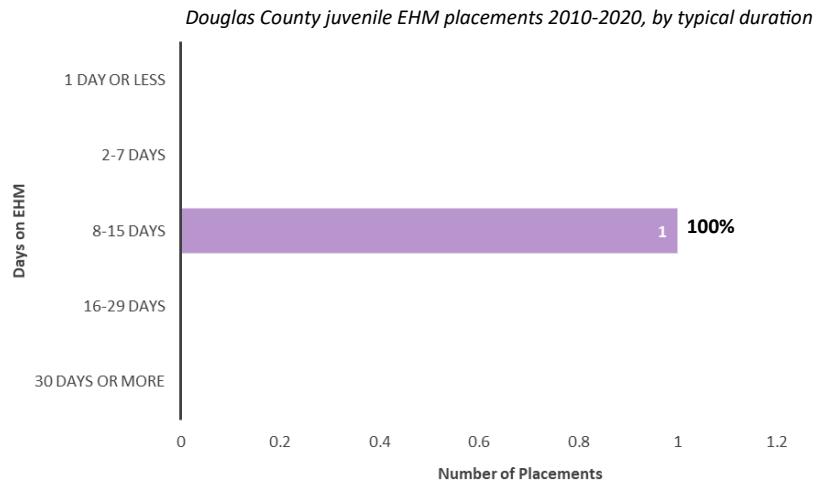
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Douglas Data Summary

Douglas County juvenile court can use EHM as a juvenile detention alternative, but very rarely does so. Because so few youths were placed on EHM, limited demographic information is presented to preserve youth's anonymity.

From 2010-2020, there was **one EHM placement** which corresponds to **one unique youth**.

The one EHM placement in Douglas was for **11 days**.



The age of the EHM placement in Douglas was **15 years**.

The offenses that led to the EHM placement were **theft** and **alcohol/drug offenses** (e.g., theft of a motor vehicle, minor in possession)

Jefferson Data Summary

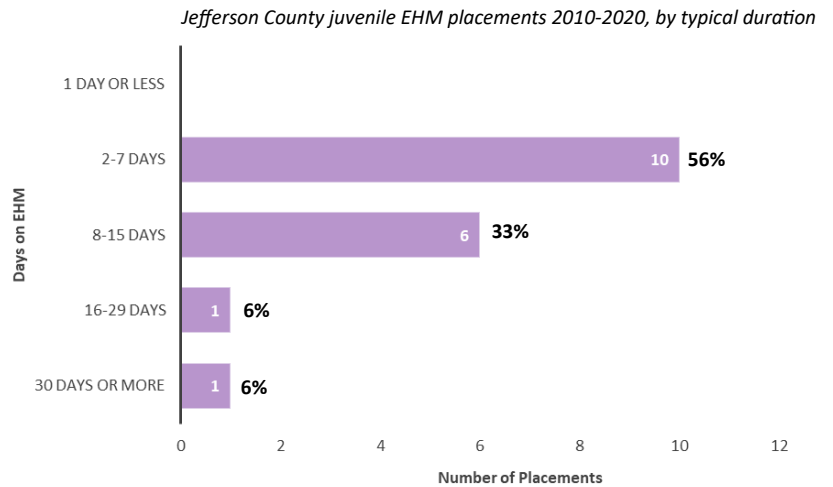
Jefferson County juvenile court uses EHM as a juvenile detention alternative and tracks information on use. They have provided data on how many youths per year were on EHM and how long they were on EHM for.

.....

From 2010-2020, there were **18 EHM placements** which corresponds to **15 unique youth**.

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The median, or typical, EHM placement in Jefferson was **seven days**. Most youth spent between two and seven days on EHM, but EHM placements in Jefferson ranged from two to 49 days.



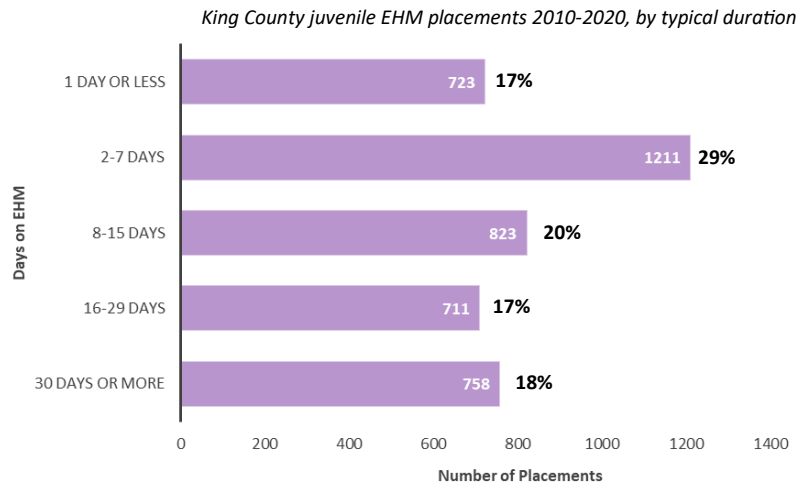
King Data Summary

King County juvenile court uses EHM and maintains an internal database of youth placed on EHM from 2012 to 2020.

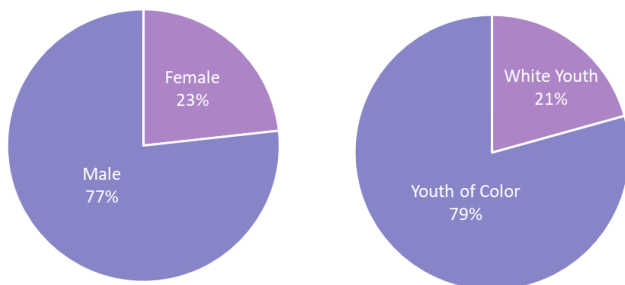
From 2012-2020, there were **4,226 EHM placements**.

This corresponds to **1,714 unique youth** representing **2,730 case numbers**.

The median, or typical, EHM placement in King was **nine days**. Most youth spent between two and seven days on EHM, but EHM placements ranged from less than a day to a maximum of 447 days.



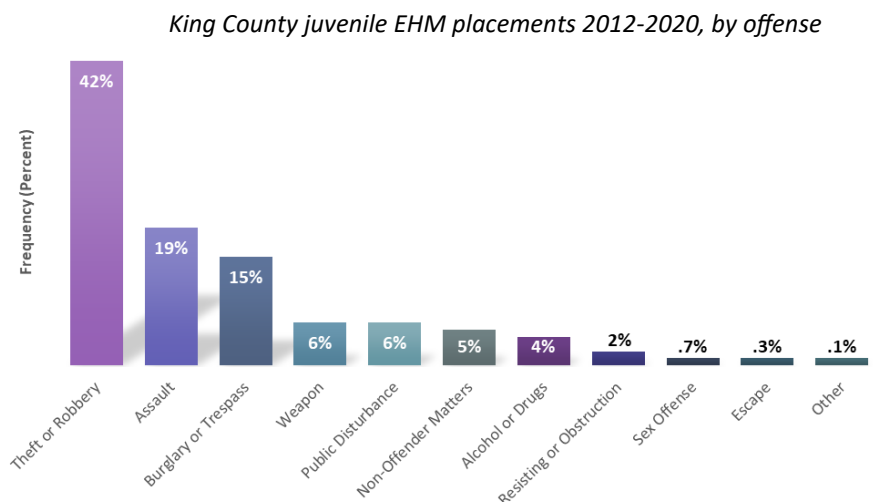
King County juvenile EHM placements 2012-2020, by gender and race



The majority of youth on EHM in King were **males** (77%) as compared to females, and **youth of color** (79%) (African American, American Indian, Asian, and Hispanic youth) as compared to White youth. For reference, in 2020, 51% of youth in King were males and 60% were White.

The average age for an EHM placement in King was **15.65 years**. Youth were between 11 and 20 years.

In the eight-year period data was available, the most common offenses that led to EHM placements were **theft or robbery offenses** (e.g., possession of stolen property, theft) which accounted for 42% of EHM placements, and **assault offenses** (e.g., assault-2) which accounted for 19% of EHM placements.



Kitsap Data Summary

Kitsap County juvenile court uses EHM and maintains data records of EHM use internally.

They have provided data on how many youths per year were on EHM.

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From 2010-2020, there were **375 youth** were placed on EHM.

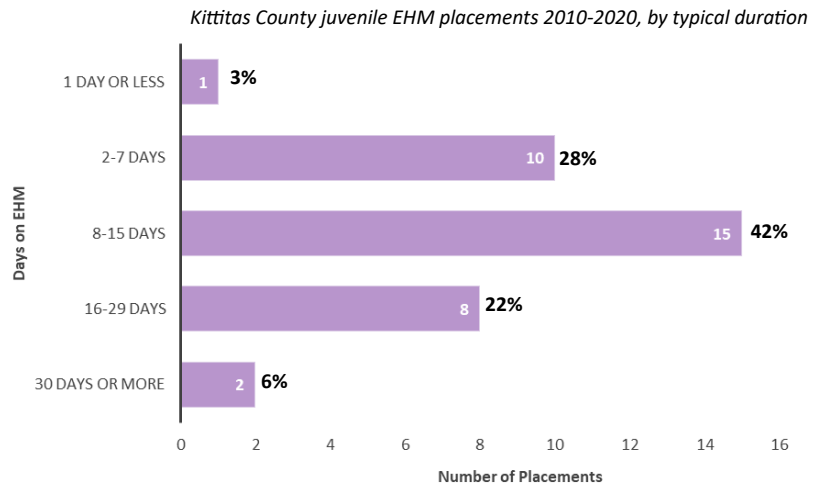
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Kittitas Data Summary

Kittitas County juvenile court began using EHM as a juvenile detention alternative in 2019. Because few youths have been placed on EHM since then, limited demographic information is presented to preserve anonymity.

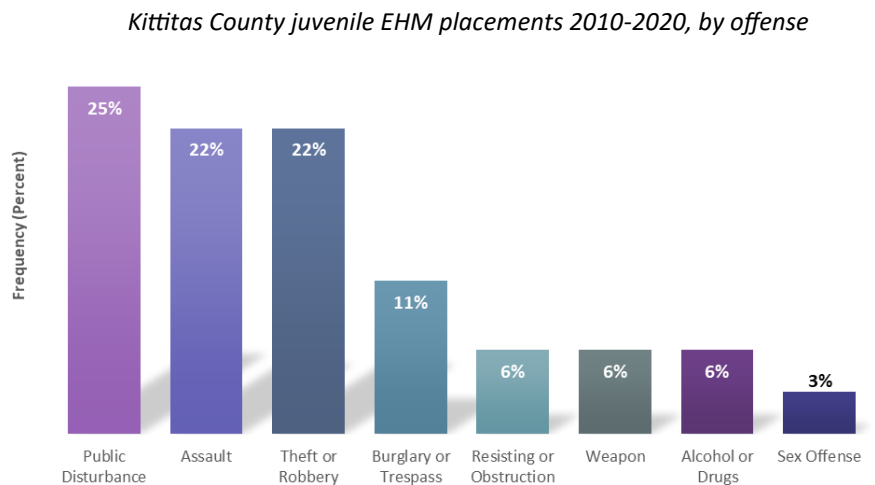
From 2019-2020, there were **36 EHM placements** which corresponds to **27 unique youth**.

The median, or typical, EHM placement in Kittitas was **9.5 days**. EHM placements ranged from one day to a maximum of 59 days.



The average age for an EHM placement in Kittitas was **15.51 years**. Youth were between 13 and 17 years of age.

In the two-year period EHM was used, the most common offenses that led to EHM placements were **public disturbance offenses** (e.g., malicious mischief, harassment) which accounted for 25% of EHM placements, and **assault offenses** (e.g., assault-4) which accounted for 22% of EHM placements.



Note that if there were multiple offenses listed for one placement, the most serious offense was selected.

Lewis Data Summary

Lewis County juvenile court used EHM once as a juvenile detention alternative, but has not since. They are currently beginning to explore using EHM again. Because so few youths were placed on EHM, there is limited data on use.

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From 2010-2020, there was **one EHM placement** which corresponds to **one unique youth**.

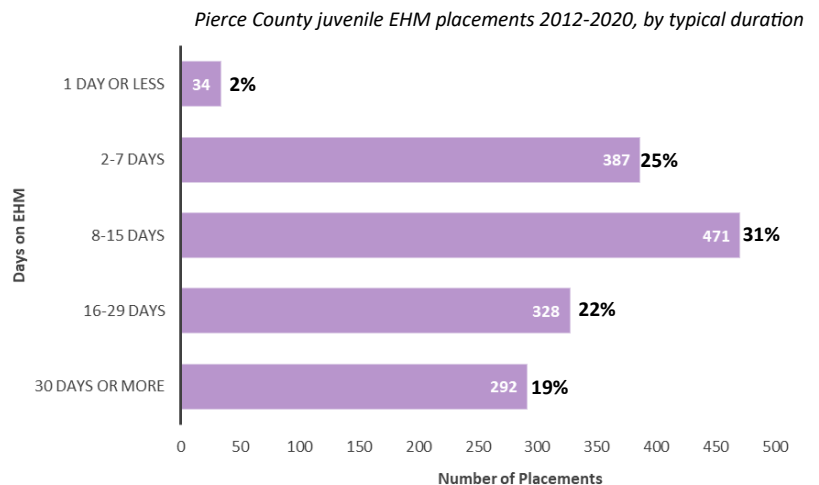
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Pierce Data Summary

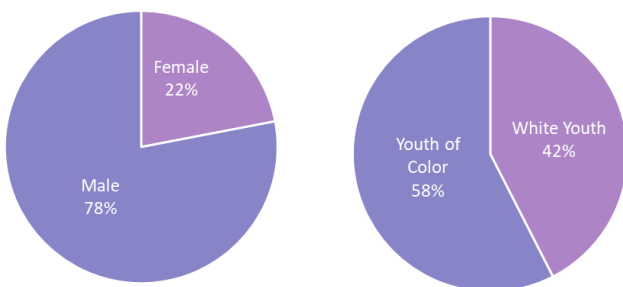
Pierce County juvenile court uses EHM and collected internal records of youth placed on EHM from 2012 to 2020.

From 2012-2020, there were **1,537 EHM placements** which corresponds to **945 unique youth**.

The median, or typical, EHM placement in Pierce was **14 days**. Most youth spent between two and 15 days on EHM, but EHM placements ranged from less than one day to a maximum of 366 days.



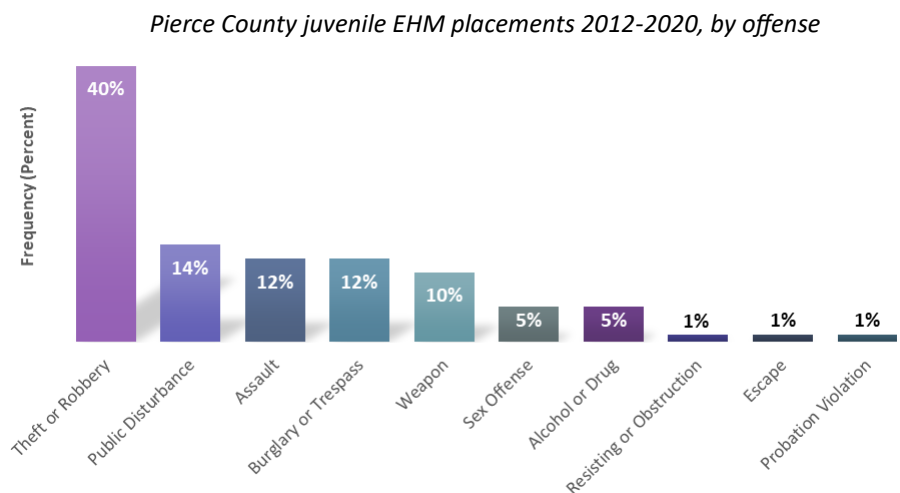
Pierce County juvenile EHM placements 2012-2020, by gender and race



The majority of youth on EHM in Pierce were **males** (78%) as compared to females. There were more **youth of color** (58%) (Black/African American, Indian/American Indian, Asian/Pacific Islander, and Hispanic youth) than there were White youth. For reference, in 2020, 51% of youth in Pierce were males and 65% were White.

The average age for an EHM placement in Pierce was **15.57 years**. Youth were between 12 and 18.

In the eight-year period, the most common offenses that led to EHM placements were **theft or robbery offenses** (e.g., motor vehicle theft, possession of stolen property) which accounted for 40% of EHM placements, and **public disturbance offenses** (e.g., malicious mischief, harassment) which accounted for 14% of EHM placements.

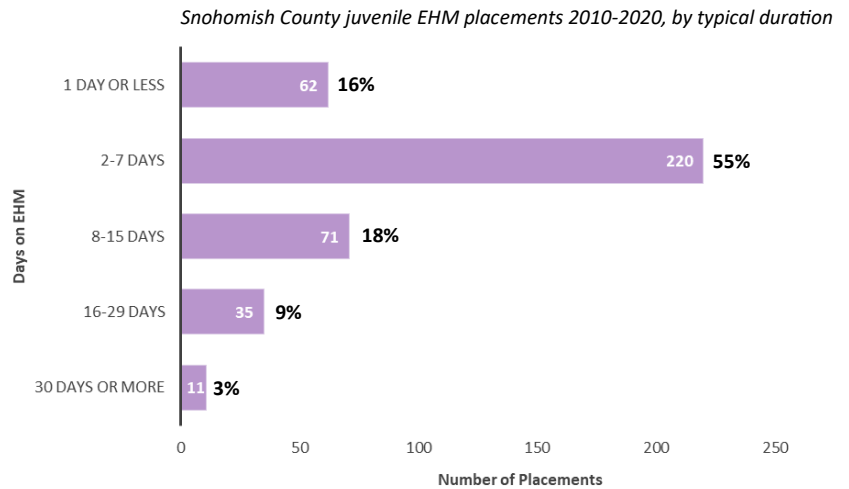


Snohomish Data Summary

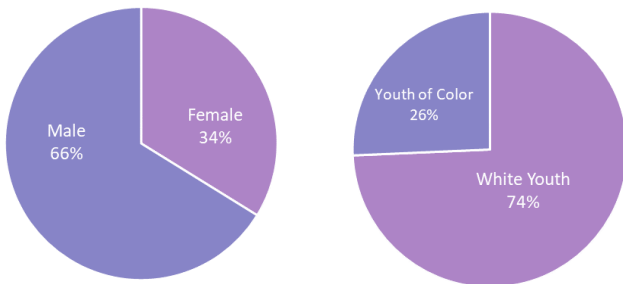
Snohomish County juvenile court uses EHM and maintains an internal database of youth placed on EHM.

From 2010-2020, there were **399 EHM placements** which corresponds to **281 unique youth**.

The median, or typical, EHM placement in Snohomish was **five days**. Most youth spent between two and seven days on EHM, but EHM placements ranged from less than one day to a maximum of 375 days.



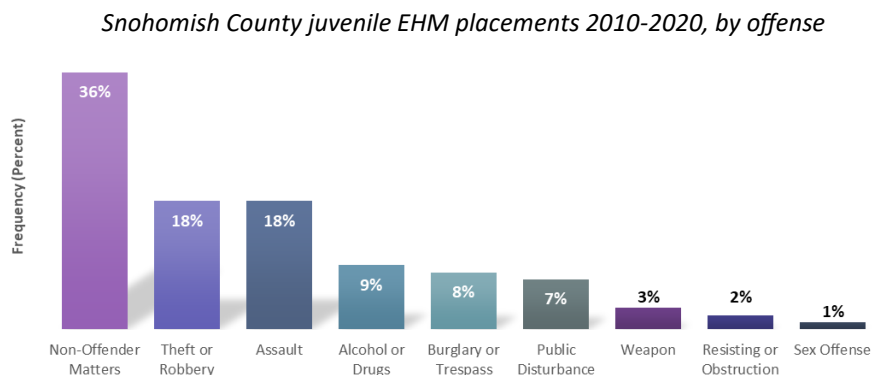
Snohomish County juvenile EHM placements 2010-2020, by gender and race



The majority of youth on EHM in Snohomish were **males** (66%) as compared to females. There were more **White youth** (74%) as compared to youth of color (Black, American Indian or Alaskan Native, Asian, and Hispanic youth). For reference, in 2020, 51% of youth in Snohomish were males and 73% were White.

The average age for an EHM placement in Snohomish was **15.47 years**. Youth were between 12 and 18.

In the ten-year period, the most common offenses that led to EHM placements were **non-offender matters** (e.g., at-risk youth petition) which accounted for 36% of EHM placements, **theft or robbery offenses** (e.g., theft of a motor vehicle) and **assault offenses** (e.g., assault 4th degree) which each accounted for 18% of EHM placements.

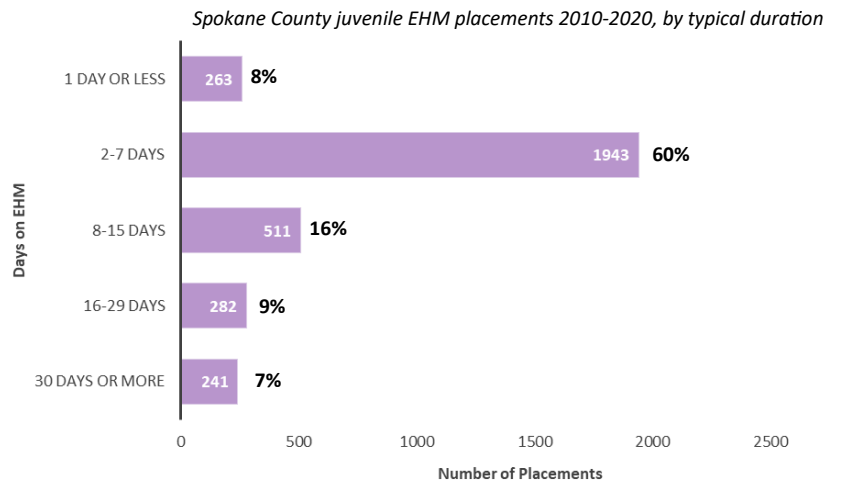


Spokane Data Summary

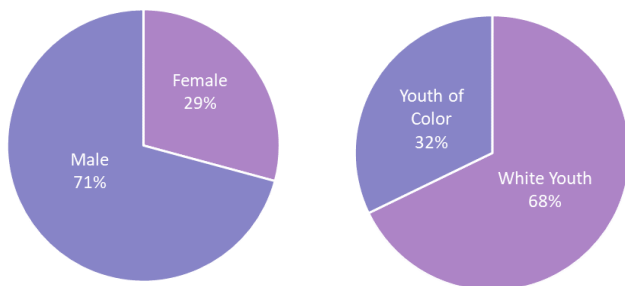
Spokane County juvenile court uses EHM and maintains records of EHM use within JCS. When a youth is placed on EHM, they are recorded as on furlough from detention within JCS. Demographic and offense data for youth on EHM was obtained by matching furlough data with WSCCR's research database.

From 2010-2020, there were **3,240 EHM placements** which corresponds to **1,505 unique youth**.

The median, or typical, EHM placement in Spokane was **six days**. Most youth spent between two and seven days on EHM, but EHM placements ranged from one day to a maximum of 241 days.



Spokane County juvenile EHM placements 2010-2020, by gender and race

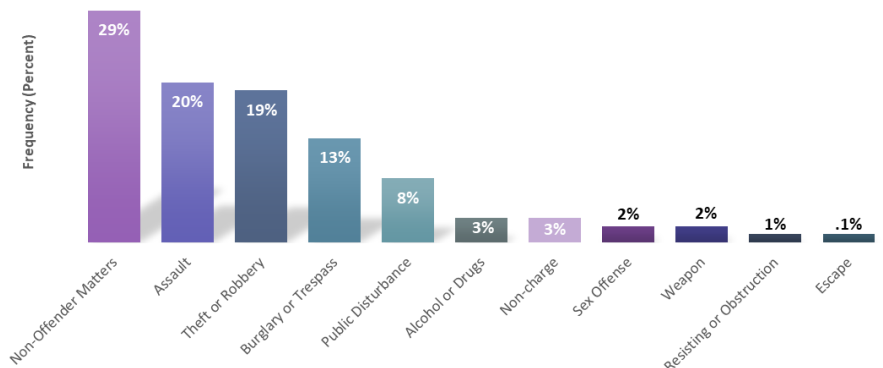


The majority of youth on EHM in Spokane were **males** (71%) as compared to females. There were more **White youth** (68%) as compared to youth of color (Black, American Indian or Asian, and Hispanic youth). For reference, in 2020, 51% of youth in Spokane were males and 83% were White.

The average age for an EHM placement in Spokane was **15.45 years**. Youth were between 10 and 20.

In the ten-year period, the most common offenses that led to EHM placements were **non-offender matters** (e.g., at-risk youth petition) which accounted for 29% of EHM placements, and **assault offenses** (e.g., assault 4th degree) which accounted for 20% of EHM placements.

Spokane County juvenile EHM placements 2010-2020, by offense

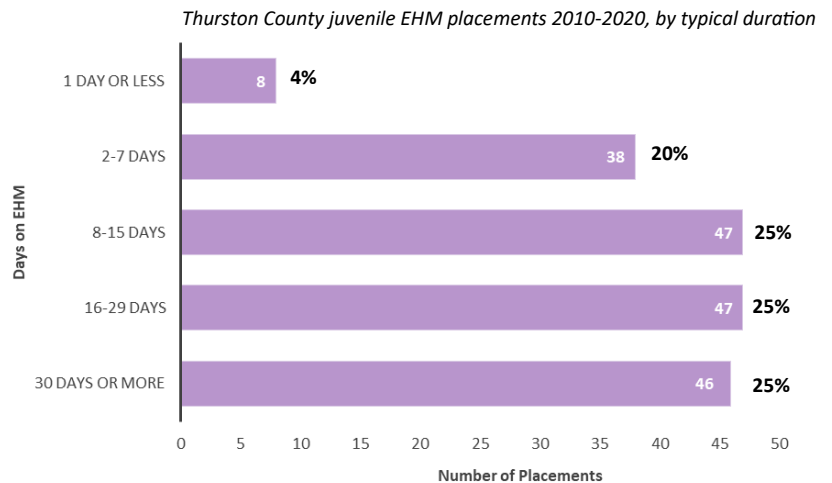


Thurston Data Summary

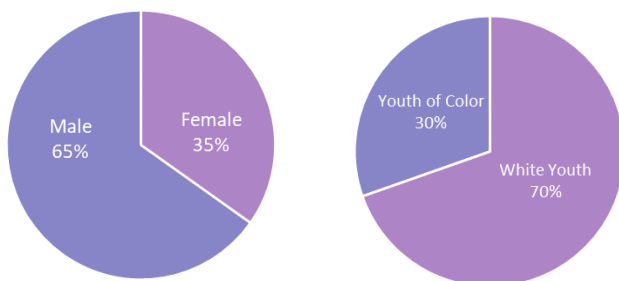
Thurston County juvenile court uses EHM, but does not maintain records of youth placed on EHM. However, EHM use is tracked in JCS for youth who are being released from detention onto EHM. This does not capture the youth who are placed directly on EHM, without passing through detention first. Because of this, Thurston's records of EHM use are not complete but are accurate for the subset of the population that was placed on EHM from detention.

From 2010-2020, there were **186 EHM placements** immediately following release from detention, which corresponds to **135 unique youth**.

The median, or typical, EHM placement in Thurston was **15.5 days**. Most youth spent at least two days on EHM, but EHM placements ranged from less than a day to a maximum of 264 days.



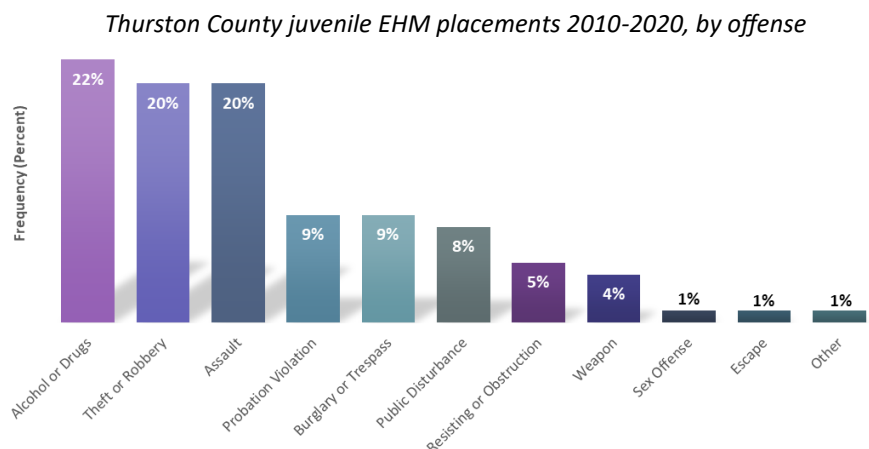
Thurston County juvenile EHM placements 2010-2020, by gender and race



More than half of the youth on EHM in Thurston were **males** (65%) as compared to females, and the majority were **White youth** (70%) as compared to youth of color (Black, American Indian, Asian, and Hispanic youth). For reference, in 2020, 52% of youth in Thurston were males and 73% were White.

The average age for an EHM placement in Thurston was **15.38 years**. Youth were between 12 and 18 years.

In the ten-year period, the most common offenses that led to EHM placements were **alcohol or drug offenses** (e.g., minor possess, consume liquor) which accounted for 22% of EHM placements, **theft or robbery offenses** (e.g., stolen property, motor vehicle theft), and **assault offenses** (e.g., assault-4) and which each accounted for 20% of EHM placements.

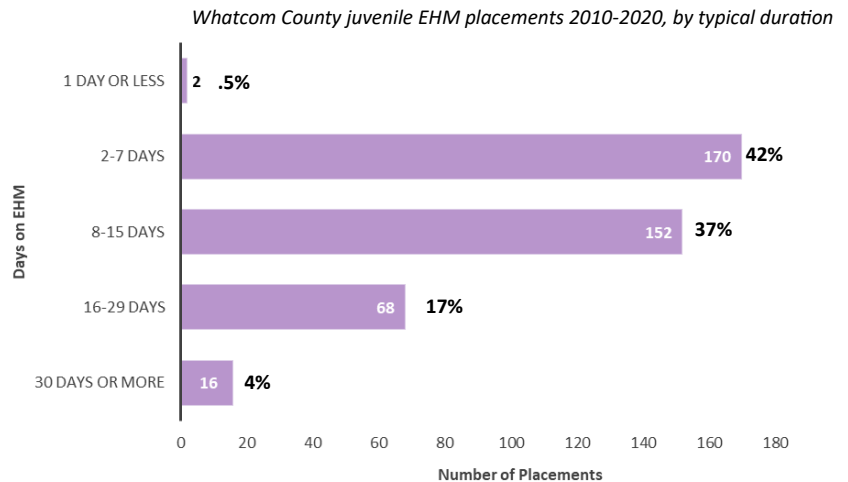


Whatcom Data Summary

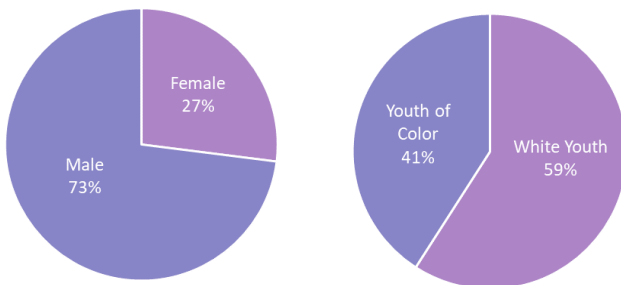
Whatcom County juvenile court uses EHM and internally maintains records of youth placed on EHM. All information provided for this report was obtained from Rite Track , Odyssey Navigator, JCS or the Assessments.com databases.

From 2010-2020, there were **409 EHM placements** which corresponds to **240 unique youth**.

The median, or typical, EHM placement in Whatcom was **10 days**. Most youth spent between two and 15 days on EHM, but EHM placements ranged from one day to a maximum of 40 days.



Whatcom County juvenile EHM placements 2010-2020, by gender and race



More than half of the youth on EHM in Whatcom were **males** (73%) as compared to females, and more than half were **White youth** (59%) as compared to youth of color (Black, American Indian, Asian, and Hispanic youth). For reference, in 2020, 51% of youth in Whatcom were males and 81% were White.

The average age for an EHM placement in Whatcom was **15.66 years**. Youth were between 11 and 18 years.

In the ten-year period, the most common offenses that led to EHM placements were **theft or robbery offenses** (e.g., theft-3) which accounted for 28% of EHM placements, and **burglary or trespass offenses** (e.g., residential burglary) which accounted for 20% of EHM placements.

