



**KING COUNTY**

1200 King County Courthouse  
516 Third Avenue  
Seattle, WA 98104

**Signature Report**

**Motion 16315**

**Proposed No. 2023-0036.2**

**Sponsors McDermott**

1           A MOTION acknowledging receipt of superior court's  
2           report showing the number of juvenile court probation staff  
3           that will be needed after the implementation of the  
4           restorative community pathways program as described in  
5           the 2021-2022 Biennial Budget Ordinance, Ordinance  
6           19210, Section 31, Proviso P1, as amended by Ordinance  
7           19307, Section 18.

8           WHEREAS, the 2021-2022 Biennial Budget Ordinance, Ordinance 19210,  
9           Section 31, Proviso P1, as amended by Ordinance 19307, Section 18, requires superior  
10          court to transmit a report showing the number of juvenile court probation staff that will  
11          be needed after the implementation of the restorative community pathways program, and

12          WHEREAS, the proviso further requires superior court to submit a motion that  
13          acknowledges receipt of the report;

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

15          The receipt of superior court's report showing the number of juvenile court  
16          probation staff that will be needed after the implementation of the restorative community  
17          pathways program, which is Attachment A to this motion, in compliance with 2021-2022

Motion 16315


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- 18 Biennial Budget Ordinance, Ordinance 19210, Section 31, Proviso P1, as amended by  
19 Ordinance 19307, Section 18, is hereby acknowledged.

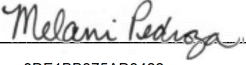
Motion 16315 was introduced on 2/14/2023 and passed by the Metropolitan King County Council on 3/7/2023, by the following vote:

Yes: 9 - Balducci, Dembowski, Dunn, Kohl-Welles, Perry, McDermott, Upthegrove, von Reichbauer and Zahilay

KING COUNTY COUNCIL  
KING COUNTY, WASHINGTON

DocuSigned by:  
  
E76CE01F07B14EF...  
Dave Upthegrove, Chair

ATTEST:

DocuSigned by:  
  
8DE1BB375AD3422...  
Melani Pedroza, Clerk of the Council

APPROVED this \_\_\_\_\_ day of 3/9/2023, \_\_\_\_\_.

**Attachments:** A. Superior Court Probation Staffing Report Response to 2021-2022 Biennial Budget Ordinance

# Superior Court Probation Staffing Report

RESPONSE TO 2021-22 BIENNIAL BUDGET ORDINANCE, ORDINANCE 19210,  
SECTION 31, PROVISIO P1, AS AMENDED BY ORDINANCE 19307, SECTION 18

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## Executive Summary

Juvenile justice in King County has been a central political issue in the last decade. The voter-approved 2012 levy to fund construction of the Patricia H. Clark Children and Family Justice Center opened an advocacy window for community, the justice system, and legislators to explore new approaches to juvenile justice - specifically to improve outcomes for BIPOC youth, who are disproportionately engaged in the justice system.

**Juvenile Court Services (JCS) has embraced the opportunity to find pathways to change, confront systemic racism, and continue to innovate and minimize the number of youth coming into the system and secure detention.**

- The Court's ongoing revision of the eligibility standards for juvenile detention has led to the lowest rates of youth in juvenile detention in the state.
- Programs that serve young people outside of the traditional judicial and carceral process and through community partnerships, such as Family Intervention & Restorative Services (FIRS), continue to be added and expanded.
- Juvenile Court concluded an intensive 2-year Probation System Reform analysis with the Robert F. Kennedy Community Alliance to ensure trauma-informed, positive youth development practices remain embedded through all services.
- Juvenile Therapeutic Response & Accountability Court (JTRAC), the Court's new framework for serving all youth, builds a safe and thriving community where youth and families connect with supports that honor their dignity, agency, belonging, and safety; build strengths; foster desistance; and reduce contact with the court, especially for youth of color, who are disproportionately engaged by the criminal legal system. Its focus is behavioral health interventions and connections to community supports.

**JCS has committed to becoming a smaller, nimbler, and more responsive department using practices that reduce harm and improve outcomes, especially for youth of color.**

- The therapeutic and holistic approaches in the Juvenile Therapeutic Response & Accountability Court (JTRAC) model reflect this commitment. JTRAC meets the needs of youth by separating the legal process from the therapeutic response.
- JTRAC emphasizes individualized, youth-centered supports coupled with evaluation of needs at the beginning of a case to build a therapeutic response. All youth are served using an incentive-based model, where youth identify their own goals, milestones, and the recognition they would like to receive.
- As case filing numbers decrease, current and anticipated cases present increased complexity that requires coordination of resources with community partners to ensure the rapid availability, and sometimes intensity, of services.
- Community Supervision employs a multi-disciplinary team approach to case staffing (Care Teams) to ensure coordination of services and insights from across disciplines. Multidisciplinary team reviews ensure that appropriate supports are being leveraged for the highest, best care of the youth and their family.

**The last budget cycle included a significant reduction of budget and staffing.**

- Over the 2021 and 2022 budget biennium, JCS reduced staffing by 17 FTE positions, or a 36% decrease in Juvenile Probation Counselors.
- These reductions were accomplished through attrition.

- The current staffing plan, inclusive of these reductions, is appropriate to the more intensive work with youth and families in the JTRAC model.

**Implementation of Restorative Community Pathways has had minimal impact.**

- Juvenile Court has accounted for decreased numbers of youth being referred as it has shifted to JTRAC, prior to commencement of RCP.
- Juvenile Court aligned staffing according to the County's 2020-2021 Biennial Budget Ordinance and transformed services to meet the complex needs of clients with more serious cases.
- Individualized and therapeutic services are offered to all youth, most of whom now have complicated cases.
- An increase in felony referrals and filings in 2022 meant many cases ineligible for RCP were presented to the court, which placed JPC workload capacity at maximum at the end of 2022.

## I. Proviso Text

### 2021-22 Biennial Budget Ordinance, Ordinance 19210, Section 31, Proviso P1, as amended by Ordinance 19307, Section 18<sup>1</sup>

SECTION 31. SUPERIOR COURT - From the general fund there is hereby appropriated to:

Superior court	\$113,486,000
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The maximum number of FTEs for superior court shall be:	323.2
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P1 PROVIDED THAT:

Of this appropriation, \$100,000 shall not be expended or encumbered until ~~the executive, working in cooperation with~~ the superior court, transmits a report showing the number of juvenile court probation staff that will be needed after the implementation of the restorative community pathways program and a motion that should acknowledge receipt of the report and a motion acknowledging receipt of the report is passed by the council. The motion should reference the subject matter, the proviso's ordinance number, ordinance section and proviso number in both the title and body of the motion.

The report shall include, but not be limited to, the following:

- A. The number of the juvenile court probation staff and juvenile probation caseloads for 2019 and 2020 and estimated for 2021;
- B. The date for the implementation for the restorative community pathways program;
- C. The estimated juvenile probation caseload for 2022 to include an estimate of the projected number of juvenile cases to be diverted to the restorative community pathways program; and
- D. An analysis of the juvenile court probation staffing needs based on the projected 2022 caseloads.

The superior court ~~The executive~~ should electronically file the report and motion required by this proviso no later than October 1, 2021\*, with the clerk of the council, who shall retain an electronic copy and provide an electronic copy to all councilmembers, the council chief of staff and the lead staff for the budget and fiscal management committee, or its successor.

\*timeframe was extended by council

<sup>1</sup>Ordinance 19210 [Link](#)

## II. Juvenile Court Background and Overview

For the past two decades, King County Juvenile Court has been a national and statewide leader in innovation, reform, and utilization of juvenile justice best practices. Year over year, King County has achieved the lowest rate of youth detention in Washington State, despite being the largest county by population in the state.<sup>2</sup>

The national juvenile arrest rate peaked in 1986 and then declined by 75% in 2019.<sup>3</sup> **Juvenile law enforcement referrals, Prosecuting Attorney's Office filings, and admissions to secure detention are all currently at historic lows.** In 2020, the COVID-19 pandemic and movement for Black Lives accelerated timelines for justice reform, with resulting rapid and dramatic declines in national youth arrest and detention rates.<sup>4</sup>

In King County, declining filing and detention rates are also a reflection of a continued, shared commitment by King County Superior Court, the King County Prosecuting Attorney's Office (PAO), the King County Executive's Office, the King County Department of Public Defense (DPD), and numerous community organizations to reduce the use of secure detention and increase the availability of community-based services for youth and families. This is part of the strategy to address the persistent racial disparities in the legal system, despite the declines in numbers. This landscape is foundational as Juvenile Court continues to shift from a traditional, punitive approach to addressing underlying needs to avoid future engagement with the legal system.

**Since 2019, Juvenile Court has been designing, building, and implementing Juvenile Therapeutic Response & Accountability Court (JTRAC) partnership with community and institutional stakeholders.**

JTRAC ([Appendix 1](#)) is a strategic response to decreasing filings and to observation and research<sup>5</sup> indicating a significant number of court-involved youth have unmet behavioral health needs. JTRAC accounts for the decreasing numbers of youth involved in the court system, the success of existing and future diversion programs, and the reality that youth who remain referred to Juvenile Court have complex needs. JTRAC also addresses the historical inadequacy of a system that previously required adjudication to fund and offer services to youth and families.

**The goal of JTRAC is: A safe and thriving community where youth and families connect with supports that: honor their dignity, agency, belonging, and safety; build strengths; foster desistance; and reduce contact with the court, especially for youth of color, who are disproportionately engaged by the criminal legal system.**

- Law enforcement referrals, prosecution filings, and admissions to juvenile detention are at historic lows.

- Juvenile Court continues to shift from a punitive approach to addressing underlying needs.

- **Juvenile Therapeutic Response & Accountability Court (JTRAC)** is a framework for serving all youth who are served by Juvenile Court. JTRAC includes:

- **Early screening for behavioral health and other needs** right away, regardless of offense type or case processing timelines.

- **Community-centered and culturally responsive services**, to create a web of support around youth that will sustain beyond their involvement in the Court process.

- **Positive Youth Justice and Incentive-Based Supervision**, which focuses on protective factors as well as risk factors, strengths as well as challenges, positive outcomes, and facilitating successful transitions to adulthood.

<sup>2</sup> Gilman, A.B., & Sanford, R. (2021) Washington State Juvenile Detention 2020 Annual Report. Olympia, WA: Washington State Center for Court Research, Administrative Office of the Courts. [Link](#)

<sup>3</sup> Most recent national data available is for 2019; OJJDP Statistical Briefing Book. [Link](#)

<sup>4</sup> A survey of juvenile justice agencies in 30 states funded by the Annie E. Casey Foundation found the number of detained youth fell by 24% in March 2020, a percentage reduction in a single month as large as the national decline from 2010 to 2017. [Link](#)

<sup>5</sup> Juvenile Justice Mental Health Diversion Guidelines And Principles (March 2022). [Link](#)



To meet this population-level goal, partnership within King County and external expertise is essential.

King County Juvenile Court was one of six competitively selected jurisdictions who received technical assistance from the Robert F. Kennedy Community Alliance under the Dennis M. Mondoro Probation and Juvenile Justice System Enhancement Project from 2020 through 2022<sup>6</sup>. This assistance ensured JTRAC’s design meets the highest standards of accountability and effectiveness.

**All programs offered by Juvenile Court, including Community Supervision (probation), fall under the JTRAC framework.** These programs are available to youth at various stages of their engagement with the Court, including pre-adjudication.

#### A. Programs Operated by Juvenile Court

Juvenile Court offers numerous programs and services to youth who are in the continuum of care within the legal system. These include:

**DIVERSION:** addresses offenses at the lowest level possible, allowing a youth to enter into a Diversion Agreement to take steps to be accountable for their actions. This can include receiving services, doing community service, or paying a victim to compensate for their financial loss.

**FAMILY INTERVENTION AND RESTORATIVE SERVICES (FIRS):** a collaborative intervention and approach to address adolescent family violence in a timely, therapeutic, and trauma-informed alternative to formal court involvement.

**THE FIRS CENTER:** a respite facility within the Patricia H. Clark Children and Family Justice Center (CCFJC) offering an alternative to secure detention for youth referred for family violence.

**STEP-UP:** an internationally recognized adolescent family violence intervention program designed to address youth violence.

**COMMERCIALLY SEXUALLY EXPLOITED CHILDREN (CSEC) PROGRAM:** oversees the King County CSEC Task Force, whose mission is to ensure the safety and support of commercially sexually exploited children and to prevent further exploitation. The Court has been awarded grant funding to implement the robust screening for all youth served by the Court, which is critical to successful intervention.

**MENTORING:** Juvenile Court Services partners with community organizations that offer one-to-one mentorship and group mentorship. The approach to mentoring our partners use is “Credible Messenger” mentoring, which is a transformative approach to working with justice-involved or at-risk youth.

#### Served in 2022:

DIVERSION: **74** youth

FIRS: **217** youth and families

FIRS CENTER: **111** youth

STEP-UP: **25** families

CSEC: **1,804** community members trained

MENTORING: **88** youth

EET: **62** youth

RESOURCE CENTER: **500+** youth and families on site

**1000+** youth and families supported via the resource center phone line and app  
**328** community service providers convened through Let’s Connect

YOUTH ACTION TEAM: **8** youth

PYJ: **62** Community Accountability Board volunteers and **32** youth through school-based referrals

JJAT: **240** assessments

COMMUNITY SUPERVISION: **729** youth

<sup>6</sup> RFK Community Alliance Probation System Review [Link](#)

**EDUCATION AND EMPLOYMENT TRAINING (EET):** helps court-involved youth, ages 15-19, achieve educational and employment success with education success, Job Readiness Training, and subsidized work experience.

**THE BOBBE J. BRIDGE RESOURCE CENTER:** partners with non-profit organizations and community members to provide coordinated assistance to youth and families in one central location at the Clark Children and Family Justice Center. The Resource Center hosts the Clothing Shop, an onsite boutique where youth can shop for free, well-curated, new or gently used items of clothing to wear to their next job interview, court appearance, award ceremony, graduation, or other special occasion.

**YOUTH ACTION TEAM:** Comprised of 8-10 King County youth aged 14-18, the Youth Action Team discusses solutions to community issues impacting youth and formulates ideas to address current issues. They also learn about how Superior Court operates and the decision-making processes associated with community services and needs so they can effectively advocate on behalf of their peers in the policy and legislative arena.

**PEER PARENT SUPPORT:** A monthly support group for parents of youth engaged in the court system that provides resource sharing, education, and peer support.

**PARTNERSHIP FOR YOUTH JUSTICE (PYJ):** an alternative to the formal court system for youth alleged to have committed certain offenses. PYJ also partners with schools across the county to apply its restorative justice model as an in-school alternative to a formal disciplinary process. Youth appear before Community Accountability Boards (CABS), which are staffed by dedicated community volunteers. The goal is to restore each of the parties fully as possible while also building skill development and addressing risk factors.

**JUVENILE JUSTICE ASSESSMENT TEAM (JJAT):** mental health, substance use, and psychological evaluations and consultations for court-involved youth to help develop and guide a therapeutic treatment plan.

**BEHAVIORAL HEALTH RESPONSE (BHR):** Youth who are eligible for and enroll in BHR are connected to services, identified in a Care Team model (collaboration with JPCs, Navigators, attorneys, family members and others), to address some of the behavioral health needs that may underlie their criminal legal system involvement. Successful completion of their treatment plans results in better outcomes in their court cases.

**COMMUNITY SUPERVISION/PROBATION:** helps youth fulfill court-ordered obligations and helps prevent their return to the justice system. Juvenile Court Services uses a Positive Youth Justice framework for working with youth and their families. This means that staff support youth to stay motivated to achieve their goals by providing encouragement and incentives.

Juvenile Court continues to operate all the above programs and services as Restorative Community Pathways is implemented.

### III. Restorative Community Pathways Background

Prior to 2020, King County Juvenile Court convened partners from community, PAO, and DPD to envision a new diversion pathway for youth. Since the assignment of cases to this new pathway would remain at the discretion of the prosecutor, Juvenile Court and the partners agreed that the PAO should lead the effort while Juvenile Court continued to focus on JTRAC implementation.

According to the RCP Implementation Plan<sup>7</sup>, “Restorative Community Pathways (RCP) builds on past community-based diversion programs and foundational county policy direction, to divest from the current juvenile legal system and invest in community-driven supports for young people, their families, the community members who have experienced harm, and the community. In 2020, the partnership of community organizations working with youth impacted by the legal system, King County Prosecuting Attorney’s Office (PAO), and Department of Public Defense (DPD) proposed RCP to the King County Executive Office of Performance, Strategy and Budget. The RCP proposal included felonies eligible under the newly expanded state diversion statute. The proposal was included in the Executive’s 2021-22 biennial budget proposal as one of several strategies to prevent youth legal system involvement, reduce the number of youth going to detention, and invest in community-based services. King County Council approved this funding in the County’s adopted 2021-22 biennial budget.”

- Superior Court’s 2021-2022 King County budget reduced funding for 15 Juvenile Court Services positions.
- Two additional positions were reduced from Juvenile Court’s 2022-2023 biennial state budget.
- As of Q4 2022, there are 27 Juvenile Probation Counselors.

#### IV. Report Requirements

The Proviso (2021-22 Biennial Budget, Ordinance 19210, Section 31, Proviso P1, as amended by Ordinance 19307, Section 7) stipulates that the Superior Court provide a report that addresses (A) the number of juvenile court probation staff and juvenile probation caseloads for 2019 and 2020, (B) the date for implementation of RCP, (C) the estimated juvenile probation caseload for 2022 to include an estimate of the projected number of juvenile cases to be diverted to RCP, and (D) an analysis of the juvenile court probation staffing needs based on the projected 2022 caseloads. This information follows.

##### A. Juvenile Court probation staff and caseloads - Historical

15 years ago, in Q1 2007, there were 71 Juvenile Probation Counselors (JPCs). As of Q4 2022, there are 27 JPCs. Between Q1 2019 and Q4 2022, the headcount has decreased by 15 JPCs, or 36%:

TIME PERIOD	# of JPCs
Q1 2019	42
Q1 2020	39
Q1 2021	37
Q1 2022	30
Q2-Q4 2022	27

Source: BI Insights Employee Demographics Dashboard

**Superior Court’s 2021-2022 budget reduced funding for 15 Juvenile Court Services positions across the department.** The Court retains FTE authority for which positions are reduced.

<sup>7</sup> Implementation Plan on Restorative Community Pathways, p.9. [Link](#)

Reductions were phased in over time, with half of the position reductions realized in Q1 2022, from 37 JPCs in 2021 to 30 JPCs in 2022. The second half of the prescribed reductions were completed by the beginning of Q2 2022.

Juvenile Court's budget blends funding from the King County General Fund, Washington State grants, Federal Grants, and King County MIDD dollars. Juvenile Probation Counselor positions are distributed across funding sources. Two additional positions were reduced due to reductions in Juvenile Court's 2022-2023 biennial state budget.

Juvenile Court continues to serve youth and families at this staffing level. As staff attrition and retirements occur, Juvenile Court is conservative about rehiring.

**2022 staffing levels are appropriate for JTRAC implementation; further reductions would impact ability to sustain implementation of JTRAC with fidelity.**

**Juvenile Probation caseloads have been steadily decreasing over time.** Caseload decreases are a long-range trend, not a recent occurrence as reform efforts have sustained for nearly 20 years. In January 2019, caseload count was 959. In December 2021, caseload count was 472 ([Chart 1](#)). In 2022, decreases steadied. By December 2022, caseloads were at 494. Using most recent caseload data from January-December 2022<sup>8</sup> to forecast the upcoming year, **the highest projected department-wide caseload is 499 and lowest is 486** ([Chart 2](#)).

#### B. RCP Implementation Date

The official date of implementation of Restorative Community Pathways was **November 1, 2021**. Prior to this official implementation date, the PAO reports that it began reserving cases from filing in August 2021 to send to RCP in September of 2021 in a phased roll-out.

#### C. Projections: Caseloads and RCP Diversions

Juvenile Court has strategically reallocated staff and resources as caseloads have declined for the past many years. This has included reducing caseload ratios slowly to account for JTRAC's intensive service model. In an intensive service model, **a 15:1 caseload standard is a suggested best practice by the American Probation and Parole Association**<sup>9</sup>. Smaller caseloads allow for the delivery of intensive services per youth and family to meet their complex needs.

**The current maximum capacity for a JPC caseload is 21 youth.** Prior to 2017, weighted average caseload standards were 25 for JPCs providing Supervision and 45 for Intake JPCs. In July 2021, the caseload standards were adjusted. Because caseload standards vary based on type of JPC and on number of hours worked, the weighted caseload averages are:

- Juvenile Probation caseloads have been steadily decreasing as a long-range trend, not a recent occurrence.
- In December 2022, JCS caseload count was 494 youth, with 2023 forecasted caseloads expected to be as high as 499 and as low as 486.
- RCP was implemented on November 1, 2021.
- PAO projects up to 600 cases will be diverted to RCP.
- Ideal average caseload ratio for a JPC is 15:1. While the current ratios are higher, as JTRAC continues implementation, it may be necessary to further reduce the ratio to adequately serve the needs of youth and their families.

<sup>8</sup> The most recent data incorporates implementation of RCP and other factors.

<sup>9</sup> American Probation and Parole Association. (2006). Caseload Standards for Probation and Parole (September 2006). [Link](#)

CASELOAD STANDARD

Weighted average Supervision caseload	21
Weighted average Intake caseload	21
Weighted average BHR/SO/FIRS caseload	16
Weighted average Lead JPC caseload	15

An operating goal of an average 90% caseload capacity allows for fluctuations in referrals and filings without compromising service, especially considering Juvenile Court does not control external factors (referrals and filing) that dictate workload. **As of December 2022, JCS is operating at 100% of total capacity.**

According to the RCP Implementation Plan<sup>10</sup>, RCP serves youth with first-time felony cases (eligible felonies include Robbery 2, Assault 2 and 3, Residential Burglary, Burglary 2, Motor Vehicle Theft, Unlawful Possession of a Firearm 2, Felony Property/drug offenses) and most misdemeanor cases not involving domestic violence and sexually motivated offenses will be eligible. While serious felony offenses such as Robbery 2 and Assault 2 will be eligible, any felonies which involve a weapon used to threaten or injure a person will be ineligible.

Depending on the number of youth referred to the PAO by law enforcement, the program may serve up to 600 referred youth annually.

The PAO estimated the following cases to be referred to RCP at launch:

- most felony cases currently filed as C.E.D.A.R. (Community Empowered Disposition Alternative and Resolution, a case resolution track for first time felony offenses) cases,
- 90 percent of misdemeanor cases not involving sexual assault or domestic violence, and
- 80 percent of cases currently referred to formal Court diversion

In 2021, there were 35 CEDAR cases, 78 filed misdemeanors not involving sexual assault or domestic violence, and 107 cases referred to Court diversion.

This information about RCP demonstrates that serious cases will continue to come to Juvenile Court. These youth require, and deserve, the services that Juvenile Court provides.

#### D. Staffing Needs Analysis

To meet the continued needs of youth and families referred to Court for cases not eligible for RCP, **Juvenile Court forecasts the need to maintain**

- As of December 2022, JCS is operating at 100% of total capacity, which exceeds the operating goal of 90% capacity to allow for fluctuations in referrals and filings.

- Serious cases continue to come to Juvenile Court.

<sup>10</sup> Ibid, p.18

**current staffing with no further budget reductions. This staffing is essential to reduce the use of secure detention and to support positive outcomes for youth not benefitting from diversion programs.**

In the summer of 2020, King County Office of Performance, Strategy, and Budget (PSB) worked with Superior Court to determine PSB's recommendations for staff reductions based on analysis of cases currently under the responsibility of Juvenile Court Services and those that will be served by RCP.

After the 2021-2022 budget was adopted, PSB and JCS developed a model to project caseload numbers and confirm the budgeted staff reductions were appropriate. The detailed model was completed in April 2021. The model projected that JPCs will maintain or reduce their average caseloads as JTRAC and RCP implementation proceed. The caseload modeling and analysis of referred cases supported the budgeted reduction of 15 positions.

#### Staffing Needs Impact 1: JTRAC Implementation

Juvenile Court began reducing JPC caseloads in 2021 as part of the implementation of Juvenile Therapeutic Response & Accountability Court (JTRAC). **With fewer misdemeanor cases being filed, there is increased complexity of remaining cases and a need to improve coordination of resources with community partners to ensure the rapid availability, and sometimes intensity, of services.**

Prior to 2019, Juvenile Drug Court was the Court's program for youth with identified substance use needs. The program served a small number of youth, was not designed to meet other behavioral health needs, such as mental health, and only provided intervention services after case disposition. By contrast, **JTRAC provides mental health and substance use screening to all youth at their earliest point of entry.** Based on the needs identified in the screening, JTRAC requires locating and coordinating responsive services for youth regardless of offense type, prior to adjudicatory outcome, moving away from a model where resources were applied post-adjudication. **Applying a therapeutic model across the Court both broadens positive impacts to youth and families and creates a trauma-informed, therapeutic standard of practice across the department.** It also mitigates implicit bias, equitably screening individual clinical and primary needs with tools that have been tested for their ability to reliably detect the presence of trauma, depression, anxiety, and substance use across race and ethnicity.

**JTRAC's impacts on staffing demands are most realized in Intake and Supervision, which is where projected caseload reductions will also occur as RCP is implemented.** At the Intake phase, JPCs working with families provide more comprehensive, trauma-informed support to youth from the time of filing or entry into detention. Every youth and family's unique needs are assessed using evidence- and trauma-informed tools so an

- JTRAC requires locating and coordinating services for youth regardless of offense type, prior to adjudicatory outcome.

- Incentive-based supervision, Positive Youth Justice, and Care Teams increases the intensity of service each youth receives from a JPC, requiring a lower caseload ratio.

individualized service plan can be designed and implemented right away, prior to adjudication. **This requires a significantly higher level of engagement and support from a JPC.** JPCs are also assigned to youth who are detained right away and must attend First Appearance hearings to begin building rapport with the youth and their family. All JPCs at the intake level are expected to support families through the court process and to coordinate the necessary resources and supports.

Youth who move to Community Supervision (Probation) are served through developmentally appropriate, research-informed practices tailored to the unique needs of each individual youth within the context of their normal adolescent development and reasons they were referred to the Court. All youth are served using an incentive-based model, where youth identify their own goals, milestones, and the recognition they would like to receive. JPCs must deliver more face-to-face interactions with clients and their families and meetings in the field in order to build the necessary rapport to effectively serve the youth and family. This occurs in tandem with the statewide Case Management Assessment Process (CMAP)<sup>11</sup>, which is a 4-step model for effective case management for youth on Community Supervision. **JPCs are expected to collaborate across systems and with community to ensure youth are engaged in meaningful, culturally responsive, community-based interventions and services.**

In the JTRAC model, Community Supervision employs a multi-disciplinary team approach to case staffing (Care Teams) to ensure that coordination of services for youth engages all those working with the youth and insights from across disciplines. Each youth's individualized case plan is reviewed by a multidisciplinary team routinely to ensure that appropriate supports are being leveraged for the highest, best care of the youth and their family.

To ensure the quality of the transition to JTRAC while also adhering to research and evidence about meaningfully measuring change, the Court is applying the Results Based Accountability (RBA) framework.<sup>12</sup> RBA is a dynamic and data-driven (including feedback directly from youth and families) process for measuring the quality of change a program or service makes using desired results (ends) to map the process for achieving these (means). The Court will use RBA to understand successes and challenges, measure impact, and report on outcomes of JTRAC as part of the overall quality assurance plan.

**The move to incentive-based supervision, Positive Youth Justice, and Care Teams increases the intensity of service each youth receives from a JPC, requiring a lower caseload ratio.**

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<sup>11</sup> Washington State Center for Court Research CMAP Process [Link](#)

<sup>12</sup> Results Based Accountability [Link](#)

### Staffing Needs Impact 2: Referrals and Filings

Decreased Juvenile Court Services staffing has been planned accordingly, as substantial decreases in law enforcement referrals and PAO filings have occurred over the past three years ([Chart 3](#)), prior to the RCP launch.

**In 2022, there was an increase in law enforcement referrals and filings compared to the same period in 2021, including felony cases ineligible for RCP.** In Q1-Q3 2022, law enforcement referrals for felony offenses increased 42% compared to the same period last year, while misdemeanor referrals were up by 55%. Felony filings increased by 42% while misdemeanor filings decreased by 18%, likely due to RCP ([Chart 4](#)).

JPC caseloads are comprised of youth with cases of all offense types, including youth with diversions, misdemeanors, felonies, Domestic Violence, and Sexually Motivated Offenses. A JPC could have a youth with offenses that were referred for diversion and other offenses that were filed on. JPC caseloads consist of youth who have cases across statuses: Intake (pre-adjudication) and Supervision (post-adjudication).

JPC caseloads reflect unique youth assigned to JPCs at a given time. Youth with multiple cases are only counted on caseload once. New filings where the youth is already assigned a JPC stay on that JPC's caseload, so the increased workload is not reflected in any change in caseload counts.

Youth with multiple pending cases may have more complex needs and require more time to coordinate services, providers, and interventions.

Filed cases may be dismissed, sentenced to State Juvenile Rehabilitation, or otherwise not sentenced to community supervision, but all youth are assigned a JPC to support their navigation through services.

### Staffing Needs Impact 3: RCP

At the conclusion of 2022, a full year of Restorative Community Pathways impacts can be seen. While previous estimates indicated a potentially significant reduction of filed cases and commensurate impact on the workload of Juvenile Court Services, the impacts of RCP have been modest. Societal factors, changes in law enforcement practice, and the COVID-19 pandemic resulted in **significant reductions in referrals and filings were realized prior to the launch of RCP**. The Court has been accounting for these shifting conditions prior to RCP implementation, particularly as the design of JTRAC requires a lower caseload ratio for all JPCs.

**In 2022, felony referrals and filings increased substantially relative to the same period in the prior year.** Although 18% fewer misdemeanor cases were filed, likely because of cases diverted to RCP, this decrease had negligible impact on the workload for JPCs, offset by the higher number of felony referrals. In addition, the PAO has a small number of RCP referrals

- Referrals and filings have decreased prior to RCP launch, while intensity of service through JTRAC across all case types increased
- 2022 Q1-Q3 data show a 42% increase in filed felony cases compared to 2021.
- Cases diverted to RCP reflect a percentage of cases that could be on a JPC caseload, as caseloads blend case and offense types.



that were returned to the Court for filing. As of December 2022, a number of RCP-referred youth had their RCP-eligible case filed on and were assigned a JPC.

#### Staffing Needs Impact 4: Externalities

Finally, Juvenile Court Services intends to remain responsive to the changing environment for youth and community need. Programs and staffing must retain the ability to adapt and serve. This includes referrals and filings of legal offenses not eligible for diversion opportunities, such as felony offenses involving violence and guns. This also includes the fact that, as government continues to respond to the growing scientific knowledge about brain development, the age cutoff for juvenile court jurisdiction may expand so that youth over 18 who are still maturing will be served by Juvenile Court. Juvenile Court would meet these developments by extending its JTRAC model to these young people.

## V. Appendix

### Appendix 1: JTRAC STRATEGIC PLAN

WHAT: Priorities	HOW: Tactics	WHY: Short Term Impacts	HOW WILL WE KNOW? Measurements	OUTCOME: Long Term Impact
EARLY SCREENING AND SUPPORT	<b>Behavioral Health Screening Tools and Needs Assessments</b> Identify the presence of trauma, depression, anxiety, and substance use and indicate if there is a need for further diagnosis and treatment right away	Youth's needs are identified and addressed without delay	<ul style="list-style-type: none"> <li># of screens completed in a period</li> <li>% of youth whose screening indicates the need for further assessment</li> <li>% of youth who received assessment within expected timeframe</li> <li>% of youth and families who report positive engagement with staff</li> <li>% of youth and families who report JCS staff helped them understand the court process and what to expect</li> <li>% of youth with a completed JCAT assessment</li> <li>% of youth with an individualized case plan within the established benchmark</li> <li>Average number of days from referral to program start date</li> <li># of programs offered tailored to the unique cultural, racial, linguistic, geographic identities of clients</li> <li>% of youth who report that the program they participated in reflected their cultural experiences</li> <li>% of cases diverted pre-petition that successfully complete program requirements</li> <li># of community based-services available</li> <li># of family programs available</li> <li>% community partners who report ease of collaboration with JCS</li> <li>% of youth whose criminogenic risk level decreases within 12 months of the initial assessment date</li> <li>% of youth on supervision who demonstrate improved                             <ul style="list-style-type: none"> <li>pro-social skills</li> <li>academic progress</li> <li>vocational progress</li> </ul> </li> <li>Average number of incentives applied</li> <li># of Care Team meetings convened in a period</li> </ul>	<p>A safe and thriving community where youth and families connect with supports that:</p> <ul style="list-style-type: none"> <li>honor their dignity, agency, belonging, and safety;</li> <li>build strengths; foster desistance; and</li> <li>reduce contact with the court, especially for youth of color, who are disproportionately engaged by the criminal legal system</li> </ul>
	<b>Youth and Family Centered</b> Cultivate a healthy working relationship with youth and families, demonstrated through honesty, transparency, and consistent follow-through.	Youth have relationships that foster healthy development, prosocial behaviors, and desistance		
	<b>Comprehensive and Responsive Case Planning</b> Co-create case plans with youth and family, focusing on needs and goals identified through behavioral health screening and the JCAT assessment to address challenges while building upon strengths.	Youth and families are matched to services meeting their assessed needs		
COMMUNITY CENTERED APPROACH	<b>Resource Navigation and Engagement</b> Foster partnerships across King County to actively facilitate youth and families' access to services within the community that meet and resolve the needs that may underly engagement with the legal system.	Youth and families access services that address their assessed needs		
	<b>Culturally Responsive Skill Development</b> Ensure resources for youth reflect their language, culture, race, and experience to promote a positive sense of belonging and confidence.	Youth's positive sense of belonging and self confidence leads to desistance		
	<b>Community/System/Family Collaboration</b> Working across entities benefits youth by enhancing efficiency and effectiveness and engages all parties in a successful resolution while acknowledging the value and expertise each brings to the table.	Youth are connected to services with no gaps, delays, or duplication		
POSITIVE YOUTH JUSTICE	<b>Using Positive Youth Development as a Framework</b> Focus on protective factors as well as risk factors, strengths as well as problems, positive outcomes as well as negative outcomes, and on facilitating successful transitions to adulthood for justice-involved youth.	Youth build skills that foster desistance and increase ability to meet long-term prosocial goals		
	<b>Incentive-Based Supervision to Promote Behavior Change</b> Youth respond to developmentally appropriate supports and opportunities as they choose new behaviors. All youth are served using an incentive-based model consistent with the CMAP process.	Youth are motivated to engage in and complete services and interventions		
	<b>Using Care Team Model to Improve Service Delivery</b> Care Teams blend multidisciplinary skills and several people's insights, rather than a single discipline, to meet client needs.	Youth's needs are met across all domains of service and need		

Chart 1

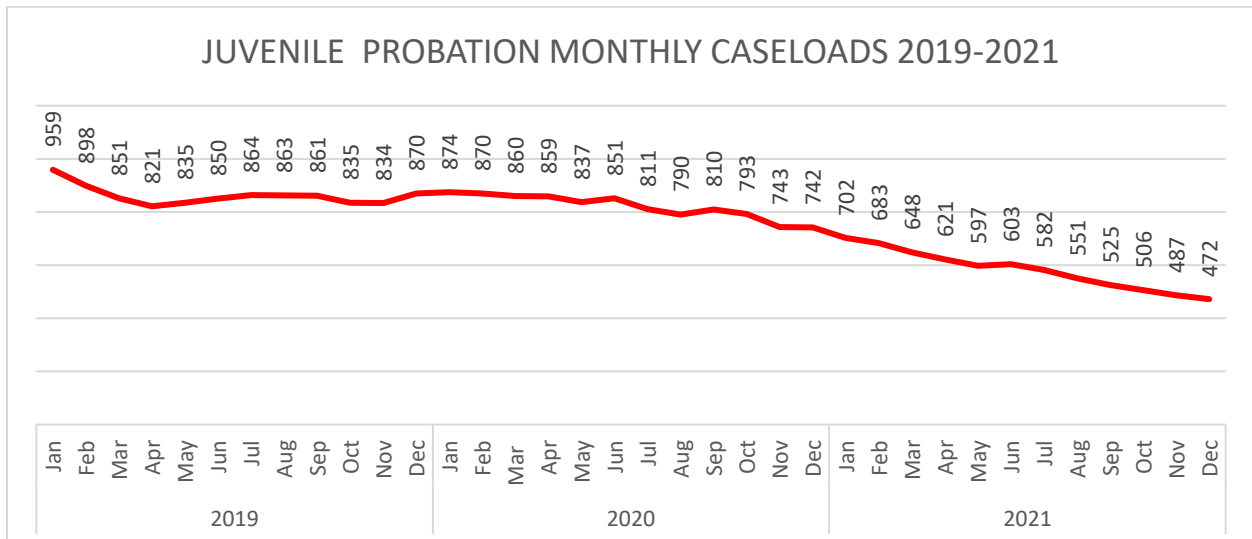


Chart 2

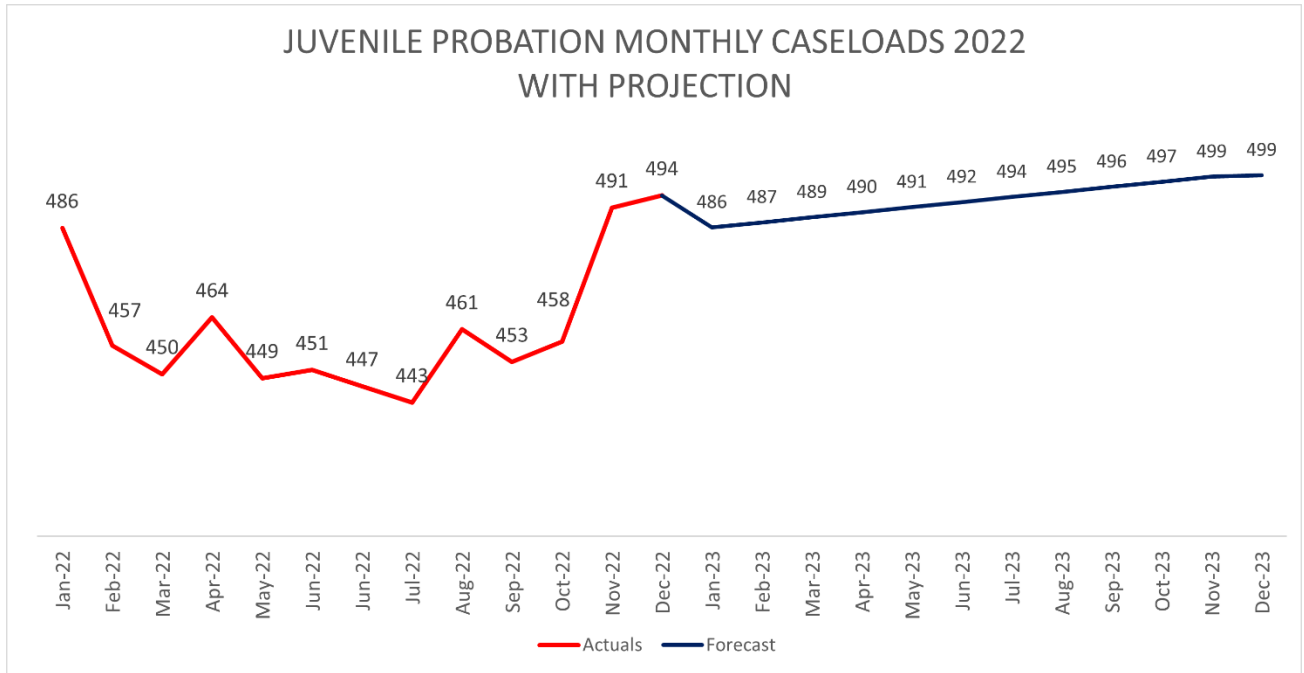
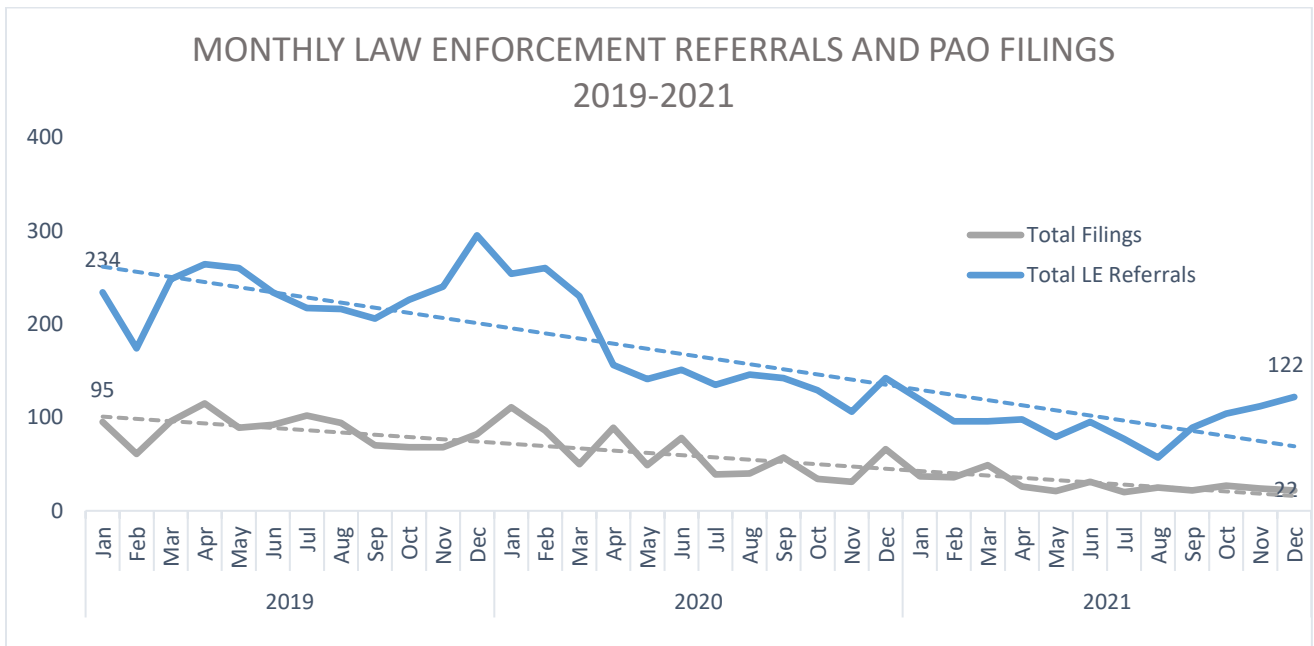
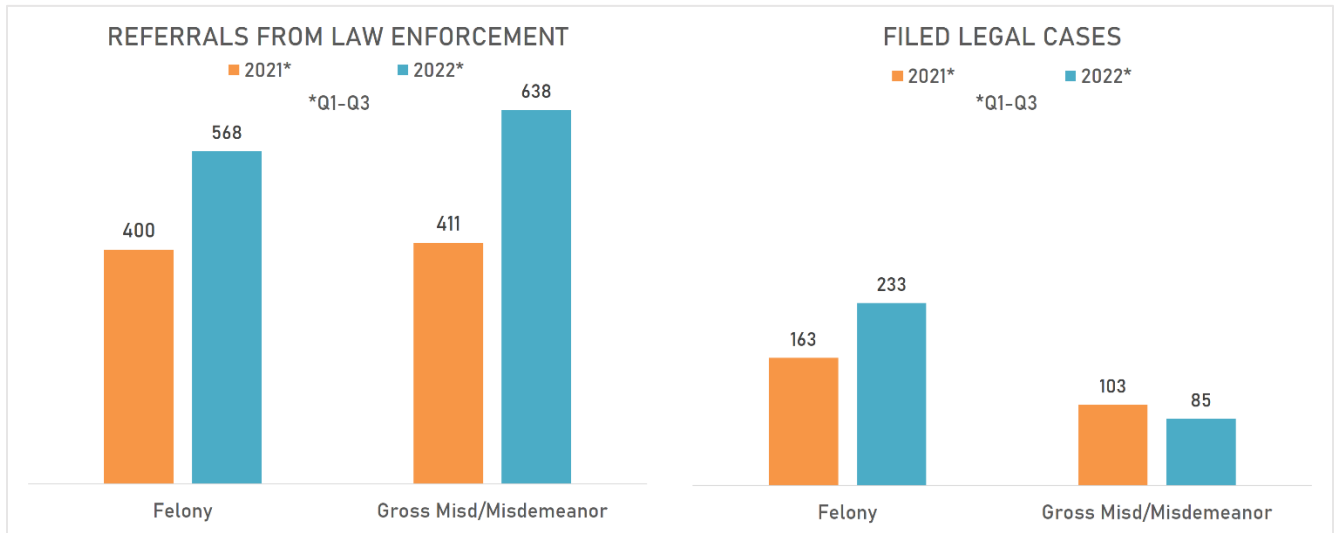


Chart 3



Source: PAO

Chart 4



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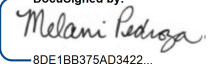
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