State of Kansas: Crossover Youth Policy Team

January 23, 2020 9am-3pm Kansas Judicial Center



Morning Agenda:

- About CJJR
- Crossover Youth Characteristics and Outcomes
- A Multi-Systems Approach: The CYPM
- Reviewing Definitions



Afternoon Agenda:

- Kansas Report Review
- County-Based Work
- Team Goal Setting
- Outlining Next Steps



Who We Are: Center for Juvenile Justice Reform



For more information: http://cjjr.georgetown.edu



The Center for Juvenile Justice Reform supports leadership development and advances a balanced, multi-systems approach to reducing juvenile delinquency that promotes positive child and youth development, while also holding youth accountable.



Who We Are: Center for Juvenile Justice Reform

CJJR Overview	
Crossover Youth Practice Model Youth in Custody Practice Model	Juvenile Justice Leadership Network
Center for Coordinated Assistance to States National Reentry Resource Center	Juvenile Justice System Improvement Project
Certificate Programs (LGBTQ Youth; Reducing Racial and Ethnic Disparities; School Justice Partnerships and Diversion Pathways; Youth in Custody; Evidence-Based Decision-Making)	Public Information Officers Learning Collaborative



National Research on Crossover Youth: Characteristics and Outcomes

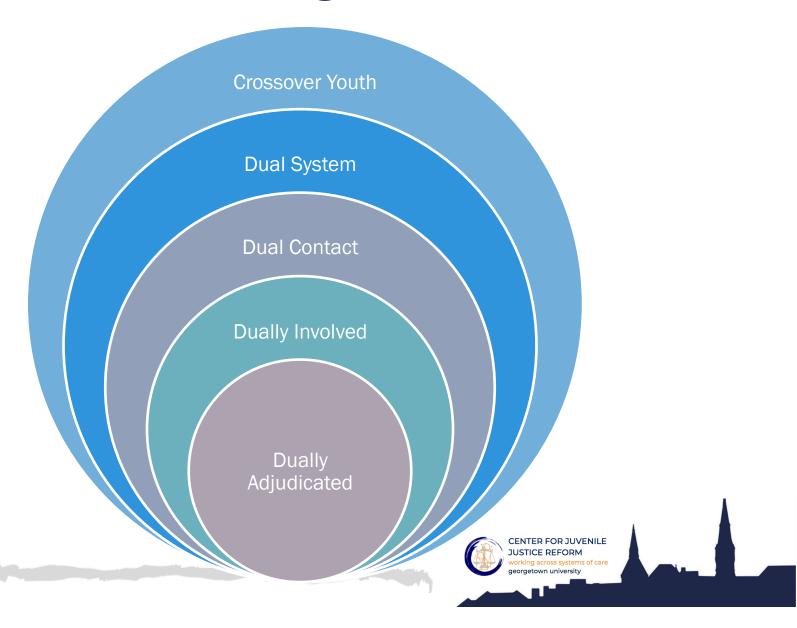


The Ecological Model: Nesting Theory

Youth "nest" within multiple settings that impact behavior, such as:



Defining Youth



Characteristics of Crossover Youth:

General Demographics

- ☑ Increased likelihood of being female compared to justice-only youth (Herz et al., 2019; Sickmund et al., 2017)
 - Girls represent 29% of juvenile court cases and between 30-50% of CY cases
- More likely to be African-American (Herz et al., 2019; Child Welfare Information Gateway, 2017; Sickmund et al., 2017)
 - African-American youth are 16% of the general population but account for 35% of juvenile court cases and 24% of foster care youth
 - African-American CY found to double in rate compared to representation in just JJ and CW
- ☑ High proportion of LGBQ/GNCT (Herz et al., 2019; Irvine & Canfield, 2017)
 - 20% of CY identify as LGBQ/GNCT
 - 13.6% of CY males and 39.3% of CY females identified as LGBQ/GNCT
 - More than twice as likely to be removed from the home compared to heterosexual peers
 - Seven times more likely to be placed in a foster or group home



Characteristics of Crossover Youth:

Psychosocial

- ☑ Dierkhising et al. (2018) found that 31% of a sample of 718 CY in LA experienced suicidal ideation or attempted suicide
- ☑ CY experience higher levels of substance use than justice only involved youth
 - Halemba et al. (2004) reported over 75% of CY had a history of substance use across four Arizona counties
 - Herz & colleagues (2018) found that roughly 70% of CY in LA had histories of substance use
- - Herz et al. (2018) found approximately 75% of CY in LA had a diagnosed mental health disorder
- ☑ Increased likelihood of familial mental health and substance use histories (Lee & Villagrana, 2015)
- ✓ Most common psychosocial-related causes for inpatient hospital care are mood, psychotic, attention, & conduct disorders (CIDI, 2015)

Characteristics of Crossover Youth: Child Welfare Involvement

- Histories of physical abuse, sexual abuse, and neglect are all related to CY (Herz et al., 2019; Irvine & Canfield, 2016)
 - Abuse occurring during adolescence increases likelihood of delinquent behavior (Huang et al., 2015)
- High rate of out-of-home placements (Herz et al., 2019)
 - · Often placed in congregate care
- ✓ Frequent placement changes compared to non-CY (Herz et al., 2019)
 - LA County (CA): CY experienced an average of 8 placement changes (Herz, 2016)
 - King County (WA): CY experienced an average of 12 placement changes (Halemba & Siegel, 2011)
- Less likely to form prosocial bonds with peers and adults (Huang et al., 2015)
- ✓ More likely to have longer stays in child welfare system than child welfare-only involved youth (Herz et al., 2019)

Characteristics of Crossover Youth:

Juvenile Justice Involvement

- ✓ Less than ½ charged with violent offenses (Herz & Fontaine, 2013)
 - Usually related to incidents at home, in group homes, or at school
- ☑ Detained at higher rates than non-child welfare involved youth with similar charges (Herz et al., 2019)
 - Lack of parent/guardian to pick up youth
 - Caretaker refuses to have youth return to placement
 - No known place to release youth to
- ✓ Less likely to be considered for diversion (Halemba et al., 2004)
- ✓ More likely to receive out-of-home placement at disposition than non-child welfare involved youth (Herz et al., 2019)
- Typically younger at the age of their first arrest than youth not involved in child welfare (Herz et al., 2019)



Outcomes Related to Crossover Youth: Education

- ☑ More likely to experience education difficulties
 - Need educational services
 - Drop out of school
 - Have mental or behavioral health issues that impact school performance (Gonsoulin & Read, 2011; Leone & Weinberg, 2012).
- ☑The Legal Center for Foster Care and Education (2008) estimated that with every change of placement, a young person loses four to six months of academic progress in school
- ☑Increased chance of qualifying for special education (Herz et al., 2019; Leone & Weinberg, 2012)
 - CY youth tend to have learning and behavioral challenges that result in academic and disciplinary struggles
 - Truancy and school mobility also present issues and bolster likelihood of drop-out

Recidivism

- More likely to recidivate in <u>both</u> the <u>juvenile</u> and adult <u>justice</u> systems as compared to those solely involved in the <u>justice</u> system (CIDI, 2015; Herz et al., 2019)
- ☑ CIDI (2015) study in NYC examined recidivism and subsequent placement of CY and justice-only youth
 - Adult Jail: 57.1% of CY recidivists vs. 44.8% justice-only
 - Jail → State prison: 25.2% of CY recidivists vs. 20.0% justice-only
 - CY also had longer and more frequent stays in the adult system than justice-only involved youth
- ✓ Longer history of involvement with child welfare increases the likelihood of recidivism (Halemba & Siegel, 2011)



Access to Service

Culhane et al. (2011) examined discrepancies between service referral and access for crossover youth in Los Angeles

- - Only 55% accessed this service
- - Only 17% accessed this service
- - Only 15% accessed this service
 - Just 50% of the youth who were prescribed a psychotropic medication were found to actually take their medication



Public Service Utilization

Culhane et al.'s (2011) LA-based study examining outcomes for crossover youth was replicated by CIDI (2015) in NYC

- ✓ Involvement with public services (e.g., homeless shelters, justice, foster care, financial assistance, and health services) between 1 to 6 years post-discharge
 - 94% (NYC) and 88% (LA) of CY utilized at least one service
 - 80% (NYC) and 78% (LA) of CY utilized two or more services
 - 49% of CY in NYC and LA utilized three or more services



Financial Impact

CIDI (2015) compared the cost of accessed public services across CY cases and those solely involved in the justice or child welfare system

☑ Average cumulative cost across service areas for CY was 40% higher (\$65,424) than those only involved in the justice (\$47,854) or foster care (\$46,670) systems



A Multi-Systems Approach: The Crossover Youth Practice Model (CYPM)



System Challenges to Improving Outcomes for Youth

Prevention

- Youth crossing over based on systemic regulations
- Failure to identify needs and risk
- Adequate supports not being offered

Information Sharing

- Lack of clarity on what's allowable
- Various interpretations of the law
- Inadequate data systems and case management processes to promote sharing

Interagency Collaboration

- Inability to identify youth at the point of intake
- Overlapping assessment processes
- Lack of understanding regarding other systems



CYPM

Systems Change

How Do We Get There?

- **☑**Leadership
- **☑**Infrastructure
- **☑**Culture Change



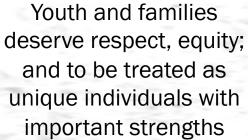
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Systems must utilize data to make all policy and practice decisions



Strengthening workforce efficacy and collaborative systemic responses





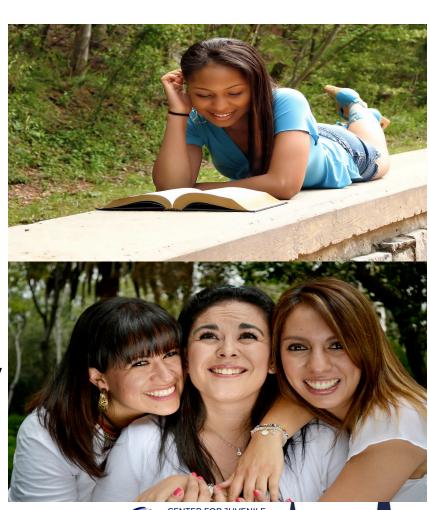
Overarching Themes

Family Engagement



Gender

Permanency





Overarching Themes

Coordinated Case Management





Funding/Resources



CENTER FOR JUVENILE JUSTICE REFORM working across systems of care georgetown university

Overarching Goals



- Use of congregate care
- # of youth placed in out-ofhome care
- Disproportionate representation of youth of color
- # of youth crossing over and becoming duallyinvolved



Process & Practice Goals



- Juvenile justice penetration
- Use of APPLA
- Re-entering CW from JJ
- Use of pre-adjudication detention
- Education instability
- Recidivism rates



Process & Practice Goals



- Information sharing
- Coordinated assessment and case planning
- Coordinated case management
- Diversion
- Pro-social bonds
- Family & youth engagement
- Family voice in decision making
- Youth/parent satisfaction



PREVENTION

- Focus: Determine the frequency at which youth are crossing over and develop strategies to reduce this occurrence.
 - ☑ Review data that shows where "crossover" is occurring most frequently (i.e. congregate care facilities, specific schools).
 - ☑ Begin to unpack the data and determine what factors are driving the rates.
 - ✓ Develop and implement collaborative strategies to reduce the risk of youth crossing over between systems.

INFORMATION SHARING

- ✓ Focus: Determine what can be shared based on law, consent, and/or court order to support interagency collaboration at the aggregate and direct services level.
 - ☑ Review the MOU and determine if it applies at the county of judicial district level

INTERAGENCY COLLABORATION

- ✓ Focus: Develop a case management process that will outline how the Child Welfare and Juvenile Justice system will provide coordinated case management that impacts the following:
 - ☑ Identification of youth that have crossed over
 - ☑ Utilization of detention for youth that have open child welfare cases
 - ☑ Decision-making regarding charges
 - ✓ Joint assessment process and planning
 - ☑ Coordinated case management and ongoing assessment
 - ☑ Planning for permanency, transition, and case closure

CYPM Phases of Practice

Phase I

- -Arrest, Identification, and Detention
- -Decision-Making Regarding Charges

Phase II

-Joint Assessment and Planning

Phase III

- -Coordinated Case Management and Ongoing Assessment
 - -Planning for Youth Permanency, Transition, and Case Closure

Systemic processes that are enhanced or developed to support youth who move between child welfare and juvenile justice



Documented CYPM Outcomes

Reductions In:

- ☑ Recidivism in justice system
- ✓ New sustained juvenile justice petitions
- ✓ Use of pre-adjudication detention
- ✓ Use of APPLA as a permanency goal

Increases In:

- ✓ Improved educational outcomes
- ☑ Pro-social activities
- ☑ Positive behavioral health outcomes
- ☑ Diversion/dismissal
- ☑ Home placement/
 reunification
- ☑ Social supports



External Evaluations: University of Minnesota Studies

Haight et al. (2016)

- Evaluated CYPM efforts in a Minnesota county
 - Key finding: Youth who participated in CYPM had a lower likelihood of recidivism compared to a matched group receiving 'business as usual,' even when controlling for variables such as location and time.

Haight et al. (2014)

- Conducted a study on the experiences of professionals in five Minnesota CYPM sites
 - Key finding: 99% of CYPM participants reported positive, structural changes in service delivery



External Evaluations: University of Nebraska-Omaha

Case Processing Outcomes

- ✓ Increased # of youth diverted or dismissed
- ✓ Increased # of delinquency & dependency case closures
- ☑ Reduced # of new sustained JJ petitions

Social/Behavioral Outcomes

- ☑ Better living situation 9 months after identification
- ☑ Fewer group home/congregate care and detention/correctional placements
- ☑ Improved pro-social behavior

Recidivism Outcomes

- ✓ Fewer # of new arrests 9 months after identification
- ✓ Longer time to recidivate
- ✓ Arrested for less serious offenses

Cost Benefit Analysis

☑ Estimated annual savings of over \$170,000 per year in Douglas County, NE



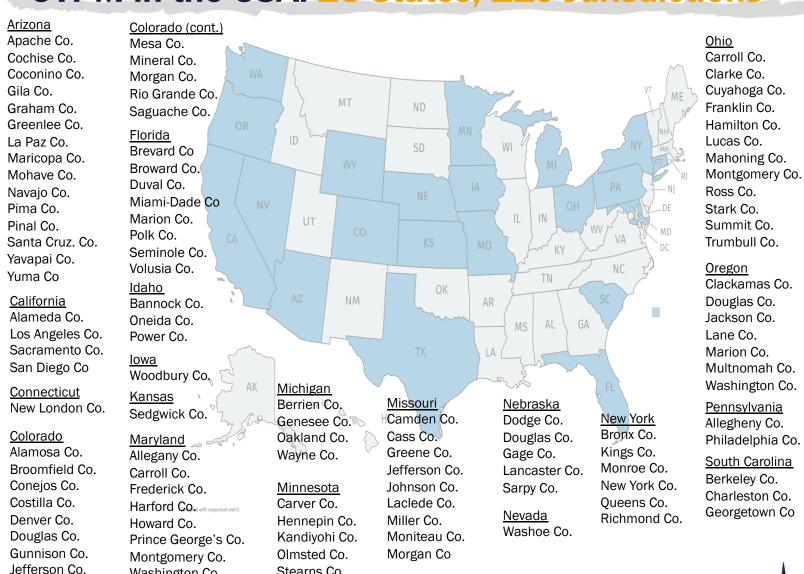
External Evaluations: California Evidence-Based Clearinghouse

CEBC (2018)

- ☑ CYPM was designated as having "Promising Research Evidence" with a rating of 3 out of 5 based on aforementioned studies
- ☑ Relevance to Child and Family Well-Being was deemed High for CYPM



CYPM in the USA: 23 States, 119 Jurisdictions



Washington Co.

Larimer Co.

Stearns Co.

Texas Bexar Co. Dallas Co. El Paso Co. Harris Co. McLennan Co. Tarrant Co. Travis Co.

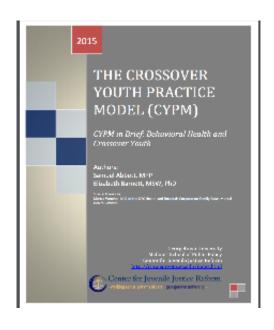
Virginia City of Alexandria

Washington King Co.

Wvoming Laramie Co.



Publications



- ☐ Engaging Court Appointed Special Advocates to Improve Outcomes for Crossover Youth
- ☐ Improving Educational Outcomes for Crossover Youth
- ☐ CYPM: An Abbreviated Guide
- □ Research Supports Model's Effectiveness in Improving Outcomes for Youth
- ☐ The Protective Potential of Prosocial Activities: A Review of the Literature and Recommendations for Child-Serving Agencies



Defining Youth-OJJDP

Terminology	Definition
Crossover	Youth who experience maltreatment and engage in delinquent actsthese youth may or may not have an investigation and/or involvement in one or both systems
Dual system	Crossover youth who are referred for an investigation and/or have involvement with both the child welfare and juvenile justice systems
Dual contact	Dual systems youth who are referred for an investigation and/or have involvement with both the child and the juvenile justice but the referral/involvement across systems is non-concurrent
Dually involved	Dual systems youth who are referred for an investigation and/or have involvement with both the child welfare and juvenile justice systems concurrently
Dually adjudicated	Dual systems youth who are formally adjudicated in both the child welfare and juvenile justice system concurrently



Arizona

- ☑Youth involved in the child welfare system, who are subsequently referred to the juvenile justice system
- ☑Youth in detention or the Department of Juvenile Corrections who are subsequently referred to the child welfare system

Maryland

- ☑Youth involved in the child welfare system (foster care or voluntary services) who are subsequently referred to Department of Juvenile Services
- ☑Youth involved with the Department of Juvenile Services, who are subsequently referred to the child welfare system



Nebraska

- ☑ Investigation Involved
 - ☑Pre-disposition Investigation-AOP and DCFS case closed within last two years or
 - ☑Initial Assessment-DCFS and an AOP case closed within the last two years
- **☑** Dually-Adjudicated
 - ☑Law and/or status offense-AOP and Active Court Case-DCFS
- **☑** Dually-Involved
 - ☑ Law and/or status offense-AOP and Non-Court Case-DCFS



Missouri

- ☑Youth ages 10-17 in the Children's Division custody with
 active formal child abuse or neglect case, who receives an
 actionable referral for status offense or acts of delinquency
 to the Juvenile Officer resulting in (formal or informal)
 supervision
- ☑ Youth ages 10-17 under (formal or informal) Supervision of the Juvenile Officer for delinquency or status offices who receive a child abuse or neglect referral to the Children's Division resulting in an active formal child abuse or neglect case (foster care)



Missouri cont'd.

- ☑Youth ages 10-17 in Children's Division custody with an active foster care case, who are subsequently placed into the custody Division of Youth Services, and the child welfare case is closed.
- ☑Youth ages 10-17 in the custody Division of Youth Services who receive an actionable referral to the Children's Division resulting in an foster care case and ultimately discharged from DYS.



Kansas Report Review

Overview

- ☑ Crossover-related groups and reports
- ☑ Key points and findings
- **☑** Defining the target population



Crossover-Related Groups & Reports

- ☑Crossover Youth Services Working Group☑Crossover Youth Services Working Group Report (June 2019)
- - ☑Crossover Youth Working Group Interim Report (Nov. 2019)
 - ☑Crossover Youth Working Group Final Report to 2020 Kansas Legislation (Jan. 2020)
- ☑Kansas Juvenile Justice Oversight Committee☑2019 Kansas Juvenile Justice Oversight Committee Annual Report



Key Points & Findings: Definitions

- ☑Crossover youth are "informally defined as youth with involvement or potential involvement in both the juvenile justice and child welfare systems" (2019 Kansas Juvenile Justice Oversight Committee Annual Report, pp. 15-16).
- ☑Budget proviso definition: "Youth at risk of being placed in foster care due in whole or in part to conduct that has resulted or could result in juvenile offender allegations, and youth placed in foster care engaging in conduct that has resulted or could result in juvenile offender allegations" (Crossover Youth Working Group Interim Report, p. 1).

Key Points & Findings: Definitions

☑ Crossover Youth Working Group definition for data collection:

- ☑Youth placed in foster care engaging in conduct that has resulted or could result in juvenile offender allegations who were age 10 and older identified on July 31, 2019 who:
 - ☑ Have had law enforcement calls for behaviors which could result in juvenile offender charges, or
 - ☑ Have had law enforcement calls due to repeated runaway behaviors, or
 - ✓ Were referred to foster care following juvenile justice system involvement, or
 - ☑Were referred as a result of parents' inability or unwillingness to manage the child's behaviors, or
 - ☑Are involved in the juvenile justice system through diversion or immediate intervention services or programs (IIP), or
 - ☑ Have an open juvenile justice case

Source: Crossover Youth Working Group Final Report to 2020 Kansas Legislation

Key Points & Findings: Definitions

Potential Pathways to Crossover in Kansas

- ☑ Pathway 1: Youth in foster care → Youth arrested and adjudicated (dually adjudicated) → Youth remains in the child welfare system
- ☑<u>Pathway 2</u>: Youth not in foster care → Youth arrested and family refuses to pick up at Juvenile Intake and Assessment Services (JIAS) → Youth goes to the child welfare system (adjudicated later)
- ☑ Pathway 3: Youth not in foster care → Youth is involved in juvenile justice and is not complying (court can find probable cause to file CINC) → Youth goes to the child welfare system

Source: Crossover Youth Working Group Final Report to 2020 Kansas Legislation, p. 6



Key Points & Findings: Demographics of CY

Gender

Race/Ethnicity

- ✓ 70.3% White (vs. 63.7% of juvenile offenders alone)✓ 66% of population under age 18
- ✓ 18.8% Black (vs. 23.8% of juvenile offenders alone)✓ 6% of population under age 18
- ✓ 6.1% Hispanic (vs. 11.8% of juvenile offenders alone)✓ 19% of population under age 18

Sources: Crossover Youth Working Group Final Report to 2020 Kansas Legislation Annie E. Casey Kids Count Data Center, 2019



Key Points & Findings: Experiences of CY

☑The average age of first intake and assessment is 12.2 years old for crossover youth versus 13.8 years old for other youth

☑Average # of intakes: 2.6 for CY and 1.3 for all others

☑Median # of intakes: 2.0 for CY and 1.0 for all others

☑Crossover youth face higher rates of out-of-home placement following intake assessment than other youth.

☑Detention: CY (24.7%) vs. other youth (18.9%)

☑ Foster care: CY (12.3%) vs. other youth (2.7%)

☑Group Home Residential Center: CY (8.6%) vs. other youth (1.6%)

☑Parent/Guardian: CY (20.9%) vs. other youth (60.7%)

☑Shelter Facility or Emergency Shelter: CY (11.14%) vs. other youth (5.6%)

☑DCF: CY (7.0%) vs. other youth (0.6%)

Source: Crossover Youth Working Group Final Report to 2020 Kansas Legislation



Key Points & Findings: Experiences of CY

☑35.1% of adjudicated crossover youth were charged with a felony compared to 37.8% of juvenile offenders alone

☑ Felony for a property crime: CY (15.5%) vs. JO (13.4%)

☑ Felony, excluding property crime: CY (19.6%) vs. JO (24.4%)

☑64.9% of adjudicated crossover youth were charged with a misdemeanor compared to 62.2% of juvenile offenders alone

Source: Crossover Youth Working Group Final Report to 2020 Kansas Legislation



Key Points & Findings: Experiences of CY

- ☑ Crossover youth face higher levels of foster care instability than foster care youth alone.
 - ☑CY were more than 2x as likely to be placed in congregate care than foster youth (36.1% vs. 14.7%).
 - ☑ Average number of placements for CY was 8 compared to an average of 3 placements for foster care youth.
 - ☑Youth having 4.4 or fewer placements: CY (36.0%) vs. foster youth (57.9%)
 - ✓ Youth having 8.6 or more placements: CY (54.8%) vs. foster youth (31.8%)
- ☑ Among all young people age 10 and older who exited custody of DCF between fiscal years 2009-2018 (N=16,515), 6% (n=1,014) were subsequently placed in the custody of the KDOC Juvenile Services Division at some point

Sources: Crossover Youth Working Group Final Report to 2020 Kansas Legislation 2019 Kansas Juvenile Justice Oversight Committee Annual Report



Key Points & Findings: Challenges

- ☑A lack of interagency collaboration was highlighted as a challenge to researching crossover in Kansas.
- ☑The workgroups acknowledged difficulty with grasping the scope of crossover in Kansas due to a lack of coordinated, accurate, and existing data. Additionally, distinguishing crossover youth from general foster care and juvenile offender populations proved difficult due to the reliability of the data obtained.
- ☑A lack of specific, consistent, and shared definitions of crossover as well as youth "at-risk" for crossover presented challenges.

Sources: Crossover Youth Working Group Final Report to 2020 Kansas Legislation Crossover Youth Services Working Group Report



Target Population Proposed Definitions

☑ Target Pop Option 1 – Dual-adjudication (concurrent)

☑Young person age 10 and older with simultaneous CINC and JO status with OOH placement with DCF or DOC

☑Target Pop Option 1a – Dual-involvement (concurrent)

☑Young person age 10 and older with any level of concurrent involvement with DCF and DOC (includes out-of-home placements, probation, Immediate Intervention Programs [IIPs], and voluntary/preventative services)

☑Target Pop Option 2 – Dual-contact (non-concurrent: broad scope)

- ☑Young person age 10 and older with any type of open case with DCF (e.g., foster care, voluntary/preventative services, etc.) and any historical DOC case (e.g., either form of probation, previous OOH placement, participation in an Immediate Intervention Program [IIP], etc.) within the last X years
- ☑Young person age 10 and older with any type of open case with DOC and any historical DCF case within the last X years

Target Population Proposed Definitions

☑Target Pop Option 3 – Dual-contact (non-concurrent: narrow scope)

- ☑Young person age 10 and older placed out-of-home under DCF with any level of involvement with DOC
- ✓ Young person age 10 and older placed out-of-home under DOC with any level of involvement with DCF

☑Target Pop Option 4 – Prevention

- ✓ Young person age 10 and older placed with DCF who experiences X placement changes in X amount of time.
- ☑Young person age 10 and older who is with DCF and who fails to complete IIP or attend an appointment at juvenile intake upon receipt of Notice to Appear (NTA).



County-Based Work

- ☑ Identification of pilot sites
- ☑Sites proposed by the Kansas Juvenile Justice Oversight Committee
 - **☑**Shawnee County
 - **☑** Montgomery County



CYPM Training & Technical Assistance

- ☑Site-Based TTA to support implementation of the Model
 ☑Policy, practices, training, performance measures, and quality assurance
- ☑Peer-to-peer learning
- ☑Access to web-based tools and technologies within the network
- ☑Utilization and implementation of the CYPM research toolkit to evaluate outcomes
- ☑ Assistance with state-level policy development



Team Goal Setting

- ☑ As a State Policy Team, what are you aiming to achieve?
- ☑ CYPM examples:
 - **☑**Arizona
 - ✓ Supported model implementation in all counties
 - ☑ Developed state guidance on best practices
 - **☑** Maryland
 - ☑Developing a policy toolkit
 - ☑Put forth legislation to support Information Sharing
 - ☑ Developing a multi-agency, integrated data system
 - **Missouri**
 - ☑ Developing a Crossover Policy Toolkit
 - ☑Supported model implementation in four judicial circuits
 - ☑Nebraska



Outlining Next Steps

- - ☑Determine a monthly schedule (i.e. 3rd Thursday at 10am CT)
 - ☑ Identify convenient meeting locations
- ☑Chair & Co-Chairs
 - ✓ Assist CJJR with facilitation and agenda setting
 - ☑ Assist with follow-up actions



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