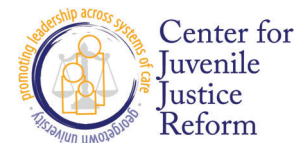




THE CONNECTOR

WORKING TOGETHER FOR MULTI-SYSTEM YOUTH



Volume 1, Number 1 • Winter 2011

Directors' Message

On behalf of the Robert F. Kennedy Children's Action Corps and Georgetown University's Center for Juvenile Justice Reform, we are pleased to bring in 2011 with a new periodical, *The Connector: Working Together for Multi-system Youth*. As a new partnership focused on cross systems issues takes shape between our two organizations, we are delighted to offer a resource that will provide valuable information to stakeholders working with multi-system youth, also known as "crossover youth." These are youth who span the child welfare, juvenile justice and related systems such as education, mental health, and substance abuse. Articles featured in "The Connector" on this topical area will highlight new initiatives, model programs, new and current research, and important policy updates and issues. In an effort to ensure that *The Connector* is as relevant as possible to your work, we welcome your recommendations (see sidebar on page two) for topics that you would like to see featured in future editions.

While many of you are familiar with the work of our two organizations, we would like to provide a brief overview of our efforts and why the alignment of our work on crossover youth is so timely and valuable. The Robert F. Kennedy Children's Action Corps (RFKCAC) operates a diverse range of programs—from secure or residential treatment, to detention diversion, to community-based outreach programs—and services that help children, youth, and families appropriately address the challenges they face. RFKCAC's work is based on the belief that every child deserves the chance to live a happy, healthy, and productive life. Its dedication to improve the lives of children and families through care, treatment, education, and advocacy stretches well beyond Massachusetts. This is due in part to a grant from the John D. and Catherine T. MacArthur Foundation to provide support to the Models for Change: Systems Reform in Juvenile Justice Initiative. That work is largely focused on systems integration as it relates to crossover youth and is guided by John Tuell, Janet Wiig, and Sorrel Concodora. They bring a wide array of expertise on multi-systems integration and experience with Models for Change and we are delighted to have them as part of the RFKCAC team. More information on the work of RFKCAC can be found at its website: www.rfkchildren.org.

The Center for Juvenile Justice Reform (CJJR) at Georgetown University's Public Policy Institute was founded in 2007 to support public agency leaders in the juvenile justice and related systems of care. Since then, the work of CJJR has also

expanded to include private sector leaders. CJJR provides strong and sustained national leadership in identifying and highlighting the research on policies and practices that work best to reduce delinquency through the use of multi-systems approaches. In addition to the papers it releases, symposia it conducts, and the training it hosts at Georgetown University for public and private sector leaders, it currently has projects underway in 13 jurisdictions across the country in partnership with Casey Family Programs in which it is implementing its Crossover Youth Practice Model (CYPM). The CYPM takes the research conducted related to crossover youth over the past three decades and the learning from the work of CJJR and highlights five practice areas and over twenty practice elements that support better outcomes for crossover youth. In addition, CJJR hosts the MacArthur Models for Change Prosecutors National Resource Bank, connecting prosecutors to the progressive reforms in which the MacArthur Foundation and CJJR are involved. More information on the work of CJJR can be found at its website: cjjr.georgetown.edu.

As can be seen, RFKCAC and Georgetown's CJJR are well positioned to work together to further advance the development, implementation, and dissemination of best practices and policies that address the unique needs of multi-system youth. In fact, while the goals and mission of both organizations are congruous, we each offer unique approaches and capacity in our efforts to reduce juvenile delinquency, promote positive youth and child development, and hold youth accountable. In this regard, the foundation of RFKCAC's work is to provide direct service to youth and families, in addition to advocating on their

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behalf. Its capacity to do so has been expanded through the RFK Juvenile Justice Collaborative, a joint advocacy project between RFKCAC and the RFK Center for Justice and Human Rights focusing on juvenile justice issues. CJJR's work is designed to support leadership development, while at the same time redesigning and strengthening the systems that serve our most vulnerable youth. In doing so, it is taking policy and practice improvements into the field, demonstrating them in communities across the country. These two competencies, when brought together form a strong ally to agencies and organizations working in this area.

Together RFKCAC and CJJR will present cutting edge information about multi-system youth and multi-system integration efforts through three primary mediums: a 2011 national symposium, a paper highlighting current policy and practice relating to crossover youth (which will be released at the symposium), and this periodical—*The Connector*. This first issue of *The Connector* features two initiatives in which both organizations are strongly invested: the Child Welfare & Juvenile Justice Systems Integration Initiative and the Crossover Youth Practice Model (CYPM). Its long history of direct service to both the child welfare and juvenile justice populations make RFKCAC an exciting new home to the Systems Integration Initiative; readers will learn more about this Initiative's history and current role with RFKCAC as part of Models for Change in the article *Celebrating 10 Years of Juvenile Justice—Child Welfare Systems Integration Work*. As noted above, CJJR created the CYPM to address the needs presented by crossover youth. While the work of CJJR only began in 2007, its work through the CYPM has already had an extremely positive impact—read more in the article *Improving Outcomes for Crossover Youth—A Practice Model*. Advocacy updates will also be a regular feature in *The Connector*. On this topic in our first edition, we are pleased to introduce readers to the work of the RFK Juvenile Justice Collaborative.

Again, we thank you for taking an interest in *The Connector: Working Together for Multi-system Youth* and welcome you to contact us to learn more about RFKCAC and CJJR, or simply to share ideas for future issues of *The Connector*. Please anticipate reading the next issue in the Spring of 2011.

Sincerely,



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MULTI-SYSTEM YOUTH

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ModelsforChange

Systems Reform in Juvenile Justice

ModelsforChange: Systems Reform in Juvenile Justice Initiative is an effort to create successful and replicable models of juvenile justice reform through targeted investments in key states, with core support from the John D. and Catherine T. MacArthur Foundation. *The Connector* is created through the generous support of the John D. and Catherine T. MacArthur Foundation.

Celebrating 10 Years of Juvenile Justice—Child Welfare Systems Integration Work

Janet K. Wiig and John A. Tuell

Systems integration and coordination between the child welfare and juvenile justice systems is not an uncommon phenomenon today, as it was several years ago when communities across the country were just beginning to acknowledge the relationship between child maltreatment and juvenile delinquency. Today, there are many examples of communities that not only acknowledge the relationship, but also dedicate resources to addressing that relationship, improving how their systems work together to improve outcomes for children.

The Beginnings: Raising the Awareness

In 2000, the John D. and Catherine T. MacArthur Foundation began its support of the systems integration and coordination work with a grant to the Child Welfare League of America (CWLA) to create a Juvenile Justice Division. This work continues today under the auspices of the Robert F. Kennedy Children's Actions Corps (RFKAC). It was the beginning chapter, with personnel dedicated to a focus on the connections between the child welfare and juvenile justice systems and the establishment of the goal to develop an integrated multisystem approach to program development and service delivery.

A critical part of raising the awareness was to direct people's attention to the data about the relationship between the child welfare and juvenile justice systems. This was accomplished through literature review, written publications, symposia, and invitations to jurisdictions to share their experiences with children involved in both systems.

Wiig, Widom, and Tuell's (2003) *Understanding Child Maltreatment and Juvenile Delinquency: From Research to Effective Program, Practice, and Systemic Solutions* helped policymakers and practitioners learn what the research had documented about the crossover of the two populations and the risks of maltreated children becoming delinquents. The research summarized in that publication gave people a part of the foundation to persuade others that a focus on this population should be an important element in both their crime prevention strategies and their handling of children and youth. This publication also planted the seeds for the two systems to think about what goals they had in common and learn about systemic solutions that could help persuade others that investments to address these two populations together were worthwhile.

A quarterly newsletter, *The LINK: Connecting Juvenile Justice and Child Welfare*, began to bring to life the systems integration and coordination work with stories of jurisdictions that were already doing something about the relationship between

child maltreatment and delinquency. Thus began the portfolio of work in this arena that would build over the ensuing years.

For five years, juvenile justice symposia directed at a national audience were conducted, showcasing the work of jurisdictions that were addressing the connection between the two systems and the needs of the involved children. These symposia, supported by the John D. and Catherine T. MacArthur Foundation, also highlighted critical issues in juvenile justice, issues that were the object of reforms the MacArthur Foundation had begun to advance through its *Models for Change* initiative.

Guiding the Process

A critical foundation piece to guide the development of jurisdictions' work was the *Guidebook for Juvenile Justice and Child Welfare System Coordination and Integration: A Framework for Improved Outcomes* (Wiig & Tuell, 2008). This guidebook sets out definitions to broadcast the systems integration and coordination goals to help people think about the opportunities for reform and improved outcomes.¹ It contains a four-phase strategic planning process that helps jurisdictions take a step-by-step approach to their integration and coordination planning, involving not just the child welfare and juvenile justice systems, but also the related systems of care: education, substance abuse, and mental health.

Beginning in 2004, King County, Washington, was the first site to use the guidebook along with the Juvenile Justice Division's on-site consultation to aid in developing its integration and coordination efforts. It is probably the most mature site in terms of its development because it has a longer history of focus, has committed to a permanent multisystem governance structure for these efforts, and has joined the Crossover

¹**Integration:** A new system of handling children who cross over both systems, that is, juvenile delinquents who have a history of child maltreatment or other involvement with the child welfare system and children who have been maltreated and are at very high risk (due to multiple factors) of becoming juvenile delinquents. This new system might be characterized by such things as the development of an integrated management information system, blended funding and flexible programming for children and families crossing both systems, policy and program development that emphasizes prevention, results-based accountability that includes performance and outcome measures, statutory and other policy frameworks that support systemic change, and reliance on evidence-based practices. Integration would also encompass any or all of the coordination efforts described in the following.

Coordination: Efforts focused on the handling of children who cross over both systems to improve specific points in the process of handling these children in either system. Examples of such efforts would be communication between systems when children and families are involved in both systems, shared caseloads when both systems are involved with one family, programs targeted to specific categories of children such as child delinquents, and programs or procedures targeted to specific points in the case process to improve case handling or attain improved case outcomes. (Wiig & Tuell, 2008, pp. xvii–xviii)

Janet Wiig and John Tuell are Co-Directors of the MacArthur Foundation *Models for Change: Systems Reform in Juvenile Justice* Initiative at the Robert F. Kennedy Children's Action Corps.

Q&A with Bruce Knutson—Director of Juvenile Court Services in King County, Washington

What was the primary impetus of the Juvenile Justice and Child Welfare Systems Integration Initiative (SII) in King County?

We were severely overcrowded within our juvenile detention facilities, and juvenile crime rates were high. We really wanted to change this in a positive way; we were faced with either building a second detention facility or doing things differently. So that effort turned out to be very successful . . . so successful that, in the last 10 years, the juvenile crime rate has reduced by over 50% and our detention placement has reduced by over 50%.

Although the juvenile justice system had a history of collaborative efforts, we hadn't yet looked at child welfare and juvenile justice and how to better coordinate working with crossover youth. We felt strongly that there was a pipeline from the child welfare to the juvenile justice system. We were also feeling like we didn't have a strong understanding of the "other" or know what the "other" was doing or what services were being provided to youth and families within shared cases.

How did you get started with the work itself? When did it begin?

Several representatives from King County, including at least one of our judges, attended a CWLA Juvenile Justice Symposium in June 2003 and came away very interested in working with our cross-over youth population. So at that point, Casey Family Programs [Seattle office] contacted CWLA staff. That conversation led to two one-day symposiums, which were attended by an array of child welfare and juvenile justice stakeholders in King County. As a result of that, leaders from the various systems all got together and committed to doing a better job of integrating our work. We developed a charter agreement that defined the goals and scope of the initiative that explicitly showed our commitment on the part of each agency . . . from providing resources to investing time and energy into the new SII—which we now call "Uniting for Youth."

What were some of the hardest challenges you faced as you developed your systems integration efforts?

There is a large number of staff throughout these systems, so one of our challenges was educating and helping our staff understand how each other's systems work and why it makes sense to work together. For such a large jurisdiction like ours, that's definitely a challenge. One of the things we've done is implement a cross-systems training, which we do quarterly and have people from each of the systems present. To date, we've had about 1,200 people participate in the cross-systems training.

Wow—that is very impressive!

Yeah! So I think that's been working well for us, but it's definitely been a challenge.

The budget crisis throughout the country, and within King County, has also been really challenging. . . . But our collaborative efforts and seeing the incarceration and crime rates go down has helped us throughout this difficult economic time—otherwise, we would have been devastated. But at this point and time we have been able to do good work, maintain morale, and feel like we are doing better work for children and families and producing better results than ever before.

What is the status of the work today and what do you see for its future?

Uniting for Youth is still going strong. The commitment level of the leadership still exists today—we have met monthly ever since 2004. There's a solid commitment in place to maintain the cross-system training, which 1,200 have already participated. People consider this commitment to be strong and viewed as a permanent effort—not an initiative with an end date.

Bruce, thank you for sharing this information with our readers—it's wonderful to learn about all the great work being done in King County!

Thank you as well.

Editorial Note: It should be noted that the King County Unified for Youth collaboration also has been participating in the CYPM initiative in 2010 and 2011.

Youth Practice Model ([CYPM] developed by the Georgetown University's Center for Juvenile Justice Reform and described in the accompanying article) to its systems integration work. King County, now working on its systems integration and coordination efforts under the banner of *Uniting for Youth*, has an extensive portfolio of products to support this work, including memoranda of understanding, protocols, and an information-sharing resource guide, to name a few. Several other jurisdictions, including Los Angeles County, South Dakota, the U.S. Virgin Islands, Connecticut, Arizona, and Colorado, received on-site consultation using the four-phase process from the guidebook.

Also used extensively to support the systems integration work is *A Guide to Legal and Policy Analysis for Systems Integration* (Heldman, 2006). This publication details the process of examining the legal, policy, and procedural mandates unique to each agency or organization to recommend changes that will contribute to improved coordination of initial decisionmaking, case management, and service delivery. It was developed through experience gained from efforts in numerous jurisdictions that have worked to improve cross-system practices and policies.

In 2006, the systems integration and coordination work became a part of *Models for Change: Systems Reform in Juvenile Justice*, a wide ranging juvenile justice reform effort funded by the MacArthur Foundation. The Juvenile Justice Division began work in the four core states (Illinois, Louisiana, Pennsylvania, and Washington) adding technical assistance and expertise in multisystems integration and coordination. It was recognized that any substantial system reform work would necessitate working across multiple disciplines to improve the work processes to achieve improved outcomes for youth. The strategic-planning process and tools developed in other jurisdictions have helped those four states to address critical issues across systems through building a better cross-system infrastructure. The work in these states and the numerous local sites within them also has added to the rich portfolio of tools and resources to aid in systems integration and coordination.

In 2008, as part of the *Models for Change* efforts, the MacArthur Foundation asked CWLA and the Juvenile Law Center to work together to create a technical-assistance resource for information sharing for *Models for Change* sites. Thus, the *Models for Change Information Sharing Tool Kit* was published. This Tool Kit is another important support for the systems integration and coordination work. It provides guidance to jurisdictions seeking to improve their information and data-sharing practices in the handling of juveniles and to reach the ultimate goal of improving outcomes for those youths. The Tool Kit is now widely available to jurisdictions as a posting on the *Models for Change* website.

Another critical foundation piece was the creation of CWLA's National Advisory Committee on Juvenile Justice, a group of leaders from public and private agencies that worked to promote the integration of juvenile justice and child welfare through national and local advocacy efforts. The committee's existence was also the genesis of the organizational placement of this work today. The committee chair for many years was Ed Kelley, CEO of the RFKCAC, where the systems integration work under *Models for Change* is housed today.

Products—The Portfolio

Many of the products from the systems integration and coordination work in sites around the country are chronicled in the report *Child Welfare and Juvenile Justice Systems Integration Initiative: A Promising Progress Report* (Tuell, 2008). The following are some of the highlights from various sites.

King County, Washington

King County, Washington, has made remarkable strides in systems integration and proves to be a model example of successful collaboration for many jurisdictions. The King County Uniting for Youth Initiative (formerly called the Systems Integration Initiative) has created many successful practice documents and procedures:

- A multiagency charter agreement that defines the goals, objectives, and a set of guiding principles to accompany the development of the dual jurisdiction protocol
- An interagency policy and protocol that details joint policy and procedures regarding how juvenile court probation and the state child protection agency work together in support of dual status youth and their families
- A resource guide for information sharing (a critical and often necessary tool for joint case assessment, planning, and integrated service delivery) to provide information on legal, policy, and practice matters regarding the exchange of case-related information
- The development and implementation of multiagency training for personnel to increase knowledge of each others' functions and develop relationships that support shared responsibility and services

Los Angeles County, California

Los Angeles County built its work on a statute mandating a joint protocol (California Welfare and Institution Code section 241.1) for dual-system youth. It adopted and implemented a revised cross-system protocol that resulted in the following:

- A new multisystem assessment process that considers strengths, treatment needs, and risks from multiple disciplines
- Creation of a specially trained multidisciplinary team to conduct assessments, develop case plans, and produce a joint case disposition recommendation report

South Dakota

Child Welfare and Juvenile Justice leaders in South Dakota sought consultation to support the development of legislation to improve information sharing across systems, resulting in the passage of House Bill 1059. This bill provided for the sharing of “need to know” information between the Department of Social Services, the Department of Corrections, and the court at three key decision points in the juvenile justice system: preliminary hearing and detention status consideration, disposition, and reentry from a correctional or residential facility.

Arizona

In response to the National Center on Juvenile Justice's findings on Arizona's dual-jurisdiction youth, the Governor's Office for Children, Youth, and Families organized an interagency taskforce to develop an agreement and framework to provide coordinated and integrated services to youth and families served by both sys-

tems. Arizona's Interagency Coordination and Integration Initiative resulted in a blueprint to improve integration and coordination services and provide a roadmap of additional action steps to continue improving outcomes for youth and families. The blueprint describes the initiative's strategies and action steps in relation to its stated outcome goals. Some strategies include the following:

- Disseminate guidance from state level to counties as to law and policies regarding information sharing
- Develop an infrastructure across agencies to support the exchange of information
- Focus efforts to provide needed resources without barriers presented by categorical funding
- Engage families actively in the identification of service needs and service delivery so their participation is insured to support dually involved youth
- Target families at greatest risk who have open cases in both the child protection and juvenile probation/corrections
- Develop a pilot focused on diverting younger siblings from the juvenile justice system

Always New Beginnings

The interest in this work keeps growing as is evidenced by new jurisdictions taking on the work and the progression of its development with such innovations as the CYPM. In fact, both King County and Los Angeles County have utilized their systems integration work and the portfolio of products to support their 2010–2011 involvement in the CYPM initiative. There continues to be the recognition that, to effectively address the relationship between the child welfare and juvenile justice systems and the allied systems of education, substance abuse, and mental health, a commitment to working together, a sound infrastructure, protocols, and other tools need to be in place to address the key working relationships.

New this year to the systems integration and coordination work is the Washington State Department of Social and Health Services (DSHS). DSHS received a grant from the MacArthur Foundation and is now part of the *Models for Change* effort. The focus of its grant is to do multisystem collaboration and coordination (MSCC). This work has the leadership support from the top of the organization, Secretary Susan Dreyfus, and it joins other MSCC work in Washington State under the state's lead entity for *Models for Change*, the Center for Children and Youth Justice. This is an exciting effort that entails three arenas of focus: (1) integrated case management within DSHS for high needs, risk, and cost populations served by DSHS; (2) integrated case management between the Children's Administration and the Juvenile Rehabilitative Administration; and (3) integrated case management with local jurisdictions.

The RFKCAC systems integration team is providing on-site consultation to the DSHS, and the DSHS is using the framework set out in the guidebook (Wiig & Tuell, 2008). It has developed a sound infrastructure to support the development of this work and, in some ways, will be creating state analogs to the work that began in King County many years ago. This effort is a great example of the growth of systems integration and coordination work.

Finally, a key part of the new beginnings is the move to RFKCAC. The systems integration and coordination work, supported by the MacArthur Foundation under *Models for Change*,

is a part of the Juvenile Justice Collaborative that RFKCAC has formed with the RFK Center for Justice and Human Rights. It is a good fit for the systems integration and coordination work that has been done in that RFKCAC has a long history of service and advocacy to both the child welfare and juvenile justice populations. It is also a good fit in that the Juvenile Justice Collaborative offers a great blending of direct service, local advocacy, and federal advocacy for these two populations.

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RFK Juvenile Justice Collaborative

The RFK Juvenile Justice Collaborative (RFK Collaborative) is a joint project of the RFK Children's Action Corps (RFKCAC) and the RFK Center for Justice and Human Rights (RFK Center). The goal of the Collaborative is to increase national attention on juvenile justice issues by combining the practical, service-delivery experience of the RFKCAC with the national policy and advocacy expertise of the RFK Center. The RFK Collaborative also partners with national organizations and foundations to add value to juvenile justice advocacy and policy development.

During the past year, the RFK Collaborative has worked to raise the profile of juvenile justice issues, specifically highlighting the needs of youth reentering their communities after a time of confinement or out-of-home placement. More specifically, the continued work of the RFK Collaborative includes:

Educating decision-makers about the importance of effective policies and sufficient resources to support youth reentry, including:

- ❑ Improved federal coordination of and support for reentry through the Attorney General's Reentry Task Force and Coordinating Council on Juvenile Justice and Delinquency Prevention.
- ❑ Program resources to improve youth reentry, including reauthorization of and funding for the Second Chance Act.
- ❑ Policies to reduce barriers for youth who need to return to school from the juvenile justice system.

Bringing the voice of impacted youth to advocacy:

- ❑ To strengthen its advocacy on youth reentry and education issues, the RFK Collaborative is developing a presentation on youth perspectives on education, a key indicator of reentry success. This presentation will present perspectives from youth served by RFK Children's Action Corps programs.

In addition to the work described above, in 2010 the RFK Collaborative co-sponsored the production of a paper and symposium (produced and held by Georgetown University's Center for Juvenile Justice Reform) on the educational needs of youth impacted by the juvenile justice and child welfare systems. This paper, and the symposium at which it was released, is titled *Addressing the Unmet Educational Needs of Children and Youth in the Juvenile Justice and Child Welfare Systems* and is available online at: <http://cjjr.georgetown.edu/pdfs/ed/edpaper.pdf>.

For more information about the RFK Collaborative, please contact Ed Kelley, RFKCAC (EKelley@rfkchildren.org) or Lynn Delaney, RFK Center (delaney@rfkcenter.org).

Improving Outcomes for Crossover Youth— A Practice Model

Macon Stewart

The Center for Juvenile Justice Reform (CJJR) at the Georgetown University Public Policy Institute has partnered with Casey Family Programs since 2007 to address the unique issues presented by children and youth who are known to both the child welfare and juvenile justice systems. These young people, often called “crossover youth,” move between the child welfare and juvenile justice systems or are known to both concurrently. A disproportionate number of these youth are youth of color and girls, and the entire population generally requires a more intense array of services and supports than youth known to each system individually. While the exact number of crossover youth may vary across jurisdictions, research has established that youth who have been maltreated are more likely to engage in delinquent behavior. A study by Chapin Hall has also increased our knowledge about one segment of this population, finding that, in the State of Illinois, 9% of youth who left correctional placement in the juvenile justice system were in an out of home placement in child welfare one year after their release. The work undertaken in this partnership has been designed to better address the issues these youth present and meet their needs. It also seeks to reduce the number of youth that enters or reenters foster care, the number of youth that cross over, the number of youth in foster care that cross over and move into institutional placements in the juvenile justice system, and the disproportionate representation of youth of color in each system, particularly in the crossover population.

Crossover Youth Practice Model

Based on this cumulative and growing body of knowledge, CJJR has developed a practice model that describes the specific practices that need to be in place within a jurisdiction to reduce the number of youth that crosses over between the child welfare and juvenile justice systems, and achieves the outcomes noted above. The Crossover Youth Practice Model (CYPM) infuses this work with values and standards; evidence-based practices, policies, and procedures; and quality-assurance processes. It provides a template for how states can immediately impact how they serve crossover youth and rapidly impact outcomes.

The CYPM creates a nexus between research and the practice learning from the Juvenile Justice and Child Welfare Integration Breakthrough Series Collaborative, jointly conducted in seven jurisdictions by CJJR and Casey Family Programs in 2008 and 2009. It provides a mechanism whereby agencies will strengthen their organizational structure and implement or improve practices that directly affect the outcomes for crossover youth. This includes but is not limited to the following practices: creating a process for identifying crossover youth at the point in which the youth move from one system to another,

Macon Stewart is the Program Manager of the *Crossover Youth Practice Model* at the Center for Juvenile Justice Reform at Georgetown University Public Policy Institute.

ensuring that workers are exchanging information in a timely manner, including families in all decisionmaking aspects of the case, ensuring that detention or institutional care bias is not occurring at the point of the detention decision or case disposition for crossover youth, and maximizing the services used by each system to prevent crossover from occurring.

Participating in the CYPM has allowed each site to begin creating a seamless process from case opening to case closing that improves outcomes for crossover youth. Implementing the model helps to ensure that practices are consistent for all youth within a system and resources are shared between the systems to maximize their impact. The model emphasizes the importance of developing cross-systems data capacity and the need to use good data to make program and policy decisions.

Outcomes

The following are the overall goals for the sites participating in the CYPM:

1. A reduction in the number of youth placed in out-of-home care
2. A reduction in using congregate care
3. A reduction in the disproportionate representation of children of color
4. A reduction in the number of youth becoming dually involved or adjudicated

Data collection is a requirement for all sites participating in the CYPM. CJJR recognizes the challenge that collecting shared data sets presents for many sites. However, sites participating in the practice model have expressed an ability to collect cross-systems data electronically or manually and are committed to doing so.

Pre- and post-practice model baseline measures have and will be collected. These data reflect the larger spectrum of each system. A limited number of measures will also be collected on each phase of the practice model on a monthly basis. These data include demographics on all crossover youth identified and individual measures of well-being on a smaller subset of crossover youth. It is intended to ensure that the collection of these data will not be cumbersome in nature and will build on information that each system is currently collecting.

Target Population

For purposes of the CYPM, CJJR focuses on crossover youth who have current and simultaneous involvement in both the child welfare and juvenile justice systems in the following ways: (1) youth initially involved in the child welfare system who are subsequently referred to and become involved in the juvenile justice system; and (2) youth who are initially involved in the juvenile justice system and are subsequently referred to and become involved in the child welfare system because of suspicions of abuse/neglect in the home. Youth falling into these

Q&A with Carla Guenther—Deputy Chief Magistrate, Hamilton County Juvenile Court

What was the primary impetus of the Crossover Youth Practice Model (CYPM) being implemented in Hamilton County? When did it begin?

We applied in February 2010 and then we began our work in April 2010—so, recently.

Something kind of ironic is that one of the hardest challenges, budget cuts, was also an impetus for this work. When we applied to do the CYPM, our detention facility went from 160 down to 80 [another residential facility for youth who committed serious felony offences went from 120 down to 60], so as a result of no longer admitting as many youth into detention, we really had to figure out different solutions that allowed us to safely support youth in the community. That really fit with elements of the CYPM; I think that the CYPM gave us an opportunity to look at other options and how to do them effectively. Rather than just cut the work we are doing, we had to figure out how to do it differently. We could have said, "We give up, we lost too much money," but instead the CYPM put us in the right direction.

How did you get started with the work itself?

The very first thing we did was form a very small core leadership team, which was comprised by leadership from the Department of Job and Family Services [auspice of child welfare and child protection services] and the juvenile court. We, with [consultants'] assistance, did form a guiding coalition and an advisory committee. We do have very committed leadership. However, there were too many players in the advisory committee, so we formed a few workgroups [data and program evaluation, diversion, and joint assessment/case management and service coordination]. As we developed those workgroups, we made sure they had action items and very specific outcomes to achieve. Once those outcomes were achieved, the advisory committee regrouped and said, "Okay, what are our priorities now?" and would then create new outcomes goals and action items.

What do you think were the critical ingredients in the development of this work?

We did adhere to the model pretty strictly, especially about the structural framework.

We also had a little bit of a history of how we could do the work a little bit easier. . . . As a result of our model court work, through the National Council of Juvenile and Family Court Judges, we developed a culture in our system that also supported the work being done through the CYPM. . . there were already a lot of well entrenched partnerships that had developed in our community, and there had been effective collaboration between public and private partners. Another benefit was that we had a history of data exchange and sharing across our two systems; the systems are not linked, but they do communicate and that helped us get started.

Aside from the budget cuts you mentioned before, what were some of the hardest challenges you faced as you developed your CYPM efforts?

We defined our population very broadly—which could be good or bad. We are not just targeting kids in agency custody, but we are taking kids that have an open voluntary case in child protective services. We defined it broadly because we wanted to see in three different target areas how CYPM would impact our youth. The volume did create some hardship for us, so then we needed to figure out a way to randomize the selection in a way that could be manageable on a pilot basis and then become operational. [A consultant] helped us with get our pilot caseload down to something manageable. . . we are now doing about 20 cases a month.

What guidance did you take in your development of the work? How important was that guidance?

One of the big things is the model itself. The structure of the model was incredibly helpful and gave us the framework to implement it. The on-site training and support, as well as the training in DC during the summer, has been really helpful. As we've established each phase a consultant has been here to really help achieve the next step. The consultants also provided training to management staff which really helped reinforce the work. . . it was nice for that staff to learn about the CYPM and receive training and support.

What is the status of the work today, and what do you see for its future?

Training and staff support is something that has been extremely helpful and will continue to be ongoing. There's always some kind of cross-over youth training happening at least once a week within one of our entities.

Program outcomes [are] a piece we really want to be able to look at; we have three different subgroups within our target population, and we want to examine how the CYPM impacts each of those. We want to be able to show that the program is effective before we roll it across the system.

The advisory group has created six new target areas and corresponding workgroups. These focus areas will be pro-social support and engagement; mentors; permanency pacts [long-term commitment from a dedicated adult to provide support, guidance, and assistance]; kinship support; educational, vocational, and employment development and opportunities. . . . The final area that we are working on is the use of a mobile crisis team to provide immediate crisis support and service interventions to caregivers and providers caring for crossover youth—which we anticipate will reduce the likelihood of law enforcement contact and arrests and maintaining placement stability for that youth.

I think that wraps up our questions for now—thank you!

Thank you!

categories are dually involved youth and may be dually adjudicated youth depending on the level of involvement in both systems.

Implementation of the CYPM

The CYPM is being implemented in three phases. While there are some youth who cross over from the juvenile justice system to the child welfare system, research suggests the vast majority of cross-over is from child welfare to juvenile justice and as such the practice model is designed predominantly with those youth in mind.

Phase I

Practice Area I: Arrest Identification and Detention

This practice area addresses the handling of a case from the point of arrest. It will identify protocols that need to be instituted to ensure that crossover youth are identified and appropriate

assessment is occurring following the detention decision. It also emphasizes the early engagement of family and cross-system workers assigned to the family when the arrest occurs. This phase also encourages the review of the various entry points of youth from child welfare into juvenile justice, exploring what can be instituted to stop that initial contact from occurring.

Practice Area II: Decisionmaking Regarding Charges

This practice area addresses the need for a cross-system team approach when a youth already involved in the child welfare system has been arrested and the decision is being made about whether the case should be filed and referred to the court or diverted from the juvenile justice system. It will further emphasize the use of a team approach that includes the family at all decision points.

Phase II

Practice Area III: Case Assignment, Assessment, and Planning

This practice area has a strong emphasis on a variety of case management functions to be performed in a cross-systems manner, court operations for streamlining judicial oversight, and service delivery including but not limited to using evidence-based practices.

Phase III

Practice Area IV: Coordinated Case Supervision and Ongoing Assessment

This practice area builds on the capacity created in Phase II (Practice Area III) and also focuses on the entry of youth from the juvenile justice system to the child welfare system. It aims to strengthen the use of a cross-systems approach in working with families, improve educational and behavioral health supports provided across the two systems, and enhance community engagement.

Practice Area V: Planning for Youth Permanency, Transition, and Case Closure

This phase focuses on permanency and case closure. It aims to enhance the permanency planning that occurs throughout the case and improving permanency outcomes for crossover youth. It also stresses the importance of engaging community supports to ensure a safe transition from the system for all youth.

Benefits of Institutionalizing a CYPM

Nationwide, jurisdictions that have implemented the CYPM have found this more effective than other change models for several reasons:

1. The prescriptive nature of a practice model provides staff with a roadmap for what practice should look like—case

opening to case closure—and reduces ambiguity about the specific directions the agency needs to take.

2. Because practice models include predominantly evidence-based practices, the approach removes some of the internal tension about whether a new practice will actually work, as evidence suggests it will.
3. A strong practice model embeds values and principles into the practice changes, supporting the culture changes that many leaders desire to make in organizations.
4. A practice model involves staff from all levels of the agency in the planning and execution of the work.

CYPM Sites

The following is a listing of the sites participating in the national CYPM. CJJR is also implementing the CYPM in several communities independent of the national work:

- Denver County, Colorado
- Hamilton County, Ohio (Cincinnati)
- King County, Washington (Seattle)
- Los Angeles, California
- Miami-Dade County, Florida
- Monroe County, New York (Rochester)
- Multnomah County, Oregon (Portland)
- Philadelphia, Pennsylvania
- Berkeley County, Charleston County, and Georgetown County, South Carolina
- Travis County, Texas (Austin)
- Woodbury County, Iowa (Sioux City)

For more information regarding the CYPM, please go to <http://cjjr.georgetown.edu>.

Reference

Cusick, G. R., Goerge, R. M., & Bell, K. C. (2009). *From corrections to community: The juvenile reentry experience as characterized by multiple systems involvement*. Chicago, IL: Chapin Hall Center for Children at University of Chicago.

Juvenile Justice and Child Welfare: Multi-System Integration Certificate Program for Public Sector Leaders

July 15–21, 2011

The Center for Juvenile Justice Reform at Georgetown University's Public Policy Institute has announced its 2011 Certificate Program for Public Sector Leaders. The program is designed to advance cross systems work to improve outcomes for youth involved in the juvenile justice and child welfare systems. Participants will attend a week-long program in Washington, DC where they will be taught by expert faculty on topics including multi-system integration, developing collaborative leadership skills, the effective use of communication strategies, reducing disproportionality in the child welfare and juvenile justice systems, and more. After the program, participants will develop a Capstone Project to implement systems reform in their home jurisdiction.



Applications are due by March 31, 2011

For more information, please visit the CJJR website at <http://cjjr.georgetown.edu>