

Dual System Youth: At the Intersection of Child Maltreatment & Delinquency

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DUAL SYSTEM YOUTH: AT THE INTERSECTION OF CHILD MALTREATMENT & DELINQUENCY

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Contributing Authors to the OJJDP Dual System Youth Design Study

- *Cook County, Illinois: Chapin Hall at the University of Chicago*—Robert Goerge, PhD, Senior Research Fellow, Shannon Gultinan, MPA, Researcher, Nick Mader, PhD, Senior Researcher
- *New York City: The Center for Innovation through Data Intelligence in New York City*—Maryanne Schretzman, DSW, Executive Director, Jessica Raithel, LMSW, MPH, Senior Analyst, Andrew Wallace, PhD, Consultant
- *Cuyahoga County, Ohio: The Center on Urban Poverty and Community Development (the Poverty Center) at Case Western Reserve University*—Claudia Coulton, PhD, Co-Director, Youngmin Cho, PhD, Postdoctoral Scholar
- *Proposed methodologies: Westat*—Susan Chibnall, PhD, Senior Study Director, Jim Green, PhD, Senior Statistician
- *Using Linked Administrative Data: Actionable Intelligence for Social Policy (AISP) at the University of Pennsylvania*—Dennis Culhane, Co-PI and Dana Andrew Stone Professor of Social Policy at the School of Social Policy and Practice, TC Burnett, Associate Director
- *Site Examples of Best Practice: Center for Juvenile Justice Reform*—Macon Stewart, Senior Program Manager, Samuel Abbott, Research Associate, Karen Kolivoski, Assistant Professor, Howard University, School of Social Work

Acknowledgments for the OJJDP Dual System Youth Design Study

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- Cuyahoga County Juvenile Court; the Cuyahoga County Department of Children and Family Services; the Cuyahoga County Office of Homeless Services; the Cuyahoga County Sheriff's Department; and the Cuyahoga County Job and Family Services
- NYC Administration for Children's Services; NYC Department of Probation; NYC Law Department; NYC Department of Homeless Services; and NYC Department of Correction

This study would not have been possible without the permission of the Center and these agencies to use their data. The findings reported within this report, however, are those of the authors and permission to use data from these entities does not indicate an endorsement of the content or the conclusions contained within the report.

Acknowledgments for Los Angeles Dual System Youth Study

The Los Angeles Dual System Youth Study was conducted by the Children's Data Network at the University of Southern California (Andrea Eastman, Ph.D., Emily Putnam-Hornstein, Ph.D., and Jacquelyn McCroskey, Ph.D. in partnership with California State University, Los Angeles (Denise Herz, Ph.D.).

Funding

- The *Reissa Foundation* for funding the Los Angeles Dual System Study (a replication of the OJJDP Dual System Design Study)
- *First 5 LA*, the *Conrad N. Hilton Foundation*, and the *Heising-Simons Foundation* for their support of the CDN's essential data infrastructure, which makes this type of study possible.

Data & Data Analysis

- California Department of Social Services
- Los Angeles County Department of Children and Family Services
- Los Angeles County Probation
- Eunhye Ahn assisted with the visual development of the charts, John Prindle, PhD provided valuable coding support and Huy Tran Nghiem conducted the probabilistic linkage

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Goals of the OJJDP Dual System Youth Design Study

Dual System Youth Incidence Rate

- Explore the best way to measure incidence
- Describe dual system youth characteristics
- Propose a methodology to produce a nationally representative incidence rate for dual system youth

Best Practices in Cross-Systems Collaboration

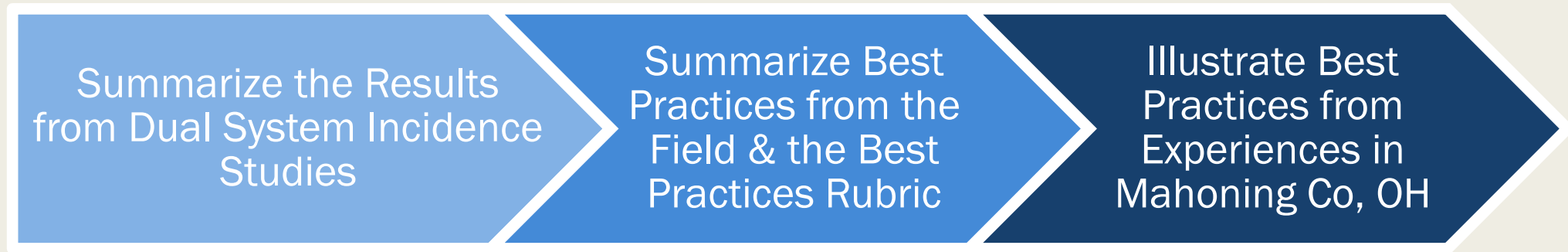
- Identify best practices and challenges associated with cross-system collaboration in jurisdictions
- Design a method to collect and report best practices in a consistent and representative way nationwide.

Goal of the Los Angeles Dual System Youth Study

Replicate the
OJJDP Dual
System Design
Study

- Replicate the OJJDP Dual System Design Study methodology using data from Los Angeles County
- Produce description of dual system youth characteristics
- Identify practice and policy implications for improving delinquency prevention across a continuum of system involvement

Today's Presentation



A description of the full report and findings can be found at:

<https://ojjdp.ojp.gov/library/publications/ojjdp-dual-system-youth-design-study-summary-findings-and-recommendations>

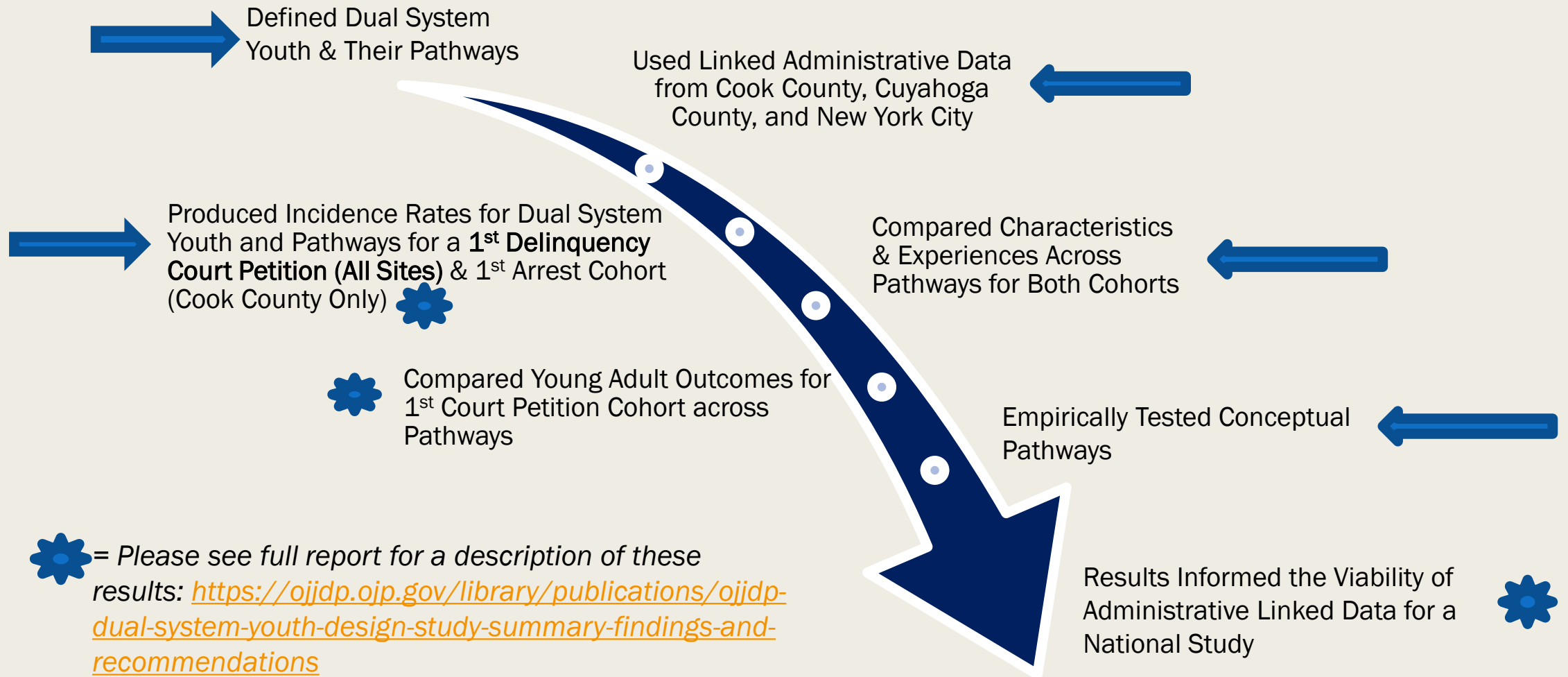
DUAL SYSTEM YOUTH & THEIR PATHWAYS



Limitations in Current Literature

- Various terms and definitions used across studies
- No national studies or estimates of incidence
- No distinction in the types of trajectories of dual system contact

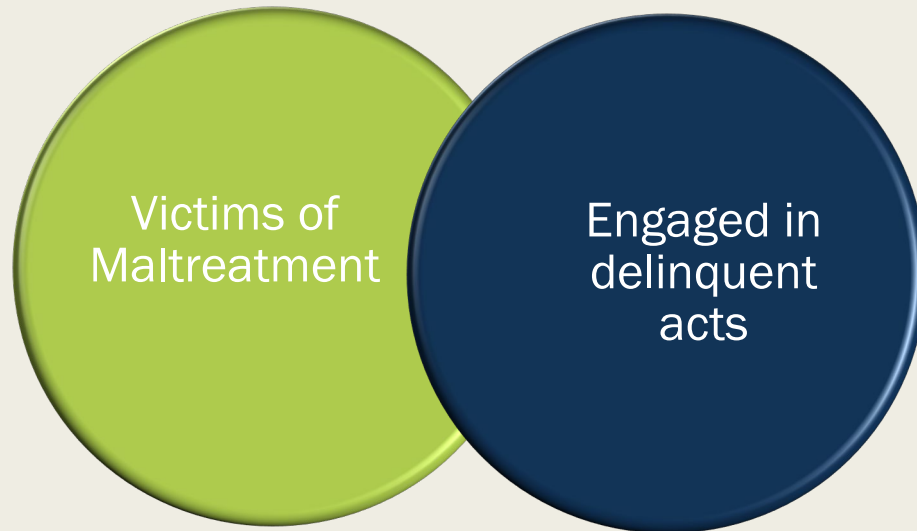
OJJDP Dual System Youth Design Study: Exploring Dual System Pathways



Distinguishing Key Terms

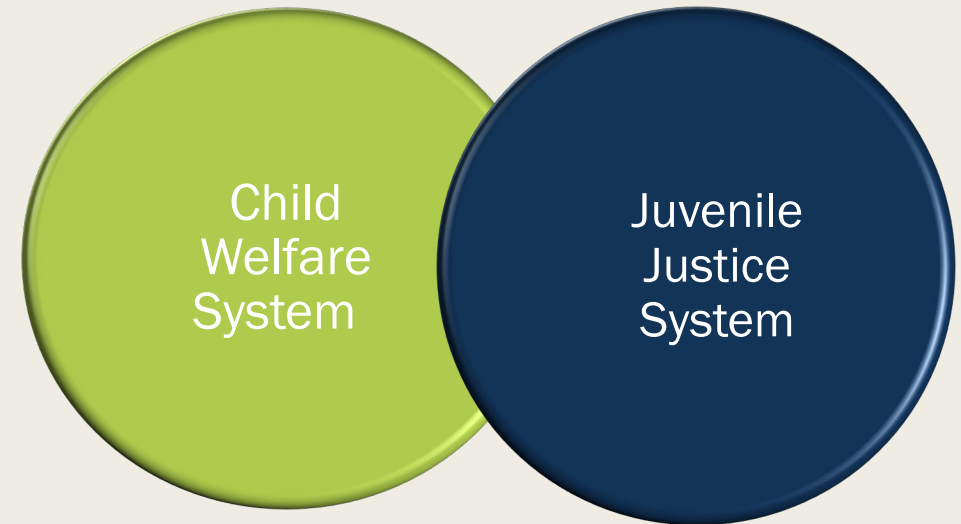
Crossover Youth

Youth who are...



Dual System Youth

Crossover youth touch both the...



Data and Methods

Administrative data from the child welfare system and juvenile justice system in each jurisdiction were used to (1) produce a cohort of youth who received their 1st juvenile justice petition within a specific timeframe; and (2) identify which of these youth had at least one investigation by the child welfare system—i.e., dual system contact.



Cook County: 2010-2014 1st Juvenile Justice Petition Cohort (N=14,170)

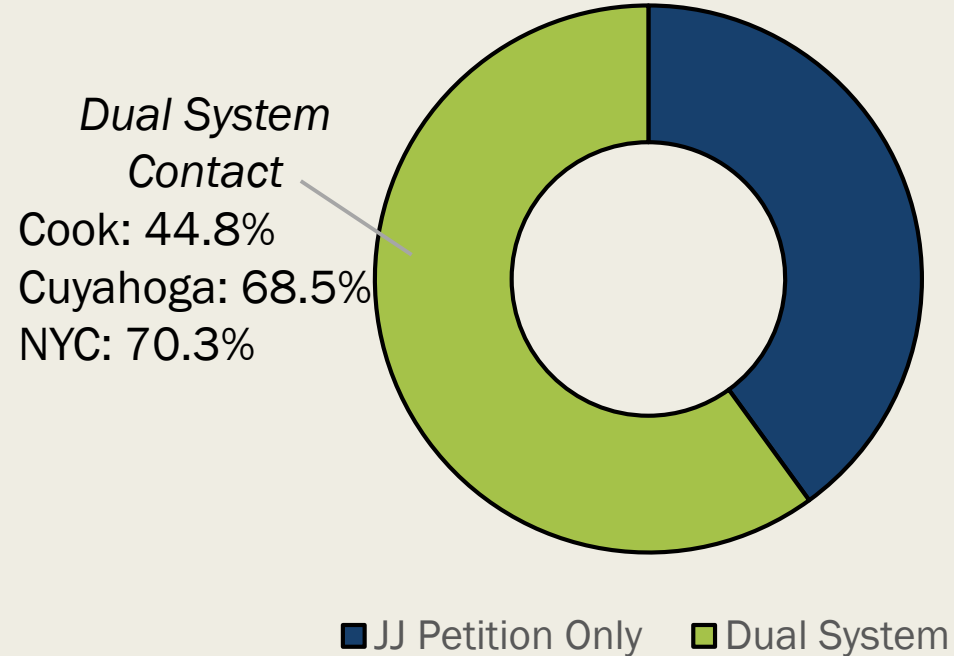
Cuyahoga County: 2010-2014 1st Juvenile Justice Petition Cohort (11,441)

New York City: 2013-2014 1st Juvenile Justice Petition Cohort (N=1,272)

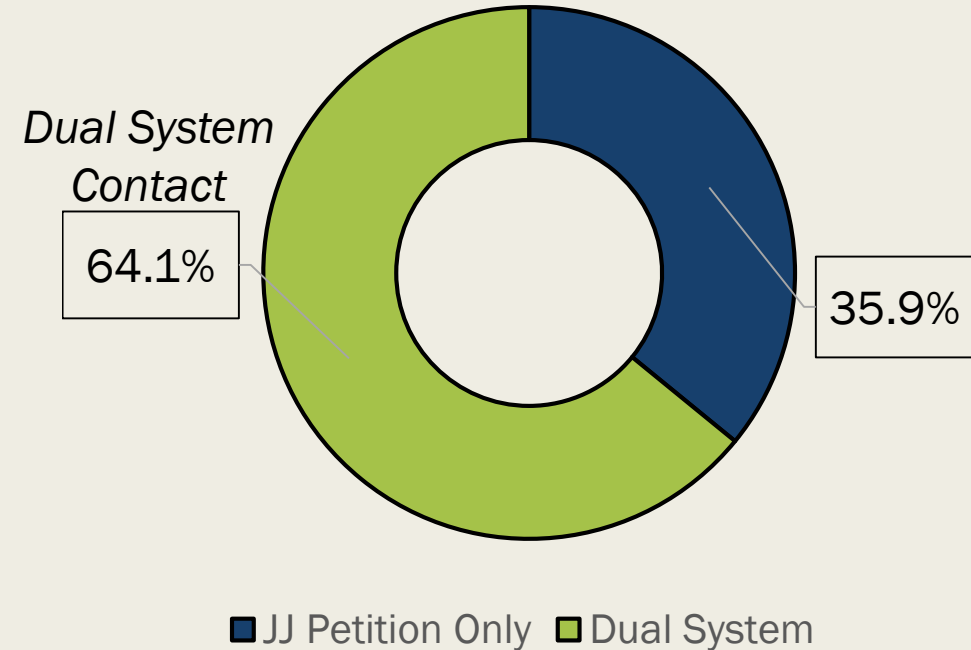
Los Angeles County: 2014-2016 1st Juvenile Justice Petition Cohort + Born on/after 1998 (N=6,877)

Dual System Youth Incidence Rates Across Sites

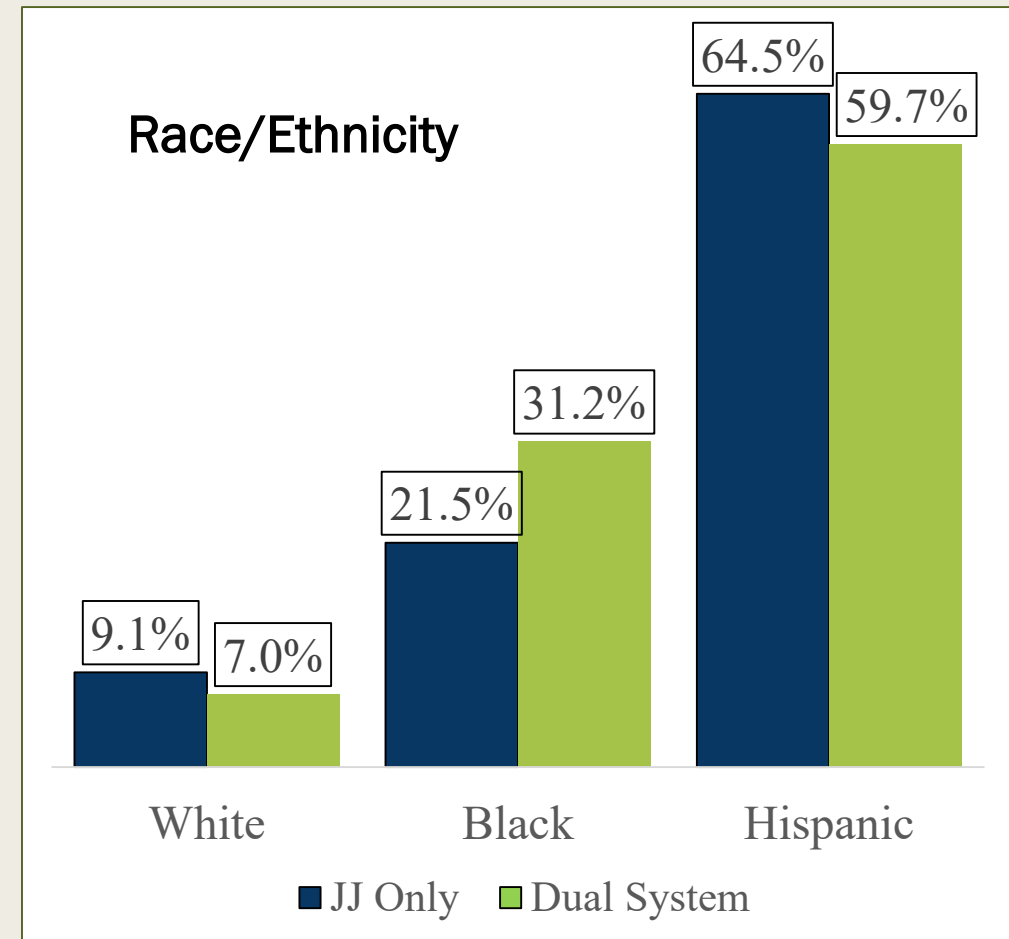
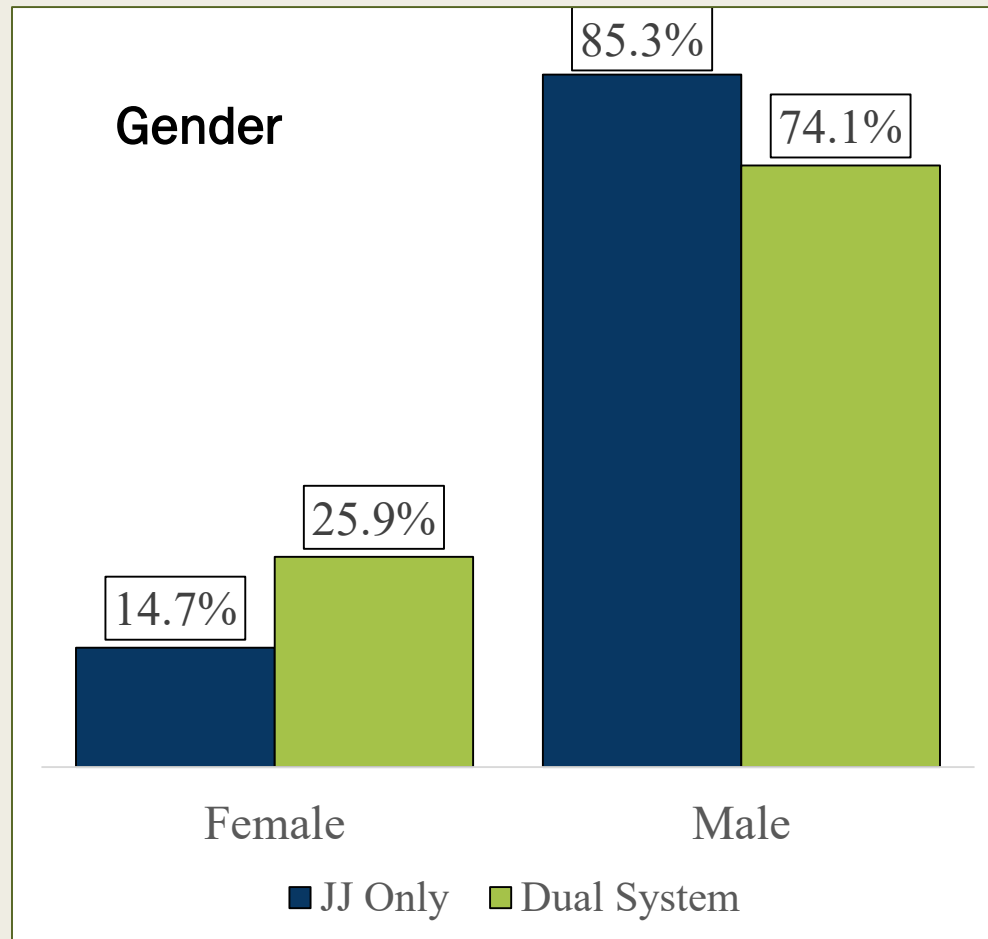
OJJDP Study Site Cohorts



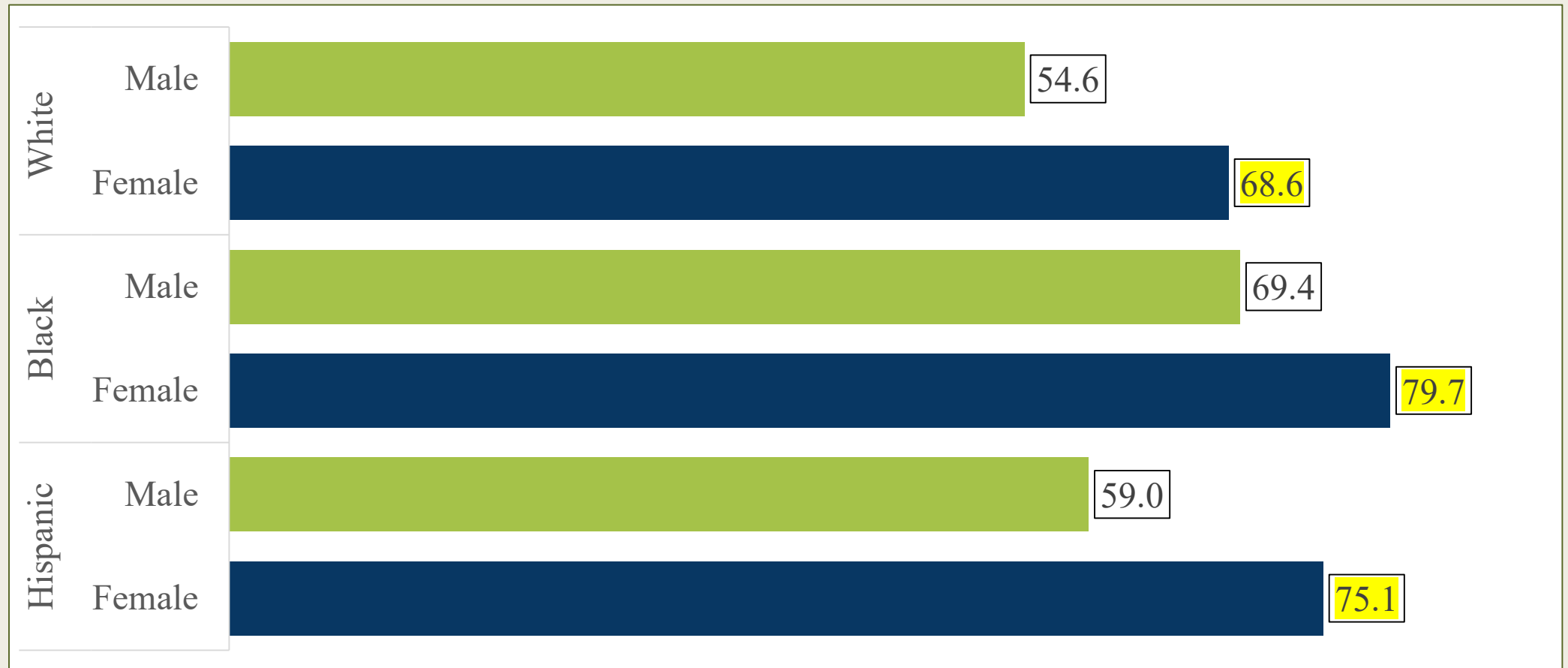
Los Angeles Cohort



Gender & Race Comparison: JJ Only v. Dual System Youth (LA Cohort)



Percentage of JJ Cohort Youth with Child Welfare Contact by Race & Gender (LA Cohort)



The Timing of Dual System Contact



Dual Contact
Youth

Contact with Child Welfare and Juvenile
Justice System is Non-Concurrent



Dually-Involved
Youth

Contact with Child Welfare and Juvenile
Justice System is Concurrent

Distinguishing Dual System Pathways

Non-Concurrent Dual System Contact

Dual Contact—Child Welfare First (DCCW)



Dual Contact—Juvenile Justice First (DCJJ)



Concurrent Dual System Contact

Dually-Involved—Child Welfare First (DICW)



Dually-Involved—Child Welfare First with Historical Case (DICWH)



Dually-Involved—Juvenile Justice First (DIJJ)



Dually-Involved—Juvenile Justice First with Historical Case (DIJH)



=Child Welfare Contact



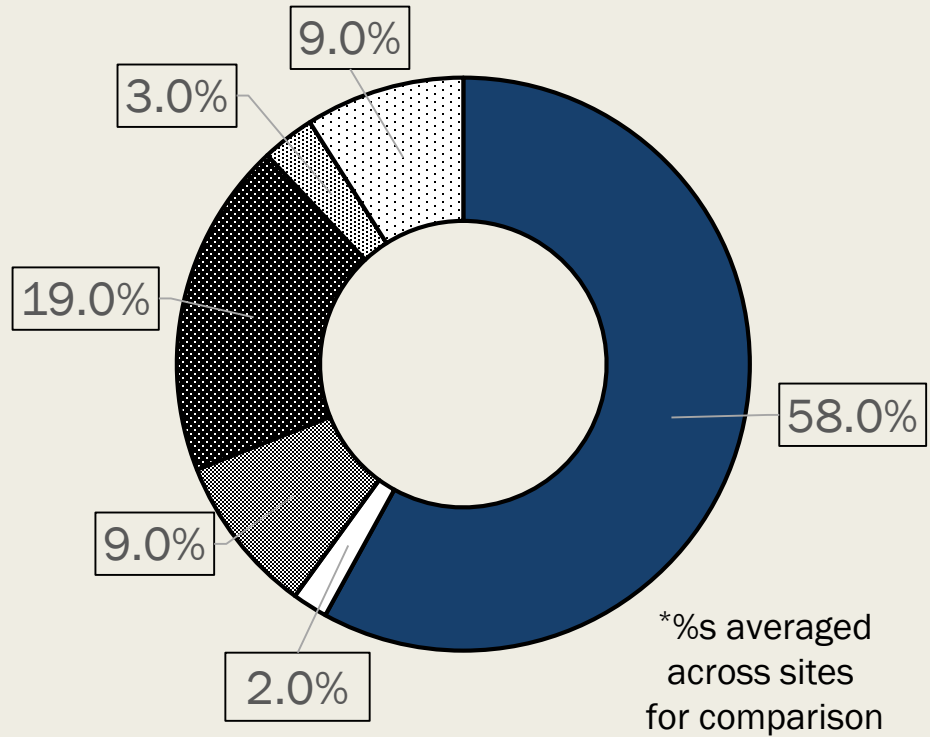
=Juvenile Justice System Contact



=No System Contact

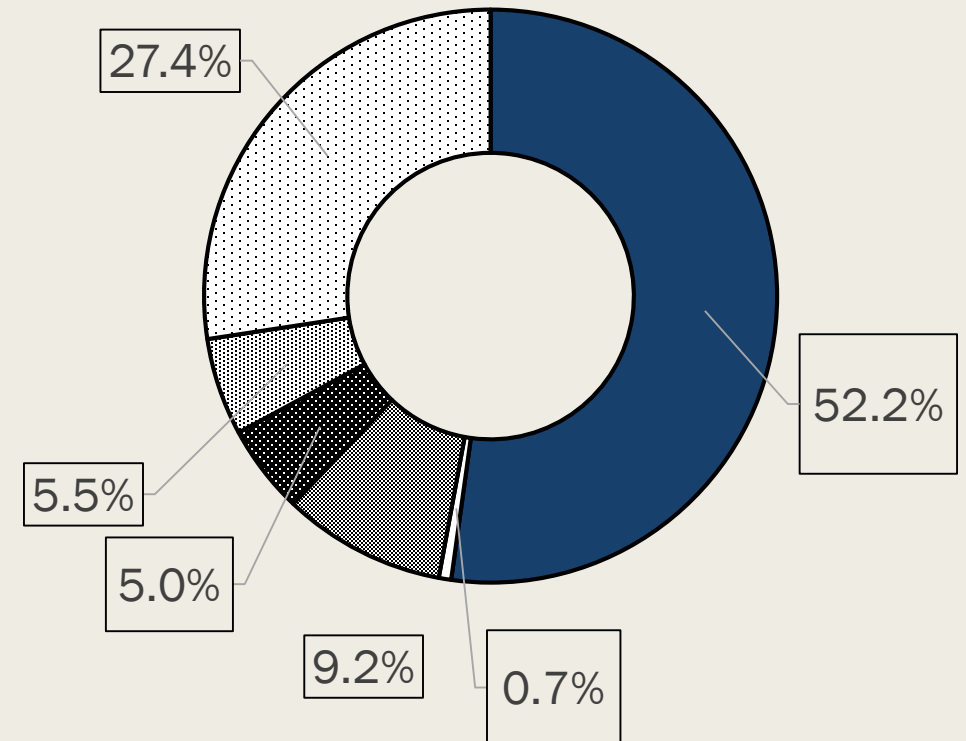
Measuring Dual System Youth Pathways

OJJDP Study Sites*



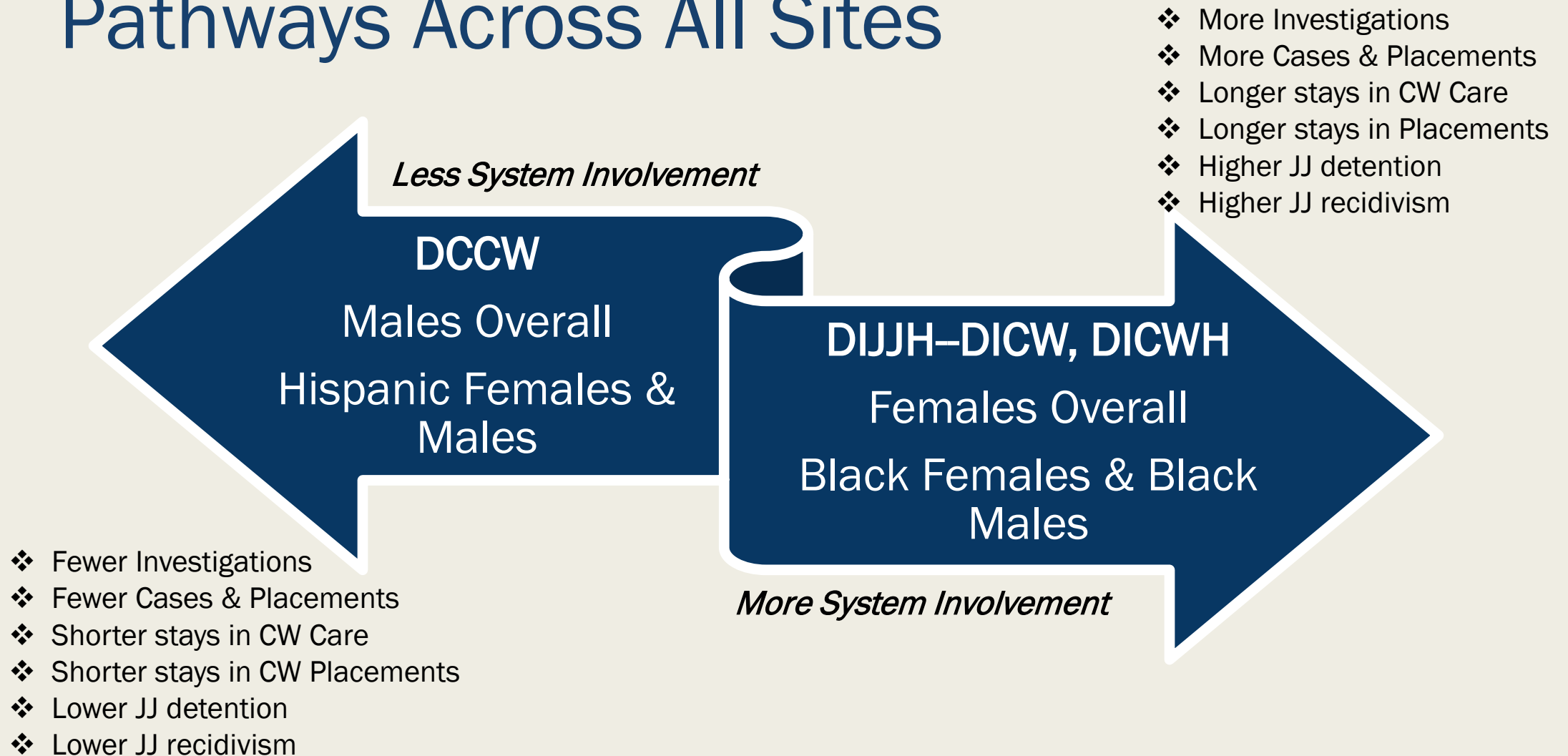
- Dual Contact-CW Pathway
- Dual Contact-JJ Pathway
- ▨ Dually-Involved-CW Pathway
- ▩ Dually-Involved-CW Pathway with Historical CW Case
- ▧ Dually-Involved-JJ Pathway
- ▦ Dually-Involved JJ Pathway with Historical CW Case

Los Angeles Cohort

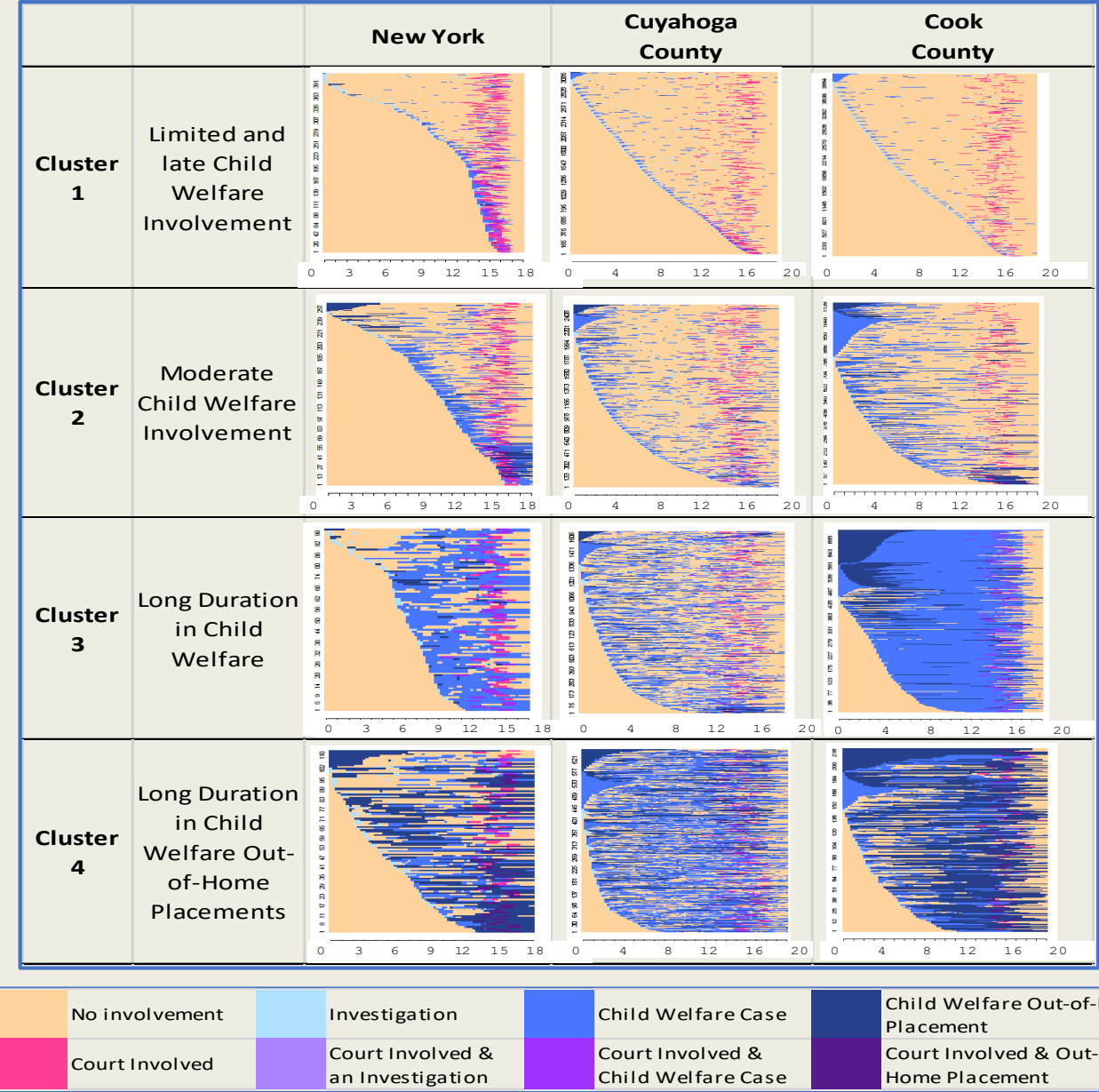


- Dual Contact-CW Pathway
- Dual Contact-JJ Pathway
- ▨ Dually-Involved-CW Pathway
- ▩ Dually-Involved CW Pathway with Historical CW Case
- ▧ Dually-Involved JJ Pathway
- ▦ Dually-Involved JJ Pathway with Historical CW Case

Pattern of Findings for Dual System Pathways Across All Sites



Empirical Pathways: Findings from Sequence Analysis



Taken from Mader, Gultinan, Goerge, Raithel, Wallace, Schretzman, Cho, Coulton, & Herz. (2019). *Sequence analysis--Testing the validity of conceptual pathways*. Chapter 8 in the OJJDP Dual System Youth Design Study Final Report.

Key Findings from the OJJDP Dual System Youth Design Study & the LA Replication Study



Incidence of Dual System Youth

Between 44.8% and 70.3% of 1st JJ petition youth were dual system youth

Females were more likely to be dual system youth than males—**Black females** had the highest likelihood.



Type of Dual System Contact

Over 90% of dual system touched the child welfare system first and most often this was earlier in their childhood

Females and Black youth were more likely to experience deeper system involvement



Timing of Dual System Contact

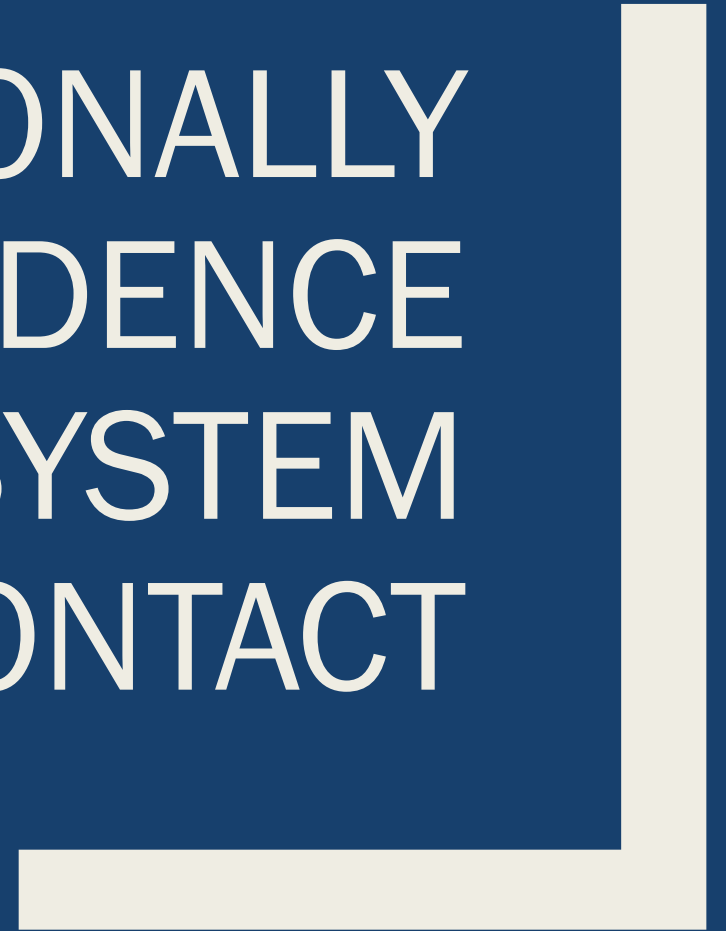
- Approximately 50% of dual system youth did not touch both systems at the same time (i.e., non-concurrent system contact)

- Approximately a third of dually-involved youth had historical child welfare cases prior to their juvenile justice contact

Implications of Dual System Pathways

- Dual system contact occurs for a majority of youth involved in the juvenile justice system. Although this contact may not be concurrent, it still plays a vital role in delivering appropriate services to youth and families
- Pathways matter—dual system youth are not one population with the same experiences
- Prevention is essential
 - *Preventing maltreatment*
 - *Preventing and/or interrupting persistent and adolescent limited maltreatment*
 - *Preventing delinquency after youth enter the child welfare system*
 - From occurring at all
 - Diverting from the juvenile justice system
 - Providing intervention services to reduce the likelihood of recidivism
- System collaboration and coordination is necessary to create safe, stable relationships and environments
- Delivery of appropriate services that are trauma informed and culturally/gender appropriate

PRODUCING A NATIONALLY REPRESENTATIVE INCIDENCE RATE FOR DUAL SYSTEM CONTACT



Designing a Methodology for a Nationally Representative Study

Assess Capacity for Using
Linked Administrative
Data in Nationwide Study

Assess Availability of
Child Welfare Data
Nationwide

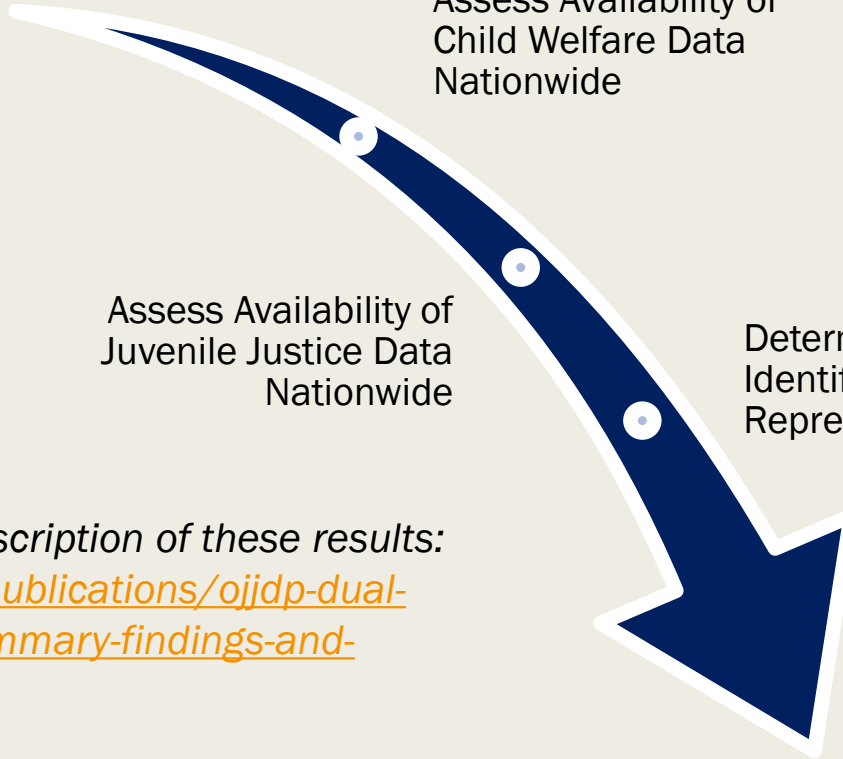
Assess Availability of
Juvenile Justice Data
Nationwide

Determine How to
Identify a Nationally
Representative Sample

Please see full report for a description of these results:

<https://ojjdp.ojp.gov/library/publications/ojjdp-dual-system-youth-design-study-summary-findings-and-recommendations>

Recommend Approach and
Methodology for Measuring the
Incidence of Dual System Youth
Nationwide



Assessing Capacity to Use Linked Administrative Data

Child Welfare Data

Good News

- Some consistency for federal reporting
- Statewide databases in all states

Not So Good News

- Different administrative approaches
- 13 states do not currently use federal SACWIS system
- Variability in data quality

Juvenile Justice Data

Not So Good News

- JJ administered differently across the nation
- No federal mandate/resources to incentivize consistent data collection
- Both the types of data & the measures available vary widely across jurisdictions

Good News

- About 50% of states appear to have the capacity to link CW & JJ data (Fromknecht, 2014)
- AISP Network includes 35 states/jurisdictions, covering about 53% of nation's population

Investing in Linked Administrative Data

- Need resources and incentives to (1) improve data at jurisdictional and state levels, and (2) build technical capacity to link data--either internally or through external partners
- The potential value of investment is substantial
 - *Encourages and supports information sharing and collaborative practice*
 - *Streamlines case planning and makes it more comprehensive and family-focused*
 - *Establishes a foundation from which to document the incidence of dual system youth (e.g., the Los Angeles Replication Study)*
 - *Establishes a foundation for evaluating programs*
- Challenges exist but are surmountable as researchers develop increasingly secure methods to link data while protecting the confidentiality of those who are reflected in the data

INTEGRATED SYSTEM BEST PRACTICES & THE BEST PRACTICES RUBRIC



Identifying Integrated System Best Practices and the Best Practices Rubric

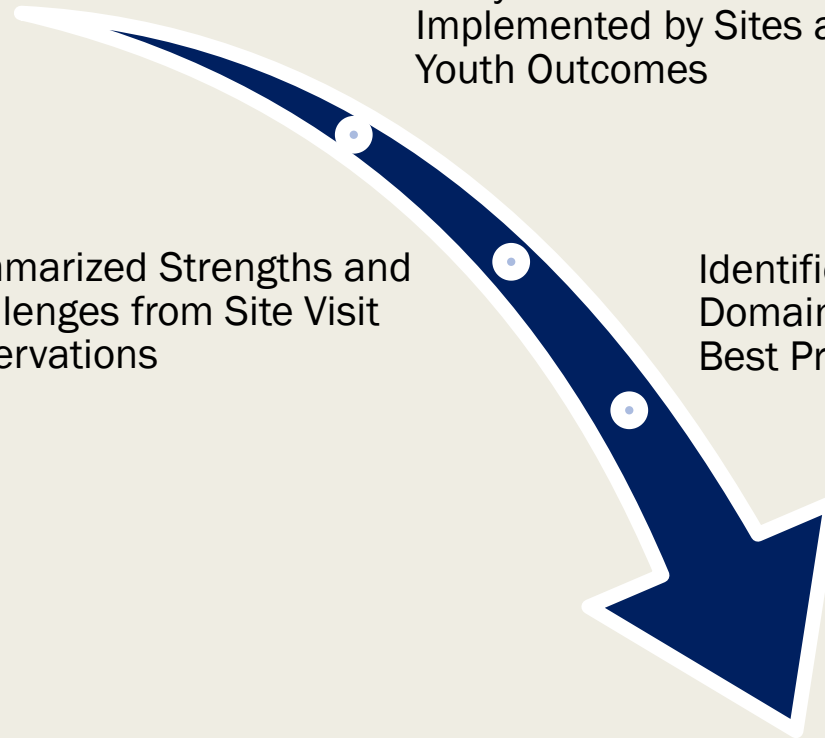
Access to Crossover
Youth Practice Model
Data & Site Visits

Analyzed the Practices
Implemented by Sites and their
Youth Outcomes

Summarized Strengths and
Challenges from Site Visit
Observations

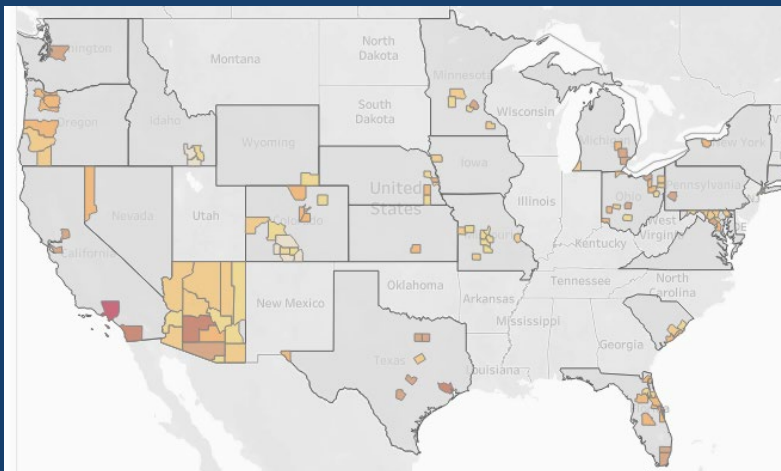
Identified Key
Domains Capturing
Best Practices

Proposed Best Practice Rubric
to Assess Developmental Stage
of Integrated Systems Work



CYPM ANTICIPATED OUTCOMES

Practice Phases	Process Measures
Phase One: Arrest, Identification, and Detention	<ul style="list-style-type: none"> Increasing family engagement and voice in decision-making Increasing cross-agency communication and collaboration Reducing the use and length of stay in pre-adjudication detention Increasing the use of diversion Increasing interagency information sharing
Phase Two: Joint Assessment and Planning	<ul style="list-style-type: none"> Increasing family engagement and voice in decision-making Increasing interagency information sharing Increasing the use of a joint assessment process Increasing the timely identification of a youth's needs Increasing the identification of appropriate services and treatment Increasing the number youth in appropriate placement settings
Phase Three: Coordinated Case Management and Planning for Permanency, Transition, and Case Closure	<ul style="list-style-type: none"> Increasing the satisfaction of youth and parents with the process Increasing interagency information sharing Increasing the number of youth achieving permanency Reducing the number of youth re-entering child welfare from juvenile justice placements Reducing the number of foster youth penetrating the juvenile justice system Reducing the use of congregate care Reducing recidivism



Crossover Youth Practice Model (CYPM): Center for Juvenile Justice Reform

- The CYPM has four overarching goals:
 - *Reduction in the number of youth crossing over and becoming dually-involved;*
 - *Reduction in the number of youth placed in out-of-home care;*
 - *Reduction in the use of congregate care; and*
 - *Reduction in the disproportionate representation of youth of color, particularly in the crossover population*

Information Sources

1. CYPM Checklists

- Jurisdictions complete a checklist of practices implemented during the CYPM consultants' involvement.

CYPM Survey Data

- Survey data with participating CYPM sites indicating which practices they developed as part of CYPM and their successes and challenges of implementation.

CYPM Outcome Data

- Site-specific data on youth identified as dually-involved during CYPM implementation
- Data are captured on these youth at the time they were identified as dually-involved and nine months later.

Literature Review and Expert Input

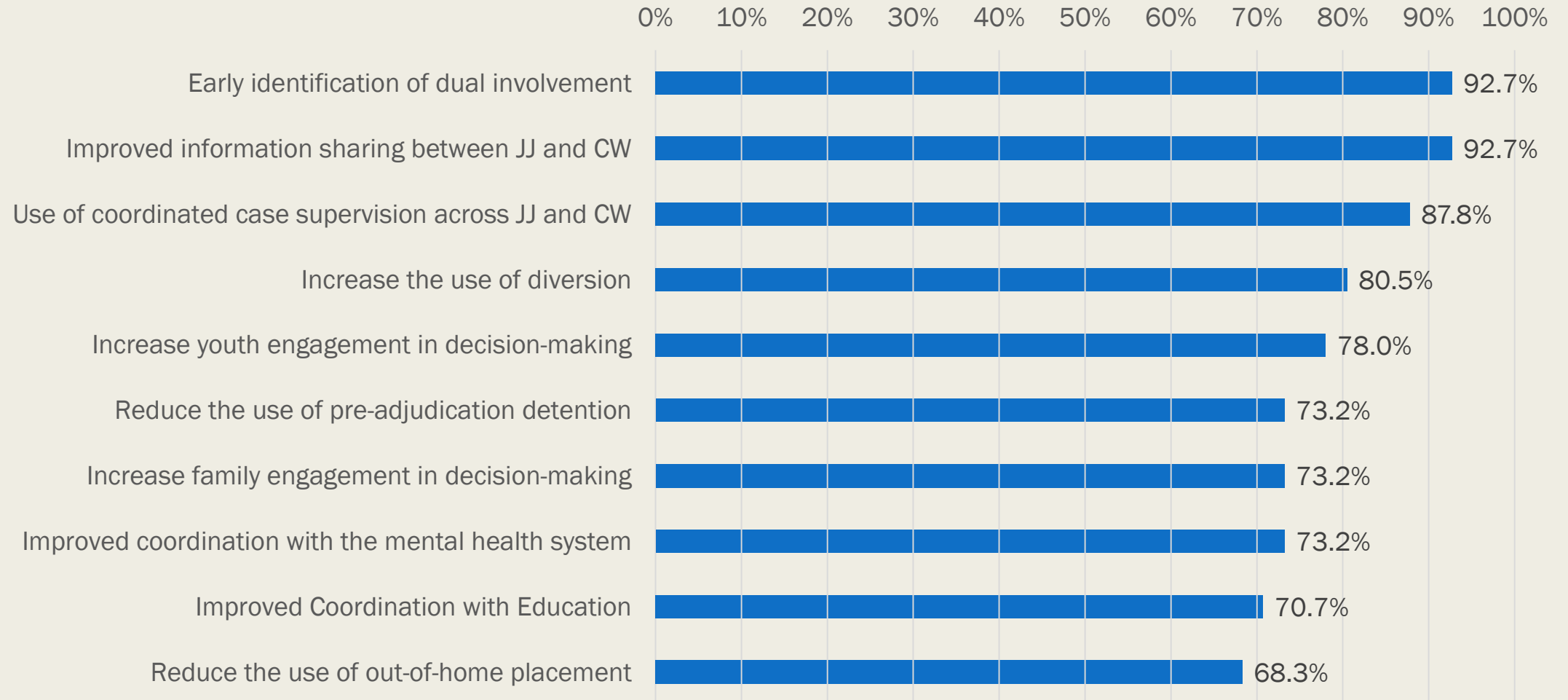
- A review of current literature on dual system youth.
- Review and expertise with a range of practitioners and researchers in the field

Site Visits

- Visits to 5 jurisdictions to listen to discussions related to successes and challenges in cross system work.

Top 10 Most Common Practices Implemented Across Jurisdictions

■ Percent of jurisdictions who enhanced or implemented the practice or outcome (N = 41)



Reflections on Implementation

“Recognizing the tools that were already at each agency; it was a matter of communicating & realizing what the other had to offer & build our work off of that.”

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“One of our biggest struggles has been communication between JJ and CW. This is something we are still struggling with, but we are currently planning a multidisciplinary training between JJ and CW with respect to crossover that should help to clear a lot of things up. We firmly believe that breaking down this barrier will greatly improve the effectiveness of [the initiative] in our community. Of course, with staff turnover this is an ever-evolving issue, but we are confident that we can make a difference, resulting in lasting change and understanding between these agencies”

Reflections on Implementation

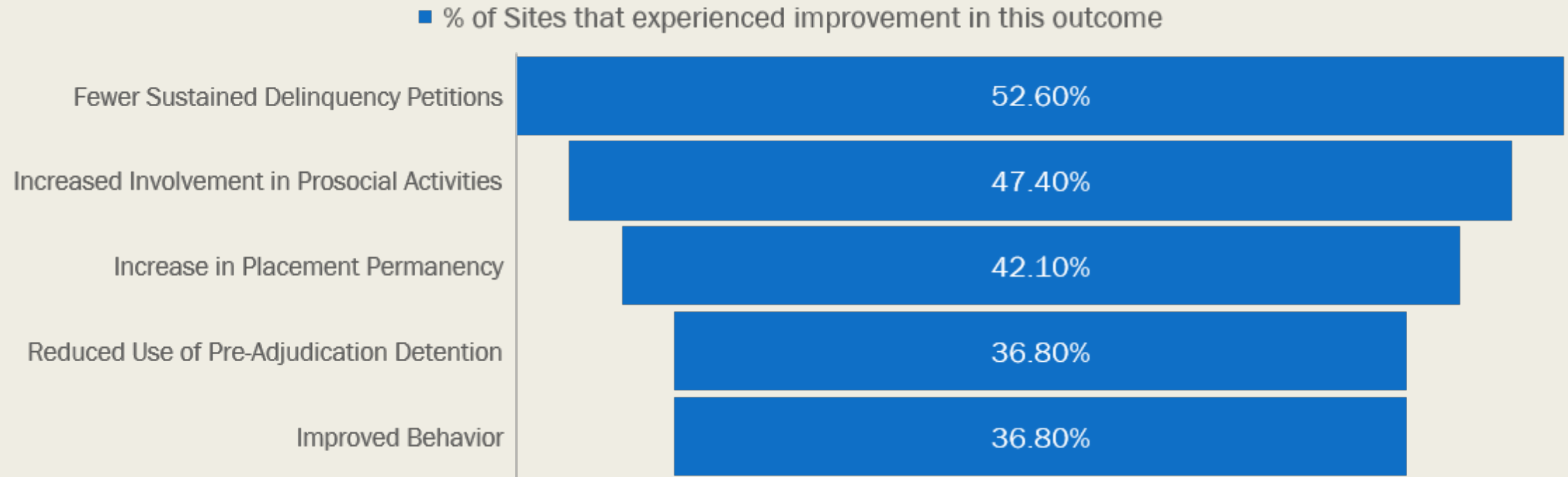
“Recognizing the tools that were already at each agency; it was a matter of communicating & realizing what the other had to offer & build our work off of that.”

Challenges

- Confidentiality and consents
- Different languages between agencies
- Each agency has a different role and relationship with the client
 - Keeping up to date on protocols
- Not having a data system that is integrated across agencies

“One of our biggest struggles has been communication between JJ and CW. This is something we are still struggling with, but we are currently planning a multidisciplinary training between JJ and CW with respect to crossover that should help to clear a lot of things up. We firmly believe that breaking down this barrier will greatly improve the effectiveness of [the initiative] in our community. Of course, with staff turnover this is an ever-evolving issue, but we are confident that we can make a difference, resulting in lasting change and understanding between these agencies”

CYPM Outcome Data: Top 5 Areas of Improvement (n = 19)



Considerations:

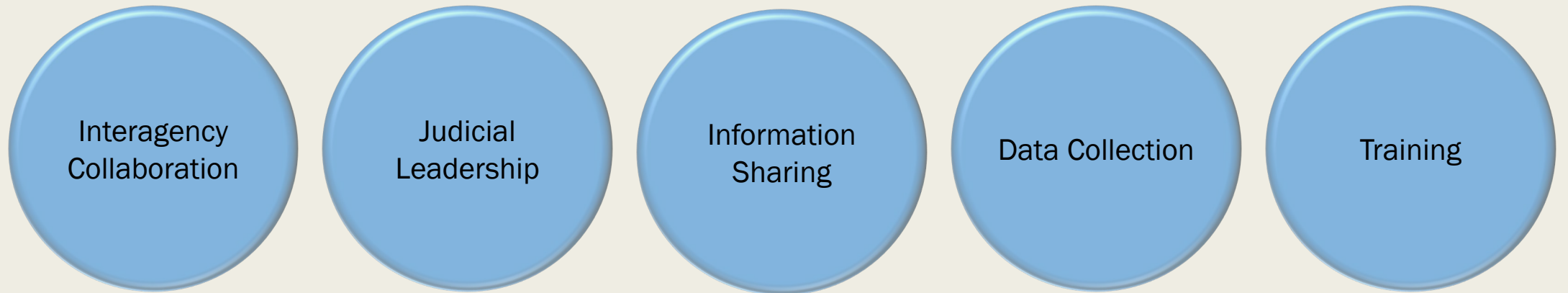
- Data were collected to inform implementation and decision-making in jurisdictions
- Improvements were seen in 12 outcomes across these jurisdictions.
- If interested, a quasi-experimental evaluation was done on CYPM in 2016: Haight, Bidwell, Choi, & Cho, 2016

Developing the Best Practices Rubric

- Analysis of CYPM data and the literature showed:
 - *Consistency in the type of practices jurisdictions were doing to achieve better collaboration and coordination (i.e., integrated systems)*
 - *Great variation in the extent to which jurisdictions had developed and implemented these practices*

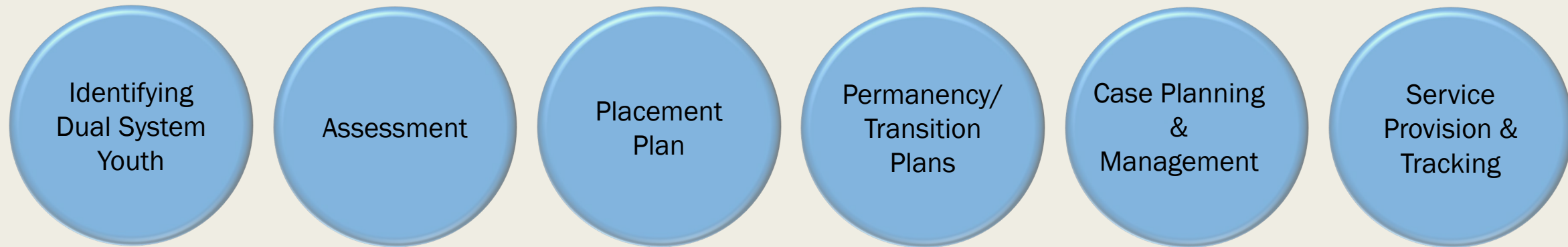
- Rubric was designed to capture
 - *Presence of best practices across 11 domains*
 - *Domains separated into two areas: Infrastructure to Support Cross-Systems Work & Identifying and Managing Dual System Cases*
 - *The extent to which the best practice was implemented—i.e., what developmental stage did a jurisdiction reflect*

Rating a Jurisdiction's Infrastructure to Support Cross-Systems Work



Practice Not in Place	Initial Efforts in Place	Emerging Practice	Developed Practice	Highly Developed Practice
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Rating a Jurisdiction's Identification & Management of Dual System Cases



Practice Not in Place	Initial Efforts in Place	Emerging Practice	Developed Practice	Highly Developed Practice
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BEST PRACTICES RUBRIC FOR CROSS SYSTEMS WORK

Directions: Please complete the following rubric to the best of your knowledge by circling or indicating where you believe your jurisdiction falls in relation to each practice. The practices are listed vertically in the rubric and your responses will indicate how developed that practice is in your jurisdiction for each category of practices. Please read the description for each category of practice and indicate which description best reflects your jurisdiction.

INFRASTRUCTURE TO SUPPORT CROSS-SYSTEMS WORK					
TYPE OF PRACTICE	PRACTICE NOT IN PLACE	INITIAL EFFORTS IN PLACE	EMERGING PRACTICE	DEVELOPED PRACTICE	HIGHLY DEVELOPED PRACTICE
INTERAGENCY COLLABORATION 	Cross-system teams/committees have not been established and key stakeholders have not been engaged.	Potential cross-system teams/committees and key stakeholders have been identified but not engaged.	Cross-system teams/committees and key stakeholders have been engaged in the work but do not meet regularly.	Cross-system teams/committees are established and meet regularly. Key stakeholders are engaged but not in a consistent manner.	Cross-system teams/committees are established and meet regularly. Key stakeholders are consistently engaged and participate in ongoing review of the work.
JUDICIAL LEADERSHIP 					
INFORMATION SHARING 					




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JUDICIAL LEADERSHIP 	No judicial support or leadership. Or, there is active judicial opposition.	No active opposition. Some judicial support but not very involved nor leadership in the work.	Active judicial support for collaboration. Attends meetings but may not take a leadership role.	Active judicial support. Regularly attends cross-system meetings and trainings; provides leadership but in a limited capacity.	Active judicial support and leadership. Convenes and leads cross-system meetings, drives the work, and provides accountability.
INFORMATION SHARING 					

BEST PRACTICES RUBRIC FOR CROSS SYSTEMS WORK

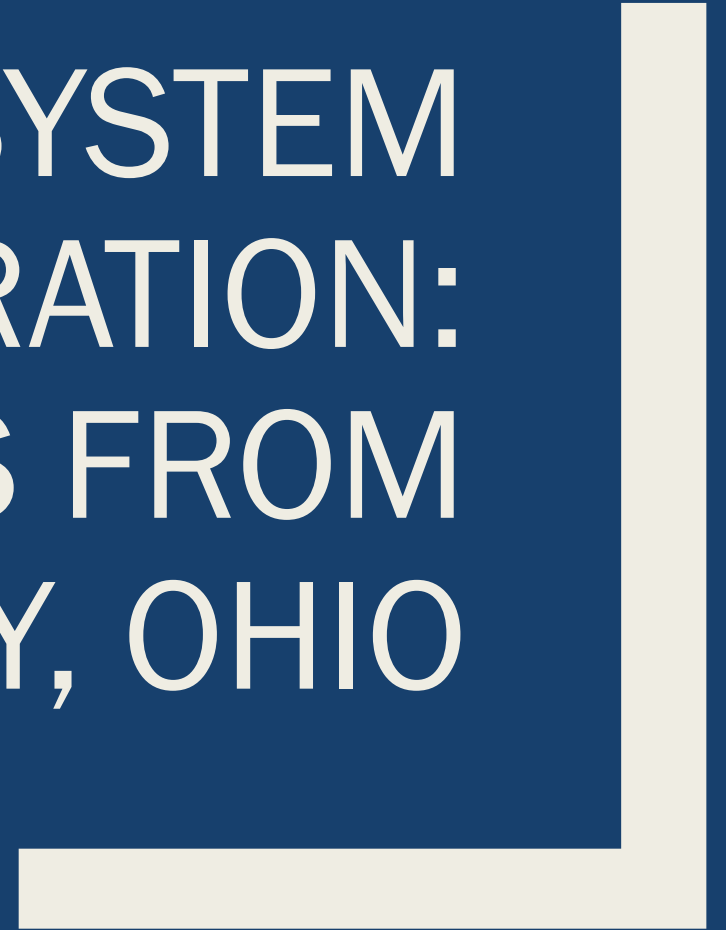
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INFORMATION SHARING 	There is not a protocol in place and/or an MOU/MOA that supports or allows information sharing between CW and JJ systems.	An MOU/MOA or a protocol is in the process of being developed that allows information sharing between JJ and CW systems.	An MOU/MOA or a protocol is in place that allows information sharing between JJ and CW systems, but information is never exchanged or only shared under special circumstances (e.g., challenging case, emergencies, etc.).	An MOU/MOA or a protocol is in place that allows information sharing between JJ and CW systems, but information is not consistently shared.	An MOU/MOA or a protocol is in place that allows information sharing between JJ and CW systems and information is regularly shared between systems in a structured and collaborative manner.

How Can the Rubric be Used?




- To identify which developmental stage a jurisdiction falls into by domain and overall → useful for training needs, drive practice, and evaluation
- Assess change in a jurisdiction over time
- To facilitate discussion and planning around integrated systems work at the local jurisdiction level
- To inventory cross-systems practice across the nation by placing jurisdictions/states on a developmental continuum of integrated systems work
- Validate best practices by linking to youth outcomes through administrative data

BUILDING CROSS SYSTEM
COLLABORATION:
EXPERIENCES FROM
MAHONING COUNTY, OHIO



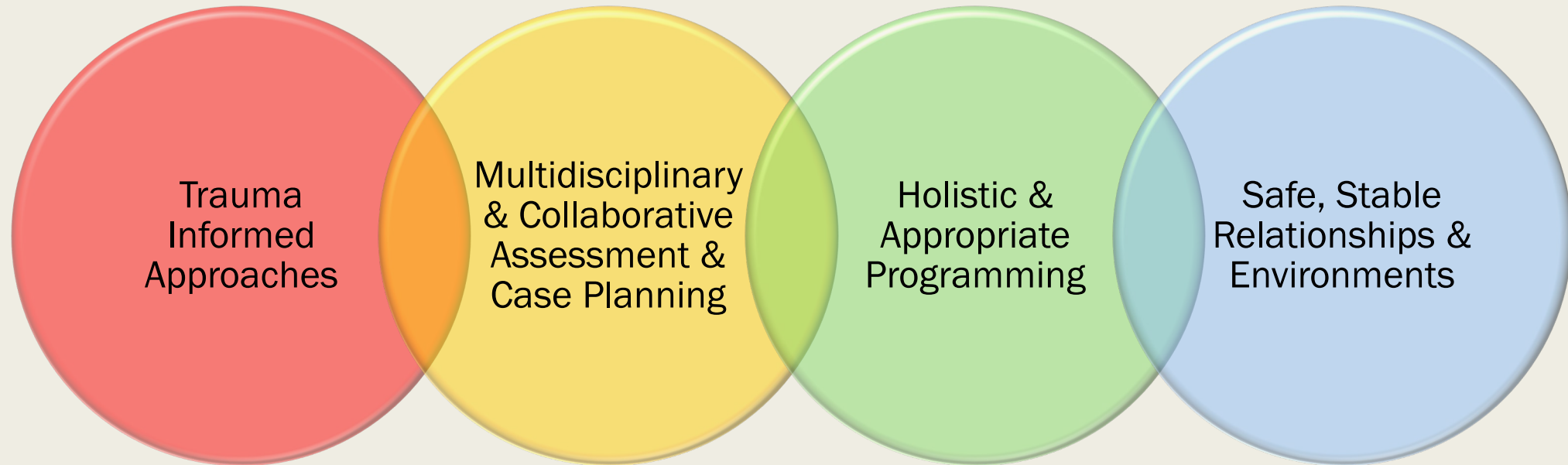
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TYPE OF PRACTICE	PRACTICE NOT IN PLACE	INITIAL EFFORTS IN PLACE	EMERGING PRACTICE	DEVELOPED PRACTICE	HIGHLY DEVELOPED PRACTICE
INTERAGENCY COLLABORATION 	Cross-system teams/committees have not been established and key stakeholders have not been engaged.	Potential cross-system teams/committees and key stakeholders have been identified but not engaged.	Cross-system teams/committees and key stakeholders have been engaged in the work but do not meet regularly.	Cross-system teams/committees are established and meet regularly. Key stakeholders are engaged but not in a consistent manner.	Cross-system teams/committees are established and meet regularly. Key stakeholders are consistently engaged and participate in ongoing review of the work.
JUDICIAL LEADERSHIP 	No judicial support or leadership. Or, there is active judicial opposition.	No active opposition. Some judicial support but not very involved nor leadership in the work.	Active judicial support for collaboration. Attends meetings but may not take a leadership role.	Active judicial support. Regularly attends cross-system meetings and trainings; provides leadership but in a limited capacity.	Active judicial support and leadership. Convenes and leads cross-system meetings, drives the work, and provides accountability.
INFORMATION SHARING 	There is not a protocol in place and/or an MOU/MOA that supports or allows information sharing between CW and JJ systems.	An MOU/MOA or a protocol is in the process of being developed that allows information sharing between JJ and CW systems.	An MOU/MOA or a protocol is in place that allows information sharing between JJ and CW systems, but information is never exchanged or only shared under special circumstances (e.g., challenging case, emergencies, etc.).	An MOU/MOA or a protocol is in place that allows information sharing between JJ and CW systems, but information is not consistently shared.	An MOU/MOA or a protocol is in place that allows information sharing between JJ and CW systems and information is regularly shared between systems in a structured and collaborative manner.

Why Does This Matter?

With deeper and more precise knowledge of pathways, we can reframe the narrative around dual system youth and fundamentally change the cultures of both the child welfare and juvenile justice systems



The result: Improving child welfare and juvenile justice systems for all youth, regardless of dual system contact.

Thank you

Questions and Answers

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Please submit questions to “**all panelists**” in the **Q&A** box and indicate which presenter the question is for.

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