

breakthrough series collaborative

Juvenile Justice and Child Welfare Integration

A project between Casey Family Programs and the
Georgetown University Center for Juvenile Justice Reform

who we are

About Casey Family Programs

Casey Family Programs is the nation's largest operating foundation focused entirely on foster care and improving the child welfare system. Founded in 1966, we work to provide and improve and ultimately prevent the need for foster care in the United States. As champions for change, we are committed to our 2020 Strategy for America's Children, a goal to safely reduce the number of children in foster care and improve the lives of those who remain in care. We have decades of front-line experience in foster care and are committed to helping states, counties and tribes implement effective child welfare practices. We provide nonpartisan research and technical expertise to child welfare system leaders, members of Congress and state legislators so they may craft laws and policies to better the lives of children in foster care, children at risk of entering the system and their families. The foundation, established by United Parcel Service founder Jim Casey, is based in Seattle.

For more information about this report, contact Casey Family Programs at info@casey.org or visit our website at www.casey.org.

**breakthrough
series**
collaborative

**Juvenile Justice and
Child Welfare Integration**

EXECUTIVE SUMMARY

There is a cartoon photo that depicts a scarecrow with his arms across his chest and his fingers extended to point in opposite directions. Whenever I see it, it reminds me of the entities that broadly comprise our child serving system. For far too many years, mental health, education, child health, and especially child welfare and juvenile justice have pointed their fingers at each other when explaining why our collective system of care doesn't work seamlessly on behalf of young people. For that reason, I was intrigued, wary, and heartened by the invitation to co-chair the Breakthrough Series Collaborative (BSC) that focused on crossover youth. Now that we have reached the end of this phase of our work, I remain heartened and am indeed energized by the results.

I have always believed that we have most of the answers we need to enable us to better serve crossover youth; we simply need to create the opportunities for them to surface. I am even more convinced of that now, since working with seven distinct jurisdictions that came together to address the systemic inability of child welfare and juvenile justice to work together to prevent young people from crossing between the two entities and from further penetrating into their respective systems.

At the outset of this work, the participating jurisdictions had three things in common:

They represented the leadership of their respective systems.

They recognized that change was essential, both in terms of best practice and budgetary constraints.

They realized that sometimes leadership means knowing when to get out of the way. Often the best change within organizations occurs when leaders unleash the creative power of the people who are on the ground performing the day-to-day tasks.

Working together over a 15-month period, BSC participants also gained an understanding of the need for shared and honest discourse among the professionals and with the consumers of their services: youth and their families. In many ways, this was where the work became both raw and rich and ignited a level of change from which there can be no turning back. The jurisdictions that engaged in this BSC not only sparked change, but also initiated an inclusive support network that allowed them to reach out to each other across state lines and regions. This has the ultimate potential for creating broader change with a level of consistent policies and program practices that are focused on children and families and that allow the respective systems to serve as proactive community partners.

I am pleased about, and proud of, what occurred during this BSC and can only imagine the possibilities as the work continues to unfold. I applaud all the participants for their commitment and candor and Georgetown University's Center for Juvenile Justice Reform and Casey Family Programs for their leadership.

Helen Jones-Kelley, JD

Co-Chair

Breakthrough Series Collaborative

DIRECTOR SUMMARY

As a prosecutor in Miami, Florida, I represented the government in cases involving child maltreatment, as well as those alleging delinquent behavior. Although these two types of cases seemed quite different, it didn't take me long to see how they intersected with one another. The "face sheets" describing the prior history of the juvenile offenders told the story of the pathways they had followed, invariably starting with entries of abuse and neglect, leading to status offenses such as truancy, ungovernable behavior, and running away, and then into delinquency.

Research conducted at that time established more formally what my anecdotal evidence pointed to—the relationship between abuse and neglect and later delinquent behavior. What was not as readily understood was why. Was it the trauma of the abuse and neglect? Was it related to the length of the maltreatment? Did the response of the child protection system in some way exacerbate the impact of the abuse and neglect? Was there a difference in the impact of the maltreatment depending on whether it occurred in early childhood or adolescence alone, or if it was persistent, beginning in early childhood and continuing into adolescence? In short, while we knew that there was an increased probability that a young person who was maltreated would end up engaging in delinquent behavior, there was much left to learn about the reasons for that increased probability and what the child protection and juvenile justice system could do to reduce it.

The work of the Center for Juvenile Justice Reform (CJJR), in partnership with Casey Family Programs and the American Public Human Services Association, has helped to answer many of these questions. In commissioning a research paper by Dr. Denise Herz and Dr. Joseph Ryan, CJJR was able to both produce an analysis of the research done to date and conduct original research by surveying child protection and juvenile justice officials across the country. This paper identified some of the co-variables associated with maltreatment and later delinquency: the type of placement in foster care, number of placements, social bonding opportunities, age at the time of maltreatment, gender, and race. It also identified some of the most common system responses to the crossing over of children and youth between the child protection system and the juvenile justice system. It set the stage for CJJR to begin working with seven communities in the Breakthrough Series Collaborative to test these ideas and take this learning to a higher level. It was a year of experimentation and testing and the building of a new body of knowledge based upon practice-informed evidence.

This report captures what was learned during the course of the BSC in Baltimore City, Maryland; Denver, Colorado; Georgetown County, South Carolina; King County, Washington; Los Angeles County, California; Miami-Dade County, Florida; and Woodbury County, Iowa. These communities are to be commended for their willingness to test new ideas and take the next steps in learning what works best to both prevent our young people who have been maltreated from crossing over into delinquent behavior and, if they do cross over, how the two systems can intervene effectively to reduce their penetration into the justice system. The report also sets the stage for the next iteration of this work—institutionalizing this newfound knowledge into routine practice. I hope that the readers of this report not only benefit from the work of the BSC, but also commit to improving their own practices as they relate to crossover youth and the safety, well-being, and permanence of all young people.

Special thanks goes to the incredible staff and faculty who facilitated this work, particularly my BSC Co-Chair, Helen Jones-Kelley, and our Program Manager, Macon Stewart, and to Casey Family Programs for its leadership in supporting and partnering in the BSC and the work of CJJR. Without this team, none of this ground-breaking work would have been possible and the benefits to our children and youth would not have been realized.

Shay Bilchik, JD

Director

Center for Juvenile Justice Reform

contents

Table of Contents

Introduction	8
Casey Family Programs	9
Center for Juvenile Justice Reform & Casey Family Programs Partnership	9
Practice and Strategies.....	10
History of the Issue	10
Who are crossover youth	10
Jurisdictional Challenges	11
The Challenges of Collaborating Within Systems	11
Innovation through the Georgetown Partnership	12
Juvenile Justice Usage of the Breakthrough Series Collaborative	12
Juvenile Justice & Child Welfare BSC Integration Process	13
A research update and the Wingspread Conference	13
Certificate Program for Teams	13
Certificate Program/Breakthrough Series Collaborative: Selection of Sites	14
Certificate Program Modules	15
Four Modules.....	16
Breakthrough Series Collaborative Methodology	17
History of the BSC Methodology	17
Elements of the BSC Methodology.....	18
Model for Improvement: Plan-Do-Study-Adjust	19
Jurisdictional Team Structure.....	20
Making Change Happen	20
Jurisdictional Supports.....	22
Technical Assistance	23

contents

Target Sites.....	24
Making and Assessing Change in the BSC	26
Measurement and Data	40
Creating Site-Based Measurement	40
Target Population	41
Changes in Numbers (Baseline vs Post-bsc)	42
Tools to Aid with Measurement Collection.....	44
Lessons Learned	44
Shifting the Paradigm: How the Child Welfare and Juvenile Justice Systems Addressed the Needs of Crossover Youth.....	46
Creating a Core Team	46
Engaging Family and Youth	46
Assessing Site Readiness.....	46
Making Practice Changes from the Bottom Up.....	47
Engaging Community Partners.....	47
Additional Changes Made as a Result of the BSC	47
How the BSC Led to Larger Systems Change—and the Development of the Crossover Youth Practice Model	48
References	49
Appendix A: Certificate Program/Breakthrough Series Collaborative Application: Part I–Written Questions	50
Appendix B: Certificate Program/Breakthrough Series Collaborative Application: Part II–Written Questions.....	52
Appendix C: Change Package Philosophy: Values and Principles.....	53
Appendix D: Change Package Components	55
Appendix E: PDSA Survey Tool	59

INTRODUCTION

On any given day, hundreds of thousands of our country's youth are involved in either the juvenile justice or child welfare system. A growing body of research has shown that one of the long-term negative consequences of child abuse and neglect is an increased likelihood of a young person encountering the juvenile justice system. Although the vast majority of young people who enter into either system never matriculate across system lines, a significant number are not so fortunate. In addition, the research shows that once a young person from child welfare engages in an act of delinquency, he or she is more likely than other children and youth to penetrate more deeply into the justice system. This crossing over and deeper penetration has a tremendous impact on the future of many young people and presents many challenges for the government agencies charged with managing their care. It calls for them to collaborate with one another and work in a cross-systems manner in order to better meet the needs of crossover youth.

The child welfare and juvenile justice systems fosters what has historically been a silo approach to serving youth and families. The child welfare system focuses on ensuring the safety, permanency, and well-being of its clients, while the juvenile justice system focuses on ensuring public safety and reducing the negative behavior of its clients. However, given the heightened awareness around this population, the decline in agency budgets, and the scarcity of resources for youth and families, it is incumbent upon agencies to begin thinking and functioning in a different manner. The federal government recognized this need in the 2003 amendment to the Child Abuse Prevention and Treatment Act (CAPTA), which supports interagency collaboration between child welfare and juvenile justice. Also, the Juvenile Justice Delinquency Prevention Act now includes a requirement that juvenile justice agencies better address the needs of youth who are at risk for delinquency due to a history of child abuse and neglect. This level of recognition and support by the federal government for this population of young people sets the stage for states to enhance their efforts on behalf of these youth and their families.

Georgetown University's Center for Juvenile Justice Reform and Casey Family Programs recognized the challenges that young people face when they are involved with multiple systems and that those systems face when working with these young people. As a result, the two agencies partnered to create a week long Certificate Program at Georgetown University that educated system leaders about the population of youth known to both systems (i.e., crossover youth) and on ways to begin improving working relationships that cross system lines. This program was followed by engaging these jurisdictions for a year in the Breakthrough Series Collaborative methodology to improve how systems operate for the betterment of crossover youth.

This is the first national project that has supported jurisdictions in testing the many promising policies and practices researchers have identified for achieving better outcomes for crossover youth. This report is the culmination of that work and is intended to provide insight into the many policy and practice changes that the participating jurisdictions tested and implemented. It is our hope that the information in this report will help administrators and managers understand what works best in policy and practice for this population and how to move research to action.

Georgetown University Public Policy Institute's Center for Juvenile Justice Reform

The Center for Juvenile Justice Reform at Georgetown University's Public Policy Institute (<http://cjjr.georgetown.edu>), advances a multisystems approach to reducing juvenile crime. It supports an agenda that holds youth accountable and promotes positive child and youth development, primarily through a groundbreaking program of intensive study designed for public agency

leaders responsible for policy development and implementation in their jurisdictions. The Center for Juvenile Justice Reform (CJJR) annually conducts this formally established Certificate Program. CJJR also supports the implementation of this reform with published papers, sponsored symposia on cross-systems topics, and a variety of educational activities that foster the development of effective leaders.

Casey Family Programs

Casey Family Programs (<http://www.casey.org>) is the nation's largest operating foundation entirely focused on foster care. Since 1966, the foundation has worked to provide and improve—and ultimately prevent the need for—foster care in the United States. As an advocate for change, Casey Family Programs (CFP) has committed to its 2020 Strategy—an ambitious yet attainable goal to safely reduce the number of children in foster care and improve the lives of those who remain in care.

Decades of front-line experience make CFP exceptionally well qualified to identify various improvements in child welfare practices and to help states and counties implement them. The foundation's programs generate nonpartisan research materials for members of Congress, state legislators, and other policymakers so they may craft laws and policies to better the lives of children in foster care and their families. The foundation, established by United Parcel Service founder Jim Casey, is headquartered in Seattle.

Center for Juvenile Justice Reform & Casey Family Programs Partnership

In partnership with Casey Family Programs, the Jessie Ball duPont Fund, and the John D. and Catherine T. MacArthur Foundation, CJJR has created a program designed to strengthen the juvenile justice and related systems of care. The program offers leaders in juvenile justice a groundbreaking opportunity to improve system performance and outcomes for children and youth by supporting:

- An effective balance of prevention and intervention services;
- An individualized system of justice for youth;
- Implementation of proven and effective practices;
- Strong linkages to the community;
- Significant public engagement and building of public and political will.

CJJR has also focused on reducing disproportionate and disparate outcomes for children and families of color, as well as on increasing the voice of family and youth in decision-making processes.

SECTION ONE:

Practices and Strategies

1 Two clarifying notes: (1) the phrase “services at any level” encompasses a wide array of possible interventions by either the child welfare or delinquency system. For instance, dual involvement would include being adjudicated by one system and receiving diversionary services from the other, or receiving formal services after adjudication in both systems. (2) “Simultaneously,” in this case, does not require that involvement in both systems began at the same time. In most cases, a youth’s involvement will begin in one system first and include the second system at some point later on. Thus, “simultaneous” in this context indicates that involvement in both systems occurs at the same time regardless of which system was initially involved.

The term “dually-involved” youth has its origins in the work of a number of people who have focused on young people known to both the child welfare and juvenile justice systems, including Janet Wiig, Senior Consultant with Child Welfare League of America (CWLA), in work carried out under contract with the Arizona Governor’s Office for Children, Youth, and Families in the development of Arizona’s Blueprint for child welfare and juvenile justice systems integration (2008); and Greg Halemba, Gene Siegel, and Rachael Lord and Susanna Zawacki in the National Center for Juvenile Justice’s Arizona Dual Jurisdiction Study (2004).

2 Two clarifying notes: (1) Adjudication refers to formal court processing that results in a youth becoming a formal “dependent” or “delinquent.” Receiving diversionary services, for instance, would not constitute adjudication. (2) Similar to the note above, “concurrent” adjudication assumes that the adjudication of a youth in one system occurs before that youth’s adjudication in a second system. In other words, a youth will come to the attention of one system (e.g., the child welfare system) prior to coming to the attention of the second system (e.g., juvenile justice system).

History of the Issue

For the last 25 years, various researchers have been researching the effects of child abuse and neglect on subsequent delinquent behavior. Cathy Spatz Widom, (1989), conducted one of the earliest and most cited studies on the subject, found that child abuse and neglect increased a juvenile’s risk of arrest for nonviolent crime by 55 percent and the risk of arrest for violent crime by 96 percent. Another frequently cited review of self-reports and official department of social services records, conducted in New York by Smith and Thornberry (Smith & Thornberry, 1995), found a significant relationship between the maltreatment of children and adolescents and adolescent delinquency. More recently, Herz, Ryan, Halemba, Siegel, and other researchers have studied the trajectory and outcomes for crossover youth—youth who have been mistreated and subsequently engaged in delinquent behavior— and the types of efforts jurisdictions have implemented to improve outcomes (Herz, & Ryan, 2008; Halemba & Lord, 2005; Halemba, Siegel, Lord, & Zawacki, 2004). Additionally, in recent years, national child advocacy and system improvement organizations have been making this population a priority area for their work (Widom, 1989; Smith & Thornberry, 1995).

Who are Crossover Youth?

The definitions of crossover youth are still forming as research expands in this area. Although there are multiple references to different subgroups of this population, three terms are most commonly used to refer to this population: crossover youth, dually-involved youth, and dually-adjudicated youth. Although these terms often are used interchangeably, we believe they refer to different subgroups of crossover youth. To provide clarity, we offer the following definitions to distinguish categories or subgroups of crossover youth.

Crossover Youth: Any youth who has experienced maltreatment and engaged in delinquency. This is the broadest definition, because it refers to mistreated youth with such experiences regardless of whether the maltreatment and/or delinquency have come to the attention of the child welfare and/or delinquency systems.

Dually-Involved Youth: A subgroup of crossover youth who are simultaneously receiving services, at any level, from both the child welfare and juvenile justice systems.¹

Dually-Adjudicated Youth: A subgroup of dually-involved youth, encompassing only those youth who are concurrently adjudicated by both the child welfare and juvenile justice systems.²

Identifying youth within these categories can occur through multiple pathways. The most common pathway occurs when a youth under the care of child protective services becomes involved in the delinquency system at some level. A second pathway occurs when a youth with a previous, but not current, case with child protective services enters the delinquency system. Depending on current circumstances, the presence of a previous case in child welfare may or may not result in a current referral from the delinquency system to child welfare. A third pathway occurs when a youth who is currently a victim of maltreatment, but without any previous or current contact with child welfare, enters the delinquency system. Upon investigation of such

a case, a referral to child welfare from delinquency ensues. A fourth pathway includes a youth who exits juvenile justice (most often a correctional facility) and enters the child welfare system because he/she is does not have a home to which to return (Cusick, Goerge, & Bell, 2009).³ Youth identified in each of these pathways are all considered crossover youth; however, the extent to which they are dually-involved youth or dually-adjudicated youth depends on the level of contact they have with both systems. For the purposes of this work, sites were able to focus on youth that met any of these definitions.

Jurisdictional Challenges

Improving how systems work together to serve crossover youth and their families has become a priority for governments at the local, state, and national levels. The complexity of creating a multisystem approach to serve a single population requires a paradigm shift by jurisdictions in how they provide services, access and share information, expend funding, and ensure appropriate oversight of case management. The child welfare and juvenile justice systems provide services that are designed to help their clients achieve the goals of their case. Many of these services are similar and often include supervision, therapy, mentoring, tutoring, or a component of each, but they vary across systems.

Challenges also exist in the attempt to implement broad system-wide changes in local or individualized agencies across the two systems. Each agency or system has its own mission, vision, and goals that serve as the driving force for its policies and practices. However, although the overall mandates of the systems may vary, the underlying foundational principles about what is best for young people generally parallel one another and can serve as common ground in establishing cross-systems efforts that address the needs of crossover youth.

The Challenges of Collaborating Within Systems

Although collaboration among systems is considered to be best practice, it nonetheless presents significant challenges. These begin with the reality that each agency has a responsibility or mandate to uphold independently from other agencies. This can make it seem that the time and effort taken to engage in collaboration is taking personnel away from the “real work” of the agency. Also, there is a sense that limited resources and inflexible funding streams do not promote the spirit of collaboration. While these challenges are very real, jurisdictions that have gone down the collaborative path have found tremendous value in sharing and working together and that, in the end, it is more effective—both from a cost and outcome perspective—than going it alone. Many systems are duplicating services for the same children, youth, and families when a collaborative effort could create measurable savings in both staff time and service costs. Furthermore, collaboration can ease the confusion experienced by families who become involved in two systems operating isolated from the other. Families can have a single plan, under the oversight of a single court process, and as a result have a much better chance at being successful. Simply put, collaboration is a more efficient and effective way to serve these children, youth, and families.

³ Note: When an offender under the age of 18 completes his/her delinquency disposition and is abandoned by parents/relatives or that home is not safe to return to, he/she may enter the child welfare system in order to transition out of the delinquency system. It should also be noted that, in some states, delinquent offenders receive i child welfare placements as a result of their dispositions (i.e., foster homes and congregate care). These youths would not be considered crossover youths or dually-involved youths because their involvement in the child welfare system is not due to maltreatment.

SECTION TWO:

Innovation Through the Georgetown Partnership

Georgetown University's Center for Juvenile Justice Reform entered into a series of unique partnerships to advance practice in the area of crossover youth. Highlights of CJJR's efforts are described below.

Juvenile Justice Usage of the Breakthrough Series Collaborative

In 2000, using methodology adapted from the healthcare field, Casey Family Programs initiated its Breakthrough Series Collaborative (BSC) to improve systems performance in the field of human services. Since then, CFP has used the BSC methodology on a number of issues related to the operation of the child welfare system and the children, youth, and families it serves.

In 2006, CFP sponsored its first cross-system BSC, which focused on the intersection of child welfare and education. This project, titled "Improving Educational Continuity and School Stability for Youth in Out of Home Care" (see <http://www.casey.org/Resources/Publications/#bsc>), highlighted the need for the child welfare and education systems to work together to ensure adequate care for youth in foster care. The Juvenile Justice & Child Welfare Integration BSC marks Casey's second cross-system BSC, and the first use of the BSC methodology in the field of juvenile justice.

Many of the principles of the BSC are counterintuitive to how systems traditionally make change. The BSC methodology looks at the system from a holistic perspective and integrates the collective wisdom of those involved in the change process. It moves beyond gathering ideas and knowledge to facilitating action for the advancement of systems change.

SECTION THREE:

Juvenile Justice & Child Welfare BSC Integration Process

A Research Update and the Wingspread Conference

The BSC process began with CJJR, CFP, and the American Public Human Services Association (<http://www.aphsa.org>) commissioning a research paper entitled “Building Multisystem Approaches in Child Welfare and Juvenile Justice” (<http://cjjr.georgetown.edu/pdfs/wingspreadpart3.pdf>). Authored by Dr. Denise Herz from California State University–Los Angeles and Dr. Joseph Ryan from the University of Illinois–Urbana-Champaign, their findings addressed the struggles of children and youth within the juvenile justice and child welfare systems and supported the need to identify ways to better integrate these and other youth serving systems. The paper also served as the focal point for a convening of leaders at the Wingspread Conference Center in Racine, Wisconsin, to discuss the implications of the paper for policies and practices across the juvenile justice, child welfare, and related systems of care. The three-day conference featured representatives from academia, a wide range of youth serving systems, and all levels of government (national, tribal, state, and county). The conference was hosted by the Johnson Foundation (<http://www.johnsonfdn.org>).

The outcome of the research paper and Wingspread conference was a policy guide published by CJJR entitled “Bridging Two Worlds: Youth Involved in the Child Welfare and Juvenile Justice Systems” (available at <http://cjjr.georgetown.edu/resources.html>). The policy guide outlines the research findings, strategies, and practices that court and local, state/tribal, and federal jurisdictions can employ to improve the performance of systems serving this population of youth.

Both the research paper and the policy guide served as the foundation upon which the Certificate Program/Breakthrough Series Collaborative was created. This was, indeed, the bridging of two worlds—moving research into recommendations for improvements in policy and practice.

Certificate Program for Teams

CJJR created the Certificate Program for Teams (CPT) to provide jurisdictional leaders the opportunity to learn about youth involved in the juvenile justice and child welfare systems. This program served as the launching of the BSC for each participating jurisdiction. Session topics included the demographics of crossover youth, the pathways they follow into and across systems, ways to improve how the system serves them, strategies for engaging youth and families, and leadership of a multisystem reform effort. The CPT brought together teams of seven leaders from seven jurisdictions for a week of learning, discussion, and planning that would help them build environments within their sites that are conducive to change and the use of the BSC methodology.

A wide variety of leaders attended the CPT, with each team reflecting the governing structure of its community. Each team was required to bring its child welfare director, its juvenile justice director, and a family court judge from its site; other team members included directors of behavioral health, court administrators, state/local education representatives, community providers, managers of county boards of supervisors, state legislators, assistant public defenders, and district attorneys. This program was the first time that many of these leaders had met with one another to work on a specific population.

Participation in the CPT required a tremendous investment of time and energy by each site. Attendance at the week-long training program at Georgetown University demonstrated each site’s leadership commitment to learning and transferring that learning into action for systems improvement. Upon completion of the CPT, each leader became a CJJR Fellow and joined the Center’s Fellows Network.

The Fellows Network is designed to strengthen and foster ongoing support for current and future leaders in the fields of juvenile justice, child welfare, and related systems of care, and provide a mutually supportive group of leaders from across systems. Over time, it is expected that this peer mentoring, provided by a growing number of Certificate Program graduates, will create a more broadly defined “juvenile justice field” and will help to fill the void of professional development and support that currently exists in this area.

Certificate Program/Breakthrough Series Collaborative: Selection of Sites

The sites that participated in the CPT/BSC were identified through a request for proposal process that included two phases of screening. The initial phase required that each site submit a formal application that included their responses to 13 questions (see Appendix A). The questions focused on the readiness of jurisdiction agencies to embark on a process of system reform based on the current relationship between the two lead agencies (juvenile justice and child welfare), their ability to collect and use data to make informed decisions, the outcomes they hoped to achieve as a result of their participation in this collaborative, and the geographic focus of their efforts. The second level of the application process required representatives from each site to participate in conference call scenario demonstrations (see Appendix B). Teams were asked to invite a diverse array of individuals to participate in the call and participants were encouraged and challenged to give thorough descriptions of their efforts to date to improve outcomes for crossover youth. Upon completion of the application process, CJJR staff and consultants thoroughly analyzed the sites and invited seven sites to participate in the CPT/BSC (see Table 1).

Table 1: Sites Accepted into the Certificate Program/Breakthrough Series Collaborative

State	Juvenile Justice and Child Welfare Agencies
California	Los Angeles County Probation Department and Los Angeles County Department of Children and Family Services
Colorado	Denver Juvenile Court/Probation and Denver Department of Human Services, Family and Children’s Services
Florida	Florida Department of Juvenile Justice and Florida Department of Children and Families
Iowa	Woodbury County Juvenile Court Services and Department of Human Services
Maryland	Maryland Department of Juvenile Services and Maryland Department of Human Resources
South Carolina	South Carolina Department of Juvenile Justice and South Carolina Department of Social Services
Washington State	King County Juvenile Court Services and Washington State Department of Social and Health Services

The cost of participating in the BSC was covered by partnership funds. However, participation in CPT required each state to offset the cost of tuition and/or travel for its team members. Each site spent approximately \$20,000 to participate in the Certificate Program portion of the CPT/BSC.

Certificate Program Modules

The CPT curriculum offered four modules that provided enriching and stimulating learning environments for attendees.

- Leading Systems Change
- Systems Integration
- Family and Youth Engagement
- Communication Strategies

Each module was designed to inform the leaders about research findings and promising practices related to crossover youth. Small and large group activities and discussions provided opportunities to explore how to best address the needs of crossover youth in their home jurisdictions.

The modules also included segments on the research relevant to each topic and how to apply the research findings to the crossover population, including practices that agencies can use to improve outcomes and system performance. The level of instruction and the amount of time dedicated to site-specific discussions allowed team members to fully prepare for their upcoming work in the BSC.

The Certificate Program faculty members included researchers and practitioners from a variety of agencies and organizations as well as professors from academic institutions across the country. Instructors were chosen based on their subject matter expertise, their work on the national level, and their ability to contribute as instructors and consultants to the success of the Certificate Program for Teams. CPT faculty members are listed in Table 2.

Table 2: Certificate Program for Teams Faculty Members

Faculty Member	Affiliation
Kathy Bonk	Executive Director and Co-Founder, Communications Consortium Media Center
Dr. Laura Burney-Nissen, MSW	National Program Director, Reclaiming Futures, and Associate Professor, School of Social Work, Portland State University
Dr. Doreen Cavanaugh	Research Associate Professor, Georgetown University
Dr. Denise Herz	Professor, California State University–Los Angeles
Brandy Hudson	Consultant, Youth Engagement
Dr. Kate Kraft	Senior Partner, Wholonomy Consulting
Lyman Legters	Senior Director, Casey Family Programs
Michael Sanders	Consultant, Youth and Family Engagement
Vincent Schraldi	Director, DC Department of Youth and Rehabilitative Services
John Tuell	Director, Child Welfare–Juvenile Justice System Integration, Child Welfare League of America
Janet Wiig, MSW, JD	Director, Juvenile Justice Division, and Senior Consultant, Child Welfare League of America

The Four Modules

Effective leadership requires a specific sets of skills, and the **Leading Systems Change** module made the distinction between being a strong manager or leader of a particular organization and the skills and strategies needed to advance a reform agenda across systems of care. A series of open discussions and small group activities challenged leaders to reflect on their leadership style and their ability to promote improved performances from agency personnel. The module also highlighted the need for leaders to understand and monitor their own skills and capacities.

The **Systems Integration** module explored the practical implications of working across the juvenile justice and child welfare systems, with a particular focus on both the confidentiality and sharing of information; shared case assessment, planning, and management; cross training; and blended funding. The module provided a research context that further substantiated the need for leaders to focus attention on youth who cross over between the two systems.

The importance of engaging family and youth in improving systems cannot be over emphasized. Therefore, the **Family and Youth Engagement** module focused on best practices for the meaningful participation of families and youth in every aspect, from case planning to the development of agency policies and practices. The module challenges leaders to reflect on their views about the families they work with and to improve how their organization addresses the needs of each family in their care.

The **Communication Strategies** module focused on the importance of using both proactive and reactive communications to build public and political will. It also highlighted the need to deliver clear messages to people who work both within and outside of an agency. Leaders learned how to proactively engage the media and the larger community to publicize positive changes, as opposed to reacting to a crisis. The module also introduced strategies for communicating with employees when the agency is instituting changes or making progress in a particular program area.

SECTION FOUR:

Breakthrough Series Collaborative Methodology

History of the BSC Methodology

The BSC methodology was developed in 1995 by the Institute for Healthcare Improvement (IHI) and Associates in Process Improvement. Over the course of more than a decade, this quality improvement method has served more than 25 different topic areas in the health care field, including reducing delays and wait times in emergency rooms, reducing Caesarean section rates, and improving end-of-life care.

In December 2000, Casey Family Programs joined with IHI to transfer the BSC methodology to the child welfare field. Since that time, CFP has sponsored BSCs on a number of topics.

Casey Family Programs: Breakthrough Series Collaboratives

1. Health Care for Children in Foster Care (2001–2002)
2. Recruiting and Retaining Resource Families (2002–2003)
3. Supporting Kinship Care (2004–2005)
4. Reducing Disproportionality and Disparate Outcomes for Children and Families of Color in the Child Welfare System (2005–2006)
5. Improving Educational Continuity and School Stability for Children in Out-of-Home Care (2006–2008)
6. Timely Permanency Through Reunification (2008–present)
7. In recent years, Casey Family Programs developed a series of partnerships with various organizations to conduct BSCs on an even wider range of topics (see Table 3). This provided an opportunity for larger system-wide use of the BSC methodology.

Table 3: Casey Family Programs: BSC Partners

Agency or Organization	BSC
American Humane Association	Safety & Risk Assessments
Annie E. Casey Foundation, Stuart Foundation, California Department of Social Services, Child and Family Policy Institute of California, and The California Child Welfare Co-Investment Partnership	California Disproportionality Project
California Child Welfare Co-Investment Partnership, Child and Family Policy Institute of California	California Independent Living Transformation Project
Georgetown University Center for Juvenile Justice Reform	Juvenile Justice & Child Welfare Integration
Judge Baker Children's Center and New England Association of Child Welfare Commissioners and Directors	Safety & Risk Assessments

Elements of the BSC Methodology

The BSC methodology enables participating sites to think, act, and engage in innovative ways, and includes seven key elements that create a shift in how agencies embrace change and move into a mode of action:

- 1. Plan-Do-Study-Adjust (PDSA) cycles.** The most noteworthy aspect of a Breakthrough Series Collaborative is in the Plan-Do-Study-Adjust cycles that are used to test and implement changes. The PDSA method, described in more detail below, allows ideas to be tested in small increments, with minimal consequences, before a change is rolled out to an entire jurisdiction. In fact, teams are encouraged to try new ideas immediately, with minimal planning. Teams are instructed to “never plan more than you can do,” because less time is spent on abstract planning when small ideas are tested in rapid succession, often simultaneously, and more time is spent learning from real practice in action.
- 2. Anyone can have and test ideas.** The core team (see page 20) of each site is comprised of specific individuals who have their own ideas related to practice improvement, and the BSC encourages anyone with an idea to test it out and see what happens. Multiple people testing their own ideas foster creativity, generates synergy among staff, and accelerates the speed at which changes can be made. This is predicated on the belief that when more people are engaged in the testing process and more tests achieve successful results, faster buy-in will occur.
- 3. Consensus is not needed.** Unlike traditional planning processes, where consensus and buy-in are critical steps to moving forward, the BSC methodology stresses that consensus is not needed for someone to test an idea. In many instances, testing an idea without spending a lot of time discussing it first generates consensus in the long run, because the results from the test speak for themselves. Not building consensus prior to testing an idea allows more than one idea to be tested at once and less time spent trying to resolve opposing viewpoints.
- 4. Changes happen at all levels (not just the top).** The BSC methodology allows changes to be tested at multiple levels at the same time. This process, which is neither sequential nor hierarchical, enables workers at the field level to focus on one set of changes and determine what works, while managers test ways to spread a different set of changes across the entire jurisdiction.
- 5. Ideas, test results, and successes are shared openly among teams.** Working in a collaborative enables all sites to learn from each other’s strengths, weaknesses, challenges, and successes. As each team shares what it has learned, other teams can accelerate their own progress in that area.
- 6. Successes are spread quickly.** Once a practice change has been tested and found to be successful based on data collected from the target site, the day-to-day manager and senior leader are responsible for immediately spreading that change throughout the entire jurisdiction, leading to broad policy and practice changes.

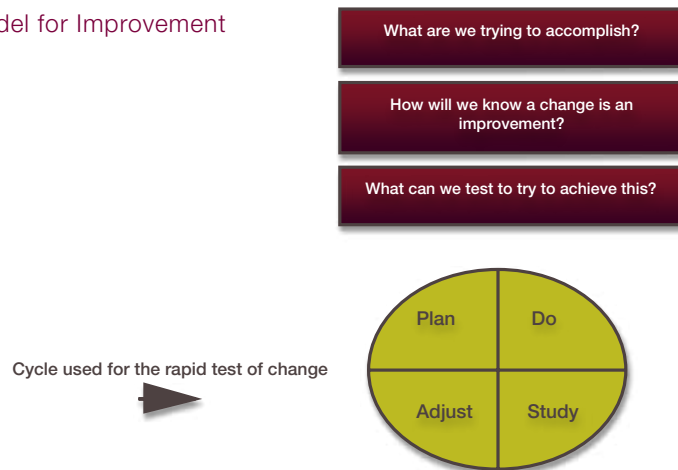
7. **Measurement is for improvement, not for research.** The BSC strives to gauge improvements over time. To accomplish this, both point-in-time snapshots as well as changes over time are measured. Point-in-time measures provide baselines for each system individually; changes over time are then measured for the BSC target population. Capturing both types of data determine whether the BSC has made a difference to the target population and to the system overall (e.g., percentage of youth placed in group homes). Although standard research methodological procedures are used in this process, the BSC is not conducive to more rigorous approaches, such as the use of comparison groups.

Model for Improvement: Plan-Do-Study-Adjust

One of the core elements of the BSC is how sites test changes in practice. The process, referred to as the Model for Improvement, is based on three questions asked of each change a site wants to test. Asking this distinct set of questions allows the team members to focus on and conceptualize the desired outcomes (see Figure 1). Based on the responses to these questions, the team uses various cycles of the Plan-Do-Study-Adjust cycle to test the change it created until it is successful. The end product should reflect what the team hoped to accomplish from the onset of testing.

The PDSA cycle is key to rapid improvement. It provides a structured model that prescribes the actions that test a practice change. After sites answer the question, “What can we test to try to achieve this?” it uses the PDSA cycle to carry out the test.

Figure 1: Model for Improvement



Each part of the PDSA cycle is essential to implementing a small test of change and understanding the full potential of the proposed practice change. If any of the elements are missing or not completed thoroughly, the site will not be able to fully assess how effective the proposed test is on the target site.

Teams are encouraged to plan small tests that can be accomplished in a short period of time. For example, the question, “What can you do by next Tuesday?” guides this method of planning. Teams that are most successful in using the BSC methodology are clear about the goal of the test, able to develop it in small increments based on learning, and, ultimately, to move rapidly from testing the change to expanding the test and “spreading” the test across the jurisdiction.

BSC Principles at a Glance:

The most desirable place for children to grow up is in their own safe, nurturing, and caring families. As such, the end goal of devising improved interventions for crossover youth and their families is to prevent institutionalization of children while ensuring public safety, and to keep them with their families and in their communities.

The intentional and meaningful involvement of families and youth in policy and practice development, service planning and delivery, evaluation, and oversight is the foundation for system success.

Jurisdictional Team Structure

Another core element of the BSC is the team structure that each jurisdiction creates to conduct the work. The BSC prescribes that specific members must be included in what is called the “Core Team.” For the Juvenile Justice & Child Welfare Integration BSC, membership requires a parent, youth, community partner, a line worker from juvenile justice and from child welfare, a day-to-day manager from juvenile justice and from child welfare, and three senior leaders (one each from juvenile justice, child welfare, and the courts). Team members were expected to participate in all activities, including phone calls, ongoing core team meetings, testing of the practice changes, and all-collaborative learning sessions.

The Breakthrough Series Model for Change also requires that each jurisdiction create an extended team of stakeholders to assist in the change process. This team is comprised of any additional agency staff, community members, or family representatives that the team deems necessary to make real practice and system change within the site. Teams are encouraged to involve parents, youth, and line workers as well as representatives from the school system and agency personnel who manage data. Engaging this larger team helps each site build consensus in the change process and provides a larger body to both spread and sustain changes in practice.

Also essential to a team’s success in the BSC is the commitment of agency leaders. Because of the rapid pace of the BSC, leaders have to empower their teams with the authority to test practice changes. Supportive leaders and a core team that believes in the ability of the system to better serve its clients aid a team’s ability to see positive outcomes through this process. Participation in the Certificate Program (see page 15) enables leaders to both individually and collectively build a foundation for this work and support their staff in this effort.

Making Change Happen

All BSC work is grounded in a set of principles embedded throughout each dimension of the work. These principles express the overarching values that guide all policies, programs, practices, services, and supports that are tested for crossover youth and their families. These principles and values also represent the changing culture of how young people are viewed in both the juvenile justice and child welfare systems. These principles and values were translated into six practice components that guided each jurisdiction’s efforts during the BSC (see Appendix C).

These six components reflect best practices for an integrated system of care involving juvenile justice and child welfare agencies, the courts, families, and community partners. It was our belief that improving specific practices in these six areas would have a direct effect on outcomes for crossover youth. The component areas served as a road map to guide the changes tested by each site. Within each component, we identified a number of subcomponents that reflected specific practice changes that systems should make through the use of the BSC methodology. The combination of principles and values, practice components, and subcomponents are entitled the Change Package. Table 4 lists the six components and offers a snapshot of the subcomponents. For the complete Change Package, please see Appendices C and D.

Table 4: Change Package Components and Sample Subcomponents

Component Area	Subcomponent
1. Measurable Systems of Agency/Interagency, Court, and Community Accountability	Judges are aware of crossover cases and calendar these cases appropriately, including establishing one family—one judge guidelines, dedicated dockets, and continuity of counsel.
2. Active Engagement of Family and Youth in Planning and Decision Making	Explicit mechanisms are in place to assess the satisfaction of children and families with the service delivery process and to disseminate agency learnings throughout the jurisdiction.
3. Integrated System of Information Compilation and Sharing	Cross-training programs for agency staff, professionals, volunteers, and system partners (both formal and informal) focus on understanding the data and gathering evidence on what causes children to cross over into another system.
4. Shared Approach to Prevention, Identification, Assessment, and Case Plan Development Within and Across Systems	Mechanisms are in place for the identification, ongoing assessment, and case-planning processes for crossover youth, including multidisciplinary teams, specialized case management, supervision units, and common assessment and case-planning tools.
5. Shared Case Management, Decision Making, and Community Service Utilization	Supervisory and line staff are well versed in their roles and legally mandated responsibilities regarding working in partnership with other agencies and with community partners.
6. Effective Use of Blended Resources	Services, service providers, and funding sources that cross both systems are identified and used in cross-system planning.

SECTION FIVE:

Jurisdictional Supports

Teams in the BSC benefited from a plethora of resources provided for the collaborative, including access to national experts who served as faculty and advisors to the project, various levels of technical assistance, and cross-site learning. BSC faculty and advisors brought with them a broad spectrum of experience working as academics, researchers, trainers, and practitioners in both the juvenile justice and child welfare systems (see Table 5). Faculty members aided the teams by conducting general presentations and working one-on-one with sites on the practice changes they were testing. Technical assistance for team leaders focused on the importance of effective leadership skills in managing a multisystem effort.

Table 5: BSC Faculty and Advisors

BSC Faculty
Co-Chairs
Shay Bilchik, JD Director, Center for Juvenile Justice Reform, Georgetown University
Helen Jones-Kelley, JD Special Assistant to the President for Strategic Initiatives, Central State University
Faculty
Laura Burney-Nissen, MSW, PhD National Program Director, Reclaiming Futures, and Associate Professor, School of Social Work, Portland State University
Doreen Cavanaugh, PhD Research Associate Professor, Georgetown University
Tete Guemadji Project Coordinator, Center for Juvenile Justice Reform, Georgetown University
Fran Gutterman,* MSW Senior Director, Strategic Consulting Services, Casey Family Programs
Denise C. Herz, PhD Professor, California State University–Los Angeles
M. Katherine Kraft, PhD Senior Partner, Wholonomy Consulting
Kordnie Lee Consultant, Youth and Family Engagement
Lyman Legters, MA Senior Director, Casey Family Programs
Lorrie Lutz,* MPP President, L3P Associates
Michael Sanders, MSW Consultant, Youth and Family Engagement
Macon Stewart, MSW Program Manager, Center for Juvenile Justice Reform, Georgetown University
John Tuell, MA Director, Child Welfare–Juvenile Justice System Integration, Child Welfare League of America
Janet K. Wiig, JD, MSW Director, Child Welfare League of America, and Senior Consultant,

* Also a Model for Improvement Advisor

Technical Assistance

The technical assistance provided to teams included conference calls, learning sessions, site visits, a web-based extranet site, and data support. Teams also participated in monthly all-collaborative calls. These calls were facilitated by the program manager and included presentations by faculty members on areas of practice that were applicable to the practice changes teams were in the process of testing. During each call, one team was asked to facilitate a presentation about their current efforts to implement a practice change through the use of small tests and to respond to questions from others in the collaborative. These monthly calls provided participants with information on practice changes in other jurisdictions and encouraged them to learn about each others work in greater detail. On a bimonthly basis, senior leaders and day-to-day managers participated in conference calls to discuss their work, brainstorm solutions to problems, and develop strategies in a supportive and confidential environment.

In addition to the conference calls, core team members from each of the seven participating jurisdictions convened for three two-day meetings for BSC Learning Sessions. Each learning session offered a tremendous opportunity for cross-team sharing in both general and breakout sessions about a wide variety of topics. Teams were also given a substantial amount of time during each learning session to meet with their assigned faculty member.

Engaging sites in their own environment is essential when providing technical assistance. During this BSC, the faculty conducted site visits to six of the seven sites. This allowed both the core and extended teams in each site to meet with a faculty member to discuss their successes as well as the challenges they were facing. It also provided faculty an opportunity to learn more about each of the sites and to better understand the changes that were occurring. These site visits were invaluable to both the teams and faculty.

The most regular method of communication during the collaborative was through a secure web-based extranet site. The site was built specifically for the collaborative and gave each participating team member the ability to upload information (such as measures, PDSAs, and team reports), post questions on an interactive discussion board, review the work of other teams, and make announcements. The site served as the main hub for all BSC information.

Data and measurement played a significant role in the collaborative. The BSC emphasized the growing use of data within systems of care and worked hard to ensure that teams used data both to guide their PDSA process and to track changes made within the target site as a result of their PDSAs (see Measurement and Data, page 40). Two faculty members devoted much of their time to working with the teams on data and measurement issues in order to ensure their utility to the overall collaborative.

SECTION SIX: Target Sites

Each participating jurisdiction was required to identify a clearly defined target site for the collaborative (e.g., youth or families who live within a specific zip code or near a specified district or area office, or who are served by a particular supervisory unit) (see Table 6). Several jurisdictions identified an even more narrow population of youth within the target site upon whom they could focus their initial PDSAs.

Table 6: BSC Targets Sites and Target Populations

State	Target Site	Target Population
California	Los Angeles County	Welfare and Institutions Code (WIC) Section 241.1 Multidisciplinary Team (MDT) Youth in Los Angeles County
Colorado	Denver	Youth in probation who are at risk or in placement with the child welfare system
Florida	Miami-Dade County	Youth with open dependency and delinquency cases placed in the Walker Home, a Center for Family and Child Enrichment—contracted group home
Iowa	Woodbury County	Woodbury County youth who receive criminal complaints and also have a Child in Need of Assistance petition filed with the court
Maryland	Baltimore City	Dually involved (DJS and DSS) youth with active cases in a department of social services (DSS) unit
South Carolina	Georgetown County	Open child welfare cases with a history or current case with the department of juvenile justice
Washington	King County, Seattle	Youth in the child welfare system placed on probation and youth on probation who become state-dependent (Kent region)

Jurisdictions identified their target sites and target populations for a variety of reasons. The following is a sample of the reasoning two jurisdictions gave for their choice of a target population:

Baltimore City has a total population of approximately 788,994 people living on 80.8 square miles. Approximately 60 percent of the youth under Department of Juvenile Services (DJS) supervision started out as Department of Social Services (DSS) wards, having been victims of abuse or neglect. Violent juvenile crime has increased in Baltimore City, and 26 juveniles were killed in Baltimore City in 2008. Baltimore City is divided into 26 zip codes and DJS assigns cases by zip code. However, because DSS does not use the zip codes to assign cases, the core team will use the DSS day-to-day manager's unit as the target population.

The City and County of Denver has a total population of approximately 598,707 people. Of that about 56,186 of them are youth ages 10–18. This population covers over a 155 square

mile area. From 2006 to 2008, the rate of commitment of juveniles to the Division of Youth Corrections decreased by about 30 percent, a portion of whom were crossover youth. During the same period, there was an increase in the use of congregate care in the child welfare system for delinquent and crossover youth. Due to the structure of the juvenile justice and child welfare system in Colorado, there is a frequent use of child welfare to address delinquent needs, including out-of-home placement. Additionally, Denver recognizes the need to address the frequency of penetration by child welfare youth into the delinquency system. Given this information, the target population is probation youth, in or entering child welfare out-of-home placements. This can be group home or residential treatment.

In selecting a target site, leaders needed to identify an area that had a population of crossover youth that wasn't being well served and that was also comprised of workers who would be committed to the collaborative. Leaders were asked to identify workers in the selected area, including managers and line staff, who had demonstrated a willingness to try new things; maintained a belief that their system has the capacity to improve; exhibited a commitment to improving interagency collaboration; and had a desire to engage with community leaders, youth, families, and nongovernmental service providers to shape policy and practice.

SECTION SEVEN:

Making and Assessing Change in the BSC

This section describes the components and subcomponents of the Change Package and details some of the many practice changes that jurisdictions tested and implemented during the collaborative. The components represent broad practice areas within a system (see Table 7). The subcomponents reflect specific practice changes that research has indicated can be instituted to improve outcomes for crossover youth (for a complete list of the subcomponents, please see Appendix D). During the BSC, teams tested a total of 64 different practices, 73 percent of which were studied using the prescribed methodology. At the conclusion of the BSC, all of the teams reported spreading to three or more practices.

Table 7: Change Package Components

	Component Area
Component 1	Measurable Systems of Agency/Interagency, Court, and Community Accountability
Component 2	Active Engagement of Family and Youth in Planning and Decision Making
Component 3	Integrated System of Information Compilation and Sharing
Component 4	Shared Approach to Prevention, Identification, Assessment, and Case Plan Development Within and Across Systems
Component 5	Shared Case Management, Decision Making, and Community Service Utilization
Component 6	Effective Use of Blended Resources

Component 1: Measurable Systems of Agency/Interagency, Court, and Community Accountability

This component seeks to address the need for increased accountability of all systems that serve crossover youth. It strives to ensure that relationships and responsibilities are solidified through mechanisms such as memorandums of agreement, combined court hearings, and ongoing training. Two of the intended outcomes of increased accountability are to: (1) implement preventative services and practices that will reduce the crossing over of youth, and (2) ensure that youth who do cross over do not penetrate the system deeply.

A recent study found that crossover youth had been in the dependency system, on average, slightly more than seven years prior to becoming involved with the juvenile justice system. This finding underscores the need for systems to collaborate and identify at-risk behaviors early on and to partner in providing preventative and supportive services so youth do not cross over to the other system.

Table 8 lists all of the PDSAs, or tests of change, that were conducted as part of this component area. Three of these PDSAs are described in more detail below. They were found by the participating jurisdictions to have had a particularly high level of impact on their target population.

“
Participating in this project was very rewarding. The team made me feel like my voice was equally as important and I played a role in doing the work also.”

—Parent representative from Sioux City

Table 8: Component 1 Tested Strategies

Jurisdiction	PDSA
Baltimore City and King County	Create a Crossover Court that allows all court hearings (child welfare and juvenile justice) for a crossover youth to be conducted on the same judge’s calendar at the same assigned time.
Baltimore City	Implement specified time periods for the Crossover Court docket with a specific family court judge, thereby creating a more efficient utilization of time for the court, agency personnel, attorneys, and families.
Denver	Conduct monthly meetings for supervisors at the Denver Department of Human Services and Probation to improve communication between agencies and build awareness of policies, procedures, and issues related to serving crossover youth.
Georgetown County	Identify crossover youth prior to the initial delinquency court hearing. Upon identification, ensure that joint agency recommendations are made to the court regarding appropriate disposition.
Georgetown County	Identify a process to provide additional services to child welfare youth with truancy issues to prevent them from being incarcerated for failure to attend school.
King County	Conduct joint unit meetings as an avenue for child welfare and juvenile justice workers to meet and discuss each system and the services they provide and to develop effective working relationships resulting in an enhanced understanding of both systems, regular opportunities for face-to-face interaction, better working relationships, and improved cross-system case planning.
Miami-Dade County	Create a memorandum of understanding for the Department of Juvenile Justice, Department of Children and Family Services, Juvenile Assessment Center, Children’s Trust, and Our Kids of Miami-Dade that would facilitate enhanced cross-systems efforts on behalf of crossover youth.

Baltimore City

The goal of this PDSA was to conduct all court hearings for crossover youth on the same judge’s calendar at the same assigned time. The team anticipated that this form of jurisdictional oversight would create case “clarity” for families, the court, agency personnel, and attorneys; ensure ongoing communication; and save time for all parties involved. All of the initial target population crossover cases were transferred to one judge, which created a Crossover Court based on their One Judge–One Family Court Model.

What They Learned: The attorneys and youth felt that the combined court hearings created greater clarity in both the juvenile justice and child welfare cases and thus were very helpful. After several cycles of this test, the core team recommended that more crossover youth cases be transferred to this court calendar. All parties found that the combined hearings allowed cases to be processed more efficiently and ensured continuity of information and collaboration between the two systems.

King County

King County's core team identified the need to improve communication between juvenile justice and child welfare staff and increase understanding of the policies, procedures, and limitations of each system. This PDSA created a standard joint unit meeting between the two systems (within their target area).

What They Learned: The joint unit meetings were found to be effective in developing working relationships among agency personnel. However, the meetings highlighted the need for further training in practice areas such as shared case planning, as well as in agency policies that could impact the handling of crossover youth. There was a notable change in how cases were managed based on the staff's newly acquired understanding of both systems and the relationship building that occurred as a result of the meetings. This PDSA also led to joint supervisory meetings, which had a positive impact on working relationships at the management level, and to the spread of joint unit meetings beyond the initial target site.

Miami-Dade County

The goal of Miami-Dade's PDSA was to create a memorandum of understanding (MOU) that would allow agencies participating in the BSC to fully engage in the activities associated with the collaborative. The MOU facilitated the ability of participating agencies to improve how they exchanged information (including types of information), to create a mechanism for identifying youth in the care of the Department of Children and Families who had been arrested, to dedicate staff to serve crossover youth, and to enhance services overall for youth through collaboration. The core team noted that this type of MOU had previously been attempted on many different occasions in Miami-Dade, but to no avail. The BSC and the coming together of the core team provided the impetus for this positive change to occur.

What They Learned: When the appropriate agency representatives were part of the collaboration, they were able to finalize a formal agreement in a timely manner and establish a clear direction for the work.

Component 2: Active Engagement of Family and Youth in Planning and Decision Making

This component focuses on the active and intentional engagement of youth and families in various aspects of the service system. Component 2 builds on the belief that youth and families are the "experts" on what works best for them and that it is incumbent upon staff in the child welfare and juvenile justice systems to learn more effective ways to work with families. Systems must demonstrate that families are valuable by altering the premise on which services are provided, from "replacing bad families" to "supporting and strengthening families" and improving their capacity to care for and nurture their children. One of the intended outcomes of this component is for systems to improve their level of engagement with youth and families on both a policy and practice level. This includes systems welcoming family members to the table when developing policies and making programming decisions. Although this component has a strategic focus on engagement, it was expected that all PDSAs would work to improve family and youth engagement regardless of the aspect of the system upon which the core team was focused. Teams were also pushed to challenge their own personal views about family engagement and to build on the relationship that was being formed with the parent and youth members of the core team.

Table 9 lists all of the PDSAs, or tests of change, that were conducted as part of this component area. Three of these PDSAs are described in more detail below. Participating jurisdictions found these to have had a particularly high level of impact on their target population and to have helped move the jurisdiction forward in the collaborative.

Table 9: Component 2 Tested Strategies

Jurisdiction	PDSA
Baltimore City	Engage youth and parents or guardians in aftercare plans four months prior to discharge from out-of-state residential placement to ensure a successful discharge, improve aftercare outcomes, and expedite transition to the community of origin.
Baltimore City	Improve the family-agency relationship by making in-person introductions to all crossover families at the onset of a case; requiring workers to listen to the family respectfully as they gather information about the needs of the youth and family, current status of the case, areas of concern with both systems, and recommendations for improvement.
Baltimore City	Create a parent-partner network that allows parents formerly involved with the system to serve as a support to parents newly involved with the system.
Baltimore City	Contact parents to engage them in the case-planning process and determine convenient times for parents and youth to attend case-planning meetings.
Denver	Actively engage and empower parents and youth by teaching them advocacy skills.
Denver	Identify system barriers and challenges that affect how parents and families are engaged in the process.
Georgetown County	Use interviews conducted by a parent-partner to ascertain how services for youth and families can be improved.
Los Angeles County	Use cross-system TDM (Team Decision Making) to support improved school-home connections for crossover youth and for youth at risk of crossing over.
Los Angeles County	Track the extent to which crossover youth and their families are actively engaged and supported as they participate in the case assessment, planning, and decision-making process.
Los Angeles County	Use a cross-system TDM approach that includes a parent advocate to improve collaboration between agencies, case planning, and resource development.
Los Angeles County	Conduct community forums to elicit input from crossover youth and their parents or caregivers on ways to improve system performance and outcomes.

Jurisdiction	PDSA
Los Angeles County	Increase youth engagement in the post-disposition Multidisciplinary Team (MDT) process by involving them in creating the case plan, all case plan review activities, and transition planning to the camp setting.
Los Angeles County	Create a specialized unit to address the particular needs of crossover youth who have been detained.
Los Angeles County	Conduct a cross-system TDM for youth with at-risk delinquency behaviors, to include a cultural broker for identification and linkage to culturally appropriate services and resources (two tests conducted).
Woodbury County	Create an ongoing parent survey that will be used to inform changes in practice in the juvenile justice and child welfare systems.

Los Angeles County

The core team in Los Angeles chose to test the use of Team Decision Making (TDM) for youth in foster care who are at risk of crossing over into the delinquency system. This highly effective model, with its focus on crossover youth, is designed to provide an environment for parents to be heard in order to remedy poor school performance, improve functioning in the home, and identify services to address both dependency and delinquency risk factors. During the initial cycle, the TDM involved the parent; youth; representatives from the department of child and family services, probation, the school, and mental health; the parent-partner; and an educational and a community advocate.

What They Learned: Use of the TDM model was proven to be effective with youth who were at risk of delinquency and had education challenges. It allowed all parties to discuss the education issues and demonstrate their commitment to the youth's success. The parent-partner built a strong rapport with the parent prior to the initial meeting, a relationship that enabled the parent to come to the team meeting feeling more comfortable and better able to engage with the professionals in attendance. The meeting also provided an opportunity for the mental health needs of the family to be identified and addressed.

Georgetown County

The parent representative from the core team created an opportunity for parents to talk with one another about their experiences with the system and make recommendations on changes in policy and practice. A series of questions was asked during face-to-face interviews, including the following:

1. What has your experience been like since you became involved in the system(s)?
2. What do you wish would have been handled differently concerning your case?
3. Did you feel as though you were rushed through the process and not appropriately served?
4. What additional assistance is needed to improve the current status of your case?

The team immediately addressed any case-specific needs identified through the interviews and hoped that the four questions would be used as a springboard for a larger conversation about changes needing to be made in system policies and practices in the county.

What They Learned: Giving voice to the families and youth that the agencies serve was a meaningful way for the county to make changes in policy and practice. Allowing a parent with experience in the system to lead the discussion created opportunities for candor in the conversations that may not have occurred had the conversation been facilitated by an agency representative.

Woodbury County

Woodbury County also solicited information directly from parents and youth to improve its juvenile justice and child welfare systems. Survey questionnaires were sent to parents and youth whose cases were recently closed. Survey responses were returned anonymously, then logged into a database and reported back to the core team for use in making system changes.

What They Learned: Although this method did not yield information that could impact a particular family immediately, the data were used to improve the handling of future cases and enrich the experiences of other families.

Component 3: Integrated System of Information Compilation and Sharing

This component seeks to improve how systems exchange information and use data to make program and policy decisions. It ensures that sites have a process for sharing client information, are able to track and effectively use client data, and create a mechanism that allows each system to use outcome data as performance measures. One of the challenges in cross-systems work is that most jurisdictions do not have an integrated information system, which often leads to staff having to do manual counts or create a second database that pulls information from the two systems. Each of these methods is time-consuming and contributes to a larger margin of error when trying to get good data. The goal for all systems is to use reliable electronic data to inform policy and practice decisions. There is also a need to train staff on their ability to share information and ensure their understanding of what information can be exchanged between the two systems. Information sharing is not relegated to just information systems and people within the system, but also to how systems share information with youth and families. Component 3 highlights the need to inform families about how the systems function, the variance between the two, and the expectations of each.

Table 10 lists all of the PDSAs, or tests of change, that were conducted as part of this component area. Three of these PDSAs are described in more detail below. They were found by the participating jurisdictions to have had a particularly high level of impact on their target population and consequently were moved fairly rapidly to widespread implementation.

Table 10: Component 3 Tested Strategies

Jurisdiction	PDSA
Baltimore City	Utilize the department of juvenile services information system database to identify youth currently involved with the juvenile justice system who become involved with child welfare.
Denver	Create a joint court report for crossover youth cases.
Denver	Conduct family orientations for newly placed youth to provide information on each worker's role with the family and in the court process.



This has been an enlightening process for our agencies and a methodology that is much needed in the juvenile justice field. I hope this collaborative will spark people's interest to use it more in juvenile justice.

—Baltimore City team member



Jurisdiction	PDSA
Georgetown County	Conduct a joint home study–home visit that includes a case manager from child welfare and juvenile justice.
Georgetown County	Preserve a family's right to privacy and reduce intrusion by developing standard language for court orders that specifically addresses home investigations and studies of crossover youth at delinquency hearings.
Georgetown County	Ensure a smooth transition back to their school of origin by creating a mechanism to develop educational plans for youth returning from residential placement or incarceration.
King County	Expedite the case-planning process by providing the child welfare supervisor with access to electronic court records to obtain dependency and delinquency court orders in a timely manner .
Los Angeles County	Educate crossover youth about the juvenile justice system at the point of crossing over.
Miami-Dade County	Create a master list of all crossover youth that includes case-related information for juvenile justice and child welfare case planning.
Miami-Dade County	Establish a process for sharing assessments administered by both the delinquency and dependency systems.
Woodbury County	Create a systemic way to identify youth at the point of crossing over from child welfare to juvenile justice (two tests conducted).
Woodbury County	Develop an integrated system of information sharing to improve decision making for juveniles transported to the Receiving/Detention Unit by the police and create check-in sites at middle and high schools as an alternative to Receiving/Detention placement.

Baltimore City

The Maryland Department of Juvenile Services improved case management by flagging cases within its information system for youth that had crossed over. The system alert that was placed on the case of a youth who had crossed over informed anyone reviewing the case through the department of juvenile services information system that the youth was also involved in the child welfare system. A notification was issued to all managers instructing them to encourage their case management staff to use the alert to follow up on the youth's involvement with child welfare, as well as with any other agencies.

What They Learned: The system alert designating the involvement of other agencies was found to significantly improve notification of dual system involvement and case management services.

Denver

This team created an integrated court report that was developed by the social worker and juvenile probation officer to allow issues to be resolved prior to the court hearing, streamlining information presented to the court and providing a synthesized picture of progress for the family. It was also expected that the court would recognize the improved communication between the respective agencies.

What They Learned: The presiding judge found that the reports exhibited a higher level of communication and joint case management between the two agencies. The judge also noted that even when the workers did not agree on the course of action, having the differing opinions documented in one place was helpful to the court. During the testing phase of the PDSA, the team identified several barriers to the exchange of information, including the timeliness of information transfer between workers. As a result, the team decided it would be better for agencies to use their own templates, which would then be combined based on matching dependency and delinquency case numbers, for court submission.

Woodbury County

To improve information sharing among agency personnel and reduce the number of crossover youth being detained, Woodbury County conducted a test of change that involved sharing information at the point of arrest, when a youth was brought to the detention center. They did this by using “check-in” sites at middle and high schools, which served as a way of monitoring youth who were awaiting trial. The process required juvenile probation to be notified when a youth was brought to the detention center, at which point police shared information about the incident with detention staff. The combined detention history and current incident information was then sent to the juvenile probation officer, who subsequently met with the social worker and the juvenile probation school liaison to determine if the youth should be released on the condition that he or she check in at school the following day. This decision was also based on a meeting of juvenile probation, the youth, and the parent(s). Depending on the level of the offense and the youth’s history, this alternative increased the probability that the youth would be released. The following day, the juvenile probation school liaison informed the social worker and the juvenile probation officer if the youth had kept the check-in appointment.

What They Learned: This change in practice was found to be extremely helpful. It provided the school with timely information about a youth’s status and immediately engaged parents in the process. It also increased accountability for all agencies and staff involved. Some challenges arose regarding the timeliness of the information exchange related to the follow-up appointment, and it was determined that additional protocols were needed to ensure that timelines were set.

Component 4: Shared Approach to Identification, Assessment, and Case Plan Development Within and Across Systems

This component addresses the need to improve front-line practices. The experiences of families involved in the juvenile justice and child welfare systems relate directly to what occurs on the front line with the probation officer and social worker. Equipping front-line workers with the necessary tools to aid families in achieving their goals is one of the many objectives of upper management. Component 4 challenges sites to look at their current front-line practices and address any inconsistency or gaps that exist across the two systems. Component 4 also gives parents and youth an opportunity to shape the case management activities of the child welfare and juvenile justice agencies.

Table 11 lists all of the PDSAs, or tests of change, that were conducted as part of this component. Five of these PDSAs, which are described in more detail below, led to significant practice changes for the testing jurisdictions.

Table 11: Component 4 Tested Strategies

Jurisdiction	PDSA
Baltimore City	Conduct joint case-planning meetings that result in the creation of a joint case plan and court recommendations.
Denver	Conduct joint case staffings within 10 days of placement.
Georgetown County	Identify alternatives to incarceration for crossover youth.
King County	Conduct a shared case plan meeting within 30 days of a youth crossing over, leading to the development of a joint case plan.
King County	Provide the juvenile justice intake supervisor with access to the child welfare system to ensure early identification of youth at the point they cross over from child welfare into juvenile justice.
Los Angeles County	Conduct a post-disposition meeting for crossover youth ordered to community placement in a camp setting.
Los Angeles County	Improve communication with placement agencies to prevent police involvement with youth placed in group home settings.
Los Angeles County	Complete a comprehensive assessment to improve case plan development and linkages to targeted treatment interventions and services.
Los Angeles County	Include child welfare social workers in the joint assessment process for crossover youth (both detained and non-detained) (two tests conducted).
Los Angeles County	Expand diversion services to dependent youth who commit a first-time, nonviolent offense.
Los Angeles County	Institute an altered version of the larger Multidisciplinary Team (MDT) structure for youth with at-risk delinquency behaviors to prevent them from crossing over from the child welfare system.
Miami-Dade County	Conduct ongoing joint case-planning meetings for all crossover youth.
Miami-Dade County	Create a comprehensive protocol to address the service needs of dependent youth entering the Civil Citation Program to prevent this population from unnecessarily penetrating the juvenile justice system.
Woodbury County	Develop a successful educational transition plan for crossover youth upon entry and exit from a residential treatment setting.
Woodbury County	Use the MDT process to reduce or eliminate the need for children to be taken to detention from shelter care facilities.
Woodbury County	Identify common tools and processes used by the juvenile justice and child welfare systems to eliminate duplication of efforts when working on the cases of crossover youth.

Jurisdiction	PDSA
Woodbury County	Conduct an expedited family team meeting on crossover youth to improve communication, ensure that individual youth can remain in the home, and reduce the amount of time that youth are held in detention.
Woodbury County	Conduct a specific assessment for crossover youth and provide interventions for elementary school age youth subject to police complaints.

Denver

The Denver team tested the effectiveness of conducting a joint staffing within 10 days of placement. The goal was to develop a single treatment plan with time frames that would expedite the acquisition of services for the family, reduce length of stay in placement for the youth, minimize confusion for the family about the two systems, reduce duplication of services, and reduce the likelihood of triangulation.

What They Learned: The team found the process to be helpful for the participating workers. The team's initial concerns about working with the family were not realized, and the parents provided valuable information and were dedicated to working with the system. As a result, the team began to use this type of staffing and treatment planning with youth placed in group care settings.

Georgetown County

The goal of Georgetown County's practice change was to identify alternatives to incarceration for crossover youth who had been detained. The test aimed to work intensely with crossover youth, their families, and all relevant providers as soon as a youth was detained in order to identify placement options and other resources that would enable the youth to remain in the community. At the time a youth was charged, the department of juvenile justice case manager would contact the department of social services case manager to determine if the youth had a history or current case with the child welfare system. If the youth was confirmed to have a case with social services, the two agencies worked collaboratively to identify available resources. This included engaging family and other community resources for placement and other services.

What They Learned: Identifying alternative placement options early in the case and engaging multiple partners in the process, including the family, improved outcomes for crossover youth and create greater efficiencies in the system.

King County

To improve the service planning process, King County tested the utility of a shared case plan meeting within 30 days of agencies learning that a youth had crossed over. The goal of the test was to provide consist case planning and treatment and to engage all participants—including youth, parents, and school representatives—from the onset of the case-planning process. The agencies agreed to use templates that child welfare had previously established to document the meeting. The juvenile justice system noted the case plan in its risk assessment documentation.

What They Learned: The shared case plan meeting aided in the collaboration of the two systems and eliminated duplication of efforts and services for youth who crossed over. After several successful cycles of the PDSA, training was conducted for additional supervisors and workers to spread use of the practice beyond the initial target area.

Los Angeles County

For crossover youth entering a camp placement, the Los Angeles County team conducted a face-to-face post-disposition Multidisciplinary Team (MDT) meeting to coordinate case planning and transition the youth to the camp setting. This meeting ensured a connection between the camp's caseworker and the child welfare social worker and occurred within 72 hours of placement to guarantee timely planning for the youth and family. A number of workers and service providers, along with the youth, were present at the meeting to discuss the youth's behavior, educational progress, treatment services, and planning for post-camp placement and transitional services. Following the meeting, the two primary workers representing juvenile justice and child welfare were tasked with developing a case plan with the input of the youth and family.

What They Learned: Although the meeting was found to be helpful, expectations of the team members became unclear, especially as the PDSA continued to be cycled. Additionally, conflicting court orders from the dependency and delinquency courts were issued. This led the team to alter the PDSA as it continued through various cycles. To date, the team is continuing to learn and grow from this test of change. However, the process has highlighted some of the challenges of collaborating between two systems and prompted changes in practice throughout the various cycles.

Miami-Dade County

The Miami-Dade County team tested the effectiveness of conducting joint case-planning meetings to ensure cross-system collaboration and to blend the resources of the dependency and delinquency systems in order to achieve the most effective service delivery. The joint meetings included all caseworkers, attorneys, and service providers.

What They Learned: The major challenge identified during the cycles of the PDSA was scheduling, due to the large number of people in attendance. Therefore, the team created a pre-set schedule to ensure that everyone could participate. This schedule included dates for submitting reports and other materials to be shared with the team so that everyone was informed about the status of each case prior to the meeting. The test of change was found to be effective and is being spread beyond the original target population.

Component 5: Shared Case Management, Decision Making, and Community Service Utilization

This component focuses on how case-related decisions are made; ensuring that front-line practices are strength-based, family-centered, and community-connected; and that community providers and stakeholders are active in the design and execution of systems programs. Component 5 also highlights the importance of making case-related decisions with full transparency to ensure that services are customized based on the needs of the youth and family and that the level of intrusion is minimized. Connecting the community to this work is essential because the community serves as a support prior to and after agency involvement with the youth and family. This same premise applies to family members and other people necessary to the decision-making process.

Table 12 lists all of the PDSAs, or tests of change, that were conducted as part of this component area. Two of these PDSAs, which are described in more detail below, were found by the participating jurisdictions to have highly influenced practice changes and outcomes for the target population.

Table 12: Component 5 Tested Strategies

Jurisdiction	PDSA
Denver	Conduct routine joint staffings on crossover youth in residential placements.
Denver	Conduct family meetings during evening hours in a community setting to increase parental engagement and provide families with information on community resources.
King County	Provide a system educator to families of crossover youth.
Los Angeles County	Employ an education mentor to increase the reading, writing, and math competency of crossover youth.

Denver

Denver conducted its PDSA to ensure that agencies actively planned for the discharge of crossover youth from residential placement. Staff from each department coordinated the schedule weeks in advance to ensure that all persons associated with the case—including parents and families—were available to participate in the staffing of the case.

What They Learned: As a result of this small test of change, the relationship between the departments improved significantly. The systems worked collaboratively to solve issues prior to discharge so no delays were experienced. The process allowed for a stronger multidisciplinary approach to the case-planning and decision-making process and gave each agency an increased awareness of the other's mandates. It also decreased the length of stay in residential placement for crossover youth and improved the coordination of after-care services.

Los Angeles County

The Los Angeles team employed education mentors to work with youth on an individual basis in order to address the education deficits that research has shown to be emblematic of the crossover youth experience. These education mentors were not only academic tutors, but were also invested in building a positive relationship.

What They Learned: The initial cycle of the PDSA found that the youth was resistant to studying academic subjects and needed to develop the relationship with the mentor. Over several cycles of the PDSA, as the tutor-youth relationship grew, the youth became more willing to work on reading, writing, and math skills and, over time, requested books to read and became very engaged in the learning process. The mentor worked with the youth through several placement transitions, providing a consistent level of support that would otherwise have been missing. This PDSA also highlighted the need to provide academic support to foster families, as they were often unable to fully support the youth in this area.

Component 6: Effective Use of Blended Resources

This component focuses on the strength of pooling services and resources—including funding, staff, and ancillary resources—within a cross-system framework. Much more can be accomplished when two systems embodying the same principles and values come together around a target population.

Table 13 lists all of the PDSAs, or tests of change, that were conducted as part of this component area. Two of these PDSAs, described in more detail below, highlight the broader cross-system engagement that is needed to improve outcomes for the target population.

Table 13: Component 6 Tested Strategies

Jurisdiction	PDSA
Denver	Use a specific child welfare staffing process to identify juvenile justice resources to ensure cost sharing and expand services for to crossover youth to allow them to remain at home.
Georgetown County	Create a mechanism that allows community agencies to convene and identify and share resources for both crossover youth and youth served individually by the juvenile justice or child welfare systems.
King County	Develop a protocol that gives child welfare social workers immediate access to recently detained youth to reduce their stay in detention facilities and expedite permanency.
King County	Provide social workers with more placement planning time and allow youth released from detention to be transported to the child welfare office via cab.
Woodbury County	Maximize the use of community services and other resources to aid families in becoming self-sufficient and improve communication with the child welfare and juvenile justice systems.
Woodbury County	Conduct a short assessment of youth who are at the point of crossing over.

Georgetown County

To increase access to and engagement of community resources and identify additional ways in which the child welfare and juvenile justice agencies could pool their resources, the Georgetown County team tested the use of a Community-Based Juvenile Justice Round Table. This consisted of community partners and government agency representatives meeting to discuss programs and supports.

What They Learned: The team found the Round Table meetings to be an effective way for agency personnel and service providers to work collaboratively to identify and refer families to evidence-based treatment services. It also offered families the opportunity to select those services that best met their needs.

Woodbury County

Recognizing that assessing a youth early in the life of a crossover case is key to rapid access to services, Woodbury County used a short version of an existing assessment at the point a youth crossed over from child welfare to juvenile justice. The assessment, which a social worker and juvenile court officer conducted jointly, identified the youth's current risk level and, based on the findings, the services needed. The initial assessment also provided information about the need for a multidisciplinary team meeting or a family team meeting.

What They Learned: Conducting an initial assessment early in the case allowed the juvenile justice and child welfare agencies to collaborate immediately. A validated risk assessment allowed the sites to provide services based on real versus perceived need from the onset of the case.

In summary, this review of PDSAs, though not an exhaustive description of the 64 new practices that were tested in the BSC, does provide a vivid picture of the unique and varied ways that teams sought to change practices and improve outcomes for crossover youth and their families. Many of the PDSAs have since been spread across the jurisdictions and have become the norm for how social workers and probation officers practice.

SECTION EIGHT:

Measurement and Data

Data collection is an essential component of any type of research study. One advantage of the BSC methodology is that it allows for a change in practice to be studied in a small sample of cases in order to determine whether it should be rolled out to the larger population. Using data to assess the impact of the change in practice helps guide this iterative change process: if the outcomes are positive, it is reasonable to expand or continue the test; otherwise, refinement steps are warranted, or the test of change could simply be abandoned. In the BSC model for improvement, data are collected not for research, but solely for the improvement of practice. Assessing the data in small samples, allows the impact of the practice change on the target population to be recognized immediately. In traditional reform efforts, the impact is not measured—and recognized—until after it is fully implemented. Additionally, the BSC approach allows sites to react to and respond accordingly to any unexpected results caused by the test.

The emphasis on data collection in this BSC comes from the need to make system program and policy decisions based on data and not anecdotes. Agency leaders and systems as a whole are increasingly making data-informed decisions at all levels of practice. The BSC contains measures to help identify trends in both the target population and the general population of each participating system.

Creating Site-Based Measurement

At the beginning of the BSC, each of the sites identified a distinct set of measures to collect for the target population. The categories included, but were not limited to, the following:

- Measures of child well-being;
- Measures of enhanced interagency collaboration;
- Measures of workers' understanding of and ability to do cross-system assessment and case planning;
- Measures of cross-system data collection and funding;
- Measures of the engagement of families in the case-planning and decision-making process.

Early in the BSC process, it became clear that the measures would not fully capture the changes being sought within the target population. To address this problem, the BSC faculty and representatives from the sites created a set of measures that would reflect the data capacity of each system and the changes in the population the BSC methodology sought to achieve. The revised set of measures is summarized in Table 14.

Table 14: Juvenile Justice and Child Welfare BSC Measures

Categories
Number or percentage of youth within the target site (overall gender, race or ethnicity, age). This measure comes from the most recent census data available.
Number or percentage of youth in the child welfare system (referrals, types of placements, types of current living situation, types of permanency goals, emancipation). These measures come from all open cases in each jurisdiction's child welfare system on the date of the count.

Categories

Number or percentage of youth in the juvenile justice system (referrals, arrests, complaints, pre-adjudication detention, diversion or informal adjustments, petition to delinquency court, disposition types). These measures come from each jurisdiction's open juvenile justice cases on the date of the count.

Number or percentage of crossover youth (target population) reported monthly:

- Number of youth (individuals) that fit the definition;
- Pre-adjudication, dropped charges, diversion or informal adjustments, petition to delinquency court, types of dispositions, types of current living arrangement, child welfare permanency goals for youth at the time of juvenile justice disposition;
- Number or percentage of crossover youth who emancipated or aged out of the child welfare system;
- Number of crossover juveniles who re-offended.

Target Populations

Within each target site, jurisdictions identified a target population that represented a small subset of the youth and families with whom the proposed practice changes were to be tested. As illustrated in Table 15, the target populations varied significantly across the seven jurisdictions, but consisted of youth ages 10 through 18. The numbers represented in Table 15 were reported in January 2009 as baseline measures.

Table 15: Definition and Size of the Participating Jurisdictions' Target Populations*

Sites	Target Population	Size
Baltimore City	Dually-involved (DJS and DSS) youth with active cases in a department of social services (DSS) unit.	6 youth
Denver	Youth in probation who are at risk or in placement with the child welfare system.	149 youth
Georgetown County	Open child welfare cases with a history with the department of juvenile justice.	4 youth
King County	Youth in the child welfare system placed on probation and youth on probation who become state dependent (Kent region).	8 youth
Los Angeles County	Welfare and Institutions Code (WIC) Section 241.1 Multidisciplinary Team (MDT) Youth in Los Angeles County.	13 youth
Miami-Dade County	Youth with open dependency and delinquency cases placed in a Center for Family and Child Enrichment–contracted group home, the Walker Home.	6 youth
Woodbury County	Woodbury County youth who have had criminal complaints made against them and who have a Child in Need of Assistance petition filed with the court.	9 youth

*Baltimore City, Georgetown County, and Miami-Dade County selected a specific group of youths and retained them rather than accruing cases over the course of the project; hence their low numbers.

Changes in Numbers (Baseline vs. Post-BSC)

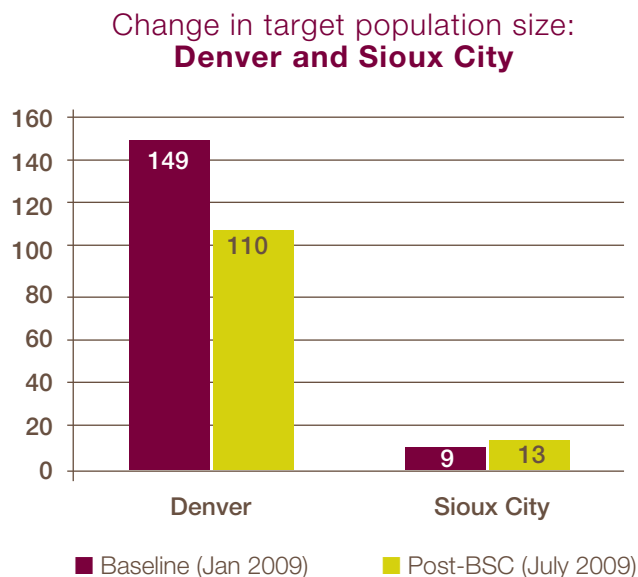
Starting in January 2009, participating jurisdictions were required to report their measures for the crossover population in their target area on a monthly basis. An initial set of baseline measures was collected in January and again in July that included, but was not limited to, the overall population of youth in the target site, the number of open child welfare cases in the target site, and the number of open juvenile justice cases in the target site. Table 16 outlines these data for the seven sites as well as the gender variance in their crossover population. The table reflects a sample of data reported in January 2009 as the initial baseline measures and serves as a snapshot of the data points previously referenced.

Table 16: General Population of Youth Ages 10 Through 18; Initial Baseline Child Welfare and Juvenile Justice Data; and Crossover Youth Percentages by Gender from January to July 2009

	General Population	Child Welfare	Juvenile Justice	Crossover Female	Crossover Male
Baltimore City	183,893	5,897	1738	0%	100%
Denver	56,186	1,595	1,213	27%	73%
Georgetown County	5,550	31	8	37%	63%
King County	45,836	98	196	35%	65%
Los Angeles County	2,907,225	16,843	23,971	35%	65%
Miami-Dade County	253,273	-----	----	12%	88%
Woodbury County	12,555	739	228	45%	55%

Comparison between the January and June/July 2009 numbers reveals the level of change that occurred in each of the seven jurisdictions. Changes in the crossover youth population for Denver and Sioux City (Woodbury County), as shown in Figure 2, illustrates the variation in the results observed in this BSC, which is a reduction in the number of crossover youth in some jurisdictions and an increase in the number in other jurisdictions.

Figure 2: Crossover Youth Population in Denver and Sioux City



Other findings in the final measures included:

- Females were underrepresented in all populations, but were overrepresented in the crossover population when compared to the child welfare and juvenile justice systems alone.
- African-American youth were overrepresented in all populations, but their overrepresentation was higher in the crossover population, except in Sioux City where they were underrepresented.
- Compared to the general population, Latino youth were underrepresented, except in Sioux City (Woodbury County) and King County where they were overrepresented in the child welfare and crossover populations.
- In Los Angeles County, 35 percent; in Miami-Dade County, 33 percent; and in Georgetown County; 33 percent of crossover youth had an active permanency goal of reunification.
- Approximately 83 percent of the target population in Baltimore City had a reunification goal of guardianship.
- Denver had a 26 percent reduction in its crossover population.

Other categories of measures revealed that in Sioux City, crossover youth were less likely to go to congregate care and more likely to go to kin/relative care or foster care. In many of the jurisdictions, the measures revealed an increase in the percentage of crossover youth whose permanency plan was to remain at home.

Reporting cross-systems data was a challenging and daunting task. Several of the jurisdictions relied on manual data counts or worked to create a separate database that received information from the two participating systems. This reinforces the need for jurisdictions to improve their ability to capture and track cross-systems data to better address the needs of crossover youth.

Tools to Aid with Measurement Collection

Jurisdictions were able to take advantage of many resources and tools available to assist with their data collection and reporting. These included consultations with the BSC faculty, the adaptation or creation of special tools, and group access to a web-based extranet site.

The BSC also provided technical assistance to the jurisdictions, including conference calls, learning session presentations, and breakout sessions on data issues, as the need arose. When necessary, jurisdictions also received assistance with monthly data reports and with uploading data onto the extranet.

To measure the effectiveness of the PDSAs implemented by the participating jurisdictions, the BSC created a survey tool to assess interagency collaboration, workers' understanding of the practice change, and the belief among families and youth that the systems were improving. The survey was administered to all parties involved in a PDSA, who appreciated the resulting information. Line workers, some of whom used a print version on their visits to homes and service centers, found it especially useful. The value of the survey was diminished, however, by the lack of time line workers had to report their findings on the extranet and share them with the collaborative. An example of the survey tool appears in Appendix E.

Casey Family Programs made the extranet, a private network with access over the Internet for secure file sharing, for use in the BSC. The extranet served as a repository for all documents and information produced over the course of the BSC by supporting file sharing and allowing participating team members to view one another's data and PDSA information. Each team was given a folder in which they could upload documents such as agreements, policy statements, brochures, tools, and manuals, which other sites could view and adapt for their own use. The extranet also contained a list of all PDSAs being conducted, and teams could insert specific information related to the test of change, the outcome, and refinements made as a result of the test. This allowed everyone in the collaborative to see the status of each jurisdiction's work, including test results. The extranet also functioned as a discussion board where team members could post questions, comments, and responses directed to one another as well as engage the BSC faculty with practice questions as they arose.

Lessons Learned

The BSC faculty attempted to make data and measurement useful and meaningful to the work at each site. However, data collection proved challenging for several of the sites due to the lack of an integrated information system and the inability to transfer data electronically. Incongruities in some child welfare and juvenile justice agencies' information systems contributed to the difficulties, requiring data from various sources to be merged into yet a third database for reporting. Before undertaking cross-systems work, we recommend that jurisdictions seek approval for data access and attempt to develop the capacity to share data sets electronically.

Because the BSC methodology supports small tests of change, each site was required to identify a small population of youth with whom to work closely and that could grow over time as the practice changes spread and impacted a larger portion of the target site. In this regard, the initial target population would serve as the starting place for each PDSA throughout the BSC. Some jurisdictions selected groups of youth served by a particular unit or in a smaller physical setting while others selected larger geographic regions or service areas. This created a significant variance in the size of the target populations and made it challenging to compare the

numbers—especially among jurisdictions that selected target populations of less than a dozen youth. We therefore also recommended, when doing cross-systems work, to give sites more specific criteria with which to identify their target population, including a minimum size.

Another lesson learned is the importance of having clear and succinct guidelines for data reporting. We therefore recommended that each site be required to have either a dedicated data representative or a data subcommittee comprised of persons from each of the participating agencies. This requirement would help ensure the consistency and validity of the data collection and reporting process.

National trends point toward more cross-systems work, which will require more collaborative data collection among systems of care. This kind of cross-system data sharing will support enhanced joint case planning and contribute to improved outcomes for children and youth.

SECTION NINE:

Shifting the Paradigm:

How the Child Welfare and Juvenile Justice Systems Addressed the Needs of Crossover Youth

The BSC uses a very different structure and approach than other reform initiatives. The focus on small and rapid tests of change, ongoing study, and “ground up” systems change makes it highly effective as a method for organizational change. Many key factors play into a site’s ability to effectively make use of this process, and many key changes in organizational principles and culture occur as a result of participating in this work. Many of the tenets outlined below were key to each site’s success in the BSC and are applicable when embarking on any type of system reform.

Creating a Core Team

It is vitally important to have a knowledgeable and reliable group of individuals managing the work of the BSC. This core team must reflect every aspect of the two systems participating in the reform effort in order to address all of the issues related to crossover youth. One of the key principles of the collaborative is that every member of the team has equal standing, making the voice of the youth or line worker, for example, as powerful as that of every other team member. A second key principle is having senior leaders who can identify the right staff to participate and who are dedicated to making the collaborative succeed. Senior leaders must support the work of the collaborative by ensuring that the core team members have the authority to move forward on practice and policy changes. The breadth of experience the diverse team members bring to the work will result in a myriad of practice changes proposed, tested, and spread.

Engaging Family and Youth

All sites were required to have a youth and parent as part of the core team as well as faculty members specializing in family and youth issues. In this work, the thoughts, ideas, and opinions of a family member are given as much weight and consideration as that of the agency director. For many agency staff, having parents and youth at the table is common practice, but giving them the latitude to test practice changes and talk openly and honestly about the changes that need to be made in the system is often uncomfortable. This level of family and youth engagement, however, is necessary to system reform and teams received technical assistance on engagement strategies to support this process. The collaborative sought to create an environment that supported the role of parents and youth in the work and increased their capacity as advocates. Many of the parents that participated in this BSC asserted without reservation that they were treated no differently than any other member of the team. Although many of the teams successfully engaged parents and youth, others struggled; in both instances, however, all of the teams maintained their commitment to working with their family and youth members.

Assessing Site Readiness

Prior to participating in the BSC, each site had to assess its ability and desire to focus on the crossover population. Serving in the collaborative requires each site to understand its capacity to make change as the model dictates. It also requires sites to understand any legal barriers that exist (real or perceived) to implementing change. Therefore, it is incumbent upon sites to assess their level of readiness and understand the real and practical implications, as well as the perceived limitations, of their ability to fully participate in the system reform effort.



Community is where our families come from and will return to so they must be part of the conversation.

-Child Welfare Line Worker, Denver



Making Practice Changes from the Bottom Up

Enabling front line staff to be fully engaged in the system reform effort creates a sense of cohesion between leadership and the line. The sense of empowerment and ownership in the work often results in a greater willingness on the part of front line staff to embrace the changes in practice. This is particularly true with changes that start at the line level and are recommended by front line staff and managers to agency leaders for broader implementation.

Engaging Community Partners

It is imperative that community partners involved with the target population play an active role in the system reform process. In fact, in most instances, families are more likely to engage with community partners and feel more comfortable working with them than with agency staff. It is also likely that community partners will remain engaged in the lives of client families longer than most government agencies.

Additional Changes Made as a Result of the BSC

All of the sites in the BSC tested a significant number of PDSAs and moved many of them to broader implementation. The teams also saw other improvements in practice as a result of the concentrated focus on the crossover youth population. The following is a list of some of the changes that occurred within or beyond the realm of the methodology within the sites:

1. Recognizing the need to involve parents and youth as partners and decision makers in all aspects of the system;
2. Creating a designated unit in the detention facility specifically for crossover youth and engaging youth in developing of all aspects of the unit;
3. Defining practice principles to guide all work related to crossover youth;
4. Legislation that ensures information sharing between agencies;
5. Use of the BSC methodology in other initiatives;
6. Engaging parents in a meaningful way;
7. Include other child serving agencies in cross-systems training;
8. Refocusing all aspects of work to ensure it is family-centered and client-driven;
9. Surveying parents and youth throughout the system to determine what changes are needed in how the systems serve crossover youth;
10. Creating opportunities to build relationships with neighboring counties to move practice changes to other regions;
11. Creating a cross-training module for all new employees;
12. Identifying and sharing evidence-based practices to better serve crossover youth;
13. Identification of group home facilities with a high incidence of using law enforcement as a form of intervention for managing the behavior of youth; then setting a goal to reduce this practice through training and contract changes.

SECTION TEN:

How the BSC Led to Larger Systems Change

and the Development of the Crossover Youth Practice Model

The BSC impacted the target population as well as the target site in many meaningful ways by bringing together a group of people who were able to engineer significant changes within their child welfare and juvenile justice systems—changes that are being institutionalized and that will improve the outcomes for crossover youth and their families. Although the BSC mandates that a site start small, the progression is to implement successful ideas on a larger scale. Based on what each site has accomplished during its work with CJJR, it is safe to suggest that each is now better prepared to implement broader, more holistic reforms that focus on crossover youth.

As the convener of this work, Georgetown University's Center for Juvenile Justice Reform has also learned a great deal, much of which is captured in this report. We were fortunate to work with seven communities and a cadre of committed team members who recognized the necessity to better address the needs of crossover youth. As a result, CJJR and its consultants have created the Crossover Youth Practice Model based on information gleaned from the BSC, the research literature on crossover youth, and the input of BSC team participants. This practice model describes significant cross-system reforms that jurisdictions can implement widely to improve outcomes for crossover youth.

The model is an organizational road map that dictates practices that will improve outcomes for crossover youth, from case opening to case closing. It further identifies system responses that, if employed, will help prevent youth from crossing over and penetrating more deeply into the system. The practice model will provide those communities and others with the opportunity to implement broader cross-systems reform and achieve the better outcomes we all desire. We appreciate the efforts that these communities began in the BSC and look forward to partnering with them in the continuation of that work in the years to come.

References

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 the University of Chicago.

Georgetown University: Center for Juvenile Justice Reform & Casey Family Programs. (2010). *Crossover Youth Practice Model*. Washington, DC.

Halemba, G., & Lord, R. (2005). Effectively intervening with dual jurisdiction youth in Ohio. *Children, Families, and the Courts, Ohio Bulletin*, 2: 1-28.

Halemba, G.J., Siegel, G., Lord, R.D. & Zawacki, S. (2004, November 30). *Arizona dual jurisdiction study: Final report*. Pittsburgh, PA: National Center for Juvenile Justice.

Herz, D.C. & Ryan, J.P. (2008). *Exploring the characteristics and outcomes of 241.1 youths in Los Angeles County*. San Francisco, CA: California Courts, The Administrative Office of the Courts.

Smith, C., & Thornberry, T.P. (1995). *The relationship between childhood maltreatment and adolescent involvement in delinquency*. *Criminology*, 33: 451-461.

Widom, C.S. (1989). Child abuse, neglect, and violent criminal behavior. *Criminology*, 27: 251-271.

Appendix A

Certificate Program/ Breakthrough Series Collaborative

Application: Part 1–Written Questions

Please use the following guidelines while developing your application materials:

- Create a separate section to respond to each item below, in order.
- Be sure to identify and label your responses to each item as you develop your application document.
- Adhere to the maximum number of pages allotted for each of the two sections below.
- Include page numbers in your application document.
- Required font size is Arial 11 point in Microsoft Word format, single-spaced, not to exceed 12 pages, including addenda.

Part I. Agency and Community Readiness (Please do not exceed 10 printed pages.)

1. Briefly describe both the juvenile justice and child welfare agencies in your jurisdiction (including type of organization, size, client population, county-administered/state-administered, tribal). Please note any jurisdictional incongruities between the two agencies (for example, the juvenile justice system in one state may be state-administered and the child welfare system may be county-administered, or the child welfare system may have been privatized).
2. Why do you consider the issue of crossover and dual system-involved youth and their families important in your jurisdiction?
3. What factors contribute to increased delinquency among maltreated or neglected children in your jurisdiction?
4. Name up to four key barriers or challenges the agencies face with regard to these contributing factors and for plans to treat and provide services for crossover or dual system-involved youth and their families in your jurisdiction.
5. In the past two years, what specific actions have your agencies taken to address these barriers and challenges to changing patterns of abuse/neglect and delinquency of youth in your jurisdiction?
6. In the above efforts, what has been most successful? What has been least successful? Why?
7. Identify the types of data each agency collects that indicate that the prevalence and processing of crossover or dual system-involved youth and their families is a major issue for your jurisdiction.
8. What does the agency hope to achieve by participating in this CP/BSC? Please be as specific as possible.

Part II. CP/BSC Participant Composition (Please do not exceed 2 printed pages.)

9. Who will comprise the Senior Leaders Team leading the overall effort in this CP/BSC? Please include the names, titles, and a brief description of these leaders' demonstrated commitment to these issues.
10. Who are the proposed day-to-day managers for this CP/BSC? Please include the names, titles, and a brief description of their demonstrated commitment to these issues.
11. Describe the proposed membership of the Core Team. Please include the role each person is expected to play and indicate the ways in which they might contribute to the team's success (day-to-day managers, agency staff, foster/kinship caregiver, young

person, judicial system representative, legislative representative, data expert, etc.). If the child welfare system has been privatized, it will be imperative that the community provider plays a significant role in the core team. Also indicate if the proposed team members will be based in the target site.

12. Describe the types of organizational representatives and community members you would like to see included on your Extended Community Team. Please explain the rationale for this team's composition and how the team's membership will be selected.
13. Identify your potential target site and describe how it will meet the criteria described on pages 19–20 of this application packet.

Additional Information to Be Submitted with This Application

Please provide the following information:

- Full names of the agencies submitting this application;
- Names of primary authors of this application (should be a collaborative effort between juvenile justice and child welfare leaders);
- Authors' titles;
- Authors' telephone numbers;
- Authors' email addresses;
- Names of other individuals involved in completing this application;
- Signatures of senior leaders from both juvenile justice and child welfare agencies (heads of agencies).

Appendix B

Certificate Program/ Breakthrough Series Collaborative

Application: Part II–Scenario Demonstration

The Scenario Demonstrations will be conducted via telephone over the period of May 20–21, 2008. The calls are expected to be last about one hour. We strongly suggest that the senior leaders, day-to-day managers, and other proposed key team members and community figures participate in this call. During the call, teams will be asked to respond to each of the four scenarios presented below.

Scenario Demonstration 1 – Effective Relationship Building

Changing the dynamics between the child welfare and juvenile justice systems requires a commitment to relationship building and the tenacity to work through the issues. Please describe efforts that you have made in the past to change the patterns of interaction to improve outcomes for children involved in both systems. What lessons did you learn from that process? How will those lessons help you move forward?

Scenario Demonstration 2 – System Change

In many agencies, changes often occur or are achieved using a “top down” approach. Please provide examples of changes that your agencies achieved using a “bottom up” approach. Please include the strategies used to communicate the change and to obtain the buy-in of leadership, management, and line staff. Would you change this approach in the future? Why or why not?

Scenario Demonstration 3 – Use of Data as a Teaching Tool

Please describe the steps your agencies have taken to enable the collection of data on patterns of delinquency of abused or neglected youth. What specific barriers have your agencies faced in obtaining these types of data? Please describe one example of how you attempted to overcome a barrier to collecting data. Please describe up to three examples of how your agencies use data to raise questions, inform decisions, and/or change policies and practices.

Scenario Demonstration 4 – Role of Families and Young People in Agency System Improvement

Best practice requires understanding how to engage constituents in the process of service delivery and, ultimately, system design. Please describe a specific way in which the perspectives shared by young people, families, relatives, and foster parents served by the child welfare and juvenile justice systems informed policy or practice within your agency. In what ways has this inclusive process been valuable to your agencies? What have you learned from this process, and how has that changed your approach currently and for the future?

Appendix C

Change Package Philosophy

Values and Principles

The work of this collaborative will be rooted in key foundational principles. These principles express the overarching values that must guide all policies, programs, practices, services, and supports for children, youth, and families. They are:

1. The most desirable place for children to grow up is in their own safe, nurturing, and caring families. As such, the goal of improving interventions for crossover youth and their families is to prevent institutionalization of children and, to the extent possible while ensuring public safety, keep them with their families and in their communities.
2. The purpose of child-serving systems is to understand and meet children's unique needs.
 - o Children need to be treated differently from adults in systems of care, and appropriate treatment strategies should be defined within a framework of child development.
 - o There is a belief among juvenile justice and child welfare professionals, the courts, and their community and tribal partners that it is possible to change the dominant trajectory of maltreated or neglected children into delinquency.
 - o Children and families have strengths, and we need to learn about these strengths in order to effectively meet their needs.
 - o The victim/predator dichotomy is not a helpful construct in serving children.
 - o Every child has potential and is best served according to each individual's history and experiences.
3. An integrated and collaborative approach among juvenile justice, child welfare, the courts, and their other system partners is the best way to meet the needs of crossover children and their families.
4. The intentional and meaningful involvement of families and children in policy and practice development, service planning and delivery, evaluation, and oversight is fundamental to system success.
5. Delivery of services to children and their families honors and respects the beliefs, values, and family practices of different cultural, racial, religious, and ethnic groups.
 - o We actively seek to eliminate disproportionate and disparate need for access to, utilization of, and/or quality of services received by children of color.
6. Prevention of further delinquency, maltreatment, or neglect is a priority for children, their siblings, and other family members already known to systems.
7. The benefits of sharing power and "turf" information and resources across agencies promote good stewardship and far outweigh the difficulties inherent in such integration.
8. All children receive equal protections and access to services regardless of jurisdiction.
 - o Partnerships with the diverse communities and tribes in which children and families live are essential to increase safety, reduce the potential risk of maltreatment to children, and decrease their entry into the juvenile justice system.

9. The knowledge, skill, and capacity of individuals doing the work and of children and families served by the system are vital to effective service delivery.
10. Data and evidence and a common set of outcomes inform and drive the development and use of services.
 - o Effective investment in culturally and gender appropriate resources are the result of sound research and evidence.
 - o We learn from, and our work is informed by, both the resiliency of children who do not cross over and those who do.

Appendix D

Change Package Components

The ten key values and principles can be translated into practice through six components. The work of each component should reflect the core values the key principles define and the best practice for an integrated system of care among juvenile justice, child welfare, and community partners. We expect that participating jurisdictions may already have several of these components in place. In order to develop an effective and integrated system of assessment, case management, and treatment plans for dual system-involved youth, teams will need to test strategies and enhance practices in every component area.

Component 1: Measurable Systems of Agency/Interagency, Court, and Community Accountability

- A shared set of beliefs exists about the joint responsibility in serving crossover youth. This has been developed through honest and forthright conversations among system leaders, staff, and community partners, including educators and behavioral health and substance abuse personnel.
- A memorandum of agreement exists for child welfare and juvenile justice systems, the courts, and their community partners that describes common goals, establishes a systemic understanding of crossover youth, and clearly outlines the roles and responsibilities of each entity for sharing information and coordinating services.
- Community partners and tribes are invited, included, and given meaningful roles in the design, selection, and evaluation of programs, policies, and services related to building an integrated system of service delivery for crossover youth and their families.
- Judges are aware of crossover cases and calendar these cases appropriately, including establishing one family-one judge guidelines, dedicated dockets, and continuity of counsel.
- Interagency planning and coordination meetings ensure ongoing communication and coordination among the child welfare agency, the juvenile justice system, and the courts, thereby facilitating cooperation in support of crossover youth and their families.
- Police, probation officers, judges, child welfare workers, attorneys, institutional corrections staff, community partners, and tribes receive cross training to increase familiarity with one another's policies and develop relationships that support shared responsibility and services for crossover youth.
- Common outcome measures have been designed to assess success across systems (e.g., academic success, medical and behavioral health care continuity, development of life skills).
- The tools and processes used to evaluate cross-system policies result in agency staff working with families in a racially and culturally sensitive, unbiased, and equitable manner.

Component 2: Active Engagement of Family and Youth in Planning and Decision Making

- Children and their families are actively and authentically engaged in the design and evaluation of the integrated system of services and supports.
- Families, children, and their identified informal/natural supports are actively engaged in the assessment, case-planning, case plan review, and decision-making processes and in the evaluation of the efficacy of services delivered.

- Children and their families are informed of their rights and intentionally prepared to participate in the assessment, case planning, court proceedings, and other decision-making processes.
- Clear information about agency and family roles and responsibilities is shared openly and agreed upon during the cross-system team meeting process.
- Explicit mechanisms are in place to assess the satisfaction of children and families with the service delivery process and to disseminate learnings throughout the jurisdiction.

Component 3: Integrated System of Information Compilation and Sharing

- An integrated information system exists with the following capacities:
- Provides a master ID number to identify children involved in multiple systems;
- Allows access at multiple levels (administrators, supervisors, and workers);
- Allows outcome data to be captured and analyzed in an organized manner.
- Processes are in place to actively mine data that help staff understand the populations that cross systems, including the disproportionate representation of children and families of color.
- Staff and stakeholders are trained to read and interpret these data and to use data in their day-to-day work. Open forums are held to discuss the meaning of these data and what they say about the cross-system integrated performance.
- Cross-training programs for agency staff, professionals, volunteers, and system partners (both formal and informal) focus on understanding the data and gathering evidence on what causes children to cross over into another system.
- Staff has access to a resource guide for information sharing that provides instruction on legal, policy, and practice matters concerning the exchange of case-related information necessary for joint case assessment, planning, and integrated service delivery. The guide dispels common myths that restrict the flow of important information while at the same time safeguards issues of privacy.
- Information sharing tools are developed for effective joint case planning and case management (i.e., single release of information for multiple systems, information sharing technology across systems, inventory of documents needed at each decision-making point).

Component 4: Shared Approach to Prevention, Identification, Assessment, and Case Plan Development Within and Across Systems

- A practice model exists that includes the following:
 - Early identification of crossover youth;
 - A unified assessment;
 - Coordinated case planning and case plan review.
- Mechanisms, including multidisciplinary teams, specialized case management, supervision units, and common assessment and case-planning tools, are in place for the identification, ongoing assessment, and case-planning processes for crossover youth.
- The assessment process evaluates the educational, developmental, medical, and behavioral health needs of youth.

- Assessment tools and accompanying processes result in workers assessing families in a racially and culturally sensitive, unbiased, and equitable manner.
- The assessment process integrates knowledge about race, culture, and ethnicity as part of understanding family dynamics and family decision-making processes, and applies this knowledge to case plan development.
- Specific strategies—including identifying and providing support for younger siblings of high-risk youth—are in place to prevent children from penetrating deeper into the child welfare, mental health, and juvenile justice systems.

Component 5: Shared Case Management, Decision Making, and Use of Community Services

- Sound clinical practices result in optimal child and community safety. These practices are child-focused, strengths-based, family-centered, and community-connected. Such practices are rooted in evidence-informed, promising, and emerging practices, as well as individual and institutional practice wisdom.
- Case decisions are transparent, open, and grounded in the comprehensive, specialized, and integrated tools that are used to gather and assess information.
- Specific interventions are used to reduce detention bias for children in foster care (i.e., formal delinquency notification protocols to increase the appearance rate of child welfare representatives at detention hearings, joint pre-hearing conferences, joint court orders and court reports, probation/child welfare liaisons, continuity of counsel, the presence of translators for non-English speaking foster families or kin, maintaining the foster care bed while a child is in detention).
- Supervisory and line staff are well versed in their roles and legally mandated responsibilities regarding working in partnership with other agencies and with community partners.
- Services are customized to meet the needs of the individual child/youth and family in response to assessment and continuous reassessment (i.e., gender-specific programs, services that support sexual orientation, treatment for mental health and substance abuse, educational assessments, transitional services, and mentoring).
- Services are provided in ways that engage families and their natural, self-identified supports in the least intrusive ways possible.
- Staff recognize the individual, systemic, and societal factors related to case decisions that result in disproportionate and disparate outcomes for children of color and mitigate those factors by employing culturally responsive practices and approaches.
- When necessary, crossover youth have access to placement options—such as kinship care, foster family care, group care, and structured therapeutic living arrangements—so that youth are not placed in detention or jail when not indicated.
- Case workers reinforce the understanding and commitment of kin, foster families, or other alternate caregivers to serving as a “release resource” for youth leaving detention and returning to foster care.
- The child welfare system keeps cases open when youth are arrested and adjudicated under either juvenile or criminal court.

Component 6: Effective Use of Blended Resources

- Interagency agreements exist to guide the pooling of funds for crossover youth and their families.
- Services, service providers, and funding sources that cross both systems are identified and used in cross-system planning.
- Families, youth, and staff are engaged in identifying the criteria necessary for quality services.
- Reinvestment strategies result in increased resources dedicated to prevention or early intervention for children entering the child welfare and juvenile justice systems.
- Services and supports for crossover youth are located in the same place to enhance ease of access.
- Narrow eligibility requirements and other rules that restrict how groups can spend funding are removed and decategorized.

Appendix E

PDSA Survey Tool

Category	Parents/Caregiver/ Youth	Workers	Community	Judges	Attorneys
Understanding Systems	As a result of this process, I have a better understanding of the child welfare and/or juvenile justice systems and how they work together.	As a result of this process, I have a better understanding of how the child welfare and/or juvenile justice systems can work together to serve youth and families.	As a result of this process, I have a better understanding of how the child welfare and/or juvenile justice systems can work together to serve youth and families.	As a result of this process, I have a better understanding of how the child welfare and/or juvenile justice systems can work together to serve youth and families.	As a result of this process, I have a better understanding of the child welfare and/or juvenile justice systems can work together to serve youth and families.
System Collaboration	I believe that the child welfare and juvenile justice systems are working together to help me.	I believe that the child welfare and juvenile justice systems are working together to help this youth and his/her parents/caregiver.	I believe that the child welfare and juvenile justice systems are working together to help this youth and his/her parents/caregiver.	I believe that the child welfare and juvenile justice systems are working together to help this youth and his/her parents/caregiver.	I believe that the child welfare and juvenile justice systems are working together to help this youth and his/her parents/caregiver.
Improving the Current Situation	As a result of this process, I am better able to work with the child welfare and juvenile justice systems.	This process makes me more effective in working with the youth/family/caregiver.	This process makes me more effective in working with the youth/family/caregiver.	This process makes me more effective in working with the youth/family/caregiver.	This process makes me more effective in working with the youth/family/caregiver.
Including Multiple Viewpoints	I feel that my perspectives and views were heard and included in this process.	I feel that my perspectives and views were heard and included in this process.	I feel that my perspectives and views were heard and included in this process.	I have a better sense of the youth and families' perspectives as a result of this process.	I feel that my client's unique perspectives were heard and included in this process.
Understanding Expectations	Because of this process, it will be easier for me to understand what is expected of me.	Because of this process, it will be easier for me to succeed in fulfilling my obligations to the youth/family/caregiver.	Because of this process, it will be easier for me to succeed in fulfilling my obligations to the youth/family/caregiver.	Because of this process, it will be easier for me to succeed in fulfilling my obligations to the youth/family/caregiver.	Because of this process, it will be easier for me to succeed in fulfilling my obligations to the youth/family/caregiver.
Instilling Hope	Because of this process, I feel it will be easier for me to be successful.	This process improves my ability to help the youth/family succeed.	This process improves my ability to help the youth/family succeed.	This process improves my ability to help the youth/family succeed.	This process improves my ability to help the youth/family succeed.

recognition

About the Report

Casey Family Programs partnered with the Center for Juvenile Justice Reform to facilitate the Breakthrough Series Collaborative on Juvenile Justice and Child Welfare Integration and chronicle lessons learned from the BSC. Casey Family Programs wishes to thank the Center for Juvenile Justice Reform, and their staff who generously shared their time and reflections for this report. Our deepest thanks to the 7 participating teams without whom this BSC would not have taken place.



casey family programs

fostering families. fostering change®

206.282.7300

www.casey.org

?????