

# **Family and Juvenile Law Advisory Committee: Dual-Status Youth Data Standards Working Group**

## **AB 1911 Resources #2**

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# 1. Crossover Youth: A Shared Responsibility

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# CROSSOVER YOUTH

## A SHARED RESPONSIBILITY

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Volume X, Winter 2016

Data: What We Know,  
What We Need to Know

Reform Efforts

Programs and Policies

Moving Forward

Supporting the successful development of young people who are or have been involved with both the child welfare and juvenile justice systems—also known as crossover youth—is the focus of multiple public systems, including health, behavioral health, and education alongside community-based organizations and advocates.

Young people who come into contact with both the child welfare and juvenile justice systems are among the most vulnerable of California’s children. These young people are more likely to be separated from their families, experience frequent placement changes, suffer behavioral health problems, and have poor educational outcomes when compared with children not in contact with both systems.<sup>1</sup>

“We owe it to the children in our care to focus on policies and programs that are truly trauma-informed and that seek to curb the risks of delinquency.

**Will Lightbourne**, California Department of Social Services

This issue of *insights* offers an overview of the data, studies, and policy and practice reform efforts responding to the needs of these crossover youth. The objective of this issue of *insights* is to move beyond blaming systems, and instead address our shared responsibility to prevent crossover for the most vulnerable of our youth.

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<sup>1</sup> “Young Adult Outcomes of Youth Exiting Dependent or Delinquent Care in Los Angeles County,” November 2011. [http://rhfdn.org/PDF/Young\\_Adult\\_Outcomes\\_of\\_Youth\\_Exiting\\_Dependent\\_or\\_Delinquent\\_Care\\_in\\_LA\\_County\\_Report.pdf](http://rhfdn.org/PDF/Young_Adult_Outcomes_of_Youth_Exiting_Dependent_or_Delinquent_Care_in_LA_County_Report.pdf)

## Data: What We Know

### California Child Welfare

There were 496,972 reports of neglect and abuse in 2014, with 81,391 substantiated. Approximately 67,000 children and youth (age 20 and under) have open child welfare cases in California.<sup>2</sup>

A deeper dive into this data reveals racial and ethnic disparities. For example, while African American children make up just 5.6 percent of the population of California, they make up 21 percent of the state's child welfare population.<sup>3</sup>

### California Juvenile Justice

There were 101,531 young people referred to juvenile probation in 2014. Of those, 52 percent had petitions filed, and 40,322 became either wards of the state, or went into a mix of diversion programs or informal probation.<sup>4</sup>

Similar to child welfare data, these numbers reflect disproportionality.

- Youth of color are significantly more likely to be incarcerated than white youth. In 2013, African Americans were 4.6 times as likely to be involved in the juvenile justice system.<sup>5</sup>
- Lesbian, gay, bisexual, transgender, and queer (LGBTQ) youth are estimated to represent just 5 to 7 percent of the nation's overall youth population, but 13 to 15 percent of young people currently in the juvenile justice system. Additionally, 60 percent of LGBTQ youth in the juvenile justice system are African American or Latino.<sup>6</sup>

2 California Child Welfare Indicators Project [http://cssr.berkeley.edu/ucb\\_childwelfare/](http://cssr.berkeley.edu/ucb_childwelfare/).

3 id.

4 "Juvenile Justice in California," California Department of Justice, 2014. <https://oag.ca.gov/sites/all/files/agweb/pdfs/cjcs/publications/misc/jj14/preface.pdf>

5 <http://data.burnsinstitute.org/about>

6 "The Unfair Criminalization of Gay and Transgender Youth," The Center for American Progress, 2012. [www.americanprogress.org/issues/lgbt/report/2012/06/29/11730/the-unfair-criminalization-of-gay-and-transgender-youth](http://www.americanprogress.org/issues/lgbt/report/2012/06/29/11730/the-unfair-criminalization-of-gay-and-transgender-youth)

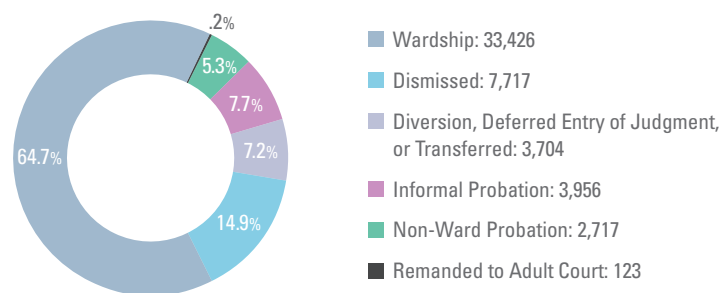
### Racial/Ethnic Disproportionality Index of Children in Foster Care

Ethnicity	In Care (%)	Child Population	Disproportionality Metric
African American	21.44	5.62	3.81
White	23.39	28.4	.82
Hispanic	51.58	53.85	.96
Asian / P.I.	2.16	11.72	.18
Native American	1.42	.4	3.5

Data Source: CWS/CMS 2015 Quarter 3 Extract.

2014 - CA Dept. of Finance: 2010-2060 - Pop. Projections by Race/Ethnicity, Detailed Age, & Gender

### Youth in Juvenile Probation with petitions filed



Source: Juvenile Justice in California, 2014

“ In our field work, we consistently find that as many as 2/3 of juvenile justice involved youth have had some experience in the child welfare system. This is a significant population that cannot be ignored.

**Jessica K. Heldman**, Robert F. Kennedy National Resource Center

- Once young people are in the juvenile justice system, they are likely to move to more restrictive placements. The Los Angeles Juvenile Probation Outcomes Study found that 75 percent of the youth involved in the study had moved from probation supervision at home to an unsecured group home or secured probation camp.
- Immigrant foster youth with involvement in the juvenile justice system experience additional collateral consequences, affecting their ability to access immigration relief options, like Special Immigrant Juvenile Status (SIJS).<sup>7</sup>

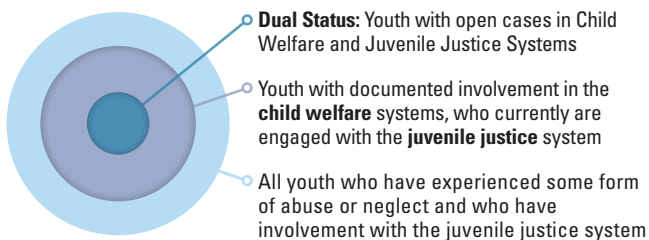
7 "Noncitizen Youth in the Juvenile Justice – A Guide to Juvenile Detention Reform", 2014. <http://www.aecf.org/resources/noncitizenyouthinthejuvenilejusticesystem/>



## Estimating California Crossover Youth Population

Of the approximately 40,000 young people in the juvenile justice system in California, a subset has had prior involvement in the child welfare system. The exact numbers are difficult to determine because either the child welfare case is not currently open, or the prior history in child welfare has not been shared with probation. Some studies have estimated that between 50 and 65 percent have had some contact with child welfare through either reported or substantiated neglect or abuse. The only definitive statewide number, according to the Department of Social Services, are the approximately 4,000 youth in probation-supervised child welfare.

### Deepening Involvement in the Systems



### Outcomes for Crossover Youth

Several recent studies provide some insights into the outcomes of crossover youth:

- In November 2011, a study funded by the Conrad N. Hilton Foundation and completed through a collaborative effort by researchers at the University of Pennsylvania and the Los Angeles County Office of Research and Evaluation Services entitled [“Young Adult Outcomes of Youth Exiting Dependent or Delinquent Care in Los Angeles County,”](#) and a follow up study in 2013, highlighted some rather sobering findings, including:
  - » Membership in the crossover group is a strong and consistent predictor of less desirable outcomes, including, jail time, a lower likelihood of high educational attainment, and a lower likelihood of being consistently employed.
- On a statewide basis, the California Department of Social Services recently began publishing the [“Outcomes for Non-Minor Dependents Probation Foster Youth Exiting Foster Care Quarterly Statistical Report.”](#) Early data shows that of 222 foster youth exiting from probation-supervised foster care, less than half had a high school diploma or equivalency and only 34 percent had either full-time or part-time employment. These quarterly reports provide information on young people exiting probation-supervised care, including their parental status, educational attainment, financial resources, housing arrangements, Medi-Cal health care insurance totals, and existing connections with a caring adult.

“When it comes to dealing with crossover youth, there is so much yet to be done. It’s one thing to have adequate protocols developed and agreed to at the high levels of administration. It’s another thing to adequately train judicial officers, attorneys, social workers, probation officers and others on proper implementation, and yet another thing to get the players in both systems to understand the importance of the need for consistent communication and collaboration at every stage of the proceedings with respect to each and every crossover youth.”

**Honorable Michael Nash,** Los Angeles County Judge

## Data: What We Need to Know

The accessibility of accurate data is critical to developing effective policies and programs. While there are many anecdotes on precipitating factors for young people who cross over from child welfare to juvenile justice, there is very little data on their demographics, their health and mental health needs, and outcomes.

Several factors account for this “data desert” including:

- In California, child-welfare and juvenile justice agencies use different data systems and their systems are not coordinated.
- Many probation-supervised youth are placed out-of-state,<sup>8</sup> which further compounds the difficulty in identifying, tracking, and serving these young people.
- There is a lack of a universal definition for crossover that is consistently used by the child welfare and probation department.

Research shows that the number and type of placements foster youth experience are the most important risk factors for entry into the delinquency system. In fact, research has found that living in a congregate care placement and running away from a placement are the two greatest risk factors for subsequent foster youth delinquency involvement, and that foster youth with at least one congregate care placement were more than twice as likely to be arrested than youth living with a foster family.<sup>9</sup>

“ We are beginning to understand the complex factors that result in so many youth from the child welfare system ending up in the juvenile justice system. These factors include underlying, unprocessed trauma, lack of consistent adult support, as well as unintended consequences of system involvement. Deepening our understanding of these issues will enable us to both more effectively disrupt the path from child welfare to juvenile justice as well as better respond to youth who do end up crossing over.

**Neha Desai**, National Center for Youth Law

“ It is critical to know *who* we’re talking about with some agreement for research. It is impossible to develop good programs without knowing *who*, specifically, you’re trying to reach.”

**Denise Herz**,  
California State University,  
Los Angeles

8 “Child Welfare Services/Case Management System, Children in Out of Home Placements, Probation Supervised During February 2012,” <http://www.cdss.ca.gov/research/res/pdf/CWS/2012/CWS1b/cws1bFeb12.htm>

9 Ryan, J.P., Marshall, J.M., Herz, D., & Hernandez, P. (2008) “Juvenile delinquency in child welfare: Investigating group home effects. Children and Youth Services Review”

## Policies and Programs Focused on Shared Responsibility

There are several policies and programs that strive to improve collaboration between the various entities that play a critical role in addressing the complex needs of all of children and youth in the state's care, including crossover youth.

- [Title IV-E Waiver Child Welfare Demonstration Project](#) brings increased focus to effective partnerships between probation and child welfare to better meet the safety, permanency, and well-being of these youth.
- The soon-to-be-implemented [Continuum of Care Reform](#) (CCR) seeks to "phase out" congregate or group-home facilities for young people in foster care, a frequently used placement type for youth in probation-supervised foster care. As 35 percent of the youth in group homes are probation-supervised, CCR implementation will require a new approach to their care.
- New research on the basic characteristics of youth who become commercially sexually exploited has found that a predictor is experience with the foster care and juvenile justice systems. A [report](#) by the West Coast Children's Clinic on sexually exploited minors found that 48 percent had been in out-of-home foster care placements. Other [reports](#) have estimated this rate to be as high as 85 percent. There are many evolving state and county level policies and protocols to respond to the [new legislation](#) addressing Commercial Sexual Exploitation of Children (CSEC). At the state level, the CSEC Action Team, which originated through the Child Welfare Council, is coordinating research and helping to develop responses. With funding from Zellerbach and the Walter S. Johnson Foundation, as well as others, WestCoast Children's Clinic recently developed the [Commercial Sexual Exploitation – Identification Tool](#) (CSE-IT – pronounced "see it") to provide a validated screening tool for commercial sexual exploitation. This tool is currently being tested in 20 California counties.
- The California Judicial Council's [Task Force for Criminal Justice Collaboration on Mental Health Issues](#) called for connecting juveniles to appropriate services and resources while under the jurisdiction of the court and reentering the community; establishing infrastructure to address needs of juveniles who may be incompetent to stand trial; providing stakeholders with sufficient education about juvenile mental health issues; and utilization of evidence-based practices.
- The California Chief Justice's [Keeping Kids in School and out of Court Initiative](#) brings together judicial officers, educators, juvenile justice and child welfare professionals, and community leaders in a systematic effort to address the problem of truancy and school discipline policies that put California's children at greater risk of juvenile and criminal justice system involvement.

“Real change will come when we recognize that these youth belong to a community, not a system, and when we share accountability for their outcomes.

**Amy Price**, Zellerbach Family Foundation

“We know that young people rehabilitate and heal in families. They don't do that in institutions, When we put children in this situation, it becomes impossible to expect that their behavior is going to do anything but get worse.

**Jennifer Rodriguez**, Youth Law Center

## Overview of State Policy Responses

Over the last three decades, California has sought to improve the outcomes of young adults who come into contact with the child welfare and/or juvenile justice systems.

- In 1988, the California Child Victim Witness Judicial Advisory Committee released a report that stated, “There were numerous children who could be classified either as dependents or wards, but because there was no specified procedure mandating coordination between the responsible county departments, many of them did not receive services appropriate to their individual situations.”
- As a response, in 1989, the California legislature passed Welfare and Institutions Code section 241.1 mandating that county probation department and child protective services develop protocols to assess a minor who could fall under both jurisdictions. Both departments are to submit the recommendation to the juvenile court, and “the court shall determine which status is appropriate for the minor.” The decision options are: informal probation, keeping youth in child welfare, or moving youth to the delinquency system and terminating all child welfare support and involvement.
- In 2004, AB 129 gave counties the discretion to exercise dual or exclusive jurisdiction in order to continue to provide child welfare services to youth who cross over. Seventeen counties<sup>10</sup> in California have adopted protocols in response to AB 129. The Judicial Council provided courts with resources for developing protocols for dual-status children, including: convening a statewide transfer of knowledge symposium, conducting AB 129 workshops at statewide conferences, and providing technical assistance and regular conference calls focused on developing and implementing dual status protocols.
- In 2013, SB 855 established the Commercially Sexually Exploited Children Program, administered by the State Department of Social Services, to serve children who have been sexually exploited, a majority of whom have involvement with the child welfare and juvenile justice systems. The program was funded with \$5 million in the 2014-15 budget and \$14 million annually beginning in fiscal year 2015-16 to fund prevention, intervention, and other services for children who are sexually trafficked and to provide training to child welfare and foster caregivers.
- SB 12 (Beall), currently in Assembly Appropriations and sponsored by the Youth Law Center, seeks to ensure that highly vulnerable youth in foster care who cross over to the juvenile justice system are not denied access to the support available through AB 12 extended foster care to assist in their transition to a healthy and productive adulthood.

The Joint Legislative Audit Committee is currently conducting an audit to examine how California counties are addressing the needs of dual-status youth. This audit is scheduled to be completed in February 2016.

“ These outcomes affect all of us. Involvement in juvenile court contributes to a horrible cycle of poverty and involvement in the criminal justice system. By perpetuating a system in which youth are unable to succeed, we deprive our community of the energy, skills and creativity that young people would contribute if they were not so hobbled by their juvenile pasts.

**Sue Burrell**, Pacific Juvenile Defender Center

10 Butte, Colusa, Del Norte, Inyo, Los Angeles, Modoc, Orange, Placer, Riverside, San Bernardino, San Diego, San Joaquin, San Mateo, Santa Clara, Siskiyou, Sonoma, Stanislaus

## Highlights of County Responses

Several reform efforts in California counties are building collaborative approaches to prevent, intervene and more holistically address the needs of youth who are in contact with both the child welfare and juvenile justice systems.<sup>11</sup>

### Positive Youth Justice Initiative

The Sierra Health Foundation's Positive Youth Justice Initiative (PYJI), is managed by the Center for Health Program Management, with additional funding from The California Endowment and The California Wellness Foundation. PYJI is testing a series of reforms in Alameda, San Diego, San Joaquin, and Solano counties designed to transform juvenile justice into a more just, effective system and improve the lives of the youth they engage.

PYJI's ultimate goal is to encourage system transformation that is focused on the development of healthy youth rather than punitive sanctions and confinement. The Initiative is documenting progress within the four counties currently engaged, including:

- More than 2,000 juvenile justice professionals have been trained in trauma-informed care or positive youth development.

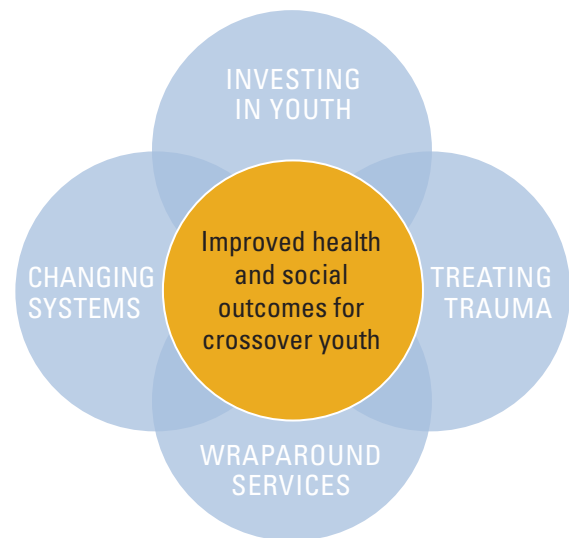
<sup>11</sup> "Synchronizing Youth Programs Shows Signs of Success," Juvenile Justice Information Exchange. <http://jjie.org/synchronizing-youth-programs-in-california-showsigns-of-success/108587/>

### PYJI Highlight: Solano County

The Vallejo City Unified School District, in partnership with its Solano county partners, is leading an effort to better integrate the County educational system with the county's juvenile justice system to better support students' success and transition to a healthy adulthood. As a grantee of the Positive Youth Justice Initiative, county partners work closely together to share information and address the intensive social-emotional, health, and educational needs of crossover youth.

A full-service community school district since 2012, Vallejo offers a full suite of health, mental health, and educational services at each its schools. When a student, who has any history with child welfare, comes into contact with juvenile justice, the 'Positive

### Positive Youth Justice Initiative



- Counties are using more structured decision-making tools that incentivize youth success while on probation, transforming the system to include positive youth development practices.
- Counties are able to identify, collect, and appropriately share data on crossover youth, enabling them to provide better coordinated services and care.

Youth Justice Liaison' at the district receives an alert. Defining success as ensuring all students are college and career-ready, the Liaison's focus is to work with these young people by immediately connecting with them (some in Juvenile Hall) and working with them to create and enact a plan that can result in student success. Students have a seat at their table and are asked what supports they need. The district has already experienced increases in graduation rates and reductions in their suspension rates. "Students really do welcome the help. They crave a family structure and adult mentors to help them guide their journey to adulthood." - Dr. Alana J. Shackelford, Vallejo City Unified School District

## Robert F. Kennedy National Resource Center for Juvenile Justice: Dual Status Youth

The RFK National Resource Center, with support from the MacArthur Foundation and the Office of Juvenile Justice and Delinquency Prevention, has led dual status youth reform in counties throughout the nation, including several in California. The Center is currently engaged with El Dorado County and recently completed an initiative in Santa Clara County. Using the Center's Guidebook, Santa Clara set out to reform the way the county works with young people who come into contact with both child welfare and juvenile justice systems. A key step in the process was to secure commitment from the major leaders to meet together every month to conduct a close examination of their existing policies and programs and seek to rehaul the county's approach. This group included community members who bring the perspective of past involvement with juvenile justice and child welfare systems.

### Crossover Youth Practice Model

Los Angeles and Sacramento<sup>12</sup> are currently implementing the Crossover Youth Practice Model (CYPM). This practice model, developed by the Center for Juvenile Justice Reform at the Georgetown University McCourt School of Public Policy, is designed to improve outcomes for youth who are dually involved in the child welfare and juvenile justice systems. The model is rooted in foundational principles and values:

- » Youth and families have strengths and should be treated as unique individuals.
- » Systems must utilize data to make all policy and practice decisions.
- » Strengthening workforce efficacy.

The county utilizes a risk assessment process to look at how to best address the individualized needs of the young person. The leadership team engages with county counsel to grapple with questions including, "what does the safety plan look like?" and, "what protective factors are present to develop an intervention plan that promotes safety and ultimately the prevention of further system involvement?"

“ We learned that all too often systems make decisions and the voice of the youth and families are absent. This new process results in increased collaboration between child welfare and juvenile justice systems and shared agreement on the best plan forward for the young person.

**Giap Le**, Santa Clara County Probation Department

“ We know that many of the youth in probation and child welfare are crossover youth who have at one time or another been touched by both systems, sometimes at the same time. We believe that through strong collaboration and blending of our services to meet the unique needs of each individual youth and family, and lifting up the voice of the youth in this process, we will provide better services and improve outcomes for these youth.

**Jonathan Weinberg**, Department of Family & Children's Services, Santa Clara County

<sup>12</sup> Alameda and San Diego are two other CA counties implementing CYPM



Santa Clara's approach also includes a Youth & Family Team Meeting where a Youth Advocate, a person from Behavioral Health Department who themselves has personal history with the child welfare and/or probation systems, builds a relationship with the youth and the family/adults identified by the young person.

## Los Angeles County

A participant in the Crossover Youth Practice Model, the Los Angeles County approach seeks to offer the same high-quality services and consideration to each young person, whether they are overseen by the child welfare or probation department. "These are youth from our own communities. Whether they are at home, in placement, camp or the Hall, we want to give every young person the opportunity to work with us and improve their outcomes." - Michael Verner, Los Angeles County Probation. When a youth comes into contact with the juvenile justice system in L.A., the first step is to bring together all of the adults connected to the youth as quickly as possible. In this initial meeting, the adults attempt to put together a full picture of the young person and then identify the most appropriate recourse going forward. With the explicit goal of diverting young people from going further into the juvenile justice system, the team seeks the least restrictive placement. The team then works with the young person to create a plan going forward.

Los Angeles credits the importance of having clear protocols on how various departments operate and make decisions into creating a close partnership between probation and child welfare departments. The county also found that co-locating some members at each department yields greater levels of coordination and cooperation.

## Sacramento County

Sacramento County has sought to trace back delinquency to dependency and address the root issues of children who come into contact with the juvenile justice system. The county is currently focusing on dually involved youth - those in the dependency system who are also in the delinquency system on informal probation.

Sacramento is particularly focused on young people who are victims of commercial sexual exploitation. Presiding Judge Stacy Boulware Eurie, a state leader addressing Commercial Sexual Exploitation of Children (CSEC), has created a CSEC specific court which provides consistency and a greater understanding of the issues involved with this population. Additionally, multidisciplinary teams work with each young person to address his or her complex needs and create a plan to move them out of the system.

“ For many youth whose lives have been touched by trauma, the normal paths of age appropriate development have been interrupted due to commercial sexual exploitation. 85% of Sacramento's CSEC cases have child welfare history and our juvenile system stakeholders have learned that without a multidisciplinary, cross-system approach we are unable to gauge how youth are currently doing or provide tailored court orders that best serve their needs. Our improved practices have resulted in positive outcomes for our dually-involved CSEC with stability, sobriety, improved well-being, higher educational achievement and connection with caring and committed adults.

**Honorable Stacy Boulware Eurie**, Sacramento Juvenile Court Judge

## Moving Forward

**Clarify terminology.** In order to effectively address the needs of young people in various stages of involvement with child welfare and juvenile justice, it is important to establish a common language, definitions and shared data systems.

**Create a fuller picture of crossover youth through better data.** Much more needs to be known about what prevention and interventions are effective at changing the trajectory of these young people moving from child welfare to juvenile justice.

**Create additional opportunities to move from collaboration to shared ownership.** In order to best serve the needs of young people in care, we need a commitment beyond collaborating to one that truly involves shared accountability, including shared successes and failures.

**Recognize the power differential and unintended outcomes of system-involvement.** To effectively partner with communities and families, systems must be aware of the unequal power dynamic that exists between the youth and families and the systems designed to support them.

“ In order for the system to work out for the better, every party involved needs to really analyze what they’re doing and make some changes – the parents, the kids, the counselors, the politician, the people doing the funding, everyone.

**Terrence, 19**

He spent his adolescence moving between group homes and Juvenile Hall<sup>13</sup>

**Truly integrate cultural and gender-specific, trauma-informed practices and direct contact with these youth and families.** While we are now equipped with a great deal of research on the effects of abuse and neglect on young people, our practices and policies have not caught up with the knowledge.

**Bring all necessary parties to the table.** In addition to child welfare and probation, behavioral health, education, and law enforcement play a critical role in the equation and need to be brought into discussion and interventions to curb the movement from dependency to delinquency.

**Provide additional training to judges and counsel.** Judges and court-appointed counsel play a significant role in ensuring that children and youth who come before the court receive the necessary supports and services for promoting their healthy development and well-being.

**Recognize the legal and policy concerns.** Increased data-sharing and involvement of youth are critical, and inherently raise legal considerations. Questions around protecting incriminating statements of youth and legal requirements around sharing information across departments also must be addressed.

“ At a minimum, we must fully acknowledge that system-induced trauma, past and present, shape the way youth and families respond to system involvement. We must shift our paradigm and consider the issues we discuss through a broader, more holistic lens.

**Laura Garnette**, Santa Clara County Probation Department

<sup>13</sup> “A Rage To Do Better: Listening to Young People from the Foster Care System,” Nell Bernstein, May 2000



## Resources

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### Reports Issued by the State

- ["Judicial Council Report,"](#) 2014
- ["Juvenile Justice in California,"](#) 2014
- ["Outcomes for Nonminor Dependents Probation Foster Youth Exiting Foster Care,"](#) Quarterly Statistical Report, CDSS, 2015
- ["DualStatus Children: Protocols for Implementing Assembly Bill 129,"](#) A Report to the California Legislature, November 2017

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### County Level Research/Reports

- ["A Profile of Youth in the Los Angeles County Delinquency Prevention Pilot,"](#) 2015
- ["Los Angeles County Juvenile Probation Outcomes Study,"](#) Denise Herz, April 2015
- ["Santa Clara Juvenile Justice System Annual Report,"](#) 2015
- ["Young Adult Outcomes Of Youth Exiting Dependent Or Delinquent Care In Los Angeles County,"](#) Dennis Culhane, 2011 and Following up reports, 2013

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### Youth Studies

- ["Addressing the Needs of MultiSystem Youth: Strengthening the Connection between Child Welfare and Juvenile Justice,"](#) Center for Juvenile Justice Reform, March 2012
- ["Findings from the California Youth Transitions to Adulthood Study \(CalYOUTH\),"](#) 2015
- ["Lesbian, Gay, Bisexual and Transgender Youth in the Juvenile Justice System,"](#) 2015
- ["Research to Action: Sexually Exploited Minors \(SEM\) Needs and Strengths,"](#) West Coast Children's Clinic, 2012
- ["The Unfair Criminalization of Gay and Transgender Youth,"](#) Center for American Progress, 2012

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### Resources and Reform Models

- [Center for Juvenile Justice Reform](#)
- [Crossover Youth Practice Model,](#) CYPM
- [Crossover Youth Resources,](#) Publications of the Administrative Office of the Courts, Center for Families, Children & the Courts
- [Dual Status Youth – Technical Assistance Workbook](#)
- [Guidebook for Juvenile Justice and Child Welfare System Coordination and Integration](#)
- [Juvenile Justice Information Exchange \(JJIE\)](#)  
Dual Status Youth Hub
- [Models for Change](#)
- [National Juvenile Justice Network](#)
- [Noncitizen Youth in the Juvenile Justice – A Guide to Juvenile Detention Reform](#)
- [RFK National Resource Center for Juvenile Justice](#)

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For this issue of *insights*, in addition to those quoted, we would like to thank the following individuals for sharing data and perspectives: Laura Abrams, UCLA Luskin School of Public Affairs; Michelle Callejas, Sacramento County Department of Health and Human Services; Matt Cervantes, Sierra Health Foundation; Kathy Martinez, Santa Clara County Department of Probation; Emily Putnam-Hornstein, Children's Data Network; Andrea Lane, Children's Data Network; Laura Ridolfi, Burns Institute; Greg Rose, California Department Social Services; Michael Shores, Sacramento County Probation Department; David Steinhart, Commonweal Juvenile Justice Program; and Daniel Webster, California Child Welfare Indicators Project (CCWIP).

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### **The California Child Welfare Co-Investment Partnership**

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is a collaboration of private and public organizations working to improve outcomes in the child welfare system. The Partnership comprises five philanthropic organizations (Casey Family Programs, Conrad N. Hilton Foundation, Stuart Foundation, Walter S. Johnson Foundation, and Zellerbach Family Foundation) and the California Department of Social Services, the Judicial Council of California, and the County Welfare Directors Association.

*insights* is an ongoing publication of the Partnership that examines the links between data, policy, and outcomes for our state's most vulnerable children and families. Download previous editions of *insights* and find out more about the Partnership at [co-invest.org](http://co-invest.org).



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## 2. Findings from the California Youth Transitions to Adulthood Study (CaYOUTH): Conditions of Foster Youth at Age 17

**Findings from the  
California Youth Transitions  
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(CaYOUTH): Conditions  
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**Mark E. Courtney  
Pajarita Charles  
Nathanael J. Okpych  
Laura Napolitano  
Katherine Halsted**

**2014**

**Child  
welfare  
fare**

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The findings reported herein were performed with the permission of the California Department of Social Services. The opinions and conclusions expressed herein are solely those of the authors and should not be considered as representing the policy of the collaborating agency or any agency of the California government.

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# Introduction

Recently there has been a fundamental shift toward greater federal responsibility for supporting foster youth during the transition to adulthood. The Fostering Connections to Success and Increasing Adoptions Act of 2008 (“Fostering Connections Act”) amended Title IV-E to extend the age of Title IV-E eligibility from 18 to 21. States now may claim federal reimbursement for the costs of foster care maintenance payments made on behalf of Title IV-E eligible foster youth until the youth are 21 years old. Crucially, states have the *option* to extend care under the new provisions of the Fostering Connections Act, but are not required to do so. Given the fiscal and programmatic demands associated with extending care to a new population, it is certain that many states will take a wait-and-see approach, electing to delay changing state law until lessons are learned from states that move more quickly to extend care.

Although a number of states have adopted legislation to take up the Fostering Connections option of extending care past age 18 and others are considering doing so, California is arguably the most important early adopter of the new policy. The California Fostering Connections to Success Act and subsequent amendments to state law extended foster care to age 21 for eligible youth. California has the largest state foster care population in the US, making what happens in California’s child welfare system of national significance. Also, California’s child welfare services are county-administered; nearly half of all foster children in the US live in states that operate county-administered human services systems. Put simply, many other states that decide to extend care will be required to implement, in some form, the kinds of changes in state law and regulation now being implemented in California. Extending foster care to age 21 means that county child welfare agencies and allied institutions in California are entering a brave new world of “corporate parenting” of young adults (Courtney, 2009). Child welfare agencies, courts, other public institutions, and private sector service providers will need to come to grips with their collective responsibility for providing care and supervision to adults, in addition to minors, something with which most of these institutions have limited experience. For a variety of reasons (e.g., the structure of child

welfare service delivery; county-level budget pressures; county size; political clout of private providers; and the level of interest of the juvenile court bench), counties are likely to vary widely in their approach to extending care to 21. Policymakers, program developers and administrators, and advocates have much to learn from how California implements extended foster care and how the new policy regime influences adult outcomes for foster youth making the transition to adulthood.

This report presents findings from the *Baseline Youth Survey* of the California Youth Transitions to Adulthood Study (CalYOUTH). CalYOUTH is an evaluation of the impact of the California Fostering Connections to Success Act on outcomes during the transition to adulthood for foster youth. CalYOUTH includes collection and analysis of information from three sources: 1) transition-age youth, 2) child welfare workers, and 3) government program data. The study, directed by Dr. Mark Courtney at the University of Chicago and conducted in collaboration with the California Department of Social Services and County Welfare Directors Association of California (CWDA), is being carried out over a 5-year period from 2012–17.

The study addresses three research questions:

- Does extending foster care past age 18 influence youths' outcomes during the transition to adulthood (e.g., education, employment, health, housing, parenting, and general well-being)?
- What factors influence the types of support youth receive during the transition to adulthood in the context of extended foster care?
- How do living arrangements and other services that result from extending foster care influence the relationship between extending care and youth outcomes?

To help answer these questions, CalYOUTH is following youth through age 21 using in-person interviews at ages 16-17, 19, and 21. In addition, CalYOUTH conducted an on-line survey of 235 California child welfare workers in 2013 to obtain their perceptions of key characteristics of the service delivery context of extended foster care (e.g., availability of transitional living services, coordination of services with other service systems, county court personnel, and youth attitudes toward extended care). Government administrative data pertaining to several outcome areas (e.g., education, employment, receipt of government aid, health care, criminal justice) will also be analyzed to help understand the impact of extended care on the health and well-being of young adults. Findings from the child welfare worker survey and analysis of administrative data are summarized in separate reports.

Results from the baseline survey of youth, before the youth reach the age of majority and become eligible for extended care, are summarized in this report. The report provides food for thought for policymakers and program administrators considering extending care to young adults by summarizing youths' descriptions of their assets, aspirations, and needs as they approach the transition to adulthood.

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# Study Overview

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## Method

This section provides a description of the creation, administration, and analysis of the *Baseline Youth Survey* of the California Youth Transitions to Adulthood Study. The responses provided by the 727 respondents who completed the survey are intended to represent the experiences and views of older adolescents approaching the transition to adulthood in the California foster care system.

## Instrument Design

The *Baseline Youth Survey* was designed to provide a rich description of the characteristics and circumstances of older adolescents in California foster care as they approach the age of majority and the decision to participate in extended care. The survey was developed over several months and includes items from a wide variety of sources. Several standardized instruments were incorporated into the survey to formally assess areas of functioning such as mental health, reading ability, and personality traits. Survey items were also taken from the National Longitudinal Study of Adolescent Health (Add Health), which facilitates the comparison of CalYOUTH responses with nationally representative responses of adolescents. When CalYOUTH survey items were drawn from existing instruments or surveys, brief descriptions of the sources are provided. In a few cases items were modified to adapt to the population of youth in foster care (e.g., adding living arrangement types that are not typically asked about for general populations). Finally, study-specific items were created that capture information pertinent to the overall aims of the CalYOUTH study. For example, a number of questions were developed to assess respondents' knowledge of and attitudes towards extended foster care as well as their perception of the availability of various types of services.

Given the breadth of domains covered in the survey, an important part of the design process was incorporating recommendations from a broad range of stakeholders. This included soliciting feedback during the early stages of identifying survey domains to inviting reviews of the survey instrument.

Recommendations came from multiple stakeholders including state and county child welfare administrators and supervisors, youth currently in foster care, and representatives from funding partners. The feedback from these various stakeholders helped to ensure that the survey items covered key domains and were relevant to the current policy context. The final version of the survey included 20 content areas and was designed to take approximately 75 to 90 minutes to complete.

Certain sections of the study contained items that were sensitive in nature, including questions involving sexuality and pregnancy, crime and justice system involvement, maltreatment history and sexual abuse, suicide, and mental health and substance use. These sensitive questions were administered using Audio-Enhanced, Computer-Assisted Self-Interviewing (ACASI). ACASI is a computer-assisted self-interviewing procedure that is the state of the art for asking sensitive questions in a respectful and confidential manner. Youth were provided headphones and a laptop computer so they could listen and respond to questions privately without involvement of the interviewer.

### **Sample Selection**

Youth were eligible to participate in the *Baseline Youth Survey* if they were between 16.75 and 17.75 years of age at the time of the sample draw and had been in the California foster care system under the supervision of county child welfare agencies for at least six months.<sup>1</sup> The lower and upper age limits were chosen to maximize the likelihood that the study sample would include youth who reached the age of majority while in care as well as those who chose to leave care or were otherwise discharged from care near the age of majority. A sampling frame of adolescents who met these criteria was generated from the administrative records of the California Department of Social Services (CDSS). At the time of the sample draw these young people were living in non-relative family foster homes, kinship foster homes, treatment foster care, group care (group homes and residential treatment facilities), and shelters. During the sample draw, the 58 California counties were divided into six strata based on the number of eligible youth in each county. Seven counties had zero youth who met the study criteria, so participants were drawn from the 51 remaining counties.

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<sup>1</sup> Probation wards were not included in the CalYOUTH youth survey. Some probation wards are eligible for extended foster care in California. Nevertheless, they differ from youth whose care is supervised by child welfare agencies in the reasons for their placement in government care, what they are expected to do to remain eligible for extended care, and, in most counties, the public agencies that oversee their care. Because of this, their experience of extended care warrants distinct attention; they should not be treated as simply a subgroup of foster youth. Unfortunately, at the time CalYOUTH was being planned it was unreasonable to assume that the cooperation needed to mount an in-person survey of 16-17 year old probation wards could be obtained from California county probation departments. However, CalYOUTH will be examining the transition to adulthood under extended foster care for probation wards using government administrative data on outcomes such as college enrollment, employment and earnings, and crime.

Our sampling strategy balanced the aims of (a) drawing representative samples from each county and (b) maximizing the number of counties that could be included in multilevel analyses of county-level variation in services and outcomes (not included in this report). This latter goal benefits from having as many counties as possible have several youth complete the survey. Thus, we used a stratified sampling approach with differing probabilities of selection for each stratum. Each of the 51 counties was assigned to one of the six strata. Stratum 1 contained counties that each had 1 to 6 eligible youth. Seventeen counties fell in Stratum 1 and a random sample of 50% of the youth in this stratum was drawn ( $n = 36$ ). Stratum 2 included 10 counties that each had 7 to 19 eligible youth, and 100% of the youth were selected into the sample from this stratum ( $n = 131$ ).<sup>2</sup> Stratum 3 included 11 counties that each had 20 to 35 eligible youth while Stratum 4 contained 6 counties each with 36 to 99 eligible youth. Fifty percent of eligible youth were randomly selected from strata 3 and 4, yielding 150 youth in Stratum 3 and 214 youth in Stratum 4. Stratum 5 included the 6 counties other than Los Angeles that each had 100 or more eligible youth, and 25 percent of youth from this stratum were randomly selected into the study ( $n = 214$ ). Finally, Los Angeles was the only county in Stratum 6, and 17 percent of eligible youth from there were randomly selected to participate in the study ( $n = 135$ ).

Of the 2,583 youth in California who met the eligibility criteria, the stratified sampling method described above yielded a total of 880 youth who were selected to participate in the study. However, 117 of these youth turned out to be ineligible during the field period for various reasons (i.e., physically or mentally unable to participate, youth who were on runaway status for at least two months, incarcerated, returned home for at least two months, and/or relocated out of state).<sup>3</sup> The distribution of ineligible youth is provided in Table 1. This left 763 eligible adolescents in the sample. After ineligible youth were excluded, the proportions of eligible youth remaining in the sample were similar across the six strata.

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<sup>2</sup> None of the counties in Stratum 1 had enough eligible youth such that they could be included in multilevel models. The counties in this stratum will be treated as a single unit in future multilevel analyses, and the stratum will represent rural counties with few older youth in care. For this reason, just 50% of eligible youth in this stratum were randomly selected to participate. In contrast, each of the counties in Stratum 2 had enough eligible youth to be included separately in multilevel analyses. Thus, we selected 100% of eligible youth in Stratum 2.

<sup>3</sup> Contact information for the entire sample of youth was released to the survey firm all at one time and efforts were immediately made to contact all of the youth for interviews. This led to a need to decide when a youth who had moved from being in care at the time of sample selection to out of care during the field period would be dropped from the sample. Some youth run away from care for short periods and return to care, while others return home on a trial visit in the hopes that they will be permanently reunified but nevertheless return to care shortly thereafter. While there was a desire not to drop youth who experienced short absences from care before their 18<sup>th</sup> birthday from the sample, youth who left care and were unlikely to return would not be eligible for extended care since they would not be in care on their 18<sup>th</sup> birthday. Therefore, youth who had run away from care and had remained on AWOL status for two months were dropped from the study because available data on caseload dynamics in California indicated that very few if any of these youth would return to care before their 18<sup>th</sup> birthday. Similarly, youth who had returned home and remained there for two months were dropped from the sample since it was very unlikely that they would return to care before their 18<sup>th</sup> birthday.

**Table 1. Reasons Youth Deemed Ineligible During Field Period**

<b>Reason</b>	<b><i>n</i></b>
Physically or mentally unable/incompetent	22
Runaway for at least two months	57
Incarcerated	13
Returned home	23
Out of state	2
TOTAL	117

### **Survey Administration**

Prior to data collection, study approval was obtained from the University of Chicago Institutional Review Board and the California Committee for the Protection of Human Subjects. The instrument was also approved by the Data Protection Committee of the CDSS. The University of Wisconsin Survey Center (UWSC) was contracted to conduct the in-person interviews. Contact information for eligible youth was transmitted using a secure server with data encryption software. Youth selected into the study were mailed an advance letter containing a \$5 bill to introduce the study and explain that an interviewer would be in contact in 2-4 weeks. Efforts were first made to contact participants via phone to obtain initial assent to participate in the study and to arrange the in-person interview. If a youth did not answer the phone, messages were left for the youth or caretaker(s), and the youth had the option to return the phone call to a toll-free number or to send a text message. When participants could not be reached by phone, interviewers made an in-person visit to the home. If none of these direct attempts were successful in reaching the participant (i.e., the participant does not answer the phone, was not at home, and did not return phone messages), then interviewers contacted the participant's child welfare worker or other appropriate personnel at the social service agency for assistance in contacting the respondent. Social service personnel were also contacted if a caretaker was unaware of the study and either refused to allow the youth to participate or denied that the youth lived at the address. The social service personnel assisted with affirming the legitimacy of the study to the caretaker so that the UWSC interviewer could eventually establish contact with the youth.

Baseline interviews of the CalYOUTH study were conducted between April 15, 2013 and October 11, 2013. UWSC employed 20 field interviewers across the state of California and fielded all 880 cases at once in an effort to maximize efficiency and increase the time available for multiple contacts on each case. Youth whose eighteenth birthday was soon approaching were given high priority, and all youth except for 10 were interviewed before turning 18 (1.4% of completed interviews).

Prior to beginning the interview, an assent form was reviewed with the youth that also contained three types of permission: (1) permission to access administrative data, (2) permission to record the interview for quality control and research purposes, and (3) permission to contact the youth in the future for follow-



up waves of the study. Respondents were informed that they could refuse to answer any given item or withdraw from the study at any time. Participants were offered a \$50 cash incentive paid by the interviewer at the end of the interview. Data was collected by UWSC interviewers on fully encrypted laptops, and interviewers signed confidentiality agreements during training.

### **Response Rate**

From the sample of 763 eligible adolescents, a total of 727 youth completed the survey. The overall response rate was 95.3 percent. Response rates were comparable across the six sampling strata, ranging from 93.5 percent to 96.8 percent.

### **Survey Weights**

Sample weights were created to adjust for both the sampling strategy described above and nonresponse rates within strata. This weighting procedure allows the participants' responses to be representative of the population of California adolescents meeting the study eligibility criteria. In the tables throughout this report, we provide both the unweighted number of respondents in the CalYOUTH study and weighted proportions/means that are representative of the population of adolescents in California foster care approaching the age of majority.

### **Comparisons by Gender**

In addition to providing the unweighted sample size and weighted proportions/means of the entire CalYOUTH sample, we also report selected outcomes separately for males and females. Gender differences were assessed using t-tests and chi-squared tests, and differences that were statistically significant at  $p < .05$  are reported. In some cases differences are shown in tables whereas in others they are only reported in the text.

### **Comparisons to a National Sample**

Approximately 50 items were taken directly from Wave 1 of the National Longitudinal Study of Adolescent Health (Add Health).<sup>4</sup> Add Health is a longitudinal study of a nationally representative cohort of adolescents that collected data on multiple social contexts (e.g., family, neighborhood, school, peer groups, romantic partnerships) and health and health-related behaviors (Chen & Chantala, 2014). The

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<sup>4</sup> Add Health is directed by Kathleen Mullan Harris and was designed by J. Richard Udry, Peter S. Bearman, and Kathleen Mullan Harris at the University of North Carolina at Chapel Hill, and funded by grant P01-HD31921 from the Eunice Kennedy Shriver National Institute of Child Health and Human Development, with cooperative funding from 23 other federal agencies and foundations. Special acknowledgment is due Ronald R. Rindfuss and Barbara Entwisle for assistance in the original design. Information on how to obtain the Add Health data files is available on the Add Health website (<http://www.cpc.unc.edu/addhealth>). No direct support was received from grant P01-HD31921 for this analysis.

initial cohort of participants included adolescents in grades 7 to 12 in the 1994–95 school year. Three subsequent waves of data collection took place until the participants were in their mid-twenties and early thirties. Although slightly dated, Add Health offers one of the most comprehensive and nationally-representative pictures of adolescent social contexts and health and health-related behavior that is presently available. Weights included in the Add Health dataset were applied to adjust for study design effects. Only Wave 1 Add Health participants who fell within the age criteria for the CalYOUTH study (16.75 to 17.75 years old) were included as part of the comparison group. Additionally, weights were created that standardized the age (by month) and gender distributions of Add Health participants to the age and gender distributions of CalYOUTH participants. This procedure ensures that differences observed between CalYOUTH participants and Add Health participants are not due to differences in age and gender. Results from the Add Health study are reported only when they are significantly different from CalYOUTH results ( $p < .05$ ). Similar to CalYOUTH findings, we report unweighted sample sizes and weighted proportions/means, as well as statistically significant gender differences ( $p < .05$ ). Empty cells in tables where Add Health comparisons are made indicate CalYOUTH survey items in a particular domain for which Add Health data are unavailable.

Roughly twenty questions were also taken directly from the National Youth in Transition Database (NYTD). As part of the Foster Care Independence Act (FCIA) of 1999 and as clarified in a 2008 Final Rule, states receiving federal dollars to implement independent living services to adolescents likely to age out of foster care are required to create a system for tracking the receipt of the services funded under FCIA (Chafee National Youth in Transition Database, 2008). Additionally, in an effort to systematically assess outcomes across a number of domains, every three years states must collect data on a new cohort of 17-year-olds in foster care that will be interviewed again at ages 19 and 21. Baseline data from the first NYTD cohort was collected in fiscal year 2011. Due to low response rates and large amounts of missing data in some states, national estimates based on NYTD data are unreliable and results from the first NYTD cohort are not reported here. Although the field period for the CalYOUTH study does not coincide with NYTD baseline year and although the interview age range in CalYOUTH is wider than in NYTD (16.75 to 17.75 versus on or about a youth's 17th birthday), the data reported in CalYOUTH nevertheless provide a good picture of older adolescents in California state care on outcomes measured in NYTD. All items taken from the NYTD Outcomes survey are designated in the subsequent tables with an “N” superscript.

### **Study Limitations**

The study's sampling strategy, high response rate, and weighting of survey responses means that the descriptive statistics reported below likely do a good job of reporting what we would have found had we

obtained responses from all eligible youth in care in California. Nevertheless, study limitations should be kept in mind when interpreting the findings of the *CalYOUTH Baseline Youth Survey*. First, about 5 percent of eligible youth did not respond to the survey. While that is not a large percentage of those eligible to participate, we do not know the extent to which their responses to survey items would differ from those of survey participants. Second, our findings pertain only to youth under the supervision of county child welfare agencies, not youth in the care of county probation agencies who may nevertheless later become eligible for extended foster care. Third, the findings reported here are subject to all of the limitations of self-report data, including faulty memory and social desirability bias, though the latter is minimized to some extent by our use of ACASI to answer the kinds of sensitive questions that are most subject to the influence of social desirability. Fourth, the perceptions of young people in extended foster care should be central to understanding the implementation of extended care, but their perspective is not the only one that should inform implementation efforts. The views of other observers might differ significantly from those reported here.

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# Results

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## Individual and Family Background Prior to Care

### Demographic Characteristics and Family of Origin

As seen in Table 2, most of the youth who completed an interview were 17 years old at the time of the survey. Three-fifths of the sample was female and nearly half identified themselves as mixed race with another one-quarter who identified themselves as White. While the vast majority of youth were born in the United States, among those born outside of the country more than half were born in Mexico. Over one-third reported at least one birth parent born outside the United States. Most youth spoke English at home followed by Spanish and then a number of other languages. Youth most frequently reported having possession of a birth certificate, followed by a social security card (60%) and some other form of state identification (49%).

Results of analyses not shown indicated that youth differ by gender on certain demographic characteristics. Specifically, males were more likely than females to have a birth parent born outside the United States ( $n = 86$ , 35% and  $n = 132$ , 33%, respectively) and to have proof of citizenship or residency ( $n = 94$ , 35% and  $n = 84$ , 20%, respectively). While the majority of youth reported having some type of health insurance, females were more likely than males to report having Medi-Cal ( $n = 403$ , 94% and  $n = 258$ , 85%, respectively).

**Table 2. Demographic Characteristics**

	#	%
Gender		
Female	429	59.4
Male	298	40.6
Age		
16 years old	43	6.1
17 years old	673	92.6
18 years old	11	1.3
Hispanic	319	46.7
Race		
White	210	24.2
Black	112	18.0
Asian/Pacific Islander	18	2.2
American Indian/Alaskan Native	26	3.6
Mixed Race	328	47.3
Language Spoken at Home		
English	655	88.0
Spanish	66	11.2
Cantonese	1	0.0
Other	4	0.5
One or More Birth Parent Born Outside USA	218	34.0
At Least One Parent is US Citizen ( <i>n</i> = 218)	136	61.0
Youth was Born in USA	689	94.8
Youth not Born in USA	37	4.9
Mexico	22	54.2
China	1	1.8
El Salvador	1	1.8
Korea	1	3.6
Other	12	33
Year Moved to USA		
1995–1998	7	11.5
1999–2002	12	33.5
2003–2006	13	30.9
2008–2011	4	14.9
Documents Currently in Youth’s Possession		
Social Security Card	439	60.1
Birth Certificate	511	70.4
Proof of Citizenship/Residency	178	25.8
Driver’s License	30	3.2
Other State Identification	366	49.0
Insurance		
Medi-Cal <sup>N</sup>	661	90.1
Other Insurance <sup>N</sup>	113	15.8

Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

**Table 3. Family of Origin**

	#	%
<i>Youths' Parents</i>		
Birth mother is still alive	607	83.7
Birth father is still alive	533	71.5
Youth has had stepmother	209	26.9
Youth has had stepfather	294	40.0
<i>Youths' Siblings/Siblings in Foster Care</i>		
Youth has ever had step siblings ( $n = 675$ ) <sup>1</sup>	331	46.7
Number of brothers (including half-brothers and step-brothers)		
0	70	9.2
1	135	17.6
2	143	19.9
3+	368	52.0
Number of sisters (including half-sisters and step-sisters)		
0	85	11.6
1	172	23.9
2	151	20.9
3+	311	42.4
Number of brothers in foster care (including half-brothers and step-brothers) ( $n = 646$ )		
0	218	33.6
1	212	31.5
2	108	16.8
3+	97	16.1
Number of sisters in foster care (including half-sisters and step-sisters) ( $n = 634$ )		
0	210	32.7
1	213	33.7
2	107	17.1
3+	96	15.3

Note: Unweighted frequencies and weighted percentages.

<sup>1</sup>There were data missing for 52 respondents who did not complete these questionnaire items.

Table 3 presents information about the youths' family of origin including parents and siblings. The majority of youth reported having a living birth mother and birth father. Fewer youth indicated that they had ever had a stepmother (27%) or stepfather (40%) and nearly half had ever had a stepsibling. One-tenth of the sample reported no sibling at all but the remainder of respondents had at least one sibling

including three or more brothers (52%) and/or three or more sisters (42%). Approximately two-thirds of youth reported having a sibling in out-of-home care.

### **Characteristics of Parents and Other Caregivers Prior to Placement**

Table 4 presents youths’ perceptions of the problems that youths’ parents and other caregivers had before the young people were placed in foster care. Respondents were asked about the last home they had lived in before entering foster care and which kinds of problems their caregivers had. The most commonly reported problems included having a criminal record, inadequate parenting skills, drug abuse and alcohol abuse. Results of analyses not shown indicated that females were more likely than males to report having had a caregiver with mental illness ( $n = 134$ , 29% and  $n = 66$ , 20%, respectively) and more likely to report a caregiver with mental retardation ( $n = 6$ , 4% and  $n = 17$ , 1%, respectively). It is important to note that youth may not clearly remember the characteristics of their caregivers, particularly if they had been removed from home at an early age. Moreover, youth may not be in a good position to reliably assess the extent to which their parents or other caregivers suffer from these problems. Nevertheless, the youths’ answers give a sense of their own perceptions of the difficulties their caregivers faced.

**Table 4. Youths’ Report of Common Caregiver Characteristics Prior to Placement**

	#	%
Criminal record	376	49.7
Inadequate parenting skills	379	48.8
Drug abuse	380	48.3
Alcohol abuse	350	45.4
Physically abused spouse or partner	263	33.1
Physically abused by spouse or partner	269	33.0
Mental illness	200	25.6
Mental retardation	23	2.8

*Note:* Unweighted frequencies and weighted percentages.

### **History of Maltreatment**

Youth were asked about the ways in which caretakers may have mistreated them *before* entering into the foster care system. As seen in Table 5, questions included assessment of both abuse and neglect experiences. Once again it is useful to keep in mind that in some cases these youth were being asked to report about experiences that happened to them many years earlier. The most common ways that youth report being mistreated by caretakers included being hit with a fist, kicked or slapped, and being thrown or pushed. Over one-quarter of youth also reported having been beaten by their caretaker, with more females than males having had this experience.

Experiences of neglect were among the next most common ways in which youth were mistreated. Over one-fourth of youth indicated that they had to miss school to care for family members or do chores, had to

go without basic necessities (e.g., shoes, food) because the adult caregiver’s paycheck was spent on other items, or the caretaker was unable to care for them because of physical or emotional illness.

Also evident were gender differences, with females having experienced higher rates of abuse and neglect than males. Specifically, females were approximately twice as likely as males to have had a caretaker who failed to protect the youth from being physically harmed by someone else and to have been tied or held down so that they could not protect themselves. Females were also more likely than males to have been thrown or pushed and beaten up by a caretaker.

**Table 5. Maltreatment before Entering Foster Care (n = 719)**

	Total		Female		Male		p
	#	%	#	%	#	%	
Caretaker ignored serious illness or injury/failed to obtain medical treatment	113	13.8	80	16.5	33	9.7	
Caretaker failed to help youth wash and groom	102	12.6	66	12.8	36	12.6	
Caretaker did not provide regular meals	152	20.7	104	23.2	48	16.9	
Youth had to go without things they needed (e.g., shoes, clothes, food, school supplies), because paycheck was spent on adult interests	213	28.3	142	31.1	71	24.0	*
Youth required to do chores that were too difficult/dangerous	114	14.5	81	16.6	33	11.4	
Abandoned by caretaker	144	19.8	96	21.8	48	16.9	
Caretaker unable to care for youth due to physical or emotional illness	212	26.5	147	31.5	65	19.1	**
Youth missed school to care for family member or do chores	213	28.4	148	31.9	65	23.2	*
Caretaker failed to protect youth from being physically harmed by someone else	189	24.9	140	29.5	49	18.1	**
Caretaker threw or pushed youth	249	32.4	167	36.2	82	26.8	*
Caretaker locked youth in room/closet for several hours or longer	129	16.9	83	17.5	46	16.1	
Caretaker hit youth hard with fist, or kicked or slapped youth	264	36.1	172	39.5	92	30.9	
Caretaker beat youth up	188	26.4	128	30.2	60	20.8	*
Caretaker tried to choke, smother or strangle youth	128	18.6	84	19.8	44	16.8	
Caretaker attacked youth with weapon, such as knife or gun	69	9.3	42	9.5	27	9.0	
Caretaker tied youth up, held youth down or blindfolded youth so they could not protect themselves	95	13.3	69	16.5	26	8.5	**

\*p < .05, \*\*p < .01; Note: Unweighted frequencies and weighted percentages.



CalYOUTH participants also answered questions about sexual abuse prior to entering care (see Table 6). Overall, one-fifth of youth reported having been raped and 30% had ever been sexually molested; that is, someone had touched or felt the youth’s genitals when the youth did not want them to. Both rape and sexual molestation were much more likely among females than among males.

**Table 6. Sexual Abuse before Entering Foster Care (n = 719)**

	Total		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Rape	153	20.7	131	30.4	22	6.3	***
Sexual molestation	219	29.7	196	44.8	23	7.2	***

\*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages.

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## Experiences During Care

### Foster Care Placement Characteristics

In addition to inquiring about youths’ experiences prior to care, we also asked study participants about their experiences during care, including the household they were living in at the time of the interview. As seen in Table 7, most youth lived in a foster home without relatives, followed by one-fourth of respondents who lived in a group setting, and less than one-fifth who lived in a kinship foster care setting.

**Table 7. Youth’s Current Living Situation**

	#	%
Foster home without relatives	337	44.3
Group care or residential treatment facility	164	24.1
Foster home with an adult relative	125	18.2
Legal guardianship arrangement	43	6.3
Independent living arrangement	26	2.5
Other	17	2.5
Adoptive home	14	1.9

*Note:* Unweighted frequencies and weighted percentages.

**Table 8. Number of Placements**

	#	%
Number of Foster Homes		
0	19	2.2
1	127	18.1
2	113	15.4
3	105	15.6
4	85	11.4
5-9	157	20.9
10-30	113	15.1
More than 30	4	0.7
Number of Group Home/Residential Treatment Center/Child Caring Institutions		
0	301	42.5
1	175	22.4
2	97	14.1
3	53	7.1
4	31	4.3
5-9	48	7.3
10-30	16	1.5
More than 30	1	0.1

*Note:* Unweighted frequencies and weighted percentages.

As seen in Table 8, a very small percentage of youth reported no placement in a foster family home while in care. Close to one-fifth of respondents lived in one foster home with relatives or nonrelatives with almost an equal proportion having lived in 5 to 9 homes. The majority of CalYOUTH participants reported having lived in a group home, residential treatment center or child caring institution at some point while in care, with males more likely than females to live in three or more of these group settings ( $n = 80, 27.3\%$  and  $n = 69, 15.7\%$ , respectively).

As displayed in Table 9, one-third of respondents indicated that at some point they had relative foster caregivers and over one-fourth had wished for an adoption. Most youth were not presently in a placement where adoption was being planned, yet over one-fifth reported that they had at some point been placed in a home where adoption was planned but did not work out, and about one-tenth had been adopted at some point in the past.

**Table 9. Adoption Plans**

	#	%
Have you ever had foster parents who were relatives of yours? ( <i>n</i> = 592)	192	33.1
Did you ever wish you were adopted?	220	28.2
Are you now in a foster placement where the plan of your social worker or your foster parents is that you will be adopted by the family that you are living with?	65	8.9
Have you ever, in the past, been in a foster placement where the plan of your social worker or foster parents was that you would be adopted by that family, but the adoption didn't work out?	160	21.1
Have you ever been adopted?	75	11.2

*Note:* Unweighted frequencies and weighted percentages.

Table 10 presents information about youths' experience with various professionals they encountered in the foster care system. The calculation of the average number of face-to-face visits and phone calls youth had with social workers and attorneys in the previous year included an adjustment for the time youth had been in care in the previous year. The total number of months a youth had been in care *in the previous year* ranged from 7.4 to 12 months. The total (and maximum) number of months a youth had been in care between youths' most recent foster care entry and the CalYOUTH interview ranged from 7.4 months to 218 months (approximately 18 years), with most youth having been in care more than 12 months since their last entry.

The average number of face-to-face visits and phone calls that youth had with their social worker in the previous year was 1.4 visits per month and 1 phone call per month. In contrast, the average number of face-to-face visits and/or phone contacts youth had with their attorney or with someone from their attorney's office was 0.3 visits/phone contacts per month (or between 3 and 4 times per year).

Youth in general reported being satisfied with information received from their attorney about their court case and most youth attended proceedings regarding their case. Youths' reports about their experience while attending court proceedings varied considerably: one-fourth indicated they had not felt included in courtroom discussions and half of the youth felt that their attorney represented their wishes in court very well. Additional analyses suggest that females had a higher average number of phone calls with their social worker ( $M = 1.1$ ,  $SD = .06$ ) than males ( $M = .83$ ,  $SD = .07$ ) and attended more court proceedings than males ( $n = 378$ , 91% and  $n = 246$ , 85%, respectively).

**Table 10. Experience with Foster Care Professionals**

	#	% / Mean (SD)
Average number face-to-face visits per month with social worker in the last year (adjusted for time in foster care) <sup>1</sup>	714	1.4 (1.0)
Average number of phone calls per month with social worker in the last year (adjusted for time in care) <sup>1</sup>	709	1.0 (1.2)
Average number of face-to-face visits/phone contacts per month with attorney during last year (adjusted for time in care) <sup>2</sup>	710	0.3 (0.4)
Satisfaction with information received from attorney		
Very satisfied	224	31.5
Somewhat satisfied	254	34.9
A little satisfied	97	13.5
Not at all satisfied	75	11.2
I do not have an open court case right now	69	8.2
Asked to attend court proceedings	649	89.9
Attended court proceedings	624	88.3
When attended court, judge addressed youth directly	463	71.7
Felt included in courtroom discussions ( <i>n</i> = 603) <sup>3</sup>		
A lot	243	39.8
Some	200	33.4
A little	110	18.4
None	46	7.6
Attorney represented youth's wishes ( <i>n</i> = 603) <sup>3</sup>		
Very well	311	51.5
Fairly well	171	30.2
Neither well nor poorly	58	8.6
Fairly poorly	23	3.4
Very poorly	34	5.4

*Note:* Unweighted frequencies and weighted percentages.

<sup>1</sup>The average number of visits and calls with social workers includes a top coded category of 51 representing respondents who selected “more than 50 visits.”

<sup>2</sup>The average number of visits and calls with attorneys includes a top coded category of 31 representing respondents who selected “more than 30 visits.”

<sup>3</sup>There were data missing for 21 respondents who did not complete this questionnaire item.

### **Experiences in Foster Care**

The next series of questions focused on youths’ experience during care, specifically, relations they had with family members, the extent to which their parents and other relatives got along with their foster family or group home staff, and their own feelings about the foster care system.

As seen in Table 11, youth reported feeling closest (very close or somewhat close) most frequently with caregivers in their current foster care placement and with their own brothers or sisters. They felt the least close (not at all close) to their biological parents and step-parents. Analysis of gender differences not shown found that males reported feeling closer than females to their biological mother ( $n = 89$ , 34% and  $n = 99$ , 26%, respectively), step-mother ( $n = 15$ , 19% and  $n = 9$ , 8%, respectively), and step-father ( $n = 22$ , 19% and  $n = 26$ , 15%, respectively).

**Table 11. Closeness to Others**

	Very close		Somewhat close		Not very close		Not at all close		Not applicable/ Person is deceased	
	#	%	#	%	#	%	#	%	#	%
Current foster parent(s), guardian(s), adoptive parent(s), adult relative(s) youth lives with ( $n = 504$ )	298	58.6	148	29.9	36	7.9	22	3.7	0	0.0
Adults in youth's group home ( $n = 163$ )	55	34.6	70	42.9	24	12.1	14	10.5	0	0.0
Biological mother ( $n = 630$ )	188	29.5	164	26.3	111	18.7	164	25.1	0	0.0
Biological father ( $n = 548$ )	83	15.3	80	14.5	100	17.0	280	52.3	0	0.0
Step-mother ( $n = 218$ )	24	12.1	42	19.9	29	14.2	97	43.9	26	9.8
Step-father ( $n = 299$ )	48	16.5	55	18.4	46	16.7	119	38.6	30	9.6
Grandparents ( $n = 727$ )	241	34.5	129	16.5	115	16.4	143	19.9	97	12.4
Brothers or sisters (including step-siblings) ( $n = 727$ )	359	49.5	192	25.0	94	14.4	64	8.8	18	2.3

*Note:* Unweighted frequencies and weighted percentages.

Youth reported on the supportive relationships that they had with various people (see Table 12). While most youth had at least one adult other than their caseworker to whom they could go to for support, females were more likely than males to report having this kind of relationship. Youth were divided on their experience with efforts to help them maintain or strengthen relationships with biological family members or others to whom they felt close. There was no evidence of differences by gender in this regard.

**Table 12. Supportive Relationships with Others**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
At least one adult in youth's life, other than caseworker, to whom youth can go for advice or emotional support <sup>N</sup>	683	92.4	413	95.4	270	88.1	**
Extent to which things have been done since youth entered foster care to help him/her maintain or strengthen relationships with biological family members to whom youth feels close <sup>N</sup>							
A lot was done	285	38.2	157	35.2	128	42.7	
Some but not enough was done	310	42.4	186	44.3	124	39.6	
Nothing was done	126	18.0	83	19.5	43	15.8	

\*\**p* < .01; Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

Table 13 presents information about visits that youth had with family members while in care in the previous year. The highest percentage of youth reported visits with their siblings, followed by their biological mother and another relative. Among all family members they visited in the past year, the median number of visits with their siblings was 15, followed by 12 visits with both their mother and step-father.

**Table 13. Visits with Family Members**

	#	%	Median # of Visits
Youth visited with family members not living with them during the past year in foster care			
Biological mother ( <i>n</i> = 626)	384	60.8	12
Biological father ( <i>n</i> = 631)	186	29.0	7
Step-mother ( <i>n</i> = 218)	65	31.8	6
Step-father ( <i>n</i> = 299)	88	28.2	12
Grandparents ( <i>n</i> = 630)	304	47.0	10
Brothers or sisters ( <i>n</i> = 709)	529	73.5	15
Other relative ( <i>n</i> = 727)	356	50.1	7

Note: Unweighted frequencies and weighted percentages.

Youth were asked about their relatives' relationship with their current caregiver. As seen in Table 14, overall, youth reported that family members had communicated with their current caregiver, with mothers, grandparents, and aunts/uncles playing the most salient role in this regard. Youths' reports on the extent to which their mother and father got along with their current caregiver suggests that overall both parents had positive relations with their foster family or group home staff (nearly 70% got along very well or fairly well). Additional analyses suggest, however, that females were more likely than males

to report that their mother got along with their current caregiver very well ( $n = 59$ , 45% and  $n = 39$ , 30%, respectively).

**Table 14. Relatives' Relationship with Foster Family/Group Home Staff**

	#	%
Family members met or talked with current foster family, kinship foster family, or member of group home staff during last year		
Mother ( $n = 341$ )	246	71.9
Father ( $n = 344$ )	120	35.3
Grandparents ( $n = 396$ )	169	54.3
Grandparents deceased	11	1.7
Aunts/Uncles ( $n = 396$ )	194	50.9
Other family member	165	40.0
Mother gets along with foster family/group home staff ( $n = 246$ )		
Very Well	98	38.1
Fairly well	74	31.1
Neither well nor poorly	45	18.6
Fairly poorly	9	3.4
Very poorly	16	6.9
Father gets along with foster family/group home staff ( $n = 120$ )		
Very Well	50	38.2
Fairly well	36	31.5
Neither well nor poorly	22	16.7
Fairly poorly	2	2.9
Very poorly	7	7.3

*Note:* Unweighted frequencies and weighted percentages.

Table 15 displays youths' attitudes and feelings about their experience with the foster care system. More than half of youth agreed that they were lucky to have been placed in foster care and have had a satisfactory experience in the foster care system. More than three-fifths of youth agreed that social workers and counselors and staff from group homes or residential treatment centers have been helpful to them. Finally, over 70 percent agreed that foster parents have been of help to them.

**Table 15. Attitudes and Feelings about Foster Care**

	#	%
All in all I was lucky to be placed in the foster care system.		
Very strongly agree	139	18.0
Strongly agree	111	13.1
Agree	178	25.8
Neither agree nor disagree	175	25.4
Disagree	50	7.6
Strongly disagree	24	3.8
Very strongly disagree	49	6.2
Generally I am satisfied with my experience in the foster care system.		
Very strongly agree	90	12.1
Strongly agree	112	16.0
Agree	204	27.8
Neither agree nor disagree	150	20.4
Disagree	88	11.7
Strongly disagree	34	5.0
Very strongly disagree	48	6.7
Overall social workers have been a help to me while I was in the foster care system.		
Very strongly agree	121	16.2
Strongly agree	85	10.0
Agree	252	36.4
Neither agree nor disagree	132	17.8
Disagree	79	10.7
Strongly disagree	19	2.3
Very strongly disagree	39	6.6
All in all foster parents have been a help to me.		
Very strongly agree	172	22.8
Strongly agree	120	16.6
Agree	216	31.7
Neither agree nor disagree	95	14.5
Disagree	60	7.8
Strongly disagree	23	3.4
Very strongly disagree	20	3.0
All in all the counselors or staff of the group homes, child caring institutions or residential treatment centers have been a help to me.		
Very strongly agree	62	13.3
Strongly agree	69	14.3
Agree	150	37.4
Neither agree nor disagree	77	18.5
Disagree	40	9.7
Strongly disagree	14	3.4
Very strongly disagree	14	3.5

Note: Unweighted frequencies and weighted percentages.



Finally, youth were asked about their optimism for the future. As seen in Table 16, nearly three-fifths of youth were very optimistic about their personal hopes and goals for the future and less than 10% reported little or no optimism about the future.

**Table 16. Optimism about Future**

	#	%
Extent to which youth is optimistic when asked to think about personal hopes and goals for the future		
Very optimistic	436	59.5
Fairly optimistic	207	29.1
Not too optimistic	39	5.1
Not at all optimistic	27	3.2

*Note:* Unweighted frequencies and weighted percentages.

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## Socioeconomic Status

### Education

Previous research shows that foster youth approaching the transition to adulthood suffer significant educational deficits when compared to their non-foster care peers (Blome, 1997; Courtney, Terao, & Bost, 2004; Frerer, Sosenko, & Henke, 2013). Involvement in the foster care system is a high risk factor for poor educational attainment due to individual factors (e.g., history of abuse and neglect), as well as systemic factors (e.g., a high concentration of foster youth in poor performing schools) (Frerer et al., 2013; Pecora, 2012; Smithgall, Gladden, Howard, Goerge, & Courtney, 2004). Youth in foster care are more than twice as likely as other youth to not have a high school diploma or GED (Courtney et al., 2011). A study of 11,300 youth who were in California foster care at some point in time during grades 9–11 between 2002 and 2007 found that less than half of foster youth completed high school (45%), compared to 53 percent of a comparison sample of disadvantaged youth, and 79 percent of the general population students (Frerer et al., 2013). In the Midwest Evaluation of the Adult Functioning of Former Foster Youth (Midwest Study), more than one-third of participants had neither a high school diploma nor a GED at age 19 compared to only 9.4 percent of young people in that age range in the general population (Courtney et al., 2005).

Because high school completion is strongly associated with college enrollment, these patterns continue through college age years (Frerer et al., 2013). Foster youth’s aspirations to graduate from college are comparable to those of other young people (Courtney, Terao, & Bost, 2004; Kirk, Lewis, Brown, Nilsen, & Colvin, 2012; McMillen, Auslander, Elze, White, & Thompson, 2003; Reilly, 2003). However, studies show very few foster youth complete college, when compared to their age peers in the general population (Courtney et al., 2011; Frerer, 2013; Pecora et al., 2006). Studies suggest that one-quarter to one-third of

youth leaving care enter college, but less than one-tenth will attain a degree (Courtney et al., 2007; Courtney, Dworky, Lee, & Raap, 2010; Pecora et al., 2003; Reilly, 2003; Wolanin, 2005). By comparison, according to the U.S. Census, approximately 33% of the U.S. population 25 to 34 years old held a bachelor's degree or higher in 2010 (U.S. Census Bureau, 2012).

It is important to understand foster youths' barriers to educational attainment, because there is a significant correlation between education levels and employment outcomes (Hook & Courtney, 2011). Youth with lower academic performance have a more difficult time finding employment and usually have lower wages (Okpych & Courtney, 2014). However, remaining in care into adulthood can mitigate this deficit. Youth who stay in foster care past their 18th birthday have higher educational attainment and in turn, better employment outcomes (Hook & Courtney, 2011).

As seen in Table 17, at the time of the baseline interview all of the males and all but four of the females in the CalYOUTH study were either currently enrolled in school or had been enrolled in the previous academic year, with most being enrolled in high school. Over three-quarters of youth had completed 10th or 11th grade while approximately 8 percent of students had less than a 10th grade education. Given that the majority of study participants were 17 years old, very few had yet earned a high school diploma or GED certificate. Females were more likely than males to have earned a high school diploma. While nearly half of the youth reported receiving mostly A's or B's in school, females were performing better than their male counterparts. Males were much more likely than females to report being placed in a special education classroom.

As discussed in the Methods section of the report, questions from several domains in the CalYOUTH Study were drawn from the National Longitudinal Study of Adolescent Health (Add Health). Although not reported in Table 17, analyses comparing the educational status of the two samples suggest that Add Health participants were both less likely than their CalYOUTH counterparts to skip a grade (3% vs. 12%) and to be left back one year (22% vs. 33%). The youth in Add Health were also less likely than CalYOUTH respondents to have ever been expelled (4.0% vs. 27.5%) and suspended (27.5% vs. 66.5%), and to have missed more days of school without an excuse. About one-third of CalYOUTH participants had missed at least a month of school at some point due to placement moves while in care.

**Table 17. Educational Status**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
School enrollment in past year							
Currently enrolled in school	653	89.8	269	90.2	384	89.5	
Not currently enrolled but was enrolled during past academic year ( <i>n</i> = 74)	70	9.6	29	9.7	41	9.6	
Type of school ( <i>n</i> = currently/past enrolled)							
High School	590	80.6	247	83.7	343	78.5	
GED Classes	3	0.2	1	0.2	2	0.2	
Vocational School	3	0.4	1	0.2	2	0.5	
2-year or community college	25	3.7	8	2.8	17	4.3	
4-year college	4	0.3	1	0.1	3	0.4	
Other	96	14.7	39	12.8	57	16.0	
Highest grade completed							
1st-6th grade	5	0.7	2	0.5	3	0.8	
7th-8th grade	9	1.5	3	1.7	6	1.4	
9th grade	45	6.1	18	5.9	27	6.3	
10th grade	220	31.4	94	34.1	126	29.5	
11th grade	352	47.6	144	46.4	208	48.5	
12th grade	83	10.7	31	9.4	52	11.6	
First year of college	2	0.2	0	0	2	0.3	
Diplomas/certificates earned							*
GED or other high school equivalent	9	1.2	5	2	4	0.6	
High school diploma	77	9.4	26	6.8	51	11.2	
Neither	641	89.5	267	91.3	374	88.2	
Vocational/job training certificate or license	122	15.2	55	16.7	67	14.2	
Grades earned in high school							***
Mostly A's	106	13.8	35	10.9	71	15.8	
Mostly B's	231	32.2	75	25.5	156	36.7	
Mostly C's	314	43.0	158	52.3	156	36.7	
D's or lower	73	10.6	28	10.4	45	10.7	
Ever placed in a special education classroom	257	33.6	130	40.4	127	28.9	**
Ever stopped attending HS/Jr. HS for at least 1 month due to foster care placement change	228	33.8	93	32.9	135	34.3	
Skipped a grade	89	12.3	44	14.4	45	10.8	
Repeated or been held back a grade	248	33.3	114	37.3	134	30.5	
Expelled	188	27.5	100	36.3	88	21.5	***
Received an out-of-school suspension	491	66.5	223	72.4	268	62.5	**
Skipped a full day without an excuse	267	37.7	110	40.7	157	35.7	

\**p* < .05, \*\**p* < .01, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

In addition to youths' actual educational achievement, we also inquired about their educational aspirations and the people who inspired them to continue with their educational goals beyond high school. As seen in Table 18, 80 percent of the youth reported wanting to earn a college degree or higher and nearly as many (73%) expected that they would earn a college degree or higher.

**Table 18. Educational Aspirations**

	#	%
If you could go as far in school as you wanted, how far would you go?		
8th grade or less	4	0.5
9th to 11th grade	3	0.4
Graduate from high school	75	9.8
Some college	42	5.7
Graduate from college	342	47.1
More than college	236	32.7
Other	16	2.5
How far do you actually think you will go in school?		
Between 9th and 11th grade	3	0.2
Graduate from high school	78	10.2
Some college	74	9.6
Graduate from college	375	51.5
More than college	152	21.7
Other	23	3.7

*Note:* Unweighted frequencies and weighted percentages.

Adults working in the foster care system (e.g., foster parents, social workers) were the individuals that youth were most likely to identify as having encouraged their continuing education, followed by staff in their school (e.g., teachers and counselors), and finally, members of their own family (see Table 19).

**Table 19. Educational Encouragement**

	A lot		Some		A little		None	
	#	%	#	%	#	%	#	%
Extent to which youth received encouragement to continue education past high school to college or vocational training from different individuals:								
School (teachers, guidance counselors, principals, other staff)	452	62.7	186	25.1	57	7.1	32	5.1
Family (parents, grandparents, aunts/uncles, brothers/sisters)	448	60.9	157	21.9	61	9.3	61	7.9
Foster care system (foster parents, group home staff, social workers, other professionals)	507	68.6	146	21.5	49	6.9	24	2.9

*Note:* Unweighted frequencies and weighted percentages.

Table 20 presents data on school absences and changes in schools due to relocation. Two-thirds of youth had ever received an out-of-school suspension and over one-quarter had been expelled. Youth absences from school with and without a legitimate excuse were mostly infrequent, with less than 15% of youth reporting weekly to daily absences in the past year.

**Table 20. School Absences and Changes in Schools**

	#	%
Ever received out-of-school suspension	491	66.5
Ever been expelled	188	27.5
Absent from school with an excuse during last year in school (e.g., sick or out of town)		
Never	140	19.7
Just a few times	485	65.1
About once per week	69	10.2
Almost every day	23	3.7
Every day	3	0.4
Number of times skipped school without an excuse during last year in school		
0 days	453	61.2
1-10 days	185	25.7
11-20 days	26	3.87
21-99 days	56	8.1
Number of times missed school for court hearings, visitations, or other reasons related to being in foster care		
0 days	303	37.2
1-10 days	391	58.1
11-20 days	22	3.1
21-99 days	7	0.9
Lifetime number of times changed schools because family moved or changed foster care placements		
0 times	89	11.0
1-5 times	349	48.5
6-10 times	177	24.0
11-20 times	84	12.6
21 or more times	21	2.9

*Note:* Unweighted frequencies and weighted percentages.

## Employment

Research demonstrates that older youth in foster care and those who have recently aged out of care face poor employment outcomes in terms of rates of employment as well as earnings (Courtney et al., 2005; Dworsky, 2005; Goerge, Bilaver, Needel, Brookhad & Jackman, 2002; Hook & Courtney, 2011; Macomber et al., 2008; Naccarato, Brophy & Courtney, 2010; Pecora et al., 2006; Reilly, 2003). Although the majority of foster care youth have some employment experience during their lives (Courtney et al., 2005; Courtney, Terao & Bost, 2004; Dworsky, 2005; Dworsky & Havlicek, 2010), earnings are relatively low and often below the poverty line (Courtney et al., 2005; Dworsky, 2005; Dworsky & Havlicek, 2010; Goerge et al., 2002; Hook & Courtney, 2011; Macomber et al., 2008; Naccarato, Brophy & Courtney, 2010; Pecora et al., 2006; Reilly, 2003). In the Midwest Study, 90 percent of participants who reported earnings as a result of employment at age 19 earned less than \$10,000 (Hook & Courtney, 2011). As former foster youth grow older, earnings remain an issue. Fifty-six percent of 23 and 24 year old participants in the Midwest Study would be classified as poor and 22 percent among those employed do not earn enough to lift them out of poverty (Hook & Courtney, 2011). Macomber and colleagues (2008) found that former foster youth who were employed at age 24 earned monthly wages on average between \$450 and \$690, compared to \$1,535 for their general population peers. These findings are consistent with other studies that have found older and former foster youth have a difficult time earning wages to raise them above the poverty line (Dworsky, 2005; Goerge et al., 2002; Pecora et al., 2006; Reilly, 2003). In addition to lower earnings, older and former foster care youth are less likely to be employed than their peers in the general population (Courtney & Dworsky, 2006; Macomber et al., 2008; Pecora et al., 2006; Stewart, Kum, Barth, Duncan, 2014). For example, Courtney and Dworsky (2006) found that only 40% of the 19 year olds in the Midwest Study were currently employed, compared to 58.2 percent of same age peers in Add Health.

Researchers identify low educational attainment as one of the primary risk factors for low employment rates and earnings (Hook & Courtney, 2011; Naccarato, Brophy & Courtney, 2010; Okpych & Courtney, 2014; Pecora et al., 2006). Hook and Courtney (2011) found that about one-quarter of youth actively looking for work did not have a high school diploma or equivalency degree, and only one-tenth of youth working full-time did not have one of these credentials. However, the number of years youth stay in care past their 18th birthday is positively associated with employment and wages, largely explained by additional educational attainment. Given the barriers to educational attainment that foster youth face, perhaps it is not surprising they also encounter difficulties in securing employment that can support them. Studies point to other barriers to employment success for foster youth. Dworsky & Havlicek (2010) found a lack of job training and placement programs aimed at foster youth contributes to these deficits. Naccarato and colleagues (2010) found that race, histories of drug and alcohol use, and histories of mental

illness were all contributing factors to poor employment outcomes for former foster youth. Furthermore, the living arrangements of foster youth are associated with their employment, as youth exiting from group care or a treatment facility are especially vulnerable (Hook & Courtney, 2011). Higher incarceration and arrest rates among foster youth also contribute to low employment rates and earnings (Dworsky & Havlicek, 2010; Hook & Courtney, 2011). Finally, motherhood is an additional barrier to employment and earning higher wages for female foster youth, which is of particular concern given that the majority of young women making the transition to adulthood from care are mothers by the age of 24 (Hook & Courtney, 2011).

As seen in Table 21, while only a small proportion of CalYOUTH participants reported full- or part-time employment at the time of the interview, more than twice as many youth reported working for pay in the previous four-week period. When compared to their Add Health counterparts, CalYOUTH participants were much less likely to have recently worked for pay, worked far fewer hours, and earned less money.

Contrasts in labor force participation between 1995, when the Wave 1 Add Health study was administered, and 2013 when CalYOUTH was administered, may explain some of the difference in employment outcomes. Employment statistics for youth aged 16-17 years (non-institutional population) indicate that 34.7 percent of the eligible labor force was employed in 1995 compared to 16.6 percent in 2013 (U.S. Department of Labor, 1995, 2013). Caution should be used in interpreting statistically significant differences in employment outcomes between the CalYOUTH and Add Health samples given the vast discrepancies in the labor market between the two periods.



**Table 21. Employment**

	CalYOUTH		Add Health		<i>p</i>
	#	%	#	%	
Currently employed full-time <sup>N</sup>	12	1.7			
Currently employed part-time <sup>N</sup>	102	13.0			
Completed apprenticeship, internship, or other on-the-job training (paid or unpaid) during past year <sup>N</sup>	170	23.3			
During last four weeks, worked - for pay -for anyone outside home	249	32.1	1157	71.4	***
Number of working hours during typical non-summer week					***
0 hours	470	65.7	567	31.8	
1-10 hours	169	22.0	275	16.8	
11-20 hours	46	6.2	414	26.6	
21-40 hours	31	4.9	363	22.8	
41 or more hours	3	0.3	22	1.3	
Money earned in typical non-summer week from all jobs combined ( <i>n</i> = 249)					***
\$50 or less	107	38.5	282	26.4	
\$51-\$150	84	35.7	629	59.6	
\$151-\$300	39	17.2	136	11.6	
\$301 or more	13	5.7	13	1	
Number of working hours during typical summer week					***
0 hours	489	69.6	376	21.7	
1-10 hours	85	10.8	146	9.0	
11-20 hours	52	5.9	187	12.2	
21-40 hours	64	9.0	753	46.4	
41 or more hours	15	1.8	161	8.9	
Money earned in typical summer week ( <i>n</i> = 216)					***
\$50 or less	64	31.8	154	13.2	
\$51-\$150	67	30.3	559	47.3	
\$151-\$300	49	23.4	444	32.9	
\$301 or more	32	12.9	73	5.4	

\*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

Supplemental sources of income aside from employment were minimal among the CalYOUTH participants. As seen in Table 22, less than one-tenth of the youth were currently receiving Social Security

payments, using a scholarship, grant or other form of financial aid to assist with educational expenses, or were receiving some other form of financial support.

**Table 22. Supplemental Financial Support**

	#	%
Social security payments (SSI, SSDI, dependents' payments) <sup>N</sup>	55	6.9
Scholarship, grant, stipend, student loan, voucher or other type of educational financial aid to cover educational expenses <sup>N</sup>	62	6.9
Periodic and/or significant financial resources or support from another source <sup>N</sup>	60	7.1

*Note:* Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

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## Health and Development

### Health Status

Despite the fact that the majority of former foster youth describe their health as good to excellent (Courtney et al., 2005; Courtney et al., 2011), research suggests that this population suffers significant health and mental health deficits when compared to non-foster care youth (Courtney et al., 2005; Courtney, Piliavin, Grogan-Kaylor & Nesmith, 2001; McMillen et al., 2005; Pecora et al., 2003; Reilly, 2003; Rosenbach, 2001;). In the Midwest Study, 19 year old foster youth tended to describe their health less favorably than the national sample and were more likely to report that their conditions limited their ability to engage in moderate physical activity (Courtney et al., 2005). Foster youth participants also reported more emergency room visits and more hospitalizations during the past 5 years than Add Health peers (Courtney et al., 2005). Reilly (2003) similarly found that 30 percent of youth formerly in foster care in Clark County, Nevada, reported having a serious health problem since leaving care.

Older and former foster youth also have a higher prevalence of mental health issues than their non-foster peers (Courtney et al., 2005; Courtney et al., 2001; McMillen et al., 2005; Reilly, 2003). At age 19, young adults in the Midwest study were more than twice as likely as peers in the Add Health sample to have received psychological or emotional counseling and to have attended a substance abuse treatment program (Courtney et al., 2005). One-third of participants had at least one mental health diagnosis, with the most prevalent being PTSD, alcohol abuse, substance abuse and major depression (Courtney et al., 2005). McMillen and colleagues (2005) found that 32 percent of youth in their study of older adolescents in foster care in Missouri suffered from more than one lifetime psychiatric disorder, a much higher rate than is found in the general population of young people.

As shown in Table 23, the vast majority of youth in the CalYOUTH study reported their health as being generally good to excellent. Males reported being healthier than females. Young people in the Add Health

study reported being healthier than those participating in CalYOUTH. Nearly half the CalYOUTH participants reported missing school in the previous month due to a health or emotional problem. Differences by gender within the CalYOUTH study and between Add Health and CalYOUTH suggested males missed less school than females as did youth in Add Health compared to those in CalYOUTH. Finally, CalYOUTH participants were more likely than their Add Health counterparts to report that their worst injury in the last year was serious in some regard.

**Table 23. Health Status**

	CalYOUTH <sup>a</sup>						Add Health <sup>b</sup>			
	Overall		Female		Male		p	Overall		p
	#	%	#	%	#	%		#	%	
General health rating							***			***
Excellent	187	24.6	76	17.6	111	34.8		476	28.2	
Very Good	263	35.8	152	34.7	111	37.3		684	41.0	
Good	196	27.8	146	34.3	50	18.3		390	24.4	
Fair	67	9.9	47	11.3	20	8.0		99	6.2	
Poor	14	1.9	8	2.2	6	1.6		5	0.2	
Difficulty using hands, arms, legs, or feet because of physical condition that lasted for 12 months or more	43	4.7	21	3.4	22	6.4		17	3.0	
How often a health or emotional problem caused youth to miss a day of school in last month							*			***
Never	391	53.3	209	50.4	182	57.5		1089	64.9	
Just a few times	270	37.3	171	38.6	99	35.4		474	29.7	
About once a week	37	5.3	24	5.1	13	5.6		62	3.6	
Almost every day	19	2.6	18	4.3	1	0.1		12	1.0	
Every day	5	0.4	4	0.5	1	0.2		8	0.4	
Worst injury in last year										***
Very minor	260	37.4	165	39.4	95	34.6		740	47.2	
Minor	304	39.7	172	39.3	132	40.2		674	39.0	
Serious	110	15.1	61	13.2	49	17.8		159	8.4	
Very serious	29	4.0	15	3.2	14	5.1		37	2.4	
Extremely serious	23	3.7	16	4.9	7	1.8		41	2.8	

\* $p < .05$ , \*\*\* $p < .001$ ; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup>Statistical significance indicates differences between CalYOUTH males and females.

<sup>b</sup>Statistical significance indicates differences between the overall Add Health and CalYOUTH samples.

**Table 24. Health Care Utilization**

	CalYOUTH <sup>a</sup>							Add Health <sup>b</sup>		
	Overall		Female		Male		<i>p</i>	Overall		<i>p</i>
	#	%	#	%	#	%		#	%	
Last physical exam										***
<1 year ago	627	86.7	367	85.9	260	88.0		1,111	65.1	
1-2 years ago	85	11.0	54	11.7	31	10.0		369	24.1	
>2 years ago	8	1.0	5	1.4	3	0.0		144	9.1	
Never	5	0.0	3	0.0	2	0.0		26	1.5	
Last dental exam										***
<1 year ago	650	89.9	383	89.5	267	90.6		1,078	66.0	
1-2 years ago	66	8.4	42	9.7	24	6.7		351	21.3	
>2 years ago	6	0.0	4	0.0	2	0.0		185	10.3	
Never	3	0.0	0	0.0	3	1.2		38	2.3	
In last year respondent thought he/she should get medical care, but did not	154	21.3	104	24.0	50	17.4		362	21.5	
Reasons youth did not see a health professional ( <i>n</i> = 154)										
Didn't know who to see	10	5.6	6	5.5	4	5.9		34	10.5	
Had no transportation	17	10.7	11	11	6	10.1		27	6.3	
No one available to go along	6	4.4	4	5.3	2	2.6		11	3.2	
Parent/guardian would not go	29	18.5	25	24.1	4	7.2		24	8.5	
Difficult to make appointment	10	6.8	7	6.9	3	6.5		34	9.2	
Afraid of what doctor would say	16	9.5	10	6.5	6	15.5		58	15.7	
Thought problem would go away	30	18.1	21	17.7	9	18.9		230	64.0	
Didn't want parents to know	2	1.6	1	2.1	1	0.0		49	14.9	
Couldn't pay	9	5.5	5	3.4	4	8.7		62	22.2	
Other	25	19.4	14	17.1	11	24.0		32	5.8	
Ever referred self (or was referred) for alcohol or drug abuse assessment/counseling <sup>N</sup>	160	20.8	88	19.1	72	23.4		--	--	<sup>c</sup>
Attended drug or alcohol abuse treatment program in past year	124	18.8	61	15.6	63	23.4	*	2.3		
Received in the past year:										
Psychological or emotional counseling	406	54.0	265	60.3	141	44.8	***	13.5	***	
Psychiatric hospitalization	71	10.2	44	10.2	27	10.2		--	--	<sup>c</sup>
Family planning counseling/services	192	25.9	129	29.5	63	20.6	*	7.5	***	
STD/AIDS testing or treatment	156	23.2	117	29.6	39	13.9	***	7.3	***	
Prenatal/post-partum health care	51	12.0	--	--	--	--		4.2	***	

\**p* < .05, \*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey item.

<sup>a</sup>Statistical significance indicates differences between CalYOUTH males and females.

<sup>b</sup>Statistical significance indicates differences between the overall Add Health and CalYOUTH samples.

<sup>c</sup>These items were unavailable in the Add Health Study.

As seen in Table 24, CalYOUTH respondents reported high rates of general access to health care services (i.e., having a recent physical and dental exam) and were far more likely to do so than their Add Health counterparts. Despite the difference in health care utilization, respondents in both studies reported very similar rates of going without medical care in the past year when in fact youth thought they should seek medical attention. The reasons that youth reported not seeing a health professional despite thinking that doing so was necessary varied considerably. The most commonly cited reason was “other” which included explanations such as staff at the group home forgot, did not think it was serious enough or told the youth there were not enough funds to pay for it; not trusting the available medical community; and the youth deciding that they would just rather not go. Other commonly reported reasons included youths’ parents or guardians not wanting to go and youth thinking the problem would go away.

In the past year, females reported receiving health care services more than males did, specifically psychological or emotional counseling, family planning services, and STD/AIDS testing or treatment. Young people in the CalYOUTH study, in comparison to their Add Health counterparts, reported significantly higher rates of uptake in these same areas in addition to prenatal and post-partum health care services.

**Table 25. Location of Services, if Received in the Last Year**

	Private Doctor’s Office		Community Health Clinic		School		Hospital		Other	
	#	%	#	%	#	%	#	%	#	%
Psychological/emotional counseling ( <i>n</i> = 406)	70	18.0	88	18.7	38	8.4	15	3.8	195	51.1
Drug/alcohol abuse treatment ( <i>n</i> = 124)	7	6.3	27	21.1	11	8.2	2	1.0	77	63.4
Medication ( <i>n</i> = 220)	77	36.4	50	20.6	4	1.8	18	8.5	71	32.7
Family planning counseling/services ( <i>n</i> = 192)	35	21.6	38	14.9	11	6.0	3	1.9	105	55.6
STD/AIDS testing or treatment ( <i>n</i> = 156)	34	25.8	88	50.1	3	1.6	18	12.6	13	10.0
Prenatal/post-partum health care ( <i>n</i> = 51)	24	44.9	17	36.8	0	0.0	8	15.1	2	3.2

*Note:* Unweighted frequencies and weighted percentages.

As seen in Table 25, among youth who reported receiving services in the past year for various health and behavioral health conditions, only a small proportion received those services in a school or hospital setting. Utilization of services in a private doctor’s office or community health clinic was most common for medication, STD/AIDS testing or treatment, and prenatal/post-partum care. More than half of

respondents selected some “Other” location as the most common place to receive psychological and emotional counseling, drug and alcohol abuse treatment, and family planning services.

**Table 26. Medication (n = 220)**

	#	%
Received medication for emotional problems in past year	220	29.1
Medicine improves mood, helps concentrate, or helps behave better		
Strongly agree	44	18.3
Agree	71	32.7
Neither agree or disagree	45	21.0
Disagree	32	14.6
Strongly disagree	28	13.3
Get along better with people when on medication		
Strongly agree	32	14.1
Agree	50	22.6
Neither agree or disagree	64	28.8
Disagree	33	16.5
Strongly disagree	39	17.4
Medicine gives bad side effects		
Strongly agree	20	8.0
Agree	43	22.1
Neither agree or disagree	50	20.5
Disagree	74	35.3
Strongly disagree	33	14.1
Good things about medication outweigh the bad		
Strongly agree	20	8.1
Agree	72	32.3
Neither agree or disagree	58	27.8
Disagree	40	17.5
Strongly disagree	26	12.7
Doctor listens, when deciding to give medication		
Strongly agree	58	25.6
Agree	109	52.0
Neither agree or disagree	23	10.8
Disagree	18	7.3
Strongly disagree	10	3.7
Only take medication because of pressure from other people		
Strongly agree	14	6.7
Agree	25	10.6
Neither agree or disagree	36	17.0
Disagree	80	37.8
Strongly disagree	62	26.8

*Note:* Unweighted frequencies and weighted percentages.

Nearly one-third of CalYOUTH participants reported having received medication in the previous year to address emotional problems (see Table 26). In general, 40 to 50 percent of these youth reported positive experiences with their medication. For example, over half of youth concurred that medicine improves mood, helps with concentration or improves behavior and two-fifths agreed or strongly agreed that the “good things about medicine outweigh the bad.” Over three-fourths of youth also agreed that their doctor listens to them when deciding to administer medication and about 17% reported that the circumstances under which they took medication included pressure from other people.

Tables 27a and 27b present height and weight information self-reported by youth in the study and body mass index (BMI) statistics. Males were more likely to be taller and to weigh more than females, an anticipated difference based on population standards in the 2000 Centers for Disease Control and Prevention Growth Charts (Kuczmarski et al., 2002). Using the height and weight information and standard BMI calculations, we computed the mean BMI for the CalYOUTH and Add Health samples, as well as percentile rankings to indicate the relative position of the youths’ BMI among adolescents of the same age and sex. Body mass index is a useful measure for assessing the extent to which one’s body weight deviates from what is considered desired or healthy for a person of that height and is used for screening of weight categories that may lead to health problems (Centers for Disease Control, 2011).

**Table 27a. Height and Weight**

	Overall		Female		Male		
	#	Feet & inches/lbs.	#	Feet & inches/lbs.	#	Feet & inches/lbs.	<i>p</i>
Height	727	5'5"	429	5'3"	298	5'8"	***
Weight	702	158.3 (1.7)	413	149.4 (1.9)	289	171.2 (3.2)	***

\*\*\**p* < .001; *Note:* Unweighted frequencies and weighted feet & inches/pounds.

Table 27b shows that the CalYOUTH participants had a higher BMI ( $M = 25.5$ ,  $SD = 5.9$ ) than those in Add Health ( $M = 22.8$ ,  $SD = 4.3$ ) with gender differences evident between females ( $M_{\text{CalYOUTH females}} = 25.9$  and  $M_{\text{Add Health females}} = 22.5$ ) and males ( $M_{\text{CalYOUTH males}} = 25.0$  and  $M_{\text{Add Health males}} = 23.3$ ). Examination of youths’ BMI Status for the assessment of weight categories (obese, overweight, healthy weight, and underweight), suggest over half of the CalYOUTH sample had a healthy weight although approximately two-fifths of the sample were in either the overweight or obese categories. This differs from the overall Add Health sample, in which three-fourths and one-fifth were in the healthy weight and overweight or obese categories respectively.

BMI and weight status comparisons with Add Health should be interpreted with caution for two reasons. First, the CalYOUTH sample contains higher proportions of Black and Hispanic youth than Add Health, and these latter groups are generally at higher risk of being overweight or obese (Ogden, Carroll, Kit, &

Flegal, 2014). Thus, some of the differences between CalYOUTH and Add Health may partially reflect differences in the racial and ethnic composition of the samples. A second reason the CalYOUTH – Add Health weight status comparison should be interpreted with caution is due to the upward trend in prevalence of childhood and adolescent obesity through the 1990s, but which eventually leveled off in the mid- to late-2000s (Ogden, Carroll, Kit, & Flegal, 2012). For example, the 2013 Youth Risk Behaviors Survey (YRBS) (Kann et al., 2014), a biennial national study of high school students conducted by the Centers for Disease Control and Prevention, reports that 13.7 percent of youth are obese (95% confidence interval: 12.6% - 14.9%) and 16.6 percent are overweight (95% confidence interval: 15.5% - 17.8%). These rates would be even higher if the racial and ethnic compositions were adjusted to match the proportions in CalYOUTH (e.g., see Table 105 in Kann et al., 2014, p. 155, for racial and ethnic breakdowns of weight class). For these two reasons, differences in weight status between CalYOUTH participants and a comparable sample of youth from the general population are likely to be narrower than the estimates reported in Table 27b.



**Table 27b. Body Mass Index (BMI) Statistics**

	CalYOUTH						Add Health								
	Overall		Female		Male		Overall <sup>a</sup>		<i>p</i>	Female <sup>b</sup>		<i>p</i>	Male <sup>c</sup>		<i>p</i>
	#	Mean (SD) /%	#	Mean (SD) /%	#	Mean (SD) /%	#	Mean (SD) /%		#	Mean (SD) /%		#	Mean (SD) /%	
Mean BMI	702	25.5 (5.9)	413	25.9 (5.9)	289	25.0 (5.8)	1621	22.8 (4.3)	***	794	22.5 (4.3)	***	827	23.3 (4.3)	***
BMI Status									***						
Underweight (<5th percentile BMI)	17	2.3	8	1.6	9	3.4	58	3.6		23	4.0		35	3.3	
Healthy weight (5th-85th percentile BMI)	386	53.4	227	51.7	159	56.0	1207	74.4		607	70.5		600	77.0	
Overweight (>85th-95th percentile BMI)	159	22.1	96	24.1	63	19.1	218	12.2		111	13.7		107	11.1	
Obese (>95th percentile BMI)	140	19.2	82	19.6	58	18.6	138	7.7		53	10.8		85	5.6	

\*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages and means.

<sup>a</sup>Differences between overall Add Health and CalYOUTH samples are statistically significant.

<sup>b</sup>Differences between Add Health and CalYOUTH females are statistically significant.

<sup>c</sup>Differences between Add Health and CalYOUTH males are statistically significant.

## Mental Health

We assessed the mental health status of youth using the Mini International Neuropsychiatric Interview for Children and Adolescents (MINI-KID) (Sheehan et al., 1998; Sheehan et al., 2010) and assessed suicidal ideation and attempts among youth with the Composite International Diagnostic Interview (CIDI: World Health Organization, 1998). The MINI-KID is a brief structured diagnostic tool used to assess DSM-IV and ICD-10 psychiatric disorders in children and adolescents.

As seen in Table 28, two-fifths of the youth in the CalYOUTH study had ever felt so low that they thought a lot about committing suicide. Further, nearly one-quarter of them had ever attempted suicide in the past. The presence of gender differences suggests that twice as many females as males had ever thought about committing suicide and twice as many had also attempted suicide.

**Table 28. Suicide ( $n = 719$ )**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Past suicidal ideation	311	40.9	81	25.9	230	51.0	***
Past suicide attempt	184	23.5	47	14.0	137	29.9	***

\*\*\* $p < .001$ ; Note: Unweighted frequencies and weighted percentages.

Tables 29 and 30 present diagnostic information for a range of psychiatric disorders with prevalence rates for positive and negative diagnoses for the sample overall (Table 29) and for positive diagnoses by gender (Table 30). The most prevalent mental and behavioral health disorders were major depression, psychotic disorders (current), past mania and hypomania, substance abuse and dependence, and alcohol dependence. Compared to males, females were more likely to have higher prevalence rates for major depression, dysthymia, past mania and hypomania, and PTSD.

Fifty-three percent of CalYOUTH participants were found to have a positive diagnosis for one or more current mental and behavioral health disorders including major depression, bipolar disorder, social phobia and anxiety, obsessive compulsive disorder, posttraumatic stress disorder, attention deficit hyperactivity disorder, conduct disorder, oppositional-defiant disorder, substance abuse or dependence, alcohol abuse or dependence, and psychotic disorder. Further, examination of differences by gender indicate that females were more likely than males to have a positive diagnosis for one of these disorders ( $n = 255$ , 57.5% and  $n = 149$ , 46.9%, respectively).

**Table 29. MINI-Kid Diagnosis Results (n = 719)**

	Positive Diagnosis		Negative Diagnosis		Other		Don't Know/Refuse*	
	#	%	#	%	#	%	#	%
Major Depressive Episode								
Current	152	20.5	567	80.5	--	--	50	8.8
Past	282	37.4	437	62.6	--	--	58	13.3
Recurrent	307	42.5	412	57.6	--	--	78	18.9
Dysthymia	57	7.6	662	92.5	--	--	29	4.4
Manic Episode								
Current	63	8.3	656	91.7	--	--	112	17.1
Past	109	14.3	610	85.7	--	--	153	25.1
Hypomanic Episode								
Current	29	4.1	690	95.9	--	--	114	16.5
Past	53	7.6	557	78.1	109	14.3 <sup>a</sup>	153	27.5
Hypomanic Symptoms								
Current	55	7.2	664	92.9	--	--	112	16.9
Past	115	15.0	460	65.4	144	20.0 <sup>a</sup>	153	33.3
Social Phobia								
Current	42	5.5	677	94.5	--	--	59	8.9
Generalized (subtype)	35	4.5	--	--	--	--	--	--
Non-generalized (subtype)	7	0.0	--	--	--	--	--	--
Obsessive Compulsive Disorder	40	5.5	679	94.5	--	--	74	10.9
Post-Traumatic Stress Disorder	56	7.5	663	92.6	--	--	51	7.7
Alcohol Dependence	75	8.9	644	91.1	--	--	32	5.0
Alcohol Abuse	28	3.5	616	87.7	75	8.9 <sup>b</sup>	27	4.4
Substance Dependence (non-alcohol)	81	10.5	638	89.5	--	--	49	7.7
Substance Abuse (non-alcohol)	83	10.8	636	89.2	--	--	41	6.4
Attention-Deficit/Hyperactivity Disorder	--	--	669	94.3	--	--		
Combined	21	2.1	--	--	--	--	29	4.8
Inattentive	18	2.3	--	--	--	--	29	4.8
Hyperactive/Impulsive	11	1.3	--	--	--	--	29	4.8
Conduct Disorder	34	4.9	685	95.1	--	--	36	5.3
Oppositional Defiant Disorder	53	7.4	666	92.6	--	--	35	5.3
Psychotic Disorder (Current)	55	7.8	664	92.3	--	--	51	7.7

Note: Unweighted frequencies and weighted percentages.

\*The absence of affirmative responses to all items necessary for a positive diagnosis resulted in a Negative Diagnosis, even when this was the result of Don't Know/Refuse responses. The Don't Know/Refuse columns indicate the number and percentage of youth who received a Negative Diagnosis due to one or more Don't Know/Refuse responses.

<sup>a</sup>Not explored.

<sup>b</sup>Not applicable: Respondents in this category met the criteria for alcohol dependence which preempts alcohol abuse.

**Table 30. MINI-Kid Positive Diagnosis Results by Gender (*n* = 719)**

	Overall Positive Diagnosis		Positive Diagnosis Among Males		Positive Diagnosis Among Females		<i>p</i>
	#	%	#	%	#	%	
Major Depressive Episode							
Current	152	20.5	40	13.5	112	25.2	**
Past	282	37.4	72	24.8	210	45.9	***
Recurrent	307	42.5	102	34.5	205	47.8	**
Dysthymia	57	7.6	14	4.9	43	9.4	*
Manic Episode							
Current	63	8.3	19	6.6	44	9.5	
Past	109	14.3	30	9.0	79	17.8	**
Hypomanic episode							
Current	29	4.1	6	2.5	23	5.2	
Past	53	7.6	15	5.8	38	8.9	**
Hypomanic symptoms							
Current	55	7.2	24	7.2	31	7.1	
Past	115	15.0	48	15.9	67	14.4	
Social Phobia							
Current	42	5.5	6	2.9	36	7.2	
Generalized (subtype)	35	4.5	5	2.2	30	6.1	
Non-generalized (subtype)	7	0.0	1	0.0	6	1.1	
Obsessive Compulsive Disorder	40	5.5	11	3.6	29	6.9	
Post-Traumatic Stress Disorder	56	7.5	9	2.7	47	10.6	***
Alcohol Dependence	75	8.9	25	8.9	50	8.9	
Alcohol Abuse	28	3.5	13	4.8	15	2.6	
Substance Dependence (non-alcohol)	81	10.5	30	10.8	51	10.3	
Substance Abuse (non-alcohol)	83	10.8	43	12.3	40	9.8	
Attention-Deficit/Hyperactivity Disorder							
Combined	21	2.1	9	2.5	12	1.8	
Inattentive	18	2.3	7	2.0	11	2.6	
Hyperactive/Impulsive	11	1.3	6	2.1	5	0.0	
Conduct Disorder	34	4.9	10	3.9	24	5.6	
Oppositional Defiant Disorder	53	7.4	20	7.3	33	7.4	
Psychotic Disorder							
Current	55	7.8	22	8.0	33	7.6	

\**p* < .05, \*\**p* < .01, \*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages.

### **Pregnancy and Sexuality**

Youth in foster care or exiting from care are at significantly higher risk of becoming pregnant than their non-foster care peers (Courtney, Dworsky, Ruth, Keller, Havlicek, & Bost, 2005; Dworsky & Courtney, 2010; Oshima, Narendorf, & McMillen, 2013). The Midwest Study found that about a third of female

participants had been pregnant by ages 17–18, compared to 13.5 percent of the Add Health sample of adolescents nationwide. By age 19, the number of youth who had been pregnant at least once increased to about one half (Dworsky & Courtney, 2010). Oshima and colleagues (2013) similarly found that 55 percent of females in their study had been pregnant by age 19. They also cite the time period between 17 and 19 years old to be of particular risk for foster youth getting pregnant, finding a 300 percent increase in the pregnancy rate during this phase (Oshima et al., 2013).

Although older foster youth appear to be at a very high risk for getting pregnant, remaining in foster care might be a significant protective factor (Courtney et al., 2005; Dworsky & Courtney, 2010). The Midwest Study found that youth who remained in care were less likely to become pregnant between the ages of 17–18 and 19 than their peers who left care (Dworsky & Courtney, 2010). Additionally, researchers found that participants who left care were more likely to report that they “definitely” wanted to get pregnant. This finding is notable, considering the high risk of pregnancy for former foster youth during this particular time period.

Foster youth are also much more likely than their non-foster peers to have at least one child (Courtney et al., 2005; Putnam-Hornstein, Cedarbaum, King, & Needell, 2014). The Midwest Study found that a quarter of participants reported having at least one living child at age 19 and, again, that remaining in foster care after age 18 reduced the likelihood of youth having a child (Courtney et al., 2005). Putnam-Hornstein and colleagues (2014) found that among young women in foster care in Los Angeles County at age 17, more than 25 percent had given birth at least once before age 20. Reilly (2003) reported an even higher rate of children among former foster youth (38%).

As seen in Table 31, which presents information on pregnancy among female participants, just over one-fourth reported having ever been pregnant. Among females who had ever been pregnant, most had been pregnant once, but 30 percent had been pregnant two or more times. Over one-third gave birth to a child and the majority had first become pregnant between the ages of 14 and 17. Additional analyses indicated that two and a half times as many female participants in CalYOUTH compared to Add Health females got pregnant ever ( $n = 104$ , 26% and  $n = 94$ , 10%, respectively) and were more likely to have gotten pregnant more than once ( $n = 23$ , 22% and  $n = 17$ , 17%, respectively).

In reference to the youths’ most recent pregnancy, three-quarters of the young women had not been using birth control at the time they became pregnant. Notably, despite the high proportion of respondents not using birth control at the time, two-thirds were either ambivalent about their desire to get pregnant or expressed a moderate to strong preference *not* to get pregnant. Of those who got pregnant but did not carry the baby to term, two-fifths had a still birth or miscarriage and another 12 percent had an abortion.

**Table 31. Female Youths' Pregnancy History**

	#	%
Ever been pregnant ( <i>n</i> = 426)	104	26.0
Number of times been pregnant ( <i>n</i> = 104)		
1	73	69.7
2	17	16.8
3	3	3.1
4+ times	3	2.1
Given birth to any children <sup>N</sup> ( <i>n</i> = 104)	39	35.7
Was married to child's other parent at time each child was born <sup>N</sup> ( <i>n</i> = 39)	4	8.4
Year most recently became pregnant ( <i>n</i> = 104)		
2007-2010	8	7.6
2011	24	23.6
2012	38	38.2
2013	21	18.0
Year youth first became pregnant (with multiple pregnancies, <i>n</i> = 31)		
2007-2010	8	25.8
2011	7	27.8
2012	5	19.6
2013	3	5.0
<b>Characteristics of most recent pregnancy (<i>n</i> = 104)</b>		
Using birth control at time of pregnancy	28	24.3
Wanted to get pregnant at that time		
Definitely no	30	31.8
Probably no	14	11.7
Neither wanted nor didn't want	26	23.1
Probably yes	18	16.5
Definitely yes	7	8.7
Youth wanted to marry partner		
Yes	53	47.9
No	20	33.1
Didn't care	7	5.8
Month of pregnancy first saw doctor or nurse		
Month 1	31	29.0
Month 2	11	11.5
Month 3	11	8.5
Month 4	1	0.3
Month 6	2	2.5
Month 7	3	2.4
Month 8	3	2.1
Month 9	2	1.2
Didn't receive prenatal care	20	20.7
How pregnancy ended		
Live birth	34	35.8
Still birth/miscarriage	38	42.7
An abortion	10	11.8

Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey item.

Males were also asked about their history of impregnating women (Table 32). The vast majority reported never having gotten a woman pregnant and twenty-two young men reported having fathered children that were born. Three-quarters of males indicated they had not been using birth control when they got a woman pregnant and yet half reported ambivalence or a preference for not wanting to get the woman pregnant.

**Table 32. Male Youths' History of Impregnating Females<sup>5</sup>**

	#	%
Number of females youth has gotten pregnant ( <i>n</i> = 294)		
None/zero	258	88.2
One	28	9.0
Two	2	0.5
Three	1	0.7
Four or more	2	0.5
Youth has fathered children that were born <sup>N</sup> ( <i>n</i> = 36)	13	36.6
Youth was married to child's other parent at time each child was born <sup>N</sup> ( <i>n</i> = 19)	2	7.0
Year most recently got a female pregnant ( <i>n</i> = 36)		
2009	1	2.0
2010	3	5.9
2011	3	9.8
2012	10	27.7
2013	5	15.7
<b>The following responses refer to the most recent pregnancy (<i>n</i> = 36)</b>		
Using birth control at time partner became pregnant	8	23.9
Youth wanted partner to get pregnant at time of most recent pregnancy		
Definitely no	10	21.6
Probably no	3	12.1
Neither wanted nor didn't want	8	22.5
Probably yes	3	4.9
Definitely yes	3	7.8
Youth wanted to marry partner at time partner became pregnant ( <i>n</i> = 36)		
Yes	9	20.6
No	12	34.7
Didn't care	3	12.1

Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey item.

<sup>5</sup> Three individuals responded DK/R to the first question about the number of females that he got pregnant. The responses of these three youth are included in the rest of the questions in this table.

Table 33 shows answers to the survey question asking about youths' sexual orientation. Overall, three-fourths reported themselves as 100 percent heterosexual with the remainder reporting other sexual orientations. Males were more likely than females to have reported themselves as being heterosexual with females reporting higher rates of other sexual orientations including bisexuality and homosexuality.

**Table 33. Sexuality (*n* = 720)**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Sexual Orientation							***
100% heterosexual or straight	535	74.4	277	64.6	258	89.1	
Mostly heterosexual or straight, but somewhat attracted to people of my own sex	62	8.5	52	12.2	10	3.1	
Bisexual - attracted to men and women equally	63	8.0	58	12.8	5	0.8	
Mostly homosexual or gay, but somewhat attracted to people of the opposite sex	13	2.5	12	4.1	1	0.2	
100% homosexual or gay	20	2.8	13	3.5	7	1.9	
Not sexually attracted to either males or females	6	0.8	5	1.1	1	0.2	

\*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages.

## Personality

We assessed personality traits using the Ten-Item Personality Inventory (TIPI), a brief measure of the Big-Five personality dimensions (Gosling, Rentfrow, & Swann Jr., 2003). Compared to other brief inventories of the Big-Five, the TIPI has been found to achieve slightly better validity than other measures (Furham, 2008). Five main personality constructs were measured with two items each: extraversion, agreeableness, conscientiousness, emotional stability, and openness to new experiences.



**Table 34. Personality**

	Overall		Male		Female		<i>p</i>
	#	Mean (SD)	#	Mean (SD)	#	Mean (SD)	
Extraversion: extraverted/enthusiastic; <i>not</i> reserved/quiet	698	4.4 (1.3)	287	4.3 (1.3)	411	4.5 (1.3)	
Agreeableness: <i>not</i> critical/quarrelsome; sympathetic/warm	669	4.7 (1.0)	273	4.6 (1.0)	396	4.8 (1.0)	*
Conscientiousness: dependable/self-disciplined; <i>not</i> disorganized/careless	719	5.4 (1.2)	294	5.3 (1.3)	425	5.5 (1.2)	*
Emotional Stability: <i>not</i> anxious/easily upset; calm/emotionally stable	725	4.7 (1.3)	298	5.0 (1.3)	427	4.5 (1.3)	***
Openness to New Experiences: open to new experiences/complex; <i>not</i> conventional/uncreative	717	5.3 (1.2)	294	5.3 (1.2)	423	5.4 (1.2)	

\**p* < .05, \*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages.

Scored using a Likert scale with 1=strongly disagree to 7=strongly agree, the overall sample of CalYOUTH participants fell generally in the middle of scale, just slightly above the center point of 4, neither agree nor disagree (see Table 34). Higher scores of mean values indicate “more” of the attribute. For example, a mean score of 5 on Extraversion would suggest that a person is more outgoing and enthusiastic than someone with a mean score of 4. Differences by gender indicate that females compared to males had higher average scores on dimensions of Agreeableness and Conscientiousness. Males, on the other hand, had higher average scores than females on Emotional Stability.

### Reading Ability

The Wide Range Achievement Test: Fourth Edition (WRAT4) is an instrument used to gauge basic academic skills that are needed for thinking, learning, and communication (Wilkinson and Robertson, 2006). The original WRAT was developed over 70 years ago and has been used as a supplement to the Wechsler-Bellevue Scales of intelligence test to measure codes needed to learn reading, spelling, and arithmetic. We used the reading subsection of the WRAT4 to provide a brief assessment of the youths’ reading ability. Respondents were provided with a show card with a single word printed on it that they were asked to read aloud and pronounce correctly. The words start at a basic level and become sequentially more challenging as the youth responds correctly. The test stops after 10 consecutive incorrect responses, and a score is calculated based on the number of correct pronunciations. The WRAT4 provides standard scores and grade-level estimates for individuals aged 5 to 94. We report both percentile scores and grade-level reading estimates.

Of the 727 youth who started the WRAT, 33 elected to discontinue the test at some point (4.5%), of which 15 were males and 18 were females. Standard scores are assessed on a similar metric to the Wechsler-Bellevue intelligence test, with an average score of 100 and standard deviation of 15 points. Among respondents who completed the reading test, the average standard score was 89.3 with no difference between genders. When the WRAT scores were converted to estimates of grade-level reading skills, roughly one-quarter of respondents exhibited reading skills below 6th grade ( $n = 175$ , 24.6%), another quarter read at a 6th to 8th grade level ( $n = 201$ , 26.7%), about two-fifths read at a 9th to 12th grade level ( $n = 307$ , 43.3%), and 1.4% ( $n = 11$ ) read at a post-high school level. Statistically significant gender differences did exist for grade-level estimates. A larger proportion of females read at a 6th to 8th grade level ( $n = 132$ , 29.7% vs.  $n = 69$ , 22.2%), and a larger proportion of males read at a 9th to 12th grade level ( $n = 133$ , 46.4% vs.  $n = 174$ , 41.2%) and a post-high school level ( $n = 8$ , 2.8% vs.  $n = 3$ , 0.5%). A comparable proportion of males and females read below a 6th grade level ( $n = 73$ , 24.0% for males vs.  $n = 102$ , 25.0% for females).

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## **Social Support and Community Connections**

### **Social Networks and Support**

Several studies underscore the importance of supportive relationships and social networks for foster youth aging out of care and entering adulthood (Collins, Spencer, & Ward, 2010; Geenen & Powers, 2007; Perry, 2006). Although researchers find that most foster youth identify an existing social network (Collins et al., 2010; Courtney & Dworsky, 2006; Courtney et al., 2005; Courtney et al., 2001; Courtney, Terao, & Bost, 2004; Reilly, 2003; Samuels, 2008), there is also evidence that these networks are characterized by multiple losses and instability (Geenen & Powers, 2007; Perry, 2006; Samuels, 2008). The Midwest Study found that former foster youth specifically identified receiving high levels of affectionate support from their social networks, like being shown love and engaging in positive social interactions (Courtney et al., 2005).

Despite the fact that foster youth have been removed from the care of their parents, a high number of youth leaving care report being close to one or more members of their biological families (Collins et al., 2010; Courtney et al., 2001, 2004, 2005; Courtney & Dworsky, 2006; Reilly, 2003; Samuels, 2008). Former foster youth appear to have the strongest connection to their siblings. Reilly (2003) found that participants reported more contact with their siblings than with other family members and the Midwest study found that about two-thirds of participants reported feeling very close to their siblings (Courtney et al., 2004). In addition to siblings, many youth maintain close ties with their grandparents and mothers (Collins et al., 2010; Courtney et al., 2001, 2004, 2005; Courtney & Dworsky, 2006; Reilly, 2003). Research also suggests that smaller proportions of older adolescents in foster care have close relationships

with their biological parents than adolescents not in foster care. For example, Perry (2006) found that only 31.8 percent of youth in foster care feel that their biological parents care a lot about them compared with 94.7 percent of general population youth. In addition to biological families, former foster youth often name their foster families as sources of emotional support and assistance (Reilly, 2003; Courtney et al., 2004; Courtney et al., 2001; Perry, 2006; Samuels, 2008).

Data on the youths' social networks and supports were collected from a modified version of the Social Support Network Questionnaire (SSNQ) (Gee & Rhodes, 2007; Rhodes, Ebert, & Fischer, 1992). The SSNQ is a brief instrument designed to capture a wide range of characteristics of respondents' social support networks including size, perceived availability of support, satisfaction with received support, relationship strain, frequency of contact, and relationship type. The SSNQ has been used with adolescents and young adults and with minority and pregnant/parenting youth in particular. In the original instrument, five types of social support are measured: Emotional, Tangible, Guidance/Advice, Positive Feedback, and Social Participation. A sixth type of social support is administered to individuals who are pregnant or parenting, which measures Prenatal/Parenting support. For each type of support, respondents generate names of individuals they perceive as being available to provide support. The respondents then rate their satisfaction with the support they received from each individual in the past month. Next, youth estimate four types of strain that is present in their relationships with each individual they nominated (Disappointment, Intrusiveness, Criticism, and Conflict). Finally, respondents provide additional information about each nominated support, such as the type of relationship the youth has to each nominee (e.g., parent, friend, professional), the age of the nominee, the frequency of contact with the nominee, and the geographic distance from the nominee.

The full-length SSNQ takes approximately 20 to 25 minutes to complete, and the instrument was modified to reduce the administration time. Three of the five types of social support were included (Emotional, Tangible, and Advice/Guidance), and respondents were limited to nominating up to three individuals for each type of support. Thus, if a youth nominated three unduplicated individuals for each type of support, a maximum of nine individuals could be nominated. However, to gauge the network size for each type of support and for their entire support network, respondents were asked how many people they could turn to for each specific type of support (0 to 99) and the total number of people they could rely on for any type of support (0 to 99). Questions about all four types of strain were kept in the survey. While questions about the nature of the relationship and the frequency of contact with each nominated individual were retained, questions about the age of and geographic distance from the individual were omitted. Response categories were added to the question about the nature of the relationship with each

nominee so that the options would include types of relationships that youth in foster care commonly encounter (e.g., foster mother, foster father, caseworker).

Table 35 displays the estimated number of people youth could go to for each of the three types of support (range of 0 to 99 for each), as well as an estimate of the total number of people they could turn to for support (range of 0 to 99). On average, Emotional support (talk to about something private) was the type of support for which youth had the most people to turn to, followed by Advice/Guidance (needed advice or information) and Tangible support (needed them to give you something you needed or to help you with something you needed to do). Since the mean scores are influenced by youth who reported having a large number of available supports, we also provide median scores. Males reported having a greater number of people to turn to for Advice/Guidance than females, as well as having a greater number of supports overall. For each of the three types of support, less than 5 percent of youth said they had no one to turn to. Less than 1 percent of youth reported having no one to turn to for any support.

**Table 35. Number of Available Supports, by Type (*n* = 727)**

	None		Median	Mean (SD)	Mean		<i>p</i>
	#	%			Male	Female	
Emotional	21	3.1	4	5.4 (6.6)	5.9	5.0	
Tangible	30	4.5	3	3.9 (6.2)	4.4	3.6	
Advice/Guidance	30	4.3	3	4.6 (9.2)	5.9	3.7	*
All Supports	6	0.8	5	8.7 (12.5)	10.2	7.7	*

\**p* < .05; Note: Unweighted frequencies and weighted percentages.

Table 36 shows the number of individuals that the youth nominated when asked who they could turn to for each type of social support. For Emotional support, about half of the respondents nominated three supports and slightly less than one-half nominated one or two individuals. For both Advice/Guidance and Tangible support, roughly one-third of respondents nominated three supports and less than two-thirds nominated either one or two individuals. Less than 5 percent of respondents said they had no one to turn to for each support type.

**Table 36. Number of Individuals Nominated by Type of Support ( $n = 720$ )<sup>a</sup>**

	Emotional		Tangible		Advice/Guidance	
	#	%	#	%	#	%
None	16	2.5	28	4.4	27	4.0
One individual	153	19.3	219	27.3	247	32.6
Two individuals	192	26.8	215	31.7	185	25.3
Three individuals	359	51.4	258	36.6	261	38.1

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup>Seven individuals did not complete the name generation portion of the SSNQ due to a survey administration error.

When looking at all of the individuals nominated by respondents, every youth nominated at least one individual who they could turn to for support. An average of 3.7 individuals were nominated, and males had a slightly higher average than females (Table 37).

**Table 37. Total Number of Nominated Individuals ( $N = 2,659$ )**

	#	%	<i>p</i>
Median	4		
Mean (SD)	3.7 (1.4)		
Mean Difference by Gender			
Males	3.8		*
Females	3.6		

\* $p < .05$ ; Note: Unweighted frequencies and weighted percentages.

Table 38 displays the youth's satisfaction with the support they received in the past 30 days from the individuals they nominated. Youth rated the support as being bad, not too good, okay, good, and very good. Among the 1,614 individuals who were identified as being emotional supports, the youth indicated that no support was received in the past month from 13.2 percent of the nominees. Respondents rated three-quarters of recent instances they received emotional support as being either good or very good, and just 10 percent of the instances were okay, not too good, or bad. A total of 1,420 individuals were nominated as tangible supports. Youth reported not receiving tangible support in the past month from 12.4 percent of the nominees. Most of the instances youth recently received tangible support were seen as being either good or very good, and fewer than one in ten recent support encounters were rated as okay, not too good, or bad. The youth nominated a total of 1,397 individuals who could be turned to for advice and guidance. Respondents reported not receiving advice or guidance in the past month from 8.2 percent of the nominees. Similar to tangible support, about eight in ten recent instances the youth received guidance or advice were perceived to be good or very good, and less than one in ten instances was okay, not too good, or bad.

Emotional support is the only type of support where there were significant gender differences in satisfaction with recent support. The differences result in part from the fact that there was a greater proportion of nominated individuals for males who did not provide emotional support in the past month (19.0%) than for females (8.8%). However, even when these nominees are removed from the equation, a statistically significant gender difference still exists. Females have more polarized satisfaction ratings of the recent emotional support that they received, with 55.7 percent of recent support being deemed very good (vs. 47.2% for males) and 21.1 percent being deemed not too good (vs. 13.6% for males). Conversely, males rated a greater proportion of recent emotional support as good (38.9%, vs. 31.8% for females). The other two categories (bad and okay) had only slight differences in proportions between males and females.

**Table 38. Satisfaction with Support Received**

	Emotional <sup>1</sup> (n = 1,404)						Tangible <sup>2</sup> (n = 1,239)						Advice/Guidance <sup>3</sup> (n = 1,288)					
	Overall		Male		Female		Overall		Male		Female		Overall		Male		Female	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Very good	745	45.6	257	37.8	488	50.8	722	51.8	273	49.2	449	53.4	754	55.3	295	53.2	459	56.6
Good	471	29.9	184	31.2	287	29.0	415	28.4	172	29.3	243	27.8	437	30.4	166	30.2	271	30.6
Okay	152	8.4	54	8.5	98	8.3	94	6.9	37	6.9	57	7.0	90	5.8	31	5.2	59	6.1
Not too good	23	1.6	7	1.1	16	2.0	6	0.4	1	0.1	5	0.6	7	0.3	3	0.5	4	0.2
Bad	13	1.3	6	1.3	7	1.3	2	0.1	1	0.1	1	0.2	0	0.0	0	0.0	0	0.0

Note: Unweighted frequencies and weighted percentages.

<sup>1</sup> All 720 respondents were asked this question during the interview (n = 720). Of the 1,614 nominees, 210 did not recently provide support and 2 were missing satisfaction data because of one Refused and one Do Not Know response. Males and females differ significantly on satisfaction with emotional support (p < .001). No statistically significant differences by gender were found for Tangible and Advice/Guidance supports.

<sup>2</sup> One respondent was not asked this question during the interview (n = 719); this respondent had three nominees for tangible support. Of the 1,420 nominees, 181 did not recently provide support.

<sup>3</sup> Two respondents were not asked this question during the interview (n = 718); each respondent had two nominees for advice/guidance. Of the 1,397 nominees, 109 did not recently provide support.

Relationships through which youth receive support can also be sources of strain. Four types of strain were measured: Disappointment (break promises, not come through when you needed them), Intrusiveness (butt into your business, watch over the things you do, boss you around, act like they know what’s best for you), Criticism (put you down or make you feel stupid), and Conflict (you have fights or strong disagreements with them). The youth were asked about how often they experienced each type of strain with each person they nominated, ranging from never to always. The most common type of strain was intrusiveness, which occurred sometimes, often, or always in about one in three of all relationships (35.8%). Conflict (24.3%) and Disappointment (22.4%) occurred sometimes, often, or always in roughly one in four and one in five relationships, respectively. Criticism was the least common form of strain, occurring sometimes, often, or always in about one in ten relationships (10.3%). There were statistically significant gender differences for Disappointment, Intrusiveness, and Conflict, but not for Criticism (Table 39).

**Table 39. Frequency of Relationship Strain (*n* = 720)**

	Disappointment <sup>1</sup>						Intrusiveness <sup>1</sup>					
	Overall		Male		Female		Overall		Male		Female	
	#	%	#	%	#	%	#	%	#	%	#	%
Never	1009	38.0	407	38.1	602	38.0	908	34.5	406	40.0	502	31.0
Rarely	1042	39.0	438	43.5	604	36.1	586	22.7	239	24.0	347	21.9
Sometimes	458	17.3	137	13.9	321	19.3	526	19.2	188	17.8	338	20.1
Often	109	4.3	30	3.5	79	4.9	314	11.6	106	10.1	208	12.6
Always	24	0.8	10	0.7	14	0.9	310	11.5	84	7.9	226	13.8
	Criticism						Conflict <sup>1</sup>					
	Overall		Male		Female		Overall		Male		Female	
	#	%	#	%	#	%	#	%	#	%	#	%
Never	2015	75.8	799	29.6	1216	46.2	1219	46.0	543	53.2	676	41.5
Rarely	370	13.5	137	5.2	233	8.3	784	29.2	287	27.4	497	30.3
Sometimes	187	7.3	65	2.5	122	4.8	431	15.9	138	13.3	293	17.5
Often	54	2.2	15	0.7	39	1.5	156	6.2	39	4.1	117	7.5
Always	16	0.8	6	0.2	10	0.5	54	2.2	16	1.7	38	2.6

Note: Unweighted frequencies and weighted percentages.

<sup>1</sup>Males and females differ significantly (*p* < .001). No statistically significant difference was found by gender for Criticism.

The youths’ relationships to all of the nominated supports are listed in Table 40. Nearly half of all of the individuals who were nominated were friends, siblings, or foster parents (47.4%). The youth were asked how frequently they were in contact with each of their supports, either by phone or in person (see Table 41). The respondents generally maintained regular contact with their supports, with 85 percent of the nominees being in touch at least once per week.



**Table 40. Relationship to Nominated Supports (N = 2,659)**

	#	%
Biological Mother	145	6.0
Biological Father	67	2.6
Step Parent	37	1.4
Foster Parent	306	10.6
Adoptive Parent	15	0.5
Group Home Staff Person	102	3.7
Sibling	335	14.0
Aunt/Uncle	170	6.6
Grandparent	146	5.2
Cousin	89	3.8
Romantic Partner/Spouse	108	3.7
Friend	633	22.8
Caseworker	89	3.2
Teacher or School Counselor	64	2.6
Mentor	59	2.0
Therapist/Counselor	63	2.2
Other Professional	73	2.2
Other	149	6.7
Refused	9	0.3

Note: Unweighted frequencies and weighted percentages

**Table 41. Frequency of Contact (N = 2,659)**

	Overall		Male <sup>1</sup>		Female <sup>1</sup>	
	#	%	#	%	#	%
Almost every day	1320	49.7	445	42.5	875	54.1
A few times every week	585	22.5	242	23.5	343	21.9
About once a week	341	12.8	135	14.1	206	12.0
More than once a month	199	6.9	88	8.4	111	6.0
Less than once a month	206	7.9	112	11.1	94	6.0

Note: Unweighted frequencies and weighted percentages

<sup>1</sup>Males and females differ significantly ( $p < .001$ ).

In addition to questions that ask youth about specific support individuals, the youth were also asked about the overall adequacy of support and amount of strain they experienced in all of their relationships with people who were important to them (see Table 42). In a similar vein to the earlier questions about support individuals, the questions about their relationships overall assessed three types of social support and four types of strain. While the majority of youth felt that they had enough people to turn to for each type of support, about 30 percent reported not having enough people to provide advice and guidance, about 35

percent indicated not having enough to provide emotional support, and about 40 percent reported not having enough to provide tangible support. The only significant gender difference was in the adequacy of emotional support, with a greater proportion of females (62.0%) than males (69.8%) reporting that they did not have enough support.

**Table 42. Overall Amount of Support (*N* = 727)**

	Emotional <sup>1</sup>						Tangible						Advice/Guidance					
	Overall		Male		Female		Overall		Male		Female		Overall		Male		Female	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Enough	497	65.1	219	69.8	278	62.0	443	59.5	195	64.2	248	56.3	542	71.8	225	72.5	317	71.3
Too little	206	31.4	67	25.4	139	35.5	266	37.8	94	32.6	172	41.2	172	26.3	64	24.1	108	27.8
None	23	3.3	11	4.4	12	2.6	18	2.8	9	3.2	9	2.5	13	1.9	9	3.4	4	0.9

Note: Unweighted frequencies and weighted percentages.

<sup>1</sup>Males and females differ significantly ( $p < .05$ ). No statistically significant differences by gender were found for items asking about overall support for Tangible and Advice/Guidance supports.

Youth were asked to indicate whether there were too many people, some people, just a few people, or no one in their lives with whom they experienced each of the four types of relationship strain.

Disappointment (42.1%) and Intrusiveness (31.7%) had the highest proportions of youth who indicated that there were too many or some relationships with these types of strain. About one in five youth reported having too many or some relationships that were sources of Criticism (21.6%) and Conflict (21.5%). Similar to the results of the SSNQ, there were statistically significant gender differences for Disappointment, Intrusiveness, and Conflict, but not Criticism (see Table 43).

**Table 43. Overall Relationships with Strain (N = 727)**

	Disappointment <sup>1</sup>						Intrusiveness <sup>1</sup>					
	Overall		Male		Female		Overall		Male		Female	
	#	%	#	%	#	%	#	%	#	%	#	%
Too many	126	16.8	37	12.7	89	19.6	102	12.2	34	9.8	68	13.9
Some	188	25.3	64	22.3	124	27.4	171	23.4	67	21.9	104	24.5
Just a few	332	46.8	150	51.4	182	43.7	363	51.4	147	51.2	216	51.5
None	81	11.1	47	13.6	34	9.3	91	13.0	50	17.2	41	10.1
	Criticism						Conflict <sup>2</sup>					
	Overall		Male		Female		Overall		Male		Female	
	#	%	#	%	#	%	#	%	#	%	#	%
Too many	57	8.1	15	6.1	42	9.4	40	5.1	11	3.0	29	6.5
Some	109	13.5	37	10.8	72	15.4	136	17.2	60	18.5	76	16.4
Just a few	343	48.6	144	49.6	199	47.9	447	63.5	167	58.1	280	67.2
None	218	29.9	102	33.5	116	27.4	103	14.0	59	20.0	44	10.0

Note: Unweighted frequencies and weighted percentages.

<sup>1</sup> Males and females differ significantly ( $p < .05$ ).

<sup>2</sup> Males and females differ significantly ( $p < .01$ ). No statistically significant differences were found by gender for Criticism.

## Experiences with the Transition to Adulthood

CalYOUTH respondents reported their views about taking on adult roles and responsibilities as an adolescent. Table 44 presents information on these views. We first asked participants to share their perspectives on the “speed” or “rate” at which they grew up with respect to social maturity. Overall, two-thirds of the youth reported having to grow up faster than other people their age in general. Females perceived themselves in this way at higher rates than males.

Youth were also asked about the speed with which they grew up with regard to taking on adult responsibilities. Just over three-fifths of the CalYOUTH sample reported having grown up too fast in this respect. Again, females were more likely than males to report having to take on adult responsibilities faster than their peers.

Over 70 percent of youth reported “feeling older” (all or most of the time) compared to peers their age. Moreover, two-fifths of participants reported “thinking of themselves as an adult” all or most of the time while fewer than one out of five never or seldom thought of themselves as an adult.

**Table 44. Experiences with the Transition to Adulthood**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
People grow up at different rates. In terms of social maturity, would you say you grew up faster than, slower than, or at about the same rate as people your age?							**
Faster	492	66.8	173	58.4	319	72.6	
At about the same rate	170	24.0	87	28.7	83	20.7	
Slower	61	8.7	35	12.1	26	6.4	
In terms of taking on adult responsibilities, would you say you grew up faster than, slower than, or at about the same rate as people your age?							**
Faster	457	61.4	156	52.3	301	67.7	
At about the same rate	219	31.4	113	38.8	106	26.4	
Slower	48	6.8	27	8.4	21	5.6	
In general, how old do you feel compared to others your age?							
Older all of the time	100	13.7	32	10.9	68	15.7	
Older most of the time	405	57.9	154	50.8	251	57.7	
Neither older nor younger	174	24.4	88	30.5	86	20.2	
Younger most of the time	33	4.7	16	4.8	17	4.7	
Younger all of the time	11	1.7	6	2.4	5	1.3	
How often do you think of yourself as an adult?							
Never	58	7.1	26	7.8	32	6.6	
Seldom	82	11.5	39	13.0	43	10.4	
Sometimes	304	42.1	129	42.6	175	41.7	
Most of the time	179	24.2	75	27.1	104	22.3	
All of the time	103	15.0	29	9.6	74	18.8	

\*\**p* < .01; *Note:* Unweighted frequencies and weighted percentages.

## Religiosity

Connection to one’s community through religion can be a valuable source of support for young people in foster care. We asked youth about the how often they attended religious services. Just over one-fourth of CalYOUTH participants attended service at least once a week, yet almost 60 percent attended infrequently or not at all. Analyses of differences by gender and between Add Health and CalYOUTH

indicate that females attended services more frequently than males, and CalYOUTH participants attended less frequently than their same age peers in the Add Health study.

**Table 45. Religiosity**

	CalYOUTH <sup>a</sup>						Add Health <sup>b</sup>			
	Overall		Male		Female		<i>p</i>	Overall		<i>p</i>
	#	%	#	%	#	%		#	%	
How often attended religious services during past year:							**			***
Once a week or more	188	26.3	68	21.2	120	29.8		550	31.9	
Once a month or more, but less than once a week	96	13.4	34	11.6	62	14.6		364	20.1	
Less than once a month	145	21.3	62	21.1	83	21.5		323	21.5	
Never	295	38.5	131	45.0	164	34.1		177	26.1	

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> CalYOUTH males and females differ significantly (\*\**p* < .01).

<sup>b</sup> The Add Health and CalYOUTH samples differ significantly overall (\*\*\**p* < .001).

## Children, Parenting, and Romantic Relationships

### Children, Family Living Arrangements, and Parent Involvement

As seen in Table 46, less than one-tenth of youth reported having children and all but two respondents with children had only one child. Female youth were more likely than their male counterparts to report having one child, and were significantly more likely to report having ever lived in the same household as their child. Just under one-quarter of CalYOUTH parents had a child who was a dependent of the court.

**Table 46. Number of Children and Dependency**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Have living children	47	6.8	8	2.6	39	9.6	
Number of living children							*
1 child	45	93.4	8	85.2	37	95.2	
2 children	2	4.0	0	0.0	2	4.8	
Child is dependent of the court	10	23.6	2	26.1	8	23.1	

\**p* < .05; Note: Unweighted frequencies and weighted percentages.

Table 47 shows that most children are one year old or younger and nearly three-quarters live with the respondent. However, female youth were much more likely to report that their child lives with them than males (*n* = 33, 80% and *n* = 1, 17%, respectively). One-fifth of participants with children reported that they had a legal agreement regarding custody with the other parent, with a higher proportion of males

having agreements ( $n = 2$ , 35% and  $n = 8$ , 18%, respectively). Less than 10 percent of youth reported that the child's other parent lives with them. Additional analyses not shown indicate that male participants never reported that their child spent more time with them than with the other parent (mother), indicating that children in the study spent more time with their mothers ( $n = 0$ , 0% and  $n = 29$ , 72%, respectively). However, male respondents were more likely than female respondents to report that their child spent equal time with both parents ( $n = 3$ , 44% and  $n = 8$ , 21%, respectively). Of the parents who responded that their child spent more time with them than the other parent, over half reported that the other parent never sees the child.

Thirteen youth with children indicated that their child did not live with them; most of these youth said that their child lived with the other parent or with foster parents. One-quarter of nonresident parents reported that they had not seen their child at all during the last year whereas about one-third reported seeing their child at least weekly.

**Table 47. Living Arrangements and Parent Involvement (*n* = 47)**

	First Child	
	#	%
Child's age		
Less than 1 year old	21	48.4
1 year old	20	40.8
2 years old	4	6.8
3 years old	1	1.4
5 years old	--	--
Child's gender		
Female	25	52.4
Male	22	47.6
Child currently lives with respondent	34	70.3
Respondent and child previously lived in same household ( <i>n</i> = 13)	6	54.3
Child's other parent lives with respondent	3	8.4
Respondent has legal agreement regarding custody with other parent	10	20.6
Time spent with respondent and other parent		
More time with respondent	29	61.1
Equal time with respondent and other parent	11	24.7
More time with other parent	6	11.6
During past 12 months, number of times other parent saw child (among children ages 1-10 who spend more time with respondent [not equal time or more time with other parent]) ( <i>n</i> = 18)		
Never	10	54.1
Once or a few times, but less than once a month	4	27.0
About once a month	0	0.0
About twice a month	1	3.8
About three times a month	1	3.8
About once a week	1	7.5
Daily	0	0.0
First person with whom child resides if not the respondent ( <i>n</i> = 13)		
Other biological parent	4	32.0
Maternal grandparents	1	4.6
Other maternal relatives	2	19.1
Paternal grandparents	1	2.3
Other paternal relatives	0	0.0
Friends	0	0.0
Adoptive parents	0	0.0
Foster parents	4	32.8
Child lives in an institution	0	0.0



**Table 47 (continued)**

	#	%
Second person with whom child resides if not the respondent (n = 2)		
Other biological parent	1	0.5
Maternal grandparents	1	0.5
During past 12 months, how often youth has seen child (n = 13)		
Never	4	25.1
Once or a few times, but less than once a month	1	4.6
About once a month	1	9.2
About twice a month	1	9.2
About three times a month	2	19.2
About once a week	3	28.3
Daily	1	4.6

*Note:* Unweighted frequencies and weighted percentages.

### **Relationship Characteristics and Quality**

Table 48 indicates that about two-fifths of study participants reported being in a dating relationship with a partner. Female respondents were more likely than males to report being in a relationship and to describe their relationship as “exclusive.” About forty percent of youth in romantic relationships reported the length of the relationship to be between one and six months long, and only ten percent reported relationships that had lasted longer than 25 months. Very few youth (1.7%) reported that they live with their partner.

Among parents who were in a dating relationship, over half indicated that their romantic partner is the parent of their child. About a third of these youth reported that they are romantically involved with the parent of their child on a steady basis, while 45 percent indicated that they did not see or talk to the parent of their child.

Table 49 shows characteristics of relationship quality among youth in dating relationships. Youth reported receiving a high level of support from their partner, with over ninety percent agreeing or strongly agreeing with the statements used to assess Relationship Support. An exception was the measure of partners’ willingness to compromise when they have a disagreement. In this category, only 77 percent of respondents strongly agreed or agreed with the statement.

Respondents indicated fairly low levels of Coercion and Control with only 1 percent strongly agreeing with any of the measures. Reports of partner control over respondent seeing or talking to friends and family were slightly higher than other measures of Coercion and Control. Male youth were more likely to

agree than female youth that they were satisfied with their sex life. Finally, almost 90 percent of youth agreed or strongly agreed that they trust their partner to be faithful to them.

**Table 48. Relationship Status**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Youth is in a dating relationship with a partner	311	41.1	106	34.2	205	45.9	*
<i>Among youth with a child and in a dating relationship:</i>							
Romantic partner is the parent of the youth's child ( <i>n</i> = 29)	15	56.9	4	63.2	11	55.1	
<i>Description of relationship with child's other parent (n = 49)</i>							
Romantically involved on a steady basis	15	33.3	4	51.9	11	29.3	
Romantically involved on-again/off-again	3	6.6	1	14.8	2	4.9	
Just friends	2	4.0	0	0.0	2	4.9	
Hardly ever see or talk to each other	4	8.2	0	0.0	4	10.0	
Do not see or talk to each other	23	45.2	4	25.8	19	49.4	
<i>Among youth in a dating relationship:</i>							
Lives with romantic partner	5	1.7	1	1.3	4	2.0	
<i>Description of relationship with partner</i>							
Dating exclusively	222	72.2	64	63.8	158	76.6	*
Dating frequently but not exclusively	46	14.7	20	16.8	26	13.6	
Dating once in awhile	29	9.4	16	14.5	13	6.5	
Only having sex	3	0.6	3	1.6	0	0.0	
<i>Number of months romantically involved with partner</i>							
Less than one month	18	6.8	6	5.9	12	7.3	
1-6 months	140	42.3	57	47.6	83	39.5	
7-12 months	61	19.6	18	20.7	43	19.0	
13-24 months	55	19.1	20	20.6	35	18.2	
25 months or more (maximum 60 months)	30	10.3	3	2.6	27	14.3	

\**p* < .05; *Note:* Unweighted frequencies and weighted percentages.

**Table 49. Relationship Quality (n = 310)**

	Strongly agree		Agree		Neither agree nor disagree		Disagree		Strongly disagree	
	#	%	#	%	#	%	#	%	#	%
<i>Among youth in a dating relationship:</i>										
Relationship Support										
My partner listens to me when I need someone to talk to.	179	59.0	115	36.2	11	3.6	3	0.3	2	0.9
My partner expresses love and affection to me.	187	60.5	105	32.9	18	6.6	0	0.0	0	0.0
My partner is fair and willing to compromise when we have a disagreement.	114	37.4	126	39.1	49	15.6	16	5.7	4	2.1
My partner encourages or helps me to do things that are important to me.	181	63.3	110	31.0	17	5.2	1	0.5	1	0.1
My partner insults or criticizes me or my ideas.	3	0.5	11	4.5	38	13.6	110	36.1	148	45.3
Coercion and Control										
My partner tries to keep me from seeing or talking to my friends or family.	5	1.0	14	5.1	25	8.4	89	27.9	177	57.7
My partner tries to prevent me from going to work or school.	4	0.8	4	1.6	10	3.6	86	25.4	206	68.6
My partner withholds money, makes me ask for money, or takes my money.	4	0.8	5	1.8	7	2.3	69	20.6	225	74.4
I am satisfied with our sex life.	122	39.8	99	31.9	47	15.3	12	3.7	7	2.3
I trust my partner to be faithful to me.	171	55.4	106	32.8	25	9.5	5	1.4	3	0.9

*Note:* Unweighted frequencies and weighted percentages.

Table 50 presents measures of relationship love, happiness and commitment. Three-fourths of youth reported that they love their partner a lot, and male respondents were more likely than female participants to report loving their partner somewhat. About seventy percent of respondents reported they were very happy in their relationship while one-quarter indicated they were fairly happy. About half of participants in dating relationships reported being completely committed to their partner and females were significantly more likely than males to report complete commitment.

**Table 50. Relationship Love, Happiness, and Commitment (*n* = 310)**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
<i>Among youth in a dating relationship:</i>							
How much do you love your partner?							*
A lot	241	76.5	82	73.4	159	78.1	
Somewhat	42	13.9	21	22.1	21	9.5	
A little	14	4.7	3	3.3	11	5.4	
Not at all	9	3.2	1	1.3	8	4.2	
In general, how happy are you in your relationship with your partner?							
Very happy	222	70.9	75	70.8	147	71.0	
Fairly happy	81	26.6	31	27.9	50	25.8	
Not too happy	7	2.5	1	1.3	6	3.2	
How committed are you to your relationship with your partner?							
Completely committed	161	53.8	44	41.2	117	60.4	*
Very committed	118	37.0	48	45.5	70	32.6	
Somewhat committed	30	9.1	15	13.3	15	6.9	
Not at all committed	1	0.1	0	0.00	1	0.2	

\**p* < .05; *Note:* Unweighted frequencies and weighted percentages.

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## Service Receipt and Knowledge of Extended Care

### Receipt of Help Preparing for Adulthood

The following tables examine how prepared CalYOUTH participants felt to tackle many adult tasks, such as pursuing educational goals and managing future finances. Table 51 presents young people’s perceptions of their preparation to manage various life tasks. Over three-quarters of CalYOUTH participants felt very prepared or prepared to achieve their education or job training goals. Nearly two-thirds of young people felt very prepared or prepared to get and keep a job and over three-quarters felt very prepared or prepared to manage their physical and mental health. Over 15 percent of youth, however, did not feel prepared to find and keep a place to live upon exiting foster care.

There were differences in perceived preparation by gender. Males and females reported differences regarding their financial literacy and their preparation to deal with substance abuse issues, sexual health, family planning and parenting. In particular, a much higher percentage of females than males reported feeling very prepared to manage parenting. Females were also more likely to report feeling very prepared to deal with substance abuse issues than males.

**Table 51. Perception of Preparation to Achieve Goals**

	Very prepared			Prepared			Somewhat prepared			Not prepared			<i>p</i>				
	Overall	Male	Female	Overall	Male	Female	Overall	Male	Female	Overall	Male	Female					
	#	%	%	#	%	%	#	%	%	#	%	%	%				
Education	297	43.2	36.8	47.6	269	35.2	38.4	33.1	152	20.0	22.0	18.6	8	1.3	1.3	0.8	
Employment	208	26.8	27.6	26.3	275	38.6	39.7	37.8	206	28.7	25.6	30.8	36	5.6	5.6	5.1	
Housing	137	18.2	19.2	17.4	209	28.2	27.0	29.0	266	37.1	36.1	37.8	112	16.0	16.0	15.8	
Financial Literacy	169	22.2	25.3	20.2	264	35.3	38.6	33.1	232	33.4	25.7	38.6	61	8.8	8.8	8.2	*
Independent Living Skills	366	49.5	45.6	52.2	223	30.5	31.4	30.0	119	17.2	20.1	15.2	18	2.5	2.5	2.7	
Physical Health	291	38.1	36.7	39.0	284	40.5	38.9	41.5	127	17.6	20.3	15.8	23	3.3	3.3	3.7	
Mental/ Behavioral Health	288	38.9	42.6	36.3	292	40.5	36.6	43.3	121	16.9	16.1	17.5	22	2.9	2.9	3.0	
Substance Abuse	480	66.7	59.3	71.8	191	26.0	30.4	22.9	47	6.1	8.5	4.5	7	0.8	0.8	0.6	*
Sexual Health	533	72.6	64.9	77.9	162	23.2	28.8	19.3	21	2.7	4.1	1.8	7	0.8	0.8	0.9	***
Family Planning	452	62.7	55.4	67.6	193	25.9	30.4	22.7	50	6.5	7.0	6.2	27	0.4	0.4	3.4	**
Parenting	39	79.4	48.3	87.1	7	14.2	25.8	11.3	3	5.2	19.4	1.6	1	1.3	1.3	0.0	**
Relationship Skills	388	53.2	50.4	55.2	273	37.3	39.6	35.7	58	8.6	8.9	8.4	6	0.5	0.5	0.7	

\**p* < .05, \*\**p* < .01, \*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages.

**Table 52. Receipt of Life Skills Preparation, Support Services or Training**

	A lot		Some		A little		None	
	#	%	#	%	#	%	#	%
Education	258	33.0	338	48.4	89	13.1	41	5.2
Employment	212	26.3	329	46.5	122	18.2	61	8.6
Housing	146	20.1	288	38.2	174	23.9	116	17.2
Financial Literacy	178	23.7	334	44.7	146	21.2	68	10.0
Independent Living Skills	324	44.2	266	36.1	91	13.5	45	5.9
Physical Health	246	34.7	328	43.9	94	13.5	58	7.6
Mental/ Behavioral Health	273	35.2	298	44.0	80	10.4	73	9.8
Substance Abuse	422	56.4	183	26.8	61	8.3	57	7.9
Sexual Health	465	64.1	188	26.6	47	6.3	24	2.5
Family Planning	398	54.8	203	28.3	61	8.1	59	7.8
Parenting	31	60.6	10	22.4	2	2.6	6	13.1
Relationship Skills	359	49.4	237	32.9	78	10.0	51	7.3

Note: Unweighted frequencies and weighted percentages.

Table 52 examines young people’s reported receipt of life skills preparation, support services or training. Over 40 percent of youth in the sample reported receiving little to no training in the area of housing, including knowing about their rights and responsibilities as a tenant, how to search for an apartment, and when to sign a lease. Close to one-third of participants similarly reported little to no training regarding financial literacy. Conversely, nearly two-thirds of youth reported receiving a lot of training on sexual health and family and parenting. Examination of differences by gender (not shown in Table 52) indicate that females were more likely than males to report receiving a lot of training on sexual health ( $n = 291$ , 69% and  $n = 174$ , 57%, respectively) and parenting ( $n = 28$ , 69% and  $n = 3$ , 29%, respectively). Over half of participants reported receiving a lot of information on family planning and substance abuse. Females were significantly more likely than males to report receipt of a lot of information regarding substance abuse ( $n = 258$ , 61% and  $n = 164$ , 50%, respectively).

Youth were also asked about who provided the most help to prepare them to reach their goals in a number of areas (see Table 53). Foster parents were most commonly identified as providing the most help in youths’ preparation for the future across multiple life areas. Independent Living Program (ILP) personnel were identified as providing the most help with housing, while other adult relatives were perceived to have most often helped youth with family planning and relationship skills. Notably, almost twenty percent of youth indicated that they rely on themselves the most to prepare for parenting. Females were more likely than males to identify ILP staff as providing the most help regarding employment ( $n = 75$ , 16% and  $n = 35$ , 12%, respectively), but less likely than males to identify group home staff as providing

the most help in the area of mental/behavioral health ( $n = 23$ , 5% and  $n = 36$ , 12%, respectively). Males were more likely than females to report receiving the most help with family planning from group home staff ( $n = 22$ , 7% and  $n = 15$ , 4%, respectively), adult relatives ( $n = 35$ , 13% and  $n = 45$ , 11%, respectively), and school staff ( $n = 22$ , 8% and  $n = 24$ , 5%, respectively), but less likely than females to report receiving the most help with family planning from siblings ( $n = 12$ , 4% and  $n = 24$ , 7%, respectively), public health nurses ( $n = 1$ , <1% and  $n = 20$ , 4%, respectively), and medical staff ( $n = 9$ , 2% and  $n = 23$ , 5%, respectively).

It is worth noting that youths' responses to questions about the individuals from whom they obtained the most help in preparing for adulthood are sensitive to where the youths lived while in out-of-home care. For example, it is very unlikely that a youth would report receiving the most help from group home staff if the youth never lived in group care.

On average, CalYOUTH participants appear to be satisfied with life skills preparation and support services or training across different life domains. As seen in Table 54, the average satisfaction rating for most preparation types falls within the bottom two categories on a 4-point scale (1 = very satisfied, 2 = satisfied, 3 = dissatisfied, 4 = very dissatisfied), thus demonstrating fairly high levels of satisfaction with these particular types of services. The preparation and service areas receiving the lowest satisfaction scores were housing and financial literacy, but even these scores suggest some degree of satisfaction with services. Examination of differences by gender (not shown) indicate that females were more satisfied than males with sexual health preparation, support services or training ( $n = 429$ ,  $M = 1.4$ ,  $SD = .58$ ;  $n = 298$ ,  $M = 1.5$ ,  $SD = .60$ , respectively).

**Table 53. Person Who Provided Most Help to Achieve Goals**

	Education		Employment		Housing		Financial Literacy		Independent Living Skills		Physical Health		Mental/ Behavioral Health		Substance Abuse		Sexual Health		Family Planning		Parenting		Relationship Skills	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
County child welfare agency	34	4.3	23	3.3	46	6.0	24	2.9	23	3.1	16	1.8	24	3.0	21	3.1	10	1.4	12	1.4	0	0.0	12	1.3
Other social service agencies	44	6.2	39	4.7	59	7.5	39	4.7	39	5.0	18	2.5	46	6.4	32	4.3	21	2.7	20	2.7	0	0.0	29	3.9
Biological parent(s)	42	5.5	24	3.3	36	5.6	34	4.7	59	8.3	54	8.0	29	3.9	64	8.5	40	5.8	64	9.1	4	5.8	57	7.7
Adoptive parent(s)	13	1.5	6	0.8	9	1.2	12	1.5	9	1.2	13	1.4	5	0.5	5	0.6	4	0.7	9	1.1	0	0.0	8	1.0
Foster parent(s)	197	26.4	147	18.8	111	14.8	162	21.8	171	23.4	221	30.1	137	17.7	105	13.9	99	13.9	117	16.2	11	23.7	128	17.3
Group home staff	56	8.0	61	8.8	43	6.0	42	6.0	55	7.8	62	7.7	59	7.6	59	7.5	36	0.1	37	5.2	3	6.7	46	6.2
Mentors	37	6.1	46	7.0	42	6.0	41	6.4	30	4.1	25	4.0	38	5.0	41	5.7	39	6.3	32	4.8	1	2.6	50	6.2
Adult relatives	59	8.7	58	8.0	64	9.3	62	9.2	67	10.4	72	10.4	50	8.3	62	9.3	48	6.8	80	11.5	4	5.1	73	11.3
Other youth in foster care	3	0.6	4	8.9	6	0.9	3	0.4	3	0.2	4	0.8	6	0.9	5	0.9	5	0.7	5	0.8	0	0.0	4	0.9
Sibling(s)	31	4.2	28	4.2	23	3.0	20	2.8	19	2.2	20	2.8	20	2.7	29	4.5	20	3.1	36	5.5	1	2.6	57	7.9
Court-appointed special advocate	15	1.5	9	0.9	11	1.3	8	0.8	5	0.7	3	0.3	9	1.1	6	0.8	3	0.3	4	0.4	0	0.0	13	1.4



**Table 53 (continued)**

	Education		Employment		Housing		Financial Literacy		Independent Living Skills		Physical Health		Mental/ Behavioral Health		Substance Abuse		Sexual Health		Family Planning		Parenting		Relationship Skills	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Independent Living Program (ILP) staff	55	6.8	110	14.6	131	17.8	136	18.3	125	17.3	49	7.1	35	5.9	41	5.4	59	9.2	55	8.4	1	2.6	26	3.4
Wraparound team members	12	2.1	14	2.4	7	1.6	7	1.1	6	1.0	5	0.9	10	1.6	9	1.9	0	0.0	3	0.4	1	4.1	9	1.7
School program (SAT prep, study skills training, college fair)	13	1.6	31	4.0	7	0.9	18	2.7	2	0.4	8	0.8	2	0.4	17	1.9	48	5.5	25	3.1	3	5.2	3	0.5
School staff (teachers, counselors, administrators)	39	5.9	35	5.0	10	1.0	27	3.6	6	0.6	8	1.1	15	2.1	46	6.1	78	9.7	46	6.4	1	1.3	13	1.7
Public Health Nurse	1	0.3	0	0.0	0	0.0	1	0.1	0	0.0	10	1.7	11	1.7	3	0.2	35	4.0	21	2.5	4	9.0	0	0.0
Medical staff (doctor or nurse)	0	0.0	0	0.0	0	0.0	0	0.0	1	0.0	27	3.9	20	2.7	7	1.0	76	10.0	32	4.0	0	0.0	1	0.2
Probation officer	0	0.0	0	0.0	0	0.0	0	0.0	1	0.3	3	0.2	2	0.3	12	1.6	2	0.1	4	0.3	0	0.0	0	0.0
Social Media (advertisements, Facebook, etc.)	3	0.4	1	0.1	0	0.0	2	0.2	0	0.0	2	0.2	2	0.2	3	0.5	1	0.0	5	0.7	0	0.0	1	0.1
Other adults	13	1.8	17	2.2	24	3.1	14	2.0	14	1.4	15	1.9	23	2.3	25	3.7	11	1.5	15	2.1	2	3.9	24	2.6
No one helped	5	0.8	31	4.7	53	7.6	29	5.0	22	3.2	36	4.2	34	4.2	31	4.4	23	3.2	26	3.2	3	3.9	23	3.2
Myself	48	6.6	32	4.2	35	4.9	37	4.9	62	8.3	47	7.4	56	7.4	72	9.3	51	7.1	62	8.1	8	18.6	81	11.5
Therapist	2	0.1	5	0.8	2	0.1	4	0.3	6	0.6	2	0.1	88	13.3	25	3.9	10	1.3	8	0.8	2	3.9	63	9.2

Note: Unweighted frequencies and weighted percentages

**Table 54. Satisfaction with Life Skills Preparation, Support Services, or Training**

	#	Mean (SD)
Education	726	1.9 (0.6)
Employment	722	1.9 (0.7)
Housing	723	2.1 (0.8)
Financial literacy	723	2.0 (0.7)
Independent living skills	725	1.8 (0.7)
Physical health	723	1.8 (0.7)
Mental/ behavioral health	720	1.8 (0.7)
Substance abuse	723	1.6 (0.7)
Sexual health	722	1.5 (0.6)
Family planning	721	1.5 (0.6)
Parenting	49	1.6 (0.8)
Relationship skills	723	1.6 (0.6)

*Note:* Unweighted frequencies and weighted means.

### **Foster Care and Extended Foster Care in California**

The implementation of extended foster care involved many changes in the opportunities for youth in foster care in California nearing the age of majority. In the following tables, we examine how well young people in our sample understand the changes that have taken place. In interpreting this information, it is important to keep in mind that many CalYOUTH baseline survey participants were several months or more away from their 18th birthday, and, like many young people, may not yet have been paying close attention to their potential change in status at age 18. Table 55 shows that young people were aware of the main implication of the law, with over 95 percent of youth correctly stating that they were eligible to stay in care past 18 and over two-thirds of youth correctly stating that they must exit foster care at 21.

Over two-thirds of youth also reported that they desire to stay in care after the age of 18 (Table 56). Youth reported that they would generally desire to leave care so that they could have more independence. When asked why they would most want to stay in care past 18, youth most commonly report a desire to further their education and receive support for material goods and housing.

**Table 55. Knowledge of Extended Foster Care**

	#	%
Youth in California are eligible to stay in care after they turn 18		
Yes	705	97.3
No	16	2.1
Don't know	6	0.6
Age at which youth must exit foster or the age at which the system is no longer responsible		
18	74	9.4
19	11	1.5
20	6	0.9
21	487	67.6
22	30	4.4
23	19	3.0
24	36	4.9
25	23	3.0
Don't know	41	5.5

Note: Unweighted frequencies and weighted percentages.

**Table 56. Desire to Stay in Care**

	#	%
Would you want to stay in foster care after age 18?		
Yes	475	67.4
No	221	28.6
Which of the following reasons is closest to why you would most NOT want to stay in care after age 18?		
You want to be on your own and want more freedom	103	38.6
You do not want to deal with social workers anymore	36	15.0
You want to live with biological parents	23	9.3
You want to join the military	18	8.6
You do not want to deal with the court system anymore	17	8.1
You want to live with girlfriend or boyfriend	16	6.5
You do not want to deal with foster parents or group home staff anymore	15	5.0
Something else	22	8.3
Which of the following reasons is closest to why you would most WANT to stay in care after age 18?		
You want to continue receiving housing and other material support	190	37.1
You want help achieving educational goals	217	45.6
You are happy in current foster care placement	51	8.8
You do not have anywhere else to go	31	5.1
You want to continue having an attorney and court hearings	1	0.4
You want to continue meeting with your county social worker	1	0.1
You live with a relative/friend who needs the foster care payment	1	0.1
Something else	11	2.4

Note: Unweighted frequencies and weighted percentages.

**Table 57. Understanding of Extended Foster Care**

	True				False				Don't Know				p
	Overall		Male	Female	Overall		Male	Female	Overall		Male	Female	
	#	%	%	%	#	%	%	%	#	%	%	%	
Youth have to be in school full-time in order to qualify for extended foster care.	413	57.0	53.7	59.3	221	30.2	29.8	30.5	93	12.7	16.5	10.2	
Youth have to be working full-time to qualify for extended foster care.	226	29.3	33.7	26.2	369	52.7	46.0	57.4	132	18.0	20.3	16.4	*
Youth have to be working AND in school in order to qualify for extended foster care.	193	27.4	30.6	25.2	424	58.8	54.9	61.4	110	13.9	14.5	13.4	
Youth in extended foster care have to see their social worker(s) at least once a month.	585	79.9	80.2	79.6	57	8.0	7.9	8.1	85	12.1	11.9	12.3	
Youth in extended foster care have to check in with the court at least twice a year.	455	63.7	60.5	65.8	77	10.2	10.1	10.3	195	26.1	29.4	23.9	
Youth in care on their 18th birthday automatically stay in extended foster care unless they decide to leave.	501	70.0	63.5	74.4	136	17.9	22.0	15.2	90	12.1	14.5	10.4	*
Youth who exit care after 18 are allowed to re-enter the system up until the age of 21.	466	63.4	63.3	63.5	124	17.2	16.5	17.7	137	19.4	20.2	18.8	
Youth in extended foster care may get their foster care payment paid directly to them.	466	62.7	60.6	64.1	92	12.2	12.3	12.2	169	25.1	27.1	23.7	
Youth cannot receive extended foster care benefits if they move out of their home county or the state.	244	34.4	40.5	30.3	252	32.8	27.5	36.4	231	32.8	32.0	33.3	*
Roommates of youth in extended foster care need to submit to criminal background checks.	410	54.9	53.4	55.8	142	19.9	20.3	19.7	175	25.2	26.3	24.5	
Youth who are in a foster care placement and on probation at age 18 are not eligible for extended foster care.	91	12.8	17.0	9.9	328	44.4	43.7	45.0	308	42.8	39.3	45.2	*
Youth who are pregnant can be in extended foster care.	531	71.3	67.5	74.0	46	7.4	8.5	6.7	150	21.3	24.0	19.4	

\*p < .05; Note: Unweighted frequencies and weighted percentages.

Tables 57 and 58 delve into participants' understanding of regulations affecting extended care in further detail, illustrating that many youth approaching the age of majority in care in California are not yet fully aware of their opportunities and obligations under the new law. The majority of CalYOUTH participants

reported clarity on their basic responsibilities under the law, including going to court twice a year and seeing their social workers at least once a month. Youth were also aware of their re-entry rights that payments may go directly to them, and that extended foster care is an opt-out program. However, there were some areas where youth appeared to be less well informed. For example, youth were relatively evenly split on whether moving out of one’s home county results in the loss of benefits. Additionally, almost 60 percent of youth reported that they must be in school full-time in order to qualify for extended foster care. While a majority of respondents were aware that youth in foster care and on probation are eligible for extended care, a slightly smaller number reported not knowing how probation status impacts extended foster care eligibility.

**Table 58. Understanding of Living Arrangements Under Extended Foster Care**

	Yes		No		Don't know	
	#	%	#	%	#	%
<i>Can youth in extended foster care live in/with...?</i>						
An independent living arrangement that has been approved by a social worker (SILP)?	599	82.2	18	2.3	110	15.5
Transitional housing, like THP-Plus Foster Care?	563	77.4	30	4.8	134	17.8
An approved home of a friend or relative?	605	84.7	60	7.3	62	8.0
A foster family home or foster family agency?	591	80.5	40	6.2	96	13.3
An approved home of a non-related legal guardian (for example, with foster parents)?	611	85.2	37	4.2	79	10.7
Group homes after the age of 19?	219	32.1	294	39.4	214	28.4
The person she/he was taken from when she/she entered care?	269	40.1	295	37.5	163	22.4

*Note:* Unweighted frequencies and weighted percentages.

As seen in Table 59, CalYOUTH participants generally reported accurate knowledge about approved living arrangements in extended foster care. However, there was some confusion regarding the availability of group homes after the age of 19 and whether a young person can return to live with the person he/she was originally removed from. An examination of gender differences (not shown) demonstrated that a higher percentage of females than males correctly reported knowing that they can live in an approved home of a friend or relative and an approved home of a non-related legal guardian ( $n = 372$ , 88% and  $n = 239$ , 82%, respectively).

**Table 59. Experience Preparing for Foster Care after Age 18**

	#	%
How would you describe the role that you have played in the development of your transitional living plan? <sup>N</sup>		
I led the development of my independent living plan.	171	23.3
I was involved in the development of my independent living plan, but did NOT lead it.	309	41.9
I was NOT involved in the development of my independent living plan.	43	5.2
I am not aware of my independent living plan.	181	26.1
How satisfied are you with team meetings you participated in to help you decide about staying in foster care past 18, develop an independent living plan, or make other decisions about your future?		
Very satisfied	146	19.2
Satisfied	338	46.3
Dissatisfied	39	5.3
Very dissatisfied	17	2.0
Was not involved in team meetings	184	26.8
How much information have you received about extended foster care in California?		
A lot	246	33.3
Some	325	44.6
A little	119	17.5
None	34	4.3
Who has provided you with the MOST information about extended foster care?		
The county child welfare agency	168	21.5
Other social service agencies	144	20.9
Biological parent(s)	4	0.8
Adoptive parent(s)	2	0.2
Foster parent(s)	58	8.0
Group home staff	39	5.2
Mentors (Big Brother/Big Sister, other volunteer or informal mentor)	15	1.6
Adult relatives	10	1.4
Other youth in foster care	15	2.7
Sibling(s)	6	0.5
Court-Appointed Special Advocate (CASA)	23	2.6
Independent Living Program (ILP) staff	149	20.0
Wraparound team members	8	1.5
School staff (teachers, guidance counselors, administrators)	2	0.4
Social Media (TV advertisements, Facebook, Twitter)	2	0.6
Other adults	46	7.0
No one provided help	13	1.8
Myself	11	1.9
Therapist	7	0.8

**Table 59 (continued)**

	#	%
How much conflicting information have you received from these sources about extended care?		
A lot	199	27.7
Some	284	40.6
A little	128	16.7
None	98	13.0
Do you have a person you feel confident will always give you correct information about extended foster care?		
Yes	613	84.4
No	104	14.5
Which person on this list is the one you were thinking of when you said that there is someone you feel confident will always give you correct information about extended foster care? ( <i>n</i> = 613)		
The county child welfare agency	123	18.5
Other social service agencies	104	17.7
Biological parent(s)	4	0.9
Adoptive parent(s)	6	0.8
Foster parent(s)	68	11.4
Group home staff	39	6.0
Mentors (Big Brother/Big Sister, other volunteer or informal mentor)	24	4.3
Adult relatives	9	1.6
Other youth in foster care	3	0.7
Sibling(s)	10	1.6
Court-Appointed Special Advocate (CASA)	37	4.7
Independent Living Program (ILP) staff	107	16.0
Wraparound team members	13	3.4
School staff (teachers, guidance counselors, administrators)	2	0.5
Probation officer	1	0.1
Social Media (TV advertisements, Facebook, Twitter)	2	0.3
Other adults	54	10.2
Myself	1	0.4
Therapist	4	0.9

*Note:* Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey item.

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## **Delinquency and Justice System Involvement**

Given the evidence linking child maltreatment to later criminal behavior, it should not be surprising that studies show youth aging out of foster care experience high levels of criminal justice involvement and are engaged in behaviors that put them at risk for being involved in the legal system at higher rates than their non-foster peers (Courtney et al., 2005; Courtney et al., 2004; Cusick, Havlicek, & Courtney, 2012; Reilly, 2003; Vaughn, Shook, & McMillen, 2008; Widom & Maxfield, 2001). In the Midwest Study,

Courtney and colleagues (2004) found that at ages 17 and 18 foster youths were more likely than a national sample of adolescents to have committed a range of offenses during the previous year. At the second interview wave when most participants were 19 years of age, 28 percent of youth had been arrested, 12 percent had been convicted of a crime, and about 25 percent had been incarcerated (Courtney et al., 2005). Similarly, Vaughn and colleagues (2008) reported that 20 percent of participants in a study of foster youth in Missouri had been arrested between time of discharge and age 19. Reilly (2003) found that 45 percent of the youth in his study who had exited care during the last three years had been in some sort of trouble with the law since the time that they left care.

Perhaps unsurprisingly, research shows that there are significant gender differences for criminal justice involvement. The Midwest Study found that males in the sample were more likely than their female counterparts to report experiencing arrests, convictions and incarcerations (Courtney et al., 2005). Similarly, in the study by Vaughn and associates (2008), the subsample of participants found to have low-risk for criminal justice involvement was comprised of a higher proportion of females than the medium and high-risk groups.

Table 60a compares self-reported delinquency in the previous 12 months of young people in the CalYOUTH sample to their peers in Add Health. There were significant differences between youth in the two samples regarding delinquent activity. Add Health participants generally reported lower levels of delinquent activity than their CalYOUTH counterparts.

There were similar patterns when we examined self-reported delinquency by gender (Table 60b). Among CalYOUTH participants, males generally reported more delinquent behavior than their female counterparts. Add Health males were less likely than males in CalYOUTH to report engagement in several delinquent behaviors. Similarly, CalYOUTH females were more likely than their female counterparts in Add Health to report several types of delinquent behavior.

As seen in Table 61, nearly two-fifths of CalYOUTH participants reported having been arrested at least once, while one in five have been convicted of a crime. Over one-quarter of CalYOUTH respondents have been confined in a criminal justice institution at some point (i.e., jail, prison, correctional facility, or juvenile or community detention facility) in connection with allegedly committing a crime.



**Table 60a. Delinquency During Past Twelve Months for Overall Samples (CalYOUTH Compared to Add Health) (*n* = 719)**

	CalYOUTH								Add Health								<i>p</i>
	Never		1 or 2 times		3 or 4 times		5 or more times		Never		1 or 2 times		3 or 4 times		5 or more times		
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	
Deliberately damaged property that did not belong to you	524	72.6	129	17.6	28	4.5	24	3.6	1388	84.1	206	12.3	34	2.1	16	1.0	***
Took something from store without paying for it	495	69.7	126	16.6	34	4.7	51	7.2	1271	76.8	232	14.2	65	3.8	74	4.7	***
Got into serious physical fight	405	55.8	220	29.5	46	7.6	39	5.9	1188	72.6	330	19.3	65	4.3	60	3.4	***
Hurt someone badly enough to need bandages or care from doctor or nurse	554	76.5	118	16.9	21	2.6	7	0.9	1369	83.4	204	11.9	42	2.4	28	1.8	***
Drove a car without owner's permission	644	88.7	44	6.5	10	1.8	10	1.2	1474	89.7	127	6.9	26	1.9	17	1.1	***
Stole something worth more than \$50	619	85.9	63	8.3	16	2.9	11	1.1	1558	94.5	50	2.9	16	1.0	20	1.2	***
Went into a house or building to steal something	650	89.4	38	5.4	9	1.8	10	1.4	1574	96.0	43	1.8	15	1.0	13	0.7	***
Used or threatened to use a weapon to get something from someone	659	91.0	36	5.1	11	1.8	5	0.7	1579	96.0	51	2.7	8	0.3	8	0.6	***
Sold marijuana or other drugs	590	81.7	41	5.5	17	1.8	54	8.2	1491	90.9	76	4.8	24	1.1	55	2.8	***
Stole something worth less than \$50	529	75.3	113	14.1	15	2.1	49	6.6	1343	82.4	190	10.1	36	2.1	76	5.0	***
Took part in a fight where a group of your friends was against another group	575	79.2	95	13.1	25	4.2	15	2.2	1366	83.9	219	12.0	31	1.8	30	1.8	***
Was loud, rowdy, or unruly in public place	399	58.3	189	24.9	54	7.1	62	7.7	892	53.1	486	31.0	148	8.5	120	7.0	***

\*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

**Table 60b. Delinquency During Past Twelve Months for Samples by Gender (CalYOUTH Compared to Add Health) (n = 719)**

	CalYOUTH									Add Health								
	Never		1 or 2 times		3 or 4 times		5 or more times		p	Never		1 or 2 times		3 or 4 times		5 or more times		
	Male	Female	Male	Female	Male	Female	Male	Female		Male	Female	Male	Female	Male	Female	Male	Female	
%	%	%	%	%	%	%	%		%	%	%	%	%	%	%	%		
Deliberately damaged property that did not belong to you	66.3	76.8	22.4	14.4	3.6	5.1	4.8	2.8	*	74.8	90.4	18.3	8.3	4.2	0.7	2.3	0.20	<sup>a</sup>
Took something from store without paying for it	69.0	70.2	18.0	15.7	4.3	4.9	6.5	7.7		71.2	80.6	16.2	12.8	5.0	2.9	6.9	3.20	<sup>b</sup>
Got into serious physical fight	48.7	60.5	29.6	29.5	10.8	5.5	8.5	4.1	**	61.8	79.9	25.8	14.8	6.1	3.0	5.8	1.80	<sup>a</sup>
Hurt someone badly enough to need bandages or care from doctor or nurse	69.1	81.5	21.9	13.5	3.1	2.2	1.6	0.5	*	72.9	90.5	18.6	7.3	4.3	1.1	3.6	0.60	<sup>a</sup>
Drove a car without owner's permission	85.6	90.8	7.4	5.9	2.4	1.4	1.9	0.7		84.9	93.0	9.4	5.2	3.3	0.9	1.9	0.50	
Stole something worth more than \$50	84.4	87.0	7.6	8.8	4.8	1.6	1.2	1.1		90.7	97.0	4.8	1.6	2.2	0.1	1.7	0.30	<sup>a</sup>
Went into a house or building to steal something	86.8	91.2	6.4	4.7	1.9	1.7	2.6	0.0		93.0	98.0	3.3	0.8	1.6	0.6	1.5	0.20	<sup>a</sup>
Used or threatened to use a weapon to get something from someone	91.1	91.0	4.8	5.3	0.9	2.4	1.7	0.0		94.0	97.3	4.3	1.6	0.5	<.01	0.8	0.50	<sup>b</sup>

**Table 60b (continued)**

	CalYOUTH									Add Health								
	Never		1 or 2 times		3 or 4 times		5 or more times		<i>p</i>	Never		1 or 2 times		3 or 4 times		5 or more times		
	Male	Female	Male	Female	Male	Female	Male	Female		Male	Female	Male	Female	Male	Female	Male	Female	
	%	%	%	%	%	%	%	%		%	%	%	%	%	%	%	%	
Sold marijuana or other drugs	76.0	85.6	7.1	4.4	1.7	1.9	12.1	5.6	*	34.6	56.2	2.5	2.3	0.9	0.3	2.2	0.6	<sup>a</sup>
Stole something worth less than \$50	73.9	76.3	14.9	13.5	2.2	2.0	6.9	6.3		75.5	87.1	14.4	7.1	2.3	1.9	7.2	3.40	<sup>b</sup>
Took part in a fight where a group of your friends was against another group	74.7	82.2	14.5	12.1	5.9	3.1	3.3	1.5		7.6	89.1	16.8	8.8	3.6	0.6	3.0	1.00	<sup>b</sup>
Was loud, rowdy, or unruly in public place	63.0	55.1	18.9	29.0	5.2	8.3	10.3	5.9	**	49.1	55.8	30.1	31.6	9.7	7.7	10.6	4.50	<sup>b</sup>

\**p* < .05, \*\**p* < .01; *Note:* Unweighted frequencies and weighted percentages. CalYOUTH males and females differ significantly.

<sup>a</sup>Add Health males and females differ significantly from CalYOUTH males and females (*p* < .001). The exception is for Add Health males compared to CalYOUTH males for the item, “Hurt someone badly enough to need bandages or care from doctor or nurse,” statistically significant at *p* < .01.

<sup>b</sup>Add Health and CalYOUTH females differ significantly (*p* < .001).

**Table 61. Criminal Justice System Involvement (n = 719)**

Type of Involvement	#	%
Ever been arrested	283	39.2
Ever been convicted of a crime	150	21.3
Ever been confined in jail, prison, correctional facility, or juvenile or community detention facility, in connection with allegedly committing a crime <sup>N</sup>	178	25.0

*Note:* Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey item.

Table 62a shows that young people in CalYOUTH reported higher rates of exposure to and perpetration of violence than their nationally representative peers in Add Health. For example, CalYOUTH participants were almost twice as likely as their peers in Add Health to report getting into a physical fight and witnessing someone shoot or stab another person more than once in the previous year.

**Table 62a. Victimization and Perpetration during Past Twelve Months for Overall Samples (CalYOUTH Compared to Add Health) (*n* = 719)**

	CalYOUTH						Add Health						<i>p</i>
	Never		Once		More than Once		Never		Once		More than Once		
	#	%	#	%	#	%	#	%	#	%	#	%	
You saw someone shoot or stab another person	587	81.4	64	8.6	49	7.5	1418	86.2	155	9.8	71	3.4	***
Someone pulled a knife or gun on you	584	79.6	67	10.3	51	7.7	1402	87.1	194	10.0	49	2.5	***
Someone shot you	690	95.4	13	2.0	7	1.2	1628	98.2	14	1.3	3	0.1	***
Someone cut or stabbed you	672	93.2	28	3.8	13	1.9	1568	95.2	66	3.7	11	0.6	***
You got into a physical fight	409	55.4	156	22.4	147	21.0	1177	73.6	258	14.8	210	11.1	***
You were jumped	614	83.7	66	9.1	28	5.3	1453	89.2	150	8.6	42	1.7	***
You pulled a knife or gun on someone	664	91.1	27	4.4	15	2.4	1558	95.5	59	2.9	28	1.1	***
You shot or stabbed someone	694	95.8	6	1.2	7	1.0	1616	98.2	23	1.1	7	0.2	**

\*\**p* < .01, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

As seen in Table 62b, reports of victimization—exposure to and perpetration of violence—are also significantly different by gender. Within the CalYOUTH sample, males reported higher exposure to violence (e.g., someone pulled a knife or gun on you, you were jumped) than females, as well as higher rates of violence perpetration (e.g., you pulled a knife on someone, you shot or stabbed someone). Compared to female participants in CalYOUTH, Add Health females reported lower levels of exposure to and perpetration of violence. Add Health males also generally reported lower levels of exposure to and perpetration of violence than CalYOUTH males.

**Table 62b. Victimization and Perpetration during Past Twelve Months by Gender (CalYOUTH Compared to Add Health) (*n* = 719)**

	CalYOUTH						Add Health						<i>p</i>	
	Never		Once		More than Once		Never		Once		More than Once			
	Male %	Female %	Male %	Female %	Male %	Female %	Male %	Female %	Male %	Female %	Male %	Female %		
You saw someone shoot or stab another person.	77.9	83.7	10.9	7.0	8.9	6.5	82.3	88.8	10.7	9.3	6.3	1.5	b	
Someone pulled a knife or gun on you.	72.8	84.2	14.3	7.6	10.4	5.9	**	77.9	93.3	16.4	5.6	5.2	0.6	a
Someone shot you.	94.3	96.1	2.6	1.5	1.4	1.0		97.6	98.5	1.6	1.0	0.3	0.0	a
Someone cut or stabbed you.	90.4	95.1	5.9	2.4	2.6	1.4		91.9	97.4	6.5	1.9	1.2	0.2	b
You got into a physical fight.	49.8	59.2	23.0	22.1	25.2	18.3	*	61.3	81.9	19.6	11.6	18.7	6.0	a
You were jumped.	78.7	87.1	10.7	8.0	8.5	3.2	*	81.9	94.2	13.8	5.0	3.8	0.4	a
You pulled a knife or gun on someone.	90.6	91.5	4.1	4.7	3.6	1.6	**	92.5	97.6	4.7	1.6	2.3	0.3	b
You shot or stabbed someone.	95.1	96.3	1.2	1.1	1.4	0.6		97.3	98.8	1.8	0.7	0.4	0.1	a

\**p* < .05, \*\**p* < .01; *Note:* Unweighted frequencies and weighted percentages. CalYOUTH males and females differ significantly.  
<sup>a</sup>Add Health males and females differ significantly from CalYOUTH males and females (*p* < .001). The exception is for Add Health males and females compared to CalYOUTH males and females for the item, “You shot or stabbed someone,” statistically significant at *p* < .05.  
<sup>b</sup>Add Health females differ significantly from CalYOUTH females (*p* < .001).

As seen in Table 63, Add Health females are less likely than CalYOUTH females to carry weapons to school. Add Health participants (both males and females) are also less likely than CalYOUTH participants to report needing medical treatment after a physical fight. Finally, CalYOUTH males are more likely than CalYOUTH females to report needing medical treatment after a fight.

**Table 63. Other Delinquency (n = 719)**

	CalYOUTH						Add Health							
	Overall		Male		Female		p	Overall		Male		Female		
	#	%	#	%	#	%		#	%	#	%	#	%	
During the past 30 days, how many days did you carry a weapon—such as a gun, knife, or club—to school?													b	
None	642	90.4	251	87.9	391	92.1		1534	93.7	744	89.3	790	96.7	
1 day	14	1.9	8	2.3	6	1.6		31	1.5	27	2.9	4	0.5	
2 or 3 days	16	2.3	8	3.0	8	1.9		29	1.9	21	2.8	8	1.3	
4 or 5 days	7	0.5	4	0.6	3	0.5		6	0.4	6	1.0	0	0.0	
6 or more days	22	2.4	12	3.2	10	1.9		44	2.0	30	3.5	14	1.0	
During the past 12 months, how many times were you in a physical fight in which you were injured and had to be treated by a doctor or nurse?							*		a					b,c
0 times	608	83.6	232	78.9	376	86.8		807	91.6	734	88.0	770	94.0	
1 time	40	5.7	20	7.5	20	4.5		96	5.2	61	7.3	35	3.8	
2-10 times	29	4.3	19	6.7	10	2.7		36	2.2	27	3.4	9	1.4	
11 or more times	5	0.1	2	0.4	3	1.3		6	0.3	6	0.7	0	0.0	

\* $p < .05$ ; Note: Unweighted frequencies and weighted percentages. CalYOUTH males and females differ significantly.

<sup>a</sup>Add Health and CalYOUTH samples differ significantly overall ( $p < .001$ ).

<sup>b</sup>Add Health females differ significantly from CalYOUTH females ( $p < .001$ ).

<sup>c</sup>Add Health males differ significantly from CalYOUTH males ( $p < .01$ ).

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# Summary and Next Steps

The CalYOUTH Baseline Youth Survey provides the most comprehensive view to date of young people approaching the transition to adulthood from foster care in California, the state with the largest foster care population in the nation. That over 95 percent of the young people asked to participate in CalYOUTH did so is evidence of their willingness to share their experiences in the interest of improving services for young people in state care. What the youth told us about themselves and the foster care system is valuable information for policymakers, program developers, advocates, and practitioners interested in better meeting the needs of transition-age youth in care. Policy and practice should be informed by a deeper understanding of the strengths and challenges these young people bring with them as they approach adulthood. While the practical implications of findings from the CalYOUTH Baseline Youth Survey will become clearer as future analyses dig beneath the descriptive information provided here, certain themes are already apparent.

First, the diversity of the CalYOUTH participants clearly indicates the inappropriateness of a one-size-fits-all approach to extended foster care. Reflecting the changing demography of the US population, they are primarily people of color, one-third has at least one parent born outside of the US, and one in twenty was born outside of the US. If extended care is to engage these young people, it must be sensitive to culture and community.

Moreover, demographic categorization only scratches the surface of the diverse needs of these youth. CalYOUTH participants varied widely in every area of functioning we assessed. To be sure, on average these young people are faring poorly compared to their age peers in terms of their educational experiences, employment history, physical and mental health, and risky behaviors, and many became parents at an early age. This is strong evidence of their need for ongoing support. But averages can be very misleading. For example, many of these young people are on track to graduate from high school and thrive in college, are working at least part time, and have no serious health problems to challenge their

progress. In contrast, others suffer from multiple challenges to a successful transition to adulthood and may require intensive support for many years. Extended care should provide living arrangements and connections to formal and informal supports that recognize this wide range of needs.

Second, the *CalYOUTH Baseline Youth Survey* provides encouraging evidence of the resilience of older adolescents in foster care. In spite of their histories of trauma before entering care and frequent instability while in care, they remain overwhelmingly optimistic about their future and have very high aspirations. The vast majority reports receiving advice and emotional and tangible support from multiple adults and being satisfied with the support they receive. Most are close to and in regular contact with members of their family of origin. Many have romantic partners and report generally healthy relationships with their partners.

Third, most (but not all) youth see the benefits of the care they have received to date from the government and wish to be able to continue to rely on government support as they make the transition to adulthood. Most *CalYOUTH Baseline Youth Survey* participants express positive views of the key players in the foster care system (foster parents, social workers, attorneys) and over two-thirds would stay in care after 18. Put simply, most of these young people are inclined to be engaged with the service system, if efforts are made to engage them, though it is important to keep in mind that a minority is less convinced of the benefits of connection to the system. This latter group may be more difficult to engage in transition planning and may benefit the most from extended care.

Lastly, work remains to be done when it comes to preparing youth in care for the transition to adulthood. While nearly all *CalYOUTH Baseline Youth Survey* participants knew that they could remain in care past their 18th birthday, many were less certain of important details of the law that affect their ability to take advantage of extended care. Moreover, youths' perceptions of their preparedness for independence and their description of the kinds of help they had received to date suggest that significant gaps exist. That they felt least prepared in areas focused on basic survival, such as housing, employment and financial literacy, and that they also reported receiving the least help in those areas, warrants particular attention.

This report is descriptive in nature; going forward we will be examining youths' responses in more depth. For example, are particular placement types associated with the availability of social support? Which youth characteristics and experiences are associated with youths' desire to stay in extended care? Are youth from urban counties more or less likely than those from rural counties to report a dearth of particular kinds of services? Answers to these and similar questions can help inform development of services and training of child welfare workers and other professionals who provide support to foster youth and nonminor dependents. We will also be comparing and contrasting youth reports from the *CalYOUTH Baseline Youth Survey* with workers' perceptions of the needs of youth and the availability of services at



the county level obtained via the CalYOUTH Child Welfare Worker Survey. This can potentially help identify areas of youths' needs that are not yet fully appreciated by child welfare workers and administrators. By sharing the perceptions of the professionals involved in implementing California's Fostering Connections Act, and the experiences of the young people the new law is intended to help, CalYOUTH promises to provide timely information over the next several years about California's ambitious implementation of extended foster care.

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# Appendix A. Summary of Scales and Items Used in the Baseline Youth Survey

**Table A-1. Abbreviation Descriptions**

<b>Abbreviation</b>	<b>Description</b>
AH	National Longitudinal Study of Adolescent Health
CAL	California Youth Transitions to Adulthood Study*
CIDI	Composite International Diagnostic Interview
Festinger	Festinger, T. (author of scale from which items were adapted)
FF	Fragile Families and Child Wellbeing Study
IYBI	In Youths' Best Interest
LEQ	Lifetime Experiences Questionnaire
MINI	Mini International Neuropsychiatric Interview for Children and Adolescents
MWS	Midwest Study of the Adult Functioning of Former Foster Youth
NSA	National Survey of Adolescents
NYTD	The Chafee National Youth in Transition Database
PE	Psychotropic Experiences
SSNQ	Social Support Network Questionnaire
TIPI	Ten Item Personality Inventory
WRAT4	Wide Range Achievement Test 4

\* Study domains denoted with CAL are items that were constructed by the CalYOUTH research team.



**Table A-2. Scales and Items used in the Baseline Youth Survey**

<b>TABLE</b>	<b>DOMAIN</b>	<b>SOURCE</b>
<b>Individual and Family Background Prior to Care</b>		
2	Demographic Characteristics	MWS, CAL, NYTD
3	Family of Origin	MWS
4	Caregiver Characteristics	MWS
5	Maltreatment Prior to Care	LEQ
6	Sexual Abuse Prior to Care	NSA
<b>Experiences During Foster Care</b>		
7	Youth's Current Living Situation (Household Roster)	CAL, MWS
8-10	Experience in Care	CAL, MWS
11-14	Closeness to People, Supportive Relationships with Others, Visits with Family Members, Relatives' Relationship with Foster Family/Group Home Staff	MWS
15	Attitude and Feelings about Foster Care	Festinger
16	Optimism About Future	MWS
<b>Socioeconomic Status</b>		
17-20	Educational: Status, Aspirations, Encouragement, & Absences from School and Changes in School	MWS, AH, CAL
21-22	Employment & Supplemental Financial Support	AH, NYTD
<b>Health and Development</b>		
23-27	Health Status, Health Care Utilization, Location of Services, Medication, & Height/Weight	NYTD, AH, MWS, PE
28	Suicide	CIDI
29-30	Psychiatric Disorders	MINI
31-32	Pregnancy	NYTD, AH
33	Sexual Orientation	AH
34	Personality	TIPI
--	Reading Ability	WRAT4
<b>Social Support and Community Connections</b>		
35-43	Social Networks and Support	SSNQ
44	Experiences with the Transition to Adulthood	AH
45	Religiosity	AH
<b>Children, Parenting, and Romantic Partnerships</b>		
46-47	Number of Children and Dependency, Living Arrangements, Parent Involvement	MWS, AH
48-50	Relationship Characteristics & Quality	MWS, AH, FF, CAL
<b>Services and Public System Involvement</b>		
51-54	Receipt of Health & Mental/Behavioral Health Services	CAL
55-59	Foster Care and Extended Foster Care in California	IYBI, NYTD, CAL
<b>Delinquency and Justice System Involvement</b>		
60-63	Delinquency, Victimization and Justice System Involvement	AH

### **AH: National Longitudinal Study of Adolescent Health (Add Health)**

Harris, K. M., Halpern, C. T., Whitsel, E., Hussey, J. , Tabor, J., Entzel, P., & Udry, J. R. (2009). The National Longitudinal Study of Adolescent Health: Research Design. Retrieved from <http://www.cpc.unc.edu/projects/addhealth/design>.

Questions from several domains in the CalYOUTH study were taken directly from the National Longitudinal Study of Adolescent Health (Add Health). Add Health is a longitudinal study of a nationally representative sample of U.S. adolescents in 7th-12th grade during the 1994–95 school years. Add Health examines how social contexts (families, friends, peers, schools, neighborhoods, and communities) and behaviors in adolescence influence health-related and achievement outcomes in young adulthood. Add Health study participants have been interviewed four times since the first survey with the most recent interview taking place in 2008.

### **CalYOUTH: California Youth Transitions to Adulthood Study**

Survey items denoted with CAL represent study domains with questions constructed by the CalYOUTH research team. These survey questions primarily focus on youths' experiences with their attorneys and the courts, their receipt of independent living services, as well as their knowledge of extended foster care legislation in California. All the questions were reviewed for appropriateness and acceptability by various stakeholders in California before being included in the study.

### **CIDI: Composite International Diagnostic Interview**

World Health Organization. (1990). *Composite International Diagnostic Interview (CIDI)*. Geneva, Switzerland: World Health Organization. Retrieved from <http://www.hcp.med.harvard.edu/wmhcdi/>

Two items in CalYOUTH pertaining to previous history of suicide were adopted from the CIDI. The CIDI is a comprehensive, fully-structured interview designed to be used by trained lay interviewers for the assessment of mental disorders according to the definitions and criteria of ICD-10 and DSM-IV. It is intended for use in epidemiological and cross-cultural studies as well as for clinical and research purposes. The diagnostic section of the interview is based on the World Health Organization's Composite International Diagnostic Interview (WHO, 1990).

### **Festinger**

Festinger, T. (1983). *No one ever asked us: A postscript to foster care*. New York: Columbia University Press.

CalYOUTH study questions on feelings towards foster care were adapted from this study. The Midwest Study of the Adult Functioning of Former Foster Youth (Midwest Study) also utilized these questions.

### **FF: Fragile Families and Child Wellbeing Study**

Center for Research on Child Wellbeing. (2008). *Introduction to the Fragile Families public use data: Baseline, one-year, and three-year, and five-year core telephone data*. Princeton, NJ: Author.

Retrieved from [http://www.fragilefamilies.princeton.edu/documentation/core/4waves\\_ff\\_public.pdf](http://www.fragilefamilies.princeton.edu/documentation/core/4waves_ff_public.pdf)

The Fragile Families and Child Wellbeing Study is a study of nearly 5,000 children born in large U.S. cities between 1998 and 2000. Several items pertaining to the quality of romantic partnerships were included in the CalYOUTH survey from the baseline and year 1 mother instrument.

### **IYBI: In Youths' Best Interest: Implementing AB 12 and Supporting Youths' Transitions to Adulthood**

The John Burton Foundation. (2011). *In youth's best interest: Implementing AB 12 and supporting youth's transitions to adulthood*. Retrieved from

<http://www.cafosteringconnections.org/pdfs/042711/JBF%20THP-Plus%20Participants%20Survey%20Results.pdf>

Several items in CalYOUTH concerning youths' understanding and perception of foster care and extended foster care in California were adapted from a study conducted by The John Burton Foundation with 397 emancipated foster youth. The purpose of this study was to glean information helpful to extended foster care policy planning and implementation. The "In Youth's Best Interest" report provides an overview of results from this survey.

### **LEQ: Lifetime Experiences Questionnaire**

Rose, D. T., Abramson, L. Y., & Kaupie, C. A. (2000). *The Lifetime Experiences Questionnaire: A measure of history of emotional, physical, and sexual maltreatment*. Madison, WI: University of Wisconsin-Madison.

The *Lifetime Experiences Questionnaire* measures the history of several types of maltreatment. The CalYOUTH study utilized questions pertaining to physical abuse and neglect. These questions were also used in the first wave of the Midwest Study of the Adult Functioning of Former Foster Youth.

### **MINI: Mini International Neuropsychiatric Interview for Children and Adolescents**

Sheehan, D. V., Sheehan, K. H., Shytle, R. D., Janavs, J., Bannon, Y., Rogers, J. E., Milo, K. M., Stock, S. L., & Wilkinson, B. (2010). Reliability and validity of the Mini International Neuropsychiatric Interview for children and adolescents (MINI-KID). *Journal of Clinical Psychiatry*, 71(3), 313–326.

<https://medical-outcomes.com/index/mini>

The M.I.N.I. International Neuropsychiatric Interview for Children and Adolescents (M.I.N.I. Kid 6.0) is a short, structured diagnostic interview for DSM-IV and ICD-10 psychiatric disorders in children and adolescents. The M.I.N.I. is widely used by mental health professionals and health organizations, and in psychopharmacology trials and epidemiological studies. The CalYOUTH study used an array of measures from the M.I.N.I. Kid 6.0 to assess psychiatric disorders including depression, bipolar disorder, social phobia, OCD, PTSD, alcohol and substance abuse/dependence, ADHD, conduct disorder, oppositional defiant disorder, and psychotic disorders.

### **MWS: Midwest Study of the Adult Functioning of Former Foster Youth**

Courtney, M. E., Terrao, S., & Bost, N. (2004). *Midwest evaluation of the adult functioning of former foster youth: Conditions of youth preparing to leave state care*. Chicago, IL: Chapin Hall Center for Children at the University of Chicago. Retrieved from

<http://www.chapinhall.org/research/report/midwest-evaluation-adult-functioning-former-foster-youth>

Many questions in the CalYOUTH study come from the Midwest Study of the Adult Functioning of Former Foster Youth, a longitudinal study of youth aging out of care in Iowa, Illinois, and Wisconsin. The Midwest Study provides an assessment of how foster youth fared during the transition to adulthood after implementation of the Foster Care Independence Act of 1999.

### **NSA: National Survey of Adolescents**

Kilpatrick, D., & Saunders, B. (1995). *National Survey of Adolescents in the United States*. ICPSR 2833. Ann Arbor, MI: Inter-University Consortium for Political and Social Research. Retrieved from

<http://www.icpsr.umich.edu/icpsrweb/ICPSR/studies/2833>

CalYOUTH questions on sexual abuse were taken directly from the National Survey of Adolescents funded by the United States Department of Justice. The questions were asked of a nationally representative sample of youth ages 12 to 17. The study tested “relationships among serious victimization experiences, the mental health effects of victimization, substance abuse/use, and delinquent behavior in adolescents.” CalYOUTH asked questions related to abuse that occurred *prior* to youth’s entry into care.

### **NYTD: The Chafee National Youth in Transition Database**

Chafee National Youth in Transition Database. 45 C.F.R. § 1356.80-86. (2008). Retrieved from

<http://www.acf.hhs.gov/programs/cb/resource/nytd-guidance>

Dworsky, A., & Crayton, C. (2009). *National Youth in Transition Database: Instructional guidebook and architectural blueprint*. Washington, DC: American Public Human Service Association. Retrieved

from <http://www.chapinhall.org/research/report/aphsa-chapin-hall-national-youth-transition-database-initiative>

Pursuant to the Foster Care Independence Act of 1999, the Administration on Children and Families was required to develop a data collection system that gathered information on (1) independent living services funded under the Chafee law and received by older adolescents in foster care who are expected to remain in care until age 18, and (2) outcome measures on cohorts of youth in foster care at age 17, 19, and 21. Data from the NYTD outcomes survey were first collected in fiscal year 2011. The NYTD survey contains 22 required questions, but NYTD Plus versions were also developed, which include additional questions that states may elect to administer (Dworsky & Crayton, 2009). The CalYOUTH survey included 19 of the 22 required questions, omitting items concerning government funded welfare assistance, housing assistance, and food assistance.

### **PE: Psychotropic Experiences**

Hogan, T. P., Awad, A. G., & Eastwood, R. (1983). A self-report scale predictive of drug compliance in schizophrenics: Reliability and discriminative validity. *Psychological Medicine, 13*(1), 177–183.

Townsend, L., Floersch, J., & Findling, R. L. (2009). The conceptual adequacy of the drug attitude inventory for measuring youth attitudes toward psychotropic medications: A mixed methods evaluation. *Journal of Mixed Methods Research, 4*, 32–55.

Moline, S., & Frankenberger, W. (2001). Use of stimulant medication for treatment of attention-deficit/hyperactivity disorder: A survey of middle and high school students' attitudes. *Psychology in the Schools, 38*(6), 569–584.

Williams, R., Hollis, H. M., & Benott, K. (1998). Attitudes toward psychiatric medications among incarcerated female adolescents. *Journal of the American Academy of Child & Adolescent Psychiatry, 37*(12), 1301–1307.

Five of the six items in the CalYOUTH survey that asked about experiences with psychoactive medications came from three surveys. Three items were taken from the Drug Attitude Inventory (DAI), a 30-item true-false inventory that has been used to predict psychotropic medication adherence in adults with depression and schizophrenia (Hoagan, Awad, & Eastwood, 1983). Townsend, Floersch, and Findling (2009) modified the response set of the DAI to a five-point Likert scale and adapted it to be used with adolescents. One question in the CalYOUTH was taken from a questionnaire designed by Moline and Frankenberger (2001), which includes 40 items that assess adolescent attitudes about taking stimulant medication for ADD/ADHD. The source of another CalYOUTH item was a questionnaire created by Williams, Hollis, and Benott (1998) for a study of attitudes about psychiatric medications among incarcerated female adolescents. Three items (one from each source) were slightly modified to ease comprehension or to change the format of the question (e.g., from a question to a statement). Finally, a

sixth item about youths' opinions and preferences being taken into consideration by the individual prescribing the psychotropic medication was created for the CalYOUTH survey.

### **SSNQ: Social Support Network Questionnaire**

Rhodes, J. E., Ebert, L., & Fischer, K. (1992). Natural mentors: An overlooked resource in the social networks of young, African American mothers. *American Journal of Community Psychology, 20*(4), 445–461.

Gee, C. B., & Rhodes, J. E. (2007). A social support and social strain measure for minority adolescent mothers: A confirmatory factor analytic study. *Child: Care, Health, and Development 34*(1), 87–97.

The SSNQ is a brief, 25-minute questionnaire designed to capture many characteristics of a respondent's social support network including density, perceived availability of support, satisfaction with support, and relationship strain. The SSNQ has been used widely with adolescents and young adults and with minority and pregnant/parenting youth in particular. Five types of social support are measured: emotional, tangible, cognitive guidance, positive feedback, and social participation. A sixth type pertains specifically to respondents who are pregnant and parenting. For each type of support, respondents nominate individuals whom are perceived to be available to provide support and then rate their satisfaction of the support they received within the past month. The SSNQ also measures four types of social strain (disappointment, intrusiveness, criticism, and conflict) that is present in relationships with each of the nominated individuals. Information is also gathered about the respondent's relationship to each nominated member of their social network, including the individual's age, the frequency of contact, and the distance from one another.

The SSNQ was modified for the CalYOUTH study. Three measures of social support were excluded from the questionnaire (positive feedback, social participation, and pregnancy/ parenting support). Instead of allowing respondents to nominate an indefinite number of individuals for each type of support, youth provide a total estimate of available support and then nominate up to three specific individuals for each type of social support. For the items that ask respondents to identify their relationship with each nominated individual, the response options were adapted to reflect potential sources of support that pertain to older youth in California foster care. Finally, items pertaining to age of each nominated individual and respondents' distance from them were omitted.

### **TIPI: Ten Item Personality Inventory**

Gosling, S. D., Rentfrow, P. J., & Swann, W. B. (2003). A very brief measure of the Big-Five personality domains. *Journal of Research in Personality, 37*, 504–528.

This extremely brief measure of personality comes from a framework of the most widely used and extensively researched model of personality (Gosling et al., 2003). The Big-Five framework assesses personality traits in their broadest and most abstract form including the following dimensions:

- Extraverted, enthusiastic (sociable, assertive, talkative, active, NOT reserved or shy)
- Agreeable, kind (trusting, generous, sympathetic, cooperative, NOT aggressive or cold)
- Dependable, organized (hard working, responsible, self-disciplined, thorough, NOT careless, or impulsive)
- Emotionally stable, calm (relaxed, self-confident, NOT anxious, moody, easily upset, or easily stressed)
- Open to new experience, imaginative (curious, reflective, creative, deep, open-minded, NOT conventional).

Gosling et al. (2003) used several valid and reliable but longer personality measures (5-15 minutes in length; 44-100 items) and developed and tested two much shorter versions: one with 5 items (FIPI) and another with 10 (TIPI). They each take about 1 minute. The authors concluded that both instruments can stand alone as reasonable proxies of longer Big-Five instruments but the 10-item version is psychometrically superior. The CalYOUTH study used the 10-item version.

#### **WRAT4: Wide Range Achievement Test 4**

Wilkinson, G. S., & Robertson, G. J. (2006). *Wide Range Achievement Test (WRAT4) professional manual*. Lutz, FL: Psychological Assessment Resources.

The Wide Range Achievement Test: Fourth Edition (WRAT4) is an instrument used to gauge basic academic skills that are needed for thinking, learning, and communication (Wilkinson and Robertson, 2006). The original WRAT was developed over 70 years ago and has been used as a supplement to the Wechsler-Bellevue Scales of intelligence test to measure codes needed to learn reading, spelling, and arithmetic. The full instrument includes four subtests: word reading, sentence comprehension, spelling, and math computation. We used the word reading subtest of the WRAT4 to provide a brief assessment of the youths' reading ability of words printed on a show card. A total of 55 words are included in the subtest, and the words start at a basic level and become sequentially more challenging as the test progresses. The test stops after 10 consecutive incorrect responses, and a score is calculated based on the number of correct pronunciations. The WRAT4 provides standard scores and grade-level estimates for individuals aged 5 to 94.

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### **About Chapin Hall**

Established in 1985, Chapin Hall is an independent policy research center whose mission is to build knowledge that improves policies and programs for children and youth, families, and their communities.

Chapin Hall's areas of research include child maltreatment prevention, child welfare systems and foster care, youth justice, schools and their connections with social services and community organizations, early childhood initiatives, community change initiatives, workforce development, out-of-school time initiatives, economic supports for families, and child well-being indicators.





### 3. Findings from the California Youth Transitions to Adulthood Study (CaYOUTH): Conditions of Youth at Age 19

**Findings from the  
California Youth  
Transitions to Adulthood  
Study (CaYOUTH):  
Conditions of Youth at  
Age 19**

**Mark E. Courtney  
Nathanael J. Okpych  
Pajarita Charles  
Dominique Mikell  
Brooke Stevenson  
Keunhye Park  
Brittani Kindle  
Justin Harty  
Huiling Feng**

**2016**

**Child  
welfare  
fare**

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**Findings from the  
California Youth Transitions  
to Adulthood Study  
(CalYOUTH): Conditions of  
Youth at Age 19**

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The findings reported herein were performed with the permission of the California Department of Social Services. The opinions and conclusions expressed herein are solely those of the authors and should not be considered as representing the policy of the collaborating agency or any agency of the California government.

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# Introduction

Recently there has been a fundamental shift toward greater federal responsibility for supporting foster youth during the transition to adulthood. The Fostering Connections to Success and Increasing Adoptions Act of 2008 (“Fostering Connections Act”) amended Title IV-E to extend the age of Title IV-E eligibility from 18 to 21 years old. States may now claim federal reimbursement for the costs of foster care maintenance payments made on behalf of Title IV-E-eligible foster youth until they are 21 years old. While states have the *option* to extend care under the new provisions of the Fostering Connections Act, they are not required to do so.

The California Fostering Connections to Success Act and subsequent amendments to state law extended foster care for eligible youth to age 21. Although nearly half of all states have adopted legislation to take up the Fostering Connections option of extending care past age 18 and others are considering doing so, California is arguably the most important early adopter of the new policy. California has the largest state foster care population in the US, lending national significance to what happens in California’s child welfare system. Moreover, many other states that decide to extend care will be required to implement, in some form, the kinds of changes in state laws and regulations now being implemented in California. Extending foster care to age 21 means that county child welfare agencies and allied institutions in California are entering a brave new world of “corporate parenting” of young adults (Courtney, 2009). Child welfare agencies, courts, other public institutions, and private sector service providers are now coming to grips with their collective responsibility for providing care and supervision to adults, rather than minors—something with which most of these institutions have limited experience. Policymakers, program developers and administrators, and advocates have much to learn from how California implements extended foster care and how the new policy regime influences adult outcomes for foster youth making the transition to adulthood.

This report presents findings from the *CalYOUTH Wave 2 Youth Survey*. CalYOUTH (the California Youth Transitions to Adulthood Study) is an evaluation of the impact of the California Fostering Connections to Success Act on outcomes during foster youth's transition to adulthood. CalYOUTH includes collection and analysis of information from three sources: (1) transition-age youth, (2) child welfare workers, and (3) government program data. The study, directed by Dr. Mark Courtney at the University of Chicago and conducted in collaboration with the California Department of Social Services and County Welfare Directors Association of California (CWDA), is being carried out over a 5-year period from 2012–17.

The study addresses three research questions:

- Does extending foster care past age 18 influence youth's outcomes during the transition to adulthood (e.g., outcomes in education, employment, health, housing, parenting, and general well-being)?
- What factors influence the types of support youth receive during the transition to adulthood in the context of extended foster care?
- How do living arrangements and other services that result from extending foster care influence the relationship between extending care and youth outcomes?

To help answer these questions, CalYOUTH is following youth through age 21 using in-person interviews at ages 16–17, 19, and 21. In addition, CalYOUTH has conducted online surveys of California child welfare workers in 2013 and 2015. The goal of these caseworker surveys is to obtain their perceptions of key characteristics of the transition-age youth they serve and of the service delivery context of extended foster care (e.g., availability of transitional living services, coordination of services with other service systems, county court personnel, and youth attitudes toward extended care).

Government administrative data pertaining to several outcome areas (e.g., education, employment, receipt of government aid, health care, and criminal justice) are also being analyzed to help understand the impact of extended care on the health and well-being of young adults. Findings from the child welfare worker surveys and analysis of administrative data are summarized in separate reports.

The *CalYOUTH Wave 2 Youth Survey*, conducted when the young people participating in CalYOUTH were 19 years old, follows up on a survey of the same young people when they were approaching the age of majority in California's foster care system (see Courtney, Charles, Okpych, Napolitano, & Halsted, 2014). Results from the *CalYOUTH Wave 2 Youth Survey* are summarized in this report. The report provides feedback for all parties interested in improving youth's transitions from foster care to adulthood.

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# Study Overview

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## Methods

This section provides a description of the creation, administration, and analysis of the second round of interviews with young people participating in the California Youth Transitions to Adulthood Study. The responses provided by the 611 participants are intended to represent the experiences and views of 19-year-olds who were in the California foster care system in their late adolescence. While most of the youth have remained in care since we first interviewed them at age 17, some of the youth left care and came back, and others were no longer in care.

## Instrument Design

The study was designed to provide a rich description of the characteristics and circumstances of young adults who were in California foster care during their late adolescence. Many of the questions included in the second interview are the same or similar to those asked during the baseline interview. In some cases, we adapted or expanded the questions so that they were developmentally appropriate for young adults. For example, the education and employment sections go into far greater detail about youths' involvement in postsecondary education and the labor force than they did in the baseline survey. Similarly, the youths' romantic relationships and pregnancy and parenting status are covered more extensively than in the baseline interview. The *CalYOUTH Wave 2 Youth Survey* was developed over several months and includes items from a variety of sources. In addition to drawing on questions from the *Baseline Youth Survey* (Courtney et al., 2014), we incorporated standardized instruments to formally assess areas of functioning such as mental health and alcohol and substance use disorders. Survey items were also taken from large-scale studies of adolescents and young adults, such as the National Longitudinal Survey of Youth, the National Longitudinal Study of Adolescent Health, and the National Youth in Transition Database. In a few cases, items were modified to adapt to the population of youth in foster care (e.g.,

adding types of living arrangements that are not typically used by youth who are not in state care). Finally, study-specific items were created that capture information pertinent to the overall aims of the CalYOUTH Study. For example, a number of questions were developed to assess respondents' attitudes towards extended foster care, as well as their perception of the availability of various types of services. A list of the sources of the items included in the *CalYOUTH Wave 2 Youth Survey* instrument and brief descriptions of the sources is presented in Appendix A.

During the *CalYOUTH Wave 2 Youth Survey* development stage, we solicited feedback from multiple stakeholders, including California state and county child welfare administrators and supervisors, youth currently in foster care, and representatives of funding partners. The feedback from these various stakeholders helped to ensure that the survey items covered key domains and were relevant to the current policy context. The final version of the survey included over 20 content areas and was designed to take approximately 75 to 90 minutes to complete.

Certain sections of the study contained items that were sensitive in nature, including questions involving sexuality and pregnancy, crime and justice system involvement, maltreatment history and sexual abuse, suicide, and mental health and substance use. These sensitive questions were administered using Audio-Enhanced, Computer-Assisted Self-Interviewing (ACASI). ACASI is a state of the art, computer-assisted self-interviewing procedure for asking sensitive questions in a respectful and confidential manner. Youth were provided headphones and a laptop computer so they could listen and respond to questions privately without involvement of the interviewer.

### **Sample Selection**

Youth were eligible to participate in the *Baseline Youth Survey* if they were between 16.75 and 17.75 years of age at the time of the sample draw and had been in the California foster care system under the supervision of county child welfare agencies for at least six months.<sup>1</sup> Administrative records from the California Department of Social Services (CDSS) were first used to create a sampling frame of youth who met the age and time-in-care criteria above ( $n = 2,583$ ). A stratified random sampling design was used to select participants. Six strata were created based on the number of eligible youth in the county, ranging

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<sup>1</sup> Probation wards were not included in the CalYOUTH youth survey. Some probation wards are eligible for extended foster care in California. Nevertheless, they differ from youth whose care is supervised by child welfare agencies in the reasons for their placement in government care, what they are expected to do to remain eligible for extended care, and, in most counties, the public agencies that oversee their care. Because of this, their experience of extended care warrants distinct attention; they should not be treated as simply a subgroup of foster youth. Unfortunately, at the time CalYOUTH was being planned it became clear that it was not feasible for many county probation departments to provide the level of cooperation needed to mount an in-person survey of 16- and 17-year-old probation wards could be obtained from California county probation departments. However, CalYOUTH will be examining the transition to adulthood under extended foster care for probation wards. Government administrative data on outcomes such as college enrollment, employment and earnings, and crime will be used to study this transition.

from Stratum 1 (1 to 6 eligible youth) to Stratum 5 (107 to 187 eligible youth). Stratum 6 consisted of Los Angeles County. A predetermined proportion of youth were then randomly selected from each stratum in order to ensure that smaller counties were adequately represented in the study. The initial sample included 880 young people who met the original study criteria. Of these 880 youth, 117 were found to be ineligible during the field period for various reasons (i.e., physically or mentally unable to participate, youth who were on runaway status for at least two months, incarcerated, returned home for at least two months, and/or relocated out of state). From the remaining 763 eligible adolescents, a total of 732 youth, or 95 percent of the eligible sample, completed baseline interviews in 2013. These youth resided in 51 of California's 58 counties, and most respondents were 17 years old at the time of the interview. These youth represent nearly 2,500 adolescents in California foster care. Of the 727 young people who completed the baseline interview, two respondents asked not to be contacted for follow-up interviews and one youth passed away in between the time of the Wave 1 and Wave 2 interviews. The remaining 724 young people were eligible to participate in the *CalYOUTH Wave 2 Youth Survey*.

### **Survey Administration**

Prior to data collection, study approval was obtained from the University of Chicago Institutional Review Board and the California Committee for the Protection of Human Subjects. The instrument was also approved by the Data Protection Committee of the CDSS. The University of Wisconsin Survey Center (UWSC) was contracted to conduct the in-person interviews. Youth selected into the study were mailed an advance letter containing a five-dollar bill to introduce the study. The letter explained that an interviewer would be in contact with the youth in two to four weeks. Efforts were first made to contact participants via phone to obtain initial consent to participate in the study and to arrange the in-person interview. If a youth did not answer the phone, messages were left for the youth or caretaker(s), and the youth had the option to return the phone call to a toll-free number or to send a text message. When participants could not be reached by phone, interviewers made an in-person visit to the home. If none of these direct attempts were successful in reaching the participant (i.e., the participant did not answer the phone, was not at home, and did not return phone messages), then interviewers contacted the participant's child welfare worker (if they were still in care) or other individuals provided by the youth during the baseline interview and asked for assistance in contacting the respondent. Youth who were living out of state completed the interviews over the telephone.

We also prepared for instances of youth who were incarcerated in a county jail, state prison, federal prison, or some other correctional facility at the time of the Wave 2 field period. We made every effort to interview incarcerated participants. Written approval was obtained from deputy director of the California Department of Corrections and Rehabilitation (CDCR), granting CalYOUTH Study interviewers



permission to enter correctional facilities and interview study participants. In accordance with requests made by the University of Chicago Institutional Review Board, separate consent forms were created that addressed different interview circumstances.<sup>2</sup> When correctional staff denied interviewers access to the study participants, a CDCR manager contacted the facility reaffirming that permission was granted to conduct the interview. Despite these efforts, we were only able to complete interviews with five of the nine incarcerated participants.<sup>3</sup>

Data were collected by UWSC interviewers on fully encrypted laptops and interviewers signed confidentiality agreements during training. Prior to beginning the interview, the interviewer reviewed a consent form with the youth that contained two types of permission in addition to the consent to participate in the in-person interview: permission to record the interview for research purposes and permission to contact the young adult in the future. Respondents were informed that they could refuse to answer any given item or withdraw from the study at any time. Participants were offered a \$60 cash incentive paid by the interviewer at the end of the interview. For telephone interviews, UWSC sent a physical copy of the consent form to the respondent prior to the interview; however, a signed consent form returned to UWSC was not required. The interviewer also read an abbreviated consent script aloud to the respondent prior to the start of the interview.

Interviewing for Wave 2 of the CalYOUTH Study occurred from March 23, 2015 to December 2, 2015. UWSC employed 15 field interviewers across the state of California. Cases were fielded in two batches, according to the birthdate of the youth. The goal was to field as many cases as possible to maximize efficiency and increase the time available to contact youth multiple times (if needed). Additionally, UWSC attempted to interview young people when they were 19 years old. Thus, youth whose 20th birthdays were approaching were given high-priority status. All youth except for 14 (2.3% of completed interviews) were interviewed before turning 20 years old. Midway through the field period, the response rate for youth who had exited foster care was lower than the response rate for youth who were still in care, so in the final months in the field UWSC concentrated all field efforts on out-of-care cases.

### **Response Rate**

As displayed in Table 1, the original sample of eligible participants for the CalYOUTH Study included 763 adolescents between ages 16.75 and 17.75 at the time the sample was drawn. Over 95 percent of

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<sup>2</sup> For example, inmates in state prisons were not allowed to receive incentives for participation in research under any conditions, while youth in other facilities may have been able to accept incentives. Some facilities required guards to be within earshot of the inmate while other facilities did not. Finally, some facilities would not permit interviewers to bring laptop computers onto the premises. Several different consent forms that reflected the different combinations of these circumstances were created and the consent form that matched the interview circumstances was administered.

<sup>3</sup> Four interviews were completed in-person, and a fifth interview was completed over the phone.

these young people participated in the Wave 1 interviews. A total of 611 youth completed the Wave 2 interviews in 2015, or just over 80 percent of the original sample that met the study’s eligibility criteria and 84 percent of the adolescents who completed the Wave 1 interview.<sup>4</sup> Of the 611 completed interviews, 588 were completed in person, 18 by telephone, and 5 with young people who were incarcerated (four in person and one by telephone).

**Table 1. Wave 2 Response Rate**

	<i>n</i>	% of Eligible Wave 1 Sample ( <i>n</i> = 763)	% of Wave 1 Respondents ( <i>n</i> = 727)
Completed Wave 1 interview	727	95.3	100.0
Completed Wave 2 interview	611	80.1	84.0

The response rates for young people who were in care at the time of the field period was higher than the response rate for young people who were out of care (see Table 2). Response rates varied between the six-county strata that were used for the creation of the original sample, ranging from 79.3 percent to 89.7 percent.<sup>5</sup> However, none of these differences were statistically significant.

**Table 2. Wave 2 Response Rate by In-Care Status<sup>a</sup>**

	Out of Care		In Care	
	<i>n</i>	%	<i>n</i>	%
Eligible for Wave 2 interview	172	100.0	550	100.0
Completed Wave 2 interview	134	77.9	477	86.7

<sup>a</sup> Two of the 724 youth eligible for the *Wave 2 Youth Survey* did not grant permission to access administrative data, which is needed to determine their in-care status. These 2 youth were excluded from the response rate calculations in Table 2. If both youth were in-care, the in-care response rate would drop to 86.4 percent. If both youth were out-of-care, the out-of-care response rate would drop to 77.0 percent. If one youth was in-care and one youth was out-of-care, the in-care response rate would be 86.6 percent and the out of care response rate would be 77.5 percent.

Table 3 compares several demographic characteristics of youth who participated in the Wave 2 interview with nonparticipants. Overall, the two groups were similar in terms of gender, age at the baseline interview, race, ethnicity, and their placement type at the baseline interview. There were no statistically significant differences between the groups in terms of these characteristics.

<sup>4</sup> Note that the calculation of the proportion of Wave 1 respondents who completed a Wave 2 interview includes 3 young people who were effectively ineligible for the Wave 2 study. Two youth asked not to be interviewed at Waves 2 and 1 youth died before the Wave 2 interview. If these 3 youth are excluded, the proportion is 84.3 percent (611 / 724).

<sup>5</sup> The following are the Wave 2 response rates for each stratum. Stratum 1 (counties that had 1 to 6 eligible youth in the baseline sample): 89.7 percent. Stratum 2 (counties with 7 to 19 eligible youth): 82.0 percent. Stratum 3 (counties with 20 to 35 eligible youth): 85.4 percent. Stratum 4 (counties with 36 to 99 eligible youth): 88.1 percent. Stratum 5 (counties with 100 or more eligible youth, except L.A.): 82.3 percent. Stratum six (just Los Angeles County): 79.2 percent.

**Table 3. Demographic Profiles of Wave 2 Participants vs. Nonparticipants**

	Total Wave 1 Sample		Interviewed at Wave 2		Not Interviewed at Wave 2	
	#	%	#	%	#	%
Gender						
Female	429	59.4	368	60.0	61	56.6
Male	298	40.6	243	40.0	55	43.5
Age at Wave 1						
16 years old	43	6.1	34	5.7	9	8.4
17 years old	673	92.6	568	92.9	105	91.1
18 years old	11	1.3	9	1.5	2	0.5
Hispanic						
Yes	319	46.7	270	47.4	49	43.3
No	398	52.0	334	51.7	64	53.4
Don't know	10	1.4	7	1.0	3	3.3
Race						
White	210	24.2	175	24.1	35	24.7
Black	112	18.0	94	17.9	18	18.7
Asian/Pacific Islander	18	2.2	15	1.9	3	3.3
American Indian/Alaskan Native	26	3.6	22	3.9	4	1.9
Mixed race	328	47.3	277	47.4	51	47.0
Don't know	32	4.4	27	4.5	5	4.3
Refused	1	0.3	1	0.4	0	0.0
Living situation at Wave 1						
Foster home without relatives	337	44.3	283	43.9	54	46.6
Foster home with an adult relative	125	18.2	108	19.0	17	14.4
Group care or residential treatment facility	164	24.1	131	23.5	33	27.0
Legal guardianship arrangement	43	6.3	37	6.2	6	7.0
Adoptive home	14	1.9	13	2.0	1	1.7
Independent living arrangement	26	2.5	24	2.8	2	1.3
Other	17	2.5	14	2.6	3	1.9
Don't know	1	<0.1	1	0.1	0	0.0

### Survey Weights

As mentioned above, a stratified random sampling design was used to select participants for the baseline interview. Sample weights were created for the baseline survey that took into account features of the sampling design and rates of nonresponse (see Courtney et al., 2014 for more details about the baseline survey weights). The Wave 2 survey weights account for both of these features of the baseline survey as well as nonresponse during the Wave 2 survey. This weighting procedure allows the participants'

responses to represent the population of young people in California who are 19 years old and who met the study's eligibility criteria.

### **Comparisons to a National Sample**

Over 80 questions were taken directly from Wave 3 of the National Longitudinal Study of Adolescent Health (Add Health). Add Health is a longitudinal study of a nationally representative cohort of adolescents that collected data on multiple social contexts (e.g., family, neighborhood, school, peer groups, romantic partnerships) and health and health-related behaviors (Chen & Chantala, 2014). The initial cohort of participants included adolescents in grades 7 through 12 in the 1994–95 school year. Three subsequent waves of data collection took place, until the participants were in their mid-twenties and early thirties. Wave 3 Add Health interviews were conducted in 2001 and 2002. Although somewhat dated, Add Health offers one of the most comprehensive and nationally representative pictures of adolescent social contexts and health and health-related behavior that is presently available. Weights included in the Add Health dataset were applied to adjust for study design effects. Only Wave 3 Add Health participants who fell within the age range of CalYOUTH respondents (19.0 to 20.2 years old) were included as part of the comparison group. Additionally, weights were created that standardized the age (by month) and gender distributions of Add Health participants to the age and gender distributions of CalYOUTH participants. This procedure ensures that differences observed between CalYOUTH participants and Add Health participants are not due to differences in age and gender. *Results from the Add Health study are reported only when they are significantly different from CalYOUTH results ( $p < .05$ ).* Similar to CalYOUTH findings, we report unweighted sample sizes and weighted proportions/means, as well as statistically significant gender differences ( $p < .05$ ). Empty cells in tables where Add Health comparisons are made indicate CalYOUTH survey items in a particular domain for which Add Health data are unavailable.

Approximately twenty questions were also taken from the National Youth in Transition Database (NYTD). As part of the Foster Care Independence Act (FCIA) of 1999 and as clarified in a 2008 Final Rule, states receiving federal dollars to implement independent living services to adolescents likely to age out of foster care are required to create a system for tracking the receipt of the services funded under FCIA (Dworsky & Crayton, 2009). Additionally, in an effort to systematically assess outcomes across a number of domains, every three years states must collect data on a new cohort of 17-year-olds in foster care that will be interviewed again at ages 19 and 21. Baseline data from the first NYTD cohort was collected in fiscal year 2011 and follow-up interviews were completed in 2013. Due to low response rates and large amounts of missing data in some states, national estimates based on NYTD data are unreliable

and results from the first NYTD cohort are not reported here.<sup>6</sup> Although comparisons cannot be made, the data reported in CalYOUTH nevertheless provide a good picture of young people in California who were in foster care as adolescents on outcomes measured in NYTD. All items taken from the NYTD Outcomes survey are designated in the subsequent tables with an “N” superscript.

### **Notes on Tables and Results**

In all of the tables below, the means and proportions are weighted using the survey weights described above, in order to account for features of the study design and nonresponse rates. In addition to weighted means and proportions, we also provide the unweighted frequencies of each response option (unweighted *n*'s). Thus, the percentage of the unweighted frequencies will usually not equal the weighted proportions due to the difference in survey weighting.

The majority of items had at least one respondent who provided a “don’t know” or “refused” response. A few questions are missing data because a respondent was not asked the question during the interview (e.g., because of a survey administration error or issue with a survey skip pattern). However, most items are missing only a small proportion of data. For items where the proportion of missing data exceeded 10 percent—either due to “don’t know” or “refused” responses or because the respondent was not asked the question—a footnote is included at the bottom of the table. Note that the unweighted frequencies do not include missing data. Thus, if a given item is missing data, the sum of the unweighted frequencies for all of the response options will not add up to the total number of youth intended to receive the question. For example, if a question intended for 611 youth had four respondents reporting “don’t know” and one youth who was not asked the question, then the sum of unweighted frequencies for all of the response categories will total 606. When calculating the weighted proportions, these five respondents would not be counted; only valid nonmissing responses were included in the calculation. As such, the weighted proportions will sum to 100 percent (except for minor deviations due to rounding).

Many questions in the report were asked to a subset of respondents (e.g., youth currently enrolled in college, pregnant females, etc.). When a question was asked to subset of the sample, we indicate this by showing the number of youth for whom the question was intended in parentheses. As we described above, if some of the respondents answered “don’t know” or “refused” or were not asked the question, the unweighted *n*'s will not total to the number in the parentheses.

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<sup>6</sup> For example, the response rate for the Wave 2 interviews with the first NYTD cohort was 24 percent in California (National Data Archive on Child Abuse and Neglect, 2014).

## Comparisons by Gender, Race/Ethnicity, and In-Care Status

In addition to providing overall estimates, we also assessed whether significant differences were present by gender (male vs. female), race/ethnicity groups,<sup>7</sup> and in-care status (in foster care at the time of the Wave 2 interview vs. not in care). The Fischer's exact statistic and p-value threshold are provided throughout the report to indicate statistically significant ( $p < .05$ ) group differences.<sup>8</sup> For cases where the variable of interest was continuous, an ANOVA test was first conducted to identify the presence of between-group mean differences. If the ANOVA test was statistically significant, groups were compared using regression analyses to identify the specific group differences.<sup>9</sup> A similar procedure was used to identify the presence of between-group differences for binary category variables (using a chi-square test instead of an ANOVA test). For comparisons where the variable of interest had multiple categories, we first used a chi-square test to identify the presence of an overall association between the categories of the two variables, and then examined specific categories to identify significant differences.<sup>10</sup> There were situations in which the data were sparse (e.g., analyses involving a small subgroup, or analyses involving race/ethnicity groups with variables that had several categories) and the statistical test results may be unreliable. Thus, when more than 20 percent of data cells had expected counts less than five, we do not report results (McHugh, 2013).

When there were few statistically significant group differences for the items in a given table, then the significant group differences are reported in the written text. However, when there were several group differences in a table, then extra columns were added to the table to display all of the results for those groups. Asterisks are used in the tables to indicate items for which there were statistically significant differences between groups. *Throughout the report, we only include group differences that are statistically significant ( $p < .05$ ). If no group differences are reported for a given item, either in a table (with asterisks) or in the written text, then no statistically significant group differences were found for that item.*

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<sup>7</sup> A single variable was created that combined information on the youth's race and ethnicity, which includes the following categories: white, African American, multiracial, Hispanic, and other (Asian/Pacific Islander/Native American/Alaskan Native). If a youth indicated that they were Hispanic on the survey question about ethnicity, they were coded as Hispanic in the composite race/ethnicity variable.

<sup>8</sup> The F-test is used to examine group differences on a continuous outcome. It tests whether the means of the groups are significantly different from one another. When more than two groups are being compared, a significant F-statistic indicates that at least two (but possibly more) groups differ in their means of the outcome. As explained in footnote 9, regression analyses were used to pinpoint which groups were significantly different from one another.

<sup>9</sup> Note that the second step—using regression analyses to identify specific between-group differences—is only necessary for race/ethnicity comparisons. For gender and in-care comparisons, there are only two groups, so the ANOVA test is sufficient.

<sup>10</sup> The 95 percent confidence intervals of each response category were compared across groups to identify cases in which the intervals did not overlap. This is a more conservative approach than jointly testing group differences, but given the large number of comparisons being made, we thought it to be sensible.

## Study Limitations

The study's sampling strategy, high response rate, and weighting of survey responses means that the descriptive statistics reported below are likely a good representation of what we would have found had we obtained responses from all youth in California meeting the baseline study criteria (Courtney et al., 2014). Nevertheless, several study limitations should be kept in mind when interpreting the findings of the *CalYOUTH Wave 2 Youth Survey*. First, although close to 85 percent of young people who participated in the baseline interview also completed Wave 2 interviews, we do not know the extent to which their responses to survey items would differ from those of young people who did participate. Wave 2 participants and nonparticipants were similar across a number of demographic characteristics, but young people who were no longer in foster care as of June 2015 were less likely to take part in the survey than those who were in care. Second, in some cases, the sample size does not provide adequate statistical power to reliably identify small between-group differences in youth responses. This is especially pertinent to questions that are asked to a subset of respondents (e.g., youth attending vocational school) and to variables that have several categories. Third, the findings shown in this report are statewide averages, and there may be important differences between counties that are not captured here. For example, employment opportunities, availability of affordable housing, and the extent to which youth are involved in foster care court proceedings may vary from one county to the next. Fourth, while young people in extended foster care are important players in the implementation of extended care, their perspective is not the only one that should inform implementation efforts. The views of other observers—such as the caseworkers—might differ significantly from those reported here. The CalYOUTH surveys of caseworkers, reported separately, provide their perspectives on many of the topics reported here (Courtney et al., 2016). Lastly, implementation of extended foster care in California remains a work in progress; this report represents a snapshot of implementation efforts less than four years into a process that is still ongoing.

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# Results

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## Individual Characteristics and Family Background

As seen in Table 4, most of the youth were 19 years old at the time of their Wave 2 interview. Three-fifths of the youth were female and nearly half identified as Hispanic. The largest proportion of respondents identified as being more than one race, followed by white and African American. Most youth spoke English at home, while about one-in-ten young people spoke Spanish or another language. There were differences by language spoken at home by foster care status ( $F = 3.5, p < .05$ ). Youth who exited care were more likely than youth still in care to speak English at home (95.9% vs. 90.0%).



**Table 4. Demographic Characteristics**

	#	%
Gender		
Female	367	60.0
Male	244	40.0
Age		
19 years old	599	97.9
20 years old	12	2.1
Hispanic	272	47.4
Race		
White	193	27.8
African American	108	24.0
Asian/Pacific Islander	20	3.1
American Indian/Alaskan Native	23	4.1
Mixed race	240	41.1
Language spoken at home		
English	567	91.1
Spanish	41	8.6
Other	2	0.2

*Note:* Unweighted frequencies and weighted percentages.

Table 5 presents information about the current foster care status of the youth. About 77 percent of the young people were in foster care at the time of their Wave 2 interview, which included youth who had never left care since their baseline interview and youth who had left care but came back. The remaining 23 percent were not in care when they were interviewed. Among youth who had left care, half of them exited care when they were 18 years old, with the rest exiting care when they were either 17 or 19 years old. The young people who were not in foster care at the time of the interview were asked about the circumstances surrounding their exit from care. The largest proportion of youth left care by their own request, followed by young people who exited to legal permanency (reunification, adoption, or guardianship) and youth who ran away. About 10 percent of youth described the circumstances in which they left care in a way other than the available response options, such as having other people they were going to live with (e.g., got married, moved in with their partner, moved in with family) or joining the military. Two youth reported that “after I turned 18 nobody contacted me” and “when I turned 18 they just let [me] go.” Youth who decided to exit care by their own request or who left care without permission were asked to identify the most important reason that motivated their decision to leave. Not wanting to deal with some aspect of the foster care system (i.e., caretakers, social workers, or court system) was reported as the main reason for about half of the youth; another common response was the desire for more freedom or the intention to live with a partner. Some of the youth described their reason in a different way (i.e., “other” response), such not getting along with a relative (presumably, one who the youth was living with) or relocating to another state.

**Table 5. Current Foster Care Status**

	#	%
In care at Wave 2 (remained in care since Wave 1)	390	64.8
In care at Wave 2 (left care after Wave 1, but decided to come back)	87	12.5
Not in care at Wave 2	134	22.7
Among respondents who were not in care at the Wave 2 interview ( $n = 134$ )		
Age at discharge <sup>a</sup>		
17 years old or younger	35	22.3
18 years old	56	50.4
19 years old	28	27.3
How youth left care		
Reunification with parent(s)	26	21.2
Adoption or discharge to a legal guardian	20	12.6
Runaway and discharged while away	10	9.1
Incarceration in jail or prison and discharged from there	9	5.1
No longer meeting the requirements to stay in care after age 18	9	6.9
By own request, no longer wanted to remain in care	47	35.3
Other	13	9.8
Most important reason in decision to leave care ( $n = 55$ ) <sup>b</sup>		
Wanted to be on own and wanted more freedom	13	21.6
Did not want to deal with social workers anymore	8	12.4
Wanted to live with biological parent(s)	2	6.2
Wanted to join the military	1	1.1
Did not want to deal with the court system anymore	6	12.2
Wanted to live with girlfriend/boyfriend	8	12.3
Did not want to deal with foster parents/group home staff anymore	12	24.8
Other	5	9.5

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Item missing 11.2 percent due to “don’t know” responses.

<sup>b</sup> Includes youth who decided to exit foster care on their own (i.e., “runaway and discharged while away” and “by own request, no longer wanted to remain in care”). Two youth were not asked this question because they reported “other” to the previous question about how they left care, but their description could be recoded as “by own request, no longer wanted to remain in care.”

Youth were asked about documents that they possessed. As seen in Table 6, youth most frequently reported having a social security card and a birth certificate. Only about one-third of youth had proof of citizenship or residency and a similar proportion had a driver’s license. Males were more likely than females to have proof of citizenship or residency (40.0% vs. 30.1%,  $F = 4.6$ ,  $p < .05$ ). Additionally, there were a couple of differences by race/ethnicity in terms of the official documents youth possessed. Hispanic youth (40.5%) were more likely than mixed race youth (21.8%) and white youth (24.1%) to possess proof of citizenship or residency ( $F = 2.8$ ,  $p < .05$ ). A greater proportion of white youth (53.4%)

than African American youth (16.2%) and Hispanic youth (25.8%) had a driver's license ( $F = 9.9, p < .001$ ). Finally, youth who exited care were less likely than youth still in care to be in possession of a social security card (79.3% vs. 90.3%,  $F = 11.3, p < .001$ ) and proof of citizenship or residency (36.8% vs. 24.7%,  $F = 5.1, p < .05$ ).

**Table 6. Documents Currently in Youths' Possession**

	#	%
Social security card	518	87.8
Birth certificate	517	86.3
Proof of citizenship/residency	191	34.0
Driver's license	208	30.6
Other state identification	434	72.0

*Note:* Unweighted frequencies and weighted percentages.

Table 7 presents information about the youths' birth family. Most youth reported that their birth mother was still alive. Just under 15 percent of the young people reported not knowing if their birth father was still living, but among those who did know, nearly four-fifths reported that he was still living. About 90 percent of youth had one or more brothers/stepbrothers, and 90 percent had at least one sister/stepsister. Females were more likely than males to report that their birth father was still alive (82.9% vs. 73.1%,  $F = 5.2, p < .05$ ). A greater proportion of white youth (40.1%) than mixed race youth (15.9%), African American youth (16.0%), and Hispanic youth (22.7%) reported having exactly one sister ( $F = 2.4, p < .01$ ); these latter groups tended to have more than one sister relative to white youth.

**Table 7. Birth Family**

	#	%
Birth mother still alive	492	84.0
Birth father still alive <sup>a</sup>	421	79.1
Number of brothers (including half-brothers and stepbrothers)		
0	59	9.5
1	107	16.8
2	123	21.7
3 or more	313	52.0
Number of sisters (including half-sisters and stepsisters)		
0	64	10.9
1	147	23.4
2	150	24.5
3 or more	242	41.3

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> 14.4% of respondents indicated “don’t know” or “refused” for this item.

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## Household and Living Arrangement

Table 8 presents the housing situations of youth since they were last interviewed for the study. Due to a programming error, 82 youth were not asked these questions during their interviews. About one-quarter of youth had not changed housing situations since their baseline interview. Most youth who had changed housing situations only lived in one or two different places. Among those who lived in at least one other place since their first interview, the average number of places they lived was 2.8 ( $SD = 2.4$ ). Youth who had changed housing situations since their last interview were asked to report about all of the different types of places they have lived. More than half of these youth had lived in their own place. About a fifth of youth reported living with a birth parent or stepparent and over a third of youth reported having lived in the home of a relative other than their birth parents or stepparents. Youth lived in a variety of other types of housing situations, one of the most common being living with friends.

Housing situation differences were found between youth based on gender, race/ethnicity, and in-care status. Males were more likely than females to still be living in the same place they were living during their last interview (36.1% vs. 18.5%,  $F = 15.0$ ,  $p < .001$ ). Among youth who had moved since the baseline interview, females were more likely than males to have lived in the home of a spouse or partner (29.2% vs. 13.5%,  $F = 2.3$ ,  $p < .01$ ). Among those who moved since their baseline interview, youth in the other race/ethnicity category (4.4) lived in more places than (white youth (3.0), mixed race youth (3.0), and Hispanic youth (2.5) ( $F = 2.8$ ,  $p < .05$ ). In terms of in-care status, among youth who moved since their baseline interview, in-care youth were significantly more likely than out-of-care youth to have lived

in their own place, while out-of-care youth were more likely than in-care youth to have lived in the home of a birth parent/stepparent and with a spouse/partner.<sup>11</sup>

**Table 8. Housing Situation Since Last Interview (n = 529)<sup>a</sup>**

	Overall		Out of Care		In Care		<i>p</i>
	#	%	#	%	#	%	
Number of additional places lived							
Still living in same place	125	25.6	25	18.8	100	28.1	
1 place	114	22.9	25	21.9	89	23.3	
2 places	109	20.7	25	18.8	84	21.4	
3 places	64	10.6	20	15.3	44	8.9	
4 places	45	8.4	17	11.1	28	7.4	
5 or more places	70	11.8	22	14.2	48	10.9	
Among youth not still living in same place, type of place(s) lived (can select more than one) (n = 404)							
Own place (house/apartment/trailer)	233	54.6	49	41.2	184	60.0	**
Own room in a motel, hotel, or single room occupancy	80	21.1	27	26.6	53	18.9	
Home of a birth parent or stepparent	80	19.2	38	36.5	42	12.2	***
Home of another relative	138	36.4	45	44.5	93	33.1	
Home of a former foster parent	65	17.4	16	16.9	49	17.5	
Home of a foster parent	93	23.2	23	19.8	70	24.6	
Home of a spouse/partner	110	23.8	42	32.4	68	20.3	*
Home of a friend	139	32.4	40	36.5	99	30.8	

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Due to a programming error, a total of 82 youth were not asked these questions at the time of the interview.

A number of studies have found that former foster youth experience homelessness at higher rates than the general population (Curry & Abrams, 2015). However, the estimates of how many foster youth have experienced homelessness vary due to differences in the age at which respondents were interviewed and how homelessness was defined by the researchers. Courtney and colleagues (2005) found that, at age 19, 14 percent of foster care youth had experienced homelessness since discharge from the foster care system. Fowler, Toro, and Miles (2009) followed 265 foster youth for two years immediately after they exited foster care in order to measure their housing stability. Twenty percent of the youth followed reported

<sup>11</sup> Recall that the proportion of in-care youth who reported having lived in the home of a birth parent/stepparent (12.2%) includes both young people who remained in care since Wave 1 and young people who left and reentered care. When analyzed separately, youth who left care and came back were significantly more likely than youth who stayed in care since Wave 1 to report having lived with birth parents/stepparents since the last interview (29.0% vs. 8.1%,  $F = 15.0$ ,  $p < .001$ ). It is worth noting that a youth's report that they had lived at some point while in extended care with a parent or stepparent does not necessarily imply that they were in violation of extended care provisions prohibiting youth from residing with a parent from whose care they had been removed due to parental abuse or neglect. It is possible that the parent or stepparent in question was never party to the youth's juvenile court dependency proceedings.

chronic homelessness, which was defined as having an enduring pattern of unstable housing or actual homelessness for their first two years out of care. Reilly (2003) interviewed 100 youth, aged 18 to 25 years old and who had been out of care at least six months, about their living arrangements since leaving care. Thirty-six percent of the participants reported that there were times when they did not have somewhere to live, which resulted in them having to live on the streets or in a homeless shelter. Berzin and colleagues (2011) used National Longitudinal Survey of Youth 1997 data to measure whether negative housing outcomes are attributable to foster care history or if they are due to other risk factors. They compared former foster youth to a matched sample who shared similar risk factors and to an unmatched sample. They found that former foster youth were at higher risk than the two samples of experiencing homelessness, experiencing housing instability, and living in poor quality neighborhoods.

Table 9 presents youths' experiences with homelessness and couch surfing. Almost a fifth of youth reported being homeless (i.e., slept in a homeless shelter or in a place where people were not meant to sleep because they had no place to stay) for one night or longer since their last interview. Among youth who have been homeless, the majority reported that their longest episode of homelessness was between a week and a month long. Over a quarter of youth had couch surfed since their last interview. Among youth who had couch surfed, most reported that their longest episode was between a week and a month long.

There were differences between youth in care and youth out of care regarding experiencing homelessness. Youth who were no longer in care were much more likely than youth in care to have experienced homelessness since their last interview ( $F = 22.8, p < .001$ ). Among those who had been homeless since then, in-care youth were more likely than out-of-care youth to have been homeless only one time ( $F = 4.1, p < .01$ ).<sup>12</sup> Differences in the likelihood that youth had couch surfed since their last interview were also found by care status ( $F = 21.4, p < .001$ ). In-care youth were much less likely than out-of-care youth to report that they ever couch surfed since their last interview (22.9% vs. 42.8%). In addition, differences were found in the number of times the youth couch surfed since their last interview, with out-of-care youth more likely than in-care youth to report couch surfing five or more times ( $F = 3.2, p < .05$ ).<sup>13</sup>

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<sup>12</sup> No statistically significant differences were found between in-care and out-of-care youth in the average number of times they were homeless since last interview. Recall that the proportion of in-care youth who reported being homeless since Wave 1 (13.6%) includes both young people who remained in care since Wave 1 and young people who left and reentered care. When analyzed separately, youth who left care and came back were significantly more likely than youth who stayed in care since Wave 1 to have been homeless since the last interview (21.7% vs. 12.1%,  $F = 5.1, p < .05$ ). Moreover, among youth who had ever been homeless since the last interview, a significantly greater proportion of youth who left care than youth who stayed in care were likely to be homeless for more than one week during their longest homeless episode (86.4% vs. 46.4%,  $F = 9.7, p < .01$ ). There were no significant differences between these two groups in terms of the number of times or the total number of days they were homeless.

<sup>13</sup> No statistically significant differences were found between in-care and out-of-care youth in the average number of times they couch surfed since last interview. Recall that the proportion of in-care youth who reported couch surfing since Wave 1 (22.9%) includes both young people who remained in care since Wave 1 and young people who left and reentered care. When analyzed separately, youth who left care and came back were significantly more likely than youth who stayed in care since Wave 1 to have

**Table 9. Homelessness and Couch Surfing (*n* = 529)**

	Overall		Out of Care		In Care		<i>p</i>
	#	%		%		%	
Ever been homeless (since last interview) <sup>N</sup>	112	18.3	46	34.4	66	13.6	***
Age first time homeless since last interview ( <i>n</i> = 112) <sup>a</sup>							
17	15	14.7	6	16.5	9	13.4	
18	50	43.3	24	47.5	26	40.2	
19	47	42.0	16	36.0	31	46.4	
Number of times of homeless since last interview ( <i>n</i> = 112) <sup>a</sup>							**
1 time	59	54.5	19	36.1	40	68.4	
2 times	11	10.4	7	19.4	4	3.7	
3 times	8	5.8	2	2.8	6	8.0	
4 times	9	7.6	5	9.3	4	6.3	
5 or more times	21	21.7	12	32.4	9	13.7	
Longest episode of homelessness since last interview ( <i>n</i> = 112) <sup>a</sup>							
1 night	19	16.1	9	16.6	10	15.8	
2 to 7 nights	34	34.9	17	44.9	17	27.5	
8 to 30 nights	25	24.2	7	17.4	18	29.2	
31 to 90 nights	22	15.8	8	11.8	14	18.7	
More than 90 nights	12	9.0	5	9.2	7	8.8	
Total days homeless since last interview ( <i>n</i> = 112) <sup>b</sup>							
1 day	14	12.8	8	15.4	6	10.7	
2 to 7 days	27	24.8	11	33.6	16	24.0	
8 to 30 days	27	24.8	8	19.1	19	35.2	
31 to 90 days	26	23.9	12	19.6	14	18.5	
More than 90 days	15	13.8	6	12.3	9	11.6	
Ever couch surfed (since last interview)	171	27.4	54	42.8	117	22.9	***
Number of times of couch surfed since last interview ( <i>n</i> = 171) <sup>c</sup>							*
1 time	52	31.1	9	22.2	43	38.3	
2 times	26	15.6	7	12.2	19	16.2	
3 times	29	17.4	7	16.6	22	20.1	
4 times	12	7.2	2	2.2	10	7.1	
5 or more times	48	28.7	27	46.8	21	18.3	
Longest episode of couch surfing ( <i>n</i> = 171) <sup>c</sup>							
1 night	6	3.0	0	0.0	6	4.6	

couch surfed since the last interview (39.9% vs. 19.6%,  $F = 12.9$ ,  $p < .001$ ). There were no significant differences between these two groups in terms of the number of times, duration of longest episode, or total days youth couch surfed.

2 to 7 nights	62	36.8	21	34.4	41	38.2	
8 to 30 nights	57	35.8	20	42.5	37	32.3	
31 to 90 nights	28	16.5	7	14.8	21	17.3	
More than 90 nights	14	7.9	4	8.3	10	7.6	
Total days of couch surfing ( $n = 171$ ) <sup>c</sup>							
1 day	1	0.2	0	0.0	1	0.3	
2 to 7 days	48	30.1	12	21.2	36	35.1	
8 to 30 days	55	30.7	15	27.9	40	32.2	
31 to 90 days	38	24.4	14	27.2	24	9.5	
More than 90 days	26	14.6	13	23.6	13	9.5	

Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

<sup>a</sup> Due to a programming error, a total of 82 youth were not asked these questions at the time of the interview.

<sup>b</sup> Includes 112 youth who reported ever experiencing homelessness since last interview.

<sup>c</sup> Includes 171 youth who reported ever couch surfing since last interview.

Table 10 reports the current living situations of youth who were still in care at the time of the interview. The three most common living situations were Supervised Independent Living Placements (SILPs)<sup>14</sup>, homes of relatives, and transitional housing placement programs. There were differences between males and females in their current living situation ( $F = 4.5, p < .001$ ). Males were more likely than females to report living in a group home or residential treatment center (3.8% vs. 0.2%), whereas females were more likely than males to be living in a SILP (39.7% vs. 18.5%).

**Table 10. Current Living Situation for Respondents in Care ( $n = 477$ )**

Living situation	#	%
Home of a relative	93	22.6
Home of nonrelated extended family member	41	8.7
Foster home with an unrelated foster parent	61	13.2
Group home or residential treatment center	8	1.6
Transitional Housing Placement Program (THP-PLUS Foster care)	114	19.2
Supervised Independent Living Placement (SILP)	142	31.4
Hospital, treatment, or rehab facility	2	0.6
Other	16	2.6

Note: Unweighted frequencies and weighted percentages.

Table 11 presents the current living situation of youth who were out of care at the time of the interview. The three most common places out-of-care youth were living were the home of relatives other than their birth parents, their own place, and the home of their birth parents.

<sup>14</sup> A SILP is the least restrictive placement option for nonminor dependents. SILPs include a living setting that has been approved by the youth's county social worker, and includes placements such as private market housing (e.g., apartments, renting a room, single room occupancies) and college dorms (California Fostering Connections to Success, 2016).



**Table 11. Current Living Situation for Respondents Out of Care (*n* = 134)**

	#	%
Own place (apartment, house, trailer, etc.)	27	19.5
Own room in a motel, hotel or single room occupancy	3	2.6
In home of birth parent(s)	22	15.7
In home of another relative(s)	24	22.8
In home of former foster parent(s)	3	1.2
In home of foster parents(s)	0	0.0
In home of spouse/partner	19	12.5
In home of a friend or friends	7	4.5
Group home or residential treatment center	1	0.5
Dormitory	1	0.5
Hospital, treatment or rehab facility	1	0.3
Jail, prison, or other correctional facility	4	1.9
Homeless (have no regular place to stay)	6	4.3
Other	16	13.9

*Note:* Unweighted frequencies and weighted percentages.

As displayed in Table 12, youth were asked about the individuals with whom they were currently residing. Over 90 percent of youth reported living with at least one other person. Among youth living with others, most lived with two or more people; the average number of other people who resided with the youth was 3.4 (*SD* = 2.4). Most of the other residents were over the age of 18 (mean = 2.4, *SD* = 2.0). About half of the youth not living alone lived with someone under the age of 18 (mean = 1.0, *SD* = 1.3), and about a third lived with children under the age of 10 (mean = 1.3, *SD* = 0.5)

There were differences between males and females in terms of whether youth were living with children under age ten ( $F = 12.1, p < .001$ ). Females were more likely than males to report living with children under the age of ten (39.7% vs. 23.1%). There were also differences by race/ethnicity in the average number of people the youth were living with. The average for youth in the “other” race/ethnicity group was less than youth in all of the other race/ethnicity groups in terms of the number of other people they were living with (1.8 vs. range of 3.2 to 3.8,  $F = 11.0, p < .001$ ), the number of people over the age of 18 (1.7 vs. range of 2.2 to 2.6,  $F = 3.8, p < .01$ ), and the number of people under the age of 18 (0.1 vs. range of 0.8 to 1.3,  $F = 19.0, p < .001$ ). Finally, on average, youth who were still in care lived with more children under the age of 10 than did youth who exited care (1.4 vs. 1.2,  $F = 7.4, p < .01$ ).

**Table 12. Individuals Residing with the Youth<sup>a</sup>**

	#	%
Living situation ( <i>n</i> = 603) <sup>a</sup>		
Living alone	58	9.0
Living with others	545	91.0
Among youth living with others ( <i>n</i> = 545)		
Number of people living with respondents		
1 person	112	21.0
2 people	115	19.4
3 people	108	20.2
4 people	76	16.4
5 or more people	131	23.0
Number of people over 18 years old living with respondents ( <i>n</i> = 542)		
None	9	1.3
1 person	176	32.1
2 people	157	29.6
3 people	98	18.7
4 people	59	11.2
5 or more people	43	7.2
Number of people under 18 years old living with respondents ( <i>n</i> = 542)		
None	277	50.7
1 person	136	24.4
2 people	68	13.8
3 people	28	5.7
4 people	19	2.9
5 or more people	14	2.6
Children under 10 years old living with respondents ( <i>n</i> = 542)	175	33.0

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Excludes youth who are homeless, who are currently placed in a hospital, treatment, or rehab facility, and who are currently in jail, prison, or another correctional facility.

<sup>b</sup> Three respondents said they did not know the number of people who are living with them, and were not asked questions about the number of people over 18, under 18, and their relationship to these people.

Table 13 displays information about the relatives and significant others residing with youth. About 60 percent of youth reported living with a relative or significant other (mean = 1.4, *SD* = 1.7). Among the people who were residing with the youth, the most common coresidents were romantic partners and spouses of youth, siblings or stepsiblings, and uncles or aunts.

The average number of relatives and significant others youth were living with was greater for young people who left care than young people who were still in care (mean = 1.4 vs. mean = 1.2,  $F = 7.4$ ,  $p < .01$ ). Among youth who were living with at least one relative and/or significant other, out-of-care youth were more likely than those in care to be living with their biological mother, biological father, and parent's spouse/partner, and as well as their own spouse's/partner's parents.

**Table 13. Relatives and Significant Others Residing with the Youth**

	Overall		Out of Care		In Care		<i>p</i>
	#	%	#	%	#	%	
Number of people living with youth and related by blood, marriage, or who are youth's significant other ( $n = 542$ ) <sup>a</sup>							*
None	222	40.3	29	25.7	193	44.3	
1 person	135	23.6	30	24.6	105	23.3	
2 people	90	16.1	25	18.8	65	15.3	
3 people	36	8.3	10	11.4	26	7.5	
4 people	25	5.2	8	7.0	17	4.7	
5 or more people	32	6.6	14	12.6	18	4.9	
Among youth living with one or more relatives/significant others, youth's relation to these individuals ( $n = 318$ )							
Husband/wife	7	2.2	2	1.7	5	3.1	
Partner/boyfriend/girlfriend	122	38.4	34	34.7	88	35.0	
Son/daughter	65	17.8	14	15.2	51	18.7	
Sibling/stepsibling	104	36.6	31	42.0	73	34.5	
Sibling's partner/spouse	6	1.9	1	1.9	5	2.3	
Mother	31	10.1	21	25.1	10	4.5	***
Father	18	5.9	11	13.3	7	3.1	**
Parent's partner/spouse	2	0.6	2	2.3	0	0	*
Father-in-law/mother-in-law	6	2.0	5	6.8	1	0.3	***
Grandparent	52	17.9	11	12.2	41	20.0	
Uncle/aunt	52	18.7	14	15.8	38	19.7	
Cousin	37	12.9	9	8.3	28	14.5	
Nephew/niece	15	5.6	4	5.4	11	5.6	
Other relative	24	8.2	9	11.6	15	6.9	
Nonrelative	8	2.1	2	1.9	6	2.2	

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Three respondents said they did not know the number of people who are living with them, and were not asked questions about the number of people over 18, under 18, and relationship to these people.

## Experiences in Care

Table 14 displays information about youths' contact with their county child welfare worker. About two-thirds of the youth reported having at least 12 face-to-face visits with their case worker in the past year (one visit per month or more). Phone contacts were less frequent, with about half of the youth speaking with the social worker on the phone less than 12 times in the past year. Since youth who were in care at the time of the Wave 2 interview includes some young people who left care and then came back (and thus may not have been in care for the entire past 12 months), the right column of Table 14 presents findings for just youth who never left care. After removing these youth from the analysis, the proportion of youth who had less than 12 visits dropped slightly while the proportion of youth who had 12 visits increased slightly.<sup>15</sup>

**Table 14. Experience with County Caseworkers**

	All Youth In Care at the Wave 2 Interview ( <i>n</i> = 477) <sup>a</sup>		Youth In Care at Wave 2 Who Did Not Leave Care Since Wave 1 ( <i>n</i> = 390)	
	#	%	#	%
Number of face-to-face visits with child welfare worker in the last year				
0 visits	12	2.4	4	1.0
1 to 11 visits	146	29.3	103	26.3
12 visits (about once per month)	228	50.5	203	54.4
13 to 23 visits	42	8.4	36	8.0
24 or more visits	45	9.5	40	10.4
Number of phone calls with social worker in the last year				
0 calls	47	10.0	36	9.7
1 to 11 calls	190	40.	151	39.3
12 calls (about once per month)	67	15.7	59	17.1
13 to 23 calls	76	14.9	64	14.7
24 or more calls	90	19.2	74	19.3

*Note:* Unweighted frequencies, and weighted percentages and weighted means.

<sup>a</sup> Includes youth who were in care at the time of the interview (i.e., “still in care” and “left care, but decided to come back”).

Table 15 displays the experiences with courts, attorneys, and judges of youth still in care at the time of the interview. One-third of the youth reported never having face-to-face visits or phone calls with their attorney in the past year, and another 15 percent of youths had only one face-to-face visit or phone call

<sup>15</sup> Youth who had remained in care since the Wave 1 interview were significantly more likely than youth who had exited and reentered care to have met with their county social worker 12 or more times in the past year (72.8% vs. 45.2%,  $F = 18.0$ ,  $p < .001$ ).

with their attorney. The majority of youth had two or more contacts with their attorney in the past year.<sup>16</sup> In general, youth with an open court case reported being satisfied with information received from their attorney about their case. About three-fourths of youth were ever asked to attend court proceedings about extended foster care and just under three-fifths ever attended court proceedings about extended care. Among youths who ever attended an extended foster care proceeding, more than half indicated they felt they were included in courtroom discussion “a lot” and the majority of the youth felt that their attorney represented their wishes in court well. Only small proportions of youth expressed dissatisfaction with their courtroom inclusion and legal representation. Males and females differed in the extent to which they felt included in a courtroom discussion ( $F = 10.7, p < .01$ ). A greater proportion of females than males felt like they were included “a lot” or “some” of the time (92.1% vs. 75.6%).

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<sup>16</sup> Similar to Table 14, we also examined the frequency of youths’ contact with their attorney in the past 12 months among youth who had not left care since Wave 1 (and had thus been in care for the entire past 12 months). The proportions for this analysis were nearly the same as the proportions reported in Table 15. No significant differences were present for youth who remained in care versus youth who had left and reentered care in terms of the number of attorney contacts in the past year.

**Table 15. Experience with Courts, Attorneys, and Judges (*n* = 477)<sup>a</sup>**

	#	%
Number of face-to-face visits or phone calls with attorney in the last year		
0 visits or calls	180	32.9
1 visit or call	79	15.1
2 visits or calls	98	23.7
3 visits or calls	45	10.8
4 visits or calls	20	4.8
5 or more visits or calls	54	12.7
Satisfaction with information received from attorney		
Very satisfied	215	46.4
Somewhat satisfied	129	29.1
A little satisfied	46	9.1
Not at all satisfied	40	7.8
I do not have an open court case right now	43	7.7
Ever asked to attend court proceedings about extended foster care	353	75.6
Ever attended court proceedings about extended foster care	272	57.9
Among youth who ever attended an extended foster care court proceeding ( <i>n</i> = 272)		
When attended court, judge addressed respondent directly	231	86.6
Felt included in courtroom discussions		
A lot	161	60.8
Some	68	24.2
A little	32	11.9
None	11	3.1
Attorney represented respondent's wishes		
Very well	167	61.6
Fairly well	71	25.3
Neither well nor poorly	15	5.7
Fairly poorly	11	3.2
Very poorly	8	4.2

*Note:* Unweighted frequencies, and weighted percentages and weighted means.

<sup>a</sup> Includes youth who were in care at the time of the interview (i.e., “still in care” and “left care, but decided to come back” in the previous question).

In recent years, there has been growing concern about whether older adolescents in foster care are excluded from participation in developmentally appropriate activities due to their placement in care. This has contributed to the development of “reasonable and prudent parenting” standards for foster care providers to follow in order to ensure foster children’s health and safety while allowing them to take

advantage of opportunities normally afforded to children.<sup>17</sup> Youth were asked to recall activities they missed after reaching the age of 16 because of their involvement in foster care, which are reported in Table 16. Due to an error with the survey administration, 40 youth were not asked these questions. Among those who responded, the most commonly reported missed activities were not being able to have a friend stay at the house, followed by not being able to stay over at a friend’s house and not being allowed to be left alone at home.

A couple of differences in missed activities emerged by race/ethnicity and in-care status. A greater proportion of white youth (27.6%) than African American youth (15.1%) and Hispanic youth (13.8%) reported ever being prevented from getting a driver’s license or permit ( $F = 2.4, p < .05$ ). Youth who exited care were more likely than youth still in care to report being prevented from accepting a ride from an adult (29.9% vs. 19.5%,  $F = 5.1, p < .05$ ).

**Table 16. Missed Activities After Reaching Age 16 Due to Foster Care Involvement ( $n = 571$ )<sup>a</sup>**

	#	%
Ever prevented from participating in sports, clubs, or other out-of-school activities because respondent was in care	101	17.4
Ever prevented from working because respondent was in care	75	13.0
Ever prevented from getting a driver’s license/permit because respondent was in care	113	17.9
Ever prevented from accepting a ride from an adult because respondent was in care	134	22.0
Ever unable to stay over at a friend’s house because respondent was in care	264	45.8
Ever unable to have a friend stay at house because respondent was in care	282	52.5
Ever not allowed to be left alone at house because respondent was in care	258	44.1

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Due to an error with the survey administration, 40 youth were not asked these questions.

Despite difficulties associated with identifying as a foster youth and the uncertainty of life after care, a majority of these young adults remain optimistic about the future (Courtney, Terao, & Bost, 2004; Courtney et al., 2007; Samuels & Pryce, 2008). Research suggests that many foster youth hold a positive outlook on their future despite histories of trauma, and some researchers have found that this optimism is associated with lower levels of mental health problems and engagement in risky behavior (Cabrera, Auslander, & Polgar, 2009). In the Midwest Study, about 90 percent of respondents reported being “fairly” or “very” optimistic about their future when they were interviewed at both 17 and 21 years of age

<sup>17</sup> For more information about California’s reasonable and prudent parent standards, see All County Information Notice NO. I-17-13 from the California Department of Social Services: [http://www.dss.cahwnet.gov/lettersnotices/EntRes/getinfo/acin/2013/I-17\\_13.pdf](http://www.dss.cahwnet.gov/lettersnotices/EntRes/getinfo/acin/2013/I-17_13.pdf)

(Courtney et al., 2004; Courtney et al., 2007). These high rates of positive life outlook are consistent with findings from qualitative studies of older and former foster care youth. For example, Unrau, Seita, and Putney (2008) reported former foster youth recall the experience of transitioning into new placements as a chance to hope for something better. Participants in a qualitative study by Iglehart and Becarra (2002) maintained high hopes and dreams around their abilities to succeed in future education and employment. When asked about their optimism about their future hopes and goals (see Table 17), most youth reported being “very optimistic” and only about six percent reported being “not too optimistic” or “not at all optimistic.”

**Table 17. Optimism about the Future**

Extent to which respondent is optimistic when asked to think about personal hopes and goals for the future	#	%
Very optimistic	357	60.5
Fairly optimistic	214	33.6
Not too optimistic	24	3.2
Not at all optimistic	16	2.6

*Note:* Unweighted frequencies and weighted percentages.

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## Perspectives on Foster Care in California

The Fostering Connections to Success and Increasing Adoptions Act authorizes the use of federal dollars to pay for foster care services in states that have extended the age limit past 18 years old. Given the recent implementation of this law, and the fact that prior to this legislation few states allowed youth to stay in care past 18, it is not surprising that little is known about the perspectives of foster youth regarding extended foster care or about the factors influencing whether youth stay in care past the age of majority. A study by McCoy, McMillen, and Spitznagel (2008) followed 404 youth in the Missouri foster care system from ages 17 to 19. At the time of the study, Missouri allowed young people to remain in care past age 18. The researchers found that 210 participants (52%) had exited care by age 19. While 46 percent of these young people reported that leaving care was their own idea, over half said that their decision was based on recommendations made by caseworkers, judges, or family, or for other reasons. About 90 percent of the young people who left care said they had wanted to leave the system, and they expressed different motivations for leaving. While some participants reported wanting to leave to gain more independence (28%), others left because they were unhappy with the system of care (39%) or lacked access to appropriate services meant to be available through designated service delivery agencies (22%). Interestingly, even after controlling for the individual factors they found to be associated with the likelihood that youth would remain in care after age 17, McCoy and colleagues (2008) found that the likelihood of early exit was much higher in some regions of Missouri than in others, suggesting that



factors operating at the child welfare system level also influence whether youth take advantage of extended foster care. Using foster care administrative records, juvenile court records, and US Census data, Peters (2012) studied potential sources of variability in the likelihood that youth remained in care past age 17 in Illinois. The study followed a sample of 12,272 youth who had been in care for at least a year at age 17 due to a juvenile court dependency order. The youth were followed through age 21. Nearly three-quarters of the Illinois youth (74.1%) remained in care through their 19th birthday and nearly half (47.5%) remained in care to age 21. Peters (2012) concluded that, while individual-level characteristics accounted for a small amount of variability in youth's likelihood of remaining in care, regional administrative factors, particularly the functioning of county juvenile courts, played a much larger role.

As seen in Table 18, youth were asked about their experience preparing for the transition to adulthood, focusing on youths' involvement in the development of an independent living plan and the extent to which they were made aware of the eligibility requirements for remaining in care after their 18th birthday. About three-fourths of the youth felt that they were involved in the development of their transitional independent living plan (TILP).<sup>18</sup> Among these youth, slightly less than half felt that they led the development of their plan, and slightly less than half felt that they were involved but did not lead the plan development. The remaining one-fourth of youth said that they were either not involved in the development of their TILP or were unaware of the plan.<sup>19</sup> The majority of young people reported that they were informed about what they needed to do to be eligible to stay in care after 18 by child welfare professionals. In addition to the development of the TILP, youth were also asked more generally about their satisfaction with team meetings they participated in to help them decide about staying in foster care past age 18, develop plans for independent living, or make decisions about their future. Most youth reported being "satisfied" or "very satisfied" with team meetings they participated in to help them decide about staying in foster care past 18, although nearly 20 percent reported not being involved in team meetings.

There were some differences by gender and care status in youths' reports on their involvement with planning for the transition to adulthood. Females were more likely than males to be "very satisfied" with the team meetings (33.6% vs. 20.5%), while males were more likely than females to report being "satisfied" (53.7% vs. 40.4%) ( $F = 3.5, p < .01$ ). Youth in care were more likely than youth who left care

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<sup>18</sup> TILPs are plans developed by the social worker, youth, and county social worker to describe the youth's current level of functioning, identify emancipation goals, and identify services, activities, and individuals that will assist the youth in achieving self-sufficiency. TILPs are first developed when the youth is age 16, and under the Fostering Connections law a TILP is developed when a young person enters extended foster care at age 18 (and is revised every six months thereafter) (California Social Work Education Center, 2016).

<sup>19</sup> Some of the young people who were unaware of their independent living plan may have left care before an independent living plan was developed (e.g., youth who ran away).

to report that they led the transitional living plan meeting, whereas youth who exited care were more likely than youth still in care to say that they were not involved in the transitional living plan meeting or were not aware of their plan ( $F = 21.6, p < .001$ ). Youth who were still in care at the time of the interview were more likely than youth who left care to report being notified about the requirements of the extended foster care ( $F = 41.6, p < .001$ ). In terms of how satisfied youth were with team meetings to help them decide about staying in care past 18, in-care youth were more likely than out-of-care youth to report being “very satisfied,” while out-of-care youth more often reported not being involved in the meetings than did in-care youth ( $F = 20.1, p < .001$ ).

**Table 18. Experience Preparing for the Transition to Adulthood**

	Overall		In care		Not in care		p
	#	%	#	%	#	%	
Role youth played in development of their transitional living plan (TILP) <sup>N</sup>							***
I led the development of my independent living plan.	219	36.4	197	42.0	22	17.3	
I was involved in the development of my independent living plan, but did NOT lead it.	246	39.8	208	42.8	38	29.4	
I was NOT involved in the development of my independent living plan.	55	9.3	23	5.1	32	23.5	
I am not aware of my independent living plan	86	14.5	47	10.1	39	29.8	
Before turning 18, case manager, social worker, probation officer, or independent living plan worker talked to youth about eligibility requirements for extended foster care	546	88.4	447	93.8	99	70.2	***
Satisfaction with team meetings to help youth decide about staying in foster care past 18, develop IL plan, or make other decisions about future							***
Very satisfied	176	28.4	160	28.4	13	7.2	
Satisfied	276	45.7	230	45.7	46	36.9	
Dissatisfied	43	6.5	25	6.5	18	12.0	
Very dissatisfied	12	1.8	7	1.8	5	2.9	
Was not involved in team meetings	103	17.6	52	17.6	51	41.0	

Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

Table 19 presents information on the activities youth were involved in to meet extended foster care eligibility requirements, and thus only includes youth who were in care at the time of the interview. Most youth reported meeting the extended care requirement by being enrolled in school, followed by employment and partaking in activities to gain employment or removing barriers to employment. About three in four youth thought it was “easy” or “very easy” to meet the requirements to stay in extended foster care. In terms of whether extended care is helping youth with their independence, education, and employment goals, a majority of youth reported extended care has helped “a lot” with their independence and education goals, while less than five percent of them reported that it was “not at all” helpful. For

employment goals, slightly less than half reported that extended care has helped “a lot,” while about one in ten youth reported that it was “not at all helpful.” Half of the youth reported their case manager has provided “a lot” of support in working to meet their goals during their time in extended foster care.

Males and females differed in their perception of how easy it was to meet the extended care eligibility requirements. A greater proportion of males than females reported that it was “easy” to meet the requirements, while a greater proportion of females said that meeting the requirements was “hard” ( $F = 3.5, p < .01$ ). Females were more likely than males to report that extended foster care was “not at all” helpful to them in reaching their independence goal ( $F = 3.0, p < .05$ ).

**Table 19. Experience of Extended Foster Care (*n* = 477)<sup>a</sup>**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Primary activity youth is doing to be eligible for extended foster care							
Attending school	259	57.3	89	52.2	170	60.5	
Employed	116	22.4	51	25.2	65	20.6	
Doing activities to gain employment or remove barriers to employment	73	14.6	36	16.8	37	13.1	
Medical condition	3	0.5	1	0.2	2	0.7	
No activities	24	5.3	11	5.6	13	5.0	
How easy is it to meet requirements to stay in extended foster care							**
Very easy	170	35.8	55	29.7	115	39.8	
Easy	181	38.7	84	47.8	97	32.8	
Neither easy nor hard	88	17.9	39	17.9	49	17.9	
Hard	23	4.7	3	1.4	20	6.8	
Very hard	14	2.9	7	3.2	7	2.7	
How much staying in extended foster care is helping youth make progress towards goal of independence							*
A lot	297	62.9	124	66.7	173	60.5	
Some	131	27.6	49	27.4	82	27.7	
A little	30	5.4	12	5.2	18	5.6	
Not at all	18	4.1	3	0.7	15	6.3	
How much staying in extended foster care is helping youth make progress towards educational goals							
A lot	271	58.0	98	56.0	173	59.3	
Some	135	28.1	61	30.5	74	26.6	
A little	37	7.1	11	5.8	26	7.9	
Not at all	11	2.9	3	1.5	8	3.8	
I don't have educational goals	21	3.9	14	6.2	7	2.5	
How much staying in extended foster care is helping youth make progress towards employment goals							
A lot	220	45.9	86	44.7	134	46.6	
Some	161	34.4	62	34.8	99	34.2	
A little	41	8.2	19	9.0	22	7.7	
Not at all	35	7.1	12	5.7	23	8.0	
I don't have employment goals	20	4.5	10	5.9	10	3.6	
How much do youth feel their case manager has supported them in working to meet goals during their time in extended foster care							
A lot	232	49.5	91	52.0	141	47.9	
Some	152	30.3	60	28.7	92	31.3	

A little	58	11.9	34	11.9	341	12.0	
Not at all	35	8.3	21	7.4	21	8.9	

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who were in foster care at the time of the interview.

Table 20 displays the perceptions of services received while in extended foster of youth who were in care at the time of interview. Youth were asked the following question: “Which service of the After 18 program or extended foster care do you think is providing you with the most support to reach your goals?” The most common services that youth mentioned were support from professionals like social workers, probation officers, and ILP staff; independent living services; financial support; and housing/placement assistance. Responding to a similarly worded question about foster care services that had not provided them with enough support to reach their goals, relatively few youth identified any specific service, and over two-fifths answered “none.” The majority of youth reported being “satisfied” or “very satisfied” with their current living situation, and less than one in ten were “dissatisfied” or “very dissatisfied.”

**Table 20. Views on Extended Foster Care Services (n = 477)<sup>a</sup>**

	#	%
Extended foster care service that is providing youth with the most support to reach their goals		
Housing/placement	70	14.1
Independent living services	92	19.1
Educational services	21	5.2
Employment services	7	1.3
Case management/Social worker/Probation officer/ILP worker	141	30.1
Caregiver or mentor	31	6.8
Financial support	80	15.4
Other	12	2.5
None	22	5.6
Extended foster care service that did not provide youth with enough support to reach their goals		
Housing/placement	37	8.3
Independent living services	26	5.6
Educational services	20	4.1
Employment services	68	13.2
Case management/Social worker/Probation officer/ILP worker	65	14.2
Caregiver or mentor	23	5.1
Financial support	31	5.8
Other	5	1.1
None	197	42.6
Satisfaction with current living situation		
Very satisfied	173	35.2
Satisfied	211	46.7
Neither satisfied nor dissatisfied	56	10.0
Dissatisfied	21	4.8
Very dissatisfied	16	3.4

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who were in foster care at the time of the interview.

Youth who were residing in a supervised independent living placement or transitional housing placement program were asked about their views of SILPs and transitional housing placements (THP-Plus and THP-Plus FC), which are reported in Table 21. About half of the youth said the independent living services they received before moving into a SILP or transitional housing placement prepared them “well” or “very well” to live on their own, budget money, pay bills, buy food, and cook. About two-thirds of youth living in a SILP that was not a dorm reported that their monthly budget covered rent and other bills and expenses, while the remaining third stated that their budget does not always cover these expenses. Most of the youth reported paying less than \$600 per month for rent, but one-sixth paid over \$800 per month.

**Table 21. Views on SILPs and THP-Plus/THP-Plus FC (n = 218)<sup>a</sup>**

	#	%
Extent to which ILP services received before moving into a SILP or THP + FC prepared youth to live on own, budget money, pay bills, buy food, and cook		
Very well	62	31.0
Well	62	25.0
Okay	60	28.9
Poorly	18	7.5
Very poorly	14	7.7
If in a SILP that is not a dorm, how often monthly budget covers rent and other bills and expenses such as utilities, telephone, transportation, and food		
Every month	139	65.0
Most months	37	14.5
Some months	24	16.2
Never	10	4.3
Monthly amount paid for rent		
Less than \$150	27	11.7
\$150 to \$299	30	17.3
\$300 to \$449	33	14.8
\$450 to \$599	35	18.2
\$600 to \$800	49	21.0
More than \$800	31	16.9

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup>The questions in this table were asked just to youth residing in a supervised independent living placement (SILP) or transitional housing placement program (THP-Plus or THP-Plus Foster Care).

As seen in Table 22, among youth who were in care at the time of interview, nearly one-sixth had ever exited and then reentered care after age 18. Among the most common reasons youth reported for returning to care were the need for financial help to pay rent or other living expenses, wanting help with finding a place to live, and wanting support from professionals or caregivers. Over one in ten youth who reentered said they returned for some other reason, including having a baby or becoming incarcerated.

**Table 22. Foster Care Exit and Reentry after Age 18 (n = 477)<sup>a</sup>**

	#	%
After age 18, ever exited and then reentered extended foster care	78	14.8
Reason for reentering foster care after age 18 (n = 78)		
Wanted help with finding a place to live	19	22.2
Wanted financial help to pay rent/other living expenses	23	34.1
Wanted help with school such as help applying/enrolling/tutoring/information about financial aid	8	7.6
Wanted help finding a job	3	2.3
Wanted support from a case manager/previous caregiver/other adult	9	13.3
Wanted help with parenting skills	1	0.9
Wanted help with other services	4	7.7
Other reason(s)	11	11.9

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who were in foster care at the time of the interview.

Table 23 presents views of youth who were no longer in foster care at the time they were interviewed. About two-fifths reported that they were in foster care after age 18 at some time. Among those who had been in extended care, the most common reasons for exiting care included wanting to live on their own and wanting to live with their biological parent(s). Also, about a quarter said they decided to leave for other reasons, which included things like starting a new family, becoming incarcerated, and not meeting the eligibility requirements for extended care. When the youth who had ever been in extended care were asked if they knew what to do if they wanted to reenter foster care, about three-quarters said that they did.

**Table 23. Views of Youth Who are No Longer in Foster Care (n = 133)**

	#	%
Ever in the “After 18 program” or extended foster care	54	38.8
Most important reason in decision to leave foster care (n = 54)		
Did not think I needed additional support	2	1.9
Did not want to have a case manager	3	3.8
Wanted to live with biological parent(s)	7	19.2
Wanted to live on my own	17	30.9
Wanted to live in a housing situation that was not approved as a SILP	3	8.3
Got married	1	0.7
Went into the military	2	1.9
Someone told me not to	2	5.6
Other	16	27.8
Know what to do if I want to reenter foster care		
	42	76.9

Note: Unweighted frequencies and weighted percentages.



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## Education

Compared to their peers in the general population, foster youth transitioning to adulthood have been found to exhibit notable educational deficits (Blome, 1997; California College Pathways, 2015; Courtney et al., 2005; Frerer, Sosenko, & Henke, 2013). Both individual factors—such as a history of abuse or neglect—and systematic factors—such as foster youth being concentrated in low-performing schools—can place them at greater risk for poor educational attainment (Frerer et al., 2013; Pecora, 2012; Smithgall, Gladden, Howard, Goerge, & Courtney, 2004). For example, in a recent study of 4,000 youth involved with the California foster care system who were enrolled in high school between 2002 and 2007, less than half of these youth had completed high school by 2010 (45%) compared to 79 percent of the general population of students (Frerer et al., 2013). Similar findings emerged in the Midwest Evaluation of the Adult Functioning of Former Foster Youth (Midwest Study), which followed 732 youth in foster care in Illinois, Iowa, and Wisconsin from the time they were in care at age 17 through age 26 (Courtney et al., 2005). Over one-third of the current and former foster youth had neither a high school diploma nor a GED at the age of 19, compared to about one-tenth of same-aged peers in the general population.

Since college enrollment is strongly associated with high school completion, it is unsurprising that foster youth continue to lag behind their peers in terms of postsecondary education (Frerer et al., 2013).

Numerous studies have found that foster youth aspire to graduate from college at the same rates as other young people (Courtney, Terao, & Bost, 2004; McMillen, Auslander, Elze, White, & Thompson, 2003; Reilly, 2003). Despite their aspirations, foster youth enroll and persist in college at lower rates than their peers. According to a report completed by California College Pathways (2015), first-time students in foster care were less likely to enroll in college within a year of high school graduation compared to their nonfoster youth peers. Additionally, Courtney and colleagues (2005) found that former and current foster youth participating in the Midwest Study were significantly less likely than their same age peers to be enrolled in college at age 19. For example, only 24 percent of the former or current foster youth participants in the study were enrolled in a 2-year or 4-year college compared to 57 percent of Add Health participants. Eighteen percent of the former and current foster youth participants that were enrolled in school were enrolled in a 4-year college. This compares to 62 percent of similarly aged peers from the Add Health Study. When examining foster youth who had a high school degree or GED, young people who remained in care at age 19 were more than three times as likely to be enrolled in a 2- or 4-year college than young people who had exited care (Courtney et al., 2005). Frerer and colleagues (2013) found that foster youth were less likely to enroll in community college than general population youth (43% vs. 59%).

Unfortunately, even after making it to college, many foster youth continue to face challenges. A study of Michigan State University students found that former foster youth are significantly more likely to drop out of college before the end of their first year than their first-generation peers that had not been in foster care (Day, Dworsky, Fogarty, & Damashek, 2011). Additionally, researchers have found that former foster youth had lower GPAs and were more likely to have dropped a course by the end of their first semester than freshmen at the same university who had never been in care (Unrau, Font, & Rawls, 2012).

Studies have also shown that educational attainment is an important predictor of employment outcomes for foster care youth, which underscores the importance of supporting educational attainment (Hook & Courtney, 2011). Foster youth with lower levels of educational attainment tend to have lower rates of employment and earnings than foster youth who have completed more education (Okpych & Courtney, 2014; Salazar, 2013). Some scholars have found that extended foster care may promote postsecondary educational attainment. Youth that remain in care into adulthood have higher educational attainment and improved employment outcomes compared to youth that exited care before or at age 18 (Hook & Courtney, 2011, Dworsky & Courtney, 2010a). Additionally, researchers have found that extending foster care seems to be a particularly cost-effective intervention. It has an estimated benefit-to-cost ratio of almost \$2 in increased earnings for every \$1 spent on foster care beyond age 18, due to higher rates of bachelor's degree completion (Peters, Dworsky, Courtney, & Pollack, 2009).

Table 24 presents findings on youths' educational status. We first present findings on youths' connectedness to school and/or work, since some youth may not be enrolled in school because they had to or chose to work. Over one-quarter of young people were neither enrolled in school nor employed at the time of the interview, more than half of youth were either employed or enrolled (but not both), and about one-seventh of the young people were both enrolled and employed. When examining just enrollment, more than half of the respondents were enrolled in school at the time of the interview. Among youth who were currently enrolled, about three-fifths were attending 2-year or 4-year colleges. The rest were working toward their secondary credential, enrolled in vocational school, or completing another type of education. Just under one-quarter of youth had not finished their high school credential at the time they were interviewed.

Youth who were no longer in foster care were more than twice as likely as youth in care to be neither enrolled in school nor employed (50.4% vs. 21.4%,  $F = 12.8$ ,  $p < .001$ ). Conversely, youth who were still in care were twice as likely as youth who left care to be enrolled in school (60.6% vs. 29.8%,  $F = 29.3$ ,  $p < .001$ ). Moreover, among those who were enrolled, in-care youth were more likely than out-of-care youth to be attending school full-time (63.0% vs. 41.6%,  $F = 5.0$ ,  $p < .05$ ). Among those who were not currently enrolled, in-care youth were more likely than out-of-care youth to have been enrolled since the

last interview (87.9% vs. 66.5%,  $F = 13.6$ ,  $p < .001$ ). Among youth who were currently enrolled, those who had left care were more likely than those still in care to be enrolled in GED classes, a continuation school, or adult basic education classes (24.4% vs. 6.1%,  $F = 3.0$ ,  $p < .05$ ).

Significant differences were present between CalYOUTH participants and Add Health participants (a nationally representative sample of 19 year olds) in a number of areas. The two groups were not significantly different in their likelihood of being currently enrolled (59.1% for Add Health vs. 53.6% for CalYOUTH), but among those who were enrolled, Add Health participants were more likely than CalYOUTH participants to be enrolled as full-time students (85.8% vs. 60.3%,  $F = 31.6$ ,  $p < .001$ ). In terms of the type of enrollment among youth who were currently enrolled, CalYOUTH respondents were more likely than Add Health respondents to be in secondary education (28.6% vs. 2.3%) and 2-year/vocational colleges (58.4% vs. 38.1%), while Add Health respondents were more likely than CalYOUTH respondents to be in 4-year colleges (59.6% vs. 13.0%,  $F = 50.1$ ,  $p < .001$ ; see Table 25).<sup>20</sup> CalYOUTH participants were behind their peers in the Add Health study in terms of highest grade completed.<sup>21</sup> More CalYOUTH participants than Add Health participants completed less than twelfth grade (24.3% vs. 10.6%) or just twelfth grade (51.8% vs. 36.0%). However, fewer CalYOUTH participants than Add Health participants completed one or more years of postsecondary education (23.9% vs. 53.4%,  $F = 34.5$ ,  $p < .001$ ). The differences between young people in CalYOUTH and their peers in Add Health in current enrollment, enrollment status (full-time vs. part-time), type of school enrolled in, and highest grade completed were basically the same for males and females.<sup>22</sup>

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<sup>20</sup> To make the response options comparable between the two studies, the CalYOUTH response categories “high school” and “GED classes/continuation school/adult education” were combined into a single category, and “vocational school” and “2-year college” were combined into a single category. Additionally, CalYOUTH participants who replied “other” were excluded from the between-study comparison, which is why proportions reported in the text do not exactly match the proportions in Table 24.

<sup>21</sup> Add Health did not include a separate category for vocational/technical school. When comparing to Add Health, “vocational school” and “2-year or community college” were combined into a single category. Additionally, CalYOUTH participants who replied “other” were excluded from the between-study comparison.

<sup>22</sup> The same trends described above were found when CalYOUTH males were compared to Add Health males, and when CalYOUTH females were compared to Add Health females. All differences were significant at  $p < .001$ .

**Table 24. Current Education Status**

	#	%
Connectedness to school and/or work		
Neither enrolled nor employed	170	27.9
Enrolled in school only	217	38.7
Employed only	121	18.5
Both enrolled and employed	98	15.0
Currently enrolled in school <sup>N</sup>		
Full-time	197	32.3
Part-time	120	21.3
Not enrolled	294	46.4
Among youth not enrolled in school, enrolled in school since last interview ( <i>n</i> = 294)		
Full-time	177	59.2
Part-time	63	21.3
Not enrolled	54	19.5
Current education status among youth currently enrolled ( <i>n</i> = 317) <sup>N</sup>		
High School	57	19.6
GED Classes/continuation school/adult education	28	8.4
Vocational School	32	10.9
2-year or community college	152	46.4
4-year college	42	12.7
Other	6	1.9
Highest grade completed		
1st to 9th grade	5	1.0
10th grade	10	2.0
11th grade	125	21.3
12th grade	324	51.8
First or second year of vocational school	34	6.1
First year of college	90	14.6
Second year of college	21	3.2

\*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

Two-thirds of respondents had earned a high school diploma by the time they were interviewed. The rest of the youth had either not completed a secondary credential or had completed an equivalency certificate. About one in seven youth had a vocational or job training certificate or license. Among the youth who were enrolled in school, over 60 percent were using a scholarship, loan, or some other type of financial aid to help pay for educational expenses. The federally funded Chafee Educational and Training Voucher (ETV) Program awards up to \$5,000 annually during the academic year to qualified students who have

been in the foster care system, so they can pursue an academic college education or technical and skill training in college to be prepared to enter the workforce. Although ETVs could be an important source of aid for California foster youth to pursue postsecondary education, fewer than one in three CalYOUTH participants with a secondary credential had received an ETV. More than a third of youth with a high school credential reported that they did not know about the ETV program and another quarter said that they applied for an ETV but never received one. When considering just youth who were currently enrolled in a 2-year college or 4-year college, or who had been enrolled in college since the Wave 1 interview, over half reported receiving an ETV grant (53.4%).

About twice as many males as females had a vocational license or certificate (20.4% vs. 10.7%,  $F = 8.1$ ,  $p < .01$ ). There were also gender differences in youths' receipt and knowledge of the ETV grant ( $F = 3.1$ ,  $p < .05$ ). When comparing whether or not youth received an ETV grant among youth who completed a high school credential, a greater proportion of females than males received a grant.<sup>23</sup> Differences between race/ethnicity groups were present for youths' receipt and knowledge of ETV grants ( $F = 1.8$ ,  $p < .05$ ). Specifically, Hispanic youth (46.0%) were more likely than white youth (26.5%) and youth in the "other" race/ethnicity category (9.4%) to report not knowing what an ETV is.

There were differences between youth who left care and youth who were still in care in attainment of educational credentials. In particular, out-of-care youth were less likely than those in care to have a completed a high school diploma (51.8% vs. 70.2%,  $F = 6.3$ ,  $p < .001$ ). Young people still in care were more likely than youth who had left care to have a vocational certificate or license (16.8% vs. 7.0%,  $F = 6.4$ ,  $p < .05$ ). Also, among those who were currently enrolled, youth who were in care were nearly twice as likely as those who had left care to be using a scholarship, grant, stipend, student loan, voucher, or other type of educational financial aid to cover educational expenses (65.6% vs. 33.3%).

CalYOUTH and Add Health participants were compared in terms of their high school credential status.<sup>24</sup> Young people in CalYOUTH were less likely than their peers in Add Health to have earned a high school diploma (66.0% vs. 87.6%) and more likely than young people in Add Health to be without a secondary credential (29.3% vs. 8.9%) ( $F = 35.6$ ,  $p < .001$ ), but the two groups did not differ in the proportions of young people with an alternative credential (4.8% vs. 3.5%).

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<sup>23</sup> When considering gender difference in ETV receipt among youth who were currently enrolled in college or who enrolled in college since the Wave 1 interview, females were also more likely than males to receive an ETV grant (66.3% vs. 25.2%,  $F = 5.8$ ,  $p < .05$ ). This may be due in part to the fact that parenthood is one of the criteria that gives youth priority for receiving an ETV, and a greater proportion of females than males are parents.

<sup>24</sup> The Add Health item only had one response option for an alternative secondary credential (GED or equivalency certificate). When comparing CalYOUTH to Add Health, "high school equivalency certificate after passing the GED, HiSET, or TASK" and "certificate of proficiency" were combined into a single alternative credential category.

**Table 25. Degree Completion and Scholarships**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Secondary diploma/certificate <sup>N</sup>							
High school diploma	417	66.0	161	63.9	256	67.4	
High school equivalency certificate after passing GED, HiSET, or TASK	16	2.8	6	2.8	10	2.7	
Certificate of proficiency	13	2.0	6	2.9	7	1.4	
None	163	29.3	69	30.5	94	28.5	
Vocational/job-training certificate or license <sup>N</sup>	89	14.6	51	20.4	38	10.7	**
Among youth with high school credential, college degree <sup>N</sup> ( <i>n</i> = 448)							
Associates or 2-year college degree	3	0.6	2	0.6	1	0.5	
Bachelor's or 4-year college degree	4	1.3	3	1.9	1	0.9	
No college degree	441	98.2	170	97.5	271	98.6	
Among youth currently enrolled in school, using scholarship, grant, stipend, student loan, voucher, or other educational financial aid to cover any educational expenses <sup>N</sup> ( <i>n</i> = 317)	200	61.5	62	53.9	138	66.0	
Among youth with high school credential, ever received education and training voucher (ETV) ( <i>n</i> = 448)							*
Received ETV	121	29.2	34	22.4	87	33.7	
Applied for ETV but did not receive one	96	23.5	34	23.6	62	23.4	
Know what ETV is, but never applied for one	50	10.4	30	15.9	20	6.9	
Do not know what an ETV is	180	36.9	76	38.2	104	36.0	

\**p* < .05, \*\**p* < .01; Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

As shown in Table 26, one in five youth reported that they had ever dropped out of high school. When asked for the major reason for leaving school, the most common responses were that they did not like school or lost interest, became a parent, or kept getting in trouble with school. Just under a third of young people gave a reason that was not included in the response options; these reasons included running away, experiencing health or emotional problems, and getting in trouble with the law. Youth who were not in care at the time of the interview were over twice as likely as youth who were in care to report having ever dropped out of high school (34.2% v. 15.2%, *F* = 18.1, *p* < .001).

**Table 26. History of High School Dropout**

	#	%
Ever dropped out of high school	116	19.5
Main reason for dropping out of high school ( <i>n</i> = 116)		
Coursework was too difficult	4	2.2
Coursework was too easy	3	2.9
Didn't like school or lost interest	28	22.5
Kept getting into trouble in school because of my behavior	11	11.8
Wanted to start working	6	7.2
Became a parent and had to take care of my child	19	14.5
Wanted to complete a GED instead	7	7.8
Some other reason	38	31.3

*Note:* Unweighted frequencies and weighted percentages.

Table 27 reports findings on young people who are currently enrolled in college or who had been enrolled in college since the baseline interview for the CalYOUTH Study. Nearly all youth were attending a bricks-and-mortar college rather than an online-only institution. The most commonly reported means of paying for college were receiving scholarships, fellowships, or grants, receiving an ETV, and using one's own money. Over three-quarters of the youth reported earning Bs and Cs in their classes. About two-fifths said that they had been required to take one or more remedial courses before they could take college courses for credit.

There were difference by race/ethnicity in terms of the proportions of youth who used other scholarships, fellowships, or grants to pay for college. Mixed-race youth (88.4%) and white youth (84.9%) more likely than Hispanic youth (66.1%) and African American youth (61.5%) to use these types of funds ( $F = 3.1, p < .05$ ). Young people who were out of care were more likely than youth who were still in care to report using money from relatives, friends, or other people to pay for college (25.1% vs. 5.7%,  $F = 11.6, p < .001$ ), while in-care youth were more likely than out-of-care youth to use money from another source for college (12.5% vs. 1.7%,  $F = 5.9, p < .05$ ).

**Table 27. College Enrollment, Funding, Grades, and Course Taking (*n* = 268)<sup>a</sup>**

	#	%
Type of college		
Campus	260	98.4
Online	6	1.6
How youth is paying for college		
ETV grant	148	54.3
Other scholarships, fellowships, or grants	199	71.0
Student loans	31	9.2
Own earnings from employment or savings	92	31.9
Money from a relative, friend, or other individual	22	8.4
Money from another source	30	11.0
College grades		
Mostly As	36	14.4
Mostly Bs	109	44.1
Mostly Cs	89	33.9
Ds or lower	22	7.6
Number of required remedial courses		
None	151	60.0
1 course	33	12.3
2 courses	29	11.3
3 courses	14	6.2
4 courses	12	5.7
5 or more courses	10	4.5

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes both youth who are currently attending college or attended college since the wave 1 CalYOUTH Study interview. For the latter youth, they were asked to think of the most recent college they attended.

Youth who were currently in college or had been in college since their last interview were asked about their transition to college and engagement with college activities (Table 28). Half of the youth said they were ever involved in a campus support program designed to help youth in foster care. About three in ten youth said that they were not sure if their college had such a program and over one-fifth reported that their college had a program but they were never involved. Youth were asked about whether they took part in a number of academic activities and services. The activities that the youth most commonly participated in were study groups, meetings with professors, academic advising, and information sessions about their major or concentration. About one-third of students received tutoring and one-quarter sought assistance from the writing center. Roughly one in ten reported participating in another type of activity or service, such as a summer bridge program or some other program offered at their college. Just one in five youth



were involved with an organized sports team, organization, club, or group. In terms of reasons the transition to college was difficult, the most commonly reported challenges included time management and balancing school and work, followed by classes being harder than the youth were used to. Transportation issues and concerns about paying for college were difficulties encountered by smaller, but still noteworthy, proportions of students. Balancing school and parental responsibilities was a difficulty faced by the majority of students who were parents.

There were gender differences in difficulties youth experienced during their transition to college, with more males than females reporting that they had difficulty organizing their time and more females than males reporting that they had difficulties with making friends and transportation. There were a few differences in college involvement by in-care status. In terms of involvement in campus support programs for foster youth, a greater proportion of young people who were still in care reported being “involved in a program most of college” than young people who were out of care (30.7% vs. 5.8%), whereas out-of-care youth were more likely than in-care youth to say that they were “not sure if a program is offered at their college” (52.8% vs. 24.9%) ( $F = 4.1, p < .01$ ). Youth who were in care were more likely than youth who were out of care to report being involved in study groups with other students (58.5% vs. 36.3%,  $F = 4.6, p < .05$ ).

**Table 28. Transition to College and Campus Involvement ( $n = 268$ )<sup>a</sup>**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Involvement in campus support program for students in/previously in foster care							
Involved in a program most of college	78	27.1	21	22.1	57	30.0	
Involved in a program some of college	36	16.4	16	19.1	20	14.8	
Involved in program just a short while	20	6.8	6	7.0	14	6.7	
College offers a program but was never involved	57	20.8	25	28.3	32	16.3	
Not sure if a program is offered	76	28.9	25	23.5	51	32.1	
Involvement in other college activities (can select more than one)							
Tutoring	87	35.2	23	26.2	64	40.5	
Writing center	72	27.6	22	22.7	50	30.5	
TRIO Educational Opportunity Program (EOP)	53	19.3	11	12.9	42	23.2	
Academic advising	136	51.6	39	45.9	97	54.9	
Information session about major/department	133	50.8	43	50.3	90	51.1	
Meeting with professors outside of class	147	54.8	47	50.4	100	57.4	
Meeting with TAs outside of class	65	24.5	24	23.5	41	25.1	
Peer mentoring program	43	15.9	13	17.1	30	15.2	
Study groups/sessions with other students	139	55.3	49	54.2	90	55.9	
Another type of support or service intended to help students academically	26	10.5	8	6.8	18	12.7	
Involvement with college sports teams, organizations, clubs, groups	51	19.4	17	17.7	34	20.4	
Difficulties in transition to college							
Classes harder than youth used to	121	44.3	35	35.8	86	49.3	
Difficult organizing time to finish all responsibilities	165	62.2	64	72.0	101	56.3	*
Hard making friends	56	19.1	10	11.0	46	24.0	*
Did not know how youth was going to afford college	71	23.4	21	22.8	50	23.7	
Youth did not know if he/she would have transportation to and from college	90	31.4	24	21.5	66	37.3	*
Had to balance school and work	137	52.6	50	57.2	87	49.8	
Had to balance school and being a parent ( $n = 33$ ) <sup>b</sup>	23	72.9	1	33.8	22	75.4	

\* $p < .05$ ; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes both youth who are currently attending college or attended college since the wave 1 CalYOUTH Study interview. For the latter youth, they were asked to think of the most recent college they attended.

<sup>b</sup> Includes youth who had a child and were in college.

Youth who were enrolled in a vocational/technical program at the time of the interview, or had been enrolled in a program since their baseline interview, were asked about the type of program they were attending (see Table 29). The two most common types of training were in the areas of health and health care (e.g., nursing assistant) and beauty (e.g., cosmetology, barber school). About one in five youth reported being enrolled in a program other than the options provided in the survey, such as training in computer software, automotive repair, and veterinarian assistance.

**Table 29. Enrollment in Vocational-Technical School ( $n = 46$ )<sup>a,b</sup>**

	#	%
Type of program/training		
Business school/financial institute/ secretarial school	2	5.5
Hospital/healthcare facility or school	13	32.6
Cosmetology/beauty/barber school	13	20.2
Police academy/firefighter training program	2	1.8
Job training through city/county/state/ federal government	4	9.1
Trained by private employer	2	5.4
Two-year or community college that offers vocational training programs	3	6.1
Other	7	19.3

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who were currently enrolled in a vocational-technical program, or enrolled in one since the last interview ( $n = 47$ ). For the latter youth, they were asked to think of the most recent program they attended. One youth was not asked questions about their vocational-technical program due to a survey administration error.

<sup>b</sup> Sample sizes were too small to test differences by gender, race/ethnicity, and in-care status.

As shown in Table 30, nearly half of the students were paying for their vocational-technical training through student loans, and close to two-fifths were using their own money. Only one in five youth said that they received an ETV grant to pay for their training, while about two in five were using some other type of scholarship, fellowship, or grant. Another one in five youth told us that they were paying for their training with money from another source we did not give an as an option, such as money from the Department of Children and Family Services, “the county,” or “a foster care program.” Most youth were attending programs that would take between six months and two years to complete if students attended on a full-time basis. Time management, worries about being able to afford college, and classes being harder than what the youth were used to were the most common difficulties they faced when transitioning to their vocational/technical program. Nearly all youth who were parents said that balancing school and parenting responsibilities was a challenge.

**Table 30. Vocational-Technical School Funding, Program Length, and Transition ( $n = 46$ )<sup>a,b</sup>**

	#	%
How paying for program/training (can select more than one)		
ETV grant	10	18.4
Other scholarships, fellowships, or grants	17	39.4
Student loans	21	45.7
Own earnings from employment or savings	18	38.6
Money from a relative, friend, or other individual	5	7.4
Money from another source	7	19.6
Length of time to complete program if attended full-time		
Less than 6 months	9	18.2
6–11 months	21	41.8
1–2 years	14	33.2
2 years or more	2	6.8
Difficulties in transitioning to program		
Classes harder than youth used to	13	32.9
Difficult organizing time to finish all responsibilities	23	41.2
Hard making friends	11	17.5
Did not know how youth was going to afford college	20	34.7
Youth did not know if he/she would have transportation to and from college	12	20.7
Had to balance school and work	14	28.4
Had to balance school and being a parent ( $n = 15$ ) <sup>c</sup>	13	95.8

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who were currently enrolled in a vocational-technical program, or enrolled in one since the last interview ( $n = 47$ ). For the latter youth, they were asked to think of the most recent program they attended. One youth was not asked questions about their vocational-technical program due to a survey administration error.

<sup>b</sup> Sample sizes were too small to test differences by gender, race/ethnicity, and in-care status.

<sup>c</sup> Includes youth who were parents and who were enrolled in a vocational-technical program.

CalYOUTH Study participants were asked to think back to whether they planned to attend college and the amount of help they received with college planning and applications. Their responses are presented in Table 31. Among the youth who were not currently enrolled in a 4-year college and who had not been enrolled in a 4-year college since their first interview, about one-third said they never seriously considered applying, one-third intended on applying but never did, and a smaller proportion of youth did apply at some time. About one-fifth of youth described their plans for going to a 4-year college in some other way. For example, some youth said that they are still finishing high school, were going to 2-year

college or vocational school first, or wanted to take some time off to pursue something else (e.g., music career). Others talked about not having the grades or SAT scores they thought they needed to get in, while still others mentioned barriers such as moving or having a baby, which forestalled their plans of going to a 4-year college. These responses were similar to the reasons reported by youth who never applied to college (“never seriously considered applying” or “intended on applying, but never did”). The most common reason for not applying to a 4-year college was wanting to go to a 2-year college first, followed by concerns about costs and grades. Over one-quarter of youth described their reason for not attending a 4-year college in their own words, which included not yet having a secondary credential, wanting to take time off from school, wanting to work, child care responsibilities, personal problems or life issues getting in the way, and not having an interest in going to 4-year college. Among young people who were accepted to a 4-year college but did not go, the largest proportion said that they decided to go to a 2-year college first, while others worried about the cost. Most of the youth who gave their own “other” response said that they were in the process of finishing their high school credential and waiting to enroll. All CalYOUTH respondents were asked about the amount of help they received with the actual steps needed to enroll in a college, such as picking a school, completing applications, and applying for financial aid. Among those who wanted to go to college, nearly half said they did not receive enough help from others (“no help,” “only a little help,” or “some help, but not enough”).

There were significant differences by in-care status in the amount of help youth reported receiving to plan for college ( $F = 5.9, p < .001$ ). Youth who were not in care were more likely than youth in care to report that they received “no help” (22.7% vs. 10.5%) and that they were “not interested in going to college” (18.2% vs. 7.9%). Conversely, in-care youth were more likely than out-of-care youth to report that they received “enough help” (25.8% vs. 14.1%) and “more than enough help” (23.3% vs. 10.5%).

**Table 31. College Plans and Help with Applications**

	#	%
Among youth not enrolled in 4-year college, plans to go to a 4-year college ( <i>n</i> = 564) <sup>a</sup>		
Never seriously considered applying	189	32.4
Intended on applying, but never did	187	32.4
Applied but did not get in	27	5.6
Applied, was accepted, but did not enroll	43	7.4
Other	114	22.2
Among youth who did not apply to a 4-year college, main reason for not applying ( <i>n</i> = 376)		
College would cost too much	36	10.7
Did not think high school grades were good enough	53	16.4
Did not take SAT/ACT	27	7.0
Did not think SAT/ACT scores were good enough	2	0.8
Searching for college and completing applications/financial aid seemed too complicated	15	4.1
Did not want to have to move to go to college	7	2.2
Wanted to go to a 2-year college first	115	30.5
Other	102	28.4
Reasons for not attending 4-year college after being accepted ( <i>n</i> = 43)		
College would cost too much	7	19.0
Thought college might be too difficult	2	11.3
Did not want to have to move to go to college	3	6.5
Friends or family did not want youth to go	1	5.6
Wanted to go to a 2-year college first	20	37.4
Other	8	20.2
Amount of help with college planning ( <i>n</i> = 611)		
No help	72	13.3
Only a little help	88	13.7
Some help, but not enough	100	19.2
Enough help	151	23.2
More than enough help	126	20.4
Not interested in going to college	71	10.3

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who were either currently enrolled in a 4-year college, or who were enrolled in a 4-year college since last interview.

Youth who were not currently enrolled in school were asked about the reasons they were not enrolled and their plans for enrolling in school in the future. As displayed in Table 32, becoming employed, graduating from school, losing interest in school, and becoming a parent were the most commonly reported reasons.

Youth who cited the main reason for not enrolling in school as “other” echoed responses in previous questions (e.g., taking time off, not interested in school, had health or personal problems, in the process of applying/enrolling). In addition, some youth reported that being unsure about what they wanted to do next in their life, frequently moving or being homeless, and involvement in the criminal justice system were factors that prevented them from returning to school. Most youth said they put “a lot” or “some” thought in returning to school, and almost half of the young people who were not enrolled were seriously looking into a specific school they may apply to or attend. Females were more likely than males to say that becoming a parent or having to care for children was the main reason they were not enrolled in school ( $F = 3.8, p < .001$ ). In terms of the amount of thought they gave to going back to school, females were more likely than males to say they gave “a lot” of thought while males were more likely than females to say they gave “some” thought ( $F = 5.0, p < .01$ ).

**Table 32. Reasons for Nonenrollment and Plans to Return ( $n = 294$ )<sup>a</sup>**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Main reason no longer enrolled in school							***
Graduated	40	12.2	24	18.3	16	7.5	
Could no longer afford to attend	12	4.2	5	3.7	7	4.7	
Academic difficulties	14	4.4	6	5.0	8	4.0	
Lost interest in studies	32	12.1	17	15.0	15	9.9	
Became employed	56	18.6	30	23.2	26	14.9	
Became a parent/care for children	30	10.2	1	1.1	29	17.3	
No transportation	16	4.5	7	6.0	9	3.4	
Other reasons	91	33.7	39	27.8	52	38.4	
How much thought given to returning to school							**
A lot	179	64.0	69	52.6	110	72.9	
Some	89	27.7	47	36.4	42	20.9	
None	26	8.3	14	11.0	12	6.2	
Steps taken to return to school							
Seriously looked into a specific school	127	45.5	48	39.1	79	50.3	
Have not looked but plan on doing so soon	116	39.3	55	41.8	61	37.3	
Not going to look into specific school or program anytime soon	47	14.0	25	19.1	22	10.1	
Already chosen/accepted into a school (volunteered)	2	1.3	0	0.0	2	2.3	

\*\* $p < .01$ , \*\*\* $p < .001$ ; *Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who were not currently enrolled in school.

As presented in Table 33, about one-third of youth who considered returning to school said that they faced at least one barrier to doing so. Needing to work, concerns about not being able to afford college, not having transportation to get to school, and childcare responsibilities were the barriers most commonly identified as being a “major reason” for not returning. Females were more likely than males to perceive parenthood and childcare responsibilities as a barrier to returning to school ( $F = 3.6, p < .05$ ). Additionally, males and females also differed in their concern about not being accepted by colleges as a barrier to returning.<sup>25</sup> Finally, in-care youth and out-of-care youth differed in their concerns about affordability ( $F = 3.3, p < .05$ ) and transportation ( $F = 3.8, p < .05$ ) as being barriers to returning to school.<sup>26</sup>

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<sup>25</sup> While the overall distribution of responses to the statement “you don’t think any college would accept you” differed between genders at a statistically significant level, none of the differences between genders for individual response categories (e.g., “major reason,” “minor reason”) reached statistical significance. The differences that approach statistical significance were that a larger proportion of females (23%) than males (4%) perceived not being accepted as a “major reason” for not returning and a larger proportion of males (50%) than females (21%) perceived not being accepted as a “minor reason” for not returning to school.

<sup>26</sup> While the overall distribution of responses to the statements “you would not be able to afford college” and “you don’t have transportation” differed by care status at a statistically significant level, none of the differences by care status for individual response categories reached statistical significance. For affordability, the differences that approach statistical significance were that a larger proportion of out-of-care youth (50%) than in-care youth (24%) perceived not being able to afford college as a “major reason” for not returning to school and a larger proportion of in-care youth (31%) than out-of-care youth (11%) perceived affordability as a “minor reason” for not returning to school. For transportation, the differences that approach statistical significance were that a larger proportion of out-of-care youth (45%) than in-care youth (14%) perceived not having transportation as a “minor reason” for not returning to school and a larger proportion of in-care youth (56%) than out-of-care youth (28%) perceived lack of transportation as a “not a reason” for not returning to school.



**Table 33. Barriers to Returning to School (n = 294)<sup>a</sup>**

	Overall		Male		Female		p
	#	%	#	%	#	%	
Anything preventing from continuing education?	85	30.3	28	24.6	57	34.7	
Among youth with something preventing them from continuing education (n = 85)							
Would not be able to afford college							
Major reason	27	33.3	7	32.2	20	33.9	
Minor reason	21	23.8	6	17.5	15	27.3	
Not a reason	37	42.9	15	50.3	22	38.8	
Need to work full-time							
Major reason	35	45.3	12	43.1	23	46.4	
Minor reason	25	29.4	8	34.2	17	26.7	
Not a reason	25	25.4	8	22.7	17	26.9	
Youth did not think he/she would be accepted to college							*
Major reason	15	16.3	2	4.2	13	23.0	
Minor reason	25	31.8	12	50.5	13	21.2	
Not a reason	44	52.0	14	45.3	30	55.8	
No school close by has classes that fit schedule							
Major reason	10	12.2	2	9.6	8	13.6	
Minor reason	25	35.6	8	34.8	17	36.0	
Not a reason	50	52.3	18	55.7	32	50.4	
Criminal record							
Major reason	3	5.0	1	4.5	2	5.3	
Minor reason	1	2.6	1	7.4	0	0.0	
Not a reason	81	92.4	26	88.1	55	94.7	
No transportation							
Major reason	25	28.5	6	24.1	19	30.9	
Minor reason	20	25.1	8	31.8	12	21.4	
Not a reason	40	46.4	14	44.1	26	47.7	
Need to care for children							*
Major reason	18	21.5	2	6.5	16	29.8	
Minor reason	4	2.9	1	2.2	3	3.4	
Not a reason	63	75.5	25	91.4	38	66.8	
Do not have paperwork or do not know how to enroll							
Major reason	10	10.3	4	10.9	6	10.0	
Minor reason	16	14.6	4	12.8	12	15.5	

Not a reason	59	75.1	20	76.3	39	74.5	
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\* $p < .05$ ; Note: Unweighted frequencies and weighted percentages. <sup>a</sup> Includes youth who were not currently enrolled in school.

Information about youths' educational aspirations and expectations appears in Table 34. Overall, most youth aspired to complete a college degree, with over 80 percent wanting to complete a 4-year degree or higher. However, the amount of education youth expected they would complete was a bit lower. For example, about 67 percent of youth expected to earn a 4-year degree or higher. Females were more likely than males to report that they had "other" educational aspirations ( $F = 2.6, p < .05$ ). In terms of educational expectations, males were more likely than females to say that they expected to earn a 4-year degree, while females were more likely than males to expect to earn more than a 4-year degree ( $F = 3.2, p < .01$ ).

**Table 34. Educational Aspirations and Expectations**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
If you could go as far as you wanted in school, how far would you go?							*
Less than a high school credential	0	0.0	0	0.0	0	0.0	
High school diploma, GED, or certificate of completion	22	3.7	13	4.0	9	3.5	
Some college	13	2.9	8	4.1	5	2.2	
Earn a two-year degree	67	9.8	19	7.4	48	11.3	
Earn a four-year degree	183	30.4	87	35.4	96	27.1	
Earn more than a four-year degree	293	49.9	107	48.5	186	50.9	
Other	19	3.3	3	0.7	16	5.0	
How far do you think you will actually go in school?							
Less than a high school credential	3	0.6	3	1.5	0	0.0	**
High school diploma, GED, or certificate of completion	22	3.8	13	4.7	9	3.2	
Some college	32	5.4	12	5.1	20	5.6	
Earn a two-year degree	122	17.8	47	17.3	75	18.2	
Earn a four-year degree	189	34.3	91	42.4	98	28.9	
Earn more than a four-year degree	182	33.0	59	27.0	123	37.1	
Other	26	5.2	6	2.2	20	7.1	

\* $p < .05$ , \*\* $p < .01$ ; Note: Unweighted frequencies and weighted percentages.

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## Employment, Income, and Assets

### Employment

Previous research indicates that transition-age foster youth generally have unfavorable employment outcomes in terms of job market participation and earnings (Courtney et al., 2005; Dworsky, 2005; Goerge et al., 2002; Hook & Courtney, 2011; Macomber et al., 2008; Naccarato, Brophy, & Courtney, 2010; Pecora et al., 2005; Reilly, 2003; Stewart, Kum, Barth, & Duncan, 2014). Courtney and colleagues (2005) found that only 40 percent of 19-year-old participants in the Midwest Study were employed, compared to 58 percent of same age peers in the Add Health Study. Among young people who reported income from employment in the prior year, 90 percent of Midwest Study participants earned less than \$10,000 in the previous year, compared to 79 percent of youth in the Add Health Study (Courtney et al., 2005). The researchers also found that youth who had exited care were more likely than youth who were still in care (85% vs. 69%) to report earnings from employment in the previous year. Unfortunately, the issue of low earnings and high unemployment does not appear to improve as foster care alumni grow older, with multiple studies showing former foster youth to be less likely than their peers in the general population to be employed (Courtney & Dworsky, 2006; Macomber et al., 2008; Pecora et al., 2005; Stewart et al., 2014).

Researchers have identified several factors that contribute to foster youth's employment success into early adulthood. Low educational attainment is a primary risk factor for low rates of employment and earnings (Hook & Courtney, 2011; Naccarato et al., 2010; Okpych & Courtney, 2014; Pecora et al., 2005). For example, Hook and Courtney (2011) found that nearly one-quarter of youth actively looking for work did not have a high school diploma or equivalency degree, while only one-tenth of youth working full-time did not have one of these credentials. Naccarato and colleagues (2010) found that race, a history of drug and alcohol use, and a history of mental illness were risk factors for poor employment outcomes for former foster youth. Additionally, the living arrangements of foster youth are associated with future employment, with youth residing in group care or a residential treatment facility being especially vulnerable to poor employment outcomes (Hook & Courtney, 2011). Perhaps unsurprisingly, criminal justice involvement has been identified as a risk factor, with higher incarceration and arrest rates among foster youth contributing to their low employment rates and earnings (Dworsky & Havlicek, 2010, Hook & Courtney, 2011). Motherhood appears to be an additional barrier to employment for former foster youth, with mothers being about 60 percent less likely to be employed than childless women. This is concerning since the majority of young women transitioning to adulthood from foster care are mothers by

the age of 24 (Hook & Courtney, 2011). Lastly, Dworsky & Havlicek (2010) found that a lack of job training and placement programs aimed at foster youth contributes to their poor employment outcomes. Information about current and recent employment of CalYOUTH participants is presented in Table 35. Although three-fourths of respondents reported ever having a job, about one-third was employed at the time of the interview. Of the youth who were not employed at the time of the interview, more than half (58.1%) were enrolled in school either full-time or part-time. Just over three-in-ten young people reported working for pay ten or more hours per week. Among youth who were who had been working ten or more hours per week for at least nine weeks, most youth reported having only one job. Most of the employed young people reported working 20 to 39 hours per week, although one-third worked 40 or more hours per week. The average number of hours youth worked per week was a little over 30 (the median number of hours worked per week is 30). A very small number of respondents identified as currently serving in the full-time active duty military. On average, youth earned an hourly wage of \$10.21. About one-in-ten youth reported earning less than the \$9.00/hour California minimum wage. Most young people reported working the regular day shift or having a rotating work shift. Of the 201 young people working at least 10 or more hours per week, about three-fourths reported being “extremely satisfied” or “satisfied” with their job.

In terms of gender differences among youth who worked at least one job, females were more likely than males to be working two or more jobs (22.8% vs. 5.8%,  $F = 6.2, p < .05$ ). Several differences emerged between youth in the CalYOUTH Study and youth in the Add Health study. Add Health participants were more likely than CalYOUTH participants to have ever had a job (96.1% vs. 76.0%,  $F = 76.3, p < .001$ ), and this was true for both males (99.1% vs. 76.1%,  $F = 99.1, p < .001$ ) and females (94.1% vs. 75.9%,  $F = 33.6, p < .001$ ). Similarly, Add Health participants were more likely than CalYOUTH participants to have ever worked 10 or more hours per week for at least nine weeks (92.6% vs. 61.7%,  $F = 130.4, p < .001$ ), which was also true for both males (61.2% vs. 95.8%,  $F = 83.6, p < .001$ ) and females (62.0% vs. 90.5%,  $F = 61.0, p < .001$ ). In terms of current employment at a job in which the young person is working for 10 or more hours per week, Add Health participants were about twice as likely as CalYOUTH participants to be employed (59.6% vs. 31.2%,  $F = 71.9, p < .001$ ). The split was comparable for males (Add Health = 60.0% vs. CalYOUTH=33.1%,  $F = 26.5, p < .001$ ) and females (Add Health=59.3% vs. CalYOUTH=29.8%,  $F = 45.6, p < .001$ ). Among those currently working 10 or more hours per week, CalYOUTH females were more likely than Add Health females to be working two or more jobs (22.8% vs. 9.8%,  $F = 7.5, p < .01$ ), but there was no difference in the number of jobs for males. There were gender differences in the number of hours worked per week for males ( $F = 2.9, p < .05$ ) and females ( $F = 3.4, p < .05$ ). CalYOUTH males were more likely than Add Health males to be

working less than 20 hours per week (16.0% vs. 4.8%) and less likely to be working more than 40 hours per week (12.1% vs. 21.9%). Conversely, CalYOUTH females were more likely than Add Health females to be working more than 40 hours per week (10.5% vs. 2.6%).

**Table 35. Current and Recent Employment**

	#	%	<i>p</i>
Ever had a job	474	76.0	***
Current employment ( <i>n</i> = 606) <sup>a</sup>			
Not employed	387	66.8	
Employed part time <sup>N</sup>	126	18.0	
Employed full time <sup>N</sup>	92	15.2	
Currently working 10+ hours/week	201	31.2	***
Currently serving in full-time active duty military ( <i>n</i> = 606) <sup>a</sup>	3	1.3	
Among youth working 10+ hours per week ( <i>n</i> = 201)			
Number of current jobs			*
One job	176	84.5	
Two or more jobs	25	15.5	
Number of hours worked per week on average (Mean (SD))		30.3 (12.0)	
Number of hours worked per week			
10 to 19 hours	34	15.6	
20 to 34 hours	90	43.6	
35 to 39 hours	13	6.9	
40 hours	38	22.8	
More than 40 hours	24	11.2	
Hourly wage <sup>b</sup> (Mean (SD))		\$10.21 (\$2.74)	
Type of work shift			
Regular day shift	72	38.1	
Regular evening shift	22	10.0	
Regular night shift	18	8.5	
Shift rotates	47	25.4	
Split shift	4	1.4	
Irregular schedule/hours	33	14.3	
Other	5	2.3	
Satisfaction with job			
Extremely satisfied	33	15.6	
Satisfied	112	57.9	
Neither satisfied/dissatisfied	29	14.5	
Dissatisfied	19	9.0	
Extremely dissatisfied	8	3.0	

\**p* < .05, \*\**p* < .01, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

<sup>N</sup> = NYTD survey question.

<sup>a</sup> Excludes youth who were incarcerated at the time of the interview (*n* = 5). Part-time includes youth working fewer than 35 hours per week, full-time includes youth working 35 or more hours per week

<sup>b</sup> Youth could provide their wage earnings on different pay scales (i.e., hourly, daily, weekly, biweekly, bimonthly, monthly, and annually), although most youth reported on an hourly pay scale ( $n = 182$ ). The other wage scales were converted to an hourly rate of pay. Of the 201 youth who were asked about their earnings, 3 refused, 1 youth didn't know, and 2 youth provided implausible wages. None of these youth are represented in the earnings calculation, which included 195 young people.

Table 36 presents job benefits of the youth that reported working 10 or more hours per week. The most commonly reported types of benefits were flexible work schedules, unpaid parental leave, paid vacation or sick days, and health insurance. Over one-half of respondents had these benefits available to them. Of the respondents with paid vacation days or sick days, most could receive between one and seven days per year. Among youth who reported that they could receive at least one paid vacation day per year, the average number of days they could receive was 6.9 ( $SD = 6.0$ ).<sup>27</sup> Among youth who reported that they could receive at least one paid sick day or personal day per year, the average number of days they could receive was 7.6 ( $SD = 7.6$ ).<sup>28</sup> Females were significantly more likely than males to have unpaid parental leave (76.4% vs. 51.6%,  $F = 8.4$ ,  $p < .01$ ).

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<sup>27</sup> Variable was top-coded at 30 days. One youth reported that he/she could receive more than 30 paid vacation days.

<sup>28</sup> Variable was top-coded at 30 days. Two youth reported that they could receive more than 30 paid sick/personal days.

**Table 36. Job Benefits (*n* = 201)<sup>a</sup>**

	#	%
Life insurance	41	27.8
Health insurance	91	50.2
Dental benefits	69	39.2
Paid parental leave <sup>b</sup>	72	43.0
Unpaid parental leave <sup>c</sup>	111	65.9
Retirement plan/pension <sup>d</sup>	43	26.9
Flexible work schedule	167	82.4
Paid vacation or sick days	95	50.3
Number of paid vacation days per year ( <i>n</i> = 95) <sup>e</sup>		
0 days	8	8.1
1 to 7 days	45	67.8
8 or more days	16	24.1
Number of paid sick days per year ( <i>n</i> = 95) <sup>f</sup>		
0 days	9	12.1
1 to 7 days	44	71.6
8 or more days	10	16.3

\**p* < .05, \*\**p* < .01; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who are working 10 or more hours per week.

<sup>b</sup> Item missing 13.9% due to “don’t know” and “refused” responses.

<sup>c</sup> Item missing 12.4% due to “don’t know” and “refused” responses.

<sup>d</sup> Item missing 11.4% due to “don’t know” and “refused” responses.

<sup>e</sup> Item missing 27.4% due to “don’t know” and “refused” responses.

<sup>f</sup> Item missing 33.7% due to “don’t know” and “refused” responses.

Youth were asked about their main reason for working part time instead of full time, which is reported in Table 37. Of those employed less than 35 hours per week, the most common reasons included school or training, trouble finding full-time work, and personal preference. About two-thirds of the part-time workers reported wanting to work in a full-time job. There were differences in respondents’ main reason for not working full-time between youth in care and youth who exited care ( $F = 2.3, p < .05$ ). Youth in care were more likely than youth who left care to say that school got in the way of working full time (39.2% vs. 10.6%), and youth who left care were more likely than youth in care to report other family or personal obligations (7.6% vs. 1.5%) and their full-time work week being less than 35 hours (9.5% vs. 0.4%). Moreover, a significantly greater proportion of youth not in care than youth in care said that they wanted to work full time (86.2% vs. 62.9%,  $F = 6.5, p < .05$ ).



**Table 37. Reasons for Part-Time Work ( $n = 127$ )<sup>a</sup>**

	Overall		Out of Care		In Care		<i>p</i>
	#	%	#	%	#	%	
Main reason for working part time							
Slack work/business conditions	8	5.7	2	6.2	6	5.6	
Could only find part-time work	20	20.0	4	33.5	16	16.8	
Seasonal work	2	2.5	1	6.4	1	1.5	
Child care problems	6	4.8	0	0	6	5.9	
Other family/personal obligations	4	2.7	3	7.6	1	1.5	
Health/medical limitations	3	1.5	0	0	3	1.8	
School/training	44	33.7	4	10.6	40	39.2	
Full-time work week is less than 35 hours	3	2.1	2	9.5	1	0.4	
Only want to work part time, personal preference	23	16.3	5	10.9	18	17.6	
Other	14	10.7	3	15.3	11	9.7	
Want to work full time							*
Yes	85	67.3	18	86.2	67	62.9	
No	42	32.7	6	13.8	36	37.2	

*Note:* Unweighted frequencies and weighted percentages. There were no significant gender differences for the questions in this table.

<sup>a</sup> Includes youth who are currently working fewer than 35 hours per week (18 youth who are working fewer than 10 hours per week, and 109 youth working between 10 and 34 hours per week).

Youth who were not currently employed were asked about their efforts to find work; their responses are displayed in Table 38. Of the young people that were not working at the time of the interview, 9 out of 10 reported they wanted a full-time or part-time job. Of those youth who were able to work, four-fifths had not worked for pay in the week preceding their interview. Among the youth who had not worked in the week before the interview, about two-thirds reported making efforts to find work in the last four weeks. The most common activities to find work included sending out resumes and filling out applications, looking at job advertisements, contacting friends and relatives, and contacting an employer directly (including having a job interview). When asked about how long they had been looking for work, the majority of youth reported looking for a job for weeks. Overall, of the respondents that reported actively looking for work in the last four weeks, about two-fifths reported that they were looking for full-time work only, about one-quarter were looking for part-time work only, and the rest were looking for either full-time or part-time work.

Differences in efforts to become employed were present for gender and care status. Females were more than twice as likely as males to seek out help from a school or university employment center (32.6% vs. 14.7%,  $F = 6.1$ ,  $p < .05$ ), and males were much more likely than females to check union or professional registers in order to find employment (8.2% vs. 1.0%,  $F = 8.9$ ,  $p < .01$ ). Youth in care were more likely

than youth who left care to seek out help from a school or university employment center (29.4% vs. 9.1%,  $F = 6.5, p < .05$ ) and to attend job training programs or courses (33.8% vs. 14.1%,  $F = 4.0, p < .05$ ).

**Table 38. Efforts to Become Employed (*n* = 387)<sup>a</sup>**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Currently want a job							
Yes, or maybe, it depends	334	88.5	131	91.7	203	86.6	
No	30	6.5	8	4.0	22	8.0	
Disabled	6	1.5	3	1.1	3	1.7	
Unable to work	16	3.6	4	3.2	12	3.7	
Worked last week for pay/profit ( <i>n</i> = 365)							
Yes	58	15.0	28	20.6	30	11.6	
No	292	80.2	107	74.7	185	83.6	
Disabled	1	<0.1	1	0.2	0	0	
Unable to work	14	4.7	4	4.5	10	4.9	
Among youth who did not work last week ( <i>n</i> = 292) <sup>b</sup>							
Have youth been doing anything to find work in the last 4 weeks?							
Yes	186	65.1	76	71.3	110	61.8	
No	100	32.3	30	28.2	70	34.6	
Unable to work	6	2.6	1	0.6	5	3.6	
Activities done in past 4 weeks to find work (can select more than one) ( <i>n</i> = 186)							
Contacted an employer directly or had a job interview	103	56.4	46	62.3	57	52.6	
Contacted an employment agency	70	38.2	29	42.7	41	35.4	
Contacted friends and relatives	109	56.6	44	60.1	65	54.5	
Contacted a school or university employment center	46	25.7	12	14.7	34	32.6	*
Sent out resumes or filled out applications	163	89.0	62	83.2	101	92.7	
Placed or answered ads	43	19.3	16	16.1	27	21.4	
Checked union or professional registers	10	3.8	8	8.2	2	1.0	**
Looked at ads	85	43.3	36	46.1	49	41.5	
Attended job training programs or courses	51	30.2	21	30.5	30	30.0	
Other	13	7.5	9	8.8	4	6.7	
Length of time looking for work ( <i>n</i> = 186)							
Weeks	122	65.4	49	66.2	73	64.9	
Months	56	29.8	23	29.9	33	29.8	
Years	8	4.8	4	3.9	4	5.3	
Looking for work of 35 hours or more per week ( <i>n</i> = 186)							
Yes	68	38.8	28	39.7	40	38.2	

No	46	23.6	17	21.6	29	24.9	
Doesn't matter	72	37.6	31	38.7	41	36.9	

\* $p < .05$ , \*\* $p < .01$ ; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who were not currently employed.

<sup>b</sup> Excludes youth who said they were disabled or unable to work in previous question.

Table 39 presents work experiences of youth in the 12 months prior to the interview. Three in five youth reported working at least 20 hours per week at a job that lasted three or more months. Of these youth, about a third worked for the entire 12 months; most worked less than 35 hours per week. Few youth were in the military in the past year. Of the entire CalYOUTH sample, around three in ten youth had completed a paid or unpaid apprenticeship, internship, or other on-the-job training in the past year.

Among youth who were employed in the past 12 months, females were more likely than males to work part time, and males were more likely than females to complete an apprenticeship, internship, or on-the-job training. CalYOUTH and Add Health participants who had worked in the past year were compared in terms of whether they worked for the entire 12 months and if this work was part time or full time. Add Health participants were more likely than CalYOUTH participants to be working for the entire year (54.1% vs. 32.2%,  $F = 28.6$ ,  $p < .001$ ), and this was true for both males (54.8% vs. 32.1%,  $F = 13.2$ ,  $p < .001$ ) and females (53.7% vs. 32.2%,  $F = 15.5$ ,  $p < .001$ ). Moreover, Add Health participants were more likely than CalYOUTH participants to have worked full time (49.3% vs. 38.9%,  $F = 6.1$ ,  $p < .05$ ). Gender differences were only significant for females; Add Health females were more likely than CalYOUTH females to have worked full time (46.1% vs. 30.9%,  $F = 7.6$ ,  $p < .01$ ). Add Health and CalYOUTH participants were not different in the proportion of youth serving in the military.

**Table 39. Work Experience in Past 12 Months (*n* = 568)<sup>a</sup>**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Work in last 12 months at job that lasted 3 or more months and worked at least 20 hours per week							
Yes	342	59.1	145	61.2	197	57.6	
No	226	40.9	86	38.8	140	42.4	
Worked for entire 12 months ( <i>n</i> = 342)							
Yes	116	32.2	50	32.1	66	32.2	
No	226	67.8	95	67.9	131	67.8	
Worked mostly full time or part time ( <i>n</i> = 342)							**
Full time	128	38.9	67	49.8	61	30.9	
Part time	213	61.1	77	50.2	136	69.1	
Work was civilian or military ( <i>n</i> = 342)							
Civilian	327	98.7	140	97.2	187	99.8	
Military	3	0.4	2	0.7	1	0.2	
Both civilian and military	2	0.9	2	2.1	0	0.0	
Completed apprenticeship, internship, or other on-the-job training (paid or unpaid) during past year <sup>N</sup> ( <i>n</i> = 611)	169	28.7	84	35.0	85	24.6	*

\**p* < .05, \*\**p* < .01; Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

<sup>a</sup> Excludes youth who reported being disabled or unable to work in the questions in the previous table (*n* = 43)

### Household Income

Income information of CalYOUTH respondents and the partner/spouse with whom they live is displayed in Table 40. When asked about the income received during the 12 months preceding their interview, about three in five youth reported having a form of income from their own employment. Nearly two-thirds of the youth who earned any income from employment reported a yearly household income of \$5,000 or less. The average annual income was about \$6,000 (the median was \$3,000). Two-thirds of youth who lived with their spouse or partner reported that their spouse/partner received income from employment during the past year. Among spouses/partners who received any income, about one-third was earning \$3,000 or less. The average annual income for spouses/partners was just under \$11,000 (the median was \$7,000).

Females were significantly more likely than males to have earned income from a spouse/partner's employment during the past year ( $F = 14.1, p < .001$ ). Compared to their Add Health counterparts, CalYOUTH participants were less likely to have received income from a job in the past year (91.6% vs.

57.4%,  $F = 160.3$ ,  $p < .001$ ), which was true for both males (94.6% vs. 59.0%,  $F = 82.3$ ,  $p < .001$ ) and females (89.7% vs. 56.4%,  $F = 84.5$ ,  $p < .001$ ).<sup>29</sup>

**Table 40. Income of Youth and Youths' Partner/Spouse**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Any income from employment during the past year	364	57.4	150	59.0	214	56.4	
Amount of income from employment, if any (average) ( $n = 364$ ) <sup>a</sup> (Mean (SD))		\$6,064 (\$7,820)		\$6,840 (\$7,710)		\$5,518 (\$7,870)	
Amount of income from employment, if any (categories) ( $n = 364$ ) <sup>b</sup>							
\$1 to \$5,000	231	64.1	93	63.2	138	64.9	
\$5,001 to \$10,000	73	21.1	25	18.1	48	23.3	
\$10,001 to \$25,000	48	12.6	25	15.6	23	10.5	
More than \$25,000	7	2.2	5	3.2	2	1.4	
Any income from spouse's/partner's employment during the past year ( $n = 129$ ) <sup>c</sup>	85	66.8	9	31.2	76	75.3	***
Amount of spouse's/partner's income from employment, if any (average) ( $n = 85$ ) <sup>d</sup> (Mean (SD))		\$10,864 (\$11,906)		\$8,778 (\$10,195)		\$11,079 (\$12,660)	
Amount of spouse's/partner's income from employment, if any (categories) ( $n = 85$ ) <sup>b</sup>							
\$1 to \$5000	31	42.3	4	47.9	27	41.8	
\$5,001 to \$10,000	19	19.8	1	8.8	18	20.9	
\$10,001 to \$25,000	25	27.3	3	34.0	22	26.7	
More than \$25,000	9	10.6	1	9.3	8	10.7	

\* $p < .05$ , \*\*\* $p < .001$ ; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Sixty-three youth reported "don't know" or "refused" to the question about the specific dollar amount of their income from employment and were asked a follow-up question with income categories. When calculating the mean income, the midpoint was used for the following income categories: "\$1 to \$5,000" ( $n = 38$ ), "\$5,001 to \$10,000" ( $n = 18$ ), and "\$10,001 to \$25,000" ( $n = 2$ ). The five remaining youth reported "don't know" or refused" to the question with income categories.

<sup>b</sup> Youth were first asked to provide the exact dollar amount of income, but if they replied "don't know" or "refused" they were asked a follow-up question with income categories. The income categories reported here reflect the income categories in the latter question. The responses of youth who reported a specific income amount were recoded to these categories.

<sup>c</sup> Includes youth who are living with their spouse or partner.

<sup>d</sup> Twenty youth reported "don't know" or "refused" to the question about the specific dollar amount of their partner's/spouse's income from employment and were asked a follow-up question with income categories. When calculating the mean income, the midpoint was used for the following income categories: "\$1 to \$5,000" ( $n = 5$ ), "\$5,001 to \$10,000" ( $n = 6$ ), "\$10,001 to \$25,000" ( $n = 6$ ), and "\$25,001 to \$50,000" ( $n = 2$ ). The one remaining youth reported "don't know" or "refused" to the question with income categories.

<sup>29</sup> Note that the national unemployment rate was approximately 5.8 percent at the time of the third wave of the Add Health study, whereas the California unemployment rate was 6.3 percent at the time that CalYOUTH Wave 2 Youth Survey data collection began.

Table 41 displays income that youth who were living with their own children and/or their spouse's/partner's children received from child support and the Earned Income Tax Credit. Very few of the young people with children reported that child support payments had been agreed to or awarded during the past year and even fewer reported that they or their spouse/partner were supposed to have received child support. Among youth for whom child support payments were agreed to or awarded or who were supposed to receive payments in the past year, about two-thirds received over \$100. Of the youth living with their own or spouse's/partner's child (or both), around one-quarter either did claim or planned to claim the Earned Income Tax Credit. About the same proportion of youth were unaware of the EITC.

Youth who had left care were more likely than youth still in care to report that they or their partner were supposed to receive child support payments in the last 12 months (9.1% vs. 0.9%,  $F = 5.2, p < .05$ ).

**Table 41. Income from Child Support and EITC ( $n = 102$ )<sup>a</sup>**

	#	%
Child support payments agreed to or awarded during last 12 months	7	7.1
Supposed to receive child support payments during last 12 months	3	2.9
Amount of child support payments received in last 12 months ( $n = 10$ ) <sup>b</sup>		
\$0	4	35.5
\$100 or more	5	64.5
Claimed/planning to claim the EITC		
Yes, I did claim the EITC	17	16.2
Yes, planning to claim the EITC	7	10.1
No, not eligible for the EITC	16	17.1
No, not aware of the EITC	30	25.6
No, other reasons	28	31.1

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth living with their child and/or their partner's/spouse's child.

<sup>b</sup> Includes youth for whom child support payments were agreed to/awarded, or who were supposed to receive payments. One youth reported "don't know".

Some youth reported income from sources other than employment, child support, and the Earned Income Tax Credit, which are reported in Table 42. Of the youth living with someone above the age of 14 (not including their spouse/partner), the greatest proportion of youth reported that these other individuals had incomes of \$5,000 or less. The average income was just under \$30,000 (the median income was \$10,000). Over four-fifths of all youth reported that someone else helped them out by giving them money (not including loans) since their last interview. These youth were then asked whether they received money from a family member, friend, or social service agency. Youth most commonly received money from a

family member, followed by social service agencies and friends. All youth were then asked if they received money from anyone else, and about 14 percent reported that they did. When asked to estimate the amount they received from all sources since their last interview, the most common total amount was \$5,000 or less (three-fifths of the responses). The overall average amount received was about \$8,000 (the median was \$3,000).

Males and females differed in money they received since their last interview. Females were more likely than males to report having someone help them out by giving them money ( $F = 7.3, p < .01$ ). In terms of differences by race/ethnicity groups, mixed-race youth (57.5%) and white youth (50.8%) were more likely than Hispanic youth (37.4%) to have someone help them out by giving them money ( $F = 2.6, p < .05$ ). Young people who were still in care were more than twice as likely as youth who left care to have received money from a social service agency since their last interview (60.1% vs. 26.0%,  $F = 37.8, p < .001$ ). Additionally, the average total amount of money received from friends, family, social service agencies, and others was greater for in-care youth than out-of-care youth (\$9,073 vs. \$3,790,  $F = 14.2, p < .001$ ).



**Table 42. Income from Other Sources**

	#	%
Amount of income of other household members above age 14 (average) ( <i>n</i> = 419) <sup>a,b</sup> (Mean (SD))	\$29,757 (\$48,888)	
Amount of income of other household members above age 14 (categories) ( <i>n</i> = 419) <sup>a,c</sup>		
\$5,000 or less	111	32.9
\$5,001 to \$10,000	62	17.7
\$10,001 to \$25,000	62	17.6
\$25,001 to \$50,000	62	16.9
\$50,001 to \$100,000	39	9.6
More than \$100,000	12	5.3
Not including loans, received money from anyone since last interview ( <i>n</i> = 611)	274	44.6
Received money from a family member since last interview ( <i>n</i> = 274)	197	70.9
Received money from a friend since last interview ( <i>n</i> = 274)	117	39.7
Received money from a social service agency since last interview ( <i>n</i> = 274)	329	52.5
Received money from anyone else ( <i>n</i> = 611)	87	13.9
Total amount of money received from all people above (average) ( <i>n</i> = 453) <sup>d,e</sup> (Mean (SD))	\$8,165 (\$19,260)	
Total amount of money received from all people above (categories) ( <i>n</i> = 453) <sup>d,f</sup>		
\$1 to \$5,000	258	61.2
\$5,001 to \$10,000	73	16.3
\$10,001 to \$25,000	90	18.8
\$25,001 to \$50,000	13	2.9
More than \$50,000	4	0.9

Note: Unweighted frequencies and weighted percentages

<sup>a</sup> Includes youth who had someone living in their household above the age of 14, other than a spouse or partner. A total of 27 youth said that someone above age 14 lived in their household but had an income of \$0. These 27 youth are not included in the table.

<sup>b</sup> Three hundred and one youth reported “don’t know” or “refused” to the question about the specific dollar amount of their income from employment and were asked a follow-up question with income categories. When calculating the mean income, the midpoint was used for the following income categories: “\$1 to \$5,000” (*n* = 72), “\$5,001 to \$10,000” (*n* = 40), “10,001 to \$25,000” (*n* = 41), “25,001 to \$50,000” (*n* = 40), “50,001 to \$100,000” (*n* = 28), and “\$100,001 to \$250,000” (*n* = 9). Nine youth reported “more than \$250,000” and \$250,000 was entered as the dollar amount for these youth. The 63 remaining youth replied “don’t know” or “refused” to the question with income categories. Thus, the mean partner/spouse income is calculated based on data from 356 youth. Given the large proportion of missing data (15.0%) and the large proportion of incomes that were estimated using income category midpoints (56.8%) this average reported in the table should be interpreted with caution.

<sup>c</sup> Youth were first asked to provide the exact dollar amount, but if they replied “don’t know” or “refused” they were asked a follow-up question with categories. The categories reported here reflect the categories in the latter question. The responses of youth who reported a specific amount were recoded to these categories. Given the large proportion of missing data due to “don’t know” and “refused” responses (*n* = 63, 15.0%), data reported in the table should be interpreted with caution.

<sup>d</sup> Includes youth who received money from family, friends, social service agencies, or anyone else.

<sup>e</sup> Ninety-five youth replied “don’t know” or “refused” to the question about the specific dollar amount of money received from others and were asked a follow-up question with categories. When calculating the mean amount of money received, the midpoint was used for the following categories: “\$1 to \$5,000” ( $n = 49$ ), “\$5,001 to \$10,000” ( $n = 13$ ), “10,001 to \$25,000” ( $n = 11$ ), “25,001 to \$50,000” ( $n = 4$ ), and “50,001 to \$100,000” ( $n = 1$ ). Two youth reported “more than \$250,000” and \$250,000 was entered as the dollar amount for these youth. The 15 remaining youth reported “don’t know” or “refused” to the question with categories.

<sup>f</sup> Youth were first asked to provide the exact dollar amount, but if they replied “don’t know” or “refused” they were asked a follow-up question with categories. The categories reported here reflect the categories in the latter question. The responses of youth who reported a specific amount were recoded to these categories.

Table 43 displays costs of housing and utilities for youth living in a Supervised Independent Living Program or some other arrangement (see footnote at the bottom of the table). Four in five youth reported their current housing status as renting, while 20 percent chose some other type of status besides renting or owning. The most common other responses were living in a dormitory, renting a room in someone else’s home, or living with a friend or significant other for free. About 40 percent of youth reported paying \$500 or less for rent per month, with another 40 percent of respondents paying between \$501 and \$1,000 in rent. Excluding those who reported paying \$0 per month for rent, the average monthly rent was about \$690 (the median rent was \$600). Most youth were on a monthly billing period for rent. In terms of the cost of utilities, the largest proportion of youth reported that they did not having to pay anything toward utilities, and the next most common response was having utility bills between \$51 and \$100 per month.

**Table 43. Costs of Housing and Utilities for Youth Living in a SILP or Other Living Arrangement (n = 162)<sup>a</sup>**

	#	%
Housing status		
Owns	1	0.4
Rents	133	79.6
Other	27	20.0
Amount paying for rent per month (average) <sup>b</sup> (Mean (SD))	\$688 (\$384)	
Amount paying for rent per month (categories) <sup>c</sup>		
Youth reported paying \$0	12	7.6
\$500 or less	64	41.3
\$501 to \$1,000	71	41.6
\$1,001 to \$1,500	6	4.2
More than \$1,500	9	5.4
Rent billing period		
Every two weeks	1	0.4
Month	146	92.5
Every six months	1	0.2
Year	2	1.1
Lump sum; one-time payment	3	1.6
Other	8	4.2
Amount paying for utilities per month <sup>c</sup>		
\$0	60	41.4
\$1 to \$50	23	11.9
\$51 to \$100	37	21.8
\$101 to \$150	12	6.1
\$151 to \$200	15	10.4
More than \$200	14	8.4

*Note:* Unweighted frequencies and weighted percentages. There were no significant gender differences for the questions in this table.

<sup>a</sup> Some other arrangements include placements other than the home of a relative, home of a nonrelated extended family member, foster home with an unrelated foster parent, group home or residential treatment center, transitional housing placement, jail or prison, hospital, or college dorm.

<sup>b</sup> Four youth reported “don’t know” or “refused” to the question about the specific dollar amount of how much they pay for rent and were asked a follow-up question with rent amount categories. When calculating the mean income, the midpoint was used for the following income category: “\$501 to \$1,000” (n = 4). Twelve youth reported paying \$0 for rent each month. These 12 youth were excluded from the calculation of average monthly rent. Three youth reported paying \$5,000 or more per month for rent. Excluding these three youth, the highest amount reported was \$1700. The rents of these three youth were recoded to \$2,000 for the calculation of average monthly rent.

<sup>c</sup> Youth were first asked to provide the exact dollar amount, but if they replied “don’t know” or “refused” they were asked a follow-up question with categories. The categories reported here reflect the categories in the latter question. The responses of youth who reported a specific amount were recoded to these categories.

## Assets

Table 44 presents information on the checking, savings, and money market accounts of the young people. Three-fifths of youth reported having a checking, savings, or money market account. Of the youth with an account who also reported living with a spouse or partner, about 70 percent had their own account and nearly 20 percent had both their own account and a joint account with their spouse or partner. Of all of the respondents with an account, most reported having a balance between \$1 and \$1,000 at the time of the interview. Excluding youth who had \$0 in their account, the average balance was about \$1,500 (the median was \$600). African American youth reported having a lower balance in all of their accounts than did Hispanic youth (\$894 vs. \$1,701,  $F = 2.9$ ,  $p < .05$ ). Young people who were not in care were significantly less likely than youth in care to have a checking, savings, or money market account (41.1% vs. 65.5%,  $F = 19.4$ ,  $p < .001$ ), and among those who had some money in their accounts, the balance for youth in care was about double the balance of youth who left care (\$1,647 vs. \$827,  $F = 10.1$ ,  $p < .01$ ).

**Table 44. Checking Accounts, Savings Accounts, and Money Market Accounts**

	#	%
Any checking account, savings account, money market account or funds	373	60.0
Among youth with an account who is living with a spouse/partner, ownership status of bank accounts ( $n = 71$ )		
Have own account	48	69.4
Have accounts jointly with spouse/partner only	6	6.8
Have own accounts and accounts jointly with spouse/partner	12	18.6
All accounts belong to spouse/partner only	5	5.2
Amount of current balance in all accounts (average) ( $n = 347$ ) <sup>a,b</sup> (Mean (SD))		\$1,526 (\$3,046)
Amount of current balance in all accounts ( $n = 373$ ) <sup>c</sup>		
\$0	26	6.9
\$1 to \$1,000	222	62.6
\$1,001 to \$2,500	63	15.7
\$2,501 to \$5,000	35	10.2
\$5,001 to \$10,000	14	3.1
More than \$10,000	8	1.5

Note: Unweighted frequencies and weighted percentages. There were no significant gender differences for the questions in this table.

<sup>a</sup> Twenty-one youth responded “don’t know” or “refused” to the question about the specific dollar amount of their current balance and were asked a follow-up question with categories. When calculating the average amount in all accounts, the midpoint was used for the following categories: “\$1 to \$1,000” ( $n = 9$ ), “\$1001 to \$2500” ( $n = 4$ ), “\$2501 to \$5000” ( $n = 1$ ), “10,001 to \$25,000” ( $n = 1$ ), and “25,001 to \$50,000” ( $n = 1$ ). The five remaining youth reported “don’t know” or refused” to the question with categories.

<sup>b</sup> Excludes 26 youth who reported having \$0 in their accounts.

<sup>c</sup> Youth were first asked to provide the exact dollar amount, but if they replied “don’t know” or “refused” they were asked a follow-up question with categories. The categories reported here reflect the categories in the latter question. The responses of youth who reported a specific amount were recoded to these categories.

Responses to questions about vehicle ownership are presented in Table 45. Around one-third of youth reported owning any vehicle. Of youth with a vehicle and who were living with a spouse or partner, over half reported that they owned a vehicle on their own or shared ownership with their spouse or partner. Among all respondents that reported owning a vehicle, two-thirds did not owe any money on the vehicle. Among youth who still owed money, about half owed less than \$5,000 and half owed more than \$5,000. There were race/ethnicity differences in vehicle ownership ( $F = 2.9, p < .05$ ). White youth (43.5%) were more likely than Hispanic youth (28.1%) and African American youth (22.5%) to own a car.

**Table 45. Vehicle Ownership (*n* = 611)**

	#	%
Owns any vehicles	200	30.3
Amount owed on vehicles ( <i>n</i> = 200) <sup>a</sup>		
\$0	142	67.4
\$1 to \$5000	30	16.4
\$5001-\$10,000	13	7.2
\$10,001-\$25,000	15	9.0
Among youth with a vehicle who is living with a spouse/partner, ownership status of vehicle(s) ( <i>n</i> = 73)		
Own all vehicles	18	19.4
Own all vehicles jointly with spouse/partner	15	19.2
Own vehicles alone and jointly with spouse/partner	10	15.3
Spouse/partner owns vehicles alone	30	46.1

*Note:* Unweighted frequencies and weighted percentages. There were no significant gender differences for the questions in this table.

<sup>a</sup> Youth were first asked to provide the exact dollar amount, but if they replied “don’t know” or “refused” they were asked a follow-up question with categories. The categories reported here reflect the categories in the latter question. The responses of youth who reported a specific amount were recoded to these categories.

Table 46 reports the debts owed by the young people. Sixteen percent of all youth reported ever borrowing at least \$200 from relatives or friends/nonrelatives. A greater proportion of youth borrowed from a family member than from a friend or nonrelative. Roughly half of the youth borrowed less than \$500 from anyone. Of the respondents that had borrowed money from anyone, over three-fifths did not currently owe any money and very few still owed more than \$500. When youth who were living with a spouse or partner were asked about any other current debts that were owed, about seven-in-ten owed more than \$500 at the time of the interview.

**Table 46. Debts (*n* = 611)**

	#	%
Ever borrowed at least \$200 from relatives or friends	85	15.9
Borrowed at least \$200 from a relative ( <i>n</i> = 85)	61	74.2
Borrowed at least \$200 from a friend/non-relative ( <i>n</i> = 85)	38	42.4
Amount borrowed from anyone ( <i>n</i> = 82) <sup>a</sup>		
\$1 to \$300	17	20.9
\$301 to \$500	21	27.5
\$501 to \$1,000	31	37.4
\$1,001 to \$5,000	9	10.9
More than \$5,001	4	3.2
Amount still owed on loans ( <i>n</i> = 85)		
\$0	54	63.6
\$1 to \$500	25	30.4
More than \$500	6	6.1
Any other current debts owed, either alone or with spouse/partner ( <i>n</i> = 97)		
\$0 to \$500	31	29.5
\$501 to \$1,000	26	33.3
\$1,001 to \$5,000	30	29.2
More than \$5,000	10	8.0

*Note:* Unweighted frequencies and weighted percentages. There were no significant gender differences for the questions in this table.

<sup>a</sup> Of the 85 youth who reported borrowing money from friends or relatives, three reported borrowing \$0 when asked to specify the amount they borrowed.

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## **Economic Hardship, Food Insecurity, and Public Program Participation**

Previous research has shown that transition-age foster youth experience economic hardship at higher rates than the general population. These young people’s relatively low average earnings from employment, noted above, clearly play a role in this (Courtney & Dworsky, 2006; Macomber et al., 2008; Stewart et al., 2014). For example, Dworsky (2005) assessed the self-sufficiency of 8,511 young adults who had been in the Wisconsin foster care system after their 16th birthday. The majority of youth were discharged before turning 18, with the median age at discharge being 17 years old. Although earnings increased as youth grew older, the mean and median annual earnings for former foster youth remained below the poverty threshold, even eight years after discharge from care.

In addition to having low incomes, research indicates that former foster youth face economic hardships in meeting their everyday needs and paying for living expenses. Courtney and colleagues (2005) found that current or former foster youth at age 19 were twice as likely as same-aged youth in Add Health to

experience at least one of several economic hardships, such as not having enough money to pay rent or a utility bill. The most vulnerable individuals were youth who were no longer in care, who reported significantly more hardships than their 19-year-old counterparts who were still in care.

Table 47 displays economic hardships CalYOUTH participants encountered during the past 12 months. Some of the more common hardships youth reported were not having enough money to buy clothing, not having enough money to pay cell phone or TV or utility bills, and not having enough money to pay their rent. Females were more likely than males to report not having enough money to pay utility bills (21.6% vs. 14.2%,  $F = 4.3, p < .05$ ). Overall, just over half of the youth reported experiencing one or more of the economic hardships we asked them about. There were differences by race/ethnicity in the proportion of youth who reported not having enough money to buy clothing ( $F = 2.5, p < .05$ ). When comparing specific subgroups, a greater proportion of white youth (46.3%) did not have enough money to buy clothing than did mixed race (28.3%) and Hispanic youth (30.6%). Youth who were not in care during the interview were significantly more likely than youth who were in care to report having experienced all of the economic hardships they were asked about, with the exception of not having enough money to buy clothing. Moreover, youth who left care were more likely than youth still in care to experience at least one hardship ( $F = 4.0, p < .05$ ).<sup>30</sup>

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<sup>30</sup> Recall that the proportions of in-care youth facing each economic hardship includes both youth who remained in care since Wave 1 and youth who had left care and returned since Wave 1. When these two groups were compared in the proportion of youth who faced each economic hardship, youth who had left and returned to care were significantly more likely than youth who stayed in care to experience each hardship with the exception of not being able to pay utility bills (all  $p < .05$ ). Overall, 62 percent of youth who left care and returned experienced at least one economic hardship. In contrast, less than half (47%) of youth who remained in care experienced at least one hardship ( $F = 4.4, p < .05$ ).



**Table 47. Economic Hardship in the Past 12 Months (*n* = 608)<sup>a</sup>**

	Overall		In Care		Not in Care		<i>p</i>
	#	%	#	%	#	%	
Not enough money to buy clothing	214	35.5	165	34.0	49	41.0	
Not enough money to pay rent	110	18.0	77	15.7	33	26.2	*
Evicted because unable to pay rent/mortgage	29	3.8	13	2.4	16	8.4	**
Not enough money to pay utility bills	120	18.7	89	16.7	31	25.9	*
Cell phone/TV services disconnected	207	33.8	143	29.7	64	48.2	***
Gas/electricity shut off	44	6.9	26	5.4	18	12.1	*
Experienced at least one of the economic hardships above	316	51.7	235	49.2	81	60.8	*

\**p* < .05, \*\**p* < .01, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup>Three youth were not asked these questions.

Food insecurity is a particularly important indicator of economic hardship. Courtney and colleagues (2005) used a food security composite score similar to the short form of the USDA’s food security measure and found that one-quarter of 19-year-olds in the Midwest Study were affected by food insecurity. For example, 15 percent of youth reported experiencing a time in the past 12 months when they were hungry but did not eat because they could not afford food. These researchers also found that there were no statistically significant differences in the likelihood of experiencing food insecurity between youth in care and youth who had exited care.

Our assessment of food insecurity includes items taken from a measure created by the USDA (Bickel, Nord, Price, Hamilton, & Cook, 2000). All of the questions except for the first item in Table 48 asked about the youths’ food situation in the past 12 months. In addition to individual measures of food insecurity five items were used to create a composite score of the United States Department of Agriculture’s food security measure. Youth who answered “yes” to two or more of the items were classified as *food insecure* (see note *b* below Table 48 for a list of the items).

As displayed in Table 48, close to nine in ten youth reported having enough food to eat. Almost one-third of youth said they had to borrow food or food money from relatives or friends, one-sixth reported having to forego paying off a bill to purchase food, nearly one-sixth got emergency food from a pantry, and less than one-tenth ate at a soup kitchen. One in six youth reported skipping or cutting meals because they could not afford food, and among those who ever skipped or cut a meal, one in five did so every month. Less than one-tenth of the youth reported not eating for a whole day, and for those who said they did not eat for a day, one-quarter had to do so every month. Close to one in four youth said they ate less than they should, one in five were hungry but did not eat, and one in eight lost weight because of not having enough food. Lastly, one-third of the youth reported that it was “often true” or “sometimes true” that they worried

about running out of food, that they did not have enough money for food, and that they could not afford to eat balanced meals.

There were a few differences between males and females in the extent to which they experienced different kinds of food insecurity. In all cases, males were less likely than females to experience insecurity. More females than males reported that someone in the household had skipped or cut the size of meals because of not having enough money for food (18.8% vs. 11.3%,  $F = 4.8$ ,  $p < .05$ ). More males than females reported “never” being worried about running out of food (72.9% vs. 60.0%,  $F = 4.6$ ,  $p < .05$ ) and more males than females reported “never” not having enough money to buy food after running out of food (73.0% vs. 60.3%,  $F = 4.6$ ,  $p < .05$ ).

There were also racial/ethnic differences in some food insecurity measures, with youth in the “other” race/ethnicity category tending to fare worse than other racial/ethnic groups and Hispanic youth tending to fare better. Youth in the “other” race/ethnicity category were more likely than youth in all of the other race/ethnicity groups to get food or borrow money for food from friends or relatives (63.3% vs. between 21.1% and 39.1%,  $F = 6.3$ ,  $p < .001$ ), put off paying bills to buy food (48.2% vs. between 12.9% and 21.2%,  $F = 4.4$ ,  $p < .01$ ), and receive emergency food from a pantry (41.4% vs. between 13.2% and 17.9%,  $F = 2.7$ ,  $p < .05$ ). Conversely, Hispanic youth (21.1%) were less likely than all other groups to get food or borrow money for food from friends or relatives, and were less likely than white youth (12.9% vs. 21.2%) to put off paying bills to buy food. Hispanic youth were also less likely than white youth to report eating less than they should have because they did not have enough money for food (15.6% vs. 32.8%,  $F = 3.0$ ,  $p < .05$ ), and less likely (13.4%) than white youth (28.7%) and youth in the “other” category (33.7%) to go hungry because they could not afford food ( $F = 3.1$ ,  $p < .05$ ).

Overall, youth out of care were more likely than youth still in care to report instances of food insecurity.<sup>31</sup>

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<sup>31</sup> Recall that the proportions of in-care youth facing each measure of food insecurity includes both youth who remained in care since Wave 1 and youth who had left care and returned since Wave 1. When these two groups were compared in the proportion of youth who faced each type of food insecurity, youth who had left and returned to care were significantly more likely than youth who stayed in care to experience several types of food insecurity (all  $p < .05$ ), including: Put off paying a bill to buy food; Received emergency food from a food pantry; Ate meals at a soup kitchen; Went hungry because could not afford food; Often or sometimes worried about running out of food; and Often or sometimes did not have enough money to buy food after food ran out. In terms of the five-item food security measure, youth who left care and came back were more likely than youth who remained in care to meet the criteria for being *food insecure* in the past 12 months (37.4% vs. 25.0%,  $F = 4.3$ ,  $p < .01$ ).

**Table 48. Food Insecurity<sup>a</sup>**

	Overall		In Care		Not in Care		<i>p</i>
	#	%	#	%	#	%	
Food situation in the household in past month							
Enough of the kinds of foods wanted	342	57.7	265	58.0	77	56.4	
Enough food, but not always the kinds of food wanted	173	28.8	142	30.1	31	23.9	
Sometimes not enough food to eat	65	10.2	50	8.7	15	15.7	
Often not enough to eat	27	3.4	20	3.2	7	4.0	
<b>Food Insecurity in Past 12 Months</b>							
Got food or borrowed money for food from friends or relatives	191	30.4	138	26.4	53	44.3	**
Put off paying a bill to buy food	114	17.0	81	14.7	33	25.2	*
Received emergency food from a pantry	103	15.4	72	13.8	31	20.8	
Ate meals at a soup kitchen/community meal program	46	7.0	31	6.2	15	9.5	
Anyone in household skipped/cut size of meals because of not enough money for food	95	15.8	68	13.8	27	22.8	*
Frequency of skipping/cutting meals ( <i>n</i> = 95)							
Almost every month	22	21.7	14	17.2	8	31.1	
Some months, but not every month	39	41.5	27	41.0	12	42.7	
Only 1 or 2 months	34	36.8	27	41.8	7	26.2	
Did not eat for a whole day because of not enough money for food	71	10.8	51	9.3	20	16.0	*
Frequency of not eating a whole day ( <i>n</i> = 71)							
Almost every month	17	24.1	11	18.1	6	35.9	
Some months, but not every month	23	37.4	14	36.8	9	38.5	
Only 1 or 2 months	31	38.6	26	45.1	5	25.6	
Ate less than you should because of not enough money for food	142	21.2	107	19.6	35	26.7	
Were hungry but didn't eat because could not afford food	122	19.4	89	17.1	33	27.6	*
Lost weight because of not enough food	88	13.0	62	11.0	26	20.1	*
Worried about running out of food							
Often true	60	8.1	43	6.8	17	12.3	
Sometimes true	164	26.8	128	25.6	36	31.1	
Never true	383	65.1	306	67.6	77	56.6	
Did not have enough money to buy food after food didn't last							*
Often true	55	7.7	40	6.2	15	12.7	

Sometimes true	163	27.0	122	25.3	41	32.8	
Never true	389	65.4	315	68.5	74	54.5	
Could not afford to eat balanced meals							
Often true	73	9.8	57	9.8	16	10.0	
Sometimes true	150	23.4	113	21.6	37	29.7	
Never true	385	66.7	307	68.6	78	60.3	
Food insecure <sup>b</sup>	193	29.3	145	27.0	48	37.1	*

\* $p < .05$ , \*\* $p < .01$ ; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup>Three youth were not asked these questions.

<sup>b</sup>A youth was classified as *food insecure* if he or she answered “yes” to two of more of the following items: (1) Anyone in household skipped/cut size of meals because of not enough money for food, (2) Did not eat for a whole day because of not enough money for food, (3) Ate less than you should because of not enough money for food, (4) Did not have enough money to buy food after food didn’t last (sometimes or often), and (5) Could not afford to eat balanced meals (sometimes or often).

Table 49 displays unemployment and workers’ compensation payments youth reported receiving. Less than 2 percent of the youth reported ever receiving unemployment compensation, and a fraction of those youth said that they were currently receiving compensation. Among those who ever received unemployment compensation, in the previous 12 months most had received it for more than four weeks. The largest proportion of youth said they received over \$200 per week in unemployment compensation. Similar to unemployment compensation, less than 2 percent of youth in the study reported ever receiving workers’ compensation. Of those who ever received it, about a third of youth were currently receiving workers’ compensation. In the past 12 months, most youth reported receiving it for one or more weeks and most received more than \$200 per week.

**Table 49. Unemployment Compensation and Workers' Compensation**

	#	%
Ever received unemployment compensation	12	1.7
Currently receiving State or Federal unemployment compensation ( <i>n</i> = 12)	3	22.3
Number of weeks received unemployment compensation in past 12 months ( <i>n</i> = 12)		
0 weeks	3	15.6
1 week to 4 weeks	5	31.3
More than 4 weeks	4	53.1
Average amount received from unemployment benefits (per week) ( <i>n</i> = 9) <sup>a</sup>		
\$1 to \$100	3	28.4
\$101 to \$200	3	27.9
More than \$200	2	43.7
Ever received Workers' Compensation	8	1.7
Currently receiving Workers' Compensation ( <i>n</i> = 11) <sup>b</sup>	2	31.6
Number of weeks received Workers' Compensation in the past 12 months ( <i>n</i> = 8) <sup>c</sup>		
0 weeks	2	33.1
1 or more weeks	5	66.9
Average amount received from Workers' Compensation benefits (per week) ( <i>n</i> = 5) <sup>d</sup>		
Less than \$200	1	12.3
More than \$200	4	87.7

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Item missing 11.1% due to four youth reporting receiving \$0.

<sup>b</sup> Item missing 18.2% due to three youth reported "don't know" to ever receiving workers' compensation, and were asked the question about receipt of current compensation.

<sup>c</sup> Item missing 12.5% since one youth was not asked this question at the interview.

<sup>d</sup> Item missing 16.7% due to one youth not being asked this question at time of interview.

## Public Assistance

Past research has shown that a nontrivial percentage of transition-age foster youth participate in various public assistance programs. Dworsky (2005) found that nearly 17 percent of the 8,511 former foster youth were recipients of AFDC or TANF cash assistance at some point during their first two years after discharge from foster care in Wisconsin. In addition, nearly a third of these youth received food stamps at some point during their first two years after they left care. The study found that not being white increased the likelihood of receiving both cash and food stamp benefits and was associated with a longer duration of receipt (Dworsky, 2005). Byrne and colleagues (2014) examined receipt of public assistance after discharge for a cohort of 7,492 former foster youth who exited care between 2002 and 2004 in Los Angeles County. These youth were all discharged from care after age 16, with over 70 percent of the

young people exiting at age 18 or older. The study found that 28 percent of youth received CalWorks (California's TANF program) or General Relief (general assistance for indigent adults) during the follow-up period, which ranged from five to eight years depending on when the youth exited care. Similar to Dworsky (2005), Byrne and colleagues (2014) found nonwhite youth had a greater likelihood of receiving public assistance than youth who were white. Courtney and colleagues (2005) reported that one-quarter of 19-year-old participants in the Midwest Study received one or more forms of need-based government benefits such as TANF, unemployment insurance, or food stamps. Needell and colleagues (2002) examined the characteristics of 12,306 who exited foster care due to reaching the age of maturation in California from 1992 and 1997. The study found that 24 to 27 percent of former foster youth were receiving AFDC or TANF related benefits at any point during the 7-year study. Unsurprisingly, Dworsky (2005), Courtney and colleagues (2005), Byrne and colleagues (2014) and Needell and colleagues (2002) each found a strong and consistent relationship between gender and public assistance receipt, with women being significantly more likely to receive benefits than men.

CalYOUTH participants were asked about receipt of Supplemental Nutrition Assistance Program (SNAP) assistance, which is commonly called Food Stamps, or CalFresh in California. As presented in Table 50, one in three youth reported that they had ever received CalFresh benefits. Of those youth, nearly three-fifths were currently receiving benefits. Among the young people who ever received CalFresh benefits, more than two-thirds had received assistance for more than four weeks in the past year. More than half of the youth reported receiving between \$101 and \$200 per month in assistance. The average monthly amount youth reported receiving in CalFresh benefits was about \$190 (the median was \$189). Over nine in ten mothers reported ever receiving Supplemental Nutrition Program for Women, Infants and Children (WIC) and over four-fifths reported that they were currently receiving WIC benefits.

Females were more likely than males to have ever received CalFresh (37.6% vs. 26.8%,  $F = 5.7, p < .05$ ). Youth in care were significantly less likely than youth who exited care to have ever received CalFresh benefits (29.6% vs. 45.7%,  $F = 9.1, p < .01$ ).<sup>32</sup> Among youth who participated in the CalFresh program in the past year, the average benefit amount was greater for females than males (\$197 vs. \$164,  $F = 4.7, p < .05$ ) and for out-of-care youth than in-care youth (\$215 vs. \$174,  $F = 5.1, p < .05$ ).<sup>33</sup>

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<sup>32</sup> Recall that the proportions of in-care youth receiving public assistance includes both youth who remained in care since Wave 1 and youth who had left care and returned since Wave 1. Although the two groups were no different in their current receipt of CalFresh benefits, youth who left care and came back were about twice as likely as youth who remained in care to have ever received food stamps (49.1% vs. 25.9%,  $F = 13.3, p < .001$ ).

<sup>33</sup> After controlling for whether the youth has a biological child who lives with them, the gender difference in average CalFresh benefits was no longer significant. However, the difference in average CalFresh benefit between out-of-care youth and in-care youth remained significant and became slightly larger after accounting for whether the youth has a child who lives with them (a

**Table 50. Public Food Assistance**

	#	% / Mean (SD)
Ever received Food Stamps/CalFresh	197	33.3
Currently receiving Food Stamps/CalFresh ( <i>n</i> = 197)	119	59.1
Number of weeks received Food Stamps/CalFresh in the past 12 months ( <i>n</i> = 197)		
0 weeks	14	8.6
1 to 4 weeks	37	22.1
5 to 12 weeks	49	25.2
13 to 24 weeks	21	8.8
25 or more weeks	69	35.3
Average amount received in Food Stamp/CalFresh per month (average) ( <i>n</i> = 176) <sup>a,b</sup>		\$187 (\$109)
Average amount received in Food Stamp/CalFresh per month (categories) ( <i>n</i> = 176) <sup>c</sup>		
\$1 to \$100	41	22.1
\$101 to \$200	99	58.7
\$201 to \$500	12	8.3
More than \$500	22	10.9
Among mothers, ever received Supplemental Nutrition Program for Women, Infants and Children (WIC) ( <i>n</i> = 99)	91	93.3
Currently receiving WIC ( <i>n</i> = 91)	75	82.3
Number of weeks received WIC in the past 12 months ( <i>n</i> = 91)		
0 weeks	6	9.1
1 to 4 weeks	12	12.3
5 to 12 weeks	17	18.0
13 to 24 weeks	8	9.1
25 to 51 weeks	23	22.8
52 weeks	24	28.7
Average amount received to purchase food items (per month) ( <i>n</i> = 82) <sup>d</sup>		
\$1 to \$50	12	14.2
\$51 to \$100	24	34.3
\$101 to \$200	21	29.4
\$201 to \$500	12	13.1
More than \$500	10	9.1

\**p* < .05; *Note*: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes youth who reported receiving food stamps for 1 or more weeks during the past year.

difference of \$41, *p* = .025 without controlling for resident child, and a difference of \$46, *p* = .012 after controlling for resident child).

<sup>b</sup> Five youth responded “don’t know” or “refused” to the question about the specific dollar amount they received in food stamps and were asked a follow-up question with categories. When calculating the average amount of food stamp payments, the midpoint was used for the following categories: “\$1 to \$100” ( $n = 2$ ), “\$100 to \$200” ( $n = 3$ ).

<sup>c</sup> Youth were first asked to provide the exact dollar amount, but if they replied “don’t know” or “refused” they were asked a follow-up question with categories. The categories reported here reflect the categories in the latter question. The responses of youth who reported a specific amount were recoded to these categories.

<sup>d</sup> A total of 90 females reported receiving WIC benefits in the past 12 months (one youth answered “don’t know”). Of these 90 females, 84 reported receiving WIC benefits for one or more weeks during the past year. An additional two females reported receiving \$0 in benefits. These findings include females who received some WIC benefits for one or more weeks over the past year

As displayed in Table 51, less than one-tenth of respondents reported ever living in public housing or had received rental assistance. Among those who ever received housing assistance, about half were currently receiving this benefit. In the past 12 months, about half of the youth received housing assistance for four weeks or longer. Of those who reported receiving assistance for at least one week in the past 12 months, most youth received more than \$500 per month toward housing. Among those who ever received any public housing assistance, males were more likely than females to be currently living in public housing or receiving rental assistance (74.3% vs. 33.2%,  $F = 4.8 p < .05$ ).

**Table 51. Public Housing and Rental Assistance**

	#	%
Ever lived in public housing/rental assistance	40	6.7
Currently receiving any public housing assistance ( $n = 40$ ) <sup>N</sup>	21	51.2
Number of weeks received public housing/rental assistance in the past 12 months ( $n = 40$ )		
0 weeks	11	21.7
1 to 4 weeks	10	30.0
5 to 24 weeks	7	18.5
25 to 51 weeks	7	21.2
52 weeks	3	8.8
Average amount received for rental assistance (per month) ( $n = 27$ ) <sup>a, b</sup>		
\$100 to \$500 per month	9	29.8
More than \$500 per month	12	70.2

Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

<sup>a</sup> Includes youth who reported receiving rental assistance for 1 or more weeks during the past year.

<sup>b</sup> Item missing 22.2 percent due to four youth reporting to be receiving public housing assistance but reported receiving \$0 per month and due to “don’t know” responses



As reported in Table 52, very few CalYOUTH participants reported ever receiving Temporary Assistance for Needy Families (TANF, or, as named in California, CalWORKs). Of the youth who ever participated in the CalWORKs program, under two-thirds were currently receiving these benefits. The majority of youth received CalWORKs benefits for less than six months of the past year, and most reported receiving between \$100 and \$500 in benefits. Fewer than one in ten youth reported receiving some other form of public assistance (e.g., SSI, general assistance, emergency assistance), and slightly over one-third of youth who ever received benefits were receiving payments at the time of the interview. Of the youth who ever received other assistance, most received it for less than half of the past year, and most reported receiving between \$500 and \$1,000 per month in payments. Youth who were in care at the time of the interview were significantly less likely than youth who had left care to receive one or more of these other forms of assistance (6.0% vs. 17.9%,  $F = 14.5$ ,  $p < .001$ ).<sup>34</sup>

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<sup>34</sup> Recall that the proportions of in-care youth receiving public assistance includes both youth who remained in care since Wave 1 and youth who had left care and returned since Wave 1. Youth who left care and came back were about four times as likely as youth who remained in care to have ever received CalWORKs benefits (8.6% vs. 2.1%,  $F = 5.2$ ,  $p < .05$ ). There were no significant differences in receipt of some form of other welfare program benefits.

**Table 52. TANF and Other Public Welfare Assistance**

	#	%
Ever received low-income family assistance (TANF/CalWORKs)	16	2.7
Currently receiving TANF/CalWORKs <sup>N</sup> ( <i>n</i> = 16)	8	62.2
Number of weeks received TANF/CalWORKs in the past 12 months ( <i>n</i> = 16)		
Zero weeks	2	16.6
1 to 24 weeks	9	52.1
25 to 52 weeks	4	31.3
Average amount received in TANF/welfare/other assistance (per month) ( <i>n</i> = 13)		
\$100 to \$500 per month	6	52.3
More than \$500 per month	7	47.7
Ever received other welfare program benefits (e.g., SSI, general assistance payments, emergency assistance payments)	54	8.7
Currently receiving social security payments (SSI, SSDI, dependents' payments, general assistance payments, emergency assistance payments) ( <i>n</i> = 54)	23	36.2
Number of weeks received other welfare benefits in the past 12 months ( <i>n</i> = 54)		
0 weeks	4	5.3
1 to 4 weeks	10	23.1
5 to 24 weeks	18	41.3
25 to 51 weeks	5	8.2
52 weeks	13	22.1
Average amount received from other welfare payments (per month) ( <i>n</i> = 46) <sup>a</sup>		
\$500 or less	10	26.1
\$501 to \$1,000	29	66.4
More than \$1,000	6	7.5

Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

<sup>a</sup> Includes youth who reported receiving payments for one or more weeks in the past year. One youth reported receiving \$0 and was not included.

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## Physical and Mental Health

### Physical Health

A recent policy statement from the American Academy of Pediatrics (2012) underscores the health care needs and service gaps for young adults aging out of foster care. While the majority of transition-age foster youth rate their health as good or excellent, a nontrivial proportion of youth report struggling with health limitations (Courtney et al., 2005; Courtney, Piliavin, Grogan-Kaylor, & Nesmith, 2001; Kools, Paul, Jones, Monasterio, & Norbeck, 2013; Reilly, 2003). Roughly one-quarter of 19-year-olds in the

Midwest Study reported having health conditions that limited their ability to engage in vigorous activity, and 10 percent reported having conditions that limit their ability to engage in moderate activity (Courtney et al., 2005). Approximately one-third of Midwest Study participants visited the emergency room more than three times in the past five years and a similar proportion went to the hospital more than once in the past five years. Overall, pregnancy-related hospitalizations accounted for the largest portion of visits (39%), followed by hospitalizations due to illness (19%), injury or accident (16%), and drug use or emotional problems (13%). Compared to Midwest Study participants who remained in care at age 19, those who were no longer in care reported more instances of health problems such as stomachaches, muscle or joint aches, trouble sleeping, trouble relaxing, and moodiness. These differences in health status may reflect the stressful experience of transitioning out of care to independent living (Courtney et al., 2005).

As displayed in Table 53, when CalYOUTH participants were asked about their general health status, about one-fourth rated their health as “excellent” and almost three-fifths reported their health as being “good” or “very good.” Youth in the Add Health study saw themselves as being in better health than did the CalYOUTH participants ( $F = 15.6, p < .001$ ). For example, nearly three-quarters of Add Health participants rated their health as “excellent” or “very good” while only a little over half of CalYOUTH participants did so. Furthermore, similar trends were true when comparisons were made across studies for males ( $F = 17.2, p < .001$ ) and for females ( $F = 11.6, p < .001$ ).

**Table 53. Current Health Status (*n* = 611)**

	CalYOUTH		Add Health		<i>p</i>
	#	%	#	%	
General health rating					***
Excellent	142	24.0	253	31.6	
Very good	190	30.7	306	42.6	
Good	167	27.3	161	20.9	
Fair	94	16.1	33	4.3	
Poor	18	2.0	6	0.1	

\*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

The health and dental insurance coverage of young people in this study is reported in Table 54. Overall, about nine in ten young adults reported having health insurance, and four in five young adults had dental insurance coverage. Among those with health and dental coverage, over 90 percent reported their primary source of insurance as Medi-Cal (California’s Medicaid program) or another state program.<sup>35</sup>

There were differences by gender and by in-care status in terms of insurance coverage. Females were significantly more likely than males to report having health insurance (95.0% vs. 89.0%, *F* = 5.3, *p* < .05) and dental insurance (85.7% vs. 75.3%, *F* = 7.2, *p* < .01). Additionally, young people who were still in-care at the time of their interview were more likely than those who had left care to report having health insurance and dental insurance. Moreover, youth in care were more likely than youth who left care to report that Medi-Cal was the primary source of health insurance.

Young people in CalYOUTH were more likely than those in Add Health to report having health insurance (92.6% vs. 79.9%, *p* < .001), which was true among males (89.0% vs. 77.3%, *F* = 7.8, *p* < .01) and among females (95.0% vs. 81.6%, *F* = 21.1, *p* < .001).<sup>36</sup>

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<sup>35</sup> In addition to the two questions summarized in Table 54, two additional questions were asked that mirrored items in the NYTD survey: “Currently are you on Medi-Cal?” and “Currently do you have health insurance, other than Medi-Cal?” A total of 90.8% of youth responded “yes” to the former question, and 13.2% responded “yes” to the latter question.

<sup>36</sup> It is important to note that the Add Health data were collected before the implementation of the Affordable Care Act Medicaid program expansions and the provisions of the law allowing young adults to remain on their parents’ health insurance. Both of these provisions of the law increase the likelihood that 19-year-olds in California have health insurance.

**Table 54. Health Insurance Coverage and Dental Insurance Coverage**

	Overall		Out of Care		In Care		<i>p</i>
	#	%	#	%	#	%	
<b>Health insurance</b>							
Youth has health insurance	558	92.6	107	83.9	451	95.0	***
Primary source of health insurance ( <i>n</i> = 558)							*
Plan purchased through employer or union	9	1.6	4	4.2	5	0.9	
Plan youth/family member bought on their own	10	1.6	4	4.2	6	0.9	
Medicaid/Medi-Cal/state program	508	93.5	92	86.7	416	95.2	
Tricare (formerly Champus), VA, or military	3	0.6	2	0.9	1	0.5	
Other	13	2.7	3	3.9	10	2.4	
<b>Dental insurance</b>							
Youth has dental insurance	474	81.5	79	69.1	395	84.9	***
Primary source of dental insurance ( <i>n</i> = 474)							
Plan purchased through employer or union	9	2.0	3	5.6	6	1.2	
Plan youth/family member bought on their own	11	1.9	3	3.1	8	1.6	
Medicaid/Medi-Cal/state program	412	93.0	63	89.1	349	93.8	
Tricare (formerly Champus), VA, or military	4	0.9	2	1.3	2	0.8	
Alaska Native/Indian Health Service/Tribal Health Services	2	0.3	1	0.8	1	0.2	
Other	6	2.0	0	0.0	6	2.4	

*Note:* Unweighted frequencies and weighted percentages.

Data on the use of medical care and barriers to care are displayed in Table 55. About six in 10 youth in our sample reported having had a physical exam in the past year before their interview; a comparable proportion reported having had a dental exam in the same time frame. Close to one-fifth of youth reported being unable to receive needed medical care within the past year, and among these respondents, the most common reasons for not being able to receive needed medical care were not having insurance, not knowing where to go, and lack of transportation. Additionally, about a quarter of respondents said they were unable to access medical care for some other reason. These other reasons commonly included not having coverage in their area, administrative barriers, or miscommunications between medical providers, caregivers, and foster youth regarding access to care. Fewer youth reported encountering barriers to receiving needed dental care. About one in ten youth reported being unable to receive needed dental care within the past year. The three most common barriers to medical care were also the three most common barriers to receiving needed dental care: not having insurance, not knowing where to go, or not having transportation. Finally, about one in five youth reported having an injury during the past year that was either “serious,” “very serious,” or “extremely serious.”

In terms of gender differences, females were more likely than males to have had a physical exam within the past year (71.7% vs. 50.9%), whereas males were more likely than females to have had their last exam one to two years ago or more than two years ago (10.4% vs. 4.3%) ( $F = 10.2, p < .001$ ). There were also gender differences in terms of the worst injury youth reported experiencing in the past year ( $F = 2.5, p < .05$ ).<sup>37</sup> Differences in time since last physical exam were found by in-care status ( $F = 8.5, p < .001$ ). In particular, youth who were still in-care were more likely than those who had exited care to report having a physical exam less than a year ago (67.8% vs. 48.5%), while youth who left care were more likely than youth still in care to have most recently had an exam more than two years ago (14.3% vs 4.6%).

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<sup>37</sup> While the overall distribution of responses to the question about the injury severity differed between genders at a statistically significant level, none of the differences between genders for individual response categories (e.g., “very minor,” “very serious”) reached statistical significance. The differences that approached statistical significance were females’ (4%) greater likelihood than males (1%) of reporting an extremely serious injury and males’ (48%) greater likelihood than females (37%) of reporting a minor injury.

**Table 55. Medical Care Use and Barriers to Use**

	#	%
Last physical exam		
Never	2	0.1
Less than 1 year ago	381	63.4
1 to 2 years ago	180	29.7
2 or more years ago	46	6.8
Last dental exam		
Never	1	0.4
Less than 1 year ago	363	63.3
1 to 2 years ago	193	29.4
2 or more years ago	54	6.9
Unable to receive needed medical care in the past year	101	17.5
Reason(s) unable to receive medical care ( <i>n</i> = 101)		
Didn't know where to go	14	12.8
Cost too much	8	9.5
No transportation	11	10.6
Hours were inconvenient	6	7.8
No insurance	38	35.4
Other reason	24	24.0
Unable to receive needed dental care in the past year ( <i>n</i> = 609) <sup>a</sup>	75	12.9
Reason(s) unable to receive dental care ( <i>n</i> = 75)		
Didn't know where to go	15	19.5
Cost too much	8	8.2
No transportation	11	13.7
Hours were inconvenient	6	7.3
No insurance	26	39.4
Other	8	11.9
Worst injury in the past year		
Very minor	229	38.5
Minor	252	41.0
Serious	93	14.6
Very serious	21	3.0
Extremely serious	16	2.9

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Two respondents indicated that they did not need dental care in past year.

Table 56 presents findings on youths' reports of receipt of behavioral health counseling and psychotropic medication use during the past year. Overall, over one-quarter of the youth reported receiving psychological or emotional counseling, about 6 percent reported receiving treatment for an alcohol or substance abuse problem, and 15 percent reported they were prescribed medication for their emotions. More than half of youth who took medications for their emotions "agree" or "strongly agree" that their medication improved their mood, concentration, or behavior, and less than half reported that it helped them get along better with others. Side effects were a problem ("strongly agree" or "agree") for a little over a third of youth, and roughly three-quarters had a neutral or positive view ("neither disagree nor agree," "agree," or "strongly agree") about whether good things about medication outweighed the bad. Additionally, most youth said the prescribing doctor listened to them when deciding to prescribe medicine, and less than a third of youth said they are taking the prescribed medications because of pressure from others.

Differences in the proportion of youth receiving treatment for an alcohol or substance abuse problem in the past year were present between youth in care and those who left care ( $F = 7.9, p < .01$ ). More than twice as many out-of-care youth than in-care youth received treatment (11.6% vs. 4.1%,  $F = 7.9, p < .01$ ). While youth who left care were not significantly more likely than youth still in care to receive psychotropic medication, out-of-care youth were more likely than in-care youth to report experiencing negative side-effects from the drugs ("neither agree nor disagree", "agree", or "strongly agree") (82.7% vs. 49.6%,  $F = 8.6, p < .01$ ).

Young people in the CalYOUTH Study were significantly more likely than those in Add Health to have received psychological or emotional counseling during the past year (26.8% vs. 8.7%,  $F = 47.1, p < .001$ ). When examining gender differences, males and females in CalYOUTH were about three times as likely as their counterparts in Add Health to have received psychological services or emotional counseling (22.6% vs. 7.2% for males, 29.5% vs. 9.7% for females, both  $p < .001$ ). There were no significant differences between the studies in terms of the proportion of youth who received treatment for a drug or substance abuse problem in the past year.



**Table 56. Behavioral Health Counseling and Psychotropic Medication Use**

	#	%
Received psychological or emotional counseling in the past year	181	26.8
Received treatment for an alcohol or substance abuse problem in the past year	36	5.8
Received medication for emotional problems in the past year	106	15.4
Among youth who received medication for emotional problems in the past year ( <i>n</i> = 106)		
Medicine improves mood, helps concentrate, or helps behave better		
Strongly agree	15	16.7
Agree	41	34.6
Neither agree or disagree	26	26.0
Disagree	9	9.1
Strongly disagree	15	13.7
Get along better with people when on medication		
Strongly agree	17	15.3
Agree	20	17.2
Neither agree or disagree	30	27.5
Disagree	24	25.6
Strongly disagree	15	14.4
Medicine gives bad side effects		
Strongly agree	18	16.4
Agree	24	19.4
Neither agree or disagree	20	22.5
Disagree	31	30.1
Strongly disagree	13	11.6
Good things about medication outweigh the bad things		
Strongly agree	17	19.4
Agree	27	25.1
Neither agree or disagree	35	30.0
Disagree	17	18.8
Strongly disagree	9	6.8
When deciding to give medication doctor listens to what I have to say		
Strongly agree	35	38.1
Agree	51	45.6
Neither agree or disagree	2	2.2
Disagree	12	11.0

Strongly disagree	6	3.1
Take medication only because of pressure from other people		
Strongly agree	17	15.4
Agree	13	15.8
Neither agree or disagree	8	5.4
Disagree	38	39.0
Strongly disagree	29	24.5

Note: Unweighted frequencies and weighted percentages. There were no significant gender differences for questions in this table.

The health conditions and disabilities of young people in this study are presented in Table 57. Overall, about one-fifth of young people reported having a health condition or disability that limits their daily activities. Among these youth, over one-third reported their health condition limits their activities “a lot,” and about one-fourth of youth with a health condition/disability reported their health condition developed within the past year.

Differences by gender emerged in the prevalence and onset of health conditions/disabilities that limit daily activities. Females were over twice as likely as males to report having a health condition or disability that limits their daily activities ( $F = 16.2, p < .001$ ), and among those that had a condition or disability, females were more likely than males to report that this condition or disability developed within the past year ( $F = 7.2, p < .01$ ).

**Table 57. Health Conditions, Disabilities, and Injuries**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Has health condition or disability that limits daily activities	123	19.0	92	24.6	31	10.6	***
How much health condition or disability limits daily activities ( <i>n</i> = 123)							
Limited a little	76	63.0	58	65.8	18	53.0	
Limited a lot	46	37.1	33	34.2	13	47.0	
When health conditions or disabilities developed ( <i>n</i> = 123)							**
Within the past year	26	24.8	23	29.7	3	7.6	
More than a year ago	97	75.3	69	70.3	28	92.4	

\*\*\* $p < .01$ , \*\* $p < .001$ ; Note: Unweighted frequencies and weighted percentages.

Tables 58 and 59 present height and weight information self-reported by CalYOUTH participants and statistics on body mass index (BMI). Using the height and weight information and standard BMI calculations, we computed the mean BMI for the CalYOUTH and Add Health participants, as well as percentile rankings to indicate the relative position of the youth’s BMI among young adults of the same age and sex. Body mass index is a useful measure for assessing the extent to which one’s body weight

deviates from what is considered desired or healthy for a person of that height and is used for screening of weight categories that may lead to health problems (Centers for Disease Control and Prevention, 2011). As displayed in Table 59, on average, youth are about 66 inches tall and weigh 165 pounds. Males reported being significantly taller ( $F = 407.1, p < .001$ ) and heavier ( $F = 30.2, p < .001$ ) than did females. There were also differences in average height between race/ethnicity groups, as youth in the “other” category (63.8 inches) were significantly shorter than youth in the other four categories (range 65.9 to 67.6 inches) ( $F = 3.8, p < .01$ ).

**Table 58. Height and Weight**

	Overall		Female		Male		<i>p</i>
	#	Inches/Lbs. (SD)	#	Inches/Lbs. (SD)	#	Inches/Lbs. (SD)	
Height	610	66.1 (4.3)	366	63.7 (2.9)	244	69.7 (3.4)	***
Weight	603	165.5 (47.6)	361	155.7 (42.1)	242	179.9 (50.0)	***

\*\*\* $p < .001$ ; Note: Unweighted frequencies and weighted percentages.

Table 59 displays information on the average BMIs for young people in the CalYOUTH Study and Add Health study, both overall and separated by gender. The overall BMI for CalYOUTH participants was 26.5. The majority of youth fell within the “healthy” weight classification, although 44 percent fell in the “overweight” or “obese” categories based on their BMI, gender, and age. There were no significant differences in BMI or weight classes among CalYOUTH participants by gender, race/ethnicity, or in-care status.

Overall, CalYOUTH participants had a higher BMI than Add Health participants ( $F = 10.9, p < .01$ ). When breaking the analyses out by gender, CalYOUTH females had a higher BMI than did Add Health females ( $F = 21.2, p < .001$ ), but the males in the two studies did not significantly differ in terms of BMI. When comparing the two studies in terms of weight classification, significant differences were present only for females ( $F = 2.1, p < .05$ ). Females in the Add Health study were more likely than females in the CalYOUTH sample to fall in the “healthy” weight category, and CalYOUTH females were more likely than Add Health females to fall in the “obese” category. BMI and weight status comparisons with Add Health should be interpreted with caution for two reasons. First, the CalYOUTH sample contains higher proportions of black and Hispanic youth than Add Health, and these latter groups are generally at higher risk of being overweight or obese (Ogden, Carroll, Kit, & Flegal, 2014). Second, there was an upward trend in the U.S. in the prevalence of obesity in late adolescence through the 1990s and into the 2000s (Ogden et al., 2014). For these two reasons, differences in weight status between CalYOUTH participants and a comparable sample of youth from the general population today are likely to be less pronounced than estimates reported in Table 58.

**Table 59. Body Mass Index (BMI) and Obesity**

	CalYOUTH						Add Health								
	Overall (n = 602)		Female (n = 360)		Male (n = 242)		Overall (n = 688) <sup>a</sup>		<i>p</i>	Female (n = 405) <sup>b</sup>		<i>p</i>	Male (n = 283) <sup>c</sup>		<i>p</i>
Mean BMI (SD)	26.5 (6.6)		27.0 (6.8)		25.9 (6.3)		25.2 (5.0)		**	24.6 (4.7)		***	26.1 (5.3)		
	#	%	#	%	#	%	#	%		#	%		#	%	
BMI Status												*			
Underweight (BMI < 19)	25	3.7	12	2.2	13	5.9	23	2.9		12	2.7		11	3.0	
Healthy weight (19 ≤ BMI < 25)	317	51.6	176	48.5	141	56.3	415	57.8		257	62.5		158	43.0	
Overweight (25 ≤ BMI < 30)	124	22.3	78	24.2	46	19.5	166	23.0		83	20.4		83	20.1	
Obese (BMI ≥ 30)	136	22.4	94	25.1	42	18.4	112	16.4		53	14.5		59	13.8	

\**p* < .05, \*\**p* < .01, \*\*\**p* < .001; *Note:* Unweighted frequencies and weighted percentages and means.

<sup>a</sup> Differences between overall Add Health and CalYOUTH samples are statistically significant.

<sup>b</sup> Differences between Add Health and CalYOUTH females are statistically significant.

<sup>c</sup> Differences between Add Health and CalYOUTH males are statistically significant. There were no significant differences between the groups.

As reported in Table 60, about one-quarter of young adults reported ever smoking regularly (i.e., at least one cigarette every day for 30 days). Additionally, approximately one-quarter of youth reported ever smoking during the past month. Males were significantly more likely than females to report smoking a cigarette at all in the past 30 days ( $F = 8.2, p < .01$ ). Differences emerged by race/ethnicity ( $F = 5.1, p < .001$ ) in the proportion of youth who reported smoking. Ordering from greatest to least, the following proportions of youth in each race/ethnicity group reported ever smoking cigarettes regularly: white (41.5%), mixed-race (36.4%), “other” (28.1%), African American (19.8%), and Hispanic (17.6%). White youth and mixed race youth were more likely to have ever smoked than African American and Hispanic youth. About twice as many youth who were no longer in care reported ever smoking regularly than did those who were still in care (40.3% vs. 19.7%,  $F = 19.5, p < .001$ ). Additionally, a greater proportion of white youth (39.4%) than Hispanic youth (26.6%) and African American youth (19.8%) smoked during the past month ( $F = 2.8, p < .05$ ). When examining smoking by care status, youth no longer in care were more likely than youth still in care to have smoked in the past 30 days (35.8% vs. 24.2%,  $F = 5.6, p < .05$ ). Finally, participants in Add Health were significantly more likely than CalYOUTH participants to report ever having smoked cigarettes regularly (43.1% vs. 24.3%,  $F = 34.1, p < .001$ ). This difference was present for both males (41.4% vs. 27.9%,  $F = 6.9, p < .01$ ) and for females (44.3% vs. 22.0%,  $F = 29.5, p < .001$ ). Cigarette smoking comparisons between the CalYOUTH and Add Health participants should be interpreted with caution due to the decrease in cigarette smoking among late adolescents and young adults over the past 20 years (Center for Disease Control and Prevention, 2015).

**Table 60. Smoking**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Ever smoked cigarettes regularly (at least one cigarette per day for 30 days)	175	24.3	98	22.0	77	28.0	
Ever smoked cigarettes in the past 30 days	183	26.8	93	22.1	90	33.8	**

\*\* $p < .01$ ; Note: Unweighted frequencies and weighted percentages.

Table 61 presents data on youths’ most recent hospitalizations. About three in ten young people in our study reported being hospitalized at least one time since their baseline interview. Among those who were hospitalized at least once, the average number of hospitalizations was 2.0 ( $SD = 1.3$ ).<sup>38</sup> The most commonly reported reasons for being recently hospitalized were related to pregnancy, illness, or an injury or accident.

<sup>38</sup> When calculating the mean number of hospitalizations, responses were top-coded at 10 (two youth reported more than 10 hospitalizations).

Additionally, less than one-tenth of these youth reported being hospitalized because they were experiencing emotional, psychological, or mental health problems.

Females were more likely than males to not have been hospitalized at least once since their last interview ( $F = 13.3, p < .001$ ). Among youth who were hospitalized, males were more likely than females to have been hospitalized because of an injury/accident, while a sizeable proportion of females reported being hospitalized because of pregnancy-related issues ( $F = 5.3, p < .001$ ).

Differences were also present between the Add Health and CalYOUTH participants in the timing of and reason for their most recent hospitalization. In general, CalYOUTH Study participants were more likely than Add Health participants to have been recently hospitalized ( $F = 7.4, p < .001$ ). For example, twice as many CalYOUTH participants as Add Health participants reported that their most recent hospitalization occurred within the last three months (26.1% vs. 13.0%). Differences in the timing of most recent hospitalization were present for males ( $F = 16.2, p < .001$ ) and females ( $F = 4.0, p < .01$ ) across the two studies. For example, CalYOUTH males were much more likely than Add Health males to have been hospitalized in the three months preceding the interview (32.4% vs. 2.9%) and much less likely for their most recent hospitalization to have occurred at least two years before the interview (3.8% vs. 53.3%). CalYOUTH females were more likely than Add Health females to have been hospitalized four to six months preceding the interview (20.8% vs. 8.5%) and ten to twelve months since the interview (18.6% vs. 6.9%), and much less likely to have experienced their most recent hospitalization at least two years before the interview (4.6% vs. 28.8%). In terms of the reason for most recent hospitalization, CalYOUTH participants were more likely than Add Health participants to report that they went to the hospital because of a drug/alcohol problem or emotional/mental health problem (23.8% vs. 2.4%) ( $F = 15.4, p < .001$ ).<sup>39</sup> CalYOUTH males were more likely than Add Health males to have been recently hospitalized due to a substance or a psychological health problem (35.7% vs. 6.0%) and less likely to have been recently hospitalized because of an illness (25.8% vs. 48.6%) ( $F = 5.9, p < .01$ ). CalYOUTH females were more likely than Add Health females to have been recently hospitalized due to a substance or a psychological health problem (19.4% vs. 1.0%) and less likely to have been recently hospitalized because of a pregnancy-related issue (39.0% vs. 55.5%) ( $F = 17.7, p < .001$ ).

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<sup>39</sup> The Add Health version of this question had a single response category for emotional or mental health problem and alcohol or other drug problem. These response categories were separate options in the CalYOUTH Study, but were combined into a single category when compared with Add Health.

**Table 61. Hospitalizations**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Hospitalized since last interview	195	30.9	144		51		**
Among hospitalized youth, number of hospitalizations since last interview (mean, SD)	2.0 (1.7)		1.9 (1.2)		2.0 (1.2)		
Time of most recent hospitalization ( <i>n</i> = 195)							
Within the past 3 months	53	26.1	38	23.6	15	32.4	
4 to 6 months ago	40	20.8	28	20.8	12	21.0	
7 to 9 months ago	24	13.9	17	13.8	7	14.0	
10 to 12 months ago	37	19.5	29	18.6	8	21.9	
More than 1 year but less than 2 years ago	30	15.4	24	18.6	6	7.0	
At least 2 years ago	10	4.4	7	4.6	3	3.8	
Main reason for most recent hospitalization ( <i>n</i> = 195)							***
Illness	49	26.8	34	27.1	15	25.8	
Injury or accident	34	19.4	19	13.3	15	35.8	
Alcohol or other drug problem	12	7.3	8	5.9	4	11.1	
Emotional or mental health problem	35	16.5	20	13.5	15	24.6	
Pregnancy related	61	28.4	61	39.0	0	0	
Other	3	1.6	2	1.3	1	2.7	
Ever hospitalized for mental health since last interview	57	8.8	32	8.2	25	9.7	

\*\**p* < .01, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

CalYOUTH respondents were also asked about other health services they received in the past year (see Table 62). Less than one in seven young adults in our study reported receiving family planning counseling or services, and over one-quarter of respondents reported receiving testing or treatment for any sexually transmitted diseases or AIDS. A greater proportion of females than males reported receiving treatment or testing for STDs or AIDS ( $F = 6.0, p < .05$ ). Additionally, differences between race/ethnicity groups emerged in the receipt of testing or treatment for STDs or AIDS ( $F = 4.8, p < .01$ ). African American youth (43.5%) were more likely to receive testing or treatment than all other groups (ranging from 16.1% to 25.2%) except the “other” race/ethnicity group.

**Table 62. Other Health Services Received by Youth**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Received in the past year							
Family planning counseling/services	90	13.5	56	14.3	34	12.2	
STD/AIDS testing or treatment	168	27.8	118	32.0	50	21.5	*

\**p* < .05; Note: Unweighted frequencies and weighted percentages.

### Mental Health<sup>40</sup>

Early maltreatment and experiences during out-of-home care, such as placement instability, can influence the psychological development and mental health status of children and adolescents in foster care (Aarons et al., 2010; Newton, Litrownik, & Landsverk, 2000; Oswald, Heil, & Goldbeck, 2010; Rubin, O'Reilly, Luan, & Localio, 2007). Older and former foster youth experience a higher prevalence of some current and lifetime mental health problems than young people without foster care involvement [see Havlicek, Garcia, and Smith (2013) and Kang-Yi and Adams (2015) for reviews]. At age 19, one-third of young adults in the Midwest Study reported having mental health problems. The most frequently reported mental health problems were PTSD (13%), alcohol abuse (11%), substance abuse (11%), and major depression (8%) (Courtney et al., 2005). Moreover, males in this sample were more likely than females to experience alcohol abuse (13% of males vs. 8% of females) and substance abuse (15% of males vs. 8% of females), while females reported a higher prevalence of major depressive disorder (11% of females vs. 5% of males) and PTSD (18% of females vs. 5% of males). Individuals who had left care had a higher lifetime prevalence of alcohol and other substance dependence and abuse than young adults who remained in care (Courtney et al., 2005), and 53 percent of the 19-year-olds in the Midwest Study reported needing behavioral health services (Brown, Courtney, & McMillen, 2015).

Despite high rates of mental health and substance use problems, many youth do not receive needed services (Brown et al., 2015). Furthermore, research suggests that youth who leave care use mental health services at a lower rate than young people who are still in care at age 19 (Brown et al., 2015; McMillen & Raghavan, 2009). A recent qualitative study of foster care alumni identified factors that could reduce youths' utilization of mental health services once they leave the foster care system (Sakai et al., 2014). When asked about their experience with mental health services while in care, youth in this study reported a lack of involvement in decisions about their mental health care and a lack of preparation to help them manage their health care when they are on their own. Youth also identified practical difficulties such as

<sup>40</sup> Due to a survey administration error, four youth were not asked mental health questions.



appointment availability and transportation as impeding their ability to use services after they left care (Sakai et al., 2014).

We assessed the mental health status of youth using the Mini International Neuropsychiatric Interview for Adults (MINI) (Sheehan et al., 1998) and assessed suicidal ideation and attempts among youth with the Composite International Diagnostic Interview (CIDI) (World Health Organization, 1998). The MINI is a brief structured diagnostic tool used to assess DSM-IV and ICD-10 psychiatric disorders in adults. Additionally, symptoms of eating disorders were assessed by using a short version of the Eating Disorder Inventory (EDI-3) (Friborg, Clausen, & Rosenvinge, 2013; Garner, 2004) and psychotic thinking was assessed using the Psychoticism dimension of the Symptoms Checklist-90-Revised (SCL-90-R) (Derogatis, 1996; Derogatis & Unger, 2010).

As displayed in Table 63, about one in five youth reported thinking about suicide sometime during the time since their first CalYOUTH Study interview (approximately two years) and less than one in ten reported attempting suicide during that period. Females were more likely than males to both think about and attempt suicide; nearly one in ten females reported having attempted suicide.

**Table 63. Past Suicidal Ideation and Suicide Attempts (n = 607)**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Thought about committing suicide since last interview	137	20.4	38	15.5	99	23.5	*
Attempted suicide since last interview	55	7.3	8	3.3	47	9.7	**

\**p* < .05, \*\**p* < .01; Note: Unweighted frequencies and weighted percentages.

Tables 64 and 65 present diagnostic information for a range of psychiatric disorders with prevalence rates for positive and negative diagnoses for the sample overall (Table 64) and for positive diagnoses by gender (Table 65). The most prevalent mental and behavioral health disorders were major depression, a substance use disorder, and an alcohol use disorder. There was also a relatively high prevalence for screens that assessed the presence of psychotic thinking and anorexia nervosa. Overall, about one in five youth had a positive screen for at least one of the current health disorders that we assessed; roughly one in seven screened positive for an alcohol or substance use disorder; and about one in three screened positive for either a mental health or substance use disorder.

Compared to males, females were more likely to report symptoms consistent with depression, a manic episode (current), panic disorder (lifetime and current), obsessive-compulsive disorder, posttraumatic stress disorder, generalized anxiety disorder, psychotic thinking, and symptoms of anorexia and bulimia. Moreover, a greater proportion of females than males screened positive for at least one of the mental health disorders that were assessed ( $F = 12.7, p < .001$ ). There were also a few differences in prevalence

rates by race/ethnicity and foster care status at the time of the interview. A greater proportion of youth in the “other” race/ethnicity category (16.5%) screened positive for hypomanic episode (past) than did Hispanic youth (2.2%) and African American youth (2.5%) ( $F = 3.0, p < .05$ ). Youth who exited care were more likely than youth who were still in care to screen positive for a manic episode (past) (7.4% vs. 2.2%,  $F = 7.6, p < .01$ ) and substance dependence (9.8% vs. 4.4%,  $F = 4.2, p < .05$ ). Furthermore, out-of-care youth had a greater likelihood of screening positive for at least one of the four substance and alcohol use disorders that were assessed (20.1% vs. 12.4%,  $F = 4.0, p < .05$ ).

**Table 64. Mental Health Screen (*n* = 607)**

	Positive Diagnosis		Negative Diagnosis		Other		Don't Know/Refused*	
	#	%	#	%	#	%	#	%
Major depressive episode								
Current	71	9.6	536	90.4	—	—	49	9.7
Past	133	19.2	474	80.8	—	—	47	10.5
Recurrent	72	9.9	535	90.1	—	—	56	11.7
Manic episode								
Current	9	1.1	598	98.9	—	—	69	11.7
Past	26	3.4	581	96.6	—	—	98	17.0
Hypomanic episode								
Current	8	1.2	590	97.8	9	1.1 <sup>a</sup>	68	11.6
Past	22	3.5	559	93.1	26	3.4 <sup>a</sup>	91	16.6
Hypomanic symptoms								
Current	8	1.2	582	96.5	17	2.3 <sup>a</sup>	68	11.8
Past	44	6.1	515	87.0	48	6.9 <sup>a</sup>	89	17.3
Panic disorder								
Lifetime	30	3.3	577	96.7	—	—	67	11.4
Limited symptom	21	2.6	586	97.4	—	—	57	10.2
Current	15	1.4	592	98.6	—	—	70	11.8
Social phobia (social anxiety disorder)								
Current	42	4.8	565	95.2	—	—	32	6.3
Generalized (subtype)	32	3.9	—	—	—	—		
Nongeneralized (subtype)	10	0.9	—	—	—	—		
Obsessive-compulsive disorder	24	3.4	583	96.6	—	—	51	8.7
Posttraumatic stress disorder	22	3.0	585	97.0	—	—	41	7.9
Generalized anxiety disorder	29	3.7	578	96.3	—	—	37	7.1
Alcohol dependence	26	3.9	581	96.1	—	—	38	6.8
Alcohol abuse	33	4.6	548	91.5	26	3.9 <sup>b</sup>	26	5.4
Substance dependence (nonalcohol)	37	5.6	570	94.4	—	—	39	6.5
Substance abuse (nonalcohol)	29	3.8	541	90.6	37	5.6 <sup>b</sup>	36	6.3
Antisocial personality disorder	44	5.8	563	94.2	—	—	45	7.9
Psychotic thinking (current) ( <i>n</i> = 569) <sup>c</sup>	61	9.0	508	91.0	—	—	52	10.6
Eating disorder <sup>d</sup>								
Anorexia nervosa ( <i>n</i> = 598)	48	6.5	550	93.5	—	—	31	5.8
Bulimia nervosa ( <i>n</i> = 588)	13	2.3	575	97.7	—	—	6	0.9
Any current mental health disorder ( <i>n</i> = 585) <sup>e</sup>	179	26.9	406	73.1	—	—	76	19.2
Any current substance/alcohol use disorder ( <i>n</i> = 607) <sup>f</sup>	97	14.1	510	85.9	—	—	48	8.4
Any current mental health or substance/alcohol use disorder ( <i>n</i> = 586)	219	33.5	367	66.5	—	—	75	20.8

Note: Unweighted frequencies and weighted percentages.

\*The absence of affirmative responses to all items necessary for a positive diagnosis resulted in a negative diagnosis, even when this was the result of “don’t know/refused” responses. The “Don’t Know/Refused” columns indicate the number and percentage of youth who received a negative diagnosis due to one or more “don’t know/refused” responses.

<sup>a</sup> Not explored due positive screen on a more severe disorder (e.g., manic episode is more severe than hypomanic episode).

<sup>b</sup> Not applicable: Respondents in this category met the criteria for dependence, which preempts abuse.

<sup>c</sup> Due to a survey administration error, only 9 of the 10 items from the psychoticism dimension of the SCL-90-R were used to assess the presence of psychotic thinking. Scores were only calculated for respondents who answered five or more items. Respondents who answered four or fewer items were coded as missing. Among youth who answered five or more items, the mean of the answered items was calculated and compared to norms from nonclinical population (separately for males and females, adolescent norms for youth below age 20 and adult norms for youth 20 years and older). Respondents whose average raw score corresponded to a t-score greater than 63 were coded as a positive case of psychotic thinking (see Derogatis & Unger, 2010). Given the limitations mentioned above, results for psychotic thinking should be interpreted with caution.

<sup>d</sup> A brief version of the EDI-3 was used to screen for anorexia nervosa and bulimia nervosa (Friborg et al., 2013). Two items were used to assess anorexia and two items were used to assess bulimia. For each eating disorder, raw scores were converted to criteria scores and then summed (Garner, 2004), and cut scores were used to determine positive cases (Friborg et al., 2013). However, we were concerned about one of the items used to assess bulimia (“I worry that my feelings will get out of control”). A high score on this item alone could lead to a positive screen. Thus, youth were marked as a positive case for anorexia if they met the cut score criteria *and* if they answered “sometimes,” “often,” “usually,” or “always” to the second items used to assess anorexia (“I feel bloated after eating a normal meal”). Given the brevity of the instrument and the scoring concern just described, results for anorexia and bulimia should be interpreted with caution.

<sup>e</sup> Includes positive screen for MDE (current and recurrent), manic episode, hypomanic episode, panic disorder, social phobia, OCD, PTSD, GAD, APD, anorexia, or bulimia.

<sup>f</sup> Includes positive screen for substance abuse, substance dependence, alcohol abuse, or alcohol dependence.

**Table 65. Mental Health Diagnoses by Gender (*n* = 607)**

Positive Diagnosis	Overall		Males		Females		<i>p</i>
	#	%	#	%	#	%	
Major depressive episode							
Current	71	9.6	14	5.2	57	12.5	**
Past	133	19.2	28	9.7	105	25.5	***
Recurrent	72	9.9	15	4.7	57	13.4	***
Manic episode							
Current	9	1.1	1	0.1	8	1.7	**
Past	26	3.4	7	1.8	19	4.5	
Hypomanic episode							
Current	8	1.2	4	1.1	4	1.2	
Past	22	3.5	9	3.4	13	3.7	
Hypomanic symptoms							
Current	8	1.2	2	1.2	6	1.2	
Past	44	6.1	16	5.5	28	6.5	
Panic disorder							
Lifetime	30	3.3	4	0.8	26	4.9	***
Limited symptom	21	2.6	6	1.5	15	3.2	
Current	15	1.4	2	0.4	13	2.1	*
Social phobia (social anxiety disorder)							
Current	42	4.8	15	4.2	27	5.2	
Generalized (subtype)	32	3.9	11	3.3	21	4.3	
Nongeneralized (subtype)	10	0.9	4	1.0	6	0.9	
Obsessive-compulsive disorder	24	3.4	3	1.0	21	5.0	**
Posttraumatic stress disorder	22	3.0	1	0.3	21	4.9	***
Generalized anxiety disorder	29	3.7	4	1.7	25	5.1	*
Alcohol dependence	26	3.9	11	4.8	15	3.3	
Alcohol abuse	33	4.6	17	6.3	16	3.4	
Substance dependence (nonalcohol)	37	5.6	14	5.3	23	5.8	
Substance abuse	29	3.8	15	5.9	14	2.4	
Antisocial personality disorder	44	5.8	15	4.5	29	6.7	
Psychoticism	61	9.0	15	5.0	46	11.5	*
Eating disorder symptoms							
Anorexia nervosa	48	6.5	8	2.8	40	8.9	**
Bulimia nervosa	13	2.3	1	0.3	12	3.6	**
Any current mental health disorder ( <i>n</i> = 585)	179	26.9	51	18.1	128	32.4	***
Any current substance/alcohol use disorder ( <i>n</i> = 607) <sup>f</sup>	97	14.1	45	17.6	52	11.8	
Any current mental health or substance/alcohol use disorder ( <i>n</i> = 586)	219	33.5	78	31.1	141	35.1	

\**p* < .05, \*\**p* < .01, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

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## Life Skills Preparedness and Receipt of Services

Independent living services are intended to help young people who had been or are currently in foster care transition to adulthood by equipping them with skills and resources in areas such as education, employment, financial literacy, and daily living (Courtney, Lee, & Perez, 2011; Courtney et al., 2001). However, not all youth who are eligible for these services receive them (Courtney et al., 2011; Okpych, 2015). While rates vary across studies because of differences in the samples and the classifications of independent living services, studies show that youth are most likely to receive services that target education; career preparation, job seeking, and employment; health education; and housing (Courtney et al., 2005; Courtney et al., 2001; Okpych, 2015).

Some studies have found differences in service receipt by sex, race/ethnicity, urbanicity, and age of exit from foster care (Courtney et al., 2005; Courtney et al., 2001; Okpych, 2015). Generally, females are more likely to receive services than males. For example, a recent national study of foster youth between the ages of 16 and 21 found that 54 percent of females received at least one type of service compared to 47 percent of males (Okpych, 2015). Higher proportions of females received services in 12 of the 13 service areas that were examined. The same study found that multiracial and Hispanic youth were more likely than average to receive services and African American youth were less likely than average to receive services. Research also suggests that service receipt varies by geographic region, with youth residing in large urban areas less likely to receive services than those in rural or nonmetropolitan areas (Courtney et al., 2001; Okpych, 2015). Results from the Midwest Study also suggest that service receipt varies by age and care status (Courtney et al., 2004; Courtney et al., 2005). At age 17, more than half of the respondents received services in five of the six service domains that were measured, but at age 19 more than half of the youth received services in just one domain (educational support). In all six service domains, youth who were still in care at age 19 were significantly more likely to receive services than those who had left care by age 19.

Table 66 presents CalYOUTH participants' perceptions of their preparedness to achieve their goals in a variety of areas, ranging from 1, "not prepared" to 4, "very prepared." More than half of youth felt "very prepared" in the areas of independent living skills, substance abuse, sexual health, family planning, parenting (among parents), and relationship skills. The largest proportions of young people reported feeling "not prepared" in the areas of housing, financial literacy, and employment.

There were differences by gender in terms of youths' perceptions of their preparedness in the area of independent living skills ( $F = 4.0, p < .01$ ). Females were more likely than males to report feeling "very prepared" (58.3 % vs. 44.6%). There were overall differences between males and females in how

prepared they felt to manage their physical health, with males generally reporting feeling somewhat less prepared ( $F = 4.8, p < .01$ ).<sup>41</sup>

**Table 66. Perception of Preparedness to Achieve Goals ( $n = 611$ )**

	Very Prepared		Prepared		Somewhat Prepared		Not Prepared	
	#	%	#	%	#	%	#	%
Education	251	41.6	211	36.8	128	19.2	21	2.5
Employment	249	40.3	229	38.7	116	18.4	16	2.6
Housing	195	31.3	216	34.8	157	26.9	43	7.1
Financial literacy	199	35.9	215	33.3	165	26.9	32	4.0
Independent living skills	330	52.8	202	34.7	67	11.1	11	1.3
Physical health	276	45.6	237	40.1	87	12.4	11	1.8
Mental/ Behavioral health	250	40.5	253	41.8	94	16.1	13	1.7
Substance abuse	404	66.7	165	27.3	31	4.8	11	1.3
Sexual health	444	74.1	146	23.4	16	1.8	5	0.7
Family planning	375	61.9	185	31.5	37	5.5	11	1.1
Parenting ( $n = 121$ ) <sup>a</sup>	97	81.3	20	14.9	4	3.8	0	0.0
Relationship skills	337	57.2	205	32.9	55	8.7	12	1.2

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes respondents who are parents.

Table 67 presents youths' perceptions of the amount of life skills preparation, support services, and training they received. Responses ranged from 1, "none" to 4, "a lot" in the same thirteen areas reported above. Youth were most likely to report receiving "a lot" of preparation in the areas of sexual health, family planning, parenting (among parents), and substance abuse, with more than half of youth reporting receiving "a lot" of services in each of those areas. Youth were least likely to report receiving a lot of preparation in the area of financial literacy and housing, with less than a third of youth reporting receiving "a lot" of services in each of those areas.

Differences in receipt of training and services were found between youth based on gender and foster care status. Female youth were more likely than male youth to report receiving "a lot" of family planning services (58.8% vs. 45.0%,  $F = 3.3, p < .05$ ). Differences between youth in care and youth out of care regarding the amount of financial literacy preparation they received were apparent as well ( $F = 3.4, p < .05$ ). Youth who left care were more likely than youth in care to report receiving no financial literacy services (13.7% vs. 5.0%). There were also differences between youth in care and youth out of care in

<sup>41</sup> While the overall distribution of responses to the question about preparedness in the area of physical health differed between genders at a statistically significant level, none of the differences between genders for individual response categories (e.g., "very prepared" or "not prepared") reached statistical significance. Nevertheless, the differences that approach statistical significance suggest that males felt less prepared than females. For example, while 50 percent of females reported being "very prepared" that was true for only 39 percent of males.

terms of the amount of physical health preparation they received ( $F = 3.7, p < .05$ ). Youth still in care were more likely than youth who exited care to report receiving “some” physical health preparation services (40.7% vs. 24.3%).

**Table 67. Receipt of Life Skills Preparation, Support Services, or Training**

	A Lot		Some		A Little		None	
	#	%	#	%	#	%	#	%
Education	225	36.6	251	42.5	91	14.3	43	6.5
Employment	238	37.7	250	41.3	87	14.4	36	6.7
Housing	195	30.5	248	41.1	102	16.9	66	11.5
Financial literacy	190	30.3	254	43.3	125	19.4	41	7.0
Independent living skills	265	43.9	224	36.8	78	12.3	43	6.9
Physical health	232	40.1	236	37.0	95	14.5	48	8.5
Mental/behavioral health	233	37.2	238	39.8	89	15.0	51	8.0
Substance abuse	317	52.9	175	28.7	58	9.9	61	8.6
Sexual health	372	61.5	162	27.0	54	7.8	22	3.7
Family planning	320	53.3	176	30.0	77	11.5	36	5.2
Parenting ( $n = 121$ ) <sup>a</sup>	63	53.0	29	22.6	11	9.1	18	15.3
Relationship skills	266	46.0	226	35.6	68	11.0	50	7.4

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes respondents who are parents.



Youth were asked about their level of satisfaction with the life skills training and services they received in the thirteen areas reported above. Responses ranged from 1, “very dissatisfied” to 4, “very satisfied.” The average level of satisfaction in each service area is reported in Table 68. Youth were the most satisfied with the services they received in the area of sexual health. Youth reported being the least satisfied with the preparation they received in the areas of education, housing and financial literacy.

Satisfaction with life skills services differed between youth based on gender, race/ethnicity, and in-care status. On average, males were slightly more satisfied than females with the employment preparation services they received (3.2 vs. 3.1,  $F = 4.1, p < .05$ ). African American youth (3.4) reported higher satisfaction than white youth (3.2), Hispanic youth (3.2) and mixed-race youth (3.1) in the area of independent living preparation ( $F = 3.7, p < .01$ ). On average, youth who were in care were slightly more satisfied than youth who left care with the education preparation services (3.1 vs. 3.0,  $F = 4.1, p < .05$ ) and financial literacy services they received (3.1 vs. 2.9,  $F = 6.8, p < .01$ ).

**Table 68. Satisfaction with Life Skills Preparation, Support Services, or Training**

	<b>Mean (SD)</b>
Education	3.1 (0.7)
Employment	3.2 (0.7)
Housing	3.1 (0.7)
Financial literacy	3.1 (0.7)
Independent living skills	3.2 (0.7)
Physical health	3.2 (0.7)
Mental/behavioral health	3.2 (0.7)
Substance abuse	3.3 (0.7)
Sexual health	3.5 (0.6)
Family planning	3.4 (0.6)
Parenting ( $n = 121$ ) <sup>a</sup>	3.5 (0.6)
Relationship skills	3.3 (0.7)

*Note:* Unweighted frequencies and weighted means.

<sup>a</sup> Includes respondents who are parents.

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## **Community Connections and Social Support**

### **Community Connections**

Civic engagement is believed to allow youth to form social networks, build social capital, and connect to educational and occupational opportunities (Flanagan & Levine, 2010). However, dropping out of high school and being arrested have been linked to reduced civic engagement (Flanagan & Levine, 2010), which is particularly concerning since foster youth experience these outcomes at higher rates than their nonfoster peers. Little is known about the civic participation of transition-age foster youth. Courtney and colleagues (2007) found Midwest Study participants at age 21 to be less likely than their Add Health

counterparts to report performing any unpaid volunteer or community service over the prior 12 months. Of the Midwest Study participants that did perform unpaid volunteer or community service, most participated in activities with church groups, community centers, or youth organizations (Courtney et al., 2007). Midwest Study participants' political participation was similar to that of their Add Health counterparts (Courtney et al., 2007).

Table 71 displays information about CalYOUTH participants' civic engagement. Few youth reported being involved in municipal meetings or activities with neighbors to address community issues. There were overall differences between youth in care and those who left care in regards to attending a municipal meeting ( $F = 2.6, p < .05$ ). In particular, youth who were still in care were significantly more likely than youth who had left care to attend a municipal meeting "2 to 3 times" (4.8% vs. 0.7%).

**Table 71. Civic Engagement**

	#	%
How often attended a meeting for a local board, council, or organization that deals with any community problems during the past year		
Never	516	85.5
Once	37	6.5
2 to 3 times	30	3.9
About once a month	16	2.5
More than once a month	12	1.6
Worked with or gotten together informally with others in community/neighborhood to try to deal with community issues	85	12.5
Voted in the last national election	29	4.2

*Note:* Unweighted frequencies and weighted percentages.

Limited research is available regarding the neighborhoods in which transition-age foster youth live, particularly youth in extended foster care. This is not surprising given that extended foster care policy has only recently created a variety of new living arrangements for nonminor dependents. However, neighborhoods provide an important developmental context for young adults. For example, research has shown that both fear and mistrust are higher among residents who characterize their neighborhoods as disordered (Ross & Jang, 2000). Additionally, research has found that people who describe their neighborhoods as having high levels of disorder report somewhat lower levels of formal participation in neighborhood organizations (Ross & Jang, 2000), which may have lasting effects on young people's civic engagement. In a qualitative study of nonminor dependents in California, Napolitano and Courtney (2014) found that youth lived in a variety of different types of neighborhoods. While some youth described their neighborhoods as safe and quiet others described their neighborhoods as places where violence and crime occurred regularly (Napolitano & Courtney, 2014).

Youth were asked several questions about their interactions with people in their neighborhood. As seen in Table 72, over two-fifths of youth agreed or strongly agreed that they live in a close-knit neighborhood and that their neighbors are willing to help each other. However, about two-fifths agreed that their neighbors do not share the same values. Just over one-quarter of youth agreed that their neighbors could be trusted.

**Table 72. Neighborhood Social Cohesion**

	#	%
Lives in a close-knit neighborhood		
Strongly agree	68	11.1
Agree	181	30.0
Neither agree nor disagree	188	32.1
Disagree	122	18.7
Strongly disagree	53	8.2
People around are willing to help their neighbors		
Strongly agree	60	9.7
Agree	212	32.9
Neither agree nor disagree	189	32.8
Disagree	107	17.8
Strongly disagree	38	6.8
People in the neighborhood do not share the same values		
Strongly agree	51	9.1
Agree	190	30.5
Neither agree nor disagree	266	44.1
Disagree	79	13.9
Strongly disagree	18	2.5
People in the neighborhood can be trusted		
Strongly agree	27	5.2
Agree	148	21.9
Neither agree nor disagree	247	43.2
Disagree	127	19.5
Strongly disagree	57	10.2

*Note:* Unweighted frequencies and weighted percentages.

Table 73 reports youths' perceptions of how likely their neighbors would intervene to address various kinds of antisocial behaviors in their neighborhood. Overall, almost two-fifths of youth reported it is likely ("very likely" or "likely") that their neighbors would intervene if children were loitering around a street corner. Nearly three-quarters of youth said that it is likely that their neighbors would intervene if children were painting graffiti on a building, and about three-quarters reported that their neighbors would break up a fight if someone was being hurt. Roughly half of the respondents reported it is likely that their neighbors would scold a child for showing disrespect to an adult. Youth perceptions about whether neighbors would intervene with children who were skipping school and loitering ( $F = 5.4, p < .01$ ) varied by gender. Females were more likely than males to think that it is "very unlikely" that their neighbors would intervene (29.4% vs. 15.9%).

**Table 73. Neighborhood Social Control**

	#	%
Likelihood that neighbors would intervene if a group of neighborhood children were skipping school and hanging out on a street corner		
Very likely	90	14.4
Likely	148	24.6
Unlikely	226	37.0
Very unlikely	138	24.0
Likelihood that neighbors would intervene if some children were spray painting graffiti on a local building		
Very likely	299	37.6
Likely	193	32.5
Unlikely	121	18.2
Very unlikely	61	11.7
Likelihood that people in neighborhood would scold child if a child was showing disrespect to an adult		
Very likely	91	15.1
Likely	214	36.0
Unlikely	213	34.3
Very unlikely	85	14.6
Likelihood that neighbors would break up a fight in front of house if someone was being beaten or threatened		
Very likely	217	35.9
Likely	227	37.5
Unlikely	110	19.0
Very unlikely	47	7.6

Note: Unweighted frequencies and weighted percentages.

Youth were asked about how safe they felt in their neighborhood and how happy they were living in their neighborhood. As presented in Table 74, nearly nine in ten youth indicated that they felt safe in their neighborhood, and over three-fifths said that they were happy on the whole living in their neighborhood. Males were more likely than females to feel safe in their neighborhood ( $F = 4.1, p < .05$ ). How happy youth were to be living in their neighborhood also varied by gender, with males being generally happier than females ( $F = 2.5, p < .05$ ).<sup>42</sup>

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<sup>42</sup> While the overall distribution of responses to the question about happiness with the neighborhood differed between genders at a statistically significant level, none of the differences between genders for individual response categories (e.g., “very happy” or “somewhat happy”) reached statistical significance. Nevertheless, the differences that approach statistical significance suggest that males were happier than females with their neighborhood. For example, males were more likely than females to report being “very happy” or “somewhat happy” with their neighborhood.

**Table 74. Neighborhood Safety and Satisfaction**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Feel safe in neighborhood	527	87.8	223	91.7	304	85.3	*
On the whole, how happy living in neighborhood							*
Very happy	241	38.0	111	42.6	130	34.8	
Somewhat happy	143	24.2	62	28.0	81	21.7	
Neutral	184	32.2	60	25.2	124	36.9	
Somewhat unhappy	23	2.4	7	1.9	16	2.8	
Not at all happy	18	3.2	4	2.3	14	3.7	

\**p* < .05; Note: Unweighted frequencies and weighted percentages.

A limited amount of research has been conducted on religiosity and its relationship to other outcomes for transition-age foster care youth. Courtney and colleagues (2007) found that Midwest Study participants at age 21 were less likely to have attended religious services during the past 12 months than their Add Health counterparts (57% vs. 70%). Despite lower religious service attendance rates, Midwest Study participants were more likely than Add Health participants to report that their religious faith was more important to them than anything else (Courtney et al., 2007).

The few studies that examine the relationship between religiosity and other outcomes for youth with foster care involvement show mixed findings. A study of 189 former foster youth found that youth who reported greater spiritual support demonstrated higher resilience in the areas of education participation, avoidance of early parenthood, employment history, avoidance of drug use, and avoidance of criminal activity (Daining & DePanfilis, 2007). Another study found that religious service attendance was inversely correlated with current cigarette use for teens in foster care (Scott, Munson, McMillen & Ollie, 2006). However, not all studies have found religiosity to be correlated with positive outcomes for current or former foster youth. For example, a study of 325 older youth in foster care found no correlation between religious beliefs and practices and teen pregnancy (Oshima, Narendorf, & McMillen, 2013). Even less research has investigated foster youth characteristics that are associated with increased religiosity. A notable exception is the study by Scott and colleagues (2006), which found that women, African Americans, and youth with a history of being sexually abused were more likely to engage in religious practices than other foster youth.

Table 75 presents data on youths' participation in religious services. About half of the youth attended a religious service at least once in the past year. Overall race/ethnicity differences emerged among CalYOUTH participants ( $F = 1.9, p < .05$ ). A greater proportion of youth in the "other" race/ethnicity group (41.1%) and mixed-race youth (26.2%) than white youth (5.3%) reported attending services "once a week or more." CalYOUTH participants differed from youth in Add Health in terms of participation in

religious activities ( $F = 26.6, p < .001$ ). In particular, CalYOUTH participants were more likely than youth in Add Health to “never” attend services (53.0% vs. 25.8%), and less likely than Add Health youth to attend services “less than once a month” (21.8% vs. 38.3%). Both of these differences were present when comparing males between the two studies ( $F = 14.6, p < .001$ ) and when comparing females between the two studies ( $F = 12.8, p < .001$ ). Lower rates of participation in religious activities between CalYOUTH participants and Add Health participants may be at least partly a reflection of the overall trend in the US of declining involvement with organized religion (Pew Research Center, 2015).

**Table 75. Religiosity**

	CalYOUTH		Add Health		<i>p</i>
	#	%	#	%	
How often attended religious services during past year					***
Once a week or more	78	13.2	160	19.0	
Once a month or more, but less than once a week	73	12.0	139	16.9	
Less than once a month	128	21.8	282	38.3	
Never	332	53.0	168	25.8	

*Note:* Unweighted frequencies and weighted percentages.

### **Social Support**

The importance of supportive relationships for foster youth transitioning to adulthood has been underscored by a number of studies (Collins, Spencer, & Ward, 2010; Curry & Abrams, 2015; Geenen & Powers, 2007; Jones, 2014; Perry, 2006). However, researchers have discovered that maintaining supportive relationships is difficult for some foster youth due to histories of instability and negative feelings about dependence on others (Geenen & Powers, 2007; Perry, 2006; Samuels & Pryce, 2008).

Researchers have investigated the social relationships of foster youth in terms of the types of support they receive as well as the structural characteristics of their relationships. With regard to the types of social support these youth receive, Courtney and colleagues (2005) asked 19-year-old Midwest Study participants a variety of questions about their receipt of four types of social support (emotional, tangible, material aid, and affectionate). Although levels of support were generally high, larger proportions of youth received affectionate support than emotional, informational, or tangible support. No differences were found between youth still in care and youth who had left care. The structural characteristics of foster youth’s social networks have been studied by a variety of researchers. Their studies show that large proportions of youth maintain close relationships with one or members of their biological family despite the fact that they were removed from the care of their biological parents (Collins et al., 2010; Courtney et al., 2001, 2004, 2005; Courtney & Dworsky, 2006; Reilly, 2003; Samuels & Pryce, 2008). Foster youth tend to maintain close ties to their siblings (Reilly, 2003; Courtney et al., 2005), and they also remain close to their mothers and grandparents (Collins et al., 2010; Courtney et al., 2004; Courtney et al., 2005;

Courtney et al., 2001). Perhaps unsurprisingly, smaller proportions of foster youth have close relationships with their biological parents compared to similar age adolescents not in care. For example, one study found that while 95 percent of the general population of youth reported feeling their biological parents care about them a lot, only 32 percent of youth in foster care felt similarly (Perry, 2006). However, foster youth often report receiving emotional support and assistance from other sources, such as their foster families (Reilly, 2003; Courtney et al., 2004; Courtney et al., 2001; Perry, 2006; Samuels & Pryce, 2008).

Data on CalYOUTH participants' social networks and supports were collected from a modified version of the Social Support Network Questionnaire (SSNQ) (Gee & Rhodes, 2007; Rhodes, Ebert, & Fischer, 1992). The SSNQ is a brief instrument designed to capture a wide range of characteristics of respondents' social support networks including size, perceived availability of support, satisfaction with received support, relationship strain, frequency of contact, and relationship type. In the original instrument, five types of social support are measured: emotional, tangible, guidance/advice, positive feedback, and social participation. A sixth type of social support is measured in individuals who are pregnant or parenting, prenatal/parenting support. For each type of support, respondents generate names of individuals they perceive as being available to provide that support. The respondents then rate their satisfaction with the support they received from each individual in the past month. Next, youths evaluate four types of strain and whether they are present in their relationships with each individual they nominated (disappointment, intrusiveness, criticism, and conflict). Finally, respondents provide additional information about each nominated support, such as the type of relationship the youth has to each nominee (e.g., parent, friend, professional), the age of the nominee, the frequency of contact with the nominee, and the geographic distance from the nominee.

The full-length SSNQ takes approximately 20 to 25 minutes to complete; the instrument was modified to reduce the administration time. Three of the five types of social support were included (emotional, tangible, and advice/guidance), respondents were limited to nominating up to three individuals for each type of support, and youth were not asked about their satisfaction with recent support they received. Thus, if a youth nominated three unique individuals for each type of support, a maximum of nine individuals could be nominated. However, to gauge the network size for each type of support and for their entire support network, respondents were asked how many people they could turn to for each specific type of support and the total number of people they could rely on for any type of support. Questions about the four types of strain were kept in the survey. While questions about the nature of the relationship and the frequency of contact with each nominated individual were retained, questions about the age of and geographic distance from the individual were omitted. Response categories were added to the question



about the nature of the relationship with each nominee so that the options would include types of relationships that youth in foster care commonly encounter (e.g., foster mother, foster father, caseworker).

Before asking youth about specific people they could turn to for social support, we asked youth to estimate the size of their social support networks. Table 74 presents the youths' estimates of how many people they have for each of the three types of social support, as well as the total number of people they could turn to if they needed any kind of support. For all four of these measures, the possible range was 0 to 99. On average, youth said they had about 3 people they could turn to for tangible support (someone who can lend or give something the youth needed) and for advice/guidance (someone to give advice or information), and 4.6 people they could turn to for emotional support (someone to talk about something private). Youth reported having an average of 6.5 people in total that they could turn to if they needed support.

Males reported having significantly more supports than did females across all three support types and for the total number of supports (all  $p < .05$ ). Further, differences in the estimated number of supports were found by race/ethnicity for tangible support and advice/guidance. In terms of the number of people youth could turn to for tangible support, white youth (3.7) and mixed-race youth (3.6) had more people than did African American youth (2.4,  $F = 3.1, p < .05$ ). White youth also had a greater average number of tangible supports than did Hispanic youth (2.8). For advice/guidance, mixed-race youth (4.9) reported having more people to turn to than did African American youth (2.8) and Hispanic youth (2.9,  $F = 3.3, p < .05$ ). Finally, mixed-race youth (9.1) reported having more people in their overall support network than did all of the other race/ethnicity groups (ranging from 5.7 to 7.0,  $F = 2.8, p < .05$ ). Compared to those who had left care, youth who were still in care reported having a greater number of individuals to turn to for both tangible support ( $F = 10.7, p < .01$ ) and advice/guidance ( $F = 12.0, p < .001$ ).

**Table 74. Estimated Number of Available Supports, by Type of Support ( $n = 611$ )**

	None		Median	Mean (SD)	Mean			Mean		
	#	%	Overall	Overall	Male	Female	$p$	In care	Not in care	$p$
Emotional	19	3.5	3.0	4.6 (7.5)	6.0	3.7	*	4.5	4.9	
Tangible	41	7.2	2.0	3.0 (3.9)	3.4	2.7	*	3.1	2.3	**
Advice/guidance	27	5.4	2.0	3.3 (4.5)	3.8	2.9	*	3.5	2.5	***
All supports	5	1.3	5.0	6.5 (8.6)	7.7	5.7	*	6.5	6.5	

\* $p < .05$ ; Note: Unweighted frequencies, and weighted percentages and weighted means.

Table 75 displays the number of people that youth nominated as someone they could turn to for support, as gathered by the SSNQ instrument. Nearly two-thirds of youth nominated two or more people for emotional support, less than two-thirds nominated two or more people for tangible support, and just over one-half nominated two or more people as source of advice/guidance. Few youth said they had no one to

turn to for each type of support, although the proportion was higher for tangible support than the other two support types. There were differences by race/ethnicity in the number of nominated emotional supports ( $F = 3.3, p < .05$ ). Mixed-race youth nominated more emotional supports (2.3) than did Hispanic youth (1.9) and African American youth (1.9); the average number of nominated emotional supports was greater for white youth (2.1) than Hispanic youth. Additionally, mixed-race youth (2.0) and white youth (1.9) nominated more individuals they could turn to for advice/guidance than did Hispanic youth (1.6,  $F = 2.5, p < .05$ ).

**Table 75. Number of Individuals Nominated, by Type of Support ( $n = 611$ )**

	Emotional		Tangible		Advice/Guidance	
	#	%	#	%	#	%
None	19	3.5	42	7.4	28	5.8
One individual	184	32.1	212	35.2	244	40.7
Two individuals	171	28.8	185	30.5	171	27.5
Three individuals	237	35.6	172	26.9	168	26.0

*Note:* Unweighted frequencies and weighted percentages.

The total number of distinct individuals that the youth nominated appears in Table 76. Almost all youth (98.7%) nominated at least one individual whom they could turn to for social support. On average, youth nominated 3.2 distinct individuals. Race/ethnicity differences were found in the average number of nominated supports ( $F = 3.8, p < .01$ ). In order of fewest nominees to most nominees, African American youth nominated 2.9 individuals, followed by Hispanic youth (3.1), white youth (3.4), mixed-race youth (3.5), and youth in the “other” race/ethnicity category (3.7). Mixed-race youth nominated significantly more supports than did African American youth and Hispanic youth. Additionally, white youth and youth in the “other” category nominated significantly more supports than did African American youth. In terms of in-care status, youth who were still in care at the time of the interview nominated more people they could turn to for support than did those who had left care ( $F = 6.0, p < .05$ ).

**Table 76. Total Number of Nominated Individuals ( $n = 611$ )**

	None		Median	Mean (SD)	Mean (SD)		<i>p</i>
	#	%	Overall	Overall	In Care	Not in Care	
Total number of nominated individuals	6	1.3	3	3.2 (1.4)	3.2 (1.4)	2.8 (1.5)	*

*Note:* Unweighted frequencies, and weighted percentages and weighted means.

Since relationships with important people can also be sources of stress, youth were asked about how often they experienced strain with each social support nominee (see Table 77). Youth were asked about how often they experienced four types of strain and responded using a range from 1 (never) to 5 (always): disappointment (breaks promises, does not come through when needed), intrusiveness (butts into youth’s

business, bosses youth around, acts like they know what’s best for youth), criticism (puts youth down, makes youth feel stupid), and conflict (has fights or strong disagreements with youth).

Table 78 presents the average for each type of relationship strain across all of the individuals who were nominated by the youth ( $n = 1,999$ ). Overall, strain was relatively uncommon in the youths’ relationship with people they could turn to for support; “never” and “rarely” were the most common responses for all four types of strain. When looking at strain that occurred frequently (“often” or always”), intrusiveness was the most common type of strain, with youth reporting their support person frequently butting into their business in about one in five relationships. In contrast, the three other types of strain occurred frequently in only about one in twenty relationships. When looking at the averages for each type of relationship strain, intrusiveness had the highest overall average, followed by disappointment, conflict, and criticism.

There were differences by gender and race/ethnicity in the average amount of relationship strain reported in youths’ relationships with the people nominated as supports. On average, females reported higher amounts of strain than males in areas of disappointment ( $F = 5.7, p < .05$ ), intrusiveness ( $F = 8.3, p < .01$ ), and conflict ( $F = 18.5, p < .001$ ). There were differences between race/ethnicity groups in the average amounts of disappointment and criticism in their relationships with nominated supports. Youth in the “other” category reported less disappointment (1.6) than did all other groups (ranging from 1.8 to 2.0,  $F = 5.0, p < .001$ ). Additionally, white youth (1.8) had a lower average amount of disappointment than did Hispanic youth (1.9) and mixed-race youth (2.0). In terms of conflict, white youth (1.4) and African American youth (1.4) reported higher amounts of conflict than did mixed-race youth (1.2) ( $F = 3.5, p < .01$ ).

**Table 77. Frequency of Relationship Strain ( $n = 1,999$ )**

	Disappointment		Intrusiveness		Criticism		Conflict	
	#	%	#	%	#	%	#	%
Never	751	38.6	715	38.3	1,525	77.4	929	47.3
Rarely	807	40.7	464	22.6	294	14.1	590	30.0
Sometimes	332	16.4	381	18.9	98	5.0	339	16.6
Often	76	3.4	235	11.2	48	2.3	106	5.1
Always	24	0.9	195	9.0	25	1.1	26	1.1

*Note:* Unweighted frequencies and weighted percentages.

**Table 78. Average Relationship Strain ( $n = 1,999$ )**

	<b>Median</b>	<b>Mean (SD)</b>	<b>Mean</b>		
	<b>Overall</b>	<b>Overall</b>	<b>Male</b>	<b>Female</b>	<b><i>p</i></b>
Disappointment	2.0	1.9 (0.9)	1.8	1.9	*
Intrusiveness	2.0	2.3 (1.3)	2.2	2.4	**
Criticism	1.0	1.4 (0.8)	1.3	1.4	
Conflict	2.0	1.8 (1.0)	1.7	1.9	***

Youth were asked to classify their relationship to each of the people they nominated as someone they could turn to for support. As shown in Table 79, friends, siblings, and romantic partners were the most common people named as a support. In total, about 41 percent of the nominees were relatives by blood or marriage (including stepparents), 26 percent were friends, 14 percent were people linked to the youth’s foster care involvement (e.g., foster or adoptive parents, group home staff, caseworkers, or court personnel), 9 percent were romantic partners or spouses, seven percent were other professionals (e.g., school professional, therapist/counselor, or mentor), and three percent were other individuals who did not fit in one of these categories (e.g., “mother figure,” “neighbor,” or “play sister”).

Overall, there were significant differences between males and females in their relationships to the individuals they nominated as supports ( $F = 3.2, p < .001$ ). For example, significantly more females than males nominated a romantic partner or spouse, while more males than females nominated a guardian or siblings. There were also differences by in-care status. For example, youth who were still in care were more likely than those who had left care to nominate caseworkers, while youth who had left care were more likely than those still in care to nominate grandparents ( $F = 4.5, p < .001$ ).<sup>43</sup>

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<sup>43</sup> The overall statistical test also indicated that there were differences in the supports’ relationship to the youth by race/ethnicity; however, these are not reported due to sparse data in many of the categories.

**Table 79. Relationship to Nominated Supports (*n* = 1,999)**

	Overall		Gender				Care Status					
			Male		Female		<i>p</i>	In Care		Not in Care		<i>p</i>
	#	%	#	%	#	%		#	%	#	%	
Relationship to nominated individual							***					***
Biological mother	109	5.9	37	5.3	72	6.4		76	5.1	33	9.0	
Biological father	41	1.8	17	1.9	24	1.8		29	1.6	12	2.6	
Stepparent	27	1.3	14	1.7	13	1.1		18	1.0	9	2.4	
Foster parent	140	6.8	53	7.9	87	6.1		124	7.4	16	4.2	
Guardian	7	0.4	5	0.9	2	0.1		5	0.2	2	1.2	
Adoptive parent	6	0.2	0	0.0	6	0.3		2	0.1	4	0.6	
Sibling	270	15.1	122	18.8	148	12.7		217	15.4	53	13.7	
Aunt/uncle	128	6.8	51	6.5	77	7.0		104	7.1	24	5.6	
Grandparent	99	5.0	42	5.8	57	4.5		69	4.1	30	8.5	
Cousin	46	2.8	19	2.4	27	3.0		35	2.8	11	2.7	
Romantic partner/spouse	191	9.3	42	5.2	149	11.8		144	8.7	47	11.4	
In-laws of romantic partner/spouse	59	2.6	10	1.0	49	3.6		37	2.2	22	4.1	
Friend	519	26.1	207	25.4	312	26.5		407	25.4	112	28.7	
Caseworker	107	5.0	39	4.9	68	5.0		104	6.0	3	0.9	
Group home staff	14	0.5	10	0.9	4	0.3		14	0.7	0	0.0	
Court professional	18	1.0	7	1.0	11	1.0		18	1.3	0	0.0	
School professional	19	1.0	10	1.4	9	0.8		17	1.2	2	0.3	
Therapist/counselor	23	1.1	11	1.3	12	1.0		21	1.3	2	0.7	
Mentor	70	3.3	27	3.6	43	3.1		66	4.0	4	0.8	
Other professional	23	1.1	9	1.4	14	0.9		22	1.3	1	0.2	
Other	69	3.1	24	2.9	45	3.3		55	3.2	14	2.8	

\*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

Table 80 presents information about how often youth were in contact with individuals that they nominated for support, either by phone, e-mail, or in person. Overall, youth reported being in regular contact with their supports. About three-quarters of the nominees were in touch with the youth a few times a week or more. Gender differences were present for the frequency in which youth were in contact with their nominees ( $F = 5.5, p < .001$ ). Females were more likely than males to be in touch “almost every day” (54.4% vs. 45.1%), whereas males were more likely than females to be in touch “less than once per month” (8.5% vs. 4.5%). Differences by race/ethnicity groups also emerged in terms of the frequency of contact with nominated supports ( $F = 2.2, p < .01$ ). Mixed race youth (10.8%) were more likely than white youth (2.9%) to contact supports “less than once per month,” while white youth (26.0%) were more likely than mixed race youth (15.0%) to contact supports “a few times a week.”

**Table 80. Frequency of Contact with Nominated Supports (*n* = 1,999)**

	#	%
Almost every day	978	50.8
A few times every week	462	21.6
About once a week	256	13.5
More than once a month	176	8.1
Less than once a month	109	6.1

*Note:* Unweighted frequencies and weighted percentages.

In addition to questions that ask youth about people whom they can turn to for support, the youth were also asked about the overall adequacy of support and the amount of strain they experienced in all of their relationships with people who were important to them. Table 81 shows that more than half of youth reported having “enough people” to count on for each support type. About 47 percent indicated not having enough people (“too few people” or “no one to count on”) for tangible support, about 42 percent reported not having enough people for emotional support, and about 36 percent reported not having enough people to turn to for advice and guidance.

The only significant gender difference in the sufficiency of social support in relationships overall pertained to tangible support, with males appearing more likely than females to perceive that they had adequate support ( $F = 3.0, p < .05$ ).<sup>44</sup> There were overall differences by race/ethnicity in the sufficiency of emotional support ( $F = 3.1, p < .01$ ). Fewer African American youth (46.5%) than white youth (73.6%) reported having “enough people” to count on. At the same time, a greater proportion of African American (47.5%) and Hispanic youth (39.8%) than white youth (24.8%) reported having “too few” people to count on.

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<sup>44</sup> While the overall distribution of responses to the question about adequacy of tangible support differed between genders at a statistically significant level, none of the differences between genders for individual response categories (e.g., “enough people” or “too few people”) reached statistical significance. Nevertheless, the differences that approach statistical significance suggest that males were more likely than females to perceive their support as adequate. For example, 60 percent of males reported having enough people to count on while that was true for only 49 percent of females.

**Table 81. Sufficiency of Overall Amount of Support ( $n = 611$ )**

	Emotional		Tangible		Advice/Guidance	
	#	%	#	%	#	%
Enough people	366	58.4	342	53.3	416	65.1
Too few people	220	36.7	246	42.0	178	31.7
No one to count on	25	4.9	23	4.7	17	3.8

*Note:* Unweighted frequencies and weighted percentages.

The amount of strain youth experienced in their relationships with people who were important to them is displayed in Table 82. Youth were asked to indicate whether there were “too many people,” “some people,” “just a few people,” or “no one” in their lives for each of the four types of relationship strain. Overall, disappointment (34.0%) and intrusiveness (27.8%) were the types of strain that had the largest proportions of youth who reported having “too many people” or “some people” in their lives. Just under 20 percent of youth reported having “too many people” or “some people” that were sources of criticism or sources of conflict.

There were differences by gender in all four types of relationship strain, including disappointment ( $F = 3.9, p < .01$ ), intrusiveness ( $F = 3.2, p < .05$ ), criticism ( $F = 4.7, p < .01$ ), and conflict ( $F = 3.1, p < .05$ ). In general, males were less likely than females to report relationship strain in their relationships with important people. For example, more males than females reported having “no one” in relationships with intrusiveness (25.9% vs. 14.9%), having “no one” in relationships with criticism (44.3% vs. 30.3%), and having “no one” in relationships with conflict (30.1% vs. 18.2%).

The likelihood of having relationships with disappointment also differed by both race/ethnicity ( $F = 2.6, p < .01$ ) and care-status ( $F = 2.7, p < .05$ ). Specifically, a greater proportion of African American youth (28.6%) than white youth (10.8%) and Hispanic youth (10.3%) reported that they had “too many people” who disappointed them. While there were overall significant differences by care-status ( $F = 2.7, p < .05$ ), no specific subgroup differences were found between response categories.

**Table 82. Overall Relationships with Strain (*n* = 611)**

	Disappointment <sup>b</sup>						Intrusiveness <sup>a</sup>					
	Overall		Male		Female		Overall		Male		Female	
	#	%	#	%	#	%	#	%	#	%	#	%
Too many	93	15.3	24	10.1	69	18.7	64	9.1	19	7.1	45	10.4
Some	119	18.7	40	16.9	79	19.9	115	18.7	40	16.2	75	20.4
Just a few	308	50.7	129	52.3	179	49.6	323	52.9	128	50.8	195	54.3
None	91	15.4	51	20.7	40	11.9	107	19.3	56	25.9	51	14.9
	Criticism <sup>b</sup>						Conflict <sup>a</sup>					
	Overall		Male		Female		Overall		Male		Female	
	#	%	#	%	#	%	#	%	#	%	#	%
Too many	37	6.0	11	4.1	26	7.3	21	3.0	5	2.3	16	3.5
Some	78	12.1	22	7.7	56	15.1	93	14.8	32	12.7	61	16.3
Just a few	287	46.0	109	44.0	178	47.3	367	59.2	135	54.9	232	62.0
None	209	35.9	102	44.3	107	30.3	129	23.0	71	30.1	58	18.2

Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Males and females differ significantly ( $p < .05$ ).

<sup>b</sup> Males and females differ significantly ( $p < .01$ ).

## Sexuality, STDs, and Pregnancy

Similar to the general population, most foster care youth identify their sexual orientation as 100 percent heterosexual (Courtney et al., 2005). However, the literature surrounding young adults who identify as sexual minority youth in foster care is limited. In the Midwest Study, researchers found that 7 percent of surveyed 19-year-olds identified themselves as “bisexual,” “mostly homosexual,” or “100 percent homosexual”; males (84%) were more likely than females (74%) to report their orientation as 100 percent heterosexual (Courtney et al., 2005). Females in the Midwest Study were more likely than males to report having sexual intercourse, and less likely to report using contraception or condoms. Young adults in foster care did not differ from those who had exited foster care in their reports of sexual intercourse or contraception use (Courtney et al., 2005).

Table 83 displays CalYOUTH participants’ self-reported sexual orientation. Overall, nearly 80 percent of the youth identified as being “100 percent heterosexual or straight.” When asked about their comfortableness with their sexual orientation, the vast majority of youth reported being either “very uncomfortable” or “very comfortable.”

Gender differences were present in terms of sexual orientation ( $F = 9.2, p < .001$ ). Males were more likely than females to report being “100 percent heterosexual or straight” while females were more likely than males to report being “mostly heterosexual or straight” or “bisexual.” Differences in sexual orientation were present between youth in the CalYOUTH Study and those in the Add Health study ( $F =$



9.2,  $p < .001$ ). Add Health respondents were more likely than CalYOUTH respondents to identify as “100 percent heterosexual or straight” (90.3% vs. 80.0%), while CalYOUTH respondents were more likely than Add Health respondents to report being “bisexual” (8.6% vs. 1.6%). When comparing youth from the two studies by gender, only females differed in their sexual orientations ( $F = 10.1$ ,  $p < .001$ ). CalYOUTH females were more likely than Add Health females to report being “bisexual” (13.4% vs. 1.9%) and less likely than Add Health females to report being “100 percent heterosexual or straight” (71.5% vs. 88.5%).

**Table 83. Sexual Orientation ( $n = 607$ )<sup>a</sup>**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Sexual orientation							***
100% heterosexual or straight	458	79.7	250	71.5	208	92.4	
Mostly heterosexual or straight, but somewhat attracted to people of my own sex	37	5.5	34	8.3	3	1.1	
Bisexual (attracted to men and women equally)	53	8.6	49	13.4	4	1.0	
100% homosexual or gay	20	3.9	13	4.2	7	3.4	
Mostly homosexual or gay but somewhat, but somewhat attracted to people of the opposite sex	9	1.5	6	1.7	3	1.2	
Not sexually attracted to either males or females	7	0.9	4	0.9	3	1.0	

\*\*\* $p < .001$ ; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Four youth were not asked the questions in this table during the interview.

Youth were asked several questions about their sexual activity, which are shown in Table 84. Over four-fifths of youth reported ever having sexual intercourse.<sup>45</sup> Among youth who ever had sex, about a quarter reported first having sexual intercourse when they were 13 years old or younger. Among youth who ever had sex, the average number of lifetime sexual partners was 6.1 (the median was 3) and the average number of sexual partners over the past 12 months was 2.3 (the median was 1).

When looking at differences by gender, females were more likely than males to have ever had sexual intercourse ( $F = 7.9$ ,  $p < .01$ ). Among youth who ever had sex, on average, males had more sexual partners in the past 12 months than did females ( $F = 4.7$ ,  $p < .05$ ).

<sup>45</sup> Youth were asked: “Have you ever had sexual intercourse?” Youth may have included consensual and nonconsensual intercourse.

Regarding differences by race/ethnicity, significant differences were found for youth in terms of the average number of lifetime sexual partners ( $F = 4.0, p < .01$ ). Among youth who ever had sex, on average, white youth (8.0) and African American youth (7.5) had more sexual partners than did Hispanic youth (4.6) and youth in the “other” race/ethnicity category (3.4). Differences across race/ethnicity groups were also present for the number of sexual partners in the past 12 months ( $F = 6.7, p < .001$ ). Among sexually active youth, on average, African American youth (3.1) and white youth (2.5) had more sexual partners in the past year than did youth in the “other” category (0.9). Mixed-race youth (2.2) did not significantly differ from the other groups in terms of number of sexual partners in the past year. Youth who were in care were less likely than youth who left care to ever have had sexual intercourse (84.0% vs. 93.6%,  $F = 8.4, p < .01$ ).

As displayed in Table 84, CalYOUTH and Add Health respondents differed in a number of ways with regard to sexual activity.<sup>46</sup> CalYOUTH respondents were more likely than Add Health respondents to report ever having had sexual intercourse ( $F = 8.4, p < .01$ ). CalYOUTH females were more likely than Add Health females to have ever had sex ( $F = 12.3, p < .001$ ), but males did not differ between studies in this regard. CalYOUTH respondents were also more likely than Add Health respondents to report having sexual intercourse between the ages of 10 and 12 years old ( $F = 24.5, p < .001$ ). This difference was statistically significant for both males ( $F = 25.5, p < .001$ ) and females ( $F = 11.1, p < .001$ ). Among youth who ever had sex, on average, CalYOUTH respondents had more sexual partners over their lifetime than did Add Health respondents ( $F = 8.8, p < .01$ ), but this difference was only statistically significant for males, with CalYOUTH males having, on average, about three more lifetime sexual partners than Add Health males ( $F = 13.0, p < .001$ ). Among youth who ever had sex, youth in the two studies also differed in the number of sexual partners they had in the past 12 months. CalYOUTH respondents had about 0.5 more partners than did Add Health respondents ( $F = 4.7, p < .05$ ). Similar to the number of lifetime partners, CalYOUTH males had more sexual partners in the past year than did Add Health males ( $F = 6.6, p < .05$ ), but there were no significant differences between studies for females.

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<sup>46</sup> For all four questions in Table 84, Add Health asked respondents about engaging in “vaginal intercourse” whereas CalYOUTH participants were asked about engaging in “sexual intercourse.” Thus, findings should be interpreted with caution.

**Table 84. Sexual Activity**

	CalYOUTH <sup>a</sup> (n = 607)							Add Health (n = 749)						
	Overall		Female		Male		p	Overall <sup>b</sup>		Female <sup>c</sup>		Male <sup>d</sup>		p
	#	%/ Mean (SD)	#	%/ Mean (SD)	#	%/ Mean (SD)		#	%/ Mean (SD)	#	%/ Mean (SD)	#	%/ Mean (SD)	
Ever had sexual intercourse	504	86.2	320	89.9	184	80.5	**	583	78.5	325	78.3	258	78.7	***
Age at first sexual intercourse <sup>e</sup>														***
10 to 12 years old	70	17.7	45	16.5	25	19.9		14	1.5	7	1.8	7	0.9	
13 years old	31	7.3	21	7.7	10	6.5		34	4.2	15	2.3	19	7.2	
14 years old	77	17.0	51	17.0	26	17.0		75	13.7	45	13.1	30	15.5	
15 years old	63	15.0	44	17.0	19	11.4		107	19.2	67	23.7	40	12.2	
16 years old	70	16.9	35	12.3	35	25.3		122	21.8	70	23.6	52	19.1	
17 years old	45	10.8	30	12.3	15	8.2		107	18.8	52	17.2	55	21.2	
18–20 years old	66	15.2	45	17.2	21	11.6		120	20.9	68	18.3	52	24.8	
Number of partners, lifetime <sup>f</sup>	433	6.10 (8.2)	276	5.48 (7.5)	157	7.21 (9.2)		559	4.55 (5.1)	324	4.78 (5.3)	235	4.18 (4.8)	*
Number of partners in the past year	464	2.29 (4.6)	296	1.94 (4.3)	168	2.92 (5.1)	**	556	1.77 (1.9)	321	1.70 (1.8)	235	1.89 (1.9)	*

\* $p < .05$ ; \*\* $p < .01$ ; \*\*\* $p < .001$  Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Four youth were not asked the questions in this table during the CalYOUTH interview.

<sup>b</sup> Differences between overall Add Health and CalYOUTH samples.

<sup>c</sup> Differences between Add Health and CalYOUTH females.

<sup>d</sup> Differences between Add Health and CalYOUTH males.

<sup>e</sup> Item is missing 16.3% for CalYOUTH participants due to “don’t know” and “refused” responses

<sup>f</sup> Item is missing 14.1% for CalYOUTH participants due to “don’t know” and “refused” responses

Table 85 displays youths’ reports of sexually transmitted infections. For the youth who reported having one or more sexual partners in the past year, fewer than one in ten reported that at least one of their partners had an STI. About one in seven youth who had sex reported that they had an STI. Females were more likely than males to report having an STI ( $F = 12.3, p < .001$ ). The proportion of youth who had sex with someone who had an STI varied by race/ethnicity ( $F = 2.8, p < .05$ ), with a greater proportion of African American youth (18.1%) than white youth (6.4%) and Hispanic youth (6.1%) saying that a sexual partner in the past year had an STI. There were also race/ethnicity differences in the proportion of youth who ever had an STI ( $F = 11.3, p < .001$ ), with African American youth being more likely to have an STI (32.6%) than the other race/ethnicity groups (ranging from 4.8% to 14.9%). Additionally, white youth (14.9%) were more likely than Hispanic youth (6.6%) to report that they ever had an STI.

**Table 85. Sexually Transmitted Infections**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Among youth who had one or more sexual partners in past year, any sexual partner had an STD in the past year ( <i>n</i> = 417)	42	9.1	31	9.8	11	7.9	
Among youth who ever had sex, ever had an STD ( <i>n</i> = 504)	70	14.1	62	19.3	8	5.2	***

\*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

Table 86 presents data on contraceptive use among youth who reported having intercourse with one or more sexual partners in the past year. Among youth who had sex at least once in the past year, youth had sex an average of about 60 times (the median was 10). When youth were asked about how frequently they used birth control in the past year, nearly one-third reported not using birth control at all and another third reported using birth control all of the time. Roughly one-half of youth reported using birth control during their most recent sexual intercourse. When the same question was asked about condom usage during the past year, over one-third reported not using a condom at all and slightly under one-fourth said they used a condom all of the time. About two-fifths of youth reported using a condom the last time they had sexual intercourse.

Among young people that have been sexually active in the past year, gender differences were present in the number of times birth control was used in the past year ( $F = 2.7, p < .05$ ). Gender differences were also present in terms of the number of times condoms were used in the past year ( $F = 2.8, p < .05$ ), with females more likely than males to report using condoms none of the time. Furthermore, females were more likely than males to have not used a condom at the time of their most recent sexual intercourse ( $F = 11.0, p < .01$ ). Differences in the average number of times youth had sexual intercourse in the past year were found across race/ethnicity groups ( $F = 2.9, p < .05$ ). Among those that had been sexually active in the past year, mixed-race youth (140.3) and white youth (84.2) reported having sex on more occasions than Hispanic youth (43.2). Mixed-race youth also had sex more often than African American youth (51.2). Youth in care were more likely than youth out of care to report using birth control the last time they had sexual intercourse (56.7% vs. 41.2%,  $F = 4.9, p < .05$ ).

Young people in the CalYOUTH Study were compared with their peers in Add Health in terms of their sexual activity and contraceptive use in the past year.<sup>47</sup> As shown in Table 86, when asked about the number of times they had sexual intercourse in the past year, the average for CalYOUTH Study

<sup>47</sup> For the last two questions in Table 86 (birth control and condom use during most recent intercourse), CalYOUTH asked about “sexual intercourse” while Add Health asked about “vaginal intercourse.” Thus, findings should be interpreted with caution.

participants was lower than the average for Add Health participants ( $F = 19.5, p < .001$ ).<sup>48</sup> In terms of the frequency with which birth control was used during sexual intercourse in the past year, CalYOUTH respondents were more likely than Add Health respondents to report “none,” and were less likely than Add Health respondents to report “most” or “all” of the time ( $F = 6.7, p < .001$ ).

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<sup>48</sup> The number of times a youth had sex in the past year was top-coded at 365 times (or once per day). However, even when the number of times was top-coded to the lower value of 100, the average number of times youth had sexual intercourse in the past year was still significantly higher for Add Health than CalYOUTH participants (46.0 vs. 32.3,  $F = 11.6, p < .001$ ).

**Table 86. Contraceptive Use in Past Year (*n* = 417)<sup>a</sup>**

	CalYOUTH							Add Health						
	Overall		Female		Male		<i>p</i>	Overall		Female		Male		<i>p</i>
	#	% / Mean (SD)	#	% / Mean (SD)	#	% / Mean (SD)		#	% / Mean (SD)	#	% / Mean (SD)	#	% / Mean (SD)	
Number of times had vaginal intercourse in the past year <sup>b</sup>	258	59.31 (103.0)	166	54.10 (94.0)	92	68.92 (117.8)		445	109.89 (131.2)	246	125.05 (133.5)	199	89.30 (125.4)	***
Frequency of using birth control during sexual intercourse in the past year							*							***
None	119	32.7	75	32.3	44	33.5		69	14.8	40	16.4	29	12.2	
Some	71	14.8	44	11.9	27	20.7		54	10.8	25	10.5	29	11.2	
Half	29	7.9	19	8.9	10	6.0		32	5.6	22	7.5	10	2.6	
Most	51	11.5	28	9.3	23	15.9		106	22.9	55	22.2	51	24.0	
All	134	33.1	102	37.7	32	23.9		262	46.0	151	43.4	111	50.0	
Frequency of using a condom in the past year							*							
None	137	36.1	102	41.8	35	25.3		--	--	--	--	--	--	
Some	87	18.1	54	15.7	33	22.7		--	--	--	--	--	--	
Half	40	8.2	25	8.5	15	7.7		--	--	--	--	--	--	
Most	58	14.1	32	11.2	26	19.6		--	--	--	--	--	--	
All	87	23.6	54	22.9	33	24.8		--	--	--	--	--	--	
Used birth control at the time of most recent sexual intercourse	215	52.9	143	52.9	72	52.8		348	64.0	198	62.1	150	67.0	**
Used a condom at the time of most recent sexual intercourse	164	41.6	88	34.6	76	54.5	**	257	47.6	115	36.5	142	64.8	

\**p* < .05, \*\**p* < .01, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Questions in this table were asked to respondents who reported having one or more sexual partners in the past year.

<sup>b</sup> Table is missing 30.9% due to “don’t know” or “refused” responses. Additionally, 30 youth reported having sex zero times, and they were also removed from this calculation. The original variable had a maximum answer of 999 times, but the responses were top-coded at 365 when calculating the mean.

Youth were asked about engagement in risky sexual activities, and their responses are reported in Table 87. Of the youth who have had sexual intercourse, nearly 6 percent reported ever being paid to have sex with someone. For the youth who were paid for sex, three-fifths reported being paid for sex in the past year. About one in twenty youth who had ever had sex did so with someone who took or shot street drugs using a needle. Among these youth, nearly three-fifths had sex with an intravenous drug user in the past year. Differences in the proportion of youth who ever had sex for money were present across race/ethnicity groups ( $F = 2.9, p < .05$ ), with young people in the “other” race/ethnicity group (21.6%) and African American youth (9.8%) more likely than Hispanic youth (3.6%) to have ever been paid to have sex. Youth in the “other” category were also more likely than white youth (3.4%) to have ever had sex for money. Youth still in foster care at the time of the interview were less likely than youth who left care to report ever having sex with someone who takes or shoots street drugs (3.3% vs. 8.3%,  $p < .05$ ).

There were also differences in risky sexual behavior among sexually active youth in CalYOUTH and in Add Health. Young people in the CalYOUTH Study were more likely than young people in the Add Health study to report ever having sex with someone for money (5.7% vs. 1.9%,  $F = 7.3, p < .01$ ). CalYOUTH females were more likely than Add Health females to have ever had sex with someone for money (6.8% vs. 2.3%,  $F = 4.6, p < .05$ ). CalYOUTH males were more likely than Add Health males to have ever had sex with an intravenous drug user (5.3% vs. 1.1%,  $F = 8.8, p < .01$ ).

**Table 87. Risky Sexual Activity ( $n = 504$ )<sup>a</sup>**

	#	%
Ever had sex with someone who paid them to do so	31	5.7
Times had sex with someone who paid them to do so during the past year ( $n = 31$ ) <sup>b</sup>		
Zero times	9	40.7
One or more times	16	59.3
Ever had sex with someone who takes or shoots street drugs using a needle	27	4.5
Times had sex with someone who takes or shoots street drugs using a needle in past year ( $n = 27$ )		
Zero times	10	42.5
One or more times	15	57.5

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Questions in this table were only asked to youth who reported ever having sex.

<sup>b</sup> Table is missing 19.4% due to “don’t know” or “refused” responses.

Transition-age foster youth are more likely to have experienced early pregnancy than their same-aged peers in the general population (for review, see Svoboda, Shaw, Barth, & Bright, 2012). By age 19, females in the Midwest Study were about twice as likely as females in the Add Health Study to have ever gotten

pregnant (51% vs. 27%<sup>49</sup>; Dworsky & Courtney, 2010b), and 14 percent of males in the Midwest Study had reported fathering a child by age 19 (Courtney et al., 2005). Similarly, in a study of youth in foster care in Missouri, Oshima and colleagues (2013) found that 55 percent of females had ever been pregnant and 23 percent of males had fathered a child by age 19. The Midwest Study reported that young adult females who exited care were significantly more likely to experience a pregnancy by age nineteen than those who remained in care (44% vs. 31%; Dworsky & Courtney, 2010b). Furthermore, females who had left care were more likely to report their pregnancy as a “definitely wanted” outcome than young women who became pregnant while still in care. Surprisingly, women in this study who became pregnant while out of care were more likely to receive prenatal and postnatal services than females who remained in care, and those who remained in care were more likely to end a pregnancy in an abortion compared to those who exited care (Courtney et al., 2005). Placement instability, lack of relationships with caring adults, lower levels of educational attainment, comfort with reproductive and sexual health service providers, and mental health and developmental needs of young adults in care may also play a role in unplanned pregnancies among youth in foster care (for review, see Svoboda et al., 2012).

Female CalYOUTH participants’ pregnancy histories are displayed in Table 88. About one-half of females reported ever being pregnant and one-quarter ever gave birth. About one-third of females reported that they had been pregnant since they were last interviewed. Among the youth that were pregnant since the last interview, nearly four-fifths had been pregnant only one time, over three-fifths gave birth to a child, and few of these women were married to the father of their child. Just over one-quarter of the female youth that had become pregnant since the last interview reported using birth control at the time of their most recent pregnancy. When asked about their desire to become pregnant at the time, about one-third of youth reported that they definitely did not want to have a baby, about one-quarter reported that they definitely wanted to have a baby, and over one-quarter said that they neither wanted nor did not want to have a baby. Nearly two-thirds of the youth who became pregnant since the last interview wanted to marry their partner at the time. Approximately three-quarters of the youth saw a doctor or nurse within the first or second month of being pregnant, while over one in ten youth said that they never received prenatal care. Most pregnancies ended in a live birth, but about one-third ended in a still birth, miscarriage, or abortion.

Youth who were in care at the time of the interview were less likely than youth who had left care to have ever been pregnant (46.1% vs. 61.0%,  $F = 4.1, p < .05$ ).

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<sup>49</sup> The Add Health Study pregnancy rate (27.3%) is a weighted estimate that takes into account racial differences between the Add Health and Midwest Study samples (Dworsky & Courtney, 2010b, p.1352).



**Table 88. Pregnancy History (Females) (n = 364)**

	#	%
Ever been pregnant	168	49.3
Ever given birth to a child <sup>N</sup>	93	25.7
Ever been pregnant since last interview	123	33.9
Number of times been pregnant since last interview (n = 123)		
1	97	79.4
2	19	16.2
3 or more	6	4.4
Given birth to any child/children since last interview (n = 123)	78	61.4
Married to child's other parent at time each child was born <sup>N</sup> (n = 78)	4	2.2
Most recent pregnancy (n = 123)		
Used birth control at time of pregnancy	32	28.0
Wanted to become pregnant at that time		
Definitely no	36	33.8
Probably no	6	3.7
Neither wanted nor didn't want	36	28.8
Probably yes	6	7.5
Definitely yes	33	26.1
Wanted to marry partner at that time		
Yes	75	63.1
No	33	26.7
Didn't care	9	10.2
Month of pregnancy first saw doctor or nurse <sup>a</sup>		
Month 1	51	43.3
Month 2	28	29.2
Month 3	6	3.5
Months 4 to 6	4	5.3
Months 7 to 9	4	6.0
Didn't receive prenatal care	14	12.8
How pregnancy ended (n = 102) <sup>b</sup>		
Live birth	65	66.3
Still birth/Miscarriage	18	17.7
Abortion	12	16.0

Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey item.

<sup>a</sup> Table is missing 13.0% due to "don't know" or "refused" responses

<sup>b</sup> Excludes females who were currently pregnant at the time of the interview (n = 21).

Table 89 displays males' histories of impregnating females. About one in five males reported ever getting a girl pregnant. Among the youth who ever got a female pregnant, roughly four-fifths impregnated only one female. Over half of the males who ever impregnated someone fathered a child, and approximately two-thirds of them had gotten a female pregnant since they were last interviewed. A very small percentage of these men were married to the female they impregnated. When asked about the most recent time they got someone pregnant since their last interview, only 2 percent said they or their partner were using birth control at the time of the pregnancy. About one-third of these males did not want their partner

to become pregnant, one-third neither wanted nor did not want their partner to become pregnant, and about a third wanted their partner to become pregnant when the pregnancy occurred. Most of these youth did not want to marry their partner at the time they became pregnant.

**Table 89. History of Impregnating Females (Males) ( $n = 242$ )<sup>a</sup>**

	#	%
Ever gotten female pregnant	51	20.9
Number of females respondent has ever gotten pregnant ( $n = 51$ )		
1	38	81.0
2 or more	11	19.0
Ever fathered a child that was born <sup>N</sup> ( $n = 51$ ) <sup>b</sup>	21	49.0
Any partner became pregnant since last interview ( $n = 51$ )	31	68.3
Number of females respondent has gotten pregnant since last interview ( $n = 31$ )		
1	26	88.5
2	5	11.5
Fathered a child that was born since last interview ( $n = 31$ ) <sup>c</sup>	16	55.2
Married to child's other parent at time each child was born <sup>N</sup> ( $n = 16$ )	1	3.7
Most recent time got female pregnant ( $n = 31$ )		
Used birth control at time partner became pregnant	1	2.3
Wanted partner to become pregnant at that time <sup>d</sup>		
Definitely no	8	16.2
Probably no	3	21.1
Neither wanted nor didn't want	8	33.4
Probably yes	4	14.0
Definitely yes	3	15.3
Wanted to marry partner at time partner became pregnant <sup>e</sup>		
Yes	8	25.5
No	13	54.2
Didn't care	3	20.3

Note: Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey item.

<sup>a</sup> Two males were not asked these questions during the interview.

<sup>b</sup> Table is missing 13.7% due to "don't know" or "refused" responses and missing respondent data.

<sup>c</sup> A total of 30 males had ever gotten a female pregnant, or 11.3% (weighted).

<sup>d</sup> Table is missing 16.1% due to "don't know" or "refused" responses.

<sup>e</sup> Table is missing 22.6% due to "don't know" or "refused" responses.

## Children and Parenting

Transition-age foster youth are more likely than their non-foster care counterparts to parent a child (for review, see Svoboda et al., 2012). One-fourth of 19-year-olds in the Midwest Study reported having a child, which is nearly twice the rate of their same-aged peers in the Add Health Study (Courtney et al., 2005). When broken down by gender, females in the Midwest Study (32%) were more than twice as likely as males (14%) to have a child. Putnam-Hornstein and King (2014) reported similar rates of motherhood among youth in California foster care, with 28 percent of females having given birth by age 20. Both females and

males in the Midwest Study were more likely than their female (12%) and male (7%) counterparts in Add Health to be parents. No significant differences in having children were found between those who remained in care and those who exited care for either gender (Courtney et al., 2005).

Table 90 reports the number of children, and the dependency status of the children, for CalYOUTH participants that have at least one child. About one-fifth of young people have one or more living children. Most parents have only one child, and 15 percent of parents have at least one child who is a dependent of the court. Female youth were more likely than male youth to have a living child ( $F = 21.3, p < .001$ ). Of the parents, a greater proportion of youth who exited care than youth still in care have two children (16.1% vs. 4.8%,  $F = 4.3, p < .05$ ).

**Table 90. Number of Children and Dependency Status**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Has a living child	121	20.1	22	9.5	99	27.2	***
Number of living children ( <i>n</i> = 121)							
1 child	109	92.5	22	100	87	90.8	
2 children	12	7.5	0	0.0	12	9.2	
Number of youth who have a least one child who is a dependent of the court ( <i>n</i> = 121)	16	15.3	3	14.6	13	15.5	

\*\*\* $p < .001$ ; Note: Unweighted frequencies and weighted percentages.

Table 91 displays age and gender data for the 133 children of the young people in the CalYOUTH Study. About half of the children were under a year old and more than half of children are male.

**Table 91. Age and Gender of Youth's Child (*n* = 133 children)**

	#	%
Child's age		
Less than 1 year old	65	49.4
1 year old	28	17.4
2 years old	19	19.3
3 or more years old	21	13.9
Child's gender		
Female	61	43.4
Male	71	56.6

*Note:* Unweighted frequencies and weighted percentages.

Research exploring the level of involvement of young parents transitioning from care with their children is sparse. Of the 141 19-year-olds in the Midwest Study who reported having a child, about three-fourths reported living with their child; females (93%) were much more likely than males (18%) to be living with at least one of their children (Courtney et al., 2005). Although Midwest Study youth reported a higher rate of parenthood than Add Health participants, they were no more or less likely than their same-age peers to be living with their children at age 19 (Courtney et al., 2005).

Additionally, no differences were found between youth who were still in care at age 19 and youth who had left care in terms of the living arrangements of their children. Among parents in the Midwest Study at age 21, males were more likely than females to have at least one child they were not living with (67% vs. 15%) (Courtney et al., 2007). While a similar proportion of male and female parents saw their nonresident child at least once a month (73% v. 69%), a greater proportion of female parents reported never visiting their nonresident children (31% for females vs. 13% for males). In an analysis that followed Midwest Study fathers into their mid-20s, the fathers who had remained in care had more contact with their children than those who had exited care at age 18 (Hook & Courtney, 2013).

Table 92 presents information on the living arrangements and parental involvement of the children of CalYOUTH Study participants. About four-fifths of the children live with the CalYOUTH participant's parent, and in almost two-fifths of these households the child's other parent lives there as well. The CalYOUTH participant parent has a legal agreement regarding custody with the other parent for about one-fifth of the children. For children who live with both parents, we asked the respondent about how much time the child spends with the respondent and with the other parent. Most children spend equal time with both parents. For children who do not live with the respondent, we asked the respondent how often they see the child. About two-thirds of children are visited by the CalYOUTH parent a few times a month or more ("few times per month" or "about once a week"). For the children who are not currently residing with the respondent, we asked the respondent to name all of the people that the child is living with. The

child's other biological parent is the most commonly reported person the child is living with, followed by the other partner's parents or relatives. Among respondents' children who do not live with the other parent, respondents were asked how often the other parent visits with the child. For almost two-thirds of the children, the other parent visits the child infrequently ("never" or "less than once a month"). The children of female respondents were more than twice as likely as children of male respondents to be living with the respondent ( $F = 18.4, p < .001$ ). Moreover, in cases where the respondent was not currently living with their child, the children of female respondents were more likely than children of male respondents to have ever lived with the respondent in the past ( $F = 4.7, p < .05$ ).

**Table 92. Living Arrangements and Parental Contact (*n* = 133 children)**

	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Child currently lives with respondent in same household ( <i>n</i> = 133)	107	80.6	10	42.7	97	88.6	***
If not living with respondent, child ever lived with respondent in same household in the past ( <i>n</i> = 26) <sup>a</sup>	18	67.3	7	51.3	11	84.5	*
Child's other parent currently lives with respondent ( <i>n</i> = 133)	54	38.1	10	42.7	44	37.1	
If not, child's other parent ever lived with respondent in the past ( <i>n</i> = 78) <sup>b</sup>	33	38.6	6	48.8	27	36.6	
Respondent has legal agreement regarding custody with other parent ( <i>n</i> = 133)	27	20.9	5	34.2	22	18.1	
Other parent has a court requirement to pay child support ( <i>n</i> = 107) <sup>c</sup>	5	3.7	0	0.0	5	4.1	
If child lives with both parents (child <i>n</i> = 52)							
Child's time spent with their parents							**
More time with respondent	17	33.6	1	6.7	16	40.5	
Equal time with respondent and other parent	32	61.6	6	69.9	26	59.5	
More time with other parent	3	4.8	3	23.5	0	0.0	
If child does not live with respondent (child <i>n</i> = 26)							
Frequency of visitation for respondent with a child in the past year							*
Never	3	6.5	1	2.6	2	10.6	
Less than once a month	6	26.8	4	42.3	2	10.2	
Few times per month	14	50.0	4	22.7	10	79.1	
About once a week	3	16.7	3	32.4	0	0.0	
Current residence of child (can be living with more than one person) ( <i>n</i> = 35 people residing with child) <sup>d</sup>							
Living with other biological parent	14	42.8	11	67.5	3	17.1	
Living with maternal grandparents	5	10.4	3	14.5	2	6.1	
Living with other maternal relatives	7	18.3	2	17.9	5	18.6	
Living with paternal grandparents	1	2.1	0	0.0	1	4.2	
Living with other paternal relatives	1	7.1	0	0.0	1	14.5	
Living with friends	0	0.0	0	0.0	0	0.0	
Living with adoptive parents	5	10.2	0	0.0	5	20.8	
Living with foster parents	2	9.2	0	0.0	2	18.7	
Living in an institution	0	0.0	0	0.0	0	0.0	

If child does not live with other parent ( <i>n</i> = 65)							
Frequency of visitation for other parent with child in the past year							
Never	26	37.3	0	0.0	26	38.6	
Less than once a month	14	25.0	0	0.0	14	25.9	
Few times per month	10	17.8	0	0.0	10	18.4	
About once a week	15	19.9	1	100	14	17.1	

\**p* < .05, \*\**p* < .01, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Includes children who are not currently living with the respondent.

<sup>b</sup> Includes children whose other parent does not currently live with the respondent.

<sup>c</sup> Includes children are currently living with the respondent.

<sup>d</sup> Includes all individuals with whom the child lives. The 26 children were living with a total of 35 individuals.

## Marriage and Romantic Relationships

Youth were asked a number of questions about their current relationship and marital status. As displayed in Table 93, about half of youth reported being currently involved in a “dating or romantic relationship,” and almost 90 percent of these respondents reported being involved with their partner on a steady basis. Among the young people in a dating or romantic relationship, over 40 percent were living with their partner, the majority were dating their partner exclusively, and most had been in a relationship with their partner for one to two years. Of the respondents who had a child and who were either in a romantic relationship or were married, over two-thirds of respondents reported that their current partner was the parent of their child. Among the parents who were not currently in a relationship with their child’s other parent, over 60 percent reported that they hardly or never interact with the child’s other parent.

Some differences in romantic involvement were found by gender and race/ethnicity. Females were more likely than males to report being currently involved in a romantic relationship ( $F = 29.0, p < .001$ ).

Among those in romantic relationships, females were more likely than males to live with their partner ( $F = 9.9, p < .01$ ). Males were also more likely than females to have only been involved with their partner for one to six months, while females were more likely than males to be involved with their partner for more than two years ( $F = 2.6, p < .05$ ). There were also differences by race/ethnicity in the proportion of youth currently involved in a romantic relationship ( $F = 3.7, p < .01$ ). Hispanic youth (58.1%) and white youth (57.4%) were more likely than mixed-race youth (37.6%) and African American youth (36.7%) to be in a romantic relationship ( $F = 4.7, p < .01$ ).

**Table 93. Relationship Status and Involvement (*n* = 607)<sup>a</sup>**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Currently involved in a romantic relationship	315	51.0	227	61.3	88	35.7	***
Description of relationship with current partner ( <i>n</i> = 315)							
Romantically involved on a steady basis	282	89.0	204	90.4	78	85.3	
Romantically involved on-again/off-again	24	8.2	16	7.0	8	11.4	
Just friends	6	1.9	4	1.4	2	3.3	
Hardly ever see or talk to each other	3	0.9	3	1.2	0	0.0	
Among respondents currently involved in romantic relationship ( <i>n</i> = 306) <sup>b</sup>							
Respondent lives with partner	136	42.5	111	48.7	25	26.6	*
Dating status							
Dating exclusively	270	87.1	199	89.3	71	81.3	
Dating frequently, but not exclusively	24	9.7	13	7.5	11	15.5	
Dating once in a while	8	2.8	5	2.6	3	3.2	
Only having sex	2	0.4	2	0.6	0	0.0	
Total number of months romantically involved with partner ( <i>n</i> = 304) <sup>c</sup>							
Less than one month	4	1.3	2	1.2	2	1.6	
1 to 6 months	63	21.6	32	17.0	31	33.3	
7 to 12 months	65	22.0	47	21.2	18	24.1	
13 to 24 months	92	32.0	72	33.6	20	28.0	
25 or more months	78	23.1	65	27.0	13	13.1	
Among youth with child who are in romantic relationship/married, current spouse/romantic partner is the parent of your child/one of your children ( <i>n</i> = 90)							
Relationship status with child's other parent if youth is not currently in a romantic relationship with child's other parent ( <i>n</i> = 57)							
Romantically involved on-again/off-again	2	4.3	1	2.5	1	15.3	
Just friends	20	32.6	16	33.8	4	25.1	
Hardly ever see or talk to each other	9	19.4	7	16.0	2	40.5	
Do not see or talk to each other	25	42.7	23	46.6	2	19.1	
Other parent is deceased	1	1.0	1	1.1	0	0.0	

\**p* < .05, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Excludes four youth who are currently married.

<sup>b</sup> Excludes nine youth who reported in the previous question that they are “just friends” with their romantic partner, or that they “hardly ever see or talk to each other.”

<sup>c</sup> Two youth were not asked this question during the interview.



Table 94 displays youths' marital status and involvement in marriage-like relationships. Although less than 1 percent of youth reported ever being married, approximately half of youth in a romantic relationship reported ever living with someone in a "marriage-like" relationship. Among these youth, about two-thirds reported currently living with their partner. Females were more likely than males to report ever living with someone in a marriage-like relationship for at least one month (55.7% vs. 28.8%,  $F = 13.7, p < .001$ ).

**Table 94. Marriage and Marriage-Like Relationships**

	#	%
Current marital status		
Married	4	0.7
Divorced	1	0.1
Separated	5	0.9
Never married	601	98.4
Among youth in a romantic relationship, ever lived with someone in a marriage-like relationship for one month or more ( $n = 307$ ) <sup>a</sup>	156	48.2
Number of people lived with in a marriage-like relationship ( $n = 156$ )		
1 person	133	87.0
2 people	18	10.1
3 or more people	5	2.9
Still living together ( $n = 156$ )	95	64.4

\*\*\* $p < .001$ ; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> A total of 315 youth said they were in a romantic relationship. Includes 1 youth who reported their current romantic relationship status as "don't know". Excludes 9 youth who reported in the previous question that they are "just friends" with their romantic partner, or that they "hardly ever see or talk to each other."

Among young people who were married or involved in a romantic relationship, most youth reported loving their partner “a lot,” being “very happy” in general with their partner, and being “completely committed” to their partner (see Table 95). Females were more likely than males to report being “completely committed” to their partner (64.1% vs. 50.5%), while males were more likely than females to be “somewhat committed” (9.3% vs. 2.1%,  $F = 3.8, p < .05$ ).

**Table 95. Love, Happiness, and Commitment in Romantic Relationship ( $n = 310$ )<sup>a</sup>**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Among youth who are married or in a dating relationship							
How much love partner							
A lot	273	87.7	197	87.4	76	88.5	
Somewhat	26	8.8	17	8.6	9	9.1	
A little	7	2.9	5	3.1	2	2.4	
Not at all	3	0.7	3	0.9	0	0.0	
How happy in the relationship with partner in general							
Very happy	235	74.3	167	74.3	68	74.2	
Fairly happy	68	24.0	49	23.6	19	25.0	
Not too happy	7	1.7	6	2.1	1	0.8	
How committed to the relationship with partner							*
Completely committed	195	60.3	149	64.1	46	50.5	
Very committed	100	35.5	66	33.6	34	40.2	
Somewhat committed	14	4.2	6	2.1	8	9.3	
Not at all committed	1	0.1	1	0.2	0	0.0	

\* $p < .05$ ; *Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> A total of 315 youth said they were in a romantic relationship. Excludes 9 youth who reported in the previous question that they are “just friends” with their romantic partner, or that they “hardly ever see or talk to each other.” Includes 4 additional youth who were married.

Youth who were married or in a romantic relationship answered several questions about the quality of their relationship with their partner. As displayed in Table 96, respondents had overall positive views of their relationships in terms of communication, affection, encouragement, sex life, and willingness to compromise. However, about 30 percent of respondents were on the fence or did not agree (“neither agree nor disagree”, “disagree”, or “strongly disagree”) that their partner is “fair and willing to compromise.”

**Table 96. Relationship Quality (*n* = 310)<sup>a</sup>**

	Strongly agree		Agree		Neither agree nor disagree		Disagree		Strongly disagree	
	#	%	#	%	#	%	#	%	#	%
Among youth who are married or in a dating relationship										
My partner listens to me when I need someone to talk to	191	62.6	91	29.9	20	5.6	5	1.0	3	0.9
My partner expresses love and affection to me	191	62.2	101	32.4	15	4.5	2	0.7	1	0.2
My partner is fair and willing to compromise when we have a disagreement	99	32.9	116	36.1	66	21.5	23	7.6	5	1.9
My partner encourages or helps me to do things that are important to me	197	63.0	96	31.4	12	4.1	2	0.7	3	0.9
I am satisfied with our sex life	163	53.1	109	38.3	23	5.8	4	0.9	7	2.0
I trust my partner to be faithful to me	185	56.8	89	30.9	24	8.4	7	2.0	5	1.8

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> A total of 315 youth said they were in a romantic relationship. Excludes 9 youth who reported in the previous question that they are “just friends” with their romantic partner, or that they “hardly ever see or talk to each other.” Includes 4 additional youth who were married.

Young people who reported being involved in a romantic relationship were also asked questions about whether they felt their partner is critical of or manipulative towards them. Table 97 shows that most youth in romantic relationships do not report experiencing criticism or manipulation in their romantic relationships. Significant differences were found when comparing in-care and out-of-care groups in terms of control over money ( $F = 4.8, p < .01$ ). Young adults who were still in care were more likely than those who had left care to “strongly disagree” that their partner withholds, makes them ask, or takes money (71.3% vs. 60.9%), while youth who exited care were more likely than youth in care to “neither agree nor disagree” with the statement (8.5% vs. 0.4%).

**Table 97. Relationship Criticism and Manipulation ( $n = 310$ )<sup>a</sup>**

	Strongly agree		Agree		Neither agree nor disagree		Disagree		Strongly disagree	
	#	%	#	%	#	%	#	%	#	%
Among youth who are married or in a dating relationship										
My partner insults or criticizes me or my ideas	9	2.9	14	4.2	31	10.8	120	36.8	136	45.2
My partner tries to keep me from seeing or talking with friends or family	3	1.2	14	3.5	17	4.4	105	34.6	171	56.4
My partner tries to prevent me from going to work or school	1	0.2	0	0.0	6	1.3	100	33.0	203	65.6
My partner withholds money, makes me ask for money, or takes my money	2	0.3	9	2.5	11	2.4	78	26.0	210	68.8

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> A total of 315 youth said they were in a romantic relationship. Excludes 9 youth who reported in the previous question that they are “just friends” with their romantic partner, or that they “hardly ever see or talk to each other.” Includes 4 additional youth who were married.

## Past Maltreatment in Care

A review of studies of youth aging out of foster care found that youths’ self-reported rates of neglect by an out-of-home care provider (i.e., foster parent, group care staff, etc.) ranged from 20 percent to 33 percent, rates of physical abuse ranged from 13 percent to 15 percent (Pecora et al., 2005), and rates of sexual victimization ranged from 2 percent to 8 percent (Havlicek & Courtney, 2016). A more recent study based on self-reports at age 19 from Illinois participants in the Midwest Study found that one-third of the sample (33%) reported neglect by a substitute caregiver, over one-quarter (26%) reported physical

abuse by a substitute caregiver, and fifteen percent reported sexual victimization during out-of-home care (Havlicek and Courtney, 2016).<sup>50</sup>

CalYOUTH participants were asked a series of questions about forms of maltreatment that they might have been subjected to while they were minors living in foster care. Table 98 shows youths' self-reported experience of physical abuse and neglect by their caregivers while in care.<sup>51</sup> Fewer than 20 percent of youth reported experiencing any one type of maltreatment, but the most commonly reported types included a caregiver throwing or pushing the respondent, a caregiver hitting the respondent hard with a fist, kick, or slap, and the respondent having to miss school to stay home and take care of a family member or do chores.

There were differences by race/ethnicity for one type of past maltreatment ( $F = 3.4, p < .05$ ). A greater proportion of African American youth (8.4%) than white youth (1.0%) and Hispanic youth (2.5%) said that a caregiver had attacked them with a weapon. Additionally, youth in the "other" race/ethnicity category (12.1%) were more likely than white youth to report being attacked with a weapon.

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<sup>50</sup> The questions used in the study to identify sexual victimization specified that the victimization took place while the youth was still in care but did not specify the relationship of the perpetrator to the youth.

<sup>51</sup> The series of questions was introduced with the following statement: "Now I would like to ask you some questions about the ways in which your caregivers may have mistreated you. When I say caregivers, I mean the adults who were responsible for taking care of you during your time in the foster care system before your 18th birthday, when you were still a minor. That includes adults like foster parents, relatives of yours who were your foster parents, group home and residential treatment center staff, and your social workers."

**Table 98. Physical Abuse and Neglect while in Foster Care before Age 18 (n = 607)<sup>a</sup>**

	#	%
Caregiver ignored serious illness or injury/failed to obtain medical treatment	69	10.8
Caregiver failed to help respondent wash and groom	30	5.6
Caregiver failed to provide regular meals	70	11.9
Required to do chores that were too difficult/dangerous	45	6.5
Abandoned by caretaker	68	11.4
Caregiver unable to care for respondent due to physical or emotional illness	63	10.4
Respondent missed school to care for family member or do chores	85	13.8
Caregiver failed to protect respondent from being physically harmed by someone else	80	12.9
Caregiver threw or pushed respondent	95	16.2
Caregiver locked respondent in room/closet for several hours or longer	51	8.3
Caregiver hit respondent hard with fist, kicked, or slapped respondents	87	14.2
Caregiver beat respondent up	55	10.0
Caregiver tried to choke, strangle, or smother respondent	48	8.5
Caregiver attacked respondent with weapon, such as knife or gun	17	3.7
Caregiver tied respondent up, held respondent down, or blindfolded respondent so they could not protect themselves	22	4.0

*Note:* Unweighted frequencies and weighted percentages. No significant gender differences were found for the questions in this table.

<sup>a</sup> Four respondents were not asked past maltreatment questions due to a survey administration error.

Table 99 displays youths' reports of past sexual abuse while in care as minors.<sup>52</sup> About one in ten young adults reported ever being raped, and among these youth the most commonly reported perpetrators were a stranger, a nonrelative foster parent who was living with the youth at the time, or a nonrelative youth or adult who was living with the youth at the time. Approximately 15 percent of young people reported ever

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<sup>52</sup> The questions about sexual abuse were introduced with the following statement: "I'd like to ask you some questions about sexual abuse. Once again, I'd like to remind you that everything you say is confidential and that I am only referring to experiences that happened while you were in the foster care system PRIOR to your 18th birthday." The prevalence of rape was assessed with the following question: "While living in the foster care system before age 18, were you ever raped, that is someone had sexual intercourse with you when you did not want to, by threatening you or using some degree of force?" Prevalence of sexual molestation was assessed with the following question: "While living in the foster care system before age 18, were you ever sexually molested, that is someone touched or felt your genitals when you did not want them to?"

being sexually molested, and among these respondents the most common perpetrators were a non-relative foster parent who was living with the youth at the time, a non-relative youth or adult who not living with the youth at the time, or a relative or kinship foster parent or other related adult who was living with the respondent. Gender differences emerged in young people's likelihood of experiencing sexual abuse. Females were more likely than males to have ever been raped ( $F = 14.9\%$ ,  $p < .01$ ) and to have ever been sexually molested ( $F = 11.9$ ,  $p < .001$ ).

**Table 99. Sexual Abuse while in Foster Care before Age 18 (*n* = 607)<sup>a</sup>**

	Overall		Female		Male		<i>p</i>
	#	%	#	%	#	%	
Ever raped	70	11.0	60	14.9	10	4.8	**
Relationship to perpetrator ( <i>n</i> = 70) <sup>b</sup>							
Nonrelative foster parent living with at the time	9	17.8	8	16.1	1	26.6	
Relative/kinship foster parent or other adult relative living with at the time	6	10.3	5	10.9	1	7.7	
Another peer living in foster care	9	13.5	5	8.5	4	39.0	
Group home staff person	1	4.4	1	5.3	0	0.0	
An adult relative not living with at the time	5	4.5	5	5.4	0	0.0	
Boyfriend/girlfriend, romantic partner, someone dating	1	1.3	1	1.5	0	0.0	
An unrelated youth or adult whom respondents knew, but not living with at the time	10	16.3	9	14.9	1	26.6	
A stranger	10	20.0	10	24.0	0	0.0	
Other	7	11.3	7	13.5	0	0.0	
Ever sexually molested ( <i>n</i> = 585)	84	14.5	73	19.5	11	6.6	***
Relationship to perpetrator ( <i>n</i> = 84) <sup>c</sup>							
Nonrelative foster parent living with at the time	14	21.0	11	18.2	3	31.7	
Relative/kinship foster parent or other adult relative living with at the time	11	13.4	10	15.6	1	4.9	
Another peer living in foster care	8	8.3	6	8.0	2	9.6	
Group home staff person	1	2.1	0	0.0	1	10.2	
An adult relative not living with at the time	9	1.4	8	13.2	1	16.8	
Boyfriend/girlfriend, romantic partner, someone dating	1	0.5	1	0.6	0	0.0	
An unrelated youth or adult whom respondents knew, but not living with at the time	13	19.3	12	20.0	1	16.8	
A stranger	6	9.5	6	11.9	0	0.0	
Other	7	12.0	6	12.4	1	10.2	

\*\**p* < .01, \*\*\**p* < .001; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup> Four respondents were not asked the questions in this table during the interview.

<sup>b</sup> Item missing 17.0% due to “don’t know” and “refused” responses.

<sup>c</sup> Item missing 20.5% due to “don’t know” and “refused” responses, or because respondents were not asked this question at the time of the interview.



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## **Crime, Criminal Justice System Involvement, and Victimization**

Past research suggests that child maltreatment predicts an increased risk of later criminal behavior (Currie & Tekin, 2012). Further, some research indicates that maltreated children who are removed from their homes are more likely than maltreated children who remain at home to be involved in the criminal justice system (Ryan & Testa, 2005). Several studies have shown that transition-age foster youth are more likely than their nonfoster peers to engage in delinquent behaviors and become involved with the criminal justice system (Courtney et al., 2005; Courtney et al., 2004; Cusick, Havlicek, & Courtney, 2012; Reilly, 2003; Vaughn, Shook, & McMillen, 2008; Widom & Maxfield, 2001). One study compared the arrest records of adults who were involved in foster care with those of adults without foster care experience. The two populations were matched on the basis of sex, race, age and family economic status. The study found that foster care alumni had higher rates of arrest than their matched counterparts (42% vs. 32%) (Widom & Maxfield, 2001). Courtney and colleagues (2005) asked Midwest Study participants at age 19 about their criminal justice involvement since they were last interviewed at age 17. The researchers found that 28 percent reported being arrested, 12 percent reported being convicted of a crime, and nearly 20 percent reported spending a night in a correctional facility. Additionally, foster youth reported being the perpetrators of violent acts at higher rates than their same-aged peers in the Add Health Study (Courtney et al., 2005).

Research has also reported differences in criminal justice involvement and delinquent behavior based on certain demographic characteristics. Males in the Midwest Study were found to be more likely than females to engage in delinquent behavior and to have formal involvement in the criminal justice system (Courtney et al., 2005). Young adults who were still in foster care reported lower rates than 19-year-olds who had exited care of arrest, conviction, and incarceration (Courtney et al., 2005). Race also appears to play some role in criminal justice involvement. In an analysis of Midwest Study participants' legal involvement through their early 20s, black men faced significantly higher odds of incarceration than white men (Lee, Courtney, & Hook, 2012). Education also seems to play a significant role for men in this analysis. The researchers found that educational participation and attainment were associated with lower odds of both legal system involvement and criminal behaviors for men in the Midwest Study.

In addition to being involved with the criminal justice system as perpetrators, foster youth also experienced high rates of victimization. Both male and female young adults in the Midwest Study reported higher rates than their Add Health counterparts of being victims of violent acts (Courtney et al., 2005). The young adults in the Midwest Study were more likely than their same-age peers to report having someone pull a gun on them, having someone pull a knife on them, or seeing someone shot or stabbed (Courtney et al., 2005). There were no differences between young adults still in care and young

adults who have exited care; however, males were more likely than females to report being victims of violent acts (Courtney et al., 2005).

Table 100 presents the frequency of CalYOUTH participants' self-reported criminal behavior compared to that of their peers in Add Health. Youth were asked about how often they engaged in different behaviors in the previous 12 months. The majority of youth reported "never" engaging in the behaviors they were asked about. Participants most frequently reported deliberately damaging someone else's property, selling marijuana, stealing something worth less than \$50, and taking part in a fight against another group.

There were differences between youth who were in still care and those who left care in terms of using someone else's credit card without permission ( $F = 2.8; p < .05$ ). Specifically, youth who were still in care were significantly more likely than those who had left care to use someone else's credit card without permission "1 or 2 times" (2.1% vs. 0.3%).

Significant differences between CalYOUTH participants and Add Health participants were present for some of the behaviors. In particular, CalYOUTH participants were more likely than their nationally representative peers to steal something worth more than \$50 ( $F = 8.4, p < .001$ ); use or threaten to use a weapon to get something from someone ( $F = 7.9, p < .001$ ); and buy, sell, or hold stolen property ( $F = 20.0, p < .001$ ). In contrast, CalYOUTH participants were less likely than Add Health participants to ever belong to a named gang ( $F = 6.3, p < .05$ ) and to own a handgun ( $F = 7.2, p < .01$ ).

**Table 100. Criminal behavior during Past Twelve Months (n = 607)<sup>a</sup>**

	CalYOUTH								Add Health								p
	Never		1 or 2 times		3 or 4 times		5 or more times		Never		1 or 2 times		3 or 4 times		5 or more times		
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	
Deliberately damaged property that did not belong to respondent	492	84.5	78	12.4	13	1.8	7	1.3	659	87.5	70	9.6	16	2.4	6	0.6	
Stole something worth more than \$50	544	91.9	33	5.2	6	1.3	10	1.6	717	94.9	28	3.6	7	1.5	2	0.1	***
Entered a house or building to steal something	568	95.4	21	3.2	7	1.4	1	0.1	726	96.9	18	1.9	7	1.2	2	<0.1	
Used or threatened to use a weapon to get something from someone	568	95.5	21	4.2	1	0.1	3	0.3	310	96.7	9	0.9	4	0.2	1	<0.1	***
Sold marijuana or other drugs	513	89.2	28	4.0	15	2.5	28	4.3	668	89.4	30	3.6	19	2.9	33	4.1	
Stole something worth less than \$50	526	89.7	41	6.3	11	1.3	16	2.8	669	89.5	60	8.0	11	1.6	12	1.0	
Took part in a physical fight involving one group against another	524	89.7	51	7.0	9	1.2	8	2.1	665	87.3	63	9.7	15	2.2	11	.9	
Bought, sold, or held stolen property	556	94.3	15	2.1	10	1.9	9	1.8	702	93.6	37	4.4	10	1.9	3	<0.1	***
Used someone else's credit card, bankcard, or automatic teller card without their permission	586	98.1	9	1.7	1	0.1	1	0.1	742	98.7	6	0.5	3	0.7	2	<0.1	
Used a weapon in a fight	576	96.8	12	1.9	5	1.1	2	0.2	725	96.1	17	2.2	7	1.4	3	0.3	
Became injured in a fight and needed medical treatment	557	94.2	29	5.0	1	0.1	3	0.7	708	95.1	35	3.8	5	1.0	2	0.1	
Hurt someone badly enough in a physical fight that medical care was needed	551	93.6	27	4.7	6	0.9	6	0.8	686	91.8	47	6.7	12	1.3	4	0.2	
	#		%		#		%		#		%		#		%		p
Ever belonged to a named gang	47		8.8		117		14.4										*
Own a handgun	17		3.1		56		7.7										**

\*p < .05, \*\* p < .01, \*\*\* p < .001; Note: Unweighted frequencies and weighted percentages.

<sup>a</sup>Four respondents were not asked the questions in this table during the interview.

Table 101 compares the frequency of youths' criminal behavior by gender in the two samples. In contrast to findings at age 17, where CalYOUTH males were more likely than females to have engaged in some delinquent behaviors in the past 12 months (Courtney et al., 2014), there were no statistically significant differences by gender in engagement in recent criminal behavior.

When making comparisons between studies and separately by gender, Add Health females were significantly less likely than females in CalYOUTH to report engaging in the majority of behaviors. Similarly, Add Health males were less likely than their male counterparts in CalYOUTH to report the following activities: stealing something worth less than \$50 ( $F = 3.4, p < .05$ ); buying, selling, or holding stolen property ( $F = 3.0, p < .05$ ); and hurting someone in a physical fight that medical care was needed ( $F = 3.3, p < .05$ ). Conversely, Add Health males were more likely than CalYOUTH males to report ever belonging to a known gang ( $F = 4.5, p < .05$ ) and owning a handgun other than for work ( $F = 9.0, p < .01$ ).

**Table 101. Criminal Behavior during Past Twelve Months, By Gender (n = 607)<sup>†</sup>**

	CalYOUTH								Add Health								<i>p</i>	
	Never		1 or 2 times		3 or 4 times		5 or more times		Never		1 or 2 times		3 or 4 times		5 or more times			
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female		
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%		
Deliberately damaged property that did not belong to respondent	83.6	85.0	14.9	10.9	1.2	2.3	0.4	1.8	77.9	93.8	15.6	5.6	5.7	0.2	0.8	0.4	f	
Stole something worth more than \$50	91.5	92.3	6.1	4.6	1.6	1.0	0.9	2.1	91.1	97.4	6.1	1.9	2.6	0.7	0.3	0	f	
Entered a house or building to steal something	94.3	96.1	3.7	2.8	2.0	0.9	0.0	0.2	92.6	99.7	4.6	<0.1	2.7	0.1	<0.1	<0.1	a, f	
Used or threatened to use a weapon to get something from someone	93.9	96.4	5.8	3.1	0.0	0.1	0.3	0.4	96.7	98.5	1.0	1.5	2.3	0	<0.1	0	f	
Sold marijuana or other drugs	88.8	89.4	3.7	4.2	2.2	2.7	5.4	3.7	83.6	93.3	5.0	2.6	5.1	1.5	6.3	2.7		
Stole something worth less than \$50	91.3	88.6	5.5	6.7	0.2	2.0	3.0	2.6	84.4	92.9	10.6	6.2	3.5	0.3	1.5	0.6	a, d	
Took part in a physical fight involving one group against another	85.3	92.5	9.6	5.4	1.8	0.8	3.3	1.3	79.4	92.4	13.6	7.1	5.5	0	1.5	0.5	d	
Bought, sold, or held stolen property	92.3	95.5	3.2	1.4	3.3	0.9	1.2	2.2	87.7	97.5	8.4	1.8	3.7	0.8	0.2	0	a, d	
Used someone else's credit card, bankcard, or automatic teller card without permission	98.5	97.8	1.5	1.8	0.0	0.2	0.0	0.2	97.9	99.2	0.1	0.8	1.9	0	<0.1	<0.1	e	
Used a weapon in a fight	97.0	96.7	2.4	1.5	0.3	1.6	0.3	0.2	93.1	98.1	3.2	1.5	2.8	0.5	0.8	0	d	
Became injured in a fight that medical treatment was needed	93.7	94.5	4.9	5.1	0.3	0.0	1.2	0.4	92.9	96.5	6.2	2.3	0.5	1.3	0.5	0		
Hurt someone badly enough in a physical fight that medical care was needed	91.9	94.6	4.9	4.6	1.5	0.6	1.8	0.2	83.7	97.2	12.7	2.7	3.0	0.1	0.5	<0.1	a, d	
	<b>Male (%)</b>				<b>Female (%)</b>					<b>Male (%)</b>				<b>Female (%)</b>				<b><i>p</i></b>
Ever belonged to a named gang	8.8				8.7					16.4				13.2				a
Own a handgun	3.7				2.7					13.1				4.1				b

\* $p < .05$ , \*\*  $p < .01$ , \*\*\*  $p < .001$ ; *Note:* Unweighted frequencies and weighted percentages.

<sup>†</sup> Four respondents were not asked the questions in this table during the interview.

<sup>a</sup> Significant difference in CalYOUTH males vs. Add Health males ( $p < .05$ )

<sup>b</sup> Significant difference in CalYOUTH males vs. Add Health males ( $p < .01$ )

<sup>c</sup> Significant difference in CalYOUTH males vs. Add Health males ( $p < .001$ )

<sup>d</sup> Significant difference in CalYOUTH females vs. Add Health females ( $p < .05$ )

<sup>e</sup> Significant difference in CalYOUTH females vs. Add Health females ( $p < .01$ )

<sup>f</sup> Significant difference in CalYOUTH females vs. Add Health females ( $p < .001$ )

Table 102 shows youths' involvement in the criminal justice system. Since the last interview, about 15 percent of youth reported having ever been arrested, fewer than one in ten said they were convicted of a crime, and slightly more than one in ten were confined in a correctional facility for at least one night. The greatest proportion of youth reported that a property crime led to their arrest or conviction.

Males were more likely than females to have been arrested ( $F = 9.8, p < .01$ ), convicted of a crime ( $F = 6.8, p < .01$ ), or incarcerated ( $F = 8.7, p < .01$ ) since their last interview. Youth who were still in care were less likely than those who had left care to report having ever been arrested (11.6% vs. 25.1%,  $F = 11.0, p < .01$ ), arrested for drug-related crime (10.4% vs. 32.2%,  $F = 4.0, p < .05$ ), convicted of a crime (4.9% vs. 20.2%,  $F = 23.6; p < .001$ ), or incarcerated for a night (9.7% vs. 24.2%,  $F = 13.3, p < .001$ ).<sup>53</sup>

Young people in the CalYOUTH Study were compared with their peers in the Add Health study on whether they had ever been arrested (in their lifetime) and whether they had ever been convicted of a crime (in their lifetime). CalYOUTH participants were more likely than Add Health participants to have ever been arrested (44.7% vs. 7.8%,  $F = 160.6, p < .001$ ), which was true for both males (49.4% vs. 13.5%,  $F = 57.2, p < .001$ ) and females (41.6% vs. 4.1%,  $F = 95.3, p < .001$ ). CalYOUTH participants were more likely than Add Health participants to have ever been convicted of a crime (27.1% vs. 3.8%,  $F = 80.5, p < .001$ ), which was also true for both males (35.7% vs. 8.8%,  $F = 32.9, p < .001$ ) and females (21.5% vs. 0.6%,  $F = 56.8, p < .001$ ).

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<sup>53</sup> Recall that the proportion of in-care youth with criminal justice involvement since Wave 1 includes both young people who remained in care since Wave 1 and young people who left and reentered care. When analyzed separately, youth who left care and came back were significantly more likely than youth who stayed in care since Wave 1 to have been arrested (20.7% vs. 9.8%,  $F = 6.3, p < .05$ ) and convicted of a crime (13.3% vs. 3.2%,  $F = 11.0, p < .001$ ). Differences in the likelihood of being incarcerated since Wave 1 were not statistically significant between these two groups.

**Table 102. Criminal Justice System Involvement (*n* = 607)<sup>a</sup>**

Type of Involvement	Overall		Male		Female		<i>p</i>
	#	%	#	%	#	%	
Ever been arrested since last interview	86	14.5	50	21.1	36	10.3	**
Arrested for violent crime ( <i>n</i> = 86)	16	23.6	9	24.4	7	22.6	
Arrested for property crime ( <i>n</i> = 86)	24	27.9	11	23.6	13	33.3	
Arrested for drug-related crime ( <i>n</i> = 86)	15	18.6	8	19.0	7	18.2	*
Ever been convicted of a crime since last interview	48	8.3	29	12.6	19	5.5	***
Convicted for violent crime ( <i>n</i> = 48)	12	31.0	8	36.3	4	23.2	
Convicted for property crime ( <i>n</i> = 48)	18	40.5	9	38.4	9	43.3	
Convicted for drug-related crime ( <i>n</i> = 48)	11	23.1	7	22.6	4	24.0	
Any convictions a felony ( <i>n</i> = 48)	21	44.7	13	47.4	8	40.6	
Spent at least one night in jail, prison, juvenile hall, or another correctional facility since last interview <sup>N</sup> ( <i>n</i> = 607)	82	12.7	43	18.3	39	9.1	***

\**p* < .05, \*\* *p* < .01, \*\*\* *p* < .001; *Note:* Unweighted frequencies and weighted percentages. <sup>N</sup> = NYTD survey question.

<sup>a</sup> Four respondents were not asked the questions in this table during the interview.

Table 103 shows youths' exposure to and perpetration of violence in the past 12 months. Overall, witnessing or being exposed to various acts of violence was a rare occurrence for these youth. The youths' most commonly reported experiences were seeing someone get shot or stabbed and having a gun or knife pulled on them. A very small proportion of youth reported perpetration of violence.

Males were more likely than females to report having a gun pulled on them (11.1% vs. 5.5%, *F* = 5.1, *p* < .05) and being shot by someone (1.8% vs. 0.3%, *F* = 5.6, *p* < .05).

Youths' reports of victimization and perpetration of violence varied by race/ethnicity and care status. In particular, a greater proportion of youth in the "other" race/ethnicity group (11.3%) than Latino youth (0.5%) reported being stabbed by someone (*F* = 3.5; *p* < .05). Youth who were still in care were less likely than those who had left care to report that someone pulled a gun on them (6.1% vs. 13.1%, *F* = 5.5, *p* < .05), that someone beat them and stole something from them (2.1% vs. 6.3%, *F* = 4.0, *p* < .05), and that they shot or stabbed someone (0.1% vs. 3.7%, *F* = 7.8, *p* < .001).



**Table 103. Victimization and Perpetration during Past Twelve Months (*n* = 607)<sup>a</sup>**

	#	%
Saw someone being shot or stabbed	38	6.1
Someone pulled a gun on respondent	46	7.7
Someone pulled a knife on respondent	43	6.7
Someone shot respondent	6	0.9
Someone stabbed respondent	10	1.7
Someone beat up respondent, but did not steal anything from respondent	24	3.3
Someone beat up respondent, and stole something from respondent	17	3.0
Respondent pulled a knife or gun on someone	14	2.0
Respondent shot or stabbed someone	5	0.9

*Note:* Unweighted frequencies and weighted percentages.

<sup>a</sup> Four respondents were not asked the questions in this table during the interview.

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# Summary and Next Steps

The *CalYOUTH Wave 2 Youth Survey* provides the most comprehensive view to date of young adults making the transition to adulthood from foster care in California, the state with the largest foster care population in the nation. What the youth told us about themselves, their relationships with others, and their relationships with the institutions charged with assisting them is valuable information for policymakers, program developers, advocates, and others interested in better meeting the needs of youth transitioning from foster care to adulthood. Policy and practice should be informed by a deeper understanding of the strengths and challenges these young people bring to the transition to adulthood as well as by what the youth say about the effectiveness of services intended to help them. The practical implications of findings from the *CalYOUTH Wave 2 Youth Survey* will become clearer as future analyses dig beneath the descriptive information provided here, but some broad initial takeaways from the findings are worthy of note.

First, the diversity of the CalYOUTH participants clearly indicates that a one-size-fits-all approach to extended foster care is not appropriate. Reflecting the rapidly changing US population, they are primarily people of color. If extended care is to effectively engage these young people, it must be sensitive to culture and community. More broadly, young adulthood has been characterized as a period of active exploration, when young people experiment with and assess the appeal of a variety of social roles including racial and ethnic identity, sexuality, relationships, jobs, and parenting (Arnett, 2000; IOM & NRC, 2015). This study's findings point to the diversity of the aspirations and interests of young adults in extended foster care. Moreover, CalYOUTH participants varied widely in every area of functioning we assessed. It is important to acknowledge that *on average* these young people are faring poorly compared to their age peers in terms of their educational experiences, employment history, physical and mental health, and involvement with the criminal justice system. This is strong evidence of the need to provide

this population with ongoing support. But averages can be deceiving. Many of these youth are in college, are working at least part time, and have no serious health problems to challenge their progress, while others suffer from multiple challenges to a successful transition to adulthood and may require intensive support for many years. Extended care should provide young adults with developmentally appropriate living arrangements and connect them to formal and informal supports that recognize this wide range of needs.

Second, the *CalYOUTH Wave 2 Youth Survey* provides encouraging evidence of the resilience of young adults currently and formerly in foster care. In spite of often-troubled histories, including too-frequent experiences of maltreatment while in out-of-home care, they remain overwhelmingly optimistic about their future and have very high aspirations. The vast majority reports having supportive relationships with multiple adults and being generally satisfied with the support they receive. Many have romantic partners and report having generally healthy relationships with their partners. The vast majority of young parents live with their children and many of those who do not nevertheless maintain contact with their children.

Third, the vast majority of these young adults have chosen to take advantage of extended foster care, most are satisfied with the help they are receiving through extended care, and remaining in care is associated with a range of positive outcomes. Over three-quarters of the young people we interviewed when they were 16-17 years old were in care when they were re-interviewed at age 19, despite the fact that they were free to leave any time after reaching the age of majority. Indeed, about one in five of the youth in care at age 19 had left care since their first interview but later decided to return. The vast majority of youth saw extended care as supporting them in their life goals and most of them positively characterize the assistance they received from professionals such as their caseworkers and attorneys. Importantly, remaining in care was associated with a wide range of positive outcomes. For example, young people still in care were more likely than those who had left care to be enrolled in school, reported having more social support, and had received more supportive services. They were less likely than those who had left care to experience economic hardships, food insecurity, homelessness, psychiatric hospitalization, and criminal justice system involvement. These findings should be regarded with some caution since our analyses do not take into account preexisting differences between youth who remained in care and those who left—differences that might account for the contrasting outcomes experienced by these groups. Nevertheless, the findings provide emerging evidence of the potential benefits of extended care for transition-age foster youth in California.

Lastly, the *CalYOUTH Wave 2 Youth Survey* identifies potential opportunities to improve California's approach to extended foster care, and foster care more generally. While most youth in care were satisfied with the services they received and their interactions with professionals associated with the system, a

sizable minority expressed dissatisfaction. For example, some youth, particularly those who were no longer in care, reported not being involved in developing their independent living plan and some reported not being informed about the benefits of and requirements for remaining in extended care. Youth appear to be most concerned about their preparedness for independence with regard to finding housing and being able to manage their finances, and these were also areas where youth reported receiving less help. The prevalence of maltreatment while they were minors in care reported by these young adults is troubling, as are their reports of being denied some developmentally appropriate experiences during adolescence as a result of being in care.

This report is descriptive in nature; going forward we will be examining these young adults' responses in more depth. We will also link the responses of the youth who were still in care to the responses of their caseworkers to the *CalYOUTH Survey of Young Adults' Child Welfare Workers* (Courtney et al., 2016). Our analyses will focus on identifying risk and protective factors associated with youths' outcomes and more rigorously assessing the benefits of extended foster care. By sharing the perceptions of the professionals involved in implementing California's Fostering Connections Act, and the experiences of the young people the new law is intended to help, CalYOUTH promises to continue to provide timely information about California's ambitious implementation of extended foster care.

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# Appendix A. Summary of Scales and Items Used in the Wave 2 Youth Survey

**Table A-1. Abbreviation Descriptions**

<b>Abbreviation</b>	<b>Description</b>
AH	National Longitudinal Study of Adolescent Health
CAL	California Youth Transitions to Adulthood Study*
CIDI	Composite International Diagnostic Interview
EDI	Eating Disorder Inventory
Festinger	Festinger, T. (author of scale from which items were adapted)
FF	Fragile Families and Child Wellbeing Study
LEQ	Lifetime Experiences Questionnaire
MINI	Mini International Neuropsychiatric Interview
MWS	Midwest Study of the Adult Functioning of Former Foster Youth
NLSY	National Longitudinal Survey of Youth 1997
NSA	National Survey of Adolescents
NYTD	The National Youth in Transition Database
PE	Psychotropic Experiences
SCL	Symptoms Checklist-90-Revised
SSNQ	Social Support Network Questionnaire
USDA	United States Department of Agriculture

\* Study domains denoted with CAL are items that were constructed by the CalYOUTH research team.

	<b>SOURCE</b>
Response Rates by In-Care Status as of June 2015	
<b>A. INDIVIDUAL CHARACTERISTICS AND FAMILY BACKGROUND</b>	
Demographic characteristics	MWS, CAL, NYTD
Current foster care status	MWS
Documents currently in youth's possession	CAL
Birth family	MWS
<b>B. HOUSEHOLD AND CURRENT LIVING ARRANGEMENT</b>	
Housing situation since last interview	CAL
Homelessness and couch surfing	MWS
Current living situation for youth in care	CAL, MWS
Current living situation for youth out of care	CAL, MWS
Individuals residing with the youth	CAL
Relatives and significant others residing with the youth	CAL
<b>C. EXPERIENCES IN CARE</b>	
Experience with caseworkers	CAL
Experiences with courts, attorneys, and judges	CAL
Missed activities due to foster care involvement	CAL
Optimism about the future	MWS
<b>D. PERSPECTIVES ON FOSTER CARE IN CALIFORNIA</b>	
Experience preparing for foster care after age 18	NYTD, CAL
Extended foster care activities	CAL
Views on extended foster care services	CAL
Views on SILPs and THP-Plus/THP-Plus FC	CAL
Foster care exit and reentry after age 18	CAL
Views of youth who are no longer in foster care	CAL
<b>E. EDUCATION</b>	
Current education status	NYTD, MWS, AH
Degree completion and scholarships	NYTD, CAL
History of high school dropout	CAL
College enrollment, funding, grades, and course taking	CAL
Transition to college and campus involvement	CAL
Enrollment in vocational-technical school	CAL
Vocational-technical school funding, program length, and transition	CAL
College plans and help with applications	CAL
Reasons for nonenrollment and plans to return	MWS
Barriers to returning to school and barriers to college	MWS
Educational aspirations and expectations	CAL
<b>F. EMPLOYMENT, INCOME AND ASSETS</b>	
Current and recent employment	AH, MWS
Job benefits	NLSY-97, MWS
Reasons for part-time work	NLSY-97, MWS
Efforts to become employed	NLSY-97, MWS
Work experience in past 12 months	NYTD, AH

Income of youth and youth's partner/spouse	NLSY-97,MWS
Income from child support and EITC	NLSY-97,MWS
Income from other sources	NLSY-97, MWS, CAL
Costs of housing and utilities for youth living in a SILP or other living placement	NLSY-97, CAL
Checking accounts, savings accounts, and money market accounts	NLSY-97, MWS, CAL
Vehicle ownership	NLSY-97, MWS, CAL
Debts	NLSY-97, MWS, CAL
<b>G. ECONOMIC HARDSHIP, FOOD INSECURITY, AND PUBLIC PROGRAM PARTICIPATION</b>	
Economic hardship in past 12 months	AH, MWS
Food insecurity	USDA
Unemployment compensation and workers' compensation	NLSY-97, MWS
Public food assistance	NYTD, NLSY-97, MWS
Public housing and rental assistance	NLSY-97, MWS
TANF and other public welfare assistance	NYTD, NLSY-97
<b>H. PHYSICAL HEALTH AND MENTAL HEALTH</b>	
Current health status	AH, MWS
Health insurance coverage and dental insurance coverage	AH, MWS
Medical care use and barriers to use	AH, MWS
Behavioral health counseling and psychotropic medication use	AH, MWS, PE
Health conditions, disabilities, and injuries	AH, MWS
Height and weight	AH
Body mass index (BMI) and obesity	AH
Smoking	AH
Hospitalizations	AH, MWS
Other health services	AH
Past suicidal ideation and attempts	CIDI
MINI mental health diagnoses	MINI, SCL, EDI
MINI mental health diagnoses by gender	MINI, SCL, EDI
<b>I. LIFE SKILLS: YOUTH'S PREPAREDNESS AND RECEIPT OF SERVICES</b>	
Perception of preparedness to achieve goals	CAL
Receipt of life skills preparation, support services, or training	CAL
Satisfaction with life skills preparation, support services, or training	CAL
<b>J. COMMUNITY CONNECTIONS AND SOCIAL SUPPORT</b>	
Religiosity	AH
Civic engagement	AH, CHIS
Neighborhood social cohesion	CHIS
Neighborhood social control	CHIS
Neighborhood safety and satisfaction	MWS
Estimated number of available supports	SSNQ
Number of individuals nominated, by type of support	SSNQ
Total number of nominated individuals	SSNQ



Frequency of relationship strain	SSNQ
Average relationship strain	SSNQ
Relationship to nominated supports	SSNQ
Frequency of contact with nominated supports	SSNQ
Sufficiency of overall amount of support	SSNQ
Overall relationships with strain	SSNQ
<b>K. SEXUALITY, STDs, AND PREGNANCY</b>	
Sexual orientation	CAL
Sexual activity	AH, MWS
Sexually transmitted infections	AH, MWS
Contraceptive use	AH, MWS
Risky sexual activity	AH, MWS
Pregnancy history (females)	NYTD, AH
History of impregnating females (males)	NYTD, AH
<b>L. CHILDREN AND PARENTING</b>	
Number of children and dependency status	AH, MWS
Age and gender of youth's children	AH, MWS
Living arrangements and parental contact	AH, MWS
<b>M. MARRIAGE AND ROMANTIC RELATIONSHIPS</b>	
Relationship status and involvement	AH, MWS, FF
Marriage and marriage-like relationships	AH
Love, happiness, and commitment in romantic relationships	AH
Relationship quality	FF
Relationship criticism and manipulation	FF
<b>N. PAST MALTREATMENT</b>	
Maltreatment while in foster care before age 18	LEQ
Sexual abuse while in foster care before age 18	NSA
<b>O. CRIME AND CRIMINAL JUSTICE SYSTEM INVOLVEMENT</b>	
Criminal behavior during past twelve months for overall samples (CalYOUTH compared to Add Health)	AH
Criminal behavior during past twelve months, by gender (CalYOUTH compared to Add Health)	AH
Criminal justice system involvement	AH, NYTD
Victimization and perpetration during past twelve months for overall samples (CalYOUTH compared to Add Health)	AH

**AH: National Longitudinal Study of Adolescent Health (Add Health)**

Harris, K. M., Halpern, C. T., Whitsel, E., Hussey, J. , Tabor, J., Entzel, P., & Udry, J. R. (2009). The National Longitudinal Study of Adolescent Health: Research Design. Retrieved from <http://www.cpc.unc.edu/projects/addhealth/design>.

Questions from several domains in the CalYOUTH study were taken directly from the National Longitudinal Study of Adolescent Health (Add Health). Add Health is a longitudinal study of a nationally representative sample of U.S. adolescents in 7<sup>th</sup> through 12<sup>th</sup> grade during the 1994–95 school years. Add Health examines how social contexts (families, friends, peers, schools, neighborhoods, and communities) and behaviors in adolescence influence health-related and achievement outcomes in young adulthood. Add Health study participants have been interviewed four times since the first survey with the most recent interview taking place in 2008.

### **CalYOUTH: California Youth Transitions to Adulthood Study**

Survey items denoted with CAL in Appendix a represent study domains with questions constructed by the CalYOUTH research team. These survey questions primarily focus on youth's experiences with their attorneys and the courts, their receipt of independent living services, as well as their knowledge of extended foster care legislation in California. All the questions were reviewed for appropriateness and acceptability by various stakeholders in California before being included in the study.

### **CIDI: Composite International Diagnostic Interview**

World Health Organization. (1990). Composite International Diagnostic Interview (CIDI). Geneva, Switzerland: World Health Organization Retrieved from <http://www.hcp.med.harvard.edu/wmhcdi/>

Two items in CalYOUTH pertaining to previous history of suicide were adopted from the CIDI. The CIDI is a comprehensive, fully structured interview designed to be used by trained lay interviewers for the assessment of mental disorders according to the definitions and criteria of ICD-10 and DSM-IV. It is intended for use in epidemiological and cross-cultural studies as well as for clinical and research purposes. The diagnostic section of the interview is based on the World Health Organization's Composite International Diagnostic Interview (WHO, CIDI, 1990).

### ***Festinger***

Festinger, T. (1983). *No one ever asked us: A postscript to foster care*. New York, NY: Columbia University Press.

CalYOUTH study questions on feelings towards foster care were adapted from this study. The Midwest Study of the Adult Functioning of Former Foster Youth (Midwest Study) also utilized these questions.

### **EDI: Eating Disorder Inventory (EDI-3)**

Garner, D. M. (2004). *Eating Disorder Inventory-3 professional manual*. Lutz, FL: Psychological Assessment Resources.

Friborg, O., Clausen, L., & Rosenvinge, J. H. (2013). A five-item screening version of the Eating Disorder Inventory (EDI-3). *Comprehensive Psychiatry*, 54(8), 1222–1228. Retrieved from <http://www.sciencedirect.com/science/article/pii/S0010440X13001132>

The Eating Disorder Inventory (EDI-3) is 91-item screening tool used to assess a variety of eating disorders. A brief version of the EDI-3 containing five items was used to assess bulimia nervosa (BN) and anorexia nervosa (AN) among CalYOUTH participants.

### **FF: Fragile Families and Child Wellbeing Study**

Center for Research on Child Wellbeing. (2008). *Introduction to the Fragile Families public use data: Baseline, one-year, and three-year, and five-year core telephone data*. Princeton, NJ: Author. Retrieved from [http://www.fragilefamilies.princeton.edu/documentation/core/4waves\\_ff\\_public.pdf](http://www.fragilefamilies.princeton.edu/documentation/core/4waves_ff_public.pdf)

The Fragile Families and Child Wellbeing Study is a study of nearly 5,000 children born in large U.S. cities between 1998 and 2000. Several items pertaining to the quality of romantic partnerships were included in the CalYOUTH survey from the baseline and year 1 mother instrument.

### **LEQ: Lifetime Experiences Questionnaire**

Rose, D. T., Abramson, L. Y., & Kaupie, C. A. (2000). *The Lifetime Experiences Questionnaire: A measure of history of emotional, physical, and sexual maltreatment*. Madison, WI: University of Wisconsin-Madison.

The *Lifetime Experiences Questionnaire* measures the history of several types of maltreatment. The CalYOUTH study utilized questions pertaining to physical abuse and neglect. These questions were also used in the first wave of the *Midwest Study of the Adult Functioning of Former Foster Youth*.

### **MINI: Mini International Neuropsychiatric Interview**

Sheehan, D. V., Lecrubier, Y., Sheehan, K. H., Amorim, P., Janavs, J., Weiller, E., & Dunbar, G. C. (1998). The Mini-International Neuropsychiatric Interview (M.I.N.I): The development and validation of a structured diagnostic psychiatric interview for DSM-IV and ICD-10. *Journal of Clinical Psychiatry*, 59 (Suppl 20), 22–33. Retrieved from <https://medical-outcomes.com/index/mini>

The M.I.N.I. International Neuropsychiatric Interview is a short, structured diagnostic interview for DSM-IV and ICD-10 psychiatric disorders. The M.I.N.I. is widely used by mental health professionals and health organizations, and in psychopharmacology trials and epidemiological studies. The CalYOUTH study used an array of measures from the M.I.N.I 6.0 to assess psychiatric disorders including depression, bipolar disorder, panic disorder, social phobia, generalized anxiety disorder, OCD, PTSD, alcohol and substance abuse/dependence, and antisocial personality disorder.

### **MWS: Midwest Study of the Adult Functioning of Former Foster Youth**

Courtney, M. E., Terrao, S., & Bost, N. (2004). *Midwest evaluation of the adult functioning of former foster youth: Conditions of youth preparing to leave state care*. Chicago, IL: Chapin Hall Center for Children at the University of Chicago. Retrieved from <http://www.chapinhall.org/research/report/midwest-evaluation-adult-functioning-former-foster-youth>

Many questions in the CalYOUTH study come from the Midwest Evaluation of the Adult Functioning of Former Foster Youth (Midwest Study), a longitudinal study of youth aging out of care in Iowa, Illinois, and Wisconsin. The Midwest Study provides an assessment of how foster youth fared during the transition to adulthood after implementation of the Foster Care Independence Act of 1999.

### **NLSY: National Longitudinal Survey of Youth**

Bureau of Labor Statistics, U.S. Department of Labor. National Longitudinal Survey of Youth 1997 cohort, 1997-2011 (rounds 1-15). Produced by the National Opinion Research Center, the University of Chicago and distributed by the Center for Human Resource Research, The Ohio State University. Columbus, OH: 2013. Retrieved from <https://www.nlsinfo.org/content/cohorts/nlsy97>

A number of items from the CalYOUTH study were taken from the National Longitudinal Survey of Youth 1997 (NLSY97), which included a nationally representative sample of youth between the ages of 12 and 16 in 1997. The longitudinal survey was used to collect information about young people's experiences on the labor market and other significant life events in adolescence and young adulthood.

### **NSA: National Survey of Adolescents**

Kilpatrick, D., & Saunders, B. (1995). *National survey of adolescents in the United States*. ICPSR 2833. Ann Arbor, MI: Inter-University Consortium for Political and Social Research. Retrieved from <http://www.icpsr.umich.edu/icpsrweb/ICPSR/studies/2833>

CalYOUTH questions on sexual abuse were taken from the National Survey of Adolescents, which was funded by the United States Department of Justice. The questions were asked of a nationally representative sample of youth ages 12 to 17. The study investigated topics such as serious victimization experiences, mental health and substance use, and delinquent behavior in adolescents. CalYOUTH asked questions related to abuse that occurred *prior* to youth's entry into care.

### **NYTD: The Chafee National Youth in Transition Database**

Chafee National Youth in Transition Database. 45 C.F.R. § 1356.80-86. (2008). Retrieved from <http://www.acf.hhs.gov/programs/cb/resource/nytd-guidance>

Dworsky, A., & Crayton, C. (2009). *National Youth in Transition Database: Instructional guidebook and architectural blueprint*. Washington, DC: American Public Human Service Association. Retrieved from <http://www.chapinhall.org/research/report/aphsa-chapin-hall-national-youth-transition-database-initiative>

Pursuant to the Foster Care Independence Act of 1999, the Administration on Children and Families were required to develop a data collection system that gathered information on (1) independent living services funded under the Chafee law and received by older adolescents in foster care who are expected to remain in care until age 18, and (2) outcome measures on cohorts of youth in foster care at age 17, 19, and 21. Data from the NYTD outcomes survey were first collected in fiscal year 2011. The NYTD survey contains 22 required questions, but NYTD Plus versions were also developed, which include additional questions that states may elect to administer (Dworsky & Crayton, 2009). The CalYOUTH survey included 19 of the 22 required questions, omitting items concerning government funded welfare assistance, housing assistance, and food assistance.

### **PE: Psychotropic Experiences**

Hogan, T. P., Awad, A. G., & Eastwood, R. (1983). A self-report scale predictive of drug compliance in schizophrenics: Reliability and discriminative validity. *Psychological Medicine, 13*(1), 177–183.

Townsend, L., Floersch, J., & Findling, R. L. (2009). The conceptual adequacy of the drug attitude inventory for measuring youth attitudes toward psychotropic medications: A mixed methods evaluation. *Journal of Mixed Methods Research, 4*, 32–55.

Moline, S., & Frankenberger, W. (2001). Use of stimulant medication for treatment of attention-deficit/hyperactivity disorder: A survey of middle and high school students' attitudes. *Psychology in the Schools, 38*(6), 569–584.

Williams, R., Hollis, H. M., & Benott, K. (1998). Attitudes toward psychiatric medications among incarcerated female adolescents. *Journal of the American Academy of Child & Adolescent Psychiatry, 37*(12), 1301–1307.

Five of the six items in the CalYOUTH survey that asked about experiences with psychoactive medications came from three surveys. Three items were taken from the Drug Attitude Inventory (DAI), a 30-item true-false inventory that has been used to predict psychotropic medication adherence in adults with depression and schizophrenia (Hoagan, Awad, & Eastwood, 1983). Townsend, Floersch, and Findling (2009) modified the response set of the DAI to a five-point Likert scale and adapted it to be used with adolescents. One question in the CalYOUTH was taken from a questionnaire designed by Moline and Frankenberger (2001), which includes 40 items that assess adolescent attitudes about taking stimulant

medication for Add/ADHD. The source of another CalYOUTH item was a questionnaire created by Williams, Hollis, and Benott (1998) for a study of attitudes about psychiatric medications among incarcerated female adolescents. Three items (one from each source) were slightly modified to ease comprehension or to change the format of the question (e.g., from a question to a statement). Finally, a sixth item about youths' opinions and preferences being taken into consideration by the individual prescribing the psychotropic medication was created for the CalYOUTH survey.

### **SCL: Symptoms Checklist-90 Revised (SCL-90-R)**

Derogatis, L. R. (1996). *SCL-90-R: Symptom Checklist-90-R: Administration, scoring, and procedures manual*. New York, NY: Pearson.

Derogatis, L. R. and Unger, R. (2010). Symptom Checklist-90-Revised. *Corsini Encyclopedia of Psychology*. 1–2. Retrieved from <http://onlinelibrary.wiley.com/doi/10.1002/9780470479216.corpsy0970/full>

The Symptoms Checklist-90-Revised is an assessment instrument containing 90 items that evaluate nine primary symptoms dimensions and their intensity. This tool is used by mental health, medical, and educational professionals to assess patients and monitor treatment progress. Nine items assessing the psychoticism dimension were used in the CalYOUTH Study.

### **SSNQ: Social Support Network Questionnaire**

Rhodes, J. E., Ebert, L., & Fischer, K. (1992). Natural mentors: An overlooked resource in the social networks of young, African American mothers. *American Journal of Community Psychology*, 20(4), 445–461.

Gee, C. B., & Rhodes, J. E. (2007). A social support and social strain measure for minority adolescent mothers: A confirmatory factor analytic study. *Child: Care, Health, and Development* 34(1), 87–97.

The SSNQ is a brief, 25-minute questionnaire designed to capture many characteristics of a respondent's social support network including density, perceived availability of support, satisfaction with support, and relationship strain. The SSNQ has been used widely with adolescents and young adults and with minority and pregnant/parenting youth in particular. Five types of social support are measured: emotional, tangible, cognitive guidance, positive feedback, and social participation. A sixth type pertains specifically to respondents who are pregnant and parenting. For each type of support, respondents nominate individuals whom are perceived to be available to provide support and then rate their satisfaction of the support they received within the past month. The SSNQ also measures four types of social strain (disappointment, intrusiveness, criticism, and conflict) that is present in relationships with each of the nominated individuals. Information is also gathered about the respondent's relationship to each nominated member

of their social network, including the individual's age, the frequency of contact, and the distance from one another.

The SSNQ was modified for the CALYOUTH study. Three measures of social support were excluded from the questionnaire (positive feedback, social participation, and pregnancy/ parenting support). Instead of allowing respondents to nominate an indefinite number of individuals for each type of support, youth provide a total estimate of available support and then nominate up to three specific individuals for each type of social support. For the items that ask respondents to identify their relationship with each nominated individual, the response options were adapted to reflect potential sources of support that pertain to older youth in California foster care. Finally, items pertaining to age of each nominated individual and respondents' distance from them were omitted.

### **USDA: United States Department of Agriculture Food Security Survey**

Carlson, S. J., Andrews, M. S., & Bickel, G. W. (1999). Measuring food insecurity and hunger in the United States: Development of a national benchmark measure and prevalence estimates. *The Journal of Nutrition*, 129(2), 510S-516S. Retrieved from [http://www.ers.usda.gov/datafiles/Food\\_Security\\_in\\_the\\_United\\_States/Food\\_Security\\_Survey\\_Modules/hh2012.pdf](http://www.ers.usda.gov/datafiles/Food_Security_in_the_United_States/Food_Security_Survey_Modules/hh2012.pdf)

The United States Department of Agriculture Food Security Survey Module is a comprehensive benchmark measure used to detect food insecurity and hunger in U.S. households. All of the items in the CALYOUTH Study pertaining to food insecurity were taken from this survey.

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## About Chapin Hall

Chapin Hall is an independent policy research center at the University of Chicago focused on providing public and private decision-makers with rigorous data analysis and achievable solutions to support them in improving the lives of society's most vulnerable children. Chapin Hall partners with policymakers, practitioners, and philanthropists at the forefront of research and policy development by applying a unique blend of scientific research, real world experience, and policy expertise to construct actionable information, practical tools, and, ultimately, positive change for children, youth, and families.

Established in 1985, Chapin Hall's areas of research include child and adolescent development; child maltreatment prevention; child welfare systems; community change; economic supports for families; home visiting and early childhood initiatives; runaway and unaccompanied homeless youth; schools, school systems, and out-of-school time; and youth crime and justice.



# 4. Guidebook for Juvenile Justice & Child Welfare System Coordination and Integration

# Guidebook for Juvenile Justice & Child Welfare System Coordination and Integration

A Framework for Improved Outcomes  
3rd Edition

By Janet K. Wiig and John A. Tuell,  
with Jessica K. Heldman  
Robert F. Kennedy Children's Action Corps

**ModelsforChange**  
Systems Reform in Juvenile Justice

By Janet K. Wiig and John A. Tuell, with Jessica K. Heldman  
Robert F. Kennedy Children's Action Corps

**For additional information, please visit:**

Robert F. Kennedy National Resource Center for Juvenile Justice ([www.rfknrcjj.org](http://www.rfknrcjj.org))  
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**ModelsforChange**  
Systems Reform in Juvenile Justice

## Models for Change

All young people should have the opportunity to grow up with a good education, get a job and participate in their communities. Creating more fair and effective juvenile justice systems that support learning and growth and promote accountability can ensure that every young person grows up to be a healthy, productive member of society.

*Models for Change: Systems Reform in Juvenile Justice*, a MacArthur Foundation initiative, began by working comprehensively on juvenile justice reform in four states, and then by concentrating on issues of mental health, juvenile indigent defense, and racial and ethnic disparities in 16 states. Through collaboration with the Substance Abuse and Mental Health Services Administration (SAMHSA) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP), *Models for Change* expanded its reach and is now working to replicate and disseminate successful models of juvenile justice reform in 31 states.

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F. Kennedy National Resource Center for Juvenile Justice, has effectively guided the publication of this volume along with the Guidebook's authors who also are currently employed at RFK Children's Action Corps within the RFK National Resource Center, all striving to keep this volume relevant to jurisdictions seeking to effectively address dual status youth.

The many talented and dedicated people who have contributed to this guidebook are hopeful that it may be a part of the improved coordination and integration of the juvenile justice and child welfare systems, so that they can more effectively serve the youth and families who populate these critical systems. It is hoped that the guidance will provide real opportunities to effect more positive outcomes for our nation's most valuable resource— our youth and families.

# Foreword

The child welfare and juvenile justice systems have historically operated separately, driven by divergent statutory mandates, funding appropriations, mission statements, and service plans that discourage collaboration, coordination, and integration. A credible and growing body of research, however, confirms an undeniable connection between child maltreatment and juvenile delinquency, as well as other negative outcomes in multiple domains.

Through the generous support of an initial grant from the John D. and Catherine T. MacArthur Foundation, the Child Welfare League of America (CWLA) originally established a Juvenile Justice Division in 2000 to support and advance the education of CWLA members and other public and private youth-serving organizations regarding the connections between maltreatment and delinquency and the need for an integrated approach to program development and service delivery. During the next 10 year period, the CWLA Juvenile Justice Division examined existing and new research, explored a wide array of promising approaches (from child abuse and neglect prevention to intervention for the early onset of delinquency to more formal juvenile justice system responses), and gathered information on child welfare and juvenile justice integration and reform, which state and local jurisdictions nationwide have implemented.

In 2004, the MacArthur Foundation launched a comprehensive and collaborative initiative that supported multiple areas of reform in states across all regions of the United States through the *Models for Change: Systems Reform in Juvenile Justice* initiative. The *Models for Change* initiative has sought to translate research into fair, effective, and developmentally informed juvenile justice practice and policies. The Foundation's approach to juvenile justice reform is grounded in the core principles of fundamental fairness, developmental differences between youth and adults, individual strengths and needs, youth potential, responsibility, and safety. By supporting state and local reformers in a variety of settings, working on a variety of issue areas, and taking a variety of approaches, *Models for Change* helped to generate a broad and flexible range of replicable system reform models during the past decade. The *Models for Change* initiative made it possible for the work on behalf of maltreated youth entering the juvenile justice system to expand and mature through the experiences of state and local jurisdictions nationwide.

The work, first at CWLA and since 2010 led by the Robert F. Kennedy Children's Action Corps, has reached innumerable individuals involved in the everyday work of the child

welfare and juvenile justice systems, as well as key policymakers and decision makers, and captured their invaluable expertise and observations. This rich engagement with our partners in the field has aided in the development of a framework used to support sustainable strategies, practices and policies for a more coordinated child welfare and juvenile justice system to improve outcomes for multi-system youth. Through this work, youth-serving systems can interrupt the trajectory of juvenile and criminal offending that is the destiny for a disturbing percentage of maltreated children and youth. I want to express my thanks particularly to Christine James Brown, CEO/President of CWLA, for her support of this work over the years, her support of the publication of this third edition, and her continuing involvement as a partner in joint endeavors to improve the lives of America's children.

This third edition of the *Guidebook for Juvenile Justice and Child Welfare System Coordination and Integration: A Framework for Improved Outcomes (Guidebook)* is developed to capture additional experiences and lessons learned from numerous jurisdictions since the revised version of the original publication was published in 2008. Now accompanied by the *Dual Status Youth Initiative – Technical Assistance Workbook*, made possible by the private-public venture funded by the MacArthur Foundation and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in 2011, this guidebook is offered to the field as the centerpiece of a library of publications and resource documents that enable state and local jurisdictions across all regions of the country to implement enhanced multi-system practices that improve the outcomes for their youth and families. Among the additional publication resources available through the Robert F. Kennedy National Resource Center for Juvenile Justice ([www.rfkncrj.org](http://www.rfkncrj.org)) on the population of dual status youth are:

- *Understanding Child Maltreatment and Juvenile Delinquency: From Research to Effective Program, Practice, and Systemic Solutions* (Wiig & Widom with Tuell, 2003)
- *Promoting a Coordinated and Integrated Child Welfare and Juvenile Justice System: An Action Strategy for Improved Outcomes* (Tuell, 2003)
- *Child Welfare & Juvenile Justice Systems Integration Initiative: A Promising Progress Report* (Tuell, 2008)
- *A Guide to Legal and Policy Analysis for Systems Integration* (Heldman, 2006)
- *Models for Change Information Sharing Tool Kit* (Wiig, Tuell, Rosado, and Shah 2008)
- *Dual Status Youth – Technical Assistance Workbook* (Tuell, Heldman, and Wiig, 2013)
- *Addressing the Needs of Multi-System Youth: Strengthening the Connection Between Child Welfare and Juvenile Justice* (Herz, Lee, Lutz, Stewart, Tuell, and Wiig, 2012)

This guidebook provides practical guidance for state and local jurisdictions in their endeavor to integrate these critical systems. It presents an organized approach for addressing the significant questions and concerns that will likely arise as jurisdictions develop an action strategy to improve outcomes for youth and families. The Guidebook presents significant detail on the issues one may encounter during each phase of the strategic planning process and is a sourcebook for promising, practical approaches that jurisdictions around the nation have used to overcome barriers and obstacles. It is not a prescriptive document and does not offer a rigid course for community change. Rather, it provides ideas, resources, tools, and guidance that can add value to efforts to bring about long-term, sustainable improvements to child welfare and juvenile justice systems. It is designed to institutionalize multi-system practices that improve outcomes for the children, youth, and families we serve and to improve the service delivery, program development, and resource allocation of youth-serving systems.

Our hope is that through the use of this guidebook, and the accompanying *Dual Status Youth – Technical Assistance Workbook*, you will embrace the challenge to improve outcomes for the far too many youth and families that occupy our child welfare and juvenile justice systems. Through your collective acceptance of this challenge, we may advance our cause to ensure the commitment to our nation’s most important resource.

Edward P. Kelley  
President / CEO  
Robert F. Kennedy Children’s Action Corps

# Introduction

Increasingly, practitioners and policymakers are recognizing the overlap of the child welfare and juvenile justice systems. This overlap is evidenced by maltreated children who become juvenile delinquents, delinquent children who have histories of maltreatment, and families that have intergenerational histories with both systems. It is also evidenced by some administrative and operational realities, in that agencies face duplication of services, competition for scarce program dollars, unmet service needs, and a dearth of prevention activity to help stem the tide of children coming into the two systems. Federal legislation acknowledged this overlap by placing into law requirements and funding incentives in both the child protection and juvenile justice systems for states to establish policies, programs, and practices to address the connection between the two systems (see Appendix A).

Despite this recognition of the overlap, these two systems struggle daily with trying to meet their basic mandates: in the child welfare system, to keep children safe and to secure permanent homes for them, and in the juvenile justice system, to hold youth accountable for their delinquent acts, provide treatment to correct their behavior, and promote public safety (see Appendices B and C for fuller descriptions of the two systems). Historically, there has been little attention or direction provided to help these systems determine in what ways they might integrate or better cooperate to improve outcomes for children and families.

CWLA and RFK Children's Action Corps developed this guidebook to help state and local jurisdictions determine how they might achieve useful integration and cooperation between their child welfare and juvenile justice systems. Direction in this guidebook is based on research, evidence-based practice, and the experiences of other jurisdictions. The expectation, however, is that a state or local jurisdiction will use the Guidebook's process to discover what is most useful in its own area and address its particular contextual factors. This third edition of the Guidebook is joined with a new supporting publication, *Dual Status Youth - Technical Assistance Workbook*, designed to be used in conjunction with the Guidebook to advance the development of policy and practice for dual status youth.

# The Research

## Prevalence

Several research studies have documented that child maltreatment increases the likelihood of future delinquency and criminality.<sup>1</sup> One of the best-known studies involved a group of abused and neglected children in the Midwest who came to the court's attention between 1967 and 1971. A prospective study, using a sample of children ages 11 or younger at the time of the abuse and neglect, concluded that childhood abuse and neglect increased the odds of future delinquency and adult criminality overall by 29% (Widom & Maxfield, 2001). Being abused or neglected as a child increased the likelihood of arrest as a juvenile by 59%, as an adult by 28%, and for a violent crime by 30%. Furthermore, a study of young adult outcomes for children who were involved in both the child welfare and juvenile probation systems in Los Angeles County foretells a greater likelihood of entry into the criminal justice system. Nearly two thirds of those youth had a jail stay in early adulthood compared to one half for juvenile probation only youth and one quarter for former foster care only youth (Hilton Foundation, 2011).

The Widom and Maxfield study also found that maltreated children were younger at the time of their first arrest, committed nearly twice as many offenses, and were arrested more frequently. This early onset of delinquency deserves special attention because statistics have shown that very young offenders are much more likely to have their criminal careers characterized by serious, chronic, and violent offenses than children who begin committing crimes at a later age (Snyder, 2001, p. 40). Moreover, the King County study summarized below also found that youth with a history of formal child welfare involvement begin their delinquency careers earlier and are detained at an earlier age, more frequently, and for longer periods of time than youth with no child welfare involvement (Halemba and Siegel, 2011). A study in Missouri also illustrates the relationship between a history of maltreatment and early onset of delinquency. It reported that history of maltreatment was significantly associated with referral to the juvenile justice system at a younger age, an assault history, and a prior out-of-home placement (Dannerbeck and Yan 2011). Of further concern to both the child welfare and juvenile justice systems should be the fact that neglected children are almost as likely as physically abused children to commit a violent crime (Widom & Maxfield, 2001, p. 5). When one factors in that the population of neglected children is much larger than the population of children who were physically abused (7.3 per 1,000 children in 2000, compared with 2.3 per 1,000 for physical abuse; Children's Bureau, n.d.) and that many very young offenders' families



are characterized by chronic neglect (Wiig & Lahti-Johnson, 1998, p. 25), there should be heightened concern about the relationship between child maltreatment and juvenile delinquency.

A large percentage of juvenile delinquents and adult criminals have histories of child abuse and neglect. Retrospective anecdotal reports, early case studies, and histories of criminal adolescents and adults found abuse rates ranging from 26% to 85% (Wasserman & Seracini, 2001, p. 182). Reports from state and local jurisdictions report high incidences of child abuse histories. In Mecklenburg County (Charlotte), North Carolina, officials reported that of 50 serious, habitual offenders, 52% had child protective services (CPS) histories (Slavin, 2001). A report by Massachusetts Citizens for Children (2001) stated that “over 50 percent of juvenile offenders served by DYS [Department of Youth Services] have previously been abused or neglected children under the care of DSS [Department of Social Services].” A retrospective study of 4,475 delinquent youth carried out in King County, Washington, *Doorways to Delinquency: Multi-system Involvement of Delinquent Youth in King County (Seattle, WA)*, illustrates graphically the positive correlation between child welfare involvement and delinquent behavior (Halemba and Siegel, 2011). The Executive Summary of this study, containing a “Summary of Key Findings,” is set out in Appendix D. Highlights of the findings include:

- Youth with no history of Children’s Administration (CA) [child welfare] involvement were referred on offender charges much less frequently compared to youth with more extensive CA involvement
- The likelihood of at least some history of CA [child welfare] involvement increases even more dramatically when controlling for prior history of offender referrals
- There is a strong correlation between recidivism and history of CA [child welfare] involvement
- 1st-time offenders with records of multi-system involvement have much higher recidivism rates than youth without CA involvement
- The more extensive the history of CA [child welfare] involvement, the greater the proportion of females and minority youth (specifically African-American and Native American youth)

As reported in a 1998 research summary, a study of inmates in a New York prison “found that 68 percent of the sample reported some form of childhood victimization and 23 percent reported experiencing multiple forms of abuse and neglect, including physical and sexual abuse.” The results of this study “provide support for the belief that the majority of

incarcerated offenders have likely experienced some type of childhood abuse or neglect” (National Institute of Justice, 1998).

A relationship also exists between violent victimization of juveniles and violent offending by those same juveniles. A Shaffer and Ruback (2002) study over a two-year period, using data for 5,003 juveniles who participated in the National Longitudinal Study of Adolescent Health, found that:

*juveniles who were victims of violence in year 1 were significantly more likely than non-victims to commit a violent offense in year 2 and to be victims of violence in year 2.... [and] juveniles who committed a violent offense in year 1 were significantly more likely than non-offenders to commit a violent offense in year 2 and to be victims of violence in year 2. (p. 4)*

### **Other Indices of Relationship**

So a connection exists between victimization and the increased risk of future delinquent or criminal behavior, but what else is known about the relationship between child maltreatment and delinquency?

First, good evidence exists that some child abuse prevention and early intervention programming has been effective not only in reducing child abuse and neglect, but also in reducing future crime and delinquency. A good example of a child abuse prevention program with multiple benefits is a nurse home-visitation program targeted to low-income, at-risk pregnant women bearing their first child (Blueprints, n.d.). A 15-year follow-up study of primarily white families in Elmira, New York, found 79% fewer verified reports of child abuse and neglect and 56% fewer arrests on the part of the 15-year-old children in contrast to a comparison group. The program has proven success with both African American and white families in rural and urban settings. A Rand research brief (Early Childhood, 1998) summarized a study of benefits from early intervention programs targeted to at-risk children or their mothers that aimed at improving educational achievement or health and included services such as parent skills training, child health screening, child abuse recognition, and social services referral. The effects for the children participating in these programs compared with the control group showed not only reduced levels of criminal activity, but also improvements in health-related indicators such as child abuse (see also Karoly, 1998). An evaluation of Targeted Early Intervention, a program for delinquents younger than 10, found that children with a minimum of 18 months in the program

had fewer and less severe subsequent offenses and less involvement with child protection compared with a similar group of delinquent children (Decker & Owen, 2000).

Second, “family risk factors for delinquency and violence are also characteristics typically present in abusive or neglectful families” (Wiebush, Freitag, & Baird, 2001, p. 3). These factors include failure to supervise and monitor children; excessively severe, harsh, or inconsistent punishment; domestic violence; and caregiver substance abuse (Howell, 1995, p. 20). The Missouri study documented additional family characteristics of youth who were involved in both the child welfare and juvenile justice systems, reporting that they were likely to have one or two parents with a history of mental disorders, substance abuse, prior incarceration, and a severely ineffective parent management style (Dannerbeck and Yan, 2011).

Third, youth who were involved in both the child welfare and juvenile probation systems experience worse outcomes in adulthood than foster youth with no involvement in probation. They were “more than twice as likely to be heavy users of public systems in adulthood, three times as likely to experience a jail stay, one and a half times more likely to receive General Relief, and 50 percent less likely to be consistently employed.” Further, the cost of public services utilization for this population in early adulthood was more than double the rates for youth who were in just one system, foster care or probation (Hilton Foundation, 2011).

Fourth, the child welfare and juvenile justice systems have much in common. Often, the two systems employ the same disciplines requiring some of the same body of knowledge. They may use many of the same treatment providers and may have an overlap or duplication of services. Mental health needs are critical, and people of color are disproportionately represented in both systems. Neither system emphasizes prevention. Both are without a lot of public support and work with unwanted, unsupported populations with a history of systemic neglect. Both struggle with obtaining adequate resources and require the involvement of multiple systems and partnerships to work well. Furthermore, both systems need a more pronounced appeal to gain broader public support for efforts to reduce child maltreatment and delinquency.

# Implications for Child Welfare and Juvenile Justice

Having established this relationship between child welfare and juvenile justice, what are the implications for the two systems? The challenge is to discover what are effective means of integrating these two systems in a manner that helps prevent child maltreatment and delinquency and produces better outcomes for children and families. Child maltreatment, the reason most children and adolescents enter the child welfare system, is known to put them at risk for delinquency and psychiatric problems. Although child welfare studies suggest that half to two-thirds of children entering foster care have behavior problems warranting mental health services, little is known about how the child welfare system identifies child delinquents or potential child delinquents and refers them to mental health services (Burns et al., 2003, p. 4). Yet this is a critical population for intervention because of the trauma many of these children have experienced from abuse and neglect, other risk factors for future delinquency, and the children's acting-out behavior. With further knowledge, "the child welfare system could serve as an early warning system for identifying children who demonstrate conduct problems and are at an increased risk of entering the juvenile justice system during their adolescence" (Burns et al., 2003, p. 4). Widom and Maxfield (2001) suggested that "special attention be paid to abused and neglected children with early behavior problems. These children show the highest risk of later juvenile and adult arrest, as well as violent criminal behavior" (p. 7). Moreover, the study of young adult outcomes showed that nearly one quarter of the youth who were in both the child welfare and probation systems received treatment for a serious mental illness in the first four years of adulthood. This was more than double the rates for foster care only youth or probation only youth (Hilton Foundation, 2011).

Increased integration and cooperation between these two systems can increase opportunities for prevention and improve outcomes for both the systems and clients. The Center for Juvenile Justice Reform at Georgetown University has recently reported some promising data that shows improved outcomes for dually involved youth who have been subjects of research in its Crossover Youth Practice Model (CYPM). The CYPM involves jurisdictions implementing specific multi-system practices aimed at reducing the "crossover" of youth from the child welfare to the juvenile justice system. Following are the highlights of the study of youth subject to CYPM practices in comparison with non-CYPM youth with similar characteristics:

- CYPM youth were more likely to show improvements in mental health.
- Percentage of CYPM youth experiencing academic and/or behavioral problems decreased over time.

- Contact with family and parents and involvement in extracurricular and structured activities increased for CYPM youth.
- CYPM youth were slightly more likely to be dismissed or receive diversion and less likely to receive probation supervision or placement in corrections (Herz & Fontaine, 2013).

While this attention to systems integration can increase opportunities for prevention and improve outcomes, it must be remembered that not all maltreated children will become juvenile delinquents.<sup>2</sup> For the child welfare system, the question is whether there is some means to identify which of the children are at high risk for future delinquency and how to provide them with supports to reduce those risk factors. This may mean assuming a broader dimension in this system beyond protection, removal, and reunification. A broader dimension could involve more individualized assessments of children's needs and a focus on long-term outcomes and overall child well-being. For the juvenile justice system, efforts could include identifying at-risk younger siblings for support and deterrence, joining the child welfare system to address early-onset offenders, and helping garner prevention and early intervention resources. Both systems could identify those cases of concurrent involvement so they can share caseloads, coordinate case planning, or take other steps to coordinate their efforts (Wiig & Widom, 2003, pp. 28–29).

A step in this direction exists with the 2003 amendments to the Child Abuse Prevention and Treatment Act (CAPTA). Added to permissible uses of basic state grants is the enhanced collaboration between CPS and juvenile justice to improve delivery of services and continuity of treatment as children transition between the two systems (42 U.S.C. 5106a[a][12]). Also, states are required to report in their state data reports the numbers of children in CPS care who are transferred to the juvenile justice system (42 U.S.C. 5106a[d][14]).

Increased integration and cooperation between the two systems might also involve the increased use of child welfare histories in the disposition planning for juvenile delinquents and the development of improved treatment programs for juveniles who have been victims of child abuse and neglect. A CWLA (2002b) survey found that approximately three-quarters of responding juvenile justice agencies had policies, procedures, or regulations supporting collaboration with child welfare agencies for juvenile offenders who were victims of maltreatment. Only 12%, however, had a program specifically designed to serve juvenile offenders identified as previous victims of child maltreatment. The amendments to the Juvenile Justice and Delinquency Prevention Act (JJDP) described in Appendix A specifically require, under the formula grants program, that states implement a system that

makes public child welfare records known when a juvenile is before a court in the juvenile justice system and that these records are incorporated into juvenile justice records for purposes of establishing and implementing treatment plans (Part B, Federal Assistance for State and Local Programs, 42 U.S.C. 5633[a][26], [27]).

## Dual Status Youth

Various terms have been used to describe youth who come into contact with both the child welfare and juvenile justice systems including multi-system youth, crossover youth, dually involved youth, dual status youth, etc. Jurisdictions undertaking systems integration and coordination work often struggle with their use of terms and experience difficulty distinguishing these youth, all of whom are in contact with the two systems, but may not be similarly situated.

The authors of this guidebook have elected to use *dual status youth* as the overarching term to describe youth who come into contact with both the child welfare and juvenile justice systems and occupy various statuses in terms of their relationship to the two systems. For purposes of discussion and development of approaches and resources to address dual status youth, the following definitions have been adopted to distinguish the statuses:

***Dually-Identified Youth*** - Youth who are currently involved with the juvenile justice system and have a history in the child welfare system but no current involvement.

***Dually-Involved Youth*** - Youth who have concurrent involvement (diversionary, formal, or a combination of the two) with both the child welfare and juvenile justice systems.

***Dually-Adjudicated Youth*** - Youth who are concurrently adjudicated in both the child welfare and juvenile justice systems (i.e. both dependent and delinquent).

With dually-identified youth, it is critical that the child welfare history be used in the dispositional planning and treatment of these youth in the juvenile justice system. For dually-involved youth, working together across the two systems presents opportunities to consider alternatives to formal case processing, create joint services plans, and coordinate case planning and management. For dually-adjudicated youth, working together across systems allows for the development of joint reporting and recommendations to the court,

coordinated court processing, and joint management of court dispositions. In summary, the terminology is important to increase understanding of these youth and their situations, organize data concerning them, inform related policy development, and design appropriate interventions.

## Using the Guidebook

The Guidebook is designed to help jurisdictions engage in a process to determine what integration and coordination efforts will best achieve improved outcomes for children and families and the child welfare and juvenile justice systems. It can be used in conjunction with the publication, *Dual Status Youth – Technical Assistance Workbook* that provides month-by-month direction to implement the structure, policies, and practices to address dual status youth. This guidebook uses the following definitions:

**Integration:** A new system of handling children who cross over both systems, that is, juvenile delinquents who have a history of child maltreatment or other involvement with the child welfare system and children who have been maltreated and are at very high risk (due to multiple factors) of becoming juvenile delinquents. This new system might be characterized by such things as the development of an integrated management information system, blended funding and flexible programming for children and families crossing both systems, policy and program development that emphasizes prevention, results-based accountability that includes performance and outcome measures, statutory and other policy frameworks that support systemic change, and reliance on evidence-based practices.<sup>3,4</sup> Integration would also encompass any or all of the coordination efforts described in the following.

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

The Guidebook is divided into four phases: (1) mobilization and advocacy, (2) study and analysis, (3) action strategy, and (4) implementation. Each phase describes the primary

activities that could take place in that phase along with examples of work that other jurisdictions have done. Again, we urge the actors who take on this initiative to use the process to explore fully the questions they need to answer and what resources exist in their jurisdiction that dictate what actions will best achieve results. They are also encouraged to consider the guiding principles from *CWLA's Making Children a National Priority: A Framework for Community Action* (Morgan, Spears, & Kaplan, 2003). They are:

- supporting families,
- promoting prevention,
- advancing social justice,
- working collaboratively,
- respecting and valuing diversity,
- building capacity,
- nurturing leadership,
- using evidence-based strategies, and
- measuring results.

Although the Guidebook's phases are described sequentially, many of the activities can take place simultaneously, particularly in Phase 2, study and analysis, which together with the activity taking place while mobilizing the actors in Phase 1, set the stage for Phases 3 and 4, the development of the action strategy and implementation.

One additional note about the use of the Guidebook is that to effectively engage in this planning process, it can be critical to bring in an outside convener or facilitator to help direct the process and keep it moving. This is true for at least two reasons. One, it is often difficult for jurisdictions to free enough time of any one individual in either of the two systems to take on this task and, two, an outside individual is more likely to be able to carry out this task without the pressures of protecting the status quo. It can be used in conjunction with the publication, *Dual Status Youth - Technical Assistance Workbook*, that provides month-by-month direction to implement the structure, policies, and practices to address dual status youth. Researchers have also cited other advantages of external involvement, particularly when organizations contemplate change (I-Change, n.d.). Outside consultants can:

- bring a new perspective to old problems,
- ask those questions that no one inside the organization is able to,
- provide crucial additional resource allowing business to go on while change is contemplated,



- act as a sounding board for managers and others to test ideas and validate impressions,
- be independent of the organizational power structure, and
- be the catalyst for the change to happen.

## Integration and Coordination Checklist

Finally, the following checklist has been developed that summarizes the achievement of integration and/or coordination between the child welfare and juvenile justice systems. If a jurisdiction completes the four phase framework set out in this guidebook and the corresponding publication, *Dual Status Youth - Technical Assistance Workbook*, its system should be characterized by the following:

- ✓ Key stakeholders are identified, engaged in the development and ongoing review of the initiative, and kept informed through periodic reports.
- ✓ Key leaders are driving the effort, cross-system teams or committees are in place, and governance has been formalized.
- ✓ The questions about multi-system youth have been developed, local sources of data identified, state and national databases reviewed, and the mechanism for ongoing data collection to support performance measurement is in place.
- ✓ A clear statement of the problem or need is articulated and embraced, the target population(s) has been specified, and the desired system and child outcomes have been identified.
- ✓ An inventory of assessment tools has been compiled, and opportunities to consolidate tools and/or the assessment process have been identified.
- ✓ An inventory of resources, including programs and services, has been compiled and analyzed against standards of best practice, and opportunities to share resources and blend funds have been identified.
- ✓ A legal and policy analysis has taken place to highlight the legal mandates, funding, court processes, and other policies that serve as supports or barriers to systems integration, and any needed policy changes have been identified.
- ✓ An analysis to determine the capacity to share information across agencies has been conducted, and information-sharing agreements are in place.
- ✓ A set of strategies for handling multi-system youth has been developed and examined for potential application, and corresponding policies, protocols, practices, and training have been established for the strategies employed.

- ✓ A communications strategy has been developed, and a schedule of interagency and public reporting has been established.

### **Endnotes**

1. See Wiig and Widom (2003, pp. 1–9) for descriptions of three studies, including the Rochester Youth Development Study (Smith & Thornberry); the study from Mecklenburg County, North Carolina (Zingraff, Leiter, Myers, & Johnson); and the Northwest study (English, Widom, & Branford).
2. The Rochester Youth Development Study, based on official police records and self-reports, found that 45% of maltreated youth have official records of delinquency, compared with 32% of non-maltreated youth. Furthermore, maltreated youth give higher self-reports of involvement in delinquent activity (Kelley, Thornberry, & Smith, 1997, p. 5). Widom and Maxfield [2001], comparing arrest histories of abused and neglected children versus children with no recorded abuse, found abused and neglected children “were more likely to be arrested as juveniles (27 percent versus 17 percent), adults (42 percent versus 33 percent), and for a violent crime (18 percent versus 14 percent)” (p. 3).
3. The U.S. General Accounting Office (1992) described integration as either “system-oriented” or “service-oriented” (pp. 4–5) System-oriented integration involves ambitious goals including the creation of a new system, changes in agencies’ planning and program funding, and elimination of conflicting eligibility and reporting requirements for programs serving similar populations. Service-oriented integration unites providers without altering budgeting or funding, agency responsibilities, or organizational structures; encourages sharing of information and co-location of services; and links clients to existing services.
4. Martinson (1999) made a distinction between service integration and service coordination as “service integration—which implies logistic and physical proximity—and coordination—which refers to agencies’ efforts to work together to achieve specified goals” (p. 1).

## PHASE 1

# Mobilization and Advocacy

Jurisdictions must address a number of important challenges in the mobilization and advocacy phase to ensure that a strong foundation exists to support the initiative. The process has to begin with strong leaders who possess, and can engender in others, the political will and commitment to sustain the planning processes, produce a sound action strategy, and achieve the sought outcomes. Leaders must decide how they will manage the initiative throughout and establish broad goals. They need to initiate evaluation in this first phase so they can evaluate both the process and the outcomes.

In this phase, it also will be important to sell the initiative to all the involved parties and communicate the actions and results so that they have a continuing awareness of where the initiative is heading. Specific events can signal that the initiative is an important effort worth people's attention. Examples of potential events are a large-scale public reception to announce the initiative, a high profile but small meeting with core leaders who then announce their intentions, and community symposia to educate system participants and the broader public about the need for integration and coordination of the two systems around this critical population of children.

As a jurisdiction gets started with this effort, it is important to keep in mind the factors that promote integration and coordination. The Research Forum on Children, Families, and the New Federalism reported findings from a twelve state study of human services integration sites. The site managers identified critical factors for an integrated service system:

- Leadership by one or a small number of leaders who were able to enlist the support of the human services community.
- Experienced managers as both program administrators and members of the local human service community who facilitate efforts to develop connections between programs.
- Staff training and development, with cross-program training at regular intervals.
- Willingness to take chances, experiment, and change, as well as independence from higher-level bureaucracy...to implement innovative and untried strategies.

- A clear, shared mission statement developed by representatives of agency management, staff, and community partners.
- Community involvement beyond those available through government programs to ensure buy-in for service delivery improvements.
- Strengths-based, client-focused processes in assessment and case management.
- Stability and longevity of local leadership...who shared the original vision.
- Managers, who must pay close attention to performance indicators required by state and federal agencies as well as locally developed performance and outcome measures.
- Management teams, team staffings, teams focused on specific client populations, and teams that set agency goals and objectives.
- Resources beyond federal and state funds, which are needed to initiate and support local efforts to improve services (Ragan, 2003, p. 4).

The Urban Institute, in its literature review on service coordination and integration, identified factors that could foster service coordination:

**Federal level.** *Strategies include: expanding efforts to document and communicate information about the benefits of coordination and support for these efforts; providing information on successful examples of coordination; providing technical assistance, guidance, and problem resolution; loosening restrictions that prevents blended funding; and setting an example by continuing coordination at the national and regional level.*

**State level.** *Strategies include: providing high-level support for coordination; strengthening statewide coordinating committees; providing localities with technical assistance and problem resolution; promoting the integration of automated systems; and providing for cross-training of staff.*

**Local level.** *Strategies include: developing an understanding of the objectives and operations of other programs; increasing joint planning among local agencies; introducing cross-training of staff; and documenting and evaluating coordination efforts. (Martinson, 1999, p. 7)*

# Organizational Culture

Ultimately, the work of systems integration and coordination requires jurisdictions to take an honest look at their organizational cultures. In an oft-quoted definition, Marvin Bower describes organizational culture as “the way we do things around here.” (Deal & Kennedy, 2000, p. 4). It is no small task to change “the way we do things” in an organization or system. It is not uncommon for organizations to have deeply entrenched (and sometimes inaccurate) beliefs about system partners, a significant investment in their current way of functioning, and skepticism about the value of new endeavors that require time and resources. Often, the best intentions and most thorough planning on the part of those leading reform can fall short when facing resistance to change within organizations. Assessing the change environment and initiating steps to acknowledge and overcome resistance are essential components within the Mobilization phase.

When considering various approaches to organizational culture change (see Kotter, 1996; Cummings & Worley, 2008; Levin & Gottlieb, 2009) several consistent themes emerge: the need for strong and committed leadership; the value of ensuring stakeholder input and feedback in change efforts; the necessity of training staff regarding new priorities, practices, and expectations; and the vital role of consistent and ongoing communication of shared vision. These themes tend to be common-sense in nature, sometimes resulting in leaders and participants discounting the value and potential difficulty of applying them. Therefore, a strategic approach is necessary to ensure initial and sustained commitment and willingness to change on the part of those involved at all levels of an organization. The steps outlined throughout this section provide the foundation for such a strategic approach and reflect the following guidelines for successful culture change:

- ***Initiating and Sustaining a Conversation on Reform.*** This involves the use of mechanisms for inviting stakeholders to share their insights as well as participate in decision-making regarding the development of new practices throughout the course of the initiative.
- ***Making a Commitment to Messaging.*** Leaders across organizations must verify the need for change, craft a unified vision of the future end state, and communicate this vision over a long period of time in a variety of ways to the entirety of stakeholders.

- ***Providing Opportunities for Cross-System Education and Relationship-Building.*** Organizations must educate one another on how each agency and partner approaches working with youth, acknowledging differences in mission and mandates while seeking common ground. Systems must develop practices that allow for staff to work together on individual cases, as well as identify workers and supervisors from each agency that can meet regularly to jointly address the challenges and celebrate the successes in the implementation of the new cross-system practices.
- ***Create Mechanisms for Assessing Progress.*** To encourage the continuing engagement of staff, a process for evaluating the work done within the newly-defined culture allows for recognition of successful efforts and identification of areas requiring midcourse corrections.

Organizational culture can be one of the strongest barriers to forward progress on juvenile justice and child welfare systems coordination and integration. On the following page, a jurisdictional example describes a strategic approach for organizational culture change, illustrating the intentional activity needed to achieve success in this important area.

## Organizational Culture Change in Outagamie County, Wisconsin

In Outagamie County, Wisconsin, juvenile justice and child welfare services have historically operated on parallel tracks, exacerbating misunderstanding and tension between the two systems in regard to decision making, policies, and procedures. With the guidance of Technical Assistant Consultants, the Outagamie County leadership team began to shift the organizational culture in order to support system integration with the aim of improving outcomes for children and youth. Using Kotter's eight-step organizational change model (Kotter, John P. (1996), *Leading Change*, Harvard Business Review Press.), the following strategies were pursued:

### **Step 1: Creating Urgency**

The first step in creating urgency involved the use of data to demonstrate the rising level of out of home placements in the child protection system and the nearly 2:3 ratio between youth who were maltreated and those referred later for delinquency. This combined with the personal stories of adverse outcomes of dual status youth created a sense of urgency to find more effective alternatives.

### **Step 2: Forming a Powerful Coalition**

The managers of the child welfare and juvenile justice divisions formed a strong, committed partnership aimed at facilitating the type of organizational culture change necessary to establish collaborative work between divisions. Managers agreed not to mediate the differences or dictate solutions, but to jointly facilitate a process whereby the supervisors and staff from each division could begin to resolve their issues together.

### **Steps 3 & 4: Creating and Communicating a Vision for Change**

The managers began to frame a discussion with staff and stakeholders about establishing new cross-system practices to better serve this unique population. Building on the urgency already created, they began to pursue a strategy of developing common goals. An Executive Steering Committee was formed to assist in guiding the course of the vision. In order to begin to shape new expectations, the division managers began to bring supervisors and direct service staff from both divisions together. The purpose was two-fold: to begin the process of "letting go of the old," encouraging the abandonment of historical feelings and expectations about how the divisions should interact; and to enlist a cadre of early adopters in shaping the change process and in helping to create buy-in for "embracing the new".

### **Steps 5 & 6: Removing Obstacles & Creating Short-term Wins**

In order to remove obstacles to change, the managers needed to be explicit in permitting and expecting supervisors to consult, problem-solve, and collaborate across the two divisions. The managers began to convene monthly supervisor meetings involving both divisions. Gradually, a collegial culture began to extend across divisions. In addition, the early adopters began to develop protocols to address coordinated case planning and other challenging procedures. Early successes by these work groups helped establish buy-in and credibility among staff in both divisions.

### **Steps 7 & 8: Building on the Change & Anchoring the Changes in the Culture**

In order to improve upon and sustain the changes that have been accomplished to date, leaders will place emphasis on encouraging supervisors to continue to see each other as a cohort group that extends beyond the boundaries of their respective divisions. The more they perceive each other as resources, the faster the culture change efforts will progress.

# Initiating the Process

Jurisdictions should initiate the change process with the identification of key leaders and constituents. This is a particular challenge because not having the right composition of leaders and others involved from the beginning can cause initiatives to struggle unnecessarily or fail to get off the ground altogether. Initiation of the process should also include developing a statement of the problem or need and establishing goals and objectives.

## Identify Key Leaders and Constituents

While identifying key leaders, jurisdictions should decide what are desirable characteristics of these leaders and what constituent groups should they represent. Examples of desirable characteristics are people who

- see the need clearly,
- are motivated internally by the desire to improve outcomes,
- are motivated externally by such things as the severity of the problem, policy mandates, budget considerations, or constituent concerns,
- can draw others to them,
- are respected by the broader community, and
- have the authority to take action.

Jurisdictions should decide what constituencies are going to be involved in conjunction with the identification of the key leaders. The constituencies may be youth, families, advocates, community-based organizations, policymakers, politicians, practitioners, administrators, or simply citizens of the community. Whatever the constituency, the constituents must believe they have, and must actually have, a stake in addressing and resolving the stated problem. It is important to look for existing groups representing these constituencies and determine whether their composition will serve the goals and objectives of the initiative without having to form a new group or possibly duplicate efforts that already exist. Jurisdictions can select the key leaders by their affiliation with the selected constituent group, or the constituent groups can identify who from their membership should be the key leaders.



## State the Problem or Need

Jurisdictions should write a clear statement of the problem or need as far as it has developed to this point. This statement may include some preliminary data about the movement of children between the two systems, the two systems' accounts of overlap and duplication of efforts, intergenerational histories of service delivery to top service-consuming families, or other case examples. This statement may be developed by a group of key leaders or the lead agency that first tries to bring people together. It may also be developed using the tool of "citizen interviews" (Gulick, 1998). Too often, the problem is identified only by "experts," those people who are in charge of the systems or those who study the systems. It may be useful to take the initial problem statement to those constituent groups and conduct interviews with individuals to give some dimension to the problem beyond the usual. This should not only help illuminate various aspects of the problem, but help the constituent groups buy in to the process and participate fully as the initiative progresses.

## Establish Process Goals and Objectives

Jurisdictions must establish broad goals and objectives for the process of the initiative. This might include writing such things as descriptions of the activities that will take place, timelines, who will be involved, benchmarks for achievement of certain results, and how the activities and results of the initiative will be communicated. A statement of goals and objectives may also include a description of how modifications to the process will be handled. Hughes (1996) wrote about how the development of collaborations and integrated services is a learning process, stating that "learning direction requires the ability to chart a realistic course and modify it as new information emerges and opportunities arise."

As the other phases of the process evolve, so too may the goals and objectives for the process. A mission statement can be part of setting these goals and objectives. It may be simply something like: "To develop a multi-system initiative focused primarily on the juvenile justice and child welfare systems that targets resources most likely to reduce child maltreatment and juvenile delinquency and achieve long-term successful outcomes for children." Or it may include a number of elements, such as the mission statement of San Bernardino, California's, human services system (HSS) Integration Initiative (n.d.-a):

- Increase integration of human services through the establishment of a family-focused delivery system.

- Align existing internal administrative and support systems and resources to improve efficiency and effectiveness to the extent needed to support the delivery system.
- Reinvest savings from improved cost benefits and enhanced revenue sources to focus on prevention and early intervention.

## Managing the Initiative

The initiative must have a clear management structure to support the process through all of its phases, develop a sound action strategy, and implement the strategy. The management should establish the governance and decision-making processes, determine staffing and funding, designate working teams or committees, establish timelines, and develop both public and internal communications strategies.

### Develop a Management Structure

The structure should provide for leadership and maximize opportunities for participation. Jurisdictions should first consider the previously identified key leaders and any existing coordinating bodies as potential managers for this effort. Then, they should formalize a leadership group charged with making the major decisions as the initiative progresses and the action strategy is implemented. Ideally, this leadership group will reflect the constituent groups. Jurisdictions may need to identify a lead agency to administer any funds or other resources to support the initiative.

The importance of designating committees or teams to carry out this initiative cannot be overemphasized. It is a critical aspect of the management structure. To get the work done, the initiative will likely need a number of different groups composed of and using the energy of the constituent groups, key leaders, and the staff of the two systems. The work to be done in the initiative is multifaceted and, in many cases, complex. It will require the concentrated efforts of individuals focused on and responsible for specific tasks for it to be successful.

Through the extensive experience of the authors of this guidebook, working with dozens of organizations over the years to address dual status youth, a committee structure has emerged that has proven to be effective (see diagram for committees and their functions).

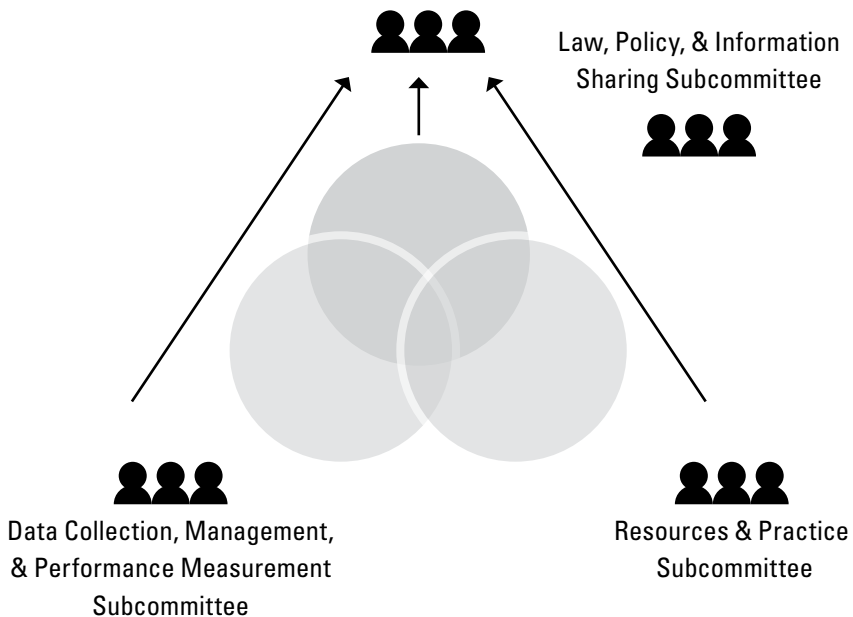
It consists of an Executive Committee and three subcommittees. The Executive Committee is typically comprised of public and private agency heads whose agencies are charged with working with this population along with parent, youth, behavioral health and education representatives. The three subcommittees, 1) Data Collection, Management, and Performance Measurement; 2) Resources and Practice; and 3) Law, Policy, and Information Sharing are comprised of representatives from the Executive Committee, corresponding middle management and line staff, and community-based representatives.

One additional group is often joined in the structure for the management of this work and that is a Stakeholder Group. It is comprised of a broader group of representatives from government entities and the community at large. These representatives may not work directly with this population of youth but nonetheless have an interest in the success of the youths and the jurisdiction's efforts to address their needs.

## Structure & Governance

### EXECUTIVE COMMITTEE

[Governance & Decision-Making / Oversight & Mgmt. of Subcommittees]



## Walking the Collaborative Talk: 10 Lessons Learned from the Los Angeles County Children's Planning Council

The Children's Planning Council, a body developed "to improve conditions for children and families by integrating and coordinating health and human services" established a government-community partnership to engage citizens in planning for services to children and families countywide. Its 10 lessons learned are:

1. Planning has to fit a particular place and time.
2. Build influence; let go of control.
3. Connect existing networks.
4. Recognize the power of shared ideas and determined action.
5. Invest in relationships.
6. Remain flexible enough to seize opportunities.
7. Maximize access and political power for adults who care about children.
8. Use data to drive planning.
9. Follow the money.
10. Connect the people most engaged in local communities with decision-makers.

*Source: McCroskey, J. (2003).*

## Formalize Governance

The governance and decision-making processes should be formalized. This may take the form of executive orders, charter agreements, memoranda of understanding (MOUs) or memoranda of agreement (MOAs). These documents may contain the following:

- descriptions of the problem,
- goals for the initiative,
- descriptions of the management and organizational structure,
- information to be shared,
- activities to take place,
- nature of the recommendations to be developed, and
- legal responsibility and authority of the parties.

Three documents that might offer guidance for the purposes of this initiative are from King County, WA, Oregon and Baltimore City. King County's Charter agreement was developed to guide the work of their established system integration initiative (see Appendix E). Oregon's executive order out of the Office of the Governor was to implement a method of comprehensive planning for services provided to children and their families, a method created by a 1999 Senate bill (see Appendix F). The Baltimore City MOU for collaboration was associated with the development of a multipurpose juvenile justice center (see Appendix G). All contain objectives to address the relationship between child welfare and juvenile justice. Furthermore, a hypothetical agreement can serve as a template that specifically addresses this relationship to give additional guidance to formalize governance. It is a cooperative agreement between the Department of Juvenile Justice, the Department of Family and Children's Services, and the hypothetical Hopetown County Juvenile Court (see Appendix H).

## Consider Staffing and Funding

The leadership group must consider how the initiative will be staffed and funded. A number of activities must be supported either with some reallocation of existing resources or the addition of new resources. A designated source of new funding, either public or private, can offer some additional impetus to move the initiative. It may not be necessary, however, if the leaders can reallocate existing funds or staff. The important thing is that the group carefully reviews what it will take to carry out the work of the initiative. As to selecting what staff will be involved, the group should carry out a thoughtful analysis of not only what level of effort is required, but what characteristics are desirable. For example, it will be important to select people who

- have a keen appreciation for the necessity of the work,
- are flexible in their thinking,
- are respected representatives of their class of employees,
- are confident about their abilities, and
- are good stewards of the effort.

## The King County, Washington, Experience: A Broad-Based Governance and Management Structure

The King County governance and management structure serves as a collaboration model in the critical formation of a leadership group that has the will, authority, and broad based representation to move the system integration initiative forward. King County's work began in 2004 with a one-day symposium for leaders of youth-serving systems, a group that reconvened 60 days later. In attendance were representatives from multiple disciplines at the county and state levels, including the King County Superior Court, King County Probation, the Region IV Department of Social and Health Services, the King County Department of Community and Human Services, the Puget Sound Educational School District, the Department of Social and Health Services' Juvenile Rehabilitation Administration, the King County Council, the King County Executive's Office, and private providers and community organizations. From these two meetings, the group chose an outstanding group of leaders to sit as an executive steering committee. This group has guided and governed the progress of the initiative.

Today, this effort operates as *Uniting for Youth (UfY), King County, Washington*. The success of this continuing collaborative is characterized by its commitment to structured governance, specialized practices for dual status youth, and a data collection system that documents its outcomes to continuously inform its policy and practice for this special population. Highlights of their accomplishments include:

- **UfY Governance** including charter agreement; mission, vision, and goal statements; committee structure, full-time coordinator, and program evaluation
- **Protocols** for how Children's Administration and juvenile court administration work together to address dual status youth
- **Information Sharing Guide** to guide the principal agencies in the sharing of personally identifiable case information
- **Integrated Plan for Mental Health** creating improved access for children involved in the juvenile justice system
- **Cross System Training** to support shared responsibility and services
- **Alternatives to Juvenile Justice** to assist law enforcement to handle more cases in the community without referral to the juvenile justice system
- **Community Engagement** to ensure participation of diverse communities to help shape and monitor the implementation of UfY goals and objectives
- **Education Integration** to address the educational needs of youth in the juvenile justice system and improve their chances for school success
- **Prevalence Study**, both a completed and an ongoing study to document the characteristics of dual status youth to inform policy and program development (King County, *Uniting for Youth*, July 2013)

## **Establish Timelines for Phases 1 and 2**

It is important to establish timelines for the conduct of the initial phases of the initiative. Although the establishment of timelines is highlighted as part of the implementation phase, if there are no time parameters established for the Phases 1 and 2, the initiative may never get to Phases 3 and 4, the action strategy and implementation. Participants need to have some idea of how long this effort will take and when they can expect to see specific recommendations and results of their work. Timelines also help everyone to hold themselves accountable for commitments they have made to support the initiative to a successful conclusion.

## **Develop a Communications Strategy**

A good communications strategy, both public and internal to the initiative, is critical. The leaders must develop a strategy to continuously report results as the initiative progresses. This will help gain the public, legislative, and organizational support needed to carry out the initiative and implement the action strategy. The strategy may take the form of press releases, public forums, a specially developed website, or agency memoranda; however, every action need not be communicated to every person all the time. The key is to be strategic, not secretive, and to consider the value of getting information out at key milestones and action steps in the process so that support is gained. This requires assignment of this responsibility to a person or group that will make good decisions about reporting efforts, make a specific plan, and will oversee or do the actual reporting.

# Selling the Initiative

It is critical for the involved people to be clear about why they are undertaking this effort, what goals they have in common, what are some barriers to overcome, and what desirable outcomes can be anticipated. It may be useful here to conduct a campaign of sorts to get everyone “on the same page.” The campaign may include a more formal readiness assessment to assist with the development and management of the initiative.

## Conduct Training and Research Symposia

Jurisdictions should conduct training and research symposia to acquaint the leaders and constituent groups with the problem and the research about the link between child maltreatment and delinquency. These symposia should include any local data that help persuade people of the importance the initiative. Symposia also can be conducted with personnel from the two systems to begin to orient them to the initiative. The symposia can include opportunities for all participants to help identify common goals and address some of the potential barriers to integration and coordination of the two systems.

## Identify Goals in Common

The identification of goals in common may be difficult initially for the two systems’ participants. Often, they can more readily identify their differences and the barriers to integration or coordination. Nevertheless, it is important to take on this exercise. It may be limited to some basic items, such as recognizing that they want to:

- improve services to children and families,
- reduce the unnecessary entry of children into their two systems,
- better use scarce resources,
- improve their cost-effectiveness ratios,
- reduce disproportionate representation of people of color, or
- more effectively address mental health needs.

It might be useful also to engage in an exercise to identify common needs among shared clients. This will help bring issues around the common goals of reduced duplication of efforts and reduced workloads for some agency staff to the fore (RAND, 2004).



## Advocacy and Mobilization in Santa Clara County, California

Santa Clara County developed some excellent tools to communicate its efforts regarding the handling of dual status youth to its agencies' staff and a broader community of stakeholders. This was initiated by inviting the broader community of stakeholders to a "kick off" event that described the needs of dual status youth and the plans for addressing them. The County next developed a Project Overview that was widely disseminated internally and externally. The overview described the challenges and Santa Clara's planned response along with guiding values:

- Facilitate opportunities for children to be raised in healthy home environments
- Reduce racial and ethnic disparities of system involved youth
- Strength-based, solution oriented approach
- Youth and family engagement
- Trauma-informed service delivery
- Discontinue practices that do not result in desired outcomes; persistently pursue creative solutions
- Support children and families without "widening the net"

These values were incorporated in the County's memorandum of understanding (MOU) between the agencies involved in addressing dual status youth. The Executive Committee drafted a comprehensive MOU that set out the purpose; background; goals; youth, family, and community outcomes; system outcomes; and scope of work of the dual status initiative. This document serves to further educate and inform all of the collaborative partners as they work together toward a common end.

Finally, in its set of communication tools, nine months after its "kick off," the County hosted an event convening a broad group of stakeholders from inside and outside of County government. The purpose was to inform them of the progress of the initiative and solicit their feedback as the work continued to move forward. The agenda included national and local overviews of dual status youth and their characteristics; a panel representing the perspectives of the youth, various involved agencies, and the community to conduct a review and discussion of a dual status case; reports from the three subcommittees working on the dual status initiative; and breakout groups with questions to address regarding the progress and challenges associated with the implementation of new practices to address dual status youth.

# Acknowledge Barriers to Integration and Coordination

Several major categories of barriers to services integration exist, and participants must acknowledge them even if they are not fully addressed at the outset. These include:

- bureaucratic barriers and turf protection,
- different philosophies and missions,
- differences in performance measures and obtaining credit for services and results,
- incompatible management information systems, and
- different eligibility restrictions (Martinson, 1999, pp. 4–5).

Legal or procedural barriers to integration and coordination of services should be added to this list. The critical exercise is to acknowledge how the structural design, funding, policies, practices, and statutory mandates work against or support integration or coordination efforts.

More specifically, it is critical that a legal analysis be conducted. It should examine federal and state laws and regulations, formal agency policies, professional codes of ethics, and existing interagency agreements or MOUs that affect interagency and system collaboration. This analysis should include the identification of data-sharing impediments which are discussed more fully later in this guidebook. Furthermore, the team should review how the legal, regulatory, and policy framework affects practice in the child welfare and juvenile justice systems.

A publication by the Center for Law and Social Policy (CLASP) describes categories of challenges to integration of social services as legal issues, information system challenges, concerns about performance indicators, and managerial or administrative issues (Hutson, 2004). Hutson developed a set of questions for each of these categories that may be useful as the leadership group and teams or other groups work through the various phases of this guidebook. Those questions are set out in Appendix I.

# Identify Desirable System Outcomes

Examples of desirable outcomes that leaders and constituent groups may identify are:

- reduced delinquency and maltreatment,
- better use of scarce resources,
- more efficient service delivery system,

- cost savings,
- improved access, collection and utility of data,
- decreased service overlap or duplication,
- increased reliance on best practices and model programs for treatment,
- more advocacy to meet the needs of children and families,
- increased opportunities for prevention,
- opportunities for blended or decategorized funding,
- improved system management,
- reduced racial and ethnic disparities,
- improved development and use of treatment resources,
- increased community involvement and awareness,
- improved communications for systems, and
- reduced system-induced trauma to children.

In addition, each system may identify opportunities to improve outcomes required by state or federal mandates. For example, the child welfare system may improve its Child and Family Services Review (CFSR)<sup>1</sup> outcomes, and the juvenile justice system may achieve greater compliance with the JJDPAs<sup>2</sup> requirements.

## Conduct a Readiness Assessment

The conduct of a readiness assessment can be useful to assess the climate for the two systems to proceed with the initiative. This might include such things as assessing the level of awareness of the need for integration or coordination, identification of resources available to support the effort, and a review of the two systems' past histories of flexibility in relation to organizational structure communication (Hughes, 1996). A readiness checklist might include:

- identified problems that illustrate the need for integration or coordination;
- evidence of support for interagency coordination and integration from governmental leaders (e.g., letters of support, structures, agreements, executive orders, or court decisions);
- existence of past or current integration or coordination initiatives on which teams can build;
- availability of data regarding children and families served by both the child welfare and juvenile justice systems; and
- the presence of political will and determination to achieve improvements through this initiative.

An issue to consider, however, is that representatives of these two systems may be reluctant to proceed because they know that there are many aspects of the two systems that they do not want to integrate or even effect any real coordination of efforts. The leaders should remind participants that it is a defined population of children about which the initiative is concerned, not the wholesale integration of the two systems in their entirety. It might be useful at this point to return attention to the definitions of integration and coordination as they were set out in the introduction to remind participants of the same. This discussion would be enhanced by having an outside convener or facilitator share conclusions about the scope of the effort.

## Setting Goals and Evaluating the Initiative

As part of the mobilization, the initiative participants should identify preliminary strategies for integration and coordination, establish broad goals and objectives in terms of improved outcomes for children and families, and initiate evaluation of the initiative. The exercises to identify preliminary strategies and improved outcomes for children can take place throughout the mobilization stage. That is, the research and training symposia, the interviews with the constituent groups, and the convening of the management or leadership group are all opportunities for people to identify preliminary strategies and improved outcomes for children. Participation in these efforts should be maximized to create the ideas and expectations of the initiative and begin to build support for the action strategy's implementation.

### Identify Preliminary Strategies

The identification of preliminary strategies falls into two categories, administrative and operational. Some direction for this effort is provided by the study of service integration reported by the Research Forum on Children, Families, and the New Federalism (Ragan, 2003). Ragan's (2003) report describes administrative and operational strategies gleaned from twelve service integration sites around the country. The administrative strategies are:

- consolidating governance structures;
- integrating funding streams;
- collaborating in planning, management, and oversight;

- collaborating to provide additional services;
- integrating a wider range of providers in local systems; and
- integrating information and information systems.

The operational strategies are:

- co-locating staff,
- integrating intake and assessment,
- consolidating staff functions,
- coordinating case plans,
- creating cross-program teams, and
- consolidating case management. (p. 3)

## Identify Improved Outcomes for Children

Jurisdictions need to carefully consider just what the improved outcomes for children are to be. They need to identify these outcomes at the outset to help direct the whole initiative and ensure that the effort is a worthwhile endeavor. Examples of improved outcomes for children are:

- reductions in child abuse, neglect, and other victimization;
- reductions in delinquent behavior;
- individual needs assessed and programming tailored to needs;
- long-term outcomes and well-being addressed;
- school success realized;
- supportive, caring adults present;
- safety at home or with a caregiver protected;
- neighborhood or community support present;
- pro-social activity taking place; and
- social competence developed.

## Desired Outcomes and Measures for Dual Status Youth in Hampden County, Massachusetts

Hampden County worked with its Data Subcommittee and its Executive Committee to develop outcomes and measures for dual status youth. It was an iterative process with the child welfare and juvenile justice system representatives working together to refine a list that reflected the desires of all involved and around which they could design and implement their new policies and protocols for systems coordination and integration. In addition to the domains, outcomes, and measures set out below, the representatives also developed goals/milestones for each measure and identified the data sources for determining whether they had achieved success.

Domain	Youth Outcomes	Measures <sup>i</sup>
<b>Recidivism</b>	Reduction in new charges	The number of dual status youth who experience new arraignments within one year will decrease by ___ percent compared to applicable comparison cases/time period. <sup>ii</sup>
	Reduction in Violations of Probation	The number of dual status youth who experience new violations of probation will decrease by ___ percent.
	Increased compliance with Probation Conditions	The number of dual status youth paying Restitution as Ordered by the Court will increase by ___ percent. The number of dual status youth completing Community Service Disposition will increase by ___ percent.
<b>Permanency</b>	Increased Youth maintained at home	The number of dual status youth experiencing home removal episodes will decrease by ___ percent.
	Increased Access to Kinship and Child-Specific Resources	The number of dual status youth who experience kinship and placements specific to a child's needs will increase by ___ percent.
	Increased stability in placement	The number of dual status youth who experience "youth attributed" placement disruptions will decrease by ___ percent. The number of dual status youth who experience unauthorized leaves will decrease by ___ percent.
<b>Family Engagement</b>	Increased Family Participation	The number of families in attendance at case conferences will increase by ___ percent.
	Increased utilization of Parent Advocate Services	The number of families utilizing Parent Advocate Services will increase by ___ percent.
<b>Education, Employment, Training Programs, Pro-Social Activities</b>	Youth are engaged in Education	The number of dual status youth who "regularly" attend school while on probation will increase by ___ percent.
		The number of dual status youth who experience disruptive school arrests will decrease by ___ percent.
	Youth are engaged in Employment/Training	The number of dual status youth who are employed or enrolled in job/vocational training will increase by ___ percent.
	Increased Youth's pro-social involvement	The number of dual status youth who are referred to and "regularly" participate in pro-social activities – e.g., mentoring programs, sports, arts, and religious activities – will increase by ___ percent.

<sup>i</sup> Most jurisdictions identify "comparison data" to evaluate measures. Comparison data can take different forms in different jurisdictions; for example, comparison data may include across group (i.e., dual status youth who are the recipients of changes in practices versus similar dual status youth who do not receive these changes) or within group (i.e., before and after comparisons of outcomes for dual status youth who receive changes in practices). Comparison data may also include the use of relevant "proxy" measures (e.g., comparing local outcome data to relevant summary outcome data on similar youth from other jurisdictions).

<sup>ii</sup> Instead of merely tracking changes in the actual frequencies of desired performance activities or outcome "events" (e.g., increases or decreases in the number of arrests, arraignments or violations, etc.), it is advisable to track aggregate "youth-based" counts for comparison purposes. For example, if a jurisdiction has a relatively small number of dual status cases and it focuses solely on the frequency of actions or events (like the frequency of new arraignments or violations), the outcome measure being tracked may be unduly influenced by the actions of one or only a few cases. A youth-based count that, for example, might show that *the number of dual status youth who experienced new arraignments or violations dropped by \_\_\_% compared to a suitable comparison group (or time period)*, offers one important outcome measure. That said, for individual case management purposes, local jurisdictions should also be able to track whether or not there are specific dual status youth who experience substantially higher levels of adverse events compared to other dual status youth, in order to ascertain whether there are certain case characteristics that may be contributing to such outcomes, and to help jurisdictions identify alternative interventions or resources that may be more effective with these challenging cases.

# Initiate Evaluation

An evaluation team should be part of the initiative from the beginning. The team should observe or participate in the development of goals and objectives for the initiative. Team members should actively assist in the identification of both the process outcomes and the impact outcomes sought in the initiative—the system and child outcomes. The evaluation team and the leadership group should work together to develop the evaluation strategy.

Depending on the availability of funds, an external group or the internal evaluation resources of the two systems may carry out the evaluation. Perhaps the optimal situation for this type of an initiative is to use a combination of the two. The internal evaluation resources may be important to help account for the complexities of integrating activities and services across two systems. Whatever the composition of the evaluation team, members should have clear expectations regarding the collection of data, responsibilities of system participants versus the evaluation staff, timelines for reporting evaluation results, identified audiences for reporting, and methods of dissemination.

## Endnotes

1. The Child and Family Service Review (CFSR) is a product of the 1994 amendments to the Social Security Act (SSA), authorizing the U.S. Department of Health and Human Services to review the child and family services programs in each state for conformity with the requirements in Titles IV-B and IV-E of SSA (42 U.S.C. 1320 a-2a). In 2000, the Administration for Children and Families (ACF) began CFSRs, the new federal review system, which assessed states' performance in achieving the goals of safety, permanence, and child and family well-being. The CFSR process involves a state self-assessment and onsite review by a joint team of federal and state officials to assess states' performance on 45 assessment measures.
2. Originally enacted in 1974, this act governs the juvenile justice system, providing funding and direction to the states in the operation of their juvenile justice programs. The 2002 amendments to the act require that states establish policies, programs, and practices that address the connection between the child welfare and juvenile justice systems (42 U.S.C. 5633 Sec. 223).

## PHASE 2

# Study and Analysis

## I. DATA COLLECTION, MANAGEMENT, AND PERFORMANCE MEASUREMENT

The collection of data, its management, and performance measurement present some critical challenges to the two systems. A starting point is for all involved personnel to acknowledge the importance of data as a foundation for integration and coordination efforts. This phase will involve identifying questions to be answered and determining the data elements for collection to support integration and coordination planning. It will also involve decisions regarding the management of data collection, a review of the two systems' existing information systems, consideration of integrated information systems, and the use of data for performance measurement.

### Identifying the Questions

In general, this exercise concerns the overlap of the two populations and the two systems' response to the overlap. It may be useful to review the systemic and child outcomes that are sought. These are some examples of questions:

- What is the number and percentage of children who have transferred from one system to the other annually for the past 10 years?
- At what points and under what circumstances do children transfer from one system to the other?
- What children and families simultaneously use the child welfare and juvenile justice systems?
- What are the characteristics of the children and families who have been involved with both systems (demographics, mental health and substance abuse histories, residence, etc.)?
- What services have agencies provided to these children and families?
- What does it cost to serve or provide treatment services to children in each system, as well as both systems?



# Determining the Data Elements

## Review National Data

Reviews of national data sources will not only help identify what data elements the teams should collect, but also will serve as sources of comparison for a local jurisdiction to analyze its own data. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) (Puzzanchera & Adams, 2011) and the U.S. Department of Health and Human Services (DHHS, 2012) are authoritative sites for incidence data in juvenile justice and child welfare.

## Identify Local Sources of Data

The local sources of data, both those existing and in need of development, should be identified. This exercise should be limited by the question, “What information helps inform decisions about integration and coordination so that unnecessary collection of data does not overwhelm the effort?”

Two useful examples of local data collection efforts that teams used to drive the development of an initiative are the HSS Integration Initiative in San Bernardino County and the Young Offenders Initiative in Virginia. The San Bernardino effort is instructive in part because of its structure for data collection. A data-gathering team established objectives, success criteria, and questions that they needed to address. They sought to list useful databases, information contained, and the locations of the databases. They asked:

- Are there potential opportunities to link pertinent data?
- What are the parameters of the databases we should describe?
- What types of analyses are feasible or desirable?
- Are there other data outside the county?

Then they described the databases and their operating environments, listed core elements collected in each system and whether they were required or optional, picked out the key ID elements in each system, and listed the codes in a limited number of data elements (HSS Integration Initiative, n.d.-c). Much of this structure could be replicated for this initiative. The databases, however, will need to be analyzed in terms of whether they can answer questions

that best inform decisions regarding integration and coordination of the child welfare and juvenile justice systems, such as those listed previously. These questions relate to the overlap of the two systems' populations and the systems' response to the overlap.

The Young Offenders Initiative in Virginia is instructive because it is an example of how the initiative identifies and targets a discrete population (in this case, very young offenders) for action, just as this initiative targets children and families who are present in both the child welfare and juvenile justice systems. Virginia's Department of Criminal Justice Services prepared a report on this population using existing databases and conducting analyses based on questions they developed about the target population, their system's response to it, outcomes for children, and its effect on their community (Hanna, 2001). Then the department used these data to garner support for the initiative from policy-makers and other key stakeholders so that the necessary political will and other resources would back the project. This effort also informed them as to what data were missing and what additional data collection efforts might need to be made.

## Identify Key Data Elements

Having reviewed the national and local data, and keeping in mind questions that are to be answered, the participants assigned to this effort should identify the key data elements that help with decisions regarding the integration and coordination of the child welfare and juvenile justice systems. The participants should also facilitate the measurement of outcomes. Once they have identified the data elements, they can decide whether they must develop additional databases or sources of information. They must take care in identifying what data needs to be developed—participants need to be alert to a focus on what they need to know and not overwhelm the project with unnecessary data collection.

# Managing the Data Collection

## Determine Who Will Collect the Data

The data could be collected by an outside entity, employees of the two systems, or people designated as representing the participants in the initiative. Whoever is designated needs to be close enough to the project to understand its goals and objectives and to be able to

raise questions about the utility of various data. Again, just as with the evaluation team, it may be critical to use, at least in part, people who work in the two systems and are very knowledgeable about the data. This is an arena in which the evaluation team should also be present to help evaluate and safeguard both the collection of the data and its quality. It is important to assess the quality of the existing data, keeping in mind that the data collected is only as good as the recording of it.

### Wish List of Data Elements

- Percentage and number of children transferred from child welfare to juvenile justice
- Percentage and number of children transferred from juvenile justice to child welfare
- Points and circumstances under which children are transferred from one system to the other
- Percentage and number of children in the child welfare system who have an older sibling in the juvenile justice system
- Percentage and number of juvenile arrests with a previous history of maltreatment
- Percentage and number of juvenile cases processed at intake in which the youth has a history of maltreatment
- Percentage and number of juvenile cases entering juvenile detention in which the youth has a history of maltreatment
- Percentage and number of juvenile cases adjudicated delinquent in which the youth has a history of maltreatment
- Percentage and number of juvenile cases entering juvenile correctional facilities in which the youth has a history of maltreatment
- Percentage and number of children served simultaneously by child welfare and juvenile justice
- Percentage and number of children under the dual jurisdiction of juvenile court
- Demographics and characteristics of children and families present in both systems
- History of services provided to families present in both systems
- Costs of serving children and families present in both systems

## Establish Governance for the Data Collection

This is another area in which the two systems and the data collectors should have specific agreement. They can establish agreement as an item in the MOU, MOA, or executive order that governs the entire initiative, or in a document that stands alone to support the data collection effort. Although the previously mentioned governance documents refer to data collection, this may require some explicit discussion and documentation as to the data's collection and use. Agency representatives are likely to have concerns as to how the collection of data affects their service delivery system generally.

## Consider Development of an Integrated Information Sharing System

As the need for information to support anticipated integration efforts grows, so does the need to develop integrated information systems. The focus of such efforts may be on improving the existing systems' capacity to interact with one another, the development of a database to track the movement of children from one system to the other, or the development of an entirely new management information system.

A resource in this area is the Integrated Information Sharing (IIS) Project (Juvenile Integrated, 2002). This project is described as the first national effort in IIS to prevent juvenile delinquency. It is a collaboration between OJJDP, DHHS, and the U.S. Department of Education. The project provides technical assistance to multi-agency collaborations that are planning an IIS system or are in the process of implementation and system development. Its training focuses on multiple systems; agencies' partnerships and collaboration; confidentiality, formation, and maintenance issues; and technology. A focus group of participants from various jurisdictions discussed the practical experiences and processes developed to build juvenile IIS (JIIS) systems. A summary of key points made by the participants follows:

- Jurisdictions build JIIS to enhance information, provide data for evaluation, and improve case management practices, services delivery, system responses, and outcomes for at risk youth and juvenile offenders.
- The quality of multiple agency partnerships and collaboration was identified as central to successful JIIS. Strong leadership, and building shared vision and values among partner agencies are critical to the development and maintenance of an effective collaboration.

- Ongoing attention to confidentiality law and practices is important throughout the development and implementation of JIIS. Education, cross training and formal mechanisms such as interagency agreements and consent forms are essential tools to implement and facilitate practices that support the sharing of confidential information.

The focus group members emphasized that technology expertise needs to be represented in all areas of JIIS development. In the JIIS planning phase, data and technology needs assessments and requirement analysis are conducted before determining systems development design and implementation strategies. Important activities in the design and implementation phases are identifying system requirements, ensuring adequate system support and maintenance, and planning for technology obsolescence.

Evaluation of JIIS uses both outcome and process measurements. Outcome measures include successful youth outcomes such as a reduction in recidivism and high-risk behaviors, and system measures, such as reduction in court hearing times. Process measures include evidence of accurate and complete data, user and consumer satisfaction. (Juvenile Integrated, 2002, pp. 21–22).

## JJOLT

To meet the requirements for reporting child welfare data under the reauthorized JJDP, Michigan created JJOLT to support a system of care framework that

- is a Web-based demographic server, capable of acting as a central repository of information;
- captures fiscal and business information, such as billing and payments;
- contains a flexible, open architecture allowing for continual modifications and expansion;
- includes passwords and data encryption;
- meets HIPAA's privacy and security requirements;
- is user friendly and reduces repetitive data entry;
- has an automatic e-mail notification function for court hearings, doctor's appointments, and escape notifications, and between social workers and their managers;
- is easily audited and meets the Adoption and Foster Care Analysis Reporting System (AFCARS) reporting requirements; and
- can generate customized reports.

*Source: Child Welfare League of America (2003a).*

Michigan is an example of a state that developed an entirely new management information system that recognizes the interface between child welfare and juvenile justice. It is called Juvenile Justice Online Technology (JJOLT; CWLA, 2003a). The foundation for this achievement was in 1994, when Michigan created a systems reform task force with the primary goal to “achieve better results for multigenerational families who receive services across multiple human service and educational systems” (CWLA, 2003a, p. 2). Michigan used the impetus provided by the 2002 federal legislation in the reauthorized JJDP, a component of which requires linkages between the child welfare and juvenile justice systems, including the reporting of child welfare data in juvenile delinquency cases and the examination of the extent to which two systems coordinate services and treatment (see Appendix A). JJOLT contains an automated case management module including assessment, screening, case planning, monitoring, and billing components for juvenile justice. It also includes electronic case management for Family Independence Agency child welfare staff, family courts, prosecutors, and private contracted service providers (CWLA, 2003a).<sup>1</sup>

## Utilizing Data – Performance Measurement

Utilizing data for performance measurement is an important element of effective systems integration and coordination. This implies the need for the establishment of data collection systems and performance measures for the individual agencies involved in systems integration and the establishment of the same for the agencies’ joint efforts to improve outcomes for youth. “The achievement of successful outcomes depends on, first, a careful identification of what outcomes are sought, second, an examination and address of the factors that affect achievement, and, third, the development of a measurement information system to document achievement” (Child Welfare League of America, 2005).

### Data Collection and Interpreting Performance Data

An old adage that anyone collecting data has heard repeatedly is “garbage in, garbage out.” Data collection begins once the sought outcomes and performance have been identified. General guidelines for collecting data for performance include the following:

- Clearly define what data to include. When data comes from another agency, confirm that the agency can provide data that accurately covers the correct population, time frame, and locality.

- Conduct a trial run early in the data collection process. This will help work out kinks that may occur prior to beginning your data collection process.
- Keep all data confidential by removing names and other identifiers; or, if the format fits your needs, keep data in an aggregate form.
- Provide information to individuals participating in data collection. This information should include: how confidentiality is being protected, how data will be used (to the extent that it will not compromise results), why participation is important, potential benefits, any risks involved, that participation is completely voluntary, and follow-up contact information.
- Clearly establish and define a time frame for data collection, taking into account that other agencies may only be able to provide certain data on set schedules.
- When appropriate, differentiate data from participants who receive little to no services versus participants who receive a lot of service. Including individuals' results who received far more or less service than the rest of the participants can affect the results of your program.
- Implement an instrument to measure program results into the service delivery process.
- When appropriate, collect data from captive and accessible audiences (Corporation for National and Community Service, n.d.).

As important as the data collection is, care also needs to be taken in the interpretation of performance data. The following are guidelines for interpreting performance data correctly and deciding how to respond to performance data:

- “Looking for trends can help you identify the bigger picture of how performance is changing over time, as reflected in the data you’re gathering. If your actual performance is trending in the desired direction, you may not need to intervene.
- Considering the inherent variability in the process being measured will help you keep perspective. You don’t want to overreact to a variation in performance measures that is due to normal fluctuations [e.g. variations by season]...
- Thinking about what’s causing any variations in the data will help explain the causes beneath variations. Ask yourself what events or forces might underlie the variations you’re seeing in your performance data...
- Asking whether your targets or metrics need to be changed will help you determine if you need to reconsider your targets or metrics. Sometimes, when you see an abrupt change in your performance data, it’s a signal that you need to reconsider your target or metrics. Such signals can occur if your organization has changed an important process.” (Harvard Management Mentor, n.d.)

# Performance Measurement in the Juvenile Justice and Child Welfare Systems

There are many good examples of the development and use of performance measures in the juvenile justice and child welfare systems. These examples can serve as resources to jurisdictions developing data collection systems and performance measures to measure their integration and coordination efforts to improve outcomes for youth. In the juvenile justice system, a good example is the American Prosecutor's Research Institute's (APRI) Performance Measures for the Juvenile Justice System. Congress awarded a grant to APRI and its partners, Balanced and Restorative Justice Project (BARJ) at Florida Atlantic University and National Center for Juvenile Justice (NCJJ), to "inform citizens and practitioners about the systems' ability to protect communities, hold offenders accountable, and reduce the risk of re-offending through increased competencies in offenders" (American Prosecutors Research Institute, 2006). This effort provides some valuable direction regarding the character of benchmarks or measures tied to its goals. It states that its measures must be:

- "measurable with reasonable accuracy and reliability; accessible;
- concise, while striving to cover the broadest spectrum of quality of performance indicators;
- representative of the broadest scale investment of the citizenry, the juvenile justice system, and crime victims;
- reflective of positive gains, i.e., indicative of community achievement toward positive outcomes rather than just reduction of negative circumstances; and
- understandable by the community" (Harp, 2003).

This effort also describes a set of intermediate outcomes (including resistance to drugs and alcohol, restitution, community service, school participation, victim satisfaction, and citizen participation in the system) that measure the achievement of organizational objectives as well as a set of impact outcomes that measure long-term impact on offenders and communities. These impact outcomes include juvenile crime rate, law-abiding behavior of offenders within one year after completing juvenile court obligations, and adult criminal convictions in adulthood.

Two good examples of using data in performance measurement in the child welfare system include the "Texas Toolkit" described in the sidebar and the national measures



of court performance in child abuse and neglect cases following. The American Bar Association, National Center for State Courts, and National Council of Juvenile and Family Court Judges developed a toolkit to help jurisdictions measure court performance in four basic categories of measures and outcomes: (1) safety; (2) permanency; (3) due process; and (4) timeliness. This effort describes nine core performance measures for courts' data collection.

1. "Safety: Percentage of children who were victims of child abuse or neglect while under the court's jurisdiction.
2. Safety: Percentage of children who were victims of child abuse or neglect within 12 months after the court's jurisdiction ends.
3. Permanency: Percentage of children who reach legal permanency by reunification, adoption, or guardianship.
4. Due Process: Percentage of cases in which both parents receive written service of process on the original petition.
5. Due Process: Percentage of cases in which all hearings were heard by one judicial officer.
6. Timeliness: Time to Permanent Placement (average or median time from filing of the original petition to permanent placement).
7. Timeliness: Time to Adjudication (average or median time from filing of the original petition to adjudication).
8. Timeliness: Time to First Permanency Hearing (average or median time from filing of the original petition to first permanency hearing).
9. Timeliness: Time to Termination of Parental Rights (average or median time from the filing of the original petition to termination of parental rights)." (American Bar Association, National Center for State Courts, & National Council of Juvenile and Family Court Judges, n.d.)

# Performance Measurement in Systems Integration and Coordination

Performance measurement should be an integral part of the work in systems integration and coordination. As jurisdictions develop the outcomes they seek for both the children and the system, they need to determine what measures will serve as indicators of achievement, what individual and aggregate data will need to be collected, and who will be responsible for the data's development and reporting.

Jurisdictions will be working to develop new programs and practices that improve their coordination and integration efforts and, at the same time, incorporate best practices. It may be useful to think of performance measurement as part of an overall measurement system as illustrated in Figure 2-1, which shows the approach to accountability and performance in Multnomah County, Oregon (Bernstein, 2002). To achieve the desired system and child outcomes, each of the participating agencies not only will be developing measures of success for their cross-system efforts but also will be thinking about improved

## Performance Measures Are Only Part of an Overall Measurement System

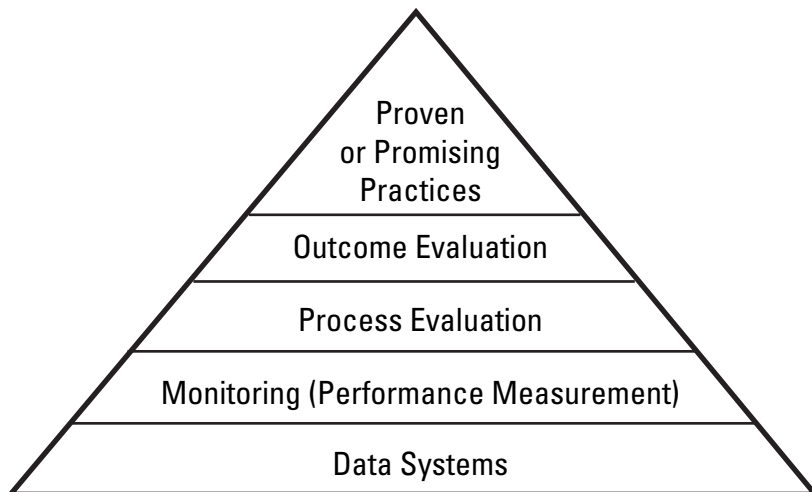
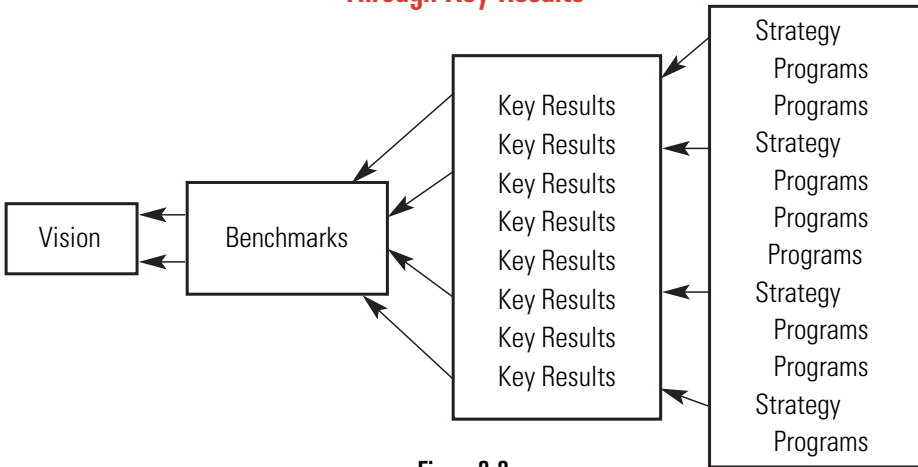


Figure 2-1

Source: Jim Carlson, *Uses of Performance Measurement in Multnomah County*. January 1998.

## Linking Programs to Benchmarks Through Key Results



**Figure 2-2**

*Source: Carol Ford, Linking Vision, Benchmarks, Strategies, Planning and Outcomes. January 1999.*

measurement of their individual agency efforts. Multnomah County's effort, further illustrated in Figure 2-2, involved the establishment of benchmarks, a focus on key results or outcomes, and the strategies and programs designed to achieve those outcomes.

### **Endnote**

1. The Family Independence Agency is responsible for child welfare and juvenile justice services, and contracts with private agencies to provide protection, treatment, and rehabilitation services to vulnerable children, youth, and families.

## Using Data to Monitor Program Improvement Plan (PIP) Progress

**The Texas CFSR team uses data to monitor its PIP. The “Texas Toolkit” consists of four tools:**

1. **Regional Reviews.** They plan to perform periodic reviews at the regional level, tackle smaller slices of the population, and take the social workers and their supervisors through the process of the CFSR. This serves the dual purpose of educating staff as to expectations and requirements and allows them to look at results in meaningful cross-sections. They also pull stakeholders for structured interviews in order to get an impression of the services and the population served in that area.

2. **Performance Data Profile.** The Performance Data Profile, or “dashboard,” is an interface that allows them to focus on key indicators to measure their overall performance. They can depict graphically the strength and degree of substantial conformity of areas of concern so that they can better focus their energy and training efforts.

3. **Automated CFSR Case Reading.** They perform case file readings using a designated “period under review.” They review randomly selected cases, and then enter the case data through an online reporting tool. The tool uploads the information to a central database and quickly calculates the scores in an automated process. The results of all of the structured case readings are posted on the CPS Quality Assurance Quarterly report, with region-by-region comparison, accessible on their intranet site.

4. **DEMOS (Data-Enhanced On-line Management Support).** They have partnered with the University of Texas at Arlington School of Social Work to develop DEMOS, using software by Speedware, an On-Line Analytic Processing (OLAP)... application. Supervisors and managers can go to an Internet site and access data “cubes” that allow them to drill-down into information starting from the statewide overview through to regional, unit, and supervisor detail. This multidimensional design allows greater flexibility in analysis for the user.

*Source: Child Welfare League of America (n.d.-b).*

## II. RESOURCES AND PRACTICE

The challenges to address in resources and practice include duplication of services, contradictory case plans, costly repeated interventions, and lost opportunities to plan for a continuum of service delivery focused on success with long-term outcomes. This phase involves an inventory of programs and services; a comparative analysis of missions, mandates, and policies; mapping of case flow process and key decision points, identification of national and local best practices; determination of assessment use; review of the funding to support services; and creation of training for personnel in both systems.

### Compiling a Resource Inventory

#### List Programs and Services

A comprehensive inventory of programs and services across multiple disciplines should be compiled. The inventory should include, of course, child welfare and juvenile justice, but should also take into account the related disciplines of mental health, substance abuse, and education. The target populations for each of the programs and services should be identified. This exercise is probably best accomplished by creating a team of representatives from the two systems and related disciplines who can work with a common set of questions to complete the inventory. The San Bernardino Integration Initiative convened a team to gather this data. Its objectives were to list programs, services, and recipients and to address the following questions:

- How do you identify or define overlapping services?
- How do you identify or define gaps?
- How do you characterize recipients?
- Do you count recipients differently?

The team was also to identify existing partnerships, MOUs, and informal agreements (HSS Integration Initiative, n.d.-b).

A limitation in this exercise may be that it is conducted by people who are considered “system insiders.” To enhance this effort and perhaps create some new resources to support the initiative, participation could involve the broader community. Often, the

community will be involved in a needs-assessment exercise, however, one can achieve a more complete inventory of resources, as opposed to a needs assessment, by asking residents, clients, family members, and children to identify the community resources that support families and children (Andrews, 1996). This might be accomplished through surveys or focus groups that engage the community fully in the resource inventory.

Compiling a list of programs and services across the two systems is likely to identify some commonalities in service delivery and, in some cases, programs that are offered in both systems. For example, Multi-Systemic Therapy (MST), which has enjoyed success with some populations of delinquent children, also has been used successfully with abusive families (Wasserman & Seracini, 2001, p. 185).

## **Identify and Compare Organizational Missions, Mandates, and Policies**

A common response when people in both systems are challenged to work together is, “But we don’t have the same mission.” Although this may be true in terms of broad definitions, this issue should be examined carefully for two reasons: One, it is important to protect the integrity of each system’s missions, mandates, and policies, but, two, a careful examination will help show where the two systems have points in common that serve as a foundation for integration and coordination efforts.

Representatives of the two systems should develop a framework approved by the key leaders, into which information about missions, mandates, and policies can be entered for detailed analysis. This information should include state and federal laws, departmental policies, and administrative directives that govern the work of each system. It is important that the analysis involve the leadership of both systems—people who have decision-making authority. In particular, there are likely to be differences of opinion and challenges requiring “top brass” to weigh in when organizational missions are discussed.

As discussed previously, it is critical to conduct a legal analysis of the two systems and their current operation. This should not only involve the identification of laws, regulations, and policies, but it should include stakeholder interviews to learn how systems actually do or do not collaborate effectively in light of the identified statutory, regulatory, and policy frameworks.

## Identify Existing Initiatives and Partnerships

A critical part of the planning process for this initiative is to identify existing efforts on which to build in either of the two systems or between the systems. Such efforts might be programs, initiatives, or partnerships aimed at the same or similar target populations. There also may be MOUs, joint powers agreements, or other documents that support joint efforts. In any case, it is important to carefully identify these efforts, both because they can strengthen the foundation for the current initiative and to ensure that no unnecessary duplication of effort exists.

## Case Flow Mapping to Improve Cross System Decision Making

The development of a case flow mapping exercise can initially be accomplished by viewing, or constructing if one does not exist, a case-flow process for the juvenile justice and child welfare systems. There are multiple cross-system benefits from undertaking this review and analysis. The key decision points in each system can be identified, professional staff responsibilities and mandates can be clarified, and expected products and outcomes that support improved decision making at each key step can be established and/or developed. Robert Damelio's, *The Basics of Process Mapping*, provides excellent guidance for the case flow mapping process (Damelio, 1996). Against an established consensus for the goals of the dual status youth initiative, this mapping process creates an understanding of the most appropriate decision points and practices around which improvements or reforms may be developed on behalf of the target population. The following activities help to illustrate what is sought by the process mapping activity:

- Understanding of the steps in the various system and court processes
- Identification of the what happens (action), who is responsible (decision), and what output or outcome is expected or produced at each step (product)
- Discussion/Assessment of the quantity and/or quality of the information being gathered and utilized in each step of the process
- Identification of process gaps
- Identification of necessary resources (workforce and program)
- Identification of what is and is not working

As the professional staff considers these issues in the development of their graphic depiction of the process flow map and an accompanying narrative, the following questions will support a systematic review of each decision point:

- What is intended to happen at this step?
  - What actually happens at this step?
  - Who is responsible for taking this action?
  - Who are the partners (existing and desired) collaborating in this action?
  - What is expected to occur (output and outcome) before the next step occurs?
  - What is missing in between steps?
  - What are the key decision points at which change or reform might be proposed?
  - What are the necessary resources at each step (workforce and program)?
- (adapted from Damelio, 1996)

To further illuminate the case-flow process and its implications for integration, it also would be useful to track a cohort of children who have been in both systems. CWLA's Multi-System Case Analysis (MSCA) is a resource that would facilitate this activity. Jurisdictions have used the MSCA to demonstrate how agency and system partners "are working together to report, investigate, and treat child abuse and neglect" (Child Welfare League of America, n.d.-a). It could track children who have been in both the child welfare and juvenile justice systems across a community's legal and social service systems, focusing on the actions taken, decisions made in each system, and level of coordination among systems. MSCA provides valuable data to communities, enabling them to identify strengths and formulate strategies to reduce gaps, deficiencies, and barriers in existing prevention and intervention policies, procedures, and practices. This activity should provide a picture of common and dissimilar components of case processing and management as well as areas in which the two systems overlap.



## Case Flow Mapping in Newton County, Georgia

The Newton County, Georgia SYNC (Serving Youth in Newton County) effectively focused on mapping their case flow process to accurately and visually depict each step for target population youth after these youth became the subject of a complaint in the juvenile justice system. The Newton County SYNC subcommittee, formed to undertake this task, used the process to create an understanding of the key decision points at which new and enhanced multi-system practices may be introduced to interrupt the trajectory of Newton County's dual status youth into the juvenile justice system. The cross-system discussions were facilitated by a neutral convener and were structured to address the questions listed below for each key decision point:

- Who are the participants at this step?
- What are the decisions or actions that take place at this step?
- Who makes these decisions or actions?
- What criteria are used to make these decisions or actions?
- What additional information should be noted to further clarify this step?

The subcommittee participants used this exercise to clarify agency roles and to help line staff gain a better understanding of each representative's responsibilities. The exercise allowed the collaborating agencies to identify youth diversion and alternative intervention opportunities not currently being used. A detailed narrative accompanying the map effectively memorialized the court procedures for handling dual status youth, material that became fundamental to the subsequent staff training.

The next phase of work for the subcommittee involved joint working sessions with the SYNC Executive Committee to review the map and the recommended points of intervention or key decision points at which dual status youth could be identified and potentially diverted from further steps into the juvenile justice system while still providing an effective intervention(s). As a result of this detailed study and analysis of the case flow process, the Newton County SYNC was able to reach consensus to prioritize an enhanced early diversion opportunity within Intake and mandate the use of a statutorily created Local Interagency Planning Team (LIPT) process to more positively impact service opportunities for the selected target population.

# Identifying Best Practices

## Review Best Practices Nationally

This exercise should involve a review of best practices nationally across the continuum of intervention for the child welfare and juvenile justice populations. Many resources exist to identify best practices. In the child welfare arena, national resources include CWLA. The CWLA Standards of Excellence for Child Welfare Services are organized into 13 volumes by topic, but the standards that might be particularly useful for the development of the instant initiative are under the following topics:

- *Standards of Excellence for Abused or Neglected Children and Their Families* (CWLA, 1998)
- *Standards for Organization and Administration for All Child Welfare Services* (CWLA, 1984)
- *Standards of Excellence for Family Foster Care* (CWLA, 1995)
- *Standards of Excellence for Residential Group Care Services* (CWLA, 2004)

The DHHS Children's Bureau provides assistance in this area through its National Resource Centers and Training and Technical Assistance network. The National Resource Center for Permanency and Family Connections may be most helpful. This Center provides information, resources and on-site technical assistance. Its work focuses on technical assistance regarding the provisions of the Fostering Connection to Success and Increasing Adoptions Act of 2008 (Fostering Connections). The National Centers for Youth Development and Legal and Judicial Issues may also be of assistance. The National Center for Youth Development bases its technical assistance on the 4 core principles of youth development, collaboration, cultural competency, and permanent connections. The National Technical Assistance Center for Children's Mental Health assists in building systems of care that enhance the quality of care and outcomes for children, youth and families with, or at risk of, emotional disorders (Children's Bureau, 2013).

The Positioning Public Child Welfare Guidance published by the American Public Human Services Association includes information and instructions for action in fourteen areas for high quality public child welfare practice. The Guidance is a tool that an agency can use as a benchmark against which to measure itself and for continuous quality improvement (APHSA, 2013).

In the juvenile justice arena, the MacArthur Foundation's *Models for Change* initiative has produced effective reform models aimed at ensuring that youth are held accountable while being treated fairly and in a developmentally-appropriate manner. *Models for Change* reform areas include aftercare, community-based alternatives, evidence-based practices, juvenile indigent defense, mental health, and racial and ethnic fairness. *Models for Change* has created mechanisms such as Action Networks, publications, and the new Resource Center Partnership, of which RFK National Resource Center for Juvenile Justice is a part, to facilitate the sharing of successful and replicable practices developed locally and applicable nation-wide. Resources describing *Models for Change* reform efforts, best practices, and tools for implementation can be found at [www.modelsforchange.net](http://www.modelsforchange.net) as well as at the new Juvenile Justice Resource Hub at [www.jjje.org/hub](http://www.jjje.org/hub).

In addition, the book *Serious and Violent Juvenile Offenders: Risk Factors and Successful Interventions* (Loeber & Farrington, 1998) provides guidance about best practices, as does the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Offenders* (Howell, 1995).

Another very useful resource for best practices is *Blueprints for Violence Prevention* (Center for the Study and Prevention of Violence, n.d.). This is an effort that has identified 11 prevention and intervention programs, model programs that have been effective in reducing adolescent violent crime, aggression, delinquency, and substance abuse. A further resource is the work done by the Washington State Institute for Public Policy. This work reviews more than 400 research studies, focusing on evaluations that used a control or comparison group to determine whether programs reduced criminality. It is an excellent resource not only because it discusses both approaches and "off-the-shelf" programs such as Multi-Systemic Therapy (MST), but because it has developed benefit-to-cost ratios illustrating the economic value of implementing various programs (Aos, Phipps, Barnoski, & Lieb, 2001).

## Review Local Continuum of Programming

The next step in identifying best practices is to look to the local programming and its effectiveness, establishing a baseline for continuing evaluation. This should consist of a review of performance indicators for programs and services and any evaluations that have taken place both inside and outside the organizations. This is an opportunity to look at

what the stated goals of programming and services have been. Are these goals relevant to current practice, how well have the goals been met, and what are the outcomes of the programs and services?

## Identify Promising Programs and Practices

After reviewing the national best practices and the performance of local programs, the team should prepare a statement that identifies effective, promising programs and services across both systems. The two systems should analyze how these programs and services relate to the sought outcomes (systemic and children's outcomes) and the resource inventory and decide what should be a part of their common service delivery. They should also jointly commit to the principles of best practices that can be common to both systems and consider the development of services and programs that can be made available to both systems' populations. This should serve as part of the foundation for decisions regarding the integration and coordination of the two systems.

Ohio Partnerships for Success (PfS) was an example of an effort that used this kind of data to drive its program development across multiple systems. PfS was "a comprehensive approach to building capacity at the county level to prevent and respond effectively to child, youth, and family behavior problems" (CWLA, 2003b, p. 8). Ohio awarded PfS grants to counties to promote more successful outcomes. Communities and counties that participated in this program based their plans "on indicated data, research, and measurable outcomes that address needs of children, youth, and families," and identified and implemented "evidence-based practices in prevention and intervention services and programs that reduce the risks associated with problem behaviors" (CWLA, 2003b, p. 8).

This effort was guided by six key principles:

- communitywide involvement,
- the use of risk and protective factors,
- a continuum of services beginning with primary prevention and ending with interventions for the most serious behaviors,
- data-informed activities,
- evidence-based and feasible practices, and
- outcome-based planning and evaluation.

## Elements of Effective Programming

A review of programming across the prevention continuum and intervention programming for child maltreatment and juvenile delinquency illustrates that effective programming targets risk factors in multiple domains and includes, wherever possible, a focus on both the child and the family. Elements of effective programming can be summarized as programs that:

- Address the entire context of child and family functioning;
- Provide support for parents;
- Provide parent education;
- Focus on improved parent-child interaction;
- Include good individualized assessment of the child;
- Identify risk factors and needs;
- Target risk factors at the child, family, neighborhood, and peer level;
- Involve a multi-modal approach;
- Draw on community support;
- Integrate the services of schools and the juvenile justice, child welfare, and mental health systems;
- Emphasize behavior skills development for both parent and child; and
- Direct activities to long-term outcomes for children (e.g., reduction in exposure to abuse, neglect, and violence in the home; reduction in delinquent behavior; school success; social competency).

*Source: Wiig & Widom (2003, pp. 26–27).*

## Family Engagement

It is critical to engage the family, through the use of strength-based approaches, on behalf of dual status youth. This effort, undertaken at multiple levels of involvement, is foundational to effective multi-system reform. Also foundational is the principle and belief that families have strengths that can be tapped to successfully create change (Herz, Lee, Lutz, Stewart, Tuell & Wiig, 2012). Opportunities to engage the family include:

- educating the family on system processes as well as rights and responsibilities as part of multi-disciplinary meetings and through the development and distribution of informational brochures or videos;

- involving family members and/or caregivers in multi-disciplinary case planning meetings for their youth and in the identification of effective intervention and accountability measures;
- inviting family members' ongoing partnership in their youth's case management oversight as participants in case staffings and reviews;
- asking family members for their feedback as part of the development and review of system responses, practices, and policies; and
- inviting family members to participate as members of policy making collaborations or parent/family focus groups.

Underlying each of these opportunities for engagement is the need for training of staff regarding effective communication with families and strength-based approaches to working with them. The importance and growing commitment to family engagement as a critical practice in the realization of improved outcomes has been evidenced in both the child welfare and juvenile justice systems. The Fostering Connections to Success and Increasing Adoptions Act of 2008 (P.L. 110-3512), while promoting family group conferencing, encourages and financially supports connections of children to relative caregivers, placement of siblings together, and educational stability. Within the juvenile justice arena, the Second Chance Act, focusing on re-entry, has helped increase awareness and underscore the importance of family engagement in a youth's transition home from a juvenile justice facility and provides funding for family and community collaborative strategies. The engagement – or participatory process – at all levels enhances the family's sense of competence, trust and relationships with system personnel and perspective on system fairness; encourages alternatives to placement outside the home; and demonstrates improvements to the safety and stability of youths and their families (Pennell, Shapiro, and Spigner, 2011).

Particularly in a multi-system collaboration, creating an environment in which family stakeholders are looked to for advice and guidance requires building an organizational culture and processes that assure involvement. This is significant in that "multiple elements must come together to institutionalize family engagement:

- Mission, values, and philosophy that require engagement
- Interventions that empower youths, families, victims, and other key stakeholders to participate actively
- Opportunities for voice and involvement at every level of the organization
- Policies and practices that support engagement
- Collaborations founded on respect for family and community experiences

- Capacity building of youths, families, communities, and agencies to partner
  - Services designed to meet the expressed needs of youths, families, and other key constituencies”
- (Pennell, Shapiro, and Spigner, 2011, p.17; adapted from Chovil, 2009).

The authors of *Safety, Fairness, Stability: Repositioning Juvenile Justice and Child Welfare to Engage Families and Communities* (2011) set out eight principles that can serve multi-system collaborations in the creation and development of family engagement. They include:

- “Youth are served in the context of family and community.
  - Youth and their parents are actively engaged in defining the problem, developing goals, and writing an individualized action plan for change.
  - The service plan for each child and family is integrated and holistic and reflects their cultural heritage.
  - When youths have to be removed from their families, every effort is made by both the child welfare and juvenile justice systems to reduce the length of separation and maintain the connection to family.
  - When child welfare removes youths from their home, every effort is made to keep them in their schools and avoid school transfers; and in juvenile justice an education plan is developed designed to keep youths connected to school while in out-of-home placement and as they transition back into the community.
  - Funding is redirected to structured support of family-and community-based work.
  - Accountability measures are jointly established and monitored at the community level.
  - Public agencies collaborate and partner to communicate information and provide needed services.”
- (Pennell, Shapiro, and Spigner, 2011, p.31)

In summary, it is important in multi-system collaboration to adopt the fundamental belief that family engagement at all key decision points and at all levels of involvement is critical to the achievement of successful outcomes for the population of dual status youth in a jurisdiction.

# Reducing Racial and Ethnic Disparities

A critical component of any systems integration work to address dual status youth is a focus on the reduction of racial and ethnic disparities. While jurisdictions around the country are increasingly focused on the disproportionate representation of youth of color in both their child welfare and juvenile justice systems, this dual status population needs to be a specific target of those efforts. The King County research discussed previously illustrates the disproportionate representation of these youth in the juvenile justice system, reporting that the proportion of African-American youth increases almost three-fold and the proportion of Native American increases four-fold as the extent of child welfare involvement intensifies (Halemba and Siegel, 2011).

Two publications that are particularly helpful to jurisdictions in their efforts to address racial and ethnic disparities are an OJJDP bulletin, *Reducing Disproportionate Minority Contact: Preparation at the Local Level* (Soler and Garry, 2009) and a Models for Change Innovation Brief, *Reducing Racial and Ethnic Disparities in Pennsylvania* (Models for Change, 2012). The OJJDP bulletin, whose authors wrote the chapter on local preparation in OJJDP's *Disproportionate Minority Contact [DMC] Technical Assistance Manual* (2009), provides guidance to local jurisdictions regarding the steps in preparation for launching a reduction effort and points out the benefits of preparation including:

- Establishing relationships with and among key stakeholders
- Determining the key goals of DMC-reduction efforts
- Identifying available data and research on DMC in the jurisdiction

This bulletin (Soler and Garry, 2009) also describes the importance of how jurisdictions talk about DMC and factor in public attitudes about crime, race, and youth. It outlines the following preparation steps which can be integrated into the strategic planning framework that this guidebook sets out for addressing dual status youth:

- Establishing a Steering Committee
  - Articulating Local Goals and Objectives
  - Mediating Discussions
- Identifying Leadership
- Reaching Consensus
- Conveying a Sense of Urgency



- Setting Priorities
- Organizing the Work by Defining Success

The Models for Change Innovation Brief, *Reducing Racial and Ethnic Disparities in Pennsylvania* (Models for Change, 2012) describes how one state implemented data-driven reforms to reduce disparities. The Brief sets out three goals in efforts to reduce disparities:

- Reduce over-representation of minority youth in the justice system,
- Reduce differential treatment at each decision-making point, and
- Prevent minority youth from entering and moving deeper into the system.

Each of these goals requires data-driven strategies which are at the core of the innovations that were a part of Pennsylvania’s experience with this critical endeavor. Pennsylvania has a history of juvenile justice reforms through its work with Models for Change over the years and it built on that history to develop and implement innovations described in the Brief and listed as follows:

- Expanding Collaboration
- Incorporating Data into Decision-making
- Data Improvements
- Objective Screening Tools
- Alternatives to Detention and Out-of-Home Placement
- Graduated Responses for Youth on Probation
- Linguistic and Cultural Competence
- Work with the Faith-based Community

The Brief reports that Pennsylvania experienced measurable changes (citing Berks County, Philadelphia sanctions court, and Lancaster County) resulting in reductions in racial and ethnic disparities. These were achieved by reducing the use of detention, finding new ways to handle probation violations, increasing the use of community-based and evidence-based practices, implementation of a detention screening instrument, and establishment of an evening reporting center.

# Reviewing the Use of Assessments

## Conduct Inventory of Assessment Tools

An inventory of the assessment tools used in both child welfare and juvenile justice should be made. This inventory of tools and practices is important for a number of reasons. It can be a key to achieving some economies of scale, in that the instruments themselves may overlap or the agencies may have duplications of effort in their use, it may strengthen both systems' effective use of assessments to assign programs and services, and it may have utility as part of a strategy for preventing child maltreatment and delinquency. Opportunities may exist to develop tools in common between the two systems and to use risk assessment in child welfare to identify youth at high risk for future delinquency.

The inventory should include observations about what is missing, that is, identification of what assessment tools could be used in both systems or in concert with one another. Questions should be asked about the use of particular assessment tools to help illuminate this inventory, including:

- What decisions are the tools to guide or facilitate?
- What population or problem is the target of their use?
- What tools do both systems use?
- Do the data collected by different tools from each system overlap?
- How are the assessment tools used?
  - To classify children?
  - To conduct individualized assessments?
  - To make dispositional recommendations to the court?
  - To plan for services?

A useful resource for the conduct of an assessment inventory and corresponding analysis is the volume, *Screening and Assessment in Juvenile Justice Systems: Identifying Mental Health Needs and Risk of Reoffending*. It is designed to assist the reader in understanding the differences between screening and assessment in relation to risk assessment, how to select a valid tool, what are some examples of tools used in juvenile justice facilities and community-based services, and what are the benefits of screening and assessment tools for mental health problems and risk for re-offending (Vincent, 2012).

# Consider Use of Risk Assessment

A special topic for consideration is the use of risk assessment. Jurisdictions may have a greater opportunity to prevent child maltreatment and future delinquency if the two systems would join forces to identify high-risk children. The development and use of instruments in common that identify risks of child maltreatment and delinquency is particularly critical, because family risk factors for delinquency and violence overlap with characteristics of abusive and neglectful families. Assessment of risk factors has identified children at risk of both maltreatment and delinquency, targeting them along with their families for specific programming (e.g., nurse home visitation and the early intervention programs discussed previously). For those jurisdictions undertaking the development of risk assessment tools and processes generally, a recently published guidebook, *Risk Assessment in Juvenile Justice: A Guidebook for Implementation* (Vincent, Guy, & Grisso, 2012) is an excellent resource.

Risk factors for delinquency are often categorized into four areas: community, family, school, and individual and peer group (Howell, 1995, p. 19). Risk factors for child abuse and neglect are also frequently categorized into four areas: characteristics of the parent, child, family, and environment and community. It is important to recognize that “a lack of sensitivity to co-occurring risk factors [in the family and the individual] has generally led to interventions that are too narrowly focused” and “the focus on risk factors that appear at a young age is the key to preventing child delinquency and its escalation into chronic criminality” (Wasserman et al., 2003, p. 10). It would be a worthwhile endeavor to identify specific points along the continuum of child welfare prevention and intervention services at which efforts can be targeted to prevent delinquency.

Technology is increasingly available in risk assessment instruments. Jurisdictions have used SDM in both the child welfare and juvenile justice systems. SDM involves a combination of risk and needs assessment. In *Child Delinquents*, Howell (2001) pointed out that risk and needs assessments are often used in tandem to match offenders with appropriate interventions. He also noted that risk assessment instrument development for very young offenders is just beginning. Two efforts, the Early Assessment Risk List–20B (EARL-20B) for boys and the EARL-21G for girls, instruments developed by the Under 12 Outreach Project in Toronto (Augimeri, Webster, Koegl, & Levene, 2001; Levene et al., 2001), and the assessment instrument developed for the All Children Excel (ACE) program, a program for delinquents younger than age 10, in Ramsey County, Minnesota (Beuhring & Melton, 2002, p. 24), show promise.

## Structured Decision Making Model

The Structured Decision Making (SDM) model is an example of a tool that was adapted to cross both the child welfare and juvenile justice systems. SDM “focuses on how case management decisions are made and how agency resources can best be directed” (Wiebush et al., 2001, p. 4). A core component of SDM is a risk assessment method “originally developed to classify juvenile offenders according to their likelihood of committing additional offenses” (Wiebush et al., 2001, p. 4).

In the child welfare system, SDM includes assessment tools in four areas: response priority, safety, risk, and family strengths and needs. The use of these tools and this model has produced some promising results in terms of lower maltreatment rates. What is of further interest, however, is that the model has been held out as a delinquency prevention strategy, in that a reduction in child maltreatment translates to a reduction in future delinquency because of the link between the two. The principles of this model involve improved decision-making through highly structured assessment processes and assigned priorities in individual cases corresponding to the results of the assessment process. The principles further relate to how an agency conducts its business in the broader sense. The aggregate assessment data can help determine the range and extent of necessary service resources. Also, “assessment and case classification results are directly related to agency service standards, which in turn drive staff workload and budgeting requirements” (Wiebush et al., 2001, p. 6). Finally, an important principle of this model is that it is to be designed collaboratively, engaging agencies in a joint development effort built on a set of principles and components but adapted to local practices and mandates.

In summary, an inventory of assessment tools used by both systems, along with a review of the developing technology in this area, could lead to more effective use of assessment. Specifically, it could lead to the use or development of assessment tools collaboratively by the child welfare and juvenile justice systems and an institutionalized commitment to these tools.

## Trauma-informed Assessment and Intervention

Increasingly, juvenile justice and child welfare practitioners are recognizing the importance of making trauma-informed assessment and intervention an integral part of their policy and practice. It is a critical topic for inclusion in the development of practices across systems to address those youth who come into contact with both the child welfare and the juvenile justice systems.

The National Child Traumatic Stress Network (NCTSN) defines child traumatic stress as occurring “when children and adolescents are exposed to traumatic events or traumatic situations, and when this exposure overwhelms their ability to cope with what they have experienced.” (NCTSN, *Defining Trauma and Child Traumatic Stress*). The traumatic *events* set out in the definition that may relate particularly to dual status youth include

gang-related violence in a community, sudden or violent loss of a loved one, and physical or sexual assault. The chronic traumatic *situations* that may relate particularly to dual status youth include some forms of physical abuse, long-standing sexual abuse, and domestic violence. Attention is paid to this definition in this context because dual status youth, as victims of maltreatment may have experienced child traumatic stress and, as stated in the research reported earlier in this guidebook, child maltreatment increases the risk for delinquency. The delinquent behavior can be the child's or adolescent's response to traumatic stress, "externalizing problems like aggression, conduct problems, and oppositional or defiant behavior." (Ford et al. NCMHJJ, p.1) Further, "trauma is directly relevant to understanding the driving factors underlying a youth's delinquent behaviors and the driving factors that are likely to contribute to desistance or recidivism." (Kerig, p.2)

The NCTSN Trauma-Informed Service Systems Working Group offers direction as to what elements constitute a service system with a trauma-informed perspective. Those elements are contained in the following definition:

*A service system with a trauma-informed perspective is one in which programs, agencies, and service providers: (1) routinely screen for trauma exposure and related symptoms; (2) use culturally appropriate evidence-based assessment and treatment for traumatic stress and associated mental health symptoms; (3) make resources available to children, families, and providers on trauma exposure, its impact, and treatment; (4) engage in efforts to strengthen the resilience and protective factors of children and families impacted by and vulnerable to trauma; (5) address parent and caregiver trauma and its impact on the family system; (6) emphasize continuity of care and collaboration across child-service systems; and (7) maintain an environment of care for staff that addresses, minimizes, and treats secondary traumatic stress, and that increases staff resilience. (NCTSN Dierkhising, Ko, & Goldman p. 2)*

NCTSN's brief, "Cross System Collaboration," points out the critical need for child welfare and juvenile justice and related systems to communicate as part of a trauma informed juvenile justice system. This brief emphasizes the early identification of all the systems working with a youth. This is a cornerstone of working with dual status youth and a critical starting point for effective child welfare and juvenile justice system integration. It is recommended that this early communication begin at the time of arrest or juvenile justice intake to assure that all relevant history on the youth, including past assessments and case planning information, can be effectively considered by the various systems in their

current assessment and case planning for a youth. This establishes the foundation for systems to understand the youth's trauma history, how it has impacted the youth's behavior, and the implications for treatment planning (Stewart, 2013).

## Reviewing the Funding

### Identify Resources and Potential for Blending Funds

A comprehensive review and analysis of funding sources and revenue streams in both systems should be conducted. It is a challenge to better align the funding with desired results. This exercise should identify funding to support the integration of services by way of blended funding opportunities, funding for necessary infrastructure, and cost savings that the initiative might achieve. It is also an opportunity to identify areas where revenue could be maximized, such as additional federal funds that the initiative might draw on for services to specific target populations. CLASP developed useful summaries of federal programs for children and families (Hutson, 2004). The summaries have been updated and are contained in Appendix J. Summaries of federal programs for juvenile justice are set out in Appendix K.

Some key strategies exist for blending funding streams to better serve the needs of children. They are:

- Pooling: Combining funds from several agencies or programs into a single funding stream.
- Coordination: Aligning categorical funding from a number of agencies and funding streams to support community-based initiatives.
- Devolution: Delegating authority for allocating funds from higher to lower levels (e.g., from state to community-based agencies or organizations).
- Decategorization: Removing narrow eligibility requirements or other rules that restrict how groups can spend funding. (Morgan & Martin, 2004, p. 39)

The San Bernardino Integration Initiative's objectives focused on identifying common funding streams, categorical funds, funds that could not be blended, purposes of funds, duplicate purposes of funds, time limitations, and cost-reporting implications. The initiative

developed several questions to meet its purpose of identifying and enhancing availability of funds to further the integration of HSS services:

- How much money, what used for, where from, and what restrictions are there?
- What money can we blend to our advantage?
- How can we reduce cost by consolidating services, procurements, and activities?
- How can money be shared or blended to benefit all stakeholders (HSS Integration Initiative, n.d.-d)?

The Ad Hoc Working Group on Integrated Services' (1996) *Moving from Principles to Practice*, a resource guide for integrated services systems, suggested several principles in a discussion of the role of financing in the integration and coordination of services:

- Two priorities should guide funding policies—a focus on achieving desired results and greater flexibility in how dollars are used to accomplish them.
- States and communities should have greater flexibility in using categorical funds.
- Stable and adequate funding should be available to support collaboration, particularly the infrastructures needed for effective services.
- Funding should promote intra-agency, interagency and inter-system decision-making.
- Dollars gained by increased efficiency and expenditures on prevention and early intervention should be invested to further expand prevention and early intervention.
- Funding should protect vulnerable populations. (p. 2)

## Consider a Budget for Target Population

Taking this effort a step further, Los Angeles County developed a children's budget. This grew out of a partnership between the Chief Administrative Office's (CAO) Service Integration Branch, the Children's Planning Council, and the New Directions Task Force. Presented as an addendum to the county's proposed budget in 2002–2003, the children's budget was described as "links program performance measures with budget allocations, actual expenditures, and funding sources for programs serving children and families" (Service Integration Branch, n.d.). The children's budget's section on funding sources and revenue streams included a description of how this effort's revenue maximization strategy encourages service integration and coordination. The strategy calls for departments to keep in mind the best interests of the client and to ensure that the funds follow the client.

Other aspects of the strategy include:

- Establishing a revenue function within the CAO to develop and recommend revenue maximization and leveraging strategies from a countywide perspective;
- Initiating a Revenue Cycle that complements the Budget Cycle and focuses on revenue generation strategies; and
- Developing a user-friendly website to enable departments, providers, and the community to access information about revenue streams and how they can best be leveraged to benefit their clients. (Service Integration Branch, n.d., p. 197)

## Training Across Systems

The initiative can use the inventory and assessment as foundation to develop cross-training of personnel in both systems. The purpose of the training is to help personnel from each system understand the other, recognize goals and efforts in common, and prepare for the action strategy. It may be useful to cross-train a group of individuals representing many levels and disciplines of the participating organizations, people who support the initiative and are willing to take action to make integration or coordination efforts happen.

The training should include the information gathered during the inventory and assessment phase (best practices; use of assessments; funding; and missions, mandates, and policies), but it is an opportunity also to include information from the data collection phase and the preliminary strategies identified in the mobilization and advocacy phase. A secondary objective might be achieved in that the participants will not only be ready to move on the action strategy, but they may also come up with additional ideas or solve potential problems associated with the integration and coordination efforts.

It is through not only learning about the other system but also through the development of relationships that coordination and integration will occur. Missouri conducted cross-training of child welfare professionals from all disciplines based on its Missouri Resource Guide for Best Practices in Child Abuse and Neglect (Missouri Supreme Court, Family Court Committee, 2002) under the auspices of Missouri's Supreme Court. "The Chief Justice commented that Missouri does not need new legislation so much as improved cooperation" (Missouri DSS, 2003). Increasingly, jurisdictions undertaking child welfare and juvenile justice systems coordination and integration are making cross-training a



cornerstone of their implementation of new practices to address dual status youth. The interaction of participants from multiple disciplines not only helps them understand how each other operates, but it creates relationships and bonding that builds efforts to work together. It helps to break down the culture of separatism that permits systems and agencies to operate out of silos and discourages coordination and integration efforts.

## III. LAW, POLICY, AND INFORMATION SHARING

As communities undertake systems integration and coordination efforts, attention should be directed to legal and policy analysis taking into consideration what legal mandates must be accounted for, how resources will be allocated, what funding is provided, and the appropriate court processes to support integration and coordination efforts. Attention should also be directed to effective information sharing including such issues as the need to share, the privacy of individuals, data sharing impediments, and the capacity to share information.

### Legal and Policy Analysis for Systems Integration and Coordination

A strong law and policy foundation is critical to the support of systems integration and coordination efforts. Key leaders should establish a process for making sure that a legal and policy analysis is undertaken to establish that foundation. Detailed, step-by-step guidance for this process is set out in an additional CWLA publication, *A Guide to Legal and Policy Analysis for Systems Integration* (Heldman, 2006). That guide illustrates that this legal and policy analysis will require work in at least four arenas: (1) legal mandates, (2) court processes, (3) resource allocation and funding, and (4) information sharing. Common themes among jurisdictions that have undertaken this effort include the following:

- “information sharing/confidentiality concerns that can impact coordinated case management and service delivery as well as efficient and effective court processes;
- how specific state statutes define the goals, practices, and procedures of the state’s child serving systems and how these provisions impact the ability of agencies to work together;
- whether agency mandates are clear, communicated to staff, and met by the agencies, including whether it is understood which system is responsible for the legal and physical custody of a child involved in both child welfare and juvenile justice;
- whether/how court practices impact the ability of agencies to effectively serve clients, and whether the court is supporting or can support interagency strategies;
- how resources are allocated between child welfare and juvenile justice systems and the extent to which resource allocation impacts systems integration; [and]
- legal issues surrounding the development of information management systems” (Heldman, 2006).

The guide recommends a special committee be formed to handle the legal and policy analysis and sets out a list of questions to help guide the committee's discussion. Information sharing is handled as a separate topic below. Following are the questions from the guide to address the other three arenas: legal mandates, resource allocation and funding, and court processes.

### ***Legal Mandates***

- Are there specific legal mandates requiring interagency or multidisciplinary coordination and collaboration in order to address certain issues, populations, or circumstances? If so, have these mandates been met?
- Have the participating agencies and entities identified where there is existing overlap in legal mandates, including state statutes that define the goals, practices, and procedures of the state's child-serving systems, thus providing natural areas for coordinated efforts?
- Have the participating agencies and entities identified where there are existing conflicts in legal mandates, including state statutes that define the goals, practices, and procedures of the state's child-serving systems, thus creating potential barriers to coordination and collaboration?

### ***Resource Allocation and Funding***

- Have the participating agencies and entities identified funding sources provided by the federal and/or state government that specifically support systems integration?
- Have the participating agencies and entities identified which funding sources legally allow blending of funds with other agencies?
- Have the participating agencies and entities identified which funding sources are legally restricted to supporting activities of only one agency or program?
- Have the participating agencies considered ways in which existing resources can be shared that do not require obtaining new and additional funds?

### ***Court Processes***

- Is there a mechanism for notifying the child welfare system when one of their clients makes contact with the court due to a delinquency matter?
- Is there a mechanism for ensuring the judge handling a case in one system has access to the information in possession of the other system?
- Are the appropriate representatives present in court at each hearing (e.g. are social workers notified of and present at delinquency proceedings?)
- Does the court utilize a "one family/one judge" model? If not, has this approach been considered?

- Does the court require any coordinated efforts between agencies such as joint case or treatment plans? If not, would the juvenile court judges be likely to consider requiring such measures? (Heldman, 2006)

## Establishing Effective Information Sharing

### Sell the Need to Improve Information Sharing and Protect the Privacy of Individuals

The idea that improving information sharing will be beneficial in meeting program and system goals may need to be sold to participants. It may be valuable for them to again review the system and child outcomes they seek. The JAIBG bulletin on this subject suggests that information sharing should help coordinate multiple services provided to the same family or child, facilitate services or treatment, improve case and management-level decision making, and help identify children at risk of maltreatment or delinquency (Slayton, 2000). Slayton further stated that

*a central database of information regarding delinquent, at-risk, and dependent juveniles would eliminate the need for multiple agencies serving a single juvenile to collect the same information and might also eliminate the need for each of these agencies to obtain a release to gather the information needed to serve that juvenile. (p. 2)*

A report of focus group participants involved with the development of integrated information sharing comments on the agency services overlap: "This perceived waste of scarce resources became a prime motivator to share information across systems in order to increase the level and quality of services provided, reduce redundancy in services, and provide continuity of care" (Juvenile Integrated Information Sharing, 2002).

Although there are important goals to be achieved in the sharing of information, it is critical also that information is not shared where there is no real need and that the privacy interests of individuals are protected. Harm can be done to juveniles and their families when information is shared carelessly or its use is not insulated for selected purposes. For example, self-incriminating data may surface in interviews with youth and then be

reported across systems. Care needs to be taken not to disseminate information that may be used to unnecessarily push youth further into the juvenile or criminal justice systems. Careful guidance on this subject is provided in the Juvenile Law Center's monograph, *Protecting Youth From Self-Incrimination When Undergoing Screening, Assessment, and Treatment Within the Juvenile Justice System* (Rosado & Shah, 2007).

A set of questions and best practices as set out in the sidebar can be used to guide requesters of information, checking their "need to know" and respecting the privacy of individuals. Additionally, it can cover such issues as intended use, protection, dissemination, and storage of protected information as well as the maintenance of logs documenting requests and transmissions and the handling of consents/releases of information (Wiig, n.d.). Best practice guidance is also available for those who receive requests for information. It includes questions such as:

- Is the information I have necessary and relevant and important to the child's and family's case planning and services?
- Isn't it my information to share?
- Is the recipient of the information legally entitled to it? (King County Systems Integration Initiative, 2006)

Finally, as participants consider the establishment of effective information sharing, extensive guidance is provided by the OJJDP publication, *Guidelines for Juvenile Information Sharing* (Mankey, Baca, Rondenell, Webb, & McHugh, 2006) and the *Models for Change Information Sharing Toolkit* (Wiig, Tuell, Rosado & Shah, 2008). The OJJDP report includes guidelines for the establishment of a juvenile information sharing collaborative involving multiple agencies. Both the OJJDP report and the Toolkit provide guidelines for the development of policies, procedures, and practices to implement juvenile information sharing and address the goals to be achieved through information sharing, the methods to do so effectively, and the protection of the juveniles' and families' privacy interests. The Toolkit is organized by three categories of information and data sharing so that it takes into account not only information sharing for individually identifiable case information but also the sharing of aggregate data to inform policy and practice. The three categories are: 1) information sharing for individual case planning and decision-making; 2) data collection and sharing for law, policy, and program development; and 3) data collection and sharing for program evaluation and performance measurement. A step by step process is set out in each of the three categories to help jurisdictions with the development and implementation of their information and data sharing projects.

## Questions and Best Practices for the Requester of Information

### **1. Why do you need the information? What is your purpose? What entitles you to the information?**

A request for information should be made only if it is necessary to assist in the assessment of the youth's needs, the development of a service plan for the youth, and/or the coordination of services between agencies. The requester needs to determine whether he or she is entitled to the information sought. He or she needs to be certain to possess the legal authority to obtain this information either by statute or by obtaining the appropriate consent/release of information.

### **2. How are you going to use the information?**

Care should be taken to use the information only for the purposes for which it has been sought. There is the danger that information obtained about a youth's substance abuse, mental health status, or unlawful behavior can be used to further incriminate the youth or push him or her unnecessarily further into the juvenile justice system.

### **3. How are you going to protect the information during its use (including information maintained on a computer)?**

Reports and notes containing information obtained from other agencies should be protected along with other confidential information about the youth. Care should be taken to keep hard files in locked cabinets and electronic information should be stored in a manner that protects it from unintended access and use.

### **4. How are you going to protect/dispose of the information after use?**

Once the information has been used for its intended purposes, it should be disposed of in accordance with the agencies' policies for destruction of data. If it needs to be maintained, it should be stored in a special section of the case file and/or blocked from unintended access until it can be destroyed.

### **5. Who else will have access to the information?**

Access to the information should be prescribed in terms of who is permitted to see and use either hard file or electronic copies.

### **6. What additional dissemination of the information are you going to make? For what purpose? Is it necessary?**

It may be that some dissemination of the information is necessary to achieve the evaluation or treatment goals. Care should be taken to think about each transmission to be sure the person receiving it is entitled to it and that it is necessary for that person to receive it for the intended purposes. Beyond the formal dissemination, all holders of the youth's information should take care to not informally share the information in casual conversation or in some other manner inadvertently disseminate the information beyond its intended use.

### **7. Will you have a log or some record of who requested and who transmitted information?**

Agencies should keep a log of requesters and transmitters of information. This may be established centrally if there is an information access officer or it may be maintained by the individual worker. If a log is maintained by the individual worker there should be a log for information requests and transmissions on all the worker's cases, along with a notation in the individual case file of each information request and transmission.

### **8. How will you handle requests for consents/releases of information with the families?**

The participation of family members in the assessment and planning for service delivery is critical in order to achieve sought outcomes for youth. As consents/releases are sought, communications should be conducted in a manner that is respectful of the family's right to privacy. The requested information should be shared with the family to determine whether it is correct and to determine whether the family is in agreement with any information changes that may have been made.

# Identify Data-Sharing Impediments

Data-sharing impediments may take the form of access problems or legal prohibitions. It may be that current practices, policies, and operation of automated information systems make it difficult to access information. Although the focus of discussion is often about legal prohibitions, there are some operational considerations that must be addressed. Longstanding practices to keep separate the operations of the two systems may mean that the information is recorded in a fashion that is not accessible to anyone outside the system. Agencies may have built formal and informal policies to unnecessarily prohibit information sharing or to protect the turf of the particular agency. Furthermore, the information systems themselves may be so incompatible that access to the information is problematic.

Legal prohibitions to data sharing may be real or perceived. To be sure, one must adhere to a number of restrictions set out in federal and state statutes on data about individuals who are involved in the two systems. There are stories of numerous occurrences in the two systems, however, where information was withheld because of an employee's belief that it was restricted rather than any real prohibition to its sharing. At the same time, attention always should be drawn to the question of whether there is a real need for the information to be shared as already noted.

A Juvenile Accountability Incentive Block Grants Program (JAIBG) bulletin discussed the specific requirements of the federal statutes that come into play (Slayton, 2000, pp. 7–10). They are:

- Privacy Act of 1974;
- Family Educational Rights and Privacy Act of 1974;
- Correction of Youthful Offenders Act of 1984;
- Computer Matching and Privacy Protection Act of 1988;
- Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment, and Rehabilitation Act of 1970;
- Drug Abuse and Treatment Act of 1972; and
- the Child Abuse Prevention and Treatment and Adoptions Reform Act of 1977.

Added to this list should be additional pieces of federal legislation, the Health Insurance Portability & Accountability Act of 1996 (HIPAA), Keeping Children and Families Safe Act of 2003, and the Uninterrupted Scholars Act of 2012 (Appendix A). It is important, however, to recognize that these statutes govern the sharing of information on the children

and families, but do not necessarily prohibit the sharing of information. Rather, they set out the requirements that must be met. In some instances, the use of signed consents or releases will allow the information to be shared (Slayton, 2000, p. 8). Careful review of the provisions provides the guidance necessary to operate within the law.

State laws, of course, will require a state-specific review in each jurisdiction. It is critical that the lawyers who represent the participating agencies from both systems conduct reviews of both federal and state laws. This is important not only because they will need to reconcile the particular state laws with the federal statutes, but because they need to be mindful of protecting the specific interests of their respective organizations.

## **Determine Capacity to Share Information**

First, it should be determined where the relevant information about children and the decisions made about them is housed. Are the data in the possession of the public child welfare agency and the public juvenile services agency, or do a number of other agencies have to be considered as sources of information? Next, the capacity of the child welfare and juvenile justice management information systems to produce relevant data and interact with each other should be determined. Then a plan for the development of an effective information sharing system should be made.

The JAIBG bulletin contains a list of steps for successful information sharing which pertains to sharing in the juvenile justice system itself but which is also instructive for the development of information sharing between child welfare and juvenile justice. The listing is as follows:

1. Appoint an Information Management Committee composed of representatives from every agency in the juvenile justice system and funding agency officials, legislative staff, management information system experts, community representatives, child welfare agents, and parents.
2. Determine information to be collected and maintained by all agencies.
3. Evaluate information needs.
4. Evaluate agency goals and identify those that are overlapping.
5. Determine the mission (overall goals) of the juvenile justice system.
6. Clarify reasons to share information.
7. Identify what specific information is to be shared and who needs access to each item of information.



8. Determine statutory record requirements about information collection and dissemination mandated by Federal, State, and local governments.
9. Determine exceptions to statutory requirements.
10. Draft an interagency agreement.
11. Fund the system.
12. Designate information management liaisons in each agency.
13. Build the system.
14. Prepare and/or revise policies and procedures.
15. Train staff.
16. Supervise confidentiality needs.
17. Review policies regularly.
18. Review needs regularly.
19. Revise system as necessary based on audits and system needs.
20. Repeat steps 14–19. (Etten & Petrone, 1994, as cited in Slayton, 2000, p. 7).

#### **Endnote**

1. *Questions and Best Practices for the Requestor of Information*, first developed by Janet Wiig, CWLA, for the Louisiana *Models for Change* site and later revised and published in the *State of Arizona, Systems Integration Initiative Information Sharing Guide*, published by the Arizona Governor's Office for Children, Youth, and Families, July 2008.

## PHASE 3

# Action Strategy

This is the point at which the leadership group will review and assess all of the work completed in Phases 1 and 2 to identify what steps to take toward integration and coordination. Each jurisdiction will need to organize the information collected and decide what to do. It may be useful to once again review the definitions set out in the introduction to restate just what integration and coordination means for your particular jurisdiction. It will be important to think about the organization's capacity to take on major change and to consider what change will require in terms of a commitment of time and resources.

The leadership group charged with making the final decisions to create the action strategy will need to think strategically about a number of things to be successful. The group will need to consider how they are going to manage expectations, respond to potential problems, maintain partnerships, make decisions, and sustain support for implementation. This section includes case studies that illustrate various action strategies for system integration and coordination.

The following are some suggested steps to develop the action strategy. It may be that, depending on the definitions used and the anticipated scope of change, a jurisdiction will decide to carry out parts rather than the whole of these steps or of the strategies that have been undertaken elsewhere.

**Step 1:** Review the products from Phase 1, Mobilization and Advocacy:

- Desirable system outcomes
- Improved outcomes for children
- Goals in common
- Preliminary strategies

The leadership group should review these items and refine them if necessary so that they can function as the backdrop against which the action strategy is developed and valued. It may be useful to formalize this process by displaying the items prominently and scheduling regular points for checking the development of the action strategy against the sought outcomes.

The leadership group should discuss the value of the preliminary strategies in relation to the data collected in Phase 2 and make decisions as to which strategies they will incorporate in the action strategy.

**Step 2:** Review and assess prepared reports from Phase 2, Study and Analysis. These reports should include sections covering any or all of the following:

- The data profile, including national and local data on the target population and answers to the questions that help with decisions about integration and coordination, as well as a summary of information about where data is currently housed.
- Management information system assessment, including findings on the capacity to share information and the potential for development of an integrated information system.
- Resource inventory, including listings of all programs and resources; common and dissimilar components of case processing and management; and existing initiatives, partnerships, and MOAs.
- Legal/policy/procedure analysis, including legal analysis of statutes, regulations, agency policies, and agreements; findings from exploration of data sharing impediments; the comparative analysis of missions, mandates, and policies; and qualitative research findings.
- Best practices/model programs information, including descriptions of national and local programs based on evaluations of their success in addressing the target population.
- A funding strategy, including findings and recommendations for accessing funds for services and programs, and current and potential sources of funding for implementation of the action strategy with a particular focus on the potential for blended funding.
- Assessments, including an inventory of the assessment tools used presently and an evaluation of the potential for using more risk assessment to identify high-risk children and prevent child maltreatment and future delinquency.

These reports should also set forth a series of recommendations for consideration by the leadership group.

**Step 3:** Conduct a series of dissemination forums to circulate the reports and generate ideas for action. These forums should be conducted across disciplines and at various

organizational levels to the same groups identified in the mobilization and advocacy section. Examples of efforts in other jurisdictions should be used to stimulate discussion.

**Step 4:** Publish the reports and the results of the forums on the organizations' websites to generate additional ideas and responses.

**Step 5:** Convene the leadership group to consider the ideas for action from the forums and other jurisdictions and to develop additional ideas. Engage the group in a process to establish priorities for action and assign lead responsibilities. Develop a final report of findings and the adopted action strategy consolidating the reports from Phases 1 and 2.

**Step 6:** Identify all the program, service, and administrative components of the action strategy, that is, the blueprint for system integration and coordination. Refer to the stated definitions of integration and coordination and decide the scope of changes that the initiative will make to achieve the outcomes. It may be useful also to reference the operational and administrative strategies (Ragan, 2003, p.3) that were set out in Phase 1 to help shape the components of the strategy. Examples of potential components taken from those listings are

- shared caseloads,
- integrated information systems,
- consolidated governance structures,
- integrated funding streams,
- cross-program teams,
- promotion of dual jurisdiction,
- funding incentives for multiple systems working together, and
- an audit system to identify duplicate and repeat interventions.

**Step 7:** Identify what tools will need to be developed to support the action strategy (e.g., new multi-system policies, protocols, or procedures; legislation affecting confidentiality, data collection, and information sharing; and creation of decategorized funding recommendations).

**Step 8:** Develop a funding strategy, including an assessment of available federal, state, and local funds; opportunities for blended or decategorized funding; and any funding incentives to carry out the action strategy.

**Step 9:** Develop specific goals and objectives for the action strategy in conjunction with the evaluation plan. Continue process evaluation and develop specific client and organizational outcomes for implementation of the action strategy.

**Step 10:** Determine the jurisdictional boundaries of the action strategy. Will it be state-wide, countywide, or in demonstration areas?

**Step 11:** Develop a database to track the movement of children between the two systems on an ongoing basis, evaluate the effect of changes made as a part of the action strategy, and measure outcomes.

**Step 12:** Develop a results-based accountability plan for the entire action strategy that allows the leaders and the public to determine the value of the entire effort.

**Step 13:** Publicize the effort in the affected organizations and to the public. Use a variety of media (e.g., e-mails, press releases, press conferences, and television or radio talk shows).

## Recommended Practices and Products for Handling Dual Status Youth

In the work conducted with jurisdictions in systems coordination and integration over the past 10 years, a set of practices and products have emerged from the various jurisdictions experiences. The following is a listing of the practices and products that are recommended to new jurisdictions taking on this work, believed to be critical to improved handling of dual status youth. These practices and products can be incorporated in the action strategies that jurisdictions develop at this phase of their planning process.

### Practices

- Development of individual outcomes for each youth focused on competencies and connections to family and community
- Routine identification of dual status youth within a prescribed time frame

- Use of validated screening and assessment instruments
- Development and use of a joint assessment process or methodology across systems and in collaboration with the youth and family
- Identification and development of opportunities for alternatives to formal processing at key decision points
- Use of a structured process for the consideration of diversion, early intervention, and alternatives to formal processing at the earliest possible opportunity
- Development of procedures for routine, ongoing contact between probation officers and child welfare workers over the life of each dual status case
- Employment of coordinated case planning, coordinated court processes, and coordinated case management
- Focus on family stability, placement stability, and community connections
- Engagement of families in decision making processes that impact their children as well as in policy and program development decisions that impact cross system handling of all dual status youth

## Products

- MOU detailing the various agencies' commitments to cross system collaboration and coordination
- Information sharing agreement
- Data sharing agreement
- List of desired system and youth and family outcomes
- Case flow process map and narrative
- Policy and protocol documentation
- Assessment and resources inventories
- System for data collection and management to measure the achievement of outcomes
- Multi-system training plan
- Implementation Manual

# Case Studies of Action Strategies

There are many examples of case studies that reflect the action strategies set out in this chapter. They are presented as illustrations for jurisdictions at this stage in their planning process, after completing the Study and Analysis phase of the systems coordination and integration framework of the Guidebook. The case studies all describe efforts that jurisdictions can use as guidance as they develop their action strategies and move on to the Implementation phase.

## CASE STUDY: Wraparound Milwaukee

Wraparound Milwaukee integrates mental health, child welfare, juvenile justice, and education services for youth with mental health needs and their families. The wraparound approach evolved from a number of philosophical tenets including unconditional care, flexible programming, individual planning, cross-system collaboration and funding, and family-focused and community-based services. It includes the following elements in its work with children in the child welfare and juvenile justice systems:

- Strengths-based approach to children and families—Building on the natural supports that exist, such as positive relationships a child may have with grandparents, aunts, uncles, peers, and others.
- Family involvement in the treatment process—Engaging families and viewing them as capable in the assessment of the child’s needs.
- Needs-based service planning and delivery—Using the child and family to identify and address their needs as opposed to assuming the “experts” know what is best.
- Individualized service plans—Tailoring treatment plans to address the unique needs of the child and family.
- Outcome-focused approach—Measuring and evaluating clear goals that have been established by the youth, family, and professionals.

Components of the program include the care coordinator who conducts assessments and helps determine needs and identify services; the child and family team, who identify all the supports to the family; a mobile crisis team of social workers and psychologists; and a provider network that responds to multiple needs. The outcomes for this program include a 60% decrease in the use of residential treatment, an 80% decrease in inpatient psychiatric hospitalization, and a drop in the cost of care per child from \$5000 to \$3,399 per month.

*Source: Kamradt (2000, pp. 14–23).*

## CASE STUDY: ACS Confirm

ACS Confirm, formerly Project Confirm, administered by New York's Administration for Children's Services, is designed to address a problem that is all too common in jurisdictions across the country: the "dumping" of child welfare adolescents into the juvenile justice system. This effort was based on findings that children who were in the child welfare system at the time of their arrest often spent unnecessary time in detention because there was neither notification of nor action by the child welfare worker in response to the child's arrest. This further resulted in children losing their beds in foster homes, often enduring a lengthy re-placement process and longer periods of incarceration while new placements were being developed. To address this problem, ACS Confirm involves four elements to eliminate the detention bias against foster children. First, it provides a mandatory referral and cross-referencing mechanism to determine whether an arrested youth is in foster care. Second, project personnel notify the youth's caseworker, give guidance as to how to proceed, and act as liaison between child welfare and juvenile justice officials. Third, it provides a coordinated response that calls on the child welfare worker to confer with probation officers, prosecutors, and judges regarding the release decision and prevention of future offenses. Finally, to ensure that the child welfare workers understand and assume responsibility when a youth on their caseload is arrested, an official memorandum from the director of the child welfare agency outlines their responsibilities and makes clear that emergency re-placement is not an option. Evaluation of this program has shown a reduction in detention rates for foster youth charged with low-level offenses who had not been previously detained, closely matching the detention rate of youth not in care with similar charges.<sup>1</sup>

*Source: CWLA (2001); see also Conger and Ross (2001); Ross (2009).*

## CASE STUDY: Act 148 and Needs-Based Budgeting: Incentives for Programs, Not Confinement

"Pennsylvania Act 148 of 1976 changed the fiscal incentives that once encouraged counties to commit youth to state secure confinement facilities. As a result of the changes, the state and counties are better equipped to develop and sustain a continuum of services to meet youth needs in their own counties. Act 148 and the resultant shift to Needs-Based Budgeting and Planning for youth services allows state funding to be used more flexibly to meet the local demand for services, and codifies public policy to develop true local continuums of services for young people (Aryna et al., 2005, p.14).



## **HISTORY: INCENTIVES INCREASED STATE COMMITMENTS**

Youth in Pennsylvania benefit from the fact that juvenile justice and child welfare programs are both administered by the state Department of Public Welfare (DPW). While other states have placed responsibility for juvenile justice in freestanding agencies (such as departments of juvenile justice), Pennsylvania has kept its dependency and delinquency programs under one umbrella. This structure offers opportunities for planning services for youth who move between systems, and for breaking down the “funding silos” that often prevent services from following troubled and at-risk youth wherever they go (Aryna et al., 2005 p.14)...

## **NEEDS-BASED PLANNING AND BUDGETING**

...Act 148 was amended in the early 1990s to create a system of Needs-Based Planning and Budgeting. With the participation and authorization of the local juvenile judge and probation department, each county’s child welfare agency develops a plan that shows the predicted service needs for court-involved youth, and how much those services will cost. DPW receives the submissions, tallies the approved costs for all 67 counties, and submits an aggregate budget allocation request to the legislature that takes into account the state share of county services. Needs-Based Planning and Budgeting allows counties to plan more accurately and request funding for the services they need, and allows the state to better meet the demand for services.

In 2004, Needs-Based Planning and Budgeting was administratively incorporated into a larger Integrated Children’s Services Plan at the county level. This expanded the number of child-serving systems at the table to include other systems such as mental health and drug and alcohol services. This effort began a process of eliminating the “silos” of service delivery (Aryna et al., 2005, p. 17).“

*Source: Excerpted from Keystones for Reform, Promising Juvenile Justice Policies and Practices in Pennsylvania by Neelum Aryna, Eric Lotke, Liz Ryan, Marc Schindler, Dana Schoenberg, and Mark Soler (2005, October), Youth Law Center.*

# CASE STUDY: Connecticut Juvenile Justice System

Over the course of two decades, the state of Connecticut has transformed its juvenile justice system, producing outcomes such as:

- Reducing the use of pre-trial detention and residential commitments
- Expanding evidence-based treatment programs for offenders
- Eliminating the detention of status offenders
- Reducing arrests at school for minor misbehavior

Among the elements identified as key to producing these positive outcomes was the state's engagement in a strategic planning process using the framework presented in this guidebook. This process is described as having helped “forge a new interagency consensus in favor of working with children and their families within their homes and communities, identifying their risks and addressing their needs – while removing youth from their homes only as a last resort.” (Mendel, 2013, p. 33).

The process involved study and analysis conducted by subcommittees in the areas of resources and assessments, law and policy, and data. In addition, listening sessions were held throughout the state to obtain feedback and suggestions from parents, youth, and community members. These efforts resulted in an ambitious action strategy documented in The Connecticut Juvenile Justice Strategic Plan. Among the components of this plan were steps to ensure:

- systematic use of reliable screening tools to match youth to programs and services based on their individual needs and risks
- rapid adoption of evidence-based programs and treatment strategies
- diversion of status-offending youth from court whenever possible
- improved coordination and information-sharing between child welfare and juvenile justice agencies as well as new mechanisms to ensure greater coordination between all entities involved in the lives of delinquent youth (Mendel, 2013, p. 38).

The plan also called for the creation of Local Interagency Service Teams to continue discussion of challenges and opportunities, as well as an Executive Implementation Team to monitor implementation. This Team has met quarterly since the adoption of the strategic plan in 2006.

*Source: Mendel, R.A. (2013).*

# CASE STUDY: Washington State Research-Based Programs for Juvenile Offenders

In 1997, the Washington State Legislature passed the Community Juvenile Accountability Act (CJAA). The primary goal of CJAA is to reduce juvenile crime, cost effectively, by establishing “research-based” programs in the state’s juvenile courts. The basic idea is straightforward: taxpayers are better off if their dollars fund programs that have been proven to be effective in achieving key policy outcomes, in this case reduced re-offending...The specific research-based programs implemented in Washington were selected after the Washington State Institute for Public Policy (Institute) reviewed the national research literature. The following four CJAA programs were selected by Washington’s 33 juvenile courts:

- Functional Family Therapy (FFT)
- Aggression Replacement Training (ART)
- Coordination of Services (COS)
- Multi-systemic Therapy (MST)...

Results for the four research-based programs include:

- When FFT is delivered competently, the program reduces felony recidivism by 38 percent. The cost-benefit analyses find that FFT generates \$2.77 in savings (avoided crime costs) for each taxpayer dollar spent on the program, regardless of therapist competence. For competent FFT therapists, the savings are greater—\$10.69 in benefits for each taxpayer dollar spent.
- When competently delivered, ART has positive outcomes with estimated reductions in 18-month felony recidivism of 24 percent and a positive benefit to cost ratio of \$11.66.
- The COS program achieved a decrease in 12 month felony recidivism and a favorable estimated benefit to cost ratio of \$7.89.
- Because of problems implementing the Institute’s evaluation design, no findings are associated with Multi-Systemic Therapy (MST).

For these programs to achieve success, this evaluation found that the programs must be consistently delivered in a competent manner that follows the program’s specifications. In fact, the findings indicate that incompetent delivery may increase recidivism of participants.

*Source: Washington State (2004, pp. 1–3).*

## CASE STUDY: Dual Court Jurisdiction

As part of its Model Courts initiative, Illinois' Cook County Juvenile Court set up a committee with representatives from all the agencies involved with Juvenile Court to address concerns about dual jurisdiction children. They developed a plan for handling these children, improving the coordination between child welfare and juvenile justice. The plan features 1) a system to accurately identify children who are in both the child welfare and juvenile justice populations, 2) a coordinated protocol for handling their cases, and 3) an augmented attorney staff to better serve dual jurisdiction cases.

A newly created database to track dually involved minors improved the flow of information. It contains caseworkers' names and telephone numbers so that they can be notified of delinquency proceedings involving children on their caseloads and make appearances in those proceedings. The database also led to same-day scheduling of child welfare court hearings and delinquency trials and judges who are more attuned to dually involved minors. Juveniles, in court for their delinquency hearing, are more likely to attend a permanency hearing and take part in making the plans. DCFS attorneys, informed about the existence of the delinquency proceeding, are in a better position to assist the court and help juveniles by providing background on the youth. The same attorney assigned to the child welfare case also attends the youth's delinquency hearing.

*Source: National Council of Juvenile and Family Court Judges (2001, p. 62); see also Slavin (2001).*

Update Note: In 2009-10 CWLA consultants supported the development and implementation of a new dual involvement court protocol incorporating collaborative case planning and case management practices for Cook County's defined target population of dually involved youth.

## CASE STUDY: All Children Excel

All Children Excel (ACE), a program that targets children younger than 10 who commit delinquent acts was approved as a Promising Program for Office of Juvenile Justice and Delinquency Prevention (OJJDP) Model Programs Guide Website in January of 2006. The program is described as follows:

*The program's goal is to reduce the number of children entering the juvenile and criminal justice systems and enhance the efficiency and cost-effectiveness of government services. It combines the efforts of county government, schools, police, parents, health and social service agencies, and community volunteers in a cross disciplinary, multifaceted effort that reduces risk factors and builds resilience in the children, their families, and their communities. (Melton, 2003/2004, p. 3)*

The use of a risk assessment tool identifies the likelihood of future chronic, serious, and violent delinquency (by examining the child's referring offense, behavior history, risk factors, and temperament, as well as parent, sibling, peer, and community risk factors) and the level of program intervention. High-risk children are placed in a long-term intervention that uses

*community agency social workers to visit the family and create a strength-based action plan that involves the entire family. With support from a six person county multidisciplinary team, including a senior protection worker, a public health representative, the county attorney, and others, ACE community workers focus on the needs of the child—in such areas as school attendance, academic skills, and impulse control—and the family, helping parents obtain counseling, parenting skills training, substance abuse treatment, job training, employment opportunities, and housing. (McVicker, n.d.)*

The community workers connect the children with pro-social adults and peers and the team works to connect other family members with positive adults in the community.

ACE reported positive results in 2004 from its efforts. Preliminary outcome data for high-risk children in the long-term intervention who had received services for 6 to 24 months showed that aggressive and delinquent behavior declined; frequency of police contact declined (100% of the moderate high-risk group and 62% to 65% of the high and very high-risk groups had no further contact with the police); school failure declined; and functional impairment at home, at school, or in the community declined.

A comprehensive 2006 evaluation reported the following:

*...for this population of high risk child offenders, living in families with multi-generational risk factors across multiple domains, that engaging and stabilizing these children takes about three years before health development gains begin to have a meaningful impact. This evaluation also found that by their thirteenth birthday (average age of intake is 8 ½ years), 30.5% of ACE children reoffended, compared with almost 83% of children with a similar risk level who did not receive ACE services.*

*Source: Melton (2003/2004); see also McVicker (n.d.); Ramsey County (n.d.).*

### **Endnotes**

1. Interestingly, the disparity in detention rates increased for foster youth with higher-level charges. Researchers suggest that as a result of Project Confirm, court officials may be receiving additional information about high-level offenders such as a youth's history of running from care (being AWOL), which is interpreted as increased risk of flight or further offending. These evaluation results pointed to a need for further study regarding the true impact of AWOL history on the risk of flight and reoffending (Ross, 2009).

## PHASE 4

# Implementation

The importance of the approach to implementation cannot be overemphasized. This phase should be characterized by detailed planning to implement the action strategy in a way that will achieve the desired results. This is the point at which the hard work really begins. Leadership and active management of the process are paramount to the success of the effort. There should be clarity of purpose, an understanding of goals and expected outcomes, timeliness, clear assignment of responsibility, evaluation, and strong leadership. This section includes case studies from five jurisdictions that have used this guidebook's framework for systems integration and coordination, each illustrating a unique emphasis to address the context and needs of the particular jurisdiction.

The leadership group, or its designees, should establish ongoing oversight of the implementation by determining meeting schedules, overall timelines, and the authority to direct midcourse adjustments. They should ensure that the strategy and its implementation are aligned with the desired outcomes, the change process is managed, an organizational structure is designated, effective planning tools are used, celebrations of success take place along the way, tools and training support the implementation, and the entire effort is carefully evaluated and reported.

## Leading the Implementation

### Manage the Change Process

The leadership group needs to understand the strengths, weaknesses, and idiosyncrasies of the involved organizations and anticipate barriers to implementation so that it can address them. Common barriers to implementation are:

- “studying the problem too long without acting;
- trying to get everyone’s agreement first;
- educating without changing structures or expectations;

- tackling everything at once;
- measuring nothing or everything;
- failing to build support for replication; [and]
- assuming that the status quo is OK” (Kaiser Permanente, 2003).

The leadership group needs to consider the key factors that influence whether the change process is effectively carried out. Group members need to think strategically about how the change is going to affect the involved organizations, their personnel, and their clients. They should engage personnel at all levels of the organizations to secure their understanding and commitment to the change process and address the outright critics to gain their support. Richard M. DiGeorgio and Associates (1998) described an eclectic model of change management in which “change levers” are identified. The levers are:

- clear understanding of the need for change;
- quality of leadership;
- commitment of sponsors;
- clear vision of future and strategy;
- change structure;
- education and training;
- effective two-way communication;
- measurement systems;
- infrastructure aligned;
- reward systems aligned;
- organization structure aligned; and
- skill of change agents (Richard M. DiGeorgio and Associates, 1998).

As leaders of the effort take charge of implementation, they should use this list of levers as a checklist. They should ask themselves what strengths and weaknesses they have in their change levers, making decisions and adjustments accordingly.



## Designate Organizational Structures

The leadership group should designate or develop organizational structures for the implementation of the action strategy. It is critical to review what organizational structures exist in both the child welfare and juvenile justice systems to determine whether they can provide the necessary structure or whether new structures need to be developed. The leaders will need to discuss what combination of entities they should use and what the entities' authority and responsibilities are. They should consider executive, management, and advisory functions. Because this effort requires collaboration between a number of entities, they need to decide whether they need MOUs or executive orders.

It is critical to consider the involvement of committees or teams that have been a part of the initiative up to this point. First, the leaders should assess how representative of the stakeholders these groups are and how grounded they are with the client groups. Any deficiencies in that regard should be remedied. Then they should decide whether there is a separation of actors, that is, individuals who are a part of the management structure for the implementation and those who function in an advisory capacity to oversee the implementation. In either case, the involvement of these committees or teams will likely secure their continuing commitment to the effort.

Many states have coordinating councils to focus on a particular issue or population. These councils typically are composed of public agency administrators and midlevel staff and sometimes include state experts, academicians, and representatives of service provider organizations, community organizations, families, and youth (Robison, n.d.). Considering that the efforts up to this point are to be as inclusive as possible, it would seem that the membership of any coordinating structures would reflect the involvement of all stakeholders. *Moving from Principles to Practice: A Resource Guide* stated that "coordinating structures should be community-based and reflect the diversity and uniqueness of the community" and they should "have flexibility in defining geographic boundaries and institutional relationships" (Ad Hoc Working Group, 1996, p. 3).

# Managing the Implementation

## Align the Strategy with Sought Outcomes

Strategies fail in implementation, not in design. Therefore, the people leading the implementation should ask themselves some questions to help ensure the implementation's success. The following are some recommended questions, adapted from a corporate business setting:

- How do we ensure that the action strategy and its implementation are aligned with the sought outcomes?
- How do we ensure that implementation activities proceed effectively?
- How do we effectively manage and report on the individual and group efforts, on a periodic basis, which drive the action strategy to ensure the achievement of our sought outcomes? (Genroe, n.d.)

## Use Planning Tools

The leaders should make detailed, carefully conceived plans to accomplish the various tasks and activities required to implement the action strategy. They should follow three steps:

1. Develop timelines for the occurrence of activities to implement each of the program, service, and administrative components of the action strategy.
2. Assign specific responsibility for each of the components of the implementation.
3. Require the development of specific work plans describing activities for each component of the action strategy along with assigned personnel.

These steps should be graphically illustrated in charts, diagrams, or other schematics to carefully convey expectations and to hold the leaders and participants accountable for actions that further the implementation. The involved organizations may have planning and management tools that are familiar to the participants and that should be incorporated. Two commonly recognized tools, PERT and Gantt (Tech Target Network, 2000–2004a, 2000–2004b) charts, could be useful to the implementation because the software and other resources to support their use can be downloaded. These charts can be used to plan, schedule, coordinate, and track specific tasks that must be accomplished to implement the action strategy.

# Supporting the Implementation

## Develop the Action Strategy Tools

Work in Step 7 of the action strategy identified a number of tools to support the action strategy. These include new multi-system policies, protocols, or procedures; draft legislation affecting confidentiality, data collection, and information sharing; and creation of decategorized funding recommendations.

Participation should be inclusive in the development of new multi-system policies, protocols, and procedures so that personnel working in the two systems can offer their expertise about day-to-day operations. To accomplish this and gain support for any necessary new legislation, there should be a careful review of the legal, policy, and procedure analysis. Political leaders and stakeholders will need to be part of a consensus strategy to get legislation passed. The data collection will need to be institutionalized and an integrated information system may need to be developed. To create the decategorized funding, there may be a need to acquire federal or state waivers and develop joint powers agreements to support the new funding strategy.

## Inform and Train Personnel

A careful plan should be developed and executed to inform and train personnel. The plan should provide for ongoing orientation and training of lead personnel responsible for implementing the action strategy and personnel whose functions may have changed due to the strategy. This training and orientation is an opportunity to identify potential implementation problems as personnel respond to the requested new practices or functions.

## Celebrate Successes Along the Way

The leaders should discuss what will be the perceived milestones of success as the implementation progresses, how the milestones will be recognized, and what the rewards for meeting them will be. This is an opportunity to reinforce the participants' commitment to the outcomes sought for the overall initiative. It is also an opportunity to publicize the effort to the broader public, building additional support to get the results desired.

# Evaluating and Reporting the Implementation

## Create a Learning-Oriented Evaluation Plan

*The ABCD Institute affirms that an appropriate community evaluation is one that provides continuous feedback to the collaborative, so that members can contribute to and benefit from it directly. (Dewar, T., op. cit., p. 41.) In this way, evaluators can help practitioners and community residents “become more reflective, to extract theory from their daily experience, and thereby to improve” their community-building capacities. (Young, Gardner, Coley, Schorr, & Bruner, 1994, p. 25)*

Some tips for developing learning-oriented evaluations are:

- Involve participants directly in the process.
- Know your audience.
- Develop some strong baseline evidence that supports your strategies and outcomes definitions.
- Focus on appropriate, feasible goals and document intermediate outcomes.
- Document some results as quickly as possible.
- Be descriptive.
- Be graphic.
- Translate written materials and ensure that verbal communication is in languages used by community members.
- Communicate in oral and visual methods that reach community members with low literacy levels.
- Make sure the evaluation is telling people at least a few things they did not already know.
- Be open about shortcomings.
- Share and discuss finding as the work progresses. (Morgan & Martin, 2004, p. 38)

## Collect and Report the Data

The data collection and analysis processes should be institutionalized so that the opportunity exists for continuous feedback regarding the progress of the implementation and the achievement of sought outcomes. Timelines for periodic reports and reviews of the action strategy should be identified. It is important to build on the communications strategy developed in the mobilization and advocacy phase to keep actors in the systems informed and to inform the public about the achievements, results, and reforms.

## Case Studies of Implementation

The following are case studies over the past 10 years describing the implementation efforts of jurisdictions that undertook the systems coordination and integration planning process outlined in this guidebook. Each jurisdiction sought to improve its handling of dual status youth using this planning process but developed its policies, protocol, and practices to reflect the particular context of its jurisdiction and the creative thinking of its systems representatives. As new jurisdictions enter into the Implementation phase, these case studies can be useful guidance in their policy and practice development.

### CASE STUDY: Newton County, Georgia

In Newton County, GA, the case flow mapping process undertaken as part of the dual status initiative highlighted numerous opportunities for practice reform. The Newton County collaboration, which adopted the name Serving Youth in Newton County (SYNC), used a set of recommended practices (mirroring those listed on page 68-69) in tandem with a clearly defined list of desired system outcomes to craft major reforms. The identified reforms, supported by a series of detailed protocols and agreements include:

- Development of a protocol and a cross-system “match” process through which court Intake and local DFCS staff can routinely identify target population youth.
- Implementation of procedures to facilitate cross-system communication and exchange of information regarding dually-involved youth from system entry through disposition and case closure.

- Adaptation of the Local Interagency Planning Team (LIPT) meeting, a statutorily established multi-agency “case staffing” for families, for use with dually-involved youth within the target population. LIPT, previously used only post-disposition, is being used for youth who have been diverted from formal processing and prior to disposition for adjudicated youth.
- Implementation of a methodology for the sharing of assessments in the LIPT to ensure a comprehensive case plan for the youth and family.
- Use of a Juvenile Evaluation Rights Form and a Confidentiality Agreement to inform youth and their families of their rights throughout their court involvement.
- Adoption of the LIPT principles of “child-centered and family-focused approach” to ensure active family engagement. The LIPT meeting will not take place without family present either in person or via telephone. Additionally, SYNC developed a family-friendly brochure detailing court processes.

To ensure quality control and sustainability of these practices, SYNC developed a comprehensive, multi-phased training plan. The first phase of staff training, prior to implementation of new practices, included all staff at the Court, Newton County DJJ and Newton County DFCS. This training was also designed to inform prosecutors, defense attorneys, and behavioral and mental health staff. SYNC also plans additional trainings to address law enforcement and school staff. The SYNC Executive Committee also plans additional training events at periodic intervals for all of the impacted staff over the course of the next calendar year. This will ensure the training addresses new employees and can satisfy in-service updates for staff previously trained. It is the view of the SYNC Executive Committee that this outreach and training plan, further detailed in their Newton County Site Manual (found at [www.rfknrcjj.org](http://www.rfknrcjj.org)), is critical to the long term sustainability of their practice reforms.

## **CASE STUDY: Outagamie County, Wisconsin**

In Outagamie County, WI, study and analysis undertaken as part of the dual status initiative highlighted a long-standing concern of both juvenile justice and child welfare staff – the complex cases of intra-familial sex abuse. In these cases both systems must respond and investigate, with youth involved as both alleged perpetrators and victims. In addition, law enforcement officers serve as first responders and must communicate with both child protective services and probation in many cases. Prior to this initiative, there had been no

coordinated response protocol between divisions. Staff recognized that this often resulted in conflicting decisions, confused families, and a missed opportunity for cross-system consultation.

Through a series of meetings, staff from the Children, Youth and Families Division (Child Welfare), the Youth and Family Services Division (Juvenile Justice), and a representative from the Appleton Police Department developed a protocol for these cases “to ensure a seamless process of both investigating and responding and doing so in a manner that is coordinated, trauma-informed, and engages key actors at the optimum time to better ensure safety and decreased likelihood of subsequent abuse.” (*Multi-System Reform Initiative: Dual Status Youth* (2013), Outagamie County Department of Health and Human Services). The protocol brings together child welfare and juvenile justice workers, along with law enforcement and the family, for a Safety Assessment Meeting, with workers continuing joint efforts to plan for and maintain safety for all family members.

The first step in implementation was presentation of the protocol to staff, focused on gathering input regarding the specific steps needed to carry out the reform. In addition, the Executive Committee for the initiative devised methods for engaging law enforcement in carrying out essential aspects of the protocol. Following this, strategies for evaluating the new protocol were developed, including the routine conduct of Joint Supervisor meetings and the review of files by Division Managers in order to ensure adherence to new processes, address challenges and concerns, and recognize efforts resulting in successful outcomes.

## **CASE STUDY: King County, Washington**

Since the spring of 2004, a leadership group in King County, Washington, representing juvenile justice and child welfare systems, has met on a regular basis to examine and improve the way they work together on behalf of King County children and youth. The King County Systems Integration Initiative (KC-SII) was established as a permanent planning and service coordination body. As of 2010, this effort began operations as *Uniting for Youth (UfY), King County, Washington*. The goal remains to disrupt the path from child maltreatment to delinquency and improve outcomes for children, youth, and families through greater multi-system integration and service coordination at both the individual case and system levels. Its successes have included:

- a multi-agency charter agreement defining goals and objectives and a set of guiding principles for the collaboration as the group developed a new dual jurisdiction protocol;
- an interagency policy and protocol that details joint policy and procedures regarding how juvenile court probation and the state child protection agency work together in support of dual status youth and their families;
- the development of a Resource Guide for Information Sharing, a critical document that provides information for legal, policy, and practice matters regarding the exchange of case-related information necessary for joint case assessment, planning, and integrated service delivery; and
- development and implementation of multi-agency training for personnel to increase familiarity and develop relationships that support shared responsibility and services.

This work also created additional focus on the mental health needs of youth in the juvenile justice system resulting in a report of recommendations for reform and a collaboration with the National Center for Mental Health and Juvenile Justice (NCMHJJ) to provide technical assistance in King County. Additionally, considering the drop-out prevalence among its juvenile delinquency population, together with the Puget Sound Education Services District, the *UfY* developed an initiative focused on a systems-wide, community-based approach to decrease the number of youth who drop out of school. What came to be known as PathNet, operating as a *Models for Change* Initiative, this approach leveraged the ability to support and lead statewide committees that are writing the rules, regulations, model contracts, policies and procedures to create the infrastructure to institutionalize regional PathNet efforts across the nine Washington educational service districts. During the 2010 Legislative session, legislation was introduced (ESSB 1418) calling for a statewide dropout system based on the PathNet Model and was passed into law.

## **CASE STUDY: Los Angeles County, California**

In 2005, the Presiding Judge of the Juvenile Court, together with the Chief Probation Officer and the Director of Children's Services, undertook an effort to improve the handling of dually involved youth. Using this guidebook's framework for systems integration and coordination and building on California's statute regarding joint protocols for dual jurisdiction (CA Welfare and Institutions Code 241.1), these key leaders and other stakeholders improved the processes for information sharing, decision making, case planning, and case



management across multiple youth-serving systems. This has been accomplished through the creation of a revised cross-system protocol, piloted in two delinquency court departments to improve the outcomes for these dual jurisdiction youth. Through this new protocol and redesign effort, stakeholders in the Los Angeles juvenile justice and child welfare systems believe they have taken steps to enhance public safety by providing better services to youth and their families, reduce the number of dependent youths who become wards of the Delinquency Court, and better serve wards of the Delinquency Court by limiting the time under Delinquency Court jurisdiction and maintaining Dependency Court jurisdiction when appropriate. Key features of this effort include:

- a multi-disciplinary team (MDT) to conduct assessments, develop case plans, and participate in case management;
- a new multi-system assessment process that takes into consideration more detailed information about a youth's strengths, treatment needs, and risks;
- a more scientific methodology for consideration of the available assessments and information by the MDT in formulating a recommendation to the court;
- a database to track individual case characteristics and treatment needs;
- a training curriculum for court staff (i.e. judges, prosecuting attorney, public defender, CASA); and
- a design for both process and outcome evaluation.

## **CASE STUDY: The State of South Dakota**

South Dakota developed legislation that improved the manner in which records are shared across systems (including mental health and substance use histories) at key decision points in the juvenile justice system. This effort was formulated to include child protective services and juvenile justice systems and enhance compliance with the provisions of the re-authorized Juvenile Justice and Delinquency Prevention Act of 2002. Specifically, the effort focused on the incorporation of child protective services records into the juvenile justice system at key points in delinquency proceedings for the purpose of improving case planning and case management.

CWLA assisted in the facilitation of this effort by working with key leaders who convened a Juvenile Justice and Child Welfare Records committee. This committee conducted a legal and policy analysis resulting in the construction of draft legislation. The reform

legislation was unanimously adopted and enacted into law at the conclusion of the 2007 legislative session (South Dakota Children’s Law [SDCL] §26-8A-13.1).

Throughout the series of on-site meetings and conference calls of the Records Committee, a guiding document, South Dakota Codified Laws Regarding Confidentiality and Information Sharing, was used. This document was completed prior to the initial committee meetings using the CWLA legal analysis template and it informed the discussions throughout the process. Shortly after passage and enactment of the new statute, the Division of Child Protective Services promulgated procedures for the release of child protection services information that comply with SDCL 26-8A-13.1. These procedures detail the processes, protocols, reasonable time frames, and specific information to be shared by the Department of Social Services and the Department of Corrections in South Dakota.

## **CASE STUDY: The State of Arizona**

In December 2004, in response to the National Center for Juvenile Justice’s (NCJJ) report on Arizona’s dual jurisdiction youth, the Governor’s Division for Children took the lead in organizing an interagency task force to develop an agreement and framework for working together to provide coordinated, integrated services to youth and families involved in multiple systems.

To further efforts to better integrate and coordinate Arizona’s child-serving system, the Arizona State Advisory Group (SAG) and the Governor’s Division for Children jointly held a Child Welfare Juvenile Justice Summit in May 2006. Multidisciplinary teams from each Arizona county and a state-level team gathered together to help promote greater integration in the provision of services to children and families in their communities. CWLA provided the summit with planning support and training from its publications on systems integration and coordination.

The goal of Arizona’s Interagency Coordination and Integration Initiative is to achieve better coordinated responses to and improved outcomes for youth who are dually involved or at risk of dual involvement in the child welfare and juvenile justice systems. A set of outcomes and strategies have been developed from which a blueprint for action has been

completed. Parallel to the completion of the blueprint, multiple committees are moving forward to take action on some of the priority items including:

- dissemination of the Letter of Agreement and development of corresponding training curriculum;
- development of an information sharing guide that both protects confidentiality and dispels common myths that restrict the flow of important information;
- development of methods to find and organize data across systems to appropriately serve youth and families and to evaluate the effectiveness of efforts on their behalf; and
- examination of methods to prevent penetration of youth deeper into the child welfare, mental health, and juvenile justice systems.

# Conclusion

Following the process suggested by this guidebook and integrating and coordinating the child welfare and juvenile justice systems is a significant undertaking. It calls for a good measure of political capital as well as a large measure of human and financial capital. This work will be undertaken by those whose expectations are to improve outcomes for families and children and to realize more efficient resource allocations and significant long-term savings.

The steps in the process and proposed strategies are multifaceted and, in many instances, complex. Not every community will have the resources to undertake the whole effort as it is described here. It is hoped that, in those jurisdictions, the actors will identify pieces of the effort that will benefit their systems and constituents and target a particular aspect of program and service coordination between the child welfare and juvenile justice systems.

Other jurisdictions will find that although they want to undertake the whole effort, they will need additional resources. This may include technical assistance and consultation services of a neutral facilitator. These jurisdictions can be encouraged by RFK Children's Action Corps' capacity to provide that assistance through its RFK National Resource Center for Juvenile Justice. The RFK National Resource Center continues to encourage ongoing dialogue and actively solicit input from constituents in the child welfare, juvenile justice, and other youth-serving systems that informs the further development of this important work and develops strategic partnerships to implement this process.

In these times of complex case histories and overwhelming caseloads, it is understandable that budgeting time and staff resources to build this kind of comprehensive reform initiative is challenging. It is a dilemma caseworkers, case managers, and administrators face on a regular basis. While they struggle to achieve one more success, there are 10 similar cases requiring the same measure of dedicated service to ensure a positive outcome for these youth and families. In addition, they are under great pressure to provide greater accountability for limited resources. It is just this point that can tip the scales in favor of engaging in a process that will contribute to improved long-term capacity to achieve positive outcomes across multiple systems.

Solid research that examines comprehensive system coordination and integration, use of evidence-based strategies and practices, and reliance on multi-system data and

information management systems is available. This research helps leaders prioritize critical resource allocations for high-risk youth and families. The studies show the costs and benefits of these approaches, and there is every reason to believe that many other jurisdictions throughout the United States can achieve similar results.

Jurisdictions need to identify the nature and scope of the youth population occupying both the child welfare and juvenile justices systems. They should combine that identification with the capacity to understand with greater clarity the range of risk factors and behavioral aspects that characterize those youth and families. With new policies and procedures that promote cross-system coordination and integration of service delivery and program development, one can visualize youth-serving systems intervening earlier and using evidence-based and promising practices that help keep youth from becoming more involved in our human service systems. This approach can produce both improved outcomes and cost savings.

Thus, CWLA and RFK Children's Action Corps have built the four-phase technical assistance and consultation process that is articulated in this guidebook: mobilization and advocacy, study and analysis (covering data collection, management, and performance measurement; resources and practice; and law, policy, and information sharing issues), action strategy, and implementation. In the end, this effort is designed to:

- improve multi-system resource allocation and case management decisions, thereby reducing costly duplication of services for the shared population of youth and families;
- construct cost-effective, evidence-based practices for targeted populations that interrupt the trajectory toward repeat instances of victimization, recidivism, and involvement in the juvenile justice system;
- reduce the reliance on costly residential treatment, inpatient hospitalization, detention, and correctional placement alternatives; and
- develop multi-system policies, procedures, and protocols that sustain and institutionalize improved integration of program and service delivery.

This effort provides an extraordinary opportunity to build a model system of integration across the child welfare, juvenile justice, and associated youth-serving systems that will create improved outcomes for youth and families in state and local jurisdictions throughout the country. By institutionalizing this model and adapting it to the unique characteristics of each particular community, jurisdictions will achieve their potential for continuous and long-term, cost-effective, and cost-saving policies, procedures, and protocols.

# APPENDIX A

## Federal Legislation to Support Systems Coordination and Integration Between Juvenile Justice and Child Welfare

### **Juvenile Justice and Delinquency Prevention Act**

On November 2, 2002, amendments to the Juvenile Justice and Delinquency Prevention Act (JJJPA, P.L. 107-273) were signed into law, which recognized the research confirming the link between child maltreatment and juvenile delinquency and articulated specific requirements regarding the connection between juvenile justice and child welfare systems.

The reauthorized JJJPA broadens the categories available to states to fund juvenile delinquency prevention and treatment for juvenile offenders and youth at risk of becoming juvenile offenders who are victims of child abuse and neglect or who have experienced violence. States may use funding to help child-serving systems, such as juvenile justice, child welfare, and mental health, coordinate service delivery for treatment provided to delinquent children or those at risk of delinquency. These efforts may be funded from Federal Assistance for State and Local Programs (the formula grants program), the new Juvenile Delinquency Prevention Block Grant fund, and the Juvenile Accountability Block Grant program.

Furthermore, JJJPA now contains requirements to states that promote the interaction and coordination of these systems more closely than previously required including

- juvenile courts have available to them the public child welfare records (including child protective services) from that jurisdiction relating to juveniles before the court;
- policies and systems are established to incorporate relevant CPS records into juvenile justice records for purposes of establishing and implementing treatment plans; and
- providing assurances that juvenile offenders whose placements are funded by Title IV-E Foster Care receive the specified protections, including a case plan and case plan review.

Within a year of the enactment on October 1, 2003, the federal government will study juveniles who were under the care or custody of the child welfare system or who are unable to return to their families after completing their disposition in the juvenile justice

system. The study shall include an examination of the extent to which state juvenile justice and child welfare systems coordinate services and treatment, the federal and local sources of funds for placements and post placement services, and the barriers states face in providing services to these juveniles (42 U.S.C. 5661 [sec. 251]).

The following excerpts provide JJDPAs specific provisions that delineate the requirements regarding the connections between these systems and provide further impetus for more coordination across multiple youth-serving systems.

## **Part B: Federal Assistance for State and Local Programs**

### **42 U.S.C. 5633 [sec. 223] State Plans**

(a)(9): provide that not less than 75 percent of the funds available to the State under 5632 of this title, other than funds made available to the state advisory group under section 5632(d) of this title, whether expended directly by the state, by the unit of local government, or by a combination thereof, or through grants and contracts with the public or private nonprofit agencies, shall be used for -- [among other purpose areas]

(C) comprehensive juvenile justice and delinquency prevention programs that meet the needs of youth through the collaboration of the many local systems before which a youth may appear, including schools, courts, law enforcement agencies, child protection agencies, mental health agencies, welfare services, health care agencies, and private nonprofit agencies offering youth services;

(D) programs that provide treatment to juvenile offenders who are the victims of child abuse or neglect, and to their families, in order to reduce the likelihood that such juvenile offenders will commit subsequent violations of law;

(a)(26): provide that the State, to the maximum extent practicable, will implement a system to ensure that if a juvenile is before a court in the juvenile justice system, public child welfare records (including child protective services records) relating to such juvenile that are on file in the geographical area under the jurisdiction of such court will be made known to such court;

(a)(27): establish policies and systems to incorporate relevant child protective services records into juvenile justice records for purposes of establishing and implementing treatment plans for juvenile offenders; and

(a)(28): provide assurances that juvenile offenders whose placement is funded through section 472 of the Social Security Act (42 U.S.C. 672) receive the protections specified in section 471 of such Act (42 U.S.C. 671), including a case plan and case plan review as defined in section 475 of such Act (42 U.S.C. 675).

### **Part C: Juvenile Delinquency Prevention Block Grant Program**

#### **42 U.S.C. 5651 [sec. 241] Authority to Make Grants**

(a) Grants to eligible states: The [OJJDP] Administrator may make grants to eligible States, from funds allocated under section 242, for the purpose of providing financial assistance to eligible entities to carry out projects designed to prevent juvenile delinquency, including

(1) projects that provide treatment (including treatment for mental health problems) to juvenile offenders, and juveniles who are at risk of becoming juvenile offenders, who are victims of child abuse or neglect or who have experienced violence in their homes, at school, or in the community, and to their families, in order to reduce the likelihood that such juveniles will commit violations of law;

(10) comprehensive juvenile justice and delinquency prevention projects that meet the needs of juveniles through the collaboration of the many local service systems juveniles encounter, including schools, courts, law enforcement agencies, child protection agencies, mental health agencies, welfare services, health care agencies (including collaboration on appropriate prenatal care for pregnant juvenile offenders), private nonprofit agencies, and public recreation agencies offering services to juveniles;

(13) to establish policies and systems to incorporate relevant child protective services records into juvenile justice records for purposes of establishing treatment plans for juvenile offenders.

## **Omnibus Crime Control and Safe Streets Act**

The Omnibus Crime Control and Safe Streets Act of 2002 made amendments to the Juvenile Accountability Block Grant Program that provided additional support for child welfare and juvenile justice systems coordination and integration. These amendments included a focus on information sharing between child serving systems and a focus on risk assessment to facilitate early intervention and the provision of services.



## **Part R: Juvenile Accountability Block Grant Program**

### **42 U.S.C. 3796ee [sec. 1801] Program Authorized**

(b)(10): establishing and maintaining interagency information-sharing programs that enable the juvenile and criminal justice systems, schools, and social services agencies to make more informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts;

(b)(12): establishing and maintaining programs to conduct risk and need assessments of juvenile offenders that facilitate the effective early intervention and the provision of comprehensive services, including mental health screening and treatment and substance abuse testing and treatment to such offenders.

## **Child Abuse Prevention and Treatment Act**

On June 25, 2003, amendments to the Child Abuse Prevention and Treatment Act (CAPTA) were signed into law that recognized the important relationship between the child protection and juvenile justice systems. Two important provisions support states' efforts to collaborate on behalf of children who are involved in both systems. Congress retained these provisions in P.L. 111-320 The CAPTA Reauthorization Act of 2010. These provisions affect grants to states for child abuse and neglect prevention and treatment programs. One provision adds to the list of purposes for state grants:

### **Section 106(a) of CAPTA [42 U.S.C. 5106a(a)(12)]**

Supporting and enhancing interagency collaboration between the child protection system and the juvenile justice system for improved delivery of services and treatment, including methods for continuity of treatment plan and services as children transition between systems.

The other provision adds a requirement to the annual state data reports:

### **Section 106(d) of CAPTA [42 U.S.C. 5106a(d)(14)]**

The number of children under the care of the State child protection system who are transferred into the custody of the State juvenile justice system.

# The Uninterrupted Scholars Act

On January 14, 2013, amendments to the Family Educational Rights and Privacy Act (FERPA) were signed into law recognizing the importance of a child's education history in the recommendations made by child welfare workers to the court. Child welfare agencies may now more easily access children's education records to aid them in their placement planning and to help assure that children's education needs are addressed to improve their well-being, increase permanency, and assist older youth in the transition to adulthood. These amendments also create an exception that makes it easier to release education records to child welfare agencies without the written consent of the parents (ABA Center on Children and the Law, 2013).

The law sets forth conditions that the education records, or the personally identifiable information contained in such records, will not be disclosed except to an individual or entity engaged in addressing the student's education needs and authorized to receive such disclosure; and that such disclosures be consistent with applicable student record confidentiality laws of states and tribes. It also permits the release of such records and information without additional notice to parents and students when a parent is a party to a court proceeding involving child abuse and neglect or dependency matters and a court order has already been issued in the context of that proceeding.

## **Section (b)(1)(L) of FERPA [20 U.S.C. 1232g]**

[An] agency caseworker or other representative of a State or local child welfare agency, or tribal organization (as defined in section 450b of Title 25), who has the right to access a student's case plan, as defined and determined by the State or tribal organization, when such agency organization is legally responsible, in accordance with State or tribal law, for the care and protection of the student, provided that the education records, or the personally identifiable information contained in such records, of the student will not be disclosed by such agency or organization, except to an individual or entity engaged in addressing the student's education needs and authorized by such agency or organization to receive such disclosure and such disclosure is consistent with the State or tribal laws applicable to protecting the confidentiality of a student's education records.

**Section (b)(2)(B) of FERPA [20 U.S.C. 1232g]**

...except when a parent is a party to a court proceeding involving child abuse and neglect (as defined in section 3 of the Children Abuse and Prevention Treatment Act (42 U.S.C. 5101 note)) or dependency matters, and the order is issued in the context of that proceeding, additional notice to the parent by the educational agency or institution is not required.

# APPENDIX B

## Keeping Our Children Safe: The Child Protection System<sup>1</sup>

In every American community, some children are maltreated by those entrusted with their care and protection. Only a minority of these children are brought to the attention of a formal child protection agency (Sedlak & Broadhurst, 1996). Child abuse and neglect cut across income levels, race, ethnicity, and urban or rural status. Maltreatment can impede and impair the healthy growth and development of children with devastating consequences that linger through adulthood. Child maltreatment's destructive effects transcend its immediate victims to profoundly affect the health and safety of all of our citizens and communities (Martin, 2002). Keeping children safe from child abuse and neglect is the foundation on which CPS was established and remains the utmost priority of any CPS system (CWLA, 1998, p. 1).

### History

The child protection movement began in 1875 when the first child protection agency, the Society for the Prevention of Cruelty to Children, was established in New York City after the highly publicized case of Mary Ellen Wilson, a young child who was brutally beaten by her caregiver. In addition to establishment of the agency, New York enacted the first state statute to provide for the protection of children from abuse. Other states followed this precedent in subsequent years, and thus, established a legal basis for intervening when children were abused or neglected by their caregivers.

Other select highlights in the history of child protection include:

- The 1899 establishment of the first juvenile court in Illinois to “regulate the treatment and control of dependent, neglected and delinquent children” (Stevenson et al., 1996, p. 4).
- The 1909 creation of the U.S. Children’s Bureau in response to the first White House Conference on Children. The bureau was established to “investigate and report on all matters relating to the welfare of children and child life among all classes of our people” (42 U.S.C., chapter 6).
- The 1935 enactment of the Social Security Act, which required public agencies to provide child welfare services to protect children who were neglected, dependent, delinquent, homeless, or in danger of becoming delinquent.

- The identification of “battered child syndrome” by Dr. C. Henry Kempe et al. (1962), which raised awareness of the inherent responsibilities of communities to protect children. This awareness brought an increased clinical focus to the treatment of maltreated children and their families and resulted in efforts by medical and social service professionals to improve the identification and protection of children who had been abused or neglected.
- The passage of CAPTA (P.L. 93-247) in 1974, which established specific reporting and response protocols for states to incorporate into their child protection statutes.

Since CAPTA's enactment, the U.S. Congress and legislatures in every state have established a public and legal mandate to protect children from abuse and neglect at the hands of those responsible for their care. The federal legislation sets forth a minimum definition of child abuse and neglect—including physical abuse, neglect, sexual abuse, and emotional maltreatment—for the states to use. Using the federal legislation as a foundation, state laws establish their own definitions of what forms of child abuse and neglect must be reported to authorities, who is mandated to report suspected maltreatment, and various other child protection provisions.

CAPTA provides federal funding to states in support of prevention, assessment, investigation, and treatment activities. It also provides grants to public agencies and nonprofit organizations for demonstration programs and projects. CAPTA has been amended several times and was most recently amended and reauthorized by the CAPTA Reauthorization Act of 2010 (P.L. 111-320). Since its initial passage, the statutory provisions have attempted to strike a balance between protecting children and preserving the rights and privacy of families (CWLA, 1998, p. 3), as well as address the appropriate scope of CPS intervention.

Federal appropriations to fund this child protection system have failed to approximate the legislation's authorization level. As a result, the system has been under-funded since its establishment.

### **Additional Federal Child Welfare Legislation**

In addition to the federal law that is specific to child safety and protection, there are a number of significant statutes that have broader effect on the policies and practices of child welfare.

The Indian Child Welfare Act of 1978 (P.L. 95-608) was designed to reduce the trans-racial placement of American Indian and Alaska Native children. It also intended to give tribal

courts jurisdiction over all child custody cases involving such children in an effort to prevent the decimation of American Indian and Alaska Native tribes and families.

Beginning with the Adoption Assistance and Child Welfare Act (AACWA) of 1980 (P.L. 96-272), Congress passed a series of child welfare laws to regulate the length of time children could spend in foster care, the court oversight process, and process of termination of parental rights. Over time, child welfare laws have been increasingly designed to ensure that children do not linger in foster care, but return to their families or move on to adoption.

Family Preservation and Support Services provisions of the 1993 Omnibus Budget Reconciliation Act (P.L. 103-66) created federal direction and funding for family preservation and family support services. The Family Preservation and Support Services Program (reauthorized as the Promoting Safe and Stable Families Program under the Adoption and Safe Families Act of 1997 and 2001) gave new funding to the states to provide a range of family support and family preservation services to families with children. The program created a new focus on family support strategies and the importance of communities in supporting families and protecting children (CWLA, 2003c, p. 20–21).

The passage of the Adoption and Safe Families Act (ASFA) of 1997 (P.L. 105-89) marked the culmination of more than two decades of reforms in the child welfare field. Enacted as amendments to Titles IV-B and IV-E of the Social Security Act, it reinforces and clarifies the intent of the Child Welfare and Adoption Assistance Act (P.L. 96-272; DHHS, 2000). The focus of these reforms was to

- modify AACWA's requirement that reasonable efforts be made to prevent the placement of children into foster care;
- increase the chances that children already in care would be put on a "fast track from foster care to safe, loving and permanent adoptive homes" (Congressional Record, 1997, as cited in Stein, 2003); and
- discontinue what was seen by some as the system of always putting the needs and rights of the birthparent first, resulting in a de-emphasis on family preservation (Stein, 2003).

The philosophical tenets that inform and guide ASFA are:

- The safety of children is the paramount concern that must guide all child welfare services.

- Foster care is a temporary setting and not a place for children to grow up.
- Permanency planning efforts should begin as soon as a child enters the child welfare system.
- The child welfare system must focus on results and accountability.
- Innovative approaches are needed to achieve the goals of safety, permanence, and well-being (National Child Welfare Resource Center for Family Centered Practice, n.d., pp. 9–11).

There can be little doubt that ASFA has created a significant reform in child welfare practice (U.S. General Accounting Office, 2002).

In 2006 congress passed several laws to strengthen the protection and services in child welfare:

The Safe and Timely Interstate Placement of Foster Children Act of 2006 (P.L. 109-239), requires states to have procedures in place for the orderly and timely interstate placement of children and requires states to complete foster care and adoption home studies within 60 days after a request by another state.

The Adam Walsh Child Protection and Safety Act of 2006 (P.L. 109-248), requires procedures to conduct criminal records checks including finger print checks of national crime information data bases for any prospective foster or adoptive parent before the parent may be finally approved for placement.

The Child and Family Services Improvement Act of 2006 (P.L. 109-288), made changes to Title IVB, subpart 1 to provide that the new program purpose is to promote the welfare of all children, and to support at risk families through services that allow children to remain with or return to their families in a timely manner and to promote the safety, permanence and well being of all children in foster care and with adoptive families. States are required to develop disaster plans for child welfare to ensure the safety and care of children in foster care in the event of a disaster. The law also strengthens provisions to require that physicians and other medical professionals be involved with assessing the health and well being of children and determining medical treatment. The law set standards for the frequency and quality of caseworker visits with children in foster care.

In 2007, the Tax Relief and Health Care Act was passed requiring that states verify the citizenship or immigration status of any child in foster care under the responsibility of the state. (P.L.109-432).

The Fostering Connections to Success and Increasing Adoptions Act of 2008 (P.L. 110-351), amended the Social Security Act to address a number of issues for youth in foster care. Provisions include:

- Creating an option for states to provide kinship guardianship assistance payments for relatives taking legal guardianship of children who have been in foster care;
- Extending categorical eligibility for Medicaid for children receiving guardianship assistance;
- De-linking adoption assistance from Aid to Families with Dependent Children (AFDC) eligibility standards;
- Giving states an option to serve children in foster care, adoption and kinship guardianship to age 21, and
- Providing federally recognized Tribes the option of operating a Title IV-E program.

### **Child and Family Services Reviews**

In March 2000, regulations went into effect for a new approach to federal oversight of state child welfare programs, known as the Child and Family Services Reviews (CFSRs). Overseen by the Children's Bureau of the Administration for Children and Families, the review process consists of statewide assessment as well as onsite review conducted by a team of federal, state, and peer reviewers. Information gathered is used to examine the states' success in meeting the major goals of child welfare—child safety, permanence, and well-being. The CFSRs are used to measure State Performance on seven outcomes and seven systemic factors, which are based on the results of an assessment of 45 individual items. The Children's Bureau conducted the first round of reviews in fiscal years 2001-2004 and completed the second round of CFSRs in 2010.

States' inability to attain "substantial conformity" with the seven required outcomes necessitates the development of Program Improvement Plans that describe how they will reach substantial conformity. The CFSR process reaffirms the need for the child welfare system to forge linkages with other systems of support for families (McCarthy & McCullough, 2003, p. 10).

### **Core Values of Child Protection**

Successful efforts to care for and protect children, whether they are made by government child welfare agencies, individual citizens, or community entities, are based on a set of core values (CWLA, 1998, p. 15):



- Every child has a right to adequate care and supervision and to be free from abuse, neglect, and exploitation.
- Every child should have a safe, permanent family.
- Every child's family, however family is defined, is unique and has value, worth, integrity, and dignity.
- The most desirable place for children to grow up is in their own caring families, when those families are able to provide safe and nurturing relationships intended to last a lifetime.
- Parents have the primary responsibility for, and are the primary resource for, their children.
- Most parents want to be and can be adequate parents.
- Most parents who experience difficulty in parenting can be helped to be adequate parents. Appropriate services must be available to assist them in accomplishing needed changes.
- When parents cannot or will not fulfill their protective responsibilities, the community has the right and obligation to intervene directly on the child's behalf.

### **The CPS System**

Public child welfare agencies, of which CPS agencies are a part, are responsible for accepting referrals alleging child abuse and neglect, determining if children have been—or are at risk of being—maltreated, and providing services to protect them. The challenge for CPS agencies is to fulfill their core mandates—prevention, assessment, identification, and treatment of child maltreatment.

State policies often indicate that the decision to accept a report of child abuse and neglect is guided procedurally by concurrence with the notion that the report, if true, constitutes abuse and neglect as defined in state law (Morton & Holder, 1998). This decision is also shaped by other factors, including:

- federal law, which sets core requirements for state systems of reporting and investigation;
- state law, which defines child abuse and neglect and sets requirements for response;
- agency policies, which interpret laws, set standards, and define case practice procedures;
- agency customs, which further refine definitions and response procedures and guide practical issues such as caseload management; and

- the number of layers of decision-makers involved in the screening decision (Wells, 1997).

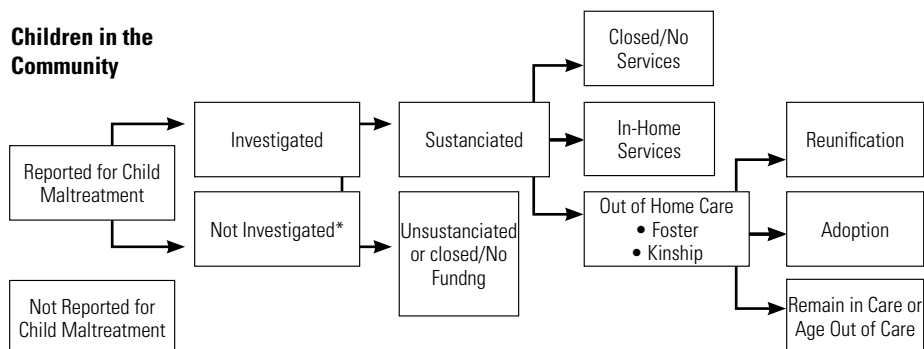
Given these numerous variables, no single prototype or standard CPS system exists. Nonetheless, some common characteristics of the way cases typically flow through the CPS system and the decision-making points along this case flow continuum exist (see Figure C-1).

At the casework level, child protection workers typically engage in a number of steps across the continuum of a single case. Table 1 illustrates these steps.

**TABLE 1: The Child Protection Casework Process**

STEPS	KEY QUESTIONS
Intake/Screening the report	Should the report be accepted for investigation or assessment? What is the urgency of the report and the timeline for response?
Initial assessment/ Investigation	Is maltreatment substantiated? Should the case be opened for services? Is placement needed to ensure safety? Is court action needed to achieve safety?
Comprehensive family assessment	What must change to reduce or eliminate the risk of harm? What must happen for the effects of the maltreatment to be addressed?
Case planning	What are service goals? What changes must the family make to reduce risk and meet treatment needs? What services will the family use to achieve goals and changes? How will the worker evaluate progress?
Service delivery/ Case management	What services will be most effective in achieving the goals? What services are available to meet the plan goals?
Evaluation of family progress	Does the child remain safe? Are the child's permanency needs being met? Is the goal still viable, or is a new goal indicated? Are additional services needed?
Case closure	Does the child remain safe? Are the child's permanency needs being met? Can the case be closed? What services are needed to assist the family following closure?

## Simplified Model of Case Flow of Children in the Child Welfare System



\*Nearly half of all states have policies that allow for “differential response”—no requirement that determination of maltreatment has or has not occurred. Despite the variability among states, these differential responses address the service needs of families who may be at risk and avoid labeling the caregiver as a perpetrator of maltreatment. The screening and investigation function are altered by the presence of differential response systems in the child welfare agency.

It is important to note that in the past several years many states have reformed their child protective service systems through the implementation of differential response. Differential response allows the CPS agency to set aside the fault finding of substantiation when assessing reports of child maltreatment in certain situations. Generally, differential response is used in cases involving low to moderate risk of harm. By setting aside fault finding the agency is able to enter into a strengths-based assessment with the family that focuses on safety, risk and strengths of and needs of families. This approach changes the nature of the relationship between the public agency and the family. The reauthorization of CAPTA in 2010 contained emphasis on the use of differential response by states and required reporting on the use of it.

**Services** In most CPS jurisdictions, the decision to provide continuing services is not made solely based on substantiation status—the determination of whether maltreatment occurred. In 2011 more than 1 million (1,113,702) received post-response services as a result of the investigation or assessment conducted by the CPS agency. Three-fifths (61.2%) of victims and nearly one-third (31.1%) of non-victims received post-response services (DHHS, 2013). Service delivery tends to be uneven across communities, with particular shortages of mental health and substance abuse services as well as services delivered in languages other than English.

**Juvenile and Family Courts** The juvenile and family courts are involved with a small percentage of children who come to the attention of CPS. Nationwide, court proceedings occur on behalf of less than one-fifth (19%) of child maltreatment victims to determine temporary custody of the child, guardianship of the child, or disposition of state dependency petitions (DHHS, 2013). A child should only be removed from his or her home on an emergency basis, if he or she is in imminent danger and no action, other than removal, can remediate the situation.

State laws generally establish a two-step process for the state to obtain custody of a maltreated child. In the first, adjudicatory phase, the court must decide whether allegations that the child has been abused or neglected are legally sufficient and, if so, factually true. If abuse or neglect is found, in the second, dispositional phase, the court must decide what remedy is in the child's best interest. In addition to committing the child to the care and custody of the state CPS agency, dispositional options typically include allowing the child to remain at home with (or return to) his or her parents, with or without protective supervision, committing the child to the care and custody of the agency for a specified (or, in some states, indefinite) period of time, or transferring legal guardianship of the child to a relative or other appropriate person (Chill, 2003).

Despite the fact that court involvement is limited to a small percentage of children who come to CPS's attention, the court is actively involved in the lives of those children. Judges have the final authority to make decisions about the need for placement, the approval of plans for children under protective supervision, and ordering or approving service plans for the child and his or her parents (McCarthy & McCullough, 2003).

### **The Advent of a Community-Based Child Protection Framework**

In 1993, the U.S. Advisory Board on Child Abuse and Neglect, embracing a new child protection framework, called for a neighborhood-based child protection strategy in which

- primary strategies would be focused at the level of urban and suburban neighborhoods and rural communities;
- social and economic supports for troubled families and children would be developed at the neighborhood level, with neighborhoods defined by geographic boundaries; and
- both formal and informal services that are based on the principle of voluntary help by one citizen for another would be widely available, regardless of whether access to such services is determined by the place of residence (p. 18).

State and local efforts to build a community approach to supporting families and protecting children have demonstrated ways to involve citizens and community groups in family support and child protection (CWLA, 2003c, p. 24).

These goals frequently create tension between the child protection agency and the community, as the formal mandate and legal responsibility to protect children resides with the public child welfare agency. The challenge for the child protection field is to recognize that the true hope for these vulnerable children is dependent on workers' ability to work effectively with parents—individuals who frequently have committed egregious acts against their own offspring. Only by engaging these family members in the assessment, treatment, and healing processes, will workers collectively be able to optimize the healthy growth and development of children who have been maltreated, minimize or negate the adverse consequences of these harms, and facilitate productive, satisfying, and independent lives in the context of their families—whether they live with their birth family, with kin, or as part of another permanent family established through adoption or guardianship.

**Endnote**

1. Text in this section relies heavily on the CWLA Standards for Services for Abused and Neglected Children and Their Families (CWLA, 1998).

# APPENDIX C

## The Juvenile Justice System

The U.S. government established a juvenile justice system that was separate from the adult system slightly more than 100 years ago. The newly created system and court produced a tradition of focusing less attention on the criminal or delinquent act, instead viewing the totality of circumstances contributing to the youthful offender's misconduct. The original goal was to divert youthful offenders from the damaging punishments of criminal courts and to encourage rehabilitation based on the needs of the youth. "Acting in the best interests of the child" was the predominant theme that helped shape the course and development of the juvenile court movement. Simply put, the mission of this new reform was to guide juveniles toward responsible and productive adulthood, not punish them for these youthful transgressions. As a result, the court had no need "to formulate legal regularities of defendant's rights, due process, and constitutional safeguards that marked the adult judicial process" (Maloney et al., 1988, p. 48, as cited in Howell, 1997, p. 13).

In examining the evolution and current status of the juvenile justice system, it is important to remember that the United States has at least 51 different juvenile justice systems—not just one. Each state and the District of Columbia has its own statutes and children's codes that govern its juvenile justice system. Even with these unique systems, the original reforms, key subsequent Supreme Court decisions, and federal legislation have helped create many of the fundamental tenets relied on today to address juvenile delinquency. It is useful to examine this history and evolution to enrich the efforts at ongoing reform and consideration of integrating the child welfare and juvenile justice systems.

### History

Supported by many philanthropic groups, including the Chicago Bar Association, the Chicago Women's Club, led by such reformers as Jane Addams, drafted a bill creating a juvenile court. The Illinois legislature passed the Illinois Juvenile Court Act in 1899. This resulted in the creation of an adjudicatory process involving a hearing in which a judge, the child, the child's family and friends, and the probation officer explored the youthful offender's problem behavior. The goal was to identify the underlying cause of the behavior and then administer appropriate rehabilitative measures. The underlying justification and argument for the creation of this separate system was that children and youth younger than 16, as a direct consequence of their age and immaturity, "are not fully responsible for

their antisocial behavior and can, if humanely treated in proper rehabilitation programs, become productive members of society” (Hutzler, 1982, p. 26, as cited in Howell, 1997, p. 14). The language of the new juvenile court underscored its fundamental differences from the criminal court. Juveniles were not charged with crimes, but rather with delinquent acts; juveniles were not found guilty, but rather were adjudicated delinquent; and they were not sent to prison, but rather to training or reform schools.

This reform philosophy spread quickly. Between 1900 and 1910, 32 states enacted legislation establishing juvenile probation. By 1912, 22 states had juvenile courts, and by 1925, all but 2 states had established them (Krisberg & Austin, 1993, p. 30, as cited in Howell, 1997, p. 13). The juvenile courts established a persistent trend through the 1930s of focusing on the individual and family, dominated in its treatment philosophy by biological, Freudian, and medical approaches (Empey, 1985, as cited in Howell, 1997, p. 14). From the 1930s through the 1960s, prevailing treatment approaches gradually embraced consideration of extra-familial factors, such as poverty, discrimination, inequality, and peer constructs (Howell, 1997, p. 14). Finally, in the 1970s, interest in the family as a source of delinquency regained momentum, and researchers coupled it with recognition that other sources of failure in the socialization process included the school and other youth-serving institutions (Empey, 1985, pp. 26–27, as cited in Howell, 1997, p. 14). Little is known, however, about the actual operations of juvenile courts through this period. Although the original intent remained largely unchanged, no one examined the outcomes from this approach or the fairness of application. That changed fundamentally with several significant Supreme Court decisions beginning in 1966.

### **Key U.S. Supreme Court Decisions**

Four important U.S. Supreme Court decisions resulted in more procedural formality in the juvenile courts. In 1966, in *Kent v. the United States*, the Court ruled that Morris Kent was denied fundamental due process rights preserved for adult defendants when his case was transferred to criminal court jurisdiction without a hearing and without giving his legal counsel access to the social history information on which the presiding judge based his decision. The Court ruled that

- juveniles had the right to a hearing on the issue of transfer,
- juveniles were entitled to counsel,
- counsel must be given access to social records that are considered by the juvenile court in its decision making process, and

- the juvenile court must provide a statement of the reasons it seeks transfer to criminal court jurisdiction with any waiver order.

The Court also established fundamental criteria to be considered when assessing a decision to transfer a juvenile case to criminal court jurisdiction.

In 1967, the decision of *in re Gault* extended these procedural safeguards further, ensuring the same rights to juveniles as are afforded adults in criminal prosecutions. These rights can be summarized as follows:

- The alleged delinquent conduct must be set forth with “particularity” and be given sufficiently in advance of the court proceedings.
- In a delinquency proceeding, which may result in commitment to an institution, the court must notify juveniles of their right to counsel (including court-appointed counsel, if private counsel is unaffordable).
- Juveniles may not be required to incriminate themselves in testimony.
- Juveniles have the right to confront their accusers in the delinquency proceeding.

The third key Court decision occurred in 1970. The Court ruled, in the case of *in re Winship*, that the standard of proof for juveniles charged with delinquent or criminal acts was to be “beyond a reasonable doubt.” Prior to this ruling, the standard was no greater than that which is often used in civil court proceedings, “a preponderance of the evidence.” Finally, in 1971, in *McKeiver v. Pennsylvania*, the Supreme Court ruled that delinquency proceedings do not require a jury trial. This effectively reinforced the foundation of the juvenile court, the “*parens patriae*” philosophy, in which the court acts on behalf of a minor or incompetent person.

### **Federal Legislation**

These U.S. Supreme Court decisions provided the basis for the next chapter of fundamental change in the juvenile justice system: the formulation of the federal Juvenile Justice and Delinquency Prevention Act of 1974 (JJDP). The previous Supreme Court decisions were buttressed by a report from the President’s Commission on Law Enforcement and Administration of Justice issued in 1967 (President’s Commission on Law Enforcement and Administration of Justice, 1967a, p. 30, as cited in Howell, 1997). The report provided the first comprehensive examination of the American juvenile justice system and concluded that “it has been proven for a variety of reasons that the promise of the juvenile courts to help the child, to rehabilitate him, to lead him into a healthy and constructive life has not



been kept” (President’s Commission on Law Enforcement and Administration of Justice, 1967a, p. 30, as cited in Howell, 1997, p. 15).

In addition, the National Advisory Commission on Criminal Justice Standards and Goals was established in 1971 to “formulate the first national criminal justice standards, goals, and priorities that would constitute a national criminal justice strategy” (Howell, 1997, p. 18). Its work led to the conclusion, published in the National Advisory Commission on Criminal Justice Standards and Goals report in 1973, that courts should give the first priority to preventing delinquency, minimizing involvement of juvenile offenders in the system, and reintegrating delinquents into the community.

JJDPA was passed into law in 1974. It created the federal Office of Juvenile Justice and Delinquency Prevention. JJDPA provided guidance, tied to receipt of federal funding (the Formula Grants program), that outlined compliance with “core protections” for juveniles. The act’s original language included a requirement for states to remove non-criminal status offenders and non-offenders from secure detention and correctional facilities. Subsequent amendments have resulted in additional protections that include sight and sound separation of juveniles from adults in detention and correctional facilities, removal of juveniles from adult jails and lockups, and a requirement for states to address the disproportionate minority confinement of juveniles.

Congress reauthorized JJDPA and signed it into law in November 2002, reaffirming the commitment to these core protections. The reauthorized act continued to embrace delinquency prevention and renewed the commitment to the use of evidence-based community programs to prevent delinquency. JJDPA of 2002 was supported by a wealth of research developed since the original 1974 act.

### **Recent Developments in Research and Law**

While there have been no major legislative amendments to the 2002 reauthorized JJDPA in the past decade, there have been major research findings in the area neurological and psychosocial research on adolescents. The nearly 20 year history of credible research has confirmed what parents have long known: that although teenagers are not childlike, they are less competent decision-makers than adults by virtue of their inherent psychological and neurobiological immaturity. According to Steinberg and Scott, “they are more susceptible to peer pressure, less able to consider long-term consequences, more impulsive and ready to take risks. This makes them less culpable or blameworthy than adults, and as a result, they don’t merit the same punitive consequences.”<sup>1</sup>

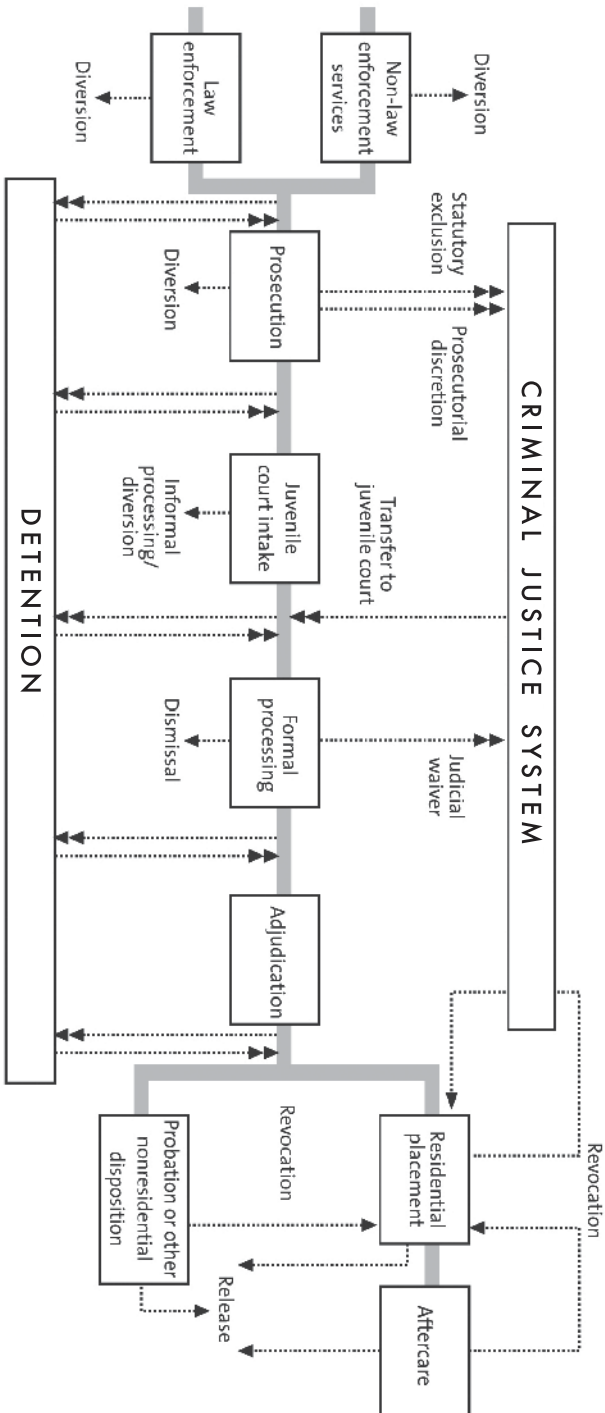
Regardless of whether advances in the understanding of adolescent brain development and neuroscience had a leading or supporting role, there has been relevant evidence brought to the U.S Supreme Court's attention since the early 2000's "in amicus curiae briefs that described a maturational imbalance during adolescence that affects self-regulation during a time of relatively heightened neural responsiveness to... emotional and social stimuli".<sup>2</sup> This seminal research has impacted several significant U.S. Supreme Court opinions that involved the criminal culpability of juveniles and significantly altered the landscape of juvenile justice.<sup>3</sup> Since 2005, the Supreme Court has struck down the juvenile death penalty (*Roper v. Simmons*) and juvenile sentences of life without parole in non-homicide cases (*Graham v. Florida*). In *J.D.B. v. North Carolina*, the Court found that law enforcement must consider the age of a juvenile suspect in determining whether Miranda warnings should be issued. The most recent case, *Miller v. Alabama* (and its companion case, *Jackson v. Hobbs*), went further than *Roper* and limited the authority of states to impose mandatory life without parole sentences on juvenile offenders convicted of homicide in adult criminal court.

### **Juvenile Justice System Case Flow**

As previously recognized, juvenile justice systems vary greatly by jurisdiction. The organization of courts, case processing procedures, and juvenile correctional facilities are governed by state law. Most juvenile courts have jurisdiction over delinquency for offenders younger than 18, abuse and neglect, and status-offender matters. The aforementioned Supreme Court decisions and JJDPAs have also helped shape the processes that constitute the procedural flow of a case through the juvenile courts. Figure C-1 shows the juvenile justice case flow, identifying key decision points in the process.

Prior to the commencement of juvenile court processes, someone must refer a juvenile to the court. The police, parents, social service agencies, schools, victims, and court staff (i.e., probation officers) may make referrals. Data confirm that 85% to 90% of referrals are initiated by law enforcement (FBI, 2003). Although many differences exist among juvenile courts, once this referral is made, all juvenile cases must proceed through several fundamental stages, including intake, petition, adjudication, and disposition.

The intake process is the mechanism through which the court identifies delinquent charges. The intake screening process, recognized as a critical function and sometimes referred to as a "gatekeeper" function, affects the alleged victim, the alleged perpetrator, the community perception of the court, the resources of the court, and the future



delinquency of the juvenile. The intake decision determines whether a case should not be filed due to insufficient probable cause evidence, should be resolved through diversion, or should proceed to formal processing through the filing of a petition. Depending on state law, the court may also decide to transfer jurisdiction to the criminal court at this point.

If a petition is filed, the case is scheduled for a formal adjudicatory proceeding, similar to a trial in criminal court jurisdiction. At this point, the court may make a critical determination regarding the detention status of the alleged perpetrator. At the adjudicatory hearing, lawyers present the facts of the case, and a finding may result in the court judging the youth to be delinquent, which is similar to a finding of guilt in the criminal court jurisdiction. If the court judges the youth to be delinquent, a disposition hearing is scheduled, which is similar to a criminal sentencing hearing. Other potential outcomes include a finding of not delinquent or guilty, resulting in a dismissal of the case, or the matter may be continued in consideration of a future dismissal. In this circumstance, the court may require the youth to take some action prior to a final decision. This may include participating in treatment, paying restitution, or performing some other informal measures as assigned by the court.

In cases that advance to the disposition hearing, the court (usually through a probation department) prepares a pre-dispositional report, which assesses a broad array of personal, social, family, and school factors affecting the youth. It is this hearing that results in a judicial order setting the course of intervention and treatment for the youth and his or her family. This intervention may include probation, prescribed treatment conditions, fines or restitution, referral to a residential or community-based treatment program, or commitment to an institution or correctional facility. It should be noted that detention is increasingly being considered as a sanction imposed at disposition hearings.

### **Endnotes**

1. An Executive Summary: Rethinking Juvenile Justice, Elizabeth S. Scott and Laurence Steinberg, John D. and Catherine T. MacArthur Foundation, Knowledge Brief, December 2011.
2. Casey, B.J., Getz, S. & Galvan, A. The adolescent brain. *Dev. Rev.* 28, 62-77 (2008).
3. Steinberg, Laurence. *Nature Reviews Neuroscience* 14, 513–518 (2013). Available at <http://www.nature.com/nrn/journal/v14/n7/full/nrn3509.html>.

# APPENDIX D

## Executive Summary from *Doorways to Delinquency: Multi-System Involvement of Delinquent Youth*

### Executive Summary

This executive summary highlights findings from a study conducted by the National Center for Juvenile Justice (NCJJ) that examines the prevalence of multi-system involvement (specifically, child welfare and Becca)<sup>1</sup> among youth referred to the King County Juvenile Court on offender matters during the 2006 calendar year. The study examines how this varies demographically and how juvenile justice trajectories/outcomes vary by level of multi-system involvement.

The target population for the current study reflected a time limited snapshot of youth referred to the King County Juvenile Court on one or more offender referrals during calendar year 2006.<sup>2</sup> The study cohort included 4,475 youth and their history of court and child welfare involvement was tracked through the end of the 2008 calendar year.<sup>3</sup>

### Summary of Key Findings

***Two-thirds of King County youth referred for offender matters in 2006 have had some form of Children's Administration involvement.***

While it was anticipated that a number of youth referred on offender matters in 2006 had some Children's Administration (CA) involvement, it was not anticipated that this would have been the case for two-thirds of the overall study cohort. The 2006 study population is divided into four subgroups that reflect an increasing continuum of Children's Administration involvement. Most data and findings presented in this report are organized along this continuum.

- Group 1: Youth with no record of any history of CA involvement— 33% of the youth referred for offender matters in 2006 were in this group (n = 1,462).
- Group 2: Youth with a CA system identification number (CAMIS ID) but no detail on the extent of agency involvement— 30% of the 2006 offender cohort were in this group. In most instances, these juveniles only had some very limited involvement with the agency (n = 1,358).
- Group 3: Youth who had been named on one or more moderate to high risk child protection referrals that were accepted for investigation. Another 21% of the study cohort were in this group (n = 939).

- Group 4: Youth who had a history of CA-initiated legal activity/placement. These youth had a dependency petition filed or were otherwise placed in CA custody and typically placed out of home—16% of the study population were in this group (n = 716).

***The more extensive the history of CA involvement, the greater the proportion of females and minority youth (specifically, African-American and Native American youth).***

- Females constitute 27% of the population of youth with no CA history and this steadily increases to 40% among juveniles with a history of CA legal activity/placement.
- The proportion of African-American youth increases almost three-fold as the extent of CA involvement intensifies—from 16% of the cohort with no CA history to 45%
- of all youth with a history of CA legal activity/placement. For Native American youth, the trend is even more pronounced— a four-fold increase from 1% to 5%.

***The likelihood of at least some history of CA involvement increases even more dramatically when controlling for prior history of offender referrals.***

- 59% of youth referred a first time for an offender matter during 2006 had at least some history of CA contact/ involvement.
- For youth with two or more prior offender referrals before 2006, this percentage increases to 89% overall, and upwards of 90% for African-American and Native American youth.

***Youth with multi-system involvement begin their delinquent activity earlier and are detained more frequently (and for longer periods of time) than youth without such involvement.***

- Multi-system youth, particularly those with a history of CA legal activity/placement, start their delinquent careers a year or more earlier than youth with no CA involvement.
- Youth with a history of CA legal activity/placement are typically first detained at an earlier age, are detained far more frequently, and spend substantially more time in detention compared to youth with no multi-system involvement (an average of 70 days compared to 19 days, respectively).

***Youth with no history of CA involvement were referred on offender charges much less frequently compared to youth with more extensive CA involvement.***

- Youth with no history of CA involvement were referred on offender charges an average of 2.1 times compared to an average of 5.8 times for youth with a history of CA legal activity/placement—a difference of almost three-fold.

***Youth who experience multiple offender referrals are much more likely to have records of Becca and CA involvement than youth without such records.***

- Overall, 72% of all youth referred to the King County Juvenile Court in 2006 on offender matters had some history of Becca petition filings and/or history of Children's Administration involvement (either prior, during or subsequent to calendar year 2006).
- The percent of youth with a history of Becca petition filings and/or CA involvement increases to 94% for youth referred on two or more offender referrals prior to CY 2006.

***A multi-system youth's first offender referral often precedes the filing of a first Becca petition.***

- In a slight majority of cases, a truancy or ARY petition was filed after a juvenile's first offender referral (52% and 51% of the time, respectively).
- In 71% of the 106 instances in the study cohort in which a youth was petitioned to the court on a CHINS matter, this petition was filed after his/her first offender referral.

***There is a strong correlation between recidivism and history of CA involvement.***

- Youth with no history of CA involvement were far less likely to be referred on a new offender matter within two years than youth on the far end of the CA involvement continuum—34% compared to 70%, respectively.
- Two-year recidivism rates for the two less extensive CA categories (CAMIS ID only and history of CA investigation only) fall in between these two ends of the continuum but generally track closer to recidivism rates for the history of CA legal activity/place-ment subset of 2006 offenders.
- In the most extensive CA involvement category (the history of CA activity/placement cohort), two-year recidivism rates for African-American and Native American youth were 75% and 79%, respectively. These were considerably higher than for other racial groups.
- For females, two-year recidivism rates rose substantially as the analysis controlled for level of CA involvement— from 27% for females with no CA history to 63% for females with a history of CA legal activity/placement.

***First-time offenders with records of multi-system involvement have much higher recidivism rates than youth without CA involvement.***

- 30% of first-time offenders with no history of CA involvement were referred on a new offender matter within two years compared to 57% of first-time offenders with a history of CA legal activity/placement.
- The more extensive the history of CA involvement, the greater the proportion of first-time offender females. Females constitute 30% of the first-time offender population with no CA history and almost half (47%) of all first-time offenders with a history of CA legal activity/ placement.
- The proportion of first-time offender African-American youth increases almost three-fold as the extent of CA involvement intensifies—from 15% of the first-time offender cohort with no CA history to 43% of similar youth with a history of CA legal activity/ placement. A similar trend is evident among Native American youth.

***Youth with histories of both Becca and CA involvement have high recidivism rates.***

- Two-year recidivism rates rise dramatically as the analysis controls for histories of both Becca petition filings and CA involvement. Among juveniles with no history of either, the two-year recidivism rate was 31%.
- On the other end, youth with a history of both Becca petition filings and CA legal activity/placement, the two-year recidivism rates spike to 75%.

***Multi-system youth experience frequent placement changes and there are substantial costs associated with such placements.***

- Multi-system youth who were placed in out-of-homeplacements experienced, on average, 12 placementchanges including an average of three AWOL episodes during the study period. Very little time during this three year period was spent at home or not in CA-related care.
- It is conservatively estimated that placement costs averaged approximately \$38,000 per youth during this time. For the 226 youth included in this part of the analysis, the estimated total cost of placement approached \$8.6M.

The study suggests the need for earlier, more effective and more timely interventions in multi-system cases, and presents opportunities for further analysis to more closely examine the following topics:

- An examination of current diversion practices and outcomes for multi-system cases;
- Disproportionate Minority Contact (DMC) implications;



- Gender specific implications;
- Additional recidivism measures;
- Expanded DSHS/CA outcome analysis;<sup>4</sup>
- Expanded placement analysis;
- Age of youth at first contact with the child welfare system;
- Analysis of a truant youth cohort; and
- Current court handling/case processing practices.

### **Endnotes**

1. In 1995, in response to the deaths of three runaway children, the State Legislature passed the “Becca Bill” (SB5439) named after one of the deceased children. This statute governs issues related to three types of status offenders/non-offenders: at-risk youth (ARY), truants, and children in need of services (CHINS). While each of these categories of status offenders is considered a different type of case filing and the court process in each differs, these are all commonly referred to as Becca matters in Washington State.
- 2 This could be for either a referral that was eventually dismissed, accepted for diversion, or a referral that was filed on and formally prosecuted through the court.
- 3 This included any history of involvement with the King County court system as well as courts in other Washington jurisdictions on offender/criminal, dependency and Becca matters. Child welfare involvement included any Children Administration (CA) history pertaining to moderate/high risk child protection referrals accepted for investigation, legal actions taken by the agency on behalf of these children, and historical records reflecting any custody, legal status and placement events/changes while in agency care. Children’s Administration is the child welfare arm of the Washington State Department of Social and Health Services.
4. The Washington State Department of Health and Human Services (DSHS, the department that oversees Children’s Administration) is in the formative stages of launching a series of multi-system pilot projects in a number of counties in Washington State. As the Uniting for Youth effort in King County continues to move forward, it makes sense for Uniting for Youth, at a minimum, to maintain communication with DSHS administration so that each is aware of the other’s important system change and ongoing research efforts.

# APPENDIX E

## King County, Washington

### Child Welfare/Juvenile Justice Systems Integration Charter Agreement

#### **Background and Purpose**

The Systems Integration initiative is a collaboration of state and local community agencies and organizations in King County that have come together to examine and make improvements in integrated program development, policy development and service delivery for children, youth and families served by Child Welfare and Juvenile Justice Systems.

Since December 2003, the initiative has been working with the Child Welfare League of America to explore and address issues around Juvenile Justice and Child Welfare to enhance the level of collaboration and improve the quality of services delivered to youth and families.

In consideration of the foregoing, the parties agree as follows:

#### **1. Goals.**

1.1. Promote increased cooperation, coordination, and integration at the administrative and service delivery levels for the benefit of children and families within the purview of children in the welfare and juvenile justice systems.

1.2. Through a comprehensive, strategic planning process that embraces and values inclusion of youth, families, and a broad based representation of youth serving agencies and organizations, achieve and institutionalize greater multi-system coordination and integration to improve outcomes for King County children, youth and families.

#### **2. Scope of Work.**

Each member agency and organization agrees to work with CWLA to:

2.1 Produce an inventory of resources in local child serving systems, including: programs and services; a comparative analysis of missions, mandates and policies; identification of best

practices nationally and locally; determination of the use of assessment instruments; review and analysis of the funding to support the services and programs; and creation of training for personnel in both systems.

2.2 Assess the current management information systems utilized by participant agencies/organizations and assist CWLA with the preparation of a report on the current capacity to share information across agencies/organizations. The report will identify barriers and obstacles and jointly provide recommendations to overcome the identified impediments to enhanced information sharing. The report will also identify critical information that must be shared across agencies/organizations to enhance case management and service delivery to youth and families.

2.3 Inventory available data systems and identify data sets that must be shared across agencies/organizations and ensure that this information contributes to improved analysis of current trends. This effort will lead to enhanced decision-making, particularly regarding prioritizing the allocation of shared resources among and across agencies/organizations.

2.4 Conduct an examination of the legal, policy, and procedural mandates unique to each agency/organization in order to make recommendations for changes that will contribute to improved coordination of initial decision-making, case management, and service delivery. The parties agree to provide a report of their findings and recommendations available to participant agency/organization leadership.

2.5 Have agency representatives that participate in an ongoing oversight committee ("Executive Committee"), as well as have members assigned to and participate in subcommittee meetings organized to address the multiple issues articulated in this agreement. Each representative shall serve until he or she resigns or a replacement is appointed. The Committee may add additional members at any time.

2.6 Utilize the best available information, research, and practices to guide the process.

2.7 Maintain confidentiality of their client information.

2.8 Assist in the development of a means to track and evaluate the Program's success.

2.9. Jointly compile subcommittee reports to produce findings and recommendations for action strategies resulting in youth serving system coordination and integration.

2.10. Jointly produce an implementation strategy with benchmarks and timelines, no later than 120 days from the adoption of the final report.

### 3. General Terms

3.1 **Term.** This agreement will be effective through December 31, 2004.

3.2 **Termination.** Member Agencies and Organizations can withdraw from this agreement at any time by making said request in writing with the effective date and reason for withdrawal.

3.3 **Renewal.** This Agreement may be renewed by the parties' mutual agreement for additional terms.

3.4 **Liability.** Each party is responsible for its own acts and omissions and those of its officers, employees, and agents. No party is responsible for the acts of third parties.

#### SIGNATORY

By: \_\_\_\_\_  
[insert authorized signatory]  
[insert title]

#### SIGNATORY

By: \_\_\_\_\_  
[insert authorized signatory]  
[insert title]

[INSERT ALL ADDITIONAL SIGNATORIES]

# APPENDIX F

## Oregon's Executive Order Executive Order 02-04

Whereas, 1999 Senate Bill 555 created a new method of comprehensive planning for services provided to Oregon's children and their families; and

Whereas, implementing Senate Bill 555 required significant changes in the way state and local government agencies and other entities work together to identify, plan for, and provide needed, services, supports, and initiatives to children and families; and

Whereas, Senate Bill 555 identified the Department of Human Services, Criminal Justice Commission, Commission on Children and Families, Oregon Youth Authority, Department of Education, and Oregon Progress Board as principal State partners (principal State partners); and

Whereas, the Senate Bill 555 planning process affects additional State agencies, including the Community College and Workforce Development Department, Housing and Community Services Department, Economic and Community Development Department, Employment Department, and others (affected State agencies); and

Whereas, the role of the State of Oregon and its agencies in implementing Senate Bill 555 include:

- Developing partnerships among State agencies to combine planning and reporting requirements;
- Identifying, disseminating, and promoting information on best practices, promising approaches, and research-based practices;
- Collecting and managing data needed to inform the State and county planning and decision-making processes and developing a system to communicate to State agencies and counties in a coordinated fashion and at an appropriate level of detail;
- Jointly developing with counties planning an accountability processes that meet state needs and respond to the capacity of counties to implement those processes; and
- Providing resources, which may include funding, capacity-building, and technical assistance, to support the availability of effective, community based services.

Whereas, the local community comprehensive plans shall include:

1. Identification of ways to connect all state and local planning processes related to services to children and families into the local coordinated comprehensive plan to create positive outcomes for children and families;
2. Provisions for a continuum of social supports at the community level for children, from the prenatal stage through 18 years of age, and their families, that takes into account areas of need, service overlap, asset building, and community strengths;
3. An early childhood system plan; Local alcohol and other drug prevention and treatment plans;
4. The local high-risk juvenile crime prevention plan;
5. Ways to improve results by addressing the needs, strengths, and assets of a children, families, and communities in the county or region including those children and families at high risk;
6. Strategies based on proven practices of effectiveness for the specific community; and
7. Strategies designed to achieve outcomes based on research-identified proven practices of effectiveness.

Whereas, State and local agencies have made significant progress in implementing the planning required by Senate Bill 555 but additional actions are necessary to continue that progress;

Therefore, it is ordered and directed:

1. The principal State partners shall, to the greatest extent possible and within their assigned agency mission, jointly submit budget and legislative recommendations to the Department of Administrative Services for consideration in developing the 2003–05 Governor’s Recommended Budget. The recommendations shall identify which planning processes, and resources of the principal State partners should be directed by the county comprehensive plans and shall be based on information from the comprehensive plans submitted by the counties.
2. The principal State partners and other affected State agencies shall develop a state-wide plan for children and families based upon the county plans. The State plan shall be based on the needs, priorities, and strategies identified in the county plans and shall include recommendations for State agency actions. The principal State partners shall identify and involve other affected State agencies necessary to address issues identified in the county plans.

3. The principal State partners shall develop formal agreements to improve coordination among the principal State partners and shall develop agreements among the principal State partners and other affected State agencies as necessary. The agreements shall:
  - Identify which resources should be directed by the county comprehensive plans;
  - Identify individual planning processes of the principal State partners and other affected State agencies affected by the State and county comprehensive planning processes;
  - Systematize within each principal State partner how coordination will occur among the principal State partner agencies and programs within those agencies, including reviewing county plans and using information from the county plans in the State planning process;
  - Identify means for systematic communication among principal State partner agency staff at all levels;
  - Recognize the shared responsibility to achieve positive outcomes for children and families;
  - Identify data to be provided to counties for-planning purposes, how it will be made available, and how it will be updated;
  - Identify data counties must collect and report to the State and how to minimize reporting requirements to counties;
  - Identify joint outcome measures and accountability processes that the principal state partners will use.
  - Establish a process and structure for the principal State partners to develop the state-wide plan referred to above;
  - Identify how decisions affecting implementation of Senate Bill 555 will be made within and among the principal State partners; and
  - Identify how to provide coordinated training and technical assistance.
4. All State agencies and programs that serve children and families, directly or indirectly, shall review the contents of the county plans and to the greatest extent possible within the assigned agency mission of each partner incorporate them into their budget and policy development.
5. The principal State partners shall report to the Governor annually on December 1 on the status of compliance with the provisions of this Executive Order.

*Done at Salem, Oregon, this 15th day of July, 2002.*

# APPENDIX G

## Baltimore City Memorandum of Understanding

This agreement, made this 21st day of December, 2000, by and among the Circuit Court for Baltimore City, Family Division—Juvenile (hereinafter “The Juvenile Court”), the Maryland Department of Juvenile Justice (hereinafter “DJJ), The Office Of The State’s Attorney for Baltimore City (hereinafter “State’s Attorney”), The Office of the Public Defender (hereinafter “The Police”), The Maryland Department of Human Resources (hereinafter “The Police”), The Maryland Department of Social Services (hereinafter “DSS”) and The New Baltimore City Board of School Commissioners (hereinafter “School Board”).

Whereas, the parties acknowledge that the Juvenile Court and associated agencies are committed to delivering services to children, youth and families of Baltimore City and the general public; and

Whereas, the parties acknowledge that the Juvenile Court and associated agencies can improve the delivery of services in a more efficient and effective manner to the children, youth and families of Baltimore City and the general public; and

Whereas, all of the parties agree that cooperation, coordination, and collaboration are critical for the effectiveness of service delivery; and

Whereas, research clearly confirms that children who are maltreated by their parents or caretakers not only suffer the immediate consequences of abuse (e.g., physical injury, sexual exploitation, or serious emotional harm) and neglect (e.g., lack of appropriate physical care and supervision, emotional development, and emotional well being) but also are at heightened risk of early onset of and involvement in serious and violent delinquency and other adolescent problem behaviors, including substance abuse, teen pregnancy, low academic achievement, and mental health problems; and

Whereas, developing effective solutions to the inappropriate or unnecessary use of secure juvenile detention is essential; and

Whereas, as the DJJ has funded the design and construction of a multipurpose juvenile justice center in Baltimore City to provide an appropriate physical location for a juvenile



justice center, a juvenile courthouse and numerous collateral offices known as Baltimore City Juvenile Justice Center (hereinafter “the Justice Center”); and

Whereas, the development of the Justice Center presents an opportunity in the State’s largest Juvenile Court to establish new initiatives and procedures that specifically address the unique needs of the at-risk children, youth and families it serves. This opportunity should allow innovative programs and services that are specific to the needs of Baltimore City and possibly differ from those programs and services offered in other subdivisions; and

Whereas, the Juvenile Court is dedicated to serving the best interests of the children and families who appear before the Court while assuring due process and protecting the safety and security of the citizens of Baltimore; and

Whereas, the parties agree to better serve children and families who come into contact with the Juvenile Court, including cases involving delinquency, Children In Need of Supervision (CINS), Children In Need of Assistance (CINA), Termination of Parental Rights (TPR), and adoption; and

Whereas, the parties agree, after the Justice Center is fully operational, to continue to cooperate, coordinate, and collaborate on such issues as case processing, detention reform, management information systems, prevention, early intervention services, the integration of services, the nexus between delinquency and CINA and generally the well being of children and families who come to the Justice Center.

Now therefore, this agreement witnesseth:

1. The recitals shall form a part of the agreement.
2. The parties hereby agree to work in a collaborative manner in developing, piloting, implementing, and evaluating policies, procedures, and “best practices” and the utilization of the Justice Center.
3. The parties hereby agree, that in developing more effective solutions to inappropriate or unnecessary detention of youth, to examine detention reform concepts through development of sound policies, procedures and practices.
4. The parties agree that the use of objective data from juvenile justice and child welfare agencies is essential to implementing new policies, procedures and practices.
5. The parties agree, where appropriate, to pilot new initiatives and to evaluate their success based upon data collected on the new initiatives. The parties further agree to continually review and evaluate those initiatives for purposes of determining their

effectiveness and to establish accountability.

6. The parties hereby acknowledge that each party has certain constitutional and legislative mandates and authority, which cannot be delegated or abdicated. To this end the parties further agree that they each will recognize and respect those proscriptions in developing a collaborative effort.
7. The parties agree that to the extent that the individual signatories are unable to participate in the collaborative process, those signatories will assign a designee with the appropriate authority to permit the collaborative process to continue.

In witness whereof, the parties have caused this Agreement to be executed as of the date first written above.

## **SIGNATORIES**

CIRCUIT COURT FOR BALTIMORE CITY MARYLAND DJJ

THE OFFICE OF THE PUBLIC DEFENDER THE OFFICE OF THE STATE'S ATTORNEY FOR  
BALTIMORE CITY

BALTIMORE CITY POLICE MARYLAND DEPARTMENT OF HUMAN RESOURCES

BALTIMORE CITY DEPARTMENT OF SOCIAL SERVICES THE NEW BALTIMORE CITY BOARD  
OF SCHOOL OF COMMISSIONERS

# APPENDIX H

## Hopetown Hypothetical Agreement

Cooperative Agreement Between the Department of Juvenile Justice, the Department of Family and Children Services, and the Hopetown County Juvenile County.

### **Parties to the Agreement**

This agreement is made and entered into by the Department of Juvenile Justice (hereinafter referred to as “DJJ”), the Department of Family and Children Services (hereinafter referred to as “DFCS”), and the Hopetown County Juvenile Court (hereinafter referred to as “the Court”).

### **Purpose of the Agreement**

The purpose of this agreement is to promote increased cooperation, coordination, and integration at the administrative and service delivery levels for the benefit of children and families within the purview of the DJJ, DFCS, the Court, and any additional signatory agencies party to this agreement.

The parties to this agreement believe that greater multi-system coordination and integration is best accomplished through a comprehensive, strategic planning process that embraces and values inclusion of youth, families, and a broad based representation of youth serving agencies and organizations. Since a wealth of basic and applied research, excellent program and practice models, and accessible resources already exist, the parties to this approach will utilize the best available information, research, and practices to guide the process. This agreement provides a framework for the parties to enhance the level of collaboration and improve the quality of services delivered to youth and families.

### **Areas of Agreement**

The parties to this agreement will identify agency representatives that participate in an ongoing committee organized to address the multiple issues articulated in this agreement. The parties will specify the function, roles, and responsibilities of the committee leadership and members.

The parties to this agreement will assess the current management information systems utilized by participant agencies/organizations and provide a report on the current capacity to share information across agencies/ organizations. The report will identify barriers and

obstacles (both statutory and policy) and jointly provide recommendations to overcome the identified impediments to enhanced information sharing. The report will also identify critical information that must be shared across agencies/organizations to enhance case management and service delivery to youth and families (including but not limited to: previous history of maltreatment; court, educational, medical, psychiatric, and family history; and previous services provided to the youth and family).

The parties to this agreement will identify data sets that must be shared across agencies/organizations (including but not limited to: # of foster care youth detained; # of delinquent youth with previous history of maltreatment; youth referred to the court with active foster care status) and ensure that this information contributes to improved analysis of current trends. This effort will lead to enhanced decision-making, particularly regarding prioritizing the allocation of shared resources among and across agencies/organizations.

The parties to this agreement will conduct an examination of the legal, policy, and procedural mandates unique to each agency/organization in order to make recommendations for changes that will contribute to improved coordination of initial decision-making, case management, and service delivery. The parties agree to provide a report of their findings and recommendations to participant agency/organization leadership.

In conducting the above, the parties to this agreement will provide each other with a written description of:

- agency/organizational structure and analysis,
- case flow processing and analysis, and
- identification and review of currently utilized case/service assessment instruments.

The parties to this agreement will inventory and assess the available services and resources utilized in behalf of youth and families within the jurisdiction. This effort is intended to reduce the unnecessary duplication of services and provide a cross-agency resource for youth and families.

The parties to this agreement will collaboratively develop an inventory of best practices and model or promising programs, and make recommendations for multi-agency development and implementation of selected practices and programs intended to improve the services delivered to youth and families.

The parties to this agreement will examine and analyze current agency/ organization budget and funding requirements to determine the feasibility of blended/integrated/de-categorized funding opportunities to reduce duplication of resources and improve service delivery for youth and families. This effort will produce findings and recommendations and include, but not limit identification of potential additional funding sources for: administrative collaboration, development of management information systems, program development and implementation, and process and outcome evaluation.

The parties to this agreement will develop a timeline for the completion of the tasks enumerated in this memorandum (including reports and analysis and implementation).

# APPENDIX I

## Discussion Questions for Barriers to Integration and Coordination<sup>1</sup>

### Legal Issues

- What funds are available to support various components of the model (e.g., assessment, services delivery, personnel costs, training, and mechanisms for sharing information)? How can funds be combined to meet a family's multiple needs?
- Who is eligible for what services and supports? What eligibility review is required? Does the review become more complicated if funding streams and programs are combined?
- What about confidentiality? Are there statutes, regulations, or policies that prevent information gathered by a worker in one program from being shared with workers in other programs?
- How are costs to be allocated when funds from a variety of funding streams or programs are used jointly? For example, if cross-training is provided to staff from five different programs, which programs pay for what part of the training?
- How do requirements about management information systems help or hinder the integration of services for families? How do cost allocation requirements impact the ability to develop joint management information structures?
- How can waiver authority facilitate cross-program integration where barriers exist?

### Information System Challenges

- How can existing information systems be used to promote coordination and integration cross programs? For example, can the systems in relevant programs interface with each other to share information? Can they work together to facilitate reporting of all required data?
- Is there a single information system that can be used to determine eligibility for relevant programs and track individual and family progress towards desired goals?
- If the information systems do not facilitate coordination and integration, can new systems be developed and implemented? Can problems in existing systems be worked around?
- Can confidentiality be protected as needed while utilizing the information system(s)?
- Are there adequate resources to re-program information systems in ways that facilitate integration?

## **Concerns Raised by Performance Indicators**

- How do performance goals for various programs encourage or discourage cooperation and integration across programs?
- To what extent are the performance indicators for relevant programs consistent?
- What services and activities get fewer resources and less attention because performance indicators do not measure them?

## **Managerial or Administrative Issues**

- Who will administer the services in an integrated model?
- Will a single caseworker conduct an assessment or will the assessment be conducted by a multi-disciplinary team?
- Will families have a primary caseworker despite their involvement in multiple programs and services?
- Will services be co-located so that families receive services in a single place? If co-location is not feasible, what structural or procedural components can be put in place to ensure that service delivery is seamless?
- What is the appropriate level of expertise needed by any given worker for the integrated model to work?
- Will there be joint case plans (e.g., a single plan for all programs in which the family participates) or is joint case planning sufficient (e.g., multiple plans that are complimentary, not conflicting)?
- How will the use of funds be tracked and reported? What mechanisms are needed to ensure that relevant reporting requirements are met when multiple funding streams are utilized?
- What decision-making provisions are needed to determine whether the benefits of using a funding stream for a particular purpose outweigh the “costs” of using that funding stream? In other words, when do costs of fulfilling the reporting requirements, meeting the performance indicators, and complying with the requisite cost allocation methodologies outweigh the costs of using a particular funding stream?

## **Endnote**

1. Source: Hutson (2004).

# APPENDIX J

## Descriptions of Federal Programs for Children and Families<sup>1</sup>

### TANF

The Temporary Assistance for Needy Families (TANF) program (Hutson, 2004)<sup>2</sup> replaced the Aid to Families with Dependent Children (AFDC) program in 1996. Under TANF, states receive a lump sum of money that can be used to provide an array of supports and services, not just cash assistance. Spending must be consistent with at least one of the following purposes:

- (1) provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives;
- (2) end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage;
- (3) prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies; or
- (4) encourage the formation and maintenance of two-parent families.<sup>3</sup>

Eligibility for assistance is limited to “needy families,” but states have broad discretion in defining the income level that constitutes “needy.” There is a federal time limit of 60 months on the receipt of “assistance” (essentially payments designed to meet basic needs and child care and transportation assistance for families that are not employed). However, states can impose shorter time limits if they wish.

### SNAP

The Supplemental Nutrition Assistance Program<sup>4</sup> is a federally funded, state-administered program that provides nutrition assistance to low-income families, elderly persons, individuals with disabilities, and childless adults to enhance their food purchasing power. Eligibility is time-limited for some unemployed, able-bodied adults without children, but not for families with children or those who are elderly or disabled. The federal government sets most rules, including eligibility requirements (130 percent of the federal poverty level [FPL]) and benefit levels. States have significant flexibility regarding benefit delivery policies, such as recertification requirements. States also have some flexibility regarding eligibility policies, such as establishing asset limits or creating a transitional Food Stamp benefit for families leaving welfare. The federal government pays 100 percent of the benefit with states sharing 50 percent of the administrative costs. Food Stamp funding is an open-ended entitlement for states—they receive funding for every eligible person the state serves.



## **Child Support**

The Child Support program<sup>5</sup> is jointly administered and funded by federal, state, and county governments. The child support program enforces child support obligations by attaching part of the income of non-custodial parents and transferring it to their children. The program establishes the legal relationship between unmarried fathers and their children, sets child support orders, and obtains health insurance for the children. Programs in some states link parents to employment and other services. Like Food Stamps, the basic child support funding is an open-ended entitlement.

## **Medicaid**

Medicaid<sup>6</sup> finances health insurance for low-income children, families, pregnant women, the elderly and person with disabilities. The federal and state governments, with the federal government paying half or more of the costs, jointly fund the program. Medicaid is administered by states within federal guidelines. Eligible persons fall into one of three basic groups: parents and children; the elderly; and individuals with disabilities. Eligibility requirements vary, but individuals in each of the three groups must have income and assets below specified thresholds. States can have broader eligibility coverage but at a minimum must cover children under age 6 in households up to 133 percent of the FPL and children under age 19 up to 100 percent of the FPL. States must also cover certain very low-income parents. States are required to cover a specific set of services and can adopt optional coverage of others.

With the passage of the Patient Protection and Affordable Care Act (Affordable Care Act) of 2010 on January 1, 2014 all children, parent and childless adults under 65 who have incomes up to 133% of the FPL will become eligible for Medicaid. The expanded eligibility will be available to persons in states that have chosen to accept the expansion.

As with Food Stamps and Child Support, Medicaid is an open-ended entitlement for states.

## **CHIP**

The Children's Health Insurance Program<sup>7</sup> provides health care coverage for children in families with income too high to qualify for Medicaid but can't afford private insurance. States have broad discretion in setting income eligibility and eligibility varies across states. While a couple of states have eligibility lower than 200 percent of FPL, most states are in the range of 200-300 percent of FPL. States can use CHIP funds to expand their Medicaid programs, create a separate state health insurance program or to do both. The Affordable Care Act of 2010 maintains CHIP eligibility standards in place as of enactment through 2019.

## **CCDF**

The Child Care Development Fund awards funds to states to provide child care subsidies to low-income families and funds to improve the quality and availability of child care services. States set the income eligibility for their subsidy program, but federal funds cannot be used for families with incomes above 85 percent of the state median income. Children are eligible for CCDF-funded subsidies if they are younger than 13 (or in many states 19 if the child cannot care for himself or herself due to a disability, or is under court supervision) and if their parents are working or in education or training.

## **Substance Abuse Grant**

The Substance Abuse Prevention and Treatment Block Grant<sup>8</sup> provides states with lump sum funding for preventing and treating substance abuse. States have broad discretion in how these funds are used, although there are some limitations; including limitations on the circumstances under which inpatient treatment can be supported with these funds and a limitation on the amount spent for services provided in a penal or correctional institution. There are also requirements that certain percentages of the funds will be spent on prevention and on services for women.

## **Mental Health Grant**

The Mental Health Services Block Grant<sup>9</sup> provides states with lump sum funding to help states provide comprehensive community mental health services. States have broad flexibility in the use of these funds. However, a certain portion of the funds must be spent to provide integrated systems of services for children. In addition, there are some limitations on spending, including a prohibition on the use of funds to provide inpatient treatment.

## **Family Violence Grant**

The Family Violence Prevention and Services Grant provides states and tribes with lump sum funding to increase public awareness about and prevent family violence and to provide for immediate shelter and related assistance to victims of family violence, including their children. States and tribes distribute these funds to local public agencies and nonprofit organizations, but must ensure that at least 70 percent of the funding is allocated to entities that provide immediate shelter and related assistance and that at least 25 percent of the funding goes for providing related assistance, which includes prevention and outreach services, counseling, transportation and child care. The funds cannot be used to provide direct financial payments to victims of family violence, but can be used to help them obtain financial assistance and health care through other programs. In addition to providing funding for shelter and related assistance (80 percent of total funding) the Family Violence Grant provides

funding for state domestic violence coalitions and for technical assistance through National Domestic Violence Resources Centers.

### **CAPTA Grants**

The CAPTA provides several different discretionary funding streams. One provides funding and guidance to states to improve their CPS systems (e.g., the investigation and prosecution of child abuse and neglect cases). CAPTA also provides funding for innovative research and demonstration projects and for community-based efforts that support and strengthen families to reduce the likelihood of child maltreatment.

### **Child Welfare Services Grant**

The Child Welfare Services Grant<sup>10</sup> (Title IV-B, Subpart 1, of the Social Security Act), provides matching funds to states for a wide range of child welfare services. The definition of services that can be supported includes services aimed at: “(A) protecting and promoting the welfare of all children; (B) preventing or remedying...the neglect, abuse, exploitation, or delinquency of children; (C) preventing the unnecessary separation of children from their families; (D) restoring to their families children who have been removed; (E) placing children in suitable adoptive homes; and (F) assuring adequate care of children away from their homes.”

### **PSSF Grant**

The Promoting Safe and Stable Families Grant<sup>11</sup> (Title IV-B, Subpart 2, of the Social Security Act) provides states matching funds for a set of family support, family preservation, time-limited reunification and adoption support services.

### **Foster Care and Adoption Grants**

The Foster Care and Adoption Assistance Grants<sup>12</sup> (Title IV-E of the Social Security Act) guarantee reimbursement to states for a portion of the foster care costs of certain children. A child is entitled to federally funded foster care maintenance payments if: (1) he or she is removed from the home of his or her parents or specified relatives pursuant to a voluntary placement agreement or judicial order; (2) responsibility for the care and placement of the child rests with the child welfare agency; and (3) at the time of removal, the child’s family meets the state’s 1996 AFDC eligibility criteria. The federal government reimburses states at their Medicaid matching rate for each eligible child. In addition, the federal government reimburses states for certain training expenses at a 75 percent match rate and for administrative expenses and certain child placement costs at a 50 percent match rate.

These Grants also provide financial assistance to adoptive parents on behalf of certain children with special needs. Although states have discretion defining “special needs,” a child generally meets the criteria if he or she has a condition that makes it unlikely that he or she will be adopted absent financial assistance. The adoptive parents of a child with special needs are entitled to payments for certain non-recurrent adoption expenses. If the child had met Title IV-E foster care requirements or the eligibility criteria for Supplemental Security Income (SSI), the state may provide the parents with on-going assistance payments and seek reimbursement from the federal government at the state’s Medicaid match rate. States are also entitled to reimbursement for certain training costs at a 75 percent federal match rate and for administrative costs and certain child placement activities at a 50 percent match rate. As with Food Stamps, Medicaid, and Child Support, the Foster Care and Adoption Assistance Grants are open-ended entitlements to the state.

With the passage of the Fostering Connections to Success and Increasing Adoptions Act of 2008 (P.L. 110-351), states have the option of providing kinship guardianship assistance payments under Title IV-E for relatives taking legal guardianship of children who have been in foster care. The law also extended categorical eligibility for Medicaid for children receiving kinship guardianship assistance payments. It also gave states the option of extending Title IV-E Foster Care, Adoption and Guardianship up to age 21 if certain conditions are met.

### **CSBG**

The Community Services Block Grant<sup>13</sup> provides very flexible funding to states “to ameliorate the cause of poverty in communities.” At least 90 percent of the funding received by states is to be distributed by the state to local community action agencies and other neighborhood organizations. Up to 10 percent of a state’s funds can be used by the state to provide technical assistance, training, coordination, communication services, and other statewide activities that help support the work of local agencies.

### **SSBG**

The Social Services Block Grant<sup>14</sup> provides very flexible funding to states to provide a broad range of social services. The goals of SSBG include helping families achieve and maintain economic self-support and self-sufficiency, preventing or remedying maltreatment of children or adults unable to protect themselves, preventing or reducing inappropriate institutional care by providing community-based or home-based services, and securing referrals for institutional care when other forms of care are not appropriate.

## Endnotes

1. Original summary reprinted with permission of CLASP; updated for the third edition of Guidebook.
2. 42 U.S.C. § 601 et seq. For an overview of allowable spending under TANF, see U.S. Department of Health and Human Services, *Helping Families Achieve Self-Sufficiency: A Guide to Funding Services for Children and Families through the TANF Program* (1999), <http://www.acf.hhs.gov/programs/ofa/resource/tanf-funding-guide>
3. For an overview of allowable spending under Temporary Assistance to Needy Families, see: U.S. Department of Health and Human Services (2013).
4. 7 U.S.C. § 2011 et seq.
5. 42 U.S.C. § 651 et seq.
6. 42 U.S.C. § 1396 et seq.
7. 42 U.S.C. § 1397aa et seq.
8. 42 U.S.C. § 300x-21 et seq.
9. 42 U.S.C. § 300x-1 et seq.
10. 42 U.S.C. § 622 et seq.
11. 42 U.S.C. § 629 et seq.
12. 42 U.S.C. § 670 et seq.
13. 42 U.S.C. § 9901 et seq.
14. 42 U.S.C. § 96.70 et seq.

# APPENDIX K

## Summaries of Federal Programs for Juvenile Justice

### **Title V**

Community Prevention Grants Program: The Title V Incentive Grants for Local Delinquency Prevention Program is commonly known as the Community Prevention Grants Program and is administered by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Congress authorized it as part of the 1992 reauthorization of JJDP of 1974. Title V, the only federal funding source specifically dedicated to delinquency prevention, created a federal grants program to fund collaborative, community-based delinquency prevention efforts to reach youth in high-risk situations before they make poor choices. The program provides local jurisdictions with the resources needed to implement a comprehensive delinquency prevention strategy that is best suited to that community.

Communities have used Title V funds for a range of prevention programs and activities from pre- and postnatal strategies, such as nurse home visitation and preschool/parent training programs, to youth development initiatives involving the mentoring, after school activities, tutoring, truancy, and dropout reduction. The Title V Program led to the creation of three delinquency prevention programs that were funded under Title V—the Community Prevention Grants program, the Tribal Youth Program (TYP), the Enforcing Underage Drinking Laws (EUDL) program which are still funded today. Despite decreasing funding levels from approximately \$95 million in 2003 to approximately \$20 million in 2012, the program continues to provide incentives to states and local jurisdictions to develop improved delinquency prevention services and alternatives.

### **JAIBG**

Congress created JAIBG in the appropriations for the Departments of Commerce, Justice, and State; the judiciary; and related agencies for FY 1998, passed on November 26, 1997 (P.L. 105-119). The appropriation for JAIBG was \$250 million. OJJDP has been administering the JAIBG program. Funds are available on a formula basis. This formula provides a minimum allocation of 0.5% of the available funds to each state, with the remaining funds allocated to each eligible state based on relative share of the aggregate of all states' population of people younger than 18. The purpose of JAIBG is to provide states and local governments with funds to develop programs to promote greater accountability in the juvenile justice system. Since FY 2002, the program has faced severe cuts in appropriations and Congress recently funded it at less than 20% of the original appropriation in FY 1998.

## **Defending Childhood Initiative**

The U.S. Department of Justice (DOJ) launched the Defending Childhood initiative on September 23, 2010, to address the exposure of America's children to violence as victims and as witnesses. Children's exposure to violence, whether as victims or witnesses, is often associated with long-term physical, psychological, and emotional harm. Children exposed to violence are also at a higher risk of engaging in criminal behavior later in life and becoming part of a cycle of violence. In 2010, DOJ awarded grants to eight sites in cities and tribal communities around the country to develop strategic plans for comprehensive community-based efforts that will further demonstrate the goals of this initiative. Each of these sites received additional support in 2011 to help launch, sustain, and expand programs and organizations focused on the development of community-based solutions to address the problem. Four sites will be supported to develop comprehensive demonstration projects. In addition to the demonstration program grants, the Department of Justice is committing additional funding for research, evaluation, public awareness and training for professional members and affiliates of national organizations through the initiative. The Federal partners include: the Executive Office of United States Attorneys, Federal Bureau of Investigation, Office of Community Oriented Policing Services (COPS), Office on Violence Against Women, and the Office of Justice Programs.

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Janet K. Wiig is the Senior Policy and Planning Advisor for the Robert F. Kennedy National Resource Center for Juvenile Justice at the Robert F. Kennedy Children's Action Corps, where she previously served as Co-Director of the MacArthur Foundation's *Models for Change: Systems Reform in Juvenile Justice* initiative. She has over 30 years experience working with government and non-profit organizations in the fields of child welfare and juvenile justice. Prior to coming to RFK, she served as Director of the Juvenile Justice Division and Senior Consultant with the Child Welfare League of America; Executive Director of the Institute on Criminal Justice at the University of Minnesota Law School; Assistant County Attorney in Hennepin County, Minnesota; Assistant Commissioner and Director of Children's Services at the Minnesota Department of Human Services; and Director of the Court Appointed Special Advocates (CASA) program and a Court Administrator in the Los Angeles Juvenile Court.

She is nationally recognized for her pioneering work in the area of very young offenders and as a leader on the relationship between child maltreatment and juvenile delinquency. Among her other publications, as lead or contributing author, are: *Understanding Child Maltreatment and Juvenile Delinquency: From Research to Effective Program, Practice and Systemic Solutions*; "Legal Issues" in *Child Delinquents: Development, Intervention, and Service Needs*; *Dual Status Youth - Technical Assistance Workbook*; *Addressing the Needs of Multi-System Youth: Strengthening the Connection between Child Welfare and Juvenile Justice*; *Models for Change Information Sharing Toolkit*; *Sustaining Change: A Models for Change Guidebook*; and *Probation Review Guidebook*.

Ms. Wiig has provided consultation and technical assistance on juvenile justice and child welfare issues to state and local jurisdictions in the areas of program design; policy analysis; case flow management; best practices and probation system reviews; information sharing; and multi-system collaboration.

## **John A. Tuell, MA**

John A. Tuell currently serves as the Executive Director for the Robert F. Kennedy National Resource Center for Juvenile Justice at the Robert F. Kennedy Children's Action Corps. Prior to this appointment, Mr. Tuell served as the Co-Director of the MacArthur

Foundation's *Models for Change: Systems Reform in Juvenile Justice* initiative at the Robert F. Kennedy Children's Action Corps. From 2009-2013, Mr. Tuell also served as the President of Tuell & Associates Consultation, LLC which provided consultation and technical assistance in juvenile justice, child welfare and multi-system reform and quality improvement.

In the past twelve years, Mr. Tuell and his colleague, Janet K. Wiig, have created and enhanced the framework upon which this third edition of the Guidebook is based. Mr. Tuell has worked extensively with experienced leaders and practitioners to identify the critical obstacles and opportunities to improve multi-system coordination and integration, and worked with the RFK National Resource Center staff to provide technical assistance and consultation to dozens of state and local jurisdictions to improve outcomes for dual status youth and their families. Mr. Tuell has been an author or contributing author to numerous publications and issue briefs including: *Dual Status Youth - Technical Assistance Workbook*; *Promoting a Coordinated and Integrated Child Welfare and Juvenile Justice System*; *Understanding Child Maltreatment and Juvenile Delinquency: From Research to Effective Program, Practice and Systemic Solutions*; *Addressing the Needs of Multi-System Youth: Strengthening the Connection between Child Welfare and Juvenile Justice*; *Models for Change Information Sharing Tool Kit*; and *Probation Review Guidebook*.

Prior to the initiation of the systems integration work in 2001, Mr. Tuell served in the U.S. Department of Justice from 1997-2001, during which time he was the Deputy Director of the State Relations and Assistance Division in the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Mr. Tuell worked from 1979-1997 in the Fairfax County, Virginia Juvenile and Domestic Relations District Court as a field office probation supervisor, intake officer, and administrator at a twenty-two bed, residential treatment facility for serious and chronic juvenile offenders.

### **Jessica K. Heldman, JD**

Jessica K. Heldman is the Associate Executive Director of the Robert F. Kennedy National Resource Center for Juvenile Justice at the Robert F. Kennedy Children's Action Corps. Since 2004, Ms. Heldman has led work in systems integration as a consultant for Children's Rights in New York City, the Child Welfare League of America, the Robert F. Kennedy Children's Action Corps, and Georgetown University's Center for Juvenile Justice Reform. In this capacity, Ms. Heldman has assisted numerous state and local jurisdictions in reform efforts that include legal analysis, practice development, and culture change. Ms. Heldman is the author of *A Guide to Legal and Policy Analysis for Systems Integration*

and co-author of the *Dual Status Youth-Technical Assistance Workbook*. Ms. Heldman has experience in representation of dependents and delinquents in juvenile court, policy research and development, and impact litigation on behalf of foster children.

Ms. Heldman graduated *magna cum laude* from the University of San Diego School of Law and its Children's Advocacy Institute, where she was a member of the *San Diego Law Review* and awarded the James A. D'Angelo Outstanding Child Advocate Award. She is the author of the *San Diego Law Review* comment *Court Delay and the Waiting Child*. Ms. Heldman has also practiced for the law firm of Golden & Cardona-Loya, LLP in San Diego, CA and is a member of the State Bar of California.

Prior to working in the fields of law and policy, Ms. Heldman worked as an arts educator developing and teaching educational arts programming for dependent and delinquent youth in a variety of settings including emergency shelters, group homes, and court schools.



# ModelsforChange

Systems Reform in Juvenile Justice

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An initiative supported by the John D.  
and Catherine T. MacArthur Foundation  
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# 5. Dually Involved Youth



## Dually Involved Youth

The State Cannot Determine the Effectiveness of Efforts to Serve Youth Who Are Involved in Both the Child Welfare and Juvenile Justice Systems

Report 2015-115

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February 25, 2016

2015-115

The Governor of California  
President pro Tempore of the Senate  
Speaker of the Assembly  
State Capitol  
Sacramento, California 95814

Dear Governor and Legislative Leaders:

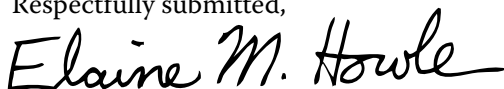
As requested by the Joint Legislative Audit Committee, the California State Auditor presents this audit report concerning youth who are involved in both the child welfare system and the juvenile justice system (dually involved youth). This report concludes that, absent a requirement to do so, most of the counties we visited have not monitored outcomes to assess the effectiveness of their efforts with dually involved youth. For example, none of the counties tracked outcomes related to graduation rates for this population. While state law does not require state agencies to provide guidance or counties to track such information, best practice models recommend collecting data and tracking outcomes.

To better address the needs of dually involved youth, various national best practices suggest that agencies start by designing and implementing uniform data collection and reporting systems, identifying their population of dually involved youth, and then beginning to track certain attributes and outcomes such as information related to youths' delinquent activities, placements, and history of maltreatment. In California, state agencies have provided the counties with only limited guidance related to tracking dually involved youth. Specifically, the State has not defined key terms or established outcomes to track related to dually involved youth, thus it cannot monitor the outcomes for this population statewide. Furthermore, the State cannot perform a robust comparison between the populations of youth involved in dual status and nondual status counties.

Since the initial implementation of dual status protocols in January 2005, state law gives counties the option of developing local dual status protocols that designate certain youth as both dependents and wards of the court in order to maximize support for these children. Depending on the county in which they live, when youth who are already dependents of the court are adjudicated as wards of the court, they may either have their dependency case closed (crossover youth) or fall under the jurisdiction of both dependency and delinquency simultaneously (dual status youth). As of February 2016 the Judicial Council reports that 18 counties have adopted dual status protocols.

Based on our review of the outcomes and services reported in the case files of 166 youth who were adjudicated as dual status youth in three dual status counties (Los Angeles, Riverside, and Santa Clara) or as crossover youth in three nondual status counties (Alameda, Kern, and Sacramento), we found youth in the dual status counties appeared to have less juvenile justice involvement than those in the nondual status counties. However, the model that counties chose to use in serving dually involved youth did not appear to greatly affect the number of services offered or the outcomes achieved for these youth. In both types of counties, the number of services offered increased significantly after a youth's joint assessment hearing. Moreover, we noted that both dual and nondual status counties had similar outcomes related to out-of-home placements.

Respectfully submitted,



ELAINE M. HOWLE, CPA  
State Auditor

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## Summary

### Results in Brief

State-level agencies have provided limited guidance to county agencies regarding youth who are involved in both the child welfare system and the juvenile justice system (dually involved youth) because state law does not require them to do so. As a result, counties have used their own discretion in determining the degree to which they track the population and outcomes of these youth. While the State does not mandate such tracking, best practice models recommend collecting data and tracking outcomes. Since January 2005 state law grants counties the option of developing local dual status protocols that designate certain youth as both dependents and wards of the court in order to maximize support for these children. Depending on the county in which they live, when youth who are already dependents of the court are adjudicated wards of the court, they may either have their dependency case closed (crossover youth) or fall under the jurisdiction of both dependency and delinquency simultaneously (dual status youth). Previously, state law required counties to terminate the dependency cases of youth in the child welfare system who were declared wards of the court, thus placing these youth within the sole jurisdiction of the counties' probation agencies. Before the law changed, California was one of only two states in the nation that did not use some form of dual status. As of February 2016 the Judicial Council reports that 18 counties have adopted dual status protocols. Six of these counties have populations greater than 1 million—the counties of Los Angeles, San Diego, Orange, Riverside, San Bernardino, and Santa Clara. Collectively, these 18 counties represent 67 percent of the State's population.

Since the initial implementation of dual status protocols in 2005, state agencies have provided the counties with only limited guidance related to tracking dually involved youth. Specifically, the State has not defined key terms or established outcomes to track related to dually involved youth, thus it cannot monitor the outcomes for this population statewide. For example, our review of three counties that adopted dual status protocols (dual status counties)—Los Angeles, Riverside, and Santa Clara—and three nondual status counties—Alameda, Kern, and Sacramento—revealed that the six counties had different definitions for *recidivism*. Some counties define recidivism based on the period when the subsequent offense occurs as well as the severity of the offense. Specifically, counties' various definitions of the recidivism period included the youth's probationary period, the six-month period following disposition, the six-month period following the termination of the youth's probation, and the three-year period

### Audit Highlights . . .

*Our audit concerning youth who are involved in both the child welfare system and the juvenile justice system (dually involved youth) highlighted the following:*

» *Since 2005 State agencies have provided limited guidance to county agencies related to tracking dually involved youth and cannot monitor the outcomes for this population statewide.*

- *Counties use their own discretion in determining the degree to which they track the population and outcomes of these youth.*

- *The outcomes counties track are likely not comparable, and therefore, it is difficult to measure the success of their efforts.*

» *To facilitate county tracking of dually involved youth, the State could require the California Department of Social Services to improve its statewide case management system's functionality.*

» *Five of the six counties we reviewed could not accurately identify the total number of youth they had declared as dually involved from January 2012 through December 2014—most of the counties use their own data systems for identifying this population which contain inaccurate or incomplete data.*

» *In reviewing the case files of 166 youth, we found that:*

- *Youth in dual status counties received more continuity of services from social workers and dependency attorneys than did the youth in nondual status counties.*

- *Counties provided little in the way of continuity of court appointed special advocates.*

following the youth's first entry into probation.<sup>1</sup> County definitions of *recidivism events* also differ, as some counties consider new sustained violations of probation as *recidivism* while others include only new citations and arrests. Until the State establishes standard definitions, the outcomes counties decide to track are unlikely to be comparable, making it difficult to determine the success of county efforts.

State law initially required the Judicial Council of California (Judicial Council), which is responsible for creating rules of court that litigants in juvenile court must follow, to collect data and prepare an evaluation of the counties' implementation of dual status protocols. However, this data collection requirement only applied to the two years following the State's first dual status case in 2005. The Judicial Council completed its evaluation and published its findings in a 2007 report. The report concluded that at the time of the study, counties were still in the formative stages of implementing their dual status protocols and that the Judicial Council could not yet assess the outcomes of dual status cases. Currently, counties are no longer required to submit their protocols to the Judicial Council, and the Judicial Council is no longer required to review them. Thus, the Judicial Council is no longer required to assess whether counties have appropriately addressed the need for data collection within their dual status protocols. Nevertheless, the Judicial Council established, by rule of court, a Family and Juvenile Law Advisory Committee (committee) that makes recommendations for improving the administration of justice in all cases involving marriage, family, or children, including issues specific to dually involved youth. Therefore, we believe that the Judicial Council is best positioned to facilitate discussions between state and county-level stakeholders.

In order to facilitate county tracking of dually involved youth, the State could require the California Department of Social Services (Social Services) to improve the functionality of the State's Child Welfare Services/Case Management System (statewide case management system). Various national best practice models suggest that agencies start by designing and implementing uniform data collection and reporting systems, identifying their population of dually involved youth, and then beginning to track certain attributes and outcomes. Social Services provided county child welfare service (CWS) agencies with some guidance pertaining

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<sup>1</sup> A *disposition* is the action to be taken or treatment plan decided on by the court, after the court sustains a petition. A petition is a document filed by the district attorney alleging that a youth committed an offense. A judge will sustain a petition if he or she finds the allegations against the youth to be true. A sustained petition is similar to a finding of guilt in an adult criminal proceeding.



to dually involved youth in 2006, stating that it would provide instructions at a later date on documenting dual status cases within the statewide case management system. Although Social Services updated the system in 2010 to allow probation agencies to access the statewide case management system, it never provided instructions for documenting dual status cases. According to Social Services' Permanency Policy Bureau Chief (bureau chief), Social Services can improve the functionality of the statewide case management system to facilitate the identification of dually involved youth statewide. However, the bureau chief told us that for Social Services to implement such a change to the statewide case management system, the Legislature must sanction the change and reimburse counties for any increase in mandated county workload. Nevertheless, because county staff already use the statewide case management system to manage certain aspects of their cases, we do not believe implementing this change would result in a significant additional cost.

We noted that most of the counties we visited have not monitored outcomes to assess the effectiveness of their efforts with dually involved youth because they are not required to do so. For example, none of the counties tracked outcomes related to graduation rates for this population. Although Los Angeles County and Santa Clara County track some outcomes related to arrests, sustained petitions, and permanent placements for a small subset of their dually involved youth, the rest of the counties track these outcomes only for their broader population of youth in the juvenile justice system.

The counties we visited were unable to report outcomes specific to their population of dually involved youth because they cannot accurately identify these youth. Specifically, five of the six counties could not accurately identify the total number of youth they had declared as dually involved during our audit period—January 2012 through December 2014. Most of the counties we visited use their own data systems to identify this population; however, these data systems contain inaccurate or incomplete data. Counties are not required to maintain accurate and complete data on the outcome of joint assessment hearings, at which judges determine whether to place dually involved youth under the supervision of the county welfare or juvenile justice system. Thus, any observations about how frequently hearings result in a youth's formal involvement with the juvenile system might be reflective of errors, rather than differences in the counties' processes. Therefore, the State cannot perform a robust comparison between the populations of dually involved youth in dual status and nondual status counties. Despite these issues, we noted that four of the counties—Alameda, Los Angeles, Sacramento, and Santa Clara—that are implementing best practice models related to dually involved youth have recently started developing mechanisms to track these data.

We reviewed the outcomes and services reported in the case files of 166 youth who were adjudicated as dual status youth in the three dual status counties or as crossover youth in the three nondual status counties during our audit period. We found that a county's decision to implement dual status protocols did not appear to greatly affect the number of services offered or the outcomes achieved for these youth. Although the youth in the dual status counties appeared to have less juvenile justice involvement than those in the nondual status counties, we noted that both dual and nondual status counties had similar average numbers of out-of-home placements after a youth's joint assessment hearing. Furthermore, all six of the counties we visited provided a variety of services to dually involved youth, including mental health, substance abuse, youth development, and education services. Our review revealed that these youth typically received a significantly higher number of services after they became wards of the court in both dual status and nondual status counties. However, we also found that youth in dual status counties received more continuity of services from social workers and dependency attorneys than did the youth in nondual status counties because nondual status counties must close youths' dependency cases when they become wards of the court, whereas dual status counties may keep the youths' dependency cases open. We also noted that regardless of dual or nondual status, the counties provided little in the way of continuity of court appointed special advocates because few of the youth received those services before becoming wards.

### **Recommendations**

To ensure that CWS and probation agencies are able to identify their populations of dually involved youth, the Legislature should require Social Services to do the following:

- Implement a function within the statewide case management system that will enable county CWS and probation agencies to identify dually involved youth.
- Issue guidance to the counties on how to use the statewide case management system to track joint assessment hearing information completely and consistently for these youth.

To better understand and serve the dually involved youth population, the Legislature should require the Judicial Council to work with county CWS and probation agencies and state representatives to establish a committee or work with an existing committee to do the following:

- Develop a common identifier counties can use to reconcile data across CWS and probation data systems statewide.
- Develop standardized definitions for terms related to the populations of youth involved in both the CWS and probation systems, such as dually involved, crossover, and dual status youth.
- Identify and define outcomes for counties to track for dually involved youth, such as outcomes related to recidivism and education.
- Establish baselines and goals for those outcomes.
- Share this information with the Legislature, so it can consider whether to require counties to utilize and track these elements.

If the State enacts data-related requirements, it should require the Judicial Council's committee to compile and publish county data two years after the start of county data collection requirements.

To identify their population of dually involved youth, CWS and probation agencies within each county should do the following:

- Designate the data system they will use for tracking the dates and results of joint assessment hearings.
- Provide guidance or training to staff on recording joint assessment hearing information consistently within the designated system.

### **Agency Comments**

The counties and the Judicial Council generally agreed with our findings and recommendations. Alameda County and Social Services did not provide responses to the audit.

# Introduction

## Background

According to the Conrad N. Hilton Foundation, research indicates that youth who are aging out of the child welfare system have lower educational achievement and more often struggle in their early adult years with issues such as homelessness, behavioral health disorders, unemployment, and criminal justice involvement than do youth without child welfare involvement. In addition, recent research on youth who are involved with both the child welfare system (dependency) and the juvenile justice system (delinquency) has demonstrated that these dually involved youth have even worse outcomes than youth without cross-system involvement.

Juvenile dependency cases generally start when counties receive reports indicating that children are at risk of neglect or abuse. After conducting investigations, child welfare service (CWS) agencies may file court petitions alleging actual or immediate danger to youth in their counties. If the safety of these youth cannot be assured at home, they can be removed from parental custody and placed in protective court custody. Judges may declare youth dependents of the juvenile dependency court when their homes are unfit because of abuse, neglect, or cruelty. County CWS agencies also provide a full array of social and health services that focus on the safety and well-being of dependent youth. The text box defines key terms that describe dually involved youth as used in this report.

A youth's delinquency involvement may begin with a citation or when an officer arrests him or her. Juvenile delinquency cases generally begin when county district attorneys file petitions alleging that a youth has committed certain felonies, misdemeanors, or status offenses, such as truancy and curfew violations. At dispositional hearings, judges may declare the youth a ward of the juvenile delinquency court, allowing the court to make decisions about this youth in place of, or in addition to, his or her parents. The court may make decisions about the care, supervision, custody, conduct, and support of these youth, including medical treatment. County probation agencies (probation) enforce court orders, and may detain and provide services to those youth who are wards of the court. Depending on the county in which they live, when youth who are already dependents of the

### Key Terminology as Used in This Report to Describe Dually Involved Youth

**Dually Involved Youth**—Youth who are involved with both the child welfare system (dependency) and the juvenile justice system (delinquency) regardless of whether the courts adjudicate them as dependents and wards simultaneously.

**Dual Status Youth**—Youth adjudicated simultaneously as a dependent child and a ward of the juvenile court.

**Dependent Child of the Court**—Youth who are under the primary responsibility of the dependency court because they have suffered—or there is a substantial risk they will suffer—abuse, neglect, or cruelty.

**Ward of the Court**—Youth who are under the primary responsibility of the delinquency court because they violated the law. If the delinquency court declares a youth a ward of the court, it may make orders for the care, supervision, custody, and support of the minor, including medical treatment.

**Crossover Youth**—Dependent youth who have had their dependency cases terminated after being adjudicated wards of the court.

Sources: Georgetown University Center for Juvenile Justice Reform's *Crossover Youth Practice Model*, and Welfare and Institutions Code sections 241.1, 300, 602, 726, and 727.

### Key Terminology Used in Juvenile Delinquency Court

**Sustained Petition**—A petition is a document filed by the district attorney alleging that a youth committed an offense. A judge will sustain a petition if he or she finds the allegations against the youth to be true. A sustained petition is similar to a finding of guilt in an adult criminal proceeding. A dismissed petition is similar to finding an adult not guilty.

**Adjudication**—A judge's determination as to whether a youth committed the charged offense. An *adjudicated* juvenile is akin to a *convicted* adult.

**Disposition**—The action to be taken or treatment plan decided on by the court. After the court sustains a petition, an adjudicated youth receives a disposition hearing and may be placed on probation and sent to a probation camp. If the judge determines the youth did not commit the charged offense, there will be no disposition hearing.

Sources: Legislative Analyst's Office, California Courts, the United States Department of Justice, First District Appellate Project, and Santa Clara Superior Court websites.

court are adjudicated wards of the court, they may either have their dependency case closed (crossover youth) or fall under the jurisdiction of both dependency and delinquency simultaneously (dual status youth). The text box defines certain key terms related to juvenile delinquency court proceedings, as used in this report.

Before 2005 state law required courts to determine which status was most appropriate for youth—dependency or delinquency; however, effective January 2005, the Legislature amended state law to grant each county the option of developing a dual status protocol that would permit the court to designate certain youth as dual status youth, i.e., simultaneously dependents and wards of the court. These dual status youth protocols are required to contain procedures to ensure both a seamless transition between dependency and wardship jurisdiction and a continuity of services. According to the bill analysis, before the law changed, California was one of only two states in the nation that did not use some form of dual status. As of February 2016, the Judicial Council reports that 18 counties have adopted dual

status protocols. Six of these counties have populations greater than 1 million—the counties of Los Angeles, San Diego, Orange, Riverside, San Bernardino, and Santa Clara. Collectively, these 18 counties represent 67 percent of the state's population.

### Roles of Local and State Entities

County CWS and probation agencies have different roles when it comes to serving dually involved youth. The child welfare system provides social workers and a group of services that include emergency response, family maintenance and reunification, and permanent placement. These services are designed to promote the well-being and best interests of youth by ensuring their safety, strengthening families to care for their children successfully, and finding permanent homes for youth when necessary. CWS agencies contract for services with health care, mental health, substance abuse, and education programs to ensure that youth and their families receive effective assistance. CWS agencies can also provide services to the families of these youth through family maintenance or reunification plans. Similar to CWS agencies, probation agencies also have the responsibility to provide care and treatment consistent with the youth's best interests, and family preservation or family reunification services when appropriate. However,

probation agencies also focus on rehabilitation of youth and the protection and safety of the public, and may consequently detain or incarcerate youth.

The State provides support to CWS and probation agencies as they serve dually involved youth. For example, the California Department of Social Services (Social Services) monitors and provides support to county CWS agencies through regulatory oversight, administration, and the development of program policies. Additionally, Social Services receives and distributes federal and state funding and oversees the operation of the statewide automated Child Welfare Services/Case Management System (statewide case management system). The statewide case management system is a tool all CWS and probation agencies can use to manage certain aspects of their cases. In establishing the statewide case management system, the Legislature intended to provide caseworkers a common database to effectively manage certain aspects of their cases. CWS and probation agencies can use this system for case management activities, service provision, and program management or documentation of case histories. For example, caseworkers can record client demographics, contacts, services delivered, and placement information. In addition, the legislation that allowed counties to develop dual status protocols required the Judicial Council of California (Judicial Council) to collect data and prepare an evaluation of counties' implementation of dual status protocols. However, this data collection requirement applied only to the two years following the State's first dual status case in 2005. The Judicial Council completed this evaluation and published its findings in a 2007 report. The report concluded that at the time of the study, counties were still in the formative stages of implementing their dual status protocols and that the Judicial Council could not yet assess the outcomes of dual status cases.

### **The Joint Assessment Process**

Since 1990 state law has required each county's CWS and probation agencies to jointly develop written protocols (joint assessment protocols) to ensure appropriate local coordination in the assessment of youth who may fall within the jurisdiction of both the dependency and delinquency systems. Joint assessment protocols require consideration of the youth's prior involvement in either system, as well as his or her behavior, education, and home environment. Currently, whenever a youth appears to come within the description of both systems, state law requires social workers and probation officers to work together to make the initial determination of which status—dependency or delinquency—would best serve the needs of that youth and the protection of society. After determining the appropriate status for the youth,

probation officers and social workers present their recommendation to the court for consideration. Before 2005 judges were only able to adjudicate youth as either dependents or wards of the court. Courts were prevented from making youth simultaneously both dependents and wards of the court.

Beginning in 2005 state law allows county CWS and probation agencies, in consultation with the presiding judge of their juvenile court, to create dual status protocols. We refer to counties that do so as *dual status counties*. Juvenile court judges in dual status counties may declare a youth as dual status if the court deems it appropriate. However, even when a county has implemented a dual status protocol, its court can still adjudicate a dependent youth as a ward of the court and close his or her dependency case, similar to the process in a nondual status county. Figure 1 describes the typical process for adjudicating dually involved youth.

#### Legal Requirements for Dual Status Protocols

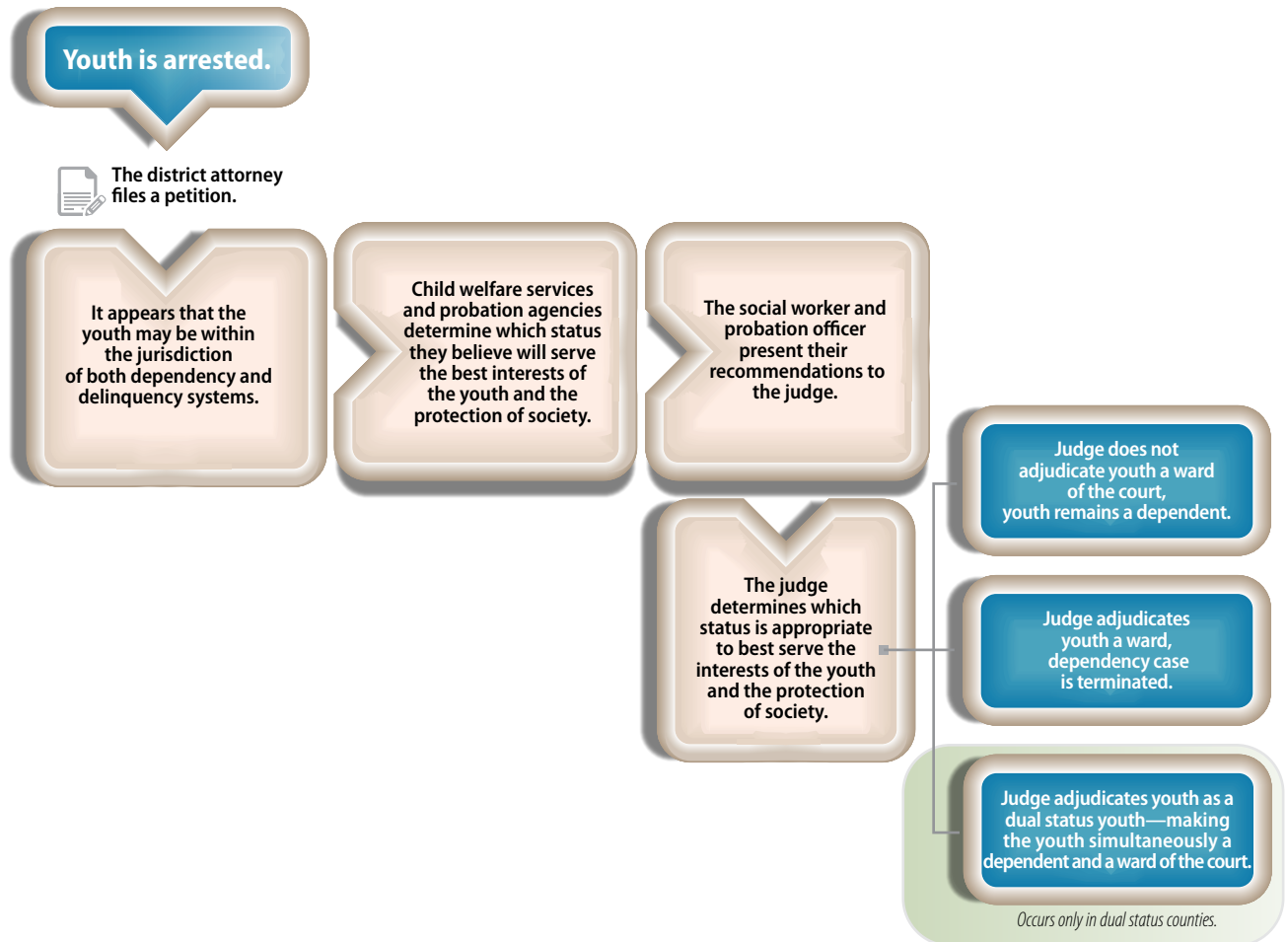
According to state law, a county's dual status protocols must include the following, among other things:

- A description of the process used to determine whether a youth is eligible for dual status consideration
- A description of the procedure the child welfare services and probation agencies will use to assess the need for dual supervision and the process to make joint recommendations to the court
- A provision for ensuring communication between juvenile court judges who oversee dependency and delinquency cases
- A decision of whether the county will use a *lead-agency* or *on-hold* model. If the lead-agency model is used, the protocol also needs a method for identifying which agency will be the lead

Source: Welfare and Institutions Code 241.1(e).

State law requires presiding judges of juvenile courts, chief probation officers, and CWS agency directors to sign the dual status protocols before declaring any youth as dual status in their counties. Dual status protocols must contain certain details about the county's dual status procedures, the key elements of which we describe in the text box. Counties that have dual status protocols can choose to adopt either a *lead-agency* model or an *on-hold* model. In counties that adopt a lead-agency model, the dual status protocols must include a method to identify which agency will be the lead agency. The lead agency will then be responsible for the youth's case management, court hearings, and court reports, but both the dependency and delinquency cases are still open to address the needs of the youth and his or her family. The on-hold model suspends the dependency case while the youth is a ward of the court. If it appears the court will soon terminate probation's jurisdiction but there is no safe home for that youth, the CWS and probation agencies jointly reassess the case and produce a recommendation to the court with regard to resuming the dependency case.

**Figure 1**  
The Typical Process for Adjudicating Dually Involved Youth



Sources: Legislative Analyst's Office and Welfare and Institutions Code 241.1.

### Funding Sources

The counties we visited—Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara—receive a mix of federal, state, and local funding to cover their expenses related to child welfare and probation. For example, all of the counties receive federal Title IV-E funding to pay for foster care activities for eligible youth. In addition, all of the counties receive funding from the State, and the counties also use their general funds to cover additional costs. The counties we visited do not account for dually involved youth separately from other foster children or wards, but some counties have used private grants to help finance efforts specific to dually involved youth. For example, Sacramento County



received \$75,000 and Alameda County received \$375,000 from the Sierra Health Foundation during our audit period for work related to the foundation's best practice model for dually involved youth. Similarly, the Conrad N. Hilton Foundation funded the National Council on Crime and Delinquency's delinquency prevention research project in Los Angeles County in 2013 through Georgetown University's best practice model.

### **Best Practices**

We identified several best practice models for dually involved youth. These models aim to assist CWS and probation agencies in adopting practices and policies that better address the needs of dually involved youth. Four of the six counties we visited used one or more of the following three models during our audit period: Robert F. Kennedy Children's Action Corps-Juvenile Justice and Child Welfare System Coordination and Integration (Kennedy model), Georgetown University Crossover Youth Practice Model (Georgetown model), and Sierra Health Foundation's Positive Youth Justice Initiative (Sierra model). All three models recognize the importance of data collection, training, and cross-system cooperation.

The Kennedy model, established in 2004, promotes integration and cooperation between dependency and delinquency systems. Specifically, it provides guidance and technical assistance to agencies on developing a management structure, collecting and managing data, and establishing effective information-sharing guidelines. Santa Clara County began implementing this model in 2012.

The Georgetown model, established in 2007, addresses crossover youth by ensuring that CWS agencies work in coordination with the delinquency system to provide intensive services to address the needs and behaviors of youth. In addition, it advocates building on the strengths of youth and families to improve their lives and works with agencies in dual status and nondual status counties. Further, this model insists that both CWS and probation agencies use data to make all policy and practice decisions and that they must provide appropriate training to staff. Alameda County, Los Angeles County, and Sacramento County began implementing this model in 2013, 2010, and late 2014, respectively.

The Sierra model, established in 2012, is specific to the juvenile justice system. It supports California counties to transform their juvenile justice systems to improve the education, employment, social, and health outcomes of youth. The Sierra model's framework revolves around the idea that juvenile justice systems can better meet their public safety and rehabilitation goals by ensuring that their most

vulnerable youth achieve the behavioral, mental health, educational, and pro-social outcomes associated with healthy transitions to adulthood. Sacramento and Alameda counties both received planning grants for the Sierra model in 2012. However, according to Sacramento County’s assistant chief probation officer, the county dropped its implementation of this model after the initial grant planning phase and opted instead to consider the Georgetown model because the county felt that it offered more flexibility that better fit the county’s needs. Alameda County received an implementation grant in addition to the planning grant, but according to the deputy chief of juvenile services, the county chose not to participate in the next phase because it was focused on education and the county was already working with other educational partners.

### Scope and Methodology

The Joint Legislative Audit Committee (audit committee) directed the California State Auditor to conduct an audit to determine how well counties are addressing the needs of crossover youth, including those with dual status. We list the objectives that the audit committee approved and the methods we used to address them in Table 1.

**Table 1**  
**Audit Objectives and the Methods Used to Address Them**

AUDIT OBJECTIVE	METHOD
1 Review and evaluate the laws, rules, and regulations significant to the audit objectives.	We reviewed relevant laws, rules, regulations, and other background materials.
2 For a selection of six counties (three nondual status counties, one lead agency county, one county using the on-hold model for at least some of its cases, and Los Angeles County), compare the services provided to foster youth over the past three years who either were deemed to have dual status in the dependency and delinquency systems or had their dependency cases closed as a result of an open delinquency case (crossover youth). The comparison of services should include the county agency’s case management efforts to secure special education planning (if applicable) and health care services, including mental health counseling, as well as the extent of the agency’s permanency planning efforts.	<p>For all six counties:</p> <ul style="list-style-type: none"> <li>• Identified the total number of dependent youth who were adjudicated as dual status youth (in dual status counties) or as wards of the court (in nondual status counties) as a result of joint assessment hearings in calendar years 2012, 2013, and 2014.</li> <li>• Of the youth identified above, judgmentally selected 30 from each county based on the following attributes: agency of origin, age, type of offense, and gender (10 cases per year).                             <ul style="list-style-type: none"> <li>- Note: Santa Clara County had only 16 dual status youth during our audit period; consequently, we were able to review only 16 dual status cases in that county.</li> </ul> </li> <li>• Interviewed child welfare services (CWS) and probation staff to determine whether the agencies have procedures for coordinating effectively to ensure continuity of services.</li> </ul> <p>For the cases selected:</p> <ul style="list-style-type: none"> <li>• Compared the services in the case plans and court hearing reports from just before the joint assessment hearing to the services provided after youth crossed over into delinquency to identify discontinued services.</li> <li>• Identified the person providing social worker, dependency attorney, or court appointed special advocate services to determine whether the same person continued to serve a particular youth before and after his or her joint assessment disposition hearing.</li> </ul>

*continued on next page . . .*

AUDIT OBJECTIVE	METHOD
3 At the same selection of six counties as above, and to the extent possible, compare outcomes for crossover youth including, but not limited to, the following:	For the youth selected above:
a. Convictions and sentences for juvenile offenses	<ul style="list-style-type: none"> <li>Identified the length of time youth's delinquency cases were open.</li> </ul>
b. Extent and length of time of criminal justice involvement	<ul style="list-style-type: none"> <li>Identified the number of arrests following the youth's joint assessment hearings through the end of probation.</li> </ul>
c. Recidivism rates	<ul style="list-style-type: none"> <li>Determined whether youth had additional sustained petitions through the end of probation.</li> </ul>
d. Rates of re-entry into foster care	<ul style="list-style-type: none"> <li>We considered youth who had their cases closed as a result of a successful reunification, adoption, or other permanent placement to be capable of re-entry.</li> </ul> <p>Of the 166 youth we tested, only 18 met this criteria, and only one of these reentered foster care.</p>
e. Number and types of placements	<ul style="list-style-type: none"> <li>Determined the number and types of placements before and after youth's joint assessment dispositions.</li> </ul>
f. Graduation rates from high school or its equivalent	<ul style="list-style-type: none"> <li>Obtained graduation or graduation equivalent status, or current education status from the county, when possible.</li> <li>If county did not have education information, requested the county agencies to work with their county office of education to obtain the information.</li> </ul>
4 For the three dual status counties selected, examine the following:	For the three dual status counties:
a. How effectively the CWS and probation agencies, as well as juvenile justice courts and attorneys, are working together to meet the needs of crossover youth. Describe how these integrated partners maintain confidentiality while still effectively communicating needed information.	<ul style="list-style-type: none"> <li>Interviewed social workers and probation officers to determine how they work with their counterparts to meet the needs of dual status youth.</li> <li>Obtained and reviewed each county's dual status protocols, and other relevant memoranda of understanding.</li> <li>Determined whether these documents address the issue of confidentiality.</li> </ul> <p>These documents, in addition to provisions within state law, allow designated individuals, including CWS and probation staff, as well as juvenile justice courts and attorneys, access to a youth's case files.</p>
b. How well these three counties collect data on crossover youth.	<ul style="list-style-type: none"> <li>Assessed data collection efforts through addressing audit objectives 2 and 3.</li> </ul>
c. How often and under what conditions foster youth are deemed to have dual status.	<ul style="list-style-type: none"> <li>Identified the number of dual status adjudications through addressing audit objective 2.</li> <li>Obtained and reviewed guidelines used by the agencies for recommending that youth be adjudicated as dual status youth.</li> </ul>
d. What guidelines the three dual status counties are using and whether these guidelines are consistent with best practices used nationally.	<ul style="list-style-type: none"> <li>Identified best practices used nationally and interviewed relevant county staff to determine how the county developed its guidelines related to dual status youth.</li> <li>Reviewed documentation related to county guidelines and compared them to national best practices.</li> </ul> <p>The counties' dual status protocols aligned with the guidelines of the best practice models related to collaboration between CWS and probation agencies. However, the best practice models were generally more exhaustive in their guidance, advocating for data collection and training, for example.</p>
e. The extent to which they have established and adhered to timelines for crossover youth's dual status determinations, reunification with their families, and/or efforts to ensure a more permanent placement for these children.	<ul style="list-style-type: none"> <li>Reviewed county protocols and identified whether the county had established timelines.</li> </ul> <p>Only Los Angeles County had developed timelines related to dual status determinations. However, we found that court-established deadlines superseded the county timelines.</p> <ul style="list-style-type: none"> <li>For each case selected in audit objective 2: <ul style="list-style-type: none"> <li>Reviewed reunification efforts and dates for comparison to prescribed reunification timelines.</li> <li>Recorded dates for permanent placement efforts and permanent placements for comparison to prescribed permanent placement timelines.</li> </ul> </li> <li>We reviewed laws that establish timelines for reunification and permanent placement efforts and compared them to hearing dates for the sample population.</li> </ul> <p>Of the 166 cases we reviewed, we found five cases that did not meet reunification or permanency placement hearing timelines.</p>

AUDIT OBJECTIVE	METHOD
f. The continuity of dependency services, including maintaining the same court appointed special advocate, dependency attorney, and social worker.	<ul style="list-style-type: none"> <li>• See audit objective 2.</li> </ul>
5 Ascertain why the three nondual status counties selected have chosen not to undertake dual status protocols.	<p>Interviewed key CWS and probation agency management to:</p> <ul style="list-style-type: none"> <li>• Understand why the county chose not to undertake dual status protocols, and</li> <li>• Determine if the county reviewed any national best practice models.               <ul style="list-style-type: none"> <li>- Obtained and reviewed documentation related to this effort.</li> </ul> </li> </ul>
6 At the six selected counties, compare the training and management oversight social workers and applicable probation officers receive related to crossover youth, as well as any differences in funding that may be affecting the services that crossover youth receive.	<ul style="list-style-type: none"> <li>• Interviewed key staff to determine what training related to crossover youth, if any, was provided during the audit period.</li> <li>• Obtained and reviewed documentation to determine what trainings occurred.</li> <li>• Obtained and reviewed department policies and procedures outlining management oversight in each county.</li> <li>• Interviewed staff at each agency to understand what, if any, oversight management has provided related to crossover youth.</li> <li>• Reviewed case files in each county to determine if required oversight occurred during our audit period.</li> <li>• Obtained a high-level overview of the funding program for children involved with foster care and probation.</li> <li>• Interviewed key staff to understand how each agency funds its activities related to crossover or dual status youth and to determine whether they believe that the level of funding is sufficient given the service needs of these youth.</li> <li>• Assessed whether each county has sought additional sources of funding for dually involved youth.</li> </ul>
7 Determine what progress has been made regarding the following concerns raised by the Judicial Council report required by Assembly Bill 129:	<ul style="list-style-type: none"> <li>• Reviewed the Judicial Council of California (Judicial Council) report to understand the concerns the report raised. The report relates to the implementation of dual status protocols.</li> </ul>
a. Lack of communication and collaboration between agencies regarding specific responsibilities.	<p>For the three dual county status counties:</p> <ul style="list-style-type: none"> <li>• Reviewed each county's process for resolving conflicts between agencies serving dually involved youth.</li> </ul> <p>We found that all of the counties we visited have established procedures to facilitate effective communication and collaboration between their CWS and probation agencies.</p>
b. Misunderstanding and lack of knowledge among various participants in the dependency and delinquency systems.	<ul style="list-style-type: none"> <li>• Interviewed CWS and probation staff to determine whether there was a misunderstanding and lack of knowledge.</li> <li>• Reviewed joint assessment reports as part of our case file testing to identify evidence of misunderstandings or a lack of knowledge between social workers and probation officers.</li> </ul> <p>Although we noted a few anecdotes in which CWS and probation staff stated that misunderstandings still exist between the two agencies, we did not find sufficient evidence to indicate that this is a significant continuing issue.</p>
c. Lack of guidance from state-level agencies and the need for additional training on how dual status protocols should be implemented.	<ul style="list-style-type: none"> <li>• Interviewed key county staff to determine whether state guidance would be useful for developing protocols, conducting training, and improving outcomes.</li> <li>• Reviewed relevant state laws, rules, and regulations to determine what responsibilities each agency has as it relates to dually involved youth.</li> <li>• Interviewed key staff at the California Department of Social Services (Social Services) and the Judicial Council to determine whether they have fulfilled their responsibilities outlined in state laws, rules, and regulations.</li> </ul> <p>We determined that both Social Services and the Judicial Council have fulfilled their legal responsibilities.</p>
8 Review and assess any other issues that are significant to the audit.	<p>We did not identify any other significant issues.</p>

Sources: California State Auditor's analysis of Joint Legislative Audit Committee audit request number 2015-115 and analysis of information and documentation identified in the table column titled Method.

### Assessment of Data Reliability

In performing this audit, we obtained electronic data files extracted from the information systems listed in Table 2. The U.S. Government Accountability Office, whose standards we are statutorily required to follow, requires us to assess the sufficiency and appropriateness of computer-processed information that we use to support our findings, conclusions, or recommendations. Table 2 describes the analyses we conducted using data from these information systems, our methodology for testing them, and the conclusions we reached as to the reliability of the data. Although these determinations may affect the precision of the numbers we present, there is sufficient evidence in total to support our audit findings, conclusions, and recommendations.

**Table 2**  
**Methods Used to Assess Data Reliability**

INFORMATION SYSTEM	PURPOSE	METHOD AND RESULT	CONCLUSION
California Department of Social Services (Social Services) Child Welfare Services/ Case Management System (statewide case management system) Child welfare services case file data for the period of January 2012 through December 2014.	To determine the number of cases with joint assessment hearings that occurred between January 2012 and December 2014.	We performed data-set verification procedures and did not identify any issues. We reviewed existing information to determine what is already known about the data, and found that prior audit results indicate there are pervasive weaknesses in Social Services' general controls.	Not sufficiently reliable for the purpose of this audit.  Although these determinations may affect the precision of the numbers we present, there is sufficient evidence in total to support our audit findings, conclusions, and recommendations.
Alameda County Probation Department 241.1 database Joint assessment hearing data for the period of January 2012 through December 2014.	To make a selection of 30 youth who had joint assessment hearings at which the court terminated the youth's dependency cases and adjudicated them as wards of the court.	The purpose for which we used the data did not require a data reliability assessment. However, we attempted to validate the completeness of the universe from which we made our selection of youth.  We performed data-set verification procedures and did not identify any issues. To verify the completeness of Alameda County's joint assessment hearing data, we attempted to reconcile the total number of hearings reported in its 241.1 database to those recorded in Social Services' statewide case management system. We determined that the two data systems could not be materially reconciled. In addition, we reviewed the date and hearing results for a random selection of 29 youth's joint assessment hearings. We determined that Alameda County inaccurately recorded the hearing dates for two youth, and it did not record the hearing results for any of the 29 youth we reviewed.	Not complete for the purpose of this audit.  Because no other source of this data exists, we made our selection of youth from this data system.

INFORMATION SYSTEM	PURPOSE	METHOD AND RESULT	CONCLUSION
<p>Kern County Probation Department Criminal Justice Information System Joint assessment hearing data for the period of January 2012 through December 2014.</p>	<p>To make a selection of 30 youth who had joint assessment hearings at which the court terminated the youth's dependency cases and adjudicated them as wards of the court.</p>	<p>The purpose for which we used the data did not require a data reliability assessment. However, we attempted to validate the completeness of the universe from which we made our selection of youth.</p> <p>We performed data-set verification procedures and did not identify any issues. To verify the completeness of Kern County's joint assessment hearing data, we attempted to reconcile the total number of hearings reported in its Criminal Justice Information System to those recorded in Social Services' statewide case management system. We determined that the two data systems could not be materially reconciled. In addition, we determined that the county did not use the system to record the hearing results for any of the youth. Although the county manually compiled the hearing results of these youth, our review of a random selection of 29 youth's joint assessment hearings revealed that the county inaccurately recorded the hearing results for one of the youth. In addition, we found five crossover youth were missing from Kern County's list of joint assessment hearings. For example, in one case, Kern County did not include a youth who had a joint assessment hearing and was declared a ward of the court.</p>	<p>Not complete for the purpose of this audit.</p> <p>Because no other source of this data exists, we made our selection of youth from this data system.</p>
<p>Los Angeles County Department of Children and Family Services 241.1 Web Application Joint assessment hearing data for the period of January 2012 through December 2014.</p>	<p>To make a selection of 30 youth who had joint assessment hearings at which the court adjudicated them as dual status youth.</p>	<p>The purpose for which we used the data did not require a data reliability assessment. However, we attempted to validate the completeness of the universe from which we made our selection of youth.</p> <p>We performed data-set verification procedures and did not identify any issues. To verify the completeness of Los Angeles County's joint assessment hearing data, we attempted to reconcile the total number of hearings reported in its 241.1 Web Application to those recorded in Social Services' statewide case management system. We determined that the two data systems could not be materially reconciled. In addition, we reviewed the date and hearing results for a random selection of 29 youth's joint assessment hearings. We determined that Los Angeles County inaccurately recorded the hearing dates or results for six of the 29 youth we reviewed.</p>	<p>Not complete for the purpose of this audit.</p> <p>Because no other source of this data exists, we made our selection of youth from this data system.</p>
<p>Riverside County Probation Department Juvenile and Adult Management System Joint assessment hearing data for the period of January 2012 through December 2014.</p>	<p>To make a selection of 30 youth who had joint assessment hearings at which the court adjudicated them as dual status youth.</p>	<p>The purpose for which we used the data did not require a data reliability assessment. However, we attempted to validate the completeness of the universe from which we made our selection of youth.</p> <p>We performed data-set verification procedures and did not identify any issues. To verify the completeness of Riverside County's joint assessment hearing data, we attempted to reconcile the total number of hearings reported in its Juvenile and Adult Management System to those recorded in Social Services' statewide case management system. We determined that the two data systems could not be materially reconciled. In addition, we asked Riverside County's child welfare services (CWS) agency to verify the probation department's list of unique youth who became dual status during our audit period against its own records after we found a number of errors in probation's list. This process reduced the probation department's list from 212 to 115 unique youth. Moreover, we reviewed the date and hearing results for select youth in the resulting list and found that Riverside County had inaccurately recorded the dates for five of the dual status youth's joint assessment hearings.</p>	<p>Not complete for the purpose of this audit.</p> <p>Because no other source of this data exists, we made our selection of youth from this data system.</p>

INFORMATION SYSTEM	PURPOSE	METHOD AND RESULT	CONCLUSION
<p>Sacramento County Probation Department Person Information Program</p> <p>Joint assessment hearing data for the period of January 2012 through December 2014.</p>	<p>To make a selection of 30 youth who had joint assessment hearings at which the court terminated the youth's dependency cases and adjudicated them as wards of the court.</p>	<p>The purpose for which we used the data did not require a data reliability assessment. However, we attempted to validate the completeness of the universe from which we made our selection of youth.</p> <p>To verify the completeness of Sacramento County's joint assessment hearing data, we attempted to reconcile the total number of hearings reported in its Person Information Program to those recorded in Social Services' statewide case management system. However, Sacramento County was unable to identify the number of joint assessment hearings that occurred during our audit period because its CWS and probation agencies' data systems do not actively track this information. As a result, Sacramento County's CWS and probation staff had to rely on a list of potential crossover youth obtained from Social Services' statewide case management system and manually review case files within its Person Information Program to identify which youth had actually crossed over. The county ultimately identified 64 crossover youths whose dependency cases were closed during our audit period.</p>	<p>Not complete for the purpose of this audit.</p> <p>Because no other source of this data exists, we made our selection of youth from this population.</p>
<p>Santa Clara County Dually Involved Youth Unit 241.1 liaison's spreadsheet</p> <p>Joint assessment hearing data for the period of January 2012 through December 2014.</p>	<p>To make a selection of 30 youth who had joint assessment hearings at which the court adjudicated them as dual status youth.</p>	<p>The purpose for which we used the data did not require a data reliability assessment. However, we attempted to validate the completeness of the universe from which we made our selection of youth.</p> <p>We performed data-set verification procedures and did not identify any issues. To verify the completeness of Santa Clara County's joint assessment hearing data, we attempted to reconcile the total number of hearings reported in its 241.1 liaison's spreadsheet to those recorded in Social Services' statewide case management system. We determined that the two data systems could not be materially reconciled. In addition, we compared the date and hearing results for a random selection of 29 youth's joint assessment hearings from the 241.1 liaison's spreadsheet with the county's records and found that the county inaccurately recorded the hearing date for one of the youth.</p>	<p>We were unable to determine whether the universe from which we made our selection was complete.</p> <p>Because no other source of this data exists, we made our selection of youth from this population.</p>

Sources: California State Auditor's analysis of various documents, interviews, and data obtained from the California Department of Social Services and the counties of Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara.

## Audit Results

### **A Lack of State Guidance Has Limited the State's and Counties' Ability to Assess the Outcomes of Dually Involved Youth**

Since the initial implementation of dual status protocols in 2005, state-level agencies have provided limited guidance to county agencies regarding youth who are involved in both the child welfare system and juvenile justice system (dually involved youth) because state law does not require them to do so. As a result, counties have used their own discretion in determining the degree to which they track the population and outcomes of these youth. For example, the three dual status counties—Los Angeles, Riverside, and Santa Clara—and three nondual status counties—Alameda, Kern, and Sacramento—we reviewed have not generally monitored outcomes to assess the effectiveness of their efforts on behalf of this population because they are not required to do so. In addition, most of the counties had significant problems identifying their population of dually involved youth when we asked them to provide such a list. This inability prevents the State and counties from effectively monitoring the outcomes of these youth. Despite these issues, four of the counties we visited have taken additional steps directly aimed at improving their programs that serve dually involved youth.

### ***The State Provides Counties With Limited Guidance and Resources for Tracking and Comparing the Outcomes of Dually Involved Youth***

Although the California Department of Social Services (Social Services) interacts to some extent with county child welfare services (CWS) and probation agencies on issues related to the child welfare and juvenile justice systems, it has provided them limited guidance specific to dually involved youth. The ability of Social Services to oversee the counties' efforts is limited because dually involved youth are served by multiple systems and it has not been given the responsibility of overseeing the county agencies' efforts to serve these youth. Although Social Services oversees county CWS agencies, it does not have the authority to require county probation agencies to collect data related to dually involved youth.

Similarly, state law initially required the Judicial Council of California (Judicial Council), which is responsible for creating rules of court that litigants in juvenile court must follow, to collect data and prepare an evaluation of the counties' implementation of dual status protocols. However, this data collection requirement applied to only the two years following the State's first dual status case in 2005. The Judicial Council completed its evaluation and published its findings in a 2007 report. Counties are no longer



required to submit their protocols to the Judicial Council, and the Judicial Council is no longer required to review them. Thus, the Judicial Council is no longer required to assess whether counties have appropriately addressed the need for data collection within their dual status protocols. However, the Judicial Council established, by rule of court, a Family and Juvenile Law Advisory Committee that makes recommendations for improving the administration of justice in all cases involving marriage, family, or children, including issues affecting dually involved youth. Therefore, we believe that the Judicial Council is best positioned for facilitating discussions between state and county-level stakeholders.

Nevertheless, the Judicial Council voluntarily provides counties with assistance, even though it is not legally required to do so and does not receive any funding for such efforts. According to a supervising attorney at the Judicial Council, the Judicial Council has provided case-by-case assistance to counties who were thinking about developing dual status protocols. For example, until 2010, the Judicial Council led regular conference calls to address questions that counties had about developing or implementing dual status protocols. The supervising attorney stated, however, that the Judicial Council discontinued the conference calls because of staffing issues and a lack of interest from local courts and justice partners. Additionally, in 2014 the Judicial Council worked with Santa Clara County when it was considering transitioning from an on-hold dual status model to a lead-agency dual status model. The Judicial Council provides assistance only to those counties that actively seek its support, thus some counties may be unaware of this resource.

Because the State has not defined key terms or established outcomes to track related to dually involved youth, it cannot monitor the outcomes for this population statewide. Specifically, the counties we visited had varying definitions for *recidivism* and *reunification*.<sup>2</sup> This prevents the State from being able to compare outcomes in these areas across counties. The six counties we visited have different definitions for recidivism based on the period when the subsequent offense occurs, as well as the severity of the offense. For example, county definitions of the recidivism period include the youth's probationary period, the six-month period following the youth's disposition, and the three-year period following the youth's first entry into probation. Further, county definitions of recidivism

<sup>2</sup> We also noted that the counties we visited define *crossover youth* and *dually involved youth* differently. For example, Los Angeles County defines crossover youth as any youth who has experienced maltreatment and engaged in delinquency. Thus, this definition would encompass all youth who are in both the child welfare and juvenile justice systems, even if they are not declared wards of the court. In contrast, Riverside defines them as youth with open dependency cases who are declared wards of the court at joint assessment hearings.

events differ; some count new sustained violations of probation while others count only new citations and arrests. In July 2011, the Chief Probation Officers of California—a professional association—adopted a universal definition of recidivism as a subsequent criminal adjudication/conviction while on probation supervision. However, our review found that not all of the counties used this definition. Until the State establishes standard definitions, the outcomes counties decide to track are not likely to be comparable.

Social Services provided counties with some guidance pertaining to dually involved youth in 2006, when it last published an All County Information Notice (information notice) regarding dual status protocols. That information notice provided CWS and probation agencies guidance on funding eligibility and programmatic issues, and it noted the need for system upgrades, but it did not provide guidance about how to track data for dually involved youth in the State’s Child Welfare Services/Case Management System (statewide case management system). The information notice stated that Social Services would improve the statewide case management system to address limitations and that it would provide instructions at a later date on documenting dual status cases. Although Social Services updated the system in 2010 to allow probation agencies to access the statewide case management system, it never provided instructions on documenting dual status cases. According to a policy analyst in Social Services’ Concurrent Planning Policy Unit, Social Services did not follow up on this matter because it encountered unforeseen technological issues after the information notice was issued. Nevertheless, Social Services could have improved the statewide case management system to identify and track specific child welfare information, such as youth who are declared dual status.

Various national best practice models suggest that agencies start by designing and implementing uniform data collection and reporting systems, identifying their population of dually involved youth, and then beginning to track certain attributes and outcomes, which we present in the text box. Social Services is able to create special project codes within the statewide case management system that are designed to identify and track specific child welfare information. Nevertheless, it has not developed project codes that are specific to dually involved youth, even though establishing such codes within the statewide case management system would provide a readily available mechanism for the State and counties to identify the population of dually involved youth.

**Best Practice Models Advocate Tracking the Following Information on Dually Involved Youth**

- The number and percentage of youth who become dually involved
- The circumstances in which youth become dually involved
- Demographic information
- Information related to youths’
  - Delinquent activities, including number of arrests and rates of recidivism
  - Placements
  - History of maltreatment

Sources: Georgetown University Center for Juvenile Justice Reform’s Crossover Youth Practice Model and Robert F. Kennedy Children’s Action Corps’ Models for Change program.

According to Social Services' Permanency Policy Bureau Chief (bureau chief), Social Services can create and implement optional or mandatory special project codes statewide. However, the bureau chief told us that for Social Services to implement special project codes that are mandatory for the counties to use, the State must sanction the change through statute, and reimburse counties for any resulting increase in mandated county workload. Social Services also stated that it is in the process of creating a new statewide case management system incrementally over the next five years. A manager on the project to replace the legacy system stated that the new system could allow counties to track dually involved youth, most likely without the use of special project codes. He said that the Legislature would still need to sanction a requirement for counties to record data on dually involved youth and that this would involve reimbursement of county costs. He expects that a module capable of identifying and tracking dually involved youth will be phased in by the end of fiscal year 2019–20. Nevertheless, because county staff already use the statewide case management system to manage certain aspects of their cases, we do not believe implementing this change would result in a significant additional cost.

Further exacerbating these problems is the fact that the counties' data systems lack a common identifier, such as a social security number, which could be used to reconcile data that CWS and probation agencies record or to link information on youth who transfer between counties. According to Sacramento County probation's senior information technology analyst, probation officers are not required to obtain a youth's social security number, so this information is not always recorded. She further explained that probation officers encounter many youth who do not know their social security number, refuse to provide it, or may not even have one. As a result, county staff may try to rely on other information to identify youth across agencies, even though these data may be prone to error. Because CWS and probation agencies statewide are unable to reconcile their data systems, they cannot accurately identify their population of dually involved youth or readily track this population's outcomes.

***Because CWS and probation agencies statewide are unable to reconcile their data systems, they cannot accurately identify their population of dually involved youth or readily track this population's outcomes.***

### ***The State and Counties Cannot Track Outcomes Specific to Dually Involved Youth***

The State has not identified key outcomes for dually involved youth, so most of the counties we visited have not tracked outcomes or established baselines to assess the effectiveness of their efforts related to this population. Although the counties report certain outcomes to receive federal funding, the counties typically track these outcomes for their entire population of dependents or wards. In general, county CWS and probation agencies reported that

they track outcomes related to child safety, permanency, reduced out-of-home care, juvenile justice involvement and child well-being. These outcomes, however, relate to the counties' entire populations of youth who require CWS or probation services and are not tracked separately for dually involved youth. Similarly, Sacramento County's probation agency tracks outcomes related to recidivism for its entire population of youth who are involved in the juvenile justice system, but does not separately track this information for dually involved youth. As a result, the tracked outcomes for probation may include youth who never had a dependency case. Moreover, Sacramento County's probation agency uses a definition of recidivism that is different from other counties' probation agencies, as previously mentioned. Thus, counties must be able to identify their population of dually involved youth and use standardized definitions before they can use these tracked outcomes to assess the effectiveness of their efforts in serving this population.

Most of the six counties we reviewed also could not accurately identify those youth who have had their dependency cases terminated after being adjudicated wards of the court (crossover youth) or those youth who have been adjudicated as both dependents and wards of the court (dual status youth). Specifically, we found that five counties could not accurately or completely identify the dates or results of joint assessment hearings, at which judges determine whether to place dually involved youth within the jurisdiction of the county welfare or juvenile justice system. Without this information, the counties cannot identify their population of dually involved youth, and the State cannot determine whether dual status counties subject dependents of the court to the juvenile justice system less frequently than nondual status counties. Although Social Services provides text fields in which counties' CWS staff can track the results of joint assessment hearings within its statewide case management system, counties are not required to enter hearing information into these fields. All the counties we reviewed used these fields to some extent; however, their entries were often inconsistent or incomplete. As a result, most of the counties we reviewed had to rely on their own data systems, instead of the statewide case management system, to identify their crossover or dual status youth when we asked them for this information. Disparities between the State's and counties' records of joint assessment hearings, as shown in Table 3 on the following page, underscore a statewide problem in reliably identifying this population.

**Table 3**  
**Comparison of State and County Reported Data for 2012 Through 2014**

COUNTY	CHILD WELFARE SERVICES / CASE MANAGEMENT SYSTEM (STATEWIDE CASE MANAGEMENT SYSTEM)	COUNTY DATABASES
	NUMBER OF CASES WITH JOINT ASSESSMENT HEARINGS	NUMBER OF CASES WITH JOINT ASSESSMENT HEARINGS
<b>Nondual Status</b>		
Alameda	187	145
Kern	11	111
Sacramento	49	Not Available*
<b>Dual Status</b>		
Los Angeles	1,829	2,450
Riverside	256	212
Santa Clara	133	257

Sources: California Department of Social Services' statewide case management system and various databases used by the counties of Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara.

Note: In general, these data systems were not complete for the purposes of this audit. For additional detail, see Table 2, Methods Used to Assess Data Reliability, beginning on page 16.

\* Sacramento County's probation agency could not create a list of joint assessment hearings that occurred between January 2012 and December 2014 because it does not track sufficient information related to these hearings.

We noted that the counties of Alameda, Kern, and Sacramento could not accurately determine the total number of cases with joint assessment hearings or the results of those hearings because they did not always track this information. As a result, these three counties could not accurately identify their population of crossover youth and dual status youth. We identified errors in the counties' lists, in which Alameda identified 48, Kern County identified 73, and Sacramento identified 57 crossover youth who were adjudicated between January 2012 and December 2014. Although the counties of Los Angeles and Riverside had data systems that contain the dates and results of joint assessment hearings, we noted that these data systems also had inaccurate or incomplete information, thus preventing them from identifying their entire population of dually involved youth. According to the lists they provided, Los Angeles identified 793 and Riverside identified 115 dual status youth who were adjudicated between January 2012 and December 2014. The actual population of these youth is unknown because the counties are not required to maintain accurate and complete data on the outcome of joint assessment hearings. As a result, any observations on how frequently the hearings result in youth's formal involvement with the juvenile system might be reflective of errors, rather than differences in the counties' processes. Thus, the State cannot perform a robust comparison between the population of dually involved youth in dual status and nondual status counties.

Of the six counties we reviewed, Santa Clara was the only county that did not miscategorize the dually involved youth we tested. This happened because Santa Clara County has established its own system for logging all joint assessment hearings and the results of those hearings. Of the 257 joint assessment hearings recorded, 16 hearings resulted in the youth being declared dual status youth. According to Santa Clara's dually involved youth liaison, the county relies upon its own system more often than the statewide case management system because its own system is more readily available, contains more detailed court hearing data, and has additional functionality. For example, Santa Clara's system tracks notes that the dually involved youth liaison takes during each hearing, and allows staff to cross reference data and identify specific data trends. Nevertheless, Santa Clara County did not begin tracking outcomes for this population until July 2014.

The counties we visited explained that tracking certain outcomes for dually involved youth was difficult due to the nature of the cases. For example, none of the six counties we visited track high school graduation rates for their entire population of dually involved youth. According to Sacramento County probation's human services program planner, the county's probation agency does not have complete graduation data in its system, and the County Office of Education may not have information on youth who transfer to private schools and out-of-state schools that are not part of the statewide student database. In addition, Kern County's probation division director stated that once a youth's probation case is terminated, the agency no longer has the authority to track information related to that youth. Because the counties are not always able to track graduation information for their dually involved youth, they cannot determine whether they successfully met this critical educational goal.

Moreover, the State cannot compare some outcomes across counties because counties do not use the statewide case management system consistently. For example, we noted that probation officers in two counties recorded inaccurate data within the statewide case management system during our audit period. Specifically, probation officers in Alameda and Sacramento counties recorded in the statewide case management system that family reunification was the case plan goal for several youth; however, court records, which contain the actual case plan goal, indicated that the counties were not actually working towards reunifying these youth. Instead, the court had set different goals for these youth, such as emancipation or permanent placement. According to the division chief of Sacramento County's probation agency, the agency has trained its clerical staff to select family reunification as the case plan goal when initially inputting youth's information into the statewide case management system, even though the actual

***The State cannot compare some outcomes across counties because counties do not use the statewide case management system consistently.***

case plan may end up with a different goal. Similarly, Alameda County's probation division director explained that its court clerks input family reunification as the case plan goal when its court orders a youth to out-of-home placement. Further, Alameda's placement unit supervisor stated that the delinquency court judge does not order family reunification specifically. She explained that when the judge orders out-of-home placement, the probation officers will automatically look for family members with whom to reunify the youth as a first option. Although the State's primary goal is to reunify a youth with his or her family, when appropriate, it is essential for county staff to accurately record and update the youth's case plan goal in the statewide case management system so that information on goals and outcomes can be compared across counties.

#### ***Some Counties Have Recently Taken Steps to Improve Their Processes for Serving Dually Involved Youth***

***Despite limited state guidance, the counties of Alameda, Los Angeles, Sacramento, and Santa Clara are taking steps to monitor outcomes for dually involved youth.***

Despite limited state guidance, four of the counties we visited are in the process of implementing best practice models, which emphasize using data to make policy and practice decisions and providing additional training to staff. The counties of Alameda, Los Angeles, Sacramento, and Santa Clara are taking steps to monitor outcomes for dually involved youth. For example, in 2013 Los Angeles began tracking some information for its dually involved youth, such as mental health and substance abuse services received, new arrests, and educational status. Nevertheless, so far Los Angeles has tracked outcomes only for a subset of its dually involved youth as part of its research collaboration with California State University, Los Angeles. For example, Los Angeles County tracked the arrests of 11 dual status youth, which represents roughly 1 percent of the county's estimated population of dual status youth. However, this effort is a first step in providing the county's executive management with the information necessary to monitor the effectiveness of its efforts to serve these youth.

The other three counties have made less progress than Los Angeles County because they have only recently started implementing the data tracking aspect of the best practice models. For example, Santa Clara began its data tracking efforts in 2014. Its current efforts monitor type of placement, mental health and substance abuse services received, and arrests and sustained petitions, among other outcomes. Additionally, rather than tracking the outcomes only for yes or no type questions, Santa Clara's database is designed to measure incremental changes. For example, instead of tracking whether or not the youth was enrolled in school, the desired measure tracks the number of eligible school days in the last semester compared to the number of days the youth attended.

However this monitoring is limited to youth assigned to the county's dually involved youth unit—a relatively small portion of its total dually involved youth population. The counties of Alameda and Sacramento have started implementing best practice models more recently than Santa Clara, and as a result, they are only in the initial planning stages of identifying the data they would like to monitor. According to the assistant director of Alameda's CWS agency, data tracking will be discussed as part of its implementation efforts for the Georgetown University Crossover Youth Practice Model in the coming year. Similarly, Sacramento County's human services program planner stated that the county's CWS and probation agencies formed a committee in April 2015 with representatives from the Sacramento County Office of Education and Sacramento County's Behavioral Health Services. She explained that the committee is working to create a system that will integrate and provide reports on data from all four agencies' data systems.

Even though some counties did not implement best practice models, all of the counties we visited provided training to their CWS and probation staff related to dually involved youth. Specifically, all of the counties provided training either on the joint assessment process or on county-specific procedures for capturing data related to dually involved youth. In addition, we noted that all three dual status counties and two of the nondual status counties we visited provided cross-training between their CWS and probation staff on topics related to dually involved youth. Although Kern County, the third nondual status county, did not provide such specific cross-training for dually involved youth, the assistant director of Kern County's CWS agency stated that CWS staff have provided training to probation staff on topics related to placement services.

### **The Model That Counties Chose to Use in Serving Dually Involved Youth Did Not Appear to Greatly Affect the Outcomes and Services for This Population**

Although the counties we visited did little to monitor the outcomes for dually involved youth, our review of 166 case files from across the counties indicated that dual status youth in dual status counties performed somewhat better than crossover youth in nondual status counties for some outcomes, while nondual status counties performed equally well for others. The Joint Legislative Audit Committee directed us to compare certain outcomes for dually involved youth, as described in the Scope and Methodology. Based on our review, we noted that on average the dual status counties had shorter lengths of juvenile justice involvement, fewer arrests, and a lower recidivism rate than nondual status counties. However, both dual and nondual status counties had similar average numbers

*Even though some counties did not implement best practice models, all of the counties we visited provided training to their CWS and probation staff related to dually involved youth.*



of out-of-home placements after a youth's joint assessment hearing. Furthermore, all six of the counties we visited provided a variety of services to dually involved youth, including mental health, substance abuse, youth development, and education services. Our review revealed that these youth typically received a significantly higher number of services after they became wards of the court in both dual status and nondual status counties. However, we also found that youth in dual status counties received more continuity of services from social workers than youth in nondual status counties because nondual status counties must close the youth's dependency case when they become wards of the court, whereas dual status counties may keep those dependency cases open.

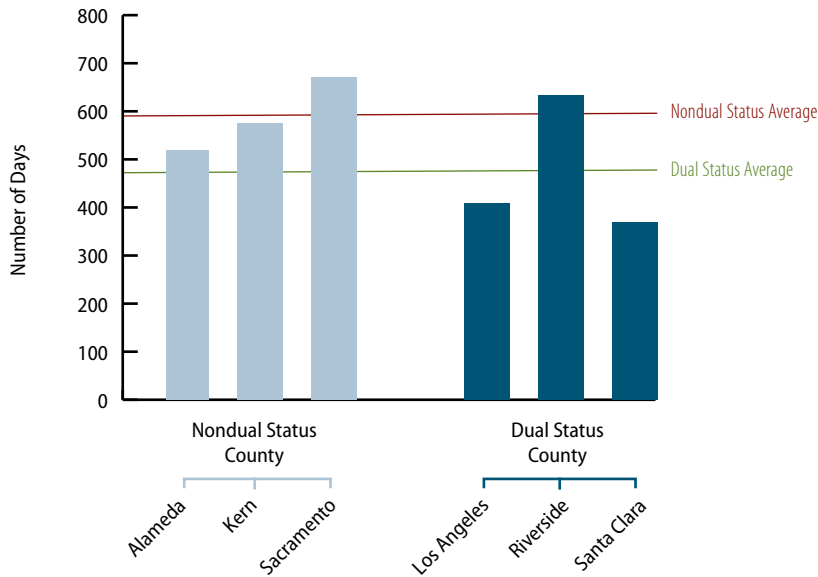
### ***Dual Status Youth Appeared to Have Less Involvement with the Juvenile Justice System Than Crossover Youth***

Our review of 166 case files indicated that youth in the dual status counties we visited had more successful outcomes on average related to juvenile justice than youth in nondual status counties. Best practice models define successful outcomes for juvenile justice as including a reduction in the length of juvenile justice involvement and a decline in delinquent behavior. Specifically, the Sierra Health Foundation's Positive Youth Justice Initiative states that repeat delinquent behavior has negative long-term effects for dually involved youth. We measured juvenile justice involvement from the date youth were declared wards of the court to the date their probation ended. We also reviewed the number of arrests and the recidivism rate for our selection in the six counties. Using these three outcomes, dual status counties appeared to perform better in the area of juvenile justice involvement.

As shown in Figure 2, youth at the dual status counties we visited spent fewer days in the juvenile justice system than youth at nondual status counties. On average, dual status youth spent roughly 470 days in the juvenile justice system, whereas crossover youth in nondual status counties spent roughly 590 days in the juvenile justice system. With certain exceptions, until a youth turns 21, the court decides whether he or she remains in the juvenile justice system. Therefore, it is ultimately up to the discretion of the judges within each county to decide when to terminate a probation case.

***On average, dual status youth spent roughly 470 days in the juvenile justice system, whereas crossover youth in nondual status counties spent roughly 590 days in the juvenile justice system.***

**Figure 2**  
Average Length of Juvenile Justice Involvement in Days

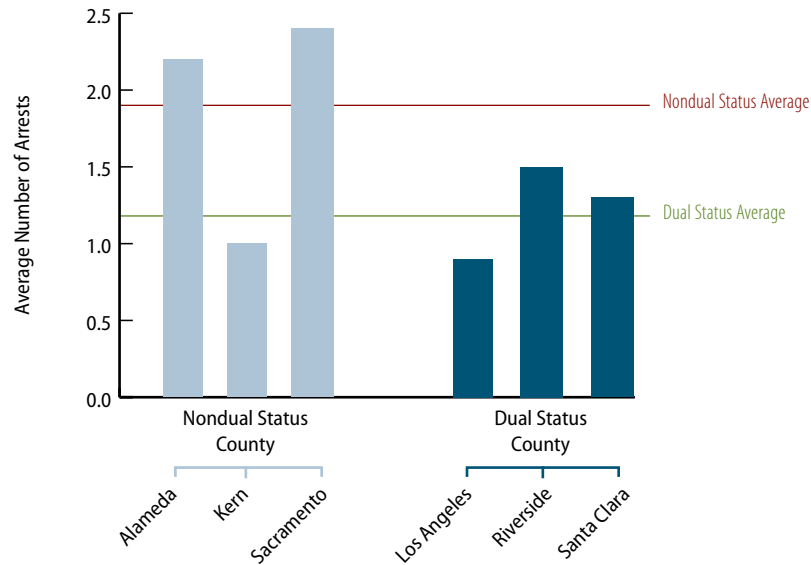


Sources: California State Auditor’s review of case files at Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara counties for selected dually involved youth.

Note: Calculated as the number of days from the date that youth was adjudicated a ward of the court to the earlier of the date the court terminated the youth’s probation case or June 30, 2015.

The shorter length of juvenile justice involvement we observed in dual status counties may be a reflection of the lower arrest rate of dual status youth we observed compared to crossover youth. Specifically, our review of 76 cases at dual status counties revealed that 46 youth, or 61 percent, were arrested at least once after becoming wards of the court. In contrast, of the 90 crossover cases we reviewed at nondual status counties, 62 youth, or 69 percent, were arrested at some point after becoming wards of the court. As indicated in Figure 3 on the following page, the youth in dual status counties were arrested an average of 1.2 times, while youth in nondual status counties were arrested an average of 1.9 times. We found that Los Angeles County had the lowest average number of arrests, while Sacramento County had the highest average number. According to Sacramento probation’s division chief, youth who cross over from dependency into delinquency tend to commit multiple crimes and, in most cases, have multiple contacts with the county before crossing over. In addition, he explained that Sacramento follows a restorative justice philosophy of ensuring that the victim of a crime is made whole. As such, a youth on probation who has completed all court-ordered services but has not fully paid court-ordered restitution will remain on probation until restitution is paid, thus increasing the length of juvenile justice involvement.

**Figure 3**  
Average Number of Arrests After Joint Assessment Hearing



Sources: California State Auditor's review of case files at Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara counties for selected dually involved youth.

Although the number of arrests may affect recidivism rates, we noted a narrower gap in recidivism-related rates between dual status and nondual status counties. Of the six counties we visited, three had at least 50 percent of their youth recidivate. As described in the Introduction, after an officer cites or arrests a youth, the district attorney determines whether to file a petition, sending the case to court for a judge to review and determine whether to sustain the petition. We defined *recidivism* as including only youth who received sustained petitions while they were wards of the court through the end of probation.<sup>3</sup> As shown in Table 4, one dual status county, Santa Clara, and two nondual status counties, Alameda and Sacramento, had at least a 50 percent recidivism rate for the cases we tested.

Los Angeles County had the lowest recidivism rate of the counties we tested. As Table 4 shows, only 30 percent of the youth we tested in Los Angeles County recidivated within our audit period. According to Los Angeles County probation's director of the Northeast Juvenile Justice Center, drawing conclusions to a specific cause is very difficult; however, he believes that a combination of factors may contribute to the lower rate of recidivism. These

<sup>3</sup> The Chief Probation Officers of California adopted a similar definition of recidivism in 2011. Specifically, they define *recidivism* as a subsequent criminal adjudication/conviction while on probation supervision.

factors include, but are not limited to, the following: the increase in diversion programs; the increase in community based services; the increase in aftercare services and targeted interventions based on risk and need. According to the placement unit supervisor at Kern County, the placement unit has put considerable effort into identifying youth’s specific needs, and it has trained the group homes it uses to address those specific needs. He stated that since the group homes provide youth with services specific to these needs, it reduces their risk of recidivating.

**Table 4**  
**Recidivism Rate and Average Number of Sustained Petitions**

COUNTY	PERCENT OF YOUTH WHO RECIDIVATED	AVERAGE NUMBER OF SUSTAINED PETITIONS PER YOUTH
<b>Nondual Status</b>		
Alameda	53%	1.0
Kern	40%	0.7
Sacramento	50%	0.8
<b>Dual Status</b>		
Los Angeles	30%	0.4
Riverside	47%	0.9
Santa Clara	50%	1.1
<b>Total for Nondual Status</b>	<b>48%</b>	<b>0.8</b>
<b>Total for Dual Status</b>	<b>42%</b>	<b>0.8</b>

Sources: California State Auditor’s review of case files at Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara counties for selected dually involved youth.

***The Rates and Types of Out-of-Home Placement for Dually Involved Youth Appear to Be Similar in Dual and Nondual Status Counties***

Youth in both dual and nondual status counties had a similar average annual number of out-of-home placements after their joint assessment hearings. Out-of-home placements include living arrangements such as foster homes, group homes, or relatives’ homes. Specifically, we found that youth were placed an average of 1.9 times per year after their joint assessment hearings in nondual status counties and 2.1 times per year in dual status counties. As mentioned in the Introduction, both CWS and probation agencies have a responsibility to provide youth with safe placements when they cannot safely live at home. In nondual status counties, once youth cross over to probation’s jurisdiction, probation officers identify the placements for the youth while they serve their time on probation. Probation officers have the option of placing youth in foster homes, relatives’ homes, group homes, or more restrictive

in-custody placements such as ranches, camps, or Department of Juvenile Justice facilities. For all six of the counties we visited, youth were most often placed in group homes for at least part of their probation. Of the youth we reviewed in nondual status counties, 81 percent were placed in group homes at some point after their joint assessment hearings, compared to 57 percent of the youth we reviewed in dual status counties. In nondual status counties, no other placement type exceeded 12 percent, while in dual status counties the next most common placement types that youth experienced were in-custody placements, such as ranches and camps, at 25 percent, and foster homes, at 20 percent.

### ***The Number and Continuity of Services Appear to Be Similar in Dual Status and Nondual Status Counties***

#### **Services Counties Offer to Dually Involved Youth May Include:**

##### Mental Health Services

- Counseling, psychological testing, therapy

##### Substance Abuse Services

- Counseling, drug testing, support groups

##### Youth Development Intervention Services

- Anger management, gang prevention, independent living

##### Education Services

- Attendance monitoring, individualized education plans

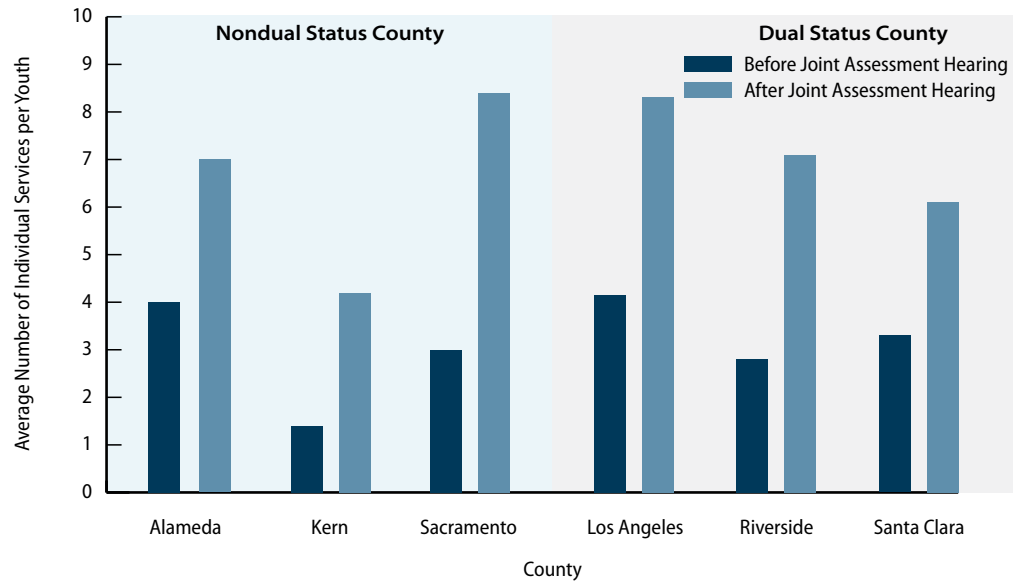
Sources: Minute orders, court reports, and case plans in the counties of Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara.

Youth typically received more services after they became wards of the court in both the dual status and nondual status counties we reviewed. As the text box illustrates, counties provided a variety of services to dependents and wards. State regulations require that before youth cross over, their social workers determine what services they need, include these services in case plans, and record what services the youth actually receive in case plan updates. After the court adjudicates dependent youth as wards of the court, probation officers reassess the services these youth need. Probation officers must create case plans that include the services to be provided. We reviewed case plans, case notes, status review reports, and other court reports to determine the number of mental health, substance abuse, youth development intervention, or educational services (services) counties provided before and after adjudication.

As shown in Figure 4, the average number of services that counties provided to youth increased after joint assessment hearings in both dual status and nondual status counties. For example, Sacramento County youth received on average 3.0 services before their joint assessment hearings and 8.4 services afterward. According to Sacramento's assistant chief probation officer, when a youth crosses over from dependency to delinquency, the focus of the system shifts. Specifically, the reason youth are involved in dependency relates to the actions of their parents, but when these same youth cross over to delinquency, it is because of actions of the youth themselves. Therefore, the system shifts its focus to the youth's behavior and how to best

work with them. Dual status youth at Riverside County also had a significant increase in services, from 2.8 services on average before their joint assessment hearings to 7.1 services afterward. According to Riverside County’s supervising probation officer, youth who solely have a dependency or delinquency matter would receive a finite number of services from a singular agency. When they have an emergent issue that requires the attention of a second agency—usually leading to a dual status designation—the case merits increased services. Finally, similar to youth in other counties, youth in Kern County—despite having the lowest average number of services—saw the highest percent increase in services after their joint assessment hearings.

**Figure 4**  
Average Number of Individual Services per Youth Before and After Joint Assessment Hearing



Sources: California State Auditor’s review of case files at Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara counties for selected dually involved youth.

Furthermore, youth tended to receive additional types of services after their joint assessment hearings, regardless of whether they lived in a dual status or nondual status county. Table 5 on the following page shows the number of dually involved youth in each county who received at least one service in one of four categories. At Riverside County, for example, 23 youth received mental health services before their joint assessment while 30 youth received mental health services afterward, an increase of 30 percent. We saw the biggest increases in substance abuse services and youth development intervention services. At Kern County, for example, only two youth received substance abuse services before their joint

assessment hearing, but 26 youth received substance abuse services after crossing over to probation, an increase of 1,200 percent. Similarly, in Sacramento County, three youth received youth development intervention services before their joint assessment, but 24 youth received youth development intervention services after crossing over to probation, an increase of 700 percent.

**Table 5**  
**Number of Youth in Each County Who Were Provided Any Services in the Category, Before and After Their Joint Assessment Hearings**

COUNTY AND NUMBER OF CASES TESTED	MENTAL HEALTH SERVICES			SUBSTANCE ABUSE SERVICES			YOUTH DEVELOPMENT INTERVENTION SERVICES			EDUCATION SERVICES		
	BEFORE	AFTER	PERCENTAGE DIFFERENCE	BEFORE	AFTER	PERCENTAGE DIFFERENCE	BEFORE	AFTER	PERCENTAGE DIFFERENCE	BEFORE	AFTER	PERCENTAGE DIFFERENCE
	JOINT ASSESSMENT HEARING	JOINT ASSESSMENT HEARING		JOINT ASSESSMENT HEARING	JOINT ASSESSMENT HEARING		JOINT ASSESSMENT HEARING	JOINT ASSESSMENT HEARING				
<b>Nondual Status Counties</b>												
Alameda—30	23	25	9%	9	20	122%	13	21	62%	18	21	17%
Kern—30	14	26	86%	2	26	1,200%	12	24	100%	3	8	167%
Sacramento—30	24	25	4%	7	19	171%	3	24	700%	20	28	40%
<b>Dual Status Counties</b>												
Los Angeles—30	26	27	4%	13	23	77%	16	28	75%	25	29	16%
Riverside—30	23	30	30%	12	26	117%	11	27	145%	9	16	78%
Santa Clara—16	15	14	(7)%	6	14	133%	7	13	86%	9	9	0%

Sources: California State Auditor's review of case files at Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara counties for selected dually involved youth.

In addition to more youth receiving more types of services, youth also generally received a greater number of each type of service after their joint assessment. For example, a youth in Riverside County received outpatient substance abuse services before her joint assessment hearing. After her joint assessment hearing, she continued to receive outpatient substance abuse services but also received additional substance abuse services, including drug testing, substance abuse counseling, and substance abuse education. We also noted instances in which counties did not continue providing youth with the services they received before crossing over. We found that, taken together, the six counties discontinued on average 16 percent of the services they had provided to youth before the joint assessment hearings. However, the counties appear to have mitigated these discontinuances with the significant increase in the number and types of services already discussed. For example, one youth in Alameda County received substance abuse education and substance abuse counseling before crossing over, but the county stopped providing him with these services after his joint assessment hearing. Although the youth lost these two services, he gained

several new services, such as behavioral therapy, drug testing, and job training. The counties taken together increased the number of services they provided by 132 percent, on average.

Although youth generally received a significant increase in services, we found there was little continuity of involvement by court appointed special advocate (CASA) volunteers in both dual and nondual status counties mostly because tested youth generally did not have a CASA before becoming involved with probation. As shown in Table 6, continuity of CASA involvement did not exceed 3 percent in any of the counties. Judges appoint CASAs to watch over and advocate for abused and neglected youth, and CASAs typically stay with each case until it is closed and the youth is placed in a safe, permanent home. Our review revealed that only 15 of the 166 youth we tested had a CASA before their joint assessment hearing. A Santa Clara social services program manager explained that, although the CASA program encourages engagement with all dependent youth, younger children tend to receive CASA involvement more often than older youth. Youth whose cases we reviewed were generally in their late teens. Further, the assistant director of Alameda’s CWS agency explained that Alameda County has low availability of CASAs—only about 186 CASA volunteers serve approximately 1,600 dependent youth. She explained that it is hard to get these volunteers because of the time commitment the job requires. Additionally, according to a probation division director at Alameda, CASAs are only used by Alameda’s CWS agency. She explained that delinquency judges are able to appoint CASAs, but typically do not.

**Table 6**  
**Percentage of Cases With Continuity of Staff for All Counties**

	PERCENTAGE OF CASES WITH CONTINUITY OF SOCIAL WORKER	PERCENTAGE OF CASES WITH CONTINUITY OF ATTORNEY	PERCENTAGE OF CASES WITH CONTINUITY OF ADVOCATE
<b>Nondual Status</b>			
Alameda	NA*	7%	3%
Kern	NA*	40	0
Sacramento	NA*	0	3
<b>Dual Status</b>			
Los Angeles	53%	83	0
Riverside	30	30	0
Santa Clara	13	0	0

Sources: California State Auditor’s review of case files at Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara counties for selected dually involved youth.

\* Nondual status counties we visited close dependency cases when youth are adjudicated wards. Consequently, social workers are not assigned to the youth during their probation, and continuity is not possible.



*The probation agencies in nondual status counties tended to increase family reunification services when youth crossed over, while their counterparts in dual status counties tended to decrease these efforts.*

### ***A County's Model for Dually Involved Youth Appeared to Affect Family Reunification Services and Continuity of Some Staff***

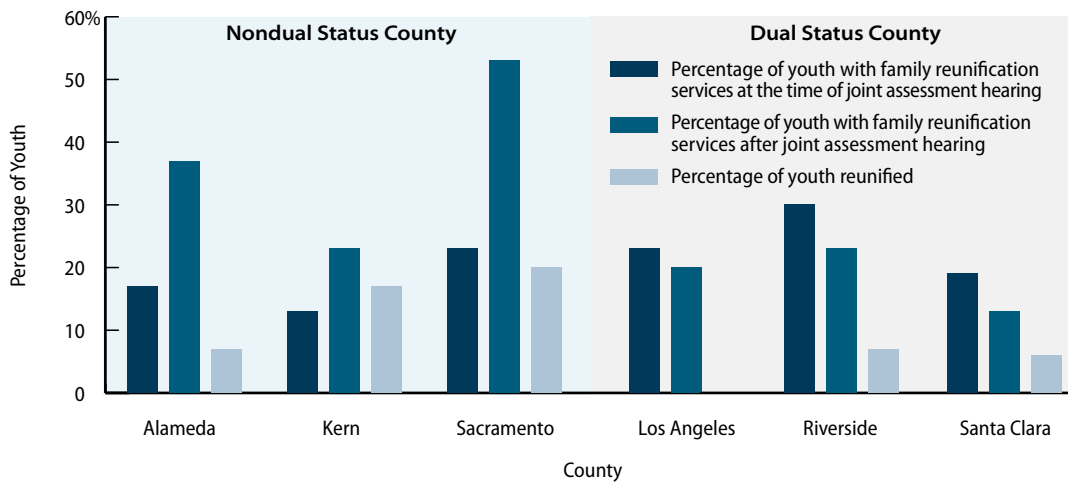
Our review of 166 case files indicated that family reunification services increased after youth became wards of the court in nondual status counties. Across all six counties, most of the youth whose cases we reviewed did not have ongoing orders for family reunification at the time of their joint assessment hearing; however, our review indicated that the probation agencies in nondual status counties tended to increase family reunification services when youth crossed over, while their counterparts in dual status counties tended to decrease these efforts. A potential cause for this difference is that in dual status counties, CWS remains involved and the county may not seek to reopen family reunification services if the dependency court has terminated family reunification services in the past. In contrast, nondual status counties close the CWS case, and in some situations probation may seek family reunification services despite the dependency court's earlier decision to terminate family reunification efforts. For example, in one case we reviewed in Kern County, the CWS agency discontinued a dependent youth's family reunification services in March 2011. In August 2012, at the youth's joint assessment hearing, the court terminated the youth's dependency case and declared her a ward of the court. Probation then reopened family reunification services for the youth and her family. Probation assessed this to be appropriate because the youth's mother was participating in counseling and parenting classes. Probation reunified the youth with her mother in March 2013.

As shown in Figure 5, Sacramento County provided family reunification services to approximately 53 percent of the youth in our selection after their joint assessment hearings. According to the probation division chief for Sacramento County, if families are willing to work with the department and participate in family reunification services, reunification will be the target outcome. He said that once parents have shown a desire to participate, probation makes every attempt to achieve reunification and that only in cases where dependency has terminated parental rights will Sacramento probation not actively pursue reunification. He further stated that frequently cases come to probation from CWS with a case plan goal other than family reunification, but that probation likes to evaluate each case on its own merits and look at the case with fresh eyes.

In contrast, Figure 5 also shows that the percentage of youth in dual status counties who received family reunification services decreased after joint assessment hearings. In dual status counties, CWS agencies may act as the lead agencies for cases that originated in dependency. Because state regulations require social workers to consider family reunification services as a first option when

determining case plan goals, CWS staff may have already pursued and terminated reunification services by the time youth are declared dual status. According to a probation division director at Riverside County, when youth are declared dual status and put into a delinquency placement, probation officers initially work to address the treatment needs of the youth rather than trying to reunify the youth with his or her parents. If the parents have custody rights, probation officers consider family reunification later, after the youth has been receiving services. Despite the varying rates of family reunification services, both dual status and nondual status counties had a low percentage of youth who were actually reunified; only about 10 percent of the 166 cases we reviewed resulted in successful reunification.

**Figure 5**  
Percentage of Youth With Family Reunification Services and Outcomes



Sources: California State Auditor's review of case files at Alameda, Kern, Los Angeles, Riverside, Sacramento, and Santa Clara counties for selected dually involved youth.

In addition, our review revealed that the lead-agency dual status model appears to have stronger continuity of social workers than the on-hold dual status model and the nondual status model. As we show in Table 6 on page 35, only youth in dual status counties were able to retain their social workers after their joint assessment hearings because their dependency cases usually remained active in those counties. Los Angeles and Riverside, both lead-agency dual status model counties, had higher rates of continuity after the joint assessment hearings than Santa Clara, which used the on-hold dual status model for most of the audit period. Of the 16 dual status youth we reviewed in Santa Clara, 13 were on-hold dual status, while the remaining three were lead-agency dual status. Santa Clara—originally an on-hold dual status county—

began declaring youth as lead-agency dual status in August 2014, toward the end of our audit period. Santa Clara only had continuity of social workers for its lead-agency dual status youth. This is consistent with what we expected from the on-hold dual status model because the dependency case is suspended, similar to what occurs in the nondual status counties. Specifically, in nondual status counties, social workers do not continue serving youth after their joint assessment hearings because their dependency cases close at that time.

Further, our review revealed that a county's use of the lead-agency dual status model may affect a youth's continuity of attorney more significantly than a county's on-hold dual status or nondual status model. As we show in Table 6 on page 35, youth in the counties of Kern, Los Angeles, and Riverside had stronger continuity of attorneys than the other counties. The youth whose cases we reviewed in Los Angeles County had an 83 percent rate of attorney continuity before, during, and after their joint assessment hearings. Contrary to what we expected for a nondual status county, Kern had a 40 percent continuity of attorneys. A division director at Kern's probation agency explained that Kern County's public defender's office and indigent defense programs both assign attorneys to the juvenile court, which hears both delinquency and dependency cases. If a dependent youth crosses over to delinquency, the attorney assignment will not change as long as there are no conflicts.

### **Recommendations**

To ensure that county CWS and probation agencies are able to identify their populations of dually involved youth, the Legislature should require Social Services to do the following:

- Implement a function within the statewide case management system that will enable county CWS and probation agencies to identify dually involved youth.
- Issue guidance to the counties on how to use the statewide case management system to track joint assessment hearing information completely and consistently for these youth.

To better understand and serve the dually involved youth population, the Legislature should require the Judicial Council to work with county CWS and probation agencies and state representatives to establish a committee, or to work with an existing committee, to do the following:

- Develop a common identifier counties can use to reconcile data across CWS and probation data systems statewide.
- Develop standardized definitions for terms related to the populations of youth involved in both the CWS and probation systems, such as dually involved, crossover, and dual status youth.
- Identify and define outcomes for counties to track for dually involved youth, such as outcomes related to recidivism and education.
- Establish baselines and goals for those outcomes.
- Share the common identifier, definitions, and outcomes with the Legislature, for their consideration to require counties to utilize and track these elements.

If the State enacts data-related requirements, it should require the Judicial Council's committee to compile and publish county data two years after the start of county data collection requirements.

Alameda County and Sacramento County probation departments should update their existing procedures to ensure that their staff are accurately recording family reunification service components within the statewide case management system.

To identify their population of dually involved youth, CWS and probation agencies within each county should do the following:

- Designate the data system they will use for tracking the dates and results of joint assessment hearings.
- Provide guidance or training to staff on recording joint assessment hearing information consistently within the designated system.

We conducted this audit under the authority vested in the California State Auditor by section 8543 et seq. of the California Government Code and according to generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives specified in the Scope and Methodology section of the report. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Respectfully submitted,



ELAINE M. HOWLE, CPA  
State Auditor

Date: February 25, 2016

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February 5, 2016

Ms. Elaine M. Howle  
State Auditor  
Bureau of State Audits  
555 Capitol Mall, Suite 300  
Sacramento, California 95814

Re: Dual Status Youth—Audit 2015-115

Dear Ms. Howle:

This letter is in response to your audit report and recommendations concerning the Judicial Council with regard to dual status youth, particularly crossover youth. The findings and recommendations are of interest to the council and the courts, given the council's sponsorship of Assembly Bill 129 (Cohn; Stats. 2004, ch. 468), which first created the option for counties to establish dual jurisdiction over youth with child welfare and delinquency issues to better serve these youth and their families coming to the attention of the court initially through either the child welfare or juvenile justice system.

As your report notes, the Judicial Council was actively involved in providing support to the courts and their county partners as they opted to implement the legislation, and the council collected data and reported to the Legislature in 2007 on the early stages of that implementation.

The council remains interested in ensuring that courts are able to serve these youth, and council staff remain available to provide technical assistance to any court or county seeking to adopt or modify a dual status protocol.

If directed by the Legislature, the council has the expertise and is prepared to work with an existing committee or group to fulfill the recommendations of the audit regarding data collection and definition, provided the Legislature can make available the resources needed to accomplish those tasks.

Ms. Elaine M. Howle  
February 5, 2016  
Page 2

The Judicial Council is experienced at establishing standardized outcome measures and definitions in both juvenile dependency and juvenile delinquency. These projects were undertaken as part of the California Blue Ribbon Commission on Children in Foster Care and the Judicial Council's Juvenile Delinquency Court Assessment.<sup>1</sup> Our experience was that this work is valuable but also costly and time-consuming. Both projects utilized the work of consultants and subject matter experts in the courts and counties. This involved original data collection through file review and analysis of case management data. Given the current status of court and probation case management systems, an expert group beginning this work would also want to consider approaches such as probabilistic matching of existing data sets before establishing data collection requirements.

We would also note that while there is a case management system that collects data on a statewide basis for the child welfare system, there is no comparable system for juvenile justice data. The Legislature recently directed the Board of State and Community Corrections to assemble a Juvenile Justice Data Working Group, which submitted its final report and recommendations to the Legislature earlier this year.<sup>2</sup> That report documents the lack of a statewide system and the resultant problems in measuring recidivism or evaluating different programs and processes in the juvenile justice system. Given these shortcomings we would simply note that it may be difficult for recommendations on dual status data collection to be implemented by a council committee on a timely basis without an effective statewide data system for collecting juvenile justice-related data and outcomes.

We agree that it is critical that California's courts as well as child welfare and juvenile justice county agencies better understand and serve the dually involved youth population. These youth and their families come to the attention of the court initially through either the child welfare or juvenile justice system, and state and local government must strive to serve them and achieve successful outcomes.

Sincerely,



Martin Hoshino  
Administrative Director  
Judicial Council of California

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<sup>1</sup> Judicial Council of Cal., Implementation Guide to Juvenile Dependency Court Performance Measures (Jan. 2009), <http://www.courts.ca.gov/documents/Combined-impguide010709.pdf>

Judicial Council of Cal., *Juvenile Delinquency Court Performance Measurement as an Evidence-Based Practice* (Dec. 2012), [http://www.courts.ca.gov/documents/JD\\_Performance\\_asEBP.pdf](http://www.courts.ca.gov/documents/JD_Performance_asEBP.pdf).

<sup>2</sup> See *Rebuilding California's Juvenile Justice Data System: Recommendations to Improve Data Collection, Performance Measures and Outcomes for California Youth, Report to the Legislature, January 2016*, <http://www.bscc.ca.gov/downloads/JJDWG%20Report%20FINAL%201-11-16.pdf>.

Ms. Elaine M. Howle  
February 5, 2016  
Page 3

MH/AF/tk

cc: Jody Patel, Chief of Staff, Judicial Council

Millicent Tidwell, Chief Operating Officer, Judicial Council

Diane Nunn, Director, Center for Families, Children & the Courts, Judicial Council



# Kern County Administrative Office



## County Administrative Center

1115 Truxtun Avenue, Fifth Floor • Bakersfield, CA 93301-4639  
Telephone 661-868-3198 • FAX 661-868-3190 • TTY Relay 800-735-2929

JOHN NILON  
County Administrative Officer

February 5, 2016

California State Auditor  
Elaine M. Howle  
621 Capitol Mall, Suite 1200  
Sacramento, CA 95814

Dear Ms. Howle:

Transmitted here within is the response to the California State Auditor's redacted draft report entitled Dually Involved Youth. The response was a collaborative effort with each of the County departments that manage the operations. The County Administrative Office, Department of Human Services, and Probation Department collaborated and are in concurrence with this response.

### California State Auditor's Recommendations

To identify their population of dually involved youth, Child Welfare Services (CWS) and probation agencies within each county should do the following:

- Designate the data system they will use for tracking the dates and results of joint assessment hearings.
- Provide guidance or training to staff on recording joint assessment hearing information consistently within the designated system.

### Kern County's Response

The California State Auditor's report is substantially correct and the County Probation and Human Services Departments concur that the two recommendations regarding both the tracking of WIC 241.1 Joint Assessments data as well as staff training to ensure this data is properly captured should be addressed. Prior to the audit it was not a practice in Kern County to track WIC 241.1 Joint Assessments and outcomes in any data base. However, since the County was made aware of it during the interview process the County has already implemented changes to rectify this matter. Probation Department staff have been instructed and trained to ensure this information is now entered into the CWS/CMS. Moving forward the County will train new staff and verify this process is continued.

The County appreciates the opportunity to share with the California State Auditor's office information regarding crossover youth in Kern County. Providing the highest level of services possible to this population is of utmost importance. The Department of Human Services and Probation Department have instituted evidence based assessments to create effective individualized case plans and have increased the evidence based treatment County youth receive. However, the County is always eager to make improvements when possible and therefore again express appreciation for your review and input.

Sincerely,

A handwritten signature in black ink that reads "John Nilon for".

John Nilon  
County Administrative Officer

JN/KB/DHS Probation Crossover Audit Transmittal

cc: Department of Human Services  
Probation



PHILIP L. BROWNING  
Director

## County of Los Angeles DEPARTMENT OF CHILDREN AND FAMILY SERVICES

425 Shatto Place, Los Angeles, California 90020  
(213) 351-5602

Board of Supervisors  
HILDA L. SOLIS  
First District  
MARK RIDLEY-THOMAS  
Second District  
SHEILA KUEHL  
Third District  
DON KNABE  
Fourth District  
MICHAEL D. ANTONOVICH  
Fifth District

February 5, 2016

Elaine M. Howle, CPA \*  
State Auditor  
621 Capitol Mall, Suite 1200  
Sacramento, CA 95814

Dear Ms. Howle:

This is in response to the Joint Legislative Audit Committee request for "Dually Involved Youth: The State Cannot Determine the Effectiveness of Efforts to Serve Youth Who Are Involved in Both the Child Welfare and Juvenile Justice Systems" report.

Los Angeles County agrees with the recommendation of one designated data system to track the dates and results of joint assessment hearings. Regretfully, we do not have such a system and when this system is developed, Los Angeles County Departments of Children and Family Services and Probation, will provide guidance and training to our staff on recording joint assessment hearing information consistently within the designated system.

①

If you have any questions please call me, or your staff may contact Diane Iglesias, Senior Deputy Director, at (213) 351-5711.

Sincerely,

A handwritten signature in black ink, appearing to read "Philip L. Browning".

PHILIP L. BROWNING  
Director

A handwritten signature in black ink, appearing to read "Calvin Remington".

CALVIN REMINGTON  
Interim Chief Probation Officer

PLB:DI:RRS:lj

\* California State Auditor's comment appears on page 49.

## Comment

### CALIFORNIA STATE AUDITOR'S COMMENT ON THE RESPONSE FROM LOS ANGELES COUNTY

To provide clarity and perspective, we are commenting on Los Angeles County's response to our audit. The number below corresponds to the number we have placed in the margin of Los Angeles County's response.

Los Angeles County stated that it does not have a designated data system to track the dates and results of joint assessment hearings, but mentioned the development of one. Therefore, we look forward to the county's 60-day response to learn more about this proposed system and the timeframe for its development and implementation.

①

February 2016



**JAY E. ORR**  
COUNTY EXECUTIVE OFFICER

## COUNTY OF RIVERSIDE EXECUTIVE OFFICE

**GEORGE A. JOHNSON**  
CHIEF ASSISTANT COUNTY EXECUTIVE OFFICER

**ROB FIELD**  
ASSISTANT COUNTY EXECUTIVE OFFICER  
ECONOMIC DEVELOPMENT AGENCY

**MICHAEL T. STOCK**  
ASSISTANT COUNTY EXECUTIVE OFFICER  
HUMAN RESOURCES

**ZAREH SARRAFIAN**  
ASSISTANT COUNTY EXECUTIVE OFFICER  
HEALTH SYSTEMS

**PAUL MCDONNELL**  
COUNTY FINANCE DIRECTOR

February 4, 2016

Andrew Lee, Team Leader  
California State Auditor  
621 Capitol Mall, Suite 1200  
Sacramento, CA 95814

Dear Mr. Lee,

Thank you for the opportunity to participate in this review and to respond to the recommendations.

As noted in the report, the Dual Status program was optional for counties to implement. Riverside County' Department of Public Social Services and Probation Department proactively chose to implement this Dual Status option in 2006. The two agencies worked together in consultation with the Juvenile Court to create a protocol, joint court report writing guidelines, and a system for communication to coordinate services unique for this population. Both Probation and DPSS provided training to their respective staff specific to serving Dual Status youth. DPSS and Probation currently have 115 youth designated as Dual Status. This represents about 2% of the 5,838 children in foster care and 5% of 2,092 youth under Probation supervision.

The purpose of the State's 2015 audit/review was to assess whether outcomes for children and families were better as a result of the Dual Status program. We recognize the limitations that the auditors faced in completing this assessment and appreciate their recognition that counties have not received the direction needed nor do we have a system of record where the data can be collected and reported in a consistent manner. Despite these limitations, Riverside County took the initiative to design and implement our own tracking systems to allow us to communicate with one another, and to best support our Dual Status youth and their families.

The review identified the following recommendations for Riverside County, to which we have included responses below.

Recommendation 1: Designate a data system used to track dates and results of joint assessment hearings.

Response: Probation is a dual-entry agency: staff must enter data into the Probation Juvenile and Adult Management System (JAMS) as well as the Child Welfare System/Case Management System (CWS/CMS). The capacity to enter more data into CWS/CMS will improve with coming technical improvements, assisting in Dual Status

**Response to California State Audit  
February 4, 2016****Page 2**

tracking within the limitations of the existing application. In the meantime, both agencies will continue to refine current systems to link the youth both agencies serve, in addition to designating a data system used to track dates and results of joint assessment hearings.

Recommendation 2: Provide guidance or training to staff on recording joint assessment hearing information consistently within the designated system.

Response: Both DPSS and Probation currently train new staff on Joint Assessments (Welfare & Institutions Code 241.1) and Dual Status recommendations. A joint training is scheduled for March 2016. DPSS and Probation have identified improvements that will enhance coordination and communication related to the court hearings when a W&IC 241.1 Joint Assessment is ordered. In addition, staff will be trained on recording joint assessment hearing information within a designated system agreed upon by both DPSS and Probation.

Please let us know if there is any additional information needed.

Sincerely,



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Mark Hake  
Chief Probation Officer



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Susan von Zabern  
Director, DPSS

**Health and Human Services**  
Sherri Z. Heller, Ed.D



**Probation Department**  
Lee Seale, Chief Probation Officer

**County of Sacramento**

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February 5, 2016

Ms. Elaine M. Howle, CPA  
California State Auditor  
621 Capitol Mall, Suite 1200  
Sacramento, CA 95814

**RE: Dually Involved Youth: The State Cannot Determine the Effectiveness of Efforts to Serve Youth Who Are Involved in Both the Child Welfare and Juvenile Justice Systems**

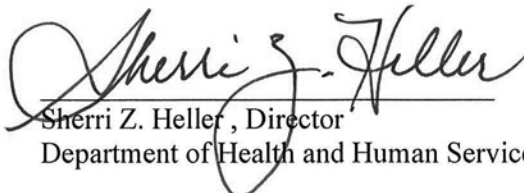
Dear Ms. Howle:

Thank you for the opportunity to review and respond to a redacted version of this report. We appreciate the interest of the California State Auditor and the California Legislature in this very important issue.

As your report notes, it is well-established that youth who have been abused or neglected face a heightened risk of “crossing over” into the juvenile justice system. Sacramento County is committed to doing everything it can do to intervene early with these youth to interrupt this trajectory. To that end, in late 2014, a team of County leadership alongside the Presiding Judge of our Juvenile Court, embarked on an eight-day program at Georgetown University’s Center for Juvenile Justice Reform to begin a focused commitment toward better serving youth involved in both dependency and delinquency systems. This initiative – known as the Crossover Youth Practice Model and identified as a “best practice” in your report – represents a substantial countywide commitment to improve inter-departmental collaboration, cross-system reporting, and standardized outcomes and, as such, will take years to fully achieve. As noted in your report, we are working toward an integrated data-sharing system across multiple County departments, including education and behavioral health, but this is a large-scale undertaking and we fully acknowledge that the bulk of our work is still to be done. We agree with the recommendations in your report and will implement them as part of this effort.

In the meantime, we are heartened by your report’s confirmation that Sacramento County is “providing a variety of services to dually involved youth, including mental health, substance abuse, youth development, and education services.” We are proud of the treatment and services that Sacramento County provides to our youth. Here again, though, we believe that there are improvements that we can make to better divert young people away from the criminal justice system. We look forward to doing so.

Sincerely,

  
\_\_\_\_\_  
Sherri Z. Heller, Director  
Department of Health and Human Services

  
\_\_\_\_\_  
Lee Seale, Chief Probation Officer  
Probation Department



February 2016

# County of Santa Clara

Office of the County Executive

County Government Center, East Wing  
70 West Hedding Street  
San Jose, California 95110  
(408) 299-5105



February 5, 2016

Ms. Elaine M. Howle, State Auditor \*  
California State Auditor  
621 Capitol Mall, Suite 1200  
Sacramento, CA 95814

Dear Ms. Howle:

Please accept this letter as Santa Clara County's response to the California State Auditor's report entitled, "Dually Involved Youth: The State Cannot Determine the Effectiveness of Efforts to Serve Youth Who Are Involved in Both the Child Welfare and Juvenile Justice Systems." This audit was conducted at the direction of the Joint Legislative Audit Committee of the California Legislature.

The report indicates that there is insufficient definitional and operational consistency between counties and inadequate alignment of data to make meaningful determinations about what models are most effective to serve this population of youth. As the report clearly delineates, there are myriad strategies being employed to serve these young people and their families, with varying results.

Santa Clara County chose to spend a significant amount of time both defining the Dually Involved Youth (DIY) target population and crafting our intervention model. As a result, due solely to the period of time under review by this audit, only three of the sixteen cases examined in Santa Clara County were served under this intervention model. As with the launch of any new program, there are many lessons learned and modifications required over the course of the first six months to a year. The initial cohort of youth served under this new intervention model were the youth who had deeply penetrated both the juvenile justice and child welfare systems and whose ability to reunify or make significant progress was much more challenging than youth with less system involvement.

Santa Clara County uses the "Kennedy" model as described in the audit report and received eighteen months of intensive technical assistance from the Robert F. Kennedy Children's Action Corps. A robust team of high-level stakeholders, including community representatives in addition to system representatives, have been meeting monthly for over three years to design and implement this model. There are also three sub-committees of this team, comprised of both leadership members and many others, which focus on legal issues, data and evaluation, and resource development.

Santa Clara uses the broadest definition of Dually Involved Youth (DIY), defined as any youth who have experienced significant abuse or neglect at ANY point in their lives, and who are engaging in

Letter to Ms. Elaine M. Howle, State Auditor  
February 5, 2016  
Page 2 of 2

criminal behavior. This broad definition is intentional, based on the recognition that the trauma a youth experiences when young, even if his/her life stabilizes, often results in significant emotional and behavioral problems when the youth reaches adolescence. Understanding this dynamic, and jointly intervening earlier, when a DIY is engaging in criminal activity, is intended to prevent further penetration into either system. Santa Clara County's goal is to create integrated responses for all DIY, regardless of their system status.

The following are the two recommendations of the audit report: "To identify their population of Dually Involved Youth, CWS and probation agencies within each county should do the following:

1. Designate the data system they will use for tracking the dates and results of joint assessment hearings.
2. Provide guidance or training to staff on recording joint assessment hearing information consistently within the designated system."

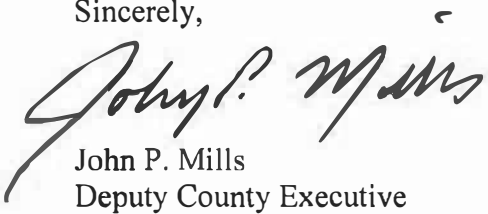
**Santa Clara County Response:**

① *There is no one unified system identified by the State to document in the manner that is indicated in the report. CWS has a state-mandated database, and Probation uses a separate database for all cases, except for those cases involving placements, which are contained within the CWS database. In order for jurisdictions to have a required unified database, additional resources and more interoperability between the databases would be necessary.*

*In the meantime, Santa Clara County has developed expected outcomes and sixty-eight (68) data variables to track that are anticipated to speak to these outcomes. However, Santa Clara County is in the early data collection phase, and sufficient time has not yet elapsed to evaluate all of these expected outcomes.*

We would like to thank the California State Auditor for the thoughtful work on this report. If you have any questions, please do not hesitate to contact me via phone at (408) 299-5116 or via email at [john.mills@ceo.sccgov.org](mailto:john.mills@ceo.sccgov.org).

Sincerely,



John P. Mills  
Deputy County Executive

JPM:kr



## Comment

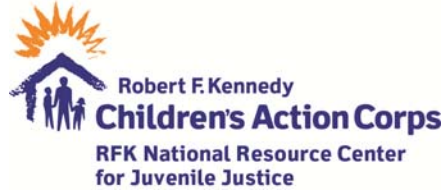
### CALIFORNIA STATE AUDITOR'S COMMENT ON THE RESPONSE FROM SANTA CLARA COUNTY

To provide clarity and perspective, we are commenting on Santa Clara County's response to our audit. The number below corresponds to the number we have placed in the margin of Santa Clara County's response.

We agree with Santa Clara County's statement that child welfare service (CWS) agencies and probation agencies use separate databases; however, this does not prevent Santa Clara County from designating one data system which it will use to track the dates and results of joint assessment hearings. Furthermore, if it chooses to do so, Santa Clara County can continue to use its current system for logging all joint assessment hearings and the results of those hearings.

①

# 6. Dual Status Youth Bench Card



## BENCH CARD

*This **Dual Status Youth Bench Card** was created to provide guidance to judicial officers hearing matters involving dual status youth (DSY) at various stages of court processing, including pre-adjudicatory and dispositional hearings. (In this context, “dual status youth” refers to a youth included in the jurisdiction’s DSY initiative “target population” by virtue of involvement in the child welfare and juvenile justice systems.*

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### **Pre-Hearing Case File Review**

The following information should be reviewed in advance of any hearing involving a dual status youth, to provide the judicial officer a clear understanding of all case related activities and the current status of the youth. Case files for all pending matters should be reviewed in advance of the hearing, including any pending before other judicial officers.

Delinquency and Dependency files should be reviewed to confirm:

- 1) The youth is within the defined target population
- 2) Child welfare and/or dependency case(s) status (e.g., current orders, pending matters, scheduled review hearings)
- 3) Delinquency case(s) status (e.g., processing stage of proceeding[s], existing orders, motions to be considered)
- 4) Identification of assigned child welfare (dependency) and juvenile justice (delinquency) case workers

### **Courtroom Process**

The judicial officer should identify all of the parties present in the courtroom and make a record of their role and/or professional or personal relationship to the youth and his/her family. It is recommended that the court create a checklist form to aid the judicial officer in identifying hearing participants. This memorialized record assists the judicial officer:

1. to communicate effectively with hearing participants (e.g., assigned attorneys, parents or custodial family, treatment providers, etc.)
2. by providing a record for compliance with the established dual status youth protocol, and

3. by providing the opportunity for the judicial officer to query the assigned attorneys to learn if there are additional matters that need be brought to the court's attention before proceeding.

### **Dual Status Youth Processes**

The judicial officer is charged with verifying that the endorsed dual status youth process/protocol is being utilized and followed properly. It is the judicial officer's responsibility to make the following inquiries during the instant court proceeding:

1. Has the youth been properly identified as a member of the DSY Initiative target population?
2. Was the cross-system identification made in a timely manner?
3. Were the initial cross-system communications made by professional staff (e.g., social worker, probation or court official) in a timely manner as prescribed by the protocol?
4. Has the relevant and lawful information and/or record(s) been shared by the professional staff to support the next steps in the dual status youth protocol?

### **Conduct a Query of the Multi-System Practices**

The judicial officer is also responsible for ensuring that the multidisciplinary strategies and practices established by the dual status youth protocol are followed and produce informed, individualized case plans which, in turn, yield effective and coordinated services, supervision and support to the youth and/or family. It is recommended that the judicial officer ask the following set of questions. (Note: This part of the hearing process will occur as determined by a local jurisdiction, specifically prior to or after the hearing on the merits of the delinquency matter(s) before the court.)

#### **1. Was a Multi-disciplinary Team (MDT) meeting conducted?**

- Was it convened in a timely manner?
- Were the mandated parties present?
- Please identify the name and role of additional parties present.
- Was there consideration of current Risks-Needs-Responsivity factors from multiple relevant agencies and/or organizations (safety, behavioral health, education, strengths, etc.)?
- Were the proper authorizations and/or consents obtained for the sharing of information that protected the privacy and confidentiality rights of the parties in the MDT?

#### **2. Were a collaborative set of recommendations developed?**

- Is there consensus among the MDT for these recommendations?
- Have attorneys had the opportunity to review the recommendations in a timely manner according to the dual status youth protocol?

- Please articulate the treatment, supervision and service recommendations, in order of priority.
- Please articulate the time lines for implementation of the recommendations and the specific parties responsible for oversight of each. Address availability of priority service interventions.
- In view of these recommendations, is there an agreement on the recommendations for handling the delinquent matter(s) before the court?

### **3. Youth and Family Voice**

- During the MDT, was the youth voice heard concerning his/her perspective related to the current home and placement status, previous or current treatment services, educational situation, and concluding treatment recommendations?
- During the MDT, was the family or caregiver voice heard concerning his/her perspective related to the current home and placement status, previous or current treatment services, educational situation, and concluding treatment recommendations?
- Would the youth and/or family/caregiver like to be heard today in court on the recommendations before the judicial officer?

### **4. Case Dispositional Order**

- Judicial officer shall articulate the entry orders to the participants in the proceeding
  - Include the treatment, supervision and / or service recommendations, time lines, and person(s) responsible for implementation
  - Include the next dates for any pending proceedings in either the dependency or delinquency courts
  - Obtain any necessary signatures from parties that permit the efficient and timely execution of the requirements of the order
  - Inquire of the youth and family/caregiver if there any questions.

### **Special Note – Risks, Strengths, Needs, Responsivity Factors**

Throughout hearings involving dual status youth and families, the presiding judicial officer should be guided by a knowledge and understanding of the importance of focusing on youth and family risks, needs and strengths and the ways in which a multidisciplinary dual status youth protocol can provide valuable information on risks, needs and strengths. The following domains are those most associated with the research concerning the areas of risks and/or strengths affecting dual status youth and the inquiries within each may be those the judicial officer wishes to explore further during the hearing:

**Pro-Social Activities and Connections**

- Inquire about type of extra-curricular activities in which the youth is participating (e.g., drama club, church activities, scouts, team sports)
- Inquire about the youth's connection to caring and supportive adults (e.g. mentors, teachers, family friends)
- Inquire of the youth his opinion of personal goals and interests, and his / her strengths and/or assets to achieve them

**Placement/Family**

- Confirm youth's placement per their reporting
- Identify how many placements the youth has been in since entering care
- Discuss the current status of their placement (i.e. will the youth achieve permanency in this placement, is the youth comfortable and thriving in the placement, are relatives providing kinship care linked with all available support?)
- Inquire if there is additional family or kin that may provide a suitable living situation and what efforts are being made to identify new potential relatives.
- Inquire about sibling relationships and visits

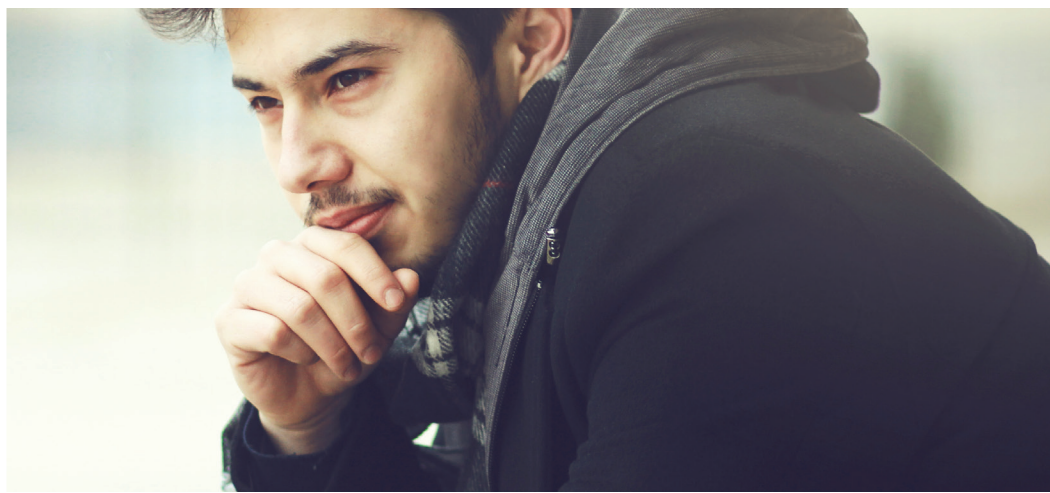
**Education**

- Confirm that the youth is attending school (identify the school, grade level, progress toward graduation)
- Discuss with the youth any current and/or needed educational services
- Inquire about any educational successes and challenges

**Mental Health/Substance Abuse**

- Inquire about any mental health or substance abuse services being provided and the effectiveness of those services (inquiry to include discussion about the specific type of intervention, the service provider, length of participation in the services, and impact on youth and/or family behavior)
- Consider the following questions relating to trauma:
  - Has the child experienced a traumatic event?
  - Has the child experienced multiple traumatic events?
  - Is the child experiencing trauma symptoms?
  - Has the child been screened or assessed for a trauma disorder?

# 7. How to Improve Data Capabilities in Dual Status Youth Initiative sites: Key Principles and Examples



# How to Improve Data Capabilities in Dual Status Youth Initiative Sites: Key Principles and Examples

By Gene Siegel

## I. INTRODUCTION

This is the second in a series of articles intended to help jurisdictions engaged in dual status youth (DSY) or other multi-system reform initiatives improve their data-related capabilities, including ways that they can acquire, organize, and use their data to help guide important program planning and implementation decisions.

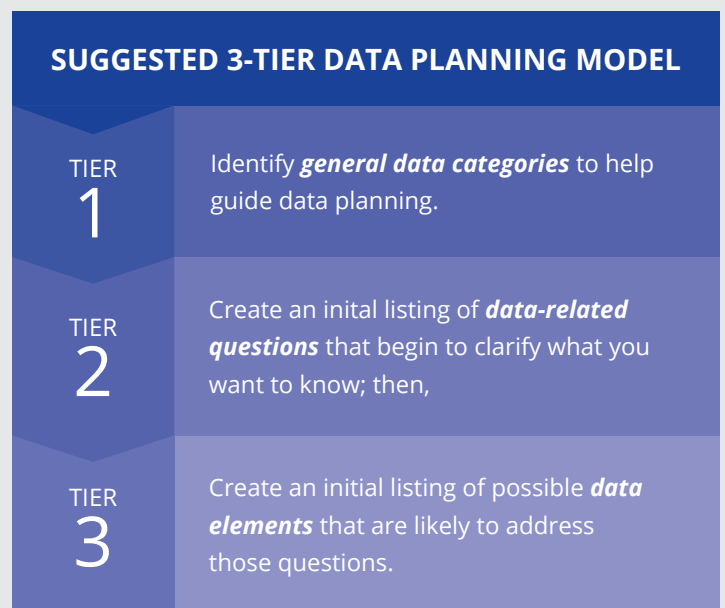
The first data article, entitled *Data Planning in the Dual Status Youth Initiatives: Initial Suggestions*, offered a three-tier planning approach, reviewed briefly below, that first asks sites to list and prioritize the types of data-related questions they hope to address in their reform efforts.

This second article draws from the first and offers examples of the types of *initial* DSY prevalence and case characteristics data that can be compiled and how those data can be “used” to begin to inform DSY program development and implementation and subsequent data-related activities including more active tracking of key program performance indicators.<sup>1</sup>

Readers should recognize that while the principles and examples laid out in this article reflect strategies geared toward a DSY initiative, the same examples and principles can be applied and/or adapted to examine broader probation reform efforts or any practice improvements that impact juvenile justice-involved youth.

## II. BACKGROUND

The first article presented a 3-Tier Planning Model as illustrated in the following diagram:



The RFK National Resource Center has prepared a data planning “work grid” that can be adapted to help jurisdictions clarify, organize and prioritize their data planning information. This grid can be accessed at <http://rfknrcjj.org/our-work/dual-status-youth-reform>.

<sup>1</sup> Tuell, J., Heldman, J., & Wiig, J. Dual Status Youth – Technical Assistance Workbook. Models for Change and RFK Children’s Action Corps. December 2013. Available at <http://rfknrcjj.org>



This approach suggests starting with a set of general data categories (as shown below), then creating an initial listing of data-related questions intended to address “what” a jurisdiction or site wants to know about a group of youth, a program, or some other relevant topic of interest in the agency or organization. The third tier suggests creating a listing of possible data elements that are likely to help address or answer those questions.

To help better organize the data-related questions, the planning model suggests using a series of general data categories. These categories, which overlap to some degree and which can be adjusted to reflect local planning needs, include:

1. Prevalence;
2. Case characteristics and history;
3. Case processing (including key decision steps from arrest through disposition and including case assignment);
4. Case management, planning and supervision;
5. Protocol adherence and training;
6. Placement and services;
7. System outcomes and performance indicators (for example, cost impacts, due process/fairness, efficiency, workload impacts, others); and,
8. Youth and family outcomes (for example, outcomes by age, gender, race/ethnicity, as well as community impacts).

The planning model also encourages sites to distinguish between what may be more complex and/or longer-term research-oriented questions versus more basic or essential data questions that should be addressed in the initial stages of data planning and implementation. Lastly, the planning model strongly encourages jurisdictions to aspire to collecting, compiling, analyzing, and using their data in a more active or dynamic fashion rather than relying on single point in time or “snapshot” data summaries.

### III. PURPOSE OF THIS ARTICLE

While the first data article focused on “what” a jurisdiction may want to know about its dual status youth, this article focuses on a number of key aspects related to “how” one can best find, organize, and present data to answer those questions.

Furthermore, this article presents a series of *Key Principles* that underlie this data identification and refining process and

supplements these principles with a small number of examples including data tables, reports, and charts. These basic examples are intended to highlight the following:

- How the data can look and be presented;
- How the data can be “used” to help inform key program decisions in a more active and dynamic fashion; and,
- How this data planning and improvement approach can result in more routine and sustained tracking of cases and critical program activities.

*One of the most important aspects of the suggested data planning approach is to encourage jurisdictions to aspire toward achieving more dynamic or “real time” data capabilities rather than relying on single point in time data “snapshots.”*

Because there is important variability in data capabilities across juvenile justice and child welfare organizations, the content and examples displayed in this article will be fairly basic, yet intended to be relevant for any jurisdiction, from the least to the most sophisticated data-capable agencies and organizations.

Before specific examples are described, it is important to

emphasize that this article assumes that a jurisdiction, consistent with the suggested data planning model, has already identified its general data categories, listed out *and* prioritized its data questions, and is ready to embark on or has already initiated activities related to Tier 3 – creating an initial listing of possible data elements that are likely to answer those questions.

### IV. TIPS BEFORE BEGINNING THE PROCESS

#### View Data as Living and Active

One of the most important aspects of the suggested data planning approach is to encourage jurisdictions to aspire toward achieving more dynamic or “real time” data capabilities rather than relying on single point in time data “snapshots.” As emphasized in the first data article and the [Guidebook for Juvenile Justice & Child Welfare System Coordination and Integration](#),<sup>2</sup> having more dynamic or real time data allows for active tracking of any group of cases (DSY or otherwise) and helps administrators, program managers, on the ground staff, and others enhance their abilities to do their work more effectively. Real time data can help juvenile justice program managers be more proactive rather than reactive and can

2 Wiig, J., Tuell, J., & Heldman, J. Guidebook for Juvenile Justice & Child Welfare System Coordination and Integration (3rd Edition). Models for Change: Systems Reform in Juvenile Justice. 2013. Also see, Siegel, G. Data Planning in the Dual Status Youth Initiatives: Initial Suggestions. Robert F. Kennedy Children’s Action Corps, RFK National Resource Center for Juvenile Justice. 2014. Both publications are available at <http://www.rfkncrj.org>

enable them to address critical programmatic concerns and events before they become serious problems.

Relying solely or even primarily on snapshot data is disadvantageous for a number of reasons including:

- It inhibits or prohibits jurisdictions from *actively/proactively* gauging what is happening with a particular program or initiative;
- It often requires substantial manual effort and time demands that can prevent the timely compilation of accurate and sufficient program performance and outcome data; and,
- It can make those who provide key data (e.g., staff who work directly with youth and families) question why they are spending time compiling and entering this information because the data are of little practical use to them.

Real time or more current data also tend to promote more consistent data accuracy and quality, and ultimately, can help jurisdictions monitor short- and long-term program performance indicators and outcomes. That said, achieving these data capabilities and making data improvements top priorities represent important challenges for many jurisdictions. It requires the commitment of administrators, judges, directors, chiefs, program managers, and others—and often that commitment will require either additional resources or creative re-allocation of existing resources.

### **Data Collection Doesn't Have to be Complicated**

Organizations undergoing DSY reforms understand that data will likely have to be acquired from multiple sources. Information may come from paper case files, from a juvenile justice organization's case tracking or database, and from a child welfare case management system. It is an unfortunate reality in DSY initiative sites and elsewhere that there are no (or far too few) fully integrated automated juvenile justice/child welfare databases, and DSY sites often have to look to ancillary data options.

If specific essential data elements are manually collected and stored in paper files, those data will need to be acquired and entered into a suitable automated database to track DSY cases. Many agencies and departments often turn to software like Excel as an ancillary database resource to capture and organize their DSY or other program data.

For those using basic software like Excel, there are steps one can take to simplify the challenges of entering data into a worksheet. This type of data entry process can be time-consuming and can result in data entry mistakes, especially if the user does not have sufficient experience. Fortunately, Excel has a number of built-in features and tools that can improve both the speed and accuracy of spreadsheet data entry. These include Excel's lists, AutoComplete, and data validation features (among others) that help reduce keystrokes and prevent errors<sup>3</sup>. Once these data are entered into Excel (or other database software) and it becomes the routine/standard dynamic data source or an ancillary data source for a DSY or other program, the data are much easier to work with in terms of basic analyses, calculations, organization, and presentation. Excel users are encouraged to seek out additional online resources and training if they are not already familiar with these tools.

### **Data Collection is a Journey, Not a Destination**

The collection of prevalence, case characteristics, and other data does not have to proceed in a purely linear fashion. Instead, data collection may be looked at as a dynamic process that can continue or evolve over time. In many situations, particularly those in a multi-system collaborative DSY initiative,

a jurisdiction with sufficient baseline scan data can begin informed discussions about what its DSY initiative might look like. The collaborative partners can initiate thinking about implementation of agreed-upon changes (even incrementally) before all of the desired data are collected.

Jurisdictions pondering DSY reforms should not assume that all data collection must be completed before changes in practices are activated. In fact, incremental program implementation is evident in a number of DSY sites that are, in effect, field testing some of their practice changes and new DSY protocols (e.g., new methods for more promptly identifying dual status youth) during initial data collection activity.

## **V. KEY PRINCIPLES FOR IDENTIFYING AND ORGANIZING YOUR DATA**

This section will cover key principles surrounding basic or essential data elements and provide examples of how the data can be organized, analyzed, and presented in ways that can help jurisdictions inform themselves about their emerging DSY initiatives.

*...data collection may be looked at as a dynamic process that can continue or evolve over time.*

<sup>3</sup> For example, go to <http://www.techrepublic.com/blog/microsoft-office/use-excels-built-in-features-to-simplify-data-entry/>

The *four key principles* underlying the identification, acquisition and use of data elements include:

1. Whenever possible, capture the most basic data elements that you can track over time in a variety of ways. How the most basic data elements are captured will vary across jurisdictions, but obtaining these basic/essential data elements must be a priority.
2. Recognize the differences between *static* data elements that do not change over time versus *dynamic* data elements/variables that do change over time.
3. Capture individual events for the data category/data question – compilation of accurate individual events will enable you to better organize your data.
4. Create up-to-date reports that allow you as a program manager to be alerted about key program activities and performance indicators, and help you make more informed and timely program adjustments. Consider how those reports can be “used” in proactive and routine ways to track performance and inform possible program changes.

This section also offers a number of basic prioritized data questions that seem fairly typical in jurisdictions undergoing DSY practice reforms. These questions are followed by the identification of the basic/essential data elements needed to answer those questions and a small number of examples that show how those data can be organized and presented. These include:

- One example of an initial or baseline scan of potential DSY target population data (these initial baseline scans are required of each of the DSY sites as they engage in the DSY project planning process);
- One chart displaying key DSY case characteristics data;
- Two tables that provide examples of how a DSY site can use data to track key performance indicators; and,
- One chart that provides a single preliminary baseline indicator of DSY recidivism.

Most of these examples are retrospective in that they contain data for pre-DSY reform time periods that are being used by sites to help select program target populations. They involve basic/essential data elements (e.g., name, date of birth (DOB), gender, race/ethnicity, other demographics, arrest/referral information, etc.) that are typically collected at the point of intake or some subsequent case processing stage. However, in the examples that reflect performance data or that which relates to changes in DSY practices (e.g., out-of-home placement tracking report and a multi-agency case planning meeting performance report, respectively), the data being collected may have to be entered periodically at the designated program events or as soon as possible.

## Key principle #1:

***Whenever possible, capture the most basic data elements that you can track over time in a variety of ways. How the most basic data elements are captured will vary across jurisdictions, but obtaining these basic/essential data elements must be a priority.***

Basic or essential data elements refer to those pieces of data that are absolutely necessary in order to answer one’s data questions. At a minimum, these generally include the data elements covered earlier – gender, race, ethnicity, and DOB. However, each jurisdiction has to identify additional basic or essential data elements that they may need to answer their prioritized data questions. Once again, the DSY data planning work grid and the first data article offer initial examples.

In this baseline example, the jurisdiction has selected the point of the most recent delinquency or status offense referral as the dual status program eligibility threshold on the juvenile justice side. However, the jurisdiction has not yet decided if it should include both formal and informal child welfare involvement as eligibility criteria. As a result, it first wants to determine the prevalence of the potential DSY target populations as well as at least one essential case characteristic – age at first referral.

### ***Data question example #1: What are the prevalence and essential demographic characteristics of the dually involved population by case category?***

In this example, the jurisdiction must break down the data question to include the case type subcategories needed then clearly define the basic data elements within those subcategories.

The case type subcategories and related data elements must be consistent and clearly defined. In the first example, the DSY case subcategories of interest include youth referred for a juvenile delinquency (JD) or status offense (JS) during calendar year 2014 that also have one of three levels of *formal* abuse/neglect (court) dual system involvement:

- No prior or open abuse/neglect/dependency court case;
- Only prior abuse/neglect or dependency court case; or,
- An open abuse/neglect or dependency court case.

The basic/essential demographic data elements of interest used to compile the first example include:

- Race
- Ethnicity (Hispanic/Latino)
- Gender
- Age (using DOB)

The first three basic/essential data elements noted above (race, ethnicity, and gender) only need to be captured once – these are the static data elements or variables (more on the dynamic basic/essential data element “age” in a moment). In terms of case types, each jurisdiction has to select the subcategories that it wants to track (e.g., the subcategories that comprise its program’s target population).

Table 1 presents preliminary summary juvenile court data that show applicable prevalence (numbers) for each of the three selected case subcategories, along with race, ethnicity, and gender breakdowns. As one example of an age group of particular interest, the table also displays age data for the under 14 years of age subcategory (i.e., youth referred at younger ages).

**TABLE 1**

**Youth Referred on JD and/or JS Referral in CY2014**

Demographics	No Prior or Open DCS Court Case	Only Prior DCS Court Case	Open DCS Court Case
Number	2,954	634	174
Male	66%	63%	53%
Female	34%	37%	47%
White	28%	27%	30%
African-American	57%	61%	54%
Hispanic	8%	4%	4%
Multi-Racial	5%	7%	11%
Other	<1%	<1%	<1%
Under 14	32%	37%	37%

Source: Marion County Juvenile Court. Quest data extract for youth referred during CY2014.

It is important to note that this first example is limited to *formal* court data that are generally more accessible and not data from both the court and child welfare agencies databases. This situation is not uncommon as at least some of the DSY sites have had to examine available court or juvenile justice data first before moving on to the more complicated process of matching juvenile justice cases with cases in child welfare databases. In other words, by starting with *available* automated data that reveal important aspects of the potential DSY target population, a jurisdiction can move closer to selecting its DSY target population and implementing actual DSY reforms.

Table 1 shows one example from Marion County, IN of how to display essential baseline DSY prevalence and demographic data or pre-reform court data:

The initial prevalence data indicated in Table 1 reflect that there were a substantial number (174) of dually involved youth (i.e., youth referred for delinquency and/or status offense referrals who also had open child welfare court cases) and also many more youth (634) with only prior child welfare cases. Based on court data alone, this jurisdiction can begin to seriously weigh its DSY target population options.

Jurisdictions that compile their initial data scans should also include basic narrative descriptions of their data for program planning and other reasons (e.g., to inform important stakeholders about their data and what it may mean for evolving DSY reforms). For example, a simple bulleted description of the data in Table 1 might read as follows:

**As presented in Table 1, the initial scan of calendar year 2014 prevalence data indicates the following preliminary findings:**

- There were a substantial number (174) of dually involved youth (i.e., youth referred for delinquency and/or status offense referrals who also had open child welfare court cases);
- There were many more dual status youth (634) in the data scan who only had prior child welfare cases;
- A substantial proportion (47%) of the DSY youth identified in the 2014 scan are female – this finding is consistent with national DSY research; and,
- The data indicate that there are a substantial number of younger DSY youth in the possible target population - over one-third of the cases (37%) experienced their first delinquency or status offense referrals when they were under age 14 (previous research indicates that this is a group that may be at higher risk of subsequent referrals compared to youth first referred at older ages).

Table 1 displays youth-based counts; that is, unduplicated counts of juveniles. This is a very important aspect for determining prevalence levels as well as tracking youth over time. Other types of counts (e.g., cases, referrals, etc.), while still relevant, can often include the same juveniles counted more than once. At a minimum, all DSY sites should have the capabilities to establish and track unduplicated youth-based data.

Based on court data alone, Marion County is able to initiate important discussions about its DSY target population options and move forward with development and implementation of an action strategy while continuing supplementary data collection efforts that may include cross-system case matching.

**Key principle #2:**

***Recognize the differences between static data elements that do not change over time versus dynamic data elements/variables that do change over time.***

While the distinction between static and dynamic data elements may seem rudimentary, it is critical for advancing data capabilities and ongoing tracking of cases, performance indicators, and outcome measures, particularly as these may relate to the changing variable of “age.”

*While the distinction between static and dynamic data elements may seem rudimentary, it is critical for advancing data capabilities and ongoing tracking of cases, performance indicators, and outcome measures...*

A DSY program should only have to capture date of birth once (although DOB discrepancies do occur) in order to track the age variable over time. The ability to easily and automatically track age using DOB produces a *dynamic* variable since age changes over time in contrast to single point in time calculations of age. Collecting a child’s DOB is easier than having to manually calculate age (e.g., at the point of intake or at the point when one’s data are being assembled through some type of manual compilation or report).

Even the most basic database software can calculate age, age ranges, average age, etc. for any selected time period. Of the four basic demographic data elements shown, age is the only variable that needs to be calculated (e.g., for displaying age ranges). The other static demographic variables (race, ethnicity, gender) are straightforward counts that for individual youth do not change over time.

Of course, age is not the only essential data element that requires dates. For a DSY case, a program manager may want dates such as the 1<sup>st</sup> arrest or referral, when youth became dual status, or the date a youth entered a DSY program. Each site has to make these determinations. For data entry personnel, it should be easier to enter dates and to have their computers/software make the calculations. Strengthening these capabilities will also add flexibility that allows use of key data elements, like DOB, for a broader range of important data reports.

The next example takes a look at one of the key aspects of DSY cases; that dual status youth tend to be referred for delinquent acts at younger ages than youth who do not have cross-system involvement. This unfortunate tendency has been confirmed in repeated DSY-related research, and at least some DSY initiative sites have used these data, along with the process mapping process called for in the *Guidebook for Juvenile Justice and Child Welfare System Coordination and Integration*, to help them determine when they want their DSY interventions to occur (e.g., at the point of first referrals, at younger ages, etc.) and what types of changes in practices should be considered.<sup>4</sup>

<sup>4</sup> Halemba, G. & Siegel, G. Doorways to Delinquency: Multi-System Involvement of Delinquent Youth in King County. Models For Change. National Center for Juvenile Justice. 2011. Available at [www.ncji.org](http://www.ncji.org) (go to publications).



**Data question example #2: At what ages are youth becoming dually involved? Are they receiving their first delinquency referrals earlier than youth who are not dually involved?**

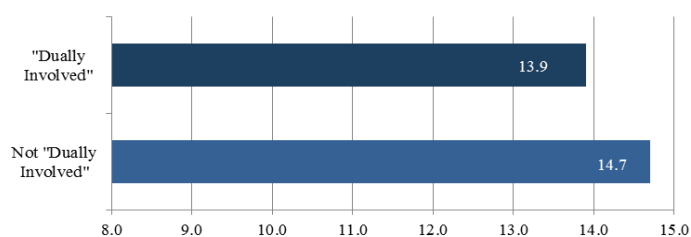
**FIGURE 1**

**“Dually Involved” Youth Are Referred Earlier**

Age at 1st delinquency referral for “Dually Involved” youth is – on average – 1 year earlier

- “Dually Involved” youth: Average age at 1st delinquency referral = 13.9 years of age
- Not “Dually Involved” youth: Average age at 1st delinquency referral = 14.7 years of age

**Average Age at First Delinquency Referral**



Source: Fulton County Juvenile Court. June 29, 2015. Analysis of data extracted from Jcats for youth with active court involvement as of May 8, 2015 (pre-DSY reform).

The summary data in Figure 1 show additional important age related information. Using DOB, along with court data elements related to the case subcategories of open dependency/court cases, prior dependency/court cases, and no prior or open dependency/court cases, average age at first delinquency referral has also been calculated for dually involved youth. Once more, a jurisdiction has essential summary data that can help it make more informed decisions about its DSY target population and about when new practices should take place.

**Key principle #3: Capture individual events for the data category/data question – compilation of accurate individual events will enable you to better organize your data.**

**Data question example #3: How many DSY youth are in congregate out-of-home placements, how long have they been in those placements, and what are their statuses?**

Research has shown that dual status youth experience substantially higher rates of out-of-home placements (e.g., foster homes, congregate care), more frequent placement changes and disruptions, and higher overall placement related costs than non-DSY cases.<sup>5</sup> As a result, many DSY sites are

<sup>5</sup> Halemba, G. Placement and Delinquency Trajectories of Youth with Active Juvenile Court Dependency Cases. National Center for Juvenile Justice. Pittsburgh, PA. 2015.

exploring options for accurately and more actively tracking placement events and attempting to identify changes in practices that will positively affect placement experiences and trajectories.

The next example focuses on out of home placements though similar report formats could be used for tracking any type of intervention, program component, or service interventions. As emphasized in Key Principle #3, the first consideration involves capturing as many individual placement events as possible while not limiting placement data to a single point-in-time cumulative count.

As indicated, in some sites with more sophisticated data systems and data analysis capabilities, it may be possible to take individual youth placement information (e.g., data that are entered and compiled in individual electronic case files or records over the life of a case) from separate databases and have that information pulled into summary placement reports. However, that is not the circumstance in most jurisdictions where separate non-integrated child welfare and juvenile justice case management systems and databases are the rule.

With the focus on fairly basic examples, the first out-of-home placement table shown will reflect a “stand alone” listing that could easily be compiled and actively maintained using Excel. It uses mock examples of individual youth, sorted in a way that those needing the most attention appear at the top of the list. This timely attention could be due to their lengths of time in placement, upcoming placement review, impending permanency goal that needs to be met, or for other reasons. There could be multiple reports for this factor, but minimally the report displayed would enable a program manager to see the number of youth in out-of-home placements at any particular time. The report could also track discrete events for individual cases that have an action pending or that may relate to local performance goals. Each jurisdiction will need to figure out what those goals might be and will need to have the data to populate the report. The jurisdiction will need to plan for sufficient time to enter and maintain the data as well.

As with prior examples, the initial focus needs to be on the most essential or prioritized data elements. Over time, a jurisdiction with automated capabilities can add additional data or supplemental information and/or reports. These enhancements may include more detailed information about frequencies of placement disruptions and reasons why placement disruptions occur, with such information being drawn from an individual youth’s electronic case record to help feed additional reports.

Initially, however, essential placement data may include the name of every youth placed out-of-home, key case and

demographic data, the name of the assigned probation officers and social workers, the dates of placement, the number of days in placement (with the list showing who has been in placement the longest first) and some notes about the status of placement (e.g, detention, upcoming hearings, wait lists, AWOL, etc.). In effect, this report should not only provide an up-to-date listing of who is in out-of-home placement and where, but also some important indications of what is happening with those cases.

Unlike the previous table and chart that were able to rely initially on court data and that did not necessarily require acquisition of data from multiple agencies, some of the

examples shown in this and subsequent sections may require sharing of information (either electronically or manually) between the child welfare and juvenile justice systems. Regardless, the important point to keep in mind here is that *the examples shown involve or promote more active/dynamic data approaches.*

Table 2 offers one very basic example of how this might look (software like Excel could automatically calculate the “days in” totals). The cells highlighted in yellow and red serve as alerts that cue a program manager and/or someone managing a particular case that something important is going on and needs attention.

**TABLE 2**

**Youth in congregate out of home placements on 10/01/15 (mock data)**

Program	Juv/ID	DOB	Probation Officer	Social Worker	Date Placed	Days in	Notes
<i>Open Cases (as of today)</i>							
Group Home	JT		AB	MN	1/01/14	345	Placement review hearing 10/01/15
	JH		AB	MN	9/25/15	5	AWOL 9/29/15 Detained 9/30/15
Residential Treatment Center	LJ		CD	OP	1/01/15	180	Wait list – Independent Living (ILP)
	GS		CD	OP	9/01/15	1	AWOL
Shelter	KH		AB	MN	9/25/15	5	Wait list – GH
<i>Closed Cases (previous month)</i>							
					Original date placed	Date closed	Released to (use codes)
Group Home	GH		AB	MN	8/15/14	9/15/15	1 – ILP
Residential Treatment Center	SD		CD	OP	3/10/15	9/10/15	3 – Relatives
Shelter	S		AB	MN	9/22/15	9/29/15	2 – Parents

For performance tracking purposes, Table 2 also displays closed cases for the previous month. For the applicable cells (e.g., the *Released To* cells in the far bottom right hand column under

*Closed cases*), one might assign specific data codes to different statuses so that these can be easily and dynamically tracked by the computer/software, by placement facility, over time.

**Key principle #4: Create up-to-date reports that allow you as a program manager to be alerted about key program activities and performance indicators, and that can help you make more informed and timely program adjustments. That is, when thinking about the types of data reports you want, be sure to consider how those reports can be “used” in proactive and routine ways, to track performance and inform possible program changes.**

Research has reinforced the need for more timely responses in DSY (and other) cases<sup>6</sup>. This is particularly important at the “front end” of the DSY case identification and case processing decision points. More timely DSY case identification, along with efforts to achieve greater cooperation and coordination across systems without adversely affecting due process rights, have prompted a number of DSY sites to consider new and expedited case planning approaches. Ultimately, these approaches might also result in more prompt delivery of an expanded and more effective range of services for DSY and their families.

<sup>6</sup> A number of publications emphasize the importance of timely response in delinquency and dependency matters. For example, see: Siegel, G. & Halemba, G. The Importance of Timely Case Processing in Non-Detained Juvenile Delinquency Cases. Technical Assistance to the Juvenile Court: Special Project Bulletin. NCJJ & OJJDP. July 2006. Siegel, G. & Halemba, G. Promising Practices in the Diversion of Juvenile Domestic Violence Cases. NCJJ. March 2015. National Council of Juvenile and Family Court Judges. Juvenile Delinquency Guidelines: Improving Court Practice in Juvenile Delinquency Cases. NCJFCJ. Reno: Spring 2005. National Council of Juvenile and Family Court Judges. Resource Guidelines: Improving Court Practice in Child Abuse & Neglect Cases. NCJFCJ. Reno: Spring 1995.

From an initial data perspective, there are a number of prioritized data elements clearly related to this program option. In the example shown below, the DSY initiative has set a goal of providing more timely multi-agency case planning meetings for each DSY-identified case.

As illustrated, a useful report displays how many new Multi-Disciplinary Team meetings (MDTs) occurred, dates the MDTs were scheduled and convened, and pertinent notes delineating follow up goals and tasks. Once again, the use of individual case level information provides some flexibility to work with the data versus simply compiling a gross count of how many meetings may have been held at the end of a single time period.

In this example, this jurisdiction set the following performance goals:

- Identify DSY cases immediately upon receipt of delinquent referral (physical or paper);
- Schedule Multi-Agency Case Planning meetings within 72 hours of DSY target population confirmation; and,
- Hold case planning meetings within two weeks of being scheduled.

In order to initially monitor these performance goals, this site developed a simple table that would allow the DSY program manager to track these events, as shown in Table 3:

**TABLE 3**

**Multi-Agency Case Planning Meetings – Performance Tracking Report (Mock Data)**

Juv/ID	Referral Date	Date Dual Status Confirmed	Meeting Date Scheduled	Date Meeting Held	Notes
JT	8/3	8/3	8/3	8/7	Stable in foster home.
JH	8/4	8/5	8/7	8/20	Intake not aware of new protocol for identifying DSY.
GS	8/5	8/5	8/10	8/27	Key staff on vacation.



A program manager in this example would want to focus on those cases that fall outside the target goal dates (highlighted in yellow or red) to determine why these are happening and what can be done about it. In this instance, the manager would want some basic information and the capability of automatically generating individual case “profiles” for each of these cases. This would allow the manager to follow up with assigned staff to determine what happened in each case and what actions will be taken. This gives managers or supervisors a way to actively manage key program activities and key performance indicators.

In addition, the above tracking report could easily be converted, with Excel or other software, into a graphic format that would display summary performance data. For example, a bar chart could be created to indicate the percentage of cases during a selected time period that meet or do not meet performance goals. In this instance, a number of graphic displays could be compiled including those related to the dates of identifying DSY cases, scheduling of the multi-agency planning meetings, and actual convening of the meetings.

Eventually, a program manager may want to more proactively monitor this program component and not wait until youth slated for DSY case planning meetings have already passed their target dates. This could lead to the development of another report that both alerts the program manager ahead of time that certain kids are approaching deadlines and that others have just passed their deadlines.

As suggested earlier, it is not only the content of these reports that need to be considered, but also *how these data and reports can be used*. More specifically, both the out-of-home placement and multi-agency case planning report examples contain essential data that allow jurisdictions to more actively track key performance measures.

## SUMMARY

This article presents several important tips a jurisdiction should take into consideration when beginning efforts to collect and use data effectively. It also highlights four key principles underlying *how* a jurisdiction can begin to identify the basic/essential data elements needed to answer its prioritized data questions; it presents a small number of basic examples of *how* those data can be organized, displayed and used before DSY practice reforms are implemented and/or after changes are put in place; and it emphasizes how important it is for jurisdictions undergoing DSY or other system improvement efforts to make achievable data improvements top priorities as they aspire to achieve more active “real-time” data and case tracking capabilities.

Future data-related articles will continue to strive to offer the DSY sites, and others, practical guidance and information for achieving their data improvement goals including how to display and track critical performance and outcome data.

For more information, please contact Gene Siegel, DSY Project Consultant, at [GCSCONSULTINGLLC2015@GMAIL.COM](mailto:GCSCONSULTINGLLC2015@GMAIL.COM).

## About the Author

Gene Siegel is a Project Consultant for the RFK National Resource Center. He also serves as a consultant to the RFK National Resource Center’s Dual Status Youth and Probation System Review Practice Networks.

**AUTHOR’S NOTE:** The author wishes to once again acknowledge the invaluable help and insights provided by Gregg Halemba, Kari Harp, and Jessica Heldman in the preparation of this article.

## About the Robert F. Kennedy National Resource Center for Juvenile Justice

The Robert F. Kennedy National Resource Center for Juvenile Justice, led by Robert F. Kennedy Children’s Action Corps, provides consultation, technical assistance, and training to enhance the performance of youth-serving systems and improve outcomes for youth and families touched by the juvenile justice system. The services and resources delivered by the RFK National Resource Center address: (1) youth with prior or current involvement in both the child welfare and juvenile justice systems, known as dual status youth, (2) the review and improvement of juvenile probation systems, and (3) the use of a model framework to address the state and national laws and policies governing the exchange and sharing of data, information, and records for youth and families.

For additional information, please visit [www.rfknrcjj.org](http://www.rfknrcjj.org).

# 8. King County Integrated Data System (KIDS) Vision



# King County Integrated Data System (KIDS)

## Vision - Scope

INTERLINK

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## REVISION HISTORY

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6/9/2005	1.0	Initial Creation	▪ Steven Heinz
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## 1. Project Overview

The King County Juvenile Justice Department, in conjunction with the Washington State Child Welfare Office and Washington State School System, is envisioning a system that provides access to information about children at risk maintained by various county and state agencies. The King County Juvenile Justice department has asked Interlink to assist them in the analysis and conceptual design of a centralized web portal to query the various agencies for details related to individual youths. This document covers the high-level findings and design possibilities identified during a three-week discovery and conceptual design period.

### 1.1 Vision

Better service for children at risk and their families through timely and efficient communication between state and county agencies

### 1.2 Success Factors

- A central portal linked to juvenile program data maintained by state and county agencies, accessible by authorized agency members responsible for managing children at risk
- Timely information aggregation and dissemination between agencies that track and maintain juvenile records.
- Increase efficiency for agencies and staff members that depend on related juvenile information maintained by state and county agencies.

## 2. Requirements

### 2.1 Features

#### 2.1.1 *Internet Information Portal*

Provides centralized access to information about juveniles at risk via an Internet facing web site. The following table lists the state/county agencies and data systems that will be accessible via the portal:

State / County	Agency	Data System
King County	Juvenile Justice Department	JJWEB
Washington State	Child Welfare Services	CAMIS
Washington State	Juvenile Rehabilitation Administration	CATS
Washington State	Schools (OSPI)	CSRS
Washington State	Administrative Office of the Courts (AOC)	JUVIS

#### 2.1.2 *Search (must have)*

- Ability to search for information using juvenile's name and/or address
- Ability to search using agency data system unique identifiers (e.g.; JCN#, JUVIS#, AVIS#)

#### 2.1.3 *Status Change Alerts (nice to have)*

- Ability for users to subscribe to email alerts that are sent when specific juvenile's information changes in source data systems.

#### 2.1.4 *User Authorization (potential)*

- There is a potential that access to certain information available via the portal may require specific access constraints based on user roles. The desire is to ensure all information made available is accessible by any valid system user

### 2.2 Security

- Accessible by authorized State and County agency staff members. No public access.
- Minimal - use strong user names and passwords for user authentication
- Potentially limit access to state and county system interfaces using digital certificates and/or restrict access to specific IP addresses
- Potentially manage user roles that are used to restrict access for system users to specific authorized content

## 2.3 Performance

- Response from inquiry within 10 seconds.
- It is acceptable to notify user that inquiry results will take longer than 10 seconds. User could be asked to come back later for results or be notified via email when results have been retrieved.
- Optimally, changes to information in source data systems would be accessible via the Internet facing interfaces near real-time. Minimally, changes to information in source data systems should be accessible daily.

## 2.4 Standards

- Interfaces will comply with the GJXDM data schema standard.

## 2.5 Assumptions

- Interlink assumes that the source data system owners can provide Internet facing interfaces for searching data and for triggering email alerts to subscribers (if required).
- Interlink assumes that the interfaces provided by the source data systems will utilize a common schema for the information exchanged.



### 3. Functional Scope

#### 3.1 Actors

The following section identifies the primary actors (users) of the KIDS system identified during the envisioning phase. Other actors may be identified during the planning and design phases.

##### **3.1.1 Washington State School Administrators and Counselors**

##### **3.1.2 DSHS Case Workers**

##### **3.1.3 County and State Juvenile Justice Case Workers**

##### **3.1.4 County and State Prosecutors**

##### **3.1.5 Source Data System Administrators**

#### 3.2 Use Cases / Scenarios

The following section illustrates some primary scenarios identified during the envisioning phase that should be enabled by the KIDS system. These scenarios are provided as a representation of the potential benefits provided by the KIDS system. Other scenarios will likely be defined during the planning and design phases.

**3.2.1 A school administrator needs to identify if a child has been detained as a result of a criminal charge.**

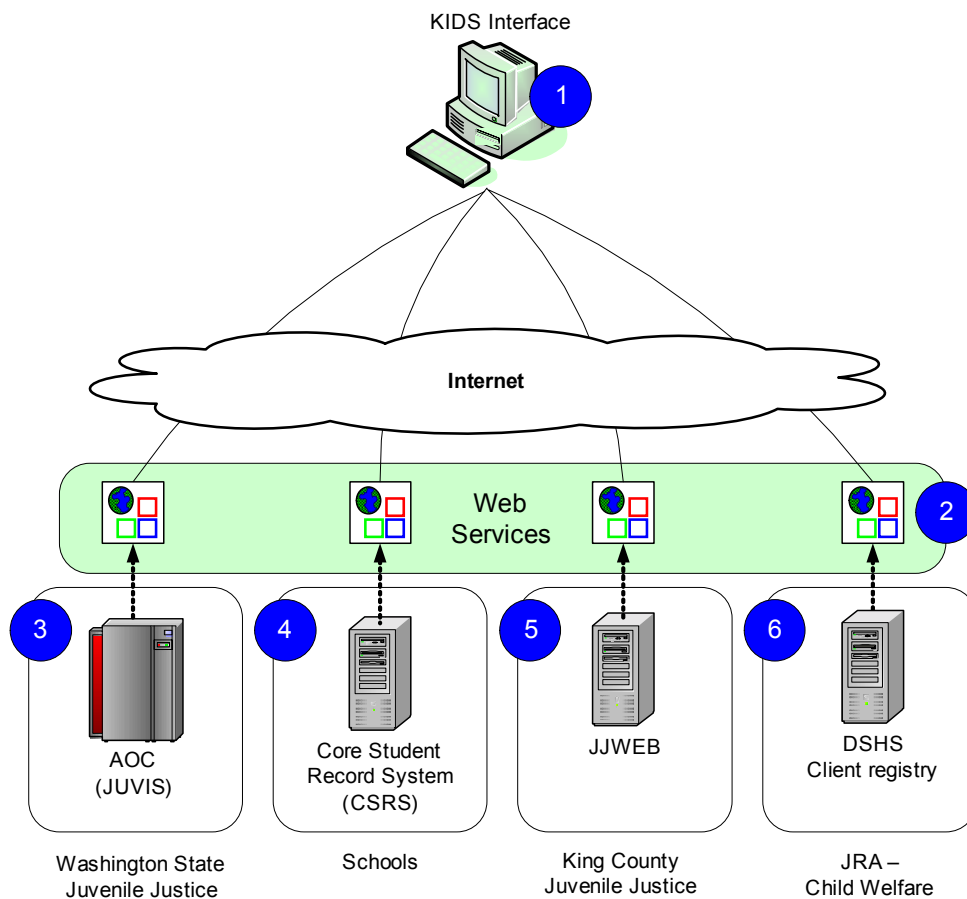
**3.2.2 A school administrator needs to identify the location at which a child is being detained and the expected duration of the detention.**

**3.2.3 A school administrator needs to contact the probation officer assigned to a juvenile**

**3.2.4 A Child Welfare case worker or juvenile justice case worker needs to identify the school in which a child is currently enrolled and corresponding school contact information**

## 4. Technical Scope

The following diagram depicts a high level conceptual view of an information portal that provides access to information systems maintained by the Juvenile Justice Department, Washington State Child Welfare Offices and Washington State School Systems.



An Internet portal “The Portal” [1] provides centralized access to juvenile records maintained by various state and county agencies (Juvenile Justice information maintained by the AOC [3], Washington State Schools [4], King County Juvenile Justice [5] and Washington State Department of Social Health Services [6]). The Portal authenticates users and provides an interface to search information for specific juveniles. Web Services hosted by the state and county agencies [2] provide secure access to juvenile records maintained by the agencies.

#### **4.1 Front End (Client)**

The front end client will likely be developed as a custom ASP.Net based web solution. The following list provides an overview of the basic screens required:

- Login page
- Search page
- Search results page
- (Potential) User access / rights management

#### **4.2 Middle Tier**

Depending on the design and implementation of the Internet facing source data interfaces, there is a strong potential that middle tier services will be required to facilitate aggregation of data from the various source data systems and to ensure acceptable performance. Some potential options are Microsoft BizTalk Server or a custom middle tier data layer that provides a cached view of the high level information required for searching the host data systems.

#### **4.3 Backend**

The data required by the KIDS system is maintained in data systems hosted by the various County and State agencies. Each host data system will be required to provide an Internet facing data interface (adapter) that presents the information required via The Portal. Preferably, these interfaces will be developed as a web services.

## 5. Resource Estimates

### Human Resource Estimates

- 1 Program Manager
- 1 Solution Architect
- 2 Developers
- 1 Tester

### Cost Estimates

- Approximately 4 – 6 Month Project
- 1500 – 2000 Total Man Hours
- \$225,000 - \$300,000 for planning and implementation
- \$50,000 - \$100,000 for hardware and software

## 6. Conclusions and Action Items

### 6.1 Conclusion

Enabling the vision and high level requirements for the KIDS system defined in the envisioning phase should not pose significant technological challenges. The concept of linking information from a number of disparate systems is one that is frequently performed in IT infrastructures and one for which Interlink has significant experience and success. This is not to say there won't be challenges associated with implementing the KIDS system.

The most difficult challenges for the KIDS system are not technological challenges. The first and foremost challenge will be identifying the legal concerns related to confidentiality and privacy when sharing information between agencies, acquiring legal consensus from each agency for the data to be exposed and subsequently defining an authorization model that allows each agency to control the level of information exposed to the participants accessing the KIDS system.

Once the legal concerns have been addressed, the next major challenge will be to define a process for matching information in each system with a high level of confidence. Each of the source data systems maintain varying information used to identify a unique individual. In order to link the information maintained by each source agency, the KIDS system will need to enable a programmatic process to identify similar, if not exactly the same, sets of information. A human based process for validating the match identified by the system, with minimal overhead, will need to be defined in order to ensure accurate information is provided by the KIDS system.

The remaining challenges will be related to working with the various State and County agencies to plan and implement interfaces that expose the information required by the KIDS system on a coordinated time line.

### 6.2 Action Items

**6.2.1 Present vision and scope to Executive Steering Committee**

**6.2.2 Secure funding**

**6.2.3 Address legal concerns related to information sharing between agencies**

**6.2.4 Identify KIDS system owner**

**6.2.5 Schedule planning and implementation phases**

## 7. Appendix

### 7.1 Customer Information

#### 7.1.1 Washington State Department of Social Health Services (DSHS)

##### Client Registry

Name	Role	Phone	Email
Lee Selah	Business	206-691.2515	<a href="mailto:sele300@dshs.wa.gov">sele300@dshs.wa.gov</a>
Dave Sugarman	Technical	360.902.7869	<a href="mailto:sugarda@dshs.wa.gov">sugarda@dshs.wa.gov</a>
Jerry Britcher	Head of DSHS Enterprise Architecture		

##### Child Welfare (CW)

Name	Role	Phone	Email
Lee Selah	Business	206-691.2515	<a href="mailto:sele300@dshs.wa.gov">sele300@dshs.wa.gov</a>
Tami Cordova	Technical	(360) 902-7926	<a href="mailto:Ctam300@dshs.wa.gov">Ctam300@dshs.wa.gov</a>

##### Juvenile Rehabilitation Association (JRA)

Name	Role	Phone	Email
Kathleen Harvey	Business	206.464.7345	<a href="mailto:harvekl2@dshs.wa.gov">harvekl2@dshs.wa.gov</a>
Dave Guthman	Technical	360.902.8085	<a href="mailto:guthmdr@dshs.wa.gov">guthmdr@dshs.wa.gov</a>
Dan Cathers	Technical		<a href="mailto:CatheDR@dshs.wa.gov">CatheDR@dshs.wa.gov</a>

#### 7.1.2 King County Juvenile Justice (JJ)

Name	Role	Phone	Email
Michael Curtis	Business	206.205.9737	<a href="mailto:Michael.Curtis@METROKC.GOV">Michael.Curtis@METROKC.GOV</a>
Betty Hopper	Technical	206.296.9097	<a href="mailto:betty.hopper@metrokc.gov">betty.hopper@metrokc.gov</a>

#### 7.1.3 State Schools (OSPI)

Name	Role	Phone	Email
Marilyn Holm	Business	253.931.4927	<a href="mailto:mkhholm@auburn.wednet.edu">mkholm@auburn.wednet.edu</a>
Ron Hertel	Business		<a href="mailto:rhertel@ospi.wednet.edu">rhertel@ospi.wednet.edu</a>
Annie Blackledge	Business		<a href="mailto:ambl300@dshs.wa.gov">ambl300@dshs.wa.gov</a>
Joe Egan.	Technical		<a href="mailto:jegan@ospi.wednet.edu">jegan@ospi.wednet.edu</a>
Jennifer Stevens (Sec)	Joe's Secretary	360.725.6389	<a href="mailto:jstevens@ospi.wednet.edu">jstevens@ospi.wednet.edu</a>

## 7.2 Definitions and Acronyms

Item	Definition
AOC	Administrative Offices of the Court
DSHS	Department of Social Health Services
FERPA	Family Educational Rights and Privacy Act
HIPAA	The Health Insurance Portability & Accountability Act
IGN	Intergovernmental Network
JCN	Unique identifier in the JJWEB application
JIN	Justice Information Network
JJWEB	King County Juvenile Justice Web
JRA	Juvenile Rehabilitation Services
JUVIS	Juvenile Information System
KIDS	King County Data Integration System
OSPI	Office of Superintendent of Public Instruction

## 7.3 Web Resources

URL	Description
<a href="http://www.dis.wa.gov">www.dis.wa.gov</a>	Washington State Department of Information Services public website
<a href="http://www.jin.wa.gov">www.jin.wa.gov</a>	Justice Information Network public website
<a href="http://www.courts.wa.gov">www.courts.wa.gov</a>	Administrative Office of the Courts public website
<a href="http://www1.dshs.wa.gov">http://www1.dshs.wa.gov</a>	DSHS public web site
<a href="http://www.k12.wa.us">http://www.k12.wa.us</a>	WA - Office of Superintendent of Public Instruction
<a href="http://www.hipaa.org">http://www.hipaa.org</a>	HIPAA web site
<a href="http://www.ed.gov/policy/gen/guid/fpco/ferpa/index.htm">http://www.ed.gov/policy/gen/guid/fpco/ferpa/index.htm</a>	FERPA defined

## 7.4 Agency Data System Documentation

### 7.4.1 DSHS Client Registry

#### Overview

The Client Registry offers a profile, a list of all the program areas that have authorized or provided DSHS services within the last year. If an identified are is of interest, Client Registry indicates when and where the service was provides and a phone number to help other case managers that share the same client. The CR is a pointer to more detailed information, which is available in the corresponding department's information systems.

**System Architecture Info**

Item	Details
Database Architecture	SQL Server 2000
Middle Tier	None
Client Tier	ASP.NET
Authentication	<ul style="list-style-type: none"> <li>• Custom User Name and Password for users outside domain</li> <li>• Active Directory for users inside domain</li> </ul>
Internet Exposure	<b>None.</b> Will need to work with DIS (Department of Information Systems) for approval and logistics.

**Notes:**

- Will likely need to host system in the Department of Information Systems (DIS) data center
- Possible connectivity to state hosted data sources via the Inter Governmental Network (IGN) which is accessible by state and county agencies
- IWAY Adapters (Software AG) used to access various State data sources.

**7.4.2 JRA (CATS)**
**Overview**

Stores juvenile detention admission and release info (juvenile contact info, locations). Converting from legacy UNIX based system (established early 80's) to new system. Conversion complete by June '06. Portions of system already converted. New system SQL backend with .NET Win Forms front end (VB.NET moving to C#)

**System Architecture Info**

Item	Details
Database Architecture	SQL Server 2000
Middle Tier	.NET Web Services (VB & C#)
Client Tier	.NET Win Forms (VB & C#)
Authentication	<ul style="list-style-type: none"> <li>• Custom User Name and Password for legacy system</li> <li>• Active Directory for new system</li> </ul>
Internet Exposure	<b>None.</b> Will need to work with DIS (Department of Information Systems) for approval and logistics. Not in budget (either manpower or hardware)

**Notes:**

- JRA information is accessed via the Client Registry



### 7.4.3 *Child Welfare Data System (CAMIS)*

#### Overview

System that provides for the automated administration and tracking of clients and services for DSHS Children's Administration. CAMIS provides case management support, allows social workers to track clients statewide. Approximately 2,700 social workers, clerical staff, and managers use CAMIS statewide. CAMIS is also used by organizations outside CA such as the Office of the Attorney General, public health nurses, the Washington Association for Prevention of Child Abuse and Neglect, and Native American Tribes. CAMIS is currently undergoing a major architecture redesign – delivery date is TBD.

#### System Architecture Info

Item	Details
Database Architecture	CICS Natural/ADABA
Middle Tier	DCOM and SysQL
Client Tier	Win32 Client
Authentication	<ul style="list-style-type: none"> <li>• Custom User Name and Password for Win32 Client system</li> <li>• RACF for Mainframe</li> </ul>
Internet Exposure	<b>None.</b> Will need to work with KC-ITS department for approval and logistics.

#### Notes:

- Child Welfare information is accessed via the Client Registry

### 7.4.4 *King County Juvenile Justice (JJWEB)*

#### Overview

ASP.NET and SQL Server based application that provides access to juvenile justice data for juveniles with referrals in King County. Includes juvenile contact info, parole officer info, KC court case and booking information. KC enters info for juvenile cases that are filed by a prosecutor into AOC – JUVIS system. JJWEB maintains JUVIS# (ID) as cross-reference

#### System Architecture Info

Item	Details
Database Architecture	SQL Server 2000
Middle Tier	.NET Web Services (VB & C#)
Client Tier	.NET Win Forms (VB & C#)
Authentication	<ul style="list-style-type: none"> <li>• Custom User Name and Password for legacy system</li> </ul>
Internet Exposure	<b>None.</b> Will need to work with KC-ITS department for approval and logistics.

#### 7.4.5 Washington State Schools - Core Student Records System (CSRS)

##### Overview

The CSRS was developed to support the requirements of the No Child Left Behind act. The system maintains 74 data elements (24 are required) related to children enrolled in Washington State Schools. The system randomly generates a unique student identifier based on student name, birth date and gender. Access is limited to a select set of Washington State School staff members and administrators.

##### System Architecture Info

Item	Details
Database Architecture	SQL Server 2000
Middle Tier	None
Client Tier	ASP.NET (C#)
Authentication	Custom – user/passwords stored in SQL tables
Internet Exposure	The app is accessible via the Internet

#### 7.4.6 Administrative Office of the Courts (JUVIS)

##### Overview

JUVIS is the Washington State Juvenile Courts' case tracking system and provides data on each offense sentenced or diverted in the state. Each of the 39 counties in the state participates in JUVIS.2 JUVIS is organized around "referrals." Each youth is assigned a unique ID number (JUVIS number) and each referral is assigned a unique referral number. Referrals may refer to one or more offenses. The final disposition of an offense in a referral may be diversion, a guilty plea, an adjudication of guilty, a deferred adjudication/disposition, or a decline (to adult court).

##### System Architecture Info

Item	Details
Database Architecture	DB2, SQL Server
Middle Tier	WebSphere, BizTalk Server
Client Tier	Website
Authentication	??
Internet Exposure	Web Services for data mining are currently being planned - Summer 2005

##### Notes:

- JINDEX project (<http://www.jin.wa.gov/JINDEXSolution%20Brochure.pdf>)** – Justice Information Network Data Exchange is a message broker at the Department of information Service (DIS) that facilitates interagency communications using web services and XML. The state is validating JINDEX with King County and Yakima County, where users will be able to issue requests for Case and Criminal History (CACH) information from state repositories.

## 7.5 KIDS Data Elements

The following table represents the data elements identified during the envisioning process that should be considered to be exposed by the KIDS system.

Data Element	P1 - Must Have P2 - Should Have P3 - Nice to Have	Searchable	Count	Latest Date	Can Get Details	Confidentiality Concerns	Comments / Clarification
<b>Contact Info</b>							
First Name	P1 - Must Have	Yes	No	No	No		
Last Name	P1 - Must Have	Yes	No	No	No		
Middle Name	P1 - Must Have	Yes	No	No	No		
Gender	P1 - Must Have	Yes	Yes	No	No		
Race	P1 - Must Have	Yes	Yes	No	No		
Ethnicity	P1 - Must Have	Yes	Yes	No	No		
Address	P2 - Should Have	Yes	Yes	Yes	No		[Michael C] count by city, zip code
Parent First Name	P2 - Should Have	Yes	No	No	No		
Parent Last Name	P2 - Should Have	Yes	No	No	No		
Parent Address	P2 - Should Have	Yes	Yes	No	No		[Michael C] count by city, zip code
<b>Juvenile Justice Data</b>							
Adjudicated Offenses	P1 - Must Have	Yes	Yes	Yes	Yes		
Pending Charges / Scheduled Court Hearings	P1 - Must Have	Yes	Yes	Yes	No		
Current Court Orders	P1 - Must Have	Possibly	No	Yes	Yes		
Services Provided by the Juvenile Justice System	P2 - Should Have	Yes	Yes	Yes	Yes		
Existing Behavioral Concerns	P3 - Nice to Have	Yes	Yes	Yes	Yes		
Mental health History / Diagnosis	P3 - Nice to Have	Possibly	Possibly	Possibly	Possibly	[Michael C] HIPPA Gustavason: this is sensitive, so inquirer should call agency contact for details	
Learning Disabilities	P3 - Nice to Have	Possibly	Possibly	Possibly	Possibly	[Michael C] HIPPA & FERPA Gustavason: inquirer should call agency contact for details	



Substance Abuse Concerns	P2 - Should Have	Possibly	Possibly	Possibly	Possibly	Possibly	[Michael C] HIPPA Gustavson: inquirer should call agency contact for details	
Medical Alerts / Conditions	P2 - Should Have	Possibly	Possibly	Possibly	Possibly	Possibly	[Michael C] HIPPA Gustavson: Details should primarily come from a phone call to avoid too much medical info on the system	
Assigned JPC name and Contact Info	P1 - Must Have	Yes	Yes	Yes	Yes	No		
Actions taken to locate parent	P3 - Nice to Have	No	No	No	No	No		
Safety Concerns	P2 - Should Have	Yes	Yes	Yes	Yes	Yes	Gustavson: If involves mental health or substance abuse issue, be careful with confidentiality	
Risk Assessment Results	P2 - Should Have	Yes	Yes	Yes	Yes	Yes	Gustavson: Some info in assessment could be confidential	
Detention Status (secure, ASD)	P1 - Must Have	Yes	Yes	Yes	Yes	Yes		
Assigned Parole counselor/contact info	P1 - Must Have	Yes	Yes	Yes	Yes	No		
Juvenile's unique ID in JJWEB (JCN)	P1 - Must Have	Yes	No	No	No	No		
<b>Child Welfare</b>								
Juvenile's prior CPS referrals/outcomes	P2 - Should Have	No	Yes	Yes	Yes	Yes	Gustavson: confidentiality issues may be raised by some at DSHS but RCW 13.50 should authorize sharing for case planning purposes	
Is the juvenile currently being served by DSHS	P1 - Must Have	Yes	No	Yes	Yes	Yes	See above	
Services offered to family. Service accepted, services that worked	P2 - Should Have	Yes	Yes	Yes	Yes	Yes	See above	
Prior Placements	P3 - Nice to Have	Yes	Yes	Yes	Yes	Yes	See above	
Current Placements	P1 - Must Have	Yes	Yes	Yes	Yes	Yes	See above	
Reason for current placement	P3 - Nice to Have	Yes	Yes	Yes	Yes	Yes	See above	
DCFS Social Worker Contact Info	P1 - Must Have	Yes	Yes	Yes	Yes	No	See above	
Juvenile's placement history	P3 - Nice to Have	Yes	Yes	Yes	Yes	Yes	See above	
Existing behavioral concerns	P3 - Nice to Have	Yes	Yes	Yes	Yes	Yes	See above	
Mental health History	P3 - Nice to Have	Possibly	Yes	Yes	Yes	Yes	[Michael C] HIPPA	
Learning Disabilities	P3 - Nice to Have	Possibly	Yes	Yes	Yes	Yes	[Michael C] HIPPA & FERPA	
Drug/Alcohol Concerns	P3 - Nice to Have	Possibly	Yes	Yes	Yes	Yes	[Michael C] HIPPA	
Medical Alerts/current medications	P3 - Nice to Have	Possibly	Yes	Yes	Yes	Yes	[Michael C] HIPPA	



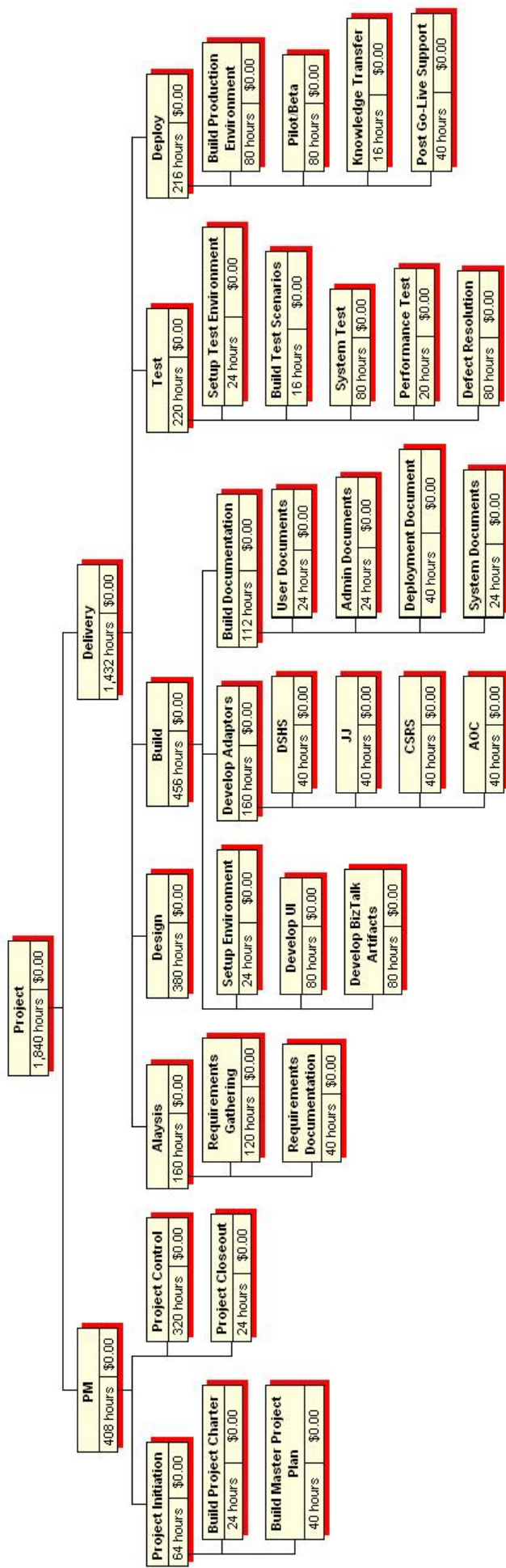


DSHS services for which the juvenile is eligible	P3 - Nice to Have	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Juvenile's unique ID in CAMIS	P1 - Must Have	Yes	No	No	No	No	No	No	No
Juvenile's foster-parent's/care provider's names/contact information	P1 - Must Have	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Gustavson: Foster Parent information fairly carefully protected by DSHS - check with agency
ISSP	P3 - Nice to Have	Possibly	No	No	No	No	No	No	Yes
<b>School Data</b>									
School where juvenile is currently enrolled	P1 - Must Have	Yes	Yes	Yes	Yes	Yes	Yes	Possibly	[Michael C] FERPA
School contact person and contact info	P1 - Must Have	Yes	Yes	Yes	Yes	Yes	Yes	No	[Michael C] FERPA
Juvenile's class schedule	P3 - Nice to Have	No	No	No	No	No	No	Possibly	[Michael C] FERPA
Juvenile's attendance record	P3 - Nice to Have	No	No	No	No	No	No	Yes	[Michael C] FERPA
IEP	P3 - Nice to Have	Yes	Yes	Yes	Yes	Yes	Yes	Yes	[Michael C] FERPA
Suspension, expulsion history	P3 - Nice to Have	No	No	No	No	No	No	Yes	[Michael C] FERPA
Juvenile's unique ID in OSPI's Core Student record System	P1 - Must Have	Yes	No	No	No	No	No	No	[Michael C] FERPA

**Column Legend**

Data Element	The friendly name for the piece of data required
P1 - P3	Select the importance of this data element (Must Have, Should Have, Nice to Have). This will help us prioritize the work and balance requirements with cost/difficulty
Searchable	Should this element be searchable from the KIDS interface
Count	If there can be multiple occurrences of the data, should we present a count of the total number
Latest Date	If there can be multiple occurrences of the data, should we provide the latest date
Can Get Details	If there can be multiple occurrences of the data, should we provide the ability to review the details (e.g.; Current Court Orders, Pending Charges, etc.)
Confidentiality Concerns	List any confidentiality concerns related to the information. Contributors to this column should preface their entry with their name so we can document who made raised the concern.
Other Comments	Provide any additional comments. Contributors to this column should preface their entry with their name so we know who made the comment.

### 7.6 Project Work Breakdown Structure



# 9. Implementation Guide to Juvenile Dependency Court Performance Measures



# Implementation Guide to Juvenile Dependency Court Performance Measures

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VERSION 1.0

JANUARY 2009



ADMINISTRATIVE OFFICE  
OF THE COURTS

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CENTER FOR FAMILIES, CHILDREN  
& THE COURTS



# Implementation Guide to Juvenile Dependency Court Performance Measures

Version 1.0

January 2009



ADMINISTRATIVE OFFICE  
OF THE COURTS

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CENTER FOR FAMILIES, CHILDREN  
& THE COURTS

Judicial Council of California  
Administrative Office of the Courts  
Center for Families, Children & the Courts  
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Approved by the Judicial Council on October 24, 2008

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## Chapter 1 Overview of Performance Measures

This guide provides the information necessary to implement California juvenile dependency court performance measures contained in California Rules of Court, rule 5.505. The guide describes the source, rationale, requisite data elements, and methods for producing each performance measure. Because California's Court Case Management System (CCMS) is currently in development, much of the technical information required for producing the measures and reports outlined here is preliminary and will require updating in subsequent versions of the guide.

### Authorization

Welfare and Institutions Code section 16545 requires the Judicial Council to adopt, through rules of court, performance measures for the juvenile dependency court that enable the courts "to measure their performance and track their own progress in improving safety, permanency, timeliness, and well-being of children and to inform decisions about the allocation of court resources." Rule 5.505 of the California Rules of Court establishes juvenile dependency court performance measures in five areas: child safety, child permanency, child and family well-being, hearing timeliness, and court procedures and due process. It also provides for this Judicial Council approved guide to assist local courts with uniform data collection and reporting.

### Purpose

Judicial officers make or approve many of the key decisions about children in the dependency system. However, judicial officers and court managers often lack access to basic information about the children who are dependents of the court and about the functioning of their own dependency court system.

Research conducted by the Administrative Office of the Courts (AOC) in 2005 concluded that only about 40 percent of dependency courts in California have access to reliable data and reports on judicial officer caseloads, fewer than 20 percent have access to data on the courts' compliance with statutory hearing time frames, and few or none have access to data on safety and placement outcomes for children under the jurisdiction of the courts.<sup>1</sup>

Collecting the necessary data and reporting the performance measures described in the guide will give local courts a quantitative basis for allocating court resources and making court improvement decisions.<sup>2</sup>

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<sup>1</sup> Administrative Office of the Courts, *California Juvenile Dependency Court Improvement Program Reassessment* (Nov. 2005), table 4, 4-13, [www.courtinfo.ca.gov/programs/cfcc/pdf/files/CIPReassessmentRpt.pdf](http://www.courtinfo.ca.gov/programs/cfcc/pdf/files/CIPReassessmentRpt.pdf).

<sup>2</sup> Currently, courts in California, through the Judicial Branch Statistical Information System (JBSIS), report some measures similar to these recommended performance measures. JBSIS reports include measures of caseload and hearing timeliness and are available on the Serranus Web site at the level of the individual court. However, the JBSIS measures are not aligned with the current national recommendations for dependency court performance measures, nor are they as comprehensive. Moreover, they contain data inconsistencies because they are produced by a variety of different county-based court case management

## The National and California Framework

The lack of reliable statistics on dependency court is a nationwide problem. Organizations at the national and state levels have recommended that dependency courts adopt standard measures, often called “performance measures,” for the purposes of statistical reporting. These organizations include the Pew Commission on Children in Foster Care, the National Center for State Courts (NCSC), the American Bar Association (ABA), and the National Council of Juvenile and Family Court Judges (NCJFCJ). In 2004, a consortium of the NCSC, ABA, and NCJFCJ published a comprehensive set of dependency court performance measures in *Building a Better Court: Measuring and Improving Court Performance and Judicial Workload in Child Abuse and Neglect Cases*.<sup>3</sup>

On June 23, 2004, the Judicial Council of California adopted a resolution commending the Pew Commission on Children Foster Care for its recommendations, which included a recommendation that courts adopt juvenile dependency court performance measures. The resolution included a pledge that the judicial branch would work with state and local entities to realize the commissions goals.

To fulfill that pledge, Chief Justice Ronald M. George convened the California Blue Ribbon Commission on Children in Foster Care.<sup>4</sup> As part of their work, the commission drafted a resolution on the collection and reporting of performance measures in dependency court. The 2006 resolution reads, in part:

**Now, therefore,** be it resolved . . .

That the California Blue Ribbon Commission on Children in Foster Care strongly endorses the need for better and more complete data gathering in dependency cases and recommends that the Judicial Council and other government and child welfare leaders work together to ensure. . . [t]hat the California Case Management System incorporate data gathering mechanisms specifically designed to allow analysis of court procedures, any court-based delays, and child and family outcomes in dependency cases consistent with the national

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systems. For these and other reasons, JBSIS measures do not meet the mandate of Welf. & Inst. Code, § 16545.

<sup>3</sup> American Bar Association, Center on Children and the Law et al., *Building a Better Court: Measuring and Improving Court Performance and Judicial Workload in Child Abuse and Neglect Cases* (2004), [www.ncsconline.org/wc/publications/res\\_ctpers\\_tcps\\_packgde4-04pub.pdf](http://www.ncsconline.org/wc/publications/res_ctpers_tcps_packgde4-04pub.pdf).

<sup>4</sup> Chief Justice Ronald M. George convened the California Blue Ribbon Commission on Children in Foster Care in 2006. The commission was charged with exploring the causes and consequences of court-based delays and making recommendations to improve the ability of courts to quickly move children out foster care into safe, permanent homes; exploring how to strengthen juvenile dependency courts’ accountability for their use of public dollars; and studying flexible approaches to federal funding that would give California the freedom to decide whether foster care is the right choice for a child or whether other options might keep children safe and secure.

standards established by NCJFCJ, the ABA, and NCSC in *Building a Better Court....*

In October of 2006, the Judicial Council of California received this resolution and directed staff to take steps to implement the recommendations in the resolution.

The performance measures recommended by these organizations and adopted with modification in this guide include measures of hearing timeliness, safety, and permanency and measures of due process, such as whether parties were represented by attorneys, received notice of hearings, and were present at hearings.

## Chapter 2 Summary of Performance Measures

### Development of Measures

#### **California Blue Ribbon Commission on Children in Foster Care**

In March 2006, the Data and Accountability Committees of the California Blue Ribbon Commission on Children in Foster Care began meeting to discuss performance measures for dependency court. Throughout 2006 and 2007, with the support of AOC staff, California Department of Social Services (CDSS) staff, and researchers at the Center for Social Services Research at the University of California, Berkeley, the commissioners reviewed the nationally recommended performance measures, as well as the state and federally mandated child welfare performance measures, and completed a set of measures tailored specifically to California juvenile dependency courts. Successive drafts were reviewed by the Juvenile Subcommittee of the Judicial Council's Family and Juvenile Law Advisory Committee and by court, child welfare, academic, and association staff.

#### **Guiding Principles**

To assist it in its task of producing a single set of measures from the variety of sources it reviewed, the blue ribbon commission developed several guiding principles. These principles, which have been maintained in this guide to assist in the development, revision, and implementation of California's performance measures, are:

##### **1. Measures are consistent with proposed and existing federal and state measures.**

The core safety and permanency measures parallel the California Child Welfare Services Outcomes and Accountability measures, which fully encompass all federally mandated measures being used in the current round of Child and Family Services Reviews and also include additional state-mandated measures.<sup>5</sup> Timeliness and court procedures and due process measures generally parallel the measures outlined in *Building a Better Court* and the forthcoming performance measures toolkit except when California law required modifications to those measures.

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<sup>5</sup> The federally mandated measures are published in the *Federal Register*. The January 23, 2007, edition of the *Federal Register* contains a set of corrections to the *Federal Register Notice* published on June 7, 2006. The June 7, 2006, notice presents information pertaining to the new data indicators for the federal government's Child and Family Services Reviews. The January 23, 2007, notice provides corrections and additional information pertaining to the data indicators. The notice can be accessed at <http://a257.g.akamaitech.net/7/257/2422/01jan20071800/edocket.access.gpo.gov/2007/E7-808.htm> or <http://a257.g.akamaitech.net/7/257/2422/01jan20071800/edocket.access.gpo.gov/2007/pdf/E7-808.pdf>.

## **2. Measures are quantitative and can be collected through administrative data systems.**

The court performance measures recommended here are those that can be readily calculated from data elements collected through the forthcoming CCMS and the California Department of Social Services Child Welfare Services/Case Management System (CWS/CMS). Many qualitative areas of court performance, including the effectiveness of a court service or the quality of children's participation in a hearing, are better measured through other data collection techniques, such as case file review, courtroom observation, and surveys and interviews of parents and children in court. Qualitative measures are not included in the rule or the guide. The AOC conducts research on public trust and confidence in the courts, the participation of children and parents in hearings, and related topics and publishes these results on the California Courts Web site. Collecting and analyzing standardized qualitative measures in each court would require resources that neither the AOC nor local courts have.

## **3. California courts are committed to the development of well-being performance measures.**

By enacting the Adoption and Safe Families Act of 1997, the federal government signaled the importance of child well-being, but it has yet to mandate any well-being outcome measures. Recent legislation in California has gone further, both emphasizing the importance of well-being and directing the courts to adopt well-being among other performance measures. Although the measurement of well-being outcomes is still evolving, this guide proposes an initial set of measures for the courts. The initial measures of well-being in the rule were selected because they are currently being implemented by the California Department of Social Services, Outcomes and Accountability System.<sup>6</sup> The blue ribbon commission and commentators on the performance measures also proposed a number of measures related to physical health, mental health, and education, which are outlined in the guide and will be the subject of ongoing research at the AOC, with the goal of implementing them as performance measures by the time CCMS is implemented.

## **4. Performance measures for permanency are included under several headings, and additional measures should be developed.**

The measures under the permanency heading are deliberately tied to state and federal measures of permanency. Measures that address a youth's perspective on permanency appear in other categories. Several due process measures address the importance of youth participation at hearings and judicial oversight of transition-to-adulthood services. Under the heading of well-being, several measures emphasize the importance of family-finding efforts throughout the life of the case and the maintenance of sibling and relative relationships and connections to other

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<sup>6</sup> California Department of Social Services, All County Letter 04-05, [www.dss.cahwnet.gov/lettersnotices/entres/getinfo/ac104/pdf/04-05.pdf](http://www.dss.cahwnet.gov/lettersnotices/entres/getinfo/ac104/pdf/04-05.pdf).



individuals important to the youth. Many aspects of children’s experience of permanency and permanent connections are not captured by the proposed measures. Additional permanency measures will be the subject of ongoing research at the AOC, with the goal of implementing them as performance measures by the time CCMS is developed. In its research the AOC will consult with academic researchers, professional organizations, and the federal Court Improvement Program.

**5. Measures do not require duplicate data collection efforts.**

The data elements needed to calculate the recommended court performance measures for safety and permanency, as well as the demographic data for each case, are already captured by the CWS/CMS. Given that CCMS will have the capability to exchange data with the CWS/CMS, the recommended court performance measures in these domains would not require the courts to duplicate the CWS/CMS data collection efforts.

**6. Measures are not static.**

These measures are intended to form the basis for developing the family and juvenile law module of CCMS. Implementing detailed dependency court performance measures on a statewide basis will require multiple rounds of research, testing, and revision to produce measures that are stable, consistent, valid, and reliable across the state. Revisions to this guide will be kept to the minimum necessary to ensure data quality.

Description of Measures

The measures proposed by the blue ribbon commission and circulated for public comment as proposed rule 5.505 of the California Rules of Court have been adopted in this guide. Some changes to the original measures proposed have been made to align them with the development of CCMS-V4<sup>7</sup> and with changes to the state measures for safety and permanency.

See the table below for a summary of all performance measures and Chapter 4 for a detailed description of each measure.

**Timeliness**

California Welfare and Institutions Code section 300 et seq. and rules 5.502 and 5.667–5.740 of the California Rules of Court specify time periods during which dependency hearings must be held. A performance measure addresses each of the statutorily required hearings. In addition to these measures of hearing timeliness, the guide adopts the *Building a Better Court* recommendation that courts measure time from termination of parental rights to finalized adoption and time from disposition and/or a Welfare and

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<sup>7</sup> CCMS-V4 is the module of California’s court case management system that is focused on the processing of family law, juvenile dependency and juvenile delinquency case categories.

Institutions Code section 366.26 hearing to establishment of guardianship. Finally, the blue ribbon commission recommended measuring the time from filing the original petition to the final termination of jurisdiction.

In addition, the blue ribbon commission recommended a measure of the number of and reason for hearing delays by hearing type.

### **Court Procedures and Due Process**

These measures address the following topics in *Building a Better Court*: whether one judicial officer oversaw the case, service and notice, presence of parents and children at the hearings, and legal representation. Within these topics the blue ribbon commission also recommended measuring whether judicial inquiry was made when children were not present at hearings and whether statutorily entitled individuals such as Court Appointed Special Advocate (CASA) volunteers, caregivers, de facto parents, and others were present at hearings.

In addition, the blue ribbon commission recommended adding measures of cases where no reunification services were ordered and cases where children had input into their case plans.

### **Safety in the Child Welfare System**

The domains of safety and permanency are where the recommended performance measures and guide diverge the most from *Building a Better Court*. The blue ribbon commission, in its resolution on data collection and its discussion of performance measures, stressed the importance of collaborating with the California Department of Social Services and the federal Child and Family Services Review process to measure the same child welfare system outcomes. Collaboration and joint systems improvement would not be served by having the courts measure and report slightly different outcomes. Finally, the data collection burden on courts is greatly reduced if the courts draw these performance measures from the child welfare outcome data collected through CWS/CMS. These measures will be produced with CWS/CMS data on safety and be accessible to the courts through an electronic link.

The AOC will continue to research court-specific measures of safety and permanency and propose measures that do not duplicate the child welfare outcomes for future inclusion in the guide and rule.

### **Permanency**

The discussion above in “Safety” also applies to the measurement of permanency.

### **Child and Family Well-Being**

The proposed measures of well-being form a distinct subgroup. Neither the federal Administration for Children and Families, through its Child and Family Services Review process, nor the advisory bodies to dependency courts, including the ABA, NCSC, and NCJFCJ, have proposed court-related well-being measures. CDSS, through its Outcomes and Accountability System, has proposed some limited well-being measures that are being collected for the child welfare system, including measures related to placement

with siblings, services for youth in transition to adulthood, and placement for Indian children. CDSS continues to work on developing well-being measures.

Working with the limited research and proposed well-being measures available, the blue ribbon commission recommended five topics for well-being measures: children's physical health; mental health; education; transition out of foster care; and relatives, relationships, and lifelong connections. Within these topic areas the blue ribbon commission recommended that the current CDSS well-being measures be adopted by the courts. The blue ribbon commission also recommended court-based measures in each topic area.

The guide and rule 5.505 address well-being measures in the areas of transition out of foster care and relatives, including siblings. These areas have defined measures in the child welfare community that the court can parallel. Additional proposed measures in the areas of physical health, mental health, and education are listed in the "Additional Proposed Measures" section below: the AOC will continue to conduct research to design and test these measures for future amendments to rule 5.505.

### **Core Data Elements**

Core data elements are data that, while not included in the performance measures, are recommended to provide workload and demographic context to the performance measures. They include total cases, the participation of children or parents in court programs, and demographic information on children.

## Levels of Specificity and Analysis

### **Definition of Case**

All of these measures assume that one child in dependency is the equivalent of one dependency case. This parallels the current AOC standards for case counting in juvenile dependency. The Judicial Branch Statistical Information System manual for dependency cases states:

Each juvenile named in the petition is reported as one initial, subsequent, or supplemental petition filed and is referred to as one case for statistical reporting purposes.<sup>8</sup>

### **Aggregated Reporting and Cohorts**

None of the measures described here is meant to be a measure of performance for an individual case. There are numerous reasons, many related to good practice, why a hearing may be delayed, a child may not be present at a hearing, or a placement may be changed. These measures are designed to give an aggregate picture of hearing delays, participation in hearings, placement changes, and many other topics.

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<sup>8</sup> Administrative Office of the Courts, *Judicial Branch Statistical Information System* version 2.2 (Mar. 2004).

The most common level of analysis for measures is the cohort of children. For many measures, a cohort would be defined as all children entering dependency during a certain time period (usually six months or one year). An example of a measure using this cohort would be: of all children entering dependency between January 1, 2007, and June 30, 2007, who were removed from the home, for what percentage was the initial hearing completed within one day of the petition filing date.

In many instances a measure can be applied to two different analysis cohorts. For instance, the percentage of hearings delayed by a particular reason (for example, the attorney not present) can be calculated as a percentage of all hearings of a certain type that take place within a specified time period or as a percentage of all children in a cohort that had at least one hearing delayed because the attorney was not present.

The final portion of this chapter contains a table that summarizes the measures described at the beginning of the chapter as well as the list of core data elements that are recommended to provide workload and demographic context to the performance measures.

## Summary of California Juvenile Dependency Performance Measures

### 1. Hearing Timeliness

1A	Percentage of children for whom the initial hearing is completed within the statutory time frame following the filing of the initial petition
1B	Percentage of children for whom the jurisdictional hearing is completed within the statutory time frame following the initial hearing
1C	Percentage of children for whom the disposition hearing is completed within the statutory time frame following the finding of jurisdiction
1D	Percentage of children for whom a 3-month or other interim review hearing is held
1E	Percentage of children for whom the 6-month review hearing is completed within 6 months of the date the child entered foster care
1F	Percentage of children for whom the 12-month permanency hearing is completed within 12 months of the date the child entered foster care
1G	Percentage of children for whom the 18-month review hearing is completed within 18 months of the date of original protective custody
1H	Percentage of children for whom the first section 366.26 hearing is completed within 120 days of the termination of reunification services
1I	Percentage of children whose postpermanency hearing is completed within 6 months of the section 366.26 hearing or last postpermanency hearing
1J	Percentage of children in long-term foster care whose subsequent section 366.26 hearing is completed within 12 months of the previous section 366.26 hearing
1K	Percentage of children whose adoption is finalized within 180 days after termination of parental rights
1L	Median time from disposition or section 366.26 hearing to order establishing guardianship
1M	Percentage of children for whom the first and subsequent postpermanency review hearings are completed within the statutory time frame
1N	Percentage of hearings delayed by reasons for delay and hearing type
1O	Median time from filing of original petition to implementation of a permanent plan by permanent plan type
1P	Median time from filing of original petition to termination of jurisdiction by reason for termination of jurisdiction

### 2. Court Procedures and Due Process

2A	Percentage of cases in which all hearings are heard by one judicial officer
2B	Percentage of cases in which all parties and other statutorily entitled individuals are served with a copy of the original petition
2C	Percentage of hearings in which notice is given to all statutorily entitled parties and individuals within the statutory time frame
2D	Percentage of hearings in which child or parents are present if statutorily entitled to be present
2E	Percentage of hearings in which a judicial inquiry is made when a child 10 years of age or older is not present at hearing
2F	Percentage of hearings in which other statutorily entitled individuals who are involved in the case (e.g., CASA volunteers, caregivers, de facto parents, others) are present

2G	Percentage of cases in which legal counsel for parents, children, and the child welfare agency are present at every hearing
2H	Point at which children and parents are assigned legal counsel
2I	Percentage of cases in which legal counsel for children or parents changes
2J	Percentage of cases in which no reunification services are ordered and reasons
2K	Percentage of cases for which youth have input into their case plans
2L	Cases in compliance with the requirements of the Indian Child Welfare Act (ICWA)

### 3. Safety in the Child Welfare System

3A	Percentage of children who were not victims of another substantiated maltreatment allegation within 6 and 12 months after the maltreatment incident that led to the filing of the initial petition
3B	For all children served in foster care during the year, percentage of children who were not victims of substantiated maltreatment by a foster parent or facility staff member

### 4. Child Permanency

4A	Percentage of children reunified in less than 12 months
4B	Percentage of children who were reunified but reentered foster care within 12 months
4C	Percentage of children who were discharged from foster care to a finalized adoption within 24 months
4D	Percentage of children in long-term foster care who were freed for adoption
4E	Percentage of children in long-term foster care who were discharged to a permanent home before their 18th birthdays
4F	Of children discharged to emancipation or aging out of foster care, percentage who were in foster care 3 years or longer
4G	Percentage of children with multiple foster-care placements

### 5. Child and Family Well-Being

5A	Percentage of children 14 years of age or older with current transitional independent living plans
5B	Percentage of children for whom a section 391 termination of jurisdiction hearing was held
5C	Percentage of section 391 termination of jurisdiction hearings that did not result in termination of jurisdiction and reasons jurisdiction did not terminate
5D	Percentage of youth present at section 391 termination of jurisdiction hearing with judicial confirmation of receipt of all services and documents mandated by section 391(b)(1–5)
5E	Percentage of children placed with all siblings who are also under court jurisdiction, as appropriate
5F	Percentage of children placed with at least one but not all siblings who are also under court jurisdiction, as appropriate
5G	For children who have siblings under court jurisdiction but are not placed with all of them, percentage of cases in which sibling visitation is not ordered and reasons
5H	Percentage of cases in which visitation is not ordered for parents and reasons
5I	Number of visitation orders for adults other than parents and siblings, (e.g., grandparents, other relatives, extended family members, others), as appropriate
5J	Cases in which the court has requested relative-finding efforts from the child welfare agency
5K	Percentage of children placed with relatives
5L	For children 10 years of age or older and in foster care for at least 6 months, percentage for whom the court has inquired whether the social worker has identified persons important to the child
5M	For children 10 years of age or older in foster care for at least 6 months, percentage for whom the court has made orders to enable the child to maintain relationships with persons important to that child

## Core Data Elements

### Court Procedures

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1. Number of cases (and children) and related case indicator
2. Frequency of trials/contested hearings
3. Cases involving other court programs (drug court, juvenile dependency mediation, CASA volunteers)
4. Children involved in both dependency and delinquency courts
5. Cases transferred out of county

### Demographics

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#### *Child Demographics*

1. Child's sex
2. Child's age
- 3(a). Does child have siblings in the system?
- 3(b). If yes to 3(a), was at least one of the child's siblings under the age of 3 at the time of removal?
- 3(c). If yes to 3(b), was this child removed at the same time as the sibling under the age of 3?
4. Child's race/ethnicity, Native American heritage, and ICWA status
5. Child with special health-care needs as defined in Welf. & Inst. Code, § 17710
6. Primary language

#### *Caseload Demographic Profile*

7. Referrals (numbers and rates by age and ethnicity)
8. Substantiated referrals (numbers and rates by age and ethnicity)
9. Original petitions (nonduplicative) (numbers and rates by age and ethnicity)
10. Children under court jurisdiction (numbers and rates by age and ethnicity)
11. Average or median time under court jurisdiction (by age and ethnicity)

## Chapter 3 Data Collection and Reporting

### Technical Documentation

All technical documentation for implementing these performance measures will be contained in this guide. The guide will be revised and reissued on an as-needed basis as CCMS-V4 is developed and deployed throughout California. Subsequent versions of the guide that include substantive changes will be circulated for comment before adoption, but purely technical updates will not require circulation for comment.

Implementing detailed dependency court performance measures on a statewide basis will require multiple rounds of research, testing, and revision to produce measures that are stable, consistent, valid, and reliable across the state. In addition, as the technical specifications for CCMS develop, it will be necessary to develop the methodology for producing performance measures in tandem with CCMS development.

Beginning with the pre-CCMS period, the AOC will refine the implementation guide by conducting research on the performance measures and their underlying data elements. The AOC, in conjunction with the California Department of Social Services, will also continue to research additional measures.

When a substantive change is needed, such as a modification to a definition in the proposed rule or the proposal of an additional performance measure, both the rule and the guide will be modified and circulated for comment. When a purely technical change is needed, only the implementation guide will be modified, and it will not be circulated for public comment.

### Responsibility for Data Collection

The data needed to create the performance measures described in this guide must be collected by the courts (for the domains of timelines, court procedures and due process, and well-being, as well as some of the core data elements) and the county child welfare agencies (for the domains of safety and permanency). Attorneys, CASA volunteers, or other court participants are not required to collect data for this system.

### CCMS Development

The data needed to create the performance measures that are described in this guide and that must be collected by the courts will be included in CCMS-V4. The current development of CCMS-V4 is incorporating the required data elements. Courts will not be asked to supply data beyond the administrative data incorporated into CCMS.



## California Department of Social Services

The data that are needed to create the performance measures described in this guide and that must be collected by county child welfare agencies is already incorporated into the statewide Child Welfare Services/Case Management System. CDSS is developing a new system known as CWS Web. CDSS and county staff have been participating in CCMS development meetings to ensure that CCMS and CWS Web will be able to exchange data and use statewide data warehouses to create the performance measures described in the guide. County child welfare agencies will not be asked to supply data beyond the administrative data incorporated into CWS/CMS or CMS Web.

### Data Collection and Reporting Before CCMS-V4 Implementation

Rule 5.505(c)(2) states:

Before implementation of the CCMS family and juvenile law module, each court must collect and submit to the AOC the subset of juvenile dependency data described in (b) and further delineated in the *Implementation Guide to Juvenile Dependency Court Performance Measures* that it is reasonably capable of collecting and submitting with its existing court case management system and resources.

In the domains of safety and permanency, the AOC will work with CDSS and the Center for Social Services Research at the University of California, Berkeley, to produce reports on the safety and permanency measures that can be provided to the courts.

In the domains of timeliness, court procedures and due process, and well-being, the AOC will develop a program to assist courts in reviewing their existing case management systems to determine whether it is possible to produce any of the performance measures with the court's existing resources. The AOC will consult on the production of the reports.

The AOC will use the consultations with the courts and examination of data to research the stability, consistency, reliability, and validity of the performance measures and recommend revisions as needed.

Before implementation of the CCMS family and juvenile law module, courts will collect and submit to the AOC only the subset of data they are able to produce with their existing system and resources. The AOC will generate aggregate data reports that do not disclose identifying information about children, parents, judicial officers, and other individuals in the dependency system. Courts not able to produce any of the measures from existing case management systems and resources will not be required to send any data to the AOC during the pre-CCMS time period.

## Data Collection and Reporting After CCMS-V4 Implementation

Rule 5.505(c)(3) states:

On implementation of the CCMS family and juvenile law module in a local court, and as the necessary data elements become electronically available, the local court must collect and submit to the AOC the juvenile dependency data described in (b) and further delineated in the Implementation Guide to Juvenile Dependency Court Performance Measures. For the purposes of this subdivision, “implementation of the CCMS family and juvenile law module” in a local court means that the CCMS Family and Juvenile Law module has been deployed in that court, is functioning, and has the ability to capture the required data elements and that local court staff has been trained to use the system.

The data required to produce timeliness and court procedures and due process measures, as well as the core data elements that must be collected by the courts, are being incorporated into the development of CCMS.

The data required to produce safety and permanency measures, some of the well-being measures, and the core data elements that must be collected by the county child welfare agencies, are available from the CWS/CMS. Every child who is the subject of a juvenile dependency case in California is also represented by a case in CWS/CMS. By federal and state statute, CWS/CMS collects extensive data on a child’s child welfare case and produces performance measures related to safety and permanency. The measures of safety and permanency described in this guide are identical to the state and federal measures, and courts are not expected to duplicate this data collection. Instead, the data to produce safety and permanency measures will be available to CCMS through a data exchange process and the Statewide Reporting Data Warehouse. The guide gives detailed descriptions of these measures but does not provide the data elements or methodology required to produce them.<sup>9</sup>

After implementation of CCMS the AOC will continue to assist local courts in collecting, preparing, analyzing, and reporting the data required by rule 5.505. The AOC will also generate aggregate data reports on performance measures while not disclosing identifying information about children, parents, judicial officers, and other individuals in the dependency system. The reports will be produced from the Statewide Reporting Data Warehouse in conjunction with linked data from CWS/CMS.

The AOC will work with local courts to identify any resource limitations that affect their ability to comply with the data gathering, data entry or other requirements of rule 5.505, and will report back to the Judicial Council by December 2012.

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<sup>9</sup> California Department of Social Services, *supra* note 7; Administration for Children and Families, U.S. Department of Health and Human Service, Table A, Data Indicators for the Child and Family Services Review, [www.acf.hhs.gov/programs/cb/cwmonitoring/data\\_indicators.htm](http://www.acf.hhs.gov/programs/cb/cwmonitoring/data_indicators.htm).

## Aggregation

The system outlined in this guide makes a distinction between aggregation of reporting and aggregation of data collection. The reports provided by the AOC from the CCMS data warehouse will protect the identity of individuals, including children, parents, or judicial officers. However, the data flowing into the data warehouse from the local court CCMS must be on the individual child and/or case level, so that it can be linked to the data on safety and permanency events for the same children in the CDSS data archive.

## Redundancy With CDSS Reporting

Because child welfare data will be entered in CWS/CMS and exchanged with the court, there will be no duplication of data collection effort. Court reporting of safety and permanency measures will be similar but not identical to the data reported through CWS/CMS and the CDSS Outcomes and Accountability System. Children under the jurisdiction of the dependency court form a subset of the total children in CWS/CMS, which also includes cases on voluntary services. The court performance measures will include timeliness and court procedures and due process measures as well as safety, well-being, and permanency measures, allowing courts to analyze the impact of court processes on the outcomes for the same cohort of children.

## Chapter 4

### Detailed Matrices of Juvenile Dependency Performance Measures

The matrices in this chapter contain the measures described in earlier chapters of this guide. The matrices vary in their details according to whether the data will be collected through CCMS or through CDSS as well as the extent of their current development.

## Detailed Matrices of Juvenile Dependency Performance Measures

### 1. Timeliness

Hearing Timeliness Measure		Measure Detail	Data Elements	Notes
1A	Percentage of children for whom the initial hearing is completed within the statutory time frame following the filing of the initial petition	<p>For detained children, percentage of children whose initial hearing is calendared and completed within 1 court day of filing of petition</p> <p>For nondetained children, percentage of children with initial hearing calendared and completed within 15 court days of filing of petition</p> <p>For both categories, percentage of hearings calendared and completed within specified time frame</p>	<p>Case type: Detained or not detained</p> <p>Petition filing date</p> <p>Hearing type: Initial hearing</p> <p>Hearing date: Date of first hearing calendared</p> <p>Hearing date: Date of last initial hearing that resulted in completed hearing</p> <p>Hearing completion flag: Completed</p>	<p>Time frame for case cohort must be defined—e.g., all cases with initial petitions filed within a 6-month period</p> <p>All timeliness measures include two possibly different standards: number of court days to the date relevant hearing first calendared and number of court days to the date relevant hearing completed</p>
1B	Percentage of children for whom the jurisdictional hearing is completed within the statutory time frame following the initial hearing	<p>For detained children, percentage of children whose jurisdictional hearing is calendared and completed within 15 court days of initial hearing</p> <p>For nondetained children, percentage of children whose jurisdictional hearing is calendared and completed within 30 calendar days of initial hearing</p> <p>For both categories, percentage of hearings calendared and completed within specified time frame</p>	<p>Case type: Detained or not detained</p> <p>Petition filing date</p> <p>Hearing type: Initial</p> <p>Hearing date: Date of last initial hearing that resulted in completed hearing</p> <p>Hearing type: Jurisdictional</p> <p>Hearing date: Date of first jurisdictional hearing calendared</p> <p>Hearing type: Jurisdictional</p> <p>Hearing date: Date of last jurisdictional hearing that resulted in completed hearing</p> <p>Hearing completion flag: Completed</p>	<p>Remove from case cohort all cases dismissed at initial hearing</p> <p>To align with federal measures, define additional case cohort for all cases detained 8 days or longer (applies to all further timeliness measures)</p>
1C	Percentage of children for whom the disposition hearing is completed within the statutory time frame following the finding of jurisdiction	<p>For detained children, percentage of children whose disposition hearing is calendared and completed within 10 court days of finding of jurisdiction</p> <p>For nondetained children, percentage of children whose disposition hearing is calendared and completed within 30 calendar days of finding of jurisdiction</p> <p>For both categories, percentage of hearings calendared and completed within specified time frame</p>		<p>Remove from case cohort all cases dismissed at jurisdictional hearing</p>

Hearing Timeliness Measure		Measure Detail	Data Elements	Notes
1D	Percentage of children for whom a 3-month or other interim review hearing is held	Percentage of children whose 3-month review hearing is calendared and completed within 3 months of the time the child entered foster care Percentage of hearings calendared and completed within specified time frame	Child's age Ages of child's siblings <sup>10</sup> Hearing type: Initial Hearing date: Date of last initial hearing that resulted in completed hearing Date child entered foster care Calculation requires removal date and date of jurisdictional finding <sup>11</sup> Hearing type: 3-month review Hearing date: Date of first 3-month review hearing calendared Hearing type: 3-month review Hearing date: Date of last review hearing that resulted in completed hearing Hearing completion flag: Completed	Remove all cases dismissed during the 3 months following the initial hearing  Cohort should identify subgroup of cases in which child or sibling is age 3 or younger and reunification services have been limited to 6 months
1E	Percentage of children for whom the 6-month review hearing is completed within 6 months of the date the child entered foster care	Percentage of children whose 6-month review hearing calendared and completed within 6 months from date child entered foster care Percentage of hearings calendared and completed within specified time frame Percentage of hearings for children who remain in the care of parent that are calendared and completed within specified time frame	Child's age Ages of child's siblings <sup>12</sup> Date child entered foster care Calculation requires removal date and date of jurisdictional finding <sup>13</sup> Hearing type: 6-month review Hearing date: Date of first 6-month review hearing calendared Hearing type: 6-month review Hearing date: Date of last 6-month review hearing that resulted in a completed hearing Hearing completion flag: Completed	Remove all cases dismissed during the 6 months following the initial hearing  Cohort should identify subgroup of cases in which child or sibling is age 3 or younger and reunification services have been limited to 6 months

<sup>10</sup> For children under the age of 3 on the date of the initial removal, or for their siblings, reunification services may be limited to 6 months (see Welf. & Inst. Code, §§ 361.5(a)(2) and (a)(3) and 366.21(e)). Therefore, judicial findings and orders and timeliness of subsequent hearings for this group must be tracked separately to evaluate compliance with California law.

<sup>11</sup> A child shall be considered to have entered foster care on the earlier of (1) the date of the first judicial finding that the child has been subjected to child abuse or neglect or (2) the date that is 60 days after the date on which the child is removed from the home.

<sup>12</sup> See *supra* at note 10.

<sup>13</sup> See *supra* at note 11.

Hearing Timeliness Measure		Measure Detail	Data Elements	Notes
1F	Percentage of children for whom the 12-month permanency hearing is completed within 12 months of the date the child entered foster care	Percentage of children whose 12-month permanency review is calendared and completed within 12 months of date child entered foster care Percentage of hearings calendared and completed within specified time frame Percentage of hearings for children who remain in the care of parent that are calendared and completed within specified time frame	Child's age Ages of child's siblings <sup>14</sup> Date child entered foster care <sup>15</sup> Hearing type: 12-month review Hearing date: Date of first 12-month review hearing calendared Hearing type: 12-month review Hearing date: Date of last 12-month review hearing that resulted in completed hearing Hearing completion flag: Completed	Remove all cases dismissed during the 12 months following the initial hearing  Cohort should identify subgroup of cases in which child or sibling is age 3 or younger and reunification services have been limited to 6 months
1G	Percentage of children for whom the 18-month review hearing is completed within 18 months of the date of initial removal	Percentage of children whose 18-month review is calendared and completed within 18 months of original protective custody (state standard) Percentage of hearings calendared and completed within specified time frame	Date of initial removal Hearing type: 18-month review Hearing date: Date of first 18-month review hearing calendared Hearing type: 18-month review Hearing date: Date of last 18-month review hearing that resulted in completed hearing Hearing completion flag: Completed	Remove all cases dismissed during the 18 months following the original protective custody
1H	Percentage of children for whom the first section 366.26 hearing is completed within 120 days of the termination of reunification services	For children whose reunification services have been denied or terminated, percentage of children whose 366.26 hearing is calendared and completed within 120 days of the date reunification services were denied or terminated Percentage of hearings calendared and completed within specified time frame	Finding after hearing (disposition or 3-, 6-, 12-, 18-month permanency): Reunification services denied or terminated Hearing type: Hearing specified in finding after hearing (above) Hearing date: Date of hearing specified in finding after hearing (above) Hearing type: 366.26 Hearing date: Date of first 366.26 hearing calendared Hearing date: Date of last 366.26 hearing that resulted in completed	Cohort includes only children with finding that reunification services were denied or terminated

<sup>14</sup> See *supra* note at 10

<sup>15</sup> See *supra* note at 11.

Hearing Timeliness Measure		Measure Detail	Data Elements	Notes
			hearing Hearing completion flag: Completed	
1I	Percentage of children whose postpermanency hearing is completed within 6 months of the section 366.26 hearing or last postpermanency hearing	Percentage of children with calendared and completed 366.26 hearing whose post-permanency hearing is calendared and completed within 6 months of 366.26 hearing or last postpermanency hearing Percentage of hearings calendared and completed within specified time frame	Hearing type: 366.26 Hearing date: Date of last 366.26 hearing that resulted in completed hearing Hearing type: Postpermanency review Hearing date: Date of first post-permanency review hearing calendared Hearing type: Postpermanency review Hearing date: Date of last post-permanency review hearing that resulted in completed hearing Hearing completion flag: Completed	
1J	Percentage of children in long-term foster care whose subsequent section 366.26 hearing is completed within 12 months of the previous section 366.26 hearing	For children in long-term care with a previous 366.26 hearing, percentage of children whose subsequent 366.26 hearing is calendared and completed within 12 months of the previous 366.26 hearing, if applicable Percentage of hearings calendared and completed within specified time frame	Hearing type: 366.26 Hearing date: Date of first 366.26 hearing calendared Hearing date: Date of last 366.26 hearing that resulted in completed hearing Hearing completion flag: Completed Hearing type: 366.26 Hearing date: Date of first subsequent 366.26 hearing calendared Hearing date: Date of last subsequent 366.26 hearing that resulted in completed hearing Hearing completion flag: Completed	
1K	Percentage of children whose adoption is finalized within 180 days after termination of parental rights	Percentage of children eligible for adoption whose adoption is finalized within 180 days after termination of parental rights	Hearing type: 366.26 hearing Hearing date: Date of last 366.26 hearing that resulted in completed hearing Event type: Final adoption order Event date: Final adoption order	Cohort includes only children eligible for adoption
1L	Median time from disposition or section 366.26 hearing to order establishing guardianship	Median time from disposition hearing to completion of guardianship Median time from 366.26 hearing to completion of guardianship	Hearing type: Disposition hearing Hearing date: Date of last disposition hearing that resulted in completed hearing	Cohort includes only children with permanent plan of guardianship



Hearing Timeliness Measure		Measure Detail	Data Elements	Notes
			Event type: Completion of guardianship Event date: Date of completion of guardianship Hearing type: 366.26 hearing Hearing date: Date of last 366.26 hearing that resulted in completed hearing Event type: Completion of guardianship Event date: Completion of guardianship	Includes two measures: one from disposition hearing and one (if relevant) from 366.26 hearing
1M	Percentage of children for whom the first and subsequent post-permanency review hearings are completed within the statutory time frame	Percentage children in which a postpermanency review hearing was held within 6 months of completion of prior hearing	Hearing type: Postpermanency review hearing Hearing date: Date of most recent postpermanency review hearing that resulted in completed hearing Hearing type: Postpermanency review hearing Hearing date: Date of next postpermanency review hearing calendared Hearing date: Date of next postpermanency review hearing completed Hearing completion flag: Completed	Cohort includes all children in planned permanent living arrangements
1N	Percentage of hearings delayed by reasons for delay and hearing type	By hearing type: Percentage of hearings delayed due to unavailability of attorney Percentage of hearings delayed due to absence of social worker Percentage of hearings delayed due to unavailability of witness Percentage of hearings delayed due to late filing of social worker report Percentage of hearings delayed due to other late reports or documents Percentage of hearings delayed due to insufficient information in social worker report Percentage of hearings delayed because incarcerated parent not transported Percentage of hearings delayed due to agreement by parties Percentage of hearings delayed due to late filing	Hearing type: (all) Hearing delay reason: (all)	

Hearing Timeliness Measure		Measure Detail	Data Elements	Notes
		of pleadings by attorney or party Percentage of hearings delayed due to unavailability of interpreter Percentage of hearings delayed due to insufficient time to hear court case Percentage of hearings delayed due to lack of or late notice Percentage of hearings delayed due to lack of or late ICWA notice Percentage of hearings delayed due to unavailability of parent Percentage of hearings delayed due to stay by appellate court Percentage of hearings delayed due to setting for "contested" hearing Percentage of hearings delayed due to calendaring practice Percentage of hearings delayed due to absence of child Percentage of hearings delayed due to unavailability of bench officer Percentage of hearings delayed due to mediation Percentage of hearings stayed by appellate court Percentage of hearings delayed due to other (specify)		
1O	Median time from filing of original petition to implementation of a permanent plan by permanent plan type	Median time from filing of original petition to implementation of permanent plan	Petition filing date Hearing type: Initial hearing Hearing date: Date of last initial hearing that resulted in completed hearing Event type: Implementation of permanent plan	
1P	Median time from filing of original petition to termination of jurisdiction by reason for termination of jurisdiction	Median time from filing of original petition to termination of jurisdiction because: <ul style="list-style-type: none"> <li>▪ Petition dismissed</li> <li>▪ Child reunified with parent(s)</li> <li>▪ Death of child</li> <li>▪ Adoption of child</li> <li>▪ Emancipation of child</li> <li>▪ Guardianship established</li> </ul>	Petition filing date Hearing type: Initial hearing Hearing date: Date of last initial hearing that resulted in completed hearing Event type: Termination of jurisdiction Event date: Date of termination of jurisdiction	

Hearing Timeliness Measure	Measure Detail	Data Elements	Notes

- Child status change from 300 to 602
- Transfer to tribal court
- Conditions for bringing child under court jurisdiction no longer present
- Transferred out of state

## 2. Court Procedures and Due Process

Court Procedures and Due Process Measure		Measure Detail	Data Elements	Notes
2A	Percentage of cases in which all hearings are heard by one judicial officer	Percentage of children (and families) with one judicial officer for all hearings Percentage of children (and families) with one judicial officer for all postdetention hearings Median number of judicial officers per family or case over time	Hearing type (all) Judicial officer	Time frame for case cohort must be defined—e.g., all cases with initial petitions filed within a 6-month period  Measure should differentiate between substitute judicial officers and changes in the judicial officer on the case
2B	Percentage of cases in which all parties and other statutorily entitled individuals are served with a copy of the original petition	Percentage of cases in which child's mother is served with a copy of petition before initial hearing Percentage of cases in which child's father(s) are served with a copy of petition before initial hearing Percentage of cases in which alleged or presumed fathers are served with a copy of petition before initial hearing Percentage of cases in which child age 10 or older is served with a copy of petition before initial hearing Percentage of cases in which siblings (if required) are served with a copy of petition prior to initial hearing Percentage of cases in which legal guardian is served with a copy of petition before initial hearing	Hearing type (initial) Party statutorily entitled to receive notice Proof of service flag: Completed	
2C	Percentage of hearings in which notice is given to all statutorily entitled parties and individuals within the statutory time frame	Percentage of cases in which mother received notice before (hearing type) Percentage of cases in which father received notice before (hearing type) Percentage of cases in which alleged or presumed father(s) received notice before (hearing type) Percentage of cases in which child age 10 or older received notice before (hearing type) Percentage of cases in which foster parents received notice before (hearing type) ("All hearings" below refers to all hearings to	Hearing type: <ul style="list-style-type: none"> <li>▪ Initial</li> <li>▪ Jurisdictional</li> <li>▪ 6-month review</li> <li>▪ 12-month permanency</li> <li>▪ 18-month review</li> <li>▪ 366.26 hearing</li> <li>▪ Postpermanency review</li> <li>▪ Emancipation/391</li> </ul> Party requiring notice Proof of service flag: Completed	

Court Procedures and Due Process Measure		Measure Detail	Data Elements	Notes
		<p>which the individual is entitled to notice.)</p> <p>Percentage of cases in which mother received notice before all hearings</p> <p>Percentage of cases in which father received notice before all hearings</p> <p>Percentage of cases in which alleged or presumed father received notice before all hearings</p> <p>Percentage of cases in which child age 10 or older received notice before all hearings</p> <p>Percentage of cases in which foster parents received notice before all hearings</p>		
2D	Percentage of hearings in which child and parents are present if statutorily entitled to be present	<p>(For each hearing type at which they are entitled to be present)</p> <p>Percentage of hearings where children are present</p> <p>Percentage of hearings where mother is present</p> <p>Percentage of hearings where father is present</p>	<p>Hearing type (all)</p> <p>Parties statutorily entitled to be present</p> <p>Party present: Flag</p>	
2E	Percentage of hearings in which a judicial inquiry is made when a child 10 years of age or older is not present at hearing	(Measure in development)		
2F	Percentage of hearings in which other statutorily entitled individuals who are involved in the case (e.g., CASA volunteers, caregivers, de facto parents, others) are present	<p>(For each hearing type at which they are entitled to be present)</p> <p>Percentage of hearings where CASA volunteer is present</p> <p>Percentage of hearings where caregivers are present</p> <p>Percentage of hearings where de facto parents are present</p>	<p>Hearing type (all)</p> <p>Individuals statutorily entitled to be present</p> <p>Individuals present: Flag</p>	
2G	Percentage of cases in which legal counsel for parents, children, and the child welfare agency are present at every hearing	<p>(For each hearing type)</p> <p>Percentage of hearings where attorney for child is present</p> <p>Percentage of hearings where attorney for mother is present</p>	<p>Hearing type (all)</p> <p>Attorney required to be present</p> <p>Attorney present: Flag</p>	

Court Procedures and Due Process Measure		Measure Detail	Data Elements	Notes
		Percentage of hearings where attorney for father is present Percentage of hearings where attorney for county is present		
2H	Point at which children and parents are assigned legal counsel	Percentage of children appointed an attorney (or CAPTA GAL) before initial hearing Percentage of cases where attorney appointed for mother before initial hearing Percentage of cases where attorney appointed for father(s) before initial hearing	Event type: Appointment of counsel Event date: Date of appointment of counsel Party	Range of "before" is not yet defined
2I	Percentage of cases in which legal counsel for children or parents changes	Median number of times that attorney representing child changes Percentage of children with no change in attorney for the child Median number of times that attorney representing mother changes Percentage of cases with no change in attorney representing the mother Median number of times that attorney representing father changes Percentage of cases with no change in attorney representing the father	Event type: Appointment of counsel Event date: Date of appointment of counsel Party	
2J	Percentage of cases in which no reunification services are ordered and reasons	Percentage of children moving directly from disposition hearing to 366.26 hearing Percentage of parents who were denied reunification services or who had reunification services terminated Percentage of incarcerated parents who were denied reunification services or who had reunification services terminated due to 361.5(e)	Finding after hearing (disposition): Reunification services denied or terminated Parties Parties: Description: incarcerated	Reasons for not ordering reunification services are enumerated in Welf. & Inst. Code, § 361.5(b)(1)–(15)
2K	Percentage of cases for which youth have input into their case plans	(Measure in development)		

Court Procedures and Due Process Measure		Measure Detail	Data Elements	Notes
2L	Cases in compliance with the requirements of the Indian Child Welfare Act (ICWA)	(Measure in development) Cases where the court made inquiries regarding ICWA eligibility	(In development)	
		Cases with court receipt of Parental Notification of Indian Status		
		Cases in which ICWA notice has been given		
		Cases in which notice of adoption of Indian child has been given to Secretary of Interior		
		Cases where children have been found to be ICWA eligible		
		Cases where counsel appointed for Indian parent		
		Cases where counsel appointed for Indian custodian		
		Cases where a tribe has intervened		
		Cases in which superior court transfers jurisdiction to a tribal court		
		Cases where child is placed with Indian families or other ICWA-compliant placement		
		Cases with finding that active efforts were made to provide services to prevent breakup of the Indian family		

Court Procedures and Due Process Measure	Measure Detail	Data Elements	Notes



### 3. Safety in the Child Welfare System

Child Safety Measure		State Standard <sup>16</sup>	Federal Standard <sup>17</sup> (2nd Round CFR)
3A	Percentage of children who were not victims of another substantiated maltreatment allegation within 6 and 12 months after the maltreatment incident that led to the filing of the initial petition	S1.1 No recurrence of maltreatment Of all children who were victims of a substantiated maltreatment allegation during the first 6 months of the year, what percent were not victims of another substantiated allegation within the next 6-month period?	Of all children who were victims of a substantiated or indicated maltreatment allegation during the first 6 months of FY 2004, what percentage were not victims of another substantiated or indicated maltreatment allegation within the 6-months following that maltreatment incident?
3B	For all children served in foster care during the year, percentage of children who were not victims of substantiated maltreatment by a foster parent or facility staff member	S2.1 No maltreatment in foster care Of all children served in foster care during the year, what percent were not victims of a substantiated maltreatment allegation by a foster parent or facility staff member?	Of all children served in foster care in FY 2004, what percentage were not victims of a substantiated or indicated maltreatment by a foster parent or facility staff member during the fiscal year?

<sup>16</sup> State and federal measures for safety and permanency are essentially identical; however, federal measures are tied to specific years measured in the Child and Family Services Review so state language is provided to give a generic version. Development of the state measures can be traced in California Department of Social Services All County Letter 04-05, [www.cdss.ca.gov/getinfo/acl04/pdf/04-05.pdf](http://www.cdss.ca.gov/getinfo/acl04/pdf/04-05.pdf). Also see B. Needell, et al., (2008). Child Welfare Services Reports for California. Retrieved July 15, 2008, from University of California at Berkeley Center for Social Services Research website. [http://cssr.berkeley.edu/ucb\\_childwelfare](http://cssr.berkeley.edu/ucb_childwelfare). Also see CWS Outcomes System Summary for California—04.08.08. Retrieved July 15, 2008 from California Department of Social Services Website [www.childsworld.ca.gov/PG1410.htm](http://www.childsworld.ca.gov/PG1410.htm).

<sup>17</sup> Source: [www.acf.hhs.gov/programs/cb/cwmonitoring/data\\_indicators.htm](http://www.acf.hhs.gov/programs/cb/cwmonitoring/data_indicators.htm).

#### 4. Permanency

Permanency Measure		State Standard <sup>18</sup>	Federal Standard <sup>19</sup>
4A	Percentage of children reunified in less than 12 months	<p>C1.1 Reunification within 12 months (exit cohort) Of all children discharged from foster care to reunification during the year who had been in foster care for 8 days or longer, what percent were reunified in less than 12 months from the date of the latest removal from home?</p> <p>C1.2 Median time to reunification (exit cohort) Of all children discharged from foster care to reunification during the year who had been in foster care for 8 days or longer, what was the median length of stay (in months) from the date of latest removal from home until the date of discharge to reunification?</p> <p>C1.3 Reunification within 12 months (entry cohort) Of all children entering foster care for the first time in the 6-month period who remained in foster care for 8 days or longer, what percent were discharged from foster care to reunification in less than 12 months from the data of latest removal from home?</p>	<p><u>C1.1:</u> Of all children discharged from foster care to reunification in FY 2004 who had been in foster care for 8 days or longer, what percentage were reunified in less than 12 months from the date of the latest removal from home? (This includes the “trial home visit adjustment.”)</p> <p><u>C1.2:</u> Of all children who were discharged from foster care to reunification in FY 2004, and who had been in foster care for 8 days or longer, what was the median length of stay in months from the date of the latest removal from home until the date of discharge to reunification? (This includes the “trial home visit adjustment.”)</p> <p><u>C1.3:</u> Of all children who entered foster care for the first time in the 6-month period just before FY 2004, and who remained in foster care for 8 days or longer, what percentage were discharged from foster care to reunification in less than 12 months from the date of latest removal from home? (This includes the “trial home visit adjustment.”)</p>
4B	Percentage of children who were reunified but reentered foster care within 12 months	C1.4 Reentry following reunification (exit cohort) Of all children discharged from foster care to reunification during the year, what percent reentered foster care in less than 12 months from the date of discharge?	<u>C1.4:</u> (permanency of reunification) Of all children who were discharged from foster care to reunification in the 12-month period before FY 2004 (i.e., FY 2003), what percentage reentered foster care in less than 12 months from the date of discharge?
4C	Percentage of children who were discharged from foster care to a finalized adoption within 24 months	C2.1 Adoption within 24 months (exit cohort) Of all children discharged from foster care to a finalized adoption during the year, what percent were discharged in less than 24 months from the date of the latest removal from home?	<u>C2.1:</u> Of all children who were discharged from foster care to a finalized adoption during FY 2004, what percentage were discharged in less than 24 months from the date of the latest removal from home?
4D	Percentage of children in long-term foster care who were freed for adoption	C2.2 Median time to adoption (exit cohort) Of all children discharged from foster care to a finalized adoption during the year, what was the	<u>C2.2:</u> Of all children who were discharged from foster care to a finalized adoption during FY 2004, what was the median length of stay in foster care in

<sup>18</sup> See *supra* note at 16.

<sup>19</sup> See *supra* note at 17.

Permanency Measure		State Standard <sup>18</sup>	Federal Standard <sup>19</sup>
		<p>median length of stay (in months) from the date of latest removal from home until the date of discharge to adoption?</p> <p>C2.3 Adoption within 12 months (17 months in care) Of all children in foster care for 17 continuous months or longer on the first day of the year, what percent were discharged to a finalized adoption by the last day of the year?</p> <p>C2.4 Legally free within 6 months (17 months in care) Of all children in foster care for 17 continuous months or longer and not legally free for adoption on the first day of the year, what percent became legally free within the next 6 months?</p> <p>C2.5 Adoption within 12 months (legally free) Of all children in foster care who became legally free for adoption during the year, what percent were then discharged to a finalized adoption in less than 12 months?</p>	<p>months from the date of latest removal from home to the date of discharge to adoption?</p> <p><i>Measures C2.3, C2.4, and C2.5 measure progress toward adoption and have no corresponding measure from the first round CFSR list.</i></p> <p><u>C2.3:</u> Of all children who were in foster care on the first day of FY 2004, and who were in foster care for 17 continuous months or longer, what percentage were discharged from foster care to a finalized adoption by the last day of FY 2004? The denominator for this measure excludes children who, by the end of FY 2004, were discharged from foster care with a discharge reason of live with relative, reunification, or guardianship.</p> <p><u>C2.4:</u> Of all children who were in foster care on the first day of FY 2004 for 17 continuous months or longer, and who were not legally free for adoption before that day, what percentage became legally free for adoption during the first 6 months of FY 2004? (Legally free means that there was a parental rights termination date reported to AFCARS for both mother and father.) The denominator for this measure excludes children who, by the last day of the first 6 months of FY 2004, were not legally free, but had been discharged from foster care with a discharge reason of live with relative, reunification, or guardianship.</p> <p><u>C2.5:</u> Of all children who became legally free for adoption during FY 2003 (i.e., there was a parental rights termination date reported to AFCARS for both mother and father), what percentage were discharged from foster care to a finalized adoption in less than 12 months of becoming legally free?</p>
4E	Percentage of children in long-term foster care who were discharged to a permanent home before their 18th birthday	C3.1 Exits to permanency (24 months in care) Of all children in foster care for 24 months or longer on the first day of the year, what percent were discharged to a permanent home by the end of the year and prior to turning 18?	<u>C3.1:</u> Of all children who were in foster care for 24 months or longer on the first day of FY 2004, what percentage were discharged to a permanent home before their 18th birthday and by the end of the fiscal year? A child is considered discharged to a permanent home if the discharge reason is
4F	Of children discharged to emancipation		

Permanency Measure		State Standard <sup>18</sup>	Federal Standard <sup>19</sup>
	or aging out of foster care, percentage who were in foster care 3 years or longer	<p>C3.2 Exits to permanency (legally free at exit) Of all children discharged from foster care during the year who were legally free for adoption, what percent were discharged to a permanent home prior to turning 18?</p> <p>C3.3 In care 3 years or longer (emancipated or age 18 in care) Of all children in foster care during the year who were either discharged to emancipation or turned 18 while still in care, what percent had been in foster care for 3 years or longer?</p>	<p>adoption, guardianship, reunification, or live with relative.</p> <p><u>C3.2:</u> Of all children who were discharged from foster care in FY 2004 who were legally free for adoption at the time of discharge (i.e., there was a parental rights termination date reported to AFCARS for both mother and father), what percentage were discharged to a permanent home before their 18th birthday? A child is considered discharged to a permanent home if the discharge reason is adoption, guardianship, reunification, or live with relative.</p> <p><u>C3.3:</u> Of all children who either (1) were discharged from foster care in FY 2004 with a discharge reason of emancipation, or (2) reached their 18th birthday in FY 2004 while in foster care, what percentage were in foster care for 3 years or longer?</p>
4G	Percentage of children with multiple foster-care placements	<p>C4.1,2,3 Placement stability Of all children served in foster care during the year who were in foster care for</p> <p>C4.1 At least 8 days but less than 12 months (C4. C4.2 At least 12 months but less than 24 months (C4.3 At least 24 months what percent had two or fewer placement settings?</p>	<p><u>C4.1:</u> Of all children who were served in foster care during FY 2004, and who were in foster care for at least 8 days but less than 12 months, what percentage had two or fewer placement settings?</p> <p><u>C4.2:</u> Of all children who were served in foster care during FY 2004, and who were in foster care for at least 12 months but less than 24 months, what percentage had two or fewer placement settings?</p> <p><u>C4.3:</u> Of all children who were served in foster care during FY 2004, and who were in foster care for at least 24 months, what percentage had two or fewer placement settings?</p>

## 5. Child and Family Well-Being

Well-Being Measure		Measure Detail	Data Elements	Notes
5A	Percentage of children 14 years of age or older with current transitional independent living plans	(Measure in development)		
5B	Percentage of children for whom a section 391 termination of jurisdiction hearing was held	(Measure in development)		
5C	Percentage of section 391 termination of jurisdiction hearings that did not result in termination of jurisdiction and reasons jurisdiction did not terminate	(Measure in development)		
5D	Percentage of youth present at section 391 termination of jurisdiction hearing with judicial confirmation of receipt of all services and documents mandated by section 391(b)(1–5)	(Measure in development)		
5E	Percentage of children placed with all siblings who are also under court jurisdiction, when appropriate	(Measure in development)		
5F	Percentage of children placed with at least one but not all siblings who are also under court jurisdiction, when appropriate	(Measure in development)		
5G	For children who have siblings under court jurisdiction but are not placed with all of them, percentage of cases in which sibling visitation is not ordered and reasons	(Measure in development)		
5H	Percentage of cases in which visitation is not ordered for parents and reasons	(Measure in development)		

Well-Being Measure		Measure Detail	Data Elements	Notes
5I	Number of visitation orders for adults other than parents and siblings, (e.g., grandparents, other relatives, extended family members, others), as appropriate	(Measure in development)		
5J	Number of cases in which the court has requested relative-finding efforts from the child welfare agency	(Measure in development)		
5K	Percentage of children placed with relatives	(Measure in development)		
5L	For children 10 years of age or older and in foster care for at least 6 months, percentage for whom the court has inquired whether the social worker has identified persons important to the child	(Measure in development)		
5M	For children 10 years of age or older in foster care for at least 6 months, percentage for whom the court has made orders to enable the child to maintain relationships with persons important to that child	(Measure in development)		

## 6. Core Data Elements

Court Procedures Measure		Court Procedures Measure	Data Elements	Notes
1	Number of cases (and children) and related cases indicator	Number of cases per full-time equivalent judicial position <i>(This measure would require an additional non-CCMS source of data on the number of FTE judicial officers)</i>	Judicial officer Case number	Time frame for case cohort must be defined: e.g.' all cases with initial petitions filed within a 6 month period
2	Frequency of trials/contested hearings	(Measure in development)		
3	Cases involving other court programs (e.g., dependency mediation, CASA volunteer, dependency drug court and dependency mental health program)	Percentage of cases (and children) participating in juvenile dependency mediation Percentage of cases (and children) with parent enrolled in dependency drug court Percentage of cases (and children) with CASA volunteer appointed Percentage of cases (and children) participating in dependency mental-health program	Case number Court program code: <ul style="list-style-type: none"> <li>▪ Dependency mediation</li> <li>▪ CASA volunteer appointed</li> <li>▪ Dependency drug court</li> <li>▪ Dependency mental health program</li> </ul>	
4	Children involved in both dependency and delinquency courts	Of all children subject to 241.1 protocol: Percentage classified as delinquency Percentage classified as dependency Percentage classified as dual jurisdiction	Event type: 241.1 Event flag: Delinquency, dependency, dual jurisdiction	
5	Cases transferred out of original county	(Measure in development)		

## **Appendix Measures Under Review**

The following measures were recommended by commentators in response to the invitation to comment circulated from April 21, 2008, through June 20, 2008. These measures will be subject to an initial evaluation by the Judicial Council's Family and Juvenile Law Advisory Committee. Those measures that meet the committee's criteria for inclusion and can be extracted from CCMS will be circulated for further public comment and reconsidered by the Family and Juvenile Law Advisory Committee for future amendments to rule 5.505.

### **Indian Child Welfare Act (ICWA)**

1. Cases in which the court made inquiries regarding ICWA eligibility
2. Cases with court receipt of *Parental Notification of Indian Status* (form ICWA-020)
3. Cases in which ICWA notice has been given
4. Cases in which notice of adoption of Indian child has been given to Secretary of the Interior
5. Cases in which children have been found to be ICWA eligible
6. Cases in which counsel has been appointed for Indian parent
7. Cases in which counsel has been appointed for Indian custodian
8. Cases in which a tribe has intervened
9. Cases in which superior court transfers jurisdiction to a tribal court
10. Cases in which children are placed with Indian families or in other ICWA-compliant placement
11. Cases with findings that active efforts were made to provide services to prevent breakup of the Indian family
12. Cases using testimony from an expert witness at disposition
13. Cases using testimony from an expert witness postdisposition
14. Cases using expert witness testimony that continued custody with the parent or Indian custodian or Indian guardian was likely to cause serious emotional or physical damage

### **Dual Jurisdiction**

15. The percentage of children who are dependents of the court and for whom a delinquency petition is filed
16. The percentage of children who are dependents of the court, for whom a delinquency petition is filed, and who remain detained
17. The percentage of children who are dependents of the court, for whom a delinquency petition is filed, and who remain dependents after a hearing pursuant to Welf. & Inst. Code, § 241.2
18. The percentage of children who are dependents of the court, for whom a delinquency petition is filed, and who become wards of the court after a hearing pursuant to Welf. & Inst. Code, § 241.2
19. The number of days, on average, a dependent child remains detained after the child is found to remain a dependent at a hearing pursuant to Welf. & Inst. Code, § 241.2
20. The number of days, on average, a dependent child remains detained for a specified offense in comparison to the number of days a nondependent child remains detained for the same offense



**Parentage**

21. Percentage of cases in which court conducted a parentage inquiry
22. Percentage of cases in which mother and/or presumed father are minors

**Guardianship orders**

23. Percentage of children for whom guardianship orders are issued

**Placement with Non-Relative Extended Family Members (NREFMs)**

24. Number of children placed with NREFMs (If the word “relative” is mixed with NREFMs the data should be captured separately.)

**Failed Adoptions**

25. Of children who were freed for adoption, the percentage for whom the adoption did not take place within 1, 2, or 3 years or longer after termination of parental rights
26. Of children who were adopted, the percentage for whom the adoption failed within 1, 2, 3, 5, 10, or 15 years after termination of parental rights

**Physical Health**

27. Number of children with a current Health Passport
28. Number of children with *Your Child's Health and Education* (form JV-225) in the court file
29. Number of joinder motions filed on physical health issues
30. Number of court reports including a copy of the child's current health and education summary pursuant to Welf. & Inst. Code, § 16010(b)
31. Number of children who receive preventive health exams in accordance with California Department of Social Services, All County Information Notice No. 1-82-05
32. Number of children who receive dental exams in accordance with CHDP Provider Information Notice 04-13
33. Number of children with documented physical disabilities, by type of disability
34. Number of children who are active participants at the Regional Center
35. Number of children with health care insurance, by type of insurance.

**Mental Health**

36. Number of children with an original authorization for psychotropic medications
37. Number of children coming before the court who are already on psychotropic medications
38. Number of joinder motions filed on mental health issues
39. Number of children under conservatorships
40. Number of children who have received psychological evaluations
41. Number of children with documented Axis I diagnosis
42. Number of children receiving mental health services, by type
43. Number of children who are active participants in AB 2726 services
44. Number of children admitted to psychiatric hospitals on 72-hour holds
45. Number of children who voluntarily applied for inpatient or outpatient mental health services in a secure setting
46. Number of children in community treatment facilities
47. Number of children who have a conservator

**Education**

48. Children with a current Education Passport
49. Court orders limiting parent's right to make educational decisions
50. Where court has limited parent's rights, number of court appointments of educational representatives
51. Joinder motions filed on educational issues
52. Where court has been unable to appoint an educational representative, number of cases sent to district for appointment of surrogate
53. Number of districts with responsibility to appoint a surrogate that have filed form JV-536 with the court
54. Number of children ages 0–3 who have been referred to early intervention programs
55. Number of children ages 0–3 who have been enrolled in early intervention programs
56. Number of children ages 3 –5 who have been referred to the district for special education services
57. Number of children who have an IEP
58. Number of children attending a comprehensive public school campus
59. Number of children attending a court/community school
60. Number of children attending a private school
61. Number of children attending a non-public school
62. Number of children who have passed the California High School Exit Examination
63. Number of children who have completed high school, by type
64. Number of children accepted into a higher education program

**Immigration**

65. Number of children eligible for the special immigrant juvenile status

# 10. Juvenile Delinquency Court Performance Measurement as an Evidence- Based Practice



# AOC Briefing

December 2012

## JUVENILE DELINQUENCY COURT PERFORMANCE MEASUREMENT AS AN EVIDENCE-BASED PRACTICE



ADMINISTRATIVE OFFICE  
OF THE COURTS

JUDICIAL AND COURT OPERATIONS  
SERVICES DIVISION

CENTER FOR FAMILIES, CHILDREN & THE COURTS

## **AOC Briefing**

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## INTRODUCTION

Judicial officers in juvenile delinquency court and juvenile justice professionals all benefit from an integrated system of data collection and performance measurement. Collecting and sharing information on outcomes through well-defined measures is essential to a system where probation, service providers, and the courts work together to achieve common goals. This policy brief describes how delinquency court performance measures play a critical role in system evaluation including assessing the impact of evidence-based practices and facilitating a collaborative approach to probation and court services. The document is one in a series of AOC publications on the topic of evidence-based practices in the juvenile justice system.<sup>1</sup>

## HOW COURT PERFORMANCE MEASURES CAN BE USED AS A SYSTEM OF EVIDENCE BASED PRACTICE

The goals of the juvenile delinquency court are multi-dimensional and include community protection, offender accountability, victim restitution, and offender rehabilitation. A recommended framework for an evidence based assessment of the delinquency system includes quantitative measures of each of these dimensions.

There is a difference between an evidence-based assessment of a program or practice, and of a delinquency system as a whole. Many services have been evaluated and can be assessed to determine whether they are improving outcomes for those youth receiving the services.<sup>2</sup> Court performance measures provide the judge and stakeholders with an objective look at the impact of a service or practice on their caseload as a whole. Documenting improvements in rates of reoffending or probation violations, reductions in case delays or improvements in youth and parental participation in hearings are all measures the judge and a multi-disciplinary team can use to assess whether new services or practices are improving overall outcomes for the court.

## DELINQUENCY COURT PERFORMANCE MEASURES

Systems of juvenile delinquency data integration and performance measures are being developed at both the state and federal levels. Recommendations for delinquency performance measures have been developed by numerous groups, including the National Center for Juvenile Justice<sup>3</sup> and the Office of Juvenile Justice and Delinquency Programs.<sup>4</sup> The National Center for State Courts has developed a framework for court performance measures that is widely used, and which aligns with the measures in this briefing.<sup>5</sup> Work is also being done on the technical requirements for integrating case management systems to produce performance measures by the federal Department of Health and Human Services,<sup>6</sup> and the National Information Exchange Model.<sup>7</sup>

The measures described in this brief were developed in California by a group of judges, probation officers, attorneys, and national experts on the topic.<sup>8</sup> They are based on the national efforts to design quantitative measures for juvenile courts, but tailored to the specific needs of the California courts and other juvenile justice stakeholders. They are designed to be collected either through case management systems, or on forms over the life of the case. Since they are designed as a tool for collaborative system assessments and reviews involving the courts, probation, district attorneys, the defense bar, and community service providers, they are restricted to cases where a petition has been filed and do not include informal probation or voluntary services.

Courts, probation, and service providers all collect and report information on juvenile delinquency cases. Delinquency court performance measures are designed to integrate this data and provide stakeholders with summarized information which can be used to evaluate the entire juvenile justice system. Measures encompass a range of outcomes from all stakeholders:

- Traditional juvenile justice outcomes including filings, dispositions, completion of probation, and reoffending rates;
- Service outcomes including assignment to and completion of probation services, including evidence-based practices; and
- Court-related outcomes traditionally related to the judge's role in ensuring a fair and timely court process for the youth.



Chart: Delinquency court performance measures

Topic	Description	Measures included
<b>Community Safety</b>	<i>Increase safety in communities by supporting and implementing both effective delinquency prevention strategies as well as a continuum of effective and least intrusive responses to reduce recidivism</i>	Reoffending, probation violations, new offenses during or after probation
<b>Offender Accountability</b>	<i>Hold juvenile offenders accountable to their victims and community by enforcing completion of restitution and community service requirements</i>	Restitution, community service, victim awareness, and victim services ordered and completed; court reviews conducted
<b>Competency Development</b>	<i>Develop competent and productive citizens by advancing the responsible living skills of youth within the jurisdiction of the juvenile delinquency court</i>	Educational outcomes, vocational education outcomes; substance abuse and mental health services assessed for, ordered and completed; court reviews conducted
<b>Access</b>	<i>Courts should monitor and minimize operational and procedural barriers to serving court users and the public</i>	Youth, parents, victims receive adequate notice for and participate in hearings; youth and parents receive copies of reports and court orders
<b>Fairness</b>	<i>Juvenile courts should provide due process and equal protection of the law to all who have business before them. . . . The decisions and actions of a trial court should adhere to the duties and obligations imposed on the court by relevant law as well as administrative rules, policies, and ethical and professional standards</i>	Youth represented; continuity of judicial officer, prosecutor, and defense attorney; petitions to seal records
<b>Timeliness</b>	<i>Juvenile court should meet its responsibilities to everyone affected by its actions and activities in a timely and expeditious manner</i>	Statutory timeframes met for initial, detention, jurisdiction, and review hearings; continuance rates; length of cases

## **BENEFITS OF USING COURT PERFORMANCE MEASURES TO EVALUATE OTHER EVIDENCE-BASED PRACTICES**

### **Allows the court leadership to assess the court's role and need for resources**

When the court's role is to order and monitor the service, measuring orders for a service and completion rates can tell the court and partners at what frequency the service is being ordered and whether it is being ordered consistently by geographic area or by population. New services can create hidden resource demands on the court which can be measured through additional hearings, additional hearing delays, failure to meet statutory timeliness requirements for hearings, or an increased need for review hearings. This information allows court leadership to make informed decisions about resources.

### **The court, attorneys, and probation department work from the same baseline**

Assessing whether a service has a positive impact on key outcomes is a difficult task. It becomes almost impossible to reach agreement if stakeholders do not agree on basics such as case counts and definitions of case events. Adopting a common set of performance measures, through a memorandum of understanding or more informal means, is a key step to collaboration and improving outcomes.

### **Identifies court processes that can improve the success of EBP**

Court processes that might improve the success of participants in a service include timely appointment of attorneys, timely hearings, engaging youth and parents in the court process, holding review hearings, and involving the youth in court-operated services such as collaborative justice courts. A measure that looks very court specific, such as hearing delays, can lead to delays in ordering youth to a program or to interruptions in schooling, delays which in turn can reduce the success of a program.

## **Measuring services within the context of all cases**

No matter how successful the evaluation results are for a service, it is not likely to move from a pilot to an integral part of probation services unless it is supported by stakeholders. Comparing the proportion of youth being ordered a service to the proportion of all similar cases gives policymakers a measure of how attorneys and judges are accepting the use of the service. Developing the practice of stakeholders reviewing performance measures for all cases is also a way to ensure that the practices developed and resources used are targeting the real needs of a county or community.

## **Next steps for a county or community**

The delinquency performance measures described in this brief are available at ([www.courts.ca.gov](http://www.courts.ca.gov)). These measures and other models described above can be implemented in a variety of ways, and do not necessarily require revision of electronic case management systems. Most of the measures can be obtained by adopting a case closing form and simple data entry system. Ultimately a court and county will want to explore creating a data warehouse or other means of integrating data systems. Resources for data integration are available through the Administration for Children and Families Interoperability Project.<sup>9</sup>

As important as creating performance measures is agreeing on how they will be used. The National Council of Crime and Delinquency has assisted a number of jurisdictions in developing a dashboard of key performance measures, and building a review and discussion of the information into regular systems meetings of judges, chief juvenile probation officers, attorneys, and other stakeholders.<sup>10</sup>

## **CONCLUSION**

It is vital that courts and stakeholders are aware of the evaluation results that led to the adoption of an evidence based practice, and of the outcomes data of the youth receiving the service. But how these outcomes might impact or be impacted by court operations or how they affect the overall success of the delinquency system can only be determined when they are reviewed in a broader context of all cases and services in the system.

## NOTES

<sup>1</sup> AOC briefings on evidence based practices can be found at:  
<http://www.courts.ca.gov/cfcc-delinquency.htm>

<sup>2</sup> Administrative Office of the Courts. 2012. How Practices and Programs become Evidence Based: a Review of Juvenile Justice Research. <http://www.courts.ca.gov/cfcc-delinquency.htm>

<sup>3</sup> Harp, C., Bell, D., Bazemore, G., & Thomas, D. (2006). *Guide to Developing and Implementing Performance Measures for the Juvenile Justice System: A National Demonstration Project*. Alexandria, VA: American Prosecutors Research Institute. [http://www.ndaa.org/pdf/performance\\_measures\\_jj\\_system\\_06.pdf](http://www.ndaa.org/pdf/performance_measures_jj_system_06.pdf).

<sup>4</sup> Justice Research and Statistics Association, Office of Juvenile Justice and Delinquency Prevention. 2004. Approaches to Assessing Juvenile Justice Program Performance. Washington, DC: Author. [http://www.jrsa.org/njjec/publications/approaches\\_assessing.pdf](http://www.jrsa.org/njjec/publications/approaches_assessing.pdf).

<sup>5</sup> National Center for State Courts. (2005). *CourTools: Trial Court Performance Measures*

<sup>6</sup> U.S. Department of Health and Human Services, Administration of Children and Families. ACF Interoperability Initiative: <http://www.acf.hhs.gov/initiatives-priorities/interoperability>

<sup>7</sup> National Juvenile Justice Information Sharing Initiative. <http://www.juvenileis.org/index.html>

<sup>8</sup> Administrative Office of the Courts and National Council of Juvenile and Family Court Judges. 2011. *Guide for Juvenile Delinquency Court Performance Measures Project* (forthcoming).

<sup>9</sup> Note 6.

<sup>10</sup> Thomas, D. 2008. *Drilling Down: Exploring Performance Measures to Improve Juvenile Justice*. National Center for Juvenile Justice. [www.ncjj.org/PDF/taspecialbulletinperformancemeasures\\_doug\\_2008.pdf](http://www.ncjj.org/PDF/taspecialbulletinperformancemeasures_doug_2008.pdf)



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# 11. Title IV-E Business Rules

**GOAL 1: FAIRNESS**

*Juvenile courts should provide due process and equal protection of the law to all who have business before them. ... The decisions and actions of a trial court should adhere to the duties and obligations imposed on the court by relevant law as well as administrative rules, policies, and ethical and professional standards.<sup>1</sup>*

FAIRNESS

PERFORMANCE MEASURES

Objectives, Outcomes, and Impact: Use language from volume 1 (once approved) for paragraph here

Input on case plans

1. Number of cases where the court found the youth was actively involved in case plan development.
2. Number of cases where the court found the parent/guardian was actively involved in case plan development.
  - a. The universe of cases included for this measure is all cases where youth was ordered into placement during a specified time frame. (A)
  - b. From dataset (A), determine the number of cases in which the youth was found to be actively involved in case plan development (B). From dataset (A), determine the number of cases where the parent(s) or guardian(s) were found to be actively involved in case plan development (C).
  - c. Compute the percentage of all cases that involved youth in case plan development by dividing (B) by (A). Compute the percentage of all cases that involved parent/ guardians in case plan development by dividing (C) by (A).

Placement

3. Number of days between the court order of placement and the actual placement, by detention status at time of court order.
  - a. The universe of cases included in this measure is juvenile cases with youth ordered into IV-E placement during a specified time period (A).
  - b. From dataset A, calculate the number of days between placement order and date of placement (B).
  - c. Compute the average number of days between court order of placement and the date of actual placement for dataset A as a whole as well as separately for cases that were detained and not detained on the date of the court order.

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<sup>1</sup> NCSC Trial Court Standards.

- d. Compute the average number of days between court order of placement and the data run date for dataset A as a whole as well as separately for cases that were detained and not detained on the date of the court order for cases that have no actual placement yet.
4. Number of youth placed with previously non-custodial parents or relatives.
    - a. The universe of cases in this measure is youth in IV-E placements during a specified time period (the IV-E placement period). (A)
    - b. From dataset A, where the youth is placed with previously non-custodial parents or relatives. (B)
    - c. Compute the percentage of cases placed with a previously non-custodial parent or relative by dividing (B) by (A).
  5. Number of years in placement and placement type.
    - a. The universe of cases in this measure is youth who exited a IV-E placement during a specified time period. (A)
    - b. From dataset A, group cases by how they exited (e.g., reunification, adoption, legal guardianship, relative placement, emancipation). (B)
    - c. From dataset A, group cases where they had been placed immediately prior to exiting (e.g., legal guardianship, relative placement, group home). (C)
    - d. Crosstabulate (B) and (C) to show the number of youth exiting from each placement-exit pairing.
    - e. For each pairing, calculate the mediate number of days in placement.
  6. Number of placements by total length of time in placement.
    - a. The universe of cases in this measure is cases with youth in IV-E placements during a specified time period. (A)
    - b. From dataset A, group data by categories of total length of time in placement. (B)
    - c. For each category of B, calculate the mean (statistical average) number of placements.

<b>GOAL 2: PERMANENCY</b>
---------------------------

*Juvenile courts should work to ensure youth have permanency and stability in their living situation.<sup>2</sup>*

#### PERFORMANCE MEASURES

##### Reunification

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<sup>2</sup> Building a Better Court, page 8.



7. Number of cases where court ordered reunification services and for whom they were ordered.
8. Number of cases in which no reunification services are ordered and reasons.
  - a. The universe of cases included in this measure is juvenile cases with youth in IV-E placements during a specified time period (the IV-E placement period). (A)
  - b. From dataset A, count the cases where the court ordered reunification services, ordered no reunification services, or have not made reunification services orders. (B)
  - c. From dataset B, select the cases where reunification services were ordered. (C)
  - d. From dataset C, count the number of cases for where reunification services were ordered for each person (e.g., mother, father, youth).
  - e. From dataset B, select the cases with an order denying reunification services. (D)
  - f. From dataset D, count the number of cases for which each reason for denial (e.g., whereabouts of parent unknown).
9. Number of youth reunified with their former caregiver in less than 12 months, by exit reason.
  - a. The universe of cases included in this measure is cases with youth in IV-E placements during a specified time period (the IV-E placement period). (A)
  - b. From dataset A, select number of cases where the youth was reunified with their former caregiver in less than 12 months. (B)
  - c. Compute the percentage of cases with reunification with former caregiver within 12 months of removal by dividing B by A.
  - d. From dataset B, count the number of cases that fall under each reason for reunification.
10. Number of cases where court ordered a search for a non-custodial parent.
  - a. The universe of cases included for this measure is all cases where youth was ordered into placement during a specified time frame. (A)
  - b. From dataset A, number of cases with a court order to search for a non-custodial parent. (B)
  - c. Compute the percentage of cases where the court ordered a search for a non-custodial parent by dividing B by A.

Termination of Parental Rights, Permanency, and Adoption

11. Number of cases where the court finds a compelling reason not to terminate parental rights, by compelling reason type.
  - a. The universe of cases included in this measure is cases that have had a 366.26 hearing. (A)
  - b. From dataset A, select cases where the court finds a compelling reason not to terminate parental rights at its most recent completed 366.26 hearing.(B)
  - c. Compute the percentage of cases where the court found a compelling reason not to terminate parental rights by dividing B by A.
  - d. From subset of cases where the hearing outcome was not to terminate parental rights (B), list number of cases with each stated compelling reason (more than one can apply per case) (C).<sup>3</sup>
  - e. Compute the percentage of cases with each compelling reason by dividing B by C.
  
12. Number of cases in which the court has ordered relative-finding efforts from Probation.
  - a. The universe of cases included for this measure is all cases where youth was ordered into placement during a specified time frame (the IV-E placement period). (A)
  - b. From dataset A, select the cases where the court ordered Probation to make efforts to find a relative.(B)
  - c. Compute the percentage of cases where the court ordered Probation to make relative finding efforts by dividing B by A.
  
13. Number of youth in planned permanent living arrangements who were discharged to a permanent home before their 18th birthdays.
  - a. The universe of cases included for this measure is cases where youth was ordered into placement during a specified time frame. (A)
  - b. Select cases that were in planned permanent living arrangements. (B)
  - c. Select cases where cases were dismissed and were discharged to a permanent home before their 18<sup>th</sup> birthday. (C) Compute the percentage by dividing C by B.
  
14. Number of youth in foster care who were freed for adoption
  - a. The universe of cases included for this measure is cases where youth was ordered into placement during a specified time frame. (A)
  - b. Select the cases where the youth was freed for adoption by either a court-ordered termination of parental rights, or a relinquishment of parental rights. (B)
  - c. Compute the percentage of cases where a foster care youth was freed for adoption by dividing B by A.
  
15. Number of youth with court orders of adoption.

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<sup>3</sup> The list of compelling reasons can be found in WIC 366.26.

- a. The universe of cases included for this measure is cases where youth was ordered into placement during a specified time frame. (A)
  - b. Select the cases with a court order for adoption. (B)
  - c. Compute the percentage of cases with adoption orders by dividing B by A.
16. Number of youth who were discharged from foster care to a finalized adoption.
- a. The universe of cases included for this measures is cases that were closed during a specified period. (A)
  - b. Select cases with a finalized adoption order.
  - c. Compute the percentage of foster care youth discharged to a finalized adoption by dividing B by A.

<b>GOAL 3: CHILD AND FAMILY WELL-BEING</b>
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*The juvenile court should ensure the well-being of youth in the foster care system by addressing their social, educational, and developmental needs.*

PERFORMANCE MEASURES

Meaningful Connections

17. Number of cases in which visitation is not ordered for parents, and reasons.
- a. The universe of cases included for this measure is all cases where youth was ordered into placement during a specified time frame. (A)
  - b. Select the number of cases where visitation was not ordered for parents. (B)
  - c. Compute the percentage of cases where visitation was not ordered by dividing B by A.
  - d. List the reasons given for not ordering visitation and count the number of cases where each of these reasons was given.
18. Number of visitation orders for parents, siblings, grandparents, other relatives, extended family members, and others.
- a. The universe of cases included for this measure is all cases where youth was ordered into placement during a specified time frame. (A)

Internal draft; never disseminated.

- b. Select the number of cases where visitation was ordered for at least one parent (B), at least one sibling (B), at least one grandparent (C), at least one other relative (D), at least one other family member (E), or at least one other person (F)
  - c. Compute the percentage of cases where visitation was not ordered by dividing B by A, C by A, etc.
19. Number of cases where there is a judicial determination that Probation has identified a meaningful adult connection for the youth.
- a. The universe of cases included for this measure is all cases where youth was ordered into placement during a specified time frame. (A)
  - b. Select the number of cases with a court finding that Probation has identified a meaningful adult connection for the youth (B)
  - c. Compute the percentage of cases by dividing B by A.
20. For youth in foster care for at least 6 months, percentage for whom the court has made orders to enable the youth to maintain relationships with persons important to the youth.
- a. The universe of cases included for this measure is all cases where youth was ordered into placement at least 6 months before a specified date. (A)
  - b. Select the number of cases with court orders to enable the youth to maintain relationships with persons important to the youth. (B)
  - c. Compute the percentage of cases by dividing B by A.

#### Services

21. Number of cases where parents were ordered to participate in services to help with their children's issues.
- a. The universe of cases included in this measure is juvenile cases with youth in IV-E placements during a specified period. (A)
  - b. From dataset (A), cases where the court ordered one or more parents to participate in services to help with their children's issues. (B)
  - c. Compute the percentage of cases where parents were ordered to participate in services to help with their children's issues by dividing (B) by (A).
22. Number of cases where parents were ordered to participate in services to address their own issues.
- a. The universe of cases included in this measure is juvenile cases with youth in IV-E placements during a specified period. (A)

Internal draft; never disseminated.

- b. From dataset (A), cases where the court ordered one or more parents to participate in services to address their own issues. (B)
- c. Compute the percentage of cases where parents were ordered to participate in services to address their own issues by dividing (B) by (A).

DRAFT

Internal draft; never disseminated.

## Independent Living

23. Number of cases where youth has reached age 16 with current transitional independent living plans on file.

- a. The universe included in this measure is cases where the youth was in a IV-E placement on a specific date and was 16 or older on that date.
- b. From dataset A, select cases where there is a transitional living plan on file with a file date that is earlier or equal to the date of the youth's 16<sup>th</sup> birthday. (B )
- c. Calculate the percentage of youth reaching 16 with a transitional living plan on file by dividing B by A.

24. Number of youth aging out for whom a termination of jurisdiction hearing was held with judicial confirmation of receipt of all services and documents mandated by section 391(b)(1-5).

- a. The universe of cases in this measure is cases where the youth was in a placement and jurisdiction has been terminated. (A)
- b. From dataset A, count the number of cases where the court record shows receipt of all services and documents mandated by Welfare & Institutions Code 391 (b)(1-5). (B)
- c. Calculate the percentage by dividing B by A.

<b>GOAL4: TIMELINESS</b>
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*Juvenile court should meet its responsibilities to everyone affected by its actions and activities in a timely and expeditious manner.*

## PERFORMANCE MEASURES

### Review Hearings

25. Number of cases completing 6-month review within 6 months of the date of entry into foster care.
- a. The universe included in this measure is cases where youth was ordered into a IV-E placement during a specified time period that is at least 6 months in the past (A).
  - b. From dataset A, compute the number of days lapsed between the IV-E placement order and completing the 6-month hearing.(B)
  - c. Count the total number of cases that completed the 6-month hearing within 6 months of the date of entry into foster care (C). This can also be expressed as a percentage of all cases by dividing (C) by (A).
  - d. Calculate the median number of days lapsed between placement order and date that the 6 month review hearing was completed.
  - e. Calculate the mean (statistical average) number of days to complete the 6 month review by counting the number of cases (A), totaling the days across cases (B), and dividing that

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total by A.

- f. Report the number of cases where the time lapse is over 6 months and the hearing has not yet taken place.
26. Number of cases completing 12-month review within 12 months of the date of entry into foster care.
- a. The universe included in this measure is cases where youth was ordered into a IV-E placement during a specified time period that is at least 12 months in the past (A).
  - b. From dataset A, compute the number of days lapsed between the IV-E placement order and completing the 12-month hearing.(B)
  - c. Count the total number of cases that completed the 12-month hearing within 12 months of the date of entry into foster care (C). This can also be expressed as a percentage of all cases by dividing (C) by (A).
  - d. Calculate the median number of days lapsed between placement order and date that the 12 month review hearing was completed.
  - e. Calculate the mean (statistical average) number of days to complete the 12 month review by counting the number of cases (A), totaling the days across cases (B), and dividing that total by A.
  - f. Report the number of cases where the time lapse is over 12 months and the hearing has not yet taken place.
27. Number of cases completing 18-month review or post-permanency review hearing within 18 months of the date of entry into foster care.
- a. The universe included in this measure is cases where youth was ordered into a IV-E placement during a specified time period that is at least 18 months in the past (A).
  - b. From dataset A, compute the number of days lapsed between the IV-E placement order and completing the 18-month hearing or the post-permanency hearing.(B)
  - c. Count the total number of cases that completed the 18-month hearing within 18 months of the date of entry into foster care (C). This can also be expressed as a percentage of all cases by dividing (C) by (A).
  - d. Calculate the median number of days lapsed between placement order and date that the 12 month review hearing was completed.
  - e. Calculate the mean (statistical average) number of days to complete the 18 month review by counting the number of cases (A), totaling the days across cases (B), and dividing that total by A.
  - f. Report the number of cases where the time lapse is over 18 months and the hearing has not yet taken place.

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28. Number of cases with adoptions finalized within 180 days after termination of parental rights.
- The universe of cases included in this measure is cases where parental rights were terminated during a specified period. (A)
  - From dataset A, compute the number of days lapsed between termination and finalized adoption.(B)
  - From B, count the number of cases where the number of days lapsed was less than or equal to 180.(C) This can also be expressed as a percentage by dividing C by A.
  - Calculate the median number of days lapsed between termination of parental rights and finalized adoption.
  - Calculate the mean (statistical average) number of days to finalize adoptions by counting the number of cases (A), totaling the days across cases (B), and dividing that total by A.
  - Report the number of cases where the time lapse is over 180 days and the adoption has not yet been finalized.
29. Number of cases with court receiving a case plan within 60 days of removal or by the date of the dispositional hearing, whichever is first.
- The universe of cases included in this measure is cases where parental rights were terminated during a specified period. (A)
  - From dataset A, compute the number of cases where either is true: 1) a case plan is filed with the court within 60 days of removal, or 2) a case plan is filed with the court before or on the date of the dispositional hearing. (B)
  - Calculate the percentage of cases with a case plan within 60 days of removal or by the date of the dispositional hearing by dividing B by A.
  - Calculate the median?
  - Calculate the mean?
30. Number of cases where court finds a compelling reason not to terminate parental rights of youth who have been in foster care for 15 of the most recent 22 months, as calculated from the date of entry into foster care.
- The universe included in this measure is cases where youth was ordered into a IV-E placement during a specified time period that is at least 22 months in the past and has not left foster care during the entire period (A).
  - From (A), select cases where the court finds a compelling reason not to terminate parental rights (B). This can also be expressed as a percentage by dividing B by A.
  - List all of the compelling reasons given and the number of cases...

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## Permanency Hearings

31. Number of cases with no reunification services offered to the parents and the first permanency hearing was held within 30 days of disposition.
  - a. The universe of cases for this measure is IV-E placement cases where the court has ordered no reunification services. (A)
  - b. From dataset A, compute the numbers of days lapsed between completed disposition and first permanency hearing.(B)
  - c. Count the total number of cases that held the first permanency hearing within 30 days of disposition (C). This can also be expressed as a percentage by dividing C by A.
  
32. Number of cases completing first post-permanency hearing within 6 months of the permanency hearing.
  - a. The universe of cases is cases where at least 6 months have lapsed since the completion of a permanency hearing. (A)
  - b. From dataset A, compute the number of days lapsed between the first post-permanency hearing and the permanency hearing. (B)
  - c. Count the total number of cases that held the first post-permanency hearing within 6 months of the permanency hearing (C). This can also be expressed as a percentage by dividing C by A.
  - d. Report the number of cases where six months have lapsed and the post-permanency hearing has not yet taken place.
  
33. Number of days between court order of placement and the 1<sup>st</sup> and all subsequent 15 day reviews, for youth awaiting placement.
  - a. The universe included in this measure is cases where youth was ordered into a IV-E placement during a specified time period (A).
  - b. From dataset A, compute the lapsed days between the placement order date and the first review hearing. If youth was placed before 15 days have lapsed, remove case from calculation. (B) Report the mean (statistical average) of lapsed days by adding up the days across cases in (B) and dividing by A.
  - c. From dataset A, compute the lapsed days between the first and the second review hearing. If youth was placed anytime before 30 days have lapsed, remove case from calculation. (C) Report the mean (statistical average) of lapsed days by adding up the days across cases in (C) and dividing by A.
  - d. Repeat this to test whether the third review hearing happened within 45 days of the placement order, the fourth review hearing happened within 60 days of the placement order, etc.

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12. Guide for Juvenile  
Delinquency Court  
Performance Measures Project  
Final Report



NATIONAL COUNCIL OF  
JUVENILE AND FAMILY COURT JUDGES

*est. 1937*

**Guide for Juvenile Delinquency Court Performance Measures Project**

**FINAL REPORT**

**to the**

**Judicial Council of California - Administrative Office of the Courts**

**Juvenile and Family Law Department**

**National Council of Juvenile and Family Court Judges**

**JUNE 30, 2010**

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## EXECUTIVE SUMMARY

This report presents recommended delinquency court performance measures for the State of California that were developed and refined over the course of the project entitled *Guide for Juvenile Delinquency Court Performance Measures Project*. The Juvenile and Family Law Department of the National Council of Juvenile and Family Court Judges (NCJFCJ) contracted with the Judicial Council of California - Administrative Office of the Courts (AOC) in June 2009 to help develop these measures. The collaborative effort between the NCJFCJ and AOC built off of an existing draft of proposed delinquency court performance measures, and incorporated existing work on court performance measurement as well as input from local, state, and national experts and stakeholders to further develop and refine the measures.

Performance measurement makes it possible for courts to assess areas in need of improvement and review progress in those areas. In this process, courts build improvements from a baseline of current practices and then conduct regular reassessments as reforms are implemented. Such practice helps focus efforts, motivate staff, evaluate achievements, and lead to better outcomes. Specifically, the purpose of the measures outlined in this report is to help courts focus their baseline practices; examine what they need to improve; and use that information to make improvements, track their efforts, and identify, document, and replicate positive results.

Although the performance measures in this report will require additional review, pilot testing, and further revision, they represent a critical step toward helping courts engage in routine assessment of practice that identifies areas for improvements and whether their efforts to improve are working. This type of routine assessment is particularly important in an era of increased accountability, and it reflects the national trend toward court performance measurement. Accordingly, the measures presented here not only hold important practice and policy implications for the State of California, but also add to the larger fund of knowledge developing in other jurisdictions and in the nation about how to measure court performance in ways that are valid and meaningful.

## I. INTRODUCTION

The Judicial Council of California - Administrative Office of the Courts (AOC) contracted with the Juvenile and Family Law Department of the National Council of Juvenile and Family Court Judges (Contractor) in June of 2009 to assist in the development of juvenile delinquency court performance measures for the State of California. The project, entitled *Guide for Juvenile Delinquency Court Performance Measures Project* (Agreement # 1018866), was conducted over the period of June 1, 2009 through June 30, 2010. This report presents recommended performance measures that were developed and refined over the course of the project. Further, this report outlines the need for court performance measurement, the history of the project, project methods and activities, and potential next steps to further refine and implement the performance measures. This report is intended for use by the AOC to support the *Guide for Juvenile Delinquency Court Performance Measures Project*. Other uses of this report or substantive alterations to content should first be reviewed with the author(s).

### HISTORY OF THE NATIONAL COUNCIL OF JUVENILE AND FAMILY COURT JUDGES

The National Council of Juvenile and Family Court Judges is the nation's oldest judicial membership organization, and is devoted to policy development, as well as training, technical assistance, and research/evaluation support to juvenile and family courts in order to encourage improved practice to benefit children, youth, families, victims, and communities. The National Council of Juvenile and Family Court Judges is a not-for-profit headquartered at the University of Nevada – Reno, and consists of three program departments: Juvenile and Family Law, Permanency Planning for Children, and Family Violence. Further, the National Center for Juvenile Justice is the primary research arm of the National Council of Juvenile and Family Court Judges, and is located in Pittsburgh, Pennsylvania. The current project, although the responsibility of the Juvenile and Family Law Department, draws upon the expertise of nationally recognized experts that work in other departments (i.e., National Center for Juvenile Justice) or are well-established consultants for the National Council of Juvenile and Family Court Judges. Each of these staff and consultants bring to the project substantial experience working with juvenile and family courts and allied systems to improve system practice, including development of performance measures.

## NEED FOR PERFORMANCE MEASURES

The mission of the juvenile court is complex. The court is tasked with protecting society, safeguarding the youth and families that come to its attention, and holding delinquent youth accountable while supporting their rehabilitation. In order to successfully meet these sometimes contradictory goals, courts must rely on timely and accurate data to help drive decisions and monitor performance. Developing measurements of court performance is a critical component of supporting and sustaining improved case processing and better outcomes for youth, families, victims, and communities.

In an era of increased emphasis on accountability, there has been a national trend toward developing performance measures for courts. Accordingly, a substantial body of work exists – particularly in the area of dependency courts – that informed the current project. Although courts vary a great deal in terms of capacity to develop, capture, and analyze performance measures data, encouraging them to engage in routine assessment of practice helps them know what types of improvements they need to make and whether their efforts to improve are working. Further, establishing statewide performance measures encourages consistency across jurisdictions that can support overall system improvement.

Performance measurement makes it possible for courts to assess areas in need of improvement and review progress in those areas. In this process, courts build improvements from a baseline of current practices and then conduct regular reassessments as reforms are implemented. Such practice helps focus efforts, motivate staff, evaluate achievements, and lead to better outcomes. Specifically, the purpose of the measures outlined in this report is to help courts focus their baseline practices; examine what they need to improve; and use that information to make improvements, track their efforts, and identify, document, and replicate positive results.

## NATIONAL, STATE, LOCAL RESOURCES USED IN DESIGNING PERFORMANCE MEASURES

The project, beginning with an initial draft of measures generated by the AOC (see Attachment 1) and guided by the Judicial Council Strategic Plan<sup>1</sup> and Juvenile Delinquency Court Assessment report<sup>2</sup>, drew upon substantial prior work in the area of court performance measurement, including publications by the: American Prosecutors Research Institute, Florida Atlantic University, and National Center for

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<sup>1</sup> Judicial Council of California. (2007). *Justice in Focus: The Strategic Plan for California's Judicial Branch 2006-2012*. San Francisco, CA: Author.

<sup>2</sup> California Administrative Office of the Courts. (April, 2008). *Juvenile Delinquency Court Assessment 2008*. San Francisco, CA: Author.



Juvenile Justice<sup>3</sup>; National Center for State Courts<sup>4</sup>; American Bar Association<sup>5</sup>; National Council of Juvenile and Family Court Judges<sup>6</sup>, California AOC (dependency measures), and academics<sup>7</sup>. Further, recommended practice guidelines, such as the *Juvenile Delinquency Guidelines: Improving Court Practice in Juvenile Delinquency Cases*<sup>8</sup>, and its 16 Key Principles (Attachment 2), were used to inform the development and refinement of the performance measures presented in this report. Taken together, these publications provide a depth and breadth of thinking regarding recommended practice and performance measurement that has encouraged system reform and accountability at the local, state, and national level. This combination of a bottom-up and top-down approach to developing performance measures allowed for the emergent needs and interests of California to benefit from prior “lessons learned” and a national perspective.

### CURRENT PROJECT GOALS AND OBJECTIVES

As the project title suggests, the goal of the current project is to assist the California AOC to develop statewide performance measures for the juvenile delinquency court. Specific objectives for this project period include: forming an advisory group of experts in the field of juvenile justice and performance measurement to review and refine the initial measures developed by the AOC (Deliverable 1); facilitating stakeholder review and comment of developed performance measures to ensure broad perspective and encourage buy-in as the project moves into its next phases (Deliverable 2); and issuing a set of recommended performance measures that incorporates relevant feedback from the advisory group, project staff, and stakeholders (Deliverables 3 & 4).

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<sup>3</sup> Harp, C., Bell, D., Bazemore, G., & Thomas, D. (2006). *Guide to Developing and Implementing Performance Measures for the Juvenile Justice System: A National Demonstration Project*. Alexandria, VA: American Prosecutors Research Institute.

<sup>4</sup> National Center for State Courts. (2005). *CourTools: Trial Court Performance Measures*. Williamsburg, VA: Author.

<sup>5</sup> Hardin, M. & Koenig, S. (2008). *Court Performance Measures in Child Abuse and Neglect Cases: Technical Guide*. Washington, DC: American Bar Association.

<sup>6</sup> National Council of Juvenile and Family Court Judges. (2004). *Building a Better Court: Measuring and Improving Court Performance and Judicial Workload in Child Abuse and Neglect Cases*. Reno, NV: Author.

<sup>7</sup> Cole, G. F. (2003). *Performance Measures for the Trial Courts, Prosecution, and Public Defense*. Williamsburg, VA: National Center for State Courts.

<sup>8</sup> National Council of Juvenile and Family Court Judges. (2005). *Juvenile Delinquency Guidelines: Improving Court Practice in Juvenile Delinquency Cases*. Reno, NV: Author.

## II. PROJECT METHODS

The project was envisioned to help the AOC review and refine juvenile delinquency court performance measures through a lens of national recommended practice, and to ensure substantial opportunity for stakeholder input on the measures throughout the development process. Project staffing, activities, and analytic approach were selected by the Contractor in collaboration with the AOC to maximize expertise and ensure multiple perspectives in the development of the measures.

### PROJECT STAFFING

Contract project staff included: Shawn C. Marsh, Ph.D. (Director, Juvenile and Family Law Department); Patricia E. Campie, Ph.D. (Director, National Center for Juvenile Justice); Doug Thomas (Senior Research Associate, National Center for Juvenile Justice); Susan Yeres, Ed.D. (Consultant); and Sophia Gatowski, Ph.D. (Consultant). Each of these contract staff have substantial expertise in juvenile justice, child abuse and neglect, and/or developing and testing court performance measures at the local, state, and federal level. Contract project support staff included Jessica Pearce, Projects Coordinator; and Eloisa Chaparro, Executive Assistant. California AOC project staff included: Iona Mara-Drita, AOC Project Lead and Senior Research Analyst; Don Will, Manager; Leah Wilson, Manager; Karen Cannata, Supervising Research Analyst; Audrey Fancy, Supervising Attorney; Carrie Zoller, Attorney; and Jens Zeschky, Administrative Coordinator. Together, the project team brought to bear a diversity of expertise and perspective that contributed to a set of measures reflective of contextual issues in California as well as other state and national trends.

### PROJECT ACTIVITIES

Numerous activities, in addition to regular phone and e-mail contact between the Contractor and AOC, were involved in moving this project forward. The project began with a conference call between the Contractor, AOC, and JDCI Resource Group subcommittee to discuss project history, goals, and activities (July 2009). Shortly thereafter, a meeting was held between the Contractor, AOC, and JDCI Resource Group in San Francisco, California in to review and comment on the existing draft juvenile delinquency court performance measures (August 2009). A national advisory group of juvenile justice and performance measures experts was assembled to help guide the performance measures review and revise process over the course of the project period (August 2009). This national advisory group commented on the initial draft of the juvenile delinquency court performance measures, made initial

suggestions around potential conceptual frameworks to guide the project, and generated recommendations to the AOC regarding the form and function of the measures (September 2009). Project staff at the AOC subsequently used the input from the JDCI Resource Group and the national advisory group to generate a revised draft of the juvenile delinquency court performance measures (January 2010). As the Contractor and AOC worked to review these revised measures (January 2010), efforts also began to secure stakeholder input regarding the revised draft through the use of online focus groups. Potential participants were identified (January 2010), invitations to participate issued (February 2010), online materials and protocol drafted, reviewed, and tested (February-March 2010), and focus groups conducted (March 2010). Ultimately, eight groups were conducted (five profession specific and three mixed profession) with 44 stakeholder participants (including judicial officers, court staff, defense counsel, probation, prosecutors, and others). Feedback gathered from these focus groups was synthesized into a report and recommendations and submitted to the AOC (March-April 2010). The national advisory group and AOC project staff subsequently reviewed the feedback, and suggested further revisions to the proposed performance measures (April 2010). Revisions were completed and submitted (April 2010), and reviewed again by the AOC (May 2010) and the JDCI Resource Group (June 2010). Feedback from these reviews was incorporated into the proposed measures presented in this final report (June 2010). As noted previously, the Contractor and the AOC held regular conference calls and exchanged e-mails to review progress, update measures, and plan activities over the course of the project period.

### **PROJECT ANALYTIC APPROACH**

Over the course of the project period, the Contractor and AOC staff worked to develop recommended juvenile delinquency court performance measures that are conceptually sound, reflect the most current thinking in the juvenile justice field, and reflect the “voice” of stakeholders across the State of California. The primary approach to generating recommended measures involved a review of the literature and past court performance measure development projects, selecting a conceptual framework in which to structure the measures, and an intensive review of draft measures by project staff and stakeholders. The synergistic write-review-revise protocol to create draft measures was repeated over the course of the project, and involved a diverse body of stakeholders to ensure measures were broadly relevant, meaningful, and applicable.

## **PROJECT CHALLENGES**

Several challenges emerged during the project period that required changes in how the project was envisioned to proceed. The Contractor worked closely with the AOC to adjust project deliverables and timing to address these unexpected challenges to ensure the project remained on budget and on time.

Initially, the Contractor and AOC generated a list of national experts to serve on an advisory group for the project. Due to unanticipated changes in funding and schedules, the AOC ultimately approved a smaller advisory group (see “project staffing”) and replaced the previously planned face-to-face meeting of the group with two conference calls.

Further, resource issues during the project period led to changes in how stakeholder reviews of the draft performance measures were conducted. Specifically, changes included (1) moving from face-to-face focus groups to online focus groups, (2) expanding the number of groups conducted from four to eight, and (3) reducing the length of each focus group from six to two hours. These changes and subsequent modifications regarding materials development, recruitment, schedule, and facilitation increased the diversity of input by stakeholders, but also increased the time required to accomplish this deliverable. In consultation with the AOC, the Contractor requested and was granted an extension of the due date associated with this deliverable. Reducing the time allotted for each online focus group in order to facilitate more groups, increase efficiency, and increase diversity of feedback also limited the ability to thoroughly review the draft Title IV-E placement and ICWA measures. Subsequently, the AOC conducted their own online focus groups to secure stakeholder input on those measures.

## **III. THE PERFORMANCE MEASURES**

### **THE MAJOR DOMAINS AND CATEGORIES OF MEASUREMENT**

Two major domains frame the proposed performance measures: restorative justice and equitable justice. Each domain contains three goal areas. For the domain of restorative justice, goals include community safety, offender accountability, and competency development. For the domain of equitable justice, goals include access, fairness, and timeliness. These domain and subsequent goal areas were selected from prior work on developing performance measures for juvenile justice and courts in general. Together, they provide a robust conceptual framework for the performance measures that is comprehensive, aspirational, and reflects the most current thinking of the field.

### PERFORMANCE MEASURES LOGIC MODEL

A program logic model is a description of how a program or system works in order to achieve desired benefits. Logic models diagram a series of “if-then” changes that the program or system intends to influence through its activities and outputs. A logic model enables system stakeholders to develop an idea of what can be accomplished; provides a useful framework for identifying outcomes (short, medium and long-term); and identifies important system components that must be tracked in order to assess program effectiveness. Attachment 3 of this report presents a logic model for California’s juvenile delinquency performance measures.

### PERFORMANCE MEASURES

In this section of the report, each performance measure for juvenile delinquency is presented.<sup>9</sup> The measures are aligned with their overall goals and objectives for measurement, a brief narrative definition is provided, and specifications for calculating the measures are summarized (e.g., required data elements and any optional data elements for calculating comparisons or providing more information). Suggestions for sample graphs or reporting formats are also offered. While this section describes individual performance measures, it is important to keep in mind that no one measure stands alone – each of the measures contributes important contextual information necessary to an understanding of the overall “health” of the juvenile delinquency court system in California.

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<sup>9</sup> See Attachment 4 for a summary version of the Juvenile Delinquency Court Performance Measures.

## Performance Measures for Delinquency Court

The function of California's Delinquency Courts are to maintain **community safety**, hold juvenile offenders **accountable** to victims and the community, and develop **competencies** among delinquency-court involved youth.

### GOAL 1: COMMUNITY SAFETY

*Increase safety in communities by supporting and implementing both effective delinquency prevention strategies as well as a continuum of effective and least intrusive responses to reduce recidivism.*

#### PERFORMANCE MEASURES: Community Safety

##### Recidivism

*Definition:* The number of cases (or percentage of juveniles) who have subsequent, sustained juvenile petitions or probation violations while still under the court's supervision, as well as the number (or percentage of juveniles) who have sustained juvenile petitions after the original court jurisdiction has been terminated.

*Objectives, Outcomes and Impact:* Recidivism performance measures provide the court both with information about the re-occurrence of delinquent activity while juveniles are under court supervision and the extent to which juveniles re-offend and re-enter the system after court jurisdiction has ended. These measures provide the court with a means of evaluating its role, and that of system partners, in preventing delinquency and keeping communities safe by effectively supervising and monitoring youth in the community and/or in placement. Data on recidivism can be used to help establish a continuum of services and sanctions. Courts can use data on these performance measures to determine recidivism rates (e.g., at 12, 24 and 36 months), as well as the number and percent of juvenile-court involved youth who remain crime-free and overall reductions in crime rates among cohort groups.

1. **Number of subsequent sustained juvenile petitions during the supervision period (602 petitions).**
2. **Number of sustained probation violations during the supervision period (777 petitions).**
3. **Number of sustained petitions or convictions for new offenses in either juvenile or criminal court after original court jurisdiction is terminated (12, 24, and 36 months).**

**Basic Business Rules:**

Number of subsequent sustained juvenile petitions during the supervision period (602 petitions).

- a. The universe of cases included in this measure is youth under the court's jurisdiction (youth who had an open case) during a specified time period (the supervision period). (A)
- b. From dataset (A), select only those cases with a subsequent sustained juvenile petition (602 petitions) during that time period (the supervision period). Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with a subsequent sustained juvenile petition in that time period by dividing (B) by (A).

Number of sustained probation violations during the supervision period (777 petitions).

- a. The universe of cases included in this measure is youth under the court's jurisdiction (youth who had an open case) during a specified time period (the supervision period). (A)
- b. From dataset (A), select only those cases with a sustained probation violation (777 petitions) during that time period (the supervision period). Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with a subsequent sustained probation violation in that time period by dividing (B) by (A).

Number of sustained petitions or convictions for new offenses in either juvenile or criminal court after original court jurisdiction is terminated (12, 24, and 36 months).

- a. The universe of cases included in this measure is youth with closed cases during a specified time period such as a calendar year. (A)
- b. From dataset (A), select only those cases for which a new sustained petition or conviction for a new offense (in either juvenile or criminal court) for the same youth was filed during a specified time (12, 24, 36 months) following case closure. Count the total number of cases meeting this criterion. (B)

- c. Compute the percentage of cases with a new sustained petition or conviction for a new offense after case closure by dividing (B) by (A).

***Required Data Elements for Recidivism Measures:***

- Date range or specified time frame for report (e.g., cases in calendar year).
- Sustained juvenile petition date (or criminal court conviction date or sustained probation violation date).
- Case closure date or case termination date.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements:***

- Placement type or custody status of youth at the time of the subsequent juvenile petition.
- Type of subsequent or new offense or type of probation violation.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., court, county).

***Presenting Data:***

Graphic representations can help courts understand the meaning of their results for this measure. If striking differences are seen, for example, in certain locations or for certain racial/ethnic groups, the reasons for the differences may be well worth exploring. Comparisons on these measures can be illustrated in either pie charts or bar graphs. Pie charts will clearly show the proportion of cases in which no further juvenile petition or probation violation occurred, for example, whereas bar graphs are better for representing significant practical differences between jurisdictions. The sample graphic

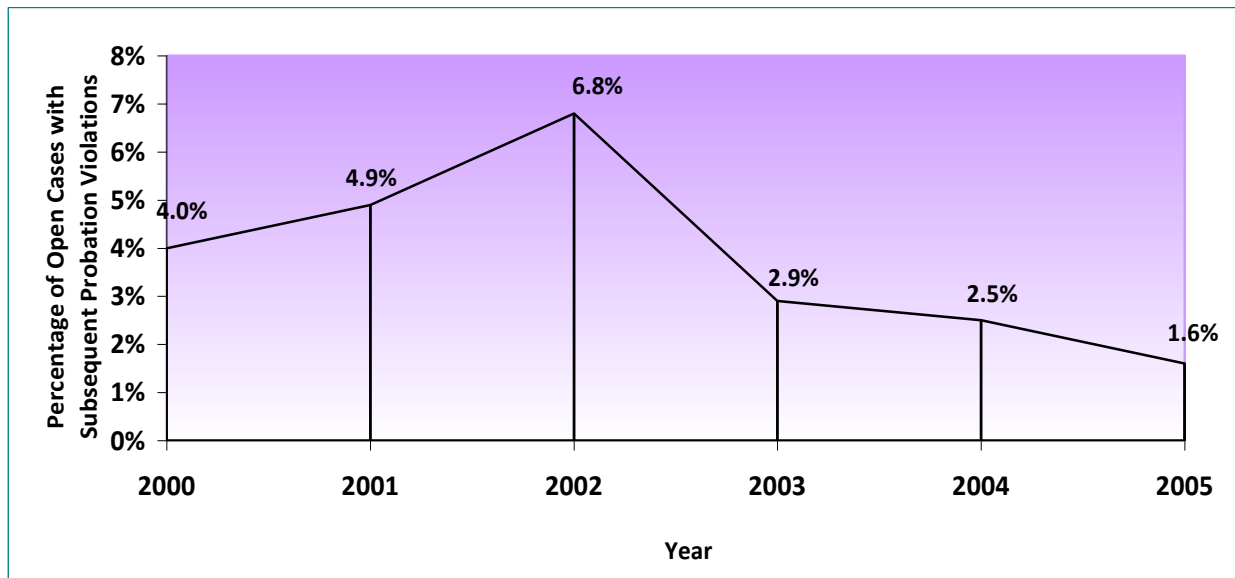


representations that follow use hypothetical data to demonstrate how results for recidivism measures might be reported.

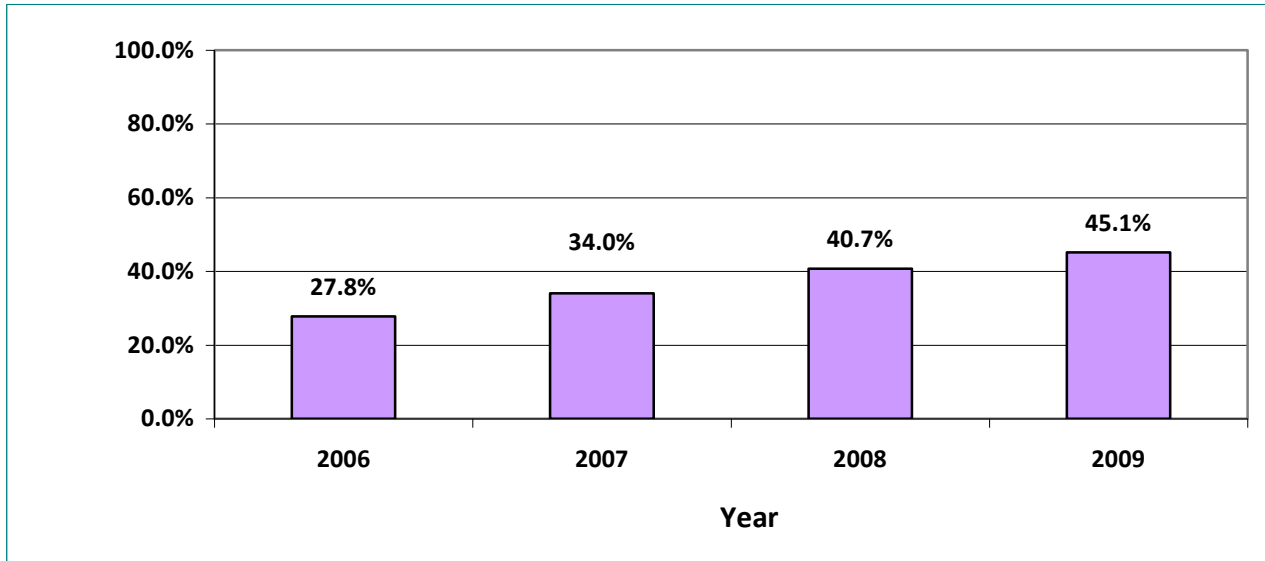
**Sample: Recidivism While Under Court Jurisdiction – The Number of Cases with Subsequent Sustained Juvenile Petitions during the Supervision Period (602 petitions), by Age, 2008.**

Age	Total Number of Juvenile Cases Under Court Jurisdiction	Number of Cases With Subsequent Petition While Under Court Jurisdiction	Percent
16	1,500	66	4.4%
15	750	22	2.9%
14	325	8	2.5%
13	940	10	1.1%
<b>Statewide</b>	<b>3,515</b>	<b>106</b>	<b>3.0%</b>

**Sample: Recidivism While Under Court Jurisdiction – The Percentage of Open Cases with Sustained Probation Violations during the Supervision Period (2000-2005).**



**Sample: Recidivism after Case Closure – the Percentage of New Juvenile Offenses 12 Months after the Original Court Jurisdiction has Terminated (2006-2009).**



Note: The data on each of the recidivism measures may also be presented as indices of law-abiding behavior (i.e., the reverse of the way the data are presented above). For example, reporting the number of juveniles with no new offenses one year after court jurisdiction has terminated.

## GOAL 2: OFFENDER ACCOUNTABILITY

*Hold juvenile offenders accountable to their victims and community by enforcing completion of restitution and community service requirements.*

### PERFORMANCE MEASURES: Offender Accountability

#### Victim Restitution

*Definition:* The number of cases in which victim restitution is set. Of those cases, the amount ordered and the amount paid at case closing.

*Objectives, Outcomes and Impact:* Restitution provides a means for juvenile offenders to make reparations to their victims and as such is a critical measure of restorative justice. Victim restitution measures provide the court with a means of assessing the extent to which disposed cases involve victim restitution. The victim restitution performance measures help to assess the court's ability to collect ordered restitution at the time of case closure, and compare that amount to what was requested or ordered. The measures also help to determine the number or percentage of cases in which all, some or no restitution is paid. Data on victim restitution measures may help the court to establish policy or criteria for ordering and collecting restitution, and may serve as long-term evidence of continued collaboration between juvenile courts and victims' advocacy groups.

4. **Among cases with victims, number of cases with victim restitution set.**
5. **Among cases with victim restitution, amount ordered and amount paid at case closing.**

#### *Basic Business Rules:*

Among cases with victims, number of cases with victim restitution set.

- a. The universe of cases included in this measure is youth whose cases involved victims during a specified time period (e.g., calendar or fiscal year). Cases can be open (but reached disposition) or closed for this measure. (A)
- b. From dataset (A), select only those cases where victim restitution was set. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with a victim that set restitution during the specified time period by dividing (B) by (A).

Among cases with victim restitution, amount ordered and amount paid at case closing.

- a. The universe of cases included in this measure is youth with closed cases that involved victim restitution during a specified time period (e.g., calendar or fiscal year). (A)
- b. From dataset (A), record the amount of victim restitution ordered (B). From dataset (A), record the amount of victim restitution paid at case closing (C). To calculate the difference between the amounts of victim restitution ordered and the amount paid at case closing, subtract (C) from (B).

***Required Data Elements for Victim Restitution Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Whether case involved a victim(s).
- Whether case involved victim restitution.
- Whether restitution amount was set.
- Amount of victim restitution ordered.
- Amount of victim restitution paid.
- Case closure date.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements***

- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting Data:**

The sample graphic representation uses hypothetical data to demonstrate how results for victim restitution measures might be reported.

**Sample: Victim Restitution – A County Comparison (FY 2009).**

<b>Restitution to Victims – 2009</b>				
<b>County Size</b>	<b>Number of Cases with Victims</b>	<b>Number of Cases Restitution Ordered</b>	<b>Amount Ordered</b>	<b>Amount Paid at Case Closing</b>
Large	2,500	2,075 (83)%	\$350,000	\$280,000 (80%)
Medium	1,100	980 (89%)	\$175,000	\$148,750 (85%)
Small	710	689 (97%)	\$112,000	\$106,400 (95%)
Very Small	650	600 (92)%	\$100,000	\$93,000 (93%)

**Restitution Fine**

*Definition:* The number of cases with misdemeanor or felony charges in which restitution fines are set. Of those cases, the amount of fine ordered and the amount paid at case closing.

*Objective, Outcomes and Impact:* These measures help the court to compare the extent of restitution fines levied in cases involving misdemeanor or felony charges, and any discrepancies between the amount of fines ordered and paid at case closing. Data on these measures can be used to establish policy or criteria for ordering and collecting restitution.

- 6. Among cases with dispositions for misdemeanor or felony charges, number of cases with restitution fine set.**
- 7. Among cases with restitution fine, amount ordered and amount paid at case closing.**

**Basic Business Rules:**

Among cases with dispositions for misdemeanor or felony charges, the number of cases with restitution fine set.

- a. The universe of cases included in this measure is youth whose cases involved dispositions for misdemeanor or felony charges during a specified time period (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A)
- b. From dataset (A), select only those cases where a restitution fine was set. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of misdemeanor or felony charge cases with a restitution fine set during the specified time period by dividing (B) by (A).

Among cases with restitution fines, amount ordered and amount paid at case closing.

- a. The universe of cases included in this measure is youth with closed cases that involved a restitution fine during a specified time period (e.g., calendar or fiscal year). (A)
- b. From dataset (A), record the amount of restitution fine ordered (B). From dataset (A), record the amount of restitution paid at case closing (C). To calculate the difference between the amounts of fine ordered and the amount paid at case closing, subtract (C) from (B).

***Required Data Elements for Restitution Fine Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Whether a case involved a misdemeanor or felony charges.
- Whether case involved victim a restitution fine.
- Amount of victim fine ordered.
- Amount of victim restitution paid.
- Case closure date.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements:***

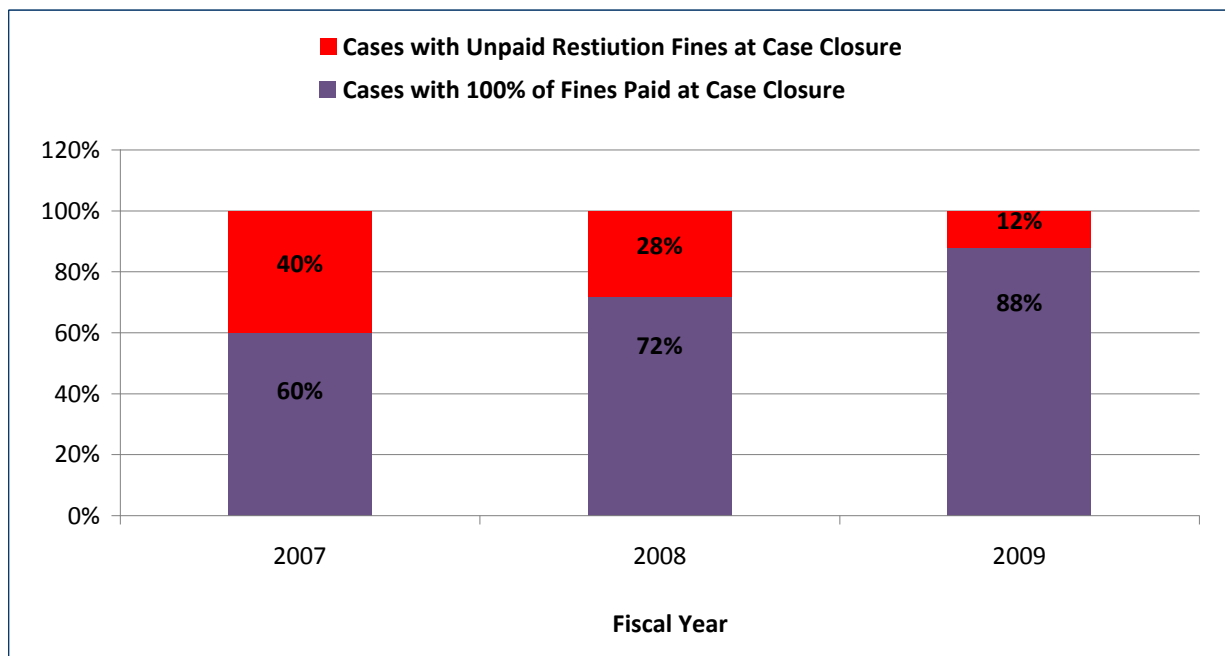
- Placement type or custody status of youth.
- Type of charge or offense.

- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for victim restitution measures might be reported.

**Sample: Of Cases with Restitution Fines Set, Percentage of Cases with 100% of Fines Paid at Case Closing.**



**Community Service**

*Definition:* The number of cases in which community service or work obligations are set. Among those cases, the amount of community service or work obligations ordered and the amount completed at case closing.

*Objectives, Outcomes and Impact:* Community work service is an inherent part of a balanced and restorative justice system, providing juveniles with opportunities to be accountable for their conduct, develop a meaningful sense of self and community, and demonstrate responsibility through tangible contributions. Through community service and work obligations, juveniles can gain a sense of investment in their neighborhoods and in their own abilities. Community service measures help the court to determine the extent to which juvenile cases set community service or work obligations, and any discrepancies between the amount of community service or work obligations ordered and the amount completed at case closing. The measures generate data on the number or percentage of youth completing all of their community service, some, or no community service. Data on these performance measures can be used to help the court establish policy or criteria for ordering and completing community service.

- 8. Among disposed cases, number of cases with community service or work obligations set.**
- 9. Among cases with community service or work obligations, amount ordered and amount completed at case closing.**

*Basic Business Rules:*

Among disposed cases, number of cases with community service or work obligations set.

- a. The universe of cases included in this measure is youth with disposed cases during a specified period of time (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A)
- b. From dataset (A), select only those cases where community service or work obligations were set. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of disposed cases with community service or work obligations by dividing (B) by (A).

Among cases with community service or work obligations, amount ordered and amount completed at case closing.

- a. The universe of cases included in this measure is youth with closed cases that involved community service or work obligations during a specified period of time (e.g., calendar or fiscal year). (A)



- b. From dataset (A), record the amount of community service or work obligation ordered (B). From dataset (A), record the amount of community service or work obligation completed at case closing (C). To calculate the difference between the amounts of community service or work obligations ordered and the amount completed at case closing, subtract (C) from (B).

***Required Data Elements for Community Service Measures:***

- Date range or specified time frame for the report (e.g., calendar or fiscal year).
- Whether a case is disposed.
- Whether a case set community service or work obligations.
- Amount of community service or work obligations ordered in a case.
- Amount of community service or work obligations completed in a case.
- Case closure date.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

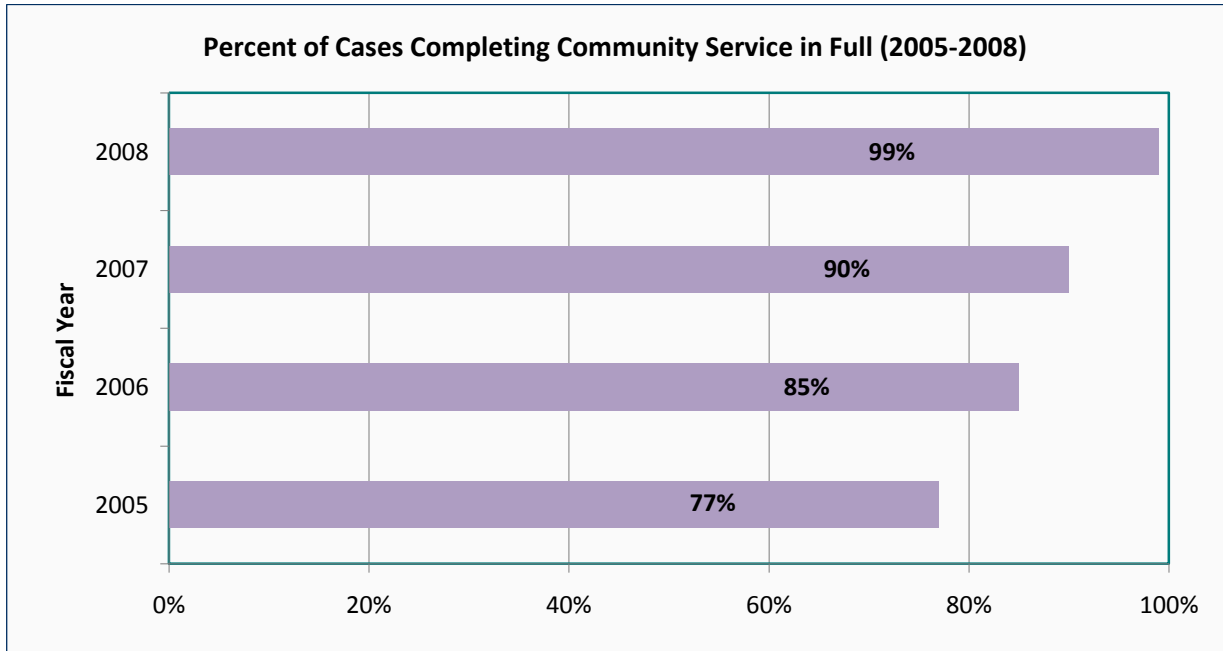
***Additional Data Elements***

- Type of community service or work obligations
- Placement type or custody status of youth.
- Type of charge or offense
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for community service measures might be reported.

**Sample: Among Cases Ordering Community Service, Percentage of Cases Completing that Service in Full at Case Closing.**



**Victim Awareness**

*Definition:* Of cases with victims, the number of cases in which a victim awareness or victim sensitivity program was ordered, and the number of those cases where such programs were completed.

*Objectives, Outcomes and Impact:* Treating victims of juvenile delinquency with dignity, respect and fairness, and assuring victim rights are critical aspects of restorative justice. By ordering victim awareness or sensitivity programs in juvenile cases involving victims, the court aims to increase the offender’s empathy and understanding of the impact of their crime. Data on these performance measures provides the court with the number and percent of youth successfully completing victim awareness training or victim empathy courses, and can help to establish improved programming.

- 10. Among cases with victims, number of cases where a victim awareness or victim sensitivity program was ordered.
- 11. Among cases with a victim awareness or victim sensitivity program ordered, number of cases where the program was completed.

### **Basic Business Rules:**

Among cases with victims, the number of cases where a victim awareness or victim sensitivity program was ordered.

- a. The universe of cases included in this measure is youth with cases involving victims during a specified period of time (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A)
- b. From dataset (A), select only those cases where a victim awareness or victim sensitivity program was ordered. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with victims in which a victim awareness or victim sensitivity program was ordered by dividing (B) by (A).

Among cases with a victim awareness or victim sensitivity program ordered, number of cases where the program was completed.

- a. The universe of cases included in this measure is youth with cases in which a victim awareness or victim sensitivity program was ordered during a specified period of time (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A)
- b. From dataset (A), select only those cases where a victim awareness or victim sensitivity program was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with victim awareness or victim sensitivity programs orders, where those programs were also completed by dividing (B) by (A).

### **Required Data Elements for Victim Awareness Measures:**

- Date range or specified time frame for the report (e.g., calendar or fiscal year).
- Whether case involved a victim(s).
- Whether a case ordered a victim awareness or victim sensitivity program.
- Whether a victim awareness or victim sensitivity program was completed in a case.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

### **Additional Data Elements**

- Placement type or custody status of youth.

- Type of charge or offense.
- Victim characteristics.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for victim awareness measures might be reported.

**Sample: Number of Victim Awareness Programs Ordered and Completed by Gender in 2009.**

Victim Awareness Program Activity and Completion Rates (FY 2009)			
Gender	Number of Cases with Victims	Number of Cases Victim Awareness Program Ordered	Number of Completed Programs
Males	2,500	1,950 (78%)	1,716 (88%)
Females	650	520 (80%)	504 (97%)

**Court Oversight**

*Definition:* The extent and timeliness of the court’s review of cases after disposition with victim restitution, community service or work obligations.

*Objectives, Outcomes and Impact:* One way the court ensures offender accountability is through regular and timely oversight of juvenile cases, including annual reviews of cases post disposition involving victim restitution, community service or work obligations. Data about court oversight (the extent and timeliness of the court’s review of cases) helps the court to determine the extent to which it is actively holding the juvenile responsible for violations of the law and ensuring compliance with court orders.

12. **Among cases with victim restitution or community service or work obligations, number of annual reviews after disposition and time from disposition to annual review(s).**

***Basic Business Rules:***

Among cases with victim restitution or community service or work obligations, number of annual reviews after disposition and time from disposition to annual review(s).

- a. The universe of cases included in this measure is youth with cases post-disposition that involve victim restitution or community service or work obligations during a specified period of time (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A).
- b. From dataset (A), count the total number of annual reviews post-disposition. (B)
- c. For each case in dataset (A), compute the number of days from the disposition to the annual review. Determine the median<sup>10</sup> time to the annual review by finding the number of days that fall midway between the lowest and highest number of days. Determine the average time from disposition to annual review by counting the number of cases (A), totaling the days from disposition to annual review for all cases (C), and dividing (C) by (A).

***Required Data Elements for Court Oversight Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Whether a case ordered victim restitution, community service or work obligations.
- Date of disposition.
- Date of annual review post-disposition.
- Number of annual reviews post-disposition.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

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<sup>10</sup> With an odd number of numbers in a list of numbers, the median is simply the middle number (e.g., the median of 2, 4, and 7 is 4). With an even number of numbers, the median is the mean of the two middle numbers (e.g., the median of 2, 4, 7, and 12 is 5.5).

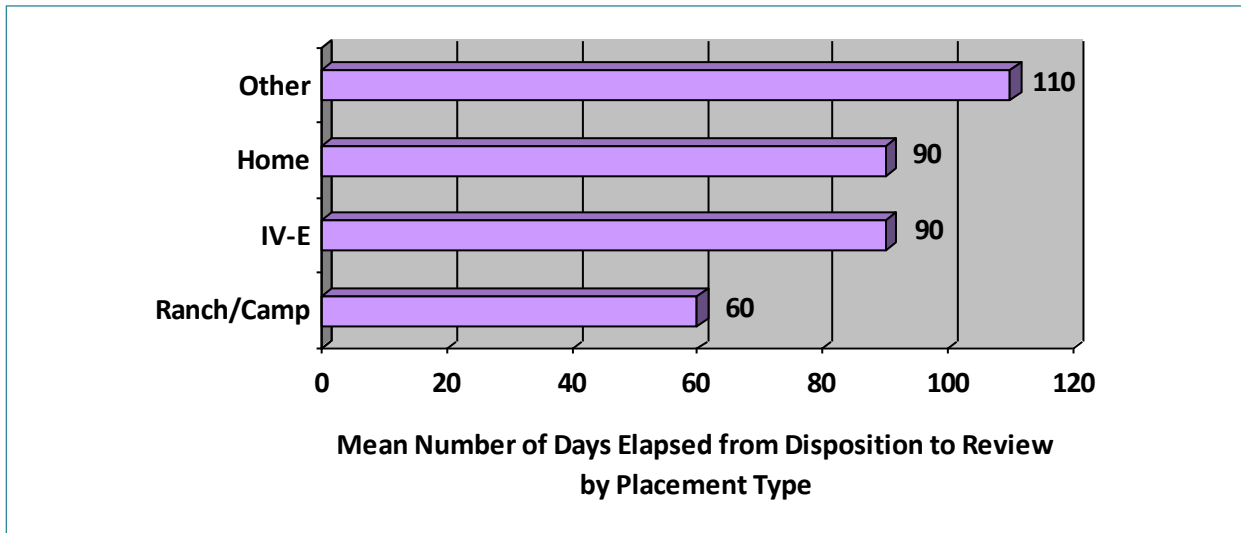
**Additional Data Elements:**

- Placement type or custody status of youth.
- Amount of victim restitution, type of community service or work obligations ordered.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for court oversight measures might be reported.

**Sample: For Cases with Victim Restitution or Community Service or Work Obligations, Average (Mean) Number of Days From Disposition to Annual Review by Placement.**



### GOAL 3: COMPETENCY DEVELOPMENT

*Develop competent and productive citizens by advancing the responsible living skills of youth within the jurisdiction of the juvenile delinquency court.*

#### **PERFORMANCE MEASURES: Competency Development**

##### **Educational Competency**

*Definition:* The number of cases in which youth are enrolled in school at intake and at case closing; the credits or units at intake and at case closing for each case; and the number of cases where the court made findings for special education services and the educational rights of parents.

*Objectives, Outcomes and Impact:* Objectives for this domain of measurement included ensuring that youth are caught up in school and advancing in school to the highest possible level of achievement. Educational competency performance measures help the court to evaluate its success at assisting youth to develop skills, abilities and social competency by ensuring their access to, and involvement in, educational programming and services. Data from these measures determine whether the court and its system partners are effectively developing and offering academic and skill-building opportunities for juvenile offenders, while at the same time ensuring that the educational rights of youth and parents are preserved. Data generated from educational competency performance measures assist the court in documenting programs and/or curricula offered and determining what services and interventions are needed. These measures aid the court's understanding of educational outcomes for youth in the juvenile justice system (e.g., number of youth who graduate from high school, college, or job training programs).

- 13. Number of cases where youth was enrolled in school or graduated at intake.**
- 14. Number school credits/units at intake for each case.**
- 15. Number of cases where youth was enrolled in school or graduated at case closing.**
- 16. Number of school credits/units at case closing for each case.**
- 17. Number of cases where the court orders that youth with identified special education needs receive necessary services.**
- 18. Number of cases where the court limited the parent's educational rights.**

##### ***Basic Business Rules:***

Number of cases where youth was enrolled in school or graduated at intake.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year (can be open or closed cases for this measure). (A)

- b. From dataset (A), select only those cases where youth are enrolled or graduated at intake. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where youth are enrolled at intake by dividing (B) by (A).

Number of school credits/units at intake for each case.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time such as a calendar year (can be open or closed cases for this measure). (A).
- b. From dataset (A), count the total number of credits or units for each youth at intake. (B).
- c. This measure can also be expressed as the mean (average) number of school credits per youth at intake. Determine the average number of school credits at intake for youth by counting the total number of credits for all youth (B), and dividing (B) by the total number of cases (A).

Number of cases where youth was enrolled in school or graduated at case closing.

- a. The universe of cases included in this measure is closed juvenile cases for a specified period of time such as a calendar year. (A)
- b. From dataset (A), select only those cases where youth are enrolled in school or graduated at case closing. Count the total number of cases meeting this criterion. (B).
- c. Compute the percentage of cases where youth are enrolled in school at case closing by dividing (B) by (A).

Number of school credits/units at case closing for each case.

- a. The universe of cases included in this measure is closed juvenile cases for a specified period of time such as a calendar year (A).
- b. From dataset (A), count the total number of credits or units for each youth at case closure. (B).
- c. This measure can also be expressed as the mean (average) number of school credits per youth at case closing. Determine the average number of school credits for youth at case closing by counting the total number of credits for all youth (B), and dividing (B) by the total number of cases (A).



Number of cases where the court orders that youth with identified special education needs receive necessary services.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time such as a calendar year (can be open or closed cases for this measure). (A)
- b. From dataset (A), select only those cases where the court made findings regarding necessary special education services for youth. Count the total number of cases meeting this criterion. (B).
- c. Compute the percentage of cases where the court ordered special education services for youth by dividing (B) by (A).

Number of cases where the court limited the parent's educational rights.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time such as a calendar year (can be open or closed cases for this measure). (A)
- b. From dataset (A), select only those cases where the court made findings regarding limiting the educational rights of parents. Count the total number of cases meeting this criterion. (B).
- c. Compute the percentage of cases where the court made findings regarding the educational rights of parents by dividing (B) by (A).

***Required Data Elements for Educational Competency Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Date of intake.
- Whether case is closed and case closure date.
- Whether youth is enrolled in school and date of enrollment.
- Whether youth has graduated from school and date of graduation.
- Number of school credits per youth.
- Whether findings made regarding necessary special education services
- Whether findings made regarding limiting educational rights for parents.

- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

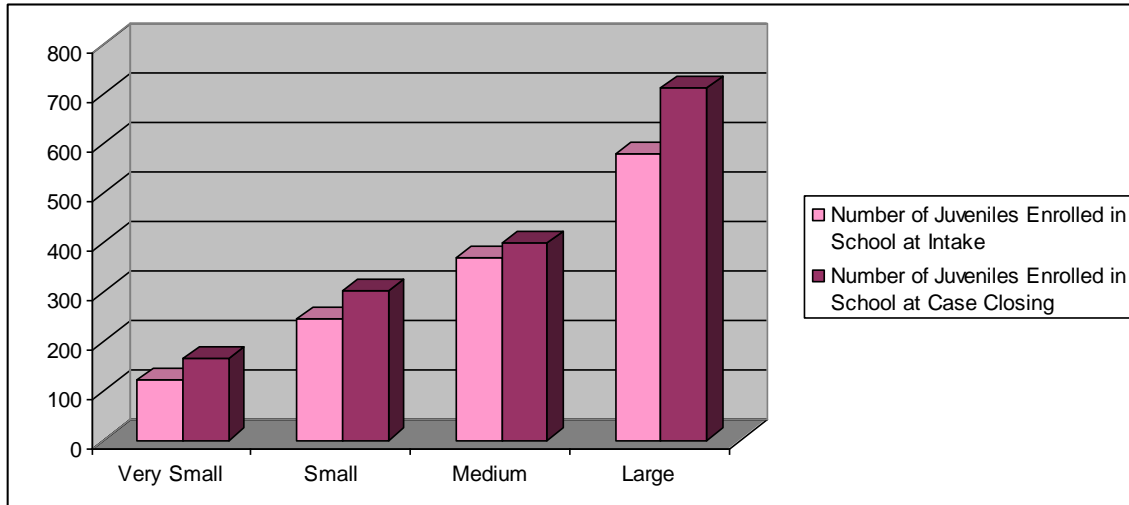
#### ***Additional Data Elements***

- Placement type or custody status of youth.
- Type of charge or offense.
- Youth grades at intake and case closing.
- Specific educational programming and/or curricula and/or services ordered and completed.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

#### ***Presenting the Data:***

The sample graphic representation below uses hypothetical data to demonstrate how results for educational competency measures might be reported.

**Sample: Number Of Juveniles Enrolled At Intake Versus Number Of Juveniles Enrolled (Or Successfully Graduated) At Case Closing By County Size For 2009.**



### Vocational Competency

*Definition:* The extent to which youth with closed cases are employed full-time, part-time, or in a vocational program.

*Objectives, Outcomes and Impact:* Vocational training (or workforce skills developments) helps youth improve their chances of being economically self-sufficient. Vocational competency performance measures help the court to evaluate its success at assisting youth with developing or enhancing the skills necessary to secure gainful employment when the jurisdiction of the court has terminated. Data from these measures may determine whether the court and its system partners are intervening in youth's lives through programs, curricula and services, in ways that enhance their employment and independent living skills.

19. **Number of youth who are employed full-time, part-time, or in a vocational training program at case closing.**

#### *Basic Business Rules:*

Number of youth who are employed full-time, part-time, or in a vocational training program at case closing.

- a. The universe of cases included in this measure is closed juvenile cases for a specified period of time, such as a calendar year. (A)
- b. From dataset (A), select only those cases where youth are employed full-time at case closure. Count the total number of cases meeting this criterion. (B) From dataset (A), select only those cases where youth are employed part-time at case closure. Count the

total number of cases meeting this criterion. (C) From dataset (A), select only those cases where youth are enrolled in a vocational training program at case closing. Count the total number of cases meeting this criterion. (D)

- c. Compute the percentage of cases where the youth is employed full-time at case closing by dividing (B) by (A). Compute the percentage of cases where the youth is employed part-time at case closing by dividing (C) by (A). Compute the percentage of cases where the youth is enrolled in a vocational training program at case closing by dividing (D) by (A).

#### ***Required Data Elements for Vocational Competency Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Whether case is closed and case closure date.
- Whether youth is employed at case closure.
- Nature of employment at case closure (full-time or part-time or vocational training program).
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

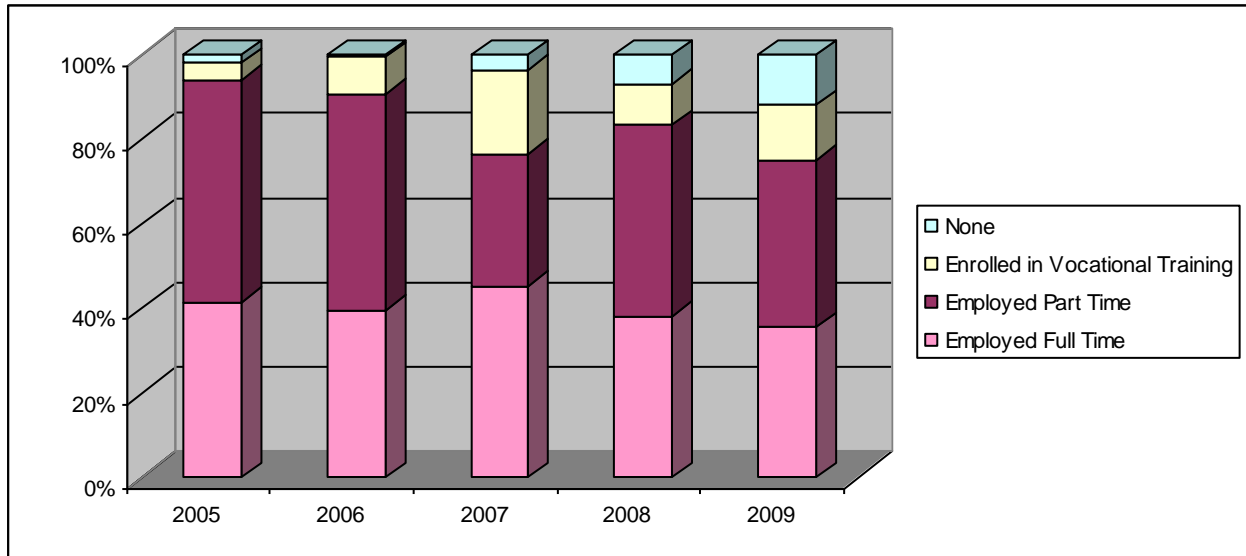
#### ***Additional Data Elements***

- Placement type or custody status of youth.
- Type of charge or offense.
- Youth grades at intake and case closing.
- Specific programming/ services/ curricula ordered and completed.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for vocational competency measures might be reported.

**Sample: Number of Juveniles Employed or Enrolled In Vocational Training at Case Closing.**



**Substance Abuse**

*Definition:* The number of cases in which youth have completed a substance abuse assessment, cases in which substance abuse treatment was ordered, and cases in which mandated substance abuse treatment has been completed.

*Objectives, Outcomes and Impact:* The performance measures related to substance abuse assessment and treatment help the court to determine its success (and that of its system partners) at developing and offering youth a continuum of drug and alcohol treatment and intervention activities and resources.

- 20. Number of cases where a substance abuse assessment was completed.**
- 21. Number of cases where substance abuse treatment was ordered.**
- 22. Number of cases where mandated substance abuse treatment was completed.**

**Basic Business Rules:**

Number of cases where a substance abuse assessment was completed.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)

- b. From dataset (A), select only those cases where a substance abuse assessment was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where a substance abuse assessment was completed by dividing (B) by (A).

Number of cases where substance abuse treatment was ordered.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select only those cases where substance abuse treatment was ordered. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where substance abuse treatment was ordered by dividing (B) by (A).

Number of cases where mandated substance abuse treatment was completed.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select only those cases where mandated substance abuse treatment was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where mandated substance abuse treatment was completed by dividing (B) by (A).

***Required Data Elements for Substance Abuse Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Whether substance abuse assessment completed.
- Whether substance abuse treatment ordered.
- Whether mandated substance abuse treatment completed.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements***

- Date substance abuse assessment completed.

- Date substance abuse treatment ordered.
- Date mandated substance abuse treatment completed.
- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for substance abuse measures might be reported.

**Sample: Substance Abuse Assessment – The Number of Cases Where Juveniles Were Assessed for Substance Abuse in County X by Zip Code 2009.**

Substance Abuse Treatment Program Activity and Completion Rates (FY 2009)			
Zip Code	Total Number of Cases Under Court	Number of Cases Where Juvenile Were Assessed for Substance Abuse and Referred to Treatment	Number of Completed Substance Abuse Treatment Programs

	Jurisdiction		
Xxxx1	1,500	988 (66%)	870 (88%)
Xxxx2	750	545 (73%)	233 (43%)
Xxxx3	325	111 (34%)	98 (88%)
Xxxx4	940	633 (67%)	578 (91%)

### Mental health

*Definition:* The number of cases in which youth have completed a mental health assessment, cases in which mental health treatment was ordered, and cases in which mandated substance abuse treatment has been completed.

*Objectives, Outcomes and Impact:* The performance measures related to mental health treatment help the court to determine its success (and that of its system partners) at developing and offering youth a continuum of mental health treatment and intervention activities and resources.

- 23. Number of cases where a mental health assessment was completed.**
- 24. Number of cases where mental health treatment was ordered.**
- 25. Number of cases where mandated mental health treatment was completed.**

### *Business Rules:*

Number of cases where a mental health assessment was completed.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select only those cases where a mental health assessment was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where a mental health assessment was completed by dividing (B) by (A).

Number of cases where mental health treatment was ordered.



- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select only those cases where mental health treatment was ordered. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where mental health treatment was ordered by dividing (B) by (A).

Number of cases where mandated mental health treatment was completed.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select only those cases where mandated mental health treatment was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where mandated mental health treatment was completed by dividing (B) by (A).

***Required Data Elements for Mental Health Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Whether mental health assessment completed.
- Whether mental health treatment ordered.
- Whether mental health treatment completed.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements***

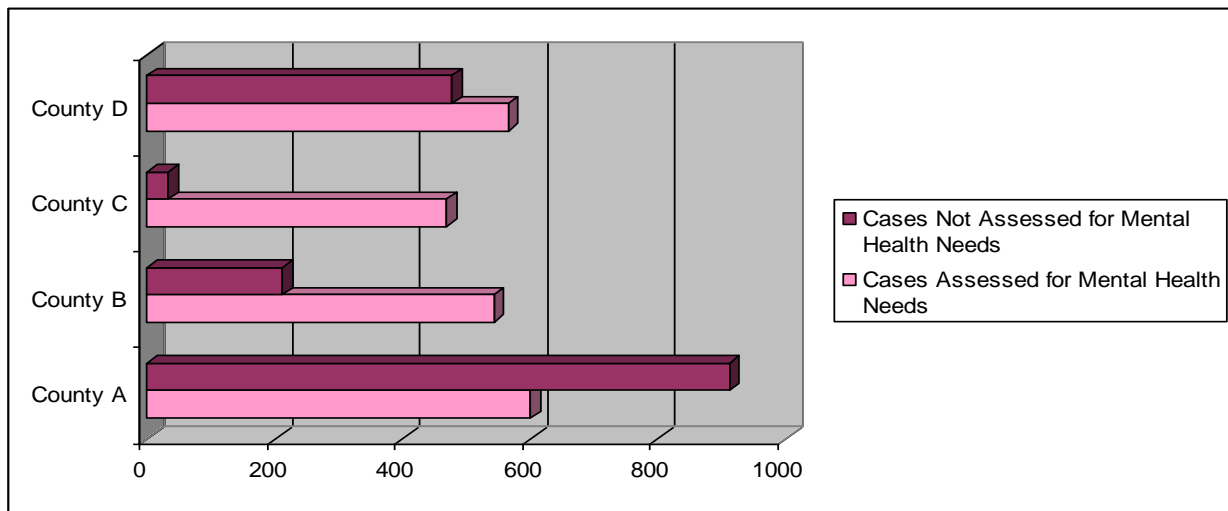
- Date mental health assessment completed.
- Date mental health treatment ordered.
- Date mental health treatment completed Placement type or custody status of youth.
- Type of charge or offense.

- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for mental health measures might be reported.

**Sample: Mental Health Assessment – The Number of Cases Where Juveniles Were Assessed for Mental Health Needs, by County, 2008.**



**Court oversight**

**Definition:** The extent and timeliness of the court’s review of cases after disposition by supervision type and length of supervision.

**Objectives, Outcomes and Impact:** One way the court facilitates and supports juvenile competency is through regular and timely oversight of juvenile cases, including frequent review post disposition. Data about court oversight (the extent and timeliness of the court’s review of cases) helps the court to determine whether it is actively monitoring intervention and treatment services and resources. Data

about the court's oversight function indicates whether the courts have sufficient opportunities to ensure that offenders have access to, and are engaging in, appropriate services designed to enhance their academic, pro-social, moral reasoning, and employment competencies. In those cases where substance abuse and mental health services are indicated, frequent review of cases can ensure that those services are accessed, delivered, and completed.

**26. Number of post-disposition review hearings by supervision type and length of supervision.**

***Basic Business Rules:***

Number of post-disposition review hearings by supervision type and length of supervision.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time (e.g., calendar year), which have reached the disposition stage. Cases can be open or closed for this measure, but must have reached disposition. (A)
- b. From dataset (A), group cases by type of supervision (B).
- c. From dataset (A), determine the length of supervision (C).
- d. From dataset (A), count the number of post-disposition review hearings held (D).
- e. Compare the number of post-disposition review hearings held by supervision type (D cross-tabulated with B).
- f. Compare the number of post-disposition review hearings by length of supervision (D cross-tabulated with C).

***Required Data Elements for Court Oversight Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Disposition date.
- Review dates post-disposition.
- Supervision type.
- Length of supervision.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

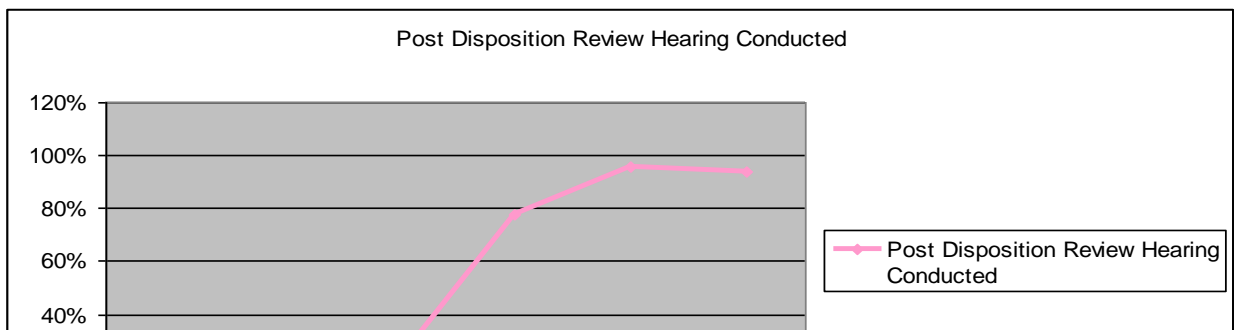
### Additional Data Elements

- School enrollment status, school credits or units, findings regarding special education services and educational rights of parents and case closing date.
- Employment status (full-time, part-time, or in vocational training) and case closing date.
- Date substance abuse assessment completed.
- Date substance abuse treatment ordered.
- Date mandated substance abuse treatment completed.
- Date mental health assessment completed.
- Date mental health treatment ordered.
- Date mental health treatment completed.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).
- Placement type or custody status of youth.
- Type of charge or offense.

### Presenting the Data:

The sample graphic representation below uses hypothetical data to demonstrate how results for court oversight measures might be reported.

### Sample: Percentage of Review Hearings Conducted by Length of Supervision in County C, 2007-2008 (712 total petitions).



### Performance Measures for Delinquency Court

The function of California's Delinquency Courts are to promote and model equal **access** to courts and services, **fairness**, and **timeliness** in all court proceedings.

### GOAL 4: ACCESS

*Courts should monitor minimize operational and procedural barriers to serving court users and the public.*

### PERFORMANCE MEASURES: Access

#### Notice of Hearing

*Definition:* The percentage of cases in which parties receive notice of hearings and the timeliness of that notification.

*Objectives, Outcomes and Impact:* These performance measures show how consistently parties to juvenile proceedings receive service of process of the original petition and any subsequent petitions. Hearing notification performance measures help courts to assess whether they consistently give parties proper written and verbal notification of hearings in juvenile delinquency cases. Timely notice affords youth, parents and guardians the opportunity to appear in court and be heard. In a broader sense, these measures assess whether the court is protecting the rights of parties to juvenile proceedings and ensuring that no parties are denied access to courts due to procedural or cultural barriers.

- 27. Number of cases where youth is served with a copy of the original petition before the initial hearing.**
- 28. Number of cases where a parent/guardian is served with a copy of the original petition before the initial hearing.**
- 29. Number of cases where youth is served with a copy of the original petition before the detention hearing.**
- 30. Number of cases where a parent/guardian is served with a copy of the original petition before the detention hearing.**
- 31. Number of cases where youth is served with a copy of a subsequent petition before a hearing.**
- 32. Number of cases where a parent/guardian is served with a copy of a subsequent petition before a hearing.**
- 33. Among those cases with a victim, number of hearings victim(s) received written or verbal notice of the hearing.**
- 34. Number of cases continued due to lack of notice.**

*Basic Business Rules:*

Number of cases where youth is served with a copy of the original petition before the initial hearing.

Number of cases where a parent/guardian is served with a copy of the original petition before the initial hearing.

Number of cases where youth is served with a copy of the original petition before the detention hearing.

Number of cases where a parent/guardian is served with a copy of the original petition before the detention hearing.

- a. The universe of cases included in these measures is juvenile cases that have at least reached the detention hearing stage for the specified time of interest (e.g., calendar year). Cases can be open or closed for this measure, but must at least have reached the detention hearing stage. (A)

- b. For each case in (A), determine the number of cases in which the youth was served a copy of the original petition and the date of that service. (B).
- c. For each case in (A), determine the number of cases in which a parent/guardian is served a copy of the original petition and the date of that service. (C).
- d. Compute the number of cases with service to youth prior to the initial hearing date. Compute the number of cases with service to parents/guardians prior to the initial hearing date. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).
- e. Compute the number of cases with service to youth prior to the detention hearing date. Compute the number of cases with service to parents/guardians prior to the detention hearing date. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Number of cases where youth is served with a copy of a subsequent petition before a hearing.

Number of cases where a parent/guardian is served with a copy of a subsequent petition before a hearing.

- a. The universe of cases included in these measures is juvenile cases with a subsequent petition for the specified time of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), determine the number of cases in which the youth was served a copy of the subsequent petition and the date of that service. (B) For each case in (A), determine the number of cases in which a parent/guardian is served a copy of the subsequent petition and the date of that service. (C).
- c. Compute the number of cases in which the subsequent petition was served to youth prior to the hearing date. Compute the number of cases in which the subsequent petition was served to parents/guardians prior to the hearing date. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Among those cases with a victim, number of hearings victim(s) received written or verbal notice of the hearing.

- a. The universe of cases included in these measures is juvenile cases with a victim for the specified period of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), determine the number of hearings where the victims received written notice of the hearing (B). For each case in (A), determine the number of hearings where the victims received verbal notice of the hearing (C).
- c. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Number of cases continued due to lack of notice.

- a. The universe of cases included in these measures is juvenile cases for the specified period of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), determine the number of cases that were continued for a lack of notice (B).
- c. Compute the percentage of cases continued for a lack of notice by dividing the number of cases in each category by (A).

**Required Data Elements for Notice of Hearing Measures:**

*Number of cases where youth is served with a copy of the original petition before the initial hearing; Number of cases where a parent/guardian is served with a copy of the original petition before the initial hearing; Number of cases where youth is served with a copy of the original petition before the detention hearing; and Number of cases where a parent/guardian is served with a copy of the original petition before the detention hearing:*

- Date range or specified time frame for report (e.g., calendar year).
- Initial hearing date.
- Detention hearing date.
- Party ID (youth or parent or guardian).
- Service of process/ notice date.

*Number of cases where youth is served with a copy of a subsequent petition before a hearing; and Number of cases where a parent/guardian is served with a copy of a subsequent petition before a hearing.*

- Date range or specified time frame for report (e.g., calendar year).



- Subsequent petition date.
- Date of first hearing parties are entitled to service on subsequent petition.
- Party ID (youth or parent or guardian).
- Service of process/ notice date.

***Additional Data Elements:***

- Original petition date.
- Type of notice – written or verbal
- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

***Required Data Elements for Notice of Hearing Measures:***

*Among those cases with a victim, number of hearings victim(s) received written or verbal notice of the hearing.*

- Date range or specified time frame for report (e.g., calendar year).
- Whether case has a victim(s).
- Party ID (victim).
- Service of process/ notice date for victim(s).
- Type of service (written or verbal notice).

*Number of cases continued due to lack of notice.*

- Date range or specified time frame for report (e.g., calendar year).

- Whether case was continued.
- Reason for continuance.

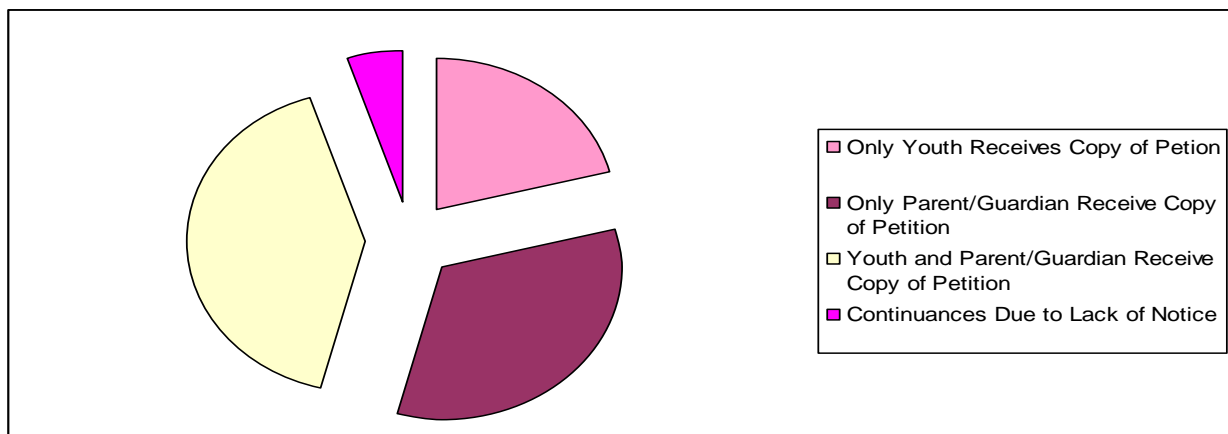
### **Additional Data Elements**

- Original or subsequent petition date.
- Type of notice – written or verbal
- Placement type or custody status of youth.
- Type of charge or offense.
- Party ID (whether failure of service was to youth, parent or guardian).
- Date of continuance – at what stage of proceedings/ at what hearing
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

### **Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for notification measures might be reported.

### **Sample: Methods of Notification in County F, 2009 (811 petitions).**



## **Participation at Hearing**

*Definition:* The percentage of juvenile cases in which parties who have been noticed of hearings are present at hearings.

*Objectives, Outcomes and Impact:* Because juvenile cases affect the immediate lives of youth and their families, it is important for parties to participate in substantive court hearings throughout a juvenile court case. Access to parties during hearings, for example, allows advocates to be more effective in arguing on their behalf. When parties are present at court hearings, the judge can address orders and instructions directly to them and will be in a stronger position to hold them accountable for compliance. If parties do not attend hearings, they may find it easier to disregard the court process and feel alienated from it. Performance measures that assess parties' participation at hearings help determine how well the court (as well as party advocates and system partners) is able to involve parties in hearings to improve case outcomes.

- 35. Number of hearings in a case at which youth is present.**
- 36. Number of hearings in a case at which a parent/guardian is present.**
- 37. Among those cases with a victim, number of hearings at which the victim(s) appeared.**
- 38. Among those cases with a victim, number of cases where a written or verbal victim impact statement is on record.**

### ***Basic Business Rules:***

Number of hearings in a case at which youth is present.

Number of hearings in a case at which a parent/guardian is present.

- a. The universe of cases included in these measures is all juvenile cases for the specified time of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), build a record for each hearing type, documenting whether youth are present and whether a parent/guardian is present.

- c. Count the total number of hearings in which youth appeared. Count the total number of hearings in which a parent/guardian appeared. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Among those cases with a victim, number of hearings at which the victim(s) appeared.

Among those cases with a victim, number of cases where a written or verbal impact statement is read on the record.

- a. The universe of cases included in these measures is all juvenile cases with a victim for the specified time of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), build a record for each hearing type, documenting whether the victim(s) appeared and whether a written or verbal impact statement is read on the record.
- c. Count the total number of hearings in which the victim(s) appeared. Count the total number of hearings in a written or verbal impact statement is read on the record. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

***Required Data Elements for Participation at Hearings:***

*Among those cases with a victim, number of hearings victim(s) received written or verbal notice of the hearing.*

- Date range or specified time frame for report (e.g., calendar year).
- Party ID (youth, parent/guardian, victim).
- Hearing date.
- Whether party present at hearing.
- For cases with victims, whether a written verbal impact statement is read on the record.

***Additional Data Elements***

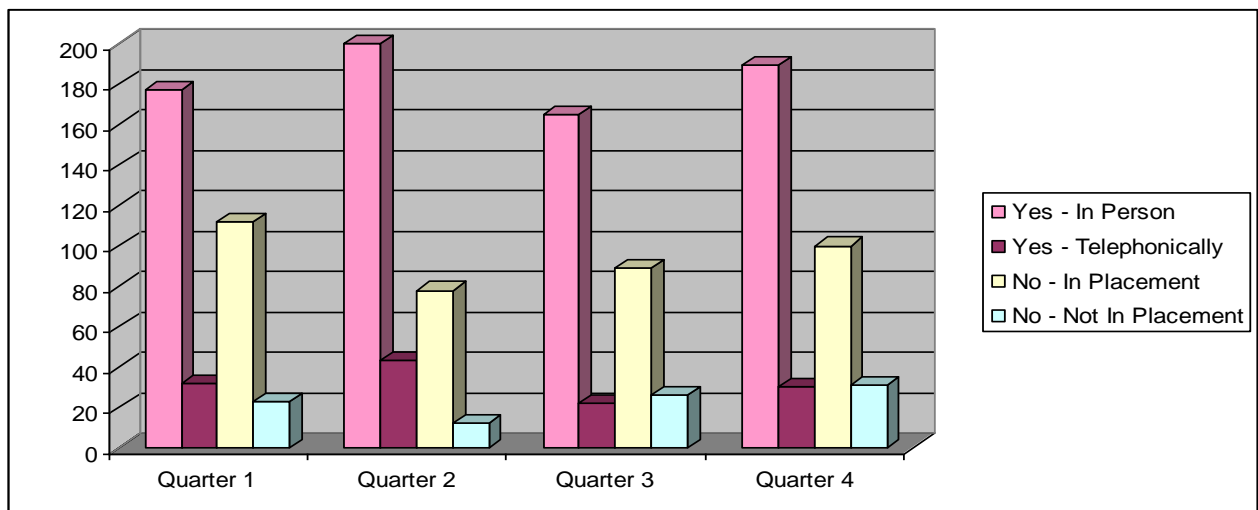
- Service of process/ notice date for parties (youth, parent/guardian and victim(s)).
- Manner in which parties are present (person, telephonically)
- Reasons why parties are not present (in placement, address unknown)

- Type of notice (written or verbal).
- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for participation measures might be reported.

**Sample: Methods of Youth Participation, by Quarter, 2009.**



## GOAL 5: FAIRNESS

*Juvenile courts should provide due process and equal protection of the law to all who have business before them. ... The decisions and actions of a trial court should adhere to the duties and obligations imposed on the court by relevant law as well as administrative rules, policies, and ethical and professional standards.*

### PERFORMANCE MEASURES: Fairness

**Definition:** The percentage of juvenile cases in which the same judicial officer presides over hearings in the case, and the number of hearings in which the youth is represented by the same counsel and the public by the same prosecutor.

**Objectives, Outcomes and Impact:** Best practice recommendations such as those articulated in the *DELINQUENCY RESOURCE GUIDELINES* assert that the quality of juvenile delinquency litigation improves when the same judicial officer presides over hearings in the case. Similarly, best practice recommendations state that consistency in legal representation (defense and prosecution) leads to improved quality of litigation and case outcomes. According to this best practice framework, the continuity of professionals in juvenile delinquency cases, leads to: greater sense of responsibility for the case; better prepared judges and attorneys for each new hearing; greater understanding of juvenile justice law and practices; greater compliance with court orders; and a sense of connection between the youth and juvenile justice professionals.

#### **Continuity of Professionals**

- 39. Number of hearings in a case heard by the same judicial officer (majority).**
- 40. Number of hearings in a case where the youth is represented by the same defense attorney (majority).**
- 41. Number of hearings in a case where the public is represented by the same prosecutor (majority).**

#### ***Basic Business Rules:***

Number of hearings in a case heard by the same judicial officer.

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), build a record for each hearing type, documenting the presiding judicial officer. For each case in (A), compare the judicial officer presiding at the first hearing against the officer presiding at each subsequent hearing, and divide (A) into two categories: (B) cases in which the judicial officer did not change in subsequent hearings and (C) cases in which the officer did change in at least one subsequent hearing.
- c. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Number of hearings in a case where the youth is represented by the same defense attorney (majority).

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), build a record for each hearing type, documenting the defense attorney. For each case in (A), compare the defense attorney at the first hearing against the defense attorney at each subsequent hearing, and divide (A) into two categories: (B) cases in which the defense attorney did not change in subsequent hearings and (C) cases in which the defense attorney did change in at least one subsequent hearing.
- c. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Number of hearings in a case where the public is represented by the same prosecutor (majority).

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), build a record for each hearing type, documenting the prosecuting attorney. For each case in (A), compare the prosecuting attorney at the first hearing against the prosecuting attorney at each subsequent hearing, and divide (A) into two categories: (B) cases in which the prosecuting attorney did not change in subsequent hearings and (C) cases in which the prosecuting attorney did change in at least one subsequent hearing.
- c. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

***Required Data Elements for Continuity of Professionals:***

- Date range or specified time frame for report (e.g., calendar year).
- Hearing date.
- Judge presiding at hearing/ defense attorney at hearing/ prosecuting attorney at hearing.
- Case closure date.

***Additional Data Elements***

- Original petition date.
- Subsequent petition date.
- Placement type or custody status of youth.

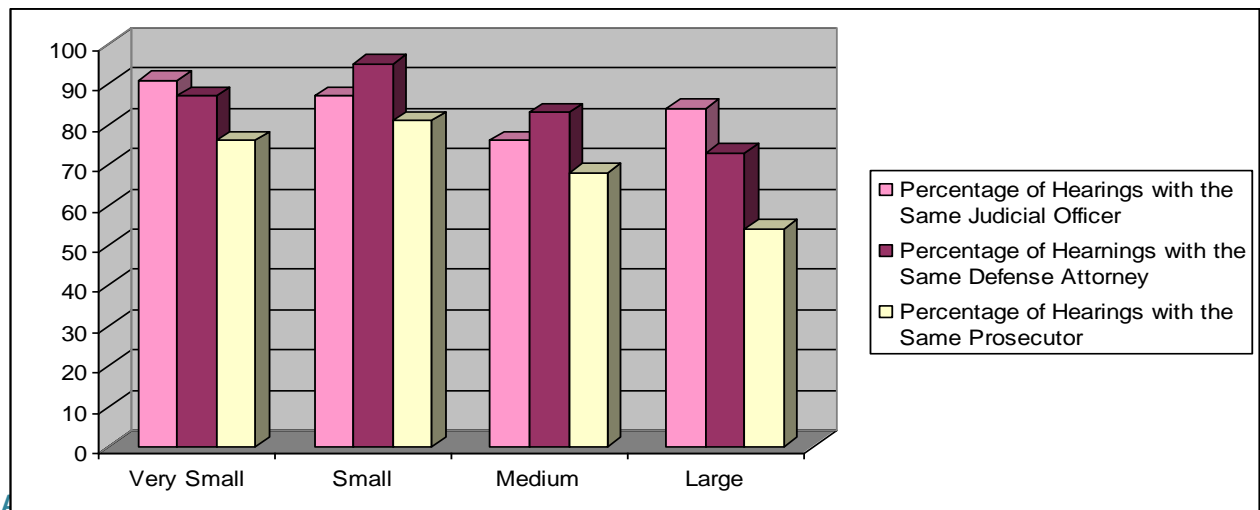


- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for continuity measures might be reported.

**Sample: Continuity of Professionals – The Percentage of Cases with the Same Judicial Officer, Defense Attorney, or Prosecutor, by County Size, 2007.**



**Definition:** The percentage of hearings in which youth are represented by defense counsel and prosecutors are present.

**Objectives, Outcomes and Impact:** To help courts determine the extent to which parties are represented (thereby encouraging a fair and impartial process), data about the number of hearings in which parties appear with counsel should be collected.

**42. Number of hearings in a case where youth was represented by defense counsel.**

**43. Number of hearings in a case where prosecutor was present.**

***Basic Business Rules:***

Number of hearings in a case where youth are represented by defense counsel.

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), determine the number of hearings held (B).
- c. For each hearing held (B), document whether defense counsel appeared on behalf of youth (C). Compute the percentage of hearings in which defense counsel appeared by dividing the number of hearings with defense counsel present (C) by the total number of hearings held (B).

Number of hearings in a case where prosecutor was present.

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), determine the number of hearings held (B).
- c. For each hearing held (B), document whether a prosecutor was present (C). Compute the percentage of hearings in which prosecutors appeared by dividing the number of hearings with prosecutors present (C) by the total number of hearings held (B).

***Required Data Elements for Attorney Representation:***

- Date range or specified time frame for report (e.g., calendar year).
- Hearing date.
- Presence of defense attorney at hearing/ presence of prosecuting attorney at hearing.
- Case closure date.

***Additional Data Elements:***

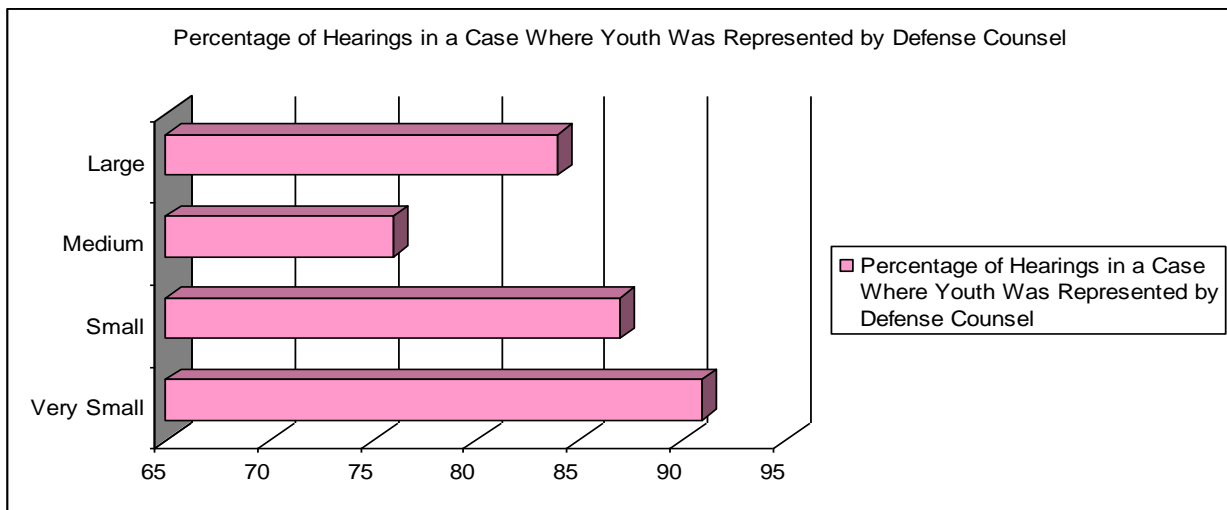
- Original petition date.
- Subsequent petition date.
- Placement type or custody status of youth.

- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

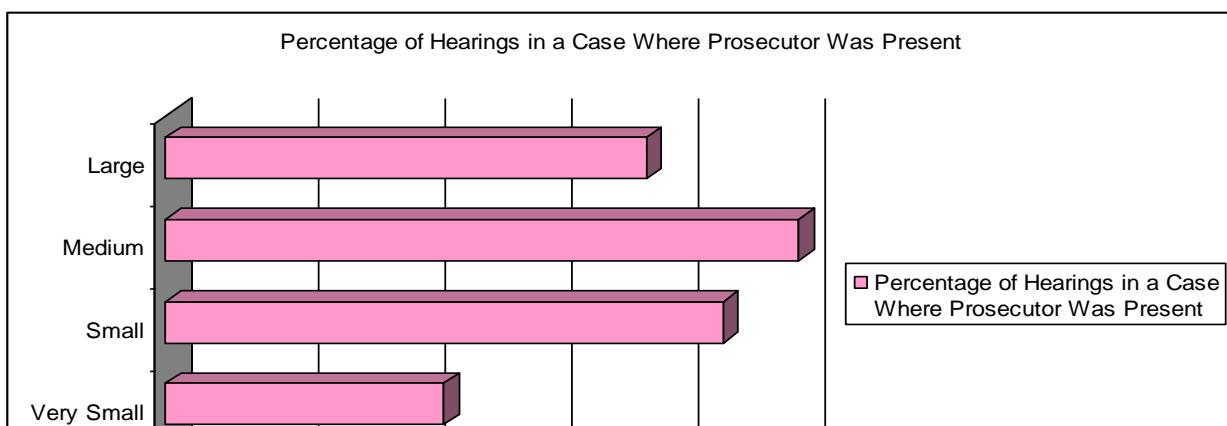
**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for representation measures might be reported.

**Sample: The Percentage of Hearings in a Case Where the Youth Was Represented by Defense Counsel, by County Size, 2007.**



**Sample: The Percentage of Hearings in a Case Where the Prosecutor Was Present, by County Size, 2007.**



## **Records**

*Definition:* The number of cases in which petitions to seal records were granted.

*Objectives, Outcomes and Impact:* Performance measures related to whether petitions to seal records were granted help courts to determine the degree to which they are performing functions designed to uphold the confidentiality, due process and equal protection rights of parties. Further, it is an indication of how well youth are completing conditions of their disposition and avoiding additional violations or offenses.

### **44. Among cases where petitions were filed to seal records, number of petitions granted in the last year.**

#### ***Basic Business Rules:***

- a. The universe of cases included for this measure measures is all closed juvenile cases for the last calendar year. (A)
- b. For each case in (A), determine the number of petitions that were filed to seal records. (B).
- c. Of the petitions filed (B), document the number that were granted (C).
- d. Compute the percentage of all petitions filed to seal records that were subsequently granted by dividing (C) by (B).

#### ***Required Data Elements for Records:***

- Date range or specified time frame for report (e.g., calendar year).
- Date petition filed to seal records.
- Date petition to seal records granted.
- Case closure date.

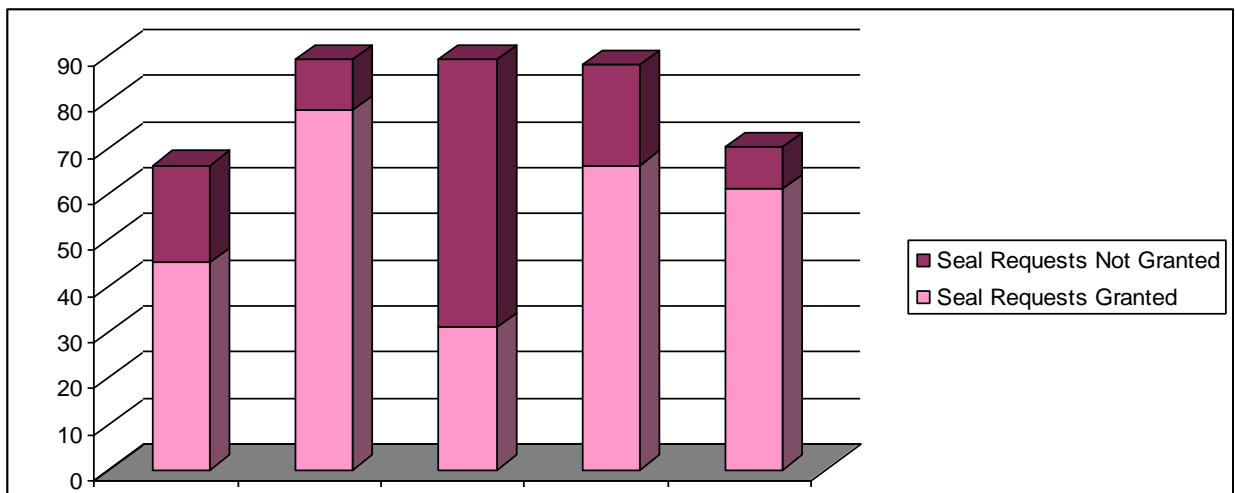
**Additional Data Elements:**

- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for fairness measures might be reported.

**Sample: Number of Seal Requests Granted, by County, 2008.**



### Input on Case Plans

*Definition:* The number of cases in which youth, parents and guardians were actively involved in case planning.

*Objectives, Outcomes and Impact:* Providing youth, parents and guardians with opportunities for frequent and substantive input into case planning not only demonstrates respect for parties, but also empowers parties to actively engage in the requirements of those plans. Case planning input ensures that plans are uniquely tailored to the needs of individuals and are culturally appropriate.

- 45. Number of cases where the court found the youth was actively involved in case plan development.**
- 46. Number of cases where the court found a parent/guardian was actively involved in case plan development.**

### *Basic Business Rules:*

- a. The universe of cases included for this measure is all juvenile cases for a specified time frame (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), determine the number of cases in which the youth was found to be actively involved in case plan development (B). For each case in (A), determine the number of cases where the parent/ guardian were found to be actively involved in case plan development (C).
- c. Compute the percentage of all cases that involved youth in case plan development by dividing (B) by (A). Compute the percentage of all cases that involved parent/ guardians in case plan development by dividing (C) by (A).

### *Required Data Elements for Input on Case Plans:*

- Date range or specified time frame for report (e.g., calendar year).
- Parties involved in development of case plans (youth/ parent or guardian).

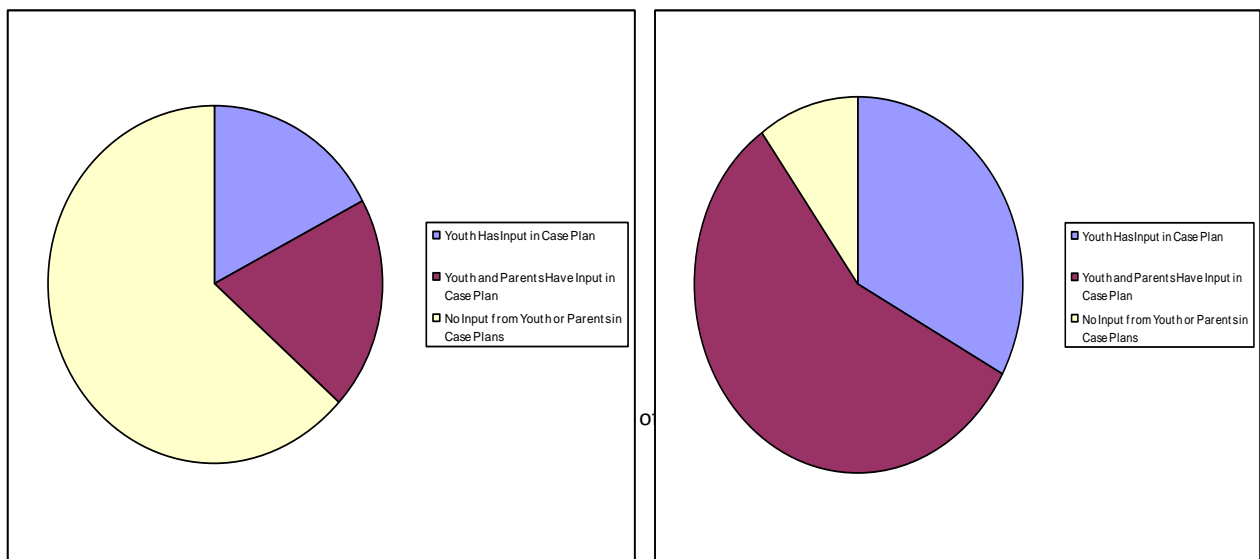
### *Additional Data Elements:*

- Type of case planning development activity (e.g., family case conference, multidisciplinary staffing, etc.).
- Date of case planning activity (e.g., prior to what hearing).
- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for input measures might be reported.

**Sample: Sample: Side by Side Comparison of Youth and Family Input Before Rule of the Court “XYZ” and After Rule of the Court “XYZ”.**



## GOAL 6: TIMELINESS

*Juvenile court should meet its responsibilities to everyone affected by its actions and activities in a timely and expeditious manner.*

The goal of all of the timeliness measures outlined in this section is the expedition of justice and minimization of delay— to process cases efficiently while at the same time ensuring substantive hearing practice and upholding the rights of parties. Equally important is the impact of delay on juveniles themselves – since adolescents experience time differently than adults, the connection between a sanction and a wrongdoing may fade for juveniles as the passage of time between the two increases. In addition, significant delay may have negative consequences for youth who need timely access to programs, curricula, treatment and resources. Juvenile courts should move cases expeditiously from inception to conclusion, while fully taking into account the individual needs of juveniles and the security concerns of the community.

Timeliness measures help courts identify areas where they are doing well and areas where improvement is needed. In addition, since many timeframes for court proceedings and related activity are statutorily mandated, timeliness measures provide an assessment of the court’s compliance with the law. To ensure courts can pinpoint specific stages of the hearing process in need of improvement, these measures must be comprehensive (applied to all substantive stages of proceedings) and sufficiently detailed.

### PERFORMANCE MEASURES: Timeliness

#### Filing

*Definition:* The number of petitions filed within 48 hours of arrest for cases in which youth were taken into custody.

*Objectives, Outcomes and Impact:* This measure shows the court how many cases had a timely filing of petition when youth were taken into custody. Because timeframes for the filing of a petition after a juvenile has been taken into custody are mandated by the law, this measure provides an important assessment of the juvenile court system’s compliance with mandated timeframes. This is also an important measure as it may signal the beginning of the court’s jurisdiction in a case – courts are not seriously involved in a case before the petition is filed.

- 47. Number of petitions filed within 48 hours of arrest, excluding non-judicial days, if youth was taken into custody.**



### ***Basic Business Rules:***

Number of petitions filed within 48 hours of arrest, excluding non-judicial days, if youth was taken into custody.

- a. Run this report using a sample of cases for which juvenile petitions were filed in cases where the youth was taken into custody. Select a date range for the report (e.g., date the juvenile petition was filed or all cases filed within a specific timeframe, noting the start and end date for that timeframe).
- b. Select and count cases for which the juvenile petition was filed and youth was taken into custody that fall within the date range selected. (A)
- c. For each case in (A), compute the number of hours/days from the arrest date to the filing of the petition. Make sure you eliminate non-judicial days from this computation. Store each number in a dataset.
- d. Count the total number of cases with 48 hours or less time elapsed from the arrest date to the filing of the juvenile petition. (B)
- e. In addition to the total number of cases meeting this requirement (petition filed within 48 hours of the arrest), calculate the median case in the dataset (the case that has the same number of cases below and above it). (C)
- f. To compute the average time from arrest to filing of petition for the cases in the sample, add the number of days for all cases in (A) together (D). Compute the average time by dividing (D) by (A).

### ***Required Data Elements for Filing Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Arrest date (date youth taken into custody).
- Petition filing date.

### ***Additional Data Elements:***

- Type of charge or offense.

- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for filing measures might be reported.

**Sample: Number of Petitions Filed Within 48 Hours by County, 2009.**

Number of Petitions Filed Within 48 Hours			
County	Total Number of Cases Under Court Jurisdiction	Number of Petitions Filed Within 48 Hours	Percentage
County A	1,500	988	66%
County B	750	545	73%
County C	325	311	96%
County D	940	850	90%
Statewide	3,515	2,694	77%

**Initial/Detention hearing**

*Definition:* The number of cases with timely completion of the initial /detention hearing for both detained and non-detained youth.

*Objectives, Outcomes and Impact:* This measure shows the court how long it takes from the date juvenile proceedings first begin with petition filing, to the completion of the first hearing on the petition. Because timeframes for completing the initial or detention hearing are statutorily mandated, these measures provide an important assessment of the court’s compliance with mandated timelines. Courts

can use this information to ascertain whether there is unacceptable delay for youth awaiting the first hearing in their case.

- 48. Number of cases completing initial/ detention hearing within 1 court day of petition filing if youth was detained.**
- 49. Number of cases completing initial/ detention hearing within 2 court days of petition filing if youth was detained.**
- 50. Number of cases completing initial/ detention hearing within 30 calendar days of petition filing if youth was not detained.**

***Basic Business Rules:***

Number of cases completing initial/ detention hearing within 1 court day of petition filing if youth was detained.

Number of cases completing initial/ detention hearing within 2 court days of petition filing if youth was detained.

- a. The universe included in this measure is all cases for which a juvenile petition was filed, youth were detained, and an initial/ detention hearing was completed. Select a date range for the report (e.g., date the juvenile petition was filed or all cases filed within a specific timeframe, noting the start and end date for that timeframe).
- b. Select and count cases for which the juvenile petition was filed and youth was taken into custody that fall within the date range selected. (A)
- c. For each case in (A), compute the number of hours/days from the filing of the petition to the completion of the initial/ detention hearing. Store each number in a dataset. (B)
- d. Count the total number of cases that held the initial/ detention hearing within 1 court day of petition filing. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- e. Count the total number of cases that held the initial/ detention hearing within 2 court days of petition filing. (D) This can also be expressed as a percentage of all cases by dividing (D) by (A).
- f. In addition to the total number of cases meeting these requirements (initial/ detention hearing within 1 or 2 court days of petition filing), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).

- g. Determine the average time to initial/ detention hearing, by counting the number of cases (A), totaling the days from filing to initial/ detention hearing in dataset (B), and dividing (B) by (A).

Number of cases completing initial/ detention hearing within 30 calendar days of petition filing if youth was not detained.

- a. The universe included in this measure is all cases for which a juvenile petition was filed, youth were not detained, and an initial/ detention hearing was completed. Select a date range for the report (e.g., date the juvenile petition was filed or all cases filed within a specific timeframe, noting the start and end date for that timeframe).
- b. Select and count cases for which the juvenile petition was filed and youth were not detained that fall within the date range selected. (A)
- c. For each case in (A), compute the number of hours/days from the filing of the petition to the completion of the initial/ detention hearing. Store each number in a dataset. (B)
- d. Count the total number of cases that held the initial/ detention hearing within 30 calendar days of the petition filing. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- e. In addition to the total number of cases meeting this requirement, calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- f. Determine the average time to initial/ detention hearing, by counting the number of cases (A), totaling the days from filing to initial/ detention hearing in dataset (B), and dividing (B) by (A).

***Required Data Elements for Filing Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Petition filing date.
- Date initial/ detention hearing is completed (be sure the date used is the date the hearing is completed not merely scheduled).
- Custody status of juvenile (detained or not detained).

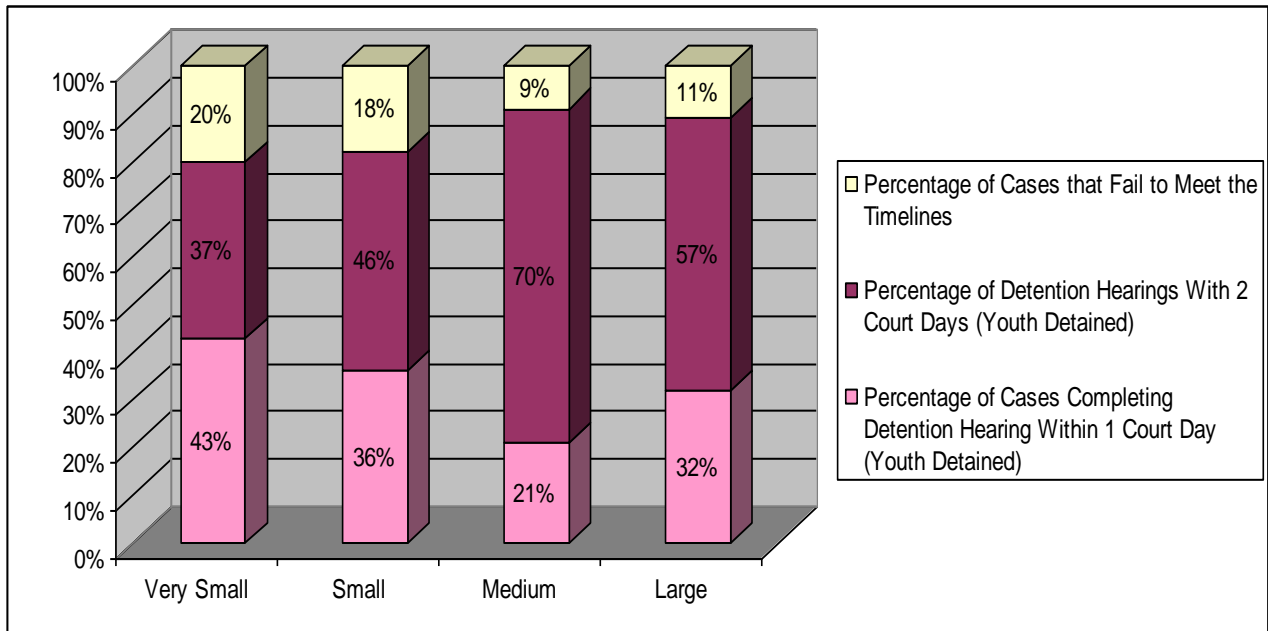
**Additional Data Elements:**

- Arrest date.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for hearing measures might be reported.

**Sample: Percentage of Detention Hearings Held Within One Court Day or Two Days (Youth Detained), by County Size, 2009.**



## Jurisdiction Hearing

*Definition:* The number of cases with timely completion of the jurisdictional hearing for both detained and non-detained youth.

*Objectives, Outcomes and Impact:* This measure shows how long it takes from the detention order to adjudicate the case. At the conclusion of the jurisdictional hearing, the court will have determined if the allegations on the petition should be sustained or not. As such, the timeliness of jurisdiction measures helps court evaluate an important element not only of their efficiency and compliance with statutorily mandated timeframes for convening the jurisdictional hearing, but also of their impact on juveniles.

- 51. Number of cases starting jurisdiction hearing within 15 court days of detention order, if youth was detained at petition filing.**
- 52. Number of cases starting jurisdiction hearing within 30 calendar days of detention order, if youth was not detained at petition filing.**

### *Basic Business Rules:*

Number of cases starting jurisdiction hearing within 15 days of detention order, if youth was detained at petition filing.

- a. The universe included in this measure is all juvenile cases for a specified period of time in which the youth was detained at petition filing. Cases can be open or closed, but must have reached the jurisdictional hearing stage of court proceedings. (A)
- b. For each case in (A), compute the number of hours/days from the date of the detention order to the start of the jurisdiction hearing. Store each number in a dataset. (B)
- c. Count the total number of cases that started the jurisdiction hearing within 15 court days of the detention order. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- d. In addition to the total number of cases meeting this requirement (jurisdictional hearing started within 15 days of detention order), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- e. Determine the average time to start the jurisdictional hearing, by counting the number of cases (A), totaling the days from detention order to jurisdictional hearing in dataset (B), and dividing (B) by (A).

Number of cases starting jurisdiction hearing within 30 calendar days of detention order, if youth was not detained at petition filing

- a. The universe included in this measure is all juvenile cases for a specified period of time in which the youth were not detained at petition filing. Cases can be open or closed, but must have reached the jurisdictional hearing stage of court proceedings. (A)
- b. For each case in (A), compute the number of hours/days from the date of the detention order to the start of the jurisdiction hearing. Store each number in a dataset. (B)
- c. Count the total number of cases that started the jurisdiction hearing within 30 calendar days of the detention order. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- d. In addition to the total number of cases meeting this requirement (jurisdictional hearing started within 30 calendar days of detention order), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- e. Determine the average time to start the jurisdictional hearing, by counting the number of cases (A), totaling the days from detention order to jurisdictional hearing in dataset (B), and dividing (B) by (A).

***Required Data Elements for Jurisdiction Hearing Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Date of detention order.
- Date jurisdictional hearing started (be sure the date used is the date the hearing begins – not the date the hearing is completed).
- Custody status of juvenile (detained or not detained).

***Additional Data Elements:***

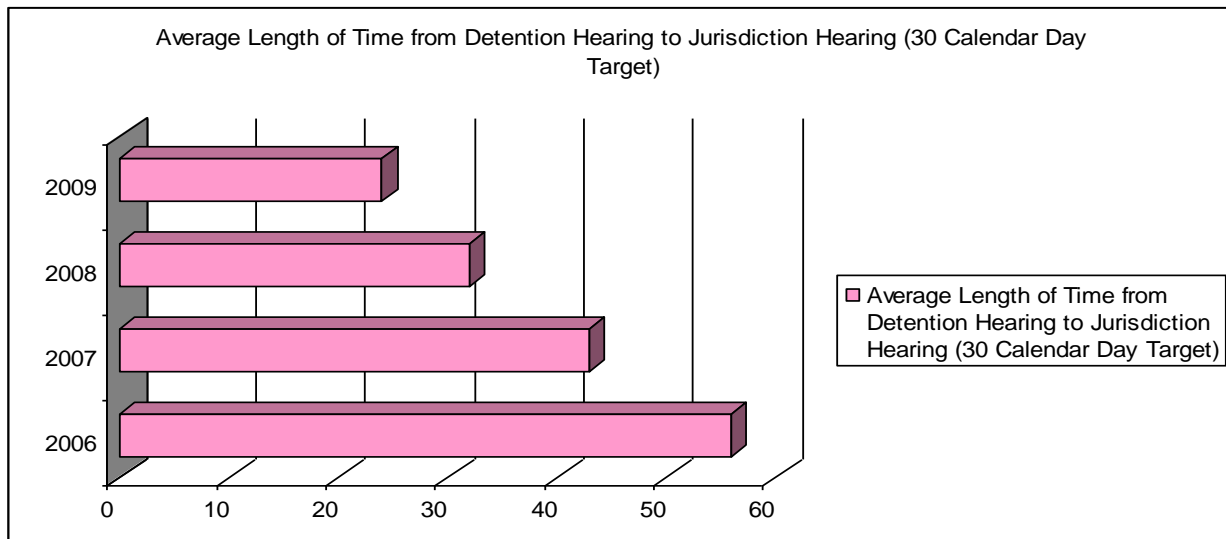
- Arrest date.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).

- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for timeliness measures might be reported.

**Sample: For Cases Where the Youth is Not Detained Average (Mean) Number of Days from Detention Hearing to Jurisdiction Hearing.**



**Disposition Hearing**

**Definition:** The number of cases with timely completion of the disposition hearing for both detained and non-detained youth.

**Objectives, Outcomes and Impact:** This measure shows how long it takes from for the court to reach the dispositional stage of juvenile case proceedings. The timeliness of disposition is a significant factor in the overall timeliness of the ultimate case resolution, as it formally establishes the placement and case plan for the youth. The timeliness of disposition helps the court evaluate their case processing efficiency and compliance with mandated timeframes, as well assess the timeliness of an important milestone on the path to case closure.



- 53. **Number of cases starting disposition hearing within 10 court days of jurisdictional order, if youth detained at jurisdiction.**
- 54. **Number of cases starting disposition hearing within 30 calendar days of jurisdictional order, if youth was not detained at jurisdiction.**
- 55. **Number of cases starting disposition hearing within 45 calendar days of jurisdictional order, if youth was not detained at jurisdiction.**

***Business Rules:***

Number of cases starting disposition hearing with 10 court days of jurisdictional order, if youth detained at jurisdiction.

- a. The universe included in this measure is all juvenile cases for a specified period of time in which the youth was detained at petition filing. Cases can be open or closed, but must have reached the dispositional hearing stage of court proceedings. (A)
- b. For each case in (A), compute the number of hours/days from the date of the jurisdictional order to the start of the disposition hearing. Store each number in a dataset. (B)
- c. Count the total number of cases that started the disposition hearing within 10 court days of the jurisdictional order. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- d. In addition to the total number of cases meeting this requirement (disposition hearing started within 10 days of jurisdiction order), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- e. Determine the average time to start the disposition hearing, by counting the number of cases (A), totaling the days from jurisdictional order to disposition hearing in dataset (B), and dividing (B) by (A).

Number of cases starting disposition hearing within 30 calendar days of jurisdictional order, if youth was not detained at jurisdiction

Number of cases starting disposition hearing within 45 calendar days of jurisdictional order, if youth was not detained at jurisdiction

- a. The universe included in this measure is all juvenile cases in which youth were not detained at jurisdiction. Cases can be open or closed for these measures but they must have reached at least the dispositional stage of court proceedings. Select a date range

for the report (e.g., date the juvenile petition was filed or all cases filed within a specific timeframe, noting the start and end date for that timeframe). (A)

- b. For each case in (A), compute the number of days from the jurisdictional order to the start of the disposition hearing. Store each number in a dataset. (B)
- c. Count the total number of cases that started the disposition hearing within 30 calendar days of the jurisdictional order. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- d. Count the total number of cases that started the disposition hearing with 45 calendar days of the jurisdictional order. (D) This can also be expressed as a percentage of all cases by dividing (D) by (A).
- e. In addition to the total number of cases meeting these requirements (disposition hearing within 30 or 45 calendar days of jurisdictional order), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- f. Determine the average time to dispositional hearing by counting the number of cases (A), totaling the days from jurisdictional order to dispositional hearing in dataset (B), and dividing (B) by (A).

***Required Data Elements for Disposition Hearing Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Date of jurisdictional order.
- Date disposition hearing started (be sure the date used is the date the hearing begins – not the date the hearing is completed).
- Custody status of juvenile (detained or not detained).

***Additional Data Elements:***

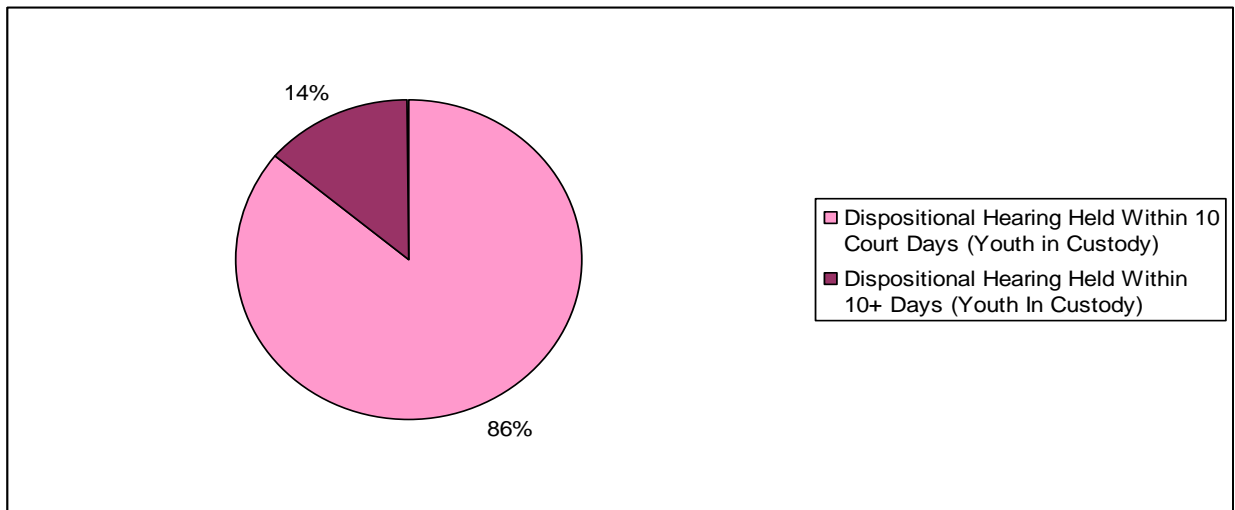
- Arrest date.
- Type of charge or offense.

- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for hearing timeliness measures might be reported.

**Sample: Percentage of Dispositional Hearings Held Within Ten Court Days, County B, 2009 (787 petitions).**



**Summary Measures of Case Length**

*Definition:* The timeliness of jurisdictional hearings and the overall timeliness of juvenile case processing.

*Objectives, Outcomes and Impact:* These measures provide the court with an assessment of the timeliness of an important case milestone (the jurisdictional hearing), as well as evaluation of the overall

timeliness of juvenile case processing – from the original inception of the case (as measured by the original petition filing date) to case closure (as measured by the termination of the court’s jurisdiction).

**56. Median days from start of jurisdiction hearing to completion of jurisdiction hearing.**

**57. Median days from filing of original petition to termination of jurisdiction.**

***Business Rules:***

Median days from start of jurisdiction hearing to completion of jurisdiction hearing.

- a. The universe included in this measure is all juvenile cases for a specified period of time (e.g., calendar year). Cases can be open or closed but must have reached the jurisdictional stage of proceedings. (A)
- b. For each case in (A), compute the number of days from the start of the jurisdiction hearing to the completion of the hearing. Store each number in a dataset (B).
- c. Calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).

Median days from filing of original petition to termination of jurisdiction.

- a. The universe included in this measure is all closed juvenile cases for a specified period of time (e.g., calendar year). (A)
- b. For each case in (A), compute the number of days from the original petition filing to the termination of court jurisdiction. Store each number in a dataset (B).
- c. Calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).

***Required Data Elements for Summary Measures of Case Length:***

- Date range or specified time frame for report (e.g., calendar year).
- For length of jurisdictional hearing – date jurisdictional hearing begins and ends.
- For overall case length – date of original petition filing and date of case closure (date court terminates jurisdiction).

***Additional Data Elements (particularly for overall case length measure):***

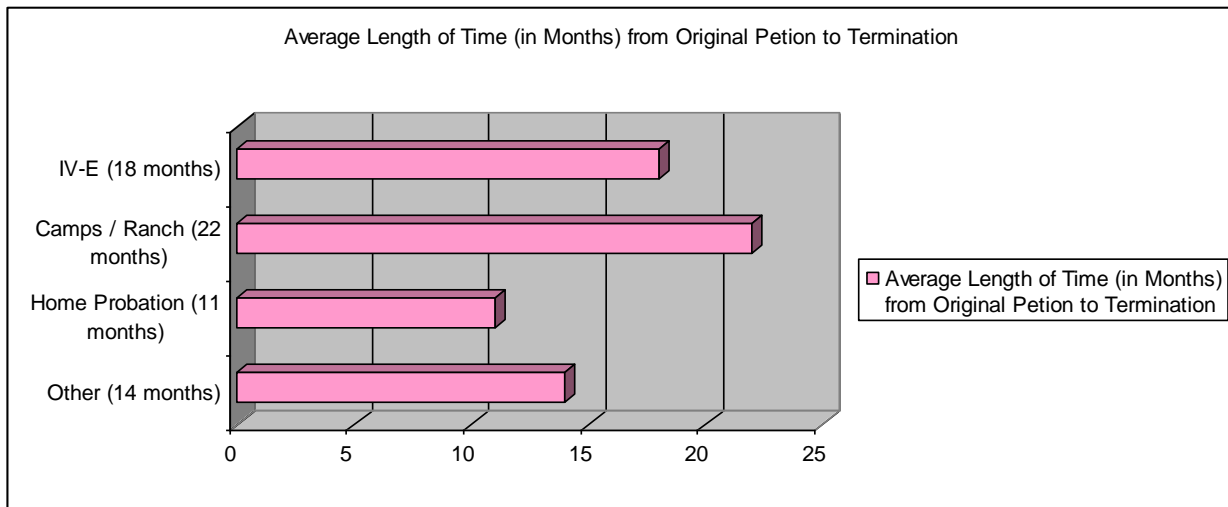
- Placement or custody status of the youth (detained or not detained).

- Type of charge or offense.
- Specific program, intervention or resource used in case (e.g., drug courts, mental health courts, alternative dispute resolution).
- Continuity of judicial officer and continuity of representation.
- Frequency of appearances of hearings (youth, parents/ guardians).
- Whether (and how often) youth (parents/ guardians) had input into case planning.
- Youth presenting problems (substance abuse, mental health, special needs' status, etc.).
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for hearing timeliness measures might be reported.

**Sample: Average Length of Time (Mean) from Original Petition to Termination by Placement Type.**



## Continuances

**Definition:** The number of hearings initial/ detention hearings, jurisdictional hearings, and disposition hearings delayed by continuances.

**Objectives, Outcomes and Impact:** Continuances can result in significant delays for case processing. As a result, it is important that courts measure the extent of continuances and to determine at what stage of the juvenile court proceedings continuances are more likely to be requested and granted. These can be used to explore the reasons behind continuance practice, to design and implement reforms aimed at eliminating the need to set over or re-schedule court proceedings.

58. **Number of continuances, by reason, before completing initial/detention hearing.**
59. **Number of continuances, by reason, before completing jurisdiction hearing.**
60. **Number of continuances, by reason, before completing disposition hearing.**

### **Basic Business Rules:**

Number of continuances, by type, before completing initial/ detention hearing

Number of continuances, by type, before completing jurisdiction hearing

Number of continuances, by type, before completing disposition hearing

- a. The universe included in this measure is all juvenile cases for a specified period of time (e.g., calendar year). Cases can be open or closed – but for each of the measures the case must have reached the appropriate stage of proceedings. (A)
- b. For each case in (A), count the total number of continuances (and record the reasons for the continuance) that occurred before completing the hearing (initial/detention, jurisdiction, disposition).

### **Required Data Elements for Continuance Measures:**

- Date range or specified time frame for report (e.g., calendar year).
- Start and end date for each hearing (initial/ detention, jurisdiction, disposition).
- Whether a continuance was granted before hearing
- Stated reason for the continuance.

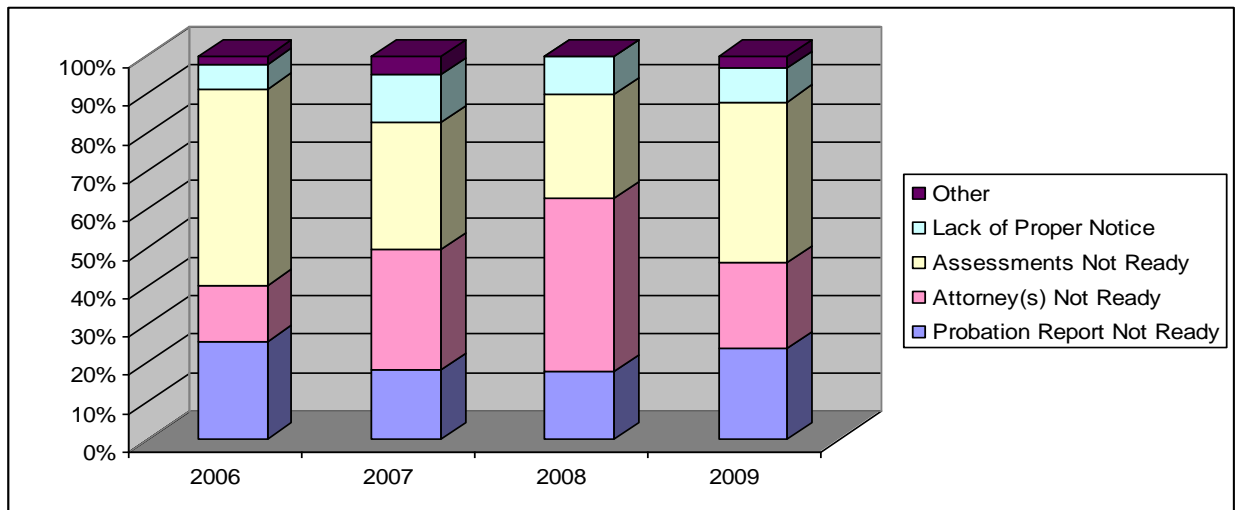
### **Additional Data Elements (particularly for overall case length measure):**

- Party requesting the continuance.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for continuances measures might be reported.

**Sample: Reasons for Continuances by Reason, by Year.**



## IV. SUMMARY

### RECOMMENDATIONS

As noted previously, it is important to keep in mind that no individual performance measure presented in this report stands alone – each of the measures contributes important contextual information necessary to an understanding of the overall “health” of the juvenile delinquency court system in California. With this in mind, there are several final recommendations from the Contractor to the AOC as they move forward with next steps on the project. These recommendations include:

- The California Case Management System (CCMS) should be flexible enough to provide as much of the data as possible for the performance measures presented in this report.
- CCMS should be responsive to trends in data needs, which are likely to change over time.
- Some of the measures, particularly in the Competency Development goal area, are not likely to be available in court case management systems. In the absence of statewide probation data systems, special data collection efforts will need to be pursued to generate these important data.
- The performance measures presented in this report are person and case-level data. Project staff and various stakeholders rightfully pointed out the desirability of system measures for two reasons: (1) to best contextualize the measures, and (2) to measure system performance. Accordingly, the Contractor recommends that in the future, the AOC develop data collection modules that the courts can use to capture system measures as need arises/ on special occasion.

### POTENTIAL SPECIAL PROJECTS

During the course of the project, a number of suggestions for measurement were made by stakeholders that are interesting but outside the scope of the current project. Some of these suggestions could potentially develop into important special projects, and include:

#### *Inventories of Resources*

- Develop an inventory of delinquency prevention strategies to demonstrate direct efforts by the juvenile justice system to impact community safety;
- Identify whether or not interpreters and documents are available in critical foreign languages;



- Develop an inventory of community service options available in a given jurisdiction; and
- Establish if a full range of appropriate graduated sanctions and incentives are available, if they are being used, and if jurisdictions are using the least restrictive options available.

#### *Court User Perception of the System*

- Explore whether or not members of the community feel that the court is employing appropriate measures to keep them safe;
- Ascertain user satisfaction with the juvenile justice system and their perception of fairness of the system; and
- Develop exit interviews to learn which practices actually did foster accountability among youth.

#### *Court Policy*

- Examine if courts are using a calendaring system that increases wait time;
- Review for fair caseloads both within and between systems; and
- Develop safeguards so that the emphasis on timeliness in the proposed performance measures will not lead to an unintentional consequence of valuing speed over fairness.

### **NEXT STEPS**

In collaboration with project staff at the AOC, the Contractor suggests the next steps for the project:

- Secure more internal feedback on the proposed measures, finalize IV-E Placement Measures and ICWA Measures, and draft compatible logic models and full business rules for all measures;
- Make the proposed performance measures publicly available for local courts to adopt as well as gather further feedback;
- Pilot test and subsequently refine the performance measures as necessary;
- Work with state level stakeholders and the CCMS development team to work through data collection issues; and
- Seek out partnerships with other state entities with similar interests in data collection, data systems, and performance measurement.

**ATTACHMENT 1: Draft AOC Court Performance Measures in Juvenile Delinquency (April 21, 2009)**

**1 Judicial Continuity and Attorney Representation**

How many of the hearings are heard by the same judicial officer

How often are attorneys present at hearings

How many of the youth's hearings are handled by the same defense attorney

How many of the youth's hearings are handled by the same prosecutor

a	Average percent of hearings heard by majority judicial officer.
b	Percentage of cases in which defense attorneys are present at every hearing
c	Percentage of cases in which prosecutors are present at every hearing
d	Average percent of hearings where youth is represented by the majority defense attorney.
e	Average percent of hearings where youth is represented by the majority prosecutor

**2 Effective Participation**

Do parties and parents attend hearings? Do they meaningfully participate?

a	Percentage of cases in which youth is served with a copy of the original petition and notice of the initial/detention hearing. Repeat for parents
b	Percentage of hearings in which child is present. Repeat for victims and for parents.
c	Percentage of cases with either a) a victim impact statement in the court records (social study), or b) court record of oral victim impact statement

**3 Offender Accountability and Rehabilitation**

Are youth accountable for their victim restitution and community service/work obligations?

How often do courts exercise appropriate judicial oversight for restitution setting and review

How often do youth recidivate?

How often are dispositions stepped up during the probationary period?

a	Among cases with victim restitution obligations, number of cases with full, partial, or no payment at case closing.
b	Among cases with community service or work obligations, number of cases with full, partial, or no hours completed at case closing.
c	Judicial oversight of restitution: When is restitution amount set by the court, percentage breakdown: At disposition; later; at case closing; never – amount remained TBD
d	Median time from restitution order to annual review hearing
e	Median time from community service work order to annual review hearing
f	Median time from DJJ commitment to annual review report provided
g	Percentage of cases where victim restitution completion is reported to the court before probation is terminated
h	New law violations: Number of subsequent juvenile arrests and number of subsequent sustained petitions for new law violations (during and after the probationary period)
i	Violations of Probation: Number of technical violations during supervision period
j	Number of arrests as an adult and number of subsequent sustained petitions in criminal court for new law violations (during and after the probationary period)
k	Percentage of Deferred Entry of Judgment orders that are revoked
l	Percentage of Informal Probation dispositions that are revoked
m	Percentage of dispositions for wardship probation at home that are stepped up to ranch, camp, or state prison

**4 Child well-being/ Pro-social behavior**

Are youth living healthy and productive lives during the probationary period?

a	Drug and alcohol tests were administered while under supervision? Number of positive and negative tests
b	School participation: Status of school attendance at case closing. If enrolled, last grade completed, meeting attendance requirements? If not in school, breakdown of reason: graduated, expelled, vocational training, employment.
c	Percentage of cases with uninterrupted grade progression during time on probation.

**5 Delinquency hearing timeliness measures**

How often are hearings held within statutory time lines?

a	Percent of petition reports filed within 48 court hours of arrest if taken into custody (631 W&I – California Welfare & Institutions Code)
b	Percent of cases completing detention hearing within 1 court day of petition filing, if youth detained before hearing
c	Percent of cases completing detention hearing within 2 court days of petition filing, if youth detained before hearing
d	Percent of cases completing detention hearing within 30 calendar days of petition filing, if youth not detained before hearing
e	Percent of cases starting jurisdiction hearing within 15 calendar days of detention orders, if youth detained at petition filing (657 W&I)
f	Percent of cases starting jurisdiction hearing within 30 calendar days of detention orders, if youth not detained at petition filing
g	Percent of cases starting disposition hearing within 10 court days of jurisdictional orders, if youth detained at jurisdiction (702 W&I)
h	Percent of cases starting disposition hearing within 30 calendar days of jurisdictional orders, if youth detained at jurisdiction (702 W&I)

i	Percent of cases starting disposition hearing within 45 calendar days of jurisdictional orders, if youth detained at jurisdiction (702 W&I)
j	Median time from start of jurisdiction hearing to completion of jurisdictional hearing
n	Median time from filing of original petition to termination of jurisdiction
o	Average number of continuances before completing: initial/detention, jurisdiction, disposition, dismissal
p	Frequency of on-the-record reasons for continuances, by hearing type

## 6 Title IV-e Delinquency Timeliness Measures

How often are hearings held within statutory time lines for youth in IV-e eligible placements?

a	Median time from date youth entered foster care to 6 months review hearing/disposition hearing
b	Median time from date youth entered foster care to 12 month review (permanency) hearing
c	Median time from termination of reunification services to first 366.26 hearing
d	Median time from termination of parental rights to date of final adoption order
e	Median time from disposition hearing to establishment of guardianship
f	Median Time From W&I 366.26 Hearing to Establishment of Guardianship
g	Percentage of children for whom no reunification services were offered to the parents under 727.2(b) and the first permanency hearing was held within 30 days of disposition.
	Percentage of children for whom a section 727.31 hearing is completed (hearing to consider TPR)
h	Percentage of children for whom a section 366.26 hearing is completed
i	Percentage of children whose post-permanency hearing is completed within 6 months of the section 366.26 hearing or last post-permanency hearing
j	Percentage of children for whom a permanency hearing has been held, by permanent

	plan type.
k	Median time from disposition ordering suitable placement to implementation of a permanent plan by permanent plan type
l	Percentage of children for whom the first and subsequent post-permanency review hearings are completed within the statutory time frame
m	Median time from the detention order (just prior to the disposition order of suitable placement) to implementation of a permanent plan type
n	For foster care cases, percentage of cases where the court receives a case plan within 60 days of removal or by the date of the dispositional hearing, whichever is first (WIC 636.1)

**7 Title IV-e: Other measures**

How successful are the courts in meeting the goals of permanency for IV-e placement youth

a	IV-e: Percentage of cases in which no reunification services are ordered and reasons
b	IV-e: Percentage of cases for which youth have input into their case plan
c	IV-e: Percentage of children 15 years of age or older with current transitional independent living plans
d	IV-e: Percentage of youth present at emancipation hearing with judicial confirmation of receipt of all services and documents mandated by section 391(b) (1–5)
e	Percentage of children reunified in less than 12 months from date entered foster care
f	Percentage of children who were reunified but reentered foster care within 12 months
g	Percentage of children in long-term foster care who were freed for adoption
h	Percentage of children in long-term foster care who were discharged to a permanent home before their 18th birthdays
i	Of children aging out of foster care, percentage who were in foster care 3 years or longer

j	Average number of placements by length of stay
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**8 ICWA Measures**

How often do courts make ICWA determinations and ensure that ICWA-eligible cases are handled appropriately

a	Percentage of cases where the court made inquiries regarding ICWA eligibility
b	Percentage of cases with court receipt of Parental Notification of Indian Status form (ICWA-020)
c	Percent of cases where child was found to be ICWA eligible
d	Percentage of ICWA-eligible cases where tribe was consulted in developing a case plan
e	Percent of ICWA-eligible cases where a tribe has intervened
f	Percentage of ICWA cases where the child was placed with an Indian or ICWA-compliant family
g	Percentage of ICWA cases where tribal resources were used to find or supervise placement

## ATTACHMENT 2: Juvenile Delinquency Guidelines 16 Key Principles

1. Juvenile delinquency court judges should engage in judicial leadership and encourage system collaboration.
2. Juvenile delinquency systems must have adequate staff, facilities, and program resources.
3. Juvenile delinquency courts and juvenile abuse and neglect courts should have integrated one family-one judge case assignments.
4. Juvenile delinquency court judges should have the same status as the highest level of trial court in the state and should have multiple year or permanent assignments.
5. All members of the juvenile delinquency court shall treat youth, families, crime victims, witnesses, and others with respect, dignity, courtesy and cultural understanding.
6. Juvenile delinquency court judges should ensure their systems divert cases to alternative systems whenever possible and appropriate.
7. Youth charged in the formal juvenile delinquency court must have qualified and adequately compensated legal representation.
8. Juvenile delinquency court judges should ensure crime victims have access to all phases of the juvenile delinquency court process and receive all services to which they are entitled by law.
9. Juvenile delinquency courts should render timely and just decisions and trials should conclude without continuances.
10. Juvenile delinquency system staff should engage parents and families at all stages of the juvenile delinquency court process to encourage family members to participate fully in the development and implementation of the youth's intervention plan.
11. The juvenile delinquency court should engage the school and other community support systems as stakeholders in each individual youth's case.
12. Juvenile delinquency court judges should ensure court dispositions are individualized and include graduated responses, both sanctions and incentives.
13. Juvenile delinquency court judges should ensure effective post-disposition review is provided to each delinquent youth as long as the youth is involved in any component of the juvenile justice system.
14. Juvenile delinquency court judges should hold their systems and the systems of other juvenile delinquency court stakeholders accountable.
15. Juvenile delinquency court judges should ensure the court has an information system that can generate the data necessary to evaluate performance, facilitate information sharing with appropriate agencies, and manage operations information.
16. The juvenile delinquency court judge is responsible to ensure that the judiciary, court staff, and all system participants are both individually trained and trained across systems and roles.



### ATTACHMENT 3: Performance Measures for Delinquency Court Logic Model

**Purpose:** The purpose of California’s Delinquency Court’s are to maintain community safety, hold juvenile offenders accountable to victims and the community, and develop competencies among delinquency-court involved youth.

Purpose/Mission	Outputs		Outcomes – Impact		
	Goals	Objectives	Short (Process)	Medium	Long
<p>The function of California’s Delinquency Court’s are to maintain community safety, hold juvenile offenders accountable to victims and the community, and develop competencies among delinquency-court involved youth</p>	<p>Increase safety in communities by supporting and implementing both effective delinquency prevention strategies and a continuum of effective responses to reduce recidivism.</p>	<p>Prevent delinquency</p> <p>Supervise/Monitor Youth in community and/or placement</p>	<p>NA</p> <p>Establish continuum of services/sanctions</p>	<p>NA</p> <p>Number of cases with (serious) violations or probation</p> <p>Number (%) of cases with new offenses while under supervision</p>	<p>NA</p> <p>Recidivism rates @ 6, 12, 18, and 24 months</p> <p># and % of juvenile-court involved youth who remain crime free</p> <p>overall reduction in crime rate among cohort groups</p>
	<p>Hold juvenile offenders accountable to their victims and the community by enforcing completion of restitution and community service requirements.</p>	<p>Pay restitution (if applicable)</p> <p>Complete community service (if applicable)</p> <p style="color: red;">Increase offender empathy and understanding of impact of crime</p>	<p>Establish policy/criteria for ordering and collecting restitution</p> <p>Establish policy/criteria for ordering and completing community service</p> <p style="color: red;">Establish victim awareness training / victim empathy programs</p>	<p>Amount of restitution ordered/ paid</p> <p>#/% paying all, some, or no restitution</p> <p>Amount of community service ordered/ completed</p> <p>#/% completing all, some, or no community service</p> <p style="color: red;">#/% successfully completing victim awareness training and/or victim empathy programs</p>	<p>Long-term evidence of continued collaboration between juvenile courts and victims advocacy groups</p> <p>Increased victim satisfaction with juvenile justice system</p>
	<p>Develop competent and productive citizens by advancing the responsible living skills of youth within the jurisdiction of the juvenile court.</p>	<p>Develop and offer continuum of competency development building activities, resources, collaborations (e.g., academic skills, pro-social)</p> <p>Develop and offer continuum of treatment/intervention activities, resources, collaborations (e.g., mental health, drug and alcohol)</p>	<p>Documentation of programs/curricula offering services and interventions for enhancing: academic, pro-social, moral reasoning, employment, and independent living skills</p> <p>and</p> <p>sex offense, mental health, and substance abuse treatment</p>	<p>Number and percent of cases that successfully complete case plan objectives/activities related to academic, Pro-social, moral reasoning, employment, and independent living skills</p> <p>And/or</p> <p>sex offense, mental health, and substance abuse treatment</p>	<p>Evidence of juvenile court-involved adults who:</p> <p>graduated from high school, college, job training</p> <p>Obtained and maintained employment</p> <p>Remained free of court supervision and incarceration</p>

**Purpose:** California’s Delinquency Court’s should promote and model equal access to courts and services, fairness, and timeliness in all court proceedings.

Purpose/Mission	Goals		Outcomes – Impact		
	Goals	Objectives	Short (Process)	Medium	Long
Promote and model equal access to courts and services, fairness, and timeliness in all court proceedings	<p><b>Access:</b> Courts should monitor and minimize procedural barriers to serving court users and the public.</p>	<p>Notification (Documentation of Service)</p>	<p>#/% of in which parties are served copy of petition/notice of initial / detention hearing. Youth, parents,</p>	<p>#/% of in which parties (Youth, parents, victims) are present at initial / detention hearing. #/% of cases with victims in which a victim impact statement is recorded</p>	<p>No persons are denied access to courts due to procedural/cultural barriers.</p>
	<p><b>Fairness:</b> Trial courts should provide due process and equal protection of the law in all matters, including delinquency cases</p>	<p>Judicial oversight</p> <p>Due process</p> <p>Equal Protection</p> <p>Case planning</p>	<p>Not specified</p>	<p>#/% of hearings heard by majority judicial officer # of post-dispositional reviews #/% of cases involving majority defense attorney, prosecutor, probation officer #/% of cases in which youth and parent have input in case plans</p>	<p>#/% of documented cases in which defendants, families, or victims are denied judicial oversight, due process, equal protection</p> <p>Or</p> <p>Documented evidence that courts are fair and impartial</p>
	<p><b>Timeliness:</b> A trial court should meet its responsibilities to everyone affected in a timely and expeditious manner; one that does not cause delay.</p>	<p>Timely hearings for:</p> <ul style="list-style-type: none"> <li>Petition filing</li> <li>Initial detention</li> <li>Disposition</li> </ul> <p>Length of case</p> <p>Continuances</p>	<p>Not Specified</p>	<p>#/% if cases completing detention hearing within 1, 2, 30 days of petition (depending) #/% if cases starting jurisdiction hearings within 15, 30 days of petition or on-time (depending) Average time from beginning of jurisdictional hearing to end Average time from filing original petition to termination of jurisdiction Average number of continuances Reasons for continuances Frequency of 15 day reviews</p>	<p>Establish reasonable baselines for timely court case processing</p> <p>Documentation of # and % of cases that fall under, at, or over baselines</p> <p>Evidence of efforts to improve outcomes</p>

## ATTACHMENT 4: Summary Version of Delinquency Performance Measures

### GOAL 1: COMMUNITY SAFETY

*Increase safety in communities by supporting and implementing both effective delinquency prevention strategies as well as a continuum of effective and least intrusive responses to reduce recidivism.*

#### PERFORMANCE MEASURES

##### Recidivism

1. Number of subsequent sustained juvenile petitions during the supervision period (602 petitions).
2. Number of sustained probation violations during the supervision period (777 petitions).
3. Number of sustained petitions or convictions for new offenses in either juvenile or criminal court after original court jurisdiction is terminated (12, 24, and 36 months).

### GOAL 2: OFFENDER ACCOUNTABILITY

*Hold juvenile offenders accountable to their victims and community by enforcing completion of restitution and community service requirements.*

#### PERFORMANCE MEASURES

##### Victim restitution

4. Among cases with victims, number of cases with victim restitution set.
5. Among cases with victim restitution, amount ordered and amount paid at case closing.

##### Restitution fine

6. Among cases with dispositions for misdemeanor or felony charges, number of cases with restitution fine set.
7. Among cases with restitution fine, amount ordered and amount paid at case closing.

##### Community service

8. Among disposed cases, number of cases with community service or work obligations set.
9. Among cases with community service or work obligations, amount ordered and amount completed at case closing.

##### Victim awareness

10. Among cases with victims, number of cases where a victim awareness or victim sensitivity program was ordered.
11. Among cases with a victim awareness or victim sensitivity program ordered, number of cases where the program was completed.

Court oversight

12. Among cases with victim restitution or community service or work obligations, number of annual reviews after disposition and time from disposition to annual review(s).

**GOAL 3: COMPETENCY DEVELOPMENT**

*Develop competent and productive citizens by advancing the responsible living skills of youth within the jurisdiction of the juvenile delinquency court.*

PERFORMANCE MEASURES

Educational competency

13. Number of cases where youth was enrolled in school at intake.
14. Number school credits/units at intake for each case.
15. Number of cases where youth was enrolled in school at case closing.
16. Number of school credits/units at case closing for each case.
17. Number of cases where the court orders that youth with identified special education needs receive necessary services
18. Number of cases where the court limited the parent's educational rights

Vocational competency

19. Number of youth who are employed full-time, part-time, or in a vocational training program at case closing.

Substance abuse

20. Number of cases where a substance abuse assessment was completed.
21. Number of cases where substance abuse treatment was ordered.
22. Number of cases where mandated substance abuse treatment was completed.

Mental health

23. Number of cases where a mental health assessment was completed.
24. Number of cases where mental health treatment was ordered.
25. Number of cases where mandated mental health treatment was completed.

Court oversight

26. Number of post-disposition review hearings by supervision type and length of supervision.

**GOAL 4: ACCESS**

*Courts should monitor minimize operational and procedural barriers to serving court users and the public.*

## PERFORMANCE MEASURES

### Notice of hearing

27. Number of cases where youth is served with a copy of the original petition before the initial hearing.
28. Number of cases where a parent/guardian is served with a copy of the original petition before the initial hearing.
29. Number of cases where youth is served with a copy of the original petition before the detention hearing.
30. Number of cases where a parent/guardian is served with a copy of the original petition before the detention hearing.
31. Number of cases where youth is served with a copy of a subsequent petition before a hearing.
32. Number of cases where a parent/guardian is served with a copy of a subsequent petition before a hearing.
33. Among those cases with a victim, number of hearings victim(s) received written or verbal notice of the hearing.
34. Number of cases continued due to lack of notice.

### Participation at hearing

35. Number of hearings in a case at which youth is present.
36. Number of hearings in a case at which a parent/guardian is present.
37. Among those cases with a victim, number of hearings at which the victim(s) appeared.
38. Among those cases with a victim, number of cases where a written or verbal victim impact statement is on record.

<b>GOAL 5: FAIRNESS</b>
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*Juvenile courts should provide due process and equal protection of the law to all who have business before them. ... The decisions and actions of a trial court should adhere to the duties and obligations imposed on the court by relevant law as well as administrative rules, policies, and ethical and professional standards.*

## PERFORMANCE MEASURES

### Continuity of professionals

39. Number of hearings in a case heard by the same judicial officer (majority).
40. Number of hearings in a case where the youth is represented by the same defense attorney (majority).
41. Number of hearings in a case where the public is represented by the same prosecutor (majority).

Attorney representation

- 42. Number of hearings in a case where youth was represented by defense counsel.
- 43. Number of hearings in a case where prosecutor was present.

Records

- 44. Among cases where petitions were filed to seal records, number of petitions granted in the last year.

Input on case plans

- 45. Number of cases where the court found the youth was actively involved in case plan development.
- 46. Number of cases where the court found a parent/guardian was actively involved in case plan development.

<b>GOAL 6: TIMELINESS</b>
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*Juvenile court should meet its responsibilities to everyone affected by its actions and activities in a timely and expeditious manner.*

Filing

- 47. Number of petitions filed within 48 hours of arrest, excluding non-judicial days, if youth was taken into custody.

Initial/detention hearing

- 48. Number of cases completing detention hearing within 1 court day of petition filing if youth was detained.
- 49. Number of cases completing detention hearing within 2 court days of petition filing if youth was detained.
- 50. Number of cases completing initial hearing within 30 calendar days of petition filing if youth was not detained.

Jurisdiction hearing

- 51. Number of cases starting jurisdiction hearing within 15 court days of detention order, if youth was detained at petition filing.
- 52. Number of cases starting jurisdiction hearing within 30 calendar days of detention order, if youth was not detained at petition filing.

Disposition hearing

- 53. Number of cases starting disposition hearing within 10 court days of jurisdictional order, if youth detained at jurisdiction.

54. Number of cases starting disposition hearing within 30 calendar days of jurisdictional order, if youth was not detained at jurisdiction.
55. Number of cases starting disposition hearing within 45 calendar days of jurisdictional order, if youth was not detained at jurisdiction.

Summary measures of case length

56. Median days from start of jurisdiction hearing to completion of jurisdiction hearing.
57. Median days from filing of original petition to termination of jurisdiction.

Continuances

58. Number of continuances, by type, before completing initial/detention hearing.
59. Number of continuances, by type, before completing jurisdiction hearing.
60. Number of continuances, by type, before completing disposition hearing.

# 13. Delinquency Business Rules



## Performance Measures for Delinquency Court

The function of California's Delinquency Courts are to maintain **community safety**, hold juvenile offenders **accountable** to victims and the community, and develop **competencies** among delinquency-court involved youth.

### GOAL 1: COMMUNITY SAFETY

*Increase safety in communities by supporting and implementing both effective delinquency prevention strategies as well as a continuum of effective and least intrusive responses to reduce recidivism.*

#### PERFORMANCE MEASURES: Community Safety

##### Recidivism

*Definition:* The number of cases (or percentage of juveniles) who have subsequent, sustained juvenile petitions or probation violations while still under the court's supervision, as well as the number (or percentage of juveniles) who have sustained juvenile petitions after the original court jurisdiction has been terminated.

*Objectives, Outcomes and Impact:* Recidivism performance measures provide the court both with information about the re-occurrence of delinquent activity while juveniles are under court supervision and the extent to which juveniles re-offend and re-enter the system after court jurisdiction has ended. These measures provide the court with a means of evaluating its role, and that of system partners, in preventing delinquency and keeping communities safe by effectively supervising and monitoring youth in the community and/or in placement. Data on recidivism can be used to help establish a continuum of services and sanctions. Courts can use data on these performance measures to determine recidivism rates (e.g., at 12, 24 and 36 months), as well as the number and percent of juvenile-court involved youth who remain crime-free and overall reductions in crime rates among cohort groups.

1. **Number of subsequent sustained juvenile petitions during the supervision period (602 petitions).**
2. **Number of sustained probation violations during the supervision period (777 petitions).**
3. **Number of sustained petitions or convictions for new offenses in either juvenile or criminal court after original court jurisdiction is terminated (12, 24, and 36 months).**

##### *Basic Business Rules:*

DRAFT Not for dissemination.

Number of subsequent sustained juvenile petitions during the supervision period (602 petitions).

- a. The universe of cases included in this measure is youth under the court's jurisdiction (youth who had an open case) during a specified time period (the supervision period). (A)
- b. From dataset (A), select cases with a subsequent sustained juvenile petition (602 petitions) during that time period (the supervision period). Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with a subsequent sustained juvenile petition in that time period by dividing (B) by (A).

Number of sustained probation violations during the supervision period (777 petitions).

- a. The universe of cases included in this measure is youth under the court's jurisdiction (youth who had an open case) during a specified time period (the supervision period). (A)
- b. From dataset (A), select cases with a sustained probation violation (777 petitions) during that time period (the supervision period). Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with a subsequent sustained probation violation in that time period by dividing (B) by (A).

Number of sustained petitions or convictions for new offenses in either juvenile or criminal court after original court jurisdiction is terminated (12, 24, and 36 months).

- a. The universe of cases included in this measure is youth with closed cases during a specified time period such as a calendar year. (A)
- b. From dataset (A), select cases for which a new sustained petition or conviction for a new offense (in either juvenile or criminal court) for the same youth was filed during a specified time (12, 24, 36 months) following case closure. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with a new sustained petition or conviction for a new offense after case closure by dividing (B) by (A).

***Required Data Elements for Recidivism Measures:***

- Date range or specified time frame for report (e.g., cases in calendar year).

- Sustained juvenile petition date (or criminal court conviction date or sustained probation violation date).
- Case closure date or case termination date.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements:***

- Placement type or custody status of youth at the time of the subsequent juvenile petition.
- Type of subsequent or new offense or type of probation violation.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., court, county).

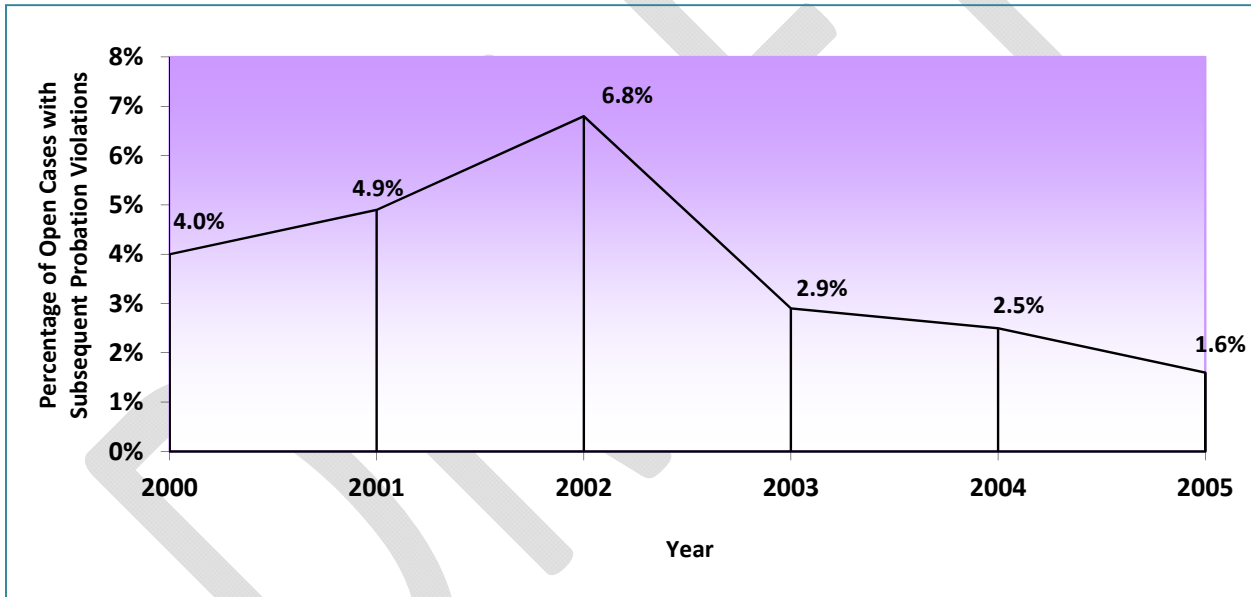
***Presenting Data:***

Graphic representations can help courts understand the meaning of their results for this measure. If striking differences are seen, for example, in certain locations or for certain racial/ethnic groups, the reasons for the differences may be well worth exploring. Comparisons on these measures can be illustrated in either pie charts or bar graphs. Pie charts will clearly show the proportion of cases in which no further juvenile petition or probation violation occurred, for example, whereas bar graphs are better for representing significant practical differences between jurisdictions. The sample graphic representations that follow use hypothetical data to demonstrate how results for recidivism measures might be reported.

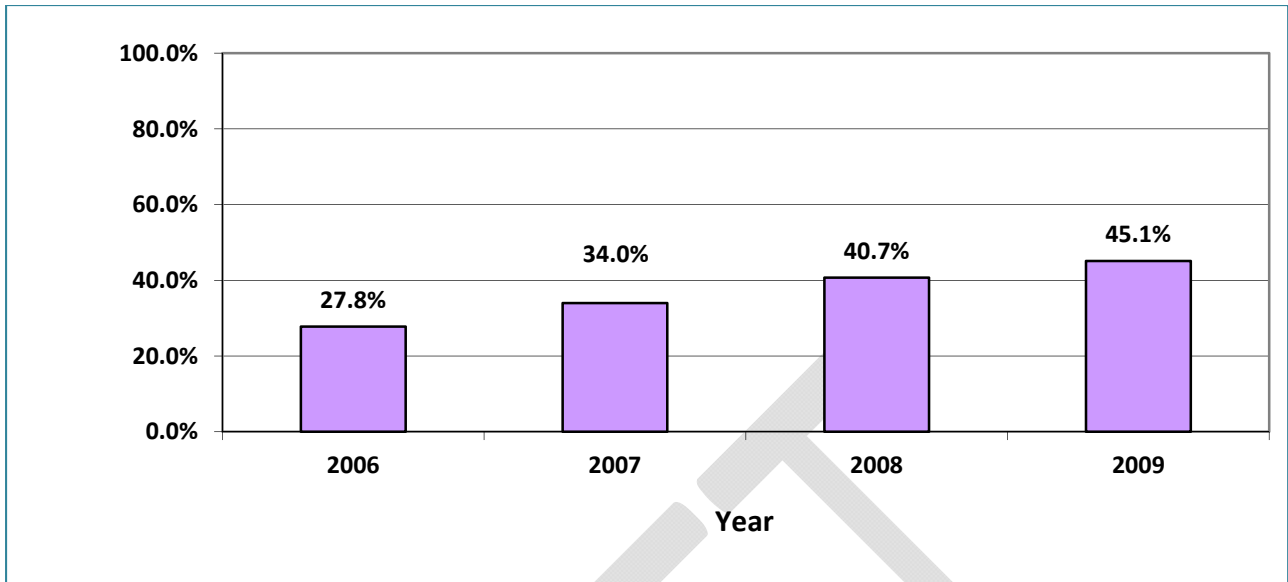
**Sample: Recidivism While Under Court Jurisdiction – The Number of Cases with Subsequent Sustained Juvenile Petitions during the Supervision Period (602 petitions), by Age, 2008.**

Age	Total Number of Juvenile Cases Under Court Jurisdiction	Number of Cases With Subsequent Petition While Under Court Jurisdiction	Percent
16	1,500	66	4.4%
15	750	22	2.9%
14	325	8	2.5%
13	940	10	1.1%
<b>Statewide</b>	<b>3,515</b>	<b>106</b>	<b>3.0%</b>

Sample: Recidivism While Under Court Jurisdiction – The Percentage of Open Cases with Sustained Probation Violations during the Supervision Period (2000-2005).



Sample: Recidivism after Case Closure – the Percentage of New Juvenile Offenses 12 Months after the Original Court Jurisdiction has Terminated (2006-2009).



Note: The data on each of the recidivism measures may also be presented as indices of law-abiding behavior (i.e., the reverse of the way the data are presented above). For example, reporting the number of juveniles with no new offenses one year after court jurisdiction has terminated.

## GOAL 2: OFFENDER ACCOUNTABILITY

*Hold juvenile offenders accountable to their victims and community by enforcing completion of restitution and community service requirements.*

### PERFORMANCE MEASURES: Offender Accountability

#### Victim Restitution

*Definition:* The number of cases in which victim restitution is set. Of those cases, the amount ordered and the amount paid at case closing.

*Objectives, Outcomes and Impact:* Restitution provides a means for juvenile offenders to make reparations to their victims and as such is a critical measure of restorative justice. Victim restitution measures provide the court with a means of assessing the extent to which disposed cases involve victim restitution. The victim restitution performance measures help to assess the court's ability to collect ordered restitution at the time of case closure, and compare that amount to what was requested or ordered. The measures also help to determine the number or percentage of cases in which all, some or no restitution is paid. Data on victim restitution measures may help the court to establish policy or criteria for ordering and collecting restitution, and may serve as long-term evidence of continued collaboration between juvenile courts and victims' advocacy groups.

4. **Among cases with victims, number of cases with victim restitution set.**
5. **Among cases with victim restitution, amount ordered and amount paid at case closing.**

#### *Basic Business Rules:*

Among cases with victims, number of cases with victim restitution set.

- a. The universe of cases included in this measure is youth whose cases involved victims during a specified time period (e.g., calendar or fiscal year). Cases can be open (but reached disposition) or closed for this measure. (A)
- b. From dataset (A), select cases where victim restitution was set. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with a victim that set restitution during the specified time period by dividing (B) by (A).

Among cases with victim restitution, amount ordered and amount paid at case closing.

- a. The universe of cases included in this measure is youth with closed cases that involved victim restitution during a specified time period (e.g., calendar or fiscal year). (A)
- b. From dataset (A), record the amount of victim restitution ordered (B). From dataset (A), record the amount of victim restitution paid at case closing (C). To calculate the difference between the amounts of victim restitution ordered and the amount paid at case closing, subtract (C) from (B).

***Required Data Elements for Victim Restitution Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Whether case involved a victim(s).
- Whether case involved victim restitution.
- Whether restitution amount was set.
- Amount of victim restitution ordered.
- Amount of victim restitution paid.
- Case closure date.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements***

- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).

- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting Data:**

The sample graphic representation uses hypothetical data to demonstrate how results for victim restitution measures might be reported.

**Sample: Victim Restitution – A County Comparison (FY 2009).**

Restitution to Victims – 2009				
County Size	Number of Cases with Victims	Number of Cases Restitution Ordered	Amount Ordered	Amount Paid at Case Closing
Large	2,500	2,075 (83%)	\$350,000	\$280,000 (80%)
Medium	1,100	980 (89%)	\$175,000	\$148,750 (85%)
Small	710	689 (97%)	\$112,000	\$106,400 (95%)
Very Small	650	600 (92%)	\$100,000	\$93,000 (93%)

**Restitution Fine**

*Definition:* The number of cases with misdemeanor or felony charges in which restitution fines are set. Of those cases, the amount of fine ordered and the amount paid at case closing.

*Objective, Outcomes and Impact:* These measures help the court to compare the extent of restitution fines levied in cases involving misdemeanor or felony charges, and any discrepancies between the amount of fines ordered and paid at case closing. Data on these measures can be used to establish policy or criteria for ordering and collecting restitution.

6. **Among cases with dispositions for misdemeanor or felony charges, number of cases with restitution fine set.**
7. **Among cases with restitution fine, amount ordered and amount paid at case closing.**

**Basic Business Rules:**

Among cases with dispositions for misdemeanor or felony charges, the number of cases with restitution fine set.



- a. The universe of cases included in this measure is youth whose cases involved dispositions for misdemeanor or felony charges during a specified time period (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where a restitution fine was set. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of misdemeanor or felony charge cases with a restitution fine set during the specified time period by dividing (B) by (A).

Among cases with restitution fines, amount ordered and amount paid at case closing.

- a. The universe of cases included in this measure is youth with closed cases that involved a restitution fine during a specified time period (e.g., calendar or fiscal year). (A)
- b. From dataset (A), record the amount of restitution fine ordered (B). From dataset (A), record the amount of restitution paid at case closing (C). To calculate the difference between the amounts of fine ordered and the amount paid at case closing, subtract (C) from (B).

***Required Data Elements for Restitution Fine Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Whether a case involved a misdemeanor or felony charges.
- Whether case involved victim a restitution fine.
- Amount of victim fine ordered.
- Amount of victim restitution paid.
- Case closure date.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements:***

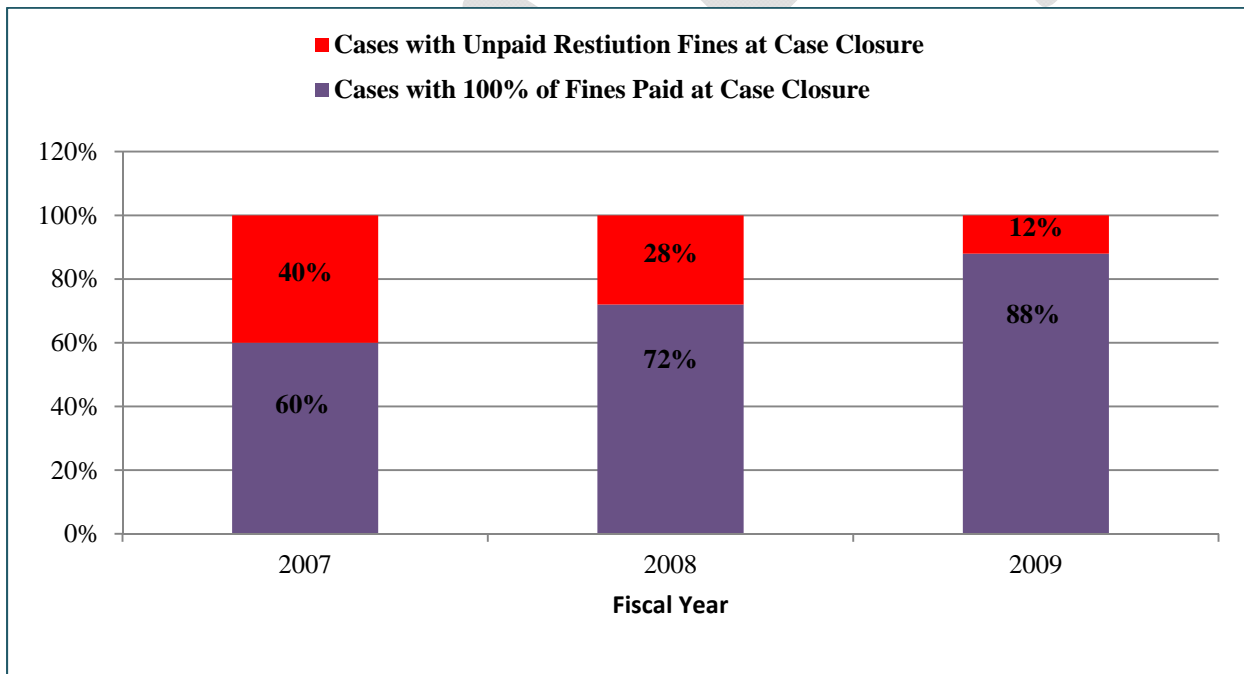
- Placement type or custody status of youth.
- Type of charge or offense.

- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for victim restitution measures might be reported.

**Sample: Of Cases with Restitution Fines Set, Percentage of Cases with 100% of Fines Paid at Case Closing.**



**Community Service**

*Definition:* The number of cases in which community service or work obligations are set. Among those cases, the amount of community service or work obligations ordered and the amount completed at case closing.

*Objectives, Outcomes and Impact:* Community work service is an inherent part of a balanced and restorative justice system, providing juveniles with opportunities to be accountable for their conduct, develop a meaningful sense of self and community, and demonstrate responsibility through tangible contributions. Through community service and work obligations, juveniles can gain a sense of investment in their neighborhoods and in their own abilities. Community service measures help the court to determine the extent to which juvenile cases set community service or work obligations, and any discrepancies between the amount of community service or work obligations ordered and the amount completed at case closing. The measures generate data on the number or percentage of youth completing all of their community service, some, or no community service. Data on these performance measures can be used to help the court establish policy or criteria for ordering and completing community service.

- 8. Among disposed cases, number of cases with community service or work obligations set.**
- 9. Among cases with community service or work obligations, amount ordered and amount completed at case closing.**

***Basic Business Rules:***

Among disposed cases, number of cases with community service or work obligations set.

- a. The universe of cases included in this measure is youth with disposed cases during a specified period of time (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where community service or work obligations were set. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of disposed cases with community service or work obligations by dividing (B) by (A).

Among cases with community service or work obligations, amount ordered and amount completed at case closing.

- a. The universe of cases included in this measure is youth with closed cases that involved community service or work obligations during a specified period of time (e.g., calendar or fiscal year). (A)
- b. From dataset (A), record the amount of community service or work obligation ordered (B). From dataset (A), record the amount of community service or work obligation

completed at case closing (C). To calculate the difference between the amounts of community service or work obligations ordered and the amount completed at case closing, subtract (C) from (B).

#### ***Required Data Elements for Community Service Measures:***

- Date range or specified time frame for the report (e.g., calendar or fiscal year).
- Whether a case is disposed.
- Whether a case set community service or work obligations.
- Amount of community service or work obligations ordered in a case.
- Amount of community service or work obligations completed in a case.
- Case closure date.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

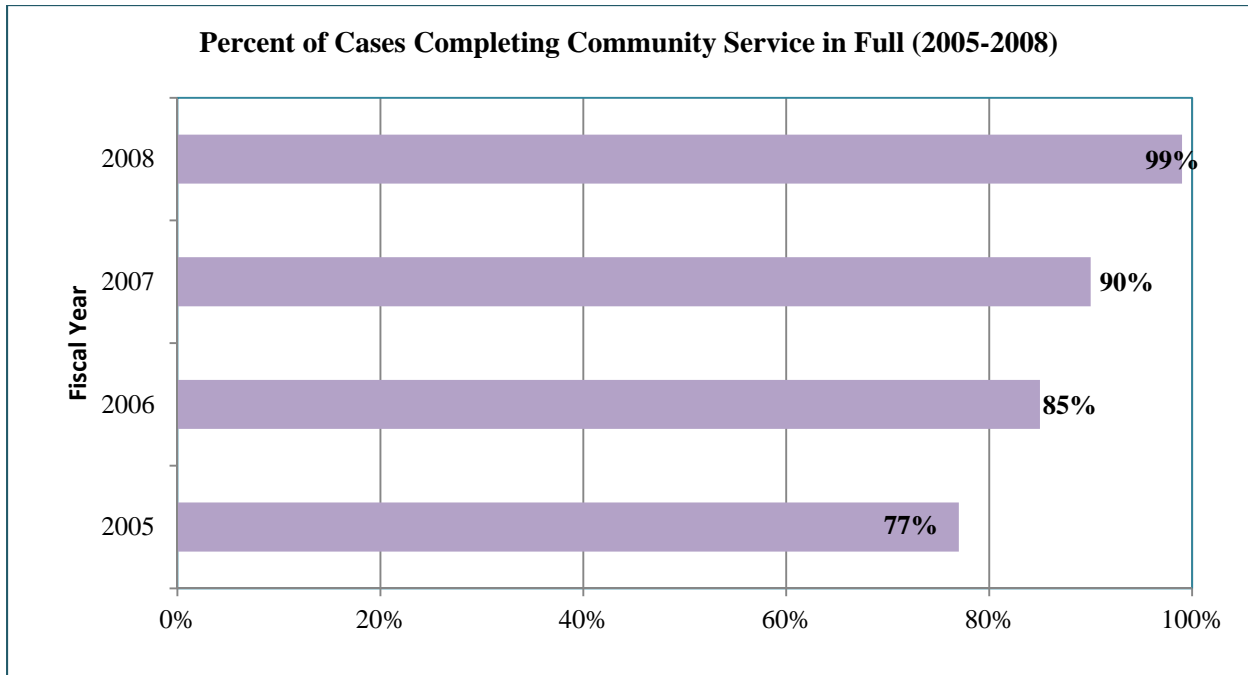
#### ***Additional Data Elements***

- Type of community service or work obligations
- Placement type or custody status of youth.
- Type of charge or offense
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

#### ***Presenting the Data:***

The sample graphic representation below uses hypothetical data to demonstrate how results for community service measures might be reported.

**Sample: Among Cases Ordering Community Service, Percentage of Cases Completing that Service in Full at Case Closing.**



**Victim Awareness**

*Definition:* Of cases with victims, the number of cases in which a victim awareness or victim sensitivity program was ordered, and the number of those cases where such programs were completed.

*Objectives, Outcomes and Impact:* Treating victims of juvenile delinquency with dignity, respect and fairness, and assuring victim rights are critical aspects of restorative justice. By ordering victim awareness or sensitivity programs in juvenile cases involving victims, the court aims to increase the offender's empathy and understanding of the impact of their crime. Data on these performance measures provides the court with the number and percent of youth successfully completing victim awareness training or victim empathy courses, and can help to establish improved programming.

10. **Among cases with victims, number of cases where a victim awareness or victim sensitivity program was ordered.**
11. **Among cases with a victim awareness or victim sensitivity program ordered, number of cases where the program was completed.**

***Basic Business Rules:***

Among cases with victims, the number of cases where a victim awareness or victim sensitivity program was ordered.

- a. The universe of cases included in this measure is youth with cases involving victims during a specified period of time (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where a victim awareness or victim sensitivity program was ordered. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with victims in which a victim awareness or victim sensitivity program was ordered by dividing (B) by (A).

Among cases with a victim awareness or victim sensitivity program ordered, number of cases where the program was completed.

- a. The universe of cases included in this measure is youth with cases in which a victim awareness or victim sensitivity program was ordered during a specified period of time (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where a victim awareness or victim sensitivity program was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases with victim awareness or victim sensitivity programs orders, where those programs were also completed by dividing (B) by (A).

***Required Data Elements for Victim Awareness Measures:***

- Date range or specified time frame for the report (e.g., calendar or fiscal year).
- Whether case involved a victim(s).
- Whether a case ordered a victim awareness or victim sensitivity program.
- Whether a victim awareness or victim sensitivity program was completed in a case.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements***

- Placement type or custody status of youth.
- Type of charge or offense.

- Victim characteristics.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for victim awareness measures might be reported.

**Sample: Number of Victim Awareness Programs Ordered and Completed by Gender in 2009.**

Victim Awareness Program Activity and Completion Rates (FY 2009)			
Gender	Number of Cases with Victims	Number of Cases Victim Awareness Program Ordered	Number of Completed Programs
Males	2,500	1,950 (78%)	1,716 (88%)
Females	650	520 (80%)	504 (97%)

**Court Oversight**

**Definition:** The extent and timeliness of the court’s review of cases after disposition with victim restitution, community service or work obligations.

**Objectives, Outcomes and Impact:** One way the court ensures offender accountability is through regular and timely oversight of juvenile cases, including annual reviews of cases post disposition involving victim restitution, community service or work obligations. Data about court oversight (the extent and timeliness of the court’s review of cases) helps the court to determine the extent to which it is actively holding the juvenile responsible for violations of the law and ensuring compliance with court orders.

- 12. Among cases with victim restitution or community service or work obligations, number of annual reviews after disposition and time from disposition to annual review(s).**

### ***Basic Business Rules:***

Among cases with victim restitution or community service or work obligations, number of annual reviews after disposition and time from disposition to annual review(s).

- a. The universe of cases included in this measure is youth with cases post-disposition that involve victim restitution or community service or work obligations during a specified period of time (e.g., calendar or fiscal year). Cases can be open or closed for this measure. (A).
- b. From dataset (A), count the total number of annual reviews post-disposition. (B)
- c. For each case in dataset (A), compute the number of days from the disposition to the annual review. Determine the median<sup>1</sup> time to the annual review by finding the number of days that fall midway between the lowest and highest number of days. Determine the average time from disposition to annual review by counting the number of cases (A), totaling the days from disposition to annual review for all cases (C), and dividing (C) by (A).

### ***Required Data Elements for Court Oversight Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Whether a case ordered victim restitution, community service or work obligations.
- Date of disposition.
- Date of annual review post-disposition.
- Number of annual reviews post-disposition.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

### ***Additional Data Elements:***

- Placement type or custody status of youth.
- Amount of victim restitution, type of community service or work obligations ordered.

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<sup>1</sup> With an odd number of numbers in a list of numbers, the median is simply the middle number (e.g., the median of 2, 4, and 7 is 4). With an even number of numbers, the median is the mean of the two middle numbers (e.g., the median of 2, 4, 7, and 12 is 5.5).

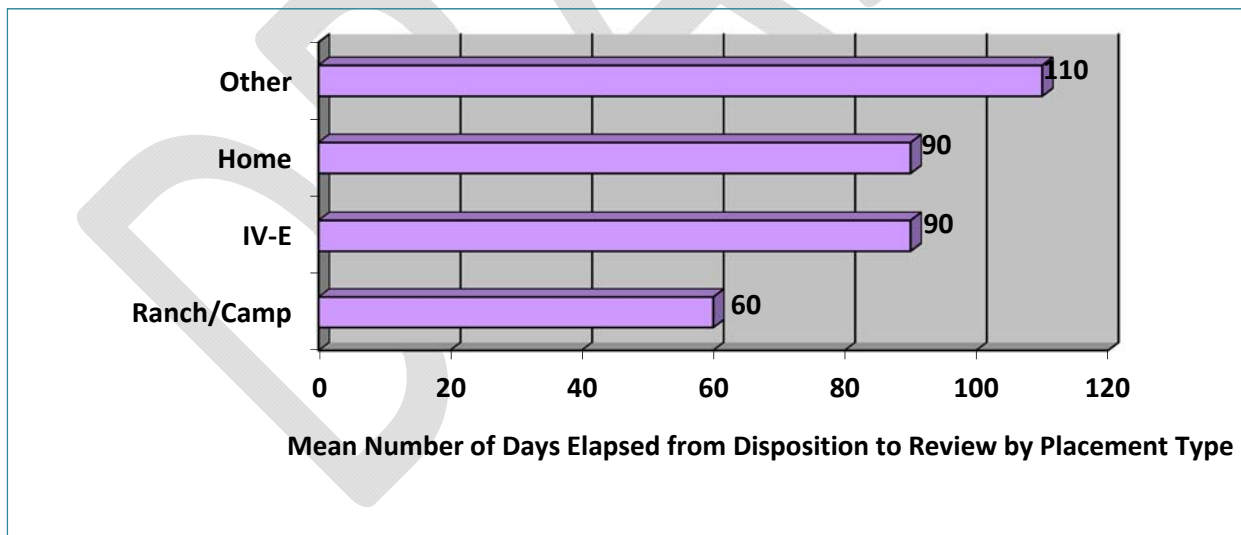


- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for court oversight measures might be reported.

**Sample: For Cases with Victim Restitution or Community Service or Work Obligations, Average (Mean) Number of Days From Disposition to Annual Review by Placement.**



**GOAL 3: COMPETENCY DEVELOPMENT**

*Develop competent and productive citizens by advancing the responsible living skills of youth within the jurisdiction of the juvenile delinquency court.*

## PERFORMANCE MEASURES: Competency Development

### Educational Competency

*Definition:* The number of cases in which youth are enrolled in school at intake and at case closing; the credits or units at intake and at case closing for each case; and the number of cases where the court made findings for special education services and the educational rights of parents.

*Objectives, Outcomes and Impact:* Objectives for this domain of measurement included ensuring that youth are caught up in school and advancing in school to the highest possible level of achievement. Educational competency performance measures help the court to evaluate its success at assisting youth to develop skills, abilities and social competency by ensuring their access to, and involvement in, educational programming and services. Data from these measures determine whether the court and its system partners are effectively developing and offering academic and skill-building opportunities for juvenile offenders, while at the same time ensuring that the educational rights of youth and parents are preserved. Data generated from educational competency performance measures assist the court in documenting programs and/or curricula offered and determining what services and interventions are needed. These measures aid the court's understanding of educational outcomes for youth in the juvenile justice system (e.g., number of youth who graduate from high school, college, or job training programs).

13. **Number of cases where youth was enrolled in school or graduated at intake.**
14. **Number school credits/units at intake for each case.**
15. **Number of cases where youth was enrolled in school or graduated at case closing.**
16. **Number of school credits/units at case closing for each case.**
17. **Number of cases where the court orders that youth with identified special education needs receive necessary services.**
18. **Number of cases where the court limited the parent's educational rights.**

### *Basic Business Rules:*

Number of cases where youth was enrolled in school or graduated at intake.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year (can be open or closed cases for this measure). (A)
- b. From dataset (A), select cases where youth are enrolled or graduated at intake. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where youth are enrolled at intake by dividing (B) by (A).

Number of school credits/units at intake for each case.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time such as a calendar year (can be open or closed cases for this measure). (A).
- b. From dataset (A), count the total number of credits or units for each youth at intake. (B).
- c. This measure can also be expressed as the mean (average) number of school credits per youth at intake. Determine the average number of school credits at intake for youth by counting the total number of credits for all youth (B), and dividing (B) by the total number of cases (A).

Number of cases where youth was enrolled in school or graduated at case closing.

- a. The universe of cases included in this measure is closed juvenile cases for a specified period of time such as a calendar year. (A)
- b. From dataset (A), select cases where youth are enrolled in school or graduated at case closing. Count the total number of cases meeting this criterion. (B).
- c. Compute the percentage of cases where youth are enrolled in school at case closing by dividing (B) by (A).

Number of school credits/units at case closing for each case.

- a. The universe of cases included in this measure is closed juvenile cases for a specified period of time such as a calendar year (A).
- b. From dataset (A), count the total number of credits or units for each youth at case closure. (B).
- c. This measure can also be expressed as the mean (average) number of school credits per youth at case closing. Determine the average number of school credits for youth at case closing by counting the total number of credits for all youth (B), and dividing (B) by the total number of cases (A).

Number of cases where the court orders that youth with identified special education needs receive necessary services.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time such as a calendar year (can be open or closed cases for this measure). (A)

- b. From dataset (A), select cases where the court made findings regarding necessary special education services for youth. Count the total number of cases meeting this criterion. (B).
- c. Compute the percentage of cases where the court ordered special education services for youth by dividing (B) by (A).

Number of cases where the court limited the parent's educational rights.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time such as a calendar year (can be open or closed cases for this measure). (A)
- b. From dataset (A), select cases where the court made findings regarding limiting the educational rights of parents. Count the total number of cases meeting this criterion. (B).
- c. Compute the percentage of cases where the court made findings regarding the educational rights of parents by dividing (B) by (A).

***Required Data Elements for Educational Competency Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Date of intake.
- Whether case is closed and case closure date.
- Whether youth is enrolled in school and date of enrollment.
- Whether youth has graduated from school and date of graduation.
- Number of school credits per youth.
- Whether findings made regarding necessary special education services
- Whether findings made regarding limiting educational rights for parents.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements***

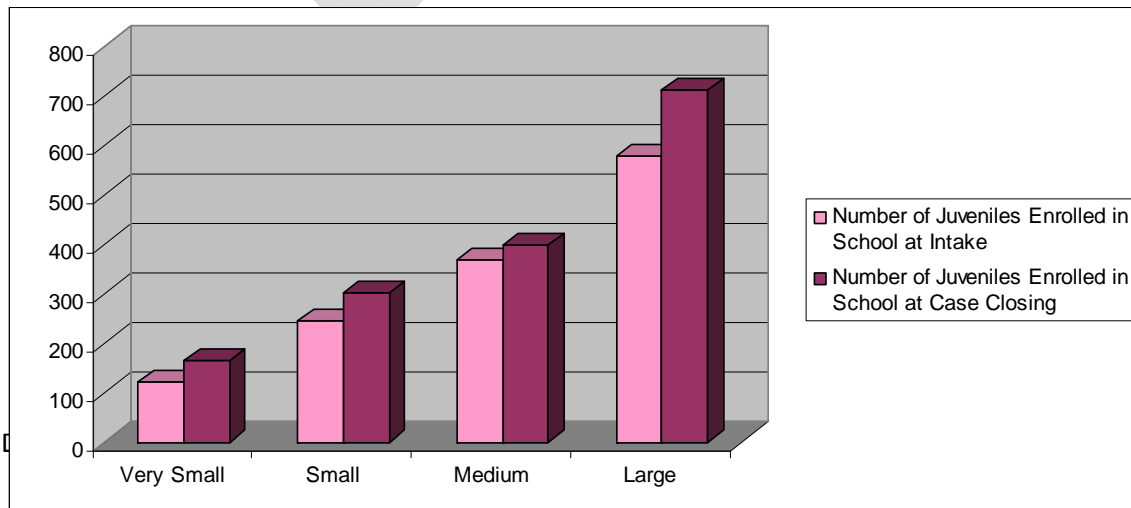
- Placement type or custody status of youth.
- Type of charge or offense.
- Youth grades at intake and case closing.

- Specific educational programming and/or curricula and/or services ordered and completed.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for educational competency measures might be reported.

**Sample: Number Of Juveniles Enrolled At Intake Versus Number Of Juveniles Enrolled (Or Successfully Graduated) At Case Closing By County Size For 2009.**



## Vocational Competency

*Definition:* The extent to which youth with closed cases are employed full-time, part-time, or in a vocational program.

*Objectives, Outcomes and Impact:* Vocational training (or workforce skills developments) helps youth improve their chances of being economically self-sufficient. Vocational competency performance measures help the court to evaluate its success at assisting youth with developing or enhancing the skills necessary to secure gainful employment when the jurisdiction of the court has terminated. Data from these measures may determine whether the court and its system partners are intervening in youth's lives through programs, curricula and services, in ways that enhance their employment and independent living skills.

### **19. Number of youth who are employed full-time, part-time, or in a vocational training program at case closing.**

#### *Basic Business Rules:*

Number of youth who are employed full-time, part-time, or in a vocational training program at case closing.

- a. The universe of cases included in this measure is closed juvenile cases for a specified period of time, such as a calendar year. (A)
- b. From dataset (A), select cases where youth are employed full-time at case closure. Count the total number of cases meeting this criterion. (B) From dataset (A), select cases where youth are employed part-time at case closure. Count the total number of cases meeting this criterion. (C) From dataset (A), select cases where youth are enrolled in a vocational training program at case closing. Count the total number of cases meeting this criterion. (D)
- c. Compute the percentage of cases where the youth is employed full-time at case closing by dividing (B) by (A). Compute the percentage of cases where the youth is employed part-time at case closing by dividing (C) by (A). Compute the percentage of cases where

the youth is enrolled in a vocational training program at case closing by dividing (D) by (A).

#### **Required Data Elements for Vocational Competency Measures:**

- Date range or specified time frame for report (e.g., calendar year).
- Whether case is closed and case closure date.
- Whether youth is employed at case closure.
- Nature of employment at case closure (full-time or part-time or vocational training program).
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

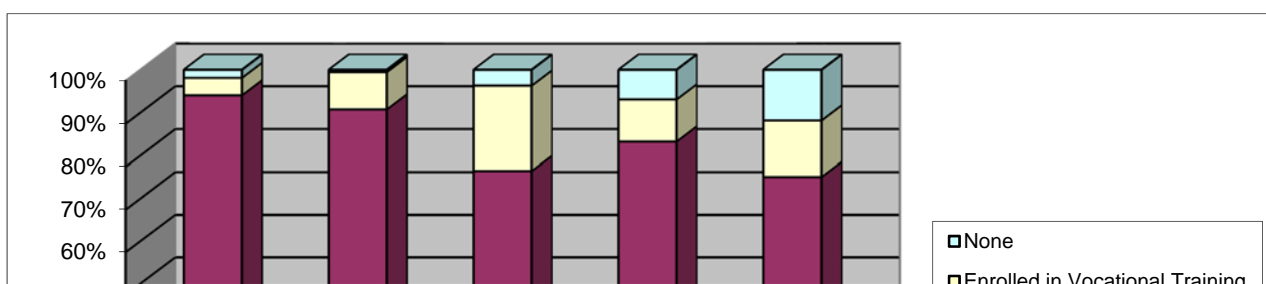
#### **Additional Data Elements**

- Placement type or custody status of youth.
- Type of charge or offense.
- Youth grades at intake and case closing.
- Specific programming/ services/ curricula ordered and completed.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

#### **Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for vocational competency measures might be reported.

#### **Sample: Number of Juveniles Employed or Enrolled In Vocational Training at Case Closing.**



## Substance Abuse

*Definition:* The number of cases in which youth have completed a substance abuse assessment, cases in which substance abuse treatment was ordered, and cases in which mandated substance abuse treatment has been completed.

*Objectives, Outcomes and Impact:* The performance measures related to substance abuse assessment and treatment help the court to determine its success (and that of its system partners) at developing and offering youth a continuum of drug and alcohol treatment and intervention activities and resources.

- 20. Number of cases where a substance abuse assessment was completed.**
- 21. Number of cases where substance abuse treatment was ordered.**
- 22. Number of cases where mandated substance abuse treatment was completed.**

### *Basic Business Rules:*

Number of cases where a substance abuse assessment was completed.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where a substance abuse assessment was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where a substance abuse assessment was completed by dividing (B) by (A).

Number of cases where substance abuse treatment was ordered.



- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where substance abuse treatment was ordered. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where substance abuse treatment was ordered by dividing (B) by (A).

Number of cases where mandated substance abuse treatment was completed.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where mandated substance abuse treatment was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where mandated substance abuse treatment was completed by dividing (B) by (A).

***Required Data Elements for Substance Abuse Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Whether substance abuse assessment completed.
- Whether substance abuse treatment ordered.
- Whether mandated substance abuse treatment completed.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements***

- Date substance abuse assessment completed.
- Date substance abuse treatment ordered.
- Date mandated substance abuse treatment completed.
- Placement type or custody status of youth.
- Type of charge or offense.

- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for substance abuse measures might be reported.

**Sample: Substance Abuse Assessment – The Number of Cases Where Juveniles Were Assessed for Substance Abuse in County X by Zip Code 2009.**

Substance Abuse Treatment Program Activity and Completion Rates (FY 2009)			
Zip Code	Total Number of Cases Under Court Jurisdiction	Number of Cases Where Juvenile Were Assessed for Substance Abuse and Referred to Treatment	Number of Completed Substance Abuse Treatment Programs
Xxxx1	1,500	988 (66%)	870 (88%)
Xxxx2	750	545 (73%)	233 (43%)

Xxxx3	325	111 (34%)	98 (88%)
Xxxx4	940	633 (67%)	578 (91%)

### Mental health

*Definition:* The number of cases in which youth have completed a mental health assessment, cases in which mental health treatment was ordered, and cases in which mandated substance abuse treatment has been completed.

*Objectives, Outcomes and Impact:* The performance measures related to mental health treatment help the court to determine its success (and that of its system partners) at developing and offering youth a continuum of mental health treatment and intervention activities and resources.

- 23. Number of cases where a mental health assessment was completed.**
- 24. Number of cases where mental health treatment was ordered.**
- 25. Number of cases where mandated mental health treatment was completed.**

### *Business Rules:*

Number of cases where a mental health assessment was completed.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where a mental health assessment was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where a mental health assessment was completed by dividing (B) by (A).

Number of cases where mental health treatment was ordered.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where mental health treatment was ordered. Count the total number of cases meeting this criterion. (B)

- c. Compute the percentage of cases where mental health treatment was ordered by dividing (B) by (A).

Number of cases where mandated mental health treatment was completed.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time, such as a calendar year. Cases can be open or closed for this measure. (A)
- b. From dataset (A), select cases where mandated mental health treatment was completed. Count the total number of cases meeting this criterion. (B)
- c. Compute the percentage of cases where mandated mental health treatment was completed by dividing (B) by (A).

***Required Data Elements for Mental Health Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Whether mental health assessment completed.
- Whether mental health treatment ordered.
- Whether mental health treatment completed.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements***

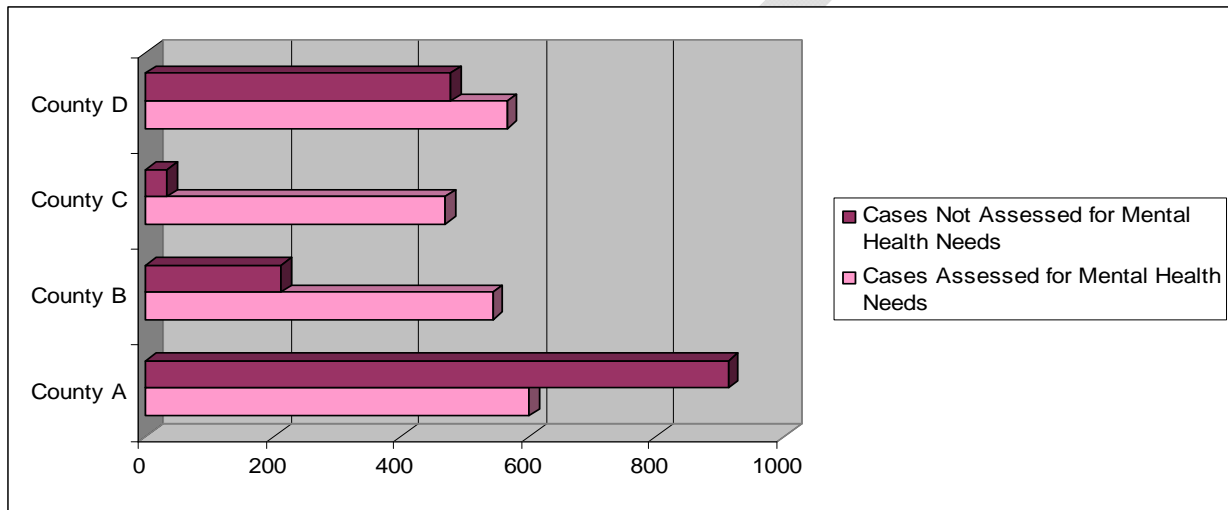
- Date mental health assessment completed.
- Date mental health treatment ordered.
- Date mental health treatment completed Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).

- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for mental health measures might be reported.

**Sample: Mental Health Assessment – The Number of Cases Where Juveniles Were Assessed for Mental Health Needs, by County, 2008.**



**Court oversight**

*Definition:* The extent and timeliness of the court’s review of cases after disposition by supervision type and length of supervision.

*Objectives, Outcomes and Impact:* One way the court facilitates and supports juvenile competency is through regular and timely oversight of juvenile cases, including frequent review post disposition. Data about court oversight (the extent and timeliness of the court’s review of cases) helps the court to determine whether it is actively monitoring intervention and treatment services and resources. Data about the court’s oversight function indicates whether the courts have sufficient opportunities to ensure that offenders have access to, and are engaging in, appropriate services designed to enhance their academic, pro-social, moral reasoning, and employment competencies. In those cases where substance abuse and mental health services are indicated, frequent review of cases can ensure that those services are accessed, delivered, and completed.

**26. Number of post-disposition review hearings by supervision type and length of supervision.**

***Basic Business Rules:***

Number of post-disposition review hearings by supervision type and length of supervision.

- a. The universe of cases included in this measure is juvenile cases for a specified period of time (e.g., calendar year), which have reached the disposition stage. Cases can be open or closed for this measure, but must have reached disposition. (A)
- b. From dataset (A), group cases by type of supervision (B).
- c. From dataset (A), determine the length of supervision (C).
- d. From dataset (A), count the number of post-disposition review hearings held (D).
- e. Compare the number of post-disposition review hearings held by supervision type (D cross-tabulated with B).
- f. Compare the number of post-disposition review hearings by length of supervision (D cross-tabulated with C).

***Required Data Elements for Court Oversight Measures:***

- Date range or specified time frame for the report (e.g., calendar year).
- Disposition date.
- Review dates post-disposition.
- Supervision type.
- Length of supervision.
- Case number or youth identifier – these elements make it possible to link specific cases and individual youth with the data elements that apply to them.

***Additional Data Elements***

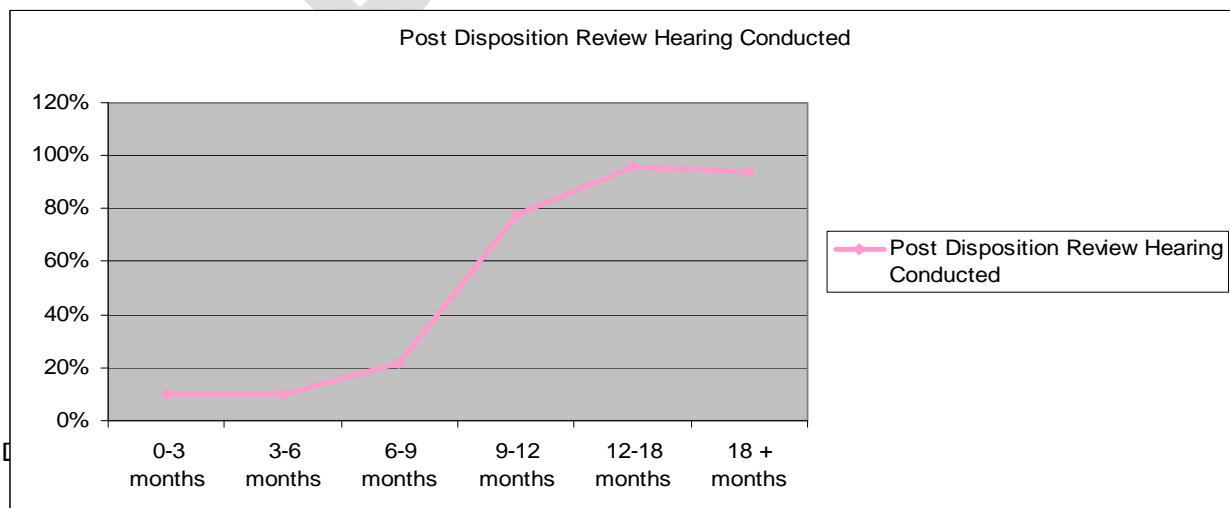
- School enrollment status, school credits or units, findings regarding special education services and educational rights of parents and case closing date.
- Employment status (full-time, part-time, or in vocational training) and case closing date.

- Date substance abuse assessment completed.
- Date substance abuse treatment ordered.
- Date mandated substance abuse treatment completed.
- Date mental health assessment completed.
- Date mental health treatment ordered.
- Date mental health treatment completed.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).
- Placement type or custody status of youth.
- Type of charge or offense.

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for court oversight measures might be reported.

**Sample: Percentage of Review Hearings Conducted by Length of Supervision in County C, 2007-2008 (712 total petitions).**



### Performance Measures for Delinquency Court

The function of California's Delinquency Courts are to promote and model equal **access** to courts and services, **fairness**, and **timeliness** in all court proceedings.

### GOAL 4: ACCESS

*Courts should monitor minimize operational and procedural barriers to serving court users and the public.*

#### PERFORMANCE MEASURES: Access

##### Notice of Hearing

*Definition:* The percentage of cases in which parties receive notice of hearings and the timeliness of that notification.

*Objectives, Outcomes and Impact:* These performance measures show how consistently parties to juvenile proceedings receive service of process of the original petition and any subsequent petitions.

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Hearing notification performance measures help courts to assess whether they consistently give parties proper written and verbal notification of hearings in juvenile delinquency cases. Timely notice affords youth, parents and guardians the opportunity to appear in court and be heard. In a broader sense, these measures assess whether the court is protecting the rights of parties to juvenile proceedings and ensuring that no parties are denied access to courts due to procedural or cultural barriers.

27. **Number of cases where youth is served with a copy of the original petition before the initial hearing.**
28. **Number of cases where a parent/guardian is served with a copy of the original petition before the initial hearing.**
29. **Number of cases where youth is served with a copy of the original petition before the detention hearing.**
30. **Number of cases where a parent/guardian is served with a copy of the original petition before the detention hearing.**
31. **Number of cases where youth is served with a copy of a subsequent petition before a hearing.**
32. **Number of cases where a parent/guardian is served with a copy of a subsequent petition before a hearing.**
33. **Among those cases with a victim, number of hearings victim(s) received written or verbal notice of the hearing.**
34. **Number of cases continued due to lack of notice.**

**Basic Business Rules:**

Number of cases where youth is served with a copy of the original petition before the initial hearing.

Number of cases where a parent/guardian is served with a copy of the original petition before the initial hearing.

Number of cases where youth is served with a copy of the original petition before the detention hearing.

Number of cases where a parent/guardian is served with a copy of the original petition before the detention hearing.

- a. The universe of cases included in these measures is juvenile cases that have at least reached the detention hearing stage for the specified time of interest (e.g., calendar year). Cases can be open or closed for this measure, but must at least have reached the detention hearing stage. (A)
- b. For each case in (A), determine the number of cases in which the youth was served a copy of the original petition and the date of that service. (B).

- c. For each case in (A), determine the number of cases in which a parent/guardian is served a copy of the original petition and the date of that service. (C).
- d. Compute the number of cases with service to youth prior to the initial hearing date. Compute the number of cases with service to parents/guardians prior to the initial hearing date. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).
- e. Compute the number of cases with service to youth prior to the detention hearing date. Compute the number of cases with service to parents/guardians prior to the detention hearing date. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Number of cases where youth is served with a copy of a subsequent petition before a hearing.

Number of cases where a parent/guardian is served with a copy of a subsequent petition before a hearing.

- a. The universe of cases included in these measures is juvenile cases with a subsequent petition for the specified time of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), determine the number of cases in which the youth was served a copy of the subsequent petition and the date of that service. (B) For each case in (A), determine the number of cases in which a parent/guardian is served a copy of the subsequent petition and the date of that service. (C).
- c. Compute the number of cases in which the subsequent petition was served to youth prior to the hearing date. Compute the number of cases in which the subsequent petition was served to parents/guardians prior to the hearing date. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Among those cases with a victim, number of hearings victim(s) received written or verbal notice of the hearing.

- a. The universe of cases included in these measures is juvenile cases with a victim for the specified period of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)

- b. For each case in (A), determine the number of hearings where the victims received written notice of the hearing (B). For each case in (A), determine the number of hearings where the victims received verbal notice of the hearing (C).
- c. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Number of cases continued due to lack of notice.

- a. The universe of cases included in these measures is juvenile cases for the specified period of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), determine the number of cases that were continued for a lack of notice (B).
- c. Compute the percentage of cases continued for a lack of notice by dividing the number of cases in each category by (A).

***Required Data Elements for Notice of Hearing Measures:***

*Number of cases where youth is served with a copy of the original petition before the initial hearing; Number of cases where a parent/guardian is served with a copy of the original petition before the initial hearing; Number of cases where youth is served with a copy of the original petition before the detention hearing; and Number of cases where a parent/guardian is served with a copy of the original petition before the detention hearing:*

- Date range or specified time frame for report (e.g., calendar year).
- Initial hearing date.
- Detention hearing date.
- Party ID (youth or parent or guardian).
- Service of process/ notice date.

*Number of cases where youth is served with a copy of a subsequent petition before a hearing; and Number of cases where a parent/guardian is served with a copy of a subsequent petition before a hearing.*

- Date range or specified time frame for report (e.g., calendar year).
- Subsequent petition date.
- Date of first hearing parties are entitled to service on subsequent petition.
- Party ID (youth or parent or guardian).

- Service of process/ notice date.

***Additional Data Elements:***

- Original petition date.
- Type of notice – written or verbal
- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

***Required Data Elements for Notice of Hearing Measures:***

*Among those cases with a victim, number of hearings victim(s) received written or verbal notice of the hearing.*

- Date range or specified time frame for report (e.g., calendar year).
- Whether case has a victim(s).
- Party ID (victim).
- Service of process/ notice date for victim(s).
- Type of service (written or verbal notice).

*Number of cases continued due to lack of notice.*

- Date range or specified time frame for report (e.g., calendar year).
- Whether case was continued.
- Reason for continuance.

***Additional Data Elements***

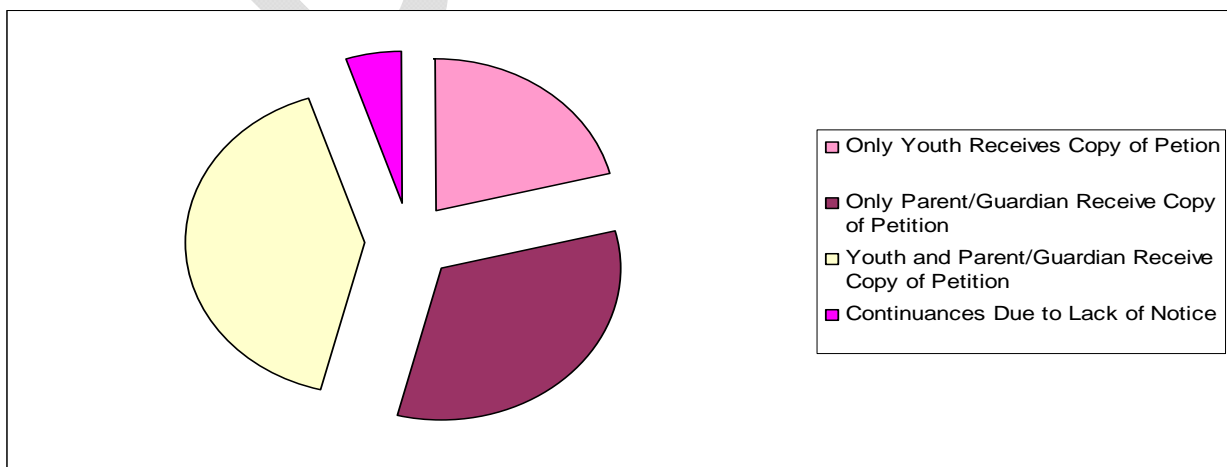
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- Original or subsequent petition date.
- Type of notice – written or verbal
- Placement type or custody status of youth.
- Type of charge or offense.
- Party ID (whether failure of service was to youth, parent or guardian).
- Date of continuance – at what stage of proceedings/ at what hearing
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for notification measures might be reported.

**Sample: Methods of Notification in County F, 2009 (811 petitions).**



## Participation at Hearing

*Definition:* The percentage of juvenile cases in which parties who have been noticed of hearings are present at hearings.

*Objectives, Outcomes and Impact:* Because juvenile cases affect the immediate lives of youth and their families, it is important for parties to participate in substantive court hearings throughout a juvenile court case. Access to parties during hearings, for example, allows advocates to be more effective in arguing on their behalf. When parties are present at court hearings, the judge can address orders and instructions directly to them and will be in a stronger position to hold them accountable for compliance. If parties do not attend hearings, they may find it easier to disregard the court process and feel alienated from it. Performance measures that assess parties' participation at hearings help determine how well the court (as well as party advocates and system partners) is able to involve parties in hearings to improve case outcomes.

- 35. Number of hearings in a case at which youth is present.**
- 36. Number of hearings in a case at which a parent/guardian is present.**
- 37. Among those cases with a victim, number of hearings at which the victim(s) appeared.**
- 38. Among those cases with a victim, number of cases where a written or verbal victim impact statement is on record.**

### *Basic Business Rules:*

Number of hearings in a case at which youth is present.

Number of hearings in a case at which a parent/guardian is present.

- a. The universe of cases included in these measures is all juvenile cases for the specified time of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), build a record for each hearing type, documenting whether youth are present and whether a parent/guardian is present.
- c. Count the total number of hearings in which youth appeared. Count the total number of hearings in which a parent/guardian appeared. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Among those cases with a victim, number of hearings at which the victim(s) appeared.

Among those cases with a victim, number of cases where a written or verbal impact statement is read on the record.

- a. The universe of cases included in these measures is all juvenile cases with a victim for the specified time of interest (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), build a record for each hearing type, documenting whether the victim(s) appeared and whether a written or verbal impact statement is read on the record.
- c. Count the total number of hearings in which the victim(s) appeared. Count the total number of hearings in a written or verbal impact statement is read on the record. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

***Required Data Elements for Participation at Hearings:***

*Among those cases with a victim, number of hearings victim(s) received written or verbal notice of the hearing.*

- Date range or specified time frame for report (e.g., calendar year).
- Party ID (youth, parent/guardian, victim).
- Hearing date.
- Whether party present at hearing.
- For cases with victims, whether a written verbal impact statement is read on the record.

***Additional Data Elements***

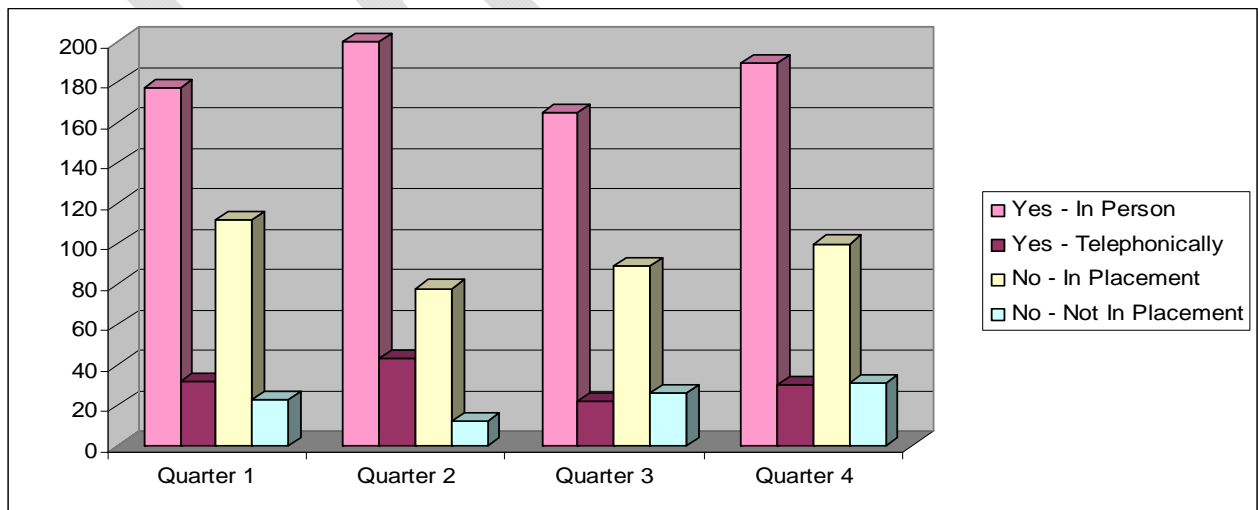
- Service of process/ notice date for parties (youth, parent/guardian and victim(s)).
- Manner in which parties are present (person, telephonically)
- Reasons why parties are not present (in placement, address unknown)
- Type of notice (written or verbal).
- Placement type or custody status of youth.
- Type of charge or offense.

- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for participation measures might be reported.

**Sample: Methods of Youth Participation, by Quarter, 2009.**





## GOAL 5: FAIRNESS

*Juvenile courts should provide due process and equal protection of the law to all who have business before them. ... The decisions and actions of a trial court should adhere to the duties and obligations imposed on the court by relevant law as well as administrative rules, policies, and ethical and professional standards.*

### **PERFORMANCE MEASURES: Fairness**

**Definition:** The percentage of juvenile cases in which the same judicial officer presides over hearings in the case, and the number of hearings in which the youth is represented by the same counsel and the public by the same prosecutor.

**Objectives, Outcomes and Impact:** Best practice recommendations such as those articulated in the *DELINQUENCY RESOURCE GUIDELINES* assert that the quality of juvenile delinquency litigation improves when the same judicial officer presides over hearings in the case. Similarly, best practice

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recommendations state that consistency in legal representation (defense and prosecution) leads to improved quality of litigation and case outcomes. According to this best practice framework, the continuity of professionals in juvenile delinquency cases, leads to: greater sense of responsibility for the case; better prepared judges and attorneys for each new hearing; greater understanding of juvenile justice law and practices; greater compliance with court orders; and a sense of connection between the youth and juvenile justice professionals.

### Continuity of Professionals

39. **Number of hearings in a case heard by the same judicial officer (majority).**
40. **Number of hearings in a case where the youth is represented by the same defense attorney (majority).**
41. **Number of hearings in a case where the public is represented by the same prosecutor (majority).**

### *Basic Business Rules:*

Number of hearings in a case heard by the same judicial officer.

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), build a record for each hearing type, documenting the presiding judicial officer. For each case in (A), compare the judicial officer presiding at the first hearing against the officer presiding at each subsequent hearing, and divide (A) into two categories: (B) cases in which the judicial officer did not change in subsequent hearings and (C) cases in which the officer did change in at least one subsequent hearing.
- c. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Number of hearings in a case where the youth is represented by the same defense attorney (majority).

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), build a record for each hearing type, documenting the defense attorney. For each case in (A), compare the defense attorney at the first hearing against the defense attorney at each subsequent hearing, and divide (A) into two categories: (B) cases in which the defense attorney did not change in subsequent hearings and (C) cases in which the defense attorney did change in at least one subsequent hearing.

- c. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

Number of hearings in a case where the public is represented by the same prosecutor (majority).

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), build a record for each hearing type, documenting the prosecuting attorney. For each case in (A), compare the prosecuting attorney at the first hearing against the prosecuting attorney at each subsequent hearing, and divide (A) into two categories: (B) cases in which the prosecuting attorney did not change in subsequent hearings and (C) cases in which the prosecuting attorney did change in at least one subsequent hearing.
- c. Compute the percentage of cases in each of these categories by dividing the number of cases in each category by (A).

***Required Data Elements for Continuity of Professionals:***

- Date range or specified time frame for report (e.g., calendar year).
- Hearing date.
- Judge presiding at hearing/ defense attorney at hearing/ prosecuting attorney at hearing.
- Case closure date.

***Additional Data Elements***

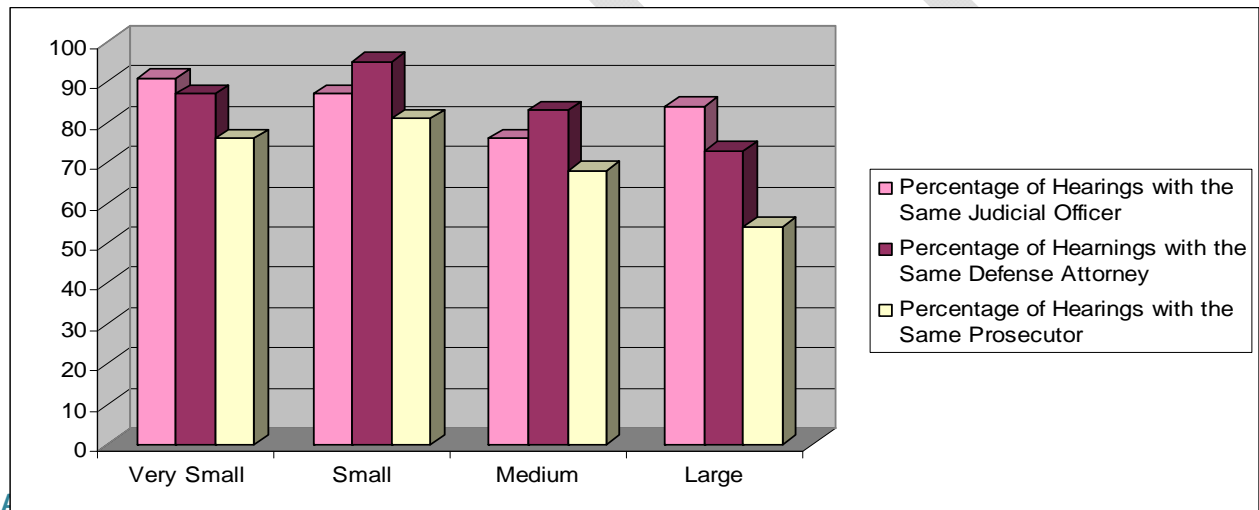
- Original petition date.
- Subsequent petition date.
- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).

- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for continuity measures might be reported.

**Sample: Continuity of Professionals – The Percentage of Cases with the Same Judicial Officer, Defense Attorney, or Prosecutor, by County Size, 2007.**



**Definition:** The percentage of hearings in which youth are represented by defense counsel and prosecutors are present.

**Objectives, Outcomes and Impact:** To help courts determine the extent to which parties are represented (thereby encouraging a fair and impartial process), data about the number of hearings in which parties appear with counsel should be collected.

**42. Number of hearings in a case where youth was represented by defense counsel.**

**43. Number of hearings in a case where prosecutor was present.**

**Basic Business Rules:**

Number of hearings in a case where youth are represented by defense counsel.

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), determine the number of hearings held (B).
- c. For each hearing held (B), document whether defense counsel appeared on behalf of youth (C). Compute the percentage of hearings in which defense counsel appeared by dividing the number of hearings with defense counsel present (C) by the total number of hearings held (B).

Number of hearings in a case where prosecutor was present.

- a. The universe of cases included in these measures is all closed juvenile cases for the specified time of interest (e.g., calendar year). (A)
- b. For each case in (A), determine the number of hearings held (B).
- c. For each hearing held (B), document whether a prosecutor was present (C). Compute the percentage of hearings in which prosecutors appeared by dividing the number of hearings with prosecutors present (C) by the total number of hearings held (B).

***Required Data Elements for Attorney Representation:***

- Date range or specified time frame for report (e.g., calendar year).
- Hearing date.
- Presence of defense attorney at hearing/ presence of prosecuting attorney at hearing.
- Case closure date.

***Additional Data Elements:***

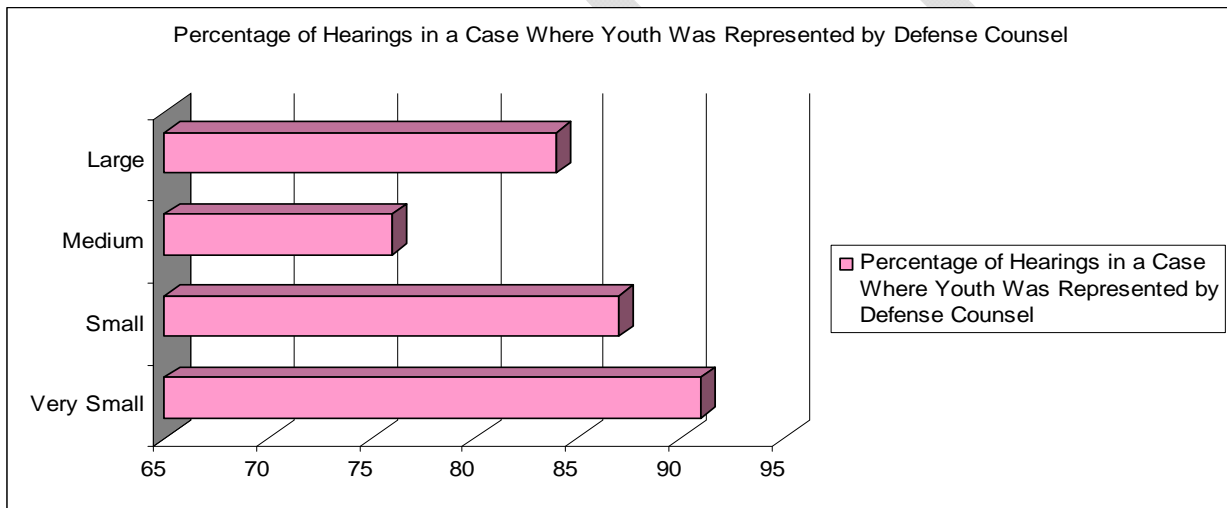
- Original petition date.
- Subsequent petition date.
- Placement type or custody status of youth.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).

- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

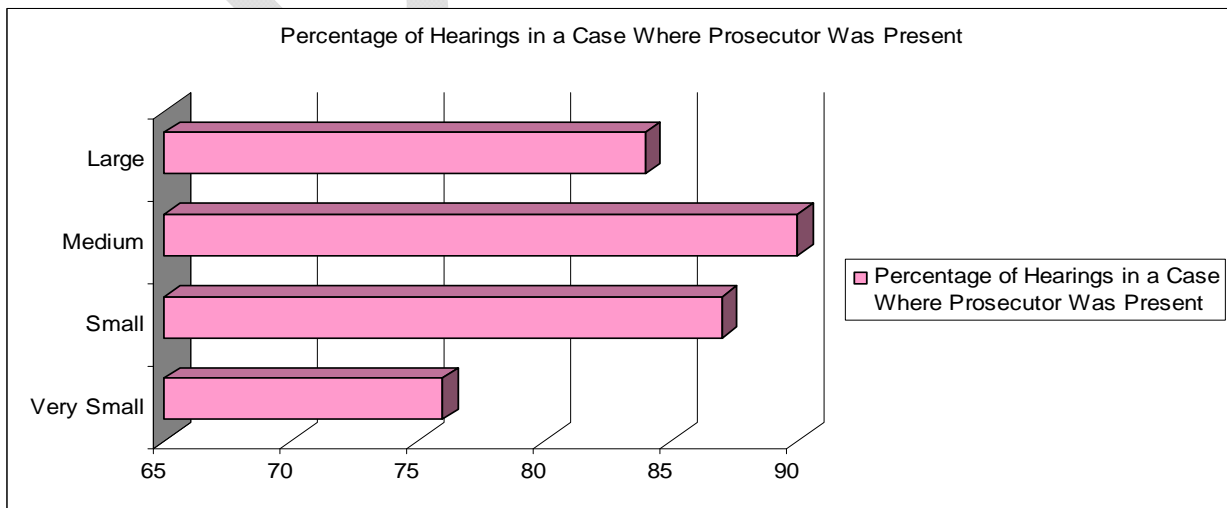
**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for representation measures might be reported.

**Sample: The Percentage of Hearings in a Case Where the Youth Was Represented by Defense Counsel, by County Size, 2007.**



**Sample: The Percentage of Hearings in a Case Where the Prosecutor Was Present, by County Size, 2007.**



## Records

*Definition:* The number of cases in which petitions to seal records were granted.

*Objectives, Outcomes and Impact:* Performance measures related to whether petitions to seal records were granted help courts to determine the degree to which they are performing functions designed to uphold the confidentiality, due process and equal protection rights of parties. Further, it is an indication of how well youth are completing conditions of their disposition and avoiding additional violations or offenses.

**44. Among cases where petitions were filed to seal records, number of petitions granted in the last year.**

***Basic Business Rules:***

- a. The universe of cases included for this measure measures is all closed juvenile cases for the last calendar year. (A)
- b. For each case in (A), determine the number of petitions that were filed to seal records. (B).
- c. Of the petitions filed (B), document the number that were granted (C).
- d. Compute the percentage of all petitions filed to seal records that were subsequently granted by dividing (C) by (B).

***Required Data Elements for Records:***

- Date range or specified time frame for report (e.g., calendar year).
- Date petition filed to seal records.
- Date petition to seal records granted.
- Case closure date.

***Additional Data Elements:***

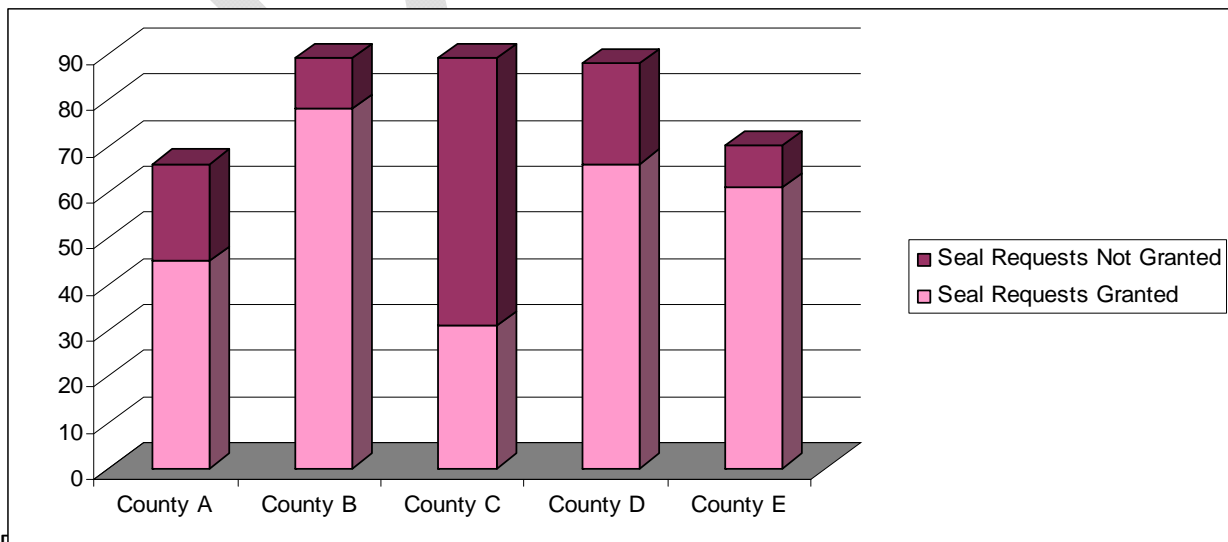
- Placement type or custody status of youth.
- Type of charge or offense.

- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for fairness measures might be reported.

**Sample: Number of Seal Requests Granted, by County, 2008.**





## **Input on Case Plans**

*Definition:* The number of cases in which youth, parents and guardians were actively involved in case planning.

*Objectives, Outcomes and Impact:* Providing youth, parents and guardians with opportunities for frequent and substantive input into case planning not only demonstrates respect for parties, but also empowers parties to actively engage in the requirements of those plans. Case planning input ensures that plans are uniquely tailored to the needs of individuals and are culturally appropriate.

- 45. Number of cases where the court found the youth was actively involved in case plan development.**
- 46. Number of cases where the court found a parent/guardian was actively involved in case plan development.**

### ***Basic Business Rules:***

- a. The universe of cases included for this measure is all juvenile cases for a specified time frame (e.g., calendar year). Cases can be open or closed for this measure. (A)
- b. For each case in (A), determine the number of cases in which the youth was found to be actively involved in case plan development (B). For each case in (A), determine the number of cases where the parent/ guardian were found to be actively involved in case plan development (C).
- c. Compute the percentage of all cases that involved youth in case plan development by dividing (B) by (A). Compute the percentage of all cases that involved parent/ guardians in case plan development by dividing (C) by (A).

### ***Required Data Elements for Input on Case Plans:***

- Date range or specified time frame for report (e.g., calendar year).
- Parties involved in development of case plans (youth/ parent or guardian).

### ***Additional Data Elements:***

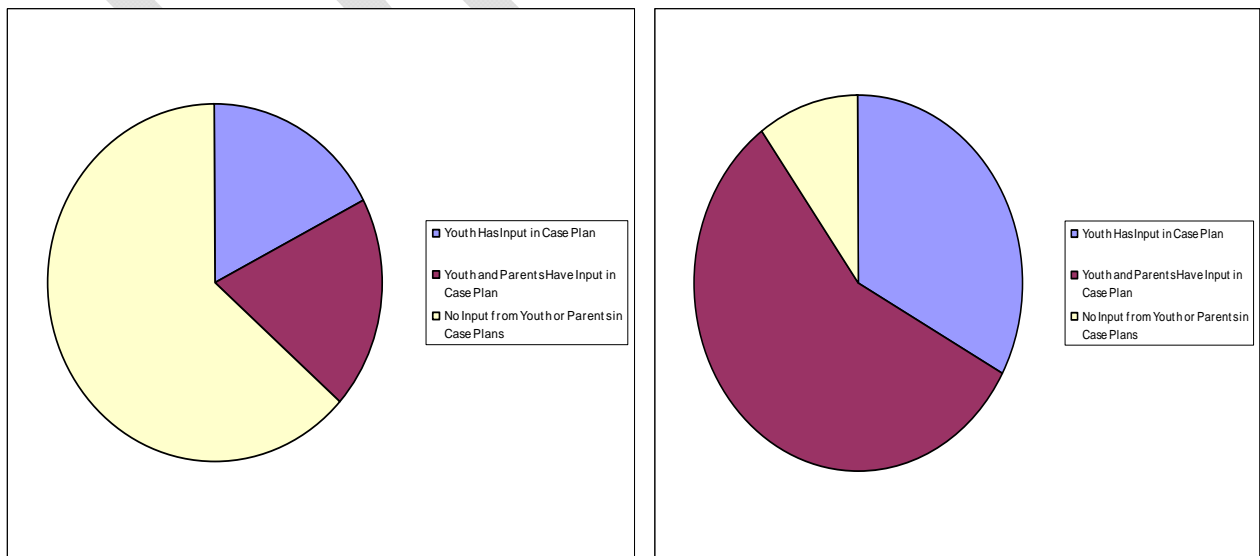
- Type of case planning development activity (e.g., family case conference, multidisciplinary staffing, etc.).
- Date of case planning activity (e.g., prior to what hearing).
- Placement type or custody status of youth.

- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for input measures might be reported.

**Sample: Sample: Side by Side Comparison of Youth and Family Input Before Rule of the Court “XYZ” and After Rule of the Court “XYZ”.**



## GOAL 6: TIMELINESS

*Juvenile court should meet its responsibilities to everyone affected by its actions and activities in a timely and expeditious manner.*

The goal of all of the timeliness measures outlined in this section is the expedition of justice and minimization of delay— to process cases efficiently while at the same time ensuring substantive hearing practice and upholding the rights of parties. Equally important is the impact of delay on juveniles themselves – since adolescents experience time differently than adults, the connection between a sanction and a wrongdoing may fade for juveniles as the passage of time between the two increases. In addition, significant delay may have negative consequences for youth who need timely access to programs, curricula, treatment and resources. Juvenile courts should move cases expeditiously from inception to conclusion, while fully taking into account the individual needs of juveniles and the security concerns of the community.

Timeliness measures help courts identify areas where they are doing well and areas where improvement is needed. In addition, since many timeframes for court proceedings and related activity are statutorily mandated, timeliness measures provide an assessment of the court’s compliance with the law. To ensure courts can pinpoint specific stages of the hearing process in need of improvement, these measures must be comprehensive (applied to all substantive stages of proceedings) and sufficiently detailed.

### PERFORMANCE MEASURES: Timeliness

#### Filing

*Definition:* The number of petitions filed within 48 hours of arrest for cases in which youth were taken into custody.

*Objectives, Outcomes and Impact:* This measure shows the court how many cases had a timely filing of petition when youth were taken into custody. Because timeframes for the filing of a petition after a juvenile has been taken into custody are mandated by the law, this measure provides an important assessment of the juvenile court system’s compliance with mandated timeframes. This is also an important measure as it may signal the beginning of the court’s jurisdiction in a case – courts are not seriously involved in a case before the petition is filed.

- 47. Number of petitions filed within 48 hours of arrest, excluding non-judicial days, if youth was taken into custody.**

### **Basic Business Rules:**

Number of petitions filed within 48 hours of arrest, excluding non-judicial days, if youth was taken into custody.

- a. Run this report using a sample of cases for which juvenile petitions were filed in cases where the youth was taken into custody. Select a date range for the report (e.g., date the juvenile petition was filed or all cases filed within a specific timeframe, noting the start and end date for that timeframe).
- b. Select and count cases for which the juvenile petition was filed and youth was taken into custody that fall within the date range selected. (A)
- c. For each case in (A), compute the number of hours/days from the arrest date to the filing of the petition. Make sure you eliminate non-judicial days from this computation. Store each number in a dataset.
- d. Count the total number of cases with 48 hours or less time elapsed from the arrest date to the filing of the juvenile petition. (B)
- e. In addition to the total number of cases meeting this requirement (petition filed within 48 hours of the arrest), calculate the median case in the dataset (the case that has the same number of cases below and above it). (C)
- f. To compute the average time from arrest to filing of petition for the cases in the sample, add the number of days for all cases in (A) together (D). Compute the average time by dividing (D) by (A).

### **Required Data Elements for Filing Measures:**

- Date range or specified time frame for report (e.g., calendar year).
- Arrest date (date youth taken into custody).
- Petition filing date.

### **Additional Data Elements:**

- Type of charge or offense.

- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for filing measures might be reported.

**Sample: Number of Petitions Filed Within 48 Hours by County, 2009.**

Number of Petitions Filed Within 48 Hours			
County	Total Number of Cases Under Court Jurisdiction	Number of Petitions Filed Within 48 Hours	Percentage
County A	1,500	988	66%
County B	750	545	73%
County C	325	311	96%
County D	940	850	90%
Statewide	3,515	2,694	77%

**Initial/Detention hearing**

*Definition:* The number of cases with timely completion of the initial /detention hearing for both detained and non-detained youth.

*Objectives, Outcomes and Impact:* This measure shows the court how long it takes from the date juvenile proceedings first begin with petition filing, to the completion of the first hearing on the petition. Because timeframes for completing the initial or detention hearing are statutorily mandated, these measures provide an important assessment of the court’s compliance with mandated timelines. Courts can use this

information to ascertain whether there is unacceptable delay for youth awaiting the first hearing in their case.

48. **Number of cases completing initial/ detention hearing within 1 court day of petition filing if youth was detained.**
49. **Number of cases completing initial/ detention hearing within 2 court days of petition filing if youth was detained.**
50. **Number of cases completing initial/ detention hearing within 30 calendar days of petition filing if youth was not detained.**

**Basic Business Rules:**

Number of cases completing initial/ detention hearing within 1 court day of petition filing if youth was detained.

Number of cases completing initial/ detention hearing within 2 court days of petition filing if youth was detained.

- a. The universe included in this measure is all cases for which a juvenile petition was filed, youth were detained, and an initial/ detention hearing was completed. Select a date range for the report (e.g., date the juvenile petition was filed or all cases filed within a specific timeframe, noting the start and end date for that timeframe).
- b. Select and count cases for which the juvenile petition was filed and youth was taken into custody that fall within the date range selected. (A)
- c. For each case in (A), compute the number of hours/days from the filing of the petition to the completion of the initial/ detention hearing. Store each number in a dataset. (B)
- d. Count the total number of cases that held the initial/ detention hearing within 1 court day of petition filing. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- e. Count the total number of cases that held the initial/ detention hearing within 2 court days of petition filing. (D) This can also be expressed as a percentage of all cases by dividing (D) by (A).
- f. In addition to the total number of cases meeting these requirements (initial/ detention hearing within 1 or 2 court days of petition filing), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).

- g. Determine the average time to initial/ detention hearing, by counting the number of cases (A), totaling the days from filing to initial/ detention hearing in dataset (B), and dividing (B) by (A).

Number of cases completing initial/ detention hearing within 30 calendar days of petition filing if youth was not detained.

- a. The universe included in this measure is all cases for which a juvenile petition was filed, youth were not detained, and an initial/ detention hearing was completed. Select a date range for the report (e.g., date the juvenile petition was filed or all cases filed within a specific timeframe, noting the start and end date for that timeframe).
- b. Select and count cases for which the juvenile petition was filed and youth were not detained that fall within the date range selected. (A)
- c. For each case in (A), compute the number of hours/days from the filing of the petition to the completion of the initial/ detention hearing. Store each number in a dataset. (B)
- d. Count the total number of cases that held the initial/ detention hearing within 30 calendar days of the petition filing. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- e. In addition to the total number of cases meeting this requirement, calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- f. Determine the average time to initial/ detention hearing, by counting the number of cases (A), totaling the days from filing to initial/ detention hearing in dataset (B), and dividing (B) by (A).

***Required Data Elements for Filing Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Petition filing date.
- Date initial/ detention hearing is completed (be sure the date used is the date the hearing is completed not merely scheduled).
- Custody status of juvenile (detained or not detained).

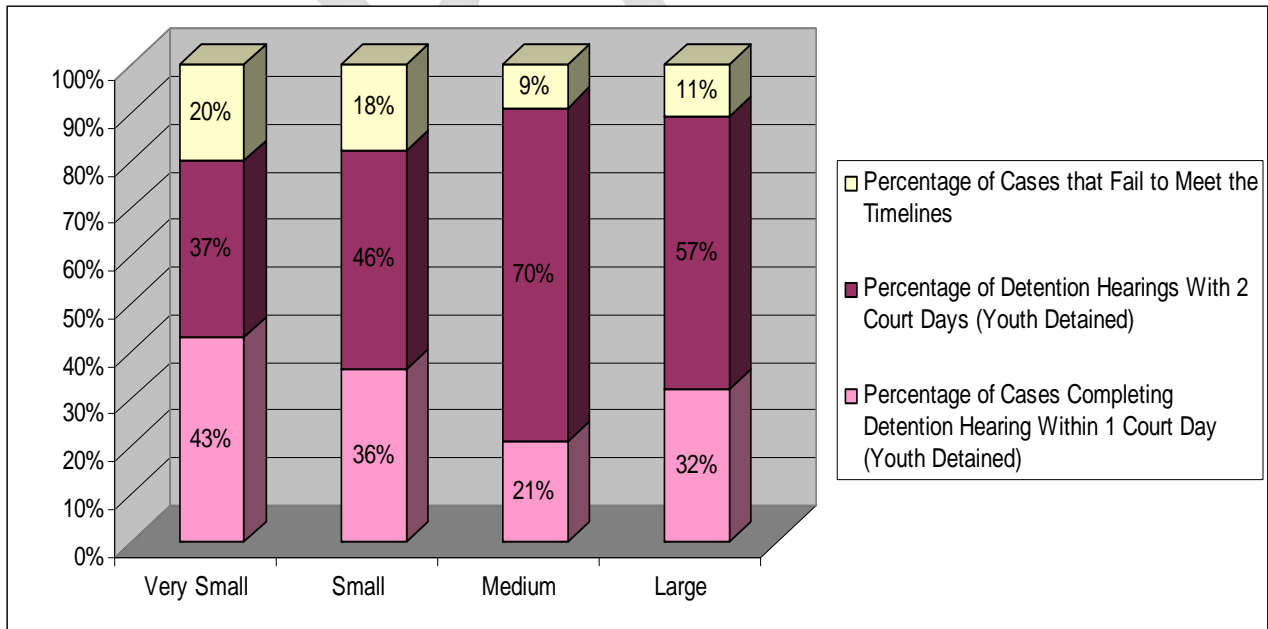
**Additional Data Elements:**

- Arrest date.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for hearing measures might be reported.

**Sample: Percentage of Detention Hearings Held Within One Court Day or Two Days (Youth Detained), by County Size, 2009.**





## Jurisdiction Hearing

*Definition:* The number of cases with timely completion of the jurisdictional hearing for both detained and non-detained youth.

*Objectives, Outcomes and Impact:* This measure shows how long it takes from the detention order to adjudicate the case. At the conclusion of the jurisdictional hearing, the court will have determined if the allegations on the petition should be sustained or not. As such, the timeliness of jurisdiction measures helps court evaluate an important element not only of their efficiency and compliance with statutorily mandated timeframes for convening the jurisdictional hearing, but also of their impact on juveniles.

- 51. Number of cases starting jurisdiction hearing within 15 court days of detention order, if youth was detained at petition filing.**
- 52. Number of cases starting jurisdiction hearing within 30 calendar days of detention order, if youth was not detained at petition filing.**

### *Basic Business Rules:*

Number of cases starting jurisdiction hearing within 15 days of detention order, if youth was detained at petition filing.

- a. The universe included in this measure is all juvenile cases for a specified period of time in which the youth was detained at petition filing. Cases can be open or closed, but must have reached the jurisdictional hearing stage of court proceedings. (A)
- b. For each case in (A), compute the number of hours/days from the date of the detention order to the start of the jurisdiction hearing. Store each number in a dataset. (B)
- c. Count the total number of cases that started the jurisdiction hearing within 15 court days of the detention order. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- d. In addition to the total number of cases meeting this requirement (jurisdictional hearing started within 15 days of detention order), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- e. Determine the average time to start the jurisdictional hearing, by counting the number of cases (A), totaling the days from detention order to jurisdictional hearing in dataset (B), and dividing (B) by (A).

Number of cases starting jurisdiction hearing within 30 calendar days of detention order, if youth was not detained at petition filing

- a. The universe included in this measure is all juvenile cases for a specified period of time in which the youth were not detained at petition filing. Cases can be open or closed, but must have reached the jurisdictional hearing stage of court proceedings. (A)
- b. For each case in (A), compute the number of hours/days from the date of the detention order to the start of the jurisdiction hearing. Store each number in a dataset. (B)
- c. Count the total number of cases that started the jurisdiction hearing within 30 calendar days of the detention order. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- d. In addition to the total number of cases meeting this requirement (jurisdictional hearing started within 30 calendar days of detention order), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- e. Determine the average time to start the jurisdictional hearing, by counting the number of cases (A), totaling the days from detention order to jurisdictional hearing in dataset (B), and dividing (B) by (A).

***Required Data Elements for Jurisdiction Hearing Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Date of detention order.
- Date jurisdictional hearing started (be sure the date used is the date the hearing begins – not the date the hearing is completed).
- Custody status of juvenile (detained or not detained).

***Additional Data Elements:***

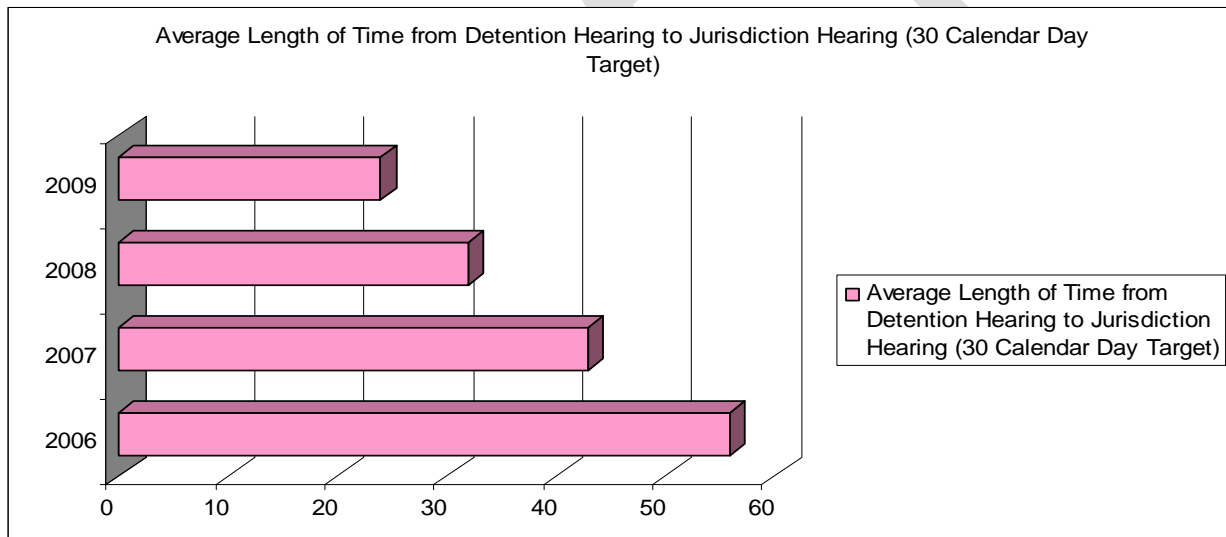
- Arrest date.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).

- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for timeliness measures might be reported.

**Sample: For Cases Where the Youth is Not Detained Average (Mean) Number of Days from Detention Hearing to Jurisdiction Hearing.**



**Disposition Hearing**

**Definition:** The number of cases with timely completion of the disposition hearing for both detained and non-detained youth.

**Objectives, Outcomes and Impact:** This measure shows how long it takes from for the court to reach the dispositional stage of juvenile case proceedings. The timeliness of disposition is a significant factor in the overall timeliness of the ultimate case resolution, as it formally establishes the placement and case plan for the youth. The timeliness of disposition helps the court evaluate their case processing efficiency and compliance with mandated timeframes, as well assess the timeliness of an important milestone on the path to case closure.

53. **Number of cases starting disposition hearing within 10 court days of jurisdictional order, if youth detained at jurisdiction.**
54. **Number of cases starting disposition hearing within 30 calendar days of jurisdictional order, if youth was not detained at jurisdiction.**
55. **Number of cases starting disposition hearing within 45 calendar days of jurisdictional order, if youth was not detained at jurisdiction.**

***Business Rules:***

Number of cases starting disposition hearing with 10 court days of jurisdictional order, if youth detained at jurisdiction.

- a. The universe included in this measure is all juvenile cases for a specified period of time in which the youth was detained at petition filing. Cases can be open or closed, but must have reached the dispositional hearing stage of court proceedings. (A)
- b. For each case in (A), compute the number of hours/days from the date of the jurisdictional order to the start of the disposition hearing. Store each number in a dataset. (B)
- c. Count the total number of cases that started the disposition hearing within 10 court days of the jurisdictional order. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- d. In addition to the total number of cases meeting this requirement (disposition hearing started within 10 days of jurisdiction order), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- e. Determine the average time to start the disposition hearing, by counting the number of cases (A), totaling the days from jurisdictional order to disposition hearing in dataset (B), and dividing (B) by (A).

Number of cases starting disposition hearing within 30 calendar days of jurisdictional order, if youth was not detained at jurisdiction

Number of cases starting disposition hearing within 45 calendar days of jurisdictional order, if youth was not detained at jurisdiction

- a. The universe included in this measure is all juvenile cases in which youth were not detained at jurisdiction. Cases can be open or closed for these measures but they must have reached at least the dispositional stage of court proceedings. Select a date range for

the report (e.g., date the juvenile petition was filed or all cases filed within a specific timeframe, noting the start and end date for that timeframe). (A)

- b. For each case in (A), compute the number of days from the jurisdictional order to the start of the disposition hearing. Store each number in a dataset. (B)
- c. Count the total number of cases that started the disposition hearing within 30 calendar days of the jurisdictional order. (C) This can also be expressed as a percentage of all cases by dividing (C) by (A).
- d. Count the total number of cases that started the disposition hearing with 45 calendar days of the jurisdictional order. (D) This can also be expressed as a percentage of all cases by dividing (D) by (A).
- e. In addition to the total number of cases meeting these requirements (disposition hearing within 30 or 45 calendar days of jurisdictional order), calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).
- f. Determine the average time to dispositional hearing by counting the number of cases (A), totaling the days from jurisdictional order to dispositional hearing in dataset (B), and dividing (B) by (A).

***Required Data Elements for Disposition Hearing Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Date of jurisdictional order.
- Date disposition hearing started (be sure the date used is the date the hearing begins – not the date the hearing is completed).
- Custody status of juvenile (detained or not detained).

***Additional Data Elements:***

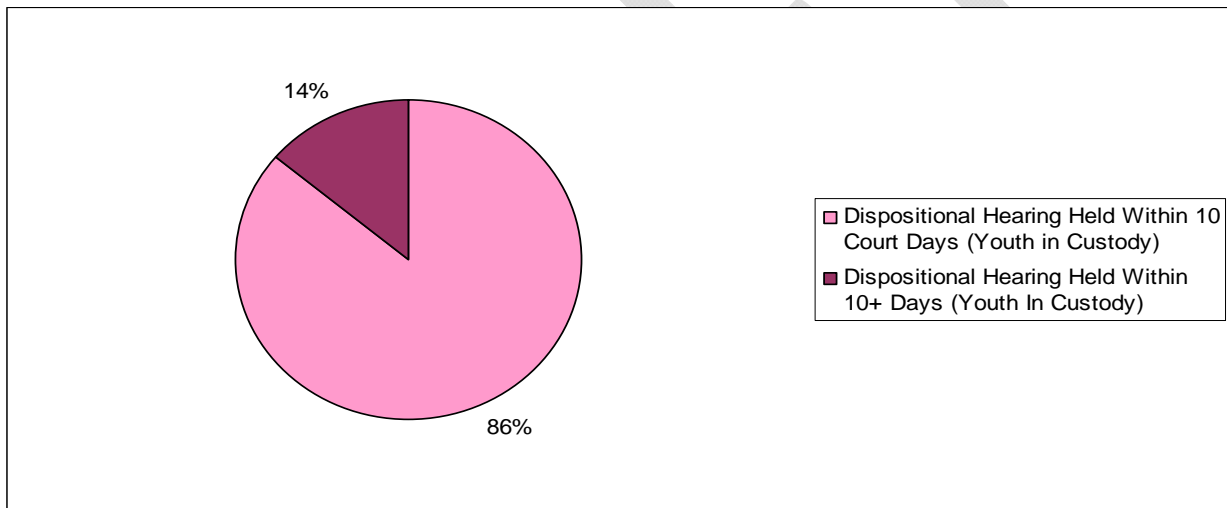
- Arrest date.
- Type of charge or offense.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).

- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for hearing timeliness measures might be reported.

**Sample: Percentage of Dispositional Hearings Held Within Ten Court Days, County B, 2009 (787 petitions).**



**Summary Measures of Case Length**

*Definition:* The timeliness of jurisdictional hearings and the overall timeliness of juvenile case processing.

*Objectives, Outcomes and Impact:* These measures provide the court with an assessment of the timeliness of an important case milestone (the jurisdictional hearing), as well as evaluation of the overall timeliness of juvenile case processing – from the original inception of the case (as measured by the original petition filing date) to case closure (as measured by the termination of the court’s jurisdiction).

**56. Median days from start of jurisdiction hearing to completion of jurisdiction hearing.**

**57. Median days from filing of original petition to termination of jurisdiction.**

**Business Rules:**

Median days from start of jurisdiction hearing to completion of jurisdiction hearing.

- a. The universe included in this measure is all juvenile cases for a specified period of time (e.g., calendar year). Cases can be open or closed but must have reached the jurisdictional stage of proceedings. (A)
- b. For each case in (A), compute the number of days from the start of the jurisdiction hearing to the completion of the hearing. Store each number in a dataset (B).
- c. Calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).

Median days from filing of original petition to termination of jurisdiction.

- a. The universe included in this measure is all closed juvenile cases for a specified period of time (e.g., calendar year). (A)
- b. For each case in (A), compute the number of days from the original petition filing to the termination of court jurisdiction. Store each number in a dataset (B).
- c. Calculate the median case in the entire dataset (B) (the case that has the same number of cases below and above it).

***Required Data Elements for Summary Measures of Case Length:***

- Date range or specified time frame for report (e.g., calendar year).
- For length of jurisdictional hearing – date jurisdictional hearing begins and ends.
- For overall case length – date of original petition filing and date of case closure (date court terminates jurisdiction).

***Additional Data Elements (particularly for overall case length measure):***

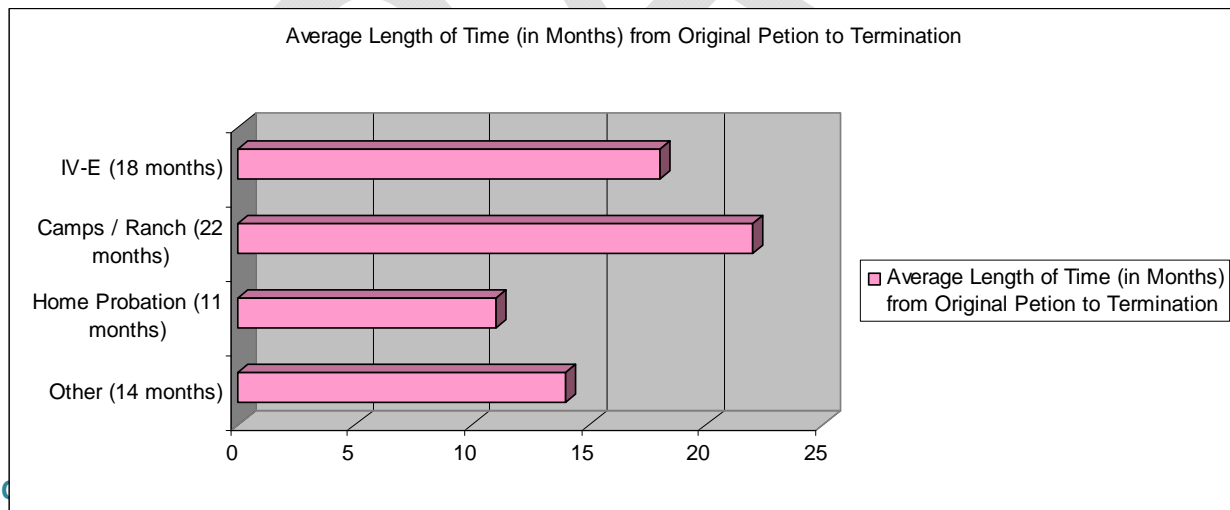
- Placement or custody status of the youth (detained or not detained).
- Type of charge or offense.
- Specific program, intervention or resource used in case (e.g., drug courts, mental health courts, alternative dispute resolution).
- Continuity of judicial officer and continuity of representation.
- Frequency of appearances of hearings (youth, parents/ guardians).

- Whether (and how often) youth (parents/ guardians) had input into case planning.
- Youth presenting problems (substance abuse, mental health, special needs' status, etc.).
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).
- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for hearing timeliness measures might be reported.

**Sample: Average Length of Time (Mean) from Original Petition to Termination by Placement Type.**



**Definition:** The number of hearings initial/ detention hearings, jurisdictional hearings, and disposition hearings delayed by continuances.

**Objectives, Outcomes and Impact:** Continuances can result in significant delays for case processing. As a result, it is important that courts measure the extent of continuances and to determine at what stage of the juvenile court proceedings continuances are more likely to be requested and granted. These can be



used to explore the reasons behind continuance practice, to design and implement reforms aimed at eliminating the need to set over or re-schedule court proceedings.

58. **Number of continuances, by reason, before completing initial/detention hearing.**
59. **Number of continuances, by reason, before completing jurisdiction hearing.**
60. **Number of continuances, by reason, before completing disposition hearing.**

#### ***Basic Business Rules:***

Number of continuances, by type, before completing initial/ detention hearing

Number of continuances, by type, before completing jurisdiction hearing

Number of continuances, by type, before completing disposition hearing

- a. The universe included in this measure is all juvenile cases for a specified period of time (e.g., calendar year). Cases can be open or closed – but for each of the measures the case must have reached the appropriate stage of proceedings. (A)
- b. For each case in (A), count the total number of continuances (and record the reasons for the continuance) that occurred before completing the hearing (initial/detention, jurisdiction, disposition).

#### ***Required Data Elements for Continuance Measures:***

- Date range or specified time frame for report (e.g., calendar year).
- Start and end date for each hearing (initial/ detention, jurisdiction, disposition).
- Whether a continuance was granted before hearing
- Stated reason for the continuance.

#### ***Additional Data Elements (particularly for overall case length measure):***

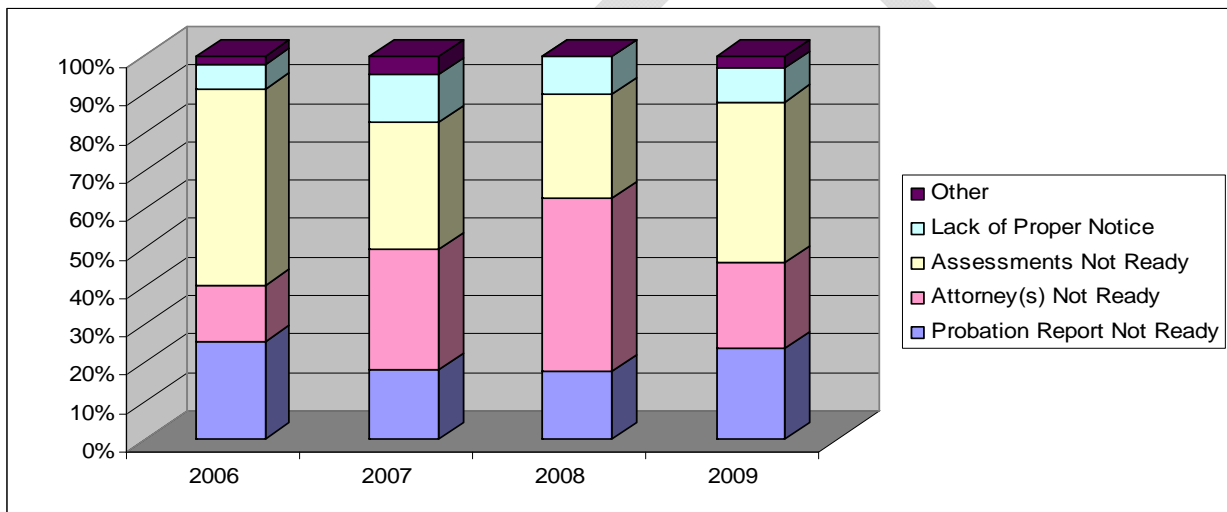
- Party requesting the continuance.
- Youth demographic information – provides the court with useful information about the characteristics of the population served by the court and whether outcomes differ for segments of that population (e.g., date of birth, race/ethnicity, tribal affiliation, gender).

- Youth juvenile court involvement history – provides the court with useful information about the background of the population served by the court and whether outcomes differ for segments of that population (e.g., prior adjudications, offense type, prior involvement in dependency court).
- Organizational-Level Information – makes it possible to aggregate information for reports that facilitate comparisons among courts (e.g., judicial district, court, county).

**Presenting the Data:**

The sample graphic representation below uses hypothetical data to demonstrate how results for continuances measures might be reported.

**Sample: Reasons for Continuances by Reason, by Year.**



# 14. Defining Recidivism in Juvenile Justice



# AOC Briefing

April 2012

## Defining Recidivism in Juvenile Justice

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An overview of common definitions of recidivism and the challenges of not having one standardized definition.



ADMINISTRATIVE OFFICE  
OF THE COURTS

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& THE COURTS

## **AOC Briefing**

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## INTRODUCTION

Many measures are used to verify the success of programs or practices in juvenile justice, and those measures usually depend on what an evaluation is trying to determine. Collecting and analyzing the data necessary to determine the success of such programs or practices, however, is often difficult. For example, a drug court program may want to find out whether its graduates have relapsed after completing the program to establish whether the program has worked, but that information may be difficult to obtain because of the graduates' relocation or unwillingness to respond. Thus, recidivism is the most common outcome measure used to determine whether a program or practice in juvenile justice is "working," or is successful. Recidivism is used for three reasons: (1) it reflects whether a program or service is preventing youth from committing another crime, (2) it generally reflects whether youth are making better decisions in their lives, and (3) it is relatively easy to track and calculate.<sup>1</sup> Using recidivism as a measure has challenges, however, because of the various ways that researchers and organizations define it. Researchers may use different benchmarks and time frames, making comparisons among programs, counties, or states difficult.

This briefing will examine how juvenile justice partners define and measure juvenile recidivism and will review the recommendations stated by the Council of Juvenile Correctional Administrators (CJCA) for standardizing a definition. This briefing is one of several on topics of interest to judicial officers and court stakeholders, including a detailed overview of evaluating risks and needs of youth in the juvenile justice system and how practices and programs become evidence based.\* The Administrative Office of the Courts (AOC) has also published a report describing several performance measures used in juvenile delinquency, including recidivism.<sup>2</sup> These measures were determined through a careful and collaborative process of assessment and pilot testing.

**Recidivism is a common measure used to determine the success of a program or practice for three reasons:**

1. It reflects whether a program or service is preventing youth from committing another crime;
2. It is generally a reflection of whether youth are making better decisions in their lives; and
3. It is relatively easy to track and calculate.

\* For links to these and all current AOC Briefings and Literature Reviews, see [www.courts.ca.gov/12891.htm](http://www.courts.ca.gov/12891.htm).

## DEFINING AND MEASURING RECIDIVISM

Researchers and policymakers define recidivism in several ways. In the AOC's report on juvenile court performance measures, *recidivism* is defined as new law violations resulting in sustained petitions or convictions.<sup>3</sup> The CJCA noted that “[r]ecidivism is most commonly measured in terms of rearrests, referrals to court, reconvictions, or reconfinement,” or some combination of these variables.<sup>4</sup> According to the National Research Advisory Committee of the National Drug Court Institute, both arrest data and conviction data can be proxy measures of recidivism, although neither is a perfect measure.

Writing on behalf of the Washington State Institute for Public Policy, Robert Barnoski suggested that recidivism is “any offense committed after release to the community that results in a ... court legal action.” He defined *court legal action* as “a conviction, deferred sentence, deferred prosecution, deferred disposition, or a diversion agreement ... for misdemeanors, gross misdemeanors, and felonies.” When using multiple measures of recidivism, Barnoski also noted that it is important to report arrests separately from convictions and to report misdemeanors separately from felonies, and that recidivism should be measured beginning on the date the offender is released to the community with a specific follow-up period, stating that it takes at least 30 months to reasonably capture recidivism events and their system processing.<sup>5</sup> Thus, Barnoski measured recidivism with two measures: rearrest within 18 months and readjudication within 30 months.<sup>6</sup> He also distinguished among reoffending with a misdemeanor, with a felony, and with a violent felony.

Prominent researchers in criminal and juvenile justice use various measures to assess recidivism. Some researchers have used a one-year rearrest rate to define recidivism, using a definition that Mark Lipsey established in 2009.<sup>7</sup> Lipsey conducted a meta-analysis of studies using rearrest, reconviction, and reincarceration to define recidivism. He standardized the definition to rearrest during 12 months after intervention.<sup>8</sup> Edward Latessa, Christopher Lowenkamp, and Kristin Bechtel also measured recidivism using several measures: “(1) any technical violation, (2) any arrest, (3) any re-incarceration, (4) number of arrests and (5) any recidivism” (all combined).<sup>9</sup> Latessa, Lori Lovins, and Paula Smith also defined recidivism as rearrest and reincarceration for either a new offense or a technical violation.<sup>10</sup> Chip Coldren, Timothy Bynum, and Joe Thome, of the Office of Juvenile Justice and Delinquency Prevention (OJJDP), suggested that the best measure of recidivism is one that focuses most closely on the behavior itself, such as police contacts, rather than organizational decisionmaking.<sup>11</sup> The researchers argued that decisions made by police in determining whether to arrest and decisions made by the court on



whether to adjudicate may be influenced by a number of factors that are unrelated to the youth's behavior related to delinquency. Some definitions also take into consideration the character or severity of any new offense.

Several states have a standardized definition of recidivism used in the adult criminal and juvenile justice systems. For example, Oregon defines recidivism as any new criminal referral. Maine defines recidivism as readjudication in either juvenile or adult court. North Carolina uses rearrests as the primary measure of recidivism and supplements that with reconvictions and reincarcerations. Several agencies have recommended that California establish a standardized definition. Without a standardized definition to use as a comparison, there is no way to determine whether a particular recidivism rate is good or bad or more or less successful than another recidivism rate in another county, agency, or program.

For adults in California under the California Community Corrections Performance Incentives Act of 2009, recidivism is defined as a conviction of a new felony, including when probation is revoked or terminated. The act, passed as Senate Bill 678 and codified in California Penal Code section 1228, encourages the use of evidence-based practices and programs<sup>†</sup> and requires each county that receives SB 678 funding to create a community corrections program to implement those practices and programs as well as to identify and track outcome measures.

For California juveniles, the California Department of Corrections and Rehabilitation's Division of Juvenile Justice (DJJ) uses the following definition for a recidivist: An individual previously adjudicated of a serious or violent crime (CA Welfare and Institutions Code section 707b) or sex crime (California Penal Code section 290), committed to DJJ and released or discharged, and subsequently arrested in California or returned or recommitted to DJJ or a California adult institution during a specified follow-up period of time ranging from one year to three years from release. This definition is independent of the youth's discharge status on the initial offense. Because this definition is not standardized among agencies, justice partners, and researchers, comparison evaluations of juvenile programs are challenging.

Informal conversations among some officials and researchers in California to standardize a definition have led the Chief Probation Officers of California (CPOC) to agree on a standardized definition of juvenile recidivism for use in California: Recidivism is a subsequent criminal conviction or juvenile adjudication while on probation. Some have argued that this is an imperfect definition that presents some

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<sup>†</sup> For information on how practices and programs become evidence based, see the AOC Briefing at [www.courts.ca.gov/documents/AOCBrief\\_JuvenileJusticeResearch\\_efile\\_021612.pdf](http://www.courts.ca.gov/documents/AOCBrief_JuvenileJusticeResearch_efile_021612.pdf).

challenges, however. For example, many counties differ in the length of time a juvenile is placed on probation, with some probation departments using a specified number of years (which may also differ among counties) and some using an indefinite amount of time, permitting individual officers to request probation be terminated when they believe a minor no longer warrants supervision. This definition also does not determine whether a new arrest occurring after the original offense but before disposition would be included. For example, a juvenile may be arrested on a new charge postadjudication but before disposition on the original charge so he or she may not yet technically be on probation. An additional question is whether juveniles who have been diverted preadjudication, postadjudication, or postdisposition would be included, as well as whether juveniles given deferred entry of judgment would be included. An additional challenge is that the definition does not include new offenses in the adult criminal system after an offender turns 18, even if an offense is committed the day after an offender's 18th birthday, for example. It is also often impossible for county probation departments to obtain arrest or conviction rates that occur outside of the county at any point in time. For all of these reasons, counties may have a difficult time determining recidivism outside of a narrow scope of age and location, and the recidivism measure may differ by county.

## RECOMMENDATIONS OF NATIONAL AGENCIES

In a renowned article, James Bonta, Tanya Ruge, Terri-Lynne Scott, Guy Bourgon, and Annie Yessine cited differences in recidivism rates depending on the measure used: rearrest alone or rearrest with reconviction.<sup>12</sup> For example, when rearrest was the sole measure, the recidivism rate was much higher than when conviction was included (25 percent vs. 20 percent). The recidivism rate dropped further when a new prison sentence was used as the measure (to 11 percent). Coldren et al. of OJJDP noted that each type of measure used isn't wrong; rather, they are just measuring different things and thus cannot be compared.<sup>13</sup>

How each researcher defines recidivism will depend on the following four factors: (1) what data are available, (2) what the agency wants to look at, (3) the length of the project, and (4) the amount of funding. Taking all of these factors into account, Phil Harris et al. of the CJCA recommended the following in a recent white paper:<sup>14</sup>

- Recidivism should include rearrest or petition as well as adjudication or conviction in order to minimize the number of false positives. Recidivism should be based on an official record such as readjudication because there is opportunity for bias in measuring recidivism.

- Any readjudication should be due to a new offense rather than a technical violation.
- If a disposition is used to define recidivism, a distinction between incarceration and reincarceration should exist. This distinction will determine how youth who have never been incarcerated (e.g., those who were handled informally or through diversion initially) are classified in regard to recidivism.
- Adult convictions should be included in order to ensure that offenses occurring at some point in the follow-up time period are not excluded. That the offense resulted in adult system processing should not matter.
- Measurement of recidivism should start with the date of disposition. The follow-up period for tracking an individual's recidivism should be at least 24 months. The authors noted that the average maximum follow-up period for both state agencies and program evaluators is more than two years.
- The definition of recidivism must include criteria for location of the new offense. For example, can recidivism data be collected only within the county, within the state, or within the country?

In a follow-up article explaining the CJCA's white paper, Harris, Brian Lockwood, Liz Mengers, and Bartlett Stoodley discussed development and rationale of the recommendations.<sup>15</sup> Their goal in writing the white paper was to find a way of standardizing the measurement and reporting in a way that exceeds many organizational structures. They noted that a common definition of recidivism is necessary to clearly communicate the meaning of study results. In addition, a standardized definition is essential for accurately describing methods used to gather data in order to replicate research designs. They also recommended collecting multiple measures of recidivism in order to draw comparisons among studies using different measures. The authors further agreed that recidivism research must distinguish between delinquent offenses and violations of probation or parole, as well as between offenses committed following discharge and those committed during a program or confinement.

## CONCLUSION

Recidivism can be defined in many ways; however, without a standardized definition that all organizations and agencies use, comparisons may be difficult to make. According to Harris et al., clear communication and effective use of performance data would increase if recidivism definitions and measures were standardized.<sup>16</sup> California policymakers have made great efforts to standardize the definition and measure of recidivism for juveniles and can use the recommendations stated by the CJCA, including those listed in this briefing, to refine those definitions and measures.

## NOTES

<sup>1</sup>J. Kelly, "National Standard Coming for Juvenile Recidivism Rates?" (Nov. 25, 2009) Youth Today, [www.youthtoday.org/view\\_blog.cfm?blog\\_id=253](http://www.youthtoday.org/view_blog.cfm?blog_id=253).

<sup>2</sup>Admin. Off. of Cts., *Juvenile Delinquency Court Performance Measures* (in press).

<sup>3</sup>*Ibid.*

<sup>4</sup>P. W. Harris, B. Lockwood & L. Mengers, *A CJCA White Paper: Defining and Measuring Recidivism* (Council of Juvenile Correctional Administrators, U.S. Office of Juvenile Justice and Delinquency Prevention [OJJDP], Nov. 2009), [www.cjca.net](http://www.cjca.net).

<sup>5</sup>R. Barnoski, *Standards for Improving Research Effectiveness in Adult and Juvenile Justice* (Washington State Institute for Public Policy, Dec. 1997), [www.wsipp.wa.gov](http://www.wsipp.wa.gov).

<sup>6</sup>R. Barnoski, *Assessing Risk for Re-Offense: Validating the Washington State Juvenile Court Assessment: Appendices* (Washington State Institute for Public Policy, 2004), [www.wsipp.wa.gov](http://www.wsipp.wa.gov).

<sup>7</sup>M. W. Lipsey, J. C. Howell, M. R. Kelly, G. Chapman & D. Carver, *Improving the Effectiveness of Juvenile Justice Programs: A New Perspective on Evidence-Based Practice* (Center for Juvenile Justice Reform, Dec. 2010), [cjjr.georgetown.edu/pdfs/ebpl/ebppaper.pdf](http://cjjr.georgetown.edu/pdfs/ebpl/ebppaper.pdf).

<sup>8</sup>M. W. Lipsey, "The Primary Factors that Characterize Effective Interventions with Juvenile Offenders: A Meta-Analytic Overview" (2009) 4(2) *Victims & Offenders* 124–147.

<sup>9</sup>E. J. Latessa, C. T. Lowenkamp & K. Bechtel, *Community Corrections Centers, Parolees, and Recidivism: An Investigation into the Characteristics of Effective Reentry Programs in Pennsylvania* (Nov. 2009), [www.uc.edu/ccjr/reports.html](http://www.uc.edu/ccjr/reports.html).

<sup>10</sup>E. J. Latessa, L. B. Lovins & P. Smith, *Follow-up Evaluation of Ohio's Community Based Correctional Facility and Halfway House Programs—Outcome Study* (Center for Criminal Justice Research, Feb. 2010).

<sup>11</sup>J. R. Coldren, T. Bynum & J. Thome, *Evaluating Juvenile Justice Programs: A Design Monograph for State Planners* (OJJDP, June 1991), [www.bja.gov/evaluation/guide/documents/documentg.html](http://www.bja.gov/evaluation/guide/documents/documentg.html).

<sup>12</sup>J. Bonta, T. Ruge, T. Scott, G. Bourgon & A. K. Yessine, "Exploring the Black Box of Community Supervision" (2008) 47(3) *Journal of Offender Rehabilitation* 248–270.

<sup>13</sup>Latessa, Lowenkamp et al., *supra* note 9.

<sup>14</sup>Harris et al., *supra* note 4.

<sup>15</sup>P. W. Harris, B. Lockwood, L. Mengers & B. H. Stoodley, "Measuring Recidivism in Juvenile Corrections" (OJJDP, Fall 2011) 1(1) *Journal of Juvenile Justice* 1–16.

<sup>16</sup>*Ibid.*



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# 15. Outagamie County Outcome Report Design

Outagamie County Outcome Report Design  
November 24, 2015

<p style="text-align: center;"><b>Group 1</b> <b>Baseline</b> <b>November 5, 2012 to April 30, 2013</b></p>	<p style="text-align: center;"><b>Group 2</b> <b>Protocols Implemented</b> <b>May 1, 2013 to April 30, 2014</b></p>	<p style="text-align: center;"><b>Group 3</b> <b>Pathways Open</b> <b>May 1, 2014 to Present</b></p>	<p style="text-align: center;"><b>Group 4</b> <b>Dual Court</b> <b>August 1, 2014 to Present</b></p>
<p><b>Subset #1:</b> Youth is open in both divisions (dually enrolled), from the time the youth was identified as dual status to 18 months after:</p> <ul style="list-style-type: none"> <li>• Count the # of new referrals in YFS (TCM)</li> <li>• Count the # of Adjudications in YFS (TCM)</li> <li>• Count the number of Screened-In Reports in CYF (TCM)</li> <li>• Count the # of Out-Of-Home Placements (SACWIS)</li> <li>• For those youth already in care, Count the # of days in care (SACWIS)</li> </ul> <p><b>Subset #2:</b> Youth identified as Dually Involved, not part of Subset #1, from the time the youth was identified as dual status to 18 months after:</p> <ul style="list-style-type: none"> <li>• Count the # of new referrals in YFS (TCM)</li> <li>• Count the # of Adjudications in YFS (TCM)</li> <li>• Count the number of Screened-In Reports in CYF (TCM)</li> <li>• Count the # of Out-Of-Home Placements (SACWIS)</li> <li>• For those youth already in care, Count the # of days in care (SACWIS)</li> </ul>	<p><b>Subset #1:</b> Youth is open in both divisions (dually enrolled) and received either Intrafamilial Sexual Abuse or Coordinated Case Planning Protocol, from the time the youth was identified as dual status to 18 months after:</p> <ul style="list-style-type: none"> <li>• Count the # of new referrals in YFS (TCM)</li> <li>• Count the # of Adjudications in YFS (TCM)</li> <li>• Count the number of Screened-In Reports in CYF (TCM)</li> <li>• Count the # of Out-Of-Home Placements (SACWIS)</li> <li>• For those youth already in care, Count the # of days in care (SACWIS)</li> <li>• Indicate if Youth is currently open in both divisions</li> </ul> <p><b>Subset #2:</b> Youth identified as Dually Involved, not part of Subset #1 (did not receive a protocol), from the time the youth was identified as dual status to 18 months after:</p> <ul style="list-style-type: none"> <li>• Count the # of new referrals in YFS (TCM)</li> <li>• Count the # of Adjudications in YFS (TCM)</li> <li>• Count the number of Screened-In Reports in CYF (TCM)</li> <li>• Count the # of Out-Of-Home Placements (SACWIS)</li> <li>• For those youth already in care, Count the # of days in care (SACWIS)</li> </ul>	<p><b>Subset #1:</b> Youth is open in both divisions (dually enrolled) and received either Intrafamilial Sexual Abuse or Coordinated Case Planning Protocol, from the time the youth was identified as dual status to 18 months after:</p> <ul style="list-style-type: none"> <li>• Count the # of new referrals in YFS (TCM)</li> <li>• Count the # of Adjudications in YFS (TCM)</li> <li>• Count the number of Screened-In Reports in CYF (TCM)</li> <li>• Count the # of Out-Of-Home Placements (SACWIS)</li> <li>• For those youth already in care, Count the # of days in care (SACWIS)</li> <li>• Indicate if Youth is currently open in both divisions</li> </ul> <p><b>Subset #2:</b> Youth identified as Dually Involved, not part of Subset #1 (did not receive a protocol), from the time the youth was identified as dual status to 18 months after:</p> <ul style="list-style-type: none"> <li>• Count the # of new referrals in YFS (TCM)</li> <li>• Count the # of Adjudications in YFS (TCM)</li> <li>• Count the number of Screened-In Reports in CYF (TCM)</li> <li>• Count the # of Out-Of-Home Placements (SACWIS)</li> <li>• For those youth already in care, Count the # of days in care (SACWIS)</li> </ul>	<p>Youth is open in both divisions (dually enrolled) and received Dual Court Protocol, from the time the youth was identified as dual status to 18 months after:</p> <ul style="list-style-type: none"> <li>• Count the # of new referrals in YFS (TCM)</li> <li>• Count the # of Adjudications in YFS (TCM)</li> <li>• Count the number of Screened-In Reports in CYF (TCM)</li> <li>• Count the # of Out-Of-Home Placements (SACWIS)</li> <li>• For those youth already in care, Count the # of days in care (SACWIS)</li> </ul>

# 16. Juvenile Justice and Child Welfare System Coordination and Integration



Domain	Youth Outcomes	Measures	Goals /Milestone	Data Source
Recidivism	Reduction in new charges	No new Arraignment	0-6 months by 25% 6-12 months by 15% 12-24 months by 10%	Juvenile Court Probation Criminal Activity Record Information (CARI)
	Reduction in Violation of Probation	No Notice of Violation of Probation	0-6 months by 25% 6-12 months by 15% 12-24 months by 100%	Juvenile Court Probation CARI
	Increased compliance with Probation Conditions	1. Increased the number of Youth paying Restitution as Ordered by the Court.	0-6 months by 80% 6-12 Months by 90% 12-24 Months by 10% % of Dually Involved Youth court ordered to pay restitution is unknown. Estimated 20% of delinquent youth are court ordered to pay restitution. Estimated 75% pays.	Juvenile Court Probation Monthly Termination Summary Form housed in the Youth's Folder.
		2. Increased the # of completed Community Service Disposition.	0-6 months by 50% 6-12 Months by 40% 12-24 Months by 30%	
Permanency	Increased Youth maintained at home.	Reduction in % of Home Removal Episodes	0-6 months by 25% 6-12 months by 15% 12-24 months by 10%	For Youth in/or have been in the custody of Department of Children and Families (DCF) = Family Net Data Base in the Placement Setting window. For non-custody Youth Parents/Guardian
	Increased Access to Kinship and Chid-Specific Resources.	Increased % of Kinship and Child-Specific Placements	0-6 months by 25% 6-12 months by 15% 12-24 months by 10%	
	Increased stability in placement.	Reduction in # of Youth attributed Placement disruptions.	0-6 months by 25% 6-12 months by 15% 12-24 months by 10%	
		Reduction in # of unauthorized leaves.	0-6 months by 25% 6-12 months by 15% 12-24 months by 10%	
Family Engagement	Increased Family Participation	Increased % of families attendance at Case Conferences.	0-6 months by 75% 6-12 months by 80% 12-24 months by 100% (100% of families are invited to case conferences)	Juvenile Court Clinic Dually Involved Conference Attendance Sheet
	Increased utilization of Parent Advocate Services.	Increased % of families utilizing Parent Advocate Services	0-6 months by 60% 6-12 months by 75% 12-24 months by 100%	DYS Parent Advocate Tracking Sheet Juvenile Court Clinic Dually Involved Conference Attendance Sheet
Education, Employment, Training Programs, Pro-Social Activities	Youth are engaged in Education	Increased Youth's School attendance while on Probation.	0-6 months by 10% 6-12 months by 15% 12-24 months by 25%	Juvenile Court Probation Record and DCF Records.  (For students enrolled in the Springfield School System, Juvenile Court Probation can access the information through the School Department's data base called Power School. For all other School Departments the information can be accessed on form called Juvenile Court Request School Report Form that is housed in the Youth's Probation Folder.)
		Reduction in # Disruptive School Arrests.	0-6 months by 40% 6-12 months by 30% 12-24 months by 25%	
	Youth are engaged in Employment/Training	Increased # of Youth securing Employment or Training.	0-6 months by 40% 6-12 months by 30% 12-24 months by 25%	
	Increased Youth's pro-social involvement	Increased # of Youth referred to pro-social activities - Mentoring programs, sports, arts, and religious activities	0-6 months by 40% 6-12 months by 30% 12-24 months by 25%	

# 17. Fulton County Outcomes and Measures

# Outcomes and Measures

## **1) REDUCE RECIDIVISM**

- a. Any new referrals during DSY process (90 day window)?
- b. Any new referrals six months after the case is closed (on either dependency or delinquency side)?
- c. Based in the language of the petition, what was the level of any new offenses e.g. higher or lower than the original charge?
- d. Was the new offense against person or property?

*Need to: a. Look at immediate alternatives to detention at MDT to possibly reduce recidivism b. Figure out how to designate child as a DSY at detention, complaint and on petition*

## **2) EDUCATIONAL OUTCOMES**

- a. Attendance
- b. Continued enrollment
- c. Expulsion, suspension or disciplinary hearing

*NOTE: Special education issues will be addressed as part of the case work*

## **3) FAMILY ENGAGEMENT**

- a. MDT Meeting
- b. Court hearings
- c. Connection/engagement/cooperation with services (1 referral and 2 intake process) for all parties- child, mom and dad

*NOTE: Looking at whether or not parent helped with the plan i.e. development of plan, implementation of plan; MDT Initiative will be held accountable for actually connecting the parent to the service*

## **4) PLACEMENT STABILITY**

- a. Number of placements regardless of reason for disruption
- b. Time frame- minimize the number of moves while designated as a DSY
- c. ?? Determine reason(s) for disruption in placement/track reasons??

*NOTE: Exclusions from this category will include: respite care, child moved for sibling reunification, placements with relatives/fictive kin, hotel stays*

18. Doorways to  
Delinquency: Multi-System  
Involvement of Delinquent  
Youth in King County  
(Seattle, WA)

Doorways to Delinquency:  
**Multi-System Involvement of  
Delinquent Youth in King County  
(Seattle, WA)**

## Models for Change

Models for Change is an effort to create successful and replicable models of juvenile justice reform through targeted investments in key states, with core support from the John D. and Catherine T. MacArthur Foundation. Models for Change seeks to accelerate progress toward a more effective, fair, and developmentally sound juvenile justice system that holds young people accountable for their actions, provides for their rehabilitation, protects them from harm, increases their life chances, and manages the risk they pose to themselves and to the public. The initiative is underway in Illinois, Pennsylvania, Louisiana, and Washington, and through action networks focusing on key issues in California, Colorado, Connecticut, Florida, Kansas, Maryland, Massachusetts, New Jersey, North Carolina, Ohio, Texas, and Wisconsin.

Prepared by Gregory Halemba and Gene Siegel, National Center for Juvenile Justice.

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September 2011

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**UNITING  
for YOUTH**

A PARTNERSHIP OF  
YOUTH-SERVING SYSTEMS  
IN KING COUNTY

**ModelsforChange**  
Systems Reform in Juvenile Justice

# **Doorways to Delinquency:**

## **Multi-System Involvement of Delinquent Youth in King County (Seattle, WA)**

**Gregory Halemba and Gene Siegel**  
**National Center for Juvenile Justice**

**September 25, 2011**

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An earlier version of this report was released in June 2011 under the title "King County (Seattle, WA) Uniting for Youth: Prevalence of Child Welfare and Becca (Status Offender) Involvement Among Youth Referred to the Juvenile Court on Delinquency Matters."

# Doorways to Delinquency: Multi-System Involvement of Delinquent Youth in King County (Seattle, WA)

## Foreword

On behalf of Uniting for Youth (King County, Washington), we are very appreciative of the many partners who made this ground-breaking study possible. In particular, the National Center for Juvenile Justice (NCJJ), who authored the study, and the MacArthur Foundation, who provided financial support through its Models for Change Initiative, and Casey Family Programs deserve special recognition. This study would not have been attempted, let alone completed, without them. Our partners from the Center for Children and Youth Justice and the Washington State Administrative Office of the Courts also played key roles in supporting data collection across organizations and administrative systems that are not designed to readily share with each other.

As you will see in the pages that follow, the results of the study have major implications for youth involved in the juvenile justice system in King County. Many youth arrive at the front door of the juvenile justice system having already interacted with the

child welfare system. Moreover, these “cross-over” youth experience worse outcomes, such as higher recidivism and spending more time in detention, than other juvenile justice youth. This foreword will highlight why Uniting for Youth requested this study and how it will influence our work in the future.

## Uniting for Youth—A Partnership of Youth-Serving Systems in King County

In 2003, a group of leaders in King County’s youth-serving systems came together out of shared frustration that the juvenile justice and child welfare systems too often were failing to work effectively together to serve youth who were involved in both systems and who frequently needed mental health, education, and other services. Based on the strength of their experiences and with support from Casey Family Programs and Child Welfare League of America, these leaders launched the King County Systems Integration Initiative (later renamed Uniting for Youth). Their purpose was to examine opportunities for

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improving outcomes for cross-over youth through more seamless and coordinated case planning, case management, and delivery of services across these youth-serving systems.

Despite having limited data about cross-over youth, Uniting for Youth has made significant progress over the past eight years. Accomplishments include creating and sustaining a collaborative leadership group to guide its work, development and widespread dissemination of an information-sharing resource guide, implementing protocols for coordinating case planning and services for youth involved in juvenile justice and child welfare systems, conducting regular “cross-system” trainings for staff from various youth-serving systems, improved mental health and substance abuse screening and assessment processes for juvenile justice youth, and designing and piloting a school dropout retrieval and retention program.

### **The Need for a Prevalence Study**

While Uniting for Youth has made good progress, we feel strongly that, without an in-depth understanding of the prevalence of cross-over youth in King County and the characteristics and outcomes of these youth, our future progress would be limited. We also need to know more about the characteristics of cross-over youth and how they differ from other youth who come into contact with and progress through our respective systems. Such information can help us improve our response to the needs of cross-over youth, particularly at the earliest points possible, and sharpen our focus in specific areas of concern, including racial and ethnic disparities and the gender-specific needs of girls and boys. We also need a baseline picture of the outcomes for cross-over youth against which we can measure our progress.

In 2008, with the support of the MacArthur Foundation’s Models for Change Initiative, Uniting for Youth worked with NCJJ to develop an overall vision for a series of prevalence studies. The following report is the first of these studies.

### **The Compelling Results**

While we continue to review the results of this report, they confirm our professional experience that there is an important connection between the juvenile justice and child welfare systems for many youth and their families. However, we are taken aback about the extent of this connection and its potential implications for the well-being of cross-over youth. As noted by

the authors, about two-thirds of youth referred to King County’s juvenile justice system on an offender matter in 2006 have had some form of involvement in our state’s child welfare system. Moreover, involvement in child welfare is related to worse outcomes in the juvenile justice system on many levels—such as time spent in detention and recidivism—when compared to youth with no or limited involvement in the child welfare system. These outcomes, particularly for youth of color and females, worsened if the youth had more extensive involvement in the child welfare system.

### **Renewed Purpose**

The compelling results of this study will help shape the future work of Uniting for Youth. They are timely in refining our direction and renewing our purpose as a cross-system collaborative, even as our respective organizations face severe budget challenges. With the support of our partners, we will be mining data from this study to improve cross-system approaches in key areas such as disproportionate minority contact, gender-specific responses, court diversion, and recidivism.

The current report describes only part of the picture. It primarily focuses on a group of youth entering the juvenile justice system and their involvement with the child welfare system. For a more complete picture of these youth, we will be working with our partners to conduct additional studies that incorporate other service systems such as education, mental health, and substance abuse. We will also examine a group of youth at the point they entered the child welfare system and follow how many came into contact with other service systems to inform us on how to respond early and shift their trajectory away from the juvenile justice system.

### **Beyond King County**

The good news is that across Washington State and the nation there is a growing interest to better understand and respond to the needs of cross-over youth. We hope that this study encourages other jurisdictions not only to conduct similar research but also to join the effort to develop effective multi-system approaches for cross-over youth. As is often the case, a report dealing with a complex and important social issue leaves us with as many questions as it provides answers. We look forward to sharing our experiences and learning from others.

*Co-Chairs, Uniting for Youth Executive Steering Committee  
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Children’s Administration*

# Executive Summary

This executive summary highlights findings from a study conducted by the National Center for Juvenile Justice (NCJJ) that examines the prevalence of multi-system involvement (specifically, child welfare and Becca)<sup>1</sup> among youth referred to the King County Juvenile Court on offender matters during the 2006 calendar year. The study examines how this varies demographically and how juvenile justice trajectories/outcomes vary by level of multi-system involvement.

The target population for the current study reflected a time-limited snapshot of youth referred to the King County Juvenile Court on one or more offender referrals during calendar year 2006.<sup>2</sup> The study cohort included 4,475 youth and their history of court and child welfare involvement was tracked through the end of the 2008 calendar year.<sup>3</sup>

## Summary of Key Findings

### Two-thirds of King County youth referred for offender matters in 2006 have had some form of Children’s Administration involvement.

While it was anticipated that a number of youth referred on offender matters in 2006 had some Children’s Administration (CA) involvement, it was not anticipated that this would have been the case for two-thirds of the overall study cohort. The 2006 study population is divided into four subgroups that reflect an increasing continuum of Children’s Administration involvement. Most data and findings presented in this report are organized along this continuum.

- Group 1: Youth with no record of any history of CA involvement—33% of the youth referred for offender matters in 2006 were in this group (n = 1,462).
- Group 2: Youth with a CA system identification number (CAMIS ID) but no detail on the extent of agency involvement—30% of the 2006 offender cohort were in this

group. In most instances, these juveniles only had some very limited involvement with the agency (n = 1,358).

- Group 3: Youth who had been named on one or more moderate to high risk child protection referrals that were accepted for investigation. Another 21% of the study cohort were in this group (n = 939).
- Group 4: Youth who had a history of CA-initiated legal activity/placement. These youth had a dependency petition filed or were otherwise placed in CA custody and typically placed out of home—16% of the study population were in this group (n = 716).

### The more extensive the history of CA involvement, the greater the proportion of females and minority youth (specifically, African-American and Native American youth).

- Females constitute 27% of the population of youth with no CA history and this steadily increases to 40% among juveniles with a history of CA legal activity/placement.
- The proportion of African-American youth increases almost three-fold as the extent of CA involvement intensifies—from 16% of the cohort with no CA history to 45% of all youth with a history of CA legal activity/placement. For Native American youth, the trend is even more pronounced—a four-fold increase from 1% to 5%.

### The likelihood of at least some history of CA involvement increases even more dramatically when controlling for prior history of offender referrals.

- 59% of youth referred a first time for an offender matter during 2006 had at least some history of CA contact/involvement.
- For youth with two or more prior offender referrals before 2006, this percentage increases to 89% overall, and upwards of 90% for African-American and Native American youth.

<sup>1</sup> In 1995, in response to the deaths of three runaway children, the State Legislature passed the “Becca Bill” (SB5439) named after one of the deceased children. This statute governs issues related to three types of status offenders/non-offenders: at-risk youth (ARY), truants, and children in need of services (CHINS). While each of these categories of status offenders is considered a different type of case filing and the court process in each differs, these are all commonly referred to as Becca matters in Washington State.

<sup>2</sup> This could be for either a referral that was eventually dismissed, accepted for diversion, or a referral that was filed on and formally prosecuted through the court.

<sup>3</sup> This included any history of involvement with the King County court system as well as courts in other Washington jurisdictions on offender/criminal, dependency and Becca matters. Child welfare involvement included any Children Administration (CA) history pertaining to moderate/high risk child protection referrals accepted for investigation, legal actions taken by the agency on behalf of these children, and historical records reflecting any custody, legal status and placement events/changes while in agency care. Children’s Administration is the child welfare arm of the Washington State Department of Social and Health Services.

**Youth with multi-system involvement begin their delinquent activity earlier and are detained more frequently (and for longer periods of time) than youth without such involvement.**

- Multi-system youth, particularly those with a history of CA legal activity/placement, start their delinquent careers a year or more earlier than youth with no CA involvement.
- Youth with a history of CA legal activity/placement are typically first detained at an earlier age, are detained far more frequently, and spend substantially more time in detention compared to youth with no multi-system involvement (an average of 70 days compared to 19 days, respectively).

**Youth with no history of CA involvement were referred on offender charges much less frequently compared to youth with more extensive CA involvement.**

- Youth with no history of CA involvement were referred on offender charges an average of 2.1 times compared to an average of 5.8 times for youth with a history of CA legal activity/placement—a difference of almost three-fold.

**Youth who experience multiple offender referrals are much more likely to have records of Becca and CA involvement than youth without such records.**

- Overall, 72% of all youth referred to the King County Juvenile Court in 2006 on offender matters had some history of Becca petition filings and/or history of Children’s Administration involvement (either prior, during or subsequent to calendar year 2006).
- The percent of youth with a history of Becca petition filings and/or CA involvement increases to 94% for youth referred on two or more offender referrals prior to CY 2006.

**A multi-system youth’s first offender referral often precedes the filing of a first Becca petition.**

- In a slight majority of cases, a truancy or ARY petition was filed after a juvenile’s first offender referral (52% and 51% of the time, respectively).
- In 71% of the 106 instances in the study cohort in which a youth was petitioned to the court on a CHINS matter, this petition was filed after his/her first offender referral.

**There is a strong correlation between recidivism and history of CA involvement.**

- Youth with no history of CA involvement were far less likely to be referred on a new offender matter within two years than youth on the far end of the CA involvement continuum—34% compared to 70%, respectively.
- Two-year recidivism rates for the two less extensive CA categories (CAMIS ID only and history of CA investigation only) fall in between these two ends of the continuum but generally track closer to recidivism rates for the history of CA legal activity/placement subset of 2006 offenders.
- In the most extensive CA involvement category (the history of CA activity/placement cohort), two-year recidivism rates for African-American and Native American youth were 75% and 79%, respectively. These were considerably higher than for other racial groups.
- For females, two-year recidivism rates rose substantially as the analysis controlled for level of CA involvement—from 27% for females with no CA history to 63% for females with a history of CA legal activity/placement.

**First-time offenders with records of multi-system involvement have much higher recidivism rates than youth without CA involvement.**

- 30% of first-time offenders with no history of CA involvement were referred on a new offender matter within two years compared to 57% of first-time offenders with a history of CA legal activity/placement.
- The more extensive the history of CA involvement, the greater the proportion of first-time offender females. Females constitute 30% of the first-time offender population with no CA history and almost half (47%) of all first-time offenders with a history of CA legal activity/placement.
- The proportion of first-time offender African-American youth increases almost three-fold as the extent of CA involvement intensifies—from 15% of the first-time offender cohort with no CA history to 43% of similar youth with a history of CA legal activity/placement. A similar trend is evident among Native American youth.

### **Youth with histories of both Becca and CA involvement have high recidivism rates.**

- Two-year recidivism rates rise dramatically as the analysis controls for histories of both Becca petition filings and CA involvement. Among juveniles with no history of either, the two-year recidivism rate was 31%.
- On the other end, youth with a history of both Becca petition filings and CA legal activity/placement, the two-year recidivism rates spike to 75%.

### **Multi-system youth experience frequent placement changes and there are substantial costs associated with such placements.**

- Multi-system youth who were placed in out-of-home placements experienced, on average, 12 placement changes including an average of three AWOL episodes during the study period. Very little time during this three-year period was spent at home or not in CA-related care.
- It is conservatively estimated that placement costs averaged approximately \$38,000 per youth during this time. For the 226 youth included in this part of the analysis, the estimated total cost of placement approached \$8.6M.

The study suggests the need for earlier, more effective and more timely interventions in multi-system cases, and presents opportunities for further analysis to more closely examine the following topics:

- An examination of current diversion practices and outcomes for multi-system cases;
- Disproportionate Minority Contact (DMC) implications;
- Gender specific implications;
- Additional recidivism measures;
- Expanded DSHS/CA outcome analysis;<sup>4</sup>
- Expanded placement analysis;
- Age of youth at first contact with the child welfare system;
- Analysis of a truant youth cohort; and
- Current court handling/case processing practices.

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<sup>4</sup> The Washington State Department of Health and Human Services (DSHS, the department that oversees Children's Administration) is in the formative stages of launching a series of multi-system pilot projects in a number of counties in Washington State. As the Uniting for Youth effort in King County continues to move forward, it makes sense for Uniting for Youth, at a minimum, to maintain communication with DSHS administration so that each is aware of the other's important system change and ongoing research efforts.

# Doorways to Delinquency: Multi-System Involvement of Delinquent Youth in King County (Seattle, WA)

## Background

First established in 2003, the King County Uniting for Youth (formerly the King County Systems Integration) Initiative is a collaboration of state and local community agencies and organizations that have come together to examine and improve integrated program development, policy development, and service delivery for children, youth, and families served by the child welfare and juvenile justice systems as well as other youth-serving entities (such as education and the mental/behavioral health communities).<sup>1</sup>

The John D. and Catherine T. MacArthur Foundation, in collaboration with others, including the Seattle Field Office of Casey Family Programs, has provided funding for this initiative since the start and continues to support this effort through the Foundation's Models for Change (MfC) Initiative.<sup>2</sup>

During the ensuing eight years, initiative accomplishments have been impressive. Uniting for Youth committees/task forces have tackled a number of difficult issues including development of information-sharing protocols/resource guides, specification of the technological functionalities needed to facilitate the sharing of information on multi-system youth, an assessment of the local mental health service continuum, design of a dropout retrieval system and recent implementation of a pilot project based on this design, and development of cross training and

joint policy/procedural protocols to facilitate cross-system case work.

Additionally, in October 2008, King County initiated the Kent Dual System Youth Pilot Program, a program designed to improve cross-system case assessment, case planning, and case management for dually-adjudicated youth (i.e., youth who have been adjudicated for delinquency and dependency matters and who are simultaneously involved in the juvenile justice and child welfare systems).<sup>3</sup> This effort has been well received and, in the past year, the program has been expanded county-wide.<sup>4</sup>

In late 2006, the King County Uniting for Youth Initiative established an Evaluation Subcommittee to embed a research component within the initiative. One of the priorities of this subcommittee was to develop strategies to provide empirical support to the initiative's various policy/protocol development and implementation activities.

A growing body of research examining the crossover youth<sup>5</sup> population continues to confirm the important challenges presented by these cases. These include considerably higher recidivism rates (markedly so for female offenders), earlier onset of delinquent behavior, more and longer detention stays, deeper and faster juvenile justice system penetration, substantially higher out-of-home placement rates, frequent placement changes, poor permanency outcomes, and substantial costs in the face of shrinking budgets.

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<sup>1</sup> In the past year, the initiative has taken on a new name "Uniting for Youth" to better reflect the unique partnership between local and state youth-serving agencies that is the defining characteristic of this effort of enhanced cross-system coordination and integration.

<sup>2</sup> Models for Change is a national initiative funded by the John D. and Catherine T. MacArthur Foundation to accelerate reform of juvenile justice systems across the country. Furthering reforms in cross-systems coordination and integration is a staple of the Models for Change approach to juvenile justice reform. The initiative is rooted in an evidence-based approach to juvenile justice reform, and promotes a variety of systems reform models that are grounded in the core principles of fundamental fairness, developmental differences between youth and adults, individual strengths and needs, youth potential, responsibility, and safety.

<sup>3</sup> For more information on the Kent pilot program, please see G. Siegel. The King County (Washington) Systems Integration Initiative: A First Look at the Kent District Dual System Youth Pilot Program. *Juvenile and Family Court Journal*, Vol. 60, No. 4 (Fall), 2009. National Council of Juvenile and Family Court Judges.

<sup>4</sup> The expanded cross-system youth project in King County is typically referred to as the "Crossover Youth Practice Model" or CYPM. King County is one of a number of CYPM pilot sites in the country that are being supported with technical assistance and training from Georgetown University's Center for Juvenile Justice Reform.

<sup>5</sup> A number of terms (e.g., crossover youth, dually involved, dually adjudicated) are often used somewhat interchangeably in reference to youth with a history of cross-system involvement. Herz, Ryan and Bilchik call for more clarification in the utilization of these terms and view designations of dually involved and dually adjudicated as essentially subgroups of the more encompassing population of crossover youth. In the broadest sense, crossover youth are adolescents who have come to the attention of both the child welfare and juvenile justice systems but with no temporal or level of involvement designations. "Dually involved youth represent a subgroup of crossover youth who are simultaneously receiving services, at any level, from both the child welfare and juvenile justice systems." Dually adjudicated youth constitute a subgroup of dually involved youth who are concurrently adjudicated as both dependent and delinquent and who are actively involved with the juvenile court on both matters. Please see Denise C. Herz, Joseph P. Ryan and Shay Bilchik, Challenges Facing Crossover Youth: An examination of Juvenile Justice Decision Making and Recidivism, *Family Court Review* (2010, Vol. 48, No. 2, pp. 305–321).



In support of this internal evaluation capacity-building effort and with funding provided by the Seattle Field Office of Casey Family Programs, the National Center for Juvenile Justice (NCJJ) in 2007 began work to design a strategy to conduct research on the prevalence of multi-system involvement among youth referred to the King County Juvenile Court on offender (delinquency),<sup>6</sup> Becca (truancy, ARY and/or CHINS),<sup>7</sup> and/or dependency matters. This included development of preliminary specifications on how to proceed in obtaining the necessary administrative data from the various stakeholder organizations/agencies required to conduct such a study.

NCJJ staff met with a wide array of individuals from the King County Juvenile Court, Children's Administration (CA)<sup>8</sup> and other key system stakeholders. A range of options were explored regarding how best to proceed in collecting the requisite case-level data needed to develop a baseline profile of multi-system youth similar to that produced by NCJJ as part of the Arizona Dual Jurisdiction Study completed in 2004.<sup>9</sup>

The focus in King County, however, was to conduct this study primarily using administrative data extracted from various automated systems<sup>10</sup>—statewide systems maintained by the Administrative Office of the Courts (AOC) (specifically, SCOMIS and JCS), a local juvenile court case management system utilized by the King County Juvenile Court (JJWEB), and the Children's Administration automated system (CAMIS). It was envisioned that this multi-system prevalence study would:

1. Result in the development of a baseline summary that profiles critical case characteristics of multi-system involved youth who come into contact with the juvenile court (on an offender, Becca and/or dependency matter) and provides some reliable estimates of the size of this population.

2. Support the development of specific coordinated/integrated intervention strategies with various sub-populations of multi-system youth based on case characteristics highlighted in the baseline profile summaries.<sup>11</sup>
3. Provide the ability to examine (at least preliminarily) the degree to which these interventions are having an impact on case outcomes and to provide the empirical basis for more rigorous future evaluations.
4. Provide a local template on how to conduct future research of this type on an ongoing basis and to engage the local expertise needed to provide such research support without the need for outside consultants.

The research strategy eventually proposed<sup>12</sup> provided a reasonably feasible scenario in how to go about requesting, extracting, linking and analyzing administrative data from the King County Juvenile Court, AOC and Children's Administration data sources to examine three primary questions:

1. What is the prevalence of multi-system involvement among youth referred to the juvenile court on offender, Becca and/or dependency matters? This includes an estimation of the degree to which there is some sequential pattern to this involvement as well as an estimation of the frequency with which this involvement appears to be concurrent.<sup>13</sup>
2. To what degree do the characteristics of multi-system involved youth (including demographics, presenting needs, family dynamics and placement stability) contrast with those youth who only have a history of involvement in one system?
3. Are outcomes of multi-system youth generally poorer than youth who only have a history in one system? Also,

<sup>6</sup> "Offender" is the term used by the Washington State juvenile justice system for delinquent behavior.

<sup>7</sup> In 1995, in response to the deaths of three runaway children, the State Legislature passed the "Becca Bill" (SB5439) named after one of the deceased children. This statute governs issues related to three types of status offenders/non-offenders: at-risk youth (ARY), truants, and children in need of services (CHINS). While each of these categories of status offenders is considered a different type of case filing and the court process in each differs, these are all commonly referred to as Becca matters.

<sup>8</sup> Children's Administration (CA) is the division of the Washington State Department of Social and Health Services (DSHS) responsible for handling matters related to maltreated children.

<sup>9</sup> Please see G. Halemba et al., *Arizona Dual Jurisdiction Study: Final Report*, NCJJ (2004). The full report, executive summary and a slide presentation examining the characteristics of dual jurisdiction youth in Arizona (that is, youth on probation and active with the court on a formal dependency matter) can be downloaded from NCJJ's website at: <http://www.ncjj.org/Publication/Arizona-Dual-Jurisdiction-Study-Final-Report.aspx>.

<sup>10</sup> Rather than to primarily rely on manual review of case files, as was the case in Arizona.

<sup>11</sup> One purpose of this study is to help inform the Uniting for Youth effort in identifying additional promising interventions and strategies that may improve outcomes for these challenging cases.

<sup>12</sup> Please see Gregg Halemba and Gene Siegel, *King County System Integration Initiative: Examining the Case Characteristics of Multi-system Involved Youth: Cross-System Data Collection and Analysis Strategies*, (NCJJ, June 2007).

<sup>13</sup> Informal child protective services and family reconciliation services involvement through Children's Administration is also factored into this analysis.

to what degree does this vary among multi-system youth whose cross-system involvement is sequential rather than concurrent.

This report summarizes findings specific to the prevalence of multi-system involvement (specifically, child welfare and Becca) for youth referred to the King County Juvenile Court on offender matters, how this varies demographically, and how juvenile justice trajectories and outcomes vary by level of multi-system involvement. The report also begins to examine temporal issues related to the onset of juvenile justice, child welfare and Becca involvement.

The data set has considerable potential to allow for more in-depth analysis in this regard and subsequent summaries are planned that will take a closer look at differential outcomes for first-time offenders, females, and minority youth, among others.

Also, The Washington State Center for Court Research (WSSCR) has identified youth in the current study who were administered the Washington State Juvenile Court Risk Assessment (WSJCA) instrument at some point during their court involvement on an offender matter. WSSCR has recently initiated an analysis examining differences in various risk and protective domains for these youth controlling for a history of multi-system involvement.<sup>14</sup>

Lastly, NCJJ and WSSCR plan to examine differential patterns of multi-system involvement for all youth referred to the court on dependency and Becca matters in a fashion similar to what is presented herein for youth referred on offender matters.<sup>15</sup>

## Study Design

Working closely with WSSCR, NCJJ staff in late 2007 began to develop specifications for the various AOC, King County Juvenile Court and Children's Administration (CA) data sets

that eventually were generated, individually analyzed and then linked to examine the frequency of cross-system involvement, juvenile justice system trajectories and outcomes.

The target population for the current study reflected a time-limited snapshot of youth referred to the King County Juvenile Court on one or more offender referrals during calendar year 2006. This could be for either a referral that was eventually dismissed, accepted for diversion, or a referral that was filed on and formally prosecuted through the juvenile court.

Selection was limited to youth referred in 2006 to allow for the retrospective tracking of case progress and outcomes (specifically, subsequent court involvement and CA involvement) for a minimum of two years—through the end of calendar year 2008.

Examining and linking offender data maintained in JJWEB by the King County Juvenile Court and JCS data maintained by the Washington State AOC, WSSCR staff identified a beginning cohort of approximately 4,800 youth referred to the King County Juvenile Court in CY2006. For these youth, records containing key information on all offender, Becca and dependency court-related actions in any Washington State county through December 2008 were merged into one large data set, and sent to NCJJ for more detailed review and analysis.<sup>16</sup> A separate record was included in this data set for each offender referral and each Becca and/or dependency petition.<sup>17</sup>

Ultimately, NCJJ identified an overall study cohort of 4,475 youth referred to the King County Juvenile Court for offender matters in 2006. All youth included in the study cohort had to be at least eight years old at the time of the 2006 offender referral. Also, youth only referred to the court on minor infractions in 2006 (that is, primarily for tobacco, drivers license and local ordinance infractions) were excluded from the study.<sup>18</sup>

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<sup>14</sup> Approximately one-third of youth in the NCJJ study summarized herein also have WSJCA data in WSSCR's Assessment Research Database (ARD). WSSCR's development of the Assessment Research Database was also funded through a MacArthur Foundation MFC grant.

<sup>15</sup> Currently, NCJJ only has court histories (offender, dependency and Becca) and CA/JRA histories on youth referred on offender matters in calendar year 2006. NCJJ does not have similar histories of youth petitioned on a truancy, ARY, or CHINS matter in 2006 who were not also referred that year on an offender matter. The same is true for youth active with the court on a dependency matter in 2006 who were not also referred on an offender matter during that same year.

<sup>16</sup> This data set contained approximately 30,000 records. Additionally, WSSCR staff provided NCJJ with the raw JJWEB data file provided by the King County Juvenile Court. This file contained slightly more than 2,000 diversion records that were found in JJWEB that could not be linked to specific youth in the primary data set. A number of these appeared to be duplicate events that were reflected in both the JCS and JJWEB databases but with slightly different referral dates. Ultimately, slightly less than half of these were merged into the full database after offense dates were closely reviewed to ensure that no duplicate records were introduced into the study's working research database.

<sup>17</sup> For example, if a youth was referred on 10 offender referrals and petitioned on two truancy matters, one ARY matter, one CHINS matter and one dependency matter prior to the end of CY2008, there would be a total of 15 individual records in the data set representing that juvenile's entire court history through CY2008. This included not only matters filed with the King County Juvenile Court but also with juvenile courts in other Washington State counties as well as in municipal and/or superior court (primarily if a youth turned 18 sometime before the end of 2008).

<sup>18</sup> Also, any offender referrals for these minor infractions and any offender referrals prior to the age of eight were excluded from the research database and, as such, are not reflected in a youth's overall juvenile justice history.

WSCCR provided the names and identifying information on these youth to DSHS. The agency's Information Technology (IT) staff then developed the programming routines to identify which of these juveniles had a history of Children's Administration involvement and extracted individual case-level data on all moderate to high risk child protection referrals accepted for investigation, records reflecting any legal actions taken on behalf of these children, and historical records reflecting any custody, legal status and placement events/changes while in their care. CA history data were also current through December 2008.

Additionally, agency ID numbers were provided on a substantial number of youth in the 2006 study cohort (approximately 30%) for which DSHS had some limited record of prior child protective services involvement. These children were known to the agency, assigned an agency identification number, and had at least some demographic information posted in the CAMIS system. However, no additional detail history of that involvement was provided.

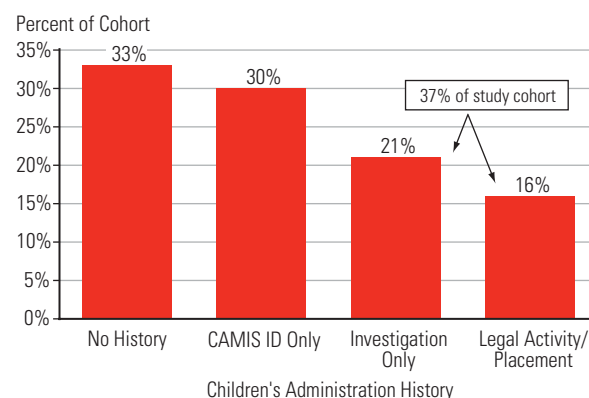
Upon further discussion, it appears that most of these children were only peripherally involved with Children's Administration with either referrals for investigations considered low-risk and diverted through an alternate response option or named as "collaterals" on a case. Lastly, in a very small number of instances, there were children involved with the agency in the late-1980's and early-1990's whose records were not fully migrated to the new Children's Administration case management system and database installed in the early 1990's by DSHS.

NCJJ staff analyzed, aggregated and eventually merged these CA records with the court history files previously constructed to conduct the final data runs summarized in the sections that follow.

## History of Children's Administration Involvement

The final Prevalence Study cohort included a total of 4,475 juveniles referred in King County on offender charges in calendar year 2006 and their history of court and child welfare involvement was tracked through the end of the 2008 calendar year.

**Figure 1: Percent of 2006 Offender Cohort with a History of CA Involvement**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

While it was anticipated that a number of these youth would have had some CA involvement, it was not anticipated that this would have been the case for two-thirds of the overall study cohort (Figure 1). The 2006 study population is divided into four subgroups that reflect an increasing continuum of Children's Administration involvement.

- There was no record of any history of Children Administration involvement for 33% of youth referred in 2006 (n = 1,462).
- 30% of the 2006 study cohort had a CAMIS ID number but no detail on the extent of agency involvement was provided on these youth. As indicated earlier, in most instances, these juveniles only had some very limited involvement with the agency (n = 1,358).
- Another 21% had been named on one or more moderate to high risk child protection referrals that were accepted for investigation<sup>19</sup> (n = 939).
- Lastly, 16% of the study population had a history of CA-initiated legal activity. That is, a dependency petition was filed or a child was otherwise placed in CA custody<sup>20</sup> and typically placed out of the home (n = 716).<sup>21</sup>

<sup>19</sup> That is, a referral that was accepted for investigation with a risk level of three or higher (risk level five rated as in need of most immediate attention). These investigation referrals could have occurred at any point prior to the end of 2008.

<sup>20</sup> For example, placed out of the home temporarily due to a voluntary agreement. As was the case for investigations records, the timing of CA legal activity and/or placement could have occurred at any point prior to the end of 2008.

<sup>21</sup> There were a few instances in which the CA database only contained placement information. In these instances, the juvenile was also assigned to the CA legal activity/placement cohort.



These four CA categories (none, ID only, investigations history, and history of legal activity/placement), represent the primary way findings in this report are organized. Some tables and charts will examine history of Becca involvement and will overlay types of Becca involvement (e.g., history of truancy, ARY and CHINS petitions) on the level of CA involvement, but much of this analysis will be left for a future report.

Demographic comparisons of these four cohorts are provided in Table 1. Some notable trends include:

- The more extensive the history of CA involvement, the greater the proportion of females. Females constitute 27% of the population of youth with no CA history and this steadily increases to 40% among juveniles with a “History of CA Legal Activity/Placement.”<sup>22</sup>
- The proportion of African-American youth increases almost three-fold as the extent of CA involvement intensifies—from 16% of the “No CA History” cohort to 45% of all youth with a “History of CA Legal Activity/Placement.”
- While, Native American youth represent a very small portion of the overall population of youth referred to the King County Juvenile Court in 2006, the trend is even more pronounced for this minority population—a four-fold increase from 1% to 5%.

The likelihood of at least some history of CA involvement increases even more dramatically when controlling for prior history of offender referrals (Figure 2). That is, 59% of youth referred a first time for an offender matter during 2006 had at least some history of CA contact/involvement. For youth with two or more prior offender referrals before 2006, this percentage increases to 89%. The percentage of youth with a history of CA legal activity/placement history also increases three-fold (from 11% to 33%).

The cross-system prevalence rates are even higher for African-American and Native American youth when controlling for prior history of offender referrals—upwards of 90% (Figure 3).<sup>23</sup>

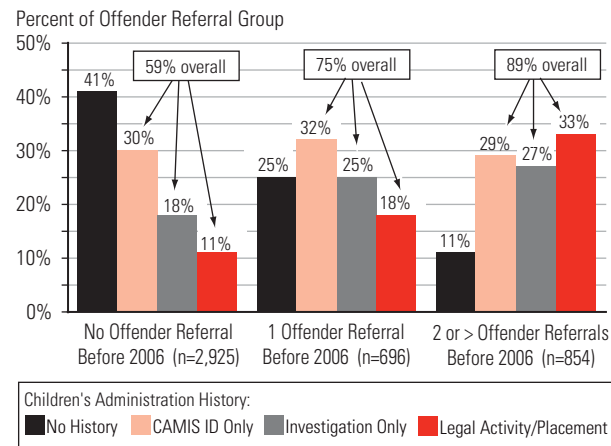
The vast majority of youth who were referred in 2006 on offender charges were referred for misdemeanor offenses. This

**Table 1: Demographic Characteristics of the 2006 Offender Study Cohort by History of CA Involvement**

Demographic Characteristics	No CA History (n=1,462)	CAMIS ID but no detail (n=1,358)	CA Investigations Only (n=939)	CA Legal Activity/Placement (n=716)
<b>Gender</b>				
Female	27%	32%	35%	40%
Male	73	68	65	60
<b>Race/Ethnicity</b>				
Anglo	59%	56%	47%	42%
African-American	16	26	33	45
Hispanic	11	7	8	5
Asian	12	9	8	3
Native American	1	2	5	5
Unknown	1	1	0	1
Avg. Age on Jan. 2006	15.7 yrs.	15.6 yrs.	15.1 yrs.	15.4 yrs.

Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

**Figure 2: History of Children’s Administration Involvement by Prior Offender History**



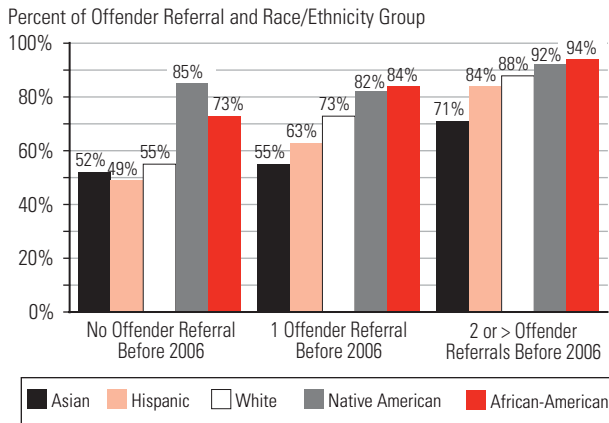
Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

is the case not only for first-time offenders (82%) but also for youth with a history of CA legal activity/placement (74%). First-time offenders for misdemeanor offenses are, by Washington statute, automatically eligible for diversion. Washington statutes give the prosecutor discretion with regards to diversion

<sup>22</sup> Nationally, 27% of all juveniles referred to the juvenile court in 2007 on delinquency matters were females. Please see, Puzanchera, C. and Kang, W. (2010). “Easy Access to Juvenile Court Statistics: 1985–2007.” (NCJJ, 2010) Online. Available at: <http://ojdp.gov/ojstatbb/ezajcs>.

<sup>23</sup> 44% of African-American youth with two or more prior (pre-2006) offender referrals had a history of extensive CA involvement (that is, CA legal activity/placement). Similarly, 45% of Native American youth in our study with two or more pre-2006 offender referrals had a history of extensive CA involvement.

**Figure 3: History of CA Involvement by Prior Offender History and Race/Ethnicity**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

for second-time misdemeanants—many of whom are offered diversion.<sup>24</sup>

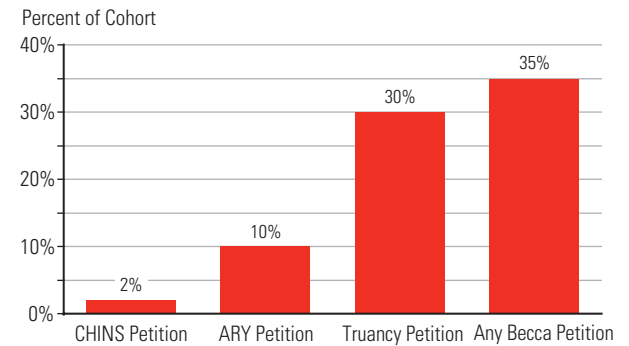
## History of Becca Involvement

Truancy petitions were the most frequent type of Becca filing (Figure 4) with 30% of the study population (1,332) also having a history of one or more such filings.<sup>25</sup> ARY petitions had been filed on 10% of the study population (460 youth) and 2% of the study cohort had been involved with the juvenile court on a CHINS matter (106 juveniles in total).<sup>26</sup> Overall, 35% of youth (1,563) in the study population had a history of at least one type of Becca petition filed prior to the end of calendar year 2008.<sup>27</sup>

A demographic comparison of these four Becca cohorts is provided in Table 2. Two noteworthy trends include the following:

- Females constitute a somewhat larger percentage of juveniles with a history of ARY and CHINS petitions than they do for youth with no Becca history (that is, 41% for both of the former compared to 31% for the latter)

**Figure 4: Percent of 2006 Offender Cohort with a History of Becca Involvement**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

**Table 2: Demographic Characteristics of the 2006 Offender Study Cohort by History of Becca Involvement**

Demographic Characteristics	No Becca Petition (n=2,912)	Truancy Petition (n=1,332)	ARY Petition (n=460)	CHINS Petition (n=106)
<b>Gender</b>				
Female	31%	33%	41%	41%
Male	69	67	59	59
<b>Race/Ethnicity</b>				
Anglo	56%	45%	54%	54%
African-American	25	31	29	33
Hispanic	7	11	7	6
Asian	9	9	8	4
Native American	2	4	2	4
Unknown	1	1	0	0
Avg. Age on Jan. 2006	15.5 yrs.	15.5 yrs.	15.6 yrs.	15.5 yrs.

Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

- The proportion of African-American and Native American youth in the three Becca groupings are also somewhat higher than for the “No Becca Petition” category. However, the differences across these categories are far less

<sup>24</sup> This has considerable implications for cross-system screening and the array of diversion options and services available to first and second time offenders. The limited availability of mental health services and evidence-based programs (EBPs) at the diversion stage and possible statutory barriers that inhibit early access to EBPs, are important issues for cross-system cases. By the time most youth are eligible for EBPs, they have typically been referred three or more times—a population of juvenile offenders who almost invariably have some history with Children’s Administration and often one that includes court involvement and out-of-home placement. While most courts, including King County, have established diversion programs for juveniles who meet the statutorily-defined criteria (i.e., first and possibly second time misdemeanants), these programs focus on community service, restitution, counseling, education programs, and other more traditional juvenile justice interventions. Given the high recidivism rates of first and second time offenders with a history of CA involvement (please see pp. 9–12), it appears that such traditional approaches are unlikely to be the most effective way to intervene with cross-system youth, particularly those who have the most extensive level of CA involvement.

<sup>25</sup> Approximately a quarter of all youth with a history of truancy petition filings had two or more such petition filings. That is, 332 of the 1,332 youth with a truancy petition history.

<sup>26</sup> Few youth with history of ARY and/or CHINS petitions had more than one such filing—12% of the 460 youth with an ARY petition history had more than one such petition filed and 21 of the 106 youth with a CHINS history had two or more such petition filings (20%).

<sup>27</sup> Data presented in Figure 6 indicate that in a number of instances, a Becca petition was filed after a youth’s first referral on an offender matter—this was often the case for truancy and ARY petitions.

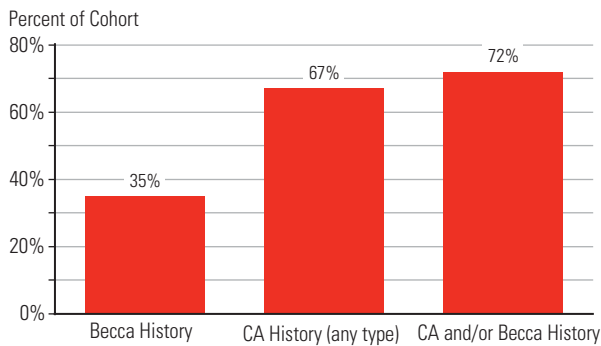
pronounced than the racial/ethnic differences found within the history of CA involvement continuum (see Table 1).

## History of Children’s Administration and Becca Involvement—Combined

Overall, 72% of all youth referred to the King County Juvenile Court in 2006 had some history of Becca petition filings and/or history of Children’s Administration involvement either prior, during or subsequent to calendar year 2006 (Figure 5).<sup>28</sup>

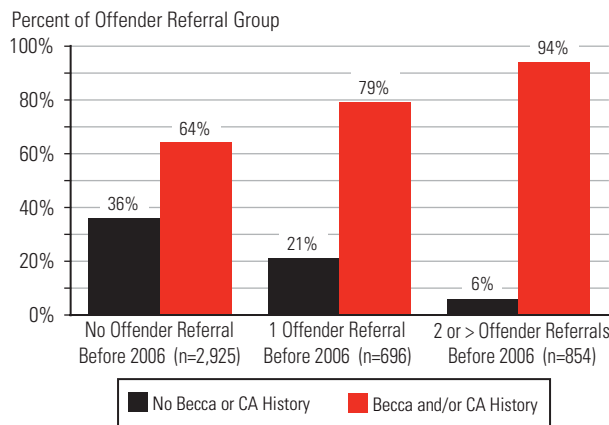
The percent of youth with a history of Becca petition filings and/or Children’s Administration involvement increases to

**Figure 5: Overall History of Cross-System Involvement with Children’s Administration and/or Becca**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

**Figure 6: Overall History of Cross-System Involvement (Becca and/or CA) by Prior Offender History**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

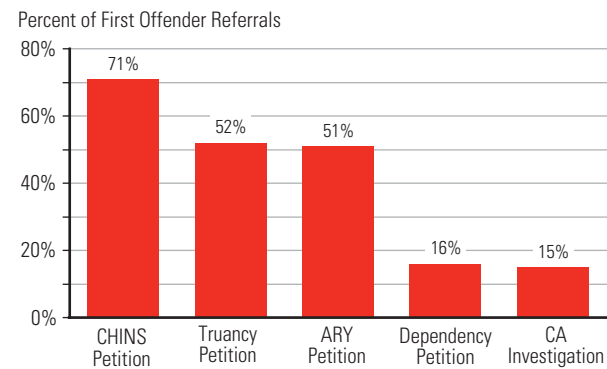
94% for youth who had been referred on two or more offender matters prior to calendar year 2006 (Figure 6). For African-American and Native American youth with two or more priors, the percentage with a history of Becca and/or CA involvement increases to 97%.<sup>29</sup>

## Timing of Cross-System Involvement—Which Came First?

One cannot assume a linear or sequential trajectory in a youth’s history of cross-system involvement. As reflected in data presented in Figure 7, it is not uncommon for a youth’s first offender referral to *precede* the filing of a Becca petition.

- In a slight majority of cases, a truancy or ARY petition was filed *after* a juvenile’s first offender referral (52% and 51% of the time, respectively).
- In 71% of the 106 instances in our study cohort in which a youth was petitioned to the court on a CHINS matter, this petition was filed *after* his/her first offender referral.
- Dependency petitions typically preceded the onset of a juvenile’s offender referral history. Only 16% of the time was the reverse true.
- Additionally, the timing of a Children’s Administration investigation of a moderate to high risk referral usually occurred prior to a youth’s first offender referral. Only 15% of the time was the reverse true.

**Figure 7: Frequency of Youth’s First Offender Referral Preceding the Filing of a Becca or Dependency Petition or CA Investigation Referral**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

<sup>28</sup> Becca and CA history current through the end of 2008.

<sup>29</sup> These data are not displayed graphically in this report. The prevalence of a history of Becca and/or CA involvement for white and Hispanic youth with two or more offender priors is 93% and 89%, respectively.

## Age at First Involvement with the Juvenile Court on Offender Matters

Youth with a history of CA involvement were first referred on offender charges and were first detained at an earlier age than youth with no CA history. As data in Figure 8 reveal, this correlation is linear and inverse. The more extensive the history of CA involvement, the earlier, on average, a youth's first offender referral and the earlier a youth's first detention episode—by more than a year in each instance.

- Youth in the study cohort with no history of CA involvement were, on average, first referred on an offender matter at 15.8 years of age compared to 14.4 years of age for youth with a history of CA legal activity/placement.
- Similarly, youth with no history of CA involvement were first detained at an average age of 16.0 compared to 14.9 years of age for youth with a history of CA legal activity/placement.<sup>30</sup>

A similar pattern was identified when examining the frequency of offender referrals and detention episodes (Figure 9). That is, youth with a history of CA involvement were more frequently referred on offender charges and detained.

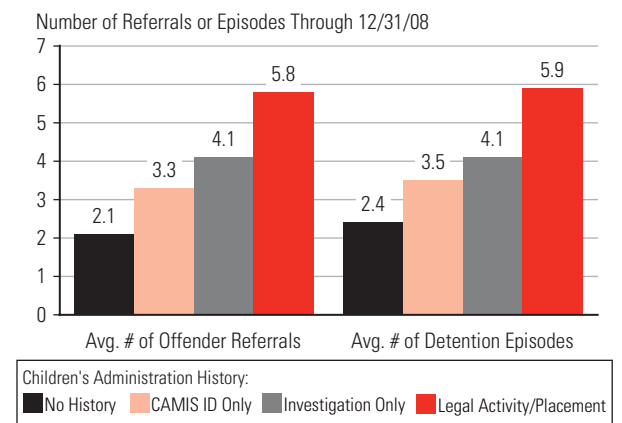
- Youth with no history of CA involvement were referred on offender charges an average of 2.1 times compared to an

average of 5.8 times for youth with a history of CA legal activity/placement—a difference of almost three-fold.

- Similarly, the average number of detention episodes ranged from 2.4 for youth with no CA history to 5.9 for youth on the other end of the CA involvement continuum—a difference of close to two and half times.

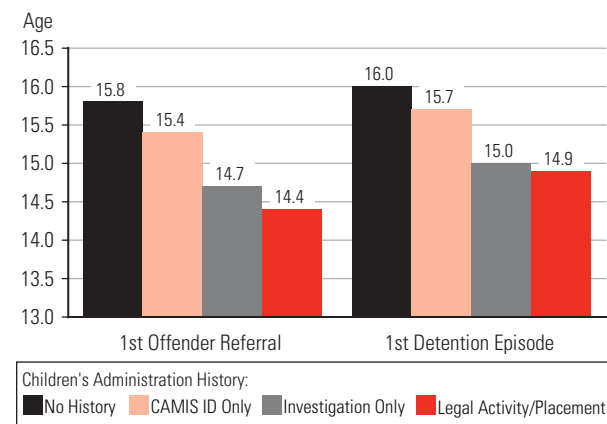
Not surprisingly, youth with a history of CA involvement, on average, spent considerably more overall time in detention than juveniles with no history of CA involvement (Figure 10). At the two ends of the CA involvement continuum (no CA history and history of CA legal activity/placement), the difference is striking—19 days compared to 70 days, respectively.

**Figure 9: Total Number of Offender Referrals and Detention Episodes by Extent of Children's Administration History**



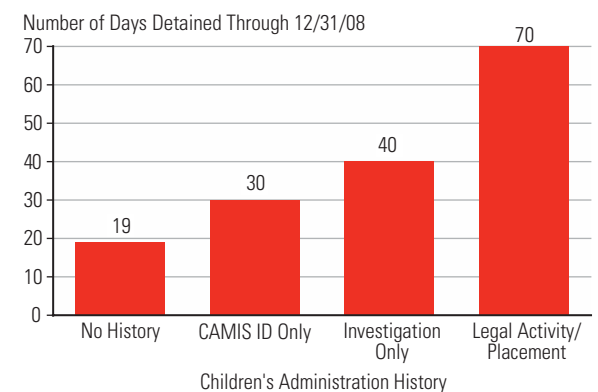
Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

**Figure 8: Age at First Offender Referral and First Detention Episode by Extent of Children's Administration History**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

**Figure 10: Number of Days Detained Overall by Extent of Children's Administration History**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

<sup>30</sup> Overall, 45% of all youth in our 2006 study cohort experienced at least one episode in detention. However, the likelihood that a youth was detained at least once prior to the end of 2008, varied from 22% for youth with no history of CA involvement to 73% for youth with an extensive history of CA involvement. For the two middle categories (CAMIS ID only and CA investigation history), likelihood of ever being detained was 46% and 58%, respectively.

## Extent of Juvenile Justice System Involvement

Data presented in Figure 11 indicate that youth with a history of CA involvement are considerably more likely to be adjudicated on a felony offense at some point in their juvenile justice careers.<sup>31</sup>

- For the vast majority of youth with no history of CA involvement, the most serious result of an offender referral was dismissal or diversion (78%). Only 10% of these youth were eventually adjudicated on a misdemeanor offense as their most serious offender referral result. Another 12% were at some point in their juvenile justice careers adjudicated on a felony charge.
- The reverse is true for juveniles on the other end of the CA involvement continuum. Close to half of youth with a history of CA legal activity/placement were at some point adjudicated on a felony matter. For another 21% of these youth their most serious offender referral result was a misdemeanor adjudication.

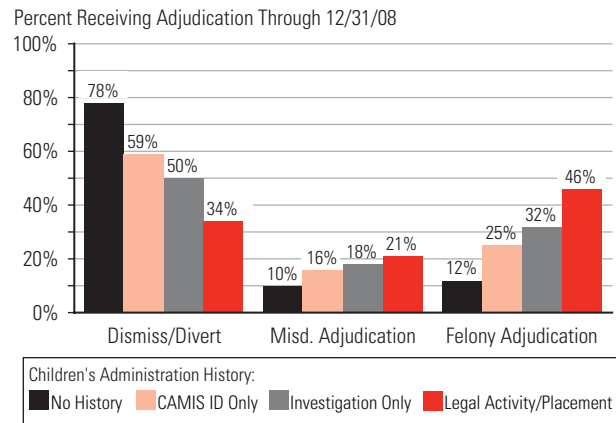
## Two-Year Recidivism Rates by History of CA Involvement

The database constructed for the King County Prevalence Study contains detailed information on all juvenile offender matters referred to the court through the end of calendar year 2008 as well as any criminal matters referred to municipal, district and superior courts.<sup>32</sup> This allows for a minimum of two years of recidivism tracking of all juveniles included in the 2006 study cohort regardless of age at the time of a youth's first 2006 referral on an offender matter.

Consistent with data presented to this point, there is a strong correlation between recidivism and history of CA involvement. Data presented in Figure 12 trend recidivism rates in six-month intervals by level of involvement.

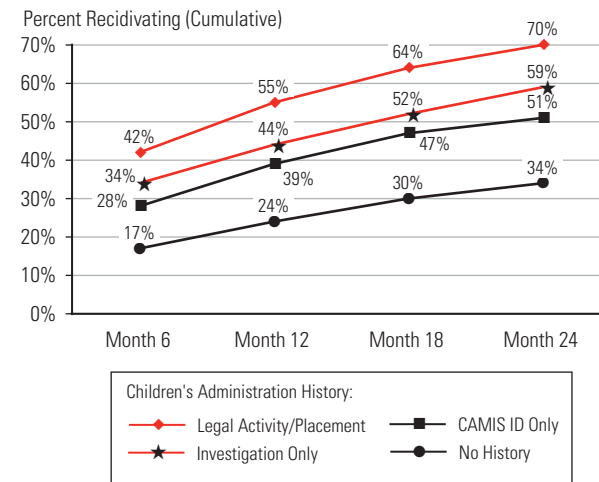
- Youth with no history of CA involvement were far less likely to be referred on a new offender matter *within six*

**Figure 11: Most Serious Adjudication Result Overall by Extent of Children's Administration History**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

**Figure 12: Percent Recidivating Within 2 Years of 2006 Referral by Extent of Children's Administration History**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

*months* than youth on the far end of the CA involvement continuum—17% compared to 42%, respectively.

- *At the two-year mark*, 34% of the youth with no history of CA involvement had been referred on at least one new

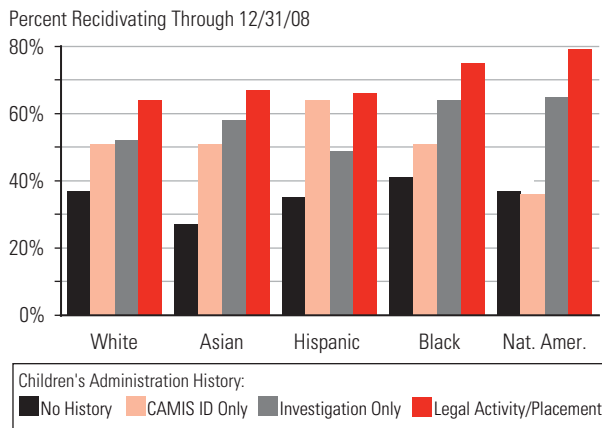
<sup>31</sup> In Washington State, the threshold of a felony adjudication is particularly critical in that an adjudication for a Class C felony is a minimum requirement for potential commitment to the state's Juvenile Rehabilitation Agency (JRA). The number of prior adjudications also factor into this determination with prior felony adjudications weighted four times that of prior misdemeanor adjudications. The applicable sentencing grid and options are statutorily described in RCW 13.40.0357. Please see the Washington State Sentencing Guidelines Commission's *Juvenile Disposition Manual* which can be downloaded at: [http://www.sgc.wa.gov/PUBS/Juvenile/Juvenile\\_Disposition\\_Manual\\_2005.pdf](http://www.sgc.wa.gov/PUBS/Juvenile/Juvenile_Disposition_Manual_2005.pdf).

<sup>32</sup> This includes date of offense, offense description and category (misdemeanor, felony, etc.), offense severity ranking, date referred or petitioned, adjudication and disposition dates, disposition result, and the level of court responsible for handling the matter.

offender referral, compared to 70% of youth with a history of CA legal activity/placement.

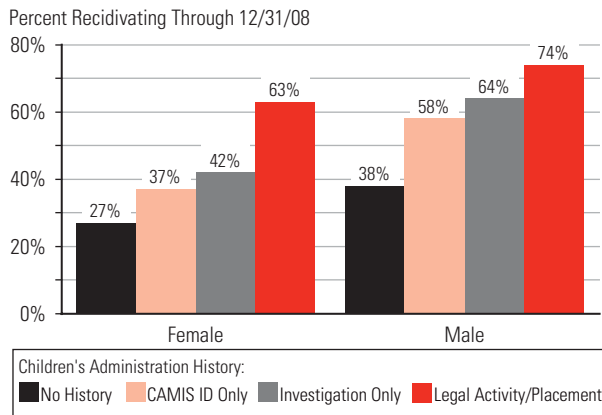
- Recidivism rates for the two less extensive CA categories (CAMIS ID only and history of CA investigation only) fall in between these two ends of the continuum but generally track closer to recidivism rates of the history of CA legal activity/placement subset of 2006 offenders.
- For example, 51% of youth with only a CAMIS ID had re-convicted within two years—a rate considerably higher than the no CA history cohort.

**Figure 13: Percent Recidivating Within 2 Years by Extent of Children’s Administration History and Race/Ethnicity**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

**Figure 14: Percent Recidivating Within 2 Years by Extent of Children’s Administration History and Gender**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

Two-year recidivism rates for African-American and Native American youth were generally higher across all four CA involvement groupings (Figure 13). In the most extensive CA involvement category (the history of CA activity/placement cohort), two-year recidivism rates for African-American and Native American youth were 75% and 79%, respectively. These were considerably higher than for Asian, White and Hispanic youth with similar CA histories, which hovered somewhere in the mid-60 percentiles.

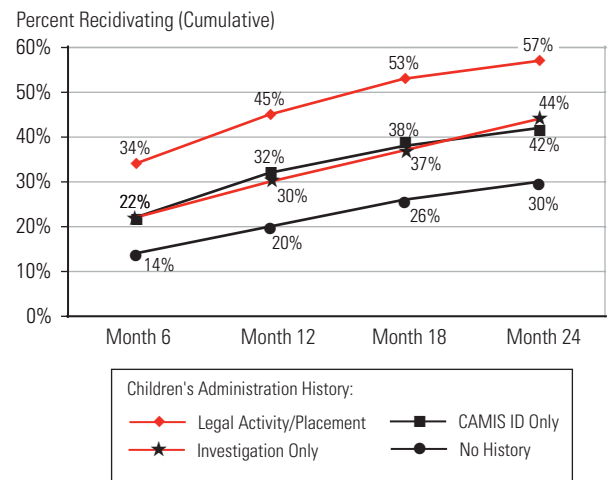
For females, two-year recidivism rates rose substantially as the analysis controlled for level of CA involvement—from 27% for females with no CA history to 63% for females with a history of CA legal activity/placement (Figure 14).

## Recidivism Among First-Time Offenders

First-time offenders represent 65% of all juveniles in the overall study cohort of youth referred to the King County Juvenile Court on an offender referral in 2006.<sup>33</sup> The vast majority of these youth were referred on misdemeanor offenses (82%). Almost invariably, first-time offender referrals were diverted or disposition was deferred (96%).

Two-year recidivism trends for first-time offenders are provided in Figure 15. These recidivism trends tend to mirror those for the overall 2006 offender population.<sup>34</sup>

**Figure 15: Percent Recidivating Within 2 Years by Extent of CA History**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

<sup>33</sup> That is, 2,925 of the 4,475 youth in the overall study cohort.

<sup>34</sup> Please see Figure 12.



- 14% of first-time offenders with no history of CA involvement were referred on a new offender matter within six months, compared to 34% of first-time offenders with a history of CA legal activity/placement.
- The two-year recidivism rates for these two first-time offender groupings were 30% and 57%, respectively.

Demographic comparisons of this population of first-time offenders across the four CA involvement cohorts are provided in Table 3. Three noteworthy findings include:

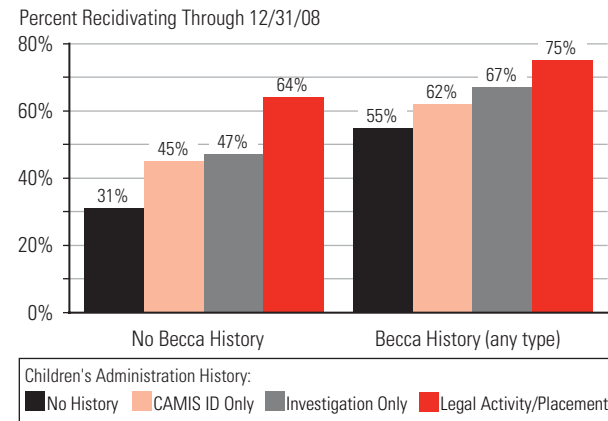
- The percent of young/very young first-time offenders increases as the extent of CA involvement increases. Adolescents 12 years of age or younger represent 2% of the population with no CA history and 8% of the cohort with a history of CA legal activity/placement—a four-fold increase. The size of the 13–14-year-old first-time offender population also tends to increase in similar fashion.
- The more extensive the history of CA involvement, the greater the proportion of females. Females constitute 30% of the first-time offender population with no CA history and almost half (47%) of all first-time offenders with a history of CA legal activity/placement.

- The proportion of African-American youth increases almost three-fold as the extent of CA involvement intensifies—from 15% of the first-time offender cohort with no CA history to 43% with a history of CA legal activity/placement. A similar trend is evident among Native American youth.

## Two-Year Recidivism Rates by History of Becca Filings and Extent of CA Involvement

As Figure 16 depicts, two-year recidivism rates rise dramatically as the analysis controls for histories of both Becca petition filings and Children’s Administration involvement. Among juveniles with no history of either, the two-year recidivism rate was 31%. On the other end of the continuum, youth with a history of both Becca petition filings and a history of CA legal activity/placement, the two-year recidivism rates spike to 75%.

**Figure 16: Percent Recidivating Within 2 Years by History of Becca Filings and Extent of CA Involvement**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

**Table 3: Demographic Characteristics of the First-Time Offenders by History of CA Involvement**

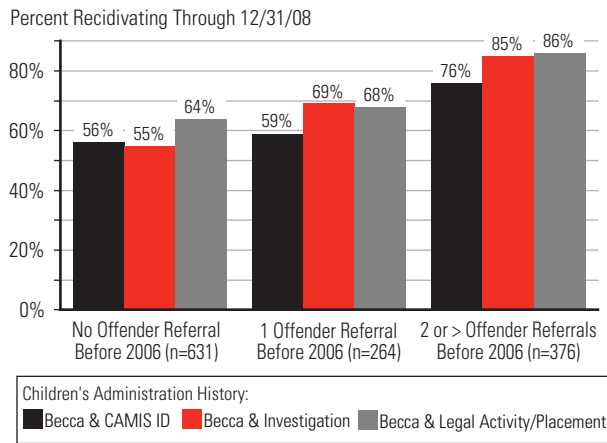
Demographic Characteristics	No CA History (n=1,193)	CAMIS ID but no detail (n=886)	CA Investigations Only (n=538)	CA Legal Activity/Placement (n=308)
<b>Age at First Referral</b>				
12 or less	2%	4%	8%	8%
13–14	22	23	37	30
15–16	45	49	41	44
17	31	24	14	18
<b>Gender</b>				
Female	30%	36%	42%	47%
Male	70	64	58	53
<b>Race/Ethnicity</b>				
Anglo	61%	57%	50%	44%
African-American	15	24	29	43
Hispanic	11	7	7	6
Asian	11	9	10	3
Native American	1	2	4	4
Unknown	1	1	0	1

Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

There are a total of 1,351 youth in the 2006 study cohort who have both a history of at least one Becca petition filing and some level of involvement with Children’s Administration. Figure 17 presents two-year recidivism data on these Becca/CA youth while also controlling for prior offense history.

- Among first-time offenders, the two-year recidivism rates range from 56% for youth with a Becca history and limited CA involvement (CAMIS ID only) to 64% for youth with

**Figure 17: Percent with History of Becca Filings and CA Involvement Recidivating Within 2 Years by Prior Offender History**



Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

a Becca history and a history of extensive CA involvement (CA legal activity/placement).<sup>35</sup>

- The two-year recidivism rates increase to 76% for Becca-CAMIS ID only youth with two or more pre-2006 offender referrals and to 86% for Becca-CA legal activity/placement youth.

## Analysis of Youth with a CA Placement History

In this final section of the report, placement data on youth who spent extended time in one or more CA-related (tracked) placements in 2006 are examined. DSHS provided data on all CA-related placement events and episodes<sup>36</sup> on a total of 669 youth in the overall study cohort.<sup>37</sup> Of these, 34% (226 in all) spent 30 or more days in one or more CA-related placements in

calendar year 2006, and most of these youth also spent time in a CA-related placement in 2007 and, possibly, in 2008.<sup>38</sup>

Placement histories were compiled for these 226 youth from the start of 2006 through the end of 2008 or their 18th birthday, whichever came first. The amount of time tracked varied by juvenile but, on average, spanned 27 months. The number of individual placement changes were tallied for each youth (including the number of AWOL events) and the amount of time spent in various types of placements was examined.

This 30 or more days in placement threshold generally tracks closely to the out-of-home/shelter care placement measure in the WSJCA instrument for all youth petitioned on an offender matter (Domain 7A, item 1).<sup>39</sup> This measure is also tracked in the shortened pre-screen assessment used "to more quickly assess a juvenile's level of risk early in the adjudication process."<sup>40</sup>

An analysis of a somewhat similar set of 204 dually involved youth in Arizona in 2004, found that these youth (on average) experienced frequent placement changes, multiple AWOLs, spent much of their time in congregate care and detention/juvenile corrections, and very little time at home.<sup>41</sup>

The King County analysis produced similar findings to the Arizona study. Data summarized in Figure 18 reveal that only 23% of these youth experienced one to two placement events during the three-year period 2006–08 (or until their 18th birthday). These events could have included stays in detention and JRA.<sup>42</sup> *On the other end of the continuum, 42% experienced 11 or more placement changes (again, this includes AWOL events).*

*On average, these 226 youth experienced 12 placement changes. This translates into some type of placement change every 2.2 months (66 days)—not counting placement changes that involved a return home.*

<sup>35</sup> There are 631 such youth in the prevalence study data set.

<sup>36</sup> A placement episode can span multiple placement events. An episode begins at the time a youth is placed out-of-the home and ends when (s)he either returns home or when CA involvement ends.

<sup>37</sup> All of these youth are considered to be in the fourth or highest category of CA involvement (i.e., history of CA legal activity/placement).

<sup>38</sup> That is, 76% percent (172/226 youth) spent time in a CA-related placement in 2007 and/or in 2008.

<sup>39</sup> The WSJCA does not include days spent in JRA, detention and time spent AWOL. This study, however, does include counts of placement days for these three categories. If WSJCA criteria would have been applied, the study sample for this analysis would have been reduced by approximately 5%.

<sup>40</sup> Please see Washington State Institute for Public Policy, *Washington State Juvenile Court Assessment Manual*, Version 2.1. (March 2004, pg. 16).

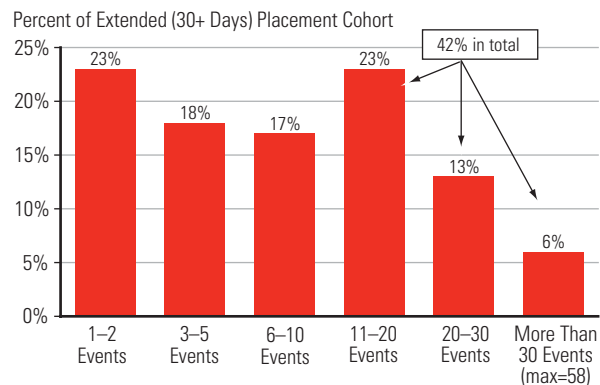
<sup>41</sup> Please see G. Halemba et al., *Arizona Dual Jurisdiction Study: Final Report*, (NCJJ 2004, pp. 46-49). A total of 204 youth were involved in this study. These youth were active with the court on a dependency matter and also concurrently involved with the court on a delinquency matter (and on probation). The average amount of time tracked was 30 months and these youth experienced an average of 11 placement changes during that period.

<sup>42</sup> Any placement changes that result in return to parents or, more generally, not in CA-related care, were excluded from this total.



**Figure 18: Number of 2006–2008 Placement Events**

(Average Time Tracked = 27 Months)



Mean number of placement events = 12

Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

AWOL events were a common occurrence among these youth—an average of three. Overall, 20% experienced six or more AWOLs—with 15 youth having 10 or more (one youth totaled 21 such events).

Table 4 presents data on the percent of youth in the 2006 CA placement cohort who spent time in various types of placements:

- Group and foster homes were the most frequently listed type of placements utilized—65% of the placement cohort spent time in a group home and 59% in a foster home.
- About half of all youth also spent time in a detention facility (51%) and 5% were placed in JRA for part of the three-year period under consideration.
- Consistent with data presented in Figure 19, 62% spent time on AWOL status.
- 58% of youth in the 2006 cohort spent at least some time at home or not in CA-related care. *However, the flip-side of this means that 42% of the 226 youth in the study cohort spent 100% of their time in some type of placement and/or on the run.*<sup>43</sup>

Overall, the 2006 placement cohort spent little time at home or not in CA-related care—on average, only 140 days of the 814 days tracked. Youth spent, on average, more time in foster homes and relative placement settings (169 and 143 days, re-

**Table 4: Time Spent in Various Placements by Type**

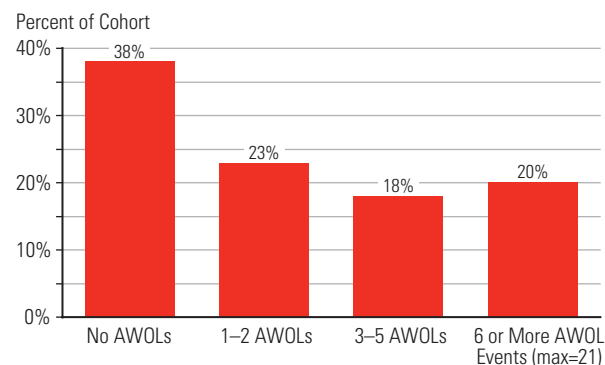
(Average Time Tracked = 814 days)

Type of Placement	Ever in Placement Type (during 2006-08)	Average Days in Placement Type	Percent of Overall Days
Parents/Not in Care	58%	140	17%
Relative Placement	39	143	18
Foster Home	59	169	21
Group Home	65	110	14
CRC	37	11	1
Detention	51	42	5
JRA	19	42	5
AWOL	62	115	14
Other	26	42	5

Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

**Figure 19: Number of 2006–2008 Unique AWOL Events**

(Average Time Tracked = 27 Months)



Mean number of AWOL events = 3

Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

spectively) and almost as much time in group homes (110 days) and on AWOL status (115 days).

In Table 5, some beginning estimate of the placement costs associated with these challenging cases is presented. This initial estimate takes a hypothetical youth and, in the aggregate, uses the average time spent in various placements as reflected in Table 4 to calculate preliminary cost figures. Average days in placement are converted to months and an average monthly rate is estimated. These estimated monthly costs are intended to be preliminary, should be considered conservative, and offer a starting point for closer future analysis.

<sup>43</sup> That is, for the three years starting in January 2006 or until they reached their 18th birthday.

**Table 5: Estimated Placement Costs  
(For Hypothetical Cross-System Youth in King County)**

Type of Placement	Months	Average Monthly Rate	Expenditure
Foster Home	5.5	\$750	\$4,125
Relative Care <sup>45</sup>	4.7	250	1,175
Group Home/CRC	4.0	4,500	18,000
AWOL	3.8	0	0
Detention/JRA	2.8	4,500	12,600
Other	1.4	1,500	2,100
Parents/Out of Care	4.6	0	0
<b>Overall</b>	<b>26.8</b>		<b>\$38,000</b>

Source: NCJJ analysis of SCOMIS, JJWEB and CAMIS data.

The preliminary estimate of placement costs for one hypothetical cross-system youth is approximately \$38,000. Extrapolating this estimate to all 226 youth in the analysis who spent at least 30 days in one or more CA-related placements in 2006, the overall placement cost estimate is almost \$8.6M through the end of calendar year 2008.<sup>44</sup>

## Concluding Remarks/Summary of Key Findings

The final Prevalence Study cohort included a total of 4,475 juveniles referred in King County on offender charges in calendar year 2006 and their history of court and child welfare involvement was tracked through the end of the 2008 calendar year. While it was anticipated that a substantial percentage of these youth would have had some history of CA involvement, it was not anticipated that this was the case for two-thirds of the overall study cohort.

The 2006 study population was eventually divided into four subgroups that reflected an increasing continuum of Children’s Administration involvement:

- No history of CA involvement (33%)
- Assignment of a CAMIS ID but no detailed agency history (30%)

- History of CA investigation of moderate/high risk referrals (21%)
- History of CA legal activity/placement (16%).

Demographic comparisons of these four history of CA involvement cohorts revealed that the percent of female offenders increased as the history of agency involvement intensified. Likewise, the proportion of African-American youth increased almost three-fold as CA involvement deepened. The same is true for Native American youth.

*Perhaps most striking was the fact that for youth with two or more prior offender referrals before 2006, the likelihood of at least some history of CA contact/involvement increases to 89% and upwards of 90% for African-American and Native American youth. When taking into account both a history of Becca petition filings and any level of CA involvement, the percent of African-American and Native American youth with two or more prior offender referrals increased to 97%.*

A wide array of data were presented that confirm in a very definitive and unambiguous fashion, that youth with histories CA involvement do poorly on most measures of juvenile justice system involvement including age at first referral, various detention measures, and on recidivism (likelihood, velocity and seriousness). Some of the most striking data findings include:

- Youth with cross-system involvement, particularly with a history of CA legal activity/placement, start their delinquent careers a year or more earlier than youth with no CA involvement.<sup>46</sup>
- Youth on the far end of the CA involvement continuum are typically first detained at an earlier age, are detained far more frequently, and spend substantially more time in detention compared to youth with no cross-system involvement (an average of 70 days compared to 19 days, respectively).<sup>47</sup>
- Short and longer-term recidivism rates correlate very closely with increasing history of CA involvement. Six-month recidivism rates for youth on the far end of the continuum are approximately two and a half times higher than for youth with no history of CA involvement. At the two-year mark, recidivism rates are more than twice as high.

<sup>44</sup> That is, 226 youth x \$38,000 = \$8,588,000.

<sup>45</sup> Assuming that approximately a third of this time is spent in reimbursed licensed relative care (1/3 of estimated the foster home rate).

<sup>46</sup> Please see p. 8 and data presented in Figure 8.

<sup>47</sup> Please see p. 8 and data summarized in Figures 9–10.

- Additionally, recidivism rates rise dramatically as the analysis controls for histories of both Becca petition filings and Children’s Administration involvement. Among juveniles with no history of either, the two-year recidivism rate is 31%. On the other end of the continuum, youth with a history of both Becca petition filings and CA legal activity/placement, the two-year recidivism rates spike to 75%.

The findings of this study suggest the need to more effectively intervene at earlier stages with these young people. This includes the need to carefully re-examine and possibly augment current intake screening protocols that appear to rely primarily on self-reports from juveniles and/or family members. Prior/concurrent involvement with Children’s Administration—regardless of duration and intensity—can provide intake screeners with a simple surrogate measure of familial dysfunction/turmoil, behavioral concerns, and possibly episodic or long-standing patterns of neglect. In essence, screening for CA involvement can serve as a flag that quickly identifies instances in which further scrutiny is warranted.

The current study clearly demonstrates that youth referred on misdemeanor offenses who have any history of cross-system involvement (regardless of how fleeting) are considerably more likely to recidivate than youth referred for misdemeanors with no such history.

Most youth referred on a first or second misdemeanor offense are typically diverted. Given the elevated recidivism rates found among cross-system misdemeanants, it would seem prudent to carefully examine additional and perhaps non-traditional diversion options for, at minimum, certain segments of this population (e.g., younger youth, females, and youth of color).

Additionally, the velocity with which cross-system youth recidivate highlights the fact that the timing of interventions is as important as the types of interventions. Consistent with earlier studies in Arizona and California, the findings in King County suggest that the delinquent careers of cross-system youth often quickly spiral out of control. Taking four to six weeks and possibly longer to respond to a cross-system youth’s first offender referral is too long.<sup>48</sup> A “sense of urgency” needs to permeate any coordinated/integrated response to effectively intervene with cross-system youth—especially cross-system

youth referred for the first or second time on a misdemeanor referral.<sup>49</sup>

The last section of the report examines the placement histories of offender youth with extensive CA involvement—specifically, youth who spent at least 30 days in a CA-related placement in 2006. Placement histories are tracked through the end of 2008 or until their 18th birthday, whichever came first. These youth experienced, on average, 12 placement changes including an average of three AWOL episodes. Very little time during this three-year period was spent at home or not in CA-related care and it is conservatively estimated that placement costs averaged approximately \$38,000 per youth during this time. For the 226 youth included in this part of the analysis, the estimated total cost of placement approached \$8.6M.

Digesting these data, prioritizing various subgroups to target for special emphasis (e.g., first-time offenders, females, minority youth, etc), and developing coordinated/effective cross-system intervention responses represent monumental but important challenges that can re-shape how the juvenile justice and child welfare systems are viewed by the larger community. More importantly, the future of our most troubled youth lie in the balance, many of whom have experienced periodic (if not, repeated) episodes of neglect and sometimes abuse and who often lack even the basic familial and community supports that they truly need and deserve as they approach adulthood.

The data set constructed for this analysis has considerable potential to allow for more in-depth analysis of various subpopulations of cross-over youth. Subsequent summaries are planned that will take a closer look at differential cross-system trajectories and outcomes for first-time offenders, females, and minority youth, among others.

Lastly, the Washington State Center for Court Research (WSSCR) has initiated an analysis of Washington State Juvenile Court Assessment data on the 2006 study cohort with plans to examine, in some detail, the differences in various risk and protective domains for these youth while controlling for a history of cross-system involvement. NCJJ and WSSCR plan to examine differential patterns of cross-system involvement for all youth referred to the court on dependency and Becca matters in a fashion similar to what is presented herein for youth referred on offender matters.

<sup>48</sup> Please see Gene Siegel and Gregg Halemba, *The Importance of Timely Case Processing in Non-Detained Juvenile Delinquency Cases*, NCJJ, July 2006. The report can be downloaded from NCJJ’s website at: <http://www.ncjj.org/Publication/The-Importance-of-Timely-Case-Processing-in-Non-Detained-Juvenile-Delinquency-Cases.aspx>.

<sup>49</sup> The authors recommend that a detailed analysis be undertaken of how the intake screening and diversion process unfolds in King County as well as the length of time needed for adjudication/disposition in offender matters that are formally petitioned. This effort should also include an examination of the amount of time needed for provision of services.

# ModelsforChange

Systems Reform in Juvenile Justice

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# 19. Santa Clara County Dually Involved Youth Protocol

# **DUALLY INVOLVED YOUTH PROTOCOL**

## **SANTA CLARA COUNTY**

### **Welfare and Institutions Code section 241.1**

#### **BACKGROUND & OVERVIEW**

Welfare and Institutions Code section 241.1(a) provides that whenever a youth appears to come within the description of both section 300 and sections 601 or 602, the county probation department and the child welfare services department shall determine which status will serve the best interest of the minor and the protection of society. The recommendations of both departments shall be presented to the juvenile court and the court shall determine which status is appropriate for the minor.

Welfare and Institutions Code section 241.1(e) provides that counties may, pursuant to a jointly written protocol, allow the probation department and child welfare agency to jointly assess and produce a recommendation that a child be designated as a dual status child, thereby allowing the child to be simultaneously adjudicated a dependent and a ward of the juvenile justice court.

The statute lays out the elements that must be included in the interagency protocol including the following: a joint assessment process, a dispute resolution provision, a process for seamless transition from juvenile justice court jurisdiction to dependency jurisdiction, and a process for non-minor dependents that become subject to adult probation supervision.

In a Memorandum dated June 2013, the partners to this protocol have memorialized their commitment to enhanced coordination, integration and cooperation at the administrative and service delivery levels in an effort to improve short-term and long-term outcomes for dually-involved youth. This protocol also outlines a process for determining which agency shall provide supervision for a minor or non-minor when transition jurisdiction is ordered.

All Santa Clara County partners agree that minors who come under §241.1 are entitled to receive ameliorative services in the least restrictive setting and most appropriate system which can meet their needs and the needs of the community. Given the complex, multi-faceted and distinctive needs of dually-involved youth, effective service delivery requires enhanced coordination and integration of systems. When a minor comes under this protocol, the case will be heard by a judge who has been designated to preside over §241.1 matters and who will make the determination as to which system can best serve the minor's needs. To ensure the best decision for the minor, family and community, the Juvenile Justice Court bench officer may, with full disclosure, communicate in writing about the minor's case directly with the Juvenile Dependency Court bench officer prior to making a dual status determination. This Protocol is not intended to increase the number of dependents who become involved with the Juvenile Justice system, or to increase the number of delinquents who become involved with the Child Welfare system. To ensure the best outcomes for the children and families, Juvenile Probation Department (JPD) and Department of Family and Children's Services (DFCS) will work together

continuing to jointly train staff in each agency's policies and procedures so there is a mutual understanding of both systems. This transfer of knowledge between agencies will help establish better collaboration in the dual status process. To further this collaboration DFCS and JPD have created a joint unit to address the needs of dually involved youth together.

## **I. APPLICATION OF PROTOCOL**

This Protocol will act as a general guideline for handling dual status cases. Agency Procedures are contained in separate documents and will set forth the procedures for each agency to follow. This Protocol is not intended to supplant the Juvenile Court's legal authority to make any and all reasonable orders for the care, supervision, custody, conduct, maintenance, and support of the minor. There are three main situations when this protocol applies. The situations are as follows:

### **A. WHEN THE MINOR IS ALREADY A DEPENDENT OF THE COURT**

If the minor is a dependent of the court under §300 and his or her actions result in the filing of a §602 petition there are four options:

1. He/she may become a dual status minor<sup>1</sup>;
2. His/her dependency may be suspended ("On Hold") under the Lead Agency model, until the Juvenile Justice case resolves;
3. Dependency may be dismissed and he/she would become a ward of the Juvenile Justice Court; or
4. He/she may remain a §300 and be served informally by Probation.

Under any of these circumstances, the §241.1 assessment will be ordered by the Juvenile Justice Court and the Juvenile Justice Court will determine which option meets the best interest of the minor and protection of society.

### **B. IF THE MINOR IS A SECTION 602 WARD AND JPD IS CONSIDERING DISMISSING PROBATION AND NO DEPENDENCY JURISDICTION EXISTS (See also Transition Jurisdiction)**

If the minor is a §602 ward and JPD is considering a recommendation of dismissing probation but has concerns that the minor would be at risk for abuse or neglect as defined by WIC §300 if returned home to the parent or guardian, the Juvenile Probation Officer (JPO) shall calendar a Parte Review and recommend a §241.1 assessment and report be ordered. If it is determined that there is a basis for juvenile dependency jurisdiction a WIC §300 petition can be filed and wardship can be dismissed. In those cases, the case would be dismissed in the Juvenile Justice court and DFCS would be ordered to file a petition in Juvenile Dependency Court and DFCS would be the responsible agency.

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<sup>1</sup> Dual status designation is for minors who are served simultaneously under sections 602 and 300.

**C. WHEN A MINOR IS BEFORE THE JUVENILE JUSTICE COURT AND THERE ARE ALLEGATIONS OF POSSIBLE ABUSE OR NEGLECT**

If the minor is involved in Juvenile Justice Court and it appears that he/she is the victim of abuse or neglect, the Court shall order that a §241.1 report be prepared. Following the review of the §241.1 report the Juvenile Justice Court can:

1. Order the filing of a §300 petition and make the minor a dual status youth;
2. Continue the case solely in Juvenile Justice Court; or,
3. Dismiss the §602 petition and order a §300 petition be filed for the matter to proceed in Juvenile Dependency Court.

In any of the circumstances outlined in sections 1, 2, or 3 above, if the Juvenile Justice Court orders a §241.1 report, DFCS will be notified by the court clerk pursuant to established procedures. When a minor's case is deemed to be dual status and is heard in the Juvenile Justice Court, the Supervising Social Worker, along with County Counsel, the minor's court appointed Dependency attorney, the parents' Dependency attorney, the child's Court Appointed Special Advocate (CASA), and any other person the court deems to have a direct and legitimate interest in the case, may attend the hearing in the Juvenile Justice Court. When a dual status case is heard in the Juvenile Dependency Court, the Probation Officer, Minor's Juvenile Justice Attorney, the child's Court Appointed Friends and Advocate (CAFA) and other persons the court deems to have a direct and legitimate interest in the case may attend the hearing.

**II. DUALLY INVOLVED YOUTH UNIT**

DFCS and JPD have created a joint dually involved youth unit which consists of dedicated Juvenile Probation Officers (JPO), DFCS Social Workers (SW) and a Youth Advocate. (DIY Unit)<sup>2</sup> This unit uses a coordinated and holistic approach by which JPD and DFCS jointly provide appropriate services and intensive case management to the youth and family. The DIY Unit assesses the need for services provided to the youth and the family; recognizing the critical role that families play in identifying what services will meet their needs. This unit utilizes the Youth Advocate within the Youth and Family Teaming process to identify and discuss strengths as well as needs of the youth, and to develop appropriate and effective support and service recommendations. Together, staff develop case plans and presents these case plans to the Juvenile Justice Court and/or Juvenile Dependency Court as part of the case dispositional process. The DIY Unit also provides coordinated case supervision throughout the time the case is open in both systems.

**III. ASSESSMENT**

Section 241.1 referrals will be reviewed by both the DFCS and JPD Supervisors of the DIY Unit to determine if the DIY Unit will admit the case into the DIY Unit.<sup>3</sup> Cases that are admitted into

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<sup>2</sup> "DIY" stands for Dually Involved Youth.

<sup>3</sup> The Juvenile Court cannot legally order a youth into DIY Unit.



the DIY Unit will go through a Youth and Family Team Meeting (YFTM) which will result in a joint recommendation for the §241.1 report. The YFTMs serve as an opportunity to partner with the youth and family in identifying what supports are needed in order to be able to function safely, ultimately free of system involvement. The YFTM process begins with a youth advocate building a relationship with the youth and conducting an assessment of the youth's needs and strengths. Subsequently, a group including the social worker, probation officer, the youth, family, support persons identified by the youth and relevant treatment providers will meet to discuss how to capitalize on the youth's strengths and more effectively respond to the needs. Finally, a separate meeting will take place without the youth to develop the joint agency recommendations that will go into the §241.1 report.

Cases not accepted into the DIY Unit will be assigned to a DFCS SW and JPO following established procedures. The assigned JPO and the assigned SW will complete an initial assessment prior to seven court days of the pending §241.1 hearing. If the SW and JPO initially believe the minor may be a good candidate for dual status, or there is disagreement between the SW and JPO as to which agency can best meet the needs of the minor, a Multidisciplinary Team (MDT) Meeting will be requested through the designated supervisor. The MDT shall consist of designated supervisors from DFCS and Probation and any other professionals that may be deemed necessary by DFCS and JPD. The MDT will be set as soon as possible understanding that time is of the essence. If it is determined at the MDT that the minor would be a good candidate for dual status, the MDT participants will recommend which agency should be designated as the Lead agency and the other agency designated as the assisting agency.

#### **A. MULTIDISCIPLINARY TEAM MEETING**

Pursuant to section 241.1, at the MDT the agencies must seek the least restrictive level of care to meet the needs of the minor, family and community safety and determine the most appropriate department to provide services and supervision to the minor. The MDT participants shall consider the following when determining the most appropriate recommendation:

1. The nature of the referral;
2. The age of the minor;
3. History of physical, psychological, and/or sexual abuse and any Child Welfare History;
4. Prior record of minor's parents for abuse of this child or any child;
5. Minor's prior record of out-of-control or delinquent behaviors;
6. Parental cooperation with minor's school;
7. Minor's functioning at school;
8. The nature of the minor's home environment;
9. The history of involvement of any agencies or professionals with the child and family;
10. Any services or community agencies that are available to assist the child and family;
11. Statements by any counsel representing the minor; and
12. Statement by CASA and/or CAFA.

If it is determined that the minor would best be served by a Lead Agency model, the Lead Agency process shall be followed as outlined in section B. If it is determined that the minor will best be served by suspending his or her dependency status until the Juvenile Justice case resolves, the process will be followed as outlined in section D (On Hold Dependency Jurisdiction).

## **B. LEAD AGENCY**

### **1. General Overview**

If the minor is designated a dual status minor, JPD and DFCS shall prepare a joint assessment and recommendation with one agency and one court being designated as the Lead Agency and Lead Court. The other agency will be designated the assisting agency. Under a Lead Agency model, each agency will have a unique role in working with the minor and the family. The Lead Agency will assume primary management over the case file.

### **2. Process**

If no wardship is established but Juvenile Probation will be working with the youth and he or she remains a dependent of the Juvenile Court, DFCS will be the Lead Agency. If no dependency is established, but DFCS will be working with the youth and family informally, then Juvenile Probation will be the Lead Agency. In all other circumstances a joint determination must be made as to which Agency will function as the Lead Agency. The Lead Agency must be the Department affiliated with the identified Lead Court. Each agency will be responsible for preparing and filing reports with their respective court. All legal time frames shall be followed.

There shall be no duplication of services. DFCS and Probation will work cooperatively to assess and assign services to meet the needs of the child and family and agree on an appropriate case plan. When required by California Department of Social Services regulations, all visitation requirements must be complied with. The two agencies can jointly fulfill visit requirements to children, parents and caregivers based on the needs of the clients and based on which department representative would be available to visit the clients. In the alternative, both agencies may conduct monthly visits as long as it is for different purposes. On a monthly basis, the Lead agency and assisting agency shall discuss the case and exchange information regarding the minor, case contacts, completed assessments and services for entry in their respective data systems.

### **3. Legal Status Recommendation**

Dual status designations can occur when a youth has been adjudicated a dependent and a ward of the court or when a youth has an open case in either of the juvenile courts and receives informal services, such as

differential response, informal supervision or other voluntary services, from the other agency. There are a minimum of seven possible designations:

- a. The youth remains a dependent pursuant to WIC §300 with informal supervision services pursuant to WIC §654 (POIS);
- b. The youth remains a dependent pursuant to WIC §300 with court ordered informal supervision pursuant to WIC §654.2;
- c. The youth remains a dependent pursuant to WIC §300 with “Six Months without Wardship” pursuant to WIC §725;
- d. The youth remains a dependent pursuant to WIC §300 while participating in Deferred Entry of Judgment services ordered pursuant to WIC §790;
- e. The youth obtains dual status pursuant to WIC §241.1;
- f. The youth remains a §602 and receives informal services with DFCS;
- g. The youth is neither a dependent nor a ward and the petition is dismissed.

In addition to these joint options, youth can remain or become strictly a §300 or a §602. As stated earlier, the intent of this Protocol is not to increase the number of youth involved with either system. Rather, the intention is to ultimately reduce the number of system-involved youth by providing services and supports to the youth and family as early as possible. Accordingly, informal options such as referrals to community based organizations, pre-adjudicated Wraparound services, or differential response shall be fully explored before formal dual status is recommended.

#### **4. Responsibilities**

- a. The Lead Agency will be responsible for the following:
  - (1) Placement;
  - (2) Case Management; and
  - (3) Compliance with the mandates of WIC §300 and/or §602 review hearings, Division 31 Regulations and Title IV-E Rules.
- b. The Assisting Agency will be responsible for the following:
  - (1) Assignment of an assisting Probation Officer or Social Worker;
  - (2) Assisting with the development of case plan services and supports;
  - (3) Providing non-duplicative services, as identified in the case plan; and
  - (4) Complying with agency protocol regarding case management, court hearings and reports.

**C. LEAD COURT**

**1. General Overview**

If the minor is designated a dual status minor, JPD and DFCS shall prepare a joint assessment and recommendation with one agency and one court being designated as the Lead Agency and Lead Court. The other court will be designated the Non-Lead Court. The Lead Court must be the court affiliated with the Lead Agency. Each court will continue to handle its own legal hearings.

**2. Process**

If no wardship is established, and the youth is involved with the Juvenile Dependency Court, then the Juvenile Dependency Court must be the Lead Court. If no dependency is established, and the youth is involved with the Juvenile Justice Court, then the Juvenile Justice Court must be the Lead Court. In all other circumstances a joint determination must be made as to which Court will function as the Lead. The Lead Court must be affiliated with the identified Lead Agency.

**3. Responsibilities**

Each Juvenile Court retains the legal authority to make any and all reasonable orders for the care, supervision, custody, conduct, maintenance, and support of the minor. The Lead Court and the Non-Lead Court may also communicate and coordinate on a case-by-case basis to determine the appropriate forum for resolving specific issues. As a general guide the following summarizes the responsibilities of each Court for the purposes of this Protocol:

<i>Exclusively Dependency Court</i>	<i>Exclusively Juvenile Justice Court</i>
<ul style="list-style-type: none"> <li>✓ Appointment of CASA</li> <li>✓ Indian Child Welfare Act</li> <li>✓ Termination of parental rights</li> <li>✓ Mediation</li> <li>✓ School interview orders</li> <li>✓ Case plan for parents</li> <li>✓ Visitation for child</li> <li>✓ School of origin decisions</li> <li>✓ Protective custody warrants</li> <li>✓ Legal guardianship issues</li> <li>✓ Family reunification services for parents</li> </ul>	<ul style="list-style-type: none"> <li>✓ Appointment of CAFA</li> <li>✓ Sanctions</li> <li>✓ Fines, fees, restitution</li> <li>✓ Custodial detention</li> <li>✓ Issuance of bench warrants</li> <li>✓ Terms of probation</li> <li>✓ Fitness hearings</li> <li>✓ Orders for Fresh Lifelines for Youth (FLY)</li> <li>✓ Section 828 hearings</li> <li>✓ Record sealing requests</li> <li>✓ Violations of probation (VOP)</li> </ul>

<b>Lead Court</b>
<ul style="list-style-type: none"> <li>✓ Placement</li> <li>✓ Parental custody</li> <li>✓ Special Immigration Juvenile Status</li> <li>✓ AB 12 Extended Foster Care Services</li> <li>✓ Supplemental petitions (section 778 or 387)</li> <li>✓ Title IV-E</li> <li>✓ Independent Living (Skill) Program</li> <li>✓ Travel authorization</li> <li>✓ Consent to treatment for minor</li> </ul>

<b>Case Specific</b>	<b>First in Time</b> <i>(The court which first takes jurisdiction)</i>
<ul style="list-style-type: none"> <li>✓ Transfer In / Out</li> <li>✓ Restraining orders</li> <li>✓ Psychological evaluations</li> </ul>	<ul style="list-style-type: none"> <li>✓ Educational rights</li> <li>✓ JV 220 (Psychotropic Medication)</li> <li>✓ Parentage</li> <li>✓ Family findings</li> </ul>

<b>Each Court's Responsibility</b>		
✓ 827 Petitions	✓ Title IV-E Findings	✓ Case plan orders

**D. ON HOLD DEPENDENCY JURISDICTION**

**1. General Overview**

If the minor is a dependent child of the court and is receiving Family Maintenance or Permanency Services from DFCS, the minor's dependency status may be placed on hold by the Juvenile Justice Court and the minor may be made a ward of the Court.

**2. Process**

Minor will be selected to have his/her dependency status placed on hold based upon the agreement of both DFCS and JPD. A joint §241.1 assessment shall be prepared by DFCS and JPD. Factors to consider when assessing a minor to have their dependency case placed on hold include the minor's age, the seriousness of the offense, and the minor's psychosocial assessment. At the time that the Juvenile Justice Court declares a dependent minor to be a ward under §602, the Court shall "suspend dependency jurisdiction" as provided by §241.1(e) and §366.5.

- a. Approximately 60 days prior to the minor's expected completion of the court-ordered intervention, JPD shall calendar a Parte Review. The JPO shall report to the Court the minor's progress in the

program(s) in which the minor is participating, the intent to recommend dismissal upon the minor's completion of the intervention, and communication held with DFCS to address the minor's return to §300 Dependency status. The JPO shall recommend a subsequent Parte Review in approximately 60 days to submit the dismissal recommendation.

- b. Prior to dismissal, DFCS shall schedule a Team Decision-Making (TDM) meeting. The purpose of the TDM is: to create a seamless transition plan that will enable the minor to return to §300 dependency status with the least disruption to services and placement, while at the same time ensuring the safety of other minors and professionals involved in the dependency system; and have the JPO verify the current or last known address of the minor's parents or caretakers; and identify any changes to the family's circumstances. DFCS' Joint Decision Making Unit will arrange for the TDM. The JPO will notify the minor and the minor's parents of the date and time of the TDM. DFCS will notify the minor's dependency attorney, the JPO, any appointed CASA, the minor's parent's dependency court attorney, and any other persons deemed necessary of the time and place for the TDM. At the subsequent Parte Review, the JPO shall make recommendations to the court, including a recommendation for dismissal and release of the minor to the SW, if appropriate, and DFCS will advise the Juvenile Justice Court of the transition plan and future placement of the minor.
- c. If the Juvenile Justice Court determines that returning the minor to the parent will be detrimental to the minor, or §300 jurisdiction is necessary, or if the Juvenile Justice Court determines that it has insufficient information for making this determination, then the Court shall order that dependency jurisdiction be resumed and the case transferred to Dependency Court for further hearing within three court days. At that hearing the Dependency Court will set the matter for a new §366.3 hearing within 60 days.

#### **IV. SPECIAL SITUATIONS**

##### **A. SUPERVISION WHEN A MINOR'S STATUS IS MODIFIED FROM JUVENILE JUSTICE TO DEPENDENCY JURISDICTION**

1. For §602 wards who do not meet the criteria for §450 Transition Jurisdiction the ward's status may be modified from Juvenile Justice jurisdiction to Dependency jurisdiction if the following are true: the ward has met his or her rehabilitative goals; JPD is recommending dismissal; the ward is younger than 18 years; and, there are concerns that the ward

cannot be returned home safely. The Juvenile Justice Court can order a §241.1 report be prepared and a subsequent hearing shall be set. JPD and DFCS will collaborate to prepare a §241.1 report according to established processes.

2. If juvenile justice jurisdiction is modified to dependency jurisdiction, case management shall be provided by DFCS and hearings shall take place in Juvenile Dependency Court.

## **B. TRANSITION JURISDICTION**

Pursuant to §450, once the Juvenile Justice Court determines that a §602 ward is within the transition jurisdiction of the juvenile court and has been successfully rehabilitated, i.e. probation status dismissed, supervision of the transition youth shall be determined as follows:

1. Probation will maintain supervision and all hearings will take place in Juvenile Justice Court for former wards in extended foster care who have never been adjudicated dependent under §300.
2. If the youth so chooses, DFCS will maintain supervision and all hearings will take place in Juvenile Dependency Court for former wards in extended foster care who are currently or formerly dependent and:
  - rehabilitative goals of the case plan have been met and §602 jurisdiction over the youth is no longer required,
  - reunification services have been terminated,
  - a hearing has not been set for termination of parental rights or the establishment of a guardianship
  - the return of the minor to the parents or legal guardian would create a substantial risk of detriment to the minor's safety, protection, or physical or emotional well-being, and
  - the minor has expressed intent to sign a Mutual Agreement (SOC 162) with the responsible agency for placement in an eligible placement as a NMD and agree to meet one of the five federal participation criteria.
3. Notwithstanding the above, DFCS and JPD may make arrangements on a case-by-case basis for supervision of a youth by a particular agency and court, provided the agencies are in agreement and the court so orders.

Once the Juvenile Justice Court determines the youth comes within the provisions of WIC §450, the court shall select a date no later than six months from the date wardship was terminated for a non-minor dependent status review. No further action shall be required of the youth to come within the court's transition jurisdiction.

**C. IF A NON-MINOR DEPENDENT BECOMES SUBJECT TO ADULT PROBATION SUPERVISION**

If an NMD becomes subject to adult probation supervision, as appropriate, the agency supervising the NMD will coordinate services with Adult Probation. If additional resources or services are needed for an NMD who is under the supervision of Adult Probation, the agency supervising the NMD shall request an MDT.

**V. DATA**

Data collection and reporting is a significant element of the county's Memorandum of Understanding regarding dually involved youth. A data matrix was developed to identify indicators that measure desired outcomes delineated in the MOU. A data application was developed to support indicators not currently tracked by either the child welfare or juvenile justice system. The application tracks baseline, process, service need and receipt, progress and closure outcome indicators. Data will be tracked at time of referral to the Dually Involved Youth Unit, six months after referral, twelve months after referral and at time of case closure from the Unit.

\_\_\_\_\_  
Judge Patrick E. Tondreau  
Presiding Judge, Juvenile Division  
Supervising Judge, Juvenile Justice Courts

\_\_\_\_\_  
Date

\_\_\_\_\_  
Judge Shawna M. Schwarz  
Supervising Judge, Juvenile Dependency Courts

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Date

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Robert Menicocci  
Acting Director of Social Services Agency

\_\_\_\_\_  
Date

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Lori A. Medina  
Director, Department of Family and Children's Services

\_\_\_\_\_  
Date

\_\_\_\_\_  
Laura Garnette  
Chief Probation Officer

\_\_\_\_\_  
Date



# 20. Assembly Bill 129 Protocols

# Assembly Bill 129 Protocols

## **Agency model**

### **BUTTE**

On-hold model

### **COLUSA**

Lead agency model

### **DEL NORTE**

Lead agency model

### **LOS ANGELES**

Each court and agency is responsible for different aspects of the case depending on case facts

### **INYO**

Lead agency model

### **MODOC**

Lead agency model

### **PLACER**

Either (1) On-hold model with subcomponents of lead agency OR (2) concurrent service and case plan model

### **RIVERSIDE**

Lead court/lead agency model

### **SAN BERNARDINO**

Lead agency/lead court model

### **SAN JOAQUIN**

Lead court/lead agency model / The assisting agency's jurisdiction over the child is suspended so that at any one time only one agency has active jurisdiction

### **SAN MATEO**

Lead agency/lead court model

**SANTA CLARA**

Both lead agency/lead court and on-hold are available options under the protocol

**SISKIYOU**

Both on-hold and lead agency models are options. Court will make final determination regarding model to use and determine which department's case shall be placed on hold or which department will be named lead agency; court will also state its reasons on the record or in a written order.

**SONOMA**

Lead court/lead agency model

**STANISLAUS**

Both on-hold and lead agency are possibilities; Staff from both agencies examine the WIC, § 241.1 joint assessment information and determine which model to use

## Emphasis placed on collaborative efforts between probation and child protective services (CPS)

### **BUTTE**

Requires probation and child welfare to work jointly to provide services, with lead agency assuming primary case management responsibility / Court must receive a jointly prepared status update on dual status youth at least every six-months regarding the need to continue dual status / Primary jurisdiction not dismissed until a jointly developed transition plan is presented to the court

### **COLUSA**

Joint recommendation for dual status must lay out specific goals for services and which court/ agency should be lead / Lead agency takes charge of the case, but is directed to communicate with non-lead agency concerning family's needs

### **DEL NORTE**

Requires an initial joint meeting of the two agencies to determine who is the lead, how case planning will occur, and which family centered interventions will be provided / Requires both agencies to meet in person routinely to determine ongoing case needs and facilitate reunification when appropriate / Joint hearings are held, and a social worker and a probation officer must attend dispositional hearings

### **LOS ANGELES**

Dual status assessments and case plan creation are overseen by a Multidisciplinary Team (MDT) which consists of representatives of probation, child welfare, mental health, and the education unit of child welfare / Case plans are developed at a post-dispositional planning meeting attended by the youth, the caregiver, the attorneys, and the probation officer and social worker on the case / At the meeting the MDT gets input from all present with the goal of achieving consensus on the specifics of the plan / After completion of the meeting a post disposition hearing is held in each court to ensure that the youth, the caregiver, the probation officer, and the social worker understand their obligations

### **INYO**

Lead agency takes charge of the case, but both agencies are required to work together to create an appropriate case plan for the minor

### **MODOC**

Policy of protocol is that agency staff work together to meet family needs in a collaborative manner / Joint meeting between probation and child welfare determines who lead case worker is,

how visits will be handled, and what services will be provided / Requires workers from both agencies to meet monthly in person to determine ongoing case needs

### **PLACER**

Strong emphasis on collaboration / Requires joint reports and joint in-person conferences

### **RIVERSIDE**

The lead agency must conduct a joint assessment and work with staff from both CPS and probation to determine which is most appropriate to provide services to the child at that time

### **SAN BERNARDINO**

Requires agency workers to meet in person at least once a month to discuss case / Requires at least quarterly joint visits with the minor and family / Lead agency prepares reports, but non-lead agency must provide information on any service it is overseeing to the other worker to be incorporated into court report

### **SAN JOAQUIN**

Agencies are to work together to determine the least restrictive and most secure environment for a child whose safety may be compromised by staying in juvenile hall or local children's shelter

### **SAN MATEO**

Requires agencies to work together to develop a joint recommendation and case plan that is informed by a joint meeting with the family / Both agencies are required to attend joint hearings for dual status minors

### **SANTA CLARA**

Protocol is designed to ensure local coordination for youth who are dual status / Team Decision Making (TDM) involving both agencies is central to status determinations and case planning / No services may be duplicated, but joint visits are allowed and the agency must discuss the case on a monthly basis and exchange information to be stored in each agencies data system

### **SISKIYOU**

The probation and child welfare departments work together to determine the appropriate status for the child / If the departments agree that dual status is appropriate, a joint assessment report (JAR) is prepared for both the dependency and delinquency cases

### **SONOMA**

Decision to designate a minor dual status must be made jointly by child welfare and probation / Both agencies work together to designate responsibility for case management / When child is dual status, probation officer and social worker must communicate at least monthly

**STANISLAUS**

Each department must provide training to the other in regard to the agreement and its data system

## How hearings for dual-status youth are calendared

### **BUTTE**

Court with primary jurisdiction hears case

### **COLUSA**

Lead agency responsible for submitting court reports and attending court hearings

### **DEL NORTE**

Joint hearings are to be calendared, preferably in one department / Hearings scheduled in advance are heard on Friday afternoons, detention and jurisdictional hearings calendared as needed

### **LOS ANGELES**

Disposition hearing is heard by the court in which the new petition is filed / When dual status is declared, both courts hear the case post-disposition / After the MDT holds the post-disposition meeting to develop the case plan the MDT contacts the clerk of the dependency court to schedule a progress report hearing for 10 days out, and the clerk of the delinquency court to hear the case 30 days out from that meeting / After those hearings, each court must schedule 30 day progress report hearings for at least the next six months to review implementation of the plan within each court's jurisdiction / Each agency supports hearings in its respective court

### **INYO**

Joint dependency/wardship hearings are conducted for dual-status minors / The lead agency is responsible for preparing a single report for the hearing, but both agencies must attend the hearing

### **MODOC**

Dual jurisdiction cases are heard in the dependency court, preferably by one judge who sets aside sufficient docket time to meet needs of youth, family and community safety.

### **PLACER**

Dependency lead cases are calendared in the dependency court while delinquency lead cases are calendared in the delinquency court / Concurrent jurisdiction cases are calendared in the dependency court

### **RIVERSIDE**

If probation is determined to be the lead agency, then delinquency court will be the lead court / If child welfare is determined to be the lead agency, then dependency court will be the lead court

**SAN BERNARDINO**

Lead agency is responsible for court reports and court hearings

**SAN JOAQUIN**

The court will conduct joint dependency /wardship hearings for dual-status minors / The lead agency will be responsible for preparing a single report for the joint hearing, and the assisting agency may prepare supplemental reports

**SAN MATEO**

Joint dependency and warship hearings are calendared every six months / Lead agency is responsible for court reports, and must coordinate with the assisting agency to ensure all relevant information is provided to court

**SANTA CLARA**

Lead agency prepares all court reports and lead court holds joint dependency/wardship hearings at which all required findings must be made

**SISKIYOU**

If the lead agency model is employed, the lead agency will be responsible for preparing court reports and attending court; if the on-hold model is used, the department whose case is not on hold will be responsible for preparing reports and attending court.

**SONOMA**

The lead court will conduct hearings in its court / Lead agency will be responsible for case management and preparation of court reports and calendaring hearings

**STANISLAUS**

Lead agency prepares all court reports and updates



## **Requirements for dual-status eligibility**

### **BUTTE**

No requirements in addition to general eligibility for both jurisdictions are specified

### **COLUSA**

No requirements in addition to general eligibility for both jurisdictions are specified

### **DEL NORTE**

Only 3 children may be deemed dual status at any given time / Dual status declaration only made pursuant to a joint recommendation / Reasons for dual status include: (1) no parent or guardian to take custody of child; (2) parent or guardian unable to provide adequate care or supervision such that dependency may be required after wardship dismissed; (3) specific circumstances occur for a ward which require 300 status to protect the child; (4) dependent child needs containment or control for effective substance abuse, sex offender, or other treatment; (5) child cannot be safely housed in foster care because a danger to self or others; (6) child not safe due to history of running away

### **LOS ANGELES**

When MDT completes its 241.1 assessment of the youth it is directed to choose the least restrictive placement for the child and to rule out dismissal of the delinquency petition, or the use of informal probation or deferred entry of judgment (DEJ) and dependency jurisdiction before recommending dual status – dual status recommended only when consistent with public safety for a minor that has failed at informal probation or DEJ or who is not eligible for any lesser status than 602 jurisdiction

### **INYO**

Minor must not have been removed from the home

### **MODOC**

No requirements in addition to general eligibility for both jurisdictions are specified

### **PLACER**

No requirements in addition to general eligibility for both jurisdictions are specified

### **RIVERSIDE**

Youth who are placed in Riverside County by other outside county agencies are NOT eligible

### **SAN BERNARDINO**

Youth with a pending competency determination in delinquency court will not be considered for dual status until the competency proceedings have concluded / Delinquency cases in which

termination of delinquency jurisdiction is approaching but the youth cannot safely return home (e.g. prior dependent) are not eligible for 241.1 but should be referred to a child welfare ER worker at least 30 days before youth is to be released

### **SAN JOAQUIN**

No requirements in addition to general eligibility for both jurisdictions are specified

### **SAN MATEO**

Cases that require evaluation for dual status are those in which (1) child is not under either jurisdiction but is referred to both agencies, (2) child is dependent and referred to probation, (3) child has pending 602 petition and a child welfare referral is under investigation or is recommended by the judge, or (4) the judge has set a 241.1 hearing

### **SANTA CLARA**

Protocol specifically states that it is not intended to increase the number of dependents who are adjudged delinquents, but only to hold dependent youth accountable for their conduct, prevent future criminal behavior, and protect the community while still meeting the needs of these abused or neglected youth

### **SISKIYOU**

Dual-status is appropriate in the following cases: (1) A minor detained by law enforcement also has an abusive or neglectful home life (2) A minor detained by child welfare has simultaneously committed a crime (3) A dependent minor has committed an act that could bring him/her into the delinquency system (4) A minor who is a ward of the court is being considered for termination of wardship and also has a neglectful home situation (5) A minor who is adjudicated a dependent or ward in Siskiyou is alleged to come under the dependency or delinquency law in another county

### **SONOMA**

Primary reasons for dual status designation are: (1) No parent/ guardian available; (2) Parent not able to adequately care for/supervise; (3) Other circumstances of a ward require protection under WIC, § 300; (4) A § 300 child needs control/ containment for effective drug treatment or sex offender treatment; (5) Minor can't be safely housed at Valley of the Moon or a foster care setting due to being a danger to self or others

### **STANISLAUS**

Determination of status is based upon the intervention and placement options that exist within both agencies that can best serve the safety and service needs of the child and family

## **Process involved in declaring dual status OR switching lead agency**

### **BUTTE**

Requires probation and child welfare to jointly determine which petition is in the child's best interest / When court already has jurisdiction and a new petition for a different jurisdiction is filed, a 241.1 assessment shall be filed with the new petition, and the court handling the new petition shall determine the appropriate status, with notice to the court that already acquired jurisdiction

### **COLUSA**

In making a recommendation for dual status, the agencies must address the specific goals for services and which court/agency should be lead

### **DEL NORTE**

Dual status declared via 241.1 hearing, requires joint recommendation to be filed with the court / Lead agencies can be changed by mutual agreement, if mutual agreement cannot be reached then addressed by Multi-Disciplinary Team (MDT), and if MDT cannot decide then presiding judge of the juvenile court will decide

### **LOS ANGELES**

Dual status recommendations come via 241.1 process and MDT recommendations / Court has numerous mechanisms to identify possible dual status youth as early as possible / Once a youth is detained, each agency is required to check to see if they are involved in the other system, and if so, to initiate the joint assessment process / Delinquency court determines whether dual status is declared

### **INYO**

Agencies must agree that dual status is appropriate for the court to order dual status / Only children who have not been removed are eligible for dual status / Court may determine that a change in lead agency is appropriate if both agencies consult and present this to the juvenile court / If one agency determines that the youth should be removed from their home, then they must file a petition with the court and the court will then terminate the jurisdiction of the nonfiling agency

### **MODOC**

Initial screening begins at intake to identify dual involved youth / If youth are identified, detention report shall reflect, and court will order the parties to begin the 241.1 assessment

## **PLACER**

When a child enters either system, the caseworker must contact the alternate agency and determine if the minor has had a history with the alternate agency / The Children's Research Center Model of Structured Decision Making or the Placer County Probation Risk Assessment is used in order to make decisions about the delivery of service and intervention / The detention report should include a recommendation to the court as to the length, level, and extent of the delinquent or child welfare involvement and the need for dual status / The court will make the final determination of whether dual jurisdiction should be granted

## **RIVERSIDE**

The lead court will have the final say on the determination or modification of dual status / Statements of the DA, defense counsel, social worker, county counsel, and probation officer will all be submitted to the lead court to assist in this determination

## **SAN BERNARDINO**

All dual status (and other 241.1) recommendations are made by the 241.1 Committee / Committee is made up of 7 voting members – 4 from child welfare and 3 from probation, and can include representatives of many other agencies who can discuss the recommendation / Cases are referred to the 241.1 committee which meets weekly / They make a recommendation, or if agreement cannot be reached, both agencies present to the court who determines status

## **SAN JOAQUIN**

Both agencies confer on a recommendation for dual status / If they agree petition is filed with the court / If they disagree both agencies present and court makes determination and designates lead agency / In order for the assisting agency to assume the lead role, a recommendation must be submitted to the court

## **SAN MATEO**

When either agency is aware that a new referral involves the other agency, the agency with the most recent referral initiates the joint case planning process to develop a joint recommendation / Recommendation is presented to the court which makes the determination / Lead agency can be changed through joint consultation resulting in a recommendation to the court of any required change and case plan revision

## **SANTA CLARA**

When the social worker and probation officer are performing a 241.1 assessment and determine that dual status may be required, a Team Decision Making (TDM) meeting must be requested / The TDM is the setting for determining status and determining whether to designate case as on-hold or lead agency, as well as designating the lead agency / TDM is made up of designated supervisors from both agencies / On-hold dual status must be agreed to by both agencies

**SISKIYOU**

When a minor may qualify for dual status, child welfare and probation shall schedule a meeting as soon as possible to make an initial determination as to the appropriateness of the minor's status / Ideally, the meeting should occur prior to the filing of the petition / The court will make a final determination about the appropriateness of dual status at the JAR hearing / At each review hearing, the status of the minor shall be reconsidered and the departments shall consult regarding whether any change in status is appropriate

**SONOMA**

Agencies must jointly agree to dual status / Either agency can seek to change lead status if warranted

**STANISLAUS**

After the court orders a 241.1 assessment, a joint assessment process begins and staff from both agencies consult to develop a recommendation / If dual status is recommended, then a recommendation is included as to on-hold or lead agency

## **Interagency conflict resolution process**

### **BUTTE**

When line workers cannot agree then agency liaisons will seek to resolve and may refer to the SB 933 Interagency Placement Committee for recommendations / After consulting with their supervisors, line workers may consult with and involve a representative of the district attorney's office, county counsel, and the minor's attorney / If those procedures fail and the child has been detained by either agency, that agency may file a petition and request the juvenile court to determine the appropriate status

### **COLUSA**

N/A

### **DEL NORTE**

If agencies cannot agree on status for a 241.1, case is referred to the Multi-Disciplinary Team (MDT) / If an agreement is not reached by MDT, juvenile court determines status

### **LOS ANGELES**

All assessments and recommendations are done by the MDT / If there is disagreement within the MDT the matter is referred to either the Juvenile Court Liaison Deputy Regional Administrator (if child welfare filed the new petition) or the Juvenile Consultant with the Juvenile Field Services Bureau (if probation filed new petition) / The final arbiter shall be either the Director of Juvenile Court Services (when probation is lead) or the Juvenile Consultant with the Juvenile Field Services Bureau (when child welfare is lead) / Assessment report to court shall describe the conflict, and steps taken to resolve it

### **INYO**

If the heads of CPS and probation are unable to agree, then the dispute will be elevated to the Multi-Agency Policy Committee

### **MODOC**

Disagreements regarding status recommendations are referred to each agency's respective management until consensus is achieved / Disagreements about case plan and services are reviewed by the child welfare and probation supervisor through a Team Conference

### **PLACER**

If conflict arises as to which agency should be the lead and the managers cannot reach a resolution, the case will be referred to the System Management Advocacy Resource Team (SMART) for a WIC, § 241.1 formal SMART Management Team (SMT) review / If conflict arises as to the services to be provided, the case should first be reviewed in a team conference

with Children's System of Care (CSOC) and the probation supervisor; If the supervisors cannot agree, the case should be referred to CSOC SMT for review

## **RIVERSIDE**

Interagency conflict should be resolved by moving up the chain of command / court will resolve conflicts on designation of lead agency when this approach fails

## **SAN BERNARDINO**

If conflict arises in the 241.1 committee, each agency presents information to the court for the court to make determination

## **SAN JOAQUIN**

Interagency conflict should be solved by moving up chain of command and ultimately ending in filing separate reports with the court

## **SAN MATEO**

When the agencies cannot agree there is a Joint Planning and Review Committee (JPRC) made up of child welfare, probation, county counsel and mental health that will review the case and make the final recommendation / The JPRC is also available to resolve conflicts about changing the lead agency or the case plan

## **SANTA CLARA**

If there is a disagreement on the minor's status during the initial 241.1 assessment, a TDM made up of designated supervisors from both agencies is convened to resolve it

## **SISKIYOU**

Conflicts regarding initial determination about the appropriateness of dual status, and any related matters after dual status has been approved will be handled through conferring between levels of increasing responsibility in the two agencies until the issues are resolved

## **SONOMA**

If line staff does not agree, managers will consult / If no agreement there, then matter will be referred to Case Management Council/mid-level managers / If still no agreement, case will be referred to dependency court judge

## **STANISLAUS**

Interagency conflict should be resolved by moving up the chain of command in both agencies / Emphasis is placed on solving issues at lowest staffing level possible

## Confidentiality issues around information sharing between agencies

### **BUTTE**

Not mentioned

### **COLUSA**

Not mentioned

### **DEL NORTE**

Provides that per WIC § 827, both agencies can access each other's files for the purpose of determining the appropriate status of the child

### **LOS ANGELES**

Court has issued a standing order that allows representatives of county mental health and the educational consultants within child welfare who are part of an MDT to access juvenile case files in the same manner as probation and child welfare / Order also allows these MDT members access to pupil files in the same manner as probation per the California Education Code

### **INYO**

Not mentioned

### **MODOC**

Not mentioned

### **PLACER**

Not mentioned

### **RIVERSIDE**

In accordance with WIC § 827 the court authorizes release of information between DPSS and Probation

### **SAN BERNARDINO**

All discussions within 241.1 Committee meetings are confidential / Committee is deemed an MDT and therefore allowed to share information to make treatment and supervision decisions / Probation and child welfare are authorized to share information per WIC § 827 and a standing order of the court

### **SAN MATEO**

Not mentioned



**SANTA CLARA**

Not mentioned

**SAN JOAQUIN**

Not mentioned

**SISKIYOU**

Not mentioned

**SONOMA**

Not mentioned

**STANISLAUS**

Under WIC § 241.1 the court, community service agency, and probation shall exchange information about a child's history of abuse and neglect as well as the child's history of delinquency and out-of-control behavior, both orally and by providing photo-copies of each other's case file

## **One judge /one attorney – required?**

### **BUTTE**

Not specified

### **COLUSA**

Not specified

### **DEL NORTE**

Provides that one judge with experience in both types shall preferentially handle dual status cases

### **LOS ANGELES**

Both courts hold hearing and child has a delinquency and a dependency attorney

### **INYO**

Aims to have one judge handle case

### **MODOC**

Strives for one judge and one attorney

### **PLACER**

Mandates one judge for each case / Strives for single-attorney model

### **RIVERSIDE**

Not specified, but details the legal responsibilities of attorneys representing dual-status youth

### **SAN BERNARDINO**

Not specified

### **SAN JOAQUIN**

If there is more than one judge handling a dual-status case, then they must communicate in regard to the case / Single-attorney model should be used unless it would be detrimental to the minor or be inappropriate to do so

### **SAN MATEO**

Not mentioned

### **SANTA CLARA**

One court is designated as the lead court and hears all proceedings and ensures that all findings and orders for both case types are made

**SISKIYOU**

Not specified

**SONOMA**

Not specified

**STANISLAUS**

Strives for single- attorney model

## **Lead Agency/Case-worker Responsibilities**

### **BUTTE**

Agency with primary jurisdiction (that which is not “on-hold”) has primary case management responsibility

### **COLUSA**

Lead agency is responsible for case management, attending court hearings, continuing contact with the child and parents, and submission of court reports / Lead agency has primary Title IV-E funding rights and responsibilities / Lead agency reimburses non-lead agency for any services it provides, upon receipt of accounting of time and services provided

### **DEL NORTE**

Lead agency responsible for case management, review hearing requirements, and Title IV-E and Division 31 requirements, as well as providing services to the family in concert with the secondary agency

### **LOS ANGELES**

Each agency prepares reports and appears at hearings in its respective court / Lead agency provides case management and services

### **INYO**

The lead agency is responsible for case management, visiting the minor monthly, scheduling court hearings, preparing court reports, and providing services to the minor and the minor’s family

### **MODOC**

Responsibilities for each caseworker are determined on a case-by-case basis with every effort made to unify the two case plans to meet the needs of the child, family, and community safety

### **PLACER**

Monthly in-person meetings are required of case-workers / Clear outline of responsibilities for individual caseworkers with dual-jurisdiction youth

### **RIVERSIDE**

Lead agency is responsible for case management, all statutory, Title IV-E and Division 31 requirements, and provide services in concert with the other agency / Assisting agency must assign a caseworker, and assist in case plan and services

## **SAN BERNARDINO**

Lead agency is responsible for placement, case management, and coordinating with non-lead agency, court hearings, compliance with statutory, Division 31 and Title IV-E requirements, monthly visits with minor and family, as well as monthly meetings with the non-lead agency worker to coordinate and collaborate on the case / Non-lead agency works with lead agency, meets with minor and family monthly, and participates in joint visits with the minor and family at least quarterly

## **SAN JOAQUIN**

Lead agency is responsible for case management, placement, visits, scheduling court hearings, preparing court reports, and providing services to child and family / Assisting agency will cooperate on case plan

## **SAN MATEO**

Lead agency works with assisting agency to develop a case plan / Lead agency is responsible for court reports and obtaining relevant information from the assisting agency to be presented to the court, but both agencies attend joint hearings

## **SANTA CLARA**

If lead agency model is used, lead agency takes primary management over case file, court hearings, and court reports / Both agencies may provide services if they are not duplicative / Title 31 visit requirements may be jointly met provided there is no duplication, or each agency can conduct its own visit provided that they serve different purposes / When findings or recommendations to the court from the assisting agency the lead agency must coordinate and present them to the court / If on-hold is status, probation performs all case management, and must work with child welfare via a TDM to address return to dependency status when completion of probation requirements is approaching to accomplish the least disruption of services and placement

## **SISKIYOU**

The lead agency takes primary responsibility for the case, as does the agency whose case is not on hold / The primary agency in either model is responsible for housing the minor, complying with Title IV-E and Division 31 regulations, attending court hearings and preparing reports / If the non-lead agency provides any non-duplicated services to the child, the lead agency will reimburse the non-lead agency for the cost of such services

## **SONOMA**

Lead agency is responsible for case management and reports for mandated hearings / Child welfare and probation will jointly decide who delivers family reunification services

## **STANISLAUS**

Lead agency prepares all reports, case plans, time studies, and visits, but must include the other agency's input / If on-hold model is used probation has all case management responsibility until completion of probation supervision at which time the case is referred for a joint assessment to determine if involvement of dependency court should be reactivated

## **Provisions for reassessing the protocol**

### **BUTTE**

Meet and confer required after six months of implementation to discuss and modify as necessary after the initial trial period

### **COLUSA**

Protocol may be terminated by court or either agency upon 30 days' written notice of termination

### **DEL NORTE**

Agreement terminates annually unless extended by all parties for an additional year to encourage annual evaluation of effectiveness of the protocol

### **LOS ANGELES**

Agreement remains in place until modified or terminated by agreement of parties to the agreement

### **INYO**

Not specified

### **MODOC**

Not specified

### **PLACER**

Not specified

### **RIVERSIDE**

Not specified

### **SAN BERNARDINO**

241.1 Committee must convene an annual meeting to revisit protocol scheduled for November unless the committee chair determines a meeting is required earlier

### **SAN JOAQUIN**

Any party may terminate the agreement for prospective cases by giving 30 days' written notice to other parties.

### **SAN MATEO**

Not specified

**SANTA CLARA**

Provisions for revisiting the protocol are not specified, but there are separate Agency Procedures developed to implement the protocol that may be reviewed by the agencies and the Dual Status Committee as needed for revision / Substantive revisions should be accomplished via consensus within the Committee

**SISKIYOU**

Not specified

**SONOMA**

One year from date of protocol signing, either CPS or probation may give notice to opt out

**STANISLAUS**

The parties shall conduct a joint evaluation of the protocol once every two years from the effective date of September 1, 2005



## **Other specifications**

### **BUTTE**

Provides that when a dependent child is subject to a 602 petition in another county the child welfare agency shall not make a recommendation regarding the new petition in the other county without first consulting its own probation department.

### **COLUSA**

All documents concerning the minor are to be filed in both case files so that when one case is dismissed (if appropriate) there will be a seamless transition between courts

### **DEL NORTE**

All documents concerning child are to be filed in both case files to allow for a seamless transition when one case is dismissed

### **LOS ANGELES**

Dual status protocol is part of a very comprehensive 241.1 protocol that describes each of the situations in which 241.1 applies, indicates the steps each agency and the court should be taking regularly to identify eligible youth before the first hearing so that the assessment can be initiated by that time, sets forth each component that must be in the assessment, procedures for inter-court communication, and includes numerous attachments including the methodology for performing the assessment, as well as sample reports and assessment tools

### **INYO**

Distinguishes between (1) dual-status minors, (2) potential dual-status minors, (3) special-status minors

### **MODOC**

Specifies that workers will use Structured Decision Making and Risk Assessment in determining the level of intervention and family services

### **PLACER**

Emphasis on keeping dual-jurisdiction case planning family-centered

### **RIVERSIDE**

Very comprehensive protocol / Specifies housing of dual-status youth shall be in compliance with WIC, § 16514(b) and §16514(c) (Emergency Shelter Statutes) / Provides county liaisons for counties in southern California

### **SAN BERNARDINO**

Probation department maintains a 241.1 database with all prior referrals and recommendations to be included in reports on re-referrals

## **SAN MATEO**

For cases involving contact with agencies in other counties, caseworker must contact other county to establish 241.1 protocol

## **SANTA CLARA**

Protocol specifically authorizes delinquency judge to order a psychological evaluation when the court believes that significant mental health issues are present, or placement is a likely dispositional option

## **SAN JOAQUIN**

Authorizes 241.1 protocol reports to be presented orally unless the court orders a written report, if a written report is required, both agencies must sign / Hearing on the report will be held before the jurisdictional hearing unless court finds good cause

## **SISKIYOU**

In the event that another county is involved, for example when a minor is a dependent or ward of Siskiyou County and may also be a ward or dependent of another county, or vice versa, the Siskiyou County department involved shall attempt to conduct a joint assessment with the other county to determine whether dual status is appropriate.

## **SONOMA**

Court clerk is responsible for sending all notices, reports, and orders to child welfare and probation / If a WIC, § 300 case is suspended, four weeks prior to dismissal of a § 602 order or a return home the P.O. & S.W. will consult; If either the § 602 or § 300 case is to be transferred out-of-county, four weeks prior the social worker or probation officer will notify the other

## **STANISLAUS**

Emphasis placed on respecting the confidentiality of those receiving child welfare services / Specifies how to address transitional jurisdiction per Welfare and Institutions Code section 450 and provides that dual status youth are not eligible for transition jurisdiction