

Florida Children & Youth Cabinet

Crossover Children Workgroup
Ongoing & Proposed Activities for 2013

Co-Chairs:

Secretary Wansley Walters, Department of Juvenile Justice
The Honorable Gayle Harrell, Florida House of Representatives

DJJ-DCF Crossover Youth

Who are Crossover Youth?

1. Youth under the care of the Florida Department of Children and Families (DCF) are arrested and crossover into the juvenile justice system.
2. Youth under the care of DCF who are in some form of out-of-home placement (i.e. foster care, group home care) and are arrested and then enter into the delinquency system. (Note: In many cases these youth are arrested for behaviors that, in other settings, would not result in an arrest – for example punching a wall).
3. Florida Department of Juvenile Justice (DJJ) involved youth who crossover into the dependency system as the result of a parent or guardian not able or willing to accept them at home following the release from any DJJ program area to include Residential, Detention Probation or Prevention; or an abusive or neglectful home environment that is inappropriate for a child to either continue to live in or return to.

Overall:

- Each Circuit has their own interagency group that is made up of different agency staff involving crossover youth. If a Circuit Group has a case they need help with, it is referred to a regional group. If it is not resolved there, it is presented to the Statewide Interagency Workgroup whose participants include headquarters representatives from Detention, Residential, Probation and Health Services.

Ongoing/Proposed 2013 Activities:

- **Interagency Agreement** - Update the 2005 Interagency Agreement between DJJ and DCF relating to dually served youth. Each of the sections of the agreement will be reviewed and updated as needed.
 - First priority will be to address the section on the investigation of child abuse cases within DJJ facilities.
 - Other sections to be addressed:
 - General roles and responsibilities,
 - Coordination of local offices,
 - Children's substance abuse services;
 - Children's mental health services;
 - Incompetent to proceed
 - Proceedings for involuntary civil commitment of sexually violent offenders
 - Children denied shelter (lockouts)
 - Information and records sharing

- **DCF Data Access** - Provide access and training for identified DJJ staff to the DCF statewide child welfare database (FSFN). This occurs already at the local level. However, at the statewide level, there is no formal structured sharing of information. In other words, it is all “ad hoc” requests.
- **Authorization and Delivery of Services** – Provide clarification as to the appropriate person(s) to be able to act on behalf of a DCF youth within a DJJ facility for the authorization and delivery of medical, dental, and mental health treatment. Also clarify how the provision of services is addressed in light of differences that may exist in policy/rules for DCF and DJJ youth. Share information with DJJ providers, CBC’s and their case management organizations.
- **Case Management** – Develop a protocol for effective case management for crossover youth to ensure youth are provided the appropriate and needed interaction with both the DCF/CBC case manager and the DJJ probation officer. Explore methods that could be developed and implemented to increase coordination of these efforts. Identify how case management will be addressed for youth that are placed within a DJJ facility outside of their home community.
- **Transition Planning** – Develop procedures to ensure that DCF youth in DJJ facilities have effective transition planning to include placement issues. Address proactive planning for youth in DJJ facilities that may not be DCF youth at the time of placement, but there are indications that parental involvement will not be available upon release.

Detention:

- DJJ is involved at one level or another, albeit it might look a little different from circuit-to-circuit, for any case in which DCF needs support regarding a decision for a youth.
- A representative from Detention Services attends a monthly meeting in Tallahassee with DCF to discuss and/or staff complicated cases of crossover youth that utilize local CBC’s for services (this relates to the previous point in the “Overall” section).
- Weekly Detention Reviews at each detention center: DCF representatives are invited to attend to review the status of DCF youth in secure detention and ensure appropriate placement upon release. DJJ coordinates with DCF for youth to receive medical and mental health services while in our custody. Most of the time DCF counselors do not attend detention reviews. However, they visit their youth in the detention center and make contact with administration to discuss the release of their youth from detention. All DCF youth are discussed at the detention review to identify any issues that may arise with the care and release of that youth. Detention center administrators have always had a good rapport with DCF staff and are able to call them as needed.

- Detention Services Intrastate Transportation Network (ITN) provides transportation for incompetent youth for admission to DCF residential competency placements. From 01-01-12 to 12-31-12 we transported 64 youth to Apalachicola Youth Camp for competency restoration.

Residential/Probation Initiatives:

- Existing multiagency memorandum of understanding (MOU) for youth served by multiple agencies includes a matrix for assisting in the financial decision making and a process to aid in resolving issues within the community.
- **Training:** DJJ's Roadmap is based on research that shows community-based intervention for low risk youth is more effective in diverting youth from further delinquency without the negative consequences of entering the juvenile justice system. This means that there will be some youth that previously would have been in a residential program that will now be getting services in the community. For crossover youth, they may be in an out-of-home placement. Increases need for training of out-of-home caretakers, as noted earlier.
- **Crossover Youth Practice Model (CYPM):** CYPM is collaboration between the DJJ and DCF, led by Georgetown University. Dually served youth, those in both the child welfare system and the delinquency system need careful and competent joint case management. This high risk population does not have the family structure to rely upon for support in their court involvement, thereby increasing the youth's risk to re-offend and recidivism rates. The project provides communication, joint case management, shared early intervention and comprehensive services for foster care youth involved in the juvenile justice system. The result will be fewer delinquent events and better outcomes as these youth move to young adulthood.
 - The CYPM has been implemented in Judicial Circuits 4, 7, 10, 11, and 17.
 - CBCs in these circuits are committed to reducing the number of youth in group homes who crossover into the juvenile justice system through training group home providers, and mentoring circuits in implementing the CYPM
 - Plans have been developed to continue expansion statewide.
- **Transition:** DJJ Community Reentry teams have been established statewide for youth transitioning from residential placement back to the community to improve outcomes for youth.

Residential/Probation Protocols (in the 5 CYPM circuits):

- Local protocols or initiatives have been addressed in the 5 circuits where the CYPM has been implemented. The protocol varies by location and circuit. Example of those protocols:
 - Engaging local law enforcement to work with group homes to identify alternative ways of dealing with behaviors in group home.
 - Trauma Informed Care training for group home staff.
 - Developed protocols to identify dually involved youth:
 - Daily Court Docket is reviewed by DJJ and DCF to determine if youth is known by either agency-
 - Crossover log is updated and shared with others monthly.
 - JPO and Case Manager share contact information.
 - Conduct joint assessment during Multidisciplinary Team meeting and conducted MDT on every crossover youth identified.
 - Initial Crossover Staffing - established protocol to ensure DJJ and DCF case workers are aware of expectations and time frames regarding joint staffing to identify needs, conduct assessments and discuss case planning.
 - Working with SAO we developed new protocols for charging, including agreement with schools for improving/increasing the use of Diversion protocols in the community.
 - Flowchart developed and monitoring process established to ensure DJJ and DCF staffs make initial contact within 3-5 working days.
 - Brochures developed for families to understand the process.

Additional Issues That Could Be Addressed in 2013:

- Initial discussions have taken place between DJJ and DCF to address some of the issues outlined below, specifically relating to case management and transition of crossover youth in DJJ residential programs. These efforts need to continue in order to formalize protocols.
 - Transition and Community Reentry (jobs, housing, Medicaid, personal documentation identification, schools, continuity of health care including mental health needs) Critical for child welfare case manager to be an active part of the transition planning for crossover youth.

- Need to reduce youth arrest for those in out-of-home placement (provide training for foster parents, group home staff in behavior management, PAR, etc.)
- Need ability to be more proactive when issues are apparent. For example, parent is expected to be a *no show* when youth is being released from DJJ residential and DCF requires intervention and/or placement of child. Often nothing is done until the no show actually occurs – rather than plan in advance.
- Timely notification to staff for foster youth being released back into the community. In many cases, it is not known until immediately before a youth is released where they will be going. Difficult for youth, overall transition planning, educational issues, etc.
- Statutory and agency policies prevent DCF and DJJ from developing joint assessment and/or modify some of the required documents and eliminating redundancy and the timing of when assessments are completed.
- Coordination regarding initial safety reviews being completed during child abuse investigations.

Data:

- “It is estimated that monthly, between 600 and 800 youth are in both the DCF and DJJ systems of care at the same time.” “A subset of this population during 2012, was analyzed which included 120 children who were released from DJJ residential commitment and placed with DCF in out of home care.” (See Florida House of Representatives staff analysis for HB 7103)
 - The focus is on residential releases and out of home care placements only. DJJ provided a file containing 3,779 releases from their residential commitment programs during Calendar Year 2012.
 - Of these:
 - 120 matched to the FSFN list of DCF children served in out-of-home care between January 1, 2012 through January 8, 2013 who had an out-of-home care placement with DCF **after** their release from DJJ residential commitment.
 - In the table below, we further identify the first placement the child entered when coming to us from DJJ following release from residential commitment.

Placement Type Immediately Following Release from DJJ Residential Commitment		
DCF Placement Type	N	Percent
Relative	22	18.3%
Non-Relative	10	8.3%
Foster Care	20	16.7%
Group Home	57	47.5%
Runaway/Adsdconded/Abducted	4	3.3%
Other Placement Type	7	5.8%
Total	120	100.0%

Source: Ad hoc data match between JJIS and FSN extracts on 1/10/13

- Nearly half of the children exiting DJJ residential programs are placed in group homes.
- These 120 cases have been further divided into two different placement trajectories:
- 104 - Those who were at DCF before they went to DJJ residential commitment, and
- 16 - Those that had not been DCF clients prior to their DJJ residential placement but came into care after release from residential commitment (presumably because their caregivers refused to take them back following release from DJJ).

Most Serious Charge in Youth's History by Placement Trajectory			
Most Serious Charge in Youth's History	Placement Trajectory		Total
	No DCF before DJJ	DCF before DJJ	
Felony	15	99	114
Misdemeanor	1	5	6
Total	16	104	120

Source: Ad hoc data match between JJIS and FSN extracts on 1/10/13

- The chart shows the vast majority of these children have a felony in their offense history.

- This data were also broken down to determine if there was a higher probability of being placed in a group home immediately following release from DJJ commitment if a child had not been in out-of-home care prior to going to the DJJ Residential program:

First Post Commitment Placement by Placement Trajectory			
First Post Commitment Placement	Placement Trajectory		Total
	No DCF before DJJ	DCF before DJJ	
Group Home	7	50	57
Other Placement Type	9	54	63
Total	16	104	120

Source: Ad hoc data match between JJIS and FSN extracts on 1/10/13

- The numbers reflect that it is about an even split for both groups.
- These numbers are considerably different than our monthly crossover report contains because the methodology had to be different in order to answer these key questions about placement trajectory which, based on the committee's interest, complexity of the programming logic required, and time constraints, we agreed to limit to residential commitments re-entering out-of-home care. By contrast the 600-800 per month number reflects all children in BOTH systems during a 30 day period. So on our side, it would include in-home, out-of-home, and young adults (mostly IL receiving RTI payments). On DJJ's side, it includes community supervision, detention and residential commitment. In addition, it is not limited to children coming back from DJJ into DCF care and custody, but also includes those entering DJJ and leaving DCF for the duration of their DJJ placement. So the monthly report casts a much broader net, resulting in the higher numbers.

Pilot Project:

- **HB 7103 & SB 1834**, by Rep. Harrell & Senator Sobel are moving through the 2013 legislative session.
 - Legislation would create a pilot project authorizing DJJ-DCF to demonstrate a more effective and collaborative service model to serve youth under the common care of DCF & DJJ.
 - Project will focus on collaboration;
 - Sharing of services; and
 - Evidence of improved performance outcomes.
 - This population of youth (600-800 monthly) has a high runaway rate and a high rate of interacting with law enforcement.
 - Project limited to one county mutually agreed to by DJJ & DCF that has a high rate of crossover youth.
 - Youth in pilot would be under the DJJ probation status.
 - Effects included in pilot project:
 - DCF will seek proposals from child welfare service providers to garner innovative approaches for pilot.
 - Will include training by DJJ to pilot staff;
 - Intervention services by DJJ to post commitment youth inside pilot homes;
 - Enhanced security measures;
 - United treatment plans for crossover youth served by multiple state agencies; and
 - Interventions to ensure that low risk to re-offend youth are not being negatively affected by exposure to high risk crossover youth.
 - Project would begin upon becoming law and end prior to June 30, 2014.
 - DCF & DJJ will prepare interim/final reports on findings specific to performance measures and recommendations.