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Author(s): Douglas Young, Alex Bowley, Jeanne Bilanin, Amy Ho

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Traversing Two Systems:

An Assessment of Crossover Youth in Maryland

Final Technical Report submitted to the National Institute of Justice

Douglas Young, Alex Bowley, Jeanne Bilanin, and Amy Ho
Institute for Governmental Service and Research
University of Maryland, College Park

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Author Contact Information

Douglas Young
301-405-3297
dyoung@umd.edu

Jeanne Bilanin
301-405-2178
jbilanin@umd.edu

Amy Ho
amyho@umd.edu

all at:

Institute for Governmental Service and Research
University of Maryland, College Park
4321 Hartwick Road, Suite 208
College Park, Maryland 20742-3225
fax: 301-314-9258

Alex Bowley
Baltimore City Mayor's Office of Human Services
7 E. Redwood St.
Baltimore, MD 21202
office: 410-396-1915
fax: 410-539-1091
alex.bowley@baltimorecity.gov

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Abstract

Awareness about the vulnerabilities of children who are involved in both the juvenile justice and child welfare systems has grown exponentially over the past decade. The emergent challenge with helping crossover youth – those involved at some point in their lives in the dependency and delinquency systems – is not due to a lack of available guidance about what should be done for them. Rather, the challenges for addressing crossover youth include properly identifying them and their needs, and implementing evidence-based practices tailored to those needs. The present study was designed to begin to build a knowledge base to address these challenges in Maryland. Employing a mix of qualitative and quantitative methods, the research focused on the five most populous jurisdictions in the state, Baltimore City, and Anne Arundel, Montgomery, Prince George's, and Baltimore Counties.

Based on interviews with 26 officials in state and local agencies and survey responses from a representative sample of 164 stakeholders working with crossover youth, our review of state and local practices suggests a picture with preliminary signs of progress against a backdrop of general inattention to this population. Several state-led initiatives are promising in that they incorporate practices encouraged in the crossover youth practice literature, although none focus specifically on this group. Interview and survey results revealed some local efforts involving information sharing, collaborative case reviews, and joint attendance at court hearings on dual-system cases. About 60 percent of survey respondents reported using routines for identifying dual-system youth, providing cross-system notifications on proceedings, and holding family and multi-disciplinary team meetings for these cases. However, there was little use of formal, structured efforts, such as collaborative funding agreements, joint attendance at all hearings, or consolidated case planning or supervision. Survey results showed stakeholders were well aware of crossover youths' risks and needs and the challenges of working with these youth. Organizational expertise on crossover youth, and attention and resources paid to this population were given low ratings.

Consistent with prior studies, quantitative analyses comparing samples of crossover youth (N=526) and delinquency-only youth (N=601) showed crossover youth were engaged in the juvenile justice system in deeper and more chronic ways, with their first arrest at an earlier age and having more arrests and referrals. Detention, placement, and commitment outcomes for crossover youth were particularly frequent, outsize observed differences with delinquency-only youth on charges, filings, and adjudication hearings and suggesting that crossover youth face more harsh responses in the juvenile justice system. Compared with the delinquency-only group, crossover youth had less favorable results on risk, need, and protective measures on school attendance and performance, peer and adult relationships, and attitudes reflecting empathy, remorse, and self-control. The groups' most stark differences were on objective indicators of mental health needs. Analyses of Baltimore City crossover youth (N=200) and a dependency-only sample (N=200) showed the crossover group to have somewhat different and more persistent family problems, more placements, and longer length of placement.

These findings, together with the interview and survey results suggest a consensus need for more focused efforts on crossover youth in Maryland. Several practices already in use – the one judge/one family court model, case identification, family and multi-disciplinary meetings, information sharing, collaborative case reviews, joint hearing attendance – should be expanded, routinized, and sustained. Results from the risk and needs analyses underscore the importance of responding to the mental health treatment needs of crossover youth in the state. These Maryland findings reinforce and extend those reported in prior research, providing detailed information on needs and protective factors and risk factors related to maltreatment. More generally, the results should heighten the urgency of increasing attention to this population.

Glossary

- CASA: Court Appointed Special Advocate;** trained and supervised volunteers appointed by the juvenile court to advocate in the best interests of children who are in out-of-home placements
- CINA: Child in Need of Assistance;** child found by the juvenile court to require intervention by the court due to abuse or neglect and whose parent, guardian, or custodian are unable or unwilling to provide proper care and attention to the child
- DHR: Maryland Department of Human Resources;** state executive agency responsible for oversight of the child welfare system including protection, permanency, placement, and support services for CINA youth
- DJS: Maryland Department of Juvenile Services;** state executive agency responsible for providing intake, detention, probation, commitment, and aftercare services for youth charged with delinquency and status offenses
- LDSS: Local Departments of Social Services;** county or city agencies responsible for child abuse and neglect investigations and all local child welfare system operations under DHR oversight

Executive Summary

Introduction

Awareness about the vulnerabilities of children who are involved in both the juvenile justice and child welfare systems has grown exponentially over the past decade. Both practitioners and researchers have long known that youth who become dependents of the state due to maltreatment are at risk of problems in numerous life areas, including school, peer and adult relationships, mental health, and substance abuse (Jonson-Reid, Kohl & Drake, 2012; Kim & Cicchetti, 2010). They are also more likely to become involved in the delinquency system (Chiu, Ryan, & Herz, 2011; Jonson-Reid & Barth, 2000a; Smith & Thornberry, 1995). More recent studies give further depth to our concern about these youth, suggesting that the state's intervention in their lives may contribute to future antisocial behaviors. Youth placed in foster care are approximately twice as likely to commit crimes compared to children who receive home-based services (English, Widom, & Brandford, 2000; Ryan & Testa, 2005).

Not only are abused or neglected youth at a greater risk for engagement with the delinquency system, there are apparent system biases which account for disproportionately poor outcomes for dependency youth, as well. Studies have indicated that the juvenile justice system may be biased against youth with child welfare histories as their dispositional outcomes were found to be harsher than youth without history in the dependency system (Ryan, Herz, Hernandez, & Marshall, 2007). Youth with a filed report of abuse have been linked to higher rates of juvenile incarceration when compared to youth with no history of abuse (Jonson-Reid & Barth, 2000a). Evidence of cross-system bias for those who enter the dependency system has also been reported, as those placed in group homes are more likely to show prior juvenile justice involvement than those placed in traditional or specialized foster care settings (Ryan, Marshall, Herz, & Hernandez, 2008).

The emergent challenge with helping crossover youth – those involved at some point in their lives in the dependency and delinquency systems – is not due to a lack of available guidance about what should be done for them. There is a growing consensus on policies and practices that are effective with this population (ABA, 2008; Herz, Lee, Lutz, Stewart, Tuell, & Wiig, 2012). Rather, the challenges for addressing crossover youth include properly identifying them and their needs, and implementing and sustaining evidence-based policies and practices tailored to those needs.

Study Purpose and Research Questions. The present study was designed to begin to build a knowledge base to address these challenges in Maryland. Policy and practice initiatives directed at crossover youth in the state are in an early stage of development, and there have been no prior studies that have focused on these youth. The goal of the research reported here, conducted by the University of Maryland Institute for Governmental Service and Research (IGSR), was to gather and report information on the crossover population and the current state of support for these youth to spur and advise policy and practice improvements. The research sought to answer several basic questions about youth who are involved in the state's dependency and delinquency systems:

- What are the characteristics of crossover youth in the state? How are they the same or different from other youth that are involved in the state's dependency and delinquency systems?
- What are the service needs of crossover youth?

- What efforts have been made by Maryland child-serving agencies and the juvenile court to respond to crossover youth?
- To what extent do local practices comport with those identified as evidence-based in the crossover literature? What are the barriers to effectively managing and serving crossover youth?

Although the investigation was limited to Maryland, by comparing and contrasting study results with those reported in the current literature, a secondary aim of the research was to contribute to the wider knowledge base on this population and advance effective system responses to crossover youth.

A mix of qualitative and quantitative methods were employed to address the research questions. Specified below, these included document review, interviews and a survey of key stakeholders, and targeted analyses of court and delinquency system data. Due to limited resources, the study focused on the five most populous jurisdictions in the state, Baltimore City, and Anne Arundel, Montgomery, Prince George's, and Baltimore Counties. Following prevailing nomenclature, the term crossover youth is used throughout to refer broadly to youth who have at some point in their lives been formally referred to the dependency system due to suspected maltreatment and referred to the juvenile justice system for suspected delinquency. Where applicable, the phrase "dual system" or "dually involved" youth is used, referring to juveniles who are concurrently committed to the dependency and delinquency systems.

Study Results

State and Local Policies and Practices Relating to Crossover Youth. Information on policies and practices affecting crossover youth in Maryland was obtained through document review and interviews with 26 officials in state and local agencies. The Maryland Department of Human Resources (DHR) is responsible for child welfare programs and services, and local county-based Departments of Social Services (LDSS) deliver these programs and services. The term CINA – a Child in Need of Assistance – is used to refer to youth who are placed under the protection of the juvenile court and are in need of court-ordered services due to abuse or neglect. The Maryland Department of Juvenile Services (DJS) has extensive responsibilities extending from intake to the delinquency system, through detention, probation, commitment, and aftercare supervision.

Our review of state and local system processes and practices was more descriptive than evaluative. Any assessment of the actual implementation and effectiveness of programs and initiatives relevant to crossover youth in Maryland was beyond the scope of the study. Weighed against the consensus best practice literature, the descriptions and anecdotal accounts gathered in the research present a picture with preliminary signs of progress against a backdrop of general inattention to this population.

A number of recent DHR and DJS programs, although not targeted at crossover youth in particular, have potential positive benefits for this group. Place Matters, initiated statewide by DHR in 2007, is designed to reduce reliance on out-of-home care and increase reunification. Another DHR program, Ready by 21, encompasses a set of strategies to ensure that youth are ready for adulthood. A standardized assessment tool, the Child and Adolescent Needs and Strengths instrument has been used since 2011 for youth in out-of-home placements and is designed to assess youth functioning in major life domains, strengths, emotional and behavioral needs, and risk behaviors, as well as assess caregiver strengths and needs. The Under-13 Initiative, a collaborative project between DJS, LDSS and local school systems, targets offenders aged 12 and younger with the intent of halting their deeper involvement in the juvenile justice system. Maryland is also participating in the Juvenile Detention Alternatives Initiative, a national

program coordinated by the Annie E. Casey Foundation to eliminate inappropriate and unnecessary detention, and reduce no-shows at court hearings and racial and ethnic disparities in case processing. DJS' Violence Prevention Initiative identifies youth at risk of becoming victims or perpetrators of violent crime. The program is characterized by intensive supervision, enhanced service delivery, and immediate and appropriate sanctions for noncompliance with supervision.

Several state-led initiatives are promising in that they incorporate practices encouraged in the crossover youth literature, but none focus specifically on these youth. The state's Interagency Strategic Plan emphasizes family and youth involvement in decision making, individualized, family-centered service delivery, and community-based services. A mandated component of the model, the Family Involvement Meeting, was described in interviews as often serving to inform caseworkers from multiple agencies about a dual system case, and to spur joint case planning. The state's network of evidence-based programs such as Multi-Dimensional Treatment Foster Care (MTFC), High Fidelity Wraparound, and Multi-Systemic Therapy (MST) also represent best practice efforts, as does widespread mandated use of validated strength-based needs assessments in placement settings.

Similar to these state-initiated practices, Court-Appointed Special Advocates (CASAs) play a unique independent role in supporting youth involved in the dependency system; however, with no explicit focus on crossover youth, their actual impact on the population is unclear. Trained and supervised volunteers, CASAs have wide access to psychosocial assessments and child welfare records, and through observations and meetings with the child, parents, and other caretakers, CASAs can be well-informed, effective advocates in court. Nonetheless, the information flow to CASAs on youths' delinquency processing is limited, and CASAs' overall impact on dual system youth appears bounded by their voluntary status and uncertain capacity for case coverage.

There are no state or local-level systems in place in Maryland that are used routinely to notify persons in either the dependency or delinquency system when an active case in one system becomes involved in the other. Created by DHR in 2010, the web-based Child Safety Net Dashboard does provide LDSS and DJS staff access to identifying information about youth who have active cases in either system. State policies provide that the Dashboard be consulted at intake in either system, and in the case of DJS, also when youth are assigned to probation or aftercare. Based on the interview data, feedback on the Dashboard and its utility in identifying dual system youth is mixed, and its use varies by county. Other mechanisms in place that can be used for these purposes include the statewide DJS information system, and court databases in Montgomery County and Baltimore City, but these are not in routine use to target these youth.

Again mirroring this pattern, model court approaches that appear beneficial for crossover youth are in place in several jurisdictions in the state, but there are no dockets specifically dedicated to this population. The one judge/one family model has been employed since 2007 in Baltimore City and is under development in Prince George's County. In the Baltimore Juvenile Court, a child or family is assigned to appear exclusively before one judicial master who conducts both CINA and delinquency hearings. The master can utilize the experience gained with the child and with caseworkers that have been active with the case in one system to order integrated care when crossover occurs.

In early stages of implementation, local case management efforts that target dual system youth were reported in some places. In Montgomery County, LDSS and DJS managers have established collaborative procedures where staff from each agency meet bi-weekly to review co-committed cases. Caseworkers

from both agencies have increased joint attendance at court hearings and they report stepped up efforts to share information on these cases; plans for cost-sharing and training on dual-system youth were also noted. Specific procedures to increase information sharing on active co-involved cases were also reported in Baltimore City. Disputes over which agency assumes the lead in crossover cases were revealed in interviews with some localities, indicating that policies and procedures need to be developed or refined.

Stakeholder Survey. The survey was targeted to persons in a variety of settings and agencies that are involved in policy and practice related to crossover youth in Maryland. Identified with the assistance of agency directors, a wide net was cast in sending out the web-based survey; about one in three returned it. The final sample of 164 (120 of which returned a complete or nearly completed form) appeared diverse and generally representative with regard to agency, position, and location.

Concerning consensus “best practices,” the most commonly reported ones involved efforts to serve and identify crossover youth, and to inform staff about them across systems. About 60 percent reported employing routine procedures for notifying and updating DJS and LDSS workers on court proceedings. Similar proportions reported holding family and multi-disciplinary team meetings for crossover cases, and that the local court used the one judge/one family model. The use of more formal cross-system efforts – endorsed most strongly in the current literature – was reported by less than one-third of the respondents. Included here were collaborative funding agreements, joint attendance of LDSS and DJS caseworkers at all hearings, coordinated case supervision, joint or consolidated case plans, and using dedicated court dockets for crossover youth. Ratings on the effectiveness of local practices for crossover youth averaged below 2 on a simple scale of 1 (low) to 3 (highly effective).

On scales addressing knowledge about and attention to crossover youth, the two scales with the highest scores were “awareness of crossover youths’ risks and needs” and “knowledge about the issues and challenges in working with” these youth. Six of the eight scales had low average scores, with the two lowest being “attention and resources given to crossover youth” and “knowledge about best practices” for crossover youth. Organizational expertise in working with these youth also received low ratings, with all seven organizations judged as having moderate to low/no expertise by over 60 percent of those surveyed. With similar ratings, LDSS, DJS, the Juvenile Court, and public defenders were judged as moderate to low/none on these items by three in four respondents (DHR, State’s Attorney’s Offices, schools, and police were given even lower ratings). Scores on collaboration questions averaged higher scores, with the Juvenile Court given the most points; DSS and DJS had the same average score. Lowest of all the specific interagency collaboration ratings were given to LDSS-DJS.

More than 90 percent of respondents rated three factors as “major” or “somewhat” of a barrier in working with crossover youth: lack of cross-training, “conflict among parties involved in crossover cases,” and “LDSS and DJS have different innate philosophies in managing youth.” Indicative of the challenges of working with this population, all 12 factors listed in this part of the survey was rated as at least somewhat of a barrier by 40 percent or more of the respondents.

Quantitative Methods and Size of the Crossover Population. The absence of comprehensive cross-system information sharing also poses challenges to conducting research on crossover youth in Maryland. To address study questions about their numbers, needs, and risk factors for delinquency, multiple data systems maintained for varied purposes were accessed. The primary analysis was designed to place crossover youth in the context of the delinquency system and compared samples of (1a) youth who had delinquency petitions filed in one of the five study jurisdictions between July 2009 and June 2011; and

(1b) a subset of these youth who also had CINA petitions filed at any time in the past. The final analytic sample included 526 crossover youth and 601 delinquency-only youth. Comparisons examined court and delinquency record information, and results of risk screens conducted at DJS intake and an extensive needs assessment done at adjudication which includes scores on static and dynamic needs and protective factors in several domains.

A second analysis was framed from the perspective of the dependency system and due to project resource constraints was confined to Baltimore City. Analytic samples focused on youth (2a) born between July 1991 and June 1994 who had a CINA petition filed in the City between 2003 and June 2011; and (2b) a subset of these youth who also were arrested and referred for intake to the juvenile justice system through June 2011. Data on CINA proceedings and case histories were drawn from the court-based information system. Data collection and analyses of CINA results involved 400 youth, 200 in each of crossover and CINA-only groups.

Results concerning the size of the crossover youth population in the state were substantially limited by the available data, which precluded calculation of accurate prevalence estimates. In the delinquency-based analysis, the percentage of crossover youth among juveniles with delinquency petitions varied from 1.4 percent to 8.2 percent across the five jurisdictions, with the crossover proportion in Baltimore City two to five and one-half times greater than that found in the other counties. Much different and higher figures were found when CINA-petitioned cases comprised the base. At 43 percent, Baltimore County's percentage approached three times that found for Baltimore City and Anne Arundel County (both around 15%). A number of reasons could explain the different findings, including the more inclusive delinquency criterion used in the CINA-based analysis.

Most notably, the findings together suggest that the relatively large proportion of crossover youth from Baltimore City in the delinquency population is due to the inordinately large numbers of CINA youth in the City compared to the counties, and *not* due to Baltimore City CINA youth being at greater risk for delinquency. Youth from the City who have a CINA filing are no more likely to also show delinquency involvement than CINA-petitioned youth in Anne Arundel, and youth from both jurisdictions appear much less likely to show dual involvement than CINA youth in Baltimore County.

Comparisons of Crossover and Single System Youth. As in most states, youth of color are disproportionately represented in both the delinquency and dependency systems in Maryland. In contrast to prior studies, however, there was no greater disproportionality evident in the present crossover analyses, as African American youth were about equally over-represented in both the crossover (80%) and delinquency-only (76%) groups. In fact, in Baltimore County and Anne Arundel County, the percentage of African American youth in the crossover group was about 20 points below the percentage in the delinquency-only group that were African American. With regard to gender, the delinquency-based findings were consistent with past research, with a higher proportion of females among crossover youth (30%) than delinquency-only youth (20%). Different gender findings emerged from the CINA-based analysis in Baltimore City, where females accounted for more than half (54%) of the CINA-only group, but just one-third of the crossover youth.

Echoing common findings, crossover youth were younger at the time of their first arrest and engaged in the juvenile justice system in deeper and more chronic ways when compared with delinquency-only youth. Crossover youth had more arrests and intakes, and the proportion that was found delinquent and committed was 1.4 times greater than the commitment figure for the delinquency-only

group. These findings were reinforced by risk screening results, where crossover youth had significantly higher scores on detention and placement measures. Regarding charge type, a higher proportion of crossover youth had person felony and misdemeanor referrals and adjudications, but were no more likely to show weapons charges or violent or property felony charges than the delinquency-only group.

The higher showing on measures of detention, placement, and commitment in the crossover group did not accord directly with the finding that they were no more likely to be adjudicated delinquent on a felony. Generally, the magnitude of differences between the groups on these system decisions and outcomes outsized observed differences on charges, filings, and adjudication hearings. In part, this pattern is likely attributable to crossover youth having fewer options for pre-adjudication detention and placement in the home and community. It is also suggestive of prior studies that report evidence of juvenile justice system biases, and that crossover youth face more harsh responses in the delinquency system by virtue of their child welfare histories.

On risk and need measures reflecting maltreatment, shelter, and dependency-related placements, crossover youth had predictably higher scores than the delinquency-only group. Crossover youth also scored higher on a “compliance with parent/guardian rules” risk item and on both static and dynamic family needs measures, and had lower protective family needs scores. In the CINA-based analyses, crossover youth had different and more persistent family problems than CINA youth with no delinquency involvement. Filings for the CINA-only group were more likely to be based on parental neglect related to drug use while court records on crossover youth tended to cite abuse or neglect without reference to drugs, or some other problem with the caretaker or child. Placement terminations for crossover youth more frequently involved problems with family reunification efforts, and compared to CINA-only, crossover cases had more multiple attempts at family reunification. The analyses of dependency cases also showed that crossover youth were older at the time of the first CINA petition and first placement than CINA-only youth.

Compared with the delinquency-only group, crossover youth had higher risk and need scores and less favorable results on static and dynamic protective measures of peer and adult relationships in the community. The same pattern was observed on dynamic needs and protective measures of safety in the youth’s neighborhood. On school measures, crossover youth showed higher scores for both static and dynamic factors, and had fewer static protective factors.

Crossover youth held attitudes reflecting less optimism for the future, empathy and remorse for victims, and sense of control over their anti-social behavior. They also scored higher on measures reflecting support for verbal and physical aggression as a means of resolving disputes. More importantly, on less subjective measures based on formal diagnoses and being prescribed medication or other treatment for mental disorders, crossover youth also scored significantly higher, with an average score on the risk screen mental health measure that was nearly two and one-half times that of the delinquency-only group. On the mental health static needs measure, the mean score for crossover youth was about triple the delinquency-only group mean. This set of findings in regards to mental health contrasts with both the risk and needs measures on substance abuse, where no group differences were found.

Analyses of the CINA-based samples showed that crossover youth had more placements than the CINA-only group and a longer length of time in placement. Differences in placement types were marginal, although crossover youth were somewhat less likely to be placed back with a parent and more likely to be placed in a DSS home. Unfortunately, the court record was not sufficiently detailed to

distinguish between foster homes and group homes. The groups differed on the reasons given for terminating placements, with more terminations among crossover youth attributed to child behavior issues and having a family placement fail.

Conclusions and Recommendations

Improving Maryland Practices. The most notable finding from the review of state and local practices is the absence of any major initiatives in Maryland focused specifically on crossover youth. Although the interviews and an extensive document review revealed there to be a number of evidence-based policies and practices present in the state's dependency and delinquency systems, with the exception of a few nascent local efforts, none targeted youth dually involved in these systems. Survey scales addressing the level of attention and resources directed to crossover youth received very low scores and about two-thirds of survey respondents rated LDSS, DJS, and the juvenile court as moderate to low/none on attention and resources questions. Prevailing practices regarding notification and interagency case planning on crossover cases are often unstructured, informal, and left to the initiative of case workers. On related survey questions, about 60 percent said there was no regular collaboration on these matters or admitted they did not know enough to answer them. And those who did answer – including those who reported some collaboration – still rated these efforts as generally ineffective.

There is a consensus need for focused efforts on the crossover youth population. Several practices already in use in the state should be expanded and sustained. One judge/one family is a step toward more effective management of dual-system cases in the juvenile court. Incipient efforts in a few jurisdictions around joint case planning, review, and attendance in hearings should be made a standard practice and expanded to other jurisdictions. These efforts can build on the statewide ISP and particularly Family Involvement Meetings as a means of engaging families and crossing system boundaries.

CASA should make crossover youth a priority and be afforded means of routinely identifying and becoming assigned to co-committed cases. Resistance to use of the Dashboard for dual-system identification and communications should be resolved. The state should consider allocating publicly-funded slots in evidence-based programs such as MST and MTFC to dual-system youth and encourage their use with these cases. In a more general sense, efforts should be made to build both state and local knowledge about crossover youth. The state should address the need for cross-training on this population. Leadership at the highest levels should resolve ongoing differences between LDSS and DJS regarding responsibilities and communication in co-committed cases – a need acknowledged by both interviewees and survey respondents.

Comparative Analysis Results and Future Research. More research and local expertise is needed to explore the finding that CINA youth in Baltimore County appear much more likely to have delinquency involvement than CINA cases in Baltimore City and Anne Arundel County. Data showing the comparatively low proportions of African American youth in crossover groups in Baltimore and Anne Arundel Counties deserves further study. It would be worthwhile to explore whether certain policies or practices in these jurisdictions account for this finding. Similarly, future research should examine whether the overrepresentation of girls in the crossover population is attributable to disparate system responses. Additional data and analyses on pathways – the timing and direction of cross-system involvement – are needed in the state. Jurisdictional comparisons will require larger study samples that originate in each of the two systems.

Results from the risk and needs analyses underscore the importance of attention to the mental health treatment needs of crossover youth in the state. Preventing, anticipating, and responding to mental health problems are clearly a priority. A few other findings on risk factors from the CINA-based comparisons were notable. Youth from families with maltreatment histories that are *not* drug-related appear more prone to delinquency than CINA-youth who experience drug –related neglect or abuse. As with prior findings, Maryland results indicate particular consideration should be paid to youth who enter CINA at a later age and those with placement instability and family reunification problems. Taken together, results suggest that crisis-oriented responses to disruptive behavior in placements, ideally with expertise in mental health, may be especially effective as an alternative to the conventional law enforcement response of arrest and removal.

Attention and additional research is also called for to address the finding that crossover youth in Maryland experience juvenile justice system responses – detentions, placements, commitments – which appear to exceed their delinquency record. These findings reinforce the need to enhance diversion alternatives and home and community-based detention options that reduce use of incarceration, while also addressing the treatment needs of dual-system youth. Efforts with CINA youth must focus on preventing delinquency crossover and for those who do, to reduce reliance on pre-adjudication detention and out-of-home placements.

Current public economic realities heighten the need to identify and implement policies and practices that can deter crossover and best address the extensive service needs of those who do become dually-involved. While an extensive literature on evidence-based practices has emerged in recent years, and a number of EBPs were in evidence in Maryland, comparative tests of policies and interventions specifically targeted to at-risk and crossover youth are rare. More research on the relative effectiveness of these practices is needed to inform decisions on allocation of public resources to this population.

Contributions to Crossover Youth Research. The Maryland findings varied somewhat from published literature showing greater risk of substance abuse and a tendency toward violent offenses among crossover youth – these were not evident in the present cohorts. Results related to gender were not entirely consistent with prior literature and findings on race varied across jurisdictions and in two counties ran counter to results reported previously.

For the most part, however, the present study replicated and extended findings reported in prior studies on crossover youth. Results regarding comparatively early and more chronic delinquency involvement were upheld, as were risk and needs domains involving mental health, family, peer and adult relationships, and school. The CINA-based analyses also replicated prior findings regarding later dependency involvement, placement instability and length, and more persistent family problems. The finding regarding drug-related maltreatment is new to our knowledge. Similarly some of the detailed results from the risk and needs assessments, including measures of protective factors, have not generally been presented previously. Together, results of the present study should bring urgency to the state's response to the unique needs and vulnerabilities of crossover youth.

Section 1

Introduction

Awareness about the vulnerabilities of children who are involved in both the juvenile justice and child welfare systems has grown exponentially over the past decade. Both practitioners and researchers have long known that youth who become dependents of the state due to maltreatment are often robbed of opportunities for healthy social and emotional development, and are at great risk of mental health and substance abuse problems, and often struggle to succeed in school and to establish and maintain positive relationships (Jonson-Reid, Kohl, & Drake, 2012; Kim & Cicchetti, 2010). They are also more likely to commit crime and become involved in the delinquency system (Chiu, Ryan & Herz, 2011; Jonson-Reid & Barth, 2000a; Smith & Thornberry, 1995). More recent studies give further depth to our concern about these youth, suggesting that the state's intervention in their lives may contribute to future antisocial behaviors. Youth placed in foster care are approximately twice as likely to commit crimes compared to children who receive home-based services (English, Widom, & Brandford, 2000; Ryan & Testa, 2005).

Not only are abused or neglected youth at a greater risk for engagement with the delinquency system, there are apparent system biases which account for disproportionately poor outcomes for dependency youth, as well. Studies have indicated that there may be juvenile justice system biases against youth with child welfare histories as their dispositional outcomes have been found to be harsher than youth without history in the dependency system (Ryan, Herz, Hernandez, & Marshall, 2007). Youth with a filed report of abuse have been linked to higher rates of juvenile incarceration when compared to youth with no history of abuse (Jonson-Reid & Barth, 2000). Evidence of cross-system bias for those who enter the dependency system has also been reported, as youth placed in group homes are more likely to have prior juvenile justice system involvement than are those placed in traditional or specialized foster care settings. (Ryan, Marshall, Herz, & Hernandez, 2008).

The emergent challenge with helping crossover youth – those involved at some point in their lives in the dependency and delinquency systems – is not due to a lack of available guidance about what should be done for them. There is increasing concordance on policies and practices that are effective with this population and a number of extensive prescriptive models and guidebooks on the topic have appeared in recent years (ABA, 2008; Herz, Lee, Lutz, Stewart, Tuell, & Wiig, 2012; Siegel & Lord, 2004; Wiig & Tuell, 2013). Rather, the challenges for addressing crossover youth include properly identifying them and their needs, and implementing and sustaining evidence-based policies and practices that are tailored to those needs.

This report represents an attempt to begin to address these challenges in Maryland through research. Reviewed in Section 3 of the report, policy and practice initiatives specifically directed at crossover youth in the state are in a nascent stage of development. We know of no prior studies that have focused on these youth. In an initial effort to build a knowledge base in these areas, the National Institute of Justice provided support to the University of Maryland Institute for Governmental Service and Research (IGSR) to conduct an investigation aimed at addressing several basic questions about youth who are involved in the state's dependency and delinquency systems. In the early stages of study design, and

in the provision and coding of data used in the research, the project was undertaken in collaboration with the Maryland Judiciary Administrative Office of the Courts (AOC).¹ The research questions included:

- What are the characteristics of crossover youth in the state?
 - In what ways are they the same or different from other youth that are involved in the juvenile justice system in the state?
 - How are they different from other youth in Maryland's child welfare system? Are there factors related to maltreatment or their dependency system experiences appear to put these youth more at risk for delinquency?
- What are the service needs of crossover youth?
- What is the prevalence of the crossover youth population in Maryland?
- What efforts have been made by Maryland child-serving agencies and the juvenile court to respond to crossover youth?
 - To what extent are stakeholders who are involved with these youth aware of their unique needs and what is the level of attention and resources allocated to them?
 - What policies, practices, and programs are aimed at this population? How do these differ by jurisdiction?
 - To what extent do agencies collaborate in efforts to serve crossover youth? What specifically is the court's role in facilitating collaboration?
 - To what extent do state and local practices comport with those identified as evidence-based in the crossover literature? What are the barriers to effectively managing and serving crossover youth?

A mix of qualitative and quantitative methods were employed to begin to address these questions. Detailed in their respective sections of the report, these included document reviews and interviews with 26 individuals – judges, agency directors, and other key persons – working with crossover youth; a survey of more than 120 stakeholders involved with these youth; and targeted analyses of court and delinquency system data on selected samples of crossover youth and dependency and delinquency-only system youth. Findings from these methods are presented in Sections 3, 4, and 5 of the report, respectively. Following this introduction, Section 2 of the report provides a context for the project, reviewing recent research on crossover youth and summarizing literature on recommended policies and practices. The final section of the report summarizes the study and its findings, and provides recommendations for future research and improved system responses to crossover youth in Maryland.

We focused on the five most populous jurisdictions in the state, Baltimore City, and Anne Arundel, Montgomery, Prince George's, and Baltimore Counties. Together these jurisdictions account for about 60 percent of youth entering the juvenile justice system, 66 percent of committed placements, and 72 percent of the state's dependency filings every year. On a final introductory note, we follow the prevailing expertise regarding nomenclature, employing the term crossover youth (CY) to refer broadly to youth who have at some point in their lives been formally referred to the dependency system due to

¹ IGSR is solely responsible for the study findings, their interpretation, and all conclusions and recommendations made in the report.

suspected maltreatment² and referred to the juvenile justice system for suspected delinquency. Where applicable, the phrase “dual system” or “dually involved” youth is used, referring to juveniles who are concurrently committed to the dependency and delinquency systems (Herz et al., 2012).

² Specifically, Maryland law provides that a dependency petition is to be filed when a child “requires court intervention because: (1) the child has been abused, has been neglected, has a developmental disability, or has a mental disorder; and (2) the child's parents, guardian, or custodian are unable or unwilling to give proper care and attention to the child and the child's needs” [Courts and Judicial Proceedings § 3-801(f)].

Section 2

Review of Crossover Youth Literature

The study team reviewed research from many fields, including social work, psychology, criminology and law to document what is known about crossover youth. These studies, listed in Table 2.1 at the end of the section, shed light on the prevalence of crossover youth within the population of maltreated youth and within the population of youth involved in the juvenile justice system; characteristics of these youth, including demographics, family history, attitudes, behavior, needs and experiences in the child welfare and juvenile justice systems; and risk factors associated with maltreated youth becoming delinquent. Other reports, listed in Table 2.2, address best practices, including system reform, operating policies and procedures and promising programmatic interventions, to improve outcomes for crossover youth.

Prevalence of Crossover Youth

In general, neither child welfare nor juvenile justice agencies maintain ongoing counts of youth that are or have been involved with both systems. Our understanding of the prevalence of crossover youth is based largely on studies of the relationship between child maltreatment and delinquency. These studies yield a range of results due at least in part to differences in how child maltreatment and delinquency are defined and identified.

Studies examining the prevalence of juvenile justice involvement among children in the child welfare system may focus on youth referred to child welfare agencies for abuse or neglect (Jonson-Reid, 2002; Jonson-Reid & Barth, 2000a) or only youth with substantiated reports of maltreatment (Bogie, Johnson, Ereth & Scharenbroch, 2011; Goodkind, Shook, Kim, Pohlig, & Herring, 2013; Zingraff, Leiter, Myers & Johnsen, 1993). They may consider youth receiving any child welfare services (Bogie et al., 2011; Goodkind et al., 2013), only those with out-of-home placements, only those with a certain type of out-of-home placement, or youth leaving the system (Culhane, Metraux, & Moreno, 2011). Studies in different states of children with substantiated cases of abuse or neglect may differ because the definition of abuse differs between the states (Dannerbeck & Yan, 2011). Studies may compute delinquency rates based on children who have been arrested (Chiu, Ryan, & Herz, 2011), adjudicated (Bogie et al., 2011), or incarcerated (Goodkind et al., 2013), or consider both official and self-reported delinquency (Cusick, Courtney, Havlicek, & Hess, 2011; Smith & Thornberry, 1995).

Rates of juvenile justice system involvement reported in the literature include the following: among youth between 7 and 15 years of age with a maltreatment investigation resulting in an ongoing service case, 7.1 percent were arrested and 4.5 percent adjudicated during a three-year follow-up period (Bogie et al., 2011); among children with substantiated maltreatment reports 13.7 percent had complaints filed in the juvenile justice system (Zingraff et al., 1993); among abused and neglected children who were made dependents of the court 19.6 percent were arrested before they reached adulthood (English, Widom, & Brandford, 2001); among children whose families were investigated for possible child abuse, 8 per 1,000 were incarcerated in a juvenile corrections facility during a follow-up period of one to five years (Jonson-

Reid & Barth, 2000a); among children who received in-home services or out-of-home placement by a child services agency, 9.6 percent spent time in a juvenile facility (Goodkind et al., 2013); among youth who received in-home services or out-of-home placement and aged out of the child welfare system 24 percent spent time in a juvenile justice facility (Shook, Goodkind, Pohl, Schelbe, Herring, & Kim, 2011); among youth with substantiated maltreatment, 45 percent had an arrest record and 79 percent self-reported delinquent behavior (Smith & Thornberry, 1995).

Studies comparing youth in the child welfare system with non-maltreated youth or the population at large find significantly higher rates of delinquency among the child welfare youth. This finding holds true for self-reported delinquent behavior (Cusick et al., 2011; Smith & Thornberry, 1995), arrests (Chiu, Ryan, & Herz, 2011; English, Widom, & Brandford, 2002; Smith & Thornberry, 1995; Zingraff et al., 1993) and incarceration (Jonson-Reid, 2002; Jonson-Reid & Barth, 2000a).

Studies examining the prevalence of maltreatment among youth in the juvenile justice system may focus on arrested youth (Ryan et al., 2007); court-referred youth (Dannerbeck & Yan, 2011; Halemba & Siegel, 2011), incarcerated youth (Holsinger, Belknap, & Sutherland, 1999; Sedlak & McPherson, 2010), or parolees (Wiebush, McNulty, & Le, 2000) or may include a range of offender statuses (Hartnett, Hurst, & Berry, 2010). The studies may consider self-reported maltreatment (Holsinger, Belknap, & Sutherland, 1999; Sedlak & McPherson, 2010), various levels of contact with the child welfare system (Halemba & Siegel, 2011; Hartnett, Hurst, & Berry, 2010), or both officially reported and self-reported abuse or neglect (Dannerbeck & Yan, 2011).

Among court-referred youth, court records and self-reports indicated that 17 percent had experienced maltreatment (Dannerbeck & Yan, 2011). Among incarcerated youth and parolees, reported rates of physical range from 29 percent to 68 percent (Holsinger abuse, Belknap, & Sutherland, 1999; Wiebush, McNulty, & Le, 2000; Sedlak & McPherson, 2010).

The prevalence of crossover youth among offenders depends on the depth of their involvement in the juvenile justice system. Ryan and colleagues (2007) found that approximately 7 percent of new arrests were associated with youth currently involved in the child welfare system. The study by Hartnett, Hurst, and Berry (2010) found that 5 percent of arrested youth had child welfare system involvement compared to 7 percent among juvenile probationers and 10 percent among incarcerated youth. The rates at which offenders have had some child welfare system contact, ranging from 15 percent to 30 percent, are higher than the rates at which they have been the subject of an abuse investigation, received child welfare services, or are currently dually involved (Hartnett, Hurst, & Berry, 2010; Halemba & Siegel, 2011). A study of youth exiting the child welfare and/or juvenile justice system (Culhane, Metraux, & Moreno, 2011) found that between one in ten and one in eight had experienced both a child welfare system out-of-home placement and involvement in juvenile probation after age 16.

Characteristics and Experiences of Crossover Youth

Numerous studies have provided insight into the characteristics of crossover youth. These studies paint a picture of youth who are disproportionately African American and predominately male, although more likely to be female than their delinquency-only counterparts (Dannerbeck & Yan, 2011; Halemba, Siegel, Lord, & Zawacki, 2004; Herz & Ryan, 2008; Herz, Ryan, & Bilchik, 2010; Ryan et al., 2007; Saeteurn & Swain, 2009). The percentages of African-American youth and females increase among crossover youth as the extent of child welfare involvement intensifies (Halemba & Siegel, 2011).

Crossover youth have a higher than average likelihood of having parents with histories of substance abuse, incarceration and/or mental health issues (Dannerbeck & Yan, 2011; Halemba et al., 2004; Saeteurn & Swain, 2009). These youth often have impaired interpersonal skills, mental health and/or substance abuse problems and school attendance and performance issues (Dannerbeck & Yan, 2011; Saeteurn & Swain, 2009).

Crossover youth typically have had multiple child welfare placements, have resided in a group home at some point and are likely to have run away from placement (Halemba et al., 2004; Saeteurn & Swain, 2009). Involvement in the child welfare system typically precedes juvenile justice involvement (Halemba & Siegel, 2011). Compared to other offenders, crossover youth enter the juvenile justice system at a younger age (Dannerbeck & Yan, 2011; Halemba et al., 2004; Herz, Ryan, & Bilchik, 2010), are more likely to commit violent crimes (Dannerbeck & Yan, 2011; Saeteurn & Swain, 2009; Widom & Maxfield, 2001), are more likely to be detained and adjudicated and spend more days in custody (Halemba & Siegel, 2011) and are more likely to recidivate (Dannerbeck & Yan, 2011; Halemba & Siegel, 2011; Halemba et al., 2004; Saeteurn & Swain, 2009; Widom & Maxfield, 2001).

Risk Factors

As described above, research demonstrates that abused/neglected youth are more likely than their non-maltreated counterparts to become involved in the juvenile justice system and fare worse in the juvenile justice system than do other delinquents. A number of studies shed light on the factors that influence whether or not a maltreated youth engages in delinquent behavior and the extent of their juvenile justice system involvement.

Demographic Risk Factors

The prevalence and extent of involvement of child welfare youth in the juvenile justice system are clearly affected by youths' demographic characteristics. Although Zingraff and colleagues (1993) reported higher rates of delinquency among maltreated youth compared to a school sample and a social service sample, when they controlled for age, race, gender and family structure, they found no significant difference in the rate at which maltreated youth committed violent or property crimes compared to the school and social service groups. The only significant difference was in the rate of status offenses.

Research has consistently shown that age of involvement in the child welfare system affects delinquency rates. As is true for the general population, the rate of juvenile justice system involvement of child welfare youth increases with age (Ryan & Testa, 2005; Grogan-Kaylor, Ruffolo, Ortega, & Clarke, 2008; Bogie et al., 2011). A study by Jonson-Reid and Barth (2000b) found the highest rate of subsequent juvenile incarceration among children who entered their first placement between the ages of 11 and 14; children first placed between the ages of 12 and 15 had a higher risk of incarceration for a serious or violent offense during adolescence. Goodkind and colleagues (2013) found that youth whose families' cases remain open after age 13 were more than three times as likely to have juvenile justice involvement as those whose cases closed at age 13 or younger. Older crossover youth are more likely to recidivate (Herz, Ryan, & Bilchik, 2010).

Race, gender and combinations of race and gender are predictive of delinquent behavior among child welfare clients (Ryan & Testa, 2005; Grogan-Kaylor, et al., 2008; Bogie et al., 2011; Dannerbeck & Yan, 2011; Goodkind et al., 2013). Among maltreated youth, African Americans have the highest risk

of juvenile arrest (Ryan, Marshall, Herz, & Hernandez, 2008) and delinquency petitions (Ryan & Testa, 2005).

Consistent with delinquency rates in the general population, maltreated males offend more than maltreated females (Ryan & Testa, 2005; Grogan-Kaylor, 2008; Bogie et al., 2011). However, as noted above, the rate of juvenile justice system involvement of females in the child welfare system is higher than that of non-maltreated females (Halemba et al., 2004; Herz & Ryan, 2008; Ryan et al., 2007). Females with dependency court histories are also more likely than males to recidivate (Halemba et al., 2004).

Among maltreated youth, males have a greater tendency toward violence than do maltreated females (Dannerbeck & Yan, 2011). Maltreated boys are also more likely than girls to spend time in a juvenile justice facility (Goodkind et al., 2013).

Risk Factors Associated with Abuse/Neglect History

It is unclear from the research whether neglect, physical abuse and sexual abuse are equally likely to lead to delinquent behavior, with some studies (Bogie et al., 2011; Widom & Maxfield, 2001) finding no difference, but other studies (Grogan-Kaylor et al., 2008; Ryan et al., 2008) finding higher levels of delinquency associated with physical abuse than neglect. One study (Yun, Ball, & Lim, 2011) found that sexual abuse and neglect were significant predictors of violent delinquency, whereas physical abuse was not.

It appears that the more severe and frequent the maltreatment, the higher the likelihood that a child will become involved in the juvenile justice system (Bogie et al., 2011; Jonson-Reid, Kohl, & Drake, 2012; Kelley, Thornberry, & Smith, 1997; Ryan & Testa, 2005; Verrecchia, Fetzer, Lemmon, & Austin, 2010). Also, it seems clear that abuse/neglect that begins during or extends into adolescence is associated with higher likelihoods of juvenile justice involvement (Ireland, Smith, & Thornberry, 2002; Stewart, Livingston, & Waterson, 2008).

Personal, Family and Social Risk Factors

Children with mental health or substance abuse issues appear to be more likely to become involved in the juvenile justice system (Bogie et al., 2011; Goodkind et al., 2013; Jonson-Reid, 2002) and to recidivate (Herz & Ryan, 2008). Behavioral problems, poor interpersonal skills and school performance problems are also associated with higher levels of juvenile justice involvement among youth in the child welfare system (Bogie et al., 2011; Herz & Ryan, 2008; Verrecchia et al., 2010) as are family conflict (Bogie et al., 2011; Herz & Ryan, 2008; Verrecchia et al., 2010) and socially disorganized, transient communities (Verrecchia et al., 2010).

Risk Factors Associated with Child Welfare System Experiences

Youth with reports of maltreatment that receive no services have a high likelihood of later juvenile justice involvement (Jonson-Reid, 2002). Research findings regarding the effects on delinquency of in-home services compared to out-of-home placement are mixed, with some studies (Bogie et al., 2011; Runyan & Gould, 1985) reporting no differences in rates of delinquency between maltreated youth served at home and those in foster care and other studies reporting higher rates of involvement in criminal activity (English, Widom, & Brandford, 2002), delinquency petitions (Ryan & Testa, 2005) and

confinement in a juvenile justice facility (Goodkind et al., 2013) among maltreated youth placed outside the home.

Among youth in foster care, placement in group homes is associated with higher levels of juvenile justice involvement – several times higher in some cases-- compared to placement in other out-of-home settings (Bogie et al., 2011; Goodkind et al., 2013; Ryan et al., 2008).

Researchers generally agree that the number of placements increases the rate of juvenile justice involvement (Goodkind et al., 2013; Jonson-Reid & Barth, 2000b; Runyan & Gould, 1985). Placement changes that occur when a youth leaves a facility without permission and those due to behavioral problems are associated with increased likelihood of arrest compared to movements for other reasons (Ryan et al., 2008).

The effects of child-welfare-system experience on delinquent behavior also vary with gender and race. For example out-of-home placement results in a much greater increase in delinquency rates of girls than of boys (Goodkind et al., 2013). For minority children referred for lack of supervision, in-home services reduced the rate of juvenile justice system involvement, whereas for non-minority children referred for lack of supervision, receipt of services did not change the rate of involvement in the juvenile justice system (Jonson-Reid, 2002). Congregate care placement is associated with a much larger increase in juvenile justice involvement for White youth than for African American youth and for girls than for boys (Goodkind et al., 2013).

Ryan and colleagues (2007) found that involvement in the child welfare system is itself a risk factor with respect to the depth of involvement of youth in the juvenile justice system. They reported that delinquency cases originating in child welfare are less likely to receive probation even after controlling for age, race, gender, and offense type.

Best Practices

A number of organizations, including the Child Welfare League of America (CWLA), John D. and Catherine T. MacArthur Foundation, Robert F. Kennedy Children's Action Corps, Center for Juvenile Justice Reform (CJJR) at Georgetown University, Casey Family Programs, National Center for Juvenile Justice and American Bar Association (ABA) have championed efforts to integrate the systems serving crossover youth. These organizations have published or sponsored publication of numerous documents, including those listed in Table 2.2, that identify system changes, operating policies and procedures and promising programs designed to improve outcomes for crossover youth. The reports commonly encourage collaboration, information-sharing, joint assessment and decision making among the agencies responsible for crossover youth; a policy of one family/one judge in the courts; early intervention; and holistic interventions that involve the youth and his/her family.

System Reform

In examining the impact of collaboration between child welfare and juvenile justice agencies on the likelihood of youth receiving behavioral health services, Chuang and Wells (2010) found that having a single agency accountable for youth care increased the odds of youth receiving both outpatient and inpatient behavioral health services. They also found that interagency sharing of administrative data increased youth odds of receiving inpatient behavioral health services.

Consistent with these findings, the overriding theme in the discussion of system reform is the need for collaboration and coordination among agencies that serve crossover youth. (Altschuler, Stangler, Berkley, & Burton, 2009; Casey Family Programs & CJJR, 2010; CJJR & American Public Human Services Association, n.d.; Petro, 2006; Siegel & Lord, 2004). A framework for achieving system change begins with mobilization and advocacy for system integration, including identifying leaders, getting support for the integration initiative and changing the organizational culture (Wiig & Tuell, 2013). These efforts are needed to counteract what Petro (2006) describes as an adversarial relationship between child welfare and juvenile justice agencies cited in the literature. Key system-change steps include securing statutory authority that enables interagency collaboration and dual jurisdiction (ABA, 2008; Siegel & Lord, 2004; Wiig & Tuell, 2013); determining resource needs (Wiig & Tuell, 2013); formalizing governance and developing integrated or shared information systems (Siegel & Lord, 2004; Wiig & Tuell, 2013); and training across systems (Wiig & Tuell, 2013).

The added resources and duplication of efforts often required by crossover cases pose challenges to agency collaboration (Petro, 2006). Blending funding streams to serve crossover youth effectively is recommended by Wiig (2003), Siegel and Lord (2004), ABA (2008), CJJR and American Public Human Services Association (n.d.) and Casey Family Programs and CJJR (2010). ABA (2008) recommends creating a legal preference enabling youth to have their dependency proceedings remain open with continued child and family support and extending the protections of Title IV-E of the Social Security Act to delinquent youth placed in foster care under juvenile justice agency or court authority.

Wiig (2003) provides examples of system redesign programs that are still in effect, including the Decategorization Project in Iowa, a legislatively mandated program that provides blended funding and Wraparound Milwaukee, which integrates mental health, child welfare, juvenile justice and education services for youth with mental health needs and their families. Best practice examples highlighted by Wiig and Tuell (2013) include a King County, Washington, child welfare/juvenile justice systems interagency charter agreement and an Oregon Executive Order mandating development of joint recommendations and budgets, comprehensive plans and formal agreements among agencies that serve children and families.

Operating Policies and Procedures

Information sharing between child welfare and juvenile justice agencies is viewed as fundamental to improving outcomes for crossover youth (Altschuler et al., 2009; ABA, 2008; Lutz et al., 2009; Siegel & Lord, 2004; Wiig & Tuell, 2013). While supporting information sharing, ABA (2008) cautions that confidentiality protections should be developed for all shared child welfare information and the use of information gathered from foster youth as part of screening, assessment, or treatment should be restricted in pending or future delinquency or criminal proceedings.

Other common recommendations are protocols for early identification of crossover youth and notification of child welfare agencies when youth enter the juvenile justice system (Siegel & Lord, 2004; Lutz et al., 2009; Wiig & Tuell, 2013); joint assessments using validated tools and involving the youth and family (Siegel & Lord, 2004; Lutz et al., 2009; Altschuler et al., 2009; Wiig & Tuell, 2013); engaging the family and youth in case planning and decision making (Lutz et al., 2009; Altschuler et al., 2009; Wiig & Tuell, 2013); diversion of youth with low level offenses out of the juvenile justice system (ABA, 2008; Lutz et al., 2009; Wiig & Tuell, 2013); use of the one family/one judge model for dependency and delinquency hearings (Siegel & Lord, 2004; ABA, 2008; Lutz et al., 2009) and coordinated case

management, with ongoing contact between child welfare and juvenile justice staff (ABA, 2008; Lutz et al., 2009; Wiig & Tuell, 2013);.

Practices recommended in one or two reports include additional resources dedicated to crossover cases (ABA, 2008; Altschuler et al., 2009); use of specially trained attorneys (Siegel & Lord, 2004; ABA, 2008); interagency liaisons (Siegel & Lord, 2004); specialized case management units (Siegel & Lord, 2004); mandatory attendance of child welfare workers at delinquency hearings (Siegel & Lord, 2004; Lutz et al., 2009); combined dependency and delinquency hearings (Siegel & Lord, 2004); strength-focused assessments (Lutz et al., 2009; Altschuler et al., 2009); ensuring that an adult responsible for the youth attend hearings in both types of proceedings (ABA, 2008); individualized outcomes and service plans (Altschuler et al., 2009; Wiig & Tuell, 2013); early intervention (ABA, 2008; Wiig & Tuell, 2013); family-centered interventions, gender-specific interventions and interventions for young offenders (Siegel & Lord, 2004); engaging older youth in transition planning, providing developmentally appropriate services to older youth as well as services that provide skills to succeed in adulthood and engaging the community to provide support to youth exiting the system (Altschuler, 2009); reduced use of group homes (Lutz et al., 2009); retention of case jurisdiction by child welfare (Altschuler et al., 2009; ABA, 2008); focus on community connections and community-based services (Altschuler et al., 2009; Wiig & Tuell, 2013); permanency planning that begins early (Lutz et al., 2009); and a focus on placement stability (Lutz et al., 2009; Wiig & Tuell, 2013).

Based on their national survey of state policies and procedures, Herz and Ryan (in CJJR and American Public Human Services Association n.d.), reported that dedicated dockets/one judge approach was the most widely used of the promising approaches to handling crossover cases, followed by interagency planning meetings, use of multi-disciplinary teams to assess and manage cases, formal delinquency notification protocols and continuity of counsel. Even so, these most popular approaches were used, on average, between “some of the time” and “most of the time.” None was used, on average, “most of the time” or “all of the time.” Only one of the approaches, Project Confirm, a program to notify child welfare of youth arrests, had been evaluated to determine the effect on youth outcomes.

Promising Programs

A programmatic approach to prevent child abuse and neglect and delinquency encompasses child abuse and neglect prevention, early intervention to prevent delinquency and interventions that respond to incidents of child abuse/neglect, early delinquent behavior and serious juvenile offending (Wiig, 2003). As recommended by the organization Prevent Child Abuse America, child abuse/neglect prevention programs should include (a) support for new parents, (b) education for parents, (c) early and regular child and family screening and treatment, (d) child care opportunities, (e) programs for abused children, (f) life skills training for children and young adults, (g) family support services and (h) public information and education (Wiig, 2003).

Programs designed for early intervention and prevention of delinquency share characteristics of child abuse/neglect prevention programs. Successful programs “address the entire context of the families and child’s functioning” while “single focus prevention programs are limited in their effectiveness” (Wiig, 2003, p. 17). Services should be based on individualized assessments of child’s health, behavior and needs (Wiig, 2003).

Regarding interventions in response to child abuse and neglect, Wiig (2003) notes that, historically, child welfare programs have not been motivated by concern for future delinquency. Wiig cites the work

of Loeber and Farrington (1998) with respect to serious juvenile offenders, which emphasizes the need for multi-modal programs to address multiple problems, including crime, substance abuse and academic and family problems and the need for aftercare to reduce re-offending. Interpersonal skills training, behavioral contracts, individual counseling and cognitive-behavioral treatment are among the techniques that have shown success. Wiig identifies Multi-systemic Therapy (MST) and Multi-Dimensional Treatment Foster Care (MTFC) as two programs that employ the types of measures recommended by Loeber and Farrington with documented success with serious offenders. MST is a home-based program that is designed in collaboration with family members and guided by a therapist. It targets factors that contribute to a youth's antisocial behavior. In MTFC, the youth are provided with a therapeutic living environment with community families trained to supervise them in a program of behavior management. The youth's parents are also involved in the treatment model.

Project Confirm, was designed to prevent unnecessary detention of children in foster care in New York City by improving cooperation between child welfare and juvenile justice agencies (Conger & Ross, 2006; Ross, Conger, & Armstrong, 2002). Key components included the program's notification of the child welfare agency when a juvenile in foster care is arrested and placed in a detention facility and court conferencing in which field coordinators guide child welfare caseworkers through the probation interview and court hearing. Project Confirm field coordinators also meet with the child, child welfare representatives and other involved parties to prepare for subsequent hearings. During the first year of operations, Project Confirm obtained a caseworker appearance rate of 93 percent (Ross, Conger, & Armstrong, 2002). The rate of release at the first hearing was 45 percent for foster care youth, matching the rate of the general population. Agency staff involved in the project reported better communication between agencies.

As noted earlier, the one family/one judge model is used in many jurisdictions. Other exemplary practices are highlighted by Herz and Ryan (in CCJR & American Public Human Services Association, n.d.):

- Department of Child and Family Services liaisons in pre-detention facilities in Connecticut to run new intakes through their computer system to identify crossover youth. The liaison contacts the social worker and probation office to initiate planning.
- Joint pre-hearing conferences, combining dependency and delinquency hearings, joint court orders and court reports, mandatory attendance of child social workers and probation officer at hearings and joint case plans in Bernalillo, New Mexico; Hillsborough, Florida; Ramsey, Minnesota; and State of Connecticut.
- Specialized case management and supervision units in Maricopa, Arizona and Jefferson, Alabama, multi-disciplinary team assessment and case management in Los Angeles, California; special qualifications and/or training for case managers, the use of child protective services and probation liaisons in Bexar and Tarrant, Texas and Lucas, Ohio.
- Court-facilitated interagency planning meetings, formal written agreements and collaborative funding arrangements in Hamilton County, Ohio and integrated or shared information systems or databases in Arizona, Delaware, Michigan and King County, Washington.

In reporting on the Breakthrough Series Collaborative, Casey Family Programs and CCJR (2010) highlighted examples of best practices implemented in the participating jurisdictions, including the following:

- Transfer of the initial target population of crossover cases in Baltimore City to one judge to create a crossover court in which all court hearings for these youth would occur at the same time; engaging families in the system more quickly and routinely; flagging cases that had crossed over in the Department of Juvenile Services information system; and conducting meetings to create a joint case plan. (These initiatives are discussed in the next section of this report.)
- A similar crossover court, shared case plan meetings and joint unit meetings between child welfare and juvenile justice workers to improve working relationships in King County, Washington.
- In Los Angeles County, use of cross-system team decision making in support of improved school-home connections for crossover youth and youth in foster care who are at risk of crossing over into the delinquency system; multi-disciplinary team meetings to transition youth who were entering a camp placement; and education mentors to work with youth on an individual basis.
- Involvement of a parent representative from the Breakthrough Series Collaborative core team to facilitate conversations among parents about their experiences with the system and their recommendations for changes to policy and practices in Georgetown County, South Carolina; identification of alternatives to incarceration for crossover youth; and round table meetings among child welfare and juvenile justice agencies and community partners to identify and share resources for crossover youth and youth served by the individual systems.
- In Denver, creation of an integrated court report developed by the social worker and juvenile probation officer to allow issues to be resolved prior to court hearings; joint case staffing on residential placements; and family meetings during evening hours in a community setting.

Table 2.1 Studies Related to Crossover Youth

Authors & Year of Publication	Jurisdiction	Study Subjects	Findings about Crossover Youth Cited in Literature Review						
			Prevalence	Characteristics and Experiences	Risk Factors				Best Practices
					Demographic Characteristics	Abuse/Neglect History	Personal, Family and Social Characteristics	Child Welfare System Experiences	
Bogie, Johnson, Ereth, & Scharenbroch, 2011	Los Angeles	3,566 children aged 7 to 15 with an ongoing service case due to maltreatment	⊙		⊙	⊙	⊙	⊙	
Chiu, Ryan, & Herz, 2011	Los Angeles	12,273 children with substantiated abuse/neglect allegations and a comparison group of 25,950 with unsubstantiated allegations	⊙						
Chuang & Wells, 2010	92 counties in 36 states	Stratified sample of 178 youth from Child Protective Services cohort of National Survey of Child and Adolescent Well-Being (NSCAW)							⊙
Conger & Ross, 2008	New York, NY	583 children in foster care that were arrested							⊙
Culhane, Metraux, & Moreno, 2011	Los Angeles	2,388 youth exiting child welfare, 8,368 youth exiting juvenile justice and 268 youth exiting both	⊙						
Cusick, Courtney, Havlicek, & Hess, 2011	Illinois, Iowa, & Wisconsin	730 youth who aged out of out-of-home care and comparison groups of youth from the National Longitudinal Study on Adolescent Health	⊙						

Table 2.1 Studies Related to Crossover Youth (continued)

Authors & Year of Publication	Jurisdiction	Study Subjects	Findings about Crossover Youth Cited in Literature Review						
			Prevalence	Characteristics and Experiences	Risk Factors				Best Practices
					Demographic Characteristics	Abuse/Neglect History	Personal, Family and Social Characteristics	Child Welfare System Experiences	
Dannerbeck & Yan, 2011	Missouri	79,766 youth who had a status or delinquency referral to the courts	⊙	⊙	⊙				
English, Widom, & Brandford, 2002	Large urban county in the Northwest	877 abused and/or neglected children who were made dependents of the court and matched comparison group of equal size	⊙					⊙	
Goodkind, Shook, Kim, Pohlig, & Herring, 2013	Allegheny County, PA	17,471 children who received in-home services or out-of-home placement from the child welfare agency	⊙		⊙		⊙	⊙	
Grogan-Kaylor, Ruffolo, Ortega & Clarke, 2008	Nationwide	Stratified sample of 1,180 youth from cohort of children with child welfare system contact in NSCAW			⊙	⊙			
Halemba & Siegel, 2011	King County, WA	4,475 youth offenders referred to juvenile court	⊙	⊙					
Halemba, Siegel, Lord, & Zawacki, 2004	Arizona	5,093 youth with dependency petitions and, 204 dual jurisdiction youth on probation supervision		⊙	⊙				

Table 2.1 Studies Related to Crossover Youth (continued)

Authors & Year of Publication	Jurisdiction	Study Subjects	Findings about Crossover Youth Cited in Literature Review						
			Prevalence	Characteristics and Experiences	Risk Factors				Best Practices
					Demographic Characteristics	Abuse/Neglect History	Personal, Family and Social Characteristics	Child Welfare System Experiences	
Hartnett, Hurst, & Berry, 2010	DuPage County, Illinois	1,542 youth in detention	⊙						
Herz & Ryan, 2008	Los Angeles County, California	581 youth child welfare custody and charged with an offense		⊙			⊙		
Herz, Ryan, & Bilchik, 2010	Los Angeles County, California	581 youth in child welfare custody and charged with an offense		⊙	⊙				
Holsinger, Belknap, & Sutherland, 1999	Ohio	Random sample of 350 boys and population of 163 girls incarcerated in juvenile facilities	⊙						
Ireland, Smith, & Thornberry, 2002	Rochester, New York	Sample of 1,000 youth from cohort of 7 th and 8 th graders				⊙			
Jonson-Reid, 2002	Missouri	36,563 children aged 5 to 16 with allegations of maltreatment	⊙				⊙	⊙	
Jonson-Reid & Barth, 2000a	10 California counties	159,549 children whose families were investigated for possible child abuse	⊙						
Jonson-Reid & Barth, 2000b	California	40,644 youth who had experienced foster care placements			⊙			⊙	

Table 2.1 Studies Related to Crossover Youth (continued)

Authors & Year of Publication	Jurisdiction	Study Subjects	Findings about Crossover Youth Cited in Literature Review						
			Prevalence	Characteristics and Experiences	Risk Factors				Best Practices
					Demographic Characteristics	Abuse/Neglect History	Personal, Family and Social Characteristics	Child Welfare System Experiences	
Jonson-Reid, Kohl, & Drake, 2012	St. Louis, Missouri	5,994 low-income children aged 1.5 to 11, including 3,521 with maltreatment reports				⊙			
Kelley, Thornberry, & Smith, 1997	Rochester, New York	Sample of 1,000 youth from cohort of 7 th and 8 th graders	⊙			⊙			
Ross, Conger, & Armstrong, 2002	New York, New York	295 children in foster care that were arrested							⊙
Runyan & Gould, 1985	6 central North Carolina counties	114 children in foster care and comparison group of 106 maltreated youth remaining in their own homes						⊙	
Ryan, Herz, Hernandez, & Marshall, 2007	Los Angeles County, California	69,009 youth arrested for the first time	⊙	⊙	⊙				
Ryan, Marshall, Herz, & Hernandez, 2008	Los Angeles County, California	20,309 youth aged 7 to 16 with at least one out-of-home placement episode			⊙	⊙		⊙	
Ryan & Testa, 2005	Cook County, Illinois	18,676 youth with at least one substantiated report of maltreatment			⊙	⊙		⊙	

Table 2.1 Studies Related to Crossover Youth (continued)

Authors & Year of Publication	Jurisdiction	Study Subjects	Findings about Crossover Youth Cited in Literature Review						
			Prevalence	Characteristics and Experiences	Risk Factors				Best Practices
					Demographic Characteristics	Abuse/Neglect History	Personal, Family and Social Characteristics	Child Welfare System Experiences	
Saeteurn & Swain, 2009	Alameda and Los Angeles Counties, California	63 youth in Alameda and 581 in Los Angeles in child welfare custody and charged with an offense		⊙					
Sedlak & McPherson, 2010	Nationwide	Nationally representative sample of 7,073 youth in juvenile justice custody	⊙						
Shook, Goodkind, Pohlig, Schelbe, Herring, & Kim, 2011	Allegheny County, Pennsylvania	1,361 youth who aged out of child welfare	⊙						
Smith & Thornberry, 1995	Rochester, New York	Sample of 1,000 youth from cohort of 7 th and 8 th graders	⊙						
Stewart, Livingston, & Waterson, 2008	Queensland, Australia	5,849 youth who had contact with child protective services				⊙			
Verrecchia, Fetzer, Lemmon, & Austin, 2010	Pennsylvania	632 families receiving income assistance				⊙	⊙		
Widom & Maxfield, 2001	Metropolitan area in the Midwest	908 children with substantiated cases of abuse/neglect and matched comparison group of 667 children		⊙		⊙			

Table 2.1 Studies Related to Crossover Youth (continued)

Authors & Year of Publication	Jurisdiction	Study Subjects	Findings about Crossover Youth Cited in Literature Review						
			Prevalence	Characteristics and Experiences	Risk Factors				Best Practices
					Demographic Characteristics	Abuse/ Neglect History	Personal, Family and Social Characteristics	Child Welfare System Experiences	
Wiebush, McNulty, & Le, 2000	Colorado, Nevada & Virginia	150 high-risk male juvenile parolees from Colorado, 212 from Nevada and 121 from Virginia	⊙						
Yun, Ball, & Lim, 2011	Nationwide	3,472 respondents to the National Longitudinal Study on Adolescent Health				⊙			
Zingraff, Leiter, Myers, & Johnsen, 1993	Mecklenberg County, North Carolina	Random sample of 655 youth with substantiated maltreatment reports and comparison groups totaling 458 youth	⊙		⊙				

Table 2.2. Reports Identifying Best Practices Concerning Crossover Youth

Authors & Year of Publication	Organizations	Report Title
Altschuler, Stangler, Berkley, & Burton, 2009	Center for Juvenile Justice Reform and Jim Casey Youth Opportunities Initiative with support from John D. and Catherine T. MacArthur Foundation and Child, Adolescent and Family Branch of Center for Mental Health Services, Substance Abuse and Mental Health Services Administration, U.S. Department of Health and Human Services	<i>Supporting Youth in Transition to Adulthood: Lessons Learned from Child Welfare and Juvenile Justice</i>
American Bar Association, 2008	American Bar Association	<i>ABA Policy and Report on Crossover and Dual Jurisdiction Youth</i>
Casey Family Programs & Center for Juvenile Justice Reform, 2010	Casey Family Programs and Center for Juvenile Justice Reform	<i>Breakthrough Series Collaborative: Juvenile Justice and Child Welfare Integration</i>
Center for Juvenile Justice Reform & American Public Human Services Association no date	Center for Juvenile Justice Reform and American Public Human Services Association with support of Casey Family Programs	<i>Bridging Two Worlds: Youth Involved in the Child Welfare and Juvenile Justice Systems. A Policy Guide for Improving Outcomes</i>
Herz, Lee, Lutz, Steward, Tuell, & Wiig, 2012	Center for Juvenile Justice Reform and Robert F. Kennedy Children's Action Corps with support from John D. and Catherine T. MacArthur Foundation	<i>Addressing the Needs of Multi-System Youth: Strengthening the Connection between Child Welfare and Juvenile Justice</i>
Lutz, Stewart, Legters, & Herz, 2009	Center for Juvenile Justice Reform and Casey Family Programs	<i>Crossover Youth Practice Model</i>
Petro, 2006	Child Welfare League of America	<i>Increasing Collaboration and Coordination of the Child Welfare and Juvenile Justice Systems to Better Serve Dual Jurisdiction Youth: A Literature Review</i>
Petro, 2007	Child Welfare League of America	<i>Juvenile Justice and Child Welfare Agencies: Collaborating to Serve Dual Jurisdiction Youth Survey Report</i>
Siegel & Lord, 2004	National Center for Juvenile Justice with support of Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice	<i>When Systems Collide: Improving Court Practices and Programs in Dual Jurisdiction Cases</i>
Wiig with Tuell, 2004	Child Welfare League of America with support from John D. and Catherine T. MacArthur Foundation	<i>Guidebook for Juvenile Justice and Child Welfare System Coordination and Integration: A Framework for Improved Outcomes</i>
Wiig, Widom, & Tuell, 2003	Child Welfare League of America	<i>Understanding Child Maltreatment and Juvenile Delinquency: From Research to Effective Program, Practice, and Systemic Solutions</i>
Wiig & Tuell, 2013	Robert F. Kennedy Children's Action Corps with support from John D. and Catherine T. MacArthur Foundation	<i>Guidebook for Juvenile Justice and Child Welfare System Coordination and Integration: A Framework for Improved Outcomes, 3rd Edition</i>

Section 3

Crossover Youth in Maryland: Traversing Two Systems

The experiences of crossover youth in Maryland involve complex and largely distinct child welfare and juvenile justice systems comprised of multiple state and local executive agencies, service and support organizations, States' Attorneys' offices, the defense bar, and the Maryland Judiciary. This chapter describes how the child welfare and juvenile justice systems in Maryland operate, how crossover youth are identified, initiatives by state agencies, the Judiciary, and local jurisdictions to increase collaboration and improve services to youth and their families, and how Maryland's efforts compare to best practices.

Information on practices in Maryland was obtained through review of public documents, which are listed in Appendix A, as well as interviews with 26 officials in state and local agencies. At the state level, interviews were conducted with four representatives of the Department of Juvenile Services (DJS), one representative of the Social Services Administration of the Department of Human Resources, one representative of the Judiciary's Foster Care Court Improvement Project, and the Judiciary's Juvenile Law Manager. At the local level, 19 individuals were interviewed, including one from Anne Arundel County, two from Baltimore County, five each from Baltimore City and Prince George's Counties; and six from Montgomery County. Local interviewees included four executive directors of Court-Appointed Special Advocates (CASA) for children, one CASA staff member, three judges, one master, one permanency plan coordinator, two local Department of Social Services (LDSS) directors, two LDSS staff, two DJS regional directors, two local DJS staff, and a juvenile defense attorney.

Maryland Law and Courts

A child who enters the dependency system in Maryland is identified by the legal term "child in need of assistance" or "CINA." Maryland law defines CINA as a child who requires court intervention because: (1) The child has been abused, has been neglected, has a developmental disability, or has a mental disorder; and (2) The child's parents, guardian, or custodian are unable or unwilling to give proper care and attention to the child and the child's needs. A delinquent child is defined in Maryland law as an individual under the age of 18 who has committed an act that would be a crime if committed by an adult and who requires guidance, treatment or rehabilitation. In Maryland, a delinquent child is legally distinct from a "child in need of supervision," which is the term used for status offenders, habitual truants, and children deemed "ungovernable."

Both CINA and delinquency cases are heard by Maryland's circuit courts, sitting as juvenile courts. These courts are located in each of the state's 23 counties and Baltimore City. In addition to juvenile court judges, the larger jurisdictions have masters for juvenile causes, who are appointed to aid the court by presiding over CINA and delinquency hearings. Masters' decisions are not final and they are only able to make recommendations that must be reviewed by a judge. In most of the jurisdictions sampled, both judges and masters hear CINA and delinquency cases, although counties have devised a variety of case assignment policies and practices.

Maryland Child Welfare System

The Maryland Department of Human Resources (DHR) is responsible for child welfare programs and services at the state level through its Social Services Administration (SSA) and local departments of social services (LDSS) in each county and Baltimore City. Under SSA oversight, the LDSS directly deliver child welfare programs and services to prevent or remedy neglect, abuse, or exploitation of Maryland's children. The LDSS has a director appointed by the Secretary of DHR and approved by that jurisdiction's governing body, in addition to an assistant director. Local DSS are hybrid state/local entities whose policies and practices reflect these multiple influences.

The dependency process is initiated by a report of suspected abuse or neglect to the LDSS, the police, or to a DHR state hotline. Reporters may choose to remain anonymous, and their identity is closely guarded by the agency. Upon receipt of a report the local department, a law enforcement officer, or both are mandated by statute and regulations to investigate whether the abuse or neglect occurred, what the nature and extent are, and who are the potential persons responsible. The condition of siblings or other children in the household are also assessed. Abuse investigations must be initiated within 24 hours of the report; the LDSS must investigate an allegation of neglect within five days. Trained Child Protective Services (CPS) workers conduct the investigation for the LDSS. Based on the investigation, they determine whether the reported abuse or neglect is indicated, unsubstantiated, or ruled out. When child abuse or neglect has not been ruled out, the LDSS intervenes to the extent necessary to protect the safety of the child.

In recent years a greater effort has been made to keep children in the home or to identify family members who can provide temporary care while adverse behaviors or conditions in the home are addressed. There is a consensus at this point that it best to keep children with their parents and in their home communities if safety concerns can be addressed. In the most serious cases where children are severely injured, or parents are not cooperative in taking steps to improve the circumstances in the home and the child is at imminent risk of harm from abuse or neglect, the CPS worker may remove the child from the home and attorneys for the LDSS will file a CINA petition with the juvenile court listing the specific reasons why removal was necessary. The court will conduct an *emergency shelter care* hearing the next court day to decide if the child can return home, and if not, whether there is a less restrictive placement for the child, such as a relative's home. At the shelter care hearing the child is represented by private attorneys contracted by DHR. The parents are also entitled to representation and if needed counsel will be provided by the Public Defender's Office.

Unless the LDSS withdraws the petition the matter is scheduled for a fact finding hearing or *adjudication*, where the LDSS must prove by a preponderance of the evidence that the facts alleged in the petition are true. If facts are sustained a *disposition* hearing is held, and the court determines if the child is in need of the court's assistance. For those "found CINA," the court determines the least restrictive placement for the child, which may involve returning home with services and/or supervision, or being committed to the LDSS for placement with a relative, in a foster home, or treatment setting.

In each CINA case, the court will set an initial *permanency plan*. The goal of the plan is to establish a permanent living situation for each child before the court. Reunification with the family is the preferred permanency plan. When this is not feasible, the court will look to place the child in the care of a relative. If there is no relative able and willing to care for the child, the child will be placed in the care of a non-relative. In some cases, typically when the child is in need of long term medical care or for older

children who may benefit from independent living assistance, the court will permit another planned permanent living arrangement. To ensure that the local department is working towards the permanency plan, and that the placement is appropriate for the child, permanency planning reviews are conducted every six months.

Maryland Juvenile Justice System

The Maryland Department of Juvenile Services (DJS) is responsible for the management, supervision, and treatment of youth involved in the state's juvenile justice system. The Department's role is to assess the individual needs of referred youth and provide intake, detention, probation, placement, commitment, and aftercare supervision, often in collaboration with others including law enforcement, courts, families, community partners, and public agencies. DJS has 14 facilities and 32 field offices organized into six geographically-designated service regions.

A child with an arrest complaint is referred to DJS intake, where it is determined if the complaint can be resolved, conditionally diverted to informal probation, or authorized for formal petitioning by the State's Attorney's office. According to DJS' *FY 2013 Data Resource Guide*, slightly less than half of the 27,510 cases referred to intake (48.5%) were resolved or the youth received 90 days of informal pre-court supervision. The other half (51.5%) of the cases were forwarded to the Office of the State's Attorney in the local jurisdiction for prosecution. In FY 2012, State's Attorney's offices filed delinquency petitions with the court for 12,196 cases or 86.0 percent of the cases referred to them by DJS. For the remaining 14.0 percent of cases, the petition was either denied by the State's Attorney or withdrawn. Delinquency petitions contain factual statements about acts committed by the defendant which contain the elements of statutory or common law offenses.

In addition to the case forwarding decision, intake processes concern pre-trial detention. If an intake worker authorizes detention when first receiving a case from the police, a request for detention is filed in the juvenile court and the *emergency detention hearing* is held on the next court day. The Court detains a child or orders community detention if the child is a risk to public safety or it appears likely the child will not appear for the next court hearing. At the detention hearing and at all subsequent delinquency hearings the child is represented by counsel. If the parent does not hire an attorney, the child is represented by an assistant public defender.

An *adjudication hearing* is scheduled for all cases in which a petition has been filed, whether or not the youth has been detained. The delinquency adjudication is a fact finding hearing comparable to the CINA adjudication, but the state, is held to the higher standard of proof, *beyond a reasonable doubt*. The delinquency adjudication resembles a criminal trial, but there is no jury. If the court finds that facts are sustained, a *disposition* hearing will be held on the same day or scheduled within two weeks.

At the disposition hearing, the court determines if the child is delinquent and, if so, what services are appropriate. The judge may place the child on probation under the supervision of DJS or issue a commitment order. The judge may also order that the child and parents pay restitution. If placed under probation, the child returns to the community but must meet specified conditions, such as regular meetings with a probation officer, curfews, school attendance, and mental health counseling. A commitment order can place a child under DJS jurisdiction for up to three years and is renewable until the child reaches 21 years of age. For the duration of the commitment, DJS makes decisions regarding the child's placement in residential facilities, including foster homes, youth centers with specialized treatment

capabilities, or secure facilities. A review hearing is held several months after the disposition hearing to determine whether the treatment plan should be changed or terminated.

Court-Appointed Special Advocates for Children (CASA) play a unique independent role in supporting youth involved in the dependency system, including dual-system youth. CASA is a national network of 933 local non-profit organizations. CASAs in Maryland are supervised volunteers who receive forty hours of training and are appointed by the juvenile court to advocate for CINA youth who are in out-of-home placements; they typically work with a single child and family at a time. These volunteers can play a critical role in the lives of these children. The court appointments allow CASAs access to educational, medical, and mental health records in addition to child welfare records. They are encouraged to meet the parents and care providers, to observe the child during visits, and to note reactions to interactions with the parent. The goal of the CASA is consistent with the court's goal, to achieve a safe, loving, permanent home for the child. The CASA makes recommendations to the court based on what is perceived to be in the best interest of the child, whereas the child's attorney represents the child's stated position. Typically, the CASA meets with the CINA youth in person or via telephone twice a month in addition to attending scheduled hearings and Family Involvement Meetings (see below). The CASA may be more familiar with the child, the family, and the community than the child's attorney or social worker.

CASA executive directors in the study jurisdictions and others interviewed for the research indicated that CASAs can play an active role in dual system youth cases, with one former master active with CASA Baltimore commenting that in recent years CASA offices have become more sensitive to involvement in the delinquency system by CINA youth. Volunteers working with a CINA youth who is dually involved can remain with the child through delinquency proceedings but their appointment ends officially when the CINA case is closed. Described further below, the information flow to CASAs on youths' delinquency processing is limited, and CASAs' overall impact on dual system youth appears inevitably bounded by their voluntary status and lack of reach. Across the state, CASA volunteers work with about 1,600 youth and families. CASA directors in several jurisdictions indicated that the number of CASA-assigned cases involving dual system youth was low, although one CASA director reported having a number of dual system youth on caseloads in her jurisdiction.

Identifying Dual System Youth

Interview and survey respondents (see next section) universally acknowledged that dual system youth have special needs and confront unique obstacles, and recognized the need for these to be addressed in Maryland's child welfare and juvenile justice systems. Cited extensively in the literature on practice improvement, one major challenge concerns identification of dual system youth. There are no state or local-level systems in place in Maryland to routinely notify persons in either child welfare or juvenile justice agencies when a youth with an active CINA case is arrested and referred to DJS intake or the court, or is adjudicated delinquent, or when an active delinquency case is petitioned or found CINA by the court.

Maryland DHR's Child Safety Net Dashboard provides a means of identifying active cases involved in both the child welfare and juvenile justice systems. The electronic Dashboard does not notify child welfare or juvenile justice staff of dual system cases, but the Dashboard can be consulted by staff to ascertain whether youth have open cases in either system. Discussed in more detail below, while the Dashboard can potentially serve as a valuable resource for identifying dual system youth, reported use of the system is uneven. In addition to the Dashboard, DJS staff has access to the ASSIST database, which has been upgraded to identify crossover youth.

In interviews, respondents in each jurisdiction reported varied means by which dual system youth can and are identified at the local level. Montgomery County and Baltimore City appear to have the most standardized means of identifying such cases through the local courts' electronic data systems. In Montgomery, court data indicate whether a particular juvenile has an open CINA case, delinquency case, or both. In Baltimore City dual system youth can be identified through the court's QUEST information system, where a single youth identifier provides access to data on all petitions, both delinquency and CINA. LDSS staff in Prince George's County identifies dual system youth by asking youth themselves or by finding out from the foster parent.

CASAs who are assigned to CINA cases typically learn about delinquency involvement in a fashion similar to LDSS staff, obtaining information fortuitously or relying on the initiative of the CASA or caseworker to seek this information from available electronic data, each other and counterparts at DJS, an attorney, foster parent, caretaker, or the child herself. Awareness of dual system involvement may not occur until the adjudication, and possibly not even then. A former child's attorney and juvenile court master in Baltimore City gave examples of how failure or delay in learning of the child's dual system status can result in grave harm to the child.

- At a detention hearing the intake worker may recommend that the child be placed on community detention and returned to his parents' home pending the adjudication. They may have seen a CINA petition on the QUEST system, but haven't been able to determine whether the child is placed. The parent is present in court and the child is returned to the parent. Typically the court would rather place the child, especially an older child, with the parent – a less restrictive alternative – than detain him. The court will likely instruct DJS to contact LDSS or may even order that the LDSS worker appear. Neither action is guaranteed to secure the social worker's presence for the next hearing. In the interim the child has been returned to a parent from whom he was previously removed, without any investigation as to whether the parent addressed the circumstances that led to the CINA finding.
- Vulnerable children from the child welfare system can be arrested and detained in state-operated facilities which pose risks because neither DJS nor the court is aware of a child's vulnerabilities, despite their being documented in LDSS records. A CASA volunteer who had worked with a child for more than five years was notified on a Friday afternoon that "her" 15-year-old boy had been arrested for breaking and entering two days previous, and was detained in the Baltimore City Juvenile Justice Center. The youth had been in foster care since birth, and had countless placements, including four years in residential treatment centers. He had been prescribed psychotropic medication and had acknowledged gender identity issues – information that was not available to the court. The judge essentially made the detention decision in a vacuum.

Dual System Youth Initiatives: State Efforts

In 2005, the Governor's Office for Children (GOC) and Children's Cabinet were created by Executive Order to ensure coordinated delivery of child and family-oriented care within Maryland's child-serving agencies. Both are led by gubernatorial appointees and comprise the State Superintendent of Education (MSDE) and Secretaries of the Department of Disabilities (MDOD); Department of Health and Mental Hygiene (DHMH); Department of Human Resources (DHR); and Department of Juvenile Services (DJS) and Department of Budget and Management (DBM).

Three years after its creation, the Children's Cabinet issued *The Maryland Child and Family Services Interagency Strategic Plan (ISP)*. The ISP sets goals and strategies for delivery of integrated services to children and families that are guided by more individualized, family-centered service delivery processes emphasizing prevention, early intervention, and community-based services. Developed through a collaborative effort that included state agencies as well as families, local partners, and community stakeholders, the ISP triggered the enactment of state legislation in 2011. HB 840 was designed to remove interagency structural barriers and align Maryland's child and family-serving systems of care with the goals and strategies outlined in the plan. While the comprehensive ISP is focused on Maryland's children and families overall, several elements are notable with respect to dual system youth.

Central to the ISP is the commitment to family-driven policies and practice models, and the mandate that families and youth must participate in making service decisions involving them. DHR developed policy and training on the family-centered practice model (FCP) to facilitate its implementation across populations and in all jurisdictions. As a component of the FCP, the Family Involvement Meeting (FIM) is a facilitation meeting triggered by specific points in a youth's case, such as before shelter and between shelter and adjudication; it is mandated by DHR and the state Department of Juvenile Services (DJS). Interview responses indicated that all jurisdictions in the study use FIMs. Each of the CASA executive directors interviewed for example, point out that CASA volunteers attend Family Involvement Meetings (FIMs) as part of their work, noting that it is at these meetings where they may learn of a youth's delinquency charge.

Another notable element of the ISP is the development of the Child Safety Net Dashboard, mentioned previously. Rolled out in 2010 and designed to support appropriate information-sharing across agencies, the web-based Dashboard provides child welfare and juvenile services staff access to identifying information about youth served in both systems. DHR policy provides that, at CPS intake, LDSS intake screeners check the Dashboard to see whether a youth is or has been served by juvenile services; if so, the screener summarizes relevant information in the narrative section of the CPS report, including name and telephone number of the DJS case manager. LDSS caseworkers are responsible for contacting the DJS case manager by telephone within two business days of being assigned the case. Similarly, the Dashboard is to be consulted during intake by DJS staff; it is also checked during investigation, as well as when the youth is assigned to probation or aftercare. Certain information may be communicated between LDSS and DJS only when both agencies have an active, open case involving the youth.

Based on the interview data, feedback on the Dashboard and its utility in identifying dual system youth is mixed. Because it includes information only about current cases, the Dashboard defines Maryland's dual system youth in terms of active, open cases, which some find too limiting. Interviewees in Baltimore City and Prince George's County reported that the Dashboard is not being widely used by LDSS staff there. On the other hand, a representative of a local DJS office expressed that the tool was helping staff to identify dual system cases. It is not clear why this initiative intended to standardize processes to promote timely and effective information-sharing across child-serving agencies has not gained widespread adoption by staff in both systems.

DJS and DHR have initiated a number of programs directed at the youth populations they serve. Two of these programs, Place Matters and Ready by 21, were mentioned by officials in the interviews on crossover youth. All the programs described below, although not targeted at crossover youth in particular, have potential positive benefits for this group. In addition to these programs, a study by the Institute for

Innovation and Implementation at the University of Maryland School of Social Work (Maryland DHR, 2013), identified the following evidence-based practices currently being implemented in Maryland: Brief Strategic Family Therapy; Early Childhood Mental Health Consultation; Functional Family Therapy; High Fidelity Wraparound; Home Visiting; Motivational Interviewing; Multi-Dimensional Treatment Foster Care; Trauma-Focused Cognitive Behavioral Therapy; Multi-Systemic Therapy; Parent Peer Support Partners; and Social Emotional Foundations of Early Learning.

Place Matters represents a shift in SSA practice, policy, and service delivery that was initiated statewide in July 2007 (Maryland DHR, 2014). The goals of the program are to place more children who enter care with relatives or in resource families as appropriate and decrease the numbers of children in congregate care; maintain children in their communities, keeping them with their families and offering more services in their communities across all levels of care; reducing reliance on out-of-home care; minimizing length of stay in out-of-home care and increasing reunification; using data to improve decision-making, oversight, and accountability; and shifting resources from the back end to the front end of services. Maryland DHR (2013) reports that as a result of *Place Matters*, the number of children in out-of-home care has been reduced by 41 percent; the proportion of youth in group home placements has decreased from 19 percent to 10 percent; and the proportion of family home placements has increased from 70 percent to 73 percent. *Place Matters* is a key component of the Maryland Child and Family Services Interagency Strategic Plan.

Ready by 21 encompasses a set of strategies developed by the Forum for Youth Investment to help communities “improve the odds that all children and youth will be ready for college, work and life.” (Forum for Youth Investment, 2014). The *Ready by 21 Action Plan* (Maryland Children’s Cabinet, 2009) identifies benchmarks in the areas of education, employment, health, housing, and cross-cutting issues; action steps for achieving the benchmarks; agencies responsible for each action; and time frames for completion. Recognizing that youth in foster care have poorer outcomes than their peers in transitioning to adulthood, goals established by *Ready by 21* include that these youth have a high school diploma/GED or be actively enrolled in an academic or occupational skills training program; be linked to appropriate services to address physical and behavioral health needs; and have financial resources through employment or entitlements to allow for self-sufficiency. Implementation of *Ready by 21* involves multiple state agencies, including DHR, LDSS, MSDE, the Department of Health and Mental Hygiene, and others. DHR’s current *Ready by 21* partners include AIDS Interfaith Residential Services, which provides housing, education, employment, health care, financial literacy, and mentoring to 35 foster youth in the Baltimore area who are preparing to age out, and University of Maryland School of Social Work, which has a grant from the federal Department of Health and Human Services to develop an intervention in five counties for foster youth who are at risk of homelessness and to evaluate the *Ready by 21* framework (Hiers, 2014).

The *Child and Adolescent Needs and Strengths (CANS)* instrument is designed to assess youth functioning in major life domains, strengths, emotional and behavioral needs, and risk behaviors as well as assessing caregiver strengths and needs. Since July 2011, Maryland DHR staff has used the CANS tool to assess youth in out-of-home placements. The policy is for all children over age 5 entering out-of-home placement to have the CANS assessment completed within 60 days of entry into out-of-home care. The assessment is also to be conducted for all children over age 5 already in out-of-home care. Private group homes and treatment foster care agencies that contracted with DHR or DJS have used the CANS assessment tool since 2009. A variation of the instrument, the CANS-Family (CANS-F) comprises a

comprehensive family system assessment as well as individual caregiver and youth assessments. Piloted in three counties and expanded to statewide use in 2013, the CANS-F assessment is used by in-home service workers to aid in the identification of strengths and underlying issues and needs for families that have been brought to the attention of DHR (Maryland DHR, 2013).

The DJS Under-13 Initiative is a collaborative project between DJS, LDSS, and the local school system, which began in Baltimore City during 2013 (Maryland DJS, 2014). The program targets youth ages 12 years and younger based on the premise that there are usually problems at home when a youth is being arrested at such a young age. When a child in this age group is brought to DJS's intake offices, DJS contacts the schools, which coordinate a meeting with the youth and his/her family at a local school. The goal is to provide the youth and family the opportunity to receive services and support so the youth can avoid going deeper in to the juvenile justice system. Youth and families are eligible to receive services such as Family Preservation Intervention through the LDSS, wrap-around services facilitated by the care management entity, and special education and student support services through Baltimore City Schools. DJS, the LDSS, and Baltimore City Schools use existing resources to provide these services and support. From the program's inception in May 2013 to March 2014, there were 46 youth referred to the Under-13 Initiative, and one youth participant had re-offended. As of the end of 2013 there are plans to expand the program to Prince George's County (Maryland StateStat, 2013, December).

Maryland is also participating in the *Juvenile Detention Alternatives Initiative (JDAI)*, a national program coordinated by the Annie E. Casey Foundation (Maryland DJS, 2014). The goals are to improve the efficiency and effectiveness of the juvenile justice system overall and, more specifically, eliminate inappropriate and unnecessary detention, reduce the failures of juveniles to appear in court, and reduce disproportionate minority confinement and contact. The initiative, which has a track record of success nationally, has been operating in Baltimore City and recently expanded to Prince George's County.

The Violence Prevention Initiative (VPI) is a data-driven tool to identify and appropriately supervise youth at risk of becoming victims or perpetrators of violent crime (Maryland DJS, 2014). The program is characterized by intensive supervision, including contact with youth during evenings and weekends and electronic monitoring; enhanced service delivery; and immediate and appropriate sanctions for noncompliance with supervision. Services address risks and needs correlated with delinquent behavior including negative peer association, antisocial attitudes, insufficient adult supervision, gang involvement, neighborhood safety, substance abuse, education, and impulsivity/anger management problems. VPI was begun in Baltimore City and subsequently expanded statewide. As of September 2013, the number of youth under VPI supervision totaled 533. VPI is credited with decreasing juvenile homicides statewide and reducing non-fatal shootings of juveniles in Baltimore City (Maryland DJS, 2014).

Dual Jurisdiction Youth Initiatives: Judicial Efforts

With respect to case assignment and process flow, the interview data suggest that Maryland jurisdictions are looking to frameworks advanced by the National Council of Juvenile and Family Court Judges (NCJFCJ), including "One Family/One Judge" and the "Unified Model Court," which was developed through concern over crossover youth and emphasizes court collaboration with community agencies. One interviewee working with the state judicial agency estimated that about half of Maryland's 24 jurisdictions follow the one family/one judge model where one judge, or master, handles all cases involving a family through all court processes.

The Baltimore City Juvenile Court is a Model Court, as designated by NCJFCJ in 2005. One Master, One Family was implemented in 2007 under the label “Home Court,” where a child or family is assigned to work exclusively with a master who conducts both CINA and delinquency hearings. Any matter involving that child or family is heard by the same master who has personal experience with the child in either or both systems, and brings that potentially valuable experience to bear in working with dual system youth. The master not only is familiar with the child and his history; upon crossing into delinquency or CINA, the master knows which workers should become involved from child welfare or juvenile justice. Each of the eight Home Court masters has 2,700 cases. Another master handles all intake court hearing arraignments, specials, and shelter care hearings and assigns new cases to each Home Court; the tenth master presides over an overflow trial court. Several interviewees commented that this initiative helps facilitate identification of dual system youth in the City and improved responses to this population. An official with the state Administrative Office of the Courts applauded the one family/one court model, not only in providing more effective treatment for dual system youth, but also in promoting a more humanistic form of jurisprudence.

In August 2011, Prince George’s County adopted the Model Court concept with the goal of improving the processing of CINA cases. The local DSS agency director and several judges visited a dual system youth practice site in Austin, Texas, developed with guidance from Georgetown University’s Center for Juvenile Justice Reform (CJJR). These and other local stakeholders have formed a subcommittee to plan and implement the one family/one judge model in the county. The relationship between LDSS and the Judiciary appears to be closer in this county than in the other jurisdictions, and several judges interviewed expressed interest in having specialized dual system youth dockets. There is also an effort underway to flag dual system youth cases in the county’s court records.

Dual Jurisdiction Youth Initiatives: Local Initiatives

In the area of case planning and supervision for dual system youth, the study jurisdictions vary in their approaches to service coordination and oversight. Interview respondents in Anne Arundel County and Baltimore City reported that the local DSS typically serves as the lead agency. In Baltimore County, disputes take place between the agencies regarding who will take the lead. In both Montgomery and Prince George’s counties, DJS coordinates with LDSS to determine who will take the lead, unless the youth is already committed to one agency, which then takes the lead. Judges’ orders in these two counties typically do not specify a lead agency, but can include “co-committed.” In Baltimore City, judges’ orders can specify coordination by DJS and LDSS and that LDSS stay involved through the delinquency process. The interview data also suggest that once delinquency is a factor, however, in the absence of orders or other specified agreements, LDSS often withdraws when the delinquency case is filed.

In an effort to better serve dual system youth in Montgomery County, relationships between DJS and LDSS have become more reciprocal and coordinated, according to several interviewees. Local directors of the county social services and juvenile justice agencies have established collaborative procedures where staff from each agency meets bi-weekly to review co-committed cases. At these meetings, four cases are reviewed, each for 30 minutes with the LDSS social worker and DJS case manager discussing where the case is in the process, and where there are gaps and overlaps. Staff from both agencies also has increased joint attendance at court hearings. Montgomery interview respondents indicated that information sharing is key to enabling coordination and mitigates problems of overlapping services and supervision. Youth benefit by receiving more attention, and the court can make more

informed judgments, with access to the child's complete history and current situation outweighing concerns about sharing sensitive information.

In addition to educating both agencies about each other, planners in Montgomery County also intend to develop training on dual system youth, and designate point persons at each agency who are knowledgeable about the substantive and systematic challenges of working with these youth. Significantly, an agreement has been reached by the local DSS and DJS to share costs associated with dual system youth, to be determined on a case-by-case basis. Although there are no dedicated dual system youth caseworkers, LDSS is open to this option and is seeking additional direction from the state DHR in improving practices with this population.

Baltimore City interviewees also reported a collaborative effort where DJS and LDSS employ the same forms and data fields with the aim of improved information sharing on dual system youth. Respondents here indicated that increasing shared knowledge about case-planning and supervision activities of both agencies concerning dual system youth was a greater priority than establishing roles in specific cases. An LDSS representative reported a working partnership between the two agencies where DJS takes the lead with youth who are detained or committed due to delinquency. LDSS and DJS work together to identify youth in the gap where neither agency is responsible.

Several interviewees referred to Baltimore City's participation in a dual system youth pilot project conducted in 2009 under the auspices of Georgetown University's CJJR and mentioned in Section 2 of this report in the discussion of promising programs. DHR, LDSS, DJS, and the City juvenile court participated in the interagency effort, which focused on case planning for co-committed youth between the ages of 16 and 18. Targeted youth were assigned to the caseload of a DJS-LDSS caseworker team who collaborated on protocols and processes to achieve coordinated treatment plans. According to one interviewee, CJJR provided rules and procedures to follow, in addition to training on best practices. At the end of the year, a debriefing session was held to discuss lessons learned and how the project could be implemented citywide. While several additional meetings were held between the involved agencies after the session, the interview data suggest that the project was discontinued due to the challenges of implementing the dedicated, one-to-one LDSS and DJS staff ratio and in ensuring coordinated case planning for youth in that age range. One interviewee indicated that LDSS is often reluctant to take responsibility for older youth who may have returned from a residential placement but still need additional support.

Section 4

Survey of Stakeholders

The survey of stakeholders served as another means of gathering information about system practices and policies in Maryland regarding crossover youth, and complements what was learned through interviews and document review. The survey targeted over 350 individuals across various organizations and institutions that are involved in setting and implementing these practices, and working together to best serve the crossover youth population.

The survey in its entirety is included in Appendix B. Section 1 of the survey collects respondents' views on the extent of use and effectiveness of certain practices, policies and programs involving crossover youth in their jurisdiction. Section 2 inquires about the availability and participation of cross-system training for stakeholders to help in handling crossover youth cases. Section 3 assesses respondents' views on the level of attention, knowledge, and resources that different stakeholder groups have on issues involving crossover youth. Sections 4 and 5 solicits views on the level of collaboration among key agencies and service sectors, and the role of the Judiciary in handling crossover youth cases. Finally, Section 6 collects respondents' assessment on the barriers that inhibit serving crossover youth in their jurisdiction. Respondents' basic demographic information, as well as their organization, title, and jurisdictional location, were collected for the purpose of comparing survey responses with respect to these variables. Further detail on survey items is provided in the results section below.

Survey Methods and Sample

Snowball sampling for the survey was incorporated into the stakeholder interviews, where respondents were invited to recommend other persons with knowledge and experience regarding crossover youth issues who would be appropriate survey recipients. This technique was complemented with contact information obtained from publicly available sources and directly from agencies upon request. Within each agency or institution, respondents were targeted primarily based on available information about the nature of their work. Individuals presumed to have more contact with and knowledge of crossover youth issues were prioritized. When such information was limited, we cast a wide net and sought to include a large number of respondents from each stakeholder area in order to reach a diverse sample pool. The sample was designed to have representation from the five study jurisdictions, as well from key state executive agencies and the Judiciary. Given the disproportionately large numbers of youth involved in the local CINA and delinquency systems in Baltimore City, stakeholders in this jurisdiction accounted for a substantial portion of the target pool. The sampling also took into account personnel data with the intent of reaching a diverse group in regard to job type and level, from case workers to managers and agency directors.

Web-based survey software was used to administer the survey. Prospective participants were recruited via email messages that included a survey URL tied to each recipients' email address. Non-respondents were sent up to three follow-up recruitment emails. The lone exception to the survey protocol involved Baltimore City DSS, which was not able to provide a contact list of case workers targeted for participation. Therefore, arrangements were made for the agency to send an email invitation to all case workers, which included a survey URL not connected to individual recipients' addresses.

The survey administration took place in phases, starting in the fall of 2011, and ending in the fall of 2013. Recipients targeted in the first two phases were determined by ongoing snowball sampling. The third phase, administered in the fall of 2013, covered only recipients from LDSS. The survey participation recruitment message, as well as the title page of the survey, explained the survey objective and the specific definition of crossover youth on which the survey was based (see Appendix B). As part of the informed consent process, survey materials explained that participation was voluntary and answers would be treated as confidential. The consent protocol was approved by the UMCP Institutional Review Board.

Table 4.1 shows the target sample and respondents by organization or institution. A total of 164 individuals responded to the survey at least partially. It was not possible to calculate a precise response rate due to the recruitment arrangements in Baltimore City LDSS where the target pool was unknown (the known target sample figure for the other LDSS and DHR is shown in the table). Excluding the LDSS target sample and the 70 survey respondents from these agencies, the 94 other respondents represent 33.5 percent of the target sample of 279. Of the 164 persons returning a survey, 31 did not answer any items beyond those on respondent characteristics and another 13 completed 40 percent or less of all the items. In effect, these persons self-selected themselves out of survey participation and indeed several of them and other non-respondents sent reply emails to us indicating they felt unsuited to complete the survey. Given the survey's tight focus on crossover youth issues and "wide net" sampling strategy, it is not surprising that many persons chose not to respond. In examining differences between those completing most of the survey and partial respondents, no clear patterns were evident with regard to their differences with regard to jurisdiction, organization, or respondent characteristics.

Table 4.1. Stakeholder Survey Sample and Response Rates by Organization

Organization	Target Sample	Respondents	Response Rate	Completed > 60% of Survey Items	Percentage of Respondent Sample
Juvenile Court	87	31	35.6	25	20.8
State's Attorney's Office (SAO)	27	8	29.6	6	5.0
Office of the Public Defender (OPD)	80	21	26.3	17	14.2
Private (Contracted) Legal Firm	30	13	43.3	12	10.0
Legal Aid	9	4	44.4	2	1.7
Dept. of Human Resources (DHR), Local Depts. of Social Services (LDSS)*	113	70	*	48	40.0
Dept. of Juvenile Services (DJS)	42	11	26.2	8	6.7
Court-Appointed Special Advocates (CASA)	6	4	66.7	2	1.7
No answer/refused		2			
Total	394	164	33.5*	120	100

*DSS case workers in Baltimore City were recruited for the survey indirectly through the DSS administration and the targeted number of participants for this agency is unknown. The known target sample for DHR and the other LDSS are shown in the table. Due to the unknown figures for Baltimore City DSS, the DHR/LDSS response rate was not calculated and the DHR/LDSS numbers were not included in the overall response rate.

The final respondent pool appears to be a diverse and largely representative group of stakeholders. Of the 120 respondents who completed most of the survey, LDSS personnel accounted for a little over one-third (35%) of the total. The next largest groups of respondents were juvenile court judges and

administrators affiliated with the Judiciary, and various types of attorneys involved with CINA and delinquency cases (although few DSS attorneys participated). DJS appeared to be the one agency group that was under-represented in the respondent pool. When viewed by jurisdiction, as planned, Baltimore City had the most respondents (30.8% of the 120). Baltimore County was under-represented compared with the other jurisdictions (Table 4.2).

Table 4.2. Survey Sample by Jurisdiction

Jurisdiction	Respondents	Completed > 60% of Survey Items	Percentage of Respondent Sample
Baltimore City	43	37	30.8
Anne Arundel County	28	19	15.8
Baltimore County	15	10	8.3
Montgomery County	29	22	18.3
Prince George's County	28	23	19.2
State/other/no answer	21	9	7.5
Total	164	120	100

Survey Results

Practices Employed with Crossover Youth

Respondents were asked about a series of practices and policies that are commonly described in literature on crossover youth as “evidence-based” or “best” practices. They were first asked to indicate if the practice or policy “operates in my jurisdiction” (yes, no, or not sure) and if it was in use, to rate its effectiveness (1=not effective, 2=somewhat effective, and 3= very effective); “not sure” and blank or missing responses were excluded from the analyses. Table 4.3 shows the percentage reporting use, ratings of effectiveness, and the number of respondents, in order of most to least used (letters after the items are explained below).

Table 4.3. CY Practices and Policies: Extent of Reported Use and Effectiveness Ratings

Practice and Policy Scale Item	Use “In Your Jurisdiction”		Rating of Effectiveness (1= not effective; 2=somewhat effective; 3= very effective)	
	Percent Practicing	Number Responding*	Mean Rating (sd)	Number Responding*
Independent living services are provided to crossover youth (CW)	92.7	96	2.00 (.50)	80
If permanency is not possible, efforts are made to identify caring adults who may serve as support networks to the youth (CW)	86.00	100	2.01 (.51)	74
Employ routine procedures at DJS intake to determine whether the youth has an active CINA case (JJ)	75.50	49	2.02 (.71)	50
Efforts to reduce the use of group care for crossover youth (CW)	69.30	75	1.98 (.54)	52

Family or multi-disciplinary meetings aimed at diverting youth from the juvenile justice system (JJ)	64.90	77	1.88 (.66)	56
One judge/master, one family approach (CT)	64.20	106	2.24 (.75)	66
Routinely use procedures to notify DSS social worker upon new delinquency charge or updates in delinquency case (JJ)	59.40	69	1.81 (.70)	54
Employ procedures for notifying DJS case manager regarding updates in CINA case (CW)	59.20	71	1.85 (.74)	53
Multidisciplinary Teams (or Family Team Meetings) prepare case plans and review case progress (CO)	56.50	92	2.13 (.73)	54
Court orders that include instructions for both DSS and DJS (CT)	50.00	100	1.98 (.68)	59
Combined CINA/delinquency hearings for cases involving crossover youth (CT)	47.70	107	1.96 (.75)	67
Determination by DSS social worker and DJS case manager regarding which agency should take the lead (CO)	47.40	95	1.64 (.65)	56
DJS' management information system identifies and tracks crossover youth (IS) (JJ)	42.90	28	1.63 (.65)	24
The courts' management information system identifies and tracks crossover youth (IS) (CT)	42.30	52	1.76 (.66)	33
Coordinated case supervision between DSS and DJS (CO)	36.80	95	1.61 (.59)	56
DSS' management information system specifically identifies and tracks crossover youth (IS) (CW)	31.80	44	1.68 (.55)	28
Electronic information system shared between DJS and DSS (IS) (CO)	31.60	76	1.68 (.73)	40
Joint or consolidated case plans between DSS and DJS (CO)	30.30	99	1.62 (.69)	53
Written memorandum of agreement between child welfare and juvenile justice agencies to communicate, share data, and coordinate on crossover cases (AG)	28.40	67	1.54 (.74)	35
DSS social worker and DJS case worker are present at all hearings (CT)	28.30	106	1.84 (.71)	50
Collaborative funding agreements between local child welfare and juvenile justice systems (AG)	24.60	61	1.70 (.65)	30
Coordinated use of validated youth risk/needs assessments between DSS and DJS (AG) (CO)	24.10	79	1.57 (.70)	42
Dedicated court dockets for crossover youth (CT)	23.80	105	1.81 (.79)	43
The same attorney represents the youth in child welfare and delinquency matters (CT)	7.70	104	1.40 (.65)	35

*Figures exclude persons who checked "don't know."

Note: CW=Child Welfare Scale; CT=Court Scale; JJ=Juvenile Justice Scale; CO=Coordination Scale; AG=Agency Agreements Scale; IS=Information Sharing Scale

Use. The most commonly reported practices reflect a mixture of efforts to serve and identify crossover youth, and to inform staff about youth across systems. Three of the four most common practices reflect child welfare system efforts to provide independent living services (92% reported use), identify caring and supportive adults when permanency is not possible (86%), and reduce the use of group care for crossover youth (69%). Obtaining or sharing basic information about dual involvement was also reported with relative frequency, including employing routine procedures at DJS intake to determine whether the youth has an active CINA case (76%), routinely using procedures to notify DSS worker upon new delinquency charge or updates in delinquency case, and procedures for notifying DJS case manager regarding updates in CINA case (both at 60%). Of the ten practices or policies reported by half or more of the respondents, two involved holding family and multi-disciplinary team meetings (64% and 57%) and just two of the ten were court-based, including “one judge/master, one family” (64%) and court orders that include instructions for both DSS and DJS (50%).

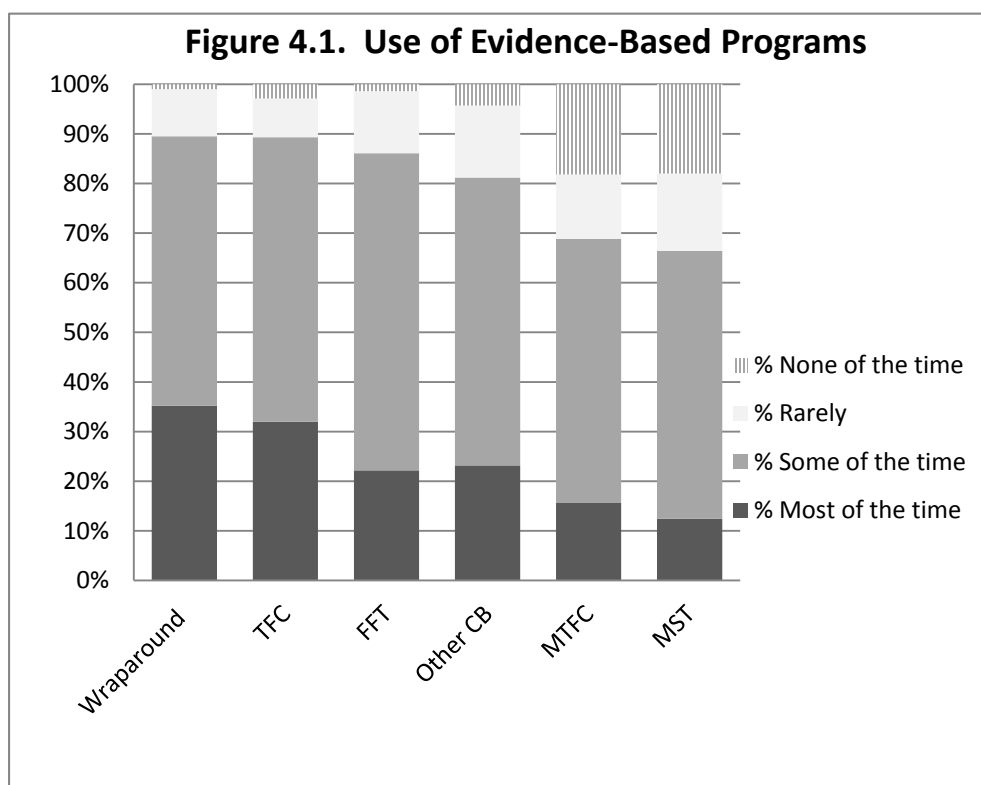
Survey practice and policy items that were reported with low frequency tended to be those that involved more explicit, formal, and structured cross-system efforts with CY – and generally those endorsed most highly in the current best practice literature on this population. These included collaborative funding agreements between local child welfare and juvenile justice systems (25%), using dedicated court dockets for crossover youth (24%), and several items on joint DSS-DJS efforts such as coordinated case supervision (37%), using joint or consolidated case plans (30%), and having DSS and DJS caseworkers present at all hearings (28%). Other less commonly reported practices were those involving systematized information sharing, including an electronic information system shared between DJS and DSS (32%), having a written memorandum of agreement or understanding between child welfare and juvenile justice agencies to communicate, share data, and coordinate on crossover cases (28%), and coordinated use of youth risk/needs assessments between DSS and DJS (24%).

Effectiveness. Only six of the practice/policy items had an average perceived effectiveness score that was at or above two on the three-point scale. The one judge/master, one family approach was judged the most effective practice by respondents ($\bar{X}=2.24$), followed by the use of Multidisciplinary Teams (or Family Team Meetings) to prepare case plans and review case progress (2.13). Not surprisingly, other items with relatively high scores were also among those most frequently reported, including providing independent living services for crossover youth, identifying caring adults who may serve as support networks, reducing the use of group care, and employing procedures at DJS intake to determine whether the youth has an active CINA case; all of these had a mean ranking at or very close to two. The fact that all the remaining practice and policy items had mean scores indicating they were viewed as less than somewhat effective would appear to speak to the perceived challenges of working with this population.

Use of Evidence-Based Programs

In addition to these questions about use of specific policies, the survey included questions about the extent to which certain community-based program models that are widely regarded as evidence-based were employed with crossover youth. Between 50 and 60 percent of the respondents reported use “some of the time” for all six program models, and none of the programs were reported to be in use “all/most of the time” by more than 35 percent of the respondents (see Figure 4.1). Wraparound Services and Treatment Foster Care (TFC) were reported most commonly, with about 90 percent reporting at least some use of these programs, while Multi-Systemic Therapy (MST) and Multi-Dimensional Treatment Foster Care (MTFC) were least used. Functional Family Therapy (FFT) and a general category of “other

cognitive-behavioral programs” fell between these other programs in terms of level of use with the crossover population.



Practice Scales

Construction and Reliability. With the intent of creating simple summative scales that reflected common practice domains and those specific to the judiciary, child welfare, and juvenile justice, exploratory factor analyses and reliability analyses were performed on the 24 practice items. A principal components analyses with varimax rotation yielded six factors that accounted for 60.4 percent of the variance in the items. Item reliability analyses were done to refine the groups of responses that emerged in the factor analyses and construct scales that met minimal reliability criteria of .60 or higher. Six general practice scales were derived from this process. Three of the scales – coordination, agency agreements, and information sharing – reflect different structures or forms of practice. The other three reflect the locus of practices that centered around the juvenile court, child welfare, and juvenile justice. The scale to which the items in Table 4.3 was assigned is represented by the letters in parentheses following each item,³ and in the note at the bottom of the table.⁴ Shown in Table 4.4, the number of items in each scale ranged from

³ Five of the 24 items loaded on two of the scales and were employed in both.

⁴ The *coordination scale* included four practice items: joint or consolidated case plans between DSS and DJS; coordinated case supervision between DSS and DJS; Multidisciplinary Teams (or Family Team Meetings) to prepare case plans and review case progress; and determination by DSS social worker and DJS case manager regarding which agency should take the lead. The *agency agreements scale* included three items: coordinated use of validated youth risk/needs assessments between DSS and DJS; written memorandum of agreement or understanding between child welfare and juvenile justice agencies to communicate, share data, and coordinate on crossover cases; and collaborative funding agreements between local child welfare and juvenile justice systems. The *information*

three (agency agreements) to seven (court practices). Scale reliabilities were assessed separately for the reported use (prevalence) and effectiveness responses. Given that most of the scales were composed of just three to five items, alpha levels were adequate or better, ranging from .64 (court practices) to .89 (information sharing); eight of the twelve scales had coefficients above .70 and four were above .80.

Table 4.4. Practice Prevalence and Effectiveness Scales: Reliability and Jurisdictional Differences

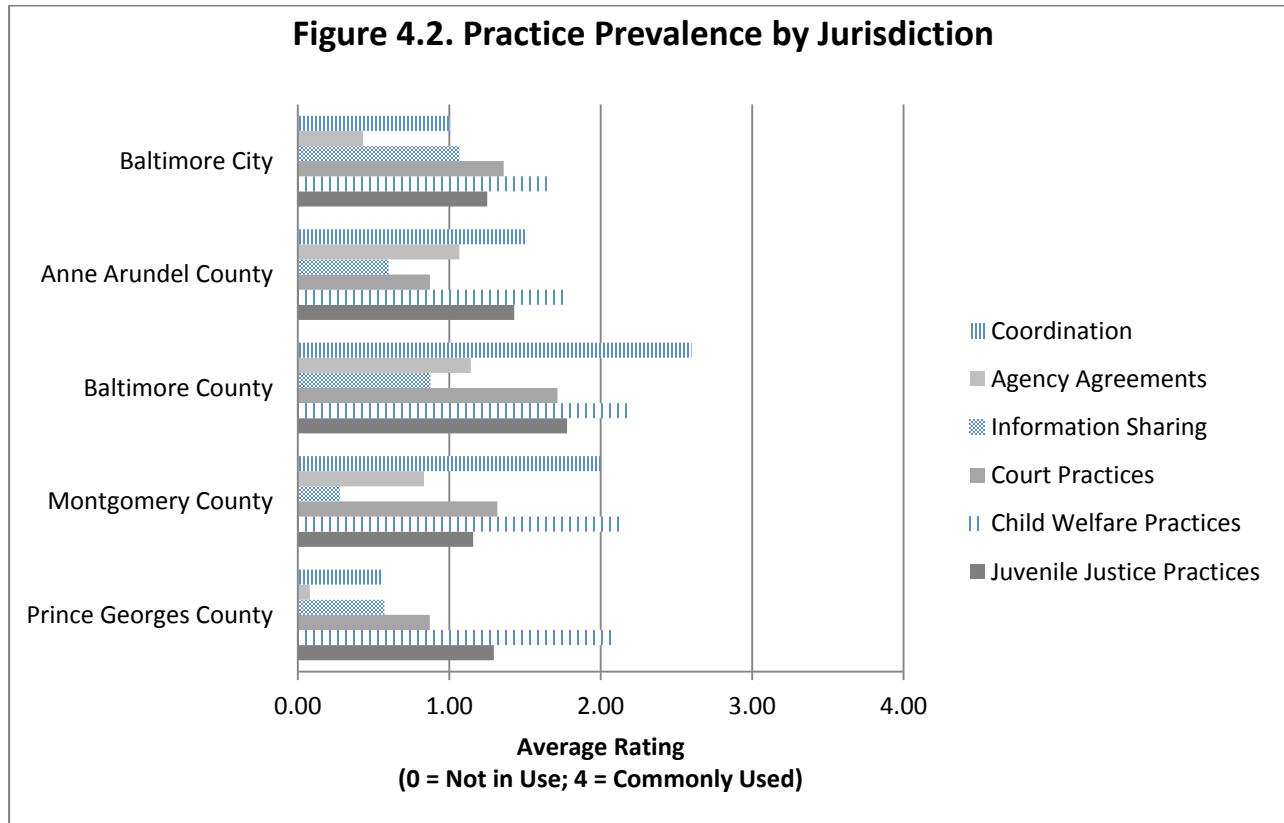
Practice and Policy Scale	# of Items	Practice Prevalence (1=never/rarely, 4=frequent use)			Practice Effectiveness (1=not effective, 3=very effective)		
		Alpha	Mean (sd)	Jurisdiction ANOVA	Alpha	Mean (sd)	Jurisdiction ANOVA
Coordination	4	0.81	1.46 (1.43)	F=6.20 p=.00	0.76	1.77 (0.53)	F=2.46 p=.06
Agency Agreements	3	0.65	0.73 (1.11)	F=2.98 p=.02	0.68	1.60 (0.63)	F=0.85 p=.50
Information Sharing	4	0.89	0.75 (1.05)	F=1.84 p=.13	0.84	1.78 (0.63)	F=5.25 p=.00
Court Practices	7	0.64	1.19 (0.98)	F=2.30 p=.06	0.85	1.99 (0.59)	F=0.54 p=.71
Child Welfare Practices	5	0.79	1.92 (1.12)	F=1.14 p=.34	0.77	1.95 (0.42)	F=0.80 p=.53
Juvenile Justice Practices	4	0.73	1.43 (1.18)	F=0.51 p=.73	0.62	1.88 (0.56)	F=1.75 p=.15

The scales provided another means of assessing the relative prevalence of different types of practices with crossover youth, and perceptions of their effectiveness. Scoring on the scales was standardized so the prevalence (all of which ranged from one to four, with four representing use of more practices) and effectiveness scores (one to three, three being most effective) could be compared across the scales and across jurisdictions.

sharing scale included four items: electronic information system shared between DJS and DSS; DSS' management information system specifically identifies and tracks crossover youth; DJS' management information system specifically identifies and tracks crossover youth; and the courts' management information system specifically identifies and tracks crossover youth. The *court practices scale* included seven items: dedicated court dockets for crossover youth; One Master/Judge, One Family approach; combined CINA/delinquency hearings for cases involving crossover youth; court orders that include instructions for both DSS and DJS; the same attorney represents the youth in both child welfare and delinquency matters; DSS social worker and DJS case worker are present at all hearings; and the courts' management information system specifically identifies and tracks crossover youth. The *child welfare practices scale* included five items: efforts to reduce the use of group care for crossover youth; if permanency is not possible for crossover youth, efforts are made to identify caring adults who may serve as support networks to the youth; independent living services are provided to crossover youth; DSS' management information system specifically identifies and tracks crossover youth; and employ procedures for notifying DJS case manager regarding updates in CINA case. The *juvenile justice practice scale* included four items: employ routine procedures at DJS intake to determine whether the youth has an active CINA case; routinely use procedures to notify DSS social worker upon new delinquency charge or updates in delinquency case; family or multi-disciplinary meetings aimed at diverting youth from the juvenile justice system; and DJS' management information system specifically identifies and tracks crossover youth.

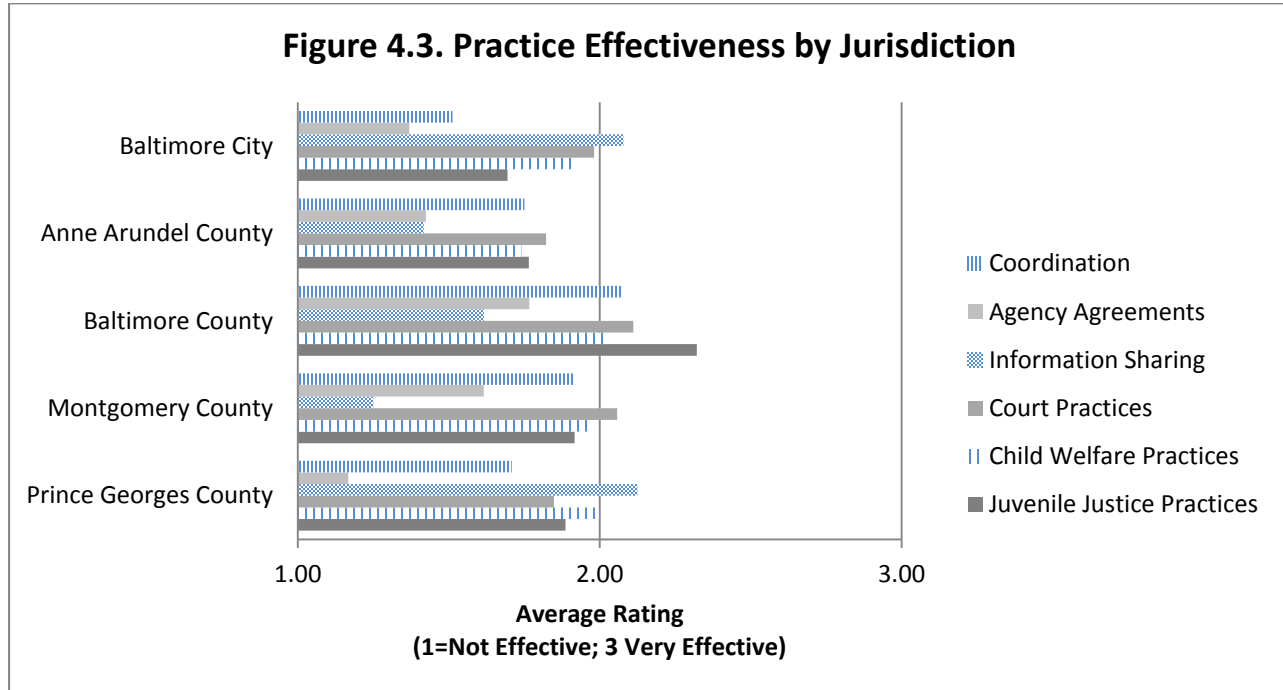
Overall Differences. Mean prevalence scores across the six scales were all below the midpoint of the four-point scales, ranging from .60 (agency agreements) to 1.90 (child welfare practices), indicating that in general, these are not widely used practices. Consistent with the observations made above on the individual item responses, formal interagency agreements regarding practices with crossover youth (\bar{X} =.60) and sharing of information about them (\bar{X} =.75) were relatively rare compared to other forms of coordination around case planning and supervision (\bar{X} =1.46). Practices that were centered in the child welfare system (\bar{X} =1.90) were somewhat more prevalent than those associated with juvenile justice (1.43) or the courts (\bar{X} =1.21).

There was little range in the effectiveness scales scores. Notably, along with being the least prevalent, formal agreements between agencies received the lowest effectiveness ratings (\bar{X} =1.60). In contrast, court-based practices, which were reported as less in use than those associated with child welfare and juvenile justice, got the highest effectiveness ratings (\bar{X} =1.99), although overall there was very little difference between average scores on the latter three scales.



Jurisdictional Differences. Figures 4.2 and 4.3 show scale scores for respondents from each of the five jurisdictions on the prevalence and effectiveness scales. Here and throughout this section, jurisdiction-specific findings and comparisons should be viewed with caution due to the low sample sizes

in some of the counties.⁵ Analyses of variance conducted on each of the scales revealed significant jurisdictional differences on three of the 12 scales, with two others showing marginal significance ($p=.06$). On all three of the prevalence scales where mean differences were found to be significant (coordination, agency agreements) or marginally significant (court practices), Baltimore County had the highest scores across all the jurisdictions. Baltimore County also had the highest scores on perceived effectiveness of coordination practices, where a marginal jurisdictional difference was observed in the ANOVA tests. A difference was also found on information sharing effectiveness scores; here, Baltimore City had the highest scores.

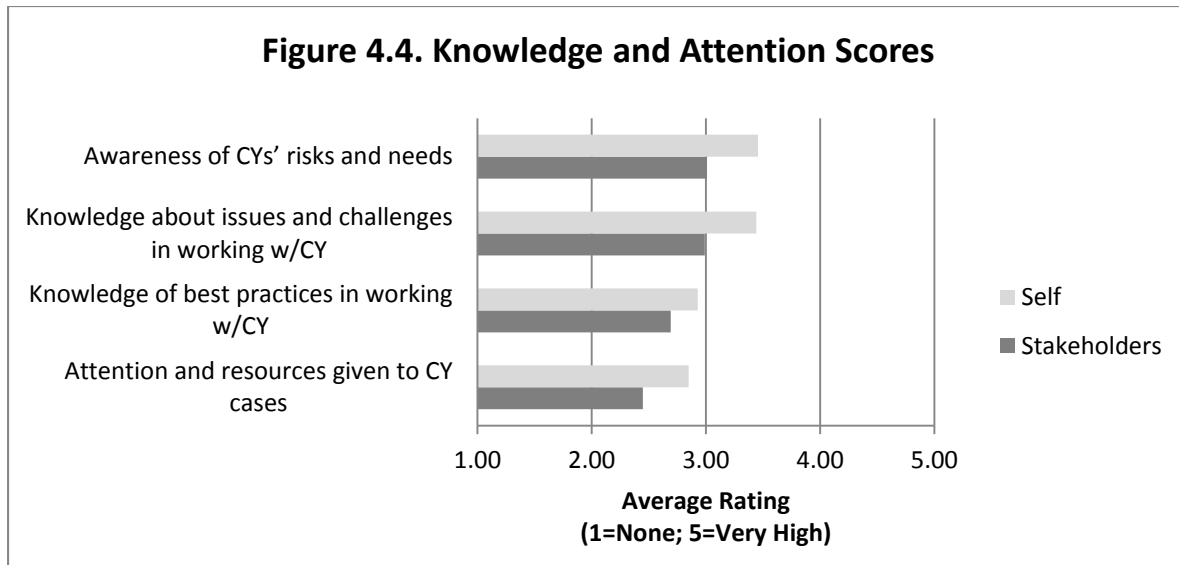


Knowledge About and Attention to Crossover Youth

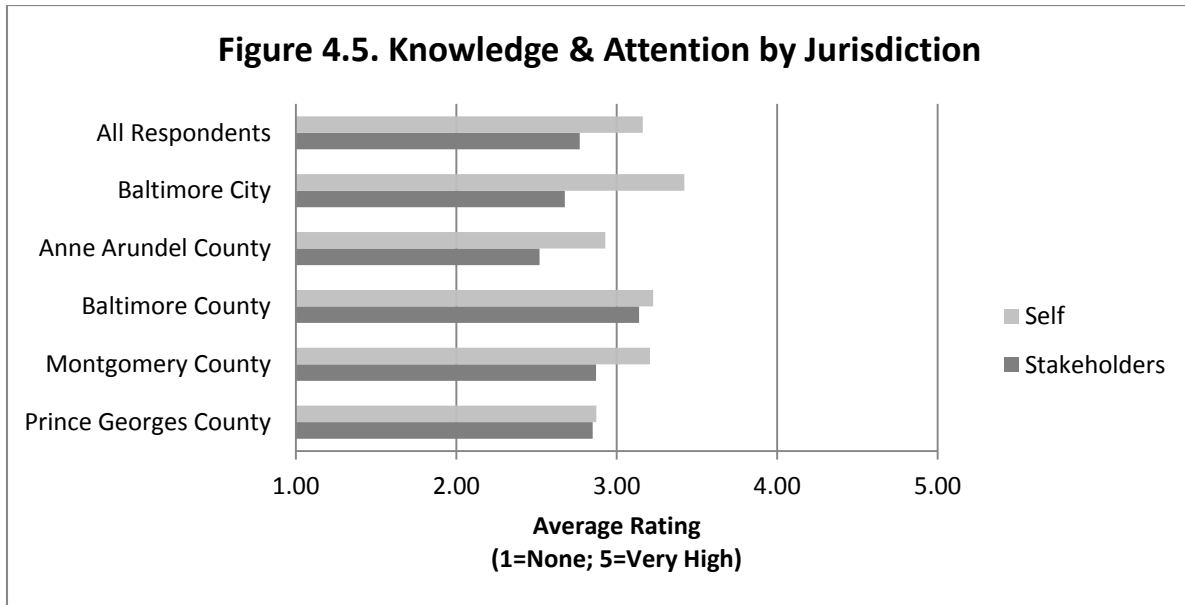
Self and Stakeholder Ratings. On eight five-point Likert scales, respondents were asked to rate the extent to which they and stakeholders in their jurisdiction were knowledgeable about and attentive to issues and practices involving crossover youth (phrases appearing in quotes in this section are the actual language used in the survey items and responses). Again, average ratings were consistently below the midpoint between “very high” and “no/none” with regard to these measures. On all four scales, respondents gave higher ratings to themselves than to local stakeholders; on just two of these, however were the scores above three: “awareness of crossover youths’ risks and needs” (3.46), and “knowledge about the issues and challenges in working with” these youth ($\bar{X}=3.44$). The lowest ratings for both self ($\bar{X}=2.85$) and stakeholder ($\bar{X}=2.45$) were on the question about the extent of “attention and resources

⁵ While the number of respondents included in analyses varied due to missing data on specific items, the median sample sizes for each of the jurisdictions were as follows: Baltimore City-34; Anne Arundel County-15; Baltimore County-9; Montgomery County-21; Prince George’s County-18.

given to crossover youth cases.” Similarly low ratings were evident on reported “knowledge about best practices in working with crossover youth.”

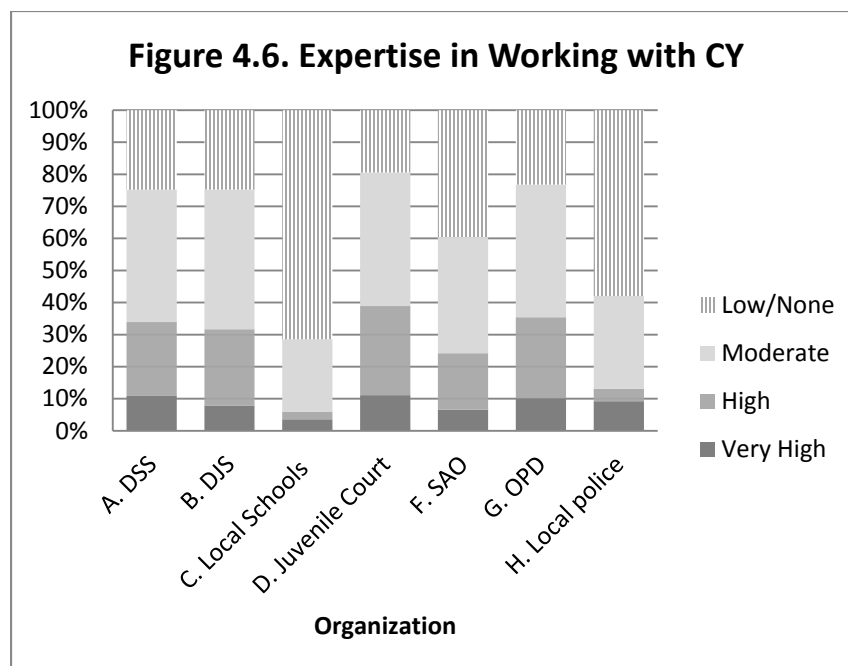


Jurisdictional Differences. Simple scales were created by averaging across the four self ($\alpha=.92$) and stakeholder ($\alpha=.92$) responses. The average self-rating was 3.16 and the local stakeholder rating was 2.77. Baltimore County was the only jurisdiction with above mid-point (3.0) ratings for both self (3.23) and local stakeholder (3.14) scales. Respondents from two counties gave ratings below three on both sets of scales. Anne Arundel County's ratings were 2.52 and 2.93, while Prince George County's ratings were 2.85 and 2.87 for stakeholder and self-ratings, respectively. Overall, the county with the lowest stakeholder rating was Anne Arundel (2.52), and the jurisdiction with the highest stakeholder rating was Baltimore County (3.14). The county with the lowest self-rating was Prince Georges County (2.87) and the jurisdiction with the highest self-rating was Baltimore City (3.42).

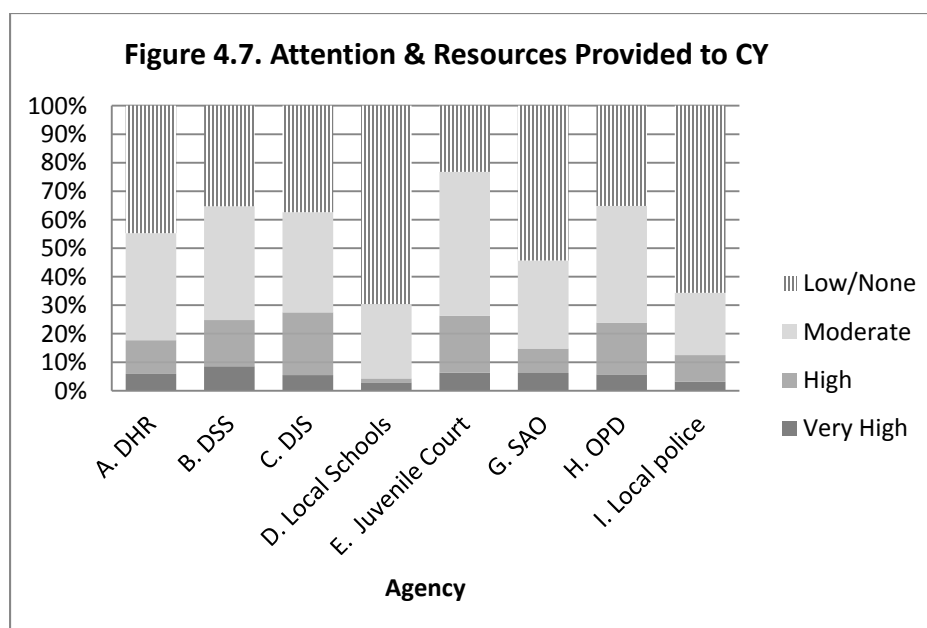


Organizational Expertise, Attention and Resources Provided to Crossover Youth

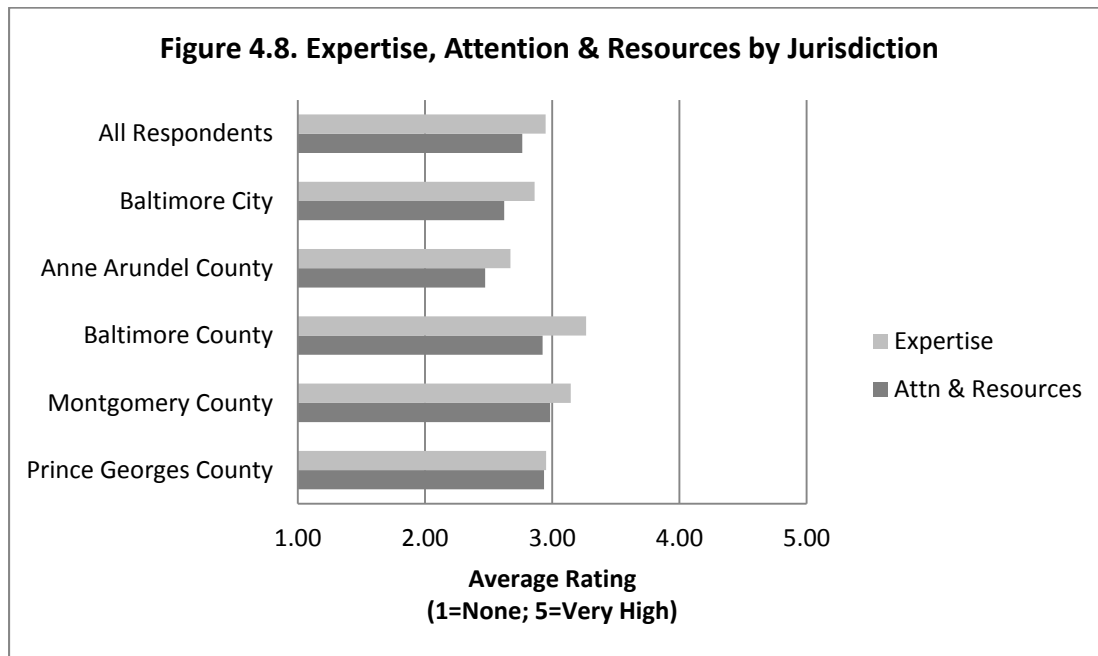
Overall Ratings. Similar to the questions on self and stakeholder knowledge, a series of survey items solicited respondents' judgments on the level of "expertise in working with crossover youth" within various system entities and agencies. Echoing patterns observed previously, respondents were less than effusive in their ratings of expertise overall, with more than 60 percent of them judging the level of expertise to be "moderate" to "low" or "none" in all seven agencies (Figure 4.6). Local Departments of Social Service (DSS), the Department of Juvenile Services (DJS), Juvenile Court, and local Offices of the Public Defender (OPD) all received very similar ratings, with 61.1 to 68.4 percent reporting that the level of expertise was moderate or low/none in these agencies. Local State's Attorney's Offices (SAO) were judged to have somewhat less expertise (moderate or low/none=75.9%), while the lowest levels were reported for local police (86.8%) and school personnel (94.0%).



The same set of agencies, along with the state Department of Human Resources (DHR), was also rated on the level of “attention and resources provided to crossover youth.” Overall, these items were given even lower ratings than the expertise questions (Figure 4.7). DSS, DJS, Juvenile Court, and OPD were again given similar ratings, with DHR falling between these agencies and the three with the lowest ratings on attention and resources provided to crossover youth. Seventy percent of respondents rated local schools as providing no or low attention and resources to CY, followed by local police (65.7% of respondents) and the State’s Attorney’s Office (54.3% of respondents). As expected, it appears that agencies provide less attention and resources to crossover youth when there is less expertise within the agency in working with this population.



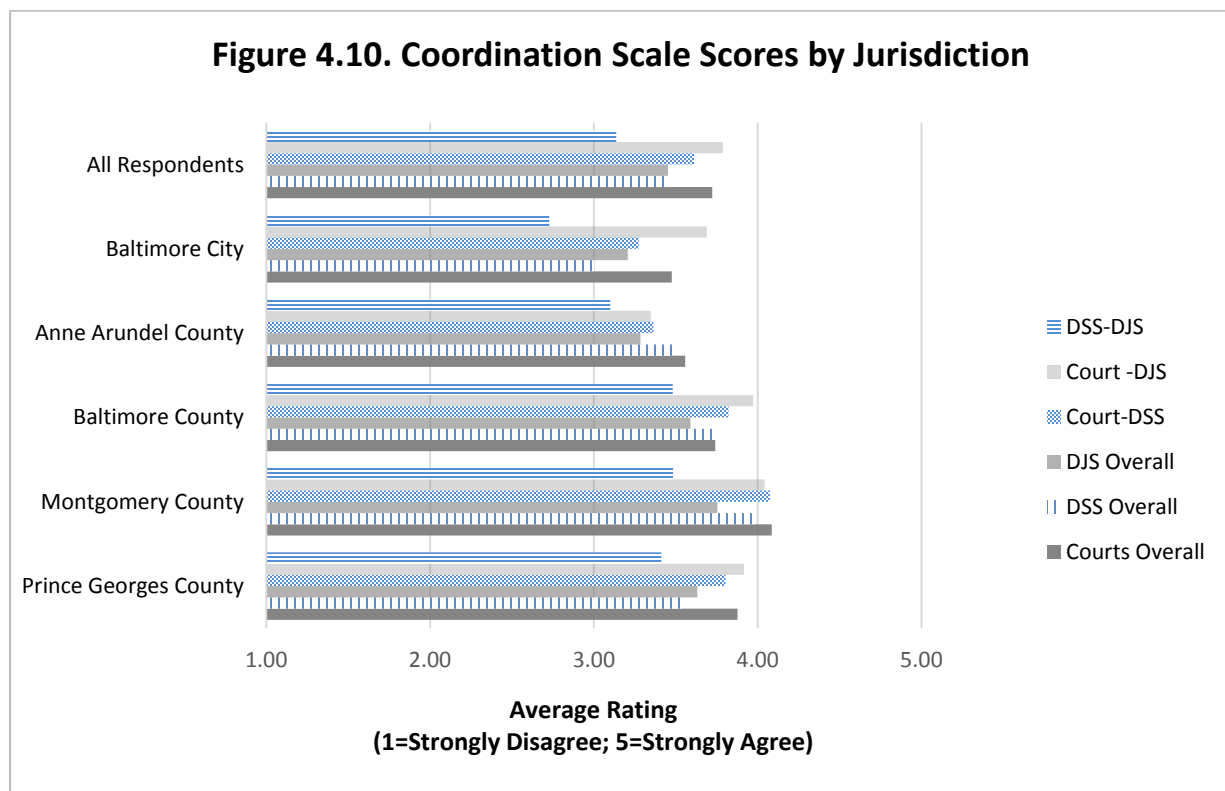
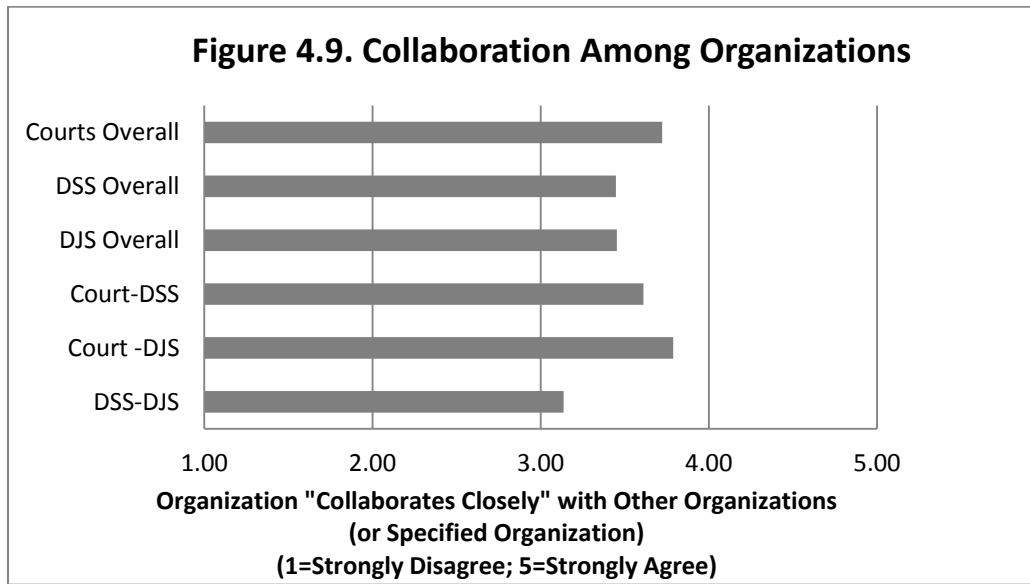
Jurisdictional Differences. Ratings were averaged across all the agencies to create overall expertise and attention/resources scales that could be compared across jurisdictions (Figure 4.8). The overall scores confirmed that expertise ratings were higher than those for attention and resources. With mean expertise ratings of 3.27 and 3.15, respectively, Baltimore County and Montgomery County were the only two jurisdictions with average ratings above the midpoint on either of the scales. Compared to the other three jurisdictions, Anne Arundel County and Baltimore City had slightly lower expertise and attention and resources scores, but overall, jurisdictional differences were modest.



Collaboration Between Agencies

To assess perceived collaboration among local DSS offices, DJS, and the Juvenile Court, respondents were asked to use a 5-point scale (1=strongly disagree, 5=strongly agree) to indicate the extent to which each of these agencies “collaborate closely” with each other and other system entities in working with crossover youth; the other entities included the local OPD, SAO, CASA, private law firms representing youth and families, schools, mental health service providers, and substance abuse treatment providers. Overall aggregate scale scores were constructed for DSS, DJS, and the Court by averaging all the collaboration items involving each of these agencies. Additionally, aggregate scores were created by averaging scale responses specific to each combination of the three (i.e., DSS-DJS, DSS-Court, and DJS-Court).

Overall Organizational Differences. Shown in Figure 4.9, the average rating for these scales fell above the midpoint of the 5-point scale, from 3.14 to 3.79. The overall level of collaboration was rated slightly higher for the Courts ($\bar{X}=3.72$) than for DSS or DJS, which had the same average rating score ($\bar{X}=3.45$). On the more specific interagency aggregate scores, Court-DJS ($\bar{X}=3.79$) and Court-DSS ($\bar{X}=3.61$) were similar. Lowest of all the collaboration scores was the DSS-DJS interagency scores (3.14).



Jurisdictional Differences. Differences among the five jurisdictions were significant on the DSS overall and Court-DSS aggregate scores, and marginally significant ($F=2.29$, $p=.07$) on the DSS-DJS scores. As with other jurisdiction-specific results, these findings should be viewed with caution given the low number of respondents in some counties. On the DSS overall collaboration measures, Montgomery County had the highest average (3.98) and Baltimore City had the lowest (3.00). The significant

difference in jurisdictional scores on the more specific Court-DSS and DSS-DJS scales showed the same pattern, with Baltimore City lowest (3.27 and 2.73, respectively) and Montgomery County highest (4.07; 3.48). On the DSS-DJS scales, Baltimore County also had the same high average score (3.48) as Montgomery County.

Judicial Role in Facilitating Collaboration

The survey included several questions specific to the role of the Juvenile Court and the judge in facilitating and ordering collaborative practices. The majority of respondents (52%) believed that the Juvenile Court judge should be extensively involved in facilitating collaboration among the different agencies involved in crossover youth cases (Figure 4.11). Only four percent of respondents believed that the judge should have no or minor involvement in facilitating collaboration in these cases. Similarly, 63 percent of the respondents believed that it was the judge's responsibility to hold agencies accountable for collaboration in crossover youth cases whereas only 13% rated that it was not her or his responsibility (Figure 4.12).

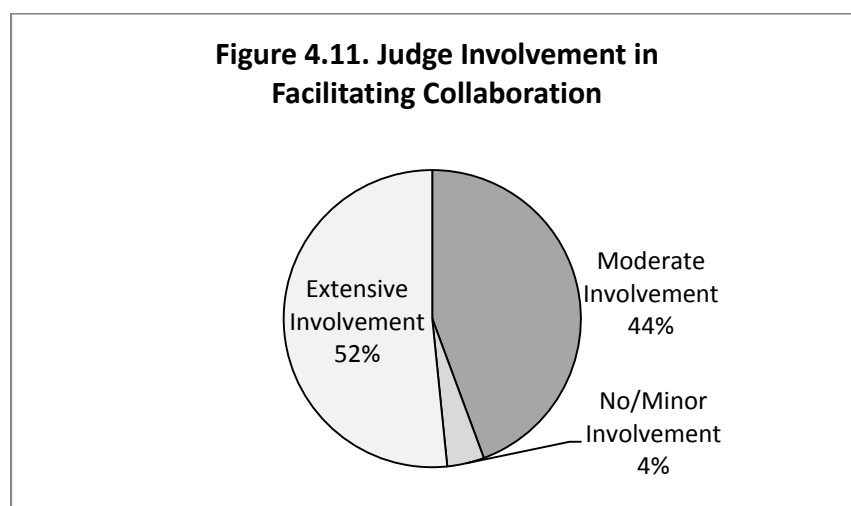
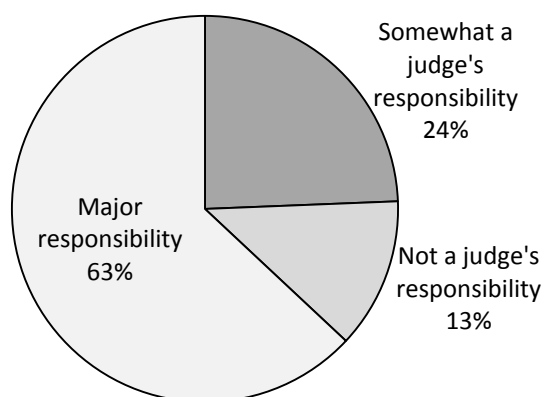


Figure 4.12. Judge's Responsibility to Hold Agencies Accountable for Collaborating



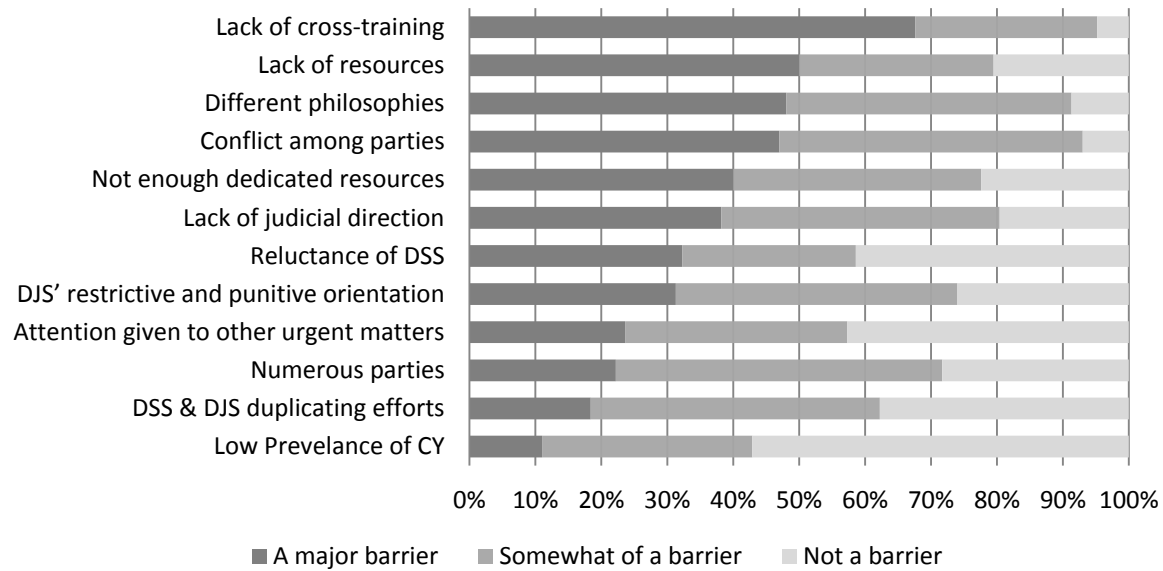
Other questions addressed judicial orders regarding collaboration. On three of these four questions, more than two-thirds of the respondents did not answer, indicating they had no knowledge or opinion about the question. Of those who did respond, 90.3 percent reported that judges in their jurisdiction “make court orders that include explicit directions for interagency collaboration activities in crossover cases, such as holding Family Team Meetings or pre-hearing conferences.” Roughly half this proportion of respondents (43.0%) said that judges in their jurisdiction “provide joint family and delinquency court orders that include explicit directions for which agency (DSS/DHHS or DJS) should take the lead in a crossover case.” Of those who said no such orders were given, nine in ten (89.6%) indicated that they would find judicial orders about which agency should take the lead helpful.

Barriers in Working with Crossover Youth

The final section of the survey asked respondents to indicate the extent to which several factors that are frequently cited in the literature as barriers to working with crossover youth are present in their jurisdiction. Three factors – “lack of cross-training among agencies,” “conflict among parties involved in crossover cases,” and “DSS and DJS have different innate philosophies in managing youth” – were the most commonly cited barriers, with more than 90 percent of respondents indicating each were “a major barrier” or “somewhat of a barrier” in working with crossover youth (Figure 4.13). Two items citing insufficient resources were judged as major or somewhat of a barrier by just under 80 percent of the respondents, and “lack of judicial direction” drew the same marks as a commonly cited hindrance to working with crossover youth.

Perhaps indicative of the challenges of working with this population, every item listed in this section of the survey was rated, on average, as somewhat of a barrier or a major barrier by 40 percent or more of the respondents. Lowest on these ratings were the “low prevalence of crossover youth” (42% somewhat/major barrier) and “attention given to other matters” (58%). Other comparatively low ranked items included “reluctance of DSS to work with delinquent youth” (59%) and “DSS and DJS duplicating efforts” with crossover youth (62%). Comparisons between the jurisdictions showed no notable differences in the reported prevalence of these various possible barriers to working with crossover youth.

Figure 4.13. Barriers in Working with Crossover Youth



Section 5

Crossover Youth in the Context of Two Systems: Comparisons of Crossover and Single System Youth

Research questions about the prevalence and nature of the crossover youth population in Maryland were addressed through targeted quantitative analyses of court and delinquency system data. Guided by prior research, our approach to these questions was necessarily determined by the availability and quality of data. We learned, for example, that data limitations made it impossible to generate valid and reliable estimates of the numbers or percentages of crossover youth within either the dependency or delinquency system. Findings of interest on the relative proportions of crossover youth in these systems for different jurisdictions could be produced, however, and are presented below. Most of this section is devoted to descriptive information on crossover youth, and how they differ from youth who have never formally “crossed” to a second system and are involved in either the delinquency or dependency systems. In the delinquency analyses, in addition to assessing the official juvenile justice system record of study youth, analyses incorporated data recorded from risk and needs assessment tools that have been implemented in recent years by DJS. These data sources, along with the court information systems used for the dependency-based analyses are described below, following a discussion of the study design and youth sample cohorts.

Method and Samples

Delinquency Analysis

As the locus of both dependency and delinquency case processing, the juvenile court served as the starting place for identifying both sets of planned analyses. In the delinquency analysis, data systems maintained by courts in the five study jurisdictions were the initial source for identifying the crossover study sample and a group of youth who had delinquency involvement alone. Based on case information recorded in the local court data systems, youth in both study samples met the following initial delinquency criterion:

1. had a delinquency petition filed in the two years between July 1, 2009 and June 30, 2011 (state fiscal years 2010 and 2011) in Baltimore City or Anne Arundel, Baltimore, Montgomery, or Prince George's Counties.

Crossover youth were further defined as those who also:

2. had a Child in Need of Assistance (CINA) petition filed on their behalf at some point in the past (see page 3, footnote 2 for CINA petition definition).

Several important considerations and caveats accompany these criteria. Delinquency cases that reach the petitioning stage in Maryland have been arraigned in court with formal complaint charges, processed at intake to the juvenile justice system, and forwarded to the State’s Attorney for prosecution. As noted in a previous section, about half of all cases statewide (51.5% in FY 2012) that are referred to

the juvenile justice system are forwarded for prosecution. Cases meeting the delinquency criterion are not necessarily “adjudicated and sustained delinquent,” although as detailed in the results below, nearly all youth in the delinquency analyses were adjudicated delinquent on the sampling petition or on a prior or subsequent referral.

There are two critical considerations on the CINA criterion. To reach the petitioning stage, attorneys for the local DSS have determined that the investigation of maltreatment allegations has yielded sufficient evidence for review and adjudication by the juvenile court. The criterion does not, however, encompass the court’s disposition of the case or a ruling that the case was “found CINA.” Another important consideration concerns date limitations on the court data systems used to identify youth meeting the CINA criterion. These limitations informed refinements to the study sample, specified below.

The number of crossover youth meeting the criteria are shown in the first column of Table 5.1. Figures on delinquency and CINA petitions recorded in the court data during the respective sampling periods provide some context for these figures, though these should not be viewed as a basis for assessing prevalence. For reasons outlined below, comparisons of the crossover and CINA figures across jurisdictions are not appropriate.

Table 5.1. Delinquency, CINA Petitions, and Crossover Youth Identified in Court Data

Jurisdiction	Crossover Youth	Youth with CINA Petitions*	Youth with Delinquency Petitions FY 2010-2011
Baltimore City	1,012	31,503	4,359
Anne Arundel	37	2,726	1,563
Baltimore County	145	4,561	3,219
Montgomery	56	NA	1,586
Prince George's	53	NA	2,394
Total	1,303	38,790	13,121

*The applicable period for the CINA petition figures corresponds to the operational dates of court data systems in each jurisdiction; for Baltimore City, they are January 1994-June 2011; for Anne Arundel and Baltimore Counties, they are January 2000-December 2011. Data on CINA petitions were not available from Prince George’s and Montgomery Counties and staff responsible for court data systems identified the crossover youth in these jurisdictions. Crossover youth in the other three jurisdictions were identified by the research team through matching court-provided CINA and delinquency petition data.

Due to jurisdictional variations in the court data systems, adjustments to the crossover youth sample were needed to ensure it was representative of the actual proportions of CY found in Baltimore City and the four counties. Specifically, varying dates on which CINA data were reliably complete in various computerized information systems affected the number of CY initially identified in the jurisdiction.⁶ To make the local samples equivalent and the aggregated sample representative, CY with

⁶ In talking with court data personnel it was evident that the numbers of identified CY were determined in part by dates at which information systems were initiated and could be used to reliably track CINA petitions and

CINA petitions prior to 2003 (when the most recent of the local court systems became fully operational) were deleted from the original sample. Identifying information (names and birthdates recorded in the court data) on these crossover youth were then matched to state delinquency system data maintained by DJS. Exact matches were found on 526 (88.0%) of the 598 youth;⁷ these youth comprised the final analytic crossover sample for the delinquency analyses. Identifiers of the delinquency-only sample initially identified from the court data were also matched to DJS data. The resulting sample pool was subjected to a random selection process to achieve a final sample of roughly equivalent size that was stratified by jurisdiction to match the proportion of youth found in the court delinquency data. Table 5.2 shows the crossover cohort sizes beginning with the initially identified groups, the adjusted samples, and final analytic crossover and delinquency-only samples, overall and by jurisdiction.

Table 5.2. Adjusted Crossover Youth Sample and Final Analytic Samples for Delinquency Analyses

Jurisdiction	Identified Crossover Youth	Crossover Youth Adjusted for CINA Data Availability	Crossover Youth Sample Matched to DJS Data	Delinquency-Only Random Sample	Final Analytic Sample
Baltimore City	1,012	359	313	201	514
Anne Arundel	37	22	17	72	89
Baltimore County	145	135	128	148	276
Montgomery	56	48	41	74	115
Prince George's	53	34	27	106	133
Total	1,303	598	526	601	1,127

Dependency Analysis

Although analyses based on dependency cases were not part of the original study plan, in the course of court delinquency data collection we learned that information on CINA case processing in Baltimore City and Anne Arundel and Baltimore Counties was available dating back to 2003. This provided an opportunity to explore crossover to dual system involvement from another perspective. In this analysis, we compared court-recorded data on CINA cases, including types of alleged maltreatment, and length, number, and types of placements, for CINA youth who were involved in the juvenile system and those who did not cross into delinquency.

Youth in both the crossover and CINA-only groups met the following criteria:

dispositions. Baltimore City and Prince George's had computerized systems that recorded CINA cases back to 1994 and 2003, respectively. The juvenile court in Anne Arundel and Baltimore Counties shared a statewide database that dated back to 2000, while Montgomery County staff reported that CINA data in their electronic system were complete and reliable as of 2002.

⁷ Non-matched cases were primarily attributable to mis-entered information and inconsistencies in spelling and reporting of names and birthdates across the court and DJS data systems.

1. Had a CINA petition filed in the Juvenile Court in Baltimore City, Anne Arundel, or Baltimore Counties between 2003 and June 2011, and born between July 1, 1991 and June 30, 1994.

Those in the crossover group also met this criterion:

2. Had an intake recorded in the state DJS delinquency database between 2001 (when the database came fully online) and June 2011. (No youth in the CINA-only group had name or date-of-birth matches in the DJS data.)

The date-of-birth specification was intended to provide a sufficient sample of youth for which complete CINA and delinquency information could be reliably tracked during their most vulnerable late childhood and teen years.⁸ A total of 6,034 youth met the CINA/DOB criterion and of these, 1,104 youth met the crossover criteria; included here were 805 CY in Baltimore City, 46 in Anne Arundel, and 253 in Baltimore County. Although data were obtained from all three counties, due to restricted project resources the comparative analyses were limited to subsamples of 200 crossover youth and 200 CINA-only youth selected at random without replacement from the Baltimore City sample pools.

Data Sources

Department of Juvenile Services (DJS) Data

Maryland is one of a small number of states where the state executive juvenile justice agency, the Department of Juvenile Services, is involved in virtually all aspects of delinquency case processing, from intake to the system through placement and aftercare. DJS maintains several databases that served as the primary sources of information for this first set of analyses.

Delinquency Records. DJS' central computerized ASSIST database includes official delinquency case information, including data on complaint charges and dates for each intake, intake decisions (i.e., whether the case was resolved, diverted, or forwarded for formal petitioning), and adjudication, disposition, and placement information. DJS data personnel reported that information in the ASSIST system is reliable dating back to 2001. From the ASSIST database, several aggregate measures of delinquency involvement were constructed, including total number of intake referrals (the great majority of which originate as police arrests⁹), types (against persons, property, drug, etc.) and levels (felony, misdemeanor) of charges at intake and at adjudication, whether charges were sustained delinquent, and probation and commitment information. Age at first arrest was also taken from the ASSIST database.

Risk Screen. Two other sources of information employed in this first set of analyses were data recorded in youth risk screening and needs assessments conducted by DJS. Together with classification

⁸ DJS delinquency data from the agency's ASSIST system were complete and reliable back to 2001, while the court CINA information varied by the court system, with Prince George's system being the "youngest" with reliable CINA data dating back to 2003. Delinquency data, then, was available for this cohort beginning at age 6½ (for those born in June 1994) to 9½. CINA information was first reliably complete for these youth when they reached 8½ to 11½ years of age.

⁹ Police accounted for 90.3% of all complaints at Maryland DJS intake in FY2012, according to the Department's *Data Resource Guide*.

grids used to help inform decision making, these tools comprise the Department’s Maryland Comprehensive Assessment and Service Planning (MCASP) process. Employed at intake, the risk screen is used to guide case forwarding decisions: “it factors in a youth’s history of delinquency, history of social risk factors, and the seriousness of the current offense(s) to identify those cases requiring court action” (*DJS Data Resource Guide, Fiscal Year 2013*, p. 3). Shown in Appendix C, the risk screen consists of items common to similar tools used in many juvenile courts and agencies nationally. The delinquency section includes ten items on numbers and types of intake referrals, detention, placements, escapes, and failures-to-appear (FTAs), with higher scores reflecting greater chronicity and seriousness or severity; the summed scores can range from 0 to 31. The social history section consists of one to four scored items in each of several domains (school, peer, family, abuse/neglect, alcohol and drug use, mental health), which together can sum up to 17. Score range varies by item, with one item in the delinquency section (prior felony referrals) ranging as high as 6, although most are scored 0 to 4 and all but one of the social items have scores no higher than 2. While the two overall scores, along with the current offense charge, are designed to be used with a grid to generate a “recommended decision” regarding case forwarding, our analyses focused on comparisons of the crossover youth and delinquency-only groups on the domain scores and two aggregated measures (and not on the current offense aspect or DJS’s overall risk classifications).

The risk screen was implemented by DJS in February 2009 and by policy is to be employed with all youth at intake with the exception of those whose complaints are limited to traffic or status offenses (runaway, truancy, ungovernable, alcohol, tobacco); are returned on violations of probation or parole; or are cases waived down from adult jurisdiction. DJS provided all recorded risk screen data on the study cohorts through July 2013, and of the 1,127 youth included in the comparative analyses, 1,067 (94.7%, including 97.3% of the crossover youth and 92.3% of the delinquency-only group) had at least one completed risk screen that included overall delinquency and social history scores.

Table 5.3. Needs Assessment Domains and Scores

Domain	Number of Items	Score Range	Needs Scales		Protective Scales	
			Static	Dynamic	Static	Dynamic
School	13	0-29	■	■	■	■
Use of Free time	2	0-2		■		■
Employment	5	0-5	■	■	■	■
Community Relationships	6	0-11	■	■	■	■
Family	20	0-48	■	■	■	■
Alcohol & Drugs	10	0-47	■	■	■	■
Mental Health	11	0-11	■		■	■
Attitudes	9	0-20		■		■
Aggression	4	0-9		■		■
Neighborhood Safety	3	0-12		■		■

Two aspects of the risk screen scoring deserve additional mention. Scores on the delinquency history section are determined directly from the official DJS record and thus do not have missing data. On social history items, scores default to 0 if the item does not apply (e.g., when scoring school attendance or conduct items for a youth who is home schooled), or the assessor does not have sufficient information to assign a score (e.g., if the youth does not show for an intake interview). Data on cases with missing or “unknown” results, available on three of the social history items, showed this applied to roughly one-fourth of the cases, with similar proportions in the crossover youth and delinquency-only groups.¹⁰ The occurrence of missing data was mitigated somewhat by the fact that multiple risk screenings were completed on 90 percent of the youth. More specifically, 72.5 percent of the crossover group had two or more screenings (25.5% had five or more) and 65.7 percent of the delinquency-only group had two or more screenings (20.9% had five or more). For analysis purposes, results were aggregated across the multiple screenings by taking the highest score for each item, thus minimizing use of missing information reflected in scores of 0. Although when summed this yielded a higher risk score than would be found at any single screening, aggregate risk scores were not central to the analyses which were instead focused on comparisons of the two groups on individual risk items.

Needs Assessment. The MCASP needs assessment is employed later in case processing, with youth who are adjudicated delinquent and placed on probation or committed to DJS; a copy of the assessment can be found in Appendix D. The *Data Resource Guide Fiscal Year, 2013* explains the needs assessment is done “to identify the youth’s treatment and security needs, and serves as the basis for the Treatment Service Plan (TSP) development. Using an objective instrument allows the Department to make better matches between youth and the course of treatment available within the continuum of care” (p. 3). Shown in Table 5.3, the assessment covers 10 different scored domains, including neighborhood safety, community relationships (with peers and adults outside the family), and the youth’s beliefs and opinions regarding delinquency, victims, authority figures and the like (scored separately as “Attitudes” and “Aggression”), as well as the more conventional domains of family, school, employment, substance abuse, and mental health. Up to four different scores are constructed for each domain addressing needs and protective factors, scored separately as static or dynamic. Protective scores are distinct from low needs scores (e.g., on a peer relations item, a needs score of one is assigned if the youth has no consistent friends or a mix of pro-social and anti-social friends, while a protective score of one is assigned if the youth has only pro-social friends). Static scores generally refer to events occurring any time in the past, while the dynamic scores are based on events occurring in the past three months. More detailed descriptions on the content of each domain are provided in the needs assessment results below.

The MCASP needs assessment was initiated statewide in February, 2010. One or more completed needs assessments were available on 349 of 526 (66.3%) of the crossover youth and 351 of 601 (58.4%) of the delinquency-only group. DJS policy is to conduct needs reassessments every 180 days. Of this group who had a needs assessment, 63.1% of the crossover youth had 1 reassessment and 22.7% had three or more, while 74.2% of the delinquency-only group had 1 reassessment and 14.2% had three or more. As with the risk screening, a “maximum” score was used that reflected the highest score across the multiple assessments on each item.

¹⁰ These items included history of physical abuse, family member involvement in criminal or juvenile justice system, and effect of substance use on life functioning. Among crossover youth, 25.8% to 28.8% had missing data on these items coded to 0 and this occurred with 22.7 to 22.5% of the delinquency-only group.

Juvenile Court Data

Information on youth included in the CINA-based analyses were taken from data systems maintained by the Baltimore City Circuit Court and for Anne Arundel and Baltimore Counties, a statewide court database maintained by the Maryland Judiciary Administrative Office of the Courts (AOC). To initially identify study cases, data on delinquency and CINA filings and dispositions were provided by court data personnel in Baltimore and the AOC.

Information from the Baltimore City Circuit Court's QUEST Case Management System was used for analyses of the crossover and CINA-only samples in this jurisdiction. QUEST contains electronic copies of court documents in every juvenile delinquency and CINA case in the City's Circuit Court. The database contains entire electronic records for cases from 1994 to the present. For cases started before 1994, but continuing beyond 1994, docket line entries were converted to electronic summaries. Case details from this transitional period are difficult to ascertain by review of the electronic record. QUEST data pertaining to adjudications, dispositions, placements, reviews and referrals of the sampled cases was taken from a review of the filings of parties and orders from the court. The review was conducted by AOC legal staff familiar with the system.

Numbers of Crossover Youth

Plans to assess the prevalence of the crossover youth population in Maryland were curtailed when it became apparent any definitive findings in this area could not be generated from the available data. Analyses and results presented here are thus limited to an exploration of the numbers of crossover youth identified through different views of data obtained for the delinquency and CINA group comparisons, and any tentative implications regarding the size of this population.

Table 5.4. Crossover Youth Identified in Delinquency and CINA-Based Analyses

	Youth with Delinquency Petitions Filed FY 2010-2011	Youth Born 7/1991-6/1994 with CINA Petitions Filed CY 2003-2013	<u>Crossover Youth</u>	
Jurisdiction			N	%
<i>Delinquency-based analysis</i>				
Baltimore City	4,359	-	359	8.2
Anne Arundel	1,563	-	22	1.4
Baltimore County	3,219	-	135	4.2
Montgomery	1,586	-	48	3.0
Prince George's	2,394	-	34	1.4
Total	13,121	-	598	4.6
<i>CINA-based analysis</i>				
Anne Arundel	-	301	46	15.3
Baltimore County	-	593	253	42.7

Baltimore City	-	5,140	805	15.7
Total	-	6,034	1,104	18.3

The figures shown in Table 5.4 show how estimates of the numbers of crossover youth vary widely based on the analytic framework. The top rows of the table indicate that, within the context of the criteria specified for the delinquency analysis above, the percentage of crossover youth among juveniles with delinquency petitions varies from 1.4 percent to 8.2 percent, with Baltimore City showing proportions nearly twice that of Baltimore County and 2½ to 5½ times the figures found in the other counties. Much different figures were found when CINA-petitioned cases comprised the base. Here, the overall percentages were much higher, and Baltimore County's percentage approached three times that found for Baltimore City and Anne Arundel County. One of the many possible reasons for the higher percentages in the CINA-based analysis is that the delinquency criterion includes any juvenile justice system intake, while the more exclusive criterion used in the other analysis involves a filed petition.

The jurisdictional comparisons do reveal some interesting differences. It is apparent the relatively large proportion of crossover youth seen in the delinquency population from Baltimore City is due to the inordinately large numbers of CINA youth in the city compared to the counties. This finding is consistent with the overall CINA case filing figures reported for the five jurisdictions by the Maryland Judiciary AOC (Table 5.5). In FY 2011, Baltimore City had more than four times as many CINA case filings as Baltimore County, the jurisdiction with the second largest number on the list. Accounting for size of the local youth population, youth CINA case filings in Baltimore City are six to 20 times more common than the other study jurisdictions. The delinquency complaint figures in Table 5.5 also show that Baltimore City has the largest numbers and rates per 1,000 youth compared to the counties.

Table 5.5. CINA Filings and Delinquency Complaints, FY2011

Jurisdiction	CINA Case Filings FY 2011*	CINA Case Filings per 1,000 Youth*	Delinquency Complaints FY2011	Delinquency Complaints per 1,000 Youth
Baltimore City	1437	27.9	4,854	94.3
Anne Arundel	67	1.3	3,961	75.6
Baltimore County	330	4.4	5,515	73.6
Montgomery	257	2.3	2,817	25.5
Prince George's	270	2.9	4,377	46.3

*Includes new and reopened CINA filings.

Sources: Maryland Judiciary Statistical Abstract, FY 010; DJS Data Resource Guide FY2012; US Census 2010 population data, ages 11-17

The CINA-based results further suggest that Baltimore City youth who are involved in CINA are no more likely to also show delinquency involvement than CINA-petitioned youth in Anne Arundel, and much less likely to show this dual involvement than youth in Baltimore County. The relatively high rates

of crossover youth revealed in this latter analysis for Baltimore County are not readily explained by other aspects of the data nor to our knowledge, by policies or practices there.

Delinquency-Based Results

Analyses of delinquency records, risk, and needs data focused on comparisons of the crossover youth and delinquency-only groups. To reduce verbosity, except where specifically noted in the text, all comparative references in this section (e.g., to one group having a higher mean score or a higher percentage of youth on a measure than the other group) are statistically significant, with a p-value of .05 or lower.

Demographics

Gender and race information on the two study groups are shown in Table 5.6. Across the five jurisdictions, the proportion of females was greater in the CY group (29.8%) than the delinquency-only group (20.5%). The same pattern was evident in each of the jurisdictions, with girls accounting for 29 to 37 percent of the crossover youth and 17 to 26 percent of delinquency-only youth. This difference of proportionately more girls in the CY group was particularly pronounced in Prince George's County and Baltimore City.

Table 5.6. Gender and Race of Crossover and Delinquency-Only Youth by Jurisdiction

Measure	Group Percentage		Chi-Square	p-value
	Delinquency Only (N=601)	Crossover Youth (N=526)		
Gender (percent female shown)*	20.5%	29.8%	13.0	.00
Baltimore City	17.4%	28.8%	8.55	.00
Anne Arundel County	26.4%	35.3%	0.54	.46
Baltimore County	24.3%	30.5%	1.31	.25
Montgomery County	17.6%	29.3%	2.12	.15
Prince George's County	19.2%	37.0%	3.85	.05
Race				
African American	75.5%	79.5%	6.46	.40
White	16.0%	15.8%		
Other, mixed race, or unknown	8.5%	4.8%		
Baltimore City				
African American	95.0%	95.5%	0.83	.66
White	5.0%	4.2%		
Anne Arundel County				
African American	48.6%	29.4%	2.60	.27
White	43.1%	64.7%		
Baltimore County				
African American	64.9%	45.3%	11.96	.00
White	31.1%	51.6%		
Montgomery County				
African American	52.7%	75.6%	6.22	.05

White	17.6%	12.2%		
Prince George's County				
African American	87.5%	92.6%	1.64	.44
White	5.8%	0%		

*Due to missing information, the gender analysis included 599 delinquency-only youth.

There was very little difference in the racial makeup across the groups, with a little more than three-fourths of CY and delinquency-only youth African American. Approximately 16 percent of both groups were White, and the balance included Latinos (1.7% of CY compared to 5.0% for the non-CY group), youth of mixed race, or Asians (1 to 2% in both groups). The racial distribution of the two groups differed in two counties, in divergent directions. In Montgomery County, African American youth accounted for a much higher proportion of CY (75.6%) than delinquency-only (52.7%), while in Baltimore County, the reverse was true, with a lower CY proportion (45.3%) African American compared with the non-CY group (64.9%).

While these jurisdictional breakdowns on gender and race are of interest descriptively, due to the small numbers of youth in some of the counties jurisdiction-specific analyses were not conducted on the more detailed delinquency, risk and need, or dependency variables and measures.

Delinquency Involvement

Analyses of delinquency involvement of the crossover and delinquency-only groups encompassed charges at arrest, and offense types at petitioning and adjudication, and disposition. The charge types, along with two general delinquency indicators are shown in Table 5.7. The CY group was younger at the time of their first arrest (14.5 years) compared to delinquency-only youth (15.0). They also averaged more intakes to Maryland's juvenile justice system (\bar{X} =4.8 as compared to 4.0 for the non-CY group), the great majority of which originate in police arrests.¹¹

¹¹ Police accounted for 90.3% of all complaints at Maryland DJS intake in FY2012, according to the Department's *Data Resource Guide*.

Table 5.7. Delinquency Involvement of Crossover and Delinquency-Only Youth: Age at First Arrest, Intakes, and Arrest Charges

Measure	Group Mean (sd) or Percentage		Statistic	p-value
	Delinquency-Only (N=601)	Crossover Youth (N=526)		
Age at First Arrest*	15.01 (1.85)	14.53 (1.9)	$t=3.03$	.00
Total JJ Intakes	4.03 (3.92)	4.78 (4.44)	$t=3.03$	.00
Any Person Misdemeanor Charges	47.8%	54.4%	$\chi^2=4.92$	.03
Any Property Misdemeanor Charges	43.8%	51.3%	$\chi^2=6.45$	.01
Any Drug Misdemeanor Charges	26.8%	25.7%	$\chi^2=.18$	.67
Any Other Misdemeanor Charges	22.1%	25.3%	$\chi^2=1.55$	.21
Any Person Felony Charges	3.7%	6.7%	$\chi^2=5.23$	.02
Any Violent Felony Charges	26.6%	28.5%	$\chi^2=.51$	.48
Any Property Felony Charges	30.3%	28.1%	$\chi^2=.62$	.43
Any Drug Felony Charges	19.3%	24.1%	$\chi^2=3.89$	.05
Any Other Felony Charges	2.3%	1.9%	$\chi^2=.25$	.62

*Due to missing information on age this analysis includes 582 delinquency-only youth and 511 crossover youth.

On all the misdemeanor charges and three of the five felony charge types, proportionately more crossover youth had one or more charges of that type than delinquency-only youth. CY were more likely than non-CY youth to have been charged with person misdemeanor (54.4% and 47.8%, respectively) and felony offenses (6.7% and 3.7%), although there were no difference between the groups on violent felony charges. A higher percentage of crossover youth also showed histories of misdemeanor property (51.3% as compared to 43.8% for non-CY) and felony drug offense charges (24.1% and 19.3% for non-CY).

Table 5.8. Delinquency Involvement of Crossover and Delinquency-Only Youth: Adjudication Hearings, Delinquency Sustained, and Commitment

Measure	Group Percentage		Chi-Square	p-value
	Delinquency Only (N=601)*	Crossover Youth (N=526)		
Adjudication Hearing, Person Misdemeanor	26.0%	32.7%	6.18	.01
Adjudication Hearing, Property Misdemeanor	17.3%	25.7%	11.74	.00
Adjudication Hearing, Drug Misdemeanor	16.6%	18.4%	0.63	.43
Adjudication Hearing, Other Misdemeanor	13.0%	15.2%	1.16	.28
Adjudication Hearing, Person Felony	2.7%	4.8%	3.50	.06
Adjudication Hearing, Violent Felony	17.3%	15.4%	0.74	.39
Adjudication Hearing, Property Felony	18.6%	19.4%	0.10	.75
Adjudication Hearing, Drug Felony	11.1%	14.8%	3.39	.07
Adjudication Hearing, Other Felony	3.8%	2.5%	1.67	.20
Delinquency Sustained, Misdemeanor*	45.4%	50.8%	3.02	.08
Delinquency Sustained, Felony*	19.1%	21.9%	1.22	.27
Probation Disposition*	60.0%	71.3%	3.37	.07
Commitment Disposition*	22.2%	31.4%	11.39	.00

*Due to missing information on disposition data fields these analyses include 559 delinquency-only youth and 484 crossover youth.

Analyses of the adjudication and disposition records of these youth showed a similar pattern with crossover youth more likely than delinquency-only youth to have been petitioned, adjudicated, found delinquent, and committed (Table 5.8). Differences were evident on two misdemeanor charge types, with proportionately more of the CY being petitioned and adjudicated for person (32.7% compared to 26.0% for non-CY) and property offense charges (25.7% and 17.3% for non-CY).¹² Group differences on two of the felony measures approached significance. Not surprisingly given the arrest charge results, CY were somewhat more likely to have an adjudication involving a person felony (4.8% compared to 2.7% for non-CY; $p=.06$) or drug felony charge (14.8% and 11.1% for non-CY; $p=.07$).

With regard to the court finding the youth delinquent, a somewhat higher proportion of crossover youth had been sustained delinquent on a misdemeanor charge (50.8% compared to 45.4% for non-CY, $p=.08$). No differences were evident between the groups in being found delinquent on a felony charge. The CY group were somewhat more likely to have been placed on probation on at least one occasion

¹² The data were coded such that an adjudication meant that the youth was petitioned and took part in an adjudication hearing. This was distinct from the disposition coding, which indicated whether the adjudication charge was sustained delinquent.

(71.3% as compared to 60.0% for non-CY; $p=.07$), and significantly more likely to have had a formal commitment (31.4% as compared to 22.2% for non-CY).

Table 5.9. Risk Factor Scores of Crossover and Delinquency-Only Youth: Delinquency Measures

Risk Score Measure	Delinquency-Only Youth (N=555) Mean (sd)	Crossover Youth (N=512) Mean (sd)	t-value	p-value
Weapons Charge Referrals	.03 (.16)	.03 (.16)	.22	.83
Person Misdemeanor Referrals	.78 (1.10)	.89 (1.11)	1.66	.10
Person Felony Referrals	.83 (.82)	1.08 (.88)	4.85	.00
Felony Charge Referrals	2.56 (2.17)	2.82 (2.33)	1.92	.06
Detentions	.55 (1.00)	.87 (1.19)	4.67	.00
Placements	.56 (1.25)	.80 (1.44)	2.97	.00
FTA/No-Show Warrants	.08 (.36)	0.12 (.43)	1.64	.10
Overall Delinquency History Score	9.06 (6.05)	11.24 (6.10)	5.86	.00

Risk Factors

The risk screening results on charge types were consistent with those presented above, which were based on formal delinquency records (Table 5.9). Crossover youth had higher scores on both misdemeanor and felony person items (the chi-square on the former measure was marginally significant, $p=.10$), as well as the overall felony charge risk item ($\bar{X}=2.82$ as compared to 2.56 for the non-CY group). Two delinquency factors that were not assessed with the delinquency record data are scored items on the risk tool and the CY group had higher scores on both items. The average score of crossover youth on the detentions measure was .87 compared to .55 for the delinquency-only group. Very similar results were evident on the placements risk item, where the mean CY group score was .80 compared to .50 for the delinquency-only group.

Differences between the groups on a failure-to-appear (FTA)/warrants risk item were marginally significant, with again the crossover group showing somewhat higher scores ($\bar{X}=.12$ as compared to .08 for the non-CY group; $p=.10$). Given these results on individual items from the risk screen, differences on the overall delinquency risk score were substantial, with crossover youth averaging 11.24 while the delinquency-only group averaged a score of 9.06 on the summed measure.

Table 5.10. Risk Factor Scores of Crossover and Delinquency-Only Youth: Social Items

Risk Score Measure	Delinquency-Only Youth (N=555)	Crossover Youth (N=512)	t-value	p-value
	Mean (sd)	Mean (sd)		
School Summary	1.00 (.89)	1.06 (.89)	1.15	.25
Peer Relations	.95 (.96)	1.13 (.94)	3.00	.00
Consequences of Drug/Alcohol Use	.46 (.84)	.44 (.83)	.39	.69
Mental Health Diagnosis/Treatment	.14 (.35)	.33 (.47)	7.43	.00
Family Member has Criminal or Juvenile Justice History	.29 (.46)	.32 (.47)	.94	.35
Complies with Parent/Guardian's Rules	.65 (.78)	.92 (.84)	5.55	.00
Victim of Neglect	.07 (.36)	.58 (.91)	11.86	.00
History of Physical, Sexual Abuse	.04 (.19)	.13 (.33)	5.44	.00
Prior Shelter Placements	.14 (.35)	.51 (.50)	13.72	.00
Overall Social History Score	3.68 (3.04)	5.29 (3.60)	7.87	.00

As in many states and localities, risk screening results in Maryland are used at juvenile justice intake to inform decisions about forwarding petitions for formal processing by the state's attorney. It is evident from the above that crossover youth tend to have more extensive delinquency involvement and higher delinquency risk scores. Results on social history items included in the screening tool (see Table 5.10) show how CY, by nature of their dependency involvement alone, are also more likely to score higher on social risk measures, thus further increasing the chances their delinquency case will be forwarded for prosecution.

There are three items on the screening tool that are clearly associated with maltreatment and child welfare involvement – whether the child has been a victim of neglect, has a history of physical or sexual abuse, and has had prior shelter placements. As expected, crossover youth had much higher scores on these items, particularly the neglect (\bar{X} =.50 compared to .07 for non-CY) and shelter placement items (\bar{X} =.51 compared to .14 for non-CY). The range on the abuse item was predictably more restricted but still showed a substantial difference with the average CY score (\bar{X} =.13) more than three times that of delinquency-only youth (\bar{X} =.04). A fourth social risk item that is related to these, but perhaps less directly tied to maltreatment history is the child's "current compliance with parent's rules" (responses include usually obeys, sometimes obeys, and consistently disobeys). This also showed higher scores for CY (\bar{X} =.92) than the non-CY group (\bar{X} =.65). On another family-related item, whether the child's current living arrangement included "household members with [a] history of jail/prison/detention," no differences were found between the groups.

On the peer relations measure, where youth are scored on "current friends/companions that the youth actually spends time with last three months" (responses include whether these peers are pro-social, anti-social, and/or gang member/associate), crossover youth had higher scores (\bar{X} =1.13) than

delinquency-only youth (\bar{X} =.95). This may well reflect the view of intake screeners that many CY's out-of-home dependency placements expose them to anti-social peers.

A school summary measure, composed of four items addressing attendance, academic performance, and conduct, showed similar scores across the two groups. There were also no differences between CY and delinquency-only youth on a substance abuse item that assesses if alcohol/drug use disrupts "current functioning" in family relations, education, health, peers, or contributes to delinquent behavior. In contrast, the CY group's mean score on the risk tool's mental health item (\bar{X} =.33) was more than twice that of the non-CY group (\bar{X} =.14). Higher scores on this item reflect any record of mental health diagnoses, medication, or treatment. DJS instructions provided to scorers on this risk item carefully note that only certain mental health problems should be considered, "[s]uch as schizophrenia, bi-polar, anxiety, depression, personality and other diagnosed disorders. Exclude substance abuse, conduct disorder, oppositional defiant disorder, ADD/ADHD and special education needs." Again as expected CY scores on the overall social history score (\bar{X} =5.29 compared to 3.68 for non-CY), and the aggregate risk score (\bar{X} =2.14 compared to 1.75 for non-CY; $\chi^2= 8.56$, $p=.00$; not shown in the table) were significantly higher.

Youth Needs

As noted above, results from the DJS needs assessment were available on somewhat fewer youth in both groups. Findings from the assessment are shown in three tables in this section. Needs and protective scores on school, employment, and use of free time measures are shown in Table 5.11. While the two groups showed differences on several of the scores, there was no apparent pattern regarding static vs. dynamic factors, or needs vs. protective results. Up to 13 different school items are included in the needs assessment instrument to yield the four scores in this domain. Areas addressed include prior and current expulsions and suspensions, enrollment and attendance, academic performance, school conduct, relations with teachers, involvement in school activities beliefs about the value of education and school environment, and special education status. Group differences were found on three of the four school scales, with crossover youth showing higher scores on static needs (\bar{X} =3.85 compared to 3.01 for non-CY) and dynamic needs (\bar{X} =7.13 compared to 6.36 for non-CY), and lower on static protective factors (\bar{X} =.37 compared to .57 for non-CY). Scores on the dynamic protective measure showed no differences between CY and delinquency-only youth.

Table 5.11. Needs and Protective Factor Scores of Crossover and Delinquency-Only Youth: School, Employment, and Use of Free Time Measures

Needs Score Measure	Delinquency-Only Youth (N=351)	Crossover Youth (N=349)	t-value	p-value
	Mean (sd)	Mean (sd)		
School, Static Needs	3.01 (1.64)	3.85 (1.37)	7.3	.00
School, Static Protective Factors	.57 (.87)	.37 (.76)	3.2	.00
School, Dynamic Needs	6.36 (4.81)	7.13 (4.67)	2.14	.03
School, Dynamic Protective Factors	9.04 (4.75)	9.09 (4.59)	.16	.88
Employment, Static Needs	.06 (.28)	.05 (.29)	.25	.80
Employment, Static Protective Factors	.66 (.92)	.50 (.84)	2.32	.02
Employment, Dynamic Needs	.01 (.08)	0 (.05)	.57	.57
Employment, Dynamic Protective Factors	1.84 (1.36)	1.62 (1.30)	2.15	.03
Use of Free Time, Dynamic Needs	.32 (.47)	.38 (.49)	1.72	.09
Use of Free Time, Dynamic Protective Factors	2.60 (1.65)	2.48 (1.74)	.93	.35

Five items comprised the (youth) employment domain, including employment history and current status, interest in employment, and relations on the job. The static and dynamic needs scores were extremely low for both groups. The protective scales did show group differences, with crossover youth scoring lower on both static (\bar{X} =.50 compared to .66 for non-CY) and dynamic scores (\bar{X} =1.62 compared to 1.84 for non-CY). The use of free time domain was limited to dynamic measures, and included two items addressing “current interest and involvement” in structured and unstructured activities. No difference was evident on protective scores, while CY had marginally higher scores on the free time dynamic needs measure (\bar{X} =.38 compared to .32 for non-CY; p =.09).

Table 5.12. Needs and Protective Factor Scores of Crossover and Delinquency-Only Youth: Substance Abuse, Mental Health, and Attitudes Measures

Needs Score Measure	Delinquency-Only Youth (N=351)	Crossover Youth (N=349)	t-value	p-value
	Mean (sd)	Mean (sd)		
Substance Abuse, Static Needs	4.69 (5.14)	5.32 (5.52)	1.57	.12
Substance Abuse, Static Protective Factors	3.46 (1.37)	3.61 (1.40)	1.37	.17
Substance Abuse, Dynamic Needs	4.74 (6.10)	4.91 (6.31)	.36	.72
Substance Abuse, Dynamic Protective Factors	2.14 (1.31)	2.17 (1.30)	.33	.74
Mental Health, Static Needs	1.03 (1.80)	3.05 (2.51)	12.27	.00
Mental Health, Static Protective Factors	4.43 (.96)	3.60 (1.26)	9.80	.00
Mental Health, Dynamic Protective Factors	4.55 (1.11)	4.14 (1.45)	4.23	.00
Attitudes, Dynamic Needs	3.96 (3.81)	5.59 (3.74)	5.71	.00
Attitudes, Dynamic Protective Factors	9.64 (4.40)	7.80 (4.48)	5.50	.00
Aggression, Dynamic Needs	2.47 (2.23)	3.63 (2.32)	6.79	.00
Aggression, Dynamic Protective Factors	4.79 (2.81)	3.56 (2.83)	5.80	.00

Results on the substance abuse, mental health, and “attitudes and aggression” domains are shown in Table 5.12. These findings showed a clear pattern, with crossover youth showing higher needs and lower protective scores on both static and dynamic measures in areas of mental health and attitudes. The two groups had similar scores on the four substance abuse scales, which addressed current and past use, effects of alcohol and drug use on various life areas, substance abuse-related diagnoses and treatment.

Notably for crossover youth, in addition to including items concerning diagnoses, and past and current medication and treatment, the static mental health measure included items on history of abuse and neglect. It was not surprising then, that the CY group’s static needs score (\bar{X} =3.05) was almost three times that of the delinquency-only group (\bar{X} =1.03). On the protective scales, CY had lower scores on both the static (\bar{X} =3.60 compared to 4.43 for non-CY) and dynamic measures (\bar{X} =4.14 compared to 4.55 for non-CY).

Thirteen different items comprise the attitudes and aggression section of the needs assessment instrument, both of which yielded dynamic needs and protective scores (but not static scores). With regard to attitudes, youth were assessed on primary emotion when committing delinquent act(s); optimism about future; impulsive acts before thinking; belief in control over his/her own anti-social behavior; empathy, remorse, or sympathy for the victim; respect for authority figures; attitude toward laws/social norms; and belief in successfully meeting conditions of court supervision (all terms are taken directly from the needs instrument). Crossover youth showed higher needs scores (\bar{X} =5.59 compared to 3.96 for non-CY) and lower protective scores (\bar{X} =7.80 compared to 9.64 for non-CY) on both the

dynamic attitudes scales. Four items are included in the aggression domain: tolerance for frustration; interpretation of actions and intentions of others in common, non-confrontational settings; belief in yelling and verbal aggression to resolve a disagreement or conflict; and belief in fighting and physical aggression to resolve a disagreement or conflict. Although significant group differences were found on the two dynamic aggression scales, the magnitude of difference appeared lower than that observed on the attitudes measures. Nonetheless the pattern was the same, with crossover youth averaging higher dynamic needs scores (\bar{X} =3.63 compared to 2.47 for non-CY) and lower protective scores (\bar{X} =3.56 compared to 4.79 for non-CY).

Table 5.13. Needs and Protective Factor Scores of Crossover and Delinquency-Only Youth: Family and Community Measures

Needs Score Measure	Delinquency-Only Youth (N=351) Mean (sd)	Crossover Youth (N=349) Mean (sd)	t-value	p-value
Family, Static Needs	1.64 (1.92)	3.84 (2.72)	12.35	.00
Family, Static Protective Factors	3.24 (.92)	2.28 (1.18)	11.97	.00
Family, Dynamic Needs	4.69 (4.46)	6.26 (5.11)	4.33	.00
Family, Dynamic Protective Factors	15.28 (4.37)	12.44 (4.75)	8.24	.00
Relationships in Community, Static Needs	1.25 (.85)	1.42 (.85)	2.57	.01
Relationships in Community, Static Protective Factors	.29 (.45)	.21 (.41)	2.41	.02
Relationships in Community, Dynamic Needs	2.22 (1.82)	2.58 (1.81)	2.60	.01
Relationships in Community, Dynamic Protective Factors	3.80 (2.13)	3.59 (2.20)	1.28	.20
Neighborhood Safety, Dynamic Needs	2.63 (2.61)	3.13 (2.76)	2.49	.01
Neighborhood Safety, Dynamic Protective Factors	3.63 (1.36)	3.44 (1.49)	1.77	.08

Needs and protective measures involving family, the youth's relationships in the community, and neighborhood safety are also included in the assessment (Table 5.13). On all but one of these ten measures, significant group differences were found. The family domain included 20 items, two of which were directly related to dependency history and status – number of out-of-home and shelter care placements and history of non-delinquency citations/petitions – and several others which are often associated with child welfare involvement including the youth running away or having gotten kicked out of home; level of parental emotional support (affection, caring); number of parents/parent figures live with youth; problem history of parents/caretakers who live with youth; youth's compliance with parent's

rules; level of conflict in youth's household between members; parents provide opportunities to participate in family activities and decisions affecting the youth; problem history of siblings who live with youth; number of family member(s) youth feels close to or has good relationship with; parental view of youth's anti-social behavior; parental approach to discipline; parental approach to rewarding youth; and household members living with youth who had a history of jail/prison/detention. Other family domain items include current support network for youth's family; youth living under "adult supervision" during last three months; and annual combined income of youth and family.

The largest group difference on the four family measures was found on the static needs measure, with the average CY score (\bar{X} =3.84) nearly twice that of the non-CY group (\bar{X} =1.64), and to a lesser extent the dynamic needs measure (\bar{X} =6.26 for CY compared to 4.69 for non-CY). Crossover youth also had significantly lower static protective scores (\bar{X} =2.28 for CY compared to 3.24 for non-CY). and dynamic protective scores (\bar{X} =12.44 for CY compared to 15.28 for non-CY).

The community relationships section of the assessment tool comprised both peer and adult items, including having anti-social friends/companions; admires/emulates anti-social peers; resistance to anti-social peer influence; "romantic" or sexual relationship; and relationships with adults in the community. The same pattern of differences observed on the family measures was evident on these scales, however the magnitude of the differences was smaller. Crossover youth had higher static (\bar{X} =1.42 for CY compared to 1.25 for non-CY) and dynamic needs scores (\bar{X} =2.58 for CY compared to 2.22 for non-CY), and lower static (\bar{X} =.21 for CY compared to .29 for non-CY) and dynamic protective scores (\bar{X} =3.59 for CY compared to 3.80 for non-CY).

Dynamic needs and protective neighborhood safety measures were based on five items: safety of the youth's neighborhood; youth feels safe in the neighborhood; youth would like to move because of concerns about own or family's safety; safety of the youth's neighborhood school; and the presence of various problems in the youth's neighborhood (e.g., crime, drug selling, gang activity, abandoned buildings, etc.). The CY group had higher dynamic needs scores (\bar{X} =3.13 compared to 2.63 for non-CY); differences on the neighborhood safety protective score were marginally significant (\bar{X} =3.44 for CY compared to 3.63 for non-CY).

CINA-Based Results

It will be recalled that the analyses based on CINA court data comparing youth with dependency petitions alone and those who also have some delinquency system involvement were limited to Baltimore City youth. Analyses compared the crossover and CINA-only groups on basic demographics, types of maltreatment recorded in the case files; types, length, and number of placements; and the reasons for termination of placements.

Demographics

Substantial differences in the gender distribution of the two groups were evident, with males accounting for two-thirds (67.5%) of the crossover group, but less than half (45.7%) of the CINA-only youth (Table 5.14). This was the converse of the pattern observed in the delinquency-based comparisons, where the CY group was disproportionately female compared to the non-CY group. No group differences were found in regards to race, as the vast majority of both CY and delinquency-only youth in these Baltimore City study samples were African American.

Table 5.14. Gender, Race and Age at Filing of Crossover and CINA-Only Youth

Measure	Group Percentage or Mean (sd)		Statistic	p-value
	CINA Only (N=200)	Crossover Youth (N=200)		
Gender			$\chi^2=19.25$	.00
Male	45.7%	67.5%		
Female	54.3%	32.5%		
Race			$\chi^2=5.54$	.35
African American	85.9%	89.5%		
White	12.1%	10.0%		
Other, mixed race, or unknown	2.0%	.5%		
Age at First CINA Filing (mean years)	6.35 (4.80)	7.74 (4.91)	$t=2.88$	.00

A comparison of the age at which the first CINA case was filed showed that the crossover youth group were significantly older ($\bar{X}=7.7$ years) than the CINA-only youth ($\bar{X}=6.3$ years) at the time of filing. Well over half the CINA-only group (55.6%) had petitions filed by age five or younger, as compared to 37.9 percent of the crossover youth. In contrast, 54.7 percent of the CY group had their first CINA petition filed when they were over the age of 10, compared with 38.4 percent of the non-CY group. This finding is consistent with prior research showing that maltreatment during adolescence has a stronger association with dual involvement than maltreatment at a young age.

Table 5.15. Grounds for CINA Petition of Crossover and CINA-Only Youth

Measure	Group Mean (sd) or Percentage		Statistic	p-value
	CINA Only (N=146)	Crossover Youth (N=151)		
Number of Grounds Entered	1.40 (.66)	1.41 (.66)	$t=.12$	.91
Type of Grounds, First Entry			$\chi^2=8.25$	.08
Problems with Child	4.1%	7.3%		
Problems with Caretaker	2.7%	6.0%		
Abuse, Physical or Sexual	13.0%	19.2%		
Neglect, Drugs	67.1%	51.7%		
Neglect, Other	13.0%	15.9%		

CINA Filings and Grounds for Petitions

The number of cases where the CINA petition was withdrawn or dismissed was very similar across the two groups as 40 (20.0%) of the crossover youth and 43 (21.6%) of the CINA-only group had the petition withdrawn. Except where noted, all further analyses were limited to the 160 CY and 156

CINA-only youth who were “found CINA” with “facts sustained” at disposition. Evidence that form the basis of the CINA petition are entered in the court record. Most cases had one or two types of grounds for CINA petitions entered in the court file for individual cases. Up to three were recorded for each case and these were coded into the five general categories shown in Table 5.15.¹³

Table 5.16. Age, Length, and Types of Placement of Crossover and CINA-Only Youth

Measure	N*	Group Percentage		Statistic	p-value
		CINA Only	Crossover Youth		
Age of First CINA Placement	311	5.92 (4.51)	7.38 (4.56)	$t=2.84$	.01
Length of First Placement (years)	303	3.26 (3.36)	3.94 (4.13)	$t=1.59$	.11
Number of Placements	316	1.78 (.87)	2.17 (1.09)	$t=3.46$	.00
Total Length of Placements (years)	287	5.15 (4.62)	7.40 (5.33)	$t=3.81$	.00
First Placement Type	315			$\chi^2=10.23$	.04
Non-Relative		5.1%	1.3%		
Kinship (grandparent, other relative)		59.0%	60.4%		
Back to Parent		12.2%	8.2%		
DSS Home, Foster Home		23.7%	27.0%		
Residential Treatment		0	3.1%		

*Analytic sample sizes varied somewhat due to missing data on individual variables; there was no pattern of group differences on missing values.

Across both the CY and CINA-only groups, neglect associated with drug addiction was by far the most common type of grounds for CINA found in the record for these Baltimore City youth. There was a marginally significant difference ($p=.08$) between the groups in the type of grounds recorded in the first entry, which reflects evidence of maltreatment that was most salient to the local DSS investigators and attorney. Drug-related neglect was more common in the non-CY group, while all other categories – abuse, problems with the child or caretaker, and neglect with no specific reference to drugs (e.g., abandonment) – were found with somewhat greater frequency in the crossover group. On average, one to two types of grounds were recorded for any case, and the two study groups showed no differences in the total number recorded.

CINA Placements

Group differences in the age at which youth were assigned by the court to a placement showed the same pattern as the age of first CINA petition, with crossover youth being significantly older on average ($\bar{X}=7.4$ years) than CINA-only youth ($\bar{X}=5.9$ years) at the time of their first placement (Table 5.16). Findings on the number and length of placements were consistent with hypothesized group differences and prior literature.¹⁴ Crossover youth had significantly more placements ($\bar{X}=2.2$) than CINA-only youth

¹³ Grounds information was missing from the court record on 9 CY and 10 CINA-only youth.

¹⁴ Changes in specific out of home placements that occurred between court events are not always noted in the electronic court record, and the number of placements in DSS homes (and thus of placements in total) is likely understated. LDSS are given discretion to determine specific placements in line with court orders for a type of placement and these are not always noted to the court.

(\bar{X} =1.8) and their cumulative length of time in placement was also greater (7.4 years, compared to 5.2 years on average). The average length of the crossover group's first placement (3.9 years) was also slightly greater than that of the non-CY group (3.2 years); this difference was marginally significant ($p=.11$).

Kinship placements were by far the most common type of placements regardless of group, accounting for roughly 60 percent of the first placements for both crossover and CINA-only youth. The relationship between group membership and placement type was significant. Somewhat more non-CY were placed back with one or both parents (12.2%) compared to the CY group (8.2%) while placements in DSS homes were slightly more common among crossover youth (27.0%) compared to CINA-only youth (23.7%).¹⁵ More in the non-CY group were also placed with non-relatives (5.1%) than CY (1.3%),¹⁶ while placements in residential treatment or therapeutic foster care were more frequent for crossover youth (3.3% compared to no youth in the CINA group).

Table 5.17. Reason for Placement Termination of Crossover and CINA-Only Youth

Reason	Group Percentage*		Chi-Square	p-value
	CINA Only (N=84)	Crossover Youth (N=102)		
Behavior of Child (runaway, truancy, unspecified behavior)	9.8%	23.2%	6.15	.10
Caretaker Problem (health, can't provide care, death, unspecified problem)	29.3%	22.2%	3.47	.32
Reunification with Family	50.9%	53.5	4.26	.12
Failed Reunification	15.9%	21.2%	2.40	.30
Compliance with Permanency Plan (other than reunification)	29.3%	30.3%	.07	.97

*Percentage reflects youth with 1 or more occurrences (of up to 3 possible) of the reason given. Chi-squares were based on the non-truncated reason measure.

As noted above, across the two groups, youth averaged approximately two CINA placements between their first CINA petition and the close of data collection (February 2014). In terminating a placement, the juvenile court must specify one or more reasons for termination. Shown in Table 5.17, analyses compared the two groups on the frequency of the five most common reasons entered in the file. Chi-square tests approached significance ($p=.10$) on one of these measures. Child behavior issues, such as

¹⁵ DSS homes include residences or facilities licensed and contracted by DHR and the local DSS to serve as placements for CINA youth. They may include group homes or individual foster homes. Information in the court record was insufficient for distinguishing the types of homes used as placements by the local DSS to house youth in placements that were not with parents, relatives, or specified non-relatives (see footnote below) or treatment facilities.

¹⁶ As used here, non-relative placements are with persons with whom the child has had a pre-existing relationship but are not related by blood, marriage, or adoption; a common entry here is "godmother" or "godfather."

runaway or truancy, were cited as the basis for termination more than twice as often for crossover youth (23.2%) compared to CINA-only youth (9.8%). A slightly higher proportion in the CY group (21.2%) also had a court-ordered placement with the family fail (and thus required a new out-of-home placement) compared with CINA-only youth (15.9%).

Reunification attempts with the family were the most common basis for termination in both groups, occurring in about half the cases. Just as crossover youth had more placements generally, more also had multiple attempts at family reunification (10.1%) compared to the CINA-only group (2.4%). Virtually all family reunification attempts reflect compliance with the permanency plan established by the court. When the recorded reason reflected compliance with the youth's permanency plan but was not family reunification (e.g., terminating placement in a DSS home to live with a relative, moving to independent living), this was coded as such. The proportion of youth terminating placement due to compliance with the permanency plan or to caretaker problems was very similar across the two groups, about 30 percent.

Section 6

Discussion and Recommendations

This final section includes a summary and discussion of the findings presented in Sections 3, 4, and 5 of the report. It concludes with a consideration of the implications of the study results for advancing policies and practices to better serve crossover youth in Maryland. Priorities for expanded research on the CY population and interventions in the state are also identified. We close with some observations on relationships between study findings and the larger research literature on crossover youth.

Summary of Findings

Traversing Maryland's Dependency and Delinquency System

Information on policies and practices affecting crossover youth in Maryland was obtained through document review and interviews with 26 officials in state and local agencies. Administrators with statewide responsibilities from the Maryland Judiciary and AOC, DHR, DJS were interviewed, as were 19 persons in the five study jurisdictions.

The basic structures of the state's child welfare and juvenile justice systems and their case processing procedures were reviewed. Maryland DHR is responsible for child welfare programs and services at the state level, and local DSS agencies in each county and Baltimore City deliver these programs and services under DHR oversight. LDSS files a petition in court when an investigation indicates that the child has been abused, neglected, or suffering from a disability or disorder and the parent or guardian is unwilling or unable to give proper care and attention to the child's needs. If the facts are sustained at adjudication, the juvenile court determines if the child is "found CINA" – a Child in Needs of Assistance – and orders the least restrictive placement for the child. With regard to the state's delinquency system, compared to most other states, Maryland DJS has extensive responsibilities extending from intake through detention, probation, placement, commitment, and aftercare supervision.

Our review of state and local system processes and practices was more descriptive than evaluative. Any assessment of the actual implementation and effectiveness of the various programs and specific initiatives relevant to crossover youth in Maryland was beyond the scope of the study. Weighed against the consensus best practice literature, the descriptions and anecdotal accounts gathered in the research present a picture with preliminary signs of progress and potential against a backdrop of general inattention to this population.

State Initiatives. Characteristic of this, several initiatives implemented at the state level, while not focused specifically on crossover youth, are consistent with practices prescribed in the CY literature. The creation of the Governor's Office for Children, the state's Interagency Strategic Plan (ISP), and legislation passed in 2011 to remove structural barriers to collaboration are examples of system-change activities cited in the CY literature. The emphasis in the ISP on family and youth involvement in decision making; individualized, family-centered service delivery; prevention; early intervention; and community-based services reflects best practices in operating policies. Several interviewees mentioned that the Family Involvement Meeting (FIM), a mandated component of the state's family-centered model, often

serves to inform LDSS, DJS, and Court Appointed Special Advocates (CASA) volunteers about a dual system case, and can spur joint case planning efforts.

The state-supported network of evidence-based programs such as Multi-Dimensional Treatment Foster Care (MTFC), High Fidelity Wraparound, Home Visiting, and Multi-Systemic Therapy (MST) represent best practice efforts, as does widespread systematic use of the validated CANS strength-based needs assessment in out-of-home placement settings. Various other initiatives – Place Matters, Ready by 21, Under 13, Juvenile Detention Alternatives Initiative, Violence Prevention Initiative – while also not directed specifically at crossover youth, incorporate practices that will likely benefit those who participate in them.

Court-Appointed Special Advocates. In a broad sense, similar to these state-initiated practices, CASAs' effect on crossover youth appears mixed – potentially very beneficial, but with no explicit focus on CY, their actual impact on the population is unclear. It is evident that CASAs play a uniquely important independent role in supporting youth involved in the dependency system. Appointed by the juvenile court to advocate for CINA youth who are in out-of-home placements, CASAs have wide access to psychosocial assessments and child welfare records and make recommendations to the court based on what is perceived to be in the best interest of the child. Through observations and frequent meetings with the child, parents, and other caretakers, CASAs are usually more familiar with the child and family than others assigned to the case. Nonetheless, the information flow to CASAs on youths' delinquency processing is limited, and CASAs' overall impact on dual system youth appears inevitably bounded by their voluntary status and uncertain capacity for case coverage.

Identifying Crossover Youth. There are no state or local-level systems in place in Maryland to routinely notify persons in either the dependency or delinquency system when an active case in one system becomes involved in the other. Created by DHR in 2010, the web-based Child Safety Net Dashboard does provide LDSS and DJS staff access to identifying information about youth who have active cases in either system. State policies provide that the Dashboard be consulted at intake in either system, and in the case of DJS, also when youth are assigned to probation or aftercare. Based on the interview data, feedback on the Dashboard and its utility in identifying dual system youth is mixed, and its use varies by county. In addition to the Dashboard, DJS staff have access to the Department's ASSIST database which can now identify dual system youth. Montgomery County and Baltimore City appear to have the most standardized means of identifying such cases through their local courts' data systems. In other counties, identification depends on the initiative of the caseworker, day-to-day levels of interagency communication, or fortuitously learning from an attorney, foster parent, caretaker, or the child.

Court Models and Other Local Initiatives. One interviewee working with the state judicial agency estimated that about half of Maryland's 24 jurisdictions follow the one judge/one family model and the Baltimore City Juvenile Court has employed this approach since 2007. In Baltimore City, a child or family is assigned to appear exclusively before one judicial master who conducts both CINA and delinquency hearings. The master can utilize the experience gained with the child and with caseworkers that have been active with the case in one system to order integrated care when crossover occurs. Regarded as a best practice model for dually-involved youth, one family/one judge is also under development in Prince George's County. Local efforts in Montgomery County similarly reflect practices recommended in the CY literature. Here, LDSS and county DJS managers have established collaborative procedures where staff from each agency meet bi-weekly to review co-committed cases. Caseworkers from both agencies also have increased joint attendance at court hearings and they report stepped up

efforts to share information on these cases; plans for cost-sharing and training on dual-system youth were further noted in Montgomery County interviews. Baltimore City representatives also reported employing specific procedures to increase information sharing on active co-involved cases.

These commendable efforts appear to be in the early stages of implementation, and in many cases, are still under development. Despite creation of the Dashboard, information sharing regarding crossover youth appears to vary widely by jurisdiction and is overly reliant on informal procedures and individual initiative. Disputes over which agency assumes the lead in crossover cases were revealed in interviews with some localities, indicating that policies and procedures need to be developed or refined.

Survey of Stakeholders

The survey was targeted to persons in a wide variety of settings and agencies that are involved in creating and implementing policy and practice related to crossover youth in Maryland. Identified in consultation with the Administrative Office of the Court, and through a snowball sampling process where directors in various organizations suggested appropriate survey recipients, over 350 individuals were invited to take part in the anonymous, web-based survey. About one in three of these returned the survey, totaling 164 respondents; 120 of these returned a complete or nearly completed form (the total target sample and response rate cannot be precisely calculated since one LDSS could not specify who were recruited to participate in the survey). The final sample appeared diverse and generally representative. Local DSS caseworkers and supervisors were the largest single group of respondents, accounting for slightly more than one-third of those completing surveys, followed by the Judiciary and other court personnel, the local public defender's office, and other attorneys working with CINA and delinquency cases; DJS was somewhat under-represented. As intended, Baltimore City-based respondents were the largest jurisdictional group and Baltimore County was somewhat under-represented compared to the other jurisdictions.

Practices, Policies, and Programs. Initial survey questions addressed the extent to which widely acknowledged "best practices" were in use in the respondent's jurisdiction, and their perceived effectiveness. The most commonly reported practices included a mixture of efforts to serve and identify crossover youth, and to inform staff about them across systems. Sixty percent of the respondents said there were routine procedures employed for notifying DJS and LDSS case workers about updates regarding delinquency or CINA proceedings. Roughly similar proportions (57% to 64%) said family and multi-disciplinary team meetings were held for CY, and 64% reported that the local court used the one judge/one family model.

In important contrast to the fairly frequent use of these practices, less than one in three respondents reporting the use of more structured, formal cross-system efforts with CY. Endorsed most strongly in the current best practice literature, these include collaborative funding agreements between systems, joint attendance of LDSS and DJS caseworkers at all hearings, coordinated case supervision, joint or consolidated case plans, and using dedicated court dockets for crossover youth. When respondents rated the effectiveness of each practice in its current use locally, the majority of items averaged scores below 2 on a simple scale of 1 (low) to 3 (highly effective). The one judge, one family approach was judged the most effective practice, followed by Multidisciplinary Teams (or Family Team Meetings).

Factor analysis and scale construction procedures were applied to the 24 practice items to generate summative scales reflecting three general types of practices (coordination, agency agreements, and information sharing) and three practice settings (juvenile court, child welfare, and juvenile justice).

Scores on the scales replicated the general finding noted above, as formal interagency agreements on practices with crossover youth and sharing of information about them were reported to be infrequently used compared to other forms of coordination around case planning and supervision.

Knowledge About and Attention to Crossover Youth. On six of eight scales where respondents rated self and local stakeholder knowledge about and attention to CY, average ratings were at or below the midpoint between 1 (low/none) and 5 (very high). Two scales had scores above 3: “awareness of crossover youths’ risks and needs” and “knowledge about the issues and challenges in working with” these youth. The lowest ratings were on a question about the extent of “attention and resources given to crossover youth cases.” Lower ratings were also given to “knowledge about best practices in working with crossover youth.”

Questions soliciting perceptions about organizational expertise in working with crossover youth drew equally lukewarm responses, with more than 60 percent of them showing the level of expertise to be “moderate” to “low or none” in all seven organizations. LDSS, DJS, the Juvenile Court, and local Offices of the Public Defender all received very similar ratings, with 61 to 68 percent of the responses indicating moderate to low/no expertise on CY in these organizations. Assessments of the level of “attention and resources provided to crossover youth” by these organizations had even lower ratings than the expertise questions. DSS, DJS, Juvenile Court, and OPD were again given very similar ratings with 72 to 76 percent rated moderate to low/none in attention and resource. These ratings, nonetheless, were more favorable than those given to the state DHR, or local State’s Attorney’s Offices, schools, or police.

Collaboration, Judicial Role, and Barriers in Working with Crossover Cases. Scores on a similar 5-point scale rating level of collaboration were more favorable, with scale averages ranging from 3.1 to 3.8. Overall, the Juvenile Court was given the most points for collaboration; DSS and DJS had the same average score. Lowest of all the specific interagency collaboration scores was given to DSS-DJS. A slight majority of respondents believed that the Juvenile Court judge should be extensively involved in facilitating collaboration among agencies involved in crossover youth cases and 63 percent agreed it was the judge’s responsibility to hold agencies accountable for collaboration in crossover youth cases.

Three factors were reported by more than 90 percent of respondents to be a “major barrier” or “somewhat of a barrier” in working with crossover youth: lack of cross-training among agencies, “conflict among parties involved in crossover cases,” and “DSS and DJS have different innate philosophies in managing youth.” Perhaps indicative of the challenges of working with this population, every barrier listed in this part of the survey was rated as somewhat of a barrier or a major barrier by 40 percent or more of the respondents.

Crossover Youth in the Context of Two Systems

The absence of structured, comprehensive cross-system information sharing also poses challenges to conducting research on the crossover youth population in Maryland. To address study questions about their numbers, needs, and risk factors for delinquency, it was necessary to traverse multiple data systems maintained by different agencies for varied purposes. The two final analytic frameworks reflected the realities of data quality and availability.

For both analyses, juvenile court data were initially used to identify study samples. The primary analysis was designed to place crossover youth in the context of the delinquency system and compared (1a) youth who had delinquency petitions filed in one of the five study jurisdictions between July 2009

and June 2011; and (1b) a subset of these youth who also had CINA petitions filed at any time in the past. A second analysis was framed from the perspective of the dependency system and compared (2a) youth born between July 1991 and June 1994 who had a CINA petition filed in Baltimore City, Anne Arundel, or Baltimore County between 2003 and June 2011; and (2b) a subset of these youth who also were arrested and referred for intake to the juvenile justice system through June 2011. The detailed comparative analyses of CINA histories were limited to Baltimore City youth.

While the sampling, data collection, and primary analysis plans focused on comparisons of the crossover youth groups and the delinquency and CINA-only samples, analyses of the available data also revealed results concerning the size of the crossover youth population in the state. These findings should not be construed as prevalence estimates, as limitations to the available data precluded calculation of such estimates. In the first analysis, the percentage of crossover youth among juveniles with delinquency petitions varied from 1.4 percent to 8.2 percent across the five jurisdictions, with Baltimore City showing a proportion nearly twice that of Baltimore County and 2½ to 5½ times that found in the other counties. These overall proportions of CY are generally consistent with the anecdotal reports given in the stakeholder interviews, where most respondents expressed the belief that there were few youth in Maryland with dual system involvement. Much different figures were found when CINA-petitioned cases comprised the base. Here, the overall percentages of CY were much higher, and at 43 percent, Baltimore County's percentage approached three times that found for Baltimore City and Anne Arundel County (both around 15%). A number of reasons could explain the different findings, including that the delinquency criterion used in the latter CINA-based analysis was much less stringent (and thus more common) than that applied in the delinquency analysis.

Perhaps of more interest, the combined findings suggest that the relatively large proportion of crossover youth from Baltimore City in the delinquency population is due to the inordinately large numbers of CINA youth in the City compared to the counties, and *not* due to Baltimore City CINA-youth being at greater risk for delinquency. Youth from the City who have a CINA filing are no more likely to also show delinquency involvement than CINA-petitioned youth in Anne Arundel, and youth from both these jurisdiction appear much less likely to show dual involvement than CINA youth in Baltimore County. The relatively high rates of crossover youth shown for Baltimore County are not readily explained by other aspects of the data and deserves further analysis, and consideration by those with local expertise on the County.

Crossover Youth and Single System Youth: How Do They Differ?

Race. As is the case nationally, African American youth are over-represented in the CINA and delinquency systems in Maryland (Maryland DHR, 2011; Young et al., 2011). However, in contrast to prior studies which tend to show even greater disproportionality in crossover populations, there was no consistent pattern of race differences evident in the Maryland data. Similarly disproportionate numbers of African American youth were present in both the CY (79.5%) and delinquency-only (75.5%) groups, and in Anne Arundel and Baltimore Counties, African Americans accounted for a smaller proportion of youth in the crossover group than in the non-CY group; this difference was significant in Baltimore County. The one jurisdiction that fit the pattern cited in crossover youth literature was Montgomery County, where three-fourths (75.6%) of the CY group was African American, compared to about half (52.7%) of the non-CY group. In Baltimore City and Prince George's County, African American youth account for a very high percentage of both groups (87 to 93% in PG, 95% for both CY and non-CY in Baltimore City).

The CINA-based Baltimore City findings were limited in revealing any racial differences, given the high proportion of African American youth in both systems in the City.

Gender. The delinquency analysis revealed findings consistent with those reported in the literature, with females represented in higher proportion in the CY group (29.8%) than the delinquency-only group (20.5%). This difference of roughly 10% between the percentage that girls account for in the two groups was consistent in three of the study jurisdictions. The difference was more pronounced in Prince George's (where 37% of the 27 identified CY were female, compared to 19.2% of the non-CY group) and less so in Baltimore County (30.5% compared to 24.3% in the non-CY group). A further breakdown showed no interaction effect for race, as about three-fourths of the females in both the CY and non-CY group were African-American.

A different set of gender findings emerged from the CINA-based analysis in Baltimore City, where females accounted for more than half (54.3%) of the CINA-only group, and less than one-third (32.5%) of the CY group. The results for the non-CY group is consistent with the overall CINA population in Maryland, which is roughly split equally between females and males (Maryland DHR, 2010). The finding for the CY group may be attributable to the low threshold of delinquency used in the CINA analyses. Further analysis should explore if the proportion of females is higher among CINA youth who have delinquency filings or adjudications, possibly paralleling Halemba & Siegal's (2011) finding that the female proportion in their crossover groups increased with greater involvement in the dependency system.

Delinquency Involvement. Echoing a common finding, CY were younger at the time of their first arrest (14.5 years of age) compared to delinquency-only youth (15.0). Also consistent with prior literature, compared to youth typically seen in Maryland's juvenile justice system, youth who also have CINA involvement are engaged in that system in deeper and more chronic ways. Crossover youth have more arrests and intakes to the system, and the proportion of CY that were found delinquent and committed was 1.4 times greater than the commitment figure for the delinquency-only group. This delinquency profile of crossover youth was reinforced in the risk screening results, where CY had significantly higher scores on detention and placement measures.

With regard to charge type, past studies that show that crossover youth are more likely to have charges and adjudications for violent offenses was generally not borne out in the Maryland results. There was no difference between CY and non-CY on rates of violent felony or weapons charges, although CY did have a higher proportion of person felony and misdemeanor referrals and adjudications, as well as more drug felonies and property misdemeanors.

The higher showing on measures of detention, placement, and commitment did not accord directly with other delinquency indicators that showed no differences in the percentage of CY and non-CY who were adjudicated delinquent on a felony, and a marginal difference of just five percentage points (50.8% compared to 45.4%) in the proportion adjudicated delinquent for a misdemeanor. The magnitude of differences between CY and delinquency-only youth on the detention, placement, and commitment outcomes also outsized observed differences on charges, filings, and adjudication hearings. This pattern is likely partially attributable to crossover youth having fewer options (and/or options that are viewed by judges, prosecutors, and community supervision agents as less hospitable and secure) for pre-adjudication detention and placement in the home and community. It also at least suggests that crossover youth face more harsh responses in the delinquency system by virtue of their dependency involvement. In any event,

the finding underscores the importance of efforts to keep CINA youth from involvement in delinquency and the juvenile justice system altogether.

Family and Crossover Youth. On risk and need measures reflecting maltreatment, shelter and dependency-related placements, as well as family problems in general, crossover youth had predictably higher scores than the dependency-only group. Although CY had significantly higher dynamic family need and lower dynamic protective scores than non-CY youth, these differences were even greater on measures of static need and protective factors relating to family involvement and support.

In the CINA-based analyses, there was some further evidence that crossover youth had somewhat different and perhaps more persistent family problems than CINA youth who had no delinquency involvement. CINA filings for this latter non-CY group were more likely to be based on parental neglect related to drug use compared to the crossover group; entries in the court record for CY tended to cite abuse or neglect without reference to drugs, or some other problem with the caretaker or child. Also, placement terminations in the CY group more frequently involved failed family reunification efforts, and compared to CINA-only, crossover cases had more multiple attempts at family reunification.

The analyses of dependency cases also showed that crossover youth were older at the time of the first CINA petition and first placement than CINA-only youth. This finding is consistent with studies (e.g., Ireland et al., 2002; Stewart et al., 2008) showing that maltreatment that initiates or extends into adolescence is a predictor for delinquency and involvement in both systems.

Other Social Risk Factors and Service Needs. Compared with delinquency-only youth, CY had risk and need scores indicating more association with anti-social peers and similarly less favorable scores on both static and dynamic protective measures regarding peers, and relationships with teachers and other adults in the community. Also mirroring prior research (e.g., Dannerbeck & Yan, 2011), the needs assessment showed crossover youth tending to hold attitudes and beliefs reflecting less optimism for the future, empathy and remorse for victims, and sense of control over their own anti-social behavior. They also scored higher on an aggregate measure that reflected less tolerance for frustration, and belief in verbal and physical aggression as a means of resolving disputes.

More importantly, on less subjective measures of mental health, including having a formal diagnosis and taking or having been prescribed medication and other types treatment for mental disorders, crossover youth also scored higher. On the simplest and most straightforward of these measures, the risk screen mental health score, CY's average score was nearly 2½ times that of the delinquency-only group. Significant differences were also evident on the two static mental health measures in the needs assessment, and the dynamic mental health protective score, however these scores incorporated items on abuse and neglect.

The mental health results stand in contrast to those concerning substance abuse, where CY and delinquency-only youth had similar scores on the risk measure and all four needs and protective measures. The two groups also did not differ on risk items related to school attendance, performance or conduct, nor on the dynamic need or protective school scores in the needs assessment. CY did, however, average higher scores on the static needs measure and lower scores on the static school-related protective factors measure.

CINA-based Placement Results. Noted above, crossover youth were older than non-CY at their first CINA placement. Consistent with prior findings on placement instability, CY also had more

placements than the CINA-only group, and a longer cumulative length of time in placement. Differences in placement types were marginal, although consistent with the literature, with crossover youth somewhat less likely to be placed back with a parent and more likely to be placed in a DSS home. Unfortunately, the court record was not sufficiently detailed or explicit to distinguish between foster homes and group homes. The groups differed on the reasons given for terminating placements, with more CY terminations attributed to child behavior issues (runaway, truancy), and slightly more CY having a family placement fail (requiring a new placement).

Synthesis of Findings, Implications, and Recommendations

Improving Maryland Practices. The most notable finding from the review of state and local practices is the absence of any major initiatives in Maryland focused specifically on crossover youth. Although the interviews and an extensive document review revealed there to be a number of evidence-based and promising policies and practices targeted to youth in the state's dependency and delinquency systems, with the exception of a few nascent local efforts, none targeted youth dually involved in these systems. Questions about the level of attention and resources directed to CY in local jurisdictions received among the lowest ratings of any items on the stakeholder survey, with scores averaging closer to low/none than high/very high. About two-thirds of survey respondents rated attention and resources devoted to CY by LDSS, DJS, and the juvenile court as moderate to low/none.

The prevailing practice regarding notification and interagency case planning and review with crossover youth involves informal coordination and collaboration, often relying on the initiative of case workers assigned to the case. On the one hand, of those who felt capable to answer these survey questions, collaboration on notification and case management was reported to occur in the majority of CY cases. On the other, about 40 percent of those who answered these questions said there was no regular collaboration between systems on these matters, and another 40 percent of all the respondents said they did not know enough to answer the questions. Perhaps most importantly, those who did answer the questions – including those who reported there to be collaboration on notification and case management – still rated these efforts as generally ineffective.

There is a consensus need for focused efforts on the CY population. There are several practices already in use in the state that should be expanded and made systematic and routine. One judge/one family is widely viewed as a more effective means of managing dual-system cases in the juvenile court. Leadership and direction on the part of the judge was appreciated by survey respondents and interviewees and, together with the relative absence of formal, structured procedures for cross-system collaboration, greater judicial leadership would seem a welcome and effective means of filling this need. Incipient efforts in a few jurisdictions around joint case planning, review, and attendance in hearings should continue, be made a standard practice, and expanded to other jurisdictions. These efforts can build on the statewide ISP and particularly Family Involvement Meetings and other interdisciplinary venues as a means of engaging families and crossing system boundaries. Widely regarded as effective advocates that also cross boundaries in the best interests of the child, CASA should make CY a priority (along with other high-risk populations, such as those aging out of the system and LGBT youth). CASAs should be afforded means of routinely identifying and becoming assigned to co-committed cases. Resistance to use of the Dashboard for dual-system identification and communications should be investigated and resolved. The state should consider allocating publicly-funded slots in evidence-based programs such as MTFC, Wraparound, and MST to active dual-system youth and specifically encourage their use with these cases.

In a more general sense, more specific efforts should be made to build both state and local knowledge about crossover youth. There was a high level of agreement and acknowledgment that crossover youth have unique needs and risks, and that they pose significant challenges for those working with them. There was also a consensus admission among survey respondents that both they and other stakeholders in their jurisdiction had little knowledge about best practices for this population. About two in three respondents rated expertise in all three sectors – LDSS, DJS, the Judiciary – as low to moderate. The state should address the need – specifically identified in the survey as a major barrier to working with CY – for cross-training on this population. Practitioners should be given tools and guidance for addressing another widely perceived barrier, conflict among parties involved in dual-system cases. Leadership at the highest levels should also take on the need to resolve ongoing differences between LDSS and DJS regarding responsibilities and communication in co-committed cases – a need acknowledged by both interviewees and survey respondents.

Implications of Comparative Analysis Results for Practice Improvement and Future Research. A key finding from the quantitative analyses of court, DJS, and CINA data is that the comparatively high proportion of crossover youth from Baltimore City appears to be due to the large numbers of CINA youth in this jurisdiction and *not* because CINA involvement in the City makes these youth more prone to delinquency compared with CINA-involved youth in other jurisdictions. More research and local expertise is needed to explore a related finding, that youth with CINA filings in Baltimore County are more likely to have delinquency involvement compared to CINA youth in Baltimore City and Anne Arundel County. Additional data and analyses on pathways – the timing and direction of cross-system involvement – is needed in the state. Jurisdictional comparisons will require larger study samples that originate in each of the two systems.

Results from the delinquency and risk and needs analyses underscored the importance of attention to the mental health treatment needs of crossover youth in the state. Although an absence of protective factors and high needs were identified among CY in several areas, preventing, anticipating, and responding to mental health problems stood out as a priority. A few other findings on risk factors emerged as notable from the CINA-based comparisons. Youth from families with maltreatment histories that are *not* drug-related appear more prone to delinquency than CINA-youth who experience drug – related neglect or abuse. Consistent with findings from prior research, the Maryland findings indicate particular consideration should be paid to youth who enter CINA at a later age and (at the risk of stating the obvious) those with placement stability and family reunification problems.

Attention and additional research is also called for to address the finding that crossover youth in Maryland experience juvenile justice system responses – detentions, placements, commitments – which appear to exceed their delinquency record. More detailed pathway-related assessments and multivariate analyses are needed to confirm and expand on these results. To the extent they are upheld, the findings reinforce the need to develop more and better home and community-based detention options for dual-system youth. Efforts with CINA youth must focus on preventing delinquency crossover and for those who do, to reduce reliance on pre-adjudication detention and out-of-home placements. DJS should also investigate how the risk and needs assessment scoring may contribute to detention and commitment recommendations simply by virtue of the child’s maltreatment and dependency system background.

Contributions to Crossover Youth Research. The Maryland findings varied somewhat from some published literature that showed greater risk of substance abuse, school performance and attendance problems, and a tendency toward violent offenses – these were not evident in the present study cohorts.

Crossover youth did, though, show some static school performance problems and a tendency to less serious person offenses, drug felonies, and property misdemeanors. Findings related to gender were not entirely consistent with prior literature, as dependency cases that also had delinquency involvement were less likely to be female compared to the CINA-only youth. The delinquency-based results did comport with convention, with more females in the crossover group compared to delinquency-only youth.

Findings on race were also inconsistent and thus not fully in accord with prior results. One jurisdiction did fit the profile of greater disproportionality by youth of color in the CY group, however another jurisdiction showed the opposite (i.e., proportionately fewer African Americans in the CY group compared to delinquency-only) and three others showed no differences. The fact that two of these latter three jurisdictions are heavily majority minority may account for the absence of a race finding in them. One possible explanation for the other two jurisdictions that did not fit the prior research profile is that they both have comparatively large mid to lower-SES white populations. The interactive effects of race and SES on the chances of dual-system involvement deserves additional research.

For the most part the present study replicated and extended findings reported in prior studies on the CY population. Results regarding comparatively early and more chronic delinquency involvement were upheld, as were risk and needs domains involving mental health, family, peer and adult relationships. The CINA-based analyses also replicated prior findings regarding later dependency involvement, placement instability and length, and more persistent family problems. The finding regarding drug-related maltreatment is new to our knowledge. Similarly some of the detailed findings from the risk and needs assessments, including findings on protective factors and distinctions between static and dynamic needs and protective factors have not generally been available and presented previously. Together, results of the present study should bring urgency to the state's response to the unique needs and vulnerabilities of crossover youth.

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Appendices

Appendix A

State Agency Documents Reviewed

Agency	Document Title	Date	URL
Maryland Children's Cabinet	<i>Maryland's Ready by 21 Action Plan</i>	2009	http://forumfyi.org/files/RB_21_Leadership_Team_Action_Plan.pdf
Maryland Department of Human Resources	<i>Place Matters</i>	2014	http://www.dhr.state.md.us/blog/?page_id=7864
	<i>Ready By 21</i>	2014	http://mdconnectmylife.org/dhrx/ready-by-21/
	<i>Montgomery County Maryland Child Welfare Services 2013 Annual Report</i>	2013	http://www.montgomerycountymd.gov/HHS/Resources/Files/Reports/2013%20DHHS%20CWS%20Annual%20Report-FINAL%20(9-27-13).pdf
	<i>Title IV-B Child and Family Services Plan 2013 Annual Progress and Services Report</i>	2013	https://www.dhr.state.md.us/documents/Data%20and%20Reports/SSA/2013%20Child%20and%20Family%20Annual%20Progress%20and%20Services%20Report/2013.MD.APSR.pdf
	<i>Child Welfare Results Report</i>	2010	https://www.dhr.state.md.us/documents/Data%20and%20Reports/SSA/2010%2003%20Child-Welfare-Results-Report-Data-Mar2010.pdf
	<i>SSA Policy Directive 10-24</i>	2010	https://www.dhr.state.md.us/documents/SSA%20Policy%20Directives/Child%20Welfare/SSA%2010-24%20DJS%20and%20DHR%20Dually%20Involved%20Youth%20Populations.pdf
Maryland Department of Juvenile Services	<i>Department of Juvenile Services Initiatives</i>	2014	http://www.djs.state.md.us/initiatives.asp
	<i>Process Flowchart</i>	2014	http://djs.maryland.gov/drg/Sections/DJS%20Process%20Flowchart_2013.pdf
	<i>Data Resource Guide: Fiscal Year 2013</i>	2013	http://www.djs.state.md.us/drg/Full_DRG_With_Pullouts_2013.pdf
	<i>"The Doors to Detention" A Study of Baltimore City Detention Utilization</i>	2012	http://www.djs.state.md.us/docs/Baltimore%20City%20Detention_Utilization_Report_Print.pdf
Maryland Governor's Office for Children	<i>The Maryland Child and Family Services Interagency Strategic Plan: Implementation Work Plan</i>	2012	https://goc.maryland.gov/wp-content/uploads/sites/8/2014/07/IMPLEMENTATION-PLAN-CCRT-Sep-2012.pdf
	<i>House Bill 840: Children, Youth and Families – Services to Children with Special Needs</i>	2011	https://goc.maryland.gov/wp-content/uploads/sites/8/2014/04/HB840_Fact_Sheet.pdf
	<i>The Maryland Child and Family Services Interagency Strategic Plan</i>	2008	https://goc.maryland.gov/wp-content/uploads/sites/8/2014/07/The-Maryland-Child-and-Family-Services-Interagency-Strategic-Plan.pdf
Maryland Judiciary	<i>Juvenile Court in Maryland</i>	2014	http://www.courts.state.md.us/publications/pdfs/juvenile.pdf
Maryland StateStat	<i>DJS Meeting Summaries: March 4, 2014; December 20, 2013; November 8, 2013; September 27, 2013</i>	2013, 2014	http://www.statestat.maryland.gov/reports.html

Appendix B

Crossover Youth Survey

Crossover Youth Stakeholder Survey

PURPOSE: This survey asks about your views on practices and agency collaboration involving youth with current delinquency charges who also have past or present involvement in the child welfare system (“crossover youth”). The survey will take 20 to 45 minutes to complete.

TERMS AND DEFINITIONS: For the purposes of this survey, please use the following definitions for key terms:

CROSSOVER YOUTH - refers to juveniles who have an active delinquency petition filed in a Maryland Juvenile Court and who are currently or were previously involved in the CINA system.

STAKEHOLDERS - refer to people like yourself working in the Court or in agencies or organizations who encounter and engage with youth involved in the child welfare or juvenile justice systems.

DSS - refers to local Departments of Social Services, including the Department of Health and Human Services (DHHS) in Montgomery County.

CONFIDENTIALITY - Your participation in the survey is completely voluntary. While we ask that you answer each of the questions, you may choose not to answer any questions you do not wish to answer. All of the answers you provide to the survey will be treated as confidential, and any results will be combined with the results from other respondents and presented in such a way that no individual will be identifiable. Survey responses will be downloaded from Survey Monkey by designated research personnel and stored on password-protected computers.

CONTACT: This research is a result of a partnership between the Maryland Judiciary and the University of Maryland Institute for Governmental Service and Research, College Park. If you have any questions about the project itself, please contact the principal investigator, _____, via email at _____ or at _____ or the project supervisor at the Administrative Office of the Courts (AOC), _____, via email at _____ or at _____. If you have questions about your rights as a research subject or wish to report a research-related injury or problem, please contact the University of Maryland's Institutional Review Board Office via email at _____.

NOTE: You can save your survey and come back to it at a later time; however, you must complete a page and then click to the next page to save your responses. If you stop in the middle of a page and come back later, the responses on that page are erased.

By clicking the “NEXT” button below, you consent to participate in this research.

ABOUT YOU

1. For which agency do you work?

- 1 ☐ The courts
- 2 ☐ Private law firm
- 3 ☐ State's Attorney's Office (SAO)
- 4 ☐ Office of the Public Defender (OPD)
- 5 ☐ Department of Human Resources (DHR)
- 6 ☐ Department of Social Services (DSS) or Montgomery County DHHS
- 7 ☐ Department of Juvenile Services (DJS)
- 8 ☐ Local police
- 9 ☐ Public school system
- 10 ☐ CASA
- 11 ☐ Other (Please specify): _____

2. Which of the following titles best describes your job?

- 1 ☐ Judge
- 2 ☐ Master
- 3 ☐ Attorney
- 4 ☐ Juvenile Court Administrative staff
- 5 ☐ Agency Executive Staff
- 6 ☐ Agency Supervisory Staff
- 7 ☐ Case worker
- 8 ☐ Social worker
- 9 ☐ CASA volunteer/staff
- 10 ☐ Other (Please specify): _____

3. Are your day-to-day responsibilities specific to a single jurisdiction or to the state as a whole?

- 1 ☐ Single jurisdiction
- 2 ☐ State as a whole
- 3 ☐ Multiple jurisdiction (not statewide)

4. In which jurisdiction do you work?

- 1 ☐ Baltimore City
- 2 ☐ Anne Arundel County
- 3 ☐ Baltimore County
- 4 ☐ Montgomery County
- 5 ☐ Prince George's County

5. How long have you worked at your current position?

- 1 ☐ less than 2 years
- 2 ☐ 2 – 4 years
- 3 ☐ 5 – 7 years
- 4 ☐ 8 – 10 years
- 5 ☐ over 10 years

Reminder: Throughout this survey, the term “crossover youth” refers to juveniles who have an active delinquency petition filed in a Maryland Juvenile Court and who are currently or were previously involved in the CINA system. DSS refers to local Departments of Social Services, including in Montgomery County the Department of Health and Human Services (DHHS).

PRACTICES, POLICIES & PROGRAMS

6. Please indicate whether each of the following practices or policies is being used for cases involving CROSSOVER YOUTH in your jurisdiction. IF the practice or policy exists, please also rate its effectiveness. (Check ONE for “Operates in My Jurisdiction” and ONE for “Effectiveness,” if applicable)

	Operates in My Jurisdiction			Effectiveness		
	Yes	No	Not Sure	Not Effective	Somewhat Effective	Very Effective
Routine procedure employed at DJS intake to determine has an active CINA case	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Procedures for routinely notifying DSS social worker upon new delinquency charge or updates in delinquency case	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Procedures for routinely notifying DJS case manager regarding updates in CINA case	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Family or multi-disciplinary meetings aimed at diverting youth from the juvenile justice system	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Coordinated use of validated youth risk/needs assessments between DSS and DJS	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Determination by DSS social worker and DJS case manager regarding which agency should take the lead	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>

	Operates in My Jurisdiction			Effectiveness		
	Yes	No	Not Sure	Not Effective	Somewhat Effective	Very Effective
Joint or consolidated case plans between DSS and DJS	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Coordinated case supervision between DSS and DJS	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Multidisciplinary Teams (or Family Team Meetings) are used to prepare case plans and review case progress	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Dedicated court dockets for crossover youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
One master/judge, one family approach	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Combined CINA/delinquency hearings for cases involving crossover youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Court orders that include instructions for both DSS and DJS	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
The same attorney represents the youth in both child welfare and delinquency matters	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
DSS social worker and DJS case worker are present at all hearings	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Efforts to reduce the use of group care for crossover youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
If permanency is not possible for crossover youth, efforts are made to identify caring adults who may serve as support networks to the youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Independent living services are provided to crossover youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Written memorandum of agreement or understanding between child welfare and juvenile justice agencies to communicate, share data, and coordinate on crossover cases	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>

	Operates in My Jurisdiction			Effectiveness		
	Yes	No	Not Sure	Not Effective	Somewhat Effective	Very Effective
Collaborative funding agreements between local child welfare and juvenile justice systems	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Electronic information system shared between DJS and DSS	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
DSS' management information system specifically identifies and tracks crossover youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
DJS' management information system specifically identifies and tracks crossover youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
The courts' management information system specifically identifies and tracks crossover youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>

7. Please specify if your jurisdiction has a program or practice that specifically targets CROSSOVER YOUTH that is not listed above.

8. To what extent are the following evidence-based practices used with CROSSOVER YOUTH in your jurisdiction? (Check one for each row)

	None of the time	Rarely	Some of the time	Most/All of the time	I Don't Know
Multi-Systemic Therapy (MST)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>
Functional Family Therapy (FFT)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>
Wraparound Services	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>
Treatment Foster Care (TFC)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>
Multi-Dimensional Therapeutic Foster Care (MDTFC)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>
Other cognitive-behavioral interventions	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>
Other (please specify): _____		2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>

TRAINING FOR CROSSOVER YOUTH CASES

9. Please indicate the degree to which the following personnel participate in cross-training on issues related to CROSSOVER YOUTH in your jurisdiction. (Check **ONE** for “Availability of Training” and **ONE** for “Participation in Training”)

	Availability of Training			Participation in Training		
	Training Available	Training Not Available	I Don't Know	Never	Sometimes	Always
Defense attorneys	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
State's attorneys	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
DSS attorneys	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Judges/Masters	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
Juvenile Court administrative staff	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
DJS case managers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
DSS social workers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
CASA volunteers/staff	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>

Other key personnel (please specify): _____

Reminder: Throughout this survey, the term “crossover youth” refers to juveniles who have an active delinquency petition filed in a Maryland Juvenile Court and who are currently or were previously involved in the CINA system. DSS refers to local Departments of Social Services, including in Montgomery County the Department of Health and Human Services (DHHS).

CROSSOVER YOUTH POPULATION & PRIORITIES

10. Before you were asked to complete this survey, were you familiar with the term “crossover youth”? (Check one)

¹ ☐ Yes

² ☐ No

11. Using the scale shown, please rate the following. (Check one for each row)

	None	Low	Moderate	High	Very High
Your own...					
...awareness of crossover youths’ risks and needs	¹ <input type="checkbox"/>	² <input type="checkbox"/>	³ <input type="checkbox"/>	⁴ <input type="checkbox"/>	⁵ <input type="checkbox"/>
...knowledge about issues and challenges in working with crossover youth	¹ <input type="checkbox"/>	² <input type="checkbox"/>	³ <input type="checkbox"/>	⁴ <input type="checkbox"/>	⁵ <input type="checkbox"/>
...knowledge about best practices in working with crossover youth	¹ <input type="checkbox"/>	² <input type="checkbox"/>	³ <input type="checkbox"/>	⁴ <input type="checkbox"/>	⁵ <input type="checkbox"/>
...attention and resources given to crossover youth cases	¹ <input type="checkbox"/>	² <input type="checkbox"/>	³ <input type="checkbox"/>	⁴ <input type="checkbox"/>	⁵ <input type="checkbox"/>

12. Using the scale shown, please rate the following. (Check one for each row)

	None	Low	Moderate	High	Very High	I Don’t Know
Local stakeholders’...						
...awareness of crossover youths’ risks and needs	¹ <input type="checkbox"/>	² <input type="checkbox"/>	³ <input type="checkbox"/>	⁴ <input type="checkbox"/>	⁵ <input type="checkbox"/>	⁰ <input type="checkbox"/>
...knowledge about issues and challenges in working with crossover youth	¹ <input type="checkbox"/>	² <input type="checkbox"/>	³ <input type="checkbox"/>	⁴ <input type="checkbox"/>	⁵ <input type="checkbox"/>	⁰ <input type="checkbox"/>
...knowledge about best practices in working with crossover youth	¹ <input type="checkbox"/>	² <input type="checkbox"/>	³ <input type="checkbox"/>	⁴ <input type="checkbox"/>	⁵ <input type="checkbox"/>	⁰ <input type="checkbox"/>
...attention and resources given to crossover youth cases	¹ <input type="checkbox"/>	² <input type="checkbox"/>	³ <input type="checkbox"/>	⁴ <input type="checkbox"/>	⁵ <input type="checkbox"/>	⁰ <input type="checkbox"/>

13. To the best of your knowledge, please rate the following agencies in terms of their EXPERTISE in working with CROSSOVER YOUTH in your jurisdiction. (Check one for each row)

	None	Low	Moderate	High	Very High	I Don't Know
Department of Social Services (DSS)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Department of Juvenile Services (DJS)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Local Schools and School Administration	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Juvenile Court	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Private law firms	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
State's Attorney's Office (SAO)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Office of the Public Defender (OPD)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Local police	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>

14. To the best of your knowledge, please rate the following agencies in terms of the ATTENTION and RESOURCES they provide to CROSSOVER YOUTH in your jurisdiction. (Check one for each row)

	None	Low	Moderate	High	Very High	I Don't Know
Department of Human Resources (DHR)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Department of Social Services (DSS)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Department of Juvenile Services (DJS)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Local Schools and School Administration	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Juvenile Court	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Private law firms	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
State's Attorney's Office (SAO)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Office of the Public Defender (OPD)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Local police	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>

COLLABORATION ACROSS AGENCIES & SYSTEMS

15. To the best of your knowledge, please indicate the extent to which you agree or disagree with the following statements regarding interagency collaboration around CROSSOVER YOUTH cases in your jurisdiction. (Check one for each row)

	Strongly Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Strongly Agree	I Don't Know
<i>In working with crossover youth, DJS collaborates closely with:</i>						
Department of Human Resources (DHR)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Department of Social Services (DSS)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Juvenile Court	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Office of the Public Defender (OPD)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
State's Attorney's Office (SAO)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Private law firms	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
CASA volunteers/staff	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Schools, educational providers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Mental health service providers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Substance abuse treatment providers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>

16. To the best of your knowledge, please indicate the extent to which you agree or disagree with the following statements regarding interagency collaboration around CROSSOVER YOUTH cases in your jurisdiction. (Check one for each row)

	Strongly Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Strongly Agree	I Don't Know
<i>In working with crossover youth, DSS collaborates closely with:</i>						
Department of Juvenile Services (DJS)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Juvenile Court	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>

	Strongly Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Strongly Agree	I Don't Know
Office of the Public Defender (OPD)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
State's Attorney's Office (SAO)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Private law firms	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
CASA volunteers/staff	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Schools, educational providers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Mental health service providers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Substance abuse treatment providers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>

17. To the best of your knowledge, please indicate the extent to which you agree or disagree with the following statements regarding interagency collaboration around CROSSOVER YOUTH cases in your jurisdiction. (Check one for each row)

	Strongly Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Strongly Agree	I Don't Know
<i>In working with crossover youth, the courts collaborate closely with:</i>						
Department of Juvenile Services (DJS)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Department of Human Resources (DHR)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Department of Social Services (DSS)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Office of the Public Defender (OPD)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
State's Attorney's Office (SAO)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Private law firms	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
CASA volunteers/staff	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Schools, educational providers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>
Mental health service providers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>

	Strongly Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Strongly Agree	I Don't Know
Substance abuse treatment providers	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	0 <input type="checkbox"/>

ROLE OF THE JUDICIARY

18. In your view, what role should the Judiciary play in facilitating collaboration in crossover youth cases? (Check one)

- 1 ☐ No involvement
 2 ☐ Minor involvement
 3 ☐ Moderate involvement
 4 ☐ Extensive involvement

19. To what extent is it a judge's responsibility to hold agencies accountable for collaborating in crossover cases? (Check one)

- 1 ☐ Not a judge's responsibility
 2 ☐ Somewhat a judge's responsibility
 3 ☐ Major responsibility
 4 ☐ I don't know

20. In your jurisdiction, do judges provide joint family and delinquency court orders that include explicit directions for which agency (DSS/DHHS or DJS) should take the lead in a crossover case? (Check one)

- 1 ☐ Yes
 2 ☐ No
 3 ☐ I don't know

21. In your jurisdiction, do you believe it would be helpful if court orders included explicit directions for which agency (DSS/DHHS or DJS) should take the lead in a crossover case? (Check one)

- 1 ☐ Yes
 2 ☐ No
 3 ☐ I don't know

22. In your jurisdiction, do judges' orders include explicit directions for interagency collaboration activities in crossover cases, such as holding Family Team Meetings or pre-hearing conferences? (Check one)

- 1 ☐ Yes
 2 ☐ No
 3 ☐ I don't know

23. In your jurisdiction, do you believe it would be helpful if court orders included explicit directions for interagency collaboration activities in crossover cases, such as holding Family Team Meetings or pre-hearing conferences? (Check one)

- 1 ☐ Yes
 2 ☐ No
 3 ☐ I don't know

BARRIERS

24. Please indicate the extent to which the following serve as barriers to effectively handling CROSSOVER YOUTH cases in your jurisdiction. (Check one for each row)

	Not a Barrier	Somewhat of a Barrier	A Major Barrier	I Don't Know
DSS and DJS duplicating efforts in crossover cases	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
Lack of cross-training on crossover cases	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
Presence of numerous parties in crossover cases	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
Conflict among parties involved in crossover cases	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
Lack of judicial direction in crossover cases	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
DJS and DSS have different innate philosophies in managing youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
DJS' more restrictive and punitive orientation to managing youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
Reluctance of DSS to work with delinquent youth	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
The number of crossover youth in my jurisdiction is too small to generate concern among stakeholders	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
In my jurisdiction, crossover youth are a low priority due to the attention given to other, more urgent matters	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>

	Not a Barrier	Somewhat of a Barrier	A Major Barrier	I Don't Know
My jurisdiction lacks the resources to make crossover youth cases a priority	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
We have the resources, but not enough of them are devoted to crossover youth cases	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>

25. What do you consider to be the most challenging obstacles in working with crossover youth?

26. Are there other stakeholders who work with crossover youth whom you believe we should contact to participate in the survey? Please provide their names and contact information below. (Note that we cannot be sure who will ultimately be included in this research. Strict procedures will be followed to ensure that any names you provide will remain confidential. Please indicate if you do not want us to use your name if we contact these individuals.)

RESPONDENT INFORMATION

27. What is the highest academic degree you hold? (Check one)

- 1 ☐ HS diploma 2 ☐ Associates
 3 ☐ Bachelor's 4 ☐ Master's
 5 ☐ J.D. or L.L.M. 6 ☐ PhD
 7 ☐ Other (Specify) _____

28. How would you describe yourself? (Check all that apply)

- 1 ☐ White 2 ☐ Black or African-American
 3 ☐ White and Hispanic/Latino 4 ☐ Black or African American and Hispanic/Latino
 5 ☐ Asian/Pacific Islander 6 ☐ American Indian/Alaska Native
 7 ☐ Other (Specify): _____

29. What is your age? (*Check one*)

- 1 ☐ 20 - 29
- 2 ☐ 30 - 39
- 3 ☐ 40 - 49
- 4 ☐ 50 - 59
- 5 ☐ 60 or over

30. What is your gender? (*Check one*)

- 1 ☐ Male
- 2 ☐ Female

Appendix C

DJS MCASP Risk and Needs Assessment

MCASP Risk Screen: Delinquency History Score	
Item	Score
1. Age at First Offense: The age at the time of the offense for which the youth was referred to DJS for the first time on a misdemeanor or felony.	0=Over 16 1=16 2=15 3=13 to 14 4=Under 13
2. Misdemeanor Referrals: Total # of referrals in which the most serious offense was a misdemeanor.	0=One or fewer 1=Two 2=Three or four 3=Five or more
3. Felony Referrals: Total # of referrals in which the most serious offense was a felony.	0 - None 2=One 4=Two 6=Three or more
4. Weapon Referrals: Total # of referrals in which the most serious offense includes the possession or use of a firearm or explosive.	0=None 1=One or more
5. Against-person misdemeanor referrals: Total # of referrals in which the most serious offense was an against-person misdemeanor (involving threats, force, or physical harm to another person such as assault, sex, coercion, harassment, obscene phone call, etc.)	0=None 1=One 2=Two or more
6. Against-person felony referrals: Total # of referrals for an against-person felony (involving force or physical harm to another person such as homicide, murder, manslaughter, assault, rape, sex, robbery, kidnapping, domestic violence, harassment, criminal mistreatment, intimidation, coercion, obscene harassing phone call, etc.)	0=None 2=One or two 4=Three or more
7. Sexual misconduct misdemeanor referrals: Total # of referrals for which the most serious offense was a sexual misconduct 4 th degree misdemeanor.	Not scored, info only
8. Felony sex offense referrals: Total # of referrals for a felony sex offense – first, second, or third degree.	Not scored, info only
9. Detention: # of times a youth served at least one day confined in detention under a detention order.	0=None 1=One 2=Two 3=Three or more
10. Placement: # of times a youth served at least one day in placement under commitment to DJS (including pending placement in a detention facility).	0=None 2=One 4=Two or more
11. Escapes: Total # of referrals for escape.	0=None 1=One 2=Two or more
12. Failure to appear in court warrants: Total # of failures-to-appear in court that resulted in a warrant being issued. Exclude failure-to-appear warrants for non-criminal matters.	0=None 1=One 2=Two or more
MAXIMUM SCORE	31 Total

Item	Score
1. Youth's <u>current</u> school enrollment status, regardless of attendance. <input type="checkbox"/> Not applicable <input type="checkbox"/> Graduated/GED <input type="checkbox"/> Enrolled full-time <input type="checkbox"/> Enrolled part-time <input type="checkbox"/> Suspended <input type="checkbox"/> Dropped out <input type="checkbox"/> Expelled	0=None of the following below apply 1=Enrolled (part- or full-time); <u>and</u> Misconduct reported but no police calls; <u>or</u> Some full-day unexcused absences; <u>or</u> Failing some classes ("C" or "D" average with one or more "F"s). 2=Enrolled (part- or full-time); <u>and</u> Calls to police; or Truancy petition or equivalent; <u>or</u> Failing most classes (mostly D's and F's). 2=Dropped out, expelled or suspended
2. Youth's school conduct, last 3 months. <i>Check all that apply.</i> <input type="checkbox"/> Not applicable (includes home schooled) <input type="checkbox"/> Recognition of good school behavior <input type="checkbox"/> No school conduct problems <input type="checkbox"/> Conduct problems reported by teachers <input type="checkbox"/> Calls to parents about conduct <input type="checkbox"/> Calls to police about conduct	
3. Youth's attendance in last 3 months. <input type="checkbox"/> Not applicable (includes home schooled) <input type="checkbox"/> Good attendance; few excused absences <input type="checkbox"/> No unexcused absences <input type="checkbox"/> Some partial-day unexcused absences <input type="checkbox"/> Some full-day unexcused absences <input type="checkbox"/> Chronic full-day unexcused absences or youth is currently dropped out	
4. Youth's academic performance in the most recent school term. <input type="checkbox"/> Not applicable <input type="checkbox"/> A average <input type="checkbox"/> B average <input type="checkbox"/> C average, No F's <input type="checkbox"/> C or D average, with one or more F's <input type="checkbox"/> Mostly D's and F's	
5. Current friends/companions youth actually spends time with-last 3 months. <i>Check all that apply.</i> <input type="checkbox"/> No consistent friends or companions <input type="checkbox"/> Pro-social friends <input type="checkbox"/> Anti-social friends <input type="checkbox"/> Gang member/associate	1=No consistent friends or Both pro- and anti-social friends 2=Only negative, anti-social friends 3=Gang member/ associate
6. Number of out-of-home and shelter care placements lasting more than 30 days (youth's lifetime). <input type="checkbox"/> No placements ever <input type="checkbox"/> 1 placement <input type="checkbox"/> 2 placements <input type="checkbox"/> 3 or more placements	0=No placements ever 1=1 or more placements

7. Number of times youth has either run away <u>or</u> gotten kicked out of home (Incidents across lifetime) <input type="checkbox"/> No incidents <input type="checkbox"/> 1 incident <input type="checkbox"/> 2 or 3 incidents <input type="checkbox"/> 4 or 5 incidents <input type="checkbox"/> 6 or more incidents	0=No incidents 1=1 incident 2=2 or more incidents
8. Current household members with history of jail/prison/detention. Check all members that apply or check "None". <input type="checkbox"/> Not applicable <input type="checkbox"/> None <input type="checkbox"/> Mother/female caretaker <input type="checkbox"/> Father/male caretaker <input type="checkbox"/> Older sibling <input type="checkbox"/> Younger sibling <input type="checkbox"/> Other member	0=N/A or None 1=Any family member with jail/prison history
9. Youth's current compliance with parent's rules. <input type="checkbox"/> Not applicable <input type="checkbox"/> Youth usually obeys rules <input type="checkbox"/> Youth sometimes obeys rules <input type="checkbox"/> Youth consistently disobeys, is hostile to parental authority	0=N/A or usually obeys 1=Sometimes obeys 2=Consistently disobeys
10. Alcohol/drug use disrupts <u>current</u> functioning. Check "No disruption" or check all that apply. <input type="checkbox"/> No disruption/not applicable <input type="checkbox"/> Alcohol/drug causing family conflict <input type="checkbox"/> Alcohol/drug disrupting education <input type="checkbox"/> Alcohol/drug causing health problems <input type="checkbox"/> Alcohol/drug interfering with keeping pro-social friends <input type="checkbox"/> Alcohol/drug contributing to criminal behavior	0=N/A or No disruption 2=Any alcohol or drug disruption/problem
11. Victim of physical abuse during lifetime. Check all that apply. <input type="checkbox"/> No, not a victim of physical abuse <input type="checkbox"/> Yes, abused by family member <input type="checkbox"/> Yes, abused by someone outside the family	0=No, not a victim of physical abuse or sexual abuse 1=Yes, sexually or physically abused by anyone
12. Victim of neglect during lifetime. <input type="checkbox"/> Not a victim of neglect <input type="checkbox"/> Victim of neglect	0=No 2=Yes
13. Youth diagnosed with or treated for a mental health problem (ever in lifetime). Such as schizophrenia, bi-polar, anxiety, depression, personality and other diagnosed disorders. <u>Exclude</u> substance abuse, conduct disorder, oppositional defiant disorder, ADD/ADHD and special education needs. Confirm by a professional. <input type="checkbox"/> No history of mental health problem(s) <input type="checkbox"/> Diagnosed with mental health problem(s); no treatment/meds prescribed <input type="checkbox"/> Only mental health medication prescribed <input type="checkbox"/> Only mental health treatment prescribed <input type="checkbox"/> Both mental health medication and treatment prescribed	0=No history of mental health problem(s) 1=Diagnosed, no treatment/meds prescribed; <u>OR</u> Only meds prescribed; <u>OR</u> Only treatment prescribed; <u>OR</u> Both meds and treatment prescribed.
MAXIMUM SCORE	17 Total

Appendix D

DJS MCASP Risk and Needs Assessment Scoring

Table 1. Delinquency History Scores (Domain 1)	
Item	Delinquency History Score
1. Age at First Offense: The age at the time of the offense for which the youth was referred to DJS for the first time on a misdemeanor or felony.	0=Over 16 1=16 2=15 3=13 to 14 4=Under 13
2. Misdemeanor Referrals Total number of referrals in which the most serious offense was a misdemeanor.	0=One or fewer 1=Two 2=Three or four 3=Five or more
3. Felony Referrals: Total number of referrals in which the most serious offense was a felony.	0=None 2=One 4=Two 6=Three or more
4. Weapon Referrals: Total number of referrals in which the most serious offense includes the possession or use of a firearm or explosive.	0=None 1=One or more
5. Against-person misdemeanor referrals: Total number of referrals in which the most serious offense was an against-person misdemeanor. An against-person misdemeanor involves threats, force, or physical harm to another person such as assault, sex, coercion, harassment, obscene phone call, etc.	0=None 1=One 2=Two or more
6. Against-person felony referrals: Total number of referrals for an against-person felony. An against-person felony involves force or physical harm to another person such as homicide, murder, manslaughter, assault, rape, sex, robbery, kidnapping, domestic violence, harassment, criminal mistreatment, intimidation, coercion, obscene harassing phone call, etc.	0=None 2=One or two 4=Three or more
7. Sexual misconduct misdemeanor referrals: Total number of referrals for which the most serious offense was a sexual misconduct 4 th degree misdemeanor.	Not scored, info only
8. Felony sex offense referrals: Total number of referrals for a felony sex offense – first, second, or third degree.	Not scored, info only
9. Detention: Number of times a youth served at least one day confined in detention under a detention order.	0=None 1=One 2=Two 3=Three or more

Table 1. Delinquency History Scores (Domain 1)	
Item	Delinquency History Score
10. Placement: Number of times a youth served at least one day in placement under commitment to DJS (including pending placement in a detention facility).	0=None 2=One 4=Two or more
11. Escapes: Total number of referrals for escape.	0=None 1=One 2=Two or more
12. Failure to appear in court warrants: Total number of failures-to-appear in court that resulted in a warrant being issued. Exclude failure-to-appear warrants for non-criminal matters.	0=None 1=One 2=Two or more
MAXIMUM SCORE	31 Total

Table 2. Needs/Social History Scores					
Item	Need Score	Protective Score	Static-Dynamic	Reassessment	Social History Score
Domain 2: SCHOOL (HISTORY)					
1. Youth is/was a special education student or has had a formal diagnosis of a special education need (in any grade). Check all that apply. <input type="checkbox"/> No special education need <input type="checkbox"/> Learning <input type="checkbox"/> Mental retardation <input type="checkbox"/> Behavioral <input type="checkbox"/> ADHD/ADD <input type="checkbox"/> Other/Unspecified	1=Any special education need	--	Static	--	--
2. Total number of times expelled or suspended for conduct problems. A. Since first grade: <input type="checkbox"/> 0 times <input type="checkbox"/> 1 time <input type="checkbox"/> 2 or 3 times <input type="checkbox"/> 4 or more times	1=1 time 2=2 or more times	1=0 times	Static	--	--
2B. In last 3 months: <input type="checkbox"/> 0 times <input type="checkbox"/> 1 time <input type="checkbox"/> 2 or 3 times <input type="checkbox"/> 4 or more times	1=1 time 2=2 or 3 times 3=4 or more times	1=0 times	Dynamic	Community Residential	--
3. Age at first expulsion or suspension. <input type="checkbox"/> Not applicable <input type="checkbox"/> 5-13 years <input type="checkbox"/> 14-18 years	1=14-18 years 2=5-13 years	1=None	Static	--	--

Domain 2: SCHOOL (CURRENT/RECENT)					
4. Youth has been enrolled in school during the last 3 months, regardless of attendance. <ul style="list-style-type: none"> <input type="checkbox"/> Yes, has attended within last 3 months <input type="checkbox"/> No, graduated/attained GED <input type="checkbox"/> No, dropped-out/expelled for 3+ months <input type="checkbox"/> No, home school for 3+ months 	2=No, dropped-out/expelled	2=Graduated/GED, Has attended, or Home school	Dynamic	Community Residential	0=None of the following below apply 1=Enrolled (part- or full-time); <u>and</u> Misconduct reported but no police calls; <u>or</u> Some full-day unexcused absences; <u>or</u> Failing some classes ("C" or "D" average with one or more "F"s). 2=Enrolled (part- or full-time); <u>and</u> Calls to police; or Truancy petition or equivalent; <u>or</u> Failing most classes (mostly D's and F's). 2=Dropped out, expelled or suspended
5. Youth's <u>current</u> school enrollment status, regardless of attendance. <ul style="list-style-type: none"> <input type="checkbox"/> Not applicable <input type="checkbox"/> Graduated/GED <input type="checkbox"/> Enrolled full-time <input type="checkbox"/> Enrolled part-time <input type="checkbox"/> Suspended <input type="checkbox"/> Dropped out <input type="checkbox"/> Expelled 	3=Suspended, Dropped out, or Expelled	1=Enrolled part-time 2=Graduated/GED or Enrolled full-time	Dynamic	Community Residential	
6. Youth believes there is value in getting an education. <ul style="list-style-type: none"> <input type="checkbox"/> Not applicable <input type="checkbox"/> Believes in value of education <input type="checkbox"/> Somewhat believes in value of education <input type="checkbox"/> Does NOT believe in value of education 	1=Somewhat 2=Does NOT believe	1=Believes in value	Dynamic	Community Residential	
7. Youth believes school environment is encouraging. <ul style="list-style-type: none"> <input type="checkbox"/> Not applicable (includes home schooled) <input type="checkbox"/> Definitely feels encouraged <input type="checkbox"/> Somewhat feels encouraged <input type="checkbox"/> Does NOT feel encouraged 	1=Somewhat 2=Does NOT	1=Definitely	Dynamic	Community Residential	

8. Number of teachers or other school staff the youth likes/ feels comfortable with. <input type="checkbox"/> Not applicable (includes home schooled) <input type="checkbox"/> None <input type="checkbox"/> 1 teacher/staff <input type="checkbox"/> 2 or more teachers/staff	--	1=1 teacher/staff 2=2 or more teachers/staff	Dynamic	Community Residential	
9. Youth's involvement in school activities, last 3 months. <input type="checkbox"/> Not applicable (includes home schooled) <input type="checkbox"/> Involved in 2 or more activities <input type="checkbox"/> Involved in 1 activity <input type="checkbox"/> Interested but not involved in any activities <input type="checkbox"/> Not interested in school activities	1=Interested, but not involved 2=Not interested	1=Involved in 1 2=Involved in 2 or more	Dynamic	Community Residential	
10. Youth's school conduct, last 3 months. <i>Check all that apply.</i> <input type="checkbox"/> Not applicable (includes home schooled) <input type="checkbox"/> Recognition of good school behavior <input type="checkbox"/> No school conduct problems <input type="checkbox"/> Conduct problems reported by teachers <input type="checkbox"/> Calls to parents about conduct <input type="checkbox"/> Calls to police about conduct	1=Problems reported by teachers 2=Calls to parents 3=Calls to police	1=No problems 2=Recognition of good behavior	Dynamic	Community Residential	
11. Youth's attendance in last 3 months. <input type="checkbox"/> Not applicable (includes home schooled) <input type="checkbox"/> Good attendance; few excused absences <input type="checkbox"/> No unexcused absences <input type="checkbox"/> Some partial-day unexcused absences <input type="checkbox"/> Some full-day unexcused absences <input type="checkbox"/> Chronic full-day unexcused absences or youth is currently dropped out	1=Some partial-day unexcused absences 2=Some full-day unexcused absences 3=Chronic full-day unexcused	1=No unexcused absences 2=Good attendance	Dynamic	Community Residential	

12. Youth's academic performance in the most recent school term. <input type="checkbox"/> Not applicable <input type="checkbox"/> A average <input type="checkbox"/> B average <input type="checkbox"/> C average, No F's <input type="checkbox"/> C or D average, with one or more F's <input type="checkbox"/> Mostly D's and F's	1=C or D average, with one or more F's 2=Mostly D's and F's	1=C average, No F's 2=B average 3=A average	Dynamic	Community Residential	
13. Interviewer's assessment of likelihood the youth will stay in and graduate from high school or an equivalent vocational school. <input type="checkbox"/> Not applicable <input type="checkbox"/> Likely to graduate <input type="checkbox"/> Uncertain if youth will graduate <input type="checkbox"/> Not likely to graduate	1=Uncertain 2=Not likely	1=Likely	Dynamic	Community Residential	
MAXIMUM SCORE	29 Total 24 Dynamic	21 Total			
Domain 3: CURRENT USE OF FREE TIME					
1. Current interest and involvement in <u>structured</u> recreational activities. <input type="checkbox"/> Involved in 2 or more activities <input type="checkbox"/> Involved in 1 activity <input type="checkbox"/> Interested but not involved <input type="checkbox"/> Not interested in any structured activities	--	1=Interested but not involved 2=Involved in 1 3= Involved in 2 or more	Dynamic	Community	--
2. Current interest and involvement in <u>unstructured</u> recreational activities. <input type="checkbox"/> Involved in 2 or more activities <input type="checkbox"/> Involved in 1 activity <input type="checkbox"/> Interested but not involved <input type="checkbox"/> Not interested in any unstructured activities	1=Not interested	1=Interested but not involved 2=Involved in 1 3=Involved in 2 or more	Dynamic	Community	--
MAXIMUM SCORE	1 Total/Dynamic	6 Total			

Domain 4: EMPLOYMENT (HISTORY AND CURRENT)					
1. History of employment. <input type="checkbox"/> Never been employed <input type="checkbox"/> Has been employed	--	1=Has been employed	Static	--	--
2. Youth's history of success on the job. Check all that apply. <input type="checkbox"/> Never employed <input type="checkbox"/> Has been successfully employed <input type="checkbox"/> Fired or quit because of poor performance <input type="checkbox"/> Fired or quit because could not get along with employer/coworkers	1=Fired or quit for poor performance 2=Fired or quit for not getting along	1=Has been successfully employed	Static	--	--
3. Current employment status. <input type="checkbox"/> Not employed <input type="checkbox"/> Employed, no problems at current job <input type="checkbox"/> Employed, but having problems at current job	1=Employed, but having problems	1=Employed, no problems	Dynamic	Community	--
4. Current interest in employment. <input type="checkbox"/> Currently employed. <input type="checkbox"/> Not employed but highly interested in employment <input type="checkbox"/> Not employed but somewhat interested <input type="checkbox"/> Not employed and not interested in employment <input type="checkbox"/> Too young for employment consideration (under 15 years)	--	1=Somewhat interested 2=Highly interested 3=Currently employed	Dynamic	Community	--
5. Current positive personal relationship(s) with employer(s) or adult coworker(s). <input type="checkbox"/> Not applicable <input type="checkbox"/> No positive relationships at work <input type="checkbox"/> 1 or more positive relationships at work	--	1=1 or more	Dynamic	Community	--
MAXIMUM SCORE	3 Total 1 Dynamic	7 Total			

Domain 5: RELATIONSHIPS IN THE COMMUNITY (HISTORY AND CURRENT)					
1. Current positive relationships with adults in the community. <input type="checkbox"/> No positive relationships <input type="checkbox"/> 1 positive relationship <input type="checkbox"/> 2 positive relationships <input type="checkbox"/> 3 or more positive relationships	--	1=1 positive relationship 2=2 positive relationships 3=3 or more positive relationships	Dynamic	Community	--
2. History of anti-social friends/companions—last few years. Check all that apply. <input type="checkbox"/> Never had consistent friends or companions <input type="checkbox"/> Had pro-social friends <input type="checkbox"/> Had anti-social friends <input type="checkbox"/> Has been a gang member/associate	1=Never had or Both pro- and anti-social friends 2=Had only anti-social friends 3=Been a gang member/associate	1=Had only pro-social friends	Static	--	--
3. Current friends/companions youth actually spends time with-last 3 months. Check all that apply. <input type="checkbox"/> No consistent friends or companions <input type="checkbox"/> Pro-social friends <input type="checkbox"/> Anti-social friends <input type="checkbox"/> Gang member/associate	1=No consistent friends or Both pro- and anti-social friends 2=Only anti-social friends 3=Gang member/associate	1=Only pro-social friends	Dynamic	Community	1=No consistent friends or Both pro- and anti-social friends 2=Only negative, anti-social friends 3=Gang member/associate
4. Currently in a “romantic” or sexual relationship. <input type="checkbox"/> No current partner <input type="checkbox"/> Current partner is pro-social <input type="checkbox"/> Current partner is anti-social/criminal	1=Romantically involved anti-social	1=Romantically involved pro-social	Dynamic	Community	--
5. Currently admires/emulates anti-social peers. <input type="checkbox"/> Does not admire, emulate anti-social peers <input type="checkbox"/> Somewhat admires, emulates anti-social peers <input type="checkbox"/> Admires, emulates anti-social peers	1=Somewhat admires 2=Admires anti-social peers	1=Does not admire	Dynamic	Community	--

6. Current resistance to anti-social peer influence. <input type="checkbox"/> Does not associate with anti-social peers <input type="checkbox"/> Usually resists anti-social peers <input type="checkbox"/> Rarely resists anti-social peers <input type="checkbox"/> Leads anti-social peers	1=Rarely resists 2=Leads anti-social peers	1=Usually resists 2=Does not associate	Dynamic	Community	--
MAXIMUM SCORE	11 Total 8 Dynamic	9 Total			
Domain 6: FAMILY (HISTORY)					
1. Number of out-of-home and shelter care placements lasting more than 30 days (youth's lifetime). <input type="checkbox"/> No placements ever <input type="checkbox"/> 1 placement <input type="checkbox"/> 2 placements <input type="checkbox"/> 3 or more placements	1=1 placement 2=2 placements 3=3 or more placements	1=No placements	Static	--	0=No placements ever 1=1 or more placements
2. Number of times youth has either run away <u>or</u> gotten kicked out of home: A. Incidents across lifetime: <input type="checkbox"/> No incidents <input type="checkbox"/> 1 incident <input type="checkbox"/> 2 or 3 incidents <input type="checkbox"/> 4 or 5 incidents <input type="checkbox"/> 6 or more incidents	1=1 incident 2=2 or 3 incidents 3=4 or 5 incidents 4=6 or more incidents	1=No incidents	Static	--	0=No incidents 1=1 incident 2 =2 or more incidents
B. Any incidents in last 3 months? <input type="checkbox"/> Yes <input type="checkbox"/> No C. Currently a runaway or kicked out? <input type="checkbox"/> Yes <input type="checkbox"/> No **Scoring for ITEM 2b and 2c is combined	1=Incident in last 3 months, but not currently 2=Current runaway/ kicked out	1=Has not run away/kicked out (current and last 3 months)	Dynamic	Community	--

4. Household members who ever lived with youth (at least three months) and had a history of jail/prison/detention. Check all members that apply or check "None". <input type="checkbox"/> None <input type="checkbox"/> Mother/female caretaker <input type="checkbox"/> Father/male caretaker <input type="checkbox"/> Older sibling <input type="checkbox"/> Younger sibling <input type="checkbox"/> Other household member	1 point for each household member. SUM; max of 3 pts	1=None	Static	--	--
Domain 6: FAMILY (CURRENT HOUSEHOLD)					
5. Youth has been living under "adult supervision" during last three months. <input type="checkbox"/> No, living without adult supervision. <input type="checkbox"/> Yes, living under adult supervision.	1=Not under adult supervision	1=Under adult supervision	Dynamic	Community	--
6. Parents/parent figures currently living with youth. Check all that apply. <input type="checkbox"/> Not applicable <input type="checkbox"/> Biological mother <input type="checkbox"/> Biological father <input type="checkbox"/> Non-biological mother <input type="checkbox"/> Non-biological father <input type="checkbox"/> Transient household (homeless, moving around)	1=Transient	1 point for each Non-biological mother or father; 2 points for each Biological mother or father. SUM; max of 4 pts	Dynamic	Community	--
7. Annual combined income of youth and family. <input type="checkbox"/> Not applicable <input type="checkbox"/> Under \$15,000 <input type="checkbox"/> \$15,000 to \$34,999 <input type="checkbox"/> \$35,000 to \$49,999 <input type="checkbox"/> \$50,000 and over	1=\$15,000 to \$34,999 2=Under \$15,000	1=\$35,000 to \$49,999 2=\$50,000 and over	Dynamic	Community	--

8. Current household members with history of jail/prison/detention. Check all members that apply or check "None". <input type="checkbox"/> Not applicable <input type="checkbox"/> None <input type="checkbox"/> Mother/female caretaker <input type="checkbox"/> Father/male caretaker <input type="checkbox"/> Older sibling <input type="checkbox"/> Younger sibling <input type="checkbox"/> Other member	1 point for each family member. SUM; max of 3 pts	1=No jail/prison history	Dynamic	Community	0=N/A or None 1=Any family member with jail/prison history
9. Problem history of parents/caretakers who currently live with youth. Check all that apply or check "No problems." <input type="checkbox"/> Not applicable <input type="checkbox"/> No problems <input type="checkbox"/> Alcohol problem <input type="checkbox"/> Drug problem <input type="checkbox"/> Physical health problem <input type="checkbox"/> Mental health problem <input type="checkbox"/> Employment problem	1 point for each parent problems. SUM; max of 3 pts	1=No parent problems	Dynamic	Community	--
10. Problem history of siblings who currently live with youth. Check all that apply. <input type="checkbox"/> Not applicable (including no siblings) <input type="checkbox"/> No problems <input type="checkbox"/> Alcohol problem <input type="checkbox"/> Drug problem <input type="checkbox"/> Physical health problem <input type="checkbox"/> Mental health problem <input type="checkbox"/> Employment problem	1 point for each sibling problems. SUM; max of 3 pts	1=No sibling problems	Dynamic	Community	--

11. Current support network for youth's family. <input type="checkbox"/> Not applicable <input type="checkbox"/> No support network <input type="checkbox"/> Some support network <input type="checkbox"/> Strong support network	--	1=Some support 2=Strong support	Dynamic	Community	--
12. Current level of parental emotional support (affection, caring). <input type="checkbox"/> Not applicable <input type="checkbox"/> Consistent caring, emotional support <input type="checkbox"/> Inconsistent caring, emotional support <input type="checkbox"/> Uninterested in, indifferent to youth <input type="checkbox"/> Hostile, berating, and/or belittling of youth	1=Inconsistent caring 2=Uninterested, indifferent 3=Hostile	1=Consistent caring	Dynamic	Community	--
13. Parents provide opportunities to participate in family activities and decisions affecting the youth. <input type="checkbox"/> Not applicable <input type="checkbox"/> Regular opportunities for involvement <input type="checkbox"/> Some opportunities for involvement <input type="checkbox"/> No opportunities for involvement	1=Some 2=None	1=Regular	Dynamic	Community	--
14. Family member(s) youth currently feels close to or has good relationship with. Check all that apply. <input type="checkbox"/> Not applicable <input type="checkbox"/> Not close to any family member <input type="checkbox"/> Close to mother/female caretaker <input type="checkbox"/> Close to father/male caretaker <input type="checkbox"/> Close to male sibling <input type="checkbox"/> Close to female sibling <input type="checkbox"/> Close to another family member	1=Not close to any family member	1 point for each close family member. SUM; max of 3 pts	Dynamic	Community	--

15. Current level of conflict in youth's household between any members, last 3 months. <input type="checkbox"/> Not applicable <input type="checkbox"/> Limited conflict that is well managed <input type="checkbox"/> Verbal intimidation, yelling <input type="checkbox"/> Threats of physical violence <input type="checkbox"/> Physical fights, domestic violence	1=Verbal 2=Threats 3=Violence	1=Limited conflict	Dynamic	Community	--
16. Current parental supervision, last 3 months. <input type="checkbox"/> Not applicable <input type="checkbox"/> Consistently good supervision <input type="checkbox"/> Sporadic/partial supervision <input type="checkbox"/> Consistently poor supervision	1=Sporadic 2=Consistently poor	1=Consistently good	Dynamic	Community	--
17. Youth's current compliance with parent's rules. <input type="checkbox"/> Not applicable <input type="checkbox"/> Youth usually obeys rules <input type="checkbox"/> Youth sometimes obeys rules <input type="checkbox"/> Youth consistently disobeys, is hostile to parental authority	1=Sometimes obeys 2=Consistently disobeys	1=Usually obeys	Dynamic	Community	0=N/A or usually obeys 1=Sometimes obeys 2=Consistently disobeys
18. Current parental approach to discipline. <input type="checkbox"/> Not applicable <input type="checkbox"/> Discipline is typically appropriate <input type="checkbox"/> Discipline is typically too severe <input type="checkbox"/> Discipline is typically insufficient <input type="checkbox"/> Discipline is inconsistent, erratic	1=Too severe or Insufficient 2=Inconsistent or erratic	1=Typically appropriate	Dynamic	Community	--
19. Current parental approach to rewarding youth. <input type="checkbox"/> Not applicable <input type="checkbox"/> Rewards are typically appropriate <input type="checkbox"/> Rewards are typically overindulgent <input type="checkbox"/> Rewards are typically insufficient (good behavior not acknowledged) <input type="checkbox"/> Rewards are inconsistent or erratic	1=Overindulgent or Insufficient 2=Inconsistent or erratic	1=Appropriate	Dynamic	Community	--

20. Current parental view of youth's anti-social behavior. <input type="checkbox"/> Not applicable <input type="checkbox"/> Disapproves of youth's anti-social behavior <input type="checkbox"/> Minimizes, denies, excuses behavior <input type="checkbox"/> Accepts youth's anti-social behavior as okay <input type="checkbox"/> Proud of youth's anti-social behavior	1=Minimizes, denies, or excuses 2=Accepts 3=Proud	1=Disapproves	Dynamic	Community	--
MAXIMUM SCORE	48 Total 35 Dynamic	28 Total			
Domain 7: ALCOHOL AND DRUGS (HISTORY AND CURRENT)					
1. History of alcohol use <u>prior to the last 3 months.</u> A. Past alcohol use: <input type="checkbox"/> Yes <input type="checkbox"/> No	--	2=No past alcohol use	Static	--	--
B. Past alcohol use disrupted functioning. Check "No disruption" or check all that apply. <input type="checkbox"/> No disruption/not applicable <input type="checkbox"/> Alcohol caused family conflict <input type="checkbox"/> Alcohol disrupted education <input type="checkbox"/> Alcohol caused health problems <input type="checkbox"/> Alcohol interfered with keeping pro-social friends <input type="checkbox"/> Alcohol contributed to criminal behavior	1 point for each: Problems with family, education, health and friends; 2 points for contributed to criminal behavior. SUM; max of 6 pts	--	Static	--	--

2. History of drug use <u>prior to the last 3 months.</u> A. Past drug use: <input type="checkbox"/> Yes <input type="checkbox"/> No B. Past drug use disrupted functioning. Check “No disruption” or check all that apply. <input type="checkbox"/> No disruption/not applicable <input type="checkbox"/> Drug use caused family conflict <input type="checkbox"/> Drug use disrupted education <input type="checkbox"/> Drug use caused health problems <input type="checkbox"/> Drug use interfered with keeping pro-social friends <input type="checkbox"/> Drug use contributed to criminal behavior	1 point for Past drug use; 2 points for each: Problems with family, education, health and friends; 4 points for contributed to criminal behavior. SUM; max of 13 pts	2=No past alcohol use	Static	--	--
3. History of alcohol/drug assessment/diagnosis. <input type="checkbox"/> Never referred for assessment <input type="checkbox"/> Referred but never assessed/diagnosed <input type="checkbox"/> Diagnosed as “no problem” <input type="checkbox"/> Diagnosed as “abuse” <input type="checkbox"/> Diagnosed as “dependent/addicted”	1=Not assessed 2=Diagnosed as abuse 3=Dependent/addicted	--	Static	--	--
4. History of attending alcohol/drug education classes. <input type="checkbox"/> Never attended <input type="checkbox"/> Voluntarily attended <input type="checkbox"/> Attended classes by parent, school, or other agency request <input type="checkbox"/> Attended classes at court direction	--	1=Court directed 2= Parent, school directed 3=Voluntary	Static	--	--
5. History of participating in alcohol/drug treatment program. <input type="checkbox"/> Never participated in treatment program <input type="checkbox"/> Participated once in treatment program <input type="checkbox"/> Participated several times in treatment programs	--	1=Participated	Static	--	--
6. Any drug or alcohol use within last 3 months. <input type="checkbox"/> Yes <input type="checkbox"/> No	1=Alcohol/drug use	3=No alcohol/drug use	Dynamic	Community	--

<p>7. Current alcohol use (within last 3 months).</p> <p>A. Any <u>current</u> alcohol use:</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p>B. Alcohol use disrupts <u>current</u> functioning. Check “No disruption” or check all that apply.</p> <p><input type="checkbox"/> No disruption/not applicable</p> <p><input type="checkbox"/> Alcohol causing family conflict</p> <p><input type="checkbox"/> Alcohol disrupting education</p> <p><input type="checkbox"/> Alcohol causing health problems</p> <p><input type="checkbox"/> Alcohol interfering with keeping pro-social friends</p> <p><input type="checkbox"/> Alcohol contributing to criminal behavior</p>	<p>1 point for Current use;</p> <p>2 points for each: Problems with family, education, health or friends;</p> <p>3 points for contributed to criminal behavior.</p> <p>SUM; max of 11 pts</p>	--	Dynamic	Community	<p>0=N/A or No disruption</p> <p>2=Any alcohol or drug disruption/problem</p>
<p>*8. Current drug use (within last 3 months).</p> <p>A. Any <u>current</u> drug use:</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p>B. Drug use disrupts <u>current</u> functioning. Check “No disruption” or check all that apply.</p> <p><input type="checkbox"/> No disruption/not applicable</p> <p><input type="checkbox"/> Alcohol causing family conflict</p> <p><input type="checkbox"/> Alcohol disrupting education</p> <p><input type="checkbox"/> Alcohol causing health problems</p> <p><input type="checkbox"/> Alcohol interfering with keeping pro-social friends</p> <p><input type="checkbox"/> Alcohol contributing to criminal behavior</p>	<p>2 points for Current use;</p> <p>2 points for each: Problems with family, education, health or friends;</p> <p>4 points for contributed to criminal behavior.</p> <p>SUM; max of 12 pts</p>	--	Dynamic	Community	--

9. Type of drugs currently used. Check all that apply. <input type="checkbox"/> No current drug use <input type="checkbox"/> Amphetamines (uppers/speed/ecstasy) <input type="checkbox"/> Barbiturates (Tuinal/Seconal/downers) <input type="checkbox"/> Cocaine (coke) <input type="checkbox"/> Cocaine (crack/rock) <input type="checkbox"/> Hallucinogens (LSD/acid/mushrooms/GHB) <input type="checkbox"/> Heroin <input type="checkbox"/> Inhalants (glue/gasoline) <input type="checkbox"/> Marijuana/hashish <input type="checkbox"/> Other opiates <input type="checkbox"/> Phencyclidine (PCP/angel dust) <input type="checkbox"/> Tranquilizers/sedatives <input type="checkbox"/> Other drugs (List in comment)	Not scored, information only	--	--	Community	--
10. Current participation in alcohol/drug treatment. <input type="checkbox"/> Not applicable (Treatment not warranted) <input type="checkbox"/> Not attending needed treatment <input type="checkbox"/> Attending needed treatment program <input type="checkbox"/> Successfully completed treatment program	1=Not attending	1=Attending 2=Successfully completed	Dynamic	Community	--
MAXIMUM SCORE	47 Total 25 Dynamic	13 Total			
Domain 8: MENTAL HEALTH (HISTORY)					
1. Victim of physical abuse during lifetime. Check all that apply. <input type="checkbox"/> No, not a victim of physical abuse <input type="checkbox"/> Yes, abused by family member <input type="checkbox"/> Yes, abused by someone outside the family	1=Physically abused by anyone	1=Not a victim	Static	--	0=No, not a victim of physical abuse or sexual abuse 1=Yes, sexually or physically abused by anyone

2. Victim of sexual abuse during lifetime. <i>Check all that apply.</i> <input type="checkbox"/> No, not a victim of sexual abuse <input type="checkbox"/> Yes, sexually abused by family member <input type="checkbox"/> Yes, sexually abused by someone outside the family	1=Sexually abused by anyone	1=Not a victim	Static	--	--
3. Victim of neglect during lifetime. <input type="checkbox"/> Not a victim of neglect <input type="checkbox"/> Victim of neglect	3=Victim	1=Not a victim	Static	--	0=No 2=Yes
4. History of ADD/ADHD. <input type="checkbox"/> No history of ADD/ADHD <input type="checkbox"/> Diagnosed with ADD/ADHD, no treatment/medication prescribed <input type="checkbox"/> Only ADD/ADHD medication prescribed <input type="checkbox"/> Only ADD/ADHD treatment prescribed <input type="checkbox"/> Both ADD/ADHD medication and treatment prescribed	1=Diagnosed; meds or treatment prescribed 2=Meds and treatment prescribed	1=No history of ADD/ADHD	Static	--	--
5. Youth diagnosed with or treated for a mental health problem (ever in lifetime). Such as schizophrenia, bi-polar, anxiety, depression, personality and other diagnosed disorders. <u>Exclude</u> substance abuse, conduct disorder, oppositional defiant disorder, ADD/ADHD and special education needs. Confirm by a professional. <input type="checkbox"/> No history of mental health problem(s) <input type="checkbox"/> Diagnosed with mental health problem(s); no treatment/meds prescribed <input type="checkbox"/> Only mental health medication prescribed <input type="checkbox"/> Only mental health treatment prescribed <input type="checkbox"/> Both mental health medication and treatment prescribed	1=Diagnosed; meds or treatment prescribed 2=Meds and treatment prescribed	1=No MH history	Static	--	--

Domain 8: MENTAL HEALTH (CURRENT)					
6. Current health insurance. <input type="checkbox"/> No health insurance <input type="checkbox"/> Public insurance (Medicaid) <input type="checkbox"/> Private insurance	1=No health insurance	1=Health insurance	Dynamic	Community Residential	--
7. Current mental health status, last 3 months. <input type="checkbox"/> No current mental health problem(s) <input type="checkbox"/> Current mental health problem(s)	1=Current problem	4=No current problem	Dynamic	Community Residential	--
8. Currently diagnosed with ADD/ADHD. <input type="checkbox"/> No ADD/ADHD medication currently prescribed <input type="checkbox"/> Currently taking ADD/ADHD medication <input type="checkbox"/> ADD/ADHD medication currently prescribed, but not taking	1=Not taking meds	1=Taking meds	Dynamic	Community Residential	--
9. Mental health treatment currently prescribed, excluding ADD/ADHD treatment. <input type="checkbox"/> No mental health treatment currently prescribed <input type="checkbox"/> Attending mental health treatment <input type="checkbox"/> Treatment currently prescribed, but not attending	1=Not attending treatment	1=Attending treatment	Dynamic	Community Residential	--
10. Mental health medication currently prescribed, excluding ADD/ADHD medication. <input type="checkbox"/> No mental health medication currently prescribed <input type="checkbox"/> Currently taking mental health medication <input type="checkbox"/> Mental health medication currently prescribed, but not taking	1=Not taking meds	1=Taking meds	Dynamic	Community Residential	--
11. Mental health problem(s) currently interferes in working with the youth. <input type="checkbox"/> Yes, problem interferes <input type="checkbox"/> No, problem does not interfere	1=Yes	--	Dynamic	Community Residential	--
MAXIMUM SCORE	15 Total 6 Dynamic	13 Total			

Domain 9: CURRENT ATTITUDES & AGGRESSION					
PART A: ATTITUDES					
1. Primary emotion when committing delinquent act(s) within the last 3 months. <input type="checkbox"/> Nervous, afraid, worried, ambivalent or uncertain <input type="checkbox"/> Hyper, excited, or stimulated <input type="checkbox"/> Unconcerned or indifferent <input type="checkbox"/> Confident, brags about	1=Hyper, Unconcerned, or Confident	1=Nervous	Dynamic	Community Residential	--
2. Optimism about future. <input type="checkbox"/> Strong aspirations (clear sense of purpose, plans for better life) <input type="checkbox"/> Normal aspirations (some sense of purpose, plans for better life) <input type="checkbox"/> Low aspirations (little sense of purpose or plans for better life) <input type="checkbox"/> Believes nothing matters (no sense of purpose, future is bleak)	1=Low aspirations 2=Believes nothing matters	1=Normal aspirations 2=Strong aspirations	Dynamic	Community Residential	--
3. Impulsive; acts before thinking. <input type="checkbox"/> Good self-control (usually thinks before acting) <input type="checkbox"/> Some self-control (sometimes thinks before acting) <input type="checkbox"/> Impulsive (often acts before thinking) <input type="checkbox"/> Highly Impulsive (usually acts before thinking)	1=Impulsive 2=Highly Impulsive	1=Some self-control 2=Good self-control	Dynamic	Community Residential	--
4. Youth's belief in control over his/her own anti-social behavior. <input type="checkbox"/> Clearly believes can control behavior <input type="checkbox"/> Somewhat believes can control behavior <input type="checkbox"/> Believes cannot control behavior	1=Somewhat 2=Cannot control	2=Clearly believes	Dynamic	Community Residential	--

5. Youth's empathy, remorse, or sympathy for the victim(s). <input type="checkbox"/> Not applicable (victimless crime) <input type="checkbox"/> Feels substantial empathy for his/her victim(s) <input type="checkbox"/> Feels some empathy for his/her victim(s) <input type="checkbox"/> Feels no empathy for his or her victim(s)	2=None	1=Some 2=Substantial	Dynamic	Community Residential	--
6. Respect for authority figures. Consider youth's general attitude towards adult authority figures in his/her life, including parents, teachers, coaches, employer. <input type="checkbox"/> Respects most authority figures <input type="checkbox"/> Respects some authority figures <input type="checkbox"/> Resents most authority figures <input type="checkbox"/> Openly defies or is hostile toward most authority figures	1=Respects some 2=Resents most 3=Defies most	2=Respects most	Dynamic	Community Residential	--
7. Youth's attitude toward laws/social norms. <input type="checkbox"/> Believes laws/social norms apply to him/her <input type="checkbox"/> Believes laws/social norms sometimes apply to him/her <input type="checkbox"/> Does not believe laws/social norms apply to him/her <input type="checkbox"/> Resents or is hostile toward society's rules	1=Believes some rules apply 2=Does not believe 3=Resents rules	2=Believes rules apply	Dynamic	Community Residential	--
8. Youth's view of his/her anti-social behavior. <input type="checkbox"/> Accepts responsibility for anti-social behavior <input type="checkbox"/> Minimizes, denies, excuses, or blames others <input type="checkbox"/> Accepts anti-social behavior as okay <input type="checkbox"/> Proud of anti-social behavior	1=Minimizes, denies 2=Accepts 3=Proud	2=Accepts responsibility	Dynamic	Community Residential	--
9. Youth's belief in successfully meeting conditions of court supervision. <input type="checkbox"/> Believes will be successful <input type="checkbox"/> Unsure if will be successful <input type="checkbox"/> Does not believe will be successful	1=Unsure 2=Does not believe	1=Believes	Dynamic	Community Residential	--
MAXIMUM SCORE	20 Total/Dynamic	16 Total			

PART B: AGGRESSION					
10. Tolerance for frustration. <input type="checkbox"/> Rarely gets upset over small things or has temper tantrums <input type="checkbox"/> Sometimes gets upset over small things or has temper tantrums <input type="checkbox"/> Often gets upset over small things or has temper tantrums	1=Sometimes gets upset 2=Often gets upset	2=Rarely	Dynamic	Community Residential	--
11. Interpretation of actions and intentions of others in common, non-confrontational settings. <input type="checkbox"/> Primarily positive interpretation (others mean well) <input type="checkbox"/> Primarily negative interpretation (others don't care, lie) <input type="checkbox"/> Primarily hostile interpretation (others have malicious intentions)	1=Primarily negative 2=Primarily hostile	2=Primarily positive	Dynamic	Community Residential	--
12. Belief in yelling and verbal aggression to resolve a disagreement or conflict. <input type="checkbox"/> Believes verbal aggression is <u>rarely</u> appropriate <input type="checkbox"/> Believes verbal aggression is <u>sometimes</u> appropriate <input type="checkbox"/> Believes verbal aggression is <u>often</u> appropriate	1=Sometimes appropriate 2=Often appropriate	2=Rarely appropriate	Dynamic	Community Residential	--
13. Belief in fighting and physical aggression to resolve a disagreement or conflict. <input type="checkbox"/> Believes physical aggression is <u>never</u> appropriate <input type="checkbox"/> Believes physical aggression is <u>rarely</u> appropriate <input type="checkbox"/> Believes physical aggression is <u>sometimes</u> appropriate <input type="checkbox"/> Believes physical aggression is <u>often</u> appropriate	2=Sometimes appropriate 3=Often appropriate	1=Rarely appropriate 2=Never appropriate	Dynamic	Community Residential	--
MAXIMUM SCORE	11 Total/Dynamic	8 Total			

Domain 10: NEIGHBORHOOD SAFETY					
1. How safe is the youth's neighborhood? <input type="checkbox"/> Safe <input type="checkbox"/> Mostly safe <input type="checkbox"/> Somewhat dangerous <input type="checkbox"/> Very dangerous	1=Somewhat dangerous 2=Very dangerous	1=Mostly safe 2= Safe	Dynamic	Community	--
2. Which of the following applies to youth's neighborhood? Check all that apply. <input type="checkbox"/> Crime <input type="checkbox"/> Drug selling <input type="checkbox"/> Fights <input type="checkbox"/> Lots of graffiti <input type="checkbox"/> Abandoned/empty buildings <input type="checkbox"/> Gang activity <input type="checkbox"/> People carry weapons <input type="checkbox"/> Family or friends assaulted <input type="checkbox"/> None of the above	1 point for each item checked. SUM; max of 4 pts	1=None of the above	Dynamic	Community	--
3. Youth feels safe in the neighborhood. <input type="checkbox"/> Rarely/no <input type="checkbox"/> Sometimes <input type="checkbox"/> Usually/yes	1=Sometimes 2=Rarely/no	1=Usually/yes	Dynamic	Community	--
4. Youth would like to move because of concerns about own or family's safety. <input type="checkbox"/> Rarely/no <input type="checkbox"/> Sometimes <input type="checkbox"/> Usually/yes	1=Sometimes 2=Usually/yes	1=Rarely/no	Dynamic	Community	--

5. How safe is the youth's neighborhood school? <input type="checkbox"/> Safe <input type="checkbox"/> Mostly safe <input type="checkbox"/> Somewhat dangerous <input type="checkbox"/> Very dangerous <input type="checkbox"/> Not applicable (school not in neighborhood)	1=Somewhat dangerous 2=Very dangerous	1=Mostly safe 2=Safe	Dynamic	Community	--
MAXIMUM SCORE	12 Total/Dynamic	5/7 Total			

Table 3. MCASP Needs Assessment, Total Needs Score Categories			
	Low	Moderate	High
School	0-6	7-10	11-29
Use of Free time	0	1	2
Employment	0-1	2-3	4-5
Community Relationships	0	1-3	4-11
Family	0-4	5-10	11-48
Alcohol & Drugs	0-4	5-10	11-47
Mental Health	0-1	2-3	4-11
Attitudes	0-1	2-3	4-20
Aggression	0	1-2	3-9
Neighborhood Safety	0-4	5-8	9-12

Table 4. MCASP Needs Assessment, Dynamic Needs Score Categories			
	Low	Moderate	High
School	0-3	4-6	7-24
Use of Free time	0	1	2
Employment	0	1	2
Community Relationships	0	1-2	3-8
Family	0-4	5-8	9-35
Alcohol & Drugs	0-2	3-5	6-25
Mental Health	0	1	2-6
Attitudes	0-1	2-3	4-20
Aggression	0	1-2	3-9
Neighborhood Safety	0-4	5-8	9-12

Table 5. MCASP Needs Assessment, Protective Score Categories

	Low	Moderate	High
School	0-6	7-10	11-21
Use of Free time	0-2	3-4	5-6
Employment	0-2	3-4	5-7
Community Relationships	0-3	4-6	7-9
Family	0-9	10-18	19-28
Alcohol & Drugs	0-4	5-9	10-13
Mental Health	0-4	5-9	10-13
Attitudes	0-5	6-11	12-16
Aggression	0-2	3-5	6-8
Neighborhood Safety	0-1	2-3	4-7