

## Dually Involved Females in Washington State: *Outcomes, Needs, and Survey of Approaches to Serve This Population*

The 2019 Washington State legislature directed the Washington State Institute for Public Policy (WSIPP) to “...conduct a statewide study on the needs of dually involved females.”<sup>1</sup> For this assignment, we define “dually involved” as youth with a history of involvement in both the juvenile justice and child welfare systems. To provide context to the statistics, we present findings on dually involved youth (females and males separately and combined) and youth with only juvenile justice involvement (females and males separately and combined.) This allows comparison between dually involved females and youth who may be similar in many ways.

The legislature directed WSIPP to:

- Describe the demographics of the population;
- Track outcomes including social, academic and vocational achievement;
- Survey other states’ systems; and
- Analyze the benefits and costs of programs for dually involved females.

To address the components of the assignment, we reviewed research literature from around the United States, surveyed other states, and analyzed administrative Washington State data.

### Summary

The legislature directed the Washington State Institute for Public Policy to conduct a statewide study on the needs of dually involved females and to survey other states to identify programs and protocols for serving this population. To examine the needs of dually involved youth, we identified all youth with a criminal charge between 2005 and 2018. These 165,549 youth were matched to foster care records to identify 18,650 youth in the sample who had ever been in foster care. Using administrative records, we were able to identify a number of outcomes as the sample entered young adulthood.

Compared to youth with no foster care history (JJ-only), dually involved youth had, on average, more juvenile criminal charges and were more likely to be incarcerated as juveniles and later as adults. By the time they were age 18, more dually involved youth had received substance abuse and mental health treatment than JJ-only youth. Between the ages of 18 and 25, more dually involved youth visited the emergency room and were hospitalized, had higher rates of homelessness, were less engaged in the labor force, and used public assistance more frequently.

Our findings suggest that, compared to JJ-only females, dually involved females have greater needs for mental health and substance abuse treatment. As they enter young adulthood, they also have a greater need for housing and economic assistance.

In our survey of other states, we found no programs specifically for dually involved youth—either female or male. Many states reported policies to promote coordination among agencies for case management and the provision of services.

<sup>1</sup> Engrossed Substitute Senate Bill 6032, Chapter 299, Laws of 2018.

The legislative assignment asked WSIPP, to the extent possible, to track academic outcomes and to disaggregate the data by gender identity, sexual orientation, and county of residence. We were unable to obtain education data for the purposes of this study. We could not disaggregate by gender identity or sexual orientation, as these characteristics are not currently recorded in administrative data. Further, we were unable to disaggregate outcomes by county within the scope of this project.

We were unable to identify any evidence-based programs designed for dually involved girls or dually involved youth in general. Therefore, we were unable to conduct the cost-benefit analysis portion of the study assignment.

In [Section I](#), we provide background information on youth involved in the child welfare system and/or the juvenile justice system. In [Section II](#), we describe the demographics and outcomes for youth in these systems. In [Section III](#), we report our findings from a survey of other state practices that serve youth involved in both the juvenile justice and child welfare systems. In [Section IV](#), we summarize our findings; we describe the limitations of our study in [Section V](#).

### **Legislative Assignment**

*(a) ...the Washington state institute for public policy shall conduct a statewide study on the needs of dually involved females. To the extent possible, the study must review available data for the following purposes:*

*(i) Understanding the prevalence and demographics of the dually involved female population and their families;*

*(ii) Tracking outcomes for this population including, but not limited to, academic, social, and vocational achievement; and*

*(iii) Surveying other states' systems that address and treat the needs of this population.*

*(b) To the extent possible, the data should be disaggregated by race and ethnicity, gender, sexual orientation and gender identity, county of residence, and other relevant variables.*

*(c) The study should include a cost-benefit analysis of programs for dually involved females that would show evidence of avoidance of costs associated with public welfare programs or would demonstrate higher educational attainment.*

*(d) By July 1, 2019\*, the Washington state institute for public policy shall submit its study findings to the legislative fiscal and policy committees with responsibility for child welfare and juvenile justice issues.*

Engrossed Substitute Senate Bill 6032, Section 606  
Chapter 299, Laws of 2018

\*Due to issues related to data availability, the WSIPP Board of Directors voted to move the final deadline of the study to November 1, 2019.

## I. Background

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Involvement in the child welfare system or the juvenile justice system is associated with less desirable outcomes in early adulthood than experienced by others not involved in these systems. There is limited evidence that individuals involved in both systems (i.e., “dually involved”) may be at an even greater disadvantage and that dually involved **girls** may be particularly disadvantaged.

### Child Welfare System Involvement

Longitudinal studies have shown that compared to the general population of their peers, former foster youth are more likely to be involved in the juvenile and adult criminal justice systems.<sup>2</sup> Former foster youth are more likely to abuse drugs and alcohol<sup>3</sup> and to have mental health disorders.<sup>4</sup> Further, they are also less likely to graduate from high school,<sup>5</sup> are less likely to be employed as young adults,<sup>6</sup> and more likely to be homeless.<sup>7</sup>

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<sup>2</sup> Courtney, M., Dworsky, A., Brown, A., Cary, C., Love, K., & Vorhies, V. (2011). *Midwest evaluation of the adult functioning of former foster youth: Outcomes at age 26*. Chicago, IL: Chapin Hall at the University of Chicago; Henzel, P.D., Mayfield, J., Soriano, A., Marshall, D., & Felver, B.E.M. (2016). *Youth aging out of foster care: Risk and protective factors for criminal justice system involvement*. Olympia WA, DSHS Research and Data Analysis Division; and Jonson-Reid, M., & Barth, R. (2000.) From maltreatment to incarceration: The role of child welfare services. *Child Abuse & Neglect*, 24(3), 505-520.

<sup>3</sup> Henzel et al. (2016) and Widom, C.S., Weiler, B.L., & Cottler, L.B. (1999). Childhood victimization and drug abuse: A comparison of prospective and retrospective findings. *Journal of Consulting and Clinical Psychology*, 67(6), 867-880.

<sup>4</sup> Henzel et al. (2016) and Pilowsky, D.J., & Wu, L.T. (2006). Psychiatric symptoms and substance use disorders in a nationally representative sample of American adolescents involved with foster care. *The Journal of Adolescent Health*, 38(4), 351-358.

<sup>5</sup> Burley, M. (2010). *High school graduation and dropout trends for Washington State foster youth (2005–2009)*. Olympia: Washington State Institute for Public Policy and Courtney et al. (2011).

### Juvenile Justice System Involvement

Longitudinal studies also indicate that youth involved with the juvenile justice system are more likely to be arrested as adults than those who did not offend as juveniles.<sup>8</sup> System-involved youth also go on to have lower educational attainment<sup>9</sup> and are less likely to be employed than individuals without a history of juvenile justice system involvement.<sup>10</sup>

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<sup>6</sup> Courtney et al. (2011); Currie, J., & Widom, C.S. (2010). Long-term consequences of child abuse and neglect on adult economic well-being. *Child Maltreatment*, 15(2), 111-120.

<sup>7</sup> Courtney, M.E., Piliavin, I., Grogan-Kaylor, A., & Nesmith, A. (2001). Foster youth transitions to adulthood: a longitudinal view of youth leaving care. *Child Welfare*, 80(6), 685-717; Sharkova, I., Lucenko, B. Fever, B.E.M. (2015). *Transition to adulthood: Foster youth at 19. An analysis of the 2013 National Youth in Transition Database Survey for Washington State*. Olympia, WA, DSHS Research and Data Analysis Division; and Henzel et al. (2015).

<sup>8</sup> Barrett, D.E., & Katsiyannis, A. (2016). Juvenile offending and crime in early adulthood: A large sample analysis. *Journal of Child and Family Studies*, 25(4), 1086-1097 and Farrington, D.P., & Hawkins, J.D. (1991). Predicting participation, early onset and later persistence in officially recorded offending. *Criminal Behaviour and Mental Health*, 1(1), 1-33.

<sup>9</sup> Hjalmarsson, R. (2008). Criminal justice involvement and high school completion. *Journal of Urban Economics*, 63(2), 613-630; Apel, R., & Sweeten, G. (2009). *The effect of criminal justice involvement in the transition to adulthood* (Document No. NCJ 228380). Washington, DC: National Institute of Justice; and Kirk, D.S., & Sampson, R.J. (2013). Juvenile arrest and collateral educational damage in the transition to adulthood. *Sociology of Education*, 88(1), 36-62.

<sup>10</sup> Allgood, S., Mustard, D.B., & Warren, R.S. (2007). *The impact of youth criminal behavior on adult earnings*. University of Georgia manuscript and Apel & Sweeten (2009).

## Dual System Involvement

There is limited research on long-term outcomes for dually involved youth. Several studies examine short-term outcomes. Compared to youth with juvenile justice system involvement only, youth in foster care at the time of their arrest are more likely to be detained and re-arrested.<sup>11</sup> Dually involved youth are more likely to recidivate as juveniles.<sup>12</sup>

Only three studies compared the long-term outcomes for dually involved youth to those of youth only involved in juvenile justice. These studies found that dually involved youth are more likely to be arrested as adults,<sup>13</sup> receive state assistance, and access homeless shelters.<sup>14</sup> One study found that dually involved youth had higher rates of inpatient hospitalization, outpatient mental health and substance abuse services, and emergency room use.<sup>15</sup>

It has been postulated that dually involved **girls** may be at an even greater disadvantage because they represent a minority of youth in the criminal justice system. Compared to boys in the juvenile justice system, girls report higher rates and different types of mental health problems and are more likely to have been victims of crime. One study found that among dually involved youth, girls were much more likely to exhibit substance abuse and to report suicidal ideation than boys.<sup>16</sup>

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<sup>11</sup> Center for Innovation through Data Intelligence. (2015). *Young adult outcomes of foster care, justice, and dually involved youth in New York City*. New York City, Office of the Mayor; Woolard, J.L. (2012). Crossing over: Girls at the intersection of juvenile justice, criminal justice, and child welfare. In S. Miller, L. Leve, & P. Kerig (Eds.), *Delinquent Girls* (pp. 25-40). New York, NY: Springer.

<sup>12</sup> Halemba, G.J., Siegel, G.C., Lord, R.D., & Zawacki, S. (2004). *Arizona Dual Jurisdiction Study: Final report*. Pittsburgh, PA: National Ctr for Juvenile Justice; Halemba, G., & Siegel G. (2011). Doorways to delinquency: Multi-system involvement of delinquent youth in King County (Seattle, WA). Pittsburgh, PA: National Ctr for Juvenile Justice; and Huang, H., Ryan, J.P., & Herz, D. (2012). The journey of dually involved youth: The description and prediction of rereporting and recidivism. *Children and Youth Services Review*, 34(1), 254-260.

<sup>13</sup> Baetz, C.L. (2015). *A long-term follow-up of crossover youth: Young adult outcomes for maltreated youth in the juvenile justice system* (Unpublished doctoral dissertation). City University of New York, New York, NY.

<sup>14</sup> Center for Innovation through Data Intelligence (2015).

<sup>15</sup> Culhane, D.P., Byrne, T., Metraux, S., Moreno, M., Toros, H., & Stevens, M. (2011). *Young adult outcomes of youth exiting dependent or delinquent care in Los Angeles County*.

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<sup>16</sup> Halemba et al. (2004).

## II. Sample Characteristics and Outcomes

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Although they are sometimes referred to as “crossover” or “dual status” youth, there is no common terminology to describe youth served by both the juvenile justice and child welfare systems. For this study, we define “dually involved” as youth who were charged with a crime and—at any time in their lives—were in an out-of-home placement under the auspices of the child welfare system (i.e., in foster care).

In this section, we address the assignment to track outcomes for this population. Although the study language directed WSIPP to examine “academic, social, and vocational achievement,” we were unable to obtain individual education outcomes for this study.

It is important to note that all analyses presented in this section are descriptive only. The data do not allow us to explain what causes certain patterns of differences in outcomes across groups, just that those differences are observed in the data.

### Study Approach

Because statistics on dually involved girls may be less meaningful without comparison, WSIPP’s analysis includes all youth charged with a crime within the study period. We present findings on dually involved youth (girls and boys separately and combined) and youth with only juvenile justice (hereafter referred to as “JJ only”) involvement (girls and boys separately and combined.)

At the end of this section, we summarize outcomes for dually involved females specifically and compare them to the outcomes for JJ-only females and outcomes for dually involved males.

Further, although the assignment directed WSIPP, to the extent possible, to report outcomes disaggregated by several factors, we were unable to report outcomes disaggregated by gender identity, sexual orientation, or county. We do discuss differences in specific outcomes by race and ethnicity, and provide disaggregated information in the Appendix.

## Data Sources

We used WSIPP's Criminal History Database to identify all youth with a criminal charge between January 1, 2005, and December 31, 2017. The Research and Data Analysis Division (RDA) at the Washington State Department of Social and Health Services (DSHS) maintains an Integrated Client Database that includes information about clients receiving services from a number of state agencies, including the Department of Children Youth and Families, the Health Care Authority, and the Economic Services Department. RDA matched those clients in our sample against records of all youth who had been removed from home under the auspices of the child welfare system (see [Appendix I](#) for more details).

## Sample

For this study, we identified all youth charged with a crime in juvenile court between January 1, 2005, and December 31, 2017 (N=165,549).<sup>17</sup> From that group, we identified all youth with any child welfare placements in their history (N=18,650). This forms our "dually involved" sample. We refer to the remainder of our sample (N=146,899) as "JJ only."

Youth in the sample were matched against administrative records to identify the outcomes listed in [Exhibit 1](#). This exhibit also indicates the sample (detailed in [Exhibit 2](#)) used to analyze outcomes.

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<sup>17</sup> Our sample did not include youth charged with a status offense (i.e., truancy) which apply only to youth because of their age. It also excludes charges for youth tried in adult court.

**Exhibit 1**

## Outcomes Derived from Administrative Records

Outcome	Sample (see Exhibit 2)
<b>Demographics</b>	
Gender	Whole sample
Race	Whole sample
Hispanic ethnicity	Whole sample
<b>Foster care</b>	
Reasons children were removed from home for the first time	Dually involved
Age at first out-of-home placement	Dually involved
Out-of-home placements before age 18	Dually involved
<b>Juvenile justice outcomes</b>	
Detained in a local juvenile facility by age 18	Juvenile justice outcomes by 18
Committed to a juvenile rehabilitation by age 18	Juvenile justice outcomes by 18
Charged with a felony by age 18	Juvenile justice outcomes by 18
Convicted of a felony by age 18	Juvenile justice outcomes by 18
Adult crime outcomes to age 25	Adult crime outcomes up to age 25
<b>Behavioral health</b>	
Any indication of mental illness	Behavioral health outcomes by age 18
Inpatient mental health treatment	Behavioral health outcomes by age 18
Any diagnosis of substance use disorder	Behavioral health outcomes by age 18
Outpatient mental health treatment	Behavioral health outcomes by age 18
Outpatient substance abuse treatment	Behavioral health outcomes by age 18
Medication-assisted substance abuse treatment	Non-crime outcomes up to age 25
<b>Medical care</b>	
Incidents of emergency room use	Non-crime outcomes up to age 25
Medical hospitalization	Non-crime outcomes up to age 25
<b>Economic</b>	
Employment	Non-crime outcomes up to age 25
Receipt of TANF	Non-crime outcomes up to age 25
Receipt of food stamps	Non-crime outcomes up to age 25
Homelessness (housed and unhoused)	Non-crime outcomes up to age 25
<b>Teen birth</b>	Teen parent outcomes

For juvenile justice outcomes by age 18, we limited the sample to 148,063 youth who had turned 18 by the time of our sample draw, December 31, 2017. For prison by age 25, the sample was limited to 70,396 representing those who had turned 25 by December 31, 2017.

For mental illness diagnoses by age 18, we limited the sample to 149,803 youth who had turned 18 by March 31, 2018, the last date of our data for mental health outcomes.

For all other outcomes measured during young adulthood—ages 18 to 25—we limited the sample to the 74,076 individuals who had reached age 25 by the time of our data extraction. Doing so ensured that all in the sample had equivalent amounts of time to observe events.

For teen birth, Department of Health records were available only through December 31, 2016. To identify all youth who might have become a parent, the sample was limited to the 140,321 youth who had turned 18 by that date. A summary of the samples used in the analyses is provided in [Exhibit 2](#).

Throughout this report, we refer to “significant differences” and designate them with a “p-value.” This is a statistical term which means the likelihood that a difference could be caused by chance, and hence, not a real difference. For example, a p-value of 0.05 indicates a difference might occur by chance 5% of the time. Smaller p-values indicate less likelihood of a chance occurrence, and, therefore, are more likely to be a “real” difference. Again, we are unable to explain the reasons *why* we observe certain differences in outcomes between groups, but we can identify when those observed differences are statistically significant.

## Exhibit 2

Sample Sizes Used in Analyses

Analysis	Total N	Dual females	Dual males	JJ-only females	JJ-only males
Whole sample	165,549	7,950	10,700	50,968	95,931
Dually involved	18,650	7,950	10,700	n/a	n/a
Juvenile justice outcomes by 18	148,063	6,883	8,913	46,191	86,076
Behavioral health outcomes by age 18	149,803	6,986	9,088	46,689	87,040
Adult crime outcomes up to age 25	70,396	2,970	3,712	21,727	41,987
Non-crime outcomes up to age 25	74,076	3,122	3,909	22,949	44,096
Teen parent outcomes	140,321	6,428	8,234	43,938	81,721

## Findings

In our sample of 165,549 youth with a criminal charge between January 1, 2005, and December 31, 2017, 18,650 (11%) had been in foster care at some time in their lives. That is, were dually involved. The percentage of dually involved youth in our sample is consistent with findings from the Washington State Center for Court Research (WSCCR).<sup>18</sup> The WSCCR study found 12.7% of court-involved youth (including those charged with status offenses) also had foster care involvement.<sup>19</sup>

**Exhibit 3**  
Gender by Group

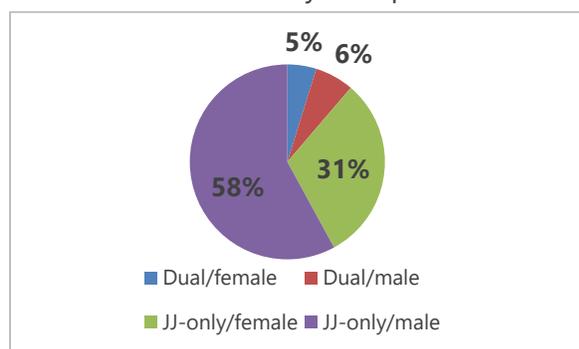


Exhibit 3 shows the breakdown of males and females in the entire sample. Over half of the whole sample (58%) was made up of JJ-only males, with roughly a third (31%) JJ-only girls. Dually involved males and dually involved females made up roughly equivalent proportions of our sample (6% and 5%, respectively). Put another way, compared to JJ-only youth, dually involved youth were more likely to be female. Of the dually involved group, 7,950 (43%) were female while 50,968 (35%) of JJ-only youth were female (see Exhibit 2).

<sup>18</sup> Pickard, C. (2015). *Multi-system youth in Washington State: Prevalence by jurisdiction*. Olympia, WA: Washington State Center for Court Research, Administrative Office of the Courts.

<sup>19</sup> Ibid.

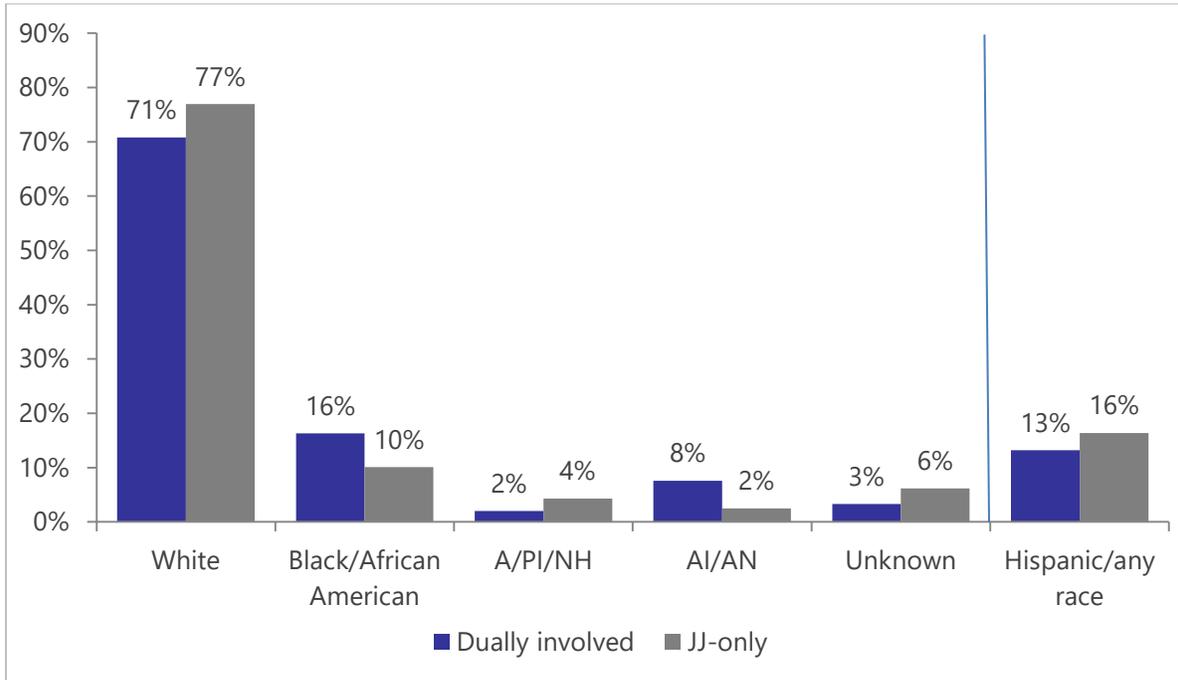
We examined the race and ethnicity of those in our sample. We code race into five categories: White, Black/African American, Asian/Pacific Islander/Native Hawaiian, American Indian/Alaskan Native, and other/unknown. Each individual is classified into only one of the five categories because the Administrative Office of the Courts (AOC), Juvenile and Corrections System (JCS), and the Department of Corrections (DOC) data do not include categories for bi-racial or multi-racial.

As shown in Exhibit 4, compared to JJ-only youth, dually involved youth were less likely to be White and, consistent with patterns observed in child welfare populations,<sup>20</sup> were more likely to be Black/African American, American Indian/Alaskan Native, and Hispanic.

Females, both with and without foster care experience, are less likely than males to be White (see Exhibit 5).

<sup>20</sup> Child Welfare Information Gateway. (2016, November). *Racial disproportionality and disparity in child welfare* (Issue Brief). Washington, DC: Children's Bureau; Hill, R.B. (2006). *Synthesis of research on disproportionality in child welfare: An update*. Casey Family Programs; and Miller, M. (2008). *Racial disproportionality in Washington State's child welfare system* Doc. No. 08-06-3901). Olympia: Washington State Institute for Public Policy.

**Exhibit 4**  
Race by Group



**Notes:**

Whole sample, N=165,549.

All comparisons between JJ-only and dually involved groups are significantly different at  $p < 0.0001$ .

A/PI/NH = Asian/Pacific Islander/Native Hawaiian.

AI/AN = American Indian/Alaskan Native.

**Exhibit 5**  
Race and Ethnicity by Group and Gender

Race	Dually involved		JJ-only	
	Female	Male	Female	Male
White	70%*	72%	76%***	78%
Black/African American	16%	17%	10%	10%
A/PI/NH	2%	2%	4%	4%
AI/AN	8%*	7%	3%**	2%
Unknown	4%***	3%	7%***	6%
Ethnicity				
Hispanic (any race)	13%	13%	15%***	17%
Total N	7,950	10,700	50,968	95,931

**Notes:**

\*  $p < 0.05$ , \*\*  $p < 0.01$ , \*\*\*  $p < 0.001$

The \* indicates significant differences between females and males in each population (i.e., dually involved and JJ-only groups).

A/PI/NH = Asian/Pacific Islander/Native Hawaiian.

AI/AN = American Indian/Alaskan Native.

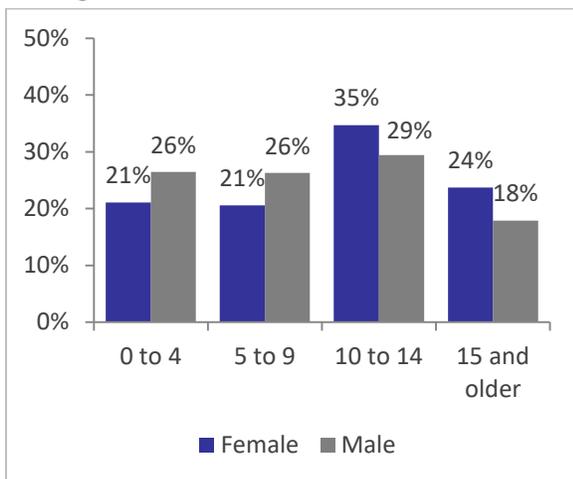
## Foster Care History of Dually Involved Youth

Most dually involved youth (82%) experienced an out-of-home placement before their first criminal charge. This was more common among males (83%) than females (80%). Of these dually involved youth, 10% were in foster care at the time of their first criminal charge, with no significant difference between genders.

We looked at the age at the first out-of-home placement for dually involved youth. Nearly half of the sample had been removed from home before the age of ten. Females were more likely than males to experience the first out-of-home placement after age ten.

**Exhibit 6**

### Age at First Out-of-Home Placement



Note:

All dually involved youth, N=18,650.

For each age group, differences between females and males is significant at  $p < 0.0001$ .

Totals may not add to 100% due to rounding.

By the time they turned 18, youth had been placed out-of-home an average of 1.5 times. On average, girls had been placed out-of-home more often than their male counterparts.

**Exhibit 7**

### Out-of-Home Placements by Age 18

	Female	Male
Average (SD)	1.56 (1.07)	1.48 (1.04)
N	6,883	8,913

Notes:

Analysis is limited to those youth who had turned 18 by December 31, 2017.

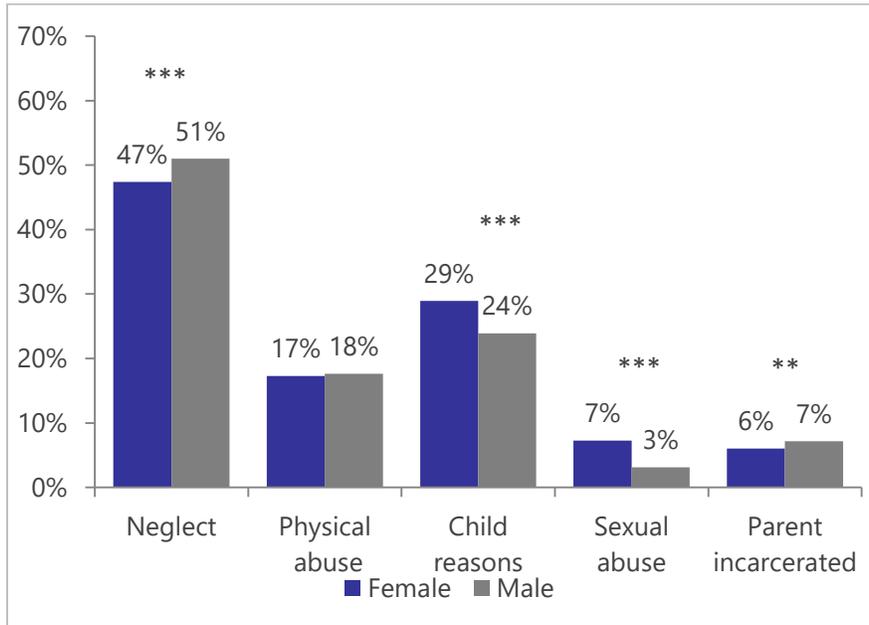
SD refers to the statistical standard deviation, a measure of variation in a sample.

There may be multiple reasons for removing a child from home. The most common is neglect. In this dually involved population, we observe a set of other common reasons for out-of-home placement (which we refer to as “child reasons”). These include child behavior problems, child alcohol abuse, and child drug abuse. Compared to females, males were more often removed for neglect and parent incarceration. On the other hand, compared to males, females were more often removed for child reasons and sexual abuse. We found no differences between genders for prevalence of physical abuse.

Among dually involved females, we observed some differences in foster care history by race. For example, compared to White females, Black/African American and American Indian/Alaskan Native females were more often placed out-of-home before age five. Compared to non-Hispanic females, Hispanic females were more likely to be removed from home because of sexual abuse. A summary of outcomes disaggregated by race and Hispanic ethnicity is provided in [Exhibit A3](#) in the Appendix.

## Exhibit 8

### Major Reasons Children Were Removed From Home for the First Time



Notes:

All dually involved youth, N=18,650.

Stars indicate the statistical significance between females and males for each reason: \* p<0.05, \*\* p<0.01, \*\*\* p<0.001.

Totals may exceed 100% because more than one reason for removing a child may be recorded.

## Comparing Dually Involved Youth with Juvenile Justice-Only Youth

### Criminal Justice Outcomes

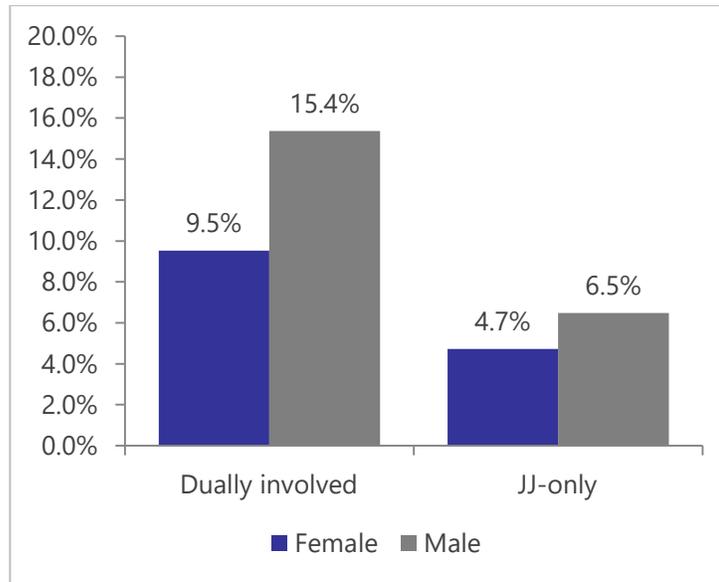
Younger age at first encounter with the juvenile justice system is associated with higher rates of recidivism.<sup>21</sup> The juvenile risk assessment used in Washington, the Positive Achievement Change Tool, considers youth with a first charge before age 13 to be a greater risk than youth entering the system at older ages. The dually involved youth often became involved in the juvenile justice system at an

earlier age than JJ-only youth. Exhibit 9 displays the percentage of youth with their first criminal charge before age 13. In both groups, males were more likely to be charged before age 13 than females. Dually involved females were more likely than JJ-only females to be charged for the first time before age 13. The average dually involved youth was 14.5 years old at first charge, while the average age for JJ-only youth was 15.2.

<sup>21</sup> Barnoski, R. (2004). *Assessing risk for re-offense: Validating the Washington State Juvenile Court Assessment*. (Doc. No. 04-03-1201). Olympia: Washington State Institute for Public Policy and Cottle, C.C., Lee, R.J., & Heilbrun, K. (2001). The prediction of criminal recidivism in juveniles: a meta-analysis. *Criminal Justice and Behavior*, 28(3), 367-394.c

### Exhibit 9

#### Youth with First Criminal Charge Before Age 13



**Notes:**

Full sample, N=165,549.

All comparisons between males and females within and between groups and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

By their 18<sup>th</sup> birthday, dually involved youth were charged significantly more often than JJ-only youth. Males received more charges than females in both groups.

Dually involved youth were more likely than JJ-only youth to be charged with more serious offenses. A greater percentage of dually involved youth were charged and convicted of at least one felony before age 18. Males in both groups were more likely than their female counterparts to be charged or convicted.

### Exhibit 10

#### Average Number of Felony Charges by Age 18

	Dually involved		JJ-only	
	Female	Male	Female	Male
Average (SD)	2.39 (2.15)	3.26 (3.03)	1.48 (1.10)	1.92 (1.77)
N	6,883	8,913	46,191	86,076

**Notes:**

This sample is limited to those who had turned age 18 by December 31, 2017.

All comparisons are significantly different at  $p < 0.001$ . That is between males and females within each group and between females in the two groups and between males in the two groups.

SD refers to the statistical standard deviation, a measure of variation in a sample.

### Exhibit 11

Percentage Ever Charged or Convicted of a Felony, by Age 18

	Dually involved		JJ-only	
	Female	Male	Female	Male
Charged with a felony	31%	55%	16%	36%
Convicted of felony	29%	51%	14%	33%
N	6,883	8,913	46,191	86,076

**Notes:**

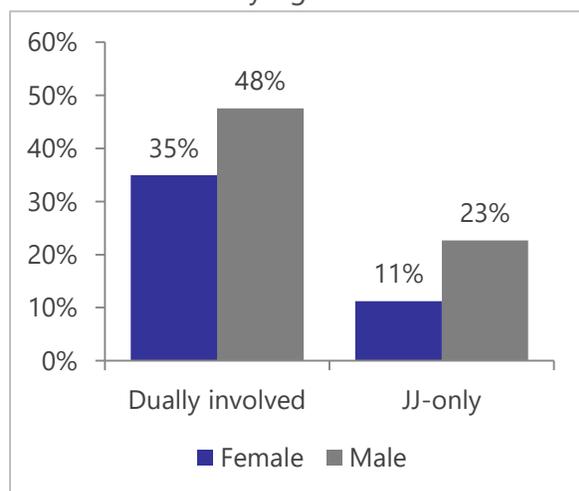
This sample is limited to those who had turned age 18 by December 31, 2017.

Within each row, all comparisons are significantly different at  $p < 0.0001$ .

Dually involved youth were more likely to be detained in a local juvenile facility (Exhibit 12) or—in cases of more serious crimes—committed to a stay in a Juvenile Rehabilitation facility (Exhibit 13). Later as adults, dually involved youth were more likely to be incarcerated in prison (Exhibit 14). Similar to the pattern we observe with charges, females in both groups were less likely than males to be incarcerated.

### Exhibit 12

Detained in a Local Juvenile Facility, by Age 18



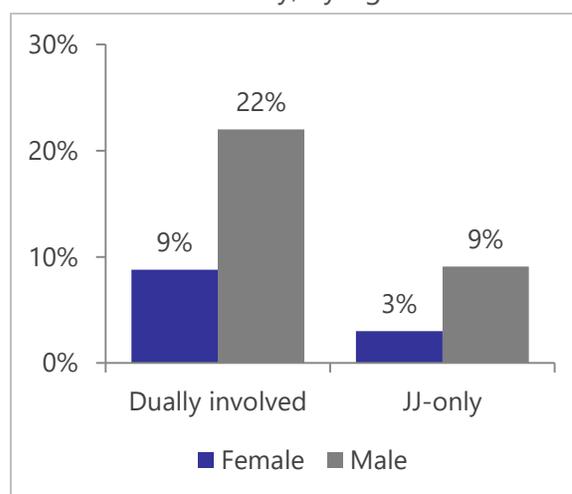
**Notes:**

This sample is limited to those who had turned age 18 by December 31, 2017. N=148,063.

All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

### Exhibit 13

Committed to a Juvenile Rehabilitation Facility, by Age 18



**Notes:**

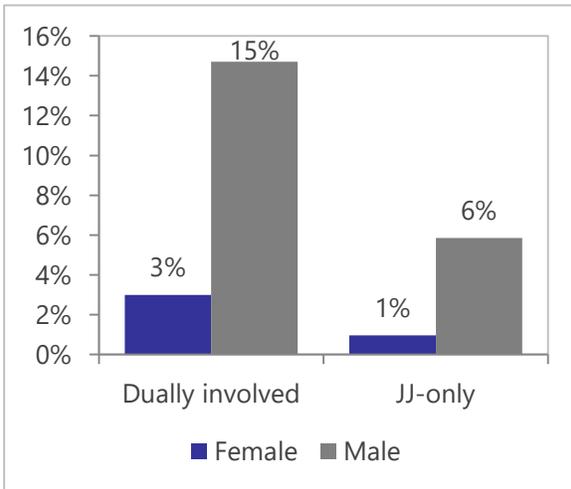
This sample is limited to those who had turned age 18 by December 31, 2017. N=148,063.

All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

Our data allowed us to identify from court case records whether youth were later sentenced to adult prison. Between the ages of 18 and 25, a significantly greater percentage of dually involved youth, particularly males, were sentenced to prison.

**Exhibit 14**

Ever Sentenced to Adult Prison, by Age 25



Notes:

Analysis is limited to those who had turned age 25 by December 31, 2017. N=70,396.

All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

Compared to JJ-only females, we find that dually involved females are charged more frequently, are more likely to be charged and convicted of felonies, and more likely to be incarcerated as youth and later sentenced to prison.

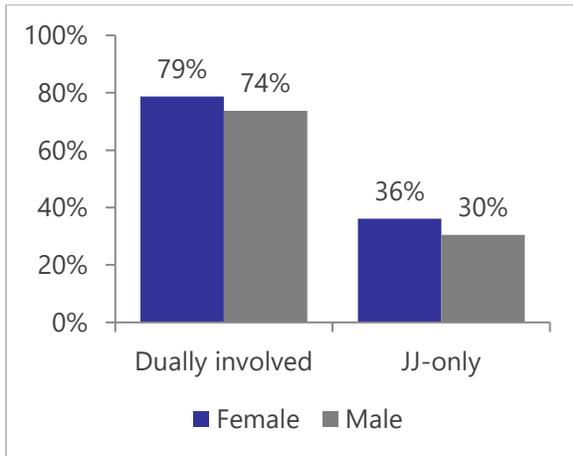
Within our sample of dually involved females, we observed several significant differences by race. Compared to White females, dually involved American Indian/Alaskan Native females are more likely to be charged before age 13 and to be detained in a local juvenile facility. Also compared to White females, Black/African American females are more likely to be convicted of a felony and committed to a Juvenile Rehabilitation facility. Black/African American and Hispanic youth were more likely to be sentenced to prison. Criminal justice outcomes for dually involved females disaggregated by race can be found in [Exhibit A4](#) of the Appendix.

### Behavioral Health Outcomes

We observed significant differences between dually involved and JJ-only youth in the prevalence of mental illness. As shown in [Exhibit 15](#), a much greater percentage of dually involved youth had been diagnosed with a mental illness<sup>22</sup> and/or received mental health treatment by age 18.<sup>23</sup>

**Exhibit 15**

Any Indication of Mental Illness, by Age 18



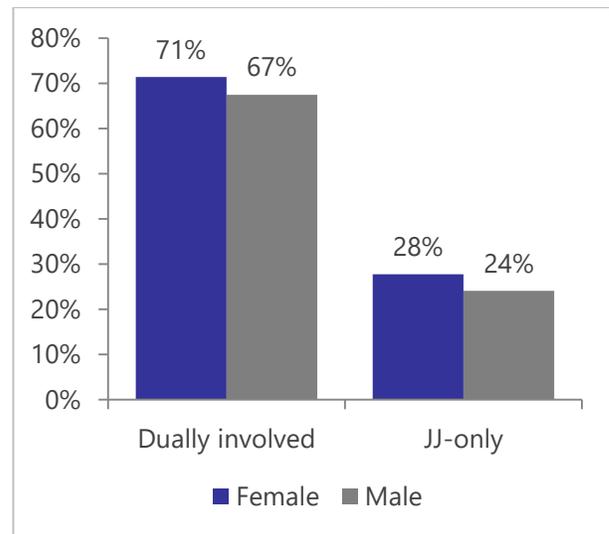
Notes:

Analysis limited to those who had turned 18 by March 31, 2018. N=149,803. All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

Dually involved youth were significantly more likely to have received treatment by 18 and dually involved girls received treatment more often than dually involved boys.

**Exhibit 16**

Received Mental Health Outpatient Treatment, by Age 18



Notes:

Analysis limited to those who had turned age 18 by March 31, 2018. N=149,803. All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

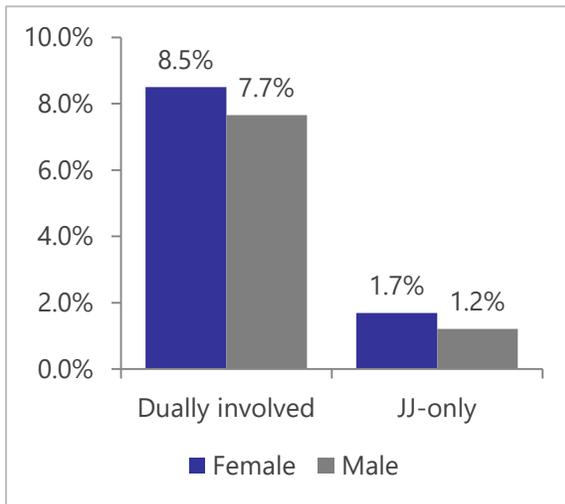
As shown in [Exhibit 17](#), dually involved youth were also more likely to receive inpatient mental health treatment. Dually involved youth were significantly more likely than JJ-only youth to receive this treatment. Before age 18, 8.5% of females and 7.7% males received inpatient treatment.

<sup>22</sup> Diagnoses for any of the following disorders: Attention deficit hyperactivity disorder (ADHD), psychosis, mania/bipolar, depression, anxiety, adjustment, and disruptive behavior. Prevalence of each disorder by group is provided in [Exhibit A1](#) in the Appendix.

<sup>23</sup> We calculated any indication of mental illness from diagnoses in medical records, prescriptions for psychiatric medications, and receipt of inpatient or outpatient mental health care.

**Exhibit 17**

Received Inpatient Mental Health Treatment,  
By Age 18



Notes:

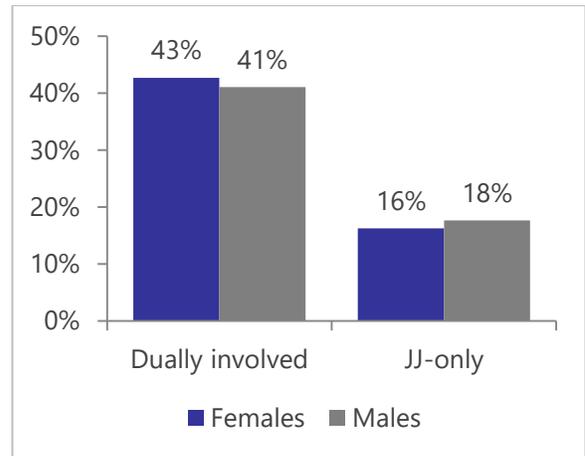
Analysis limited to those who had turned age 18 by March 31, 2018. N=149,803.

In the dually involved group, females were more likely ( $p=0.05$ ) than males to receive inpatient treatment. In the JJ-only group, the difference between females and males was significant at  $p<0.0001$ . Dually involved youth were significantly more likely than JJ-only youth to receive inpatient treatment before age 18 ( $p<0.0001$ ).

By age 18, more dually involved than JJ-only youth had been diagnosed with a substance use disorder. Among dually involved youth, a greater percentage of females than males had a diagnosis.

**Exhibit 18**

Diagnosed with a Substance Use Disorder,  
by Age 18



Notes:

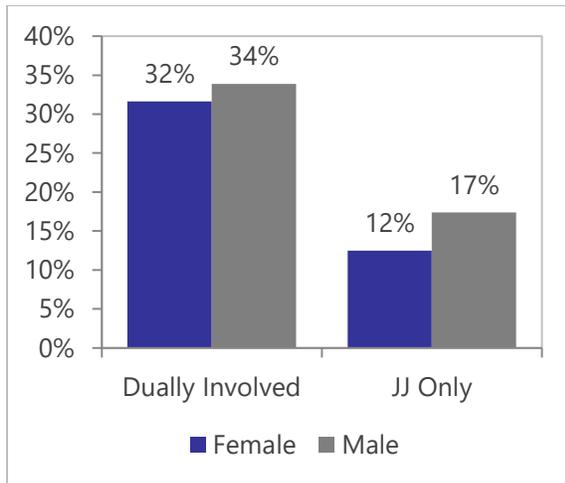
Analysis limited to those who had turned age 18 by March 31, 2018. N=149,803.

In the dually involved group, females were more likely ( $p=0.03$ ) than males to receive a diagnosis. In the JJ-only group, the difference between females and males was significant at  $p<0.0001$ . Dually involved youth were significantly more likely than JJ-only youth to receive a diagnosis before age 18 ( $p<0.0001$ ).

Before turning 18, dually involved youth were more likely than JJ-only youth to have received outpatient substance abuse treatment.

**Exhibit 19**

Received Outpatient Substance Abuse Treatment, by Age 18



Notes:

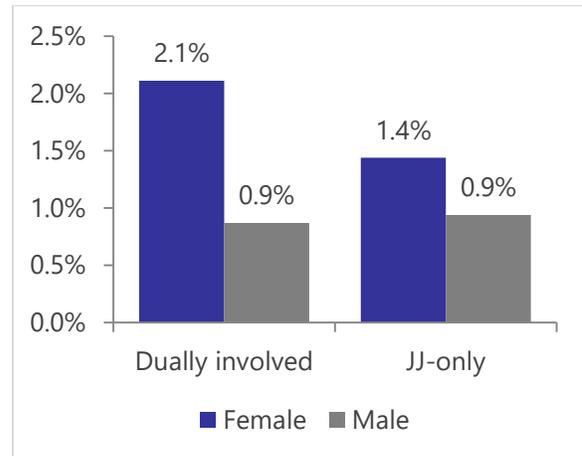
Analysis limited to those who had turned age 18 by March 31, 2018. N=149,803.

All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

We also examine medication-assisted treatment, such as methadone or buprenorphine for opioid addiction. Before age 18, less than 0.05% of the sample (21 of the dually involved youth and 48 of the JJ-only youth) had received this treatment. We chose, instead, to look at the use of this treatment between the ages of 18 and 25. While the treatment was still uncommon, in both groups, significantly more females than males received the treatment. Dually involved females were significantly more likely than JJ-only females to receive medication-assisted treatment.

**Exhibit 20**

Received Medication-Assisted Substance Abuse Treatment Between Ages 18 and 25



Notes:

Analysis limited to those who had turned age 25 by March 31, 2018. N=74,076.

Differences between males and females in each group are significant at  $p < 0.0001$ . The difference between males in the groups is not significant.

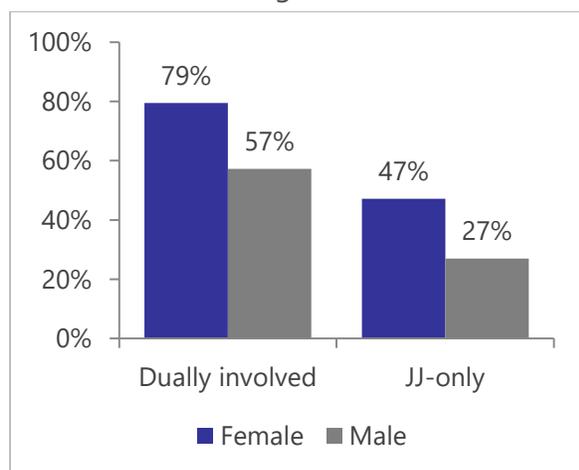
We found that dually involved girls were more likely than JJ-only females or dually involved males to be diagnosed with a substance use disorder. They were also more likely to receive medication-assisted treatment.

Among dually involved females, we observed differences by race and ethnicity in need for and receipt of behavioral health treatment. For example, compared to White females, by age 18, a significantly greater percentage of American Indian/Alaskan Native females had been diagnosed with a substance use disorder and had received outpatient treatment for substance use. On the other hand, Black/African American and Asian/Pacific Islander/Native Hawaiian females were less likely than White females to experience these outcomes. All behavioral health outcomes for dually involved females disaggregated by race can be found in [Exhibit A5](#) of the Appendix.

### Medical Care

Based on Medicaid records, a higher percentage of dually involved youth used a medical emergency room (ER). [Exhibit 21](#) shows the percentage of youth who ever visited an emergency room between ages 18 and 25. In both groups, females were more likely to use the ER than their male counterparts.

**Exhibit 21**  
Ever Visited an Emergency Room  
Between Ages 18 and 25



**Notes:**

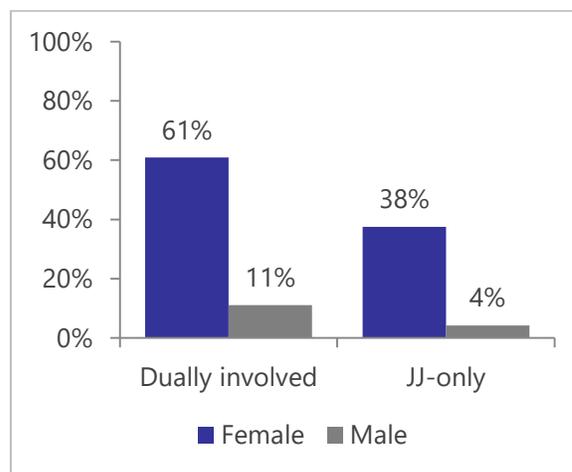
Analysis limited to those who had turned age 25 by March 31, 2018. N=74,076.

All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

Similarly, we observed that dually involved youth were more likely to be hospitalized than JJ-only youth. In both groups, a greater percentage of females was hospitalized. The greater proportion of females can be partly explained by childbirth. Among females in the sample, 34% of dually involved and 25% of JJ only had a child between the ages of 18 and 25.

### Exhibit 22

Medical Hospitalization  
Between Ages 18 and 25



**Notes:**

Analysis limited to those who had turned age 25 by March 31, 2018. N=74,076.

All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

Dually involved girls were more likely than JJ-only females or dually involved males to use emergency room treatment or to be hospitalized.

Among dually involved females, we found that Black/African American and American Indian/Alaskan Native females were more likely than White females to be treated in an emergency room than Whites. Compared to non-Hispanic females, Hispanic females were more likely to receive emergency room treatment and to be hospitalized. Medical care outcomes for dually involved females disaggregated by race can be found in [Exhibit A6](#) of the Appendix.

## Economic Outcomes

Using unemployment insurance records from the Employment Security Department, we identified all those in the sample with a record of employment<sup>24</sup> between ages 18 and 25. Over the seven years, most individuals in the sample were employed for at least one quarter. Based on raw percentages shown in [Exhibit 23](#), it appears that dually involved youth were significantly less likely to be employed. However, these percentages do not account for the fact that more of the dually involved group were in prison, and therefore, unable to participate in the workforce. To explore this question, we used a technique called logistic regression to control for a prison sentence as well as gender, race, Hispanic ethnicity, and teen parenthood. The results of the regression analysis revealed no difference in employment for dually involved and JJ-only youth.<sup>25</sup> A prison sentence, being female, and being a teen parent were each associated with a decreased likelihood of employment.

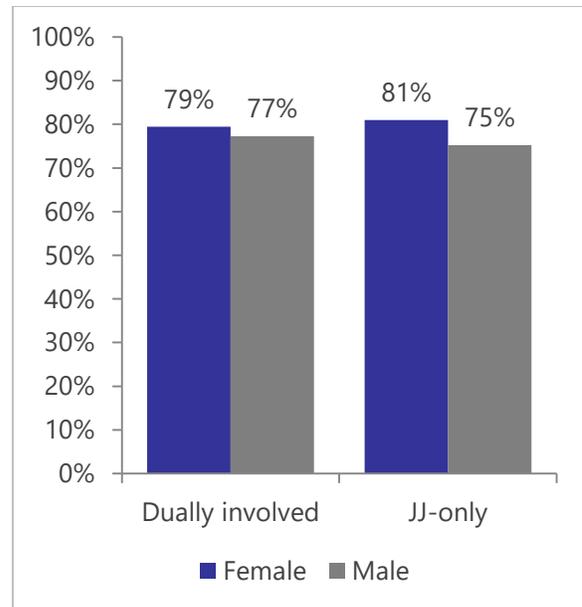
We also examined the amount earned and hours and quarters worked for those with any record of employment. Those in the dually involved group had significantly lower total earnings over the period and were employed less than the JJ-only group. On average, females worked more hours and quarters than males. In the dually involved group—but not in the JJ-only group—females earned significantly less than males.

<sup>24</sup> Employment Security Department records do not include information for individuals who are self-employed or working as contractors.

<sup>25</sup> Results of the logistic regression analysis are available in [Exhibit A2](#) in the Appendix.

## Exhibit 23

Employed In At Least One Quarter Between the Ages of 18 and 25, Raw Percentages



Notes:

Analysis limited to those who had turned age 25 by March 31, 2018. N=74,076.

Difference between males and females in the dually involved group is significant at  $p=0.026$  and in the JJ-only group  $p<0.0001$ .

### Exhibit 24

#### Total Dollars Earned and Hours and Quarters Worked Between Ages 18 and 25

	Dually involved		JJ-only	
	Female	Male	Female	Male
Dollars earned (SD)	\$30,725 (\$42,402)**	\$33,731 (\$43,034)	\$59,568 (\$55,239)	\$60,211 (\$63,275)
Hours worked (SD)	2,959 (3,268)***	2,518 (3,042)	4,970 (3,921)***	4,468 (3,940)
Quarters worked (SD)	11.1 (8.2)***	9.8 (7.5)	15.8 (8.7)***	14.2 (8.4)
N	2,484	3,020	18,590	33,201

**Notes:**

Analysis limited to those who had turned age 25 by March 31, 2018 and were ever employed between ages 18 and 25. N=57,295.

SD refers to the statistical standard deviation, a measure of variation in a sample.

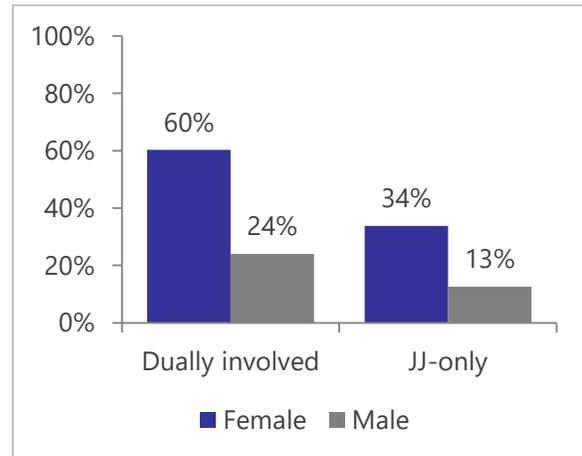
For comparisons of females and males within groups, \* p<0.05, \*\* p<0.01, \*\*\*p<0.001.

Comparing females between groups and males between groups, the JJ-only group worked more and had higher earnings than their counterparts in the dually involved group at p<0.001.

As young adults, dually involved youth received more public assistance in the form of Temporary Assistance to Needy Families (TANF)<sup>26</sup> (Exhibit 25) and Supplemental Nutritional Assistance (SNAP)<sup>27</sup> (Exhibit 26). Females in both groups were more likely to receive benefits than their male counterparts.

### Exhibit 25

#### Receipt of TANF Between Ages 18 and 25



**Notes:**

Analysis limited to those who had turned age 25 by March 31, 2018. N=74,076.

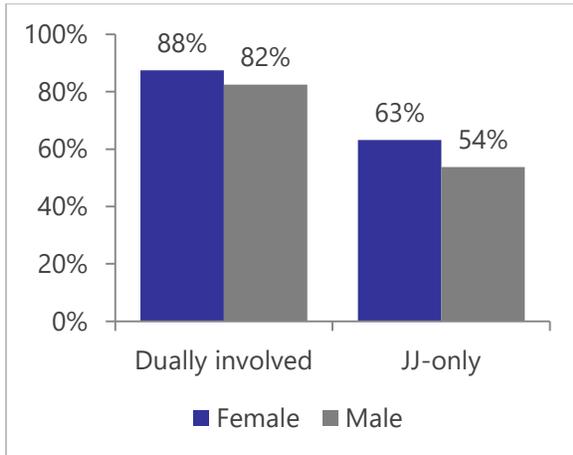
All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at p<0.001.

<sup>26</sup> TANF is a time-limited federal/state-funded program providing income assistance to poor families with children.

<sup>27</sup> SNAP, also referred to as the Food Stamp Program, is a federally funded program providing food-purchasing assistance to low-income people.

### Exhibit 26

Receipt of SNAP Between Ages 18 and 25



**Notes:**

Analysis limited to those who had turned age 25 by March 31, 2018. N=74,076.

All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

Between ages 18 and 25, among those ever employed over those years, dually involved females earned less than their male counterparts and less than JJ-only females. They also were more likely to receive TANF and SNAP benefits.

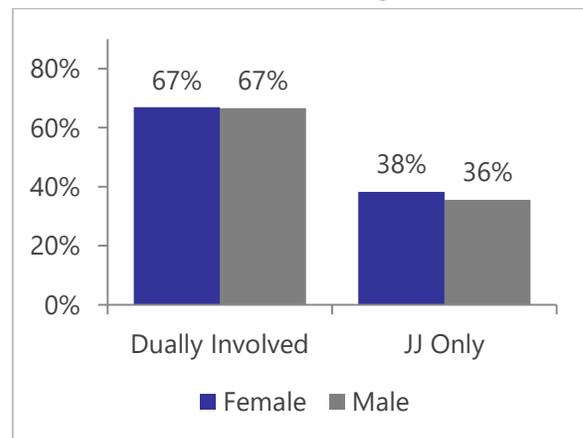
We also observed difference in economic outcomes by race. For example, American Indian/Alaskan Native females were less likely than White females to have been employed. Black/African American females were more likely to have received TANF. Economic outcomes for dually involved females disaggregated by race can be found in [Exhibit A7](#) of the Appendix.

### Homelessness

We found that dually involved youth were more likely to have experienced homelessness (either housed or unhoused<sup>28</sup>) before their first criminal charge than JJ-only youth, 21% and 7%, respectively. As young adults, dually involved youth, both female and male, were significantly more likely to experience homelessness between the ages of 18 and 25.

### Exhibit 27

Ever Homeless between Ages 18 and 25



**Notes:**

Analysis limited to those who had turned age 25 by March 31, 2018. N=74,076.

There is no significant difference between dually involved females and males. Differences between JJ-only females and males and between dually involved and JJ-only youth are significant at  $p < 0.0001$ .

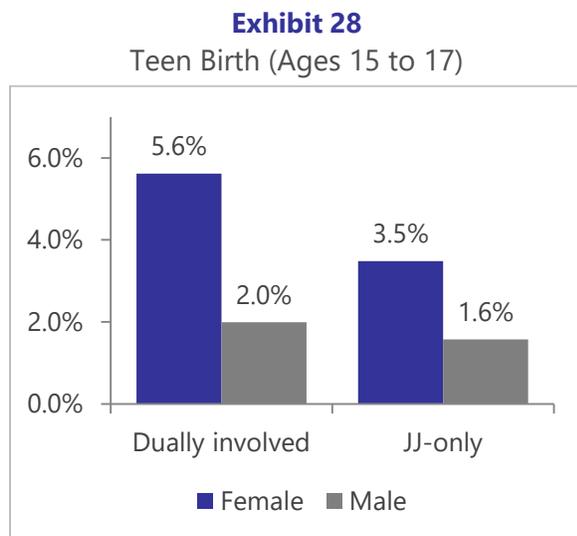
Dually involved females were more likely than JJ-only females to have been homeless between the ages of 18 and 25. Among dually involved females, compared to White females, Black/African American females were more likely to have been homeless. A breakout of homeless for dually involved females is presented in [Exhibit A7](#) of the Appendix.

<sup>28</sup> "Housed" refers to a condition where individuals are temporarily living with others (or "couch surfing") with no guarantee that they will be able to stay.

### Teen Birth

Using several data sources,<sup>29</sup> we found that dually involved youth were more likely than JJ-only youth to be teen parents. The rates for both JJ-only and dually involved females are higher than the state average. In 2016, 0.65% of all girls in the state aged 15 to 17 gave birth.<sup>30</sup>

The statistics for males may be undercounts because males may not always be named on birth certificates and may not have a support enforcement order.



**Notes:**  
Analysis limited to those who had turned 18 by December 31, 2016. N=140,321.  
All comparisons between males and females and between dually involved and JJ-only groups are statistically significant at  $p < 0.001$ .

Dually involved females were more likely to be teen parents than JJ-only females. We observed that compared to non-Hispanic

<sup>29</sup> The Research and Data Analysis (RDA) at DCYF combined information from birth records, Support Enforcement, and Department of Corrections prison visitor records to identify parents.

<sup>30</sup> Washington State Department of Health, Birth Tables by Topic, Table A10, Age-Specific Live Rates by Place of Residence.

females, a greater number of Hispanic girls were teen parents. We observed no significant differences by race. Teen birth statistics for dually involved females are provided in [Exhibit A7](#) in the Appendix.

### Summary of Outcomes

We have shown that compared to JJ-only youth—consistent with the research literature—dually involved youth, both females and males, were more likely to:

- Be incarcerated,
- Receive mental health and substance abuse treatment,
- Use emergency room and hospital care,
- Receive public assistance,
- Be teen parents,
- Be homeless, and
- Be unemployed.

Our legislative direction called for a focus on the needs of dually involved females. [Exhibit 28](#) compares outcomes for dually involved females to JJ-only females and dually involved males. For all outcomes, dually involved females were more likely to have undesirable outcomes than JJ-only females. For many outcomes (with criminal justice outcomes as a notable exception), dually involved females showed higher rates of poor outcomes than dually involved males.

Before turning 18, compared to JJ-only females, far more dually involved females were diagnosed with a mental illness and received mental health and substance abuse treatment. As young adults, dually involved females were far more likely than JJ-only females to have received public assistance and to report being homeless.

## Exhibit 29

### Comparing Dually Involved Females to JJ-Only Females and Dually Involved Males

Outcome	Dually involved females	JJ-only females	Dually involved males
<b>Foster care</b>			
First out-of-home placement			
Before age 5	21%	n/a	26%
Ages 5 to 9	21%	n/a	26%
Ages 10 to 14	35%	n/a	29%
Age 15 and older	24%	n/a	18%
Before first charge	80%	n/a	83%
Reasons for first out-of-home placement			
Neglect	47%	n/a	51%
Physical abuse	17%	n/a	18%
Child reasons	29%	n/a	24%
Sexual abuse	7%	n/a	3%
Parent incarcerated	6%	n/a	7%
<b>Criminal justice</b>			
First charge before age 13	10%	5%	15%
Charged with a felony by age 18	31%	16%	55%
Convicted of a felony by age 18	29%	14%	51%
Detention in local juvenile facility by age 18	35%	11%	48%
Commitment to JR facility by age 18	9%	3%	22%
Sentenced to adult prison	3%	1%	15%
<b>Behavioral health</b>			
Any indication of mental illness by 18	79%	36%	74%
Mental health outpatient treatment by age 18	71%	28%	67%
Mental health inpatient treatment by age 18	9%	2%	8%
Diagnosed substance use disorder by 18	43%	16%	41%
Substance abuse outpatient treatment by age 18	32%	12%	34%
Medication-assisted treatment age 18 to 25	2%	1%	1%
<b>Medical care</b>			
Emergency room between ages 18 and 25	79%	47%	57%
Medical hospital between ages 18 and 25	61%	38%	11%
<b>Economic</b>			
Ever employed ages 18 to 25	79%	81%	77%
TANF	60%	34%	24%
SNAP	88%	63%	82%
Homeless	67%	67%	38%
<b>Teen birth ages 15 to 17</b>	6%	4%	2%

**Notes:**

Beginning in 2012, Washington greatly expanded eligibility for the Extended Foster Care (EFC) program, which allows youth who meet certain criteria to receive foster care services up to age 21. Our sample of youth age 25 by March 2017 would have turned 18 before the expansion of EFC. In our sample for the homelessness analysis, only two youth (both female) had received EFC. Neither was homeless.

Based on these findings, dually involved girls are more inclined to need behavioral health treatment. As they enter young adulthood, they are in greater need of housing and public assistance.

Our legislative assignment directed WSIPP to disaggregate outcomes by race.

In [Exhibits A3 to A7](#) in the Appendix, we provide a summary of the outcomes listed in [Exhibit 29](#), disaggregated by race and Hispanic ethnicity.

### III. Systems Responses to Dually Involved Youth

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In addition to examining the characteristics and outcomes for dually involved females, the legislature further directed WSIPP to:

- Survey other states' systems that address and treat the needs of dually involved youth and
- Include a benefit-cost analysis of programs for dually involved females that would show evidence of avoidance of costs associated with public welfare programs or would demonstrate higher educational attainment.

This section focuses on an assessment of how state and local systems identify dually involved youth and treat the specific needs of this population.

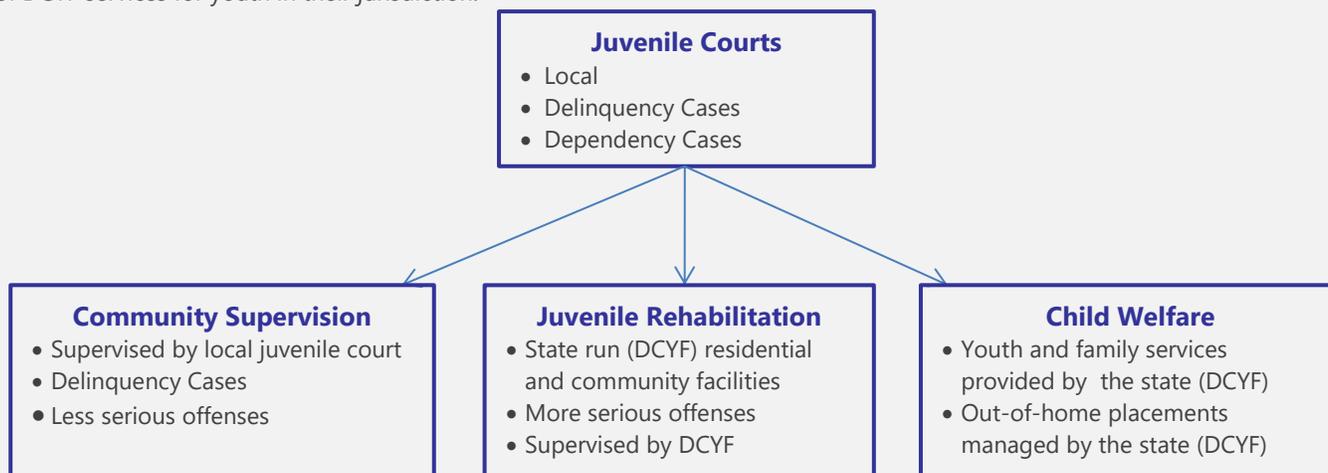
Washington State recently integrated its child welfare and juvenile justice systems into a single state agency—the Department of Children, Youth, and Families (DCYF). DCYF continues to use cooperation agreements established when the Children's Administration (CA) and Juvenile Rehabilitation (JR) were housed in the Department of Social and Health Services (DSHS).

Local courts are involved with all dually involved youth. Courts may transfer the custody of youth to the state via confinement in a juvenile rehabilitation facility or through a dependency petition that places the youth in the custody of the state, often resulting in a foster care placement. Local courts may develop their own agreements with other local agencies or with state agencies to develop unique processes for identifying and treating dually involved youth. [Exhibit 30](#) further describes the agreements between state agencies and how local courts cooperate with state agencies with regard to dually involved youth.

## Exhibit 30

### Juvenile Justice and Child Welfare Systems in Washington State

Washington State administers child welfare and juvenile justice services at the state and local level. For juvenile justice, court-involved youth are served by local juvenile courts unless they are committed to confinement in a facility operated by Juvenile Rehabilitation (JR) in the Department of Children, Youth, and Families (DCYF). For child welfare, dependency cases are heard by local juvenile courts and out-of-home placements are managed by DCYF. Regional program managers oversee the administration of DCYF services for youth in their jurisdiction.



#### Youth Committed to a JR Facility

In 2017, the Children's Administration (CA)<sup>#</sup> and JR established an inter-agency agreement for servicing youth who are committed to a DCYF JR facility and who are receiving child welfare services. The agreement isolates seven explicit outcomes: 1) service barrier removals, 2) expedited services, 3) strengthened families, 4) reintegration of youth into their communities, 5) safe reduction of out of home placements, 6) safe and stable housing for youth, and 7) reducing recidivism.

The CA and JR agreement outlines the roles of each agency and establishes procedures for coordination of case planning and administration of services. The agreement explicitly allows for information sharing for the purposes of treatment, care, case planning, and/or supervision, and mandates that JR and CA collaborate on dually involved cases so long as the youth is under supervision by JR and has an open dependency case by the court. The agreement requires each agency to designate a liaison to coordinate with the other administration and requires that the agencies provide cross-training and education concerning their agency policies and programs. Finally, the agreement establishes collaborative case management protocols for dependent and non-dependent youth that define the roles of CA caseworkers and JR staff.

#### Youth Sanctioned with Community Supervision

In Washington, 32 local juvenile courts oversee services for youth sanctioned with community supervision for a delinquency case. Coordination with child welfare officials varies by juvenile court.

#### King County

Based on the principles of the Crossover Youth Practice Model and the Dual Status Youth Initiative, King County began a systems integration initiative in 2005 named the Uniting for Youth Initiative (UFI). The UFI is a multi-system integration initiative that connects child welfare providers, juvenile justice providers, education providers, and behavioral health providers. The initiative includes cross-system training and information sharing to minimize redundancy and to maximize the delivery of services to youth and families.<sup>^</sup>

King County established protocols to provide permissions for child welfare personnel to access juvenile justice records and for juvenile justice staff (e.g., probation managers) to access child welfare records. Following the identification of dually involved youth, King County uses Family Team Decision Making and joint staff meetings to coordinate services for youth and families between different local and state agencies.

<sup>#</sup> In 2017, CA and JR were separate agencies housed in DSHS. In 2018, CA moved to DCYF. In 2019, JR also transitioned to DCYF. As of the date of this publication, the inter-agency agreement between CA and JR was still in effect.

<sup>^</sup> For more information, see [Uniting for Youth. \(2009\). King County Resource Guide: Information Sharing, Second Edition. Seattle, WA: Casey Family Programs.](#)

## Key Findings: Systems Responses

### State Survey

We surveyed 49 states and Washington D.C. about their policies and programs that apply to dually involved youth. Respondents identified three key areas of systems involvement for identification and treatment of dually involved youth:

- **Defining dually involved populations**  
Some states consider all youth receiving juvenile justice and child welfare services to be dually involved while other states have more limiting definitions.
- **Administration of services**  
Memos of understanding (MOUs), interagency agreements, and statutory regulations were all used to establish conditions of dual custody and/or to identify which organizations are responsible for providing services to dually involved youth.
- **Coordinated case management**  
Nearly all responding states identified policies directing coordinated case management between juvenile justice and child welfare agencies, including data sharing, joint case planning, and coordination of treatment services.

### Benefit Cost

We did not identify any treatment programs specifically for dually involved youth. Most states indicated they use standard juvenile justice or child welfare treatment programs. We were unable to find any rigorous evaluations of these programs on dually involved populations. As such, we were unable to conduct any benefit-cost analyses for this report.

## Survey of States' Systems

We contacted all 49 states and Washington D.C. to obtain information about the policies and programs that apply to dually involved youth. Our final response rate was 80% with 40 of the 50 jurisdictions providing information.

Our conversations with state and local officials focused on three overarching questions: 1) what are the administrative policies that govern the assessment and treatment of dually involved youth? 2) What types of specific treatment programs are available for dually involved youth? 3) Are there any formal evaluations of the policies and/or programs for dually involved youth and their impact on outcomes such as recidivism?

The responses to our requests for information varied. Some jurisdictions indicated they have very few dually involved youth and consequently have no formalized policies or programs established for coordinating services. Other jurisdictions sent detailed information about the procedures in place for dually involved youth, including copies of state statutes, administrative regulations, data-sharing agreements, risk assessment instruments, case-management protocols, PowerPoints used for training state employees, and/or written testimony from state senate committee hearings.

This section summarizes some of the key themes identified from the discussions with different states. We provide representative examples from the responses we received from different states and highlight some of the more comprehensive approaches to identifying and treating dually involved youth. Detailed information about each responding state's policies is included in [Appendix II](#).

## Administrative Policies

Child welfare (CW) services are most commonly classified as state administered or state supervised and county administered. Consistent with other research, our survey respondents most often indicated that even in state-administered jurisdictions, the implementation of CW policies occurs at the local level. Further, it was common for states to operate a three-tiered system with state, regional, and local CW offices overseeing the administration of services.

Juvenile justice (JJ) systems are generally classified as state operated, mostly state operated, or locally operated. Different types of juvenile justice services may be operated by different levels of government. For example, detention centers may be state operated while probation services are locally operated. In addition to these local services, youth may be committed to state-run residential facilities.

In some states, a single agency administers CW and JJ services while in other states these services are administered by separate agencies. In the former, these services may be administered by different divisions within the same agency.

Many of the responses from state agencies focused on the administrative policies governing custody of youth, data-sharing, and coordinated case planning. Importantly, the populations identified as dually involved varied between states. Furthermore, the differences in the structure of CW and JJ systems informed the types of policies necessary to facilitate coordinated case management.

## Defining Dually Involved Populations

The specificity of regulations defining dually involved populations varied. In some jurisdictions, the definition was broad. For example, in Washington D.C., policies for dual-status youth apply to all youth receiving services from the Child and Family Services Agency and the D.C. Court Social services or the Department of Youth Rehabilitation Services. Similarly, in Florida, dual-status policies apply to all youth who are served by multiple agencies or who are at risk of receiving services from multiple agencies.

Other states hold more specific or detailed definitions of dual involvement. For example, in Alaska, dual-status youth are defined as:

- Juveniles who are not part of the (Child in Need of Aid) CINA petition but whose siblings or parents are involved with Office of Children's Services (OCS);
- Juveniles with parents whose parental rights have been terminated;
- CINA open cases in which the youth has a juvenile delinquency referral or history;
- Juveniles on informal probation supervision or diversion agreement whose siblings or parents are involved with OCS; and
- Juveniles whose criminal charge investigation reveals a potential abuse or neglect issue.

In other states, the definition of dual status is more restrictive. For example, in Virginia, there is a particular focus on youth in the custody of local departments of social services (e.g., foster care) who are committed to Department of Juvenile Justice facilities and who will be under the age of 18 at the time of release from commitment.

Finally, in some jurisdictions, an explicit definition of dual involvement was not provided. For example, in Vermont, the CW and JJ systems are fully integrated such that the same social workers who provide child protection services also provide JJ services. Thus, the distinction between CW-only, JJ-only, and dual-involvement youth was not necessary.

#### Administration of Services

The administration of services for CW and JJ varies based largely on the structure of the state's systems. Most states deliver services via state agencies or local, county agencies. In a few cases, the coordination of services operates more like a continuum of care, with local, regional, and state agencies overseeing the administration of services. For example, Florida has local, regional, and state review teams. In instances where local teams have a dispute about a youth's case, the local team may ask the regional team for a review. If regional team members are unable to reach a consensus, the case may be referred to the state review team. Similarly, in Alabama, local facilitation teams coordinate case management, but if recommended services are not available, local facilitation teams may refer a youth's case to a state facilitation team.

The administration of services also depends on policies governing youth custody. In Louisiana, youth may be in the custody of only one agency which is solely responsible for providing services to the youth. Alternatively, in South Dakota, the Department of Corrections and the Department of Social Services maintain joint custody of dually involved youth and are both responsible for providing services for youth and families.

In other instances, states may not have policies for dual custody but still require coordination of services. For example, in West Virginia, there is no dual custody, but the Division of Juvenile Services and the Bureau of Children and Families meet weekly and participate in multidisciplinary teams to determine the appropriate placement and treatment of dually involved youth.

#### Coordinated Case Management

Most administrative regulations concerning dually involved youth focus on the promotion of coordinated case management. Policies and regulations reviewed by WSIPP as a part of this survey focused largely on the sharing of data, coordination in case planning, and coordination in case management between CW and JJ officials.

Policies concerning the coordination of case management were most commonly established either in the administrative regulations or policies for state departments or through a memorandum of understanding (MOU) between different state agencies (see [Appendix II](#) for more detailed information). For example, Arizona’s guidance for dually involved youth case management coordination is detailed in Chapter 3, Section 10.3 of the Arizona Department of Child Safety Policy and Procedure Manual.<sup>31</sup> Similarly, New Hampshire’s policies for joint case planning and case management of dually involved youth are included in Chapter 5, Section 1555 of the Division for Children, Youth and Families Policy Manual.<sup>32</sup>

In other jurisdictions, guidelines for coordinated case management are established in inter-agency agreements or MOUs between state agencies. For example, in South Dakota, the Department of Social Services and Department of Corrections signed an MOU for Cross-over Population and Joint Custody Procedures.<sup>33</sup> The use of MOUs was reported even when the CW and JJ agencies were a part of the same state department. For example, the Department of Human Services in Arkansas established a formal cooperation agreement between the

Division of Children and Family Services and the Division of Youth Services.<sup>34</sup>

Policies governing inter-agency cooperation for dually involved youth generally focused on two areas of cooperation: 1) data sharing and 2) the provision of treatment or rehabilitative services.

Most states lack a centralized database for CW and JJ records. The absence of integrated databases makes it difficult to both identify dually involved youth and to coordinate case management once dual youth are identified. State policies often provided explicit guidance for data sharing between CW and JJ officials. For example, Pennsylvania directs juvenile probation officers and county children and youth agencies to share current case information in addition to records for prior involvement with the agencies.<sup>35</sup>

One state did use an integrated database to automatically identify dually involved youth. In North Dakota, a centralized database links the juvenile court and Department of Human Services databases daily. Youth who are identified as dually involved are assigned to special Juvenile Court Offices (JCO III) who engage in multi-disciplinary team meetings with social workers, the youth, and the youth’s family. Once identified, parents and guardians may consent to full record sharing between the JCO and social worker.<sup>36</sup>

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<sup>31</sup> Arizona Department of Child Safety: Policy and Procedure Manual. Chapter 3: Section 10.3: Dually Adjudicated Youth Services.

<sup>32</sup> New Hampshire Division for Children, Youth and Families Policy Manual. Chapter 5, Section 1555: Case Management Standards for CP and JJ Field Services—Joint Case Planning and Case Management.

<sup>33</sup> Department of Social Services—Child Protective Services and the Department of Corrections—Division of Juvenile Corrections Memorandum of Understanding for Cross-over Population and Joint Custody Procedures.

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<sup>34</sup> Arkansas Department of Human Services, Division of Children & Family Services—Division of Youth Services Cooperation Agreement.

<sup>35</sup> Pennsylvania Department of Public Welfare. (2010). Office of Children, Youth and Families Bulletin: Shared Case Responsibility Policy and Procedures.

<sup>36</sup> North Dakota Supreme Court, District Court, Juvenile Court, North Dakota Department of Human Services, North Dakota Department of Juvenile Services, and the North

## Treatment Programs

None of the responding states offered unique treatment programs for dually involved youth. In all responding states, youth had access to standard services provided by the agency that has custody or authority over the youth. In states where JJ officials and CW officials coordinated case planning or have shared custody of dually involved youth, youth may access services provided by either agency.

We conducted an independent search for treatment programs for dually involved youth. We were unable to identify any programs specifically developed to target the needs of dually involved populations. As such, we did not complete a meta-analysis of programs for this population.

## Evaluations of Policies and Programs

None of the responding states had completed rigorous evaluations of the policies or treatment programs used for dually involved youth. Although some states had produced reports detailing the outcomes for dually involved youth, no evaluations used randomized control trials or quasi-experimental methods that could identify a causal relationship between the policy or program and youth outcomes.

Some respondents in the state surveys did indicate that they use standard JJ and CW programs for dually involved youth (e.g., Functional Family Therapy), some of which are included in WSIPP's Inventory of Evidence-Based Programs for youth involved in the JJ system and youth involved in the CW system.<sup>37</sup> In our review of the literature, we did not find any evaluations of these programs on a population limited to dually involved youth. As such, we were unable to conduct benefit-cost analyses that would speak to the expected outcomes of these programs for dually involved youth.

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<sup>37</sup> EBPI & WSIPP. (2018). *Updated inventory of evidence-based, research-based, and promising practices: For prevention and intervention services for children and juveniles in the child welfare, juvenile justice, and mental health systems* (Document Number E2SHB2536-9). Olympia, WA.

## Guides for Administrative Reforms

The Center for Juvenile Justice Reform at the Georgetown University McCourt School of Public Policy and the Robert F. Kennedy Children's Action Corps have developed similar guides for promoting collaboration between agencies that provide services for dually involved youth. [Exhibit 31](#) summarizes the characteristics of the Crossover Youth Practice Model (CYPM) and the Dual Status Youth Initiative (DYSI).

Many of the responding states reported some level of involvement with one of these two structural reform models either at the state or local level or both the state and local level.

Colorado is one state that passed state-level reforms to encourage local jurisdictions to pass structural reforms to serve the dually involved youth population. In 2018, the Colorado Legislature passed Senate Bill 18-154, an act requiring local authorities to develop explicit crossover youth plans. The Colorado Office of Children, Youth and Families issued a memo to local Juvenile Services Planning Committees clarifying that the crossover youth plan must include the following:

- a) Identification—a process for identification of a dually identified crossover youth;
- b) Method of collaborating and exchanging information with other judicial districts and Collaborative Management Programs;
- c) Communication information about the youth's crossover status between the child welfare and juvenile justice systems and who should be notified;
- d) Appropriate services and placement;

- e) Sharing information process;
- f) Development of a single case plan and lead agency;
- g) Process to share assessments and case planning information;
- h) Process for Multi-Disciplinary Team (MDT) to consider decisions about the youth and who to have at those MDTs; and
- i) Method for ensuring that crossover youth are being placed in the least restrictive placement.

Submission of a crossover youth plan is required for local jurisdictions to obtain state funding. The mandate does not specify that counties must use a particular program, but it does provide the CYPM and the DYSI as suggested models for local jurisdictions. The act allows for the use of the marijuana tax cash fund for local jurisdictions to develop their crossover youth plan.

The Colorado approach allows for local jurisdictions to develop reforms best suited for their needs and resources. Denver was the first to work with Georgetown to develop and implement the CYPM. Eight additional counties have implemented a version of the CYPM; however, the actual model in each jurisdiction varies.<sup>38</sup> For example, Denver Juvenile Court follows a one judge-one family model that ensures the same judge assigned for a delinquency case already has the child welfare case, and Larimer County uses a separate crossover youth docket in their juvenile court to increase coordination of services for dually involved youth.

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<sup>38</sup> For more information, see [Colorado Judicial Branch. Colorado Crossover Youth Practice Models.](#)

## Exhibit 31

### Structural Reforms for Dually Involved Youth

The Crossover Youth Practice Model (CYPM) and the Dual Status Youth Initiative (DSYI) are the two primary approaches that focus on the integration of child welfare and juvenile justice agencies to best serve the needs of dually involved youth. These programs are not individual treatment programs. Rather, they are structural models that encourage multi-system collaboration between the agencies that provide services for dually involved youth.

#### Crossover Youth Practice Model\*

Developed by the Center for Juvenile Justice Reform (CJJR) at the Georgetown University McCourt School of Public Policy, the CYPM has been used in over 100 jurisdictions. CJJR representatives provide technical and training assistance to participating jurisdictions to help develop and adopt procedures for working with crossover youth.

The CYPM is founded on three core values:

- Youth and families have strengths and should be treated as unique individuals;
- Systems must integrate and utilize data to make all policy and practice decisions; and
- Strengthening workforce efficiency and training is necessary to improve services for youth and families.

The CYPM focuses on protocols in three phases:

- ❖ Phase 1
  - Arrest, identification, and detention
    - Decision-making regarding charges
- ❖ Phase II
  - Joint assessment and planning
- ❖ Phase III
  - Coordinated case management and ongoing assessment
    - Planning for youth permanency, transition, and case closure

The overarching goals of the CYPM include reductions in the following:

- The number of youth in out-of-home placements
- The use of congregate care
- Racial disproportionality
- The number of dually involved youth

#### Dual Status Youth Initiative\*\*

Developed by the Child Welfare League of America and the Robert F. Kennedy Children's Action Corps (RFK), the Dual Status Youth Initiative (DSYI) is a framework for agency coordination to identify and treat youth involved in multiple systems. The framework focuses not only youth who are dually involved but also on early identification of youth in one system who are at risk for becoming dually involved. In addition to juvenile justice and child welfare, the DSYI emphasizes the involvement of behavioral health and education agencies.

Representatives from RFK assist jurisdictions with the implementation of the DSYI in four phases.

- ❖ Phase 1: Mobilization and Advocacy
- ❖ Phase 2: Study and Analysis
- ❖ Phase 3: Action Strategy
- ❖ Phase 4: Implementation

The DSYI framework allows each jurisdiction to develop a unique strategy for reform but recommends the inclusion of four key practices.

- Routine identification of dual status youth;
- Use of validated screening and assessment tools;
- Coordination in case planning and management; and
- Engagement of youth and families in decision-making processes that impact them.

\* For more information, see the [Center for Juvenile Justice Reform, Crossover Youth Practice Model](#).

\*\* For more information, see the [Robert F. Kennedy Children's Action Corps National Resource Center for Juvenile Justice, Dual Status Youth Reform](#).

## IV. Summary

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WSIPP compared youth with criminal charges only (“JJ only”) to criminally charged youth who also had experienced a foster care placement (“dually involved”). The analysis found that dually involved youth had more serious criminal justice outcomes, including more juvenile charges and incarceration.

Consistent with the research of others, we found that dually involved youth had uniformly less desirable adult outcomes with more mental health and substance abuse treatment, higher rates of emergency room use, less employment, fewer earnings, and greater use of public assistance programs.

Among dually involved youth, gender differences varied by outcome. For example, dually involved girls were more likely to receive outpatient treatment for mental health and substance abuse than their male counterparts, while more dually involved males were incarcerated as juveniles and later were sentenced to adult prison.

Our legislative assignment directed us to describe the needs of the dually involved female population. When we compared dually involved females to JJ-only females, we observe that they were more likely to be incarcerated, to have higher rates of mental illness and substance use disorder, and to be teen parents. As young adults, they were more likely to use medical emergency room services, to receive TANF and SNAP benefits, and to be homeless. Thus, at a minimum, these young women have a greater need for behavioral health treatment and, as young adults, greater needs for housing.

In our survey of other states, we found no programs specifically for dually involved youth—either female or male. Many states reported policies to promote coordination among agencies for case management and the provision of services. These include:

- 1) agreement among agencies on defining dually involved youth,
- 2) interagency agreements or memoranda of understanding to establish dual custody or identify agencies responsible for providing services to dually involved youth, and,
- 3) coordinated case management and planning.

## V. Limitations

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In this study, we provide JJ-only youth as a comparison to those with dual involvement. We would have preferred to include all youth in foster care to provide an additional comparison group of those only involved in the child welfare system, with no involvement in the juvenile justice system. This would have enabled us to provide information on the percentage of foster youth who were ever involved with the JJ system and compare the foster care history of dually involved youth with foster youth without JJ involvement. It might have been possible to identify certain characteristics of the foster care experience that were associated with criminal justice involvement. Such analysis was, however, beyond the scope of this report.

A missing piece of information is the educational attainment of youth in our sample. We were unable to obtain this information for this study.

The medical and behavioral health outcomes identified in this report are derived from records of Washington State public agencies. Services through private insurance were not available. Thus, we have very likely underestimated, for both groups, service utilization in these areas.

The findings presented here are descriptive only. We are unable to identify reasons for the high proportion of JJ youth who are dually involved. Likewise, we cannot provide explanations for the high rates of undesirable outcomes we observed. Particularly, it is unclear whether the outcomes for dually involved youth are caused by the systems per se, life events that preceded encounters with the foster care or juvenile justice systems, or other unobserved child and family characteristics.

While we were directed to conduct a benefit-cost analysis of programs for dually involved girls, we found that, as of July 2019, there are no intervention or treatment programs specifically designed for dually involved youth. Our survey of the states indicated that case management and coordination among agencies were the most frequently mentioned approaches for this population, and we could find no rigorous evaluations of these broad approaches.

## Acknowledgements

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The authors wish to thank Anne Muno at the Justice for Girls Coalition of Washington State and Sarah Walker at the University of Washington for helpful background information.

Doug Allison, Sherrie Flores, and Doug Klinman at the Department of Children, Youth, and Families helped us identify factors to consider in our analysis.

We are grateful to John Tuell at the Robert F Kennedy Dually Involved Initiative, Macon Stewart at Georgetown-CJJR Crossover Youth Practice, and Marcus Stubblefield at King County Criminal Justice Strategy and Policy for their insights on models for serving for dually involved youth.

We also thank the many representatives from other states for their cooperation and assistance in the state survey.



# Appendices

Dually Involved Females in Washington State: *Outcomes, Needs, and Survey of Approaches to Serve this Population*

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## I. Sample Identification, Data Sources, and Exclusions

### Data Sources and Description Sample.

We used WSIPP’s Criminal History Database (CHD) to identify all youth with a criminal charge between January 1, 2005, and December 31, 2017. The CHD combines data from several Washington State agencies including conviction data from the Administrative Office of the Courts (AOC), commitment data from Juvenile Rehabilitation (JR) at the Department of Children, Youth, and Families (DCYF), and incarceration in state prisons and community supervision data from the Department of Corrections (DOC). WSIPP contracted with the Research and Data Analysis Division (RDA) at the Department of Social and Health Services (DSHS) to provide several outcomes in childhood and young adulthood. RDA maintains an Integrated Client Database that matches people receiving services from several agencies RDA matched those in juvenile justice sample to DCYF foster care records to identify youth who had ever been placed in foster care (the dually involved youth). RDA provided information on all out-of-home placements youth had ever experienced.

RDA then matched to other records from other agencies to provide monthly flags for service use. Unless otherwise noted, data were available from January 1, 2005, through March 31, 2018. Agency sources and specific data are listed below.

#### Economic Services Administration at DSHS

- Receipt of TANF by month (not child-only TANF)
- Receipt of SNAP by month
- Homelessness indicator (housed and unhoused)

#### Employment Security Department:

- Wages by quarter
- Hours worked by quarter

Health Care Authority, monthly indicators of:

- Diagnosis of mental illness
- Mental health treatment
- Mental health treatment (inpatient and outpatient)
- Psychiatric hospitalization
- Receipt of psychiatric medications
- Substance Abuse diagnosis
- Substance abuse treatment
- Medication-assisted substance abuse treatment (available from January 1, 2010)
- Emergency room use (available January 2007 through March 2018)
- Medical hospitalization (available January 2007 through March 2018)

RDA has established a protocol for identifying birth parents that incorporates Department of Health birth records, records from ESA Child Support Enforcement, and DOC visitation records. This integrated protocol will enhance the likelihood of identifying both male and female members of our study sample who have a biological child. Birth certificate information was available through December 31, 2016.

RDA removed names and replaced them with an arbitrary research ID. This limited data set was then transmitted to WSIPP via Secure File Transfer Protocol.

Because WSIPP'S CHD is derived from multiple sources, we sometimes see multiple dates of birth (DOB) for the same person. Likewise, data from FamLink may also contain erroneous DOBs. We tried to identify implausible DOBs, for example where the DOB would have made the person too old or young for a juvenile charge. In Washington, youth younger than ten are not charged with a crime. Therefore, DOBs indicating the youth was younger than ten at charge are in error. Also, based on DOB, the youth was omitted from the sample if the records indicated youth was placed out of home prior to the DOB. In the criminal justice data (but not the child welfare data), gender was sometimes missing, or more than one gender was assigned to a youth. Because our legislative direction specifically asked about gender, we also eliminated 1,779 cases (1.2% of the original JJ-only sample) from the CHD for any youth where gender could not be determined. Following the cleaning, our original sample of 168,610 was reduced to 165,549. A greater proportion of JJ-only youth were lost (1.9%) to analysis than dually involved youth (0.8%).

For juvenile crime outcomes such as the number of charges in juvenile court and juvenile incarceration, we limited the sample to the 148,063 who had turned 18 by the time our sample was drawn on December 31, 2017. To examine whether youth was sentenced to adult prison, the sample was limited to the 70,386 individuals who had turned 25 by that date.

For the other adult outcomes, the sample was limited to the 74,076 who were at least age 25 by March 31, 2018. Outcomes were then measured between their 18<sup>th</sup> and 25<sup>th</sup> birthdays.

Birth certificate information was available only through December 31, 2016. Thus, the sample for teen births was limited to the 140,320 youth who had turned 18 by that date.

## Individual Mental Illness Diagnoses

In [Exhibit 15](#) in the text, we provide information on the percentage of youth with any indication of mental illness before age 18. We considered a youth to have an indication of mental illness if there was a diagnosis in the medical records, or the youth had received mental health treatment (outpatient, inpatient, or psychiatric medication). Of youth with any indication, 90% had at least one diagnosis in the medical records. [Exhibit A4](#) provides statistics on the proportion of youth by diagnosis by age 18. Youth could have been diagnosed on many occasions and diagnoses could vary so that totals for any grouping will add to greater than 100%.

### **Exhibit A1**

Percentage with Mental Illness Diagnoses by Age 18

	<b>Dually involved</b>		<b>JJ-only</b>	
	<b>Female</b>	<b>Male</b>	<b>Female</b>	<b>Male</b>
Depression	51.7%	38.6%	20.9%	12.2%
Anxiety*	45.9%	35.6%	14.7%	9.2%
Attention deficit hyperactivity disorder (ADHD)	21.8%	39.4%	5.3%	10.6%
Disruptive behavior	30.9%	41.6%	6.9%	10.0%
Adjustment disorder	26.8%	23.0%	7.8%	5.1%
Mania/bipolar	23.6%	21.7%	6.1%	4.7%
Psychosis	10.6%	11.3%	2.3%	2.1%
N	6,986	9,088	46,689	87,040

Notes:

Full sample diagnoses by age 18.

\* Anxiety can include a number of more specific diagnoses including generalized anxiety disorder, obsessive-compulsive disorder, specific phobias, and posttraumatic stress disorder.

## Regression Analyses of Employment

In raw percentages shown in [Exhibit 23](#), it appears that dually involved youth were less likely to be employed between ages 18 and 25. To test whether this difference is due to dual status or to other characteristics of youth, we conducted logistic regression analysis controlling for dual status, gender, teen parenthood, whether the youth was sentenced to adult prison, race and Hispanic ethnicity. After controlling for these other characteristics, we find no effect of dual status on employment. Gender, race, teen parent, and prison sentence all were significantly related to ever being employed between ages 18 and 25.

In [Exhibit A2](#), we provide odds ratios and p-values for each outcome. Odds ratios less than 1 indicate a decreased likelihood of employment is associated with that outcome.

### **Exhibit A2**

Logistic Regression Estimating Effects of Dual Involvement on Any Employment Between the Ages of 18 and 25

<b>Covariate</b>	<b>Odds ratio</b>	<b>p-value</b>
Dually involved	0.099	0.741
Female	0.710	<0.0001
Teen parent	0.750	<0.0001
Prison sentence	0.767	<0.0001
Race (compared to White)		
Black/African American	1.105	0.0008
A/PI/NH	1.182	0.0001
AI/AN	1.494	<0.0001
Unknown	2.058	<0.0001
Ethnicity (compared to non-Hispanic)		
Hispanic	1.107	0.557
AUC	0.560	

Note:

N=74,046.

A/PI/NH = Asian/Pacific Islander/Native Hawaiian.

AI/AN = American Indian/Alaskan Native.

## Disaggregation of Outcomes for Dually Involved Females by Race and Hispanic Ethnicity

We provide tables showing a breakout of outcomes for dually involved females by topic area. In all tables, we compare the prevalence of each racial group to the White group. Hispanic females are compared to non-Hispanic females. Unless otherwise indicated, differences are not significant.

### Exhibit A3

#### Foster Care History by Race and Ethnicity

Outcome	Sample N	White	Black/African American	A/PI/NH	AI/AN	Unknown race	Non-Hispanic (any race)	Hispanic (any race)
<b>Foster care</b>								
First out-of-home placement								
before age 5	7950 <sup>a</sup>	20%	25%***	12%***	27%***	23% <sup>^</sup>	21%	20%
ages 5 to 9	7950 <sup>a</sup>	20%	20%	16%***	26%***	21%	21%	20%
ages 10 to 14	7950 <sup>a</sup>	35%	33%	45%**	31%*	36%	34%	40%***
age 15 and older	7950 <sup>a</sup>	25%	23%	27%	16%***	20%*	24%	20%**
Before first charge	7950 <sup>a</sup>	80%	81%	80%	84%**	84% <sup>^</sup>	80%	80%
Reasons for first out-of-home placement								
Neglect	7950 <sup>a</sup>	47%	46%	36%**	57%***	51%	47%	47%
Physical abuse	7950 <sup>a</sup>	17%	19%	25%**	11%***	22%*	17%	17%
Child reasons	7950 <sup>a</sup>	31%	25%***	31%	16%	23%**	29%	31%
Sexual abuse	7950 <sup>a</sup>	8%	4%***	9%	7%	12%**	7%	11%***
Parent incarcerated	7950 <sup>a</sup>	6%	5%	--	8%*	8%	6%	6%

#### Notes:

Samples varied in size by age specification and dates for which data were available.

<sup>a</sup> The full sample of dually involved girls. Total N: 7,959. White: 5,555 (70%), Black/African American: 1,255 (16%), A/PI/NH: 179 (2%), AI/AN: 650 (8%), unknown race: 311 (4%), and Hispanic (any race): 1,063 (13%). Comparisons by race use White as the reference group; comparisons by ethnicity use non-Hispanic as the reference group: <sup>^</sup> p<0.10, \* p<0.05, \*\* p<0.01, \*\*\*p <0.001.

-- Indicates data are suppressed because cell are less than 10.

A/PI/NH = Asian/Pacific Islander/Native Hawaiian.

AI/AN = American Indian/Alaskan Native.

### Exhibit A4

#### Criminal Justice Outcomes for Dually Involved Females by Race and Ethnicity

Outcome	Sample N	White	Black/African American	A/PI/NH	AI/AN	Unknown race	Non-Hispanic (any race)	Hispanic (any race)
<b>Criminal justice</b>								
First charge before age 13	7950 <sup>a</sup>	9%	10%	7%	13%***	13%	7%	9%***
Detention in local juvenile facility by 18	6,883 <sup>b</sup>	35%	36%	33%	44%***	17%	34%	39% <sup>^</sup>
Commitment to JR facility by 18	6,883 <sup>b</sup>	8%	11%**	--	12%	--	9%	8%
Charged with a felony by 18	6,883 <sup>b</sup>	30%	36%	35%	31%	22%	31%	33%***
Convicted of a felony by 18	6,883 <sup>b</sup>	28%	34%***	30%	29%	20%**	28%	31%***
Sentenced to adult prison age 18 to 25	2,970 <sup>c</sup>	3%	4%***	--	5% <sup>^</sup>	--	3%	8%***

**Notes:**

Samples varied in size by age specification and dates for which data were available.

<sup>a</sup> The full sample of dually involved girls. Total N: 7,959. White: 5,555 (70%), Black/African American: 1,255 (16%), A/PI/NH: 179 (2%), AI/AN: 650 (8%), unknown race: 311 (4%), and Hispanic (any race): 1,063 (13%).

<sup>b</sup> Sample limited to those who had turned 18 by the time our sample was drawn, December 31, 2017. Total N: 6,883. White: 4,857 (71%), Black/African American: 1,091 (16%), A/PI/NH: 162 (2%), AI/AN: 521 (8%), unknown race: 252 (4%), and Hispanic (any race): 875 (13%).

<sup>c</sup> Sample limited to those who had turned 25 by the time our sample was drawn, December 31, 2017. Total N: 2,970. White: 2,118 (71%), Black/African American: 476 (16%), A/PI/NH: 79 (3%), AI/AN: 212 (7%), unknown race: 85 (3%), and Hispanic (any race): 315 (11%).

Comparisons by race use White as the reference group; comparisons by ethnicity use non-Hispanic as the reference group: <sup>^</sup> p<0.10, \* p<0.05, \*\* p<0.01, \*\*\*p <0.001.

-- Indicates data are suppressed because cell sizes are less than 10.

A/PI/NH = Asian/Pacific Islander/Native Hawaiian.

AI/AN = American Indian/Alaskan Native.

**Exhibit A5**

Behavioral Health Outcomes for Dually Involved Females by Race and Ethnicity

Outcome	Sample N	White	Black/African American	A/PI/NH	AI/AN	Unknown race	Non-Hispanic (any race)	Hispanic (any race)
<b>Behavioral health</b>								
Any indication mental illness by 18	6,986 <sup>d</sup>	79%	80%	64%***	83%*	72%**	79%	75%*
Diagnosed substance use disorder by 18	6,986 <sup>d</sup>	44%	34%***	27%***	59%***	45%**	42%	48%**
Mental health outpatient treatment by 18	6,986 <sup>d</sup>	72%	74% <sup>^</sup>	61%**	70%	64%**	72%	67%**
Mental health inpatient treatment by 18	6,986 <sup>d</sup>	9%	8%	--	9%	6% <sup>^</sup>	9%	7%*
Substance abuse outpatient treatment by 18	6,986 <sup>d</sup>	33%	22%***	19%***	51%***	21%***	31%	34%*
Medication-assisted treatment 18 to 25	3,122 <sup>e</sup>	--	--	--	--	--	--	--

**Notes:**

Samples varied in size by age specification and dates for which data were available.

<sup>d</sup> Sample limited to those who had turned 18 by March 31, 2018, the last date outcome data were available. Total N: 6,989. White: 4,928 (71%), Black/African American: 1,105 (16%), A/PI/NH: 165 (2%), AI/AN: 531 (8%), unknown race: 257 (4%), and Hispanic (any race): 892 (13%).

<sup>e</sup> Sample limited to those who had turned 25 by March 31, 2018, the last date outcome data were available. Total N: 3,122. White: 2,225 (71%), Black/African American: 505 (16%), A/PI/NH: 82 (3%), AI/AN: 218 (7%), unknown race: 92 (3%), and Hispanic (any race): 335 (11%).

Comparisons by race use White as the reference group; comparisons by ethnicity use non-Hispanic as the reference group: <sup>^</sup> p<0.10, \* p<0.05, \*\* p<0.01, \*\*\*p <0.001.

-- Indicates data are suppressed because cell sizes are less than 10.

A/PI/NH = Asian/Pacific Islander/Native Hawaiian.

AI/AN = American Indian/Alaskan Native.

### Exhibit A6

#### Medical Care Outcomes for Dually Involved Females by Race and Ethnicity

Outcome	Sample N	White	Black/African American	A/PI/NH	AI/AN	Unknown race	Non-Hispanic (any race)	Hispanic (any race)
<b>Medical care</b>								
Emergency room ages 18 to 25	3,122 <sup>e</sup>	79%	85%**	62%***	86%**	72%	79%	84%*
Medical hospital ages 18 to 25	3,122 <sup>e</sup>	60%	59%	48%	74%***	64%	59%	72%***

**Notes:**

Samples varied in size by age specification and dates for which data were available.

<sup>e</sup> Sample limited to those who had turned 25 by March 31, 2018, the last date outcome data were available. Total N: 3,122. White: 2,225 (71%), Black/African American: 505(16%), A/PI/NH: 82 (3%), AI/AN: 218 (7%), unknown race: 92 (3%), and Hispanic (any race): 335 (11%).

<sup>f</sup> Sample limited to those who had turned 18 by December 31, 2016, the last date birth records were available. Total N: 6,428. White: 4,538 (71%), Black/African American: 1,024 (16%), A/PI/NH: 147 (3%), AI/AN: 487 (7%), unknown race: 232 (3%), and Hispanic (any race): 796 (13%).

Comparisons by race use White as the reference group; comparisons by ethnicity use non-Hispanic as the reference group: ^ p<0.10, \* p<0.05, \*\* p<0.01, \*\*\*p <0.001.

A/PI/NH = Asian/Pacific Islander/Native Hawaiian.

AI/AN = American Indian/Alaskan Native.

### Exhibit A7

#### Economic, Homelessness, and Teen Birth Outcomes for Dually Involved Females by Race and Ethnicity

Outcome	Sample N	White	Black/African American	A/PI/NH	AI/AN	Unknown	Non-Hispanic (any race)	Hispanic (any race)
<b>Economic</b>								
Ever employed ages 18 to 25	3,122 <sup>e</sup>	80%	82%	80%	66%***	78%	79%	82%
TANF	3,122 <sup>e</sup>	60%	66%*	54%	56%	58%	60%	64%
SNAP	3,122 <sup>e</sup>	87%	91%*	78%*	91% <sup>^</sup>	74%***	88%	85%
Homeless	3,122 <sup>e</sup>	65%	78%***	50%**	72%*	48%***	67%	64%
<b>Teen birth ages 15 to 17</b>	6,428 <sup>f</sup>	5%	5%	--	7%	10%**	5%	9%***

**Notes:**

Samples varied in size by age specification and dates for which data were available.

<sup>e</sup> Sample limited to those who had turned 25 by March 31, 2018, the last date outcome data were available. Total N: 3,122. White: 2,225 (71%), Black/African American: 505 (16%), A/PI/NH: 82 (3%), AI/AN: 218 (7%), unknown race: 92 (3%), and Hispanic (any race): 335 (11%).

<sup>f</sup> Sample limited to those who had turned 18 by December 31, 2016, the last date birth records were available. Total N: 6,428. White: 4,538 (71%), Black/African American: 1,024 (16%), A/PI/NH: 147 (3%), AI/AN: 487 (7%), unknown race: 232 (3%), and Hispanic (any race): 796 (13%).

Comparisons by race use White as the reference group; comparisons by ethnicity use non-Hispanic as the reference group: <sup>^</sup> p<0.10, \* p<0.05, \*\* p<0.01, \*\*\*p <0.001.

-- Indicates data are suppressed because cell sizes are less than 10.

A/PI/NH = Asian/Pacific Islander/Native Hawaiian.

AI/AN = American Indian/Alaskan Native.

## II. State Survey

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The third portion of our legislative assignment asked WSIPP to survey other states' systems that address and treat the needs of dually involved females. WSIPP sent a request for information about the policies and programs for dually involved youth to representatives from each state's administrative department responsible for child welfare. Two weeks later, we sent a follow-up email to state representatives who had not yet responded. We received responses from 31 jurisdictions, a response rate of 62%.

For the 19 states that did not respond to our initial or follow-up requests, we sent a request for information about the policies and programs for dually involved youth to representatives from each state's administrative department responsible for juvenile justice. We received an additional nine responses. The final response rate for all 49 states and the District of Columbia was 80%. When possible, we supplemented the survey responses using information available from the respective state agency websites.

Given the absence of strict federal guidelines for the treatment of dually involved youth, we expected significant variation in the types of policies and programs for dually involved youth in each state. Our initial request asked for general information about the policies and programs available in each jurisdiction and copies of any electronic resources that may explain these policies and programs as implemented in each jurisdiction. Once a representative responded to the initial request, we followed-up with more guided questions about the policies and programs. When requested, we scheduled phone calls to discuss the policies in a given jurisdiction but most communications took place electronically.

The specificity of each jurisdiction's response varied. Most responses focused on the administrative definitions of dually involved populations and the administrative or statutory regulations concerning coordinated case management. This appendix includes a summary of each responding state's policies defining dually involved populations, the regulations concerning case management of dually involved youth, and the agencies responsible for serving dually involved youth. When possible, we include references to state regulations, state statutes, memorandums of understanding (MOUs), or other policies that apply to dually involved youth.

**Exhibit A8**  
Survey Responses

State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
AL	Dept. of Human Resources (DHR) Office of Child Welfare Dept. of Youth Services (DYS)	Local facilitation teams coordinate case management. If services are requested but not available locally, local facilitation teams may refer a youth's case to a state facilitation team. Costs are shared by member agencies involved in the treatment plan.	A child coming to the attention of the court or one of the entities listed herein who is at imminent risk of out-of-home placement or a placement in a more restrictive environment as a result of the conditions of emotional disturbance, behavior disorder, mental retardation, mental illness, dependency, chemical dependency, educational deficit, lack of supervision, delinquency, or physical illness or disability, or any combination thereof, and whose needs require the services of two or more of the following entities: Department of Youth Services, public school system (services for exceptional needs), Department of Human Resources, Department of Public Health, juvenile court probation services or Department of Mental Health and Mental Retardation.	Alabama Child Welfare practices and the Code of Alabama 1975  Interagency agreement between DHR and DYS
AK	Division of Juvenile Justice (DJJ) Office of Children's Services (OCS)	Multidisciplinary assessment, planning, and response process to manage dually involved cases. Case coordination between juvenile probation officers and caseworkers in Team Decision Meetings.	"Juveniles who are not part of the (Child in Need of Aid) CINA petition but whose siblings or parents are involved with OCS; Juveniles with parents whose parental rights have been terminated; CINA open cases in which the youth has a juvenile delinquency referral or history; Juveniles on informal probation supervision or diversion agreement whose siblings or parents are involved with OCS; Juveniles whose criminal charge investigation reveals a potential abuse or neglect issue."	Memorandum of Agreement between the OCS and the DJJ
AZ	Dept. of Child Safety (DCS) Dept. of Juvenile Corrections (ADJC) County Juvenile Probation	ADJC and DCS work together on case coordination including decisions regarding youth placement, assessment, and treatment. Use of Team Decision Making Meetings and Multidisciplinary teams to coordinate continuous case plan.	Youth in ADJC care (secure care or community care) who are assessed dependent by Child Protective Services.	<a href="#">Arizona Department of Child Safety Policy and Procedure Manual, Chapter 3: Section 10.3 Dually Adjudicated Youth Services.</a>  <a href="#">Department of Economic Security, Child Protective Services, and Arizona Department of Juvenile Corrections Collaborative Protocol 2013.</a>

State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
AR	Division of Children and Family Services (DCFS) Division of Youth Services (DYS)	DYS and DCFS share complete and comprehensive information including medical, psychological, educational, mental health records, and incident reports. Interdivisional staffing is used to coordinate case planning and treatment.	Youth in custody of DCFS and DYS, DYS juveniles who are at risk of entering DCFS custody, DCFS juveniles who are at risk of entering DYS custody, and unborn infants of pregnant DYS juveniles.	<a href="#">Department of Human Services Cooperation Agreement between DCFS and DYS.</a>
CA	Dept. of Social Services Dept. of Corrections and Rehabilitation: Division of Juvenile Justice County Welfare Departments (CWD) County Probation Departments (CPD)	State policy allows local counties to develop an approach to dually involved youth. Counties may establish an "on hold" system where a youth's delinquency status remains active and the dependency is suspended until the termination of the delinquency jurisdiction or a "lead court/lead agency" system where CWD or CPD are designated as responsible for case management. Under either system, counties may develop protocols for data sharing and coordinated case planning.	Specific criteria may vary by county but generally includes youth who have both a dependency and delinquency case.	<a href="#">California Courts Dual Status Youth Resources</a>
CO	Office of Children, Youth and Families: Division of Youth Services (DYS) Local Juvenile Services Planning Committees and Juvenile Probation	Local Juvenile Services Planning Committees are required to develop crossover youth plans that include methods for identifying dually involved youth and coordinating data sharing and collaborative case management for dually involved youth.	Youth who are currently in both the child welfare and juvenile justice systems or a youth in the juvenile justice system that has a history of child welfare involvement.	<a href="#">Office of Children, Youth and Families Information Memorandum Regarding SB 18-154 Crossover Youth Plans</a>
CT	Connecticut Court Support Services Division Dept. of Children and Families (DCF)	Court Support Services Division may coordinate programs with DCF to service the needs of court-involved youth.	n/a	<a href="#">Connecticut General Statutes Chapter 815t, Section 46b: Juvenile Matters</a>

State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
D.C.	Child and Family Services Agency (CFSA) D.C. Court Social Services (CSS) Dept. of Youth Rehabilitation Services (DYRS)	Data sharing agreements and collaborative case management. Use of Youth Family Team Meetings and Team Decision Making to develop an individual success plan for the youth.	Youth receiving services from CFSA and CSS or DYRS.	
DE*				
FL	Dept. of Children and Families Dept. of Juvenile Justice Agency for Health Care Administration Agency for Persons with Disabilities Dept. of Education Dept. of Health Office of Early Learning	Local review teams meet to resolve case-specific issues that cannot be addressed by the individual agency service teams. Local Review Teams collaborate to assess youth needs, identify appropriate placement, and coordinate treatment services. Currently piloting three specialized treatment programs for youth served by child welfare and juvenile justice systems to divert youth from residential congregate care.	Youth who are served by multiple agencies or who are at risk of receiving services from multiple agencies.	<a href="#">Interagency Agreement between: Agency for Health Care Administration; Agency for Persons with Disabilities; Department of Children and Families; Department of Juvenile Justice; Department of Education; Department of Health; Guardian ad Litem Program; and Florida's Office of Early Learning</a>
GA*				
HI**				
IA	Juvenile Court Services (JCS) Dept. Human Services (DHS)	Approaches vary by county but generally include coordinate case planning between JCS and DHS. Some courts use the one judge-one family dedicated court docket to combine court hearings and court reports.	Youth involved in child welfare due to issues of abuse or neglect (court involved and eligible cases) and youth involved in the juvenile justice system due to the commission of a delinquent act (court involved and informal/diversion).	
ID**				

Notes:

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\*\* Indicates that the state did respond but that the state did not provide any substantive information about policies or practices for dually involved youth.

State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
IL	Dept. of Human Services: Division of Family and Community Services (FCS) Dept. of Children and Family Services (DCFS) Local Juvenile Courts and Juvenile Probation	DCFS dually involved unit includes dually involved specialists that specifically track dually involved youth in different regions. At the local level, DCFS and juvenile courts may develop their own agreements to share information and coordinate case management.	May vary by locality but generally includes youth who are receiving services from DCFS and who are involved in the juvenile justice system.	
IN	Dept. of Children's Services Division of Youth Services Dept. of Corrections County Juvenile Probation Offices	Dual status youth are identified through the use of a screening tool and may be ordered to complete an evaluation by the dual status assessment team. The team comprises, at a minimum, the probation officer and child welfare worker/family case manager. Agencies share data and develop a case management plan for the agencies to identify needs and provide services.	"(1) a child who is alleged to be or is presently adjudicated to be a child in need of services and is alleged to be or is presently adjudicated to be a delinquent child; (2) a child who is presently named in an informal adjustment and who is adjudicated a delinquent child; (3) a child who is presently named in an informal adjustment and who is adjudicated to be a child in need of services; (4) a child who: (A) has been previously adjudicated to be a child in need of services or (B) was a participant in a program of informal adjustment; and who was under a wardship that had been terminated or was in a program of informal adjustment that had concluded before the current delinquency petition; (5) a child who was: (A) previously adjudicated to be a delinquent child; and (B) a participant in a program of informal adjustment which was concluded prior to a child in need of services proceeding; (6) a child: (A) who is eligible for release from commitment of the department of correction; (B) whose parent, guardian, or custodian: (i) cannot be located; or (ii) is unwilling to take custody of the child; and (C) for whom the department of correction is requesting a modification of the dispositional decree."	<a href="#">Indiana Code Title 31, Article 41</a>

State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
KS	Dept. for Children and Families Dept. of Corrections	n/a	Youth with offender behaviors entering or already in the child welfare system and youth entering the child welfare system who have prior histories as juvenile offenders.	<a href="#">2019 Crossover Youth Services Working Group Report</a>
KY*				
LA	Dept. of Children and Family Services Office of Juvenile Justice	Youth may be in the custody of only one agency that is required to provide services to the youth.	n/a	
ME*				
MD*				
MA	Dept. of Children and Families (DCF) Dept. of Youth Services (DYS)	DCF and DYS have data-sharing agreement to identify dually involved youth and to collaborate and coordinate services and referrals.	n/a	<a href="#">Guide on the Disclosure of Confidential Information: For Professionals in Massachusetts Working with Children, Youth and Families</a>
MI	Dept. of Health and Human Services (DHS)	Michigan is a decentralized state, with policies for dual ward programming that vary by county. Cases may have a single caseworker assigned to complete all foster care worker responsibilities and juvenile justice specialist responsibilities or two separate caseworkers. Cases with two separate caseworkers must jointly coordinate services for the youth and family.	Youth committed to DHS following termination of parental rights by the court and delinquent court ward or committed to DHS under the Youth Rehabilitation Services Act.  A temporary or permanent neglect court ward and delinquent court ward.  A temporary or permanent court ward committed to DHS under the Youth Rehabilitation Services Act.	<a href="#">Michigan Department of Health and Human Services Policy FOM 722-06D: Case Management of Dual Wards</a>

Notes:

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\*\* Indicates that the state did respond but that the state did not provide any substantive information about policies or practices for dually involved youth.

State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
MN	Dept. of Public Safety—Office of Justice Programs Juvenile Justice Advisory Committee Dept. of Human Services Dept. of Corrections	Approaches vary by local offices but generally include multidisciplinary team approaches to case management. There are no statewide efforts for crossover youth.	Youth who are currently involved in both child welfare and juvenile justice systems; youth who are or have been served by social services who are headed for or then become involved in corrections; and youth who enter corrections and there is an identified need that warrants consideration for social services interventions.	<a href="#">Minnesota Juvenile Justice Advisory Committee 2016 Annual Report</a>
MS*				
MO	Dept. of Social Services, Division of Youth Services Dept. of Social Services, Children's Division Juvenile Courts	Established Missouri's Crossover Youth State Policy Team to coordinate state policies and practices. Local child welfare office and juvenile courts share information on dually involved youth on an individual case basis.	Youth whose needs cross between the child welfare and juvenile justice systems.	Missouri's Multi-System Framework for Crossover Youth
MT**				
NE*				
NV**				
NH	Division for Children Youth and Families: Child Protection and Juvenile Justice Bureaus.	State policy that requires joint case-planning between social workers and probation officers. Case plans must include specific elements including the specific responsibilities of social workers and probation officers.	Youth with a founded allegation of abuse or neglect and a delinquency or child in need of services (CHINS) referral.	<a href="#">Division for Children Youth and Families Policy Manual, Chapter 5, Section 1555: Joint Case Planning and Case Management</a>
NJ**				
NM*				
NY*				

Notes:

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State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
NYC	New York City Family Court Dept. of Probation (DOP) Administration for Children's Services (ACS)	Uses a consent model where parents and youth may opt-in to having their information shared between DOP and ACS. ACS has a specialized "Confirm Unit" that identifies and works with crossover youth. ACS and DOP cooperate starting at arrest and intake and develops a coordinated case plan that is included in a report to the judge.	Youth involved in both the child welfare and juvenile justice systems. Child welfare includes three general populations: 1) youth who are in foster care (active neglect cases), 2) youth with a neglect case but who are home with families under supervision, and 3) youth with active/open prevention cases who are receiving services from ACS.	<a href="#">Crossover Youth Practice Model: Joint Protocol of the New York City Family Court, the Administration for Children's Services, and the Department of Probation</a>
NC*				
ND	Dept. of Human Services (DHS)—Children & Family Services County Social Services (CSS) Juvenile Courts Dept. of Corrections and Rehabilitation, Division of Juvenile Services (DJS)	Youth identified through an automatic process that links the juvenile court and DHS databases daily. Dual status youth cases are assigned to specific Juvenile Court Officers (JCO III) and engage in multi-disciplinary team meetings (MDTs) with social workers, the youth, and the youth's family. Parents/Guardians may consent to record sharing between JCO III and CSS.	Youth who has an "open assessment" or "services required" finding and an unruly/delinquent referral with the courts (i.e., a youth who has an open Child Protective Services assessment or in-home/foster care case management and an open unruly/delinquent referral, probation or custody to DJS; currently with a history in either system since 2010).	<a href="#">North Dakota Dual Status Youth Initiative Policy and Protocol</a>
OH	Dept. of Job and Family Services (ODJFS) Juvenile courts County commissioners	ODJFS, juvenile courts, and county commissioners enter into individual agreements to administer programs under Title IV-E of the Social Security Act. The agreement allows the juvenile court to assume care and placement responsibilities of adjudicated unruly and delinquent children while reimbursing the courts for foster care maintenance.	Youth who are adjudicated delinquent or unruly and who are removed from a specified relative, who are in the legal responsibility for care and placement of the court, who have a judicial determination of best interest to be removed from a specified relative who was causing harm or unable to protect, who have a judicial determination that the court made reasonable efforts to prevent removal, who meet Aid to Dependent Children relatedness standards from 1996, and who are placed in a licensed or approved setting.	<a href="#">Overview of the Title IV-E Program for Juvenile Courts</a>

Notes:

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State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
OK	Dept. of Human Services Office of Juvenile Affairs Local juvenile courts	Varies by county. For example, Tulsa County operates a dual-status docket. A few probation counselors and Department of Human Services workers are cross-trained and assigned to specifically coordinate for cases on the dual status docket.	In Tulsa County: Youth who have been adjudicated in both the delinquent and deprived child case categories.	<a href="#">Tulsa County Juvenile Division Policies and Procedures. Part 6.II: Dually Adjudicated Docket</a>
OR	Division of Youth Services (DYS) Oregon Youth Authority (OYA) County Juvenile Courts Dept. of Human Services (DHS)—Child Welfare	Varies by county. For example, Lane County established an MOU to share information between agencies and have a formal process for coordinating case planning between DHS and DHS. Several counties use the Crossover Youth Practice Model.	Youth who were formally adjudicated in both the juvenile justice and child welfare systems as well as youth who have any two system involvement (prior to formal adjudication)	
PA	Dept. of Human Services—Office of Children, Youth and Families (OCYF) County Children and Youth Agencies (CCYA) County Juvenile Probation Offices (JPO)	JPO and CCYA establish intake protocols to identify the need for crossover services. JPO and CCYA are authorized to share case information. Each county has the discretion to determine how to coordinate case management including the use of joint pre-hearing conferences, joint hearings, special liaisons, and the use of "one judge-one family" practices. MOUs between CCYA and JPO are recommended by the OCYF.	Youth under the direct supervision of either CCYA or JPO, or both concurrently. Shared legal responsibility may be court-ordered through a dual adjudication order if the court determines a youth is both dependent and delinquent, or through an order that incorporates language establishing Shared Case Responsibility between CCYA and JPO. Shared case responsibility can also be established informally outside of a court order at the discretion of CCYA and JPO.	<a href="#">Office of Children, Youth and Families, Shared Case Responsibility Policy and Procedures</a>
RI	Dept. of Children, Youth and Families (DCYF) Juvenile Correctional Services/Probation	Social worker and juvenile probation officers assigned to the same case. Individual service plans are combined into a single service plan. Caseworkers must maintain a minimum of twice monthly contacts to exchange information and coordinate case management.	Youth who are receiving services from both juvenile probation and family services.	<a href="#">DCYF Policy 800.0000: Transfer and Dual Supervision of Youth by Juvenile Probation and Family Services</a>

State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
SC	Dept. of Social Services— Child Welfare Services Office (DSS) Dept. of Juvenile Justice (DJJ)	Foster care/intensive foster care and clinical services workers coordinate with DJJ staff, the child's attorney, and/or law enforcement to determine the appropriate placement of youth and resources for the child and family. Disputes between DJJ and DSS staff are referred to the DSS regional director and DJJ regional representatives.	Youth who are involved with the child welfare system and the juvenile and criminal justice systems.	<a href="#">Department of Social Services Human Services Policy and Procedure Manual: Chapter 5, Foster Care &amp; Permanency Planning, 550.2, Juvenile Justice Involvement.</a>
SD	Dept. of Social Services— Child Protection Services (DSS) Dept. of Corrections— Juvenile Corrections (DOC) Unified Judicial System— Juvenile Court Services (UJS)	DOC and DSS established an MOU for cross-over population and joint custody procedures. DOC and DSS maintain joint custody of crossover cases and share all case records. Joint case planning between the local Juvenile Correction Agent (JCA) and Family Service Specialist to determine appropriate placement and services for the youth. Disputes are referred to the JCA regional supervisor, Family Services Supervisor, and DSS regional manager.	Youth placed in the care, custody, and control of the DSS and who are administered legal sanctions and penalties imposed by the courts including a commitment to DOC custody.	Department of Social Services - Child Protection Services and Department of Corrections - Division of Juvenile Corrections MOU for Cross-over Population and Joint Custody Procedures.
TN	Department of Children's Services (DCS)	DCS serves delinquent and dependent youth. Uses Child and Family Team Meetings (CFTM) to manage cases and coordinate services. CFTMs include the Family Service Worker, a trained full-time facilitator, other DCS staff, the youth, and family members and/or foster parents. CFTMs may also include community partners, therapists, attorneys, former legal custodians, and/or a court-appointed special advocate volunteer.	No explicit definition provided since youth receiving child welfare services and youth adjudicated with a delinquent offense are serviced by the same department and personnel.	<a href="#">Department of Children's Services Administrative Policies and Procedures: 31.7 - Child and Family Team Meeting Process.</a>

State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
TX	<p>Dept. of Family and Protective Services (DFPS)</p> <p>Texas Juvenile Justice Dept. (TJJD)</p> <p>Local Juvenile Probation Dept. (JPD)</p>	<p>DFPS, TJJD, and JPD coordinate services and share information on crossover youth. CPS has regional liaisons to TJJD to coordinate case management. DFPS and TJJD are required to establish an MOU to coordinate service planning and activities for Child Protection Services (CPS) youth in TJJD facilities. Established an electronic monthly data sharing of information about CPS youth in the TJJD system. Additional efforts vary by county including several counties who participate in the CYPM.</p>	<p>Youth in DFPS conservatorship who is involved in the juvenile justice system including detainment in a local detention center before an adjudication hearing, a deferred adjudication under supervision of the JPD, adjudication and placement in the custody or probation of a local JPD, or adjudication and placement in the custody or parole of the TJJD.</p>	<p><a href="#">Department of Family and Protective Services, Child Protective Services—Juvenile Justice Resource Guide</a></p>
UT	<p>Division of Child and Family Services (DCFS)</p> <p>Division of Juvenile Justice Services (JJS)</p> <p>Juvenile courts</p>	<p>Representatives from DCFS and JJS participate in child and family team meetings to coordinate services for youth and their families.</p>	<p>Youth involved with the juvenile court for a delinquency offense while in DCFS custody.</p>	<p><a href="#">Utah Division of Child and Family Services Practice Guidelines 306.8: Dually involved youth</a></p>
VT	<p>Dept. for Children and Families—Family Services Division (DCF)</p> <p>Dept. of Corrections (DOC)</p>	<p>The same social workers that provide Child Protection Services also provide Juvenile Justice Services. DCF and the DOC both provide supervision of youth on probation and Family Services is responsible for providing services for the youth. DCF and DOC have an agreement to share data and coordinate on placement decisions for youth.</p>	<p>Youth served by DCF Family Services division and DOC.</p>	<p><a href="#">Department for Children and Families, Family Services Policy Manual. Policy 156: Collaboration with Corrections Staff</a></p>

State	Agencies involved	Coordination of services	Definition of dually involved youth population	Relevant policies
VA	Dept. of Social Services— Division of Family Services Dept. of Juvenile Justice (DJJ)	State policy directs the local department of social services (LDSS) to appear at all court hearings and share applicable records with the courts. The LDSS should coordinate Family Partnership Meetings with DJJ representatives, the youth, and the family while the youth is committed. The LDSS should maintain monthly contacts with the youth while committed. LDSS representatives work with DJJ officials to coordinate release planning including the need for mental health services transition and school reenrollment.	Particular focus on youth in the custody of local departments of social services and who are committed to DJJ facilities and who will be under the age of 18 at the time of release from commitment.	<a href="#">Memorandum of Agreement between the Virginia Departments of Social Services and Juvenile Justice Regarding Children in Foster Care Committed to the Department of Juvenile Justice.</a>
WV	Dept. of Health and Human Resources—Bureau for Children and Families (BCF) Division of Juvenile Services (DJS)	No dual custody but DJS and BCF officials meet weekly to identify youth entering the juvenile justice system with an open BCF case. Use of multidisciplinary teams that include BCF, CJS, and community staff to determine placement and treatment for the youth and their family. The amount of coordination varies by county.	Youth who are in custody of the DJS and who have an open abuse and neglect case or were working with or in custody of BCF prior to involvement with DJS.	<a href="#">West Virginia Code §49-4-406. Multidisciplinary treatment process for status offenders or delinquents; requirements; custody; procedure; reports; cooperation; inadmissibility of certain statements.</a>
WI**				
WY	Dept. of Family Services (DFS)	DFS oversees both the child welfare system and juvenile delinquency (including juvenile probation) services. Except for in very rare cases, there is no distinction between juvenile probation officers and social services workers.	No explicit definition provided.	<a href="#">Wyoming Department of Family Services Resource Guide for Children, Youth, and Families.</a>

**Notes:**

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\*\* Indicates that the state did respond but that the state did not provide any substantive information about policies or practices for dually involved youth.



Suggested citation: Miller, M. & Knoth, L. (2019). *Dually involved females in Washington State: Outcomes, needs, and survey of approaches to serve this population* (Document Number 13-06-3901). Olympia: Washington State Institute for Public Policy.

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Document No. 19-11-3201



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